



**Western Cape
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 (draft)

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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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 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.
 - 3.5 A commemoration plan be prepared for the P TTL site informed by the recommendations of the social-history study.

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

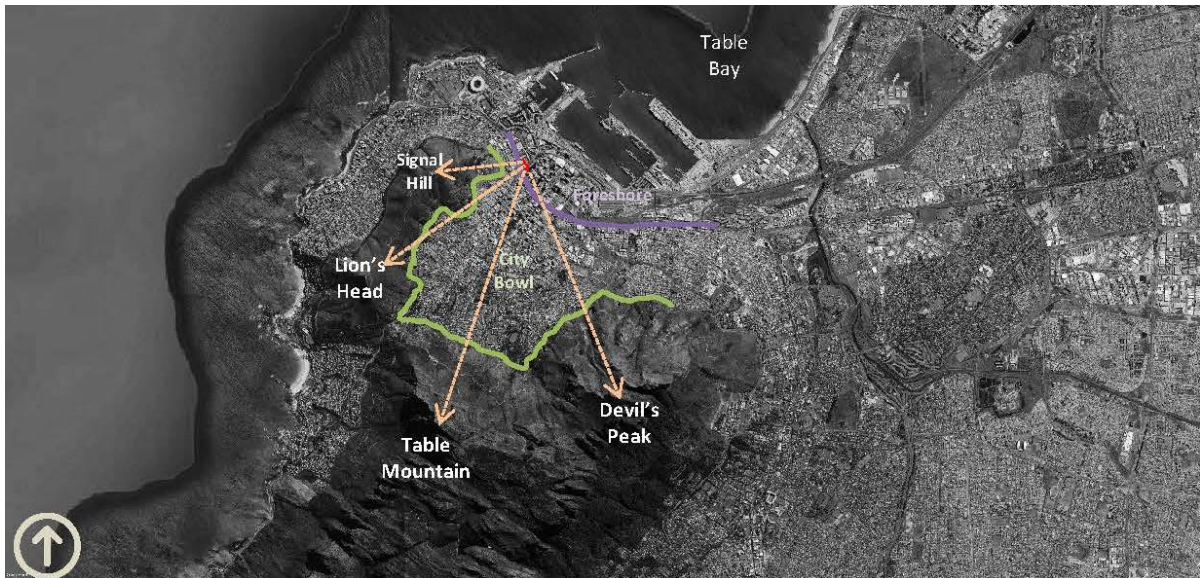


Figure 3: Regional setting showing the PPTL site marked in red. The green line shows the interface between City Bowl and mountain landscape. The purple line shows the position of the old shoreline, denoting the Foreshore precinct. (Source: Gibbs PPTL VIA 2024)



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)

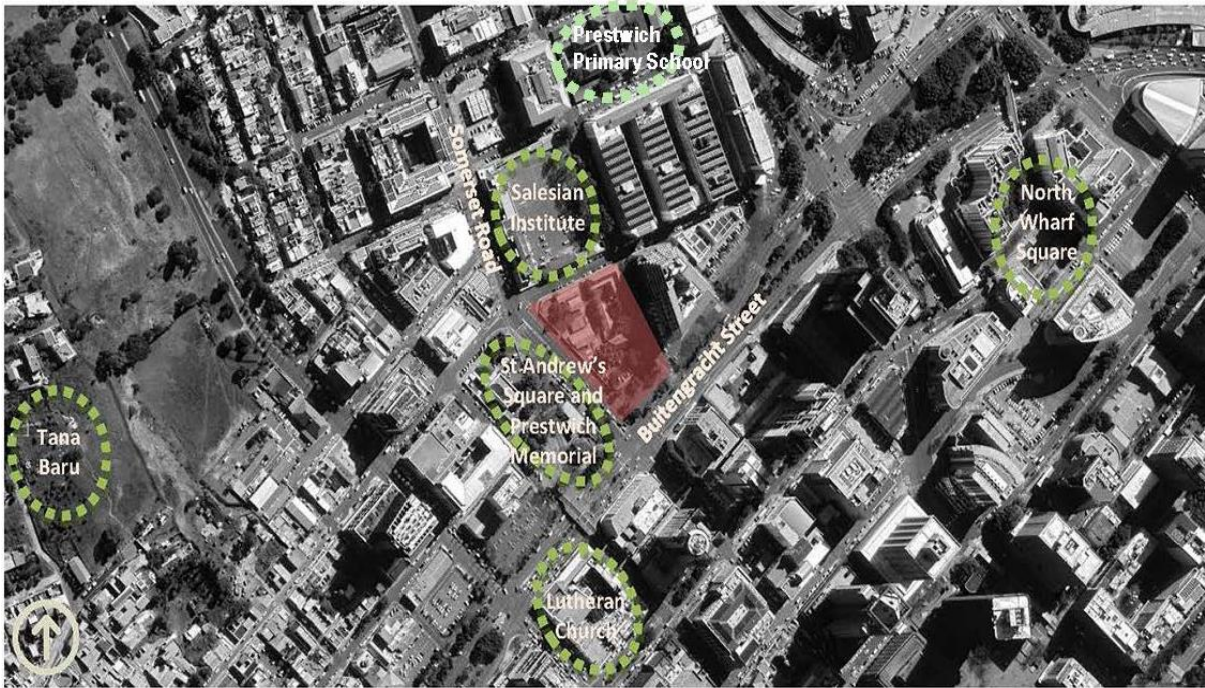


Figure 5: Site context with the PPTL (subject site) shaded red. Heritage and Visual Resources circled in green (Source: Gibbs PPTL VIA 2024)

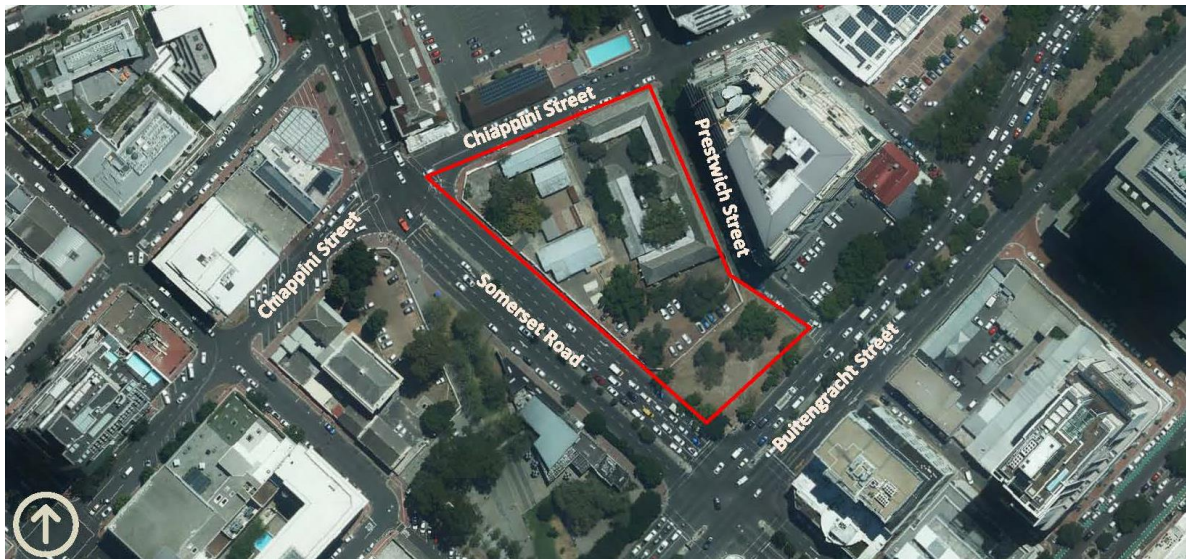
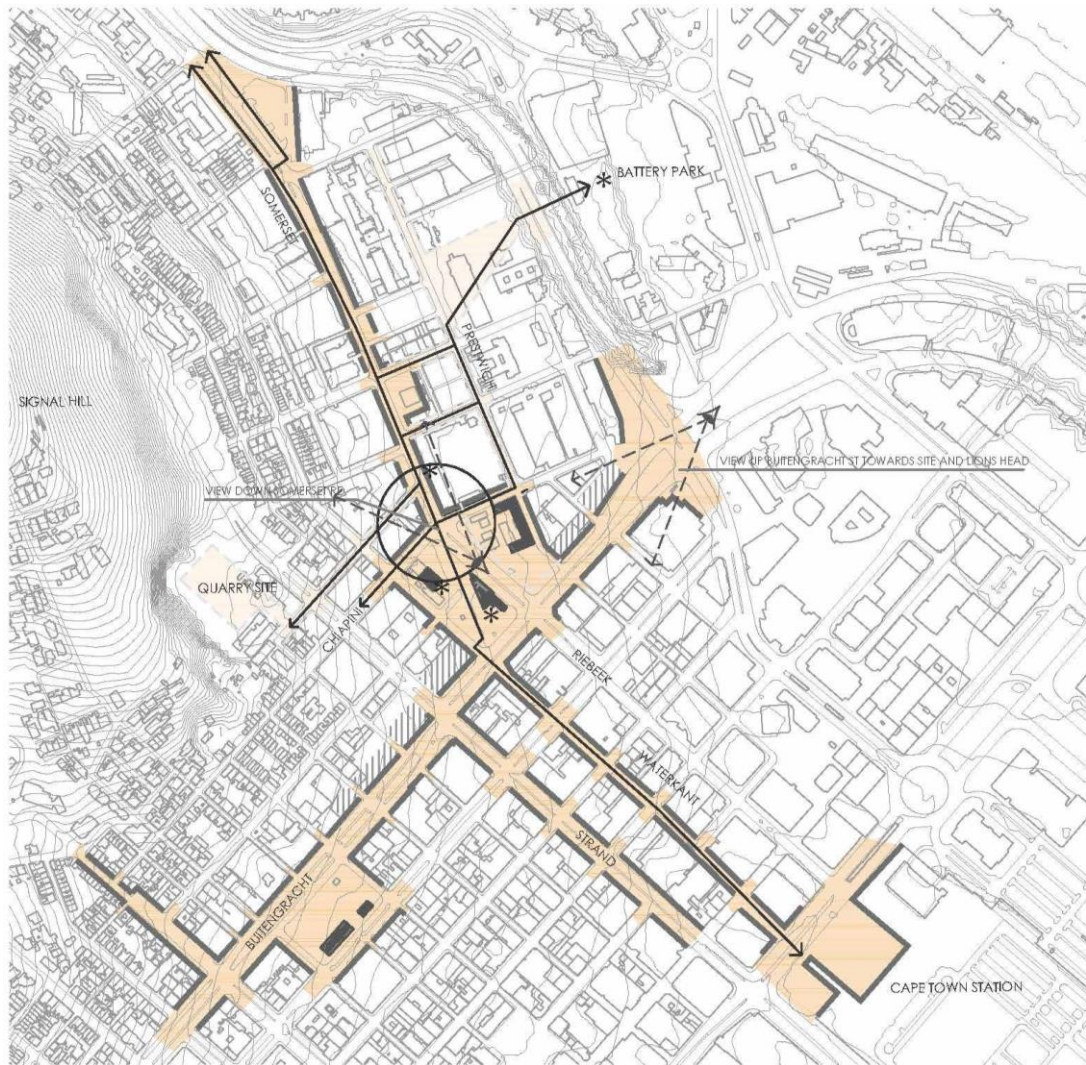





Figure 6: PPTL site and surrounds: current conditions 2023 (Source: Gibbs PPTL VIA 2024)



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)

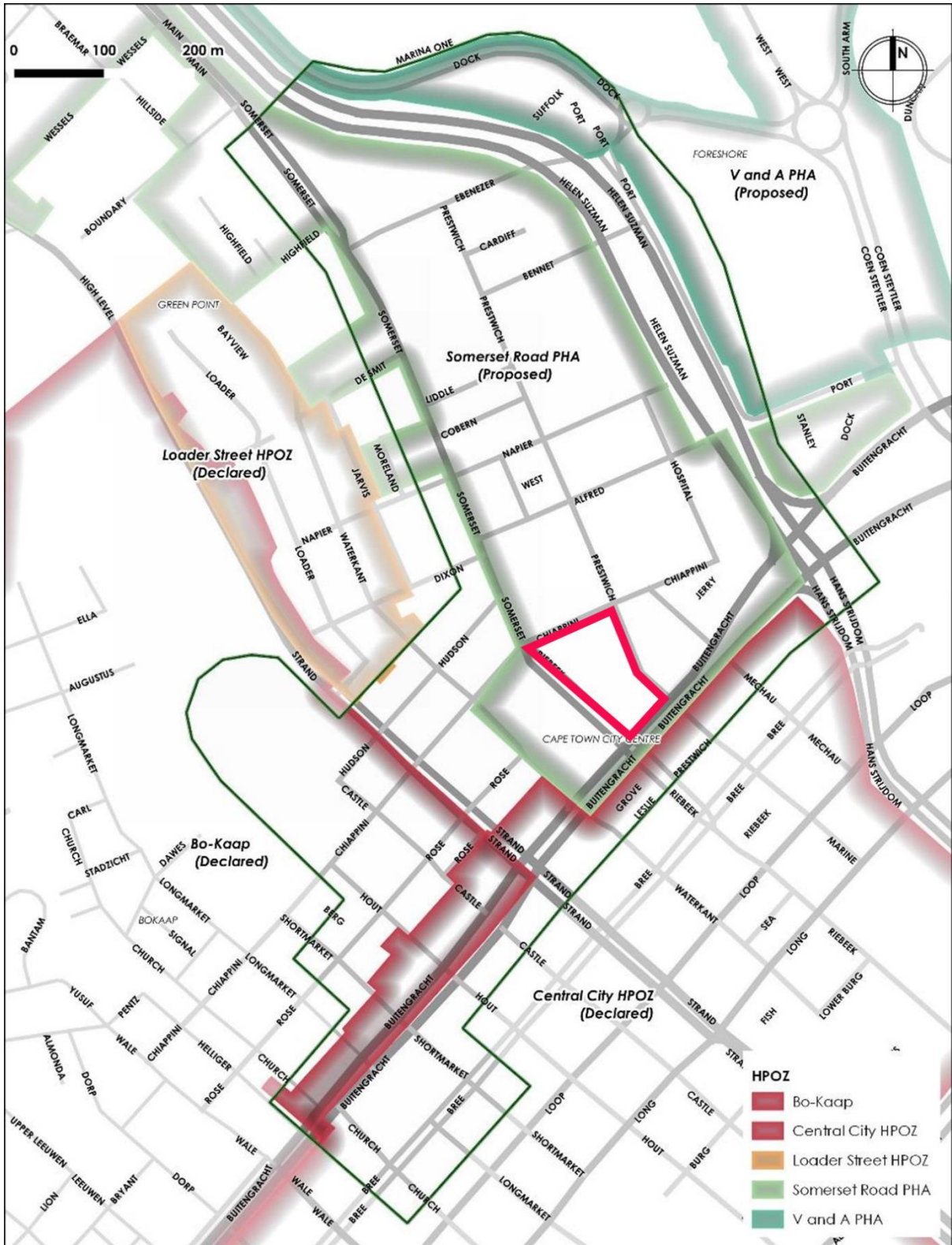


Figure 8: Existing and Proposed City of Cape Town Heritage Protection Zones showing the PPTL Site within the proposed Somerset Road HPOZ. The PPTL site is shown with a red outline. (Source: Hart & O'Donoghue Foreshore Gateway Precinct Heritage Study 2021)

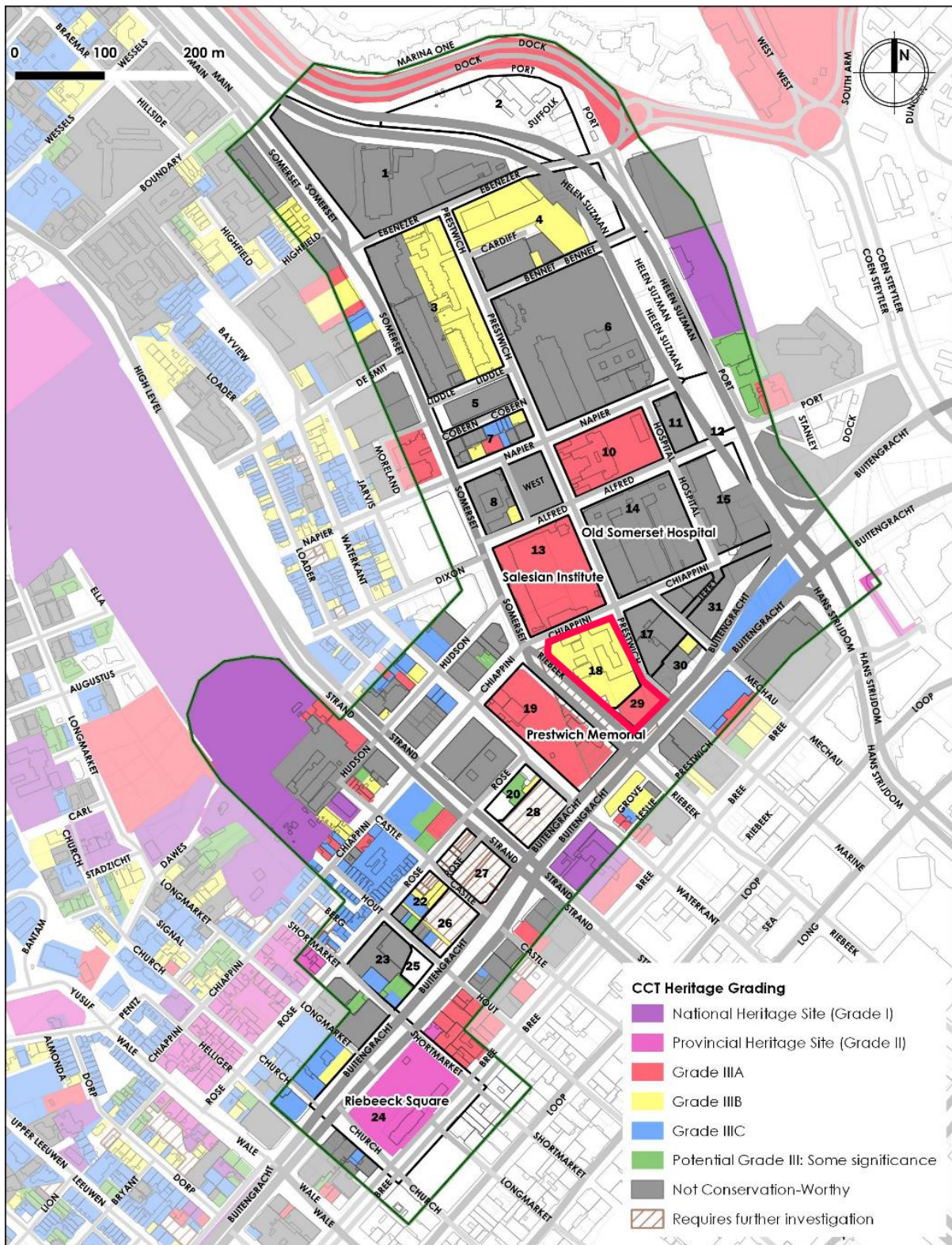


Figure 9: City of Cape Town Grading of Heritage Resources. The PTL site is outlined in red highlighting a split grading of the site between Block 18 and 29, Grade IIIB and IIIA respectively. The Prestwich Memorial Site is graded IIIA as is the Salesian Institute. (Source: Hart & O'Donoghue Foreshore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

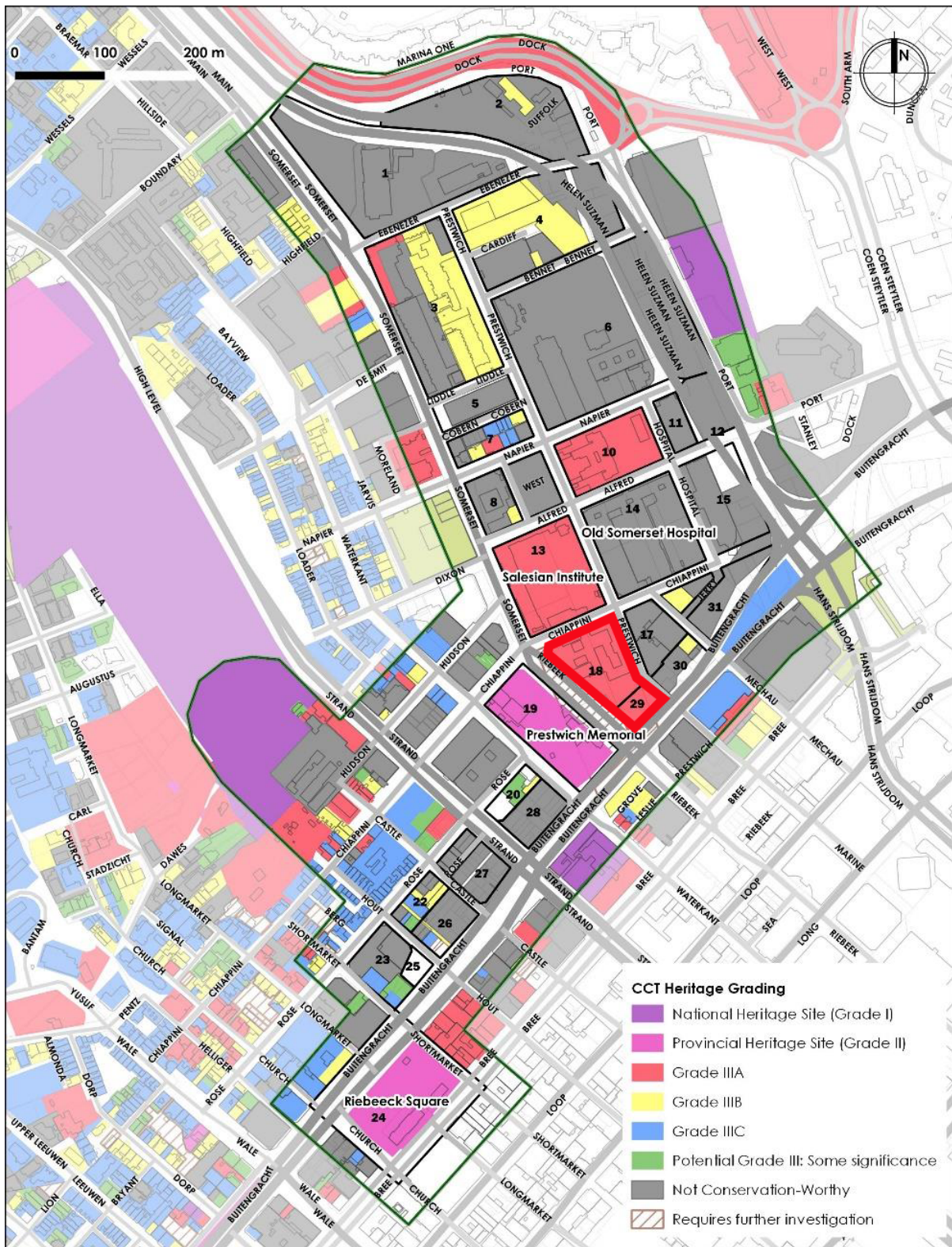


Figure 10: Proposed Heritage Gradings emanating from the Hart & O'Donoghue Foreshore Gateway Precinct Heritage Study (2021). The PPTL Site is highlighted in red. The Precinct Heritage Study proposes both Block 18 and 28 as Grade IIIA and the Prestwich Memorial and St Andrew's Church Precinct as Grade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



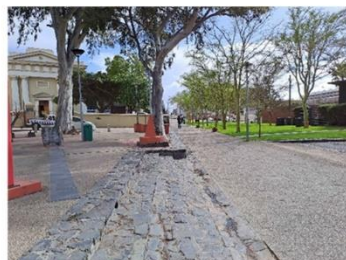
6. Somerset Road view east to Buitengracht



7. Somerset Road view from site to Prestwich Memorial



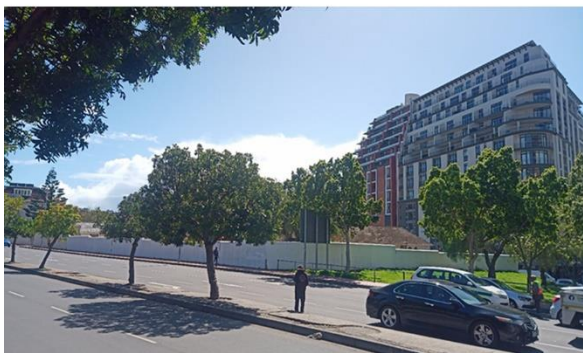
8. Somerset Road view from site to St Andrew's Church



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


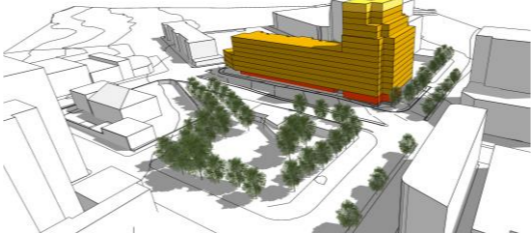


terms of reference namely: To develop at least 3 residentially led conceptual development options which respond to a set of programmatic informants in response to the WCG's project objectives of not only achieving a feasible development proposal to 'leverage significant land value', but also to address 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 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 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)	<ul style="list-style-type: none"> • ±31 762 m² GFA 	<ul style="list-style-type: none"> • ±33 583 m² GFA 	<ul style="list-style-type: none"> • ±29 759 m² GFA 	<ul style="list-style-type: none"> • ±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, Riebeek 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.

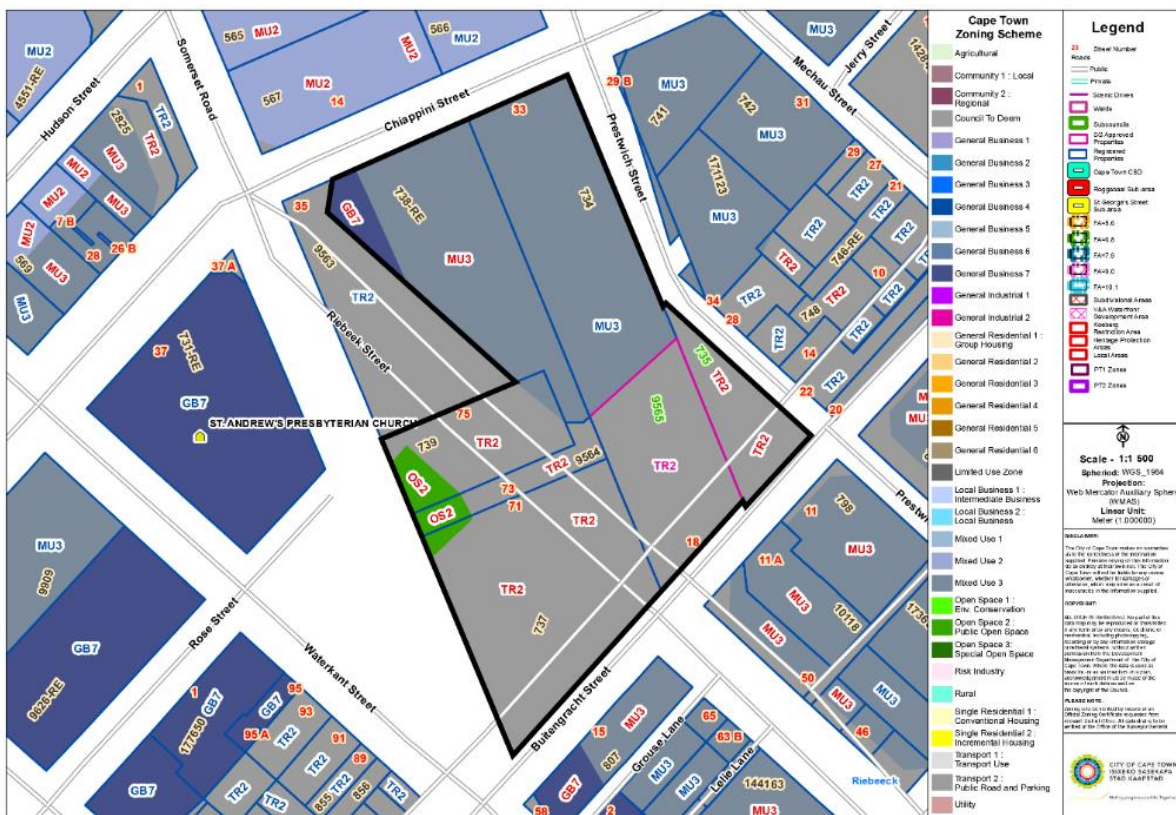


Figure 11: Existing Zoning (Source: City of Cape Town, 2023)

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 Prestrich 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.

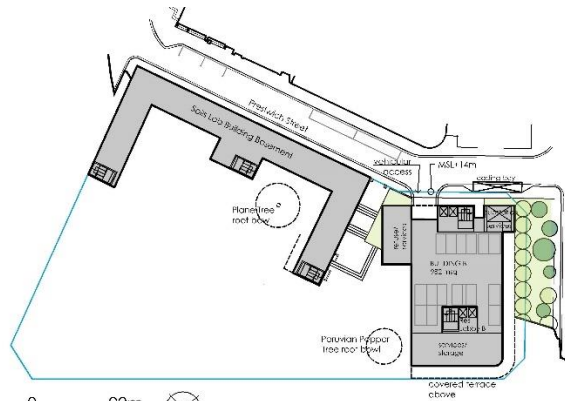
Other existing site features that are being retained and incorporated in the proposal include:

- 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:

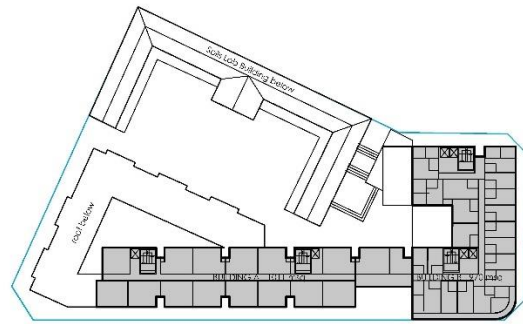
- The proposed schematic floor plans and building envelope are shown in Figures 12 and 13 below.
- Figures 14 to 17 below provide 3-Dimensional images of the proposed development from various perspectives.
- Figures 18 and 19 below provide a closer view of ground and basement floor plans, respectively.



0 20m

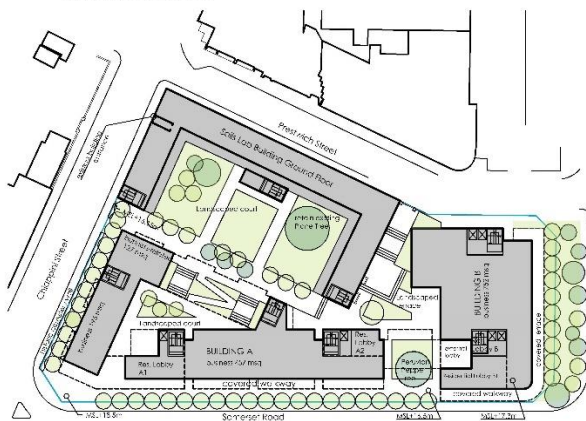
Basement level

Community Use In Soils Lab Building basement
Loading and services/ storage



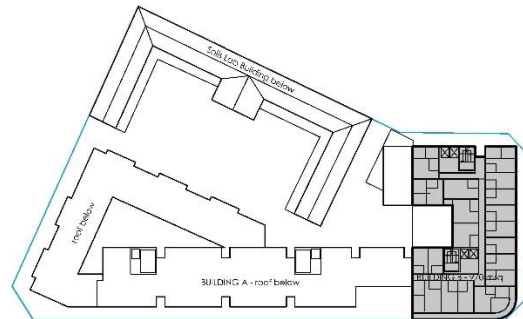
4th-6th Floor

30 residential units per floor



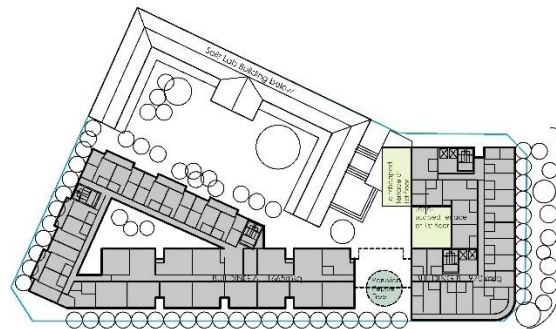
Ground Floor

Business
Community Use In Soils Lab Building
Peruvian Pepper tree retained
Trees & reed interfaces



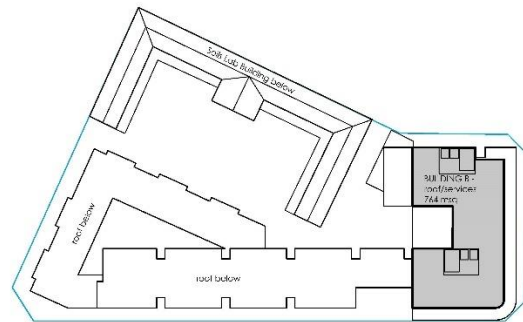
7th-10th Floor

+19 residential units per floor



1st - 3rd Floor

43 residential units per floor



11th Floor

services / roof

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:

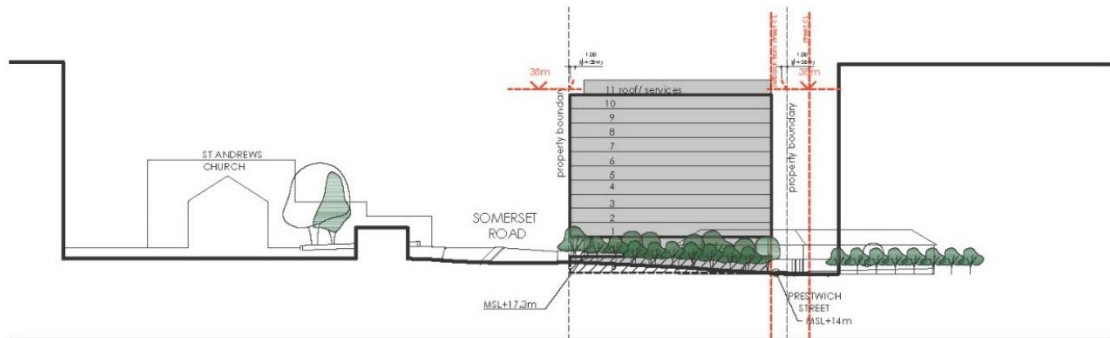
Soils Lab Basement - 842 msq
Soils Lab Ground Floor - 1 029 msq
Total floor area - Soils Lab: 1871 msq

TOTAL FLOOR AREA: 23 373 MSQ

Residential units: 310 no's

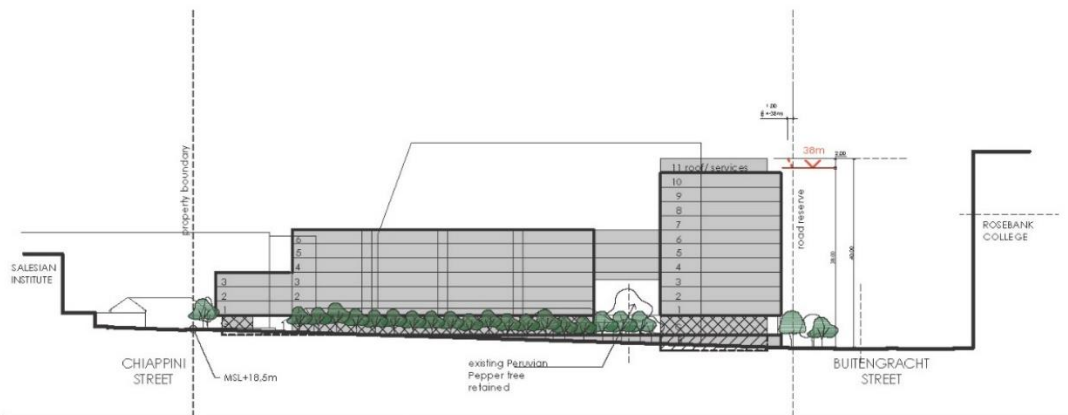
Parking bays - Only loading and service-related parking provided

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



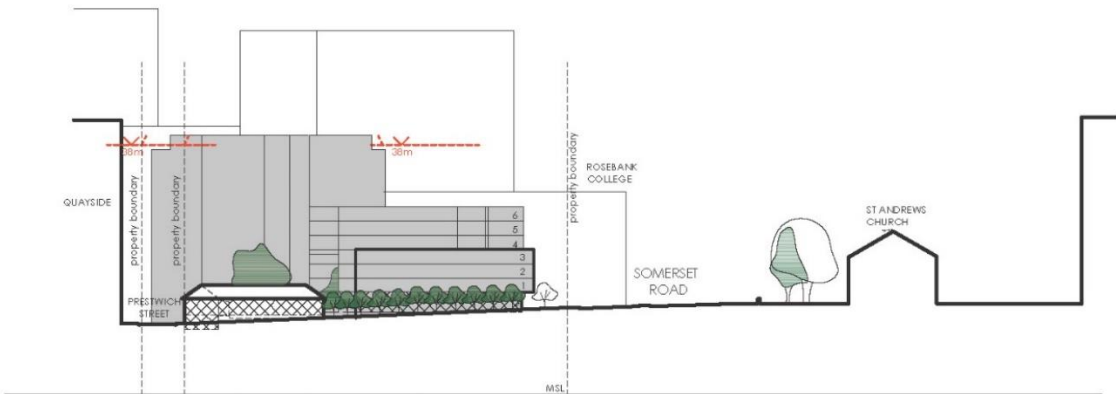
Buitengracht Street Elevation

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

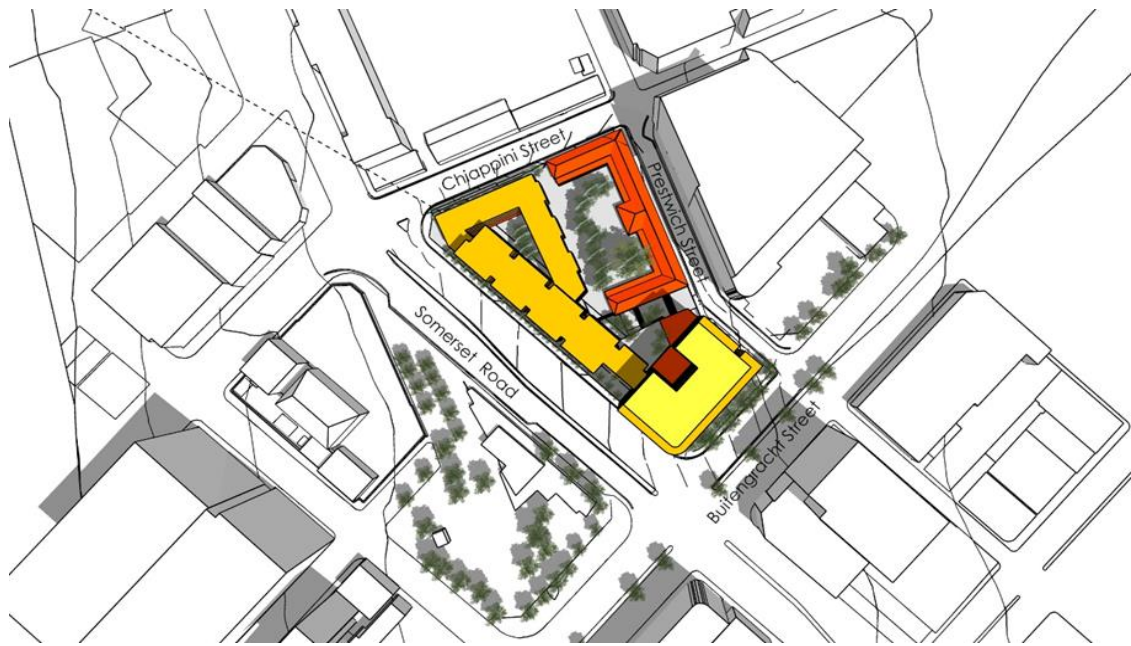


Figure 14: 3D Plan View (Source: NM & Associates, 2023)



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)

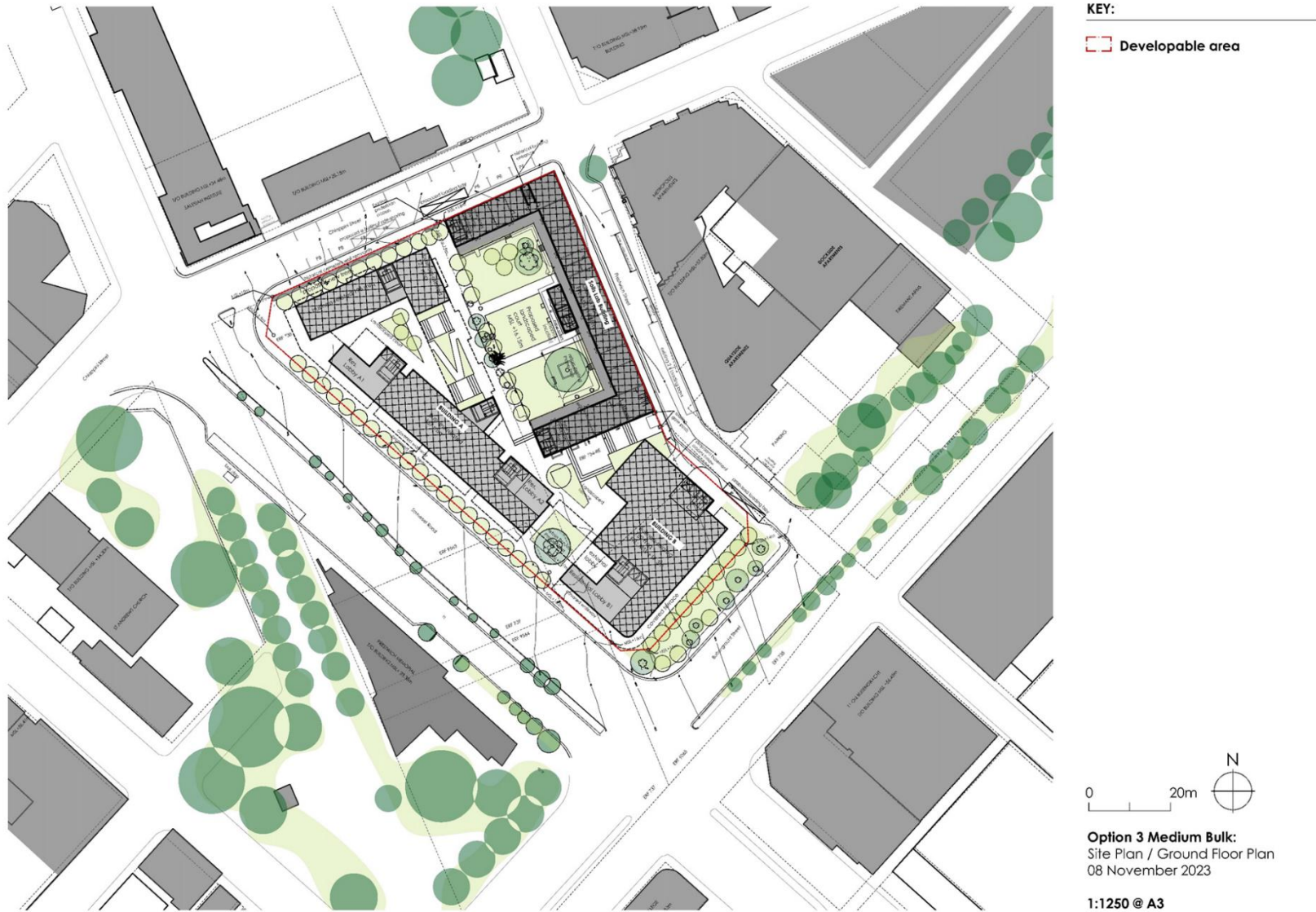


Figure 18: Conceptual Development Proposal Ground Floor Plan (Source: NM & Associates, 2023)



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 3432m^2 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

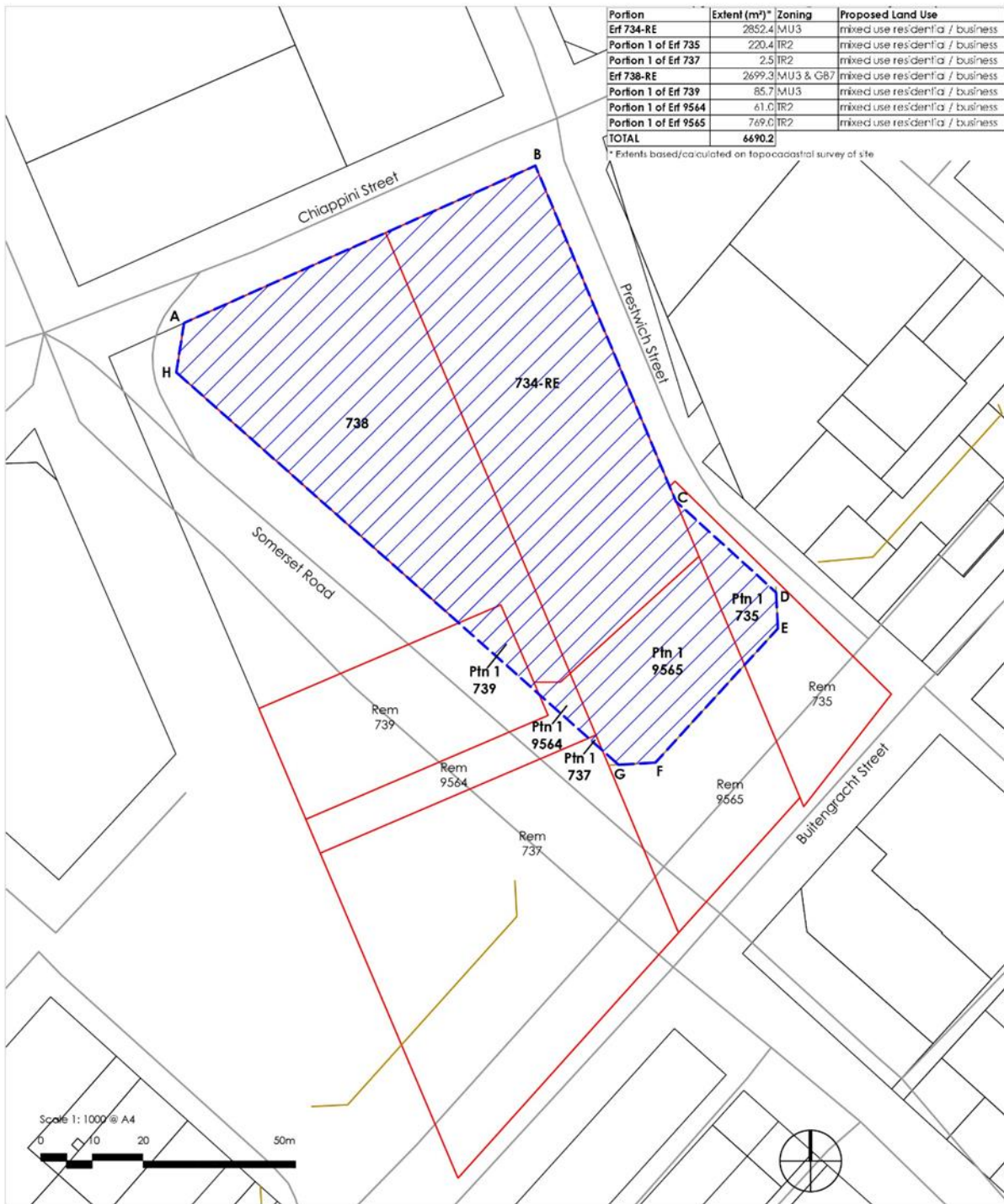
- Operational bays
- Accessible bays for the physically disabled
- Emergency bays (for sedan vehicles)

Table 4: Conceptual Development Proposal business-related uses

SUMMARY TABLE BUSINESS-RELATED USES (SPLIT BETWEEN RETAIL AND OFFICE TYPE ACTIVITIES)						
		Location	GFA (m²)	GLA (m²)	Total GLA (m²)	% 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-20231127-01)



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.



Figure 21: Landscape Framework Plan (Source: OvP Landscape Architects 2023)

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)

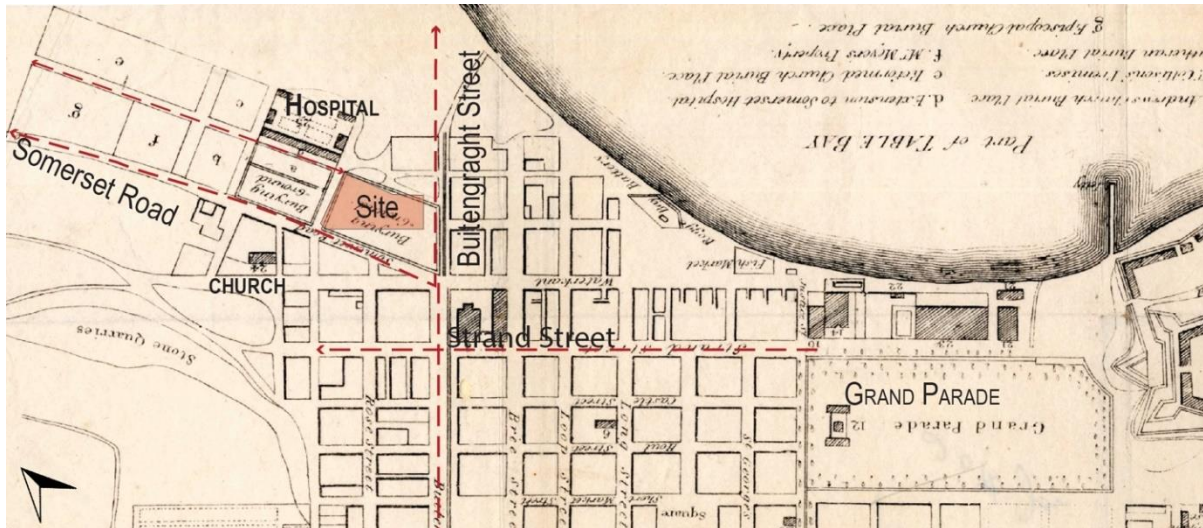


Figure 29: 1848: Additional burial grounds west of the original sites are formalised and identified. St Andrew's Church (1829) has been completed on the portion of the wedge-shaped land formed by the shift in the urban grid. The grid continues to expand above Buitengracht. (Source: George Greig's Cape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

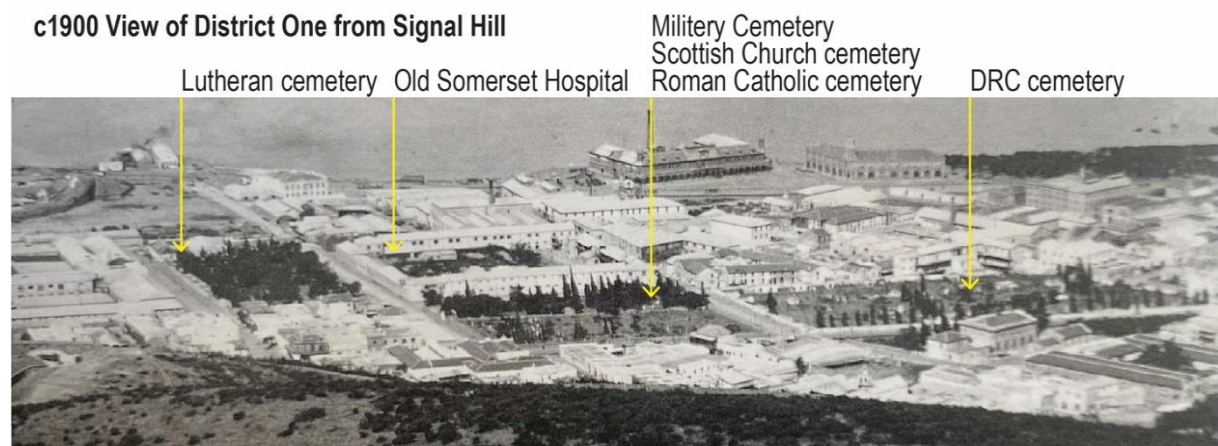
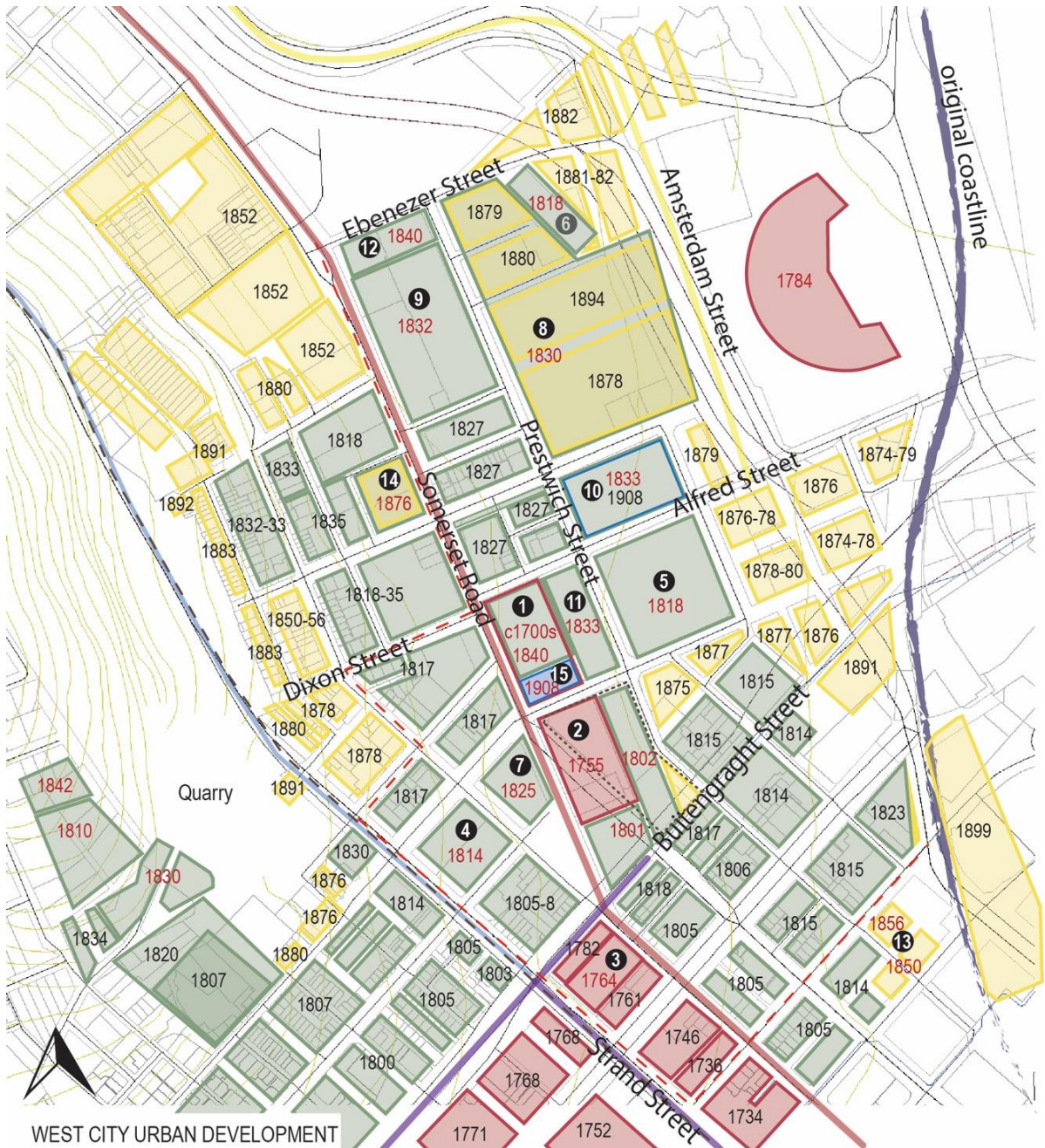


Figure 31: c1900 view of District One from Signal (Source: NLSA)

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

- 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)

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

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.

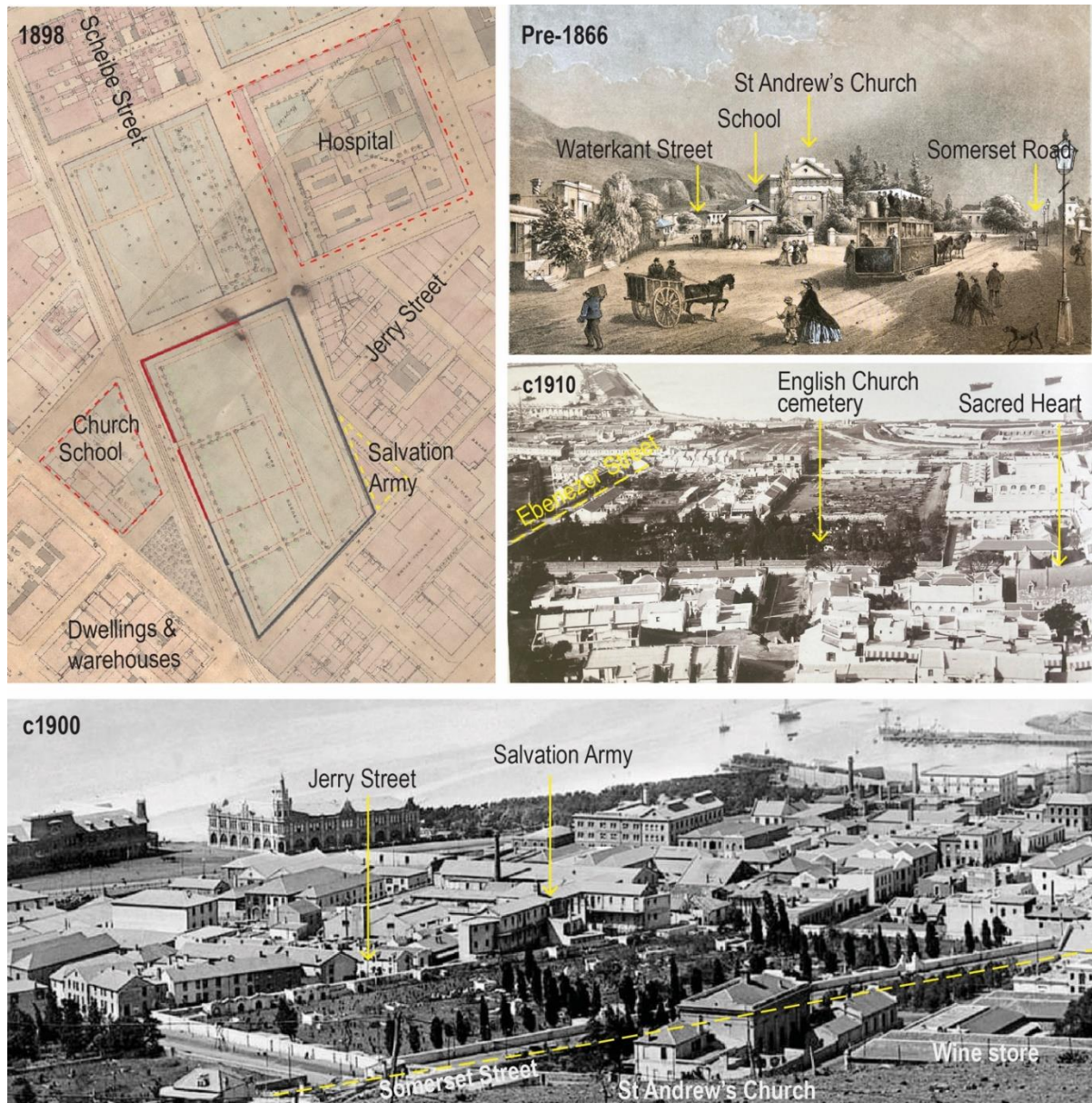


Figure 33: Locating the 19thC sites of the precinct. (Sources: Thom, CoCT Historical Maps Collection; Bowler, 1996: 36; Anon, 2007: 56; source not known)

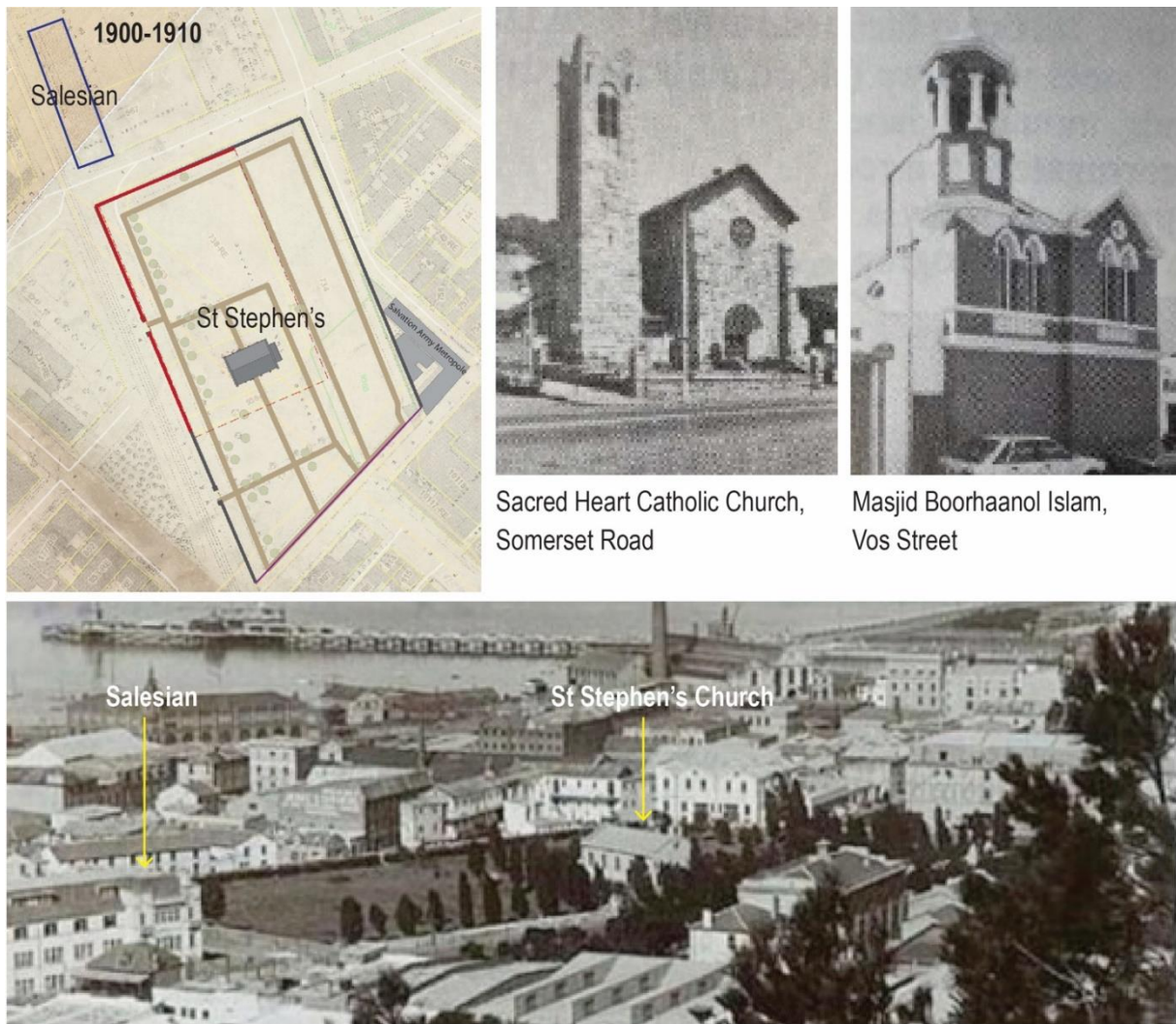


Figure 34: Locating the early 20thC developments in the area (Sources: Rennie et al, 1978; Unknown)

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.

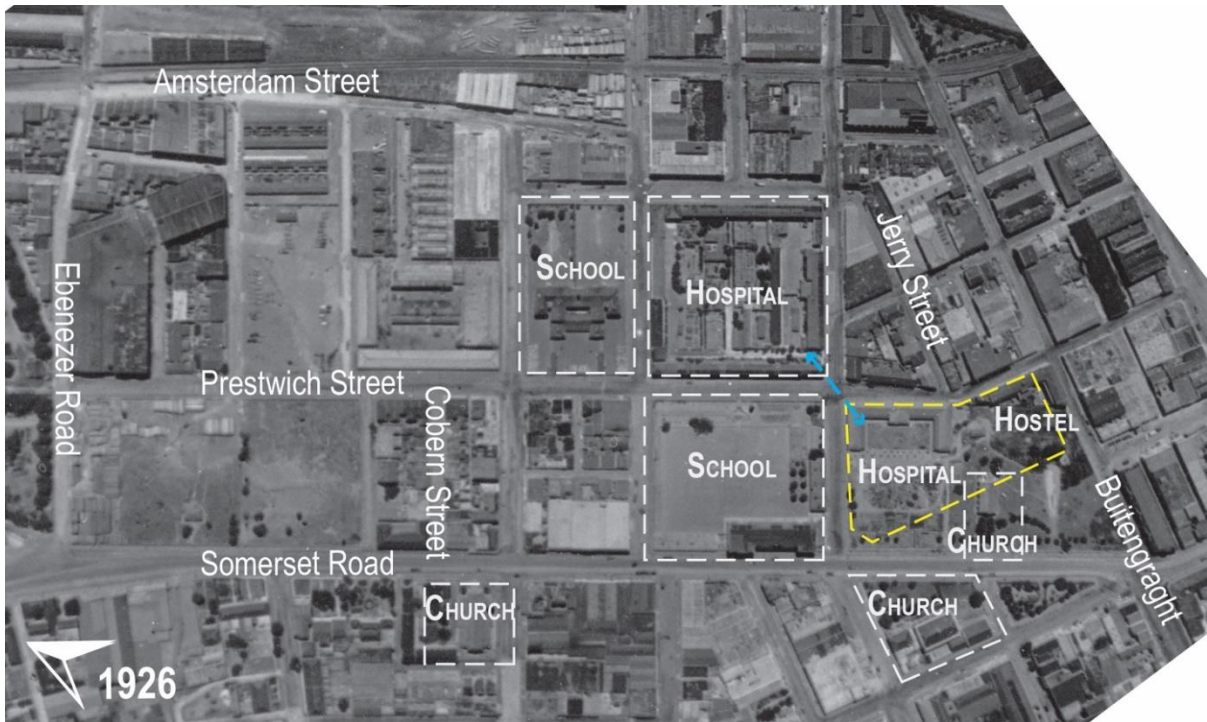


Figure 35: 1926: Urban development of the west city, with former burial grounds disused or developed for civic/social function (outline white). Dense residential grain in Cobern and Jerry Street areas. Blue indicates connection between old and hospital and new hospital facilities (1921). (Source: NGI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

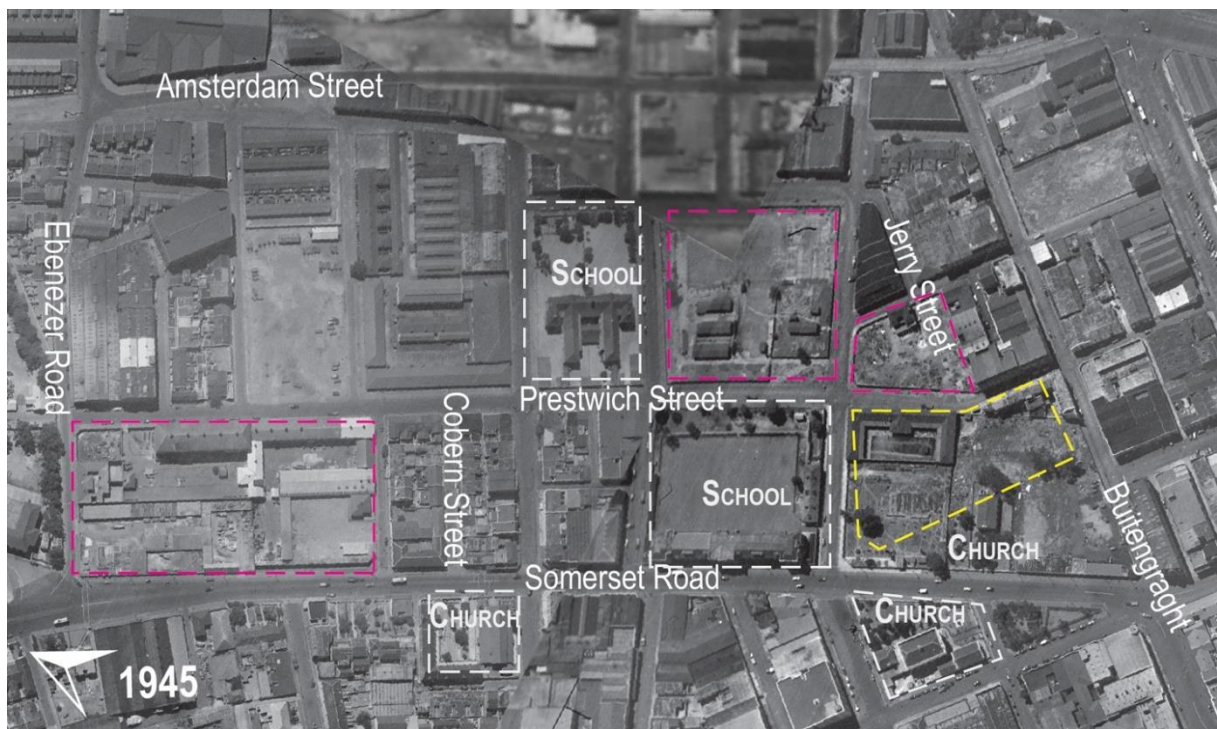


Figure 36: 1945: Early schools and churches unaltered (outlined white); Old Somerset Hospital demolished, Jerry Street flats demolished, new development in the English Cemetery grounds between Somerset and Prestwich Streets (pink). (Source: NGI 203A_05_00490)

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).

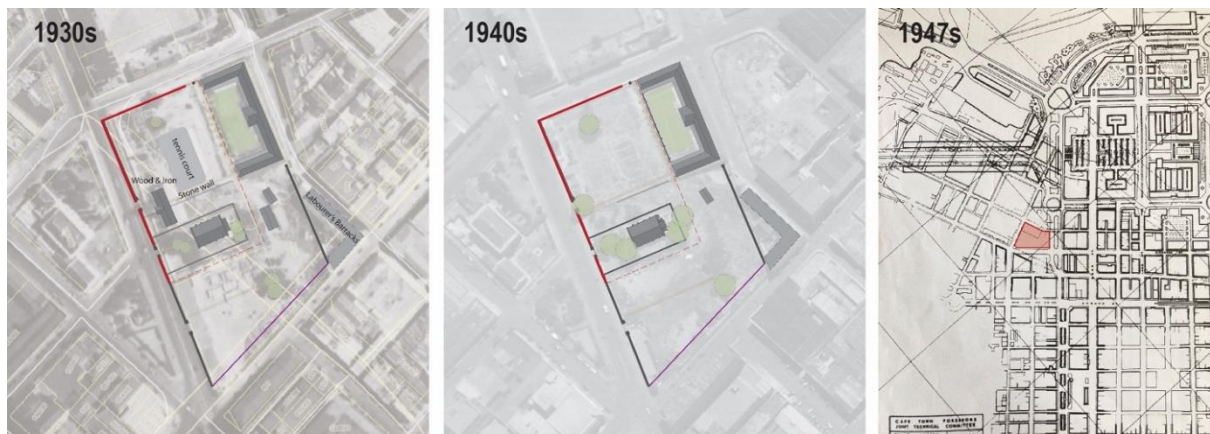


Figure 37: Site cleared of temporary buildings and wall erected to enclose the courtyard. Original cemetery walling (1755) remains, shown red. Extract of the proposed 1947 Foreshore Plan shows impact of proposed east-west connecting bypass. (Source: Morris, 1975: 5)

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.

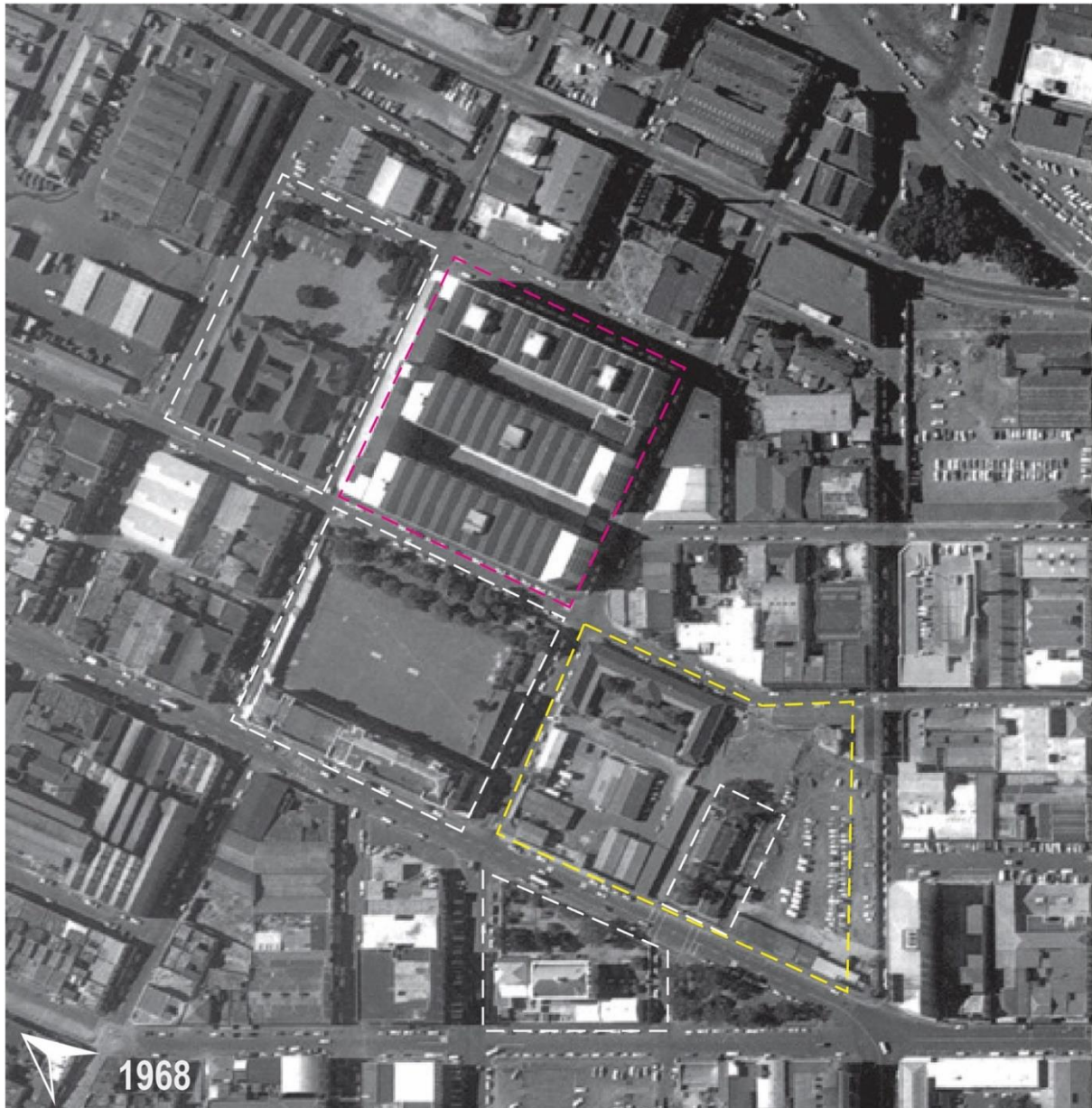


Figure 38: 1968: Prestwich School, St Andrew's Church, St Stephen's Church and the Salesian Institute remain (white outline); new government building on old hospital site (pink outline). Development of temporary storage and workshop structures on the study site, with a large portion given to parking.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

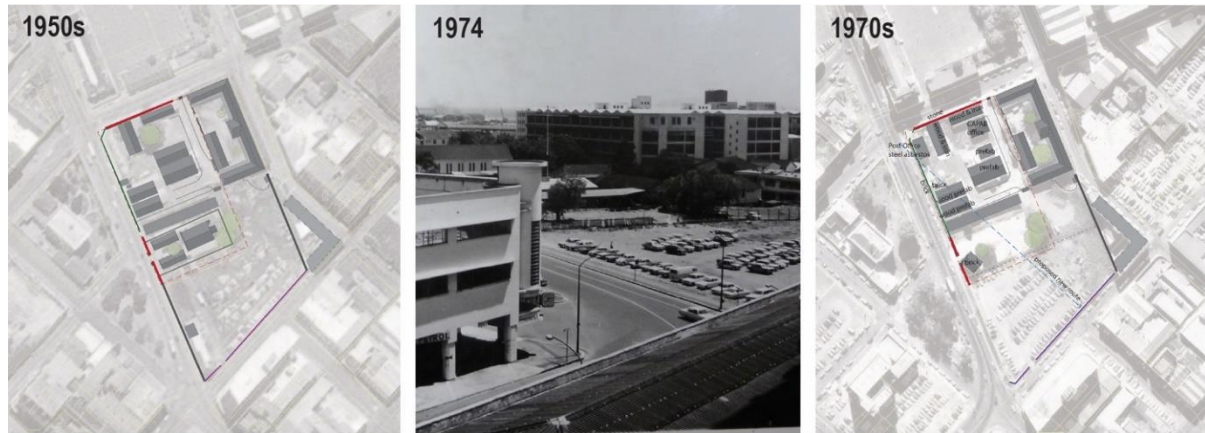


Figure 40: Red line shows the remaining original 1755 cemetery wall; St Stephen's church and ancillary buildings demolished early 1970s; Robb Motors building cleared for demolition. (Source: KAB CA839)

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.

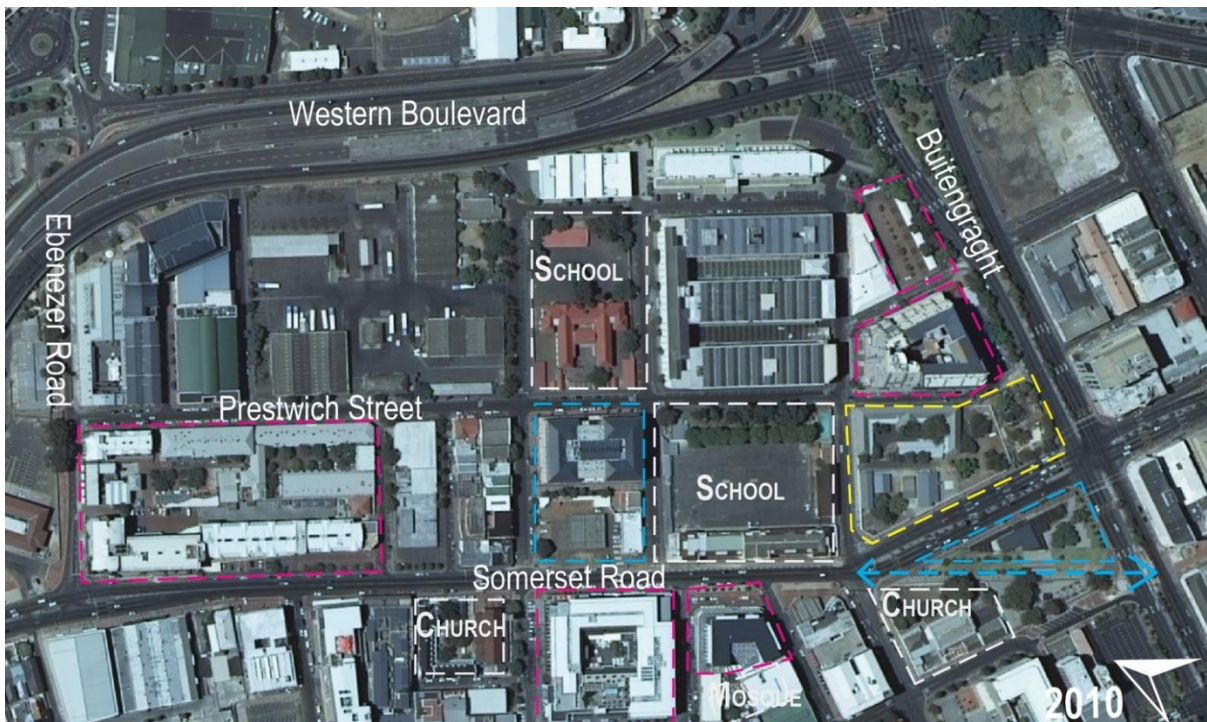


Figure 42: 2010: Schools and churches in place for over 100 years outlined white. The Rockwell development and Prestwich Memorial and fan walk shown blue; other recent high-rise developments, including the Metropolis adjacent to site, are outlined pink. (Source: NGI 3318CD_19_14_2010_307_RGB_RECT)

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.

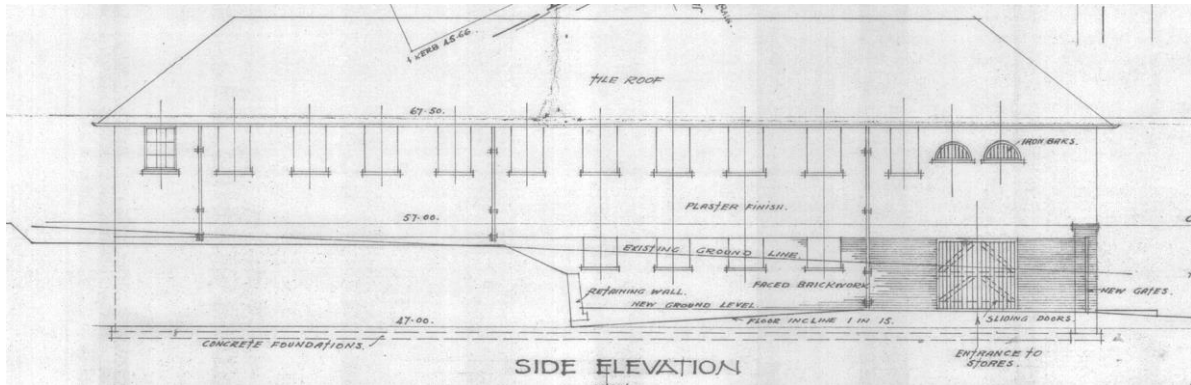


Figure 44: 1921: Extract JS Cleland section of entrance on Chiappini Street (left) and east side elevation to show half-basement (Source: Scan 81)

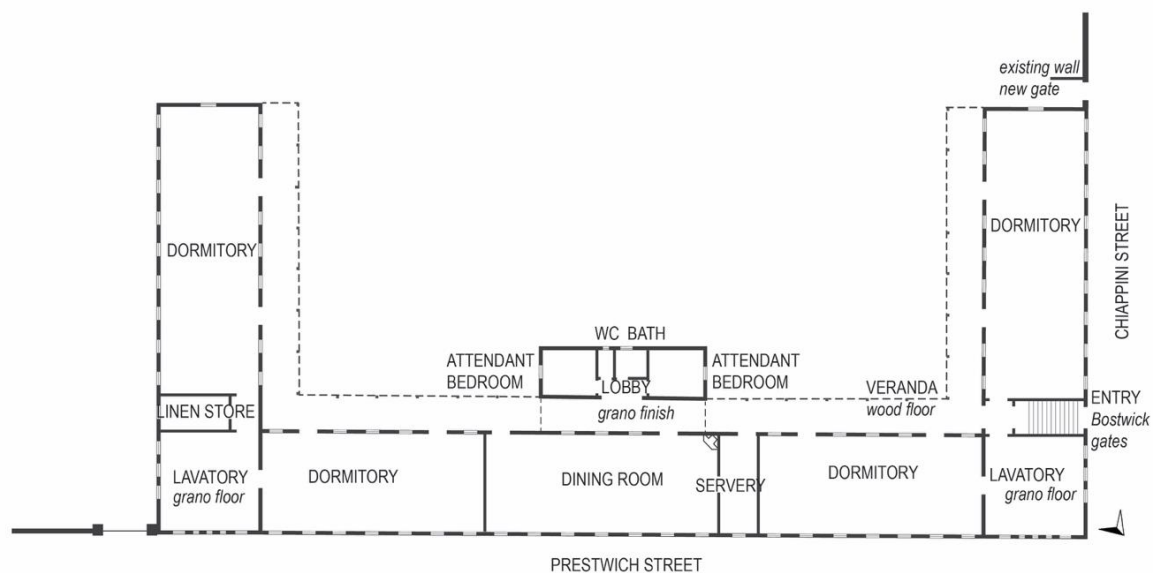


Figure 45: 1921 (from original plan)

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.

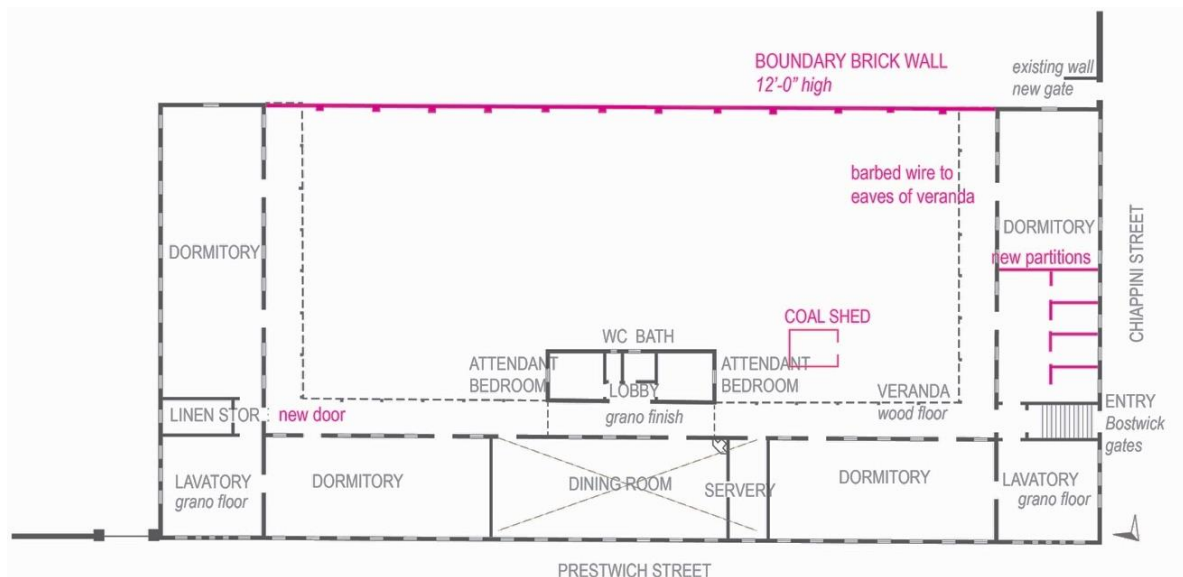


Figure 46: Identification of the hand drawn additions for an immigration detention facility.

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.

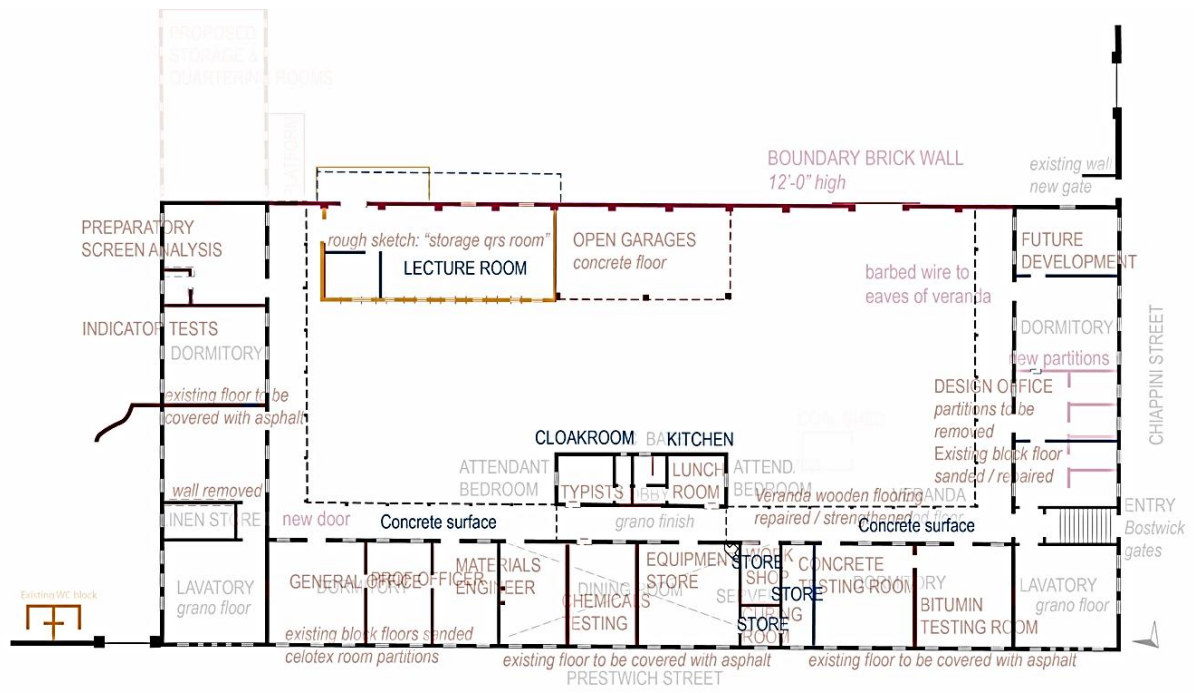


Figure 47: 2001 Derived from survey drawing Ref 5898-B1

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.

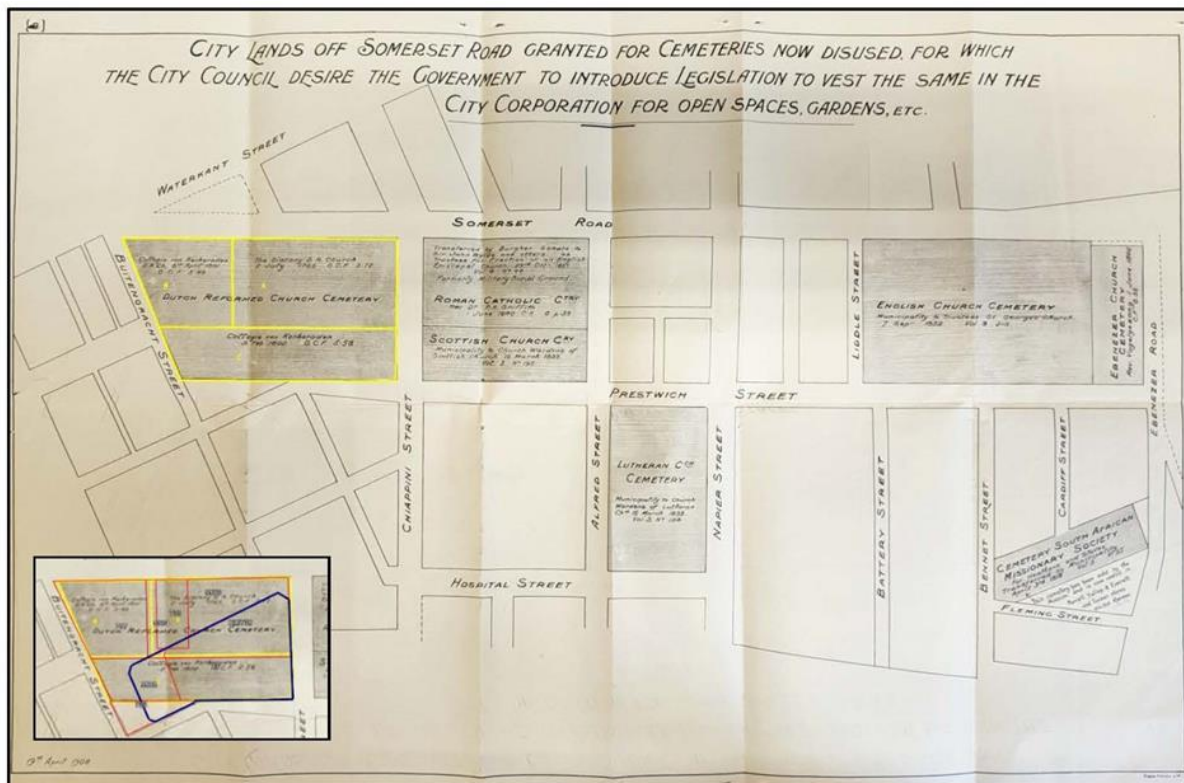


Figure 48: This diagram (which accompanied the report of the select committee convened by order of the Legislative Council to obtain the opinions of the various owners of land in Somerset Road burial precinct) shows the burial grounds along Somerset Road including the DRC Church cemetery forming part 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.

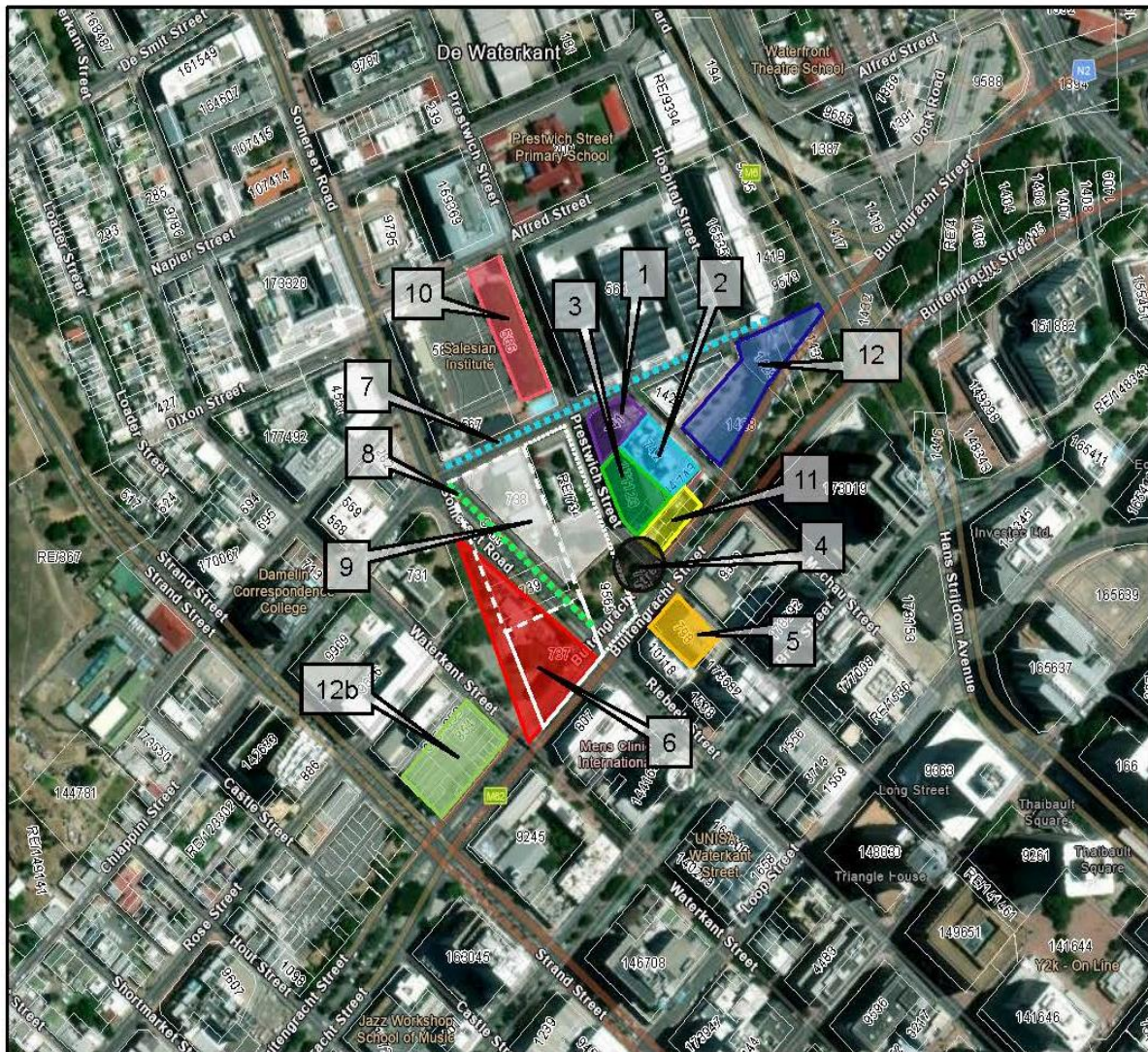


Figure 49: The Dutch Reformed Cemetery was originally granted in 1755 (white dashed polygon) and was again allocated extra ground in 1801 (solid white) and 1802 (small white dots). Infilled polygons indicate where human remains have been found (or tested negative) and are described in section 5 of the 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.

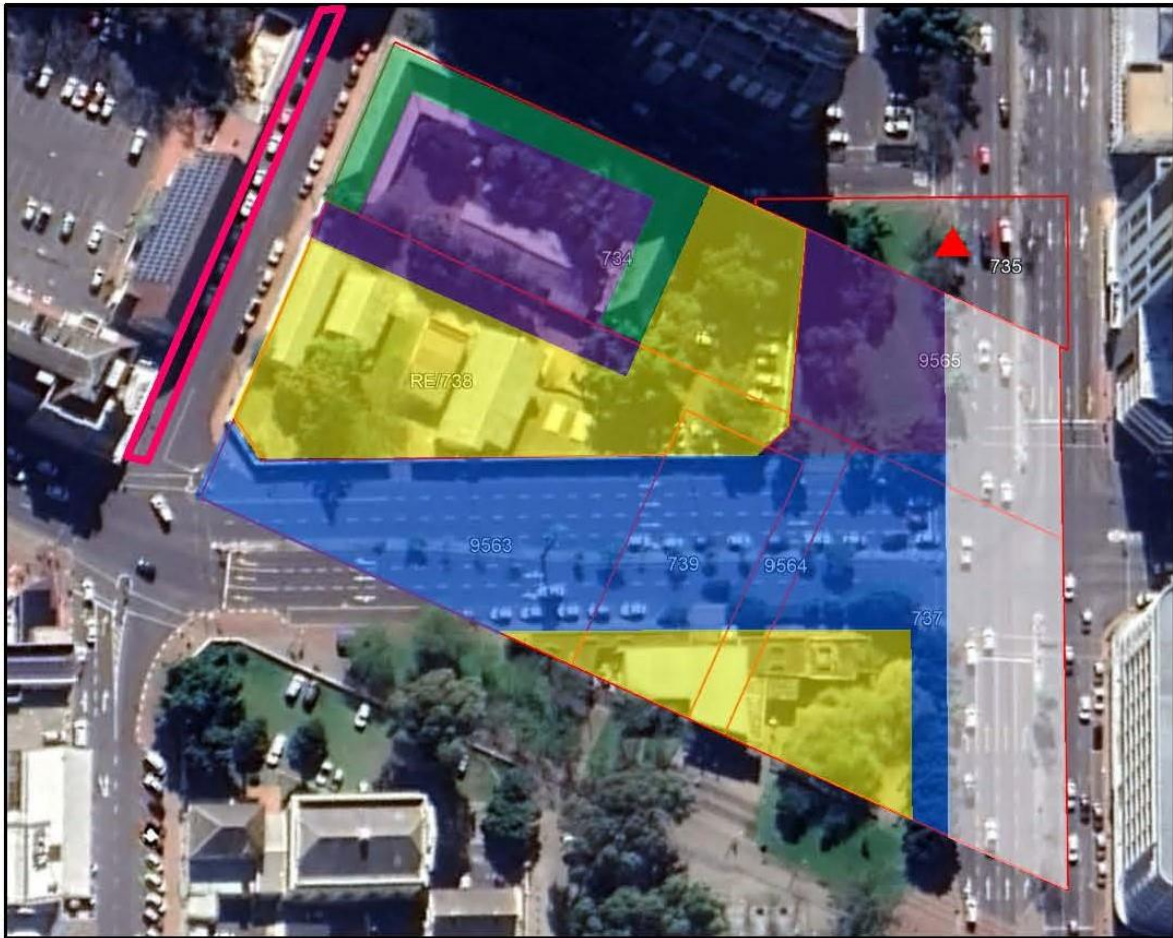


Figure 50: Present knowledge of Human Remains In the old DRC cemetery and erf 735. Shaded areas indicate the old DRC cemetery (Source: ACO 2023)

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.

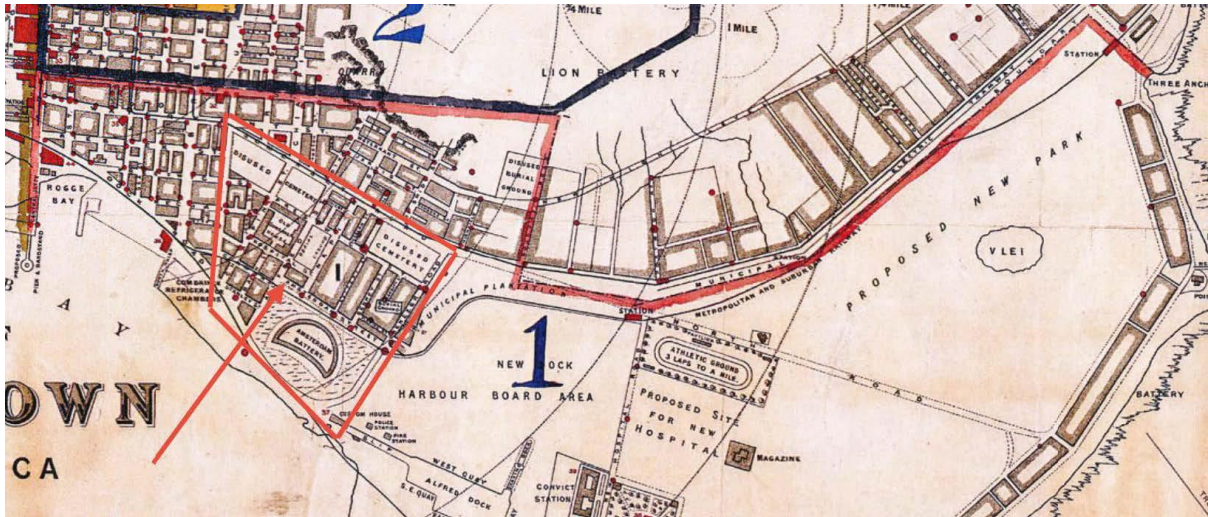


Figure 51: Map of 1897 showing the boundaries of District One (sometimes called Ward 4 after 1913), from Adderley Street in the southeast to Green Point Common in the northwest. The boundaries excluded the Harbour Board Area, on state land. The focus area for this study is arrowed. (Plan of Cape Town, South Africa, 1897, Juta's Cape Town Directory, Heritage Resources Section, CoCT.)

The study is introduced by the provisions of the NHRA which defines cultural significance according to socio-historical criteria. It defines 'cultural significance', as 'aesthetic, architectural, *historical*, scientific, social, *spiritual*, linguistic or technological value or significance' (emphasis added in italics). The study highlights the redress of past apartheid inequalities at being at the heart of the Preamble to the Act, both as a requirement for 'symbolic restitution' and as part of the importance of intangible heritage and the value of identity-based memories and histories.

The study first 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 and the establishment of Prestwich Memorial.

The study is divided into three parts expanded upon below.

Part A contextualises the PPTL site within the historical development of District One, ranging from the precolonial and early colonial period to the 20th century period. It highlights the use of the area as place for human burials, both formal and informal, extending over a thousand-year period. Apart from the presence of burials and cemeteries, the area remained relatively undeveloped during the late 18th and early 19th centuries, other than the construction of military facilities and the Old Somerset Hospital founded on Prestwich Street in 1818 to serve the indigent sick and provide a refuge for destitute citizens of all descriptions. Depicted earlier as a desolate and forbidding place and very much 'outside the walls' of the settlement and associated with the presence of death, the character of the area changed during the mid to late 19th century. This followed a wave of speculative building on the outskirts of Cape Town between 1840-1860 as emancipated slaves and the working poor sought affordable

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.

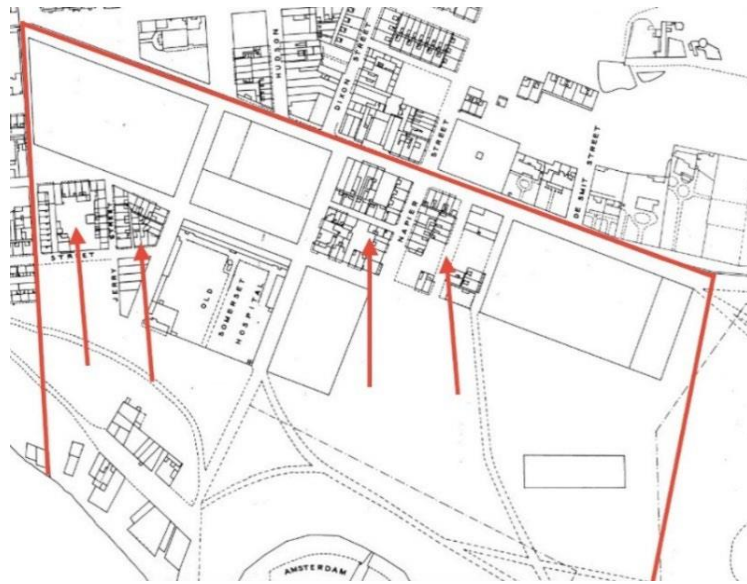


Figure 53: By the 1860s, terraced housing began to occupy spaces below and between the formal graveyards off Somerset Road. They included an area below the DRC graveyard to the left, and housing around Schiebe and Cobern streets off Somerset Road (arrowed). (Snow Survey, 1862). This indicates that the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

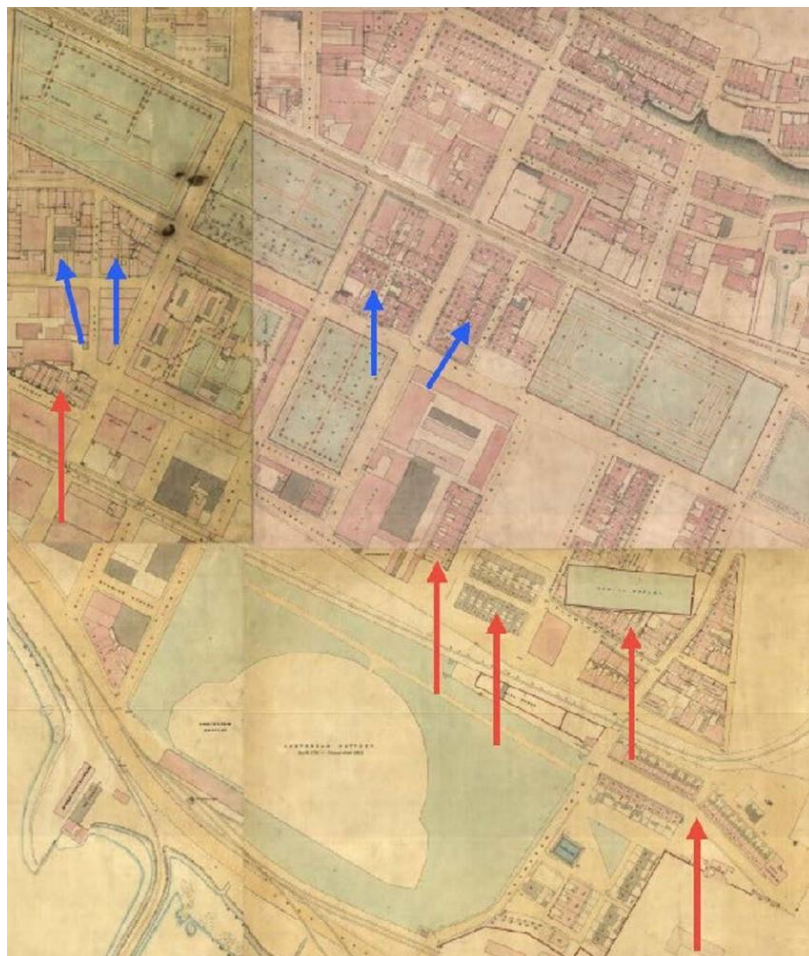


Figure 54: Composite diagram from the Thom survey showing terraced housing in the study area by 1900. The blue arrows indicate the housing in place by the 1860s. The red arrows indicate housing developments in the late 19th century, from the left, French Street, Harbour Board housing, housing around 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.

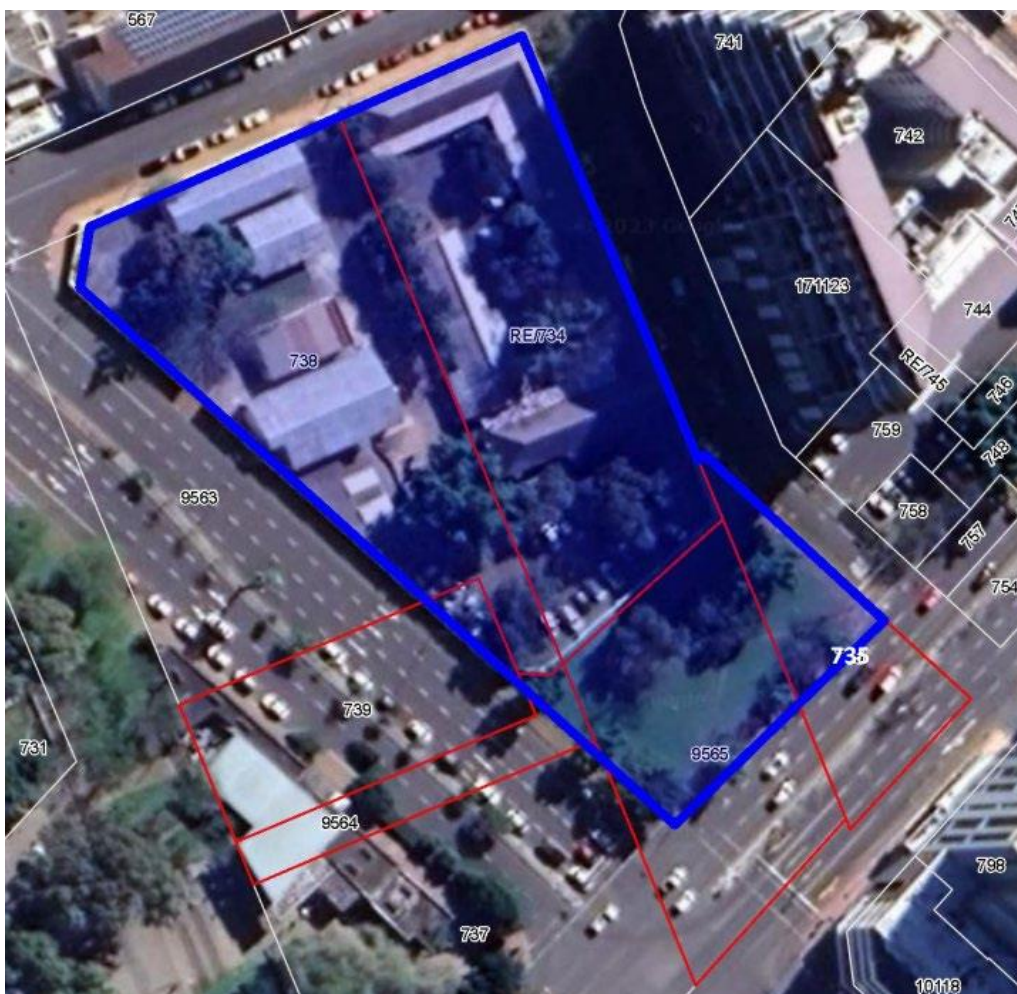


Figure 57: The study area overlaid on the affected cadastral boundaries. This composite shows the substantial change to the streetscape made by the re-alignment of Somerset Road which previously linked up with Waterkant Street. It illustrates just how substantial the changes were to the urban landscape 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.

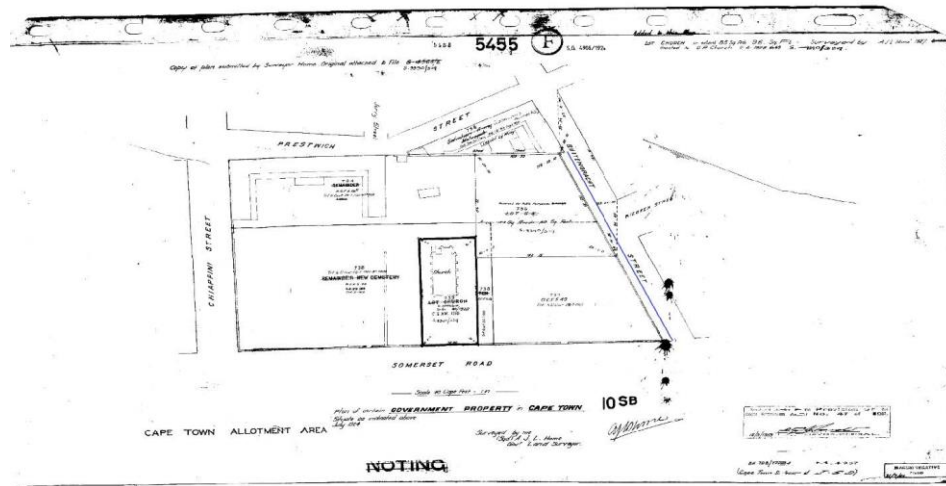


Figure 59: The SG Noting sheet of 1924 showing the position of the new St Stephen's Dutch Reform Church building and the Old Somerset Hospital Annex. (Source: Schultz 2023). The study area clips a portion of the old church surrounds.



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.

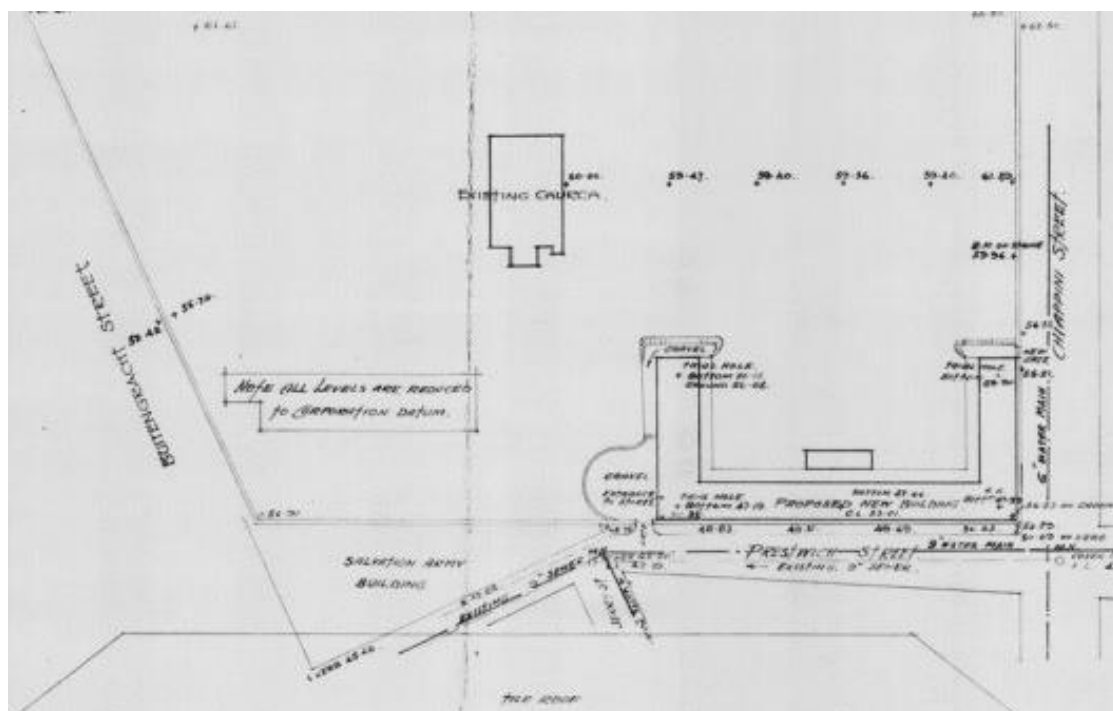


Figure 65: The proposed plan for the Old Somerset Hospital Annex, 'The Chronic Sick Home and Stores'. (Wilson 7/3/21, Scan S Winter). This plan also shows the demolished DRC Church.

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.

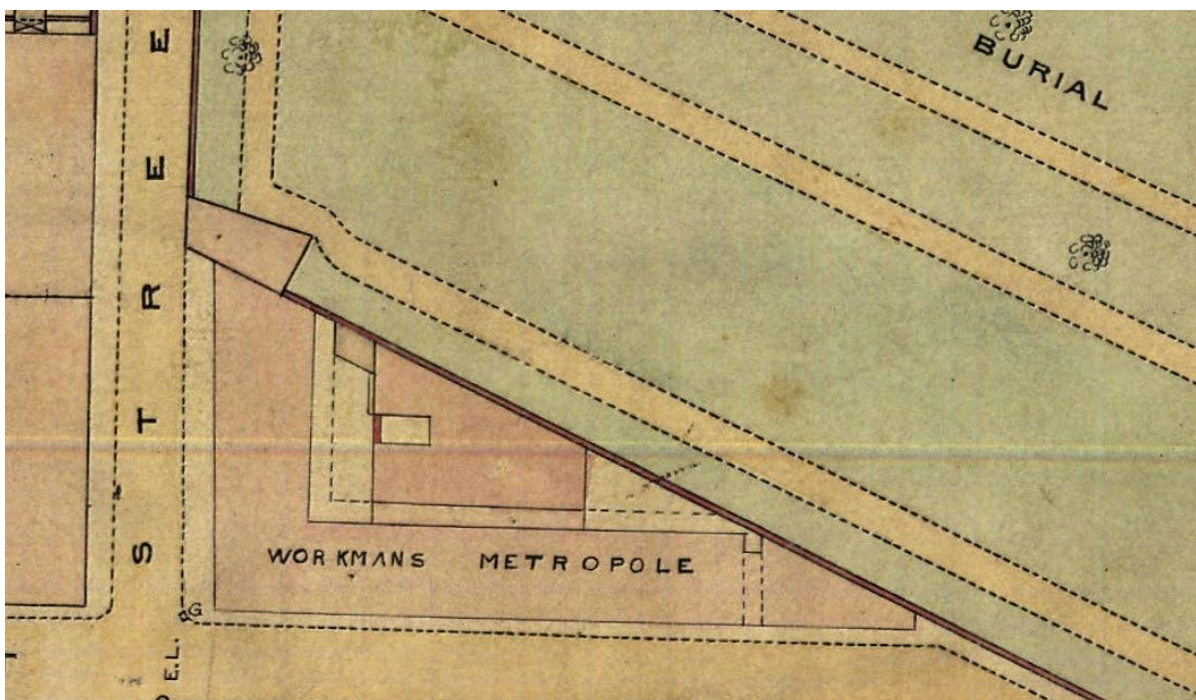


Figure 66: The workman's metropole newly built on a corner city site in 1898 and overlooking the 'disused' DRC burial grounds (Thom c1900). North to the right.

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.

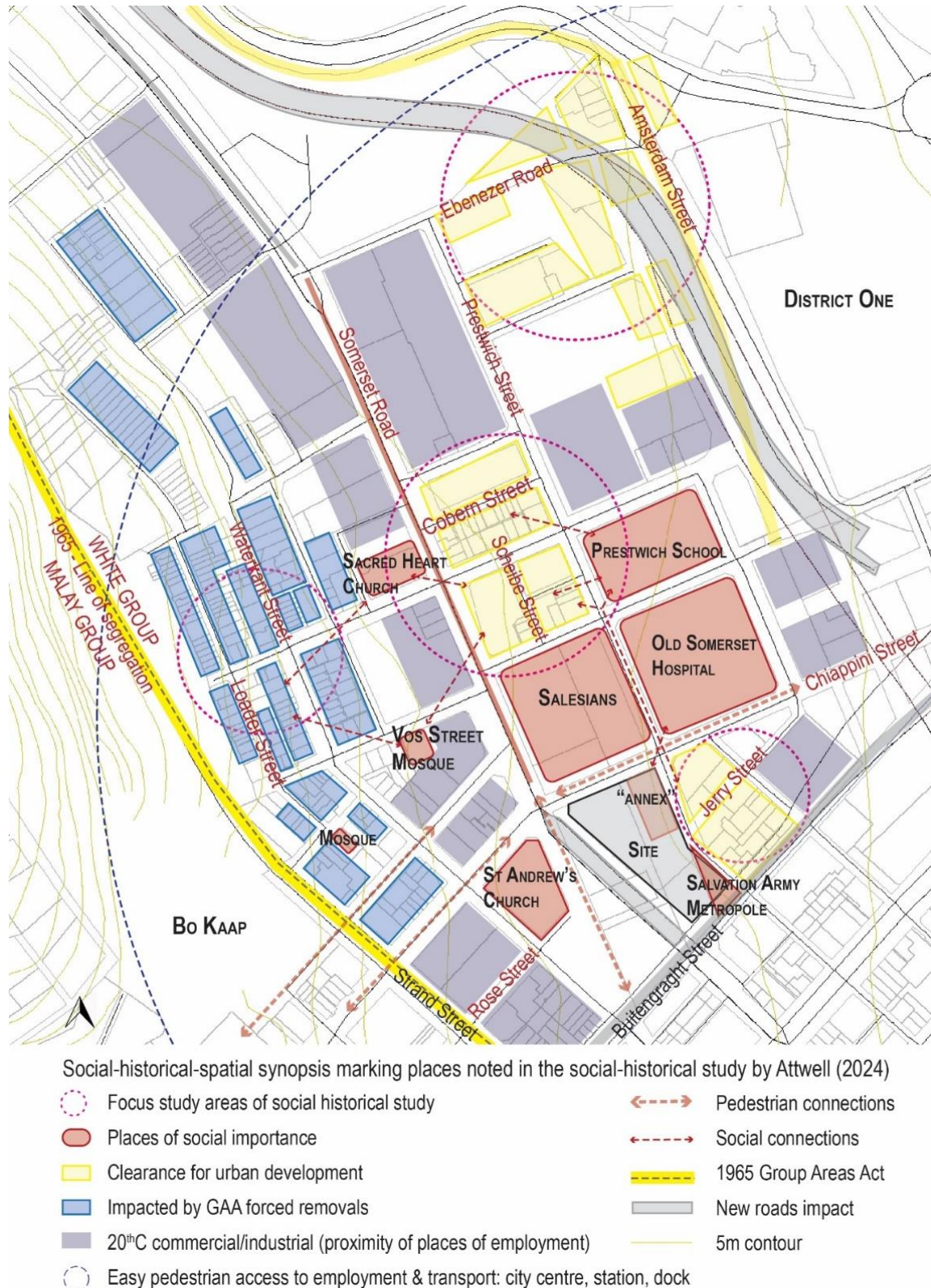


Figure 67: Social-historical-spatial synopsis marking places in the social-historical study

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

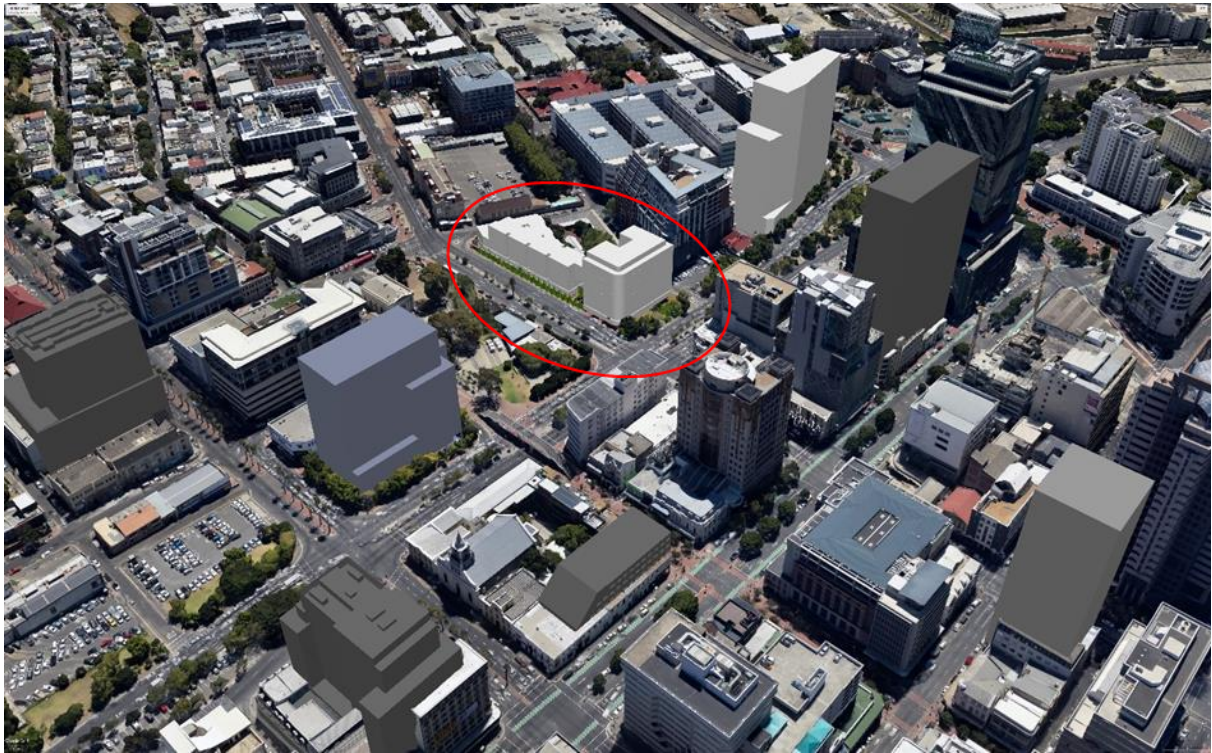


Figure 68: PPTL site (encircled) with proposed development (Sources: NM & Associates, GEPro)



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)

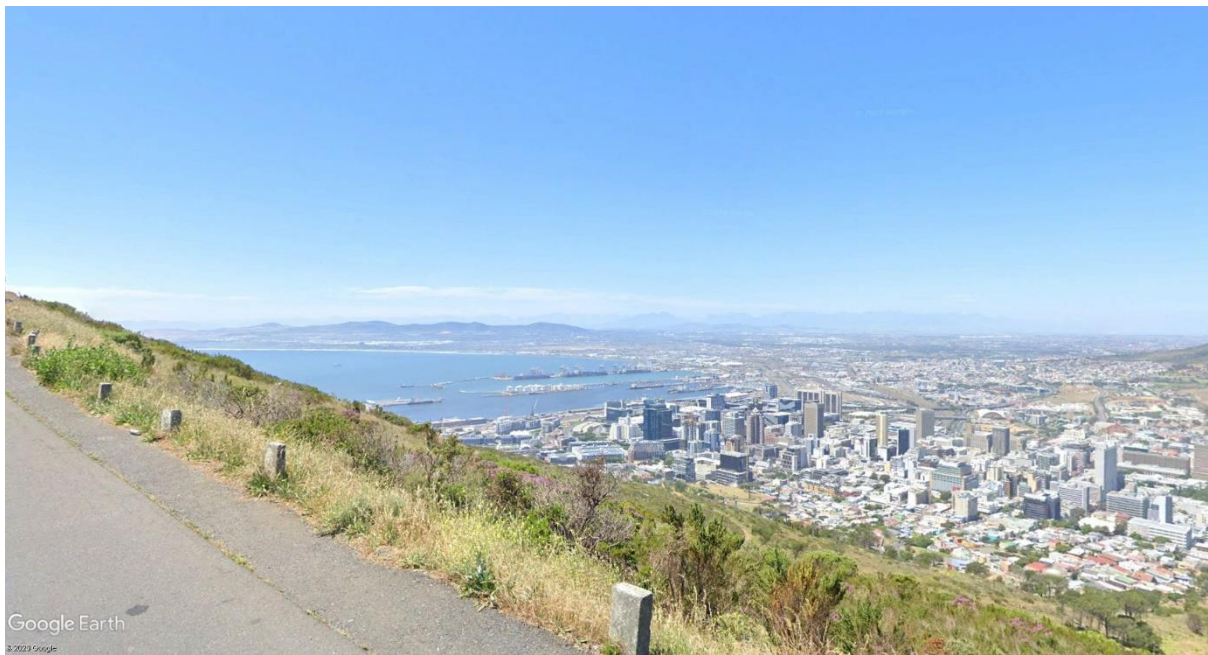


Figure 74: Signal Hill – existing view (Source: GE Streetview)

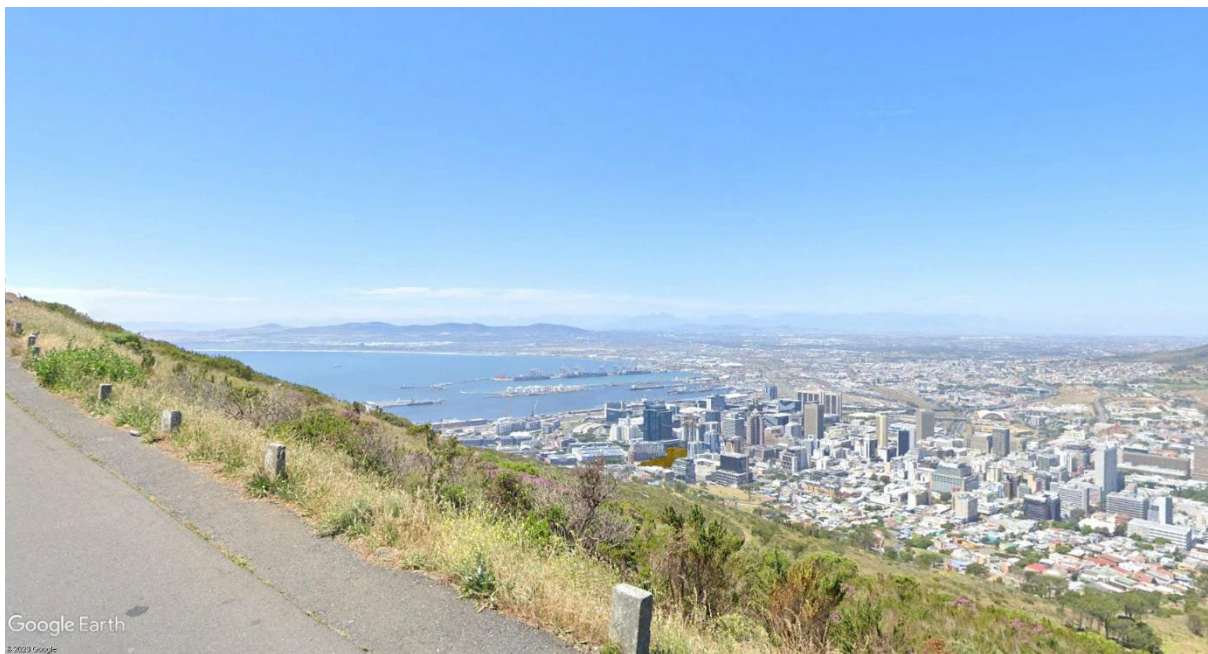


Figure 75: Signal Hill – simulated view. (PPTL site in yellow) (Source: GEPro)



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)

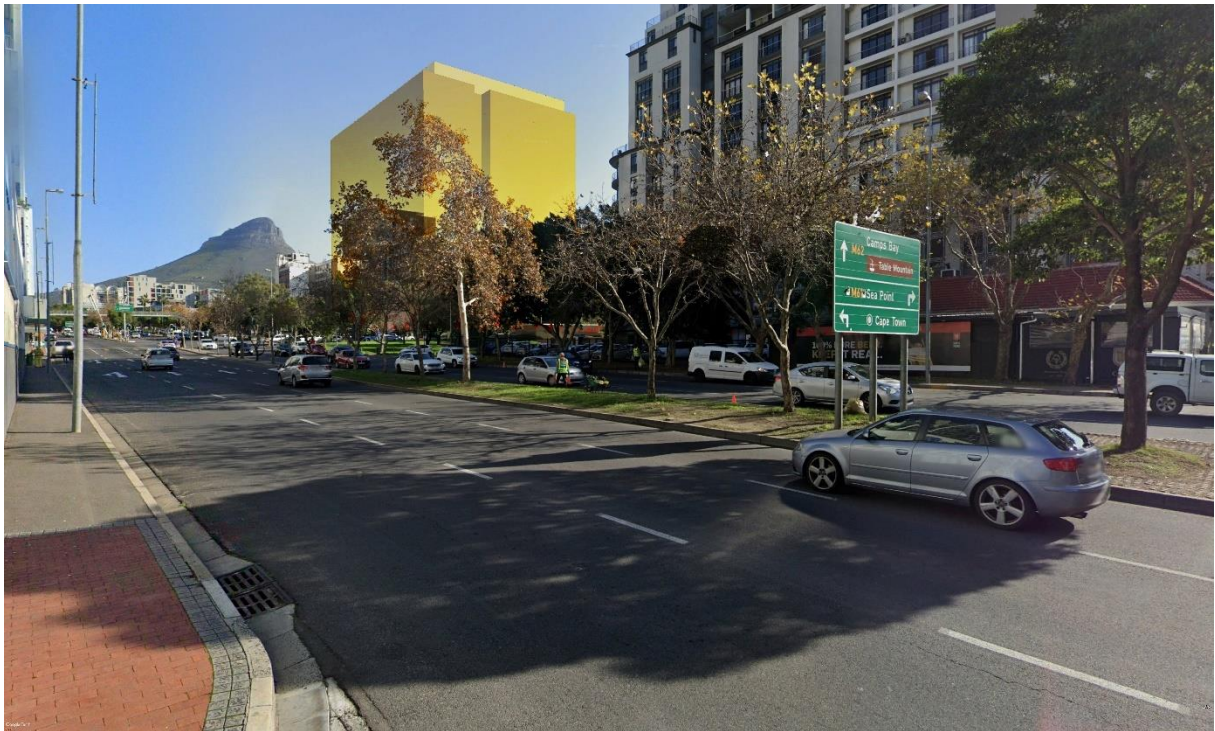


Figure 81: Simulated view - Buitengracht Street looking west (Source: GE Streetview)



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)

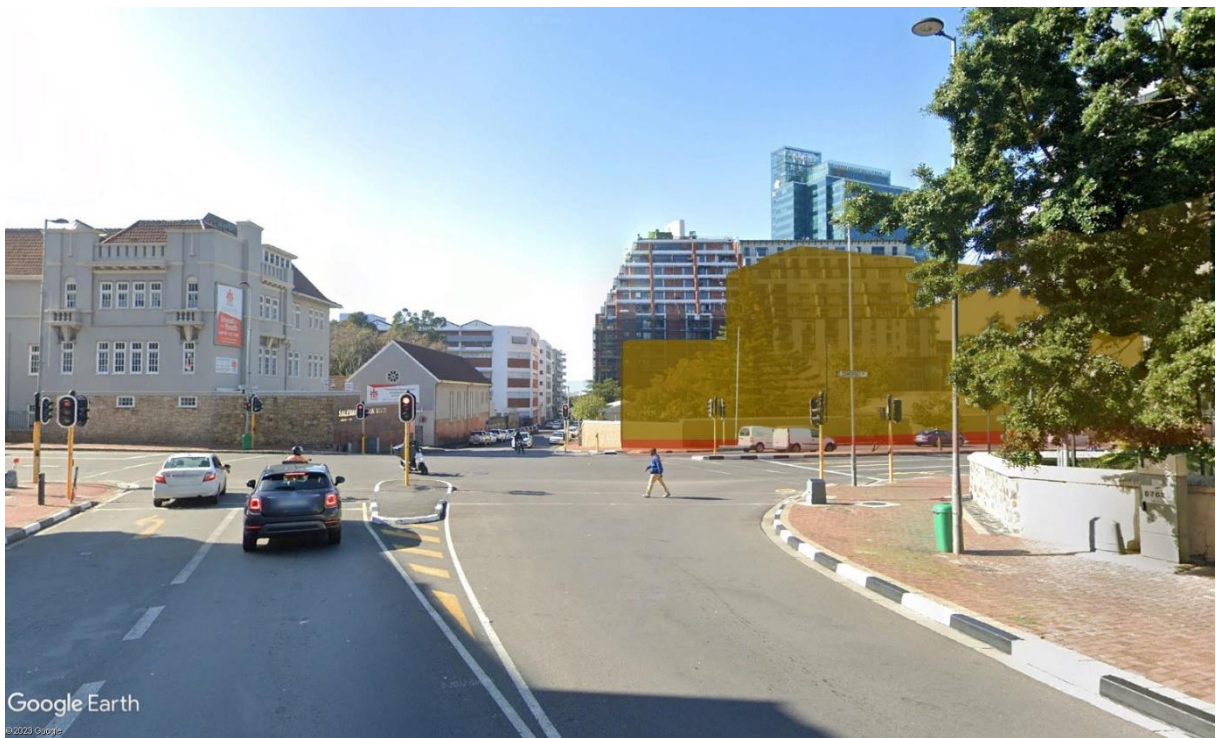


Figure 85: Simulated view - Chiappini Street (Source: GE Streetview)



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

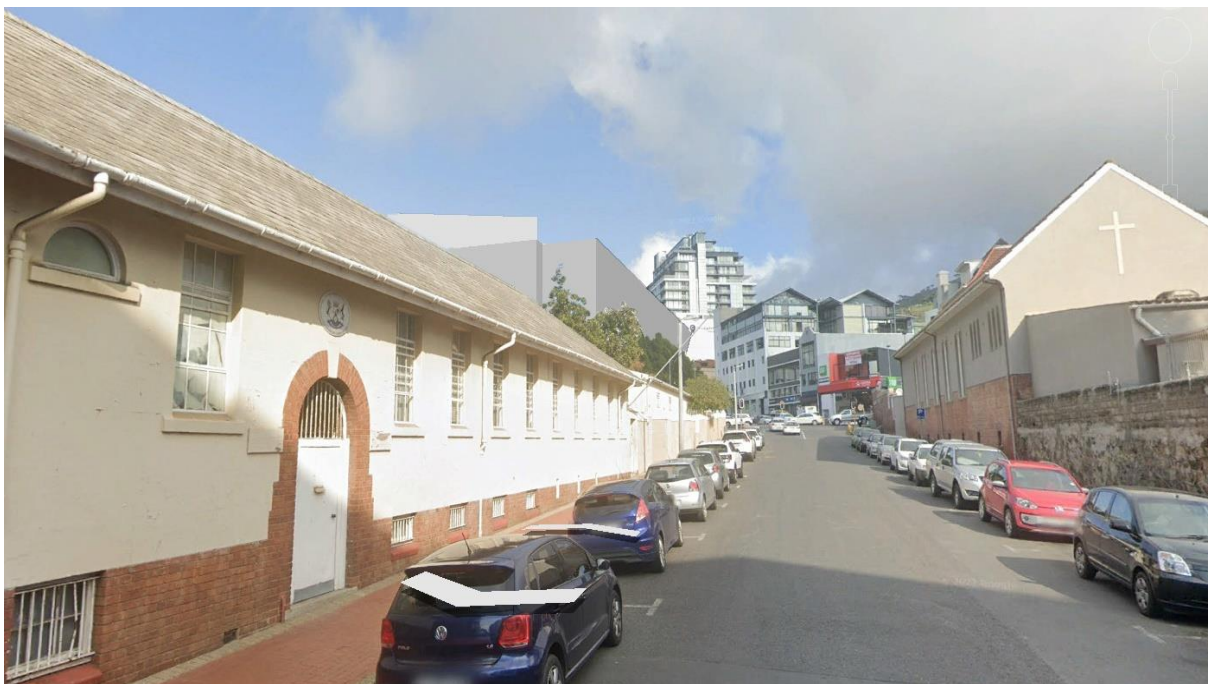


Figure 87: Soils Lab (Chiappini Street façade) simulation: Option 3 just visible (Source: GE Streetview). Note a minimal visual intrusion to Soils Lab Building.



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

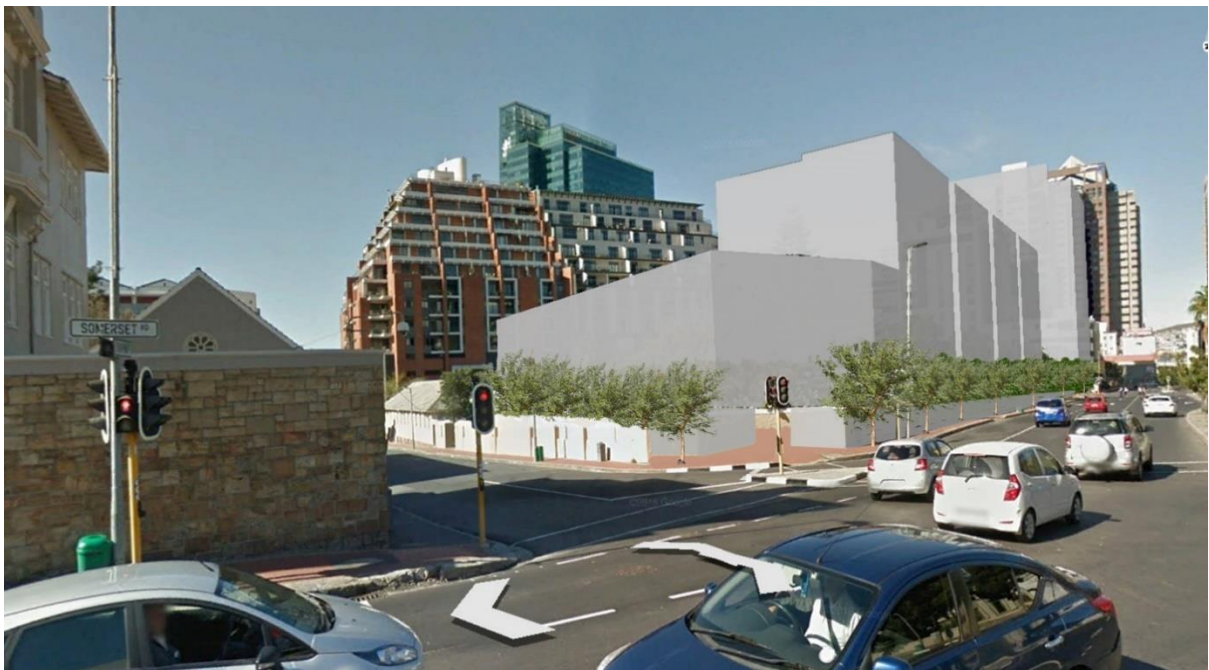


Figure 89: Simulated view Chiappini Street / Somerset Road intersection (Source: GE Streetview). Note open corner, and positive street interface proving spatial definition and street tree planting.

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 BoKaap 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.

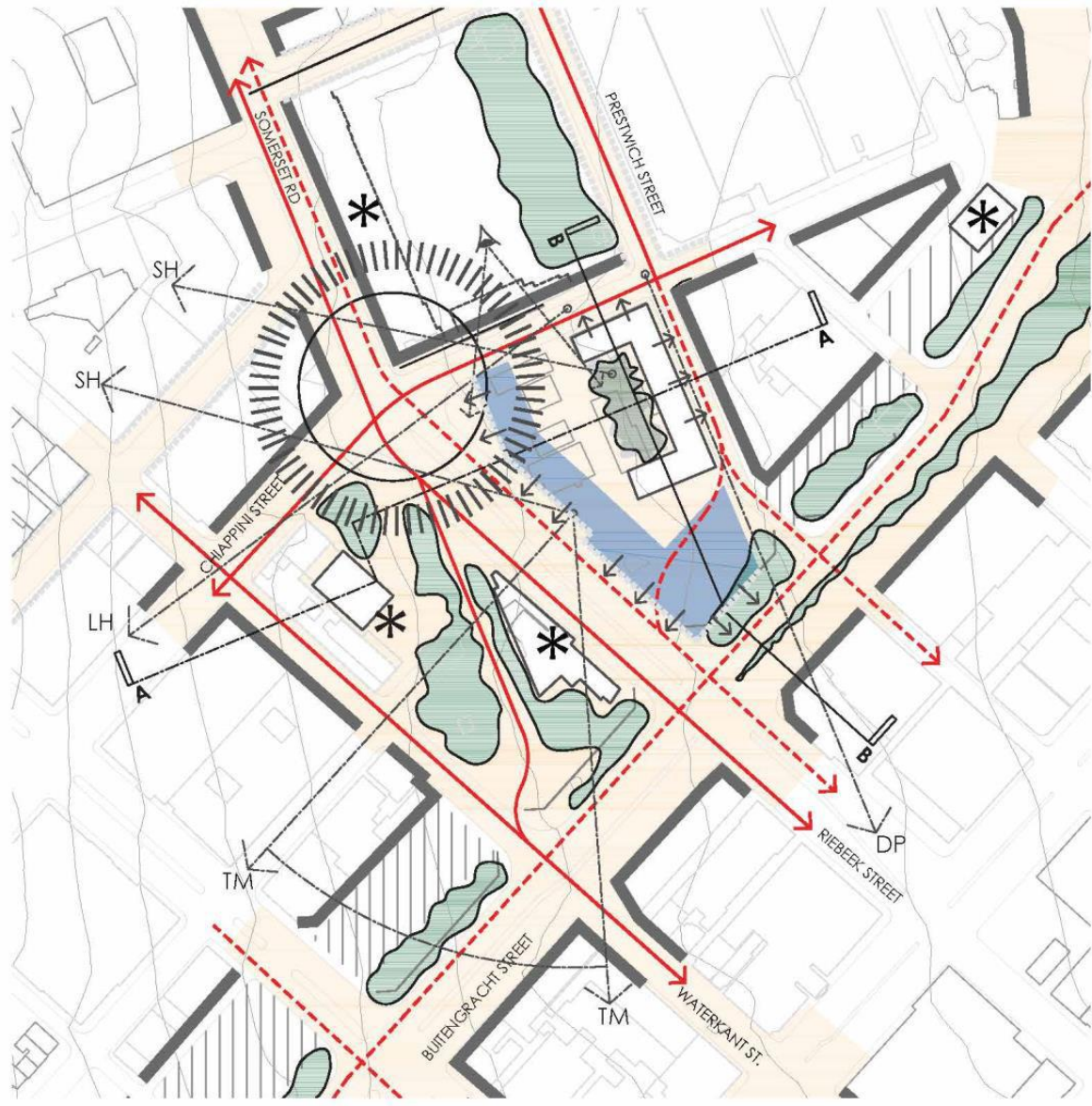
At the level of principle from a heritage perspective, the redevelopment of the PPTL site provides opportunities to:

- 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

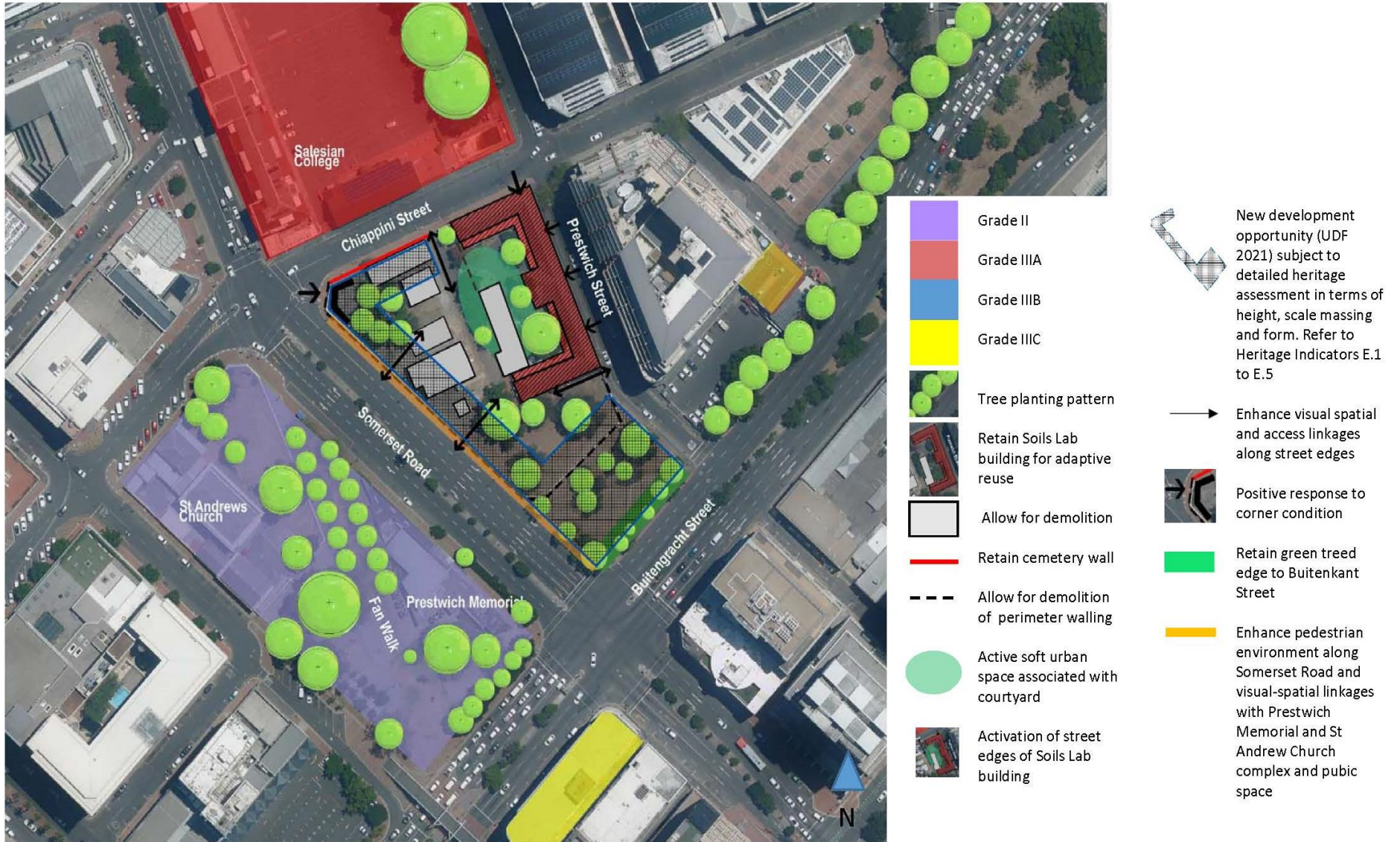


Figure 92: Built Environment and Landscape Heritage Indicators



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.

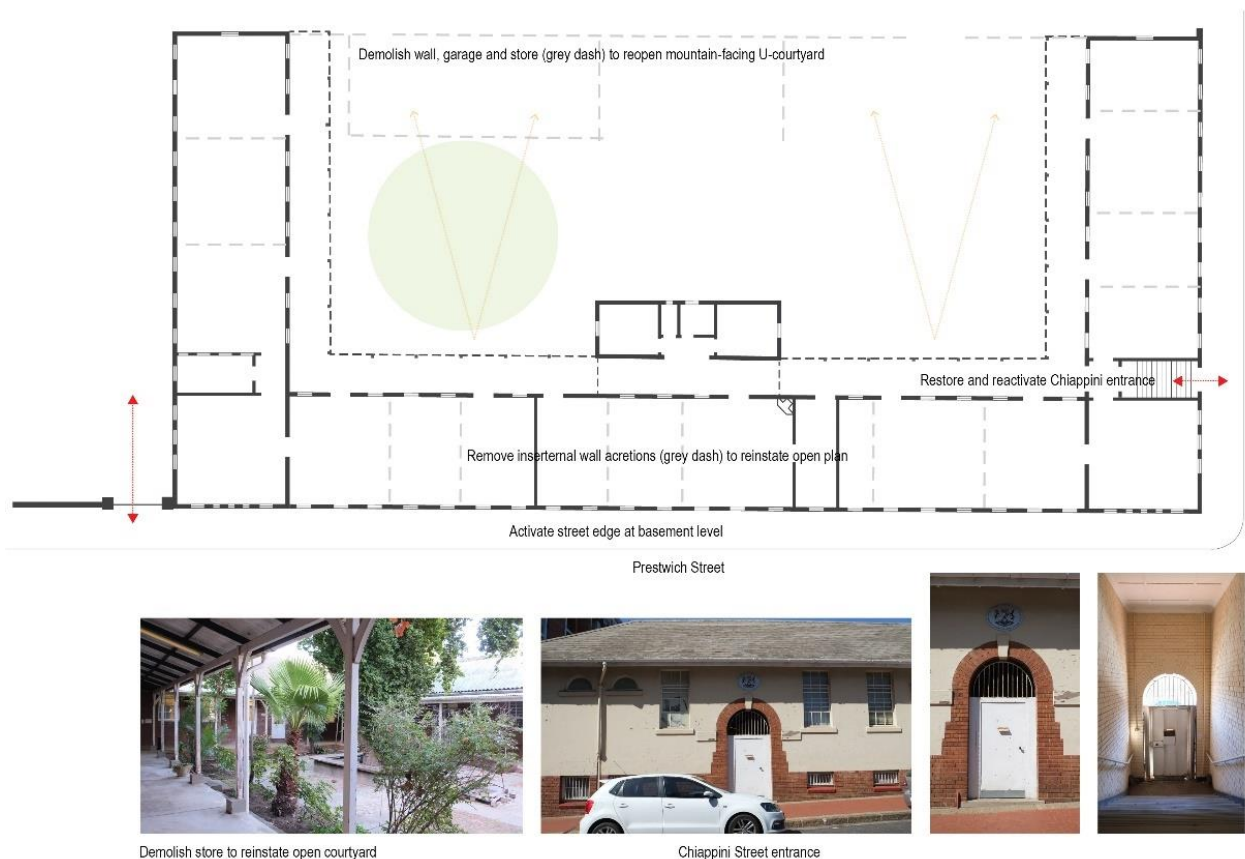


Figure 94: Soils Lab Building Indicators



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 Reinststate 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.

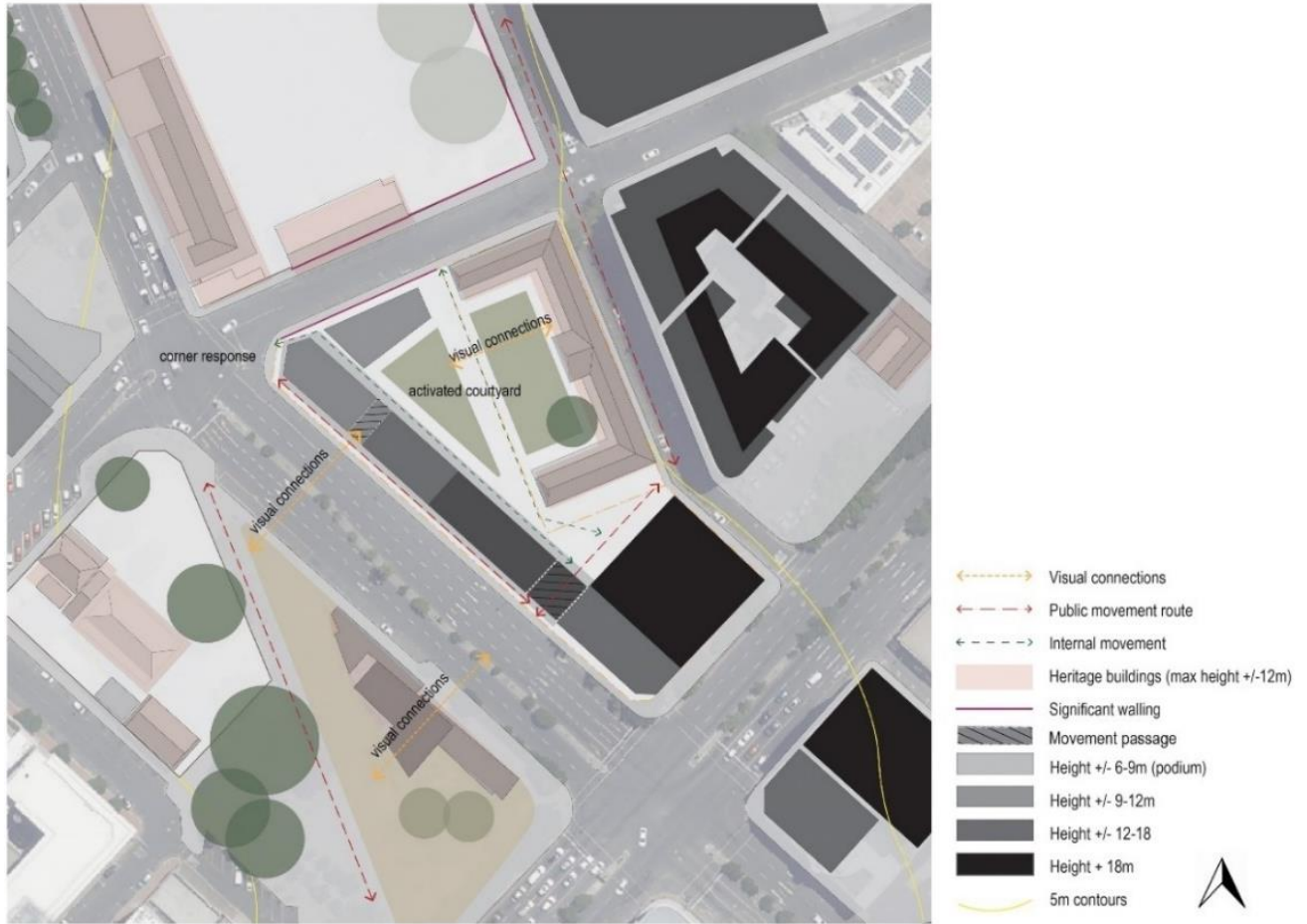


Figure 96: Heritage Indicators (Indicative Height, Scale and Massing, Visual Connections and Pedestrian Movement)

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>	<p>Positive</p>	<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>	<p>Positive</p>	<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>	<p>TBD</p>	<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

This Chapter will be written up following comments received on the draft HIA report.

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 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.
 - 3.5 A commemoration plan be prepared for the PPTL site informed by the recommendations of the social-history study.

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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
Tel: 021 483 5959



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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Idilesi yendawo: kumgangatho 3, kwisakhiwo iprotea Assurance, Greenmarket Square, eKapa, 8000 • **Idilesi yeposi:** Inombolo yebhokisi yeposi 1665, eKapa, 8000 • **Iinombolo zomnxeba:** +27 (0)21 483 5959 • **Idilesi ye-imeyile:** ceoheritage@westerncape.gov.za

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.

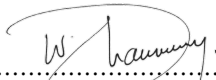
The comments of relevant registered conservation bodies; all Interested and Affected parties; and the relevant Municipality must be requested and included in the HIA where provided. Proof of these requests must be supplied.

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

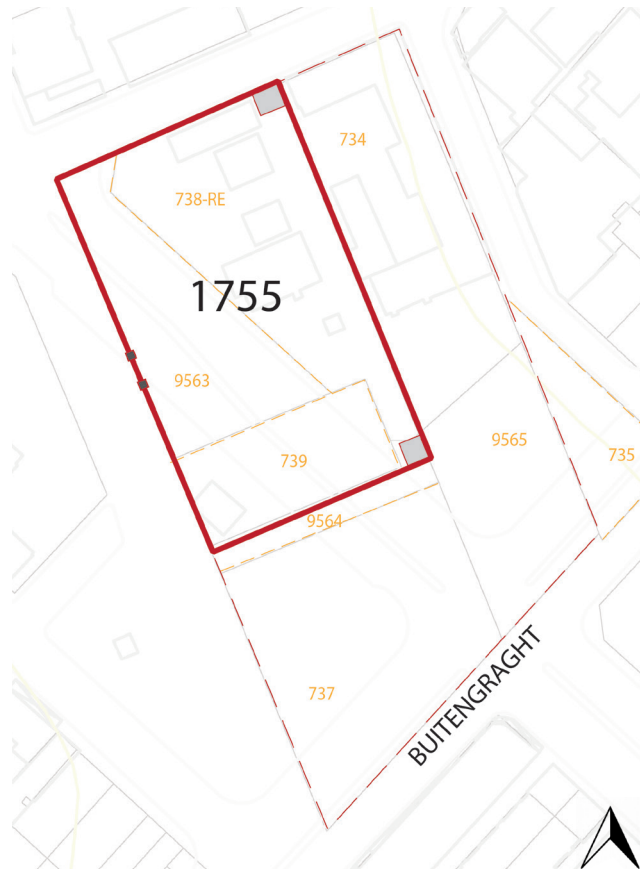


Figure 1. Reference: 1762 Johannes Rach; 1777 Schumacher.

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

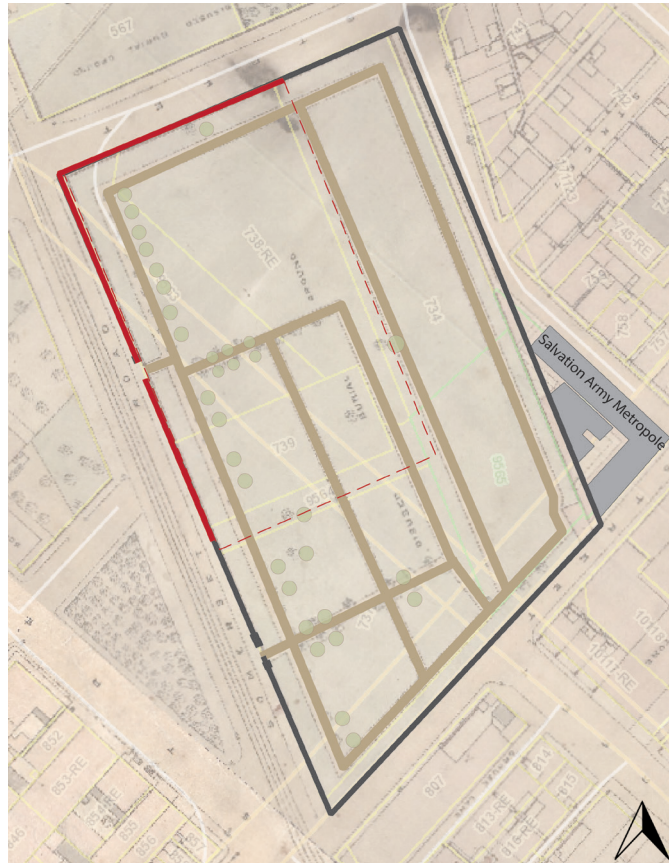


Figure 4. Reference: 1892-1900 Thom (CoCT Historical Maps Collection)

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).

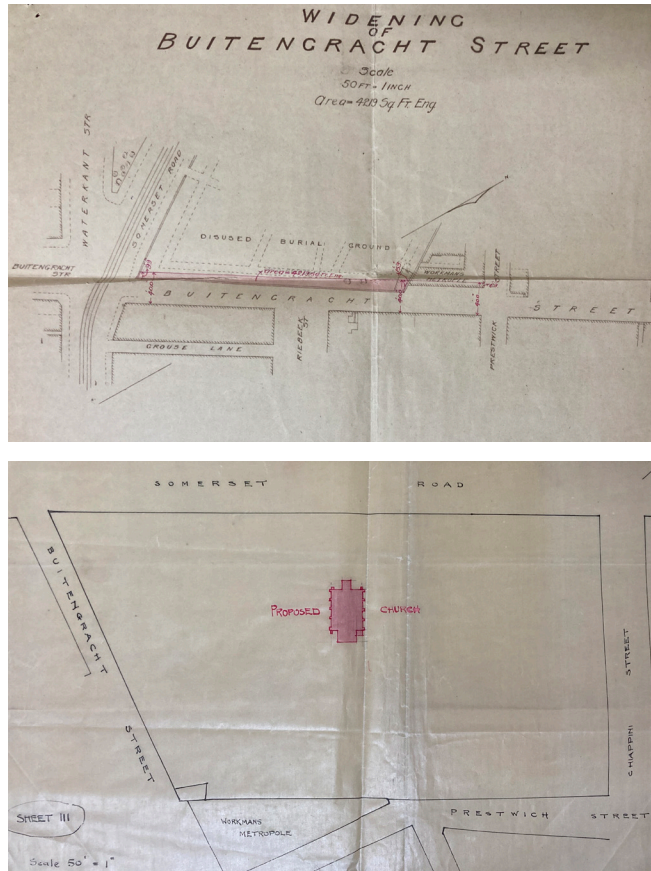


Figure 5. Reference: 1907 proposed plans for excised land and new church (KAB 3/CT Vol. 4/2/1/1/28, Ref A267)

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 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.

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.

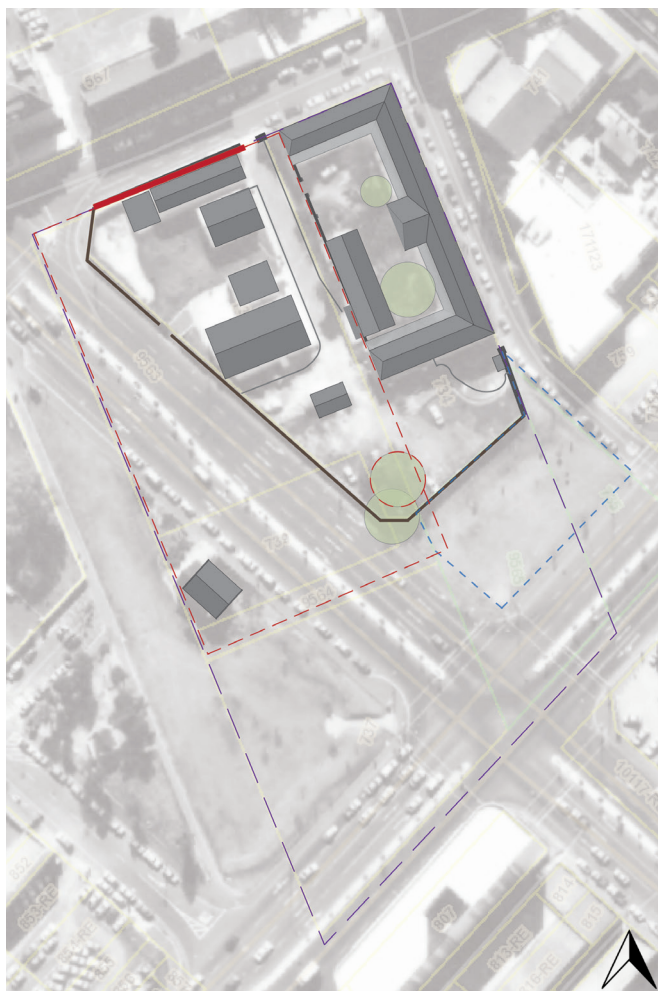


Figure 18. Reference: 1984 aerial image (CoCT Map Viewer)

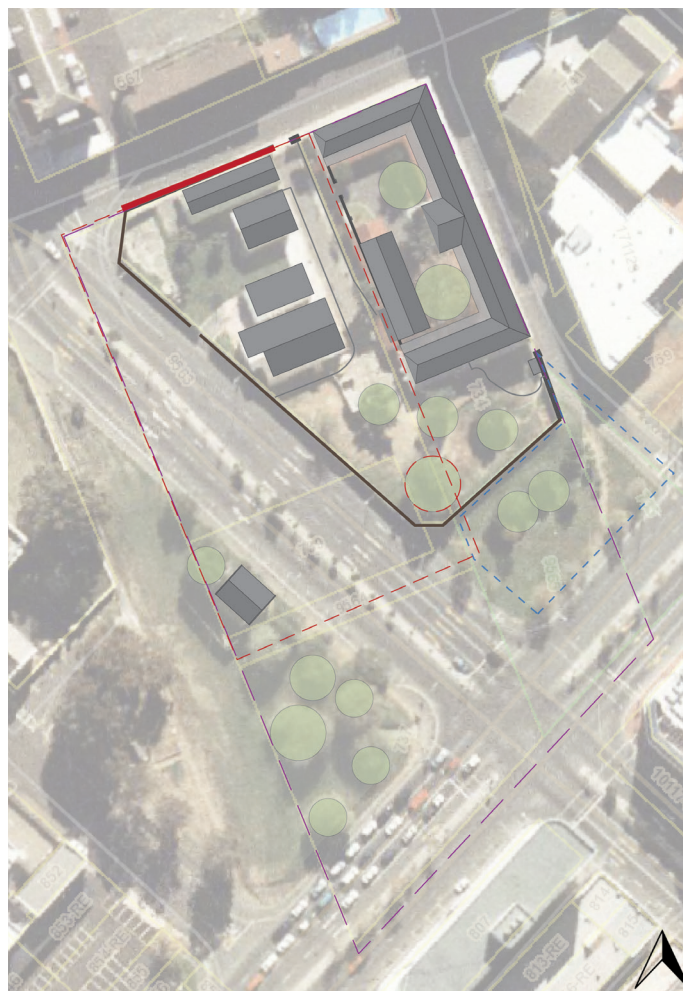


Figure 19. Reference: 1998 aerial image (CoCT Map Viewer)



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.

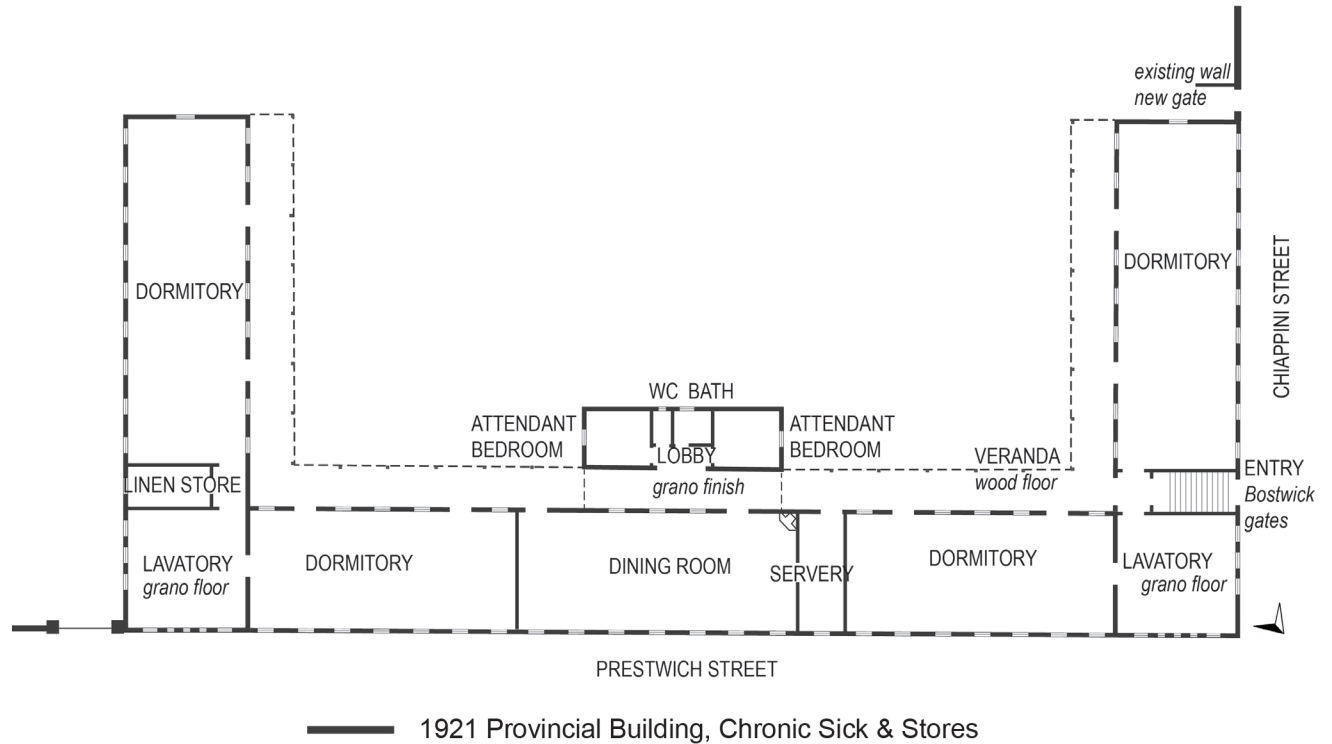


Figure 21. 1921: Programme derived from JS Cleland plan (Scan 82)

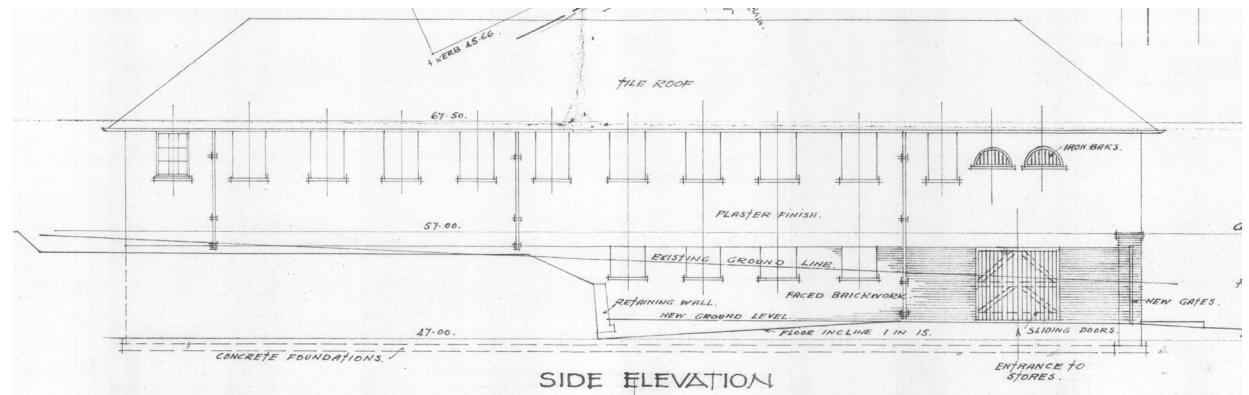
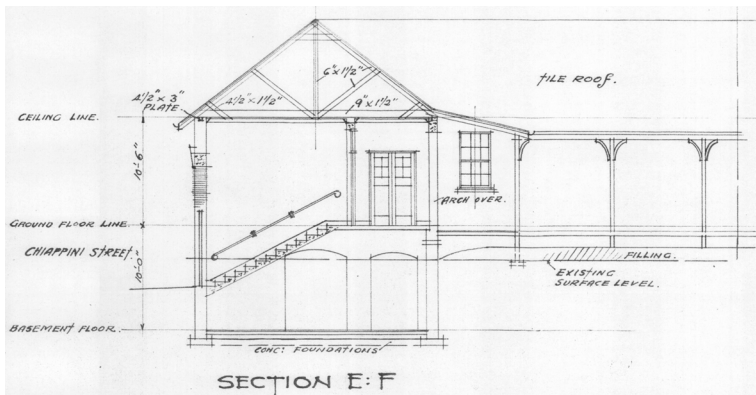


Figure 22. 1921: Extract JS Cleland section of entrance on Chiappini Street (left) and east side elevation to show half basement (Scan 81)

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.

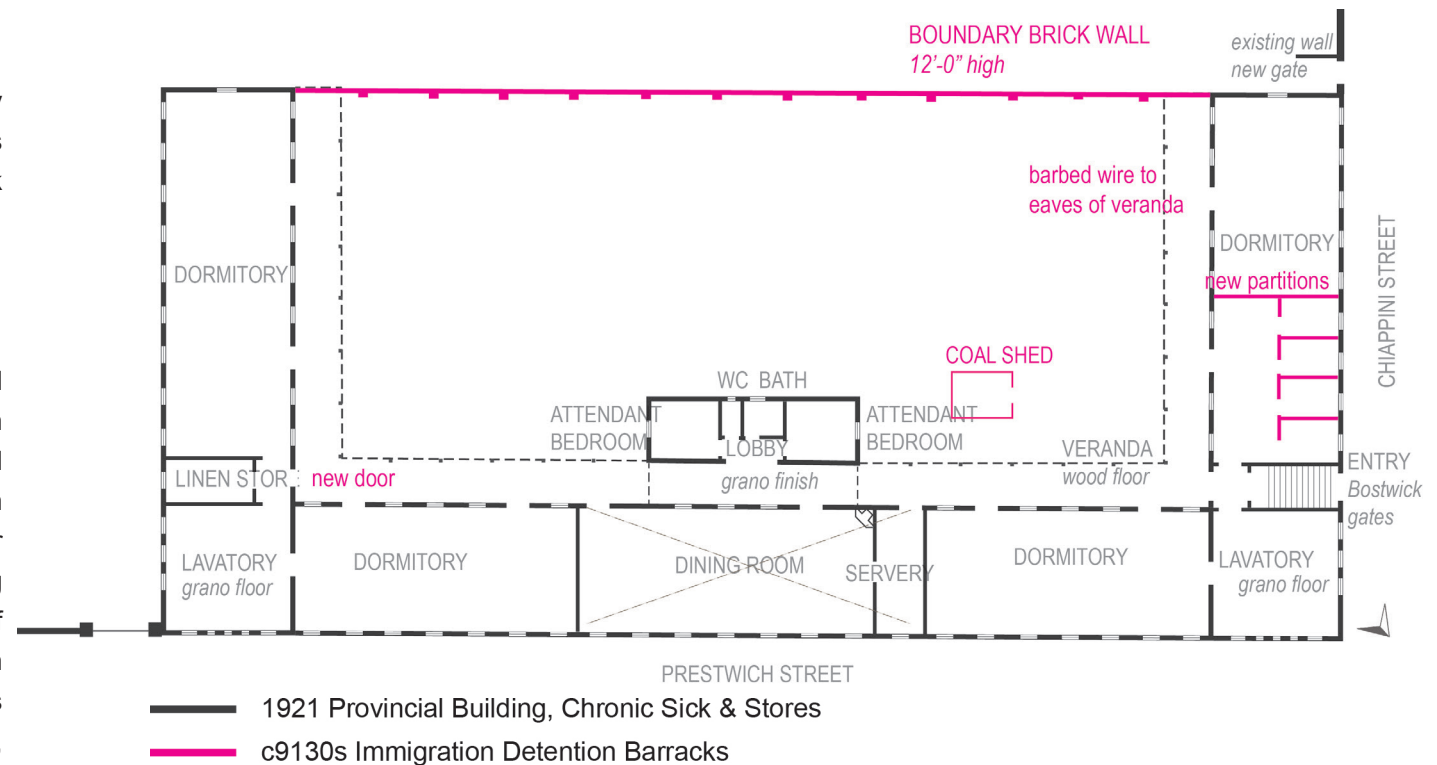


Figure 23. c1935 Derived from hand annotations on earlier plan (Scan 85)

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.

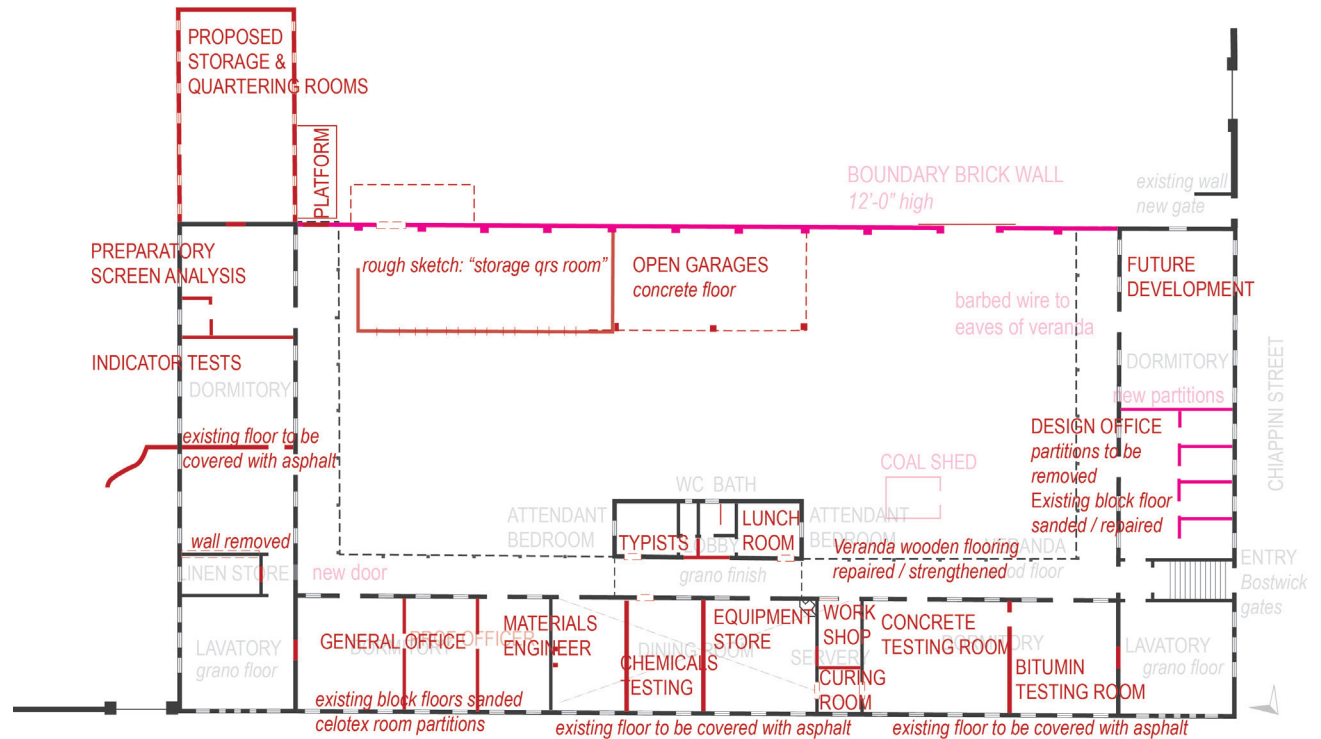


Figure 24. 1948-1952 Derived from plans by Stekhoven (Scan 70 and 84)

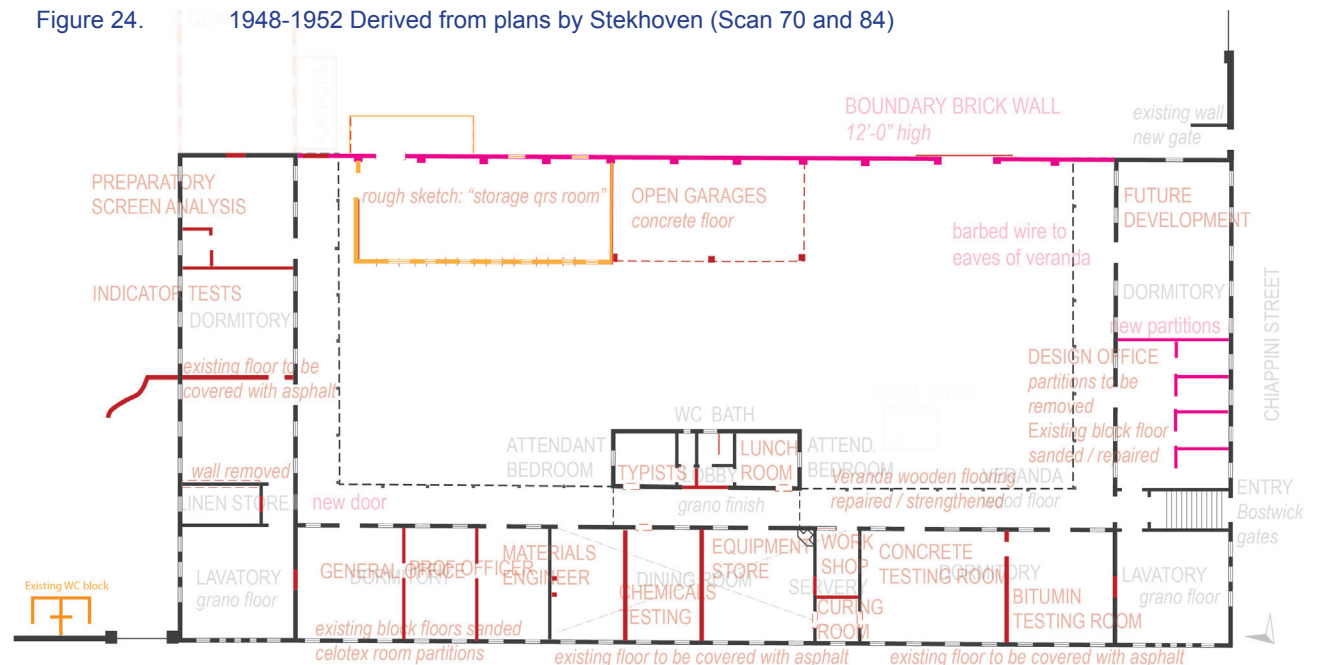


Figure 25. 1952 Derived from provincial architect plans (Scan 78)

- 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.

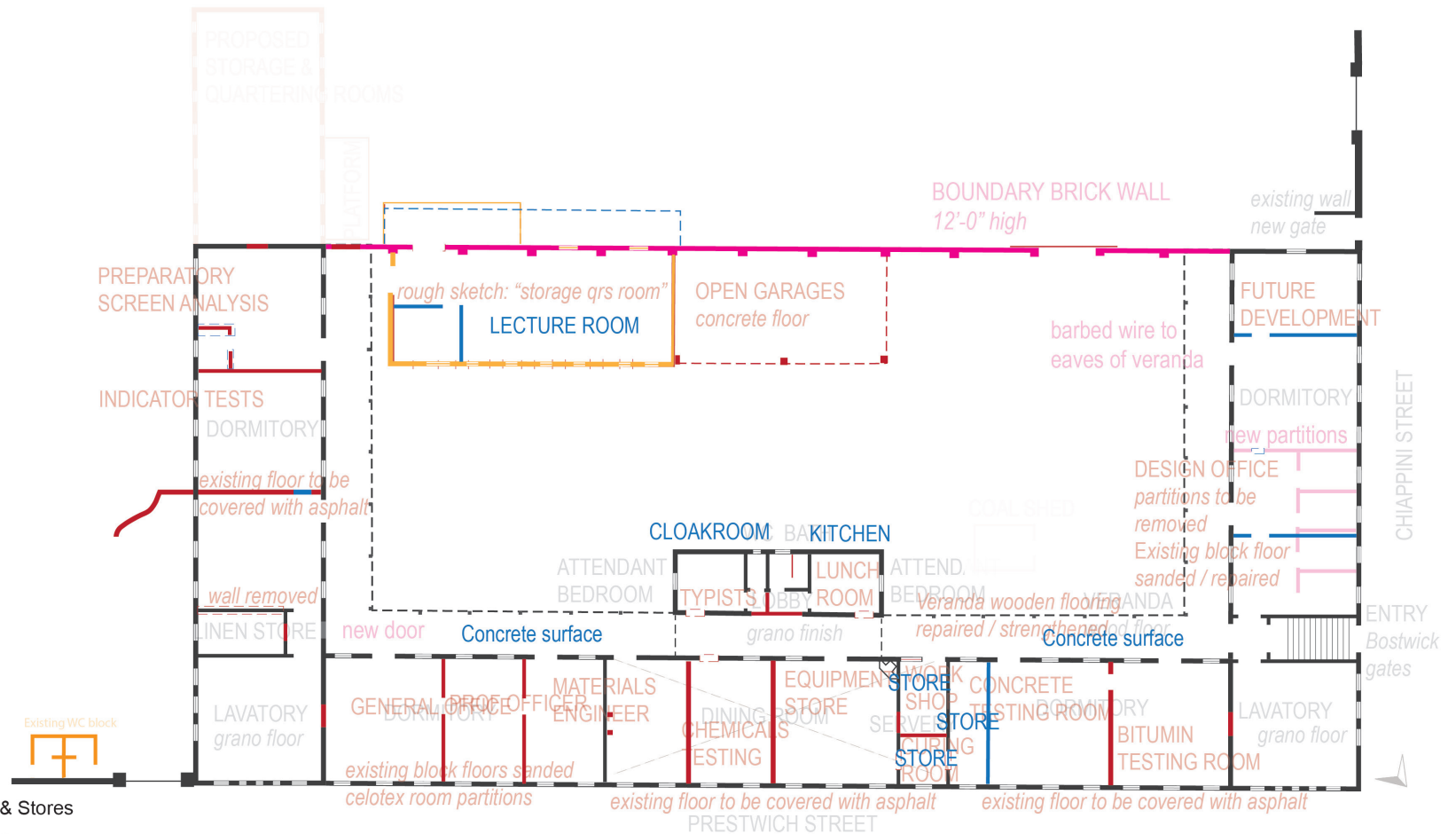


Figure 26. 2001 Derived from survey drawing Ref 5898-B1.

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 an 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 suggests 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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- AOC (Schietecatte, Liesbet, Andrew Berman, Harriet Clift, Trevor Thorold, Tim Hart.)
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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.

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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).

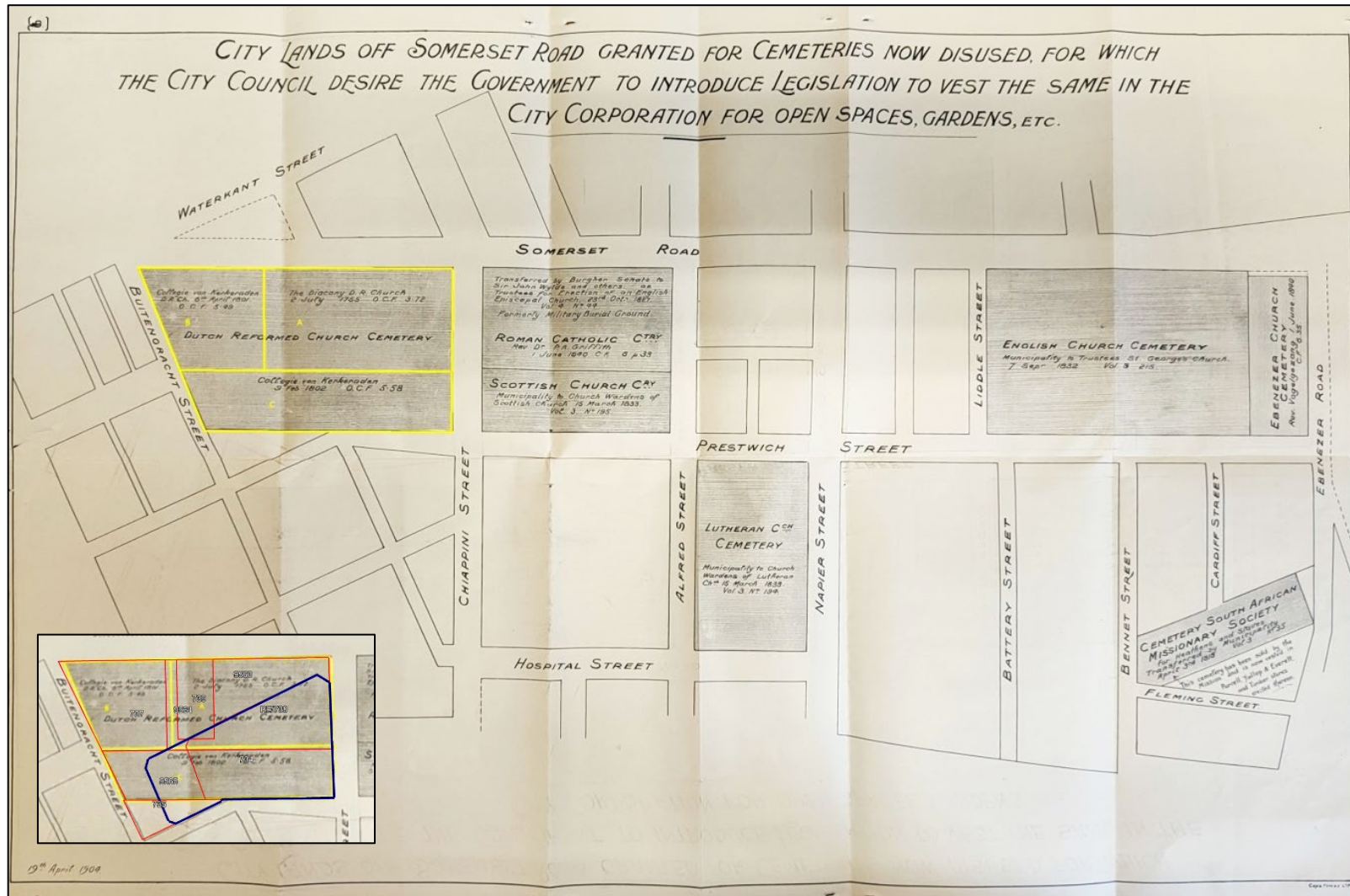
1. The Reverend Dean of Cape Town, Church of England, Western Province.
2. Archdeacon Lightfoot, Church of England, Cape Town.
3. Rev. A.I. Steytler, Dutch Reformed Church.
4. Rev. Bishop Rooney, Roman Catholic Church.
5. Rev. J.M. Russell, Presbyterian Church.
6. Rev. F.N. van Niekerk, Ebenezer Church
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

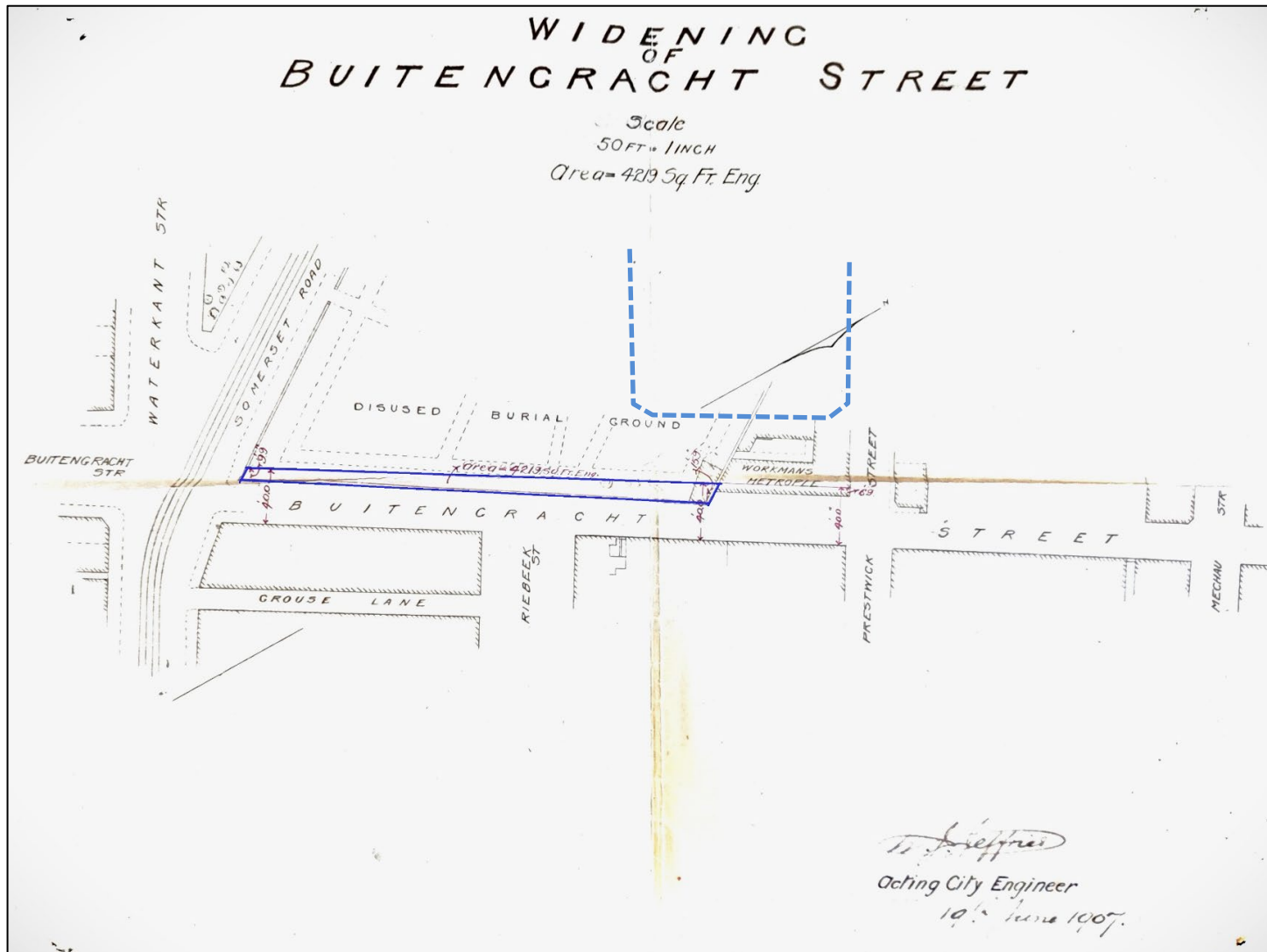
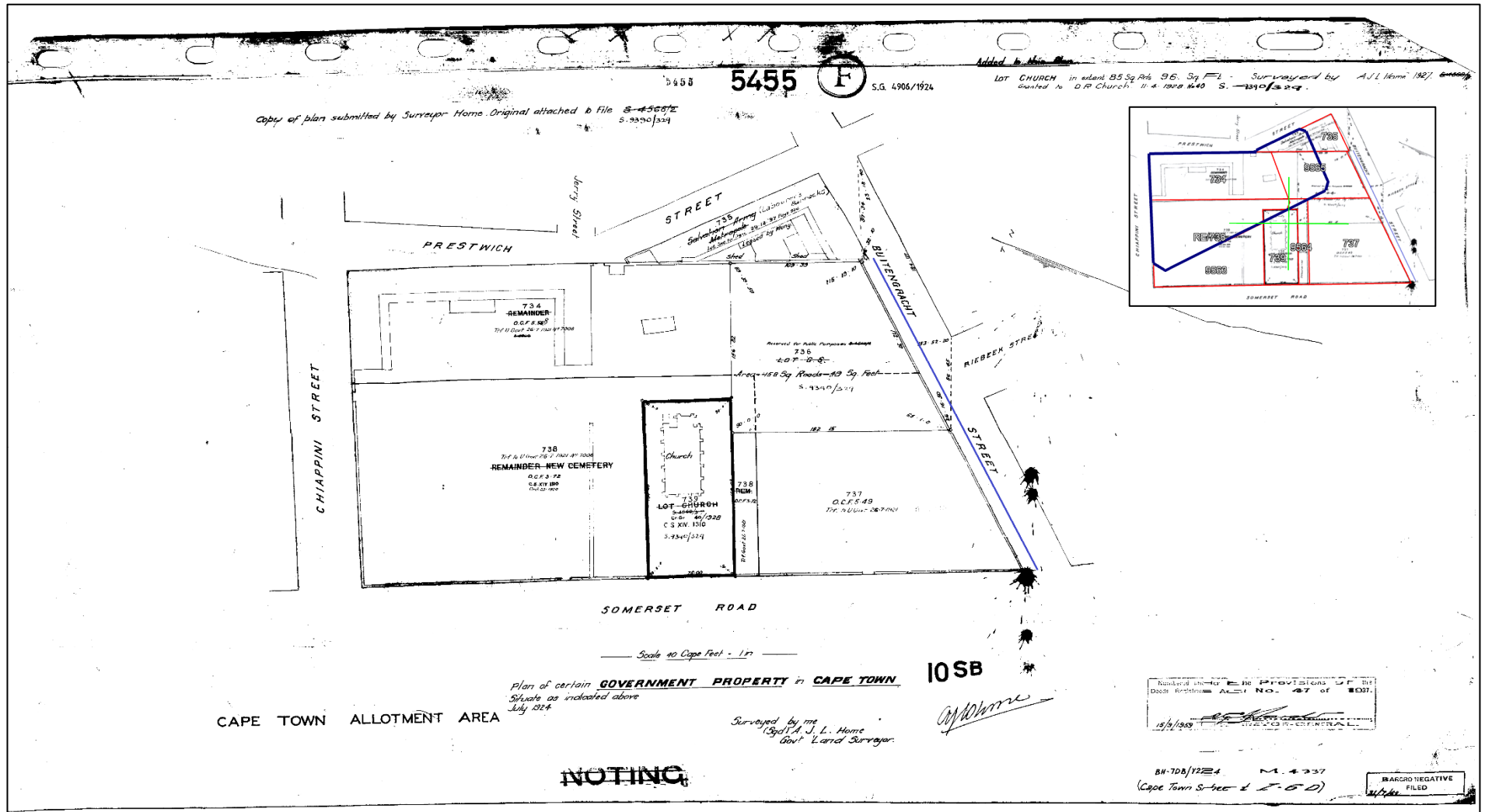


Diagram showing the area requested for road widening. An approximate position of the PPTL site closest to Buitengracht Str is shown by the dashed blue line. Only approximate as this drawing is difficult to overlay exactly on the current cadastral boundaries (possibly some warping when copied).

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

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.

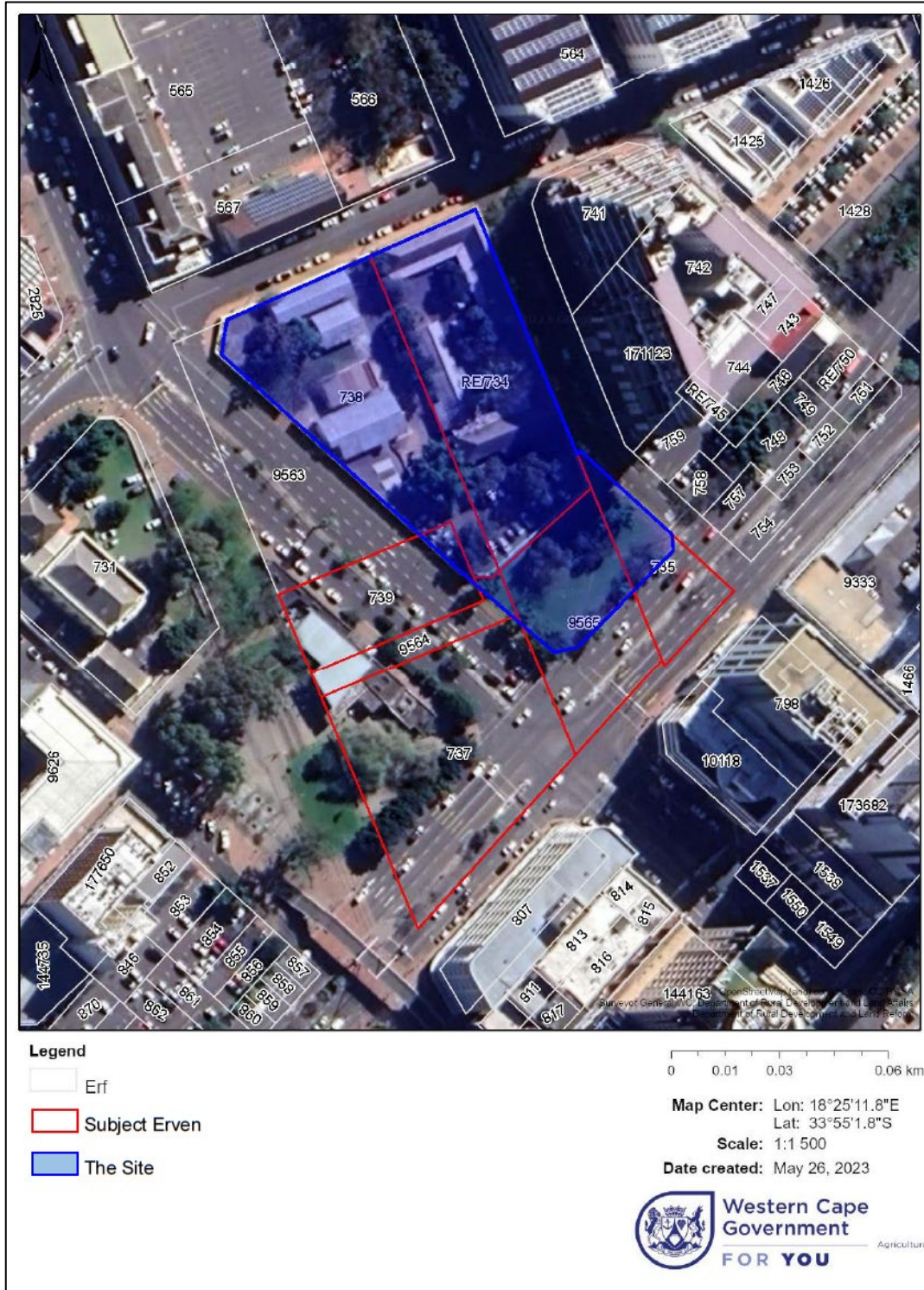


Figure 1a: Location and context of the various affected Erven (red), and the actual site indicated by the blue polygon situated on the corner of Buitengracht Str and Somerset Road (after NM & Associates 2023).

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.

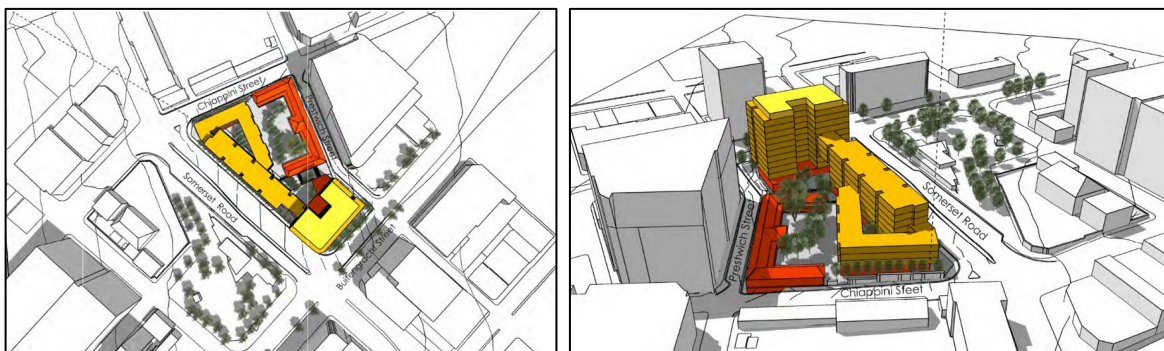


Figure 1b: Option 3 - conceptual layout, **Figure 1c:** Option 3 - 3D view.

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.

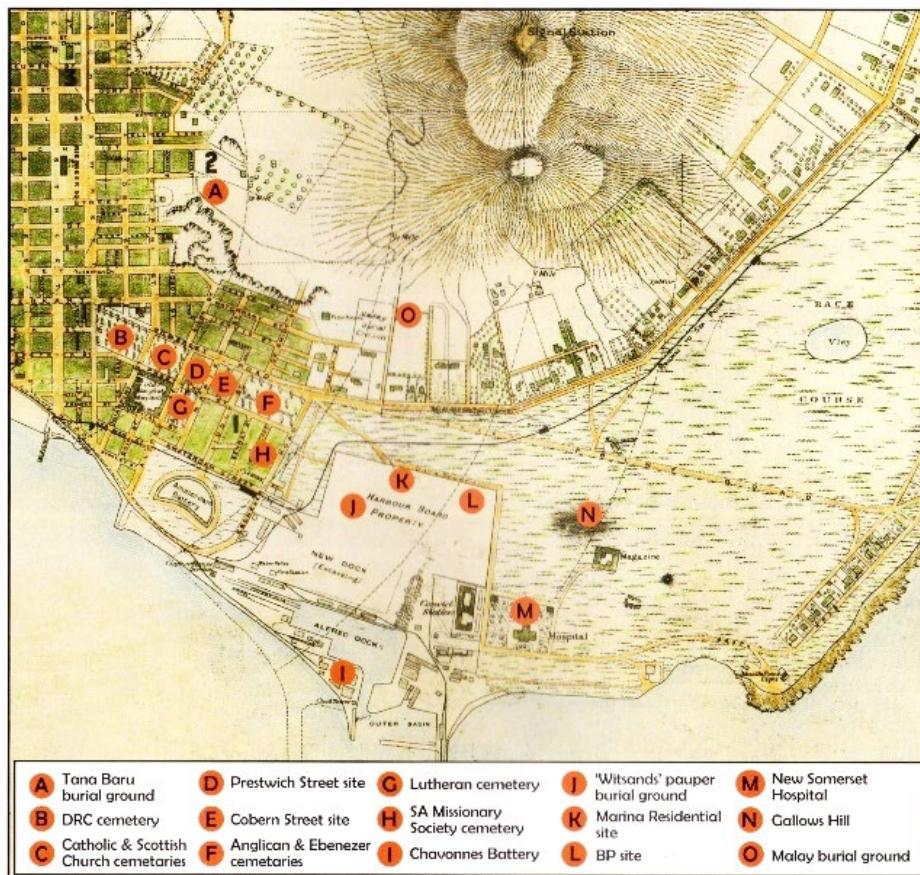


Figure 2: Cemeteries and burial sites in Green Point (After Malan et al 2017:56).

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).

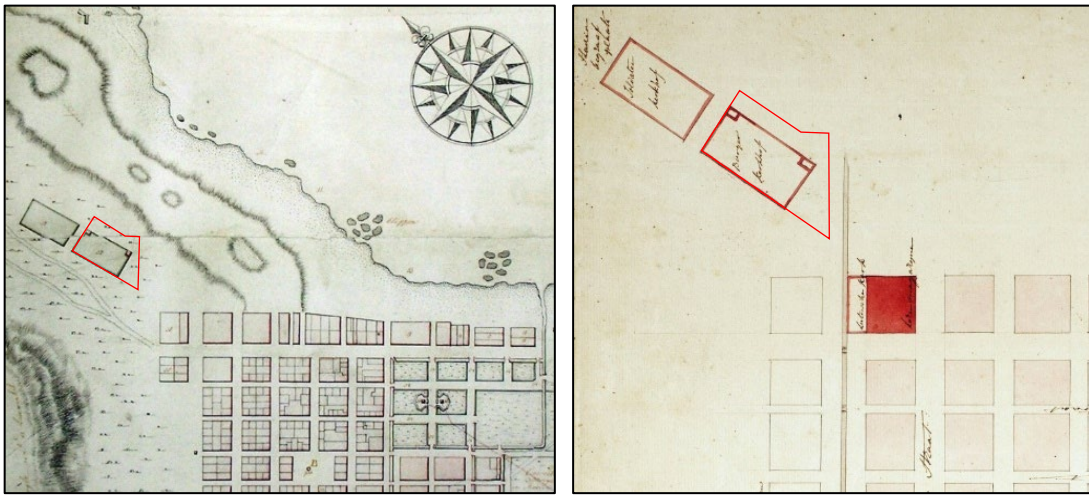


Figure 4: Part of the Brink map of 1767 showing the military cemetery established in c1720 (upper left) and the configuration of the DRC cemetery as it was when granted in 1755 (red polygon indicates the PPTL site). **Figure 5:** A portion of the Scherper map of 1785 showing the Military cemetery (upper left) and Dutch Reformed Church cemetery (upper right). The Lutheran church is marked in red and the alignment of the “Buitengracht” is clearly marked.

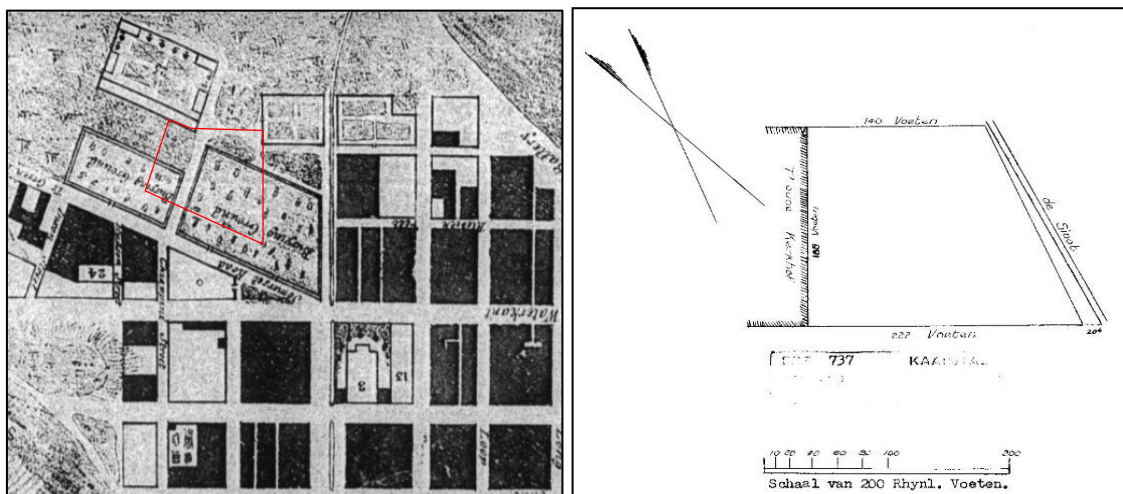


Figure 6: George Thompson's Plan of Cape Town and its Environs c1823. **Figure 7:** The SG diagram of erf 737 (SG 50/1801).

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.

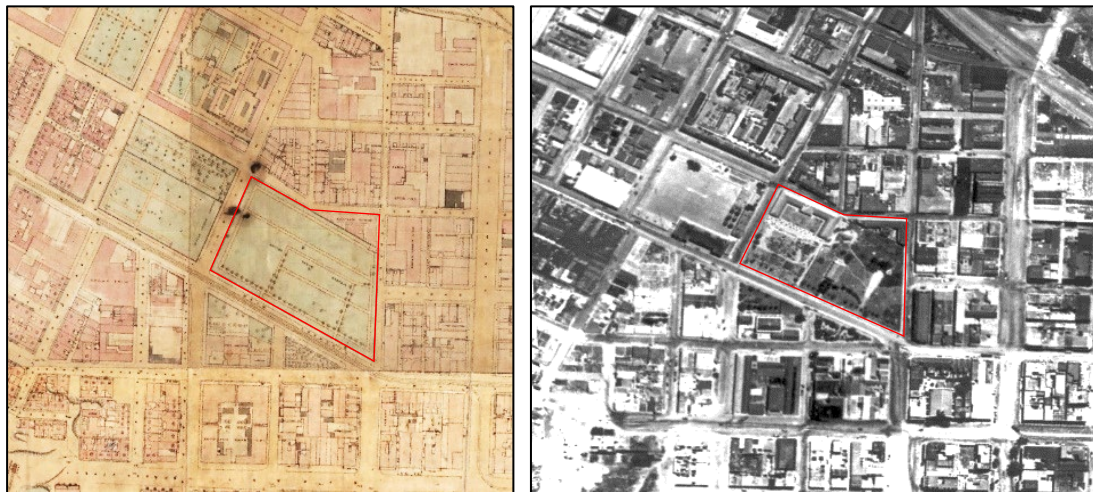


Figure 10: From the Thom plan of the city (west) 1892-1900. **Figure 11:** 1926 aerial photograph showing new buildings on the DRC site. The new church on erf 739 is also clearly visible, as is the Salvation Army building on erf 735. The narrow width of Buitengracht Street north of Waterkant Street is 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).

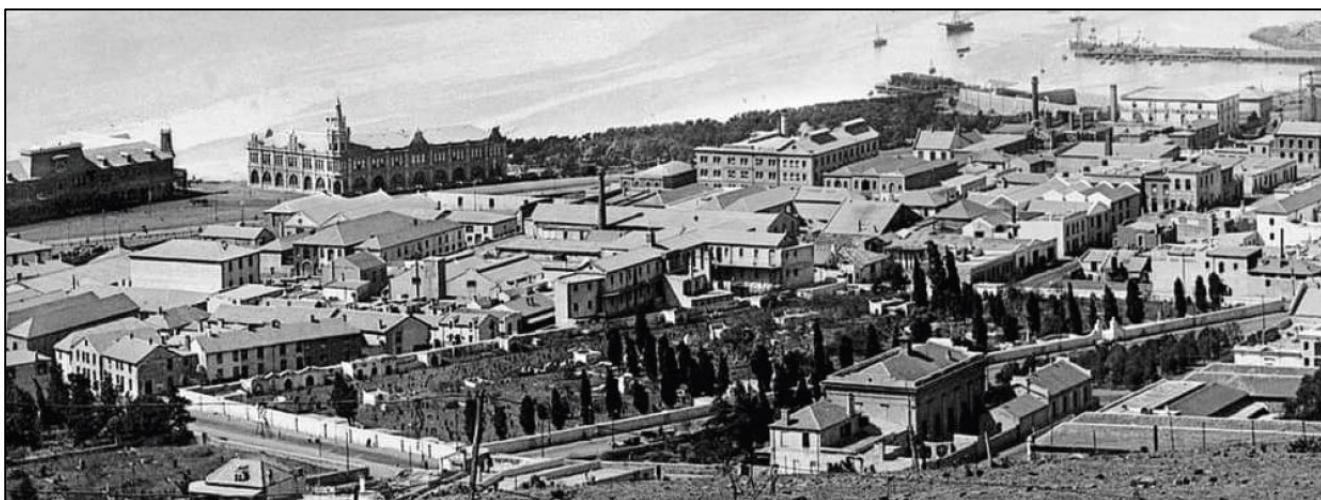


Figure 16b: The DRC cemetery c1900 showing positioning of vaults against the boundary walls and down the centre of the long axis. This photo pre-dates the exhumation (after Wilson 2023:3 Michael Fortune collection).

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.

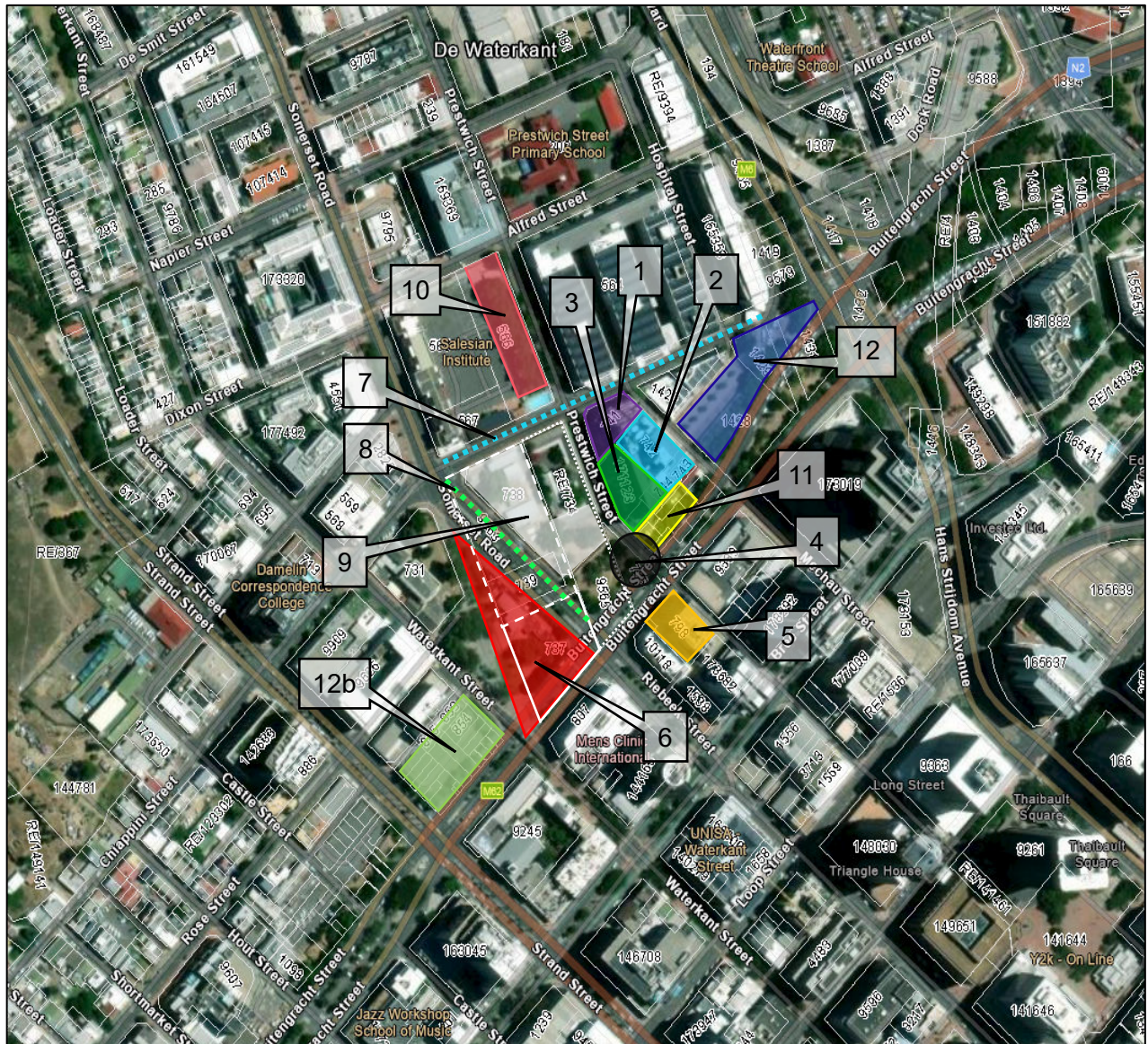


Figure 17: The Dutch Reformed Cemetery was originally granted in 1755 (white dashed polygon) and was again allocated extra ground in 1801 (solid white) and 1802 (small white dots). Infilled polygons indicate where human remains have been found (or tested negative) and are described in section 5 of the 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)

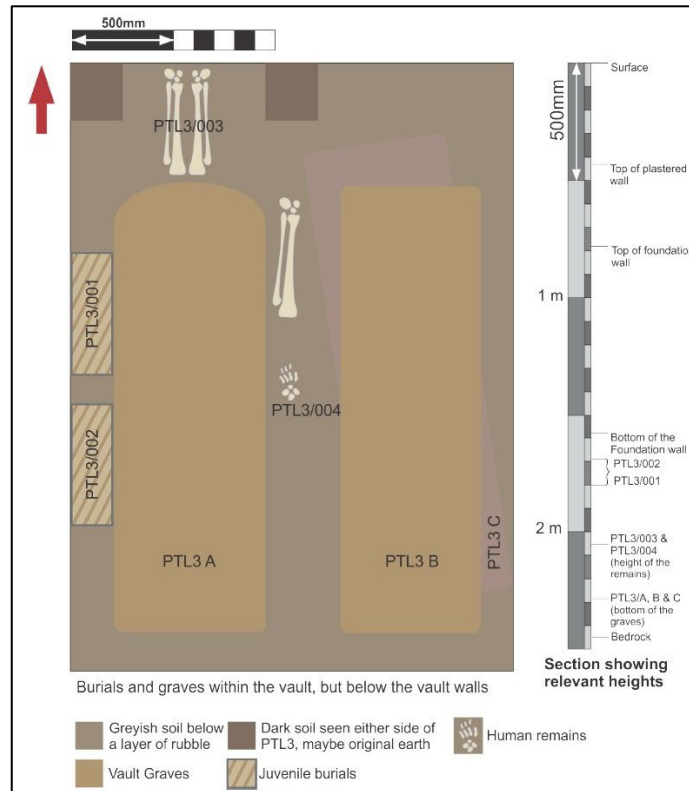


Figure 19: Drawing of the PTL3 vault showing incomplete exhumation (after Hart 2014:20)

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.

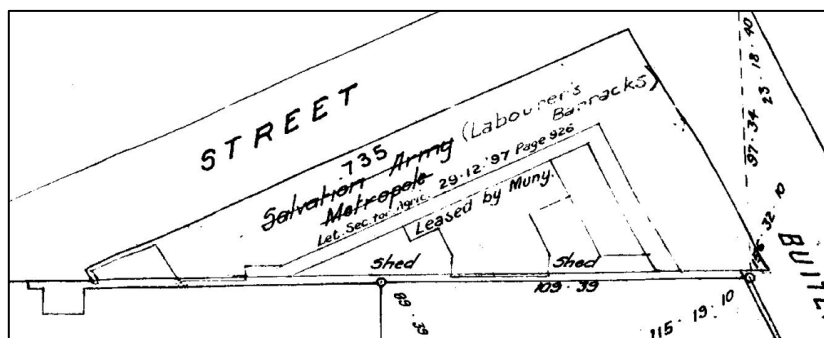


Figure 21: An excerpt from a Surveyor General diagram showing use of erf 735 (SG4806/1924)

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.

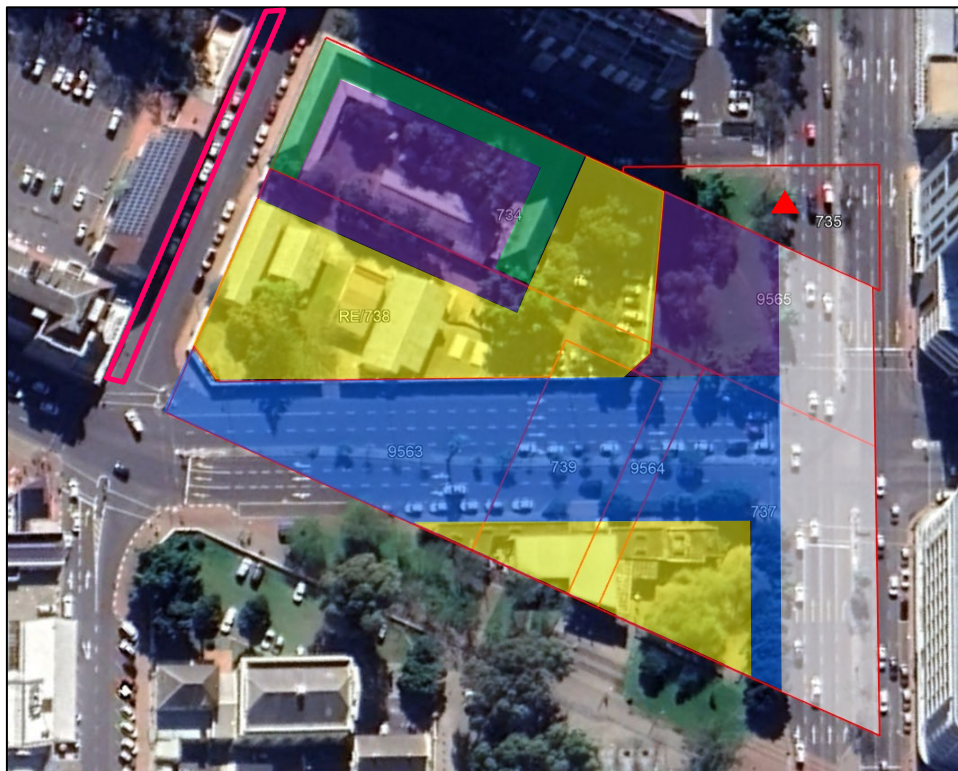


Figure 23: Present knowledge of Human Remains In the old DRC cemetery and erf 735. Shaded areas indicate the old DRC cemetery.

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

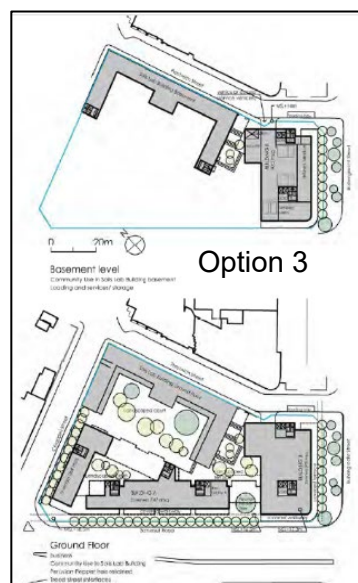


Figure 24: Development Option 3 layout that was presented for evaluation (only plan views considered relevant to archaeology are shown here).

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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Patrick, M. & Clift, H. 2005. Report of a monitoring brief at 29 Chiappini Street (Erf 741), Cape Town. Unpublished report prepared for Southern Helicopters (Pty) Ltd. Cape Archaeological Survey cc.

Patrick, M., Blanckenberg, J. & Arthur, C. 2005a. 11 Buitengracht Street: Historical background and trial excavations at Erf 798, Cape Town. Unpublished report prepared for TCI Property Developers. Cape Archaeological Survey cc.

Patrick, M., Blanckenberg, J., & Manhire, T. 2005b. 34 Prestwich Street. Historical background and trial excavations Erf 760 Cape Town. Unpublished report prepared for Bestcape Property Developers (Pty) Ltd. Cape Archaeological Survey cc.

Schulz, K. 2023. Provincial Pavement Testing Laboratory (PPTL) Site on Erven 731, 737, 739, 9564 (Erf 738) Cape Town. The Old Dutch Reformed Church Cemetery, Somerset Road. Social Historical Study. Unpublished report prepared for ACO Associates cc on behalf of NM & Associates Planners and Designers and Western Cape Government: Department of Infrastructure

Seemann, U.A. 2005. Phase 1 Exploration excavation report - 31 Mechau Street, Cape Town, Erf 742. Unpublished report prepared for Bestcape Property Developers (Pty) Ltd.

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Wilson, W. 2023. Built form chronology and assessment report: Heritage design indicators - PPTL site. Unpublished report prepared for Sarah Winter on behalf of NM & Associates Planners and Designers and Western Cape Government: Department of Infrastructure

Websites accessed:

<https://www.ancestors.co.za/somerset-road-cemetery-lost-inscriptions/>

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

Postal address: 8 Jacobs Ladder, St James, 7945

E-mail: david.halkett@aco-associates.com

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

- Dewar, G, Halkett, D, Hart, T., Orton, J. & Sealy, J. 2006. Implications of a mass kill site of springbok (*antidorcas marsupialis*) in South Africa: hunting practices, gender relations, and sharing in the later stone age. *Journal of Archaeological Science* 33, 1266-1275.
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- Halkett, D., Hart, T. and Malan, A. 2005. Bones of Contention: Archaeology and the Green Point burial grounds. *South African Museums Association Bulletin*. 30: 25-31
- Halkett, D., Hart, T., Yates, R., Volman, T.P., Parkington, J.E., Klein, R.J., Cruz-Uribe, K. & Avery, G. 2003. First excavation of intact Middle Stone Age layers at Ysterfontein, western Cape province, South Africa: implications for Middle Stone Age ecology. *Journal of Archaeological Science* 30, 955-971
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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.
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- Klein, R.G., Cruz-Uribe, K., Halkett, D., Hart, T., Parkington, J.E. 1999. Palaeoenvironmental and human behavioural implications of the Boegoeberg 1 late Pleistocene hyena den, northern Cape province, South Africa. *Quaternary Research* 52, 393-403
- Klein, R.G., Avery, G., Cruz-Uribe, K., Halkett, D.J., Parkington, J.E., Steele, T., Volman, T.P. & Yates, R.J. 2004. The Ysterfontein 1 Middle Stone Age site, South Africa, and early human exploitation of

coastal resources. *Proceedings of the National Academy of Sciences of the United States of America* 101: 5708–5715

Malan, A., Webley, L., Halkett, D. & Hart, T. 2013. People and places on the West Coast since AD 1600. In: Jerardino, A., Malan, A., & Braun, D. eds. *The Archaeology of the West Coast of South Africa*. BAR International Series 2526, 124-142.

Morris, A.G and Halkett, D.J. 2008. Fragmentary evidence: the analysis of the crushed human bone from the BP site, a secondary mass burial of historic skeletons from the Waterfront in Cape Town, South Africa. Paper presented at ASAPA conference, UCT.

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

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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

Dept of Archaeology
University of Cape Town
Private Bag
Rondebosch 7701
E-mail: john.parkington@uct.ac.za

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

Street Address: Protea Assurance Building, Green Market Square, Cape Town, 8000 • **Postal Address:** P.O. Box 1665, Cape Town, 8000
• **Tel:** +27 (0)21 483 5959 • **E-mail:** ceoheritage@westerncape.gov.za

Straatadres: Protea Assuransie-gebou, Groentemarkplein, Kaapstad, 8000 • **Posadres:** Posbus 1665, Kaapstad, 8000
• **Tel:** +27 (0)21 483 5959 • **E-pos:** ceoheritage@westerncape.gov.za

Idilesi yendawo: kumgangatho 3, kwisakhiwo iprotea Assurance, Greenmarket Square, ekapa, 8000 • **Idilesi yeposi:** Inombolo yebhokisi yeposi 1665, eKapa, 8000 • **Iinombolo zomnxeba:** +27 (0)21 483 5959 • **Idilesi ye-imeyile:** ceoheritage@westerncape.gov.za

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



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.

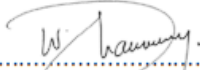
The comments of relevant registered conservation bodies; all Interested and Affected parties; and the relevant Municipality must be requested and included in the HIA where provided. Proof of these requests must be supplied.

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



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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

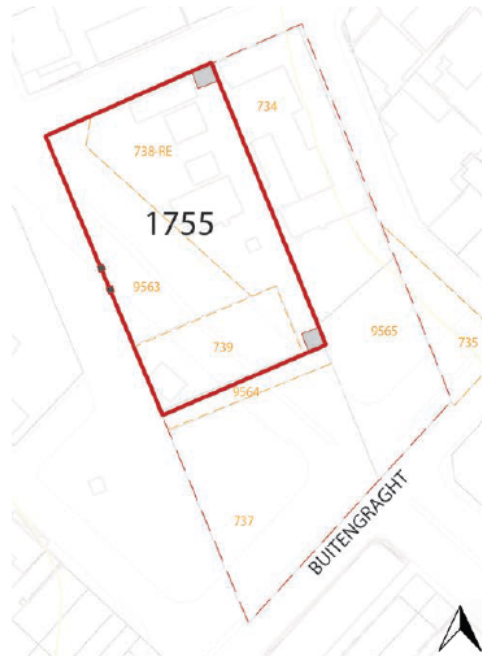


Figure 1. Reference: 1762 Johannes Rach; 1777 Schumacher.

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).

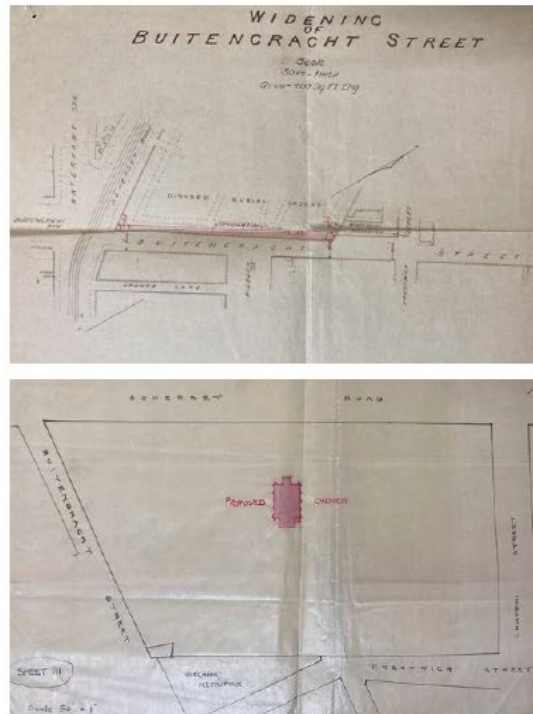


Figure 5. Reference: 1907 proposed plans for excised land and new church (KAB 3/CT Vol. 4/2/1/1/28, Ref A267)

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.

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.

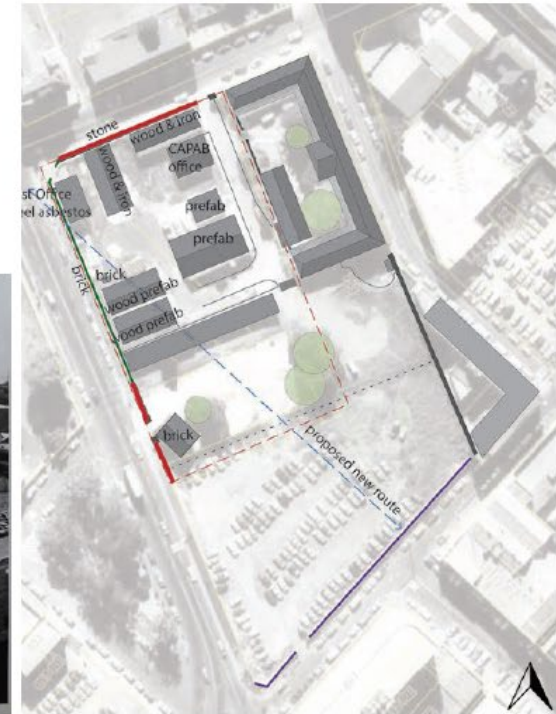


Figure 17. Reference: 1980 aerial image (CoCT Map Viewer); Undated site plans re-routing Somerset Road.

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)

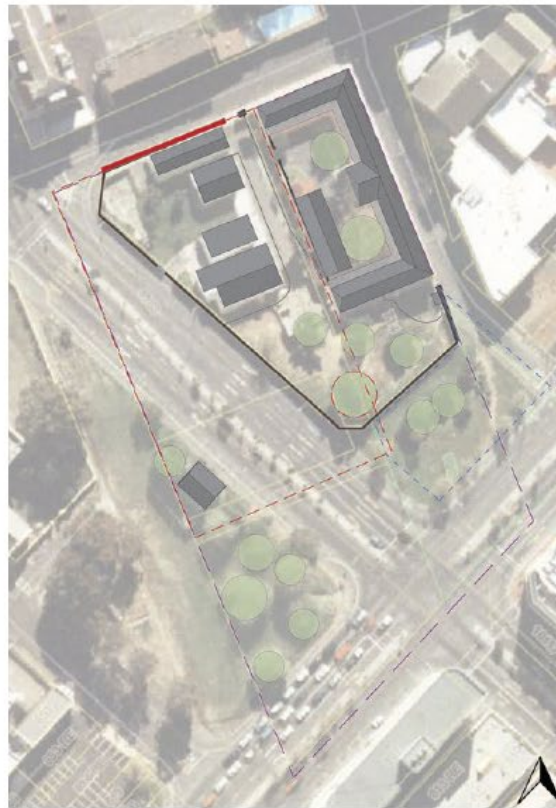


Figure 19. Reference: 1998 aerial image (CoCT Map Viewer)



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.

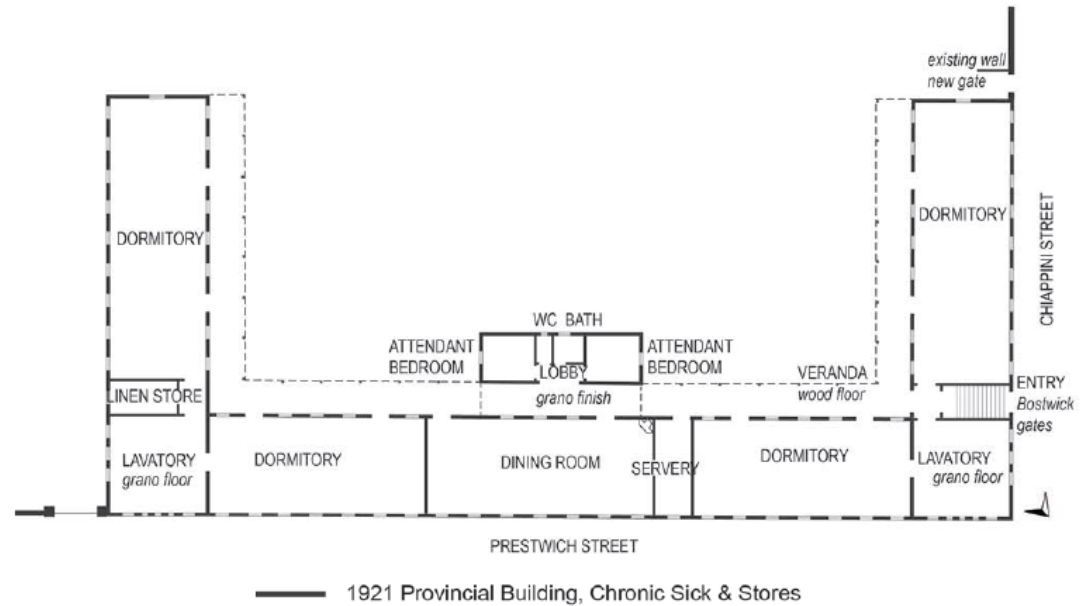


Figure 21. 1921: Programme derived from JS Cleland plan (Scan 82)

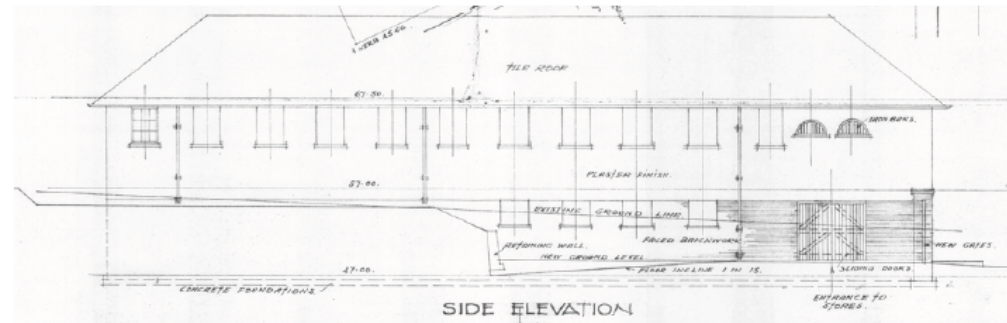
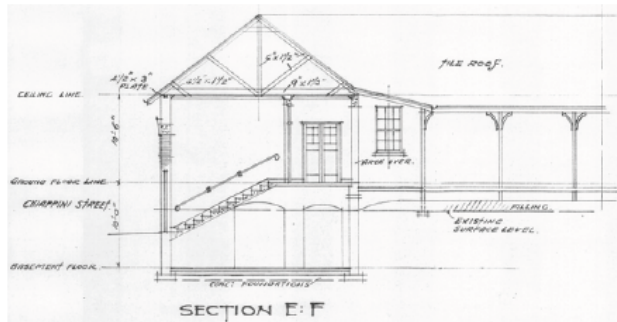


Figure 22. 1921: Extract JS Cleland section of entrance on Chiappini Street (left) and east side elevation to show half basement (Scan 81)

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.

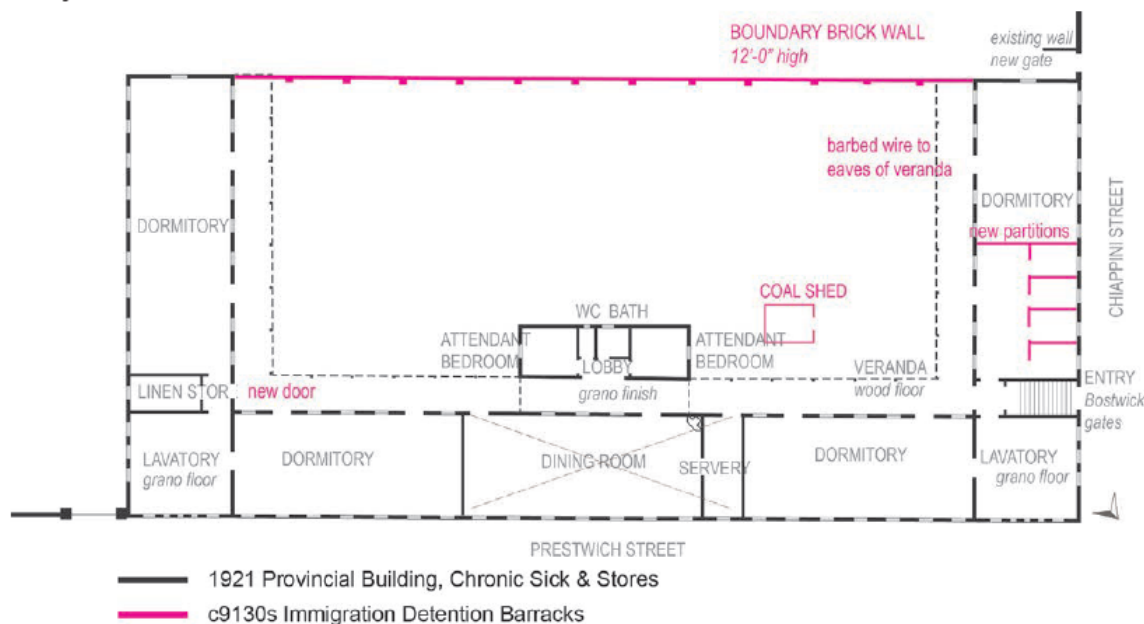


Figure 23. c1935 Derived from hand annotations on earlier plan (Scan 85)

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 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.

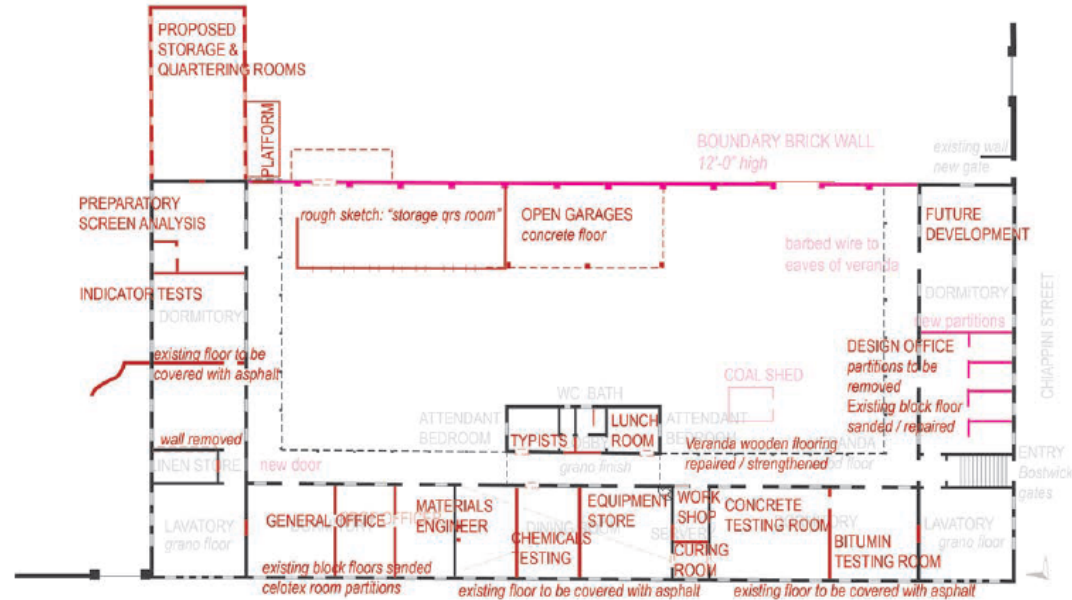


Figure 24. 1948-1952 Derived from plans by Stekhoven (Scan 70 and 84)

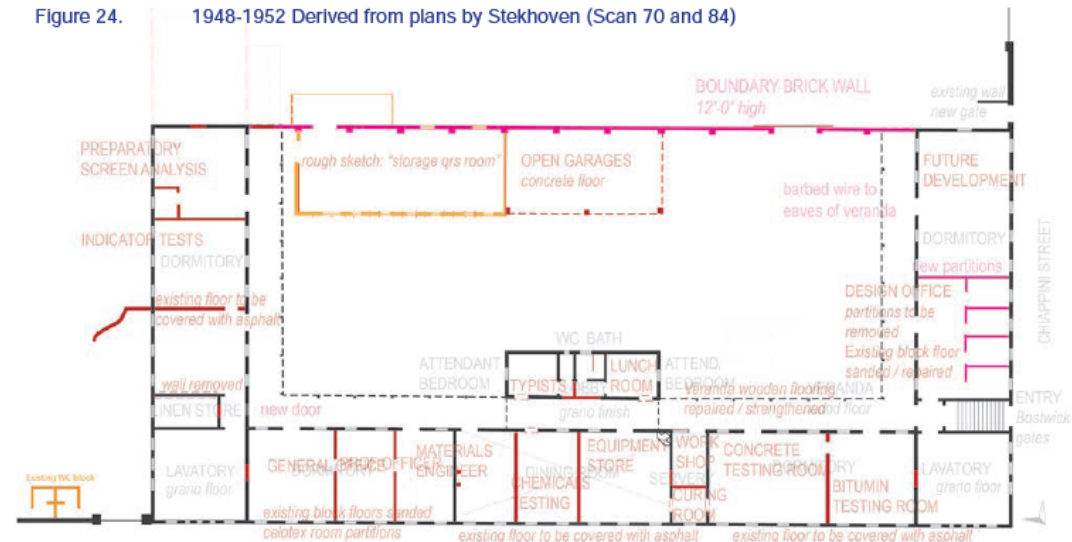


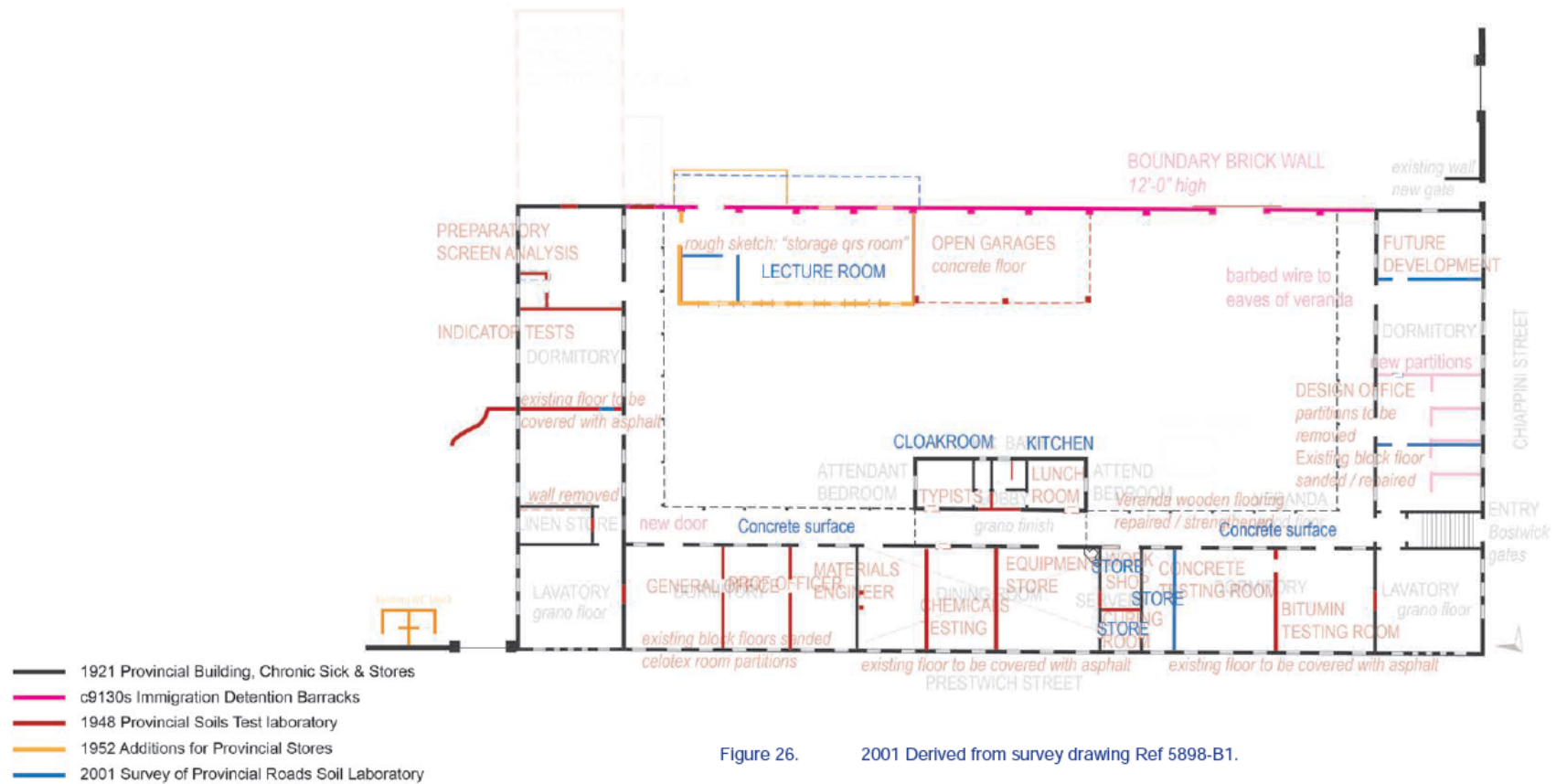
Figure 25. 1952 Derived from provincial architect plans (Scan 78)

- 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

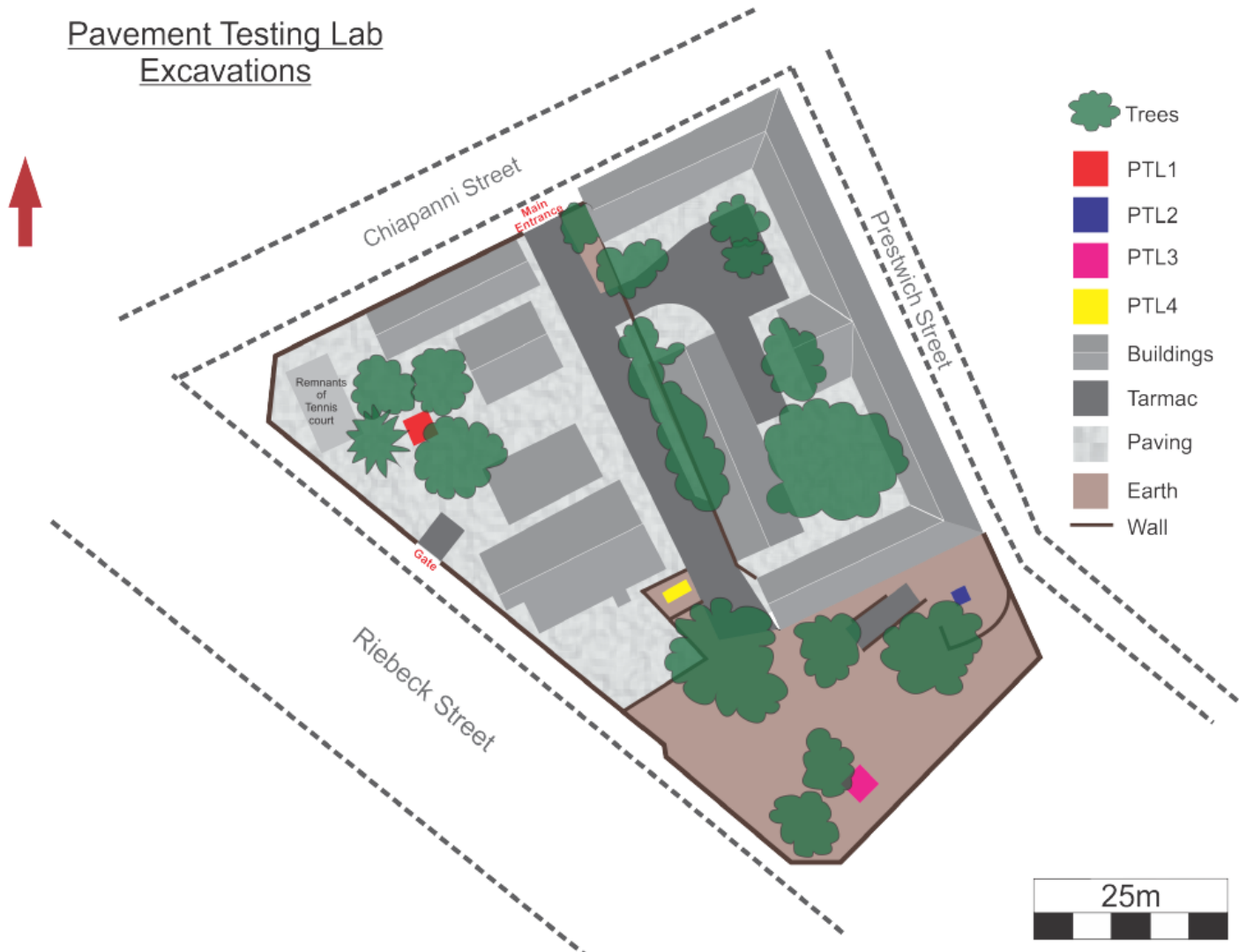


Figure 2. Map of excavations at the Pavement Testing Lab

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.

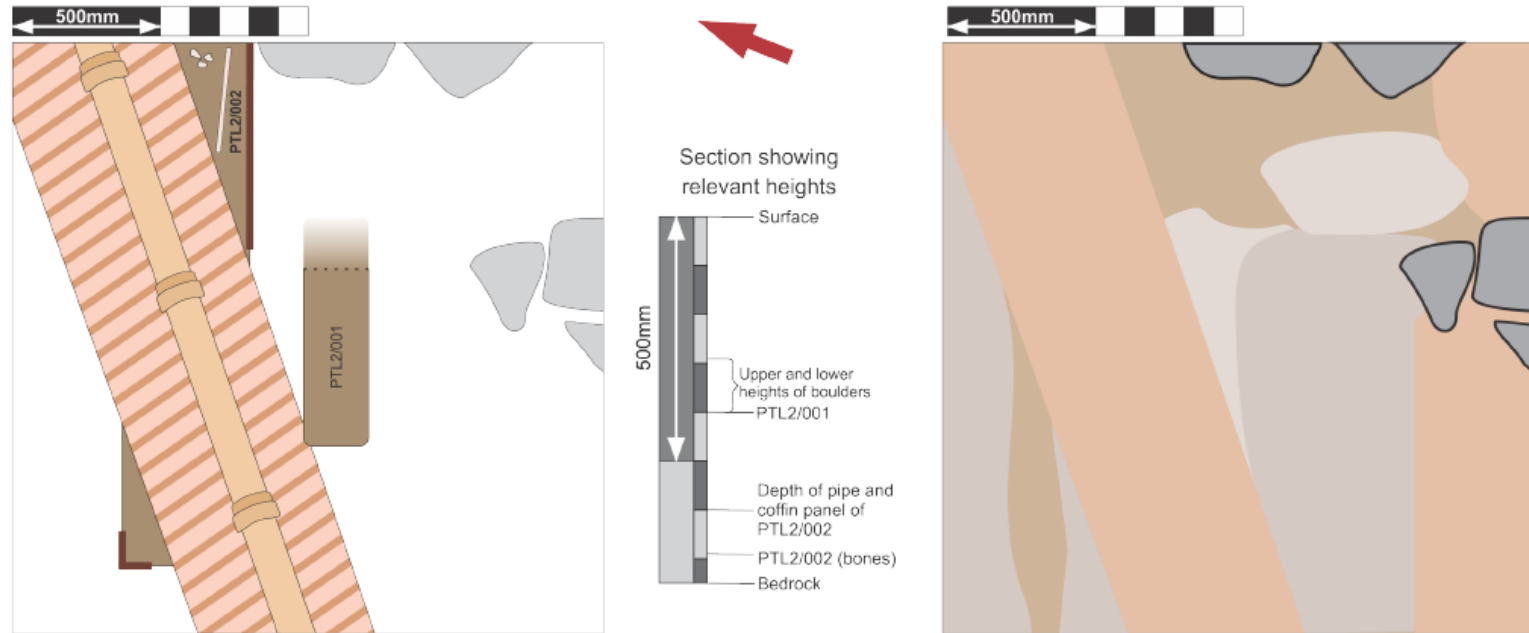


Figure 5 A cluster of human bone found just above bedrock. It was not articulated. No burial vaults were found in this excavation.



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

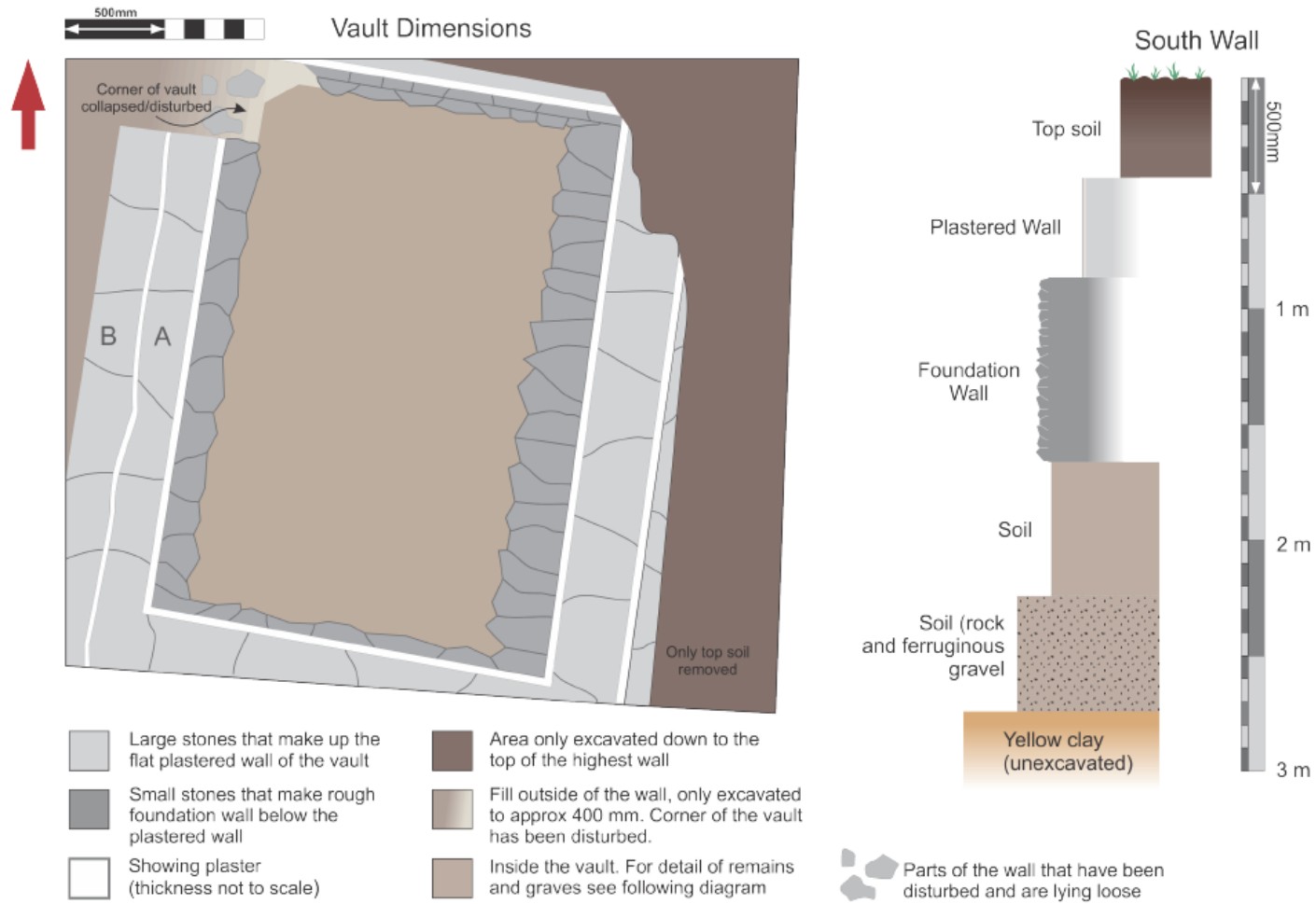


Figure 7 Excavation PTL 2 showing complex patterns of disturbance in the soil caused by burial shafts, and on the right the trench of a large ceramic pipe.



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.

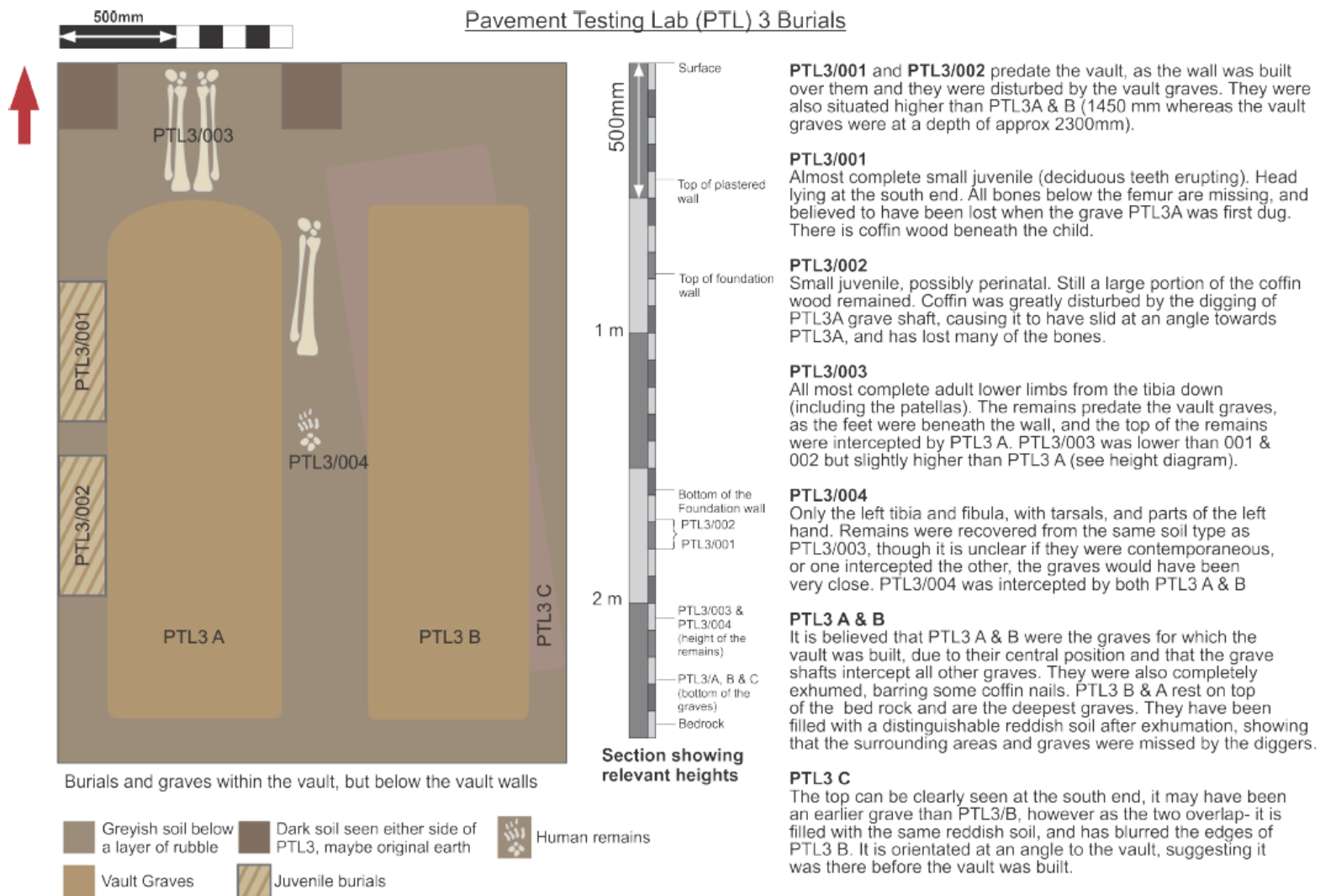
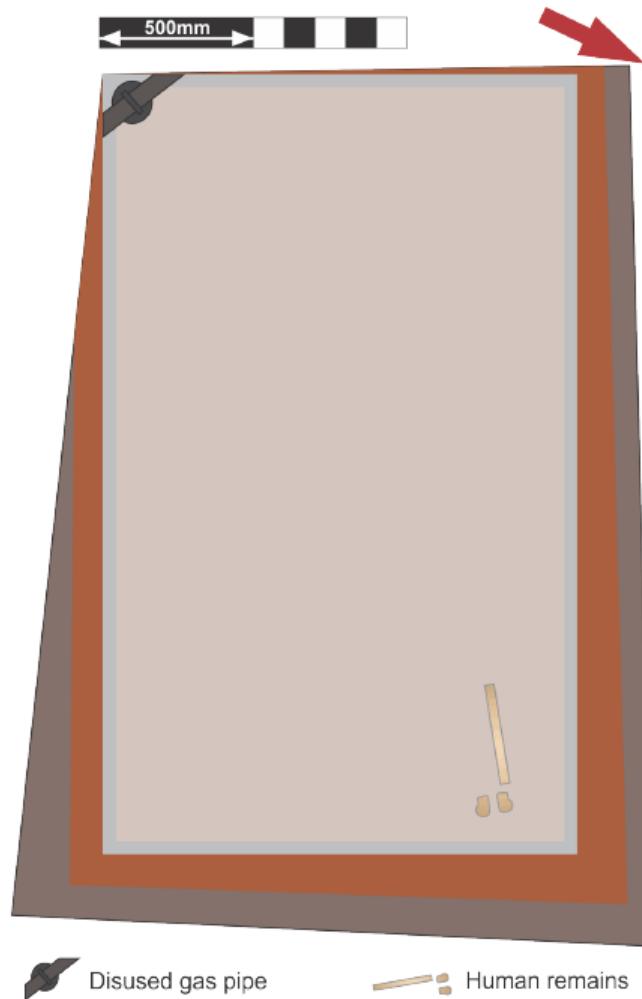






Figure 13. Humans remains inside vault PTL3

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



Disused gas pipe



Human remains

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

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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

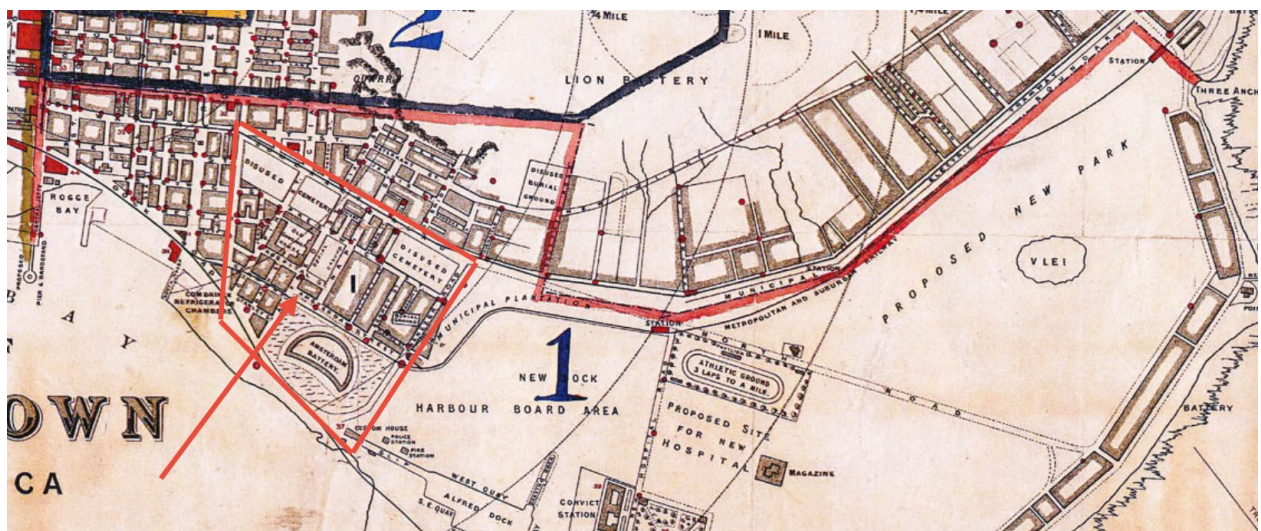


Figure 2: Map of 1897 showing the boundaries of District One (sometimes called Ward 2 after 1913), from Adderley Street in the southeast to Green Point Common in the northwest. The boundaries excluded the Harbour Board Area, on state land. The focus area for this study is arrowed. (Plan of Cape Town,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

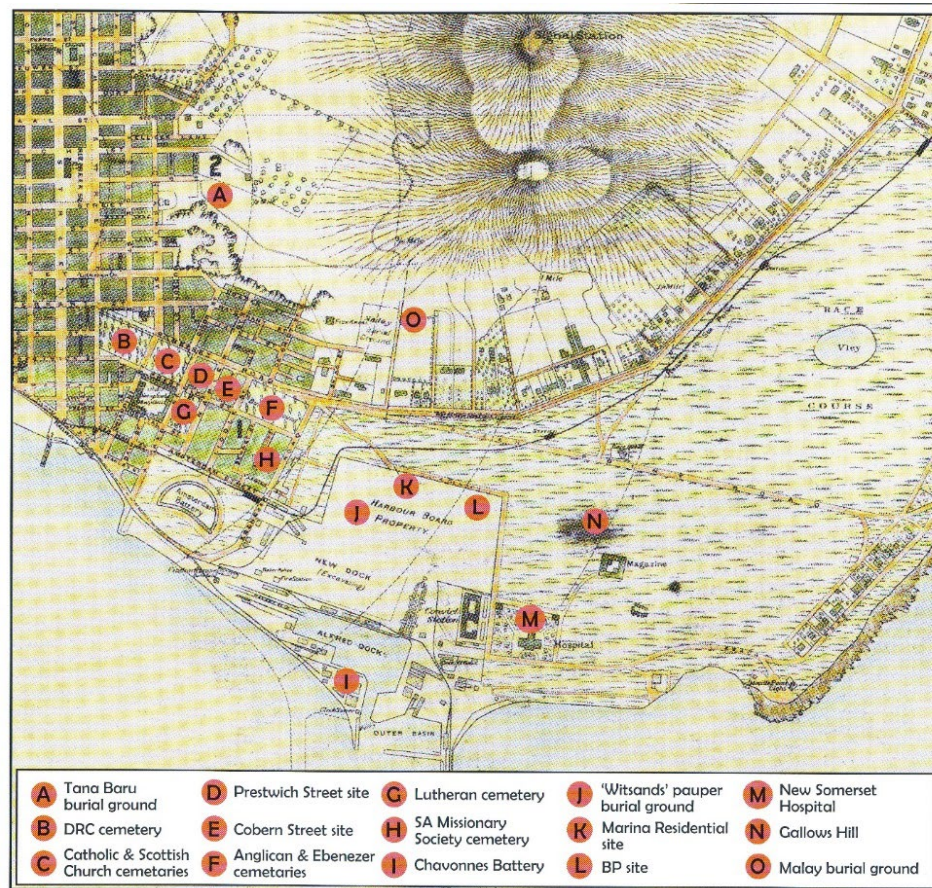


Figure 4: Map showing burial sites in Green Point and surrounding areas, including known burial sites outside the formal graveyards (Malan et al., *Grave Encounters*).

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.

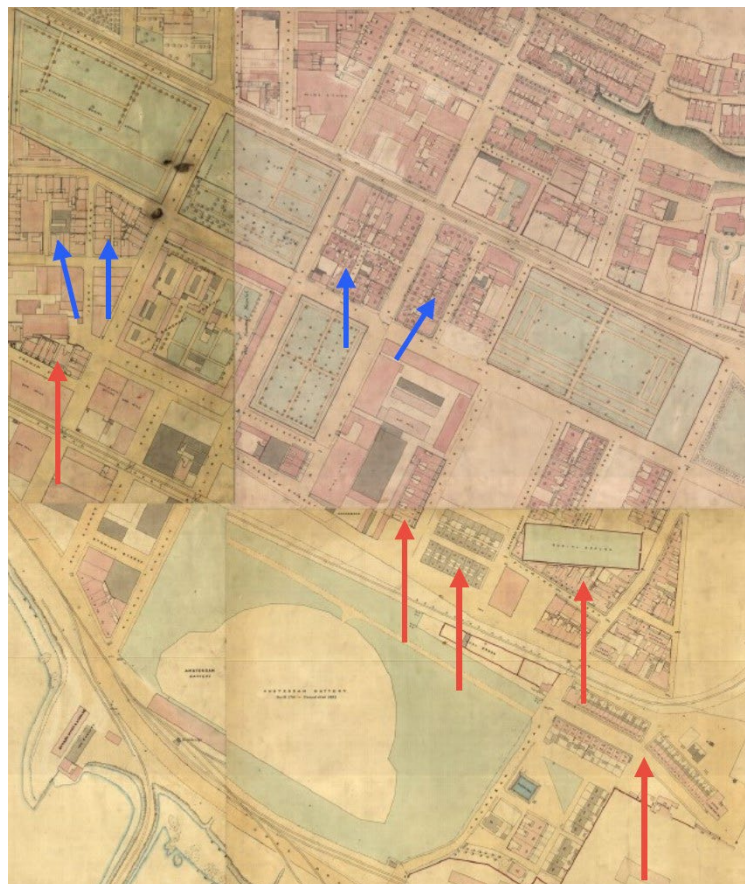


Figure 8: Composite diagram from the Thom survey showing terraced housing in the study area by 1900. The blue arrows indicate the housing in place by the 1860s. The red arrows indicate housing developments in the late 19th century, from the left, French Street, Harbour Board housing, housing around the 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.

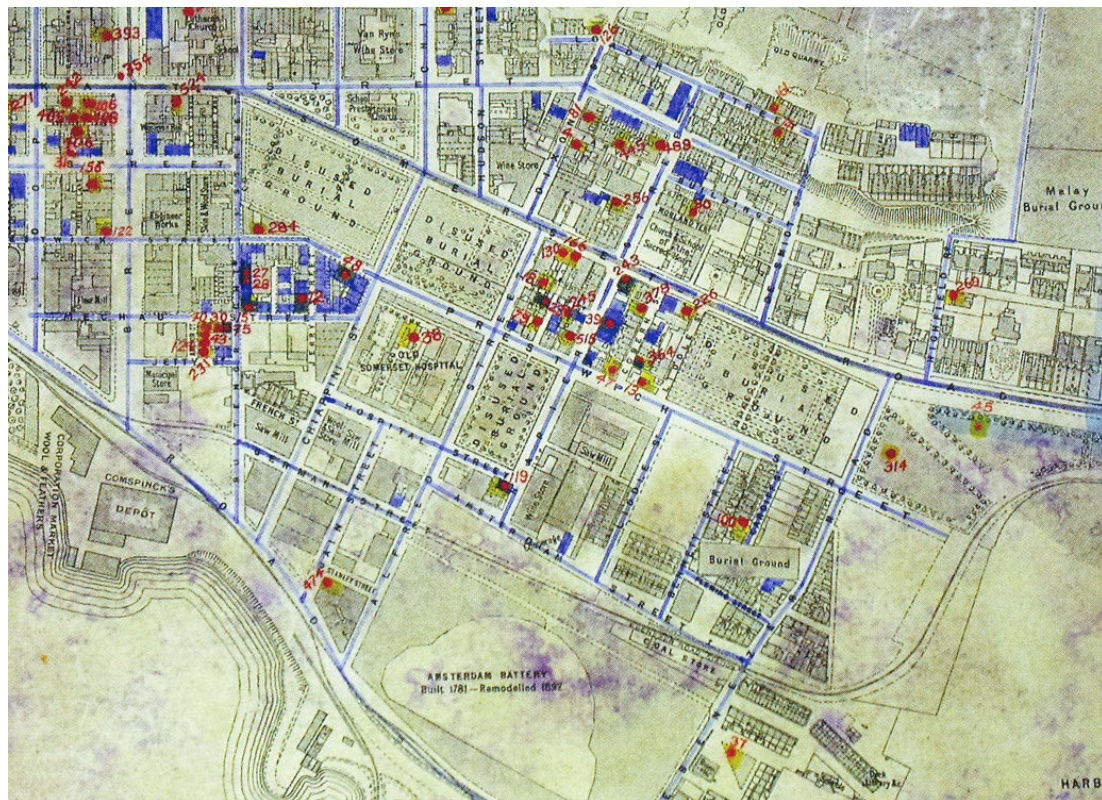


Figure 13: Map of plague cases and cleansing, 1901. Concentrations included areas around Jerry, Schiebe and Cobern streets, the Salvation Army Metropole and the Old Somerset Hospital. They point to the link between workers within the Cape Town Docks where the epidemic originated and the risks of contagion. 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

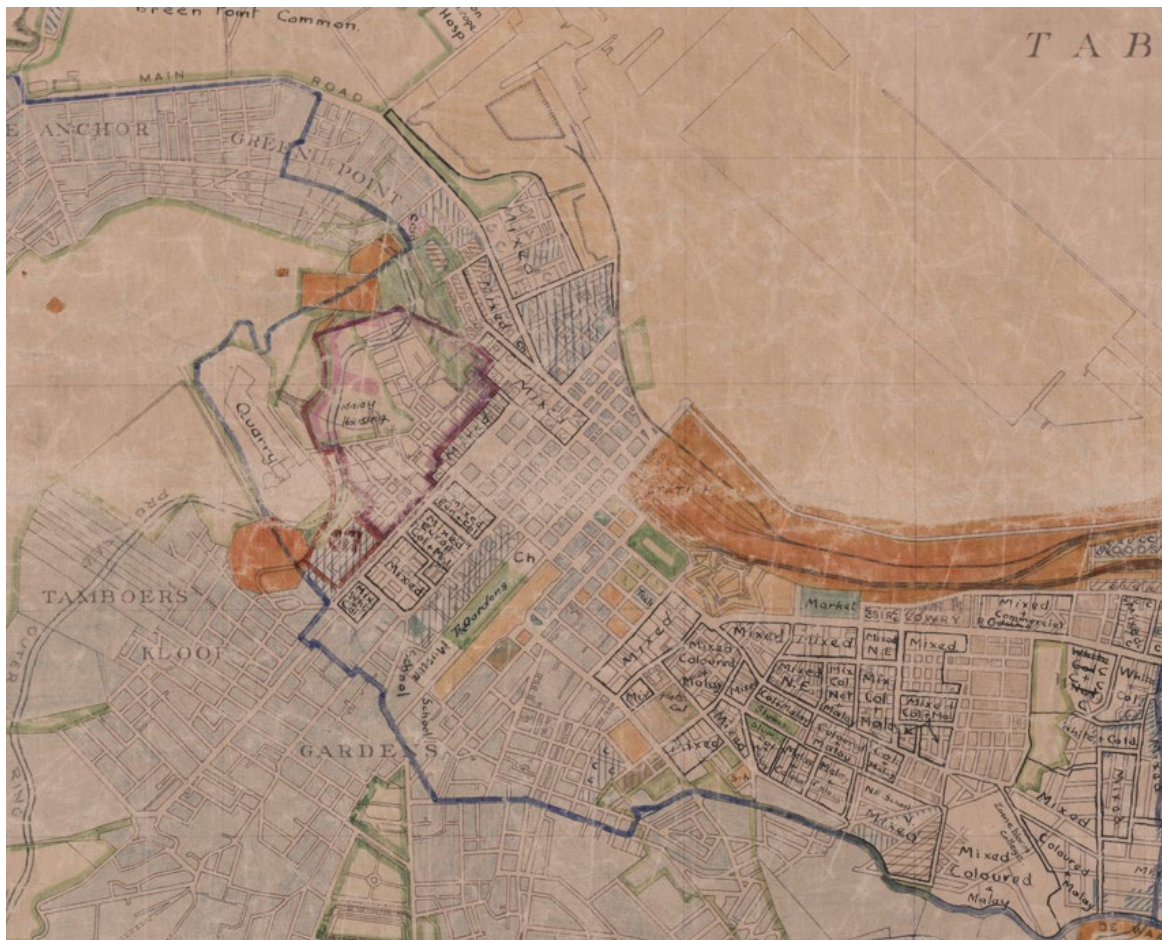


Figure 14: The racially mixed character of District One: Despite its name ‘Group Areas’, this is a survey map predating the Group Areas Act with both social and zoning data. It shows a combination of Modernist and race-based planning ideas. This survey identified areas of racial mixing and racial exclusivity. 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.