

FOOTBALL PITCHES

GREEN POINT COMMON

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HERITAGE IMPACT ASSESSMENT

submitted in terms of section 38(4) of the National Heritage Resources Act

prepared for

PLANNING PARTNERS

19 August 2015 (8 April 2015)

vidamemoria heritage consultants

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REMAINDER ERF 1056
GRANGER BAY BOULEVARD, GREENPOINT

Executive summary

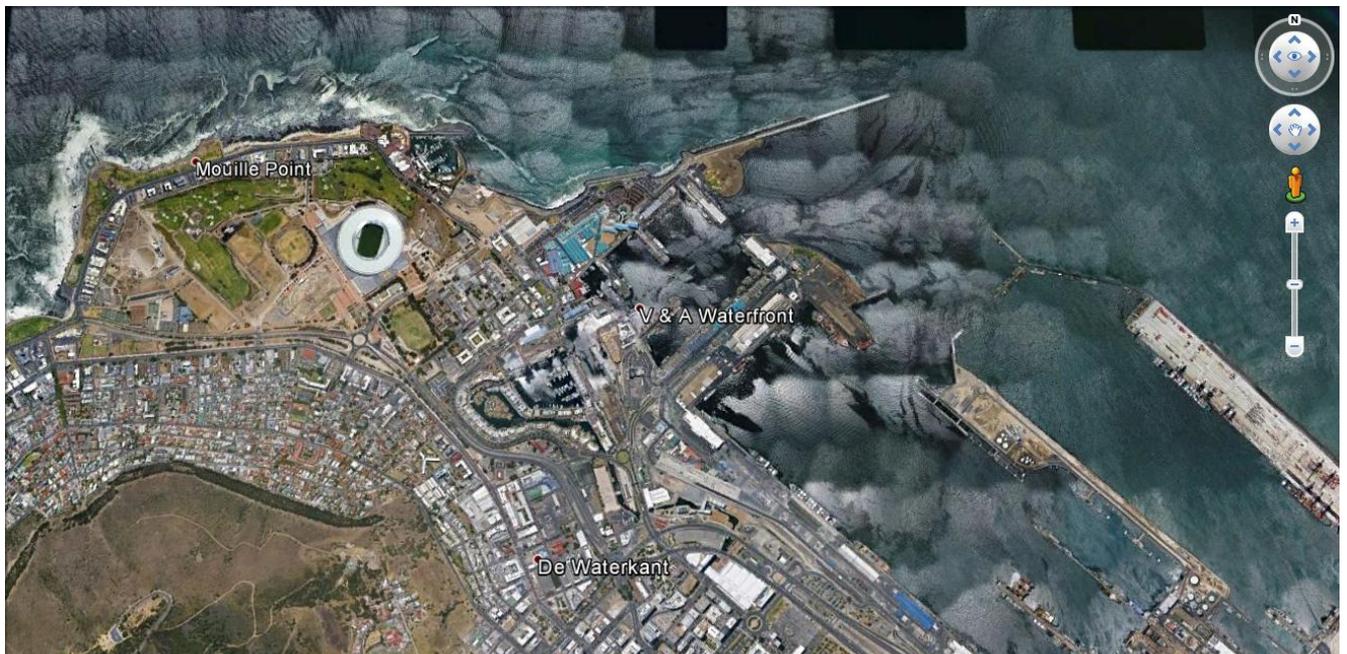
1. Site Name

Remainder Erf 1056, Cape Town. The site considered for assessment is referred to as the Granger Bay Boulevard site.

2. Location

The site is located on portion Remainder Erf 1056, Cape Town. This land unit comprises the Somerset precinct and contains multiple uses such as the Cape Town Stadium, the Green Point Urban Park, Metropoli Golf course and the Green Point Track. The subject of this study is the Granger Bay Boulevard site. GPS coordinates are 33.54'20.35"S 18.24'42.63" E.

3. Locality Plan



Locality Green Point Stadium, Cape Town



Granger Bay Boulevard precinct for consideration within this assessment indicated in yellow

4. Description of Proposed Development

It is proposed to optimise opportunities and marketability of the stadium precinct to ensure and secure an income stream for economic and environmental sustainability. This is to be achieved through amending existing planning statutory conditions pertaining to the development of the Granger Bay Boulevard site. It is proposed to construct a mixed use development with an active ground floor and a complex of buildings that will allow for pedestrian permeability. Five alternatives have been highlighted within the heritage assessment report.

The heritage impact assessment dated March 2015 conducted for the **Cape Town Stadium Precinct** considered the rezoning of the precinct. This heritage application for **Granger Bay Boulevard** considers development of mixed use building on the Granger Bay Boulevard site above in terms of Section 38(1)(c)(i) of the National Heritage Resources Act (25 of 1999): *any development or other activity that will change the character of a site exceeding 5 000 m²*

4. Heritage Resources Identified

Important visual resources were identified as majestic view towards Table Mountain, Devil's Peak and Lion's Head, continuous view lines between the historic military installations at Fort Wynyard and Signal Hill, the presence of mature existing vegetation and trees of stature and the grain and texture of the existing urban fabric.

Archaeological material with particular attention to Fort Wynyard and / or archaeological material associated with the Fort.

Green Point Track is a place of significance for local communities in Cape Town especially those affected by past Apartheid laws. The Green Point Common and the Green Point Track hold deep memories for previous users of the site. Although the Green Point Cycle Track is not a declared heritage site, it is protected under the National Heritage Resources Act of 25 of 1999 as it is older than 60 years.

In terms of the National Heritage Resources Act (NHRA), the Somerset Hospital complex and Fort Wynyard are graded as Grade II heritage sites.

5. Anticipated Impacts on Heritage Resources

Cultural landscape loss of green open space will occur to accommodate commercial activity

Social impact none expected as the social survey outcomes requested a memorial space and not necessarily the use of the B and C fields as active playing fields

Archaeological none expected

Visual none expected in terms of key views to be protected from Fort Wynyard. The visual impact assessment considered heritage resources within the immediate context. The impact of a structure on the Granger Bay Boulevard site will have a visual impact in terms of the change of character from open space to accommodating a mixed use development. There will however be medium – low visual impact on the Urban Park and Common nor to users of the Green Point Track when the track is in use given that the proposed development form, scale and massing of the buildings, as well as placement and the spaces created between buildings, the possible integration of roof gardens, vertical landscaping and tree planting will aim to be read in conjunction with existing structures, and in particular, the Green Point Stadium.

Cumulative impact The cumulative impact of the proposed development at the Granger Bay Boulevard site in relation to proposals as identified for Somerset Hospital could have negative effects along Granger Bay Boulevard should the

massing, height and scale of development along the length of the boulevard exceed the heights and scales of the current intervention within its setting. The impact on surrounding heritage resources would be negative in terms of visual impact (sight lines to the mountain and sea) and experience of the overall precinct.

Overall status of heritage impact is considered as high in terms of loss of green open space and medium in terms of accommodating a proposed mixed use development at the site. Proposed intervention will result in economic benefits in terms of the commercial development proposed, however any development at the proposed site will result in a negative impact on heritage resources in terms of loss of green open space. It should however be noted that the site is considered to be of low recreational activity and or value in the sense of regaining the heritage significance as playing fields and its importance in the history of black sport.

6. Recommendations

It is recommended that:

1. The medium development alternative be supported to allow for a mixed use development to occur at the Granger Bay Boulevard site
2. Proposed development may proceed in terms of Section 38(4) of the NHR Act

7. Authors and date

Project Manager and Town Planning: Planning Partners: Geoff Underwood and Tim Florence

Heritage consultants: vidamemoria: Quahnita Samie and Constance Pansegrouw

Architects: Jakupa Architects & Urban Designers: Khalied Jacobs and Sarah Patterson

Environmental Impact Assessment: The Environmental Partnership: Carmen du Toit and Jessy Moodelly

Note: Heritage impact assessment is submitted to HWC for decision in terms of section 38(4).

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References

Annexure A	Halkett. D. April 2014. Desktop specialist archaeological study of the remainder erf 1056 Green Point: Cape Town Stadium and Granger Bay precinct
Annexure B	Gibbs Siantpôl. March 2015. Visual Impact Assessment. Cape Town Stadium: Statutory Amendments relating to potential future development
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1. INTRODUCTION

1.1 Introduction

vidamemoria heritage consultants were appointed by Planning Partners on behalf of the City of Cape Town to undertake the necessary heritage impact assessment (HIA) in accordance with process as set out in terms of Section 38 of the National Heritage Resources Act (Act 25 of 1999) for proposals relating to the **Granger Bay Boulevard** site. The proposed subdivision of Remainder Erf 1056 Green Point in terms of section 24(1) of LUPO would create separate erven for the Stadium Precinct and the site referred to as Granger Bay Boulevard site. The subdivision and rezoning application is underway and this heritage impact assessment considers proposed development of the Granger Bay Boulevard site.

1.2 Legal framework

Section 38 of the National Heritage Resources Act (NHRA Act 25 of 1999) specifies that a development listed in terms of Section 38 requires at the very earliest stages of initiating a development a Notification of Intent to Develop (NID) be submitted to the responsible heritage resources authority, Heritage Western Cape (HWC). The formal response to the Intent to Develop serves as the brief for further work to be conducted. Notification of Intent to Develop dated 30 September 2013 pertaining to the Cape Town Stadium Precinct was submitted to Heritage Western Cape. Response dated 13 November 2013 requested '*a HIA consisting of an archaeological study with particular reference to Fort Wynyard, visual impact assessment and a Social History Study with particular reference to the intangible history of the site*'.

Revised notification dated 26 May 2014 for Granger Bay Boulevard was submitted to HWC. Comment dated 3 October 2014 requested '*a HIA consisting of an archaeological study with particular reference to Fort Wynyard, as well as a visual impact assessment. A Social History study is required with particular reference to the intangible history of the site. An integrated set of recommendations is required*'.

The proposed intervention triggers Section 38(1) of the National Heritage Resources Act (Act 25 of 1999):

- (c) (i) any development or other activity that will change the character of a site exceeding 5 000 m²

Section 38 (4) of the NHRA requires that Heritage Western Cape review studies conducted and consider whether or not the proposed development may proceed; any conditions that should be applied, what general protections may apply, what formal protections should be applied, whether or not compensation is required with respect to damage to heritage resources and whether or not specialists need to be appointed as a condition of approval. HWC requested a heritage impact assessment consisting of a social history study, archaeological Impact Assessment and a Visual Impact Assessment.

This heritage component is thus to be considered by the relevant heritage resources authority, HWC for decision in terms of Section 38(4) of the NHRA Act.

1.3 Scope of work

Section 38(3) of the NHRAct specifies the information to be provided within a heritage impact assessment, including:

- a) The identification and mapping of all heritage resources in the area affected
- b) an assessment of the significance of such resources
- c) an assessment of the impact of the development on such heritage resources
- d) an evaluation of the impact of the development on heritage resources relative to the sustainable social and economic benefits to be derived from the development
- e) the results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources
- f) if heritage resources will be adversely affected by the proposed development, the consideration of alternatives; and
- g) plans for mitigation of any adverse effects during and after the completion of the proposed development.

The heritage impact assessment was conducted in a phased approach. The first phase considered identification of heritage resources and the social history study. The second phase considered assessment of heritage impacts of proposed development and identification of recommendations for commemoration.

1.4 Methodology

In compiling historical background study the following was conducted:

- Accessed historical resources at the Western Cape Archives
- Considered social and political history specific to the Green Point Track at SAHRA national library
- Considered resources available at the Central Library of Cape Town
- Consideration of photographs and location plans available (archival material)
- Obtained historical aerial photography from the City of Cape Town (GIS data)

Purpose of interviews was to discuss the history of the area and identify heritage resources. Interviews and site visits were conducted with members of the community. Discussion points focused on:

- History of Green Point Track
- Identification of heritage resources

All interviewees signed interview release forms acknowledging participation in an interview Granger Bay Boulevard (Track B and C fields) Social history study and with the knowledge that interviews were recorded for use within submission. Key notes of each interview are attached to this report as Annexure C.

1.5 Assumptions and limitations

- Background study has been limited to history of the Green Point Track
- Sport of previously marginalised groups was seldom documented and referenced in archival material
- Existing documentation compiled for the study area has been consulted in determining statement of significance, this includes but is not limited to studies as compiled by Baumann and Winter, Todeschini and Japha and vidamemoria

1.6 Site location and description

Cape Town Stadium is located to the west of Granger Bay Boulevard. The Granger Bay Boulevard site comprises the former B and C fields associated with the Green Point Track, known as the A field. The Granger Bay Boulevard site lies adjacent to the Cape Town Stadium and is bound by Granger Bay Boulevard to the west and Fritz Sonnenberg Road to the south. The site measures approximately 0.72 ha in extent and is located on the south-eastern part of Remainder Erf 1056, Green Point. The site is currently a gravelled open area used for overflow parking associated with the Stadium. Granger Bay Boulevard separates the Green Point Track (A field) from the B and C field.



Figure 1: Locality Green Point Stadium Precinct and Green Point Track, Cape Town

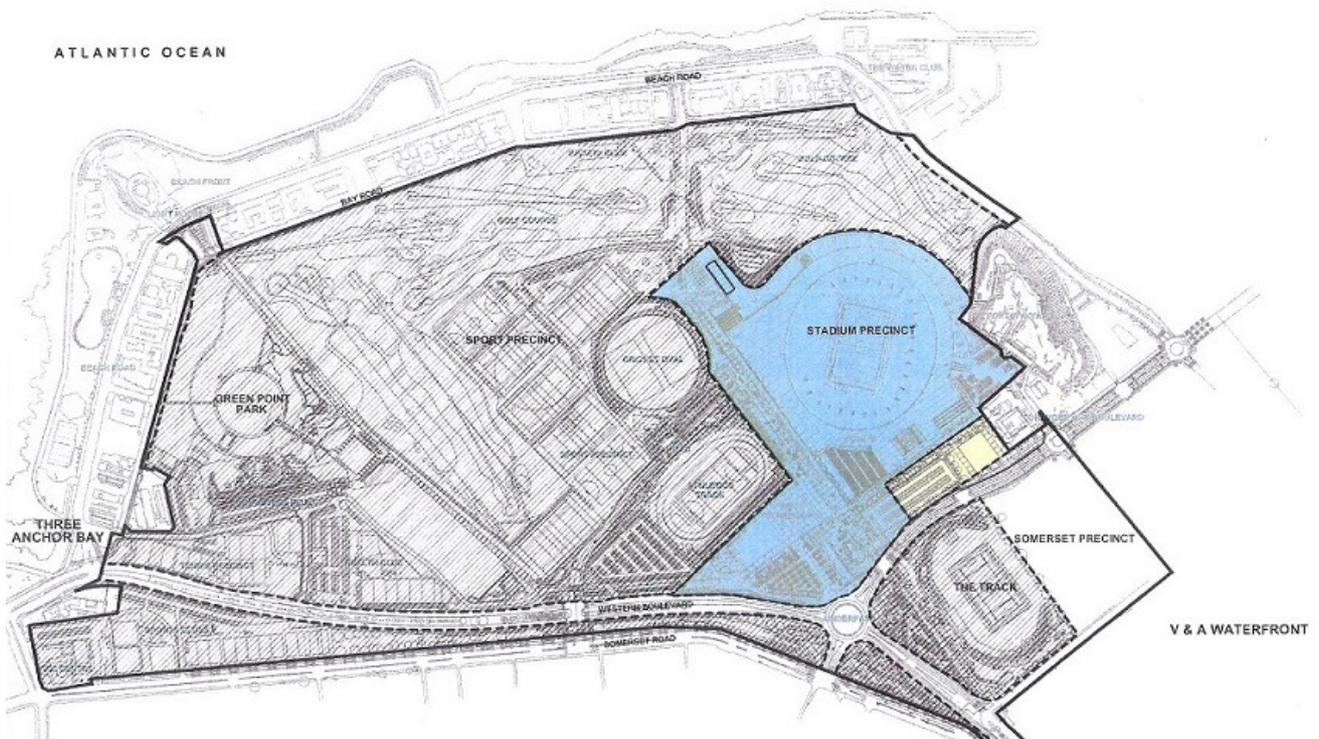


Figure 2: Granger Bay Boulevard site for consideration within this assessment indicated in yellow



View from Granger Bay Boulevard to Granger Bay Boulevard Site in a northerly direction



View from Granger Bay Boulevard to Granger Bay Boulevard Site in a south westerly direction



View from Granger Bay Boulevard to Granger Bay Boulevard Site in a north westerly direction



View towards Granger Bay Boulevard site from Fritz Sonnenberg road in a northerly direction



View of proposed development site from Granger Bay Boulevard with stadium in the background



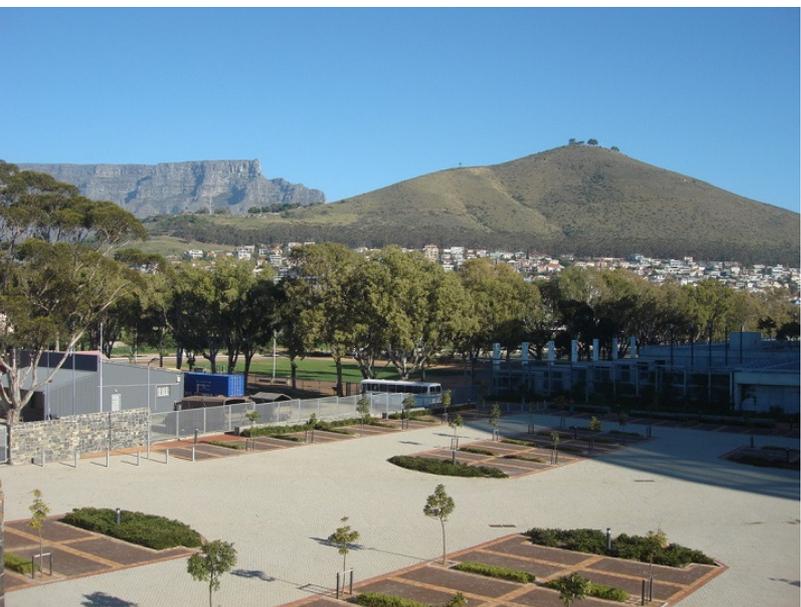
Granger Bay Boulevard site for proposed development



View across Granger Bay Boulevard Site in a north easterly direction



View of Cape Town Stadium from Fritz Sonnenberg Road



View across stadium parking, Fort Wynyard and Granger Bay Boulevard site from Fort Wynyard



View to Granger Bay Boulevard site from Fort Wynyard



Fort Wynyard with Granger Bay Boulevard site in the background



Fort Wynyard with stadium visible and tree canopy of Granger Bay Boulevard site

2. IDENTIFICATION OF HERITAGE RESOURCES

2.1 Overview of development history

Development history considers the history of the Green Point Track and surrounding fields. The Green Point Track and cricket fields were established in the late 19th century and are probably one of the oldest sports grounds in the country (Baumann & Winter 2003:6). The perimeter of the site was lined by a row of mature trees. The 'A'-Track forms part of a sports field complex which includes the 'B' and 'C' field.

During the colonial period Green Point common was a wilderness area on the outskirts of the town. The flat coastal plain had a large vlei situated more or less on the current location of the Cape Town Stadium. The land was used for the grazing of livestock, formal and informal burial grounds and also for recreational purposes such as horse-riding. Prior the first British occupation, defensive lines and batteries were established along the coast. In 1797 the African Turf Club was founded in Cape Town with their first race held at a race track at Green Point. The Turf Club building (currently MacDonald's) was built in 1851 and was also later utilized by the Metropolitan Golf Club (Baumann & Winter 2003:6-7; Pentz 2011:22).



Figure 3: Thom's map 1895



Figure 4: An aerial view of the Track at Green Point 1899 (COCT)



Figure 5: Cape Peninsula, 1690 D6 Museum 2010: 43

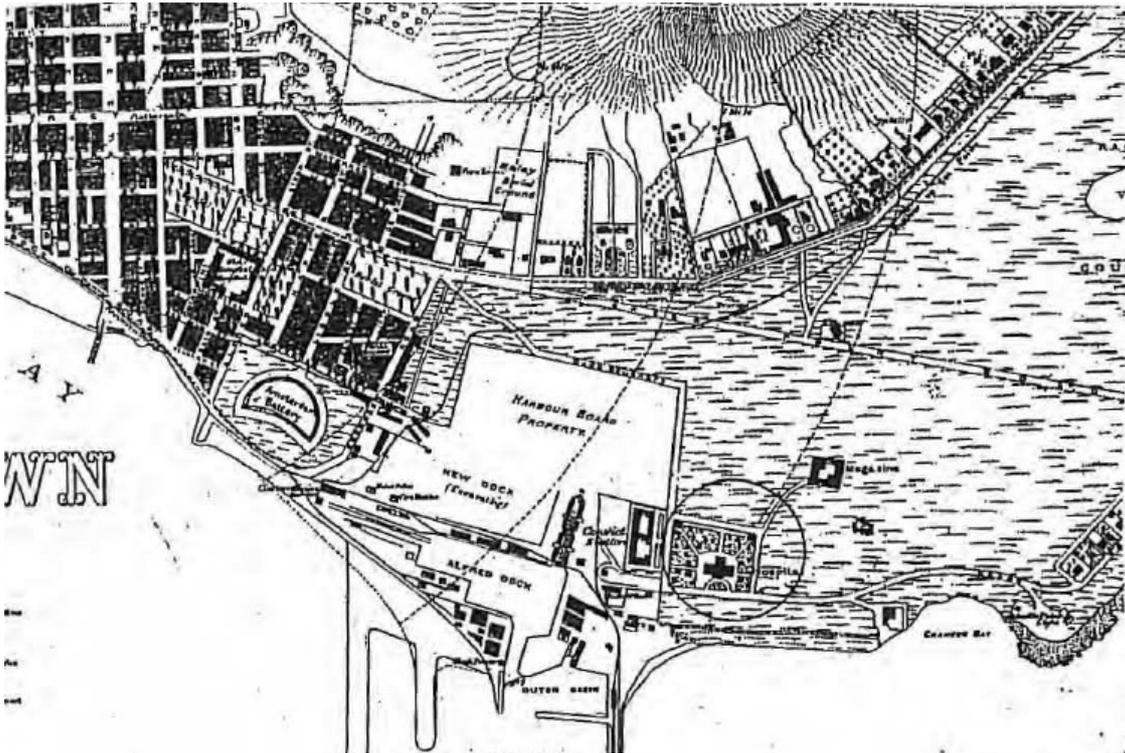


Figure 6: Historical diagram Richards 1884 (Bauman & Winter 2003:6)

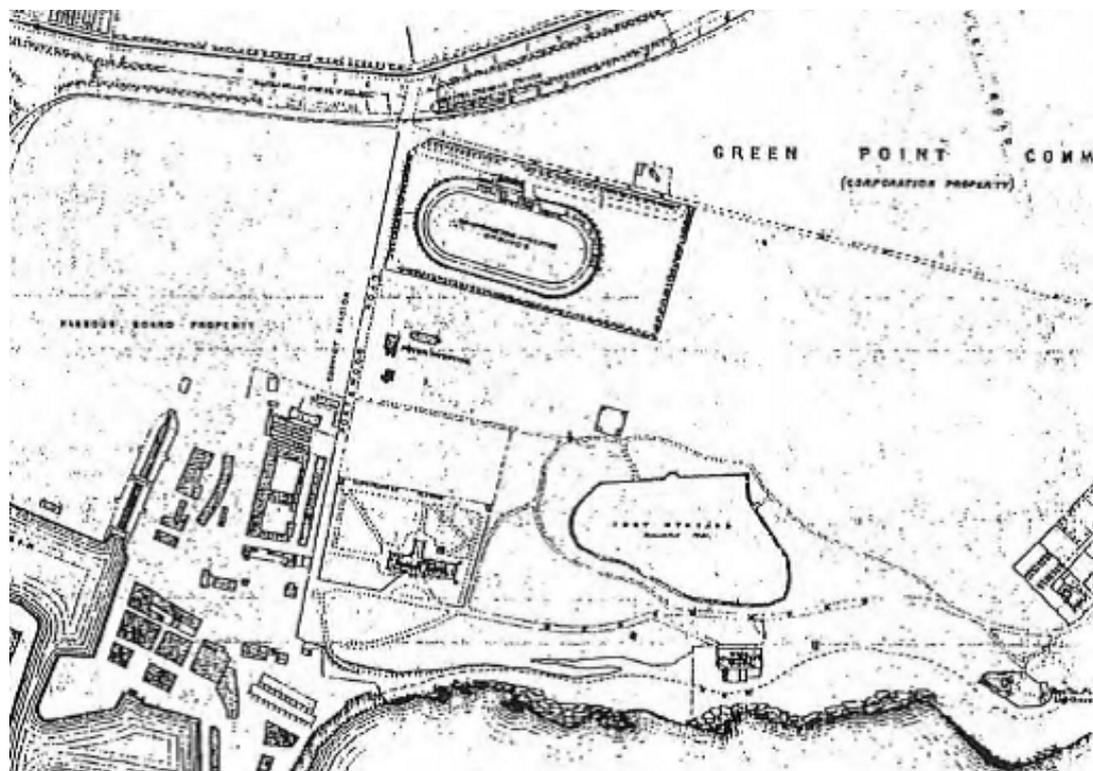


Figure 7: Historical diagram by Thom 1898: Green Point Common with the Track, Somerset Hospital and Fort Wynyard (Winter & Bauman 2003:11)

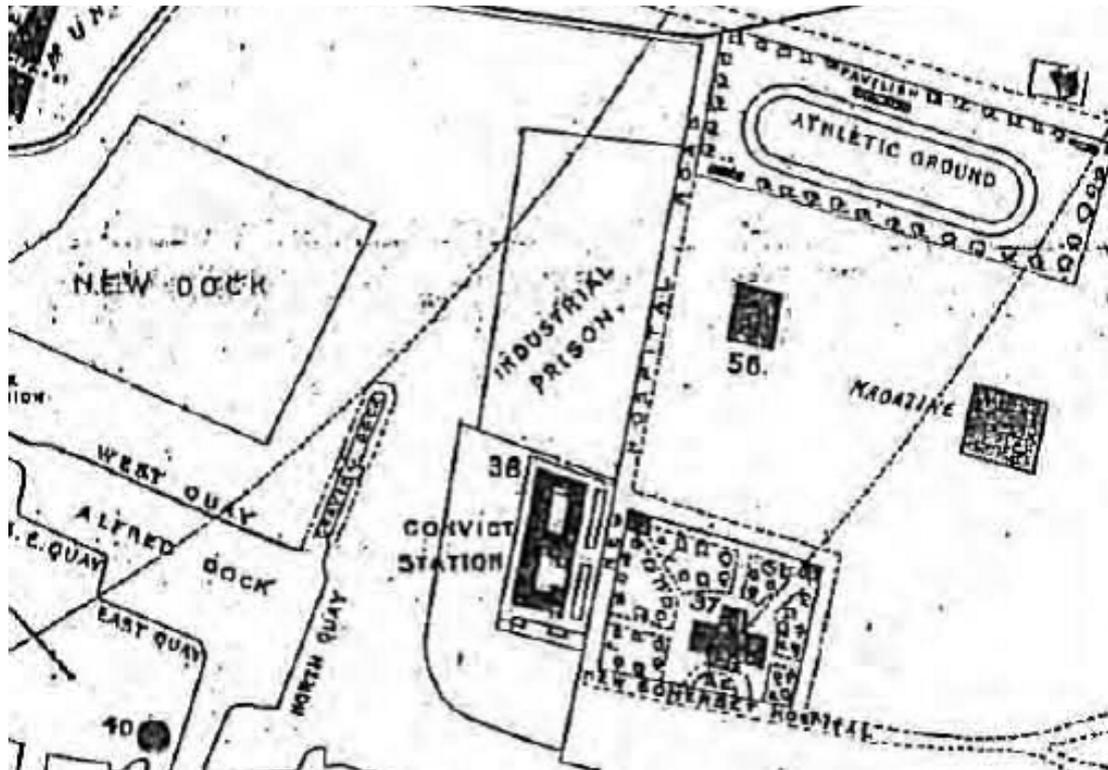


Figure 8: Historical diagram by Edwards 1900: The Athletic Ground, prison and new Somerset hospital at Green Point (Baumann & Winter 2003:12)



Figure 9: Panoramic view of Green Point, showing the industrial Breakwater convict station and Green Point Stadium (AG 1003)



Figure 10: View of Green Point cycle track and grandstand c.1898 (National Archives AG 14790)



Figure 11: S A Illustrated News, 1885. Ariel winning the race at Green Point (National Archives E 3907)

During the Anglo-Boer War (1899-1902) Green Point Common served as a camp for British and Colonial troops. The Track formed the outer boundary of a tented camp for Boer prisoners of war being held in transit before being shipped to St Helena, Ceylon and Bermuda. During this time barracks and other structures were built within the grounds of the Track. The military's presence occurred again with the onset of the First World War when soldiers camped at Green Point en route to German South West Africa (Baumann & Winter 2003:7; Pentz 2011:16).



Figure 12: Race Stand, Green Point Common c.1900 (AG 16231)



Figure 13: Anglo-Boer War, view from Signal Hill showing houses, concentration camp on Green Point Common and shipping in Table Bay (AG 7115)



Figure 14: Green Point Common and sport track showing refugee, military and Prisoner of War camps (E 9342)



Figure 15: Anglo Boer War: Crowded grandstand in background during a Sunday church service of prisoner of war camp on Green Point cycle track (AG 15363)

By the end of the 19th century, Cape Town invested in tourism and forms of recreation were encouraged. White and Coloured sports clubs anchored on land made available at Common and the Green Point Track (Bickford-Smith et al 1999:41; District Six:2010:45). The Automobile Sports Club held test trails at the Green Point Track in 1903 and the Green Point Common was the chosen venue for the Cape Town Industrial Exhibition and Fair in 1904. On 1 January 1907 the first 'Grand New Year Coloured Carnival' took place at the Green Point Track. The event was a success and consequently a regular feature on the annual calendar (Denis-Constant 1999:98). The Track became an important venue for the minstrel parades and competitions held in the 1920's, 1930's and later. The century commemoration of the emancipation of the slaves (1934) was also held at the Green Point Track (Bickford-Smith et al 1999:81).

In 1923 the Green Point Common including the site of the track was granted to the City of Cape Town. An aerial photograph of 1926 shows the site remained largely unaltered with the exception of several new outbuildings. The cycle track and grandstand are still evident and vegetation had matured. Evidence of the two existing toilet blocks, and an electricity sub-station in the south east corner with tennis courts on the south west corner dated from 1935. A fire caused destruction in 1935, trees were thinned out and the old grandstand replaced with the present one. The boarded cycle track has also disappeared, as has two of the sheds on the 'B' field beyond the northern bend of the cycle track (Pentz 2011:18).



Figure 16: Coon parade at the Track c1960 (Pentz 2010:17)



Figure 17: Aerial photo 1926 (Pentz 2010:17)



Figure 18: Aerial photo 1945 (Pentz 2010:18)

Green Point Track is regarded as the historical sports ground of previously disadvantaged communities of Cape Town. In the latter half of the 20th century the Green Point Track became a popular sporting and recreational venue for communities and schools from poorer areas (Baumann & Winter 2003:7). The Central Sports Union organized annual athletic meetings for members from Bo-kaap, District Six, the Docks area, Tramways Road, Sea Point and St. Augustines in Kloof Street held annual athletics meetings at the Track (Patterson 1953:292).

Complaints were often voiced in the Coloured press about discrimination in the provision of municipal sports facilities. For instance, Coloured athletes who hired Green Point Track on Thursday evenings were forbidden to use the showers. Moreover, European footballers were said to be monopolizing the ground, with Coloured players not admitted at all when Europeans had hired the ground (District Six 2010:44-45). On 26 April 1951, the City Council adopted a recommendation that the track should be handed over to the Coloured Community when the new stadium and fields on Green Point Common had been completed (Patterson 1953:292). The Separate Amenities Act forced stadiums and other places of entertainment to provide segregated facilities. In 1965 blacks were banned from 'white' recreation altogether, unless a special permit had been granted and separate facilities were provided. The government banned multi-racial sports on private property; the culmination of the country's policies resulting in international sporting isolation (Bickford-Smith 1999:169).



Figure 19: Athletics at Green Point Track (<http://warrenludski.wordpress.com/sport/>)

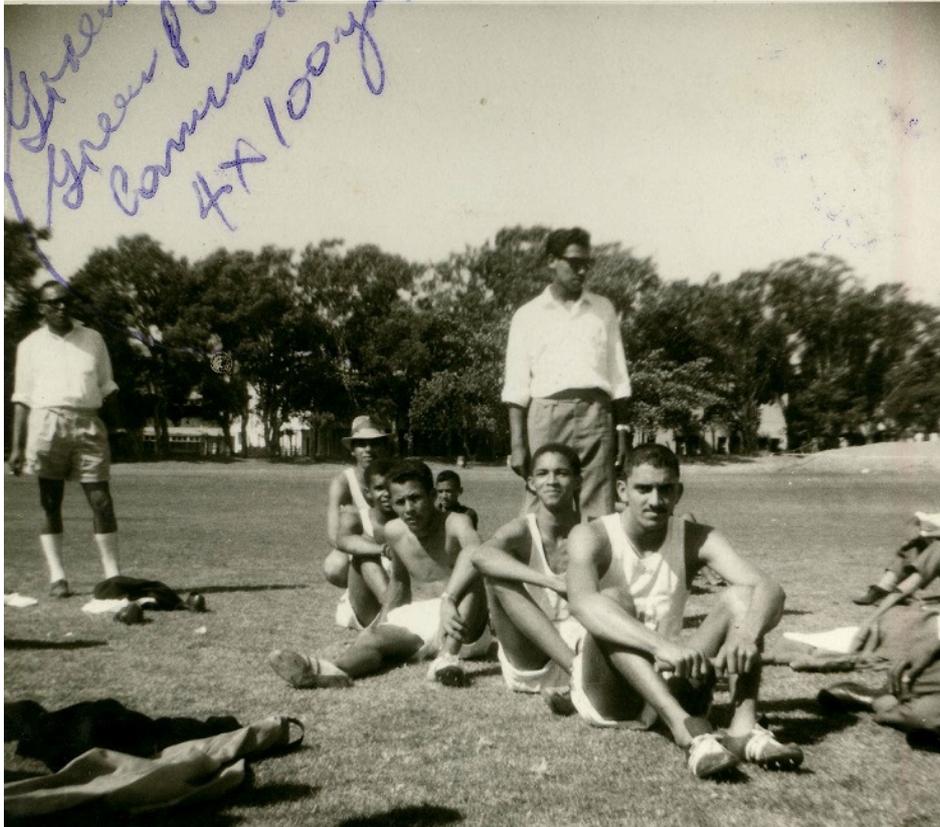


Figure 20: Athletics at Green Point Track (<http://warrenludski.wordpress.com/sport/>)



Figure 21: Athletics at Green Point Track (<http://warrenludski.wordpress.com/sport/>)



Figure 20: Athletics at Green Point Track (<http://warrenludski.wordpress.com/sport/>)

The dispersal of people from the city centre to townships after the implementation of the Group Areas Act heralded a new era for club football (D6 Museum, 2010: 126). Prominent clubs were relocated to Cape Flats whilst other clubs suffered due to loss of membership and impact of the permit system.

The significance of the role of sport in political mobilization against apartheid became evident. The movement towards non-racial sports and the confrontation of a repressive state saw football as a vehicle for protest and opposition against the apartheid state and its racial policies. Football travelled from difficult days of emergence at the common to its re-emergence on the edges of the apartheid city and to its locations in the unresolved post-apartheid present (D6 Museum, 2010: 127).

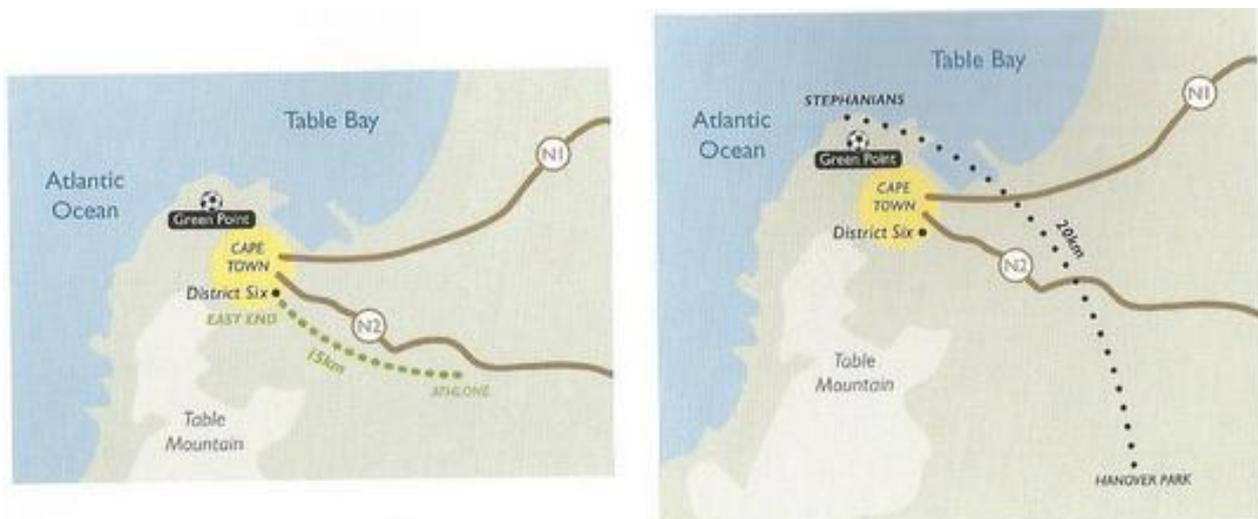


Figure 21: Diagram showing the movement of football clubs under Apartheid (D6 Museum 2010: 127)

From the middle of the nineteenth century cricket and **football** matches were played at Green Point Track and cycle races were also held. Evidence of this is Thom's map of 1895 which shows a football and cricket ground in place, encircled with an inner running track, an outer cycling track and a grandstand in a similar position to the present one. Other important landmarks include the tree planting around the perimeter of the site, the Somerset Hospital building and grounds, and the setting-out of the main road network (existing Portswood, Main and Fritz Sonnenberg Roads).

In 1960s clubs applied for use of fields and were subject to strict conditions of use. Teams were often responsible for maintenance. Conditions were poor, no clubhouse or structures were allowed and there was no provision made for spectators. Racial classification posed an issue, with associations established along racial lines and acceptance or rejection of players on the basis of religious, racial and perceived social status. Participation in league competitions required players to appear in front of a passing out committee of the Western Province Football Association and the Western Province Football Board. The constitutions of the associations affiliated to the Board playing at the Common expressly forbade the inclusion of 'Muslims and Natives' (D6 Museum 2010: 44).

The first recorded football match was played on the Common in 1862, the first club was established in 1883 and the first clubs from District 6 established in the early 1900s. Forced removals resulted in decline in football activity in Green Point. (D6 Museum 2010: 47). The impact of forced removals on the youth, youth and sports clubs, and social networks have been documented by the District 6 Museum.



Figure 22: Timeline of football at the Common (extracted: D6 Museum 2010: 151)

Most football associations that emerged in Cape Town can trace roots back to Green Point Common, the best fields were reserved for white clubs and the worst for the clubs for players of colour (D6 Museum 2010: 48). The Western Province Football Association (WPFA) was established for coloured players in 1904, and had a strong link to the common. The first Black Football Association, the Cape Peninsula Football Association was established in 1915, which gave rise to the Metropolitan FA (1931) and the Alliance FA (1924). By 1936 demand for space at the Common resulted in the relocation of Alliance FA, with second and third team fixtures still taking place at the Common. Metropolitan FA was forced to relocate to Bonte-huwel in 1965 when Green Point was proclaimed a White Group Area. Green Point FC took over the Common and home ground after declaration.

Green Point Common was the centre of Cape Town's **rugby** scene for many years. In 1862 the Cape Argus reported on a match that took place near the Race Course at Green Point Track. The first club formed in South Africa was the Hamiltons of Sea-Point in 1875. Hamiltons RFC established a clubhouse at the track in 1898 (Booley 1989:194). White rugby clubs formed the exclusive 'Western Province Rugby Union'. Coloured teams reciprocated with the establishment of the Western Province Coloured Rugby Union in 1886. In later years the racial epithet of 'Coloured' was dropped from the name and the club was referred to as Western Province Union (Green Point-based). The founder member clubs of the Western Province (Greenpoint) Union were Roslyns from District Six and Arabian College and Good Hopes from Bokaap. The Violets from Claremont affiliated in 1890. The first competitive matches played by the Union were Roslyns versus Arabian College and Violets versus Good Hopes (Booley 1989:41).

Green Point Track was the preferred venue for matches played by the WPCR FU since it was within walking distance of both District Six and the Bo-Kaap. By the 1920s the cultural pattern of Coloured rugby in Cape Town was developing. District Six and the Bokaap became the core for the early development of rugby among Coloureds. Teams met on street corners to discuss strategy, make arrangements and to socialize generally. Each team had a particular street corner in the District or Bo-Kaap where players and keen followers would meet. Official club and union meetings were often held in the homes of better-off club members. Of all sports, rugby was by far the most important. Former school principal Gassant Emeran noted that culture, politics and even life itself revolved around rugby and was described as the 'second religion' in the District and the Bo-Kaap. Another community member concluded that 'rugby brought the whole community together' (Chandler & Nauright. 2013: 28-29).

During the 1960's Green Point Common was under the governing of the City Council. Football and Rugby clubs had to apply for the use of the fields on the Common. The Council put strict conditions on the fields and made little effort to improve facilities. The teams were responsible for the maintenance of the fields and were not allowed to erect any structures, thus rendering players and spectators vulnerable to the elements. Racial discrimination was rife but did little to deter the enthusiasm of Coloured teams. Many have fond memories playing at the field till late at night despite the absence of floodlights. The Common was where they really developed themselves and became dedicated sportsmen (District Six 2010:44).

In 1965 Green Point was proclaimed a White Group Area. When people of colour were forcibly removed from Green Point and surrounding areas, the culture of the rugby and football activity which centered around Green Point faded. Members of former clubs were scattered on the Cape Flats and they appealed to the Western Province Football Board for help. They were told that the clubs had no future and they should either amalgamate with another association or to disband the association all together. Today most of the rugby and football associations that have emerged in Cape Town can trace their roots back to Green Point Common (District Six 2010:46-48).



Figure 23: Winners of the League Grand Challenge with their trophies. Note the slopes of Signal hill in the background (exhibition catalogue 2010:49)

**COLOURED SPORTS
GROUNDS**

The scheme of the Cape Town City Council to convert a large section of the Green Point Common into a big sports ground, should be of great interest to the Coloured sporting community. As has already been pointed out in these columns, open spaces for Coloured recreation are very few indeed, and, as the years go by, are becoming less and less. About seven years ago, a Coloured delegation interviewed the Council with reference to the ground question, and it was suggested at time to arrange for the levelling of the old vlei on the bottom end of the Common, so as to have the increased space available for Coloured sports grounds.

Since then this levelling scheme was undertaken by the Council, but with little public benefit beyond chiefly providing additional land for the Metropolitan Golf Club. Now we are to have this new scheme thrust upon us, which will mean the ousting of the Coloured sportsmen from the Common altogether without the slightest provision being made elsewhere. We would like to know what has become of the sub-committee that was appointed last year, when certain representatives of a sporting organisation interviewed the Parks and Improvements Committee.

From time to time, promises have been made by the Council to provide adequate playing fields for the use of the Coloured community, especially those residing in the older portions of the city. But what do we find? These promises, accepted in good faith by the Coloured people, not only remain unfulfilled, but are completely ignored on every occasion by the Council. The position is becoming untenable and will, we feel certain, soon reach the stage when it will no longer be tolerated.

Figure 24: The Sun, 26 June 1936 (exhibition catalogue 2010:45)



Figure 25: Football pitches on Green Point Common 1926 (National Archives M2/2463).

In 1850 there was a report in the Cape Monitor of a **cricket** match at the Common. Wilson's map of 1878 shows a "site for a cricket ground" extending into the area where the current "A"- Track is situated. The first Green Point carnival of 1907 was sponsored by the Green Point Cricket Club, at this point in time the club's headquarters was based at the Green Point Track (Pentz 2011:13). Cape Town has an active cricket-playing tradition. Ottomans Cricket Club, based in the Bo-Kaap, was established as early as 1882. This club catered for the Muslim communities of Cape Town. Another early club was St Augustine's Cricket Club, established in 1899 by the Rev. Warren Sydney Lavis to cater for Christian cricketers. Lavis became a bishop and started "Saints" as a community based cricket club and primarily to offer alternatives to the 'idle youth' of the time. Both Ottomans and St Augustine's are still in existence today (Odendal et al 2012:111).

The Western Province Coloured Cricket Union (WPCCU) was formed sometime in the 1890s as a home for the cricketers in Cape Town who were excluded from the 'whites'-only Western Province Cricket Union (WPCU). Racial discrimination in this sport was clearly exemplified by the government's refusal to include Basil D'Oliveira in a visiting England team. Incidents like these resulted in sharp international criticism. The WPCCU was in action by 1898 and soon had a solid base. The union was geographically separated into a Town Section, covering the District Six, Bo-Kaap and the City areas, playing mostly at Green Point Common, and a Suburban Section, based in Claremont and Newlands, and playing on Rondebosch Common (Bickford-Smith 1999:169).

Newlands was declared the headquarters of the new WPCA and the new integrated clubs leagues commenced in October in 1991. Cricketers who had for long been excluded played at grounds such as Newlands, Claremont, Constantia, the Vineyard Oval, University of Cape Town, Plumstead and Green Point (Odendal et al 2012:112).

2.2 Identification of heritage resources

Although the **Green Point Cycle Track** is not a declared heritage site, it is protected under the National Heritage Resources Act of 25 of 1999 as it is older than 60 years. The cycle track and cricket field were built towards the end of the 19th century and is significant in being possibly the oldest formal sporting facility in Cape Town. The Sports Complex facilities served the local sports community, including rugby and cricket clubs drawn from residential areas of Cape Town, such as the Bo-Kaap, Schotse Kloof and District Six. Schools from poorer areas such as the Bo-Kaap, District Six, Docks area, Tramway road, Sea Point and St Augustines in Kloof Street held annual athletics meetings organized by the Central School Sports Union (Winter 2003:6).

The site known as the '**A**'-Track is rectangular in shape with sides approximately 120mx180m in length. The extent of the site is about 2ha, making it a relatively small component of the total 18ha of the Green Point Common precinct. Most of the site is made up of the previous sports field. The main feature of this field is the oval form, following the outlines of the earlier 19th century cycle track. This is enveloped on three sides by a grassed berm and a roofed grandstand. The perimeter of the site is lined by a row of mature trees. The 'A'-Track forms part of a sports field complex which includes the '**B**' and '**C**' fields.

The Cape Town Stadium was commissioned for the 2010 FIFA World Cup. Granger Bay Boulevard was constructed as an important feeder road for vehicular access to the stadium and was initially assessed in 2002 (Hart 2002) while the actual Engineering works took place between May 2008 and May 2009. Alignment of the Boulevard was shifted to accommodate the curve of the 'A'-track but crossed the historic track precinct, resulting in the isolation of parts of the site used as sports fields, from the section containing the old Cycle Track. Part of the western side of the historic **treed perimeter**, which included Field 'B', was bisected by the new road. Field 'C', a practice field, was also lost in the process (Pentz 2010:19).

The World Amateur record for cycling was set by Jack Rose at this track in 1899. Furthermore, during the **Anglo-Boer War** in 1899-1902, Boer Prisoners Of War were held inside the Cycle Track (Baumann & Winter 2003:6).

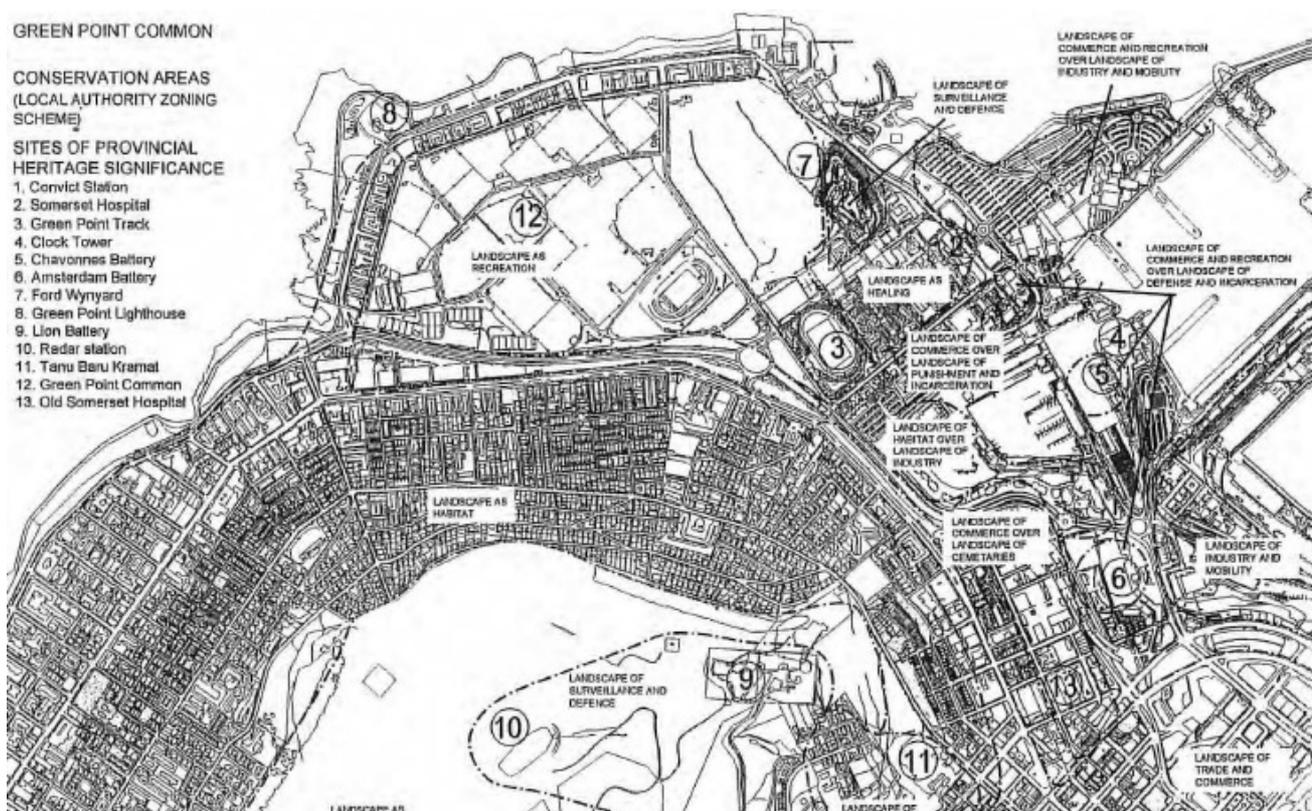


Figure 26: Heritage sites in Green Point (Baumann & Winter 2003:1)

Kyk in de Pot Battery/ Fort Wynyard: Provincial Heritage Site

The fortification adjoined the eastern part of the former Metropolitan Golf Course. The Cape Town Stadium infringes on land belonging to Fort Wynard. The Fort It is the last remnant of a series of defense batteries that stretched along the coastline of Table Bay on either side of the Castle. 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, a threat which was realized in the same year with the first British occupation of the Cape. The Battery was ordered to be dismantled in 1827 but was considered of value once again and re-commissioned in 1861 when the American Civil War broke out. The Battery was improved and renamed Fort Wynyard in 1862. It was remodeled again in 1888 and was in active duty until 1958. Fort Wynyard is a Provincial Heritage Site and is protected under the National Heritage Resources Act 25 of 1999 (Patrick & Clift 2006:23).

Somerset Hospital Complex: Provincial Heritage Site

A detailed heritage study was compiled by Winter and Baumann in 2006 for the Somerset Hospital Precinct. The site contains number of conservation worthy structures and features. The site is currently earmarked for redevelopment and large portions of the site are to be altered. The historic precinct of the site is considered to be the hospital facing Granger Bay, with demolition of structures along the boundary with Green Point Track and along Granger Bay Boulevard proposed.



Figure 27: New Somerset Hospital, Cape Town 22.03.1890 (National Archives Dr J 290)

Green Point Race Stand (Erf 1056, Green Point)

The Green Point Race Stand was built in 1851 for the South African Turf Club, after a design by G McDougall and was used by the Metropolitan Golf Club from 1906 until 1959 as a Clubhouse. It has also been used as an art Centre and a series of restaurant/pubs. It presently serves as a McDonald's outlet. Although the building has been altered, the late Georgian two storey five-bay core is still intact and has been a familiar landmark on the Green Point Common since the middle of the 19th century. (Patrick & Clift 2006:23).

Anglo-Boer War camp site

The Green Point Common, including parts of the Somerset Hospital complex and the Green Point Track was used extensively during the Anglo Boer War. Although it is unlikely that much remains of this occupation in terms of archaeology, this site is significant in terms of historical association. The tents of British soldiers waiting to be deployed, or transported back home, stretched across the entire extent of the Common. Boer Prisoners of war were held within the confines of the Green Point Track (Winter & Baumann 2003:10).

Archaeological resources

ACO Associates cc was requested to undertake a desktop Archaeological study of the potential impacts of the proposed development of the Granger Bay Precinct. No trial pits were required as the study relied on existing documentary material from previous studies compiled for projects in the area (Hart 2002, 2006 and Patrick 2006, 2009a, b). Based on the results of previous archaeological work at the Stadium and Granger Bay Boulevard sites, there was no identifiable, archaeological reason to exclude the use of any of the proposed site. The purpose of the archaeological Impact assessment was to determine the risk of archaeological material that could possibly be impacted with particular attention to Fort Wynyard and / or archaeological material associated with the Fort amongst other heritage resources to be identified. Extensive construction has taken place on the Stadium Precinct and the only area likely to contain archaeological heritage resources is the Granger Bay Boulevard Precinct (Halkett 2014:3). However, maps and plans of the Granger Bay Precinct did not provide any evidence of a significant built environment. The footprint of the tented POW and Military camp was possibly very transient in nature. Associated artefacts may however be found in the area. Caution is advised in the event that unexploded munitions are found on the site (Halkett 2014:26)

Visual resources

Within the vicinity of the proposed development site are significant features of consideration visual resource and heritage value. These are identified as Fort Wynyard, mature Eucalyptus and Ficus tree-stand surrounding the Granger Bay Boulevard site and The Green Point Common with its vast horizontal scale and green public open space character. Sight-lines between Signal Hill, Lion Battery and Fort Wynyard have major heritage significance. Historically these open views were necessary to maintain, especially in war-time, as effective signals between these points were critical to the Cape Coastal defense system (Gibbs 2015: 19).

Social resources

The Green Point Common and the Green Point Track hold deep memories for previous users of the site. Memories range from sport events, the members of sport's clubs, schoolchildren's sports days and events and many recollections of other cultural activities. The heyday of sport and local identity associated with the Track was terminated by the implementation of the Group Areas Act. Those affected established sports clubs elsewhere and major sport events took place at new locations. The District Six Museum proved a very valuable archive on the subject of the Green Point Stadium and the Track and its resources could further benefit from an extended oral history project on the subject. The new Green Point Stadium was built in 1954. "White" residents used the new facilities and the Track retained its role as a major resource for sport for people of colour only. However, the role of the track changed as it lost its link to a broad cross-section of local people. In contrast to previous customs it is rarely visited by the local community and many of the people who were relocated find it difficult to return to the Track and the Common.

2.3 Social Impact assessment

A Green Point Track Social survey and interpretation plan was conducted by A.G. Pentz in November 2011. The objectives of the stakeholder engagement aimed to fulfill the requirements of conducting a social survey as required by Heritage Western Cape. The purpose of the stakeholder engagement plan was to identify the people with a connection to the site and its surrounds. Their stories were recorded and documented to provide an outcome of the survey. The information gathered was utilized to inform the preparation of the interpretation plan and inventory, which was required in terms of the brief. Issues affecting the more neglected aspects of the site's social use were identified.

A meeting with stakeholders was held at the Track in June 2011. The purpose of the meeting was to identify what elements they considered to be of social and cultural significance, including any artefacts relating to the existing facility and grounds, and for these to be considered for retention in the proposed upgrading. The items / artefacts identified were the existing numbered timber plank benches on the stands (representative portions/s thereof), an old table in the press-box, a wall with an incised sign "press only", and fence railings relating to the tunnel which leads from the changing rooms to the field (Pentz 2011:31,34).

Further to discussion with Heritage Western Cape, the social study as a component of this heritage impact assessment was requested to satisfy community concerns regarding the significance of the site and to highlight current issues faces users of the site. A number of community groups were identified as the stakeholders of the Green Point Track. An interview was also held with representatives of Fort Wynyard.

Stakeholders having a direct interest in the track include the active sports clubs that currently use the Green Point Track as a base for cricket and rugby matches, these are:

- SK Walmers Rugby Club
- Young Stars Rugby Club
- United Cricket Club

Key issues raised by the sports clubs:

- Negatively impacted as a result of the Stadium development. As a result of the management and operational changes, sports clubs are limited in terms of playing and practice fields
- United Cricket club lost 3 playing fields and consequently a reduction in sport teams from 12 to 7
- majority of matches played elsewhere
- losing their identity (linked to their roots/ home-ground)
- Loss of control over fields
- communication (complaints voiced) with no resolution to issues
- Lease and maintenance a very big expenditure
- The B and C fields are no longer considered active playing fields
- Uncertainty regarding use of track and practice fields
- Conditions as contained with Record of Decision pertaining to the Operational Management Plan should be enforced. These relate to reasonable fee structures, maintenance and operational plan, maintenance plan for playing fields and associated facilities and security and access control measures.
- No objection raised to proposed development of the separated fields on condition that sport clubs must be assisted in terms of maintenance of fields and facilities

Key issues raised by Fort Wynyard:

- Good communication / relationship noted between the stadium and Fort Wynyard
- Involvement includes deployed as a result of the events at the stadium
- The Fort has benefitted from the upgrading of the roads and infrastructure
- Fort Wynyard is an asset of the defense force
- Desire to maintain (rare) assets
- In favour of development that would generate visitors/ income for the stadium and the Fort, however, noted that the site is currently not safe for the public and needs to be upgraded
- Statutory condition that the military base must have line of sight
- Desire for a memorial / museum for the history of Fort Wynyard (located at the Fort)
- No objections to any new structure/ development at Granger Bay Boulevard.

Key issues identified are thus:

- Impact on public recreational open space
- Loss of public recreational open space
- Displacement of existing sporting codes and loss of facilities
- Reduction in space available for sporting codes on the Common
- Precedent for future commercial development on the Common
- Construction related impacts
- Operational impacts

2.4 Statement of significance

Green Point Common is of high heritage significance within a metropolitan, local and site specific context due to its high scenic and contextual, historical and social values.

Metropolitan Context

Scenic and contextual value:

- 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
- 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
- Contribution to broader townscape qualities within the metropolitan open space system

Historical value:

- 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
- 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
- Strategic location in relation to a number of heritage resources on a broader scale
- Strategic location in relation to a number of adjacent Urban Conservation Areas including Green Point, Loader Street and the Central City
- Role of broader context in accommodating a range of uses including Khoi encampment and military purposes over time

Social value:

- Strong associations with public memory related to public use and significance over time
- 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
- Role of Green Point Track as a social facility in relation to marginalized communities and in particular, links to the communities of Bo-Kaap and the former District 6

The common served many different purposes, with key themes noted as:

- Station for Cape volunteers
- Horse racing venue
- Military
- Recreation including canoeing and boating and a variety of sporting disciplines including football, cricket and hockey

The first minstrel carnival took place on the common in 1907 and by 1930s was the setting for staging historical pageants including the centenary commemoration of the emancipation of slaves (D6 Museum 2010: 43).

Local Area Context

Historical value:

- 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, walling, burials, infrastructure, planting patterns, sports facilities within the immediate proximity to the site.
- The significance of these elements is enhanced by their concentration and overlapping nature in the physical landscape
- Strong historical association with public roles inclusive of the horse racing track, cattle grazing, deepening of the vlei for canoeing and sailing, military camp, industrial exhibitions and new year celebrations
- The Green Point Common, including parts of the Somerset Hospital complex and the Green Point Track was used extensively during the Anglo Boer War. Although it is unlikely that much remains of this occupation as far as archaeological remains are concerned, the site is significant in terms of historical association
- The role of the Green Point Track in organized sports and former as well as current associations to marginalized communities
- Contrast between edges of the study area ranging from recreational, residential to soft green edges associated with numerous heritage resources, for example Fort Wynyard and the Green Point Track

Social value:

- 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.
- Associations to the Group Areas Act, the banning of the Carnival and restrictions on street parades by the Gatherings and Demonstrations Act of 1973

Contextual value:

- Provides an expansive “green lung” immediately adjacent to the Central Business District and is surrounded by high-density residential development and an activity corridor. This site has potential good linkages to natural areas to the north and south, i.e. the coastline and Signal Hill.
- 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 19th Century landscape, the gross layout of which is relatively unaltered (ACO, June 2002)
- Visual-spatial character of the site reflecting its use, access and movement patterns

Site Specific Context

The following structures, features and patterns possess heritage significance:

- The **Green Point Track** has considerable social-historical value in terms of its enduring role as a sporting facility from the mid 19th century. Significance also resides in its role in the racial segregation of sport and its use by the Bo-Kaap & 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 is possibly one of the oldest sports grounds in the country
- The remaining portion of the *grandstand for the Green Point Racing Track* has historical value as a marker of one of the earliest uses of the Common for recreational purposes
- The use of **tree lined avenues, squares and circles** as space defining elements of the landscape
- The use of part of the common for the *Metropolitan Golf Course*, which has been in existence for over hundred years

The following structures and features are protected in terms of the NHRA (Act 25 of 1999):

- Somerset Hospital
- Green Point Track
- Chavonnes Battery
- Fort Wynyard
- Green Point Lighthouse
- Green Point Common
- The old race stand
- Archaeological material in the form of shell middens, historical dumps and artifacts older than 100 years

The significance of the role of sport in political mobilization against apartheid is evident in the history of the Cape Town Stadium and Track. The movement towards non-racial sports and the confrontation of a repressive state saw sport as a vehicle for protest and opposition against the apartheid state and its racial policies. Coloured sport travelled from difficult days of emergence at the common to its re-emergence on the edges of the apartheid city and to its locations in the unresolved post-apartheid present (D6 Museum, 2010: 127).

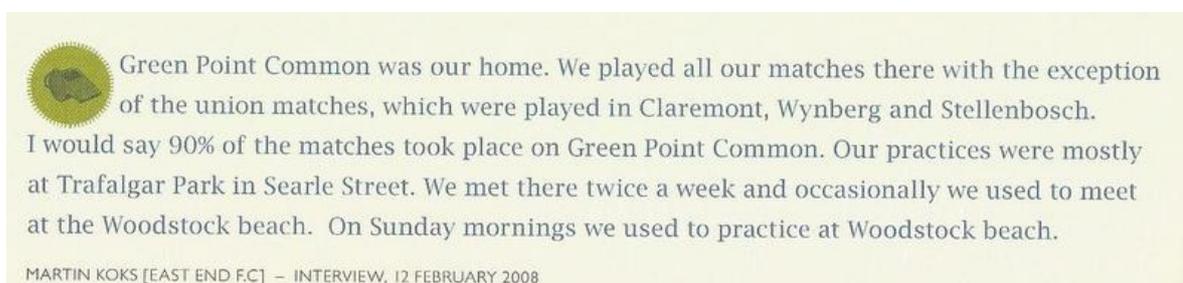


Figure 28: Extract of interview with East End Football Club (D6 Museum 2010: 130)

Proposed grading of Green Point Track Green Point Track should be graded as a Grade II Provincial Heritage Site due to its regional significance and role within the history of black sport, role within themes of the Anglo-Boer War and its role within the recreational character of the Common.

2.5 Heritage indicators

Heritage indicators are identified to ensure that significance would not be adversely impacted on by proposed intervention. Key heritage indicators have been identified considering the role and location of the Granger Bay Boulevard site, the former Track B and C fields. Heritage indicators as included within the Cape Town Stadium and Cape Town Stadium and Cape Town Precinct rezoning application have been included and considered within the assessment of proposed intervention at the Granger Bay Boulevard site.

Heritage indicators

Public and recreational space

- Role of the broader context of Green Point Common as a place of recreation from the early 1900s. Its role as “public common land” has been reduced over time
- The role of Green Point Track as a social facility for marginalised groups during Group Areas and its links with the BoKaap and District Six communities
- Green Point Track is one of the oldest sports grounds in the country having been in use for over 100 years
- Impact on public recreational open space
- Loss of public recreational open space
- Displacement of existing sporting codes and loss of facilities
- Reduction in space available for sporting codes on the Common
- Precedent for future commercial development on the Common
- Operational impacts

Heritage issues

- Retention and adaptive re-use of conservation-worthy structures and associated spaces and fabric
- Create a positive response to associations of public memory through exploring opportunities for the historical interpretation and commemoration of the site
- Emphasize morphological character of new interventions (height, massing and orientation) as opposed to individual architectural treatment
- Reinforce green edges and strengthen linkages to surrounding natural elements
- Retain mature trees as framing and shading elements and reinforce treed surround
- Retain key views from Fort Wynyard (Granger Bay and Signal Hill)
- Retention of pedestrian character and green sidewalks and corridors
- Retention and enhancement of gateway qualities to Fort Wynyard, Green Point Track and the Cape Town Stadium
- Appropriate edge treatment to ensure visual and physical access along Granger Bay Boulevard and along Fritz Sonnenberg
- Establish a forecourt setting by retaining green edges and strengthening relationship between Granger Bay Boulevard site and the Track A site (Green Point Track)

Heritage indicators as considered within the Cape Town Stadium and the Cape Town Stadium precinct rezoning applications:

Enhancement of the public realm

- The site should be viewed in the context of the range of conservation areas and heritage resources reflecting the broader historical context of Green Point
- No further encroachment on the public recreational role of Green Point Common. Ensure that they are genuinely public and prevent long leases resulting in the semi-privatisation of the public domain
- Need to respect patterns of public access over time
- Role in defining and protecting an edge appropriately
- Respect for historical and public values through a response to such values through primary spatial orders
- Recognizing cultural meaning of resources in the public realm with regards to the context of the proposed stadium as part of the greater order of such resources
- Positive response to the overall green framework in terms of the role and location of the site and the historical patterns of planting which have endured over time as a function of climatic conditions specific to the area, e.g. windbreaks
- Role of the common and associated spaces: scale, socio-cultural, patterns of access should be reinforced and respected through rationalization of the Common, where such occurs with respect to historical patterns
- Optimize the use and metropolitan potential of the study area through developing tourist potential of the area with sensitivity and the preservation and celebration of historic and cultural activities
- 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

Metropolitan role in integration of recreational facilities

- Build on the integrative role of the site in terms of its access to mountain, sea, CBD, waterfront, etc and facilities at a metropolitan order
- Build on priorities in relation to broader city needs and requirements
- Build on recreational role and significance without impacting on roles expressed through other criteria in terms of significance
- Redevelopment needs to respond positively to public memory concerned with associated social histories and symbolic values
- Respect historical layering reflecting associations over time
- Proposed development should respect and reflect the role of the site within the townscape context

Contribution to public realm

- Enhance the opportunities for interventions to establish a positive gateway to the Common, the proposed urban park and the proposed Somerset Hospital precinct
- Provide opportunities for rationalization of land and resources
- Place making potential both locationally and in terms of design should be maximized

- Enhance opportunities to define public space and complement urban space through creating distinct character and a sense of place
- Improved pedestrian access and introduction of new elements for public recreation
- Respect and respond to scenic qualities of the landscape
- Encourage a character sympathetic to the natural and cultural landscape

Multi-functional use

- Encourage multi functional use of the building and use for a range of uses both within and around its edges, e.g. accommodation of informal sector and opportunity for hives. Utilise the creation of infrastructure for the creation of business opportunities
- Enhance the appropriate and safe use of surrounding space
- Enhance opportunities for reinforcing or rehabilitating other local facilities
- Commercial and institutional elements are predominantly redevelopment initiatives intended to rejuvenate and revitalize the study area

Minimal severance; consistent land use patterns

- Minimal severance impact on the landscape and creating effective, useful land parcels rather than creating alien geometries
- The road should respect existing geometries particularly with regards to the track
- Minimise intrusion into playing area of adjacent track and field facilities
- Promote clear legibility of geometrical characteristics and aesthetic qualities so as to perceive positive urban space
- Allow for secondary system that blends within the primary order and promotes spatial continuity
- Encourage appropriate landscaping and screening to integrate built form into the landscape

Enhancing linkages

- Important points of entrance and intersection need special attention in order to enhance adjacent spaces, e.g. gateway to existing track, gateway to Fort Vineyard, new entrance to waterfront, linkage to coastal promenade
- Need to achieve a balance between retention of the character and gaining visual-spatial and physical integration
- Linkage opportunities between the passive domain of Signal Hill, the active domain of the Common and the active/passive domain of the coastal promenade
- Appropriate interpretation and visual-spatial linkages required should be established between heritage resources
- Positive response to historical structuring elements such as the green structure, which serves to reinforce the visual-spatial qualities of key buildings, spaces and alignments
- Retain historical axes along Fritz Sonnenberg Drive and the Breakwater axes
- To promote the functional and physical integration of the study area with the surrounding inner city

Retention of existing structures and features

- Original grandstand facility needs to be retained
- Existing bands of trees need to be retained and reinforced and tree-lined avenues to be re-inforced as pedestrian walkways
- Re-establish the visual unity of the Common

3. DESCRIPTION OF PROPOSALS

3.1 Project description

An Environmental Impact Assessment (EIA) was undertaken in 2006 for the re-development of the Green Point Stadium and associated infrastructure, subsequently authorized on 31 October 2006 by the Department of Environmental Affairs and Development Planning (DEA&DP). The environmental authorisation was appealed and a decision was made by the provincial Minister of Environment, Planning and Economic Development in January 2007. The development consisted of the following elements which have been completed and implemented to date:

- Partial demolition of the old Green Point Stadium
- Construction of a new stadium
- Construction and upgrading of transport infrastructure to facilitate access to and from the stadium
- Construction and upgrading of the electrical supply network between Montague Gardens and the Green Point Common to meet the electricity needs of the stadium
- Establishment of the Green Point Urban Park

The proponent, the City of Cape Town (CoCT) intends to amend some of the conditions stipulated in the appealed environmental authorisation to allow commercial activities to take place within the Stadium Precinct.

This Granger Bay Boulevard site measures approximately 0.72 ha in extent and is located on the south-eastern part of Remainder Erf 1056, Green Point. It lies south of the stadium and is bordered by Granger Bay Boulevard which separates the site from the rest of the Green Point Track. The land is currently a gravelled open area, used for overflow parking, but has potential for development as identified in the *"Business Plan for Cape Town Stadium and Green Point Park: A public information summary and report"*. Several possible development scenarios have been considered and Jakupa Urban Designers and Architects have prepared conceptual designs for evaluation (Planning Partners: 2015: 80). These are illustrated in this section.

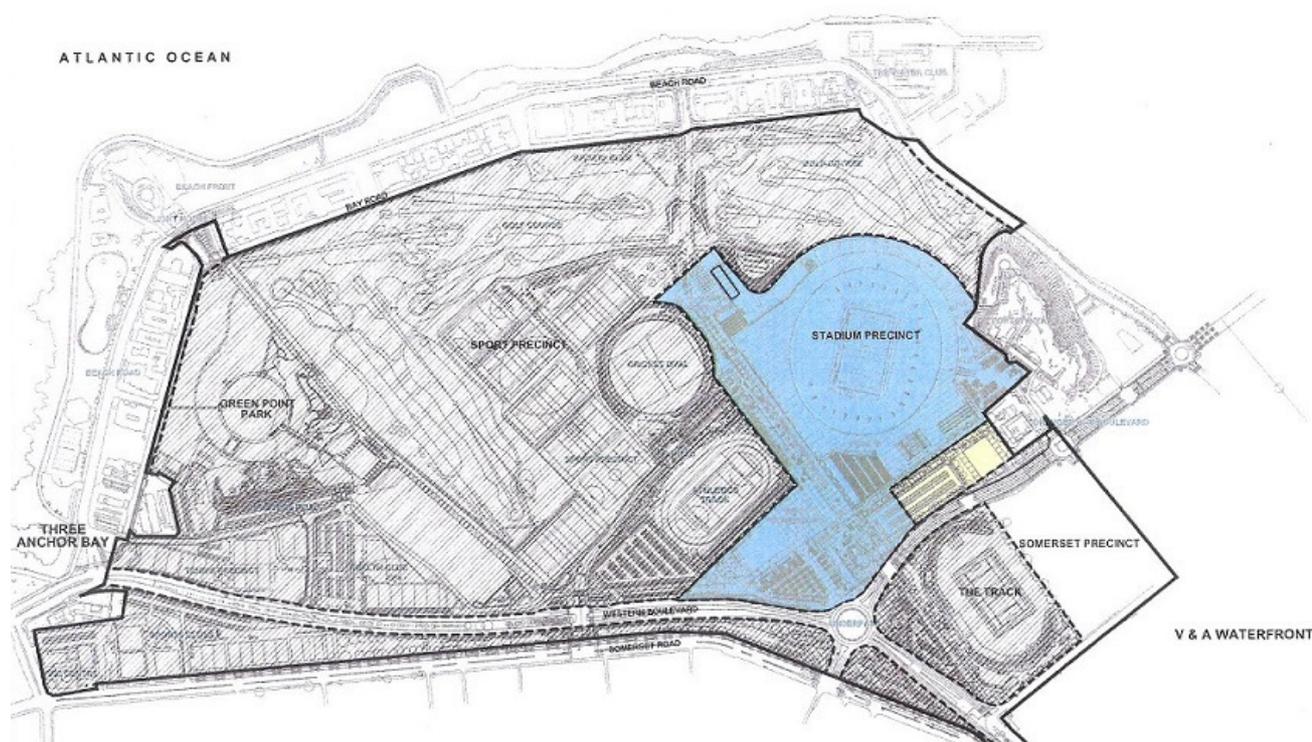


Figure 29: Granger Bay Boulevard site for consideration indicated in yellow



Figure 30: Approved Landscape Masterplan (extracted Planning Partners 2015: 18)



Figure 31: Approved SDP (extracted Planning Partners 2015: 17)

The City's aim is to optimise the development opportunities and marketability of the Cape Town Stadium so that all potential income stream opportunities is possible in order to secure the economic and environmental sustainability of the Stadium. Under current circumstances, with very restrictive conditions attached to the town planning and environmental approvals, this is not possible. It is therefore necessary to amend existing statutory conditions relating to these aspects. The town planning application seeks to gain town planning approvals from the competent authorities (Planning Partners 2015: 2). The planning application is submitted in terms of LUPO, the Land Survey Act [Act 8 of 1997], Municipal Ordinance, 1974 [Ordinance 20 of 1974] and the City of Cape Town Zoning Scheme (CTZS) for the approval of the following:

- a. **Deviation from the Table Bay District Plan**, which is an approved Structure Plan in terms of section 4(10) of LUPO. Note that the Cape Town Spatial Development Framework designates the sites as "urban development" and there is no need to deviate from the SDF
- b. **Closure of Portions of Public Street** in terms of the Municipal Ordinance, 1974 [Ordinance 20 of 1974] and section 37 of the Land Survey Act [Act 8 of 1997]. This pertains only to the closure of Fritz Sonnenberg Road during events and for security purposes when necessary
- c. **Subdivision** of Remainder Erf 1056 Green Point in terms of section 24(1) of LUPO to create separate erven for a stadium site (including the podium, forecourt and ancillary space), and a Granger Bay Boulevard site
- d. **Rezoning** of the stadium site (from a split-zoning of *Community Zone 2* and *Open Space 2* to a split-zoning of *General Business Zone 1 (GB1)* and *General Business Zone 7 (GB7)*); and rezoning of the new Granger Bay Boulevard site (from a split zoning of *Open Space Zone 2* and *Community Zone 2* to *General Business Zone 5 (GB5)*), in terms of 17(1) of LUPO
- e. **Council's Consent** for the stadium site to include the uses of "expo-centre" and "informal trading" in terms of section 9.1.1(b) of the CTZS
- f. **Subdivision** of Remainder Erf 1056 Green Point in terms of section 24(1) of LUPO to create separate cadastral boundaries around the existing public roads and land which has been severed as a consequence of these roads, including the Sea Point Civic Centre and environs, Gallows Hill and Ebenezer Depot
- g. **Amendment of the Site Development Plan**, which is a requirement in terms of the rezoning approval granted in 2007. This amendment is to allow for development of a mixed use building complex on the newly created GBB site.

The heritage impact assessment dated March 2015 conducted for the **Cape Town Stadium Precinct** considered the rezoning of the precinct (point d above). This heritage application for **Granger Bay Boulevard** considers development of mixed use building on the Granger Bay Boulevard site above in terms of Section 38(1) (c) (i) of the National Heritage Resources Act (Act 25 of 1999): *any development or other activity that will change the character of a site exceeding 5 000 m²*

Development alternatives for the Granger Bay Boulevard Site

Five alternatives have been considered for the Granger Bay Boulevard site, illustrations and development parameters have been extracted from the Planning Partners report (2015: 72 – 79). The alternatives are:

- Alternative 1: Existing rights
- Alternative 2: Low Development
- Alternative 3: Medium Development
- Alternative 4: Medium-High Development Alternative
- Alternative 5: High Development Alternative

Alternative 1: Existing rights

The exercise of existing rights on the GBB site will allow the development of ancillary buildings (e.g. change-rooms; clubhouse facilities etc.) associated with outdoor sports or recreation.

Alternative 2: Low Development

This would consist of a low-rise complex of buildings incorporating parking, ground-floor retail and general business (such as offices, hotel, sports science etc.). This alternative incorporates the following development parameters:

- Zoning: General Business Zone 2
- Bulk: 2.0 (i.e. 14 530 m²)
- Max. Height: 15 m (± 4 - 5 storeys)



Figure 32: Conceptual illustration of the Low Development Alternative

Alternative 3: Medium Development

This would consist of a medium-rise complex of buildings incorporating parking, ground-floor retail and general business. This alternative would incorporate the following parameters:

- Zoning: General Business Zone 5
- Bulk: 4.0 (i.e. 29 060 m²)
- Max. Height: 25 m (± 8 storeys)

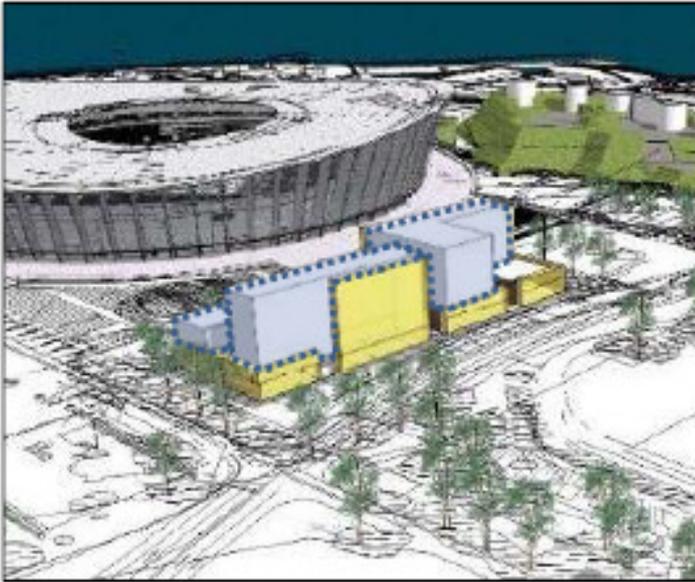


Figure 33: Conceptual illustration of the Medium Development Alternative

Alternative 4: Medium-High Development Alternative

This would consist of a high-rise building incorporating parking, ground-floor retail and general business. This alternative will incorporate the following parameters:

- Zoning: General Business Zone 6
- Bulk: 6.0 (i.e. 43 590 m²)
- Max. Height: 45 m (± 15 storeys)

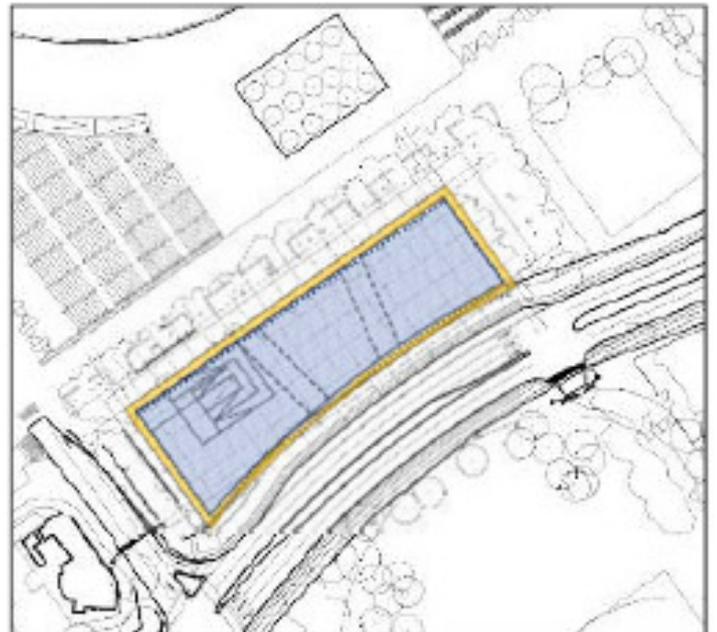


Figure 34: Conceptual illustration of the Medium-High Development Alternative

Alternative 5: High Development Alternative

This would consist of a high-rise building incorporating parking, ground-floor retail and general business (such as offices, hotel, sports science etc.). This alternative will incorporate the following development parameters:

- Zoning: General Business Zone 7
- Bulk: 12.0 (i.e. 87 180 m²)
- Max. Height: 60 m (± 20 storeys)

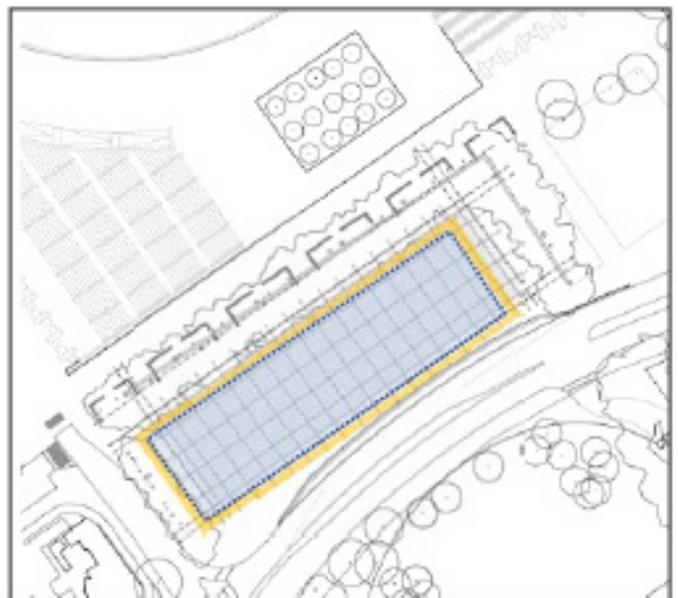


Figure 35: Conceptual illustration of the High Development Alternative

General principles are recommended for development on the Granger Bay Boulevard site. These have been extracted from the planning report and will be considered within the assessment of the alternatives.

a. Active ground floor with permeability for pedestrian access through the site:

- The ground floor of the development should have a design and uses which generate and support public pedestrian activity and engagement. This includes connectivity through doors and pedestrian arcades, visual permeability through windows, and activities such as line shops and restaurants.
- The development will offer connecting links between primary pedestrian routes. These include the routes along Granger Bay Boulevard and along Fritz Sonnenberg Road.

b. Active edges to the pedestrian route between site and stadium:

1. The type of uses incorporated within the Stadium podium edge and the new development should contribute to the making of a built edge which offers opportunity for engagement with the pedestrian realm.

c. Building setback and articulation zone:

2. A building line is proposed, which is derived from an approximate edge of the tree canopy taken 10m from the centreline of the line of existing trees edging the site. Any new building should not encroach on the space occupied by the tree's roots or canopy.

3. The building should have 3m articulation zone on all edges fronting the line of trees or Granger Bay Boulevard to a minimum of 9m above ground level. In keeping with the intention to promote interactive and aesthetically pleasing facades, the building interface with the tree canopy and the streets should have a zone for articulation.

d. The roovescape is an important elevation

- It is important to consider the roof design of the new development because it is viewed from the Stadium bowl and from Signal Hill.

e. Heritage features:

- The existing trees edging the site should be protected as far as possible.
- The building should not intrude into the historical views from Fort Wynyard towards Signal Hill.

f. Vehicular access and parking

- Vehicular carriageway crossings of the pedestrian walkways along Fritz Sonnenberg Road and Granger Bay Boulevard must not hamper pedestrian movement.
- Any parking at ground level should be limited to drop off zones, bays for special needs persons, or bays that are concealed from façade edges by GLA.
- An option to access structured basement parking may be via a link with the existing stadium podium.
- A parking basement (which may be linked to the Stadium podium) is recommended. The impact on existing trees and their root systems must be minimised, but it is recognised that some trees may be affected during construction of this super-basement. This parking basement has the potential to accommodate approximately 198 parking bays.

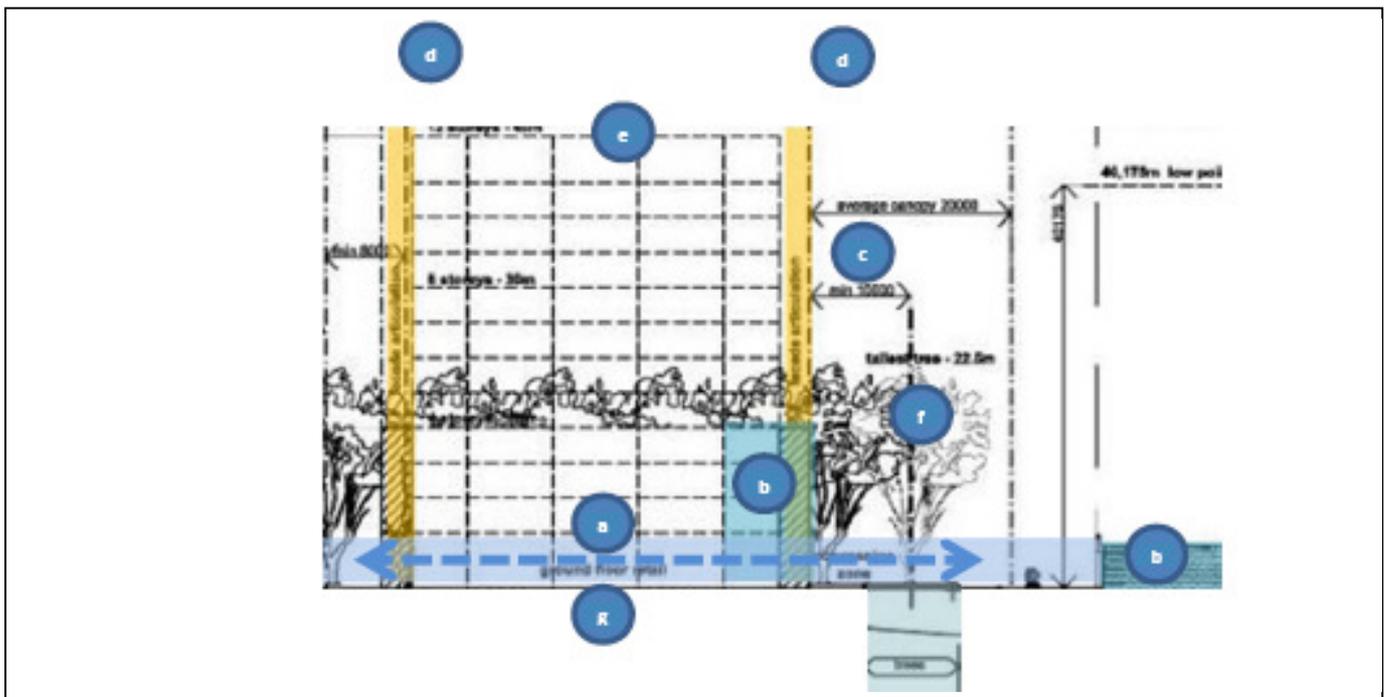


Figure 35: Illustration of development principles for the Granger Bay Boulevard site

3.2 Preferred alternative Medium Development Alternative

Preferred alternative: the Medium Development Alternative

Following a careful selection process, including consideration of various specialist studies it was been concluded that the Medium Development Alternative has the best fit. This alternative will fit into the urban context of the area without detracting from the stadium or other development, it will yield a reasonable financial return and the traffic impact is manageable. The medium development alternative proposal is consistent with a zoning of General Business Subzone 5 (GB5) and accordingly application is made to rezone the GBB site from the existing split-zone of Community Zone 2 and Open Space Zone 2, to General Business 5 (Planning Partners 2015: 76).

The following **specific development principles** are recommended for the Medium Development Alternative:

- a. Active ground floor plus 6 – 7 storeys above
- b. Height of 25,0 m above natural ground level (i.e. 22,0 m below highest point of existing stadium roof);
- c. A cluster of conjoined buildings of varied massing
- d. Coverage should decrease from second floor upwards with taller portions straddling one another, but still integrated with the podium-type portions to create opportunities for overlooking features or view lines
- e. The building can be seen as an extension of the future grain and density of the broader area, including the Somerset Hospital Precinct and V&A Waterfront
- f. The active ground floor will help to make Granger Bay Boulevard a more attractive space for pedestrians and to provide a strong edge
- g. The ground and first floor levels should be opened up at a number of points to allow for pedestrian permeability through the complex of buildings, and provision should be made for courtyards or plazas
- h. Build-to lines along Granger Bay Boulevard must create an urban edge
- i. The proposed basement directly beneath the building footprint can accommodate approximately 198 parking bays. The additional parking can be provided within the adjacent forecourt and Stadium podium.

Table 14: Floor area, GLA and parking bays in terms of the illustrated concept

Block	G+	FA Retail	GLA Retail	FA Office	GLA Office	FA Total	P-bays Retail	P-bays Office	P-bays Total
A	1	956	813	956	813	1 912	8	8	16
B	1	637	541	637	541	1 274	5	5	11
C	1	382	325	382	325	764	3	3	6
D	1	893	759	893	759	1 786	8	8	15
E	1	956	813	956	813	1 912	8	8	16
F	2	0	0	760	646	760	0	6	6
G	6	0	0	8 040	6 834	8 040	0	68	68
H	6	0	0	9 558	8 124	9 558	0	81	81
I	2	0	0	764	649	764	0	6	6
Total		3 824	3 250	22 946	19 504	26 770	33	195	228

Notes:

- All area figures are measured in m²
- Total bulk is 29 060 m² (92% of permitted bulk)
- Retail parking: 70% at 1/100 m² (shops) and 30% at 2/100 m² (supermarket)
- Office parking: 1/100 m²
- Parking ratios consistent with PT2 area

Table 1: Floor area, GLA and parking bays in terms of the medium development alternative

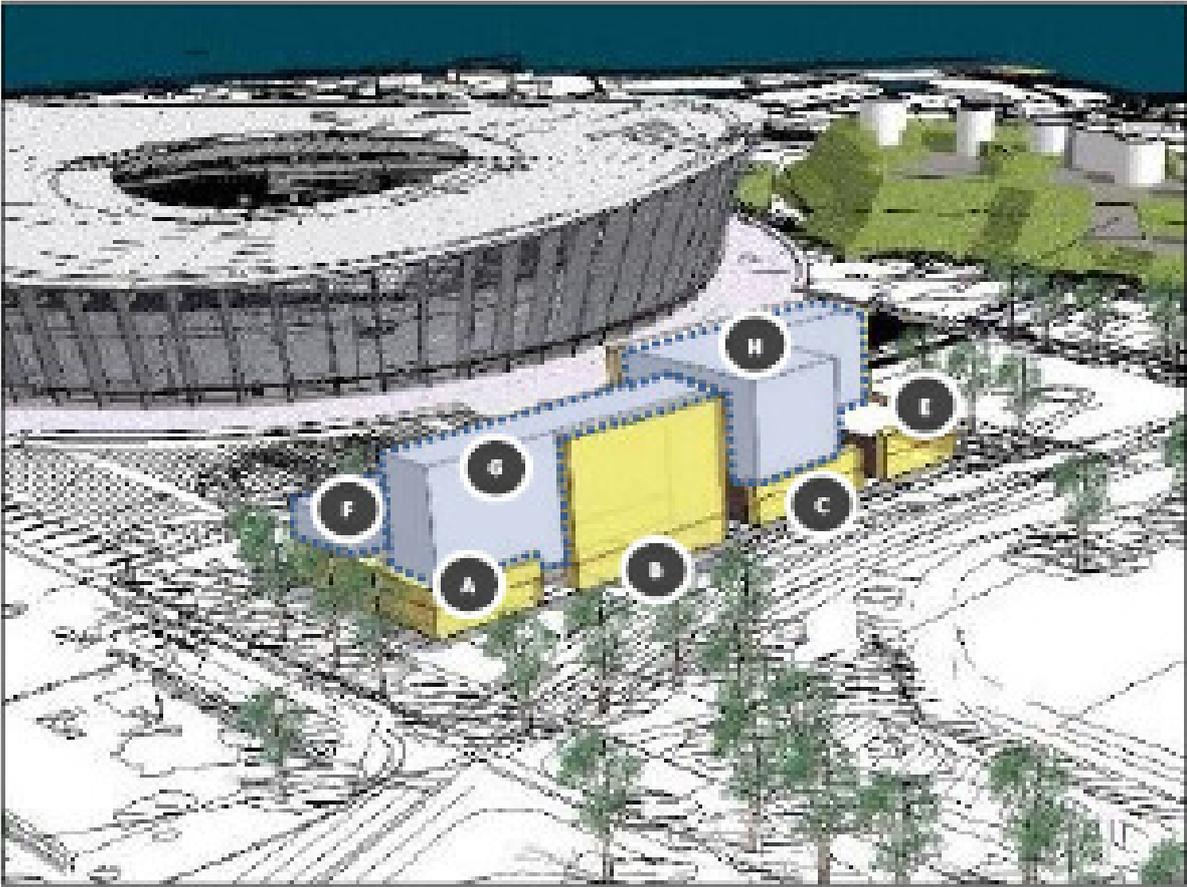


Figure 36: A conceptual 3D illustration of the medium development alternative (Planning Partners 2015: 78)

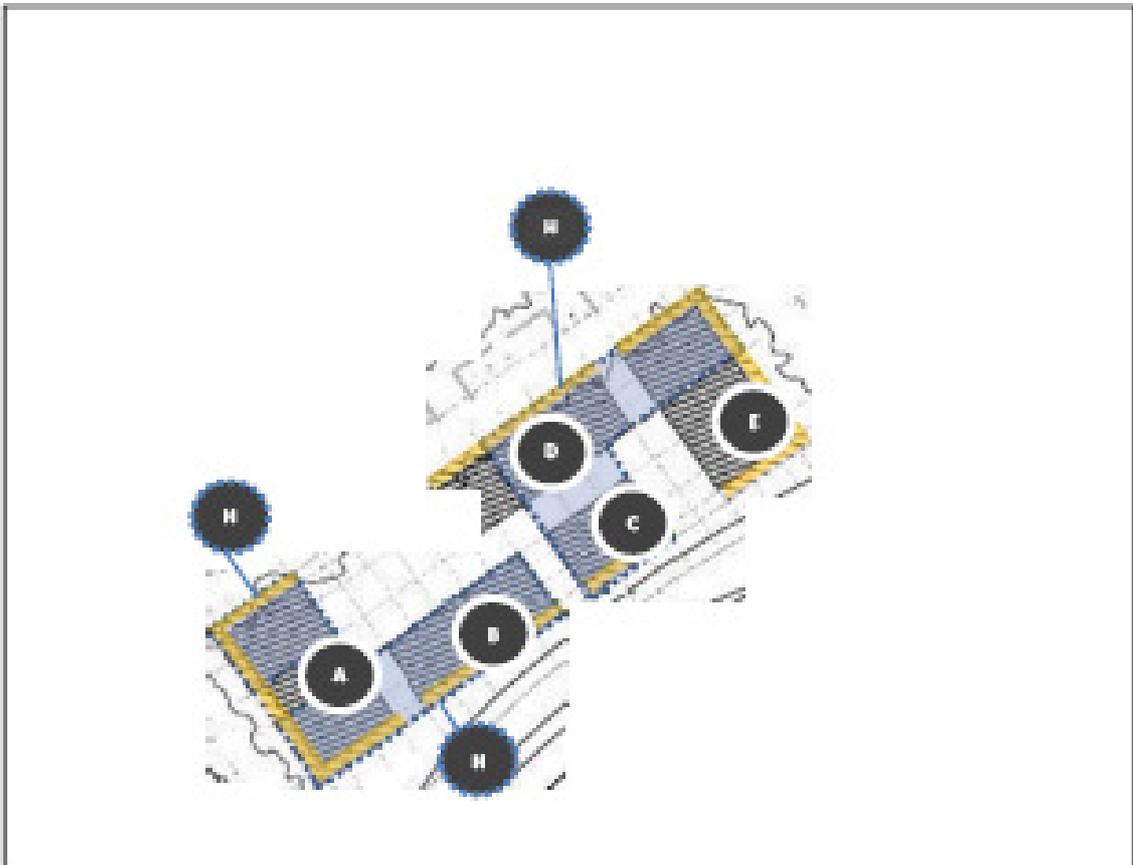


Figure 37: A conceptual building footprint of the medium development alternative (Planning Partners 2015: 78)

3.3 Project motivation

In 2009, the joint venture SAIL / Stade de France Operating Company (Pty) Limited was appointed to manage the Cape Town Stadium and the Urban Park. However the legal, administrative and financial climate at the time caused the contract to be terminated in December 2010. Thereafter, the CoCT was obliged to take over management responsibilities of the stadium (CoCT, 2012). Due to the high maintenance costs of the Cape Town Stadium, the CoCT has to absorb an annual financial deficit of approximately R39 million.

To make the Stadium a more viable proposition, the City of Cape Town commissioned a business analyst to investigate business models and solutions for a more vibrant and economically sustainable facility. The findings of the *Business Plan for Cape Town Stadium and Green Point Park* highlight an urgent need to have some of the current restrictions lifted in order to incorporate commercial activities at the Stadium and its precinct, especially on non-event days. The City has endorsed the Business Plan and is in the process of implementing recommendations contained therein. These include statutory applications for environmental and planning permission to allow more mixed use and economically viable activities in the Stadium Precinct, without compromising the open space qualities and amenities of the Urban Park. Included in this initiative is a remnant of the B and C Field adjacent to the Stadium, part of which is still zoned open space. This is not functionally part of the Urban Park and is more integral to the Stadium (Planning Partners 2015: 1).

Motivation for the development of the Granger Bay site has been provided within the planning report (Planning Partners (2015: 140 – 142) under key considerations relating to location, size, value and frontage:

- **Location** Whereas the GBB site is ideally located for the development of a mixed use building, it is not considered an ideal location for a public open space. It is a small site next to a busy road and is fragmented from other parts of the Common. However public spaces can be included in the new development in the form of street side restaurants and publically accessible plazas within the building complex. An urban public space is considered more appropriate than the current gravel parking lot
- **Size** At 7 265 m², the GBB site is considered too small to make a meaningful contribution to people's daily lives as an open space. This is especially the case considering the site's isolated location when considered in relation to the other well used active and passive open spaces of the Common. The size and shape of the land is well suited to a new mixed development
- **Value** The current use of the GBB site as open space and an occasional parking area is not considered to be the most optimal use of the property. The economic potential of the land is not currently being optimized
- **Frontage** The site fronts onto the busy Granger Bay Boulevard and the nearby traffic circle on Helen Suzman Boulevard, which is not ideal when it comes to making good public open spaces. Quality open spaces are ideally situated away from busy roads, or at least have a buffer between the road and the space. On the other hand, the proximity of the GBB site to the Stadium is a key factor in the choice of scale of the proposed development – the scale of the building will mean that it is considered as part of a family with the Stadium. The site falls on the corner of Granger Bay Boulevard and Fritz Sonnenberg Road, which are considered as 'gateways' to both the Stadium Precinct and the Somerset Hospital Precinct. The building will therefore become a gateway feature and it is necessary that it has the scale to match this status. Further, the building must have a strong form and a lightweight skin so as to be aesthetically pleasing, but also to complement the Stadium.

The expanded utilisation of the Stadium and its associated podium and forecourt, as well as the proposed development of a mixed use building on the Granger Bay Boulevard site, will make the use of the Stadium and its surrounding precinct more effective, more efficient, more sustainable and more vibrant

4. ASSESSMENT OF IMPACTS

4.1 Assessment of impact on heritage resources

The site lies within a sensitive heritage context and assessment takes into consideration significance of the site at various levels as well as the heritage indicators identified.

The purpose of this heritage application is to assess the proposed development alternatives and determine any possible impacts on heritage resources. The alternatives for consideration are:

- Alternative 1: Existing rights
- Alternative 2: Low Development
- Alternative 3: Medium Development
- Alternative 4: Medium-High Development Alternative
- Alternative 5: High Development Alternative

The assessment will consider the impacts of each alternative in relation to overall heritage indicators and consider the preferred alternative in more detail. It is felt that any proposed intervention at the Granger Bay Boulevard site will impact on the key issues at hand, namely the loss of public open space and encroachment onto the Common. It is however acknowledged that the site is isolated from any active playing fields and an active relationship to both the Green Point Track and the Urban Park.

The extent, duration and probability of occurrence of heritage impact have been assessed as follows:

The **extent** of the impact is considered as **medium** with an impact on the local area.

<i>Extent (spatial scale)</i>		
Ranking criteria		
L	M	H
Impact is localized within site boundary	Widespread impact beyond site boundary; Local	Impact widespread far beyond site boundary; Regional/national

The **duration** of the impact is considered as **high** with an impact over a long term.

<i>Duration</i>		
Ranking criteria		
L	M	H
Quickly reversible, less than project life, short term (0-5 years)	Reversible over time; medium term to life of project (5-15 years)	Long term; beyond closure; permanent; irreplaceable or irretrievable commitment of resources

The **probability of occurrence** of the impact is considered as **high** with a definite impact expected.

<i>Probability of occurrence</i>		
Ranking criteria		
L	M	H
Unlikely; low likelihood; Seldom No known risk or vulnerability to natural or induced hazards.	Possible, distinct possibility, frequent Low to medium risk or vulnerability to natural or induced hazards.	Definite (regardless of prevention measures), highly likely, continuous High risk or vulnerability to natural or induced hazards.

Summary of alternatives in relation to potential for heritage impact (to be read in conjunction with heritage indicators and table below with regard to heritage impact in terms of intensity)

Alternatives in relation to potential for heritage impact								
	Public and recreational space Loss of public recreational space	Enhancement of the public realm	Metropolitan role in integration of facilities	Contribution to public realm	Multi-functional use	Severance and land use patterns	Enhancing linkages	Height, massing and orientation of proposed intervention
Alternative 1 Existing rights	L+	M+	L+	L+	L-	L+	L-	n/a
Alternative 2 Low	M-	L+	L+	M+	M+	M+	M+	L+
Alternative 3 Medium	M-	L+	M+	M+	M+	M+	M+	L+
Alternative 4 Medium-High	H-	M-	L+	L+	M+	L+	L-	M-
Alternative 5 High	H-	H-	L+	L+	L+	M-	M-	H-

INTENSITY Type of Criteria	Negative		Positive			
	H-	M-	L-	L+	M+	H+
<i>Qualitative</i>	Substantial deterioration, death, illness or injury, loss of habitat/diversity or resource, severe alteration or disturbance of important processes.	Moderate deterioration, discomfort, partial loss of habitat/biodiversity/resource or slight alteration	Minor deterioration, nuisance or irritation, minor change in species/habitat/diversity or resource, no or very little quality deterioration.	Minor improvement, restoration, improved management	Moderate improvement, restoration, improved management, substitution	Substantial improvement, substitution
<i>Quantitative</i>	Measurable deterioration Recommended level will often be violated (e.g. pollution)	Measurable deterioration Recommended level will occasionally be violated	No measurable change; Recommended level will never be violated	No measurable change; Within or better than recommended level.	Measurable improvement	Measurable improvement
<i>Community response</i>	Vigorous	Widespread complaints	Sporadic complaints	No observed reaction	Some support	Favourable publicity

Preferred alternative assessment: Medium development alternative

Impact in terms of heritage indicators identified

- **Public and recreational space** medium negative response to the role of the Common as a public amenity. The loss of the B and C fields as active recreational space occurred during the construction of the Cape Town Stadium and within subsequent agreements regarding operation and management of the Green Point Common. Negative impact relates to loss of public recreational open space, loss of facilities and reduction of space available for sporting codes on the Common.
- **Enhancement of the public realm** low positive response. Proposed development would optimize the use and metropolitan potential of the site, however, will result in encroachment on the public recreational role of Green Point Common. The site has the potential to optimize the use and metropolitan potential through developing the site with sensitivity and in consideration of the preservation and celebration of historic activities
- **Metropolitan role in integration of recreational facilities** medium positive response building on the integrative role of the site and in relation to priorities of the broader city needs and requirements. Negative response to strengthening recreational role of the site
- **Contribution to public realm** positive response to enhancing opportunities for interventions to establish a positive gateway to the Common and the urban park as well as opportunities for rationalization of land and resources. Improved pedestrian access would be possible through enhancing public space
- **Multi-functional use** Encourage multi functional use of the building and use for a range of uses both within and around its edges where commercial elements are considered necessary.
- **Minimal severance; consistent land use patterns** minimal severance impact on the landscape and creating effective, useful land parcels rather than creating alien geometries. Opportunity to promote clear legibility and appropriate gateway and landscape responses to integrate built form into the landscape
- **Enhancing linkages** opportunity to enhance linkages through the gateway opportunity. Opportunity to link the Track, Stadium and (current) McDonalds building to create a positive public realm. Proposed development could promote functional and physical integration of the study area with surrounding land uses along Main Road, along Granger Bay Boulevard and to the V & A Waterfront
- **Retention of existing structures and features** Original grandstand facility needs to be retained, no vegetation to be removed and tree-lined avenues to be reinforced as pedestrian walkways

Overview of anticipated heritage impacts

- **Cultural landscape** loss of green open space will occur to accommodate commercial activity at the stadium
- **Social impact** none expected as the social survey outcomes requested a memorial space and not necessarily the use of the B and C fields as active playing fields
- **Archaeological** none expected
- **Visual** none expected in terms of key views to be protected from Fort Wynyard. The visual impact assessment considered heritage resources within the immediate context. The impact of a structure on the Granger Bay Boulevard site will have a visual impact in terms of the change of character from open space to accommodating a mixed use development. There will however be medium – low visual impact on the Urban Park and Common nor to users of the Green Point Track when the track is in use given that the proposed development form, scale and massing of the buildings, as well as placement and the

spaces created between buildings, the possible integration of roof gardens, vertical landscaping and tree planting will aim to be read in conjunction with existing structures, and in particular, the Green Point Stadium.



Figure 38: Key views from Fort Wynyard (GSP: 35)
Most important view lines (in terms of visual heritage) overlaid onto the figure-ground diagram of the existing urban fabric proposed development on the GBB site indicated as a red block

In terms of the visual impact assessment, Alternative 1 would present the least visual change to the status quo, however, the cultural meaning associated with the GBB site is largely degraded due to the Granger Bay Boulevard which divides the historic B and C fields. Should the site be resurfaced in turfgrass, the B and C fields could no longer be used for sporting events in keeping with the historic use of the site for pure functional (field dimensions) reasons. Alternative 1 allows for the continuation of a flexible public open space where the historic usage of the site and its associated visual spectacle is no longer present, or available for experience to the observer. Therefore alternatives 2 and 3 are considered pragmatic, appropriate and acceptable visual change due to the positive urban place making opportunities they present. Alternative 4 presents a significant negative visual impact due to its scale within the context and alternative 5 intensifies and expounds this same visual impact

Considering the merits of alternatives 2, 3, 4, and 5, Alternative 2 (15m building) may appear dwarfed when juxtaposed against the stadium, whereas Alternatives 4 and 5 (45m and 60m buildings) will compete with height of the stadium, as well as compromise the scale of the mature Eucalyptus and Ficus trees. Given these considerations, Alternative 3 (25m building height) seems to present the most appropriate option in terms of best visual 'fit', and is thus supported as the preferred visual alternative (GSP 2015: 109).

Cumulative impact The cumulative impact of the proposed development at the Granger Bay Boulevard site in relation to proposals as identified for Somerset Hospital could have negative effects along Granger Bay Boulevard should the massing, height and scale of development along the length of the boulevard exceed the heights and scales of the current intervention within its setting. The impact on surrounding heritage resources would be negative in terms of visual impact (sight lines to the mountain and sea) and experience of the overall precinct.

4.2 Impact relative to sustainable social and economic benefits

The proposal to allow development of the Granger Bay Boulevard site will alleviate some of the financial pressure in terms of cost of maintaining the Cape Town Stadium and pressures facing the Cape Town Stadium Precinct. Proposed intervention would result in economic benefits, however, will result in a negative impact on heritage resources in terms of public perception regarding loss of public space and encroachment on to the Common.

Overall status of heritage impact is considered as high in terms of loss of green open space and medium in terms of accommodating a proposed mixed use development at the site. Proposed intervention will result in economic benefits in terms of the commercial development proposed, however any development at the proposed site will result in a negative impact on heritage resources in terms of loss of green open space. It should however be noted that the site is considered to be of low recreational activity and or value in the sense of regaining the heritage significance as playing fields and its importance in the history of black sport.

5. STAKEHOLDER ENGAGEMENT

Comment was requested from the following bodies:

- City of Cape Town: Economic Environmental and Spatial Planning: Environmental Resources Management: Environmental and Heritage Management
- V & A Waterfront
- Mouille Point Ratepayers Association
- Sea Point Fresnaye Bantry Bay Ratepayers and Residents Association
- Green Point Ratepayers and Residents Association

No heritage related comments and / or objections matters were noted at a public meeting held 21 April 2015. Furthermore, no comments and / or objections were received from ratepayers organisations further to a 30 day commenting period.

City of Cape Town comment

Further to comment issued by the City of Cape Town Environmental with regard to the Cape Town Stadium and Granger Bay Boulevard planning application, Heritage Western Cape requested comment regarding the heritage impact assessment from the City of Cape Town Heritage Management Section. Comment dated 19 August 2015 is attached as submitted by the Executive Director for the City of Cape Town Heritage Management Section (refer annexure C).

City comment noted that Green Point Common is of cultural, historical, social and associated significance and functions as an important sporting, recreational and public open space of metropolitan scale. Within this larger context, the Granger Bay Boulevard site (ie the former 'B and C fields') must be understood in its localised context, including abutting areas such as Fort Vineyard, Somerset Hospital precinct and the stadium. With the development of the stadium and the four-lane boulevard, it is now isolated from the rest of the Common and also from the former 'A track'. As a result it no longer functions as a sporting or recreational space since 2008. In its current urban context, the site now needs to fulfil a different role in the emerging development along Granger Bay Boulevard. In view of the above, the proposed commercial development of the Granger Bay Boulevard site is supported.

The comment further notes that Green Point Common vests with the City of Cape Town by virtue of a crown grant and its title deed sets out a procedure to follow in alienating or disposing of any part of it should that be the intention. The larger remaining part of the Common functions and is managed as a distinct sporting and public open space for active and passive recreational use. Its functional character as a publicly accessible open space remains, although not all parts of the Common currently permit unrestricted public access, for example the golf course and stadium. As a cultural landscape, Green Point Common has largely retained its open green quality and contributes significantly to Cape Town's sense of place. Further actions by the City would include investigating appropriate heritage grading for the Common.

Response

Grading of the Common is noted and the proposed grading (and or regarding and declaration) of the Common is supported. The B and C fields were historically linked to Track A and therefore no grading for the common was suggested. The Granger Bay Boulevard site is considered as truncated from the Track and the common, and no longer functions as a sporting or recreational space of metropolitan significance. The current context is emerging development along Granger Bay Boulevard and thus the role that the site can play in integrating activity along this route is a consideration.

The proposed subdivision of roads and other land units will not change the character of the site as these roads exist and the subdivision merely gives effect to an existing situation. No rezoning and therefore no change to development rights are attached to the subdivision of the roads and other land units.

The role of the site as it relates to the Track has been emphasized within the heritage report. The report also highlights the fragmented nature of the portion of land, therefore not playing a significant contributing factor to the common used for public use. The Green Point Urban Park, including the sports component remains unaffected by the proposal to develop the Granger Bay Boulevard site.

The social survey formed a large part of the heritage assessment and this was discussed at length. Interviews were held with sports groups currently using the Track, and who have a long association with the Track. Declaration of the Track needs to be undertaken as this process has not yet been undertaken.

6. DISCUSSION

The heritage impact assessment has demonstrated the local need to record the history of sport at the Green Point Track, including the history of the Track A and the B and C fields, referred to in this assessment as the Granger Bay Boulevard Site. This report thus recommends to the City of Cape Town that opportunities to explore historical interpretation and commemoration be explored within the boundary of the Green Point Track. The sports clubs have identified the Hamiltons clubhouse located on the Green Point Track for museum and exhibition space as the clubhouse does not cater to such needs. Foundations of the clubhouse were noted in Pentz report but no recommendations for rebuilding were considered. The establishment of such a facility would assist in managing and overcoming challenges within the implementation of the management and operational plans for the Track and Common.

Many schools, colleges and clubs share an association with the Green Point Track. Many of these groups and organizations, in particular those affected by the Group Areas Act of 1950, are no longer in existence or have moved elsewhere. The names of the clubs that feature prominently in the archives include: Hamiltons RFC, the Sea Point Swifts FA, Tramway Road, Stephanias FC, Cape Ramblers FC, St Augustines, Aerials and the Metropolitan Football Association Sport. Clubs that are currently active on the Track include the SK Walmer's FRC, Young Stars RFC and the United Cricket Club. They long to reclaim the space on the Track through the display of memorabilia on a chosen location on the Green Point Track. A major concern is the lack of accessibility and space with regards to playing fields, the construction of Granger Bay Boulevard resulted in the loss of fields B and C. These sport clubs long to be compensated with playing field since it is the number one priority of the clubs to practice and compete, however, the GBB site does not present opportunities due to functional requirements. The loss of the B and C fields as active playing fields should also be read in conjunction with the conditions as contained with Record of Decision pertaining to the Operational Management Plan. These relate to reasonable fee structures, maintenance and operational plan, maintenance plan for playing fields and associated facilities and security and access control measures.

The heritage assessment considered the alternatives as outlined within the planning report. While the overall status of heritage impact is considered as high in terms of loss of green open space and medium in terms of accommodating a proposed mixed use development at the site, proposed intervention will result in economic benefits in terms of the commercial development proposed. It should be noted that any development at the proposed site will result in a negative impact on heritage resources in terms of loss of green open space. The Granger Bay Boulevard site is considered to be of low recreational activity and or value in the sense of regaining the heritage significance as playing fields and its importance in the history of black sport within the recreational role and within the themes as identified within its history.

Should the development of the GBB Precinct site be approved, it is recommended that initial bulk earth works are monitored in the event that artefactual material is present on site. The positions of any such finds must be recorded and described. If any in situ evidence of the old POW or military camp is found, such remains must be properly explored and recorded. Caution is advised in the event that unexploded munitions are found on the site and in the event that such material is found, procedures need to be in place for the collection and disposal thereof. It is noted that there is not any immediately identifiable archaeological reasons to exclude the use of any of the proposed site (Halkett, April 2014).

Particular attention needs to be paid to the form, scale and massing of the buildings proposed, as well as in their placement and the spaces created between buildings, the integration of roof gardens, vertical landscaping and tree planting. Although the loss

of the existing open space is regrettable; compensation can be afforded through the introduction of publicly accessible roof scape areas as viewing platform - to regain views towards visual resources namely Devils Peak, Table Mountain and Lions Head (gibbs saintpól 2015: 109). Visual impact has been considered in terms of visual impact on identified heritage resources. The key heritage view lines were considered from Fort Wynyard to the Lion Battery and Signal Hill, the visual impact has also been considered in terms of the visual impact on the surrounding green passive and active recreational spaces. A no development alternative would present the least visual change to the status quo, however, the cultural meaning associated with the GBB site is largely degraded due to Granger Bay Boulevard dividing the historic B and C fields. The low and medium height alternatives are considered as appropriate and acceptable visual change due to the positive urban place making opportunities they present. The medium-high and high alternatives present a significant negative visual impact due to scale within the context. From a visual perspective, taking heritage resources into account, the medium development alternative at 25m building height presents the most appropriate option in terms of best visual 'fit' and is supported as the preferred visual alternative.

Consideration has been given to height, massing and grain in determining the preferred alternative from a heritage perspective. Also noted are the specific development guidelines for medium development alternative that responds positively to the heritage indicators, namely active ground floor, pedestrian permeability and retention of mature vegetation. Caution should be given to the uprooting (and replacement) of such vegetation. Preferred alternative from a heritage perspective is thus the **medium development alternative** at 25m building height.

7. RECOMMENDATIONS

It is therefore recommended that:

1. The medium development alternative be supported to allow for a mixed use development to occur at the Granger Bay Boulevard site
2. Proposed development may proceed in terms of Section 38(4) of the NHRAct

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