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## SECTION 1: INTRODUCTION

### A. Background

As a component of the Environmental Impact Assessment (EIA) conducted for the 2010 World Cup: *Proposed Re-development of Greenpoint Stadium and Associated Infrastructure*, a Heritage Impact Assessment (HIA) had been commissioned by the City of Cape Town. *Vidamemoria Heritage Consultants* were appointed to conduct the HIA, where the primary aims were to fulfill the statutory requirements of the National Heritage Resources Act (Act 25 of 1999), provide heritage input into the planning and design processes as well as provide an assessment of the heritage impacts of the proposed alternatives for the Re-development of Greenpoint Stadium and Associated Infrastructure. The legal and authority requirements for the HIA were informed through consultation with Heritage Western Cape (HWC) and the requirements as set out in the brief as defined by the City of Cape Town.

The proposed alternatives considered are located within Green Point, namely the existing Stadium Site and the Golf Course Site. The Green Point Common measures approximately 85 ha and is zoned as Public Open Space with portions of the surrounding area zoned for Undetermined Use. The Common falls under the jurisdiction of the City of Cape Town: Cape Town Administration, where portions are leased to numerous organisations. The Common is predominantly utilized for sporting and recreational purposes, falling within close proximity to surrounding mixed-use commercial and residential uses. The site contains and is surrounded by a number of heritage resources, the significance of which has been highlighted within the HIA as well as this supplementary report.

### B. Application in terms of the National Heritage Resources Act

The Heritage Impact Assessment (dated July 2006) for the proposed Re-development of Green Point Stadium and associated infrastructure was considered by BelCom on the 28<sup>th</sup> September 2006. The following decision was taken by the Committee:

*"That the heritage practitioner must produce a supplementary report that addresses and fills the lacuna described by the peer review team. The Committee agreed that the following remedies suggested by the review team included:*

- *Reconsideration of the structure of the report and most particularly, an executive summary*
- *A clear statement of significance*
- *A clear statement of impacts (particularly the impacts described in the VIA)*
- *Reference to requirements of the NHR Act*
- *A clear explanation of the proposal itself is essential (requiring adequate illustrative material)"*

The lacunae / problem areas as identified require clarity and focus so as to assist Heritage Western Cape in the making of an appropriate and well informed comment to DEA & DP. The scope of work determined aims to address the lacuna as described and outlined within the Record of Decision dated 03 October 2006 and has been limited to listed requirements as outlined by HWC within the Record of Decision.

The supplementary report aims to provide clarity, respond to and be informed by relevant specialist studies and thus provide an informed basis for comment by BelCom to DEA & DP regarding the cultural significance of the site as defined within the NHR Act and the impact and measurement of the alternative proposals.

## SECTION 2: NATURE OF PROPOSED DEVELOPMENT

The project proposal includes a number of development components namely, the construction of a multi-purpose stadium; a new road (Granger Bay Boulevard); the upgrading of the electrical network to accommodate the proposed development and the establishment of an urban park.

### A. Proposed Re-development of Green Point Stadium and proposed establishment of an urban park

The stadium will be designed to be used as a multi-purpose facility where recreational and sporting events from various codes will take place. The stadium will also be designed to be compliant with FIFA's requirements for use as a semi-final soccer match venue in 2010. These requirements include *inter-alia*:

- A minimum of 60 000 seats for semi-finals excluding Media and VIPs, and a total net minimum seating capacity of 65 000 including VIPs and Media, making provision for security and future new media requirements.
- The stadium building, stadium perimeter, the pitch area and the stadium infrastructure (utilities, cables and communication infrastructure) to be constructed as specified.
- VIP parking (approximately 1700 bays) and parking for coaches.
- Temporary hospitality tents, commercial exhibition areas and a FIFA fan park in proximity to the stadium.
- Implementation of FIFA's "Green Goal" principles for efficient resource use, recycling and protection of the environment.

The Green Point Common is currently under-utilised and a great potential for upgrade exists. The poorly planned layout of sports fields and associated clubhouses on the Common are separated by many fences which do not allow for accessibility and easy movement within the Common by the general public.

An Urban Park is proposed to lie adjacent to the multi-purpose stadium with the intention of the park being designed to become a world-class People's Park, similar to that of Hyde Park in London and Central Park in New York. The intention is also to retain the existing sporting codes as far as possible. This multi-purpose park could cater for sporting, leisure, heritage and relaxation needs in an appropriately landscaped space. The proposed urban park will be open to the people of Cape Town and will provide for equitable access through affordable non-motorised (e.g. pedestrian pathways and bicycles) and public transport. The establishment of an Urban Park within the Green Point Common would comply with most of the principles contained in the 1998 Green Point Development Framework (GPDF), particularly "to acknowledge the value of the area as a public amenity to all the people of Cape Town, and to improve it to their benefit", and "to improve public access to the study area and within it."

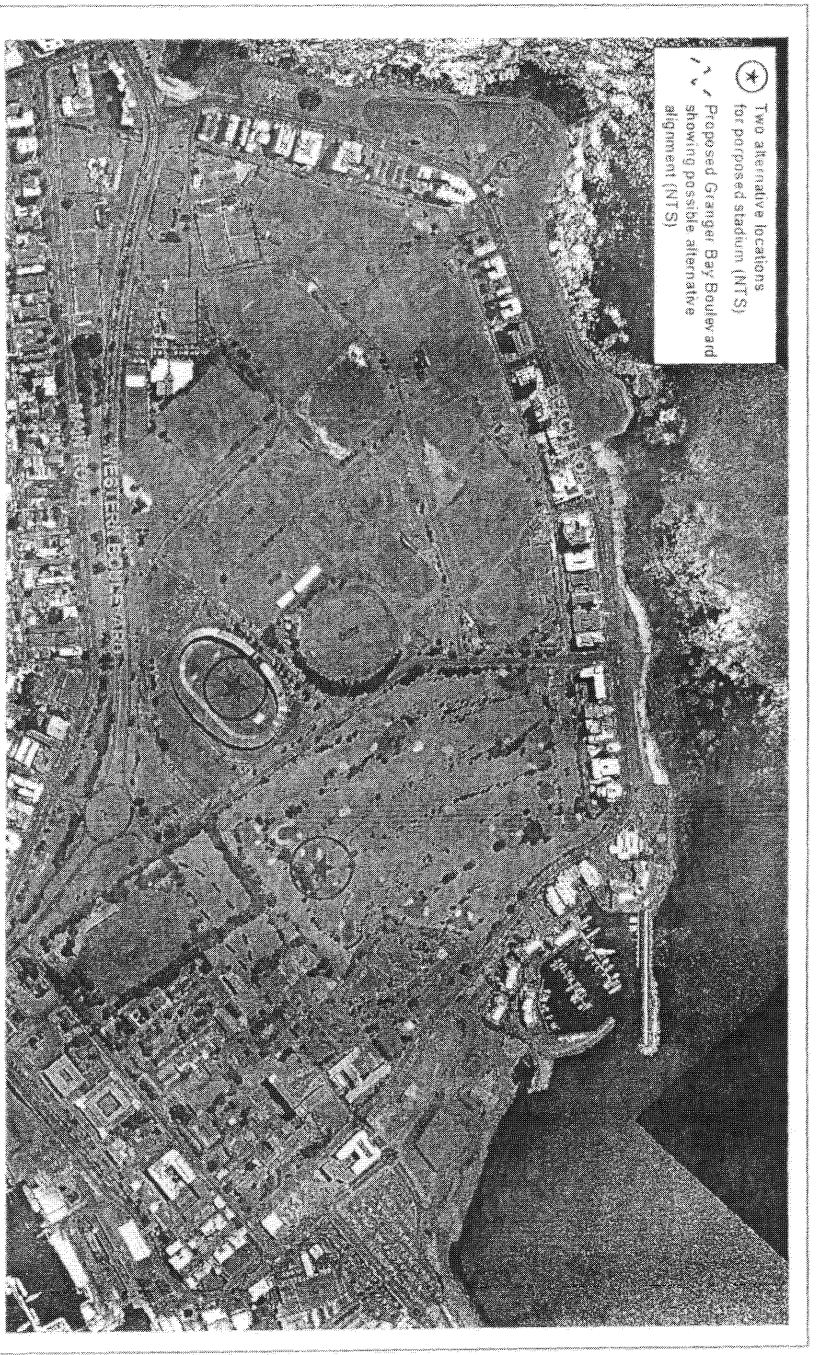


Figure 1: Site Plan

#### *Alternative 1: Existing Stadium Site*

This alternative implies that the stadium will be constructed on the current stadium precinct. The existing stadium will be demolished as the orientation, building structure and size is unsuitable to what is required. The footprint will exceed that of the current stadium and a considerable increase in height will be necessary. The proposed new stadium will have a north-south alignment.

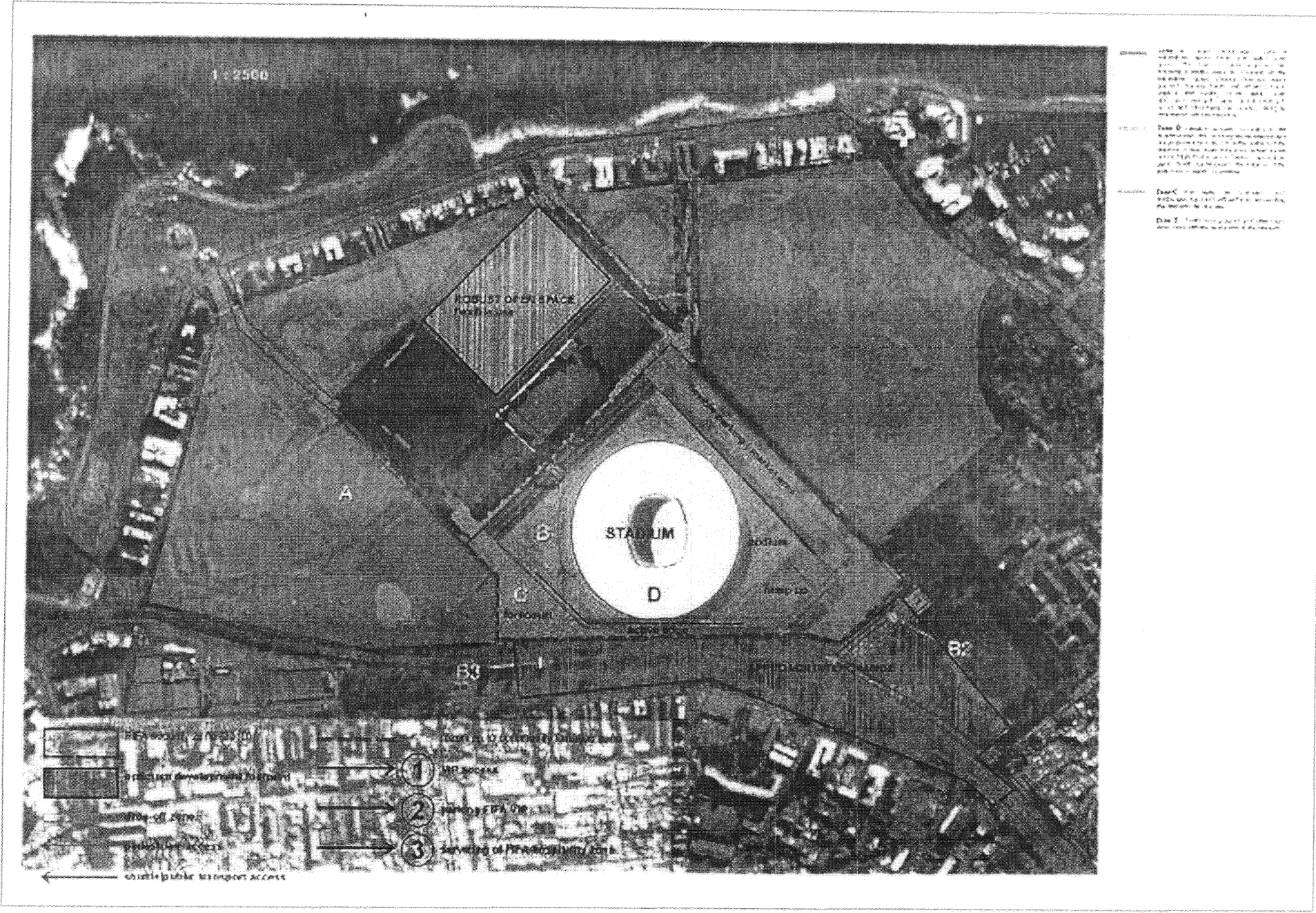
The new stadium will consist of the following:

- The stadium building is proposed to reach an estimated height of approximately 42m above existing ground level. The footprint of the stadium will be 5ha. The footprint of the stadium together with a concourse area surrounding the stadium will take up approximately 17.4ha of land. The stadium will be designed to have three tiers during the 2010 World Cup. In the upper third tier, the temporary seating will be removed. The upper third tier may act as a conference and reception venue.
- A concourse area which will surround the stadium building and reach an approximate height of 14m above existing ground level. This area will be accessed via a grand staircase and two ramps. An active edge which may include commercial or sporting facilities will be present along the Western Boulevard and Granger Bay Boulevard sides of the concourse.
- A sloping berm will be aligned on the western and northern edges of the concourse. This berm will slope up from ground level and conceal the concourse from the north and west.
- A forecourt that will include ticket sales will be created at the existing ground level in the area between the concourse, Western Boulevard and Granger Bay Boulevard.
- For the western side of Granger Bay Boulevard, a 'gateway' building is planned and will consist of an elevated roof section at approximately 22 meters above existing ground level. The elevated roof section will be supported on columns that would create a gateway effect to the forecourt area. The 'gateway' building will also consist of a building or series of buildings further to the north east along Granger Bay Boulevard for indeterminate, but probably sports or entertainment use.
- Access to the concourse will be allowed from the north with the establishment of second small forecourt north of the stadium with access off Fritz Sonnenberg Road.
- A sizeable amount of parking may be accommodated under the concourse. A minimum of 1700 bays are required for FIFA VIP's during events. However, it is considered that 5000 parking bays should be provided in the stadium precinct for post 2010 events.
- Parking for persons with disabilities is proposed to be provided in the structured parking within the stadium. Access to this parking will be via the new intersection on Western Boulevard.

#### *Urban Park proposal*

- The various roads that allow access to the Common from Beach Road would be redeveloped as forecourts to the Common. This would include Fritz Sonnenberg Road which would be used for vehicular access to the northern stadium forecourt.
- Sports facilities across the Common would be rationalised and moved to the western edge or onto the golf course if the golf course was to be used for purposes other than golf.
- The golf course could remain, be used for the rationalised sports fields, or could be transformed into a park.
- The large-scale fields associated with the stadium, the surrounding tree lines, and the access avenues will be implemented.

Figure 2: Existing Stadium Site  
Courtesy ComrWilkinson (Final EIR, Sep 2006)



**Zone A** This zone is located in the north-west corner of the stadium site. It is a large open area that is currently used for parking and storage. The proposed development for this zone includes a new parking lot and a new storage area. The proposed development for this zone is shown in the site plan.

**Zone B** This zone is located in the north-east corner of the stadium site. It is a large open area that is currently used for parking and storage. The proposed development for this zone includes a new parking lot and a new storage area. The proposed development for this zone is shown in the site plan.

**Zone C** This zone is located in the south-west corner of the stadium site. It is a large open area that is currently used for parking and storage. The proposed development for this zone includes a new parking lot and a new storage area. The proposed development for this zone is shown in the site plan.

**Zone D** This zone is located in the south-east corner of the stadium site. It is a large open area that is currently used for parking and storage. The proposed development for this zone includes a new parking lot and a new storage area. The proposed development for this zone is shown in the site plan.

#### *Alternative 2: Golf Course Site*

The existing stadium would be demolished to make way for the urban design requirements.

- The stadium building will reach a height of approximately 42m above existing ground level. The footprint of the stadium will be 5ha. The footprint of the stadium together with a concourse area surrounding the stadium will take up approximately 17.4ha of land. The stadium will be designed to have three tiers during the 2010 World Cup. In the upper third tier, the temporary seating will be removed. The upper third tier may act as a conference and reception venue.
- A concourse area which will surround the stadium building and reach an approximate height of 14m above existing ground level. This area will be accessed via a grand staircase and two ramps. The concourse will not have an active edge.
- Large scale public exhibitions or installation art can be staged on the concourse.
- The public forecourt will be defined on the western side by a series of terraces parallel to Granger Bay Boulevard and curving around to parallel with Western Boulevard. These will rise to approximately 15m above the forecourt level. The terraces may be used partially or completely as an active edge and will accommodate sports related tenants. The terraces will slope down towards the west where they will reach exiting ground level at a large field which will be part of the FIFA designated zone.
- For the western side of Granger Bay Boulevard, a 'gateway' building is planned and will consist of an elevated roof section at approximately 22 meters above existing ground level. The elevated roof section will be supported on columns that would create a gateway effect to the forecourt area. The 'gateway' building will also consist of a building or series of buildings further to the north east along Granger Bay Boulevard for indeterminate, but probably sports or entertainment use.
- A forecourt that will include ticket sales will be created at existing ground level in the area between the concourse, the terraces and the gateway building along Granger Bay boulevard.
- The visibility of the western and northern edges of the concourse will be reduced by a planted berm which will rise from the natural ground level to the level of the concourse.
- On the north-eastern edge of the concourse a portal to fort Wynyard will be constructed.
- An access ramp to the concourse will be created on the western side of the stadium.
- Access to the western access ramp will be from Fritz Sonnenberg Road.
- A substantial amount of parking may be accommodated under the concourse, perhaps as much as half of the requirements (1700 minimum requirement of FIFA. 5000 recommended by transport engineer to ease management at smaller events).

#### Urban park proposal

- The various roads that allow access to the Common from Beach Road would be redeveloped as forecourts to the Common. This would include Fritz Sonnenberg Road which would be used for vehicular access to the northern stadium forecourt.
- Sports facilities across the Common would be rationalised and moved to the western edge or onto the remaining portion of the golf course.
- The large-scale fields associated with the stadium, the surrounding tree lines and the access avenues would be implemented.
- The proposed public art deck would create a place of civic interest and a focus other than the stadium buildings and will help anchor the stadium in the landscape.
- The portal from the stadium concourse to Fort Wynyard would create a link to the fort thus also adding value to the park and reviving a presently unused heritage resource.



### *Alternative 3: Do-Nothing Alternative*

This alternative implies that existing rights could be exercised or that the site remains in its present state. The existing stadium would remain where it is and no new stadium will be built. The playing fields may remain under-utilised and the Common as a whole, including the Metropolitan Golf Course, remain inaccessible to the general public of the city metropole.

The implication of this alternative is that a semi-final venue would not be available for the 2010 FIFA World Cup in Cape Town. However, Cape Town could still host a quarter-final or lower order match, depending on the support of the LOC and FIFA for an existing stadium venue.

### *B. Proposed Granger Bay Boulevard*

The proposal involves the construction of Granger Bay Boulevard, a new section of road which is to connect Western Boulevard in the vicinity of the Green Point Traffic Circle to Beach Road. The proposed road is to begin at the Main Road, and run in a north-eastern direction along the northern boundary of Green Point Track and the City Hospital Complex to Beach Road.

This road was identified as strategic in 2002 for four reasons:

- It will provide necessary access to the redevelopment of the City and Somerset Hospital precincts and emergency access to the new proposed hospital on this precinct. As a relief to Portswood Road as the latter is currently operating at capacity due to it being utilised as a principle access route to and from the V&A Waterfront and the surrounding area. The widening of Portswood Road is not possible due to heritage and planning constraints and the proposed Granger Bay Boulevard is expected to provide relief to Portswood Road.
- Granger Bay Boulevard will provide a preferable access to the V&A Waterfront as it would integrate with planned development at its intersection with Beach Road.
- Granger Bay Boulevard would relieve the traffic on Beach Road by providing access from the V&A Waterfront to the Western Seaboard area.
- Granger Bay Boulevard will form the new eastern boundary of the Green Point precinct and is planned as a four lane (two lanes/direction) dual carriageway street. The two alternative route alignments for the proposed Granger Bay Boulevard are depicted in Figure 4.

### *Alternative 1*

This alternative has a straight alignment, cutting the northwestern berm of the Green Point Track. The Green Point Track was used as a Prisoner of War Camp in the 1800s and therefore has heritage significance. This alignment would impact on this heritage site.

### *Alternative 2*

With this alternative, the proposed road curves around the northwestern berm of the Green Point Track and therefore does not cut through the heritage area. It does, however, cut through a portion of the B and C sports fields adjacent to and northwest of the track.

### *Proposals for upgrading*

Proposals for upgrading have been developed by BKS. These include a new access into the precinct off Western Boulevard, mid-way between the existing traffic circle and the intersection off Western Boulevard with Beach Road. This 1100m long section of Western Boulevard is classified as a Class 3 route and a development environment of Intermediate/Suburban the Road Access Guidelines (RAG) allow for a minimum signalized intersection spacing of 375/540 metres. The RAG minimum requirement is met with the proposed new access located mid-way and an intersection is therefore allowed

The locations of both stadium alternatives present problems with regard to Fritz Sonnenberg Road. Fritz Sonnenberg Road would need to share the pedestrian area next to the stadium for the existing stadium site and for the golf course site it would not retain its current position. Furthermore, concern has been raised from an urban planning perspective about having a Preferred alternative alignment is still to be approved by the regulatory authority.

An access road is proposed which will replace Fritz Sonnenberg Road and that new access road does not link up to Beach Road. The northern portion of Fritz Sonnenberg Road will be retained and will end in a roundabout just before the stadium.



It is recommended that the intersection of the new access road with Western Boulevard be constructed in the form of a circle. Traffic growth is expected due to extensions to the V&A Waterfront and the redevelopment of the Somerset and City Hospital sites. It has been determined, from planning undertaken as part of the Granger Bay Boulevard preliminary design and the V&A Waterfront External Links Report, that the existing Green point traffic circle will not have sufficient capacity to cater for this expected traffic growth. While the final intersection layout will be determined as part of the Granger Bay Boulevard detailed design, it has been assumed in the TIA of BKS that the circle will be replaced with an at-grade signalized intersection that will incorporate pedestrian crossings. While a need for grade separating pedestrians and cyclists from the vehicles in Western Boulevard (in the vicinity of the circle) has been suggested, this has at this stage not been taken further.

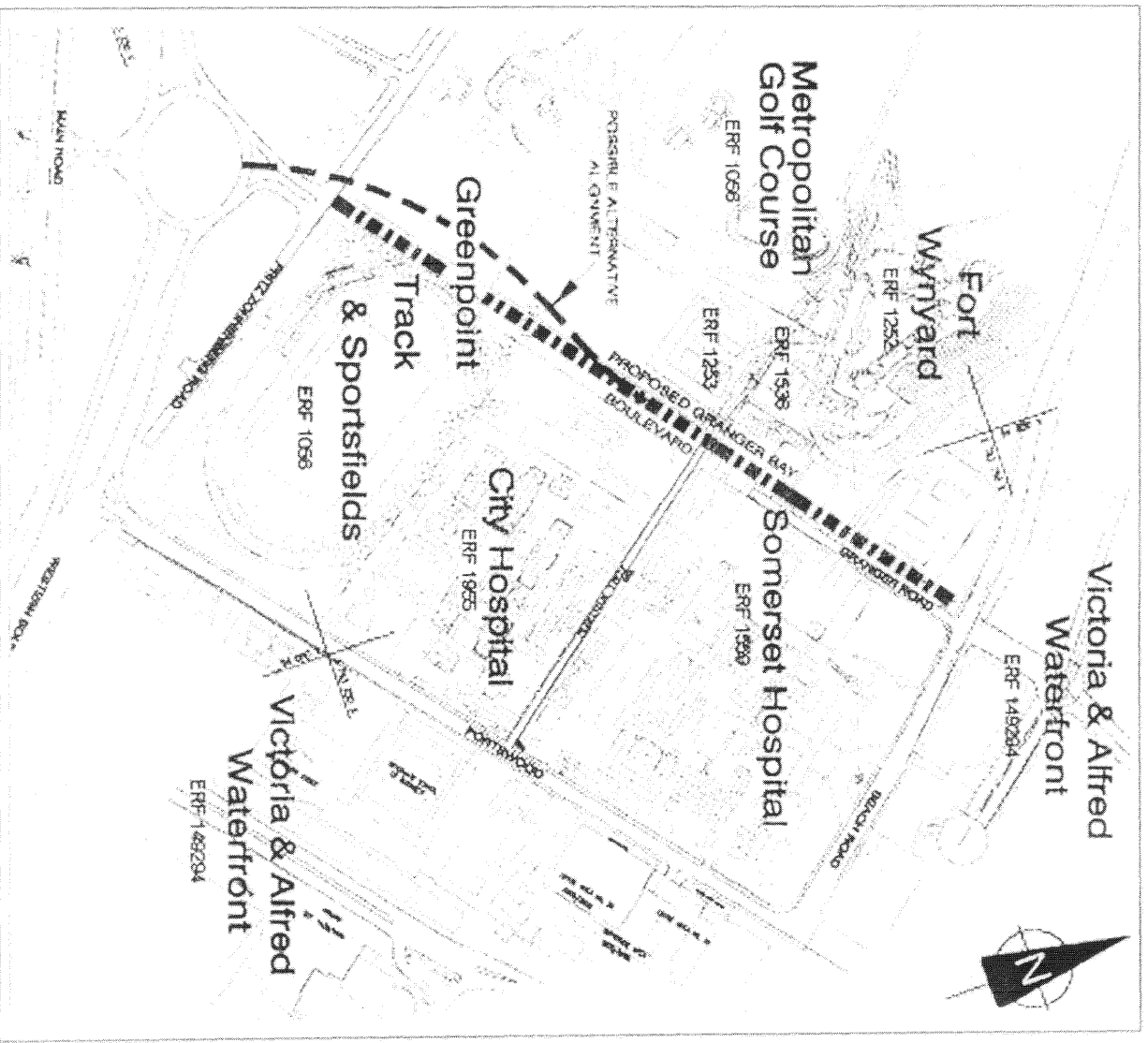


Figure 4: Proposed Granger Bay Boulevard  
Courtesy of the City of Cape Town (Final EIR, Sep 2006)

### C. Proposed upgrade and construction of electrical infrastructure

It is estimated that the new Green Point stadium would require an additional power supply of 10 mega volt amps (MVA). The existing electricity distribution network is not equipped to supply this demand and will therefore require upgrading. This would include the following:

#### *Montague Gardens substation*

- No additional transformers or buildings will be installed or constructed on the substation site.
- Existing 132 kilovolt (kV) circuit breakers will be replaced within the existing building.

#### *Montague Gardens – Foreshore underground cable*

- The existing fluid-filled underground cables from Montague Gardens to Roggebaai substations are over 30 years old and do not have sufficient capacity to supply the demand of the CBD and the proposed new 2010 World Cup Stadium. They will be replaced with new underground cables between Montague Gardens and the new Foreshore substations.
- Two 132kV cables will be installed in a trench 1,3m wide x 1,2m deep.
- A branch of a main electrical power station where electrical current is converted, redistributed, or modified in strength.

#### *Foreshore substation*

- The existing Roggebaai substation houses 33 kV switchgear<sup>4</sup> and transformers. This switchgear is now obsolete and spares cannot easily be procured. The age and the condition of the transformers and the switchgear installed at Roggebaai substation compromises the reliability of the electrical supply in the CBD and consequently the stadium.
- A new 132 kV switching station will be constructed at Foreshore substation behind the existing Foreshore main substation and will replace the functionality of the Roggebaai substation. This switching station will have footprint of 352 m<sup>2</sup>.
- The existing Foreshore main substation is currently supplied at 33 kV and the three existing 20 MVA/6 33/11/66 kV transformers will be replaced with two 132/11,66 kV 50 MVA units installed inside the existing main substation building. Existing 132 kV cables installed in Oswald Pirow Street and down Table Bay Boulevard will be turned into the new switching station.

#### *Roggebaai substation*

- The existing power transformers are 30 years old and are nearing the end of their life. The existing 40 MVA 33/11/66 kV transformers will be replaced with 50 MVA 132/11/66 kV units accommodated within the existing building. The substation will be supplied from the new Foreshore switching station.
- New 132 kV cables will be required between the Foreshore switching station and Roggebaai main substation. The cables will be installed in a trench 0,85m wide x 1,2m deep. One existing 90 MVA 132/33 kV transformer will also be replaced with an identical unit accommodated within the existing substation building.

#### *Koeberg Road substation*

The CBD is supplied exclusively from the existing Montague Gardens substation (Eskom intake point). Any failure of the equipment at Montague Gardens substation or upstream Eskom network will result in extensive supply interruptions in the CBD. An existing gas turbine generator is installed at Roggebaai but it has insufficient capacity to meet security of supply requirements.

In order to provide adequate security of supply to the CBD a new switching station building with a footprint of 352 m<sup>2</sup> will be constructed in the grounds of the existing Koeberg Road substation to accommodate 132 kV switchgear. A 132 kV the feeder cable will be installed, devices used solely to open and close electric circuits, especially one used to control a high current application, electricity devices that transfer electrical energy from one alternating circuit to another with a change in voltage or Current, Mega Volts Amps to foreshore substation. Powerline cable will be installed in a 0,85m wide and 1,2m deep trench.

#### *Green Point Stadium Substation*

The existing network in the area surrounding the proposed new stadium has no spare capacity to supply the anticipated load and a new substation is required to be constructed as part of the stadium complex. The new substation building will have a 352 m<sup>2</sup> footprint for the switching station and 472 m<sup>2</sup> for the main substation. The substation will accommodate new power transformers, high voltage and medium voltage switchgear and associated ancillary equipment. The substation will be supplied from the new Foreshore substation via two new 132kV underground cables. Cables will be installed in imported clean sand surround at 1,0 m depth in a 0,85m wide and 1,2m deep trench. Two 50 MVA 132/11/66 kV transformers will be installed with provision for third unit in the future.



Figure 5: Proposed electrical infrastructure upgrade: Montague Gardens – Foreshore (Final EIR, Sep 2006)

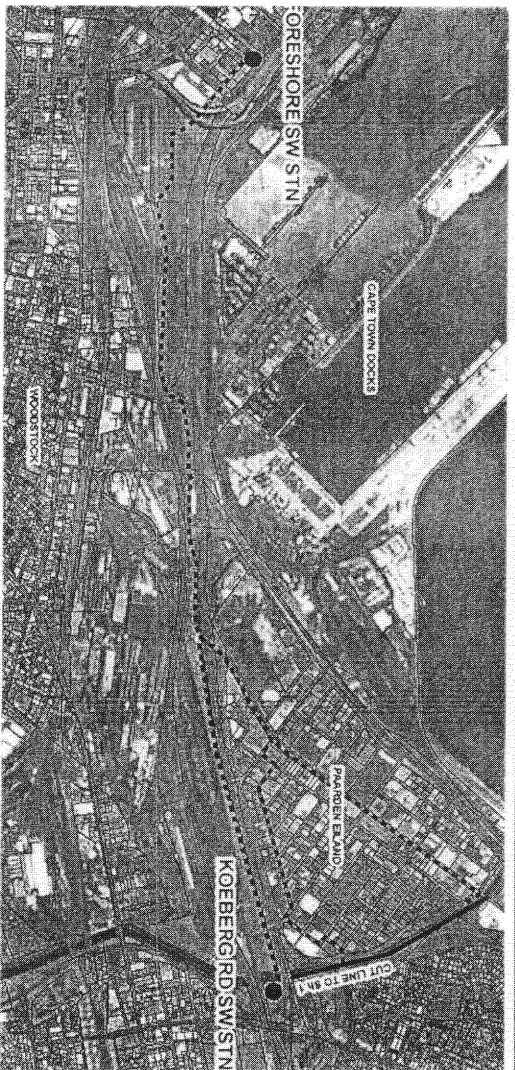


Figure 6: Proposed electrical infrastructure upgrade: Koeberg Road – Foreshore (Final EIR, Sep 2006)

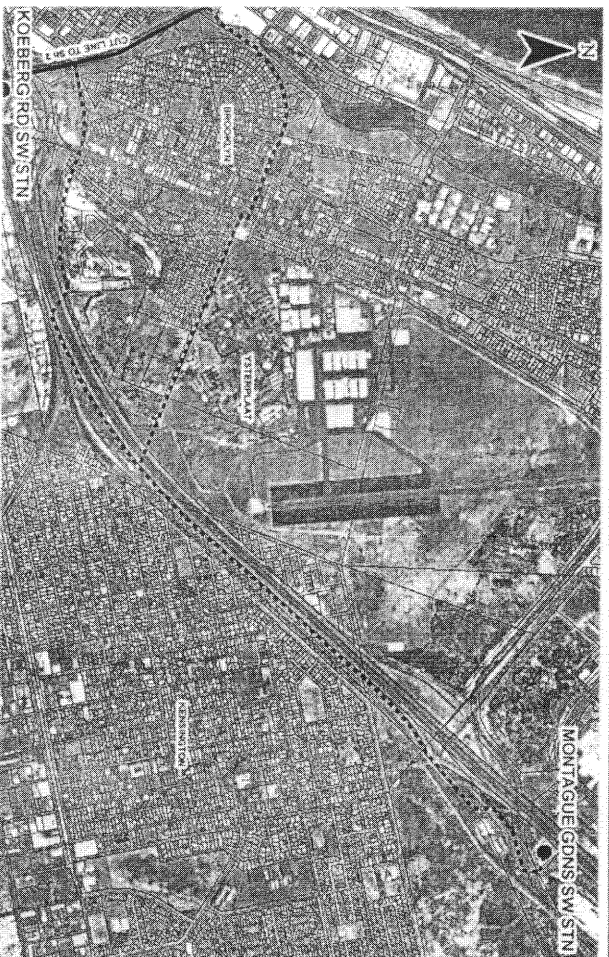


Figure 7: Proposed electrical infrastructure upgrade: Foreshore – Stadium (Final EIR, Sep 2006)

## SECTION 3: CRITICAL REVIEW OF RELEVANT STUDIES & POLICY DOCUMENTS

The policy review identified key conservation principles within existing policy documents that would inform the heritage assessment. A critical review of conservation planning studies and policies relevant to the development application highlighting key implications is herewith provided.

### A. Greenpoint Development Framework

The Green Point Development framework was initiated to address the lack of coordinated policy guidance in directing growth of the Common and addressing issues relating to substantial development pressure as well as underutilization and cost of maintenance to the city. The greater policy framework highlights the opportunity for the Green Point Common as a historic and strategic resource to implement plans consistent with numerous goals and principles related to the benefit of both local and metropolitan residents. The framework develops a vision which includes a number of priorities namely to support the growth of the tourist industry within Cape Town, to reinforce the study area as a public amenity of metropolitan importance, to protect conserve and enhance the environmental qualities of the study area, to preserve celebrate and enhance the cultural and historic elements within the study area, to promote integration within the inner city through the development of the study area and to accommodate quality residential development.

Key implications:

- Higher order facilities should be sensitively accommodated
- Proposals should accommodate public / social spaces offering relief to inner city inhabitants
- Proposals should accommodate sporting facilities of an international status as well as local facilities meeting metropolitan and local sport and recreational needs
- Proposals should be integrated into the environmental network of the inner city
- Proposal should provide for improved organisation of public open space, improved pedestrian and vehicular access and for the identification of land to be made available for commercial purposes
- Major visual axes should be maintained by ensuring that future development does not obstruct such views
- Historic buildings should be preserved and re-used where possible
- A balance should be sought between conservation and development while attempting to achieve equity and sustainability
- Equal access should be provided to a diverse range of facilities and experiences for people of Cape Town and for tourists
- The environmental integrity of the study area must be maintained for future generations. The study area should be financially self supporting through linking private development to management and maintenance of public amenities
- A range of recreational facilities and experiences offering diversity and choice should be provided for
- Recreational facilities should offer more than one function to ensure optimum use and long term use and long term sustainability
- The public realm should be restructured by more efficient relocation/grouping of the recreation facilities
- Proposed development should aim to enhance the scenic, historical and cultural integrity of the study area and restore its degraded areas
- A system of public space and structuring elements that give the study area spatial order and a sense of place should be provided
- Facilities and places of interest should be linked to one another and to the city
- Design and layout of routes should be legible and incorporate appropriate signage
- Pedestrian access should be promoted and enhanced as an alternative to the private car
- Special attributes should be enhanced so as to generate memorable experiences and contribute towards sense of place

The framework allows for growth and adaptation over time as guided by the principles, roles and policies outlined as well as the following elements that support the nature of the proposed development:

- Construction of Granger Road linking Green Point circle and Beach Road as a primary road
- Introduction of a pedestrian and cycle network
- Freely accessible landscaped areas
- Semi-public recreational areas to accommodate sports clubs and network of tree-lined pedestrian pathways
- Commercial and institutional elements as predominantly redevelopment initiatives intended to rejuvenate and revitalize the study area

Commercial land uses proposed at the Old Somerset Hospital, portions of the City Hospital, portions of Green Point Track, the Stadium precinct and Three Anchor Bay

In terms of the above key implications noted, the nature of the proposed development – incorporating mitigation measures – could contribute positively towards the framework for growth as outlined within the development framework. Preliminary issues arising relate to non-compliance in terms of scale, height and massing of an international stadium and associated infrastructural requirements in the interest of policy objectives as studies undertaken were primarily concerned with a local scale level of planning within a fine grained environment. Key concerns are thus linked to loss of public recreational open space, displacement of sporting codes and loss of facilities and precedent for future commercial development on the common.

#### B. Green Point Common Master Plan

The purpose of the report was to recommend a broad master plan for the future of the area and followed on work undertaken on the Green Point and Sea Point Local Area Draft Policy Plan. An inventory of the existing situation was prepared including an analysis of broad patterns of use and development, opportunities and constraints were defined, desirable objectives identified, development of a viable concept to achieve objectives and inform the master plan. General objectives were concerned with the reconciliation of uses of the common as an important metropolitan venue, as a site for a flourishing market, as a space for informal public recreation and to re-establish the Common as an environmentally coherent open space of meadowlands with fields to combine sporting and informal recreational uses in environmental settings.

Key implications:

- Retaining the sports club and their amenities and fields as far as possible
  - Making larger areas of the Common more accessible to the general public, promote a park-like character, attempt to accommodate more recreation uses and promote a coherent image for the Common.
  - Moratorium imposed on further building work on the green part of the Common
  - Vehicular movement and parking on the Common should be rationalized
- In terms of the above key implications noted, the nature of the proposed development does not conform to the master plan and would thus have a negative impact in terms of recommendations put forth within the study.

#### C. Green Point and Sea Point Conservation Study Volume 1

The limited research study intended to contribute to the conservation of individual buildings and features of merit, policy plan for the area and the development of a data base. The sub-studies included historical studies, fieldwork data and significance judgments in the field for buildings and possible special areas.

Key implications:

- Reduction of further loss of historic character and continuing erosion of the Green Point Common as a public space
  - Recommendations for declaration of various categories of resources, conservation / special areas and informal controls
- In terms of the above key implications noted, the nature of the proposed development – incorporating mitigation measures – could contribute positively towards the promotion of the Green Point Common as a public space and the conservation of heritage resources within the surrounding context.

#### D. Green Point and Sea Point Draft Policy Plan

The Green Point and Sea Point Policy Plan comprises a statement of issues facing the study area, an initial articulation of significant attributes of the area across the relevant physical, social and economic dimensions and the formulation of planning policies and proposals to address issues identified. Three overlapping types of studies are incorporated within the plan, namely planning, conservation and design – a number of studies were identified and undertaken, only provisions related to heritage aspects are considered within this review. The aim of the plan is to effectively guide public action and private investment, taking cognisance of the provisions in terms of the Land Use Planning Ordinance (Ordinance No 15 of 1985) and associated time frames.

Key implications:

- Green Point Common is highlighted as an important metropolitan public space used for a variety of recreation activities
  - The plan should be informed by the emerging structure of the City as a whole
  - The character of the Green Point area is derived from the wide range of recreation, entertainment and sporting facilities
- In terms of the above key implications, the nature of the proposed development – incorporating mitigation measures – could contribute positively towards the promotion of the Green Point Common as an important metropolitan public space to be used for a variety of recreation activities taking into consideration the structure of the broader City context.

#### E: Lion's Head and Signal Hill Historical development and existing cultural landscape

The purpose of the study was to provide a brief historical account of the adaptations and developments associated with Signal Hill and Lion's Head, the identification of existing significant elements of the cultural landscape and the identification of primary concerns, issues and problems in the preparation of a policy and landscape management plan. The historical account prepared as part of the study concerned the pre-colonial and colonial background, laissez-faire period and modern town planning period up until the 1940's.

Key implications:

- The conservation, enhancement and recycling of specific sites and structures considered conservation worthy
- Need to develop an overall conception and framework suited to *our time* for the landscape
- Need for a landscape plan that recognizes the two principal juxtaposed domains of urban and wilderness
- Prevention where possible of further development that is damaging to the setting – in relation to views from the Lion Mountain as a cultural resource

In terms of the above key implications noted, the nature of the proposed development would have a negative impact in terms of recommendations and strategies as identified within the study.

## SECTION 4: NATURE OF HERITAGE SIGNIFICANCE

The evaluation of the historical, social, architectural and contextual significance considers the role of the Green Point Common as a conservation-worthy resource within a metropolitan, local and site specific context. The Statement of Significance as contained with the HIA (July, 2006) explores the scenic, contextual, historical and social significance across these scales. The wide range of social histories and symbolic values identified are expressed within the physical fabric of the site, its use, in terms of linkages with other sites and in terms of public memory. It is important to note that values have different meanings for different communities within Cape Town

### A. Significance in terms of categories established within the National Heritage Resources Act

Table 1: Nature of heritage significance	
Categories of significance	Green Point Common context
<p><b>Historical</b> Associated with an historic person or group / Associated with an historic event, use or activity / Illustrates an historical period</p>	<ul style="list-style-type: none"> <li>• Pre-colonial role of the Green Point Common area as a place of occupation by indigenous hunter-gatherer communities and later grazing ground and place of habitation by Khoi herders</li> <li>• Early colonial role of the area as a grazing ground for VOC cattle and as a place of early contact between Dutch settlers and indigenous communities</li> <li>• Historical role of broader context in accommodating a range of uses including Khoi encampment and military purposes over time</li> <li>• Representative of roles and themes which characterise the history of the city, e.g. health care, incarceration, defence, military encampment, recreation, harbour development and burial grounds. Material evidence of these historical roles and themes is in the form of buildings, fortifications, hospitals, prisons, walls, burials, infrastructure, planting patterns, sports facilities within the immediate proximity to the site</li> </ul>
<p><b>Architectural</b> Significant to architectural or design history / Important example of building type, style or period / Possesses special features, fine details or workmanship Work of a major architect or builder</p>	<ul style="list-style-type: none"> <li>• Structures related to the 18<sup>th</sup> Century are limited to the Chavannes Battery, execution grounds at Gallow Hills and the Kyk in die Pot Battery. During British occupation, important sites related to the expansion of the city includes extensive burials, the Old Somerset Hospital, New Somerset Hospital, Alfred Basin and Breakwater, Breakwater Prison, Fort Wynyard, Fever Hospital, Green Point Track, Military War Camp and Prisoner of War camp, the Cape Town – Sea Point railway line and Green Point Common as a site of leisure. The golf course dates to the end of the 19<sup>th</sup> century. During the periods as identified above, from the role of Green Point as a Khoi encampment through to its present day use, a number of key heritage resources within the surrounding context have been identified</li> <li>• The old race stand built in 1851 for the South African Turf Club, was used as the Golf Club house at the start of the 20<sup>th</sup> century and now presently serves as a McDonalds outlet. The late Georgian two storey five-bay core is still intact and has been a familiar landmark on the Green Point Common since the mid 19<sup>th</sup> century</li> </ul>
<p><b>Environmental</b> Contributes to the character of the street or area / Part of an important group of buildings, structures or features / Landmark quality</p>	<ul style="list-style-type: none"> <li>• Strategic location of the site forming part of the amphitheatre comprising Table Mountain, Devils Peak and Signal Hill and the location of the site at a critical juncture at the foot of the system and its interface with the coastline</li> <li>• Strategic role in terms of metropolitan location adjacent to exclusive residential domain, linear bands of mixed use activity, course grained harbour related development and large scale institutional complexes</li> <li>• Contribution to broader townscape qualities within the metropolitan open space system</li> </ul>
<p><b>Social</b> Associated with economic, social, religious activity / Significant to public memory / Associated with living heritage (cultural traditions, oral history, performance or ritual)</p>	<ul style="list-style-type: none"> <li>• The <i>Green Point Track</i> has considerable social-historical value in terms of its enduring role as a sporting facility from the mid 19<sup>th</sup> century. Significance also resides in its role in the racial segregation of sport and its use by the Bo-Kaap &amp; District Six communities during the apartheid era and the potential contribution to social cohesion as a place of recreation and gathering within the inner city. It also has contextual value in terms of its landmark quality at the head of Portwood Road and the rectangular planting pattern of blue gums which have been an enduring feature of this landscape over the last 150 years</li> <li>• Strong associations with public memory related to public use and significance over time</li> <li>• Role of the broader context of Green Point Common as a place of recreation from the 1900's. Although the role as 'public common land' has been reduced over time, the historical landscape is representative of a landscape that has been gradually eroded by change of use over time</li> <li>• The use of part of the common for the <i>Metropolitan Golf Course</i>, which has been in existence for</li> </ul>

<p><b>Technical/ Scientific</b></p> <p>Important to industrial, technological or engineering development / New, rare or experimental techniques / Important to archaeology, paleontology, geology or biology</p>	<p>over hundred years</p> <ul style="list-style-type: none"> <li>• Chavonnes Battery: military installation associated with the Old Somerset Hospital. Was used in isolation and much had been demolished by 1860</li> <li>• Amsterdam Battery: role in positioning and defence of the port</li> <li>• Fort Wynyard: last remnant of a series of defence batteries that stretch along the coastline of Table Bay. The Kyk in de Pot Battery was constructed in June 1795 on a small hill overlooking Granger Bay in response to the threat of an English take-over. Although the Battery was ordered to be dismantled in 1827, it was re-commissioned in 1861 when the American Civil War broke out. The Battery was improved and renamed Fort Wynyard in 1862. It was remodelled again in 1888 and was in active duty until 1958. The relationship and linkages of Fort Wynyard are focused towards the sea along its western boundary</li> <li>• Radar Station (Signal Hill)</li> <li>• Tana Baru Kramat: The rich history of Tuan Guru and the Tana Baru Kramat located within Bo-Kaap relates directly to the granting of religious freedom in 1804 as well as to the establishment of the Dorp Street Madrasah in Bo-Kaap. The site is located within an area of rich heritage and cultural value and is located in close proximity to numerous sites of religious significance. The cemetery possesses significant intrinsic value as it was first used for burials in the eighteenth century and is regarded as the most sacred of Muslim cemeteries in Cape Town. The Kramat forms part of the legendary "Holy Circle of Islam"</li> </ul>
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#### B. Grading of resources in terms of the NHRA

The NHR Act makes provision for a three-tier system for grading heritage resources, namely:

- Grade 1: significant within a national context;
- Grade 2: significant within a provincial or regional context; and
- Grade 3: significant within a local context.

Detailed criteria for determining Grade 1, 2 and 3 heritage resources are still to be formulated in terms of regulations of the NHRA, however, where appropriate this broadly defined grading system has been used.

Heritage resources within the study area are concentrated within the range of Grade 2 and Grade 3 resources in terms of heritage resources and heritage management requirements as outlined within the City of Cape Town Draft Assessment Criteria and the NHR Act. While the grading system implies a hierarchical order of significance, it should relate to varying contexts to which significance may apply, namely national, provincial or local context or to appropriate levels of heritage management. In terms of the NHRA, heritage resources declared National Monuments in terms of the National Monuments Act (1969) are considered as Grade 2 heritage resources or provincial heritage sites. Within the study area, the following Grade 2 resources have been identified:

Table 2: Grading of resources

Grade	Significance	Resources within local context
2	<p><i>Heritage resources with special qualities, which make them significant in the context of a province or a region. To be applied to any heritage resource which is significant in terms of one or more of the criteria as set out in Section 3(3) of the NHRA and / or enriches understanding of the cultural, historical, scientific and social development of the province in which it is situated</i></p> <ul style="list-style-type: none"> <li>• Resources of some architectural or aesthetic merit</li> <li>• Buildings or other elements of some historical or social significance</li> <li>• Buildings or other elements which are landmarks for historical or aesthetic reasons</li> <li>• Resources which are good examples of their period</li> </ul> <p><i>Corresponding in general terms to</i></p> <ul style="list-style-type: none"> <li>• Retention and conservation would significantly enrich provincial or regional heritage</li> <li>• Buildings and sites on the register of conservation worthy resources</li> </ul>	<ul style="list-style-type: none"> <li>• Green Point Track</li> <li>• Chavonnes Battery</li> <li>• Fort Wynyard</li> <li>• Green Point Lighthouse</li> <li>• Green Point Common</li> <li>• The old race stand</li> <li>• Archaeological material in the form of shell middens, historical dumps and artifacts older than 100 years</li> <li>• Historic landscape of the Somerset Hospital and City Hospital, Fort Wynyard and Green Point Track together with the Portwood Road precinct constitutes spatial elements of a 19<sup>th</sup> Century landscape, the gross layout of which is relatively unaltered</li> </ul>



Grade	Significance	Resources within local context
3	<p>Heritage resources worthy of conservation. To be applied to any heritage resource which is significant in terms of one or more of the criteria as set out in Section 3(3) of the NHRA and / or enriches understanding of the cultural, historical, scientific and social development of the locality in which it is situated</p> <ul style="list-style-type: none"> <li>• Resources of lesser architectural or aesthetic merit</li> <li>• Buildings or other elements of minor historical or social significance</li> <li>• Buildings or other elements which contribute to the character of the area</li> </ul> <p><i>Corresponding in general terms to</i></p> <ul style="list-style-type: none"> <li>• Retention and conservation would significantly enrich local heritage</li> <li>• Lesser but still conservation worthy resources</li> </ul>	<ul style="list-style-type: none"> <li>• The use of tree lined avenues, squares and circles as space defining elements of the landscape</li> </ul> <p>Evidence of history of communal use and place of gathering for all sectors of the populace, e.g. grazing grounds, military encampment, sporting events, international fairs, carnivals, concerts, combined with a sense of access, openness and expansiveness. While it is acknowledged that this sense of access and openness has been compromised over time by the alienation of portions of the commonage for "semi-private" sporting facilities and activities, e.g. metropolitan golf course, this is regarded as reversible and does not impact on the long term potential of the Common, in particular, the enduring recreational use of the Common for a variety of recreational activities, (soccer, athletics, bowls, tennis, golf, rugby) and the integrated and overlapping nature of associated facilities</p>

## SECTION 5: IMPACTS RELATIVE TO SUSTAINABLE SOCIAL AND ECONOMIC BENEFITS

### A. Significance rating of potential impacts

Whilst the Social Impact Study addressed issues related to the nature of impacts of the proposed development, ability to relocate, alternative facilities as well as highlighting attitudes to the stadium proposal, the social significance in terms of the criteria as set out within the NHRPA (Act 25 of 1999) were not specifically considered within the brief of such study. In terms of the General principles for heritage resources management as outlined within the NHRPA, *the identification, assessment and management of the heritage resources of South Africa must contribute to social and economic development.* This section thus provides an evaluation of the impact of the development on heritage resources relative to the sustainable social and economic benefits to be derived from the development. The assessment is based on findings of the Economic Impact Assessment as conducted by Independent Economic Researchers and the University of Cape Town as well as the Social Impact Assessment as conducted by Tony Barbour.

Adapted from the Final Environmental Impact Report (September 2006), are the significance ratings of potential impacts in terms of economic, social and heritage aspects.

*Table 3: Significance rating of potential impacts*

Impact	Green Point Stadium			Granger Bay Boulevard		Electrical Infrastructure		Urban Park	
	Alternative 1 Existing Stadium	Alternative 2 Golf course	Alternative 3 No-go	Alternative 1 Straight	Alternative 2 Curved	No mtg	With mtg	No mtg	With mtg
Economic	No mtg	No mtg	No mtg	No mtg	No mtg	No mtg	With mtg	No mtg	With mtg
Social	H-	H+	H-	H+	M+	M+	M+	n/a	n/a
Heritage	VH-	H-	H-	L-N	M+	H-	M-	n/a	M+

The following key points are to be noted within the evaluation of the impact on heritage resources:

- Without mitigation, both stadium alternatives would result in a H- impact in terms of economic considerations, where the associated heritage impacts will also constitute a high negative impact
- Positive economic impacts would only be realized with mitigation measures for each stadium alternative. Similarly, a M- and ML- impact is to expected for Alternative 1 and Alternative 2 respectively in terms of social impacts.
- Based on heritage indicators and mitigation measures outlined within the HIA, the golf course alternative would present a lesser negative impact. In this regard, the golf course site would thus yield less of an impact on heritage resources relative to economic and social considerations
- The no-go alternative would result in M+ impacts in terms of potential social, economic as well as heritage consideration only should mitigation measures be effected
- The economic benefits to be realized in terms of Granger Bay Boulevard are M+ for both the straight and curved alignment; however, a more positive impact in terms of social impacts would be realized with mitigation measures implemented for the straight alignment
- The straight alternative incorporating mitigation measures would yield less of a negative impact in terms of heritage considerations, namely M+ as opposed to M- in the case of the curved alignment. Thus, the straight alternative of Granger Bay Boulevard would yield less of an impact on heritage resources relative to economic and social considerations
- The economic impacts were not considered for the urban park, however, the assessment of the potential impacts in terms of social and heritage reveals that a M+ impact can be realized for the urban park with mitigation measures effected

### B. Key findings of Economic Impact Assessment (Independent Economic Researchers, September 2006)

*Note: Cost and benefits are divided into direct financial costs and benefits and broader economic or societal costs and benefits. Consideration of both financial and broader economic aspects is required in order to assess overall desirability of the project. All costs and benefits have been assessed relative to the do nothing alternative.*

- A financial analysis took into account all construction and operations costs and all financial revenues. At a 4% real discount rate, the Green Point Stadium alternative showed a negative net present value (NPV – i.e. the present value of revenues/benefits minus the present value of construction and operational costs) of between -R2.4 billion and -R2.6 billion

for the base revenue scenario while the do nothing alternative generated a negative NPV of -R430 million. These amounts represent the present value of the subsidy that would be required from government (local, provincial and national) and/or business for the each option to break even.

- For the base revenue scenario, a new stadium would displace some events away from existing municipal venues in Cape Town. This displacement effect increases the negative NPV of the Green Point Stadium alternative slightly. A similar result occurs if post-2010 the stadium fails to generate the anticipated revenues (the low revenue scenario). Although it should be possible to cover ongoing operational costs with operational revenues for both alternatives, the potential financial risks of not doing so are higher for the two Green Point Stadium alternatives.
- The present value of additional local tourism expenditure adjusted for leakages from the World Cup is estimated at between R310 million and R340 million for the base scenario, and between R170 million and R210 million for a low scenario. Approximately 70% to 85% of this expenditure would be associated with games before the semi-final and would thus still accrue in Cape Town in the do nothing scenario.
- Estimates have not been generated for additional tourism expenditures from events after the 2010 World Cup that would not have come to Cape Town without the new stadium because it is neither clear what other events the stadium may attract to Cape Town, nor when they might take place.
- Currently the green open space on the Common is not being optimally used. If adequately subsidized, the Green Point Stadium alternative presents an opportunity to upgrade the area, establish an urban park and consolidate the currently fragmented usage of the Common. From this perspective the existing stadium site is preferred for stadium construction. It allows continuation of the Common's existing use for all sports codes without requiring the additional expenditure on re-establishment of green space that the golf course site would require.
  - If done properly (i.e. if the stadium, precinct and urban park are well designed, constructed and operated, thereby offering significant added amenity value), the improved local amenity associated with the project should exceed any potential increases in negative impacts (i.e. visual, noise and traffic impacts) beyond those associated with the existing Green Point stadium and facilities. This should yield a positive impact on local property values with a medium level of significance on the existing stadium site, and a low to medium significance on the golf course site.
- Stadium construction at Green Point would result in a highly significant stimulus to a variety of sub-sectors: e.g. building, construction, civils, landscaping, industrial machinery, structural metal products, wholesale and retail trade, brick making, accommodation, transport, food, entertainment (including performances by locals), souvenirs (incl. local crafts), personal services, safety and security, event management, advertising (many firms would probably launch campaigns with the World Cup as a theme) and support services. The benefits of such an economic stimulus would be felt in the whole of Cape Town and to a lesser degree throughout the province.
  - Increases in local production (Gross Geographic Product for the province) would be highly significant during construction due to the large spending injection involved at Green Point. If spending on operations and by tourists associated with the World Cup are added, the resulting contribution to GGP has a present value of approximately R1,075 billion for the low scenario and R1,1 billion for the base scenario.
  - The key difference between the expenditure benefits associated with the construction of Green Point and the do nothing alternative is that Green Point presents the opportunity to leverage greater funds from the national government.
  - From a City and provincial perspective, an adequately subsidized new stadium at Green Point would thus entail greater expenditure related benefits.

There are a number of reasons for the city to subsidize the construction of a new stadium. The potential for increased financial benefits (which would be minimal if they accrued at all) is among the weakest of these; rather the decision to subsidize should be based on a careful consideration of broader economic benefits and other factors which include:

- The potential for the stadium, precinct and urban park to result in positive amenity benefits that outweigh negative nuisance impacts for local residents.
- The opportunity it presents to attract added tourism expenditure including additional tourist spending post-World Cup (if the stadium hosts events that would not have otherwise come to Cape Town). Note that for the purposes of the World Cup, benefits above those provided by the do nothing alternative are limited to the semi-final match and are of low to medium significance particularly when compared to the added costs involved (i.e. the costs of Green Point Stadium versus the upgrading of Newlands)

- Other potential benefits, not quantified here, such as increased civic pride and city-wide amenity beyond what is already offered at the existing stadium. Note that increased civic pride could have an unquantifiable knock-on effect by increasing overall business confidence in the city.
- The potential to leverage added funding from national government.

C. Key findings of Social Impact Assessment (Tony Barber Environmental Consultants, September 2006)

The Draft Scoping Report (The Environmental Partnership, April 2006) lists a number of potential benefits associated with hosting a semi-final in Cape Town that would accrue to Cape Town regardless of the location of a venue capable of hosting a semi-final. In addition, Cape Town is already an internationally recognized world-class tourist destination. However, the Green Point Common option does have a number of potential advantages that apply to both the 2010 World Cup and events thereafter. These advantages are linked to the location and setting of the Green Point Common within the Cape Metropolitan Area and include:

- The proximity of the Green Point Common to the Central Business District (CBD) and existing transport and infrastructure
- The setting of the Green Point Common with Signal Hill and Table Mountain as backdrops and the Atlantic seaboard to the north
- The proximity of the Green Point Common to the V & A Waterfront, CBD, Somerset Road, Sea Point, Granger Bay, Mouillie Point and Camps Bay

The creation of a stadium that is an attractive venue for functions and matches will also be enhanced by the development of a safe and accessible Urban Park on the Green Point Common. The decision to develop or not develop a stadium on the Green Point Common will not impact negatively on the nation building benefits associated with hosting the 2010 World Cup. The proposed sports and commercial activities associated with the stadium precinct will also create a potential opportunity for the development of a dynamic environment that is attractive to visitors and the residents of Cape Town.

In terms of comparing the two stadium alternatives, the findings of the study indicate the following:

Table 4: Comparison of impacts for the stadium alternatives (social impacts)

Loss of public recreational open space	Green Point Common Likely to result in loss of public open space	Metropolitan Golf Course Potential to create additional public open space by freeing up land currently used exclusively for golf
Displacement of existing sporting codes and loss of facilities	Likely to affect AFC, Green Point Cricket Club and Hamletons	Will result in closure of the Metropolitan Golf Course and the end of golf on the Common
Reduction in space available for sporting codes on the Common	Likely to result in loss of available space of existing sports codes	May create additional space for existing sports codes by freeing up land used exclusively for golf. This would be at the expense of the Metropolitan Golf Course and its members.
Precedent for future commercial development on the Common.	Same potential to set precedent	Same potential to set precedent

Despite the advantages of the Metropolitan Golf Course option in terms of the potential increase in recreational public open space and land available for other sporting codes this will be at the expense of the continued existence of the golf course. In the case of the Green Point Stadium option none of the existing sporting codes, including the Metropolitan Golf Club, will be displaced from the Common.

The findings of the study indicate that the establishment of an Urban Park is supported by the majority of stakeholders. The potential benefits associated with a well-designed and maintained Urban Park are linked to the provision of a safe and accessible green open space within a built up area that is close to the CBD and all the associated physical and psychological benefits that such a space provides. The people and organizations that stand to benefit from such a space include:

- Local residents. Not only will they be provided with an accessible and safe open space, but it is also likely have a positive impact on surrounding property prices
  - Broader public in the Cape Metropolitan area
  - People who work in the vicinity of the park
  - Employers whose employees have access to the park
  - Visitors
  - Tourism industry and local business
  - The City of Cape Town
  - Spectators attending events and matches at the proposed new stadium
- The proposed establishment of a new stadium on the Green Point Common for the 20120 World Cup provides a potential catalyst for the establishment of an Urban Park.

The strategic importance of the Granger Bay Boulevard road is linked to its ability to:

- Provide access to the redevelopment of the City and Somerset Hospital precincts and emergency access to the new proposed hospital in this precinct
- Provide an alternative access to the V&A Waterfront. This will take pressure of Portswood Road that currently provides the main access to the V&A and is operating at full capacity. Widening of Portswood Road is not possible due to heritage and planning constraints
- Provide an alternative access to the V&A Waterfront via Beach Road
- Relieve the traffic on Beach Road by providing access from the V&A Waterfront to the Western Seaboard area

## SECTION 5: NATURE OF HERITAGE IMPACTS

Heritage impacts associated with the proposed re-development of Green Point Stadium and associated infrastructure relate to enhancement of the public realm, metropolitan role in integration of recreational facilities, contextual and iconic design concepts, bulk and massing, contribution to public realm, concealed lighting and limited use of reflective materials, multi-functional use, minimal severance and consistent land use patterns, enhancing linkages, retention of existing structures and features, visual-spatial significance and archaeological potential. For the purposes of the supplementary report, the nature of heritage impacts focuses on the visual-spatial significance and the statement of impacts as described within the Visual Impact Assessment as conducted by CNDV Africa (September 2006).

### A. Statement of Visual Character

The statement of visual character as contained within the HIA (July, 2006) has been assessed in terms of the visual impact ratings as outlined within the Visual Impact Assessment conducted for the Green Point Stadium re-development (CNDV, Sep 2006). The visual impact intensity is displayed within Figures 9 and 10 (in terms of shading). The accompanying table assesses the macro and local contexts including views from the Table Bay as such visual character analysis is crucial within the highly visible receiving environment and where the scale of the project is such that it will be highly visible.

**Table 5: Statement of visual character and associated visual impact rating (for proposed stadium)**

Scale (and views from)	Role	Visual qualities	Heritage issues	Visual impact rating (intensity and status) Note: no-go as neutral
<b>Metropolitan Scale</b>				
The site is prominently located at the northern tip and base of a strong natural landmark system comprising Table Mountain, Lion's Head and Signal Hill. The toe of this system has direct connection with the coastline forming a highly distinctive amphitheatre quality of mountain and coastline				
<b>Local Scale</b>				
Due to the specific topography, particularly the toe of the hill, flat plain and coastline, a banding of activities has tended to occur made up of distinct precincts bisected by routes. These precincts express themselves with different degrees of clarity, e.g. the strict geometry and compartmentalisation of Green Point Track and playing fields framed by gum trees, the framed quality of Somerset Hospital bounded by walls and the grid iron pattern of the historical precinct to the south of Beach Road				
<b>Table Bay</b>				Alt 1: L / M- Alt 2: L / H- No-go: L / M
<b>North-facing upper slopes of Signal Hill</b>	Strong visual landmark, part of surveillance network, recreation	Sparse, open exposed quality. Strongly defined by the crest of the hill and the line of gums at the interface between the CPNP and urban residential development.	Common forms a green foreground to a natural landmark A combination of Signal Hill, Common and coastal walk forms a gradation of recreational related spaces.	Alt 1: L / M- Alt 2: L / M- No-go: M / L
<b>North-facing lower slopes of Signal Hill</b>	Residential precinct for wide range of income groups	Fine grained predominantly residential development	Common plays a qualitative role in providing a setting for a habitat of historical significance	Alt 1: L / M- Alt 2: L / M- No-go: M / L
<b>Historical movement corridor</b>	Linkage between Central City and western seaboard and location for higher order activities	Formed originally by the tramline and main road and subsequently by the western boulevard	Common performs a green edge condition to this seam and contributes to the integrated/multi-functional role	Alt 1: H / VH- Alt 2: H / VH- No-go: M
<b>Waterfront</b>	Originally harbour and defence related now predominantly commercial, residential and recreational	Activities are large scale in nature primarily in terms of the footprints established	Common provides a visual green frame and sense of contrast to and escape from a high activity zone	Alt 1: M- Alt 2: H- No-go: VL / L
<b>Somerset Hospital Precinct</b>	Health-care facility from the mid 19 <sup>th</sup> century and now proposed mixed-use facility including residential, office activity and retained health facility	Large block building forms with strong landmark qualities with smaller grained buildings between larger structures	Common provides the social context to the historical hospital role, i.e. health reasons for hospital location on the fringes of the city	Alt 1: L / H- Alt 2: L / H- No-go: L / M

<i>Fort Wynyard</i>	ortification as part of a line of coastal defence and now a historical, visual, heritage and recreational resource.	Strong green visual landmark quality formed by green mound at entrance to Somerset Hospital and Waterfront	Common provides green setting to a site providing a strategic defence position at gateway to the harbour	Alt 1: L / H- Alt 2: L / H- No-go: L / M
<i>Green Point Common</i>	Historical grazing ground and horseracing, regatta and venue for large events.	Large expansive poorly defined green space. Insular quality of spaces and lack of visual cohesiveness and continuity	Green open space forming a green counterpart of the urban qualities of the Green Parade	Alt 1: H- Alt 2: H- No-go: M
<i>Beach Road Corridor</i>	Residential with retail at ground/recreation at ground level. W edge defined by private marina, comm component and public slipway	Continuous urban wall, increasingly high rise with limited visual linkages between green open spaces to the north and south	Common provides green relief to an urban wall effect	Alt 1: VL / H- Alt 2: VL / H- No-go: VL / M
<i>Promenade</i>	Historically place of surveillance and look out point	Combination of seawall to the west and natural rocky coastline to the east. Open, stark quality.	Linkage between internalised green space of common and recreational opportunities afforded by the coastline	Alt 1: VL / H- Alt 2: VL / H- No-go: VL / M
<i>Site Scale</i>	Besides these metropolitan landmark buildings a hybrid of structures is evident, predominantly in the form of medium to high-rise apartment blocks which frame the common			Alt 1: L / VH- Alt 2: L / VH- No-go: VL / M

**B. Key findings of Visual Impact Assessment (CNDV Africa, September 2006)**

- The "viewshed" refers to the theoretical outer-most extent or area from which a site may be seen. It must, however, be remembered that visibility could be obscured in reality by objects within the viewshed such as existing buildings, trees, lower ridges, outcrops and other geographical or natural features, and also mitigated by distance where an object can visually blend into its background or be completely lost to sight. The viewshed for the proposed existing stadium site is included as Figure 8 within this report and the viewshed for the proposed golf course included as Figure 9.
- The shading represents the area from which the stadium could be visible. It is likely that steeper areas will afford more significant views because the local development and vegetation falls away from the view site more quickly than in flatter areas and therefore affords less shielding ability. In areas that are flatter, the local development and vegetation can more easily shield an object from view.
- Figure 10 shows the 'view shadows' that will be created when viewing the stadium from four viewpoints, namely: From Signal Hill, From the height of the urban edge, i.e. the upper boundary of the last row of erven against Signal Hill, From the top of the building along Main Road that falls on the section line used for this drawing, (from the top of signal Hill through the centre of the stadium,) and From Beach Road. The 'view shadow' is the portion of the existing view that is blocked by the proposed stadium.

**Significance of the Visual Impact**

This rating combines the ratings for the extent of the impact, the duration of the impact and the intensity of the impact to arrive at a rating for the impact as a whole.

**Existing Stadium site**

- The significance of the visual impact is expected to be high to very high, this site having more potential to change the visual attributes of the common and surrounding area than the golf course site.
- During the construction phase the significance of the visual impact will be very high.

**Golf Course Site**

- The significance of the visual impact is expected to be high, this site having less potential to change the visual attributes of the common and surrounding area than the existing stadium site.

*'Do-nothing' option – existing stadium*

- The significance of the visual impact is medium.

*From Table Bay*

- Existing Stadium site: Low to medium visual intensity depending on position/proximity to shore
- Golf Course Site: Low to high visual intensity depending on position
- 'Do-nothing' option – existing stadium: Low to medium visual intensity depending on position

*Granger Bay Boulevard*

- In general, the intensity of the visual impact caused by the construction of the road will be low for most areas. There may however be a high intensity impact to some of the buildings adjacent to the road. This intensity will fall off quickly with increased distance from the road itself and the shielding of intervening structures.

*Urban park*

- The visual absorption capacity is high because of the similarity of the proposed development to the present nature of the area. The proposed urban park will be entirely appropriate when compared with the present usages of the area. The intensity of the visual impact is expected to be low for all areas because of the similarity in use between the present usage and the proposed usage. As the overall significance of the visual impact for the urban park is expected to be low and the status of the impact is expected to be positive the mitigation measures are seen in terms of enhancing the positive aspects of the park rather than mitigating the potential negative visual impacts.
- The redevelopment of the common into an urban park is seen as the one factor that will add a positive visual impact to the project. The proper design and implementation of the urban park is therefore very important and should be seen as an offset to the high visual impact that will be incurred by the stadium.

*Associated infrastructure*

- The development of Granger Bay Boulevard and the upgrading of the electrical infrastructure should not add to the overall visual impact of the project provided that the Green Point substation is sited within the podium or stadium structures.



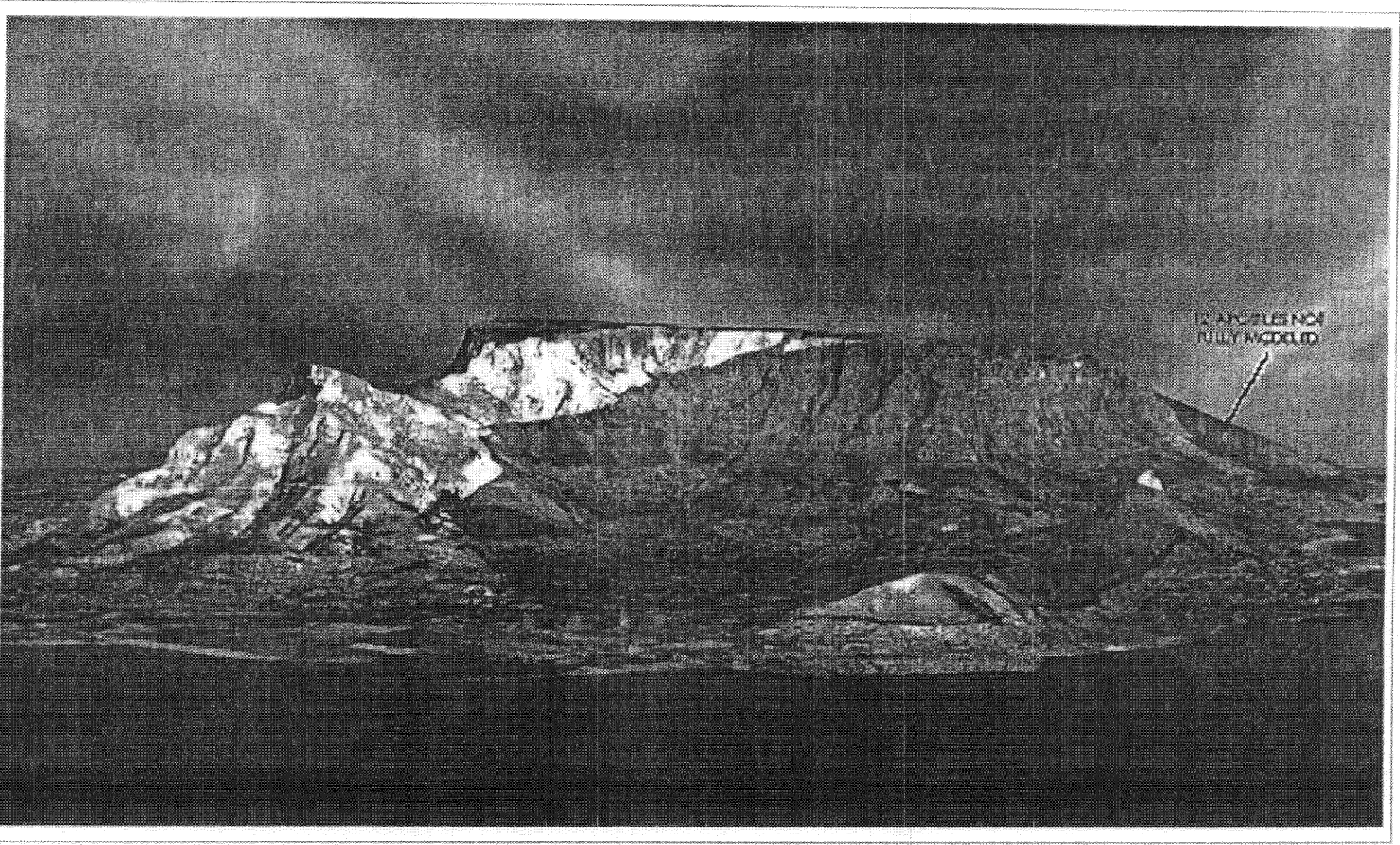


Figure 8: Proximate viewshed – Existing Stadium site – Aerial View  
Areas tinted red are areas from which views of the stadium may be possible (VIA, Sep 2006)

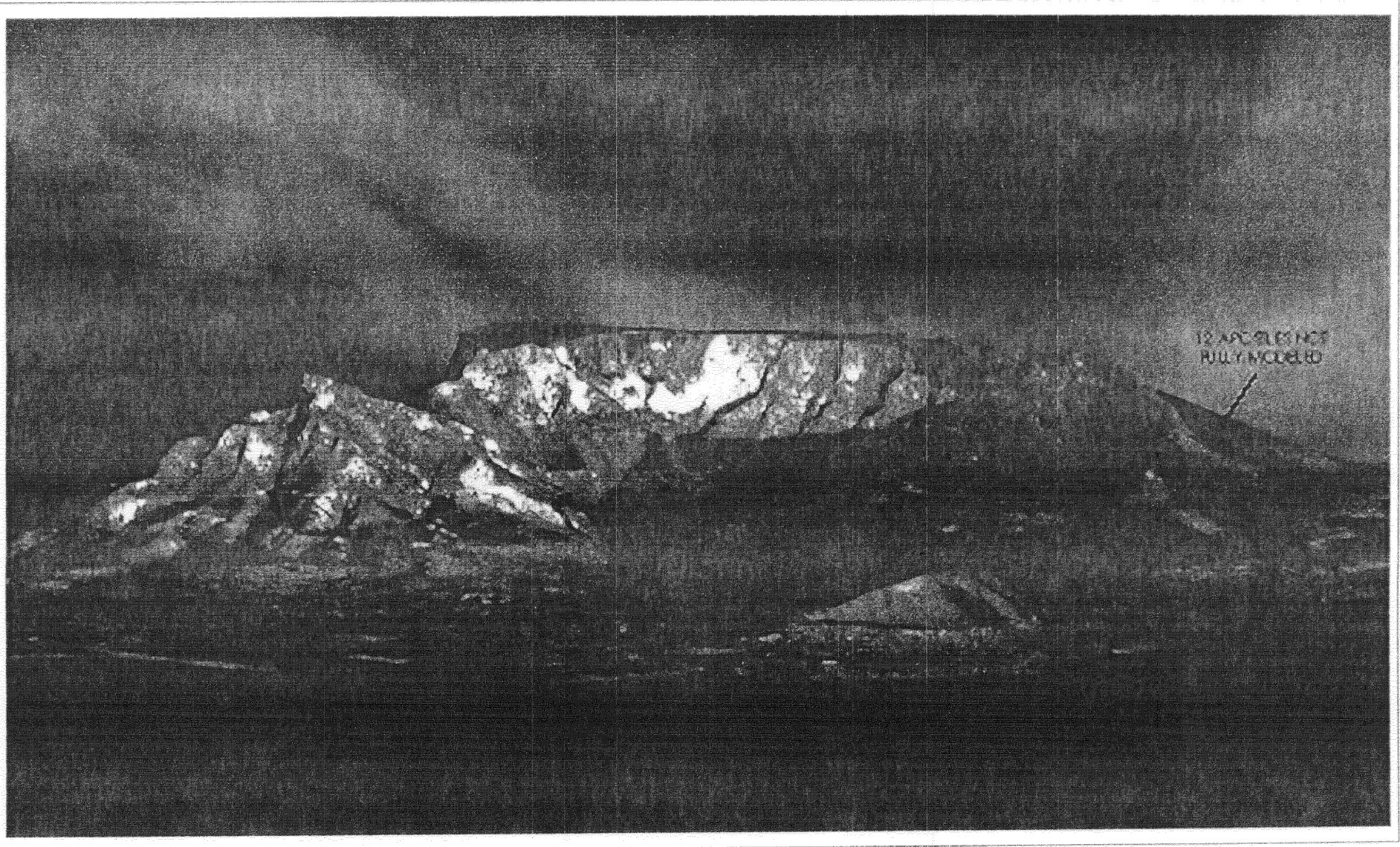
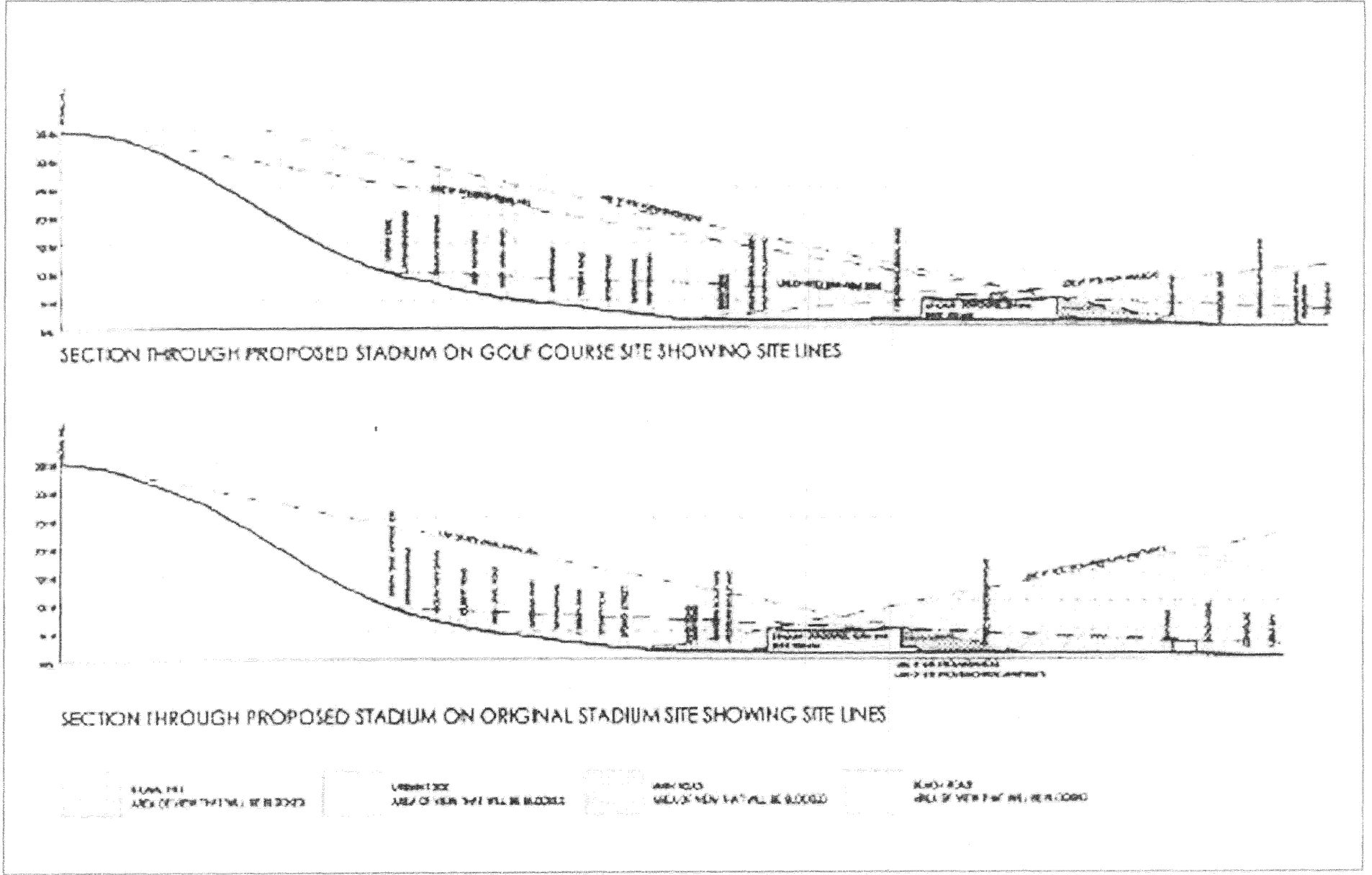


Figure 9: Proximate viewshed – Golf course site – Aerial View  
Areas tinted blue are areas from which views of the stadium may be possible (VIA, Sep 2006)

Figure 10: Sections through proposed stadium alternatives showing sight lines  
Areas tinted blue are areas from which views of the stadium may be possible (VIA, Sep 2006)



### C. Statement of Impacts

The relationship between different heritage contexts, heritage resources likely to occur within these contexts and likely sources of heritage impacts / issues in terms of the Guidelines for involving heritage specialists in EIA processes (Baumann & Winter, 2005) relevant to the proposed development and context, are considered relative to the proposed re-development alternatives and depicted within the accompanying table. The intensity of likely sources of impacts are based on the assessment of impacts in relation to heritage indicators identified, specific interventions and the nature of proposed interventions as described within the heritage impact assessment.

*Table 6: Intensity of likely sources of impacts within specific heritage contexts*

Heritage context	Heritage resources	Sources of heritage impacts / issues	Impacts in terms of proposed development						
			Existing Stadium alternative	Golf Course alternative	No go option	Existing stadium site urban park	Golf course site urban park	Granger Bay Boulevard	Electrical infrastr upgrade
Historical structures Formal public spaces		Loss of historical fabric or layering related to demolition or alteration work Loss of urban morphology related to change in patterns of subdivision and incompatibility of scale, massing and form of new development Loss of historical patterns of public access and use related to privatisation of public spaces Loss of historical architectural character related to incompatibility or architectural treatment and use of materials	H / M-	M / H-	M-	M / L-	L / M-	M / L -	n/a
Associated landscape context	Sites associated with public memory	Loss of historical fabric or context Potentially conflicting and / or incompatible new uses resulting from inadequate understanding of social values Lack of public access due to privatisation of public spaces	H / M-	M-	M-	M / L-	L / M-	M -	n/a
Scenic / Visual Amenity Landscape Context	View sheds View points Views to from Gateway conditions Distinctive landscape conditions	Visual intrusion into view corridors Inappropriate development adjacent (within view of) scenic routes Inappropriate changes in use in contrast to regional character Disruptions of scenic network related to severance of linkage routes	H-	M-	n/a	M-	L -	L / M+	n/a

The potential negative impacts of each alternative in relation to heritage indicators and the statement of significance were identified within the heritage impact assessment. The following mitigation / enhancement measures were recommended with specific reference to the visibility of the proposed stadium based on siting and distance from significant heritage resources:

#### Existing stadium alternative

- The redesign of the terraces and the north-western extremity of the concourse on the golf course should result in increased visual permeability across the common from all areas to the south of the common, including Main Road and Western Boulevard, and also aid in preserving the visual integrity of the common

- As a general principle no naked light source must be seen from anywhere outside the complex. This applies to both the lights used to light the pitch and also all other lighting in the complex. Only reflected light should be visible by viewers away from the complex itself.

- Light sources must be placed in such a way, or shielded, so as to provide light only to the area that needs to be lit. All light spillage and pollution must be minimised. Light sources must not be directly visible from Signal Hill and Table Mountain, or from the more elevated positions within Green Point.
- Up-lighting onto the outside of the buildings, while perhaps necessary during festival occasions, needs to be used sparingly because of the potential visual impact on the surrounding residents.
- Lighting on the concourse and other open public areas should be by shielded down-lighters which are wall mounted on surfaces where possible.
- All landscaping associated with the stadium must relate to the landscaping and design for the urban park. This applies to the hard landscaping, lighting fixtures, street furniture, signage etc. as well as to the plant species used general landscaping character

#### *Golf course alternative*

- The terraces be made to tail off towards Western Boulevard and the section of terraces that runs parallel to Western Boulevard be excluded.
- That the sculpture deck be reconfigured so that the area raised above existing ground level areas are consolidated / reduced so as to open up views across the common from Western boulevard to an even greater degree than exists at present and minimising the intrusion of the raised structures into the area of the common

#### *Granger Bay Boulevard*

- It is recommended that the possibility of establishing an interactive public edge to the proposed stadium be investigated and that the visual permeability of the edges of Green Point Track be enhanced
- Tree planting occur on either side of the proposed boulevard with a double line along the commonage edge, in conjunction with retaining as much of the mature vegetation as possible along the proposed boulevard. The landscaping theme and plant list must reflect the overall theme of the landscaping in the urban park and stadium complex.
- It is recommended that alternative venues be found for the two Green Point Track practice fields compromised by the boulevard.
- The grand portal and gateway proposals are to be finalized and assessed in terms of heritage indicators as identified
- In terms of how the proposals relate to the Somerset Hospital and City Hospital sites, no additional mitigation or enhancement measures are required from a heritage perspective.
- Facilitation of pedestrian movement and comfort along the proposed boulevard. Finishes including street furniture, lighting, fencing and signage should not conflict with the existing surrounding environment in attempts to match similar areas in the stadium complex. Demarcation of specific forecourt areas and clear identification of such areas would minimize intrusive risks. Sidewalks and cycle paths should be designed so as to moderate speed along the boulevard.

#### *Urban Park*

Ensure a balance between natural landmarks features in terms of the relationship between components such as Signal Hill, the Common and the coastal promenade. Thus, the proposed urban park should complement such relationships through appropriate landscaping and scales of intervention

## SECTION 6: CONCLUSION

The key findings reveal a number of medium to high negative impacts and a number of low to medium negative heritage impacts to be derived from the redevelopment proposals with regards to the proposed stadium and associated infrastructure for the Stadium alternative 1: Existing Stadium Site and Stadium alternative 2: Golf Course respectively. A number of potential medium negative impacts and issues were identified within the HIA, including issues relating to the visual impact and opportunities for the interpretation of the historical significance within the broader site context.

Due to time constraints, the planning and assessment stages of the project were truncated and the assessment process run concurrently with the planning and design process. Assessments were thus based on available design information. Although only limited information as to the final design and finishes of the stadium itself were available, it has been assumed that the information received from urban designers Comine/Wilkinson concerning the shape and massing of the overall structure as represented for both of the assessment sites was fixed. The qualitative assessments which are affected by considerations such as colour, finishes and texture are thus to be amended as the information becomes available.

The historic analysis and historic progression of the Green Point Common relates specifically to its ability to accommodate and absorb change. Thus, the ability of the Green Point Common to accommodate another layer within the townscape is directly associated to issues of progression and the determining of the next layer of historic layering. The historical recreational role of the common is reinforced by the proposed stadium development in terms of its sporting heritage and the progression from one of the first sporting areas in Cape Town to a site containing a facility of broader national and international significance and thus, contributes positively towards the notion of historic layering of the common.

The relationship between the significance of the heritage context, the intensity of development and the significance of heritage impacts to be expected can be summarized as follows for each proposed stadium alternative:

*Table 7: Negative heritage impacts expected*

	<i>Heritage context</i>	<i>Type of development</i>	<i>Heritage impact expected</i>
<i>Stadium alternative 1 Existing Stadium Site</i>	High intrinsic, associational and contextual heritage value within a metropolitan context	High intensity development	Very high heritage impact expected
<i>Stadium alternative 2 Golf course</i>	High intrinsic, associational and contextual heritage value within a local context	Moderate intensity development	High heritage impact expected
<i>No-go alternative</i>	High intrinsic, associational and contextual heritage value	Minimal intensity development	Little or no heritage impact expected

In considering the implementation of mitigation measures and the benefits to be derived from the proposed development, the following table provides an indication of the overall key finding in terms of heritage benefits to be derived for each proposed stadium alternative relating specifically to positive impacts within the heritage context:

*Table 8: Positive heritage impacts expected*

	<i>Heritage context</i>	<i>Type of development</i>	<i>Heritage impact expected</i>
<i>Stadium alternative 1 Existing Stadium Site</i>	High intrinsic, associational and contextual heritage value within a metropolitan context	High intensity development	Little or no positive heritage impact expected
<i>Stadium alternative 2 Golf course</i>	High intrinsic, associational and contextual heritage value within a local context	Moderate intensity development	Moderate positive heritage impact expected
<i>No-go alternative</i>	High intrinsic, associational and contextual heritage value	Minimal intensity development	Little or no positive heritage impact expected

Based on the findings of the assessment and comparative analysis, the preferred alternative of the proposed stadium is the Alternative 2: Golf course as the alternative will result in a lower visual impact as well as a higher positive response to heritage indicators as identified. The no-go option will result in no additional impacts in terms of the existing stadium but will result in a low-medium negative impact in terms of any potential positive heritage impacts to be derived from the proposed redevelopment of the stadium. The very high negative impact thus relates to negative impacts on the public realm in terms of historic and public values of the Green Point Common and the encroachment onto the common of the existing stadium alternative.

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