

Heritage Impact Assessment  
submitted in terms of section 38(4) of the National Heritage Resources Act  
**Report for comment**

## **Sir Lowry Square**

**Erf 8019, Cape Town**

prepared for  
Errol Family Fall Trust  
**3 August 2020**



## Executive summary

- 1. Site Name** Erf 8019, Cape Town
- 2. Location** 130 Sir Lowry Road, Woodstock: GPS coordinates 33°55'40.76"S 18°26'8.36"E  
Block bound by Russell Street, Sir Lowry Road, Basket Lane and Francis Street
- 3. Locality Plan**



Locality of site along Sir Lowry's Road, Woodstock (Google earth, 2019)

#### 4. Description of Proposed Development

Sir Lowry Square is a proposed mixed-use development incorporating lifestyle shopping of 6500 m<sup>2</sup> shared over two levels with Pick n Pay and Clicks as anchor tenants, a specialised motor fitment centre, a 210-key hotel, 680 parking bays, a mix of 157 studio and 1 bed-room residential units as well as 20 affordable residential units. The design seeks to ensure a scheme that fits, promotes and attends to public street interface, townscape, provides employment and meets the City of Cape of Towns planning scheme. The application is a departure free application with primary zoning use as flats, hotels, business and residential.

#### 5. Consultation

Heritage Western Cape requires that comment be requested from relevant registered conservation bodies and the relevant municipality. This draft heritage impact assessment as well as supporting documentation is to be made available for a commenting period that will conclude at close of business on 4 September 2020. Submissions received will be included within final report for submission to the authorities. Only comments on heritage grounds will be considered and late comments will not be considered.

## **6. Heritage Resources Identified**

Heritage resources are primarily the local townscape precinct with the remains of District Six between the site and Nelson Mandela Boulevard, the altered landscape of District Six south of the boulevard, and key sites such as school, churches and mosques. From a heritage significance aspect, the site precinct is of high value as the remaining built section of District Six. However, the site possesses little to no intrinsic heritage value. The earliest buildings erected prior to the consolidation of the site have since been built over. Structures located on site have been graded as 'not conservation worthy', in an immediate context of low heritage significance.

## **7. Anticipated Impacts on Heritage Resources**

The townscape is sufficiently resilient to accommodate the proposed intervention without unacceptable impacts on its character and significance, and the proposed intervention will not detract from any heritage significance. The overall heritage related impact is low. The project will result in social and economic benefits with no loss of heritage resources.

## **8. Recommendations**

This draft heritage impact assessment recommends in favour of proposed intervention. This draft recommendation is framed so as to generate responses from interested parties and elicit feedback to inform the final heritage impact assessment. Final heritage impact assessment will further outline recommendations with regard to proposed initiatives further to engagement with interested and affected parties.

## **9. Authors and date**

The heritage team comprises:

- Quahnita Samie (vidamemoria) is coordinating the project and is responsible for compiling and submitting impact assessment for consideration
- Square One Landscape Architects: visual impact assessment represented by Julia McLachlan and Larissa Heyns

The date of this report is 3 August 2020.

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# 1. INTRODUCTION

## 1.1 Introduction

vidamemoria heritage consultants were approached by FWJK on behalf of the Errol Family Fall Trust to undertake a heritage impact assessment (HIA) in accordance with the process as set out in terms of Section 38 of the National Heritage Resources Act (NHRA) 25 of 1999 for proposed intervention at Erf 8019, Cape Town located at 130 Sir Lowry Road, Woodstock.

Heritage Western Cape (HWC) response to notification of intent to develop dated 19 February 2019 requested a heritage impact assessment (Refer Annexure A: Interim HWC comment), stating that the HIA must have specific reference to:

- Visual impacts of the proposed development
  - Impacts to the built environment (incl urban morphology and townscape analysis) including detailed site development plan
- The purpose of this heritage impact assessment is thus to consider visual and built environment impact from a heritage perspective.

Notification as submitted to HWC recommended no further heritage studies. It was noted that structures located on the Dart Motors site contains no historic fabric or importance worthy of investigation. However, further assessment was requested to consider potential impact on formally declared urban fabric located along Francis Street.

Impact to the built environment considers transformation of urban form over time, spatial patterns and physical characteristics to inform appropriate urban intervention. Townscape analysis considers visual appearance of an urban landscape, and thus, visual impact report considers potential visual impacts of proposed intervention. Findings and recommendations in relation to impact on heritage resources are contained within this report and assisted in outlining draft integrated recommendations. The full visual impact report is attached as Annexure B.

As the site falls within the District Six boundary, relevant studies conducted for the area have been considered. While not part of the brief of this heritage study, it is acknowledged that there are a number of systemic issues affecting inner city areas, including Woodstock. Systemic negative impacts of development in similar contexts have been identified as displacement, breakdown of family and community structure, otherness and loss of stories and memories. Positive impacts have been identified as the strengthening of activity corridors, creation of positive gateways and the potential for shared economic opportunity during construction and operational phases (Stewart 2018: 6-7). This report briefly considers such impact as a component of assessment of impact on heritage resources.

## 1.2 Legal framework

Notification of Intent to Develop (NID) dated 7 January 2019 was submitted to Heritage Western Cape (HWC) as the proposed intervention triggers Section 38 of the National Heritage Resources Act (Act 25 of 1999). Section 38(1)(c)(i) states that any person who intends to undertake a development or other activity which will change the character of a site exceeding 5 000 m<sup>2</sup> in extent must at the very earliest stages of initiating such a development, notify the responsible heritage resources authority. The site is larger than 5000sqm, however, notification noted that the character of the site will not be changed by the proposed

intervention. The site originally housed commercial facilities and intervention is a re-instatement of the character of the current and previous use of the site. Thus, notification as submitted to Heritage Western Cape recommended no further heritage studies. However, HWC response to notification of intent to develop requested a heritage impact assessment. This heritage impact assessment will be submitted to Heritage Western Cape in terms of Section 38(4) for decision.

As a portion of the site falls within the Heritage Protection Overlay Zone (HPOZ), heritage component will be considered by the City of Cape Town in terms of a separate process. In fulfilling statutory requirements, this report is compiled in line with requirements of Section 38(3) of the NHRAct and aims to provide necessary and relevant information to guide the decision making process. This assessment is to be submitted to Heritage Western Cape for approval where the outcomes of HWC Record of Decision are to be included with application to the City of Cape Town in terms of Integrated Zoning Scheme and Municipal Planning By-Laws detailing HPOZ controls.

### **1.3 Scope of work**

This heritage impact assessment identifies heritage resources and their significance; and provides an assessment of the heritage impacts of the proposed intervention. The assessment responds to request of the authorities in consideration of impacts to the built environment, visual impact and targeted participation. HWC further clarified that visual component should be integrated into the heritage impact assessment and consider visual impact impacts to cultural heritage elements such as the townscape and surrounding historical indicators. At the time of the submission of notification, detailed site development plan was not available. Such plans are included within this submission.

### **1.4 Declaration of Independence**

This is to confirm that the heritage team are independent and have no vested or financial interest in the project proposal being either approved or rejected by the relevant authorities. The team comprised:

- Quahnita Samie (vidamemoria) coordinating the project and responsible for compiling and submitting impact assessment for consideration. Due to lockdown, the author is working from home in Springfield Terrace.
- Square One Landscape Architects: visual impact assessment compiled by Julia McLachlan and Larissa Heyns

### **1.5 Assumptions and limitations**

- Assessments contained in this document have been informed by project information provided and assessments conducted by specialists
- It is assumed that project information provided is accurate and up to date at the time of finalising this report
- While this report considers social and economic issues, such is outside the brief of study
- Final heritage impact assessment will outline recommendations regarding proposed initiatives to be undertaken further to engagement with interested and affected parties

## 1.6 Structure of report

- **Section 1** introduces the project and considers legal framework, scope of work and site description
- **Section 2** considers site history
- **Section 3** provides key policy and document review to identify key principles
- **Section 4** provides statement of significance
- **Section 5** identifies heritage indicators
- **Section 6** highlights proposed intervention and motivation by applicant
- **Section 7** provides an assessment of heritage impacts
- **Section 8** outlines request for consultation
- **Section 9** outlines draft conclusion
- **Section 10** provides draft recommendation

## 1.7 Site and context

The site is located to the east of the City of Cape Town's city centre. Given the nature of the Nelson Mandela (Eastern) Boulevard severing the historical layout of District Six, the site is often referred to as being located in Woodstock. The site is bound along its northern boundary by Sir Lowry Road, Basket Lane on the east, Francis Street to the south and Russell Street to the west. The nature of roads bordering the site are all of a different nature. Sir Lowry Road is a secondary arterial road connecting the city centre to Woodstock, Basket Lane is a narrow lane, Francis Street is a lower order business, commercial and residential road and Russell Street connects under the elevated freeway to the recently renamed symbolic Hanover Street.

Erf 8019, Cape Town is zoned Mixed Use 2 and measures 5852 m<sup>2</sup>. The site currently houses business and commercial uses including Dart Motors car sales, Build It hardware store and the Dart Motors workshop. Business and commercial uses along Sir Lowry Road is characterised by office and commercial space to the north and east of the site. Immediately opposite is Ogilvy Cape Town and to the east is Buchanan Square, comprised of various buildings including the five-storey The Hills building adjacent to the site. The site is located to the south of The District, a commercial and retail development of approximately 8-storeys. Commercial uses to the west of the site include Stardust Theatre, Focus Fabrics, a service station, car service centre and a yoga studio. Low to medium density residential development is located to the south of the site. Rows of 19<sup>th</sup> century Victorian single storey row houses are located along Francis Street. A range of community services, a church and school is located along Chapel Street to the south. The proposed development site falls within a mixed use area that is experiencing levels of change associated with economic growth due to its proximity to the central business district and as a result of its location along Sir Lowry Road.

A portion of the site falls within the Victoria Road Heritage Protection Overlay Zone. The statement of significance contained within this report highlights the heritage significance of the site.



Figure 1: Metropolitan context: site locality (Google earth, 2019)

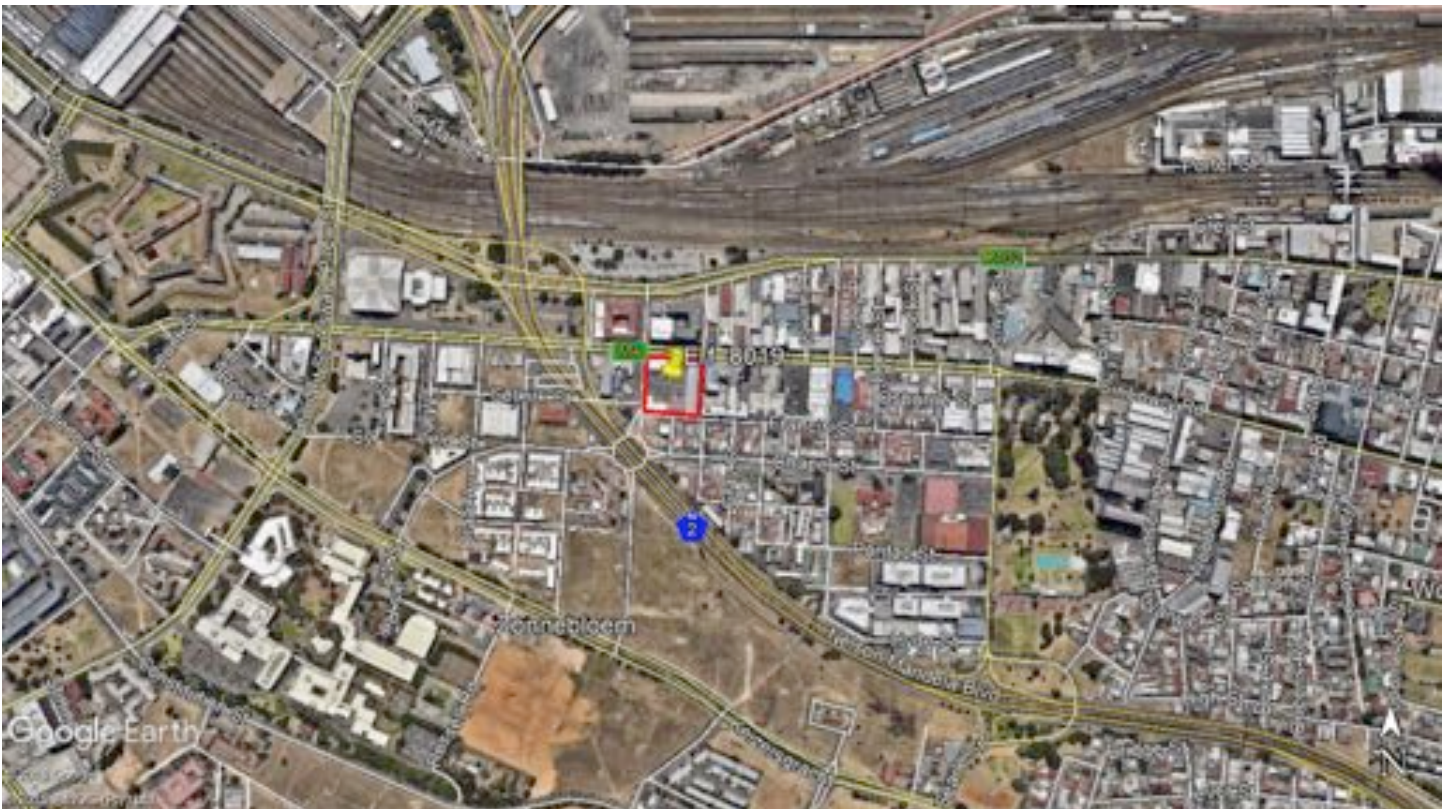


Figure 2: Locality of site along Sir Lowry's Road (Google earth, 2019)





Figure 3: Aerial view of site (Google earth, 2019)



Figure 4: Table Bay District Heritage Protection Areas: Victoria Road Overlay Zone (CoCT, June 2012)

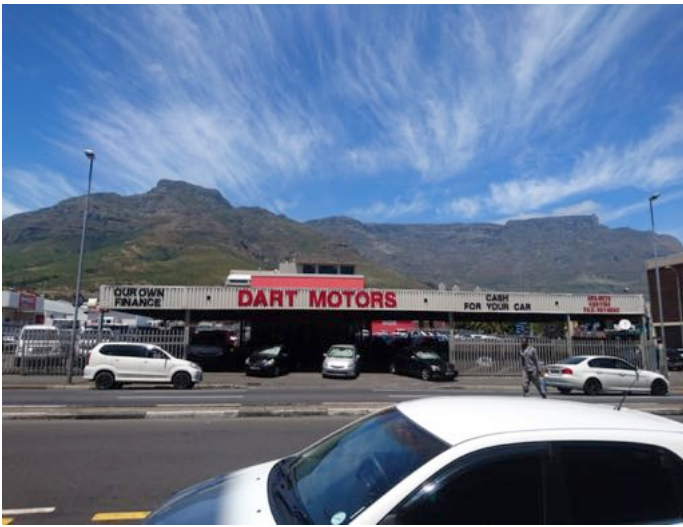
Figure 5: Site photographs



5.1: View of site from corner of Sir Lowry Road and Russell Street



5.2: View from the corner of Sir Lowry Road and Russell Street facing south



5.3: View along Sir Lowry Road of Dart Motors



5.4: View along Sir Lowry Road of proposed site in a south easterly direction



5.5: View along Sir Lowry Road of Build it hardware located on site and of Basket Lane



5.6: View along Sir Lowry Road facing west



5.7: View along Sir Lowry Road of surrounding context with site in the foreground



5.8: View along Basket lane in a southerly direction



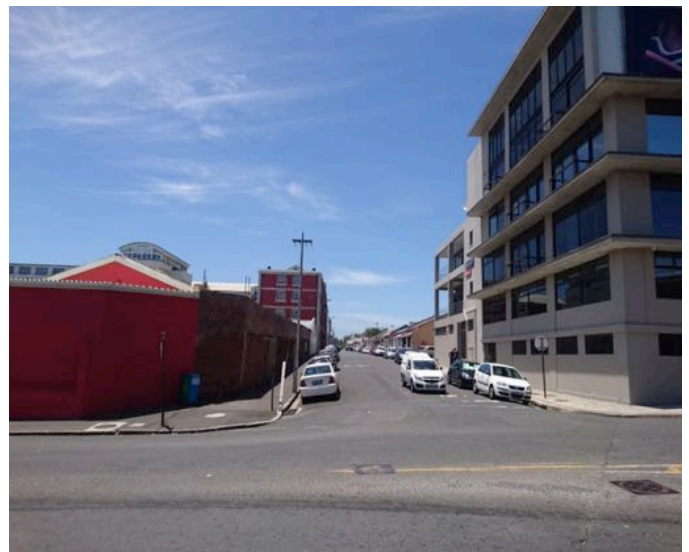
5.9: View of site from Francis Street facing north with Ogilvy in the background



5.10: View of site facing west indicating nature of residential development on the upper portion of Francis Street as well as development on corner Francis and Russell Street



5.11: View from Chapel Street facing north



5.12: View from Russell Street facing east with site corner and back wall in the foreground



5.13 View of site from Russell Street facing north (under bridge)



5.14:View of site from Russell Street facing northeast



5.15: View from Russell Street facing east overlooking proposed site



5.16: Dart Motors and on site parking



5.17: Build It and parking area



5.18: Dart Motors vehicle repairs section

Figure 6: Internal photographs: Built It



## 2. BACKGROUND

### Cape Town

The Cape Town of the early C20th, a harbour town tightly bounded by the mountains of the City Bowl, was very different in urban form to the city we know today. Suburbs were originally separate villages and hamlets. The Cape Town Municipality gradually expanded from the 1890s to 1925 to include the villages of Green Point, Sea Point, Woodstock, Salt River, Observatory, Rondebosch, Claremont and Wynberg. Pinelands, Bellville, Milneron and Somerset West were at that stage still separate villages, each under their own administration and remained so for much of the C20th. The area between the north-south ribbon of urban development clustered mainly along the Main Road from Cape Town to Simonstown and the Helderberg was referred to as the Cape Flats for much of the C19th. By the turn of the C20th, settlements and farms were scattered throughout, but it remained largely undeveloped and outside urban boundaries.

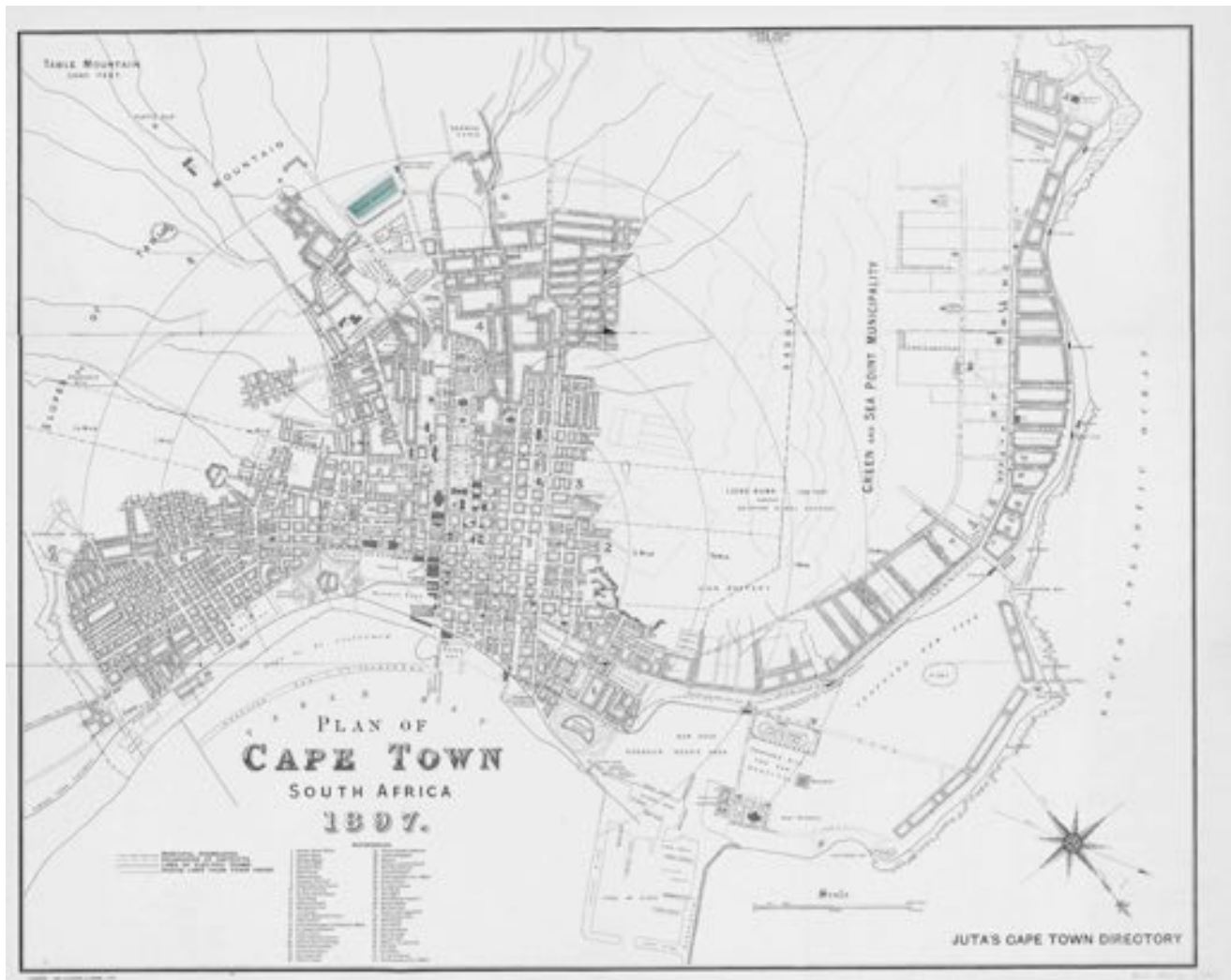


Figure 7: Plan of Cape Town 1897

By the 1930s, 'sprawling squatter camps along the northern railway line' coupled with unresolved inner-city overcrowding, grassroots politics and an increase in trade-union organisation, 'all pointed towards a coming clash over urban space and the quality of life'. Against this background, the Foreshore development project was to have profound consequences for the spatial planning of Cape Town and its immediate regional context. In 1935, the plan by the South African Railways to construct the

Duncan Dock had as a consequence the reclamation of 480 acres of land adjacent to the inner city. This land was offered to the City Council for development. The development of the Foreshore was to influence not just the shape of the central city, but the spatial planning of the city. The planning philosophy which had been developed for Cape Town since the 1938 South African Town Planning Congress in Johannesburg favoured the 'sterilisation' of the inner city. The Group Areas Act brought a new layer to this discussion and its proposals would displace thousands of people.

### **Woodstock**

Woodstock, one of the first formalized suburbs in Cape Town, is located immediately adjacent to the city. The community started out as a farming village called Papendorp before being transformed into a seaside village known as New Brighton, with its long beach stretching the length of the suburb, finally being renamed Woodstock in 1867. The beach was lost to the land reclamation that saw the creation of the Foreshore in the 1950's but with its proximity to the city it became increasingly industrialised from the late 1800's giving the suburb an eclectic mix of Victorian cottages and warehouses. The area developed from the beginning of the 19th Century mainly along the Main Road, more so after the opening of the railway in the 1860's. Woodstock managed to survive the trauma of the Group Areas Act to become a mixed-race suburb but fell into decay during this time and gained a reputation for grime and crime. It has however recently undergone drastic urban renewal.

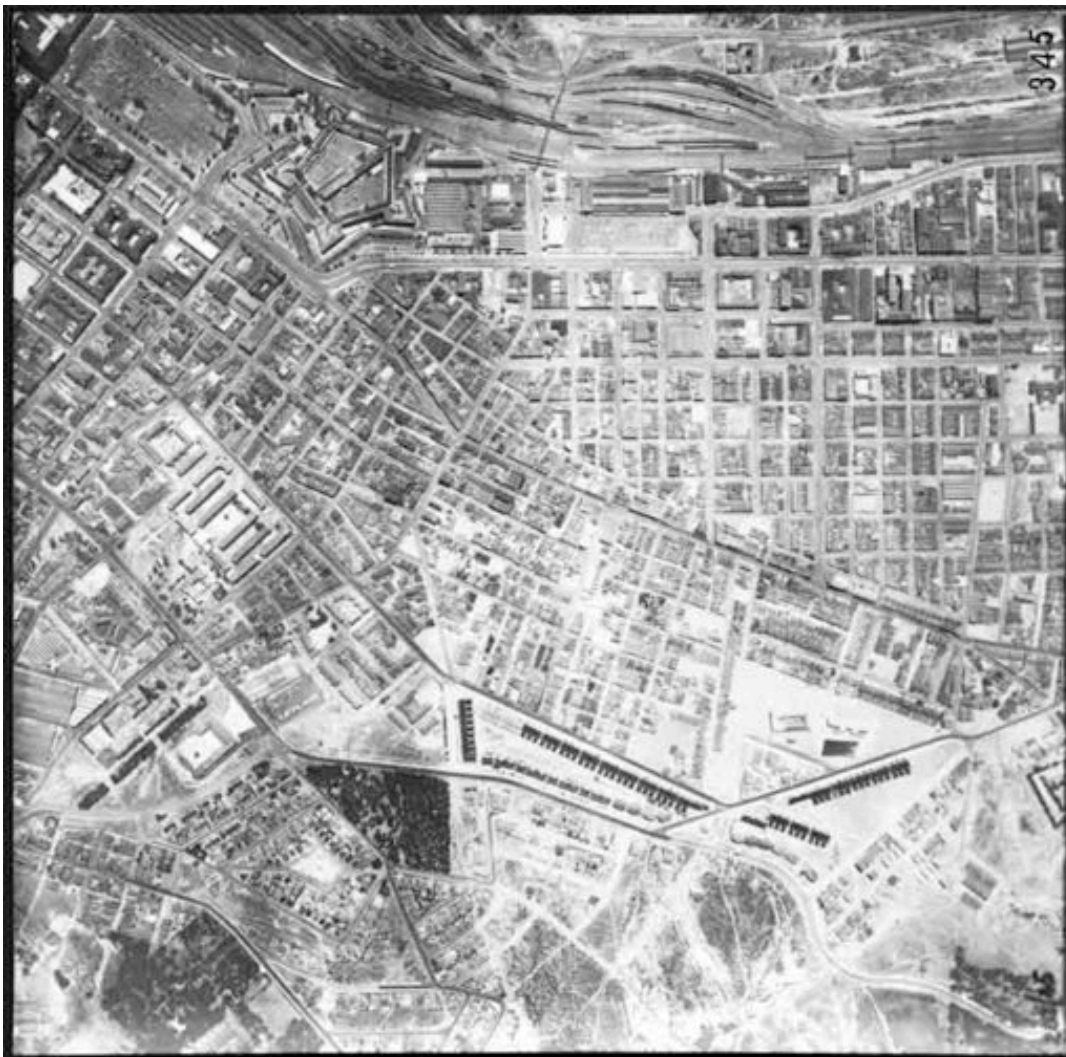


Figure 8: Woodstock and District Six prior to forced removals

## District Six

In 1867, District Six was named for the sixth municipal district of the city Cape Town. The District, which is thought to have its origins in the early 1840s, was made up of a diverse population that criss-crossed barriers of race, class and ethnicity. Residents of the District included descendants of freed slaves, artisans, merchants and immigrants. A vibrant centre with close links to the port of Cape Town, the District flourished as a community numbering approximately 50 000 people by the early 1900s. By the early 1960s the District had 16 churches, 17 schools and training colleges and a thriving community centre home to a considerable community of artists, educators, intellectuals, writers, musicians and political activists. By the 1960s, District Six had become synonymous with the horror of forced removals. In 1970 the apartheid government renamed District Six to Zonnebloem as well as reconstructing the road network to conform to the apartheid street grid. By 1982, 60 000 people had been forcibly removed from the area and their houses bulldozed to rubble that left a spatial and visual scar on the landscape. Thus, not only was the community displaced, homes demolished but sense of and memory of place was distorted.

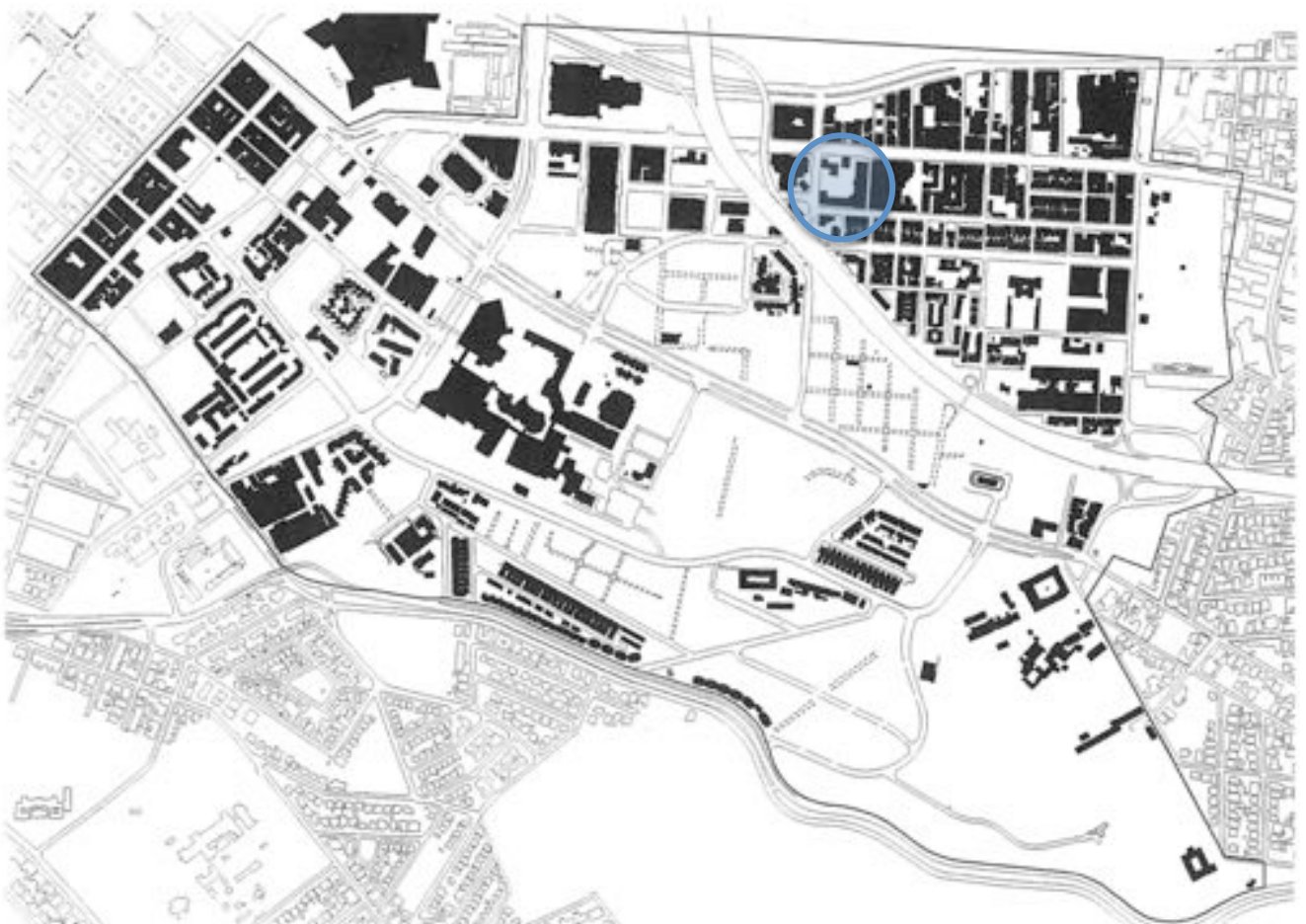


Figure 9: District Six figure ground of remaining fabric after demolition (Le Grange 2003 HIA: 23)

The following series District Six maps indicate that the site is not earmarked as part of the restitution and redevelopment programme; and that there are no land claims on the site.





Figure 10: Land available for restitution (District 6 Development Framework 2012: 20)



Figure 11: Land claims map as at 1996 (LeGrange 2003: 38)



Figure 12: Current road layout overlaid on 1960s map highlighting location of the Nelson Mandela (Eastern) Eastern Boulevard (Le Grange 2003: 24)

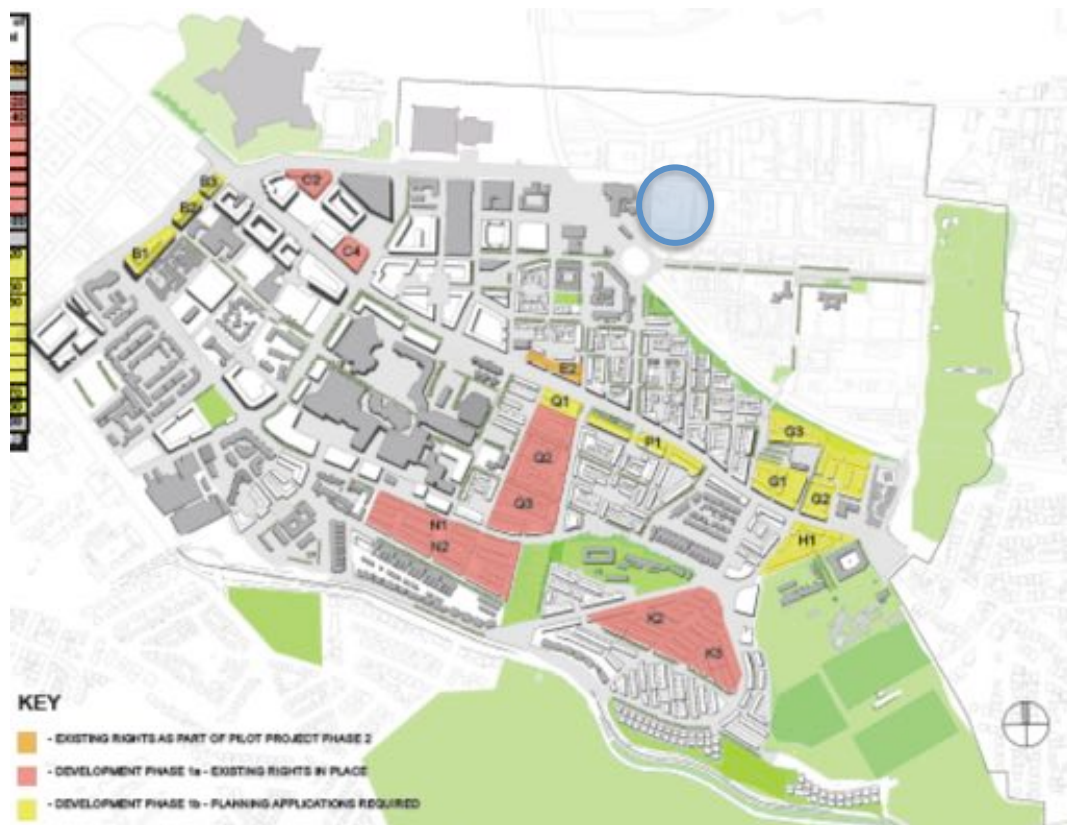


Figure 13: District Six Redevelopment phases (District Six Development Framework, 2012: 123)

## The site, Erf 8019

Erf 8019 was consolidated into one erf in 1936, incorporating eight (8) properties, including a former depot of the South African Wine Company, formerly the Henry G Collison LTD Wine Stores, as well as a house possibly inhabited by a former slave. The Skead Table Bay Chart, published in 1860 shows the site with a low level of development. The 1925 Goad Insurance Map shows the site with the various warehousing and bottling facilities indicated in various buildings. The aerial photography of the mid 1950s shows the site fully developed. By the 1950's, previous structures had been demolished and built over. The building currently housing the hardware store is visible on the eastern side of the site, indicating that the building is older than 60 years (the Build It store).



Figure 14: Skead map (Thomas, 2019)





Figure 17: Aerial photograph of site mid 1950's (Thomas, 2019)



Figure 18: Aerial photograph of site (Thomas, 2019)

### 3. DOCUMENT AND POLICY REVIEW

The document and policy review seeks to identify key principles within existing policy documents that would inform heritage assessment. A review of studies and policies relevant to the development application is provided. The visual impact report is also considered within this section.

#### 3.1 District Six Development Framework (2012)

The development framework presents a set of principles, policies, intervention strategies, design and procedural guidelines to be considered in District Six's redevelopment. Principles and intervention strategies relevant to assessment of proposed intervention are identified. The development framework and the business plan provide the framework as to the nature, scale, manner and form that urban development would take. The framework is ordered through a public space structure, which is defined as a hierarchy of routes, spaces and places.

Heritage informants are concerned with layering of different histories, memories and realities; conservation and celebration of remaining community buildings, recovery and reconstruction of historic street grid; and preservation of archaeological sites.

The development framework identifies proximity to the city centre as an opportunity for potential commercial uses that could be integrated into the fabric through mixed use development. One of the key principles relevant to this application is the focus of commercial activities along main arterials and thus, to reinforce New Hanover Street as a linear spine of commercial and retail in line with its historic role.

Key components giving structure include reinstating the historic street grid and grain character of old District Six, enhancing setting of remaining historic buildings as unique and distinctive places within the urban fabric, safeguarding important vistas and protect views, promoting New Hanover Street as an activity corridor and the primary element of urban structure, creation of a clear and permeable network of routes and open spaces, improving linkages with the surrounding urban fabric and provision of a variety of typologies of public spaces and associated activities / buildings, clear definition of precincts. The indicative land use framework plan seeks to bring together principles. A key spatial opportunity relevant to this application is the reinforcement and celebration of gateways into District Six.

#### *Implications for proposed intervention:*

The site is identified as playing a key role at the gateway to District Six. The site has the potential to act as a catalyst for economic activity to link New Hanover Street to Sir Lowry Road activity spine through Russell Street. The site is identified as accommodating medium to high density development. Given that the site does not form part of the restitution and redevelopment programme, it is understood that such principles were outlined to guide and inform interventions that would support the development framework.

As indicated in the indicative land use framework of the District Six development framework, the intention is to encourage medium-high density development along Russell Street and the site provides the only opportunity to support the intention of the development framework of achieving such linkages.



Figure 19: Spatial opportunities (D6 Development Framework 2012: 26)



Figure 20: Indicative land use framework plan (D6 Development Framework 2012: 30)

### 3.2 District Six Heritage Impact Assessment (May 2003)

The study surveyed remaining fabric and landscape to identify historical elements. Highlighted are traces of the old street grid, remaining churches, mosques and schools, as well as terrace and row houses. Structures along the periphery of the study area of historical architectural and cultural significance are concentrated along Buitenkant, Harrington and Canterbury Streets. The Sir Lowry Road northern edge is considered not to possess much of the former historical character of this arterial road. The conservation policy, urban design guidelines and design informants presented to inform the development framework and guide future growth highlight the need for respect of remaining fabric and conservation of remaining fabric, stresses the need for sustainable development and a strategy of multiple and mixed land use development.

A number of precincts are identified to guide future development based on locality, historical associations, topographical qualities, sites of historical significance, grain of former urban fabric, prevailing edge conditions and nature of present development. The site is located adjacent to the proposed Chapel Street Conservation Area, proposed by Le Grange in 1993: Woodstock/Salt River: A guide to building and repairs. The report highlights opportunities for developer confidence, specifically along Sir Lowry Road, as a positive contribution to the redevelopment of District Six. The report recommends lesser control over building heights along Sir Lowry Road and supports the retention of Sir Lowry Road as mixed-use. The site is considered as an early development phase opportunity due to proximity to infrastructure, site conditions for development, historic street grid order and need to create linkages with existing structures along Sir Lowry Road in redevelopment of the area.

The site is considered to possess contextual linkages to Sir Lowry Road, with suggested land mixed land uses especially as an urban block corner. Active perimeter edges are encouraged. The site is located along the route earmarked as the link between Hanover Street activity corridor and access to the City Center and related to development that may occur across the railway line at the Foreshore precinct.

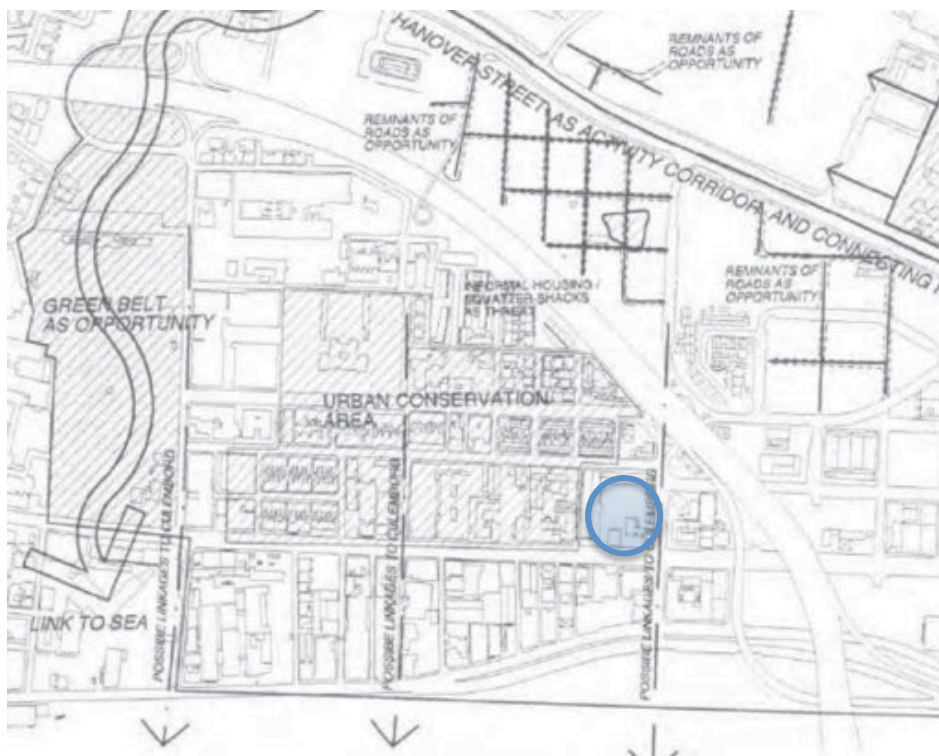


Figure 21: Identification of opportunities and constraints (LeGrange 2003: 41)



### 3.3 District Six: Draft Contextual Framework (March 2003)

The study identified key planning concerns, defined broad policy and spatial guidelines for development and served as a briefing document for detailed planning. Of relevance to the proposed intervention is the development of a rich mix of land uses and social and economic activities, ensuring that redevelopment of District Six and the growth of economic activities reinforce the City as a whole and, historically significant remnants in the area should play a role in guiding spatial design of the area. The possible land use diagram highlights intent for the study area. However, given that the site is not been considered in the overall plan, the surrounding proposed land use acts as an informant for development of the site.

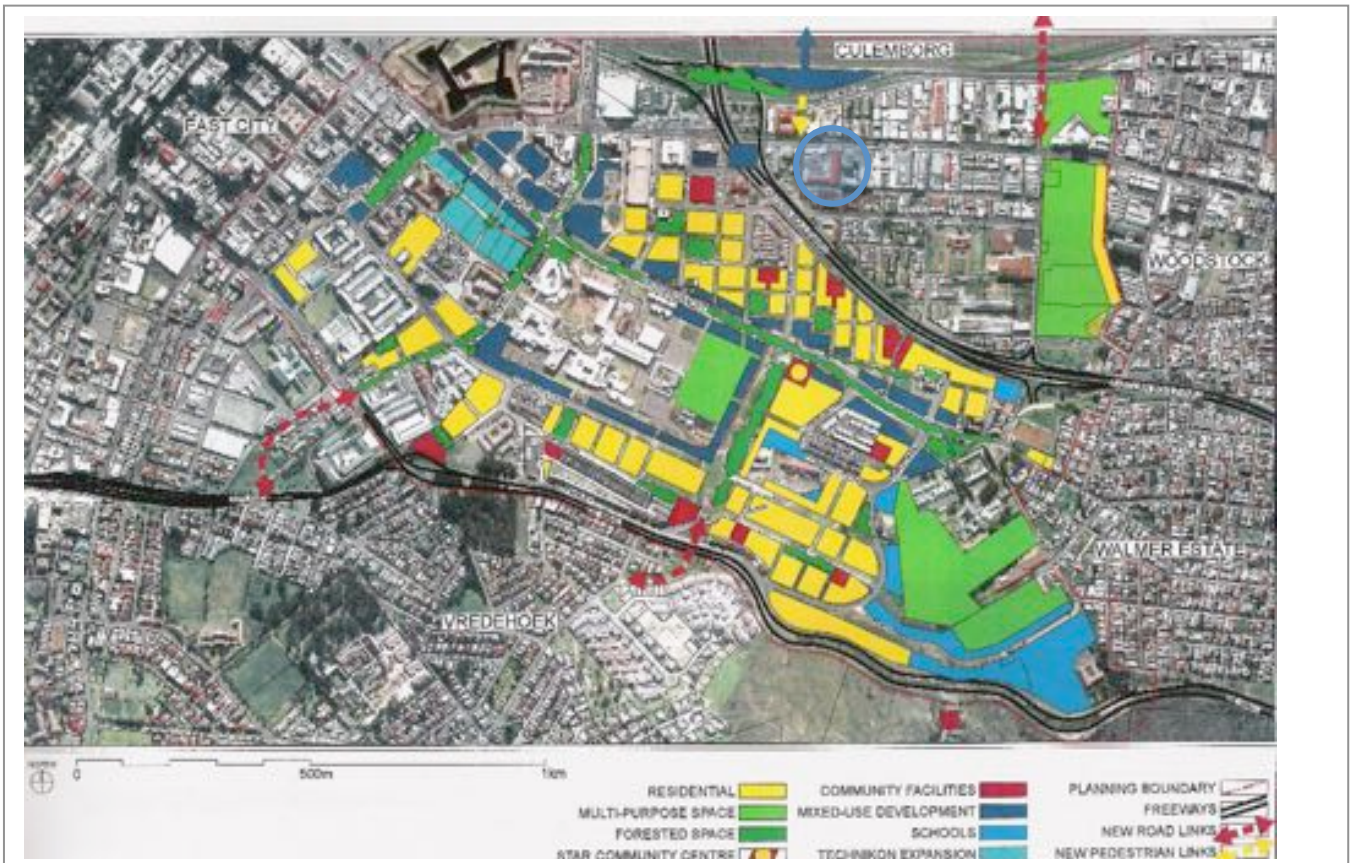


Figure 22: Draft contextual framework possible land use diagram

#### *Implications for proposed intervention:*

- intervention supports policies of mixed uses that are mutually supportive and compatible land uses
- intervention would complement and support the growth of economic activities and integration of the central business district and in turn would support and provide thresholds require to support increased commercial uses
- intervention would support creation of a high intensity, mixed use, public transport orientated activity street along its Sir Lowry Road edge and promote development of mixed-use development along such activity streets
- intervention complies with the strategies to permit and encourage the location of commercial, retail and residential uses at intersections of major movement routes and along intensive movement corridors

### 3.4 District Six Development Framework (Draft August 2005)

The purpose of the framework was to present urban design and spatial approach to guide development within District Six. A number of opportunities related to nodes, linkages and interface zones were identified, where sense of place, fine grained urban fabric, integration with surrounding urban areas and importance of the green public space systems have been emphasized. Opportunities have been identified for creating linkages of different scales, nodal development and public space making in creating legible urban structure and the consideration of the overarching principle of mixed-use development and interface zones between predominantly residential and commercial areas. The proposed site falls within a precinct along Sir Lowry Road earmarked for higher density mixed-use development.

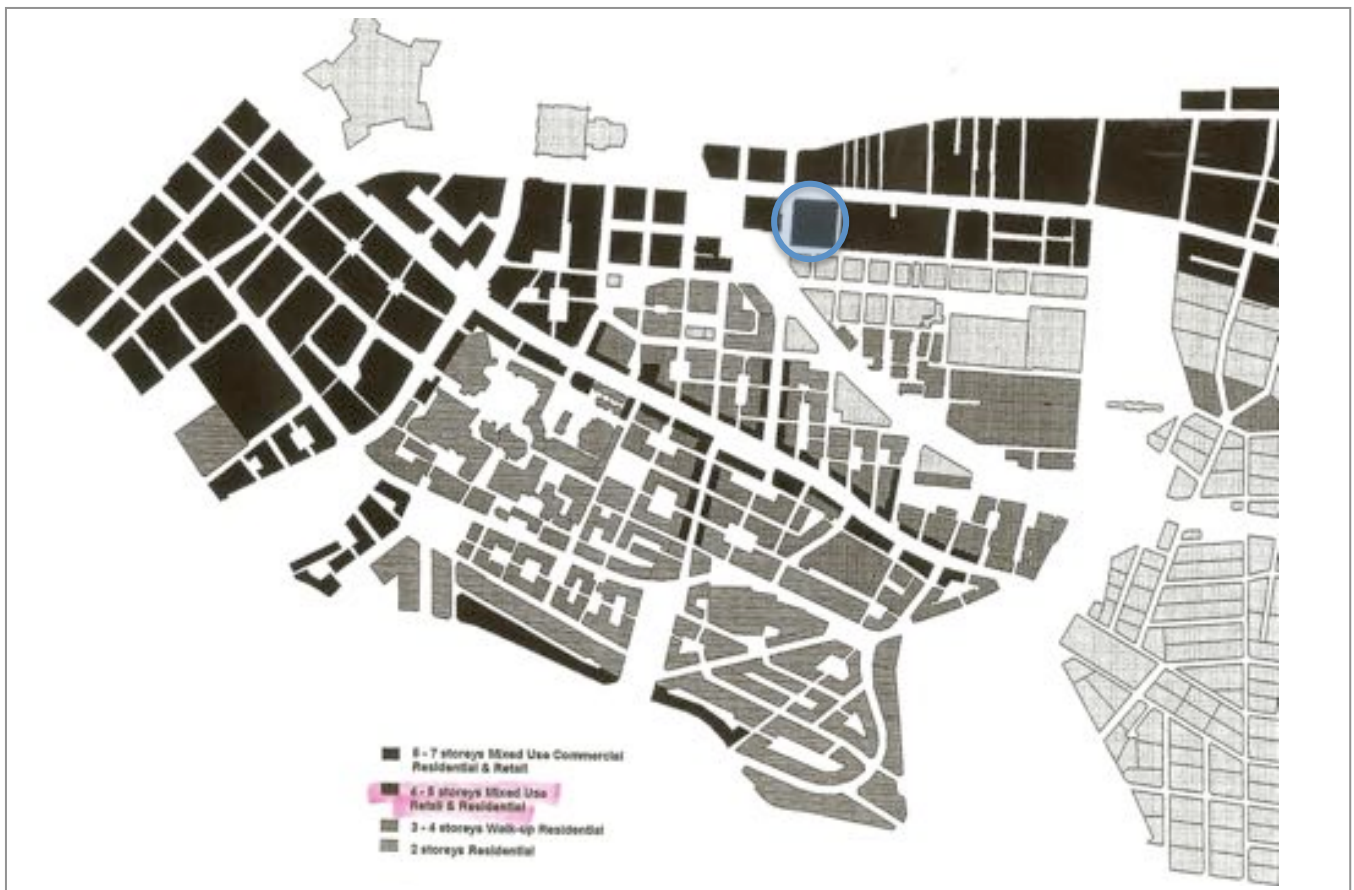


Figure 23: Density distribution and massing diagram

#### *Implications for proposed intervention:*

- proposed intervention acknowledges its role in creating east-west linkages between the central business district and main roads through Woodstock and Salt River that have played key economic and social roles. The site provides the key opportunity in connecting District Six mixed use heart to the Sir Lowry Road transport corridor
- the site is identified as accommodating multiple storey mixed use commercial, residential and retail
- the site provides a key interface zone
- the mixed use edge would ensure higher levels of activity and increased levels of surveillance along the activity route

### 3.5 Table Bay Spatial Development Plan

The Table Bay Spatial Plan identifies spatial planning and infrastructural support needed to sustain economic growth and realise a more inclusive city. Of relevance to this application is:

- Support commercial development and residential intensification, with particular focus along the Voortrekker Road Corridor
- Promote mixed use development in the Foreshore, the Fringe, Langa and along the southern Main Road corridor
- Reinforce New Hanover Street as a linear spine of commercial/retail activity within the new District Six development

The site is located on the edge of the metropolitan node within an urban development zone earmarked for intensification of mixed use development. The site and its immediate context are considered to play an integral role as a catalyst for urban renewal and regeneration.

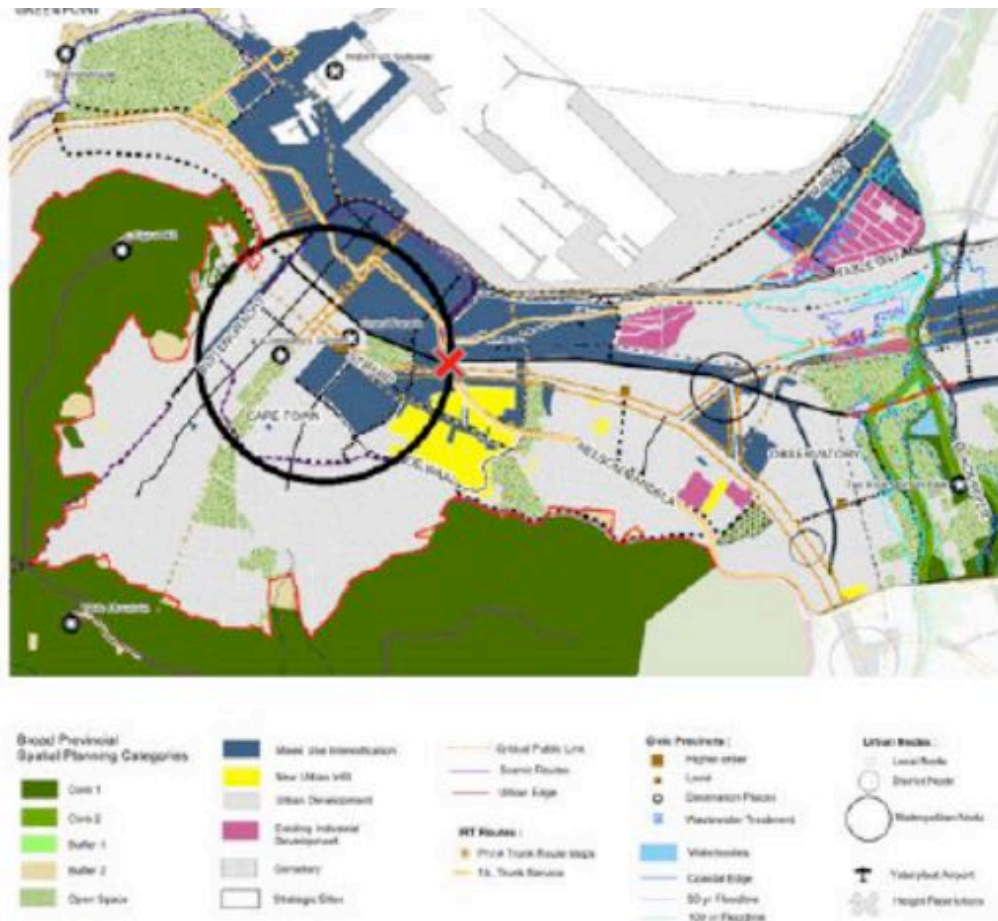


Figure 24: Extract Cape Town vision highlighting higher order development along the Sir Lowry Road activity spine

### 3.6 Integrated Metropolitan Environmental Policy (IMEP): Cultural Heritage Strategy, 2005

The overarching municipal guideline for the management of heritage resources is the Integrated Metropolitan Environmental Policy (IMEP): Cultural Heritage Strategy, 2005 which contains a series of policies of principle and management related policies which guide and commit the City in the conservation and enhancement of historic sites and their appropriate use. Policy 8 states *'growth and development are essential to the economic life of a city and its inhabitants. Heritage management should seek to work within and guide development, to protect heritage resources and to supporting economic growth'*. In this regard the City undertakes to respect existing individual property rights and operate fairly and reasonably in this context in the management of its heritage resources and ensure where possible that development does not destroy and adversely impact significant heritage resources.

### 3.7 Visual impact report

The report examines the visual impact of proposed development on the surroundings and neighbouring heritage urban fabric. The report summarizes the findings of the visual analysis and recommends visual mitigation measures to reduce potential visual impacts associated with the proposed building. An indicative viewshed analysis was completed to determine visibility of the proposed building within the surrounding urban context. An illustrative townscape analysis shows the scale of the proposed building within the surrounding urban context. Various viewpoints were identified towards the site, and photomontages were produced from these viewpoints towards the proposed building.

The urban fabric in this area consists of a contrasting coarse and fine grain, where coarser fabric is found flanking Sir Lowry Road and other major arterial routes. Prominent buildings such as Buchanan Square and The District are located adjacent and opposite the site. Fine urban fabric of the historical Chapel Street is located just one street behind Sir Lowry Road, where the majority of the buildings are single-storey Victorian row houses with significant heritage value. Buchanan Square, adjacent to the site, and The District opposite the proposed development, forms prominent features on the visual horizon of the townscape in this portion of the City. The building does not protrude significantly above its surroundings and is flanked by the taller buildings associated along the Woodstock urban corridor. The proposed building has been designed to be of similar proportion as the adjacent existing buildings but will protrude noticeably above in height. But it is not anticipated for the building to form a prominent feature along the skyline of this portion of the city and would blend into its surroundings to a large degree.



Figure 25: Birds-eye view from CBD looking towards Woodstock along railway corridor

The viewshed mapping that was completed was interrogated through a ground-truthing exercise and site visit to determine locations from which the proposed building would be visible. Street view images were then captured from various locations in the surrounding area to create photomontages of the proposed building from various vantage points. Seven potential viewpoints towards the site were identified. Each viewpoint is illustrated through a series of before and after imagery. Viewpoints relevant to heritage assessment are contained within this section. Also refer Annexure B for full report.

Viewpoint 1 is located in significant heritage area of District Six and illustrates the receptor's experience looking from the corner of Hanover Street and Russell Street towards the site. Clear vistas towards the building would largely be experienced due to limited foreground screening elements such as vegetation and buildings. However, the building is not likely to be experienced as a prominent element in the receptor's field of view due to the contextual visual information within the vista and the distance at which it is located from the receptor's view. The existing skyline remains largely unaltered due to its similar height, size and scale proportions with adjacent buildings.



Figure 26: Viewpoint 1: Corner of Hanover Street and Russell Street



Figure 27: Viewpoint 1: Photomontage – Corner of Hanover Street and Russell Street

Viewpoint 2 illustrates that the proposed building will be noticeable within close proximity of approximately 200m on Sir Lowry Road. The partial view of Lions Head would also be obstructed by the proposed development. The design of the façade of the building will allow it to blend with the streetscape to a certain degree. The building would not protrude significantly higher above the surrounding context and is not likely to intrude on the receptor's field of view from this vantage point.



Figure 28: Viewpoint 2: Sir Lowry Road, direction CBD



Figure 29: Viewpoint 2: Photomontage – Sir Lowry Road, direction CBD

Viewpoint 3 illustrates that the building would not be clearly visible as a consequence to the screening effect of foreground heritage buildings. Due its distance located from the heritage fabric on Chapel Street, the development is not anticipated to visually affect the cultural landscape of the historical street. It is unlikely that the proposed building will be clearly noticeable at even greater distances, as the level of contextual information increases in the receptor's field of view.



Figure 30: Viewpoint 3: Intersection of Chapel Street and Nelson Street



Figure 31: Viewpoint 3: Photomontage – Intersection of Chapel Street and Nelson Street

Viewpoint 4 illustrates visibility of the proposed building viewed from the Francis Street heritage-building cluster. Limited portions of the building will be visible beyond the historic fabric. The building does not protrude significantly higher above the surrounding context and is not likely to intrude on the receptor's field of view from this vantage point. Therefore, the proposed building is not likely to negatively impact the historic fabric in this area.



Figure 32: Viewpoint 4: Francis Street



Figure 33: Viewpoint 4: Photomontage – Francis Street



Viewpoint 5 illustrates that the building is completely screened from view from the foreground vegetation in Trafalgar Park. This is not a prominent vista towards the site and serves to illustrate that the building would not be noticeable within the surrounding context.



Figure 34: Viewpoint 5: Trafalgar Park



Figure 35: Viewpoint 5: Photomontage – Trafalgar Park

Viewpoint 7 illustrates the visibility of the site at a distance of approximately 600m. The proposed building is visible at this vantage point, and is screened to a certain extent by the foreground buildings. The Six Building in the foreground forms a prominent focal point from this vantage point, allowing the proposed building to blending into the surrounding context to a greater degree.



Figure 36: Viewpoint 7: Sir Lowry Road, direction Observatory



Figure 37: Viewpoint 7: Photomontage – Sir Lowry Road, direction

## Visual assessment criteria

- The viewshed areas that have been calculated for the proposed building indicate portions of the proposed development would be visible at distances greater than 1 km. However, the proposed development would be most notable within the immediate vicinity of the site (up to 600m). The building is therefore considered to have Low visibility in terms of its zone of visual influence.
- The building would be most clearly noticeable in close proximity (i.e. 300m from the site). However, it would not dominate any prominent vistas as it is largely screened by surrounding tall buildings and foreground vegetation. The site would have Moderate visual exposure at distances less than 300m, while Low visual exposure would be experienced at distances greater than 300m from the site.
- The site is considered to have Moderate VAC as it is screened to a certain extent by the adjacent tall buildings. The proposed building would be most noticeable at distances less than 300m from the site. At greater distances, the site will be largely screened by existing buildings.
- The site is Moderately sensitive due to its proximity to the heritage area of District Six and the Victorian buildings on Chapel Street and Francis Street. The prominent historical façades of Chapel Street and Francis would not be affected from a visual perspective by the proposed building, as the building would not be prominently visible from these streets. Therefore, the specific location at which the proposed building would be located is considered to have Moderate visual sensitivity due to its proximity to significant heritage urban fabric.
- Receptors in the immediate vicinity of the site include offices and places of work. The site is located in fairly close proximity to the Cape Town CBD, as well as adjacent areas of heritage significance. The visual sensitivity of the area is therefore rated as Moderate.
- The proposed building would be largely screened from view at distances greater than 300m. It will be of a similar height and massing to the adjacent and opposite buildings. It would therefore partially fit into its surroundings. The building would be clearly noticeable within close proximity and is therefore considered to have Moderate visual intrusion at a distance of 300m from the site. At greater distances, proposed building would have Low visual intrusion.

**Assessment of visual impact** is contained within assessment section of this report.

#### 4. STATEMENT OF SIGNIFICANCE

District Six is a grade 1 heritage area considered to possess national heritage significance telling a national history of forced removals. Heritage resources are primarily the local townscape precinct with the remains of District Six between the site and Nelson Mandela Boulevard, the altered landscape of District Six south of the boulevard, and key sites such as school, churches and mosques. From a heritage significance aspect, the site precinct is of high value as the remaining built section of District Six.

The site is located within the grade 1 heritage area, with portion of the site located within a heritage protection overlay zone. The site is located in what is considered an immediate context of low heritage significance, with the exception of row housing along Francis Street. While not architecturally outstanding, these groupings are of merit in contributing to the character of the area and as remnants of the fabric of District Six. Further long Francis Street towards Searle Street is a block of terraced housing representing rare example of late 19th century terrace housing, declared as a provincial heritage site (indicated in the accompanying image in pink), bound by Dorset Street, Francis Street, Osborne Street and Caxton Street. Identified heritage resources located along Chapel Street are Chapel Street Primary School, St Phillips Anglican Church and Trafalgar Park.



Figure 38: Extract City of Cape Town Inventory of Heritage Resources



Figure 39: Northern edge of the site included within the heritage protection overlay zone

### Conservation efforts

The South African Heritage Resources Agency (SAHRA) has been working towards the protection of sites in District Six since the promulgation of the National Heritage Resources Act (Act 25 of 1999). In 2004, Beverley Crouts prepared a motivation and nomination of District Six as a national heritage site. The matter was presented to SAHRA Council in November 2004. At the time, the District Six Museum assisted in developing statement of significance. In 2004, the area referred to as District Six (see figure 40) was nominated as a national heritage site. The site was graded as Grade 1, identified to possess national significance. The site was provisionally protected in 2006, however, such provisional protection has since lapsed.



Figure 40: Proposed District Six national heritage site

In trying to resolve the declaration of District Six, and given that the proposed boundary would include approximately 800 owners and the management implications assisted thereto, SAHRA have considered the identification and declaration of sites as national heritage resources. Thus, consideration of a core area and / or sites to be declared as national heritage sites has been undertaken. vidamemoria compiled a list of sites so as to initiate serial declaration of sites in District Six as national heritage sites. Sites will be identified for declaration in phases and further to engagement with owners and users of such sites. To date, eight (8) sites have been nominated for declaration and the process is currently underway.

District 6 possesses intangible heritage significance, and thus, simultaneously with identification of sites for declaration as national heritage sites, vidamemoria submitted application for name change from Zonnebloem to District Six.

### **Name change**

District Six has been known by many names including Buhid the Castle, Kanaladorp, District Six and Zonnebloem. The naming of District Six as Zonnebloem was an attempt by the apartheid government to leave no trace of the area. In June 2018 vidamemoria submitted application for the renaming of Zonnebloem to the Western Cape Provincial Geographical Names Committee. The initiative was undertaken with the District Six Museum, who submitted letter of motivation and was party to submission of application. The name change aims to support symbolic restitution and healing. The boundary submitted for the name change application is the same as the Grade 1 boundary identified by SAHRA.

### **Site significance**

The site possesses little to no intrinsic heritage value. The earliest buildings erected prior to the consolidation of the site have since been built over. Structures located on site have been graded as 'not conservation worthy', in an immediate context of low heritage significance. Where District Six is highly significant in terms of public memory and the history of forced removals, the site does not hold such social significance.

The site does however possess associational value in the history and growth of District Six and in particular, links to established commercial uses. Oral history testimony revealed that the site previously housed a Pick 'n Pay store. It has been confirmed that the store was one of the first three stores established in 1967.

This report assesses the site with a lack of cultural value and supports the grading of the site as 'not conservation worthy'. It should be noted that this does not preclude any intervention from taking cognizance of the social memory of its context.

## 5. HERITAGE INDICATORS

For purposes of this assessment, the key heritage indicator is an assessment of potential heritage impact on the immediate townscape and identified heritage resources. Assessment takes into consideration macro and micro scale urban principles. Heritage indicators aim to ensure that heritage significance would not be adversely impacted by proposed intervention. Heritage indicators relate to influence of aspects of the built environment on the quality of life. Identified positive urban qualities include sense of community, varied street grid and block patterns, the role of the street and sidewalks to function as linear urban spaces for places of interaction, educational religious and cultural landmarks of importance to larger urban spatial framework assuming significance for social value rather than architectural reasons.

### Urban principles: macro-scale

Macro-scale elements that have defined District Six include topography, edges of Devils Peak, proximity to the city centre, view of the sea and the Trafalgar Park green belt. At a macro-scale these elements have determined urban morphology. Major elements that have historically provided sense of place while facilitating integration into the urban and natural context are:

- Land form: morphology that has allowed for views and linkages – on the broader scale the areas 'sense of place' is defined by Devil's Peak and Table Mountain to the south and Table Bay to the north. The slope of the terrain as it forms part of the city-bowl arena is a place making characteristic
- Primary movement routes: providing order and character, the primary routes of vehicular and pedestrian movement of Hanover Street and Sir Lowry Road act as movement spines. These primary routes not only ordered the areas itself but also corridors integrating into surrounding environments with typically concentration and intensity of mixed use activity – providing easy access, choice and variety – and legibility to urban order
- Secondary street grid: pedestrian scaled rectangular street grid defining various urban blocks. Smaller sized urban blocks allowed for fine grained urban fabric permeable and easily accessible for pedestrians
- Mixed land-use and density: mix of land uses permitted perpetual use of areas and diversity of daily life. Medium to high density of the population and buildings guaranteed that the area could support a range of economic services and activity

Proposed intervention should not result in a negative visual impact on the relationship between the mountain and the bay, reinforce Sir Lowry Road as an activity spine and potential linkages to new Hanover Street, encourage finer grain urban fabric along smaller sized urban blocks and promote a mix of land uses

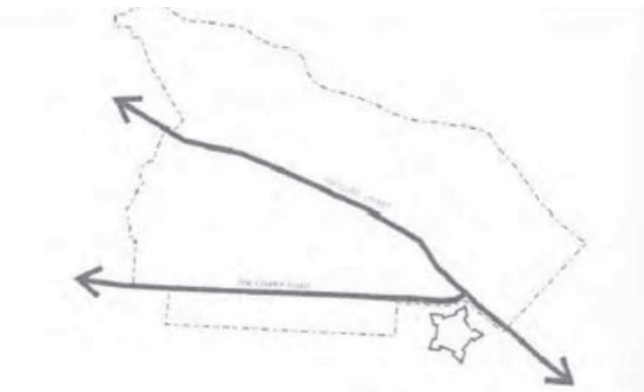


Figure 41: Primary movement routes

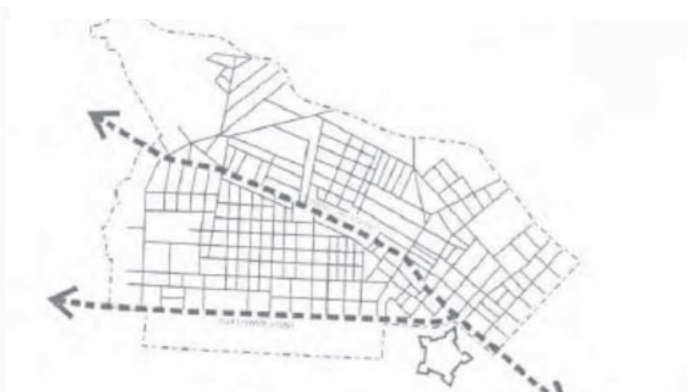


Figure 42: Secondary movement routes



Figure 43: Sir Lowry Road forming the border of District Six, undated image indicating site not long before demolition of District Six (in Hislop, 2018)

### Urban principles: micro-scale

Design elements and principles informing character and quality of urbanity helped to accommodate particular social and economic interaction as well as sense of community providing character to sub-areas within District Six. With regard to micro-scale urban principles, LeGrange (2003: 15 - 22) notes:

- Definition of streets / public spaces: streets were considered as special public spaces due to scale and intensity of use. Typically, bound and defined by 'walls' of surrounding urban blocks. Character was defined by treatment and differing edges of steps, stoeps, colonnades and balconies – as well as affording views to the sea, mountain and city
- Landmarks and public buildings: typically churches, mosques and schools made special by their scale and architectural elaboration, in certain cases forming points of visual focus, providing points of reference, identity and orientation
- Background buildings: much of the fabric of District Six was made up of ordinary buildings, which through devices such as common building lines, uniform heights, similar massing and human scale served as backdrop to streets
- Elaboration of corners: crossroads of streets and associated corners function as important spaces affording accessibility and visibility not only in terms of use but also in terms of architectural elaboration
- Building edges and transitional spaces: transitions between public street and private interiors of buildings helping to define the street, provide shelter and also provide a space for social interaction
- Entrances: through the use of steps, arches and canopies, intermediate spaces as places for social interaction
- Steps: a critical site characteristic of District Six is its location on a slope. In order to negotiate sloping terrain, steps were employed in a variety of ways – steps into buildings, lanes and courtyards as well as steps at the end of streets



- Historical housing: housing constituted a major part of fabric, varying in terms of typology including row-houses, terraces, semi-detached, apartment buildings or council flats and free standing villas

Site scale informants relate to promoting positive edge treatment, providing linkages in encouraging active edge space and encouraging pedestrian movement and flow. Consideration should be given to interface and edge treatment along Sir Lowry Road. The proposed intervention should not detract from points of reference and orientation afforded by heritage landmark buildings. Emphasis should be placed on street interface and encouraging spaces for social interaction.

### Remaining fabric and landscape:

Very little original fabric remains. In relation to historical urban fabric, pattern and buildings, the following remains:

- traces of the old street grid
- churches and mosques
- schools
- terrace / row housing and apartment blocks



Figure 43: View across District Six (undated)

Proposed intervention should respond to heritage significance, acknowledge historical layering, ensure the place as a cultural destination where heritage is regarded as a priority for planning and economic regeneration and have a positive spatial response in bringing together various elements of the landscape and sites of memory.

### Visual impact

Proposed intervention should be designed in a manner that results in a low visual impact on the immediate townscape and identified heritage resources.



Figure 45: Fishmarket, Hanover Street. Walking down Clifton Street with a view across District Six in a northerly direction

### The urban fabric: commercial and retail

Shops and other commercial activities were central to the area's economy. The two main commercial strips were Sir Lowry Road and Hanover Street. Sir Lowry Road was a link between the city centre and had regional as well as local importance. A recurring thread within consideration of relevant documents is the opportunity for potential commercial uses that could be integrated into the fabric through mixed-use development. One of the key principles relevant to this application is the focus of commercial activities along main arterials and to reinforce New Hanover Street as a linear spine of commercial and retail in line with its historic role. The site should support the reinforcement and celebration of its role as a key gateway into District Six.

Proposed intervention should support mutually supportive and compatible land uses, complement and support growth of economic activities and integration of the central business district that would support and provide thresholds required to support increased commercial uses, and support creation of a high intensity mixed use public transport orientated activity street along Sir Lowry Road edge. The site should support nodal development and public space making in creating legible urban structure and consider its role as an interface between residential and commercial areas.

Heritage management should seek to guide development and to protect heritage resources while supporting economic growth. Proposed intervention should provide quality urban environments to encourage economic development, create positive well-defined people friendly environments, convenience and mixed-use development. The nature, grain and distribution of development along Main Street is of a higher order nature, where gateway opportunities exist to stimulate and enable investment and growth.



Figure 46: Land uses in District Six 1964(Cape Technikon, 2002: 783

## 6. DESCRIPTION OF PROPOSALS

The applicant intends to demolish the existing car dealership and hardware store and replace it with an eight-storey building with four storey basement. The proposal is to include retail outlets, residential apartments and hotel accommodation.

### 6.1 Project motivation (as submitted by applicant)

Woodstock is one of the most pivotal suburbs in Cape Town. Located on the Eastern periphery of the City Centre, bounded by the two freeways bringing the bulk of road born traffic into the city, the area is intercepted by all the major public transport routes including bus, taxi and rail and as such it is a strategically important gateway into the City despite having suffered severe decline in the latter half of the 20th Century. Regeneration has been steady in the suburb for the past two decades and has recently gained strong momentum however; many pockets still remain in desperate need of attention.

Within the above context, the property described as '130 Sir Lowry Road' is one of the most significant undeveloped sites in the immediate area taking into account its size and location on the border of the City Centre and District 6 together with a 75 metre frontage on the busiest arterial road passing through the suburb. The site is at present underutilised in terms of its current tenancies comprising a hardware store and an open lot accommodating a used car dealership. Development of the site has the potential to create a significant and positive impact on the surrounding community, the city as a whole and serve as catalyst for further improvement and further investment in the immediate and surrounding urban fabric.

With the site bounded on the north by Sir Lowry Road, a bustling commercial corridor experiencing some of the highest volumes of vehicular traffic in the city (but relatively low volumes of pedestrian movement), and Francis Street to the South characterised by low rise terraced homes typically occupied by residents with multi-generational links to the neighbourhood, any development on the site will need to be sensitive to the contrasting activities taking place on its perimeter and must aim to create both a sense of community and at the same time, encourage commercial activity by promoting both elements and blending the two together without detracting from either.

The site is surrounded by an eclectic mix of architectural elements, which are fragmented, non-uniform and vibrant. It is important that any development of the subject property is sensitive to this urban fabric and adds positively to the immediate built environment. Taking cognisance of the above the developer took a interactive approach with the City of Cape Town, consultants and surrounding neighbours which guided design development and resulted in the proposed scheme for the site, 'Sir Lowry Square', which as a result includes;

- A 4,000 m<sup>2</sup> retail offering with a focus on convenience, services and food with the intention for this to be a 'third place' for the local community, for people working in the area as well as those passing through Woodstock on their daily commute creating a socially interactive environment. The retail component has been consciously designed to host a national grocery retailer, pharmacy and a curated mix of lifestyle, food and convenience stores to provide for the first time, an alternative to the nearest shopping centres located out of reach of Woodstock and District Six. The developer is particularly excited to have secured the commitment of Pick' n Pay, one of the countries most respected retailers known for its consumer activism, as the site was home to one of the first three stores opened by Pick' n Pay shortly after it was founded in 1967.

- Inclusionary housing on the Francis Street elevation, replicating the typology of the terraced housing prevalent in the area, with all units having front 'porches' to encourage/facilitate interaction with the street and avoiding blank facades. It is important to note that this element has been included on a voluntary basis by the developer without the need for government subsidy or any zoning relaxations and with the intention of integrating the development into the community. Above these units the building is set back which allows it to maintain the scale and context of Francis Street.
- A 7,000 m<sup>2</sup> hospitality component. Two well respected operators are being considered as a result of each having a differentiated offering developed to suit the environment and to draw on and reflect the essential character of the neighbourhood in which the hotel is located. It is envisaged that a hotel, which will be the only branded offering in the area, will drive tourist activity in the area and as a result, job-creation.
- A 10,000 m<sup>2</sup> office component which will be highly appealing to employees and employers given the accessibility of the site to public transport routes and the road network allowing commuters the ability to avoid congestion and the extra time needed to commute into the very congested city centre

Consideration of the above guided the following outcomes:

- An active and permeable edge on Sir Lowry Road with a wide curb to encourage pedestrian movement to and from the building.
- A generous 'drop off zone' directly in front of the main entrance to the building allowing for safe drop offs and pickups without obstructing traffic flow on the busy Sir Lowry Road.
- Parking accessed primarily from Russell Street which minimizes traffic flow onto to Francis Street and limits disruption to traffic flow on Sir Lowry Road.
- Visitors arriving by car will be able to park on the same level as the grocery store making use of the parking garage preferable and far more convenient than street parking.
- The conceptual massing of the building being broken down, vertically and horizontally, in response to the finer grain of the surrounding context.
- The vertical form being articulated through step backs reducing the visual scale of the building, particularly as one approaches the building from the City Centre. This creates platforms for entertainment areas and rooftop terraces activating the exterior of the building.

### **Pick 'n Pay as anchor tenant**

In 1967, Raymond Ackerman negotiated to acquire three small stores, called Pick 'n Pay, from Jack Goldin. One of those three original stores was located on the proposed site for Sir Lowry Square. A letter of support is attached as Annexure C, where the Pick 'n Pay board of directors have approved the establishment of a new Pick n Pay Supermarket of approximately 1600sqm. The letter of support for the re-establishment of the store at this site notes *Pick 'n Pay is delighted to have to the opportunity to return to our heritage and once again apply our mission. We look forward to playing our roll in the success of the Sir Lowry Square development by uplifting the area.*

It is believed that the shopping opportunity will bring much relief and opportunity to the precinct due its location and lack of access to established national retailers in the immediate and surrounding area. It is anticipated that a new Pick n Pay of this size will provide for approximately fifty permanent jobs of which sixty to seventy percent will be from the surrounding areas.

## 6.2 Project description

Sir Lowry Square is a proposed mixed-use development incorporating lifestyle shopping of 6500 m<sup>2</sup> shared over two levels with Pick n Pay and Clicks as anchor tenants, a specialised motor fitment centre, a 210-key hotel, 680 parking bays substituting the standard 840, a mix of 157 studio and 1 bed-room residential units as well as 20 affordable residential units. The design seeks to ensure a scheme that fits, promotes and attends to public street interface, townscape, provides employment and meets the City of Cape of Towns planning scheme. The application is a departure free application with primary zoning use as flats, hotels, business and residential.

The block has a cadastral extent of 5852 m<sup>2</sup>. The site plan indicates building footprint of approximately 5851 m<sup>2</sup> with floors from ground floor to first floor occupying this building footprint. Remainder of the floors form a perimeter structure around a courtyard-like space as indicated in the building massing diagram. The height from ground level to roof parapet is 24,59m with a 2m lift overrun set back from the facade. Heights are shown in section various elevations. A conceptual perspective imagery of the proposed development and its context also provided.

The conceptual massing of the architecture is broken down and articulated in response to the grain of the surrounding context. The main façade of Sir Lowry Road is setback from the street edge thus creating a large terraced platform that facilitates the flow of pedestrian movement and enhances the public street edge, which forms part of the gateway corridor into the city. The North East corner has been reduced in height to allow sunlight to penetrate the inner courtyard, hotel units and apartments, whilst providing protection from the strong south easterly winds. A void in the courtyard allows natural light to filter into the development retail space through a large triple volume atrium. Articulation of the vertical form through step backs reduces the visual scale of the building a creates platforms for entertainments areas and rooftop terraces. Sir Lowry Square aims to create an interactive and engaging pedestrian street edge in contributing towards forming a key node within the precinct.

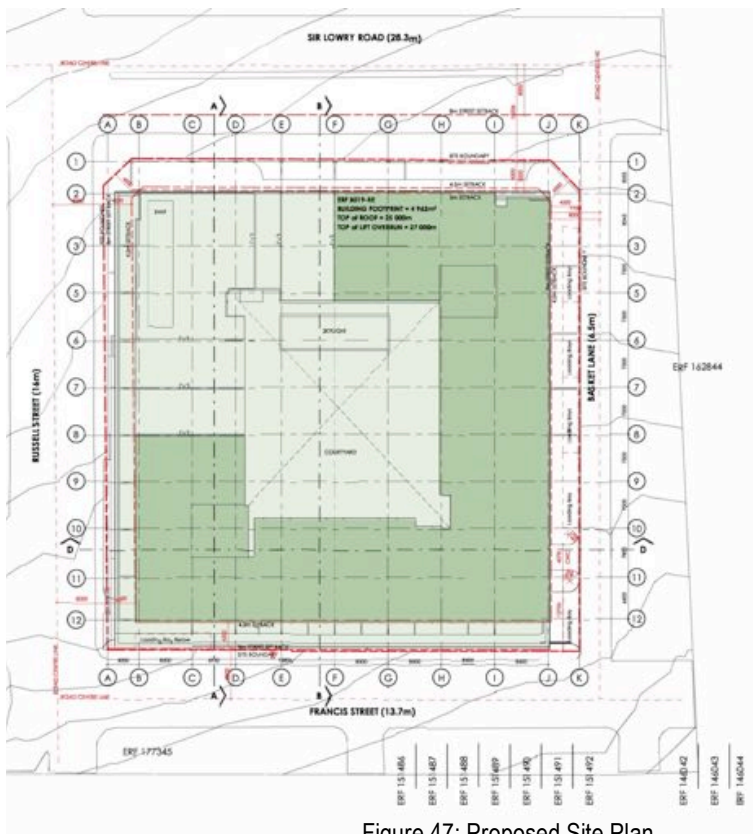


Figure 47: Proposed Site Plan



Figure 48: Demolition plan 44

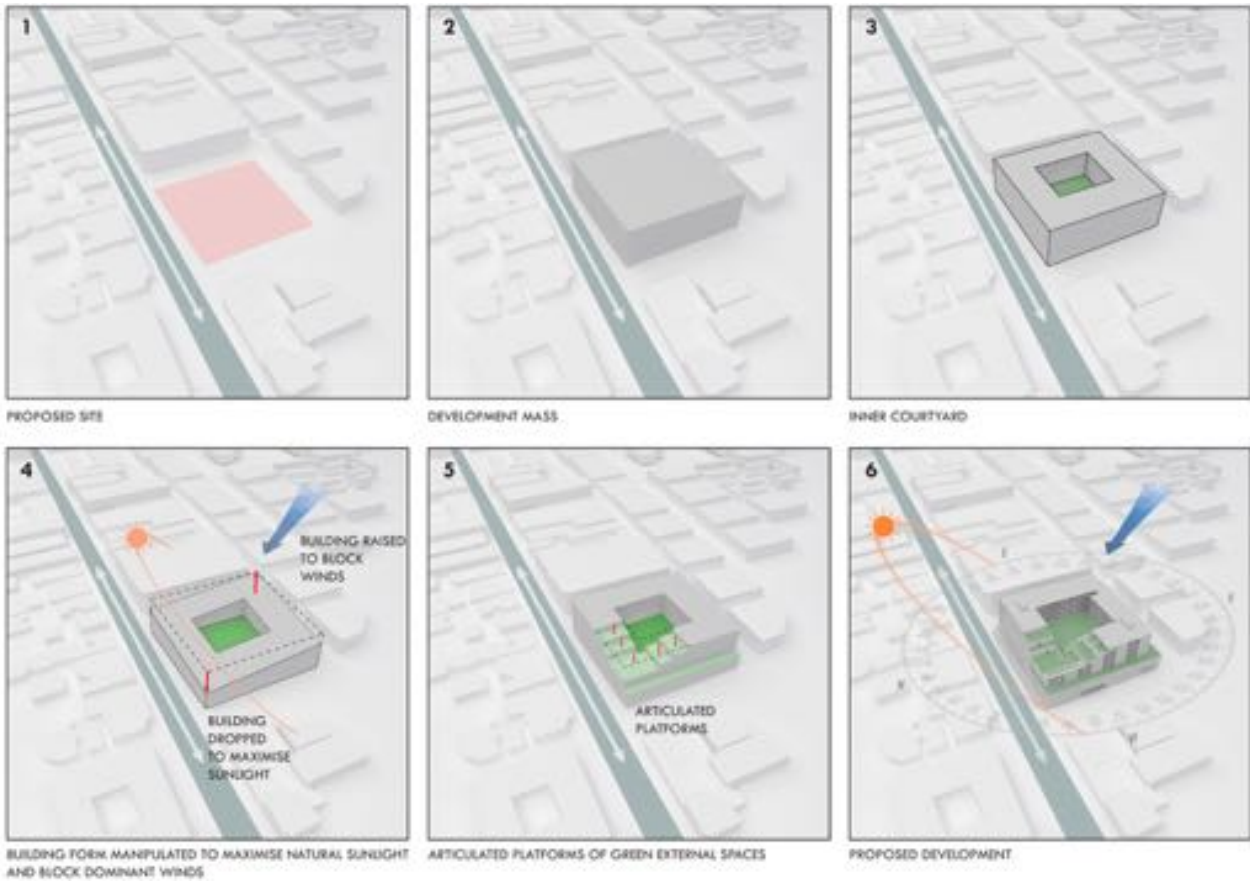


Figure 49: Proposed building massing

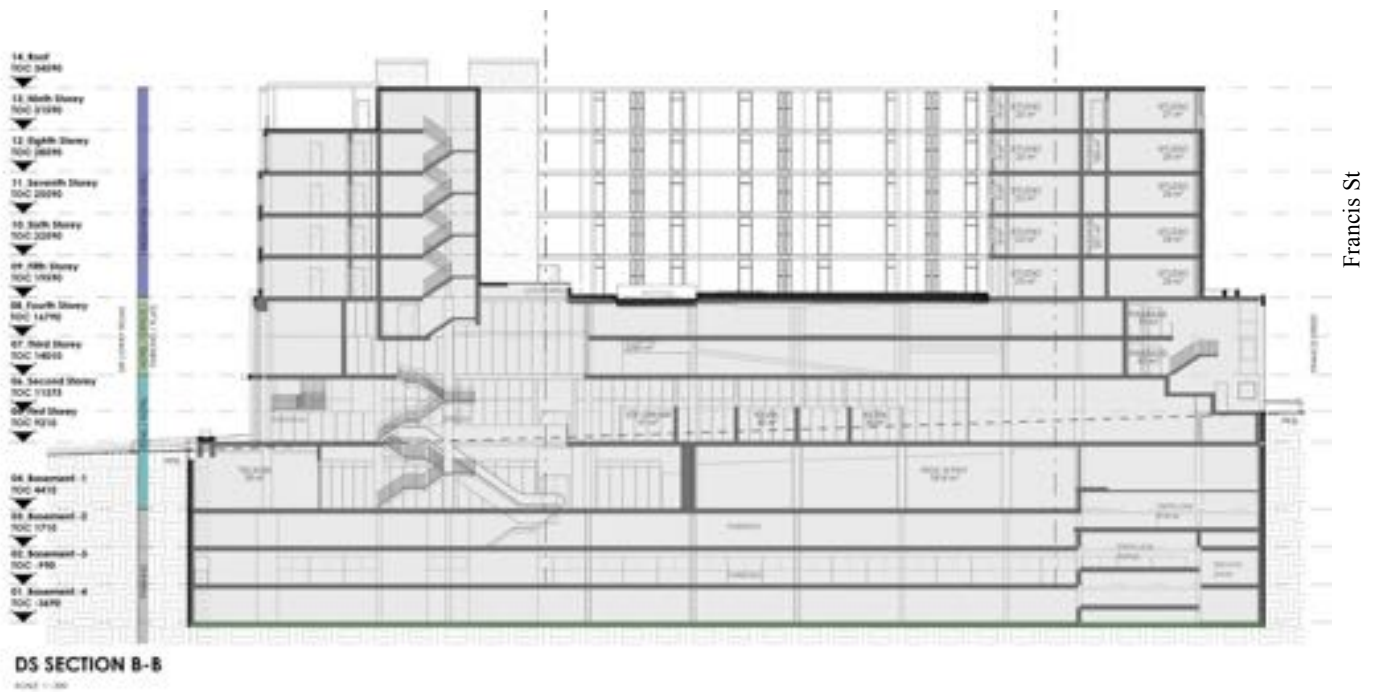


Figure 50: Proposed Section showing heights



Figure 51: Proposed Building – North Elevation



Figure 52: Proposed Building - West Elevation



Figure 53: Proposed Building - South Elevation



Figure 54: Proposed Building - East Elevation





Figure 55: Aerial view of development from north-westerly direction



Figure 56: Aerial view of development from north-easterly direction



Figure 57: Aerial view of development from south-easterly direction



Figure 58: Aerial view of development from south-westerly direction



Figure 59: Render: street view (impression)



Figure 60: Render: aerial view (impression)

## 7. ASSESSMENT OF HERITAGE IMPACTS

The purpose of this heritage impact assessment is to consider visual and built environment impact from a heritage perspective. Development proposals are assessed in terms of potential impact on heritage resources and significance thereof. Heritage indicators are also taken into consideration. Assessment addresses proposed intervention, assessment of impact on heritage resources and impact relative to sustainable social and economic benefits.

In assessing proposed intervention, the question is *how does this affect heritage resources? Will the proposed intervention result in a negative impact on heritage resources at this proposed location?*

### 7.1 Response to heritage indicators

**Urban principles at macro-scale:** proposed intervention will not result in a negative visual impact on the relationship between the mountain and the bay, will reinforce Sir Lowry Road as an activity spine and potential linkages to new Hanover Street, will encourage finer grain urban fabric along smaller sized urban blocks and promote a mix of land uses

**Urban principles at micro-scale:** proposed intervention promotes positive and active edge treatment and will not detract from points of reference and orientation afforded by heritage landmark buildings. Street level design and interface encourages spaces for social interaction

**Remaining fabric and landscape:** proposed intervention acknowledges historical layering and will result in a positive spatial response in bringing together various elements of the landscape in support of principles identified

**The urban fabric: commercial and retail:** proposed intervention responds positively to principles regarding commercial activities along main arterials and to reinforce New Hanover Street as a linear spine of commercial and retail in line with its historic role. The site reinforces its role as a key gateway

**Architectural:** design intent is considered sensitive to the urban fabric within the immediate built environment. The conceptual massing of the building being broken down, vertically and horizontally, in response to the finer grain of the surrounding context is supported. The main façade of Sir Lowry Road setback from the street edge creates a large terraced platform that facilitates the flow of pedestrian movement and enhances the public street edge at this key gateway between the City, Woodstock and District Six. The proposed design defines the street as the public realm and mediates transition between it and the interior. It is worth mentioning that a critical site characteristic of District Six was the use of steps employed in a variety of ways. Design response along Francis Street is acknowledged.

**Mitigation Measures:** mitigation measures contained within the visual assessment aim to reduce potential visual impact from low to very low visual impact. Mitigation measures were identified for construction and operational phases. Operational phase mitigation measures concern perimeter tree planting, planting beds and other screening elements along Sir Lowry Road and particularly the Chapel Street façade to minimize the visual impact of the building to the immediate cultural landscape as well as functioning as a softening element to the harsh urban landscape as per architectural drawings; addition of other façade

softening elements such as the installation of trellises to allow creeper planting against walls, ensure that the building is designed with materials that are in keeping with the adjacent buildings, prevent placement of bright colours or excessive signage on the building facades, appropriate lighting such as low level lighting around buildings and along paths and streets, keep reflective surfaces to a minimum and placing services underground where possible.

The nature, grain and distribution of development along Sir Lowry Road is of a higher order nature, where gateway opportunities exist to stimulate and enable investment and growth. The proposed intervention responds positively to identified heritage indicators.

## **7.2 Response to policy informants**

The proposed intervention responds positively to overall policy informants in that it seeks to act as a catalyst for economic activity to link New Hanover Street to Sir Lowry Road activity spine through Russell Street. Medium to high density development is envisioned for the site across the range of policies considered. As indicated in the indicative land use framework of the District Six development framework, the intention is to encourage development along Russell Street and the site provides the only opportunity to support the intention of the development framework of achieving such linkages. The site is located within a precinct along Sir Lowry Road earmarked for higher density mixed-use development intervention and acknowledges its role in creating east-west linkages between the central business district and main roads through Woodstock. The site is located on the edge of the metropolitan node within an urban development zone earmarked for intensification of mixed-use development. The mixed-use edge would ensure higher levels of activity and increased levels of surveillance.

## **7.3 Consideration of visual impact**

Viewshed mapping illustrates that the building will be most noticeable to receptors within a radius of approximately 300m from the site, and clearly visible from the immediately adjacent vicinity. Visibility will decrease exponentially with the apparent decrease in size of the building within field of view and as contextual visual information increases. The building is not anticipated to be highly noticeable at distances greater than 600m due to the screening effect of foreground elements. It is possible that portions of the proposed building may be visible at distances greater than 600m. However, the proposed building is not anticipated to be noticeable or recognizable at these distances due to increased contextual information.

Visual impacts would be experienced during two phases of the proposed building's life-cycle. Construction impacts are expected to occur over a shorter time period, and operational impacts are expected to be long term. Construction impacts are sudden, and usually have a noticeably negative visual impact. Operational phase visual impacts are initially noticeable, but may recede over time as the building becomes integrated within its context, depending on the site context within which the building is located.

The following visual impacts are expected to be experienced by visual receptors during construction phase:

- Construction activities on the proposed site are not likely to cause damage to the adjacent historic fabric of Chapel Street. Laydown and construction areas should also be situated in such a way that they do not cause harm to any historic

buildings. Should damage to the historic fabric occur during construction, this would result in a visual impact of High significance. However, with the implementation of mitigation, the significance of the impact can be reduced to a *Very Low* level.

- The remaining visual impacts during construction are anticipated to have a low magnitude prior to the implementation as they will be temporary in nature and limited to the local area. The extent to which the surrounding areas would be affected can be further reduced with the implementation of mitigation for these impacts, bringing their significance to a *Very Low* level

The following visual impacts are expected to be experienced by receptors during the operation phase:

- Visual intrusion on heritage resources associated with historic buildings located on Chapel Street and Francis Street
- Visual intrusion on the surrounding area on Sir Lowry Road

Visual impacts on heritage resources associated with the historic fabric of Chapel and Francis Street, as well as the visual impacts on the surrounding areas on Sir Lowry Road are the focus of the visual assessment. Operation phase impacts would be experienced over the long term during the operation phase and impacts would largely be limited to the local/ site specific area. Each of the anticipated impacts is discussed in more detail here.

#### **Visual intrusion on heritage resources associated with the Francis Street and Chapel Street heritage buildings**

The proposed building development is located approximately 300m away from the heritage buildings on Francis Street. The building would not impact directly on the heritage urban fabric from a visual perspective due to foreground screening elements such as buildings and trees. The proposed building will not be visually visible to the adjacent heritage buildings on Chapel Street; however, due to the dense and coarse urban fabric of Sir Lowry Road, it does not create an obtrusive visual impact to the immediate cultural landscape. As the distance increases away from the site, the visual impact is substantially diminished to the extent that it is no longer visible at approximately 300m away from the site.

With the implementation of mitigation, the anticipated visual impacts can be reduced from a *Low* to *Very Low* significance.

#### **Visual intrusion on the surrounding areas on Sir Lowry Road**

The proposed building is located on Sir Lowry Road, between Russel and Basket Lane. The building would not impact directly on Sir Lowry Road from a visual perspective due to the existing building fabric. The height of the building has been designed to be in keeping with the prominent adjacent buildings, Buchanan Square and The District. When viewed from perceptible vistas along Sir Lowry Road, the proposed building would be perceived as a continuation of the streetscape. It is important that perimeter vegetation screening is installed where necessary to ensure that sufficient screening is provided to the proposed development, especially along the Chapel Street façade. As heritage resources would not be directly impacted by the proposed development, and the building has been designed to be in keeping with the surrounding context, the impact is assessed to have a Medium magnitude without mitigation. With the implementation of mitigation, the anticipated visual impacts are maintained at a *Low* significance.

A viewshed analysis was completed to determine the anticipated visibility of the proposed building from the surrounding area and the potential impact on heritage resources. The analysis indicated that the proposed building would be most visible within close proximity (less than 300m), as it would be largely screened from view by existing buildings at greater distances. A number of viewpoints towards the site were identified, which illustrate that the proposed development would mostly be visible from Sir Lowry Road and Nelson Mandela Boulevard and that prominent views and vistas would not be impacted on to a significant degree. The proposed building would not be visible from Chapel Street, Francis Street, and Trafalgar Park due to the presence of screening vegetation and foreground buildings and would thereby not be likely to impact on the historical urban fabric to a significant degree.

The visual impact assessment was completed to assess potential visual impacts on heritage resources and a number of construction and operation phase impacts were identified. These included construction phase impacts associated with construction machinery and the potential disturbance of historic fabric, as well as operational phase impacts on heritage resources. With the effective implementation of mitigation, and the inclusion of additional screening, where trees need to make way for the development, these impacts could all be reduced to a *Very Low* level. The anticipated impacts on heritage resources are therefore acceptable from a visual perspective, with the implementation of mitigation. Refer to Annexure B for full report detailing mitigation relating to landscaping, façade treatment and lighting.



Image 61: view along Francis Street from Russell Street



Image 62: view along Francis Street towards Russell Street

#### **7.4 Impact relative to sustainable social and economic benefits**

It is believed that the project will result in social and economic benefits for the local community. The number of direct jobs and indirect jobs has yet to be quantified, however, an indication of one operator, Pick 'n Pay, approximately fifty permanent jobs will be generated of which sixty to seventy percent will be from the surrounding areas. Job creation needs to be considered within both construction and operational phases. The applicant has also included a residential component along the Francis Street edge with the intention of integrating the development. Such residential units are to be rented or sold via an adequate legal mechanism to ensure that the units stay affordable in perpetuity. No families are being displaced and the site is not subject to a land claim.

The proposed intervention would result in positive benefits and will not result in a negative impact on heritage resources. A no-go development option would result in a loss of potential benefits. Final heritage impact assessment will further outline recommendations with regard to proposed initiatives related to direct and indirect social and economic opportunities further to engagement with interested and affected parties.

#### **7.5 Impact on heritage resources**

The townscape is considered sufficiently resilient with considerable absorption capacity and an ability to accommodate intervention without experiencing unacceptable effects to its character and significance. The proposed intervention will not detract from heritage significance.

Overall status of heritage impact is considered as low.



## 8. CONSULTATION

Heritage Western Cape requires that comment be requested from relevant registered conservation bodies and the relevant municipality. While regulations do not specify protocol for public participation, the HWC guidelines for public consultation dated June 2019 have been taken into consideration. The guideline notes that heritage resources form an important part of the history and beliefs of communities and *must be managed in a way that acknowledges the right of affected communities to be consulted and to participate in their management*. Communities are facing a number of challenges during the coronavirus pandemic. However, the importance of public engagement remains and process undertaken was aimed at transparency and meaningful engagement while weathering this pandemic.

The following is being undertaken:

- comment requested from conservation bodies with a registered interest
- comment requested from the local authority, City of Cape Town Heritage Resources Section
- local ward councillor informed and comment requested
- A3 size notice placed in clear public view on site for the duration of the commenting period

In addition, the following will be undertaken:

- comment requested from the South African Heritage Resources Agency (SAHRA)
- relevant documentation made available upon request for duration of the commenting period
- vido contact details made available for clarification of queries electronically and / or via zoom for the duration of the commenting period

Heritage process was communicated to key interested and affected parties during March 2020. A commenting period commenced 19 March 2020 and was due to conclude 20 April 2020. Due to the nationwide lockdown, an extended commenting period was considered. However, given precedent in terms of participation processes and impact of lockdown, a 30 day consultation period is to be undertaken commencing 3 August 2020 and concluding 4 September 2020.

Given lockdown restrictions it was not possible to host face-to-face meetings. However, to date, several interested and affected parties have been contacted telephonically, in addition to written correspondence, and virtual meetings held. To date, discussions have included identification of heritage resources, significance of heritage resources and presentation of proposals. Further interaction of this nature as well as proof of consultation will be documented for inclusion within the final report to be submitted to the authorities.

This draft heritage impact assessment as well as supporting documentation is to be made available for comment. Documentation will be distributed electronically. Should any additional information be required during the commenting period, such will be made available, however, commenting period will be considered as per timeframes outlined in this report. Submissions received will be included within final report for submission to the authorities. Only comments on heritage grounds will be considered and late comments will not be considered.

Responses to the draft heritage assessment report will be incorporated within final submission for consideration by the heritage authorities. Final heritage impact assessment will be submitted to the heritage authorities on 23 September 2020 for consideration at Heritage Western Cape Impact Assessment Review Committee (IACOM) scheduled for 14 October 2020, as per HWC schedule of meetings.

## 9. DRAFT CONCLUSION

Urban regeneration has always been considered as a key component of the restoration, redevelopment and reconstruction of District Six, within the context of formal recognition of District Six as a national heritage site. Investment at this key gateway will likely encourage confidence and act as a catalyst for innovative mixed-use development along Russell Street linked to new Hanover Street, a key principle in the redevelopment of District Six. The redevelopment of District Six and challenges faced with the return of ex-residents cannot be separated from redevelopment proposals of key sites with potential to shape the immediate townscape. The vitality of District Six as a result of the intangible as well as physical urban environment encompassing network of streets, density, range of amenities and facilities, proximity to city centre and employment opportunities would not be compromised by development along the activity spine of Sir Lowry Road. Heritage significance would not be compromised through efforts of investment for the re-integration of the precinct into the city.

Current heritage status has proven problematic in so far as heritage resources management of the site is concerned. Through heritage initiatives being undertaken by vido, namely the name change of Zonnebloem to District Six and the nomination of sites in District Six as national heritage sites, we are deeply aware of the sensitivities.

UNESCO, in discussing the historic urban landscape approach, states that *in understanding and managing historic urban environments, it is recognised that the city is not a static monument or group of buildings, but subject to dynamic forces in the economic, social and cultural spheres that shaped it and keeps shaping it*. The 2013 statement advocates that historic context and new development can interact and mutually reinforce their role and meaning. This approach to managing historic urban landscapes is holistic, integrating the goals of urban heritage conservation and those of social and economic development, where urban heritage is considered as a social, cultural and economic asset for the development of cities.

The proposed intervention has been informed through key works such as the District Six Heritage Impact Assessment and the Development Framework. The author is thus of the opinion that proposed intervention will result in a low negative heritage impact on intrinsic and contextual value of the proposed District Six Cultural Landscape.

The townscape is sufficiently resilient to accommodate the proposed intervention without unacceptable impacts on its character and significance, and the proposed intervention will not detract from any heritage significance. The overall heritage related impact is low. The project will result in social and economic benefits with no loss of heritage resources. Based on the findings of the assessment, proposed intervention is supported from a heritage perspective as the impacts of the proposal within its setting would not constitute a negative heritage impact. It is however noted that the proposed development should ensure that it contributes towards the establishment of places of memory within the urban environment.

## **10. DRAFT RECOMMENDATIONS**

The proposal as presented within this report is supported. It is noted that proposal as provided within this assessment will be subject to revision prior to council submission, taking into account participation process and comments of the heritage resources authority. Such council submission is to be stamped by the provincial heritage authority, where design should be largely in accordance with proposals as outlined within the assessment.

This draft heritage impact assessment recommends in favour of proposed intervention. This draft recommendation is framed so as to generate responses from interested parties and elicit feedback to inform the final heritage impact assessment. Final heritage impact assessment will further outline recommendations with regard to proposed initiatives further to engagement with interested and affected parties.

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**Our Ref:** HM/CAPE TOWN METROPOLITAN/WOODSTOCK/ERF 8019  
**Case No.:** 19013117A30204E  
**Enquiries:** Andrew September  
**E-mail:** andrew.september@westerncape.gov.za  
**Tel:** 021 483 9543  
**Date:** 19 February 2019



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**RESPONSE TO NOTIFICATION OF INTENT TO DEVELOP: HIA REQUIRED**  
In terms of Section 38(2) of the National Heritage Resources Act (Act 25 of 1999) and the Western Cape  
Provincial Gazette 4061, Notice 298 of 2003

**NOTIFICATION OF INTENT TO DEVELOP: PROPOSED MIXED-USE DEVELOPMENT ON ERF 8019, FORMER DART MOTORS, SIR LOWRY SQUARE, RUSSEL, SIR LOWRY, BASKET AND FRANCIS STREET, WOODSTOCK, SUBMITTED IN TERMS OF SECTION 38(2) OF THE NATIONAL HERITAGE RESOURCES ACT (ACT 25 OF 1999)**

**CASE NUMBER: 19013117A30204E**

The matter above has reference.

Heritage Western Cape is in receipt of your application for the above matter received on 04 February 2019. This matter was discussed at the Heritage Officers meeting held on 18 February 2019.

You are hereby notified that, since there is reason to believe that the proposed development 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. This HIA must have specific reference to the following:

- Visual impacts of the proposed development
- Impacts to the built environment (including urban morphology and townscape analysis) including a detailed site development plan

The required HIA must have an integrated set of recommendations.

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

Please note, should you require the HIA to be submitted as a Phased HIA, a written request must be submitted to HWC prior to submission. HWC reserves the right to determine whether a phased HIA is acceptable on a case by case basis.

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.

Yours faithfully  
  
.....  
Dr. Alexis Dlamini  
Chief Executive Officer, Heritage Western Cape

[www.westerncape.gov.za/hwc](http://www.westerncape.gov.za/hwc)

**Annexure B: Visual Impact Report** (see attached)



Wednesday, 11 September 2019

To whom it may concern,

### 90 Percent Guts, 10 Percent Capital

here if I could only fund it. The three little Pick 'n Pay stores in Cape Town formed a great base. I just knew they had to belong to me.

Reference to: Hearing Grasshoppers Jump.  
The story of Raymond Ackerman as told to Denise Pritchard.

In early 1967, Raymond Ackerman returned to Cape Town and negotiated to acquire three small stores, called Pick 'n Pay, from Jack Goldin (who then founded the Clicks retail group in 1968). One of those three original stores were located on the proposed site for Sir Lowry Square.

Pick 'n Pay is delighted to have to the opportunity to return to our heritage and once again apply our mission: "We serve. With our hearts we create a great place to be. With our minds we create an excellent place to shop. OUR VALUES: We are passionate about our customers and will fight for their rights. We care for, and respect each other. We foster personal growth and opportunity. We nurture leadership and vision, and reward innovation. We live by honesty and integrity. We support and participate in our communities. We take individual responsibility. We are all accountable."

Pick 'n Pay's board of directors have approved the establishment of a new state of the art Pick n Pay Supermarket of approximately 1600m<sup>2</sup> and look forward to playing our roll in the success of the Sir Lowry Square development by uplifting the area. We believe this shopping opportunity will bring much relief and opportunity to the precinct's people and daily commuters due its location and lack of access to established national retailers in the immediate and surrounding area.

We anticipate that a new Pick n Pay of this size will provide for approximately fifty permanent jobs of which sixty to seventy percent will be from the surrounding areas.

We thus support the Sir Lowry Square development.

Regards

Bradford Esch  
Senior Property Development Manager  
bradesch@pnp.co.za

#### Property and Store Development

A Division of Pick n Pay Retailers (Pty) Ltd, Reg. No. 1973/0047056/07

Directors: S. M. Schirmer (Chairman)\*, R. W. P. Boothe (CEO), R. S. J. van Rensburg (Deputy CEO), A. Joubert (EFO), J. G. Ackerman, S. D. Ackerman-Berman.

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Director