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Government

Department of Infrastructure

PPTL Heritage Impact Assessment Report

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**Western Cape
Government**

33 Chiappini Street Cape Town: Erven RE-734, 735, 737, 738-RE,
739, 9564 and 9565. Provincial Pavement Testing Laboratory (PPTL)

Heritage Impact Assessment

Prepared in terms of Section 38(4) of the NHRA

HWC Case number: 23061502

Prepared for NM & Associates Planners and Designers on behalf of the
Western Cape Government, Department of Infrastructure

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Contents

Contents	i
List of Figures	v
List of Tables	xii
List of Abbreviations	xiii
SUMMARY.....	1
1 INTRODUCTION.....	8
1.1 Study Brief and Scope of Work.....	10
1.2 Site Description.....	11
1.3 Project Description.....	11
1.3 Heritage team.....	12
1.4 Report Structure.....	12
2 SITE DESCRIPTION.....	13
2.1 Heritage Resources within the Immediate Context.....	15
3 THE PROPOSED DEVELOPMENT.....	25
3.1 Introduction and Background.....	25
3.2 Project Description.....	28
Zoning.....	29
3.3 Conceptual Development Proposal.....	30
Nature of the Concept Proposal.....	30
Description of Conceptual Development Proposal.....	32
Proposed Land Use.....	40
Proposed Consolidation Diagram.....	41
3.4 Landscape Framework Plan and Guidelines.....	43
4 HISTORICAL SETTLEMENT MORPHOLOGY AND CHRONOLOGY.....	45
4.1 Urban Formation.....	45
4.2 The Shifted Urban Grid.....	46
4.3 18 th Century at Precinct Scale.....	48
4.4 19 th Century Development Westwards.....	49
4.5 Precinct Scale: 19 th to Early 20 th Century.....	54

4.6	20th Century Urban Development	56
4.7	Precinct Scale 1920s.....	57
4.8	Intermediate period (c1935-1947) - Modernising the City.....	58
4.9	Precinct Scale 1930s -1940s	58
4.10	Mid-Century City and the Group Areas Act Impact.....	59
4.11	Precinct Scale 1950s -1970s	61
4.12	Leading to the 21 st Century City	62
4.13	Precinct Scale 1980s -2010.....	64
4.14	Architecture and Morphology of the Soils Lab Building.....	65
5	ARCHAEOLOGICAL ASSESSMENT.....	69
5.1	Key Findings of the Archaeological Study.....	74
	Green Point Burial Ground Protocol.....	75
5.2	Recommendations	75
5.2.1	Stakeholders	75
	Exhumation.....	75
5.2.2	Permitting	76
5.2.4	Reburial and storage	76
5.2.5	Vaults	77
5.2.6	Headstones, memorial stones and grave furniture	77
6	SOCIAL-HISTORICAL UNDERSTANDING OF PLACE.....	78
6.1	Overview of the Social-Historical Study.....	78
6.1.1	DRC Cemetery	85
6.1.2	Somerset Hospital Annex	90
6.1.3	The Soils Lab Building as an Immigration Detention Depot 1945-1947	92
6.1.4	The Provincial Pavement Testing Laboratory: office and laboratory space.....	93
6.1.5	Erf 735 Site of the former Salvation Army Metropole	93
6.2	Conclusions and Recommendations	96
6.2.1	District One	96
6.2.2	The Provincial Pavement Testing Laboratory (PPTL) Site	97

6.2.3	Statement of social-historical significance.....	99
6.2.4	Recommendations.....	99
7	VISUAL ASSESSMENT.....	100
7.1.	Visual Resources.....	100
7.2	Visual Indicators.....	101
7.3	Visual Simulations.....	103
7.3.1	3D massing model.....	104
7.3.2	Visual simulations of 'Option 3' (middle distance views).....	107
7.3.3	Visual simulations of 'Option 3' (Streetview).....	109
7.4	Key Findings of the Visual Assessment.....	115
7.5	Mitigation Measures.....	116
7.6	Recommendations of the Visual Assessment.....	117
8	STATEMENT OF HERITAGE SIGNIFICANCE.....	118
8.1	Broader landscape context.....	118
8.1.1	Topographical setting.....	118
8.1.2	HPOZ and Scenic Route.....	118
8.1.3	Gateway role of the site.....	118
8.1.4	Social-historical linkages with District One.....	119
8.1.5	The cultural significance of social institutions within District One.....	119
8.2	Local and Immediate Site Context.....	119
8.2.1	Linkages with Prestwich Memorial and St Andrews Presbyterian Church precinct.....	119
8.2.2	Salesian Institute.....	121
8.2.3	Historical urban morphology and social-historical nexus.....	121
8.3	Site scale.....	122
8.3.1	The site of old DRC cemetery.....	122
8.3.1.1	Expanded statement of archaeological significance of the site of the Old DRC cemetery.....	122
8.3.2	Cemetery Walling.....	123
8.3.3	Soils Laboratory Building.....	124
8.3.4	The site of the old Salvation Army Metropole.....	125

8.3.5	Mature Trees	125
9	HERITAGE INDICATORS	126
9.1	Built Environment, Landscape and Visual Indicators	129
9.1.1	Soils Lab Building	131
9.1.2	Historical Access	133
9.1.3	Other Structures.....	133
9.1.4	Perimeter Walling.....	133
9.1.5	New Development	134
9.1.6	Patterns of Planting, Street Edge Conditions and Landscape Interventions	135
9.2	Archaeological Indicators	136
9.3	Social-Historical Indicators	137
9.3.1	Overarching social-historical principles and indicators	137
9.3.2	PPTL site specific social-historical indicators	139
9.3.2.1	Soils Laboratory Building.....	140
10	ASSESSMENT OF HERITAGE IMPACTS.....	141
10.1	Built Environment, Landscape and Visual Impacts	141
10.1.1	Summary of built environment, landscape and visual impacts	147
10.2	Archaeological Impacts	148
10.3	Social-historical Impacts	149
11	OUTCOME OF CONSULTATION PROCESS.....	150
12	CONCLUSIONS AND RECOMMENDATIONS	152
	REFERENCES	157
	Annexure A: HWC Response to NID	
	Annexure B: Assessment of Soils Laboratory Building	
	Annexure C: Historical Research on the DRC Cemetery	
	Annexure D: Archaeological Assessment	
	Annexure E: Social Historical Study	
	Annexure F: Visual Study	
	Annexure G: DEA&DP Response	

- Annexure H: Architectural Guidelines
- Annexure I: Landscape Plan and Guidelines
- Annexure J: Public Participation Report
- Annexure K: HIA Open House Poster Presentation

List of Figures

Figure 1: Broad urban context of the affected erven, outlined in red, on the intersection of Somerset Road and Buitengracht Street. (Source: Halkett 2024) 8

Figure 2: Site context indicating the affected erven bounded by Buitengracht Street, Somerset Road, Chiappini Street and Prestwich Street. (Source: WCG DOI 2023) 9

Figure 3: Regional setting showing the PPTL site marked in red. The green line shows the interface between City Bowl and mountain landscape. The purple line shows the position of the old shoreline, denoting the Foreshore precinct. (Source: Gibbs PPTL VIA 2024) 15

Figure 4: Local context showing the PPTL site marked in red. The green line shows the interface between City Bowl and mountain landscape. The purple line shows the position of the old shoreline, denoting the Foreshore precinct. (Source: Gibbs PPTL VIA 2024) 15

Figure 5: Site context with the PPTL (subject site) shaded red. Heritage and Visual Resources circled in green (Source: Gibbs PPTL VIA 2024) 16

Figure 6: PPTL site and surrounds: current conditions 2023 (Source: Gibbs PPTL VIA 2024) 16

Figure 7: Location of the PPTL site showing its key role within a system of urban spatial continuity (Source: NM & Associates Planners and Designers PPTL Contextual Analysis 2023) 17

Figure 8: Existing and Proposed City of Cape Town Heritage Protection Zones showing the PPTL Site within the proposed Somerset Road HPOZ. The PPTL site is shown with a red outline. (Source: Hart & O'Donoghue Foreshore Gateway Precinct Heritage Study 2021) 18

Figure 9: City of Cape Town Grading of Heritage Resources. The PPTL site is outlined in red highlighting a split grading of the site between Block 18 and 29, Grade IIIB and IIIA respectively. The Prestwich Memorial Site is graded IIIA as is the Salesian Institute. (Source: Hart & O'Donoghue Foreshore Gateway Precinct Heritage Study 2021) 19

Figure 10: Proposed Heritage Gradings emanating from the Hart & O'Donoghue Foreshore Gateway Precinct Heritage Study (2021). The PPTL Site is highlighted in red. The Precinct



Heritage Study proposes both Block 18 and 28 as Grade IIIA and the Prestwich Memorial and St Andrew's Church Precinct as Grade II.	20
Figure 11: Existing Zoning (Source: City of Cape Town, 2023)	29
Figure 12: Conceptual Development Proposal Schematic Floor Plans (Source: NM & Associates, 2023).....	34
Figure 13: Conceptual Development Proposal Schematic Building Envelope (Source: NM & Associates, 2023).....	35
Figure 14: 3D Plan View (Source: NM & Associates, 2023)	36
Figure 15: 3D View at Buitengracht Street and Somerset Road intersection (Source: NM & Associates, 2023).....	36
Figure 16: 3D View at Somerset Road and Chiappini Street intersection (Source: NM & Associates, 2023).....	37
Figure 17: 3D View at Chiappini Street and Prestwich Street intersection (Source: NM & Associates, 2023).....	37
Figure 18: Conceptual Development Proposal Ground Floor Plan (Source: NM & Associates, 2023)	38
Figure 19: Conceptual Development Proposal Basement Floor Plan (Source: NM & Associates, 2023)	39
Figure 20: Proposed Consolidation Diagram (Source: NM & Associates, 2023).....	42
Figure 21: Landscape Framework Plan (Source: OvP Landscape Architects 2023)	44
Figure 22: 1652: Detail, drawing of Table Bay. Points marked "a" are described as "beautiful big lands under protection of the canon". Red circle marks the general location of the study area. (Source: Brommer, 2009: 69)	46
Figure 23: 1762 Extract from drawing showing two formal, walled cemeteries beyond the edge of the town. (Source: Johannes Rach in Brommer, 2009: 158)	46
Figure 24: 1661 Early stages of the orthogonal grid layout, overlaid on 2022 survey with site for development marked. (Source: Brommer, 2009).....	47
Figure 25: 1767: Shows the urban grid expanding westwards, with the primary route from town (Somerset Road) and the formal burial grounds demarcated and walled. Site for development is marked. (Source: Brink in Brommer, 2009: 138)	47
Figure 26: 1785: Parcels of land identified and allocated now extend beyond the outer edge, Buitengracht. (Source: Brink in Brommer, 2009: 144)	48

Figure 27: Diagrams show the first DRC land grant with two additional grants. DRC cemetery identified by red outline in artworks. (Sources: Johannes Rach in Brommer, 2009: 158; Schumacher in Brommer 2009; SG-50/1801; SG-80/1802; CoCT Historical Maps Collection) ... 48

Figure 28: 1818: City expands westwards along the upper/south edge of Somerset Road, with additional formal burial grounds demarcated. Somerset Hospital is identified. (Source: Elermans, CoCT Historical Maps Collection) 50

Figure 29: 1848: Additional burial grounds west of the original sites are formalised and identified. St Andrew's Church (1829) has been completed on the portion of the wedge-shaped land formed by the shift in the urban grid. The grid continues to expand above Buitengracht. (Source: George Greig's Cape of Good Hope Directory & Almanac) 51

Figure 30: 1860: City expands with fine grain infill of residential development between, beyond the burial grounds over ground used for informal burial. (Source: Snow, CoCT Historical Maps Collection)..... 51

Figure 31: c1900 view of District One from Signal (Source: NLSA)..... 52

Figure 32: Summary chronology diagram 53

Figure 33: Locating the 19thC sites of the precinct. (Sources: Thom, CoCT Historical Maps Collection; Bowler, 1996: 36; Anon, 2007: 56; source not known)..... 55

Figure 34: Locating the early 20thC developments in the area (Sources: Rennie et al, 1978; Unknown) 56

Figure 35: 1926: Urban development of the west city, with former burial grounds disused or developed for civic/social function (outline white). Dense residential grain in Cobern and Jerry Street areas. Blue indicates connection between old and hospital and new hospital facilities (1921). (Source: NGI 05_0860) 57

Figure 36: 1945: Early schools and churches unaltered (outlined white); Old Somerset Hospital demolished, Jerry Street flats demolished, new development in the English Cemetery grounds between Somerset and Prestwich Streets (pink). (Source: NGI 203A_05_00490) 58

Figure 37: Site cleared of temporary buildings and wall erected to enclose the courtyard. Original cemetery walling (1755) remains, shown red. Extract of the proposed 1947 Foreshore Plan shows impact of proposed east-west connecting bypass. (Source: Morris, 1975: 5) 59

Figure 38: 1968: Prestwich School, St Andrew's Church, St Stephen's Church and the Salesian Institute remain (white outline); new government building on old hospital site (pink outline). Development of temporary storage and workshop structures on the study site, with a large portion given to parking. (yellow) (Source: NGI 620_1968_08_00258)..... 60

Figure 39: 1971: Prestwich School, St Andrew's, St Stephen's and Sacred Heart Churches and the Salesian Institute remain (white outline); demolition and clearing to make way for Western Boulevard (pink outline). (Source: CoCT Map Viewer) 61

Figure 40: Red line shows the remaining original 1755 cemetery wall; St Stephen's church and ancillary buildings demolished early 1970s; Robb Motors building cleared for demolition. (Source: KAB CA839) 62

Figure 41: 1983: Somerset Street re-routed across the burial site forming triangle of land consolidated with the original wedge at the shift in the grid, creating a new urban gateway (outlined green). New development outlined pink. (Source: NGI 498_188_1983_04_00411)... 63

Figure 42: 2010: Schools and churches in place for over 100 years outlined white. The Rockwell development and Prestwich Memorial and fan walk shown blue; other recent high-rise developments, including the Metropolis adjacent to site, are outlined pink. (Source: NGI 3318CD_19_14_2010_307_RGB_RECT) 64

Figure 43: Red line shows the remaining original 1755 cemetery wall; development of Prestwich Memorial on the site of the earlier St Stephen's Church; mature trees and greening along the Fan Walk, which reintroduces the original desire line from city westwards. 65

Figure 44: 1921: Extract JS Cleland section of entrance on Chiappini Street (left) and east side elevation to show half-basement (Source: Scan 81) 66

Figure 45: 1921 (from original plan) 66

Figure 46: Identification of the hand drawn additions for an immigration detention facility. ... 67

Figure 47: 2001 Derived from survey drawing Ref 5898-B1 68

Figure 48: This diagram (which accompanied the report of the select committee convened by order of the Legislative Council to obtain the opinions of the various owners of land in Somerset Road burial precinct) shows the burial grounds along Somerset Road including the DRC Church cemetery forming part of the PPTL site circa 1904. The yellow outlined area represents the full extent of the DRC burial ground. The small insert shows the actual PPTL site (blue) superimposed on the old cemetery. Current erven shown in red. 69

Figure 49: The Dutch Reformed Cemetery was originally granted in 1755 (white dashed polygon) and was again allocated extra ground in 1801 (solid white) and 1802 (small white dots). Infilled polygons indicate where human remains have been found (or tested negative) and are described in section 5 of the report. The old straight alignment of Somerset Road along the western edge of the DRC cemetery can be deduced. (Source: ACO 2024)..... 71

Figure 50: Present knowledge of Human Remains In the old DRC cemetery and erf 735. Shaded areas indicate the old DRC cemetery (Source: ACO 2023) 73

Figure 51: Map of 1897 showing the boundaries of District One (sometimes called Ward 2 after 1913), from Adderley Street in the southeast to Green Point Common in the northwest. The boundaries excluded the Harbour Board Area, on state land. The focus area for this study is arrowed. (Plan of Cape Town, South Africa, 1897, Juta's Cape Town Directory, Heritage Resources Section, CoCT.) 79

Figure 52: District One and the west city, undated E8144. Taken some time after 1905 from the slopes of Signal Hill, this photograph shows just how closely District One formed part of the harbour area and the west of the city. It developed with access to a range of employment opportunities resulting from the busy and constantly expanding harbour activities. 80

Figure 53: By the 1860s, terraced housing began to occupy spaces below and between the formal graveyards off Somerset Road. They included an area below the DRC graveyard to the left, and housing around Schiebe and Cobern streets off Somerset Road (arrowed). (Snow Survey, 1862). This indicates that the oldest residential precincts were in the Jerry Street and Cobern Street areas. North is to the right. 81

Figure 54: Composite diagram from the Thom survey showing terraced housing in the study area by 1900. The blue arrows indicate the housing in place by the 1860s. The red arrows indicate housing developments in the late 19th century, from the left, French Street, Harbour Board housing, housing around the South African Missionary Society graveyard, and housing near the intersection of Ebenezer and Dock roads. City of Cape Town. North is to the right. . 81

Figure 55: The Western Boulevard cut a swath through the Ebenezer/Amsterdam roads precinct, and properties along Amsterdam Road. The project removed a substantial part of the social fabric of the area. Seen here the path of the boulevard (in red) superimposed on a map from the Thom survey c1900 showing terraced housing in the precinct. (Source City Map Viewer). North is up. 82

Figure 56: District One in 1980 showing the destruction of the old fabric and character of the area as a result of boulevard development and the expansion of commercial and industrial use. Source Aerial Photograph City of Cape Town. North is up. 82

Figure 57: The study area overlaid on the affected cadastral boundaries. This composite shows the substantial change to the streetscape made by the re-alignment of Somerset Road which previously linked up with Waterkant Street. It illustrates just how substantial the changes were to the urban landscape as a result of the ring road and Western exit roads schemes. Much of the former DRC cemetery is now beneath the freeway system. 84

Figure 58: View from inside the Somerset Road DRC cemetery nd., showing a variety of vaults and head stones. This photo shows the spire of the Lutheran Church in Strand Street (extreme left) and is therefore probably the area close to Buitengracht Street. Although not dated, the

photo was certainly taken prior to 1920 when vaults were demolished, gravestones removed, and human remains exhumed and reinterred in mass graves in the Maitland cemetery. (Source: Schultz, KAB E965)..... 87

Figure 59: The SG Noting sheet of 1924 showing the position of the new St Stephen's Dutch Reform Church building and the Old Somerset Hospital Annex. (Source: Schultz 2023). The study area clips a portion of the old church surrounds. 88

Figure 60: St Stephen's Mission Church situated on the old DRC Burial ground. (Source: W Wilson, Built Form Chronology)..... 88

Figure 61: The vault of the Thibault family. The tombstone is for L M Thibault who is recorded as dying on 3 November 1815 aged 65 years. While the condition of the vault has deteriorated in this photograph, it was known to have been to the design of Schutte, also buried in the cemetery. A note attached to the photograph reveals that it was situated inside the walls but close to the Buitengracht Street pavement. This means it was disturbed during the Buitengracht Street road widening. (E 3939.) Vaults were above ground and when the site was exhumed the vaults were demolished and the human remains removed. 89

Figure 62: Thom's Municipal Survey 1901 showing the Old Somerset Hospital's position in relation to the DRC burial grounds which were later to be transferred to the Provincial Government. The use at this time was for hospital facilities and overflow. The lack of a clear use for the cemetery site (initially at least) and the occasional need for expansion of the Old Somerset Hospital for fluctuations in terms of inmates, people and storage facilities suggest that this was a practical decision at the time based on proximity and ownership. North to the right..... 90

Figure 63: This useful map shows how the hospital was arranged in 1925. The hospital wards were racially divided with the European sick wards facing Prestwich Street and the 'Coloured' sick wards facing Alfred Street. The infirmary for the chronic sick and indigent were off Chiappini Street. There were wards for the mentally ill (the 'lunacy wards') as well as a separate facility surrounded by interior fences for lepers. The entire facility was inward-looking with male and female exercise yards. Egress was restricted. The site on the old burial grounds along Prestwich was identified in 1925 as 'hospital wards' and no doubt was an annex to the existing facility. The hospital was two storeys with windows facing inwards to the interior courtyards. (Also of note in 1925 is the remaining extent of high-density residential development that surrounded this facility). (Goad Fire Insurance Map of Cape Town 1925. SAL). The annex on Erf 734 is identified here as 'hospital wards', confirming that at least part of the block was used to accommodate an overflow of inmates at the Old Somerset Hospital. North to the right..... 91

Figure 64. The Old Somerset Hospital. This was the central courtyard around which the dormitories were arranged. The Annex building eventually became U-shaped, around which rooms were arranged with a central space for oversight. (Worden et al., The making of a City 1998.) 91

Figure 65: The proposed plan for the Old Somerset Hospital Annex, 'The Chronic Sick Home and Stores. (Wilson 7/3/21, Scan S Winter). This plan also shows the demolished DRC Church. 92

Figure 66: The workman's metropole newly built on a corner city site in 1898 and overlooking the 'disused' DRC burial grounds (Thom c1900). North to the right. 94

Figure 67: Social-historical-spatial synopsis marking places in the social-historical study..... 95

Figure 68: PPTL site (encircled) with proposed development (Sources: NM&A, GEPro)..... 104

Figure 69: PPTL site (zoomed), stepping up to Buitengracht Street (Sources: NM&A, GEPro) 104

Figure 70: PPTL site (white), stepping down to the Salesian Institute (Sources: NM&A, GEPro) 105

Figure 71: PPTL site (white) stepping down to the Soils Lab building (Sources: NM&A, GEPro) 105

Figure 72: PPTL site (white), with trees along Somerset Road (Sources: NM&A, GEPro)..... 106

Figure 73: PPTL site (white) with tower at Buitengracht intersection (Sources: NM&A, GEPro)106

Figure 74: Signal Hill – existing view (Source: GE Streetview) 107

Figure 75: Signal Hill – simulated view. (PPTL site in yellow) (Source: GEPro) 107

Figure 76: Bo-Kaap existing view. (Source: GE Streetview)..... 108

Figure 77: Bo-Kaap simulated view. (PPTL site in yellow) (Source: GEPro) 108

Figure 78: Existing view - Buitengracht Street looking north. (Source: GE Streetview)..... 109

Figure 79: Simulated view - Buitengracht Street looking north (Source: GE Streetview)..... 109

Figure 80: Existing view - Buitengracht Street looking west (Source: GE Streetview) 110

Figure 81: Simulated view - Buitengracht Street looking west (Source: GE Streetview) 110

Figure 82: Existing view - Somerset Road (Source: GE Streetview) 111

Figure 83: Simulated view - Somerset Road (Source: GE Streetview) 111

Figure 84: Existing view - Chiappini Street (Source: GE Streetview) 112

Figure 85: Simulated view - Chiappini Street (Source: GE Streetview) 112

Figure 86: Soils Lab (Chiappini Street façade): existing view (Source: GE Streetview)	113
Figure 87: Soils Lab (Chiappini Street façade) simulation: Option 3 just visible (Source: GE Streetview). Note a minimal visual intrusion to Soils Lab Building.	113
Figure 88: Chiappini Street / Somerset Road intersection (existing view) (Source: GE Streetview)	114
Figure 89: Simulated view Chiappini Street / Somerset Road intersection (Source: GE Streetview). Note open corner, and positive street interface proving spatial definition and street tree planting.	114
Figure 90: St Andrews Church (left) and Salesian Institute (right). (Source: Attwell 2024).	121
Figure 91: Local Context Spatial Informants (Source: NM & Associates Planners and Designers, 2023)	128
Figure 92: Built Environment and Landscape Heritage Indicators.....	130
Figure 93: Reference Plan for Built Environment and Landscape Heritage Indicators	131
Figure 94: Soils Lab Building Indicators	132
Figure 95: Soils Lab Prestwich Street Elevation.....	133
Figure 96: Heritage Indicators (Indicative Height, Scale and Massing, Visual Connections and Pedestrian Movement)	135
Figure 97: Example of intangible made tangible: Slave Memorial containing the names of enslaved people in Church Square, Cape Town (Source: Attwell 2024).	138

List of Tables

Table 1: Landowners and property extent	13
Table 2: PPTL Proposed Conceptual Development Plan Options (November 2023).....	27
Table 3: Conceptual Development Proposal residential uses	40
Table 4: Conceptual Development Proposal business-related uses.....	41
Table 5: Retention and rehabilitation of the Soils Lab Building	142
Table 6: Historical patterns of access.....	143
Table 7: Other structures	143
Table 8: Perimeter walling.....	143

Table 9: New development opportunities 144

Table 10: Patterns of planting, street edges and landscaping interventions 147

List of Abbreviations

CoCT	City of Cape Town Municipality
DEA&DP	Western Cape Government: Department of Environmental Affairs and Development Planning
EIA	Environmental Impact Assessment
HIA	Heritage Impact Assessment
HPOZ	City of Cape Town Heritage Protection Overlay Zone
HWC	Heritage Western Cape
NHRA	National Heritage Resources Act (Act 25 of 1999)
NID	Notification of Intent to Develop
PPTL	Provincial Pavement Testing Laboratory
SAHRA	South African Heritage Resources Agency
WGC: DOI	Western Cape Government: Department of Infrastructure

SUMMARY

This HIA report is for a proposed medium bulk mixed-use development on the site known as the Provincial Pavement Testing Laboratory (PPTL) located within the Central City of Cape Town. It is prepared under the provisions of Section 38 (4) of the National Heritage Resources Act (Act 25 of 1999; NHRA).

The PPTL site is bounded by Buitengracht Street, Somerset Road, Chiappini Street and Prestwich Street. Most of the site was once part of the old Dutch Reformed Church (DRC) cemetery which was exhumed in 1920/1921.



Site location at the intersection of Buitengracht Street and Somerset Road.

Proposed Development:

The PPTL site has been identified having the potential for urban intensification through higher density, mixed-use development including affordable housing opportunities. Its potential for affordable housing opportunities is aligned with local and provincial government strategic objectives to provide affordable housing on public land to address spatial transformation, and redress inequality. A portion of the site falls within the Amendment of the Buitengracht Road Scheme undertaken to unlock public land for development.

The conceptual development proposal for the PPTL site is for a mixed use residentially led development. It retains the Grade IIIA Soils Lab Building as a single storey building around a

soft landscaped courtyard and proposes a new building of approximately 4 to 12 storeys high on the remainder of the developable area. The new building is arranged in an L-shape around the perimeter of the site forming a system of interlinking spaces internally for use by those on foot.

The development proposal includes 310 residential units, of which 120 (39%) are earmarked for affordable housing, with 190 (69%) available to the open market. The maximum height of the tallest portions of the conceptual development proposal is approximately 40m, with four to seven storeys proposed along Somerset Street, and 11 storeys (+1 services level) along the Buitengracht Street interface.

Heritage Resources:

The PPTL site has intrinsic, contextual and associational heritage value. Heritage resources are expressed at different scales and include the following:

- The gateway role of the site on the corner of Buitengracht Street and Somerset Road at the junction of the western historical edge of the city grid and the entrance to the Somerset Road urban corridor.
- The location of the site on Buitengracht Street which is a Scenic Route.
- The location of the site within the proposed Somerset Road Heritage Protection Overlay Zone including its location at a threshold condition at the intersection of Somerset Road and Chiappini Street and its contribution to a remnant historical urban morphology and street pattern.
- The location of the site directly opposite Prestwich Memorial/St Andrew's Church square along Somerset Road which has Grade II heritage value.
- The Salesian Institute located on the corner of Somerset Road and Chiappini Street which has Grade IIIA heritage value.
- The Soils Laboratory Building which is located on the PPTL site and has Grade IIIA heritage value in terms of its historical associations and architectural integrity.
- The former role of the site as the old Dutch Reformed Church cemetery.
- The remains of cemetery walling associated with the DRC cemetery.
- The presence of scattered human remains and burials, artefactual material, vaults, headstones, memorial stones and grave furniture associated with the role of the PPTL site as DRC cemetery dating to the 18th century, later exhumed in 1920/1921.

- Historical linkages between the Soils Lab Building as an annex to the old Somerset Hospital and its role, albeit brief, as an Immigration Detention Depot.
- The site of the Salvation Army Metropole which was the first attempt by the City to provide accommodation for the urban poor thus serving as good precedent for providing affordable housing on the PPTL site as per the conceptual development proposal.
- Patterns of planting including the avenues of trees along Buitengracht Street and a mature Plane tree located within courtyard of the Soils Lab Building contributing to its visual-spatial properties.
- The location of the site within District One which is associated with a long history of burials (formal burials grounds and informal burials) and the presence of the dead, as well as a history of social displacement, loss and trauma following a process of slum clearance, land expropriation and forced removals.

Heritage Indicators:

Heritage indicators are foregrounded by a statement that the principle of redevelopment of the PPTL site is supported from a heritage perspective. The redevelopment of the PPTL site provides various constraints and opportunities from a combined heritage, visual, urban design, landscape and land use perspective.

Heritage indicators have been prepared in terms of the following aspects of heritage significance:

- Built environment, landscape and visual resources
- Archaeological resources and issues
- Social-historical associations

Heritage Impacts:

Heritage impacts have been assessed in term of the degree of convergence between the proposed development and the heritage indicators. The outcome of this assessment is summarised below:

Built environment, landscape and visual impacts:

The conceptual development proposal responds very positively to the built environment, landscape and visual heritage indicators in terms of the following:

- It responds positively to the gateway role of the site at the intersection between Buitengracht Street and Somerset Road as well as the threshold condition at the intersection of Chiappini Street and Somerset Road.
- It allows for a gradation of height and bulk across the site responding to a variety of heritage related urban conditions.
- It has carefully considered the need for a positive interface with the Prestwich Memorial / St Andrews Church Grade II heritage context, the Salesian Institute and the retained Soils Lab Building, including the need to provide the Soils Lab Building with sufficient breathing space.
- It provides opportunities for the adaptive use of the Soils Lab Building focused on reuse options that retain its architectural integrity and integrating its courtyard space as part of an inner block urban space.
- There is strong emphasis on creating a positive public environment in terms of active street edges, pedestrian movement and tree planting.

Given the conceptual nature of the proposals, a degree of certainty around potential positive heritage impacts from a built environment, landscape and visual perspective can only be achieved on the basis that the proposed development proceeds:

- Largely in accordance with the development proposals as indicated in Figures 12 and 13 of the HIA report.
- Largely in accordance with the architectural guidelines as well as the Landscape Framework Plan attached to the HIA report as Annexures H and I, respectively.

Furthermore, any alterations to the Soils Lab Building to accommodate its reuse need to be subject to a Section 34 application to HWC with consideration of the indicators contained in the HIA and involving the input of an architect with heritage expertise.

Archaeological impacts:

The likely presence of scattered human remains and burials, artefactual material, vaults, headstones, memorial stones and grave furniture associated with the former role of the PPTL site as a DRC cemetery will be impacted by the proposed development. However, this should not prevent re-development of the PPTL site provided the area is archaeologically tested and monitored by an archaeologist/s during and/or before development. If development is approved by the authorities, the sequence of the testing and monitoring program would need to be determined to fit in with the sequence of the proposed development. Several key issues

and processes still need to be resolved from an archaeological perspective, some of which are fairly complex, especially in terms of ethical, permitting and social issues linked to the future of the scattered remains of the buried dead. These issues and processes are outlined in Section 9.2 of the HIA report.

Social-historical impacts:

The social-historical study has provided valuable insight into the role of social-historical studies in HIA processes. It highlights the role of the PPTL site within District One in reflecting the social-historical-spatial trajectory of the City, specifically associations with social displacement, trauma and loss.

At a level of principle, the proposed development provides affordable/social housing within a well-located area in the inner City context thus responding positively to a past narrative of District One as a place of social displacement. It also responds positively to the associations of the site of the Salvation Army Metropole as the first attempt by the City to provide accommodation for the urban poor thus serving as good precedent for providing affordable housing on the PPTL site. It also aligns with a key strategic objective of both local and provincial spheres of government to optimise affordable housing on strategically located public land within the Cape Town CBD.

A core finding of the social-historical study is the need for a commemoration plan for the social-historical role of the PPTL site within the broader context of District One. It places emphasis on the need to link tangible and intangible heritage, foregrounding its people and public memory, attaching people to place. The recommendations emanating from this study are included in the recommendations for heritage approval.

Recommendations:

Based on the finding and conclusions of the HIA report, it is recommended that HWC:

1. Endorse the HIA report as having satisfied the minimum requirements of Section 38 (3) of the NHRA and HWC's request for specialist studies including an architectural analysis, archaeological assessment, townscape and streetscape assessment, visual study and socio-historical study.
2. Endorse the Statement of Heritage Significance and Heritage Indicators outlined in Chapters 8 and 9 of the HIA report, respectively as a basis for detailed design development.

3. Allow the development to proceed in terms of Section 38 (4) of the NHRA subject to the following conditions:
 - 3.1 Largely in accordance with the development proposals as indicated in Figure 12 and 13 of the HIA report.
 - 3.2 Largely in accordance with the architectural guidelines as well as the Landscape Framework Plan attached to the HIA report as Annexures H and I, respectively. Deviations from the principles and objectives of the architectural guidelines will need to be submitted to HWC for approval.
 - 3.3 Any alterations to the Soils Lab Building to accommodate its reuse are subject to a Section 34 application to HWC with consideration of the indicators contained in the HIA and involving the input of an architect with heritage expertise.
 - 3.4 A Section 38 workplan covering archaeological work and monitoring of the site with respect to any human remains, grave furniture and artefacts still present on the site be prepared for approval by HWC. This will relate to the extent of clearance of any human remains and associated artefactual material and grave furniture still present on the site despite the exhumation process of the 1920's. Any remains, grave furniture or other archaeological artefacts discovered during the course of site clearance in preparation for development, are assumed will receive the relevant approval for their removal and relocation in terms of the earlier 1920's exhumation of the site. We are assuming that this will be addressed under Section 38 (4) in terms of this HIA process and therefore not require separate permit applications under Section 35 and 36. Temporary storage and the reburial process to be resolved prior to any development activity occurring on site.
 - 3.5 A commemoration plan be prepared for the PPTL site informed by the recommendations of the social-history study.
 - 3.5.1 A commemoration strategy must be submitted to HWC for approval outlining the scope of the work, heritage informants, stakeholder engagement and implementation of the commemoration plan.
 - 3.5.2 The commissioning and implementation of a commemoration plan is the responsibility of the landowner.
 - 3.5.3 The commemoration plan should be embedded in the findings and recommendations of the HIA with specific reference to the findings and recommendations of the social-historical specialist study. A core finding of the social-historical study is the need for a commemoration plan for the social-historical role of the PPTL site and places emphasis

on the need to link tangible and intangible heritage, foregrounding its people and public memory, attaching people to place.

- 3.5.4 The commemoration plan must address the PPTL site as a whole taking into account its gateway location, historical layering, relationship to Prestwich Memorial and its contribution to the enhancement of the public realm.
- 3.5.5 Stakeholder engagement must include, although not be limited to, Friends of Prestwich Memorial, District Six Museum and City of Cape Town Heritage Section.
- 3.5.6 The commemoration planning process should be overseen by WCG: DOI and their appointed Consultants to ensure its integration with the vision of the site and the detailed design development process including landscaping interventions.
- 3.5.7 It should be noted that the commemoration planning process does not need to await the outcome of archaeological issues being resolved including exhumation. However, information revealed during archaeological processes may inform the final commemoration plan, where appropriate. For instance, it may be deemed appropriate to incorporate features and materials associated with the former DRC cemetery into the landscaping interventions.

1 INTRODUCTION

Sarah Winter Heritage Consultant was appointed NM & Associates Planners and Designers acting on behalf of the Western Cape Government: Department of Infrastructure (WCG: DOI) to undertake a Heritage Impact Assessment (HIA) for a proposed medium bulk mixed-use development on the site known as the Provincial Pavement Testing Laboratory (PPTL) located within the Central City of Cape Town. This HIA report is prepared under the provisions of Section 38 (4) of the National Heritage Resources Act (Act 25 of 1999; NHRA).



Figure 1: Broad urban context of the affected erven, outlined in red, on the intersection of Somerset Road and Buitengracht Street. (Source: Halkett 2024)

The PPTL site involves the street block bounded by Buitengracht Street, Somerset Road, Chiappini Street and Prestwich Street. It includes Erven 734-RE and 738-RE Cape Town and a Portion of Buitengracht, Riebeeck and Somerset Road Reserve namely Erven 735, 737, 739, 9564 and 9565. The Provincial Pavement Testing Laboratory (PPTL) or Soils Lab as it is commonly referred to, is currently located on Erven 734-RE and 738-RE, Cape Town. The subject sites measure approximately 6690m² in extent, in respect of the gross area available for intervention.



- Legend**
- Subject Erven
 - The Site
 - Road Reserve

0 0 0 0 0 0 0 0 km

Map Center: Lon: 18°25'11.7"E
 Lat: 33°55'1.2"S

Scale: 1:1,000

Date created: October 17, 2023



Figure 2: Site context indicating the affected erven bounded by Buitengracht Street, Somerset Road, Chiappini Street and Prestwich Street. (Source: WCG DOI 2023)

1.1 Study Brief and Scope of Work

The proposed development triggers the provisions of Section 38 (1) (c) of the NHRA as it involves a development that will 'change the character of a site' according to the following criteria:

- Exceeding 5000m² in extent in terms of S38 (1) (c) (i)
- Involving three or more existing erven or subdivisions thereof in terms of S38 (1) (c) (ii)

A Notification of Intent to Develop (NID) was submitted to HWC and in response to the NID HWC requested a HIA including the following specialist studies:

- Architectural Analysis
- Archaeological Impact Study
- Townscape and Streetscape Assessment
- Visual Study
- Socio-Historical Study

HWC's response to the NID dated 5th June 2023 is attached as Annexure A.

HWC's request for the abovementioned specialist studies resulted in the HIA process involving a number of heritage inputs:

- A settlement morphology and chronology overview prepared by Wendy Wilson which is incorporated into Section 4 of the report with a detailed assessment of the Soils Lab Building attached as Annexure B.
- A social historical study on the Dutch Reformed Church (DRC) Cemetery prepared by Kathleen Schultz (Refer to Annexure C). This study has been integrated into the archaeological and social-historical studies.
- An archaeological study prepared by ACO (David Halkett) (Refer to Annexure D).
- A social-historical study prepared by Melanie Attwell (Refer to Annexure E).
- A visual study prepared by David Gibbs (Refer to Annexure F).

While no separate architectural, townscape and streetscape specialist studies were undertaken, a built environment and landscape assessment has formed part of the HIA, thus covering the requirement for such studies.

The key challenge for the HIA process was responding to HWC's request for a social-historical study recognising the strategic location of the PPTL site within the historical precinct formerly known as District One. The social-history study prepared by Melanie Attwell demonstrates the key role of such studies in HIA processes, highlights the social historical significance of District One and the role of the PPTL site within this context and explores opportunities linking tangible and intangible heritage.

The HIA acknowledges the key role of the PPTL site within the Foreshore Gateway Precinct Urban Design Vision and Framework (2021). However, given the high-level heritage analysis involved at this city precinct scale certain assumptions and gaps in the heritage component of the Urban Design Vision are tested and addressed in the HIA report.

An environmental applicability checklist was prepared and submitted to the WCG: Department of Environmental Affairs and Development Planning (DEA&DP) by Infinity Environmental (Pty) Ltd. The response from DEA&DP confirms that the proposed development does not trigger any listed activities as defined in terms of the EIA Regulations (2014 as amended). An Environmental Authorisation will therefore not be required from DEA&DP. Refer to Annexure G.

1.2 Site Description

A brief site description is outlined below. A full site description is included in Chapter 2 of the HIA report.

The PPTL site is situated on the corner of Buitengracht Street and Somerset Road and bordered by Chiappini Street in the west and Prestwich Street in the north. Most of the site with the exception of Erf 735, was once part of the DRC Cemetery. The site is located directly opposite Prestwich Memorial/St Andrew's Church square along Somerset Road.

Buitengracht Street and Somerset Road are major structuring and movement routes, while both Chiappini and Prestwich Streets play a local role.

The PPTL site is largely undeveloped with the Soils Testing Laboratory Building (originally an annex of the Old Somerset Hospital, later an Immigration Detention Depot) occupies most of Erf 734-RE.

1.3 Project Description

Outlined below is a brief project description with a more detailed description provided in Chapter 3 of the HIA report.

The Conceptual Development Proposal for the PPTL site is for a mixed use residentially led development. It retains the Grade IIIA Soils Lab Building as a single storey building around a soft landscaped courtyard and proposes a new building of approximately 4 to 12 storeys high on the remainder of the developable area. The new building is arranged in an L-shape around the perimeter of the site forming a system of interlinking spaces internally for use by those on foot.

The development proposal includes 310 residential units, of which 120 (39%) are earmarked for affordable housing, with 190 (69%) available to the open market. The maximum height of the tallest portions of the conceptual development proposal is approximately 40m, with four to seven storeys proposed along Somerset Street, and 11 storeys (+1 services level) along the Buitengracht Street interface.

1.3 Heritage team

Sarah Winter working in association with David Halkett are the principal heritage consultants for this HIA project. The HIA has involved the input of the following heritage practitioners/specialists:

Melanie Attwell, Heritage Practitioner and Historical Researcher

David Gibbs, Visual Specialist

David Halkett, Archaeologist

Kathleen Schultz, Historical Researcher

Wendy Wilson, Heritage Practitioner

1.4 Report Structure

A detailed site description is provided in Chapter 2, followed by a full project description in Chapter 3. Chapter 4 provides an overview of the settlement morphology and chronology of the PPTL and its broader context. Chapters 5, 6 and 7 includes the outcome of various specialist studies undertaken for the purposes of this HIA including archaeological, social-historical and visual studies. A Statement of Heritage Significance is set out in Chapter 8, followed by Heritage Indicators in Chapter 9 which have been used to guide the development process and form the basis on which the heritage impacts have been assessed in Chapter 10. The outcome of the consultation process in Chapter 11 is subject to the outcome of the public participation process including comments received in response to this draft HIA. The conclusions and recommendations of the HIA are provided in Chapter 12.

2 SITE DESCRIPTION

Table 1: Landowners and property extent

Property	Total extent (m ²)	Development (m ²)	Owner
Erf 734-RE	2961	2961	Western Cape Government
Erf 738-RE	2535	2535	Western Cape Government
Sub-Total	5496	5496	
Portion of Erf 735	875.5	283	City of Cape Town
Portion of Erf 737	3373	2.5	City of Cape Town
Portion of Erf 739	1223	86	City of Cape Town
Portion of Erf 9564	468	61	City of Cape Town
Portion of Erf 9565	1718	769	City of Cape Town
Sub-Total	7657.5	1201.5	
Total area	13,153.5	6697.5m2	

The PPTL site is situated on the corner of Buitengracht Street and Somerset Road and bordered by Chiappini Street in the west and Prestwich Street in the north. Most of the site, with the exception of Erf 735, was once part of the DRC cemetery. The DRC cemetery forms part of the Green Point Burial Grounds, a place for human burials, both formal and informal, extending over a thousand-year period.

Existing walls surrounding erven 738-RE and 734_RE were erected at various times to respond to the changing uses of the site. Currently they enclose the PPTL site while portions of Erf 9565 and Erf 735 are publicly accessible open space and form part of the Buitengracht Street road reserve. Informal pathways crossing the road reserve indicate pedestrian use to and from the CBD.

Some sections of the wall along Chiappini Street are likely to contain original fabric from the walled DRC cemetery but most other sections are more recent, related either to the original use of the Soils Lab Building (Hospital Annex or Immigration Detention Depot) or were erected after the re-alignment of Somerset Road. Current vehicular and pedestrian access is via an access-controlled entrance in Chiappini Street.

Buitengracht Street and Somerset Road are major roads converging at a major vehicular traffic intersection while both Chiappini and Prestwich Streets are narrower and more pedestrian orientated.

Buitengracht Street essentially defines the edge of the central CBD and both it and Somerset Road are of local historical significance. Buitengracht Street defined the western edge of original City grid, and Somerset Road was the east-west structuring route along which urban settlement expanded north-westwards during the 19th century. The original alignment of Somerset Road was altered in the 1970's to upgrade vehicular connection to Buitengracht

Street. This was a significant change to the local urban landscape and bisected the disused old DRC cemetery in the process.

The 'Quayside' building adjacent to the site, 'The Capital' and '177 on Strand' are the highest developments in the vicinity at over 15 storeys. These buildings have broken the pattern of 5 to 7 storey buildings which dominate the band of development along the Somerset Road Corridor.

The PPTL site is largely undeveloped with the Soils Lab Building (originally an annex of the Old Somerset Hospital, later an Immigration Detention Depot) with its south-west facing courtyard occupying most of Erf 734-RE. The building is of Grade IIIA heritage value. The building has a basement level along Prestwich Street which is accessed via a ramp at the southern end. The east and north facades of the Soils Lab Building face directly onto Chiappini Street and Prestwich Street respectively. A few other related prefab and more solid utilitarian structures are found on Erf 738-RE which have no heritage value.

The site is located within a proposed Heritage Protection Overlay Zone (HPOZ), referred to as the proposed Somerset Road HPOZ. The historical character of the built environment of this area has been significantly altered through road engineering interventions of the 1960s and 1970s which impacted the quality of the pedestrian environment along Somerset Road and Buitengracht Street and severed visual-spatial links with the harbour. The character of much of the area has changed from fine scaled residential development to large, consolidated blocks of offices and apartments. However, its built environment character still retains a certain coherence in terms of the remaining historical street pattern of which Chiappini and Prestwich Streets are an integral part, cemetery walling, and heritage resources such as the Soils Lab Building, Prestwich Primary School, **Salesian Institute**, **St Andrew's Church** and the Prestwich Memorial.

The area maintains visual connections to the encircling mountains which frame the City Bowl and form part of the Table Mountain National Park.

Buitengracht Street is identified as a Scenic Route, as is the extension of Strand Street as it becomes High Level Road. The intersection of Buitengracht Street and Somerset Road possesses distinctive gateway qualities marking the edge of the old city grid along Buitengracht and the linear expansion of the city along the Somerset urban corridor. The green planted edge along Buitengracht Street enhances its visual spatial qualities.

The PPTL site is located within an area formerly known as District One which is a place of social displacement, loss and trauma associated with a history of slum clearance, town planning schemes, transport planning and forced removals.

2.1 Heritage Resources within the Immediate Context

Significant heritage resources within the immediate context of the PPTL site include Prestwich Memorial and St Andrews Church, Prestwich Primary School and the Salesian Institute, originally the old military cemetery (1721) and later used for the Catholic (1840), and Scottish (Presbyterian) Church (1833) cemeteries.

Locality and Context Plans

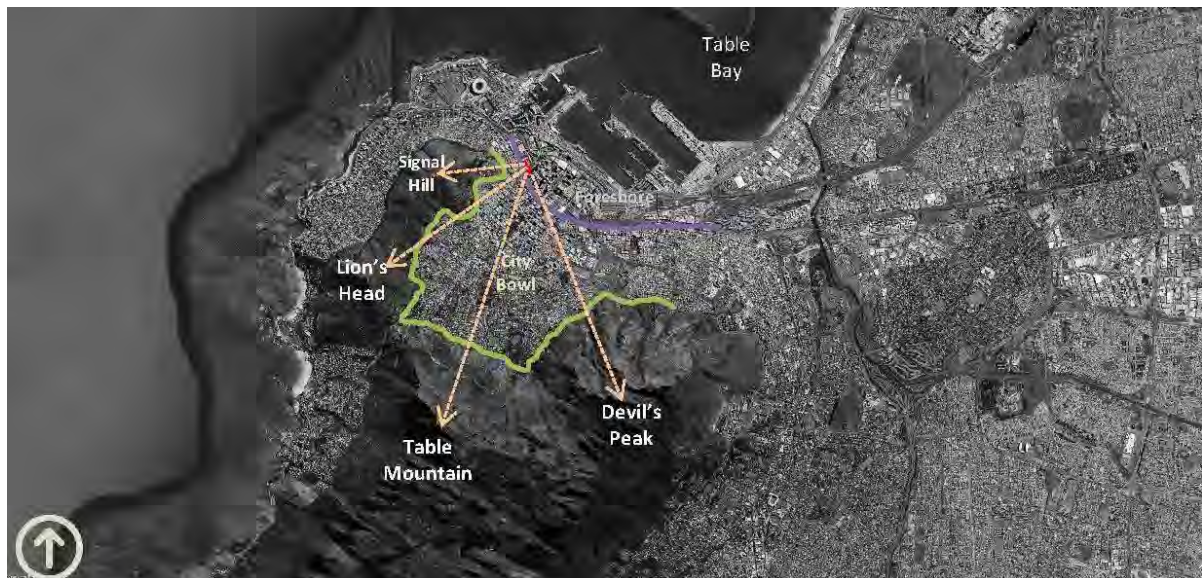


Figure 3: Regional setting showing the PPTL site marked in red. The green line shows the interface between City Bowl and mountain landscape. The purple line shows the position of the old shoreline, denoting the Foreshore precinct. (Source: Gibbs PPTL VIA 2024)



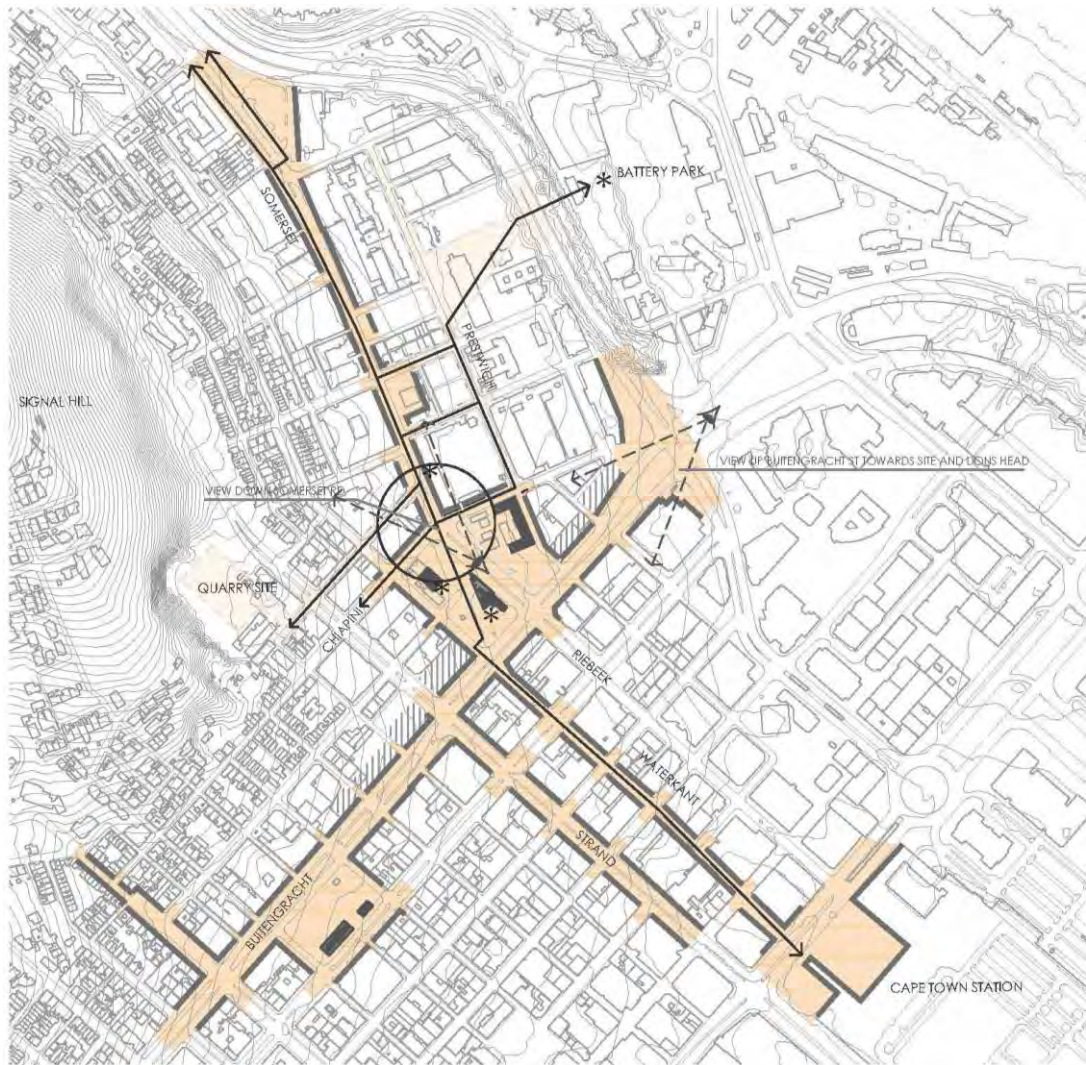
Figure 4: Local context showing the PPTL site marked in red. The green line shows the interface between City Bowl and mountain landscape. The purple line shows the position of the old shoreline, denoting the Foreshore precinct. (Source: Gibbs PPTL VIA 2024)



Figure 5: Site context with the PPTL (subject site) shaded red. Heritage and Visual Resources circled in green (Source: Gibbs PPTL VIA 2024)







Figure 6: PPTL site and surrounds: current conditions 2023 (Source: Gibbs PPTL VIA 2024)



SYSTEMS OF URBAN SPATIAL CONTINUITY & THE ROLE OF THE SITE



KEY

-  Pedestrian Movement
-  Higher order Public Spatial Realm
-  Future extension of higher order public spatial realm.
-  Proposed infill development
-  Future urban interface framing St Andrews / Prestwich Memorial space
-  View Cones



View down Somerset Road from Chiappini Intersection



View towards site from Buitengracht / Hans Strydom intersection

Figure 7: Location of the PPTL site showing its key role within a system of urban spatial continuity (Source: NM & Associates Planners and Designers PPTL Contextual Analysis 2023)

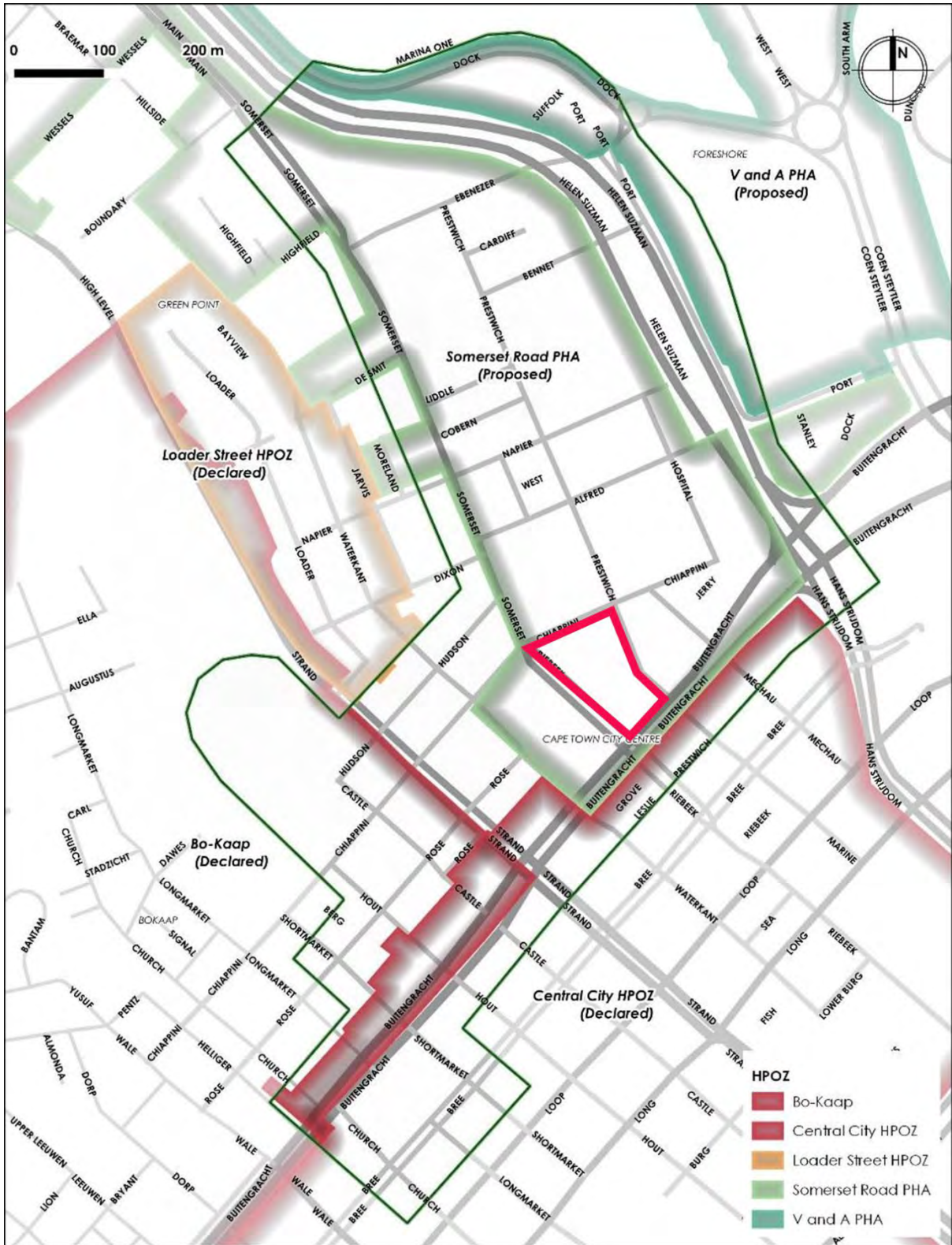


Figure 8: Existing and Proposed City of Cape Town Heritage Protection Zones showing the PPTL Site within the proposed Somerset Road HPOZ. The PPTL site is shown with a red outline. (Source: Hart & O'Donoghue Foreshore Gateway Precinct Heritage Study 2021)

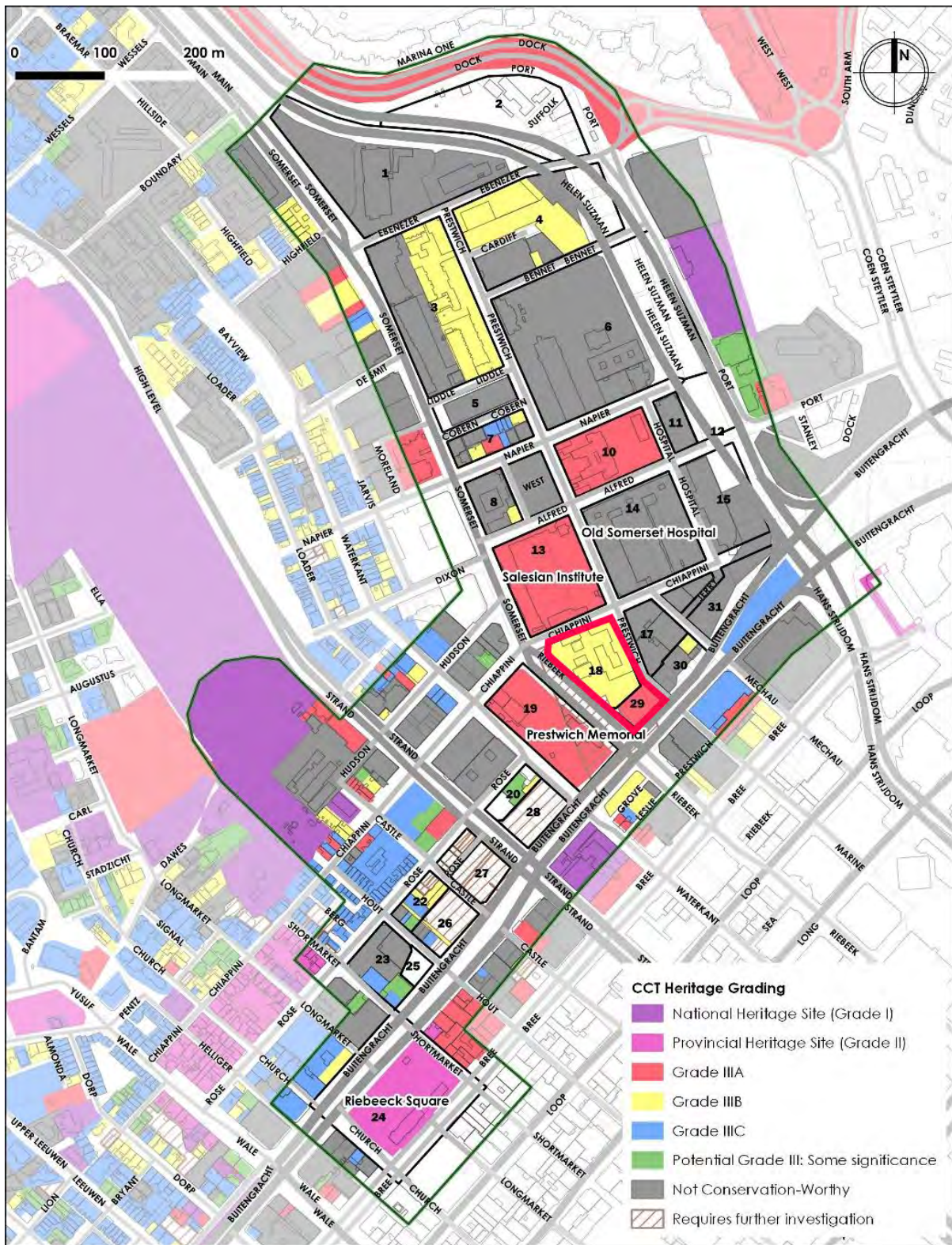


Figure 9: City of Cape Town Grading of Heritage Resources. The PPTL site is outlined in red highlighting a split grading of the site between Block 18 and 29, Grade IIIB and IIIA respectively. The Prestwich Memorial Site is graded IIIA as is the Salesian Institute. (Source: Hart & O'Donoghue Foreshore Gateway Precinct Heritage Study 2021)

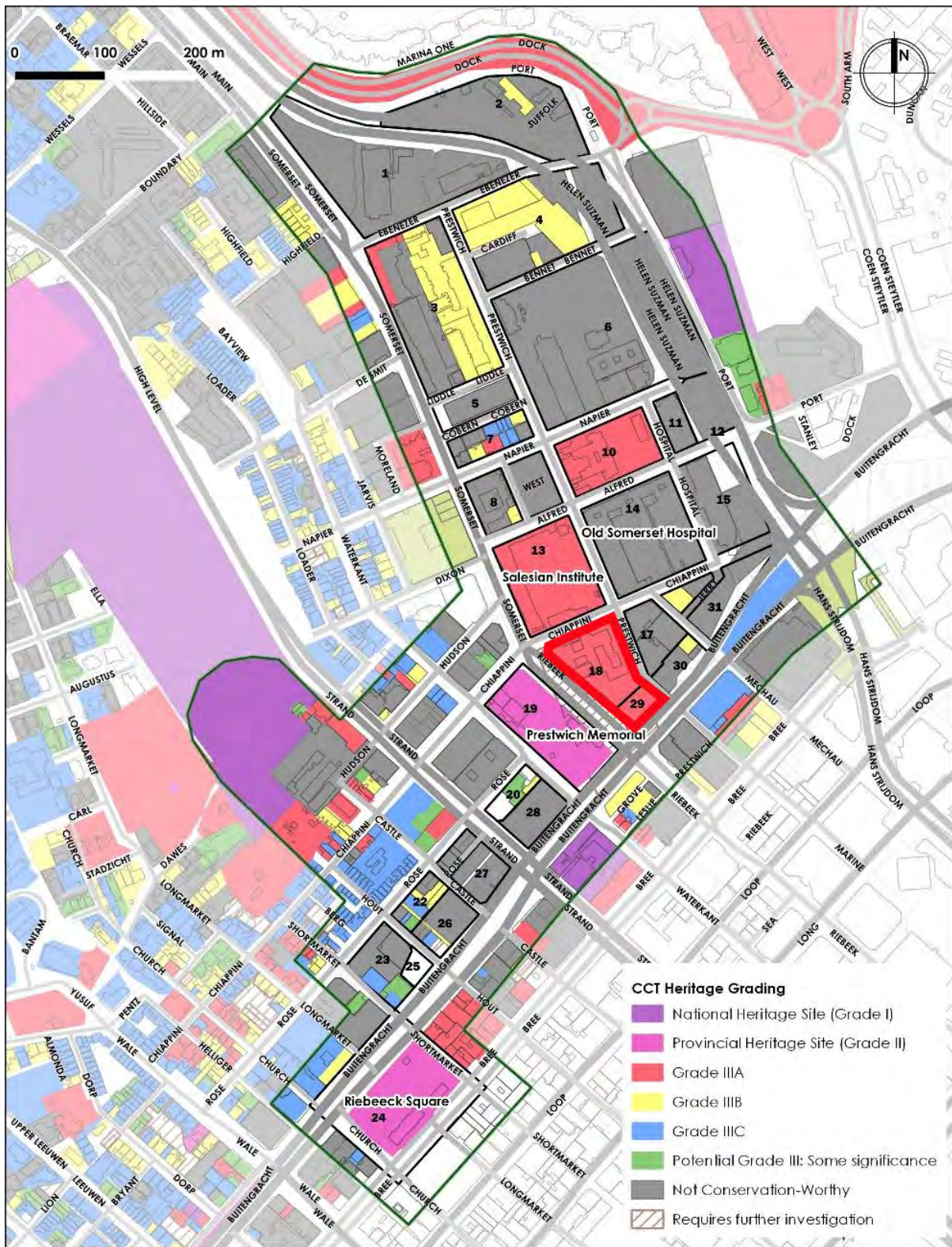


Figure 10: Proposed Heritage Gradings emanating from the Hart & O'Donoghue Foreshore Gateway Precinct Heritage Study (2021). The PPTL Site is highlighted in red. The Precinct Heritage Study proposes both Block 18 and 28 as Grade IIIA and the Prestwich Memorial and St Andrew's Church Precinct as Grade II.

Site Photographs



Key to site photographs (Basemap GoogleEarth 2024)



1. Somerset Road view east (NM & Associates Planners and Designers)



2. Chiappini Street/Somerset Road intersection, view north to site (Google Streetview image capture 2022)



3. Somerset Road view west (2023)



4. Somerset Road view east (NM & Associates 2024)



5. Somerset Road view west to Chiappini Street intersection (NM & Associates 2024)



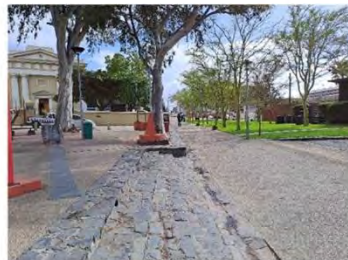
6. Somerset Road view east to Buitengracht



7. Somerset Road view from site to Prestwich Memorial



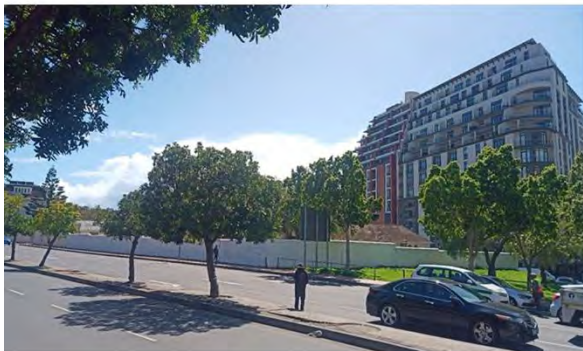
8. Somerset Road view from site to St Andrew's Church



9. Fan Walk view east and view west (NM & Associates 2024)



10. Buitengracht Street view south (site on left)



11. Somerset Road/Buitengracht Street view to site (Gibbs 2024)



12. Buitengracht Street view west to site (Gibbs 2024)



13. Prestwich Street view west, site on left (Gibbs 2024)



14. Prestwich Street view east, site on right (Gibbs 2024)



15. Site entrance (bricked closed) off Prestwich Street



16. View down Prestwich Street to Soils Lab building, Salesian stone boundary wall (left)



17. Prestwich-Chiappini Streets intersection, entrance to Soils Lab building (Gibbs 2024)



18. West facade and entrance on Chiappini Street



19. Site entrance on Chiappini Street (NM & Associates 2024)



20. View south up Chappini Street, historic site walling on left



Courtyard interior views



Courtyard interior views



Entrance to site off Chiappini Street



Closed entrance from site to Prestwich Street



Entrance to courtyard space



Remaining historic walling on Chiappini Street

3 THE PROPOSED DEVELOPMENT

The amendment of the Lower Buitengracht Road Scheme within the Cape Town CBD released 11 000m² of land for development (Government Gazette 20 January 2023). In 2021 the City of Cape Town prepared an urban design vision and framework for the precinct stretching along Buitengracht Street and west of Helen Suzman Boulevard, known as the Foreshore Gateway Precinct.

The Foreshore Gateway Urban Design Framework (2021) identified the potential densification opportunities and public space improvements within the precinct, with a focus on publicly owned land parcels. It also included preliminary investigations of heritage aspects, including inter alia historical buildings and archaeological potential associated with the cemeteries in the area. The framework was tabled at the Impact Assessment Committee (IACom) of HWC on the 13th April 2022 as background to a request for advice on the redevelopment of Block 28 located to the south of the PPTL site. The Committee **endorsed the 'master plan' presented** noting in the discussion that the plan had no statutory status but served as an overall framework for future development. The discussion also noted *"the positive nature of the urban design proposals in terms of the improving the public space network and the stitching together undeveloped land parcels at a strategic location within the central city"* (HWC IACOM minutes dated 13th April 2022).

The PPTL site comprises Blocks 18 and 29 of the Foreshore Gateway Precinct Urban Design Framework. It is worth noting that the HIA for the redevelopment of Block 28 to the south of the PPTL site was recently endorsed by HWC subject to a number of conditions (HWC IACOM Record of Decision dated 4th December 2023).

Outlined below is the background and description of the PPTL Conceptual Development Plan which is the subject of this HIA report.

3.1 Introduction and Background

Option 3: PPTL Conceptual Development Plan is an outcome of a conceptual development plan options report that was completed in September 2023 for the enablement of the proposed consolidated Erven 734-RE and 738-RE, Cape Town and a Portion of Buitengracht, Riebeek and Somerset Street Road Reserve namely Erven 735, 737 739, 9564 and 9565, Cape Town.

Three instructions were issued to the appointed consultant team by the lead consultant NM & Associates Planners and Designers. The first instruction is the appointed **Team's brief within its**





terms of reference namely: To develop at least 3 residentially led conceptual development options which respond to a set of programmatic informants in response to the WCG's project objectives of not only achieving a feasible development proposal to 'leverage significant land value', but also to address the government's commitment to provide more affordable and / or social housing (ideally 50% social / affordable – 50% open-market split) in well located areas such as the Cape Town CBD.

The second instruction to the WCG appointed professional team is that the development options should include an option reflecting the City's concept for the subject sites contained in the Foreshore Gateway Urban Design Vision and Framework Report (2021) referred to above. The third instruction includes the requirements identified in the terms of reference from the WCG: DOI that specifically refers to the 'Preferred development option / plan (layout, bulk, values, densities) based on informants and constraints' as an outcome of testing feasible options for the subject sites (WCG: Bid Document No. L108/22, Page 58).

In response to the first instruction, four conceptual development plan Options namely, Options 1A, 1B, 2 and 3, were developed, for the proposed consolidated erven – Refer to Table 2 below. In summary the programme and envelope of the conceptual development options were informed by the following. Refer to Table 1 below for the characteristics of each option developed during Phase 1 of the project terms.

- All options were informed by the Demacon Market Assessment Report (2023) which is appended to the September (2023) report in Appendix 2 of that report.
- All options should provide some on-site parking to support back of house activities at the very least, notwithstanding the fact that the site is located in a PT2 zone within which no parking is required.
- All options should retain the graded Soils Lab Building although the high bulk options look to adding additional storeys.
- All options are informed by the need to keep open market related residential and affordable / social housing separate (separate buildings / separate sites) due to subsidy and management requirements and constraints.
- All options should provide for medium bulk form along Somerset Road edge and higher bulk along Buitengracht Street edge.

Table 2: PPTL Proposed Conceptual Development Plan Options (November 2023)

	Option 1A: High Bulk with structured parking above ground	Option 1B: High Bulk with full basement	Option 2: Medium Bulk with full basement	Options 3: Medium Bulk with limited basement
				
Total max building height and storeys	<ul style="list-style-type: none"> • Max Height: (54m) • 16 storeys on Buitengracht Street including roof service level but excluding part basement • 4-8 storeys along Somerset Road / Chiappini Street 	<ul style="list-style-type: none"> • Max Height: (54m) • 16 storeys on Buitengracht Street including roof service level but excluding basement • 4-8 storeys along Somerset Road/Chiappini Street 	<ul style="list-style-type: none"> • Max Height: (40m) • 12 storeys on Buitengracht Street including roof service level but excluding basement • 4-7 storeys along Somerset Road / Chiappini Street 	<ul style="list-style-type: none"> • Max Height: (40m) • 12 storeys on Buitengracht Street including roof service level but excluding basement • 4-7 storeys along Somerset Road / Chiappini Street
Use of existing Soils Lab Building	<ul style="list-style-type: none"> • Use ground floor for retail • Use existing basement for co-working office environment • Add additional storey to existing building for business use including co-working office environment • Add new 2 storey pavilion for restaurant, cafes etc. 	<ul style="list-style-type: none"> • Use ground floor for retail • Use existing basement for co-working environment • Add additional storey to existing building for business use including co-working office environment • Add new 2 storey pavilion for restaurant, cafes etc. 	<ul style="list-style-type: none"> • Use the ground floor for retail • Use existing basement for co-working environment / NGO-type offices • Add additional storey to the existing building for business use including co-working office environment • Add new pavilion for community / non-residential purposes 	<ul style="list-style-type: none"> • Use ground floor for retail • Use existing basement for co-working environment / NGO-type offices
Total Gross Floor Area (new & existing incl. basements, parking and service levels)	• ±31 762 m² GFA	• ±33 583 m² GFA	• ±29 759 m² GFA	• ±23 373² GFA
Gross Floor Area: Parking and vehicular circulation	Parking / vehicular circulation GFA: 11 212 m², comprising: <ul style="list-style-type: none"> • Part basement (services / circulation): 403 m² • Ground floor vehicular circulation: 636 m² • Upper level parking/vehicular circulation: 10173m² 	• Basement Parking / vehicular circulation/ services GFA: 3 391 m²	• Basement Parking / vehicular circulation/ services GFA: 3 520 m²	• Basement with services and limited parking GFA: 982 m²
Total Residential units Gross Density	Total units: 230 344 du/ ha	Total units: 352 526 du/ha	Total units: 292 436 du/ha	Total units: 310 463 du/ha
Affordable / Social vs Open Market Housing Split	<ul style="list-style-type: none"> • Affordable / Social: 33% • Market: 67% 	<ul style="list-style-type: none"> • Affordable / Social: 43% • Market: 57% 	<ul style="list-style-type: none"> • Affordable / Social: 45% • Market: 55% 	Option 3: Affordable: 39% Market: 61%
Parking provision:	<ul style="list-style-type: none"> • Parking in 3 x levels above ground level • Total of 270 bays on site • Loading bays: 1-2 on-street 	<ul style="list-style-type: none"> • Parking in 1 x basement level • Total of 87 bays on site • Loading bays: 1-2 on-street 	<ul style="list-style-type: none"> • Parking 1 x basement level • Total of 89 bays on site • Loading bays: 1-2 on-street 	<ul style="list-style-type: none"> • Limited parking in mini basement • Total of 15 bays on site • Loading bays: 1-2 on-street

Conceptual Development Options 1A and 1B emanate from the City's Foreshore Gateway Urban Design Framework (2021) report and respond directly to the second instruction to the appointed Team. They are variations of the high bulk theme but have different approaches to accommodating parking on site. Through the conceptual design process, it became apparent that the upper floor levels of parking affect feasibility, negatively. Option 1B was therefore tested which is similar to Option 1A but the parking is provided in a single basement. Conceptual Development Option 2 was based on the site opportunities, constraints, principles, informants, and indicators that are contained in the PPTL Contextual Analysis Report (June 2023). However, Option 2 was also developed with a single basement parking to support the business uses. Again, it became clear that basements affect feasibility negatively.

Against the above background, Option 3 was born out of Option 2 but excluded a full basement which resulted in improved feasibility and better efficiency in the layouts of levels above ground as well as achieving higher residential unit yields. All options were taken through a high-level assessment exercise including a range of inter-disciplinary assessment criteria through which Option 3 came out as the Preferred Option. The Options were also engaged with key stakeholders for their preliminary inputs. Accordingly, Option 3 was supported by the **WCG's Steering Committee on 10 November 2023** after considering all conceptual development options and relevant comments received from key stakeholders.

3.2 Project Description

NM & Associates Planners and Designers along with an inter-disciplinary Team of supporting professionals including Sarah Winter and David Halkett responsible for this HIA report, were appointed by the Western Cape Government: Department of Infrastructure for the enablement of Erven 734-RE and 738-RE, Cape Town and a Portion of Buitengracht, Riebeeck and Somerset Street Road Reserve namely Erven 735, 737, 739, 9564 and 9565. Refer to Figure 2.

There are four phases to the project. Phase 0 is the Inception Phase, Phase 1 is the Site Development Plan Compilation which comprises two sub-phases: a) A Contextual Analysis Report; and b) Development Plan and Development Guidelines Report. Phase 2 is the Specialist Assessments and Report Phase. This HIA forms part of Phase 2.

All reports completed in Phases 1 and 2, including this Draft Heritage Impact Assessment Report, are available on the Western Cape Government's portal at <https://www.westerncape.gov.za/tpw/departement-of-infrastructure/provincial-pavement-testing-laboratory-pptl-site-enablement>. Phase 3 which will follow once the HIA has been

considered by HWC and is described as the Statutory Process and Final Development Plan, when all relevant land use applications will be prepared and submitted for the CoCT's consideration and decision.

Zoning

The applicable zoning scheme is the Development Management Scheme (DMS) contained in the City of Cape Town Municipal Planning By-law (2015, as amended). Erf 734-RE is zoned Mixed Use 3 (MU3) and Erf 735 is zoned Transport 2: Public Road and Public Parking (TR2). Erf 738-RE is split zoned MU3 and General Business 7 (GB7), Erf 739 is split zoned MU3, TR2 and Open space 2: Public Open Space (OS2). Erf 737 is zoned TR2, Erf 9564 OS2 and TR2 and Erf 9565 is zoned TR2. Refer to Figure 11 below.



Figure 11: Existing Zoning (Source: City of Cape Town, 2023)

The GB7 and MU3 zonings are not only appropriate for the proposed development of the site but also generous in terms of floor factors, height, and coverage and highly permissive of a range of land uses. Rezoning will be required for the TR2 zoned areas of the site to a more appropriate zoning as TR2 is only for public road purposes and does not permit residential or commercial land uses. Furthermore, the subject properties fall within the CBD Local Area Overlay Zone governed by Map LAO/4 in the Development Management Scheme, the implications of which are that the properties along Buitengracht Street, Somerset Road and Prestwich Street, notwithstanding that they may be zoned MU3, are permitted to develop in accordance with the development rules of the GB7 zone.

It is proposed to make the following land use applications to the City of Cape Town, among others that may become necessary as the planning process unfolds:

- Subdivision of Erven 735, 737, 739, 9564 & 9565 into 2 portions (a road reserve portion and a PPTL development portion)
- Rezoning of PPTL development portions of Erven 735, 737, 9564 and 9562 (Cape Town) from Transport Zone 2 (TR2) to Mixed Use 3 (MU3)
- Rezoning General Business 7 (GB7) portion of Erf 738-RE (Cape Town) to Mixed Use 3 (MU3)
- Consolidation of Erven 738 & 734-RE (Cape Town) and the PPTL development portions of Erven 735, 737, 739, 9564 & 9565 (Cape Town)

3.3 Conceptual Development Proposal

The project's development vision is as follows. **“To create a viable gateway development that embraces social and spatial transformation and respects the heritage value of the site.”**

Nature of the Concept Proposal

Based on Option 3 described above and supported by the WCG's Steering Committee, the Conceptual Development Proposal has been informed by the outcomes of several investigations by various disciplines including urban design, landscape architecture, heritage, civil engineering, transportation engineering, town planning and a financial modelling exercise.

Key components of the proposals from a built environment and landscape perspective are described below and have been extracted from the Architectural Guidelines Report prepared by NM & Associates Planners and Designers (2024). Refer to **Annexure H**.

Height and building articulation

Heights of the new buildings are informed by the spatial role of the site as a gateway and frame to Prestwich Memorial / St Andrews Square, the heights of adjacent buildings and the character of the surrounding areas; and as such range between 4 and 12 storeys maximum depending on the location of the respective building component on the site. The proposal supports higher bulk along Buitengracht Street edge than Somerset Road and Chiappini Street which face Prestwich Memorial / St Andrews Square and the Salesian Institute, respectively.

The new building requires fragmentation to, firstly, allow for pedestrian permeability at ground level and secondly, facilitate the new building being managed as two separate components by different entities in the future. In this respect, the social / affordable housing component is located along Somerset Road and the open market component along Buitengracht Street.

Edge making

The new buildings are proposed to be set back along the Buitengracht Street, Chiappini Street and Somerset Road edges to allow for a more generous pedestrian environment.

The new buildings combined with the Soils Lab building create a defined perimeter to the urban block which in turn creates an inner core that is more protected and more private. Furthermore, the new blocks allow the framing of Prestwich Memorial / St Andrews Square open space.

Landscaping

The edges of the site and the interior of the block are proposed to be greened to provide relief and interest for those on foot traversing the area and inner-city residents including those to be accommodated on the site in future. Existing trees have been retained where possible. For further detail refer to the Landscape Plan and Guidelines described in Section 3.4 below.

Aspects retained and aspects discarded

The Conceptual Development Proposal responded to the fact that certain physical remnants of the past such as the Soils Lab building, a remnant of the DRC cemetery wall and certain trees, need to be retained and acknowledged in the layout. Aspects to be discarded are the prefabricated buildings on site, trees considered to be of low or medium significance, where these limit the development footprint and the boundary wall with the exception of the old section along Chiappini Street and gateposts on Prestwich Street, which are to be retained.

Deliberate positioning of the building blocks

The Conceptual Development Proposal retains the historic Soils Lab building and proposes a new building on the remainder of the developable area. As a result of the challenging shape of the remaining developable area and the need to set new buildings back from the Soils Lab, the new building is arranged in an L-shape around the perimeter of the site.

Access and parking

The Conceptual Development Proposal allows the ground plane to be traversable by those on foot. Access off the road network for vehicles is limited to Prestwich Street and parking is limited to a mini basement to protect the ground plane and public street interfaces for use by pedestrians.

Description of Conceptual Development Proposal

As stated earlier, the Conceptual Development Proposal retains the Soils Lab Building as a single storey building (and including a small basement) around a soft landscaped courtyard and proposes a new building of approximately 4 to 12 storeys high (excluding the mini basement level) on the remainder of the developable area. The new building is arranged in an L-shape around the perimeter of the site forming a system of interlinking spaces internally for use by those on foot.

The proposed new building envelope comprises an approximately 40m high, 12-storey tower (including the roof services level, excluding the mini basement level) along Buitengracht Street, stepping down to 7-storeys along Somerset Road and then stepping down again to 4 storeys at the corner of Somerset Road and Chiappini Street.

The Conceptual Development Proposal will provide a mix of land uses, with a ground floor of business-related uses and floors above ground being set aside for residential units. The new building has a mini basement located under the tower on Buitengracht Street. Two loading bays are provided on Prestwich and Chiappini Street to support the retail components of the proposal and facilitate access by refuse collection trucks.

As previously indicated, the Grade IIIA Soils Lab building is proposed to be retained and repurposed for retail uses at ground floor level and a co-working / office environment at the basement level. All other non-conservation worthy buildings including numerous prefabricated buildings are proposed to be demolished to enable the development of a new built form.

Other existing site features that are being retained and incorporated in the proposal include:

- the historical cemetery wall along Chiappini Street;
- the existing gate posts next to the Soils Lab on Prestwich Street;
- existing trees associated with the Soils Lab Building, including a very tall Plane Tree in the existing courtyard; and
- an established Peruvian Pepper Tree along Somerset Road.

The space required around and above the Peruvian Pepper Tree creates a break between the Buitengracht Street tower and the building along Somerset Road, allowing views into the internal court of the scheme.

The existing and proposed new buildings have a combined Gross Floor Area (GFA) of ±23 373 m². The proposed development is illustrated in terms of the following sequence of figures:

- The proposed schematic floor plans and building envelope are shown in Figures 12 and 13 below.
- Figures 14 to 17 below provide 3-Dimensional images of the proposed development from various perspectives.
- Figures 18 and 19 below provide a closer view of ground and basement floor plans, respectively.

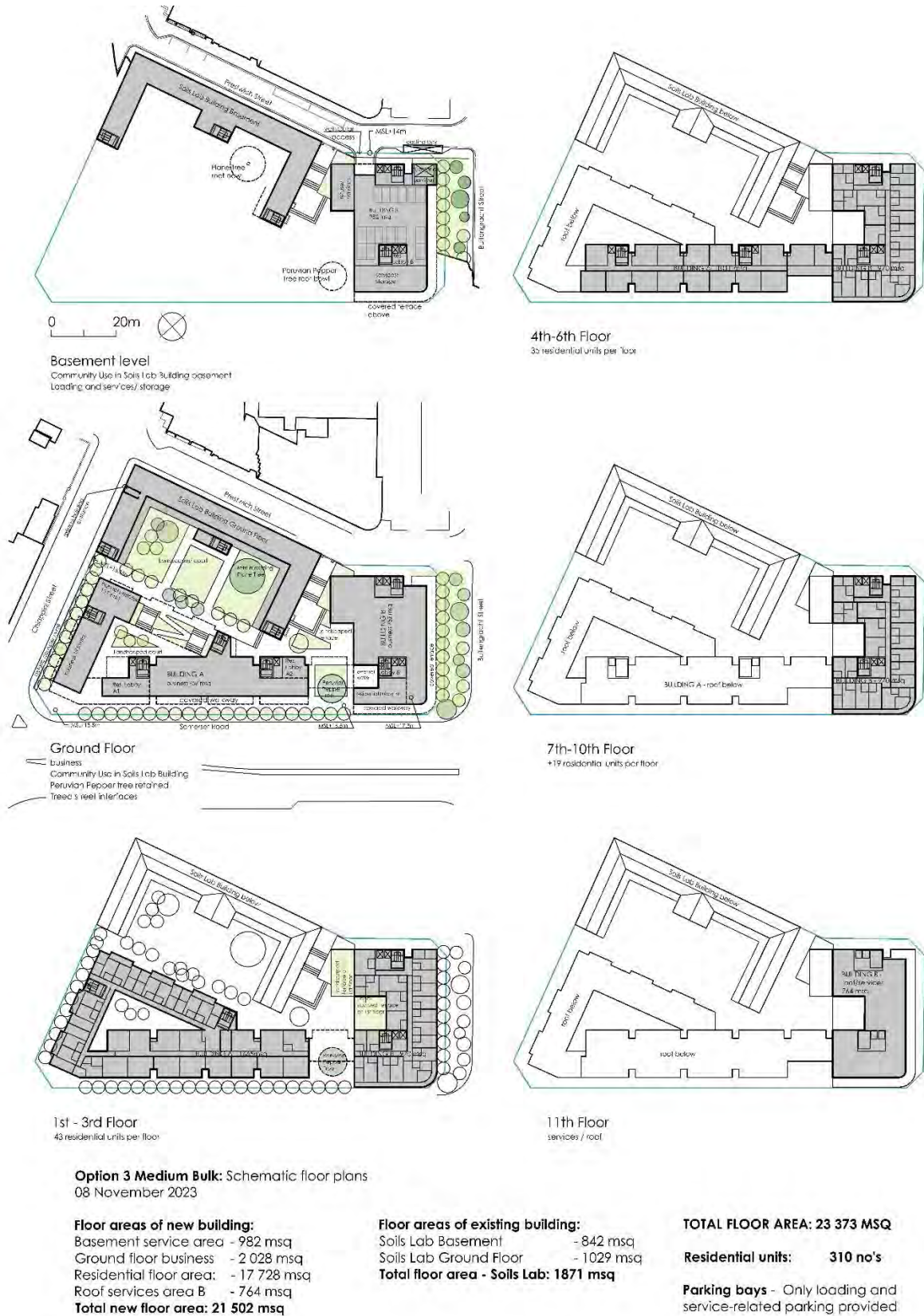
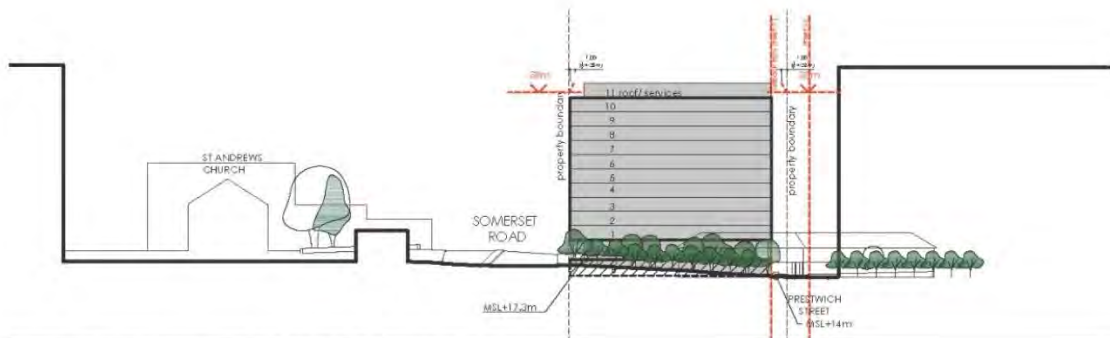
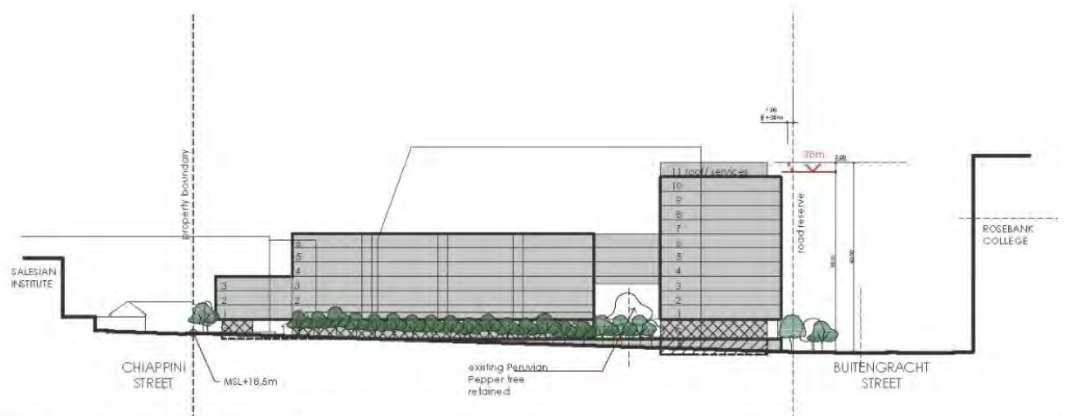


Figure 12: Conceptual Development Proposal Schematic Floor Plans (Source: NM & Associates, 2023)



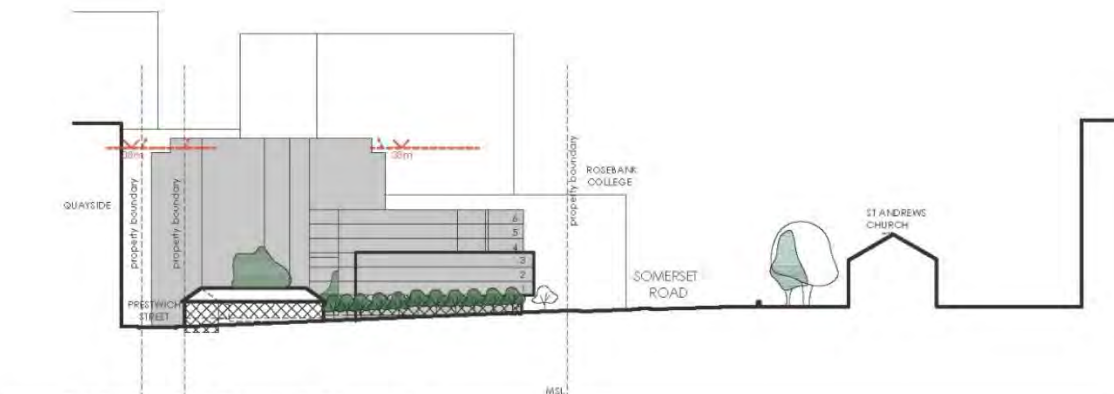
Buitengracht Street Elevation

0 20m



Somerset Road Elevation

0 20m



Chiappini Street Elevation

0 20m

**Schematic Building envelope
Option 3 Medium Bulk**
08 November 2023

Figure 13: Conceptual Development Proposal Schematic Building Envelope (Source: NM & Associates, 2023)

OPTION 3 - 3-DIMENSIONAL IMAGES

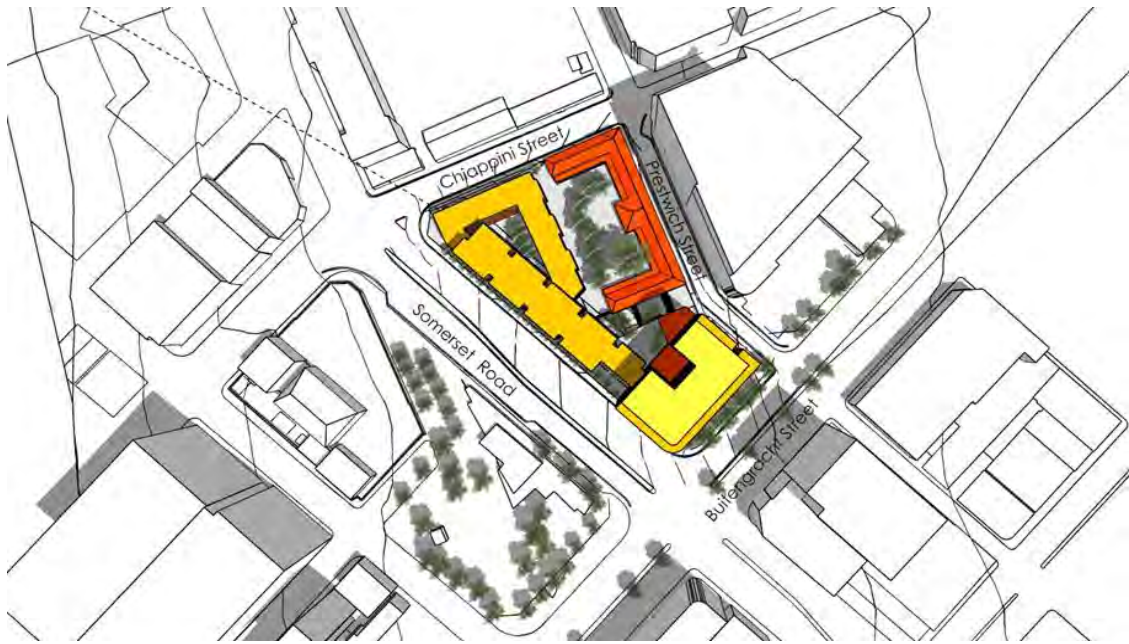


Figure 14: 3D Plan View (Source: NM & Associates, 2023)



Figure 15: 3D View at Buitengracht Street and Somerset Road intersection (Source: NM & Associates, 2023)



Figure 16: 3D View at Somerset Road and Chiappini Street intersection (Source: NM & Associates, 2023)



Figure 17: 3D View at Chiappini Street and Prestwich Street intersection (Source: NM & Associates, 2023)

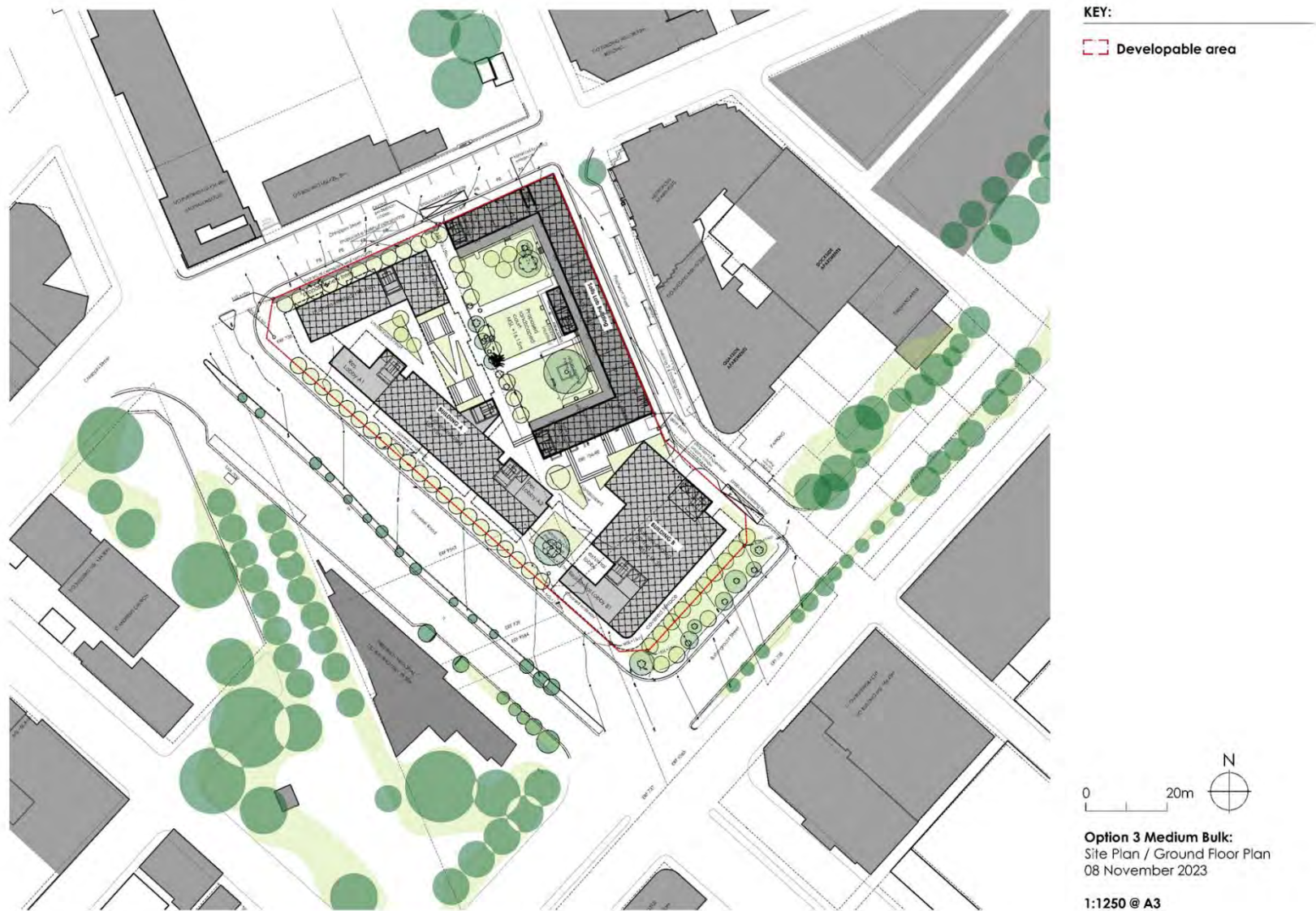


Figure 18: Conceptual Development Proposal Ground Floor Plan (Source: NM & Associates, 2023)



Figure 19: Conceptual Development Proposal Basement Floor Plan (Source: NM & Associates, 2023)

Proposed Land Use

The Conceptual Development Proposal is a residentially led development comprising a mix of uses as follows:

Residential:

The new building will provide approximately 310 residential units. Residential accommodation will be located above ground floor level across the new development blocks. The unit mix comprises 39% affordable / social units, located in the Somerset Road / Chiappini Street block, and 61% open-market units, located in the Buitengracht Street tower. The affordable / social residential units are predominantly 2-bedroom units ($\pm 45\text{m}^2$ - $\pm 60\text{m}^2$), while the open-market units are predominantly studios ($\pm 30\text{m}^2$ - $\pm 32\text{m}^2$ in size) with a small number of 1-bedroomed units ($\pm 32\text{m}^2$ - $\pm 35\text{m}^2$). A summary of the unit mix can be found in Table 3 below.

Table 3: Conceptual Development Proposal residential uses

Unit type	Affordable residential units in the Somerset Road / Chiappini Street Block	Open market units in the Buitengracht Street tower
Studios	6	120
1-bedroom units	0	20
2-bedroom units	114	50
Subtotal	120 (39%)	190 (61%)
Total	310 units	

Business-related uses:

The business-related uses occupy the ground floor of the new buildings, the ground floor as well as the existing basement of the of the Soils Lab Building. This allows for the potential of a mix of retail and office activities, the latter in the form of a co-working environment and community-type retail / office for the Soils Lab, to activate the street frontage and internal courtyards.

Retail type activities will include restaurants, cafes, takeaways, small service-related convenience shops such as hairdressers, cell phone repairs etc. It is proposed that the ground floor of the Buitengracht Street tower accommodates a small convenience retail anchor tenant to service the local area and residents on site.

The Soils Lab Building at ground floor level is proposed to be repurposed for community-orientated retail. The basement of the Soils Lab has been identified for use as co-working environment / offices.

The gross floor area measures approximately 3432m² in extent. Refer to Table 4 below.

The mini basement can accommodate 15 parking bays to support the following:

- High level management staff for office, retail and residential blocks

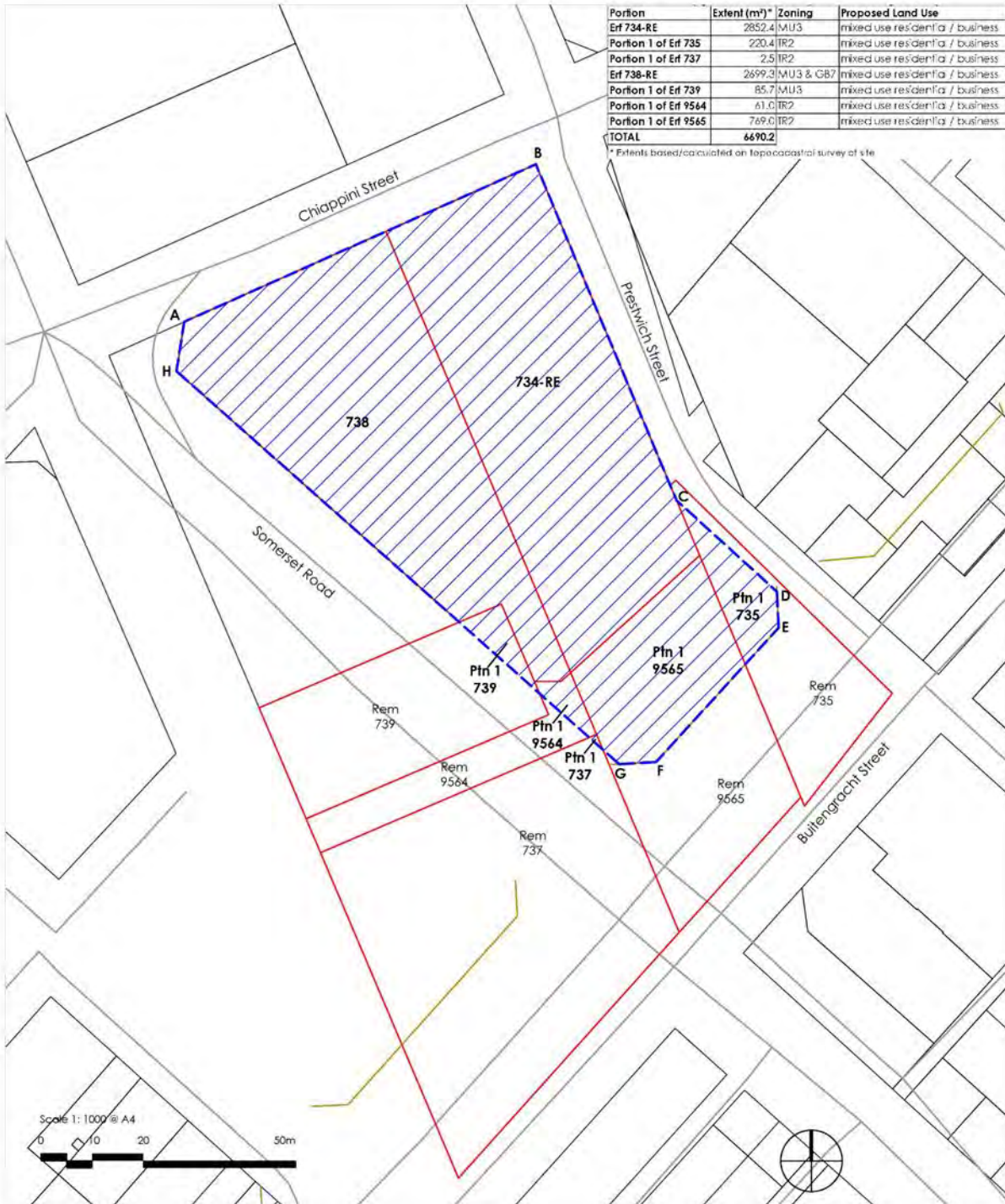
- Operational bays
- Accessible bays for the physically disabled
- Emergency bays (for sedan vehicles)

Table 4: Conceptual Development Proposal business-related uses

SUMMARY TABLE BUSINESS-RELATED USES (SPLIT BETWEEN RETAIL AND OFFICE TYPE ACTIVITIES)						
		Location	GFA (m ²)	GLA (m ²)	Total GLA (m ²)	% split
1	Retail (convenience supermarket)	Building B (tower) ground floor	752	601,6	2072	75,47%
2	Other' retail (incl restaurants, cafes, takeaways, small service-related convenience shops such as hairdressers, cell phone repairs etc)	Building A ground floor (Somerset Rd & Chiappini Street)	809	647,2		
3	Other' retail (incl restaurants, cafes, takeaways, small service-related convenience shops such as hairdressers, cell phone repairs etc) in Soils Lab	Soils Lab ground floor	1029	823,2		
4	Co-working environment / offices in Soils Lab	Soils Lab basement	842	673,6	673,6	24,53%
			3432	2745,6	2745,6	

Proposed Consolidation Diagram

The subject sites measure approximately 6690.2m² in extent, in respect of gross area available for development intervention. Refer to Figure 20 below.



Key

- PPTL Site Erven
- Road Reserve
- PPTL Proposed Consolidation
- Erven
- Road Centreline

Notes:
 PPTL Proposed Consolidation Figure A, B, C, D, E, F, G & H comprised of Erven 734-RE & 738-RE, and Portion 1 of Erven 735, 737, 739, 9564 and 9565 (Cape Town)

PPTL

ERVEN 734-RE, 738-RE AND A PORTION OF BUITENGRACHT AND RIEBEEK STREETS AND SOMERSET ROAD ROAD RESERVES, SITE ENABLEMENT

FIGURE
PPTL PROPOSED CONSOLIDATION
(PPTL-2023/1127-01)



Figure 20: Proposed Consolidation Diagram (Source: NM & Associates, 2023)

3.4 Landscape Framework Plan and Guidelines

The Landscape Framework Plan and Guidelines report prepared by OVP and attached to this report as Annexure I, describes the site from a landscape perspective to set the scene for the proposed landscape intervention. This is followed by a description of the Plan, its various components and the design intentions. It describes the plan as a series of outdoor rooms and circulation spaces. It also describes proposed interventions along the edge of the site that contribute to improved integration of the site into its context and improvement of the public realm from an urban performance point of view.

A set of principles and guidelines were also provided to inform future phases of work on the landscape component of the development. The guidelines focus on the following aspects to guide future detailed design, material specification and implementation:

- Pedestrian access and circulation;
- Managing surface levels and grading to facilitate inclusive access;
- Managing surface levels to facilitate preservation of existing established trees;
- Stormwater and drainage;
- Hard landscaping;
- Memorialisation and sculpture;
- Soft landscaping;
- Irrigation; and
- Micro-climate management.

Figure 21 depicts the Landscape Framework Plan.

4 HISTORICAL SETTLEMENT MORPHOLOGY AND CHRONOLOGY

This Chapter on the settlement morphology and chronology of the built environment and urban landscape looks at the PPTL site at two scales, namely within the context of the “west city” (a core area of what was formerly known as District One) and at the site-specific scale.

The heritage management implications for the reuse of the Soils Lab Building are discussed at the end of this Chapter.

4.1 Urban Formation

The area's topography and geology, which provided a life-sustaining environment - water, pastureland, fishing and hunting led to its centuries-long use for habitation and seasonal migration. It was not picked at random for development by the Dutch East India Company (*Vereenigde Oost-Indische Compagnie*, VOC). A successful year-long sojourn by a shipwrecked Company crew, and its location midway on the trade route between Europe and Asia, confirmed its suitability as an agricultural provisioning settlement. Within decades of the Company's 1652 arrival, it comprised soldiers and servants from Europe, free burghers and enslaved persons from sub-Saharan Africa and Asia. Most were accommodated in a cluster of dwellings and the fort. It was a heterogeneous community in transition, with regular new arrivals and departures.

By 1750 the shoreline had encroached into the sea, both from rubbish deposits and topsoil run-off from the mountain slopes, denuded of vegetation used for firewood. The town evolved north, south and west on the Dutch urban pattern: a grid of blocks, each roughly 60m by 60m and developed with 10 to 12 structures (Van Oers, 2000). Land was granted by the Company and developmental regulations were imposed. There was little spatial distinction of social class or of use, with each block accommodating a wide variety of activities including dwelling, trade, agriculture and stabling (Shutte, 1979).



Figure 22: 1652: Detail, drawing of Table Bay. Points marked “a” are described as “beautiful big lands under protection of the canon”. Red circle marks the general location of the study area. (Source: Brommer, 2009: 69)

4.2 The Shifted Urban Grid

The study area is situated at a significant point in the city grid, at the intersection of the outer edge of the early settlement, delineated by the Buitengracht (outer canal), and the route west from town leading towards the seasonal pastures. This took a 35-degree turn from the orthogonal urban grid to follow the coastline as it turned north to enclose Table Bay. The Company's (VOC) military cemetery was established c1720, beyond the urban edge, on this movement route.

In 1755 land located adjacent to this early formal burial ground was granted by the Company to the Dutch Reformed Church (DRC) to accommodate increased burial needs of burghers, resulting from growth of the colony and the impact of smallpox outbreaks (1751, 1755 and 1767). Surveys and artwork of the era show two matched, walled graveyards accessed from the south side, off what is now Somerset Road.



Figure 23: 1762 Extract from drawing showing two formal, walled cemeteries beyond the edge of the town. (Source: Johannes Rach in Brommer, 2009: 158)

Shifting European political tides in the 1770s and 1780s made the Cape vulnerable to strategic takeover. The result was something of a boom time. Dutch allied troops - French and German - arrived bringing their wider support network of servants and family. Fortifications were built,

requiring more labour and related services such as accommodation, provisioning and warehousing. While the town was administered by the Company, a Burgher Council managed the affairs of a growing class of free burghers engaged in commercial activities. Commerce was driven by agriculture (wine, wool and livestock) and the trades, with enslaved persons and a broader servant class providing labour. A landowning elite, connected by familial networks, evolved, made wealthy from successful bids for lucrative Company provisioning or servicing contracts (Worden et al, 1998).

As the town expanded west, the discrepancy of the urban grid was accommodated in the formation of wedge-shaped portion of land adjacent to the study site. The following maps and surveys of the town show the shift in the urban grid as the town expanded from settlement to the start of the 19th century.



Figure 24: 1661 Early stages of the orthogonal grid layout, overlaid on 2022 survey with site for development marked. (Source: Brommer, 2009)



Figure 25: 1767: Shows the urban grid expanding westwards, with the primary route from town (Somerset Road) and the formal burial grounds demarcated and walled. Site for development is marked. (Source: Brink in Brommer, 2009: 138)



Figure 26: 1785: Parcels of land identified and allocated now extend beyond the outer edge, Buitengracht. (Source: Brink in Brommer, 2009: 144)

4.3 18th Century at Precinct Scale

The two cemeteries formed the only built infrastructure beyond the western edge of the settlement. Artwork of the era shows them as matched, walled graveyards, with central pedimented entrances on the south side. By 1777 there is evidence of burial vaults constructed in the two northern corners of the DRC grounds. With a growing town population, additional land was granted to the DRC in 1801 and 1802 for the expansion of the burial grounds east to the edge of the Buitengracht and north.



Figure 27: Diagrams show the first DRC land grant with two additional grants. DRC cemetery identified by red outline in artworks. (Sources: Johannes Rach in Brommer, 2009: 158; Schumacher in Brommer 2009; SG-50/1801; SG-80/1802; CoCT Historical Maps Collection)

4.4 19th Century Development Westwards

War in Europe and the decline in power of the VOC jointly contributed to the First British Occupation (1795-1803). In 1803 the Dutch, in the guise of the Batavian government, regained the administration of the Cape. The Batavian government recognised the Burgher Senate, established under British Occupation, as a controlling authority and granted it wider powers and land for development. The Senate, in turn, sold and granted large parcels of land to burgher leaders who contributed services or taxes. What followed, was a spate of grants, with site blocks west of Buitengracht delineated and identified, then subdivided into portions, many sold by public auction, with development stipulated as a priority. There is record of a condition of sale being the requirement for development to take place with a maximum period of one year and six weeks, failing which, the Senate retained the right to resell by auction (1803 KAB, CO, 3906, 313). However, this was a period of political instability, and in many cases land transfers and development stalled as new landowners' horses, enslaved people and wagons were commissioned by the government to aid military defensive purposes.

In 1806 the Cape reverted to the British as a Crown Colony administered by a governor. Terms of the surrender allowed the Burgher Senate to retain its powers, protecting the property and status of the burghers, although it was eventually disbanded in 1827 amid claims of incompetence and corruption (Havenga, 1994: 94). Surveys show that from 1814 to 1825 considerable land grants were made, pushing the urban grid westwards between the quarry to the south and the sea to the north. Developed areas of the town had been divided into wards managed by Wardmasters, with the study site area falling into Ward 2 (Judges, 1977: appendix 5).

This was the start of a period of increased global trade, with the Cape's role shifting from provisioning station to trade hub, supported by a merchant class of property owners. An influx of British citizens to the Cape, particularly after 1816 and the end of the Napoleonic Wars, brought a new set of tastes, skills and practices. Brewing beer - previously rare and expensive - arrived with the Scottish settlers, and several requests were made to the Colonial Government in the early 1820s for licences to brew and sell beer. In the west city on the slopes above Somerset Road, already established with wine export stores - a "barrel-roll" from the docks - warehouses were built to accommodate a new brewing industry.

With the expanding town, and the end of VOC restrictions on religious practice allowed for new churches and mosques to be built, and land on the western outskirts of the city was granted for the establishment of religion-specific burial grounds. From 1801 to 1840, large blocks adjacent to the existing burial grounds were granted to the Roman Catholic, English, Lutheran, Ebenezer and Scottish churches, with land also allocated to Muslim burial grounds,

and for the burial of enslaved people and paupers. Archaeology has shown that land in between these grounds was used for informal burial.

By 1830 the first portion of the wider study area was under development. Land transfer documents and almanac records suggest an area of dwelling houses, stores and warehouses, occupied by brewers, wine merchants, coopers and coachmen, with many stables and coach houses. It included wine stores and warehouses on Waterkant Street, larger dwellings, stables and workshop along Somerset Road south/upper side, Somerset Hospital (built 1818) and St Andrews Presbyterian Church (built 1829) and School (1842). With the emancipation of enslaved people in 1834-1838, development turned low-cost row housing for rent, with smaller and irregular shaped sites between burial grounds and on the lower slopes of Signal Hill fragmenting the form of the urban grid.



Figure 28: 1818: City expands westwards along the upper/south edge of Somerset Road, with additional formal burial grounds demarcated. Somerset Hospital is identified. (Source: Elermans, CoCT Historical Maps Collection)

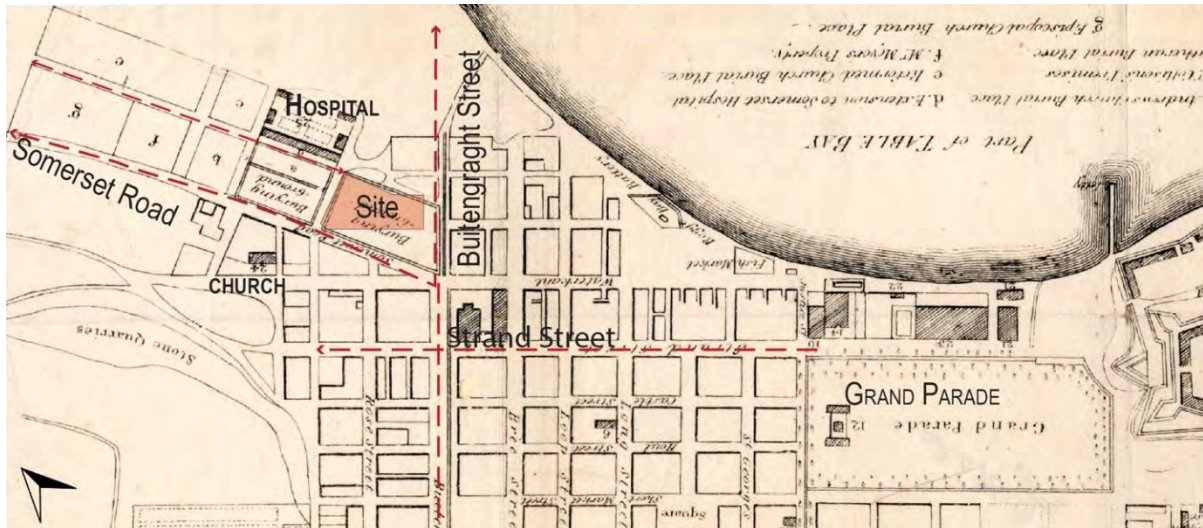


Figure 29: 1848: Additional burial grounds west of the original sites are formalised and identified. St Andrew's Church (1829) has been completed on the portion of the wedge-shaped land formed by the shift in the urban grid. The grid continues to expand above Buitengracht. (Source: George Greig's Cape of Good Hope Directory & Almanac)



Figure 30: 1860: City expands with fine grain infill of residential development between, beyond the burial grounds over ground used for informal burial. (Source: Snow, CoCT Historical Maps Collection).

The 1860s were a time of expansion and of depression. In 1860 work began on the harbour breakwater (completed 1870) built to improve capacity and provide safe haven to ships. As a result of the dock project, the population of working-class people expanded rapidly. The city grid extended to the docks with developers running up terraced rows of inexpensive dwellings, both brick and wood and iron, for rent. The densification of the town and docks area of Wards 1 and 2 pushed the affluent population south and west, with rails laid in the 1860s for the Cape

Town and Green Point Tramway Company, a horse-drawn tram replacing the omnibus service along Somerset Road to Sea Point.

The effects of the 1860s depression were dispelled by the diamond rush, which brought a change to the nature of commerce in the west city. Almanac records show general merchants' stores, bonded warehousing, and boarding accommodation.

In 1867 city districts were established for electoral purposes, replacing the ward system, with District One including Ward 2, the docks (Ward 1), the hospital, the dense network of row-housing, warehousing and the burial grounds. The character of the area was semi-industrial and working class, and was densely occupied, with terraced houses and labourers' barracks home to "free blacks", former enslaved people and migrant labour.

The smallpox pandemic of 1882 coincided with colonial ambitions to "formalise" social organisation. The Public Health Act of 1883, created for the control of epidemic disease, included a clause giving government the power to close cemeteries considered dangerous to public health. This became a political tool in the implementation of social organisation, based on ideas of "scientific rationalisation for the separation of the races and the assertion of white, British, dominance" (Van Heyningen, 1989: 11). In 1886, amid contestation, the burial grounds were closed and ultimately exhumed. However, these controls applied only to formal cemeteries. In many cases remains outside formal cemeteries were "disinterred" in an ad hoc fashion and discarded or covered over as the west city grew.

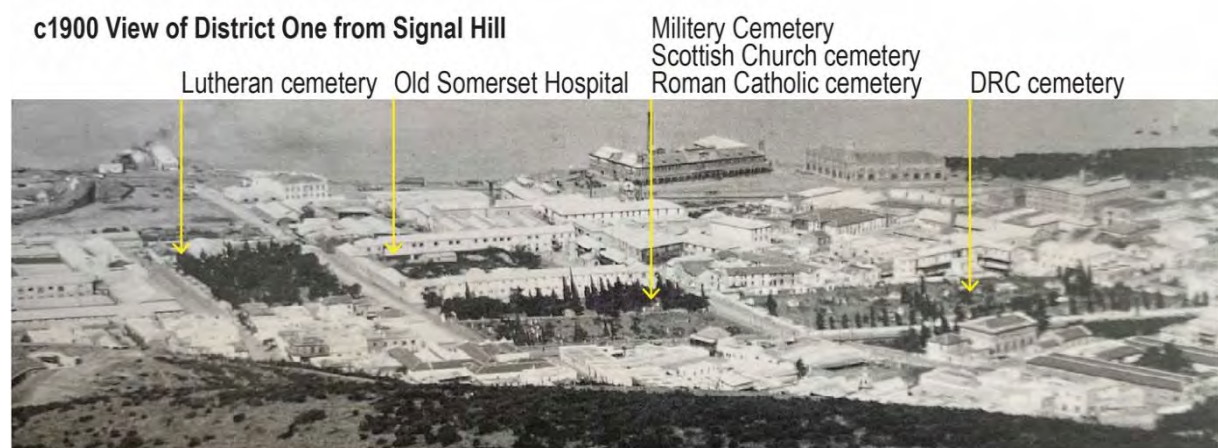
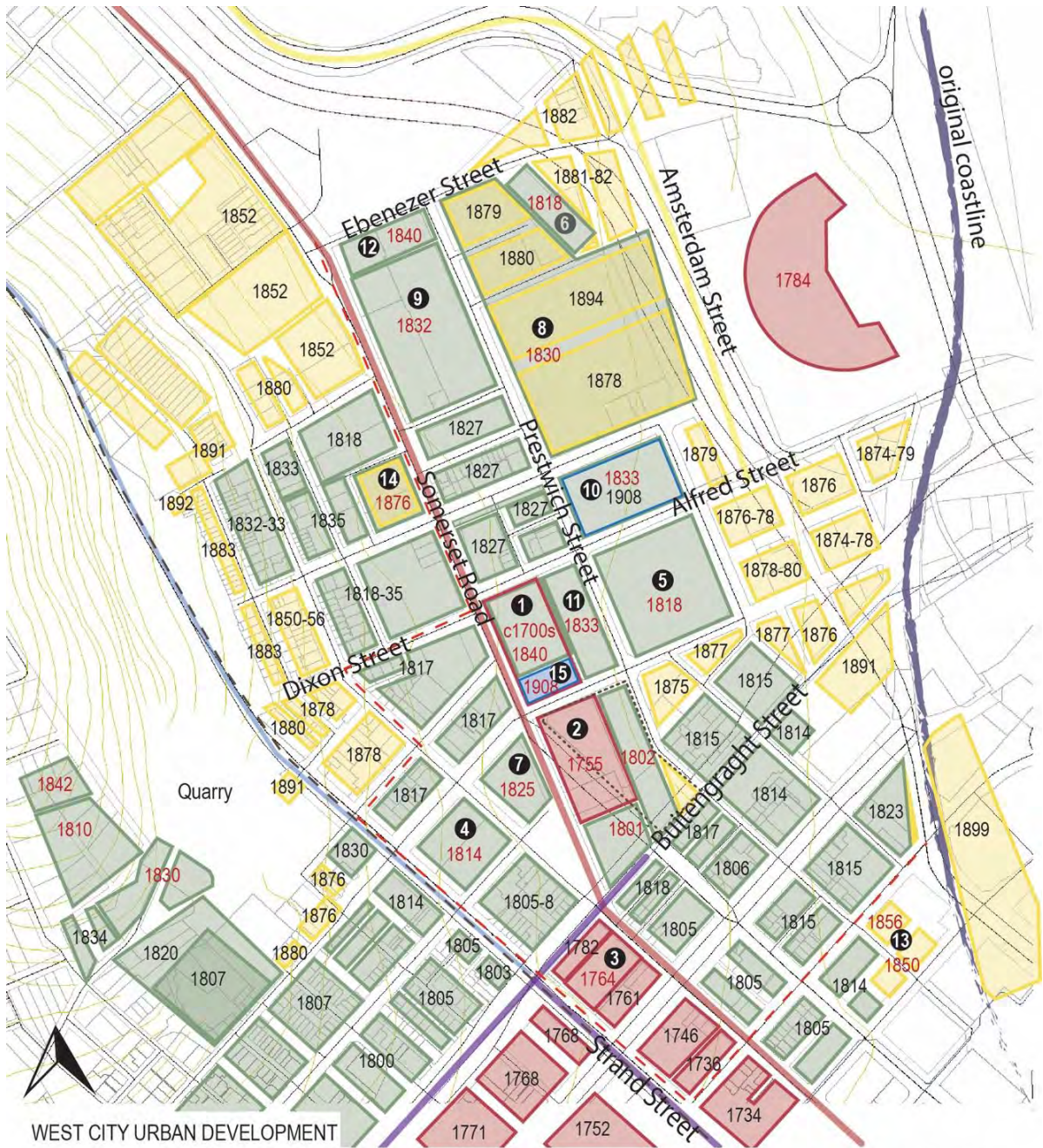


Figure 31: c1900 view of District One from Signal (Source: NLSA)

As a consequence of the closure of the burial grounds in 1886, the 1906 Disused Cemeteries Act stipulated that disused burial grounds could only be developed for use as churches, schools and public parks, otherwise being appropriated for municipal use.



WEST CITY URBAN DEVELOPMENT

- Development of urban form to start of 20th century**
- 1700s
 - 1800-1849
 - 1850-1899
 - Boundary Ward 2 (pre-c1867)
 - - - Boundary District One (post-c1867)
 - Site
- Primary and axial routes defining urban development**
- Pre-1700
 - 1700s
 - 1800s
 - 1900s

Base Map 2022 (Sources: KAB M4/13; Thom 1898; Goad 1895)

- Significant places as defining elements of urban development**
1. VOC Military Cemetery (later Roman Catholic Cemetery, 1840)
 2. Dutch Reform Church Cemetery (1755 extended 1801, 1802)
 3. Lutheran Church (1764) & Sextons House (1782)
 4. Mattfield (wine store) (1814)
 5. Old Somerset Hospital (1818)
 6. South African Missionary Society Cemetery (1818)
 7. Scottish Presbyterian Church (1825)
 8. Dutch Reform Church Burial Ground (1830)
 9. English Church Cemetery (1832)
 10. Lutheran Church Cemetery (1840)
 11. Scottish Cemetery (1833)
 12. Ebenezer Church Cemetery (1840)
 13. Gas Works (1850) & Sailors' Home (Gas Works Co.) (1856)
 14. St Mary's Catholic Church (1878)
 15. Destitute Boys' Home (1908) former Military Cemetery (VOC)

Figure 32: Summary chronology diagram

4.5 Precinct Scale: 19th to Early 20th Century

In April 1825, following the increase in Scottish immigrants, the Burgher Senate granted land adjacent to St Andrew's Square to the Trustees of the Scottish Presbyterian Church. St Andrew's Church (the "Scotch Church") was completed in May 1829 and in 1842 a second building, the Day School (now the church hall), was added to the church site. This was one of the first places to offer education to children of colour and of the enslaved, regardless of their religious affiliation. The Church remains open at these premises.

In 1818 land was granted to Dr Samuel Bailey for the first civilian hospital ("Old") Somerset Hospital, built to care for merchant seamen, enslaved people and paupers. While it fulfilled its clinical function well, it was financially unsustainable and was taken over by the Burgher Senate in 1821 and operated as the "Town Somerset Hospital". Although declared unsuitable in 1839, it continued to provide essential care to the indigent and chronically ill after the completion in the 1860s of the "new" Somerset Hospital (De Villiers, Keyser, 1983).

In 1886 the Salvation Army established its Working Men's Metropole, accommodating working men in a re-purposed store house/garage on a portion of land adjacent to the DRC burial ground. The area directly north of the burial grounds around Jerry Street was densely developed with two storey residential dwellings. This density of built form and occupancy was repeated in the blocks west of the site, at Cobern and Schiebe Streets, and at the edge of the wider precinct north of the burial grounds bounded by Ebenezer Road.

In 1899, the Nurul Mohamadia Mosque (Vos Street) Mosque was constructed on a dog-leg block on the slopes near to the Muslim burial grounds.

As a consequence of the terms of the 1906 Disused Cemeteries Act, in 1907 the DRC Church submitted plans for the erection of a new church on their land. In response, the City opened negotiations with Church authorities for the transfer to Council of DRC land adjacent to Buitengracht Street to allow for the widening of the road. The new church building, St Stephen's Church, was completed in 1908. Despite closure and clearing, and the demolition of vaults and headstones in the 1920's, the walling surrounding the sites along the Somerset Street edge remained in place.

In 1908 the first structures were added to the adjacent burial ground when work began on the **Destitute Boy's Home** (by architects MacGillivray and Grant) built for the Salesian Brothers order as a place of safety and education for vulnerable boys. The Institute remains at these premises where it continues its work with vulnerable youth. In close proximity, and collaborating in the mission, Sacred Heart Catholic Church was completed in 1910 (architect FM Glennie) on land acquired in 1883. Also in 1910, development took place on the former Lutheran burial

ground, with construction of the West End Public School, now Prestwich Primary School (architects Forsyth and Parker).

As a result of the early use as burial grounds, the heterogeneity and residential density resulting from proximity to a working dock, followed by the stipulations of the Disused Cemeteries Act, the immediate precinct retains a particular character. This is evident both in the unaltered built form and social use of these structures. In a century of change, they act as fixed points for social memory.

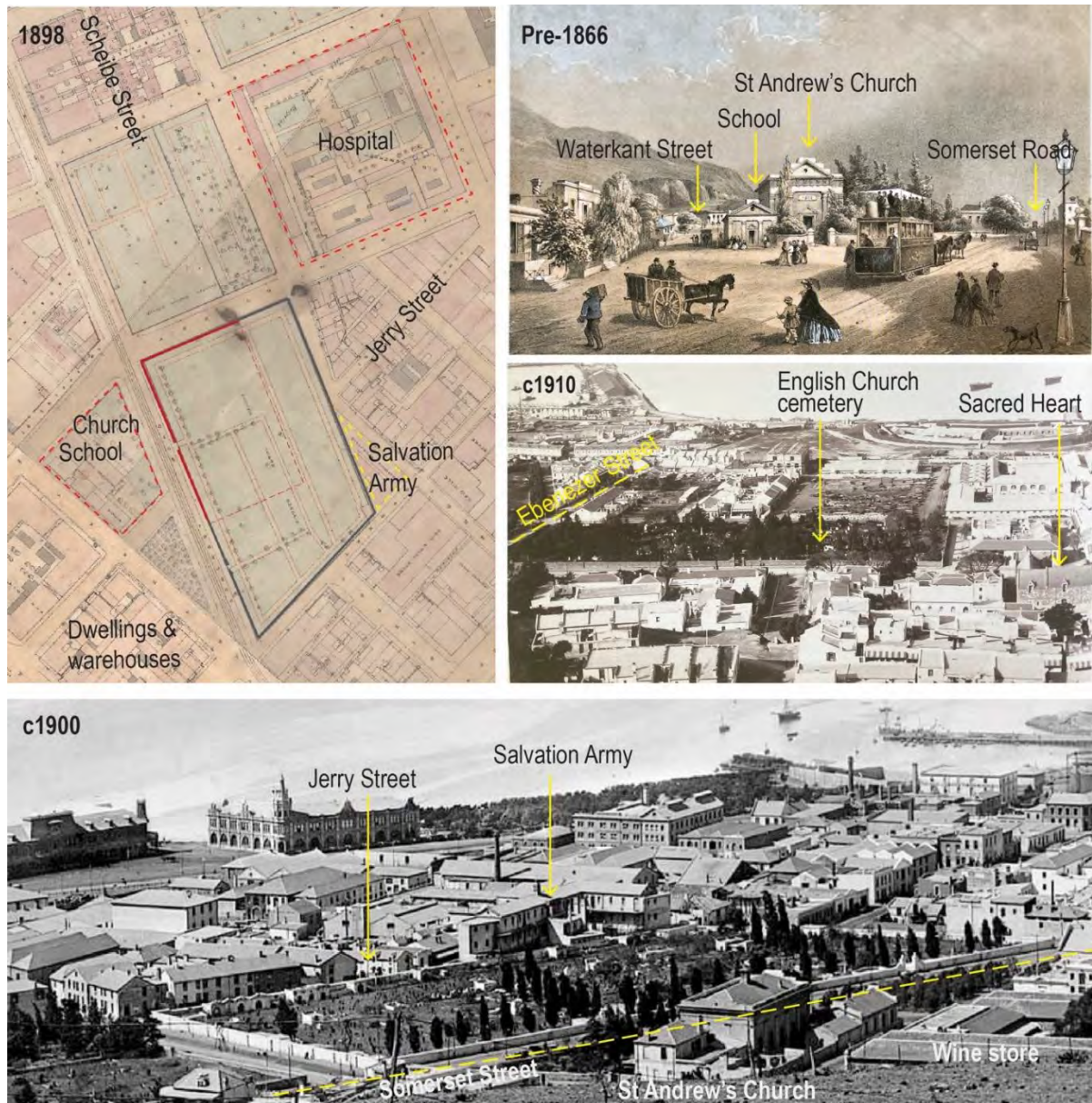


Figure 33: Locating the 19thC sites of the precinct. (Sources: Thom, CoCT Historical Maps Collection; Bowler, 1996: 36; Anon, 2007: 56; source not known)

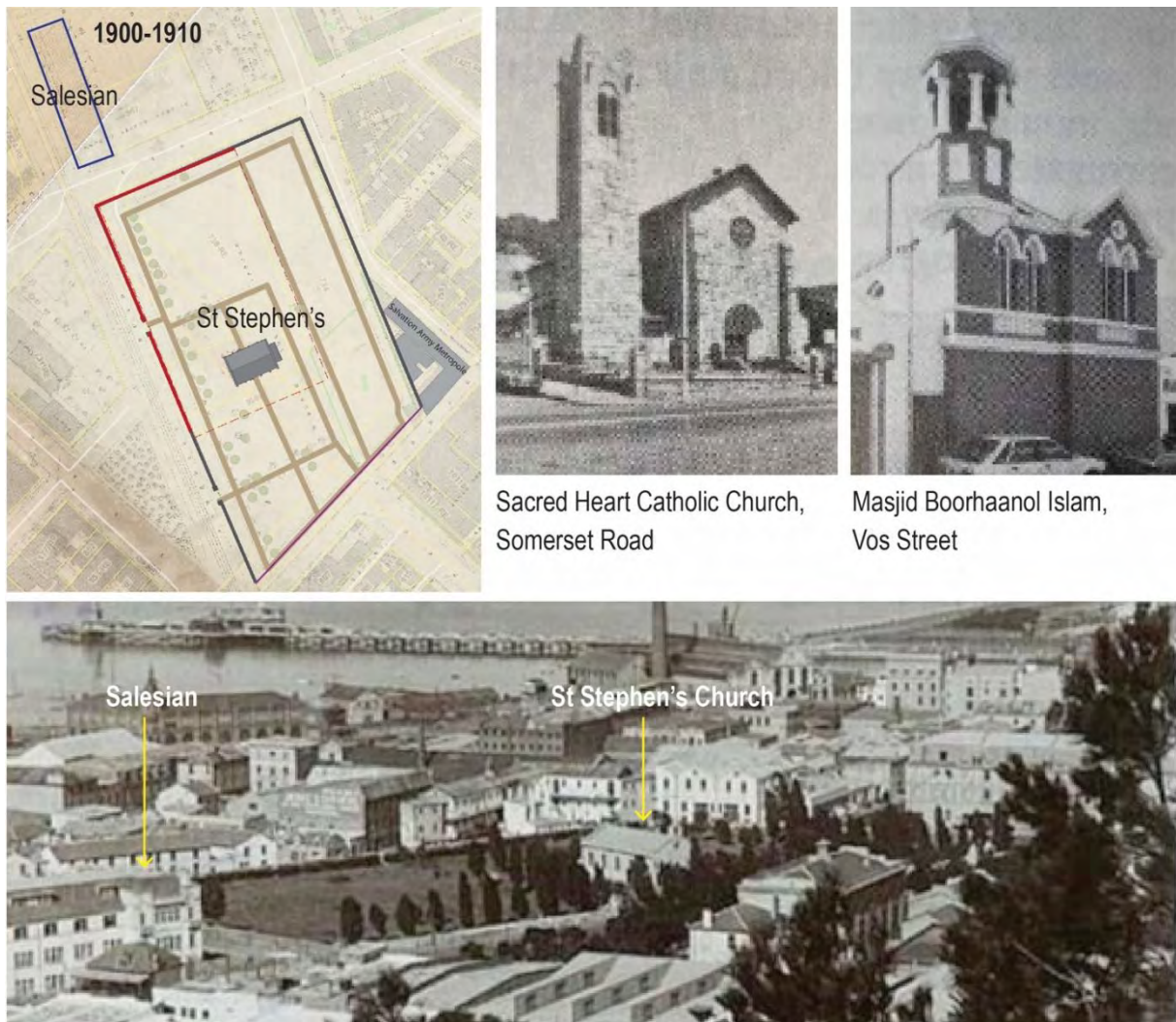


Figure 34: Locating the early 20thC developments in the area (Sources: Rennie et al, 1978; Unknown)

4.6 20th Century Urban Development

The pattern of changing use and form continued through the 20th century as many first-generation structures on the urban blocks were replaced with larger second- and third-generation buildings. The arrival of the motorised transport was to have a big impact on the area. Stables associated with many of the warehouses were demolished or converted, blacksmith businesses and others related to wagons as transport were replaced by motor garages, petrol and service stations. Road infrastructure tailored to high traffic volumes and ideas of modernist urban planning changed the form of the built environment.

Building technology contributed to the change in grain of the built infrastructure on the main arterial routes of Buitengracht and Somerset Streets. One- and two-storey dwellings and early warehouses gave way to multi-storey offices and light industrial buildings. These urban developments are examined below through historic aerial imagery.

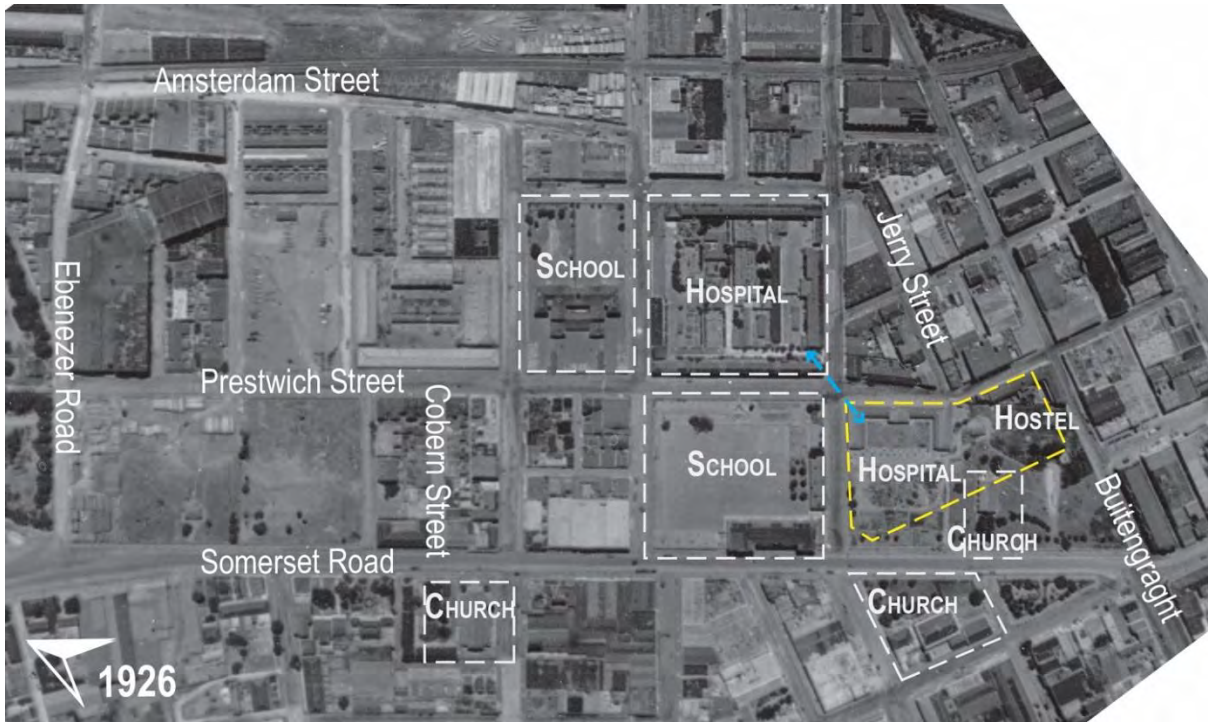


Figure 35: 1926: Urban development of the west city, with former burial grounds disused or developed for civic/social function (outline white). Dense residential grain in Cobern and Jerry Street areas. Blue indicates connection between old and hospital and new hospital facilities (1921). (Source: NGI 05_0860)

4.7 Precinct Scale 1920s

In keeping with the re-utilisation of the burial ground for social functions, in 1921 plans were drawn by Public Works architect JS Cleland for the development of the “Provincial Building Prestwich Street” on Erf 734, the subject site of this document (an architectural study follows later).

In archive references it is identified as “proposed chronic sick home and stores” (KAB 3/CT 4-2-1-3-87 B4661-1). While not explicitly stated, it can be assumed that this was to support the, by now unfit, Old Somerset Hospital on the diagonal neighbouring block. From c1915/1920 it was known officially as the Cape Town Infirmary, an identity which seemed to extend to Erf 734 and included the new building. Despite being declared unfit, the old hospital remained open to the chronically sick and indigent until the Conradie Hospital was built to replace it (1930, 1935 and 1938), following which it was demolished in 1938. In 1933 plans were approved for a wood and iron barracks as temporary quarters beside the new building, for the male staff of the infirmary.

In 1924, the neighbouring Salvation Army building became a Labourer’s Barracks, although neither the identity nor place of work of the labourer’s has been identified.

4.8 Intermediate period (c1935-1947) - Modernising the City

The 1930s ideas of modern city building, and philosophies of social engineering brought change to Cape Town, described as “dovetailing between racial and spatial ideology” (Bickford-Smith et al. 1999: 154). Plans were put in place for slum clearance, racial and class segregation, and for the modernisation of Cape Town with the expansion of the foreshore through land reclamation. District One, with its low-value properties occupied predominantly by working class people of colour, lay in the path of a proposed coastal boulevard connecting the east city with west. Property owners and long-term residents were “encouraged” to sell and move out to new townships being built on the Cape Flats.

From 1945, steady and noticeable change to the built landscape saw dwellings and warehouses making way to multi-storey offices, and the portion of Buitengracht Street at the grid nexus entirely given to new buildings housing motor showrooms, petrol and service stations.

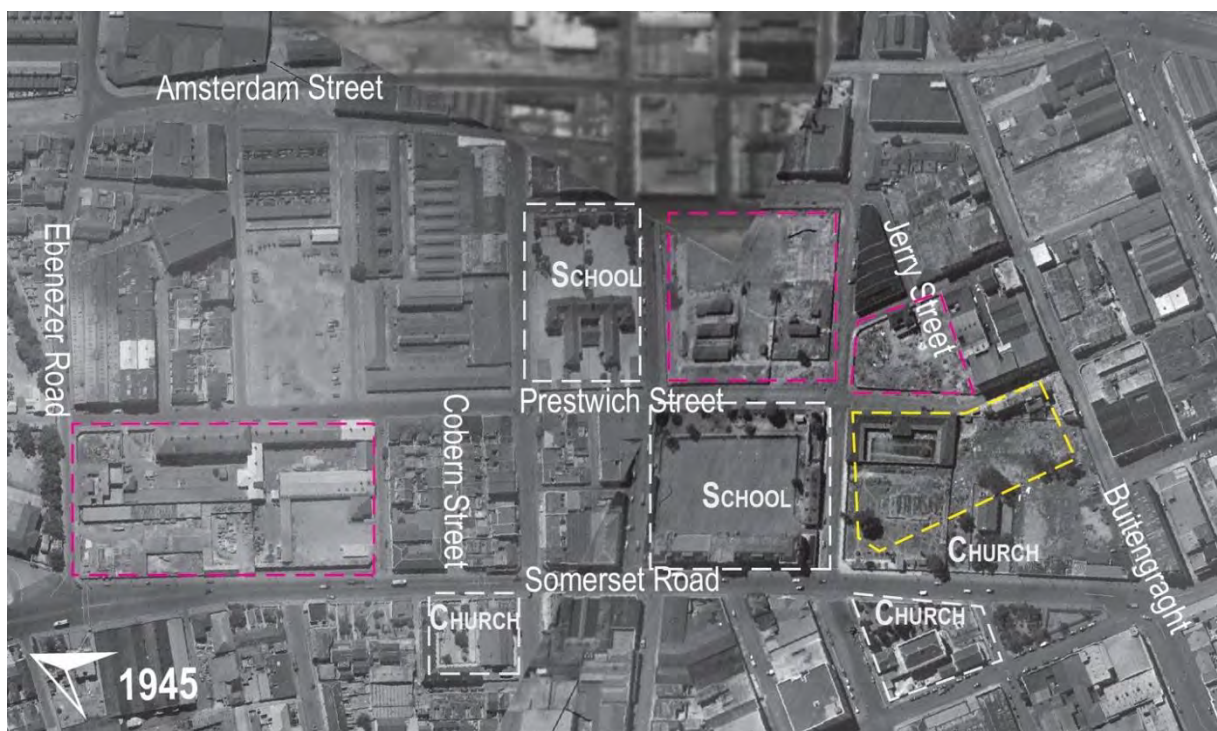


Figure 36: 1945: Early schools and churches unaltered (outlined white); Old Somerset Hospital demolished, Jerry Street flats demolished, new development in the English Cemetery grounds between Somerset and Prestwich Streets (pink). (Source: NGI 203A_05_00490)

4.9 Precinct Scale 1930s -1940s

At some point c1940s (date unconfirmed), once the hospital facilities had moved to Conradie, the building on Erf 734 was adapted for use as an Immigration Detention Barracks, with a wall enclosing the central courtyard (as shown on aerial image above). This use may relate to a proposed Ebenezer Road Immigration Detention Depot (1931). It corresponds with political

turbulence in Europe and an influx of immigrants. The Quota Act introduced in 1930 aimed to prohibit or limit in-migration, while in 1937 the Anti-Aliens Act, which coincided with an escalation of violent antisemitic activity in Germany, prohibited Western European Jewish immigrants from entry. It has not been confirmed how long or what role the building served in immigration detention. By 1945 the site was cleared of all temporary hospital buildings.

From 1947 to 1952 the building and its site underwent some significant changes to accommodate a change of use to a Provincial Roads Pavement Testing Laboratory. Plans show the conversion and division of dormitories to spaces to function as chemical testing laboratories, engineers' rooms, general offices, typists' rooms, and quartering and stores. This suggests the presence of people with a range of skills including professional, technical and labour. While the technologies have changed, the building has retained this basic function to date (see below for building analysis).

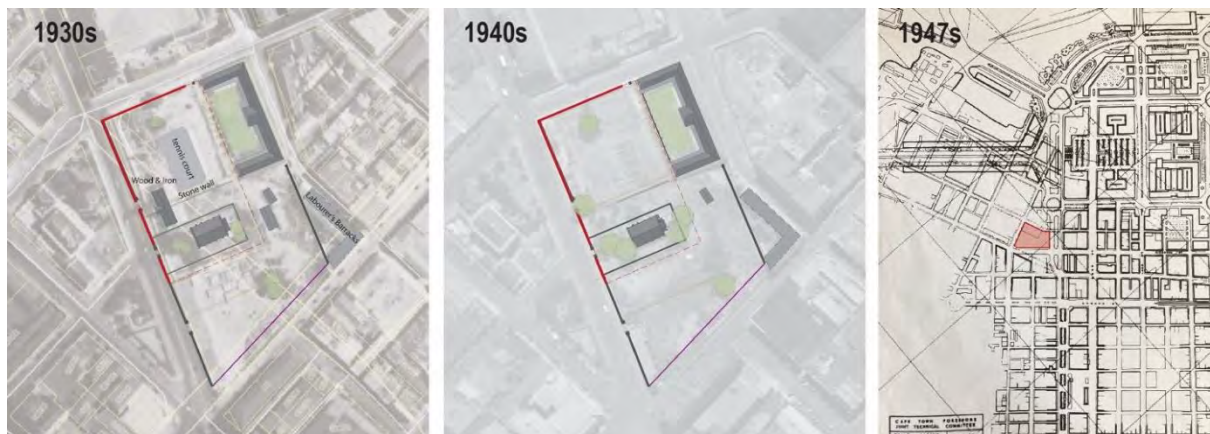


Figure 37: Site cleared of temporary buildings and wall erected to enclose the courtyard. Original cemetery walling (1755) remains, shown red. Extract of the proposed 1947 Foreshore Plan shows impact of proposed east-west connecting bypass. (Source: Morris, 1975: 5)

4.10 Mid-Century City and the Group Areas Act Impact

The 1965 proclamation of District One as reserved for white people in terms of the Group Areas Act (1950), drew a line along Upper Strand Street, severing the social and economic support network of family and religious connections between District One and District Two (Bo-Kaap) that had existed for over 100 years. By 1970 the dwellings of District One were razed and people of colour unable to secure alternative city accommodation, such as in Bo-Kaap or Walmer Estate, relocated far from schools, churches, mosques and places of employment.

The city expansion into the west city brought larger grain, taller buildings, such as the new Government offices developed on the site of the old hospital, while a distinctive change to the grain of Somerset Street came with new “third generation” commercial developments on the south side. In 1975 the foreshore plan of 1947 was revisited and revised by the chief City

Engineer, Dr Solly Morris, resulting in the introduction of the Western Bypass following and extending the route of Amsterdam Street to connect with a wider Buitengracht Street.

These factors—clearing the residential areas in terms of Apartheid spatial planning, and the introduction of the bypass—permanently changed the spatial and social character of the west city.

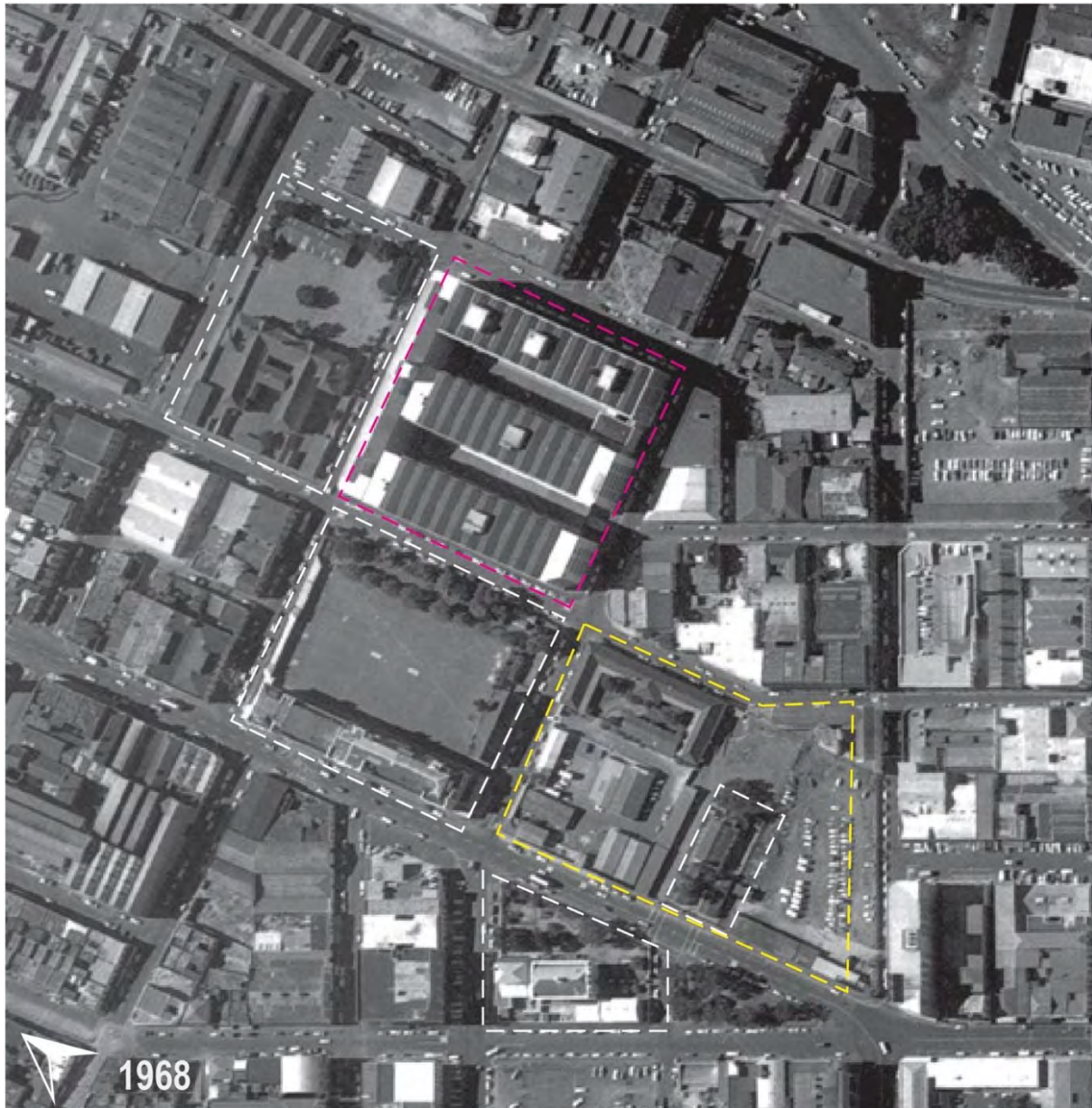


Figure 38: 1968: **Prestwich School, St Andrew's Church, St Stephen's Church and the Salesian Institute** remain (white outline); new government building on old hospital site (pink outline). Development of temporary storage and workshop structures on the study site, with a large portion given to parking. (yellow) (Source: NGI 620_1968_08_00258)



Figure 39: **1971: Prestwich School, St Andrew's, St Stephen's** and Sacred Heart Churches and the Salesian Institute remain (white outline); demolition and clearing to make way for Western Boulevard (pink outline). (Source: CoCT Map Viewer)

4.11 Precinct Scale 1950s -1970s

Minor alterations and additions were made to the U-shaped building, with several prefabricated storage buildings—steel asbestos and wood and iron—watchmen's kiosks and ablution blocks added to the site (identified as CAPAB stores). A new brick boundary wall replaced the original cemetery wall along a portion of Somerset Road. The eastern portion of the ground was leased to Austin & Aldridge (general building suppliers), with access off Somerset Road and to Robb Motors, which had its showroom on the corner of Somerset Road and Buitengracht.

At some point c1950, two structures (function not identified) were added to the church property, while the trees directly behind St Stephen's Church became more prominent. However, by 1973 these structures and the entire church building had been demolished to

make way for urban transport and infrastructure changes. Mooted in 1965, plans for re-routing of Somerset Road across the site and widening of Buitengracht Street led, in 1974, to demolition of the car sales showrooms along Buitengracht Street. Demolition of the old Salvation Army building followed shortly after.



Figure 40: Red line shows the remaining original 1755 cemetery wall; **St Stephen's church and ancillary** buildings demolished early 1970s; Robb Motors building cleared for demolition. (Source: KAB CA839)

4.12 Leading to the 21st Century City

In the late 1970s, Somerset Road was re-routed over the former DRC cemetery to terminate in an orthogonal T-intersection at Buitengracht Street, meeting an extension of Riebeeck Street. This re-routing of Somerset Road created a second wedge of land, which, by the early 1980s, was consolidated with St Andrew's Square forming an orthogonal, double-size block functioning as a public park. Although the grid was "corrected" by re-routing, this shift in the urban pattern can still be felt in the built fabric. While the historic and dynamic urban nexus formed by the original shift in the grid as the town expanded beyond the Buitengracht edge has been overwritten, the new nexus retains the threshold quality of the original.



Figure 41: 1983: Somerset Street re-routed across the burial site forming triangle of land consolidated with the original wedge at the shift in the grid, creating a new urban gateway (outlined green). New development outlined pink. (Source: NGI 498_188_1983_04_00411)

In 2003 excavations of a development site (The Rockwell) in Prestwich Street, two city blocks north of the PPTL site block, uncovered unrecorded human burials. A protracted, contentious period of engagement between city, national government and the public revealed three options for the remains, with the option to exhume and reinter the bones in a memorial crypt, and to establish a garden of remembrance, selected as preferred. St Andrew's Square was found to be an appropriate site. The memorial building (designed by Lucien Le Grange Architects) and cultural park was created with the stated intention that it be a place of memory, telling the story of the Cape's oppressed or abused people, from pre-colonial times, through slavery, apartheid and forced removals. The Memorial opened in 2008 with an interfaith ceremony. It stores 2,500 sets of boxed remains. This air of impermanence - the bones, having become representative of the as yet unresolved history of the Cape's marginalised people - has impacted perceptions of the Prestwich Memorial.

The Fan Walk, designed and built for the 2010 FIFA World Cup, is a 2.5Km long pedestrian-prioritised route developed to connect the Grand Parade and the central transport hub at Cape Town station to the Cape Town Stadium in Green Point, venue for the football matches. It re-activated the historic desire line that became Somerset Road and has allowed for re-surfacing the 19th century tram lines uncovered during construction. It recreates the legibility of the historic nexus, blurred for decades following road rerouting.



Figure 42: 2010: Schools and churches in place for over 100 years outlined white. The Rockwell development and Prestwich Memorial and fan walk shown blue; other recent high-rise developments, including the Metropolis adjacent to site, are outlined pink. (Source: NGI 3318CD_19_14_2010_307_RGB_RECT)

4.13 Precinct Scale 1980s -2010

After the impact of re-routing Somerset Road, the next decades brought very little change to the site. Only a small portion of the original 1755 burial ground stone walling remains, on Chiappini Street, with much of it now below the raised urban grade. Trees, some (possibly all) incidental, have matured and serve to enhance the introverted “cloister” spatial quality of the site, which is shared with the very-little altered neighbouring Salesian site and Prestwich School. These, together with St Andrew’s Church grounds and the mature blue gum trees beside it, mean that the entire precinct retains a distinctive sense of its early scale and character, and that of historic urban nexus.



Figure 43: Red line shows the remaining original 1755 cemetery wall; development of Prestwich Memorial on the site of the earlier St Stephen's Church; mature trees and greening along the Fan Walk, which reintroduces the original desire line from city westwards.

4.14 Architecture and Morphology of the Soils Lab Building

A detailed morphology with annotated plans is include in Annexure B.

The Soils Lab Building is a U-shaped building designed in 1921 by government architect JS Cleland, completed 1922-1923 and identified on original plans as "Provincial Building Prestwich Street". John Stockwin Cleland was chief architect of the Department of Public Works (DPW) from 1920 to 1932. While some of his larger works of the period - schools and hospitals - are more ambitious and show Italianate influence, the Soils Lab building is modest.

It is a red brick, partially plastered structure with a pitched, hipped roof originally with Marseilles tiles. It has a partial basement running along the Prestwich Street edge, responding to the downward south-north slope. A veranda with a corrugated roof frames the inner courtyard. Originally timber floored, the floors are now concrete. Walling is red brick with plaster detailing, timber vertical sash windows, timber doors with small pane fanlights. It has an arched brickwork main entrance off Chiappini Street, the closest point to the location of the parent hospital. The main service entrance to the basement storerooms, off Prestwich Street, is now bricked closed. A simple, clear plan originally, the veranda walkway provided primary circulation, with internal connections to washrooms only. The small projecting block accommodated the supervising staff's quarters.

The materiality and aesthetic of the building conforms to Arts & Crafts influenced government hospital buildings. It was designed concurrently with his construction work on the hospital cluster at Oude Molen, which has a similar sense of scale and materiality and also makes use of a courtyard and veranda typology. Like Oude Molen, the building was sited to maximise views from the central courtyard and when built, they would have been dominated by Table Mountain. A distinctive character is driven by scale, materiality and the relationship of brick,

timber and plaster work, the quality of light contributed to by the deep eaves and veranda, and the introverted nature of the central U-shaped space.

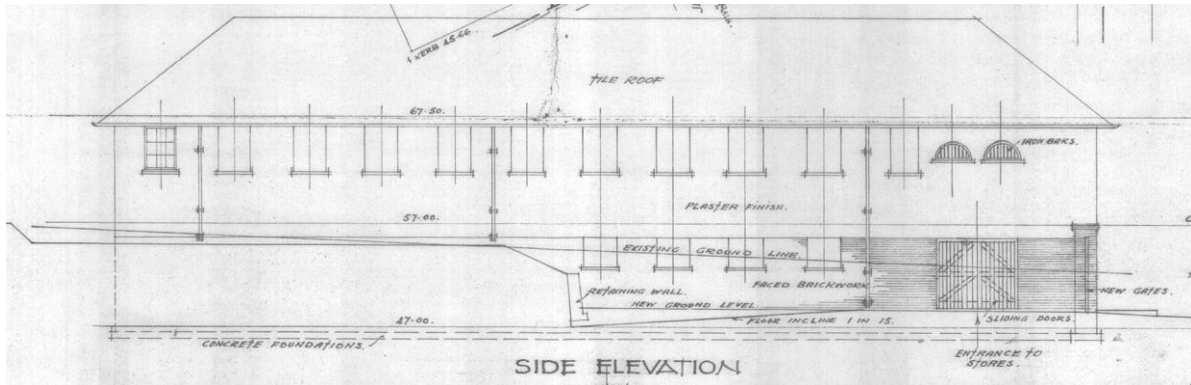


Figure 44: 1921: Extract JS Cleland section of entrance on Chiappini Street (left) and east side elevation to show half-basement (Source: Scan 81)

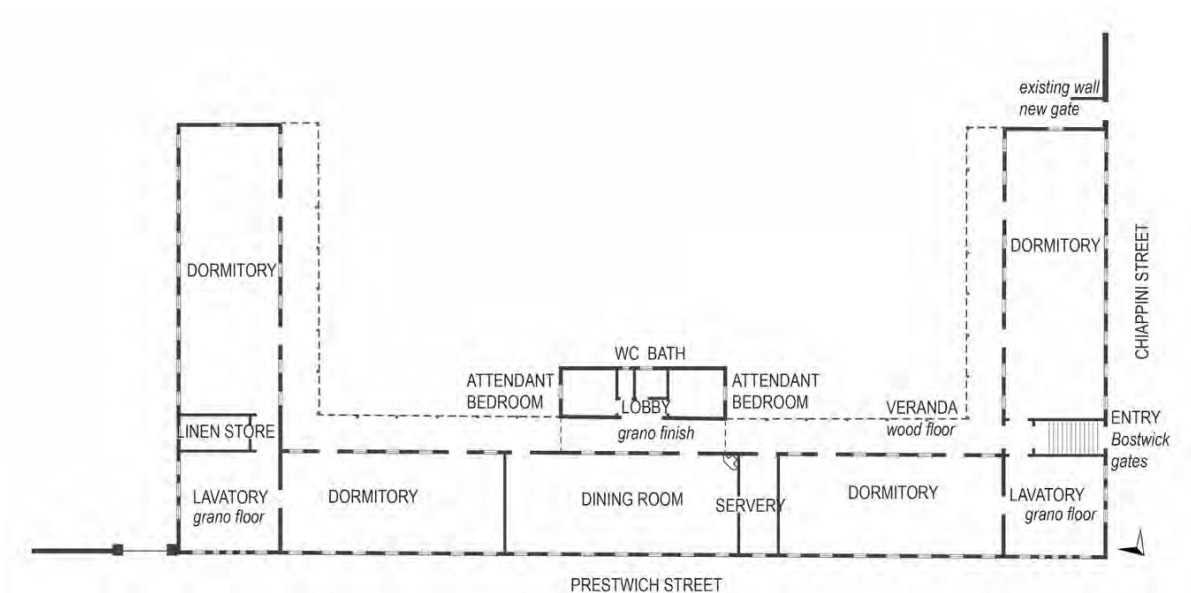


Figure 45: 1921 (from original plan)

At some point, date not specified, a copy of the original 1921 Cleland building plans were heavily annotated in ink and pencil, with part of the drawing title “Provincial Building” Prestwich Street amended to “Immigration Detention Barracks” Prestwich Street. Proposed alterations included the addition of a 12’ high (3,65m) brick wall to enclose the entire open courtyard. While undated, these proposed alterations may coincide with the termination of the hospital use after the move to Conradie Hospital (from 1938). Other proposed minor alterations included the attendants’ bedrooms, dormitory partitions, the addition of a security grill at the entrance, and barbed wire along the eaves of the veranda. While the wall can be seen on aerial images of 1945 not much information is available on other alterations.

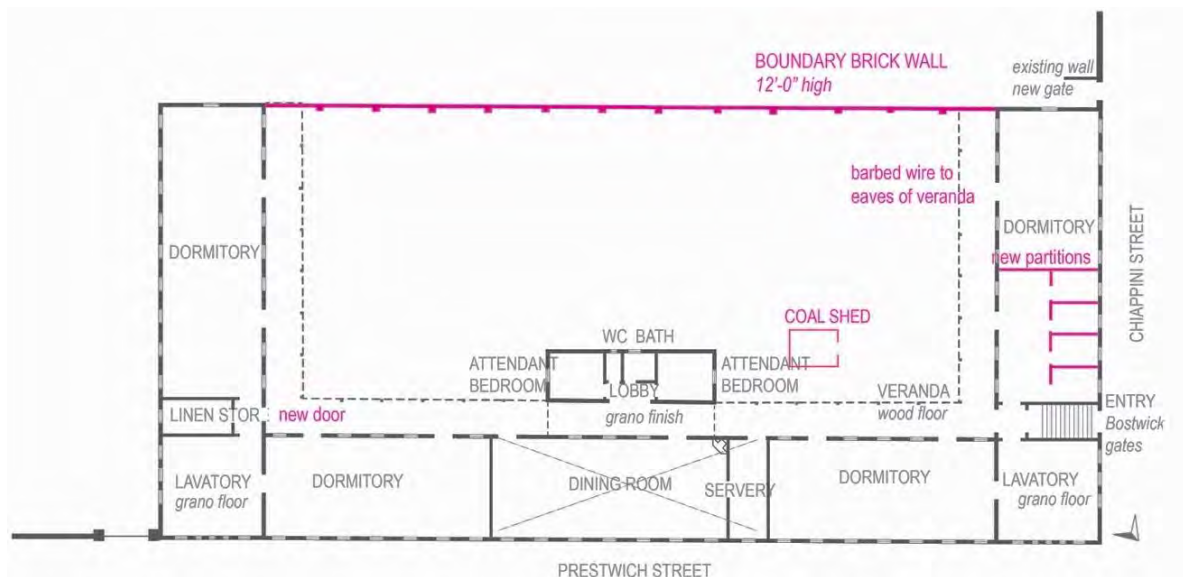


Figure 46: Identification of the hand drawn additions for an immigration detention facility.

From 1947 to 1952 the building and its site underwent significant changes to accommodate change of use to a Provincial Roads Pavement Testing Laboratory. Drawings by Schuurmans Stekhoven, who frequently worked on DPW projects, proposed alterations to what is described as the “upper floor” to accommodate laboratories. This required interventions to allow specific activities, with brick and drywall partitions dividing the open dormitories and dining room and block flooring covered or replaced by “asphalt flooring”. The notes imply that the building was in a neglected state and refurbishment was undertaken. The tile roof remained unaltered. Extensions included a store on the south side, using the existing security wall as an outer edge. The open garage extends along the wall in its current position.

A building survey of 2001 suggests further subdivision of internal spaces. The building was re-roofed in 2002/3, although its original roof material replaced previously. The 2009 completion of the multi-storey Metropolis building on Prestwich Street significantly altered the context of the Soils Lab building, now dwarfed and from some angles, barely discernible. The quality of light within the site has also been compromised.

Despite the above-mentioned impacts including alterations to accommodate changes in use over time, the building still retains intrinsic and associational heritage value. In terms of reuse of the building, preference is given to community orientated uses that reflect the original social-historical function the building. Options for adaptive reuse need to ensure minimal intervention to the architectural integrity of the building including the reinstatement of communal internal spaces. The covered veranda lends itself to a permanent exhibition: interpretation panels on the social history of the district.

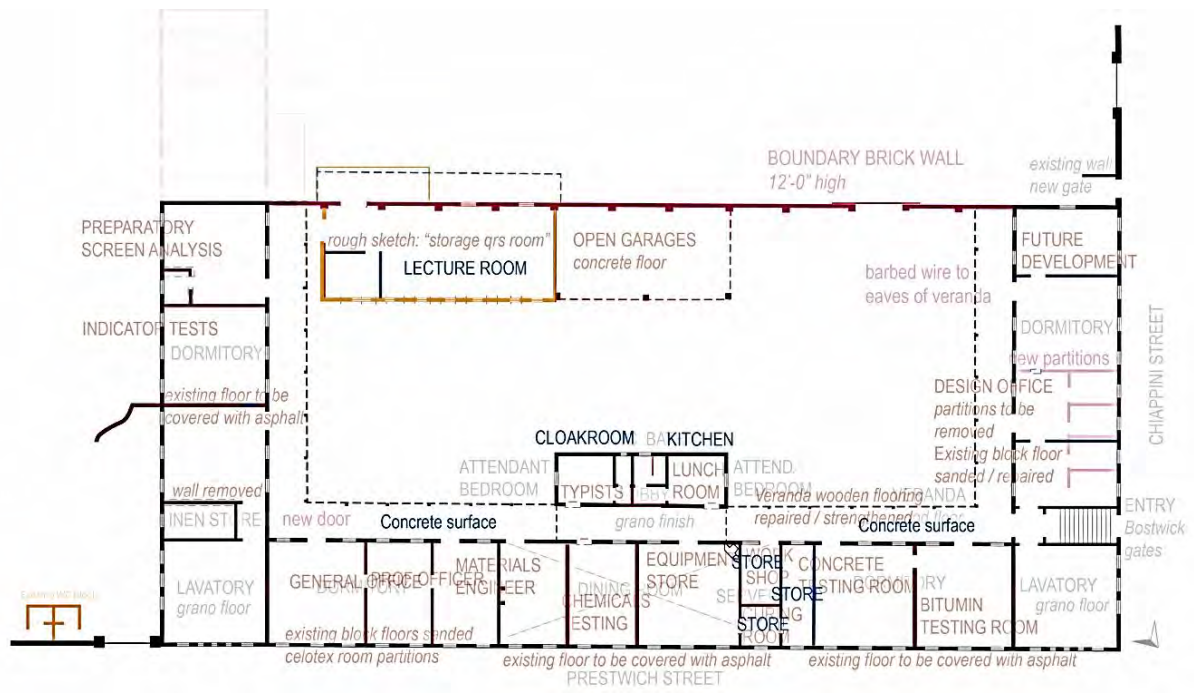


Figure 47: 2001 Derived from survey drawing Ref 5898-B1

5 ARCHAEOLOGICAL ASSESSMENT

The following Chapter evaluates the PPTL site from an archaeological perspective. It summarises the findings, conclusions and recommendations of the archaeological study prepared by ACO (David Halkett) which is attached as Annexure D including a full list of references. An overview of the key findings of the study is provided below with its recommendations included in Section 5.2.



Figure 48: This diagram (which accompanied the report of the select committee convened by order of the Legislative Council to obtain the opinions of the various owners of land in Somerset Road burial precinct) shows the burial grounds along Somerset Road including the DRC Church cemetery forming part of the PPTL site circa 1904. The yellow outlined area represents the full extent of the DRC burial ground. The small insert shows the actual PPTL site (blue) superimposed on the old cemetery. Current erven shown in red.

The PPTL site once formed part of the Dutch Reformed Church cemetery the first portion of which was granted in 1755 and thereafter extended by addition of two additional adjacent land grants in 1801 and 1802 (Erven 737, RE/738, 739, 9563, 9564, 9565). Erf 735 was not part of the cemetery because it was City land and was developed by the Municipality of Cape Town between 1895 and 1896 for a workmen's metropole.

The cemetery was exhumed in 1920/2021. The social circumstances surrounding the decision to close the cemetery and the exhumation process is examined elsewhere in the HIA report.

With the realignment of Somerset Road and subsequent road widenings, parts of the affected erven now extend into the road reserve and beneath the Prestwich Memorial.

The archaeological study includes an historical overview of the DRC cemetery within the context of the Green Point Burial Grounds and the PPTL site itself. This overview has informed an understanding archaeological heritage significance, but is not repeated here and can be referred to in Annexure C. The social-historical studies compiled by Schulz (2023) and Attwell (2024) attached as Annexures C and D respectively, have been used in the compilation of the archaeological study, as well as the built form chronology by Wilson (2023). Of direct relevance is the social-historical study of the DRC cemetery by Schultz (2023).

The research of Schultz (2023) on the DRC cemetery has been incorporated into and expanded upon by Attwell (2024). This combined work has been useful in understanding the social-historical context of the DRC which is covered in Chapter 6 of the HIA report.

The processes that led to the closure of the DRC cemetery and its exhumation have bearing on the PPTL site from a heritage management perspective and can be summarised as follows:

- The closure of the Green Point Burial Grounds in the late 19th century was followed by public objection, not only from the DR community but also from the Cape Muslim community against restrictions on continuing cultural practices in the burying of the dead.
- Public perceptions around the current heritage value of the DR cemetery may vary. Factors to be considered include its origins as an 18th century burial ground active until the mid-19th century, the exhumation process that followed in the 1920s, its process of erosion through road widening and its association as a burial ground for the upper social classes and the 'European' leaders of the colony and colonial visitors. Notable is the burial of many children with infant mortality a tragic consequence of poor health and lack of medical help reflecting social-economic conditions.
- Objections to the process of expropriation and exhumation of DR Cemetery appears to have been centred on concerns about land ownership rights.
- The nature of extent of this exhumation process is unclear with evidence to suggest that the PPT still retains the partial remains of the buried dead and partially demolished burial vaults.

The archaeological study considers previous desktop studies/excavations undertaken directly on the subject properties, or in the surrounding Prestwich Precinct, Foreshore Gateway Study area or proximate inner city or Central Business District. Of particular relevance, is the program of test excavations conducted by ACO on some of the PPTL even in 2014. Refer to Figure 49 below for a summary of previous archaeological findings.



Figure 49: The Dutch Reformed Cemetery was originally granted in 1755 (white dashed polygon) and was again allocated extra ground in 1801 (solid white) and 1802 (small white dots). Infilled polygons indicate where human remains have been found (or tested negative) and are described in section 5 of the report. The old straight alignment of Somerset Road along the western edge of the DRC cemetery can be deduced. (Source: ACO 2024)

Key to Figure 49 above

No.	Cadastral	Description	Reference
1	Erf 741	At least three full adult burials identified and two partial	Patrick & Cliff 2004, 2005
2	Erf 742	Ground tested by Seeman who reported no human remains from the excavations	Seeman 2005
3	Erf 760	Skull fragments and disarticulated limb bones identified	Patrick et al 2005b
4	Precise location unknown (possibly Erven 9565/735/757?)	The disturbed remains of at least 4 individuals, of whom two were older adults and two appeared to be sub-adult. Believed by Morris to be disturbed burials due to roadworks.	Morris, A. 1981 (In Patrick et al 2005a).
5	Erf 798	Scattered disarticulated human remains observed.	Patrick et al 2005a
6	Erven 737, 739, 9564	(Prestwich Memorial site) - disarticulated and scattered human remains were found and a number of partially demolished burial vaults were identified.	Hart 2005
7	Fiber optic ducts along sections of Somerset Road, Chiappini and Hospital Streets	Mostly disarticulated scattered bone. Five semi-articulated in situ skeletons were found close to and on the corner of Chiappini and Prestwich Streets in patches of partially disturbed soil	Halkett, D. 2014a.
8	Somerset road adjacent to PPTL Erven 9563, 739	Reports by PPTL staff of seeing human remains during roadworks in 1970's.	Hart pers comm
9	Erf 734-RE, 738-RE	Archaeological testing found fragmented remains and some whole/semi-whole burials. A number of partially demolished vaults present.	Hart 2014
10	Erf 566 Old Military cemetery, later the Scottish cemetery	Fragmented scattered remains and whole/semi-whole burials observed.	Hart 2014
11	Block 30, Erven 744, 748, 749, 745-RE, 750-RE, 751, 752, 757-759,	An articulated burial of a human adult was encountered at approximately 62 cm below the surface of the tar in Test Pit 7, which is on the Prestwich Street side of the block. Possibly related to remains found by Morris (Morris1981)?	Gribble, J. and Euston-Brown, G. 2023.
12a	Block 31, Erven 1428/1429/1431	Fragmentary human bone was found in one test pit. This bone did not appear to represent an in situ, undisturbed burial. Instead, it may evidence for the historical exhumation of a burial	Gribble, J. 2022.
12b	Block 28, Erven 846, 853-862, 868-870, 865-RE, 866-RE, 867-RE	No human remains or evidence for human burials were found	Gribble, J. 2022.

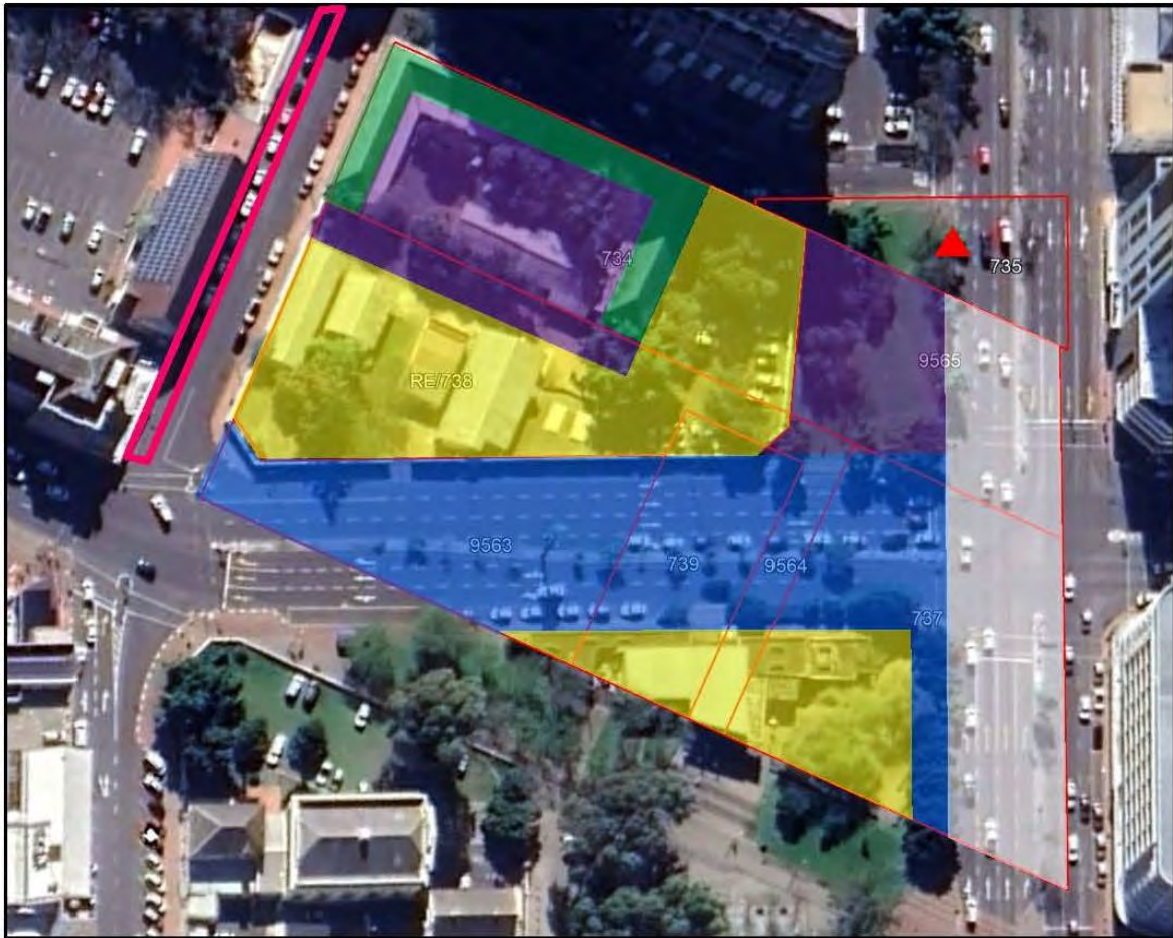


Figure 50: Present knowledge of Human Remains In the old DRC cemetery and erf 735. Shaded areas indicate the old DRC cemetery (Source: ACO 2023)

Key to Figure 50 above

Yellow	Known to have been exhumed though disarticulated human remains and some partial burials remain
Purple	Likely to have been exhumed to the same level as yellow areas though not tested archaeologically
Green	All burials likely to have been removed due to basement construction in 1921
Blue	Likely to have been exhumed to the same extent as yellow areas but may subsequently been subject to additional processes during re-alignment of the road in 1980. Also, additional disturbance by services Not archaeologically tested
White	Probably exhumed by the municipality in early 1900's for road widening. May subsequently have been subject to additional processes during major widening of the road in 1980. Not archaeologically tested.
Pink outline	Human remains found during installation of services in Chiapinni Str. Outside formal cemeteries.
Red triangle	Human remains found here during road widening in 1980. Outside of the formal cemeteries. Workman's Metropole Building on the site in early 1900's and major roadworks in the 1980's. No systematic archaeological testing.

5.1 Key Findings of the Archaeological Study

As previously mentioned, a number of the erven once formed part of the Dutch Reformed Church cemetery the first portion of which was granted in 1755, and thereafter extended by addition of two additional adjacent land grants in 1801 and 1802 (Erven 737, RE/738, 739, 9563, 9564, 9565). Erf 735 was never part of any formal cemetery. The cemetery land was exhumed in 1920/21 and remains reburied at Maitland and gravestones were also moved there. Information indicates that a portion of land was given to the municipality to widen Buitengracht Street in 1907 on condition that they exhumed and reburied any remains that were in that area (parts of Erven 9565 and 737). Subsequent archaeological testing across the site has shown that disarticulated bones and some whole/partial burials are still found on Erf 734-RE and are likely on Erf 738-RE too as they were missed by the original exhumation. This also pertains to Erf 9565.

Most vaults show signs that they were opened, and the remains removed in the past. Numbers of partially intact vaults are likely to exist on all the erven that once formed part of the cemetery particularly along the boundary walls and in the centre. Sections of the cemetery below Somerset Rd and Buitengracht Street have probably been exhumed to the same extent, though not verified by archaeological testing. A possible area for human remains to be found is below the Old St Stephens Church, sections of which may still lie buried below Somerset Road, though moot since this is not part of the PPTL site.

Human remains were reported from Erf 735 during roadworks in the 1980's and indicate burials outside the DRC walls. No systematic archaeological testing has however been done on this Erf. Human remains are also known to exist in Chiappini Street through archaeological monitoring of service installation. There are no confirmed reports of human remains in Prestwich Street bordering the PPTL but are highly likely. Burials are not expected below the Soils Lab Building where basements were constructed.

The upper approximately two meters of soil over the vacant parts of the site (including prefabs) have been considerably disturbed by the original exhumation process. Development of any of the erven that once formed the DRC site, as well as Erf 735 (possible informal burials), will have to be part of a formal process to decide how to deal with human remains not dealt with by the exhumations of the early 1920's. This process will form part of the evaluation in the AIA and HIA (and will require significant input from the Heritage Authority and I&AP's).

It is unequivocal that human remains will be found on the site, but due to the site having been exhumed in the past, the location of human remains will be unpredictable. Previous archaeological work has shown that scattered remains can be found throughout the disturbed topsoil, and on occasion, partially articulated bones will be found where the

exhumation did not go to full depth. Whole or partial burials outside of vaults have also been found on site and were probably missed due to insufficient trenching depth. Numerous partially demolished vaults will be found. We have demonstrated that although obvious human remains were removed, older burials exist below and around the structures. The numbers of actual burials (partial or complete) is likely to be very low relative to sites such as Prestwich Place or Cobern Street.

Since formal statutory processes were followed leading up to the exhumations of the 1920's, it remains to be determined what if any of the decisions vis a vis the relocation site of human remains will be. It would appear that reburial at Maitland is perhaps the most appropriate, but this too will have to be informed during a process with all stakeholders.

Given the knowledge of the history of the site it is believed that it could be developed provided that mitigation of all forms of human remains occurs prior to/during development.

Green Point Burial Ground Protocol

This protocol applied for a time to the Bo-Kaap, De Waterkant, Green Point and V&A Waterfront Area in which there was a probability of burials being found after the Prestwich Place episode. A Draft Interim Archaeological Protocol for Developers in the Green Point Area was put in place by SAHRA on 27 October 2004 until a formal 'Heritage Area' could be established by SAHRA, HWC and the CoCT Heritage Resources Section. A number of assessments were done at the time in terms of this protocol. As far as can be determined, the Protocol lapsed as other processes such as the HWC NID process and CoCT Overlay Zones were established.

5.2 Recommendations

The presence of scattered human remains and burials should not prevent development, provided the area is archaeologically tested and monitored by an archaeologist/s during and/or before development. If development is approved by the authorities, the sequence of the test program would be determined to fit in with the proposed development schedule as informed by stakeholders.

5.2.1 Stakeholders

A list of stakeholders must be compiled including those specified in the NID response by HWC, that will satisfy the consultation process.

Exhumation

An important aspect that must be determined is the extent to which the site is cleared. Will exhumation only apply in the areas where there is to be development, or to the whole site regardless of whether affected by development or not. Again, a question to be considered

by the Authorities and stakeholders. The details of the process will be determined once there is agreement on some of the ethical issues.

5.2.2 Permitting

It must be determined if a Section 36 permit will be required for exhumation of human remains, and/or a Section 34 permit be required for demolition of any remaining affected vaults, and/or a Section 35 for the archaeology, or if a work plan must be developed and submitted to HWC in terms of Section 38 of the NHRA for ratification in a Final Decision. As Section 34, 35 and 36 permits require public participation, if this route is to be followed, it must be determined if the PPP for the HIA can be taken as fulfilling the requirement.

At present, HWC makes decisions on burials in terms of an inter-agency agreement with SAHRA. Should such an agreement have lapsed by the time the HIA is submitted, SAHRA will become the decision-making authority with respect to the site.

It is not clear if any non-human material recovered will require storage at IZIKO, or if all materials will be reburied. There will undoubtedly be many iron objects such as nails and coffin hardware and a decision must be made how to deal with it, as it will ultimately crumble without significant conservation efforts. A policy with regard to artefact types should be developed to consider items that will be reburied with the human remains, or collected and placed in a museum, or simply to be reburied on site.

5.2.4 Reburial and storage

Until the matter has been discussed with stakeholders, we are unable to indicate how human remains will be relocated, and what interim measures will be required for temporary storage of remains pending reburial (if that will happen). If the remains are to be reburied at Maitland, one possibility is that remains be kept at the Prestwich Memorial until they can be relocated to a final site. An accurate estimate of the quantities of material is not possible now but is unlikely to be as much as from other sites in the area such as Prestwich Place or Cobern Street.

Recent discussions with SAHRA, HWC and the CoCT with respect to use of the Prestwich Memorial has revealed that it is in a poor state of repair and that the preferred option for any human remains found in the area is for them to be reburied in one of the existing CoCT cemeteries. Maitland was used when the site was originally exhumed and both human remains, and numerous gravestones were moved there. It must be established during the Public Participation Process if this proposal can be achieved and be supported by the DRC authorities, CoCT, and other stakeholders.

5.2.5 Vaults

There are likely to be numerous partially demolished vaults remaining below the surface. Where these are directly affected by development, it is suggested they be checked for human remains both interiors and, in the soil, below. They should be geo-located and described/photographed prior to demolition. Hart (2014) suggested the conservation of some of these structures, but it is uncertain how practical or desirable this would be.

5.2.6 Headstones, memorial stones and grave furniture

Archival information suggests that many headstones were moved to Maitland, while a few have ended up in other places. It is possible that some of these items may still be found (particularly broken ones) or those expediently discarded. These should be recorded and collected. In terms of previous procedure, these should be moved to Maitland, but perhaps some/all could be accommodated within the site as a commemoration of former use. Pieces of grave furniture that supported headstones and memorial stones may also be found and similar consideration should be given to those items though not all may be worthy of retaining.

6 SOCIAL-HISTORICAL UNDERSTANDING OF PLACE

This chapter of the HIA report draws on the findings, conclusions and recommendations of the social-historical study prepared by Melanie Attwell. The study contributes significantly to a greater understanding of District One and the PPTL site from a social-historical perspective and the principle of linking tangible and intangible heritage. The study is attached as Annexure E including a list of references. Notable contributions to this study include the social-historical research report on the DRC cemetery prepared by Kathleen Shultz and the built form chronology study prepared by Wendy Wilson. The study also draws on the theses of Weeder (2005) and Collier (2021), as well as the publication on the Green Point Burials by Malan et al (2017).

The study includes an explanation on the use of racially discriminatory terminology as is present in the official record. Refer to page 4 of the study for notes on terminology.

An overarching theme is the role of District One in the social-historical-spatial trajectory of the city spanning many centuries and including its recent role in the contested nature of city spaces. It is against the historical narrative of District One as a place of social displacement, loss and trauma, that the future role of the PPTL site needs to be evaluated from a heritage management perspective, particularly in terms of provincial and local government commitment to provide more affordable and / or social housing in well located areas such as the Cape Town CBD. This issue is discussed further in the HIA report.

While the study includes a comprehensive historical background of District One and the PPTL site, this background is not repeated here but can be found in Annexure E. Outlined below is a synopsis thereof, with the conclusions and recommendations of the study highlighted in Section 6.2 below.

6.1 Overview of the Social-Historical Study

The study refers to the PPTL site including the former DRC cemetery and associated erven as the 'study area' and to the zone between Somerset Road to the west and Dock Road to the east, and Ebenezer Road to the north and Buitengracht Street to the south as the 'focus area' of District One.

accommodation. This applied to the early developments of District Six, the Bo-Kaap and District One below Somerset Road, between the formal graveyards and the shoreline.



Figure 52: District One and the west city, undated E8144. Taken some time after 1905 from the slopes of Signal Hill, this photograph shows just how closely District One formed part of the harbour area and the west of the city. It developed with access to a range of employment opportunities resulting from the busy and constantly expanding harbour activities.

The character of District One changed dramatically during the late 19th early 20th century with the building of the harbour and the link to the City via Dock Road which skirted the edge of District One. Its proximity to the Cape Town Docks made it one of the most valuable areas for development and later modernisation. Large industrial and commercial concerns shared limited space with terraced housing between Somerset and Dock Roads, giving the area its particular social and spatial character well into the 20th century. There were job opportunities, sports facilities, churches, schools, bars, boarding houses and hotels, and welfare facilities. Welfare facilities served both the seafarers and the poor and included places such as the Salvation Army Metropole.

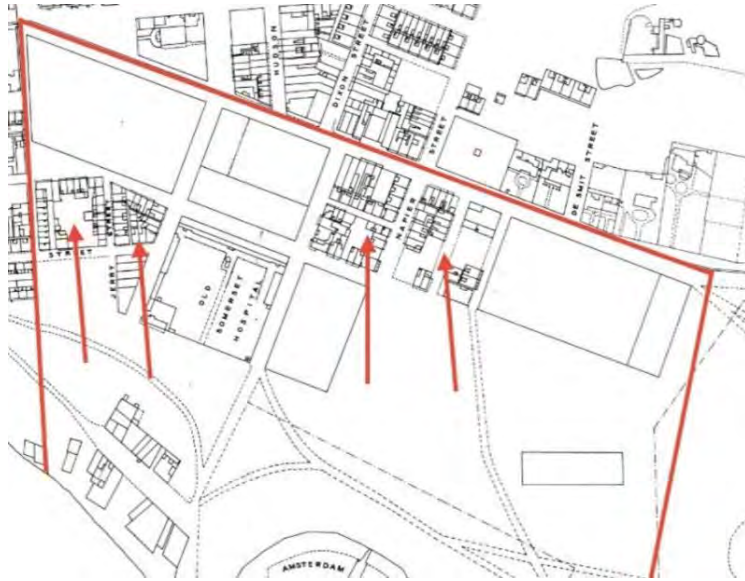


Figure 53: By the 1860s, terraced housing began to occupy spaces below and between the formal graveyards of Somerset Road. They included an area below the DRC graveyard to the left, and housing around Schiebe and Cobern streets off Somerset Road (arrowed). (Snow Survey, 1862). This indicates that the oldest residential precincts were in the Jerry Street and Cobern Street areas. North is to the right.

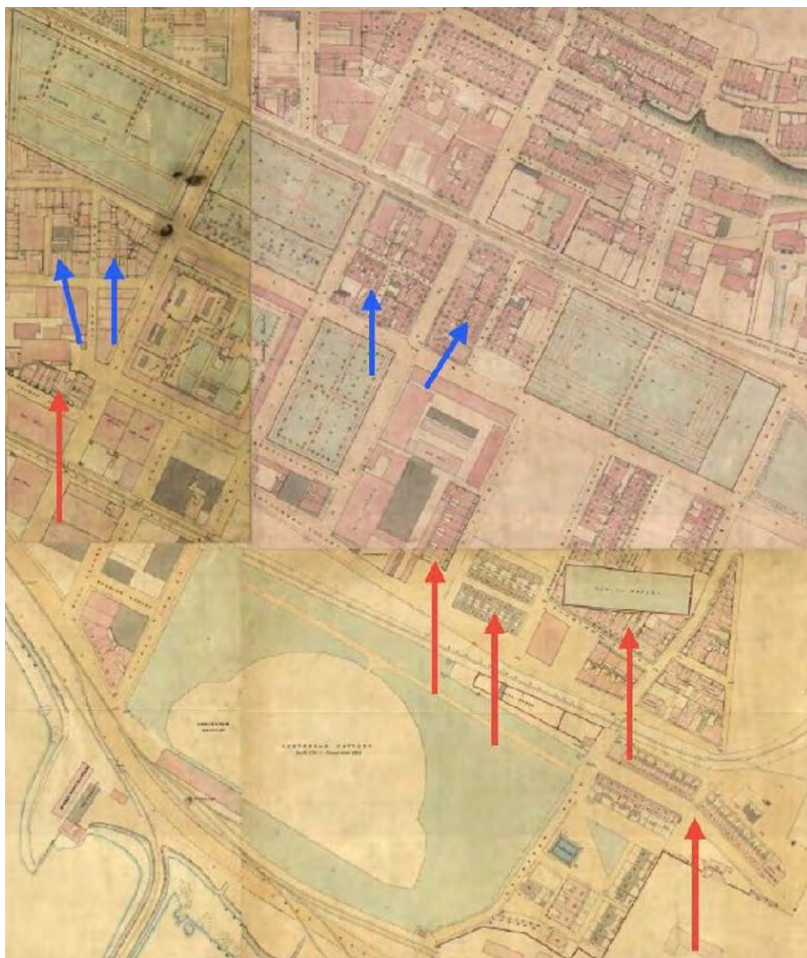


Figure 54: Composite diagram from the Thom survey showing terraced housing in the study area by 1900. The blue arrows indicate the housing in place by the 1860s. The red arrows indicate housing developments in the late 19th century, from the left, French Street, Harbour Board housing, housing around the South African Missionary Society graveyard, and housing near the intersection of Ebenezer and Dock roads. City of Cape Town. North is to the right.



Figure 55: The Western Boulevard cut a swath through the Ebenezer/Amsterdam roads precinct, and properties along Amsterdam Road. The project removed a substantial part of the social fabric of the area. Seen here the path of the boulevard (in red) superimposed on a map from the Thom survey c1900 showing terraced housing in the precinct. (Source City Map Viewer). North is up.

The study highlights the incremental destruction of the physical and social fabric of District One by the forces of Group Areas and the town planning interventions. In sharp contrast to community identity, the official response to District One was that it was overcrowded and unhealthy resulting in many places being condemned as 'slums' or acquired through purchase and expropriation, whether they were slum areas or not. Road engineering interventions including boulevard development completely changed the geography of the District One. Historic lanes and roads disappeared, and after 1967, the road system was completely re-aligned, with the still uncompleted 'Western Exit'. The character of much of the area changed from fine scaled residential development to large, consolidated blocks of offices and apartments.



Figure 56: District One in 1980 showing the destruction of the old fabric and character of the area as a result of boulevard development and the expansion of commercial and industrial use. Source Aerial Photograph City of Cape Town. North is up.

The final section of Part A provides a valuable critical view of heritage assessments that have been undertaken in the area together with the public responses to date, and points to ways of exploring intangible heritage and reclaiming lost spaces of memory.

Part B foregrounds the **'people of District One'**, which was largely working class and racially mixed until the mid-20th century. Here a real sense of a street-based community developed, and social and welfare institutions played a major role. The study demonstrates how apartheid forces and town planning interventions destroyed these spaces and dispersed communities though not necessarily the links of memory of people to the place and its remaining social institutions that continue to play a key social role. Few remnants of the earlier fabric remain although many families and descendants of families who lived there retain strong and affectionate memories of the past community. Examples of remaining social institutions include **St Andrew's Presbyterian Church**, the Roman Catholic Church and School of the Sacred Heart, Noerul Mogammadiyah Masjied (Vos Street Mosque), the Salesian Institute, Prestwich Street Primary School, formerly West End Primary and Vista High School in the Bo-Kaap.

The study draws comparisons with District Six to the east of the City, a well-recognised landscape of forced removals within the central City, and highlights the work undertaken by the District Six Museum in identifying and spatialising social memory. This work has never been undertaken in District One. While the pattern of spatial and social development of District One mirrors District Six, particularly in the terraced housing, street-based community and social institutions, District One was smaller and more contained. It was defined by cemeteries occupying large blocks below Somerset Road, and later a greater mix of institutional, residential, commercial and industrial uses filling the spaces in between. The processes of displacement in District One was incremental and sustained – unlike the dramatic and terrible destruction of District Six - making it more difficult to quantify and record.

A key component of the study is the importance of linking places and people using a combination of archival research and personal histories to reclaim the lost names or populate **the 'lost area' with people**. There are two useful socio-historical theses that form the backbone to the study that examine these issues, namely Weeder (2005) and Collier (2021). In an attempt to recover the names of residents of District One the study focuses on five cohesive street precincts with concentrations of terraced housing, namely:

1. **Jerry Street area (demolished 1936/37, 'slum clearance')**
2. Amsterdam Street and dock housing
3. Schiebe Street block
4. Cobern Street block
5. Ebenezer Road area

The study recovers the names of people who lived and worked in District One and were in time evicted and unjustly dispossessed of their home and communities. These names are attached as Annexures 4, 5, 6, and 7 of the social-historical report. Not only do these names provide a powerful reminder of the past residents of District One, the linking of names at the street-block, street address level provides a more intimate, personal and meaningful process of engagement with the past.

Part C examines the social history of the PPTL site comprising a remnant portion of the old DRC cemetery which originally extended beyond the current boundaries into Buitengracht Street and Somerset Road, including the location of the Prestwich Memorial. These comprise all erven except Erf 735, whose history followed a different trajectory.



Figure 57: The study area overlaid on the affected cadastral boundaries. This composite shows the substantial change to the streetscape made by the re-alignment of Somerset Road which previously linked up with Waterkant Street. It illustrates just how substantial the changes were to the urban landscape as a result of the ring road and Western exit roads schemes. Much of the former DRC cemetery is now beneath the freeway system.

It is noted that the history of DRC cemetery has been the subject of a variety of archaeological reports and historical analyses, including the socio-historical research report undertaken by Schultz (2023) for the purposes of this project.

The PPTL site comprised part of the DRC cemetery with the first grant made in 1755 followed by a further two grants in 1801 and 1802. Erf 739 was the site of the DRC St Stephen's Church which was built after the closure of the cemetery. All except Erf 735 formed part of the DRC Cemetery.

With the realignment of Somerset Road and subsequent road widenings, parts of the affected erven now extend into the road reserve and beneath the Prestwich Memorial. Erf 735 was not part of the cemetery because it was City land and was developed by the Municipality of Cape Town between 1895 and 1896, for a workmen's metropole.

The report notes that the sites (except Erf 735) were used for historical burial and religious purposes by the Dutch Reformed Church and subsequently on Erf 379 for church purposes by the St Stephens DRC congregation. The subsequent history of the sites has been characterised by institutional use, with the corner site adjacent the Old Somerset Hospital (i.e. Erf 734) being used for additional facilities for the chronic ill and indigent as an annex or extension.

The annex was enlarged; but by the time the Old Somerset Hospital (or Infirmary) was demolished in 1945, it was employed for other purposes as the authorities saw fit – first, briefly, as a post-Second World War detention facility and subsequently as a Provincial Pavement Testing Laboratory.

The historic burials, the church connection and the welfare facilities of a workmen's metropole on Erf 735, and the annex to the Infirmary, link the area to the wider social history of District One and Cape Town.

The social history of different elements of the PPTL site is unpacked below.

6.1.1 DRC Cemetery

The following summary of the social history of the DRC cemetery needs to be read in combination with the archaeological study addressed in Chapter 5 and attached as Annexure D in the HIA report.

The establishment of the DRC cemetery in the mid-18th century was in response to an increasing need for space to bury the dead. The colonial choice of burial grounds along Somerset Road was a continuation of the precolonial **inhabitant's** practice of burying their dead in the soft sands of the area. The cemetery reflected the Dutch cultural practice of interring the dead together as families typically in family vaults.

The Public Health Act of 1883 facilitated the opening of an area outside the City limits at Maitland for burial purposes and the Green Point burial grounds were closed for burials by 1886. The social-historical study examines the debates surrounding the closure of the burial grounds, exploring how social attitudes to death, the dead and remembrance were rooted in cultural identity forming part of deeply held cultural and religious beliefs. The proposal to close the burial sites within Cape Town and suburbs provoked a strong reaction particularly from the religious cultural groups of the Cape Muslims. The Muslims rejected the proposal on the basis of a traditional burying practice required by faith, of 'walking the dead' on a processional walking route from the home of the deceased to their final resting place. The Dutch objected to the proposal to close the cemeteries for two reasons. The first concerned the question of ownership enshrined in Dutch colonial custom and law. The second was the fact that they wanted the cultural and religious practice of families being buried together in vaults to continue.

Wealth, trade and imperial concepts of order and respectability and 'Englishness' 'produced a demand for new order in Cape Town.' The unkept conditions of the burial sites in Somerset Road were just one of the areas prompting concern – crowded and multi-racial housing conditions were another. The administrative push towards public order, modernisation and planning reform in Cape Town was led by the medical profession. A proposal about the old burial grounds, which included the DRC cemetery, was given strong impetus following the outbreak of the Bubonic Plague in 1901. The Bubonic Plague not only strengthened professional antipathy to urban cemeteries, but it also strengthened antipathy to high density and poor living environments, particularly if residents were racially mixed. It was argued that the cemeteries were being put to various insanitary uses constituting a serious menace to the public health.

By 1902, the colonial authorities approached the various churches to request that they give up their burial grounds for use as open space. The objections of DRC members were represented by the DRC Consistory with objections to the proposed expropriation, based on property rights – the DRC burial ground being vested in church ownership as a grant. The objection at this point was less about the moving of the dead (they wished to clear the burial ground themselves), but more about rights and the right of the DRC to decide what they wished to do with the land they considered theirs.

Rejecting this argument, the government passed the Disused Cemeteries Act in 1906 to enable the recovery of land rights. The Act permitted the use of the burial grounds for institutional use and public parks, and it was these permitted uses which defined what could be built – schools and welfare institutes for instance. The concept of public parks was soon abandoned because

of the value of the land. The first loss of land from the DRC cemetery involved expropriation for the widening of Somerset Road.

The DRC then agreed to the affected burial sites being exhumed and bodies reburied at Maitland provided it was done by the Municipality. An estimated 54 burials being affected by the roadworks.



Figure 58: View from inside the Somerset Road DRC cemetery nd., showing a variety of vaults and head stones. This photo shows the spire of the Lutheran Church in Strand Street (extreme left) and is therefore probably the area close to Buitengracht Street. Although not dated, the photo was certainly taken prior to 1920 when vaults were demolished, gravestones removed, and human remains exhumed and reinterred in mass graves in the Maitland cemetery. (Source: Schultz, KAB E965).

By 1916, the DRC had built the church it proposed earlier – the St Stephen's Dutch Reformed Mission Church on land excised from the burial grounds, becoming Erf 739 in 1928. It survived for less than 40 years before being declared part of a White Group Area and demolished. This demise mirrored the dispersal of the local DRC community. When the Somerset Road area was declared a White Group Area in 1965, the church was expropriated by the City of Cape Town in 1967 and demolished. The rest of the land was transferred to the Provincial Government.

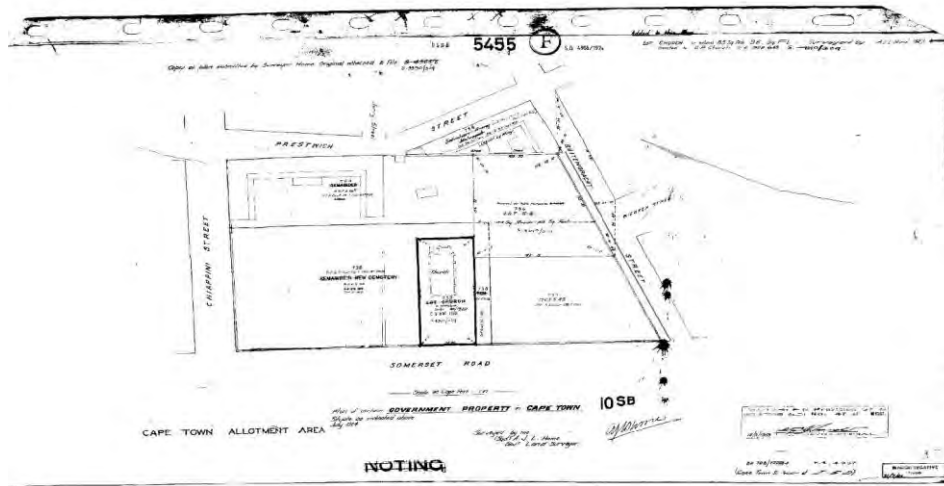


Figure 59: **The SG Noting sheet of 1924 showing the position of the new St Stephen's Dutch Reform Church building and the Old Somerset Hospital Annex.** (Source: Schultz 2023). The study area clips a portion of the old church surrounds.



Figure 60: **St Stephen's Mission Church situated on the old DRC Burial ground.** (Source: W Wilson, Built Form Chronology).

Staff of the Cemeteries Board for the Provincial Administration were responsible clearing the cemeteries and transferring bodies and memorial stones from the burial sites, with the assistance of convict labour. At least 1000 cases were needed to clear the human remains from the DRC burial ground. Finally, in 1920, the DRC reported that human remains had been cleared from the site on which the church was built, but not from the other sections. The church was built in 1907.

The vaults from the cemetery had been made level with the ground and any headstones placed alongside the outer wall for collection by interested parties. The vaults were crushed to prevent anyone using the vaults as sleeping places.

Against the above historical background of the DRC cemetery, the social-historical study continues the overall theme of linking personal names with place, thus linking intangible and tangible heritage in a meaningful way. In this case, the names of the buried dead of the DRC cemetery have been obtained through the archival record. For a list of the historic vaults and graves that existed in 1871 see Annexure 8. For the list of burials (incomplete) in the DRC see Annexure 9. Making certain assumptions, the list of names reveals the following:

- There were many children's graves or children graves within family vaults. A high infant mortality rate was a tragic consequence of poor health and lack of medical care, reflecting the social-economic conditions of the time. This was evident in most of the nineteenth century graveyard archival records.
- The names represented the upper social classes and the 'European' leaders of the colony and colonial visitors.
- The 373 graves listed in Annexure 9 does not represent the full number of persons buried in the grounds, which was closer to 1000.



Figure 61: The vault of the Thibault family. The tombstone is for L M Thibault who is recorded as dying on 3 November 1815 aged 65 years. While the condition of the vault has deteriorated in this photograph, it was known to have been to the design of Schutte, also buried in the cemetery. A note attached to the photograph reveals that it was situated inside the walls but close to the Buitengracht Street pavement. This means it was disturbed during the Buitengracht Street road widening. (E 3939.) Vaults were above ground and when the site was exhumed the vaults were demolished and the human remains removed.

6.1.2 Somerset Hospital Annex

The PPTL site owes much its subsequent history to its proximity to the Old Somerset Hospital which was diagonally opposite in the block bounded by Chiappini and Hospital Streets. The social-historical study examines the link of the core building of the PPTL Soils Lab Building built in 1921 for the Public Works Department as a 'Chronic Sick Home and Stores' to the Old Somerset Hospital, also referred to as the Infirmary.

The Old Somerset Hospital was the first civilian hospital in Cape Town. At the time of its establishment in 1818 it was situated far from the town centre. In the absence of other facilities, it was particularly intended for the urban poor, the chronic sick and the outcasts of society. In the course of time, it became a 'catch all' facility for the infirm and chronically ill. This role sustained well into the 20th century, despite the place becoming increasingly derelict and other medical facilities in Cape Town taking over more specialised roles.

The Old Somerset Hospital and its annex performed a metropolitan rather than a very local function. It cared for the infirm and the destitute from wider Cape Town. It was one of several welfare organisations that existed later in the Dock and Somerset Roads area – including the Mission to Seafarers, the Salvation Army Metropole, the Salesian Institute and numerous church and mosque related charities.



Figure 62: **Thom's Municipal Survey 1901 showing the Old Somerset Hospital's position in relation to the DRC burial grounds** which were later to be transferred to the Provincial Government. The use at this time was for hospital facilities and overflow. The lack of a clear use for the cemetery site (initially at least) and the occasional need for expansion of the Old Somerset Hospital for fluctuations in terms of inmates, people and storage facilities suggest that this was a practical decision at the time based on proximity and ownership. North to the right.



Figure 63: This useful map shows how the hospital was arranged in 1925. The hospital wards were racially divided with the European sick wards facing Prestwich Street and the 'Coloured' sick wards facing Alfred Street. The infirmary for the chronic sick and indigent were off Chiappini Street. There were wards for the mentally ill (the 'lunacy wards') as well as a separate facility surrounded by interior fences for lepers. The entire facility was inward-looking with male and female exercise yards. Egress was restricted. The site on the old burial grounds along Prestwich was identified in 1925 as 'hospital wards' and no doubt was an annex to the existing facility. The hospital was two storeys with windows facing inwards to the interior courtyards. (Also of note in 1925 is the remaining extent of high-density residential development that surrounded this facility). (Goat Fire Insurance Map of Cape Town 1925. SAL). The annex on Erf 734 is identified here as 'hospital wards', confirming that at least part of the block was used to accommodate an overflow of inmates at the Old Somerset Hospital. North to the right.



Figure 64. The Old Somerset Hospital. This was the central courtyard around which the dormitories were arranged. The Annex building eventually became U-shaped, around which rooms were arranged with a central space for oversight. (Worden et al., The making of a City 1998.)

Subsequent to the transfer of the dead to Maitland, part of the old DRC cemetery (on the corner of Chiappini and Prestwich streets) served a number of functions, including as an annex for the Old Somerset Hospital, with dormitories and stores.

The building on RE 734 is currently known as the Soils Lab Building and has its origins as an annex to the Old Somerset Hospital. Built in 1921 as extra wards and storage space for the Old Somerset Hospital, the early annex building occupied a small part of the site – the part closest to and diagonally opposite the Old Somerset Hospital.

The records of the Old Somerset Hospital make no distinction between inmates therein and the hospital annex, so is not possible to state who stayed in the annex wards. Perhaps the word 'home'; in the title of the plan of accommodation suggests the use for the longer-term indigent and sick or those who needed to be separated from other inmates.

The link to the Old Somerset Hospital remained in place until 1945. With its demolition, ancillary use of the annex fell away. The male staff quarters, built in 1938, were removed and the site was cleared.

The building thereafter performed two major functions, a temporary Immigration Detention Depot between 1945 and 1947, after which it was refurbished to form the Provincial Roads Testing Laboratory. There is no archival evidence of the site being used for dedicated immigration detention purposes before those dates.

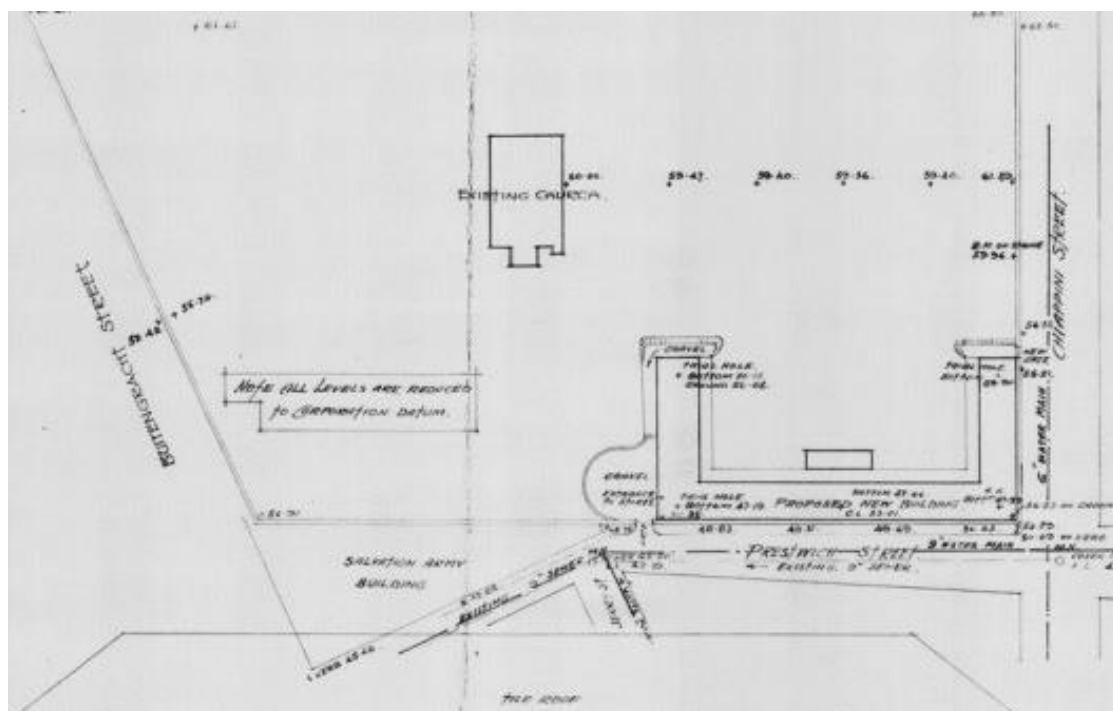


Figure 65: The proposed plan for the Old Somerset Hospital Annex, 'The Chronic Sick Home and Stores'. (Wilson 7/3/21, Scan S Winter). This plan also shows the demolished DRC Church.

6.1.3 The Soils Lab Building as an Immigration Detention Depot 1945-1947

Alterations were made to the Soils Lab Building in 1945 to accommodate detained immigrants, including dormitory partitions, a 12' brick wall to enclose the entire courtyard, and a security grill at the entrance. The security measures suggest that the prohibited immigrants were

considered a threat, but since the records cannot be found, this remains conjecture. What is known is that immigration detention affected a wide range of people from merchant seamen to prohibited immigrants, - people with dread diseases, immigrants from enemy countries, and to criminals entering the country under false identities.

The social historical study examines the political context surrounding the use of Soils Lab Building as an Immigration Depot. Access of citizens from enemy countries, or the influx of prohibited immigrants to South Africa would have driven post war anxieties and stronger detention measures. Since the Laboratory functioned for two years after the Second World War as an immigration detention depot, the report examines how immigration to Cape Town as a port city was managed by the Department of Health (and later the Department of Internal Affairs).

It also examines legislation used to control the influx of 'aliens' inter alia the Aliens Act of 1930, the Aliens Control Act of 1939, and the Aliens Registration Act of 1939 which required 'aliens' to register within 60 days.

Conclusions with respect to the immigration detention barracks at Erf 734-RE are as follows:

- The Soils Lab Building was used to meet temporary immigration requirements with the main immigration depot being located in Ebenezer Road Depot.
- The purpose-built high walls and security mechanisms suggests a need to control 'alien' or prohibited immigrants.
- While anti-Semitism was a key immigration focus in South Africa particularly after 1930, there is no evidence to suggest that the detention facility on the PPTL site was intended for solely Jewish immigrants as has been suggested elsewhere.

6.1.4 The Provincial Pavement Testing Laboratory: office and laboratory space

The social-history study examines the use of the Soils Lab Building as Provincial offices and laboratories for soil testing. This change in use in 1948 formed part of a trend towards the use of the study area for metropolitan or provincial-level facilities which were not connected with the social life of District One or the social history of Cape Town. The study concludes that there is no evidence to suggest that the Laboratory had any socio-historical significance in terms of the surrounding area other than the memory of the old burial ground on which it was situated and the historical link of the core building to the Old Somerset Hospital as an annex.

6.1.5 Erf 735 Site of the former Salvation Army Metropole

Erf 735 was never a part of the DRC cemetery although it was adjacent to it. The social-historical study notes that the building of the Salvation Army Metropole or workman's barracks was the first municipal response to a severe local housing and health crisis towards the end of

the 19th century. Forced into action by public opinion against living conditions, the municipality decided to construct accommodation for single male workers similar to that offered to the African dock workers but less controlled, and slightly more comfortable.

The three-storey **Workman's Metropole** was built in 1898. Designed by the architect William Black and importantly due to the Victorian obsession with fresh air, was well ventilated. When the Cape Town Municipality found that it did not have the staff or resources to manage it, they turned to the Salvation Army to do it for them and assisted by giving an annual grant. In 1898, the Salvation Army decided to use the building purely for the 'vagrant white class. By 1916 it appears that black and 'coloured' workers were included, although there was a racial allocation by floors and dormitories were separated by race.

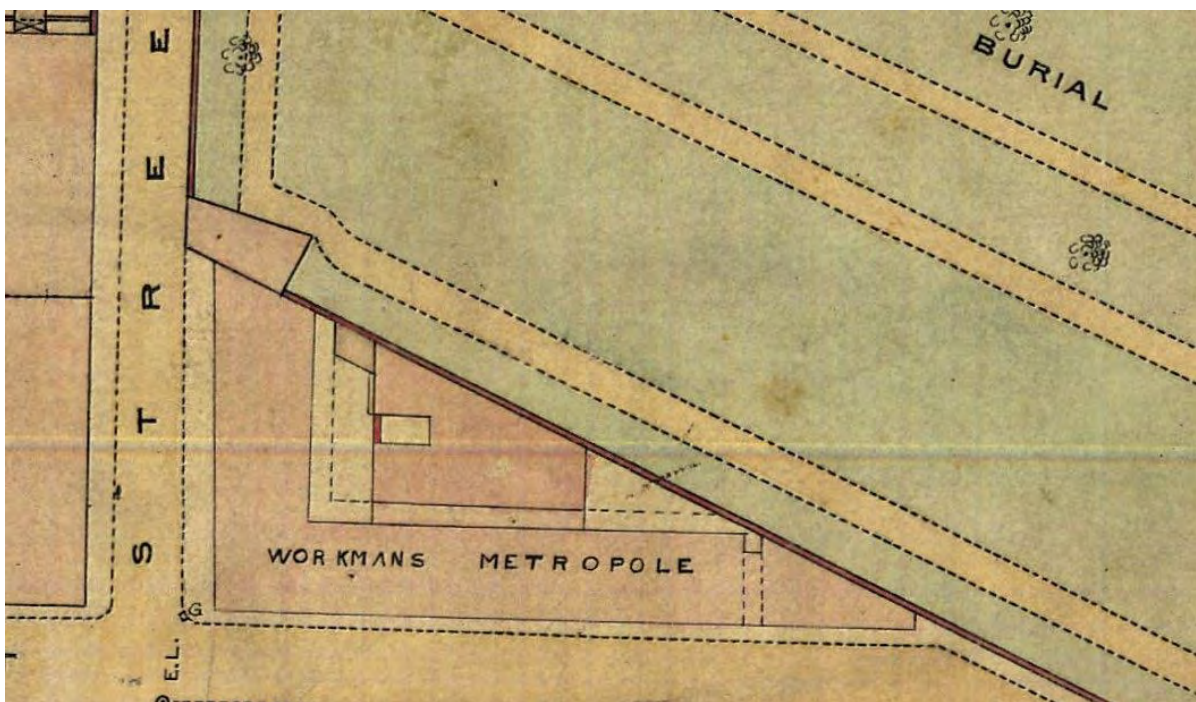


Figure 66: **The workman's metropole newly built on a corner city site in 1898 and overlooking the 'disused' DRC burial grounds (Thom c1900). North to the right.**

It is likely, bearing in mind its proximity to the industrial areas of District One, Roggebaai and the Docks, that the Salvation Army Metropole was used by dockworkers and workers newly arrived in Cape Town.

The building was demolished as part of the City Engineer's Plan for a high-speed ring road and boulevard for Cape Town to the west of the City.

The Salvation Army Metropole was the first sub-economic housing scheme in Cape Town. Although it is doubtful whether a three-storey building composed of dormitories can be considered housing, there is no doubt that it was the first attempt by the Municipality of Cape Town to provide accommodation for the urban poor of any race and was a rare occurrence.

After its construction and until the planning of Maitland Garden Village in 1916 no housing was built of any kind by the Municipality.

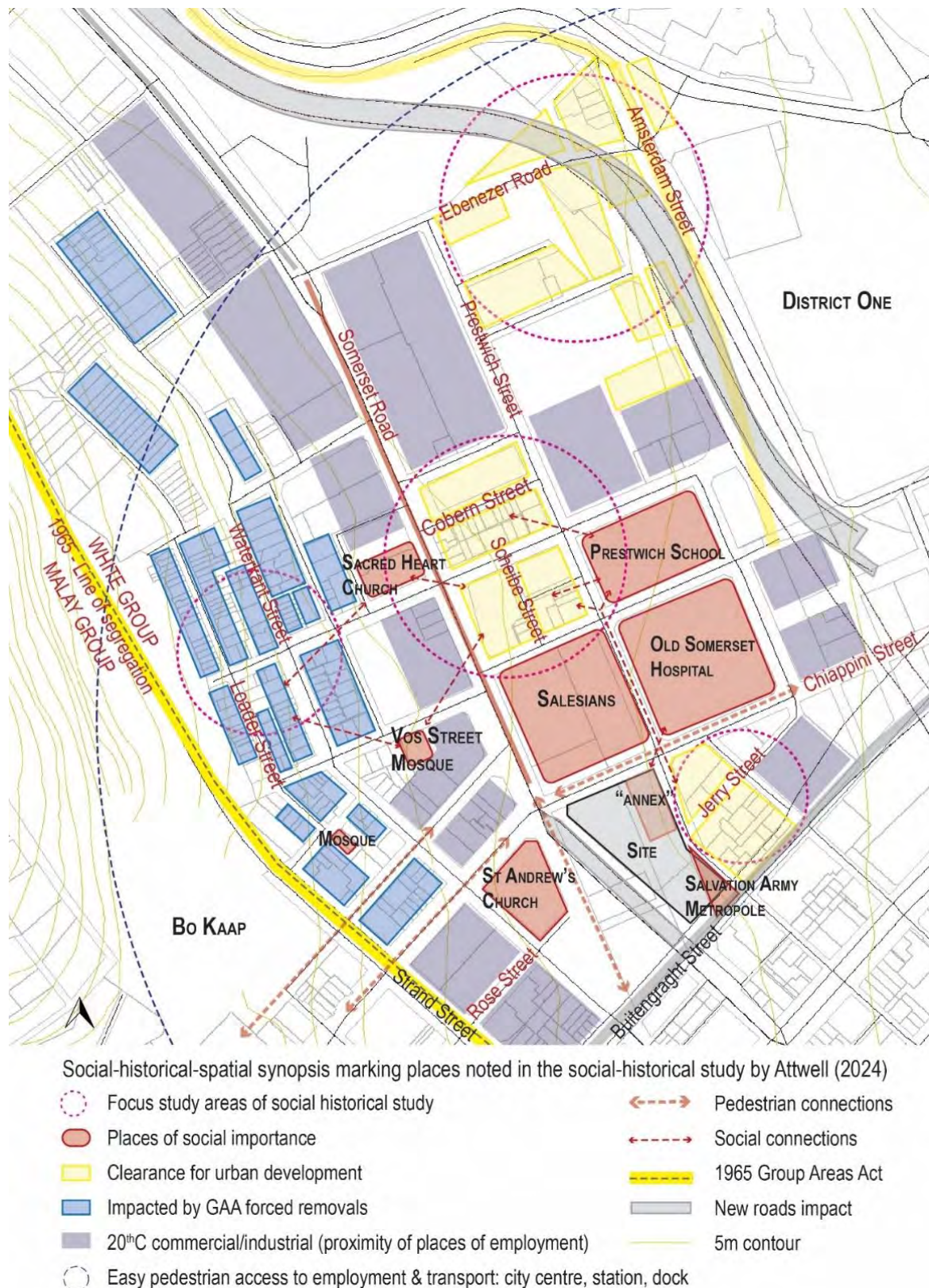


Figure 67: Social-historical-spatial synopsis marking places in the social-historical study

6.2 Conclusions and Recommendations

Outlined below are the conclusions and recommendations emanating from a social-historical understanding of District One and the PPTL site.

6.2.1 District One

The heritage process: A dependence on material culture in the heritage process in response to legal requirements have highlighted fault lines in how heritage investigations are undertaken and what mechanisms are necessary to reveal lost or undervalued histories. There needs to be a greater capacity in heritage management to acknowledge hidden or undervalued histories. Human and experiential histories are particularly valuable in District One where personal histories and links to the environment have been so comprehensively erased through state action – slum clearance, town planning schemes, transport planning and forced removals.

The burial sites in District One: The enduring role of District One as place for the buried dead since pre-colonial times extending into the late 19th century provides a powerful image, presence and memory area from a social historical perspective especially in terms of its associations with the 'ancestors' of the City. The history and archaeology of burial sites, formal and informal, have been extensively studied over the past 30 years. This study expands our understanding of the social significance of District One and the role of former DRC cemetery within this context, together and understanding of social historical attitudes to death and burial as deeply held cultural beliefs. It is also clear where exhumations have been incomplete, human remains are likely to be found and measures must be put in place to follow the legal procedures required.

The social life of District One: The report concludes that there was a small but complex, multi-racial and cosmopolitan community living in District One. They comprised immigrants, local residents and families who traced their ancestry back to the distant slave past, local workers, small shop owners, dockyard and industrial employees. They lived close to their places of work and were supported by a variety of community and religious organisations – welfare organisations, schools, churches, mosques and sports facilities, many close to or within striking distance of people's homes. This formed the nexus of a community now lost except perhaps to memory.

The vulnerability of District One to change and loss. District One itself was strategically placed for commercial and industrial use, and as a result its residents were vulnerable to the physical and social changes that followed. District One is characterised by loss to its people caused by physical change, forced removals and trauma. Loss was incremental and sustained – unlike the dramatic and terrible destruction of District Six, making it harder to quantify and record.

By 1926, industrialisation and slow deterioration of the terraced housing stock was already apparent. Slum clearances, modernist town planning and finally Group Areas delineation, caused residents, tenants and property owners of colour to lose their historic rights to residence and of belonging to a community with roots in the historical past.

District One, trauma and memory. The report explores how memory and loss in District One are closely intertwined. It reveals the scale and thoroughness of the destruction of District One and the trauma and loss to the residents. At the same time, the report reveals the enduring roles and value of cultural and religious institutions and their presence in a 'landscape of trauma' which provides them with sanctuary. It reveals the scale and thoroughness of the destruction of District One and the long-term trauma and sense of loss to the residents who were forcibly removed from their homes and community. Collier (2021) remarks that continued practice of Islam and Christianity of the Noerul Mogammadiyah Masjid and the Sacred Heart Church within such a landscape are clear markers of living heritage. Schools, like the Prestwich Street Primary School too provide a clear sense of belonging and identity based on shared histories.

Equally, the memory of the dead still exerts a powerful presence - through ancestral memory, through the presence of material remnants of ancient walls, and through the archival record. The social-history study attempts to link place to memory and research through the historical record.

The cultural significance of District One is dominated by the history of the cemeteries, burial grounds and the dead. It provides a lingering memory and supports a sense of place. Its significance is supported and enhanced by the Prestwich Memorial which provides a memorial and interpretive space.

The people who lived in District One. This report has attempted to reveal at least some of those names in an attempt to humanise the lost landscape and to reassert the presence of those who once lived there. Despite the trauma of forced removals, many affectionate memories of the area remain and should be celebrated as part of history.

The report concludes, that as a result of the absences and abiding sense of loss, it is particularly important for District One to have mechanisms for ensuring that memory is acknowledged, and that the knowledge revealed is part of its tangible and intangible heritage.

6.2.2 The Provincial Pavement Testing Laboratory (PPTL) Site

The DRC cemetery. The PPTL site is situated on the former the DRC cemetery and is associated with Dutch colonial burial practices and the cultural debates that surrounded its closure. The cemetery was the final resting place of many early Dutch and English colonial leaders of the early to mid-nineteenth century. Important colonial figures like the architect L M Thibault and the Dutch artist Herman Schutte were laid to rest in family vaults in the cemetery. Vaults were

partly buried and during exhumation, the above ground parts were demolished and hence not completely removed. As a result, there is a possibility of finding vault remnants within the boundaries of the DRC cemetery. (The archaeology of the DRC cemetery is covered in the archaeological specialist report prepared by ACO attached as Annexure D.)

The presence of the dead. As in parts of District One, potential presence of the dead exerts a dominance in memory and in the potential that further burials may be revealed in areas not previously exhumed. Historical evidence from the earliest times suggest that burial use was widespread: extending from the edge of the old city towards the White Sands burial sites near the current Waterfront along the band of soft sands that characterised the area. The widespread use of the area for informal burials makes their presence difficult to predict. While the historical dead have been moved from the formal cemeteries, many burials have yet to be discovered, particularly in areas omitted from exhumation processes. These could include locations such as the periphery or area below the old St Stephens Church, near historic cemetery walls, or on the site of the Salvation Army Workman's Metropole and any beneath surrounding pavements.

The link with the Old Somerset Hospital. The Old Somerset Hospital was the first civilian hospital and welfare organisation in Cape Town. The Soils Lab Building has a documented link with the hospital as its annex and may be considered the last remaining link with this important institution. A potential exists on site to explore and interpret this link. The existing diagonal pedestrian entrance to the Soils Lab building at the corner of Chiappini and Prestwich Streets emphasises this link.

The link of the Soils Lab Building to historic burial sites. The presence of a basement mitigates against the potential finding of human remains in that area.

The link of the Soils Lab Building with a detention centre 1945-1947. There is no documented evidence of the site being used as a detention centre before 1945 when its link with the Old Somerset Hospital ceased. However, between 1945 and 1947 it was used as a temporary immigration detention centre to accommodate prohibited or alien immigrants who were the subjects of investigation while the Ebenezer Road Detention Depot was being adapted. The walled enclosure, which can be dated to 1945, links the site to increased surveillance and restrictions imposed after the Aliens Control Act of 1937 and the post Second World War period of anxiety of enemy infiltration. However, it was a temporary measure. While future interventions may accommodate at least a part of the wall, the wall itself is not of sufficient heritage value to be retained in full, particularly when the intention is the create a liveable courtyard space. The retention of a part of the wall, or a modification of the wall will be sufficient to attach a narrative to it, if necessary.

The social links between the use of the PPTL site as a laboratory (post World War II) and the surrounding social life of District One. There is no evidence to suggest that the Soils Lab Building had any contemporary socio-historical significance in terms of a role in the life of the surrounding area. Its links to the wider area are buried in the historical past. However, the proximity to the Prestwich Memorial provides it with potential contemporary opportunities for interpretation which may enhance the understanding of the social history of the area as a whole. A possibility exists of taking Collier's concept of 'mapping of memories' into the urban sphere and directly into the public environment of District One. This may include lists of names of residents and interpretive material in the streets.

The social history of the Salvation Army Metropole. Although it is doubtful whether a three-storey building composed of dormitories can be considered housing, there is no doubt that it was the first attempt by the Municipality to provide accommodation for the urban poor.

6.2.3 Statement of social-historical significance

The social-historical study provides a statement of social-historical significance which has been integrated into the Statement of Heritage Significance in Chapter 8.

6.2.4 Recommendations

The social-historical study provides a set of recommendations for the future development of the PPTL and its role in the commemoration of the social-history of District One and the site itself. These recommendations have been integrated into the Heritage Indicators in Chapter 9.

7 VISUAL ASSESSMENT

This Chapter draws on the findings, conclusions and recommendations of the PPTL Visual Impact Assessment (VIA) undertaken by David Gibbs (2024). The VIA is attached as Annexure F to the HIA report.

It includes a visual analysis of the PPTL site from a cultural landscape perspective, which has been integrated into the HIA report with a summary of visual resources and indicators outlined below. Also included below are a set of visual simulations of the proposed development. The key findings of the study in terms of potential visual impacts of the proposed development is included in Section 7.4.

7.1. Visual Resources

Visual resources are identified at this site, local and broad landscape scales:

Site attributes and site context (between 250m-500m from site)

- Remains of old cemetery wall along Chiappini Street
- The Soils Lab Building forming the corner of Chiappini Street and Prestwich Street and creating an internal courtyard, providing a human-scaled interface.
- Several mature trees on site
- The continuity of the green canopy along the Buitengracht Street created by the existing trees and which should be incorporated into the designs for sidewalks and pedestrian plazas
- St Andrew's Square which incorporates St Andrew's Presbyterian Church and the Prestwich Street Memorial.
- The Salesian Institute
- The Lutheran Church Complex
- Tana Baru cemetery, above the Strand Street Quarry site, within the Bo-Kaap.
- North Wharf Square, the site of the northern wharf at the former shoreline before the Foreshore land reclamation project extended into Table Bay.

Local context (between 500m-1km distance from the site)

- Lion Battery (Noon Gun site)
- Riebeek Square with Saint Stephen's Dutch Reformed Church
- Battery Park, site of the former Amsterdam Battery harbour fortification
- Two scenic routes namely Buitengracht Street, and Strand Street as it extends towards (and becomes) High Level Road.

Regional context

- The Table Mountain complex, inclusive of Devil's Peak, Lion's Head and Signal Hill with the need to retain sightlines to and from these geographic landmark features.
- Roggebaai Canal, which traces the former coastline (prior to land reclamation), beyond which the V&A Waterfront and Port of Cape Town within Table Bay serve to connect the city to the Atlantic Ocean beyond.

7.2 Visual Indicators

The visual indicators aim to integrate the urban re-development into the existing context seamlessly while preserving the significant heritage and natural elements of the site and urban cultural landscape context. The following visual indicators are provided for the PPTL site for consideration in the design phase and Site Development Plan response.

Site Boundaries and Interfaces

- Careful treatment of site boundaries and interfaces with neighbouring properties to maintain visual continuity of the urban cultural landscape.
- Utilize precinct planting to define the public realm and allow for filtered views.

Pedestrian Spaces and Green Infrastructure

- Detail sidewalks and plaza spaces to create generous and comfortable pedestrian areas.
- Adopt a green infrastructure approach to contribute to a sustainable urban environment.
- Integrate water-sensitive urban design and sustainable drainage systems for storm-water management.

Preservation of Views

- Maintain clear views toward heritage resources and geographic landmarks, avoiding clutter.
- Ensure view corridors are sufficiently wide to preserve important sightlines.

Tall Building Considerations

- Encourage horizontal stratification of tall buildings, considering the relative height of plinths and podium levels, and the articulation of elevations for visual fragmentation of large forms.
- Maintain a sufficient distance from historic heritage complexes and existing mature trees to avoid overwhelming or compromising their integrity.

Environmental Context and Sympathy

- Align new development with the topography, drainage patterns, and microclimate of the area.
- Retain existing trees where possible, reinforcing or replacing existing planting patterns with suitable species.

Building Thresholds and Integration

- Created clear public/private building thresholds into the public environment through a gradient of transitions from internal to external realms.
- Use screen/shade planting to soften interfaces and incorporate indigenous vegetation for biodiversity.

Lighting Control and Integration

- Control precinct lighting to avoid light pollution and integrate lighting consciously into the precinct design.
- Shield light sources to reduce spillage, use up-lighting sparingly, and employ shielded down-lights in open areas.

Tree Retention and Mitigation

- Allow sufficient space for retained tree canopies to prevent encroachment by building elements.
- Avoid disturbance to the root zones of trees to be retained and consider replacement with trees of sufficient scale to mitigate visual impacts.

Visual Indicators with respect to Individual Heritage Resources and Gateway Role of the Site

Soils Lab Building:

- This building has a direct relationship to the corner of Chiappini Street and Prestwich Street, with an entrance door directly onto Chiappini Street. It is of human scale and defines an inner courtyard.
- The doorway onto Chiappini Street should be used to activate the streetscape. The courtyard should be retained as a landscape space with existing trees retained, and not be filled with structures or parking. The proposed development should step down towards the Soils Lab building, to avoid overwhelming and overshadowing the scale of the building.

Salesian Institute:

- The Salesian Institute occupies an important position on the corner of Chiappini Street and Somerset Road and is a local landmark with its distinctive (almost 'castle-like') architectural expression, with articulated façade detailing.
- The proposed PPLT development should step down in scale towards the Salesian Institute, to avoid overwhelming and overshadowing this historic building, and to retain its landmark qualities. There is an opportunity to improve the streetscape and street interface between the PPLT site and the Salesian Institute and to activate the street edge, enhanced through urban landscaping and placemaking.

St Andrew's Square and Prestwich Memorial:

- The continuity of materiality (and ground plane) including the use of local stone, would be an appropriate reference to the texture of St Andrew's Square and the Prestwich Memorial. Currently the Scale of Somerset Road impacts negatively on St Andrew's Square.
- Therefore, there is an opportunity for the proposed PPLT development to provide improved spatial definition along Somerset Road as an edge to the square, providing visual enclosure and containment, and mitigating the scale of the roadway, and facilitating safe pedestrian movement.

Gateway role of the site:

- At the nexus of distinct urban precincts with particular cultural landscape and urban morphology qualities, the development of the PPLT site presents the opportunity to facilitate the transition in scale between the adjacent precincts, by scaling up towards the Foreshore and CBD and down towards the Bo-Kaap and De Waterkant precincts.
- This will provide a more gradual transition in scale between precincts, improving the sense of 'fit' and providing clearer legibility of the public realm.

7.3 Visual Simulations

Included below is a selection of key visual simulations of the proposed development. Refer to the VIA included in Annexure E for a full set of visual simulations.

7.3.1 3D massing model



Figure 68: PPTL site (encircled) with proposed development (Sources: NM & Associates, GEPro)



Figure 69: PPTL site (zoomed), stepping up to Buitengracht Street (Sources: NM & Associates, GEPro)



Figure 70: PPTL site (white), stepping down to the Salesian Institute (Sources: NM & Associates, GEPro)



Figure 71: PPTL site (white) stepping down to the Soils Lab building (Sources: NM & Associates, GEPro)



Figure 72: PPTL site (white), with trees along Somerset Road (Sources: NM & Associates, GEPro)



Figure 73: PPTL site (white) with tower at Buitengracht intersection (Sources: NM & Associates, GEPro)

7.3.2 Visual simulations of 'Option 3' (middle distance views)

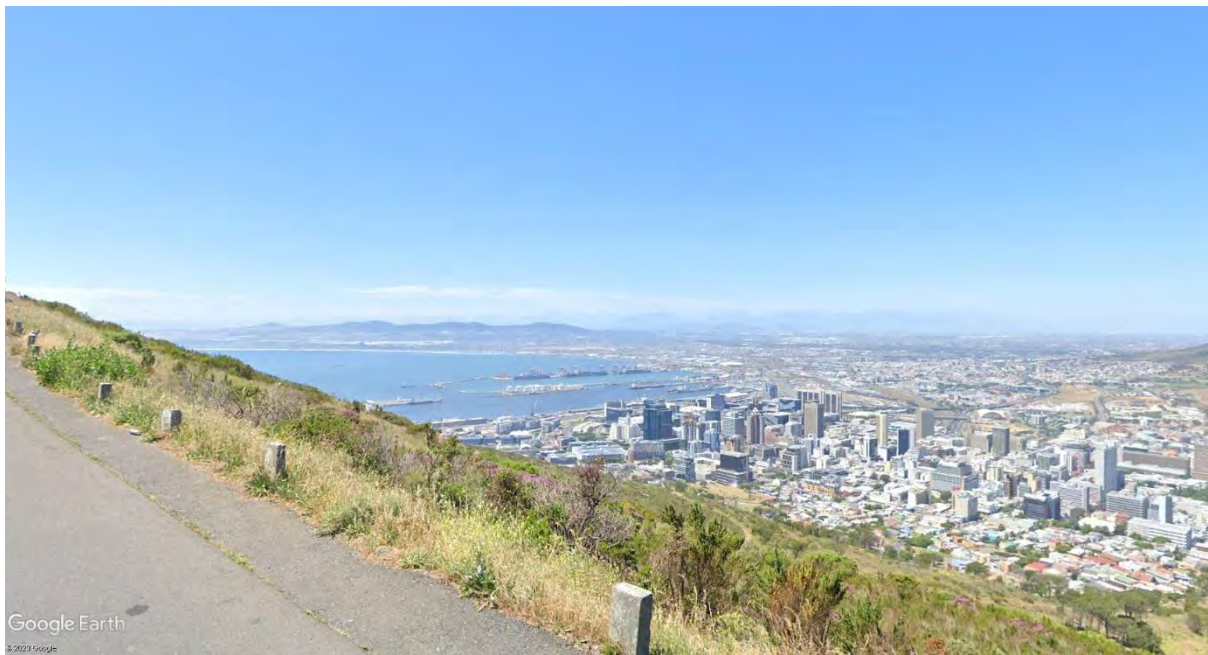


Figure 74: Signal Hill – existing view (Source: GE Streetview)



Figure 75: Signal Hill – simulated view. (PPTL site in yellow) (Source: GEPro)



Figure 76: Bo-Kaap existing view. (Source: GE Streetview)



Figure 77: Bo-Kaap simulated view. (PPTL site in yellow) (Source: GEPro)

7.3.3 Visual simulations of 'Option 3' (Streetview)



Figure 78: Existing view - Buitengracht Street looking north. (Source: GE Streetview)



Figure 79: Simulated view - Buitengracht Street looking north (Source: GE Streetview)



Figure 80: Existing view - Buitengracht Street looking west (Source: GE Streetview)



Figure 81: Simulated view - Buitengracht Street looking west (Source: GE Streetview)



Figure 82: Existing view - Somerset Road (Source: GE Streetview)



Figure 83: Simulated view - Somerset Road (Source: GE Streetview)



Figure 84: Existing view - Chiappini Street (Source: GE Streetview)



Figure 85: Simulated view - Chiappini Street (Source: GE Streetview)



Figure 86: Soils Lab (Chiappini Street façade): existing view (Source: GE Streetview)



Figure 87: Soils Lab (Chiappini Street façade) simulation: Option 3 just visible (Source: GE Streetview). Note a minimal visual intrusion to Soils Lab Building.



Figure 88: Chiappini Street / Somerset Road intersection (existing view) (Source: GE Streetview)



Figure 89: Simulated view Chiappini Street / Somerset Road intersection (Source: GE Streetview). Note open corner, and positive street interface proving spatial definition and street tree planting.

7.4 Key Findings of the Visual Assessment

The key findings of the VIA are as follows:

- Whereas the development of the PPTL site will result in a marked visual impact to the status quo, the proposal has considered the form, scale and massing of the development envelope with respect to the quality of the urban cultural landscape and public environment as key informants and has addressed the criteria of the City's Tall Buildings policy in the conceptualisation.
- Within the context of the Foreshore Gateway precinct, the conceptual development proposal is congruent and well-fitting in context, and successfully addresses visual parameters with an appropriate scale, form, massing and height.
- The conceptual development proposal has the potential to improve the current quality of the pedestrian environment which is lacking especially along Somerset Road in terms of vehicular dominance and limited pedestrian crossing opportunities. The increase in built form intensity along this edge could serve to contain and mitigate the scale of the road, and to provide a more defined spatial edge and active street interface to St Andrew's Square and Prestwich Memorial.
- The scale of the proposed new development along Somerset Road mitigates the scale of the road, improves spatial definition to St Andrew's Square, but it is also low enough to interface with the modest scale of the Prestwich Memorial without overwhelming it. This is a successful intermediate scale which then also allows for the stepping up to the proposed tower on Buitengracht Street.
- The conceptual development proposal provides a positive open corner condition at the intersection of Chiappini Street and Somerset Road and includes tree planting and an active interface along the street edge thus improving the quality of the pedestrian environment along Somerset Road.
- The placement of the tower on Buitengracht Street is entirely appropriate given the scale of Buitengracht street, and the existing presence of towers of similar scale. This enables the proposed development to address all of its street interfaces with a form and massing of an appropriate scale.
- The conceptual development proposal retains the primary on-site heritage resources, including the Soils Lab building itself, the remnant of the old cemetery wall, and some of the existing trees. These are valuable visual aesthetic (and environmental) resources, which contribute to the urban cultural landscape environment.

- The anticipated visual impact of the proposed new development on the retained Grade IIIA Soils Lab building, with respect to the contrasting heights resulting from having to place the new, tall buildings side-by-side to the low Soils Lab Building has been reduced in intensity very effectively through the stepping down of the proposed building envelope towards Chiappini Street and the Soils Lab building itself, reducing the visual impact to an acceptable and comfortable level.
- The inclusion of the visual indicators as detailed design parameters will contribute to the mitigation of adverse visual impacts, towards retaining and augmenting aspects of the urban cultural landscape that lend meaning to the experience of place. Should these visual indicators be interpreted as design criteria and measures for mitigation to be implemented, from a visual impact assessment perspective, the proposed development proposal should meet the requirements for approval.
- Aspects covered in the visual indicators are well articulated within the Architectural Guidelines which also address questions of materiality and fenestration and discourage the use of excessive glazing / reflective surfaces. The Architectural Guidelines proposed by NM & Associates are supported and should be adopted and implemented in the detail design phases as visual indicators integral to the design process.
- Should the proposed development include architectural detailing which 'scales' down to meet sensitive heritage resources in close proximity and avoid compromising the form and further growth of the mature trees, so as not to overwhelm them, the development proposals are certainly achievable without compromising the urban quality and may in fact enhance the experience of the city.
- Buitengracht Street is one of the few green avenues in the City and should be retained. Where trees are to be removed, replacement trees must be of a large enough size to re-establish the canopy quickly. Protecting trees during construction and ensuring that sufficient space is available for tree roots and canopies should also inform future building/basement design when the SDP is prepared.
- The visual absorption capacity of the proposed development will be maximised through the retention of as many mature existing trees as possible, or where this is not viable, the replanting with well-established new trees should be mandatory.

7.5 Mitigation Measures

With respect to the detailed design phases of the project, strict adherence to the Architectural Guidelines will ensure an appropriate fit of the development within its site, immediate and broader contexts. Together with the incorporation of the visual indicators, the application of

the Architectural Guidelines will ensure mitigation of negative visual impacts and the augmentation of positive visual impacts.

The VIA includes a number of landscape mitigation measures, which are largely covered in the Landscape Plan and Guidelines prepared by OvP Landscape Architects. Refer to Annexure I.

7.6 Recommendations of the Visual Assessment

From a VIA perspective, and subject to the implementation of mitigation measures as described in this report, and the adoption of the Architectural Guidelines Report by NM & Associates, the proposed conceptual development and building envelope as illustrated within the 'Option 3' Urban Design drawings by NM & Associates and landscape framework plan by OvP Associates is recommended for approval.

8 STATEMENT OF HERITAGE SIGNIFICANCE

The following statement of heritage significance integrates the various specialist inputs. It is framed at three scales, namely at the broader landscape, local and immediate site context, and site-specific scales and is based on the criteria for cultural significance in the NHRA.

8.1 Broader landscape context

8.1.1 Topographical setting

The broader topographical setting of the PPTL site within the 'City Bowl' is defined by views towards Table Mountain National Park, inclusive of Devil's Peak, Lion's Head and Signal Hill.

8.1.2 HPOZ and Scenic Route

The PPTL site is located within the proposed Somerset Road HPOZ.

It is bounded by Buitengracht Street which is a Scenic Route. Contributing to the scenic qualities of this route are mountain views and the continuity of a tree canopy, one of few green avenues in the City.

8.1.3 Gateway role of the site

The PPTL site is strategically located within a gateway condition at the intersection of Buitengracht Street and Somerset Road at the nexus of two historical City precincts:

- The earlier city grid with Buitengracht Street defining its western outer limits.
- The Somerset Road Precinct is associated with a very long history of burying the dead and pattern of burial grounds (i.e. the Green Point Burials Grounds) and the role of Somerset Road as a structuring route in the western expansion of the city during the 19th century, and currently an urban corridor linking the CBD with the Atlantic Seaboard.

The site's location lends itself towards playing a public role at the intersection of Buitengracht Street and Somerset Road as an important system of spatial connectivity with a high degree of public visibility and accessibility.

The gateway role of the site at the entrance to the Somerset Road urban corridor is enhanced by its location directly opposite the site of the Prestwich Memorial and St Andrew's Presbyterian Church which has high heritage value enhanced by public open space qualities, treed setting and pedestrian linkage as part of the 'Waterkant Fan Walk' linking the CBD with the Cape Town Stadium. The street block comprising the Prestwich Memorial and St Andrew's Church is of suggested Grade II heritage value.

Together with the Prestwich Memorial / St Andrews Church site, the PPTL site has the potential to act as an important threshold space between the central CBD and the Atlantic Seaboard, providing a transition between the finer grained historical fabric of Bo-Kaap and Waterkant, and the Foreshore. This role must also be seen in the context of the intention to reshape Chiappini Street into a more pedestrian friendly street that connects the site of Prestwich Memorial / St Andrews Church to the Battery Park and the V & Waterfront.

8.1.4 Social-historical linkages with District One

The site has associational value within the context of District One, a place of cultural significance because of its role in the social-historical-spatial trajectory of the City, its historical links with the Green Point Burial Grounds and links with the lost working-class area of Cape Town.

The site has a role in enhancing this social historical significance through reclaiming the rich intangible aspects of memory and their links to tangible remnants and social institutions in the area. The strategic location of the PPTL site at the entrance to Somerset Road and adjacent to the Prestwich Memorial offers opportunities for the commemoration of the social history of District One.

The site of the Salvation Army Metropole has associations with the City's first attempt to provide housing for the urban poor and serves as good precedent for providing affordable housing on PPTL site.

8.1.5 The cultural significance of social institutions within District One

Cultural and social institutions played a significant role in the lives of the residents of District One. While some have been lost to change, the surviving institutions have heritage value. Of direct relevance are those places located adjacent to the PPTL site, namely the Salesian Institute and St Andrews Presbyterian Church. However, other sites include Prestwich Primary School located further along Prestwich Street to the west of the PPTL site.

8.2 Local and Immediate Site Context

8.2.1 Linkages with Prestwich Memorial and St Andrews Presbyterian Church precinct

The gateway location of the PPTL site and its potential public role at the entrance to Somerset Road is enhanced from a heritage perspective by its relationship with the Prestwich Memorial and St Andrews Presbyterian Church site located directly opposite along Somerset Road.

The entire street block bounded by Somerset Road, Chiappini, Buitengracht and Riebeek Streets has high heritage value in terms of its social, historical, archaeological, architectural, aesthetic value. The site has been identified as Grade IIIA in terms of the City of Cape Town

Heritage Inventory (2024) but is deemed to be of Grade II heritage value in terms of this HIA report. This suggested grading is supported by the Foreshore Gateway Precinct Heritage Study (Hart & O'Donoghue 2021). Key aspects of its heritage significance are outlined below.

- The role of Prestwich Memorial in reflecting the contested nature of District One from a social historical perspective including its role as a place for the buried dead since pre-colonial times and extending into the late 19th century, and as a place of social displacement and memory.
- The Prestwich Memorial (ossuary, memorial garden and visitor centre) was dedicated to the memory of Cape Town's marginalised people. It serves as an ossuary for the human remains of indigenous people, the poor and slaves who were inhabitants of the City during the 17th and 18th century. It located on a piece of the former DRC cemetery thus strengthening the linkages with the PPTL site.
- The Memorial plays a key role from which to tell the story of the area formerly known as District One, incorporating the discriminatory treatment of the marginalised people of Cape Town from the 18th century to the period of slum clearance, land expropriation and Group Areas forced removals during the mid to late 20th century.
- St Andrew's Presbyterian Church has associations with the history of slavery, having provided a school adjacent to the church for the children of freed slaves in 1841. It is a good example of 19th century ecclesiastic architecture. Associated with the historic Somerset Road burial grounds. It is deeply embedded in the social history of the area.
- Its visual-spatial qualities in terms of public open space qualities, treed setting and pedestrian linkage role.

The visual-spatial relationship between the PPTL site and Prestwich Memorial/St Andrews site has been compromised by the widening and realignment of this section of Somerset Road and its vehicular dominance, as well as the high perimeter wall along the Somerset Road edge of the PPTL site. The development of the PPTL thus offers an opportunity to enhance the nature of the relationship.



Figure 90: St Andrews Church (left) and Salesian Institute (right). (Source: Attwell 2024).

8.2.2 Salesian Institute

The Salesian Institute is a major Roman Catholic education and training centre dedicated to improving the lives of youth at risk. It is situated on the former Roman Catholic burial ground, adjacent to the former DRC graveyard. It is a good early 20th century architectural example which has been slightly altered. Has a good interface with the streetscape and corner condition. It is graded IIIA in terms of the City of Cape Town Heritage Inventory (2024).

8.2.3 Historical urban morphology and social-historical nexus

The PPTL site retains remnants of an 18th and 19th century street block bounded by Chiappini, Prestwich and Buitengracht Streets and Somerset Road informed by the presence of the DRC cemetery. Notwithstanding the erosion of this street block through road engineering interventions, the legibility of the historical street block is still evident along Chiappini and Prestwich Streets.

Chiappini and Prestwich Streets bordering the PPTL site form part of the remaining historical street network providing local east-west and north-south linkages and still retaining a human scale and pedestrian linkage quality.

Of importance from a visual-spatial perspective is the threshold condition created at the intersection of Somerset Road and Chiappini Street marking a transition in the nature of Somerset Road as it becomes an urban corridor and also in the scale and pattern of built form. The Prestwich Memorial/StAndrew Church square and Salesian Institute provide positive edge conditions and heritage landmarks at this threshold condition.

The notion of an urban heritage nexus is evident given the relationship between a grouping of heritage resources and their siting in relation a local spatial system of continuity. Heritage resources include the Prestwich Memorial, St Andrew's Church, Salesian Institute, former DRC cemetery and the Soils Lab Building. There is also the notion of a social-historical nexus with evidence of historical layering given the past social historical role of the PPTL site, the enduring

social role of the Salesian Institute and the St Andrews Church, and the contemporary role of Prestwich Memorial.

8.3 Site scale

8.3.1 The site of old DRC cemetery

The site is of high historical significance associated with an early formal cemetery and potential burial sites. While there is an historical record of the clearance of the cemetery, there is always the possibility that sites potentially overlooked in the past might contain the resting places of the dead.

The cemetery once contained the burial places of known local colonial leaders, some of whom contributed to the architectural and artistic life of colonial Cape Town, including LM Thibault and H Schutte. This is an intangible aspect of the significance of the site.

8.3.1.1 Expanded statement of archaeological significance of the site of the Old DRC cemetery

The PPTL site was once part of the historic Dutch Reformed Church cemetery, the land for which was first granted in 1755 with subsequent grants in 1801 and 1802. It was located adjacent to the Dutch East India Company's military cemetery established which had been established in 1720 on the western/outer edge of the settlement beyond the Buitengracht (canal). Both of these were placed in an area where there were already numerous burials of persons who were neither of the faith nor in the service of the VOC of whom some may have been subsumed within the formal cemeteries. It was one of several cemeteries to eventually occupy the area where a good depth of old dune soil was highly favourable for any forms of interment. As the town expanded rapidly into the area, both the increasing need for land, and a growing awareness of the health risks posed by the overcrowded cemeteries in urban situations, resulted in the drafting of the Public Health Act No 4 of 1883 whereby a new cemetery was officially opened in Maitland. A proclamation dated 15th January 1886 saw the closure of the Somerset Road burial grounds.

To enact this recovery of land rights, Act No. 28 of 1906 known as the Disused Cemetery Act was passed in Parliament. The Act applied to all the registered burial grounds in the Somerset Road area and allowed for the re-use of old cemeteries for purposes other than burial; but restricted use to the erection of churches, schools, or other charitable institutions or for use as open spaces or parks. If the land was still un-appropriated after one year, the Municipality was permitted to take control and the land would be converted into public spaces. According to the Act, the human remains, headstones and memorial stones were to be removed to the general cemetery at Maitland at the cost of the Government. Most cemeteries were dealt

with by 1909, but the Anglican, Ebenezer and Dutch Reformed Church cemeteries still remained.

As it was clear that the remaining cemeteries would have to be dealt with, legislation in the form of Ordinance 23 of 1920 was passed to allow the purchase and appropriation of disused cemeteries for purposes other than burials. Exhumations were completed by 1921. Unlike all the other cemeteries which were fully developed, the DRC was only partially utilised. In 1907 a new DRC church had been erected close to Somerset Road and shortly after 1921, a building was erected along Prestwich Street as a wing of the Old Somerset Hospital. This later became the so-called Provincial Pavement Testing laboratory.

Widening of Buitengracht Street in 1907, and major roadworks to both Somerset Road and Buitengracht Street in the 1970's saw sections of the old cemetery being lost. A significant change occurred in the 1970's work when Somerset Road was re-aligned with the inner city grid and now went diagonally through the old cemetery. The church was demolished in the process.

Over time, all these processes have eroded the significance of the site both as a landmark site and from an archaeological perspective. All surface traces of the old layout were obliterated during the 1920's exhumations and no trace has been found of the plans in the archives. Archaeological testing has since indicated that scattered disturbed human remains are found in the topsoil across the site, and several partially demolished vaults were also found during test excavations. Archival research coupled with a Ground Penetrating Radar scan suggests that many more exist on the site. Partially intact burials are known to be associated with these features, while partially disturbed burials have also been found at depth in non-vault contexts. Many headstones were moved to Maitland and other places in the 1920's, but it is believed some may lie buried at the site.

Although highly disturbed, the archaeological significance of the site remains high and lies in the human remains and associated funerary structures and artefacts that remain on the site.

8.3.2 Cemetery Walling

A portion of walling along Chiappini Street is believed to incorporate the original 1755 cemetery outer wall and is evidenced in the depth and suggestion of stonework. However, there is record of the partial collapse of a portion of that wall in the 1920s, so how much remains is unclear. Despite this, and particularly when seen with the adjacent Salesian Institute walling, it contributes to an understanding of the historical use and scale of the site.

A small section of walling including gate piers along Prestwich Street also appears to be of some age. Of particular value are the gate piers marking previous patterns of access.

All other walling is relatively recent and holds no heritage significance.

The cemetery walling is a strong informant to the historical character of the Somerset Road precinct and its association with a history of burial grounds extending over a long period. The remaining cemetery walling of the DRC Cemetery is the only above ground or visible evidence of the former cemetery, and when read in conjunction with the cemetery walling along the Salesian Institute street edge has presence.

8.3.3 Soils Laboratory Building

The Soils Lab Building is a tangible link with the early medical history and welfare history of Cape Town because it was at its core an annex of the Old Somerset Hospital. It is of socio-historical significance. The pedestrian entrance near the corner of Chiappini and Prestwich Street is a memory of historical access arrangements and pedestrian movement that once existed between the Annex and the Old Somerset Hospital block diagonally opposite.

The restraining wall that closes off the U-shaped courtyard in the laboratory building is a tangible link with the site's brief role as a detention barracks. It is of some socio-historical significance although it may be modified to suit a contemporary use of the courtyard.

The building is characteristic of public architecture of the 1920s and 1930s with a distinctive character and style particularly as seen in schools and hospitals of the period. It is recognisable as a government building.

The building's association with architect John Stockwin Cleland is of some significance. Cleland replaced P Eagle at DPW in 1915 during work on the hospital complexes at Valkenberg and Oude Molen and held the position of chief DPW architect from 1920 to 1932. His work shows Arts & Crafts influence in the use of red brick, plastered facades, Italianate details and timber (possibly teak) doors and windows. Courtyard ventilation was a key design element of all hospital buildings of the period.

While some of the material authenticity of the structure is lost and the internal volumes are much altered, the building is still clearly expressive of the period and highly legible.

There is the opportunity to reverse many alterations to reopen the internal spaces and restore detailing (such as the brickwork of the entrance and reactivate the Chiappini Street entrance).

The basement level of the Prestwich Street interface presents an opportunity for adaptive reuse of the storage rooms and the activation of the street edge. While the basement rooms drop below street level, the interiors are full height and can be utilised in a variety of ways.

The enclosing courtyard wall (built 1930s) and the storage and garage (added late 1940s), despite being well integrated to the original structure are not sufficiently conservation-worthy to impose their retention on adaptation and development options.

The building was identified as Grade IIIA in a previous heritage study (Hart 2012). The site is currently graded IIIB in the City of Cape Town's heritage inventory (2024). The suggested grade of the building in terms of this HIA report is Grade IIIA.

8.3.4 The site of the old Salvation Army Metropole

The site is of historical significance because it is associated with the City's first attempt to provide accommodation of any sort for the working classes of Cape Town. This has relevance to the proposed development of the PPTL site which makes provision for affordable housing.

8.3.5 Mature Trees

Aerial imagery suggest that the two trees situated directly behind the church (demolished 1979/1980) are no longer standing. A Peruvian pepper tree roughly in the location of one of these trees has been identified in the Landscape Framework Plan as conservation worthy in terms of its age and role as a historical marker.

Of significance is a large Plane tree located in the courtyard of the Soils Lab Building which contributes to the quality of the space.

Trees along the Buitengracht Street edge form part of an important green corridor.

9 HERITAGE INDICATORS

The principle of redevelopment of the PPTL site is supported from a heritage perspective. The site has intrinsic, contextual and associational heritage values with various degrees of resilience to accommodate development. The redevelopment of the PPTL site provides various opportunities from a combined heritage, visual, urban design, landscape and land use perspective. Figure 91 below illustrates the local context spatial informants of the PPTL site.

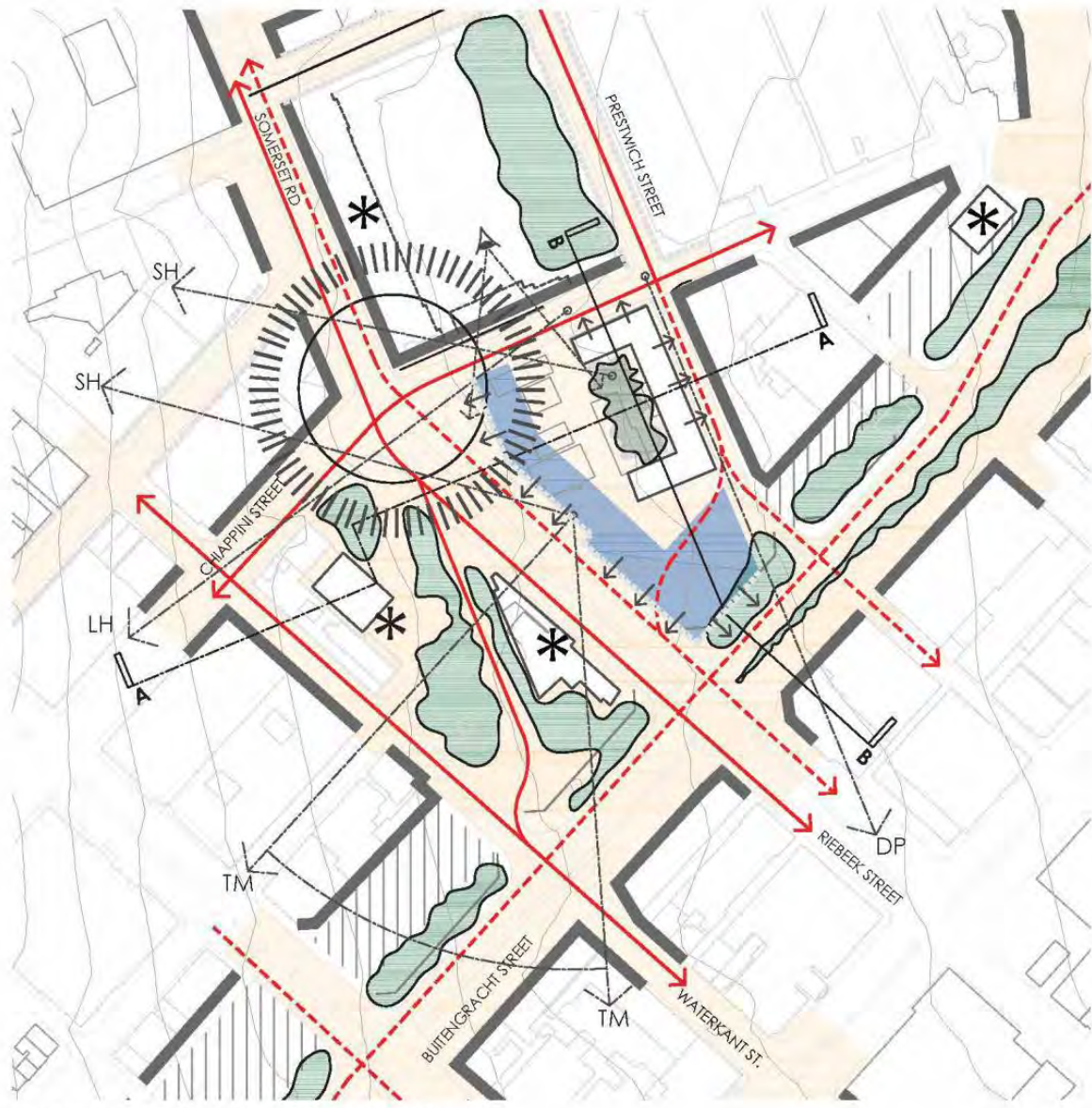
At the level of principle from a heritage perspective, the redevelopment of the PPTL site provides opportunities to:

- Respond to gateway role of the site at the intersection of Buitengracht Street and Somerset Road and at the juncture between two urban systems and structuring routes.
- Improve the gateway role of the site and the nature of interface between the site and the Prestwich Memorial/St Andrew's Church square by future development being conceptualised as part of an urban frame defining the space.
- Enhance the quality of the public environment along street edges and provide visual-spatial and pedestrian connectivity through the PPTL site which is currently lacking.
- Improve the Somerset Road/Chiappini Street intersection as a threshold point into the historical Somerset Road urban corridor by creating generosity for pedestrians and where the current sidewalk is extremely narrow.
- Build on the broader intention of the Foreshore Gateway Precinct Plan (2021) to reshape the historical linkage role of Chiappini Street into a more pedestrian friendly environment, and that connects the Prestwich / St Andrews Church square, through the Somerset Road precinct, to the Battery Park and the V & Waterfront. The site plays an important role in this broader intention, especially in terms of improving street edge conditions and patterns of vehicular access.
- Provide a more public role for the site by making it publicly, visually and physically permeable, especially the Soils Lab portion of the site which is currently has no public access and is hidden from view behind walls, and in terms of the inward-looking nature of the Soils Lab Building.
- Reclaim the social-historical significance of the site as part of the need for broader commemoration strategy for District One, linking intangible and tangible heritage, foregrounding its people and public memory, attaching people to place.

- Recover the social-historical and architectural significance of the Soils Lab Building and enhance the quality of its courtyard space as part of an open space network. Also to provide a more appropriate use of the building than its current use as provincial offices/laboratory.
- Provide affordable/social housing within a well-located area such as the CBD thus responding positively to the historical narrative of District One as a place of social displacement, trauma and loss.
- Build on the role of the site of the Salvation Army Metropole as the first attempt by the City to providing housing for the urban poor thus serving as good precedent for providing affordable housing on the PPTL site.

Outlined below are a set of heritage indicators framed in terms of the following:

- Built environment, landscape and visual indicators
- Archaeological indicators
- Social-historical indicators



LOCAL CONTEXT SPATIAL INFORMANTS

KEY

- Primary Pedestrian Routes
- - - Secondary Pedestrian Routes
- Urban Built interfaces
- Future infill development
- Significant Gateway Point
- Interactive Interfaces
- Future Framing of St Andrews & Prestwich Memorial
- Vehicular Access

Figure 91: Local Context Spatial Informants (Source: NM & Associates Planners and Designers, 2023)

9.1 Built Environment, Landscape and Visual Indicators

The following heritage indicators respond to the heritage significance of the PPTL site from a built environment, landscape and visual perspective and are illustrated in Figures 92, 93, 94, 95 and 96 below. These address issues relating to the following:

- The Soils Lab Building
- Historical access
- Cemetery walling
- Other structures
- New development
- Patterns of planting, street edge conditions and landscaping interventions

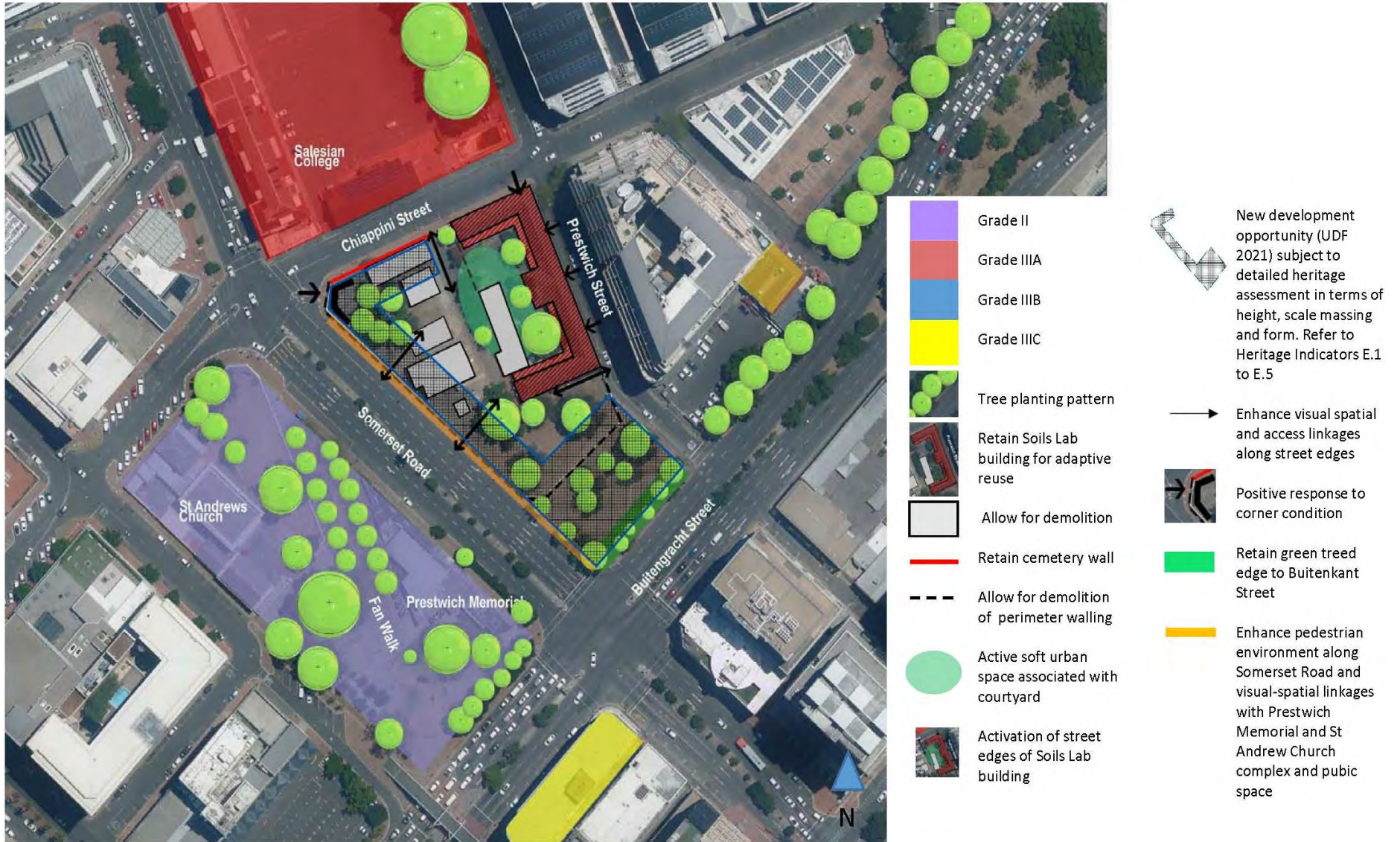


Figure 92: Built Environment and Landscape Heritage Indicators



Figure 93: Reference Plan for Built Environment and Landscape Heritage Indicators

9.1.1 Soils Lab Building

Refer to Figure 93: Reference Plan nos. A.1 – A.6 and Figures 94 and 95 below.

A.1 Retain the building in terms of its heritage value with opportunities for adaptive reuse which retain the architectural integrity of the building and make it more publicly accessible.

Explore opportunities to reverse negative alterations and to reopen the internal spaces and restore detailing.

A.2 Reactivate the Chiappini Street pedestrian entrance to the building.

A.3 The basement level of the Prestwich Street interface presents an opportunity for the adaptive reuse of the storage rooms and the activation of the street edge. While the basement rooms drop below street level, the interiors are full height and can be utilised in a variety of ways.

A.4 Explore opportunities for the courtyard to become part of an active soft urban space integrated into pedestrian movement across the site and along its street edges.

- A.5 The enclosing courtyard wall and the storage and garage (added late 1940s), despite being well integrated to the original structure are not sufficiently conservation-worthy to impose their retention on adaptation and development opportunities.
- A.6 The option of reusing the building for residential purposes is not supported given the degree of intervention required to accommodate such use and the impact this would have on the integrity of the building. Re-use that reinstates the communal open spaces of the original dormitories and/or dining room is preferred. Preference should also be given to including community related uses which build on the social history of the building and the future redevelopment of the site for more affordable/social residential units. Reuse options will need to enable sustainable conservation of the building and opportunities to recover heritage significance.

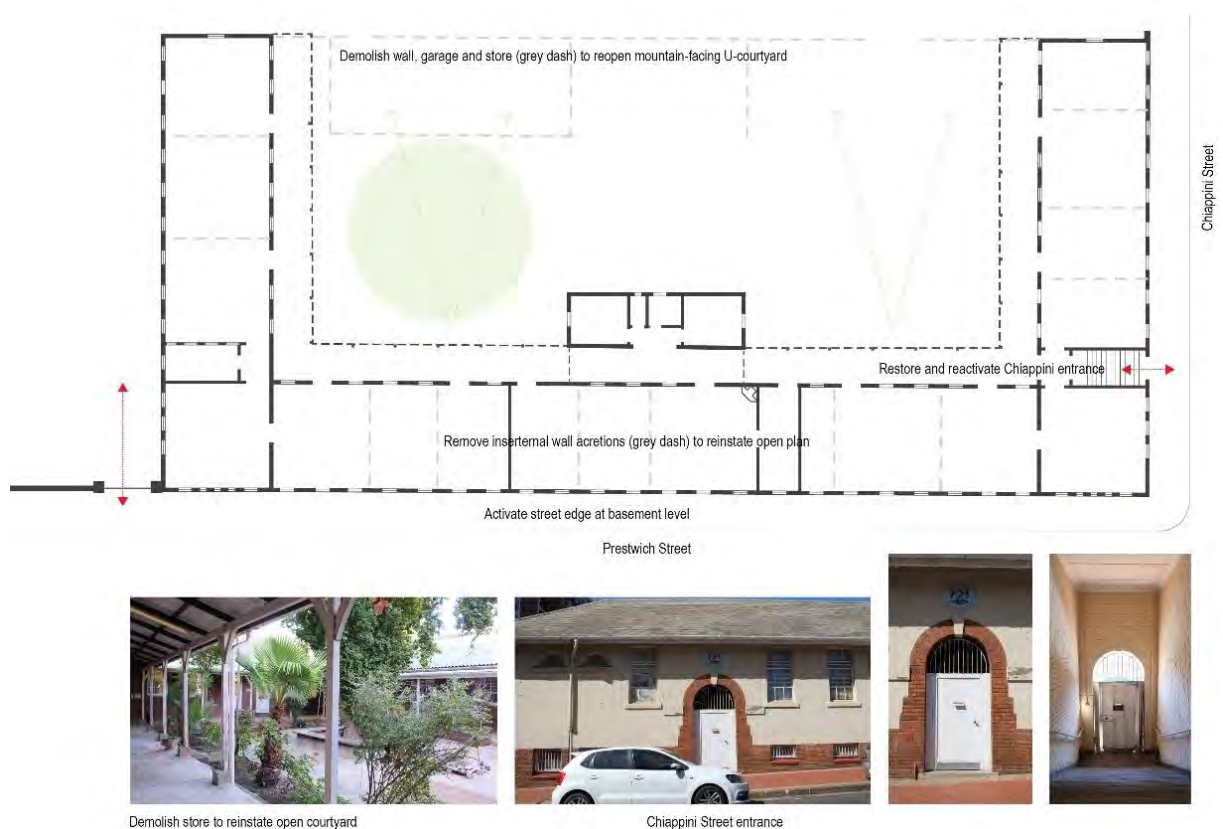


Figure 94: Soils Lab Building Indicators



Figure 95: Soils Lab Prestwich Street Elevation

9.1.2 Historical Access

Refer to Figure 93: Reference Plan nos. B.1 to B.2

- B.1 Retain entrance off Chiappini Street with new development set back to the south of the entranceway with preference for this entrance to be used as pedestrian entrance to improve the Chiappini Street pedestrian environment.
- B.2 Reinstate entrance off Prestwich Street including retention of gateway pillars and removal of brick infill.

9.1.3 Other Structures

Refer to Figure 93: Reference Plan nos. C.1 to C.5

- C.1 Allow for demolition of pre-fab structure as it is not conservation worthy.
- C.2 Allow for demolition of pre-fab structure as it is not conservation worthy.
- C.3 Allow for demolition of pre-fab structure as it is not conservation worthy.
- C.4 Allow for demolition of pre-fab structure as it is not conservation worthy.
- C.5 Allow for demolition of structure as it is not conservation worthy.

9.1.4 Perimeter Walling

Refer to Figure 93: Reference Plan nos. D.1 to D.5

- D.1 Retain the remaining historic cemetery wall along Chiappini Street.
- D.2 Allow for the removal of the remaining perimeter walling.

9.1.5 New Development

Refer to Figure 93: Reference Plan nos. E.1 to E.5 and Figure 96 below.

- E.1 Allow for a taller building envelope on Buitengracht Street but allow for the legibility of the gateway condition at the edge of the CBD and at the entrance to the Somerset Road precinct. The height of development along Buitengracht Street relative to the proposed road reserve development north and south of the gateway should be lower.

Building to respond to different street edge conditions along Buitengracht Street and Somerset Road and the prominent corner condition ensuring ground level activation and ease of pedestrian movement at the street interface.

- E.2 Allow for development along Somerset Road as a linear framing element to Prestwich Memorial and St Andrew's Church Grade II heritage context.

Development along this interface should be of medium height to not overwhelm the Grade II heritage context, reflect a fragmented built form and step down towards the Chiappini Street/Somerset Road intersection to mediate between the heights of the new building and the Salesian Institute and Soils Lab Grade IIIA heritage resources.

The development must be setback sufficiently from the Soils Lab building to provide it with breathing space. The northern aspect of the new building to respond positively to the new urban space created around the courtyard of the Soils Lab building rather than turning its back on this inner block space.

- E.3 Enhance the visual-spatial relationship between the site and the Grade II heritage context opposite with opportunities for openings at ground floor along Somerset Road to provide for visual-spatial connection into the site from the Prestwich Memorial and St Andrew Church space.

- E.4 Respond positively to the corner condition at the intersection of Somerset Road and Chiappini Street in terms of form and architectural expression and with a height and massing similar to that of the Salesian Institute on the opposite corner.

- E.5 The scale and form of new development along Chiappini Street should step down to the scale of the Soils Lab building and Salesian Institute structures.

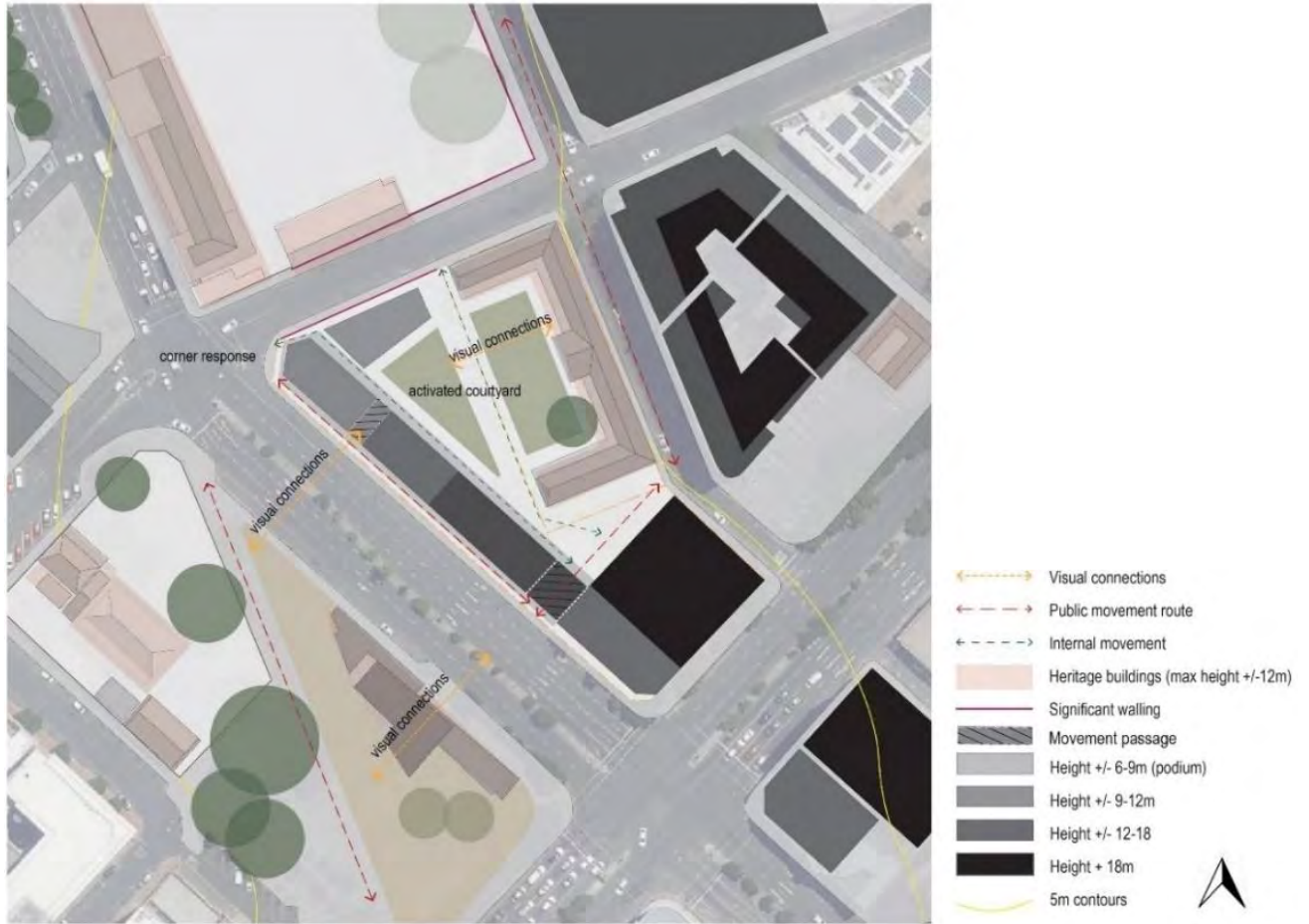


Figure 96: Heritage Indicators (Indicative Height, Scale and Massing, Visual Connections and Pedestrian Movement)

9.1.6 Patterns of Planting, Street Edge Conditions and Landscape Interventions

Refer to Figure 93: Reference Plan nos. F.1 to F.3.

F.1 Retain the primary mature tree in the courtyard of the Soils Lab building.

Retain the green treed edge condition along Buitengracht Street as part of a continuous of planting pattern along the street edge.

Allow for the removal of other trees as not being conservation worthy from a heritage perspective.

F.2 Enhance the quality of the pedestrian environment along street edges. There are opportunities for the site to contribute to the pedestrian movement network and quality of experience in terms vehicular access arrangements. There is also an opportunity to improve the pedestrian experience along Somerset Road by making provision for a widened sheltered treed walkway.

F.3 Landscaping interventions provide an opportunity for the commemoration of the historical layering of the site, historical alignments and features. Examples include the incorporation of disused/uncovered stonework in surface materials and edge treatments as has been successfully done at Prestwich Memorial.

9.2 Archaeological Indicators

The presence of scattered human remains and burials, artefactual material, vaults, headstones, memorial stones and grave furniture associated with the role of the PPTL site as a historical DRC cemetery will be impacted by the proposed development. However, this should not prevent re-development of the PPTL site provided the area is archaeologically tested and monitored by an archaeologist/s during and/or before development. If development is approved by the authorities, the sequence of the testing and monitoring program would need to be determined to fit in with the sequence of the proposed development.

As previously mentioned, public perceptions around the current heritage value of the DRC cemetery may vary given its history of official exhumation during the early 20th century and expropriation through 20th century road engineering interventions.

Several key issues and processes need to be resolved from an archaeological perspective, some of which are fairly complex, especially in terms of ethical, permitting and social issues linked to the scattered remains of the buried dead.

These issues and processes are identified as follows:

- Ensuring stakeholder engagement.
- Engagement with the relevant authorities including SAHRA, HWC and the City of Cape Town.
- Determining extent of exhumation including whether this applies to only those areas impacted by new development or the entire site.
- Obtaining agreement on ethical issues around the exhumation and reburial process, and attitudes to remaining artefacts, vaults, headstones, memorial stones and grave furniture.
- Clarity on the various permitting requirements for the exhumation of human remains, the demolition of remaining affected vaults and other grave furniture, and disturbance of archaeological remains, and whether additional public consultation will be required in terms of permitting requirements.
- Clarity on whether any non-human materials recovered will require storage at IZIKO, or if all materials will be buried. Such materials will undoubtedly include iron objects such as

nails and coffin hardware. A policy regarding artefact types should be developed to consider items that will be reburied with the human remains, or collected and placed in a museum, or simply to be reburied on site.

- The issue of how human remains will be relocated and reburied, and what interim measures may be required for temporary storage of remains pending reburial requires stakeholder and authority engagement. Options are for remains to be reburied at Maitland Cemetery, and for the remains to be held at the Prestwich Memorial until they can be reburied in a final site. However, recent discussions with SAHRA, HWC and the City of Cape Town with respect to use of the Prestwich Memorial have revealed that it is in a poor state of repair and that the preferred option for any human remains found in the area is for them to be reburied in one of the existing CoCT cemeteries. While Maitland was used when the site was originally exhumed and both human remains, and numerous gravestones were moved there, it will need to be established if this proposal can be achieved and supported by the DRC authorities, CoCT and other stakeholders.
- There are likely to be numerous partially demolished vaults remaining below the surface which will need to be checked for human remains and recorded prior to demolition. While it was previously suggested that some of these structures be conserved, it is uncertain how practical or desirable this would be.
- Archival information suggests that many headstones were moved to Maitland, while a few have ended up in other places. It is possible that some of these items may still be found which will need to be recorded and collected. In terms of previous procedure, these should be moved to Maitland, but perhaps some/all could be accommodated within the site as a commemoration of former use. Pieces of grave furniture that supported headstones and memorial stones may also be found and similar consideration should be given to those items though not all may be worthy of retaining.

9.3 Social-Historical Indicators

The following indicators are drawn from the social-history study prepared by Melanie Attwell (2024). They are framed in terms a set overarching principles/indicators for District One and how these relate to the role of the PPTL site, and specifically to the PPTL site.

9.3.1 Overarching social-historical principles and indicators

- Drawing on precedent of areas where extensive trauma has been commemorated, for instance in Poland and Germany, there is a need to focus not only on the general narrative of oppression but also on personal experience, which has a powerful immediacy and intimacy. Examples of intangible heritage, where names remain and the memory of

trauma can be commemorated, include the names of enslaved people in Church Square Cape Town.



Figure 97: Example of intangible made tangible: Slave Memorial containing the names of enslaved people in Church Square, Cape Town (Source: Attwell 2024).

- Historical trauma and dispossession should be acknowledged in heritage processes within District One, as it has been in District Six. There is a need to reclaim lost names or populate the 'lost area' of District One with people, attaching people to place.
- There is a need for a commemoration strategy for District One which follows a people-centred approach linking the tangible and intangible heritage aspects of the social history of the area. This strategy ultimately needs to be driven by the heritage authorities, the City of Cape Town and local civic organisations. It would need to work in tandem with the District Six Museum, the Friends of Prestwich Group and similar organisations focused on reclaiming 'lost' areas and the 'lost' working class of the City in an effort towards symbolic restitution. Such a strategy should form part of the draft CBD Transition Local Spatial Development Framework (LSDF) as a project in the Implementation Plan. Furthermore, it should be integrated with the CoCT's Environmental Heritage Management (EHM) Cultural Heritage Strategy.
- The commemoration strategy needs to focus on the public urban environment thus extending beyond the cemetery walls of burial grounds. The remaining historical street network particularly roads which have survived despite urban change, should form a basis for remembrance, similar to the approach taken in District Six. These street names include Somerset Road, Chiappini Street, Prestwich Street, Mechau Street, Ebenezer Road and Cobern Street, among others. Former residents should be encouraged to record their memories towards an installation of surviving (or even lost) streets. This could be achieved digitally or via a large display. Furthermore, the strategy should be integrated with

initiatives towards the enhancement of the public realm including the creation of active street edges, pedestrian linkages and the new public spaces.

- Equally, any memories associated with the lost St Stephen's Church on the old DRC cemetery site, the Vos Street Mosque, the Roman Catholic Church of the Sacred Heart, and other centres of memory, could form part of a memory archive. This is a wider project that need not be attached to the development of the study area. Nevertheless, it should be considered in the future.
- The PPTL site plays a role in contributing to this people-centred approach to the history and memory of District One with opportunities for memorialisation occurring within public realm. The development of the PPTL site and the conservation of the Soils Lab Building offer potential opportunities for exploring the social history of the site and area.

9.3.2 PPTL site specific social-historical indicators

- Recognise the strategic location of the PPTL site at the entrance to Somerset Road and adjacent to the Prestwich Memorial and in providing on-site opportunities for the commemoration of historical burial areas and the history of people of the area, from pre-colonial times until the dislocation that followed apartheid social engineering and to the contemporary role and function of the area.
- Commemoration may include a large installation on any highly visible wall forming part of the public environment containing listed names in consultation with interested and affected parties of:

The dead

- The dead of the 1816 burial ground. (This is outside the study area, but it nevertheless reveals the historic living conditions of the very poor). (See Annexure 2 of the social-historical study).
- The dead of the DRC cemetery (See Annexures 8 and 9 of the social-historical study)
- The many dead constituting the ancestors of the people of Cape Town.

The people of District One

- The names of people who lived and worked in District One and were in time evicted and unjustly dispossessed of their homes and communities (See Annexures 4, 5, 6 and 7 of the social-historical study).

9.3.2.1 Soils Laboratory Building

Commemoration should be integrated into the conservation of the Soils Lab Building including an acknowledgment of:

- The historical core annex as the last remaining part of the Old Somerset Hospital, the first civilian hospital (and welfare service) in Cape Town.
- Part of the historic wall enclosing the Soils Lab Building which may be modified and used to commemorate immigration to and migrant detention in Cape Town.

10 ASSESSMENT OF HERITAGE IMPACTS

This Chapter assesses potential heritage impacts of the proposed development. Impacts are assessed in terms of the degree of convergence (positive/negative) of proposed development to the heritage indicators in Chapter 9 and are structured in terms of the following:

- The built environment, landscape and visual impacts
- Archaeological impacts
- Social-historical impacts

Based on a combination of the conceptual nature of the proposals and the different nature of heritage significances across the site, the degree of certainty around potential heritage impacts is more easily resolved in terms of built environment, landscape and visual aspects as assessed in Section 10.1 and discussed in sub-section 10.1.2.

Archaeological impacts have a degree of certainty in that the proposed development will likely impact scattered human remains and some full/partial burials, artefactual material, vaults, headstones, memorial stones and grave furniture associated with the former DRC cemetery. However, the extent of impact can only be determined after test excavations and/or monitoring. As indicated in the archaeological study, such impacts should not prevent development of the PPTL site. However, key issues and processes need to be resolved, some of which are potentially complex in terms of stakeholder, ethical and permitting issues. These issues are addressed in Section 10.2 below.

Social and economic impacts are positive in terms of the proposed development providing an affordable/social housing component and thus offering a positive response to the narrative to District One as a place of social displacement, trauma and loss.

It is clear from the social-historical study that the proposed development needs to also play a meaningful role in a broader commemoration strategy of District One, linking intangible and tangible heritage, foregrounding its people and public memory, attaching people to place. The recommendations of the social-historical study will need to be resolved as part of the design development process. These issues are discussed further in Section 10.3 below.

10.1 Built Environment, Landscape and Visual Impacts

The following assessment of built environment, landscape and visual impacts is structured in accordance with Section 9.1 of the HIA report, with the development proposals assessed in terms of their degree of convergence (positive/negative) with each of the indicators in this

section. This assessment is tabulated below followed by a summary statement of heritage impacts.

Table 5: Retention and rehabilitation of the Soils Lab Building

Heritage Indicator	Response	Comment
1. Retention and adaptive reuse of building to respect architectural integrity and social-historical value.	Positive	The proposal retains the building as a single storey element. The proposal is for retail use at ground level which will provide opportunities to activate the accessibility and visibility of the building and courtyard space. It will also contribute to its sustainable conservation with opportunities to recover heritage significance. The adaptive reuse of the building will need to be resolved at detailed design stage in the development process subject to HWC approval.
2. Reactivate Chiappini Street pedestrian entrance	TBD	To be determined as detailed design stage of the development process.
3. Activate the Prestwich Street ground street façade.	Positive	The proposal makes provision for the reuse of the basement as a co-working space or other similar use including the activation of the façade along Prestwich Street.
4. Role of courtyard as an integrated urban space.	Positive	The courtyard space has been integrated into the proposal with emphasis on creating an active inner block space.
5. Allow for removal of courtyard wall.	Positive	The proposal is for the removal of the courtyard wall. While it is associated with the use of the building as an immigration detention depot, this does not warrant retention. Its removal enables a more positive integration of the courtyard into an active inner block space.
6. Preference for reuse to include community uses but also options that will enable sustainable conservation of the building and opportunities to recover heritage significance.	Positive	The proposal is for retail use at ground level which will provide opportunities for the sustainable conservation of building and opportunities to recover heritage significance including the reinstatement of interior spaces. The proposal does not preclude the use of the building for community related uses.

Table 6: Historical patterns of access

Heritage Indicator	Response	Comment
1. Retain entrance on Chiappini Street and allow pedestrian and visual linkage.	Positive	The proposal reinforces the role of Chiappini Street as a pedestrian friendly environment with the entrance off Chiappini to be used as a pedestrian entrance only and enhancing visual connectivity into the site.
2. Reinstate entrance and gate piers on Prestwich Street, allow for pedestrian and visual linkage.	Positive	The proposal reinstates the entrance and historical gate piers along Prestwich Street to allow for pedestrian entry into the site from this Street.

Table 7: Other structures

Heritage Indicator	Response	Comment
Allow for removal of prefabs and other NCW structures.	Positive	The proposal indicates the demolition of all non-conservation worthy structures.

Table 8: Perimeter walling

Heritage Indicator	Response	Comment
1. Retain cemetery wall on Chiappini Street.	Positive	The proposals indicate the retention of the remnant cemetery wall along Chiappini Street thus retaining the memory of the former DRC cemetery and pattern of cemetery walling characteristic of the Prestwich precinct.
2. Allow for demolition of recent walling	Positive	The demolition of recent walling along Somerset Road will provide opportunities for an activated ground floor street interface with the Prestwich Memorial/St Andrews Church space.

Table 9: New development opportunities

Heritage Indicator	Response	Comment
<p>1. Taller building envelope situated on Buitengracht Street to allow for the legibility of the gateway condition at intersection of City grid and Somerset Road urban corridor.</p> <p>Building to respond to different street edge conditions along Buitengracht Street and Somerset Road and the prominent corner condition enduring active street edges and ease of pedestrian access.</p>	<p>Positive</p>	<p>The tallest component of the proposed development is located along Buitengracht Street to define the edge of the CBD and to fit with the proposed infill development along Buitengracht Street as per the Foreshore Gateway Urban Design Framework (2021). The maximum height of the tower component is 40m (including services) so as to be lower than the adjacent Quayside building. In response to the gateway condition the architectural guidelines are specific that the tower component of the proposed development must be reduced relative to the existing and proposed Buitengracht road reserve development edge. The lower height ensures that the site is read as part of the gateway defining entry into the Atlantic Seaboard urban corridor along Somerset Road.</p> <p>Architectural guidelines indicate that the tower must have an articulated corner at the prominent intersection of Buitengracht Street and Somerset Road and to acknowledge the gateway space and Somerset Road.</p>

Table 9: New development opportunities (continued)

Heritage Indicator	Response	Comment
<p>2. Development along Somerset Road to provide a linear framing element to the Prestwich Memorial and St Andrew's Church square Grade II heritage context.</p> <p>Development should be of a medium height to not overwhelm the Grade II heritage context, reflect a fragmented built form and step down towards the Chiappini Street/Somerset Road intersection to transition between the height of new building and the height of the Salesian Institute and Soils Lab Grade IIIA heritage resources.</p> <p>Allow for sufficient setback from the Soils Lab building to provide it with breathing space.</p> <p>Ensure a positive interface with Soils Lab courtyard space and its role as an inner urban space.</p>	<p>Positive</p>	<p>The new building along Somerset Road is conceptualised as linear framing element to the Prestwich Memorial/St Andrew's Church Square.</p> <p>Development is of a medium height (maximum height of 25m) not exceeding the height of the Rosebank College located (corner of Somerset Road and Buitengracht Street). This will ensure that the height of the proposed development will not overwhelm the Grade II heritage context.</p> <p>The development reflects a fragmented built form along Somerset Road.</p> <p>Building height steps down toward the Somerset Road/Chiappini Street intersection to enable transition between the height of the new building and the heights of the Salesian Institute and Soils Lab Building. The height difference between the new building and the Salesian Institute and Soils Lab building does not exceed two storeys which is regarded as appropriate heritage response.</p> <p>The proposal is set back from the Soils Lab building to provide it with sufficient breathing space and to enable light into the courtyard space. The setback of proposed development from the building has resulted in the particular L-shape configuration of the development footprint with the northern aspect of the development along Somerset Road reduced in height to mediate with the height with the Soils Lab Building.</p> <p>The integration of the courtyard space of the Soils Lab Building into the proposed development is a very positive heritage response and it has been conceptualised as part of inner block urban space.</p>

Table 9: New development opportunities (continued)

Heritage Indicator	Response	Comment
<p>3. Enhance the visual-spatial relationship between the new development and Prestwich Memorial/St Andrew's Square Grade II heritage context.</p> <p>Opportunities for openings at ground floor along Somerset Road to provide for visual-spatial connection into the site from the Prestwich Memorial and St Andrew Church space.</p>	<p>Positive</p>	<p>The proposals have been carefully considered in terms of opportunities to enhance visual spatial relationships with the Grade II heritage context in terms of the following aspects:</p> <ul style="list-style-type: none"> • Allowing an active street edge along Somerset Road. • Providing a setback from the road edge to enable a pedestrian walkway and tree planting along this edge. • Allowing ground level pedestrian access into the site opposite the existing Prestwich Memorial public street entrance. This acknowledges the Memorial's presence.
<p>4. Respond positively to the corner condition at the intersection of Somerset Road and Chiappini Street with a height, scale and massing similar to that to the Salesian Institute Grade IIIA heritage resource on the opposite corner.</p>	<p>Positive</p>	<p>The proposal responds very positively to the corner condition at the intersection of Somerset and Chiappini in terms of providing an opening at ground level for pedestrian movement into and across the site.</p> <p>The new building sets back and the building height steps down towards the Somerset Road/Chiappini Street intersection to enable transition between the height of the new building and the height of the Salesian Institute.</p> <p>Refer also to comments under 2. above.</p>
<p>5. The scale and form of new development along Chiappini Street should step down to the scale of the Soils Lab building and Salesian Institute structures.</p>	<p>Positive</p>	<p>Building height steps down along Chiappini Street to enable transition between the height of the new building and the heights of the Salesian Institute and Soils Lab Building.</p> <p>Refer also to comments under 2. above.</p>

Table 10: Patterns of planting, street edges and landscaping interventions

Heritage Indicator	Response	Comment
<p>1. Retain the primary mature tree in the courtyard of the Soils Lab building.</p> <p>Retain the green treed edge condition along Buitengracht Street as part of a continuous planting pattern along the street edge.</p> <p>Allow for the removal of other trees as not being conservation worthy from a heritage perspective.</p>	Positive	<p>The Landscape Framework Plan makes provision for the primary mature tree in the courtyard of the Soils Lab Building. It also makes provision or the retention of the Peruvian Pepper in terms of its age and role as a historical marker.</p> <p>The development is setback from the Buitengracht Street edge to allow for an additional row of tree planting along this edge.</p> <p>The development also makes provision for tree planting along the Somerset Road and Chiappini Street edges.</p>
<p>2. Enhance the quality of the pedestrian environment along street edges.</p>	Positive	<p>The proposal places strong emphasis on enhancing the quality of the pedestrian environment along the street edges particularly along Buitengracht, Somerset and Chiappini edges.</p>
<p>3. Landscaping interventions provide an opportunity for the commemoration of the historical layering of the site, historical alignments and features.</p>	TBD	<p>This will need to be resolved at detailed design development stage.</p>

10.1.1 Summary of built environment, landscape and visual impacts

The outcome of the above assessment is that the conceptual development proposal responds very positively to the heritage indicators outlined in Chapter 9 in terms of the following:

- It responds positively to the gateway role of the site at the intersection between Buitengracht Street and Somerset Road as well as the threshold condition at the intersection of Chiappini Street and Somerset Road.
- It allows for a gradation of height and bulk across the site responding to a variety of urban and heritage conditions.
- It has carefully considered the need for a positive interface with the Prestwich Memorial / St Andrews Church Grade II heritage context, the Salesian Institute and the retained Soils Lab Building.
- There is strong emphasis on creating a positive public environment in terms of active street edges, pedestrian movement and tree planting.

Whereas the proposed development has not been developed in detail, a set of architectural guidelines provide a measure of control over the detailed design phases to follow. These build

upon the contextual informants. They emphasize the 'gateway' role of the site, the importance of active street interfaces to improve the urban realm, as well as a mechanism for transitioning between a coarser grained and finer grained environment and the height and bulk of new development relative to the Prestwich Memorial/St Andrews Church Square Grade II heritage resource and the retained Soils Lab Building.

Given the conceptual nature of the proposal, there are several key assumptions regarding potential positive heritage impacts.

Firstly, that the development proceeds largely in accordance with the conceptual development proposal as indicated in Figures 12 and 13.

Secondly, that the development proceeds in accordance with the architectural guidelines as well as the Landscape Framework Plan. These are vital components of proposed development towards ensuring a positive heritage impact from a built environment, landscape and visual perspective.

A similar conclusion is reached in the VIA report which highlights the need for the detailed design phases of the project to proceed in strict adherence to the Architectural Guidelines to ensure an appropriate fit of the development within its site, immediate and broader contexts. It also highlights the need for the detailed design development to proceed on the basis of the visual indicators and the preparation of a detailed Landscape Plan to ensure mitigation of negative visual impacts and the augmentation of positive visual impacts.

The above-mentioned issues are addressed in the recommendations of Chapter 12 of the HIA report.

10.2 Archaeological Impacts

The likely presence of scattered human remains and burials, artefactual material, vaults, headstones, memorial stones and grave furniture associated with the PPTL site as a former historical DRC Cemetery will be impacted by the proposed development.

However, this should not prevent re-development of the PPTL site provided the area is archaeologically tested and monitored by an archaeologist/s during and/or before development as a continuation of the processes first undertaken in the 1920's. If development is approved by the authorities, the sequence of the testing and monitoring program would need to be determined to fit in with the sequence of the proposed development.

As previously mentioned, public perceptions around the current heritage value of the former DRC cemetery may vary given its official exhumation during the early 20th century and episodes of expropriation through 20th century road engineering interventions. Similarly, public

perception may vary in terms of the heritage impacts of the proposed development on the former DRC cemetery.

Given the complexities above, it is impossible to assign a heritage impact “grading” to the redevelopment of the PPTL site from an archaeological perspective. Impacts on this regard are nuanced as they have social-historical consequences.

Several key issues and processes need to be resolved from an archaeological perspective, some of which are fairly complex, especially in terms of ethical, permitting and social issues linked to the scattered remains of the buried dead. These are addressed in the recommendations of Chapter 12.

10.3 Social-historical Impacts

The conceptual nature of the development proposals required to date to support all statutory applications, does not provide sufficient detail to adequately assess a degree of convergence with the social-heritage indicators outlined in Section 9.3 of the HIA report. However, it is clear that any approval of the conceptual development proposals must be linked to the preparation of a commemoration plan for the site.

The proposed development provides affordable/social housing within a well-located area inner City context thus responding positively to a past narrative of District One as a place of social displacement. It also responds positively to the associations of the site of the Salvation Army Metropole as the first attempt by the City to provide accommodation for the urban poor and thus serving as good precedent for the providing affordable housing on the PPTL site.

11 OUTCOME OF CONSULTATION PROCESS

Details of the public participation process are covered in the Public Participation Report prepared by Infinity Environmental dated April 2024 attached as Annexure J to the HIA report.

A draft HIA report was made available for comment by interested and affected parties.

The requirements of the Heritage Western Cape Policy: Public Consultation Required for Applications Made in Terms of the National Heritage Resources Act, Act 25 Of 1999, (the NHRA) have been met. The public consultation process followed is outlined below.

- Two notice boards of the required size (A3) were placed at the boundary of the site on 22 March 2024.
- An advertisement was placed in a local newspaper (Atlantic Sun) on 21 March 2024.
- A number of organisations including registered conservation bodies were notified of the availability of the Heritage Impact Assessment for comment on 20 March 2024. Organisations included the following:
 - City of Cape Town: Environment and Heritage Management Department
 - De Waterkant Civic Association (DWCA)
 - Ian McMahon (Ward 115 Councillor)
 - Nicola Jowell (Councillor)
 - Matthew Kempthorne and Girshwin Fouldien (Sub council 16)
 - South African Heritage Resource Agency
 - Green Point CID
 - Ndifuna Ukwazi
 - Development Action Group
 - Economic Development Partnership
 - Dutch Reformed Church
 - Prestwich Place Committee
 - Bo-Kaap Civic Association
 - Cape Institute for Architecture Heritage Committee
 - City Bowl Ratepayers and Residents Association (CIBRA)
- The broader public were invited to comment on the Draft HIA and attend an Open-House event held on 04 April 2024. The Open-House poster presentation is attached as Annexure K to the HIA report.
- The draft HIA was available at the following links for downloading and reviewing:
 - WCG link <https://www.westerncape.gov.za/tpw/departement-of-infrastructure/provincial-pavement-testing-laboratory-pptl-site-enablement>

- Infinity Environmental: www.infinityenv.co.za/pptl
- A 30-day public participation process was conducted. Notifications were distributed and published on 22 March 2024.

Comments received during the commenting period are included in the Public Participation Report. Comments are captured in a Comments Table with an indication of the nature of the comment and a response from the heritage consultants.

A total of 23 comments were received including 21 objections from residents and homeowners in the area. Most objections are not heritage issues with concerns regarding the devaluation of properties in the vicinity of the site associated with the proposed height of the development which surrounding residents expect will reduced sunlight and views from existing residential blocks. Additionally, concerns regarding increased traffic were noted. A few residents expressed heritage concerns, namely:

- Concern related to the relating to the proposed development degrading the historical and heritage value of the site in light of it being a historical cemetery.
- Visual impact on identified resources including the Soils Lab Building and Rosebank College.
- Impact on the historical value and cultural values of the De Waterkant area.

The De Waterkant Civic Association supports the HIA conclusions and recommendations but raised concerns regarding the height and homogenous treatment of development along Somerset Road and traffic impacts.

The City of Cape Town Environmental and Heritage Management Branch supports findings and recommendations of the HIA report. This comment is noted as the official heritage comment from the City of Cape Town in terms of the HIA process. A separate comment provided by the City of Cape Town Urban Catalytic Investment department was submitted. However, the comments were not only unrelated to heritage and the HIA process but have also been repeatedly addressed throughout the conceptual planning and design process.

12 CONCLUSIONS AND RECOMMENDATIONS

The PPTL site has been identified as having the potential for urban intensification through higher density, mixed-use development and including affordable housing opportunities. Its potential for affordable housing opportunities is aligned with local and provincial government strategic objectives to provide affordable housing on public land to address spatial transformation, and redress inequality. A portion of the site falls within the Amendment of the Buitengracht Road Scheme undertaken to unlock public land for development.

The PPTL site has intrinsic, contextual and associational heritage value. Heritage resources are expressed at different scales and include the following:

- The gateway role on the site on the corner of Buitengracht Street and Somerset Road at the junction of the western historical edge of the city grid and the entrance to the Somerset Road urban corridor.
- The location of the site on Buitengracht Street which is a Scenic Route.
- The location of the site within the proposed Somerset Road Heritage Protection Overlay Zone including its location at a threshold condition at the intersection of Somerset Road and Chiappini Street and its contribution to a remnant historical urban morphology and street pattern.
- The location of the site directly opposite Prestwich Memorial/St Andrew's Church square along Somerset Road which has Grade II heritage value.
- The Salesian Institute located on the corner of Somerset Road and Chiappini Street which has Grade IIIA heritage value.
- The Soils Lab Building which is located on the PPTL site and has Grade IIIA heritage value in terms of its historical associations and architectural integrity.
- The former role of the site as the old Dutch Reformed Church cemetery.
- The remains of cemetery walling associated with the DRC cemetery.
- The presence of scattered human remains and burials, artefactual material, vaults, headstones, memorial stones and grave furniture associated with the role of the PPTL site as DRC cemetery dating to the 18th century, later exhumed in 1920/1921.
- Historical linkages between the Soils Lab Building as an annex to the old Somerset Hospital and its role, albeit brief, as an Immigration Detention Depot.

- The site of the Salvation Army Metropole which was the first attempt by the City to provide accommodation for the urban poor thus serving as good precedent for providing affordable housing on the PPTL site as per the conceptual development proposal.
- Patterns of planting including the avenues of trees along Buitengracht Street and a mature plein tree located within courtyard of the Soils Lab Building contributing to its visual-spatial properties.
- The location of the site within District One which is associated with a long history of burials (formal burials grounds and informal burials) and the presence of the dead, as well as a history of social displacement, loss and trauma following a process of slum clearance, land expropriation and forced removals.

Heritage indicators are foregrounded by a statement that the principle of redevelopment of the PPTL site is supported from a heritage perspective. The redevelopment of the PPTL site provides various constraints and opportunities from a combined heritage, visual, urban design, landscape and land use perspective.

Heritage impacts have been assessed in term of the degree of convergence between the proposed development and the heritage indicators. The outcome of this assessment is summarised below:

Built environment, landscape and visual impacts:

The conceptual development proposal responds very positively to the built environment, landscape and visual heritage indicators in terms of the following:

- It responds positively to the gateway role of the site at the intersection between Buitengracht Street and Somerset Road as well as the threshold condition at the intersection of Chiappini Street and Somerset Road.
- It allows for a gradation of height and bulk across the site responding to a variety of heritage related urban conditions.
- It has carefully considered the need for a positive interface with the Prestwich Memorial / St Andrews Church Grade II heritage context, the Salesian Institute and the retained Soils Lab Building, including the need to provide the Soils Lab Building with sufficient breathing space.
- It provides opportunities for the adaptive use of the Soils Lab Building focused on reuse options that retain its architectural integrity and integrating its courtyard space as part of an inner block urban space.

- There is strong emphasis on creating a positive public environment in terms of active street edges, pedestrian movement and tree planting.

Given the conceptual nature of the proposals, a degree of certainty around potential positive heritage impacts from a built environment, landscape and visual perspective can only be achieved on the basis that the proposed development proceeds:

- Largely in accordance with the development proposals as indicated in Figure 12 and 13 of the HIA report.
- Largely in accordance with the architectural guidelines as well as the Landscape Framework Plan attached to the HIA report as Annexures H and I, respectively.

Furthermore, any alterations to the Soils Lab Building to accommodate its reuse need to be subject to a Section 34 application to HWC with consideration of the indicators contained in the HIA and involving the input of an architect with heritage expertise.

Archaeological impacts:

The likely presence of scattered human remains and burials, artefactual material, vaults, headstones, memorial stones and grave furniture associated with the former role of the PPTL site as a DRC cemetery will be impacted by the proposed development. However, this should not prevent re-development of the PPTL site provided the area is archaeologically tested and monitored by an archaeologist/s during and/or before development. If development is approved by the authorities, the sequence of an archaeological testing and monitoring program would need to be determined to fit in with the sequence of the proposed development. Several key issues and processes still need to be resolved from an archaeological perspective, some of which are fairly complex, especially in terms of ethical, permitting and social issues linked to the future of the scattered remains of the buried dead. These issue and processes are outlined in Section 9.2 of the HIA report.

Social-historical impacts:

The social-historical study has provided valuable insight into the role of social-historical studies in HIA processes. It highlights the role of the PPTL site within District One which reflects the social-historical-spatial trajectory of the City, specifically associations with social displacement, trauma and loss.

At the level of principle, the proposed development provides affordable/social housing within a well-located area inner City context thus responding positively to a past narrative of District One as a place of social displacement. It also responds positively to the associations of the site of the Salvation Army Metropole as the first attempt by the City to provide accommodation

for the urban poor thus serving as good precedent for providing affordable housing on the PPTL site.

A core finding of the social-historical study is the need for a commemoration plan for the social-historical role of the PPTL site within the broader context of District One. It places emphasis on the need to link tangible and intangible heritage, foregrounding its people and public memory, attaching people to place. The recommendations emanating from this study are included in the recommendations for heritage approval.

Recommendations:

Based on the findings and conclusions of the HIA report, it is recommended that HWC:

1. Endorse the HIA report as having satisfied the minimum requirements of Section 38 (3) of the NHRA and HWC's request for specialist studies including an architectural analysis, archaeological assessment, townscape and streetscape assessment, visual study and socio-historical study.
2. Endorse the Statement of Heritage Significance and Heritage Indicators outlined in Chapters 8 and 9 of the HIA report, respectively as a basis for detailed design development.
3. Allow the development to proceed in terms of Section 38 (4) of the NHRA subject to the following conditions:
 - 3.1 Largely in accordance with the development proposals as indicated in Figure 12 and 13 of the HIA report.
 - 3.2 Largely in accordance with the architectural guidelines as well as the Landscape Framework Plan attached to the HIA report as Annexures H and I, respectively. Deviations from the principles and objectives of the architectural guidelines will need to be submitted to HWC for approval.
 - 3.3 Any alterations to the Soils Lab Building to accommodate its reuse are subject to a Section 34 application to HWC with consideration of the indicators contained in the HIA and involving the input of an architect with heritage expertise.
 - 3.4 A Section 38 workplan covering archaeological work and monitoring of the site with respect to any human remains, grave furniture and artefacts still present on the site be prepared for approval by HWC. This will relate to the extent of clearance of any human remains and associated artefactual material and grave furniture still present on the site despite the exhumation process of the 1920's. Any remains, grave furniture or other

archaeological artefacts discovered during the course of site clearance in preparation for development, are assumed will receive the relevant approval for their removal and relocation in terms of the earlier 1920's exhumation of the site. We are assuming that this will be addressed under Section 38 (4) in terms of this HIA process and therefore not require separate permit applications under Section 35 and 36. Temporary storage and the reburial process to be resolved prior to any development activity occurring on site.

- 3.5 A commemoration plan be prepared for the PPTL site informed by the recommendations of the social-history study.
- 3.5.1 A commemoration strategy must be submitted to HWC for approval outlining the scope of the work, heritage informants, stakeholder engagement and implementation of the commemoration plan.
- 3.5.2 The commissioning and implementation of a commemoration plan is the responsibility of the landowner.
- 3.5.3 The commemoration plan should be embedded in the findings and recommendations of the HIA with specific reference to the findings and recommendations of the social-historical specialist study. A core finding of the social-historical study is the need for a commemoration plan for the social-historical role of the PPTL site and places emphasis on the need to link tangible and intangible heritage, foregrounding its people and public memory, attaching people to place.
- 3.5.4 The commemoration plan must address the PPTL site as a whole taking into account its gateway location, historical layering, relationship to Prestwich Memorial and its contribution to the enhancement of the public realm.
- 3.5.5 Stakeholder engagement must include, although not be limited to, Friends of Prestwich Memorial, District Six Museum and City of Cape Town Heritage Section.
- 3.5.6 The commemoration planning process should be overseen by WCG: DOI and their appointed Consultants to ensure its integration with the vision of the site and the detailed design development process including landscaping interventions.
- 3.5.7 It should be noted that the commemoration planning process does not need to await the outcome of archaeological issues being resolved including exhumation. However, information revealed during archaeological processes may inform the final commemoration plan, where appropriate. For instance, it may be deemed appropriate to incorporate features and materials associated with the former DRC cemetery into the landscaping interventions.

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Annexure A: HWC Response to NID



Our Ref: HM / CAPE TOWN METROPOLITAN / DISTRICT SIX / ERVEN REMAINDER 734, 735, 737, REMAINDER 738, 739, 9564 AND 9565
Case No.: HWC23061502CN0619
Enquiries: Corne Nortje
E-mail: corne.nortje@westerncape.gov.za
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David Halkett
ACO Associates
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RESPONSE TO NOTIFICATION OF INTENT TO DEVELOP: FINAL
In terms of Section 38(4) of the National Heritage Resources Act (Act 25 of 1999) and the Western Cape
Provincial Gazette 6061, Notice 298 of 2003

NOTIFICATION OF INTENT TO DEVELOP: PROPOSED FORMULATION OF THREE DEVELOPMENT OPTIONS WITHIN THE PARAMETERS OF THE CURRENT MIXED USE 3 / GENERAL BUSINESS 7 ZONING. THE INTENTION IS TO DEVELOP RESIDENTIALLY LED MIXED USE DEVELOPMENT WITH SOME COMMERCIAL, RETAIL, OPEN SPACE AND A SOCIALLY COMPLIANT HOUSING COMPONENT IN ACCORDANCE WITH GOVERNMENT POLICY ON ERVEN REMAINDER 734, 735, 737, REMAINDER 738, 739, 9564 AND 9565, 33 CHIAPPINI, CAPE TOWN CITY CENTRE, SUBMITTED IN TERMS OF SECTION 38(1) OF THE NATIONAL HERITAGE RESOURCES ACT (ACT 25 OF 1999)

The matter above has reference.

Heritage Western Cape is in receipt of your application for the above matter. This matter was discussed at the Heritage Officers Meeting (HOMS) held on 28 June 2023.

You are hereby notified that since there is reason to believe that proposed formulation of three development options within the parameters of the current Mixed Use 3 / General Business 7 zoning. The intention is to develop residentially led mixed use development with some commercial, retail, open space and a socially compliant housing component in accordance with government policy on Erven Remainder 734, 735, 737, Remainder 738, 739, 9564 and 9565, 33 Chiappini, Cape Town City Centre will impact on heritage resources, HWC requires that a Heritage Impact Assessment (HIA) that satisfies the provisions of Section 38(3) of the NHRA be submitted. Section 38(3) of the NHRA provides:

- (3) The responsible heritage resources authority must specify the information to be provided in a report required in terms of subsection (2)(a): Provided that the following must be included:
- (a) The identification and mapping of all heritage resources in the area affected.
 - (b) an assessment of the significance of such resources in terms of the heritage assessment criteria set out in section 6(2) or prescribed under section 7.
 - (c) an assessment of the impact of the development on such heritage resources.
 - (d) an evaluation of the impact of the development on heritage resources relative to the sustainable social and economic benefits to be derived from the development.
 - (e) the results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources.
 - (f) if heritage resources will be adversely affected by the proposed development, The consideration of alternatives; and
 - (g) plans for mitigation of any adverse effects during and after the completion of the proposed development.

Emphasis on next page:

(Our emphasis)

This HIA must in addition have specific reference to the following:

- Architectural Analysis
- Archaeological Impact Study
- Townscape and Streetscape Assessment
- Visual Study
- Socio-Historical Study

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Our Ref: HM / CAPE TOWN METROPOLITAN / DISTRICT SIX / ERVEN REMAINDER 734,
735, 737, REMAINDER 738, 739, 9564 AND 9565
Case No.: HWC23061502CN0619
Enquiries: Corne Nortje
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Tel: 021 483 5959



The HIA must have an overall assessment of the impacts to heritage resources which are not limited to the specific studies referenced above.

The required HIA must have an integrated set of recommendations.

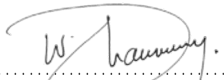
The comments of relevant registered conservation bodies; all Interested and Affected parties; and the relevant Municipality must be requested and included in the HIA where provided. Proof of these requests must be supplied.

If applicable, applicants are strongly advised to review and adhere to the time limits contained the Standard Operational Procedure (SOP) between DEADP and HWC. The SOP can be found using the following link <http://www.hwc.org.za/node/293>.

Kindly take note of the HWC meeting dates and associated agenda closure date in order to ensure that comments are provided within as Reasonable time and that these times are factored into the project timeframes.

HWC reserves the right to request additional information as required.

Should you have any further queries, please contact the official above and quote the case number.


.....
Waseefa Dhansay
Assistant Director: Professional Services



Annexure B: Assessment of Soils Laboratory Building



1. BUILDING MORPHOLOGY: SITE ANALYSIS

Figure 1: This study focusses on the demarcation, development and use of portions of land identified as erven 734, 735, 738-RE, 9565 (part of the potential development area) and adjoining erven 739, 737, 9563 and 9564.

Three of these make up the 1755 land grant to the Dutch Reform Church (DRC) for a new cemetery. This was to accommodate the increased needs resulting from growth of the colony and the impact of smallpox

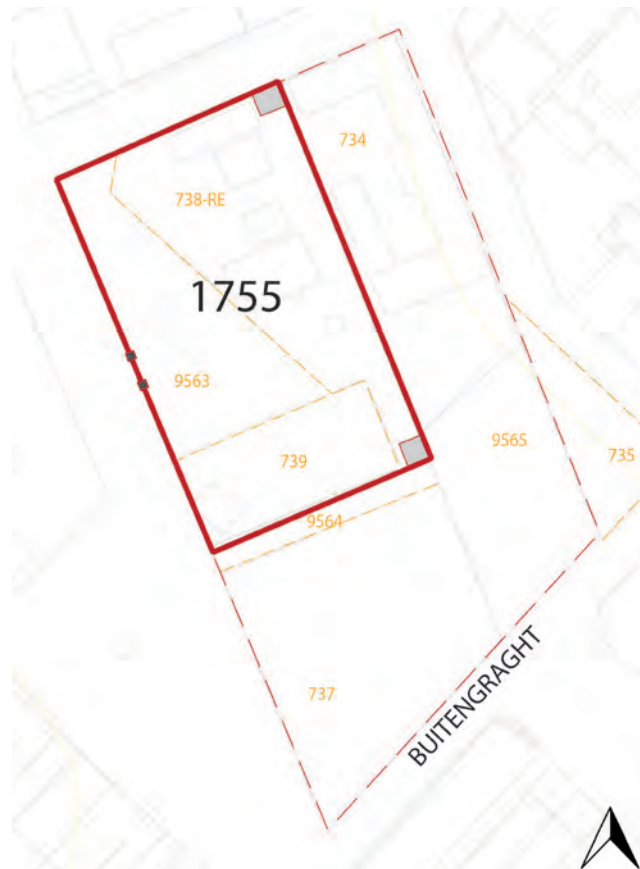


Figure 1. Reference: 1762 Johannes Rach; 1777 Schumacher.

outbreaks (1751, 1755 and 1767). It was located adjacent to the Company military cemetery established in 1720 on the western/outer edge of the settlement beyond the Buitengracht.

Figure 2: Graphic representations of the Cape from 1760s-1800 show the two matched, walled graveyards. The study site is shown with structures, possibly charnel houses (Berman 2011: 45) in the north-east corners, and a central pedimented entrance on the south west side.



Figure 2. Top: 1762 Johannes Rach (Atlas van Stolk, Rotterdam). Below: 1777 Schumacher, "Goode Hoop van Oosten te sien No2" (Brommer, Grote atlas VOC).

Figure 3: Additional land grants to the DRC in 1801 and 1802 extended the cemetery to the edge of the Buitengracht. Urban development westwards was driven by factors including increased immigration following British takeover (1806), and emancipation of enslaved people (1834-1838). Early to mid 19th century new development such as the neighbouring St Andrews church (1838), dwellings and warehousing surrounded the cemeteries. The extended, walled DRC cemetery is shown in 1878 with established paths and tree planting, probably cypress, as traditionally used in European graveyards. Red dash line marks the original grant.



Figure 3. Reference: 1801 SG 50/1801; 1802 SG 80/1802 ;1878 Wilson (CoCT Historical Maps Collection)

Figure 4: In 1886 the burial grounds were closed and are identified on the Thom survey (c1995) as “disused burial grounds”. In 1883 the Salvation Army arrived in Cape Town and in 1886 established its Metropole in a re-purposed store room and garage on erf 735.

Figure 5: The 1906 Disused Cemeteries Act allowed for disused burial grounds to be developed for use as churches, schools and public parks only, or otherwise to be appropriated for municipal use.

In 1907 the DRC Church submitted plans for the

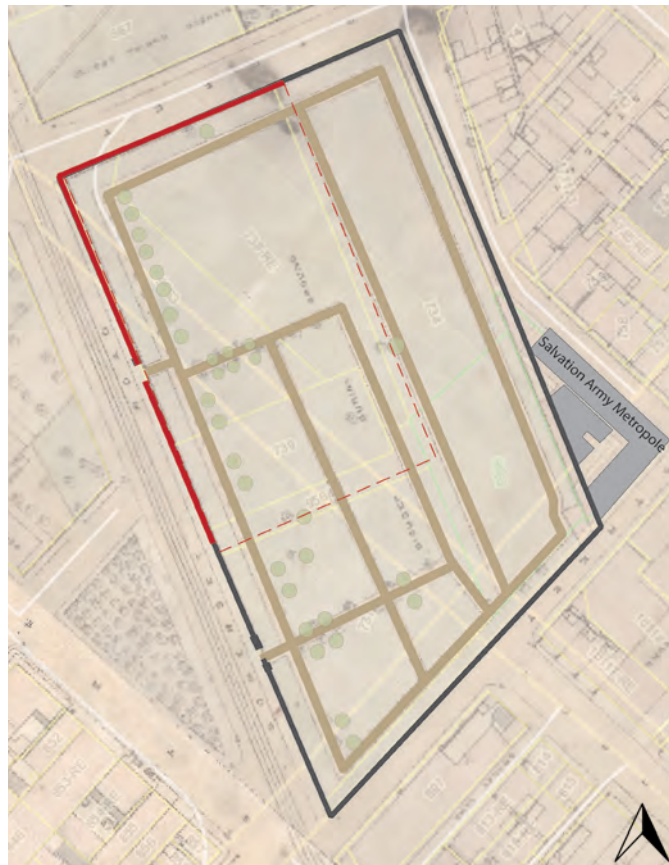


Figure 4. Reference: 1892-1900 Thom (CoCT Historical Maps Collection)

erection of a **new church** on their disused land. In response, the City opened negotiations with the DR Church authorities for the transfer to Council of DRC land adjacent to Buitengracht Street to allow for the widening of the road to 40’.

Figure 6: Council paid for the removal of existing burials to Maitland Cemetery and proposed a new iron boundary fence, and later proposed erecting a wall incorporating remaining grave stones, this was vetoed by the church. Instead a brick wall was built on the new boundary (KAB 3/CT Vol 4/1/1/28, Ref A267/1).

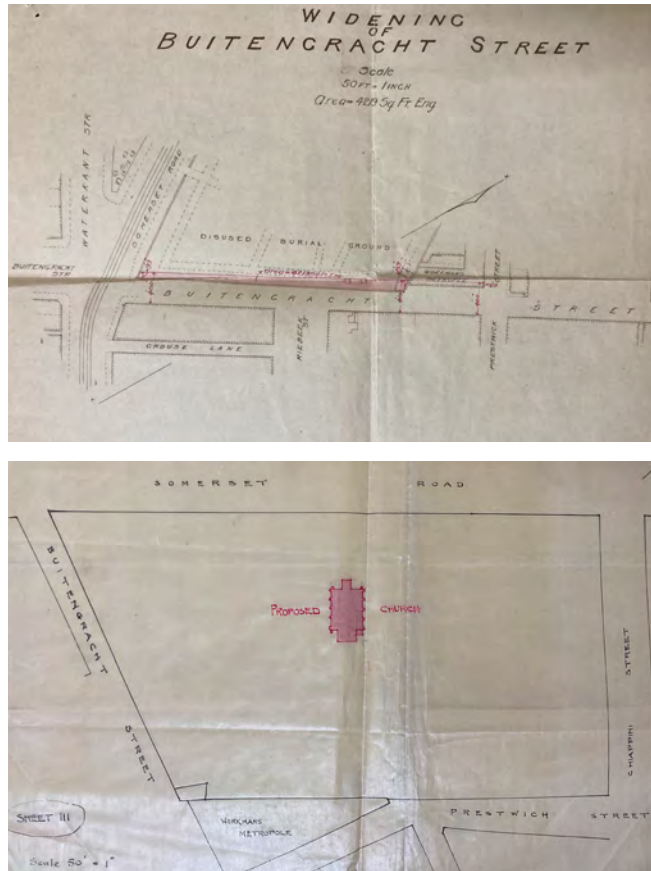


Figure 5. Reference: 1907 proposed plans for excised land and new church (KAB 3/CT Vol. 4/2/1/1/28, Ref A267)

The new church building was completed in 1908.

In terms of Ordinance 23 of 1920, the Municipality bought the remaining DRC cemetery land, with the DRC permitted to lease the church for a period. This became subject to further negotiations resolved after 1928. The land was exhumed in preparation for new uses (KAB PAS Vol 2/1064 Ref L18/1/132). During exhumation, a portion of the original stone walling on Chiappini Street collapsed and was in part replaced with an iron gate (KAB 3/CT Vol 4/2/1/3/63 Ref B3411).



Figure 6. Reference: 1912 Thom revised, with outline area of wall collapse (CoCT Historical Maps Collection)



Figure 7. Date not known: DRC cemetery with walling, cypress trees and vaults on the inner north boundary (Source not known).

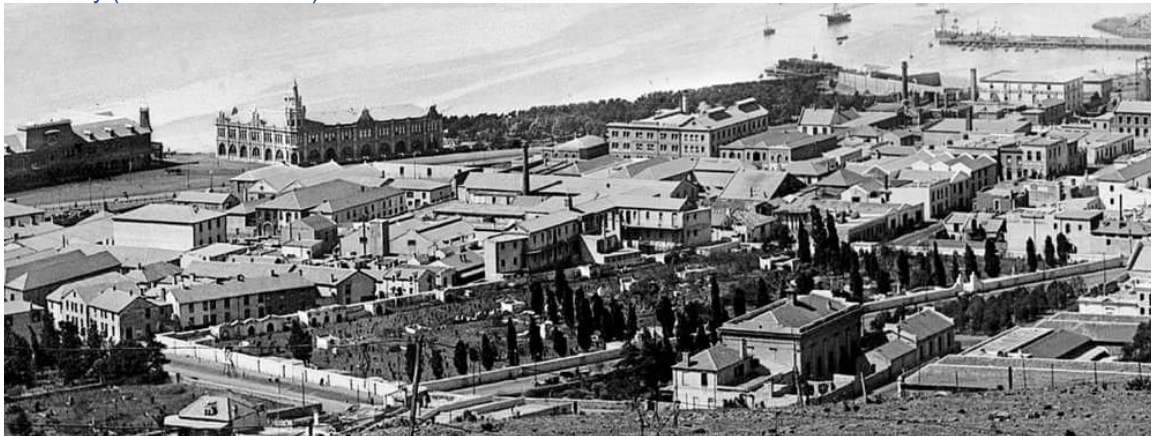


Figure 8. 1900 Disused DRC cemetery with walling, cypress trees and vaults on the inner north boundary. The land surface within the walled area is raised.



Figure 9. c1910: Disused DRC cemetery new DRC church.



Figure 10. Example of built fabric: Archive note says Masonic tomb in DRC Somerset Road cemetery (KAB E3931)



Figure 11. Example of built fabric: Tomb of LM Thibault, according to archive note this is now located below Buitengracht Street pavement. (KAB E3939).

Figure 12: In 1921 plans were drawn for the development of a **Provincial Building**, “Chronic Sick Home and Stores” by Public Works architect JS Cleland (see section 2 for building analysis). While not explicitly stated, it can be assumed that this was to support the, by now unfit, Old Somerset Hospital on the diagonal neighbouring block. Built in 1818, it was declared unsuitable as early as 1839 and replaced by the New Somerset Hospital. It remained open to the chronically sick and indigent until the Conradie Hospital was built to replace it 1930, 1935 and 1938. It would appear that the new study site structure on the old cemetery was built as a stop-gap to take up the slack during the 20 plus

year process of negotiation for suitable land and the finances required for the replacement hospital. In 1924 the Salvation Army building is identified as Labourer’s Barracks.

Figure 13: In 1933 plans were approved for a wood and iron barracks as temporary quarters for the male staff of Cape Town Infirmary to be built on the study site (identified as “the grounds of the infirmary”) as a temporary measure during the construction of Conradie Hospital. The building (only acceptable if painted a suitable tint of cream) was sited over an “old stone wall” with iron gate which bisected the site. The wall does not

align with early cemetery walling and is probably not remnant thereof. A tennis court is shown.

Figure 14: Undated pencil annotation on a copy of the 1921 plan for the Provincial Building shows it proposed for use as **Immigration Detention Barracks**, with a 12’ high wall enclosing the open central U, which can be seen on the 1945 aerial (see section 2 for analysis). This may relate to a proposed Ebenezer Road Immigration Detention Depot (1931), and may have come into effect after the infirmary’s move to Conradie. By 1945 the site was cleared of all temporary hospital buildings.



Figure 12. Reference: 1926 aerial image (NGI 06_0869); 1921 Plan; SG4806/1924

Figure 13. Reference: 1935 aerial image (CoCT Map Viewer); 1933 Plan for proposed wood and iron building (XXX)

Figure 14. Reference: 1945 aerial image (NGI 203A_06_00508); Undated plan

Figure 15: From 1947 to 1948 plans were drawn for the conversion of the 1921 U-shaped building, then possibly in used as an immigration detention barracks, to serve as the Provincial Roads Pavement Test Laboratory. This required alterations to the internal spaces, and the addition of separate “storage and quartering rooms” and open garaging (see section 2 for building analysis).

In 1951/1952 minor alterations and additions were made to the U-shaped building. Several prefabricated

storage buildings - steel asbestos and wood and iron - watchmen’s kiosks and ablution blocks were added to the site and a new brick boundary replaced the original cemetery wall along a portion of Somerset Road. The eastern portion of the ground was leased to Austin & Aldridge (general building suppliers) access off Somerset Road and to Robb Motors, which had its showroom on the corner of Somerset Road and Buitengracht.

At some point c1950 two structures (function has not been identified) were added to the church property, while the trees directly behind the church became more prominent.

Figure 16 and 17: A 1965 site plan shows the future proposed re-routing of Somerset Road and widening of Buitengracht Street. The site was still receiving new

temporary installations, with prefab structures identified as CAPAB stores. An undated plan shows those to be affected by the road changes. At this stage demolition was slated for the buildings (majority car sales showrooms) along Buitengracht Street and the eastern portion of the study site serves as a carpark.

The church and its ancillary buildings on erf 739 was demolished c1979/1980 to make way for the road, with a new brick structure (service building) aligned to it.



Figure 15. Reference: 1958 aerial image (CoCT Map Viewer); 1947-1948 plan for Proposed conversion; 1952 site plan Roads Dept. Laboratories.



Figure 16. Reference: 1974 Robb Motors building - demolition for road widening. (KAB CA839)



Figure 17. Reference: 1980 aerial image (CoCT Map Viewer); Undated site plans re-routing Somerset Road.

Figure 18: From 1981 Somerset Road was rerouted and Buitengracht Street widened, with the “Salvation Army” building on erf 735 demolished, and prefab structures within the walled area removed. A new brick wall enclosed the much reduced site. The tree, located behind the church and first in evidence 1926 appears to remain in the south east corner of the site (circled pink). A small portion of the original stone cemetery wall on

Chiappini Street remains (shown red). Blue dash outline marks remaining portions of erf 735 and 9565, part of the development study site.

Figure 19: The two decades from 1980 brought little change to the site.

Figure 20: In 2007 the Prestwich Street Memorial,

designed by architect Lucien Le Grange, was developed to (controversially) accommodate human remains discovered and disinterred during the 2003 development of The Rockwell in Prestwich Street. It lies along the inner boundary of the original DRC cemetery ground, and incorporates the 1980s building on the original church site. It lies outside of the area for development.



Figure 18. Reference: 1984 aerial image (CoCT Map Viewer)

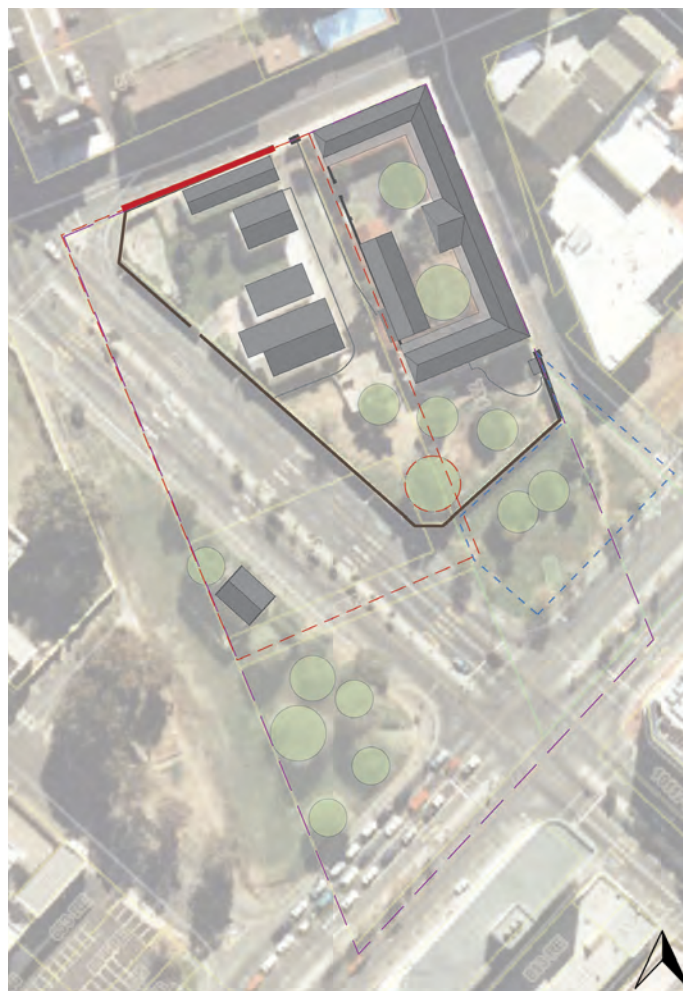


Figure 19. Reference: 1998 aerial image (CoCT Map Viewer)



Figure 20. Reference: 2007 aerial image (CoCT Map Viewer)

2. BUILDING MORPHOLOGY ANALYSIS

The Provincial Roads Pavement Testing Laboratory, also referred to as the Soil Laboratory is a U-shaped building on erf 734. It was designed in 1921 by government architect JS Cleland for the Department of Public Works (DPW). It is identified on original plans as “Provincial Building Prestwich Street” and it appears that the intention was to create additional hospital wards and stores as adjunct to the Old Somerset Hospital, which occupied a city block diagonally neighbouring the site. It is identified as “proposed chronic sick home and stores” in an archive reference.¹

The history of the Soil Laboratory is entwined with that of the “old” Somerset Hospital. Built in 1819 for enslaved and poor people, it was largely replaced in the 1860s by the “new” Somerset Hospital. It continued to function as a hospital for chronically sick and indigent people.² From c1915-1920 it was renamed the Cape Town Infirmary. It seems that this identity extended to erf 734 and included the U-shaped building completed 1922-1923.

Old Somerset Hospital building was demolished in 1938, once its direct replacement, the Conradie Hospital, was complete and able to accept patients relocated from both Cape Town Infirmary sites.

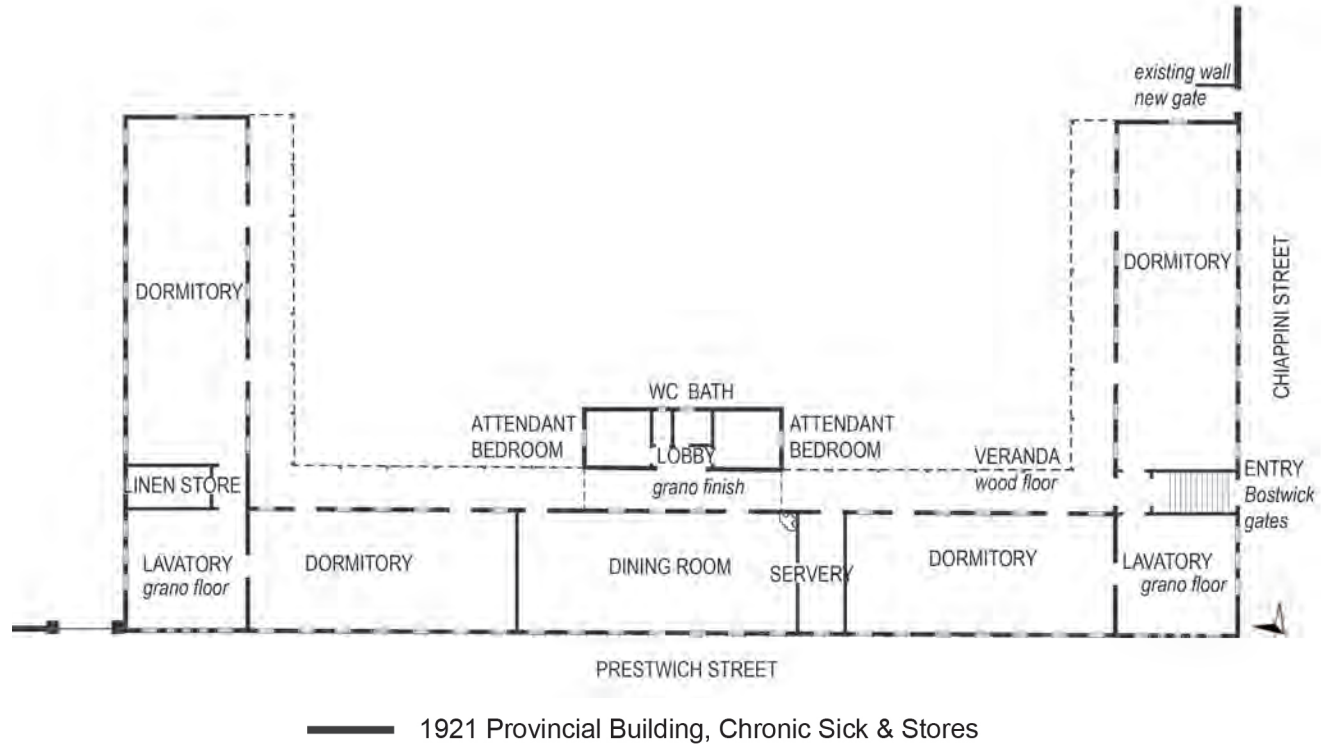


Figure 21. 1921: Programme derived from JS Cleland plan (Scan 82)

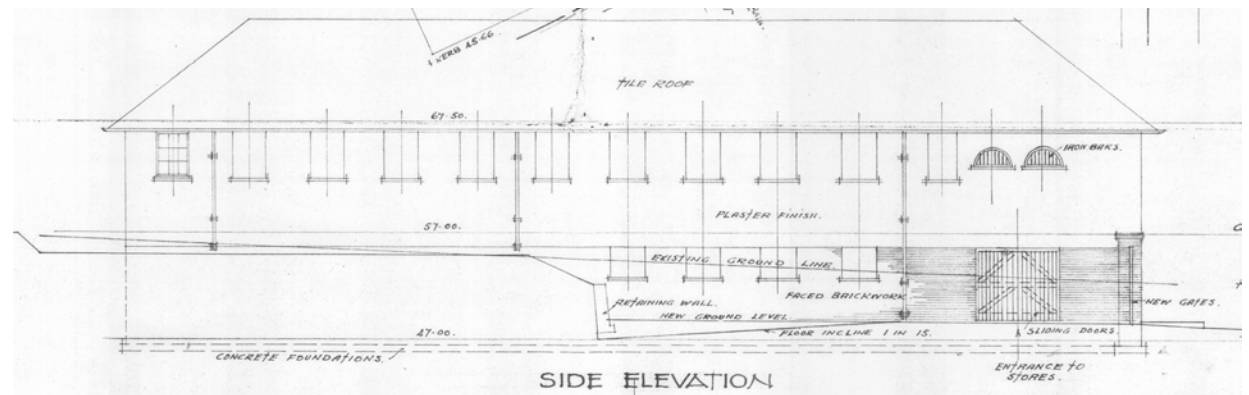
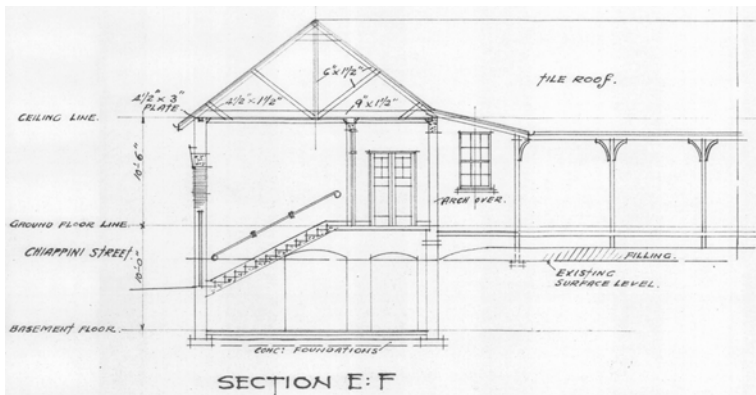


Figure 22. 1921: Extract JS Cleland section of entrance on Chiappini Street (left) and east side elevation to show half basement (Scan 81)

1 KAB 3/CT 4-2-1-3-87 B4661-1

2 De Villiers, Keyser, The Lost hospitals of the Cape, 1983.

2.1 Building Description³

The U-shaped building (also described in some reports as E-shaped) is a masonry structure with pitched, hipped roof originally roofed with Marseilles tiles. The materiality and aesthetic of the building conforms to Arts & Crafts influenced government hospital buildings of the period. It has a partial cut basement running the length of the building on the north, Prestwich Street edge, which responds to the downward south-north slope. A veranda with sheet metal roof runs the length of the inner U-shape. Originally timber floored, this is now concrete. Walling is red brick with plaster detailing, timber vertical sash windows, timber doors with small pane fanlights. It has an arched brickwork main entrance off Chiappini Street, closest point to the location of the parent hospital. The main service entrance to the basement store rooms, off Prestwich Street, is now bricked closed. When built, the views from within the courtyard would have been dominated by Table Mountain.

A simple, clear plan, originally, the veranda walkway provided primary circulation, with internal connections to washrooms only. The small projecting block accommodated the supervising staff's quarters

2.2 Building Morphology

At some point, date not specified, a copy of the original 1921 Cleland building plans was heavily annotated in ink and pencil, with part of the drawing title "Provincial Building" Prestwich Street amended to "Immigration Detention Barracks" Prestwich Street. Proposed minor alterations include the attendants bedrooms, inserting dormitory partitions, and most notably, the addition of a 12' high (3,65m) brick wall to enclose the entire open courtyard within the U-shape. Additionally, there are notes identifying the addition of a security grill at the entrance, and barbed wire along the eaves of the veranda.

While undated, these proposed alterations may coincide with the termination of the hospital use after the move to Conradie Hospital (early-mid 1930s) and the 1931 discussions of a proposed construction of an Ebenezer Road Immigration Detention Depot.⁴ Furthermore, this corresponds with anti-semitic turbulence in Europe and an influx of Eastern European Jewish immigrants. The Quota Act introduced in 1930 aimed to prohibit or limit their in-migration, while in 1937 the Anti- Aliens Act, which coincided with an escalation of violent anti-semitic activity in Germany, prohibited Western European Jewish immigrants from entry.⁵

The specifics relating to use as a detention facility (dates of use and details of detainees) is not studied further for the purposes of this buildings morphology report. However, the enclosing wall can be clearly seen on aerial images of 1945.

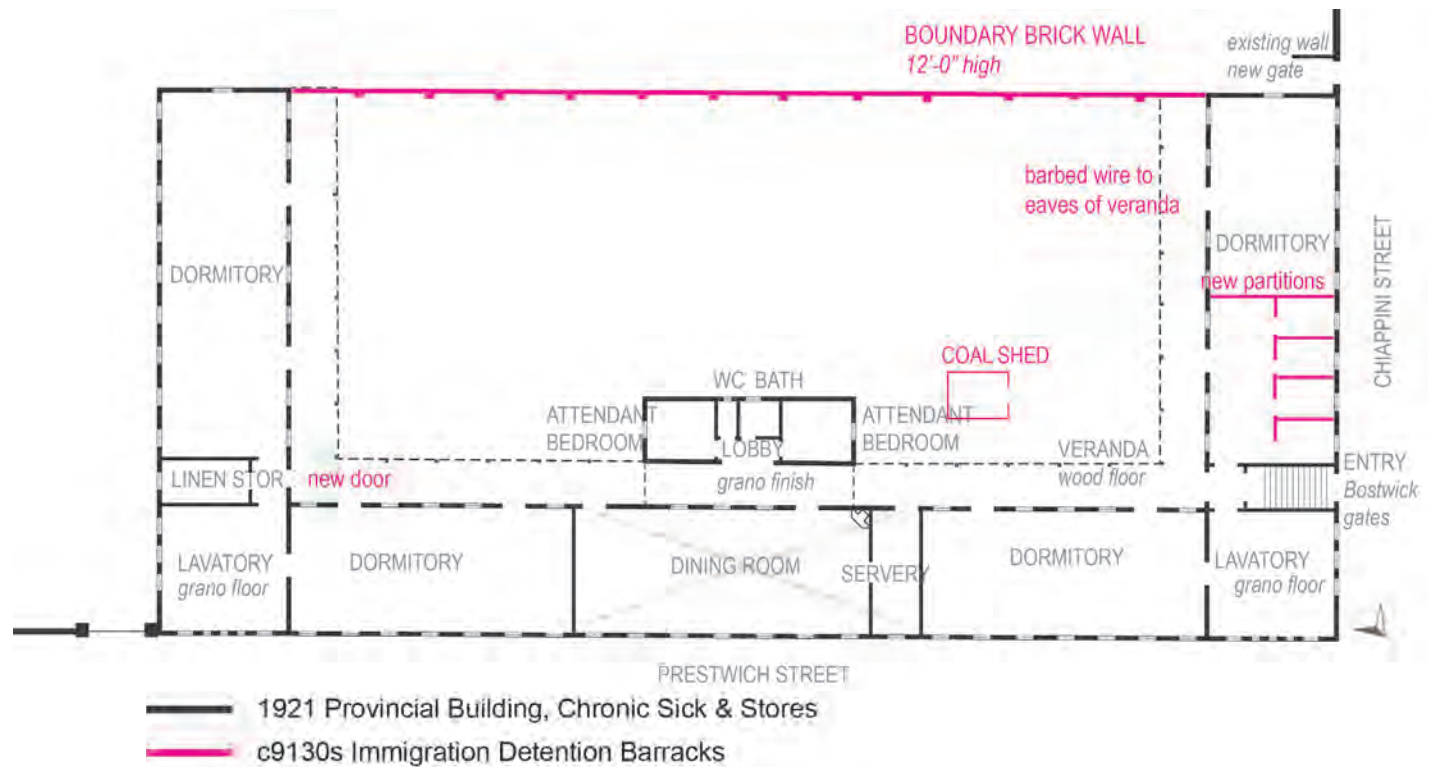


Figure 23. c1935 Derived from hand annotations on earlier plan (Scan 85)

4 KAB 3/CT 4-2-1-3-473 B717

5 Petersen, Teaching Humanity: Placing the Cape Town Holocaust Centre in a Post-apartheid State, Phd Thesis, 2015

3 Information is derived from site inspection and examination of original building plans.

From 1947 to 1952 the building and its site underwent some significant changes to accommodate a change of use to Provincial Roads Pavement Testing Laboratory.

In 1947-1948 plans by Schuurmans Stekhoven, who frequently worked on PWD projects, propose alterations to what is described as the “upper floor “ of the Prestwich Street building to accommodate roads testing laboratories. This required interventions to allow specific activities, with brick and drywall partitions dividing the open dormitories and dining room, to create specialist laboratory spaces. In these new rooms, block flooring was covered or replaced by what is identified as “asphalt flooring”. The notes imply that the building was in a neglected state and refurbishment was undertaken. The tile roof remained unaltered.

Plans explored the addition of a “quartermen and sample store”, and an open garage. In one version the store extended the eastern wing, however another version placed the store in its current position, apparently using the existing security wall as an outer edge. The open garage extend along the wall in its current position. The gate in the security wall may have been added at this stage.

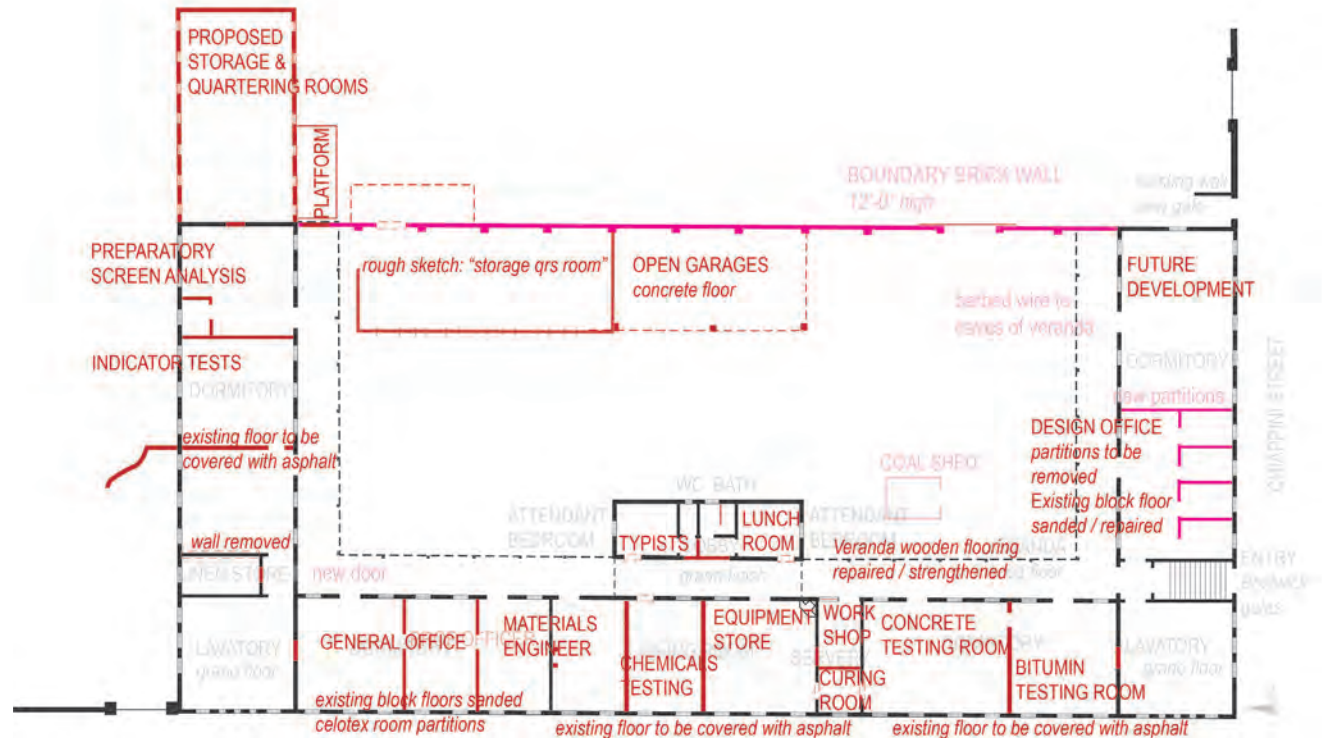


Figure 24. 1948-1952 Derived from plans by Stekhoven (Scan 70 and 84)

- 1921 Provincial Building, Chronic Sick & Stores
- c9130s Immigration Detention Barracks
- 1948 Provincial Soils Test laboratory
- 1952 Additions for Provincial Stores

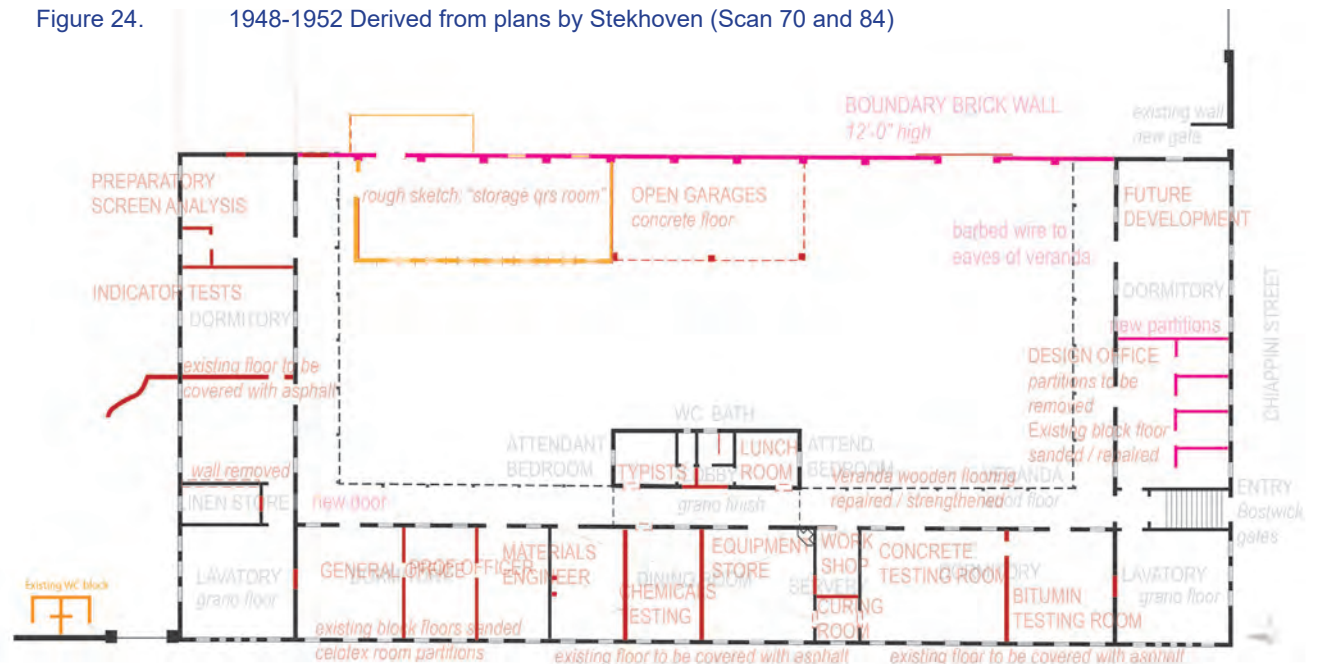
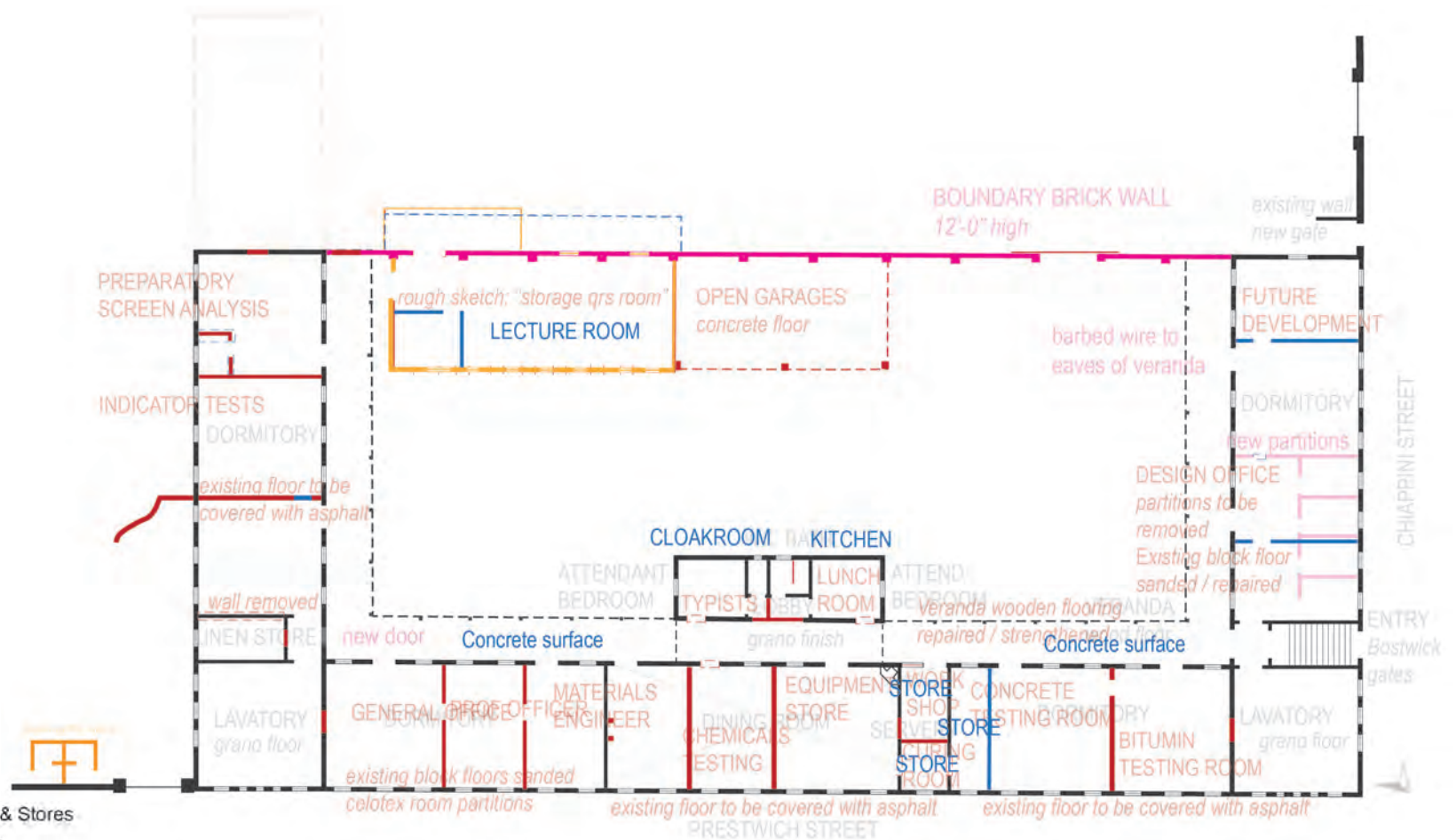


Figure 25. 1952 Derived from provincial architect plans (Scan 78)

A building survey (2001) shows minimal changes, involving further subdivision of spaces. The building appears to have been re-roofed in 2002/3, this may not have been the first time.

The 2009 completion of the multi-storey Metropolis building on Prestwich Street has significantly altered the spatial relationship of the building to its context. It is now dwarfed and, from some angles, barely discernible. The quality of light within the site has also been compromised.

Despite this, and alterations for change of use, the building has retained intrinsic quality. It has a distinctive character, driven by scale, materiality and the relationship of brick, timber and plaster work, the quality of light contributed to by the deep eaves and veranda, and the introverted nature of the central U-shaped space.



- 1921 Provincial Building, Chronic Sick & Stores
- c9130s Immigration Detention Barracks
- 1948 Provincial Soils Test laboratory
- 1952 Additions for Provincial Stores
- 2001 Survey of Provincial Roads Soil Laboratory

Figure 26. 2001 Derived from survey drawing Ref 5898-B1.

3. HERITAGE SIGNIFICANCES

3.1 Cemetery Walling

A portion of walling along Chiappini Street is believed to incorporate the original 1755 cemetery outer wall, and is evidenced in the depth and suggestion of stone work. However, there is record of the partial collapse of a portion of that wall in the 1920s, so how much remains is unclear. Despite this, and particularly when seen with the adjacent Silesian Institute walling, it contributes to and understanding of the historical use and scale of the site.

The only other portion of walling that may have value (and is older than 60 years) extends along Prestwich Street from the gate pier junction with the Soils Laboratory building towards Buitengracht Street (excluding the gate infill walling).

All other walling is relatively recent and holds no significance.

3.2 Provincial Soil Test Laboratory Building

The Soils Laboratory building is fairly characteristic of public architecture of the 1920s and 1930s, with a distinctive character and style particularly as seen in schools and hospitals of the period. It is recognisable as a government building.

The building's association with architect John Stockwin Cleland is of some significance. Cleland replaced P Eagle at DPW in 1915 during work on the hospital complexes at Valkenberg and Oude Molen, and held the position of chief DPW architect from 1920 to 1932. His work shows Arts & Crafts influence in the use of red brick, plastered facades, Italianate details and timber (possibly teak) doors and windows. Courtyard ventilation was a key design element of all hospital buildings of the period.

The social history of the site and its association with the families of people hospitalised at the Cape Town Infirmity, or detained at the Immigration Detention Barracks, has not been established. Further research should be undertaken.

While some of the material authenticity of the structure is lost and the internal volumes are much altered, the building is still clearly expressive of the period and highly legible.



Figure 27. 2001 Derived from survey drawing Ref 5898-B1.

It has been Graded 3A in a previous study (ACO, 2012). The site is currently graded 3B in the City of Cape Town's heritage inventory (2023).

There is the opportunity to reverse many alterations to reopen the internal spaces and restore detailing (such as the brickwork of the entrance), and reactivate the Chiappini Street entrance.

The basement level of the Prestwich Street interface presents an opportunity for adaptive reuse of the storage rooms and the activation of the street edge. While the basement rooms drop below street level, the interiors are full height and can be utilised in a variety of ways.

The enclosing courtyard wall (built 1930s) and the storage and garage (added late 1940s), despite being well integrated to the original structure are not sufficiently conservation-worthy to impose their retention on adaptation and development options.

3.3 Mature Trees

Aerial imagery suggest that the two trees situated directly behind the church (demolished 1979/1980) are no longer standing. A tree roughly in the location of one is relatively small and scraggly and does not appear to be conservation-worthy (although this should be confirmed with an arborist).

Other mature trees on site include the tree in the courtyard of the U-shape, and some arbitrarily located pepper trees. Their retention is not required from a heritage point of view.

3.4 Other Structures

All other structures on the site are not conservation-worthy.

- ✓ CCT Heritage Inventory
- ✓ Heritage Inventory Objects
- ✓ Heritage Inventory
- Grade 1
- Grade 2
- Grade 3A
- Grade 3B
- Grade 3C
- Some heritage significance evident
- Not conservation worthy
- ▨ Requires further investigation
- Noteworthy contemporary building
- Intangible



Figure 28. Heritage grading 3B (CoCT Map Viewer 2023)



Figure 29. Chiappini Street old walling viewed from within the site (photo 04-2023)

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Annexure C: Historical Research on the DRC Cemetery



**PROVINCIAL PAVEMENT TESTING LABORATORY (PPTL)
SITE, ERVEN 731, 737, 739, 9564 (ERF 738) CAPE TOWN.
THE OLD DUTCH REFORMED CHURCH CEMETERY,
SOMERSET ROAD.**

SOCIAL HISTORICAL STUDY

Prepared for:

ACO Associates cc

On behalf of :

NM & Associates Planners and Designers and
Western Cape Government: Department of Infrastructure

Report prepared by:

Kathleen Schulz

Date:

October/November 2023.

Contents

1. THE BRIEF	3
2. SUMMARY, METHODOLOGY AND LIMITATIONS	3
2.1 Abbreviations	3
3. BACKGROUND	3
3.1 The first Dutch Reformed Church burial ground	3
3.2 The Kerkhof on Somerset Road	4
3.3 After the closure of the Green Point burial grounds: 1886–1920.....	5
4. BURIAL LISTS.....	8

1. THE BRIEF

1. To reach an understanding of the statutory processes leading to the exhumation in 1920, of amongst others, the three contiguous Dutch Reformed Church cemeteries in Somerset Road.
2. To try and establish the layout of the Somerset Road DRC cemeteries and who was buried in specific plots (vaults/graves) within the boundary walls.

This report speaks specifically to the brief and does not include background on other burial grounds except where these are included as part of the record with respect to the DRC cemetery. Details of the other Somerset Road cemeteries¹ have been covered in a number of separate reports.

2. SUMMARY, METHODOLOGY AND LIMITATIONS

The Dutch Reformed Church archives in Stellenbosch were contacted, who claim to have no knowledge of a plot plan or cemetery list relative to the 18th and 19th century Somerset Road cemeteries.

Professional genealogists Heather McAlister and Anne Clarksen were consulted, who stated they had never found the full burial registers for these cemeteries or a plot plan, during their extensive genealogical sleuthing careers.

The Cape Town Archives hold a very incomplete series copies of DRC burial registers ending in 1839. These were copied by C.G. Botha, who was the Cape Town archivist for the years 1912-1944. These records indicate that Dutch Reformed church members continued to be buried in the Adderley street Church until 1835, in either graves or vaults that had been cleared and re-used by family-owned plots².

Records of the Provincial Administration Secretariat, Cape Town Municipality files and Parliamentary records provided, in part, the administrative process of re-interment of remaining graves to Maitland cemetery in 1920/21. The public were given the opportunity of removing family remains at their own expense prior to the mass exhumation by the Cemeteries Board when head stones and graves were separated. Head stones were removed to Maitland cemetery and placed along boundary fences. Remains were removed from 8 foot deep trenches then placed in new cases and re-buried in Maitland.

The entire 1920/21 process of re-interment was managed by the old Cemeteries Board, funded by Provincial government rather than Cape Town municipality who had managed all the earlier cemetery clearances. The only remaining un-cleared burial grounds in 1920/21 belonged to the English which included Ebenezer and Dutch churches. Unfortunately supporting Cemetery Board administration records were not found.

The study covers the entire area of the three portions of land granted to the DRC for burials (i.e. including the area adjacent to Buitengracht Street (road reserve) and areas below Somerset road, not just the subdivided portions under review.

2.1 Abbreviations

CTAR: Cape Town Archive Repository;
DRC: Dutch Reformed Church (Nederduits Gereformeerde Kerk in Zuid Africa);
O.C.F: Old Cape Freeholds.

3. BACKGROUND

3.1 The first Dutch Reformed Church burial ground

The first Dutch Reformed church burial ground in Cape Town was centrally placed within the church walls of the *Moeder Kerk*³ built in 1702, now located off Adderley Street in the central city.

¹ Graveyards are burial grounds attached to churches, while cemeteries are stand-alone burial places and may not be affiliated with a church. <https://www.difference.wiki/graveyard-vs-cemetery/>

² CTAR: VA (Verbatim Copies) 625. 179 burial plots.

³ Direct translation 'Mother Church'.

The town *Kerkhoff*, or burial ground, continued to be used by families who had purchased vaults outside until those had reached capacity (twenty bodies), or in this case until the church was rebuilt in 1824⁴.

The relevance of the first church burial ground lies in the fact that over 1000 people were buried under the floor of the early church and the outside vaults included amongst others, that of Governor Simon van der Stel⁵. The question arises as to whether burial remains were re-interred in the Somerset Road before re-building the church in 1824-1835. Unfortunately, no record was found answering this question.

3.2 The Kerkhof on Somerset Road

1755

Between 1755 and 1803 the DRC was granted three adjoining portions of land measuring the equivalent of 1,194 hectares, due to overcrowding in the cemetery adjoining and inside the Adderley street Dutch Reformed Church. Portion A, granted on 2nd July 1755 measuring 429 sq.roods, 140 sq.ft.⁶, Portion B granted on 8th April 1801 measuring 236 sq. roods, 44 sq. ft.⁷, and Portion C, granted on 9th February 1802 measuring 327 sq. roods, 112 sq.ft.⁸, making up a total of 1 morgen 394 sq.roods, 8 sq. ft. (1,194 hectares).

In 1755, Cape Governor Ryk Tulbagh wrote into the land grant of the new burial ground in Somerset Road which when translated reads: *‘due to the heavy mortality rate experienced over the last few days, whereby the (old) cemetery belonging to the church has become so crowded that within a short space of time no more burials can take place’*. The grant also held the clause ‘for use as a common burial ground’⁹.

In terms of the context at that time, the traveller Robert Semple remarked of the Somerset Road burial grounds in 1805: *“The slaves’ burying ground is close by the road, and perfectly open; beside it, near to the town, are two burying places belonging to particular inhabitants and walled around”*¹⁰. The one is the DRC cemetery while the other walled graveyard he refers to is the Military cemetery which is on adjacent land to the north along Somerset road.

By 1824 therefore, the DRC owned 1.194 hectares of burial land, of which the portion granted in 1755 was designated for general public use. The current remainder of erf 734 and erf 9565 are located within the 1755 boundary. The 1801 and 1802 sites were not specified as being available for inter-denominational use.

1853

In 1853 Surveyor General, Charles Bell wrote an interesting report on the status of the Somerset Road burial grounds, referring to the *‘unwholesome and indecent mode of internments necessitated by the crowded state of the ground’*. He recommended that additional ground be found, *‘with a common substantial wall leaving interior division, when necessary, to be constructed by the parties requiring the separation’*¹¹.

1883

In line with further Medical Officer reports compiled during the 19th century and in terms of the Public Health Act No 4 of 1883, Maitland cemetery was officially opened for burials, and a proclamation dated 15th January 1886 saw the closure of the Somerset Road burial grounds.

⁴The 1824 church was designed by Cape Town architect Andries Schutte. Reference: Eeuwfeest – Album van de Nederduits Gereformeerde Kerk, 1824-1924. Rev. A. Dreyer.

⁵ *ibid*

⁶ O.C.F: 3.72.

⁷ O.C.F. 5.49

⁸ O.C.F: 5.58

⁹ O.C.F: 3.72. Cape Town Deeds Office. Common burial ground is believed to mean for general public use.

¹⁰ Robert Semple, 1805. Walks and Sketches at the Cape of Good Hope.

¹¹ CTAR: CCP.2.2.2.38. Appendix A

3.3 After the closure of the Green Point burial grounds: 1886–1920

1896

In 1896, ten years after the closure of the cemeteries in Somerset Road, the DRC made application to the Court for a change of land use. They wished to build a Huguenot Memorial on a portion of their now disused cemetery.

The Court ruled that the property could not be used for any other purpose than burials, unless with the consent of relatives, or children and grandchildren of those buried there. This task was not achievable as it was impossible to track and obtain permission of every remaining descendant. The Huguenot Memorial was later erected in Queen Victoria Street.

On 2nd March 1896 Dr. A.J. Gregory, Cape Town Health Officer, published a report on the status of suburban cemeteries. In concluding his 14-page report he adds:

“I should like to draw attention to the advisability of transforming the old cemeteries in Cape Town lying alongside the Somerset Road into Public Gardens. These burial grounds have now been closed for ten years (since 15th January, 1886); much of the personal sentiment attaching to the graves has either died with the relatives and friends of the persons whose bodies they enclose, or has evaporated by process of time, so that these cemeteries are fast falling into disrepair and disorder. The practice of converting old burial grounds into Public Gardens and recreation grounds is at present being largely carried out in London, and with the happiest results. In the case of the cemeteries on the Somerset Road the vaults would require special treatment.”

The document is signed ‘Health Branch, Colonial Secretary’s Office’. Presumably, the special treatment referred to meant exhumation and the other processes attached thereto.

1901

The question of the need for action, with a view to the disposal of these old Burial Grounds, was raised by an Advisory Board in March 1901, specifically to address issues in connection with burials following the outbreak of Bubonic Plague. They found that the cemeteries were being put to various insanitary uses constituting a serious menace to the public health¹².

1902

Colonial Secretary Graham approached the various churches to request that they give up their burial grounds for use as an open space. Following a well-attended meeting with people who had a vested interest in the DRC burial ground, a resolution was passed ‘*leaving the matter entirely up to the Consistory*’. The Consistory were keen to build a new church on part of the disused land but had not yet made final decisions on the matter. Relatives were duly encouraged to move and re-inter the remains of family members buried in the cemetery, to either Mowbray or Maitland, and many families complied. Re-internments were carried out by firms of undertakers in Cape Town with permission from the Department of Public Health, which in turn was sanctioned by the Colonial Secretary’s office¹³.

1904

A Select Committee was appointed by order of the Legislative Council in April 1904 to obtain the opinions of the various owners of land in the Somerset Road burial precinct with respect to expropriating all the burial grounds and converting the land to an open park area. The Cape Town City Council was in favour of such a plan but had not sufficiently consulted with the various church groups, which was to prove problematic.

Evidence was called from Church Ministers who appeared before the Committee (consisting of Messrs. Graham, de Smidt, du Toit, Sir H. Stockenström and Mr Wilmot (Chairman)).

¹² CTAR: CCP.2.2.2.38. Appendix A

¹³ CTAR: MOH 145

When Reverend A.I. Steytler, Minister of the DRC, was questioned, his express wish was that the DRC be allowed to make decisions about what should happen to the land in question. He stated that many families had already re-interred vault remains at the Maitland and Mowbray Cemeteries when the DRC was considering erecting the Huguenot Memorial in 1896. He pointed out that while Government had prohibited burials in Green Point, the land still vested in the name of the DRC as granted by Government. He also mentioned that 62 burial plots in Somerset road had never been utilised for burials.

The DRC wanted to retain rights to dispose of the land and would clear the burials themselves. The English church wanted to leave their burials and landscape the land above by either creating a park or other public playground. The Select Committee's findings and recommendation are attached as Annexure 1¹⁴, but briefly summarised, it recommended that Parliament pass a bill to enable government to recover rights to the land from the churches.

1906

To enact this recovery of land rights, Act No. 28 of 1906 to be known as the Disused Cemetery Act was passed in Parliament. The Act applied to all the registered burial grounds in the Somerset Road area.

1907

The Lutheran and Presbyterian burial grounds were cleared of remains by Municipality, using hired labour. Some 333 coffins were received in Maitland from the Lutheran Church, and 39 from the Presbyterian site¹⁵. On 6th June 1907, the DRC authorities indicated that in terms of the provisions of the Disused Cemeteries Act of 1906, they wished to erect a Church on a portion of the burial ground vested in them. Plans were duly submitted to Municipality and accepted¹⁶.

In this same year, the Buitengracht Street improvement plan was proposed to widen the lower end of Buitengracht Street by 40 feet. The plan (Annexure 2) clearly shows the position of the entrance gates to the DRC burial ground as well a partial view of the layout of pathways

After consultation with the City, on the 9th September 1907 the DRC agreed to hand over a strip of land required for the widening of Buitengracht Street on condition that the City Council erected a suitable iron boundary fence and undertook the expense of removing all remains and headstones in that area. It was estimated that 54 graves were present on the strip of land. Approval to undertake the necessary work was granted by the Town Clerk on 23rd August, 1907. When the 1907 plan is compared with the 1924 noting sheet it can be seen that the 40 feet road widening had taken place. (see Annexures 2 and 3).



Plate 1: Somerset road DRC cemetery showing a variety of vaults and head stones. This photo shows the spire of the Lutheran Church in Strand Street (extreme left) and is therefore probably the area close to Buitengracht Str. Although not

¹⁴ CTAR: AG 1440 (4746)

¹⁵ CTAR: PAS 2/1064 (L18/1/132)

¹⁶ CTAR: 3/CT 4/1/1/28

dated, the photo was certainly taken prior to 1920 when vaults were demolished, gravestones removed, and human remains exhumed and reinterred in mass graves in the Maitland cemetery¹⁷.

Permission for exhumation and transfer of the remains to Maitland was granted by the Medical Officer of Health for the Cape Colony, A.J. Gregory. One private exhumation record for vaults numbered 232 and 233 was found in the Medical Officer records dated 1907. The vaults contained 24 family members of the Botha family aged between 1 and 89 years. The vault had been in use from 1825 to 1878¹⁸.

1909

The re-interment of remains belonging to the Lutheran and Presbyterian Cemeteries was completed in April, 1909¹⁹.

1920

Legislation was finally passed on the 10th May 1920 allowing the Council of the Municipality of Cape Town to 'take over' the remaining disused burial grounds²⁰ which included those of the Dutch Reformed Church, and the English and Ebenezer churches. All other burial grounds had been cleared and disposed of by this time.

The DRC were to be paid £11,500 on promulgation of the ordinance, with provision made for the terms of payment. A 1916 valuation of the DRC burial ground (including the new church - see Annexure 3 which indicates the position of the church building) was calculated as follows and used as a guideline for reaching the final purchase price:

Building

Brick and Iron, Condition. Good.

Extent 63 ft. x 34 ft. and 17 ft. x 16 ft.

Value £1,300 plus £250 for wall improvements.

Land value and extent

Frontage 580 ft. Depth 300 ft. @ £75 = £4,350.

580 ft. x 200ft. @ £37.10. = £4,350

Total value £10,250.

On the 22nd July 1920, Secretary of the DRC, Mr. D.J. de Villiers sent the Register of Internments a diagram showing the layout of all burials which took place in the land specified as A, B and C in the Schedule of Act No. 28 of 1906. While he specifically asked for this document to be returned as it formed part of the Archives of the Church²¹, unfortunately despite attempts to locate it by several researchers, no trace of this diagram can be found in church records or at the archive.

A public notice was published on 15th July 1920, giving relatives an opportunity to remove any remaining headstones and remains at their own expense:

"It is hereby notified for general information that the land referred to in Section 1 of the Disused Cemeteries Ordinance, No, 23 of 1920 has now been taken over by the Provincial Administration in terms of Section 7 of the said Ordinance.

It is further notified that in terms of Section 6 of the Ordinance, any person interested has the right reverently to remove at his own expense any remains, headstones or memorial stones upon the lands

¹⁷ CTAR: E.3965

¹⁸ CTAR: MOH 145 (K17B)

¹⁹ CTAR: 3/CT. 4/2/1/85

²⁰ The Disused Cemeteries Act No. 23 of 1920, repealed Acts Nos. 28 of 1906 and 28 of 1909.

²¹ CTAR: PAS 2/1064 (L18/1/132) Sale of DRC grounds.

referred to therein on or before the 13th November, 1920, after which date all the said remains, headstones and memorial stones will be removed to a suitable cemetery by the Provincial Administration.

A. Weisbecker, for Provincial Secretary.”

The final work of clearing the cemeteries and transferring human remains and memorial stones was to be undertaken by the staff of the Cemeteries Board as agents for Provincial Administration, with the assistance of convict labour from Roeland street gaol. It was estimated that at least 1,000 cases would be needed to clear the remains from the DRC burial ground.

In 1920 the DRC reported that human remains had been cleared from the site on which the church now stood, but not from the other sites. The vaults from all three cemeteries had been made level with the ground and headstones placed alongside the outer wall for collection by interested parties. This was done to prevent anyone using the vaults as sleeping places. The exception was Andrew Barnard's tomb dating from 1809 which had been left standing²².



Plate 2. The unnumbered tombstone of Andrew Barnard who died in 1907. In the distance beyond the Somerset Road entrance gate is the Masonic Lodge Tomb which was among the plots numbered 72 to 75 owned by The Lodge²³.

4. BURIAL LISTS

As described earlier, some limitations in carrying out the study have been encountered. Nevertheless, some information is available to document some of those whose were buried in the DRC (and other DR cemeteries).

Five bound copies of burial lists were found in the Cape Archives (VC series), though each contained different information as described below:

1. 624. 1789. List of 148 persons (lots) buried beneath the floor of Groote Kerk in Adderley street. The names and dates of death of the people buried in each lot are provided²⁴.
2. 625. 1791–1835. 179 numbered grave sites along with the names of who was interred therein. On average, each grave contained 10 interments before being declared full and was then closed on authority of the owner of the lot and the Church minister. Each entry ends with the comment that the account had been settled. It is not clear in which cemetery these people were buried?
3. 626. 1832-1835. A book of 55 pages with 20 entries per page, or 1000 entries (burials). Not all were buried in the DRC burial ground as it contains records that a fair number of children were buried in private gardens. Entries also specified whether the burial took place in a privately owned vault (*eigen kelder*), rented vault (*huurkelder*), an owned plot (*eigen grond*), or a hired plot (*huurgrond*).

²² CTAR: *ibid*

²³ CTAR: AG.10

²⁴ CTAR: VC 624 - 27.

4. 627. 1824–1826. Alphabetical list of names. Under A is a separate list of people buried outside the burial ground. For some reason these were omitted from B–Z, perhaps not needed for the purpose for which these were copied.
5. 628. 1834. Alphabetical list. This is a copy of the year 1834, the same as is found in the volume containing the 1832-1835 lists.
6. 629. 1837-1839. A book of 159 pages with approximately 20 entries per page (~3180 entries) of persons buried over the three-year period and may include burials in rural cemeteries such as Claremont and Plumstead. Entries contain names of the deceased, age, date of burial and the name of the officiating officer. This equates to approximately 88 burials a month.

The Masonic Tomb

Amongst the notes left by Dr. C.G. Botha, one referred to the old Masonic Tomb, which he states was positioned between the two entrance gates off Somerset Road in the DRC burial ground (Plate 2). He further noted that in 1952 Mr. H.L. Silberbauer, attorney at law, was in possession of two of the Masonic vault entrance slabs which he inherited from his father Mr. C.C. Silberbauer, Lodge Deputy Grand Master. Dr. Botha was of the opinion the slabs were no doubt rescued at the time of the cemetery clearing. The Lodge owned plots numbered 72 to 75.

The Schutte Vault

Herman Schutte, sculptor, and architect of the Green Point lighthouse. He owned plots numbered 70 and 71 which held 13 burials dating between 1831 and 1882.

The Thibault plot and family members buried therein

1. Louis M. Thibault died on 3rd November 1815.
2. Maria Johanna Louisa. Died age 64 on 29th May 1853
3. Catharine Elizabeth. Died age 83 in February 1870
4. John Humphries. Died age 58 on 16th March 1852
5. Elizabeth Maria Humphries. Died age 57 on 2nd June 1852
6. Catherine Margaretha Georgina Humphries. Died age 30 on 2nd September 1859.

ANNEXURE 1.

A Select Committee was appointed in April 1904 by order of the Legislative Council to obtain the opinions of the various owners of land in Somerset Road burial precinct. Evidence was called from the following people who appeared before Messrs. Graham, de Smidt, du Toit, Sir H. Stockenström and A. Wilmot (Chairman).

1. The Reverend Dean of Cape Town, Church of England, Western Province.
2. Archdeacon Lightfoot, Church of England, Cape Town.
3. Rev. A.I. Steytler, Dutch Reformed Church.
4. Rev. Bishop Rooney, Roman Catholic Church.
5. Rev. J.M. Russell, Presbyterian Church.
6. Rev. F.N. van Niekerk, Ebenezer Church
7. Mr. J.G. Freislich, Lutheran Church.
8. Mr. J.R. Finch (Town Clerk).
9. Mr. K.N. Teubes, Secretary, Lutheran Church.

The Select Committee of Enquiry was called in response to a Petition submitted by the Consistory of the DRC, in opposition to any assumption of the property known as the Burial Grounds, Somerset Road, Cape Town, for Public Parks or other purposes.

It was noted at the onset of the enquiry that:

1. *Your Committee, having considered the entire evidence, is satisfied that some definite changes are at once necessary, in the public interests, with reference to the various Burial Grounds in and near Somerset Road, Cape Town, wherein for years past burials have ceased.*
2. *In all cases the grants of land were given in freehold, in perpetuity, and for burial purposes.*
3. *The South African Missionary Society was allowed to sell its burial ground, which is now owned by private individuals and used for storing timber.*
4. *The plan will show that the burial grounds are not all together – one indeed is situated close to the former Amsterdam Battery.*
5. *The DRC, in accordance with legal advice, called a meeting of all concerned and obtained consent to vest the land in the Consistory, who hold it is at their disposal, and that it would be grossly unjust to wrest it out of their hands – of course, in this case, as in others, large expenditure has taken place on the ground, walls etc. In the case of the Lutheran Church alone it is stated to have amounted to £6,500.*
6. *The Scottish, Lutheran and Ebenezer churches are all willing, at their own expense, to remove, reverentially the remains of the dead, and place them in the new Cemeteries. They consider that the disposal of the land purely for Church purposes, or Church funds, should remain in their own hands.*
7. *The Roman Catholic Church, with the consent of all concerned, desires reverentially and at their own expense, to remove the remains of the dead to a new Cemetery and use the ground for the construction of a Salesian Institute for the purpose of teaching white waifs and strays, irrespective of creed, various trades and thus converting them into good citizens.*
8. *The Church of England does not desire the removal of the remains of the dead from their cemetery and expresses a wish that the entire area should be converted into a Public Park or garden. The Dean of Cape Town is in favour of its being used as a playground, but the Archdeacon of the cape is not of the same opinion.*
9. *The Town Council of Cape Town has come to a definite conclusion without apparently giving full opportunities to the various Churches for laying their cases before them. They desire to convert all the burial grounds in(to) open spaces for the people.*
10. *Under all circumstances your Committee recommend that a Bill be introduced by the Government this Session, conferring full powers upon His Excellency the Governor in Council to adjudicate upon the entire subject within six months from the date of promulgation of the said Bill.*

*Signed A. Wilmot. Chairman,
Committee Rooms,
Legislative Council, 21st April, 1904.*



The Select Committee report included this diagram. The yellow outlined area represents the full extent of the DRC burial ground. The small insert shows the actual PPTL site (blue) superimposed on the old cemetery. Current erven shown in red.

ANNEXURE 2

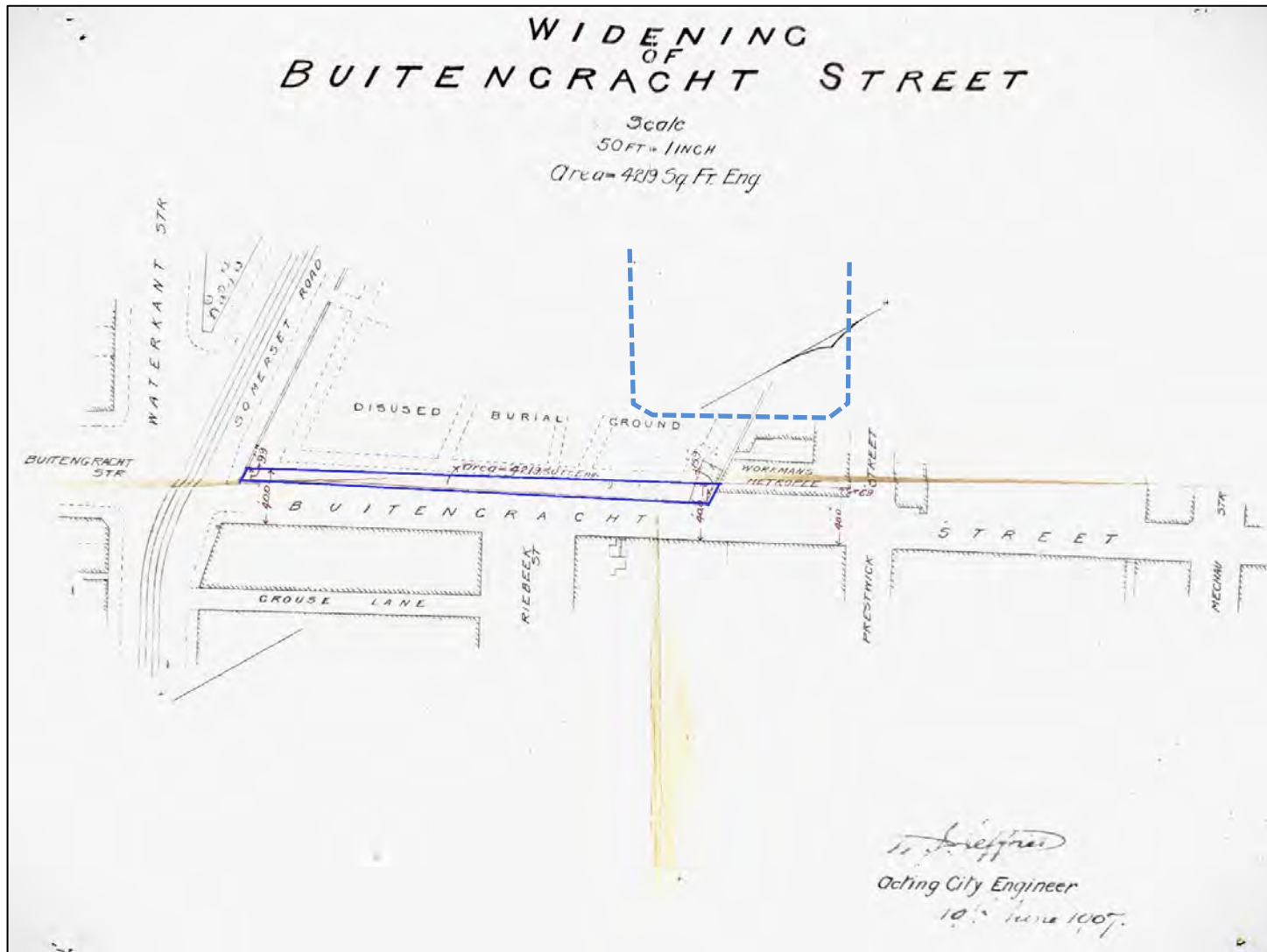
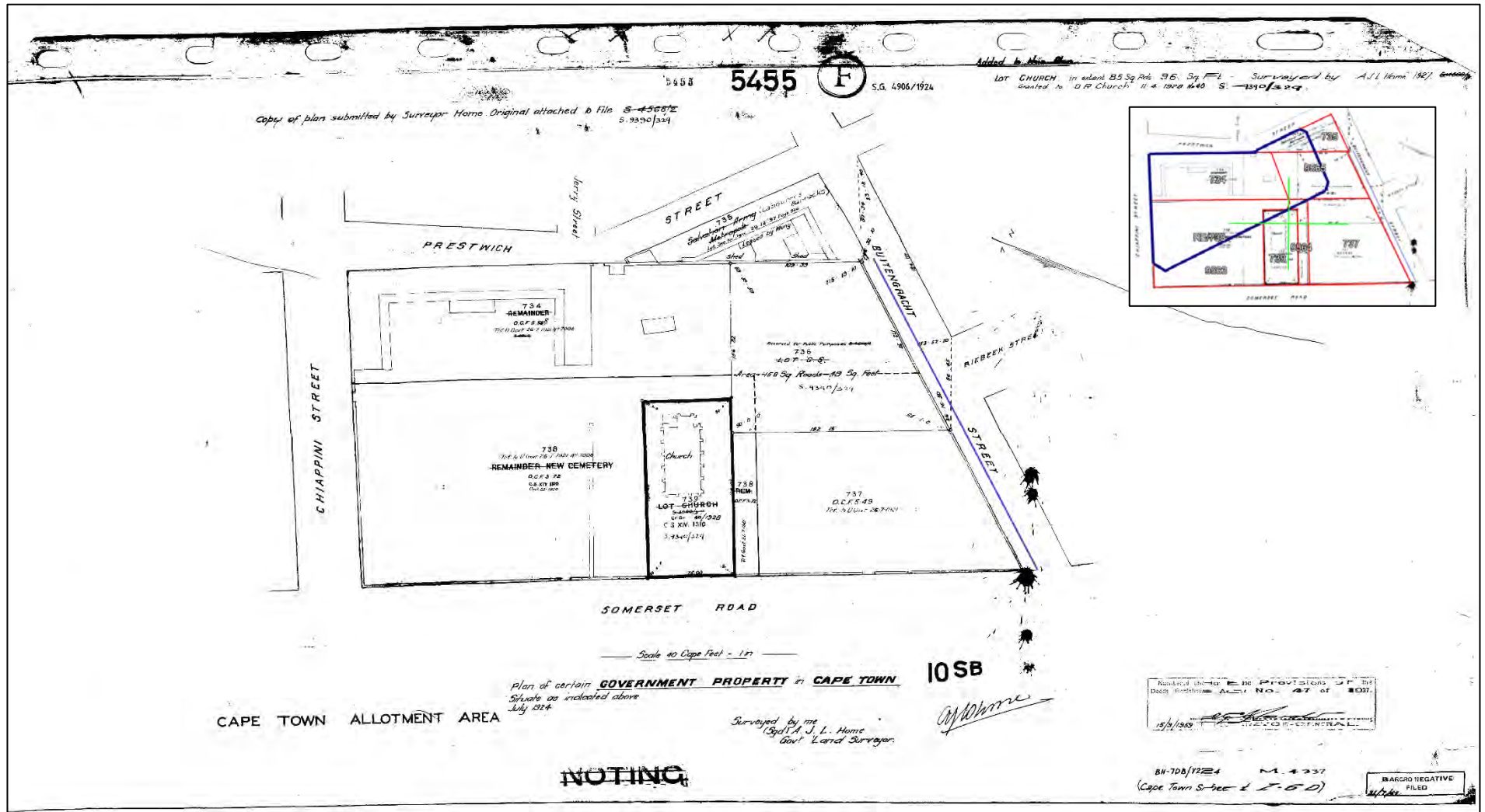


Diagram showing the area requested for road widening. An approximate position of the PPTL site closest to Buitengracht Str is shown by the dashed blue line. Only approximate as this drawing is difficult to overlay exactly on the current cadastral boundaries (possibly some warping when copied).

ANNEXURE 3.



1924 Surveyor General noting sheet describing the position of the church building. The small insert shows the actual PPTL site (blue) superimposed on the old cemetery. Current erven shown in red.

Annexure D: Archaeological Assessment



**ARCHAEOLOGICAL IMPACT ASSESSMENT OF THE
PROVINCIAL PAVEMENT TESTING LABORATORY (PPTL)
SITE, ERVEN 734-RE, 738-RE, 735, 737, 739, 9564 and
9565, CAPE TOWN, FORMERLY THE OLD DUTCH
REFORMED CHURCH CEMETERY, SOMERSET ROAD.**

Prepared for

Sarah Winter Heritage Practitioner
On behalf of

NM & Associates Planners and Designers
contracted by the
Western Cape Government
Western Cape Government: Department of Infrastructure

For inclusion in the HIA

February 2024



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1. INTRODUCTION	1
1.1 PPTL Conceptual development proposal	2
1.2 HWC requirements	3
1.3 Terms of Reference	4
1.4 The site (receiving environment)	4
1.4.1 Significant existing heritage sites in the immediate area	4
1.5 Photographs: Site and context	5
2. LEGISLATION	7
2.1 Heritage authorities.....	7
2.2 Grading of heritage resources	7
2.3 Consultation.....	8
3. METHODOLOGY	8
4. HISTORICAL DEVELOPMENT OF THE DRC CEMETERY AND SURROUNDING AREA	8
4.1 The background to burials in the Green Point area.....	8
4.2 The evolution the project site and surrounding areas	10
4.3 Closure and re-use of the DRC and other Somerset Road cemeteries	13
4.4 Exhumation of the Somerset Road cemeteries.....	16
5. PREVIOUS ARCHAEOLOGICAL WORK AT, AND IN THE VICINITY OF THE PPTL SITE	18
5.1 Work on the DRC cemetery.....	18
5.1.1 Archaeological trial holes on parts of Erven 737, 739, 9564 and 9563.....	20
5.1.1.1 Trial hole A - Inside erf 737	20
5.1.1.2 Trial hole B - Inside erf 737.....	20
5.1.1.3 Trial hole C - Inside erf 737	20
5.1.1.4 Trial hole D - South-west of the old Somerset Road alignment	20
5.1.1.5 Trial hole E - in the old Somerset Road alignment	21
5.1.1.6 Trial hole F - Inside erf 739.....	21
5.1.1.7 Conclusion	21
5.1.2 Hart 2014 – Archaeological trial holes on Erven 734-RE and 738-RE.....	21
5.1.2.1 Trial hole PTL1 – Erf 738-RE.....	22
5.1.2.2 Trial hole PTL4 – Erf 738-RE.....	22
5.1.2.3 Trial hole PTL2 – Erf 734-RE.....	23
5.1.2.4 Trial hole PTL3 – Erf 734-RE.....	23
5.1.2.5 Conclusions	24
5.1.3 Hart 2015 – Ground penetrating survey of Erven 734-RE and 738-RE.....	24
5.1.3.1 Conclusion	25
5.1.4 Erf 9565	26
5.1.4.1 Conclusion	26
5.2 Work on various sites around the DRC cemetery	26
5.2.1 Erf 735	26
5.2.1.1 Conclusion	27
5.2.2 Erven 9563, 9564, 739, 737 – sections below Somerset Road	27
5.2.2.1 Conclusion	27
5.2.3 Road reserve sections in Somerset Road, Chiappini and Hospital Streets	27
5.2.3.1 Conclusion	28
5.2.4 Erven bordering Prestwich Street adjacent to the PPTL site	28
5.2.4.1 Conclusion	28
5.2.5 Areas bordering Buitengracht Street	28
5.2.5.1 Conclusion	28
5.2.6 Summary	28
6. ARCHAEOLOGICAL IMPACT ASSESSMENT	29
6.1 Archaeological ‘impact’ with respect to development options.....	30

7. CONCLUSIONS	31
7.1 Green Point Protocol	32
8. RECOMMENDATIONS.....	32
8.1 Stakeholders.....	32
8.2 Exhumation.....	32
8.3 Permitting.....	32
8.4 Reburial and storage	32
8.5 Vaults	33
8.6 Headstones and Memorial stones and grave furniture.....	33
9. REFERENCES	33

1. INTRODUCTION

NM & Associates Planners and Designers along with an inter-disciplinary team of supporting professionals were appointed by the Western Cape Government: Department of Infrastructure, for the enablement of Erven 734-RE and 738-RE Cape Town and a Portion of the Buitengracht, Riebeeck and Somerset Street Road Reserves, namely Erven 735, 739, 9564 and 9565 (Figure 1a). The Provincial Pavement Testing Laboratory (PPTL) or Soils Lab as it is commonly referred to, is currently located on erven 734-RE and 738-RE Cape Town. The road reserve portions are in the process of being transferred to the Western Cape Government so that the properties can be developed together as a single consolidated site.

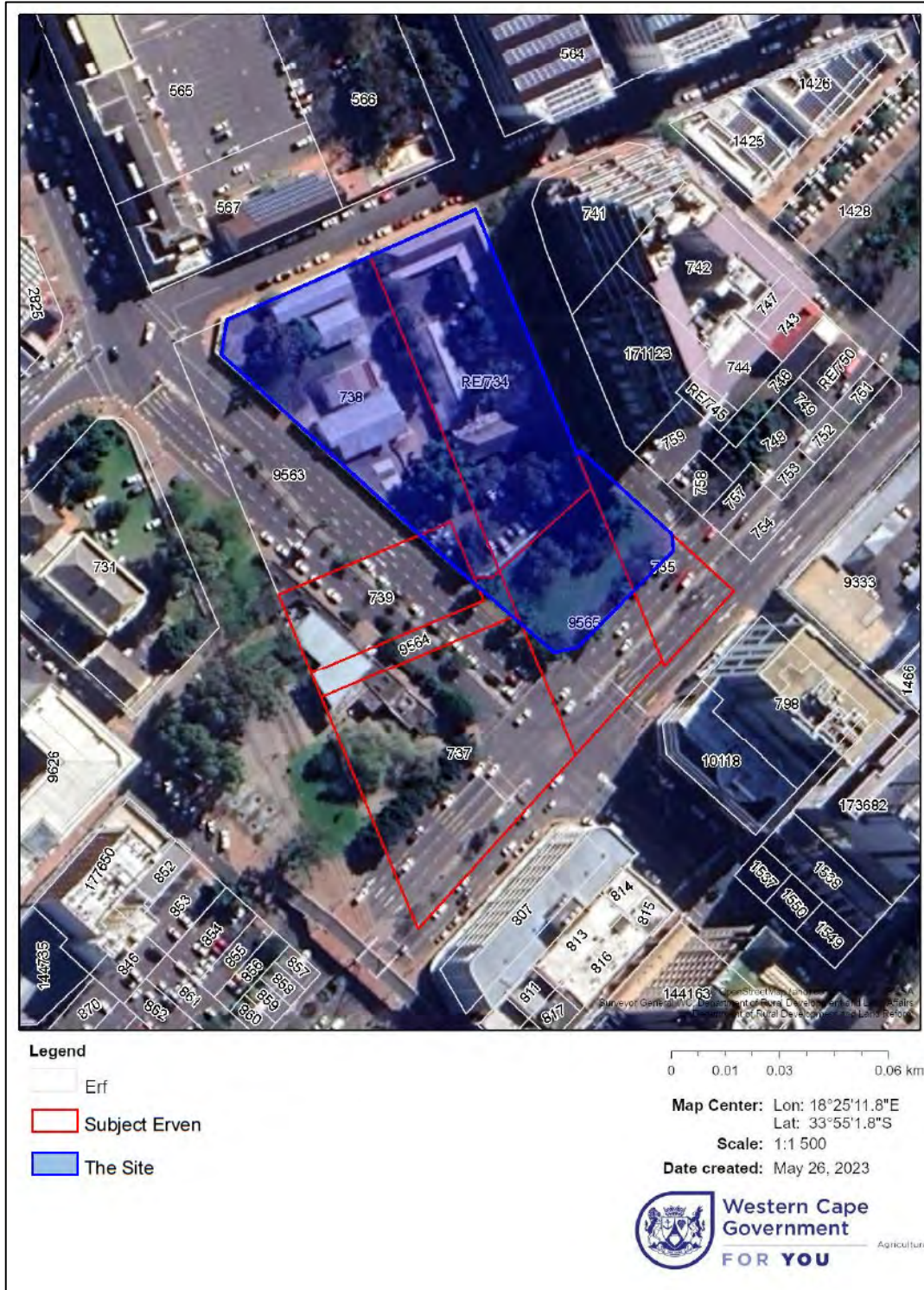


Figure 1a: Location and context of the various affected Erven (red), and the actual site indicated by the blue polygon situated on the corner of Buitengracht Str and Somerset Road (after NM & Associates 2023).

Table 1: Landowners and Property Extent

Property	Total extent (m2)	Development (+m2)	Owner
Erf 734-RE	2961	2961	Western Cape Government
Erf 738-RE	2535	2535	Western Cape Government
Sub-Total	5496	5496	
Portion of Erf 735	875.5	283	City of Cape Town
Portion of Erf 737	3373	2.5	City of Cape Town
Portion of Erf 739	1223	86	City of Cape Town
Portion of Erf 9564	468	61	City of Cape Town
Portion of Erf 9565	1718	769	City of Cape Town
Sub-Total	7657.5	1201.5	
Total area	13,153.5	6697.5m2	

The purpose of this report is to evaluate the site from an archaeological perspective considering other previous relevant desktop studies/excavations undertaken directly on the subject properties, or in the surrounding Prestwich Precinct, Foreshore Gateway Study area or proximate inner city or Central Business District. Of particular relevance is the program of test excavations conducted by ACO on some of the PPTL erven conducted in 2014.

1.1 PPTL Conceptual development proposal

This will be discussed in detail in the HIA and is summarised here.

The PPTL Conceptual Development Proposal retains the historic Soils Lab Building (a single storey building with a mini basement) around a soft landscaped courtyard and proposes a new building of approximately 4 to 12 storeys high (excluding the basement level) on the remainder of the developable area. A mix of land-uses will be provided on the site, including a residentially led land use mix for the proposed new building and repurposing of the historic Soils Lab Building for new uses.

The proposed new building envelope comprises an approximately 40 m high, 12-storey tower (including the roof services level and excluding the mini basement level) along Buitengracht Street, stepping down to 7-storeys along Somerset Road and then stepping down again to 4 storeys at the corner of Somerset Road and Chiappini Street. As a result of the need to set new buildings back from the Soils Lab and the challenging shape of the remaining developable area, the new building is arranged in an L-shape around the perimeter of the site. The new building is fragmented at ground floor to facilitate pedestrian thoroughfares.

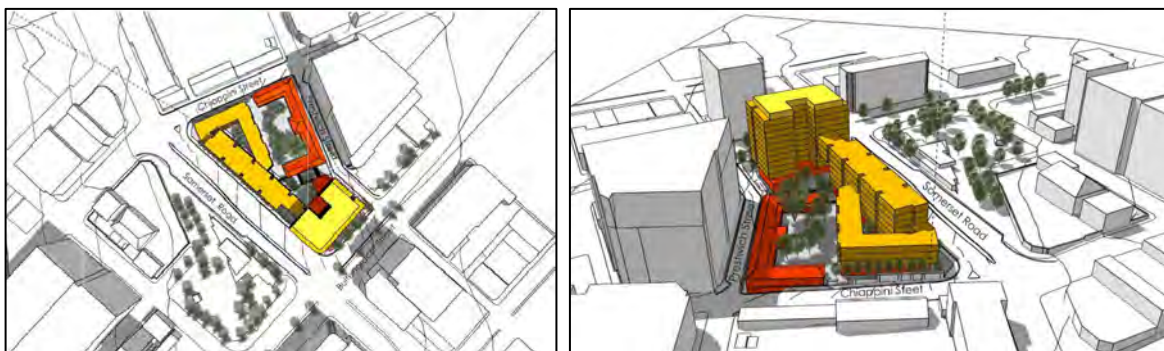


Figure 1b: Option 3 - conceptual layout, **Figure 1c:** Option 3 - 3D view.

The new building will provide approximately 310 residential units at the upper floors with business-related uses and residential support areas at the ground floor level. Refer to Table 2 for a breakdown of the proposed residential unit mix. The proposed residential unit mix comprises 39% affordable / social housing units, located in the Somerset Road/ Chiappini Street block, and 61% open-market units, located in the Buitengracht Street tower. The affordable / social residential units are predominantly 2-bedroom units while the open-market units are predominantly studios. The affordable residential units of the 4-storey building component are arranged around an external landscaped courtyard.

The new building is set back along its street edges to allow for trees within the site boundary, and at ground floor, the business areas are setback along Buitengracht Street and Somerset Road to create covered walkways.

The new building has a limited mini basement level associated with the tower. This basement is accessed off Prestwich Street and accommodates building and site services along with 15 parking bays to support the following:

Two loading bays are proposed along Prestwich Street and Chiappini Street to support the retail components of the proposal.

The historically significant Grade IIIA Soils Lab building is proposed to be retained and repurposed for retail uses at ground floor level and a co-working / office environment at the basement level. Other existing site features that are being retained and incorporated in the proposal include:

- the historical cemetery wall along Chiappini Street;
- the existing gate posts next to the Soils Lab on Prestwich Street,
- several existing trees associated to the Soils Lab, including a very tall Plane tree in the existing courtyard; and
- an established Peruvian Pepper tree along Somerset Road.

The space required around and above the Peruvian Pepper tree creates a break between the Buitengracht Street tower and the building along Somerset Road, allowing views into the internal court of the scheme.

The existing and proposed new buildings have a combined Gross Floor Area (GFA) of ±23 373 m². The business-related component (retail, co-working spaces, and community-type retail/offices for the Soil Lab) is estimated at ~3432 m² GFA.

1.2 HWC requirements

A NID was submitted to Heritage Western Cape (HWC) and was adjudicated on the 28th June 2023 and their response of 5th June 2023 specified that an HIA would be required as indicated the comment:

You are hereby notified that since there is reason to believe that proposed formulation of three development options within the parameters of the current Mixed Use 3 / General Business 7 zoning. The intention is to develop residentially led mixed use development with some commercial, retail, open space and a socially compliant housing component in accordance with government policy on Erven Remainder 734, 735, 737, Remainder 738, 739, 9564 and 9565, 33 Chiappini, Cape Town City Centre will impact on heritage resources, HWC requires that a Heritage Impact Assessment (HIA) that satisfies the provisions of Section 38(3) of the NHRA be submitted. Section 38(3) of the NHRA provides:

(3) The responsible heritage resources authority must specify the information to be provided in a report required in terms of subsection (2)(a), provided that the following must be included:

- (a) The identification and mapping of all heritage resources in the area affected;*
- (b) An assessment of the significance of such resources in terms of the heritage assessment criteria set out in section 6(2) or prescribed under section 7;*
- (c) An assessment of the impact of the development on such heritage resources;*
- (d) An evaluation of the impact of the development on heritage resources relative to the sustainable social and economic benefits to be derived from the development;*
- (e) The results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources;*
- (f) If heritage resources will be adversely affected by the proposed development, The consideration of alternatives; and;*
- (g) Plans for mitigation of any adverse effects during and after the completion of the proposed development.*

This HIA must in addition have specific reference to the following:

- Architectural Analysis*
- Archaeological Impact Study*
- Townscape and Streetscape Assessment*
- Visual Study*
- Socio-Historical Study*

1.3 Terms of Reference

The AIA should inter alia address the following:

- Review previous archaeological work on the site and surrounding areas;
- Review the available archival information to inform the archaeology;
- Identify gaps in the studies reviewed;
- Determine next steps, including further studies required, to support the proposed land use applications in order to obtain development rights for the subject properties;
- Identify measures to be undertaken to recover any human remains that may be found during work on the site.

The Archaeological Impact Assessment (AIA) will be integrated into the Heritage Impact Assessment (HIA) being prepared by Sarah Winter, along with the Archival study by Kathy Schulz and Social impact study by Melanie Attwell.

1.4 The site (receiving environment)

Some information adapted from the PPTL Contextual Analysis Report (NM & Associates 2023: 32-35). Contextual photos can be found at the end of this section.

The proposed development site is situated on the corner of Buitengracht Street and Somerset Road and bordered by Chiappini Street in the north and Prestwich Street in the east (Figure 1). Most of the site, with the exception of erf 735, was once part of the DRC cemetery. A series of photographs of the site and context is presented in sections 1.4.1 - 1.4.4.

Existing walls surrounding Erven 738-RE and 734_RE were erected at various times to respond to the changing uses of the site. Today they enclose the PPTL site while portions of erven 9565 and 735 are publicly accessible open space and form part of the Buitengracht road reserve. Worn pedestrian paths across the road reserve indicate pedestrian use to and from the CBD.

Some sections of the wall along Chiappini Str is likely to contain original fabric from the DRC cemetery but most other sections are more recent, related either to the original use of the Soils Lab building (Hospital annex or detention barrack?), or were erected after the re-alignment of Somerset Rd. Current vehicular and pedestrian access is via access-controlled entrances in the wall on Chiappini Str. Access points on Somerset Road and Chiappini Str are not in use.

Buitengracht and Somerset are major roads coming together at a very busy intersection while both Chiappini and Prestwich are narrower and carry less traffic generally. Buitengracht Street essentially defines the edge of the main CBD and both it and Somerset Road are of historical significance at a local scale. The original alignment of the southern section of Somerset Rd was altered in the 1970's to make a better connection to Buitengracht. This was a significant change to the local landscape and bisected the disused old DRC cemetery in the process.

The site today is largely open space with the Soils Testing Laboratory Building (originally an annex of the Old Somerset Hospital) with its west facing courtyard being the main structure occupying most of erf 734-RE. The building has a basement level along Prestwich which is accessed via a ramp at the southern end. A few other related prefab and more solid structures are found on Erf 738-RE. North and east Facades of the Soils Lab face directly onto Chiappini Street and Prestwich Street respectively.

The 'Quayside' building adjacent to the site, 'The Capital' and '177 on Strand' are the highest developments in the vicinity at over 15 storeys and have broken the pattern of lower 5 to 7 storey buildings which dominate the band of development along the Somerset Road Corridor.

1.4.1 Significant existing heritage sites in the immediate area

Prestwich Memorial / St Andrews church space (including parts of the "Fan Walk"), Salesians Institute (originally the old military (1721) and later Catholic (1840), and Scottish (Presbyterian) Church (1833) cemeteries.

1.5 Photographs: Site and context

Soils Laboratory building and Prefabs, entrance on Chiappini Street and open spaces inside the site



Soils laboratory building street edge and entranceway off Chiappini Street and Boundary walls and open spaces outside the site along Buitengracht Street



2. LEGISLATION

The National Heritage Resources Act, No. 25 of 1999 (NHRA) (Section 38 (1)) makes provision for a compulsory notification of the intent to develop when any development exceeding 5000 m² in extent, or any road or linear development exceeding 300 m in length is proposed.

The NHRA provides protection for the following categories of heritage resources:

- Cultural landscapes (Section 3(3))
- Buildings and structures greater than 60 years of age (Section 34)
- Archaeological sites greater than 100 years of age (Section 35)
- Palaeontological sites and specimens (Section 35)
- Shipwrecks and aircraft wrecks (Section 35)
- Graves and graveyards (Section 36).

Prior to development (the extent of which is described in Section 38 of the NHRA), the person who intends to undertake the development must notify the South African Heritage Resources Agency SAHRA and/or Heritage Western Cape (HWC) at the very earliest stages of initiating such a project of the location, nature, and extent of the development. Section 38 (2a) states that if there is reason to believe that heritage resources will be affected then an impact assessment report must be submitted.

2.1 Heritage authorities

HWC is the relevant Provincial Heritage Resources Authority (PHRA) with respect to this application.

SAHRA is responsible for Grade 1 heritage resources and delegates in provinces where no Provincial authority has been established. After the promulgation of the NHRA (1999), all former Grade 1 National Monuments reverted to Grade II Provincial Heritage Resources and the PHRA's are responsible for their management and protection. Recently, a Memorandum of Understanding (MOU) between SAHRA and HWC has seen HWC taking over the management of human remains in the western Province.

As there are no Grade 1 heritage resources identified for the proposed project, SAHRA has no part to play in this application.

2.2 Grading of heritage resources

The significance of heritage resources is assessed according to the grading criteria established by the National Heritage Resources Act, No 25 of 1999. The grading system in Table 3 is currently applied by HWC.

Table 2: Grading of Heritage Resources (only categories I, II and III are defined in the NHRA), but Heritage Western Cape have introduced additional categories under III).

Grade	Level of significance	Description
I	National	Of high intrinsic, associational and contextual heritage value within a national context, i.e., formally declared or potential Grade 1 heritage resources.
II	Provincial	Of high intrinsic, associational and contextual heritage value within a provincial context, i.e., formally declared or potential Grade 2 heritage resources.
IIIA	Local	Of high intrinsic, associational and contextual heritage value within a local context, i.e., formally declared or potential Grade 3a heritage resources.
IIIB	Local	Of moderate to high intrinsic, associational and contextual value within a local context, i.e., potential Grade 3b heritage resources.
IIIC	Local	Of medium to low intrinsic, associational or contextual heritage value within a national, provincial and local context, i.e. potential Grade 3c heritage resources.
NCW		Not conservation-worthy - The Heritage Authority has applied its mind, and the resource does not have enough heritage significance to be included in the National Estate. i.e., Insufficient Heritage Significance or "Ungradeable". This category is important as not all old places or structures are significant in terms of the NHRA.
Not yet graded		The Heritage Authority has not yet applied its mind in order to determine a grading for the resource or there is not, yet sufficient information to determine the grading.

2.3 Consultation

In their response to the NID (Appendix C) HWC specified inter alia that the comments of relevant registered conservation bodies, all Interested and affected parties, and the relevant Municipality must be requested and included in the HIA where provided. Proof of these requests must be supplied.

3. METHODOLOGY

This report is a desktop archaeological study that relies heavily on the existing archaeological and historical information accumulated during the many heritage studies compiled for projects in the area and reviewed in a separate section of this report. Archaeological monitoring and excavation means that primary observations are available, which includes trial excavations done in 2014 (Hart 2014) on sections of the PPTL site. Archival and archaeological observations are presented to assess historical features in relation to the present urban landscape in order to understand possible archaeological risks and opportunities at the proposed development site. A great deal of information was accumulated for the Green Point Burial Grounds project funded by the National Lottery Distribution Trust Fund (now in the ACO Associates archive) and is encapsulated in the book by Malan et al (2017) which is a valuable source for context and understanding the historical layering of burials in the area. The evolution of the Green Point area is documented in detail in Hart and O'Donoghue (2021). The Social studies compiled specifically for the PPTL site by Schulz (2023) and Attwell (2024) have been useful, as is the report on the Heritage Design Indicators for the PPTL site (Wilson 2023). Wilson's report is included as Appendix D as this describes the heritage indicators.

4. HISTORICAL DEVELOPMENT OF THE DRC CEMETERY AND SURROUNDING AREA

4.1 The background to burials in the Green Point area

The first Dutch Reformed Church graveyard in Cape Town was centrally placed within the church walls of the Moeder Kerk built in 1702, located now off Adderley Street in the central city (Schulz 2023:3).

The precedent set by the VOC (Verenigde Oostindische Compagnie / Dutch East India Company) for first using the sandy dune environment on the north-western side of the city as a burial area for the military in c1714-1720 was continued when a grant of land was made to the Dutch Reformed Church for use as a cemetery in 1755 due to the original graveyard having reached capacity after a period of high mortality (Schulz 2023:4). Formal burial sites such as the Military cemetery and DRC cemetery being added alongside and in all likelihood over the existing unofficial burial areas (Malan et al 2017:53). It is likely that numbers of pre-colonial burials would have existed here and were disturbed or even may still exist alongside later burials, like those documented at the Cobern Street site which radiocarbon dating has proved precede the colonial period by at least a thousand years.

Later followed the expansion of multi-denominational burial grounds to the north-west along Somerset Road as far as Ebenezer Road, and to the east in places up to Port Road. The locations of a number of the cemeteries and sites discussed here are shown in Figure 2. The English Church cemetery was granted in 1832 to the trustees of St George's church while a piece of adjacent land to the north was granted to the Ebenezer Church in 1840. This land had previously been used to bury paupers from the (old) Somerset Hospital, and convicts. (Malan 2017:29). Land was also given to the Lutheran Church in 1833.

Land was granted to the Presbyterian and Catholic Churches in 1833 and 1840 respectively, with the Catholic Church being granted 75 percent of the VOC military graveyard and the remainder being retained by the old Somerset Hospital (Malan et al 2017:30).

An area of unofficial cemeteries was already in use in the area around the Military cemetery. A very extensive "Paupers burial ground" was located in the area to the south-east of Portwood Ridge, within the area later used for harbour expansion (Halkett 2000, Malan et al 2017:70). The use of all these areas for burial was two-fold – the availability of suitable deep, sandy dune conditions, and the open space in a semi-remote location relative to the newly established town at that time.

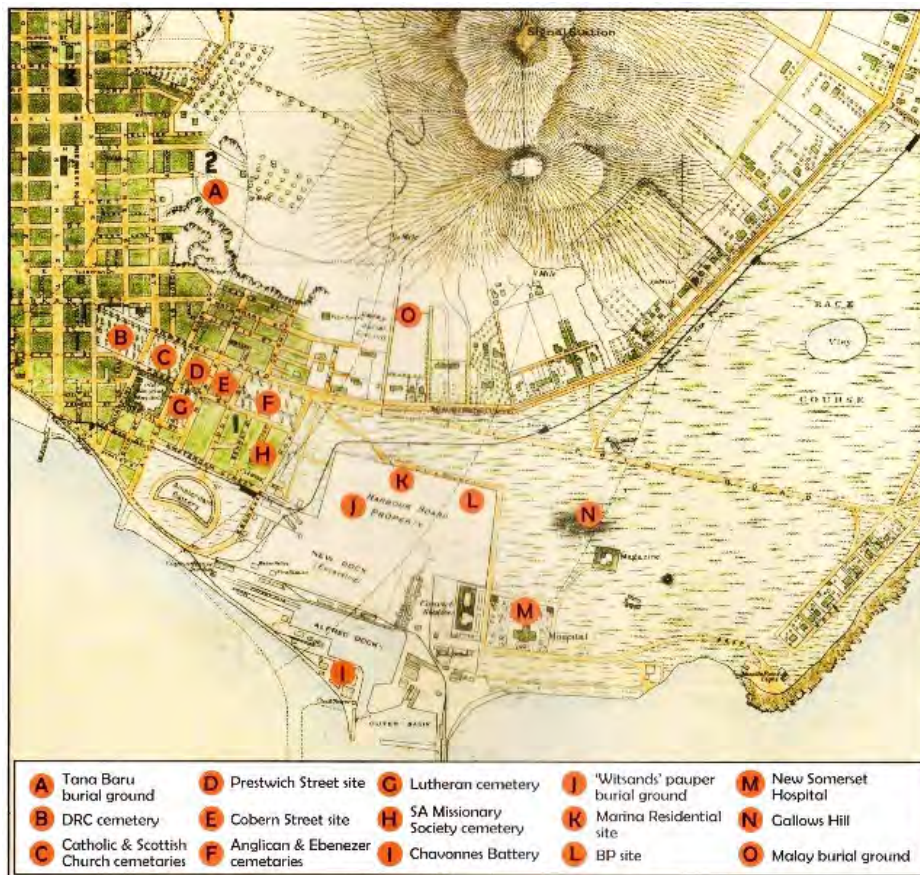


Figure 2: Cemeteries and burial sites in Green Point (After Malan et al 2017:56).

When the authorities had first designated this area for burial, they could not have foreseen the growth of the town and its population which occurred through the 18th and 19th centuries. In addition to the normal rate of mortality, the graveyards came under severe pressure during the first half of the 18th century with the outbreak of smallpox. New land had to be allocated to bury the victims of the disease. (Halkett 1995a:3)

Increasing urban expansion into the area however resulted in all of the formal cemeteries being closed for health reasons by ~1900, and human remains at those sites were exhumed and moved to Maitland by the mid 1920's (Halkett 1995a,b; Halkett et al 2008).

Many citizens had for years not qualified for internment in the official cemeteries due to religious beliefs or social standing (or to avoid paying for burial) and probably far outnumbered the formal burials. The attitude of the authorities to these extensive unofficial cemeteries is demonstrated by the fact that those areas were never subject to the same legislated exhumation process of the formal cemeteries. As a result, many burials that are still uncovered at sites in the area such as the so-called Prestwich Place site and the Cobern Str site, as well as at a number of Erven and below many streets relate to the former unofficial cemeteries.

It is a fact that burials were still taking place outside the formal sites as late as 1819, since complaints were lodged with the Burgher Senate in that year (Cox 1999). Prompted by such complaints, it was declared in that year that no further informal burials would be permitted in the area (Murray 1964:22 in Malan et al 2017:31). Since these informal burials lay outside the clearly demarcated and controlled formal burial areas, the majority were bypassed during the formal exhumation processes and relocation procedures of the late 19th - early 20th centuries. The remains that are often found in the course of development in the area, come from these extensive unofficial burial sites, e.g. the well described "Prestwich Place" site (Hart 2003, Malan et al 2017: 81) and the "Cobern Street" sites (Cox 1999, Malan et al 2017:55).

Archaeological assessment of some of the formal burial sites has indicated that while there is clear evidence of the exhumation process having occurred, occasional skeletal remains or bodies are still found. These may have been burials that predated the use of the formal cemeteries, and hence were

not identified, or perhaps were simple graves with non-permanent grave markers that had disappeared prior to the exhumations or missed by a less than perfect exhumation process.

It was custom, in the DRC cemeteries, to re-use a burial plot on a 15-18-year cycle and in the early years of the settlement, the bones from re-used graves were stored in a charnel house¹. Single graves were dug to a depth of between 4 and 5 feet and could only be disturbed after 15 years. The cemetery contained 392 privately owned vaults and sites for vaults. In 1862, the Consistory decided not to build any new vaults above ground, and so all new vaults had to be subterranean (CCP 1/2/2/1/22 A2 1875. in Hart 2005:7).

4.2 The evolution the project site and surrounding areas

As described earlier, a precedent for burials in the sandy dune environment to the north of the town had been set early on. The proximity of the new formal cemeteries to the informal, can be deduced from a detail section of Schumacher aquarelle of Table Bay c1777 showing the DRC cemetery, the Military/Soldaaten cemetery and the graves of people buried outside the enclosed cemeteries (Figure 3. Source: Comprehensive atlas of the VOC in Hart 2021:15, see also Malan et al 2017:20 and Wilson 2023:1). Further confirmation of the situation is in the writing of the traveller Robert Semple who remarked of the Somerset Road burial grounds in 1805: *“The slaves’ burying ground is close by the road, and perfectly open; beside it, near to the town, are two burying places belonging to particular inhabitants and walled around”* (Semple 1805 in Schulz 2023:4). Walled cemeteries he is referring to are the DRC cemetery and the Military cemetery.



Figure 3: Detail of Schumacher aquarelle of Table Bay c1777 showing the DRC cemetery (right), the Military/Soldaaten cemetery (left) and the graves of people buried outside the enclosed cemeteries (far left) (source: Malan et al 2017:20)

A series of maps from later times is presented to show the military cemetery (c1720) and the DRC cemetery (1755-1802) in relation to the expanding town. A red polygon indicating the PPTL site has been to all these historical maps for reference included in the polygon is a triangle of land (erf 735) that was never part of the formal DRC cemetery but may contain some burials if the findings of Morris (1981) and Gribble and Euston Bown (2023) are anything to go by. The maps presented are a small selection to indicate the expanding town and many others do exist.

Sections of the Brink map of 1767 (Figure 4) and the Scherper map of 1785 (Figure 5) shows the military cemetery and the configuration of the DRC cemetery as it was when granted in 1755 outside of the town. An annotation on the Scherper map to the north-west of the military cemetery reads “Slaawin Begraaf Plaats” which is where sites such as Prestwich Place and Cobern Str were later uncovered.

¹ There is no indication on any known plans that indicates where this was located though two small structures can be seen in the nw and sw corners of drawings and maps (eg Figures 3-5).

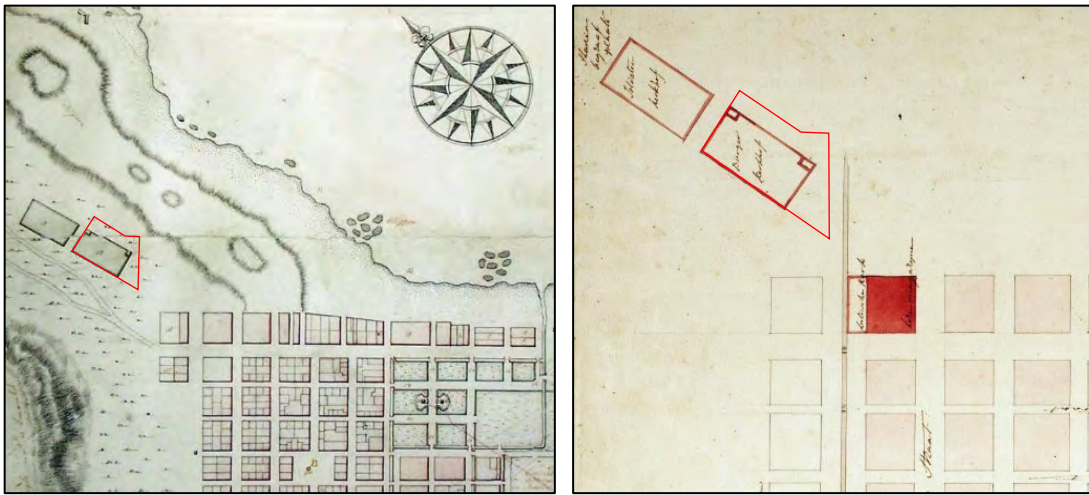


Figure 4: Part of the Brink map of 1767 showing the military cemetery established in c1720 (upper left) and the configuration of the DRC cemetery as it was when granted in 1755 (red polygon indicates the PPTL site). **Figure 5:** A portion of the Scherper map of 1785 showing the Military cemetery (upper left) and Dutch Reformed Church cemetery (upper right). The Lutheran church is marked in red and the alignment of the “Buitengracht” is clearly marked.

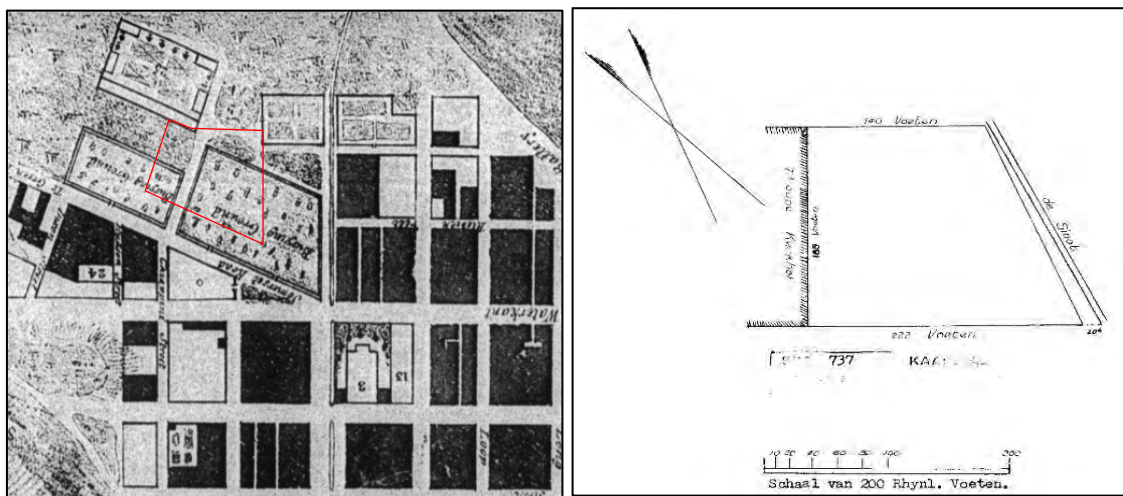


Figure 6: George Thompson's Plan of Cape Town and its Environs c1823. **Figure 7:** The SG diagram of erf 737 (SG 50/1801).

George Thompson's Plan of Cape Town and its Environs c1823 (Figure 6) shows that by this time, the town had expanded somewhat, and the Dutch Reformed cemetery had been enlarged by the additional two land grants of 1801/1802, and now extended as far as the “Buitengracht”. The Old Somerset Hospital can be seen to the north-east of the Military cemetery, while blocks to the north-west of the town beyond the Buitengracht were being developed. The SG diagram of erf 737 (SG 50/1801) (Figure 7) shows the piece of land measuring 236 Square Roods 44 Square Feet that was granted in 1801 to the Church Council of the Dutch Reformed Church (Collegie van Kerkraaden) to the south-east of the old burial ground (erf 738). In 1802, a second piece of land to the north-east was also granted (erf 734). The south-eastern edge of the DRC cemetery now assumed an angled edge bordering on the “Buitengracht”.

By the time that the Snow Survey was completed in 1862 (Figure 8), development of the area had taken on the form that we can still easily identify in the cadastral divisions of today. By this time, some informal burial sites had certainly been disturbed and/or covered over by new development. The Wilson town plan of 1872 (Figure 9) shows the cemetery enclosed by increasing development. The old Somerset Road alignment is very clear on this plan as is the constriction of the lower part of Buitengracht Street. Cemetery layouts are shown in some detail. Similar development is shown on the Thom plan compiled between 1892 and 1900 (Figure 10). The first aerial photograph dates to 1926 (Figure 11) when use of all of the cemeteries had ceased. The new annex building of the Old Somerset Hospital and the new St Stephen's Dutch Reform Church.



Figure 8: Part of the Snow Survey of 1862. **Figure 9:** A part of the Wilson town plan of c1872.

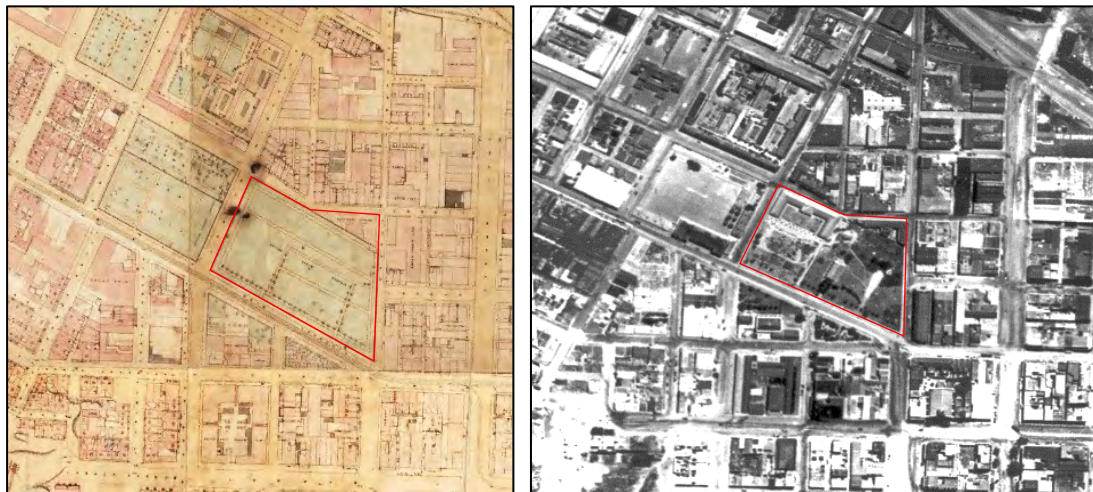


Figure 10: From the Thom plan of the city (west) 1892-1900. **Figure 11:** 1926 aerial photograph showing new buildings on the DRC site. The new church on erf 739 is also clearly visible, as is the Salvation Army building on erf 735. The narrow width of Buitengracht Street north of Waterkant Street is all too evident. All the formal cemeteries had been long closed by this time, and some exhumed. Development of the Dutch Reformed cemetery and Old Military cemetery has already occurred.

Further developments on the DRC site and the changing urban landscape can be seen in Figures 12-15. The changes are well described in Attwell (2024) and Wilson (2023: Appendix D this report) and are not repeated here. Suffice to say, that some disturbance of human remains did result from subsequent developments on the site. Those disturbed human remains consist of scattered bone that escaped removal, or whole or partial burials that for various reasons were missed.



Figure 12: 1935 aerial photo (CoCT map viewer). The church on erf 739 and Salvation Army building on erf 735 are visible, and other uses of the DRC site are also evident. **Figure 13:** 1971 aerial photo (CoCT map viewer) Salvation Army building and church still standing.



Figure 14: 1981 aerial photo (CoCT map viewer) showing construction on the new Somerset Road alignment and widening of Buitengracht Street. Both the church on the DRC and the Salvation Army building have been demolished. **Figure 15:** 1984 aerial photo (CoCT map viewer) New Somerset Rd alignment and Buitengracht widening are already well established.

4.3 Closure and re-use of the DRC and other Somerset Road cemeteries

There was growing unease about the cemeteries being in proximity of the expanding town and in 1853, the Surveyor General, Charles Bell wrote a report on the status of the Somerset Road burial grounds. In it he referred to the *'unwholesome and indecent mode of internments necessitated by the crowded state of the ground'*. He recommended that additional ground be found, *'with a common substantial wall leaving interior division, when necessary, to be constructed by the parties requiring the separation'*². In 1875 a Select Committee was appointed to report on the state of the cemeteries along Somerset Road with the view of closing these cemeteries and opening a new general public cemetery in Maitland. It was found that the cemeteries were in an unhygienic condition and that the Dutch Reformed Church (DRC) cemeteries were in a deplorable state, with only the paupers' burial ground at White Sands being in a worse condition. Furthermore, the cemeteries were as little as 50-60 feet away from private residences³.

In line with further Medical Officer reports compiled during the 19th century and in terms of the **Public Health Act No 4 of 1883**, Maitland cemetery was officially opened for burials, and a proclamation dated 15th January 1886 saw the closure of the Somerset Road burial grounds (Schulz 2023:4).

In 1896, ten years after the closure of the cemeteries in Somerset Road, the DRC made application to the Court for a change of land use as they wished to build a Huguenot Memorial on a portion of their now disused cemetery (Hart 2005:7; Schulz 2023:5). It transpired however that it was impossible to alienate the land as the title deeds were granted for a specific use and the DRC was advised to petition the Supreme Court⁴.

The issue surrounding the alienation of the disused cemeteries along Somerset Road was again taken up after the outbreak of the plague in the early half of the 20th century. In a report to the Colonial secretary on the status of suburban cemeteries, Dr. A.J. Gregory, the Medical Officer of Health suggested that the cemeteries be levelled and laid out as public parks⁵. In concluding his 14-page report he wrote:

"I should like to draw attention to the advisability of transforming the old cemeteries in Cape Town lying alongside the Somerset Road into Public Gardens. These burial grounds have now been closed for ten years (since 15th January, 1886); much of the personal sentiment attaching to the graves has either died with the relatives and friends of the persons whose bodies they enclose, or has evaporated by process of time, so that these cemeteries are fast falling into disrepair and disorder. The practice of converting

² CTAR: CCP.2.2.2.38. Appendix A

³ CCP 1/2/2/1/22 A2 1875. In Hart 2005:6

⁴ LND 1/798 L13827. In Hart 2005:7

⁵ LND 1/798 L13827. In Hart 2005:7

old burial grounds into Public Gardens and recreation grounds is at present being largely carried out in London, and with the happiest results. In the case of the cemeteries on the Somerset Road the vaults would require special treatment." signed 'Health Branch, Colonial Secretary's Office'.

Presumably, the special treatment referred to meant exhumation and the other processes attached thereto (Schulz 2023:5).

The question of the need for action, with a view to the disposal of these old Burial Grounds, was raised by an Advisory Board in March 1901, specifically to address issues in connection with burials following the outbreak of Bubonic Plague. They found that the cemeteries were being put to various insanitary uses constituting a serious menace to the public health⁶.

In 1902, the Colonial Secretary Graham approached the various churches to request that they give up their burial grounds for use as open spaces. Following a well-attended meeting with people who had a vested interest in the DRC burial ground, a resolution was passed '*leaving the matter entirely up to the Consistory*'. The Consistory were keen to build a new church on part of the disused land but had not yet made final decisions on the matter. Relatives were duly encouraged to move and re-inter the remains of family members buried in the cemetery, to either Mowbray or Maitland, and many families complied. Re-internments were carried out by firms of undertakers in Cape Town with permission from the Department of Public Health, which in turn was sanctioned by the Colonial Secretary's office⁷.

In April 1904, a Select Committee⁸ was appointed by order of the Legislative Council to obtain the opinions of the various owners of land in the Somerset Road burial precinct with respect to expropriating all the burial grounds and converting the land to an open park area. The Cape Town City Council was in favour of such a plan but had not sufficiently consulted with the various church groups, which was to prove problematic (Schulz 2023:5).

Evidence was called from Church Ministers who appeared before the Committee (consisting of Messrs. Graham, de Smidt, du Toit, Sir H. Stockenström and Mr Wilmot (Chairman)). It was noted at the onset of the enquiry that:

1. *Your Committee, having considered the entire evidence, is satisfied that some definite changes are at once necessary, in the public interests, with reference to the various Burial Grounds in and near Somerset Road, Cape Town, wherein for years past burials have ceased.*
2. *In all cases the grants of land were given in freehold, in perpetuity, and for burial purposes.*
3. *The South African Missionary Society was allowed to sell its burial ground, which is now owned by private individuals and used for storing timber.*
4. *The plan will show that the burial grounds are not all together – one indeed is situated close to the former Amsterdam Battery.*
5. *The DRC, in accordance with legal advice, called a meeting of all concerned and obtained consent to vest the land in the Consistory, who hold it is at their disposal, and that it would be grossly unjust to wrest it out of their hands – of course, in this case, as in others, large expenditure has taken place on the ground, walls etc. In the case of the Lutheran Church alone it is stated to have amounted to £6,500.*
6. *The Scottish, Lutheran and Ebenezer churches are all willing, at their own expense, to remove, reverentially the remains of the dead, and place them in the new Cemeteries. They consider that the disposal of the land purely for Church purposes, or Church funds, should remain in their own hands.*
7. *The Roman Catholic Church, with the consent of all concerned, desires reverentially and at their own expense, to remove the remains of the dead to a new Cemetery and use the ground for the construction of a Salesian Institute for the purpose of teaching white waifs and strays, irrespective of creed, various trades and thus converting them into good citizens.*
8. *The Church of England does not desire the removal of the remains of the dead from their cemetery and expresses a wish that the entire area should be converted into a Public Park or garden. The Dean of Cape Town is in favour of its being used as a playground, but the Archdeacon of the cape is not of the same opinion.*

⁶ CTAR: CCP.2.2.2.38. Appendix A

⁷ CTAR: MOH 145. In Schulz 2023:5

⁸ The Select Committee of Enquiry was called in response to a Petition submitted by the Consistory of the DRC, in opposition to any assumption of the property known as the Burial Grounds, Somerset Road, Cape Town, for Public Parks or other purposes (Rubin 2023:10 Annexure 1).

9. *The Town Council of Cape Town has come to a definite conclusion without apparently giving full opportunities to the various Churches for laying their cases before them. They desire to convert all the burial grounds in(to) open spaces for the people.*
10. *Under all circumstances your Committee recommend that a Bill be introduced by the Government this Session, conferring full powers upon His Excellency the Governor in Council to adjudicate upon the entire subject within six months from the date of promulgation of the said Bill.*

*Signed A. Wilmot. Chairman,
Committee Rooms,
Legislative Council, 21st April, 1904.*

When Reverend A.I. Steytler, Minister of the DRC, was questioned, his express wish was that the DRC be allowed to make decisions about what should happen to the land in question. He stated that many families had already re-interred vault remains at the Maitland and Mowbray Cemeteries when the DRC was considering erecting the Huguenot Memorial in 1896. He pointed out that while Government had prohibited burials in Green Point, the land still vested in the name of the DRC as granted by Government. He also mentioned that 62 burial plots in Somerset Road had never been utilised for burials.

The DRC wanted to retain rights to dispose of the land and would clear the burials themselves. The English church wanted to leave their burials and landscape the land above by either creating a park or other public playground. Briefly summarised, The Select Committee's findings recommended that Parliament pass a bill to enable government to recover rights to the land from the churches (ibid:6).

To enact this recovery of land rights, **Act No. 28 of 1906** to be known as the **Disused Cemetery Act** was passed in Parliament. The Act applied to all the registered burial grounds in the Somerset Road area (ibid:6; Hart 2005:6).

This Act allowed for the re-use of old cemeteries for purposes other than burial; but restricted use to the erection of churches, schools, or other charitable institutions or for use as open spaces or parks. If the land was still un-appropriated after one year, the Municipality would be permitted to take control and the land would be converted into public spaces. According to the Act, the human remains, headstones and memorial stones were to be removed to the general cemetery at Maitland at the cost of the Government. A list of the headstones and memorial stones had to be made available for public inspection for at least six months after the removals (Hart 2005:6).

By 1907, the Lutheran and Presbyterian burial grounds had been exhumed by the Municipality, using hired labour⁹. The process of moving the remains to Maitland was completed in April 1909¹⁰. the Roman Catholic cemetery was included (Hart 2005:7)¹¹.

On 6th June 1907, the DRC authorities indicated that in terms of the provisions of the Disused Cemeteries Act of 1906, they wished to erect a Church on a portion of the burial ground vested in them (erf 739). Plans were duly submitted to Municipality and accepted¹². The new church building was completed in 1908 (Wilson 2023:2). After the Municipality bought the remaining DRC cemetery land in terms of Ordinance 23 of 1920, the DRC was permitted to lease the church for a period which was further negotiated and resolved after 1928 (ibid:2) see below).

In this same year, the Buitengracht Street improvement plan was proposed to widen the lower end of Buitengracht Street by 40 feet. After consultation with the City, the DRC agreed to hand over a strip of land required for the widening on condition that the City Council would erect a suitable iron boundary fence along the new edge and undertook the expense of removing all remains and headstones in that area (estimated to be 54 graves). Approval to undertake the necessary work was granted by the Town Clerk in August 1907(ibid:6).

As it was clear that the remaining cemeteries would have to be dealt with, legislation in the form of **Ordinance 23 of 1920** was passed to make provision for the purchase and appropriation of certain

⁹ CTAR: PAS 2/1064 (L18/1/132). Lutheran Church 333 coffins, Presbyterian 39

¹⁰ CTAR: 3/CT. 4/2/1/85 in Schulz 2023:7

¹¹ PAS 2/1064: Ordinance 23 1920; Letter dated 14/09/1920

¹² CTAR: 3/CT 4/1/1/28 in Schulz 2023:6

disused cemeteries in Cape Town, to be used for purposes other than burials¹³. This empowered Government to purchase the land granted to the Dutch Reformed Church (DRC) for burial purposes in 1755, 1801 and 1802, as well as the cemeteries of the St George's (Anglican) Church and the Ebenezer Church. By this date, these three cemeteries were the only ones that had not been exhumed in terms of Act 28 of 1906). The DRC were to be paid £11,500 on promulgation of the ordinance as compensation based on the value of extant buildings (including the new church) and the extent and value of the land (Schulz 2023:7). In terms of Ordinance 23 of 1920, the DRC transferred Erf 739¹⁴ and Erf 737 to the Government of the Union of South Africa in 1921¹⁵.

Erf 737 was granted in 1801 to the Church Council of the Dutch Reformed Church (Collegie van Kerkraaden) following their successful application for land to enlarge the cemetery and the land functioned as a cemetery until 1921 when the Consistory of the DRC sold the land to the Government of the Union of South Africa¹⁶.

Erf 739 with its church was regranted to the DRC in 1928 despite having been sold to the government in 1921. In 1952 the land was transferred to the St Stephen's Congregation with the condition that should the land be needed for public use, it could be repossessed by the Governor-General. The land could subsequently only be sold to a member of the White race group¹⁷. Erf 739 remained in use until 1967, at which point it was sold to the Municipality of Cape Town¹⁸.

Other sites which saw development in line with the provisions of the Disused Cemeteries Act of 1906 included the Lutheran cemetery where the Parker and Forsyth designed West End Public School (now Prestwich Street Primary) was built in 1910. In that same year, the Salesians obtained rights to build a school on the site of the Catholic cemetery and military burial ground and commissioned the architects MacGillivray and Grant to design the Salesian Institute building (Attwell 2024:52, Malan et al 2017:40).

4.4 Exhumation of the Somerset Road cemeteries

The SA Missionary Society burial ground had already been cleared for redevelopment in 1900. Between 1907 and 1909, the Lutheran, Presbyterian and probably Roman Catholic cemeteries had been exhumed by the Municipality using hired labour and sometimes with the assistance of free convict labour from the nearby Breakwater Prison (Malan et al 2017:40) and the remains moved to Maitland. By 1920, only the DRC, St George's (Anglican) Church and the Ebenezer Church had not been exhumed in terms of Act 28 of 1906. Parts of the DRC cemetery are believed to have been exhumed by that time. When the new church was built in 1908 the site was probably cleared, although a letter dated 15 April 1921 indicates that a space of 10 foot surrounding the church as well as a path leading towards the Somerset Road entrance was left un-exhumed¹⁹. Similarly, the 40-foot-wide strip of land on the southern end of the DRC cemetery affected by the Buitengracht Street improvement plan is believed to have been exhumed, though in both cases, no information is available that details where the remains were re-interred.

In July 1920, to assist the planning of the exhumation process, the Secretary of the DRC sent a diagram to the Register of Internments showing the layout of all burials which had taken place on the church's land as specified in the Schedule of Act No. 28 of 1906. As the document formed part of the Archives of the Church²⁰, he had specifically requested that it be returned. Unfortunately, despite attempts to locate it by several researchers, no trace of this diagram can be found in church records or at the archives (Schulz 2023:8).

A public notice was published on 15th July 1920, giving relatives the opportunity to remove any remaining headstones and remains at their own expense:

¹³ The Disused Cemeteries Act No. 23 of 1920, repealed Acts Nos. 28 of 1906 and 28 of 1909.

¹⁴ The Hart report says erf 738, but we think it should read erf 739?

¹⁵ TD 7006 26/07/1921

¹⁶ TD 7006 26/07/1921). In 1975, the land was regranted to the Municipality of Cape Town (TD 2128 2/02/1975)

¹⁷ TD 14545 1952 in Hart 2005:11

¹⁸ TD 23213 1967 in Hart 2005:17

¹⁹ PAS 2/1064: Letter dated 15/04/1921 in Hart 2005: 7

²⁰ CTAR: PAS 2/1064 (L18/1/132) Sale of DRC grounds.

“It is hereby notified for general information that the land referred to in Section 1 of the Disused Cemeteries Ordinance, No, 23 of 1920 has now been taken over by the Provincial Administration in terms of Section 7 of the said Ordinance....It is further notified that in terms of Section 6 of the Ordinance, any person interested has the right reverently to remove at his own expense any remains, headstones or memorial stones upon the lands referred to therein on or before the 13th November, 1920, after which date all the said remains, headstones and memorial stones will be removed to a suitable cemetery by the Provincial Administration. A. Weisbecker, for Provincial Secretary.” (ibid:8)

Work at the Dutch Reformed Church cemetery started in November 1920, and was completed in March 1921. The exhumation process was managed by Edward Hutt, the Secretary of the Board of Trustees and Superintendent of the Maitland Road Cemetery as agents for Provincial Administration. The entire 1920/21 exhumation and re-interment process was funded by Provincial government rather than Cape Town municipality who had managed all the earlier cemetery clearances. A team made up of cemetery staff had the duty of collecting and re-coffining the human remains for transport. Convicts from Roeland Street gaol dug trenches²¹ and they were also responsible for breaking down the vaults. Approximately 893 coffins filled with human remains and 132 wagonloads of memorial stones were moved to the DRC allotment in Maitland (Malan et al 2017:114). Unfortunately supporting Cemetery Board administration records were not found (Rubin 2023:3). The exhumation crew was also given the task of excavating the foundations for the new hospital wing planned on the lower portion of the DRC cemetery (Malan et al 2017:115).



Figure 16a: The old Military cemetery (Catholic, Presbyterian) and DRC cemetery can be seen on a section of the 1884 Pocock Panorama of Cape Town. Vaults can be seen along the rear wall and also down the centre. The Old Somerset Hospital is immediately above the Military cemetery. (Source: The Orms Photographic Blog).



Figure 16b: The DRC cemetery c1900 showing positioning of vaults against the boundary walls and down the centre of the long axis. This photo pre-dates the exhumation (after Wilson 2023:3 Michael Fortune collection).

²¹ According to Rubin (2023:3) human remains were removed from 8-foot-deep trenches



Figure 16c: This photo was probably taken after 1921²² as it appears that the exhumation is complete – vaults and gravestones are no longer visible, and the relatively new St Stephens DRC (built in 1908) occupies part of the site (after Wilson 2023:3 no source).

All the vaults (with the exception was Andrew Barnard’s tomb dating from 1809²³) had been made level with the ground to prevent anyone using the vaults as sleeping places. Headstones were placed alongside the outer wall for collection by interested parties (ibid:8). Two photographs presented as Figures 16a and 16b show the cemetery before and after exhumation.

Once exhumation was completed, the surface was levelled, and barley was sown to bind the topsoil. The barley crop was later sold for £14 to a Mr Dekenah, who had a dairy in Hudson Street. At the same time, the Castle Wine & Brandy Company Ltd leased the Ebenezer cemetery for the purpose of harvesting its crop of barley" (ibid:115).

5. PREVIOUS ARCHAEOLOGICAL WORK AT, AND IN THE VICINITY OF THE PPTL SITE

This review will consider previous work on erven that once formed part of the DRC Cemeteries (not just the PPTL site), or on other erven in the close proximity thereof though conclusions drawn from the review will have a direct bearing on the PPTL site. These findings are also generally informed by the observations from years of work within the more extensive burial landscape of Green Point as described in Malan et al (2017). The locations of the various erven/projects discussed below can be found in Figure 17 (cadastral map with numbered coloured polygons) with a key describing the locations presented in Table 3. This table contains short descriptions of what has been found on the various sites, and the work discussed below should be read in the context of the development history of the DRC site and surroundings presented in section 4 of this report. There are a number of reports relevant to all or some of these Erven which will be summarised below. Some repetition is unfortunately unavoidable due to the nature of the reports.

5.1 Work on the DRC cemetery

The old DRC cemetery which was first granted in 1755 (Erven 738, 9563, 739 and 9564 - originally all erf 738). This rectangular cemetery was later extended by additional land grants at first right up to the “Buitengracht” in 1801 (erf 737), and by a further grant in 1802 to the north-east (erf 9565). After that time, the south-eastern edge of the consolidated cemetery ran at an angle along the edge of the Buitengracht. Erf 735 was not originally part of the official cemetery and is mentioned as it is part of the PPTL site.

Somerset Road originally ran in a straight line along the south-western edge of the cemetery towards Buitengracht Street, and remained so until 1980/1, when the alignment from the Chiapinni Str intersection was changed bringing it into line with Riebeeck Street and hence the prevailing street grid of the CBD, no doubt to assist with traffic flows. At about the same time, the lower part of Buitengracht Street was also being widened by utilising “undeveloped” Erven along its north-western edge. The old Somerset Road alignment can still be seen in the layout of the public space immediately south-east of

²² Wilson (2023) suggests the photo dates c1910

²³ CTAR: ibid

the Prestwich Memorial. The changes to Somerset Road, and widening of Buitengracht Street, both impacted portions of the old Dutch Reformed cemetery.



Figure 17: The Dutch Reformed Cemetery was originally granted in 1755 (white dashed polygon) and was again allocated extra ground in 1801 (solid white) and 1802 (small white dots). Infilled polygons indicate where human remains have been found (or tested negative) and are described in section 5 of the report. The old straight alignment of Somerset Road along the western edge of the DRC cemetery can be deduced.

Table 3: Key to Figure 16 (locations of human remains)

Number	Cadastral	Description	Reference
1	Erf 741	At least three full adult burials identified and two partial	Patrick & Clift 2004, 2005
2	Erf 742	Ground tested by Seeman who reported no human remains from the excavations	Seeman 2005
3	Erf 760	Skull fragments and disarticulated limb bones identified	Patrick et al 2005b
4	Precise location unknown (possibly Erven 9565/735/757?)	The disturbed remains of at least 4 individuals, of whom two were older adults and two appeared to be sub-adult. Believed by Morris to be disturbed burials due to roadworks.	Morris, A. 1981 (In Patrick et al 2005a).
5	Erf 798	Scattered disarticulated human remains observed.	Patrick et al 2005a
6	Erven 737, 739, 9564	(Prestwich Memorial site) - disarticulated and scattered human remains were found and a number of partially demolished burial vaults were identified.	Hart 2005
7	Fiber optic ducts along sections of Somerset Road, Chiappini and Hospital streets	Mostly disarticulated scattered bone. Five semi-articulated in situ skeletons were found close to and on the corner of Chiappini and Prestwich Streets in patches of partially disturbed soil	Halkett, D. 2014a.
8	Somerset road adjacent to PPTL Erven 9563, 739	Reports by PPTL staff of seeing human remains during roadworks in 1970's.	Hart pers comm
9	Erf 734-RE, 738-RE	Archaeological testing found fragmented remains and some whole/semi-whole burials. A number of partially demolished vaults present.	Hart 2014

10	Erf 566 Old Military cemetery, later the Scottish cemetery	Fragmented scattered remains and whole/semi-whole burials observed.	Hart 2014
11	Block 30, Erven 744, 748, 749, 745-RE, 750-RE, 751, 752, 757-759,	An articulated burial of a human adult was encountered at approximately 62 cm below the surface of the tar in Test Pit 7, which is on the Prestwich Street side of the block. Possibly related to remains found by Morris (Morris1981)?	Gribble, J. and Euston-Brown, G. 2023.
12a	Block 31, Erven 1428/1429/1431	Fragmentary human bone was found in one test pit. This bone did not appear to represent an in situ, undisturbed burial. Instead, it may evidence for the historical exhumation of a burial	Gribble, J. 2022.
12b	Block 28, Erven 846, 853-862, 868-870, 865-RE, 866-RE, 867-RE	No human remains or evidence for human burials were found	Gribble, J. 2022.

5.1.1 Archaeological trial holes on parts of Erven 737, 739, 9564²⁴ and 9563

This work (Hart 2005) was undertaken in preparation for the development of what has become known as the Prestwich Memorial, the purpose of which was to inter unidentified human remains discovered at informal burial grounds at various locations in Green Point, including those from the site known as Prestwich Place. Test holes were excavated at a number of locations to determine if any human remains from the old DRC cemetery remained on the site. At that time, two structures and various buried services existed on the site i.e. an enclosed electrical substation and cables, along with a small, conserved fragment of the original DRC cemetery wall, while the other structure was a Victorian public lavatory.²⁵ Since only a very small section of erf 9563 was affected by the proposal, no testing was done there. Descriptions of the trial holes and findings follow below.

5.1.1.1 Trial hole A - Inside erf 737

Excavated to a depth of 2400mm, the first layer consists of 400 mm of transported topsoil and stone rubble. This was followed by 2000mm of highly disturbed brown loam before decomposing Malmsbury shale was encountered at 2400 mm below surface. Apart from small quantities of rubble, the excavation was sterile of both archaeological and human remains.

5.1.1.2 Trial hole B - Inside erf 737

Excavated to a depth of 2280mm, rubble was encountered immediately believed to be the building material from demolished subterranean burial vaults. A semi-complete vault with arched brick roof was encountered in the edge of the excavation. When accessed, the vault base (which was built into the underlying decomposed shales) was found to be flat and made with brick. The contents included fragments of rusty iron, old vehicle parts and a large amount of ash. No human remains or material from coffins was encountered.

5.1.1.3 Trial hole C - Inside erf 737

The hole was excavated to a depth of 1200mm, at which point work ceased due to the presence of an unmarked electricity main. No human bone or other archaeological material was found in the hole by the time it was abandoned.

5.1.1.4 Trial hole D - South-west of the old Somerset Road alignment

This hole was outside the boundary of the DRC cemetery and was excavated to check if any informal burials could be located there. Naturally stratified, apparently undisturbed ferricrete-rich soils were found below the surface until undisturbed decomposed shale was encountered at a depth of 1220mm. No human bone was found. Compared to this excavation, the soils within the cemetery boundaries were extensively disturbed by both grave preparation and subsequent exhumation.

²⁴ Erf 9564 was once part of erf 738 and was surveyed in 1971 (SG4184/71). It appears to have been erroneously omitted from Hart's report.

²⁵ The ablution block remains on the site and was upgraded after the Prestwich Memorial was built. The surrounding public space was also upgraded and landscaped. The old Somerset Road alignment, with remnant tram lines became a pedestrian walkway and was part of the fan walk for the 2010 soccer world cup.

5.1.1.5 Trial hole E - in the old Somerset Road alignment

This excavation had to be terminated due to the presence of cast concrete slabs which were too heavy to be shifted by the mechanical excavator. These were apparently cast under the road surface to support tram tracks.

5.1.1.6 Trial hole F - Inside erf 739

The hole had to be positioned in such a way as to avoid nearby telecommunication and electrical services. The fill contained large quantities of stone and some brick rubble which continued all the way until decomposed shales were encountered at a depth of 1800mm. It is assumed that the rubble is derived from collapsed and demolished burial vaults. No human bone was found.

5.1.1.7 Conclusion

Both the historical and archaeological evidence supports the fact that any graves that were once in the study area, had been exhumed. The fact that vehicle parts were found in one burial vault suggests that some exhumed vaults must have been left open for a period of time during which they served as a dumping area for waste. It was recommended that the City of Cape Town be allowed to use the land for the purposes of erecting the memorial and crypt without any need for further archaeological work. It was noted however that finding human remains could not be entirely excluded even though the study indicated that the likelihood was low. It was suggested that the proponent should have an emergency procedure in place with SAHRA²⁶ to deal with this eventuality.

5.1.2 Hart 2014 – Archaeological trial holes on Erven 734-RE and 738-RE

This work (Hart 2014) followed up on the report on the heritage indicators of the Prestwich Precinct (Hart 2011). The 2014 report described archaeological trial holes that were excavated at a number of the Western Cape Government-owned properties in the Precinct that had once been cemeteries, exhumed with varying degrees of thoroughness in the early 20th century, and the land developed thereafter. However, we will focus our discussion here specifically on the two erven of PPTL site where four test excavations were made as indicated on Figure 18. The relevant section relating to the PPTL can be found in Appendix E.



Figure 18: the location of archaeological trial excavations on Erven 734-RE and 738-RE (after Hart 2014:14)

The background to the closing of the cemeteries has been discussed earlier and will not be repeated other than to note that according to Hart (2014:13), the first structure on the PPTL site (734-RE) was built as a convalescent facility which served as an adjunct to the old Somerset Hospital (which stood on Erf 564 - corner of Prestwich and Chiappini Streets). Wilson (2023:4) indicates it was built in 1818

²⁶ At that time, the South African Heritage Resources Authority (SAHRA) was the responsible heritage authority, but this functionality now rests with Heritage Western Cape (HWC)

This building later took on the role as an interment centre for foreigner's intent on immigrating to South Africa prior to the Second World War. The building was converted in the late 1940's to accommodate the Pavement Testing Laboratory where it remains to this day.

More recently, a number of prefabricated structures were erected on the south-western section (Erf 738) and a tennis court was also once located in that area. The positioning of trial excavations was limited by existing structures, services, and by the fact that the PPTL was an operational facility at the time of the work.

5.1.2.1 Trial hole PTL1 – Erf 738-RE

PTL1 was ~4x3m in size and excavated to a depth of ~1.5m at which point decomposing Malmsbury shale clay was encountered. While grave shafts were visible in section, perpendicular to the Chiappini Street wall, no articulated human remains in primary context were observed. Some disarticulated human remains were however found that included cranial and post-cranial elements, including some larger long bones. These were in disturbed context and likely to be bones not recovered during exhumation. No evidence of burial vaults were observed here.

5.1.2.2 Trial hole PTL4 – Erf 738-RE

The excavation was situated alongside the flammables store off the entrance road where the surface was of equal height to the entrance road (Plate 1). The upper wall sections of a rectangular burial vault were uncovered at a depth of ~150mm below surface. Once recognised, only the interior of the vault was excavated which measured 2530mm x 1540mm and 2400mm deep. The vault was built with brick and the inner surfaces well finished with a shell-lime plaster skim. The fragmented remains of a plaster floor were observed but appeared to have largely been removed, revealing a jumble of broken sun-fired red bricks that were not in situ, nor did they appear to ever have been used to make a floor. Below this we encountered uneven reddish sand becoming grey sand including pieces of clay and ferricrete, believed to be close to the basal clay, though excavation was halted here due to the presence of large slabs of shale which could have been the actual floor.



Plate 1: A partially demolished vault was found during the 2014 excavations in trial hole PTL4 (ACO Archive).

Disturbed human remains found near the base included, two patellas (kneecaps), some fingers, a fibula (lower leg) and an articulated ankle. Residual coffin nails possibly associated with the bone. In addition, a large number of coffin handles were found in the vault fill, suggesting that after exhumation, the cavity had been used to dispose of other hardware. Although bedrock was not reached, no human remains are believed to be below the rock level.

5.1.2.3 Trial hole PTL2 – Erf 734-RE

The trial hole of 2x2m was located at the base of the ramp to the north of the semi-circular brick retaining wall and to the south of the entrance to the basement of the PPTL building. It is believed that some covering soil was removed here in the past during the construction of the building.

As it turned out, the upper part of an in situ juvenile burial in a small grave was found at ~400mm below surface, while immediately to the north, we found the remains of an adult grave at ~600mm below surface. A pipe trench still containing a ceramic waste pipe cut diagonally across the top of the adult burial. Whilst the upper part of the juvenile appeared intact, the lower section appeared disturbed, by another trench cutting diagonally through it. The adult grave only contained some articulated foot bones and partial fibula, and had likely been disturbed by the pipe trench, rather than having been exhumed. The outline of a coffin (and nails) was observed in the juvenile grave, while the outline of a coffin could also be recognised in the adult grave. The outlines of the bases of both grave shafts could be discerned due to soil colour variation. Grave shafts were perpendicular to the Prestwich Street boundary wall.

5.1.2.4 Trial hole PTL3 – Erf 734-RE

This was excavated in the parking area at the southern end of the erf. A 3x3m hole had been pegged out but again, the remains of a burial vault were recognised at ~500mm below surface. It would eventually be measured at ~2300 x 2900mm and orientated n-s, slightly off perpendicular with the Buitengracht boundary wall (Plate 2). From there, effort was on uncovering the interior. As there was no formal floor detected, we were able to excavate down to “bedrock”. The burial sequence in the vault was complex and is described below: It is believed that graves PTL3 A & B were the primary graves for which the vault was built, due to their central position and that the graves cut through a number of older graves. These two were also the deepest with the bases on decomposing Malmsbury shale bedrock at ~2800mm. With the exception of a few coffin nails, both graves were completely exhumed. They have been filled with a distinguishable reddish soil after exhumation. Figure 19 indicates the layout of graves in the vault and the locations of unexhumed human remains. Text below should be read in conjunction with Figure 19.

PTL3/001 and PTL3/002 were found at the very western side of the vault between PTL3A and the vault edge. These two graves were determined to predate the vault, as the vault wall was built over them, and they were disturbed by one of the primary vault graves. They were also situated slightly higher than PTL3A & B (~1450 mm whereas the vault graves were at a depth of ~2300-2600mm).

PTL3/001 was an almost complete small juvenile (deciduous teeth erupting), head to the south. All bones below the femur were missing, and believed to have been lost when the grave PTL3A was dug. Coffin wood was found beneath the child.



Plate 2: Remains of a demolished vault was found during the 2014 excavations in trial hole PTL3 (ACO Archive)

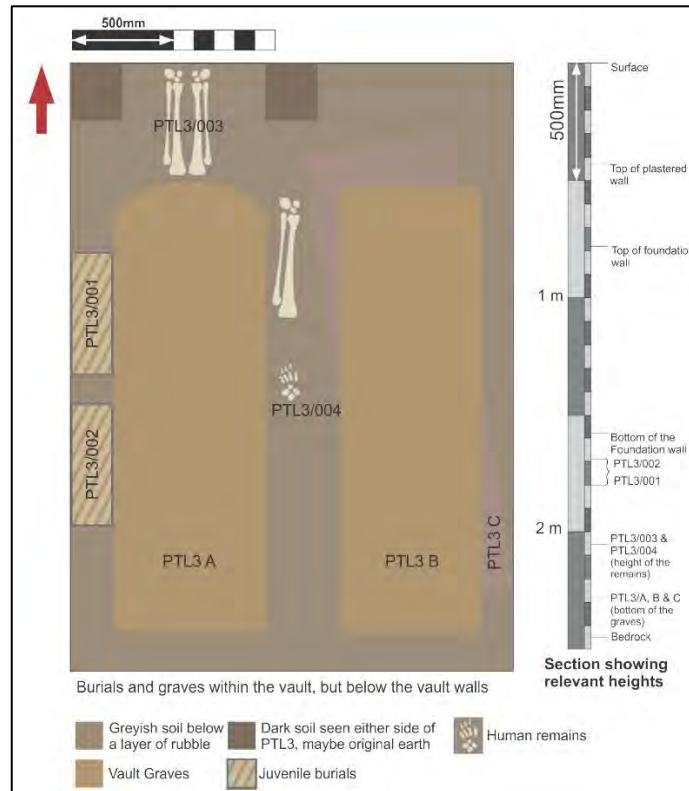


Figure 19: Drawing of the PTL3 vault showing incomplete exhumation (after Hart 2014:20)

PTL3/002 was a small juvenile, possibly perinatal, quite disturbed by PTL3A. A large portion of the coffin wood remained but many of the bones had been lost.

PTL3/003 was a complete articulated set of adult lower limbs including tibias/fibulas and kneecaps, ankle, and toe bones. These represent a grave that predated the main vault graves, but also the vault itself, as the feet were located beneath the foundation wall. The head would have been to the south.

PTL3/004 is represented by only a left tibia and fibula, ankle bones, and parts of the left hand found between the grave shafts of PTL3A and 3B. The remains were recovered from the same soil type as PTL3/003, although it is unclear if they were contemporaneous. The head would have been to the south.

PTL3 C was located on the eastern side of the vault between PTL3B and the vault wall. It may have predated PTL3B, and the angle suggest it may have predated the vault. No bones are mentioned so it was probably just an outline of a grave shaft.

5.1.2.5 Conclusions

It would be fair to say that this site has been largely but crudely exhumed. Disturbed, disarticulated human bones were missed and a number of partial and complete skeletons have been observed. Burials have been found associated with vaults and also in conventional shafts. Both vaults found were partially demolished in line with archival records. It would seem likely that some form of exhumation process will be required on the PPTL site, specifically Erven 734-RE and 738-RE and in all likelihood also on Erven 9565, 735 and small sections of Erven 739 and 9564.

5.1.3 Hart 2015 – Ground penetrating survey of Erven 734-RE and 738-RE

After some consideration, it was resolved that a Ground Penetrating Radar (GPR) scan of the site would be a possible quick fix in determining the extent of underground features on the PPTL site. It must be remembered that this work was done before more extensive archival information was available about the exhumation process of the 1920's. The conclusions should therefore be read with the actual facts of the exhumation in mind.

Mr David Wolmerans of Imbila Location Service was sub-contracted by ACO to conduct the GPR survey. Almost all the available areas of the site not covered by buildings were subject to a scan which took place over two days during a weekend in April 2015 to avoid parked cars that use the site during the week.

The summary of the data by Hart suggests that much of the site contained extensive evidence of underground features consisting of numerous walled structures and even some voids where intact vaults may still exist (Figure 20). The radar consultant commented that it was possible to dig almost anywhere on the site and encounter a feature of some sort.



Figure 20: Relative potential for locating burial vaults as per GPR scan (after Hart 2015:4).

The combination of the radar survey and earlier trial excavations indicate that there are numerous sub-surface features throughout the southern and central areas of the site, while the north-western side does contain some areas where vaults appear to have been extensively demolished, however this is a relatively small portion of the site.

There are sub-surface structures through the southern parking area although a number that did exist in the basement entrance to the laboratory have been demolished to make way for the sunken access area off Prestwich Street. Human remains do exist here nonetheless as indicated by the trial excavation phase.

There are underground structures throughout the length of the central driveway virtually up to the front entrance gate of the premises. The radar consultant indicated that some of these appeared to be quite large and may contain voids. It stands to reason that these may also exist under the foundations of the laboratory area and courtyard but are less likely to have survived in the basement area.

5.1.3.1 Conclusion

Hart concluded that should development take place on the site that involves basement construction (or deep foundations or services), there is a very high likelihood that underground structures and associated human remains are likely to be impacted. In the absence of cemetery plans, photographic evidence shows to some degree the density of graves and vaults on the site (Plates 16a & 16b). We also know that partially demolished vaults will be present. Hart indicated that there would be ample opportunity to conserve a sample of vaults as features of interest within any proposed new development if this was desirable or practical, but in addition, he suggested that remaining below surface funerary structures could be considered as a repository for human remains found on the site and perhaps should be considered. These proposals are probably unlikely with prevailing attitudes to death and human remains but may be put to stakeholders for consideration.

5.1.4 Erf 9565

No trial excavations have ever been undertaken on erf 9565 as far as we can ascertain. A 40-foot-wide strip of the site was given to the municipality for road widening in 1907. A condition was that they would exhume the graves move the human remains. This predated the large exhumation program of the early 1920's. A larger section of the erf was again affected during the more substantial widening of Buitengracht Street c1981. This work however post-dated the exhumation, and so is likely to have resulted in less impact to human remains, though some would have inevitably occurred.

5.1.4.1 Conclusion

Some trial excavations will be required at some future time if the site is to be developed to determine the level of exhumation. Similar archaeological test programs have been undertaken on Blocks 28 and 31 (Gribble 2022) and Block 30 (Gribble and Euston-Brown 2022) as part of the Foreshore Gateway initiative.

5.2 Work on various sites around the DRC cemetery

5.2.1 Erf 735

Erf 735 was never part of the formal DRC cemetery, or any other formal cemetery. The small triangle of land borders on the north-eastern edge of erf 9565 which was given to the DRC in 1802 for cemetery expansion. The excerpt from an SG diagram of 1924 (Figure 21) shows that the site once held the Salvation Army Metropole building which by 1924 is indicated as Labourers Barracks.

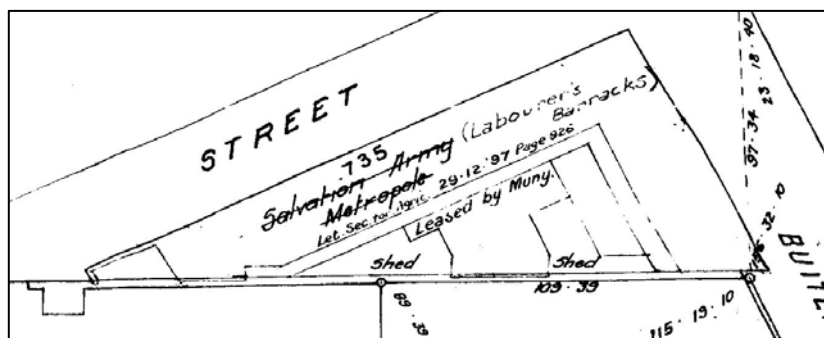


Figure 21: An excerpt from a Surveyor General diagram showing use of erf 735 (SG4806/1924)

A significant part of this erf was affected by the widening of Buitengracht Street in c1981. During construction, human remains were reported to the South African Police and the subsequent follow up by Alan Morris, an anatomist from UCT medical school is reported in Patrick et al (2005a).

The conclusion in his affidavit to the police following examination of the bones is as follows:

“Conclusion: The human skeletal remains (Case DR 1383/31) represent at least 4 individuals, of whom two were older adult (one male and one female) and two were osteologically sub-adult (one male and one female) possibly in their late teens or early 20's. No racial estimation can be attempted, but at least one individual seems to be of non-Caucasoid origin. There are no obvious signs of foul play, and the remains are consistent with a cemetery mode of origin..... Date of Interment: There is no absolute method of ascertaining the duration of time that these skeletons have been interred, but the general preservation suggests an archaeological rather than forensic jurisdiction. I was able to visit the location of the recovery of the remains on 13/6/1981 and was interested to discover that the parking area directly south of the construction site is actually an old cemetery whose grave markers have been removed....(the page is truncated here).....continuing on the next page: has been retained and the poorly preserved inscription reads as follows:

....Jan Prin.... saat (?) van de Edele Achibaare Cos... ..he Comj... die den 24 Juny 1815 Alhier Overleeden is iden Ouderdom... van 16 Jaaren

Though no connection between this grave and the skeletons recovered a city block away can be directly assumed, it is likely that the bones were part of the same burial sequence. The fact that no lower limbs were recovered in the sample suggests that they remain in the ground and that the burials were lying "straight out" in a Christian

style. The construction work has probably disturbed a row of graves. It will not be surprising if further human remains are unearthed during the continuing construction in the area”.

The bones were accessioned into the Department of Anatomy collection as UCT315.

Unfortunately, there is no primary site identified, but it is possible that the bones were originated on erf 735 or had come from erf 9563 and ended up on erf 735. In any event, there is a possibility that human remains may be present on the remaining portion of erf 735, perhaps from one of the many informal burial grounds of the area. It is as yet unclear how the Salvation Army building was configured and if it may have disturbed human remains if they had been on the site.

5.2.1.1 Conclusion

Some trial excavations will be required at some future time if the site is to be developed. Similar archaeological test programs have been undertaken on Blocks 28 and 31 as part of the Foreshore Gateway initiative (Gribble 2022).

5.2.2 Erven 9563, 9564, 739, 737 – sections below Somerset Road

Some of the oldest parts of the DRC cemetery lie on these erven (except 737). Most of 9563 and 739 were significantly impacted by the re-alignment of Somerset Road. The church that was built on 739 was demolished in the process. It is not absolutely clear if the area below the church was exhumed since it was built before the exhumations of the 1920's. An overlay of the SG diagram on Google Earth presented in Figure 22 shows the location in relation to Somerset Rd and the wall of the PPTL.



Figure 22: The position of the church on erf 739 overlaid on the aerial photo of the current landscape. It is possible that human remains will be found below the church footprint. It is uncertain if any parts of the church survived the roadworks of the 1970's.

Hart recorded an observation of human remains below Somerset Road by one of the older employees at the PPTL site. The re-alignment did happen after the exhumations of the DRC site in the early 1920's, so most areas, other than below the church would have been exhumed to the same extent as seen elsewhere on the site so possibly the remains seen were ones that had been missed?

5.2.2.1 Conclusion

Any development of the road reserve must consider this possibility in the planning.

5.2.3 Road reserve sections in Somerset Road, Chiappini and Hospital Streets

Installation of fibre optic cable in the area required archaeological monitoring. The trench was placed on the pavements adjacent to the Salesian Institute. Considerably disturbed isolated human remains were collected from the trench along the section of Chiappini Str opposite the PPTL. This area is known

to have been a road between the Military and DRC cemeteries²⁷ but given that informal burials were common in the area, the presence of human remains is unsurprising, and these may have been buried before the DRC cemetery was established. Disturbance was largely due to many other services already installed on the pavement. Five semi-articulated in situ skeletons were found close to and on the corner of Chiappini and Prestwich Streets in patches of partially disturbed soil.

5.2.3.1 Conclusion

Disturbed, and semi-disturbed (and in situ complete) human remains are likely to occur along the entire width of Chiappini Str particularly between Somerset Road and Prestwich Street.

5.2.4 Erven bordering Prestwich Street adjacent to the PPTL site

In the course of removing the rubble of a demolished 1940's building on erf 741, the partial remains of at least two adult humans were uncovered (Patrick and Clift 2004, 2005). Also in 2005, Patrick et al (2005b) dug trial holes on erf 17/1123 (previously erf 760) adjacent to erf 741, and to the PPTL site. Patrick writes that the few bones recovered there seem to be isolated remains deposited on the site from the nearby formal burials on the opposite side of Prestwich Street and that no sign of formal burials were observed. She does however does not exclude the possibility that some informal burials may have been placed in this area during historic times and that these loose bones may have originated from them. This is indeed possible in the light of the discovery of several skeletons buried on part of Erf 741 at 29 Chiappini Street (Morris in Patrick 2005a). Erf 742 was tested by Seeman (2005) who reported no human remains from the excavations.

5.2.4.1 Conclusion

Although there is no primary evidence for human remains occurring in Prestwich Street itself adjacent to the PPTL, the observations by Patrick suggest that there is a strong likelihood they will be found. The degree of disturbance will be dependent on the extent of services installed within the road reserve.

5.2.5 Areas bordering Buitengracht Street

Patrick et al (2005a) excavated a number of trial holes on Erf 798 on the opposite side of the DRC cemetery. Human skeletal material were found in test holes 3 and 5. In a letter included in the report, Morris concluded that human skeletal material in the deposit was likely to be secondary deposition rather than an in-situ burial. It is not clear if any further material was found during monitoring of the construction on Erf 798 as no report can be located.

5.2.5.1 Conclusion

Given what we now know about the area, it is highly likely that the remains relate to the unofficial cemeteries that surrounded the formal sites.

5.2.6 Summary

While the findings of the various reports are encapsulated in Figure 17, a drawing which focusses on the DRC cemetery and immediate surrounds is presented in Figure 23 with a key as Table 4.

When the site for the Prestwich Memorial was tested (Hart 2005), disarticulated and scattered human remains were found as were a number of partially demolished burial vaults. Similar finds were made more recently when the site of the Pavement Testing laboratory was investigated (Hart 2014). Although the remains from the Dutch Reformed cemetery were exhumed, it is demonstrated that intact burials can still be present. These may be indications of burials that predated the DRC cemetery, or were formal internments not identified and exhumed for whatever reason. If the process were not highly

²⁷ On the SG diagram for erf 738 (SG 17/1755) is the following entry relevant to the present Chiappini Street: *Bovenstaande Figuur A.B.C.D. zynde 't nieuwe Kerkhof, groot 429 Quadt. Roeden en 140 Quadt. Voeten, en blyft tusschen de oude & nieuwe Kerkhof als hier by A en D een Straat leggen ter breedte van 4 Roeden, 5 Voet. Gemeten door my, (Get) C.D. Wentzel. Gezw. Landmeter.*

organised, it is easy to see how some burials could have been missed. The nature of human remains reported to have been seen in Somerset Road during the roadworks of the 1980's, is unclear as this area would have been exhumed in the 1920's. we have assumed that the area below the new church built in 1908 was cleared, but there is no unequivocal archival evidence to support it.

The partially demolished vaults corroborates archival details of the process. However, in the case of the and Buitengracht Street bone observations described by Morris and other sites outside the formal cemeteries, are probably remains of persons buried in the extensive unofficial cemeteries.

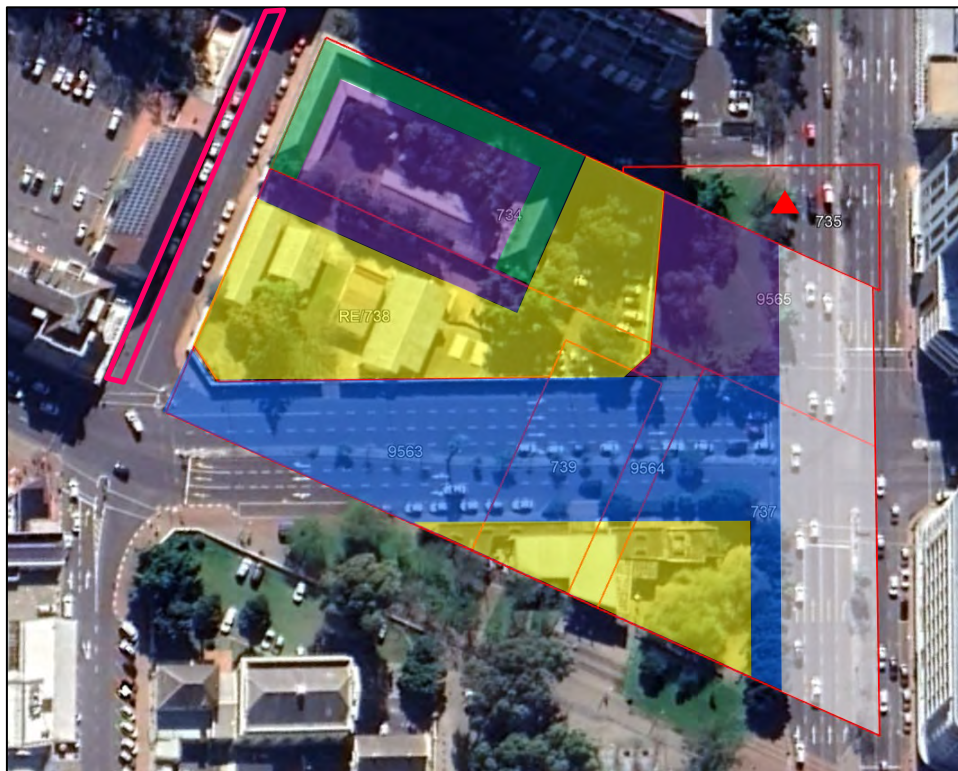


Figure 23: Present knowledge of Human Remains In the old DRC cemetery and erf 735. Shaded areas indicate the old DRC cemetery.

Table 4: Key to Figure 17

Yellow	Known to have been exhumed though disarticulated human remains and some partial burials remain
Purple	Likely to have been exhumed to the same level as yellow areas though not tested archaeologically
Green	All burials likely to have been removed due to basement construction in 1921
Blue	Likely to have been exhumed to the same extent as yellow areas but may subsequently been subject to additional processes during re-alignment of the road in 1980. Also, additional disturbance by services Not archaeologically tested. Degree of exhumation below the church (demolished) uncertain.
White	Probably exhumed by the municipality in early 1900's for road widening. May subsequently have been subject to additional processes during major widening of the road in 1980. Not archaeologically tested.
Pink outline	Human remains found during installation of services in Chiapinni Str. Outside formal cemeteries.
Red triangle	Human remains found here during road widening in 1980. Outside of the formal cemeteries. Workman's Metropole Building on the site in early 1900's and major roadworks in the 1980's. No systematic archaeological testing.

6. ARCHAEOLOGICAL IMPACT ASSESSMENT

The presence of human remains on the site has been assessed to be of high local significance (Grade 3A) due to human remains.

The impact significance of the disturbance or loss of such material during any future development of the site, will be high-negative if no mitigation measures are implemented. If the mitigation measures described below are successfully implemented, however, the impact significance will be reduced to low-negative,

6.1 Archaeological ‘impact’ with respect to development options

The four development options that were considered were taken through a high-level assessment exercise including a range of assessment criteria through which Option 3 came out as the Preferred Option. Key stakeholders were engaged for their preliminary inputs on the various options. Accordingly, Option 3 was supported by the WCG’s Steering Committee on 10 November 2023 after considering all conceptual development options and relevant comments received from key stakeholders. Option 3 will be referred to as the PPTL Conceptual Development Proposal going forward (NM & Associates 2023b,c). These options were evaluated here with respect to the archaeology of the site as informed by existing knowledge.

Table 5 details aspects of Option 3 while the basement and ground floor layout is presented in Figure 24. The PPTL building (IIIA) is incorporated (re-use/some modification). At present this does not show the area of services external to buildings and the site (i.e. roads/pavements) and has assumed that only areas of actual disturbance on the site itself will require archaeological intervention (exhumation). As described, burials/disturbed remains are likely to exist external to the site.

The evaluation of the effect of Option 3 on archaeological resources is largely based at this time on basement /ground floor/services disturbance but the extent of archaeological involvement will ultimately depend on the requirements of the authorities and IAAP’s with respect to human remains on the site.

Possible scenarios include: 1) Human remains are left *in situ* on the site in areas not directly disturbed by development (status quo) i.e. human remains are only removed from below building footprints (basement/ground floor), and services footprints/directly disturbed areas; 2) All human remains have to be removed from the site regardless of building/services footprints.

It is assumed that any ground disturbance will require a minimum of archaeological monitoring of all earthworks/landscaping above bedrock. Some archaeological excavations of human remains found during monitoring are likely particularly if such remains are articulated or *in situ*, but in instances of disturbed isolated finds, may just require geo-location and collection. Chances of *in situ* remains are more likely where these were deeply buried, or below the bases of any remaining stone vaults (even if formerly exhumed).

Remaining vaults in areas of disturbance will be impacted and will need to be geo-located and described prior to demolition. Soil below the vaults must be checked for remaining burials

Table 5: Possible basement/ ground flr footprint disturbance

Options (revised)	Basement m2	Ground flr m2
PPTL Option 3 Medium Bulk	970	2081

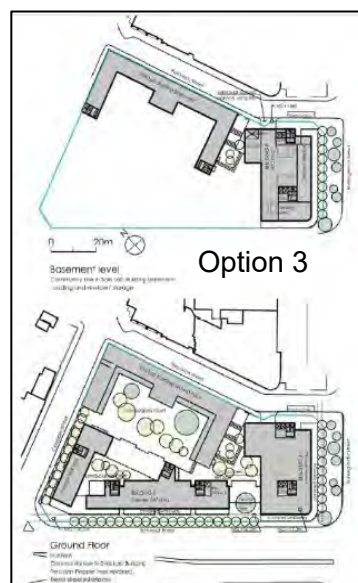


Figure 24: Development Option 3 layout that was presented for evaluation (only plan views considered relevant to archaeology are shown here).

7. CONCLUSIONS

A number of the erven once formed part of the Dutch Reformed Church cemetery the first portion of which was granted in 1755, and thereafter extended by addition of two additional adjacent land grants in 1801 and 1802 (erven 737, RE/738, 739, 9563, 9564, 9565). Erf 735 was never part of any formal cemetery. The DRC cemetery land was exhumed in 1920/21 and the human remains were moved to and reburied at Maitland cemetery. Many gravestones were also moved there though are separated from the remains. Information indicates that land was given to the municipality to widen Buitengracht Street in 1907 on condition that they exhumed and reburied any remains that were found in that area (parts of Erven 9565 and 737). It is believed that remains were also exhumed from the ground below the new DR Church but is not absolutely confirmed. Subsequent archaeological testing of parts of the PPTL site has shown that disarticulated bones and some whole/partial burials are still found on Erf 734-RE and are likely on Erf 738-RE too where they were missed by the original exhumation. This also pertains to Erf 9565.

Despite several attempts by researchers to locate the plan of the layout of the burials and vaults, this has never been found, and what little information we have is gleaned from town plans and historical descriptions and photographs.

Most vaults show signs that they were opened, and the remains removed in the past. Numbers of partially intact vaults are likely to exist on all the erven that once formed part of the cemetery particularly along the boundary walls and in the centre. Sections of the cemetery below Somerset Rd and Buitengracht Street have probably been exhumed to the same extent, though not verified by archaeological testing. A possible area for human remains to be found is below the Old St Stephens Church, sections of which may still lie buried below Somerset Road, though moot since this is not part of the PPTL site.

Human remains were reported from Erf 735 during roadworks in the 1980's and indicate burials outside the DRC walls. No systematic archaeological testing has been done on this erf. Human remains are also known to exist in Chiappini Street through archaeological monitoring of service installation. There are no confirmed reports of human remains in Prestwich Street bordering the PPTL but are highly likely. Burials are not expected below the Soils Laboratory building where basements were constructed.

The upper approximately two meters of soil over the vacant parts of the site (including prefabs) have been considerably disturbed by the original exhumation process. Development of any of the erven that once formed the DRC site, as well as Erf 735 (possible informal burials), will have to be part of a formal process to decide how to deal with human remains not dealt with by the exhumations of the early 1920's. This process will form part of the evaluation in the AIA and HIA (and will require significant input from the Heritage Authority and I&AP's).

We can say unequivocally that human remains will be found on the site, but due to the site having been exhumed in the past, the location of human remains will be unpredictable. Previous archaeological work has shown that scattered remains can be found throughout the disturbed topsoil, and on occasion, partially articulated bones will be found where the exhumation did not go to full depth. Whole or partial burials outside of vaults have also been found on site and were probably missed due to insufficient trenching depth. Numerous partially demolished vaults will be found. We have demonstrated that although obvious human remains were removed, older burials exist below and around the structures. The numbers of actual burials (partial or complete is likely to be very low relative to sites such as Prestwich Place or Cobern Street.

Since formal statutory processes were followed leading up to the exhumations of the 1920's, it remains to be determined what if any of the decisions vis a vis the relocation site of human remains will be. It would seem that reburial at Maitland is perhaps the most appropriate, but this too will have to be informed during a process with all stakeholders.

We believe that given all our knowledge of the history of the site that it could be developed provided that mitigation of all forms of human remains occurs prior to/during development.

7.1 Green Point Protocol

This protocol applied for a time to the Bo-Kaap, De Waterkant, Green Point and V& A Waterfront Area in which there was a probability of burials being found after the Prestwich Place episode. A Draft Interim Archaeological Protocol for Developers in the Green Point Area was put in place by SAHRA on 27 October 2004 until a formal 'Heritage Area' could be established by SAHRA, HWC and the CoCT Heritage Resources Section (In Patrick 2005a: abstract). A number of assessments were done at the time in terms of this protocol.

As far as can be determined, the Protocol lapsed as other processes such as the HWC NID process and CoCT Overlay Zones were established.

8. RECOMMENDATIONS

We do not believe that the presence of scattered human remains and burials should prevent development, provided the area is archaeologically tested and monitored by an archaeologist/s during and/or before development. If development is approved by the authorities, the sequence of the test program would be determined to fit in with the proposed development schedule as informed by stakeholders.

8.1 Stakeholders

A list of stakeholders must be compiled including those specified in the NID response by HWC, that will satisfy the consultation process.

8.2 Exhumation

An important aspect that must be determined is the extent to which the site is cleared. Will exhumation only apply in the areas where there is to be development, or to the whole site regardless of whether affected by development or not. Again, a question to be considered by the Authorities and stakeholders. The details of the process will be determined once there is agreement on some of the ethical issues.

8.3 Permitting

It must be determined if a S36 permit will be required for exhumation of human remains, and/or a S34 permit be required for demolition of any remaining affected vaults, and/or a S35 for the archaeology, or if a work plan must be developed and submitted to HWC in terms of S38 of the NHRA for ratification in a Final Decision. As S34, S35 and S36 permits require public participation, if this route is to be followed, it must be determined if the PPP for the HIA can be taken as fulfilling the requirement.

At present, HWC makes decisions on burials in terms of an inter-agency agreement with SAHRA. Should such an agreement have lapsed by the time the HIA is submitted, SAHRA will become the decision-making authority with respect to the site.

It is not clear if any non-human material recovered will require storage at IZIKO, or if all materials will be reburied. There will undoubtedly be many iron objects such as nails and coffin hardware and a decision must be made how to deal with it, as it will ultimately crumble without significant conservation efforts. A policy with regard to artefact types should be developed to consider items that will be reburied with the human remains, or collected and placed in a museum, or simply to be reburied on site.

8.4 Reburial and storage

Until the matter has been discussed with stakeholders, we are unable to indicate how human remains will be relocated, and what interim measures will be required for temporary storage of remains pending reburial (if that will happen). If the remains are to be reburied at Maitland, one possibility is that remains be kept at the Prestwich Memorial until they can be relocated to a final site. An accurate estimate of the quantities of material is not possible now but is unlikely to be as much as from other sites in the area such as Prestwich Place or Cobern Street.

Recent discussions with SAHRA, HWC and the CoCT with respect to use of the Prestwich Memorial has revealed that it is in a poor state of repair and that the preferred option for any human remains found in the area is for them to be reburied in one of the existing CoCT cemeteries. Maitland was used when the site was originally exhumed and both human remains, and numerous gravestones were moved there. It must be established during the Public Participation Process if this proposal can be achieved and be supported by the DRC authorities, CoCT, and other stakeholders.

8.5 Vaults

There are likely to be numerous partially demolished vaults remaining below the surface. Where these are directly affected by development, it is suggested they be checked for human remains both interiors and, in the soil, below. They should be geo-located and described/photographed prior to demolition. Hart (2014) suggested the conservation of some of these structures, but it is uncertain how practical or desirable this would be.

8.6 Headstones and Memorial stones and grave furniture

Archival information suggests that many headstones were moved to Maitland, while a few have ended up in other places²⁸. It is possible that some of these items may still be found (particularly broken ones) or those expediently discarded. These should be recorded and collected. In terms of previous procedure, these should be moved to Maitland, but perhaps some/all could be accommodated within the site as a commemoration of former use. Pieces of grave furniture that supported headstones and memorial stones may also be found and similar consideration should be given to those items though not all may be worthy of retaining.

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Appendix A: Details of the specialist

Name: Mr David John Halkett

ID number: 5807235148080

Date of Birth: 23.07.1958

Company: ACO Associates cc (Registration 2008/234490/23)

Principal business: Archaeological/Heritage Impact Assessment

Position: Director (Principal investigator)

Profession: Archaeologist, Heritage Impact Assessor

Years with Firm: 10

Years' experience: 30

Previous employment: Archaeology Contracts Office, UCT, 24 years

Nationality: South African

HDI Status: White Male

Physical work address: Unit D17, Prime Park, 21 Mocke Road, Diep River 7800

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EXPERTISE OF THE SPECIALIST

Having co-directed the Archaeology Contracts Office at the University of Cape Town for 24 years (one of the first heritage resource management companies in South Africa), David is now a director of ACO Associates cc (since 2008), which has taken over from the UCT operation and retains most of its staff. ACO Associates provides Heritage and Archaeological Impact Assessment services to a range of clients in order for them to comply with Environmental and Heritage Legislation. He is a long-standing member of the Association of Southern African Professional Archaeologists (ASAPA) and an accredited Principal Investigator of the Cultural Resource Management (CRM) section. With 33 years of working experience in heritage impact assessments, conservation and archaeological research, he has worked in a wide variety of contexts and participated in over a thousand heritage projects ranging from Heritage and archaeological impact assessments to mitigation of archaeological sites in suburban, rural and industrial (mining) situations. He is an accredited with ASAPA to act as a Principal Investigator on Earlier Middle and Later Stone Age sites in general, but especially coastal shell middens and rock painting sites, and Colonial period sites. David's broad experience in heritage management led to his participation as an advisor to the National Monuments Council up until 2000, and more recently he served as a member of two Heritage Western Cape regulatory committees, the Impact Assessment Review Committee (IACOM) and the Archaeology, Palaeontology and Meteorites Committee (APM). He has on occasion served as a forensic consultant to the Missing Persons Unit of the National Prosecuting Authority (NPA). He has led field projects on behalf of both local and overseas research organisations and continues to participate in archaeological research on an ad hoc basis. Research interests include aspects of the Middle Stone Age, Later Stone Age and Colonial era of southern Africa. He has co-authored a number of peer reviewed journal articles on these topics. ACO Associates cc has assisted on numerous renewable energy projects in the Northern, Eastern and Western Cape and David has been personally involved in a number of these projects.

Education:

1991: M.A. (Archaeology) University of Cape Town

1982: B.A. (Hons) (Archaeology) University of Cape Town

1980: B.A. University of Cape Town

1976: Pinelands High School (matric exemption)

Professional Qualifications:

MA (Archaeology) UCT

Registered member of the Association of Southern African Professional Archaeologists (ASAPA)

Languages:

First language – English

Second language - Afrikaans (speaking, reading and writing).

Summary of other experience

2008-present: Director and Principal Investigator: ACO Associates cc. Projects undertaken in the Eastern, Northern and Western Cape Provinces;

1988-2012: Principal Investigator and director: Archaeology Contracts Office, University of Cape Town. Projects undertaken in the Eastern, Northern and Western Cape Provinces;

1997: Junior Research Officer: Palaeoanthropology Research Unit, University of the Witwatersrand, (part time apt for one year) Cape Town based;

1984: Part time research assistant: Spatial Archaeology Research Unit, University of Cape Town;

1982-1984: National Service SA Navy Rank: Sub-Lieutenant;

Dec-Feb 1980: Cape of Good Hope Nature Reserve Student Ranger;

Nov-Feb 1978,1979: Part time research assistant, South African Museum (archaeology);

Other experience and professional memberships

- Secretary, Archaeology Field Club, UCT. 1979
- Chairperson, Archaeology Field Club, UCT. 1980
- Co-organiser of the Spatial Archaeology Research Unit workshop: Environments and Prehistory in the western Cape. 1984
- Archaeological advisor, National Monuments Council, Western Cape Regional Plans Committee. 1993 -1999
- Member: Association of Southern African Professional Archaeologists (ASAPA)
- Member: Association of Southern African Professional Archaeologists (ASAPA): CRM section (PI level with accreditation for Stone Age, Coastal Shell Middens, Colonial Period, Rock Paintings, Industrial, Bone Accumulations)
- Committee member: Archaeology Standards Generating Body (SGB) for SAQA
- Member: South African Archaeological Society
- Committee member: Heritage Western Cape, Archaeology, Palaeontology and Meteorites Committee appointed 2003 - 2007, re-appointed 2007 – 2013
- Member: Heritage Western Cape, Integrated Assessment Review Committee, 2009 – 2013;
- Forensic consultant: Missing Persons Unit: National Prosecuting Authority 2007

Awards

Western Cape Department of Cultural Affairs and Sport: Best Heritage Impact Assessment in the Western Cape for 2013/14

Relevant experience:

Employment since 1988 has required management of all aspects of heritage projects, and management of the day-to-day functions of the business (including Financial, HR).

Published articles/chapters in peer reviewed journals

Avery, G., Halkett, D., Orton, J., Steele, T. & Klein, R. 2009. The Ysterfontein 1 Middle Stone Age Rockshelter and the Evolution of Coastal Foraging. South African Archaeological Society Goodwin Series 10: 66–89.

Cruz-Uribe, K., Klein, R.G., Avery, G., Avery, D.M., Halkett, D., Hart, T., Milo, R.G., Sampson, C.G. & Volman, T.P. 2003. Excavation of buried late Acheulean (mid-quaternary) land surfaces at Duinefontein 2, western Cape province, South Africa. Journal of Archaeological Science 30, 559-575

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- Halkett, D.J. 1984. The archaeology of the Putslaagte. In Parkington, J.E. & Hall, M. eds. *Papers in the Prehistory of the western Cape, South Africa*. BAR International Series 332 (ii)
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- Hall, M., Halkett, D.J., Klose, J. & Ritchie, G. 1990. The Barrack Street Well: images of a Cape Town household in the 19th century. *South African Archaeological Bulletin* 152: 73-92
- Hine, P., Sealy, J., Halkett D. & Hart T. 2010. Antiquity of stone-walled tidal fish traps on the cape coast, South Africa. *South African Archaeological Bulletin* 65 (191): 35–44
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- Jerardino, A., Navarro, R., Orton, J., Button, R., Halkett, D., Webley, L., Tusenius, M., Hoffman, T. & February, E. 2018. Late Holocene climatic and cultural variability at a focal point of settlement near Lamberts Bay, South Africa: test excavations at Soutpansklipheuwel. *Research Article South African Archaeological Bulletin* 73 (207): 13–34
- Klein, R.G., Avery, G., Cruz-Uribe, K., Halkett, D., Hart, T., Milo, R.G., Volman, T.P. 1999. Duinefontein 2: An Acheulean Site in the Western Cape Province of South Africa. *Journal of Human Evolution* 37, 153-190
- Jerardino, A., Orton, J., Steele, T.E., Halkett, D. & Hart, T. 2021. Living and foraging at a climatic and coastal biogeographic transition zone: further observations on the mid-Holocene and the megamidden period of the west coast of South Africa. *Southern African Humanities* 34: 175-203.
- Jerardino, A., Halkett, D., Klein, R. & Girten, K. 2021. Visits to a cliff cave amidst climate change: the archaeology of Spring Cave, west coast of South Africa. *South African Archaeological Bulletin* 76 (215): 109–124.
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Orton, J., Hart, T. & Halkett, D.J. 2005. Shell middens in Namaqualand: Two Later Stone Age sites at Rooiwalbaai, Northern Cape Province, South Africa. *South African Archaeological Bulletin*, 60 (181): 24-32

Orton, J. & Halkett, D. 2007. Excavations at Noetzie midden. *The Digging Stick* 24 (3)

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Orton, J. & Halkett, D. 2010. Stone tools, beads and a river: two Holocene microlithic sites at Jakkalsberg in the northwestern Richtersveld, northern Cape, South Africa. *South African Archaeological Bulletin*, 65 (191):13-25

Orton, J., Halkett, D., Hart, T., Patrick, M. and Pfeiffer. 2015. An unusual pre-colonial burial from Bloubergstrand, Table Bay, South Africa. *South African Archaeological Bulletin*, 70 (201): 106–112.

Orton, J., Avery, G., Halkett, D., Hart, T. Kaplan, J. 2020. Precolonial coastal archaeology between Table Bay and Yzerfontein, Western Cape, South Africa: a review of historical and recent observations. *Southern African Humanities*.

Parkington, J.E., Poggenpoel, C., Halkett, D. and Hart, T. 2004. Initial observations on the Middle Stone Age coastal settlement in the western Cape, South Africa. In: Conard N.J. ed. *Settlement Dynamics of the Middle Palaeolithic and Middle Stone Age Vol II*: 5-21. Kerns Verlag, Tübingen.

Parkington, J.E., Yates, R., Manhire, A. & Halkett, D. 1986. The social impact of pastoralism in the south-western Cape. *Journal of Anthropological Archaeology* 5: 313-329.

Smith, A., Halkett, D., Hart, T. & Mütti, B. 2001. Spatial patterning, cultural identity and site integrity on open sites: evidence from Bloeddrift 23, a pre-colonial herder camp in the Richtersveld, northern Cape province, South Africa. *South African Archaeological Bulletin* 56 (173&174): 23-33

Wilson, M.L. & Halkett, D.J. 1981. The use of marine shell for decorating Cape coastal (Khoisan) pottery. *South African Archaeological Bulletin* 36: 43-44

Yates, R.J., Miller, D.E., Halkett, D.J., Manhire, A.H., Parkington, J.E. & Vogel J.C. 1986. A late mid-Holocene high sea level: a preliminary report on geo-archaeology at Elands Bay, western Cape Province, South Africa. *South African Journal of Science* 82: 164-165

Books

Malan, A. Halkett, D., Hart T., Schietecatte, L. & Webley, L. 2017. *Grave Encounters. Archaeology of Burial grounds*. Green Point, South Africa. Project funded by the National Lotteries Board. Published by ACO Associates.

Other published work

Technical artefact drawings in Schweitzer, F.R. & Wilson, M.L. 1982. Byneskranskop 1. A late quaternary living site in the southern Cape province, South Africa. *Annals of the SA Museum* v88:1

Presentations and lectures (recent)

2018. Swellendam Heritage Society – The burial grounds of Green Point

2018. Paarl Heritage (Simon VD Stel Foundation) – historic sites in the Tradouw pass (with Leslie Howard)

Referees

Prof. J. E. Parkington

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Prof. R. G. Klein

Dept of Anthropology
Stanford University
Stanford
CA 94305-2145
E-mail: rklein@stanford.edu

Some recent commercial Heritage management projects:

Halkett, D. 2022. Integrated heritage impact assessment: proposed construction of the Oudrift Dam on Ptns 3 & 13 of Farm 143 Klipheuveld, Klein Brak River. Unpublished report prepared for KAPP Environmental Consultants on behalf of Mr John Robertson/Klipheuveld Trust. ACO Associates cc

Halkett, D. 2022. Archaeological impact assessment: proposed construction of the Oudrift Dam on Ptns 3 & 13 of Farm 143 Klipheuveld, Klein Brak River. Unpublished report prepared for KAPP Environmental Consultants on behalf of Mr John Robertson/Klipheuveld Trust. ACO Associates cc

Halkett, D. 2021. Integrated heritage and archaeological impact assessment of the proposed Sol Invictus Pvsef 132kV powerline west of Aggeneys, Northern Cape. Unpublished report prepared for WSP on behalf of Sol Invictus (Pty) Ltd. ACO Associates cc.

Halkett, D. 2020. Heritage impact assessment: proposed bentonite and zeolite mining activities on Portion 1 of Farm 585, Uitspanskraal, Heidelberg. Prepared for Enviro-EAP (Pty) Ltd on behalf of Imerys Refractory Minerals South Africa (Pty) Ltd, t/a Cape Bentonite Mine. ACO Associates cc.

Halkett, D. 2020. Heritage impact assessment: proposed bentonite and zeolite mining activities on Erf 1412, Heidelberg. Prepared for Enviro-EAP (Pty) Ltd on behalf of Imerys Refractory Minerals South Africa (Pty) Ltd, t/a Cape Bentonite Mine. ACO Associates cc.

Halkett, D. 2020. NID application: TR 28/1 (R43) and directly affected adjacent properties between Vermont and Hermanus. Application to HWC prepared for SLR Consulting (South Africa) (Pty) Ltd on behalf of Road Network Management: Western Cape Government – Dept. of Transport and Public Works. ACO Associates cc.

Halkett, D. 2020. NID application: Expansion of agriculture at Boekenhoutskloof, near Vermont. Application to HWC prepared for Holland and Associates on behalf of Boekenhoutskloof Winery (Pty) Ltd

Halkett, D. 2018. Notice of Intent to Develop application: AB InBev 12km water pipeline, Caledon. Unpublished report prepared for SLR Consulting (Cape Town).

Halkett, D. 2018. Heritage Impact Assessment of the proposed Eskom Merino 66kv Substation and 24km Bon-Chretien to Merino 66kv powerline, Ceres. Unpublished report prepared for SRK Consulting (South Africa) (Pty) Ltd on behalf of Eskom Holdings SOC Limited. ACO Associates cc.

Halkett, D. & Robinson, J. 2017. Final walk-down assessment of proposed road alignments associated with the raising of the Clanwilliam Dam. Unpublished report prepared for SLR Consulting. ACO Associates cc.

Halkett, D. 2017. Heritage impact assessment of the proposed Habata agricultural expansion project near Robertson, Western Cape. Unpublished report prepared for Holland and Associates Environmental Consultants on behalf of Habata Agri. ACO Associates cc.

Halkett, D. 2017. Specialist archaeological assessment of the proposed Habata agricultural expansion project near Robertson, Western Cape. Unpublished report prepared for Holland and Associates Environmental Consultants on behalf of Habata Agri. ACO Associates cc.

Halkett, D. 2017. Heritage Impact Assessment of the proposed Eskom Romansrivier to Ceres 132kv overhead powerline. Unpublished report prepared for SRK Consulting (South Africa) (Pty) Ltd on behalf of Eskom Holdings SOC Limited. ACO Associates cc.

Halkett, D. 2017. Heritage Impact Assessment of the proposed 150 mw Heuningklip Pvsef on Farm 1076, north east of Vredenburg, Western Cape. Unpublished report prepared for Terramanzi Group (Pty) Ltd on behalf of Doornfontein Solar (Pty) Ltd. ACO Associates cc.

Halkett, D. 2017. Heritage Impact Assessment of the proposed 150 mw Kruispad Pvsef on Farm Kruispad 120, east of Velddrif, Western Cape. Unpublished report prepared for Terramanzi Group (Pty) Ltd on behalf of Doornfontein Solar (Pty) Ltd. ACO Associates cc.

Halkett, D. 2017. Heritage Impact Assessment of the proposed Doornfontein Pvsef on Farm Doornfontein A 118, east of Velddrif, Western Cape. Unpublished report prepared for Terramanzi Group (Pty) Ltd on behalf of Doornfontein Solar (Pty) Ltd. ACO Associates cc.

Halkett, D. 2016. Archaeological Impact Assessment of proposed development on Portion 19 of farm Vergenoegd 653, Macassar, Western Cape. Unpublished report prepared for Lize Malan on behalf of Vergenoegd Property Holdings. ACO Associates cc.

Halkett, D. 2016. Heritage Impact Assessment of the proposed IPD Vredenburg Wind Farm on the Vredenburg Peninsula, Western Cape. Unpublished report prepared for prepared for Terramanzi Environmental Consulting on behalf of Vredenburg Wind Farm (Pty) Ltd. ACO Associates cc.

Halkett, D. 2016. Archaeological Impact Assessment of the proposed IPD Vredenburg Wind Farm on the Vredenburg Peninsula, Western Cape. Unpublished report prepared for prepared for Terramanzi Environmental Consulting on behalf of Vredenburg Wind Farm (Pty) Ltd. ACO Associates cc.

Halkett, D. 2015. Specialist Archaeological Study: Elandsfontein Phosphate Mining Right on a Portion of Portion 2 and Portion 4 of the farm Elandsfontein 349, Saldanha. Unpublished report prepared for Billet Trade (Pty) Ltd T/A Braaf Environmental Practitioners on behalf of Elandsfontein Exploration and Mining (Pty) Ltd. ACO Associates cc.

Halkett, D. 2015. Archaeological Scoping Assessment of the proposed Bonnievale Pv Facility on Portion 19 of Oudekraal 170, and Portion 6 and Remainder of Sandfontein 232, Bonnievale, Western Cape. Unpublished report prepared for Terramanzi Environmental Consulting on behalf of IPD Power (Pty) Ltd. ACO Associates cc.

Halkett, D. 2015. Integrated Heritage Impact Assessment: Proposed rezoning and subdivision of Erf 1556 Hout Bay. Unpublished report prepared for Doug Jeffery Environmental Consultants (Pty) Ltd on behalf of Lezmin 2588 cc. ACO Associates cc.

Appendix B: Declaration of Independence

Declaration

I, David John Halkett, declare that:

- I act as the independent specialist in this application;
- I will perform the work relating to the application in an objective manner, even if this results in views and findings that are not favourable to the applicant;
- I declare that there are no circumstances that may compromise my objectivity in performing such work;
- I have expertise in conducting the specialist report relevant to this application, including knowledge of the Act, Regulations and any guidelines that have relevance to the proposed activity;
- I will comply with the NHRA, Regulations, and all other applicable legislation;
- I have no, and will not engage in, conflicting interests in the undertaking of the activity;
- I undertake to disclose to the applicant and the competent authority all material information in my possession that reasonably has or may have the potential of influencing - any decision to be taken with respect to the application by the competent authority; and - the objectivity of any report, plan or document to be prepared by myself for submission to the competent authority;
- All the particulars furnished by me in this form are true and correct.



Signature of the specialist:

Name of company (if applicable): ACO Associates cc

Date: 22 February 2024

Appendix C: NID reponse

PAGE 1 of 2

Our Ref: HM / CAPE TOWN METROPOLITAN / DISTRICT SIX / ERVEN REMAINDER 734, 735, 737, REMAINDER 738, 739, 9564 AND 9565
Case No.: HWC23061502CN0619
Enquiries: Corne Nortje
E-mail: corne.nortje@westerncape.gov.za
Tel: 021 483 5959



David Halkett
ACO Associates
david.halkett@aco-associates.com

RESPONSE TO NOTIFICATION OF INTENT TO DEVELOP: FINAL
In terms of Section 38(4) of the National Heritage Resources Act (Act 25 of 1999) and the Western Cape Provincial Gazette 6061, Notice 298 of 2003

NOTIFICATION OF INTENT TO DEVELOP: PROPOSED FORMULATION OF THREE DEVELOPMENT OPTIONS WITHIN THE PARAMETERS OF THE CURRENT MIXED USE 3 / GENERAL BUSINESS 7 ZONING. THE INTENTION IS TO DEVELOP RESIDENTIALLY LED MIXED USE DEVELOPMENT WITH SOME COMMERCIAL, RETAIL, OPEN SPACE AND A SOCIALLY COMPLIANT HOUSING COMPONENT IN ACCORDANCE WITH GOVERNMENT POLICY ON ERVEN REMAINDER 734, 735, 737, REMAINDER 738, 739, 9564 AND 9565, 33 CHIAPPINI, CAPE TOWN CITY CENTRE, SUBMITTED IN TERMS OF SECTION 38(1) OF THE NATIONAL HERITAGE RESOURCES ACT (ACT 25 OF 1999)

The matter above has reference.

Heritage Western Cape is in receipt of your application for the above matter. This matter was discussed at the Heritage Officers Meeting (HOMS) held on 28 June 2023.

You are hereby notified that since there is reason to believe that proposed formulation of three development options within the parameters of the current Mixed Use 3 / General Business 7 zoning. The intention is to develop residentially led mixed use development with some commercial, retail, open space and a socially compliant housing component in accordance with government policy on Erven Remainder 734, 735, 737, Remainder 738, 739, 9564 and 9565, 33 Chiappini, Cape Town City Centre will impact on heritage resources, HWC requires that a Heritage Impact Assessment (HIA) that satisfies the provisions of Section 38(3) of the NHRA be submitted. Section 38(3) of the NHRA provides:

(3) The responsible heritage resources authority must specify the information to be provided in a report required in terms of subsection (2)(a): **Provided that the following must be included:**

- (a) The identification and mapping of all heritage resources in the area affected.
- (b) an assessment of the significance of such resources in terms of the heritage assessment criteria set out in section 6(2) or prescribed under section 7.
- (c) an assessment of the impact of the development on such heritage resources.
- (d) an evaluation of the impact of the development on heritage resources relative to the sustainable social and economic benefits to be derived from the development.
- (e) the results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources.
- (f) if heritage resources will be adversely affected by the proposed development, The consideration of alternatives; and
- (g) plans for mitigation of any adverse effects during and after the completion of the proposed development.

Emphasis on next page:

(Our emphasis)

This HIA must in addition have specific reference to the following:

- Architectural Analysis
- Archaeological Impact Study
- Townscape and Streetscape Assessment
- Visual Study
- Socio-Historical Study

www.westerncape.gov.za/cas

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Our Ref: HM / CAPE TOWN METROPOLITAN / DISTRICT SIX / ERVEN REMAINDER 734, 735, 737, REMAINDER 738, 739, 9564 AND 9565
Case No.: HWC23061502CN0619
Enquiries: Corne Nortje
E-mail: corne.nortje@westerncape.gov.za
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The HIA must have an overall assessment of the impacts to heritage resources which are not limited to the specific studies referenced above.

The required HIA must have an integrated set of recommendations.

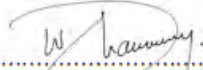
The comments of relevant registered conservation bodies; all Interested and Affected parties; and the relevant Municipality must be requested and included in the HIA where provided. Proof of these requests must be supplied.

If applicable, applicants are strongly advised to review and adhere to the time limits contained the Standard Operational Procedure (SOP) between DEADP and HWC. The SOP can be found using the following link <http://www.hwc.org.za/node/293>.

Kindly take note of the HWC meeting dates and associated agenda closure date in order to ensure that comments are provided within as Reasonable time and that these times are factored into the project timeframes.

HWC reserves the right to request additional information as required.

Should you have any further queries, please contact the official above and quote the case number.


.....
Waseefa Dhansay
Assistant Director: Professional Services



www.westerncape.gov.za/cas

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Appendix D: Heritage Design Indicators: Prestwich Provincial Roads Pavement Testing Laboratory (Wilson, W. 2023)

1. BUILDING MORPHOLOGY: SITE ANALYSIS

Figure 1: This study focusses on the demarcation, development and use of portions of land identified as erven 734, 735, 738-RE, 9565 (part of the potential development area) and adjoining erven 739, 737, 9563 and 9564.

Three of these make up the 1755 land grant to the Dutch Reform Church (DRC) for a new cemetery. This was to accommodate the increased needs resulting from growth of the colony and the impact of smallpox



Figure 1. Reference: 1762 Johannes Rach; 1777 Schumacher.

outbreaks (1751, 1755 and 1767). It was located adjacent to the Company military cemetery established in 1720 on the western/outer edge of the settlement beyond the Buitengracht.

Figure 2: Graphic representations of the Cape from 1760s-1800 show the two matched, walled graveyards. The study site is shown with structures, possibly charnel houses (Berman 2011: 45) in the north-east corners, and a central pedimented entrance on the south west side.



Figure 2. Top: 1762 Johannes Rach (Atlas van Stolk, Rotterdam). Below: 1777 Schumacher, "Goode Hoop van Oosten te sien No2" (Brommer, Grote atlas VOC).

Figure 3: Additional land grants to the DRC in 1801 and 1802 extended the cemetery to the edge of the Buitengracht. Urban development westwards was driven by factors including increased immigration following British takeover (1806), and emancipation of enslaved people (1834-1838). Early to mid 19th century new development such as the neighbouring St Andrews church (1838), dwellings and warehousing surrounded the cemeteries. The extended, walled DRC cemetery is shown in 1878 with established paths and tree planting, probably cypress, as traditionally used in European graveyards. Red dash line marks the original grant.



Figure 3. Reference: 1801 SG 50/1801; 1802 SG 80/1802; 1878 Wilson (CoCT Historical Maps Collection)

Figure 4: In 1886 the burial grounds were closed and are identified on the Thom survey (c1995) as “disused burial grounds”. In 1883 the Salvation Army arrived in Cape Town and in 1886 established its Metropole in a re-purposed store room and garage on erf 735.

Figure 5: The 1906 Disused Cemeteries Act allowed for disused burial grounds to be developed for use as churches, schools and public parks only, or otherwise to be appropriated for municipal use.

In 1907 the DRC Church submitted plans for the



Figure 4. Reference: 1892-1900 Thom (CoCT Historical Maps Collection)

erection of a **new church** on their disused land. In response, the City opened negotiations with the DR Church authorities for the transfer to Council of DRC land adjacent to Buitengracht Street to allow for the widening of the road to 40’.

Figure 6: Council paid for the removal of existing burials to Maitland Cemetery and proposed a new iron boundary fence, and later proposed erecting a wall incorporating remaining grave stones, this was vetoed by the church. Instead a brick wall was built on the new boundary (KAB 3/CT Vol 4/1/1/28, Ref A267/1).

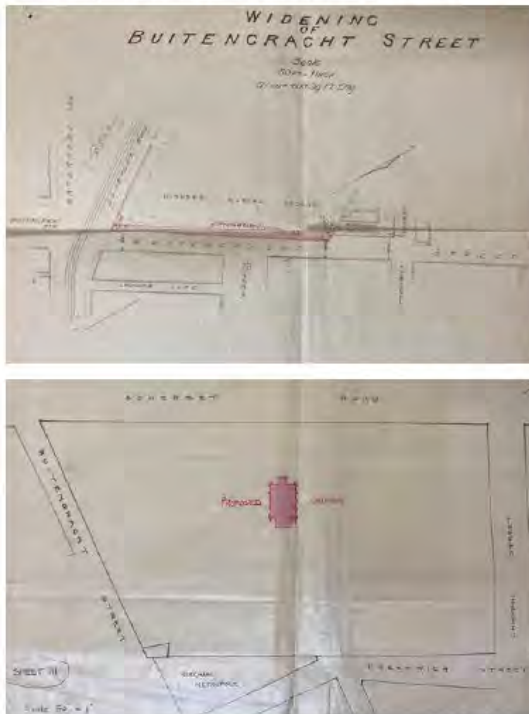


Figure 5. Reference: 1907 proposed plans for excised land and new church (KAB 3/CT Vol. 4/2/1/1/28, Ref A267)

The new church building was completed in 1908.

In terms of Ordinance 23 of 1920, the Municipality bought the remaining DRC cemetery land, with the DRC permitted to lease the church for a period. This became subject to further negotiations resolved after 1928. The land was exhumed in preparation for new uses (KAB PAS Vol 2/1064 Ref L18/1/132). During exhumation, a portion of the original stone walling on Chiappini Street collapsed and was in part replaced with an iron gate (KAB 3/CT Vol 4/2/1/3/63 Ref B3411).



Figure 6. Reference: 1912 Thom revised, with outline area of wall collapse (CoCT Historical Maps Collection)



Figure 7. Date not known: DRC cemetery with walling, cypress trees and vaults on the inner north boundary (Source not known).



Figure 8. 1900 Disused DRC cemetery with walling, cypress trees and vaults on the inner north boundary. The land surface within the walled area is raised.



Figure 9. c1910: Disused DRC cemetery new DRC church.



Figure 10. Example of built fabric: Archive note says Masonic tomb in DRC Somerset Road cemetery (KAB E3931)



Figure 11. Example of built fabric: Tomb of LM Thibault, according to archive note this is now located below Buitengracht Street pavement. (KAB E3939).

Figure 12: In 1921 plans were drawn for the development of a **Provincial Building**, "Chronic Sick Home and Stores" by Public Works architect JS Cleland (see section 2 for building analysis). While not explicitly stated, it can be assumed that this was to support the, by now unfit, Old Somerset Hospital on the diagonal neighbouring block. Built in 1818, it was declared unsuitable as early as 1839 and replaced by the New Somerset Hospital. It remained open to the chronically sick and indigent until the Conradie Hospital was built to replace it 1930, 1935 and 1938. It would appear that the new study site structure on the old cemetery was built as a stop-gap to take up the slack during the 20 plus



Figure 12. Reference: 1926 aerial image (NGI 06_0869); 1921 Plan; SG4806/1924

year process of negotiation for suitable land and the finances required for the replacement hospital. In 1924 the Salvation Army building is identified as Labourer's Barracks.

Figure 13: In 1933 plans were approved for a wood and iron barracks as temporary quarters for the male staff of Cape Town Infirmary to be built on the study site (identified as "the grounds of the infirmary") as a temporary measure during the construction of Conradie Hospital. The building (only acceptable if painted a suitable tint of cream) was sited over an "old stone wall" with iron gate which bisected the site. The wall does not



Figure 13. Reference: 1935 aerial image (CoCT Map Viewer); 1933 Plan for proposed wood and iron building (XXX)

align with early cemetery walling and is probably not remnant thereof. A tennis court is shown.

Figure 14: Undated pencil annotation on a copy of the 1921 plan for the Provincial Building shows it proposed for use as **Immigration Detention Barracks**, with a 12' high wall enclosing the open central U, which can be seen on the 1945 aerial (see section 2 for analysis). This may relate to a proposed Ebenezer Road Immigration Detention Depot (1931), and may have come into effect after the infirmary's move to Conradie. By 1945 the site was cleared of all temporary hospital buildings.



Figure 14. Reference: 1945 aerial image (NGI 203A_06_00508); Undated plan

Figure 15: From 1947 to 1948 plans were drawn for the conversion of the 1921 U-shaped building, then possibly in used as an immigration detention barracks, to serve as the Provincial Roads Pavement Test Laboratory. This required alterations to the internal spaces, and the addition of separate "storage and quartering rooms" and open garaging (see section 2 for building analysis).

In 1951/1952 minor alterations and additions were made to the U-shaped building. Several prefabricated



Figure 15. Reference: 1958 aerial image (CoCT Map Viewer); 1947-1948 plan for Proposed conversion; 1952 site plan Roads Dept. Laboratories.

storage buildings - steel asbestos and wood and iron - watchmen's kiosks and ablution blocks were added to the site and a new brick boundary replaced the original cemetery wall along a portion of Somerset Road. The eastern portion of the ground was leased to Austin & Aldridge (general building suppliers) access off Somerset Road and to Robb Motors, which had its showroom on the corner of Somerset Road and Buitengracht Street.

At some point c1950 two structures (function has not been identified) were added to the church property, while the trees directly behind the church became more prominent.

Figure 16 and 17: A 1965 site plan shows the future proposed re-routing of Somerset Road and widening of Buitengracht Street. The site was still receiving new



Figure 16. Reference: 1974 Robb Motors building - demolition for road widening. (KAB CA839)

temporary installations, with prefab structures identified as CAPAB stores. An undated plan shows those to be affected by the road changes. At this stage demolition was slated for the buildings (majority car sales showrooms) along Buitengracht Street and the eastern portion of the study site serves as a carpark.

The church and its ancillary buildings on erf 739 was demolished c1979/1980 to make way for the road, with a new brick structure (service building) aligned to it.



Figure 17. Reference: 1980 aerial image (CoCT Map Viewer); Undated site plans re-routing Somerset Road.

Figure 18: From 1981 Somerset Road was rerouted and Buitengracht Street widened, with the "Salvation Army" building on erf 735 demolished, and prefab structures within the walled area removed. A new brick wall enclosed the much reduced site. The tree, located behind the church and first in evidence 1926 appears to remain in the south east corner of the site (circled pink). A small portion of the original stone cemetery wall on

Chiappini Street remains (shown red). Blue dash outline marks remaining portions of erf 735 and 9565, part of the development study site.

Figure 19: The two decades from 1980 brought little change to the site.

Figure 20: In 2007 the Prestwich Street Memorial,

designed by architect Lucien Le Grange, was developed to (controversially) accommodate human remains discovered and disinterred during the 2003 development of The Rockwell in Prestwich Street. It lies along the inner boundary of the original DRC cemetery ground, and incorporates the 1980s building on the original church site. It lies outside of the area for development.



Figure 18. Reference: 1984 aerial image (CoCT Map Viewer)



Figure 19. Reference: 1998 aerial image (CoCT Map Viewer)



Figure 20. Reference: 2007 aerial image (CoCT Map Viewer)

2. BUILDING MORPHOLOGY ANALYSIS

The Provincial Roads Pavement Testing Laboratory, also referred to as the Soil Laboratory is a U-shaped building on erf 734. It was designed in 1921 by government architect JS Cleland for the Department of Public Works (DPW). It is identified on original plans as "Provincial Building Prestwich Street" and it appears that the intention was to create additional hospital wards and stores as adjunct to the Old Somerset Hospital, which occupied a city block diagonally neighbouring the site. It is identified as "proposed chronic sick home and stores" in an archive reference.¹

The history of the Soil Laboratory is entwined with that of the "old" Somerset Hospital. Built in 1819 for enslaved and poor people, it was largely replaced in the 1860s by the "new" Somerset Hospital. It continued to function as a hospital for chronically sick and indigent people.² From c1915-1920 it was renamed the Cape Town Infirmary. It seems that this identity extended to erf 734 and included the U-shaped building completed 1922-1923.

Old Somerset Hospital building was demolished in 1938, once its direct replacement, the Conradie Hospital, was complete and able to accept patients relocated from both Cape Town Infirmary sites.

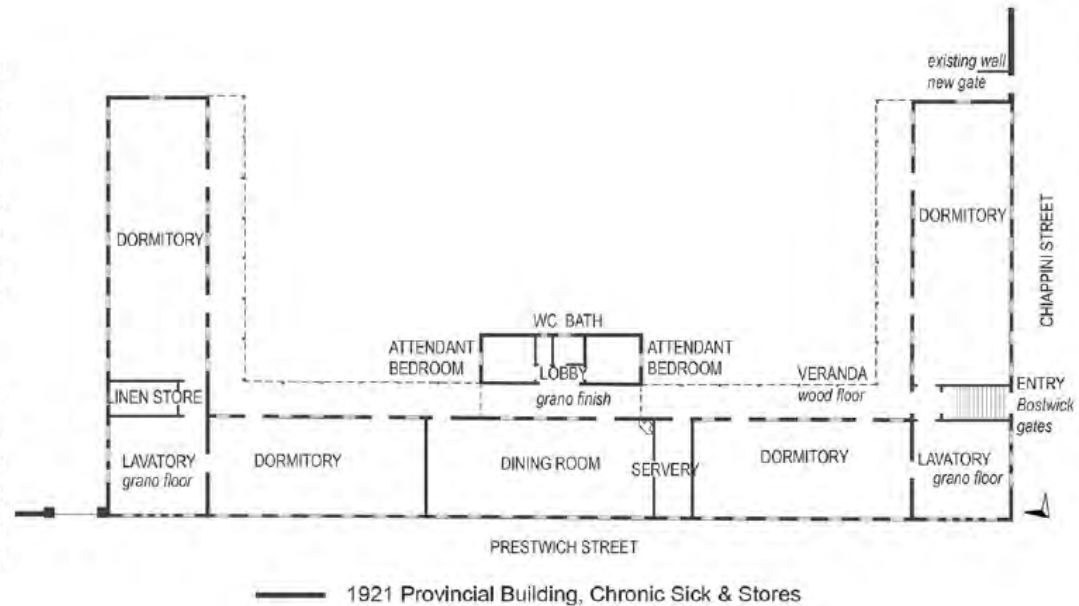


Figure 21. 1921: Programme derived from JS Cleland plan (Scan 82)

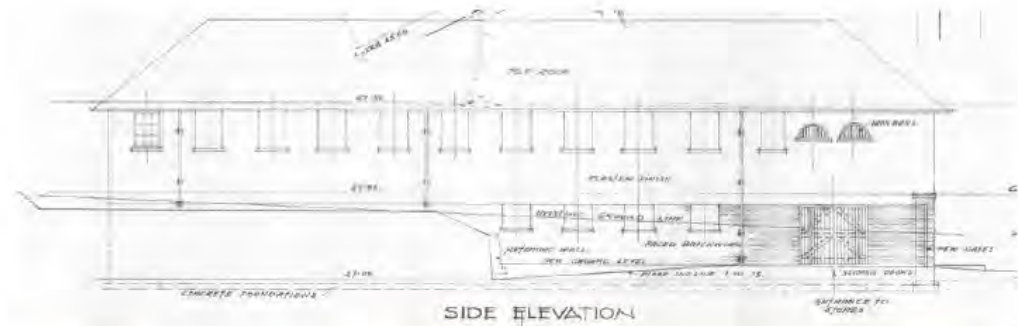
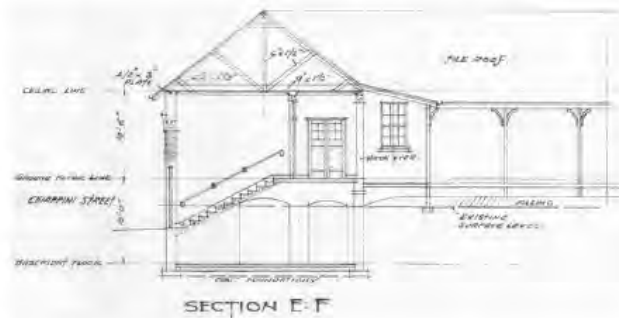


Figure 22. 1921: Extract JS Cleland section of entrance on Chiappini Street (left) and east side elevation to show half basement (Scan 81)

1 KAB 3/CT 4-2-1-3-87 B4661-1

2 De Villiers, Keyser, The Lost hospitals of the Cape, 1983.

2.1 Building Description³

The U-shaped building (also described in some reports as E-shaped) is a masonry structure with pitched, hipped roof originally roofed with Marseilles tiles. The materiality and aesthetic of the building conforms to Arts & Crafts influenced government hospital buildings of the period. It has a partial cut basement running the length of the building on the north, Prestwich Street edge, which responds to the downward south-north slope. A veranda with sheet metal roof runs the length of the inner U-shape. Originally timber floored, this is now concrete. Walling is red brick with plaster detailing, timber vertical sash windows, timber doors with small pane fanlights. It has an arched brickwork main entrance off Chiappini Street, closest point to the location of the parent hospital. The main service entrance to the basement store rooms, off Prestwich Street, is now bricked closed. When built, the views from within the courtyard would have been dominated by Table Mountain.

A simple, clear plan, originally, the veranda walkway provided primary circulation, with internal connections to washrooms only. The small projecting block accommodated the supervising staff's quarters

2.2 Building Morphology

At some point, date not specified, a copy of the original 1921 Cleland building plans was heavily annotated in ink and pencil, with part of the drawing title "Provincial Building" Prestwich Street amended to "Immigration Detention Barracks" Prestwich Street. Proposed minor alterations include the attendants bedrooms, inserting dormitory partitions, and most notably, the addition of a 12' high (3,65m) brick wall to enclose the entire open courtyard within the U-shape. Additionally, there are notes identifying the addition of a security grill at the entrance, and barbed wire along the eaves of the veranda.

hospital use after the move to Conradie Hospital (early-mid 1930s) and the 1931 discussions of a proposed construction of an Ebenezer Road Immigration Detention Depot.⁴ Furthermore, this corresponds with anti-semitic turbulence in Europe and an influx of Eastern European Jewish immigrants. The Quota Act introduced in 1930 aimed to prohibit or limit their in-migration, while in 1937 the Anti- Aliens Act, which coincided with an escalation of violent anti-semitic activity in Germany, prohibited Western European Jewish immigrants from entry.⁵ Halkett notes that many European Jewish families began their South African life at this facility.

The wall can be seen on aerial images of 1945, so while the use as a detention barracks has not been confirmed in primary sources, it seems highly likely that the Soils Laboratory did serve as a detention centre for a period of about a decade from the mid-1930s.

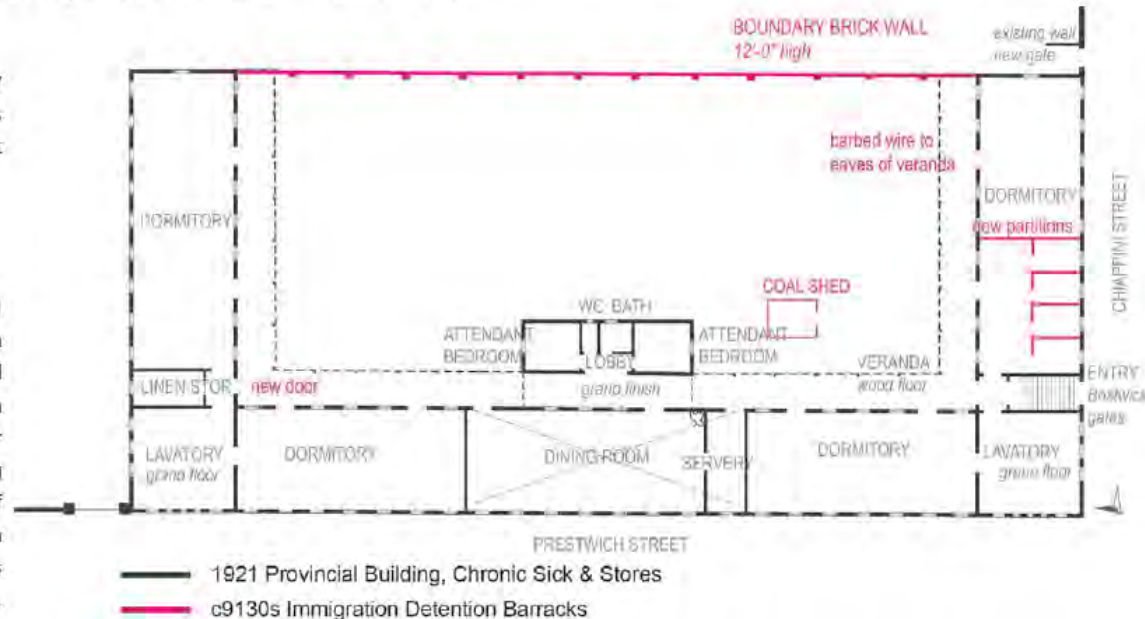


Figure 23. c1935 Derived from hand annotations on earlier plan (Scan 85)

While undated, these proposed alterations may coincide with the termination of the

³ Information is derived from site inspection and examination of original building plans.

⁴ KAB 3/CT 4-2-1-3-473 B717

⁵ Petersen, Teaching Humanity: Placing the Cape Town Holocaust Centre in a Post-apartheid State, Phd Thesis, 2015

From 1947 to 1952 the building and its site underwent some significant changes to accommodate a change of use to Provincial Roads Pavement Testing Laboratory.

In 1947-1948 plans by Schuurmans Stekhoven, who frequently worked on PWD projects, propose alterations to what is described as the “upper floor” of the Prestwich Street building to accommodate roads testing laboratories. This required interventions to allow specific activities, with brick and drywall partitions dividing the open dormitories and dining room, to create specialist laboratory spaces. In these new rooms, block flooring was covered or replaced by what is identified as “asphalt flooring”. The notes imply that the building was in a neglected state and refurbishment was undertaken. The tile roof remained unaltered.

Plans explored the addition of a “quartermen and sample store”, and an open garage. In one version the store extended the eastern wing, however another version placed the store in its current position, apparently using the existing security wall as an outer edge. The open garage extend along the wall in its current position. The gate in the security wall may have been added at this stage.

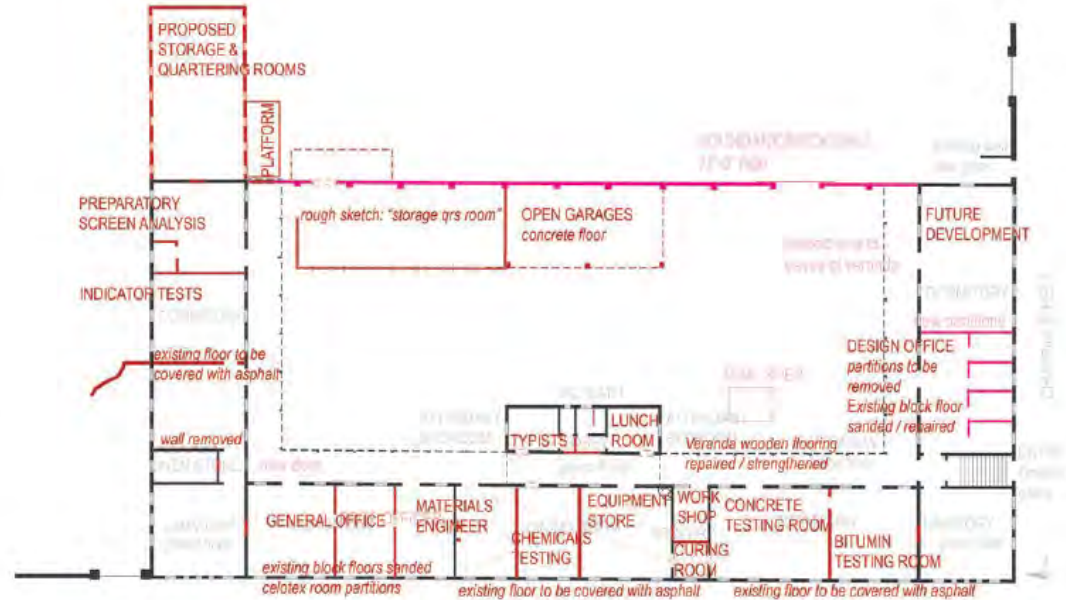


Figure 24. 1948-1952 Derived from plans by Stekhoven (Scan 70 and 84)

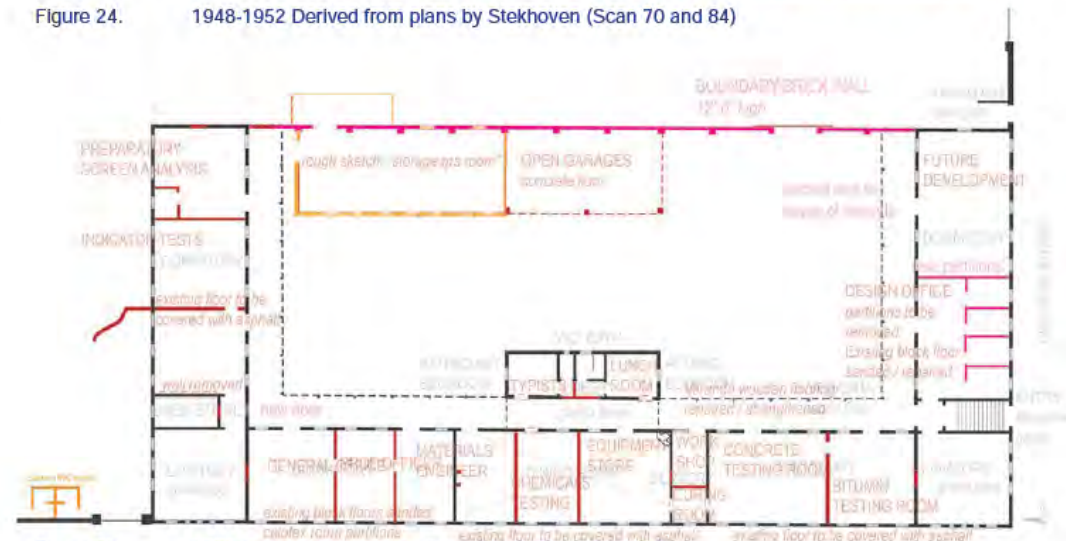


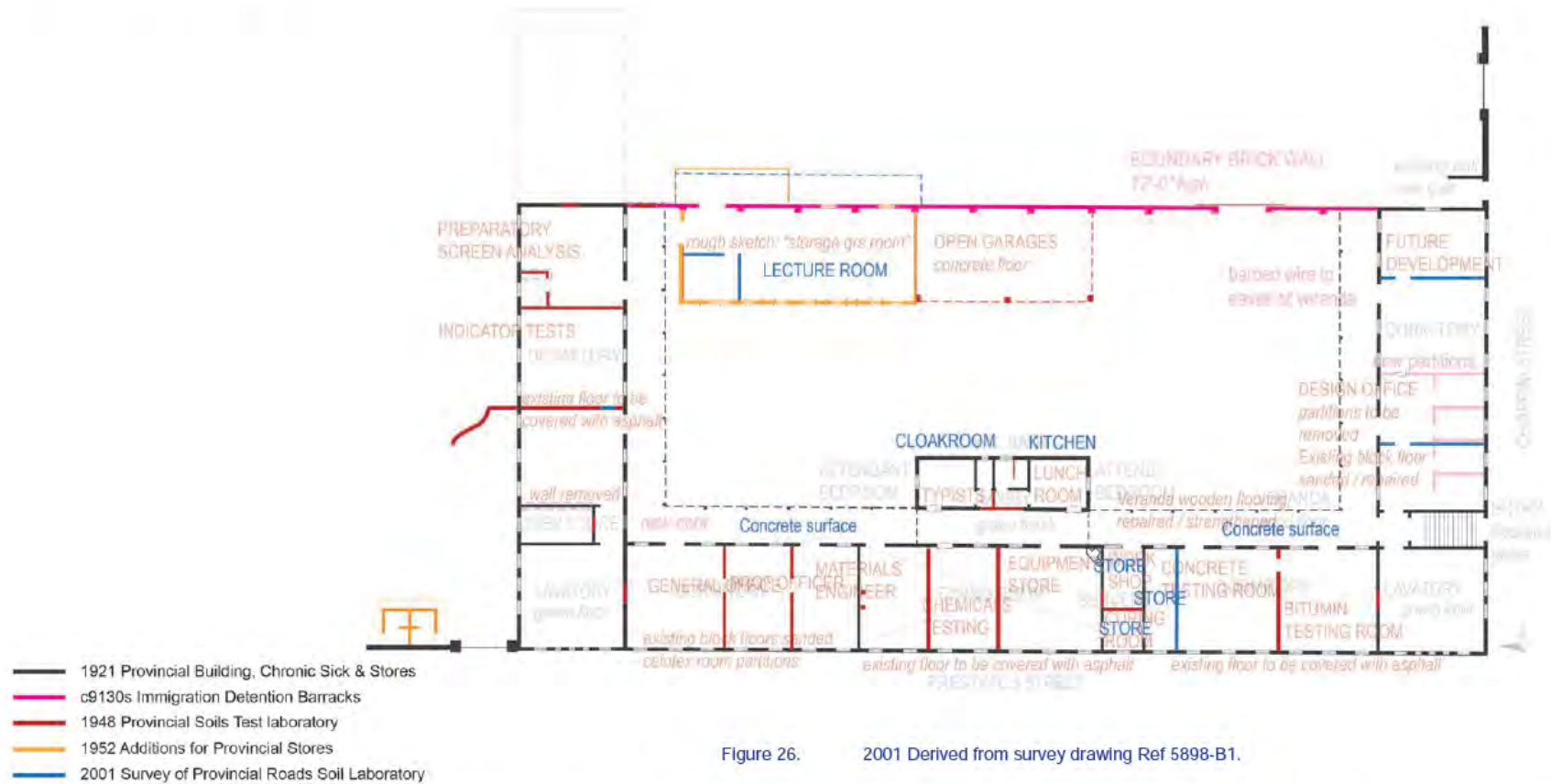
Figure 25. 1952 Derived from provincial architect plans (Scan 78)

- 1921 Provincial Building, Chronic Sick & Stores
- c9130s Immigration Detention Barracks
- 1948 Provincial Soils Test laboratory
- 1952 Additions for Provincial Stores

A building survey (2001) shows minimal changes, involving further subdivision of spaces. The building appears to have been re-roofed in 2002/3, this may not have been the first time.

The 2009 completion of the multi-storey Metropolis building on Prestwich Street has significantly altered the spatial relationship of the building to its context. It is now dwarfed and, from some angles, barely discernible. The quality of light within the site has also been compromised.

Despite this, and alterations for change of use, the building has retained intrinsic quality. It has a distinctive character, driven by scale, materiality and the relationship of brick, timber and plaster work, the quality of light contributed to by the deep eaves and veranda, and the introverted nature of the central U-shaped space.



3. HERITAGE SIGNIFICANCES

3.1 Cemetery Walling

A portion of walling along Chiappini Street is believed to incorporate the original 1755 cemetery outer wall, and is evidenced in the depth and suggestion of stone work. However, there is record of the partial collapse of a portion of that wall in the 1920s, so how much remains is unclear. Despite this, and particularly when seen with the adjacent Silesian Institute walling, it contributes to and understanding of the historical use and scale of the site.

The only other portion of walling that may have value (and is older than 60 years) extends along Prestwich Street from the gate pier junction with the Soils Laboratory building towards Buitengracht Street (excluding the gate infill walling).

All other walling is relatively recent and holds no significance.

3.2 Provincial Soil Test Laboratory Building

The Soils Laboratory building is fairly characteristic of public architecture of the 1920s and 1930s, with a distinctive character and style particularly as seen in schools and hospitals of the period. It is recognisable as a government building.

The building's association with architect John Stockwin Cleland is of some significance. Cleland replaced P Eagle at DPW in 1915 during work on the hospital complexes at Valkenberg and Oude Molen, and held the position of chief DPW architect from 1920 to 1932. His work shows Arts & Crafts influence in the use of red brick, plastered facades, Italianate details and timber (possibly teak) doors and windows. Courtyard ventilation was a key design element of all hospital buildings of the period.

The social history of the site and its association with the families of people hospitalised at the Cape Town Infirmary, or detained at the Immigration Detention Barracks, has not been established. Further research should be undertaken.

While some of the material authenticity of the structure is lost and the internal volumes are much altered, the building is still clearly expressive of the period and highly legible.



Figure 27. 2001 Derived from survey drawing Ref 5898-B1.

It has been Graded 3A in a previous study (ACO, 2012). The site is currently graded 3B in the City of Cape Town's heritage inventory (2023).

There is the opportunity to reverse many alterations to reopen the internal spaces and restore detailing (such as the brickwork of the entrance), and reactivate the Chiappini Street entrance.

The basement level of the Prestwich Street interface presents an opportunity for adaptive reuse of the storage rooms and the activation of the street edge. While the basement rooms drop below street level, the interiors are full height and can be utilised in a variety of ways.

The enclosing courtyard wall (built 1930s) and the storage and garage (added late 1940s), despite being well integrated to the original structure are not sufficiently conservation-worthy to impose their retention on adaptation and development options.

3.3 Mature Trees

Aerial imagery suggest that the two trees situated directly behind the church (demolished 1979/1980) are no longer standing. A tree roughly in the location of one is relatively small and scraggly and does not appear to be conservation-worthy (although this should be confirmed with an arborist).

Other mature trees on site include the tree in the courtyard of the U-shape, and some arbitrarily located pepper trees. Their retention is not required from a heritage point of view.

3.4 Other Structures

All other structures on the site are not conservation-worthy.



Figure 28. Heritage grading 3B (CoCT Map Viewer 2023)



Figure 29. Chiappini Street old walling viewed from within the site (photo 04-2023)

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Wendy Wilson (13 May 2023)

Appendix E: Archaeological Testing - Provincial Pavement Testing Laboratory (Erven 738 and 734)²⁹ (Hart, T. 2014)

4.1 Provincial Pavement Testing Laboratory (Erven 738 and 734)

4.1.1 History

Erven 738 and 734 originally formed part of the 1755 and 1802 grant of additional burial ground to the DRC (Dutch Reformed Church) and extended to the Buitengracht (the western boundary of the settlement of Cape Town at the time). At the time of the closing of the Somerset Road cemeteries, the Select Committee (1875) found that the DRC burial grounds were in an appalling state, better only than the White Sands Paupers' burial grounds (Clift 2005).

In 1907 Buitengracht Road was widened. The municipality negotiated with the DRC for a portion of the land required for the road widening. The church agreed, on condition that the municipality recover and rebury any human remains (AG 1440 in Clift 2005). The remainder of the DRC cemeteries were only formally disinterred in 1920 (November 1920-March 1921). The exhumation process was managed by Edward Hutt, the Secretary of the Board of Trustees and Superintendent of the Maitland Road Cemetery. A team from the cemetery staff had the duty of collecting and re-coffining the human remains before transporting them to the Maitland Road cemetery. Convict labour was used to do the trenching and breaking down of vaults. About 893 coffins filled with human remains were reinterred in the DRC allotment at the Maitland Road cemetery and 132 wagon loads of memorial stones were moved (PAS 2/1064: Letter dated 3/4/1922). Reference is made to the sites being levelled and sown with barley.

The Pavement Testing Laboratory was constructed sometime between 1921 and 1926. It is visible on the 1926 aerial photograph. It is located partially on a portion of Erven 734 and 738. The first structures were built as an adjunct to the first Somerset Hospital as a convalescent facility, and thereafter took on the role as an interment centre for foreigners intent on entering South Africa. Indications are that many European Jewish families who left Europe prior to the Second World War would have endured their first introduction to South Africa at this facility. The pavement testing laboratory was apparently established temporarily on the site in the 1940's and has remained there to this day. While this report is mainly concerned with the archaeological sensitivity of the site, it is relevant to note that the social significance of the older structures is very high being the last remaining vestiges of the Old Somerset Hospital, and thereafter an interment centre.

13

²⁹ Extracted from Hart, T 2014. An archaeological assessment of erven in the Prestwich Precinct, Green Point, Cape Town.

Pavement Testing Lab
Excavations

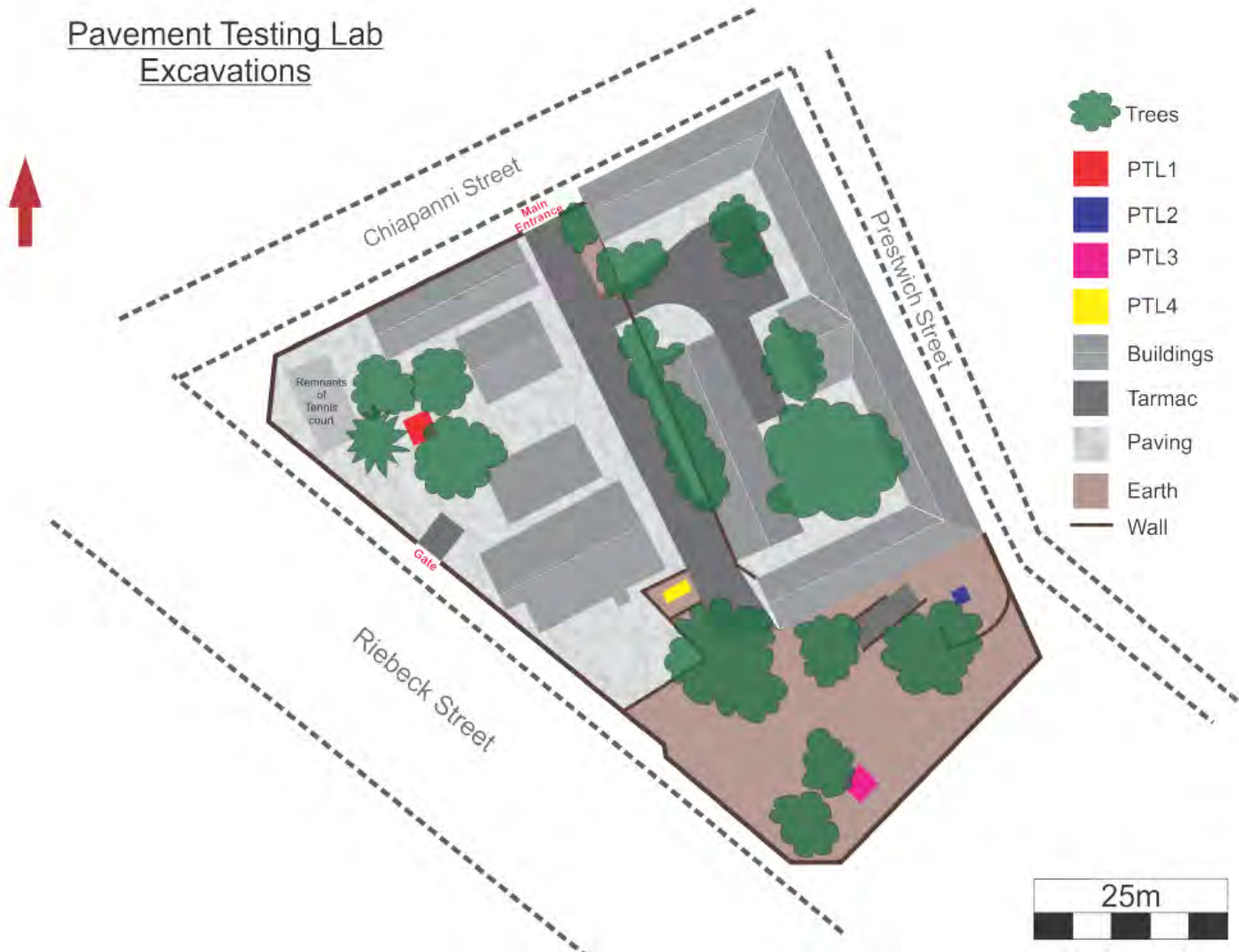


Figure 2. Map of excavations at the Pavement Testing Lab

Pavement Testing Lab (PTL) 1



Figure 4. Excavation PTL 1 was a generous sized hole located towards the south west side of the erf among trees behind the prefab structures. This image depicts the excavation at the point at which bedrock is reached. The deposits were highly disturbed, and contained very little articulated bone.

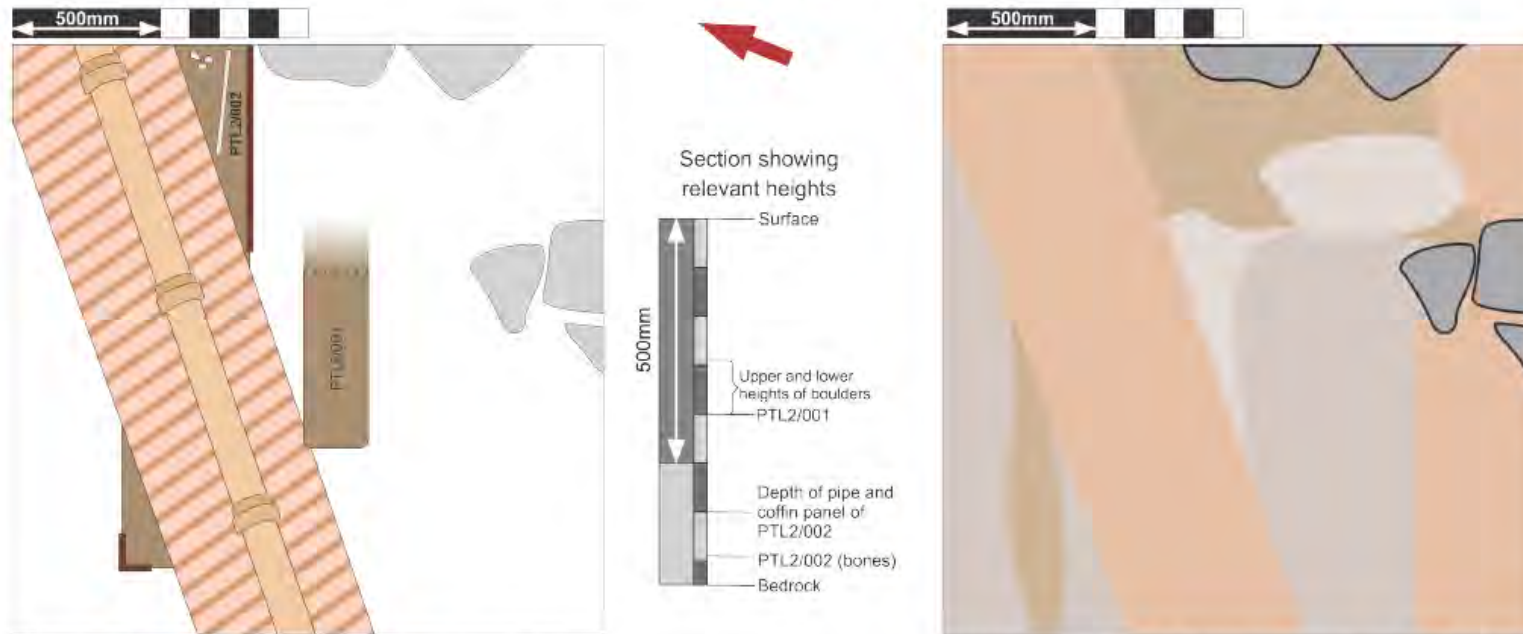


Figure 5 A cluster of human bone found just above bedrock. It was not articulated. No burial vaults were found in this excavation.



Figure 3 Showing a grave shaft dug into the basal clay. Grave was fully exhumed





Pavement Test Lab (PTL) 2



Schematic of PTL2 showing where the graves were found, the boulders, and the ceramic waste pipe.

PTL2/001. Remaining grave as defined by coffin wood. Only upper limbs found, head positioned at south west end. Lower part of coffin cut through and is missing.

PTL2/002. Right fibula, and some tarsals, metatarsals and phalanges of the right and left foot. Grave also lying facing north east.

-  Coffin wood
-  Pipe trench. Appears to go through PTL2/002, and was in place before the graves were exhumed. Though it was lower than PTL2/001 it is believed to post date the burial, and just missing the corner of the grave.
-  Boulders
-  Outline of the coffin, as defined by the coffin wood and nails found

Rough sketch of PTL2, at approx 500mm below the surface, (showing boulders in grey with black outlines), and the various soil colours. The change in soil colours are indicators of soil disturbance. The drawing depicts an arbitrary layer, that is below PTL2/001, and above PTL2/002 and the pipe.

Figure 6. Excavation of PTL2

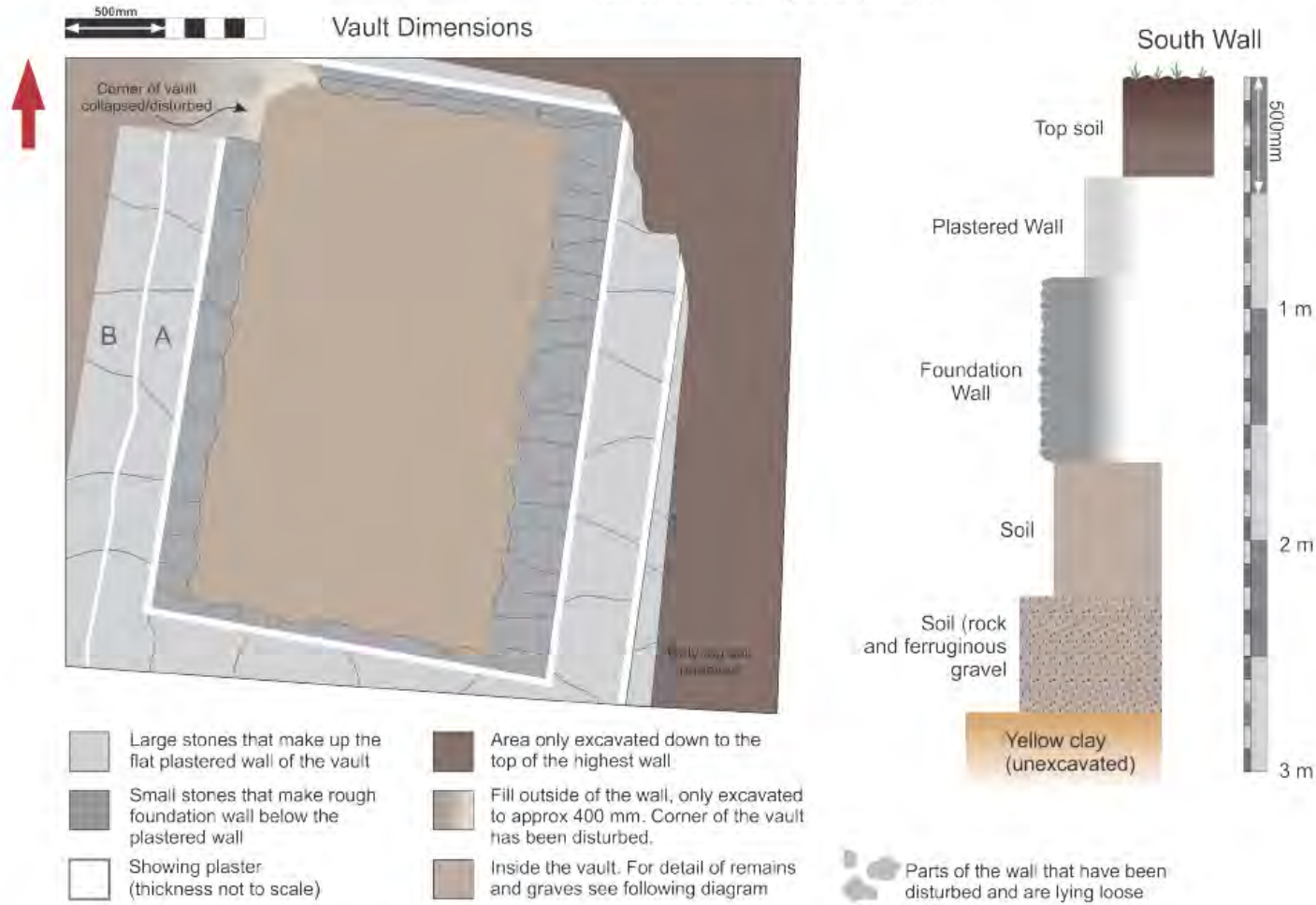


Figure 7 Excavation PTL 2 showing complex patterns of disturbance in the soil caused by burial shafts, and on the right the trench of a large ceramic pipe.



Figure 8 The upper body of a child in a coffin (PTL2/001). The torso had been truncated possibly by a later pipe trench

Pavement Testing Lab (PTL) 3



Wall **A** is part of the vault that was excavated.
 Wall **B** abuts this wall, with a layer of plaster between. It may be that wall **B** belonged to a vault that stood adjacent to the vault we excavated.

Figure 9. Excavation of the vault PTL3



Figure 10 (left) Members of the ACO team expose the foundations of a burial vault in PTL 3.



Figure 11 The remains of a very young child buried in the side of the vault but missed during exhumations (PTL3/002). There is copper staining on the cranium.



Figure 12 The outline of a grave shaft that was below the floor of the vault. Just below the orange scale rod is a set of lower limbs of another individual.

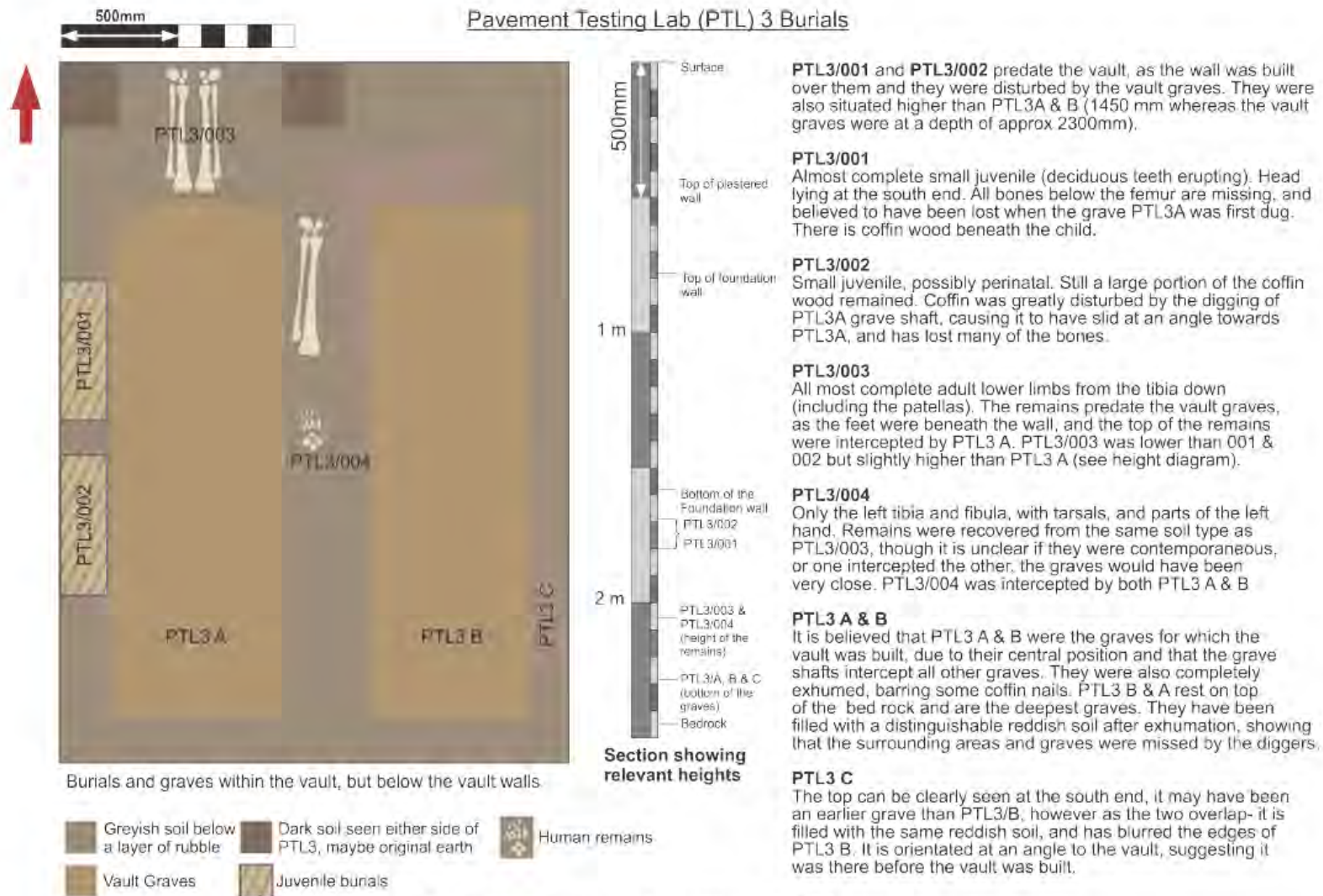


Figure 13. Humans remains inside vault PTL3

Pavement Testing Lab (PTL) 4



The vault walls were uncovered at a depth of approx 150 mm. Thereafter only the interior of the vault was excavated. The remaining vault dimensions are 2530 mm x 1540 mm and 2400 mm deep. The vault walls are plastered, beneath which is red brick. Around the edges, at the bottom are the remains of the plaster floor, however the majority of the floor has been removed. Below this were many complete and broken sun-fired red bricks, these were not *in situ*, nor did they cover the floor. Below this uneven reddish sand became grey sand with patches of clay and ferracrete, believed to be close to the basal clay. Excavation was halted at below this due to large densely compacted rocks. No human remains are believed to be below this.

Humans remains were found, two patellas, some fingers, a fibula and an articulated ankle. The only signs of a grave that remained were coffin nails. There was no sign of a grave shaft in the floor or in the excavation. A very large number of coffin handles were found in the vault. It is believed that vault was fully exhumed and filled in, unlike PTL3 which looks like only the vault graves were targeted.





-  Earth below tar only excavated to the height of the top of the vault.
-  Decomposing red brick. This was only partially uncovered, as it was fragmenting. Believe to be the top of the wall and/or old pavement surface (also seen in PTL3)
-  Bottom of the vault.
-  Wall of the vault is plastered is plastered with shell/lime plaster, still in good repair

Figure 14. Excavation of vault PTL4



Figure 15 PTL 4 burial vault. The tomb was filled with very large shale boulders.



Figure 16 The brick work and lime cement mortar construction of the vault is clearly visible.



Figure 17 Vault at PTL 4 after it had been fully excavated to its shale slab floor.

4.1.2 Observations (erven 738 and 734)

Erven 738 and 734 make up a complex archaeological site which is primarily a historical burial ground. The excavations have revealed that there is evidence of multiple layers of burial, extensive use of vault burials (Figures 7-14), the structures of which are largely still in place, as well as extensive use of the vaults themselves for multiple burials. Indications are that the vaults were the last layer that was used as earlier sets of human remains have been located under vault structures.

It would be fair to say that this site has been largely but crudely exhumed. However it is clear that a large number of human bones were left behind including a number of partial and complete skeletons. In particular it was noted that exhumation process was unsuccessful at identifying the remains of children, who given mortality rates in the 18th and 19th centuries would make up some 40% of the population of the cemetery. It is also necessary to consider the possibility of unregulated use of the cemetery after its official closure.

Most of the site still contains evidence of burials, however a large disturbed area was found through proton-magnetometry in the area of PTL 1. This area appears to have very few vaults, some loose human remains. The disturbance may relate to the re-routing of Somerset Road.

The site has significance due to:

- The presence of a number of un-exhumed bodies – particularly children whose numbers may be in the order of several hundred across the site.
- The presence of a number of partially exhumed bodies and large quantities of loose bone lying in the fill down to some 2.5 meters in depth across the site.
- The presence of relatively well preserved burial vaults, some of which could date back to the earliest years of Cape Town.

4.1.3 Recommendation (erven 738 and 734)

The amount of complete human remains, loose bone and in-tact tombs means that development of this site will have to be preceded by quite a lengthy exhumation process which will see retrieval of human remains and their interment at the Prestwich Memorial. It is anticipated that the number of remains involved will be several hundred which is easily accommodated at the Prestwich Memorial, considering that the other erven that make up the precinct are not as sensitive and will need less resources.

The exhumation work will be necessary in any areas where new structures with footings or basements are required. Even if all the available land on the erven were developed, the exhumation required is completely feasible in terms of availability of storage space for human remains, which has been a concern.

It is also recommended that not all burial vaults be destroyed, but where possible they should be conserved *in situ*, or even presented for public display purposes (a vault is conserved *in-situ* under a restaurant in Stellenbosch and may be visited by appointment). This will help retain the historical meaning of the site for tourism and education purposes.

Annexure E: Social Historical Study



MELANIE ATTWELL & ASSOCIATES

HERITAGE RESEARCH

33 Chiappini Street Cape Town: Erven RE-734, 735, 737,
738-RE, 739, 9564 and 9565.

Provincial Pavement Testing Laboratory site and adjacent erven:

Socio-historical study for Sarah Winter Heritage Consultant
undertaken in compliance with the requirements of HWC as
part of a HIA process undertaken in terms of Section 38 (4) of
the NHRA

Case number HWC 23061502



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January 2024

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HERITAGE RESEARCH

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33 Chiappini Street Cape Town: Erf 734-RE, Erf 738-RE,
Erven 735, 737, 739, 9564 and 9565
Provincial Pavement Testing Laboratory

Table of Contents

Notes on Terminology	4
Section 1: Introduction	4
Section 2: Socio-historical context: intangible heritage	5
2.1. Intangible heritage in the heritage assessment of District One	7
Section 3: the brief	8
Section 4: Location: districts and ward boundaries	9
4.1. Location	9
Section 5: Methodology	10
5.1. Methodology	10
5.2. Scope of work	10
5.2. Limitations.....	12
Part A: Historical background	14
Section 6: Historical background to the study area and District One	14
6.1. Early history	14
6.2. Burials and cemeteries	14
6.3. People: historical settlement in the west of Cape Town.....	16
6.4. Nineteenth century District One	17
6.5. The importance of the harbour for the social and commercial life of District One	17
6.6. District One in the twentieth century.....	19
6.7. The periphery of District One.....	20
6.8. Conclusions: the personal memory versus the official approach to District One	20
Section 7: Critical Review of heritage studies undertaken to date and identification of potential ‘gaps’	21
Part B: The people	24
Section 8: District One: the people	24
8.1. Early residents and occupations	24
8.2. People’s health and housing in the twentieth century.....	26
8.3. The official gaze.....	27
8.4. Who lived in District One?	30
Section 9: The impact of the Slums Act 53 of 1934 on residents and owners	32
9.1. Background: housing and racial segregation in District One.....	32
9.2. Jerry Street Slum Clearance.....	34
9.3. Tenement scheme.....	36
9.4. Jerry Street and the Indian Club.....	35
9.5. Clearing Jerry Street.....	37
9.6. Affected owners in Jerry Street	38
9.7. Summary: living conditions.....	38
9.8. The Jerry Street School and the welfare centre.....	39
Section 10: The ‘planned destruction’ of District One: transport planning and modernisation	40

10.1. Town Planning and racial order	41
10.2. The social impact of the Western Boulevard	41
Section 11: Group Areas and forced removals in District One	45
11.1. Group Areas: social impact.....	46
Section 12: The social life of District One (churches, mosque, schools)	47
Part C: The social history of RE 734, RE 738, 737, 739, 735, 9564, 9564 at 33 Chiappini Street (the study area)	58
Section 13: The historic Dutch Reform Church area and site of the Provincial Pavement Testing Laboratory (PPTL)	58
13.1. The historic Dutch Reformed Church cemetery: social history.....	58
13.2. Social history of the dead	65
13.3. People buried in the vaults and other burials.....	65
13.4. The Old Somerset Hospital	69
13.5. The Chronic Sick Home: Annex and Stores	69
13.6. The PPTL as an Immigration Detention Depot 1945-1947.....	69
13.7. Immigrants in District One.....	72
13.8. Conclusions regarding immigration detention	74
13.9. The Provincial Pavement Testing Laboratory	75
Section 14: Erf 735: The site of the former Salvation Army Metropole for workers.....	76
14.1. Beginnings	76
14.2. A description in 1916.....	77
Section 15: Conclusions and statements of cultural significance.....	78
15.1. District One: Conclusions.....	78
15.2. PPTL Conclusions	79
15.3. Statement of social and historical significance	80
Section 16: Recommendations	81
Section 17: Notes on sources	83
Section 18: References.....	84

Annexures

Annexure 1: History of the DRC burial grounds (Kathy Schultz).

Annexure 2: South African Missionary Society Burial Ground (outside study area) – list of names.

Annexure 3: Names and occupations, De Lima 1855.

Annexure 4: District One residents 1900 - 1953, selected precincts.

Annexure 5: Impact of slum clearance, Jerry Street area, owners and tenants.

Annexure 6: Impact of town planning and road development on District One residents.

Annexure 7: Group Areas - impact on property owners.

Annexure 8: DRC Cemetery - list of families interred in vaults.

Annexure 9: DRC Cemetery – names of burials by plot number

Notes on terminology

Racially discriminatory terminology is present in the official record. Census returns, medical records and housing and slum clearance reports, contain racially defining terminology. As a result, I use the terms ‘coloured’, ‘black’ or ‘African’, and ‘European’ in inverted commas as racial constructs and as reflecting the official archival record. The most offensive racial terminology is either excluded or indicated by a letter. My use of such terms does not imply any condonation of racial categories, nor do I wish to imply that they are anything other than historically and socially constructed racialised categories.

The term ‘Khoekhoen’ is also a terminological problem but is used in this instance for the people who lived in the Cape Town area before the arrival of Dutch settlers.

Section 1. Introduction



Figure 1: The broad geographical context of the affected erven, outlined in red, on the intersection of Somerset Road and Buitengracht Street.

This is a socio-historical report undertaken in terms of a requirement set by NM & Associates and Sarah Winter Heritage Consultant, namely, to undertake a social-historical study in an area known as District One in Cape Town and of the study area at 33 Chiappini Street comprising erven 734-RE, 735-RE, 737, 738-RE, 739, 9564 and 9565. This was to meet the requirements set out by Heritage Western Cape’s (HWC) Response to the Notification of Intent to Develop, made in terms of Section 38(4) of the National Heritage Resources Act 25 of 1999.¹ HWC required additional studies for the proposed project, including a socio-historical study.

The proposal is for the formulation of options for the development of the erven. The feasibility of three options is being considered at present. In the absence of a clear proposal, the vision at present, is for a residentially mixed use development with commercial, retail open space and socially compliant housing. The sites identified once comprised part of the old Dutch Reform

¹ HWC Response of Notification of Intent to Develop (s 38[4]), 5 June 2023.

Church (DRC) cemetery with the first grant made in 1755 followed by a further two grants in 1801 and 1802. A number of studies have been undertaken regarding these sites (see References) and have informed the current study. Erf 739 was the site of the DRC St Stephen's Church which was built after the closure of the cemetery. All except erf 735 formed part of the DRC Cemetery.

With the realignment of Somerset Road and subsequent road widenings, parts of the affected erven now extend into road reserve and beneath the Prestwich Memorial. Erf 735 was not part of the cemetery because it was City land and was developed by the Municipality of Cape Town between 1895 and 1896, for a workmen's metropole.

As identified in the brief, the report firstly explores the notion of why a socio-historical approach is pertinent in light of the debates that have followed earlier public consultations about heritage processes undertaken with the discovery of the Prestwich Street burials.

The report undertakes a review of the socio-historical background to District One as context; and examines in particular the socio-historical background to the affected erven themselves, i.e. 734-RE, 735-RE, 737, 738-RE, 739, 9564 and 9565 (hereafter called the 'study area').

The report finds that the sites (except erf 735) were used for historical burial and religious purposes by the Dutch Reformed Church and subsequently on erf 379 for church purposes by the St Stephens DRC congregation. The subsequent history of the sites has been characterised by institutional use, with the corner site adjacent the Old Somerset Hospital (i.e. erf 734) being used for additional facilities for the chronic ill and indigent as an annex or extension.

The annex was enlarged; but by the time the Old Somerset Hospital (or Infirmary) was demolished in 1945, it was employed for other purposes as the authorities saw fit – first, briefly, as a post-Second World War detention facility and subsequently as a Provincial Pavement Testing Laboratory.

The historic burials, the church connection and the welfare facilities of a workman's metropole on erf 735, and the annex to the Infirmary, link the area to the wider social history of District One and Cape Town.

Section 2. Socio-historical context: intangible heritage

'At the time – many decades ago – we lived and loved and laboured here. Nothing [reminds us of that history] [...] and so leave [the site] as a memorial to Mr. Gonzalez that lived there, Mrs. De Smidt that lived there. The poor of the area – the fishermen, the domestic workers, the people that swept the streets here. Memorialise that.'²

The National Heritage Resources Act (NHRA) makes provision for an assessment of cultural significance according to socio-historical criteria. It defines 'cultural significance', as 'aesthetic, architectural, *historical*, scientific, *social*, spiritual, linguistic or technological value or significance', (2 [ii] [xix]), (author's italics).

Equally, it places redress of past apartheid inequalities at the heart of the Preamble to the NHRA, both as a requirement for 'symbolic restitution' and as part of the importance of

² M Weeder in C Ernsten, 'Truth as historical recapitulation: the dead of Cape Town's District One.' *International Journal of Heritage Studies* 23 (6) (2017), 582.

intangible heritage and the value of identity-based memories and histories, in heritage assessments.

Yet very few of these requirements and practices have filtered down into heritage management studies.³ The direction that heritage assessment (HIA) studies have generally taken, is reflected in two distinct approaches.

The first is a descriptive spatial/historical approach to heritage assessments, consisting of building and spatial chronologies, heavily illustrated but with very little social context, particularly from the intangible perspective and with very little reference to conflict, trauma and racial discrimination – all which lie at the heart of heritage significance in Cape Town and South Africa.

The second has been a heritage focus on material culture and the archaeological record and process as a mechanism of analysis and practice. This is a requirement of the NHRA (see s 35). The archaeological reports, led by experts in their field, are a valuable historical resource, undertaking pioneering research work in support of the excavations which follow. In District One this has been of vital importance from a socio-historical perspective, even within contested terrains, alerting public interest groups and heritage authorities to the heritage processes affecting the widespread presence of the working class dead. However, neither heritage mechanism reflects the complexities of any part of District One as a working class, mixed use, mixed race neighbourhood, making human archaeology an imperfect proxy in the absence of any other research, for a wider socio-historical dynamic.

The presence of the dead at Prestwich Street and the contested nature of the professional and local interactions and public negotiations which followed illustrate certain ‘fault lines’ in the varied nature of the understanding of heritage, particularly intangible heritage.

It is evident in the case of District One and vicinity, where the presence of the working classes of Cape Town, both alive and buried, have so comprehensively been erased by discriminatory practices. It points to a greater need to explore the history of people, particularly those forgotten or erased from history. A participant at a meeting at the Prestwich Memorial in October 2023 argued that current heritage management practices which were directed towards problem-solving for development, did not entirely deal with arguments about history.⁴ Professor Ciraj Rassool wished for the memory of the long-time ancestors of the working classes to have their humanity restored and memorialised, asking, in relation to the Prestwich Memorial, “how *do* we memorialise?”

The issue of ‘absences’ or ‘silences’ in the history of the working classes in District One is thrown into sharp relief by the focus on multi-layered histories of District Six, the other working class residential area to the east of Cape Town. Here, championed by the District Six Museum, was a strong focus on social history and the lives of the residents who were forcibly removed. In District Six, social knowledge and historical information has been harnessed towards restorative justice, i.e. particularly in relation to uncovering hidden histories and to land restitution.

³ This oversight is explored by Collier in: M. Collier, *Mapping memories of an erased space in a transforming post-colonial city*, MPhil thesis, University of Cape Town, 2021.

⁴ Professor Ciraj Rassool (October 2023) argued that archaeology remains in the service of development, that scientific analysis reduces the dead to objects of biology and anthropology and that there were no memorials in the area other than the Prestwich Memorial itself.

Why did the heritage approaches to District One in relation to social history not follow the same pattern? Official heritage and urban design reports for District One are remarkable, both for what they reveal and what they do not mention.

Father (now Dean) Michael Weeder's challenge to '*memorialise that*' (see above) is a challenge to place the memory of the ancestors of the Cape Town's working classes and the underclasses at the heart of the heritage significance of District One. Despite physical change, the memory of the dead remains present as part of an ancestral history. But as we will see, the area of District One is also characterized by absences – of the working class people who lived there, of photographs and (with some significant exceptions), of records and recollections.⁵ It is particularly important for District One to have a mechanism for ensuring that memory is acknowledged, and that knowledge revealed is part of the heritage (tangible and intangible) in Cape Town. This issue is addressed in 'Conclusions'.

2.1. Intangible heritage in the heritage assessment of District One

Heritage is defined by Harriet Deacon as 'what we value', with heritage resources providing communities with a sense of continuity with previous generations or the ancestors. Continuity becomes particularly important when historical forces like apartheid and the results of modernism have destroyed tangible links with the past. Historically, heritage assessments have emphasised tangible forms – architecture, objects and urban design. Deacon records a significant world-wide trend towards the intangible aspects of heritage in heritage management, with the emergence of criteria for identifying intangible heritage values, including value to present society and value to the understanding of the historical past. Such an approach permits formerly marginalised forms of heritage to be recognised.⁶ Previously the preserve of pre-colonial indigenous and ethnic histories, Deacon also notes how South African history is foregrounding oral histories in relation to the study of apartheid resistance and oppression, thus reviewing heritage in terms of its intangible aspects.

However, this success has not yet been extended in any significant way to heritage assessments – including heritage impact assessments which still retain the bias towards buildings and to rely on fabric analysis, architecture and physical development descriptions.⁷ This approach is fortunately changing as heritage authorities attach greater weight to intangible aspects of cultural significance. The National Heritage Resources Act (NHRA) while referring to 'symbolic restitution' in its Preamble, provided little clarity as to how this 'symbolic restitution' or redress is to be achieved. What should be clearer is the fact that diverse knowledge can contribute to real rather than symbolic restitution as has been proven in the case of District Six. District One (at least the parts forming this study) have little information that can assist other than their memories. Proof of tenancy and ownership in the case of forced removals are hard to access for those seeking redress.

Deacon (2018) refers to the confusion around what constitutes 'intangible heritage' and maintains there is no barrier to incorporating intangible and tangible heritage (This is a point persistently raised by Collier).⁸ Professionally, the challenge to heritage assessors is to recognise

⁵ Michael Weeder, *The Palaces of Memory, A reconstruction of District One, Cape Town, before and after the Group Areas Act*, MA thesis, University of the Western Cape (2006). M. Collier, *Mapping Memories* (2021).

⁶ H. Deacon, L. Dandolo, M. Mrubata, S. Prosalendis. 'Legal and financial instruments for safeguarding our intangible heritage'. ICOMOS, Zimbabwe, 2003.

⁷ See References.

⁸ M. Collier, *Mapping memories* (2021).

and acknowledge diversity, cosmopolitanism a range of cultural knowledge systems – all of which may be considered (at least in part) to comprise intangible heritage.⁹ Criteria may include the following:

- The recognition of formerly marginalised forms of heritage
- The recognition of unacknowledged histories of the historically marginalised
- Expanding the notion of heritage as whole
- Exploring ways of using and acknowledging intangible heritage
- Linking tangible heritage to intangible in a holistic way
- Exploring and acknowledging creative and community driven approaches
- Creating lists or databases based on available evidence.

There are ways to incorporate intangible values into heritage management. In this instance they may include:

- The development of mechanisms to clarify intangible values and link place to memory
- To undertake a process of social restorative justice
- To foreground ‘social’ and ‘historical’ value as key markers of cultural significance
- To explore the issue of redress with the inclusion of marginalised heritage and differing interpretations of heritage.

This report argues that a necessary first step is to link people and place to find out the social histories and names of the people who lived in District One, and what events shaped their lives. This approach forms the background to the report. The report explores what the study area reveals in terms of memory and what that contributes to the socio-historical background for the area.

This report has focussed on linking the intangible and personal with the tangible by searching for names of people associated with District One and the study area.

Section 3. The Brief

The study area is for 33 Chiappini Street (erven 734-RE, 735-RE, 737, 738-RE, 739, 9564 and 9565). The brief was to fulfil the heritage requirements for a socio-historical study of the study area. As agreed by Nisa Mammon and Associates (NM&A) and heritage consultants Sarah Winter and Dave Halkett, it was also to explore the socio-historical background of the areas affected by the proposal and the socio-historical context of District One as a whole, with a focus on the area between Somerset Road and the Cape Town harbour, and between Buitengracht Street and Ebenezer Road (see Location below). The focus was to be in the lives and living conditions of those in the area (generally known as part of District One or Ward 2) and draw general conclusions about mechanisms to restore links to a socially and physically lost landscape of memory.

It was intended that this would assist in the socio-historical significance of the study area (i.e. 734-RE, 735-RE, 737, 738-RE, 739, 9564 and 9565) and to help explore the socio-historical uses to which it was put. The following were the areas of investigation:

- Cape Government: History of extension of the infirmary (Erf 734) by the Department of Public Works.

⁹ Deacon H ICOMOS. See also H.J. Deacon, ‘Conceptualising Intangible Heritage in urban environments,’ *Built Heritage*. 2(4) (2018).

- An investigation into the use of the site for detention.
- The Roads Testing Laboratory, if applicable (i.e., if there was a social history attached to it).
- Residential sites nearby affected by Slums Clearance.
- Sites and people recorded as affected by Slums Clearance and Group Areas Development Acts.
- Community foci, for example, schools, churches and their role in the social history of the area and as centres of memory.
- General residential changes throughout the above to communities as a result of roadworks, industrialisation and modernisation.

A decision was made to focus on the 20th century because it was an era of exceptional physical change for District One and for the study area; and with the previous key focus being on the burial places, this had been little studied, with two important exceptions (see notes on sources).

Finally, the brief called for a statement of cultural significance based on socio-historical aspects of the study and its environs and potential recommendations for about extending local memory into the urban landscape.

Section 4. Location and ward/district boundaries



Figure 2: Map of 1897 showing the boundaries of District One (sometimes called Ward 2 after 1913), from Adderley Street in the southeast to Green Point Common in the northwest. The boundaries excluded the Harbour Board Area, on state land. The focus area for this study is arrowed. (Plan of Cape Town, South Africa, 1897, Juta's Cape Town Directory, Heritage Resources Section, CoCT.)

4.1. Location

This study refers to the former DRC graveyard and associated erven as the 'study area', and to the zone between Somerset Road to the west and Dock Road to the east, and Ebenezer Road to the north and Buitengracht Street to the south as the 'focus area' (see Figures 2 and 3). This study *excludes* the Waterkant area and the Bo-Kaap.

Names of wards changed over time and can be confusing. However, most of the focus area formed part of Ward 2, particularly in official reports after 1913, and was also known as District One (District Two was the Bo-Kaap).

The Cape Town Harbour, while identified as being inside the municipal area, was in fact the responsibility of the Cape Town Harbour Board or the colonial and state administrators. This meant that, although integrally related to the workings of Cape Town, it fell outside municipal control.

Section 5. Methodology, limitations and scope of work

5.1. Methodology (See also 'Notes on Sources')

For the purposes of this study 'socio-historical' is considered to be the exploration of lives and living conditions in part of District One in order to create a potential framework for social history and memorialisation of a historically neglected area, and the social uses to which the study areas was put. The study explored ways to personalise local memory by attaching names (where possible) to events and places (i.e., 734-RE, 735-RE, 737, 738-RE, 739, 9564 and 9565). Curiously there was little to link the two – the study area remained distinct and separate from the surrounding social life, part from the Salvation Army Metropole.

This narrative is by no means complete, nor can it be, and further detailed work needs to be done.

The methodology was largely archival, with use being made of theses, secondary material previously conducted interviews and analyses, followed by archival research (see References). The reason for the focus on primary archival research was that there was insufficient secondary research on District One.

5.2. Scope of work

The scope of work was defined by the brief (see Section 3).

It became apparent that the scope of work as identified in the brief, i.e. to explore the study area within the socio-historical aspects of District One, was exceptionally wide.

The scope of work was made more complex because the area itself was characterised by a series of absences both social and physical. In the absence of remembered physical space, memories became a key component of heritage. However, despite their absences, the graveyards of the dead maintain a powerful presence – in history, in remnants of walls and in the presence of the dead as a result of the work of the Prestwich community activists.

As the study progressed, it was evident that, with the transfer of the DRC dead, the loss of the St Stephens *gemeente* and church; and the loss of the link with the Old Somerset Hospital, was there a powerful relationship between the study area and the focus area. The Provincial Pavement Testing Laboratory became another provincial use among others in Cape Town.



Figure 3: Map (extract) showing the areas comprising District One from Buitengracht Street to Ebenezer Road and from Somerset to Dock Road during a period of transition (c1884). The cemeteries are not yet identified as 'disused', while grid systems were forming below Loader Street and Somerset Road, and below the DRC and Roman Catholic graveyards. The map shows the close connection between District One and the docks, although the harbour precinct was separately administered. The cemeteries identified were about to be closed. The Old Somerset Hospital was still operational, and the new Somerset Hospital had been built. Residential development already existed in District One, in Jerry, Cobern, Liddle and Alfred streets as well as many smaller lanes which have disappeared. Napier Street links the Waterkant area to District One. The Amsterdam battery remains as does the Power magazine just off Ebenezer Road. Military and harbour facilities dominated the northern edge of the area. Proximity to the docks provided the impetus for industrial and commercial development and employment for the residents. The Old Somerset Hospital occupied a central focus of the zone between the Docks and Somerset Road, having originally been built in 1818 on land beyond the City limits.
 (Source Map of Cape Town 1884. W A Richards and Sons).

This report should be read together with the following:

- Wendy Wilson (May 2023). Built Form Chronology: Prestwich Provincial Testing Laboratory.
- Kathy Schultz, Provincial Pavement testing Laboratory (PPTL) site: Erven 731, 737, 739, 9564 Cape Town: The Old Dutch Reformed Church Cemetery Somerset Road Cape Town: Social Historical Study (Annexure 1).

The intention of the report was to populate the heritage of the area with the names and lives of those who once lived here within the context of (and constantly threatened by) large scale urban change and racially-based government intervention.

In order to undertake this, a wide range of documentary sources were consulted (see References for a full list). They included:

- Secondary sources on the socio-history of Cape Town from 1901.
- Archaeological/historical reports on development areas in Green Point.
- Street Directories for names of residents.
- Deeds Office registers for property owners in selected areas.
- Newspapers.
- Mayor's Minutes City of Cape Town.
- Reports of the city medical officers of health.
- Reports of the City Engineer insofar as it affected the Foreshore and Boulevard Development, slum clearance and subsequent impacts on District One.
- Archival documentation affecting immigration, slums clearance, street developments and group areas applications.

The graveyards of Somerset Road were previously studied in depth as part of heritage impact assessments and archaeological investigations. Their findings are not repeated unless they illuminate important socio-historical aspects about death and burial practices illuminating potential cultural conflicts that have arisen, as a result.

5.2. *Limitations*

This is not a comprehensive study of District One, nor is it intended to be. Two excellent historical theses have initiated a process of reclaiming the social space through socio-historical research. This report draws extensively from their work.¹⁰

The following were the limitations to the study:

Because so little research (unlike District Six, and with the exceptions identified above) had been undertaken in District One, it was necessary to use more primary and archival sources than originally intended. The data collected is attached in Annexures 4, 5, 6 and 7 at the end of this report and is summarised in the relevant chapters.

Documentary research was dependent on the information available at the time. The historical information was incomplete, and at times difficult to access. The research into immigration and detention for instance, was limited after 1910. Despite a comprehensive search, no information about the nature of who was detained at immigration centres between 1945 and 1947, whether

¹⁰ M. Weeder, *Palaces of Memory* (2006); M. Collier, *Mapping Memories* (2021).

enemy immigrants or prohibited groups – was found. However, as noted elsewhere, there was very little documentation to tie the Old Somerset Hospital immigration depot (except in one key period) to detention and Jewish detention in particular.¹¹

Little information existed on the names of tenants (as opposed to property owners) who were affected by Group Areas forced removals and other state dislocation mechanisms. The Deeds Office revealed only names of owners. It meant that the record of forced removals was patchy and only reflected the experience of property owners who may not (and probably did not) live on the properties they owned.

The decision to use the Street Directories carried key weakness because it was incomplete (referring only to the main household member - usually a man); and was racially discriminatory; referring to high density use and mixed race occupation as ‘Coloured’.

The report was dependent on secondary and archival documentation. No interviews were conducted, nor meetings attended, other than those agreed to, and which are referred to in ‘References’. Considerable further work needs to be done in mapping the memories of residents of District One.

The history of the burials other than those in the DRC cemetery and the conflict around the closing of the cemeteries and the moving of the dead, are not repeated in any depth other than if it impacts upon social and historical significance, as this work has been fully explored elsewhere (see References).

The report does not have an archaeological focus. It does not explore archaeological potential nor make assumptions about where the historic dead are likely to be, other than to note that previous archaeological investigations have indicated a long tradition of formal and informal burials. There remain strong possibilities for the remaining presence of the dead. For an archaeological/historical report into the DRC cemetery see Kathy Schultz, *Provincial Pavement Testing Laboratory (PPTL) site: Erven 731, 737, 739, 9564 Cape Town: The Old Dutch Reformed Church Cemetery Somerset Road Cape Town: Social Historical Study* (Annexure 1).

Official documentation favoured information that affected physical interventions – slum clearances, road widenings and town planning developments and group areas – rather than the social impact on their interventions.

Some acknowledgement must be made about the limiting qualities of studying an area when it has largely been lost, except in memory. Sometimes there were fundamental changes that affected the area - streets and the historic lanes disappeared, including West, Short, Bain, French, German, Battery, Fleming and Kershaw streets. Even if a street pattern remained, the densely populated residential patterns have also disappeared as a result of consolidation of sites and demolition of residential fabric for industrial and other purposes.

¹¹ It appeared from a review of interviews conducted by the Kaplan Centre that Jewish immigrants were generally well supported by family networks and the Jewish Board of Deputies, thus eliminating many of the problems that could accompany an inadequate immigration application. Nevertheless, there was no adequate archival documentation that revealed where prohibited and undesirable immigrants were accommodated other than at the Porter Reformatory. See Section on Immigration.

PART A: Historical background

Section 6. Historical background to the Study Area and District One

6.1. Early history: precolonial and early colonial

The sand dunes of Green Point provided a place of burial for the Khoekhoen for at least a millennium before the arrival of ‘Europeans’. The discovery of the burial sites of four Khoekhoen dead under early 19th century houses in Cobern Street, Green Point, in 1994, testified to the long history of use, settlement, death and burial in the area. The dead were dated to have lived and died about 1000 years earlier.¹²

Early maps describe western area of Table Bay as being the location of a ‘village’ on the outskirts of Cape Town, where the indigenous pastoralists would have grazed their cattle.¹³ Green Point Common subsequently became a grazing area for VOC cattle.¹⁴ The Dutch referred to the area as the *Waterplaats*. The VOC (Dutch East India Company) gibbet stood on a sand dune south of the Common, called Gallows Hill, a grim place of torture and public execution.

It was a desolate and forbidding place very much associated with being ‘outside the walls’ of the settlement and associated with death. By the end of the 17th century there were still no permanent structures of note or settlements in the area. There was little other than the Amsterdam Battery built in 1715, a mole at Mouille Point in 1743 to protect the Table Bay anchorage, the two early cemeteries and burial sites along and beyond Somerset Road.

The slopes of Signal Hill remained undeveloped until the early nineteenth century with the expansion of the first residential areas near Waterkant Street beyond the western town limits.

6.2. Burials and cemeteries

The sand dunes close to the coast which provided a place of burial in pre-colonial times followed the same tradition in early colonial times - for the poor and the slaves. The area came to be known as White Sands.

The position of the cemeteries defined the urban form of the area, occupying large blocks below Somerset Road. Terraced housing, factories, warehouses, and shops filled the spaces between during the mid-19th and early 20th centuries.

The settlement’s formal burial sites were overcrowded by 1720, and the VOC sought sites for burial outside the area of habitation. The smallpox epidemic of 1755 filled the small Groote Kerk graveyard to capacity and a new graveyard for the Dutch Reformed Church outside of Cape Town adjacent to the Old Military Cemetery was agreed to.¹⁵ The Burgher Senate approved the Tanu Baru burial ground for the people of Muslim faith above Bo-Kaap in 1805. The British authorities granted additional graveyards in the early 19th century to various Christian denominations.

¹² Antonia Malan, David Halkett, Tim Hart, Liesbet Schietecatte, *Grave Encounters* (ACO Associates cc, Cape Town 2017) 17. See also ‘Notes on terminology’ for use of the word Khoekhoen.

¹³ Ibid, 6, quoting the journal of Robert Jacob Gordon, 1777 – 1786, Cape Travels.

¹⁴ Ibid, 6, quoting HJ Picard, *Gentlemen’s Walk*. Cape Town: Struik, (1969).

¹⁵ Ibid.

A Scottish Cemetery occupied space between Somerset Road and the Old Somerset Hospital. The Lutheran Church was granted cemetery space off Prestwich Street while the large English Cemetery further north off Somerset Road was approved in 1832. The colonial authorities granted a graveyard to the South African Missionary Society off Ebenezer Road for ‘heathens and slaves’ who had adopted the Christian faith in 1818, followed by the Ebenezer Cemetery in Ebenezer Road in 1840.¹⁶

Meanwhile, ‘informal’ burial sites, outside and between the formal graveyards, were scattered across the area marking the resting places of the poor. Many were otherwise marginalized or outcast by society: ‘free blacks, political exiles, convicts, slaves, European labourers, heretics, transient military regiments and sailors, suicides and passengers from ships.’¹⁷

The colonial government closed the formal graveyards in 1886 (see Part C below). They were full, in poor condition, and they were considered by the medical profession and colonial administrators to be unhealthy.

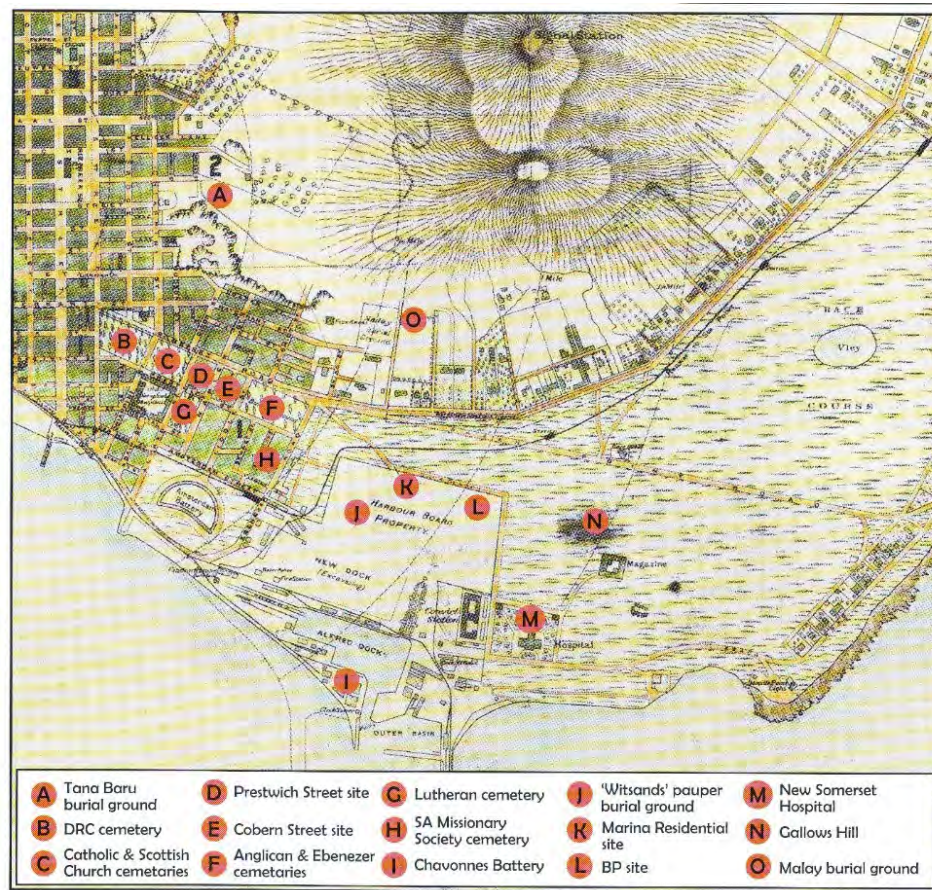


Figure 4: Map showing burial sites in Green Point and surrounding areas, including known burial sites outside the formal graveyards (Malan et al., *Grave Encounters*).

¹⁶ See Annexure 2 for a list of the first three years of burials foregrounding high infant mortality rates.

¹⁷ Malan et al. (2017), 57, quoting E Finnegan. *Buried beyond Buitengracht: interrogating cultural variability in the historic 'informal' burial ground of Prestwich Street, Cape Town*. Unpublished MA dissertation, Department of Archaeology, University of Cape Town, 2006.

6.3. People settlement in the west of Cape Town, including District One



Figure 5: District One and the west city, undated E8144. Taken some time after 1905 from the slopes of Signal Hill, this photograph shows just how closely District One formed part of the harbour area and the west of the city. It was clearly very strategically placed.

Apart from the graveyards, Green Point remained relatively undeveloped during the late 18th and early 19th centuries, other than the construction of military facilities and the Old Somerset Hospital. Dr Samuel Bailey founded the Somerset Hospital off Prestwich Street in 1818 for the outcasts in society – ‘merchant seamen and slaves, paupers and lunatics.’¹⁸ In addition to serving the indigent sick, the hospital provided a refuge for destitute citizens of all descriptions. At the time of its construction, the Old Somerset Hospital was far away from the main part of Cape Town.

The Waterkant area to the west of the city above Somerset Road predates early housing development in District One, which was for many years something of a wasteland around the cemeteries.¹⁹ Somerset Road itself was dominated by the burial sites with the road itself extending along its southern boundaries towards Green Point and the looming bulk of the Amsterdam Battery. By 1827, at least at the time the houses in Cobern Street were being built, housing development was starting to trickle down towards the coast, into District One partly driven by the fact that the Loader/Waterkant area was full. Speculative building really got under way on the outskirts of Cape Town between 1840-1860 as emancipated slaves and the working poor sought accommodation they could afford. This applied to the early developments of District Six, the Bo-Kaap and District One below Somerset Road, between the formal graveyards and the shoreline.

These tight residential areas were built as speculative housing specifically for rental purposes by the merchant classes of Cape Town, and were largely racially mixed, working-class areas, accommodating artisans and labourers, and their families. Fishing also provided an important source of income in District One where skiffs lined the beach at Roggebaai nearby.

¹⁸ Worden *et al.* (1998), 121-122.

¹⁹ A. Malan (2001). *Phase One Archival Research into the block bounded by Hudson, Dixon and Waterkant Streets and Somerset Road Cape Town.*



Figure 6: Roggebaai along Dock Road with the Missions to Seamen and the fishing activity that characterized the shoreline. (KAB. AG 1878).

6.4. Nineteenth century District One

Before municipal amalgamation in 1913, District One (or the focus area) was one of the six municipal districts of Cape Town. It was very much on the fringes of the town in the early 19th century. It changed with the building of the harbour and the link to the City via Dock Road which skirted the edge of District One. As a residential area, it mirrored District Six to the west of the City. However, there the similarities ended. It was smaller and more contained, defined by mixed use and cemeteries, and later growing institutional, residential and industrial use, whereas District Six had a stronger residential component. Because of its proximity to the Cape Town Docks, it became one of the most valuable areas for development and later – modernisation.

6.5. The importance of the Harbour in the social and commercial life of District One

Cape Town's harbour played a central role in the social and economic development of the City and District One. The South African economy was transformed with the discovery of diamonds in 1867 and gold in 1886, placing new demands on Cape Town as a key port. The demands were followed by the Anglo-Boer War 1899-1902, as the harbour served as a key entry point for troops and supplies. (It also introduced the Bubonic Plague in 1901 and probably the Spanish Flu Epidemic in 1918). The range of businesses active in District One below Somerset continued to expand in the early 20th century, thanks to their proximity to the docks. For residents, the Docks offered work opportunities as stevedores, labourers, traders and in transport. As a result, large industrial and commercial concerns shared limited space with terraced housing between Somerset and Dock roads, giving the area its particular social and spatial character well into the 20th century.



Figure 7: By the 1860s, terraced housing began to occupy spaces below and between the formal graveyards off Somerset Road. They included an area below the DRC graveyard to the left, and housing around Schiebe and Cobern streets off Somerset Road (arrowed). (Snow Survey, 1862). This indicates that the oldest residential precincts were in the Jerry Street and Cobern Street areas.

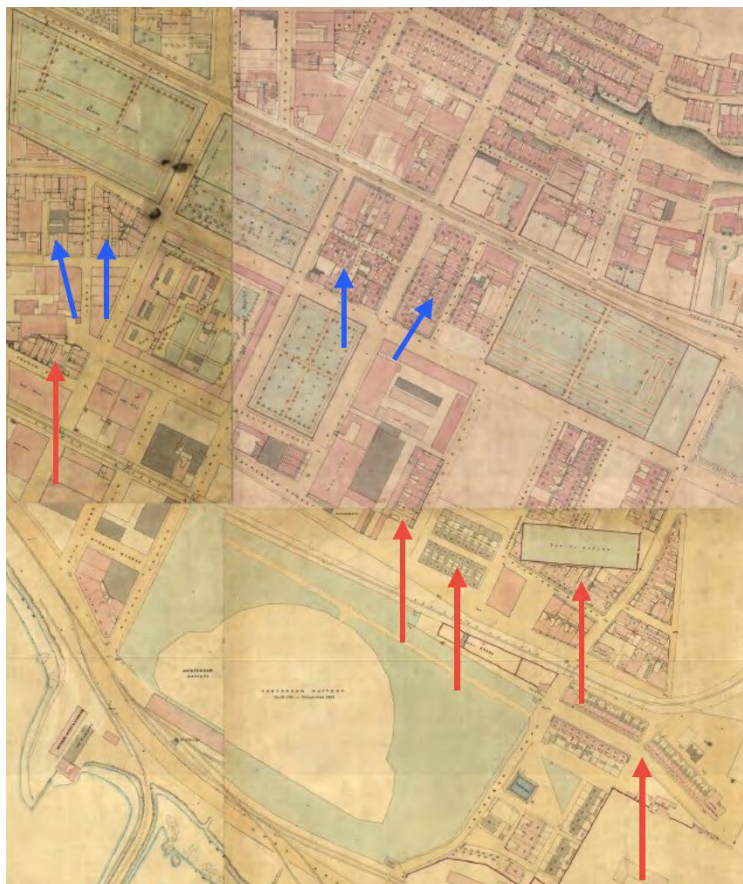


Figure 8: Composite diagram from the Thom survey showing terraced housing in the study area by 1900. The blue arrows indicate the housing in place by the 1860s. The red arrows indicate housing developments in the late 19th century, from the left, French Street, Harbour Board housing, housing around the South African Missionary Society graveyard, and housing near the intersection of Ebenezer and Dock roads. City of Cape Town.



Figure 9: The Havelock Hotel on the corner of Mechau and Buitengracht streets in 1862. Robert Granger used the illustration to advertise lots he was selling between Prestwich and Mechau streets, in the Jerry Street area. The hotel, he said, ‘commands a fine view of Table Bay’ and suggests that Granger had a certain class of people in mind for his development – middle-class Victorians. The figures are deliberately underscaled to emphasise the height of the building. This building occupied Lot 1 of the development and it is unclear whether it was ever built in this current format. This is the same site as the old Fireman’s Arms (see below). (SGD 1854/1862).

6.6. District One in the twentieth century

By the end of the nineteenth century, additional terraced housing surrounded the South African Missionary Society graveyard off Ebenezer Road, along with housing near the docks at the intersection of Ebenezer and Dock Roads. The Harbour Board provided housing for employees off Amsterdam Road (later South African Railways and Harbours) (see Figure 8).²⁰

Small pockets of terraced housing were situated between the factories, warehouses and stores. Many terraces survived well into the 20th century, providing homes for generations of families with strong ties to the local community, eventually giving way to the pressures of slum clearance, large scale town planning, Group Areas, and industrial and commercial development.

Following an increase of port activity and trade at the turn of the century there were more warehouses, good yards, manufacturing facilities and improved transportation links. District One was close to metropolitan facilities and industry and there were job opportunities, sports facilities (in Green Point), churches, school bars, boarding houses and hotels and welfare facilities. Welfare facilities served both the seafarers and the poor. In District One there were facilities like the Salvation Army metropole, the Seaman’s Institute, the Silesian Institute for Boys and a branch of the Stakesby-Lewis hostel.²¹

These were competing uses on high value ground, and it was the mixed residential areas that gave way to boulevards and large scale commercial activity.

²⁰ Thom Survey of Cape Town, 1900.

²¹ Also spelled as Salesian.

By the 1950s, with the implementation of aspects of the Town Planning Scheme, roadworks increased in scale and the residential properties increasingly gave way to commercial and industrial use. Town planning intentions and boulevard development completely changed the geography of District One. The scale of development changed from fine scale residential development to large, consolidated blocks of offices, warehouses and latterly, luxury development.

Historic lanes and road disappeared, and after 1967, the road system was completely re-aligned, with the still uncompleted 'Western Exit'. The period of boulevard development – the 'Western Exit' marked a fundamental change to the community fabric, as residents, many tenants, were evicted by the Municipality who had acquired the properties for large-scale. Modernist urban planning.

6.7. The periphery of District One

Reference has been made to Green Point as a metropolitan recreational facility used by residents of the Bo-Kaap and District One. Green Point Common was used from time to time as camps for troops and the Green Point Track housed prisoners of war within its boundaries.

The Green Point Common was also used for isolation camps during epidemics. The docks area, separately administered by the Harbour Board, contained commercial, warehousing trade and immigration administration facilities. At the edge of the Harbour area close to District One were segregated African Dock workers barracks. Until 1913, Green and Sea Point with their villas and European middle class settlements (apart from Tramway Road), remained a separate municipality.

6.8. Conclusion: the personal identity versus the official approach to District One

While being very poor and overcrowded, the inner city was a very sociable place. There were support structures within families, streets and proximity and familiarity meant it was possible to rely on family, neighbours (and the corner shop) in times of extreme need.

District One was largely (but not exclusively) working class; and racially mixed until the mid-20th century, sundered eventually by the forces of Group Areas and large-scale town planning and modernization programs. It currently comprises multi-storied apartment and office blocks. Few remnants of the earlier fabric remain although many families and descendants of families who lived there retain strong and affectionate memories of the past.

There was a fundamental disconnect between the official response to inner city areas and the memories of the people who lived there. City plans for modernization involved the destruction of inner-city areas and the dispersement of residents to the racially segregated housing estates that were being built on the Cape Flats. The official rationale for the destruction of such areas (before the Group Areas Acts) was that they were overcrowded and unhealthy. This claim proved increasingly hollow as greater areas of Cape Town were either condemned as slums or acquired through purchase and expropriation, whether they were slum areas or not. The term 'slum' became a term of official disapproval and a planning opportunity. However, for the inhabitants of such areas they were places of happy memories; they had a sense of permanence, and community. The issue of overcrowding and poor maintenance, which so occupied the minds of the professional classes, was seldom mentioned by the people who should have been the most affected.



Figure 10: District One Bus Depot in Prestwich Street in 1951 looking west showing the juxtaposition of uses – transport, commercial and manufacturing activities were starting to give way to commercial development. (Source Flickr.)



Figure 11: The same site in 1979 looking south-east (see above) with the uncompleted elevated freeway.

Section 7. Critical review of heritage studies undertaken to date and identification of potential ‘gaps’

This Section, as required by the brief, undertakes a brief review of heritage assessments that have been undertaken together with the public responses to date. Some findings point the way to exploring intangible heritage and reclaiming lost spaces of memory.

Two trends in heritage assessment and management have come under increasing scrutiny both by heritage authorities and the communities consulted during public processes (see Introduction above).

The first trend is the growing recognition of the inadequacy of the heritage assessments of the post-apartheid era which focussed on architectural descriptions, the development of purely spatial urban morphologies, urban histories and archaeologies, but without a considered reference to the socio-historical-political context. In most cases, archaeological research doubles as the historical research. A number of such studies were conducted in the District One area.²²

On occasion, heritage impact assessments (HIA) the meaning and applicability of cultural significance as defined by the NHRA (see above), can become reduced to the dating of buildings and the identifying of architectural value, leaving out the difficult arguments and sensitivities of local history.²³ In this scenario, meeting the legal requirements of the NHRA is reduced to a series of mechanisms (a tick-box exercise) for enabling development, rather than exploring cultural/heritage significance in all its myriad complexities and contestations. As a result, heritage assessments were distant from human and experiential histories, particularly the lives of the working classes. This was an issue strongly identified by community groups consulted during the Prestwich Street public consultation processes after 2003.

Human and experiential histories are particularly valuable in District One where personal histories and links to the environment have been so comprehensively erased through state action – slum clearance, town planning schemes, transport planning and forced removals.

Writing in relation to the Prestwich Street discoveries, Murray and Green stated:

‘What the discovery of the bones opened up was conflict. Not simply conflict over what to do with the bones but, more seriously, conflict over what it means to inhabit the city, what it means to be a member of a local, geographically defined public and what it means to be a citizen of the new post-apartheid nation.’²⁴

The second trend was an emerging disconnect between professional and personal/cultural approaches to heritage. The discoveries of the Prestwich Burial Ground in 2003 and the heritage processes that followed evoked powerful community memories of sadness and anger and a sense that the heritage process at the time did not accommodate such sensitivities. ‘It was best symbolised’, writes Michael Weeder, ‘in the present day bureaucracy’s refuge in the term ‘unknown graves’. Community objections to the concept of ‘unknown graves’ pointed to a fundamental disconnect between the bureaucratic and professional investigations and what the public considered to be true. The contract archaeologist’s reference to those ‘lost from popular memory more than 150 years ago’ was informative but struck a particular nerve, particularly in light of the inexorable bureaucratic and development processes that were underway at the time.’²⁵

²² SAHRA recently issued a Draft National Thematic Framework (no 49968) for Heritage Management based on notions of ‘stories and activities’ rather than ‘type and function’. The intention is to identify hidden histories capturing the diversity of the past and link histories to heritage resources.

²³ NHRA s 1 (iv).

²⁴ L. Green and N. Murray, ‘Housing Cape Town’s Forgotten Dead: Conflict in the Post-apartheid Public Sphere.’ *Africa Development* 35(4) (2010), 90.

²⁵ T. Hart (2003) quoted in Christian Ernssten, ‘Truth as historical recapitulation: the dead of Cape Town’s District One.’ *International Journal of Heritage Studies* 23 (6) (2017), 577. Hart was referring to the fact that their names were not part of the historical record.

Community responses that followed were based on a sense of a shared past, of shared ownership of knowledge of those who had gone before, of a shared sense of historical injustice and bereavement. In the meetings which followed after 2003, members of the public challenged the official heritage protocols, rejecting scientific notions of enquiry, and emphasising the concept of a shared past. The notion that the dead were unknown was challenged as a denial of historical trauma. Also challenged was the claim that authorities were unaware of the presence of the dead. Past pupil Mrs Zulaiga Worth said, “I went to school at Prestwich Primary School. We grew up with haunted places; we lived on haunted ground. We knew there were burials there.”²⁶

Nevertheless, specialist historical research undertaken in support of archaeological assessments is valuable, often the first of its kind. It might reveal archival information into the lives of the early poor in Cape Town, where ‘formal’ burial site records were accessed. In 1996 the Archaeology Contact Office at the University of Cape Town undertook research into the 1818 South African Missionary Society cemetery for ‘slaves and heathens’ by examining the church records.²⁷ The report also provided an incomplete list of those buried within the first three years of the establishment of the cemetery. While by no means complete, the list is of interest for the tragic story it tells including a high infant mortality rate and premature death of adults.²⁸ (See Annexure 2). A list of excavation provided by Malan *et al* (2017) shows just how widespread the burials revealed by contract archaeology were. In a sense, these excavations have become part of the (contested) history of the area.²⁹ This burial ground is not in the study area and is not directly linked in any way to the DRC burials. It does however provide a startling glimpse into the bleakness of the life and death of the Christian slaves and ‘heathens’ at the time.

With the advantage of hindsight, what emerges from these 20 year-old and ongoing debates about Prestwich, about archaeology and heritage approaches to the dead, is the potential for dissonance between scientific, professional, and the cultural/religious world views, particularly relating to attitudes to memory, death, the treatment of and respect for the dead. For many, these are deeply held cultural beliefs. It defined the late 19th century responses to the closure of the DRC and Muslim cemeteries and defined the debates that followed the Prestwich excavations.

It suggests that a solution is to tie tangible and material cultural more closely to historical arguments and find mechanisms to link tangible and intangible approaches to heritage.

Arising out of this is the need to populate the social histories with people and to ensure that their historical presence is acknowledged. At a Prestwich Review meeting in October 2023 called to undertake a way forward for the Prestwich Memorial, Professor Ciraj Rassool raised the issue of heritage processes, including greater acknowledgement of history within the urban environment itself – moving social histories from the remaining walls of the burial grounds and the Prestwich Memorial to the remaining streets, as an acknowledgement of places and marginalised people who are no longer there. Memorialisation could emerge from the museums and buildings and be displayed in the urban environment itself – through names and through historical walks.

²⁶ Christian Ernsten, ‘Truth as historical recapitulation: the dead and Cape Town’s District One,’ *International Journal of Heritage Studies* 23 (6) (2017), 578.

²⁷ ACO, *Phase 1 Archaeological Assessment of the site of the Old South African Missionary Society Graveyard Green Point.* (1996). Hart states that the dead were ‘slaves and heathens’ buried prior to 1818 near the cemetery close to the open White Sands burial place, 2.

²⁸ What is immediately apparent is the infant mortality rate among the Christian slaves and ‘heathens,’ some only living for a few days. Equally startling is the low median age of death (only one person of 27 entries lived to 60 years age -suggesting extreme deprivation. The list is attached as Annexure 2.

²⁹ A. Malan *et al.* 2017 54.

What do these gaps mean for the study area? It seems that an important step was to reclaim lost names or populate the ‘lost area’ with people, attaching people to place both in the study area and in District One. The task proved far more elusive than we thought, and, in the end, only certain areas were targeted for detailed investigation.

Part B

Section 8. District One: the people

Housing pressure, poverty and overcrowding dominated 19th century living conditions and mass-produced speculative housing developments sprung up to the west and the east of the City. From such beginnings, a real sense of street-based community developed, where discussions with neighbours, the presence of a ‘corner shop’, social and welfare institutions, street-based entertainments and games; played a major role.³⁰

State apartheid and local town planning interventions destroyed these spaces and dispersed communities, but not necessarily the links of memory of people to place.

There are two useful socio-historical theses that form the backbone to this study that examine these issues. Weeder explores issue of memory affecting his family life in Amsterdam Street and Collier usefully explores the role of the Prestwich Primary School as a means of accessing personal recollections of people who live nearby.³¹

8.1. *Early residents and occupations*

Originally a city of ‘small masters’ – shopkeepers, boatmen, immigrants, small scale, speculative housing developers, small scale traders and manufacturers – the scale of commercial and industrial activity began to change with the construction of the Cape Town Docks in the 1860s.³²

De Lima’s Almanac of 1855 provides names, lists all races and occupations, and describes the social fabric of the place in the process of becoming. (For the names identified, see Annexure 3). The account shows how settlement was starting to shift across Somerset Road into District One. Many of the street names were still missing.³³ He refers to Prestwich, Waterkant, Buitengracht and Somerset Roads, but not to Cobern, Schiebe, Jerry or many of the other streets that were starting to develop by 1862 (see Snow survey, Figure 7).

At this time, even before the building of the Cape Town Docks, people in District One were dependent on the sea. Occupants listed were often fishermen, shipwrights, boatmen or mariners. Some of the businesses that emerged in the Street Directories were already there – the Thompson and Watson Coal Yards for instance. The presence of the ‘small masters’ is noticeable in the craftsmen and shopkeepers. De Lima lists their roles and provides the names of the hospital staff at the Old Somerset Hospital, showing that in 1855 there were 46 inmates and a live-in staff of eight. At this time in 1855 the hospital was still a ‘place apart’ and the residential community slowly grew around it and the cemeteries.

³⁰ See M. Weeder, *Palaces of Memory*, Chapter 4.

³¹ M. Weeder, *Palaces of Memory*. M. Collier, *Mapping Memories*, 2021. Since the school was a ‘Coloured’ school, school records linking tenants to the area could only be partial as the area was racially ‘mixed.’

³² Bickford-Smith, Vivian. ‘South African urban history, racial segregation and the unique case of Cape Town?’. *Journal of Southern African Studies* 21, no. 1 (1995), 63-78.

³³ There is also the possibility that he simply did not record them.

De Lima lists the housing and warehousing in Cape Town, dividing the population into ‘various’, (probably reflecting the fact that Cape Town at the time was divided by class rather than race), ‘Malay’ and ‘Heathen’. He records some 46 houses and three warehouses in Chiappini Street (which was a long street) comprising some 337 people, adult and children. There were 12 houses in most heavily populated by people identified as ‘various’. Somerset Road was sparsely populated for such a long road, but then the cemeteries were still in active use at the time.

By the late 19th century with stevedores, cab drivers, fishermen, labourers and stablemen much in demand, the social fabric of the District One began to change. African labourers were present in Cape Town from the 1880s, mainly to work at the docks. Labour brokers and the Harbour Board employed African labour in the Cape Town Docks. While many lived in the Docks location – a series of isolated barrack-like structures between District One and the harbour, some found accommodation as tenants in Districts One, Six and Seven (Woodstock).

As to the question of how the residents of District One were employed, an official list of occupations for the general area by the Medical Officer of Health in a Housing Survey in 1931-1932 provides some background.³⁴

Table 32 Lettings – occupation of breadwinner.

Occupation	Number
Labourer	3132
Skilled trade	1781
domestic	753
Semi-skilled trade	358
Commercial	342
Fisherman or water man	261
Hawker	258
Professional clerical	140
Foreman (unqualified)	96
Military navy police	33
Pensioner	231
No occupation	203
Sub total	7720
Not clear	210
Total occupied lettings	7930

Table 1 is drawn from the Housing Survey of Wards, Cape Town 1931-1933. While the table does not refer to District One specifically, it nevertheless provides a list of occupations in the working class areas of Cape Town, including District One. There clearly was a demand for manual labour and we can assume that many of the fishermen or watermen; and some of the traders and semi-skilled workers, lived in the residential areas of District One. While it is difficult to make assumptions about District One in particular, the Table points to the fact that in terms of occupations (not racialised at this point) there were a mixture of working class, lower middle class and professional residents in Cape Town’s inner city areas.

³⁴ Report of the Medical officer of Health Housing Survey 1933.



Figure 12: View of the Cape Town docks with the Docks Location, (arrowed) left (KAB AG951). To leave the Docks, workers would have to pass through the controlled Dock gates. Despite increasing restrictions on the movement of Africans there were still workers living in Districts One and Six. In District One many lived in the Jerry Street area. Despite crowded living conditions, living in the town was preferable to the controlled and regulated existence of the Docks Location. District One is situated to the right of the image.

8.2. Health and Housing in District One in the 20th century.

Proximity to the Harbour also carried risks of epidemic disease, particularly when services were poor and because of a severe housing shortage and general poverty, residents lived in poor and overcrowded conditions.

District One was severely affected by the Bubonic Plague and the Spanish Flu epidemics in 1901 and 1918. It was made considerably worse by an influx of refugees during the Anglo Boer War. Until poverty and poor health became increasingly visible, and of concern to the middle classes, the Municipality of Cape Town had been content to rely on private property development for the highly profitable, high density, poor quality residential environments for working class Cape Town, such as those existing in District One.

Health and living conditions in Cape Town were condemned by visiting experts. Professor WJ Simpson, an influential international plague expert, co-founder of the London School of Tropical Medicine and advisor to the Colonial Government, declared at a public lecture on the plague in 1901: 'Next to Bombay, Cape Town is one of the most suitable towns I know for a plague epidemic', noting 'an extraordinary portion of ancient and filthy slums'. To Simpson, poverty and the physical condition of the slums may have been a factor, but so, in his opinion, was race and culture. An avowed racial segregationist, he expressed concern at the racial and cultural integration in the poorer residential areas, noting:

'. . . living in the same insanitary areas, often in the same houses, the different races and nationalities are inextricably mixed up, so that whatever disease affects the one is sure to affect the other'.³⁵

His comment about plague proved prophetic because it was not long before a worker at the docks fell ill, followed by others. In all, some 766 fell ill and 371 died, with 'Coloured' people the worst affected.³⁶ A map of 1901 shows the location of cases in District One. They included

³⁵ V. Bickford-Smith, E. van Heyningen & N. Worden, *Cape Town in the Twentieth Century: an Illustrated Social History*, Cape Town: D. Philip Publishers (1999), 18–19.

³⁶ *Ibid.*, 19.

concentrations around the Cobern and Jerry Street areas (many dockworkers lived in Jerry Street), and there was a single case at the Old Somerset Hospital.



Figure 13: Map of plague cases and cleansing, 1901. Concentrations included areas around Jerry, Schiebe and Cobern streets, the Salvation Army Metropole and the Old Somerset Hospital. They point to the link between workers within the Cape Town Docks where the epidemic originated and the risks of contagion. Crowded living conditions would have facilitated the spread and poverty reduced natural resistance. Blue shows the areas disinfected and the red dots indicate case numbers (Extract, KAB M4/14).

Quoting the threat posed by racial proximity and contagion, the Cape Government used the powers of the Public Health Amendment Act and forcibly marched black residents from the inner city areas (not living in the Docks Location) to Ndabeni in 1901, thus establishing the first of the racially based forced removals and settlements. The Dock Road area (together with District Six) was particularly hard hit by the plague as many residents worked at the Docks. A survey of 1904 showed that overcrowding in the working class areas (the result of a poverty and a housing shortage) as so severe that brick buildings accommodated 7.52 people on average, and wood-and-iron buildings an average of 6.26 people. Every wattle-and-daub hut accommodated as many as 28.97 people on average – a startling statistic. Africans in Cape Town lived mainly in the Dockside area, according to the survey, either within District One or within the confines of the African labour location.³⁷

8.3. The official gaze on housing and overcrowding in District One

For many years, the municipal government clung to the notion that the provision of housing was a matter for the propertied classes. Between 1902 and 1916, when a start was made on Maitland Garden Village, the City Council built no housing at all. Till then, their sole achievement had

³⁷ Report of the Medical Officer of Health, Mayor's Minutes, year ending 1904, Appendix 10, vii (17 April 1904).

been the building of the Workmen’s Metropole (see below). The increasing visibility of poverty during the Bubonic Plague and the Spanish Flu Epidemic resulted in a rethink. Two housing Surveys were undertaken on in 1924 and another in 1931-32, revealing startling figures of poor living conditions and a housing shortage. The middle class public feared the twin notions of contagion and racial proximity, referred to by Maynard Swanson as the ‘sanitation syndrome’, or contagion as a societal metaphor for racial mixing.³⁸ The focus turned to overcrowding in the working class areas of Cape Town and eventually their destruction.

With fewer houses being built by speculative developers and the Cape Town City Council reluctant to spend money, the housing situation deteriorated. In 1924, the Municipality undertook a house-to-house survey of the poorer areas of Cape Town. One investigation was an analysis of the occupations of the residents, including those living in District One. The following table lists streets in District One where the medical professionals deemed houses to be in a poor condition.³⁹ This suggests that by 1924 the authorities were eyeing the residential areas of District One as a problem.

Streets as a whole Names and number of houses included	Streets in part Name and number of houses included.
Amsterdam Street 13	Buitengracht 16
Battery Street 10	Morland Terrace
Bennet Street 9	Prestwich 1
Cardiff Street 13	
Chiappini Street 71	
Cobern 17	
Dixon 3	
Jarvis 26	
Jerry 9,	
Jetty 4	
Michau 8, Michau Lane 3	
Railway Cottage (Bennet Street) 24	
Schiebe Street 4	
Vos Street 3	
Wicht Lane 2	
West Street 6	

Table 2. List of Streets in District One showing the number of dwellings deemed to be in poor conditions by way of overcrowding. The 1924 survey resulted in no actions.

Subsequently, the Cape Town Medical Officer of Health (MoH), Dr Thomas Shadick Higgins, conducted a detailed housing survey between 1931 and 1932 in Wards 2-6 of Cape Town (Ward 2 was District One, described as the Harbour area).⁴⁰ He found that Ward Two had a total population of 9405 between 1930 and 1931, but only 244 flats (boarding houses) or houses. The 244 houses were sublet into 630 lettings. Not only was there internal overcrowding but also what he called ‘external congestion’, i.e. buildings that were so crowded together that his only solution was destruction. The MoH identified one area in District One for particular attention - the Jerry Street area - which was quickly marked for demolition after the passing on the Slums Clearance Act 53 of 1934. (This is further explored in Section 9).

³⁸ Maynard Swanson, ‘The sanitation syndrome: bubonic plague and urban native policy in the Cape Colony. 1900-101,’ *The Journal of African history* 18(3) (1977), 387-410.

³⁹ It should be noted that the authorities were viewing the inner city areas through the prism of Garden City criteria of low densities, wide streets for traffic and plenty of open space – all of which were not present in District One.

⁴⁰ Interim Report MoH (City of Cape Town Housing Survey) 1931.

District One retained its profoundly mixed character (both culturally and racially) for at least a decade and a half even after the passing of the Population Registration Act (Act 30) and the Group Areas Act, both in 1950. The difficulty posed for the apartheid government (and to a greater extent in District Six) was how to ‘unscramble’ the racial mix.

A mechanism of displacement was housing clearance in mixed areas deemed ‘slums’, followed by forcible eviction of residents to racially zoned areas. In this way slum clearance, town planning, race zoning and housing development all played a part in the social, spatial and racial restructuring of the mixed residential and urban areas of Cape Town.⁴¹

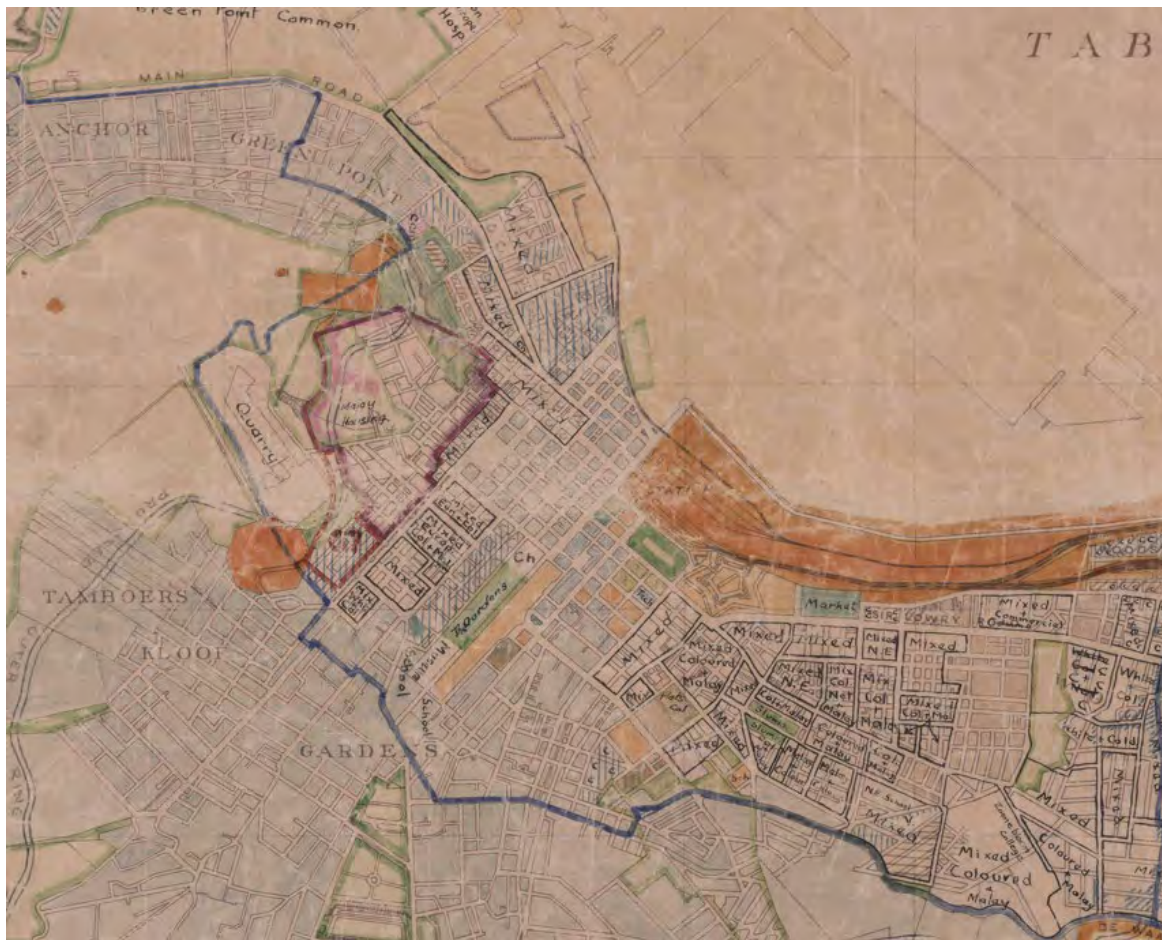


Figure 14: The racially mixed character of District One: Despite its name ‘Group Areas’, this is a survey map predating the Group Areas Act with both social and zoning data. It shows a combination of Modernist and race-based planning ideas. This survey identified areas of racial mixing and racial exclusivity. Council owned spaces are marked in green, with commercial and residential areas clearly identified. As far as District One is concerned, it shows the population as ‘mixed’ and was clearly making at this point for provision for open spaces along Somerset Road. The map provides the first known official use of the words ‘Group Areas’ before the Group Areas Act of 1950. (CTCC).

⁴¹ See M.J. Attwell, *Transnational planning systems, local practices and spatial inequalities: housing the working classes in Cape Town 1900-1970*, PhD Thesis, University of Cape Town (2023).

A social survey and zoning survey map prepared by the Municipal Town Planning Branch (see Figure 13 below) prepared in 1947 for the amended Town Planning Scheme, shows how profoundly District One was mixed and how difficult it would be to achieve racial segregation. (Hatched areas on the map show City and government owned spaces and industrial areas, including the focus area).

8.4. *Who lived in District One?*

For lists of residents in relation to the historical development of District One, see Annexure 4.

The search for the names of the historical residents of District One proved complex and time consuming. In the end, it was decided to trace names of residents in five cohesive street precincts with concentrations of terraced housing. The Jerry Street area is explored separately in the section on Slum Clearance (see Section 9).

They five precincts are:

1. Jerry Street area (demolished 1936/37, 'slum clearance')
2. Amsterdam Street and dock housing
3. Schiebe Street block
4. Cobern Street block
5. Ebenezer Street area

The blocks or roads were chosen because they retained their residential function despite being surrounded by growing industrial and commercial use. Information was obtained from the Street Directories and cross checked with the Goad Fire Insurance Maps of 1925 and 1953.

This was supplemented by local information about families with children registered at the Prestwich Primary School, provided by Collier. The results of the tables are interesting in some instances and inconclusive in others.⁴² The conclusions to the tables can be summarised as follows:

The findings confirm some social dynamics that are already known. They include the following:

- That the area was subject to significant change as a result of industrialisation following the Great Depression of 1929. The Harbour Areas and District One were clear targets for this. The Goad Fire Insurance show just how industrial and commercial activity squeezed out residential pockets – an activity that speeded up with the amended Town Planning Scheme of 1957 (See Section 10).
- While there was an expansion of industrial and commercial use, certain businesses which had established themselves in the late 19th century in the area remained. Many were related to import and export business, from coal stores to wine and spirit merchants. Such businesses no doubt provided work opportunities to the residents of District One.
- The Street Directories show how corner shops, grocers, general dealers, churches, schools and welfare organisations were integrated into the warp and weave of local community life. Many of the general dealers and shop owners were either Muslim or Jewish (or at least had Muslim or Jewish Names) pointing the cultural and religious mix of District One.
- There was a growing number of hotels and bars, no doubt to serve the requirements of local residents, travellers and seafarers alike - from the new Dock Hotel, the Queens Hotel, the

⁴² A chief concern was the racial disparity, with many occupants dismissed as 'Coloured' and the practice of listing the generally male householder only.

Shakespeare Bar, the Thistle Bar (see below), the Somerset Bar (later the Fireman's Arms), the Da Vasco Tavern, and the Fairways Hotel and Bar.

- The names of residents suggest a multi-racial, multi-cultural population, including Maltese, Portuguese, Italian, Jewish, African (living mainly in the Jerry Street areas) and local Muslim residents.
- Muslims living in District One worshipped at the Vos Street Mosque.



Figure 15: The Fireman's Arms pub, on the corner of Mechau and Buitengracht streets, was established in 1864 as the Somerset Arms. The name changed to the Fireman's Arms in honour of regulars who were coal stockers on steam ships. Emmanuele Zammit, a Maltese seaman who abandoned ship, bought the pub in 1907. He became an important property owner in the Jerry Street area. The pub was strictly reserved for white males (stokers) until the late twentieth century (firemansarms.co.za).

- While the Jerry Street area was mostly tenanted and crowded, there were established and settled residential communities in the Amsterdam/Ebenezer area, and precincts around Cobern and Schiebe streets.
- There was a settled community employed and housed by the Harbour Board, later South African Railways and Harbours, in the Dock cottages above the site of the Amsterdam Battery. The Dock Cottages were racially segregated with a separate terrace for 'European' employees. The Dock Cottages were demolished for the Foreshore/Western Boulevard Scheme.
- There appeared to be a high turnover of residents in certain areas, as the names of the householders change frequently. In others like the Amsterdam Street Area, there was a more settled community of residents.
- As in District Six, tight street-based residential living would have created a sense of local identity. Street games, neighbourly communications, *bioscope*, church, mosque, religious functions and sport were the glue that bound a community together.
- Certain names re-occur in District One although not necessary living in the same exact location. They are names like Lashmeer, Rebelo, Vercuiel, Mancini, Hoosain and Collison.

- A review of the permanence of names suggests at some point, probably in the late 1930s, there was a gradual change in the character of the ownership, including a stronger Muslim presence. Collier supports this argument by stating that ‘although District One started off as an area made up of rental housing, by 1965 the area was made up of a mix of homeowners and tenants who had been renting their house for decades.’⁴³
- The Dock Cottages were for ‘Coloured’ employees working for South African Railways and Harbours. They were built of corrugated iron and described as ‘tin pots’ (Weeder). It was a resilient and stable community and residents found it an irredeemable loss when they were forced to move to make way for the freeway.
- The names increasingly changed from a predominance of English/European to Muslim.

Memories of residents from the area might confirm these assumptions. Collier records an interview with a former resident whose family settled in Cobern Street in the 1950s and who went to Prestwich Primary School. She remembered,

‘There was a bar on the corner of Cobern and Prestwich Street, called the Thistle Bar, we lived in the double storey house next door. The Thistle was the closest bar to the Docks, and it had hotel rooms on the floors above. The people that went there were respectful coloured people.

‘The fishermen would come there first thing after they docked. The Dock Cottages were close to Bennet Street, it was where the South African Railways and Harbour workers families lived. Dis *waar bulle al die gadatte gebou bet* (It’s where they held all the gadats) on Thursday nights and Friday nights.

‘Our mosque was Vos Street Mosque, we still go there for the traawie. That mosque was so small but everyone in the community could fit. The post office was behind us in Liddle Street and the Catholic School was at the top of our street and Liddle Street but the school isn’t there any longer. The Sacred Heart is still there, in Somerset Road. They used to give food to the poor. The church was opposite Rebelo, that’s still there. It’s a Portuguese shop that’s still there, the mother is still alive, you know. The Indian shop was next to Rebelo, and Zapiro [possibly Shapiro] was next to that, and Johnny on the corner.’⁴⁴

In addition to the stronger presence of Muslim residents, there was a strong Catholic presence centred around the Roman Catholic Church and School of the Sacred Heart, the Catholic Hall (used by the school) on the corner of Cobern Street and Somerset Road, and the Silesian Institute. Many of the residents of District One who were Catholic were originally from Southern Europe – particularly from Portugal and Madeira. ‘Aunty C,’ interviewed by Collier, remembered:

‘There was also a Portuguese family that owned the shop opposite the Sacred Heart Cathedral, they were Rebello’s’.

Section 9. The impact of the Slums Act 53 of 1934 on the residents of District One

9.1. Background: housing and racial segregation

The Housing Act of 1920 which followed the Spanish Flu Epidemic in 1918, a humble start though it was, changed the nature of the provision of working class housing in South Africa. Hitherto, the province of the private developer, the National Department of Health and the Central Housing Board began to provide funds for local governments to build housing. The

⁴³ M. Collier, *Mapping Memories* (2021), 72.

⁴⁴ *Ibid*, 64.

crucial factor in new housing provision was that the Regulations attached to the Housing Act, required that all new housing was racially segregated.

As residents throughout Cape Town were evicted from mixed residential areas like District One, so they were racially profiled for segregated housing estates being constructed by the Cape Town City Council. This, together with the requirements of the Town Planning Scheme (see below), and the Slums Clearance Act 53 of 1934, contributed to residential segregation even before the application of the Group Areas Act.

With the impacts of the Depression being felt in Cape Town after 1930, there came an increase in the destitute moving to urban areas like District One. The Harbour and South African Railways was a particular magnet for desperate job seekers, and they sought accommodation where they could find it. A census of 1926 revealed severe overcrowding among those identified as 'Coloured' with some 32.7% living with more than four persons per room. It also revealed the startling class and race inequalities attached to living conditions.⁴⁵

By 1931 the infant mortality rates (always an indicator of poor public health) showed just how stark the inequalities were.⁴⁶ Also by the mid to late 1930s, there was significant movement of Africans arriving in Cape Town, attracted by the employment opportunities offered by growing industry and the war effort expanding during the Second War. Many African workers sought lodgings as close as possible to the work opportunities at the docks and elsewhere. The African population in Cape Town more than doubled between 1936 and 1946, rising from 13583 to 31258.⁴⁷

The drift to the city had implications for living conditions in the working class areas of Cape Town. A Housing Survey undertaken by the Medical Officer of Health (MoH) of the poorer areas of Cape Town revealed severe housing shortages, overcrowding and a shocking disparity in living conditions for the different racial groups he identified.⁴⁸ The Cape Town City Council championed the progress of a Slums Clearance Act through Parliament in 1934. A clause within the Act (s 17) permitted authorities to acquire properties of a suitable shape and form whether they were slum properties or not. This clause was theoretically linked to slum clearance, but with the Town Planning Ordinance also of 1934, together with emerging modernist impulses; ushered in a period of planning ideas for major change, to replan and remake the City.⁴⁹

After finding 57 possible 'congested areas', the MoH began a process of targeting certain areas for slum clearance. Constitution Street, Lion Street and the Jerry Street area (see below) were marked for condemnation, acquisition, and demolition and rebuilding.

The Modernist impulse to replan the city and use the most valuable land (on which both the eastern and western residential areas were situated) persisted. The Provisional Town Planning Scheme of 1941 offered a crude interpretation of Modernism in the slum areas comprising largely of roadworks and open spaces, and for District One, industrial and commercial zonings. The approach became progressively more elaborate as the Foreshore Plan and the City links with

⁴⁵ The 1926 census revealed that of the people identified as not 'European', including those living in Wynberg, 78.3% lived more than two persons to a room and 32.7% lived more than four persons per room. Europeans fared better with only 0.6% living in one-roomed accommodation.

⁴⁶ Report of the Medical Officer of Health, Appendix 5, 8.

⁴⁷ Lucien le Grange, 'Working class housing in Cape Town 1890–1947. Segregation and township formation', Africa Seminar, University of Cape Town (1985), 5.

⁴⁸ See Melanie Attwell. *Transnational planning systems, local practices and spatial inequalities: housing the urban poor in Cape Town 1900-1970*, PhD thesis, University of Cape Town (2023), 107-152.

⁴⁹ This is explored in the following section.

the Foreshore were developed over the next 30 years. There were injustices from the start – while the housing officials claimed that most displaced tenants were rehoused, this was not always the case. The City Council claimed no legal requirement to do so. Sub-tenants were particularly vulnerable to eviction and subsequent homelessness.

All the Jerry Street area properties were acquired by 1937. However, by 1938 the MoH called a halt to the programme. With a slow rehousing program, the City Council was acquiring too many properties with no way of rehousing the affected residents. Effectively the City Council became a major slumlord. Sub-tenants were particularly vulnerable because no allowances were made about their future.

The Cape Town City originally acquired the Jerry Street area properties for new housing, but they changed their minds. With an increasing focus on industry in the area, the land had become too valuable for housing and the officials investigated how they might get round the requirements for the provision of new housing for those displaced. The National legal advisers equivocated, deciding there were circumstances in which additional accommodation might not be necessary but if it were required it would be the duty of the local authority to provide it. In the end, of all the residents of the Jerry Street area clearance, none were given alternative accommodation. (For further information see Section 9.2. below)

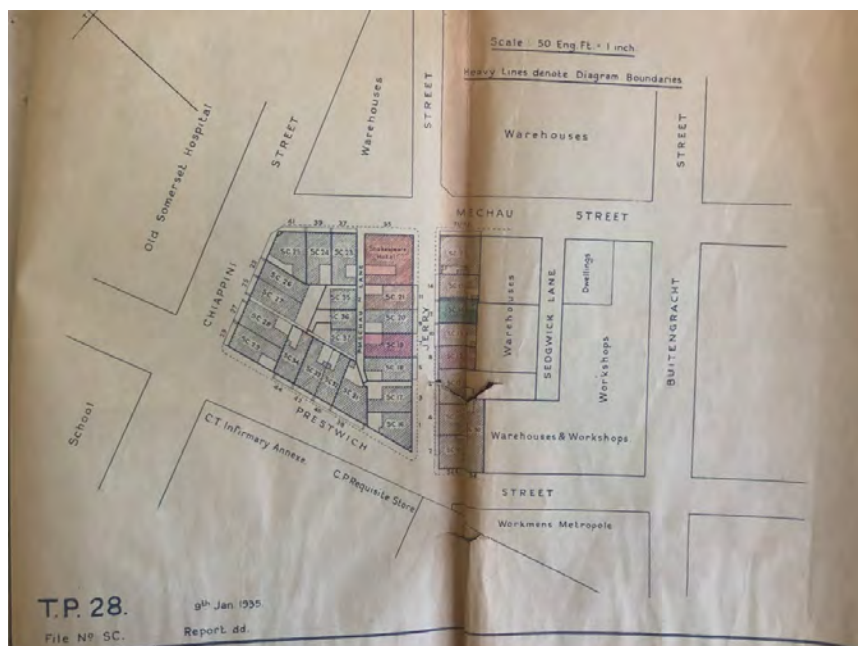


Figure 16: The Jerry Street Slum Clearance Area was situated between Prestwich, Chiappini and Mechau streets below the former DRC cemetery, opposite the Workmen’s Metropole. Jerry Street bisected the area between Mechau and Prestwich streets.⁵⁰

9.2. Jerry Street Slum Clearance Area 1935-1939

The Jerry Street Slum Clearance Area was one of 12 in Cape Town identified by the City Council for demolition in terms of the Slum Clearance Act (Act 53 of 1934) out of a possible 57 ‘congested’ areas.

⁵⁰ KAB 3/CT 4/2/1/1/686, 20/6/24

The area was relatively small, surrounded by Prestwich, Chiappini and Mechau streets and below the former DRC cemetery. There were 29 properties in the precinct, of which 27 were identified as slums. The exceptions were the Shakespeare Bar in Mechau Street and a small factory being used as a daycare and welfare centre at 7 Jerry Street. The Shakespeare Bar was rebuilt in 1932.

The houses were two-story terraced buildings closely packed in blocks. Single rooms were typically let to sub-tenants (called lettings). The buildings were overcrowded, with 300 people living there, consisting of 88 tenants and sub-tenants. About 19 individuals owned the properties, 10 of whom did so in partnerships but did not live on site. Eleven people lived in each building on average, excluding the Shakespeare Bar.

The tenants, most of whom worked in the vicinity and the docks, represented all race groups.⁵¹ Most of the owners had Muslim names, while other names included those of Indian, Maltese, Jewish and English origin. Ohlsson's Cape Breweries owned the Shakespeare Bar.

Annexure 5 provides details on owners, and numbers of occupants drawn from tables compiled during the slum clearance investigation.

On 12 April 1935, the Minister of Public Health approved the acquisition of the area by the City Council for slum clearance in terms of Section 17 of the Slum Clearance Act.



Figure 17: Plans for the tenement scheme overlaid on properties identified for demolition in the Jerry Street Slum Clearance Area.⁵² This housing proposal was never built as the land became too valuable. These plans were similar to those for the Constitution Street Flats.

⁵¹ This is admittedly an assumption based on their names.

⁵² KAB 3/CT 4/2/1/1/686, 20/6/24

9.3. The tenement scheme.

The council's intention at the time was to establish a housing scheme on the site for workers employed in the area and the docks.

T P Francis, the City Engineer, described the proposed a tenement scheme in a report to the Slum Clearance Committee dated 1 February 1935.⁵³ He saw the future of the area in terms of business, warehousing and workshops, but believed that the Jerry Street area 'lends itself for development as a tenement scheme and in view of the need for housing those employed in the district and at the Docks.' Francis recommended that the area be used for housing, pointing out that 'the occupiers of the existing slum dwellings are for the most part employed in the neighbourhood'.

The proposal was for four-storey blocks accommodating at least 80 flats similar to those being built by the council in Constitution Street, Stirling Street and St Vincent Street. However, the flats in the Jerry Street Area would cost more than those at Wells Square, given the value of the land and the costs of sale or expropriation. Francis suggested that higher rentals could be charged in the Jerry Street Area given their proximity to places of employment.

The slums clearance and tenement proposal were contested from the start, by owners of the tenanted properties and local businesses. Representatives of 21 local businesses submitted a petition to the Administrator welcoming clearance of the slum in the Jerry Street area, but objecting that the tenements would be race specific, i.e. 'Coloured tenements' in an 'industrial and commercial area'. The petition was rejected.

Members of the Slum Clearance Special Committee were divided on the tenement scheme, with some arguing that it was too expensive and the land too valuable, and that the people should be provided with cheaper accommodation elsewhere. The Minister of Health initially rejected this proposal, insisting that the land be used for housing, as originally approved.⁵⁴

The council proceeded to acquire the affected buildings in 1935/36. The houses were demolished by 1937 and the site cleared, except for the Shakespeare Bar.

On 9 July 1937, the Central Housing Board approved the resale of the Jerry Street area for other purposes on the understanding that the proceeds would be used for a housing scheme elsewhere.⁵⁵

Various proposals were made about the use of the site including a fish curing factory, which was rejected. There was even a proposed rezoning the site as public open space, an option that was seriously being concerned at the time by the Town Planning Scheme.

9.4. Jerry Street 'Indian Club'

The City continued to own the property at the outbreak of the Second World War in September 1939. The war resulted in an increase in shipping around the Cape with thousands of seamen and soldiers coming ashore.

⁵³ KAB 3/CT 4/2/1/1/686, 20/6/24

⁵⁴ Public Health Report, 26/9/1940, KAB 3/CT 4/2/1/1/686, 20/6/24.

⁵⁵ Ibid.

The Cape Town Seamen's Institute approached the City Council in 1943 for a lease of the Shakespeare Bar and the cleared land in the Jerry Street area for a recreation centre for 'non-European' seamen for the duration of the war. The council agreed and leased the site to the institute for a nominal amount for four years on conditions the property was fenced.⁵⁶ The scheme had the support of the High Commissioner for India and the Minister for War Transport 'who are deeply perturbed at the present situation of Non-European merchant seamen ashore in Cape Town today'.⁵⁷

In the end, the institute did not provide accommodation, as planned, but used the site for recreation instead. The mission's chaplain reported that over 2 000 Indian seamen made use of club facilities at the former Shakespeare Bar in December 1944. The facilities became known as the 'Indian Club'.⁵⁸

The City Council continued with efforts to sell the land, eventually selling the three portions to separate buyers by public auction on 13 December 1945.⁵⁹ By this time, the 300 tenants who once occupied the properties in the Jerry Street Slum Clearance Area had been evicted with no facilities being made for their rehousing.

9.5. Slum clearance process.

The City Council wasted no time in seeking to clear areas identified as slums and the council appointed a Slums Clearance Special Committee to manage the process. The committee began its work on the Jerry Street area in December 1934, and completed the task by May 1936.

The City's Medical Officer of Health (MoH) began by inspecting each property and providing detailed reports on the condition of each building, living conditions, the number of people in each building, and whether the buildings should be declared slums in terms of the Act. Owners were given an opportunity to plead their cases before the Slum Clearance Committee. Most engaged lawyers to represent them at the hearings. However, the results were always a forgone conclusion.

The owners in Jerry Street wished to keep their properties and believed they could be repaired. Some owners stated via their legal representatives that the problem lay with the tenants and not the buildings themselves.

The City Engineer produced reports on each property, commenting on the structural condition and whether the land was needed for the planned tenement scheme. Each report repeated the City Engineer's view that the premises were so far dilapidated that the costs involved in restoring the buildings to a 'desirable condition' could not be justified. He added that the entire block was needed for the proposed tenement scheme (which, as we have seen, was never built), and the buildings had to be demolished for this purpose.

The process ended with negotiations with the owners about compensation. Invariably, the owners received less than they asked for, with some succeeding in obtaining a slightly higher price. The committee argued that the buildings were slums and therefore could not fetch the expected higher prices.

⁵⁶ CAS 3/CT 4/2/1/1/686, L712.

⁵⁷ CAS 3/CT 4/2/1/1/686, 20/6/24.

⁵⁸ Ibid.

⁵⁹ Ibid.

By 1953, the City Engineers Department returned to slum clearance in the inner city, although the reasons for slum clearance by this time had shifted. Gone were any claims of public health concerns and in its place were wider planning issues. These actions were rendered even more tragic by the looming threat of Group Areas evictions.⁶⁰

9.6. *Owners*

The negotiations that are explained above, reveal the names of the property owners in Jerry Street (see Annexure 5 for a full list).

Emmanuele Zammit owned six properties, the most by a single owner in the area. An immigrant from Malta, he also owned the Fireman's Arms pub nearby, and was involved in the hotel and boarding house business.

Ebrahim Mohamed, a general dealer based at 33 Mechau Street, had interests in six properties, all in partnerships with others. Sorabjee Gorvalla, a Claremont resident, owned four properties, three of them in Mechau Lane.

Dawood Amien owned three properties, two in partnership with Ebrahim Mohamed. Mohamed Hassan owned three properties in his own name.

The various partnerships included Sheik Abdulla Rahman (two properties); and Abdol, Sharif, Korahim and Ahmed Mohamed (one property, possibly siblings).

Owners of single properties included Arthur Wilson, who died during the slum clearance investigation; Ismail Salie; Ahmed Ruknodien; and the estate of the late Mohamed Halim.

David Schaffer and Moses Rabinowitz owned a small factory at 7 Jerry Street that operated as a daycare and welfare centre. An Imam, Mohamed Nagar, owned 10 Jerry Street which he rented to a clergyman (see 'Jerry Street school and welfare centre' below).

Ohlsson's Breweries owned the Shakespeare Bar in Mechau Street. The building was rebuilt in 1932 and was therefore not declared a slum. The council still needed the site because it formed part of the larger block identified for the proposed tenement scheme.

9.7. *Living conditions*

The MoH and City Engineer reports revealed the state of living conditions in Jerry Street.⁶¹ The conditions of most of the buildings were similar, with minor differences. Typical examples include 11 Jerry Street, described in a report by the MoH, Thomas Shadick Higgins.⁶²

The reports give an indication of the living conditions that poorer residents in District One endured. 11 Jerry Street formed part of a terrace of two-storey buildings on Jerry Street, comprising six rooms with outbuildings. The building did not meet the most basic health requirements and were 'in such a state and so dirty and so verminous and so used and kept as to be injurious and dangerous to health . . .' – a standard term used by the MoH in proposing demolitions.

⁶⁰ M. Attwell. *Transnational planning frameworks* (2023), 179.

⁶¹ They were not necessarily impartial observers as the decision to declare the area a slum had already been made.

⁶² KAB 3/CT 4/2/1/1/687, 20/6/24B

The house was occupied as five single-room lettings. One of the rooms served as a kitchen for some of the lettings. Mixed sexes occupied one of the overcrowded rooms, in contravention of housing by-laws. The one water closet in the yard served 18 occupants. Defects in the common kitchen included damp walls and a defective cement floor. There was no sink or water tap in the kitchen. The only sink was a gully in the yard. In certain lettings, cooking was done on paraffin stoves in the bedrooms. In all reports the MoH set up a standard of light, air, service provision, ventilation and low-density habitation; and then found the immediate conditions, wanting.

Other extreme examples included 6 and 8 Jerry Street, where 32 people occupied two houses converted into 15 single-room lettings. The MoH reported that the configuration was 'altogether unsuitable for a tenement house of this description'. The physical condition was similarly dilapidated, 'verminous', and 'dangerous to health'. The report describes dank, poorly lit rooms and passages. The three water closets (toilets) for the residents were 'defective, dirty and insanitary'.

In short, the MoH recommended that all the properties identified as a 'nuisance' could most effectively be dealt with by the provisions of the Slums Clearance Act.

9.8. The Jerry Street school and the welfare centre

An exception to the rule in the area was the use of 7 Jerry Street as a small school and welfare centre run by a local clergyman.

David Schaffer and Moses Rabinowitz owned a small factory building at 7 Jerry Street that formed part of the slum clearance investigation.

Schaffer acknowledged the 'filth and squalor of the surroundings' but adding that they had let the premises originally intended for business premises to 'a missionary who was doing good work in the district'. The clergyman was known as Pastor Laughton. Pastor Laughton used the ground floor as a school for 100 children from the area. The first floor was partitioned off and used for dwelling purposes in connection with 'Maternity and Child Welfare'. Schaffer did not contest the MoH report, but said the premises were kept clean and were used for good works and did not want it to be declared a slum.

The clergyman Laughton most probably lived at 10 Jerry Street, which was owned by a local Imam, Mohamed Said Nagar. Nagar's attorney, D F Bosman, described him as a Muslim 'priest' who had invested considerable amounts in renovating the property after buying it 18 months previously. Nagar wanted to be compensated for the loss of the building.

The attorney's rebuttal is a curious attempt to appeal to the racial prejudices of the council, saying;

'I do not think it can be called a slum because an English Clergyman occupies the place, and he suggests it is in no way dangerous to his health.'

The appeal was rejected, and the property was included in the slum clearance programme, although the Town Clerk later asked the Deputy City Engineer in a memorandum to include a large room in plans for the proposed tenement scheme for a school for 'small non-European children now being conducted at No.7 Jerry Street'.⁶³

⁶³ KAB 3/CT 4/2/1/1/226, A.120



Figure 18: Cape Times, 4 June 1934. 'Squatters build shack in City Street.' Oddly, the date of this image is before slum clearance began in earnest. It is possible that the residents shown here were ejected by their landlords in anticipation of the official slum clearances. In this case the reasons for this heartless ejection, however, are not made clear as they are not recorded in the newspaper. (City Council Archives newspaper collection).

Section 10. The 'planned destruction' of District One: transport planning and modernisation.

Barnett has proved that the destruction of District Six was planned as early as 1940, with the first Provisional Town Planning Scheme (PTPS) in 1940, which completely re-imagined the landscape – from tight residential areas (which could be removed through slum clearance) to a new road network and a series of open spaces.⁶⁴ By 1940, the City Engineer W S Lunn had already decided on widespread slum demolition as part of the TPS and proposals for the cleared land. The PTPS did the same for District One – a dynamic which had already begun with increasing industrial use and the loss of housing. Also, by 1940, the plans for the Foreshore were beginning to emerge as a vision for Modernism. What the town planners wanted was open spaces, wide and fast boulevards and monumental axes; and to do that they needed to destroy the old city. The City of Cape Town's Foreshore planning consultant, the French planner MM Beaudouin, developed and sketched out an approach (no doubt assisted by the planning department) which did away with the old residential parts of the City. He wrote:

The replanning of District Six will present an opportune occasion for the extension of a freeway towards the Cape Flats which will no way interfere with the activity of Sir Lowry Road. On the west ... it will be possible, at the right time, to undertake the planning of the slums of the Malay Quarter and the Docks.⁶⁵

Among the plans for the City was a boulevard linking the west and the east of the City ploughing through the old residential areas of Districts Six and One (see below).

⁶⁴ Naomi Barnett, 'The planned destruction of District Six in 1940', *Studies in the history of Cape Town* 7 (1994), 162-83.

⁶⁵ MM Beaudouin, *Outline of Scheme (Foreshore)*, 5–8, 12, 25. He elaborated on the proposal again in 1945.

10.1. Town Planning and racial order

A planned road and boulevard system, although it went through many iterations and elaborations, was considered the backbone of modern planning frameworks. The Town Planning Ordinance 33 of 1934 also enabled ‘the provision the adequate provision of land for use or occupation by persons other than Europeans’.⁶⁶ As a result fast speed traffic networks, inner city dislocation, and racially segregated townships for persons ‘other than European’ were written into the requirements for the Town Planning Scheme (TPS).

Planned urban ‘order’ was therefore interpreted within the TPS as both structural and racial order. The idea was further elaborated over time by City Engineer Solly Morris in his planned roadways for Cape Town, linking the Foreshore development to Cape Town and changing M. Beaudouin’s linear approach to sweeping freeways similar to the American model. Boulevard plans and plans for the ring road were incorporated into the TPS in 1957 and thereafter all properties in the way were expropriated.

The impact on District One was catastrophic. The City Engineer accelerated the expropriation and acquisitions programme in District One, using Provincial funds along the planned route. With the road planning focus being on the Eastern Boulevard near District Six it was only later that the Western Exit Technical Committee (WETC) began its work on the western link to the ring road and the freeway. It was the WETC that first raised the possibility of an elevated freeway across Table Bay Boulevard to deal with growing traffic volumes.

Responding the American traffic planning influences, the Table Bay Boulevard became increasingly ambitious and expensive, but one which the City Engineer Dr Solly Morris advocated with enthusiasm. This was despite the fact that the road system cut through and destroyed old parts of the City, including parts of District One.⁶⁷ This part of the project was delayed by the presence of the Dock Road Power Station.

By 1973, the Boulevard had not been constructed although building clearance by the Cape Town City Council had begun. The arms of the elevated freeway above Amsterdam Road were started by 1980 and never finished. The houses gone by this time, and the residents scattered.

10.2. The social impact of the Western Boulevard

The City of Cape Town acquired about 65 properties in the late 1960s and early 1970s for the construction of the Western Boulevard, as part of the City’s Town Planning Scheme, dating back to 1940. (For a list of people affected property owners affected by the Western Boulevard see Annexure 6).

⁶⁶ TPO Second Schedule (7).

⁶⁷ N.M. Botha N.M. *Gateway of tomorrow: Modernist Town Planning on Cape Town’s Foreshore, 1930-1970* (2013), 105. The initial ring road also proposed a freeway across the Company’s Garden.

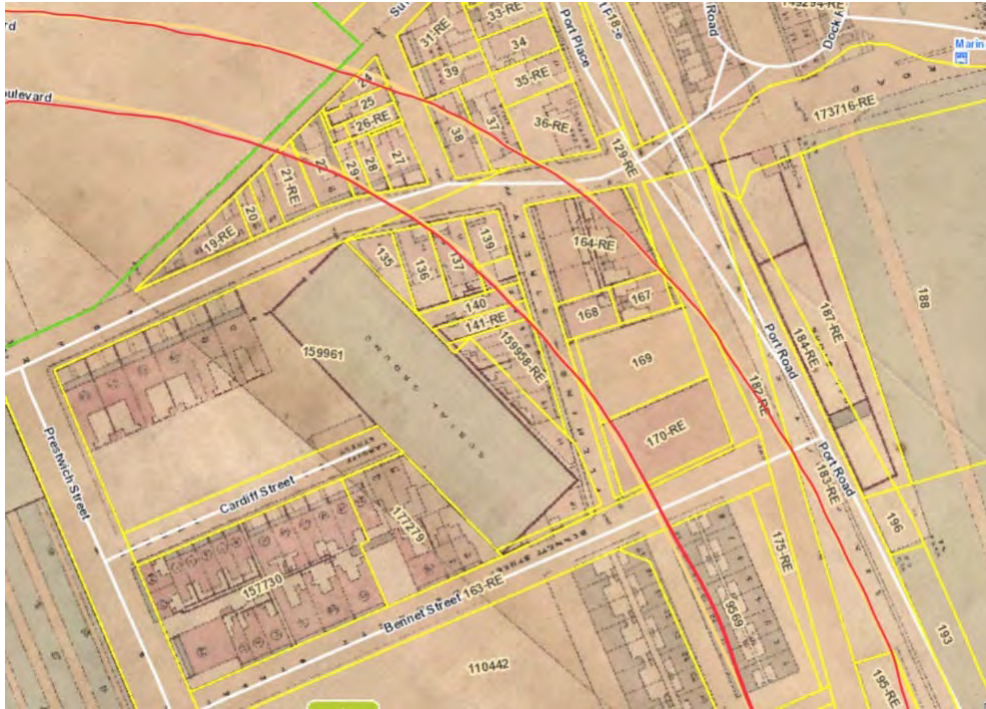


Figure 19: The Western Boulevard cut a swath through the Ebenezer/ Amsterdam roads precinct, and properties along Amsterdam Road. The project removed a substantial part of the social fabric of the area. Seen here the path of the boulevard (in red) superimposed on a map from the Thom survey c1900 showing terraced housing in the precinct. (Source City Map Viewer).

The Western Boulevard, later named the Helen Suzman Boulevard, largely follows Amsterdam and Dock roads, and the route of the old Sea Point railway line.

Figure 17 indicates how the Boulevard swept over properties on Ebenezer, Amsterdam and Suffolk roads, and Fleming Street to the north, and properties along Amsterdam Road to Buitengracht Street to the south. The net effect of the boulevard project was the demolition of one of the largest concentrations of terraced houses in the focus area, displacing the resident population. The precinct around Ebenezer and Amsterdam roads was one of five housing precincts in the focus area. The others were the Jerry Street area to the south, precincts around Schiebe and Cobern streets, and housing for employees of South African Railways and Harbours off Amsterdam Road. The City acquired about 38 properties for the boulevard programme from private owners, almost all in the Amsterdam/Ebenezer roads precinct. The City appears to have bought 27 of these properties, while expropriating 11 from people who were not prepared to sell.

What is striking is the number of properties expropriated from Muslim property owners. Deeds Office records show that eight of the private owners affected by boulevard plan were Muslim. The properties of seven of these owners were expropriated, while one appears to have sold his property to the City Council.

By contrast, the City acquired about 30 other properties from private owners. The expropriation of properties from Muslim owners suggests a harsher approach by the City, as well as resistance from Muslim owners because they knew that investment and property option were increasingly limited as a result of racial zonings. State entities granted eight properties to the council along the route of the planned boulevard, including a large portion of land owned by South African Railways and Harbours on Amsterdam Road. The property included the ‘Dock Cottages’

housing railways and harbours employees. The City already owned some of the land needed for the Western Boulevard. The clearing of some 65 properties for the Western Boulevard resulted in displacing a substantial part of the resident population, destroying the social fabric of the area which was made traumatic by the injustice of the Group Areas Act.

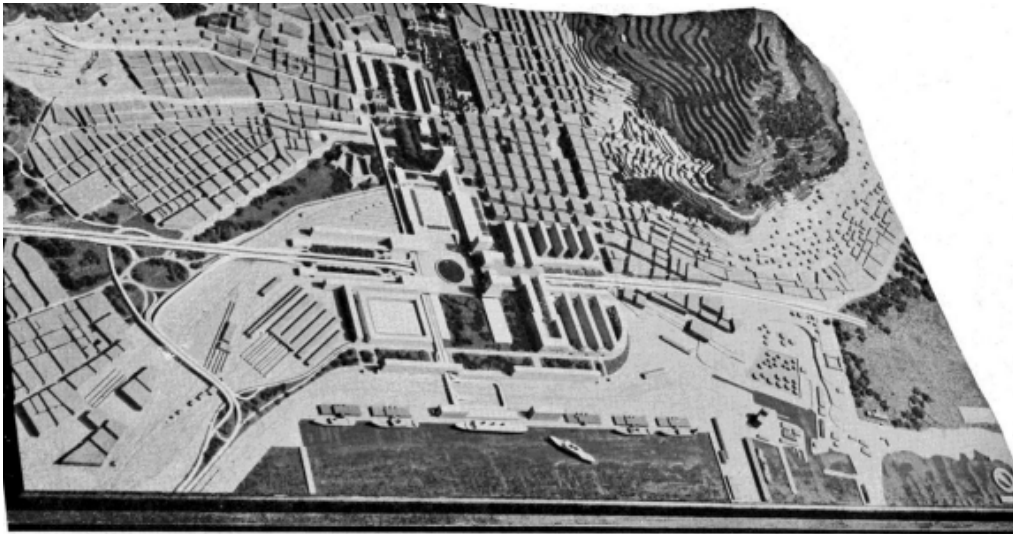


Figure 20: This is MM Beaudouin's amended 1945 plan showing the impact of a green space and road network cutting east–west across the city. Beaudouin proposed that the roadworks be undertaken at grade (or on the level). The plan was amended by Lunn in 1949, with a proposal for a ring road around the city and a more extensive system of freeways.

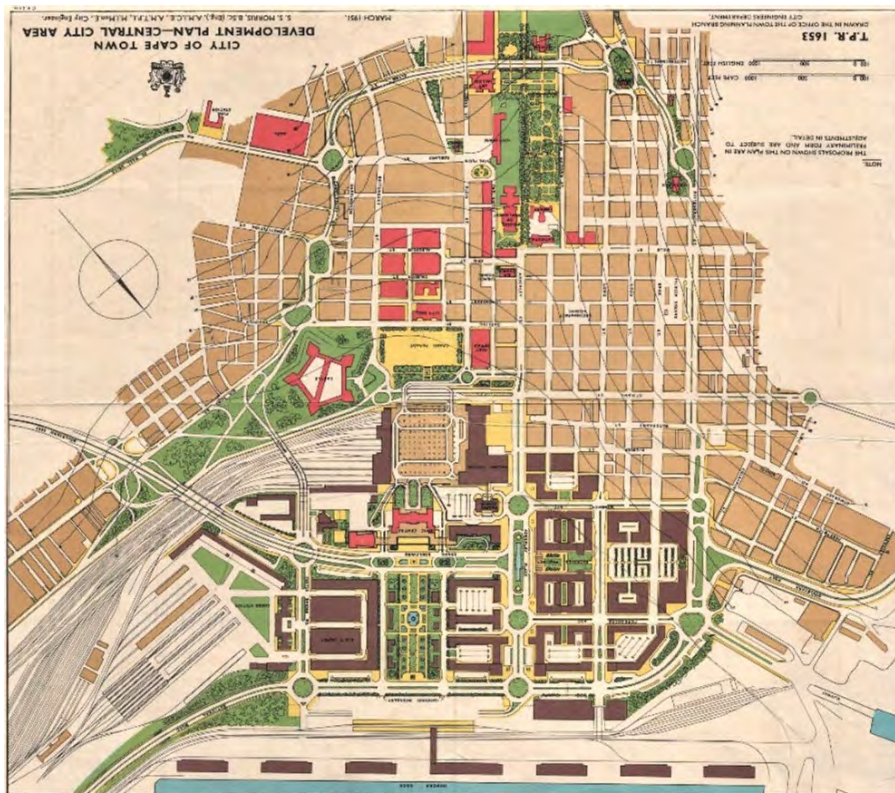


Figure 21: The Cape Town Development Plan of 1957 based on the Metropolis of tomorrow report. It shows Morris's plan for the new high-speed freeway system and the ring road around the CBD which would link the central city to the Foreshore and other parts of the metropolitan area. The plan shows the considerable widening of Buitengracht Street as part of the ring road proposal and a sweeping boulevard through District One.



Figure 22: District One in 1980 showing the destruction of the old fabric and character of the area as a result of boulevard development and the expansion of commercial and industrial use. Source Aerial Photograph City of Cape Town.

The destruction of the social and spatial character of the area marked the end of an era dating back to the mid-19th century, and the start of a new era of high-rise development matching changes taking place in the West City and the Foreshore.

The boulevard was never completed, and a former resident noted pointedly:

‘Dock Cottages their houses were chopped down. They told us that it was because of the bridge that they needed to build there, we believed them, and the bridge is still not done. Whenever I go there, I tell my children, this is where we stayed, this is where I went to school and here is where they threw us out.’⁶⁸

Despite the bitterness of their loss, the sights and sounds of the Amsterdam Road/Ebenezer Road area were clearly and affectionately remembered.

‘I can remember standing at my grandmother’s, on her stoep in Ebenezer Road, and watching all the horses and carts coming out at dusk. I can hear the horses and I can see them coming up and they had these big trailers, with the cart part, but it wasn’t small, it was a big flat-bed. They did all the carting, transporting for the docks with that horse and cart. And they would come up, up Ebenezer Road from the bottom, from the dock-gates and turn and round to where the stable[s] were. I can hear them. They put the horses inside the stables and park these big wagons on this big square.’⁶⁹

⁶⁸ Dock Road resident quoted in M Collier, *Mapping Memories* (2021), 74.

⁶⁹ M Weeder, *Palaces of Memory* (2006).

Section 11. Group Areas and forced removals in District One.

In 1965, after years of tension and anxiety on the part of the residents of District One, the axe fell. As part of the CBD District One was to be declared a White Group Area.⁷⁰

(For a list of people [property owners] impacted by the Group Areas Act and the actions of the Group Areas Development Board in District One, see Annexure 7.)

Group Areas were not implemented immediately after 1950 in Cape Town, although racial restrictions were increasingly imposed on property transactions. By 1967, apartheid plans for Cape Town were fully articulated by the Department of Community Development (DCD), with the Group Areas Development Board crystallising into a rationale for a completely racially separate planning framework at all levels of government and a completely segregated City. Heavily affected were the residents of District Six and District One who by that time were largely identified as 'Coloured'.

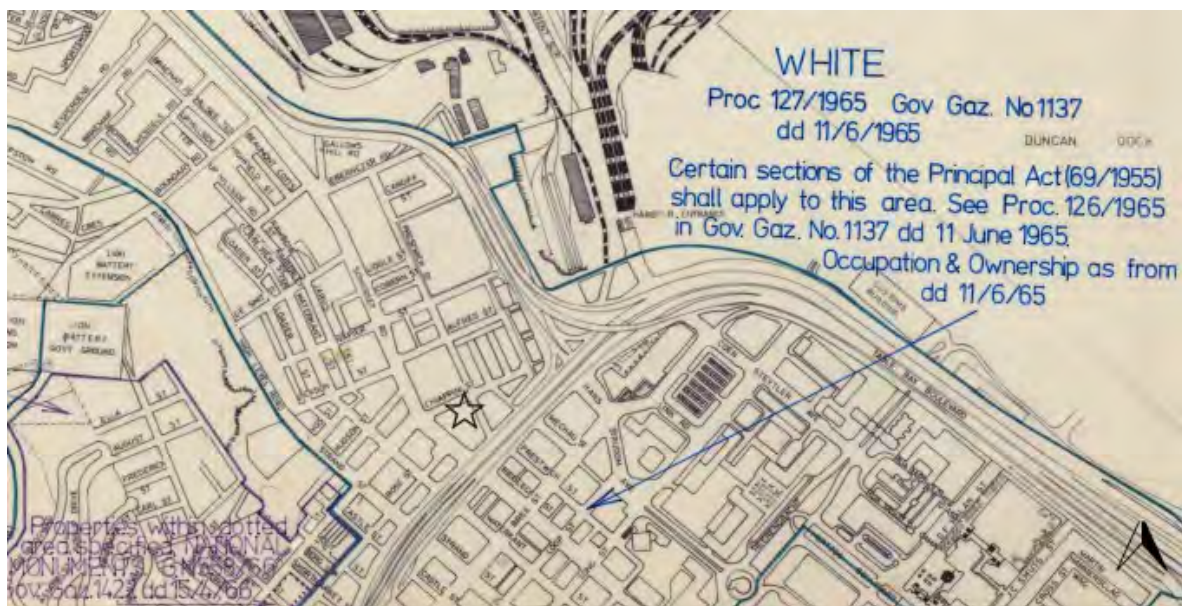


Figure 23: The Group Areas Proclamation of Cape Town, including District One, as a 'White Group Area' (Proc 127/1965). Housing loss was multi-faceted and piecemeal. It was closely tied to the direction set down by the town planning scheme which had identified the area for transport 'improvements' and commercial development.

New laws and statutory amendments followed, further eroding the powers and responsibilities of the municipality in traditional local authority activities affecting slum clearance, township administration, by-law regulations, township development and industrial planning.⁷¹ For District One it meant that all plans, permissions, local permits and sales were run through the local offices of the Department of Community Development and the Group Areas Board. The Board itself began the systematic process of racial clearing of the working classes areas of Cape Town. Once a thriving and convivial residential area, District One became a 'ghost town'.⁷² Transformation through slum clearance, town planning directives and transport development might have been

⁷⁰ Proclamation 127 dated 11/6/1965.

⁷¹ Slums Amendment Act 55 of 1963 s4; Community Development Act 3 of 1966 ss 15, 17, 20; Housing Act 4 of 1966 ss 15(2), 17, 21(1) and 32(1)(a)-(b); Physical Planning Act 88 of 1967 s 2.

⁷² M Weeder, *Palaces of Memory*, (2006), 76.

incremental, but it resulted in the fundamental transformation of the areas – a change most particularly felt by its former inhabitants.

11.1 Group Areas Social impact

This study analyzed property registers held by the Deeds Office to obtain an indication of property ownership, focusing on precincts where there were concentrations of terraced housing, according to Thom's survey c1900. The property registers provide insights into who owned property in the focus area, and the impact of Group Areas and town planning on the social fabric, especially in the late 1960s and early 1970s. Green Point was declared a White Group Area in 1965.

The study looked at 165 properties, focusing on precincts with terraced housing. The largest concentrations were around Ebenezer and Amsterdam roads, near the former burial ground of the South African Missionary Society, and precincts around Schiebe and Cobern streets near Somerset Road.

The endorsement "G.A D.B. affected property" (Group Areas Development Board) appeared on title deed registers for 31 properties in the focus area, indicating owners who were barred from owning property in the White Group Area of District One.

At the same time, the City of Cape Town was acquiring properties for the development of the Western Boulevard. The combined forces of town planning and Group Areas held severe implications for the social and physical character of the area (see Western Boulevard – social impact).

Most residents affected by Group Areas were tenants. The names of affected families, including tenants, may be found in Collier's lists drawn from the registers of the Prestwich Street Primary School.⁷³

Annexure 7 provides the names of the owners of the 31 properties affected by Group Areas in the focus area. Sixteen were situated in the precinct around Amsterdam and Ebenezer roads, and 15 around Schiebe and Cobern streets.

Shaik Hoosain Mohedien was the property owner most affected by GADB endorsements. He bought eight properties in Fleming, Bennett and Cardiff streets near the former burial ground of the South African Missionary Society, between 1942 and 1947. He sold his properties in 1965/66 to the City of Cape Town at the time of the promulgation of the Group Areas Act, to Alfred Joseph, likely a member of the White Group, who owned several properties in the area; and the Provincial Industrial Centre (Pty) Ltd.

Shaik Abdullah Parker owned three properties, bought in 1919 and 1935, between Cobern and Liddle streets. He sold them to Ludy's Properties (Pty) Ltd in 1969, most probably forced sell as a result of the Group Areas Act.

Two large families held shares in inherited properties, including the Lawrence family, who inherited two properties between Cardiff and Bennett streets in 1960. They sold the properties to a company called Catmarnoe (Pty) Ltd in 1971.

⁷³ M Collier, *Mapping memories* (2021).

Seven members of the Joshua family inherited a terraced house at 16 Cobern Street in 1950. While endorsed by the Group Areas Development Board, the deeds register does not indicate a subsequent transfer.

Particularly vulnerable homeowners included Maria Amelia Bailey, born Rhoda in 1891. Her late husband, Jacob Bailey, bought the property in Fleming Street in 1938. She acquired the property from his estate in 1948. She was 75 years old when the City Council acquired the property in 1966.

The same applied to Effie Johanna Alfino, born Jones, also born in 1891. She inherited the property in Liddle Street from her late husband, Giovanni Alfino, who bought the property in 1928. She was 76 when she sold the property in 1967. Both widows and their husbands spent almost their adult entire lives in their properties. Their English and possibly Italian surnames reflect the legacy of intermarriage generally in the working-class suburbs of Cape Town.

Meanwhile, the City of Cape Town set about acquiring properties in the late 1960s and early 1970s for the development of the Western Boulevard. The boulevard would cut across the precinct around Ebenezer and Amsterdam roads, and along Amsterdam and Dock roads to the Foreshore.

The City obtained about 65 properties in the focus area for the project, including eight properties belonging to Muslim owners in the Ebenezer/Amsterdam precinct. The City expropriated the properties of seven of the eight properties owned by Muslims, while one sold the effected property to the council. While this could reflect a harsh approach by the city council, Muslim owners may well have resisted disposal, given conflict over Group Areas at the time.

This episode provided an example of the combined forces of town planning and Group Areas in the area and resulting conflict.

Other owners of property affected by Group Areas opted to sell their properties before expropriation. The timing of the sales in the late 1960s and early 1970s suggests that they were forced to do, given the proclamation of District One as a White Group Area in 1965.

Section 12. The social life of District One: mosques, churches and schools

Churches and mosques played key roles in shaping community identity in the Somerset Road area, and like schools, serve as places of memory for those displaced by Group Areas, town planning and urban development.

In addition to providing anchors for religious communities, they provided social networks and support systems, and social services, including schools and welfare centres. Their birth, marriages, death and membership registers provide an irreplaceable record of the associated communities.

While the Christian graveyards reflected a spectrum of denominations, the churches active in the area in the late 19th century were non-conformist and Roman Catholic, reflecting the non-conformist, working class and immigrant character of the area.

The non-conformist (non-Anglican) churches included the Presbyterians, Methodists and Baptists. The St Andrews Presbyterian Church and the Roman Catholic Church of the Sacred Heart are still prominent heritage sites on Somerset Road.

The Roman Catholic Church served Italian, Portuguese and Irish residents and local Catholics. The Methodists had a hall near the DRC cemetery in Bree Street, and the Baptists had a mission hall in Jarvis Street.

The Noerul Mogammadiyah Masjied (Vos Street Mosque) was the only mosque in District One, situated between Strand Street to the east and the Bo-Kaap to the west, linking Muslim communities on either side.

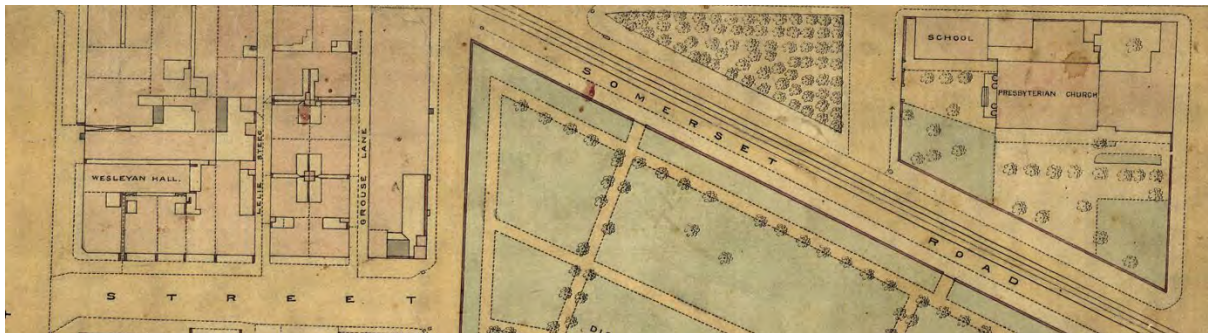


Figure 24: Thom survey c1900 showing the Wesleyan (Methodist) hall on Bree Street, left, near the former DRC cemetery, and the St Andrew's Presbyterian Church and School on Somerset Road to the right.

St Andrew's Presbyterian Church

St Andrew's Presbyterian Church is closely associated with the emancipation of slaves. It was the first church to open its doors to newly freed slaves, with a service held on Emancipation Day, 1 December 1838. The church is situated across St Andrews Square, adjacent to the Prestwich Memorial.⁷⁴

Henry William Reveley completed work on the building, started by the Thomas Skirrow and Hermann Schutte. Reveley was the son of a British architect who had published a book on Greek architecture. The building was completed in 1828. Every soldier in the Scottish regiment gave one day's pay towards the construction.

⁷⁴ Prestwich Memorial information board.



Figures 25, 26: St Andrew's Presbyterian Church, left, and the Roman Catholic Church of the Sacred Heart, right, on Somerset Road. Both are deeply embedded in the social history of the area.

The Roman Catholic Church and School of the Sacred Heart

The convent and school complex of the Roman Catholic Church of the Sacred Heart, constructed in 1877, was designed by the architect Charles Freeman. Glennie MacIntosh designed the basilica, completed in 1909.⁷⁵

The church played a significant role in the Christian community of District One. It was the parish church in the area up until 1958 and was attended widely by the residents of the area, according to fond memories shared on the Remembering Loader Street Facebook page created by former residents of Loader Street.⁷⁶

Collier quotes Father Michael Weeder, whose paternal family lived in Amsterdam Street for generations before him, who noted that his family were such loyal parishioners of the church that his aunt refused to attend her own father's wedding because it wasn't held there.⁷⁷

The church's Register of Baptism and the Marriage Register reveal that many Christian residents of Bo-Kaap also attended the Church. The Sunday Mass at the Sacred Heart Church is still attended by former residents of District One, who travel great distances to attend these church services, and are now joined by their children and grandchildren.

Collier has commented that this 'intergenerational attendance of the church is an example of continued living heritage practice that allows for this community of dispossession to continue their engrained attachment to the area'.

The church school was popular. Needing extra space, it acquired additional property over the road on the corner of Cobern Street and Somerset Road in 1874 to provide more accommodation. The City of Cape Town expropriated this property in 1973, apparently for road widening.

⁷⁵ Ibid., 52.

⁷⁶ M Collier, *Mapping Memories* (2021), referencing <https://www.facebook.com/groups/> (<http://greenpointcatholic>, 88.

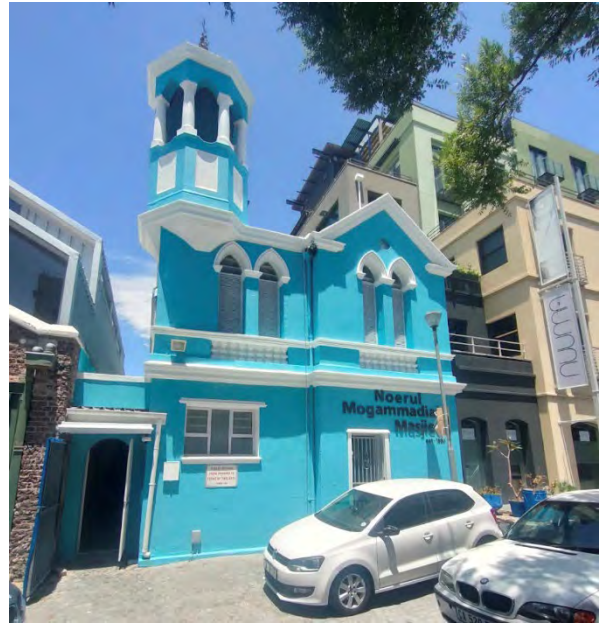
⁷⁷ Ibid., quoting M Weeder (2006).

Noerul Mogammadiyah Masjied (Vos Street Mosque)

Figure 27: The Noerul Mogammadiyah Masjied in Vos Street.

Collier quotes A Davids on the history and significance of the Noerul Mogammadiyah Masjied (Vos Street Mosque), situated between Bo-Kaap and District One. “The mosque reinforces the communal ties between Bo-Kaap and District One, as it was founded by the estranged congregation of the Jamia Masjied in Chiappini Street in Bo-Kaap in 1899 because they were disheartened by its leadership at the time”.⁷⁸

According to Davids, the Muslim residents of District One presumably attended one of the many mosques in Bo-Kaap prior to the establishment of the Noerul Mogammadiyah Masjied. They continued to do so on Fridays for Jumu’ah as the Noerul Mogammadiyah Masjied never opened for the Friday prayers.



The mosque was constructed on land donated by one of the Muslim community members. The mosque was widely attended by the families of the founding congregation from Bo-Kaap, as well as the Muslim residents of District One.

All the Muslim former residents interviewed by Collier spoke warmly of their attendance at ‘our mosque’, particularly of the *traawie* (*Tarawih* prayers) in the evenings during Ramadan. Displaced members from District One continue to join residents of Bo-Kaap at the mosque during significant nights and throughout the Ramadan.

Collier notes that mosques constructed prior to the 20th century play a significant role in preserving intangible cultural heritage due to their connection to slavery and descendants of slaves. ‘Noerul Mogammadiyah Masjied, along with Palm Tree Masjied in Long Street and others throughout the inner city, therefore, remain as tangible indicators of displacement of the Muslim communities that lived there before.’⁷⁹

Silesian Institute⁸⁰

The Silesian Institute is a major Roman Catholic education and training centre situated at 2 Somerset Road. The institute is dedicated to improving the lives of youth at risk. ⁸¹ The institute is situated on the former Roman Catholic burial ground, adjacent to the former DRC graveyard.

⁷⁸ Ibid., 90, referencing A. Davids, *The Mosques of Bo-kaap. A Social History of Islam at the Cape*. Cape Town: The South African institute of Arabic and Islamic research (1980).

⁷⁹ Ibid., 89.

⁸⁰ Also known as the Salesian Institute

⁸¹ Silesian Institute web site, <https://salesianyouth.org/>

Saint John 'Don' Bosco of Turin, Italy, founded the Society of St Francis of Sales, the Silesians, in 1859. The Silesians focus on the education of young people from poor backgrounds. The order is active in more than 135 countries.

Bishop John Leonard of Cape Town asked Bosco to send Silesians to South Africa. A group of five Silesians brothers arrived in Cape Town in 1896 from England. They included an Italian priest, a clerical student and three Silesian brothers skilled in printing, bookbinding and joinery.



Figure 28: The Roman Catholic Silesian Institute in Somerset Road.

These were the first skills that they taught boys from disadvantaged backgrounds as part of their mission. Many were orphans and needed skills to acquire a living.

The church commissioned the architects MacGillivray and Grant to design the Silesian Institute in 1910.

Today, the institute is an accredited Further Education and Training facility, providing a range of education and training programmes. These include basic education and vocational skills for students no longer part of mainstream schooling, and a wide range of technical and vocational skills, in addition to life skills. The institute still provides a safe and loving learning environment designed build confidence and provide life skills for youth at risk.

Italian entrepreneur

The builder responsible for constructing the Silesian Institute was Joseph (Giovanni) Rubbi, a leading member of the Italian community who was based on the corner of Prestwich and Buitengracht streets, opposite the Workmen's Metropole. Rubbi's story is a good example of an immigrant entrepreneur based in District One who sought to make a social difference.

He was born in the village of Marostica, near Padua in Italy in 1873 and trained as a carpenter. He left home at age 16, travelling first to Buenos Aires before heading for the mines in the

Transvaal. He moved to Cape Town where he saw opportunities in building and construction.⁸² He returned to Italy after making his fortune to marry his childhood sweetheart, Ines Mattiolo. She returned with him to his home in Oranjezicht. He brought out young Italian boys as tradesmen. They could not speak English and boarded with this family. Ines made their food, and they lived in their basement as he trained them as builders.

He made influential friends in Cape Town and became a pillar of the Italian community. He asked to be buried in in the garden of their holiday home in Kommetjie before his death in 1946, aged 98. Ines arranged to bury him in in an underground vault large enough for both of them. She later decided to build a chapel over the vault, and then added a steeple after buying three church bells in Italy. When she died Ines left the chapel to the Catholic Norbertine order. After it was consecrated, Catholic residents of Ocean View soon packed the chapel to capacity following their forced removal from Simonstown after the town was declared a White Group Area. The Norbertine brothers expanded the facility, which is now an important Roman Catholic centre in Kommetjie.

Group Areas – impact on education

The impact of Group Areas on education in the inner-city areas of Cape Town was profound and traumatic, including its impact on the schools in the focus area.

The schools have a long history, dating back to the 1790s, and the creation of multiple mission schools for the children of emancipated slaves and the working classes in the mid-19th century. Some became public schools and were amalgamated to become schools remembered by generations of former pupils, especially those forced out when Green Point was declared a White Group Area in 1965.

Prestwich Street Primary School played a central role in the life of the District One community, and has become a place memory for those forcibly removed. This section looks at the origins of these schools and what they came to represent in the memories of those who attended them.



Figure 29: Prestwich Road Primary School owes its origins to education provided by the Evangelical Lutheran Church dating back to 1791. The school is situated on the former Lutheran Church graveyard in Prestwich Street. The stone wall dates to the cemetery period.

⁸² Friends of the Kommetjie Library, *A century of Kommetjie*, Fish Hoek Printing & Publishing cc (2002).

Prestwich Street Primary School, formerly West End Primary

The Prestwich Street Primary School, formerly West End Primary, is situated on the former Lutheran Church graveyard between Prestwich, Napier, Hospital and Alfred streets. The school has its origins in education provided by the Evangelical Lutheran Church (ELC) in Strand Street, with the appointment of the first salaried teacher in 1791, initially for the children of church members.⁸³

The church started classes in a house in Keerom Street in 1838 for ‘coloured’ adults wishing to join the church. The ELC started a more formal ‘Evening School for Boys’ in 1852. The pupils were mixed, including children of employees of Lutheran church members.

The church started a day school in 1859, initially in a rented room in Strand Street, later in Hout Street. The school introduced separate classes for boys and girls in 1862.

It opened new school buildings on church land in Buitengracht Street in 1890 and approached the government to take over the school as a public school in 1892. The government did so, renaming it the West End Public School. Enrolment continued to grow, and the school once again needed larger premises. The church council agreed to make the Lutheran Cemetery land between Prestwich and Hospital streets available for a new school.



Figure 30, 31: Prestwich Street Primary School occupies the site of the former Lutheran Church graveyard between Prestwich and Hospital streets (Thom c1900, Google Earth).

The Disused Cemeteries Appropriation Act (Act 28 of 1906) made it possible to clear disused cemeteries for specific types of development, including schools. The graves were exhumed and moved to Maitland.

⁸³ Sigi Howes, *The History of the Evangelical Church School, aka West End Public School/Prestwich Street Primary School*, unpublished report, Education Museum, Cape Town, 2013.

The new school buildings were completed in 1910, designed by the architects Parker and Forsyth, who also designed the East End Primary School in Chapel Street, District Six, later called Chapel Road Primary.

Changing demography in District One over the next 20 years meant that 'coloured' pupils were increasingly in the majority. The school was declared a 'coloured' school in 1929. White pupils moved to schools in Sea Point, central Cape Town, and the Table Valley.

The school had separate entrances for boys and girls when it opened in 1911. The separation was taken further in 1938 with the division of the school into two sections, namely the Prestwich Street Coloured Boys' School and the Prestwich Street Coloured Girls' School.

Howes suggests that more attention was given to boys' education than girls, judging from a school inspector's report in August 1838. The report noted that the boys' school had 397 scholars in 1938. Most 'took milk' and contributed about £12 to a milk fund.

The boys played rugby and soccer but had to withdraw halfway through the season because of the expense and because there were no playing fields nearby. The school had a good library and handiwork, drawing, singing and physical drill received adequate attention.

The Roggebaai Training School for women opened in the girls' school in 1972, to train primary school teachers. The girls moved into a prefabricated building on the Hospital Street side of the playgrounds. The training school closed in 1986. The boys' and girls' schools amalgamated, and the school was renamed the Prestwich Street Primary School, with about 100 pupils.

Given low enrolment, it was later decided to accommodate the Roggebaai College for Further Training in the available space. The college offered distance learning for trainee teachers, who enrolled from far afield, including Namibia. The college amalgamated with the Boland *Ondermynskollege* and Good Hope College in 1996 to become the Western Cape College of Education. Prestwich Street Primary School again became solely a primary school, with pupils commuting from across the city.

Collier has described how Prestwich Street Primary School played a major role in communal cohesion of District One and the Bo-Kaap. The school was used as the official site for community reunions, prior to Covid-19 restrictions. Mahdi Samodien, the principal, described how old former residents of District One frequently visited the school during the school week asking to walk around the school and reminisce.⁸⁴

'Lots of the residents of the area probably would have been at this school. Standard 4 or 5 would be their last year attending school. I had an eighty five-year-old who came to visit the school and he had tears in his eyes just walking up the stairs. (He said) 'this was my last school, I didn't go back. He has many grand children already'.⁸⁵

Collier also notes that the recollection 'perfectly represents the significance of cultural institutions in areas of dispossession. Although this man presumably lost his house in the forced removals, the school represents a piece of District One that will always be his to share and enjoy collectively'.

⁸⁴ M Collier, *Mapping memories* (2021), 90.

⁸⁵ Ibid. Interview with Mahdi Samodien by Collier, 28 October 2021, 90.

She noted further that the school ‘has adopted the role of a community anchor of memory and living heritage. Although this surpasses their usual role as a public school, it is one that has been placed upon them due to their historic link to this dispossessed landscape’.

Vista High School, Bo-Kaap

Vista High School in the Bo-Kaap has its origins in a series of schools that served the District One community for more than 100 years. Each school represents a store of memory for those displaced by the combined forces of Group Areas, town planning and dense, inner-city development. Howes has traced the connections between each school in a report on the history of Vista High School.⁸⁶

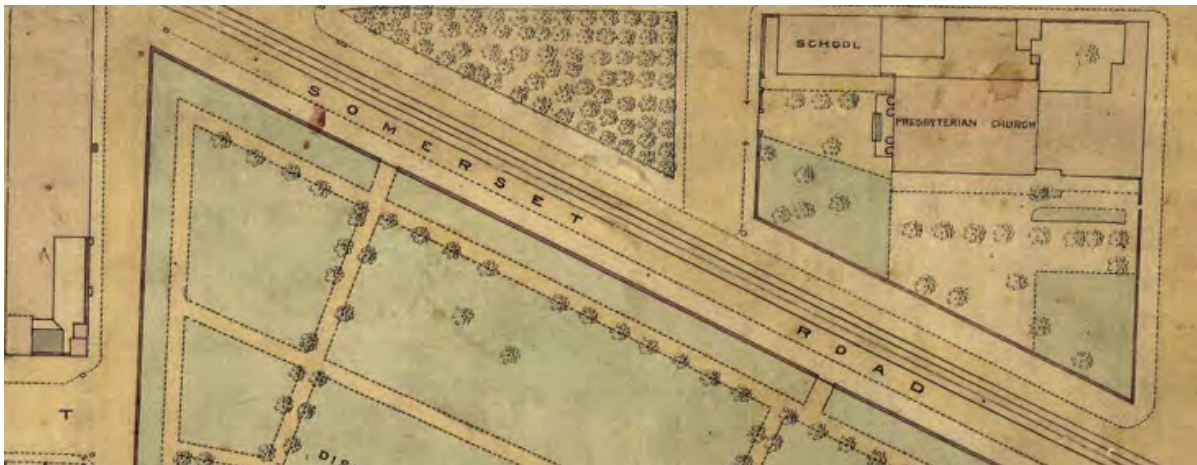


Figure 32: The St Andrew's Presbyterian Church Mission School moved into a new school building erected in the church grounds in 1842. (Thom, c 1900).

1. St Andrew's Presbyterian Mission School

St Andrew's Presbyterian Church started a school for the children of freed slaves in 1841, following the emancipation of slaves in 1834 and their required period of indenture in 1838.

The school was situated initially in the St Stephen's Church on Riebeeck Square, before moving to a new school building erected in 1842 next to St Andrews Church in Somerset Road. By 1844, 422 were on the school roll. The school was popular, with a mixed enrolment. By 1856, 180 of the children were 'coloured' (of Khoi descent), 42 were children of freed slaves, and 81 were white. Fees were low, according to a pamphlet on the school in 1890, because it aimed to 'place Education within the reach of all'.

The church approached the Department of Public Education 1896 to take over the school as a public school. The department decided to amalgamate the school with the Harbour Works Public School.

2. Harbour Works EC Mission School

The Anglican (English Church) established the Harbour Works EC Mission School for the children of dock workers in 1861, shortly after work started on constructing the harbour in 1860. Many of the workers lived in the Breakwater Cottages built by Harbour Board.

⁸⁶ Sigi Howes, *History of Vista High School, Cape Town*, unpublished report, Education Museum, Cape Town, nd.

About 270 children attended the school in 1890. The school became a public school in 1893 following a submission by the Harbour Board to the Education Department, and a request to offer classes to Standard 7 (Grade 9), to improve the employment prospects of pupils.

The school was renamed the Harbour Works Public School. Children could attend from elsewhere if they paid the school fees. The fees were halved for children of Harbour Board employees.

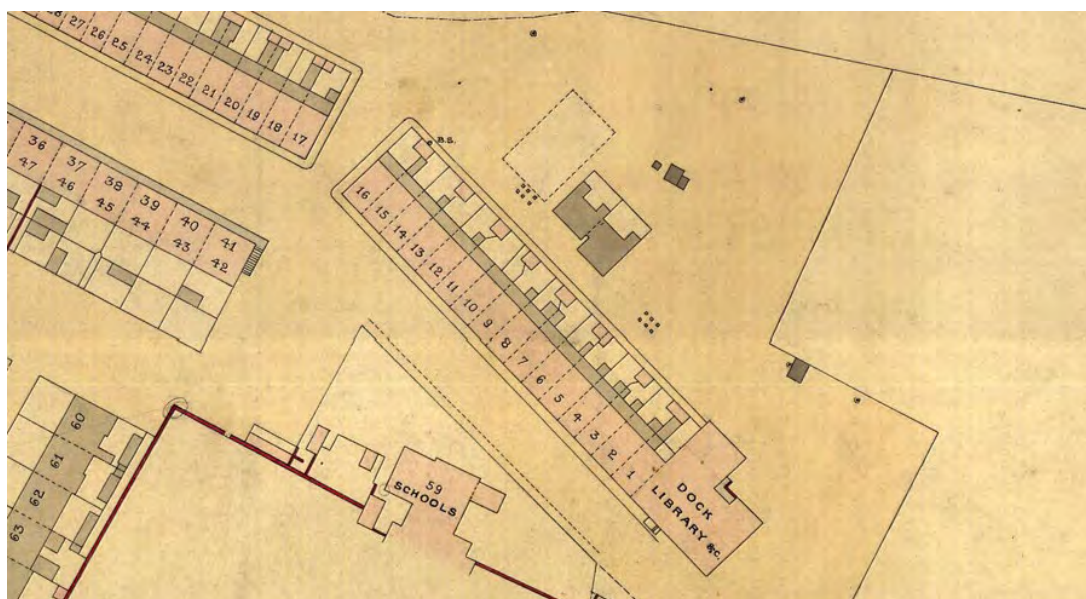


Figure 33: The Anglican Church established the Harbour Works EC Mission School in 1861 for children of dockworkers living in the Breakwater Cottages near the harbour. Facilities nearby included a library. (Thom, c 1900).

3. Dock District Public School

The Harbour Works Public School and the St Andrews Presbyterian School amalgamated in 1897 to form the Dock District Public School.

The school acquired a reputation for excellence, with good woodworking and needlework departments, and as a participant in physical education and choir competitions. School enrolment was exclusively 'coloured' by 1917 and required new premises due to its popularity and increased enrolment.

The Union government made land available on the site of the current Gallows Hill traffic department. Building began in 1919 and opened in 1920 under a new name, the Docks Area Coloured School.

4. Docks Area Coloured School

The Docks Area Coloured School, at the lower end of Suffolk Street, offered classes from Sub A (Grade 1) to Standard 6 (Grade 8). School enrolment continued to increase. The school was already considered to be full by 1921. The double-storey stone building now forms part of the traffic department complex.

The Prestwich Street Primary School absorbed the primary school classes in the 1930s, and the Docks Area School focused on secondary education.

5. Suffolk Street Secondary School



The memory of Suffolk Street Secondary School is closely associated with Frank Quint, left, principal of the school from 1955 to 1965. Quint was a leading educationist, and principal of Emil Weder High School in Genadendal before moving to Suffolk Street Secondary.

He matriculated at Trafalgar High School in Cape Town and studied teaching at the Wesley Teachers' Training College in Salt River.

He was the first rector of Hewat Teachers' Training College, appointed in 1965. Quint graduated with a doctorate in education from the University of the Western Cape in 1969. His posts in education administration included Chief Inspector of Education in Cape Town (1979 – 1980).

Quint was heavily involved in social service, as a Methodist lay preacher and International Commissioner of the Boy Scouts of South Africa, among other leadership posts in the scouting movement. He was a columnist in *Die Burger* and *Rapport* and served on the SABC Board. He was appointed Ambassador to the Netherlands in 1987. He passed away in 2003.

6. Roggebaai High School

Suffolk Street Secondary School changed its name to Roggebaai High School during Quint's term as principal. The school obtained additional buildings to meet growing enrolment, along with extra prefabricated classrooms.

The declaration of Green Point as a White Group Area in 1965 dealt a hammer blow to 'coloured' schools in the inner city, including Green Point. Almost all of these schools closed during the period 1969 to 1971 and their pupils transferred to schools in the Bo-Kaap and housing estates on the Cape Flats.

7. Vista High School

Roggebaai High was one of the schools that had to close following the Group Areas declaration. The school moved from its well-appointed, purpose-built campus in Suffolk Street in 1969 to prefabricated classrooms in the Bo-Kaap, changing its name to Vista High School.

Vista High was active in the struggle against apartheid and many of the learners were detained. Most of the learners lived in the Bo-Kaap during the apartheid era. Many Bo-Kaap residents opted for other schools with the arrival of the post-apartheid era, and the pupil profile began to change. Today, most pupils commute daily to the school from the housing estates and townships on the Cape Flats.

The school has erected a memorial to slaves who built the city. Howes has suggested that Vista High should use this opportunity to commemorate its origins as a school for the children of freed slaves, dating back to 1841. While the location of the school has changed, Howes has noted that education provided by the school has been continuous and uninterrupted.

Conclusion

Prestwich Street Primary School was the only 'coloured' school to survive the apartheid era in the focus area. Both Prestwich Street Primary and Vista High carry with them the memories of displacement and trauma, while also, fond memories of childhood, families, communities and teachers who made a difference in their lives. These memories should be conserved and commemorated.

PART C

The social history of RE 734, RE 738, 737, 739, 735 9564 and 9565 33 Chiappini Street Cape Town (the study area)

13. The social history of the study area



Figure 34: The study area overlaid on the affected cadastral boundaries. This composite shows the substantial change to the streetscape made by the re-alignment of Somerset Road which previously linked up with Waterkant Street. It illustrates just how substantial the changes were to the urban landscape as a result of the ring road and Western exit roads schemes. Much of the former DRC cemetery is now beneath the freeway system.

This section examines the social history of the **study area** comprising a remnant portion of the Old Dutch Reformed Church graveyard which originally extended to beyond the current boundaries into Buitengracht Street and Somerset Road, including the Prestwich Memorial. These comprise all erven except erf 735, whose history followed a different trajectory.

13. The social history of RE 734, RE 738, 737, 739, 9564 and 9565 33 Chiappini Street Cape Town (the study area, excluding the site of the old Salvation Army Metropole)

13.1. The historic Dutch Reformed Church Cemetery: Social History

The history of the Dutch Reformed Church (DRC) Cemetery has been the subject of a variety of archaeological reports and historical analyses.⁸⁷ The current socio-historical research report was undertaken by K Schultz (2023) for the purposes of this project (see Annexure 1).

Schulz refers to the cultural practice of the Dutch colonists of burying their dead within the church itself or in family vaults (which were above ground), firstly within the early church and burial grounds between Adderley and Church Streets and later at the burial grounds of Somerset Road. The Somerset Road burial sites were granted to the Dutch Reform Church in 1755, 1801 and 1802 to meet an increasing need for space to bury the dead. The colonial choice of the burial grounds along Somerset Road was a continuation of the early precolonial inhabitants' practice of burying their dead in the soft sands of to the east of Cape Town.⁸⁸ The Dutch cultural practice of interring the dead together as families continued at the Somerset Street burial grounds. Families could purchase a site for a vault or buy or hire sites for burials. A list of families whose vaults were advertised as neglected in 1871 is attached as Annexure 8.

The early graveyard of 1755 was designated for public or inter-denominational use allowing burials of those who were European, Christian but not necessarily members of the DRC. Since the Cape became a British possession in 1806 this explains the presence in the DRC of the grave of British Colonial Secretary Andrew Barnard and other English residents, officials, visitors and travellers. Permission for burial by the *Kerkraad* did not extend to persons not considered 'European' and it is unclear where they were buried. Malan makes reference to the extensive White Sands or paupers' graveyard between the site of the Chavonnes Battery and Gallows Hill.⁸⁹ In 1818, land was granted to the South African Missionary Society for a graveyard identified as being for 'heathens and slaves' off Ebenezer Road.⁹⁰ There was also the issue of where free burials took place and who was responsible for them. As Van Heyningen points out, there were free burials from the Old Somerset Hospital, and other burials were ordered by magistrates, thus creating a sizable 'free' burial requirement or burial for the poor and indigent.⁹¹

⁸⁷ A. Malan *et al* (2017), 28-31, 40-42; T. Hart, *Archaeological trial excavations at the old Dutch Reformed church cemetery, Green Point - Erven 731, 737 and 739, 9563 (Erf 738), Cape Town*. Unpublished report prepared for The City of Cape Town. Archaeology Contracts Office, UCT (2005); M. Patrick, J. Blanckenberg and C. Arthur, *11 Buitengracht Street: Historical background and trial excavations at Erf 798, Cape Town*. Unpublished report prepared for TCI Property Developers CAS (2005), 11; K. Schulz, *Provincial Pavement testing Laboratory (PPTL) Site Old Dutch Reformed Church cemetery Somerset Road: Social Historical Overview* (2023).

⁸⁸ Schultz notes that about 1000 people were buried beneath the floors in the *Moederkerk* in Church Square. (Annexure 1).

⁸⁹ A. Malan *et al*, *Grave Encounters* (2017), 77. This was also part of the site of the 1900 Dock Workers' Location.

⁹⁰ This presumably meant for people of a Christianised underclass who were not European.

⁹¹ E. van Heyningen, *Public health and Society in Cape Town 1880-1910*, 193. Figures from 1884 showed that of 1 272 burials, 122 had been free by order of the magistrate, and 137 from the New Somerset Hospital; 44 from the Old Somerset Hospital had also been free, a total of 303, nearly a quarter of all burials.

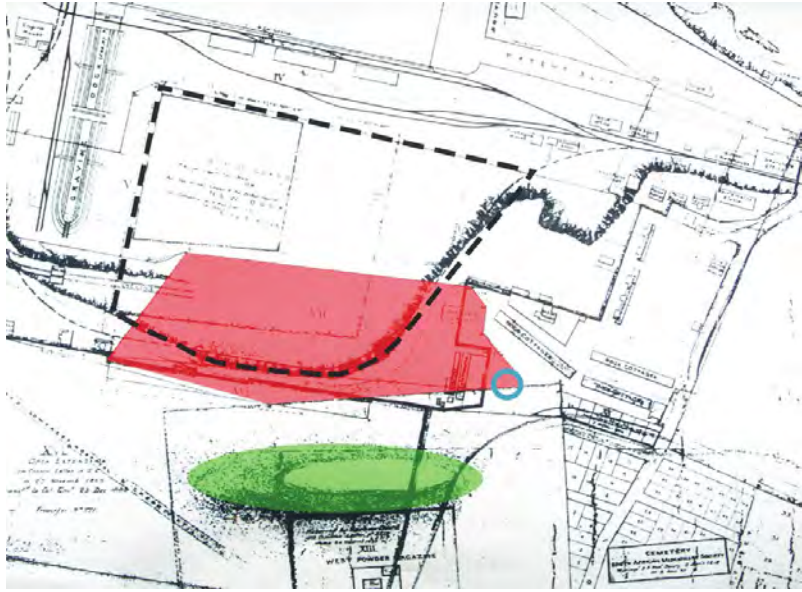


Figure 35: Potential sites according to Malan et al of the White sands early burials.



Figure 36: This shows the burial grounds along Somerset Road and the South African Missional Society burial ground of 1818 off Ebenezer Road.

By the mid-19th century local health officials were becoming aware of the miasma theory- whereby 'bad' air' and 'foul odours' were believed to be responsible for disease. Public health and fears of contagion resulted in a number of mechanisms being undertaken based on separating the public from potential threats. The Public Health Act of 1883 facilitated the opening of an area outside

the City limits at Maitland for burial purposes and the Green Point burial grounds were closed for burials by 1886.

The proposal to close the burial sites within Cape Town and suburbs provoked a strong reaction particularly the religious cultural groups of the Cape Muslims, something that the authorities did not anticipate in their pursuance of order. The Muslims rejected the proposal on the basis of a traditional burying practice required by faith, of 'walking the dead' or a processional walking route from the home of the deceased and their final resting place. The distance to the site at Maitland prohibited this and it affected the poor more than most. The opposition of the Dutch with their strong political representation was of serious concern to the authorities. The Dutch objected to the proposal to close the cemeteries for two reasons. The first concerned the question of ownership enshrined in Dutch colonial custom and law. The second was the fact that they wanted the cultural and religious practice of families being buried together in vaults to continue, appealing to the Cemeteries Board at the time, as 'the only established Church of this Colony.'⁹² For the Dutch community, as Van Heyningen points out, 'the cemeteries issue had become a betrayal, not only of their culture, but of the constitution (and) by a government which was unreasonably influenced by the medical fraternity'.

Opposition to the proposal to close and then move the cemeteries in the Muslim community grew. A search for an alternate site was undertaken but most were rejected by the medical profession.⁹³ Culturally, the Muslim community needed the burial sites to be close – within walking distance to the CBD. The medical profession on the other hand, for professional medical reasons, wanted them outside of town. The resulting stalemate was followed by a series of protests known as the 'cemetery riots' viewed by many as a resistance to colonial rule and a defence of religious custom.⁹⁴ After a formal process of negotiation, a delegation board was established under the leadership of Abdul Burns, a prominent Cape Muslim leader.⁹⁵

Wealth, trade and imperial concepts of order and respectability and 'Englishness' 'produced a demand for new order in Cape Town.'⁹⁶ The unkempt conditions of the burial sites in Somerset Road were just one of the areas prompting concern – crowded and multi-racial housing conditions were another. In 1891, a *Cape Argus* reporter undertook in 1891 to explore the area and report back on the 'scandalous sight'. He explored the DRC cemetery, describing the family vaults which, 'occupy almost the whole of the ground just beneath the walls; that a line of similar structures runs down the centre of the cemetery and that the remainder of the place is filled up with ordinary graves.' Apart from the rubbish in the area, it was the vaults that most attracted his ire. He wrote:

'The vaults themselves, being for the most part built of bricks and plaster and some of them dating back to within a few years of the commencement of the present century, are naturally in a somewhat decayed condition, but with occasional attention, could never have fallen into their now dilapidated state.'

Linking physical and moral decay, he complained:

'There is good evidence that some unholy scoundrels taking advantage of the weakness resulting from old-age, have made a forcible entrance into several, for the strongly padlocked doors would never have split of themselves, nor would the bricks that sealed the apertures of others have fallen out or in of their own

⁹² E. van Heyningen, *Public Health and Society 1880-1910*. PhD thesis, University of Cape Town (1989), 194.

⁹³ Van Heyningen, *Public Health*, 203.

⁹⁴ Van Heyningen, *Public Health*, 204.

⁹⁵ Abdul (or Abdol) Burns – a cab driver born of a Scottish father and 'coloured' mother led negotiations in the Muslim smallpox debate and the objections to the moving of the central Muslim burial grounds. He was described by Worden *et al* as 'articulate and confident'. Worden *et al* (1998), 234.

⁹⁶ N Worden *et al*, *Cape Town: The Making of the City* (1998), 220.

accord. Whether a spirit of lawless desecration or the hope of securing possible valuables in the coffins prompting the breakings of the vaults is hardly clear, though there is every reason to believe the latter, some of the coffins having, without doubt, been split open by human agency.⁹⁷

The administrative push towards public order, modernisation and planning reform in Cape Town was led by the medical profession.⁹⁸ There were highly influential professionals, including the Colonial Officer of Health, Dr A J Gregory, who championed British medical attitudes to health reform and public order. While fervent moralists, (blaming the poor for their misfortune) and deeply racist, they sought to impose order and improvement upon sometimes shocking urban conditions. Dr Gregory's response to the future of the graveyards was that society's links to the dead had faded over time and were of no rational benefit to the public at large. Echoing a Victorian desire for order and efficiency, an adherence to the power of fresh air and an official response which failed to consider cultural ties and customs, Gregory recommended that the burial sites be exhumed because they had no links to anyone anymore and that they be turned into public parks in accordance with an English trend.

'I should like to draw attention to the advisability of transforming the old cemeteries in Cape Town lying alongside the Somerset Road into Public Gardens. These burial grounds have now been closed for ten years (since 15th January, 1886); much of the personal sentiment attaching to the graves has either died with the relatives and friends of the persons whose bodies they enclose, or has evaporated by process of time, so that these cemeteries are fast falling into disrepair and disorder.'

A proposal about the old burial grounds, which included the DRC graveyard, was given strong impetus following the outbreak of the Bubonic Plague in 1901. An advisory board was set up in March 1901, specifically to address issues in connection with burials following the outbreak of Bubonic Plague. They found that the cemeteries were being put to various insanitary uses constituting a serious menace to the public health.⁹⁹

The Bubonic Plague not only strengthened professional antipathy to urban cemeteries, but it also strengthened antipathy to high density and poor living environments, particularly if residents were racially mixed.

By 1902, Colonial Secretary Graham approached the various churches to request that they give up their burial grounds for use as open space. The Dutch Reformed Church (DRC) members vested their interests in the Church *Consistory* to make decisions. The *Consistory* had by this time decided to build a church on the DRC cemetery but had not yet chosen the exact place. In 1904, at the meeting called by a Select Committee to obtain the opinions of the various churches affected by the decision to move the dead to Maitland and expropriate the land for public park services, Rev A. I Steytler representing the *Consistory*, provided a clear set of objections to the proposed expropriation, based on property rights – the DRC burial ground was vested in church ownership as a grant.

In a rebuttal to the accusation of overcrowding, he pointed out that there were still 67 sites available for burial. The objection at this point was less about the moving of the dead (they wished to clear the burial ground themselves), but more about rights and the right of the DRC to decide what they wished to do with the land they considered theirs.

⁹⁷ 'The disused cemeteries: a scandalous sight,' *Cape Argus*, 15 October 1891.

⁹⁸ Worden et al., *Cape Town*, 223.

⁹⁹ KAB: CCP.2.2.2.38. Appendix A, Quoted in Schultz 2023.

Rejecting this argument, the government passed the Disused Cemeteries Act in 1906¹⁰⁰ to enable the recovery of land rights. The Act permitted the use of the burial grounds for institutional use and public parks, and it was these permitted uses which defined what could be built – schools and welfare institutes for instance. The concept of public parks was soon abandoned because of the value of the land. Expropriation began immediately for roadworks, with the widening of lower Buitengracht Street.

The DRC agreed to the affected burial sites being exhumed and bodies reburied at Maitland. Schultz estimates some 54 sites were affected. Documents record one private exhumation record for vaults numbered 232 and 233 containing the vaults contained 24 family members of the Botha family aged between 1 and 89 years. The vault had been in use from 1825 to 1878.¹⁰¹

The first loss of land from the DRC graveyard involved expropriation for the widening of Somerset Road.¹⁰²



Figure 37: View from inside the Somerset Road DRC cemetery nd., showing a variety of vaults and head stones. This photo shows the spire of the Lutheran Church in Strand Street (extreme left) and is therefore probably the area close to Buitengracht Street. Although not dated, the photo was certainly taken prior to 1920 when vaults were demolished, gravestones removed, and human remains exhumed and reinterred in mass graves in the Maitland cemetery. (Source: Schultz, KAB E965).

By 1916, the DRC had built the church it proposed earlier – the St Stephen’s Dutch Reformed Mission Church on land excised from the burial grounds, becoming erf 739 in 1928.¹⁰³ It survived for less than 40 years before being declared part of a White Group Area and demolished. This demise mirrored the dispersal of the local DRC community. When the Somerset Road area was declared a White Group Area in 1965, the church was expropriated by

¹⁰⁰ Act of 28 1906

¹⁰¹ CTAR: MoH 145 (K17B), Quoted in Schultz (2023).

¹⁰² K. Schultz.

¹⁰³ Dutch Reformed Churches were segregated by race- the ‘coloured’ church being referred to as the ‘mission’ or ‘sending’ church’.

the City of Cape Town in 1967 and demolished. The rest of the land was transferred to the Provincial Government.

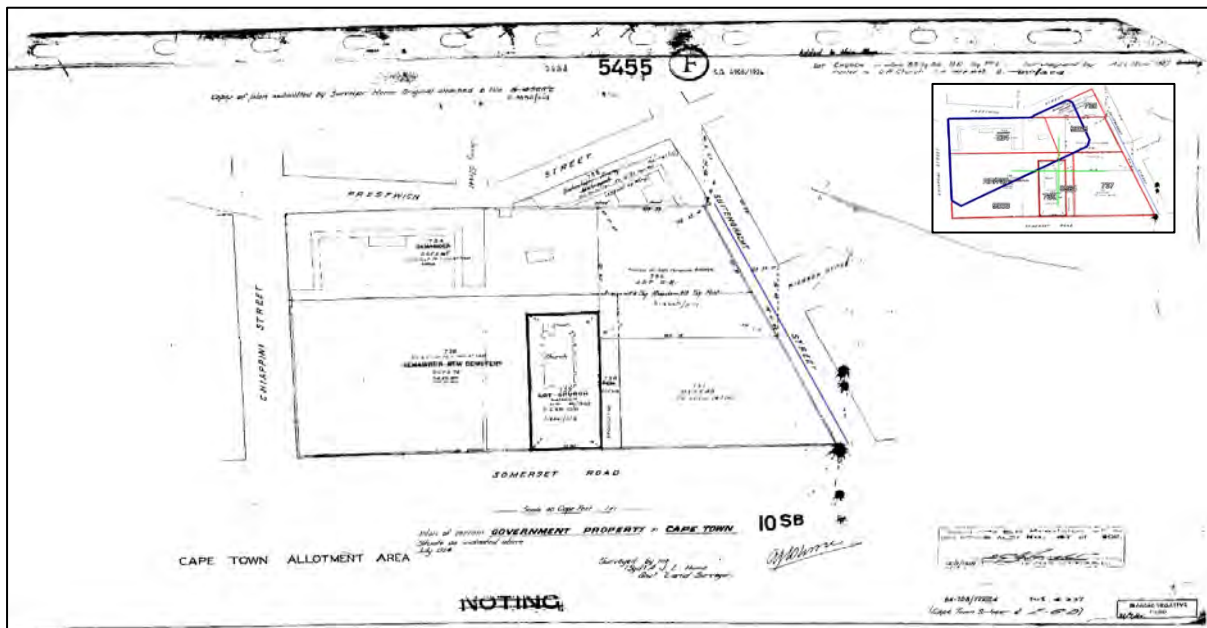


Figure 38: The SG Noting sheet of 1924 showing the position of the new St Stephen's Dutch Reform Church building and the Old Somerset Hospital Annex. (Source: Schultz 2023). The study area clips a portion of the old church surrounds.



Figure 39: St Stephen's Mission Church situated on the old DRC Burial ground. (Source: W Wilson, Built Form Chronology, 4).

13.2. Social history of the dead in the DRC cemetery

Staff of the Cemeteries Board for the Provincial Administration were responsible clearing the cemeteries and transferring bodies and memorial stones from the burial sites, with the assistance of convict labour. At least 1000 cases were needed to clear the human remains from the DRC burial ground. Finally, in 1920, the DRC reported that human remains had been cleared from the site on which the church was to be built, but not from the other sites.¹⁰⁴

The vaults from all three cemeteries had been made level with the ground and headstones placed alongside the outer wall for collection by interested parties. The vaults were crushed to prevent anyone using the vaults as sleeping places and any headstones placed along the outer wall. The exception was Andrew Barnard's tomb near the gate of the burial ground, dating from 1809, which had at the time of the photograph below, been left standing¹⁰⁵ (see Figure 38).



Figure 40: The tombstone of Andrew Barnard, who died in 1807. In the distance beyond the Somerset Road entrance gate is the Masonic Lodge Tomb, which was among the plots numbered 72 to 75, owned by the Lodge (Schultz; KAB AG 10).

13.3. People buried in vaults

DRC families preferred burial as a family in vaults so that they might be together in death as in life. Vaults could either be bought or hired as a 'huurkelder'.

For a list of the historic vaults and graves that existed in 1871 see Annexure 8. For the list of burials (incomplete) in the DRC see Annexure 9.

Both renowned sculptor Herman Schutte and architect L M Thibault owned family vaults. Schutte's vault contained 13 burials, (including himself, who died in 1831, and Thibault in 1815).

¹⁰⁴ There is a possibility that a pavement around the church was not cleared of human remains, but this would be subject to archaeological investigation.

¹⁰⁵ Unfortunately, the documentation affecting the layout of burial has not been found (see Notes on Sources). However, a partial list remains and is included in this report as Annexure 9.

The Masonic Lodge (which was designed by Thibault, had its own burial area (numbers 72-73). The Thibault vault is mentioned as being within the widened Buitengracht Street. The Thibault vault was designed by Schutte. Both have been lost.



Figure 41: The vault of the Thibault family. The tombstone is for L M Thibault who is recorded as dying on 3 November 1815 aged 65 years. While the condition of the vault has deteriorated in this photograph, it was known to have been to the design of Schutte, also buried in the cemetery. A note attached to the photograph reveals that it was situated inside the walls but close to the Buitengracht Street pavement. This means it was disturbed during the Buitengracht Street road widening. (E 3939.) Vaults were above ground and when the site was exhumed the vaults were demolished and the human remains removed.



Figure 42: These are the remains of the Schutte family vault and a vault of a Masonic tomb, set against the walls of the burial ground along Somerset Road. (KAC E3960).

Those buried in the DRC cemetery vaults included:

- The family of Jan Mock (16 internments).

- The family of Johannes Matheus Bletterman (12 internments).

Travellers who died *en route* included:

- Margret Dalrymple, wife of Major Samuel Dalrymple of the Madras Artillery, who died on route from India to England.
- Diana Warden, wife of J Warden, Civil Service of Bombay.
- Francis Warden, Chief Secretary to the Government of Bombay.

There were also many children with infant mortality a tragic consequence of poor health and lack of medical help, dying at the ages of 3 months, 7 months and 10 months (for a list of the buried, see Annexure 9).

The names represented the upper social classes and the ‘European’ leaders of the colony and colonial visitors. While it is invidious to make assumptions on the basis of names, it *is* possible to say that the people who are *not* listed are the ex-slaves, people of colour, free blacks or any of the marginalised black underclasses of Christian Cape Town. Cox writes that, ‘Unbaptised slaves and free blacks, *being barred from the official walled burial grounds* of the Dutch Reformed Cemetery in Cape Town (DRC, Gi 3/1: 169), were interred in informal yards in the general area around Somerset Road’.

After the British granted religious freedom in 1804, all denominations were gradually allocated their own demarcated graveyards.¹⁰⁶ It is unclear also where the church ‘free burials’ took place. After 1818, there was a dedicated burial site for the Christian underclasses established by the South African Missionary Society, but what happened before then is unclear.

The number of 373 graves (see Annexure 9) does not represent the full number of persons buried in the grounds, which was closer to 1000. The dead were moved from time to time at family request. Some were moved from the *Groote Kerk* to the burial site, other moved to another burial site, particularly the English graveyard. Local families were buried together in compliance with DRC beliefs and cultural traditions.

The study area owes much its subsequent history to its proximity to the Old Somerset Hospital which was diagonally opposite in the block bounded by Chiappini and Hospital Streets.

¹⁰⁶ G. Cox *et al.* ‘Stable carbon and nitrogen isotopic analyses of the underclass at the colonial Cape of Good Hope’, *World Archaeology*, June 33(1), 80.



Figure 43 left: Thom's Municipal Survey 1901 showing the Old Somerset Hospital's position in relation to the DRC burial grounds which were later to be transferred to the Provincial Government. The use at this time was for hospital facilities and overflow. The lack of a clear use for the cemetery site (initially at least) and the occasional need for expansion of the Old Somerset Hospital for fluctuations in terms of inmates, people and storage facilities suggest that this was a practical decision at the time based on proximity and ownership.

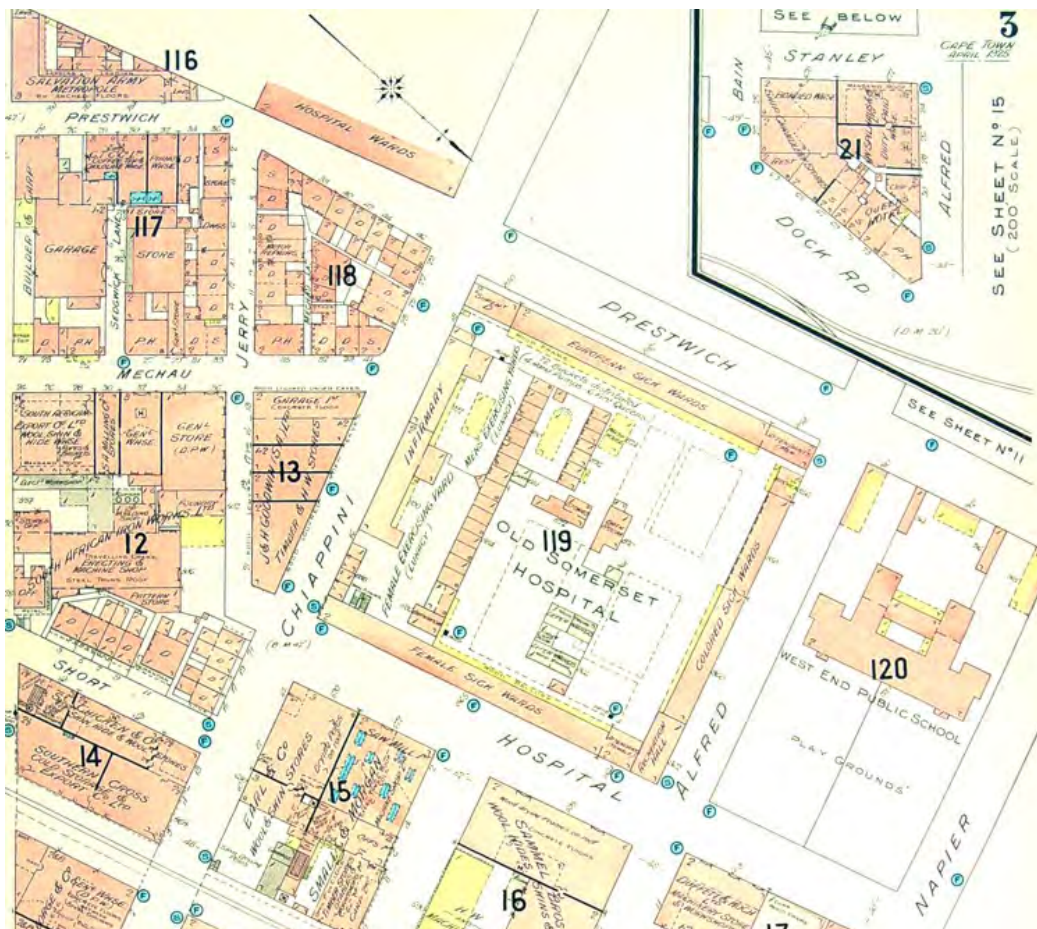


Figure 44: This useful map shows how the hospital was arranged in 1925. The hospital wards were racially divided with the European sick wards facing Prestwich Street and the 'Coloured' sick wards facing Alfred Street.

The infirmary for the chronic sick and indigent were off Chiappini Street. There were wards for the mentally ill (the 'lunacy wards') as well as a separate facility surrounded by interior fences for lepers. The entire facility was inward-looking with male and female exercise yards. Egress was restricted. The site on the old burial grounds along Prestwich was identified in 1925 as 'hospital wards' and no doubt was an annex to the existing facility. The hospital was two storeys with windows facing inwards to the interior courtyards. (Also of note in 1925 is the remaining extent of high density residential development that surrounded this facility). (Goad Fire Insurance Map of Cape Town 1925. SAL). The annex on erf 734 is identified here as 'hospital wards', confirming that at least part of the block was used to accommodate an overflow of inmates at the Old Somerset Hospital.

13.4 The Old Somerset Hospital

Since there is a historic link to the core building of the PPTL constructed in 1921 for the Public Works Department entitled 'Chronic Sick Home and Stores' and the Old Somerset Hospital, it is pertinent to examine the origins and role of the Old Somerset Hospital, also known as the Infirmary, and how the two buildings - the hospital and the annex - were linked.¹⁰⁷



Figure 45. The Old Somerset Hospital. This was the central courtyard around which the dormitories were arranged. The Annex building eventually became U-shaped, around which rooms were arranged with a central space for oversight. (Worden et al., The making of a City. 1998.)

The Old Somerset Hospital was the first civilian hospital in Cape Town, the result of the personal efforts of Dr Samuel Bailey who started and for a short while, funded the hospital. At the time of its establishment in 1818 it was situated far from the town centre. In the absence of other facilities, it was particularly intended for the urban poor, the chronic sick and the outcasts of society – the merchant seamen, paupers and 'lunatics'. In the course of time, it became a 'catch all' facility for the infirm and chronically ill.¹⁰⁸ Taken over by the Burgher Senate in 1821 and by subsequent government authorities, this was a role it sustained well into the 20th century, despite the place becoming increasingly derelict and other medical facilities in Cape Town taking

¹⁰⁷ W. Wilson, *Built form chronology* (2023), 2. The Street Directory of 1930 refers to the 'Infirmary Annex'.

¹⁰⁸ Worden N. et al. *The Making of a City* (1998), 122.

over more specialised roles. In 1848, the De Lima Directory refers to a staff of 11 and in 1851 the Surgeon Bickersteth is listed as resident doctor.¹⁰⁹

By 1893, most of the leper patients had been moved to Robben Island, although the 1925 Fire Insurance Map still refers to facilities for leprosy sufferers. Other patients were moved across to the new Somerset Hospital after its completion.¹¹⁰ Paupers who were chronically ill and infirm remained at the Old Somerset Hospital. Families placed relatives they were unable to treat at the hospital (possibly the mentally ill and chronic sick) and paid a maintenance fee to the authorities.

Efforts were made to improve the lives of the ‘inmates’. For instance, in 1931 a ‘bioscope’ was set up. The inmates could not, however, leave the facility. It in short, was something of a social safety net for paupers and the chronic sick and indigent. In 1914, control of the facility was transferred from the Provincial Administration to the Department of the Interior, followed by alterations and additions. And in 1945 it was demolished. With the demolition the link between it and the Hospital Annex fell away. The authorities used the Annex building which was gradually altered to suit other purposes (see below).

The Old Somerset Hospital and its annex performed a metropolitan rather than a very local function. It cared for the infirm and the destitute in wider Cape Town. It was one of several welfare organisations that existed later in the Dock and Somerset roads area – including the Mission to Seafarers, the Salvation Army Metropole, the Silesian Institute and numerous church and mosque related charities.

13.5. The Chronic Sick Home Annex and stores RE 734.

This building on RE 734 is currently known as the Provincial Pavement Testing Laboratory (PPTL). It has its origins as an annex to the Old Somerset Hospital and the core annex remains.

Subsequent to the transfer of the dead to Maitland, a corner of the old DRC cemetery (the corner of Chiappini and Prestwich streets) served a number of functions, including as an annex for the Old Somerset Hospital, with dormitories and stores.

Built in 1921 to be extra wards for the Old Somerset Hospital and provide stores; it started out as a rectangular block, expanding into a U-shaped building around a courtyard - similar in design to the Old Somerset Hospital. The early annex building occupied a small part of the site – the part closest to the Old Somerset Hospital.

The records of the Old Somerset Hospital make no distinction between inmates in it and the hospital annex, so is not possible to state who stayed in the annex wards. Perhaps the word ‘home’; in the title of the plan of accommodation (see below), suggests the use for the longer term indigent and sick or those who needed to be separated from other inmates.

The link to the Old Somerset Hospital remained in place until 1945. With its demolition, ancillary use of the annex fell away. The male staff quarters, built in 1938, were removed and the site was cleared.

The buildings thereafter performed two major functions, a temporary immigration detention depot between 1945 and 1947, after which it was refurbished to form the Provincial Roads

¹⁰⁹ De Lima Almanac 1848. SAL.

¹¹⁰ KAB CO 7421/416.

Testing Laboratory.¹¹¹ Alterations were made in 1945 to accommodate detained immigrants, including dormitory partitions, a 12' brick wall to enclose the entire courtyard, and a security grill at the entrance. The security measures suggest that the prohibited immigrants were considered some form of a threat but since the records cannot be found, this is conjecture. What is known is that immigration detention affected a wide range of people from detained merchant seamen to prohibited immigrants and from people with dread diseases to immigrants from enemy countries; and to criminals entering the country under an alias.

13.6. The PPTL as an Immigration Detention Depot 1945-1947.

Access of enemy or prohibited immigrants to South Africa and their potential infiltration would have driven post war anxieties and stronger detention measures.

Since the Laboratory functioned for two years after the Second World War as an immigration detention depot, some examination of how immigration was managed in Cape Town is necessary. Since the management of immigration to Cape Town as a port city was an important function of the Department of Health (and later the Department of Internal Affairs); a brief review of how immigration was managed is pertinent.

Early immigration in Cape Town reveals a complexity of process and a degree of arbitrariness (sometimes even corruption) making clear answers about how a detention centre was managed even temporarily, who stayed there and under what conditions, problematic. (See Notes on Sources).

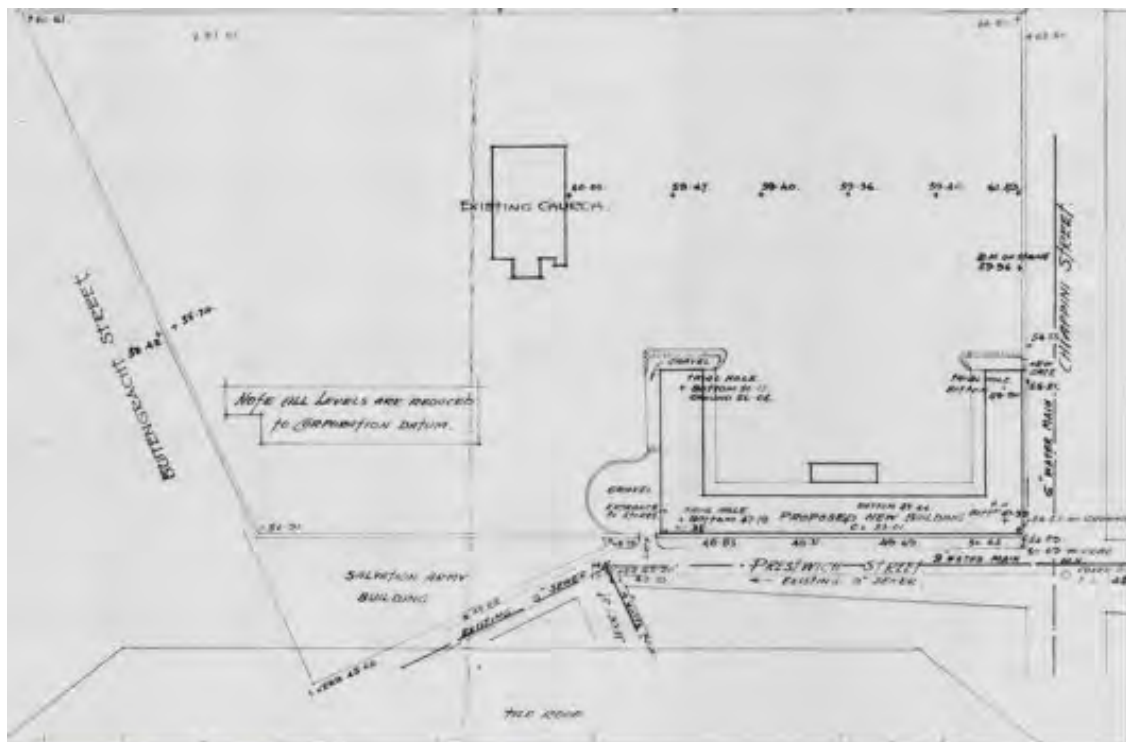


Figure 46: The proposed plan for the Old Somerset Hospital Annex, The Chronic Sick Home and Stores. (Wilson 7/3/21, Scan S Winter). This plan also shows the demolished DRC Church.

¹¹¹ This appears to have been a temporary use as the Immigration Detention Depot reverted to the Ebenezer Road Depot after that (See Section on immigration).

13.7. *The Immigrants and District One*

During an interview with Father Michael Weeder, Mr Lionel Mancini refers to the Evon family moving to 2 Amsterdam Street above the corner shop owned 'by a Jewish fellow by the name of Samuels.' Nathan Samuels was one of a handful of Jewish immigrants who ran businesses in District one, having been part of an early wave of immigrants from Lithuania in 1906.¹¹² Members of his family followed in the ensuing years. The Mancini family themselves immigrants, were neighbours of Weeder's grandmother having emigrated from Italy in 1903 and moved to Amsterdam Street. Carlo Mancini founded the AFC Reserve League in 1924. The league played on a field 'down opposite the Old Queens Hotel in Dock Road'.¹¹³ Also living in Amsterdam Street were the Castaldis at number 12. Apart from corner shops, there were larger businesses owned by immigrants, the wood merchants Manuel and Company not far from the Somerset Hospital Annex.¹¹⁴

Immigration from Europe followed pogroms, wars discrimination and extreme poverty. However, personal recollections suggest that for many it was a well- managed process including support groups in London or another European city, attention to paperwork; and importantly, someone at the other end to receive the immigrant family and smooth over any difficulties. Until 1910, management of the Immigration Act in Cape Town was by the chief immigration officer who had wide discretionary powers to make decisions about immigrants.

The 'first wave' of immigrants began in 1901 with large numbers of Jewish immigrants from Lithuania. Many settled in District Six although others settled in District One. It was followed by a rush of immigration in the 1920s and a second in the 1930s following the rise of Nazi Germany. Many immigrants were Jewish from Eastern Europe and Russia, but there were many others too, from Italy, Madeira, Spain, Greece and Britain (who were the most favoured by the immigration authorities).

Immigration management was a complex process involving checking multiple sources of information for criminal activity, bankruptcy and dread diseases. Ships carrying immigrants were encouraged to ensure the passengers had *bona fide* credentials before they left port and had sufficient funds to pay administration fees and if necessary, to return to the country of origin. Immigration officials ran a literacy test which was made easier for the Jewish immigrants by the recognition of Yiddish as an official 'European' language. However, Cape Town's Chief Immigration Officer Wilfrid Cousins himself, carried a deep strain of anti-Semitism and racism which no doubt influenced many of his decisions.

The Cape Harbour Board had its own immigration office and its own medical officer for first screenings on the Pierhead. When a passenger ship docked in the Cape Town Harbour immigration officials went on board to interview immigrants. For immigration purposes all immigrants needed to be classified by nationality, race, family numbers and class of ticket; and make a passenger declaration. Indian immigrants were actively discouraged.¹¹⁵ Some less scrupulous immigrants entered the country using aliases or by bribing immigration officials.¹¹⁶

¹¹² M Weeder. *Palaces of Memory* (2006), 107; KAB PIO Immigration Papers 439E.

¹¹³ M Weeder. *Palaces of Memory* (2006), 117.

¹¹⁴ Juta Street Directory 1925.

¹¹⁵ This affects the period for which official records were found i.e. from 1904-1908.G 6 1909.Cape of Good Hope Report of the Chief Immigration Officer year ending 31 Dec 1908.

¹¹⁶ MacDonald A. (2012). 'The identity thieves of the Indian Ocean: Forgery, Fraud and the Origins of the South African Immigration Control 1890s-1920s.' *Proceedings of the British Academy*, 179.

Those who did not fulfil the requirements of the Immigration Act were officially declared prohibited immigrants although sometimes appeals and resolutions followed (see table below).

The following are tables affecting early immigration to Cape Town (1904-1908) providing a 'snapshot' of where immigrants were from and why some were designated as 'prohibited' at that time.

Table One Prohibited immigrants and reason for prohibition.

Date	Illiteracy	Insufficient means	Children	Lunatics	Undesirable	Total
1904	167	288			26	481
1905	85	683	1		14	783
1906	129	534	2	6	40	709
1907	128	75	1		16	221
1908	138	51			3	192

When detained and pending investigation some simply absconded (see below). Cross country immigration, as opposed to port immigration, was difficult to police and the port marked the only opportunity for control.

Table Two: Prohibited immigrants: How disposed of

Date	Rejected	Landed after enquiry	Escaped	Temp permit
1904	445		36	
1905	777		6	
1906	624		15	
1907	113	92	10	4
1908	103	85	-	7

Table Three List of nationalities entering Cape Town Harbour as immigrants 1904-1908.

Year	British	Indian	Spanish	Greek	French	German	Austrian	Russian* Jewish	Nordic	SA	Other	Total
1904	26	19	81	120	23	29	17	59	6	13	12	70
1905	138	45	173	134	52	52	14	27	1	5	66	76
1906	196	53	77	90	16	48	16	39	4	10	86	72
1907	29	106	5	20	1	15	6	21	1	4		13
1908	32	34	5	3	3	7		9	2	2		10

After Union in 1910 immigration was brought under a single national system. After the passing of the 1913 Immigration Act the Minister deemed all Indian and 'Coloured' persons automatically as prohibited immigrants under Section 4 and officers could reject their immigration applications immediately.¹¹⁷ The legislation was never racially neutral (especially for Asiatic and 'Coloured' immigrants), and Pedebly notes that attempts were also made at this stage

¹¹⁷ Pedebly, S. undated. 'Not quite white? Not quite black? Not quite South African? Constructions of race, nation and immigration in South Africa'. Paper presented at the University of the Witwatersrand's Institute for Advanced Social Research, 4

to limit the entry of Eastern European and Russian Jews into the country.¹¹⁸ This was in part a response to the 1922 Rand Riots and the fear of importing Bolshevism.

The Quota Act of 1930 operated against a background of increasing antisemitism which made it harder for Jewish immigrants to enter South Africa. Just before the Quota Act of 1930 came into force there was a rush of Jewish immigrants hoping to beat the quota deadline. The Jewish Board of Deputies did their best, but under new regulations of 1936 those who could not meet the financial requirements were sent back.¹¹⁹ Indeed, Bradlow states that after 1930, ‘a camel could have gone through the eye of a needle more easily than a poor Lithuanian immigrant could have entered South Africa.’ It was at this time that the Immigration Depot in Ebenezer Road was built i.e. in the early 1930s. Anti-Semitic sentiment grew particularly strong among the growing Afrikaner Nationalist movement. In 1936 the arrival of the *Stuttgart* in Cape Town with 570 German Jewish immigrants on board, was met by nation-wide anti-Semitic protests.¹²⁰

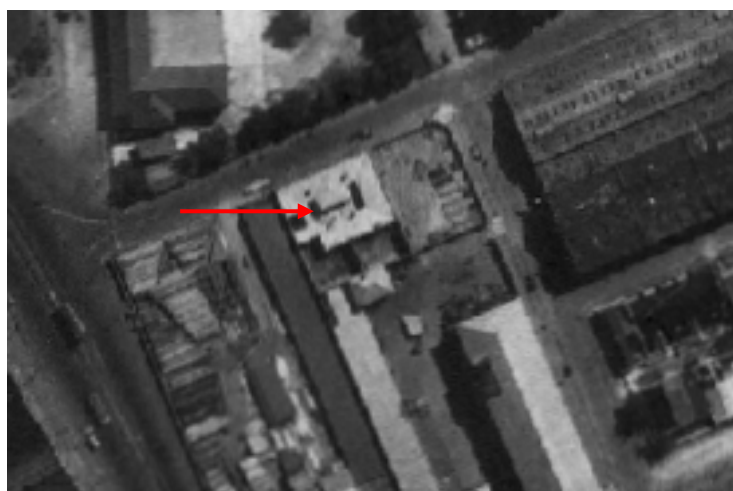


Figure 47: Aerial photograph of 1945 showing the immigration detention depot in Ebenezer Road, City of Cape Town (arrowed). It is first mentioned in the Street Directories as being in Ebenezer Road in 1933. Building plans suggest an earlier date of c1931 (SAB 2464/3/8676).

13.8. Conclusion to an investigation of the immigration detention barracks at 734 RE.

The timing of the building of the immigration depot in Ebenezer Road in the 1930s, suggests it was intended to meet greater immigration control of ‘aliens’ as a result of the Quota Act, the Aliens Act of 1930, the Aliens Control Act of 1939; and the Aliens Registration Act of 1939 which required ‘aliens’ to register within 60 days.

The temporary use for immigration purposes on the study area between 1945 and 1947 is more problematic. Records of the Porter Reformatory in Tokai suggest (but do not make clear) that the Ebenezer Road Deport was in the process of adaptation.¹²¹ At this time people were detained at the old Somerset Hospital Annex site, which was adapted to meet temporary detention requirements. Certainly, the purpose built high walls and security mechanisms suggests a need to control ‘alien’ or prohibited immigrants. But while anti-Semitism was a key immigration focus in South Africa particularly after 1930, I can find no evidence to suggest (Malan, 2017) that the

¹¹⁸ Pebedy S. Not Quite white? .7

¹¹⁹ Bradlow E., 1989. Immigration into the Union 1910-148. PhD Thesis University of Cape Town. 244

¹²⁰ It was at this point that immigration officials in Cape Town began planning measures for stronger control of immigrants.

¹²¹ SAB PWD 1733/22/6300.

detention facility on the PPTL site was intended for solely Jewish immigrants. Certainly, many of the Jewish immigrants to South Africa passed through Cape Town and certainly there was growing anti-Semitic sentiment; but there was no dedicated detention centre for them on record.

Most Jewish immigrants were well prepared and importantly, well supported by family, cultural networks and the assistance of the Jewish Board of Deputies.¹²²

13.9 The Provincial Pavement Testing Laboratory: The creation of office and laboratory space

By 1948, there were plans in place to convert the PPTL building into Provincial offices and laboratories for soil testing. The changes in use formed part of a trend towards the use of the study area for metropolitan or provincial-level facilities which were not connected with the social life of District One or the social history of Cape Town (as the hospital use had been).

Instead, the surrounding space functioned as a 'left over' space to accommodate a variety of uses from storage facilities for CAPAB to other temporary structures.

There is no evidence to suggest that the Laboratory had any socio-historical significance in terms of the surrounding area other than the memory of the old burial ground on which it was situated and the historical link of the core building to the Old Somerset Hospital as an annex.

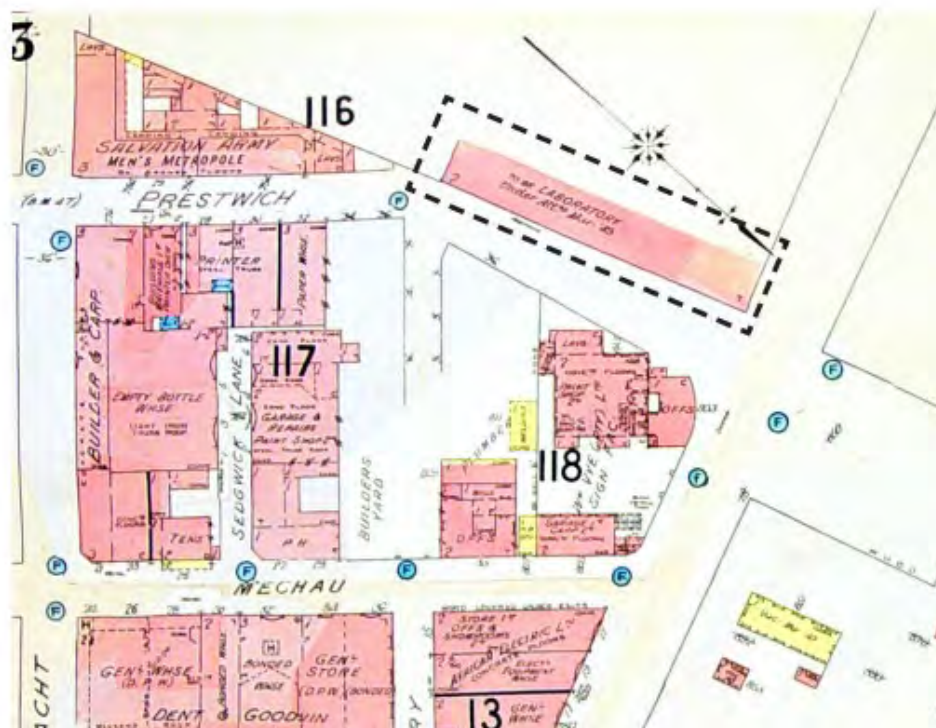


Figure 48: By 1949 the building is clearly identified as a laboratory. Goad Fire Insurance Map. (SAL).

¹²² A review of the oral interviews undertaken by the Kaplan Centre revealed that few (old) Jewish immigrants interviewed found the immigration process gruelling, and no mention of incarceration could be found. The search for prohibited immigrants was made difficult by the fact that any immigrant who did not fulfil the basic requirements of fees and literacy were identified as 'prohibited' until the matter was sorted out, which with the help of the Jewish Board of Deputies it often was. BC 949, Special Collections, University of Cape Town.

Section 14. Erf 735: Corner Prestwich and Buitengracht Street: Site of the former Salvation Army Metropole

This was a separate site to the DRC burial grounds although it was adjacent to it, separated by the old *gracht*.

14.1. Beginnings

The building of the Salvation Army Metropole or workmen's barracks was the first municipal response to the local housing crisis. Forced into action by public opinion against living conditions, the municipality decided to construct accommodation for single male workers similar to that offered to the African dock workers but less controlled and slightly more comfortable.

The project for municipal accommodation began when the municipality first tried to offer leasehold land to developers to build houses in 1894, but the plan had no applicants except one, who was unable to raise the money for a deposit.¹²³

A second scheme proposed in 1895 was for barracks for 'Coloured' male labourers' similar to a barrack system that existed in the Docks for African workers, only with greater comforts and fewer restrictions on movement. This was the Workman's Metropole built between 1896 and 1897. The site chosen was a triangular piece of ground belong to the Municipality of Cape Town. (D Halkett considers that it is possible that there may have been graves on the site buried outside the DRC walls, revealed during excavation for the widening of Buitengracht Street in 1980-1981).¹²⁴ No known reference to burials was made during the construction of the building although this was not unusual and not considered at the time, a significant event.

The three storey building was designed by the architect William Black and (importantly for the Victorian obsession with fresh air) was well ventilated. When the Cape Town Municipality found that it did not have the staff or resources to manage it, they turned to the Salvation Army to do it for them assisted by an annual grant. Salvation Army decided in 1898 to use the building purely for the 'vagrant white class.'¹²⁵ There is no known list of residents. They paid by the day for a bed, so it was likely a temporary stay. The prohibition on alcohol might have put off some who would otherwise have stayed there. On the whole, workers preferred the relative freedom of living in housing in the cheaper areas of town.

The Salvation Army was a temperance and welfare organisation which arose in response to the conditions within the industrial slums of Britain. At first, the middle classes of Cape Town considered the organisation as low culture with their 'vulgar music hall tunes'¹²⁶ claiming that they did not reflect the local social values. There was no doubt that they did good work among the poor and destitute. They gained gradual acceptance as a welfare organisation despite that initial snobbishness. They ran a social farm at Rondebosch where the destitute were taught the value of hard manual work.

¹²³ Elias Christian "A Comparative Analysis of Government housing policy and Cape Town City Council housing policy 1890-1935," 13.

¹²⁴ Notification of Intent to Develop s 38(1) s 38(8). HWC 23061502. 8.

¹²⁵ Elias 13.

¹²⁶ Worden N et al (1998) *Cape Town: the making of a city* 234.

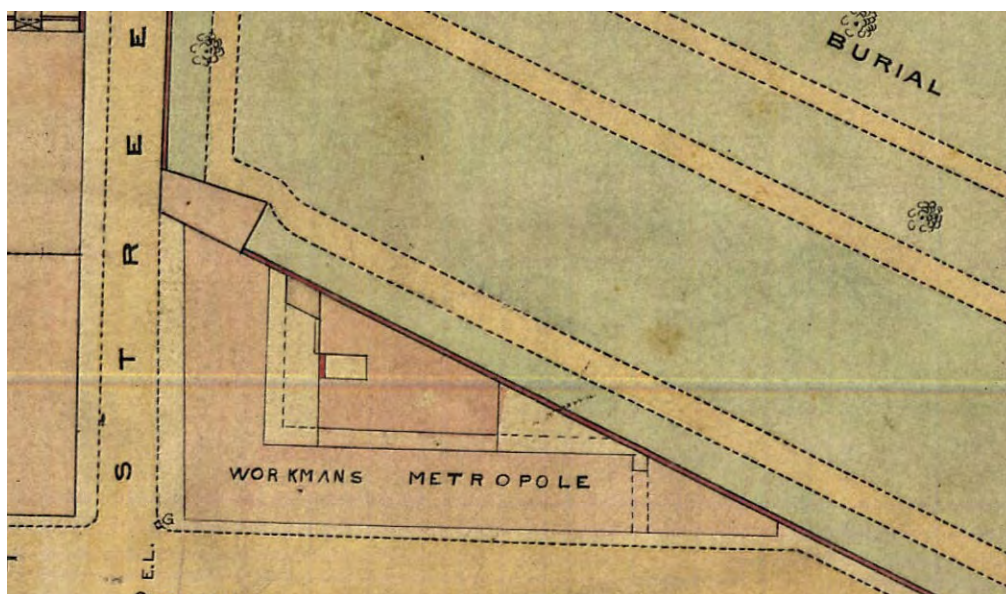


Figure 49: The workman's metropole newly built on a corner city site in 1898 and overlooking the 'disused' DRC burial grounds (Thom c1900).

14.2. A description in 1916.

By 1916 it appears that the Salvation Army had included black and 'coloured' workers, although there was a racial allocation by floors and dormitories were separated by race.¹²⁷ The ground floor contained 30 beds for African Dock workers who could rent a bed. On the second floor there were two dormitories of the same size for 'coloured' workers. The third floor was for "Europeans" and they alone were furnished (for an extra 6d) with sheets and pillowcases.

Otherwise, African and 'coloured' occupants rented an iron bedstead two blankets and a pillow on the ground and second floor respectively. Each floor had its own attendant, 'the one on the ground floor to look after the 'natives' [sic] the one on the second floor to look after the dormitories, and one the third floor, an attendant for those awaiting trial'.¹²⁸ When the Medical Officer of Health paid an unannounced visit on 23 September 1916 he noted that the dorms were clean and 'washed every day' but that the atmosphere was close because the 'inmates' kept the windows closed. The Salvation Army turned no-one away, even those who could not pay. Such men were either expected to work for their keep or be sent to the Social Farm in Rondebosch to work there. It did not permit those who were clearly ill to be admitted.

It is likely, bearing in mind its proximity to the industrial areas of District One, Roggebaai and the Docks, that the Salvation Army Metropole was used by dockworkers and workers newly arrived in Cape Town.

The building was demolished as part of the City Engineer's Plan for a high speed ring road and boulevard for Cape Town to the west of the City. Another facility lost earlier to the ubiquitous road widenings was the Sailors' Home on the corner of Lower Burg Street and Dock Road in 1929.

¹²⁷ Tour of inspection 24 October 1916. 3/CT 4/1/11/765

¹²⁸ Report of the Medical Officer of Health 23rd September 1916.3/Ct 4/1/11/765.

According to Elias, the Salvation Army Metropole was ‘the first sub-economic housing scheme in Cape Town’.¹²⁹ It represented a rather weak attempt by the Municipality to ‘do something’ about housing the working classes in District One. Although it is doubtful whether a three-storey building composed of dormitories can be considered housing, there is no doubt that it was the first attempt by the Municipality to provide accommodation for the urban poor for the poor of any race.¹³⁰ It was a rare occurrence. Until 1916, no housing was built of any kind by the Municipality.

Section 15. Conclusions and statement of significance.

15.1. District One: Conclusions

The heritage process: A dependence on material culture in the heritage process and in response to legal requirements have highlighted fault lines in how heritage investigations are undertaken and what mechanisms are necessary to reveal lost or undervalued histories. There needs to be a greater capacity in heritage management to acknowledge hidden or undervalued histories.

The burial sites in District One: The history and archaeology of burial sites, formal and informal, have been extensively studied over the past 30 years. The aim of this study has been to expand our understanding of the social significance of District One and of the former DRC graveyard in particular, together with the social history of attitudes to death and burial as deeply held cultural beliefs. It is clear that where exhumations have been incomplete, human remains are likely to be found and measures put in place to follow the legal procedures required.

The social life of District One: The report concludes that there was a small but complex, cosmopolitan community of immigrants, people who traced their ancestry back to the distant slave pasts, workers, small shop owners and dockyard employees, all who lived close to places of work and were supported by a variety of community and religious organisations – welfare organisations, schools, churches, mosques and sports facilities, many close to or within striking distance of people’s homes. This formed the nexus of a physical and residential community now lost except perhaps to memory.

The vulnerability of District One to change and loss. District One itself was strategically placed for commercial and industrial use, and as a result its residents were vulnerable to the physical and social changes that followed. District One is characterised by loss to its people caused by physical change, forced removals and trauma. Loss was incremental and sustained – unlike the dramatic and terrible destruction of District Six, making it harder to quantify and record.

By 1926, industrialisation and slow deterioration of the terraced housing stock was already apparent. Slum clearances, town planning modernist initiatives and finally Group Areas caused residents, tenants and property owners of colour to lose their historic rights to residence and of belonging to a community to roots in the historical past.

District One, trauma and memory. Memory ties history to loss. The report reveals the scale and thoroughness of the destruction of District One and the trauma and loss to the residents. At the same time, the report reveals the enduring roles and value of cultural and religious institutions and their presence in a ‘landscape of trauma’ which provides them with sanctuary.¹³¹ Collier

¹²⁹ Elias C, 13.

¹³⁰ The Harbour barracks were managed by the Harbour Board and Ndabeni was managed by the Colonial Government’s Department of Health.

¹³¹ M. Collier, *Mapping memories* (2021).

remarks that continued practice of Islam and Christianity of the Noerul Mogammadiyah Masjid and the Sacred Heart Church within such a landscape are clear markers of living heritage.¹³² Schools too, like the Prestwich Street Primary School, provide a clear sense of belonging and identity based on shared histories.

Equally, the memory of the dead still exerts a powerful presence - through ancestral memory, through the presence of material remnants of ancient walls, and through the archival record. The report attempts to link place to memory and research through the historical record.

The cultural significance of District One is dominated by the history of the cemeteries and the dead. It provides a lingering memory and supports a sense of place. Its significance is supported and enhanced by the Prestwich Memorial which provides a memorial and interpretive space.

The people who lived in District One. This report has attempted to reveal at least some of those names in an attempt to humanise the lost landscape and to reassert the presence of those who once lived there. Despite the trauma of forced removals, many affectionate memories of the area remain and should be celebrated as part of history.

The report concludes, that as a result of the absences and abiding sense of loss, it is particularly important for District One to have mechanisms for ensuring that memory is acknowledged, and that the knowledge revealed is part of its tangible and intangible heritage.

15.2. The Provincial Pavement Testing Laboratory (PPTL) at 33 Chiappini Street and surrounding area: Conclusions.

The DRC cemetery. The PPTL is situated on and is associated with the DRC cemetery, Dutch colonial burial practices and the cultural debates that surrounded its closure. The cemetery was the final resting place of many early Dutch and English colonial leaders of the early to mid-nineteenth century. Important colonial figures like the architect L M Thibault and the Dutch artist Herman Schutte were laid to rest in the cemetery in family vaults. Vaults were above ground and when the cemetery was exhumed, they were smashed but possibly not completely removed. As a result, there is a possibility of finding vault remnants within the boundaries of the DRC cemetery.

The presence of the dead. As in part of District One, potential presence of the dead exerts a dominance in memory and in the potential that further burials may be revealed in areas not previously exhumed. Historical evidence from the earliest times suggest that burial use was widespread: extending from the edge of the old city towards the White Sands burial sites near the current Waterfront along the ridge of soft sands that characterised the area. The widespread nature of burials makes their presence of the dead difficult to predict. While the historical dead have been moved from the cemeteries there is always the possibility that burials may yet be discovered, particularly in areas not previously excavated or previously omitted. These could include such as the periphery of the old St Stephens Church, near historic cemetery walls or even a remaining part of the site comprising the Salvation Army Workman's Metropole and any affected pavements and surroundings areas.

The link with the Old Somerset Hospital. The PPTL and the Soils Laboratory building in particular have a documented link with the Old Somerset Hospital as its annex and can be considered the last remaining link with that important institution – the first civilian hospital and welfare

¹³² Both are outside the focus area but with an extensive reach and influence.

organisation in Cape Town. A potential exists on site to explore and interpret the link. The existing diagonal pedestrian access to the Soils Testing Laboratory building at the corner of Chiappini and Prestwich Streets emphasises this link.

The link of the Soils Testing Laboratory building to historic burial sites. The presence of a basement probably mitigates against the potential finding of human remains.

The link of the Soils testing laboratory building with a detention centre 1945-1947. There is no documented evidence of the site being used as a detention centre before 1945 when its link with the Old Somerset Hospital ceased. However, between 1945 and 1947 it was used as a temporary immigration detention centre to accommodate prohibited or alien immigrant who were the subjects of investigation. This was when the Ebenezer Road Detention Depot was being adapted. The walled enclosure which can be dated to 1945 (not 1930) links the site to increased surveillance and restrictions imposed after the Aliens Control Act of 1937 and the post Second World War period of anxiety of enemy infiltration. However, it was a temporary measure; and while future interventions *may* accommodate at least a part of the wall, the wall itself is not of sufficient heritage value to be retained in full, particularly when the intention is the create a liveable courtyard space. The retention of a part of the wall or a modification of the wall will be sufficient to attach a narrative to, if necessary.

The social links between the use of the PPTL as a laboratory (post war) and the surrounding social life of District One. There is no evidence to suggest that the Laboratory had any contemporary socio-historical significance in terms of a role in the life of the surrounding area. Its links to the wider area are buried in the historical past. However, the proximity to the Prestwich Memorial provides it with potential contemporary opportunities for interpretation which may enhance the social understanding of the social history of the area as a whole. A possibility exists of taking Collier's concept of 'mapping of memories' into the urban sphere and directly into the environment of District One. This may include lists of names of residents and interpretive material in the streets (See Recommendations).

The social history of the Salvation Army Metropole. Although it is doubtful whether a three-storey building composed of dormitories can be considered housing, there is no doubt that it was the first attempt by the Municipality to provide accommodation for the urban poor.

15.3. Statement of social and historical significance

District One is a place that may be considered of cultural significance because of its historical links with a lost working class area of Cape Town, now heavily altered and gentrified. Its historical significance may be enhanced by reclaiming the rich intangible aspects of memory as well as links to tangible remnants and social institutions in the area.

The cultural significance of social institutions: Cultural and social institutions played a significant role in the lives of the residents of District One. While some have been lost to change, the surviving institutions and their links to the area should be acknowledged.

Statement of Significance: The PPTL and the Salvation Army Metropole.

The site of old DRC cemetery

- The site (the study area) is of high historical significance on account of its links to an early formal cemetery and potential burial sites. While there is an historical record of the clearance

of the cemetery, there is always the possibility that sites potentially overlooked in the past might contain the resting places of the dead.

- The cemetery once contained the burial places of known local colonial leaders, some of whom contributed to the architectural and artistic life of colonial Cape Town, including LM Thibault and H Schutte. This is an intangible aspect of the significance of the site.
- The laboratory building is a tangible link with the early medical history and welfare history of Cape Town because it was at its core an annex of the Old Somerset Hospital. It is of socio-historical significance. It should be conserved as a heritage resource of socio/historical as well as its architectural significance.
- The restraining wall that closes off the U-shaped courtyard in the laboratory building is a tangible link with the site's brief role as a detention barracks. However, while the wall remains, the use of brief and temporary. It is of some socio-historical significance although it may be modified to suit a contemporary use of the courtyard.

The site of the old Salvation Army Metropole

- The site is of historical significance because it is associated with the City of Cape Town's first attempt to provide accommodation of any sort for the working classes of Cape Town.



Figure 50: The intangible made tangible: Slave Memorial containing the names of slaves in Church Square, Cape Town.

16. Recommendations

Areas where trauma has been commemorated, for instance in Poland and Germany, have focussed not only on the general narrative of oppression but also on personal experience, which has a powerful immediacy. Examples of intangible heritage, where names remain and the memory of trauma can be commemorated, include the slave names in Church Square Cape Town.

Historical trauma and dispossession should be acknowledged in any history of District One, as it has been in District Six.

The development of the PPTL site and the conservation of the Soils Testing Laboratory Building offer potential opportunities for exploring the social history of the site and the area.

Mechanisms recommended.

The study area is well situated at the entrance to Somerset Road and adjacent to the Prestwich Memorial. This may enable opportunities on site for the commemoration of historical burial areas and to the history of people of the area, from pre-colonial times until the dislocation that followed apartheid social engineering and to the contemporary role and function of the area.

Any plan for commemoration should work in tandem with the District Six Museum, the Friends of Prestwich Group or similar organisations.

The remaining road system, particularly roads which have survived despite urban change, should form a basis for remembrance similar to the approach taken in District Six. These street names include Somerset Road, Chiappini Street, Mechau Street, Ebenezer Road and Cobern Street, among others. Former residents should be encouraged to record their memories to an installation of surviving (or even lost) streets. This could be achieved digitally or via a large display.

Equally, any memories associated with the lost St Stephen's Church on the old DRC cemetery site, the Vos Street Mosque, the Roman Catholic Church of the Sacred Heart, and other centres of memory, could form part of a memory archive. This is a wider project that need not be attached to the development of the study area. Nevertheless, it should be considered in the future.

As a result, the recommendations for commemoration may include the following:

A large installation on any highly visible wall containing listed names chosen by the heritage consultant in consultation with interested and affected parties of:

The dead

The dead of the 1816 burial ground. (This is outside the study area, but it nevertheless reveals the historic living conditions of the very poor). (See Annexure 2).

The dead of the DRC burial ground (See Annexures 8, 9)

The many dead constituting the ancestors of the people of Cape Town.

The people of District One

The names of people who lived and worked in District One and were in time evicted and unjustly dispossessed of their homes and communities (See Annexures 4, 5, 6, 7).

For the PPTL, any commemoration should be linked to:

The conservation of the Soils Testing Laboratory building; and an acknowledgement of:

- The historical core annex as the last remaining part of the Old Somerset Hospital, the first civilian hospital (and welfare service) in Cape Town.

- Part of the historic wall enclosing the PPTL which may be modified and used to commemorate immigration to and migrant detention in Cape Town.

Such mechanisms may link history and tangible and intangible aspects of the social history of District One and the PPTL.

17. Notes on sources

The focus of the search for sources was dominated by the need to establish names and presences. Michael Weeder's comment regarding the 'absences' of the lives of the people who lived in District One formed a focal point of research. He commented in 2003,

'At the time – many decades ago – we lived and loved and laboured here. Nothing [reminds us of that history]'.¹³³

The decision to explore the socio-historical background to the Provincial Road Testing Laboratory in terms of the wider historical context of changes to District One (or Ward Two), presented significant challenges in terms of the sources available. Sources we required were placed in different archives. The immigration function of Cape Town for example was moved from a Provincial (Cape) to a National Department following Union in 1910.

Malan *et al* (2017) notes the use of the buildings on the affected site for an immigration detention depot for Jewish immigrants. Despite a careful search through archives and the oral histories of historical immigrants provided by the Kaplan centre, this link could not be proven.

Equally despite a thorough search, no information on the immigrants who were detained 1945-1947, could be found.

Very little spatial and socio-historical analysis exists on Ward Two (District One) with the overwhelming focus being on District Six. This is apart from the analysis of M Weeder and M Collier which have provided valuable insights into this report.¹³⁴

The archaeological studies proved a valuable source of historical research.¹³⁵

The extent and the breadth of the study affected the sources consulted. The very disparate nature of social change and the events that gave rise to change in the study area were scattered throughout the archive.

Responses to epidemics, growing industrialisation, slum clearance, group areas and modernist road schemes all had an impact on the study area and searches were necessary throughout primary and secondary sources to explore their impact on the study area.

It emerged that it was not possible to study the social life of an area without a constant reference to strong social, educational, religious, recreational and work related movements as people criss-crossed the inner city, which are part of a wider social history of Cape Town and which cannot be undertaken at this level of explanation.

¹³³ C Ernsten, 'Truth as historical recapitulation'. 582. See also introduction.

¹³⁴ M. Weeder, *Palaces of Memory* (2006); M. Collier, *Mapping Memories* (2021).

¹³⁵ For a full list, see 'References'.

Official numerical data in relation to employment, health and overcrowding often made no distinction between Wards and it was difficult to identify data that related specifically to Ward 2 (or District One), although general trends could be discerned.

Details about forced removals of *tenants* as a result of Group Areas remained elusive. It was possible through detailed Deeds Office research to identify *owners* affected by Group Areas in District One only.

The street directories were an imperfect source, containing only partial information – referring in many cases only to a householder (not additional tenants) and in other cases excluding persons from the lists on the basis of race.

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19. Annexures

Annexure 1: History of the DRC burial grounds, Kathy Schultz.

Annexure 2: South African Missionary Society Burial Ground (outside study area) – list of names.

Annexure 3: Names and occupations, De Lima 1855.

Annexure 4: District One residents 1900 - 1953, selected precincts.

Annexure 5: Impact of slum clearance, Jerry Street area, owners and tenants.

Annexure 6: Impact of town planning and road development on District One residents.

Annexure 7: Group Areas - impact on property owners.

Annexure 8: DRC Cemetery - list of families interred in vaults.

Annexure 9: DRC Cemetery – names of burials by plot number.¹³⁶

¹³⁶ A full list of burials and a map of burials is not currently available. The cemetery is estimated to have contained about 1000 graves.

33 Chiappini Street Cape Town: Erven RE-734, 735, 737,
738-RE, 739, 9565 and 9565.

Provincial Pavement Testing Laboratory site and adjacent erven

Socio-historical study for Sarah Winter Heritage Consultant
undertaken in compliance with the requirements of HWC as
part of a HIA process undertaken in terms of Section 38 (4) of
the NHRA

Case number HWC 23061502

Annexures

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Annexure 1

PROVINCIAL PAVEMENT TESTING LABORATORY (PPTL) SITE, ERVEN 731, 737, 739, 9564 (ERF 738) CAPE TOWN. THE OLD DUTCH REFORMED CHURCH CEMETERY, SOMERSET ROAD.

SOCIAL HISTORICAL STUDY

Prepared for:

ACO Associates cc

On behalf of :

NM & Associates Planners and Designers and
Western Cape Government: Department of Infrastructure

Report prepared by:

Kathleen Schulz

Date:

October/November 2023.

Contents

1. THE BRIEF	3
2. SUMMARY, METHODOLOGY AND LIMITATIONS	3
2.1 Abbreviations	3
3. BACKGROUND	3
3.1 The first Dutch Reformed Church burial ground	3
3.2 The Kerkhof on Somerset Road	4
3.3 After the closure of the Green Point burial grounds: 1886–1920.....	5
4. BURIAL LISTS.....	9

1. THE BRIEF

1. To reach an understanding of the statutory processes leading to the exhumation in 1920, of amongst others, the three contiguous Dutch Reformed Church cemeteries in Somerset Road.

2. To try and establish the layout of the Somerset Road DRC cemeteries and who was buried in specific plots (vaults/graves) within the boundary walls.

This report speaks specifically to the brief and does not include background on other burial grounds except where these are included as part of the record with respect to the DRC cemetery. Details of the other Somerset Road cemeteries¹ have been covered in a number of separate reports.

2. SUMMARY, METHODOLOGY AND LIMITATIONS

The Dutch Reformed Church archives in Stellenbosch were contacted, who claim to have no knowledge of a plot plan or cemetery list relative to the 18th and 19th century Somerset Road cemeteries.

Professional genealogists Heather McAlister and Anne Clarksen were consulted, who stated they had never found the full burial registers for these cemeteries or a plot plan, during their extensive genealogical sleuthing careers.

The Cape Town Archives hold a very incomplete series copies of DRC burial registers ending in 1839. These were copied by C.G. Botha, who was the Cape Town archivist for the years 1912-1944. These records indicate that Dutch Reformed church members continued to be buried in the Adderley street Church until 1835, in either graves or vaults that had been cleared and re-used by family-owned plots².

Records of the Provincial Administration Secretariat, Cape Town Municipality files and Parliamentary records provided, in part, the administrative process of re-interment of remaining graves to Maitland cemetery in 1920/21. The public were given the opportunity of removing family remains at their own expense prior to the mass exhumation by the Cemeteries Board when head stones and graves were separated. Head stones were removed to Maitland cemetery and placed along boundary fences. Remains were removed from 8 foot deep trenches then placed in new cases and re-buried in Maitland.

The entire 1920/21 process of re-interment was managed by the old Cemeteries Board, funded by Provincial government rather than Cape Town municipality who had managed all the earlier cemetery clearances. The only remaining un-cleared burial grounds in 1920/21 belonged to the English which included Ebenezer and Dutch churches. Unfortunately supporting Cemetery Board administration records were not found.

The study covers the entire area of the three portions of land granted to the DRC for burials (i.e. including the area adjacent to Buitengracht Street (road reserve) and areas below Somerset road, not just the subdivided portions under review.

2.1 Abbreviations

CTAR: Cape Town Archive Repository;

DRC: Dutch Reformed Church (Nederduits Gereformeerde Kerk in Zuid Africa);

O.C.F: Old Cape Freeholds.

3. BACKGROUND

3.1 The first Dutch Reformed Church burial ground

The first Dutch Reformed church burial ground in Cape Town was centrally placed within the church walls of the

¹ Graveyards are burial grounds attached to churches, while cemeteries are stand-alone burial places and may not be affiliated with a church. <https://www.difference.wiki/graveyard-vs-cemetery/>

² CTAR: VA (Verbatim Copies) 625. 179 burial plots.

*Moeder Kerk*³ built in 1702, now located off Adderley Street in the central city.

The town *Kerkhoff*, or burial ground, continued to be used by families who had purchased vaults outside until those had reached capacity (twenty bodies), or in this case until the church was rebuilt in 1824⁴.

The relevance of the first church burial ground lies in the fact that over 1000 people were buried under the floor of the early church and the outside vaults included amongst others, that of Governor Simon van der Stel⁵. The question arises as to whether burial remains were re-interred in the Somerset Road before re-building the church in 1824-1835. Unfortunately, no record was found answering this question.

3.2 The Kerkhof on Somerset Road

1755

Between 1755 and 1803 the DRC was granted three adjoining portions of land measuring the equivalent of 1,194 hectares, due to overcrowding in the cemetery adjoining and inside the Adderley street Dutch Reformed Church. Portion A, granted on 2nd July 1755 measuring 429 sq.roods, 140 sq.ft.⁶, Portion B granted on 8th April 1801 measuring 236 sq. roods, 44 sq. ft.⁷, and Portion C, granted on 9th February 1802 measuring 327 sq. roods, 112 sq.ft.⁸, making up a total of 1 morgen 394 sq.roods, 8 sq. ft. (1,194 hectares).

In 1755, Cape Governor Ryk Tulbagh wrote into the land grant of the new burial ground in Somerset Road which when translated reads: *'due to the heavy mortality rate experienced over the last few days, whereby the (old) cemetery belonging to the church has become so crowded that within a short space of time no more burials can take place'*. The grant also held the clause *'for use as a common burial ground'*⁹.

In terms of the context at that time, the traveller Robert Semple remarked of the Somerset Road burial grounds in 1805: *"The slaves' burying ground is close by the road, and perfectly open; beside it, near to the town, are two burying places belonging to particular inhabitants and walled around"*¹⁰. The one is the DRC cemetery while the other walled graveyard he refers to is the Military cemetery which is on adjacent land to the north along Somerset road.

By 1824 therefore, the DRC owned 1.194 hectares of burial land, of which the portion granted in 1755 was designated for general public use. The current remainder of erf 734 and erf 9565 are located within the 1755 boundary. The 1801 and 1802 sites were not specified as being available for inter-denominational use.

1853

In 1853 Surveyor General, Charles Bell wrote an interesting report on the status of the Somerset Road burial grounds, referring to the *'unwholesome and indecent mode of internments necessitated by the crowded state of the ground'*. He recommended that additional ground be found, *'with a common substantial wall leaving interior division, when necessary, to be constructed by the parties requiring the separation'*¹¹.

1883

In line with further Medical Officer reports compiled during the 19th century and in terms of the Public Health Act No 4 of 1883, Maitland cemetery was officially opened for burials, and a proclamation dated 15th January

³ Direct translation 'Mother Church'.

⁴The 1824 church was designed by Cape Town architect Andries Schutte. Reference: Eeuwfeest – Album van de Nederduits Gereformeerde Kerk, 1824-1924. Rev. A. Dreyer.

⁵ ibid

⁶ O.C.F: 3.72.

⁷ O.C.F. 5.49

⁸ O.C.F: 5.58

⁹ O.C.F: 3.72. Cape Town Deeds Office. Common burial ground is believed to mean for general public use.

¹⁰ Robert Semple, 1805. Walks and Sketches at the Cape of Good Hope.

¹¹ CTAR: CCP.2.2.2.38. Appendix A

1886 saw the closure of the Somerset Road burial grounds.

3.3 After the closure of the Green Point burial grounds: 1886–1920

1896

In 1896, ten years after the closure of the cemeteries in Somerset Road, the DRC made application to the Court for a change of land use. They wished to build a Huguenot Memorial on a portion of their now disused cemetery.

The Court ruled that the property could not be used for any other purpose than burials, unless with the consent of relatives, or children and grandchildren of those buried there. This task was not achievable as it was impossible to track and obtain permission of every remaining descendant. The Huguenot Memorial was later erected in Queen Victoria Street.

On 2nd March 1896 Dr. A.J. Gregory, Cape Town Health Officer, published a report on the status of suburban cemeteries. In concluding his 14-page report he adds:

“I should like to draw attention to the advisability of transforming the old cemeteries in Cape Town lying alongside the Somerset Road into Public Gardens. These burial grounds have now been closed for ten years (since 15th January, 1886); much of the personal sentiment attaching to the graves has either died with the relatives and friends of the persons whose bodies they enclose, or has evaporated by process of time, so that these cemeteries are fast falling into disrepair and disorder. The practice of converting old burial grounds into Public Gardens and recreation grounds is at present being largely carried out in London, and with the happiest results. In the case of the cemeteries on the Somerset Road the vaults would require special treatment.”

The document is signed ‘Health Branch, Colonial Secretary’s Office’. Presumably, the special treatment referred to meant exhumation and the other processes attached thereto.

1901

The question of the need for action, with a view to the disposal of these old Burial Grounds, was raised by an Advisory Board in March 1901, specifically to address issues in connection with burials following the outbreak of Bubonic Plague. They found that the cemeteries were being put to various insanitary uses constituting a serious menace to the public health¹².

1902

Colonial Secretary Graham approached the various churches to request that they give up their burial grounds for use as an open space. Following a well-attended meeting with people who had a vested interest in the DRC burial ground, a resolution was passed ‘*leaving the matter entirely up to the Consistory*’. The Consistory were keen to build a new church on part of the disused land but had not yet made final decisions on the matter. Relatives were duly encouraged to move and re-inter the remains of family members buried in the cemetery, to either Mowbray or Maitland, and many families complied. Re-internments were carried out by firms of undertakers in Cape Town with permission from the Department of Public Health, which in turn was sanctioned by the Colonial Secretary’s office¹³.

1904

A Select Committee was appointed by order of the Legislative Council in April 1904 to obtain the opinions of the various owners of land in the Somerset Road burial precinct with respect to expropriating all the burial grounds and converting the land to an open park area. The Cape Town City Council was in favour of such a plan but had not sufficiently consulted with the various church groups, which was to prove problematic.

¹² CTAR: CCP.2.2.2.38. Appendix A

¹³ CTAR: MOH 145

Evidence was called from Church Ministers who appeared before the Committee (consisting of Messrs. Graham, de Smidt, du Toit, Sir H. Stockenström and Mr Wilmot (Chairman)).

When Reverend A.I. Steytler, Minister of the DRC, was questioned, his express wish was that the DRC be allowed to make decisions about what should happen to the land in question. He stated that many families had already re-interred vault remains at the Maitland and Mowbray Cemeteries when the DRC was considering erecting the Huguenot Memorial in 1896. He pointed out that while Government had prohibited burials in Green Point, the land still vested in the name of the DRC as granted by Government. He also mentioned that 62 burial plots in Somerset road had never been utilised for burials.

The DRC wanted to retain rights to dispose of the land and would clear the burials themselves. The English church wanted to leave their burials and landscape the land above by either creating a park or other public playground. The Select Committee's findings and recommendation are attached as Annexure 1¹⁴, but briefly summarised, it recommended that Parliament pass a bill to enable government to recover rights to the land from the churches.

1906

To enact this recovery of land rights, Act No. 28 of 1906 to be known as the Disused Cemetery Act was passed in Parliament. The Act applied to all the registered burial grounds in the Somerset Road area.

1907

The Lutheran and Presbyterian burial grounds were cleared of remains by Municipality, using hired labour. Some 333 coffins were received in Maitland from the Lutheran Church, and 39 from the Presbyterian site¹⁵. On 6th June 1907, the DRC authorities indicated that in terms of the provisions of the Disused Cemeteries Act of 1906, they wished to erect a Church on a portion of the burial ground vested in them. Plans were duly submitted to Municipality and accepted¹⁶.

In this same year, the Buitengracht Street improvement plan was proposed to widen the lower end of Buitengracht Street by 40 feet. The plan (Annexure 2) clearly shows the position of the entrance gates to the DRC burial ground as well a partial view of the layout of pathways

After consultation with the City, on the 9th September 1907 the DRC agreed to hand over a strip of land required for the widening of Buitengracht Street on condition that the City Council erected a suitable iron boundary fence and undertook the expense of removing all remains and headstones in that area. It was estimated that 54 graves were present on the strip of land. Approval to undertake the necessary work was granted by the Town Clerk on 23rd August, 1907. When the 1907 plan is compared with the 1924 noting sheet it can be seen that the 40 feet road widening had taken place. (see Annexures 2 and 3).

¹⁴ CTAR: AG 1440 (4746)

¹⁵ CTAR: PAS 2/1064 (L18/1/132)

¹⁶ CTAR: 3/CT 4/1/1/28



Plate 1: Somerset road DRC cemetery showing a variety of vaults and head stones. This photo shows the spire of the Lutheran Church in Strand Street (extreme left) and is therefore probably the area close to Buitengracht Str. Although not dated, the photo was certainly taken prior to 1920 when vaults were demolished, gravestones removed, and human remains exhumed and reinterred in mass graves in the Maitland cemetery¹⁷.

Permission for exhumation and transfer of the remains to Maitland was granted by the Medical Officer of Health for the Cape Colony, A.J. Gregory. One private exhumation record for vaults numbered 232 and 233 was found in the Medical Officer records dated 1907. The vaults contained 24 family members of the Botha family aged between 1 and 89 years. The vault had been in use from 1825 to 1878¹⁸.

1909

The re-interment of remains belonging to the Lutheran and Presbyterian Cemeteries was completed in April, 1909¹⁹.

1920

Legislation was finally passed on the 10th May 1920 allowing the Council of the Municipality of Cape Town to 'take over' the remaining disused burial grounds²⁰ which included those of the Dutch Reformed Church, and the English and Ebenezer churches. All other burial grounds had been cleared and disposed of by this time.

The DRC were to be paid £11,500 on promulgation of the ordinance, with provision made for the terms of payment. A 1916 valuation of the DRC burial ground (including the new church - see Annexure 3 which indicates the position of the church building) was calculated as follows and used as a guideline for reaching the final purchase price:

Building

Brick and Iron, Condition. Good.

Extent 63 ft. x 34 ft, and 17 ft. x 16 ft.

Value £1,300 plus £250 for wall improvements.

Land value and extent

Frontage 580 ft. Depth 300 ft. @ £75 = £4,350.

580 ft. x 200ft. @ £37.10. = £4,350

Total value £10,250.

¹⁷ CTAR: E.3965

¹⁸ CTAR: MOH 145 (K17B)

¹⁹ CTAR: 3/CT. 4/2/1/85

²⁰ The Disused Cemeteries Act No. 23 of 1920, repealed Acts Nos. 28 of 1906 and 28 of 1909.

On the 22nd July 1920, Secretary of the DRC, Mr. D.J. de Villiers sent the Register of Internments a diagram showing the layout of all burials which took place in the land specified as A, B and C in the Schedule of Act No. 28 of 1906. While he specifically asked for this document to be returned as it formed part of the Archives of the Church²¹, unfortunately despite attempts to locate it by several researchers, no trace of this diagram can be found in church records or at the archive.

A public notice was published on 15th July 1920, giving relatives an opportunity to remove any remaining headstones and remains at their own expense:

“It is hereby notified for general information that the land referred to in Section 1 of the Disused Cemeteries Ordinance, No, 23 of 1920 has now been taken over by the Provincial Administration in terms of Section 7 of the said Ordinance.

It is further notified that in terms of Section 6 of the Ordinance, any person interested has the right reverently to remove at his own expense any remains, headstones or memorial stones upon the lands referred to therein on or before the 13th November, 1920, after which date all the said remains, headstones and memorial stones will be removed to a suitable cemetery by the Provincial Administration.

A. Weisbecker, for Provincial Secretary.”

The final work of clearing the cemeteries and transferring human remains and memorial stones was to be undertaken by the staff of the Cemeteries Board as agents for Provincial Administration, with the assistance of convict labour from Roeland street gaol. It was estimated that at least 1,000 cases would be needed to clear the remains from the DRC burial ground.

In 1920 the DRC reported that human remains had been cleared from the site on which the church now stood, but not from the other sites. The vaults from all three cemeteries had been made level with the ground and headstones placed alongside the outer wall for collection by interested parties. This was done to prevent anyone using the vaults as sleeping places. The exception was Andrew Barnard’s tomb dating from 1809 which had been left standing²².



Plate 2. The unnumbered tombstone of Andrew Barnard who died in 1907. In the distance beyond the Somerset Road entrance gate is the Masonic Lodge Tomb which was among the plots numbered 72 to 75 owned by The Lodge²³.

²¹ CTAR: PAS 2/1064 (L18/1/132) Sale of DRC grounds.

²² CTAR: ibid

²³ CTAR: AG.10

4. BURIAL LISTS

As described earlier, some limitations in carrying out the study have been encountered. Nevertheless, some information is available to document some of those whose were buried in the DRC (and other DR cemeteries).

Five bound copies of burial lists were found in the Cape Archives (VC series), though each contained different information as described below:

1. 624. 1789. List of 148 persons (lots) buried beneath the floor of Groote Kerk in Adderley street. The names and dates of death of the people buried in each lot are provided²⁴.
2. 625. 1791–1835. 179 numbered grave sites along with the names of who was interred therein. On average, each grave contained 10 interments before being declared full and was then closed on authority of the owner of the lot and the Church minister. Each entry ends with the comment that the account had been settled. It is not clear in which cemetery these people were buried?
3. 626. 1832-1835. A book of 55 pages with 20 entries per page, or 1000 entries (burials). Not all were buried in the DRC burial ground as it contains records that a fair number of children were buried in private gardens. Entries also specified whether the burial took place in a privately owned vault (*eigen kelder*), rented vault (*huurkelder*), an owned plot (*eigen grond*), or a hired plot (*huurgrond*).
4. 627. 1824–1826. Alphabetical list of names. Under A is a separate list of people buried outside the burial ground. For some reason these were omitted from B–Z, perhaps not needed for the purpose for which these were copied.
5. 628. 1834. Alphabetical list. This is a copy of the year 1834, the same as is found in the volume containing the 1832-1835 lists.
6. 629. 1837-1839. A book of 159 pages with approximately 20 entries per page (~3180 entries) of persons buried over the three-year period and may include burials in rural cemeteries such as Claremont and Plumstead. Entries contain names of the deceased, age, date of burial and the name of the officiating officer. This equates to approximately 88 burials a month.

The Masonic Tomb

Amongst the notes left by Dr. C.G. Botha, one referred to the old Masonic Tomb, which he states was positioned between the two entrance gates off Somerset Road in the DRC burial ground (Plate 2). He further noted that in 1952 Mr. H.L. Silberbauer, attorney at law, was in possession of two of the Masonic vault entrance slabs which he inherited from his father Mr. C.C. Silberbauer, Lodge Deputy Grand Master. Dr. Botha was of the opinion the slabs were no doubt rescued at the time of the cemetery clearing. The Lodge owned plots numbered 72 to 75.

The Schutte Vault

Herman Schutte, sculptor, and architect of the Green Point lighthouse. He owned plots numbered 70 and 71 which held 13 burials dating between 1831 and 1882.

The Thibault plot and family members buried therein

1. Louis M. Thibault died on 3rd November 1815.
2. Maria Johanna Louisa. Died age 64 on 29th May 1853
3. Catharine Elizabeth. Died age 83 in February 1870
4. John Humphries. Died age 58 on 16th March 1852
5. Elizabeth Maria Humphries. Died age 57 on 2nd June 1852
6. Catherine Margaretha Georgina Humphries. Died age 30 on 2nd September 1859.

²⁴ CTAR: VC 624 - 27.

ANNEXURE 1.

A Select Committee was appointed in April 1904 by order of the Legislative Council to obtain the opinions of the various owners of land in Somerset Road burial precinct. Evidence was called from the following people who appeared before Messrs. Graham, de Smidt, du Toit, Sir H. Stockenström and A. Wilmot (Chairman).

1. The Reverend Dean of Cape Town, Church of England, Western Province.
2. Archdeacon Lightfoot, Church of England, Cape Town.
3. Rev. A.I. Steytler, Dutch Reformed Church.
4. Rev. Bishop Rooney, Roman Catholic Church.
5. Rev. J.M. Russell, Presbyterian Church.
6. Rev. F.N. van Niekerk, Ebenezer Church
7. Mr. J.G. Freislich, Lutheran Church.
8. Mr. J.R. Finch (Town Clerk).
9. Mr. K.N. Teubes, Secretary, Lutheran Church.

The Select Committee of Enquiry was called in response to a Petition submitted by the Consistory of the DRC, in opposition to any assumption of the property known as the Burial Grounds, Somerset Road, Cape Town, for Public Parks or other purposes.

It was noted at the onset of the enquiry that:

1. *Your Committee, having considered the entire evidence, is satisfied that some definite changes are at once necessary, in the public interests, with reference to the various Burial Grounds in and near Somerset Road, Cape Town, wherein for years past burials have ceased.*
2. *In all cases the grants of land were given in freehold, in perpetuity, and for burial purposes.*
3. *The South African Missionary Society was allowed to sell its burial ground, which is now owned by private individuals and used for storing timber.*
4. *The plan will show that the burial grounds are not all together – one indeed is situated close to the former Amsterdam Battery.*
5. *The DRC, in accordance with legal advice, called a meeting of all concerned and obtained consent to vest the land in the Consistory, who hold it is at their disposal, and that it would be grossly unjust to wrest it out of their hands – of course, in this case, as in others, large expenditure has taken place on the ground, walls etc. In the case of the Lutheran Church alone it is stated to have amounted to £6,500.*
6. *The Scottish, Lutheran and Ebenezer churches are all willing, at their own expense, to remove, reverentially the remains of the dead, and place them in the new Cemeteries. They consider that the disposal of the land purely for Church purposes, or Church funds, should remain in their own hands.*
7. *The Roman Catholic Church, with the consent of all concerned, desires reverentially and at their own expense, to remove the remains of the dead to a new Cemetery and use the ground for the construction of a Salesian Institute for the purpose of teaching white waifs and strays, irrespective of creed, various trades and thus converting them into good citizens.*
8. *The Church of England does not desire the removal of the remains of the dead from their cemetery and expresses a wish that the entire area should be converted into a Public Park or garden. The Dean of Cape Town is in favour of its being used as a playground, but the Archdeacon of the cape is not of the same opinion.*
9. *The Town Council of Cape Town has come to a definite conclusion without apparently giving full opportunities to the various Churches for laying their cases before them. They desire to convert all the burial grounds in(to) open spaces for the people.*
10. *Under all circumstances your Committee recommend that a Bill be introduced by the Government this Session, conferring full powers upon His Excellency the Governor in Council to adjudicate upon the entire subject within six months from the date of promulgation of the said Bill.*

*Signed A. Wilmot. Chairman,
Committee Rooms,
Legislative Council, 21st April, 1904.*



The Select Committee report included this diagram. The yellow outlined area represents the full extent of the DRC burial ground. The small insert shows the actual PPTL site (blue) superimposed on the old cemetery. Current erven shown in red.

ANNEXURE 2

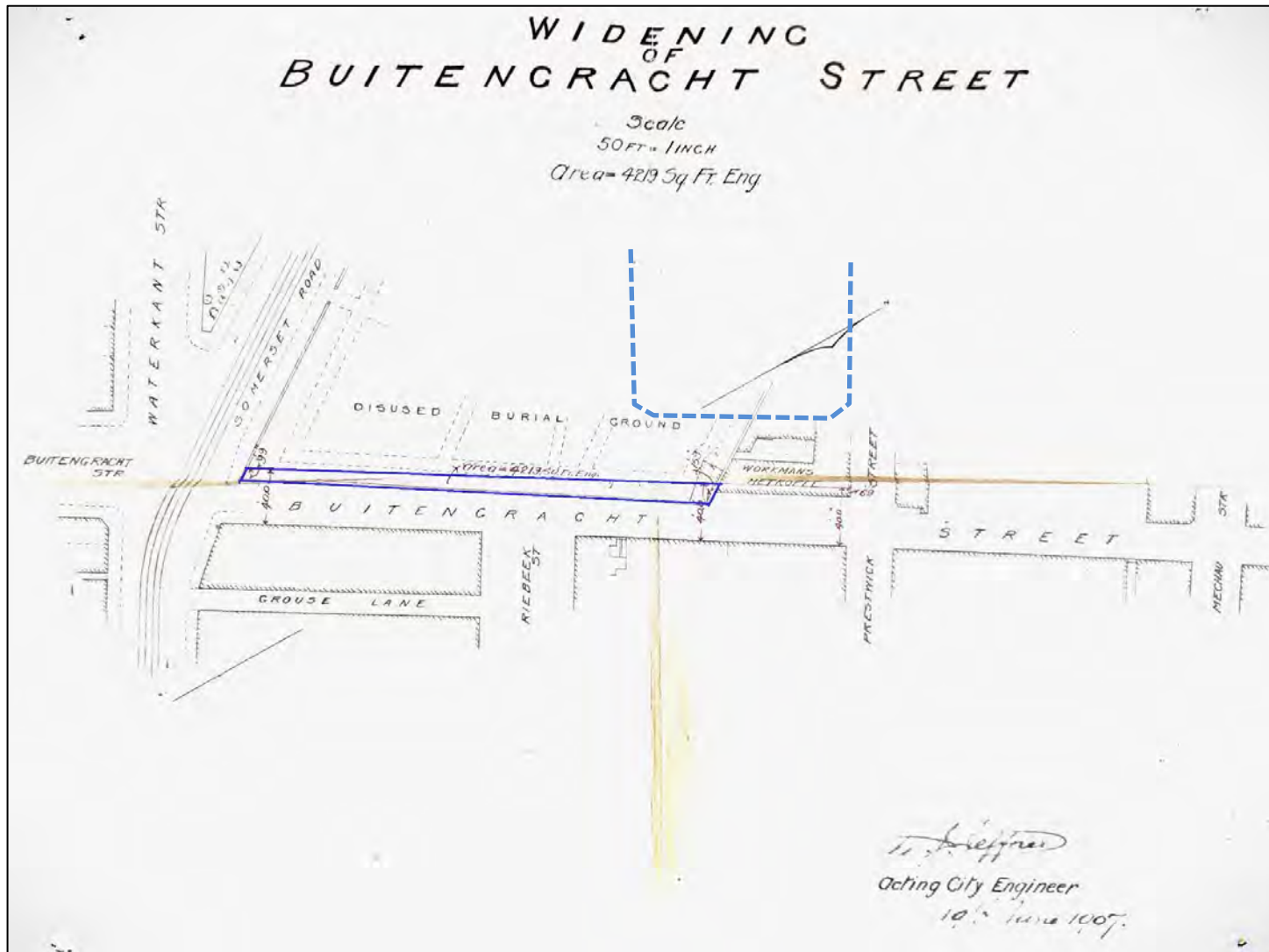
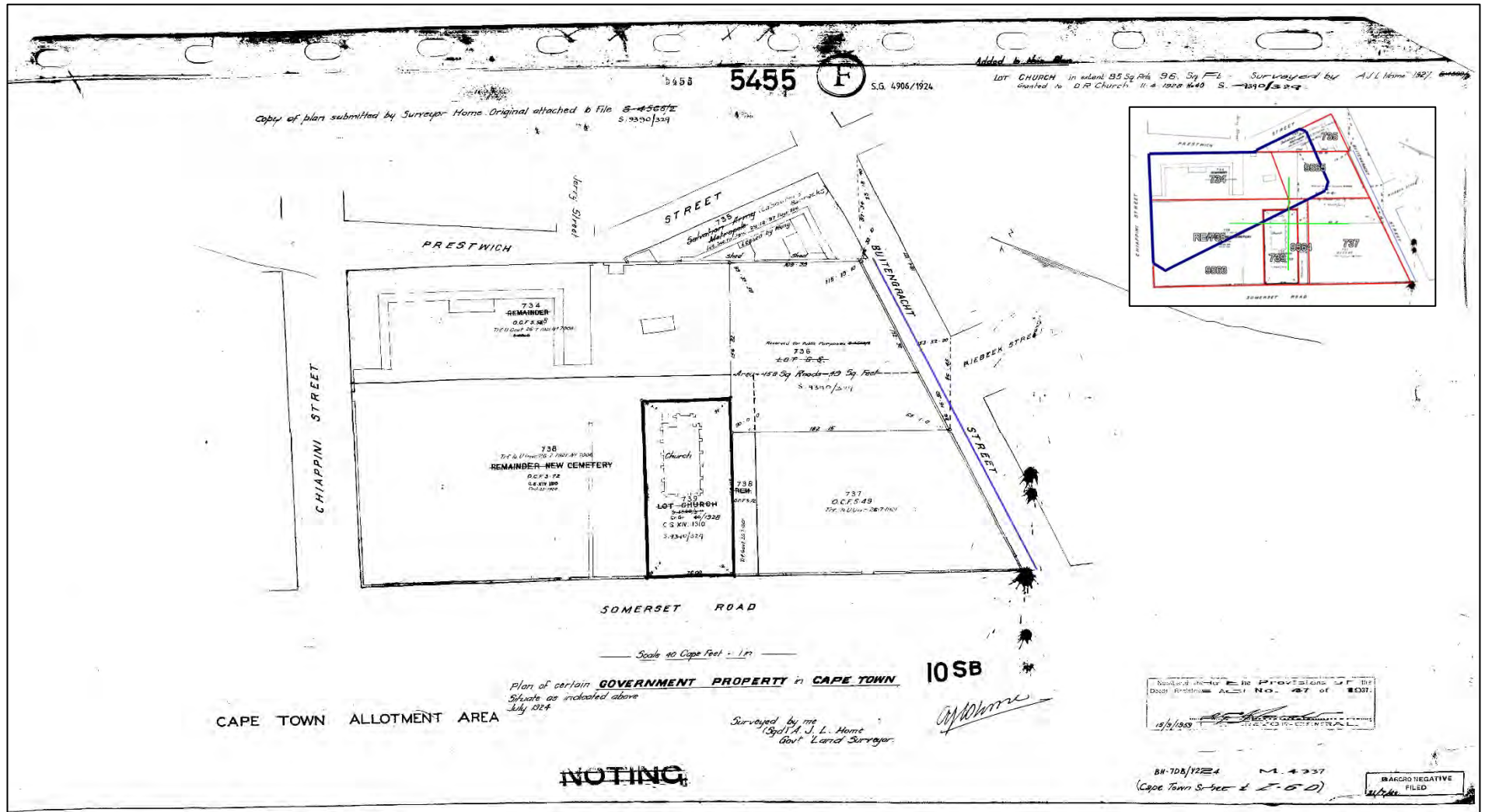


Diagram showing the area requested for road widening. An approximate position of the PPTL site closest to Buitengracht Str is shown by the dashed blue line. Only approximate as this drawing is difficult to overlay exactly on the current cadastral boundaries (possibly some warping when copied).

ANNEXURE 3.



1924 Surveyor General noting sheet describing the position of the church building. The small insert shows the actual PPTL site (blue) superimposed on the old cemetery. Current erven shown in red.

Annexure 2: list of burials for the South African Mission Society Burials (First three years)

CA Church Records (1/7) p 128: List of those buried in the graveyard during the first three years (Also has list of children born into the Mission)

Name	Age	Sex	Date
1 kind van Geswind Doffers	7 days	F	27 March 1818
Barend Liebenberg	55 years	M	15 April 1818
1 kind van Michiel Africanes	6 days	M	1 July 1818
1 kind van Kobus Witbooi	7 days	M	12 August 1818
1 kind van Jephtha Johannes	8 days	M	1 September 1818
1 kind van Claas Pieters	25 days	M	15 September 1818
Frederick Platje	60 years	M	20 September 1818
Jan Bantam	45 years	M	15 January 1819
1 kind van Platje Hermanus	8 days	M	28 January 1819
1 kind van September	8 days	M	29 January 1819
1 kind van Pretorius Tromppetter	8 days	M	30 January 1819
1 kind van Windvogel Tulp	4 months	F	10 February 1819
1 kind van Kobus Witbooi	8 days	F	12 February 1820
1 kind van Jan Booij	25 days	M	10 March 1820
1 kind van Claas Pieter	9 days	M	15 March 1820
1 kind van Steven Platjies	26 days	F	26 March 1820
1 kind van September	1 month 5 days	F	28 March 1820
Anaat Booy	26 years	F	10 April 1820
Adam Kastelyn	15 years	M	15 April 1820
Klara January	17 years	F	15 May 1820
Mietje Goliath	30 years	F	20 April 1820
Bard Baard	56 years	M	5 June 1820
Jan Hes	49 years	M	10 July 1820
1 kind van Klaas Stoffel	8 days	M	24 July 1820
Mietje Bantam	40 years	F	4 September 1820
Antjie Carolus	58 years	F	15 September 1820
Lys Bootsman	57 years	F	20 September 1820

Annexure 3: De Lima 1855. List of occupations

Location/street	description	Name	Number of occupants	job
Ward 3 1. Buitengracht cnr Waterkant	Opposite church yard	John Leton	2	mariner
2.		Thomas Stevens	2	boatman
3.		William Davies Joanna Jansen		Mariner Occupation not listed
4.		Johannes Timmerman		shoemaker
5.		Geo Berkley Hensen Clarence Hensen	2	accountants
6.		Matthias Verceil		
7		William Cameron		fisherman
Ward 2 Prestwich/ Buitengracht		James Scott, David Roberts		mariner
103			11	Mariner boatman
104		Jacob J de Villiers Wm Bendall	11	Mariner baker
105	Muslim	Erderie Broan Adriana W Abdol	4	shopman
Ward 4 Starts Chiappini cnr Somerset				
1		Elizabeth Edwards		widow
2.		Pieter Christian David Cole		Shopkeeper shipwright
3 Store Wicht				
4.		Joseph Zacharias Philida Serona Smith		Fisherman widow widow
5.		Alex Livinstone Elizabeth wife of Christian Claasen		boatman

Street along North Arm Jetty behind Mechau 1.		Fritz Brown		
2.		Mary John Randall Robert Bridgens Ge Bridgens	12	Widow Boatman boatman
3 Edward Thoroughgood	Customs House			
4		Jacob Adrian Rooza Thomas Steyn Wm Johnson		Tailor boatman
2		Charles Bestwich	6	boatman
3.		Henry Church Sarah Anthony Marshall	5	Boatman Widow
Ward 4 Somerset Road- starts at Buitengracht	DRC yard			
1 and 2 Thompson and Watson Coal Stores				
3		Charles Prins	5	shipwright
Ward 4 Somerset Hospital		John Lowrie George Cooke John Mason John Plunkett John Lion John Jennings Mary Kitchen Peter Manuel Paupers	 16, 30	Steward Ward attendants porters laundress cook

Annexure 4: Names of Residents living in District 1900-1953 onwards

Focus area: terraced housing

Rationale: Terraced housing occupied five main precincts in the focus area by c1900 (Thom survey), namely:

1. Jerry Street area (demolished 1936 - slum clearance)
2. Amsterdam Street and Dock Cottages
3. Schiebe Street block
4. Cobern Street block
5. Ebenezer Street area

The street directories provide the names of residents in these areas. The following tables provide a representative sample of people who lived in these precincts over time, based on the street directories for selected streets in these precincts.

The final column is from data obtained from Collier M. The maps are from the Thom survey c1900, and Goad fire insurance maps, 1925 to 1956.

Precinct 1: Jerry Street (demolished 1937)



1900



1925

	1900	1902	1922	1933	Houses demolished
Side		Name	Name	Name	
Left side					
		Short T and Company Vulcan ironworks			
1 cnr with Mechau		Peters Nicolas general dealer		1-5 listed as 'Coloured'	Demolished 1936
3		Mrs McGee			
5		Erntzen Hendrik			
7-9		Prestwich Monumental Works [stonemasons]		7. Stores	
11		Lind Godfrey		9-13 listed as 'Coloured'	
13				Shakespeare Bar	
Right side					
Cnr Prestwich		Attwell and Co Stores			
Cnr Mechau		Shakespeare Hotel		Street listed as 'Coloured'.	
2		Carlo L Bootmaker			
4		Daniels J			
6		Reich George			
8		Prins Peter			
10		Diedericks Johannes			
12 cnr		Cross D General dealer			

Precinct 2: Amsterdam Street



1900



1925



1956

	1900	1902	1922	1933	1948 onwards (No specific dates)
Side		Name	Name	Name	
Left side					
Street number	Mills, S B Builders and Contractors	Cape Quarries			
		Thomson Watson & Co Coal Stores			
	Sedgewick and Co Wines Stores	Sedgewick & Co Wine Stores			
	McKenzie & Co Stables and barracks	McKenzie & Co Stables			
Dock cottages Railway owned					
1	Ernst C	Ernst C Senior			Henry
2	Newman G	Newman G			Ajam Mohammed
3	Richards W	Richards W			Matthews Stanley

4	Kemp C	Kemp C			Petersen Saunders
5	Peters F	Peters P			Bassadien
6	Harvey J	Harvey J			Adams Jacobs
7	Ernst C	Lashmere M			Denis Hans October
8	Collison W	Collison W			Ajam
9	Quiller C	Quiller C			Bassadien Da Silva
10	Hammant H	Hammant H			Abrahams Stanley
11	Nicholls F	Nicholls F			Jones Smith Swartz
12	Tehart W	Soderblom			Dauids Freeman
13	Kalmer H	Collison R			Benjamin Safodien
14	Maggot Mrs	Miller H			Brown Hopley Regter Theunissen
15	Lashmore Mrs	Rumble Charles			Isaacs
16	Koopman Mrs B	Thomson D			Lewis
17	August F	August F			Lindt Steneveldt
18	August J	Collison A			Lawrerencc Martin Morris
19	Mercury R E	Mercury R E			Bassadien
20	Rayner Mrs	Rennie T			Ourson
21	Mulligan Mrs	Mulligan T			Dollie
22	Allchin J	Allchin J			Felix Hoosain Majal Mitchell
23	Hankey T	Hankey T			Lentoor

24	Rumble F	Rumble F			Davids
25		Collins Mrs C			Morris (see 1902)
26		Lee Arthur			Maritz Petersen (see 1902)
27		Petersen P			Mitchell Saal
28		Maggott J			Adonis Faro
29		Voges J			Arries Cleophas
30		Hill William			Keur Lewis Logenstein
31		Morris A			Martin Saaiman
32		Felix J			Baaitjies Jones
		Purcell Yallop and Everett Timber Store			
Dunluce Terrace					
6	Wilson J	Wilson J			
5	Gandy Costumier	Gandy, H Costumier			
4	Rowe F	Mc Callum W			
3	Mrs Morris	Morris J Plumber			
2	Isemonger L	Soper Samuel			
1	Johnson	Clifford J Irwin M			
Right side	(Not numbered) Kemsley general dealer		2 Mancini C Hairdresser		Mohamed Call
	Indian book shop		4. Hunt E		Collison Green Morris
	Brink J H		6. Annex to PVE Mancini A		Adams Minaar
			8.		Jackson Rhodes Lawrence Taliep
	Gomes Mrs		10 Evon L		Achilles

					Adams Lullie Morris Rhodes
	Pole Mrs		12 Tebona P		De Bruyn Krynauw
	Kemsley general dealer		14 Collison A		Heuvel Meyer Slabbert
	Phillip Bros Tiber Yard	Philip Bros Timber Stores	16-22 Purcell Yallop and Everett		
			24-54 Harbour Board Cottages 1-53 Harbour Board Cottages		
			62-74 Sedgewick and Co Ltd		
			76 Danvers & Co merchants		
			78-82 Stores [warehouses]		

Precinct 3: Schiebe Street



1900



1949

	1900	1902	1922	1933	1948 onwards
		Name	Name	Name	
Left side from Alfred Street New Dock Hotel	New Dock Hotel Mrs M South Proprietor	Mrs M South proprietor			
1	Salvan F	Salvarto Frank	Green G		
3	Baker J	Baker James	Back of premises		
3a	Christiansen M	Robinson William	Back of premises		
5	Miller A	Ciarawin M	Back of premises		
7	7-9 identified as 'Coloured people'	Delcol M	Webb H		

9-11	Backman J		Backman		
Right side					
2	Williams Mrs	Bosco	Benna V		
4	Green G	Green G	Naar F		
6	April J	Mealey, Joseph	Romano		
8	Hansen P	Scallibeno A	Identified a 'Coloured'		
10	George Jonathan	George, Jonathan	Identified as 'Coloured'		
12	Colley A		Ramas J and Martheze J		
14	Constable J		Faure Mrs M		Le Roux Meyer Vraagom

Precinct 4: Cobern Street



1900



1925



1953

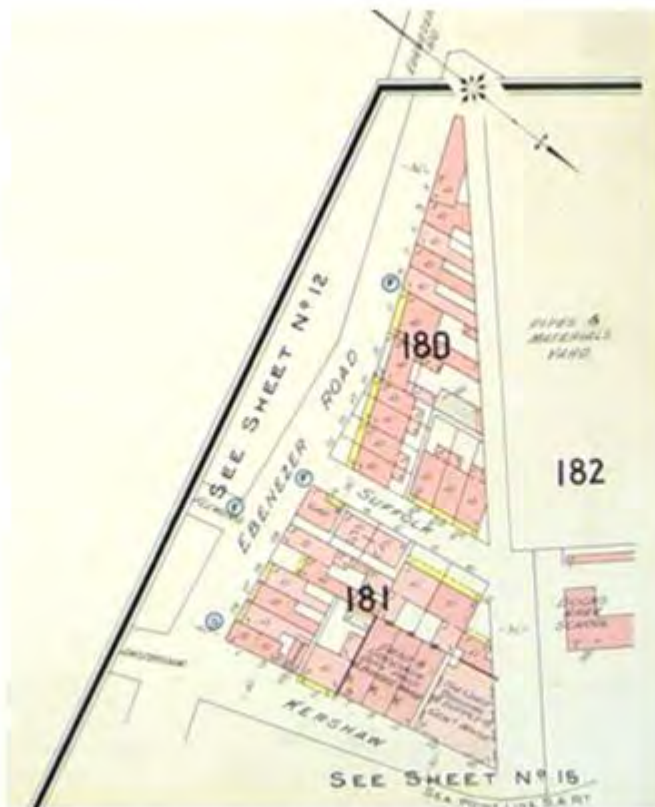
	1900 From Street Directory	1902 From Street Directory	1922 From Street Directory	1933 From Street Directory	1948 onwards From listed M Collier Based on parents addresses at Prestwich Primary School
Side		Name	Name	Name	
Left side					
cnr	Thistle Hotel	Thistle Hotel Bowling Alley			
1	Sasman M	Padley Geo	St Patrick's Hall	1-7 Premises identified as "Coloured"	
3	Campbell David	Campbell David	Jansen Isaac		
5	Booth J	Lemonski Isaac	Stables		
7	Kingsley A	Rogers T, Signwriter	Stables		
9	Fano Joseph	Fano Joseph	De Filippo J	Davids J	
11	Allison A	Perry William	Partridge W	Bulaer S	Daniels Salie
13	Lewin M	Nickells James	Marzo Joseph	Salvarto F	Safodien Scholtz
15	George M	Holtman C	Messina N	Alfino G	Alfino
17	Merrifield R	Mc Shane James	Woods Robert	Woods Mrs S	Ernstzen Price
19	Ainsbury David	Ainsbury David	Manco a	Garcia G	Amond Jappie
			21 Beck hairdresser	21 Jones H cobbler	
				23 Saayman n	Booyesen Jacobs
Right side					
cnr		Lieberg Isaac, General dealer	Eames B General dealer		
2	Morta J	Morta James	Ruffalowitz M	Ruffalowitz M	Beckett, Cupido
4	Fenn S	Blake Mrs	Rutgers M	Toffar R	Alias Osman Sadan Tofaar Williams
6	Dempsey P	Schultz Mrs	Hawkins	listed as 'Coloured'	Hoosain

8	Ball J	Ball J	;Coloured'	Listed as 'Coloured'	Hoosain
10	Peffer J	Peffer J	Jutzen D	Bernardo F	Dreyer Salie
12	McKay R	Hunter Joseph	Figlimenis J	Listed as 'Coloured'	Adams Hendricks
14	Nolan P	Nolan P	Marzo C	Hefe F	Lemon
16			16. Rodrigues C	Joshua K	Broadley Fraser Hoosain Rhoda Swartz Valentine
18			18. Scalabrino A	Listed as 'Coloured'	
20			20. Garcia	Jaapie G	
Cnr with Prestwich	St Patricks Hall	St Patricks Hall	Thistle Hotel	Thistle Hotel	

Precinct 5: Ebenezer Road



1900



1925



1949

	1900	1902	1922	1933	1948
Side	Name	Name	Name	Name	
Left side					
Amsterdam Battery	Amsterdam battery	From Amsterdam Battery		From Somerset Road	

Wilson R & Co Loading Stores				Municipal Vehicle Inspectors Office Traffic Control Department City Engineers Department Stores Yard	
1	Dundee Villa Captain M Swan	Dundee Villa Captain M Swan	Hardman Mrs	1a Payne C J Corporation Cottage	
3&5	McCallum W grocer Fitzgerald Mrs	Campbell & Co grocers	Totos, Lund	Deasy H, Olsen P	
7	Veitch James	Veitch James	Gibb Mrs J S	Schut J	
9	Soper G	Dixon Wm and Soper George	Wards R	Lund P S	
11	Tripe T	Caporn & Co Ltd Brick and Manufacturers, Coal Importers	Davies Mrs A 'Hope Cottage'	Hersey J 'Hope Cottage'	
13	Parrack W J	Parrack W J	Kavanagh Mrs L	Moodie W	Saunders
15	McArthur William	McArthur William	Starbard J	Addinall H general dealer	Bhoola Naran Vallh Van Rooyen
17	Cramond J S	Johnson Andrew	Burrows A W	-	
19		Cruse J P	Leeson J	Leeson J	
21	Smith W	Smith William	21-	Van Rooyen D Cnr Suffolf Street Goolam EB General dealer 21 a Davies Mrs R	Mohamed
			23. Napparelli Mrs E	Napparelli and Siegfried: polony and sausage makers	
			25. Mc Luckie A	Bowden J F	
			27. Muirenan Sergt	Hockey Mrs J	
Tara cottage	Gandy H	Mrs Gordon	29. Jones W	De Wet Tara Cottage	
			31 Kerr		
Cemetery [SAMS]				Purcell Yallop and Everett timber Yard Immigrants Detention Depot	
Right side					
Cnr Prestwich Street		Stupel and Sive, general dealer	2-4 Gearings	2-4 Gearings Ltd Engineers (Atlas Works) , Purcell Yallop and Everett timber Yard	

		Crawford William			
		Brimscombe Cecil			
Tyne Villa	Airedale Villa: Hurrell H	Snowball J T			
2 (cnr) Boarding House	Mrs Martin Boarding House	Mrs Martin	2-4 Workshops :Gearings	Gearings Ltd	
4	Mrs D J Morris	Mrs D J Morris	2-4 Gearings		
6	Lawson Charles	Larson Charles	Tidente J	Gearings Ltd (stores)	
8	Hellings Mrs	Tamlin Mrs		Purcell Yallop and Everett (stores)	
10	Kavanagh L	Kavanagh Lawrence		ditto	
12 Hope Cottage	Harvey A J	Hansford William		Mrs S A Derbyshire	
14	Kendall J	Kendall J	Carr Donald Grocer	Carr D grocers	
16	White W	Spencer J	Barker Mrs G	Venier A	
18	Davies Thomas	O'Connell Michael	Goolam E general Dealer	Dock Road Repairing shop	
20	Furnell G	Davies Thomas		SAR&H grounds	
22	Tutton T	Tutton Thomas	Harbour Board Cartage	Dock Road Gates	

Annexure 5: Impact of Slum Clearance on the residents of District One: the Jerry Street area.

Jerry Street ‘Slum Clearance Area’

Table 1: Owners and occupiers of affected buildings.

Table 2: Tenants affected by ‘slum clearance’

Table 1: Owners and occupiers of affected buildings

Note: The number of occupiers could not be established for all the affected properties. The figures indicate variation in the numbers involved. The Medical Officer of Health reported to the City Council that 300 people occupied these properties at the time of the slum clearance investigation. The addresses provide insights into the relationship of the owners to their properties.

Address/street	Owner	Owner’s address	Occupiers
2 Jerry	Mohamed Hassan	93 Chiappini Street	-
3 Jerry	Arthur Wilson	c/o Colonial Orphan Chambers	14
4 Jerry	Mohamed Hassan	93 Chiappini Street	2
5 Jerry	Ismail Salie	14 Napier Street	24
6 & 8 Jerry	Estate late Mohamed Halim Executors: Sulieman Mohamed M Y Valibed	60 Waterkant Street General Dealer, 60 Waterkant Street Merchant, 342 Hanover Street	32
10 Jerry	Mohamed Said Nagar	9 Helliger Lane, Cape Town	1
1 Jerry	Mohammed Hassan	93 Chiappini Street	9
7 Jerry	David Schaffer Moses Rabinowitz	“Aireville”, Church Road, Muizenberg 136 Adderley Street	School: 100 children
9 Jerry	Dawood Amien Ebrahim Mohamed	78 Waterkant Street	-
11 Jerry	Dawood Amien Ebrahim Mohamed	78 Waterkant Street	18
12 Jerry	Dawood Amien	78 Waterkant Street	-
14 Jerry	Ebrahim Mohamed Sheik Abdulla	33 Mechau Street	6
31/33 Mechau	Abdol Rhaman Mohamed Sharif Mohamed	-	-

	Korahim Mohamed Ahmed Khan Omar Mohamed		
35 Mechau	Ohlsson's Cape Breweries Ltd	Shakespeare Hotel and Bar	-
37 Mechau	Sorabjee Novarojee Gorralla		-
39 Mechau	Ebrahim Mohamed Shaik Abdulla Rahman	33 Mechau Street	-
41 Mechau	Ebrahim Mohamed Sheik Abdulla Rahman	33 Mechau Street -	-
23 Chiappini	Emmanuele Zammit	'St Croix', Main Road, Green Point	-
25 Chiappini	Emmanuele Zammit	'St Croix', Main Road, Green Point	-
27 Chiappini	Emmanuele Zammit	'St Croix', Main Road, Green Point	-
29 Chiappini	Emmanuele Zammit	'St Croix', Main Road, Green Point	3
34 Prestwich	Ahmed Ruknodien	22 Mechau Street	-
38 Prestwich	Sharif Mohamed Ebrahim Mohamed	115 Bree Street	18
40 Prestwich	Emmanuele Zammit	'St Croix', Main Road, Green Point	-
42 Prestwich	Emmanuele Zammit	'St Croix', Main Road, Green Point	9
44 Prestwich	Emmanuele Zammit	'St Croix', Main Road, Green Point	13
2 Mechau Lane	Sorabjee Novarojee Gorralla	'Fir Lodge', Parry Road, Claremont	12
4 Mechau Lane	Sorabjee Novarojee Gorralla	'Fir Lodge', Parry Road, Claremont	6
6 Mechau Lane	Sorabjee Novarojee Gorralla	'Fir Lodge', Parry Road, Claremont	-

Table 2: Tenants affected by ‘slum clearance’

Note: Note: Health inspectors provided the details below to the Chief Health Inspector during the Jerry Street Slum Clearance investigation. The table lists the chief tenants and sub-tenants, and arrangements for rent payment. The table lists 88 tenants living in 27 properties identified for ‘slum clearance’.

The names of the tenants indicate the racial mix of the occupants. African names predominate in some properties, but not exclusively. Other names suggest a range of origins, but not necessarily race groups, given names common across various population groups. Most of the tenants were men, while women were in the majority in some properties.

Address	Chief tenant & Sub-tenant	Name	Rent payable	Remarks
31 Mechau Street	Tenants	D Johnson Archibald Mosieling Joe Isaacs Jacob Isaacs G Prince	Weekly	Rent paid directly to owner: Ebrahim Mohamed, general dealer at 33 Mechau Street.
14 Jerry Street	Chief tenant Sub-tenant	Packrie Moodley Mrs S Walter	Monthly Weekly	Monthly rent paid directly to owner: Ebrahim Mohamed, 33 Mechau Street, owner. Weekly rent paid to Moodley.
12 Jerry Street	Chief tenant Sub-tenant	G Lopez J Jacobs	Weekly Weekly	Rent paid to G Lopez. Property owned by Dawood Amien.
6 & 8 Jerry Street	-	-	-	‘Vacant’. A separate MOH report indicated 32 occupiers paying rent to a single chief tenant. They may have been evicted by the time of this investigation.
10 Jerry Street	-	-	-	‘Vacant’. A ‘European clergyman’ previously occupied the property, owned by Imam Mohamed Said Najar, according to a separate report.
4 Jerry Street	Tenants	L Filander C Human P Louw	Weekly	Paid Mohamed Hassan, owner.

23 Chiappini Street	-	-	-	'Vacant'. Property owned by Emmanuele Zammit.
2 Jerry Street	Tenants	John Tala Admin Mloko Gilbert Tifani John Hoskin	Weekly	Paid to Mohamed Hassan, owner
1 Jerry Street	Chief tenant Sub-tenants	Miriam Bakan Philamon Gabozi William Miles Lettie Myama Cecil Newman	Monthly Weekly Weekly Weekly Weekly	Monthly rent paid to Mohamed Hassan, owner. Weekly rent paid to Bakan.
3 Jerry Street	Tenant	Ambrose Settee Abdol Abrahams Susan Longelos Magdalena Myimbana John Ntsondo	Monthly Weekly Weekly Weekly Monthly	Rent paid to Albert Tancy, status and address unknown.
5 Jerry Street	Chief tenant Sub-tenants	Howard Williams Henry Williams Hans Botha J Mathews	Monthly Weekly Weekly Weekly	Monthly rent paid to Ismail Sallie, owner, 14 Napier Street. Weekly rent paid to Howard Williams.
9 Jerry Street	Tenants	Jacobus Meyer Peter Nkula Mary Moses Margaret Meyer Attie Filander	Weekly Weekly Weekly Weekly Weekly	Rent paid to Ebrahim Mohamed, 33 Mechau Street, owner.
11 Jerry Street	Tenants	Henry Lopez David Meyer David February Elizabeth Swartz Henry Martin	Weekly Weekly Weekly Weekly Weekly	Rent paid to Ebrahim Mohamed, 33 Mechau Street, owner.
2 Mechau Lane	Sub-tenants	Alex Kelly Samuel Booth	Weekly	Rent paid to Katherine Kelly, 4 Mechau Lane (owner 'not collecting any rents for property')
4 Mechau Lane	Tenant	Katherine Kelly	Weekly	-

6 Mechau Lane	Sub-tenant	Kathleem Sibzia	Weekly	Rent paid to Katherine Kelly, 4 Mechau Lane (owner 'not collecting any rents for property')
37 Mechau Street	Tenants	Charlie Oyuja John Daniel William Williams Joe Davids	Weekly Weekly Monthly Weekly	Owner 'not collecting rents for property (one room vacant)'.
39 Mechau Street	Tenants	George Frederickse Cronje Mbang Farrington Bhai Albert Nteni John Priestley	Weekly Weekly Weekly Weekly Weekly	Rent paid to Ebrahim Mohamed, 33 Mechau Street, owner.
25 Chiappini Street	Tenant Sub-tenants	Mrs Minnie Benton Thomas Peiblo Joe Rickenveld	Monthly Monthly Monthly	Rent paid monthly to Minnie Benton.
41 Mechau Street	Tenants	David Henecke Chris Meyer William Coenraad David Mafusa Ismail Leboela	Weekly Weekly Weekly Weekly Monthly	Rent paid to Ebrahim Mohamed. 33 Mechau Street, owner 'Boot repair shop'
27 Chiappini Street	Chief tenant Sub-tenants	Mrs Dora Japhta Lewis Bartlett J McKenzie	Monthly Monthly Monthly	Chief tenant rent paid to owner, Emmanuele Zammit, York Hotel, Green Point. Sub-tenants paid rent to Dora Japhta.
44 Prestwich Street	Tenants	Theunis van Schalkwyk Mrs Rose Cairns Jacobus Nicholas Michael Fernandez Frances Langerman	Monthly Monthly Monthly Monthly Monthly	Rent paid to owner Emmanuele Zammit, York Hotel, Green Point.
42 Prestwich Street	Tenants	Nicholas Seas Stanfield Reinke J Branacombe Ebrahim Hendricks	Weekly Weekly Weekly Weekly Weekly	Rent paid to owner Emmanuele Zammit, York Hotel, Green Point

34 Prestwich Street	Tenants	Z Nlebe Solomon Makapela Teba Qabaze Thys Morgendal	Weekly Weekly Weekly Weekly	Paid to owner, Ahmed Ruknodien, 133 Newmarket Street, Cape Town
40 Prestwich Street	Chief tenant Sub-tenant	Mrs Jane George Hester Lopez Mrs Emily Gezardi	Monthly Weekly Weekly	Monthly rent paid to Rent paid to owner Emmanuele Zammitt, York Hotel, Green Point. Weekly rent paid to Jane George.
38 Prestwich Street	Chief tenant Sub-tenants	Thomas Elliott Mrs E Hofman Mrs Janap Carelse William. Frederickse Mrs Winnie Petersen	Weekly Weekly Weekly Weekly Weekly	Thomas Elliot paid rent to Ebrahim Mohamed, joint owner with Sharif Mohamed. Sub-tenants paid rent to Elliott.

Appendix 6: The impact of town planning and road widening on the focus area. The Western Boulevard Scheme

Properties acquired for the Western Boulevard

Note: The following table shows properties acquired by the City of Cape Town for the development of the Western Boulevard, based on information from Deeds Office registers, Surveyor General diagrams, City Map Viewer and the Thom survey of 1900 –.

Addresses were sourced on City Map Viewer and the Thom survey. Addresses obtained from the Thom survey are not necessarily accurate but indicate the most likely position of the properties concerned. The Deeds Office registers refer to erven and not street addresses.

Most of the properties concerned were terraced houses cleared to make way for the boulevard, displacing the resident population. The table lists 65 properties owned privately and by business, grants of State land, and land already owned by the City of Cape Town.

Erf	Address	Transfer date	Transferor	Transferee	Basis
19	16 Ebenezer Road	13/4/1965	Est late Mary Lund	City of Cape Town	Sale
20	18 Ebenezer Road	13/4/1965	Est late Mary Lund	City of Cape Town	Sale
21	22 Ebenezer Road	23/9/1965	Estella Negus	City of Cape Town	Sale
22	24 Ebenezer Road	17/5/1965	Emil Napparell	City of Cape Town	Sale
23	28 Ebenezer Road	2/8/1972	Osman Bata	City of Cape Town	Expropriation
24	38 Suffolk Road	21/9/1965	Suffolks Investments	City of Cape Town	Sale
25	36 Suffolk Road	2/6/1965	George Whiting Cyril Lind	City of Cape Town	Sale
26	34 Suffolk Road	2/8/1972	Osman Ebrahim	City of Cape Town	Expropriation
27	32 Ebenezer Road	13/5/1965	Percival Govan	City of Cape Town	Sale
28	30 Ebenezer Road	2/9/1965	Cecil Levitt Harold Levitt	City of Cape Town	Sale
29	26 Ebenezer Road	20/2/1968	Kasi Kasan Naran Vallabh	City of Cape Town	Expropriation
30	Subdivided – see erven 23, 26, 27, 28 and 29.				
31	4 Suffolk Road (Rattray Cottage)	6/5/1965	Wilfred Smith	City of Cape Town	Sale
32	2 Suffolk Road	26/11/1965	Hilie Dembitzer	City of Cape Town	Expropriation
33	2A Suffolk Road	5/5/1965	Kershaw Investments	City of Cape Town	Sale
34	5 Amsterdam Road	5/5/1965	Kershaw Investments	City of Cape Town	Sale
35	3 Amsterdam Road	5/5/1965	Kershaw Investments	City of Cape Town	Sale

36	1 Ebenezer Road (Tara Cottage)	14/3/1966	Francisco Pereira	City of Cape Town	Sale
37	42 Ebenezer Road (Airedale Villa)	3/3/1967	Carl Siegfried	City of Cape Town	Sale
38	40 Ebenezer Road	11/11/1966	Joao Rodrigues	City of Cape Town	Sale
39	4A Suffolk Road	2/8/1972	Osman Ebrahim	City of Cape Town	Expropriation
128	74 Prestwich Street	30/6/1948	Gearings Ltd	Gearing *& Jameson Ltd	Company name change
129	74 Prestwich Street (burial ground)	Subdivided SA Missionary Society land granted by the Burgher Senate 15/4/1840 – see erven 130, 133, 142, 146, 164, 166, 167, 168, 172, 173, 174.			
134	Ebenezer Road (road widening, northeast corner of the burial ground)	27/2/1903	Purcell, Yallop & Everett	City of Cape Town	Sale
135	19 Ebenezer Road	8/6/1966	Gearing & Jameson Ltd	City of Cape Town	Sale
136	21 Ebenezer Road	8/6/1966	Gearing & Jameson Ltd	City of Cape Town	Sale
137	23 Ebenezer Road	2/8/1972	Osman Ebrahim	City of Cape Town	Expropriation
138	27 Fleming Road	18/8/1966	Venancio Gonsalves	City of Cape Town	Sale
139	25 Ebenezer Road	18/8/1966	Venancio Gonsalves	City of Cape Town	Sale
140	29 Fleming Street	9/5/1967	Est. late Sam Frank	City of Cape Town	Sale
141	31 Fleming Street	9/6/1966	Shaik Mohedien	City of Cape Town	Sale
142	Fleming Street (subdivided)	Subdivided 1882 – 1887: erven 135, 136, 137, 138, 141.			
143	Fleming Street (adjacent graveyard)	6/9/1966	Maria Bailey	City of Cape Town	Sale
144	Fleming Street	31/8/1960	Syjena Jumowicz	City of Cape Town	Sale
145	Fleming Street	31/8/1960	Syjena Jumowicz	City of Cape Town	Sale
146	Fleming Street	31/8/1960	Syjena Jumowicz	City of Cape Town	Sale
147	Fleming Street	11/3/1968	Allie Rawoot	City of Cape Town	Expropriation
151	Burial ground (SG 78/1818). Subdivided into 3 portions, bisected by Cardiff Road	SA Missionary Society land granted 3/4/1818: subdivided – see erven 131,132, 150. Small remainder transferred from Anthony Benning to James Morgen 11/4/1902.			
163	Bennett Street (remainder) Harbour Board land (housing)	Subdivided land granted by the Burgher Senate to the Dutch Reformed Church 26/2/1830 – see erven 178, 128, 175, 150, 162, 152, 153, 160, 157. The DRC transferred the remainder on 8/10/1920 to the Union Government. CRT subsequently registered Erf 110441 as property of the Republic of South Africa on 30/11/1978.			
164	37 Ebenezer Road	13/10/1967	Cranne Properties	City of Cape Town	Expropriation
165	Road widening, Amsterdam Road	1/7/1898	William Beatty	City of Cape Town	Sale
166	Corner Amsterdam and Ebenezer Roads	12/10/1967	Cranne Properties	City of Cape Town	Expropriation
167	41 Amsterdam Road	12/10/1967	Cranne Properties	City of Cape Town	Expropriation
168	39 Fleming Street	12/10/1967	Cranne Properties	City of Cape Town	Expropriation
169	27 Amsterdam Road	2/8/1966	Harold Ashwell	City of Cape Town	Expropriation

			May Ashwell		
170	25 Fleming Street	8/10/1968	Mordechai Rosenblitt	City of Cape Town	Expropriation
171	23 Fleming Street	19/11/1903	Andrew McKenzie	City of Cape Town	Sale
172	Fleming Street	Subdivided 1903 and 1930 – see erven 171 and 170.			
173	Fleming Street	Consolidated 1930 – see Erf 170.			
174	Fleming Street	Consolidated 1930 – see Erf 170			
175	Dock Cottages, Bennett Street	23/2/1900	Regrant	Table Bay Harbour Board	CoCT grant
176	60 Liddle Street	31/10/1978	Grant	City of Cape Town	Consolidated into Erf 110442
177	60 Liddle Street	26/5/1902	Andrew McKenzie & Co	Table Bay Harbour Board	Sale. Consolidated into Erf 110442
178	60 Liddle Street	31/10/1978	Grant	City of Cape Town	Consolidated into Erf 110442
179	23B Amsterdam Road (cooperage)	9/8/1968	J Sedgwick & Co Ltd	City of Cape Town	Sale
180	2 Napier Street (wine store)	9/8/1968	J Sedgwick & Co Ltd	City of Cape Town	Sale
181	6 Napier Street	9/8/1968	J Sedgwick & Co Ltd	City of Cape Town	Sale
182	Western Boulevard	14/11/1974	The Colonial Government and the Liquidators of the South African Wine Growers' Association ¹	City of Cape Town	Town Planning Scheme
183	Western Boulevard	27/10/1931	Grant	City of Cape Town	Town Planning Scheme
184	Western Boulevard (old coal yard)	21/9/1936	City Tramways Co Ltd	City of Cape Town	Town Planning Scheme
185	Western Boulevard	23/11/1938	Grant	City of Cape Town	Town Planning scheme ²
186	Western Boulevard	23/11/1938	Grant	City of Cape Town	Town Planning Scheme
189	Western Boulevard	23/11/1938	Grant	City of Cape Town	Town Planning Scheme

¹ As registered in 1883.

² Previously portion of land at the Amsterdam Battery

190	Western Boulevard	23/11/1938	Grant	City of Cape Town	Town Planning Scheme
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Annexure 7

Group Areas – impact on people in District One (property owners)

Note: The table below provides details on property owners affected by Group Areas, according to records held by the Deeds Office, focusing on precincts with concentrations of terraced housing as shown in the Thom survey of 1900 – 1912. Addresses were obtained from City Map Viewer and the Thom survey. Those from the Thom survey are not necessarily accurate but provide an indication of the positions of the properties concerned. Deeds Office registers provide erf numbers, but not street addresses.

Erf	Name	Address	Born	Date acquired	Date transferred
23	Osman Yusuf Ebrahim	23 Ebenezer Road	25/3/1928	1/8/1955	2/8/1972
26	Osman Yusuf Ebrahim	34 Suffolk Road	25/3/1928	1/8/1955	2/8/1972
29	Kasi Vasan, spinster Naran Vallabh	26 Ebenezer Road	28/2/1914 'Born in 1914'	12/10/1962	20/2/1968
39	Osman Yusuf Ebrahim	4A Suffolk Road	25/3/1928	30/7/1956	2/8/1972
141	Shaik Hoosain Mohedien	31 Fleming Street	17/11/1903	31/10/1947	9/6/1966
143	Maria Amelia Bailey, bn Rhoda (widow)	Fleming Street (next to SA Missionary Society burial ground)	23/9/1891	24/12/1948	6/9/1966
147	Allie Abdurazak Rawoot	Fleming Street	-	3/11/1930	11/3/1968
152	Shaik Hoosain Mohedien	14, 18, 19 Bennett Street, western side of burial ground (Thom survey c1900)	17/11/1903	18/5/1942	5/8/1965
153	Shaik Hoosain Mohedien	23, 25 Cardiff Street, western side of burial ground (Thom survey c1900)	17/11/1903	18/5/1942	5/8/1965
155	Shaik Hoosain Mohedien	7, 9 Cardiff Street (Thom survey c1900)	17/11/1903	14/8/1942	5/8/1965
156	Shaik Hoosain Mohedien	2, 4 Bennett Street (estimate, Thom survey c1900)	17/11/1903	7/2/1944	5/8/1965
157	Shaik Hoosain Mohedien	15 Bennett Street (estimate)	17/11/1903	7/2/1944	5/8/1965
158	Shaik Hoosain Mohedien	10, 12 Bennett Street (estimate Thom survey c1900)	17/11/1903	24/2/1944	5/8/1965
160	Harold Fred Charles du Plessis Thomas Lawrence Stephanus Lawrence	13 Cardiff Street (Thom survey c1900)	25/8/1921 17/10/1927 29/4/1930	5/8/1960 (from estate late Stephanus	24/9/1971

	Valerie Lawrence, spinster Leonie Lawrence, spinster Ruth Lawrence, spinster Edward Lawrence		6/5/1937 12/12/1933 27/1/1936 5/11/1938	Johannes Lawrence)	
160	Edna Catherine du Plessis, born Lawrence, divorcee.	13 Cardiff Street (Thom survey c1900)	29/12/1924	5/8/1960 (7 th share from H du Plessis)	24/9/1971
161	Jane Susan Lawrence, born Woodman	11 Cardiff Street (Thom survey c1900)	1/8/1895	31/7/1957	24/9/1971
162	Shaik Hoosain Mohedien	32, 34 Prestwich Street (between Bennett and Cardiff streets, possibly corner stores)	17/11/1903	24/2/1944	5/8/1965
209	Hoosain Allie Rawoot	8 Liddle Street	May 1920	11/10/1946	5/5/1971
210	Shaik Abdullah Parker	Prestwich Street (Between Cobern/Liddle streets)	-	25/8/1919	28/8/1969
211	Shaik Abdullah Parker	Prestwich Street (Between Cobern/Liddle streets)	-	25/5/1919	28/8/1969
212	Shaik Abdullah Parker	Corner Prestwich/Cobern streets	-	18/3/1935	28/8/1969
216	Abdulla Price	Possibly 10 Liddle Street	25/3/1902	19/12/1950	13/6/1969
217	Effie Johanna Alfino, born Jones	6 Liddle Street	1/4/1891	5/6/1964 (from estate late Giovanni Alfino, property bought 24/2/1928)	30/8/1967
218	Effie Johanna Alfino, born Jones	8 Cobern Street (Thom survey c1900)	1/4/1891	5/6/1964	30/8/1967
219	Habiba Mohamed Amien Parker, 'married to Amien Parker according to Mohammedan rites'	14 Cobern Street (Thom survey c1900)	15/7/1923	23/12/1949	23/3/1969
220	Habiba Mohamed Amien Parker, 'married to Amien Parker according to Mohammedan rites'	12 Cobern Street (Thom survey c1900)	15/7/1923	23/12/1949	23/3/1969
228	Dawood Doman	4 Cobern Street	13/1/1913	23/3/1955	24/8/1967
229	Gadija Osman, married by Mohammedan rites to Mohamed Hoosain	6 Cobern Street	19/12/1925	6/6/1963	14/12/1967
230	“	8 Cobern Street	“	6/6/1963	14/12/1967
233	Peter Joshua	16 Cobern Street	12/7/1903	10/12/1941	7/11/1950

	Adam Joshua		14/9/1902	“	“
“	Henry Joshua Adam Joshua Leenie Joshua, spinster Fred Fortuin Woods Andrew Joshua Lydia Hartzenburg, born Joshua, widow	16 Cobern Street	14/12/1906 14/9/1902 18/7/1891 15/5/1907 10/10/1899 31/1/1905	7/11/1950 Equal shares	No transfer noted
“	Estate late Karel Joshua	16 Cobern Street	-	7/11/1950 Share in estate	7/11/1950
“	Joshua family above (K Joshua's share)	16 Cobern Street	-	7/11/1950 Equal shares	No transfer noted
234	Abdullah Japie Mogamat Hassiem Japie	20 Cobern Street	31/8/1907 10/4/1905	7/11/1941	11/9/1972

Annexure 8 List of families interred together in vaults.

Cape Government Gazette. 18th April 1871.

This notice provides a list of family vaults requiring attention as early as 1871 when the cemetery was still in use. The Colonial government issued a notice advising interested persons to take responsibility for the condition of the vaults and grave sites

There is a degree of overlap with the list contained in Annexure 2A. The complaint was that some had fallen down and others were in a precarious or neglected state

Vaults numbered. (Presumably those needing attention) There are unfortunately no dates. There are also a large number of names of English origin.

Both the Hermann Schutte and L M Thibault family vaults are included in the list.

- 1) 1 and 2. Stephanus Brink. Junior and senior.
- 2) 3 and 4. Joachim Wilhelm Stoll.
- 3) 7 and 8. Johan Christoffel Fleck.
- 4) 10. Cornelia de Leeuw.
- 5) 24. Johannes Winterbach.
- 6) 25 and 26. Marthinus Bateman.
- 7) 48. Albertus van der Poel.
- 8) 51. C. Kilian.
- 9) 56. C Herman.
- 10) 65. Johan Caspar Loos.
- 11) 68 and 69. Jan Hendrik Wolff.
- 12) 70 and 71. Herman Schutte.
- 13) 72 and 73. De Lodge de Goede Trouw.
- 14) 75 ½ . H. K. Waarman.
- 15) 77. P. J. Keeve.
- 16) 80. Isaac Rhenius.
- 17) 81. Jan Pieter Faure.
- 18) 83. Christiaan Haas.
- 19) 88. Major Sam. Dalrimple.
- 20) 94. Colonel Pigott.
- 21) 99. John Murray.
- 22) 100. Henry polly.
- 23) 101. Thomas Chaplin.
- 24) 102. H.E.B. Hooper.

- 25) 103. William Lovett.
- 26) 104. Edward Size.
- 27) 105. Henry Phillips.
- 28) 107. John Clark
- 29) 108. Henry John Pallister.
- 30) 109. Chas. F. Bishop.
- 31) 110. Catharine Augusta Smith.
- 32) 111. Cecil Smith.
- 33) 112. Wilham Maude.
- 34) 113 and 114. Joseph Vironie and Friedrich Drising or Dusing.
- 35) 115 and 117. Hendrik Ekermans.
- 36) 126. Louis M. Thibault.
- 37) 130. Captain Richard Higgott.
- 38) 131. Francis Warden.
- 39) 132. Willim Watt.
- 40) 133. John Napier.
- 41) 134. Anna Jacoba Eksteen. Widow of Johannes Phillipus van Blerk.
- 42) 136 and 137. A.W. Beck and J. Rockenbach.
- 43) 138 and 139. M.C. Villet. (1816)
- 44) 143. Pieter Janning or Fawing.
- 45) 144. Hendrik Vos.
- 46) 147. Thomas Trope.
- 47) 148. Anna Wilhelmina Ogg.
- 48) 149. Lieut. Col. William Warre.
- 49) 151 and 152. Christopher Smith Haylet.
- 50) 153. Marthinus van Blerk.
- 51) 155. Jurgen Olsen.
- 52) 156. Major Jacob Watson.
- 53) 157. Edward Durham.
- 54) 159. John Hall.
- 55) 164. Samuel Ward.
- 56) 169. George Harmison Stuart.

- 57) 177. Capt. William Arrow.
- 58) 185. David Mills. (Stone at Chiappini street wall 1833.)
- 59) 186. Mr. Joh.,and Truter Jun.
- 60) 187. Doctor Phillips.
- 61) 189. James Low.
- 62) 201. William Ferdinand Bergh.
- 63) 202. Jan Pieter Baumgard. (Stone at Chiappini street wall.)
- 64) 211 and 212. Joh. Philip Anhuysen.
- 65) 228. Carolus Fredrik Salomonse.
- 66) 229. Johan Adam F. Roesch.
- 67) 238. Capt. Thomas McKenzie.
- 68) 231. Thomas Beedlestone.
- 69) 243. William Harrison. M.D.
- 70) 257. Richard Chiceley Plowden.
- 71) 258. Johs. Hendrik de Wet.
- 72) 294. Johanna Adriana Arendse.
- 73) 316 and 317. Jacobus Theodorus Bruyns.
- 74) 320. Widow Petrus. J.F. de Geest.
- 75) 322. William Thomas.
- 76) 346. Martin C. F. Schipper.

For the Consistory of the Dutch Reformed Church, Cape Town. 14 th April 1871.

Signed J.C Overbeek. Scriba.

Annexure 9

DRC Cemetery – list of burials by grave plot number

Plot no.	Plot no.	Surname	Name 1	Name 2	Name 3	Name 4	Birth date	Birth year	Death date	Death month	Death year	Age	Notes	Huur kelder
4	nil	Scholts	Carel	Fredrik					21	9	1881	84		Huur Kelder
6	nil	Ley	Gertruyda						10	8	1881	63	Wife of C. Pentz	Huur Kelder
8	nil	Vos de	Hester	Margaretha					4	10	1861	80	Wife of Capt. Vos	Huur Kelder
20	30	Bently	Pieter						22	6	1824			
20	30	Delport	Margaretha	Catherine					15	1	1838	88	Widow of Jan Koster	
20	30	Koster	Hendrik						17	2	1824			
20	30	Koster	Jan										Owner of Plot	
33	34	Blesefkie	Antoinette	Magdalena	Elizabeth				12	9	1851	57		
33	34	Brink	Gerhard	Arend					23	2	1860	60		
33	34	Chruywagen	Hendrik						28	10	1825			
33	34	Chruywagen	Cornelis						30	8	1834			
33	34	Jurgens	Anna	Elizabeth					14	1	1853	64	Widow Hendrik Vos	
33	34	Jurgens	Anna	Elizabeth					14	1	1853	64	Widow of Hendrik Vos	
33	34	Pentz	wife of	Petrus	Johannes				25	3	1828	37		
33	34	Pentz	Maria						17	7	1847			
33	34	Pentz	Johanna	Maria					25	3	1860	56	Wid Gerhard Brink	
33	34	Pentz	Petrus	Johannes					4	7	1860	80		
33	34	Pentz	Maria	?					16	1	1861	81		
33	34	Russouw	Frederick						8	1	1851	80	Senior	
33	34	Tesselaar	P.						1	9	1848	59		
33	33	Vos de	widow	Jan					1	2	1824			
33	34	Vos de	Johann	?					11	2	1849	43		
33	34	Vos de	Johanna	Francina					10	2	1853	81	Widow of Fredrick Roussouw	
33	34	Vos de	Michiel						6	4	1862	72	Senior	

33	34	Vos de	Elizabeth	Johanna				19	10	1876	24	Wife of W.J. Smuts		
33	34	Vos de	Hermina	Hendika				9	7	1883	50			
35	36	Blumert	Johannes									Owner of Plot		
35	36	Deneys	Magdalena	Cornelia				3	2	1838	46			
35	36	DeNeys	Jacob	Pieter								Owner of Plot		
35	36	Klerk	Willem	Jan				5	3	1840	72			
35	36	Klerk	Willem	Adriaan	VanSchoor			4	4	1852		Infant of W.J.		
35	36	Klerk	Johan	Rynhold	Gerhadus			18	6	1852	56			
35	36	Klerk	Johan	Rynhold	Gerhadus			16	5	1853	4	Son of W.J.		
35	36	Klerk	Hendrik	Pieter				23	6	1853	1			
35	36	Klerk	Susanna	Margaretha				22	12	1860	1			
35	36	Klerk	Willem	Adriaan	VanSchoor			31	12	1860	7mths			
35	36	Klerk	Isabella	Aletta	Jacoba			3	3	1867	1			
35	36	Klerk	Willem	Adriaan	VanSchoor			28	2	1868	6mths			
35	36	Klerk	Willem	Jan				11	10	1868	42			
35	36	Klerk	Marthinus	Sybrand				3	8	1869	5mths			
35	36	Klerk	Aletta	Sebastina				10	10	187?				
35	36	Klerk	Hendrik	Pieter				24	3	187?	55			
37	nil	Rockenbach										2 interments in vault or grave		
42	nil	Mock	Jan	Fredrik								16 interments in vault or grave		
43	nil	Westerhof										16 interments in vault or grave		
45	nil	Bletterman	Johanes	Matheus								12 interments in vault or grave		
46	nil	Bestendig	Carel									2 interments in vault or grave		
50	nil	Lutgens	Kaptein									4 interments in vault or grave		
54	nil	Karnspek										7 interments in vault or grave		
70	71	Kuft	Johannes	Petrus	Philip			5	12	1860	35			
70	71	Kuft	John	George				1	9	1861	61			
70	71	Mollet	Anna					16	1	1852	1	Daughter of Samuel		
70	71	Mollet	Samuel					9	2	1857	45			

70	71	Schutte	Herman	Fredrik				26	8	1831				
70	71	Schutte	No name					29	11	1838	1	daughter of Herman		
70	71	Schutte	Johannes	Nicolas				1	9	1840	42			
70	71	Schutte	Herman					27	10	1844	83			
70	71	Schutte	Susanna	Petonella	Jacoba			14	6	1882	62			
70	71	Silip	Johanna	Catharina				4	4	1835	32	Widow of Herman Fredrik		
70	71	Silip	Jacoba	Sara				28	5	1871	70			
70	71	Silip	Susanna	Petronella				19	5	1879	80	Widow of Herman Schutte		
70	71	Vobus?	No name					30	5	1834	76			
76	nil	Biccard	Francois	Louis	Chas.			22	4	1884	75	M.D.		
76	nil	Jurgens	Franciscus									Owner of Plot		
76	nil	Murray	Elizabeth					28	3	1835	28	Wife of Dr. Biccard		
77	nil	Bird	No name					19	3	1828		Daughter of Christopher Bird		
77	nil	Bird	No name					25	4	1832		The wife of fthe Hon. Chas. Bird		
77	nil	Keeve	Petrus	Johannes								Owner of Plot		
79	nil	Crozier	Robert					1	5	1834		Senior		
79	nil	Crozier	Robert					12	3	1852	64			
79	nil	Crozier	Dupie					19	10	1862	37			
79	nil	MacKay	No name					11	12	1832				
79	nil	Ryneveld van	No name					24	8	1826				
79	nil	Ryneveld van	Helperus					31	12	1855	62			
79	nil	Ryneveld van	Willem	Stephanus								Owner of Plot		
79	nil	Truter	Johanna	Maria	J.			30	7	1873	50		Born van Ryneveld	
80	nil	Chruywagen	Dorothea	Hendrina										
80	nil	Chruywagen	Jacoba	Johanna										

87	nil	Wetheral	Augustus					?			43	Major General			
87	nil	Wetheral	Elizabeth					31	5	1809	43	Wife of Maj.Gen. F.A. Wetheral			
88	nil	Dalrymple	Margaret					4	1	1809	30				
89	90	Harmes	Pieter					no date				Owner of Plot			
94	nil	Blain	Mary Anne					19	11	1815	15				
94	nil	Blain	Ann	Maria				21	5	1818	10 mths				
94	nil	Blain	Charlotte	Ann				22	4	1822	19				
94	nil	Pigot	M.?	Claud				21	12	1814					
94	nil	Pigot						no date				Colonel			
94	nil	Slade	Arthur	Maitland				27	6	1847	7 mths	Son of Col. J.M. Slade			
120	121	Devenish	James	Goldsbury				18	3	1882	74				
120	121	Devenish	Thomas	Anthony				9	5	1882	3mths				
120	121	Gie	Johan	Coenraad				10	9	1862	71				
120	121	Gie	Johan	Coenraad				no date							
120	nil	Gie	Johan	Coenraad								4 interments in vault or grave			
120	121	La febre	Johanna	Jacoba				6	12	1850	83				
120	121	Onkruydt	Maria					20	9	1852	64	Wife of Arend Josias van Breda			
120	121	Reenen van	Johanna	Philippina				22	8	1870	76	Widow of Johan Coenraad Gie			
120	121	Reinhardt	Catharina					9	2	1882	59				
120	121	Reitz	Francis	William				28	5	1881	71				
121	nil	Gie	Johan	Coenraad								4 interments in vault or grave			
126	nil	Humphries	John					16	3	1852	58				
126	nil	Humphries	Elizabeth	M.				2	6	1852					
126	nil	Humphries	Catharine	Maria	Georgina				2	9	1859	30	Daughter of John		
126	126	Thibault	Louis	M.				3	11	1815	65	8 interments in vault or grave			
126	126	Thibault	Maria	Johanna	Louisa				29	5	1853	64			

126	126	Thibault	Catharine	Elizabeth				6	2	1870	83			
129	nil	Baird	Major											
130	nil	Higgoth	Richard										Captain	
130	nil	Higgott	Richard										Capt.	
131	nil	Warden	Diana					28	10	1816	35			
131	nil	Warden	Ellen	Maria				1	10	1829	25			
131	nil	Warden	Francis							No date			Chief Secretary to Government Bombay	
135	nil	Alexander	Francis	Rivers				21	12	1814			Henry Alexander son	
135	nil	Alexander	Dorothy					21	12	1814			Wife of Henry Alexander	
135	nil	Alexander	Dorothy					19	12	1816			Daughter of Henry Alexander	
135	nil	Alexander	Henry					6	5	1818	56		Colonial Secretary.	
135	nil	Alexander	Henry										Owner of plot	
136	137	Beck	A.	W.				no date						
136	137	Brand	Johanna	Josua				2	3	1875	60		Widow of Emanuel Gabriel de Roubaia	
136	137	Rockenbach	I.					no date						
136	137	Roubaia de	Emanuel	Gabriel				24	4	1864	48			
144	nil	Berrange	Susanna	Maria				9	3	1878	50			
144	nil	Kuster						29	5	1833	83		Widow Hendrik Vos	
144	nil	Vos	Hendrik					27	1	1824				
144	nil	Vos	Lambertus	Johannes				19	11	1837	30			
144	nil	Vos	Hendrik					8	5	1841	67		Senior	
144	nil	Vos	Maria	Anna				15	7	1879	79			
144	nil	Vos	Isabella	Anna				1	8	1880	69		Widow Johannes P. De Villiers	
144	nil	Vos	Nicolas	Johannes				17	1	1880	83			
144	nil	Vos	Hendrik					no date						
144	nil	Vos	Hendrik										8 interments in vault or grave	
145	nil	Kemp	Gertuida					18	3	1835	80		Born Appeldoorn	
145	nil	Kemp	Cornelia					7	12	1835	55		Wife of Richard Paynes Jones	
145	nil	Kemp	Philipus					no date					Widow	
145	nil	Kemp	Philipina	Widow									2 interments in vault or grave	

148	nil	Ogg	Ann	Wilhelmina				24	1	1819	38	Wife of Col. Samuel William Ogg		
149	nil	Warre	William	James				15	1	1815	15mths	Son of Lieut. Col. Wane or Warre		
149	nil	Warre	Selina	Eleanor				3	9	1817	8mths	Daughter of Lieut. Col. Wane or Warre		
156	nil	Watson	Anna	Maria				25	4	1819	24			
156	nil	Watson	John	Jas.				20	9	1819	6mths			
160	nil	McDonald	Alexander					12	4	1841	53	Wife of Alex. McDonald		
160	nil	McDonald	Alexander					27	10	1848	80			
160	nil	McDonald	Alexander									2 interments in vault or grave		
170	nil	Brunt	Abraham					21	4	1821	38	Major		
170	nil	Brunt	Abraham	Lambert				18	10	1876	58			
170	nil	Brunt	Graham					17	9	1883	1			
170	nil	Brunt	Ernest					7	11	1885	3mths			
170	nil	Brunt	Abraham	Major								5 interments in vault or grave		
170	nil	Villiers de	Anna	Petronella				14	11	1872	51	Wife of Abraham Lambert		
184	nil	Murdoch	John					25	4	1824	39			
184	nil	Sinclair	Malonie	Catherine				8	8	1831	0	11 days old		
184	nil	Sinclair	Aletta	Margaretha				17	8	1831	0	20 days old		
184	nil	Sinclair	Ann	Susan				2	12	1831	66	Widow Kenneth Sinclair		
186	nil	Kock de	Jacob	Meyer				4	7	1881				
186	nil	Kock de	Servaas	Nicolas				12	3	1884	66			
186	nil	Truter						24	4	1825		Two children of J.A. Truter from the Church		
186	nil	Truter	Johannes	Andreas										
190	nil	Denyssen	Daniel					20	2	1855	77			
190	nil	Faure	Abraham					15	10	1846	80	Senior		
190	nil	Faure	Abraham					29	11	1858	41			
190	nil	Faure	Jan	Pieter	Edward			8	9	1878	75			

190	nil	Faure	Abraham					7	8	1880	34			
190	nil	Faure	Abraham					no date				Owner of Plt		
190	nil	Smuts	Johannes	Joachim	Lodewyk			5	4	1869	85	Moved to 301 11.2.1871. Johannes Smuts		
190	nil	Smuts	Johannes					1	4	1869	60	Moved to 301 11.2.1871. Johannes Smuts		
190	nil	Smuts	Joseph	Ferris				2	10	1869	28	Moved to 301 11.2.1871. Johannes Smuts		
190	nil	Smuts	Michiel	Adriaan				no date				Owner of Plot		
194	195	Chiappini	William					8	1	1839	30			
194	195	Chiappini	Alexander	Ferdinand				16	7	1843	35			
194	195	Chiappini	Antonis					1	9	1860	82	Moved to Mowbray 1889		
194	195	Chiappini	Florence	Laura				6	10	1862	6	Moved to Mowbray 1889		
194	195	Chiappini	Antonetta	Johanna	Catharina			10	7	1866	52	Widow of Willem Henkuis		
194	195	Chiappini	Edward	Lorenzo				1	3	1870	63	Moved to Mowbray 1889		
194	195	Chiappini	Johanna	M.				13	10	1875	53	Moved to Mowbray 1889		
194	195	Chiappini	Antonio	Lorenzo				22	5	1883	2	Moved to Mowbray 1889		
194	195	Chiappini	Lorenzo	A.				1	4	1884	3mths	Moved to Mowbray 1889		
194	195	Henkuis	Willem					29	4	1866	73			
194	195	Heuph	Johanna	Magdalena				13	5	1863	80	Widow of Antonis. Moved to Mowbray 1889		
196	nil	Berange	Anthony					19	1	1840	66	Moved to Mowbray 19.11.1890		
196	nil	Berrange	Christoffel					12	3	1827				
196	nil	Berrange						29	9	1829				
196	nil	Berrange	Catharina	G.				21	2	1879	84			
196	nil	Berrange	Jan	Christoffel				no date				Owner of plot. Reverend.		
198	nil	Cloete	Robert	Graham				19	9	1821				
198	nil	Cloete	Henry					22	12	1870	81			
198	nil	Cloete	Robert	Graham				30	5	1882	44			

198	nil	Cloete	Hendrik					no date					Owner of plot		
198	nil	Danford						28	5	1843	52		Widow. Born Cloete		
198	nil	Graham	John					17	3	1821	42		Col.		
202	nil	Baumgardt	Jan	Pieter				no date					Owner of plot		
202	nil	Reenen van	Johanna					4	8	1835	71		Widow of J.P. Baumgardt		
202	nil	Reenen van	John	Heyning				22	12	1867	64				
202	nil	Riet van de	Catharina	Helena				2	5	1863	77				
204	nil	Brasler	Susanna	Francina				23	7	1859	23		Daughter of Dirk Gysbert		
204	nil	Brasler	Johan					no date					Owner of plot		
204	nil	Vervev	Susanna	Francina				13	8	1849	73		Widow of Johan Brasler		
205	nil	Brink	Pieter	Gerhard				12	5	1852	64				
205	nil	Cloete	Charlotte	Johanna				27	8	1869	80		Widow of Sir Harry Rivers		
205	nil	Cloete	Catharina	Maria				29	8	1877	78		Widow of Pieter Gerhard Brink		
205	nil	Luson	Joseph					17	1	1822	30				
205	nil	Luson	Joseph					no date					Widow. Owner of plot		
205	nil	Reenen van	Catharina	Maria				27	6	1852	84		Widow Pieter Laurens Cloete		
205	nil	Rivers	Harry					7	12	1861	76		Sir		
221	nil	Alders	Jan	Daniel				30	12	1825	30				
221	nil	Alders	Johanna	Catharina				24	6	1851	55		Widow of Jan Godlieb Brink		
221	nil	Alders	Jan	Daniel				no date					Owner of plot		
221	nil	Brink	Jan	Godlieb				29	9	1840	46				
221	nil	Brink	Susanna	Maria				13	12	1853	30				
221	nil	Brink	Paulus	Johannes				31	5	1856					
221	nil	Cloete	Emilie					16	3	1868	53				
221	nil	Cloete	Catharina	Wilhelmina	Johanna			22	3	1879	64				
221	nil	Cloete	E.	W.				18	9	1882	98		Born Schuller		
221	nil	Heyneman	Joachim	Willem				17	1	1877	67				

222	nil	Evans	Ann					2	4	1823	31	Wife of Capt. Robert Evans		
222	nil	Evans	Robert	William				no date				Owner of plot		
225	nil	Buissinne	Susanna	Magdalena				21	10	1823	66	Widow of Wiliam Buissine, born Smuts		
225	nil	Smuts	Susanna	Magdalena				no date				Owner of plot		
226	nil	Theron	Jan									2 interments in vault or grave		
234	235	Weideman						10	10	1826		Wife of Johannes Willem Weideman		
234	235	Weideman	No name					16	4	1833	16	Son of Johannes		
234	235	Weideman	Johanna	Elizabeth				9	6	1834	49			
234	235	Weideman	Willem					7	1	1835	81	Senior		
234	235	Weideman	Johannes					14	1	1873	86			
234	235	Weideman	Johannes	Willem				no date						
236	nil	Sparkes	Mitchell	James				28	6	1824		Capt.		
236	nil	Sparks	Anna	Knight				24	2	1844	35	Daughter of Thos. Sollers		
236	nil	Sparks	Emily					23	8	1847	27	Wife of Albert Kennedy		
236	nil	Sparks	Anna					14	9	1859	79	Widow of Capt. M.J. Sparkes		
236	nil	Sparks	Fanny	Mitchell				20	4	1869	45			
236	nil	Sparks	Mitchell	James				no date				Owner of plot		
238	nil	MacKenzie	Thomas					5	12	1824		13th Light Dragoons		
240	nil	Godlieb	Johannes									2 interments in vault or grave		
240	nil	Stegman	Johannes	Godlieb								Removed to Maitland by family.		
240	nil	Stegman	George	F.								Removed to Maitland by family.		
243	nil	Harrison	William					28	9	1824	46	Surgeon 6th Regt.		
243	nil	Harrison	William									1 interments in vault or grave		
244	nil	Smith	Edward	Peploe				19	12	1824	19	His wife. Born in Bombay		
244	nil	Smith	Edward									1 interments in vault or grave		
247	nil	Cruywagen	Maria	Magdalena				7	3	1864	23	Wife of David Home		
247	nil	Hart	C.	F.				30	5	183?	41			

247	nil	James	No name					30	5	1834		Daughter of Major James		
247	nil	Louw	Sibella	Margaretha				19	9	1862	82	Widow of Johannes Louw		
247	nil	Louw	Sibella	Johanna				14	1	1873	74	Widow of J.J. Cruywagen		
247	nil	Louw	Johannes					no date						
253	nil	Alleman	Susanna					22	4	1850	85	Widow of Evert van Schoor		
253	nil	Alleman	Susanna					no date				Widow Evert van Schoor. Owner of plot		
253	nil	Alleman	Susanna									7 interments in vault or grave		
253	nil	Petrie	Frederik	Carl					12	1824				
253	nil	Petrie	Henry	Charles	Edward				1	1839				
253	nil	Petrie	Susanna					24	6	1875	66			
253	nil	Petrie	Charlotte	Elizabeth	Johanna			25	5	1879				
253	nil	Schoor van	Cornelia	Sophia	Johanna			28	1	1833	38			
253	nil	Schoor van	Catharina	Johanna	Simonet			30	3	1835	48	Widow of Fred. Carl Petrie		
253	nil	Schoor van	Johanna	Frederika				17	11	1864	82			
253	nil	Schoor van	Evert									7 interments in vault or grave		
254	nil	Shonnberg	Valentius	Alexuis								Family. No individual names		
255	nil	Kock de	Servaas									Family. No individual names		
257	nil	Plowden	Richard	Chiceley				14	7	1825				
259	nil	Horne	No name					22	11	1826		Widow James Horne		
259	nil	Horne	William	Henry				2	2	1875	55			
259	nil	Horne	Louisa	Harriet				9	1	1876	58	Widow of E. Landsberg Jnr.		
259	nil	Horne	James					no date						
259	nil	Rowan	George	Francis				24	5	1856	56			
259	nil	Rowan	George	Francis	Blaunerhautd			22	11	1871	33			
259	nil	Taylor	Emana					7	1	1875	53	Wife of William Henry Horne		
259	nil	Vaughan	Edward					22	7	1833	40	Removed to the English cemetery 19.11.1834		
282	nil	Lindsay	Philip	Yorke				16	12	1833	38			

285	nil	As Van	Marie	Johanna				24	5	1835	80	Widow of Arend de Waal		
285	nil	As Van	Anna	Jacoba				29	6	1847	71	Widow of Marthinus Vervont		
285	nil	DeWit	Maria	Catharina				3	6	1845	74	Born van As		
285	nil	Kekewich	Catrina	Cornelia				9	4	1834				
285	nil	Stenhouse	Nicol					29	4	1835	58	Senior		
285	nil	Stenhouse	Nichol					no date				Junior. Owner of plot		
291	nil	Plowden	Trevor	Cichelly				14	7	1836	52			
291	nil	Plowden	John	Cichelly				no date				Owner of plot		
304	nil	Hop	Jan					no date				Heirs of Widow Jan Hop. Owners of site		
304	nil	Horak	Jan	Marthinus				1	9	1870	76			
304	nil	Melck	Maria	Margaretha				27	10	1847	87	Widow of Jan A.D. Horak		
304	nil	Munnik	Maria	Augusta	Caroline			5	11	1866	42	Wife of W.V. Munnik		
305	nil	Horak	Maria					1	8	1870	82	Widow of Jac. Van Reenen		
305	nil	Hubert	Emerentia					3	10	1838	79	Wife of P.J. Truter		
305	nil	Mostert	Jeanetta	Geertruida	Jacoba			12	5	1857	56			
305	nil	Schoor van	Johanna	Catharina				12	4	1842	84	Widow of Anthony Bartels Schendler		
305	nil	Truter	Petrus	Johannes				29	10	1842	4	P.J. Son		
305	nil	Truter	Jan	Andries				7	6	1845	81	Sir Truter LLD		
305	nil	Truter	Sophia	alida				13	1	1881	85	Widow of Jan Marthinus Horal		
305	nil	Truter	Hendrik					no date				Owner of plot		
305	nil	Wet de	Sophia	Alida				21	4	1849	78	Widow of Sir J.A. Truter		
306	nil	D'Aily	Anna	Justina				1	5	1848	79			
306	nil	D'Aily	Neeltje					19	10	1860	86	Widow of A.P. Martheze		
306	nil	D'Aily	David					no date						
306	nil	Martheze	Abraham	Pieter				8	5	1852	43			
306	nil	Mostert	Sara	Johanna	Jacoba			16	9	1879	72	Widow of Melt v.d.Spuy		
306	nil	Stoffels	Maria	Jeanetta	Louisa			5	1	1865	28	Wife of Andries Wilhelm Duifling		

nil	nil	Dennis	George	Hamson					15	5	1821	57	Member of 43rd Infantry		
nil	nil	Dick	William						10	5	1802	8mths			
nil	nil	Dixon	Charles						31	10	1827	56	Formerly of Welton, Mowbray		
nil	nil	Doyle	No name								No date		Captain		
nil	nil	Graham	John						17	3	1821	42	Colonel		
nil	nil	Hall	John						17	4	1820	59	Bengal Civil Service		
nil	nil	Hussey	William						15	9	1821	56	Doctor		
nil	nil	Luson	Joseph						17	1	1822	39			
nil	nil	MacKenzie	Charles						28	1	1800	30	Member of HBM 74th Regiment		
nil	nil	MacKenzie	Lewis						23	6	1811	44	Captain		
nil	nil	Mackrill	Joseph						5	8	1820	58	Doctor. Born Kingston, Surrey		
nil	nil	MacLachlan	Alexander						11	9	1824	42	Surgeon H.M. 49th Regt. Born Scotland		
nil	nil	Miller	George						12	7	1812		Late Major of HM 14th Regiment of Foot		
nil	nil	Morrison	Janet	Catherine					19	4	1839	21			
nil	nil	Morrison	Murdock						1	7	1843	77			
nil	nil	Morrison	Johanna	Dorothea					14	1	1850	61	Wife of Murdock Morrison		
nil	nil	Petrie	Frederick						5	12	1824	48	Captain. 60th Regiment		
nil	nil	Poe	Ann						15	5	1827	26			
nil	nil	Pontardent	David						26	5	1825	59	Proctor in HM Court of Vice Admiralty		
nil	nil	Prescott	Stephen	P.					7	3	1830	25	Lieut. 5th Regiment		
nil	nil	Pringle	John						24	6	1815	46	Agent. H.E.I.C.S.		
nil	nil	Shepherd	Richard						3	11	1815	32	Age 32 years 7 months and 24 days		
nil	nil	Smith	Henrietta	Frances					18	12	1824	19			
nil	nil	Watkis or Walkis	Thomas						29	4	1828	35	Lieutenant, Royal Artillery		
nil	nil	Youngman	Charles	Marcon					6	7	1855	42	Husband of Elizabeth Monson Youngman		

Annexure F: Visual Study





Provincial Pavement Testing Laboratory

**(PPTL) PROPOSED CONCEPTUAL DEVELOPMENT OF ERVEN
734-RE, 735, 737, 738-RE, 739, 9564, 9565, CAPE TOWN**



**HERITAGE IMPACT ASSESSMENT:
VISUAL IMPACT ASSESSMENT | REPORT 2024-01-30**

david gibbs Landscape Architect | Environmental Planner + Heritage Practitioner

Preface

Visual, scenic, and aesthetic components of the environment are valuable resources which contribute to the cultural landscape heritage of an environment. Visual Impact Assessment (VIA) is integral to the management of visual heritage, towards ensuring that the integrity and quality of the visual environment is conserved. The process of assessment begins with an analysis of the spatial context and landscape character of the subject site, towards establishing visual indicators for planning and design response, and as the basis of the evaluation of the suitability of the proposed development or landscape modification (designed adaptation).

Cultural Landscape Analysis is therefore integral to the management of visual resources, and may form part of Strategic Environmental Assessment, and / or Heritage Inventory Mapping and Resource Management; towards ensuring that the integrity and quality of the visual environment is conserved, and that development proposals or landscape modifications can be accommodated in suitable ways. Cultural Landscape analysis suggests a methodology for identifying, describing, classifying, and mapping what is distinctive about landscapes, their variety, and helps to determine what makes one landscape different from another. Cultural Landscape Analysis provides baseline information which can be articulated as a visual impact statement (with visual indicators for planning and design response); to be used to guide landscape change by informing decisions on proposed land-use management plans, rezoning applications, and development proposals.

As all development proposals have the potential to change the visual character of the environment within which they are located, and to affect people's perceptions of such places, significant visual impact may be expected. Visual Impact Assessment (VIA) may form part of the Basic Assessment, Scoping, and Impact assessment phases of the Environmental Assessment process; or integrated within Heritage Impact Assessment (HIA) and town planning processes. Visual Impact Assessments endeavour to determine the correct category of expected impact, to illustrate the expected visual impact associated with the proposed development; and to formulate measures or interventions to mitigate any detrimental impacts of the proposal to the extent that the development will meet acceptable visual criteria. Visual Impact Assessment therefore serves to inform planning and design decision-making proactively.

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DISCLAIMER:

During the assessment of the study area, every effort has been made to ensure accuracy, using the source material available at the time of the assessment in good faith. Should any design changes be made after the completion of the assessment, the author of this document cannot be held liable for discrepancies that may occur as a result thereof.

Table of Contents

Preface.....	1
Table of Contents	2
List of Figures	3
Summary.....	7
1. Introduction.....	8
2. The Proposed Development	26
3. The Receiving Environment	41
4. The Visual Setting	63
5. Viewpoints & View Corridors.....	67
6. Landscape Character Analysis.....	77
7. Visual Simulations.....	81
8. Visual Impact Assessment	98
9. Visual Impact Summary Tables	103
10. Conclusion	105
11. Source Material.....	110
12. Annexures and Appendices	114

List of Figures

Figure 1: Regional setting: PPTL (subject site) marked red. Source: GEPro	15
Figure 2: Local context: PPTL (subject site) shaded red. Source: GEPro.....	15
Figure 3: Site context: PPTL (subject site) shaded red. Source: GEPro.....	16
Figure 4: PPTL site and surrounds: current conditions 2023. Source: City Maps GIS viewer	16
Figure 5: St Andrew’s Square and Buitengracht Street from the pedestrian bridge.....	17
Figure 6: The Soils Lab building with Lions Head in the background.....	18
Figure 7: Chiappini Street site interface with Table Mountain (background).	18
Figure 8: PPTL site within Foreshore ‘Gateway ‘precinct. Source: Meyer & Associates	26
Figure 9: comparison of the conceptual development alternatives. Source: NM & Associates	27
Figure 10: comparison of the conceptual development alternatives. Source: NM & Associates	28
Figure 11: PPTL Site Landscape Framework (Nov 2023). Source: OvP Associates	29
Figure 12: PPTL site ‘Option 3’ schematic floor plans (Nov 2023). Source: NM & Associates.....	30
Figure 13: PPTL site ‘Option 3’ schematic building envelope (Nov 2023). Source: NM & Associates..	31
Figure 14: PPTL site ‘Option 3’: 3D views. Source: NM & Associates	32
Figure 15: PPTL site: ‘Option 3’: 3D views. Source: NM & Associates	33
Figure 16: Geology. Source: Cape Farm Mapper	42
Figure 17: Contours. Source: Cape Farm Mapper.....	43
Figure 18: Aspect. Source: Cape Farm Mapper	44
Figure 19: River and wetland systems. Source: Cape Farm Mapper	45
Figure 20: Slope percentage. Source: Cape Farm Mapper	46
Figure 21: Cadastral patterns. Source: Cape Farm Mapper.....	47
Figure 22: Landscape patterns. Source: Cape Farm Mapper.....	48
Figure 23: ‘Blue green’ infrastructure, showing vegetation patterns. Source: Meyer & Associates....	49
Figure 24: Urban cultural landscape: Source: Meyer & Associates, NM& Associates, GEPro.....	51
Figure 25: 1862 (Snow). Source: City of Cape Town Map Viewer	52
Figure 26: 1872 (Wilson). Source: City of Cape Town Map Viewer	52
Figure 27: 1892 (Thom). Source: City of Cape Town Map Viewer	52
Figure 28: 1927 aerial. Source: City of Cape Town Map Viewer.....	53
Figure 29: 1935 aerial. Source: City of Cape Town Map Viewer.....	53
Figure 30: 1945 aerial. Source: City of Cape Town Map Viewer.....	53
Figure 31: 1953 aerial. Source: City of Cape Town Map Viewer.....	54
Figure 32: 1958 aerial. Source: City of Cape Town Map Viewer.....	54

Figure 33: 1968 aerial. Source: City of Cape Town Map Viewer.....	54
Figure 34: 1971 aerial. Source: City of Cape Town Map Viewer.....	55
Figure 35: 1973 aerial. Source: City of Cape Town Map Viewer.....	55
Figure 36: 1980 aerial. Source: City of Cape Town Map Viewer.....	55
Figure 37: 1981 aerial. Source: City of Cape Town Map Viewer.....	56
Figure 38: 1984 aerial. Source: City of Cape Town Map Viewer.....	56
Figure 39: 1988 aerial. Source: City of Cape Town Map Viewer.....	56
Figure 40: 1996 aerial. Source: City of Cape Town Map Viewer.....	57
Figure 41: 1997 aerial. Source: City of Cape Town Map Viewer.....	57
Figure 42: 2003 aerial. Source: City of Cape Town Map Viewer.....	57
Figure 43: 2007 aerial (January). Source: City of Cape Town Map Viewer.....	58
Figure 44: 2007 aerial (December). Source: City of Cape Town Map Viewer.....	58
Figure 45: 2008 aerial. Source: City of Cape Town Map Viewer.....	58
Figure 46: 2017 aerial. Source: City of Cape Town Map Viewer.....	59
Figure 47: 2018 aerial. Source: City of Cape Town Map Viewer.....	59
Figure 48: 2019 aerial. Source: City of Cape Town Map Viewer.....	59
Figure 49: 2020 aerial. Source: City of Cape Town Map Viewer.....	60
Figure 50: 2021 aerial. Source: City of Cape Town Map Viewer.....	60
Figure 51: 2023 aerial. Source: City of Cape Town Map Viewer.....	60
Figure 52: Digital view catchment area of the proposed development. Source: GEPro	63
Figure 53: Zones of visual influence. Source: GEPro.....	64
Figure 54: Viewshed overlaid with Zones of Visual Influence. Source: GEPro	65
Figure 55: Middle distance viewpoints. Source: GEPro	67
Figure 56: Foreground Viewpoints. Source: GEPro.....	67
Figure 57: View of Somerset Road showing walled nature of site and roof of Soils Lab just visible....	68
Figure 58: Buitengracht Street interface, showing walled nature of the site and foreground trees. ...	68
Figure 59: Buildings along Buitengracht Street indicating relative scale.....	69
Figure 60: Prestwich Street interface. Note the Soils Lab building facing directly onto the street.....	69
Figure 61: Soils Lab building interfacing with Prestwich Street directly, though lacking active edges.	70
Figure 62: Prestwich / Chiappini intersection showing the Salesian Institute opposite PPLT site.	70
Figure 63: Soils Lab building – Prestwich Street elevation. (note lack of active interfaces).	71
Figure 64: Prestwich Street / Chiappini Street corner, showing Soils Lab doorway.....	71
Figure 65: Soils Lab building - Chiappini Street interface showing scale of background buildings.	72
Figure 66: Chiappini Street interface, with old cemetery wall and site entrance.	72

Figure 67: Chiappini Street / Somerset Road intersection. Table Mountain visible in background.....	73
Figure 68: Salesian Institute directly opposite the PPTL site across Chiappini Street.	73
Figure 69: Somerset Road interface: existing wall and inactive site edge.....	74
Figure 70: Somerset Road Interface showing walled nature of the site.	74
Figure 71: View into the site from the Somerset Road site access gate.....	75
Figure 72: Existing prefabricated structures on site (proposed to be demolished).	75
Figure 73: Buitengracht Street interface, showing walled nature of site and vegetated foreground.	76
Figure 74: Buitengracht street interface showing informal pedestrian pathways across the lawn.....	76
Figure 75: PPTL site (yellow), future development in grey/white. Source: NM & A, M&A GEPPro	82
Figure 76: PPTL site (yellow), future development (white/grey). Sources: NM & A, M&A, GEPPro	82
Figure 77: PPTL site (yellow), future development (white/grey). Sources: NM & A, M&A, GEPPro	83
Figure 78: PPTL site (yellow), future development (white/grey). Sources: NM & A, M&A, GEPPro	83
Figure 79: Signal Hill – existing view. Source: GEPPro	84
Figure 80: Signal Hill – simulated view. (PPTL site in yellow) Source: GEPPro	84
Figure 81: Bo-Kaap existing view. Source: GEPPro	85
Figure 82: Bo-Kaap simulated view. (PPTL site in yellow). Source: GEPPro	85
Figure 83: Bo-Kaap existing view. Source: GEPPro	86
Figure 84: Bo-Kaap simulated view. (PPTL site in yellow). Source: GEPPro	86
Figure 85: Existing view - Buitengracht Street looking north. Source GE Streetview.....	87
Figure 86: Simulated view - Buitengracht Street looking north. Source GE Streetview.....	87
Figure 87: Existing view - Buitengracht Street looking west. Source: GE Streetview	88
Figure 88: Simulated view - Buitengracht Street looking west. Source: GE Streetview	88
Figure 89: Existing view - Riebeek Street towards Somerset. Source: GE Streetview.....	89
Figure 90: Simulated view - Riebeek Street towards Somerset. Source: GE Street	89
Figure 91: Existing view - Somerset Road. Source: GE Streetview	90
Figure 92: Simulated view - Somerset Road. Source: GE Streetview	90
Figure 93: Existing view - Chiappini Street. Source: GE Streetview	91
Figure 94: Simulated view - Chiappini Street. Source: GE Streetview	91
Figure 95: Existing view - Chiappini Street. Source: GE Streetview	92
Figure 96: Simulated view - Chiappini Street. Source GE Streetview.	92
Figure 97: PPTL site (encircled) with proposed development Sources: NM & A, M&A, GEPPro.....	93
Figure 98: PPTL site (zoomed), stepping up to Buitengracht Street. Sources: NM & A, GEPPro.....	93
Figure 99: PPTL site (white), stepping down to the Salesian Institute. Sources: NM & A, GEPPro	94
Figure 100: PPTL site (white) stepping down to the Soils Lab building. Sources: NM & A, GEPPro	94

Figure 101: PPTL site (white), with trees along Somerset Road. Sources: NM & A, GEPPro.....	95
Figure 102: PPTL site (white) with tower at Buitengracht intersection. Sources: NM & A, GEPPro	95
Figure 103: Soils Lab (Chiappini Street façade): existing view. Source: Streetview	96
Figure 104: Soils Lab (Chiappini Street façade) simulation: Option 3 just visible. Source: Streetview	96
Figure 105: Chiappini Street / Somerset Road intersection (existing view). Source: Streetview.....	97
Figure 106: Chiappini Street / Somerset Road intersection. Source: Streetview	97

Summary

[Provincial Pavement Testing Lab (PPTL): Proposed Development Plan/s Heritage Impact Assessment: **Visual Impact Assessment**]

Site Name and Location

Site	Provincial Pavement Testing Laboratory site
Address	33 Chiappini Street, (corner of Chiappini Street and Somerset Road)
Situate	City of Cape Town Metropolitan Municipality, Western Cape
Erf number(s)	734-RE, 735, 737, 738-RE, 739, 9564, 9565 (PPTL site and adjacent erven)
GPS co-ordinates	Latitude: 33.917230° Longitude: 18.419784° (Logical centre point, format based on WGS84)

Key Findings and recommendations

The PPTL facility is a site which comprises several structures including the Soils Lab building. The Soils Lab building is to be retained while the prefabricated buildings are proposed to be demolished to enable the development of new built form. Whereas development of the PPTL site will result in a marked visual impact to the status quo, the proposal has considered the form, scale, and massing of the development envelope with respect to the quality of the urban cultural landscape and public environment as key informants and has addressed the criteria of the City's Tall Buildings policy in the conceptualization.

The conceptual development proposal has the potential to improve upon the current quality of the pedestrian environment which is lacking in the current condition. The scale of Somerset Road currently prioritizes a vehicular predominance, and pedestrian crossing opportunities are limited. The increase in built form intensity along this edge could serve to contain and mitigate the scale of the road, and to provide a more defined spatial edge and active street interface to St Andrew's Square and Prestwich Memorial Provincial Heritage Site.

The conceptual development proposal retains the primary on-site heritage resources, including the Soils Lab building itself, the remnant of the old cemetery wall, and some of the existing trees. These are valuable visual aesthetic (and environmental) resources, which contribute to the urban cultural landscape environment. The visual and spatial resources within the local and broader contexts contribute to the identity and sense of place of the City CBD, De Waterkant and Foreshore urban environments. These include (inter alia) the proximity of historic buildings and complexes and mature trees, various public places within the local area, views, and sightlines towards (and from) geographic landmarks, as well as the intangible elements associated with the historic uses of the area.

The inclusion of these as planning and detailed design parameters will contribute to the mitigation of adverse visual impacts, towards retaining and augmenting aspects of the urban cultural landscape that lend meaning to the experience of place. Should these visual indicators be interpreted as design criteria and measures for mitigation to be implemented, from a visual impact assessment perspective, the proposed development proposal should meet the requirements for approval.

Within the context of the Foreshore Gateway precinct, the conceptual development proposal 'Option 3' is congruent and well-fitting in context, and successfully addresses visual parameters, with an appropriate scale, form, massing, and height.

1. Introduction

1.1 Background

The amendment of the Lower Buitengracht road scheme within the Cape Town CBD released 11 000m² of land for development. In 2021 the City of Cape Town prepared an **urban design vision** for the precinct stretching along Buitengracht Street and west of Helen Suzman Boulevard, known as the Foreshore 'Gateway', adjacent to De Waterkant.

This vision identified the potential densification opportunities and public space improvements within the precinct, with a focus on publicly owned land parcels. The vision plans included preliminary investigations of heritage aspects, including historic buildings and archaeological potential associated with the cemeteries in the area, and the Vision was presented to the Impact Assessment Committee (IACom) of Heritage Western Cape (HWC) for information.

With respect to City Blocks 18 & 29, i.e. the Provincial Pavement Testing Laboratory (PPTL) site and adjacent erven; the appointed consultant team, led by NM & Associates Planners and Designers, received three key instructions: the first was to develop three residentially focused conceptual development options aligned with the government's objectives, emphasizing affordable and social housing in well-located areas, such as Cape Town CBD. The second instruction involved incorporating the City's vision outlined in the Foreshore Gateway Urban Design Vision and Framework Report (2021) into the development options. The third instruction pertained to the Western Cape Government's requirements, specifically the preferred development option based on informants and constraints.

In response, four conceptual development plan options (1A, 1B, 2, and 3) were created, informed by a market assessment report, and guided by the need to keep open market and affordable and social housing separate. The options aim to retain the heritage graded Soils Lab building and to provide on-site parking, with varying approaches tested for feasibility.

Options 1A and 1B aligned with the City's 2021 report, with Option 1B adapting to address feasibility issues related to upper floor parking. Option 2 was based on site opportunities and constraints, but financial modelling revealed challenges with basement parking. Consequently, Option 3 emerged from Option 2, excluding a full basement, leading to improved financial feasibility and layout efficiency, making it the Preferred Option.

All options underwent a high-level assessment, engaging key stakeholders, and **Option 3** received support from the WCG's Steering Committee on November 10, 2023, considering inputs from key stakeholders and assessing all conceptual development options.

This is the preferred option, which now forms the basis of this visual impact assessment report.

1.1.1 Terms of Reference

David Gibbs PrLArch has been appointed as consultant specialist to conduct a visual impact assessment of the proposed conceptual development of the PPTL site as part of the Heritage Impact Assessment process undertaken by Sarah Winter.

David Gibbs (SACLAP-registered Professional Landscape Architect | Environmental Planner and APHP-endorsed Professional Heritage Practitioner) meets with the requirements for specialists as set out within *Regulation 13 of the EIA Regulations 2014*, and works in accordance with established cultural landscape heritage and visual assessment criteria, definitions and terminologies as set out in the following CSIR Guideline reference documents:

Oberholzer, B: Guideline for involving Visual & Aesthetic Specialists in EIA processes: Edition 1.

CSIR Report No. ENV-S-C 2005 053 F, Republic of South Africa, Provincial Government Western Cape, Department of Environmental Affairs & Development Planning, Cape Town, 2005.

and

Winter, S & Bauman, N: Guideline for involving Heritage Specialists in EIA Processes: Edition 1.

CSIR Report No. ENS-S-C 2005 053 F, Republic of South Africa, Provincial Government Western Cape, Department of Environmental Affairs & Development Planning, Cape Town, 2005.

The author confirms his compliance with the general requirements for specialists as set out in Regulation 13 of the EIA Regulations 2014 and that the assessment of the development proposal has been conducted as per the criteria, definitions and terminology set out within the CSIR Guideline for involving Visual & Aesthetic Specialists in EIA processes. This report also complies with the relevant aspects of Appendix 6 of the EIA Regulations 2014 (as amended).

1.1.2 Independence of Visual Specialist

The author of this report document has no vested interest in the outcome of the approvals processes associated with the development proposals assessed in this document; nor does he stand to gain financially from the design, construction, or future management thereof; and therefore, maintains complete independence and impartiality.

1.2 Timing of Visual Specialist Input

This draft Visual Impact Assessment forms part of the Heritage Impact Assessment (HIA) of the proposed conceptual development, and endeavours to determine the character and visual absorption capacity of the built environment cultural landscape context of the site, the visibility of the proposed building components of the development, the potential visual impact on visual resources, and the nature, extent, duration, intensity, probability and significance of these impacts; and to advise with respect to measures for the mitigation of negative impacts and the enhancement of potential benefits.

1.2.1 Type of Visual Impact Assessment

The project site lies **within the urban edge** of the City of Cape Town Metropolitan Municipality (Table Bay District) and involves proposed urban intensification of a site within a **good quality urban cultural landscape of moderate to high significance**, therefore aspects of **Type 'B'** (local, urban contexts) and **Type 'C'** (site specific, considering buildings and clusters of buildings) **Visual Impact Assessment** apply.

1.2.2 Scope of Visual Impact Assessment

Consistent with NEMA requirements for visual impact assessment; the visual specialist must assess the potential visual impacts of the planning, design & construction phase, and the operational phase for each viable development proposal, including the 'no-go' (or no development) option.

The degree of visual impact anticipated is a function of the **development [type and intensity]** and the **environment [type and significance]** which receives it. In this case, **category four** development (i.e., medium to high density urban development with residential and commercial components, with associated infrastructure, as per the CSIR definitions) of **medium intensity** is proposed within an urban **cultural landscape** environment of moderate to **high significance**.

As **high visual impact** may be expected to result in **noticeable change**, clearly visible within the view frame and visual experience of the visual receptors, **Level 4 Visual impact assessment** is required.

At the intersection of Chiappini Street and Somerset Road, and Buitengracht Street and Riebeek Street, the PPTL site is highly visible to multiple visual receptors. As visual impact is defined as noticeable change, development of the PPTL site is likely to have **high visual impact**, in that changes of the type proposed (the construction of a higher-density mixed-use, high-rise building) will be highly noticeable to receptors within the immediate context, particularly the historic Salesian Institute, the St Andrew's Square and Prestwich Memorial, as well as the De Waterkant and Bo-Kaap neighbourhoods.

Note: whereas visual impact (i.e., noticeable change) may be positive, negative, or neutral, this assessment will consider the potential impact of the proposals from a **cultural landscape perspective**, across the scales; including from important vantage points within the Bo-Kaap; to determine the degree to which the proposal fits congruently within the changing urban environment.

During **the planning, design, and construction phase** of a project, the plans and designs developed in earlier stages are brought to life. This phase involves physical construction of the project, whether it is a building, infrastructure, or any other type of project.

Key activities during the construction phase include:

1. **Mobilization / site establishment:** Setting up the construction site, including temporary facilities, equipment, and resources required for construction.
2. **Site Preparation:** Clearing the site, excavating if necessary, and preparing the ground for construction.
3. **Foundation Construction:** Building the foundation or base structure that supports the project. This may involve pouring concrete, laying footings, or installing pilings.
4. **Structural Work:** Erecting the main structure of the project, whether it's a building, bridge, or other infrastructure. This includes framing, roofing, and other structural components.
5. **Installation of Utilities:** Installing essential utilities such as plumbing, electrical wiring, heating, ventilation, and air conditioning systems.
6. **Interior Finishes:** Adding finishing touches to the interior, including walls, flooring, ceilings, and other aesthetic elements.
7. **Exterior Finishes:** Applying finishing touches to the exterior, such as siding, roofing, painting, and landscaping.
8. **Quality Assurance and Inspections:** Conducting inspections and quality assurance checks to ensure that construction meets the specified standards and regulations.
9. **Coordination and Communication:** Managing the logistics of the construction process, coordinating different teams, and communicating progress to stakeholders.
10. **Health and Safety Measures:** Implementing safety protocols and measures to ensure the well-being of workers and compliance with safety regulations.
11. **Project Documentation:** Keeping accurate records of the construction process, including changes, issues, and solutions.
12. **Project Monitoring and Control:** Regularly monitoring progress, costs, and timelines to ensure that the construction stays on track and within budget.

These activities impact upon the construction site and effect noticeable changes to the status quo. Construction phase impacts associated with building activity tend to have short-term endurance, lasting as long as the construction activity continues.

The operational phase of a building project begins once construction is complete, and the facility is ready for its intended use. During this phase, the focus shifts from construction activities to the functional use and maintenance of the building.

Key activities during the operational phase include:

1. **Occupancy:** The building is officially opened and becomes operational for its intended purpose. Users, whether they are residents, employees, or visitors, start utilizing the facility.
2. **Facility Management:** Ongoing management of the building, including day-to-day operations, maintenance, and support services. This involves tasks such as cleaning, security, and utilities management.
3. **Regular Maintenance:** Conducting routine maintenance to ensure that the building and its systems are in good working condition. This includes addressing wear and tear, fixing minor issues, and performing preventive maintenance.
4. **Upgrades and Renovations:** Implementing any necessary upgrades or renovations to keep the building in line with evolving standards, technologies, or user needs.
5. **Utilities Management:** Monitoring and managing utilities consumption, such as electricity, water, and heating, to optimize efficiency and reduce operational costs.
6. **User Support:** Providing support services to users, addressing any concerns or issues that may arise during the normal use of the facility.
7. **Health and Safety Compliance:** Ensuring ongoing compliance with health and safety regulations, conducting regular inspections, and making any necessary adjustments to maintain a safe environment.
8. **Technology Integration:** Managing and updating technological systems within the building, such as security systems, communication networks, and smart building features.
9. **Waste Management:** Implementing effective waste management practices to handle the disposal of waste generated within the building.
10. **Lifecycle Planning:** Developing long-term plans for the building's lifecycle, including considerations for potential renovations, expansions, or eventual decommissioning.

The operational phase is characterized by a focus on sustainability, efficiency, and user satisfaction. Effective facility management is crucial to ensure that the building continues to meet its intended purpose and remains a functional and safe environment for its users.

Operational phase impacts tend to have long-term to permanent endurance, as a result of completed construction work which has transformed the site into a new condition. These impacts tend to last until the landscape matures, and the new status is 'normalized.'

1.3 *Nature of Proposed Development*

The conceptual development proposal envisages the creation of a viable gateway development that embraces social and spatial transformation and respects the heritage value of the site. This translates into urban intensification with medium-to high density buildings, effecting a change in land use of the site from the current use as the Provincial Pavement Testing Laboratory.

The proposed conceptual development of the site is understood within the context of the broader urban design vision for the Foreshore 'Gateway' Precinct, and whereas this is consistent with the proposed vision for the area, it is likely to cause noticeable change to the fabric, form, scale, texture, and character of the area locally, as well as noticeable change to the townscape and streetscape more broadly defined.

The insertion of new buildings into an existing townscape could be considered as possible visual intrusion, particularly upon the identified heritage resources, and upon Somerset Road and Chiappini Street, contributing to the obstruction of views of others within the area.

The typology of development may set new precedent for further development within the area (in terms of the cumulative impacts of urban intensification) and will add to existing development within the area as infill. However, the conceptual development proposal also has the potential to improve the quality of the public environment - particularly at the pedestrian scale, and to become a positive informant for other developments with the precinct to remain within acceptable parameters.

1.3.1 *Type of Proposed Development*

The proposed urban intensification node facility is anticipated to be a **Category 4 Development**, i.e., medium density mixed-use / residential development, (including affordable housing) with associated services and infrastructure, including pedestrian sidewalk, plaza, and forecourt amenities, as well as commercial opportunities.

1.3.2 *Intensity of Proposed Development*

The proposed development is anticipated to be of **medium to high intensity, medium to high density** i.e., multi-storey / high-rise; usually with less than 25% of the area retained as managed (and maintained) green open space (i.e., inner city 'urban' development typology).

1.4 Nature of Receiving Environment

The site is located within proximity of graded heritage resources, existing and proposed Heritage Protection Overlay Zones, and scenic routes. Although the urban grid (in terms of its scale, form, compaction, and cohesion) has been compromised by the road-widening of the 1960's and 1970's, with loss of built environment fabric; there is a degree of intactness to the city morphology. Identified heritage resources occur within the site itself (notably the Soils Lab building, the remnant wall of the old cemetery and mature trees). The site is also located within an urban environment which has a certain coherence, (though it lacks human scale and pedestrian comfort as a result of oversized transport engineering and vehicular dominance), and includes heritage resources such as the Salesian Institute, St Andrew's Square, and the Prestwich Memorial.

The precinct has a recognized urban character and sense of place and maintains strong visual connections to the encircling mountains which frame the City Bowl and form the Table Mountain National Park – with certain 'wilderness' qualities. The site is also within an area in which intangible heritage is associated with the disused former cemeteries in close proximity. Whereas the site does not occupy visually prominent ridgelines or skylines, being somewhat low-lying (between 15 and 17 m above MSL), it is well-located and visible from surrounding areas, however, the fall of the site from Somerset Road to Prestwich Street and the existing perimeter wall reduces the visibility of the Soils Lab building from Somerset Road and Buitengracht Street at pedestrian level under current conditions. Nonetheless, the development of a larger and taller building on site will have greater visibility than the existing structures on site.

The locality diagrams that follow indicate the subject site within of the urban environment of the Table Bay District of the City of Cape Town metropolitan municipality, well-within the urban edge of the city. The Foreshore district is characterised by large scale buildings and wide boulevards within city blocks of coarser grain, in contrast to the finer grain and narrower streets of the older parts of the city bowl. Given the location relative to existing and proposed **heritage Protection overlay** zones, the impact of the proposals in relation to the established visual, aesthetic, and spatial qualities which are valued and are worth conserving must be explored. These qualities should inform the kind of development which would have an appropriate fit within the site.

Moreover, Buitengracht Street is identified as a **Scenic Route**, as is the extension of Strand Street as it becomes High Level Road. The potential impact of the development proposals upon the visual experience of receptors travelling these routes is explored, within the context of an evolving and dynamic urban domain, in which change, and development is to be expected as a 'natural' process of the built environment. The intersection of Buitengracht Street and Somerset Road possesses gateway qualities marking the edge of the old city grid along Buitengracht and the linear extension of the city along the Somerset urban corridor. The green planted edge along Buitengracht Street enhances its visual spatial qualities.

The PPTL site is bounded by Chiappini Street, Prestwich Street, Somerset Road (Riebeek Street), and Buitengracht Street. In response to the Notice of Intent to Develop (NID) application, Heritage Western Cape (HWC) requested a Heritage Impact Assessment (HIA) inclusive of an Architectural Analysis, Archaeological Impact Study, Townscape and Streetscape Assessment, Socio-Historical Study, and Visual Study (this report).

Locality Plans

Indicating the location and extent of the subject site within the broader context

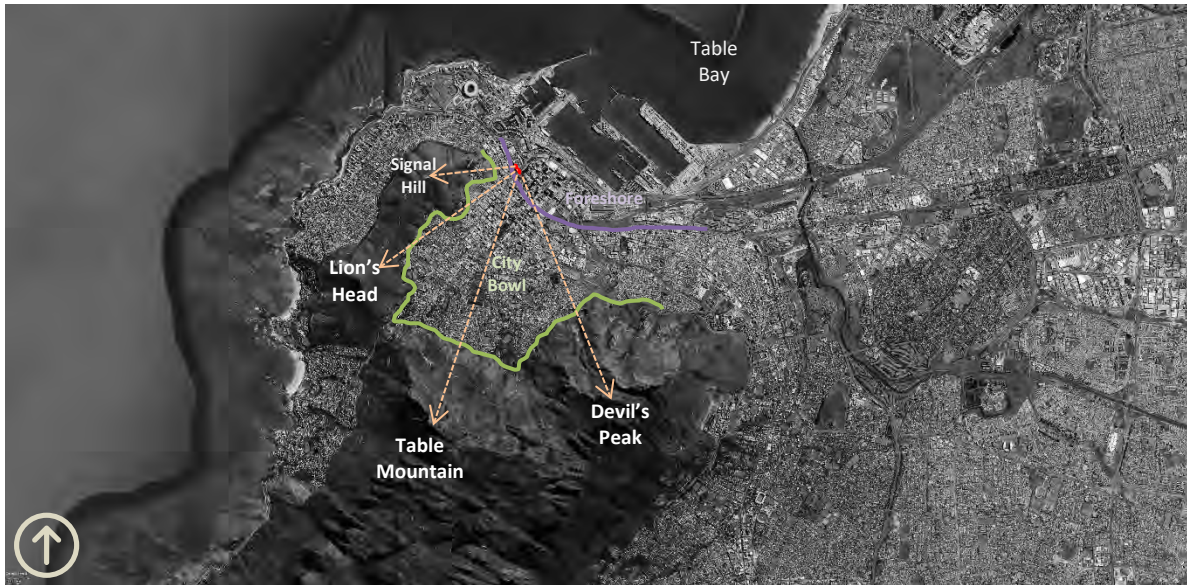


Figure 1: Regional setting: PPTL (subject site) marked red. Source: GEPro

Note: the green line shows the interface between City Bowl and mountain landscape

Note: the purple line shows the position of the old shoreline, denoting the Foreshore precinct



Figure 2: Local context: PPTL (subject site) shaded red. Source: GEPro

Note: the dashed green line shows the interface between City Bowl and mountain landscape

Note: the purple line shows the position of the old shoreline, denoting the Foreshore precinct

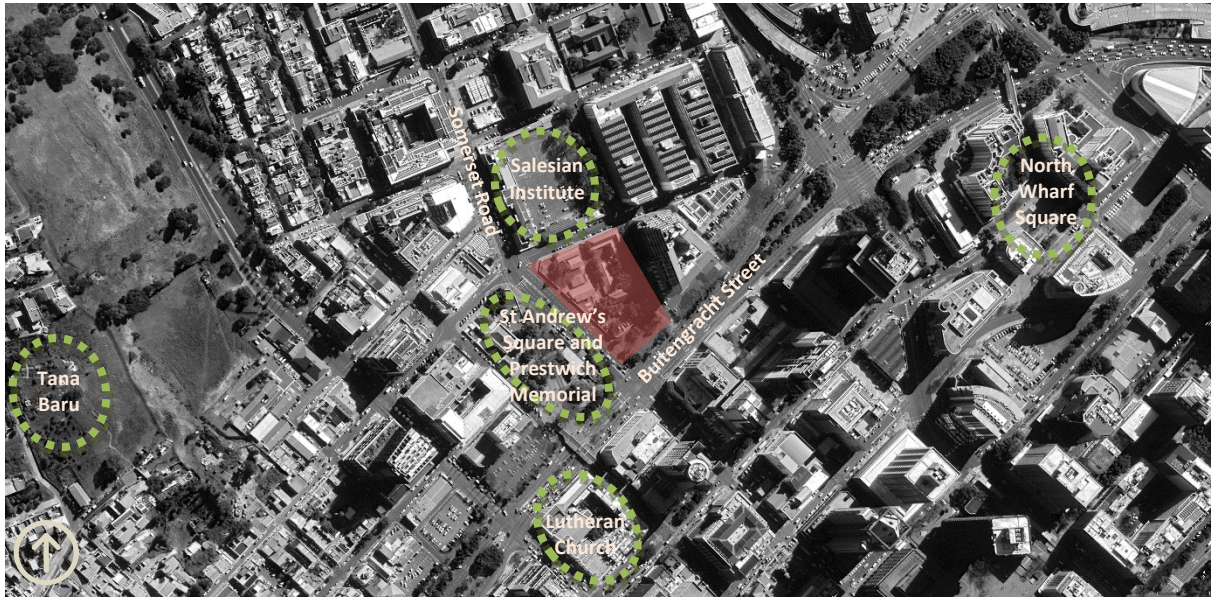


Figure 3: Site context: PPTL (subject site) shaded red. Source: GEPro

Note: visual and heritage resources within the context encircled in green broken lines.



Figure 4: PPTL site and surrounds: current conditions 2023. Source: City Maps GIS viewer

1.4.1 Type of Receiving Environment

The site is located within an **urban cultural landscape** (in this case, a townscape of high scenic, cultural, or historical significance, including scenic routes) within a receiving environment identified as including **existing and proposed Heritage Protection Overlay Zones**. Due to its geographic locality and accessible location, the site is embedded within the urban domain, but juxtaposed against an iconic mountain backdrop with 'wilderness' domain qualities.

1.4.2 Significance of Receiving Environment

The receiving environment includes remnant aspects of an **evolving, dynamic urban cultural landscape** of **high quality**; contiguous with an environment of **high scenic, cultural, and historical significance**; having some components of a distinctive character. Aspects of the site itself have **intrinsic significance**. The site is potentially **susceptible** to changes of the type proposed, in that development will cause noticeable visual impacts and changes to the status quo.



Figure 5: St Andrew's Square and Buitengracht Street from the pedestrian bridge



Figure 6: The Soils Lab building with Lions Head in the background



Figure 7: Chiappini Street site interface with Table Mountain (background).

1.5 Approach

Noting that the site and receiving environment include both natural and cultural (anthropogenic) features, the visual specialist has approached this study from a **Cultural Landscape** perspective. This approach offers a holistic vision for understanding and interpreting whole environments, considering human settlement needs within ecological carrying capacities. This concept endeavours to balance these dynamic systems through responsive conservation, development, and management, to augment each unique identity and spatial quality of these places and to ensure that interventions are located firmly within their contexts.

Cultural Landscapes provide a sense of place and identity, map human relationships with land over time. They are sites associated with significant events, activities, persons, or groups of people; they range in size from extensive tracts of rural land to historic homesteads and individual settlements. They can be grand estates, botanical gardens, parks, university campuses, cemeteries, agri-industrial sites, or scenic drives; they are works of art, narratives of cultures, and expressions of regional identity, constituting visual amenity heritage resources.

Recognizing and acknowledging the **dynamic quality** of cultural landscapes in that places do change over time (some features endure, certain patterns resonate; others fade, many vanish); and that development is at times necessary (and even desirable) for the continued vitality of place; it is important to *identify, protect, enhance, and integrate* visual qualities which contribute significant value to the character of landscape and lend meaning to the interpretation of place.

These can become visual indicators for appropriate design response. Ideally, from a cultural landscape perspective, visual impact assessment is approached **pro-actively** – to provide a mechanism for guiding the evolution of development proposals within appropriate visual parameters. This may be achieved by identifying visual resources upfront and, through strategic engagement, by integrating visual considerations into the planning and design phases of projects – and by measuring design proposals against established visual indicators and criteria.

With prior knowledge of the site and surrounding context, the visual specialist has visited the site and surrounding areas to establish critical viewpoints, and view corridors. With respect to the Appendix 6 EIA Regulations requirement, the site was inspected for approximately three hours mid-morning in late springtime, and again in the afternoon in early summer. This has relevance to the outcome of the assessment as representative of the character and quality of the site and surrounding context during a time in which it is likely to be perceived by the public.

The visual specialist also met with the members of the project team to identify critical viewpoints from a combined visual, heritage and urban design perspective.

1.6 Methodology

Determined by the Type and Intensity of the **Category of Development** measured against the Type, and Significance of the **Receiving Environment** into which it locates, the degree of visual impact expected indicates level of visual impact assessment required.

The introduction of new development associated with urban intensification is likely to be visible clearly within the view frame and visual experience of the receptors, given its proximity to public roads and residential neighbourhoods, and the relative visibility of the site. Associated with the development proposal, construction, and operational activities, **High Visual Impact** may be expected.

This requires a **Level 4 Visual Impact Assessment**, which typically involves the following:

- *Site visit and recoding of visual indicators*
- *Identification of issues raised in scoping phase*
- *Description of the receiving environment and the proposed project*
- *Establishment of view catchment area, view corridors, viewpoints, and receptors*
- *Indication of potential visual impacts using established criteria, including potential lighting impacts at night*
- *Description of alternatives, mitigation measures and monitoring programmes (if applicable)*
- *3D modelling and simulations, with and without mitigation*
- *Review by independent, experienced visual specialist (if required)*

The actual **significance** of the expected visual impacts must be ascertained holistically, considering the proposals in context, and interpreting the visual suitability of the potential changes.

In addition to the proposed conceptual development scenarios produced by the planners and urban designers, and descriptions of the project components, the urban designers have produced three-dimensional digital models of the potential massing of the proposed conceptual development, as well as models of the contextual areas, anticipating the exercise of development rights. This information has been interpreted within the context of landform information provided by Google Earth Professional, using shapefile modelling integral to software and processed on desktop and laptop computers. Digital photographs of the site were recorded using a hand-held camera.

The impact of the proposed conceptual development has been considered from strategic viewpoints at various distances from the site, including views from the Bo-Kaap, using a series of photographs recorded by the author with a hand-held digital camera, towards the articulation of a professional opinion with recommendations for decision-making.

1.7 Assumptions

Assumptions underpinning the visual impact assessment process are as follows:

- Awareness that 'visual' implies the full range of **visual, aesthetic, spatial, cultural, and spiritual aspects** of the environment, which together contribute to the local character and 'sense of place' of the area, and that 'visual' considerations are part of the cultural landscape.
- Understanding that 'impact' means a 'noticeable change' to the status quo when perceived under normal conditions; and that change is not necessarily negative, but may contain positive, neutral, and/or negative aspects in varying degrees.
- Identification of all significant visual heritage resources, including protected areas, scenic drives, sites of special interest and tourist destinations, together with their relative importance within the broader context of the region.
- Acknowledging the dynamic nature of landscape processes; including geological, biological, horticultural, and human settlement patterns, which contribute to landscape character, visual heritage attributes and scenic amenity value.
- The need to include quantitative criteria, such as 'visibility'; and qualitative criteria, such as 'aesthetic value' or 'sense of place' to achieve a balanced perception of visual impact (i.e., the rational and the intuitive; the measurable and the immeasurable)
- The need to include visual input as an integral part of the project planning and design process, so that the visual findings and recommended measures for mitigation can influence final designs pro-actively
- The need to determine the heritage value and significance of visual and aesthetic resources responsibly through a rigorous process, of which public engagement forms an essential component

1.8 Limitations

Limitations of the visual impact assessment process are as follows:

- The significance of cultural resources is dynamic and multifaceted, and the perception of visual impact may be interpreted subjectively, particularly as interest groups and societal values change over time. Thus, it is not always possible to provide a definitive visual statement of significance.
- **Timing and Availability of Information:** This report is based on information available at the time of writing and may be subject to review and revision, should additional or more detailed information become available at a later stage.
- **Accuracy of Material:** This report assumes that all material supplied by others (including specialist assessments, historical, planning and land-use background research) is an accurate and true reflection of the issues governing the property and its proposed development.
- The geographic aspects of this report rely on a combination of topo-cadastral maps at scales 1:500 000, 1:250 000 and 1:50 000, together with Google-Earth LIDAR data and GIS information at various scales as recent and as contemporary as possible. However, newer buildings and buildings still under construction may not be reflected.
- Detailed LiDAR information of the site context is not always available digitally; therefore, the visual simulations rely on landform as an indication of visibility. At grade, the screening effect of existing trees and buildings may reduce visibility significantly.
- With respect to the **quality** and **age** of the base data used, Google Earth Professional high-resolution 2023 aerial photography has served as reliable and accurate source data for three-dimensional mapping; in addition to the ESRI base plan information provided by the Department of Agriculture Enterprise, through the *gis.elsenburg.com* Cape Farm Mapper tool.

1.9 Visual Resources identified

Site Attributes: (foreground):

Noting that the site was once part of an old cemetery, the remaining boundary wall along the Chiappini Street edge (opposite the Salesian Institute) is identified as a visual resource. The Soils Lab building itself forms the corner of Chiappini Street and Prestwich Street and creates an internal courtyard, providing a human-scaled interface. Several mature trees on site have been identified as resources worth retaining. Trees running along Buitengracht Street outside of the boundaries of the site form part of a broader landscape pattern, providing some mitigation of the scale of the boulevard, as well as a degree of environmental shelter.

The continuity of the green canopy along the Buitengracht Street avenue created by the existing trees should be considered a key design indicator, and, as far as possible, incorporated into the designs for sidewalks and pedestrian plazas associated with the 'Gateway' Precinct, as the stature and continuity of this pattern is significant. Care and protection should be taken during construction to retain as many of the mature trees as possible, including the provision and maintenance of sufficient root space, and minimizing the encroachment of new buildings upon the canopies and driplines of these trees as far as possible. Where trees cannot be retained, significant replanting should be mandatory, with pavements made wide enough to accommodate this replanting.

Within the site context, (between 250m-500m from site) immediately across Somerset Road opposite the PPTL site is St Andrew's Square which incorporates St Andrew's Presbyterian Church and the Prestwich Street Memorial. A block to the north of the site (immediately across Chiappini Street) opposite the site is the Salesian Institute, which is built over the location of the former military and later Catholic cemetery. Towards the south is the Lutheran Church complex on Strand Street.

The proposals for the PPTL site should acknowledge these visual/heritage resources as key informants in terms of the scale and massing of the building plinth/pedestrian interface as part of the continuity of the streetscape, and vertical definition/framing of public spaces.

Further west, on the lower slopes of Signal Hill is the Tana Baru cemetery, above the Strand Street Quarry site, within the Bo-Kaap. Further east is North Wharf Square, the site of the northern wharf at the former shoreline before the Foreshore land reclamation project extended into Table Bay.

Legible and walkable connections between these heritage resources and public places should be incorporated into the urban design vision and placemaking proposals.

Local context: (middle-ground):

Within the local context, (between 500m-1km distance from the site, see Figure 2 for reference) important heritage resources and public places include the Lion Battery (Noon Gun site), east of Signal Hill; Riebeek Square with Saint Stephen's Dutch Reformed Church (formerly a school for freed slaves, and previously a theatre), reputed to be the only Dutch Reformed Church named after a saint; and the recently completed Battery Park, site of the former Amsterdam Battery harbour fortification.

Two scenic routes have also been identified within the local area: namely Buitengracht Street, and Strand Street as it extends towards (and becomes) High Level Road.

The scenic drives should be considered as visual corridors, within which development should contribute positively to the quality of the visual experience, through a consistency and legibility of form and by framing and defining particularly views.

Regional context: (background): Within the broader regional (or geographic) context, significant natural landmarks provide a sense of orientation and enclosure to the City Bowl; and are equally visible from the Foreshore:

The Table Mountain complex, inclusive of Devil's Peak, Lion's Head and Signal Hill. Sightlines to and from these geographic landmark features should be retained.

Further geographic references include the Roggebaai Canal, which traces the former coastal (prior to land reclamation), beyond which the V&A Waterfront and Port of Cape Town within Table Bay serve to connect the city to the Atlantic Ocean beyond.

The maritime and coastal aspects of the city should be considered as design informants, particularly because of the seasonal variation in weather patterns; shelter from winter rain and gale force wind should be provided for pedestrians within the public domain, potentially through colonnades, canopies, and loggia, inter alia.

1.10 Potential Impacts on Visual Resources

Construction phase impacts tend to be short-term, operational phase impact tend to be more long term, if not permanent. Whereas the proposed building and landscape interventions for the PPTL site are likely to produce significant visual impacts (i.e. noticeable changes) to the site itself as well as the immediate context, through the conversion of an 'open' parking court to a higher-density, mixed use, high rise building, (associated with increased activity, including construction activity, and increased lighting at night) this is not necessarily a negative impact, and has the potential to improve the quality of the public environment at the pedestrian scale.

Nearby is the Portside Building, which is currently one of the tallest buildings in Cape Town. To a certain extent, the development of the Foreshore Gateway Precinct could serve to contextualize and mitigate the scale of the Portside building, and to provide a better transition in scale, helping to integrate the urban townscape.

The PPTL site is located within proximity of the St Andrews Square and Prestwich Memorial, the Salesian Institute, and the Lutheran Church complex, and therefore the development proposals for this block should be carefully handled to prevent overwhelming or overshadowing the significance of these built environment heritage resources. Across the scales, the potential visual impacts of the development are as follows:

Potential Impacts upon the **Site Attributes:**

Transformation of portions of the site into larger buildings with public sidewalks, plazas, and forecourts, noting that the Soils Lab building will be retained, with some mature trees on site also retained. Potential negative impact upon existing trees at the edges of the sites, if not carefully handled.

Potential Impacts upon the **Local Context:**

Vertical definition of the Somerset Road edge of St Andrew's Square and Prestwich Memorial, and the cumulative effect of future development within the remainder of the Foreshore 'Gateway' and De Waterkant precincts. This vertical definition has the potential to mitigate the excessive scale of the Buitengracht Street road-reserve, and to enhance the gateway qualities of the intersection of Buitengracht Street and Somerset Road.

Potential Impacts upon the **Regional Context:**

Whereas the development is likely to be visible from elevated vantage points, the conceptual development proposal (option 3) is congruent with the typology of urban form, scale, and massing extant within the vicinity, and is likely to read as seamless continuation of the existing patterns of development, providing a transition in scale and building height.

2. The Proposed Development

2.1 Development Description:

The PPTL site has been identified as having the potential for urban intensification through higher density, mixed-use development, including affordable housing opportunities as part of the precinct. This has been explored in terms of the building envelope (including footprint / coverage, bulk, height) with reference to the City of Cape Town Tall Buildings Policy.

Whereas the proposed building envelopes include taller building/tower portions, the building plinth or podium level has been considered in terms of its contribution to the public environment, as the part of the building which contributes most to streetscape at the level of the pedestrian experience.

As yet, the proposed building envelope has not been detailed in architectural expression, and there is no sign of materiality or finish at this stage. However, **Architectural Guidelines** have been included in the PPTL Specialist Assessment Reports (12.12.2023), which will supply a measure of regulation over future detail design. The assessment focuses on the potential impact upon the texture and grain of the city at a conceptual level, predicting the impact of the proposed development within the context of the Foreshore 'Gateway' precinct, and in terms of cumulative impact, as well as the impact of the development of the PPTL site upon the Soils Labs building itself.

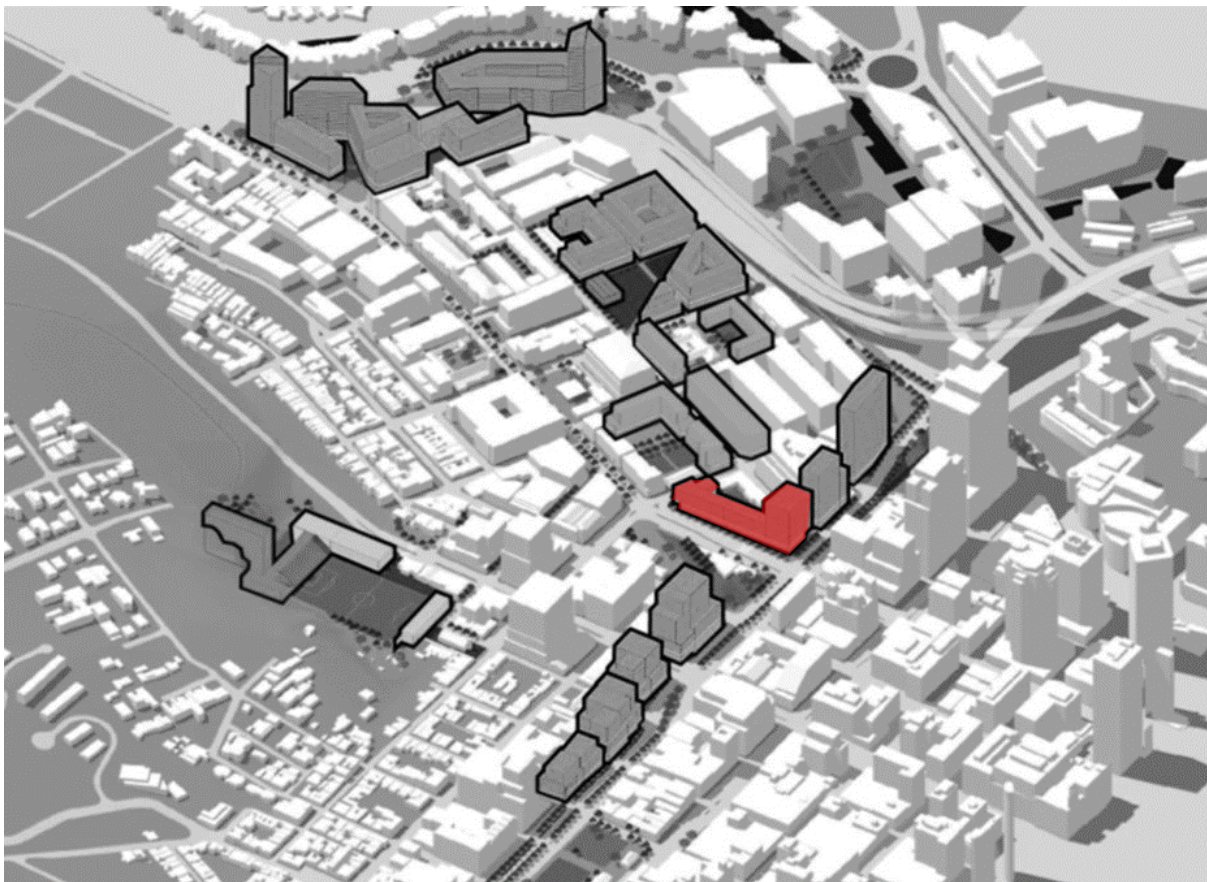


Figure 8: PPTL site within Foreshore 'Gateway' precinct. Source: Meyer & Associates

2.1.1 Development Alternatives

Apart from the ‘no-go’ alternative, in which the status quo would remain (in terms of development rights), various bulk scenarios were explored by the project team. These included the following options:

Option 1A: ‘High bulk’ Alternative: increased building heights - 8 to 16 storeys, above ground parking (3 floors provided to address demand) and mini basement, and including a 2nd storey on Soils Lab

Option 1B: ‘High bulk’ Alternative: increased building heights - 8 to 16 storeys, full basement that can service the business uses, and including 2nd storey on the Soils Lab building.

Option 2: ‘Medium Bulk’ alternative: building heights responded to findings of analysis - 7 to 12 storeys, full basement that can service the business uses, and including a 2nd storey on the Soils Lab building.

Option 3: ‘Lower Bulk’ Alternative: Building heights responded to findings of analysis - 7 to 12 storeys, mini basement only, no additional storey to the Soils Lab building, lack of structured parking resulted in improved efficiency of floor layouts and improved street interfaces.

OPTION 1A: (GFA: 31 762m²) – HIGH BULK

230 units
 Affordable: 33% (76)
 Open Market: 67% (154)
 Retail: 1633m² and Office: 1558m²



OPTION 2: (GFA: 29 759m²) – MEDIUM BULK

292 units
 Affordable: 45% (132)
 Open Market: 55% (160)
 Retail: 2233m² and Office: 1558m²



OPTION 1B: (GFA: 33 583m²) – HIGH BULK

352 units
 Affordable: 43% (150)
 Open Market: 57% (202)
 Retail: 2252m² and Office: 1558m²



OPTION 3: (GFA: 23 377m²) – LOWER BULK

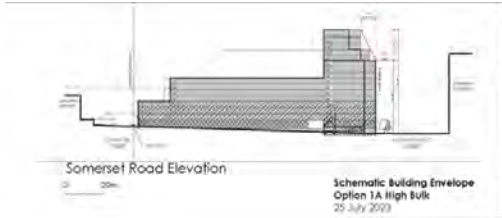
310 units
 Affordable: 39% (120)
 Open Market: 61% (190)
 Retail: 2139m² and Office: 779m²



Figure 9: comparison of the conceptual development alternatives. Source: NM & Associates

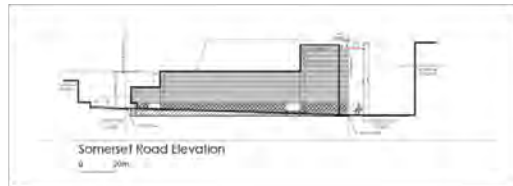
OPTION 1A: (GFA: 31 762m²) – HIGH BULK

Top Height: ±54m
 Somerset Road: 4 to 8 storeys
 Buitengracht Street: 15 storeys +1 services lvl



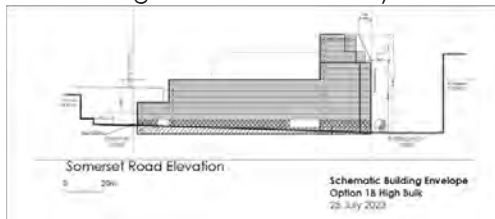
OPTION 2: (GFA: 29 759m²) – MEDIUM BULK

Top height: ±40m
 Somerset Road: 4 to 7 storeys
 Buitengracht Street: 11 storeys +1 services lvl



OPTION 1B: (GFA: 33 583m²) – HIGH BULK

Top Height: ±54m
 Somerset Road: 4 to 8 storeys
 Buitengracht Street: 15 storeys +1 services lvl



OPTION 3: (GFA: 23 377m²) – LOWER BULK

Top height: ±40m
 Somerset Road: 4 to 7 storeys
 Buitengracht Street: 11 storeys +1 services lvl

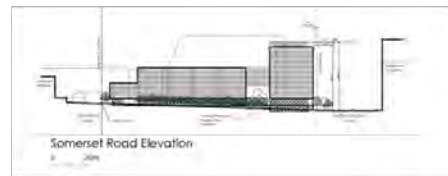


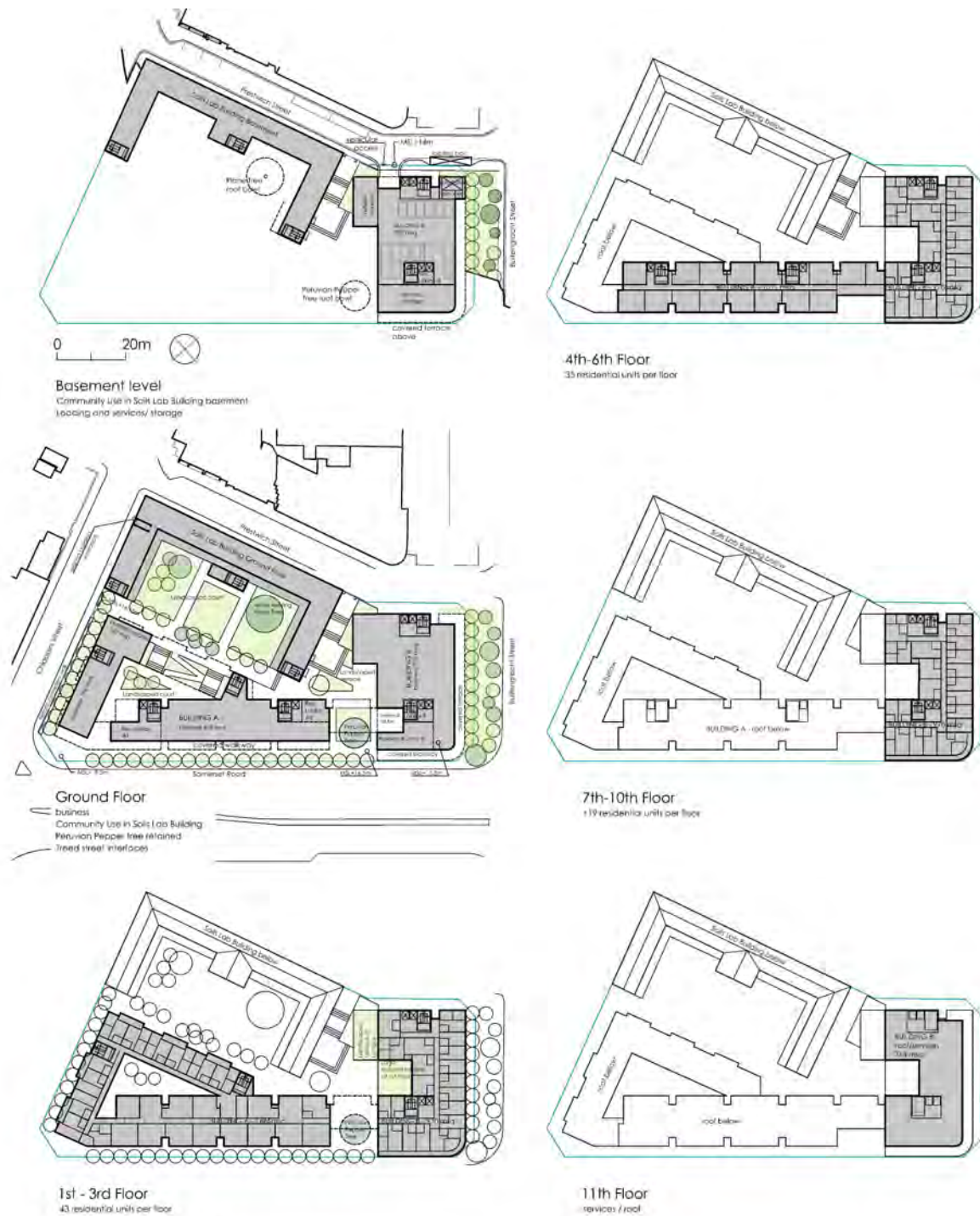
Figure 10: comparison of the conceptual development alternatives. Source: NM & Associates

2.1.2 Proposed Layout(s) to be assessed

Option 3 (Lower bulk option) has emerged as the preferred conceptual development option and has been assessed within the parameters of this visual impact assessment report.

The conceptual development proposal (option 3) for the PPTL site includes 310 residential units, of which 120 (39%) are given for affordable housing, with 190 (69%) available to the open market.

The maximum height of the tallest portions of the conceptual development proposal is approximately 40m, with four to seven storeys proposed along Somerset Street, and 11 storeys (+1 services level) along the Buitengracht Street interface.



Option 3 Medium Bulk: Schematic floor plans
08 November 2023

Floor areas of new building:
 Basement service area - 982 msq
 Ground floor business - 2 028 msq
 Residential floor area: - 17 728 msq
 Roof services area B - 764 msq
Total new floor area: 21 502 msq

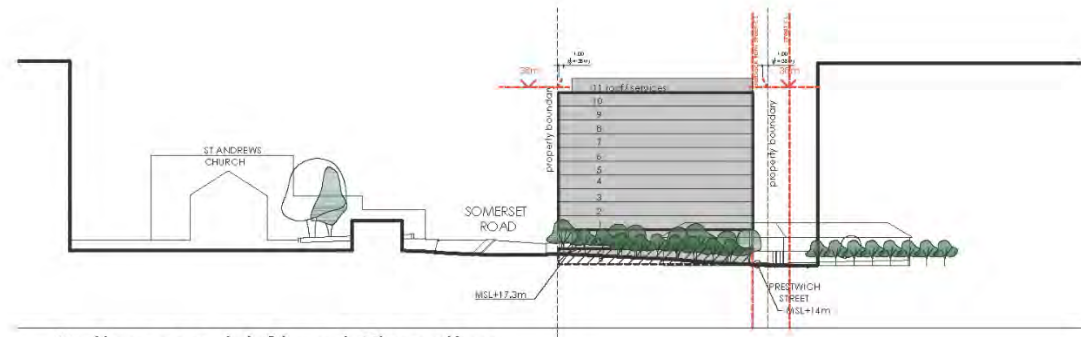
Floor areas of existing building:
 Soils Lab Basement - 842 msq
 Soils Lab Ground Floor - 1029 msq
Total floor area - Soils Lab: 1871 msq

TOTAL FLOOR AREA: 23 373 MSQ

Residential units: 310 no's

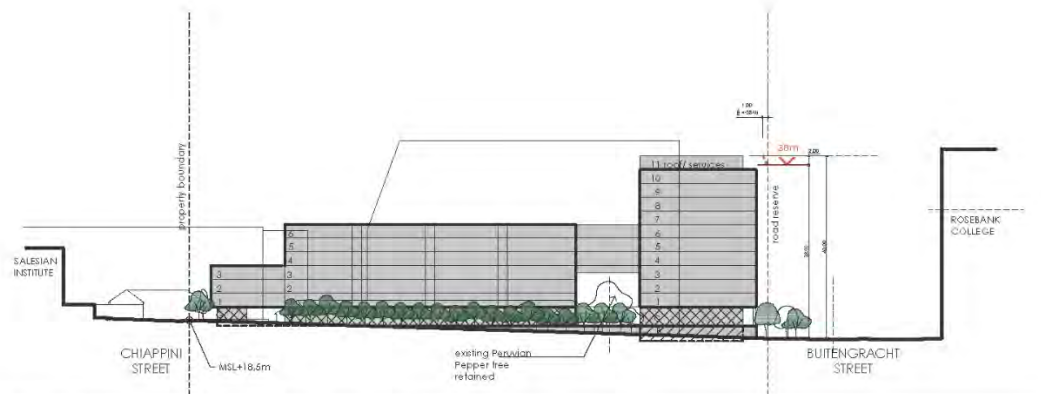
Parking bays - Only loading and service-related parking provided

Figure 12: PPTL site 'Option 3' schematic floor plans (Nov 2023). Source: NM & Associates



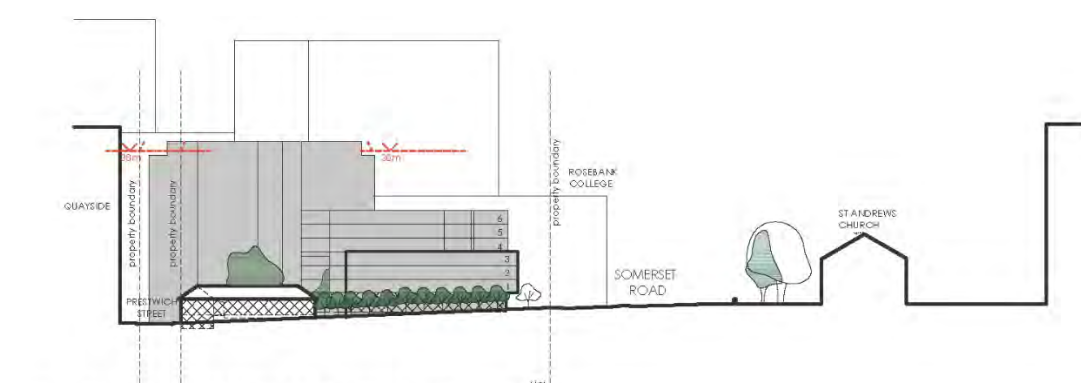
Buitengracht Street Elevation

0 20m



Somerset Road Elevation

0 20m



Chiappini Street Elevation

0 20m

**Schematic Building envelope
Option 3 Medium Bulk
08 November 2023**

Figure 13: PPTL site 'Option 3' schematic building envelope (Nov 2023). Source: NM & Associates

OPTION 3 3-DIMENSIONAL IMAGES

View 1. Plan View



View 2. View at Buitengracht Street and Somerset Road intersection



Figure 14: PPTL site 'Option 3': 3D views. Source: NM & Associates

View 3. View at Somerset Road and Chiappini Street intersection



View 4. View at Chiappini Street and Prestwich Street intersection



Figure 15: PPTL site: 'Option 3': 3D views. Source: NM & Associates

2.1.3 Architectural Guidelines

Whereas the proposed building has not been developed in detail, the project team has developed a series of architectural guidelines as a measure of control over the detailed design phases to follow. These build upon the contextual informants and emphasize the 'gateway' role of the site, and the importance of active street interfaces to improve the urban realm, as well as a mechanism for transitioning in scale from the coarser grain of the foreshore buildings towards the finer grain of the Bo-Kaap, as well as the smaller scale of the Soils lab building on site and the Prestwich Memorial building across Somerset Street. The guidelines enable and promote an appropriate fit in terms of local scale and site context, to carry the spirit of the conceptual form and massing forward, into future detailed design phases.

The following extracts from the **Architectural Guidelines Report (Source: NM Associates)** refer to the broader site context and visual/spatial informants:

Gateway role of the Site:

The gateway role of the site requires the new buildings to emphasize the street edges while facilitating the transition from the bulk and height of the Foreshore and CBD to the finer grained fabric of the Bo-Kaap, De Waterkant and Prestwich Precinct on the one hand and the bulk and height of the new development relative to the Prestwich Memorial / St Andrews Church Square and the retained Soils Lab Building, on the other hand. Accordingly, the following guidelines apply to the proposed development:

- *The tallest building component must be located along Buitengracht Street to define the edge of the CBD and to fit with the proposed infill development along Buitengracht Street proposed within the proposed Foreshore Gateway Urban Design Framework (2021). The building heights of the proposed development along Buitengracht Street step up towards the Foreshore. Accordingly, the tower component must be lower than the adjacent Quayside building. The lower height also ensures the site is read as part of the gateway defining entry into the Atlantic Seaboard Urban Corridor along Somerset Road.*
- *The following indicative storey heights inform the new building envelope:*
 - i. *3.0 m for residential floor levels*
 - ii. *4.2 m for ground floor retail areas (this may vary depending on the slope of the site, but should not be less than 3.0 m, minimum)*
 - iv. *3.3 m for basement parking/ services level*
 - iv. *3.0 m for services at roof level*
- *From 38m above ground level, the building is required to set back at a gradient of ½ (Height minus 38m) from any street boundary in a GB 7 Zone. Residential accommodation must stop below the 38m height to avoid staggered setbacks in accommodation above this level. Roof level services (for example the lift or fire escapes) may protrude above the 38m level, setback behind a parapet.*
- *The tower must have an articulated corner at the prominent intersection of Buitengracht Street and Somerset Road to acknowledge the gateway space and Somerset Road as a dominant route in the local access network.*

- *The building height along Somerset Road must be medium height, and not exceed the height of the Rosebank College (corner of Somerset Road and Buitengracht Street). The total height of this component (including roof level services) must not exceed 25m above existing ground level, measured at the highest point of the slope along Somerset Road.*
- *The building height must step down along Somerset Road towards the Chiappini Street / Somerset Road intersection to transition between the heights of the new building and the existing Salesian Institute.*
- *The building height must step down along Chiappini Street to transition between the heights of the new building and the existing Soils Lab Building. The height difference between the new and existing buildings must not exceed two storeys.*

Street interfaces:

The development must define the urban block as per the local urban courtyard typology found in the precinct where the buildings follow the block edge and the central parts of the block are left open to the sky. Buildings along the edge of the urban block should contribute to the definition and activation of the public space network. The form and function of the ground, and the few floor-levels above ground level, will have an impact on the performance of the local public environment. The following guidelines will therefore focus on the spatial preconditions and location and type of land uses specific to each street. Generous allowance must be made for pedestrian movement around the edges, especially Somerset Road and Chiappini Street where the new building can interact directly with the public sidewalk.

- *The tower on **Buitengracht Street** must be set back (minimum 2,5m) from the street boundary (edge of road reserve) to allow for at least one additional line of trees close to the property boundary to reinforce the existing tree planting along Buitengracht Street. The selection of new tree species must consider the appropriate scale, shade density and non-invasive root systems as per the PPTL Landscape Plan and Guidelines (2023). The road reserve must be retained as a soft landscaped open space until it is needed for road widening purposes. The ground floor along Buitengracht Street must be set back to allow for a useable external area overlooking the landscaped road reserve edge.*
- *The building facing onto **Somerset Road** must be conceptualised as the north-eastern edge of the Prestwich Memorial / St Andrew's Square space, which acts as an important threshold and pause space in moving between the city centre and the Prestwich Precinct. Allowance must be made for tree planting along the Somerset Road edge to soften the street interface of the development and create a more humanly scaled environment that frames the existing 'Park' space. Accordingly, the new building must be set back 3m minimum from the new street boundary to allow for the canopies and rootzones of the new trees. Overhead canopies or basements must not extend into the tree planting zone.*

- **Chiappini Street**, north of the Soils Lab building must accommodate planting where possible to create a positive street interface given its current and future role as a route connecting the CBD with the V&A Waterfront. The old graveyard wall should be conceptualised as an integrated component of the pedestrianised edge. The planting/tree types and positioning of trees relative to the wall must not impact the structural integrity of the foundations of the cemetery wall.
- Along **Somerset Road**, visual connections to the Prestwich Memorial / St Andrew's Church square must be made. A gap between the tower and the Somerset Road building around the existing Peruvian Pepper Tree presents an opportunity to do this. This aligns with the entrance to the Prestwich Memorial which simultaneously allows the development to acknowledge and reference the Memorial as an important site in the context of the past role of Prestwich precinct as a burial ground.
- The pedestrian crossing of Somerset Road at the Chiappini Street intersection must be designed to prioritise more direct and safer pedestrian movement across Somerset Road in particular. The new development must allow for generous pedestrian forecourt at this corner, with direct pedestrian links to the internal courts and routes through the new development.
- The Soils Lab building façade along the Prestwich Street boundary must be opened to reveal activity within the interior of the building and the basement to create interest and contribute to increased passive surveillance over this street.
- The material selection and resolution of the new building façades must not be over-elaborate or attention-seeking (for example, using large expanses of reflective glazing or elaborate screening) to avoid detracting from the heritage buildings and features on and / or surrounding the project site. Similarly, the most prominent public façades (south-west-facing on Somerset Road and south-east-facing on Buitengracht Street) are shaded, exposed to summer winds, and exposed to noise and fumes from vehicular traffic. Therefore, these elevations are likely to have a more solid and robust façade-design than the sunnier and wind-protected north-facing sides of the new buildings.
- Notwithstanding the above requirement for a recessive, 'back-ground building', the façades to Buitengracht Street and Somerset Road should optimise opportunities for the articulation of corners and breaks between buildings to mitigate the scale of the development.
- The ground floor level and basement should be articulated to help breakdown the scale of the building in the vertical dimension. It is proposed that the ground floor and basement are differentiated from the floors above by setting back the ground floor and expressing the ground floor and basement in a different material.
- Floor levels above ground floor level must have the façades designed to reflect and differentiate the more private versus public type activities. Where shared facilities servicing the residents are located above ground, for example gymnasias, cafes, shared workspaces etc, façades should be opened to offer visibility of these activities which in turn can provide interest for passers-by and contribute to improved levels of passive surveillance.

- *Where a new basement is exposed on a public street above ground level, materiality and scale must be carefully considered.*
- *The ground floor level must be utilized for land uses that require accessibility and visibility by the public this will include retail and business type services community uses and co-working type environments conventional offices, public facilities, and businesses requiring high degree of privacy and security must not locate on the ground floor as they will impact negatively on the street level environment.*
- *The ground floor level must provide a range of different size spaces including smaller rental units to support small scale business operators as suggested in the market demand studies and in keeping with socioeconomic principles to support smaller role players in the market*
- *The development must provide for a retail anchor on ground level that is easily accessible and visible it is optimal that the retail anchor is spatially integrated or located adjacent to a business that can offer extended hours of operation beyond the normal business day examples include a takeaway outlet or restaurant or gymnasium*

Incorporating existing heritage fabric and site features

The proposed development must be respectful to the history of the site the heritage fabric of the Prestwich Memorial / Saint Andrew's square and the Salesian Institute and the broader heritage context of the historic District 1 it must retain and repurpose existing elements with heritage significance namely the graded (Grade 3A) soils lab building including some of its associated trees, the remnants of the cemetery wall along Chiappini St. and the gate posts in Prestwich Street. The concept proposal for the site also allows the existing Peruvian pepper tree along Somerset Road to be retained even though the tree does not have heritage status the following guidelines inform the development approach to existing site features and fabric.

Soils Lab Building

- *The new development must not overwhelm the retained soils lab building. The new development must be set back from the Soils lab by at least 5 metres and gradually transition to taller building heights*
- *The existing soils lab building must be repurposed in a way that retains its principal architectural qualities, namely a robust perimeter building with a veranda lined courtyard to the site interior together with the remaining historic bold fabric including but not limited to timber flooring fenestration architraves doors and other features*
- *It is noted that the conceptual development proposal did not test the specific needs or spatial implications of the proposed new uses (retail, co-working offices and community uses) or the Soils Lab building's ability to accommodate internal and external changes spatially or structurally. This*

will need to be explored in greater detail in the design development stages to follow. Presently it is understood, from the heritage studies and building condition assessment of the PPLT Soils Lab building undertaken as part of the contextual analysis reports (2023) that the building is robust enough to manage adaptive reuse. However, there are spatial implications inherent (for example the shallow depth of the building) and service limitations (few existing wet services) that affect the repurposing of the building. It is not appropriate to introduce a service intensive high wear and tear use to this historic building

- *Additional floor levels are not encouraged, however opening of the facade towards Prestwich Street is permitted to activate this street edge and increase passive surveillance. The arched entranceway on Chiappini Street must be reinstated as a primary entrance to the building. The material qualities of the building must be retained namely plaster\ paint wall finishes with steel windows to the street facades with three brick walls and timber framed windows and doors to the courtyard side additions and infill must be clearly distinguishable as new the ends of the verandah should be opened again.*
- *The wet services of the Soils Lab building must be reconsidered with a view to replacing deteriorated services and to rationalize the placement of new reticulation. The wet services must be connected in new service calls and must avoid being exposed on the street facing facades*
- *The basement of the Soil's Lab building can be repurposed as habitable space and must be linked with vertical circulation to the ground floor to integrate it with the ground floor and make it compliant with fire safety regulations the existing ramped entrance to the basement will become redundant in the process the windows to the basement must be redesigned in the existing window openings to allow for improved light and ventilation including reestablishing\ improvement of the existing external light wells around the basement perimeter*
- *Activities to be located on the ground floor of the Soils Lab building must contribute to activation of the Soils Lab courtyard spaces, however caution must be exercised when selecting activities such as restaurants or other types of businesses which require high levels of back of house servicing for the ground floor*

Trees

- *The existing plane tree in the Soils Lab courtyard must be retained. New tree surrounds, seating and surface finishes around the tree must be considerate of the tree's root zone. There is an opportunity to review the existing paved finish around the tree and make it a green, soft landscape space*
- *The existing Peruvian pepper tree along Somerset Road has a canopy of approximately 9m diameter and height of approximately 27m. The new building configuration makes it possible for the tree to be retained. Sufficient space (minimum 2m in either direction) must be retained around the tree's root zone and canopy overhead to allow its space to grow further.*

Old Graveyard wall and gateways

- *Along Chiappini Street, the new building must be set back at least 3,5m from the cemetery wall to allow for a usable space between the wall and the ground floor this zone can be landscaped or used as positive outdoor space to the ground floor retail / residential support spaces it is proposed that the present plaster / paint finishes removed to uncover the original stone construction of the wall. New openings in the wall are permitted but must be limited in number to retain as much of the original fabric as possible and must be subject to detailed design with input from the heritage and archaeological specialists.*
- *Along Prestwich Street, the existing gate posts to the southeast of the Soils Lab must be incorporated into the landscaping and threshold of the pedestrian thoroughfare from Prestwich Street to Somerset Road.*

Incorporating Heritage Fabric and Site Material

An approach to memorialising the past use of the local area (including the site) as a burial ground and the social history of District One, using local stone from the excavations, could be applied in the design, and detailing of the ground plane. In excavations of the site, it is likely that other items of interest may also be unearthed and could be used to provide interest for those passing through the site. Old stone and remnant of headstones, crypts, etc. could be integrated into the paving, seating, changes in level, wayfinding, and interpretative signage. This will need to be expanded on after the completion of the Heritage Impact Assessment which will incorporate mitigation measures to lessen the impact on the historical context.

The guidelines also recommend aspects to ensure a resulting environment which is comfortable for living, and address the residential components, pedestrian access, and circulation, shared spaces and external courts, vehicular access, and services and utilities.

From the Architectural guidelines report, it is clear that visual considerations have been applied meticulously in guiding the form, shape, scale, and character of the proposed building envelope; and that every opportunity to integrate the new intervention comfortably into its site, immediate and broader context has been considered.

2.2 Implications of the Proposed Development

Within the field of view, both the Planning Design & Development phase and Operational phase of the project would cause noticeable changes - (i.e., visual impact) to the visual status quo.

These may have either negative, neutral, or positive effects on the visual resources identified, and are summarized as follows:

2.2.1 Planning, Design and Development phase:

- Site clearance, demolition of low significance structures, removal of certain trees
- Earthworks / excavations to create building basements and platforms
- Construction operations – establishment, materials delivery, and storage
- Building activity, personnel and vehicles and tower cranes (machinery and site camp)
- Noise / dust / lighting / temporary services / hoarding

2.2.2 Operational phase:

- Transformation of open parking court into built form, (change in use and 'sense of place')
- New large buildings with podium and towers, with affordable and open market residential
- Reimagined public realm – sidewalk, plaza, building forecourt with urban landscaping
- Residential and commercial activities / passive recreational use of public urban spaces
- Increased traffic flows in and around the sites, with signage and lighting

Note: Whereas planning, design, and development (construction) phase impacts are significant and immediate, effecting noticeable change to the status quo, they tend to last only as long as construction activity continues. Contrastingly, operational phase impacts tend to be more permanent and long-lasting, but may become neutralized over time, as the visual changes become normalized and alleviated through the implementation of appropriate mitigation measures, and the maturing of landscape features (including street trees, bosques, green walls, hedges).

3. The Receiving Environment

3.1 *Contextual landscape*

The receiving environment of the development proposal should be considered not only at site scale, but also at the broader contextual landscape scale, to understand the role of the site and the impact of its development holistically, and as a contiguous component of a larger system beyond its own cadastral boundaries, and within the regional setting within which it is located.

Whereas the site itself can be described as an evolving **urban cultural landscape**, layered, modified, and adapted over time, resulting in built environment of unique character; it is also set within a dynamic context of an ever-changing and developing cityscape, which continuously adapts to contemporary needs and socio-economic factors. Within this dynamic context, the visual and heritage resources which endure lend character, identity and meaning to the built environment.

The geographic landmarks which define the city bowl provide the highest order of structuring elements to the cultural landscape: Table Mountain, Devil's Peak, Lion's Head and Signal Hill are of such significant scale that, depending on viewing distance, the cityscape is dwarfed by its framing landscape. The impact of tall buildings is therefore only of consequence at the immediate and local context scales, with the podium components of buildings contributing to the streetscape experience.

The contextual cultural landscape diagrams that follow explore the themes concerning sense of place, identity, and character of (urban) landscape.

3.1.1 Type of Landscape



Figure 16: Geology. Source: Cape Farm Mapper

As per the reading of the landform and underlying geology, the site within the Foreshore lies near the interface of two broad types of landscape, which follow the approximate position of the ancient shoreline.

Malmesbury shale underpins the City Bowl, Bo-Kaap and upper Foreshore. This formation has weathered into gentle rounded slopes through prehistoric chemical weathering under far more humid climatic conditions, typical of the **undulating plains and foothills landscape typology**.

In contrast, Sandveldt underpins the lower Foreshore (as a fairly recent land reclamation). This deposit is consistent with the flat **coastal plains landscape typology**.

3.1.2 Topography and Landform

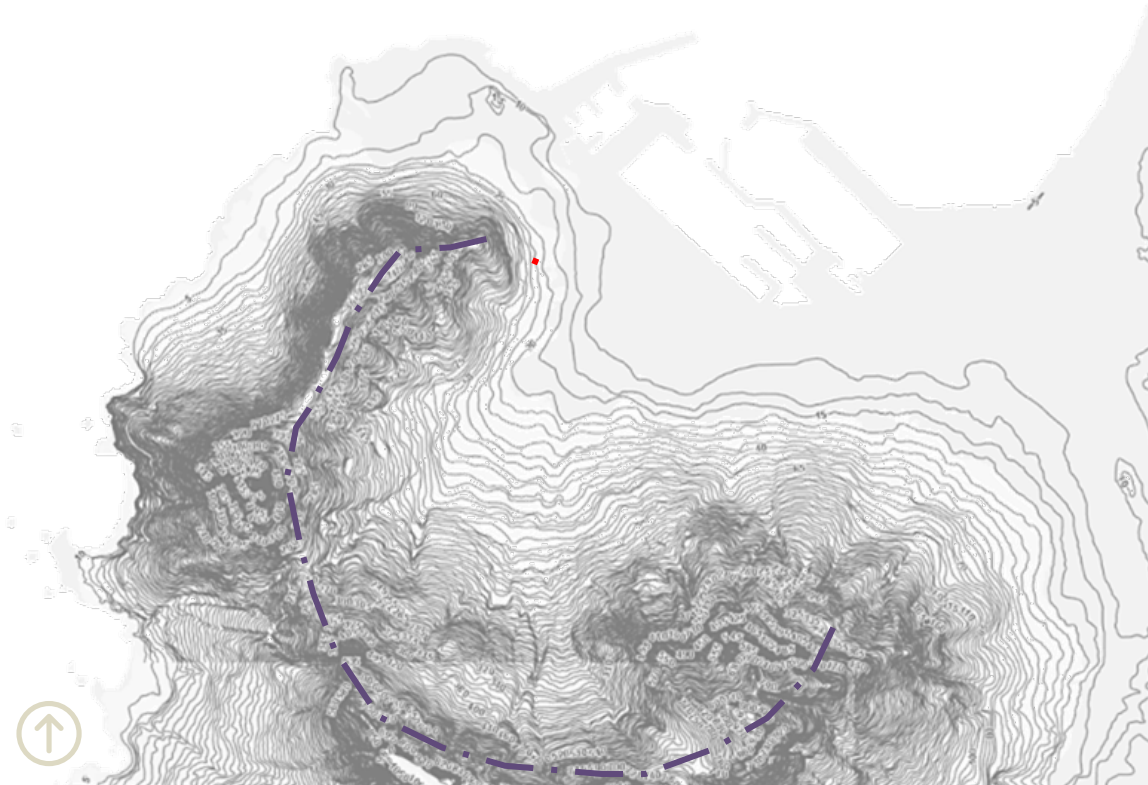


Figure 17: Contours. Source: Cape Farm Mapper

The site is low-lying (between 15 and 17m above MSL) and appears flat, consistent with the coastal plain designation of the lower city and Foreshore domain. Using the language of Christian Norberg-Schultz (towards a Phenomenology of Place), this would be a cosmic or 'sky-dominated' landscape, if not for the encircling mountains which (although between 1 and 3km distant) provide a sense of spatial enclosure and 'land-dominance' which renders the regional setting of 'romantic' character.

The strong visual connections to Table Mountain, Devil's Peak, Lion's Head and Signal Hill provide a sense of orientation and scale to the entire precinct. The contour diagram demonstrates how the landform flattens towards the coastline, which has been setback through the ambitious land reclamation schemes of the 1940's resulting in the creation of the Foreshore.

3.1.3 Aspect and Orientation



Figure 18: Aspect. Source: Cape Farm Mapper

The site slopes very gently, with north to north-east aspects, (favourable solar orientation), below and east of the Lion Battery on the lower slopes of Signal Hill ('Lion's Rump').

The site has a north-east / south-west axial orientation, parallel to the ridgeline running between Lion's Head and Signal Hill, which is consistent with the grid orientation of the historic city blocks. In parallel, Buitengracht Street follows this orientation. Whereas Somerset Street once passed diagonally through what is now St Andrew's Square, it has since been realigned to meet Buitengracht Street orthogonally. The original alignment of the roadway (and tramline) is reflected in the landscape design of the square.



3.1.4 Hydrology and drainage



Figure 19: River and wetland systems. Source: Cape Farm Mapper

Whereas no surface level watercourses are evident currently on the site, the Table Mountain formation gives rise to springs which flow perennially. This phenomenon inspired the ancient Indigenous place name 'Camissa,' translated as 'Place of Sweet Waters.'

During the VOC period of settlement and control, the government formalized seasonal mountain streams into channels or 'grachte,' directed through the Company's Gardens at other market gardens as part of the settlement's irrigation and water supply scheme. 'Buitengracht' refers to one of these 'grachte': the former channel on the edge of the settlement, just 'outside' the city limits, now relegated underground as part of the city's engineered stormwater disposal system.

The memory of the former 'gracht' could find expression in the place-making of the public environment along the Buitengracht Street edge, through the integration of references to water as an element of urban landscape design, to manifest an aspect of intangible heritage.

3.1.5 Slope percentage

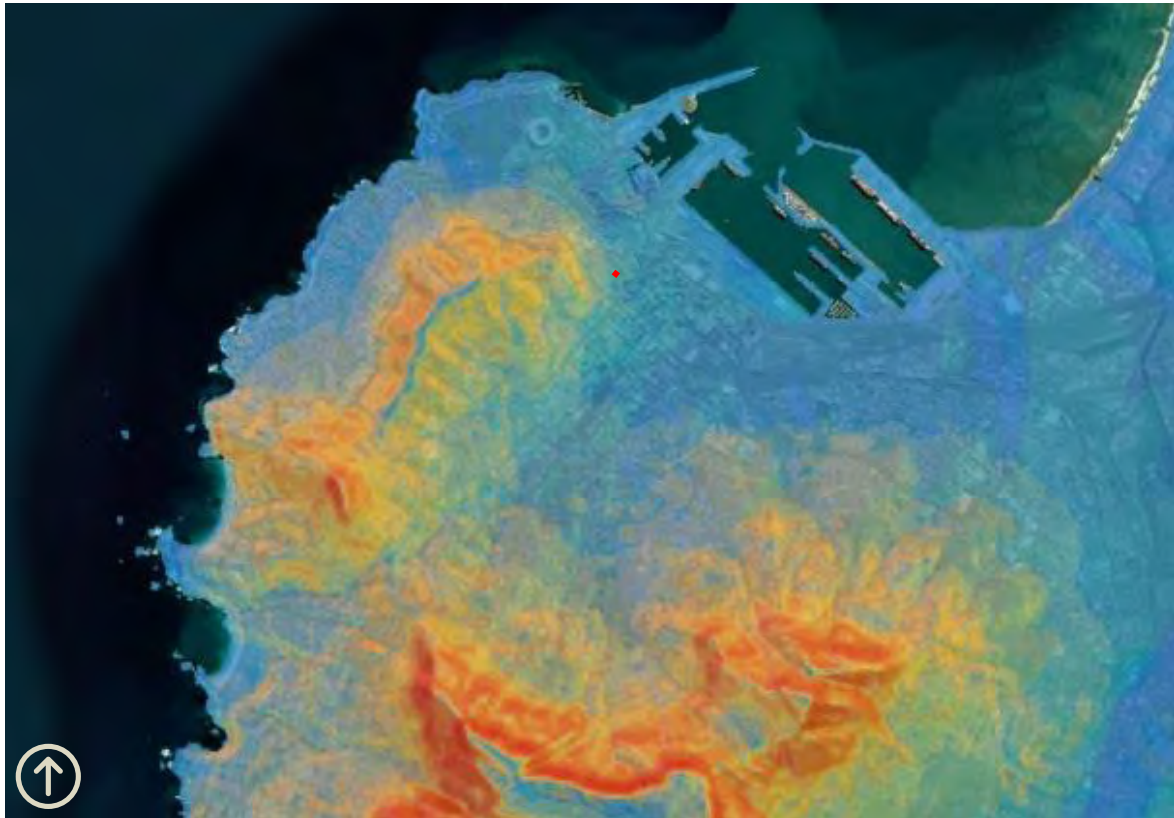


Figure 20: Slope percentage. Source: Cape Farm Mapper

Despite the overwhelming psychological effect of the presence of Table Mountain, Devil's Peak, Lion's Head and Signal Hill, Cape Town (as a metropolitan area) is statistically 'flat' - a 'cosmic' (sky-dominated) landscape - as indicated by the blue portions of the diagram above. However, with increased proximity to the mountains the landscape rises sharply with the north-facing slopes of Table Mountain forming near vertical cliff faces.

The iconic Table Mountain ridgeline visually encloses the City Bowl and Foreshore and acts as Viewshed, beyond which the subject sites are not visible due to the screening effect of major landform.

3.1.6 Settlement Patterns & Built Form



Figure 21: Cadastral patterns. Source: Cape Farm Mapper

The cadastral patterns reveal the impact of landform and geographic features upon settlement: As extreme slopes render development impractical and therefore preclude settlement, hence the City Bowl is nestled between Table Mountain, Lions Head and Signal Hill. The westward 'corridor' expansion of the city following the Atlantic coastal terrace, compressed between mountain and sea; whilst eastern corridor expansion of the city following the Main Road southwards along the Liesbeek valley towards Wynberg Hill (and beyond)

The difference between the cadastral pattern of the City Bowl and Foreshore in terms of grain and texture is evident in the diagram above, with the older part of the city revealing a finer, denser grain. The effect of physical barriers is clearly visible in the way the flood plains of the Black and Liesbeek river remain open, and in the planning of Cape Flats developments in which road and rail infrastructure isolate neighbourhoods as discreet, cellular pockets.

3.1.7 Landscape patterns



Figure 22: Landscape patterns. Source: Cape Farm Mapper

Cultural Landscape is composed of overlaid patterns – of vegetation as well as settlement in a continuum of domains from the ‘urban’ through the ‘rural,’ to the ‘wilderness,’ depending on the degree of human modification of the landscape through habitation and use, with the urban being most modified and the wilderness being least modified. Whereas the site is firmly located within an urban metropolitan context, the visual prominence of the Table Mountain National Park as backdrop provides an element of the ‘wilderness’ domain.

The site is located at the interface between City, Foreshore, Bo-Kaap and De Waterkant (Somerset Road) urban character areas, lending credence to the ‘Gateway’ designation. This is anthropic environment, which, though compromised by demolitions⁵⁵ in response to the road widening of the 1960’s and 1970’s, and by disruption to the visual-spatial links between the precinct and the harbour (caused by the foreshore freeways), still retains meaningful associations with visual/aesthetic amenity and heritage resources (tangible as well as intangible), including the mature trees planted along Buitengracht Street.

3.1.8 Vegetation & Landscape cover



Figure 23: 'Blue green' infrastructure, showing vegetation patterns. Source: Meyer & Associates

The site exists within a highly transformed urban landscape. Mature trees (planted from the 1980's onwards) form a continuous green corridor along Buitengracht Street and mitigate the scale of the road reserve to a certain extent. Though mostly comprised of evergreen tree species, deciduous tree species intersperse within the avenue. These display seasonal variation in the foliage. Within the urban environment, urban street trees of meaningful scale are necessary to provide a transition in scale and threshold between the public realm of open sidewalks and plazas in continuum with the enclosed private realm of the buildings.

3.1.5 *Landscape Character*

Apart from the mature trees along the edges, which aggregate to form a continuity of green 'structure,' contributing to the legibility of the boulevard and helping to mitigate the excessive cross-sectional scale of Buitengracht Street, the site lacks meaningful landscape character in and of itself, serving functional and utilitarian uses.

It is, however, located within an urban environment of particular character, as evidenced by the proposed (Somerset Street) and existing (CBD) heritage Protection overlay zones. The urban landscape is itself set within a geographic context of iconic and internationally renowned identity.

3.1.6 *Landscape Character Sensitivity*

The Landscape Character of the **regional setting** is considered **moderately sensitive** to visual impact as it is associated with areas of medium visual / scenic amenity, given the relative scale of the proposed developments, as well as the cumulative effect they would have within the context of the entire Foreshore 'Gateway' precinct.

The Landscape Character of the **local context** is considered **moderately to highly sensitive**, due to existing neighbourhoods, public areas, and heritage resources adjacent, with intangible associations and connections to place. The Landscape Character of the **site** is considered to have **moderate to low sensitivity**, given the general lack of visual amenity within the boundaries of the site.

3.1.7 Cultural landscape



Figure 24: Urban cultural landscape: Source: Meyer & Associates, NM& Associates, GEPro

3.1.8 Cultural landscape evolution

The urban cultural landscape continues to evolve in response to socio-economic, political, and environmental factors. The series of survey drawing, and aerial survey extracts trace the development of the site and surrounds from the mid-nineteenth century to the present.



Figure 25: 1862 (Snow). Source: City of Cape Town Map Viewer



Figure 26: 1872 (Wilson). Source: City of Cape Town Map Viewer



Figure 27: 1892 (Thom). Source: City of Cape Town Map Viewer



Figure 28: 1927 aerial. Source: City of Cape Town Map Viewer



Figure 29: 1935 aerial. Source: City of Cape Town Map Viewer



Figure 30: 1945 aerial. Source: City of Cape Town Map Viewer



Figure 31: 1953 aerial. Source: City of Cape Town Map Viewer



Figure 32: 1958 aerial. Source: City of Cape Town Map Viewer



Figure 33: 1968 aerial. Source: City of Cape Town Map Viewer



Figure 34: 1971 aerial. Source: City of Cape Town Map Viewer



Figure 35: 1973 aerial. Source: City of Cape Town Map Viewer



Figure 36: 1980 aerial. Source: City of Cape Town Map Viewer



Figure 37: 1981 aerial. Source: City of Cape Town Map Viewer



Figure 38: 1984 aerial. Source: City of Cape Town Map Viewer



Figure 39: 1988 aerial. Source: City of Cape Town Map Viewer



Figure 40: 1996 aerial. Source: City of Cape Town Map Viewer



Figure 41: 1997 aerial. Source: City of Cape Town Map Viewer



Figure 42: 2003 aerial. Source: City of Cape Town Map Viewer



Figure 43: 2007 aerial (January). Source: City of Cape Town Map Viewer



Figure 44: 2007 aerial (December). Source: City of Cape Town Map Viewer



Figure 45: 2008 aerial. Source: City of Cape Town Map Viewer



Figure 46: 2017 aerial. Source: City of Cape Town Map Viewer

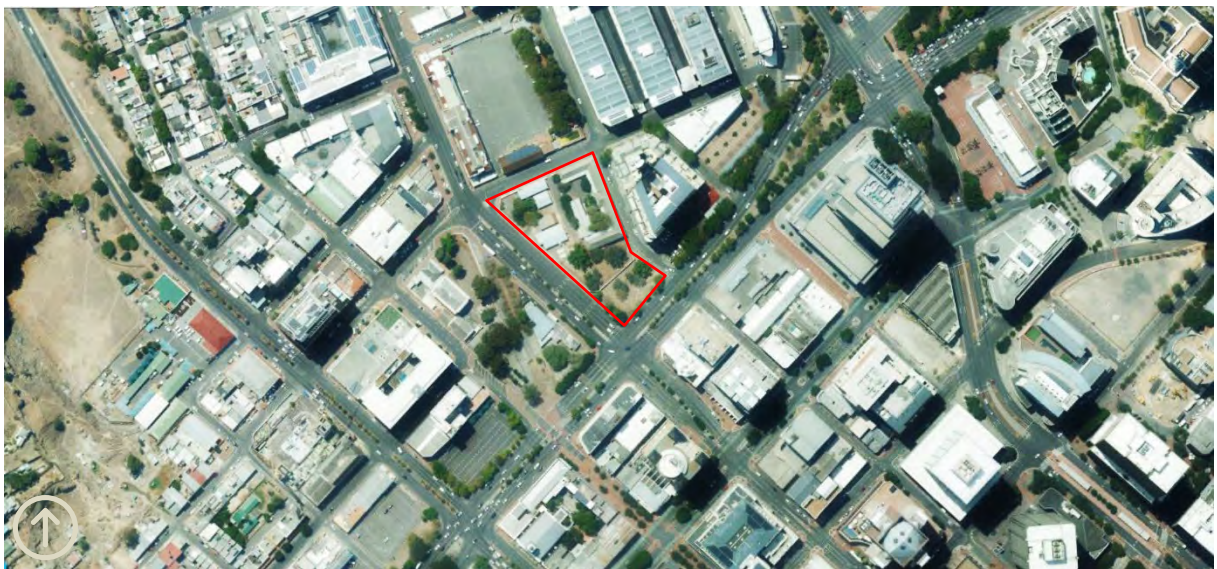


Figure 47: 2018 aerial. Source: City of Cape Town Map Viewer



Figure 48: 2019 aerial. Source: City of Cape Town Map Viewer



Figure 49: 2020 aerial. Source: City of Cape Town Map Viewer



Figure 50: 2021 aerial. Source: City of Cape Town Map Viewer



Figure 51: 2023 aerial. Source: City of Cape Town Map Viewer

3.2 Visual Scenic Resources

3.2.1 Type of Environment

The site sits within the local context of an **urban cultural landscape** which includes areas, views, and component resources of moderate to high scenic, cultural, and historical significance, including background mountain 'wilderness' views, with Port and harbour in close proximity.

3.2.2 Landscape Integrity & Quality

The continuity and intactness of landscape, together with the lack of visually intrusive elements, enhances visual quality. In this case, disruption has already occurred in through the widening of Buitengracht Street, which necessitated the demolition of structures within the path of the boulevard. This has resulted in the excessive and inhospitable scale of the roadway. Apart from this destructive process, the remaining city blocks have a high degree of intactness and integrity, demonstrated by the continuity of the 'urban wall' created by adjoining buildings within the CBD and older parts of the city. The realignment of Somerset Street impacted upon city blocks 29 and 18 but created the opportunity for an improved public space at St Andrew's Square and Prestwich Memorial. Considered holistically, the local context (particularly the proposed and existing HPOZs) can be designated as an urban cultural landscape of **quality**.

3.2.3 Views and View Corridors

Apart from the identified scenic routes (Buitengracht Street and upper Strand Street), where it passes into De Waterkant and becomes High Level Road, sightlines from prominent public places have visual significance. These places include Signal Hill and the Bo-Kaap and St Andrew's Square, as well as the pedestrian foot bridges which connect to the entrance to the Waterfront and along the Fan Mile.

3.3 Summary of Significance of the receiving cultural landscape environment

using the UNESCO operational Guidelines for the management of heritage sites:

Significance (UNESCO) operational Guidelines	Description					
Urban Context CULTURAL LANDSCAPE TYPES						
<i>City bowl and Foreshore: consciously planned and engineered urban landscape</i>	Designed Landscape (Consciously ordered)	<i>urban / landscape design</i>		<i>built environment</i>		
		<i>estates / campuses / gardens</i>		<i>constructed landscape</i>		
<i>Bo-Kaap: includes both planned (city block) and vernacular (historic housing typology) aspects</i>	Vernacular Landscape (Organically evolved)	<i>rural settlements /</i>		Relict vernacular		
		<i>traditional farming practices</i>		Continuing vernacular		
<i>Various historic cemeteries, former coastline, encircling landscape,</i>	Associative Landscapes (Intangible attributes)	<i>events / persons / groups /</i>		Ethnographic landscape		
		<i>natural places</i>		Historic Sites		
SIGNIFICANCE CRITERIA	n/a	Low	low/med	Medium	med/high	High
<i>Landscape as resource</i>	low/med					
<i>Design Quality</i>				Medium		
<i>Scenic Quality</i>				med/high		
<i>Unspoilt Character, Authenticity, Integrity</i>				Medium		
<i>Sense of Place</i>				med/high		
<i>Harmony with Nature</i>	Low					
<i>Cultural Tradition</i>				Medium		
<i>Living Traditions</i>	low/med					

Significance (UNESCO) operational Guidelines	Description					
PPTL site CULTURAL LANDSCAPE TYPES						
<i>Engineered and planned parking courts</i>	Designed Landscape (Consciously ordered)	<i>urban / landscape design</i>		<i>built environment</i>		
		<i>estates / campuses / gardens</i>		<i>constructed landscape</i>		
n/a	Vernacular Landscape (Organically evolved)	<i>rural settlements /</i>		Continuing vernacular		
		<i>traditional farming practices</i>		Relict vernacular		
<i>Possible intangible associations</i>	Associative Landscapes (Intangible attributes)	<i>events / persons / groups /</i>		Ethnographic landscape		
		<i>natural places</i>		Historic Sites		
SIGNIFICANCE CRITERIA	n/a	Low	low/med	Medium	med/high	High
<i>Landscape as resource</i>	low/med					
<i>Design Quality</i>				Medium		
<i>Scenic Quality</i>	low/med					
<i>Unspoilt Character, Authenticity, Integrity</i>				Medium		
<i>Sense of Place</i>				Medium		
<i>Harmony with Nature</i>	low/med					
<i>Cultural Tradition</i>	Low					
<i>Living Traditions</i>	n/a					

4. The Visual Setting

4.1 Visibility of proposed development

Visibility is dependent on factors such as: (a) the **nature** of the proposal; (b) its **placement** within the landscape; (c) the **scale** of the proposal relative to its context; (d) the detailed design (**form, massing, aggregation.**), as well as (e) the **position** and **distance** from which receptors perceive the view.

The net effect of these factors is that (at grade) the visual impact of an object will begin to fall away rapidly with increasing distance. Visibility will reduce from 1.5 km distance, and beyond 5 km, visibility is negligible.

4.1.1 View catchment and Viewshed

Theoretically, areas shaded green in the figure that follows have direct views towards the site. The digital 'View Catchment' diagram calculates visibility with respect to topography (i.e., landform) only; whereas the screening effects of surface texture included within LIDAR data (if available) e.g., existing buildings and trees overlaid onto the contour information would give a more precise view and reduce the footprint of the view catchment.

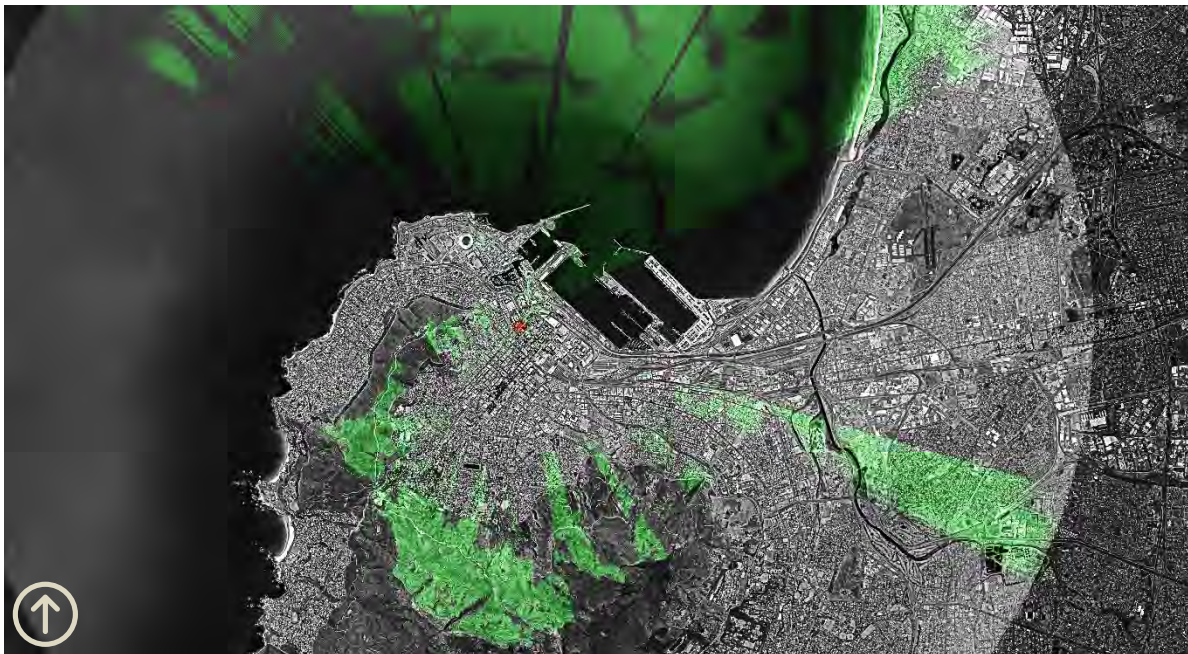


Figure 52: Digital view catchment area of the proposed development. Source: GEPro

4.1.2 Zones of Visual Influence

Visibility tends to decrease in direct proportion to increase in distance as individual elements occupy smaller and smaller percentages of the overall field-of-view and become less visually dominant.

With respect to the visibility of the subject site; foreground views (inside the red ring, within 500m of the site) are most critical. At distances greater than 5km, visibility decreases significantly, as follows:

- **5km radius** = average clear visual distance to horizon for eye-level (1,7m above ground)
The site occupies only a small percentage of the field of view at this distance.
- **10km radius** = possible clear visual distance, given atmospheric dust, vapour, particles.
At this distance, the site is barely perceptible within the townscape context.
- **20km radius** = maximum clear visual distance, given atmospheric dust, vapour, particles.
At this distance, the site, and any visual change upon it is negligible, given the scale.

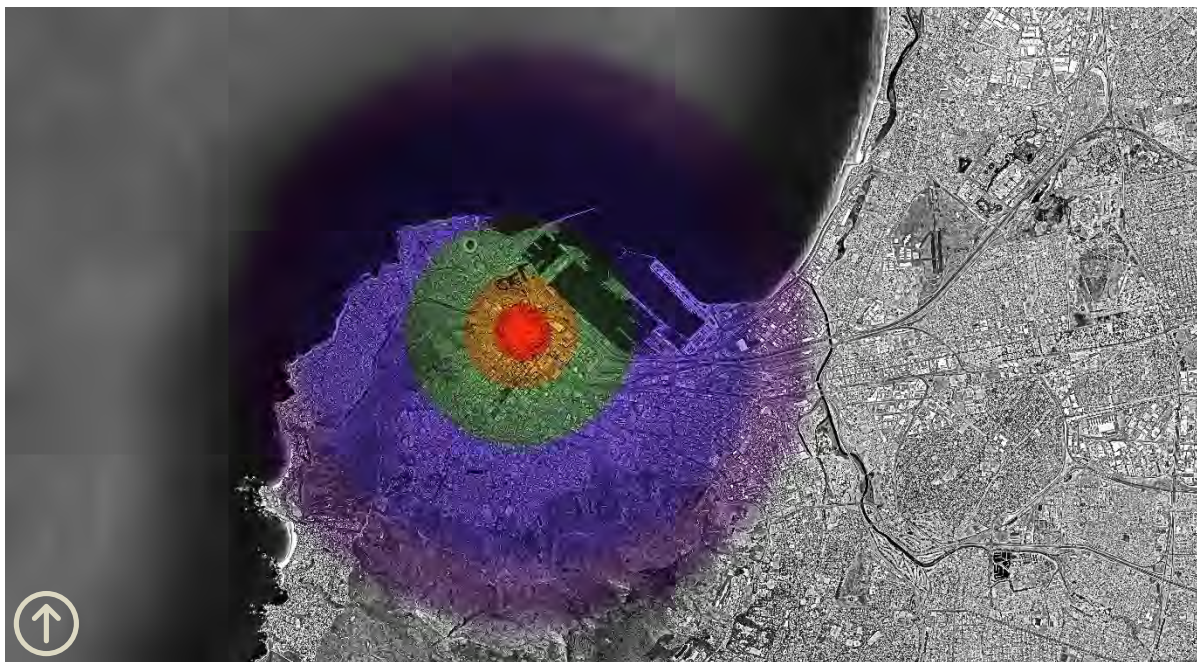


Figure 53: Zones of visual influence. Source: GEPro

foreground		middle distance		background		Context	
<i>on site</i>	<i>adjacent</i>	<i>near</i>	<i>medium</i>	<i>long</i>	<i>distant</i>	<i>far</i>	<i>very far</i>
Highly visible	Within 250m	250m – 500m	500m – 1km	1km – 2km	2km – 4km	4km – 5km	Not visible

When the view shed diagram is overlaid upon the zones of visual influence diagram (as per the figure below), the implications of the visual setting become apparent: the screening effect of foreground buildings means that the three sites are only clearly visible to their immediate neighbours, and whereas increased elevation afford direct views to the three sites, these are at a distance of between 2-5km. This means that the sites would occupy an exceedingly small percentage of the field of view and would become part of the ‘background’ context, rather than foreground subjects of the view.

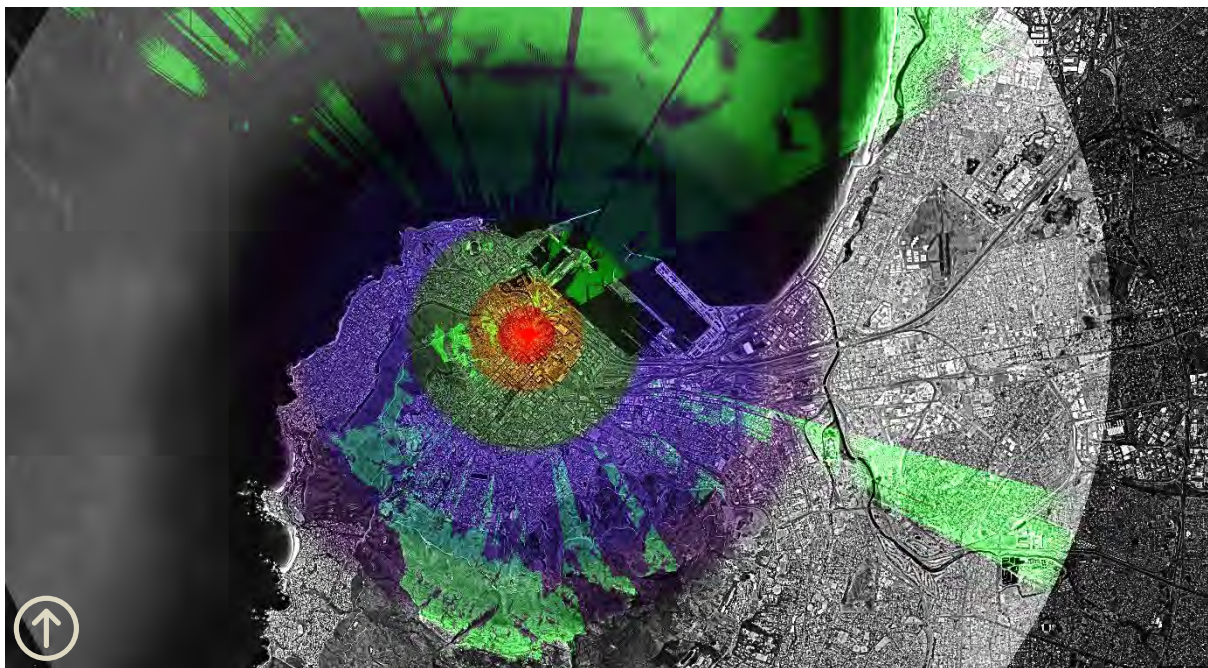


Figure 54: Viewshed overlaid with Zones of Visual Influence. Source: GEPro

4.2 Visual Sensitivity

4.2.1 Visual Sensitivity of Area (Landscape Sensitivity)

The portion of the field-of-view dominated by the proposals decreases substantially at distances beyond 500m from the sites, as the proposals become continuous with the existing urban fabric. The area is therefore considered to have Medium or **Moderate Visual Sensitivity**.

4.2.2 Visual Sensitivity of Receptors

The Receptors of the anticipated visual impacts include existing residential areas which have **Moderate Visual Sensitivity**. Whereas the site falls within the urban edge, it is located within an urban cultural landscape of recognised character, with moderate to high visual / scenic amenity value.

4.2.3 Significance of Sensitivity to Visual Change

As a function of **landscape sensitivity** and anticipated **magnitude of change** resulting from the proposed development, the sensitivity to visual change is of **Moderate Significance**.

4.3 Visual Exposure

4.3.1 Visual Intrusion of Development (Magnitude of visual change)

The development proposes to occupy land already transformed by urban use and will insert into the urban fabric. The new developments will fit partially into the surroundings but will be noticeable due to the transformation of the sites. Therefore, the proposals would have **Moderate Visual Intrusion**.

4.3.2 Visual Absorption Capacity of Site

Considering the existing vegetation and surrounding building, the Visual Absorption Capacity (VAC) of the sites is **Moderate to low**, with partial screening afforded, but noting that the proposed heights of the buildings will increase their visibility.

4.3.3 Significance of Anticipated Visual Impacts

As a function of **receptor sensitivity** and **anticipated magnitude of change**, the sensitivity to visual change is of **Moderate Significance**, requiring mitigation through landscape and architectural measures.

5. Viewpoints & View Corridors

5.1 Critical Viewpoints

5.1.1 Middle-distance viewpoints

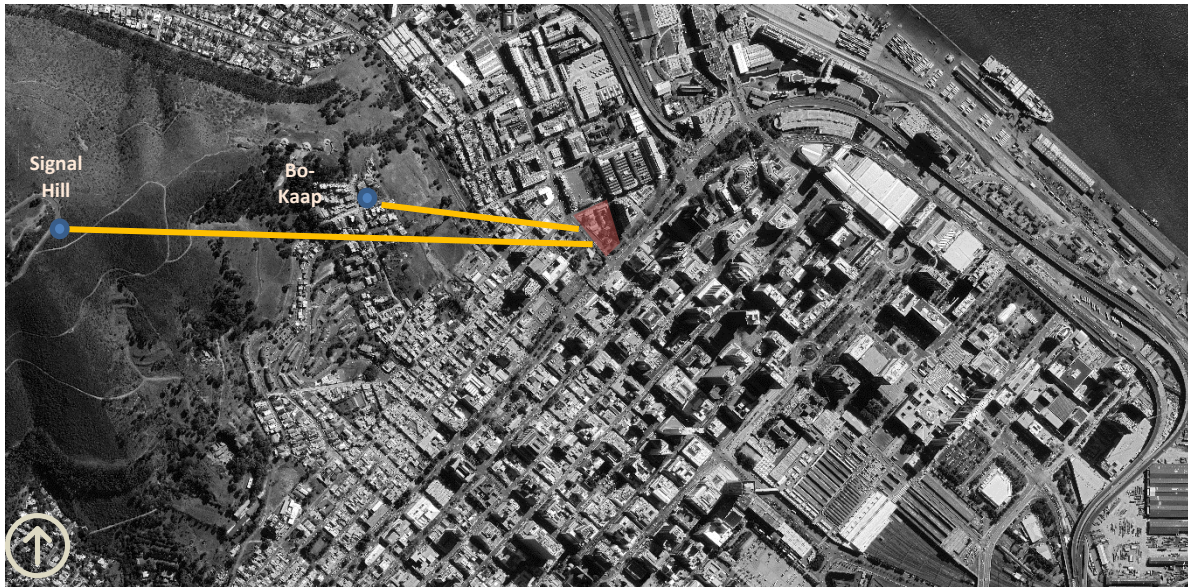


Figure 55: Middle distance viewpoints. Source: GEPro

Note: yellow lines indicate sightlines from the site towards major geographic features.

5.1.2 Foreground viewpoints

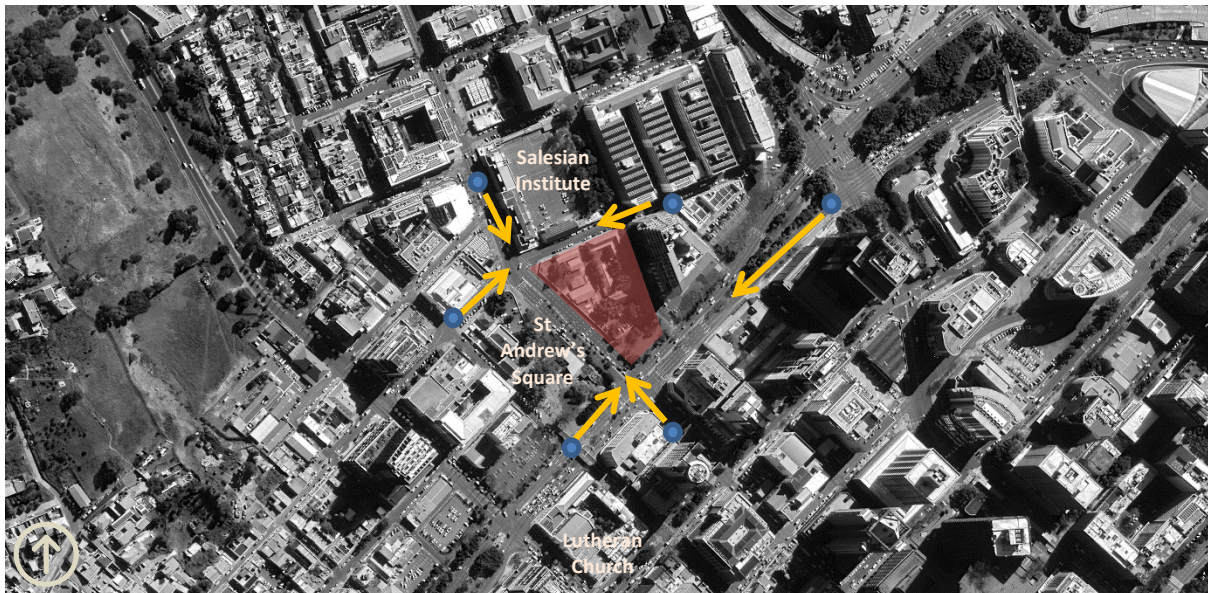


Figure 56: Foreground Viewpoints. Source: GEPro

Note: yellow arrows indicate views from the immediate context towards the site.

5.2 Site views:



Figure 57: View of Somerset Road showing walled nature of site and roof of Soils Lab just visible.



Figure 58: Buitengracht Street interface, showing walled nature of the site and foreground trees.

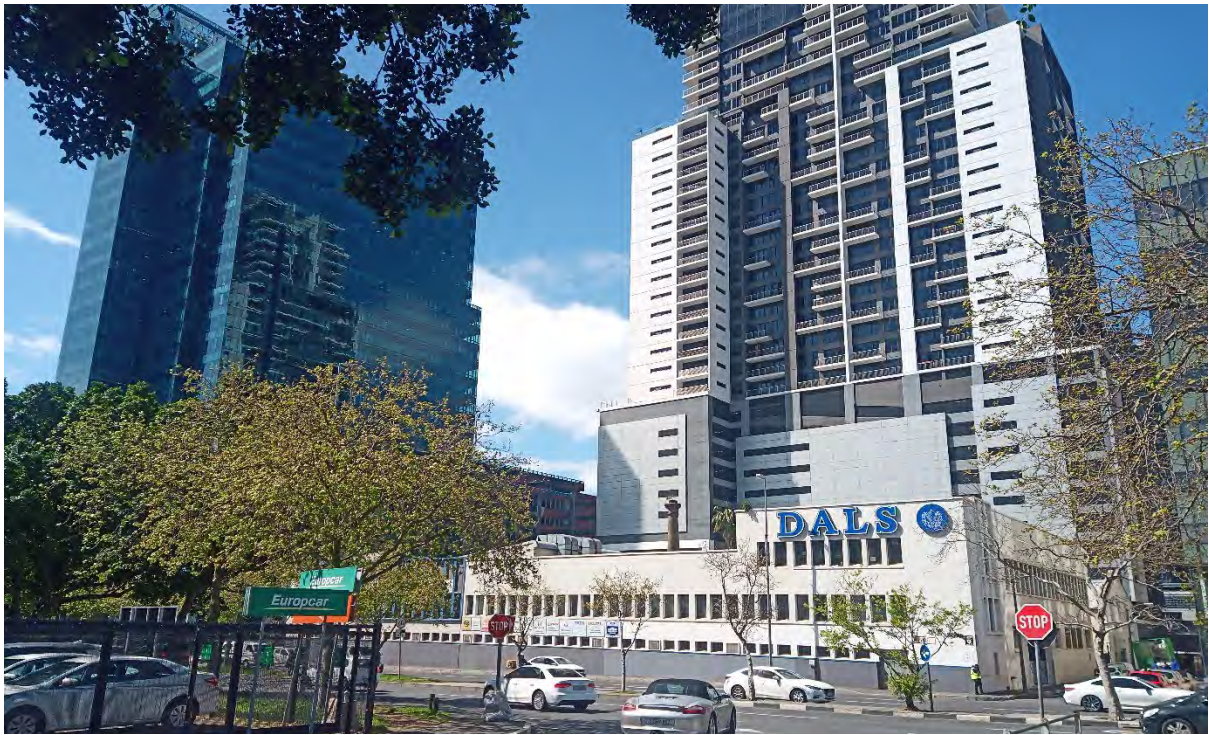


Figure 59: Buildings along Buitengracht Street showing relative scale.



Figure 60: Prestwich Street interface. Note the Soils Lab building facing directly onto the street.



Figure 61: Soils Lab building interfacing with Prestwich Street directly, though lacking active edges.



Figure 62: Prestwich / Chiappini intersection showing the Salesian Institute opposite PPLT site.



Figure 63: Soils Lab building – Prestwich Street elevation. (note lack of active interfaces).



Figure 64: Prestwich Street / Chiappini Street corner, showing Soils Lab doorway.



Figure 65: Soils Lab building - Chiappini Street interface showing scale of background buildings.



Figure 66: Chiappini Street interface, with old cemetery wall and site entrance.



Figure 67: Chiappini Street / Somerset Road intersection. Table Mountain visible in background.



Figure 68: Salesian Institute directly opposite the PPLT site across Chiappini Street.



Figure 69: Somerset Road interface: existing wall and inactive site edge.



Figure 70: Somerset Road Interface showing walled nature of the site.



Figure 71: View into the site from the Somerset Road site access gate.



Figure 72: Existing prefabricated structures on site (proposed to be demolished).



Figure 73: Buitengracht Street interface, showing walled nature of site and vegetated foreground.

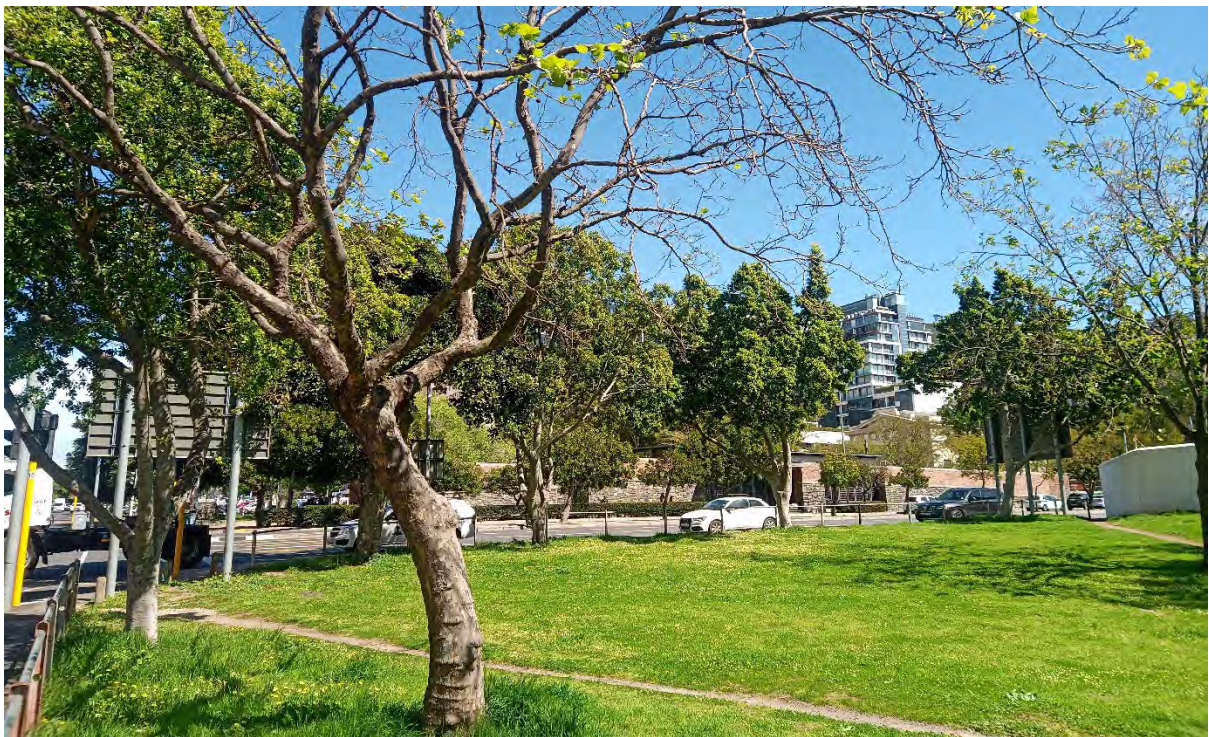


Figure 74: Buitengracht street interface showing informal pedestrian pathways across the lawn.

6. Landscape Character Analysis

6.1 Interpretation

As the site falls within the urban edge of the City of Cape Town and is part of an established urban Cultural Landscape, the development proposal needs to fit comfortably within the established patterns of place-making and to contribute positively to the public environment, with particular attention paid to the streetscape and pedestrian scale of intervention.

In terms of advancing a new precinct typology which contributes to the local economy and affordable housing opportunities of the area, (in principle), the development proposal is certainly congruent with the urban vision but may require finessing in terms of the place-making of the site in response to the visual and heritage resources in proximity, including existing mature trees.

The site has high visual exposure due to its location, though the screening effect of existing buildings (and future buildings) reduces the extent (and duration) of exposure as receptors move through the adjacent spaces. Existing mature trees provide a degree of visual screening, and if successfully retained, would provide an 'anchoring' and 'settling' of the new buildings.

Should the proposed conceptual development include architectural detailing which 'scales' down to meet sensitive heritage resources in close proximity and avoid compromising the form and further growth of the mature trees, so as not to overwhelm them, the development proposal is certainly achievable without compromising the urban quality and may in fact enhance the experience of the city.

The conceptual development proposal should respond to visual indicators to become visually compatible with the character of the urban landscape context and to maximise the visual absorption capacity of the sites through the retention of as many mature existing trees as possible, or where this is not viable, the replanting with well-established new trees should be mandatory.

Landscape implementation (especially tree planting) can further augment the visual absorption capacity of the sites, serving to 'settle' and 'anchor' new buildings into the urban streetscape.

6.2 *Visual Indicators for detailed design response*

The following visual indicators are provided for the PPTL site for consideration in the design phase and Site Development Plan response:

Site Boundaries and Interfaces:

- Careful treatment of site boundaries and interfaces with neighbouring properties to maintain visual continuity of the urban cultural landscape.
- Utilize precinct planting to define the public realm and allow for filtered views.

Pedestrian Spaces and Green Infrastructure:

- Detail sidewalks and plaza spaces to create generous and comfortable pedestrian areas.
- Adopt a green infrastructure approach to contribute to a sustainable urban environment.
- Integrate water-sensitive urban design and sustainable drainage systems for storm-water management.

Preservation of Views:

- Maintain clear views toward heritage resources and geographic landmarks, avoiding clutter.
- Ensure view corridors are sufficiently wide to preserve important sightlines.

Tall Building Considerations:

- Encourage horizontal stratification of tall buildings, considering the relative height of plinths and podium levels, and the articulation of elevations for visual fragmentation of large forms.
- Maintain a sufficient distance from historic heritage complexes and existing mature trees to avoid overwhelming or compromising their integrity.

Environmental Context and Sympathy:

- Align new development with the topography, drainage patterns, and microclimate of the area.
- Retain existing trees where possible, reinforcing or replacing existing planting patterns with suitable species.

Building Thresholds and Integration:

- Create clear public/private building thresholds into the public environment through a gradient of transitions from internal to external realms.
- Use screen/shade planting to soften interfaces and incorporate indigenous vegetation for biodiversity.

Lighting Control and Integration:

- Control precinct lighting to avoid light pollution and integrate lighting consciously into the precinct design.
- Shield light sources to reduce spillage, use up-lighting sparingly, and employ shielded down-lights in open areas.

Tree Retention and Mitigation:

- Allow sufficient space for retained tree canopies to prevent encroachment by building elements.
- Avoid disturbance to the root zones of trees to be retained and consider replacement with trees of sufficient scale to mitigate visual impacts.

Visual Indicators with respect to Heritage Resources:**Soils Lab Building:**

- This building has a direct relationship to the corner of Chiappini Street and Prestwich Street, with an entrance door directly onto Chiappini Street. It is of human scale and defines an inner courtyard.
- The doorway onto Chiappini Street should be used to activate the streetscape. The courtyard should be retained as a landscape space with existing trees retained, and not be filled with structures or parking. The proposed development should step down towards the Soils Lab building, to avoid overwhelming and overshadowing the scale of the building.

Salesian Institute:

- The Salesian Institute occupies an important position on the corner of Chiappini Street and Somerset Road and is a local landmark with its distinctive (almost 'castle-like') architectural expression, with articulated façade detailing.
- The proposed PPLT development should step down in scale towards the Salesian Institute, to avoid overwhelming and overshadowing this historic building, and to retain its landmark qualities. There is an opportunity to improve the streetscape and street interface between the PPLT site and the Salesian Institute and to activate the street edge, enhanced through urban landscaping and placemaking.

St Andrew's Square and Prestwich Memorial:

- The continuity of materiality (and ground plane) including the use of local stone, would be an appropriate reference to the texture of St Andrew's Square and the Prestwich Memorial. Currently the scale of Somerset Road impacts negatively on St Andrew's Square.
- Therefore, there is an opportunity for the proposed PPLT development to provide improved spatial definition along Somerset Road as an edge to the square, providing visual enclosure and containment, and mitigating the scale of the roadway, and facilitating safe pedestrian movement.

Gateway role of the site:

- At the nexus of distinct urban precincts with particular cultural landscape and urban morphology qualities, the development of the PPLT site presents the opportunity to facilitate the transition in scale between the adjacent precincts, by scaling up towards the Foreshore and CBD and down towards the Bo-Kaap and De Waterkant precincts.
- This will provide a more gradual transition in scale between precincts, improving the sense of 'fit' and providing clearer legibility of the public realm.

These aspects are well articulated within the Architectural Guidelines which also address questions of materiality and fenestration and discourage the use of excessive glazing / reflective surfaces. The Architectural Guidelines proposed by NM & Associates are supported by the visual specialist and should be adopted and implemented in the detail design phases as visual indicators integral to the design process.

In summary, the visual indicators aim to integrate the urban re-development into the existing context seamlessly while preserving the significant heritage and natural elements of the site and urban cultural landscape context.

6.3 Visual Indicator recommendations

*The visual specialist recommended that the development proposal **draws reference from the set of visual indicators (and architectural guidelines) for planning and design response** and that the urban massing and site-planning be refined with consideration to the scale of existing mature trees to be retained within the urban place-making of the public environment, supported by the development of detailed **landscape plans** during the detailed design phase (for implementation).*

7. Visual Simulations

7.1 Preliminary 3D massing model of 'Option 3'– aerial simulations

The following visual simulations indicate the scale and massing of the proposed development of the PPTL site within the urban context, including (where possible) and indication of the scale and massing of development contemplated with adjacent properties within the precinct.

Noting that the urban environment is a dynamic cultural landscape, which existing in a state of flux, the simulated views include (where possible) the proposed building envelopes of future buildings along Buitengracht Street (figures 75-80, 97-102, 105-106), contemplated with the City of Cape Town's **Foreshore Gateway Urban Design Vision and Framework (2021)** and **Draft CBD LSDF**, noting that the proposals contained therein are still subject to some level of interrogation according to the Draft LSDF Contextual Analysis Report, which was issued for public comment in 2023.

The simulated views do not include the development envelope on the Fireman's Arms site, however, (between Prestwich, Buitengracht & Mechau streets) adjacent to the PPTL, simply because this information was not available at the time of writing this report. The simulations also do not show architectural details such as material finish or fenestration, as these aspects are still to be determined.

In addition to the PPTL 'option 3' massing model supplied by **NM & Associates | Planners and Designers**, (shown in yellow within the preliminary simulations, and in white within the updated simulations); future development envelopes within the precinct (shown in shades of grey within the visual simulations) have been supplied by **Meyer & Associates | Architects and Urban Designers**; and provide a sense of the anticipated future context of the site.

Given that development of the building envelopes shown within the anticipated future context will not necessarily manifest simultaneously, these have not been shown in the middle-distance views, street view simulations and some of the updated 3D model views), as these focus on the impact of the development of the PPTL site on the status quo.



Figure 75: PPTL site (yellow), future development in grey/white. Source: NM & A, M&A GEPro



Figure 76: PPTL site (yellow), future development (white/grey). Sources: NM & A, M&A, GEPro



Figure 77: PPTL site (yellow), future development (white/grey). Sources: NM & A, M&A, GEPro

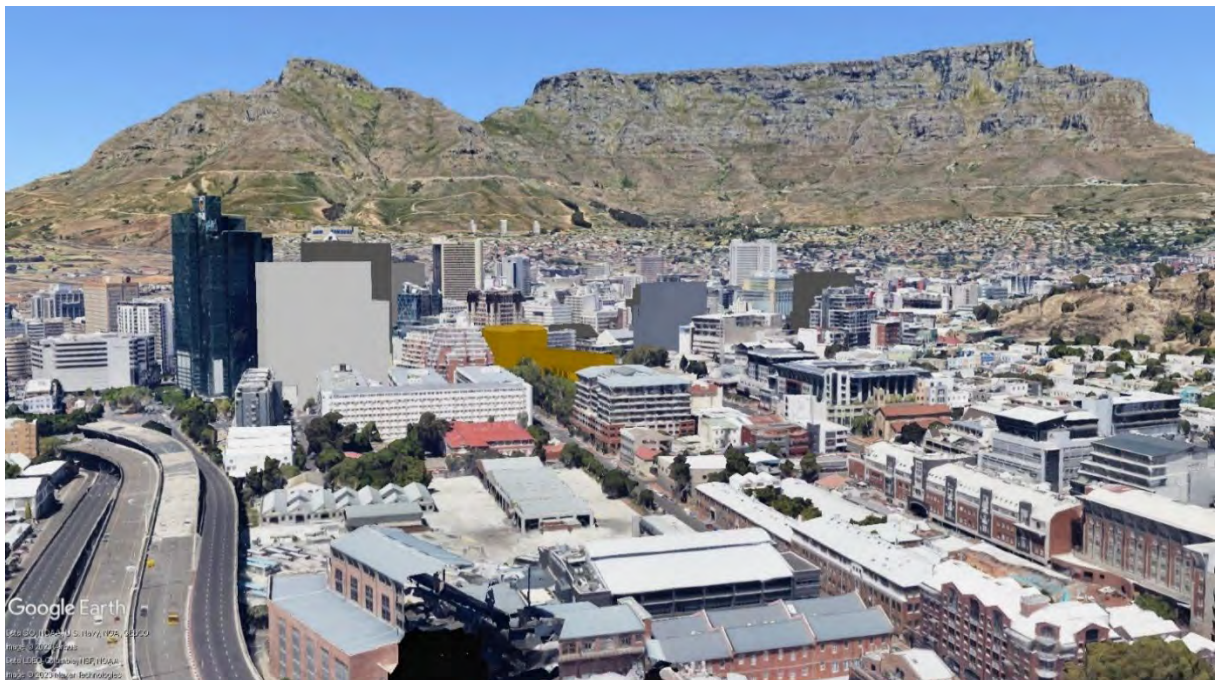


Figure 78: PPTL site (yellow), future development (white/grey). Sources: NM & A, M&A, GEPro

7.2 Visual simulations of 'Option 3' (middle distance views)



Figure 79: Signal Hill – existing view. Source: GEPro



Figure 80: Signal Hill – simulated view. (PPTL site in yellow) Source: GEPro



Figure 81: Bo-Kaap existing view. Source: GEPro

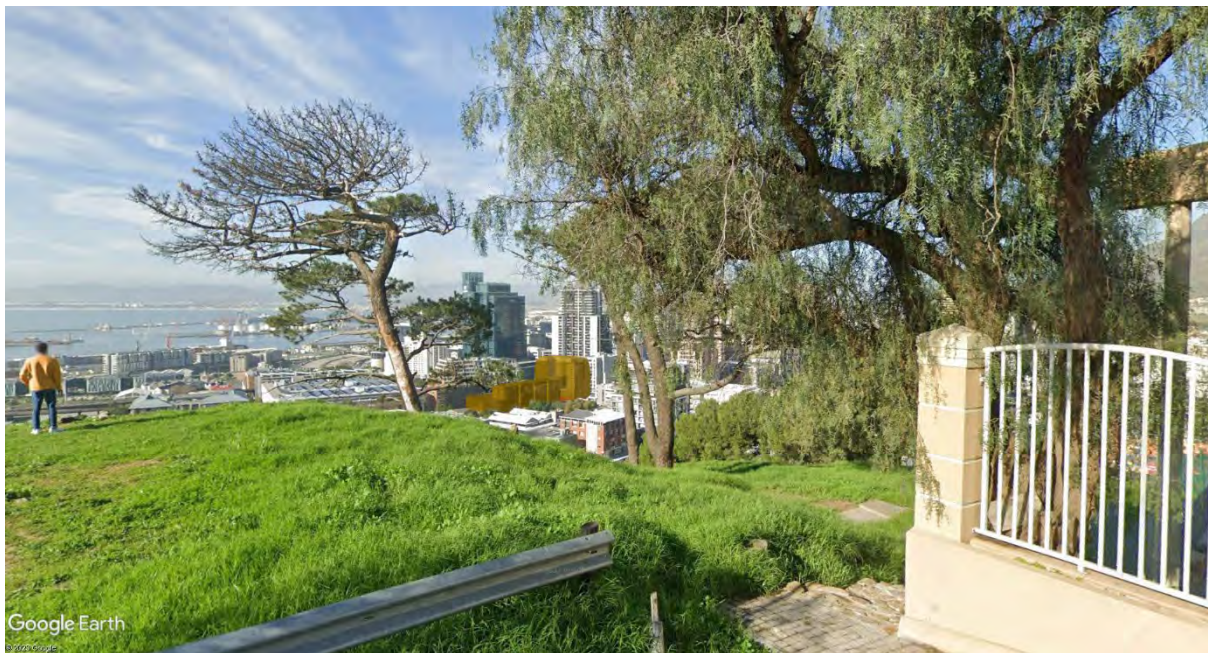


Figure 82: Bo-Kaap simulated view. (PPTL site in yellow). Source: GEPro



Figure 83: Bo-Kaap existing view. Source: GEPro



Figure 84: Bo-Kaap simulated view. (PPTL site in yellow). Source: GEPro

7.3 Visual simulations of 'Option 3' (Streetview)



Figure 85: Existing view - Buitengracht Street looking north. Source GE Streetview



Figure 86: Simulated view - Buitengracht Street looking north. Source GE Streetview



Figure 87: Existing view - Buitengracht Street looking west. Source: GE Streetview

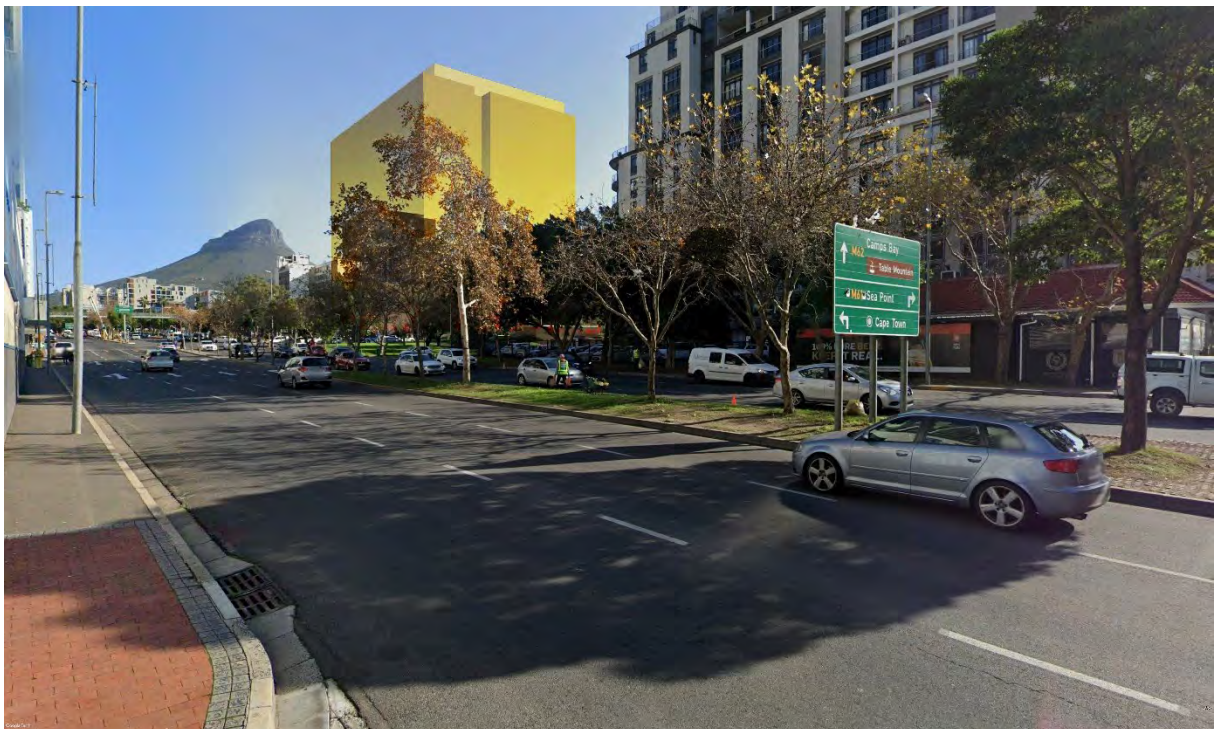


Figure 88: Simulated view - Buitengracht Street looking west. Source: GE Streetview



Figure 89: Existing view - Riebeek Street towards Somerset. Source: GE Streetview



Figure 90: Simulated view - Riebeek Street towards Somerset. Source: GE Street



Figure 91: Existing view - Somerset Road. Source: GE Streetview



Figure 92: Simulated view - Somerset Road. Source: GE Streetview



Figure 93: Existing view - Chiappini Street. Source: GE Streetview



Figure 94: Simulated view - Chiappini Street. Source: GE Streetview



Figure 95: Existing view - Chiappini Street. Source: GE Streetview



Figure 96: Simulated view - Chiappini Street. Source GE Streetview.

7.4 Updated 3D massing model: 'Option3' with proposed street trees



Figure 97: PPTL site (encircled) with proposed development Sources: NM & A, M&A, GEPro



Figure 98: PPTL site (zoomed), stepping up to Buitengracht Street. Sources: NM & A, GEPro



Figure 99: PPTL site (white), stepping down to the Salesian Institute. Sources: NM & A, GEPro



Figure 100: PPTL site (white) stepping down to the Soils Lab building. Sources: NM & A, GEPro



Figure 101: PPTL site (white), with trees along Somerset Road. Sources: NM & A, GEPro



Figure 102: PPTL site (white) with tower at Buitengracht intersection. Sources: NM & A, GEPro



Figure 103: Soils Lab (Chiappini Street façade): existing view. Source: Streetview



Figure 104: Soils Lab (Chiappini Street façade) simulation: Option 3 just visible. Source: Streetview

Note: minimal visual intrusion to Soils lab Building.



Figure 105: Chiappini Street / Somerset Road intersection (existing view). Source: Streetview



Figure 106: Chiappini Street / Somerset Road intersection. Source: Streetview

Note: Open corner, and positive street interface proving spatial definition and street tree planting.

8. Visual Impact Assessment

8.1 Planning, Design and Development Phase Visual Impacts

Potential impacts during construction include site establishment and site clearance: i.e., removal of existing vegetation and paving materials; earthworks, excavations, and installation of bulk infrastructure. **Risks** include change in character of sites and context, as well as the potential overwhelming of adjacent heritage resources; and change in the sense of place of the HPOZs.

The **consequence** of these impacts and risks is visual disturbance to the status quo; and the **probability** of occurrence is high, as is the level of **confidence** in the predication.

8.1.1 Nature

Negative Visual Impacts are likely to occur during the construction stage of the project – resulting directly from site clearance, earthworks, and removal of existing vegetation: with construction vehicles / building activity causing noise / dust.

8.1.2 Types

The types of impacts include those which are as a **direct** result of the construction activity, at the same time and in the same space as the construction activity, as well as secondary **indirect** impacts, which may occur later in time and elsewhere in space (impacts of views from the broader context into the site). Construction activity may also cause **Induced** impacts (e.g., increased traffic in the vicinity because of construction vehicles turning into the site and out of it). Moreover, **cumulative** impacts may add to future impacts on the same receiving environment – for example, catalysing further development activity within the vicinity.

7.1.3 Magnitude

The degree to which these visual impacts would cause **irreplaceable loss of resources**, is low. The degree to which they can be **avoided** is low, as is the degree to which they can be **reversed**. They can, however, can be **managed** to a medium extent; similarly, they can be **mitigated** to a medium extent.

7.1.4 Ratings

The geographic ‘area of influence’ or spatial scale of the construction visual impacts is of a **local extent** – i.e., limited to the site and immediate surroundings; and the **duration** or predicted life-space of the construction visual impacts is limited to the **short-term**, – lasting only through the phased construction period of the project. These visual impacts of construction are of **medium intensity** – where visual, scenic and heritage resources are affected to a moderate extent only.

8.1.5 *Significance before mitigation*

Determined through a synthesis of the aspects of nature, duration, intensity, extent and probability, the Construction Phase Visual Impacts of the proposals are of **low adverse significance**.

8.1.6 *Significance after mitigation*

Following mitigation (i.e., preservation of existing trees where possible, and environmental management during construction), including the adoption and application of the architectural guidelines in the detail design phase of the project, the significance of the impacts will be of **neutral significance**. *(See Summary tables that follow – Section 9 of this report).*

8.2. Operational Phase Visual Impacts

Potential impacts during operational phases include the development of a contemporary layer of built form onto the cultural landscape. **Risks** include change in character of sites and context and change in the sense of place of the HPOZs. The **consequence** of these impacts and risks is visual disturbance to the status quo; and the **probability** of occurrence is definite, as is the level of **confidence** in the predication.

8.2.1 Nature

Should the proposed layouts be implemented, **negative impacts** may be expected in terms of the reduction of open space, however, with the implementation of the proposed mitigation, **positive impacts** may be expected resulting from an appropriately scaled interventions, coherently integrated within the urban landscape. Neutral impacts would include the continuation of existing functions.

8.2.2 Types

The types of impacts include those which are as a **direct** result of the insertion of new buildings, and infrastructure into the sites, as well as secondary **indirect** impacts, which may occur later in time and elsewhere in space (impacts of views from the broader context into the site). **Induced** impacts because of increased operational activity (e.g., increased traffic in the vicinity). Moreover, **cumulative** impacts may add to future impacts on the same receiving environment – for example catalysing further development activity within the vicinity.

8.2.3 Magnitude

The degree to which these visual impacts would cause **irreplaceable loss of resources**, is low. The degree to which these impacts can be **avoided** is medium and the degree to which they can be **reversed** is low. They can, however, can be **managed** to a medium to high extent; similarly, they can be **mitigated** to a high extent.

8.2.4 Ratings

The geographic 'area of influence' or spatial scale of the construction visual impacts is of a **local extent** – i.e., limited to the site and immediate surroundings; and the **duration** or predicted life-space of the construction visual impacts will be limited to the **short-term**, – lasting only through the phased construction period of the project. These visual impacts of the development are deemed to be of **low to medium intensity** – where visual and scenic resources are affected to a limited extent only.

8.2.5 *Significance before mitigation*

Determined through a synthesis of the aspects of the nature, duration, intensity, extent and probability, the Operational Phase Visual Impacts of the proposals are of **medium adverse significance**, having some influence on the environment, and requiring some mitigation.

8.2.6 *Significance after mitigation*

Determined through a synthesis of the aspects of the nature, duration, intensity, extent and probability, post mitigation (including the retention of as many existing trees as possible in addition to landscape and architectural measures, the Visual Impacts of the proposals are of **neutral significance**.
(See Summary tables that follow – Section 9 of this report).

8.3. *Cumulative impacts*

Cumulative impacts are those which add to or magnify existing or reasonably foreseeable future impacts on the same receiving environment or specific resource. As mentioned before, the proposed conceptual development of the PPTL site must be considered within the context of De Waterkant and the Foreshore 'Gateway' precinct, which envisions development along a length of Buitengracht Street.

Assuming that urban intensification is likely to continue within the identified nodes for development, the development of the PPTL site is congruent with the proposed vision for the area, and whereas the development is likely to have significant visual impact, this impact is likely to be 'absorbed' into the pattern of development as future development implementation occurs along this strip. However, the realization of the full urban design vision will change the character of the immediate area (increasing the intensity and the 'urbanity'), hopefully with a strong pedestrian quality to mitigate against the vehicular scale that currently predominates.

The cumulative effect will also place greater pressure on the public open space environment and transport system. Therefore, adequate space should be incorporated into the urban design vision for a generous and comfortable public environment, which is nevertheless appropriately scaled for environmental shelter.

9. Visual Impact Summary Tables

9.1 Planning, Design and Development Phase Visual Impacts

Development Proposal	Redevelopment of the PPTL site											
Planning, Design & Development Phase	Description											
Potential impact:	site clearance, removal of existing materials; earthworks, site establishment,											
Risks (to broader context / background)	change in character of urban context (urban intensification)											
Risks (to local context / middle-ground)	mixed-use large building development of brownfields site											
Risks (to subject site / foreground)	change in sense of place and scale of the site, impact on Soils Lab											
Consequence of impacts and risks	visual disturbance of status quo, foreground construction activity											
Probability of occurrence	definite											
Level of Confidence in prediction	high											
Nature of Impact:	Description											
Negative	potential impact on sightlines, views, and scenic routes; cramage/hoarding/works											
Neutral	foreground construction activity											
Positive	n/a											
Type of Impact:	Description											
Direct	clearance, demolition, construction activities, vehicles											
Indirect	increased activities associated with construction (<i>later in time, elsewhere in space</i>)											
Induced	increased traffic pressure on adjacent roadways (<i>as a consequence of the project</i>)											
Cumulative	development activity on adjacent properties within the 'Gateway' precinct											
Degree to which impact:	n/a	Low	low/med	Medium	med/high	High						
<i>may cause irreplaceable loss of resources</i>	low/med											
<i>can be avoided</i>	Low											
<i>can be reversed</i>	Low											
<i>can be managed</i>				Medium								
<i>can be mitigated</i>				Medium								
Impact rating:	n/a	Low	low/med	Medium	med/high	High						
Extent of impact	local											
Duration of impact (term)				medium								
Intensity of impact				medium								
Thresholds of Significance:	v.high +ve	high +ve	med +ve	low +ve	v.low +ve	neutr 0	neglig 0	v.low -ve	low -ve	mod. -ve	high -ve	v.high -ve
Significance rating BEFORE mitigation				low -ve								
Proposed mitigation measures:	Description											
Impact avoidance/ prevention	unavoidable											
Impact minimization	limiting construction to within hoarding areas											
Rehabilitation / restoration/ repair	Post-construction rehabilitation / public environment improvement											
Compensation / offset	site rehabilitation and management, noise, and dust control											
Residual Impacts	controlled adverse visual impacts for a short duration											
Cumulative impacts post mitigation	neutral											
Thresholds of Significance	v.high +ve	high +ve	med +ve	low +ve	v.low +ve	neutr 0	neglig 0	v.low -ve	low -ve	mod. -ve	high -ve	v.high -ve
Significance Rating AFTER mitigation				neutr 0								

9.2 Operational Phase Visual Impacts

Development Proposal	Redevelopment of the PPTL site											
Operational Phase	Description											
Potential impact	contemporary buildings contributing to streetscape and public environment											
Risks (to broader context)	change in character of the built environment context											
Risks (to local context)	urban intensification / potential overcrowding of skyline											
Risks (to subject site)	change in sense of place, impact on Soils Lab building											
Consequence of impacts and risks	insertion of new buildings and urban landscape											
Probability of occurrence	definite											
Level of Confidence in prediction	high											
Nature of Impact	Description											
Negative	reduction / impact on continuity of tree canopy											
Neutral	n/a											
Positive	public realm improvement, especially the interface along the Somerset Road											
Type of Impact	Description											
Direct	clearance, demolition, construction activities, vehicles											
Indirect	increased activities associated with construction											
Induced	traffic along roadways											
Cumulative	development activity on adjacent properties											
Degree to which impact:	n/a	Low	low/med	Medium	med/high	High						
<i>may cause irreplaceable loss of resources</i>	Low		low/med									
<i>can be avoided</i>	Low											
<i>can be reversed</i>	Low											
<i>can be managed</i>	Medium											
<i>can be mitigated</i>	Medium											
Impact rating:	n/a	Low	low/med	Medium	med/high	High						
Extent of impact	local											
Duration of impact (term)	long-term											
Intensity of impact	med/high											
Thresholds of Significance:	v.high +ve	high +ve	med +ve	low +ve	v.low +ve	neutr 0	neglig 0	v.low -ve	low -ve	mod. -ve	high -ve	v.high -ve
Significance ration BEFORE mitigation	mod. -ve											
Proposed mitigation measures	Description											
<i>Impact avoidance/ prevention</i>	unavoidable											
<i>Impact minimization</i>	planning of development to respond positively to visual / heritage considerations											
<i>Rehabilitation/ restoration/ repair</i>	architectural measures (form/scale/massing/ materials/textures)											
<i>Compensation/ offset</i>	landscape measures (screen planting / public space / view corridors)											
<i>Residual impact</i>	development which partially fits in with the local landscape											
<i>Cumulative impact post mitigation</i>	neutral											
Thresholds of Significance	v.high +ve	high +ve	med +ve	low +ve	v.low +ve	neutr 0	neglig 0	v.low -ve	low -ve	mod. -ve	high -ve	v.high -ve
Significance rating AFTER mitigation	neutr 0											

10. Conclusion

10.1 Review

As the site falls within the urban edge of the City of Cape Town and is part of an established urban Cultural Landscape, the development proposals need to fit comfortably within the established patterns of place-making and to contribute positively to the public environment, with particular attention paid to the streetscape and pedestrian scale of intervention.

In terms of advancing a new precinct typology which contributes to the local economy and affordable housing opportunities of the area, (in principle), the development proposals are certainly congruent with the urban vision but may require finessing in terms of the place-making of the sites in response to the visual and heritage resources in proximity, including existing mature trees.

The development proposal also includes a set of well-articulated Architectural Guidelines which will give direction and control to the detail design phases to follow and will address the issues itemized within the recommendations for mitigation.

The PPTL site has high visual exposure due to its urban location, though the screening effect of existing buildings (and future buildings) reduces the extent (and duration) of exposure as receptors move through the adjacent spaces. Existing mature trees provide a degree of visual screening, and if successfully retained, would provide an 'anchoring' and 'settling' of the new buildings.

Should the proposed development include architectural detailing which 'scales' down to meet sensitive heritage resources in close proximity and avoid compromising the form and further growth of the mature trees, so as not to overwhelm them, the development proposals are certainly achievable without compromising the urban quality and may in fact enhance the experience of the city.

Buitengracht Street is one of the few green avenues in the City and this is an important indicator. Where trees are to be removed, replacement trees must be of a large enough size to re-establish the canopy quickly. Protecting trees during construction and ensuring that sufficient space is available for tree roots and canopies should also inform future building/basement design when the SDP is prepared.

The proposals should respond to visual indicators to become visually compatible with the character of the urban landscape context and to maximise the visual absorption capacity of the sites through the retention of as many mature existing trees as possible, or where this is not viable, the replanting with well-established new trees should be mandatory.

Landscape implementation (especially tree planting) can further augment the visual absorption capacity of the sites, serving to 'settle' and 'anchor' new buildings into the urban streetscape.

Noting that the continuity of the tree canopy is an important visual indicator, the planning and design proposals integrated existing and proposed trees into the landscape framework planning, and to guide landscape development and detail design to follow.

The anticipated visual impact of the proposed new development on the retained historic Soils Lab building, with respect to the contrasting heights resulting from having to place the new, tall buildings side-by-side to the low Soils Lab Building has been reduced in intensity very effectively through the stepping down of the proposed building envelope towards Chiappini Street and the Soils Lab building itself, reducing the visual impact to an acceptable and comfortable level.

Moreover, the scale of the proposed building wing along Somerset Road is of sufficient scale to mitigate the scale of the road, and to provide improved spatial definition to St Andrew's Square, but it is also low enough to interface with the scale of the Prestwich Memorial Building without overwhelming it. This is a successful intermediate scale which then also allows for the stepping up to the proposed tower on Buitengracht Street. The placement of the tower on this position is entirely appropriate given the scale of Buitengracht street, and the existing presence of towers of similar scale. This enables the proposed development to meet all of its street interfaces with form and massing of an appropriate scale.

10.2 Mitigation

Application of a *hierarchical sequence of mitigation considerations* is central to avoiding or minimizing, and/ or remedying, visual impacts of development as follows:

- a) measures to **avoid or prevent** potentially significant impacts, then
- b) measures to **minimize or reduce** potentially significant impacts, then
- c) measures to **rehabilitate or restore** disturbed or degraded areas; and finally
- d) measures to **compensate** or offset any remaining impacts not addressed fully through the above.

10.2.1 Planning, Design and Development phase mitigation:

With respect to the detailed design phases of the project, strict adherence to the Architectural Guidelines will ensure an appropriate fit of the development within its site, immediate and broader contexts. Together with the incorporation of the visual indicators, the application of the Architectural Guidelines will ensure mitigation of negative visual impacts and the augmentation of positive visual impacts.

With respect to the construction activity, the following mitigation measure are recommended:

- a) Clearly identify mature trees to be retained and ensure that they are fenced-off to precluded any storage, stockpiling, dumping, etc - avoid and prevent damage or intrusion to these tree areas.
- b) Limit construction activity to within the hoarding areas, constructing on disturbed areas only to minimize impact to visual amenity resources identified (e.g., existing trees to be retained).
- c) Ensure post-construction repair and rehabilitation of the site, towards improvement of disturbed areas and areas degraded by the construction activity.
- d) Implement a construction phase environmental management plan (CEMP) to ensure on-going management of environmental matters, including noise, dust, and erosion control.

Sound **environmental management** of the site and construction operations - including dust prevention and erosion control – should suffice as mitigation of construction phase visual impacts. The preparation and implementation of a Construction Phase Environmental Management Plan (CEMP) should be provided to ensure that this is achieved.

10.2.2 Operational phase mitigation:

With respect to the operation phase, the following mitigation measure are recommended:

- a) Maintain the mature trees to be retained in a healthy growing condition, and ensure continuity of the avenue canopy with replacement of trees where retention of existing trees is not possible
- b) planning and management to respond positively to visual/heritage considerations and design indicators, towards an appropriate fit and seamless integration into the cityscape context.
- c) architectural measures (form / scale / massing / materials / textures) to ensure visual cohesion and congruence, as well as sufficiently wide sidewalk space to accommodate tree canopies
- d) landscape measures (street tree planting / sidewalk and plaza spaces appropriately scaled, with trees sufficiently sized to settle the new buildings into the site and to 'diffuse' hard edges

- e) Avoid light pollution by controlling the precinct lighting carefully and integrate lighting consciously into the precinct design, to coordinate signage and street furniture. Light sources must be shielded to reduce light spillage. Up-lighting onto the outer sides of the buildings must be used sparingly. Shielded down-lights must be used on all open areas
- f) Ensure that existing trees are retained as far as is possible and not needlessly destroyed by new development. Reinforce or replace traditional patterns of planting where appropriate with suitable species. The purpose must be to weave the development seamlessly into the urban fabric, enabling congruence and the continuity of the sites within the broader context.

The preparation and implementation of an Operational Phase Environmental Management Plan (OEMP) should be provided with reference to the landscape site development plan to ensure that environmental integrity is maintained. Whereas this should suffice as mitigation of operational phase visual impacts, the thorough implementation, maintenance, and management of **detailed landscape plans** prepared by qualified landscape architects (with cultural landscape experience) included with building plan submissions would ensure that the vision for the site is achieved.

The City of Cape Town Urban Design Branch usually requires the following:

“A detailed landscaping plan, compiled by a registered Landscape Architect, for the property concerned must be submitted by the developer to the approval of the Environmental Management Division.

Such a plan is to indicate, inter alia, the extent, location, and design of the following:

- *existing vegetation to be retained or removed, indicating the types of all vegetation and trees.*
- *all proposed newly planted vegetation, including types (species) and planting specifications.*
- *tree staking details.*
- *the size of all trees to be planted (roots to be established in min 80 – 100 L size container, with a clear stem height of 1.8 m minimum, and a minimum girth of approximately 60 mm).*
- *density of plant species/plant mixes, size of plants to be planted.*
- *existing and finished ground levels at the base of the trees to be retained/planted.*
- *all landscaping features, including fences, walls, retaining walls, paving, street furniture and lighting.*
- *All Sustainable Urban Drainage Systems (SUDS), including cross-sections of storm-water ponds and/or swales.*
- *Irrigation plan (alternative water sources to be indicated); and*
- *phasing and timing of implementation, including a twelve-month establishment period.”*

The implementation of the recommended mitigation measures as described should ensure that the visual impact of the proposed development remains within acceptable levels, and for the proposed development to become as compatible with the visual setting as possible.

As a result, the proposed development will fit comfortably within its immediate context, contributing positively to the established cityscape and urban character of the precinct.

10.3 Appraisal

Whereas the development proposal is congruent with development strategies for the area and no fatal flaws are implicit within the proposed site development plans, localized and visual impacts perceived by the receptors can be reduced through the application of the mitigation measures as described.

The planning and design of the development has responded to contextual cultural landscape informants, including visual indicators and view considerations. Meaningful mitigation can reduce the significance of the visual impacts to 'neutral', meaning that the proposed development would cause no discernible deterioration to the existing views or visual resources. 'Option 3', together with the proposed street trees along the Somerset Road interface, is certainly the most resolved, contextually appropriate, and comfortably fitting of the options tested.

Considered holistically, therefore, the Visual Impact of the proposed development will cause little detrimental effect upon visual resources, environment or on human well-being; and with the implementation of the mitigation measures as described, should remain within visual, heritage and environmental quality standards, targets, and legal requirements; to the approval of the relevant authorities.

10.4 Recommendation

From a Visual Impact Assessment perspective, and subject to the implementation of mitigation measures as described in this report, and the adoption of the Architectural Guidelines Report by NM & Associates, the proposed conceptual development and building envelope as illustrated within the 'Option 3' Urban Design drawings by NM & Associates and landscape framework plan by OvP Associates is recommended for approval.

11. Source Material

11.1 National Legislation & Legal Framework

- **Constitution** of the Republic of South Africa, 10 December 1996
- **CARA** Conservation of Agricultural Resources Act (43 of 1983)
- **NEMA** The National Environmental Management Act (107 of 1998)
- **NEM:BA** The National Environmental Management: Biodiversity Act (10 of 2004)
- **NHRA** The National Heritage Resources Act (25 of 1999)
- **NWA** The Water Act (38 of 1997)
- **WSA** Water Services Act (108 of 1997)
- **SPLUMA** Spatial Planning and Land Use Management Act (16 of 2013)

- **LUPA** Western Cape Land Use Planning Act (3 of 2014) (Provincial)

11.2 Provincial Documents and Reports

- **Winter, S & Bauman, N 2005:**
Guideline for involving Heritage Specialists in the EIA process:
Edition 1 CSIR Report No ENV-S-C 2005 053 F. Republic of South Africa,
Provincial Government of the Western Cape, DEA&DP, Cape Town

- **Oberholzer, B 2005:**
Guideline for involving Visual and Aesthetic Specialists in the EIA process:
Edition 1 CSIR Report No ENV-S-C 2005 053 F. Republic of South Africa,
Provincial Government of the Western Cape, DEA&DP, Cape Town

- **Winter, S & Oberholzer, B (in Association with Setplan), 2013:**
Heritage and Scenic Resources: Inventory and Policy Framework for the Western Cape
A Study prepared for the Western Cape Provincial Spatial Development Framework (Version 5)
Western Cape Government, Environmental Affairs & Development Planning, Cape Town

11.3 Geographic data

Aerial photography & geospatial data:

- GeoEye / TerraMetrics, SOP, NOAA, U.S. Navy, NGA, GEBCO
- Google-Earth Pro / Google Maps / Google Street View
- CK Rumboll Planners and Surveyors

GIS base information:

- Strategic Development Information
- Cape Farm Mapper (GIS Elsenburg)

Topo-cadastral information:

- Various (topography, land use) maps
- Department of Agriculture, Land Reform and Rural Development: Mapping and Surveys
- South African National Government

Vegetation data:

- Mucina, L & Rutherford, M C, 2006:
- The Vegetation Map of South Africa, Lesotho, and Swaziland
- SANBI (South African National Biodiversity Institute)

Historic Farm information

- Leonard Guelke
- The Southern Western Cape Colony 1657 – 1759 (Freehold Land Grants)

Cape Town historic mapping surveys:

- Snow: (circa 1860)
- Wilson: (1878)
- Thom: (circa 1890)

11.4 Online data

Cape Agricultural Mobile Information System:

- <https://gis.elsenburg.com/mobile/camis/main/>

Cape Farm Mapper:

- <https://gis.elsenburg.com/apps/cfm/>

Cape Town topographic map, elevation, relief (topographic-map.com)

- <https://en-za.topographic-map.com/maps/77at/Cape-Town/>

Cape Town / Environs: Historic topo-cadastral map series (compiled by Adrian Frith)

- <http://htonl.dev.openstreetmap.org/50k-ct/#10/-34.0000/18.5000/c1940>
- <http://htonl.dev.openstreetmap.org/50k-ct/#10/-34.0000/18.5000/c1960>
- <http://htonl.dev.openstreetmap.org/50k-ct/#10/-34.0231/18.5250/c1980>
- <http://htonl.dev.openstreetmap.org/50k-ct/#10/-34.0231/18.5250/c1990>
- <http://htonl.dev.openstreetmap.org/50k-ct/#10/-34.0231/18.5250/c2000>
- <http://htonl.dev.openstreetmap.org/50k-ct/#10/-33.9980/18.4715/c2010>

Chief Surveyor General - Cadastral Spatial Data Viewer

- <https://csg.esri-southafrica.com>
- <https://csg.esri-southafrica.com/spatialdataviewer/>

City Map Viewer (via City of Cape Town website):

- <https://citymaps.capetown.gov.za/EGISViewer/>

City Zoning Viewer (via City of Cape Town website):

- <http://emap.capetown.gov.za/EGISPbdm/>

City Maps Lab

- <https://web1.capetown.gov.za/web1/opendataportal/AllDatasets>

Coastal viewer

- <https://mapservice.environment.gov.za/Coastal%20Viewer/>

Open Topo Map

- <https://opentopomap.org/>

Peakery

- <https://peakery.com/>

Windy (real-time climatic information)

- <https://www.windy.com/?-33.926,18.423,5>

11.5 *Project Information*

Client Representatives:

- WCG, City of Cape Town

Town Planners & Urban Designers (PPTL site):

- NM & Associates

Planner & Designers: (Foreshore Gateway precinct)

- Meyer & Associates Architects & Urban Designers

Heritage Consultants

- Sarah Winter Heritage Practitioner

12. Annexures and Appendices

Consultant Data

The cultural landscape character analysis and Visual Impact Assessment report has been prepared by David Gibbs Landscape Architect | Environmental Planner + Heritage Practitioner, who as visual specialist and author of this document, and having no vested interest in the outcome of the approvals processes associated with the proposed development assessed within this document; nor standing to gain financially from the design, construction or future management thereof; maintains complete impartiality and independence.

Summary of Experience:

David Gibbs is a professional landscape architect, environmental planner, heritage practitioner and visual specialist. David serves the University of Cape Town professionally as University Landscape Architect and Heritage Practitioner also teaches occasionally within the post-graduate planning, urban design, landscape architecture, transport engineering and heritage programmes.

He has served as President of the Institute for Landscape Architecture in South Africa, as Education Portfolio Councillor on the South African Council for the Landscape Architectural Professions, as Young Professionals' Advocate for the International Federation of Landscape Architects, as specialist consultant to Spatial Planning and Urban Design at the City of Cape Town, and as member of the Built Environment and Landscape Committee and chair of the Impact Assessment Committee of Heritage Western Cape.

He continues to serve as contributing member to the International Council on Monuments and Sites - Intentional Scientific Committee on Cultural Landscapes. Understanding and Interpreting Cultural Landscape has become the principal narrative of David's professional and academic work and while he continues to explore this theme, he advocates the curatorship of our built heritage together with the stewardship of our shared environment.



Curriculum Vitae - David Gibbs

Biography

Full Names & ZAR ID #:	DAVID PETER GIBBS	7712265042088
Date & Place of Birth:	26th December 1977	Cape Town, South Africa

Qualifications

- PrLArch** (Professional Landscape Architect | Environmental Planner)
SACLAP # 20128, (5th August 2004)
- PHP** (Professional Heritage Practitioner)
APHP, (9th March 2015)
- MLArch** (Master of Landscape Architecture)
UCT, Faculty of Engineering & the Built Environment, (10th December 2001)
- BAS** (Bachelor of Architectural Studies)
UCT, Faculty of Fine Art & Architecture, (11th December 1998)

Professional Registration and Accreditation

- South African Council for the Landscape Architectural Professions**
SACLAP registered Professional Landscape Architect & Environmental Planner
- Association of Professional Heritage Practitioners**
APHP endorsed Professional Heritage Practitioner
- Green Buildings Council South Africa**
Green Star Accredited Professional (AP New Buildings)

Professional Membership

- International Council for Monuments and Sites (ICOMOS)**
ICOMOS SA; ICOMOS ISCCL (International Scientific Committee on Cultural Landscapes)
- Institute for Landscape Architecture in South Africa**
ILASA-National and ILASA-Cape Regional Branch Professional Member # P463
- Society of Architects, Planners, Engineers, and Surveyors**
APES Professional Member (Architecture)
- Vernacular Architecture Society of South Africa**
VASSA Member
- Young Urbanists Community**
YU Professional Member (Future Cape Town)

Professional Career History

- UCT**, Properties & Services, Capital Planning & Projects, Cape Town, South Africa
University Landscape Architect (Feb. 2018 –) Staff number: 01404611
- City of Cape Town**, Energy, Spatial & Environmental Planning, Spatial Planning & Urban Design
Specialist Consultant (contract appointment May 2015 – Oct. 2015)
- Gibbs Saintpôl** (now Square One) Landscape Architects cc. Cape Town, South Africa
Co-Founder/ Director (Oct. 2010 – Aug. 2014); *Specialist Consultant* (Sept. 2014 – 2016)
- OvP Associates** cc. Landscape Architects, Architects, Planners, Cape Town, South Africa
Consultant Landscape Architect (Jul. 2006 - Sept. 2010)
- LA Web** cc. t/a Urbanscapes, Cape Town, South Africa
Professional Landscape Architect (Feb. 2004 - Jun. 2006)
- Ian Ford Deon Bronkhorst** Landscape Architects cc, Cape Town, South Africa
Graduate Landscape Architect (Dec. 2001 - Jan. 2004)

Ian Ford & Associates Landscape Architects cc, Cape Town, South Africa

Student Landscape Architect (Nov. 2000 - Feb. 2001)

JB Burmeister & Associates Architects cc, Cape Town, South Africa

Student Architect (Jan. 1999 - Sept. 1999)

Academic Career History

University of Cape Town: School of Architecture, Planning and Geomatics: (Staff #: 01404611)

MCRP, MCPUD, MLA programmes: *Studio Master | Lecturer | Consultant* (2005 - 2016)

MCRP, MUD, MLA programmes: *Studio Master | Lecturer | Supervisor* (2017 - ongoing)

MCRP and MLA Programme Governance Committee: *Member:* (2007 - ongoing)

MLA programme: *Acting Programme Convener* (Jun. – Dec. 2008)

University of Cape Town: The Humanities Information Technology Committee (HUMANITEC)

Principal Researcher: Ian Ford Archive; Ann Sutton Archive (2013 – 2015)

University of Pretoria: Department of Architecture: Master of Landscape Architecture:

Professional programme: Accreditation Evaluator (2008); External Examiner (2009)

Cape Peninsula University of Technology: Department of Applied Sciences: (Staff #: 30083331)

Landscape Technology: *Advisory Board* (2008 – 2017) *Lecturer* (2008 – 2010); (2016 - 2017)

Association of African Planning Schools: <http://www.africanplanningschools.org.za>

Co-Author: with Liana Müller Jansen: Mapping Cultural Landscapes Toolkit (2011)

Council for Higher Education (CHE) Higher Education Quality Committee (HEQC)

Programme Accreditation: Evaluator Preparation workshop: *SACLAP delegate* (2006)

Service, Leadership & Advocacy

South African Council for the Landscape Architectural Professionals (SACLAP)

SACLAP Councillor: Education Portfolio (2005 – 2009)

SACLAP Education Committee member (co-opted 2010 – 2013)

Institute for Landscape Architecture in South Africa (ILASA)

ILASA-Cape Councillor: regional projects and exhibitions (2003 – 2005)

ILASA-Cape Chair (elected 2005 - 2006; re-elected 2006 – 2007)

ILASA National Executive Committee (NEC) member (2005 – 2010)

ILASA National President (elected 2007 - 2008; re-elected 2008 – 2009)

ILASA President Emeritus: continuity and governance (2009 – 2010)

International Federation of Landscape Architects (IFLA)

IFLA World Council Delegate (2008 – 2011)

IFLA Africa Forum Committee (2008 – 2012)

IFLA Young Professionals' Advocate (2009 – 2012)

World Design Capital Cape Town (WDCCT)

Curatorial Panelist | Adjudicator (2013 – 2014)

Heritage Western Cape (HWC)

Built Environment and Landscape Committee (BELCOM) member (2017 – 2019)

Impact Assessment Committee (IACOM) Chair (2019-2022)

UCT Rhodes Must Fall Scholarship Committee

Member (2020 - 2022)

Association of Professional Heritage Practitioners (APHP)

APHP Executive Committee (ExCo) 2022

General Declaration

I, David Gibbs hereby declare

- that I have acted as independent specialist in this application and have performed the work relating to the application in an objective and fair manner, notwithstanding the fact that resultant views and findings may be un-favourable to the applicant.
- that there are no circumstances that have compromised my objectivity in performing such work; and I have no conflicting interests in the undertaking of this work, and neither will I engage in any such interests.
- that I have expertise in conducting the specialist report relevant to this application, including knowledge of the Act, regulations and any guidelines that have relevance to the activities proposed within this application.
- that I have undertaken to disclose to the applicant and the competent authority all information within my possession that reasonably may have the potential to influence any decision to be taken by the competent authority with respect to the application.
- that I have undertaken to disclose to the applicant and the competent authority the objectivity of any report, plan or document prepared by myself for submission to the competent authority to inform any decision to be taken by the competent authority with respect to the application.
- that I have complied with the Act, regulations, and all other applicable legislation; that within this form I have furnished particulars that are true and correct; and that I am aware that a false declaration is an offence in terms of regulation 48 of the NEMA EIA Regulations and is punishable in terms of section 24F of the Act.



Signatures of the specialist:

DAVID GIBBS

Names of Specialist:

30th January 2024

Date:

The Independent Specialist who compiled a specialist report and/or undertook a specialist process

I, David Gibbs as the appointed independent specialist hereby declare that I

- act/have acted as the independent specialist in this application.
- regard the information contained in this report as it relates to my specialist input/study to be true and correct, and
- do not have and will not have any financial interest in the undertaking of the activity, other than remuneration for work performed in terms of the NEMA, the Environmental Impact Assessment Regulations, 2010 and any specific environmental management Act.
- have no and will not have any vested interest in the proposed activity proceeding.
- have disclosed, to the applicant, EAP and competent authority, any material information that has or may have the potential to influence the decision of the competent authority or the objectivity of any report, plan or document required in terms of the NEMA, the Environmental Impact Assessment Regulations, 2010 and any specific environmental management Act.
- am fully aware of and meet the responsibilities in terms of NEMA, the Environmental Impact Assessment Regulations, 2010 (specifically in terms of regulation 17 of GN No. R. 543) and any specific environmental management Act, and that failure to comply with these requirements may constitute and result in disqualification.
- have ensured that information containing all relevant facts in respect of the specialist input/study was distributed or made available to interested and affected parties and the public and that participation by interested and affected parties was facilitated in such a manner that all interested and affected parties were provided with a reasonable opportunity to participate and to provide comments on the specialist input/study.
- have ensured that the comments of all interested and affected parties on the specialist report/study were considered, recorded, and submitted to the competent authority in respect of the application
- have ensured that the names of all interested and affected parties that participated in terms of the specialist input/study were recorded in the register of interested and affected parties who participated in the public participation process.
- have provided the competent authority with access to all information at my disposal regarding the application, whether such information is favourable to the applicant or not; and am aware that a false declaration is an offence in terms of regulation 71 of GN No. R. 543.



Signatures of the specialist:

DAVID GIBBS

Names of Specialist:

30th January 2024

Date:

DECLARATION OF THE SPECIALIST

Note: Duplicate this section where there is more than one specialist.

I, **David Gibbs PrLArch + PHP**, as the appointed Specialist hereby declare/affirm the correctness of the information provided or to be provided as part of the application, and that:

- In terms of the general requirement to be independent:
 - other than fair remuneration for work performed in terms of this application, have no business, financial, personal, or other interest in the development proposal or application and that there are no circumstances that may compromise my objectivity; or
 - am not independent, but another specialist (the "Review Specialist") that meets the general requirements set out in Regulation 13 of the NEMA EIA Regulations has been appointed to review my work (Note: a declaration by the review specialist must be submitted).
- In terms of the remainder of the general requirements for a specialist, have throughout this EIA process met all the requirements.
- I have disclosed to the applicant, the EAP, the Review EAP (if applicable), the Department and I&APs all material information that has or may have the potential to influence the decision of the Department or the objectivity of any Report, plan or document prepared or to be prepared as part of the application; and
- I am aware that a false declaration is an offence in terms of Regulation 48 of the EIA Regulations.



2024 | 01 | 30

Signature of the Specialist:

Date:

DAVID GIBBS Landscape Architect | Heritage Practitioner + Environmental Planner

Name of company (if applicable):



Details of Specialist and Declaration of Interest

File Reference Number:	(For official use only)
	/ / /
Date Received:	

Application for Environmental Authorisation
in terms of the Provisions of Regulations R385, R396 and R387 promulgated in terms of the
National Environmental Management Act, (NEMA) 1998 (Act No. 107 of 1998), as amended

PROJECT TITLE

***Provincial Pavement Testing Laboratory (PPTL) Proposed Conceptual Development
of Erven 734-RE, 735, 737, 738-RE, 739, 9564, 9565, CAPE TOWN
Heritage Impact Assessment: Visual Impact Assessment***

Specialist:	David Gibbs PrLArch + PHP		
Contact person:	David Gibbs		
Postal address:	'Pax Cottage', #5 St Catherine Street, Timour Hall, Plumstead		
Postal code:	7800		
Telephone:	(021) 762 33 70	Mobile:	072 396 5892
E-mail:	david@davidgibbs.co.za		
Professional affiliation(s) (if any)	PrLArch # 20128 (SA) Professional Landscape Architect registered with SACLAP – the South African Council for the Landscape Architectural Professions; and PHP (Professional Heritage Practitioner) - accredited by APHP – the Association of Professional Heritage Practitioners		

Project Consultant:			
Contact person:			
Postal address:			
Postal code:			
Telephone:			
E-mail:			

Annexure G: DEA&DP Response





REFERENCE NUMBER: 16/3/3/6/1/A7/4/3228/23

DATE OF ISSUE: 19 December 2023

The Director
Western Cape Government: Department of Infrastructure
4th Floor, 9 Dorp Street
Cape Town
8000

Attention: Ms. Elizabeth Coles

Tel: (021) 483 2100

E-mail: Elizabeth.Coles@westerncape.gov.za

Dear Madam

DETERMINATION ON THE APPLICABILITY OF THE NATIONAL ENVIRONMENTAL MANAGEMENT ACT, 1998 (ACT NO. 107 OF 1998) ENVIRONMENTAL IMPACT ASSESSMENT REGULATIONS, 2014 (AS AMENDED) FOR THE PROPOSED MIXED-USE DEVELOPMENT ON ERVEN 734-RE, 735, 737, 738, 739, 9564 AND 9565, CAPE TOWN.

1. The checklist for the determination of the applicability of the EIA Regulations, 2014 (as amended) dated and received via electronic mail correspondence by this Directorate on 29 November 2023 and this Directorate's acknowledgment thereof dated 5 December 2023, refer.
2. This letter serves as a determination on the applicability of the EIA Regulations, 2014 (as amended).
3. This Directorate has reviewed the checklist and noted the following:
 - 3.1. The proposal entails the establishment of a mixed-used development on Erven 734-RE, 738- RE, 735, 737, 739, 9564 and 9565, Cape Town. The development will be a residentially led mixed-use development with business-related uses (retail and co-working type offices).
 - 3.2. The proposed mixed-use development will have a development footprint of approximately 6 690m².
 - 3.3. Erf No. 734 is zoned as Mixed-Use 3 (MU3) and Erf No. 735 is zoned as Transport 2: Public Road and Public Parking (TR2). Erf No. 738-RE is split zoned as MU3 and General Business 7. Erf No.739 is split zoned as MU3, TR2 and Open Space 2: Public Open Space (OS2). Erf No. 9564 is zoned as OS2 and Erf No. 9565 is zoned as TR2. An application for re-zoning, subdivision and consolidation will be required.
 - 3.4. The proposed site is located within an urban area.
 - 3.5. There are no watercourses on or within 32m of the proposed site.
 - 3.6. The undeveloped parts of the site are covered by grass and transformed areas are surfaced for driveways and walkways.
 - 3.7. The proposed site historically contained Peninsula Shale Renosterveld, but no longer contains any indigenous vegetation, as the site is transformed.
4. In view of the information submitted, the proposed mixed-use development on Erven 734-RE, 738- RE, 735, 737, 739, 9564 and 9565, Cape Town does not appear to constitute any listed activities, as defined in terms of the EIA Regulations, 2014 (as amended). An Environmental Authorisation will therefore not be required from the Competent Authority for the proposed mixed-use development. This determination is based on the following and the information provided to this Directorate:

- 4.1. The proposed mixed-use development will not require an area of more than 300m² of indigenous vegetation to be cleared, as the proposed site is partially covered in patches of grass, trees, pavement and walkways. Activity 12 of Listing Notice 3 of the EIA Regulations, 2014 (as amended), will therefore not be triggered.
- 4.2. Although the proposed site located within an urban area and two of the erven are zoned for use as public open space/transport zone, the properties are developed and used for roads. As such, the development will not trigger Activity 15 of Listing Notice 3 of the EIA Regulations, 2014 (as amended).
- 4.3. The proposed development will not occur within a watercourse. Therefore, Activity 19 of Listing Notice 1 of the EIA Regulations, 2014 (as amended), will not be triggered.
5. However, should any other revision of the proposed constitute the above listed activities or any other listed activities in terms of the EIA Regulations, 2014 (as amended), an application form for Environmental Authorisation must be submitted to the Competent Authority and the relevant Environmental Authorisation obtained prior to the development proposal being commenced with on the proposed site. The relevant application forms are available on this Department's website: www.westerncape.gov.za/eadp.
6. It is prohibited in terms of the NEMA to commence with a listed activity without a relevant Environmental Authorisation from the Competent Authority. Non-compliance in terms of the prohibition will be referred to the Environmental Law Enforcement Directorate of this Department for possible prosecution. The penalty for a person convicted of an offence in terms of the above is a fine not exceeding R10 000 000 or imprisonment for not more than 10 years, or both such fine and such imprisonment.
7. Please note that even when an Environmental Authorisation is not required for the proposed development, the Duty of Care and remediation of environmental damage in terms of Section 28 of the NEMA should be taken into account. It is stated in the Duty of Care that *"every person who causes, has caused or may cause significant pollution or degradation of the environment must take reasonable measures to prevent such pollution or degradation from occurring, continuing or recurring or, in so far, as such harm to the environment is authorised by law or cannot reasonably be avoided or stopped, to minimise and rectify such pollution or degradation of the environment"*.
8. Please note that the proponent must comply with any other statutory requirements that may be applicable to the undertaking of the activity.
9. Kindly quote the abovementioned reference number in any future correspondence concerning this development proposal.

This Directorate reserves the right to revise or withdraw its comments and request further information based on any information received.

Yours faithfully

pp MR. ZAAHIR TOEFY
DIRECTOR: DEVELOPMENT MANAGEMENT (REGION 1)

Copied to:

- (1) Ms. Maurietta Stewart (City of Cape Town: ERM)
(2) Ms. Tarryn Solomon (Infinity Environmental (Pty) Ltd)

E-mail: Maurietta.Stewart@capetown.gov.za
E-mail: tarryn@infinityenv.co.za

Annexure H: Architectural Guidelines





Western Cape
Government

Department of Infrastructure

PPTL Phase 2: Specialists'
Assessments –
Architectural Guidelines
DOI12/8/1/P2/6

Table of Contents

i

1. INTRODUCTION.....	1
2. PPTL CONCEPTUAL DEVELOPMENT PROPOSAL.....	2
3. ARCHITECTURAL GUIDELINES	10
3.1. Development parameters according to the Cape Town Municipal Planning By-law (MPBL) 10	
3.2. Responding to local and site scale context.....	11
3.2.1. Gateway Role of the site	11
3.2.2. Street interfaces	15
3.2.3. Incorporating existing heritage fabric and site features.....	20
3.3. A comfortable place for living	25
3.3.1. Residential components	25
3.3.2. Pedestrian access and circulation	25
3.3.3. Shared spaces and external courts.....	26
3.3.4. Vehicular access.....	27
3.3.5. Services and utilities	27
REFERENCES	29

This report was compiled by NM & Associates Planners and Designers on behalf of the Western Cape Government: Department of Infrastructure.

2. PPTL CONCEPTUAL DEVELOPMENT PROPOSAL

The PPTL Conceptual Development Proposal retains the historic Soils Lab Building (a single storey building with a mini basement) around a soft landscaped courtyard and proposes a new building of approximately 4 to 12 storeys high (excluding the basement level) on the remainder of the developable area. A mix of land-uses will be provided on the site, including a residentially led land use mix for the proposed new building and repurposing of the historic Soils Lab Building for new uses.

The proposed new building envelope comprises an approximately 40 m high, 12-storey tower (including the roof services level and excluding the mini basement level) along Buitengracht Street, stepping down to 7-storeys along Somerset Road and then stepping down again to 4 storeys at the corner of Somerset Road and Chiappini Street. As a result of the need to set new buildings back from the Soils Lab and the challenging shape of the remaining developable area, the new building is arranged in an L-shape around the perimeter of the site. The new building is fragmented at ground floor to facilitate pedestrian thoroughfares.

The new building will provide approximately 310 residential units at the upper floors with business-related uses and residential support areas at the ground floor level. Refer to Table 2 for a breakdown of the proposed residential unit mix. The proposed residential unit mix comprises 39% affordable / social housing units, located in the Somerset Road/ Chiappini Street block, and 61% open-market units, located in the Buitengracht Street tower. The affordable / social residential units are predominantly 2-bedroom units while the open-market units are predominantly studios. The affordable residential units of the 4-storey building component are arranged around an external landscaped courtyard.

Table 2. Residential unit mix of the Conceptual Development Proposal

Unit type	Affordable residential units in the Somerset Road / Chiappini Street Block	Open market units in the Buitengracht Street tower
Studios	6	120
1-bedroom units	0	20
2-bedroom units	114	50
Subtotal	120 (39%)	190 (61%)
Total	310 units	

The new building is set back along its street edges to allow for trees within the site boundary, and at ground floor, the business areas are setback along Buitengracht Street and Somerset Road to create covered walkways.

The new building has a limited mini basement level associated with the tower. This basement is accessed off Prestwich Street and accommodates building and site services along with 15 parking bays to support the following:

- High level management staff for office, retail and residential blocks
- Operational bays
- Accessible bays for the physically disabled.
- Emergency bays (for sedan vehicles)

Two loading bays are provided to support the retail components of the proposal. They are proposed to be located along Prestwich Street and Chiappini Street. The proposed loading bay in Prestwich Street will also serve as a bay for a refuse collection truck.

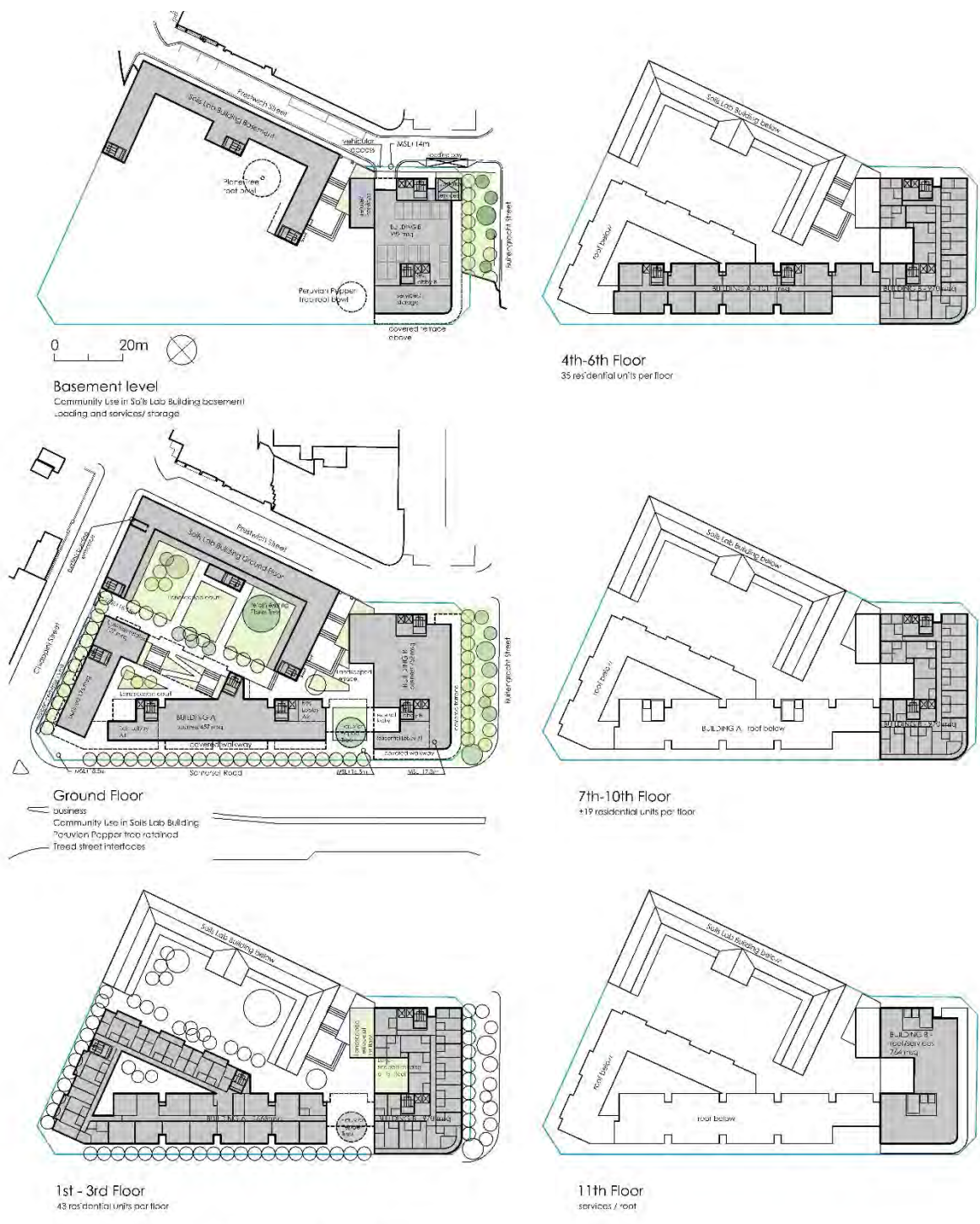
The historically significant Grade IIIA Soils Lab building is proposed to be retained and repurposed for retail uses at ground floor level and a co-working / office environment at the basement level.

Other existing site features that are being retained and incorporated in the proposal include:

- the historical cemetery wall along Chiappini Street,
- the existing gate posts next to the Soils Lab on Prestwich Street,
- several existing trees associated to the Soils Lab, including a very tall Plane Tree in the existing courtyard, and
- an established Peruvian Pepper Tree along Somerset Road.

The space required around and above the Peruvian Pepper Tree creates a break between the Buitengracht Street tower and the building along Somerset Road, allowing views into the internal court of the scheme.

The existing and proposed new buildings have a combined Gross Floor Area (GFA) of ±23 373 m². The business-related component (retail, co-working spaces, and community-type retail/offices for the Soil Lab) is estimated as approximately 3432 m² GFA. The proposed layout plans and building envelope are included as Figures 2.1 to 2.5, below.



Option 3 Medium Bulk: Schematic floor plans
08 November 2023

Floor areas of new building:
 Basement service area - 982 msq
 Ground floor business - 2 028 msq
 Residential floor area: - 17 728 msq
 Roof services area B - 764 msq
Total new floor area: 21 502 msq

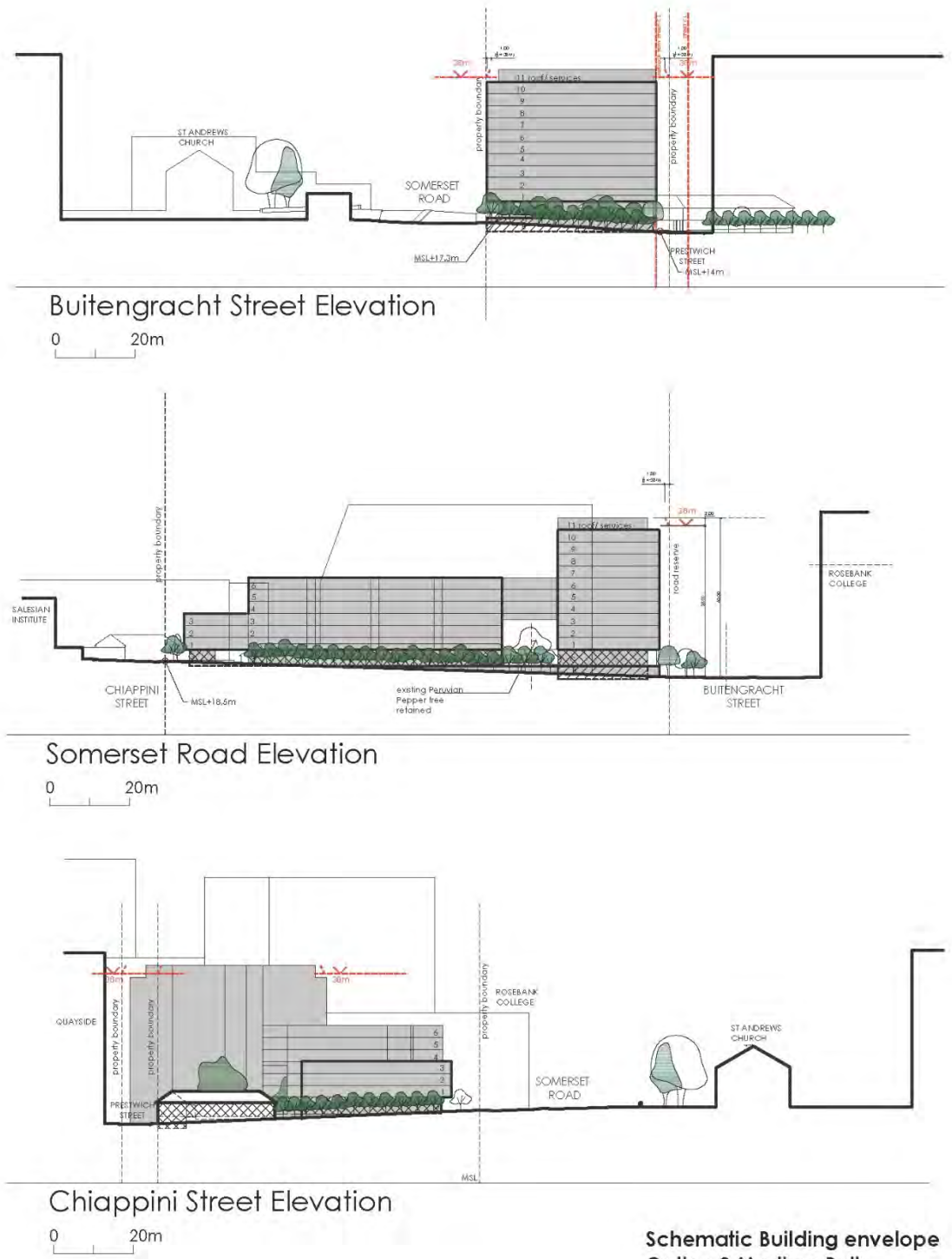
Floor areas of existing building:
 Soils Lab Basement - 842 msq
 Soils Lab Ground Floor - 1 029 msq
Total floor area - Soils Lab: 1871 msq

TOTAL FLOOR AREA: 23 373 MSQ

Residential units: 310 no's

Parking bays - Only loading and service-related parking provided

Figure 2.1: PPTL Conceptual Development Proposal Schematic Floor Plans

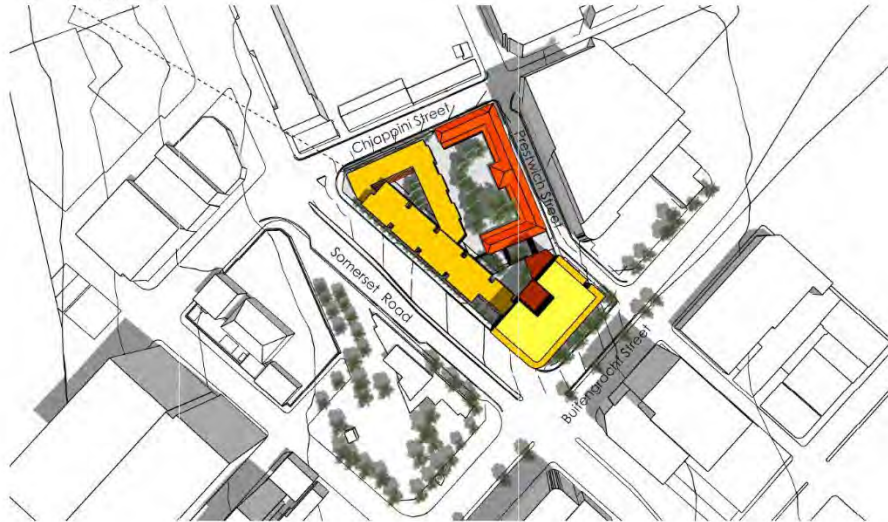


**Schematic Building envelope
Option 3 Medium Bulk
08 November 2023**

Figure 2.2: PPTL Conceptual Development Proposal Schematic Building Envelope

OPTION 3 3-DIMENSIONAL IMAGES

View 1. Plan View



View 2. View at Buitengracht Street and Somerset Road intersection



View 3. View at Somerset Road and Chiappini Street intersection



View 4. View at Chiappini Street and Prestwich Street intersection



Figure 2.3: PPTL Conceptual Development Proposal 3-dimensional images

3. ARCHITECTURAL GUIDELINES

The following architectural guidelines build on the guidelines included in the Conceptual Development Plan Options Report (September 2023) and have been refined to support the Conceptual Development Proposal.

3.1. Development parameters according to the Cape Town Municipal Planning By-law (MPBL)

The development site falls within the CBD Local Area Overlay Zone, therefore the development rules of GB7 zoning in accordance with Map LAO/4 in the Development Management Scheme apply to the subject sites. Notwithstanding the maximum permitted development rights (assuming that the subject sites are successfully consolidated and rezoned to an appropriate zone to accommodate the proposed land uses), the architectural guidelines support the preferred conceptual development proposal which presents a smaller built envelope than the maximum permitted building envelope. Refer to Table 3, below. Thus, the proposed parameters of the Conceptual Development Proposal will guide the development envelope for the site, going forward.

Table 3. Permitted versus proposed development parameters

Parameter	Maximum permitted development according to the MPBL (GB7 parameters)	Conceptual development proposal **
Floor factor	6.8	Approximately 3.5
Coverage	100%	Approximately 56%
Maximum building height	60m	40m
Setbacks from street and common boundaries.	Buildings are permitted on street and common boundaries.	Buildings extend up to street boundaries.
Setback above 38 m high.	From 38m above ground level, the building is required to set back at a gradient of $\frac{1}{2}(H-38)$ from any street boundary. Buildings are permitted on the common boundary for the full height.	To comply with the setback requirement.

** Based on the proposed consolidated site area of approximately 6690 m²

3.2. Responding to local and site scale context

Development of the site must be guided by the following contextual informants at local scale (its role in the city) and site scale (significant features on and around the site).

3.2.1. Gateway Role of the site

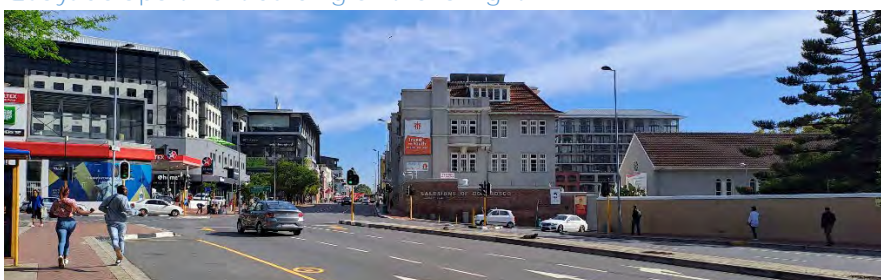
The gateway role of the site requires the new buildings to emphasize the street edges while facilitating the transition from the bulk and height of the Foreshore and CBD to the finer grained fabric of the Bo-Kaap, De Waterkant and Prestwich Precinct on the one hand and the bulk and height of the new development relative to the Prestwich Memorial / St Andrews Church Square and the retained Soils Lab Building, on the other hand - refer Figures 3.1, 3.2. and 3.3.



View of the CBD, along Somerset Road, with the project site on the left and the Prestwich Memorial on the right.



View down Somerset Road towards De Waterkant, with the project site on the right and the Quayside apartment building on the far right.



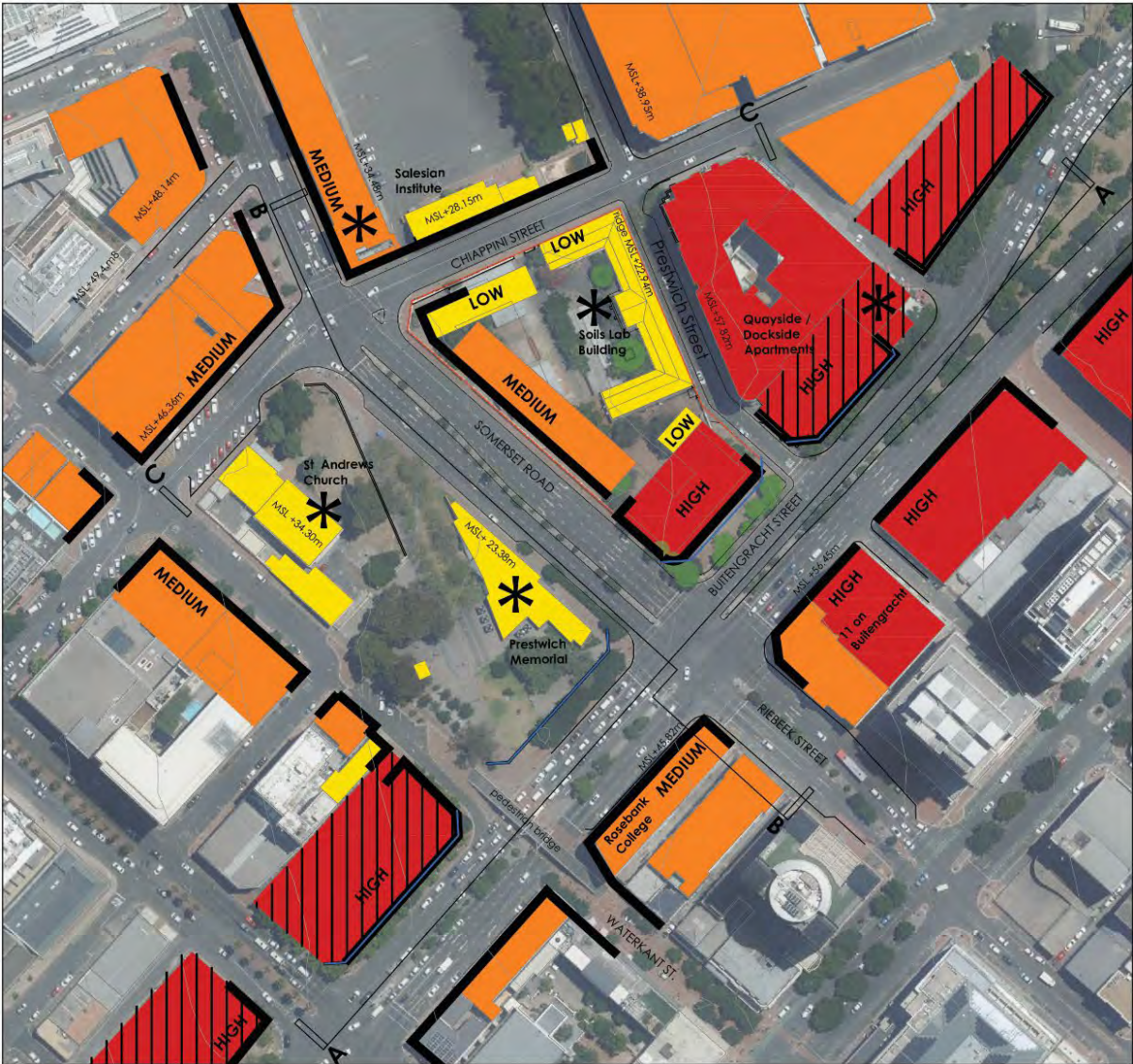
View of the intersection of Somerset Road and Chiappini Street, with the Salesian Institute in the centre and the project site on the right.

Figure 3.1. Photographs of the site context

Accordingly, the following guidelines apply to the proposed development:

- The tallest building component must be located along Buitengracht Street to define the edge of the CBD and to fit with the proposed infill development along Buitengracht Street proposed within the proposed Foreshore Gateway Urban Design Framework (2021)¹. The building heights of the proposed infill development along Buitengracht Street step up towards the Foreshore. Accordingly, the tower component must be lower than the adjacent Quayside building. The lower height also ensures the site is read as part of the gateway defining entry into the Atlantic Seaboard Urban Corridor along Somerset Road. (Refer Figure 3.2. and Figure 3.3: Sections A and B.)
- The following indicative storey heights inform the new building envelope:
 - i. 3.0 m for residential floor levels
 - ii. 4.2 m for ground floor retail areas (this may vary depending on the slope of the site, but should not be less than 3.0 m, minimum)
 - iii. 3.3 m for basement parking/ services level
 - iv. 3.0 m for services at roof level
- From 38m above ground level, the building is required to set back at a gradient of $\frac{1}{2}$ (Height minus 38m) from any street boundary in a GB 7 Zone. Residential accommodation must stop below the 38m height, to avoid staggered setbacks in accommodation above this level. Roof level services (for example the lift or fire escapes) may protrude above the 38m level, setback behind a parapet (refer Figure 3.3: Sections A and B).
- The tower must have an articulated corner at the prominent intersection of Buitengracht Street and Somerset Road to acknowledge the gateway space and Somerset Road as a dominant route in the local access network.
- The building height along Somerset Road must be medium height, and not exceed the height of the Rosebank College (corner of Somerset Road and Buitengracht Street). The total height of this component (including roof level services) must not exceed 25m above existing ground level, measured at the highest point of the slope along Somerset Road (refer Figure 3.3: Section B).
- The building height must step down along Somerset Road towards the Chiappini Street / Somerset Road intersection, to transition between the heights of the new building and the existing Salesian Institute (refer Figure 3.3: Section B).
- The building height must step down along Chiappini Street, to transition between the heights of the new building and the existing Soils Lab Building. The height difference between the new and existing buildings must not exceed two storeys (refer Figure 3.3: Section C).

¹ The Foreshore Gateway Precinct forms part of the draft CBD LSDF Contextual Analysis (August 2023) which is currently going through a stakeholder engagement process.



KEY:

- Low height (1 to 4 storeys)
- Medium height (5 to 8 storeys)
- High (38m and above)
- Proposed infill development footprints (Buitengracht development edge)
- Road reserve
- * Heritage landmarks

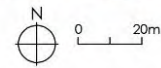


Figure 3.2: Height Transitions (to be read in conjunction with Figure 3.3 Sections) (NM & Associates, 2023)

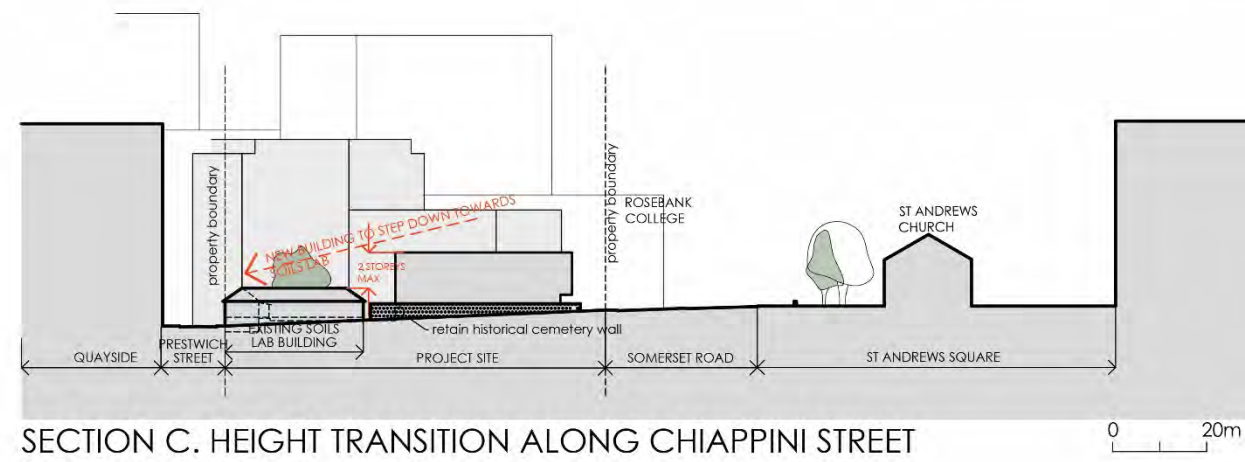
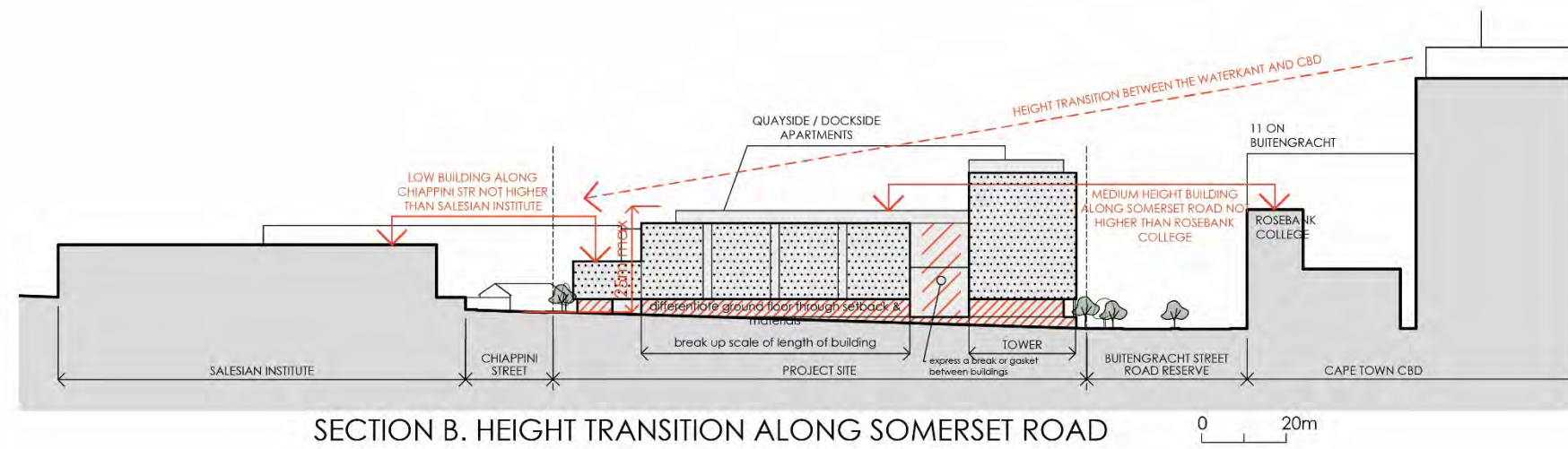
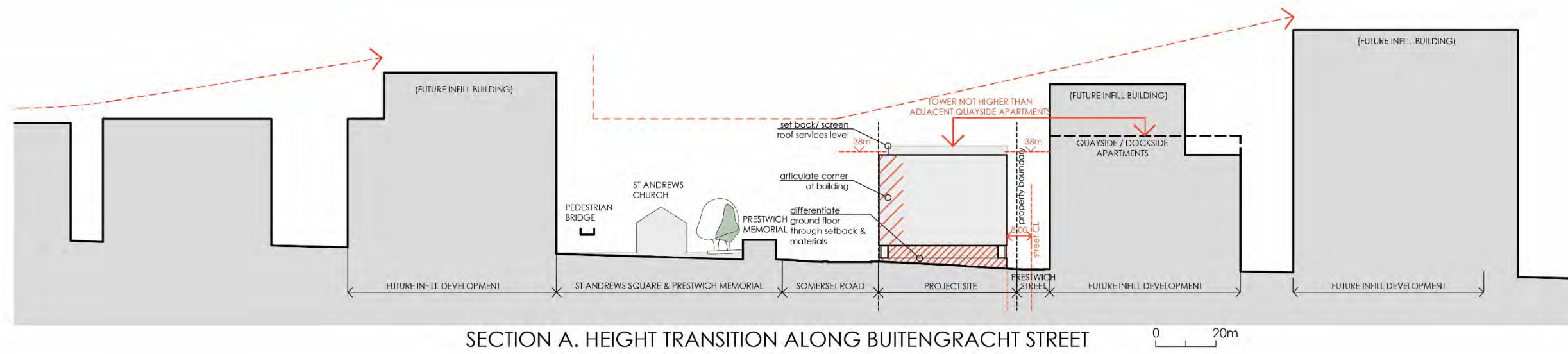


Figure 3.3 Height Transitions – Sections (NM & Associates, 2023)

3.2.2. Street interfaces

The development must define the urban block as per the local urban courtyard typology found in the precinct where the buildings follow the block edge and the central parts of the block are left open to the sky. Buildings along the edge of the urban block should contribute to the definition and activation of the public space network. The form and function of the ground, and the few floor levels above ground level, will have an impact on the performance of the local public environment. The following guidelines will therefore focus on the spatial preconditions and location and type of land uses specific to each street.

- Generous allowance must be made for pedestrian movement around the edges, especially Somerset Road and Chiappini Street where the new building can interact directly with the public sidewalk. (Also refer to Section 3.3.2 below.)
- The tower on Buitengracht Street must be set back (minimum 2.5m) from the street boundary (edge of road reserve) to allow for at least one additional line of trees close to the property boundary to reinforce the existing tree planting along Buitengracht Street. The selection of new tree species must consider the appropriate scale, shade density and non-invasive root systems, as per the PPTL Landscape Plan and Guidelines (2023). The road reserve must be retained as a soft landscaped open space, until it is needed for road widening purposes. The ground floor along Buitengracht Street must be set back to allow for a useable external area overlooking the landscaped road reserve edge. See Figure 3.4: Section A.
- The building facing onto Somerset Road must be conceptualised as the north-eastern edge of the Prestwich Memorial / St Andrews Square space, which acts as an important threshold and pause space in moving between the city centre and the Prestwich Precinct. Refer Figure 3.5. Allowance must be made for tree planting along the Somerset Road edge to soften the street interface of the development and create a more humanly scaled environment that frames the existing "Park" space. Accordingly, the new building must be set back 3m minimum from the new street boundary to allow for the canopies and rootzones of the new trees. Overhead canopies or basements must not extend into the tree planting zone. Refer Figure 3.4: Section B.
- Chiappini Street, north of the Soils Lab building must accommodate planting where possible to create a positive street interface given its current and future role as a route connecting the CBD with the V&A Waterfront. The old graveyard wall should be conceptualised as an integrated component of the pedestrianised edge. Refer Figure 3.4: Section C. The planting/tree types and positioning of trees relative to the wall must not impact the structural integrity of the foundations of the cemetery wall.

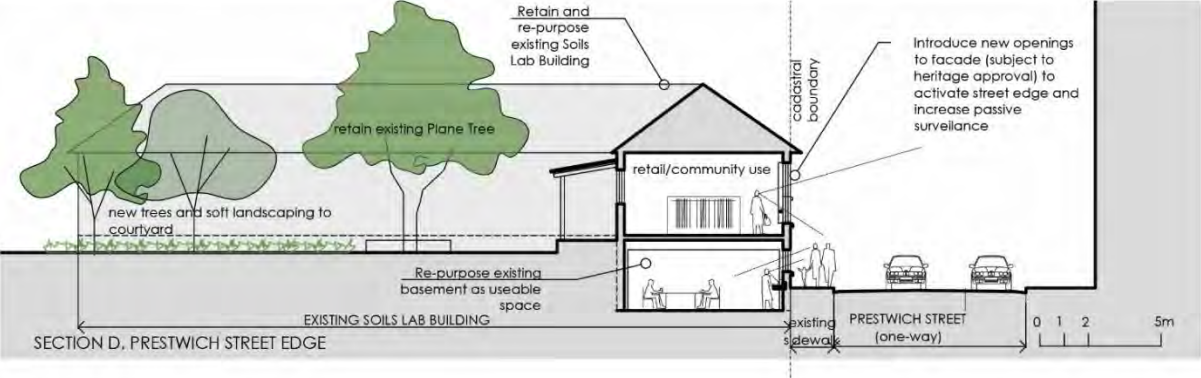
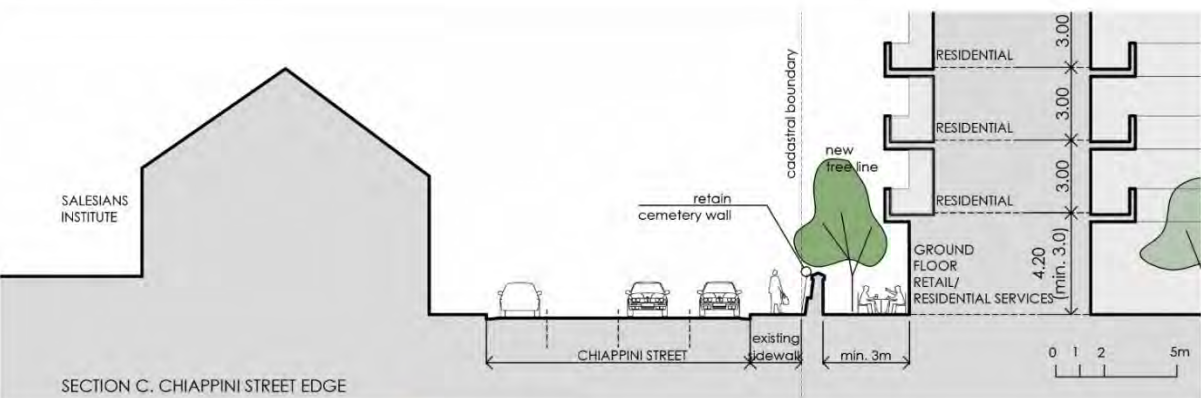
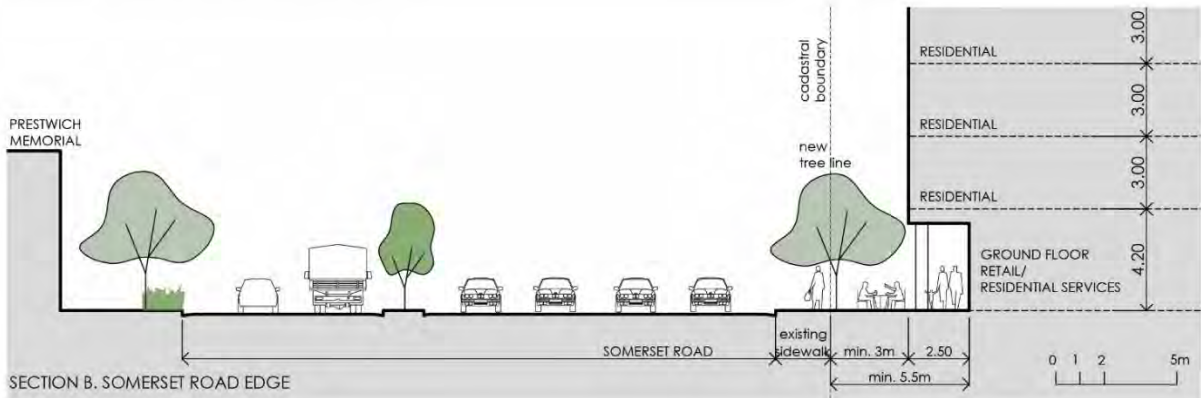
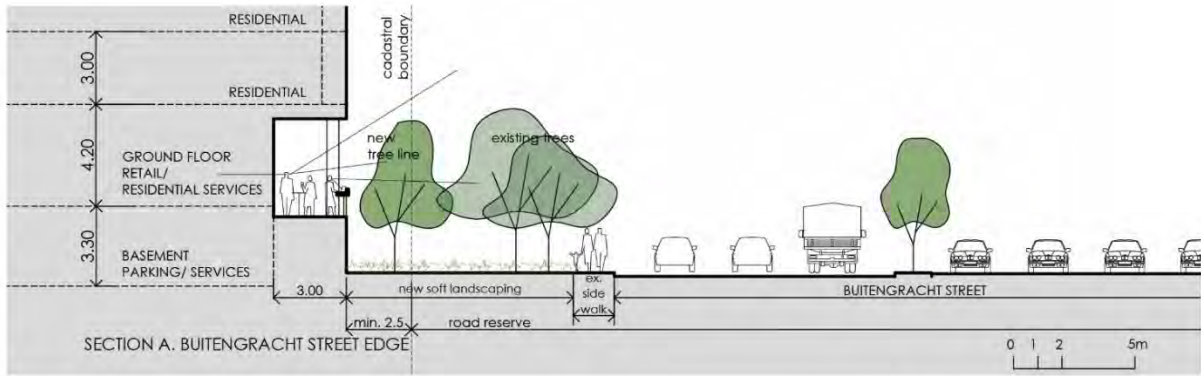









Figure 3.4: Street Interfaces (NM & Associates, 2023)



KEY:

-  edges framing public spaces
-  proposed infill fabric
-  Historic walls
-  Heritage landmarks
-  Soft landscaping
-  Existing trees to be retained
-  New tree lines

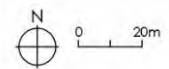


Figure 3.5: Frames, Edges and Walls (NM & Associates, 2023)

- Along Somerset Road, visual connections to the Prestwich Memorial / St Andrews Church square must be made. A gap between the tower and the Somerset Road building around the existing Peruvian Pepper Tree presents an opportunity to do this. This aligns with the entrance to the Prestwich Memorial which simultaneously allows the development to acknowledge and reference the Memorial as an important site in the context of the past role of Prestwich precinct as a burial ground.
- The pedestrian crossing of Somerset Road at the Chiappini Street intersection must be designed to prioritise more direct and safer pedestrian movement across Somerset Road in particular. The new development must allow for a generous pedestrian fore-court at this corner, with direct pedestrian links to the internal courts and routes through the new development. (Also refer to Section 3.3.2 below.)
- The Soils Lab building façade along the Prestwich Street boundary must be opened to reveal activity within the interior of the building and the basement to create interest and contribute to increased passive surveillance over this street. Refer Figure 3.4: Section D, above.
- The material selection and resolution of the new building's facades must not be over-elaborate or attention-seeking (for example, using large expanses of reflective glazing or elaborate screening) to avoid detracting from the heritage buildings and features on and / or surrounding the project site. Similarly, the most prominent public facades (south-west-facing on Somerset Road and south-east-facing on Buitengracht Street) are shaded, exposed to summer winds, and exposed to noise and fumes from vehicular traffic. Therefore, these elevations are likely to have a more solid and robust façade-design than the sunnier and wind-protected north-facing sides of the new buildings.
- Notwithstanding the above requirement for a recessive, " back-ground building", the facades to Buitengracht Street and Somerset Road should optimise opportunities for the articulation of corners and breaks between buildings to mitigate the scale of the development (Refer Figure 3.3: Section B, above).
- The ground floor level and basement should be articulated to help break down the scale of the building in the vertical dimension. It is proposed that the ground floor and basement are differentiated from the floors above by setting back the ground floor and expressing the ground floor and basement in a different material. Refer Figure 3.3: Sections A and B above, and Figure 3.6. below.



Figure 3.6: Examples of differentiating material of the ground floor and setting back the ground floor plane to break the vertical scale of the building (NM & Associates, 2023)

- Floor levels above ground floor level must have their facades designed to reflect and differentiate the more private versus public type activities. Where shared facilities servicing the residents are located above ground, for example gymnasias, cafes, shared workspaces etc, facades should be opened to offer visibility of these activities which in turn can provide interest for passers-by and contribute to improved levels of passive surveillance.
- Where a new basement is exposed on a public street above ground level, the materiality and scale must be carefully considered.
- The ground floor level must be utilised for land uses that require accessibility and visibility by the public. This will include retail and business type services, community uses and co-working type environments. Conventional offices, public facilities and businesses requiring high degrees of privacy and security must not locate on the ground floor as they will impact negatively on the street level environment.

- The ground floor level must provide a range of different size spaces including smaller rental units to support small scale business operators as suggested in the market demand studies and in keeping with socio-economic principles to support smaller role-players in the market.
- The development must provide for a retail anchor on ground level that is easily accessible and visible. It is optimal that the retail anchor is spatially integrated or located adjacent to a business that can offer extended hours of operation beyond the normal business day. Examples include a takeaway outlet / restaurant or gymnasium.

3.2.3. Incorporating existing heritage fabric and site features

The proposed development must be respectful to the history of the site, the heritage fabric of the Prestwich Memorial / St Andrews Square and the Salesian Institute and the broader heritage context of the historic District One. It must retain and repurpose existing elements with heritage significance, namely the graded (Grade IIIA) Soils Lab building (including some of its associated trees), the remnants of the cemetery wall along Chiappini Street and the gate posts in Prestwich Street. The concept proposal for the site also allows the existing Peruvian Pepper tree along Somerset Road to be retained, even though the tree does not have heritage status. The following guidelines inform the development approach to existing site features and fabric:

Soils Lab building

- The new development must not overwhelm the retained Soils Lab building. The new development must be set back from the Soils Lab by at least 5m, and gradually transition to taller building heights (refer item 3.2.1, above).
- The existing Soils Lab building must be repurposed in a way that retains its principal architectural qualities, namely a robust perimeter building with a verandah-lined courtyard to the site interior, together with the remaining historic built fabric including, but not limited to, timber flooring, fenestration, architraves, doors and other features. Refer to the photographs in Figure 3.7.



Chiappini Street facade



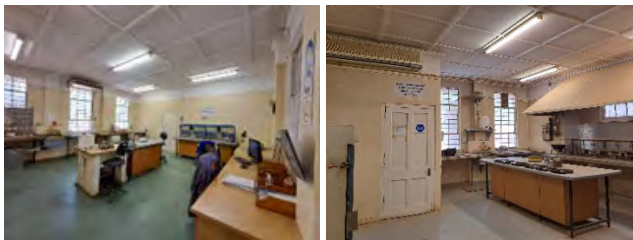
Original Main entrance on Chiappini Street



Prestwich Street facade



South-east façade of the Soils Lab



Typical existing interior spaces of the Soils Lab



Soils Lab Basement, with window openings to Prestwich Street



The verandah and courtyard of the Soils Lab

Figure 3.7: Existing Soils Lab building (NM & Associates, 2023)

- It is noted that the conceptual development proposal did not test the specific needs or spatial implications of the proposed new uses (retail, co-working offices and community uses) or the Soils Lab building's ability to accommodate internal and external changes spatially or structurally. This will need to be explored in greater detail in the design development stages, to follow. Presently it is understood from the heritage studies and building condition assessment of the PPTL Soils Lab building undertaken as part of the Contextual Analysis Report (2023) that the building is robust enough to

manage adaptive re-use. However, there are inherent spatial limitations (for example the shallow depth of the building) and service limitations (few existing wet services cores) that affect the repurposing of the building. It is not appropriate to introduce a service intensive, high wear-and-tear use to this historic building.

- Additional floor levels are not encouraged; however, opening of the façade towards Prestwich Street is permitted to activate this street edge and increase passive surveillance. The arched entranceway on Chiappini Street must be reinstated as a primary entrance to the building. The material qualities of the building must be retained, namely plaster / paint wall finishes with steel windows to the street facades with face brick walls and timber-framed windows and doors to the courtyard side. Additions and infill must be clearly distinguishable as new. The ends of the verandah should be opened again.
- The wet services of the Soils Lab building must be reconsidered with a view to replace deteriorated services and to rationalise the placement of new reticulation. The wet services must be concentrated in new service cores and must avoid being exposed on the street-facing facades.
- The basement of the Soils Lab building can be repurposed as habitable space and must be linked with vertical circulation to the ground floor to integrate it with the ground floor and make it compliant with fire safety regulations. The existing ramped entrance to the basement will become redundant in the process. The windows to the basement must be redesigned in the existing window openings to allow for improved light and ventilation, including re-establishing / improvement of the existing external lightwells around the basement perimeter.
- Activities to be located on the ground floor of the Soils Lab building must contribute to activation of the Soils Lab courtyard spaces, however caution must be exercised when selecting activities such as restaurants or other types of businesses which require high levels of back of house servicing for the ground floor.

Trees

- The existing Plane Tree in the Soils Lab Courtyard must be retained. New tree surrounds, seating and surface finishes around the tree must be considerate of the tree's root zone. There is an opportunity to review the existing paved finish around the tree and make it a green, soft landscaped space.
- The existing Peruvian Pepper tree along Somerset Road has a canopy of approximately 9m diameter, and height of 27m above MSL. The new building configuration makes it possible for the tree to be retained, sufficient space (minimum 2m in either direction) must be retained around the tree's root zone and canopy overhead to allow it space to grow further.



Figure 3.8: Plane tree in the Soils Lab courtyard (left) and Peruvian Pepper tree along Somerset Road (right) (NM & Associates, 2023)

Old graveyard wall and gateways

- Along Chiappini Street, the new building must be set back at least 3,5m from the cemetery wall (shown in Figure 3.9.) to allow for a useable space between the wall and the ground floor (refer Figure 3.4, Section C, above). This zone can be landscaped or used as positive outdoor space to the ground floor retail / residential support spaces. It is proposed that the present plaster / paint finish is removed to uncover the original stone construction of the wall. New openings in the wall are permitted but must be limited in number to retain as much of the original fabric as possible and must be subject to detail design with inputs from the heritage and archaeological specialists.



Figure 3.9. Remnants of the historic cemetery wall along Chiappini Street (NM & Associates, 2023)

- Along Prestwich Street, the existing gatepost to the southeast of the Soils Lab (shown in Figure 3.10) must be incorporated into the landscaping and threshold of the pedestrian thoroughfare from Prestwich Street to Somerset Road.

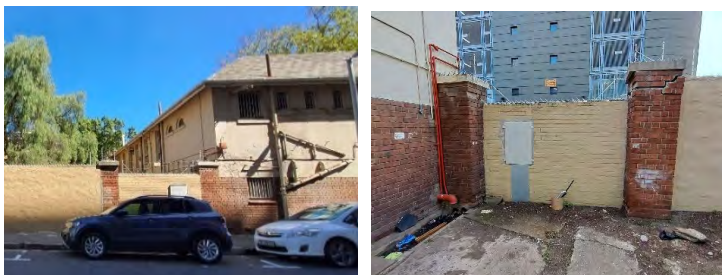


Figure 3.10. Soils Lab building's gateposts in Prestwich Street

Incorporating heritage fabric and site materials

An approach to memorialising the past use of the local area (including the site) as a burial ground and the social history of District One, using local stone from the excavations, could be applied in the design and detailing of the ground plane. In excavations of the site, it is likely that other items of interest may also be unearthed and could be used to provide interest for those passing through the site. Old stone and remnants of headstones, crypts etc. could be integrated into the paving, seating, changes in level, way finding and interpretative signage. This will be expanded on after completion of the Heritage Impact Assessment which will incorporate mitigation measures to lessen the impact on the historical context. See Figure 3.11 for examples of the way stone excavated on the local sites has been used in the shaping of the ground plane and interfaces.

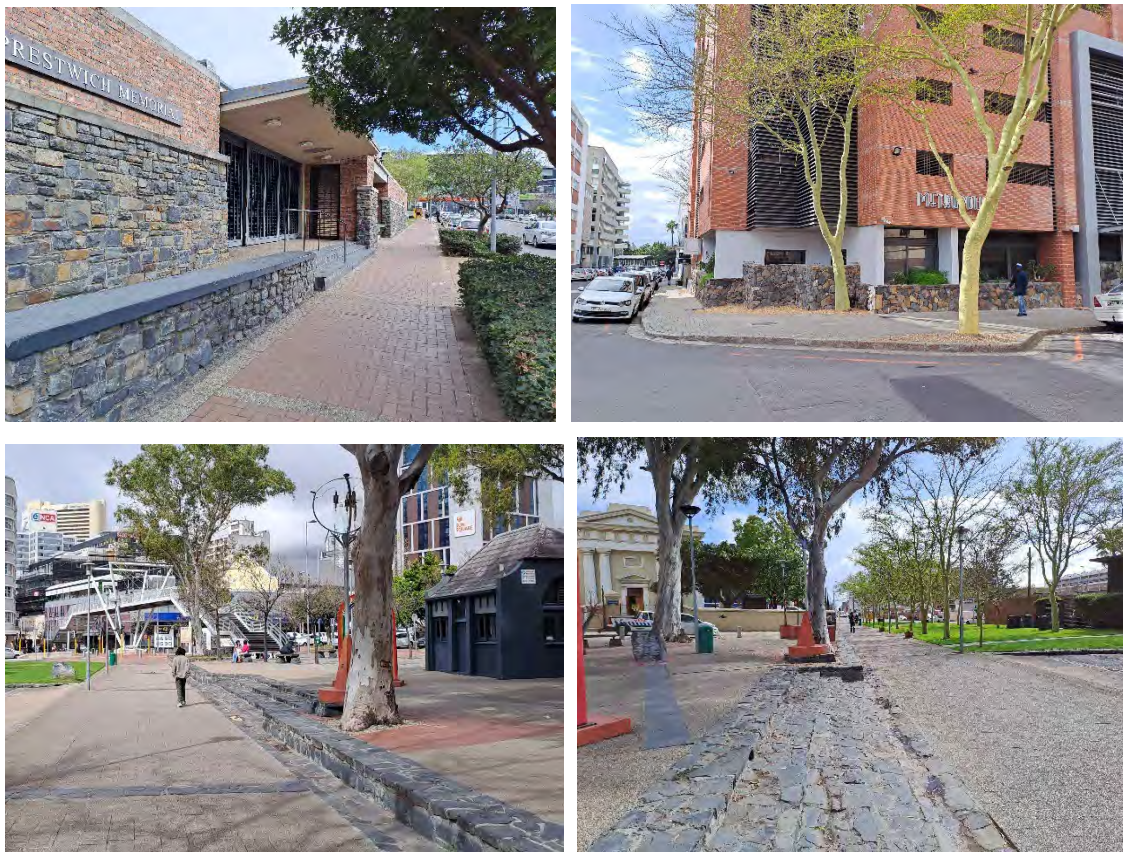


Figure 3.11: Examples of projects in the vicinity of the project site where stone found on site has been incorporated into the design of the buildings and ground plane (NM & Associates, 2023)

3.3. A comfortable place for living

The proposed residential programme requires the new development to promote aspects such as optimal orientation, natural ventilation, views, recreation / outdoor spaces and amenities which will make the development an attractive and comfortable place to live in.

3.3.1. Residential components

- The affordable or social housing component, comprising predominantly 2-bedroom units aimed at families, must be prioritised for areas with the best orientation, for example facing north and northeast (Chiappini Street and Somerset Road wings). Where possible, these units must be provided with balconies.
- Where possible, these units must be arranged around internal courts that will allow natural light and ventilation from two sides of a unit. The corners of buildings should be reserved for larger units.
- The tower footprint lends itself to the narrower, deeper configuration of studio units, suitable as open-market residential units.
- Accordingly, from a management perspective, there is the opportunity to assign the Buitengracht tower as the open-market component and the Somerset Road / Chiappini Street wings as the affordable / social housing component.
- Where units are arranged along internal passages, there should be breaks along the length of the passage or at the end of the passage to provide views to the outside, to provide visual relief, natural light and aid in wayfinding and orientation. The site has access to fantastic views of Table Mountain, Lions Head and the surrounding cityscape, which should be optimised, where possible.

3.3.2. Pedestrian access and circulation

- Somerset Road and Chiappini Street are prioritized for pedestrian access, and pedestrian movement across the site between Somerset Road / Chiappini Street and Prestwich Street, is encouraged.
- The new building footprint must be permeable at ground floor level to accommodate pedestrian thoroughfare from the Somerset Road, Chiappini Street and Prestwich Street edges and allow visual links into the site. This is reinforced by the gap in the building between the Buitengracht Street tower and Somerset Road block and the fragmentation of the ground floor level at the corner of Somerset Road and Chiappini Street.
- The building envelope must be articulated to express the location of these entrances to aid in wayfinding and break up the bulk of the envelope.

- Pedestrian entrances must be located close to the potential safe pedestrian crossing points, namely towards the corners of the site. The Somerset Road - Chiappini Street intersection is a particularly important area for pedestrian movement, therefore there must be a generous pavement area at this corner.
- The ground floor level must be universally accessible; nevertheless, the fall of the site should be used creatively in the landscaping of external spaces.
- There must be a separation between front-of-house functions such as residential lobbies and pedestrian thoroughfares, and back-of-house functions such as retail deliveries, off-loading, refuse-collection etc.
- Entrances at ground level incorporating vertical circulation to the residential component above ground should be visible, accessible, and legible.
- The location of vertical circulation cores coordinates the requirements of vertical movement, universal access, fire escape and the separate management of tenancies, where applicable. While the conceptual development proposal does not fix or try to resolve fully its vertical circulation, it is noted that the stepped building profile requires that the vertical circulation strategy suit the height of the relevant building component, for example a building envelope not exceeding 4 storeys does not require lifts, whereas buildings above 30m high require a firemen's lift. The vertical circulation and fire safety requirements of the conceptual development proposal will need to undergo resolution in future design development stages.
- The conceptual development proposal locates the open-market residential units in the tower on Buitengracht Street and the affordable / social residential units in the building wing on Somerset Road and Chiappini Street. Therefore, the location of vertical support facilities (lobbies, security desks etc.) and vertical circulation cores must consider the potential separation in operational management of these two tenant profiles.

3.3.3. Shared spaces and external courts

- The external spaces between the retained Soils Lab building and new building must be configured as landscaped courtyards that offer a variety of semi-private external spaces for residents and visitors. Fencing of internal areas must be avoided; separate areas must be demarcated through landscaped features (for example planted terraces). The residential support areas must be configured to allow access from these spaces.
- Trees and planting must be incorporated into these external courts to provide shade, noise buffering, and mitigate the transition in scale between the tall perimeter building and the existing Soils Lab building.

- The proposed stepped building envelope means that the lower roofscapes will be highly visible from the surrounding higher levels, therefore roof services should be screened and where possible, flat roofs should be accessible outdoor spaces incorporating planting.

3.3.4. Vehicular access

- Vehicular access onto the project site occurs off Prestwich Street where it least impacts pedestrian movement around and through the site. The vehicular access is required to maintain a minimum 25m setback north of the intersection with Buitengracht Street in terms of road access guidelines (Refer to Appendix D: Transport Engineering Report, 2023).
- Access to the proposed new building services (substation, refuse collection and loading) also occurs off Prestwich Street, as far as possible (see section on Services and Utilities below). An embayment for refuse collection, loading and emergency vehicles (ambulance) is provided on Prestwich Street, with a second loading bay on Chiappini Street. The loading bay on Chiappini Street must not block pedestrian entrances onto the site or the proposed reinstated entrance to the Soils Lab.
- Structured parking at ground level must be avoided, unless it is located within a basement plinth as proposed in the conceptual development proposal. There is a level difference of approximately 4 meters between the highest point of the site (corner of Chiappini Street and Somerset Road) and the lowest corner (the southeast corner of the site), making it possible to accommodate a basement level under the general ground floor level without deep excavation and with limited or no ramping down required from Prestwich Street.
- It is noted that the Soils Lab building basement is too narrow and too low, ruling it out as a car parking level. Similarly, the root bowls of the trees retained in the Soils Lab courtyard rule out basement parking to extend into the existing Soils Lab courtyard.
- Available on-site / basement parking should be prioritised for high level management staff for the office, retail and residential blocks, operational bays, accessible bays for the physically disabled, and emergency bays (for sedan vehicles only).
- On-street parking bays for E-hailing or ride sharing bays may be demarcated near prominent pedestrian entrances onto the site, for example on Chiappini Street.

3.3.5. Services and utilities

- The location of vehicular access, loading bays and vertical circulation cores must anticipate the needs and locations of the business uses on site, particularly for retail anchor tenants. These back-of-house functions must be grouped along Prestwich Street,

between the Soils Lab building and Buitengracht Street. It is proposed that the refuse areas, electrical substation, distribution room and metering rooms are located along Prestwich Street and / or within the basement close to Prestwich Street. It is assumed that the business / retail anchor tenants are likely to occupy the ground floor of the Buitengracht Street tower, as this section offers the largest uninterrupted ground floor area in most of the proposed development options.

- The roof level storey (3.0m high) of the tower is set aside to accommodate building services, vertical circulation (lift headroom and fire escapes).
- The lower building components, along Somerset Road and Chiappini Street may also require services at roof level, to be resolved at a later stage. However, it is encouraged that these service areas are associated with the vertical circulation cores and that they are screened and setback from the buildings' street facades.

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**Western Cape
Government**

Annexure I: Landscape Plan and Guidelines





Western Cape
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Department of Infrastructure

PPTL Specialists'
Assessments - Landscape
Plan and Guidelines

DOI12/8/1/P2/6

Table of Contents

i

1. INTRODUCTION.....	1
2. THE SITE OF INTERVENTION.....	2
3. THE LANDSCAPE PLAN	3
4. DESIGN PRINCIPLES.....	6
5. GUIDELINES	7
5.1 Pedestrian Access & Circulation.....	7
5.2 Managing surface levels & grading to facilitate inclusive access.....	7
5.3 Managing surface levels to facilitate preservation of existing established trees	8
5.4 Stormwater & drainage	8
5.5 Hard Landscaping (surface materials, street furniture).....	8
5.6 Memorialisation and sculpture.....	9
5.7 Soft Landscaping (plants and trees)	9
5.8 Irrigation	11
5.9 Micro-climate management.....	13

Annexure A: Detailed Existing Tree Assessment

This report was compiled by OvP Associates cc Landscape Architects on behalf of the Western Cape Government: Department of Infrastructure.

1. INTRODUCTION

The purpose of this report is to present the Landscape Plan and Guidelines for the preferred Option 3: PPTL Conceptual Development Plan, as an outcome of a conceptual development plan options report that was completed in September 2023 for the enablement of the proposed consolidated Erven 734-RE and 738-RE, Cape Town and a Portion of Buitengracht, Riebeeck and Somerset Street Road Reserve namely Erven 735, 737 739, 9564 and 9565, Cape Town. Refer to Figure 1. The subject sites measure approximately 6690m² in extent, in respect of gross area available for intervention.



Figure 1: Subject sites and locality

It is important to note the background in the main report to which this guidelines report is appended. All options that were considered were taken through a high-level assessment exercise including a range of assessment criteria through which Option 3 came out as the Preferred Option. The Options were also engaged with key stakeholders for their preliminary inputs. Accordingly, Option 3 was supported by the WCG's Steering Committee on 10 November 2023 after considering all conceptual development options and relevant comments received from key stakeholders. Option 3 will be henceforth referred to as the PPTL Conceptual Development Proposal.

2. THE SITE OF INTERVENTION

The existing site is highly urbanised (with buildings and hard landscaping) including trees either clumped together or some in isolated areas. There is very little to no presence of natural planting and vegetation. In addition, there has been extensive repeat disturbance of the in-situ site soils (high clay content) and subsequent infill and compaction over the years.

A detailed existing tree assessment was carried out to assist to inform the proposed building footprint and massing parameters. This was provided in Appendix 6 of the Contextual Analysis Report (June 2023). Figure 2 below is an extract from this report which is presented in Annexure A for ease of reference. There are a number of mature trees, the majority of which have been planted within the last 40 years and some of which are older than 60 years.

Discussions were held with CoCT Environment and Heritage Branch on the value of the existing trees to be potentially retained as well as new trees to be included beyond the site boundaries to reinforce visual continuity along the public street edges (Buitengracht Street / Somerset Road / Chiappini Streets).



Figure 2: Tree Assessment (part of Document-OvP, 2023)- Refer Annexure A

3. THE LANDSCAPE PLAN

A Landscape Framework was presented in the previous work in Phase 1. After minor refinement of the preferred option's base plan, a revised Landscape Plan was compiled. See Figure 3 for the updated Landscape Plan.

The Landscape Plan reflects the proposed elements in the external environment. The ideas are informed by the context and site-specific constraints and opportunities including but not limited to the existing terrain (levels and grades), existing and historic landscape elements (trees, courtyards etc.) and the new proposed buildings. Furthermore, it demonstrates a synergy and spatial relationship between the proposed site internally and the adjacent sidewalks and road reserve.

The plan supports the development proposal by creating a series of landscaped outdoor rooms that create positive amenity for residents and visitors alike. The design intentionally seeks to balance the hard to soft spaces to ensure ample areas for gathering and social connection while expanding the green network to obtain the positive social wellness and micro-climate improvements associated with greening of public open spaces.

The retention of the Soils Lab building enables the preservation of the existing courtyard which provides for a positive human scale by the existing single storey veranda on three sides. Due to the urban nature of the surrounding context, this courtyard provides an important opportunity for a gentle green quiet environment and pause spaces for future site inhabitants. The established Plane Tree will form a focal point of the courtyard.

There are some level differences across the site and these present opportunities for terracing and seating to add to the drama and occasion of the series of outdoor spaces created by the development. The design of the open spaces acknowledges the level differences and throughways.

The plan also focusses on providing a traversable environment, facilitating the passage of pedestrians across the site to ensure integration of the proposed development with its context and to create a more liveable environment. The Plan reinforces the historic entrances into the site and new entrances off Somerset Road. The existing mature Peruvian Pepper Tree assists to guide one such opportunity as an important visual and physical opening into the development. In addition, the Plan creates landscaped street edges to

soften and buffer the development from trafficked areas and provides space for ground floor activities to spill out onto the sidewalk edges.

While not shown on the Plan, it is noted here that there are opportunities to improve and promote ease of movement for pedestrians moving around the site especially across Somerset Road and down Chiappini Street between the Bo-Kaap and Battery Park / V&A Waterfront. In this regard, the professional team have proposed that the pedestrian facilities at the Somerset / Chiappini Street intersection are reconsidered to prioritise pedestrian safety. Furthermore, should there be an opportunity in the future, the Chiappini Street vehicular roadway should be reduced, and sidewalks widened to encourage pedestrian usage and safety.

Roof Gardens on the mid height roofs looking over the old Soils Lab building are to be considered as additional recreational and reflective spaces within the development. Shade structures such as pergolas with planting and seating will generate visual relief and create further functional usage. Planting on the lower roofs has been considered as a possibility to address the '4th dimension' of the development. Views for onsite residents onto landscaped roofs will be preferable to views of hard surfaced roofs and functional machinery (for example, air-conditioning) can be hidden within landscaping. As a result, the mid to lower roofs are to be explored for such purposes in future development stages.

The hard landscape will consist of a palette of surface finishes (paving, grass blocks, premix asphalt, kerbing etc) and street furniture such as seating, bins, bollards, signage and lighting.

The soft landscape will comprise a palette of shrubs, groundcovers and trees that are simple, indigenous, endemic, dense, robust and water wise.

Lastly, the Plan presents opportunities to incorporate sculpture, forms of material memorialisation and water features in a manner that highlights special areas and zones in the public open spaces.

These landscape elements should be integrated and co-ordinated into the future Landscape Architect's consultant scope of works.



Figure 3: Proposed Landscape Plan (OVP, Nov 2023)

4. DESIGN PRINCIPLES

The Plan has been informed by the following principles that have emerged out of the analysis undertaken in Phase 1 of the project:

- To honour and pay tribute to the site's historical context including its role as a burial ground, through memorialisation and visual representation of its history.
- To retain and mindfully incorporate existing historical elements including the original cemetery wall along Chiappini Street and the old Peruvian Pepper Tree alongside Somerset Road.
- To reinforce and supplement the existing green network through tree placement in the streetscape and generously green the public realm within the development as well as supplement the roof terraces with planting where feasible.
- To mitigate against the loss of existing trees on the site, new proposed trees are to be incorporated and added where possible to the public realm including the road reserve and sidewalks that belong to the City of Cape Town.
- To enhance and extend the existing pedestrian network and to ensure universal access throughout the site.
- To draw pedestrians into the courtyards using views and creating a positive habitable public environment.
- To remove non-historical portions of the existing boundary wall and to enable permeable site edges in order to provide inviting glimpses of greenery and positive activity through openings in the building façade at ground level.
- To create active edges alongside the streetscape through generous sidewalk treatments and opportunity for spilling out of ground-floor hospitality activities onto sidewalks.

5. GUIDELINES

The guidelines below should be read in conjunction with Figure 3: Landscape Plan and inform future phases of work on the Landscape component of the development.

5.1 Pedestrian Access & Circulation

Pedestrian circulation should be designed according to best practice to ensure maximum accessibility for people with varying levels of physical mobility, including the following:

- Outdoor circulation routes to be non-slip surfaces, easily navigable and well lit.
- Clear wayfinding signage to be provided.
- Tactile aides to be included to assist visually impaired people with safe navigation.
- Appropriate hard landscaping should be developed to ensure the integration of the site with St Andrew's Square from a visual and pedestrian flow perspective. The notional new entrance aligning with the existing Peruvian Tree facilitates integration of the two sites by aligning with the existing Prestwich Memorial entrance facing Somerset Road.
- Working with the City of Cape Town the hard landscape should be encouraged to extend beyond the site boundaries to successfully 'capture' the pavement and pedestrian. This can be achieved by extending the internal hard surfaces through to the street kerb edge. This can be done throughout the site for continuity where it is practically possible.

5.2 Managing surface levels & grading to facilitate inclusive access

The level change across the site will require careful consideration and attention to inclusive design principles to maximise accessibility for people with differing levels of physical mobility. The detailed design phase should explore options to enable universal access through gentle sloping of the paving to create accessible routes through the public open space. Ramps are to be provided where the level change is too severe to be incorporated into the paving falls. Ramps are to be designed with a maximum gradient of 1:12, a maximum length of 6m and a minimum width of 1,1m as per SANS guidelines. The non-slip finish should be equivalent of a sand-blasted finish such as exposed aggregate or similar.

5.3 Managing surface levels to facilitate preservation of existing established trees

Where existing trees are to be retained, it is important not to lower or raise the existing soil levels around the base of these trees. If soil levels are raised this effectively ringbarks the tree, leading to die-back and ultimately, death. When soil levels are dropped, a retaining structure needs to be built around the tree and the roots pruned to fit within the enclosure. This can potentially result in destabilisation of the tree with possible destructive consequences during winter storms. The landscape design should minimise paving, landscape walls and any built elements within the dripline of the tree's canopy.

Excavations for paving subbase or foundations for walls can cause significant damage to the roots of the trees in proximity, so immense care is required. The appointment of an experienced arborist to assist with recommendations and advice is crucial to the trees' survival rate.

5.4 Stormwater & drainage

Due to existing natural clay soils, disturbance and compaction of the subject sites over time, it is not recommended for stormwater soakaways or similar sustainable urban drainage principles to be implemented. A network of piped drainage, subtly well-designed open-air channels or natural landscaped swales would need to be considered to effectively manage the stormwater on site. In this regard, permeable paving may be considered. However, this should be investigated and discussed with the CoCT Roads and Infrastructure Stormwater Department in further phases of work to establish the feasibility thereof given the nature of the local soils.

Given the unpredictability of climate change, the site's location in a water scarce region and the risk of future droughts, it is recommended for rainwater to be captured and re-used to supplement irrigation if possible.

5.5 Hard Landscaping (surface materials, street furniture)

The hardscape palette is to consist of locally produced materials wherever possible to reduce embodied energy from long-distance transport. Some examples include:

- Clay brick paving from factories within the Western Cape.
- Locally produced pre-cast paving using an exposed aggregate finish sourced from local quarries.

- Timber for benches and pergolas to be locally harvested and kiln dried, such as Eucalyptus species including Sugar gum (*Eucalyptus Cladocalyx*) or Karri gum (*Eucalyptus diversicolor*) or a suitable imported wood composite material.

Permeable paving could be explored potentially as an option to assist with surface run off and drainage. However, this would need to be discussed with the City Departments (Roads and Infrastructure-Stormwater Drainage).

Where existing trees are to be retained, the surrounding surface is to be made permeable (preferably gravel layer) with minimal excavation and compaction around the base of the trees and their driplines.

The importance of night time lighting will strengthen and link the character of spaces and create safety. Special lighting effects can also be used to highlight selected elements to create a further level of appeal.

5.6 Memorialisation and sculpture

Memorialisation using found materials from on-site work and excavations, that is suitable from a heritage perspective, should be explored. In this way the heritage of the site can be displayed and celebrated in the public parts of the site.

The incorporation of sculpture and art objects into the open spaces as symbols of human aspiration rather than decoration, is also to be encouraged. Sculpture and art can connect users to each other and add to the vibrancy of the surrounds. Sculptures create focal points, and around them the life of a city moves and is made meaningful. By the careful and mindful placement of Sculpture in areas within the courtyards and on the property boundary edges, the public interface is reinforced and encourages interactive experience and usage within the site.

Competition for these sculptures should be encouraged to promote local artists and the profession.

5.7 Soft Landscaping (plants and trees)

The site is highly urbanised and little to no existing natural vegetation is present. The selection of planting and trees is to be mindful of the site context and its microclimate including average precipitation, strong summer winds and sun exposure.

Plants

The Soft Landscape planting must allow for easy maintenance and visibility across the site and in between buildings and site edges. Impact planting should be considered at the main building entrances and public / private focal points.

Plant selection is to be water wise and appropriate to the soil profile and draw on the local vegetation type, using indigenous, local and endemic species that are drought resistant, wherever possible.

Growing medium is one of the most important components in ensuring soft landscape success. There has been extensive repeat disturbance of the in-situ site soils and subsequent infill and compaction. As a result, the in-situ soils have limited viability as a growing medium. Topsoil and compost will need to be imported for planting areas and trees. It is recommended for the microbial life of the soil to be enhanced through addition of activators that promote growth of positive bacteria and fungi. Organic mulch is to be specified over all planting areas to foster soil health and enhance soil moisture retention.

Trees

The number of existing mature trees which have been planted over a period of time have been analysed and are detailed in a tree assessment provided in Annexure A for reference purposes. It is recommended that 2 large trees ('Plane' and 'Peruvian Pepper') as well as the two existing Carob trees in the Soils Lab courtyard are to be retained and protected as far as possible. An arborist should be consulted to determine final treatment of the existing trees and the actions required to protect their health. For instance, the existing Plane Tree is covered with ivy that looks to be suffocating the tree. The ivy should be removed. The micro-climate around each tree will have to be considered by a recognised tree specialist, landscape architect and design architect through the detailed design phase of the future development to protect the trees health as far as possible. However, considering the constrained nature of the site it may be necessary to review the retention of the Peruvian Pepper tree. See section 5.5 above for guidance on setbacks and surface treatment to help protect the identified trees.

In addition, the existing trees in the remaining road reserve along Buitengracht Street are to be retained and supplemented with an additional row of similar tree species (Ficus species) on the site to mitigate against loss of mature trees on site and to reinforce Buitengracht Street as a green corridor and scenic route.

It is important that for new trees the species selected is carefully considered to include appropriate scale, shade density and non-invasive root systems. Trees are to be indigenous where possible and evergreen (not deciduous) to minimize leaf litter. The City of Cape Town has an approved list of trees recommended for use. This tree list also informs the susceptibility and vulnerability of certain trees by the invasive 'Polyphagous Shot Hole Borer, also known as *Euwallacea fornicatus*, which is a troublesome insect species that is able to cause a great deal of damage to the natural environment.

New tree species are also to reflect surrounding successfully planted trees on Somerset Road and St. Andrew's Square. Besides the successful climatic adapting of those species, it reinforces the language and continuity of the existing 3-D streetscape in the public realm.

Measures are to be introduced to ensure that any new proposed trees do not impact on the heritage resources such as the old Dutch Reformed Church graveyard wall along Chiappini Street. The viability of trees along the Chiappini Street building edge will need to be assessed once accurate existing services on the sidewalks have been determined and the position of the new building has been fixed. The tree species and its root system are to be carefully considered along with the use of root barriers to avoid undermining the old wall structure. If new trees along the Chiappini Street building edge are not viable, integration of planting into the new building façade should be considered.

In terms of tree planting practicality, trees are to be firmly staked according to standard horticultural protocols to prevent breakage during the strong south-easterly summer winds and north-westerly winter storms. Where they are close to existing structures, bio barriers are to be placed to prevent root penetration into structure foundations and building related services.

5.8 Irrigation

In the Western Cape winter rainfall region, it is generally not feasible to capture rain water in sufficient quantity to cover summer irrigation requirements. Any harvested rainwater is better suited to supplementing internal plumbing requirements, such as flushing of toilets, and treated water for showers and wash hand basins, which use significant amounts of water in a high-density residential context.

While 'xeriscaping' (the practice of designing landscapes to reduce or eliminate the need for irrigation) remains a catchphrase within the industry, it is important to recognize that initial irrigation is necessary to allow young plants and trees to establish and is critical for their

survival within the first 2 years of growth. In the context of the Western Cape hot, dry summers and the growing pressure on bulk fresh water storage and supply, it is preferable and recommended to use filtered and treated grey and black water rather than potable municipal water. It is however understood that this is not always feasible due to the additional cost and project budgetary constraints.

If a sump is necessary to drain the mini basement, the potential to use any water collected in the sump could be considered for irrigation purposes but requires further investigation due to potential salt-water and vehicle by-product intrusion. It is recommended that the feasibility of alternative irrigation water sources be examined at development stage for reasons identified. An assessment of the groundwater quality is suggested to be done at the initial design development and feasibility stage.

The extraction of groundwater via boreholes for irrigation water is not recommended due to the need to preserve this valuable resource for future generations or 'day zero' (no water) scenarios, should this be necessary.

Due to construction programmes being driven by financial or operational targets, it is not always possible to undertake landscaping during the rainy winter season, so it is necessary to factor in higher-than-anticipated water use if the construction programme calls for landscaping during summer. It is also important to consider that soft landscaping is often installed before the building is operational, so where grey and black water are used for irrigation, a temporary water source (often potable water) would need to be provided as an interim measure until the intended water supply system is commissioned.

Regardless of the water source, automated irrigation should be provided with water usage to comply with potential CoCT water restrictions policies at any given time.

The question of capital expenditure vs operational expenditure for irrigation needs to be considered in consultation with the Client. An automated irrigation system has a higher capex investment, but saves on intensive maintenance requirements such as frequent hand watering from a bowser or turf valves. The time-consuming nature of hand watering has implications for operational expenditure. Given the urban nature of the site with minimal access for water bowsers and high density of occupants, we recommend for planting to be irrigated with an automated irrigation system. The designers appointed for development stage should bear in mind that rodents are common in the area and above-ground drip irrigation is therefore not necessarily the most appropriate solution.

5.9 Micro-climate management

Given the location of the site on the edge of the CBD and its location relative to the adjacent tall buildings, as well as the proximity of the proposed buildings to the existing PPTL building and trees on the site, the new proposed development may have an effect on the microclimate of the site and its surrounds.

Being mindful that newly designed urban environments are complex, the approach to create successful public open spaces, should be further explored in the detailed design phase. Studies to assess how the proposed design affects conditions such as localised prevailing winds and shadows may be necessary to inform the final resolution of the development's design in order to protect the existing landscaping on site. The liveability and useability of the outdoor spaces should also be tested using such analysis to assist in directing the development further.

Annexure A: Detailed Existing Tree Assessment





Contact Person

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Tel: +27 21 483 2100

Department of Infrastructure

Directorate: Special Programmes

Director: Lindelwa Mabuntane

www.westerncape.gov.za



**Western Cape
Government**

Annexure J: Public Participation Report





PUBLIC PARTICIPATION PROCESS
REPORT

SECTION 38 HERITAGE APPLICATION
FOR THE PROPOSED PROVINCIAL
PAVEMENT TESTING LABORATORY
(PPTL) SITE ENABLEMENT, BORDERED
BY SOMERSET ROAD,
BUITENGRACHT, CHIAPPINI AND
PRESTWICH STREET IN CAPE TOWN

HWC REF. 23061502

APRIL 2024



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Environmental

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2 Fir Street, Observatory, Cape Town

REPORT DETAILS

PUBLIC PARTICIPATION PROCESS REPORT

Report title:	Section 38 Heritage Application for the Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement, Bordered by Somerset Road, Buitengracht, Chiappini and Prestwich Street in Cape Town: Public Participation Process Report
Date:	April 2024
Prepared for:	City of Cape Town
Prepared by:	Infinity Environmental (Pty) Ltd. Old Warehouse Building, Black River Park 2 Fir Street, Observatory 7925 Tel: 021 834 1602 Fax: 086 591 8616
Authors:	Kelly Gillmour
Purpose of report:	In accordance with the Heritage Western Cape Policy: Public Consultation Required for Applications Made in Terms of the National Heritage Resources Act the purpose of this report is to: <ul style="list-style-type: none"> - Present the issues and concerns identified to date from the stakeholder engagement process, together with an explanation of how these issues have been addressed. - Document the means of notification of stakeholders in line with the abovementioned Heritage Western Cape policy.
Citation:	Infinity Environmental, 2024. Section 38 Heritage Application for the Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement, Bordered by Somerset Road, Buitengracht, Chiappini and Prestwich Street in Cape Town: Public Participation Process Report
Authority Reference numbers:	Application Ref No.: 23061502

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STRUCTURE OF THIS REPORT

For ease of reference, this report is structured as follows:

1. Introduction
2. Outline of the public participation process, notifications, and comment period(s)
3. Comments received
4. Copies of Comments and proofs of notifications, advertisements and site notices

1. INTRODUCTION

PROJECT OVERVIEW

The Western Cape Government Department of Infrastructure and the City of Cape Town proposes a residentially led mixed-use development of the Provincial Pavement Testing Lab (PPTL) site bounded by Somerset Road, Chiappini Street, Prestwich Street and Buitengracht Street in Cape Town. The proposal will include space allocated for residential and business-related opportunities on Erven 734-RE, 738-RE, 735, 737, 739, 9564 and 9565.

The PPTL site has been identified as having the potential for urban intensification through higher density, mixed-use development that includes affordable housing opportunities. The conceptual development proposal retains the Grade IIIA Soils Lab Building as a single storey building around a soft landscaped courtyard.

Proposed accommodation (approximate):

- New L-shaped building of 4 to 12 storeys
- 310 residential units (120 affordable housing and 190 for the open market)
- Maximum height of the tallest portion ~40m
- 4-7 storeys proposed along Somerset Street
- 11 storeys (+1 services level) along Buitengracht Street interface

Planning application:

- Subdivision of Erven 735, 737, 739, 9564 and 9565 into 2 portions (road reserve and PPTL development)
- Consolidation of Erven 738 and 734-RE, as well as the PPTL portions of Erven 735, 737, 739, 9564 and 9565
- Rezoning of the PPTL portions of Erven 735, 737, 9564 and 9562 from Transport Zone 2 (TR2) to Mixed Use 3 (MU3), and the General Business 7 (GB7) portion of Erf 738-RE to MU3

HERITAGE ASSESSMENT PROCESS

The proposed development involves activities in terms of Section 38 of the National Heritage Resources Act (25 of 1999). The proposed development requires authorisation from Heritage Western Cape and a Heritage Impact Assessment (HIA) must be undertaken by a Heritage Practitioner. Sarah Winter is the appointed heritage specialist and is responsible for managing the heritage impact assessment process.

Public participation and authority consultation are integral to the heritage assessment process. The proposed application for heritage authorisation requires that public participation be undertaken in line with the Heritage Western Cape Policy: Public Consultation Required for Applications Made in Terms of the National Heritage Resources Act, Act 25 Of 1999.

PURPOSE OF PUBLIC PARTICIPATION

Public participation is a critical informant of the heritage process and should include consultation in line with the relevant policy or legislation on public consultation. Public participation should facilitate the following outcomes:

- the opportunity to obtain clear accurate and understandable information about the heritage impacts
- the opportunity for role-players to identify mitigation and enhancement measures
- a means to incorporate the needs, preferences and values of interested and affected parties

- an opportunity to clear up misunderstandings, resolve disputes and reconcile conflicting interests
- encouragement of transparent and accountable decision-making
- procedural fairness of administrative action

REGULATORY REQUIREMENTS

The Heritage Western Cape Policy: Public Consultation Required for Applications Made in Terms of the National Heritage Resources Act, Act 25 of 1999 requires that public consultation on a Heritage Impact Assessment consist of:

- ***An advertisement to be placed in a local newspaper. The format of the notice is attached as Annexure A.***
- ***An at least A3 size laminated copy of the notice placed in clear view on the property or site to which the application pertains for a minimum of 30 days.***
- ***Email or other written correspondence with the relevant registered Conservation Body/Bodies allowing a minimum of 30 days for comment.***

This Public Participation Report is intended to meet these requirements and to demonstrate compliance with Section 38 of the National Heritage Resources Act (25 of 1999).

2. PUBLIC PARTICIPATION PROCESS UNDERTAKEN

This section documents the public participation process, during which a draft Heritage Impact Assessment Report summarising the project proposal, heritage assessment process, and opportunities to participate was made available for comment by I&APs. The requirements of Heritage Western Cape Policy: Public Consultation Required for Applications Made in Terms of the National Heritage Resources Act, Act 25 Of 1999, (the NHRA) were met.

NOTICE BOARD

Two notice boards of the required size (A3) were placed at the boundary of the site on 22 March 2024, with the following content:

NOTICE OF PUBLIC PARTICIPATION

HERITAGE IMPACT ASSESSMENT IN TERMS OF THE NATIONAL HERITAGE RESOURCES ACT (25 OF 1999)

PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY (PPTL) SITE ENABLEMENT HERITAGE WESTERN CAPE REFERENCE: 23061502


Project proposal: The Western Cape Government Department of Infrastructure and the City of Cape Town proposes a residentially led mixed-use development of the Provincial Pavement Testing Lab site bounded by Somerset Road, Chiappini Street, Prestwich Street and Buitengracht Street in Cape Town. The proposal will include space allocated for residential and business-related opportunities.

Location: The site is located on Erven 734-RE, 738-RE, 735, 737, 739, 9564 and 9565 Cape Town.

Application is being made for authorisation to undertake activities listed in terms of Section 38 of the National Heritage Resources Act (25 of 1999)


A public participation process will commence on **Friday 22 March 2024** with the publication of a draft Heritage Impact Assessment Report including Built Environment, Archaeological, Socio-Historical and Visual studies. Interested and Affected Parties (I&APs) are invited to register and to provide heritage related comments on the draft HIA, which is available online at www.infinityenv.co.za/ppil for more details. **The 30-day commenting period will start on Friday, 22 March 2024 and end on Thursday, 25 April 2024.** Kindly note that objections or comments not made on heritage grounds will not be considered.

You are invited to attend a public Open House where project information will be on display, on **Thursday, 04 April 2024** at the **Salesian Institute Youth Project (2 Somerset Rd, Green Point, Cape Town, 8001) between 3:00 PM and 7:00 PM** (please come at any time that suits you).



For more information, to comment, or to arrange alternative ways of participating, please contact Tarryn Solomon, at:

Tel: 021 834 1602	Email: ppil@infinityenv.co.za
Post: Suite 17, Private Bag X11, Mowbray 7705	Project website: www.infinityenv.co.za/ppil



➤ Proof of placement of the notice boards is provided in Annexure 1.

NEWSPAPER ADVERTISEMENT

An advertisement was placed in a local newspaper (*Atlantic Sun*) on 21 March 2024:

NOTICE OF PUBLIC PARTICIPATION PROCESS
HERITAGE IMPACT ASSESSMENT (HIA)
PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY (PPTL) SITE ENABLEMENT

Project Proposal: The Western Cape Government Department of Infrastructure and City of Cape Town proposes a residentially led mixed-use development of the Provincial Pavement Testing Lab site bounded by Somerset Road, Chiappini Street, Prestwich Street and Buitengracht Street in Cape Town. The proposal will include space allocated for residential and business-related opportunities.

Location: The site is located on Erven 734-RE, 738-RE, 735, 737, 739, 9564 and 9565 Cape Town.

An application is being made for authorisation to undertake activities listed in terms of Section 38 of the National Heritage Resources Act (25 of 1999).

Opportunity to participate: A public participation process will commence on **Friday, 22 March 2024** with the publication of a draft Heritage Impact Assessment Report including Built Environment, Archaeological, Socio-Historical and Visual studies. Interested and Affected Parties (I&APs) are invited to register and provide heritage related comments on the draft HIA, which is available online at www.infinityenv.co.za/pptl for more details. When registering or commenting, please provide your name and contact details. **The 30-day commenting period will start on Friday, 22 March 2024 and end on Thursday, 25 April 2024.**

You are invited to attend a public Open House where project information will be on display, on **Thursday, 04 April 2024** at the **Salesian Institute Youth Project (2 Somerset Rd, Green Point, Cape Town, 8001)** between 3:00 PM and 7:00 PM (please come at any time that suits you).

For more information, to comment, or to arrange alternative ways of participating, please contact Tarryn Solomon, at:

 pptl@infinityenv.co.za	 CITY OF CAPE TOWN ISIXEKO SASEKAPA STAD KAAPSTAD	 Western Cape Government FOR YOU	 Infinity Environmental
 www.infinityenv.co.za/pptl			
 021 834 1602			
 Suite 17, Private Bag X11, Mowbray 7705			

➤ A copy of the advertisement is provided in Annexure 2.

WRITTEN NOTICE TO CONSERVATION BODIES

Conservation bodies were notified of the availability of the Heritage Impact Assessment for comment on 20 March 2024. The conservation bodies contacted were:

- City of Cape Town: Environment and Heritage Management Department
- De Waterkant Civic Association (DWCA)
- Ian McMahon (Ward 115 Councillor)
- Nicola Jowell (Councillor)
- Matthew Kempthorne and Girshwin Fouldien (Sub council 16)
- South African Heritage Resource Agency
- Green Point CID
- Ndifuna Ukwazi
- Development Action Group
- Economic Development Partnership
- Dutch Reformed Church
- Prestwich Place Committee
- Bokaap Civic Association
- Cape Institute for Architecture Heritage Committee
- City Bowl Ratepayers and Residents Association (CIBRA)

The broader public were also invited to comment on the Draft HIA and attend an Open-House event held at 04 April 2024.

The draft HIA was available at the following links for downloading and reviewing:

- WCG link <https://www.westerncape.gov.za/tpw/department-of-infrastructure/provincial-pavement-testing-laboratory-pptl-site-enablement>
- Infinity Environmental: www.infinityenv.co.za/pptl

➤ Proof of notification of conservation bodies and the ward councillor is provided in Annexure 3.

COMMENT PERIOD

As required by the Heritage Western Cape Policy: Public Consultation Required for Applications Made in Terms of the National Heritage Resources Act, Act 25 Of 1999, a 30-day public participation process was conducted. Notifications were distributed and published on 22 March 2024.

3. COMMENTS RECEIVED

COMMENTS RECEIVED DURING PUBLIC PARTICIPATION PROCESS

Summary of comments:

Issues raised by various interested and affected parties during the commenting period, particularly by residents and homeowners in the area, included concerns regarding devaluation of properties in the vicinity of the site. This was associated with the proposed height of the development which surrounding residents expect will reduced sunlight and views from existing residential blocks. Additionally, concerns regarding increased traffic were noted. One resident expressed concerns relating to the proposed development degrading the historical and heritage value of the site in light of it being a historical cemetery.

➤ Copies of the comments are appended in Annexure 4.

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
Joe Boyle Homeowner Greenpoint Via website 05 April 2024	This is ridicules you are proposing to build in front of my window blocking sunlight. Please stop this process immediately. You will destroy the value of my property. You are destroying the aesthetics of Cape Town. STOP STOP STOP.	<ul style="list-style-type: none"> • Sunlight • Property values • Aesthetics 	These are not heritage issues.
Michele Perch (Trustee at Quayside Apartments) 28A Ocean View Drive, Green Point Via website, 09 April 2024	I strongly object to such a huge, cumbersome-looking building being erected in an 'entrance to Green Point' area that experiences incredibly high traffic with limited visibility, especially during peak hours. Additional traffic created by such a large building will place huge added pressure on an area only starting to learn how to cope with the additional traffic created by having DHL Stormers Rugby now using the Cape Town Stadium as their new home.	<ul style="list-style-type: none"> • Traffic • Aesthetics 	These are not heritage issues.

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
Mohammed Ismet Davidson 7 Parkview Terrace, Constantia Via website 09 April 2024	I own a unit in the apartment block Quayside, directly opposite the development. The proposed development will entirely block the views from my apartment and will diminish the value of my apartment.	<ul style="list-style-type: none"> • Property values • Views 	These are not heritage issues.
Caitlin Peterson 1005 Quayside, De Waterkant, Cape Town Via website 10 April 2024	To whom it may concern I am writing to express my deep concern and dissatisfaction regarding the proposed development project for the PPTL site. As a resident in the vicinity, I have recently become aware of the plans outlined for the construction of a mixed-use residential complex that would significantly obstruct the breathtaking views of the mountains and cityscape that many of us in the community cherish. While I understand the need for urban intensification and the provision of affordable housing opportunities, it is disheartening to see these objectives pursued at the expense of the natural beauty and visual amenity that our neighborhood currently enjoys. The proposed building, with its towering height of up to 12 storeys, would drastically alter the skyline and detract from the unique character of our surroundings. Furthermore, the allocation of only 39% of residential units for affordable housing, while the remaining 61% are earmarked for the open market, raises questions about the inclusivity and social equity of this development. It is imperative that any urban development project prioritizes the needs of all members of the community and works towards fostering a more equitable society. Additionally, the significant increase in traffic and congestion that would inevitably accompany such a large-scale development cannot be overlooked. The strain on existing infrastructure and amenities, as well as the potential negative impact on air quality and noise levels, must be thoroughly assessed and mitigated before moving forward with the project. I urge you to reconsider the current proposal and explore alternative options that strike a balance between urban development and environmental preservation. Collaborative dialogue with residents and stakeholders,	<ul style="list-style-type: none"> • Views • Aesthetics • Inclusivity • Traffic • Infrastructure • Amenities • Air quality • Noise 	These are not heritage issues.

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
	as well as a comprehensive assessment of the project's long-term implications, are essential steps towards achieving a sustainable and harmonious future for our community. Thank you for considering my concerns. kind regards Caitlin Peterson		
Joe Boyle Quayside Via website 10 April 2024	I object.	None	Noted
Leroy Redelinghuys Owner of unit in Quayside Via website 10 April 2024	The area would be better suited for a low-level urban upliftment project by integrating the park rather than build another high-rise block of flats.	<ul style="list-style-type: none"> High rise development 	This is not a heritage issue.
Ronit Segerman Via website 11 April 2024	There is already a huge traffic problem at this intersection, which will be made worse by this construction.	<ul style="list-style-type: none"> Traffic 	This is not a heritage issue.
Dale Henson No. 6 Van Der Byl Avenue, Valmary Park Durbanville Via website 12 April 2024	Objection due to: Devaluation of property. Loss of view. Possibility of future problems (eg use of property) Hours of Work and damage during construction	<ul style="list-style-type: none"> Property values Views Construction 	These are not heritage issues.
Frank Simon Rolf Koch Owner of unit in Quayside Via website 15 April 2024	I own an apartment on the 12th floor at Quayside which will be affected by this proposed building	<ul style="list-style-type: none"> Property impact 	Noted.

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
Albert Marx 34 Prestwich Street, 904 Quayside, Cape Town, 8001 Via website 17 April 2024	<p>As an owner of an apartment in Quayside, Prestwich street 34, I hereby oppose to the new development as is proposed for the following reasons. 1. With the current proposed 12 floors on plots 735 and 9565, which would be less than 10m away, it would completely block my apartment from any sunlight. Has a shadow study been made? 2. I believe that the proposed development would be a visual intrusion, and will overwhelm, the heritage building, Western Cape Provincial Government Pavement Testing Laboratory. 3.I believe that the proposed development on plots 9565 and 735, which is currently zoned as T2, would overwhelm Rosebank College's located (corner of Somerset Road and Buitengracht Street), Grade II heritage context. 4. I consider that the insertion of new buildings into an existing townscape a visual intrusion, particularly upon the identified heritage resources, upon Prestwich street, Somerset Road and Chiappini Street, contributing to the obstruction of views of others within the area. 5.I feel that the building is so unattractive and intrusive that it exceeds legitimate expectations, and seeing as the regulating authority, has approved Quayside's balconies, that this proposed new development would effectively destroy the utility of the balconies as such, and with the degree of overbearing intrusiveness of a 12 floor building to be built less than 10m away. 6. There would be a financial lost to my property, due to a 12 floor building being less than 10m away from my balcony</p>	<ul style="list-style-type: none"> • Sunlight • Privacy • Height • Views • Aesthetics • Soils Lab Building • Grade II heritage context • Rosebank College • Property values 	<p>Many concerns are not heritage issues.</p> <p>The HIA has considered the impact of the proposed development on the Soils Lab Building, Rosebank College, Salesian Institute and the Prestwich Memorial/St Andrews Church Grade II heritage context.</p> <p>The height proposed development along Buitengracht Street has been specifically reduced relative to the height of existing and proposed development along Buitengracht Street. The maximum height of the tower component is 40m (including services) so as to be lower than the adjacent Quayside building. The heritage consultants do not agree that this will overwhelm the Rosebank College Grade IIIC building located diagonally opposite given the broad width of Buitengracht Street.</p> <p>The height of development along Somerset Road has been specifically reduced in height to ensure that it does not overwhelm the Prestwich Memorial/St Andrews Church Grade II heritage context. Furthermore, the height of the development along Somerset Road steps down toward the Somerset Road/Chiappini Street intersection to enable transition between the height of the new building and the heights of the Salesian Institute and Soils Lab Building.</p>

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
			The proposal is set back from the Soils Lab building to provide it with breathing space. The northern aspect of the development along Somerset Road has been reduced in height to mediate with the height of the Soils Lab Building.
Dr Philip Matley 1007 Quayside 34 Prestwich St. De Waterkant Via website 17 April 2024	1. The proposed development is too high at 40 meters. The chief attraction of Quayside is the unobstructed views of table mountain including the upper cable car station across to Signal Hill. This view will be lost and will result in a considerable decrease in the resale value of Quayside properties. Consideration should be given to a development that is no more than 30 meters in height. 2. Prestwich Street is hugely congested by traffic already. This will be unmanageable during the building process and considerably impacted by a further 300 apartments in the immediate vicinity. Philip Matley, Specialist Vascular Surgeon, 1007 Quayside	<ul style="list-style-type: none"> • Height • Views • Property values • Traffic 	These are not heritage issues.
Tomas Masojada 34 Prestwich Street, De Waterkant, Cape Town, 8001 Via website 17 April 2024	Our building (Quayside Apartments) will be directly impacted by the proposed new development. The proposed development will lead to a loss of privacy, loss of view, loss of light, disturbance and overall decline in the residential experience and property values of all of the surrounding buildings. The proposed development is also in direct conflict with the historical values, cultural values and character of the De Waterkant area. This proposed development is the last thing this already densely populated area needs.		
Nikhar Raamchunder 5 Cheyenne Rd Sitari Country Estate Via website 17 April 2024	I have recently purchased an apartment in Dockside apartments as an investment and residence. The proposed changes to the area surrounding the Dockside and Quayside building will severely affect the my investment. The plan to build the new apartment blocks will obscure views of said buildings and create visual congestion in the proposed area. Not only does this effect all home owners and their hard earned investments but will also drastically change the city atmosphere and skyline. This will decrease the appeal of Cape Town CBD as an area to live, work and invest in. It feels like this proposal is	<ul style="list-style-type: none"> • Privacy • Views • Sunlight • Disturbance • Property values • Historical and cultural values and character 	The findings and conclusions of the HIA do not concur with the opinion that the proposed development will impact the historical and cultural values and character of De Waterkant.

COMMENTS TABLE			
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	using the idea of affordable housing just to get approval when really what the developers of these units are seeking is to profit from our city at the expense of preserving the natural beauty and viewlines. Hundreds of other individual residents and investors will be impacted if this goes through. I do sincerely hope that this public engagement is not just a formality on the road to approval, but the relevant bodies really consider the appeals of the public.		
TerryAnn Matley (The Burlington Trust) 1007 Quayside 34 Prestwich Street De Waterkant Via website 18 April 2024	Building must be no higher than 30m Traffic congestion already at maximum.	<ul style="list-style-type: none"> • Property values • Views • Aesthetics 	These are not heritage issues.
Jonothan Gluckman Unit 700 15 on Orange Gardens Cape Town 8001 Via website 18 April 2024	I own an apartment in Metropolis which is next door to the proposed development. I am concerned about value erosion	<ul style="list-style-type: none"> • Height • Traffic 	These are not heritage issues.
Johann Mynhardt Via website 18 April 2024	Concern about impact on Metropolis building	<ul style="list-style-type: none"> • Property values 	This is not a heritage issue.
Alistair David Lamb Owner of unit in Quayside Via website 18 April 2024	I raise an objection on the following basis. Although it makes sense to develop this area in some way, the proposed 11/12 storey tower facing Buitengracht is the specific point of concern, of similar height to closely adjacent Quayside. It is completely insensitive to the owners and residents of Quayside, who (together with neighbouring complexes)	<ul style="list-style-type: none"> • Character • Sunlight • Views • Amenity • Aesthetics 	These are not a heritage issue.

COMMENTS TABLE			
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	have been instrumental in recent years in catalysing the residential character of this area of the CBD. It will impose considerable negative impact on Quayside, blocking light, reducing amenity value and force residents to stare close-up at concrete and glass. I invested my personal savings in Quayside, and the proposed development will doubtless negatively impact on the value of my apartments and the ease of any re-sale.	<ul style="list-style-type: none"> Property values 	
Nicole Obers Unit 707 Metropolis 32 Prestwich St De Waterkant 8001 Via website 20 April 2024	I am opposed to the development which will impact on my privacy with the proposed apartments looking directly into mine, I will have less sunlight in my apartment as a result of the development being directly in front of my apartment, the development will add additional traffic congestion to already congested Prestwich onto Buitengracht and I will lose my view. I own a business that operates a few apartments in Metropolis for AirBnB rentals and the main appeal to guests is having a view of Table Mountain. The blockage of the view together with the noise and dust from any construction works would definitely impact negatively on my business. As I employ staff, the drop in revenue would likely result in my having to downscale and retrench staff.	<ul style="list-style-type: none"> Privacy Sunlight Traffic Views Construction Business 	These are not a heritage issue.
Gideon Snyman Homeowner Greenpoint Via website 21 April 2024	I am the owner of unit 609 and depend on rental income from the unit to support family. The development will have severe detriment to the desirability of the unit for tenants. This unit has a beautiful view of Table Mountain and this view will be blocked in case the proposed development moves forward. This will have a negative effect on the value of the property and also the views. Please do not hesitate to contact me in case you require any additional information. Sincerely yours	<ul style="list-style-type: none"> Views Aesthetics Business Property values 	These are not a heritage issue.
Didier Falomi 34 Prestwich St, Quayside 904 8001 Cape Town Via website 22 April 2024	As an owner of an apartment in Quayside, Prestwich street 34, I hereby oppose to the new development as is proposed for the following reasons. 1. I think that it's scandalous that the only way for Cape Town council to honor the heritage of the only piece of land not yet build upon, of the first ever Dutch Reformed Church's cemetery, plot 9565, and also	<ul style="list-style-type: none"> DRC Cemetery Views Sunlight Soils Lab Building Rosebank College 	Some concerns are not heritage issues. Erf 9565 was part of the larger cemetery and was exhumed along with the other even in 1920/1. In fact, part of 9565 was exhumed in 1907/8 for road widening.

COMMENTS TABLE			
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	<p>the only plot that has not been archaeologically exhumed, is to build a 12 Storey building, is really not the best way to honor our heritage.</p> <p>2. With the current proposed 12 floors on plots 735 and 9565, which would be less than 10m away, it would completely block my apartment from any sunlight. Has a shadow study been made?</p> <p>3. I believe that the proposed development would be a visual intrusion, and will overwhelm, the heritage building, Western Cape Provincial Government Pavement Testing Laboratory.</p> <p>4. I believe that the proposed development on plots 9565 and 735, which is currently zoned as T2, would overwhelm Rosebank College's located (corner of Somerset Road and Buitengracht Street), Grade II heritage context.</p> <p>5. I consider the insertion of new buildings into an existing townscape as a visual intrusion, particularly upon the identified heritage resources, upon Prestwich street, Somerset Road and Chiappini Street, contributing to the obstruction of views of others within the area.</p> <p>6. I feel that the building is so unattractive and intrusive that it exceeds legitimate expectations, and seeing as the regulating authority, has approved Quayside's balconies, that this proposed new development would effectively destroy the utility of the balconies as such, and with the degree of overbearing intrusiveness of a 12 floor building to be built less than 10m away.</p> <p>7. There would be a financial lost to my property, due to a 12 floor building being less than 10m away from my balcony.</p> <p>Kind Regards Didier Falomi Quayside 904</p>	<ul style="list-style-type: none"> • Grade II heritage context. • Privacy • Aesthetics 	<p>The HIA has considered the impact of the proposed development on the Soils Lab Building, Rosebank College, Salesian Institute and the Prestwich Memorial/St Andrews Church Grade II heritage context.</p> <p>The height proposed development along Buitengracht Street has been specifically reduced relative to the height of existing and proposed development along Buitengracht Street. The maximum height of the tower component is 40m (including services) so as to be lower than the adjacent Quayside building. The heritage consultants do not concur with the opinion that this will overwhelm the Rosebank College Grade IIIC building located diagonally opposite given the broad width of Buitengracht Street.</p> <p>The height of development along Somerset Road has been specifically reduced in height to ensure that it will provide a positive interface and not overwhelm the Prestwich Memorial/St Andrews Church Grade II heritage context. Furthermore, the height of the development along Somerset Road steps down toward the Somerset Road/Chiappini Street intersection to enable transition between the height of the new building and the heights of the Salesian Institute and Soils Lab Building.</p> <p>The proposal is set back from the Soils Lab building to provide it with breathing space</p>

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			<p>The northern aspect of the development along Somerset Road has been reduced in height to mediate with the height of the Soils Lab Building.</p> <p>The findings of the HIA and the specialist VIA do not concur with the opinion that the proposed development will result in a visual intrusion from a heritage perspective.</p>
<p>Matthias Wobrock 905 Quayside 34 Prestwich Street 8001 Cape Town Via website 23 April 2024</p>	<p>Dear Sirs</p> <p>I have the following objections to the proposed development. 1) Heritage The plot is a historical cemetery site and I therefore do not think it should be excavated. In addition, few historical plots in Cape Town remain to be conserved for future generations to remember the origins of their city. The proposed development degrades the heritage site and obstructs visual and physical access to it, rather than honoring it. 2) Townscape The outline of the proposed buildings does not match the elegant architecture and style of the De Waterkant area. In my opinion these proposed developments put profit maximisation over sound and cohesive urban planning. They are large, literal blocks. They lack atmosphere and attractiveness and there is no graduation or nuance in the building line. There is also no terraced layout as there is with Quayside which could make the higher storeys appear less oppressive. The proposed developments appear as a wall that blocks off views into De Waterkant from busy Buitengracht Street and the city centre and vice-versa, making the townscape less harmonic and less attractive for residents and visitors. Tourism is a major income stream for Cape Town and I believe that developments such as this dilute the charm and character of the city. 3) Congestion Buitengracht is Cape Town's main traffic entry and exit point for commuters from the Northern suburbs. Traffic in Buitengracht, Somerset Road and Prestwich Street is already extremely congested and barely moves during mid</p>	<ul style="list-style-type: none"> • DRC cemetery • Character • Aesthetics • Views • Traffic • Property value • Privacy • Sunlight 	<p>Many of these concerns are not heritage issues.</p> <p>As a result of concerns for health by having cemeteries in close proximity to the expanding town, saw authorities of the day enact various legislative processes during the late 19th and early 20th centuries, to close and then later exhume a number of historic cemeteries along Somerset Road. The Dutch Reformed Cemetery was amongst the last to be exhumed in the 1920's and the remains were reburied at Maitland cemetery. In effect, the site has already been through a significant exhumation and excavation process in 1920/21. If the site is to be developed, it would be necessary to recover any human remains and artefacts that were missed during the initial clearing to an extent to be decided by Heritage Western Cape and key stakeholders. The history and significance of the site will be acknowledged in a commemorative process.</p> <p>It is also important to note that the PPTL site currently has no public and visual access. The proposed development will allow for</p>

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	<p>day and rush hour. I can observe this every day from my apartment at Quayside. Adding a new high rise building in this high traffic intersection will result in even more congestion and crawling traffic. Has a traffic analysis been conducted that could be shared? 4) Quality of life The Quayside building's floors 6 and upper are, as far as I know, designed for a purely residential living experience. The living quality for Quayside's residents will be drastically diminished by cornering the building, in particular its left wing, with two narrowly fit, big building blocks that will be taller than Quayside and other neighboring residential buildings. This will lead to reduced access to natural light, reduced or removed views, significantly reduced privacy as well as additional congestion for Quayside residents. A bigger outline and more stories might increase profitability but it will be at the cost of all existing residents of Quayside, Metropolis and Dockside. My request to you is to build the new developments no higher than 6-8 floors to retain some structural cohesion and line of sight of this beautiful area, and the quality of life for residents living in the existing buildings. 5) Property value The Quayside apartment building's architectural key feature are its generous balconies overlooking Table Mountain. Removing the view will significantly diminish the property value of the complex. Sincerely Matthias Wobrock</p>		<p>pedestrian access and enhance visual connectivity between the site and its surroundings.</p> <p>The findings of the HIA and the specialist VIA do not concur with the opinion that the proposed development will result in a visual intrusion.</p>
<p>Spider Clark De Waterkant Civic Association Suite 61 Dixon Street De Waterkant, Cape Town, Western Cape 8001 Via email 25 April 2024</p>	<p>The DWCA acknowledges and refers to the The Western Cape Government Department of Infrastructure and the City of Cape Town's proposal for a residentially led mixed-use development of the Provincial Pavement Testing Lab site bounded by Somerset Road, Chiappini Street, Prestwich Street and Buitengracht Street in Cape Town. The proposal will include space allocated for residential and business-related opportunities. The site is located on Erven 734-RE, 738-RE, 735, 737, 739, 9564 and 9565 Cape Town ("the property").</p>	<ul style="list-style-type: none"> • Bulk • Height • Traffic 	<p>The concern relating to the height of the building along Somerset Road is acknowledged. This section of Somerset Road is fairly wide and thus has an ability to accommodate a maximum height of 25m to ensure that it does not overwhelm the Prestwich Memorial/St Andrews Church Grade II heritage context. Importantly the building steps down to the corner of Somerset Road and Chiapinni Street to enable a transition between the height of the new building and the height of the Salesian Institute.</p>

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	<p>The property has an important presence in the broader De Waterkant precinct and bordering the Heritage Protection Overlay Zone and is therefore of great interest to the De Waterkant Civic Association.</p> <p>A. Comments In principle, the DWCA supports this proposal. And other than the Comments as noted below, the DWCA supports the Heritage Impact Assessment conclusions and recommendation. Whilst we acknowledge that many of our Comments and our primary concerns are not necessarily Heritage-related and are more centred on land use management and departures and planning applications, we are however taking the opportunity to table the following Comments;</p> <p>a. Bulk</p> <p>i. The DWCA supports the Option 3: Medium Bulk with limited basement version.</p> <p>ii. That is the lowest-bulk proposal, which we support.</p> <p>b. Height</p> <p>i. The DWCA has a primary concern on building heights. We acknowledge the step down of the portion of the development off Buitengracht, and to a lower 4- 7 storey building height along Somerset Road.</p> <p>ii. The DWCA would like to see closer to the 4-storey height rather than 7-storey height along this section.</p> <p>iii. The DWCA is concerned with promoting a relatively uniform and homogenous streetscape along Somerset Road and an over-arching visual appearance with consistency of height,</p>		<p>The heritage consultants share the concern regarding the creation of a uniform and homogenous streetscape along Somerset Road. This concern needs to be addressed in terms of the design development process. The heritage indicators specifically state that this envelope should reflect a fragmented built form. The provision for tree planting along this edge will also soften the street interface.</p>

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	<p>form and scale forming a positive street interface in the specific area.</p> <p>a. Traffic</p> <p>i. The DWCA notes that access off the road network for vehicles is limited to Prestwich Street. We are concerned that with an additional ± 300 residential units coming on stream, this will give rise to significant increase in vehicular traffic. We acknowledge the public transport nodes and routes which will mitigate and reduce passenger vehicle traffic. But there will be a significant increase in minibus taxi vehicles, passenger, ehailing and residents' vehicle traffic in the precinct. The DWCA is concerned the road network, road capacity, intersection management and traffic flows will lead to significant congestion.</p> <p>ii. Further, the DWCA notes that parking is limited to a mini basement. The fact is that notwithstanding availability of public transport nodes and routes which will mitigate and reduce parking demand, there will be a significant increase in the number of vehicles and visitors and deliveries looking to park in-and-connected-to this residential development. The City of Cape Town has established parking ratios and policies for residential developments of this nature. They need to apply them.</p> <p>iii. Following on from the above, the DWCA requires adequate provision is made for layby parking bays, ehailing dropoff-collection bays and areas, taxi dropoff-collection points and bays, visitors parking, and adequate provision of loading zone parking bays. The over-arching concern is one of traffic impact,</p>		

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	<p>on-street parking management, and provision of adequate number/extent of parking facilities to serve this development.</p> <p>B. Interested and Affected Party The DWCA remains an interested and affected party I&AP and we accordingly expect and request that the landlord and the City of Cape Town undertakes as far as practically possible, and that all consultations, proposal documentation, planning approvals, appeals processes, and/or subsequent amendments be communicated to DWCA through the undersigned and chair@dwca.co.za. Thank you. Thank you for your engagement with the DWCA and we remain available for any consultation with regard to the proposal. Assuring you of our best intentions at all times. Kind regards, Spider Clark Built Environment Sub-Committee, DWCA Mobile 0836003211 Email chair@dwca.co.</p>		
<p>City of Cape Town: Environment and Heritage Management Branch</p> <p>Via email 29 April 2024</p>	<p>Due to a technical circulation error, E&HM did not receive the HIA documentation on the correct date to allow for a 30 day comment period. The HIA was received on 17 April 2024 and it was agreed that E&HM would provide a comment by 29 April (8 working days). Please therefore note that this comment is provided as an interim input to avoid delays in the NHRA application process but, as arranged with the consultant, and will be followed up by a more comprehensive comment by the 9th May 2024 if necessary.</p>	Support	The support from the City of Cape Town Environment and Heritage Management Branch for the findings and recommendations of the HIA report is noted.

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	<p>Introduction</p> <p>The HIA (and its associated studies) is comprehensive and of a high quality. It provides extensive sociohistorical, archaeological, visual analysis, settlement morphology and architectural information to contribute to an improved understanding of the site and its context. The HIA is commendable in its efforts to meaningfully include both tangible and intangible heritage informants and to find a balance between the need for increased accessible housing opportunities and the protection of the sense of place of the context.</p> <p>It is noted that no separate townscape/ streetscape study was undertaken but that a built environment and landscape assessment has formed part of the HIA. The information provided in the HIA in this respect is considered sufficient.</p> <p>The preferred proposal assessed in the HIA is an outcome of a conceptual development plan options report (September 2023). Objectives included achieving a feasible development proposal to 'leverage significant land and to provide more affordable and / or social housing'. It is interesting to note that, through the conceptual design process, it became apparent that the upper floor levels of parking affect feasibility negatively. The current option therefore results in improved feasibility and better efficiency than that of higher bulk options with a greater overall height. As such the outcome of the feasibility assessment aligns with spatial and heritage imperatives to achieve a balanced development that also</p>		

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	<p>protects the sense of place of the site and context. In this regard, E&HM is supportive of the project's development vision: "To create a viable gateway development that embraces social and spatial transformation and respects the heritage value of the site."</p> <p>The proposed development</p> <p>The proposal, option 3: PPTL Conceptual Development Plan, is for a mixed use residentially led development. It retains the Grade IIIA Soils Lab Building as a single storey building around a soft landscaped courtyard and proposes a new building of approximately 4 to 12 storeys high on the remainder of the developable area. The new building is arranged in an L-shape around the perimeter of the site forming a system of interlinking spaces internally for use by those on foot. The development proposal includes 310 residential units, of which 120 (39%) are earmarked for affordable housing, with 190 (61%) available to the open market.</p> <p>Background</p> <p>Foreshore Gateway Precinct Urban Design Vision and Framework ('masterplan'). The HIA acknowledges the role of the PPTL site within the Foreshore Gateway Precinct Urban Design Vision and Framework (2021). This CCT-driven masterplanning exercise identified potential densification opportunities and public space improvements within the precinct with a focus on publicly owned land parcels, and also included preliminary investigations of heritage aspects. It was</p>		

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	<p>endorsed by IACom in 2022 as a request for advice submission. The masterplan has no statutory or policy approval status but serves as an overall framework for future development.</p> <p>During internal CCT commenting processes, E&HM previously noted a number of concerns with some of the spatial provisions included in the masterplan, in particular the scale of the line of proposed tower-block buildings along Buitengracht, the resultant loss of trees along Buitengracht, and the loss of important vistas of Cape Town's iconic mountain panorama, i.e. Signal Hill to Lions Head to Table Mountain to Devils Peak which frames the city and provides an exceptionally impressive aesthetic setting/backdrop to the city for which it has become world renowned for its beauty. At the time is was noted that a full visual impact study ought to have been done to test the impacts of these proposals. It was also argued that the proposals will result in an extension of the CBD across Buitengracht street as opposed to containment of the CBD and successful differentiating of character precincts of the area. The project relies on the following two main reasons as motivation for the substantial bulk proposed across the precinct: (a) extensive public realm improvements i.e. upgrades to Riebeeck Square, Prestwich square and the so-called 'Buitengracht stoep', and (b) the need to provide inclusionary housing in some form. Both these aspects, as positive and desirable as they are, are as yet without any procedural guarantees in terms of planning approval or development mechanisms. EHM also strongly advocated for the retention of the existing treelines along Buitengracht which</p>		

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	<p>is one of the few streets in the CBD which is tree planted to this extent and which offers a green link and entry into the city.</p> <p>Given the high-level heritage analysis involved at this city precinct scale, certain assumptions and gaps in the heritage component of the masterplan are tested and addressed in this HIA. E&HM is supportive of the assessment, findings and recommendations of the HIA as it is underpinned by a more detailed, site-specific consideration of heritage values and impacts in the context. It is noted that a number of the concerns previously raised with respect to the masterplan proposals (noted in paragraph above), have been mitigated in the current PPTL site proposal.</p> <p>The departmental view of the Urban Catalytic Investment unit of the City is that organs of state have an obligation to optimise the provision of affordable housing on public land in well located areas and that the 54m height previously proposed in the masterplan process should be pursued. This comment is included as an annexure, although it is not directly related to heritage matters. Commenting on S38 of the NHRA is delegated to the Environmental Management Department (of which is E&HM is part) therefore the position of E&HM is put forward as the main comment related to heritage assessment and heritage related concerns as requested. Further opportunities for departmental and public input will be provided by future statutory planning approval processes. See Annexure: COMMENT ON HERITAGE IMPACT ASSESSMENT REPORT, by Erna van Zyl dated 2024-04-28.</p>		

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	<p>Heritage significance of site</p> <p>E&HM notes the assessment of significance of the HIA and is in support of this. We also note that the whole landscape inclusive of the Soil Labs structures and the old cemetery has been assessed and regarded as a grade IIIa site. The branch is supportive of this assessment and assigned overall significance. The resultant indicators, developed to protect this identified significance, are considered appropriate. The positive assessment of the proposal in relation to the indicators are noted.</p> <p>Assessment of impact</p> <p>Assessment of the design proposal</p> <p>E&HM is supportive of the development proposal, which acknowledges and incorporates heritage informants such the need for a lower scaled envelope to respond to the gateway condition of the site and the existing built context; the retention of trees and enhancement of landscaping, particularly along Buitengracht; and the retention of the existing Soil Lab building and the way in which the new bulk is positioned around it.</p> <p>As noted in the HIA, Buitengracht Street essentially defines the edge of the central CBD and both it and Somerset Road are of local historical significance. Although the character has changed from predominantly fine scaled residential development to larger, consolidated blocks of offices and apartments, the built environment character still retains a certain coherence in terms of the remaining historical street pattern (including Chiappini and Prestwich Streets), cemetery</p>		

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	<p>walling, and heritage resources such as the Soils Lab Building, Prestwich Primary School, Salesian Institute, St Andrew's Church and the Prestwich Memorial. The area maintains visual connections to the encircling mountains which frame the City Bowl. A gateway implies a change of character between one area and another and it is argued that the site's position at the intersection of Somerset Road and Buitengracht is a definite place where such a change should be visible. The scaling down of bulk to a maximum height of 40m and the further 'stepping down' of the form is therefore considered an appropriate response to recognize the differentiated sense of place of this gateway area compared to the CBD 'proper' on the other side of Buitengracht.</p> <p>Buitengracht Street is furthermore an identified Scenic Route, as is the extension of Strand Street as it becomes High Level Road. Visual impacts along this route are to be controlled to ensure that a sense of place and genius loci is conserved at strategic gateways and along the route. It is agreed that the intersection of Buitengracht Street and Somerset Road possesses distinctive gateway qualities marking the edge of the old city grid along Buitengracht and the linear expansion of the city along the Somerset urban corridor. The green planted edge along Buitengracht Street enhances its visual spatial qualities. The proposal takes sufficient cognisance of these informants. It is noted that the new buildings are proposed to be set back along the Buitengracht Street, Chiappini Street and Somerset Road edges to allow for a more generous pedestrian environment.</p> <p>Other existing site features that are being retained and incorporated in the proposal include:</p> <ul style="list-style-type: none"> • the historical cemetery wall along Chiappini Street; 		

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	<ul style="list-style-type: none"> the existing gate posts next to the Soils Lab on Prestwich Street; existing trees associated with the Soils Lab Building, including a very tall Plane Tree in the existing courtyard; and an established Peruvian Pepper Tree along Somerset Road. The space required around and above the Peruvian Pepper Tree creates a break between the Buitengracht Street tower and the building along Somerset Road, allowing views into the internal court of the scheme. <p>Socio-historical assessment</p> <p>The PPTL site is located within an area formerly known as District One which is a place of social displacement, loss and trauma associated with a history of slum clearance, town planning schemes, transport planning and forced removals. The socio-historical study highlights this significance of the area and the role of the PPTL site within this context and explores opportunities linking tangible and intangible heritage. This detailed and comprehensive component of the HIA is highly commendable and should point the way for future work to address the continued recognition of intangible values in the conceptualisation of development proposals as well as informing meaningful interpretation in similar scenarios.</p> <p>Archaeology</p> <p>The site is located in a proposed heritage area - the Green Point Burial area. It is an identified proposed Heritage Area in terms</p>		

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	<p>of the NHRA as S36 (burials) and S35 (archaeology) are not City competences. E&HM notes the content and recommendations of the Archaeology assessment. It is considered that re-internment at Maitland Cemetery will be the most appropriate course of action, should this need arise.</p> <p>Visual assessment</p> <ul style="list-style-type: none"> • EHMB supports the Visual Indicators that, with regard to tall building considerations, these should maintain a sufficient distance from historic heritage complexes and existing mature trees to avoid overwhelming or compromising their integrity. • EHMB supports measures identified under 'Visual indicators' for Tree Retention and Mitigation, namely, allowing sufficient space for retained tree canopies to prevent encroachment by building elements, and to avoid disturbance to the root zones of trees to be retained and consider replacement with trees of sufficient scale to mitigate visual impacts. <p>Environmental input</p> <p>The following input is provided by E&HM (Environment) in response to the landscaping and open space aspects of the proposal:</p> <p>EHMB supports the Proposed Landscape Plan by OVP, dated Nov 2023, the Landscape Plan Design Guidelines, and the conceptual development proposal, as an indicative representation of trees to be retained, areas of new planting</p>		

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	<p>and landscaping, and proposed building footprints and massing and new public open spaces.</p> <p>The rationale informing the identification of certain trees and planting patterns as heritage resources and valuable visual aesthetic resources which contribute to the urban cultural landscape environment, as identified on the LP and in the HIA for future retention and incorporation in the conceptual development proposal, is supported.</p> <ul style="list-style-type: none"> • The landscape framework plan attempts to enhance pedestrian movement by linking the site with the Prestwich memorial, St. Andrews Church, Prestwich Primary school and the Salesian institute with new pedestrian routes through the site. This is supported. • EHM also supports the removal of trees considered to be of low or medium significance where these limit the development footprint and where their removal is addressed by new replacement trees indicated on the concept proposal, with the exception of the Peruvian Pepper tree, which is already indicated on the proposed Landscape Plan and Architectural Guidelines for retention, by the professional team. • EHM agrees that patterns of tree planting, including the avenues of trees along Buitengracht Street, and a mature plane tree located within the courtyard of the soils lab building, and Peruvian Pepper tree, contribute to the site's visual-spatial properties and should constitute the heritage indicators for tree conservation and future planting. Although the Peruvian Pepper Tree is to be retained as a feature tree in the proposed 		

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
	<p>courtyard, as indicated on the proposed Landscape Plan, it is not included as a heritage indicator and should be included, given its aesthetic value.</p> <ul style="list-style-type: none"> • The celebration of the London plane tree in the Soils Lab courtyard, and the large Peruvian pepper tree as a landscape feature in the proposed courtyard and pedestrian route through the site linking Somerset Rd to Prestwich Street, are supported for retention and inclusion in the conceptual development proposal. • The existing planting pattern of dense tree planting with a double row of trees indicated on Buitengracht Street, as part of this larger linear planting pattern, is supported. The continuity of the green canopy is identified as a visual resource and EHMB supports the recommendation that the existing trees on Buitengracht Street should be incorporated into the designs for sidewalks and pedestrian plazas. These trees will also provide visual amenity on the scenic route. • Regarding tree-planting adjacent to the tower on Buitengracht Street, EHM supports the allowance for at least one additional line of trees close to the property boundary to reinforce the existing tree planting along Buitengracht Street. Retaining the road reserve as a soft landscape open space until needed for road widening is supported. • EHMB supports the concept of the courtyard adjacent to the Soils Lab Building as a landscaped space with the existing trees retained. • EHMB supports the proposed mitigation measures to protect and conserve the trees. This aspect of the Architectural Guidelines must inform the SDP. • EHMB supports the inclusion of managing surface / ground levels to facilitate preservation of existing established trees and hard and soft landscaping. 		

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
	<ul style="list-style-type: none"> EHMB agrees with the recommendation for detailed landscape plans, by a qualified landscape architect, to be included with building plan submission. This should be in accordance with the proposed Landscape Plan (OVP, Nov 2023). <p>General</p> <p>The positive outcome of the heritage assessment in relation to the indicators is noted, in particular the following:</p> <ul style="list-style-type: none"> The proposal responds positively to the gateway role of the site at the intersection between Buitengracht Street and Somerset Road as well as the threshold condition at the intersection of Chiappini Street and Somerset Road. It allows for a gradation of height and bulk across the site responding to a variety of urban and heritage conditions. It has carefully considered the need for a positive interface with the Prestwich Memorial/ St Andrews Church Grade II heritage context, the Salesian Institute and the retained Soils Lab Building. There is strong emphasis on creating a positive public environment in terms of active street edges, pedestrian movement and tree planting. <p>E&HM is in agreement with the above assessment.</p> <p>Conclusion</p>		

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
	<p>The HIA and accompanying studies comprehensively set out relevant heritage information and indicators.</p> <p>E&HM notes and agrees with the assessment of the HIA which confirms that the design generally complies with the heritage indicators.</p> <p>E&HM is supportive of the recommendations for mitigation and further requirements and conditions of approval. These specifically include:</p> <ul style="list-style-type: none"> • That the development proceed largely in accordance with the development proposals as indicated in Figure 12 and 13 of the HIA report. • That the future development of the site be largely in accordance with the architectural guidelines as well as the Landscape Framework Plan attached to the HIA report as Annexures H and I, respectively. • Deviations from the principles and objectives of the architectural guidelines will need to be submitted to HWC for approval. • It is noted that any alterations to the Soils Lab Building to accommodate its reuse are subject to a Section 34 application to HWC with consideration of the indicators contained in the HIA and involving the input of an architect with heritage expertise. • That an archaeological testing and monitoring programme be prepared for approval by HWC and that issues relating to extent of clearance, reburial, storage and permitting be resolved prior to any development activity occurring on site. 		

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
	<ul style="list-style-type: none"> That a commemoration plan be prepared for the PPTL site informed by the recommendations of the social-history study. <p>In conclusion, E&HM is supportive of the Conceptual Development Plan (Option 3) as not negatively impacting heritage significance.</p>		
<p>City of Cape Town: SPO Urban Catalytic Investment</p> <p>Via email 29 April 2024</p>	<p>Dear Mr Georgiades,</p> <p>Reference is made to the public notice published in the Atlantic Sun on 21 March 2024 inviting public comment between 22 March 2024 and 25 April 2024 as well as the EHM Department's arrangement with the consultant/service provider to submit its comment by 29 April 2024 with the proviso that the EHM Department will have time until 8 May 2024 to finalise the City's integrated comment. EHM being the responsible branch to coordinate an integrated/consolidated comments on behalf of the City in the statutory heritage process. Herewith please find UCI's input into this process to assist in preparing the submission to Heritage Western Cape.</p> <p>Background</p> <p>Council mandated UCI in 2020 to undertake the planning for the public land made available through the amendment of the Buitengracht Road Scheme, which was the catalyst for this project. The approval and new road alignment was granted and gazetted by the WCG in January 2023.</p> <p>The origin and purpose of the PPTL project: The proposal to achieve "marriage value" between CoCT land and the abutting Provincial land at the PPTL was identified in the</p>		<p>The above comment from the City of Cape Town Environment and Heritage Management Heritage and Environmental is noted as the official heritage comment from the City of Cape Town in terms of the HIA process.</p> <p>This separate comment provided by the City of Cape Town Urban Catalytic Investment is unrelated to heritage and the HIA process.</p>

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
	<p>Gateway Masterplan (2021) in order to optimise the provision of affordable housing on strategic located public land. As a result of this proposal, WCG applied to CoCT: Property Management for the acquisition of the portion(s) of Road Reserve (referred to as Block 29) to enable the consolidated PPTL project.</p> <p>In order to leverage the intended Public Good from this consolidated site, it is logical that the highest and best use should inform the concept, taking social (including heritage, housing needs and gentrification), economic (valuation of the City land for acquisition by WCG and provision of parking) and built form (design of building around a Peruvian Pepper tree and appropriate height) considerations into account.</p> <p>UCI briefed the service providers at the start of their appointment on the contextual analysis and vision in the Gateway Masterplan (including the PPTL site.) The vision proposed a balanced height proposal for Lower Buitengracht Street, taking various factors into consideration including the draft heritage overlay zone regulations applicable to the Bo Kaap, input from the public during the Bo Kaap LSDF consultation process, the change in slope (topography) from the Bo Kaap to the Foreshore, the height on both sides of the Buitengracht corridor into the Cape Town CBD. Trade-offs were made between existing precedents on tall buildings approved in the immediate vicinity of the Lower Buitengracht Street and sensitive heritage sites in the area, which resulted in the City's vision for the area to achieve a balanced outcome.</p> <p>Project packaging of the Buitengracht Street blocks commenced during 2022 and the City sought advice from</p>		

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
	<p>IACom on the proposed vision. IACom endorsed the Urban Design Vision for the Gateway Masterplan on 13 April 2022 including the scale and massing of all proposed development blocks along Buitengracht Street (Blocks 25 – 31 of which PPTL is referred to as Block 29). The City has since obtained a ROD from IACom on Block 28, in line with the Gateway Masterplan proposals at a height of 60m. In addition, the proposals for Blocks 25 – 27 were incorporated into the approved Bo Kaap LSDF as City policy.</p> <p>City of Cape Town: ERM, Maurette Stewarts response to UCI Comment: <i>Where is the ROD? Endorsement? On what basis? This was only a presentation to IACOM for information. It was not done in the context of a decision making/administrative act in terms of the Act.</i></p> <p>In the testing of various development options during the concept development stage of the project, UCI provided various comments on achieving an appropriate development on Block 29, the most pertinent/relevant of which are mentioned below.</p> <p>UCI comment on HIA Organs of state (Province and City of Cape Town) have an obligation to optimise the provision of affordable housing on public land in well located areas and thus have to take every effort to use public land to its highest and best use. This is especially important where a maximised development envelope can assist to deliver such affordable housing as restitution in a context of historic dispossession and gentrification in the subject area. To achieve feasibility, the full</p>		

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
	<p>54m height endorsed by IACom should be pursued. In addition to aiding feasibility, this will also assist with spatial definition and thus placemaking around Prestwich Square, an important cultural space in this part of the city. It is recognised that Options 1a and 1b were discarded in the testing of the options by WCG, but an appropriate parking ratio was not applied in the testing of the development options, which has compromised the outcome.</p> <p>City of Cape Town: ERM, Maurette Stewarts response to UCI Comment: <i>There are no statistics, real time example, proof of restitution? Please could we have this information?</i></p> <p>The relocation/removal of the Peruvian pepper tree is recommended to ensure that the potential future built form of this prominent city block is not determined and compromised by a single exotic tree. The framing of the Prestwich Square was described/explained in the Gateway Urban Design Framework, which is now compromised through the proposed bulk and massing of Chosen Option 3. Retaining this tree also results in the loss of residential opportunities within the development.</p> <p>City of Cape Town: ERM, Maurette Stewarts response to UCI Comment: <i>The tree is included as a landscape element as part of the HIA (not influenced by EMD, and a recommendation by the expert team).</i></p> <p>City of Cape Town, Maurette Stewarts response to UCI Comment: <i>Not necessarily true.</i></p>		

COMMENTS TABLE			
Comment by	Comment	Nature of comment/objection	Response from Heritage Consultants
	<p>In order to achieve feasibility and enable the intended residential led development that will require the cross subsidization between market units and affordable units, a reasonable amount of parking bays should be included in the proposed development. Current developments in the CBD are not required to provide parking bays due to the CBD Overlay. However in the transition from prioritising cars to pedestrians and public transport, a minimum parking ratio should be applied to the proposed development. The provision on only 8 bays to this development is not considered feasible.</p> <p>Conclusion</p> <p>Kindly include the above input into the consolidated City comment. I assume the prescribed internal dispute escalation procedure will be followed should you disagree with any of the above input. Kindly provide me with a copy of the final comments submitted. Do not hesitate to contact UCI should you require any additional information on the PPTL project.</p>		

**ANNEXURE 1
Notice Board**



20 March 2024 12:33
31 Chiappini Street
City of Cape Town Metropolitan
Municipality
Western Cape

Site notice placed adjacent to Chiappini Street



20 March 2024 12:53
Somerset Road
City of Cape Town Metropolitan
Municipality
Western Cape

Site notice placed adjacent to Somerset Road

Atlantic Sun INFORMATION

31 358 people obtained... Cape Town, South Africa...

EDITORIAL

Editor-in-Chief: Africa Community Media... Cape Community Media...

Under: Must include the author's full name, address and contact details...

Who's On: names are free. They must be included a week before publication...

RETAIL ADVERTISING: 021 522 6315

CLASSIFIEDS: 021 522 6315

DISTRIBUTION QUERIES: 021 522 6315



Please don't forget to display the FAIR stamp of the Press Council of South Africa...

Call Cape Community Media... Cape Town, South Africa...

'The process to establish a CID is a lengthy one'

News services page

"These people generally felt that the City should simply be prepared into improving service delivery and/or that volunteers could plug the gaps..."

Mr McNally says that the CIDSC sympathies with genuine affordability issues and will assist impacted households in seeking subsidies...

The CID SC must note responses to any appeals lodged, and the committee application will be examined by the City Council once approved...

Committee has been working at what must be a second pace to undertake the work required to submit their CID application to Council...

A Camps Bay resident, Chris Marshall says that a request to audit the results of the votes is facing resistance from the City officials.

Camps Bay ratepayers have recently been asked to vote on a special rating area (see CID) which will cost them an additional R100 per annum at least...

The CID is ready to improve Camps Bay but not every resident is convinced.



The matter would be covered by criminals and judgments without a CID," said Mr Marshall.

"The desperate, ill-motivated, desire of the committee to climb onto the public sector's gravy train might be understandable, but the invocation of the Protection of Private Information Act to deny others access to the information by CoCT is not."

According to Chris von Ulmenstein, the founder of Camps Bay Clean, the process to establish a CID divided the community.

"The CID will not be able to control the presence of our attacks on residents by street children, nor the increasing number of vagrant structures in our suburb," she says.

NOTICE OF APPLICATION TO ESTABLISH THE CAMPS BAY CITY IMPROVEMENT DISTRICT ("CBCID")

Please note that: 1. Spencer McNally, being the registered owner of Erf no. 675, 28 Shanklin Crescent, Camps Bay, has applied for the establishment of the Camps Bay City Improvement District ("the CBCID")...



CLEARING THE CLUTTER? Donations of all household goods are welcome, including kitchen ware, clothing, linen, antiques, 'anytiques', books and all general house and garden ware.

NOTICE OF PUBLIC PARTICIPATION PROCESS HERITAGE IMPACT ASSESSMENT (HIA) PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY (PPTL) SITE ENABLEMENT

Atlantic Sun Our teams are working remotely and we are fully operational and able to assist you with your advertising requirements or queries.

ANNEXURE 3

a. Copies and proofs of notifications of Interested and Affected Parties

Proofs of notifications are provided only to the competent authority to protect personal information.

From: PPTL

Sent: Wednesday, March 20, 2024 4:30 PM

To: Ian.McMahon@capetown.gov.za; Nicola.Jowell@capetown.gov.za; Matthew.kempthorne@capetown.gov.za; Girshwin.Fouldien@capetown.gov.za; Sandra.Hustwick@capetown.gov.za; Tamar.ShemTov@capetown.gov.za; berendinegesie.irrgang@capetown.gov.za; Contact@nu.org.za; jonty@nu.org.za; nick@nu.org.za; Ryan@dag.org.za; helen@dag.org.za; cystal@dag.org.za; lauren@wcedp.co.za; phine@sahra.org.za; Chair@dwca.co.za; j.bruwer@gmail.com; marc@gpokcid.co.za

Subject: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement: Invitation To Participate In the Heritage Public Participation Process

Dear Stakeholder

As you are aware, NM & Associates Planners and Designers, along with an inter-disciplinary Team of supporting professionals, were appointed by the Western Cape Government: Department of Infrastructure for the enablement of Erven 734-RE and 738-RE, Cape Town, and a Portion of Buitengracht, Riebeeck and Somerset Street Road Reserve, namely Erven 735, 737, 739, 9564 and 9565.

A Heritage Impact Assessment (HIA) was prepared under the provisions of Section 38 (4) of the National Heritage Resources Act (Act 25 of 1999). The HIA was undertaken for the proposed mixed-use development of the PPTL site, which is bounded by Somerset Road, Chiappini Street, Prestwich Street and Buitengracht Street in Cape Town. The site is located within the proposed Somerset Road Heritage Protection Overlay Zone. Most of the site (except erf 735) was once part of the DRC Cemetery and is located opposite Prestwich Memorial/St Andrew's Church square on Somerset Road. The development proposal includes space allocated for residential and business-related opportunities.

A Public Participation Process will commence on Friday, 22 March 2024 with the publication of the draft HIA Report including Built Environmental, Archaeological, Social-Historical and Visual studies. Interested and Affected Parties (I&AP's), including identified stakeholders, are invited to register and provide heritage related comments on the draft HIA, which is available on <http://www.infinityenv.co.za/pptl>. The 30-day commenting period will start on **Friday, 22 March 2024** and will end on **Thursday, 25 April 2024**.

You are invited to attend the Open House event, where project information will be on display, will be hosted on the **04 April 2024** at the **Salesian Institute Youth Project (2 Somerset Rd, Green Point, Cape Town, 8001) between 3:00 PM and 7:00 PM**.

Regards,

Kelly Gilmour

 **Infinity
Environmental**

www.infinityenv.co.za | info@infinityenv.co.za

kelly@infinityenv.co.za

C: +27 (0) 71 689 4428

T: +27 (0) 21 834 1602

F: +27 (0) 86 591 8616

Office: 1st Floor Collingwood, Black River Park

2 Fir Street, Observatory 7925

Postal: Suite 17, P. Bag X11 Mowbray 7705

From: PPTL
Sent: Wednesday, 20 March 2024 16:36
To: roelienkarsten@gmail.com; eiendomme@kaapkerk.co.za; murraycoetzee@afrihost.co.za; murray@sun.ac.za; charl@kaapkerk.co.za; bennettbonita@gmail.com; info@cifa.org.za; panel@cibra.co.za; bokaapcivic01@gmail.com; bokaapcivic2022@gmail.com; Chair@dwca.co.za
Subject: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement: Invitation To Participate In the Heritage Public Participation Process

Dear Stakeholder

As you are aware, NM & Associates Planners and Designers, along with an inter-disciplinary Team of supporting professionals, were appointed by the Western Cape Government: Department of Infrastructure for the enablement of Erven 734-RE and 738-RE, Cape Town, and a Portion of Buitengracht, Riebeeck and Somerset Street Road Reserve, namely Erven 735, 737, 739, 9564 and 9565.

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As a heritage stakeholder, you are invited to attend a stakeholder meeting on **Thursday, 04 April 2024** at the **Salesian Institute Youth Project (2 Somerset Rd, Green Point, Cape Town, 8001) between 2:00 PM and 3:00 PM**. Thereafter, you are invited to stay and view a poster display where project information will be on display until **7:00 PM**. This Open House event will take place between 3:00 PM and 7:00PM and you are welcome to come and view at any time that suites you.

Regards,

Kelly Gilmour

 **Infinity
Environmental**

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kelly@infinityenv.co.za
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F: +27 (0) 86 591 8616

Office: 1st Floor Collingwood, Black River Park
2 Fir Street, Observatory 7925
Postal: Suite 17, P. Bag X11 Mowbray 7705



Heritage Exemptions

Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Public Participation 7 20 March 2024

- Status: Public Engagement
- Reference Number: 21112311
- Authority: Heritage Western Cape
- Date of notice: 2024-03-22
- Closing date: 2024-04-25



Notice in terms of Section 38 of the National Heritage Resources Act (25 of 1999)

Application is being made for authorisation to undertake activities listed in terms of Section 38 of the National Heritage Resources Act (25 of 1999)

PUBLIC PARTICIPATION PROCESS

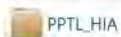
A public participation process will commence on Friday 22 March 2024 with the publication of a draft Heritage Impact Assessment Report including Built Environment, Archaeological, Socio-Historical and Visual studies. Interested and Affected Parties (I&APs) are invited to register and to provide heritage related comments on the draft HIA, which is attached below (PPTL_HIA). The 30-day commenting period will start on Friday, 22 March 2024 and end on Thursday, 25 April 2024.

You are invited to attend a public Open House where project information will be on display, on Thursday, 04 April 2024 at the Salesian Institute Youth Project (2 Somerset Rd, Green Point, Cape Town, 8001) between 3:00 PM and 7:00 PM (please come at any time that suits you).

Tarryn Solomon
E-mail: pptl@infinityenv.co.za

Tel: 021 834 1602

Other specialist reports and technical documents relevant to this project can be found at <https://www.westerncape.gov.za/tpw/department-of-infrastructure/provincial-pavement-testing-laboratory-pptl-site-enablement>



PPTL_HIA

All current public documents

Environmental Authorisation for the Proposed Extension of the Ascension Stream Culvert on Erf 49448, 49449, and 49438 to Accommodate a New Slip Lane on Rhodes Avenue, Newlands
Environmental Authorisation

Notice of Environmental Authorisation for the proposed Muizenberg Beachfront Refurbishment

Notice of Adoption of the Ad Hoc Development Setback Line for the proposed Monwabisi Beachfront Refurbishment

Notification of Environmental Authorisation - Proposed Addition of a Third Inbound Lane on the M3 Highway between Princess Anne Avenue and Hospital Bend in Cape Town

Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Comment and Registration Form

You may request registration as an interested and affected party (I&AP) for this public participation process by filling in your name and contact information below.

Once you have entered your details, select 'next' to enter your comments on the proposed development.

Please note that any comments submitted will be included in future versions of the report and publicly available. If you have any direct financial, business, personal or other interest in the application, please ensure you declare it below.

Your details

Personal information is gathered only for the purposes of facilitating public participation and is not used for any other purpose.

Full Name (**)

Organisation

Contact information

Please enter your contact information and indicate your preferred means of communication below. Contact information will be used only for public participation purposes on this project.

Email address

Cellphone number

Postal address

Preferred method of communication (**)

Confirm your registration

Register as an interested and affected party? (**)

 Yes No

Interest Declaration

Next >

ANNEXURE 4
Comments received

Kelly Gilmour

From: Infinity Environmental - Info
Sent: Friday, 05 April 2024 15:34
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-05 13:33:58

Name: Joe Boyle

Email: jboyle@freshstophq.co.za

Cellphone: +27828019233

Postal address:

Preferred communication method: WhatsApp

Organisation: Homeowner Greenpoint

Register as interested and affected party? Yes

Declaration of interest in the application: I have no direct business, financial, personal or other interest in the application

Details:

Comments:

This is ridicules you are proposing to build in front of my window blocking sunlight. Please stop this process immediatly. You will destroy the value of my property. You are destroying the aesthetics of Cape Town. STOP STOP STOP

Files uploaded:

Link to PDF version of this comment:

https://www.infinityenv.co.za/index.php?option=com_rsform&task=plugin&plugin_task=admin_pdf&hash=d356801eb454fb2499f1491426e6aa8b

Kelly Gilmour

From: Infinity Environmental - Info
Sent: Tuesday, 09 April 2024 11:15
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-09 09:15:03

Name: Michele Perch

Email: mperch@rsimports.co.za

Cellphone: +27828755942

Postal address: 28A OCEAN VIEW DRIVE, GREEN POINT
GREEN POINT

Preferred communication method: Email

Organisation: TRUSTEE at QUAYSIDE APARTMENTS

Register as interested and affected party? Yes

Declaration of interest in the application: I do have a direct business, financial, personal or other interest in the application

Details: I own the unit situated at 1404 QUAYSIDE, 34 Prestwich Street, De Waterkant. Cape Town.

Comments:

I strongly object to such a huge, cumbersome-looking building being erected in an 'entrance to Green Point' area that experiences incredibly high traffic with limited visibility, especially during peak hours. Additional traffic created by such a large building will place huge added pressure on an area only starting to learn how to cope with the additional traffic created by having DHL Stormers Rugby now using the Cape Town Stadium as their new home.

Files uploaded:

Link to PDF version of this comment:

https://www.infinityenv.co.za/index.php?option=com_rsform&task=plugin&plugin_task=admin_pdf&hash=da2ceefb4f6ae2f3292a6830f395b1ed

Kelly Gilmour

From: Infinity Environmental - Info
Sent: Tuesday, 09 April 2024 14:23
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-09 12:23:02

Name: Mohamed Ismet Davidson

Email: ishmet.davidson@media24.com

Cellphone: 0827865025

Postal address: 7 Parkview Terrace, Constantia

Preferred communication method: WhatsApp

Organisation: Owner

Register as interested and affected party? No

Declaration of interest in the application: I do have a direct business, financial, personal or other interest in the application

Details: I own a unit in the apartment block Quayside, directly opposite the development.

Comments:

The proposed development will entirely block the views from my apartment and will diminish the value of my apartment.

Files uploaded:

Link to PDF version of this comment:

https://www.infinityenv.co.za/index.php?option=com_rsform&task=plugin&plugin_task=admin_pdf&hash=c9ca0f8f04d2868962327bac02974072

Kelly Gilmour

From: Infinity Environmental - Info
Sent: Wednesday, 10 April 2024 10:21
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-10 08:21:22

Name: Caitlin Peterson

Email: ckillassy@gmail.com

Cellphone: 0823286200

Postal address: 1005 quayside, de waterkant, cape town

Preferred communication method: Email

Organisation:

Register as interested and affected party? Yes

Declaration of interest in the application: I have no direct business, financial, personal or other interest in the application

Details:

Comments:

To whom it may concern I am writing to express my deep concern and dissatisfaction regarding the proposed development project for the PPTL site. As a resident in the vicinity, I have recently become aware of the plans outlined for the construction of a mixed-use residential complex that would significantly obstruct the breathtaking views of the mountains and cityscape that many of us in the community cherish. While I understand the need for urban intensification and the provision of affordable housing opportunities, it is disheartening to see these objectives pursued at the expense of the natural beauty and visual amenity that our neighborhood currently enjoys. The proposed building, with its towering height of up to 12 storeys, would drastically alter the skyline and detract from the unique character of our surroundings. Furthermore, the allocation of only 39% of residential units for affordable housing, while the remaining 61% are earmarked for the open market, raises questions about the inclusivity and social equity of this development. It is imperative that any urban development project prioritizes the needs of all members of the community and works towards fostering a more equitable society. Additionally, the significant increase in traffic and congestion that would inevitably accompany

such a large-scale development cannot be overlooked. The strain on existing infrastructure and amenities, as well as the potential negative impact on air quality and noise levels, must be thoroughly assessed and mitigated before moving forward with the project. I urge you to reconsider the current proposal and explore alternative options that strike a balance between urban development and environmental preservation. Collaborative dialogue with residents and stakeholders, as well as a comprehensive assessment of the project's long-term implications, are essential steps towards achieving a sustainable and harmonious future for our community. Thank you for considering my concerns. kind regards Caitlin Peterson

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Link to PDF version of this comment:

https://www.infinityenv.co.za/index.php?option=com_rsform&task=plugin&plugin_task=admin_pdf&hash=8cfb1cdabd2f592eadac3ba9326b2804

Kelly Gilmour

From: Infinity Environmental - Info
Sent: Wednesday, 10 April 2024 11:26
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-10 09:26:10

Name: Joe Boyle

Email: jboyle@freshstophq.co.za

Cellphone: 0828019233

Postal address:

Preferred communication method: Email

Organisation: Quayside

Register as interested and affected party? No

Declaration of interest in the application: I have no direct business, financial, personal or other interest in the application

Details:

Comments:

I object.

Files uploaded:

Link to PDF version of this comment:

https://www.infinityenv.co.za/index.php?option=com_rsform&task=plugin&plugin_task=admin_pdf&hash=91c76a1b5ecaf1d9addbcd86006bd85e

Kelly Gilmour

From: Infinity Environmental - Info
Sent: Wednesday, 10 April 2024 17:46
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-10 15:45:55

Name: Leroy Redelinghuys

Email: leroyjohn92@gmail.com

Cellphone: 0732205156

Postal address:

Preferred communication method: Email

Organisation: Owner of unit in Quayside

Register as interested and affected party? Yes

Declaration of interest in the application: I do have a direct business, financial, personal or other interest in the application

Details: Owner of unit in Quayside opposite the development

Comments:

The area would be better suited for a low-level urban upliftment project by integrating the park rather than build another high-rise block of flats.

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Link to PDF version of this comment:

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Thursday, 11 April 2024 11:56
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-11 09:55:30

Name: Ronit Segerman

Email: ronitsegerman@gmail.com

Cellphone:

Postal address:

Preferred communication method: Email

Organisation: Private

Register as interested and affected party? Yes

Declaration of interest in the application: I have no direct business, financial, personal or other interest in the application

Details:

Comments:

There is already a huge traffic problem at this intersection, which will be made worse by this construction.

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Link to PDF version of this comment:

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Friday, 12 April 2024 09:45
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-12 07:44:46

Name: Dale Henson

Email: dlessing@hotmail.com

Cellphone: 0823010241

Postal address: No. 6 Van Der Byl Avenue, Valmary Park Durbanville

Preferred communication method: Email

Organisation: Private

Register as interested and affected party? Yes

Declaration of interest in the application: I have no direct business, financial, personal or other interest in the application

Details:

Comments:

Objection due to: Devaluation of property. Loss of view. Possibility of future problems (eg use of property) Hours of Work and damage during construction

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Monday, 15 April 2024 21:32
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-15 19:32:13

Name: frank Simon Rolf Koch

Email: simon@sovcap.co.za

Cellphone: 0836250099

Postal address:

Preferred communication method: WhatsApp

Organisation: Beruch Hesed pty ltd

Register as interested and affected party? Yes

Declaration of interest in the application: I do have a direct business, financial, personal or other interest in the application

Details: I own an apartment on the the 12th floor at Quayside which will be affected by this proposed building

Comments:

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Link to PDF version of this comment:

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Wednesday, 17 April 2024 10:52
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-17 08:52:21

Name: Albert Marx

Email: boykie70@gmail.com

Cellphone:

Postal address: 34 Prestwich street, 904 Quayside, Cape Town 8001

Preferred communication method: Email

Organisation:

Register as interested and affected party? Yes

Declaration of interest in the application: I do have a direct business, financial, personal or other interest in the application

Details: I am the owner of an apartment in Quayside, and the proposed new development would be less than 10m away from my balcony.

Comments:

As an owner of an apartment in Quayside, Prestwich street 34, I hereby oppose to the new development as is proposed for the following reasons. 1. With the current proposed 12 floors on plots 735 and 9565, which would be less than 10m away, it would completely block my apartment from any sunlight. Has a shadow study been made? 2. I believe that the proposed development would be a visual intrusion, and will overwhelm, the heritage building, Western Cape Provincial Government Pavement Testing Laboratory. 3. I believe that the proposed development on plots 9565 and 735, which is currently zoned as T2, would overwhelm Rosebank College's located (corner of Somerset Road and Buitengracht Street), Grade II heritage context. 4. I consider that the insertion of new buildings into an existing townscape a visual intrusion, particularly upon the identified heritage resources, upon Prestwich street, Somerset Road and Chiappini Street, contributing to the obstruction of views of others within the area. 5. I feel that the building is so unattractive and intrusive that it exceeds legitimate expectations, and seeing as the regulating authority, has approved Quayside's balconies, that this proposed new

development would effectively destroy the utility of the balconies as such, and with the degree of overbearing intrusiveness of a 12 floor building to be built less than 10m away. 6. There would be a financial lost to my property, due to a 12 floor building being less than 10m away from my balcony.

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Wednesday, 17 April 2024 11:19
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-17 09:18:45

Name: Dr Philip Matley

Email: pmatley@mweb.co.za

Cellphone:

Postal address: 1007 Quayside
34 Prestwich St. De Waterkant

Preferred communication method: Email

Organisation: The Burlington Family Trust

Register as interested and affected party? Yes

Declaration of interest in the application: I have no direct business, financial, personal or other interest in the application

Details:

Comments:

1. The proposed development is too high at 40 meters. The chief attraction of Quayside is the unobstructed views of table mountain including the upper cable car station across to Signal Hill. This view will be lost and will result in a considerable decrease in the resale value of Quayside properties. Consideration should be given to a development that is no more than 30 meters in height. 2. Prestwich Street is hugely congested by traffic already. This will be unmanageable during the building process and considerably impacted by a further 300 apartments in the immediate vicinity. Philip Matley, Specialist Vascular Surgeon, 1007 Quayside

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Link to PDF version of this comment:

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Wednesday, 17 April 2024 12:06
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-17 10:06:05

Name: Tomas Masojada

Email: tom.masojada@gmail.com

Cellphone: 0769837809

Postal address:

Preferred communication method: Email

Organisation:

Register as interested and affected party? Yes

Declaration of interest in the application: I do have a direct business, financial, personal or other interest in the application

Details: I am a resident of Quayside Apartments (34 Prestwich Street, De Waterkant, Cape Town, 8001).

Comments:

Our building (Quayside Apartments) will be directly impacted by the proposed new development. The proposed development will lead to a loss of privacy, loss of view, loss of light, disturbance and overall decline in the residential experience and property values of all of the surrounding buildings. The proposed development is also in direct conflict with the historical values, cultural values and character of the De Waterkant area. This proposed development is the last thing this already densely populated area needs.

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Wednesday, 17 April 2024 12:28
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-17 10:28:09

Name: Nikhar Ramchunder

Email: nikhar77@gmail.com

Cellphone: 0723666880

Postal address: 5 Cheyenne Rd
Sitari Country Estate

Preferred communication method: Email

Organisation:

Register as interested and affected party? Yes

Declaration of interest in the application: I do have a direct business, financial, personal or other interest in the application

Details: Interest: Property purchased in Dockside apartments, awaiting transfer.

Comments:

I have recently purchased an apartment in Dockside apartments as an investment and residence. The proposed changes to the area surrounding the Dockside and Quayside building will severely affect my investment. The plan to build the new apartment blocks will obscure views of said buildings and create visual congestion in the proposed area. Not only does this affect all home owners and their hard-earned investments but will also drastically change the city atmosphere and skyline. This will decrease the appeal of Cape Town CBD as an area to live, work and invest in. It feels like this proposal is using the idea of affordable housing just to get approval when really what the developers of these units are seeking is to profit from our city at the expense of preserving the natural beauty and viewlines. Hundreds of other individual residents and investors will be impacted if this goes through. I do sincerely hope that this public engagement is not just a formality on the road to approval, but the relevant bodies really consider the appeals of the public.

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Thursday, 18 April 2024 09:45
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-18 07:45:23

Name: TerryAnn Matley

Email: tamatley@gmail.com

Cellphone: 0829201334

Postal address: 1007 Quayside
34 Prestwich Street
De Waterkant

Preferred communication method: Email

Organisation: The Burlington Trust

Register as interested and affected party? Yes

Declaration of interest in the application: I have no direct business, financial, personal or other interest in the application

Details:

Comments:

Building must be no higher than 30m Traffic congestion already at maximum.

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Link to PDF version of this comment:

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Thursday, 18 April 2024 13:07
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-18 11:06:48

Name: Jonathan Gluckman

Email: jonathangluckman@gmail.com

Cellphone: 0825233222

Postal address: Unit 700 15 on Orange Gardens Cape Town 8001

Preferred communication method: Email

Organisation:

Register as interested and affected party? Yes

Declaration of interest in the application: I do have a direct business, financial, personal or other interest in the application

Details: I own an apartment in Metropolis which is next door to the proposed development. I am concerned about value erosion

Comments:

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Thursday, 18 April 2024 13:21
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-18 11:20:31

Name: Johann Mynhardt

Email: jmynhardt@gmail.com

Cellphone: 0836026114

Postal address:

Preferred communication method: Email

Organisation:

Register as interested and affected party? Yes

Declaration of interest in the application: I do have a direct business, financial, personal or other interest in the application

Details: Concern about impact on Metropolis building

Comments:

Files uploaded:

Link to PDF version of this comment:

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Thursday, 18 April 2024 17:08
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-18 15:08:23

Name: Alistair David Lamb

Email: adlamb53@gmail.com

Cellphone:

Postal address:

Preferred communication method: Email

Organisation:

Register as interested and affected party? Yes

Declaration of interest in the application: I do have a direct business, financial, personal or other interest in the application

Details: I am a private owner of two units in Quayside, facing Prestwich Street and proposed development.

Comments:

I raise an objection on the following basis. Although it makes sense to develop this area in some way, the proposed 11/12 storey tower facing Buitengracht is the specific point of concern, of similar height to closely adjacent Quayside. It is completely insensitive to the owners and residents of Quayside, who (together with neighbouring complexes) have been instrumental in recent years in catalysing the residential character of this area of the CBD. It will impose considerable negative impact on Quayside, blocking light, reducing amenity value and force residents to stare close-up at concrete and glass. I invested my personal savings in Quayside, and the proposed development will doubtless negatively impact on the value of my apartments and the ease of any re-sale.

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Link to PDF version of this comment:

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Saturday, 20 April 2024 15:02
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-20 13:01:35

Name: Nicole Obers

Email: nicmob67@gmail.com

Cellphone: 0832642065

Postal address: Unit 707 Metropolis
32 Prestwich St
De Waterkant
8001

Preferred communication method: WhatsApp

Organisation: BedEdOne Investment Holdings Pty Ltd

Register as interested and affected party? Yes

Declaration of interest in the application: I have no direct business, financial, personal or other interest in the application

Details:

Comments:

I am opposed to the development which will impact on my privacy with the proposed apartments looking directly into mine, I will have less sunlight in my apartment as a result of the development being directly in front of my apartment, the development will add additional traffic congestion to already congested Prestwich onto Buitengracht and I will lose my view. I own a business that operates a few apartments in Metropolis for AirBnB rentals and the main appeal to guests is having a view of Table Mountain. The blockage of the view together with the noise and dust from any construction works would definitely impact negatively on my business. As I employ staff, the drop in revenue would likely result in my having to downscale and retrench staff.

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Link to PDF version of this comment:

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Sunday, 21 April 2024 23:52
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-21 21:51:28

Name: Gideon Snyman

Email: giepie27@gmail.com

Cellphone:

Postal address:

Preferred communication method: Email

Organisation: Private

Register as interested and affected party? No

Declaration of interest in the application: I do have a direct business, financial, personal or other interest in the application

Details: I am the owner of unit 609 and depend on rental income from the unit to support family. The development will have severe detriment to the desirability of the unit for tenants. This unit has a beautiful view of Table Mountain and this view will be blocked in case the proposed development moves forward. This will have a negative effect on the value of the property and also the views. Please do not hesitate to contact me incase you require any additional information.
Sincerely yours

Comments:

No comments

Files uploaded:

Link to PDF version of this comment:

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Kelly Gilmour

From: Infinity Environmental - Info
Sent: Monday, 22 April 2024 06:53
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-22 04:53:26

Name: Didier Falomi

Email: didierfalomi@gmail.com

Cellphone:

Postal address: 34 prestwich st, Quayside 904
8001 Cape Town

Preferred communication method: Email

Organisation:

Register as interested and affected party? Yes

Declaration of interest in the application: I have no direct business, financial, personal or other interest in the application

Details:

Comments:

As an owner of an apartment in Quayside, Prestwich street 34, I hereby oppose to the new development as is proposed for the following reasons. 1. I think that it's scandalous that the only way for Cape Town council to honor the heritage of the only piece of land not yet build upon, of the first ever Dutch Reformed Church's cemetery, plot 9565, and also the only plot that has not been archaeologically exhumed, is to build a 12 Storey building, is really not the best way to honor our heritage. 2. With the current proposed 12 floors on plots 735 and 9565, which would be less than 10m away, it would completely block my apartment from any sunlight. Has a shadow study been made? 3. I believe that the proposed development would be a visual intrusion, and will overwhelm, the heritage building, Western Cape Provincial Government Pavement Testing Laboratory. 4. I believe that the proposed development on plots 9565 and 735, which is currently zoned as T2, would overwhelm Rosebank College's located (corner of Somerset Road and Buitengracht Street), Grade II heritage context. 5. I consider the insertion of new buildings into an existing townscape as a visual intrusion, particularly upon the identified

heritage resources, upon Prestwich street, Somerset Road and Chiappini Street, contributing to the obstruction of views of others within the area. 6. I feel that the building is so unattractive and intrusive that it exceeds legitimate expectations, and seeing as the regulating authority, has approved Quayside's balconies, that this proposed new development would effectively destroy the utility of the balconies as such, and with the degree of overbearing intrusiveness of a 12 floor building to be built less than 10m away. 7. There would be a financial lost to my property, due to a 12 floor building being less than 10m away from my balcony. Kind Regards Didier Falomi Quayside 904

Files uploaded:

Link to PDF version of this comment:

https://www.infinityenv.co.za/index.php?option=com_rsform&task=plugin&plugin_task=admin_pdf&hash=4d1cb398eb9659bfa34e05fe235ee2c4

Kelly Gilmour

From: Infinity Environmental - Info
Sent: Tuesday, 23 April 2024 10:07
To: Infinity Environmental - Participation
Subject: New submission for Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

New website form submission: Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

Submitted at: 2024-04-23 08:06:49

Name: Matthias Wobrock

Email: matthias.wobrock@gmail.com

Cellphone:

Postal address: 905 Quayside
34 Prestwich Street
8001 Cape Town

Preferred communication method: Email

Organisation:

Register as interested and affected party? Yes

Declaration of interest in the application: I do have a direct business, financial, personal or other interest in the application

Details: I am the owner of apartment 905 at Quayside

Comments:

Dear Sirs I have the following objections to the proposed development. 1) Heritage The plot is a historical cemetery site and I therefore do not think it should be excavated. In addition, few historical plots in Cape Town remain to be conserved for future generations to remember the origins of their city. The proposed development degrades the heritage site and obstructs visual and physical access to it, rather than honoring it. 2) Townscape The outline of the proposed buildings does not match the elegant architecture and style of the De Waterkant area. In my opinion these proposed developments put profit maximisation over sound and cohesive urban planning. They are large, literal blocks. They lack atmosphere and attractiveness and there is no graduation or nuance in the building line. There is also no terraced layout as there is with Quayside which could make the higher storeys appear less oppressive. The proposed developments appear as a wall that blocks off views into De Waterkant from busy Buitengracht Street and the city centre and vice-versa, making the townscape less harmonic and

less attractive for residents and visitors. Tourism is a major income stream for Cape Town and I believe that developments such as this dilute the charm and character of the city. 3) Congestion Buitengracht is Cape Town's main traffic entry and exit point for commuters from the Northern suburbs. Traffic in Buitengracht, Somerset Road and Prestwich Street is already extremely congested and barely moves during mid day and rush hour. I can observe this every day from my apartment at Quayside. Adding a new high rise building in this high traffic intersection will result in even more congestion and crawling traffic. Has a traffic analysis been conducted that could be shared? 4) Quality of life The Quayside building's floors 6 and upper are, as far as I know, designed for a purely residential living experience. The living quality for Quayside's residents will be drastically diminished by cornering the building, in particular its left wing, with two narrowly fit, big building blocks that will be taller than Quayside and other neighboring residential buildings. This will lead to reduced access to natural light, reduced or removed views, significantly reduced privacy as well as additional congestion for Quayside residents. A bigger outline and more stories might increase profitability but it will be at the cost of all existing residents of Quayside, Metropolis and Dockside. My request to you is to build the new developments no higher than 6-8 floors to retain some structural cohesion and line of sight of this beautiful area, and the quality of life for residents living in the existing buildings. 5) Property value The Quayside apartment building's architectural key feature are its generous balconies overlooking Table Mountain. Removing the view will significantly diminish the property value of the complex. Sincerely Matthias Wobrock

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Thursday 25th April 2024

Proposed Provincial Pavement Testing Laboratory (PPTL) Site Enablement

33 Chiappini Street Cape Town: Erven RE-734, 735, 737, 738-RE, 739, 9564 and 9565. Provincial Pavement Testing Laboratory (PPTL)

DWCA COMMENTS

The DWCA acknowledges and refers to the The Western Cape Government Department of Infrastructure and the City of Cape Town's proposal for a residentially led mixed-use development of the Provincial Pavement Testing Lab site bounded by Somerset Road, Chiappini Street, Prestwich Street and Buitengracht Street in Cape Town. The proposal will include space allocated for residential and business-related opportunities. The site is located on Erven 734-RE, 738-RE, 735, 737, 739, 9564 and 9565 Cape Town ("the property").

The property has an important presence in the broader De Waterkant precinct and bordering the Heritage Protection Overlay Zone and is therefore of great interest to the De Waterkant Civic Association.

A. Comments

In principle, the DWCA supports this proposal.

And other than the Comments as noted below, the DWCA supports the Heritage Impact Assessment conclusions and recommendation.

Whilst we acknowledge that many of our Comments and our primary concerns are not necessarily Heritage-related and are more centred on land use management and departures and planning applications, we are however taking the opportunity to table the following Comments;

a. Bulk

- i. The DWCA supports the Option 3: Medium Bulk with limited basement version.
- ii. That is the lowest-bulk proposal, which we support.

b. Height

- i. The DWCA has a primary **concern on building heights**. We acknowledge the step down of the portion of the development off Buitengracht, and to a lower 4-7 storey building height along Somerset Road.
- ii. The DWCA would like to see closer to the 4-storey height rather than 7-storey height along this section.
- iii. The DWCA is concerned with promoting a relatively uniform and homogenous streetscape along Somerset Road and an over-arching visual appearance with consistency of height, form and scale forming a positive street interface in the specific area.

a. Traffic

- i. The DWCA notes that access off the **road network for vehicles is limited** to Prestwich Street. We are concerned that with an additional \pm 300 residential



units coming on stream, this will give rise to **significant increase in vehicular traffic**. We acknowledge the public transport nodes and routes which will mitigate and reduce passenger vehicle traffic. But there will be a significant increase in minibus taxi vehicles, passenger, e-hailing and residents' vehicle traffic in the precinct. The DWCA is concerned the road network, road capacity, intersection management and traffic flows will lead to significant congestion.

- ii. Further, the DWCA notes that **parking is limited** to a mini basement. The fact is that notwithstanding availability of public transport nodes and routes which will mitigate and reduce parking demand, there will be a significant increase in the number of vehicles and visitors and deliveries looking to park in-and-connected-to this residential development. The City of Cape Town has established parking ratios and policies for residential developments of this nature. They need to apply them.
- iii. Following on from the above, the DWCA requires **adequate provision is made for layby parking bays**, e-hailing dropoff-collection bays and areas, taxi dropoff-collection points and bays, visitors parking, and adequate provision of loading zone parking bays.

The over-arching concern is one of traffic impact, on-street parking management, and provision of adequate number/extent of parking facilities to serve this development.

B. Interested and Affected Party

The DWCA remains an interested and affected party I&AP and we accordingly expect and request that the landlord and the City of Cape Town undertakes as far as practically possible, and that all consultations, proposal documentation, planning approvals, appeals processes, and/or subsequent amendments be communicated to DWCA through the undersigned and chair@dwca.co.za. Thank you.

Thank you for your engagement with the DWCA and we remain available for any consultation with regard to the proposal. Assuring you of our best intentions at all times.

Kind regards,

Spider Clark

Built Environment Sub-Committee, DWCA

Mobile 0836003211

Email chair@dwca.co.za

Signed electronically



CITY HERITAGE COMMENT TO HERITAGE WESTERN CAPE ON NHRA APPLICATIONS

PART 1 SITE AND PROPOSAL PARTICULARS		Case No:	HWC case no 23061502
Site address	33 Chiappini Street, Cape Town (Provincial Pavement Testing Lab site)		Erven 734-RE, 735, 737, 738-RE, 739, 9564 and 9565
Owner	Western Cape Government	Applicant	Sarah Winter Contact sewinter@yebo.co.za
Proposal summary	Redevelopment around existing building with a new building envelope ranging between 4, 7 and 12 storeys along the various site edges to allow for residential units/ mixed uses and associated landscaping.		
Previous HWC submission	Has the work started? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/>		
Conservation body	City Bowl Residents and Ratepayers (CIBRA)		

OFFICIAL USE ONLY

PART 2: HERITAGE TRIGGERS & SIGNIFICANCE				NHR Act Section: 38	HPOZ <input type="checkbox"/>	Detail: Proposed HPOZ: Green Point Burial area	Declared PHS <input type="checkbox"/>
2013 – 2018 Heritage database (as displayed on CityMap viewer)	National I <input type="checkbox"/>	Provincial II <input type="checkbox"/>	Metro IIIA <input checked="" type="checkbox"/>	Neighbourhood IIIB <input checked="" type="checkbox"/>	Street Context IIIC <input type="checkbox"/>	Potential IIIC <input type="checkbox"/>	NCW 4 <input type="checkbox"/>

Summary Statement of Significance:

The site of the existing Soil Lab has a heritage grading of 3B. Statement of significance: C1921 buildings of historical interest built on portion of the old DRC burial ground on Somerset Road. Earlier 20th century buildings. Has buildings on a burial ground that is of high significance. The remainder of the site has a heritage grading of 3A, as it forms part of the historical DRC burial ground.

PART 3: PRE-SUBMISSION CONSULTATION (HRS ADVICE TO APPLICANT)

E&HM has previously provided input into the overarching Foreshore Gateway Precinct Urban Design Vision and Framework master planning process (2021), with which this development proposal is associated. (The site was identified in that study as Blocks 18 – soil lab and 29 – road reserve).

E&HM representatives attended an initial online stakeholder meeting (19/10/2023) as well as a site visit together with the project consultants.

PART 4: CITY COMMENT ON PROPOSED DEVELOPMENT TO HWC

This does not in any way constitute approval or refusal of an application

Documentation: PPTL Heritage Impact Assessment Report Prepared by Sarah Winter and David Halkett, with input from Wendy Wilson, Melanie Attwell, Kathleen Schulz and David Gibbs, based on PPTL Conceptual Development Plan ('Option 3').	Rev	Dwg date
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Due to a technical circulation error, E&HM did not receive the HIA documentation on the correct date to allow for a 30 day comment period. The HIA was received on 17 April 2024 and it was agreed that E&HM would provide a comment by 29 April (8 working days). Please therefore note that this comment is provided as an interim input to avoid delays in the NHRA application process but, as arranged with the consultant, and will be followed up by a more comprehensive comment by the 9th May 2024 if necessary.

Introduction

The HIA (and its associated studies) is comprehensive and of a high quality. It provides extensive socio-historical, archaeological, visual analysis, settlement morphology and architectural information to contribute to an improved understanding of the site and its context. The HIA is commendable in its efforts to meaningfully include both tangible and intangible heritage informants and to find a balance between the need for increased accessible housing opportunities and the protection of the sense of place of the context.

It is noted that no separate townscape/ streetscape study was undertaken but that a built environment and landscape assessment has formed part of the HIA. The information provided in the HIA in this respect is considered sufficient.

The preferred proposal assessed in the HIA is an outcome of a conceptual development plan options report (September 2023). Objectives included **achieving a feasible development proposal to 'leverage significant land and to provide more affordable and / or social housing'**. It is interesting to note that, through the conceptual design process, it became apparent that the upper floor levels of parking affect feasibility negatively. The current option therefore results in improved feasibility and better efficiency than that of higher bulk options with a greater overall height. As such the outcome of the feasibility assessment aligns with spatial and heritage imperatives to achieve a balanced development that also protects the sense of place of the site and context. **In this regard, E&HM is supportive of the project's development vision: "To create a viable gateway development that embraces social and spatial transformation and respects the heritage value of the site."**

The proposed development

The proposal, option 3: PPTL Conceptual Development Plan, is for a mixed use residentially led development. It retains the Grade IIIA Soils Lab Building as a single storey building around a soft landscaped courtyard and proposes a new building of approximately 4 to 12 storeys high on the remainder of the developable area. The new building is arranged in an L-shape around the perimeter of the site forming a system of interlinking spaces internally for use by those on foot. The development proposal includes 310 residential units, of which 120 (39%) are earmarked for affordable housing, with 190 (61%) available to the open market.

Background

Foreshore Gateway Precinct Urban Design Vision and Framework ('masterplan')

The HIA acknowledges the role of the PPTL site within the Foreshore Gateway Precinct Urban Design Vision and Framework (2021). This CCT-driven masterplanning exercise identified potential densification opportunities and public space improvements within the precinct with a focus on publicly owned land parcels, and also included preliminary investigations of heritage aspects. It was endorsed by IACom in 2022 as a request for advice submission. The masterplan has no statutory or policy approval status but serves as an overall framework for future development.

During internal CCT commenting processes, E&HM previously noted a number of concerns with some of the spatial provisions included in the masterplan, in particular the scale of the line of proposed tower-block buildings along Buitengracht, the resultant loss of trees along Buitengracht, and the loss of important vistas of Cape Town's **iconic mountain panorama, i.e. Signal Hill to Lions Head to Table Mountain to Devils Peak** which frames the city and provides an exceptionally impressive aesthetic setting/backdrop to the city for which it has become world renowned for its beauty. At the time it was noted that a full visual impact study ought to have been done to test the impacts of these proposals. It was also argued that the proposals will result in an extension of the CBD across Buitengracht street as opposed to containment of the CBD and successful differentiating of character precincts of the area. The project relies on the following two main reasons as motivation for the substantial bulk proposed across the precinct: (a) extensive public realm improvements i.e. upgrades to Riebeeck Square, Prestwich square and the so-called **'Buitengracht stoep'**, and (b) **the need to provide inclusionary housing in some form**. Both these aspects, as positive and desirable as they are, are as yet without any procedural guarantees in terms of planning approval or development mechanisms. EHM also strongly advocated for the retention of the existing treelines along Buitengracht which is one of the few streets in the CBD which is tree planted to this extent and which offers a green link and entry into the city.

Given the high-level heritage analysis involved at this city precinct scale, certain assumptions and gaps in the heritage component of the masterplan are tested and addressed in this HIA. E&HM is supportive of the assessment, findings and recommendations of the HIA as it is underpinned by a more detailed, site-specific consideration of heritage values and impacts in the context. It is noted that a number of the concerns previously raised with respect to the masterplan proposals (noted in paragraph above), have been mitigated in the current PPTL site proposal.

The departmental view of the Urban Catalytic Investment unit of the City is that organs of state have an obligation to optimise the provision of affordable housing on public land in well located areas and that the 54m height previously proposed in the masterplan process should be pursued. This comment is included as an annexure, although it is not directly related to heritage matters. Commenting on S38 of the NHRA is delegated to the Environmental Management Department (of which is E&HM is part) therefore the position of E&HM is put forward as the main comment related to heritage assessment and heritage related concerns as requested. Further opportunities for departmental and public input will be provided by future statutory planning approval processes. See Annexure: *COMMENT ON HERITAGE IMPACT ASSESSMENT REPORT*, by Erna van Zyl dated 2024-04-28.

Heritage significance of site

E&HM notes the assessment of significance of the HIA and is in support of this. We also note that the whole landscape inclusive of the Soil Labs structures and the old cemetery has been assessed and regarded as a grade IIIa site. The branch is supportive of this assessment and assigned overall significance. The resultant indicators, developed to protect this identified significance, are considered appropriate. The positive assessment of the proposal in relation to the indicators are noted.

Assessment of impact

Assessment of the design proposal

E&HM is supportive of the development proposal, which acknowledges and incorporates heritage informants such the need for a lower scaled envelope to respond to the gateway condition of the site and the existing built context; the retention of trees and enhancement of landscaping, particularly along Buitengracht; and the retention of the existing Soil Lab building and the way in which the new bulk is positioned around it.

As noted in the HIA, Buitengracht Street essentially defines the edge of the central CBD and both it and Somerset Road are of local historical significance. Although the character has changed from predominantly fine scaled residential development to larger, consolidated blocks of offices and apartments, the built environment character still retains a certain coherence in terms of the remaining historical street pattern (including Chiappini and Prestwich Streets), cemetery walling, and heritage resources such as the Soils Lab Building, Prestwich Primary School, Salesian Institute, **St Andrew's Church and the Prestwich Memorial**. The area maintains visual connections to the encircling mountains which frame the City Bowl. A gateway implies a **change of character between one area and another and it is argued that the site's position at the intersection of Somerset Road and Buitengracht is a definite place where such a change should be visible.** The scaling down of bulk to a maximum height of 40m **and the further 'stepping down' of the form** is therefore considered an appropriate response to recognise the differentiated sense of place of this gateway area compared to the CBD 'proper' on the other side of Buitengracht.

Buitengracht Street is furthermore an identified Scenic Route, as is the extension of Strand Street as it becomes High Level Road. Visual impacts along this route are to be controlled to ensure that a sense of place and genius loci is conserved at strategic gateways and along the route. It is agreed that the intersection of Buitengracht Street and Somerset Road possesses distinctive gateway qualities marking the edge of the old city grid along Buitengracht and the linear expansion of the city along the Somerset urban corridor. The green planted edge along Buitengracht Street enhances its visual spatial qualities. The proposal takes sufficient cognisance of these informants. It is noted that the new buildings are proposed to be set back along the Buitengracht Street, Chiappini Street and Somerset Road edges to allow for a more generous pedestrian environment.

Other existing site features that are being retained and incorporated in the proposal include:

- the historical cemetery wall along Chiappini Street;
- the existing gate posts next to the Soils Lab on Prestwich Street;
- existing trees associated with the Soils Lab Building, including a very tall Plane Tree in the existing courtyard; and
- an established Peruvian Pepper Tree along Somerset Road. The space required around and above the Peruvian Pepper Tree creates a break between the Buitengracht Street tower and the building along Somerset Road, allowing views into the internal court of the scheme.

Socio-historical assessment

The PPTL site is located within an area formerly known as District One which is a place of social displacement, loss and trauma associated with a history of slum clearance, town planning schemes, transport planning and forced removals. The socio-historical study highlights this significance of the area and the role of the PPTL site within this context and explores opportunities linking tangible and intangible heritage. This detailed and comprehensive component of the HIA is highly commendable and should point the way for future work to address the continued recognition of intangible values in the conceptualisation of development proposals as well as informing meaningful interpretation in similar scenarios.

Archaeology

The site is located in a proposed heritage area - the Green Point Burial area. It is an identified proposed Heritage Area in terms of the NHRA as S36 (burials) and S35 (archaeology) are not City competences. E&HM notes the content and recommendations of the Archaeology assessment. It is considered that re-internment at Maitland Cemetery will be the most appropriate course of action, should this need arise.

Visual assessment

- EHMB supports the Visual Indicators that, with regard to tall building considerations, these should maintain a sufficient distance from historic heritage complexes and existing mature trees to avoid overwhelming or compromising their integrity.
- EHMB supports measures identified under 'Visual indicators' for Tree Retention and Mitigation, namely, allowing sufficient space for retained tree canopies to prevent encroachment by building elements, and to avoid disturbance to the root zones of trees to be retained and consider replacement with trees of sufficient scale to mitigate visual impacts.

Environmental input

The following input is provided by E&HM (Environment) in response to the landscaping and open space aspects of the proposal:

EHMB supports the Proposed Landscape Plan by OVP, dated Nov 2023, the Landscape Plan Design Guidelines, and the conceptual development proposal, as an indicative representation of trees to be retained, areas of new planting and landscaping, and proposed building footprints and massing and new public open spaces.

- The rationale informing the identification of certain trees and planting patterns as heritage resources and valuable visual aesthetic resources which contribute to the urban cultural landscape environment, as identified on the LP and in the HIA for future retention and incorporation in the conceptual development proposal, is supported.
- The landscape framework plan attempts to enhance pedestrian movement by linking the site with the Prestwich memorial, St. Andrews Church, Prestwich Primary school and the Salesian institute with new pedestrian routes through the site. This is supported.
- EHM also supports the removal of trees considered to be of low or medium significance where these limit the development footprint and where their removal is addressed by new replacement trees indicated on the concept proposal, with the exception of the Peruvian Pepper tree, which is already indicated on the proposed Landscape Plan and Architectural Guidelines for retention, by the professional team.
- EHM agrees that patterns of tree planting, including the avenues of trees along Buitengracht Street, and a mature plane tree located within the courtyard of the soils lab building, and Peruvian Pepper tree, contribute to the site's visual-spatial properties and should constitute the heritage indicators for tree conservation and future planting. Although the Peruvian Pepper Tree is to be retained as a feature tree in the proposed courtyard, as indicated on the proposed Landscape Plan, it is not included as a heritage indicator and should be included, given its aesthetic value.
- The celebration of the London plane tree in the Soils Lab courtyard, and the large Peruvian pepper tree as a landscape feature in the proposed courtyard and pedestrian route through the site linking Somerset Rd to Prestwich Street, are supported for retention and inclusion in the conceptual development proposal.
- The existing planting pattern of dense tree planting with a double row of trees indicated on Buitengracht Street, as part of this larger linear planting pattern, is supported. The continuity of the green canopy is identified as a visual resource and EHMB supports the recommendation that the existing trees on Buitengracht Street should be incorporated into the designs for sidewalks and pedestrian plazas. These trees will also provide visual amenity on the scenic route.
- Regarding tree-planting adjacent to the tower on Buitengracht Street, EHM supports the allowance for at least one additional line of trees close to the property boundary to reinforce the existing tree planting along Buitengracht Street. Retaining the road reserve as a soft landscape open space until needed for road widening is supported.
- EHMB supports the concept of the courtyard adjacent to the Soils Lab Building as a landscaped space with the existing trees retained.
- EHMB supports the proposed mitigation measures to protect and conserve the trees. This aspect of the Architectural Guidelines must inform the SDP.
- EHMB supports the inclusion of managing surface / ground levels to facilitate preservation of existing established trees and hard and soft landscaping.

- EHMB agrees with the recommendation for detailed landscape plans, by a qualified landscape architect, to be included with building plan submission. This should be in accordance with the proposed Landscape Plan (OVP, Nov 2023).

General

The positive outcome of the heritage assessment in relation to the indicators is noted, in particular the following:

- The proposal responds positively to the gateway role of the site at the intersection between Buitengracht Street and Somerset Road as well as the threshold condition at the intersection of Chiappini Street and Somerset Road.
- It allows for a gradation of height and bulk across the site responding to a variety of urban and heritage conditions.
- It has carefully considered the need for a positive interface with the Prestwich Memorial/ St Andrews Church Grade II heritage context, the Salesian Institute and the retained Soils Lab Building.
- There is strong emphasis on creating a positive public environment in terms of active street edges, pedestrian movement and tree planting.

E&HM is in agreement with the above assessment.

Conclusion


The HIA and accompanying studies comprehensively set out relevant heritage information and indicators.

E&HM notes and agrees with the assessment of the HIA which confirms that the design generally complies with the heritage indicators.

E&HM is supportive of the recommendations for mitigation and further requirements and conditions of approval. These specifically include:

- That the development proceed largely in accordance with the development proposals as indicated in Figure 12 and 13 of the HIA report.
- That the future development of the site be largely in accordance with the architectural guidelines as well as the Landscape Framework Plan attached to the HIA report as Annexures H and I, respectively.
- Deviations from the principles and objectives of the architectural guidelines will need to be submitted to HWC for approval.
- It is noted that any alterations to the Soils Lab Building to accommodate its reuse are subject to a Section 34 application to HWC with consideration of the indicators contained in the HIA and involving the input of an architect with heritage expertise.
- That an archaeological testing and monitoring programme be prepared for approval by HWC and that issues relating to extent of clearance, reburial, storage and permitting be resolved prior to any development activity occurring on site.
- That a commemoration plan be prepared for the P TTL site informed by the recommendations of the social-history study.

In conclusion, E&HM is supportive of the Conceptual Development Plan (Option 3) as not negatively impacting heritage significance.

Support <input checked="" type="checkbox"/>	Support with conditions <input type="checkbox"/>	Not Support <input type="checkbox"/>	Official's Name: B.Irrgang	Official's Signature 
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UCI Ref. No. 18/2/3/2/3/6
WC DOI Ref. No. DOI12/8/1/P2/6
HWC Case No. 23061502

Attention: Dimitri Georgiades
cc: Maurietta Steward
cc: Berendine Irgang

COMMENT ON HERITAGE IMPACT ASSESSMENT REPORT IN RESPECT OF PROVINCIAL PAVING TESTING LAB (PPTL) : ERVEN RE-734, 735, 737, 738-RE, 739, 9564 AND 9565 CAPE TOWN

Dear Mr Georgiades,

Reference is made to the public notice published in the Atlantic Sun on 21 March 2024 inviting public comment between 22 March 2024 and 25 April 2024 as well as the EHM Department's arrangement with the consultant/service provider to submit its comment by 29 April 2024 with the proviso that the EHM Department will have time until 8 May 2024 to finalise the City's integrated comment. EHM being the responsible branch to coordinate an integrated/consolidated comments on behalf of the City in the statutory heritage process. Herewith please find UCI's input into this process to assist in preparing the submission to Heritage Western Cape.

Background

Council mandated UCI in 2020 to undertake the planning for the public land made available through the amendment of the Buitengracht Road Scheme, which was the catalyst for this project. The approval and new road alignment was granted and gazetted by the WCG in January 2023.

The origin and purpose of the PPTL project: The proposal to achieve "marriage value" between CoCT land and the abutting Provincial land at the PPTL was identified in the Gateway Masterplan (2021) in order to optimise the provision of affordable housing on strategic located public land. As a result of this proposal, WCG applied to CoCT: Property Management for the acquisition of the portion(s) of Road Reserve (referred to as Block 29) to enable the consolidated PPTL project.

In order to leverage the intended Public Good from this consolidated site, it is logical that the highest and best use should inform the concept, taking social (including heritage, housing needs and gentrification), economic (valuation of the City land for acquisition by WCG and provision of parking) and built form (design of building around a Peruvian Pepper tree and appropriate height) considerations into account.

UCI briefed the service providers at the start of their appointment on the contextual analysis and vision in the Gateway Masterplan (including the PPTL site.) The vision proposed a balanced height proposal for Lower Buitengracht Street, taking various factors into consideration including the draft heritage overlay zone regulations applicable to the Bo Kaap, input from the public during the Bo Kaap LSDF consultation process, the change in slope (topography) from the Bo Kaap to the Foreshore, the height on both sides of the Buitengracht corridor into the Cape Town CBD. Trade-offs were made between existing precedents on tall buildings approved in the immediate vicinity of the Lower Buitengracht Street

and sensitive heritage sites in the area, which resulted in the City's vision for the area to achieve a balanced outcome.

Project packaging of the Buitengracht Street blocks commenced during 2022 and the City sought advice from IACom on the proposed vision. IACom endorsed the Urban Design Vision for the Gateway Masterplan on 13 April 2022 including the scale and massing of all proposed development blocks along Buitengracht Street (Blocks 25 – 31 of which PPTL is referred to as Block 29). The City has since obtained a ROD from IACom on Block 28, in line with the Gateway Masterplan proposals at a height of 60m. In addition, the proposals for Blocks 25 – 27 were incorporated into the approved Bo Kaap LSDF as City policy.

In the testing of various development options during the concept development stage of the project, UCI provided various comments on achieving an appropriate development on Block 29, the most pertinent/relevant of which are mentioned below.

UCI comment on HIA

Organs of state (Province and City of Cape Town) have an obligation to optimise the provision of affordable housing on public land in well located areas and thus have to take every effort to use public land to its highest and best use. This is especially important where a maximised development envelope can assist to deliver such affordable housing as restitution in a context of historic dispossession and gentrification in the subject area. To achieve feasibility, the full 54m height endorsed by IACom should be pursued. In addition to aiding feasibility, this will also assist with spatial definition and thus placemaking around Prestwich Square, an important cultural space in this part of the city. It is recognised that Options 1a and 1b were discarded in the testing of the options by WCG, but an appropriate parking ratio was not applied in the testing of the development options, which has compromised the outcome.

The relocation/removal of the Peruvian pepper tree is recommended to ensure that the potential future built form of this prominent city block is not determined and compromised by a single exotic tree. The framing of the Prestwich Square was described/explained in the Gateway Urban Design Framework, which is now compromised through the proposed bulk and massing of Chosen Option 3. Retaining this tree also results in the loss of residential opportunities within the development.

In order to achieve feasibility and enable the intended residential led development that will require the cross subsidization between market units and affordable units, a reasonable amount of parking bays should be included in the proposed development. Current developments in the CBD are not required to provide parking bays due to the CBD Overlay. However in the transition from prioritising cars to pedestrians and public transport, a minimum parking ratio should be applied to the proposed development. The provision on only 8 bays to this development is not considered feasible.

Conclusion

Kindly include the above input into the consolidated City comment. I assume the prescribed internal dispute escalation procedure will be followed should you disagree with any of the above input. Kindly provide me with a copy of the final comments submitted. Do not hesitate to contact UCI should you require any additional information on the PPTL project.

Yours faithfully

Erna van Zyl

Annexure K: HIA Open House Poster Presentation



HERITAGE IMPACT ASSESSMENT : PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY SITE ENABLEMENT

PROJECT DESCRIPTION AND PROCESS

Project Title:

The enablement of Erven 734-RE and 738-RE, Cape Town and a Portion of Buitengracht, Riebeeck Street and Somerset Road Reserve namely Erven 735, 737, 739, 9564 and 9565.

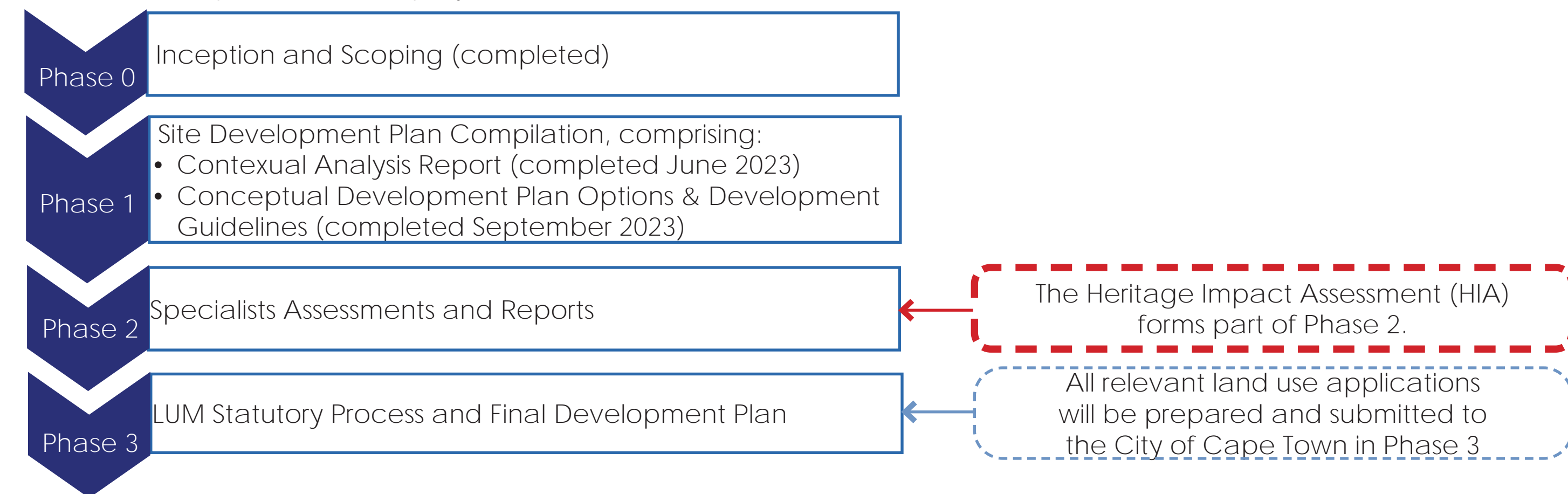
Client: Western Cape Government: Department of Infrastructure

Professional Team:

NM & Associates Planners and Designers (Project Lead)
 Archaeo Adventures t/a Sarah Winter Heritage Consultant
 Arvind N Bhawan Professional Land Surveyors
 C&A Friedlander Attorneys
 E2C – Electrical Engineers
 Infinity Environmental
 Innovative Transport Solutions (Pty) Ltd – Transportation Engineering (ITS)
 Nadeson Consulting Services – Civil Engineering
 OVP Associates cc Landscape Architects
 Talani Quantity Surveyors

Project Phasing:

There are four phases to the project:



Project Area:

The subject sites are located below De Waterkant and well located in relation to the Cape Town CBD, the V&A Waterfront and Foreshore areas (refer to Figure 1). The subject sites are bounded by Chiappini Street in the north, Somerset Road to the west, Prestwich Street to the east and Buitengracht Street to the south. The gross area extent of the developable portion of the subject erven is approximately 6690m² (0,67ha) (refer to Figure 2). The Provincial Pavement Testing Laboratory (PPTL) or Soils Lab Building/s are currently located on Erven 734-RE and 738-RE, Cape Town, under the custodianship of the Western Cape Government. The other portions form part of a deproclaimed road reserve which are in the process of being incorporated into the project site so that the properties can be developed together as a single consolidated site (Refer to Table 1).

TABLE 1. SITE DETAILS

Erf Number	Erf 734-RE, Cape Town	Erf 738-RE, Cape Town	Erf 735, Cape Town	Erf 737, Cape Town	Erf 739, Cape Town	Erf 9564, Cape Town	Erf 9565, Cape Town
Zoning	MU3	MU3 and GB7	TR2	TR2	OS2, MU3 and TR2	OS2, MU3 and TR2	TR2
Area extent of the developable portion	±5496 m ²		±1198 m ²				
Existing land use	PPTL / Soils Lab Building		Road Reserve				
Custodianship	Western Cape Government		City of Cape Town				

Zoning: (Refer to Table 1 and Figure 3)

The General Business 7 (GB7) and Mixed Use 3 (MU3) zonings are not only appropriate for the proposed development of the site but also generous in terms of floor factors, height and coverage and highly permissive of a range of land uses. Rezoning will be required for the Transport Zone 2 (TR2) zoned areas of the site to a more appropriate zoning as TR2 is only for public road purposes and does not permit residential or commercial land uses.

The subject properties fall within the CBD Local Area Overlay Zone which means that the properties along Buitengracht Street, Somerset Road and Prestwich Street, notwithstanding that they may be zoned MU3, are permitted to develop in accordance with the development rules of the GB7 zone.

It is proposed to make the following land use applications to the City of Cape Town, among others that may become necessary as the planning process unfolds.

- Subdivision of Erven 735, 737, 739, 9564 & 9565 into 2 portions (a road reserve portion and a PPTL development portion)
- Rezoning of PPTL development portions of Erven 735, 737, 9564 and 9562 (Cape Town) from Transport Zone 2 (TR2) to Mixed Use 3 (MU3)
- Rezoning of the General Business 7 (GB7) portion of Erf 738-RE (Cape Town) to Mixed Use 3 (MU3)
- Consolidation of Erven 738 & 734-RE (Cape Town) and the PPTL development portions of Erven 735, 737, 739, 9564 & 9565 (Cape Town)

The conceptual development proposal and guidelines for the proposed consolidated subject sites are assessed through the HIA process.

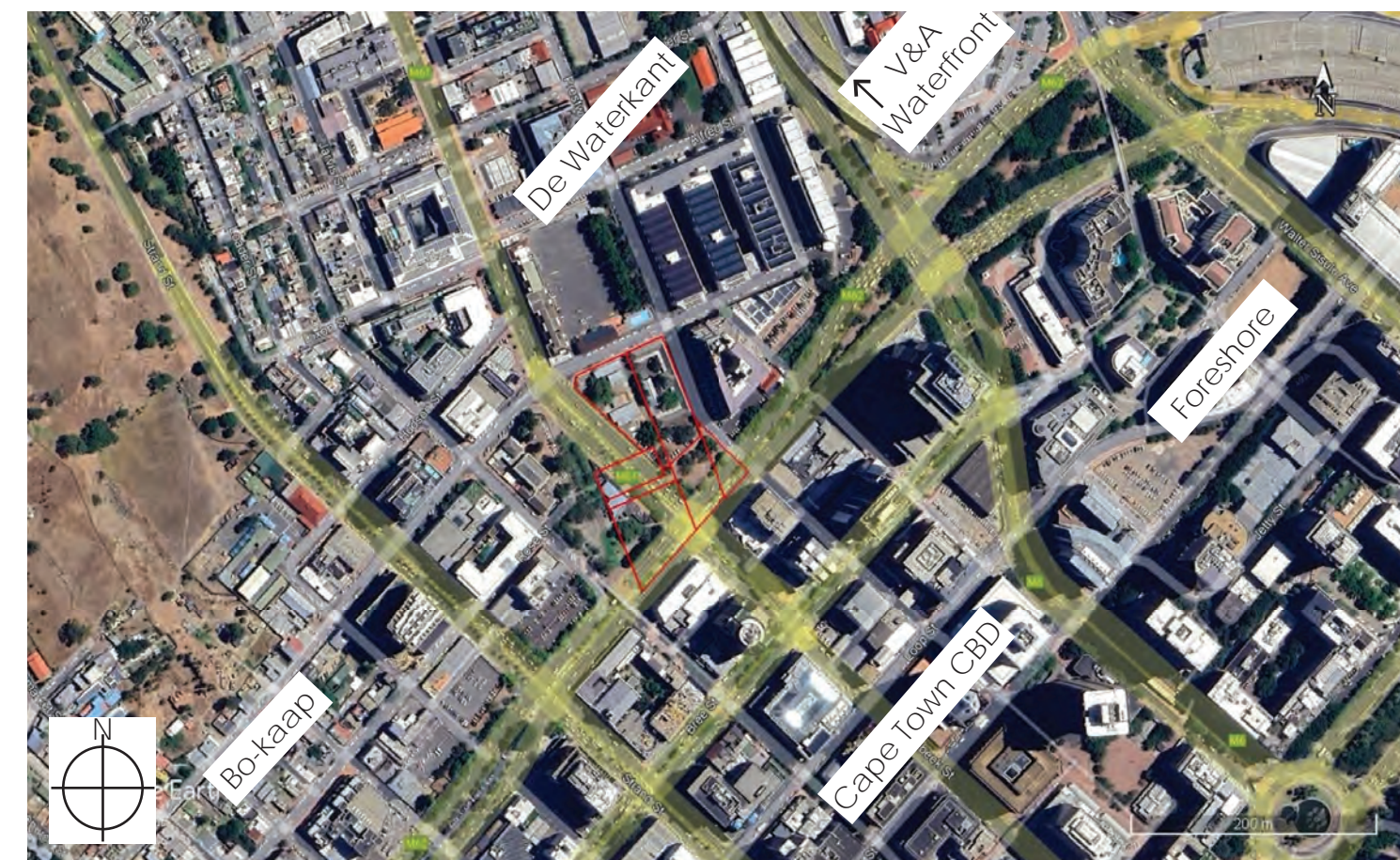


Figure 1. Broad geographical context of the affected erven, outlined in red, on the intersection of Somerset Road and Buitengracht Street. (Source: Halkett 2024)

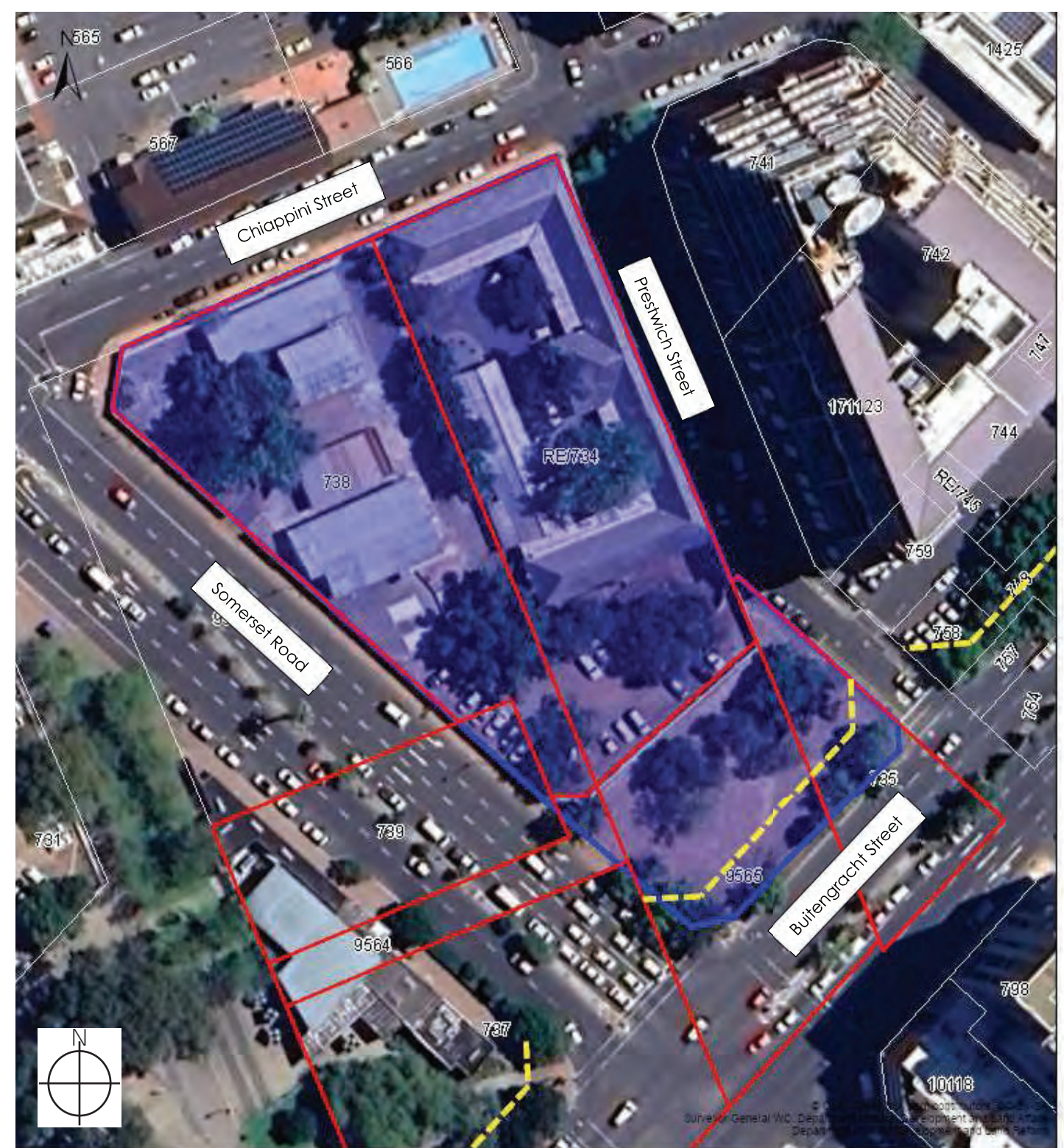


Figure 2. Project Area (Source: WCG DOI 2023)

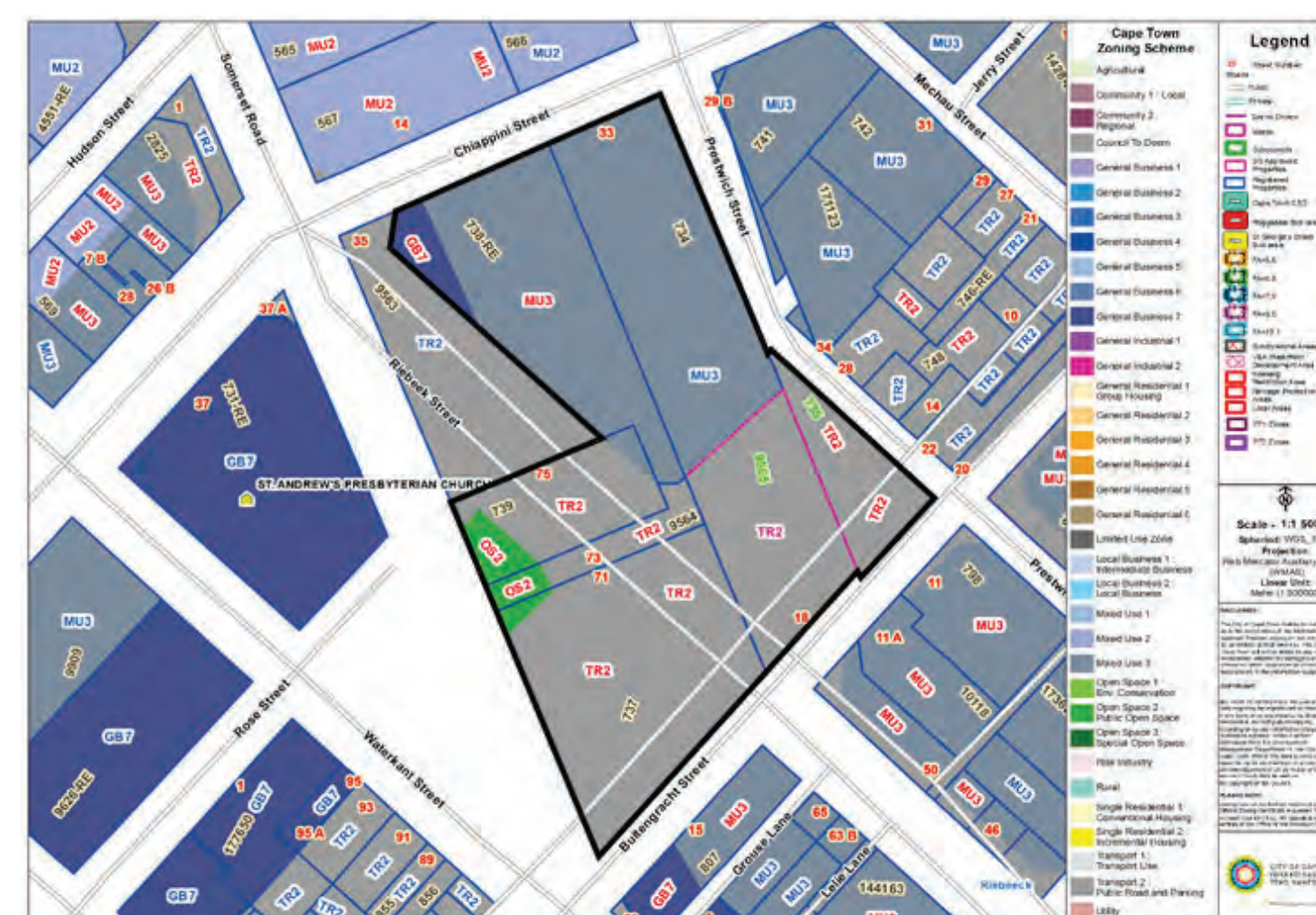


Figure 3. Existing zoning of the affected erven (indicated with black outline) (Source: City of Cape Town, 2023 - <https://citymaps.cape-town.gov.za/EGISViewer/>)

HERITAGE IMPACT ASSESSMENT : PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY SITE ENABLEMENT

IMAGES OF THE EXISTING SITE



Key to site photographs (Basemap: Google Earth 2024)



11. Somerset Road/ Buitengracht Street view to site (Gibbs, 2024)



18. View west up Chappini Street, historic site walling on left (Winter, 2024)



12. Buitengracht Str view north-west to site (Gibbs, 2024)



19. Site entrance on Chiappini Street (NM&A, 2024)



1. Somerset Road view south-east (NM&A, 2023)



6. Somerset Road view south-east to Buitengracht Street (NMA, 2023)



13. Prestwich Street view north-west, site on left (Gibbs, 2024)



20. Entrance to site off Chiappini Street, prefabricated buildings on right (NM&A, 2024)



2. Chiappini Street / Somerset Road intersection, view east to site (NM&A, 2023)



7. Somerset Road view from site to Prestwich Memorial (Sarah Winter, 2024)



14. Prestwich Street view south-east, site on right (Gibbs, 2024)



21. Remaining historic wall on Chiappini Street (Winter, 2024)



3. Somerset Road view north-west (Sarah Winter, 2023)



8. Somerset Road view from site to St Andrew's Church (Sarah Winter, 2024)



15. Site entrance (bricked closed), off Prestwich Street (Winter, 2024)



22. View from the Soils Lab courtyard entrance (Winter, 2024)



4. Somerset Road view south-east (NM&A, 2023)



9. Fan walk views looking south-east and north-west (NMA 2023)



16. View down Prestwich Street to Soils Lab building, Salesian stone boundary wall (left) (Winter, 2024)



23. Soils Lab Building courtyard interior views (Winter, 2024)



5. Somerset Road view north-west to Chiappini Street intersection (NM&A, 2023)



10. Buitengracht Street view south-west (site on left) (Sarah Winter, 2024)



17. Prestwich Chiappini Streets intersection, entrance to Soils Lab building (Gibbs, 2024)



24. Soils Lab Building courtyard interior views (NM&A, 2024)



25. Closed entrance on Prestwich Street (Winter, 2024)

HERITAGE IMPACT ASSESSMENT : PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY SITE ENABLEMENT

CONCEPTUAL DEVELOPMENT PROPOSAL

Development Vision:

“To create a viable gateway development that embraces social and spatial transformation and respects the heritage value of the site”

Proposed Land Use

The Conceptual Development Proposal is a residentially led development comprising a mix of uses as follows:

Residential:

The new building will provide approximately 310 residential units. Residential accommodation will be located above ground floor level across the new development blocks. The unit mix comprises 39% affordable / social units, located in the Somerset Road / Chiappini Street block, and 61% open-market units, located in the Buitengracht Street tower. The affordable / social residential units are predominantly 2-bedroom units ($\pm 45m^2$ - $\pm 60m^2$), while the open-market units are predominantly studios ($\pm 30m^2$ - $\pm 32m^2$ in size) with a small number of 1-bedroomed units ($\pm 32m^2$ - $\pm 35m^2$). See Table 1.

TABLE 1. CONCEPTUAL DEVELOPMENT PROPOSAL RESIDENTIAL USES

Unit type	Affordable residential units in the Somerset Road / Chiappini Street Block	Open market units in the Buitengracht Street tower
Studios	6	120
1-bedroom units	0	20
2-bedroom units	114	50
Subtotal	120 (39%)	190 (61%)
Total	310 units	

Business-related uses:

The business-related uses occupy the ground floor of the new buildings, and the ground floor and existing basement of the Soils Lab building. This allows for the potential of a mix of retail and office activities to activate the street frontage and internal courtyards.

Retail type activities will include restaurants, cafes, takeaways, small service-related convenience shops such as hairdressers, cell phone repairs etc. It is proposed that the ground floor of the Buitengracht Street tower accommodates a small convenience retail anchor tenant to service the local area and residents on site. The Soils Lab building at ground floor level is proposed to be repurposed for community-orientated retail. The basement of the Soils Lab has been identified for use as co-working environment / offices.

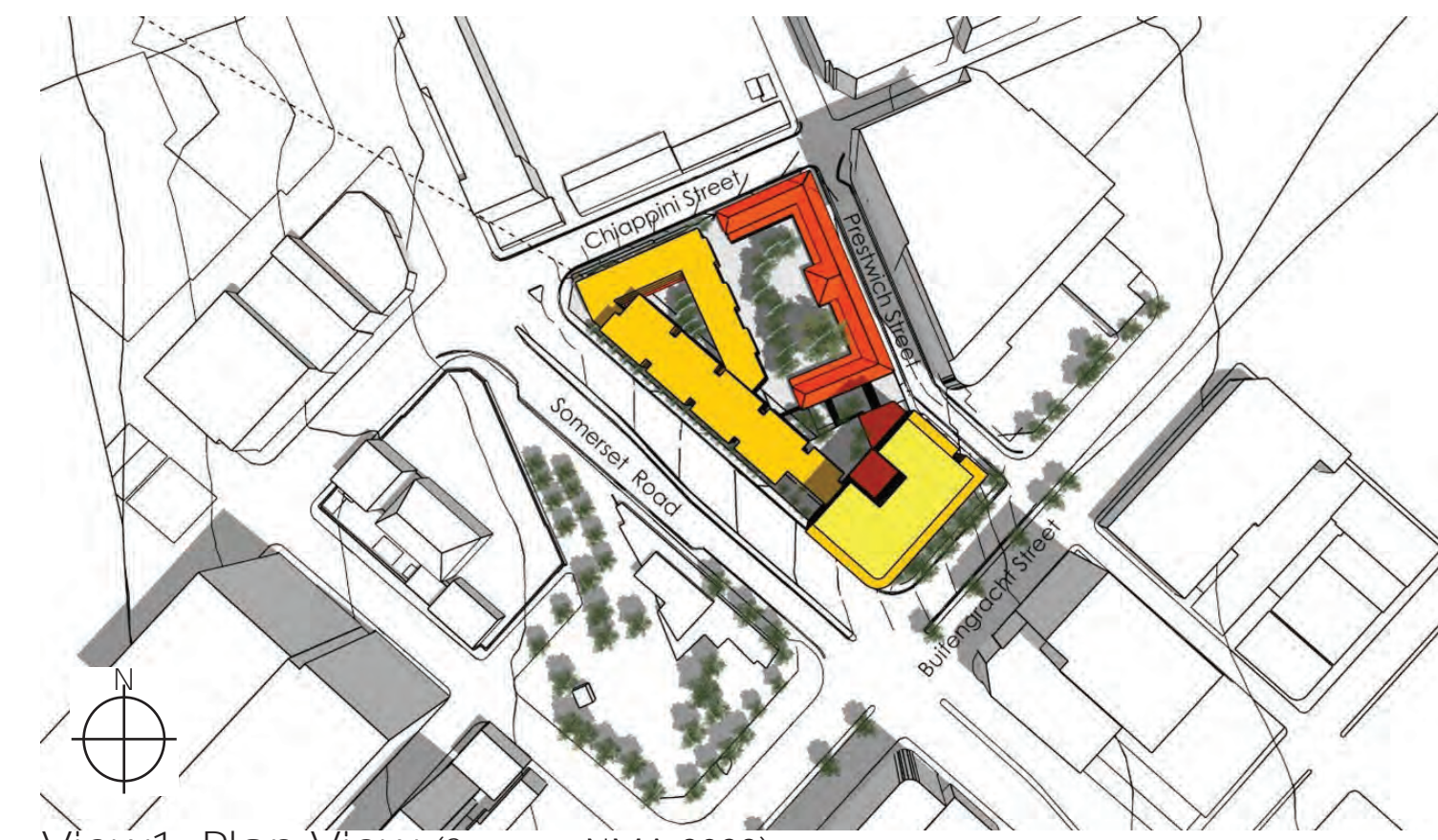
The gross floor area measures approximately 3432m² in extent. Refer to Table 2.

TABLE 2. SUMMARY TABLE BUSINESS-RELATED USES (SPLIT BETWEEN RETAIL AND OFFICE TYPE ACTIVITIES)

		Location	GFA (m ²)	GLA (m ²)	Total GLA (m ²)	% split
1	Retail (convenience supermarket)	Ground floor of Building B (tower)	752	601,6	2072	75,47%
2	Other retail (incl restaurants, cafes, take-aways, small service-related convenience shops such as hairdressers, cell phone repairs etc)	Building A ground floor (Somerset Rd & Chiappini Street)	809	647,2		
		Soils Lab ground floor	1029	823,2		
3	Co-working environment / offices in Soils Lab	Soils Lab basement	842	673,6	673,6	24,53%
			3432	2745,6	2745,6	

The mini basement under the tower can accommodate 15 parking bays to support the following:

- High level management staff for office, retail and residential blocks
- Operational bays
- Accessible bays for the physically disabled
- Emergency bays (for sedan vehicles)



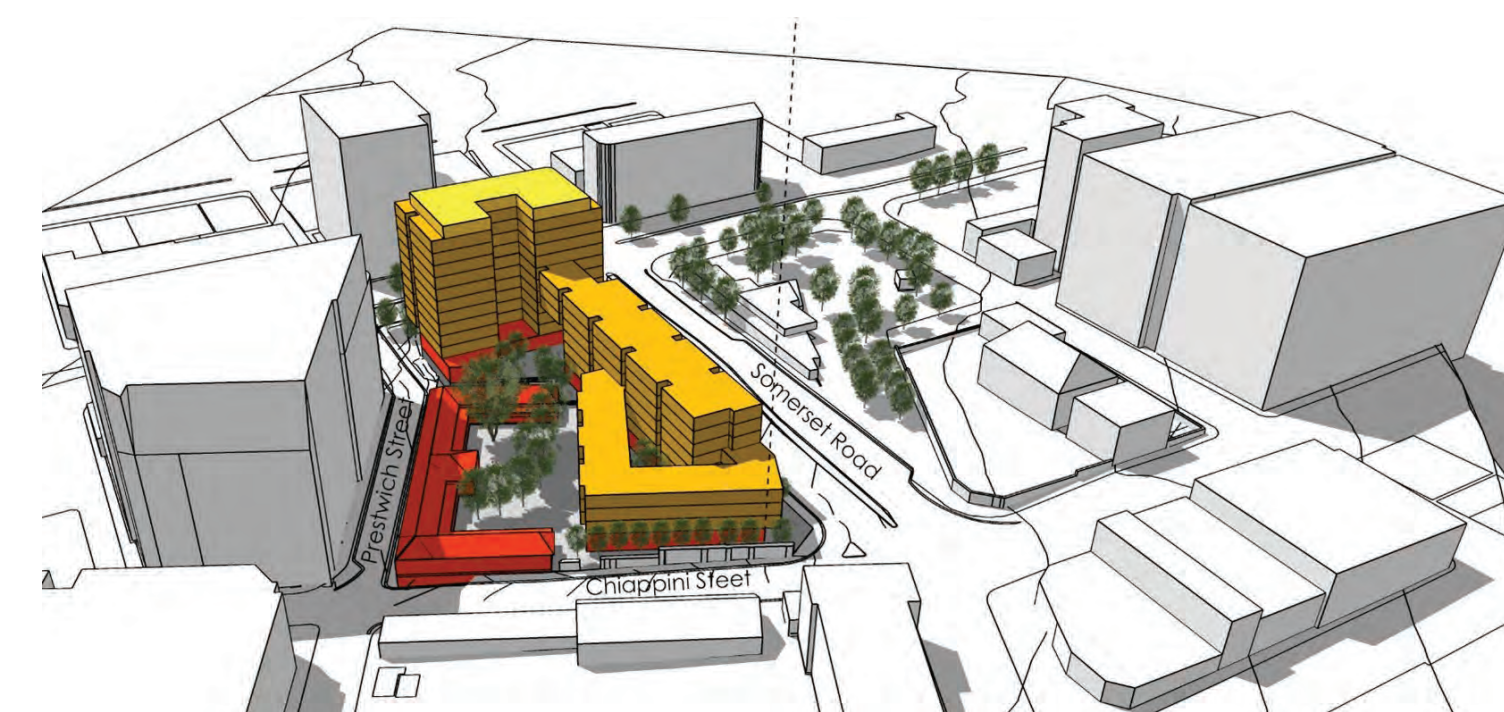
View 1. Plan View (Source: NMA 2023)



View 2. View from Buitengracht Street looking over Prestwich Memorial towards the site (Source: NMA 2023)



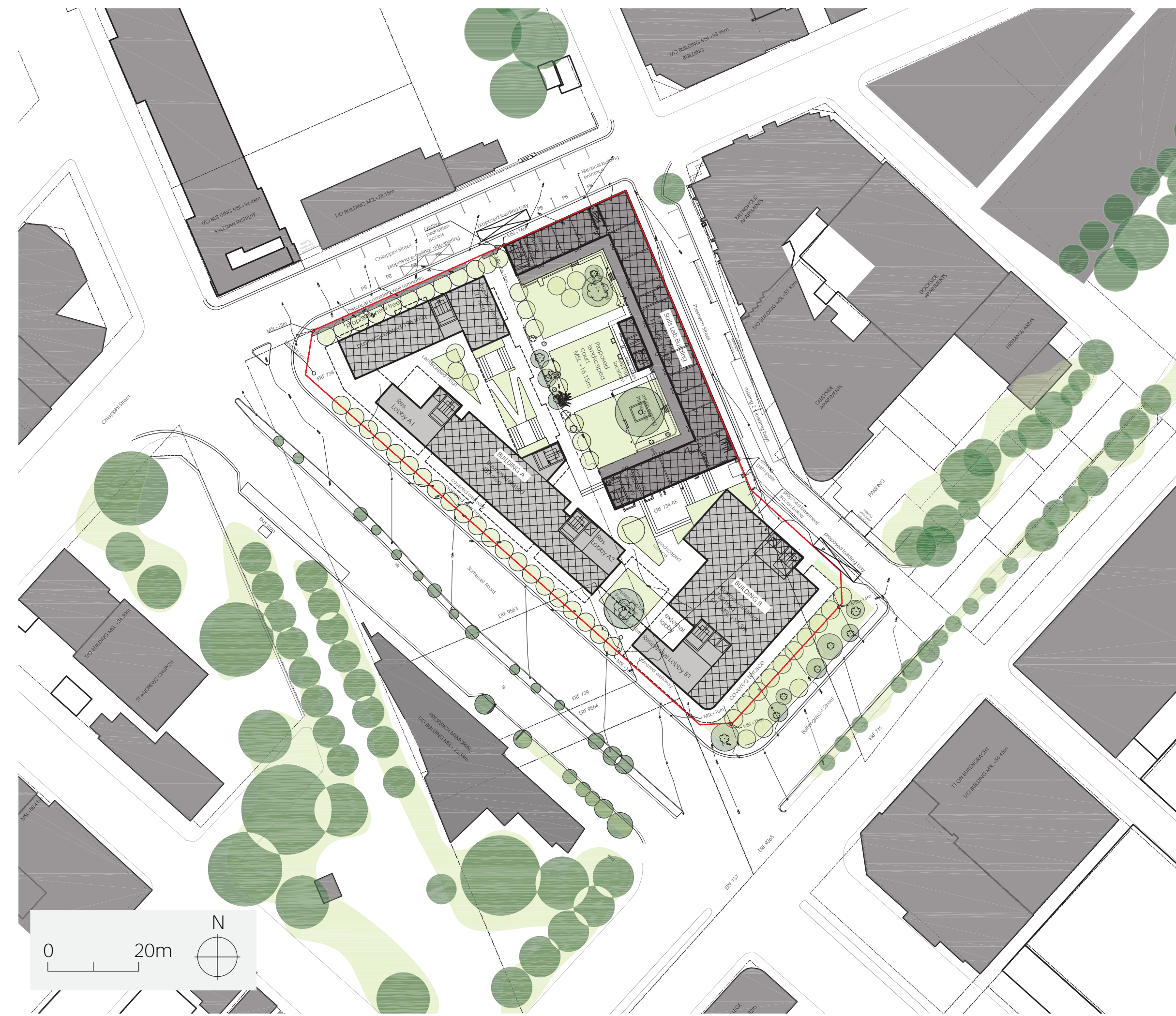
View 3. Bird's-eye view from the Somerset Road - Chiappini Street intersection (Source: NMA 2023)



View 4. Bird's-eye view from Chiappini Street / Salesian Institute (Source: NMA 2023)

HERITAGE IMPACT ASSESSMENT : PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY SITE ENABLEMENT

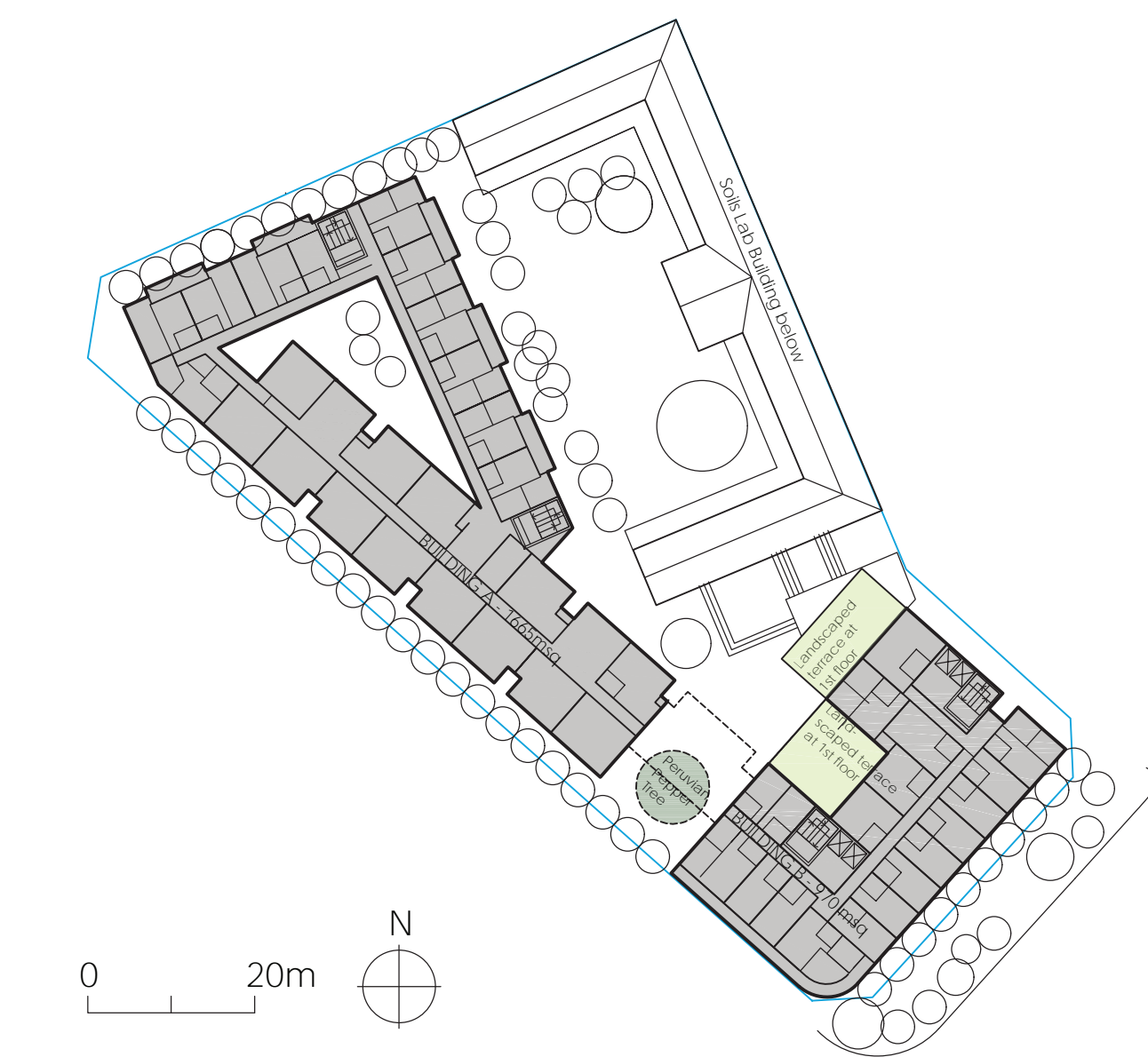
CONCEPTUAL DEVELOPMENT PROPOSAL



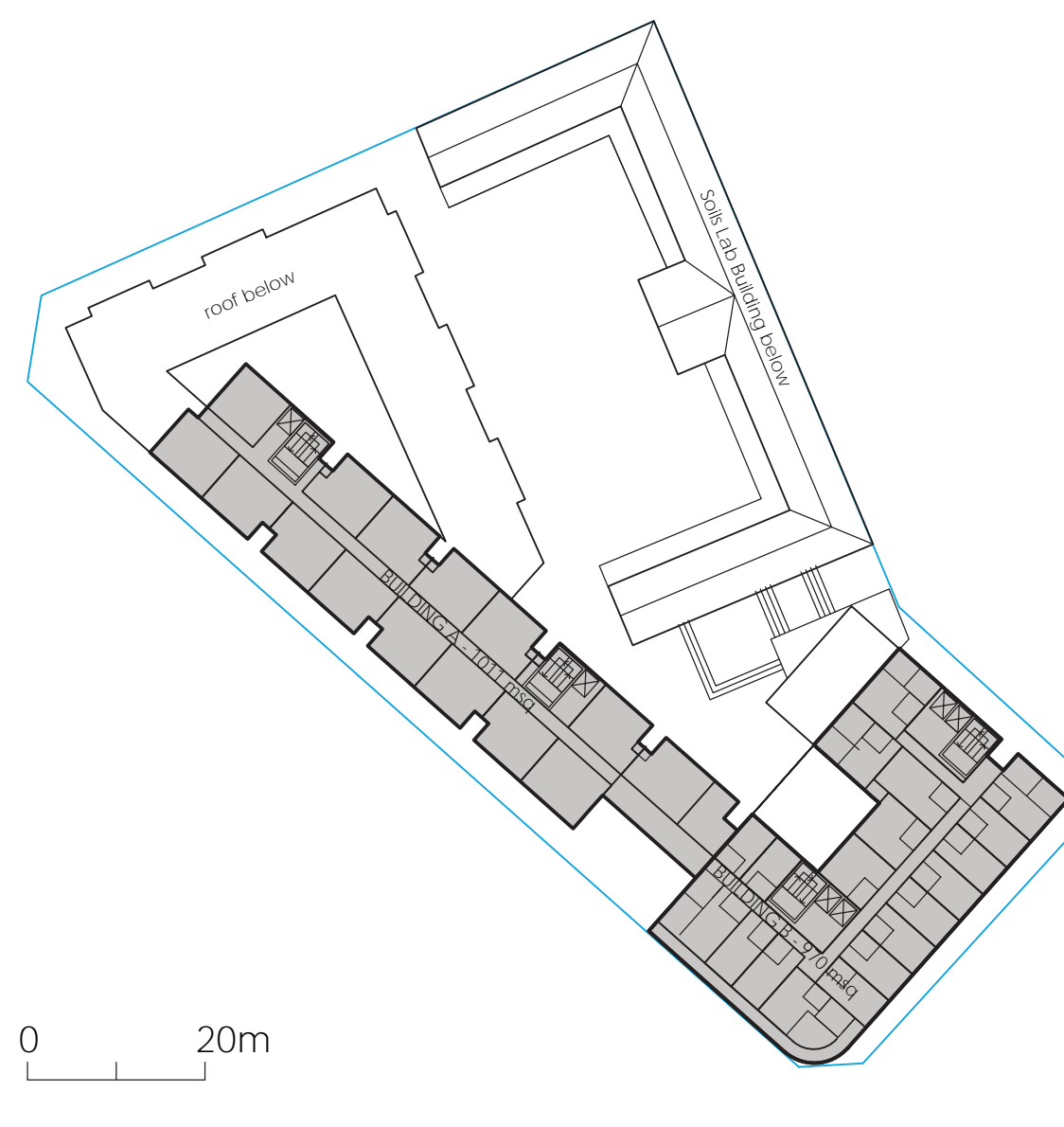
Site plan / Ground Floor Plan (Source: NMA 2023)



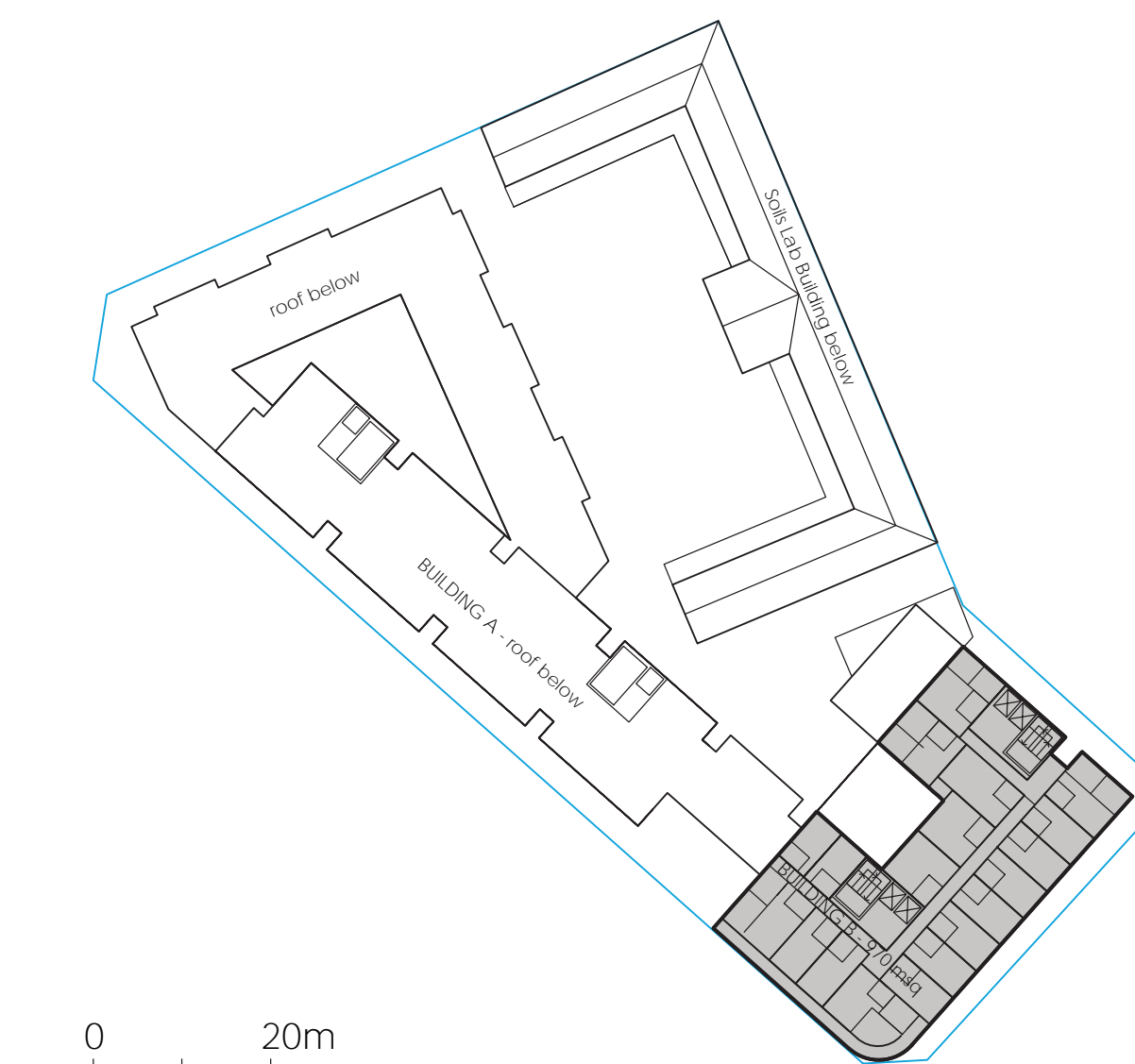
Basement level layout (Source: NMA 2023)



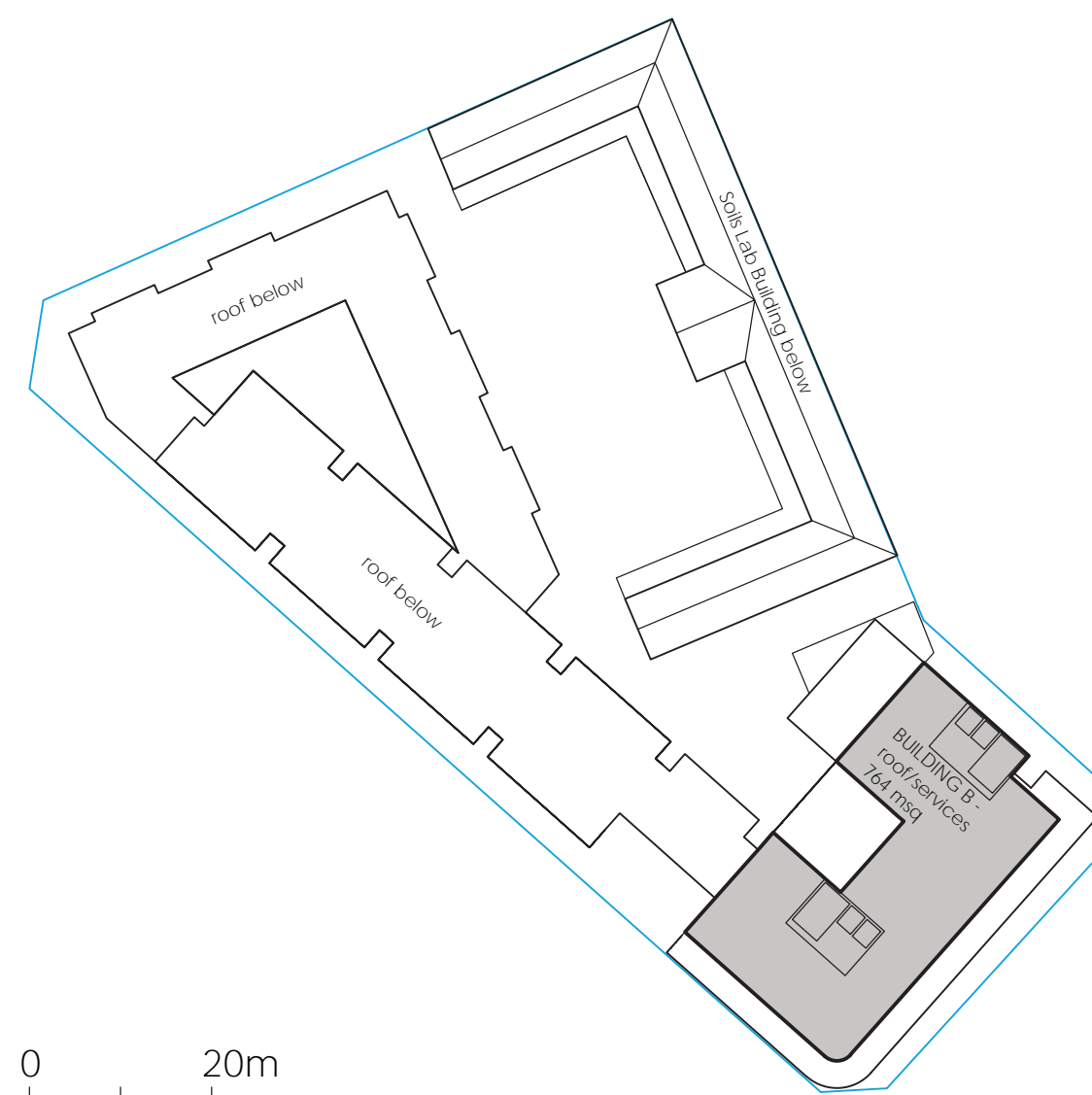
1st to 3rd Floor layout (Source: NMA 2023)



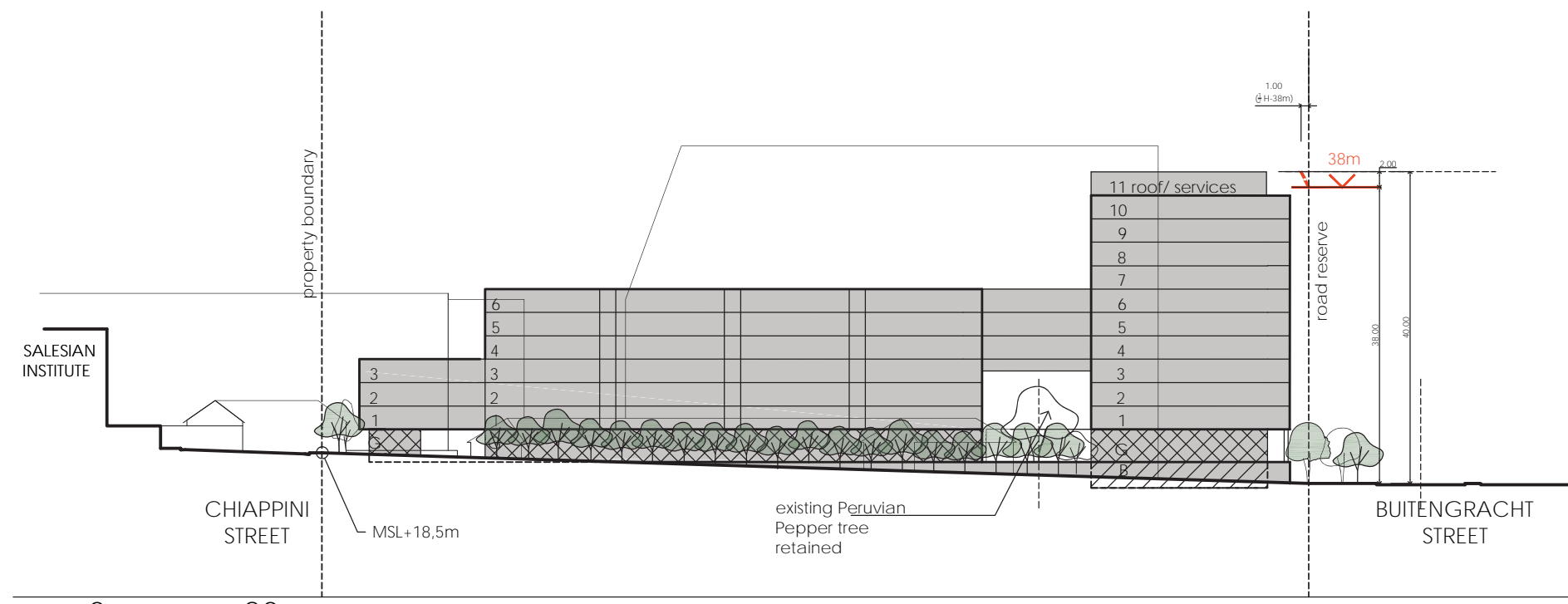
4th to 6th floor layout (Source: NMA 2023)



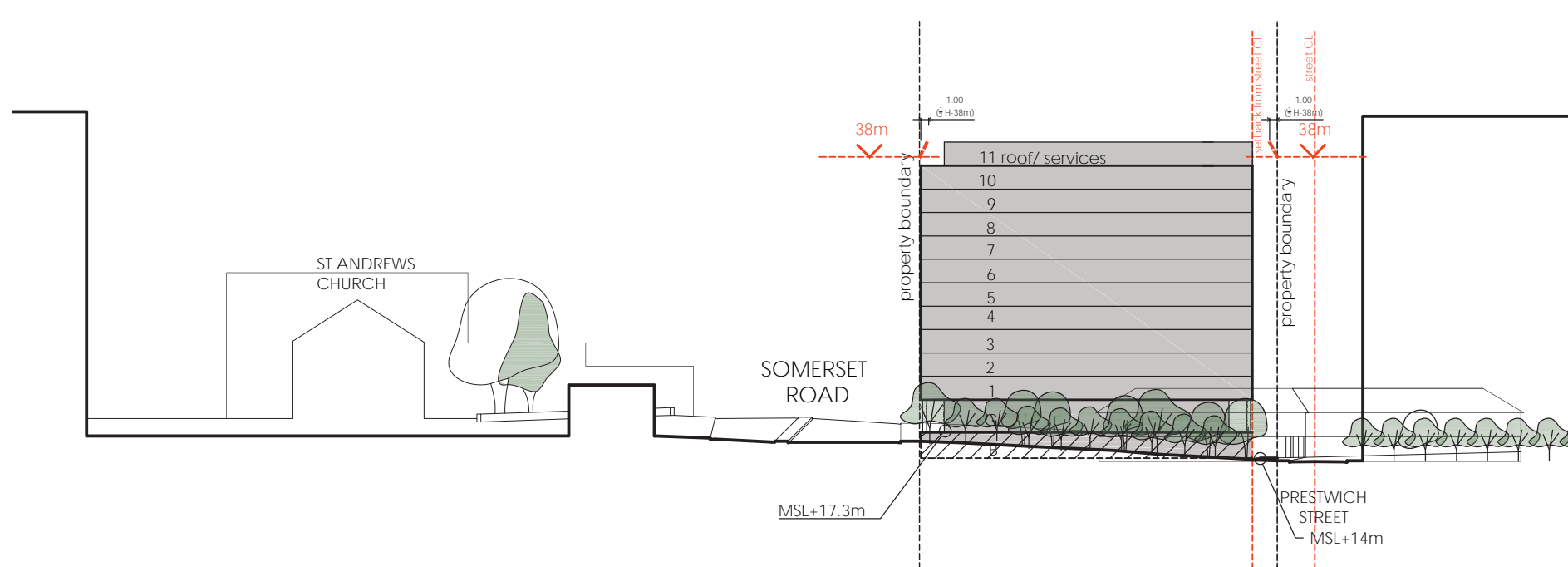
7th to 10th floor layout (Source: NMA 2023)



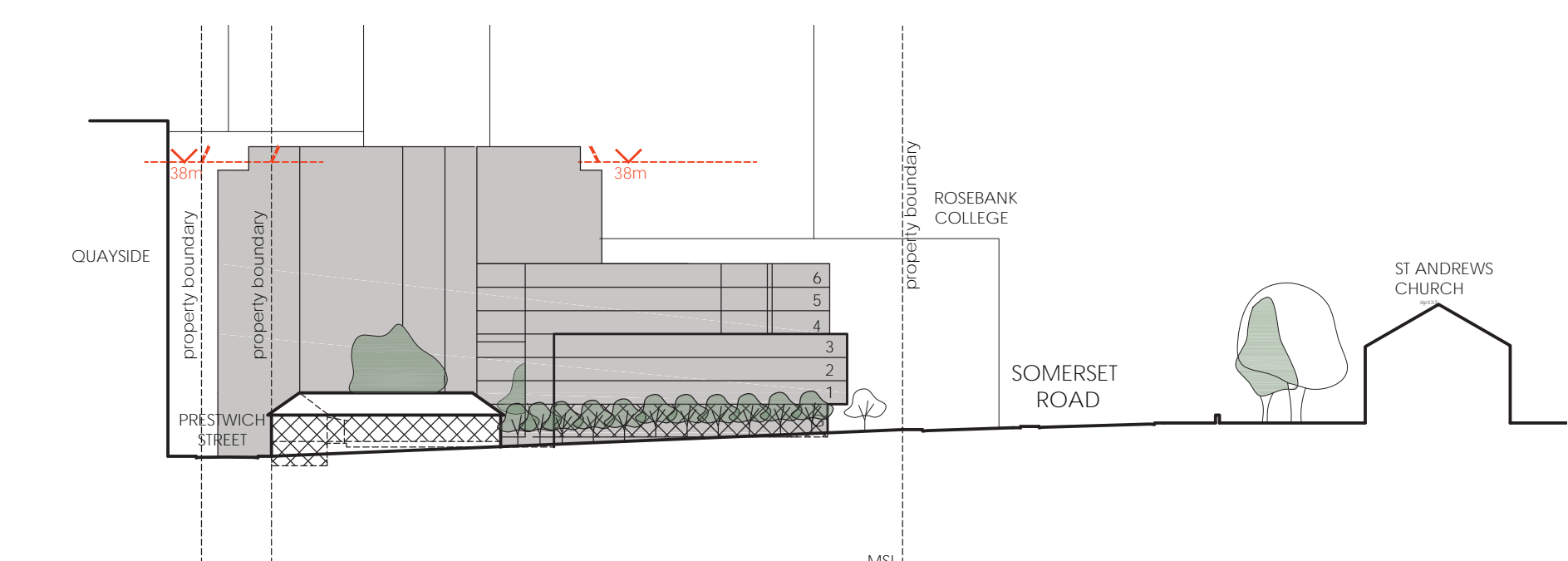
11th floor layout (services/ roof) (Source: NMA 2023)



Somerset Road elevation (Source: NMA 2023)



Buitengracht Street elevation (Source: NMA 2023)



Chiappini Street elevation (Source: NMA 2023)

HERITAGE IMPACT ASSESSMENT : PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY SITE ENABLEMENT

VISUAL IMPACT ASSESSMENT

Visual simulations of middle distance views and street views of the development proposal (PPTL site development proposal shown in yellow)



Simulated view from Signal Hill (Source: GEPro in Gibbs, 2024)



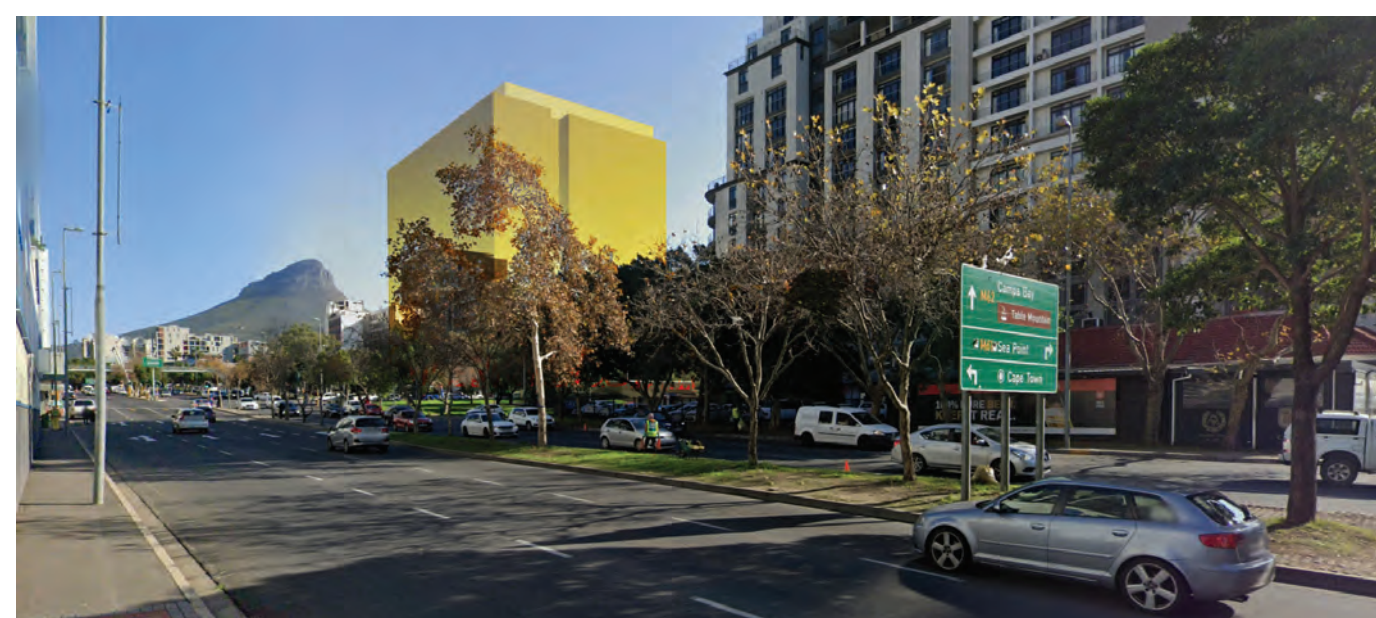
Simulated view from the Bo-Kaap. (Source: GEPro in Gibbs, 2024)



Simulated view from the Bo-Kaap (Source: GEPro in Gibbs, 2024)



Simulated view from Buitengracht Street. at the Fanwalk, looking north. (Source: GEPro in Gibbs, 2024)



Simulated view of Buitengracht Street looking west. (Source: GEPro in Gibbs, 2024)



Simulated view of Riebeeck Street looking towards Somerset Road. (Source: GEPro in Gibbs, 2024)



Simulated view of Somerset Road looking southeast. (Source: GEPro in Gibbs, 2024)

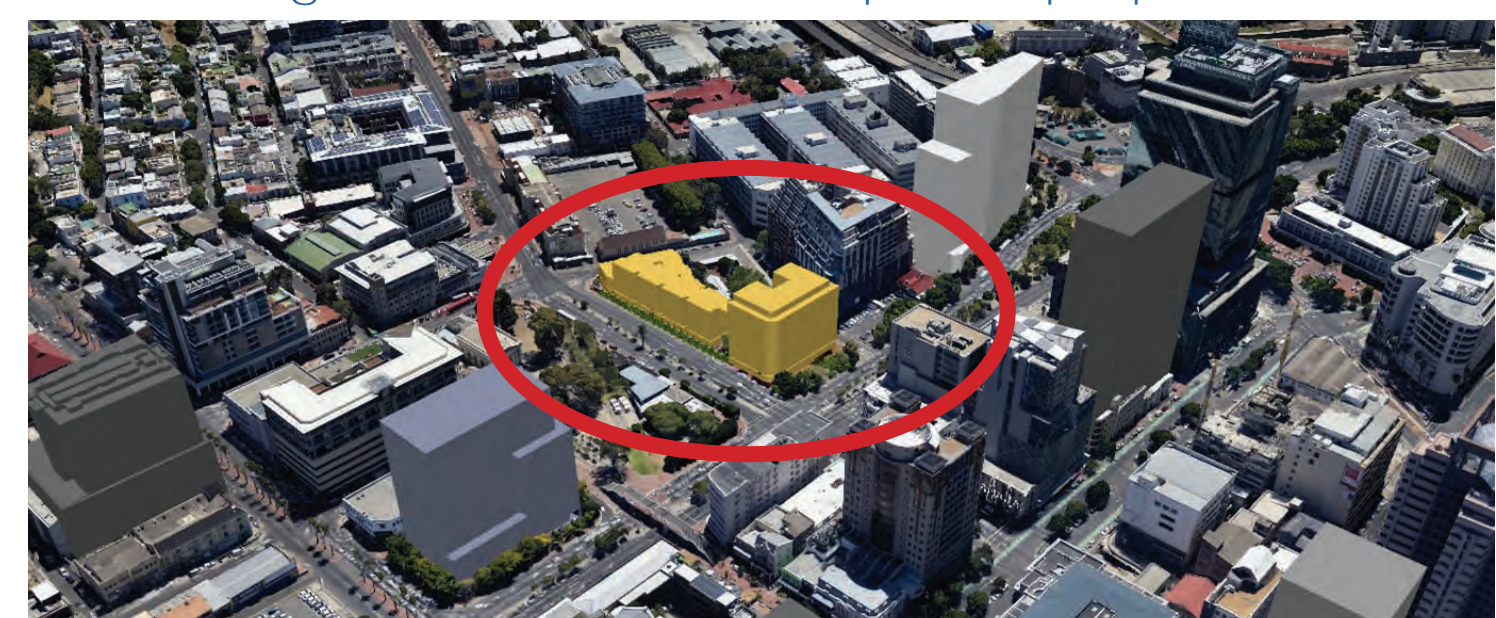


Simulated view of Chiappini Street/ Somerset Road intersection, looking east. (Source: GEPro in Gibbs, 2024)

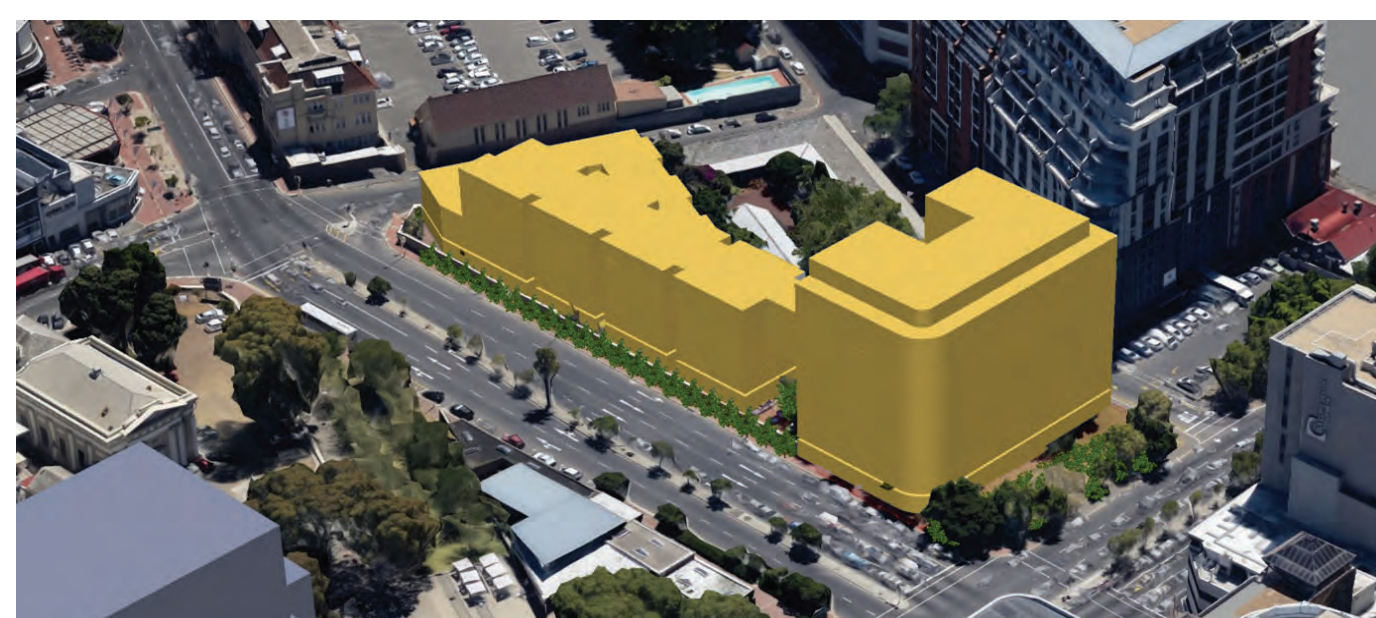


Simulated view of Chiappini Street, looking west. (Source: GEPro in Gibbs, 2024)

3D massing model of the development proposal



PPTL site (encircled) with proposed development in yellow. (Sources: NM&A, GEPro in Gibbs, 2024)



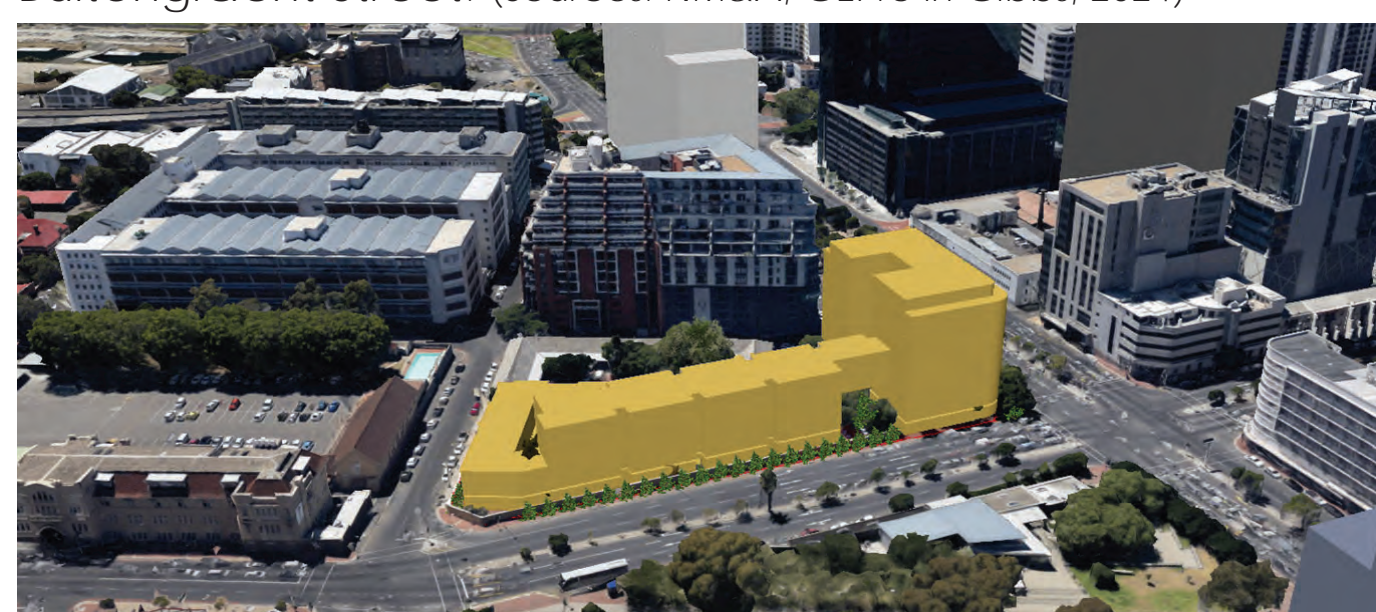
Proposed development (zoomed-in), stepping up to Buitengracht Street. (Sources: NM&A, GEPro in Gibbs, 2024)



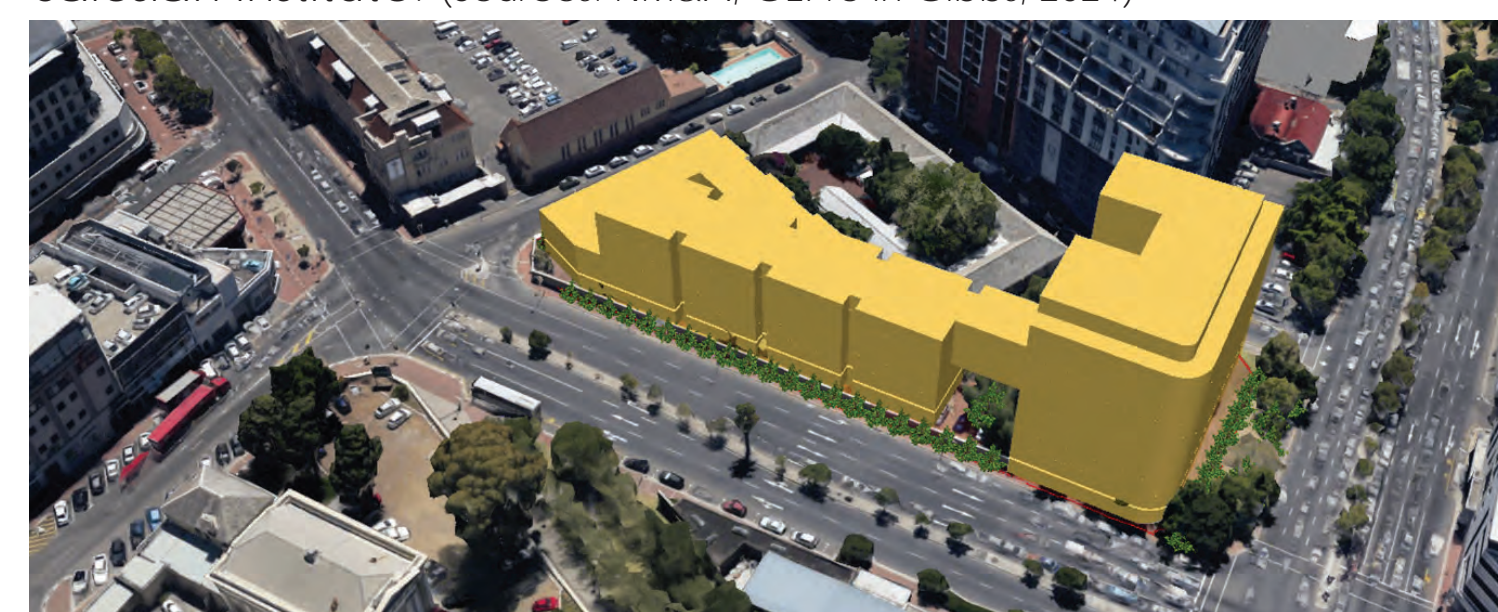
Proposed development (yellow), stepping down to the Salesian Institute. (Sources: NM&A, GEPro in Gibbs, 2024)



Proposed development (yellow), stepping down to the Soils Lab Building. (Sources: NM&A, GEPro in Gibbs, 2024)



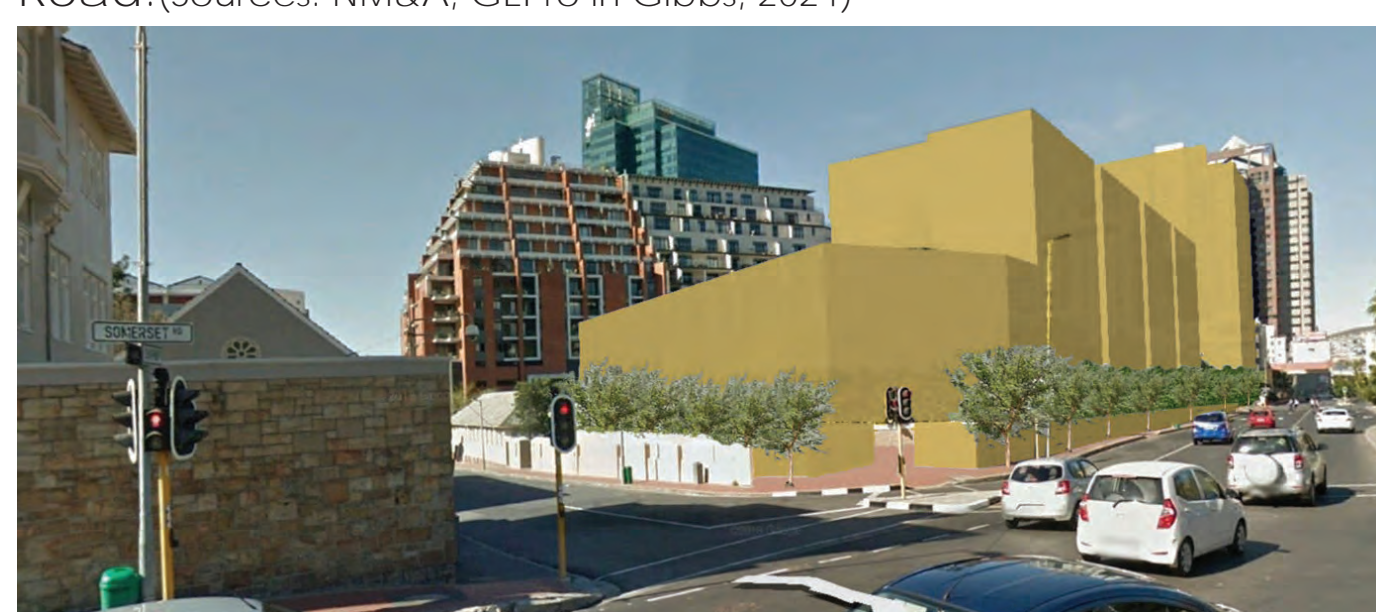
Proposed development (yellow), with trees along Somerset Road. (Sources: NM&A, GEPro in Gibbs, 2024)



Proposed development (yellow), framing the Prestwich Memorial/ St Andrews Church Precinct (Sources: NM&A, GEPro in Gibbs, 2024)



Soils Lab (Chiappini Street façade) simulation: proposed development (yellow) just visible. (Sources: NM&A, GEPro in Gibbs, 2024)



Proposed development (yellow), stepping down to the Soils Lab Building. (Sources: NM&A, GEPro in Gibbs, 2024)

Recommendation

The VIA specialist study concluded that the proposed development was acceptable from a visual perspective and that it be approved subject to the following:

- Based on the Conceptual Development and associated building envelope
- Adoption of the Architectural Guidelines
- Implementation of the landscape framework plan
- Further visual mitigation measures to be resolved at detailed design development level

HERITAGE IMPACT ASSESSMENT : PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY SITE ENABLEMENT

HISTORICAL SETTLEMENT MORPHOLOGY & CHRONOLOGY

EARLY SETTLEMENT FORMATION



1652: Detail, drawing of Table Bay. Points marked "a" are described as "beautiful big lands under protection of the canon". Red circle marks the general location of the study area. (Source: Brommer, 2009: 69)

SHIFTED URBAN GRID



1762: Extract from drawing showing two formal, walled cemeteries beyond the edge of the town. (Source: Johannes Rach in Brommer, 2009: 158)



1767: The urban grid expanding westwards, with the primary route from town (Somerset Road) and the formal burial grounds demarcated and walled. Site for development is marked in orange. (Source: Brink in Brommer, 2009: 138)



1785: Parcels of land identified and allocated now extend beyond the outer edge, Buitengracht. (Source: Brink in Brommer, 2009: 144)

18TH CENTURY CEMETERIES



Diagrams show the first DRC land grant with two additional grants. DRC cemetery identified by red outline in artworks. (Sources: Johannes Rach in Brommer, 2009: 158; Schumacher in Brommer 2009; SG-50/1801; SG-80/1802; CoCT Historical Maps Collection)

19TH CENTURY EXPANSION OF THE CITY WESTWARDS

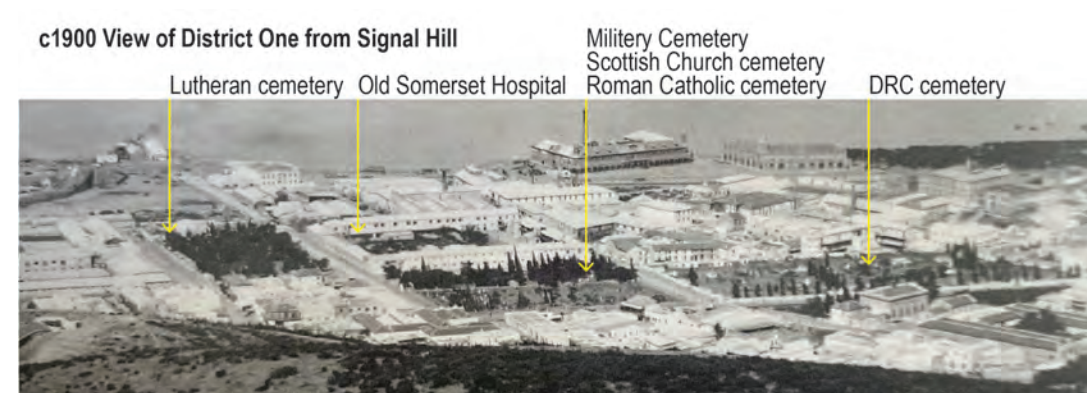


1818: City expands westwards along the upper/south edge of Somerset Road, with additional formal burial grounds demarcated. Somerset Hospital is identified. (Source: Elermans, CoCT Historical Maps Collection)

19TH CENTURY WESTWARDS EXPANSION (continued)

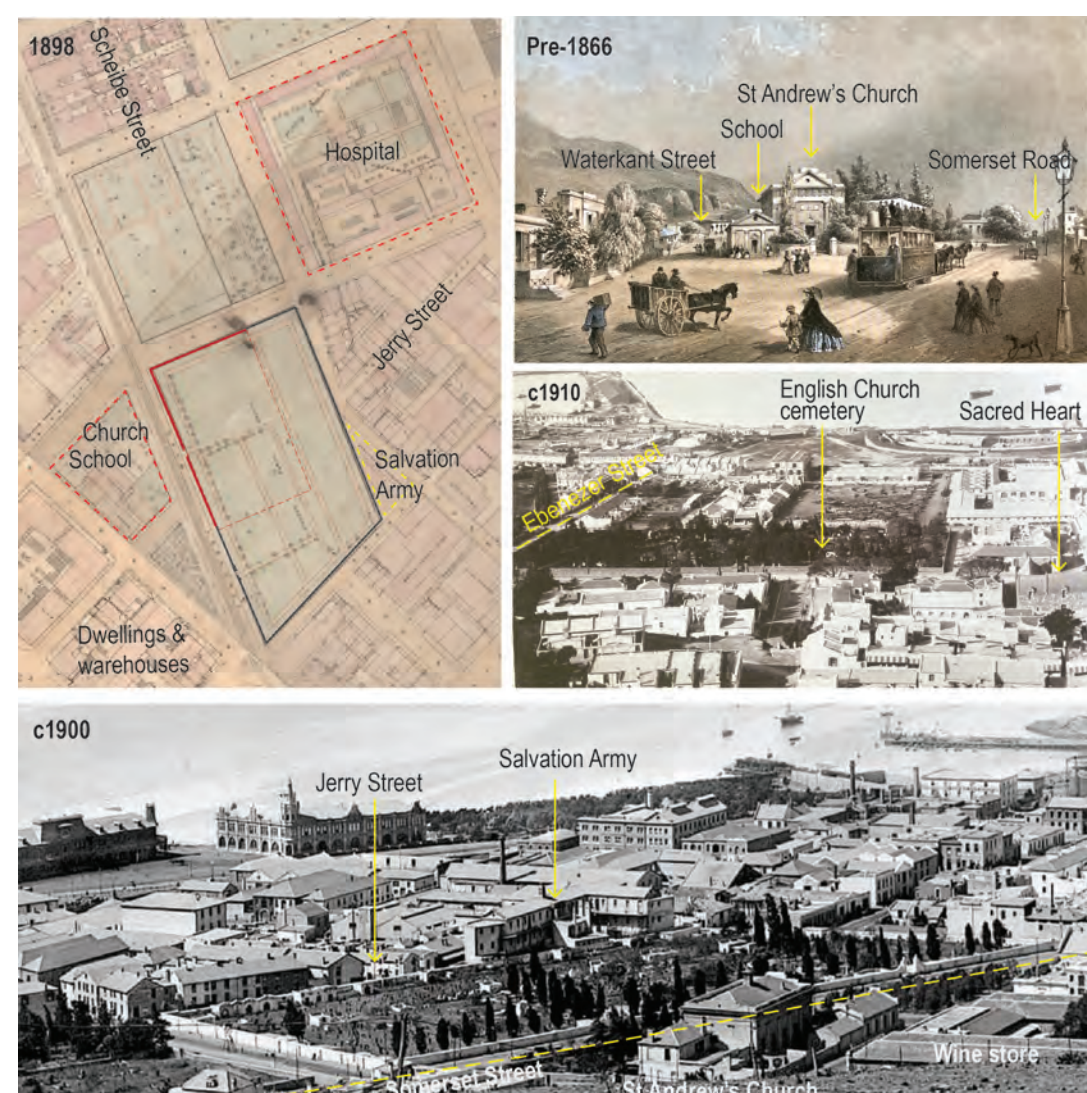


1860: City expands with fine grain infill of residential development between, beyond the burial grounds over ground used for informal burial. (Source: Snow, CoCT Historical Maps Collection)

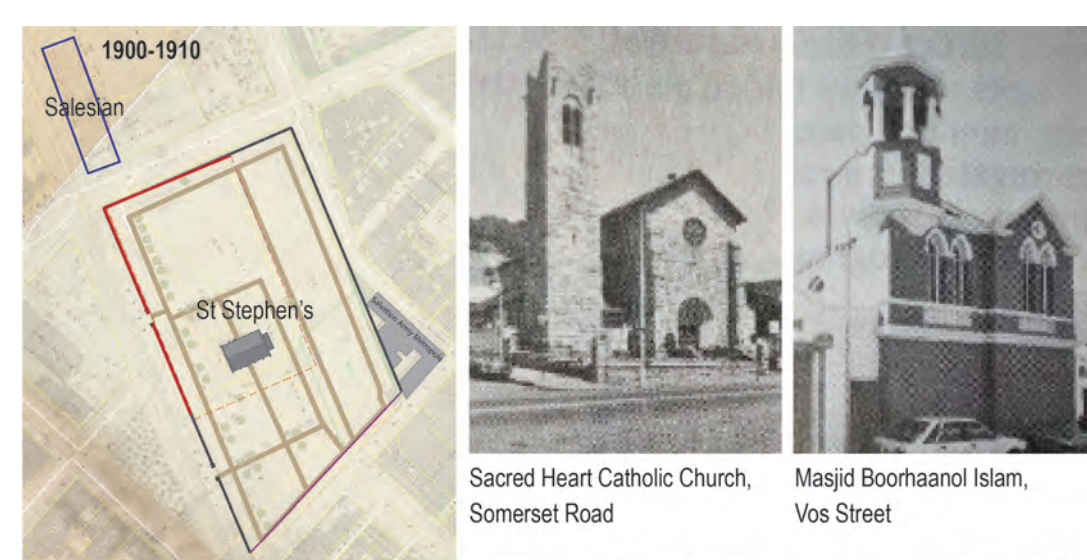


c1900: view of District One from Signal (Source: NLSA)

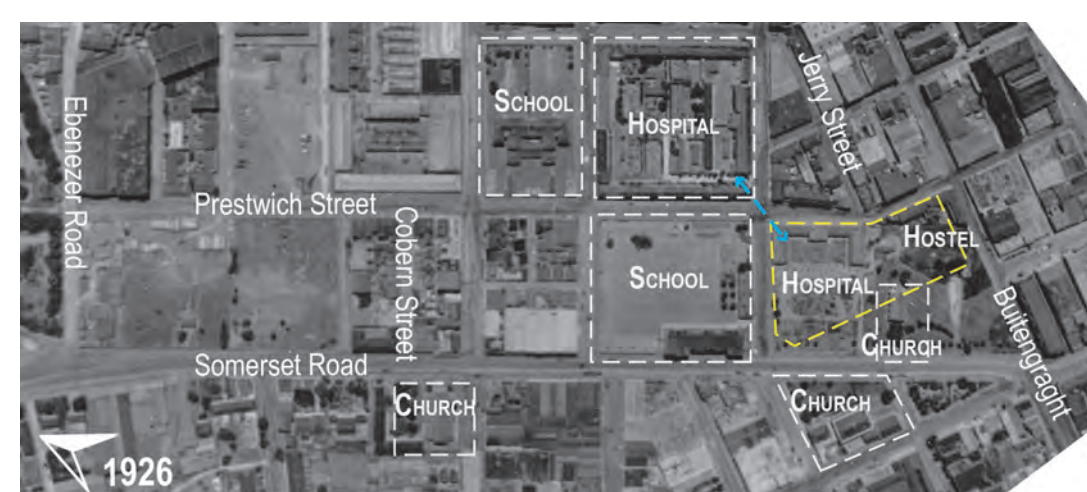
19TH AND EARLY 20TH CENTURY



Locating the 19thC sites of the precinct. (Sources: Thom, CoCT Historical Maps Collection; Bowler, 1996: 36; Anon, 2007: 56; source not known)

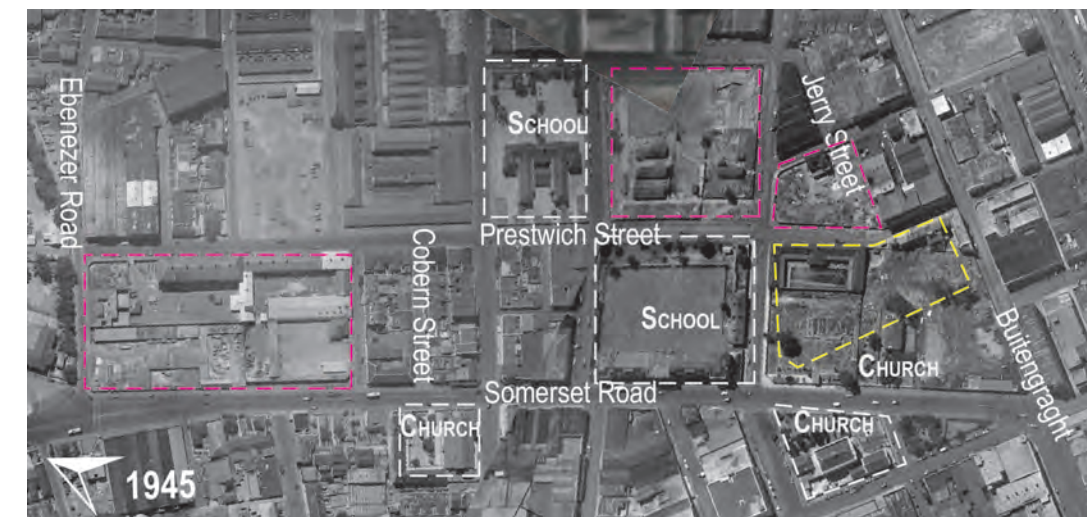


Locating the early 20thC developments in the area (Sources: Rennie et al, 1978: Unknown)

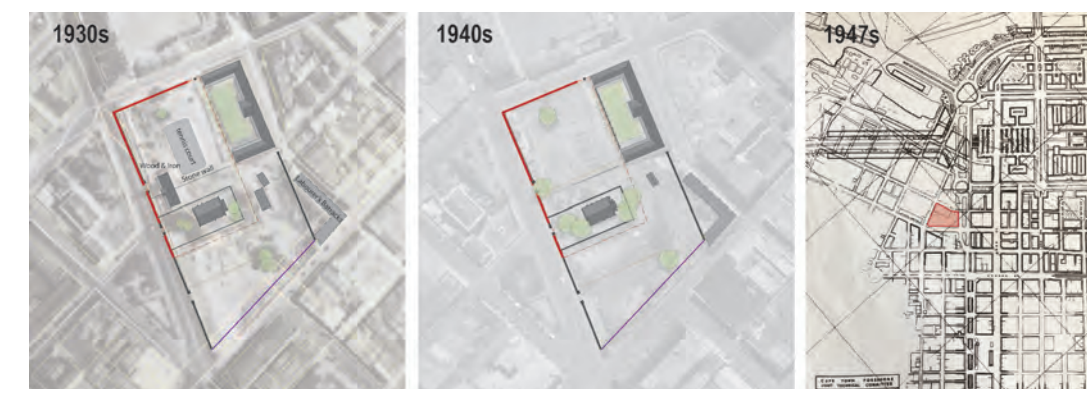


1926: Urban development of the west city, with former burial grounds disused or developed for civic/social function (outline white). Dense residential grain in Cobern and Jerry Street areas. Blue indicates connection between old and new hospital facilities (1921). (Source: NGI 05_0860)

MODERNISING THE CITY 1930s & 1940s



1945: Early schools and churches unaltered (outlined white); Old Somerset Hospital demolished, Jerry Street flats demolished, new development in the English Cemetery grounds between Somerset and Prestwich Streets (pink). (Source: NGI 203A_05_00490)



Site cleared of temporary buildings and wall erected to enclose the courtyard. Original cemetery walling (1755) remains, shown red. Extract of the proposed 1947 Foreshore Plan shows impact of proposed east-west connecting bypass. (Source: Morris, 1975: 5)

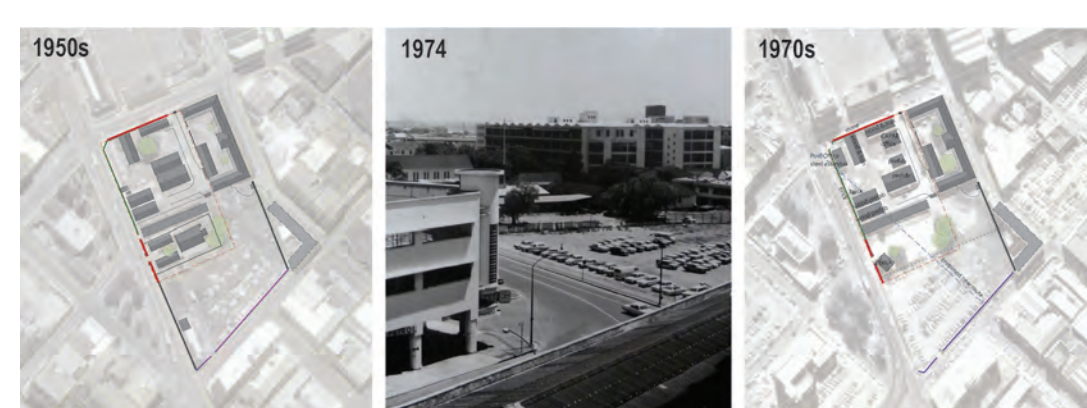
MID-20TH CENTURY AND GROUP AREAS



1968: Prestwich School, St Andrew's Church, St Stephen's Church and the Salesian Institute remain (white outline); new government building on old hospital site (pink outline). Development of temporary storage and workshop structures on the study site, with a large portion given to parking. (yellow) (Source: NGI 620_1968_08_00258)

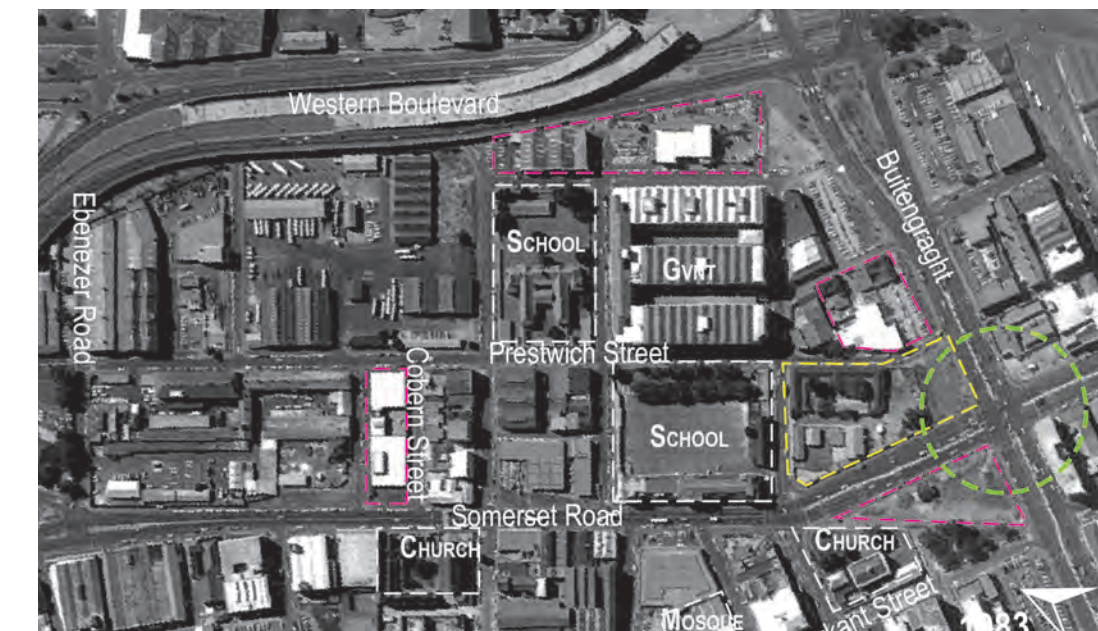


1971: Prestwich School, St Andrew's, St Stephen's and Sacred Heart Churches and the Salesian Institute remain (white outline); demolition and clearing to make way for Western Boulevard (pink outline). (Source: CoCT Map Viewer)

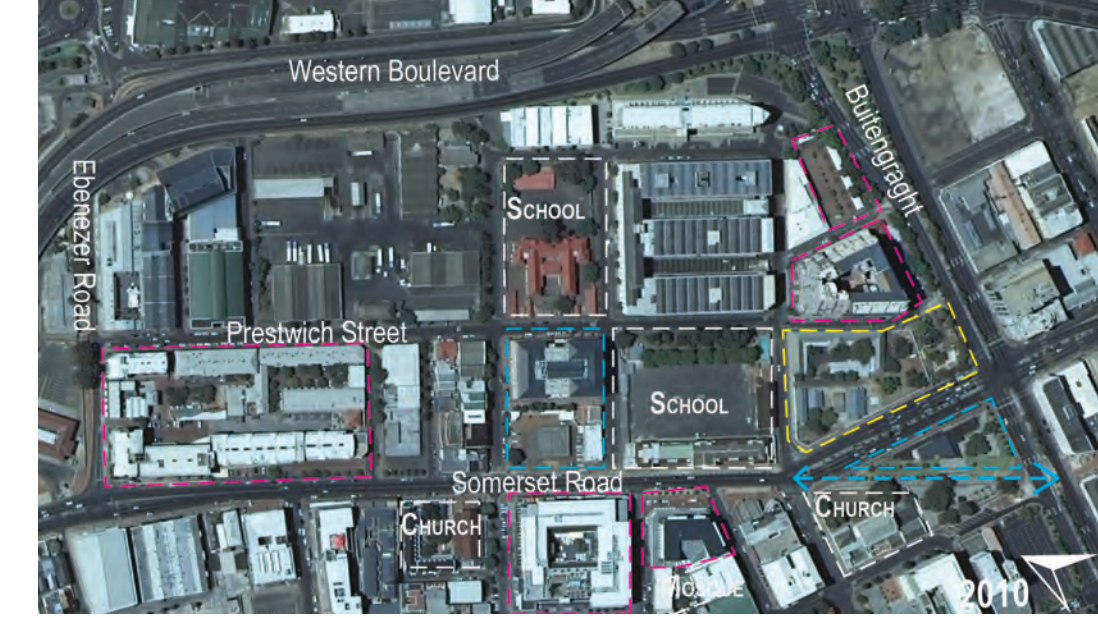


Red line shows the remaining original 1755 cemetery wall; St Stephen's church and ancillary buildings demolished early 1970s; Robb Motors building cleared for demolition. (Source: KAB CA839)

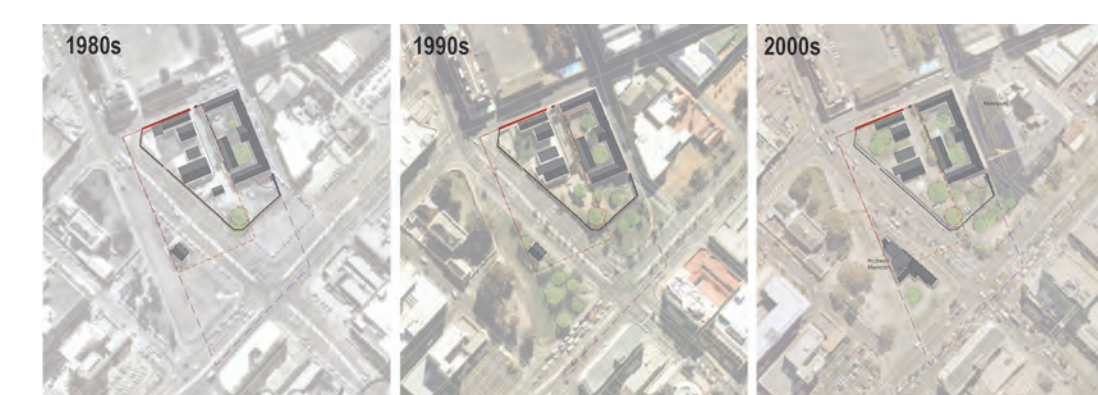
LATE 20TH CENTURY



1983: Somerset Street re-routed across the burial site forming triangle of land consolidated with the original wedge at the shift in the grid, creating a new urban gateway (outlined green). New development outlined pink. (Source: NGI 498_188_1983_04_00411)

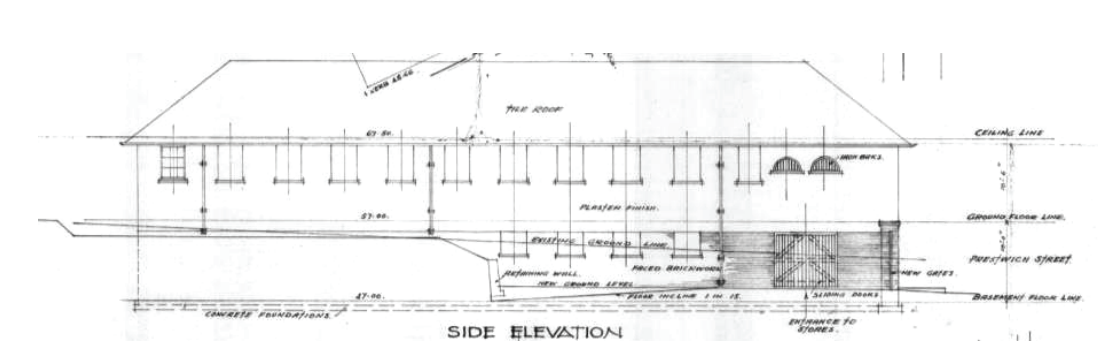


2010: Schools and churches in place for over 100 years outlined white. The Rockwell development and Prestwich Memorial and fan walk shown blue; other recent high-rise developments, including the Metropolis adjacent to site, are outlined pink. (Source: NGI 3318CD_19_14_2010_307_RGB_RECT)

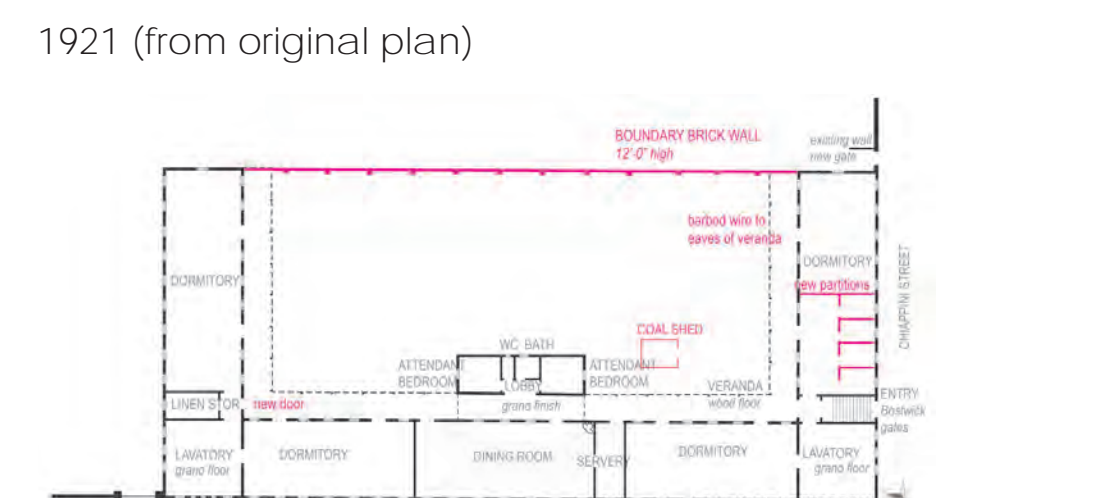
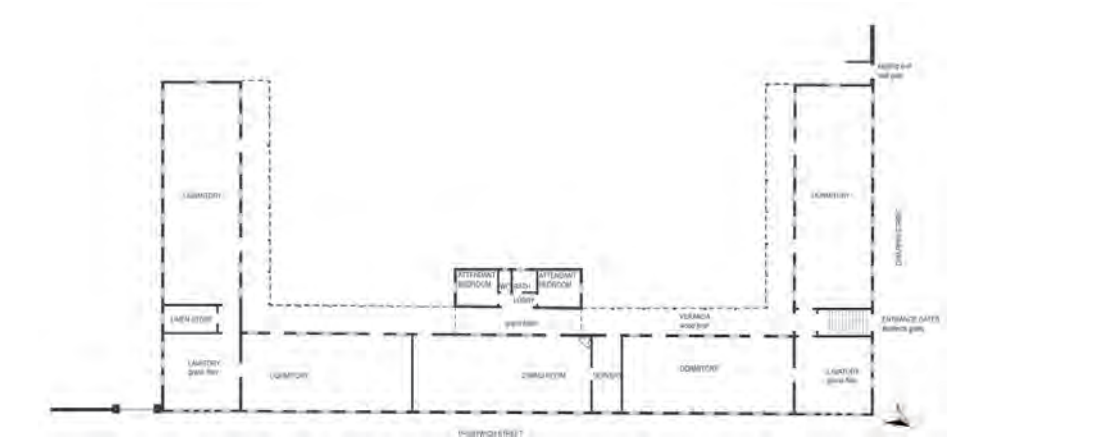


Red line shows the remaining original 1755 cemetery wall; development of Prestwich Memorial on the site of the earlier St Stephen's Church; mature trees and greening along the Fan Walk, which reintroduces the original desire line from city westwards

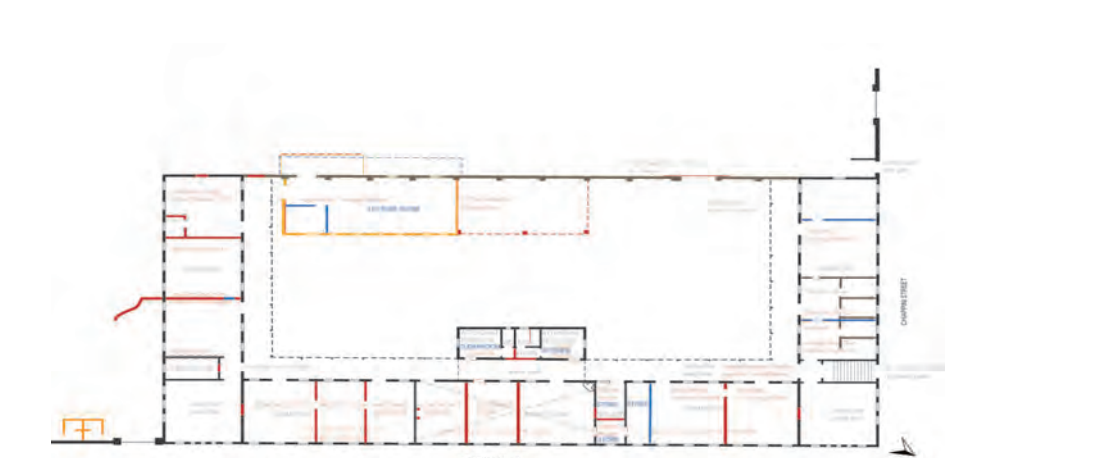
SOILS LAB BUILDING



1921: Extract from JS Cleland drawing showing the south-east elevation with the half-basement entrance, and the gate on Chiappini Street (left) (Source: Scan 81)



Identification of the hand drawn additions for an immigration detention facility.



2001 Derived from survey drawing Ref 5898-B1

HERITAGE IMPACT ASSESSMENT : PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY SITE ENABLEMENT

ARCHAEOLOGICAL ASSESSMENT (1)



The Archaeological Assessment unpacks the historical use of the north-western part of the city for burial areas, and the formalisation of these burial areas as cemeteries over time (refer Figures 1-3). These formal burial sites were added alongside and in all likelihood over the existing unofficial burial areas (Malan et al 2017:53). It is likely that numbers of pre-colonial burials would have existed here too.

A number of the PPTL even once formed part of the Dutch Reformed Church cemetery. The first portion of which was granted in 1755, and thereafter extended by addition of two additional adjacent land grants in 1801 and 1802 (erven 737, RE/738, 739, 9563, 9564, 9565). Erf 735 was never part of any formal cemetery. The timeline to the right describes the closing of the Somerset Road cemeteries.

Figure 1 (LEFT): Cemeteries and burial sites in Green Point (After Malan et al 2017:56).



Figure 2 Part of the Brink map of 1767 showing the military cemetery established in c1720 (upper left) and the configuration of the DRC cemetery as it was when granted in 1755 (red polygon indicates the PPTL site). (Source: Cape Archives M3/18 Map of the Fort and settlement at the Cape of Good Hope in Halkett, 2024)



Figure 3. From the Thom plan of the city (west) 1892-1900. (Source: City of Cape Town Map Viewer, in Halkett 2024)



Figure 4. 1981 aerial photo showing construction on the new Somerset Road alignment and widening of Buitengracht Street. St Stephens church and the Salvation Army/Workman's Metropole building have been demolished. (Source: CoCT map viewer in Halkett, 2024)



Figure 5. 1984 aerial photo (CoCT map viewer) New Somerset Rd alignment and Buitengracht widening are already well established. (Source: CoCT map viewer in Halkett, 2024)



Figure 6. The DRC cemetery c1900 showing positioning of vaults against the boundary walls and down the centre of the long axis. This photo pre-dates the exhumation (Wilson 2023:3 Michael Fortune collection).



Figure 7: In this post-1921 photo, the exhumation appears to have been completed - vaults and gravestones are no longer visible. St Stephens DRC (built in 1908) occupies part of the site. (Source: Unknown, in Wilson, 2023)



Figure 9. An example of a burial vault in the DRC cemetery. This is the tomb of LM Thibault seen before demolition. (Source: KAB E3939 in Schultz, 2023)

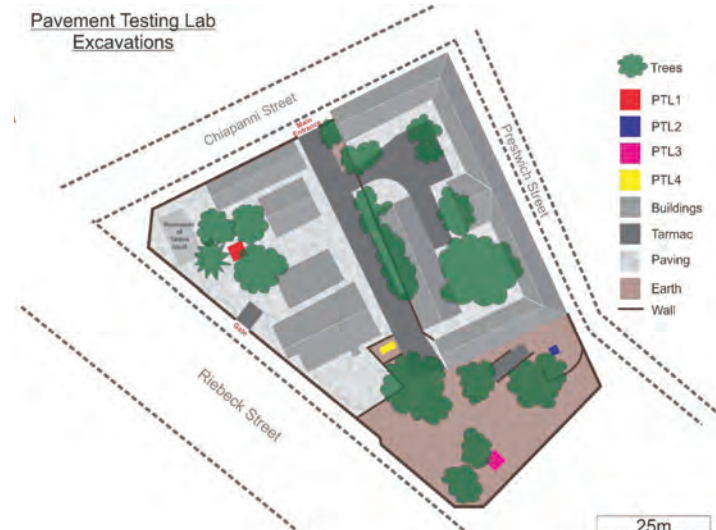


Figure 10. Locations of archaeological trial excavations on Erven 734-RE and 738-RE, (Source: Hart, 2014)

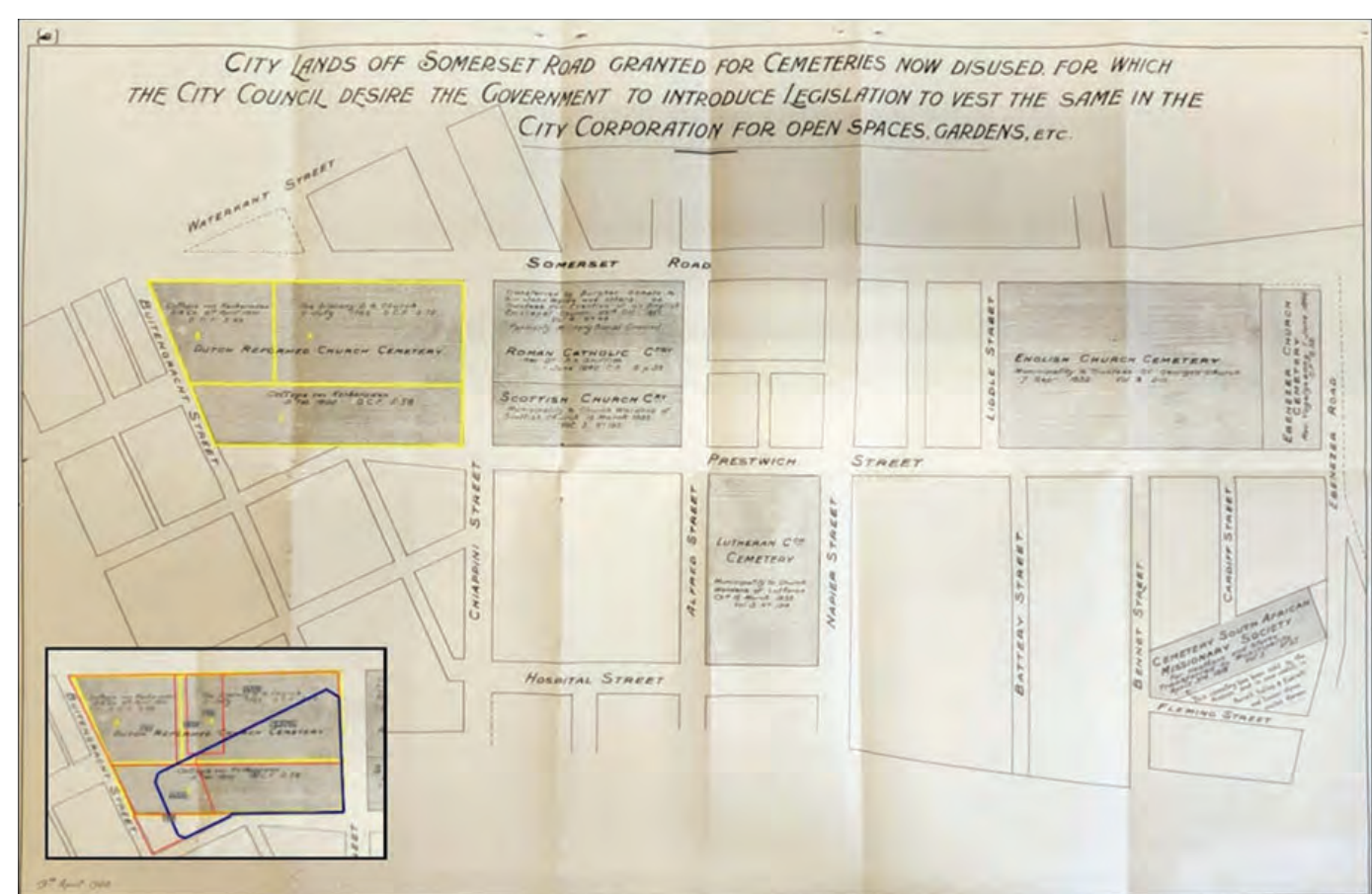


Figure 8. The burial grounds along Somerset Road and the South African Missionary Society burial ground of 1818 off Ebenezer Road. The yellow outlined area represents the DRC burial ground. The insert shows the actual PPTL site (blue) superimposed on the old cemetery. (Source: Map attached to the Select Committee Report dated 1904 in Schultz, 2023)

Test excavations were carried out on the old DRC cemetery in 2014 (refer Figure 10). Testing indicated scattered disarticulated human remains not removed in 1920/21 in the disturbed topsoil. Two vaults were identified of which the above ground portions were demolished as per the described exhumation process. Human remains were found associated with the vaults and are likely to predate the structures. A few partially articulated, in situ burials were located during the testing that may have escaped exhumation due to depth, and/or other reasons.

Timeline: closing the Somerset Road cemeteries

c1714-1720 VOC first used the sandy dune environment on the northern side of the city as a military burial area. Large tracts of open land in a semi-remote location.

1755 Grant of land was made to the Dutch Reformed Church for a cemetery adjacent to the military cemetery.

1819 Following complaints to the Burgher Senate in 1819, no further informal burials outside walled cemeteries were permitted in the area.

1832 Land given to St George's church for a cemetery.

1833 Land given to the Lutheran Church for a cemetery. Presbyterian Church received a piece of land within the old Military cemetery

1840 Land previously used for the burial of paupers who died at the (old) Somerset Hospital, and convicts, given to the Ebenezer Church. The Catholic Church also received land in the old Military cemetery.

1875 Select Committee appointed to report on the state of the cemeteries along Somerset Road with the view to closing and opening a new general public cemetery in Maitland.

1883 Promulgation of Public Health Act No 4 of 1883. Maitland cemetery officially opened for burials.

1886 Proclamation dated 15th January ordering closure of all the Somerset Road cemeteries.

1900 The SA Missionary Society burial ground had already been cleared for redevelopment by this year.

1902 Various churches requested to give up their cemeteries for use as open spaces. Select committee recommended Parliament pass a bill to enable government to recover rights to the land from the churches and to enact the recovery of land rights.

1906 Disused Cemetery Act (Act No. 28 of 1906) was promulgated. Allowed the re-use of old cemeteries for purposes other than burial, but restricted to churches, schools, or charitable institutions, or open spaces or parks. Human remains, headstones and memorial stones were to be removed to the general cemetery at Maitland at the cost of the Government.

1907 Widening lower end of Buitengracht Street. DRC agreed to hand over the required land on condition that the City Council would erect a suitable iron boundary fence and paid for removing all human remains and headstones (±54 graves). Approval granted August 1907.

1910 West End Public School (now Prestwich Street Primary) was built on the site of the old Lutheran cemetery, and Salesians obtained rights to build the Salesians Institute on the site of the old Catholic cemetery.

1907 By then, the Lutheran and Presbyterian and Roman Catholic cemeteries had been exhumed by the Municipality. Moving the remains to Maitland was completed in April 1909.

June 1907 DRC authorities applied to the Municipality to erect a Church on a portion of the old burial ground (Erf 739). Church completed in 1908. Remaining DRC cemetery land bought by Municipality. DRC permitted to lease the church for a period, further negotiated and resolved after 1928.

1907 - 1909. Lutheran, Presbyterian and Roman Catholic cemeteries exhumed by the Municipality and remains moved to Maitland.

1920 Ordinance 23 was passed allowing government to purchase and appropriate certain disused unexhumed cemeteries including the land granted to the DRC for burial purposes. The St George's (Anglican) Church and the Ebenezer Church cemeteries were included.

1920-1921 Exhumation of the DRC cemetery funded by Provincial government. Some 893 coffins filled with human remains and 132 wagonloads of memorial stones were moved to the DRC allotment in Maitland. The exhumation crew was also given the task to excavate the foundations for the new hospital wing planned on the lower portion of the old DRC cemetery.

1921 The DRC transferred Erf 739 and Erf 737 to the Government of the Union of South Africa.

1928 Erf 739 with its church was regranted to the DRC.

1952 Erf 739 was transferred to the St Stephen's Church Congregation but could be repossessed for public use if required. Church remained in use until 1967, then sold to the Municipality. Demolished during the re-alignment of Somerset Road in the 1980's.

1980's Somerset road re-aligned. The new alignment cut diagonally through the old DRC cemetery.

HERITAGE IMPACT ASSESSMENT : PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY SITE ENABLEMENT

ARCHAEOLOGICAL ASSESSMENT (2)

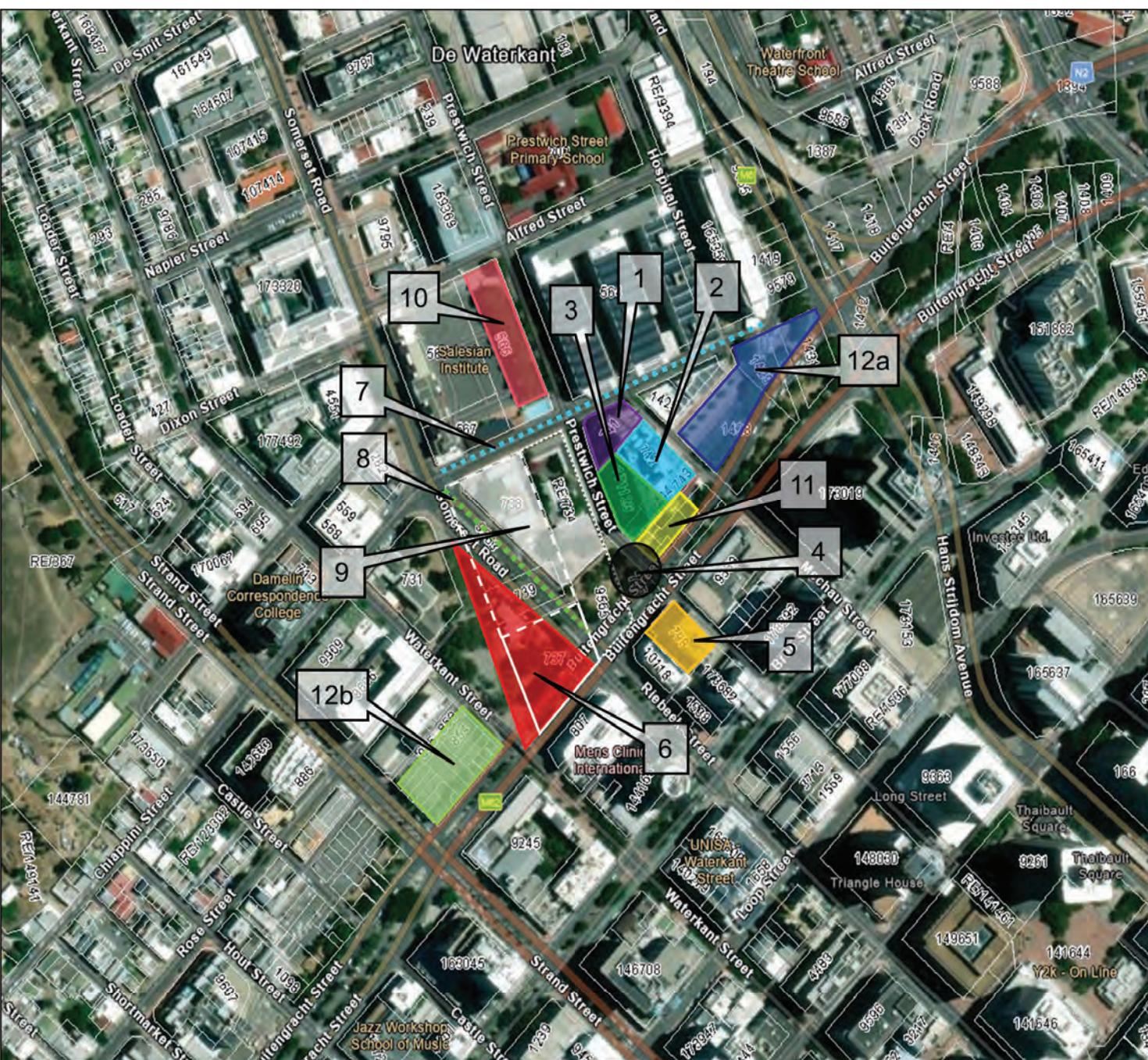


Figure 11. The DRC Cemetery was originally granted in 1755 (white dashed polygon) and was again allocated extra ground in 1801 (solid white) and 1802 (small white dots). Infilled polygons indicate where human remains have been found (or tested negative) immediately surrounding the PPTL site. The old alignment of Somerset Road along the western edge of the DRC cemetery can be deduced. (Source: Halkett, 2024)

Archaeology of the area

Human remains have been found at, and in the immediate area surrounding the PPTL site as seen in Figure 11 and as described in Table 1.

Table 1. Key to Figure 11. Locations of human remains		
NO.	CADASTRAL	DESCRIPTION
1	Erf 741	At least three full adult burials identified and two partial burials identified.
2	Erf 742	Test excavations reported no human remains.
3	Erf 760	Skull fragments and disarticulated limb bones identified
4	Approximate location Erven 9565/735/757	Disturbed remains of at least 4 individuals. Believed to be disturbed by roadworks.
5	Erf 798	Scattered disarticulated human remains observed.
6	Erven 737, 739, 9564 (Prestwich Memorial site)	Disarticulated and scattered human remains, and partially demolished burial vaults identified. Disturbed by road widening.
7	Fiber optic ducts along sections of Somerset Road, Chiappini and Hospital streets	Mostly disarticulated scattered bone. Five semi-articulated in situ skeletons were found close to and on the corner of Chiappini and Prestwich Streets in patches of partially disturbed soil
8	Somerset Road adjacent to PPTL Erven 9563, 739	Reports by PPTL staff of seeing human remains during roadworks in 1970's.
9	Erf 734-RE, 738-RE	Archaeological testing found fragmented remains and some whole/semi-whole burials. A number of partially demolished vaults present.
10	Erf 566 Old Military cemetery, later the Scottish cemetery	Fragmented scattered remains and whole/semi-whole burials observed.
11	Block 30, Erven 744, 748, 749, 745-RE, 750-RE, 751, 752, 757-759	An articulated burial of a human adult was encountered at approximately 62 cm below the surface.
12A	Block 31, Erven 1428/1429/1431	Fragmentary human bone was found. Appeared to represent a disturbed burial, perhaps evidence for the historical exhumation.
12B	Block 28, Erven 846, 853-862, 868-870, 865-RE, 866-RE, 867-RE	No human remains or evidence for human burials were found

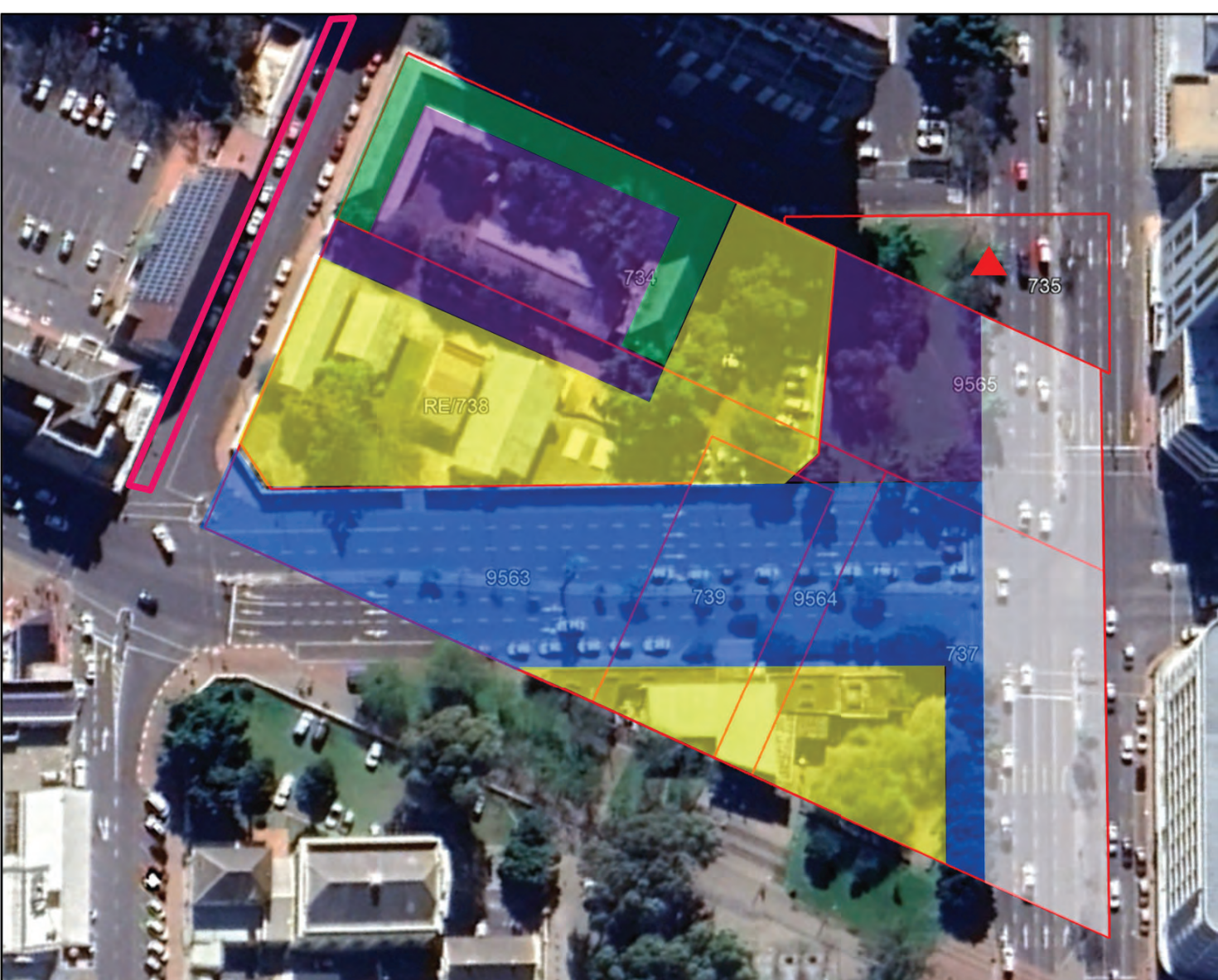


Figure 12. Present knowledge of Human Remains In the old DRC cemetery and erf 735. (Sources: ACO 2323 in Halkett, 2024)

Figure 12 summarises the present knowledge of human remains in the old DRC cemetery and erf 735. The shaded areas indicate the old DRC cemetery. Table 2 below provides the key to the colour shading.

Table 2. Summary: present knowledge of Human Remains In the old DRC cemetery and erf 735	
Areas of the old DRC cemetery are shaded as follows:	
Yellow	Known to have been exhumed though disarticulated human remains and some partial burials remain
Purple	Likely to have been exhumed to the same level as yellow areas though not tested archaeologically
Green	All burials likely to have been removed due to basement construction in 1921
Blue	Likely to have been exhumed to the same extent as yellow areas but may subsequently be subject to additional processes during re-alignment of the road in 1980. Also, additional disturbance by services Not archaeologically tested.
White	Probably exhumed by the municipality in early 1900's for road widening. May subsequently have been subject to additional processes during major widening of the road in 1980. Not archaeologically tested.
Pink outline	Human remains found during installation of services in Chiappini Str. Outside formal cemeteries.
Red triangle	Human remains found here during road widening in 1980. Outside of the formal cemeteries. Workman's Metropole Building on the site in early 1900's and major roadworks in the 1980's. No systematic archaeological testing.

ARCHAEOLOGICAL CONCLUSIONS ABOUT THE PPTL SITE:

- The DRC cemetery land was exhumed in 1920/21 and human remains reburied at Maitland cemetery. Many gravestones also moved though separated from the remains.
- Archaeological testing on the PPTL site indicated disarticulated bones and some whole/partial burials missed by the original exhumation. This also pertains to Erf 9565.
- No original layout plan of the burials and vaults can be found.
- Vaults exposed during testing show signs of having been partially demolished and the remains removed in the past. Additional vaults in same condition will be found on the site.
- Burials not expected below the Soils Laboratory building due to basements.
- The upper two meters of soil over the vacant parts of the site have been considerably disturbed by the original exhumation process.
- Can say unequivocally that human remains will be found on the site in unpredictable locations.
- Development of any of the PPTL erven to be part of a formal process to decide how to deal with human remains not exhumed in 1920/21. This process will require significant input from the Heritage Authority and I&AP's.
- Previously, exhumed human remains were reburied at Maitland cemetery. The relocation process will have to be informed by all stakeholders.
- Indications are that the PPTL site could be developed provided that mitigation of all forms of human remains occurs prior to/during development.

AIA RECOMMENDATIONS:

- If approved, the PPTL site must be monitored by archaeologist/s during and/or before development. Exhumation program determined by authorities and IAAP's.
- List of stakeholders to be compiled including those specified in the NID response by HWC.
- The extent of exhumation must be determined by the Authorities and IAAP's. Ethical issues to be addressed.
- The Heritage permit process to be followed must be indicated by the heritage authority
- If agreed that human remains are to be relocated to Maitland, it is proposed that they be temporarily housed at the Prestwich Memorial until they can be moved. Relocation if supported by the DRC authorities, CoCT, and other stakeholders.
- Permanent storage at the Prestwich Memorial is unlikely due to conditions.
- Remaining vaults found should be geo-located and described/photographed prior to demolition.
- It is possible that some headstones/ grave furniture may be found (particularly broken ones) and these should be recorded and collected. Should these be moved to Maitland? Some/all could be accommodated within the PPTL site as a commemoration of former use.

HERITAGE IMPACT ASSESSMENT : PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY SITE ENABLEMENT

SOCIAL UNDERSTANDING OF THE PLACE

DISTRICT ONE

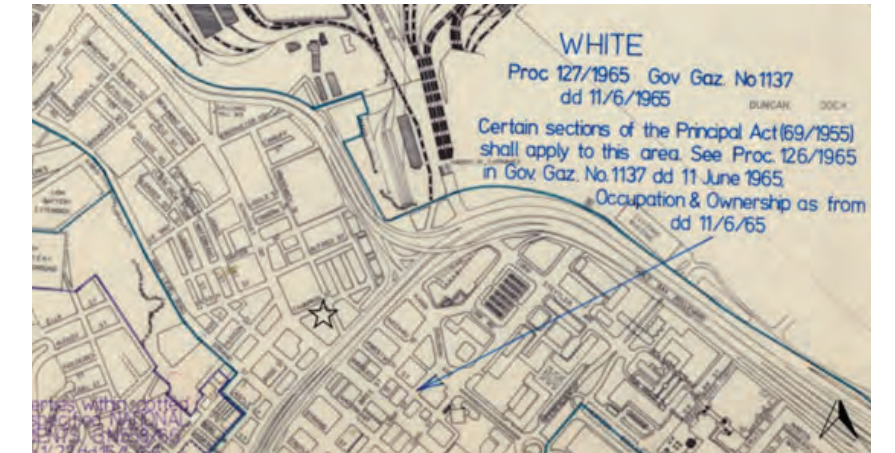
- Burial sites of District One: Enduring role of the area as a place for the buried dead and its associations with the ancestors of the city. It contributes to an understanding of attitudes to death and burial as deeply held cultural beliefs
- Social life of District One: Role in supporting a diverse community - immigrants, local residents and families who traced their ancestry back to the distant slave past, local workers, small shop owners, dockyard and industrial employees. They lived close to places of work and were supported by variety of community and religious organisations – welfare institutions, schools, churches, mosques and sports facilities. This formed the nexus of the community now lost except perhaps to memory.
- Vulnerability of District One to change and loss. Its strategic location for commercial and industrial use resulting in its residents being impacted by physical and social changes. By 1926, industrialisation and slow deterioration of the terraced housing stock was apparent. Slum clearances, modernist town planning and finally Group Areas delineation caused residents, tenants and property owners of colour to lose their rights to residence and belonging to a community with roots in the historical past.
- District One, trauma and memory. The scale and thoroughness of its destruction resulted in long-term trauma and sense of loss to its residents who were forcibly removed from their homes and community. At the same time there is the enduring role and value of cultural and religious institutions and their presence in a 'landscape of trauma' which provides them with sanctuary and clear markers of living heritage. Examples include the Noerul Mogammadiyah Masjed, Sacred Heart Church and Prestwich Street Primary School providing a clear sense of belonging and identity based on shared histories.
- The people who lived in District One. There is a need to humanise the lost landscape of District One and to reassert the presence of those who once lived there by revealing their names and acknowledging their memories.
- Cultural significance is dominated by the history of cemeteries, burial grounds and the dead. The memory of the dead exerts a powerful presence - through ancestral memory and the remnants of cemetery walls and the archival record. This significance is supported and enhanced by the Prestwich Memorial which provides a memorial and interpretive space.

THE PPTL SITE

- The DRC cemetery. The PPTL site is situated on the former the DRC cemetery and is associated with Dutch colonial burial practices and the cultural debates that surrounded its closure. The cemetery was the final resting place of many early Dutch and English colonial leaders of the early to mid 19th century. Important colonial figures like the architect L M Thibault and the Dutch artist Herman Schutte were laid to rest in family vaults in the cemetery.
- The presence of the dead. The presence of the dead associated with the DRC cemetery exerts a dominance in memory and in the potential that further burials may be revealed in areas not previously or only partially exhumed.
- The link with the Old Somerset Hospital. The Old Somerset Hospital was the first civilian hospital and welfare organisation in Cape Town. The Soils Lab Building has a documented link with the hospital as its annex and may be considered the last remaining link with this important institution. A potential exists on site to explore and interpret this link.
- The link of the Soils Lab Building with a detention centre 1945-1947. The building was used as a temporary immigration detention centre to accommodate prohibited or alien immigrants who were the subjects of investigation while the Ebenezer Road Detention Depot was being adapted. The walled enclosure, which can be dated to 1945, links the site to increased surveillance and restrictions imposed after the Aliens Control Act of 1937 and the post Second World War period of anxiety of enemy infiltration.
- The social history of the Salvation Army/ Workman's Metropole. Although it is doubtful whether a three-storey building composed of dormitories can be considered housing, there is no doubt that it was the first attempt by the Municipality to provide accommodation for the urban poor.



Map of 1897 showing the boundaries of District One (sometimes called Ward 2 after 1913). The project site is arrowed. (Source: Plan of Cape Town, South Africa, 1897, Juta's Cape Town Directory, Heritage Resources Section, CoCT.)



The Group Areas Proclamation of Cape Town, including District One, as a 'White Group Area', 1965. (Source: Proclamation 127 dated 11/6/1965 In Attwell, 2024)



Map (extract) showing the areas comprising District One from Buitengracht Street to Ebenezer Road and from Somerset to Dock Road during a period of transition (c1884). (Source: Map of Cape Town 1884. W A Richards and Sons.)



Composite diagram from the Thom survey showing terraced housing in the study area by 1900. Blue arrows indicate housing in place c1860s. Red arrows indicate housing developments in the late 19th century. (source: City of Cape Town)



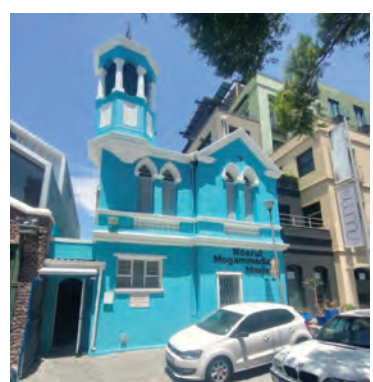
The Roman Catholic Silesian Institute in Somerset Road.



St Andrew's Presbyterian Church on Somerset Road.



Prestwich Road Primary School, situated on the former Lutheran Church graveyard in Prestwich Street.



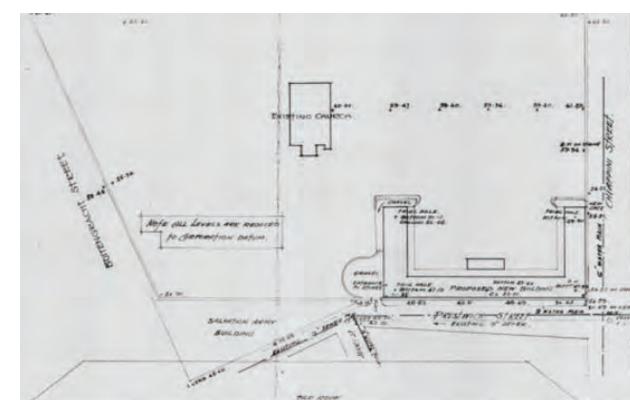
The Noerul Mogammadiyah Masjed in Vos Street.



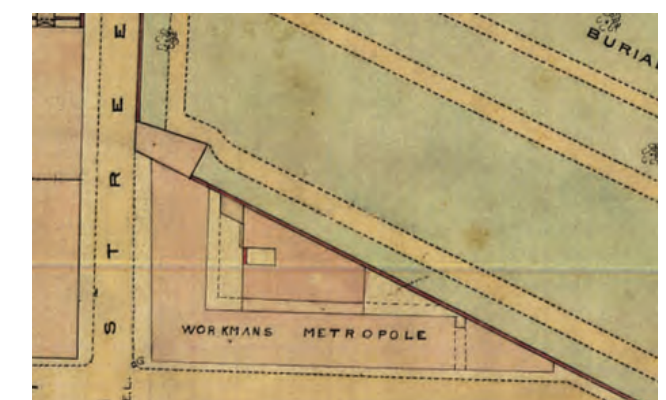
(Left) Somerset Road DRC cemetery showing a variety of vaults and head stones. (Source: KAB E965 in Schultz, 2023).



(Left) The Old Somerset Hospital central courtyard (Worden et al., The making of a City, 1998.)



(Left) Proposed plan for the Old Somerset Hospital Annex, 'The Chronic Sick Home and Stores. This plan also shows the demolished DRC Church. (Wilson 7/3/21 in Winter, 2024).

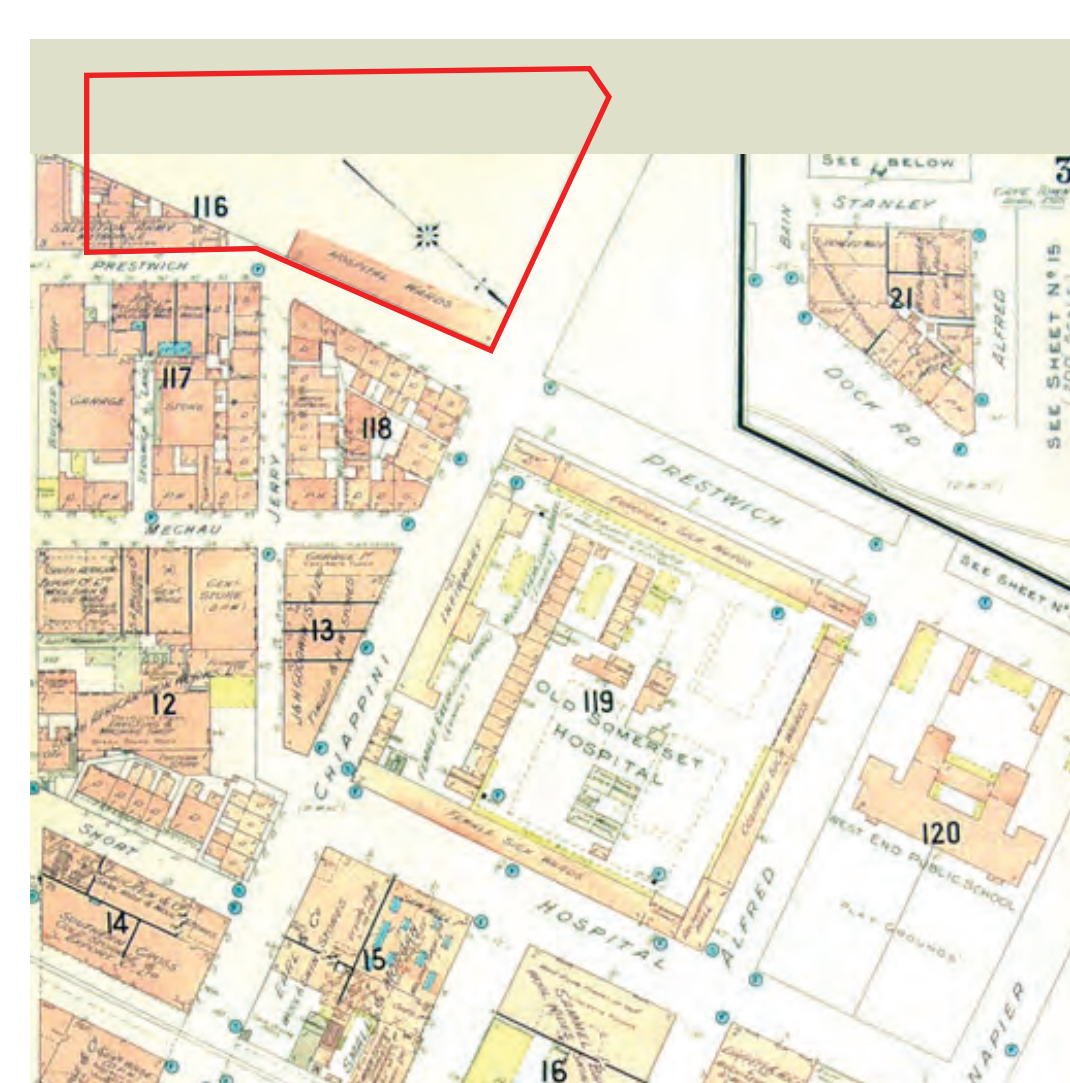


(Left) The Workman's Metropole newly built on a corner city site in 1898 and overlooking the 'disused' DRC burial grounds (Thom c1900 in Attwell, 2024).



Social-historical-spatial synopsis marking places noted in the social-historical study by Attwell (2024)

- Focus study areas of social historical study
- Places of social importance
- Clearance for urban development
- Impacted by GAA forced removals
- 20°C commercial/industrial (proximity of places of employment)
- Easy pedestrian access to employment & transport: city centre, station, dock
- Pedestrian connections
- Social connections
- 1965 Group Areas Act
- New roads impact
- 5m contour



Somerset Hospital in 1925 located diagonally opposite the PPTL site (outlined in red). During this period the Annex on erf 734 is identified as 'hospital wards' confirming that at least part of the block was used to accommodate an overflow of inmates at the Old Somerset Hospital. (Source: Goad Fire Insurance Map of Cape Town 1925, SAL)

HERITAGE IMPACT ASSESSMENT : PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY SITE ENABLEMENT

STATEMENT OF HERITAGE SIGNIFICANCE

BROADER LANDSCAPE

- Topographical setting within the City bowl
- Proposed Somerset Road HPOZ
- Buitengracht Street Scenic Route
- Gateway condition at the intersection of Buitengracht Street and Somerset Road at the nexus of two historical grids
- Social-historical linkages with District One
- The enduring role of social-institutions within District One (Salesian Institute, Prestwich Primary School, St Andrews Church).
- Pattern of historical burial grounds.

LOCAL AND IMMEDIATE SITE CONTEXT

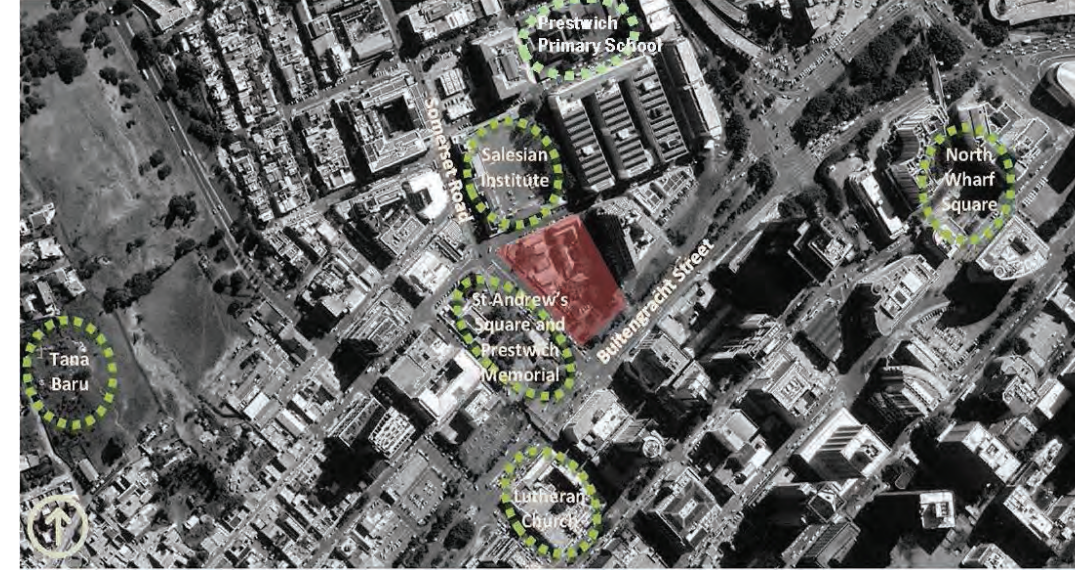
- Visual-spatial linkages with Prestwich Memorial St Andrews Church precinct (suggested Grade II heritage resource). This relationship has been compromised by the widening and realignment of this section of Somerset Road and its vehicular dominance, as well as the perimeter wall along the Somerset Road edge of the PPTL site. The development of the PPTL thus offers an opportunity to enhance the nature of the relationship.
- Visual-spatial linkages with the Salesian Institute (Grade IIIA).
- Contributing to a historical urban morphology in terms of remnant street block pattern, threshold condition at the intersection of Somerset Road and Chiappini Street and forming part of a social-historical/heritage nexus (past roles of the he DRC cemetery, Somerset Hospital Annex and Salvation Army/ Workman's Metropole, the enduring social role of the Salesian Institute and the St Andrews Church, and the contemporary role of Prestwich Memorial).

SITE SCALE

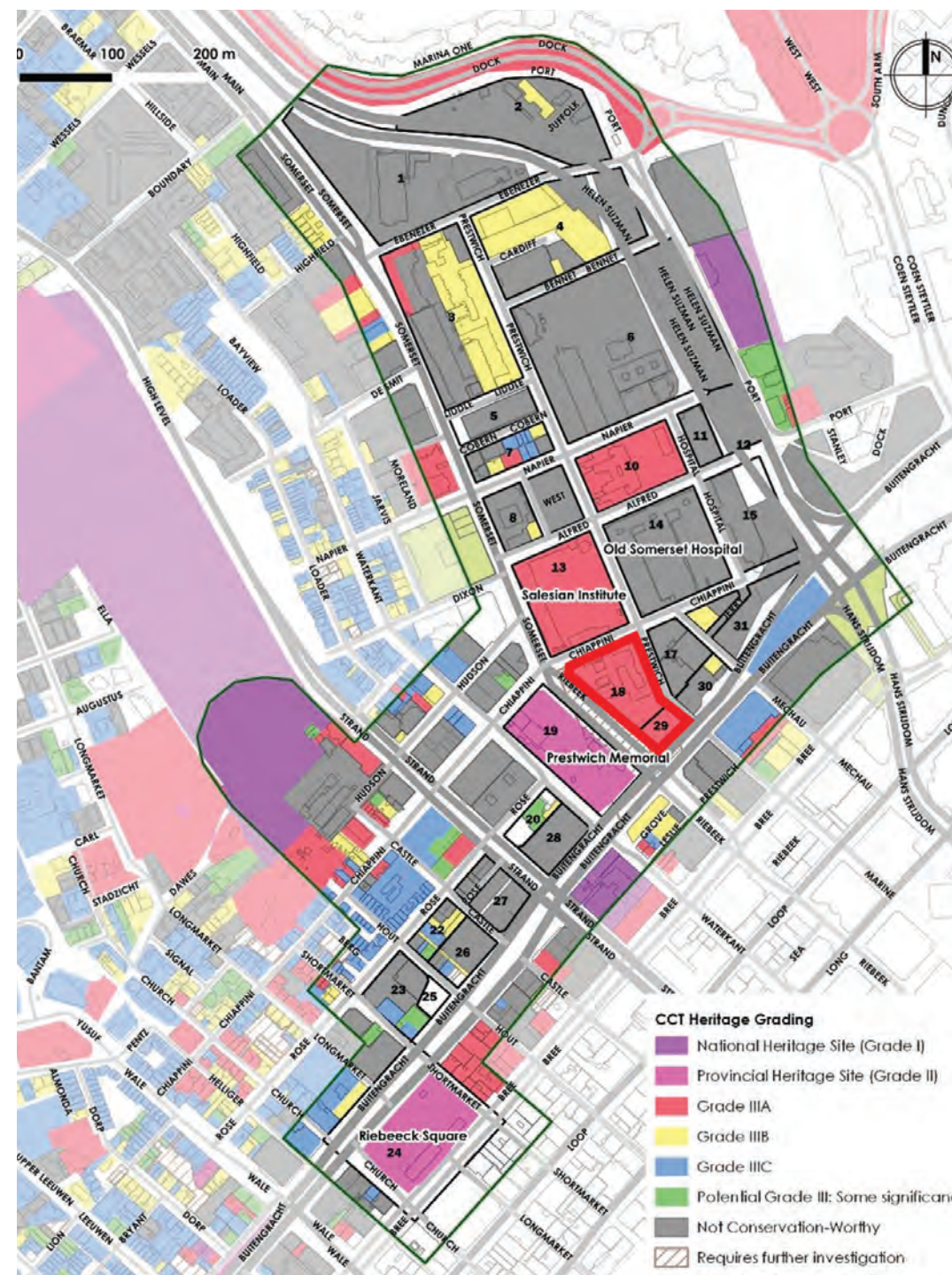
- The site of old DRC cemetery. Historical significance associated with an early formal cemetery. Included in the burial places of known local colonial leaders, some of whom contributed to the architectural and artistic life of colonial Cape Town, including LM Thibault and H Schutte. Although the extent of the cemetery has been impacted by road widening and subject to formal exhumation in the 1920s, the site still contains evidence of burials.
- Cemetery walling. Remains of cemetery wall along Chiappini Street and gate piers along Prestwich Street as a tangible link with the former DRC cemetery and contributing to the character of the Somerset Road precinct.
- Soils Laboratory Building. Historical value in terms of links with the Old Somerset Hospital and role as an Immigration Detention Depot. Architectural value in terms of being characteristic of public architecture of the 1920s and 1930s. Suggested Grade IIIA heritage value.
- Site of the old Salvation Army / Workman's Metropole. Historical significance associated with the City's first attempt to provide accommodation for the working classes of Cape Town.
- Patterns of planting. Plane tree located in the courtyard of the Soils Lab Building which contributes to the quality of the space. Trees along the Buitengracht Street edge form part of an important green corridor.

The redevelopment of the PPTL site provides opportunities to:

- Respond to gateway role of the site and improve the interface with the Prestwich Memorial/St Andrew's Church precinct.
- Enhance the quality of the public environment along street edges and provide visual-spatial and pedestrian connectivity through the site.
- Improve the Somerset Road/Chiappini Street intersection as a threshold into the historical Somerset Road urban corridor
- Build on the intention to reshape the linkage role of Chiappini Street into a pedestrian friendly environment.
- Provide a more public role for the site by making it publicly, visually and physically permeable.
- Reclaim the social-historical significance of the site as part of a broader commemoration strategy for District One.
- Recover the heritage significance of the Soils Lab Building and enhance the quality of its courtyard space.
- Provide affordable housing in respond to the historical narrative of District One as a place of social displacement, trauma and loss.
- Build on the role of the site of the Salvation Army / Workman's Metropole as the first attempt to providing housing for the urban poor.



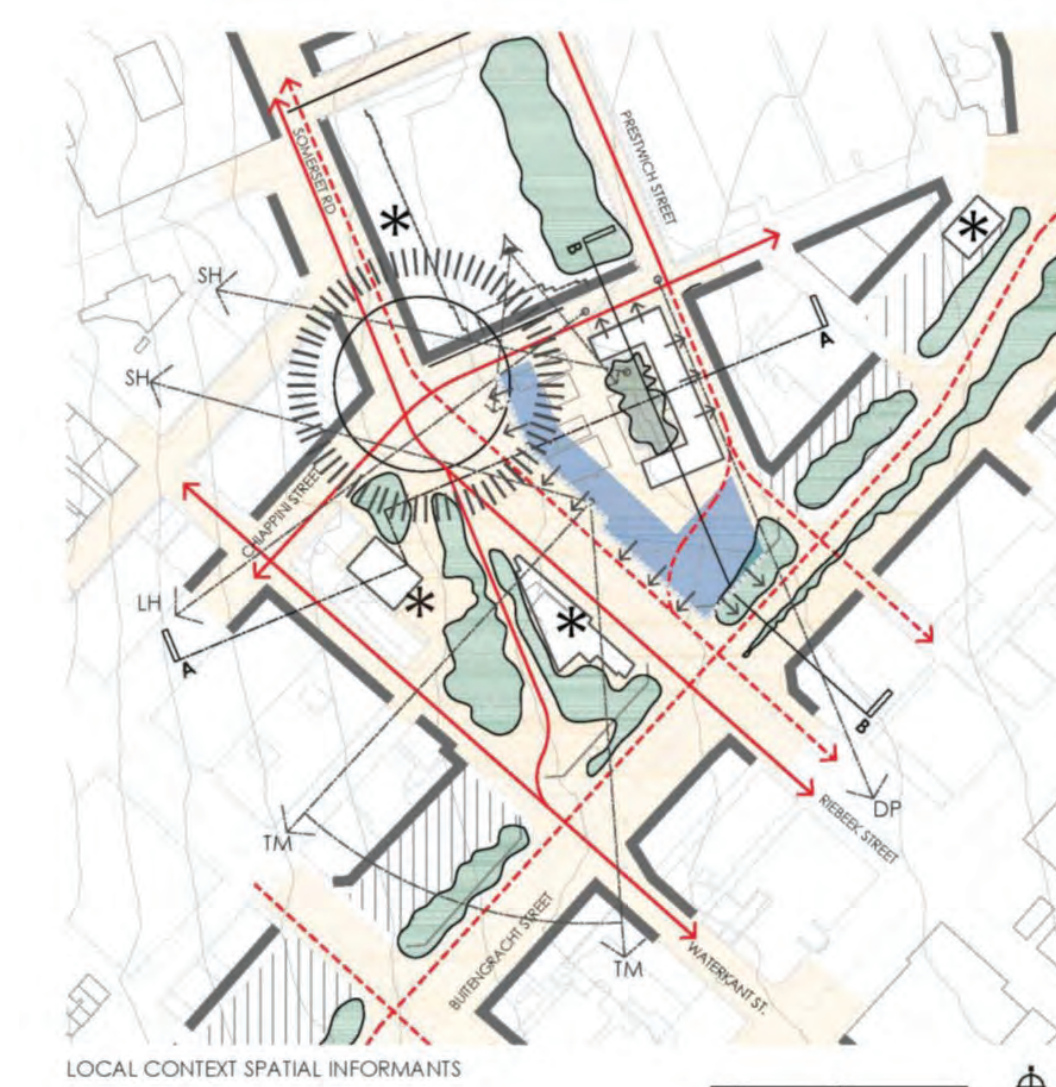
(Left) Site context with the PPTL site shaded red. Heritage and Visual Resources circled in green (Source: Gibbs, 2024)



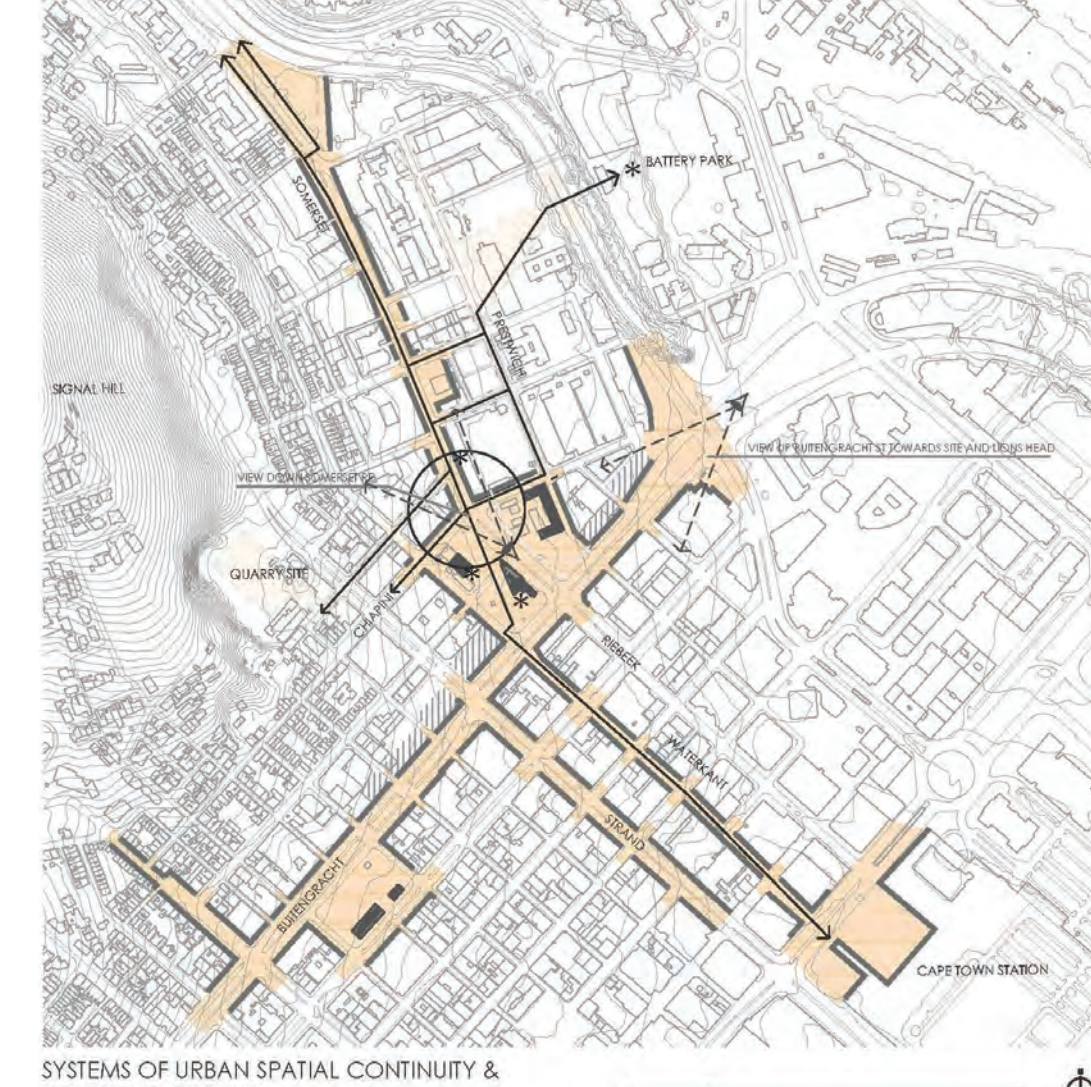
Proposed Heritage Gradings according to the Hart & O'Donoghue Foreshore Gateway Precinct Heritage Study (2021). The PPTL Site is highlighted in red.



Existing and Proposed City of Cape Town Heritage Protection Zones. The PPTL site is shown with a red outline. (Source: Hart & O'Donoghue Foreshore Gateway Precinct Heritage Study 2021)



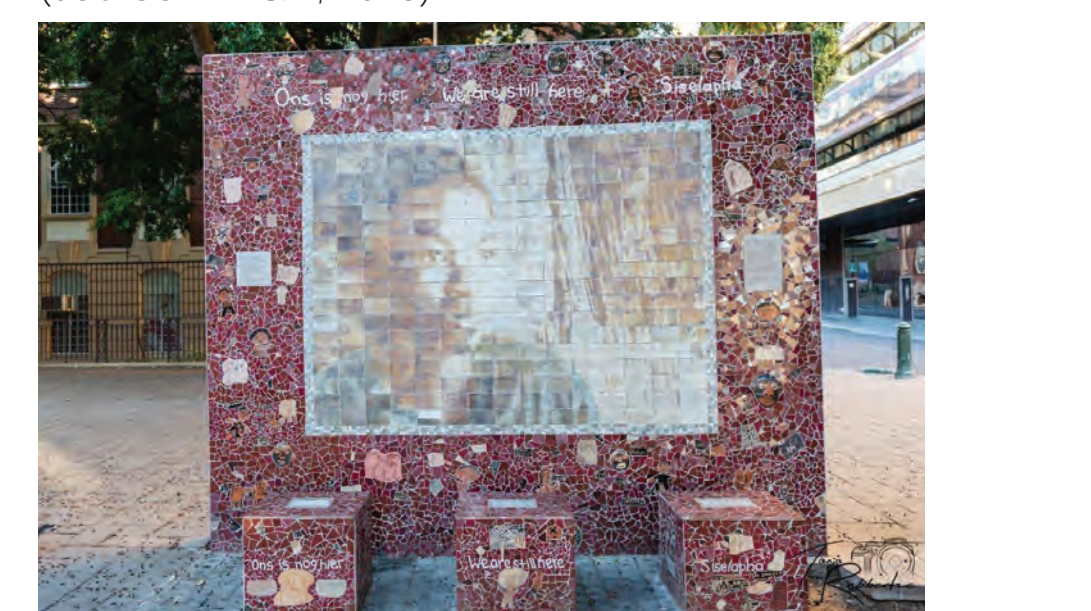
Local Context Spatial Informants (Source: NM & A, 2023)



Location of the PPTL site showing its key role within a system of urban spatial continuity. (Source: NM&A, 2023)



Examples of the intangible made tangible: (Left) Slave Memorial containing the names of slaves in Church Square, Cape Town. (Right) "We Are Still Here" monument, Central Library in Cape Town, highlighting the plight of poverty stricken children in 19th century Cape Town. (photo sources: Winter, 2024 and Facebook/Saledian Institute Youth Projects/ Tania Robbertze Photography)



HERITAGE IMPACT ASSESSMENT : PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY SITE ENABLEMENT

HERITAGE INDICATORS

BUILT ENVIRONMENT, VISUAL AND LANDSCAPE INDICATORS

Soils Lab Building

- A.1 Retain the building with opportunities for adaptive reuse and public access.
- A.2 Reactivate the Chiappini Street pedestrian entrance.
- A.3 Activate the Prestwich Street edge of the building.
- A.4 Enhance the courtyard as an active soft urban space.
- A.6 Reuse options to minimise impact on architectural integrity and give preference to community related uses.

Historical patterns of access

- B.1 Retain access off Chiappini Street with preference for this to be used as a pedestrian entrance.
- B.2 Reinstate entrance off Prestwich Street.

Other structures

- C.1 to C.5 Allow for demolition

Perimeter walling

- D.1 Retain the remaining historic cemetery wall along Chiappini Street.
- D.2 Allow for the removal of the remaining perimeter walling.

New Development

- E.1 Taller building envelope on Buitengracht Street to allow for the legibility of the gateway condition in term of height and address prominent corner condition.
- E.2 Development envelope along Somerset Road as a linear framing element to Prestwich Memorial and St Andrew's Church precinct.
 - Of medium height to not overwhelm the Grade II heritage context
 - Reflect a fragmented built form and step down towards the Chiappini Street/Somerset Road intersection to mediate between the heights of the new building and the Salesian Institute and Soils Lab Grade IIIA heritage resources.
 - Provide the Soils Lab building with breathing space.
- E.3 Provide openings at ground floor along Somerset Road to provide for visual-spatial connection into the site from the Prestwich Memorial and St Andrew Church precinct.
- E.4 Address corner condition at the intersection of Somerset Road and Chiappini Street with a height and massing similar to Salesian Institute on the opposite corner.
- E.5 Development envelop along Chiappini Street to step down to the scale of the Soils Lab building and Salesian Institute structures.

Patterns of Planting, Street Edge Conditions and Landscape Interventions

- F.1 Retain the primary mature tree in the courtyard of the Soils Lab building and treed edge along Buitengracht Street.
- F.2 Enhance the quality of the pedestrian environment along street edges.
- F.3 Landscaping interventions provide an opportunity for the commemoration of the historical layering of the site, historical alignments and features.

ARCHAEOLOGICAL INDICATORS

Presence of scattered human remains and burials, artefactual material, vaults, headstones, memorial stones and grave furniture associated with the former role of the PPTL site as a DRC cemetery will be impacted by the proposed development.

The site will need to be archaeologically tested and monitored during and/or before development.

Several key issues and processes still need to be resolved from an archaeological perspective, some of which are fairly complex, especially in terms of ethical, permitting and social issues linked to the future of the scattered remains of the buried dead:

- Stakeholder engagement
- Determining the extent of exhumation
- The exhumation and reburial process and attitudes to remaining artefacts, vaults, headstones, memorial stones and grave furniture.
- Clarity on permitting requirements

SOCIAL-HISTORICAL INDICATORS

- Historical trauma and dispossession should be acknowledged in heritage processes within District One, as it has been in District Six. There is a need to reclaim lost names or populate the 'lost' area of District One with people, attaching people to place.
- Need for a commemoration strategy for District One which follows a people-centred approach linking the tangible and intangible heritage aspects of the social history of the area.
- The commemoration strategy should focus on the public urban environment similar to the approach taken in District Six.
- Recognise the strategic location of the PPTL site at the entrance to Somerset Road and adjacent to the Prestwich Memorial and in providing opportunities for the commemoration of historical burial areas and the history of the people of the area.
- Commemoration may include a large installation on any highly visible wall forming part of the public environment containing listed names in consultation with interested and affected parties of:
- The buried dead of the DRC cemetery and the many dead constituting the ancestors of the people of Cape Town.
- The people who lived and worked in District One and were in time evicted and unjustly dispossessed of their homes and communities

Soils Laboratory Building

Commemoration should be integrated into the conservation of the Soils Lab Building including an acknowledgment of:

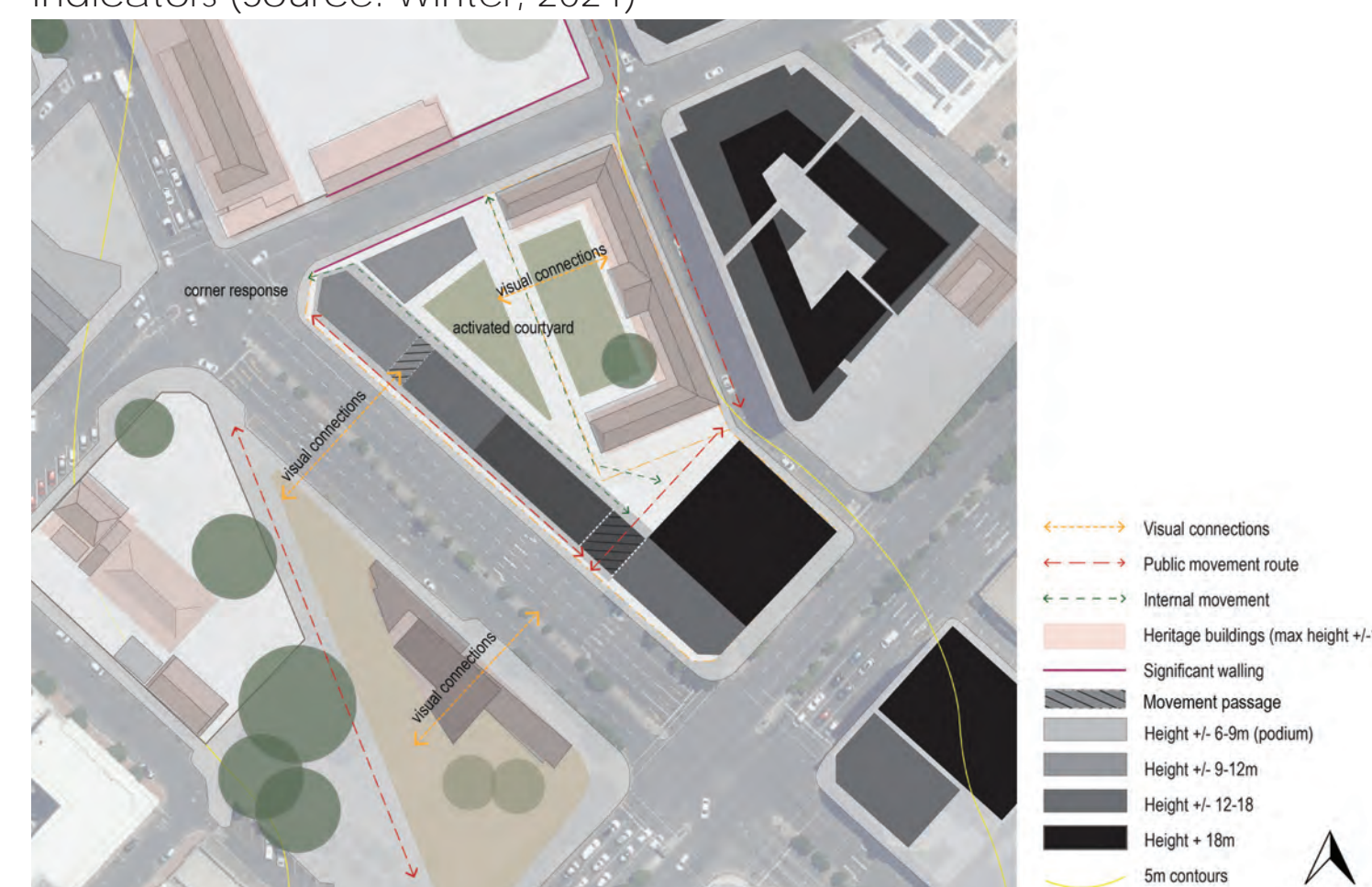
- The historical core annex as the last remaining part of the Old Somerset Hospital, the first civilian hospital (and welfare service) in Cape Town.
- Immigration to and migrant detention in Cape Town.



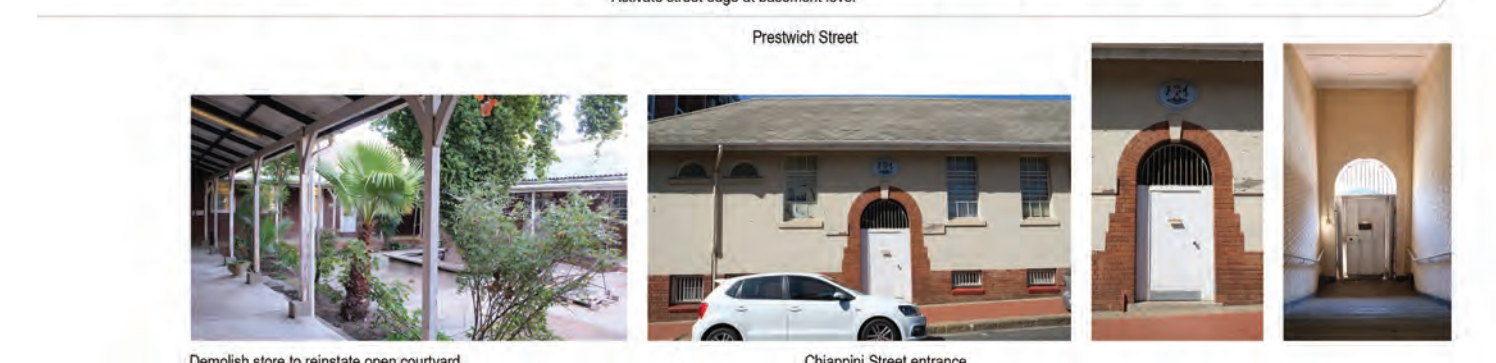
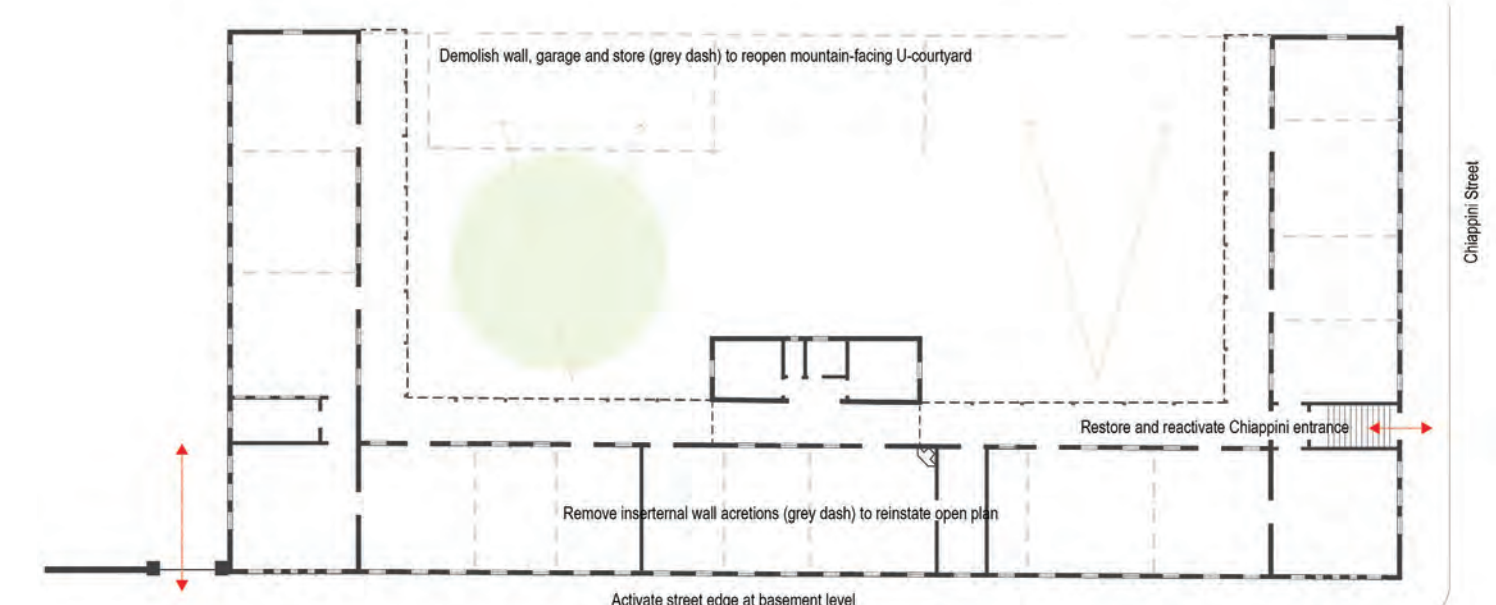
Built Environment and Landscape Heritage Indicators (Source: Winter, 2024)



Reference Plan for Built Environment and Landscape Heritage Indicators (Source: Winter, 2024)



Heritage Indicators (Indicative Height, Scale and Massing, Visual Connections and Pedestrian Movement) (Source: Winter, 2024)



Soils Lab Building Indicators (Source: Winter, 2024)



Soils Lab Prestwich Street Elevation (Source: Winter, 2024)

HERITAGE IMPACT ASSESSMENT : PROPOSED PROVINCIAL PAVEMENT TESTING LABORATORY SITE ENABLEMENT

PUBLIC PARTICIPATION PROCESS

APPLICATION IS BEING MADE FOR AUTHORISATION TO UNDERTAKE ACTIVITIES LISTED IN TERMS OF SECTION 38 OF THE NATIONAL HERITAGE RESOURCES ACT (25 OF 1999)

QUESTIONS TO THE PUBLIC

1. Specialist heritage studies have evaluated the social significance of the site as arising from its role as a Dutch Reformed Church cemetery, as the site of the Salvation Army/ Workmen's Metropole (at the corner of Buitengracht and Prestwich Streets) and as the Soils Lab Building. In what ways can this heritage be meaningfully commemorated?
2. The proposed development is likely to impact archaeological material associated with the former role of the site as a Dutch Reformed Church cemetery. Material may include human remains, vaults, headstones, grave furniture, etc. The site will need to be cleared of this material before development. Several key issues need to be resolved in terms of the reburial of human remains and artefactual material. Do you have particular thoughts on the approach to the treatment of these various types of remains? For instance, if human remains are found, should they be reburied at Maitland Cemetery in a similar way to the human remains exhumed from the site in the 1920's?
3. The HIA process has carefully considered the proposed scale, form and massing of the proposed new development to protect the heritage significance of the Soils Lab building, the Prestwich Memorial and St Andrews Church precinct, the Salesian Institute and the built environment character of the site's surroundings. In your opinion, has the development proposal responded positively to the indicators in the HIA?

HOW TO PARTICIPATE



A draft Heritage Impact Assessment is available for public comment between 22 March and 25 April 2024. The assessment includes Built Environment, Archaeological, Socio-Historical and Visual studies. You can access the report online at www.infinityenv.co.za/pptl.



You are invited to register as an interested and affected party for the proposed development. To register, please send your name and contact details to the public participation consultant whose details are found below.



The 30-day commenting period commenced on Friday, 22 March 2024 and ends on Thursday, 25 April 2024. Kindly note that comments unrelated to heritage will not be considered. Email address: pptl@infinityenv.co.za.



You are invited to attend a public Open House where project information will be on display, on Thursday, 04 April 2024 at the Salesian Institute Youth Project (2 Somerset Rd, Green Point, Cape Town, 8001) between 3:00 PM and 7:00 PM (please come at any time that suits you).

For more information, to comment, or to arrange alternative ways of participating, please contact Tarryn Solomon, at:

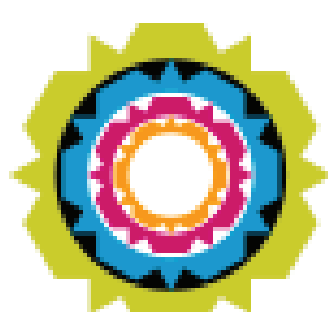
Tel: 021 834 1602
Email: pptl@infinityenv.co.za
Post: Suite 17, Private Bag X11, Mowbray 7705

Project website: www.infinityenv.co.za/pptl

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Wendy Wilson
Melanie Attwell
Kathleen Schultz
David Gibbs



Western Cape
Government



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Department of Infrastructure

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