

INNER CITY TRANSPORTATION HUB: PROJECTS A AND B
REPLACEMENT PEDESTRIAN BRIDGE AND VEHICULAR
DOWNRAMP:
ERVEN RE 14888, RE 4651 AND 148638
STRAND STREET CAPE TOWN
HERITAGE IMPACT ASSESSMENT
DRAFT ONLY



8th January 2016 amended 20th September 2016

Report prepared for Heritage Western Cape on behalf of ILISO Consulting, Royal Haskoning DHV, Meyer Associates and Makeka Design Lab by Melanie Attwell Sarah Winter, G Jacobs, in Association
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Cover Photograph: TCT Transportation Hub: Makeka Design Lab, Meyer Associates.

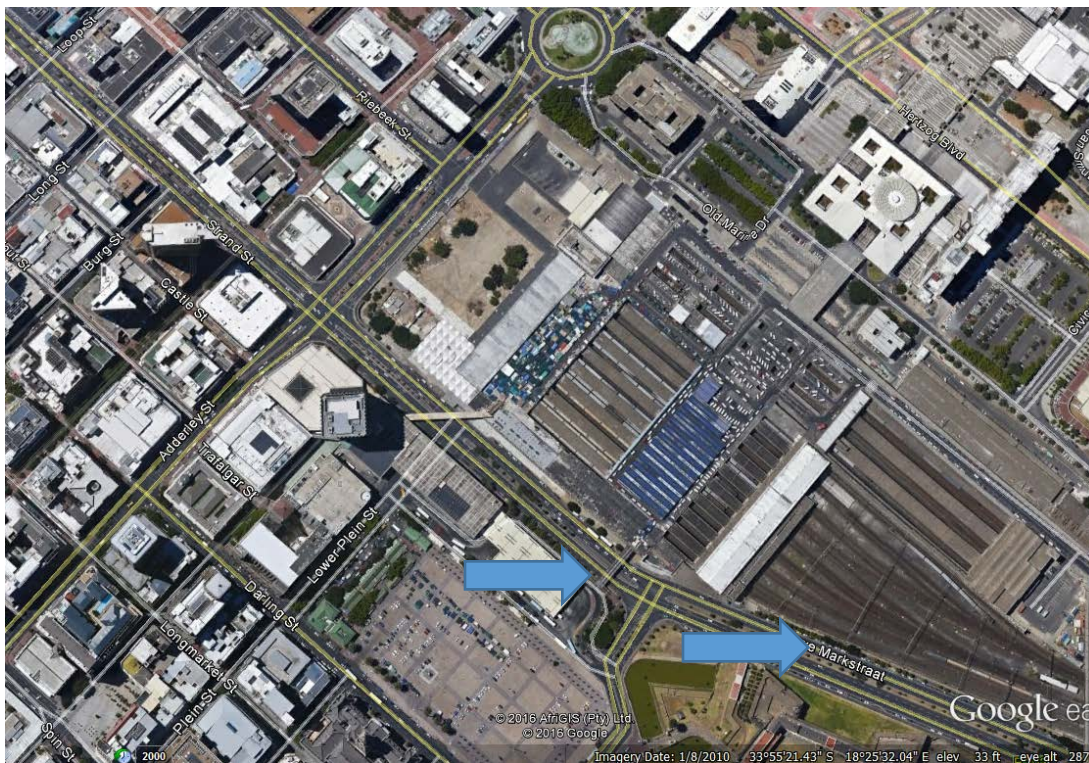
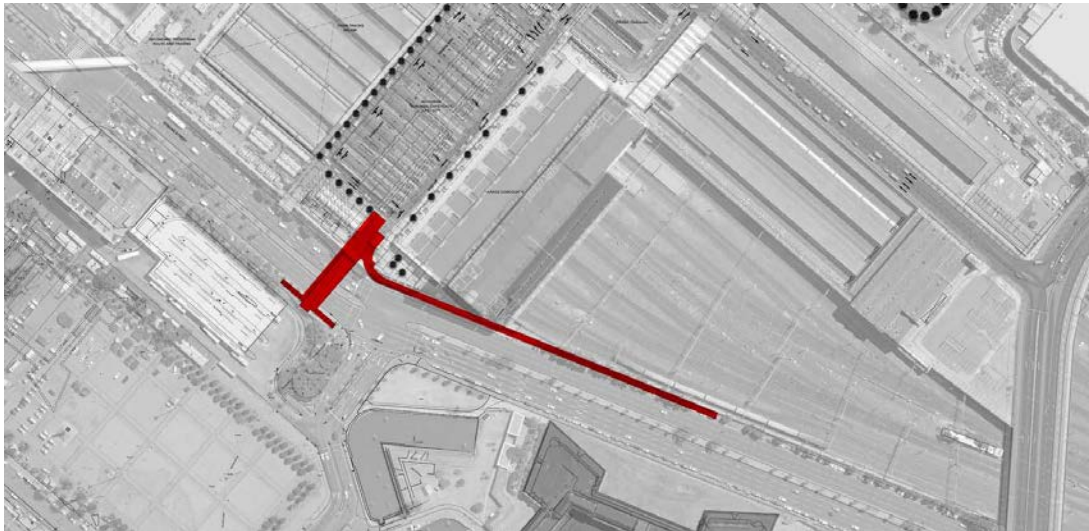
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Executive Summary: Inner City Transportation Hub: Project A: Replacement of Pedestrian Bridge and Project B: Vehicular down ramp

1. Site Name: Erven RE 14888, RE 4651 and erf, 148638 Cape Town
2. Location: Strand Street Cape Town
3. Locality Plan: Pedestrian Bridge replacement and Down ramp: Strand Street



Locality plan of replacement Strand Street Pedestrian Bridge and ramp.

4. Description of Proposed Development:

4.1. The replacement pedestrian bridge

The proposal is for an upgraded pedestrian bridge replacing the existing one. This is on the site of the existing and is therefore not on axis with the City Hall or the municipal axis. It is a smaller, simpler structure and consequently has lower visual impact than the previous 2010 proposal. It is not partially situated on a portion of the proclaimed area of the Grand Parade, and does not potentially clip the footprint of the old fort as the 2010 proposal did.

It involves the construction of the pedestrian bridge linking the Station Deck with the Grand Parade. Stairs will lead down from the bridge on the south eastern side of the Golden Arrow Bus Terminus, leading to a treed area adjacent to the Terminus.

The proposed pedestrian bridge is a light-weight structure with vertical screens and lighting to match the existing on the Station Deck. The bridge will be supported on one side by an off-shutter concrete wall, echoing concrete architectural elements on the Station Deck itself. It will contain a timber pergola over the walkway. It will have a viewing platform to take full advantage of the views towards the City Hall and Table Mountain.

4.2. The Proposal for down ramp from the Station Deck to Strand Street

The project is to separate taxis access and egress and avoid the existing bottlenecks which result from the current single access and egress point at Christiaan Barnard Street. The proposal is for a single lane vehicular (taxi) egress ramp from the upper station Deck to the Strand Street Boulevard heading east.

The existing breeze block wall associated with the Station Concourse building will be dismantled and rebuilt in a new position retaining the breeze block and glass design which will screen the ramp behind. The ramp and walls are constructed of off-shutter concrete. Vertical screens and lighting will match new interventions on the Station Deck are located to the rear of the ramp.

5. Heritage Resources identified

5.1. The Cape Town Station

The Cape Town Station may be considered a significant building as an expression of a modern movement building and a public city building associated with design for apartheid. It has been graded by the City of Cape Town as a grade 3A building or a building of outstanding local significance. This grading refers to the entire building.

5.2. The Grand Parade

The Grand Parade is a core City space and an area associated with the early development and growth of the City. It has been subject to substantial changes both by incremental erosion of its space through city growth and transport development; and levelling of its surface. It is a declared Provincial Heritage Site and has been graded a Grade 2 site.



The City of Cape Town grading map showing the Grand Parade and the Cape Town Station

6. Impacts on Heritage Resources

6.1. Project A

The proposed bridge will replace an existing bridge in the same position. The existing bridge has no heritage significance. The new bridge will serve to strengthen an important pedestrian axis and desire line between the foreshore and the Grand Parade. Its light weight visually permeable design will minimize visual impacts on the view corridor along Strand Street particularly as viewed from the spatial threshold along the Strand Street approach into the City.

The new bridge incorporates elements of the Station Precinct in terms of the use of polycarb sheeting to match existing screens on the Strand Street façade of the Station. The proposed off-shutter concrete feature wall on the one end is intended to reference architectural elements of the Station Concourse buildings. In general, the design of the bridge is appropriately contemporary and modest in character.

Of specific concern is the scale of the feature wall as viewed from Strand Street and the Grand Parade. While the stone pines along the north-eastern side of the Parade will mitigate its visual impact once they have reached maturity, it still presents a strong architectural element on the edges of an important heritage precinct and will contribute to a sense of visual clutter. Furthermore, it overly accentuates the secondary axial qualities of this pedestrian link in relation to primary civic axis centred on the City Hall. It is thus recommended that this feature be considerably reduced in scale

The construction of the structural supports for the bridge and stairs may uncover archaeological remains. While the footprint of any ground disturbance is minimal, the area is archaeologically sensitive. It is therefore recommended that any excavation work be monitored by an appropriately qualified archaeologist.

The proposed redesign of the treed area adjacent to the bus terminus is supported in principle.

6.2. Project B

The proposed vehicular ramp from the station deck onto Strand Street will have minimal visual impact on the Castle. The new vehicular ramp will mitigate current negative impacts of the railway yard, although this will lead to the loss of some existing trees along that Strand Street edge.

The proposed 'relocation' of the decorative screen in order to accommodate the proposed vehicular ramp is supported as this will ensure the retention of a signature period element of the Cape Town Station and distinctive architectural element along Strand Street. However, this must be done under the supervision of an appropriately qualified architectural heritage specialist.

The vehicular ramp is situated within an archaeologically sensitive area with the possibility of the remains of the 18th century sea walls and shipwreck material being uncovered during construction. It is therefore recommended that any excavation work be monitored by an appropriately qualified archaeologist.

7. Recommendations

It is recommended that HWC resolve to endorse the findings and recommendations of the HIA report as having met the requirements of Section 38 (3) of the NHRA and that no further studies are required.

It is recommended that HWC decide that the proposed development may proceed in terms of Section 38 (4) subject to the following conditions:

- Detailed design of the proposed new bridge and vehicular ramp must be largely in accordance with the proposals dated October 2015 as described in Section 12 of the HIA report and attached to the end of the report.
- The feature wall of the proposed new bridge must be considerably reduced in scale and revised plans must be submitted to HWC for final approval.
- The relocation of the decorative screen wall of the Station Concourse building must be supervised by an appropriately qualified and experienced architectural heritage specialist approved by HWC.
- Ground disturbance and excavations associated with the construction proposed new bridge and the vehicular bridge must be supervised by a suitably qualified and experienced archaeologist to be approved by HWC. The archaeologist appointed to do the monitoring work must submit a monitoring program to HWC for approval.

8. Authors and date.

Melanie Attwell and Sarah Winter assisted by Arcon Heritage and Design for the City of Cape Town (Transport), ILISO Consulting (Pty) Ltd, Meyer Associates and Makeka Design Lab. September 2016.

Note: This heritage Impact assessment is submitted to HWC in terms of S 38(3).

STRAND STREET: INNER CITY TRANSPORTATION HUB
PROJECT A: PEDESTRIAN BRIDGE ERVEN RE14888, (ROAD
SERVITUDE), RE4651 (GRAND PARADE),
PROJECT B ERVEN RE14888 (ROAD SERVITUDE,) 148638 (CAPE
TOWN STATION)

1. INTRODUCTION

Melanie Attwell and Sarah Winter, assisted by ARCON Heritage and Design, were appointed by the City of Cape Town, Transport Department, to undertake a Heritage Impact Assessment (HIA) for proposals forming part of a larger upgrade of the Inner City Transport Hub centred on the Cape Town Station. For an indication of the footprint of the proposed larger upgrade, see Figure 1A. The current proposal forms part of a wider series of future proposals intended to improve pedestrian and vehicular connectivity, as the current situation has been identified as under-performing.

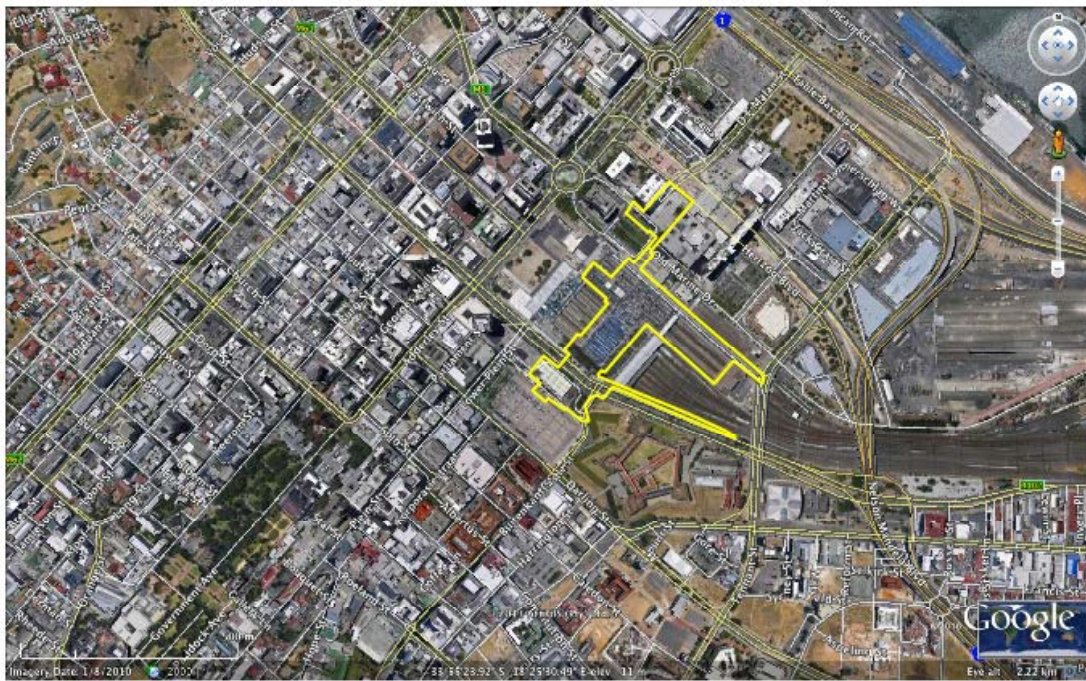


FIGURE 1A: The extended Inner City Transportation Hub in relation to the broader urban context: Full extent outlined in yellow. The current projects A and B are the first of a series of projects intended to improve City transportation links.



FIGURE 1B: Inner City Transportation Hub original proposal: Location of Project A: the pedestrian bridge; and Project B: the vehicular ramp and setback of the building façade.



FIGURE 1C: Inner City Transportation Hub current proposal: Location of Project A: A pedestrian bridge replacing the current one on the same site; and Project B: the vehicular ramp and setback of the building façade, which remains unchanged.

Currently there are two related projects which form the basis of the HIA – Project A and Project B. (See Figure 1C).

Project A involves the construction of a pedestrian bridge over Strand Street linking the Station Deck with the Grand Parade. The new proposed pedestrian bridge will replace the

existing bridge and will be situated in the same position. The existing bridge was originally intended to be a temporary structure.

This proposal replaces an earlier more ambitious proposal for a ramp extending on axis to the Grand Parade and the City Hall over the Golden Arrow Bus terminus. (See **Figure 1B**).

Project B involves the insertion of a single lane vehicular ramp down from the Station Deck onto Strand Street. The proposal is intended to enhance the connectivity of the Grand Parade and the Station Deck for pedestrian use and improve the flow of vehicles from the Station Deck into the City.

Erven: The proposal affects erven 148638, Cape Town Station Deck, Remainder erf 4651, portion of Grand Parade, and Remainder erf 14888, Strand Street.

Zoning: The current zoning includes Public Open Space (The Grand Parade), Transportation (Cape Town Station and the Strand Street edge of the Grand Parade), Road Reserve (Strand Street) and Transport Use – T1 (The Upper Station Deck). The City of Cape Town leases the Upper Station Deck where it is used for taxi transportation purposes.



FIGURE 1D: Strand Street and Cape Town Station: Zoning

Grading: The Cape Town Station has been graded as a Grade 3A site i.e. a site of outstanding local significance, by the City of Cape Town (See also Section 8).

Inner City Transportation Hub: Projects A and B. 20th September 2016. Melanie Attwell and Sarah Winter assisted by Graham Jacobs for the City of Cape Town (Transport), ILISO Consulting, Royal Haskoning DHV, Meyer Associates and Makeka Design Lab. 5

1.1. Project Background, Description and Motivation

A Conceptual Design Report for the upgrade of the Inner City Transport Hub prepared by Meyer Associates Architects and Urban Designers, Makeka Design Lab and Iliso Engineers was prepared for the City of Cape Town, dated December 2012 and amended in October 2015. Relevant extracts from this report are included below in order to contextualize the proposed pedestrian bridge and vehicular ramp.

The Cape Town Station is centrally located within the city centre (**Figure 1A**). It currently acts as a major barrier to movement across the central foreshore area, particularly pedestrian movement. It is ill-suited for its growing role as a public transport hub and interchange. Some 275 000 users move through the Station Precinct on a daily basis – users of rail, bus and taxi transport, as well as the recently introduced MyCiti bus system, with commuters having to move between different modes of transport at great difficulty. The Station is a building with a strong public profile.

The proposed construction of a pedestrian bridge (Project A) and vehicular ramp to Strand Street (Project B) forms the first phase of a long-term proposal to improve transportation in the Inner City Transportation Hub. This may involve upgrading links between the City and the Station by improving pedestrian and commuter links between the various transportation nodes from the NMT node along the old Marine Drive to the taxi rank on the upper station deck to the bus terminus on Strand Street.

This is all part of a project intended to rationalize and integrate vehicular and pedestrian movement across the CBD. This project forms part of an overall intention to connect the city spatially across and beyond the Station Precinct– horizontally and vertically, and to facilitate movement in all directions. It forms part of a main spatial system stretching from the Civic Centre on the Foreshore, over the Station Deck to the Grand Parade to the south.

The locations of Projects A and B are indicated in **Figure 1C**. See also **Diagrams 1&2**.

The proposals are on land either owned or leased by the City of Cape Town.

They are distinct from the station upgrades currently being undertaken by the Passenger Rail Agency of South Africa Corporate Real Estate Services (PRASA CRES) including the redevelopment of the Station Forecourt, which was the subject to a separate HIA process (Abrahamse 2013).

Project A involves the construction of a pedestrian bridge over Strand Street on the site of the existing pedestrian bridge linking the Upper Station Deck and the Grand Parade; and providing improved access to the East City area. While the original proposal for a new pedestrian bridge was on axis with the City Hall, the current more modest proposal simply replaces the existing on the same site.

The new proposed pedestrian bridge is designed as a light weight steel structure with vertical screens and lighting to match new interventions on the Station Deck. The bridge is

supported on the one side by an off-shutter concrete wall, referencing concrete architectural elements on the Station Concourse buildings. The bridge will provide protection from the south-easterly wind and sun. A timber pergola will be suspended over the walkway.

Project B involves the insertion of a single lane vehicular ramp down from the Station Deck onto Strand Street. The existing breeze block wall associated with the Station Concourse building is to be removed and re-assembled to screen the ramp behind.

The ramp and walls are to be constructed of off-shutter concrete. Vertical screens and lighting to the match new interventions on the Station Deck are located to the rear of the ramp. This project forms part of the intention to create separate taxi access and egress to the Station Deck. The current access and egress from only one point, i.e. the signalised intersection at Christiaan Barnard Street, creates a 'bottleneck' at this point and severe congestion on the deck.

2. BRIEF AND PURPOSE OF WORK

The brief as outlined by ILISO Consulting and the City of Cape Town was:

- To fulfil the requirements of the National Heritage Resources Act (Act 29 of 1999).
- To develop an understanding of any heritage related constraints and opportunities presented by the site including the edge of the Station Deck, Strand Street and the Castle Street edge of Strand Street and to communicate them to the project team.
- To identify heritage related policy and planning frameworks affecting the site; and
- To analyse the site in historical/contextual terms and ensure that potential heritage-related constraints and opportunities were identified and responded to in the design process.
- To assess the impact of the proposal on the identified heritage resources.
- To make recommendations.
- To submit a heritage Impact Assessment to the relevant heritage authority.

The purpose of the work was to:

- Provide a heritage related contextual analysis of the site to assist in the development of heritage related design informants; and
- To review and understand the policy frameworks affecting the site;
- To undertake the identification mapping of sites of significance;
- To identify and assess any heritage related constraints affecting the site; and
- To establish the cultural significance of the site where it exists, in terms of its "historical, architectural, aesthetic environmental social or technological value or significance (NHRA 1999). The establishment of cultural significance is intended to result in a statement of cultural significance which will inform the heritage related design informants developed for the purpose of guiding development affecting the site.
- To assess the impact of the proposal on heritage resources and sites of significance as identified

- To review alternatives where they exist
- To establish mitigation
- To provide input into how any affected heritage resources may be protected and conserved
- To fulfil all statutory requirements
- To undertake specialist consultation

2.1. Statutory Frameworks and Constraints

2.1.1. The following sections of the National Heritage Resources Act (Act of 1999; NHR A) are triggered:

- i) Section 38 (1) as the proposed development involves the construction of a road over 300m in length as listed under S38 (1) (a); the construction of a bridge exceeding 50m in length as listed under S38 (1) (b); and will also change the character of a site exceeding 5000m² in extent and involving three or more existing erven as listed under S 38 (1) (c) (i) and (ii) respectively.
- ii) A Notification of Intent to Develop (NID) was submitted to Heritage Western Cape (HWC). Given that a range of heritage resources will be affected, HWC has requested a HIA including a Visual Impact Assessment. **Refer to Annexure 1:** HWC Interim Response to NID dated August 2013.
- iii) The proposed development does not trigger a listed activity in terms of the regulations of the National Environmental Management Act (NEMA) and therefore environmental authorization is not required. Refer to **Annexure 2:** DEA&DP letter confirming non-applicability of the NEMA regulations.

Section 27 no longer applies as the proposal had been amended and no longer affects the formally declared Section of the Grand Parade. Therefore, the proposals are subject to a decision from HWC under 38 (4) as to whether or not the development may proceed.

Impacts on archaeological resources which were previously considered an issue in relation to the historic 17th century fort also no longer apply in relation to the historic fort, as the pedestrian bridge has been moved from where it may impact on any subsoil remnants. Potential archaeological issues may remain along the Strand Street edge in relation to the building of the vehicular ramp as this area straddles the old shoreline.

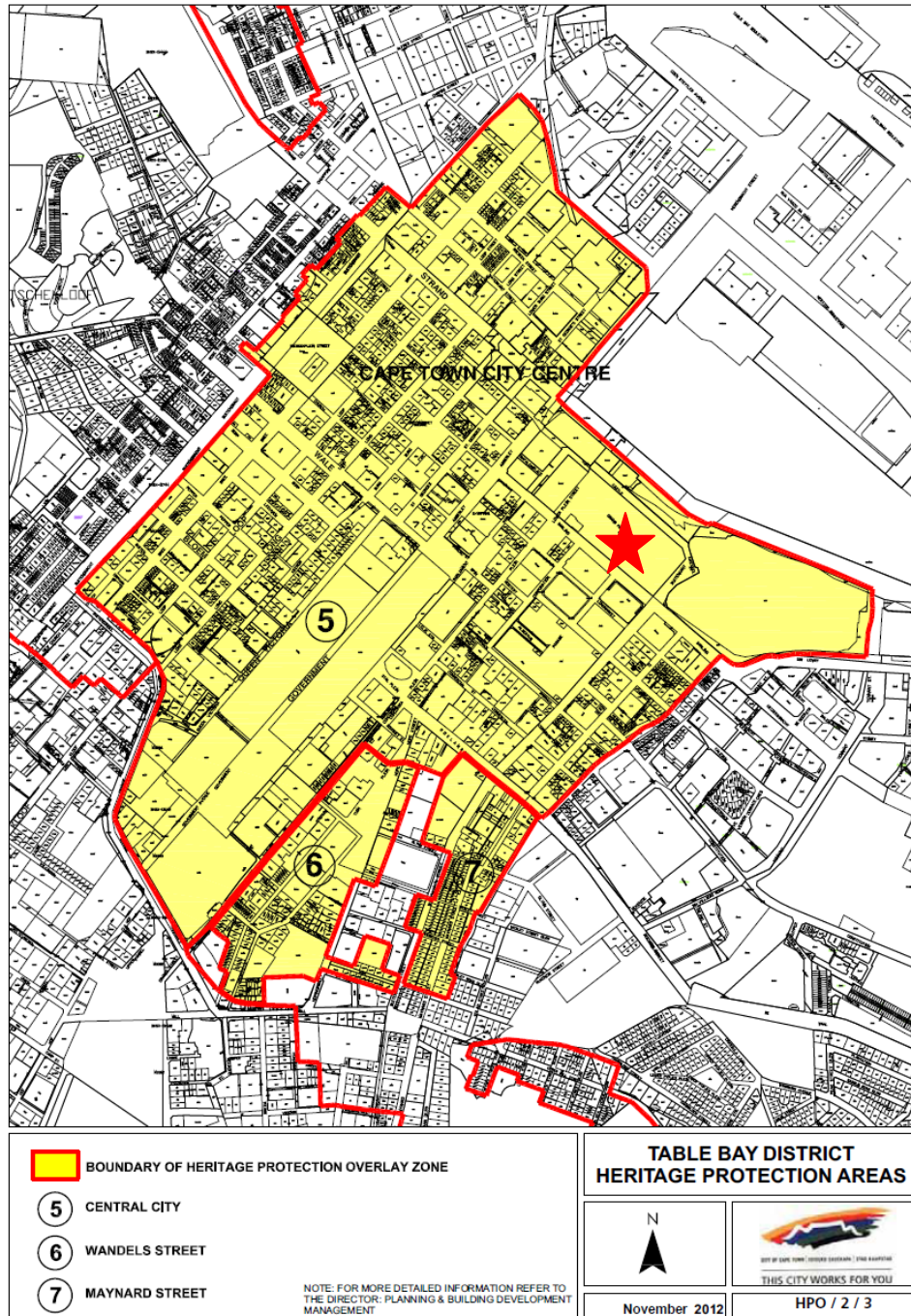


FIGURE 2: Extent of Central City Heritage Protection Overlay Zone showing the location of the Grand Parade (marked with red star), the Cape Town Castle and the Golden Arrow Bus Terminus. The Strand Street and the Station Precinct are located outside this zone.

2.1.2. Heritage Protection Overlay Zone: A portion of the proposal A, i.e. where the steps of pedestrian bridge descend, is situated within the Central City Heritage Protection Overlay Zone (HPO/5), as designated under the Cape Town Integrated Zoning Scheme (CTZS March 2013). **Figure 2** shows the extent of this HPOZ with the Grand Parade and environs being situated within the zone and Strand Street and the Station Precinct being located

outside the zone. In terms of the provisions for Heritage Protection Overlay Zones, the proposed pedestrian link with the Grand Parade will therefore require Council (HRS) approval.

3. METHODOLOGY AND SCOPE OF WORK

The site is potentially a complex one from a heritage perspective, involving portions of road reserve and the upper station deck.

There are visual implications for the Grand Parade and the Cape Town Castle, both Provincial Heritage Sites. The proposal also has the capacity to transform the badly used and degraded Grand Parade by providing better pedestrian access and connectivity. As a result of the complexity of the affected site and the differing legislative requirements, a methodology and scope of work was discussed with the (then) Chairman of IARCom and an outline of a methodology and scope of work submitted to HWC for discussion and endorsement. The intention was to simplify an approach to the heritage study of the sites while ensuring that all heritage issues were captured. This approach as outlined was endorsed by HWC. The methodology as agreed to by HWC is outlined as follows:

1. Statutory Framework. The work triggers an HIA in terms of Section 38(1). No EIA is required.
2. The HIA will meet the statutory requirements for an HIA in terms of Section 38(3).
3. Public participation. The proposals and heritage related assessment will be presented to the Cifa and UDESA, CIBRA, the Cape Military History Society and the Castle Control Board for comment.
4. The HIA will take into account existing policies and frameworks affecting the Grand Parade periphery.
5. Although the full urban design proposal covers a wider area of the Station Deck, the focus is on the heritage resources on the Strand Street Grand Parade link. The HIA will focus on this area which directly relates to Projects A and B.
6. The Cape Town Station. The current proposal affects the Station Deck and related access and egress points at present. Other studies and development proposals will be referred to insofar as they provide background or directly affect the proposals on which this HIA has focused.
7. Archaeology. During preliminary investigations to prepare the NID for the initial, larger ramp proposal it was noted that the most up to date extrapolation of the footprint of the old fort revealed that the descending stairs would have had a potential impact on a potentially significant archaeological site. A key limitation has been the potential archaeology affecting the site.

Archaeology in relation to the fort is no longer a heritage constraint, as the pedestrian bridge has been simplified, and more importantly from an archaeological perspective; has been moved away from the potential fort footprint to the current site which although significant, does not have the same archaeological sensitivity in terms of the fort as that affected by the first proposal.

4. LIMITATIONS OF THE STUDY

- i) This HIA is based on information that is currently available.
- ii) No public participation process as yet been undertaken. The City of Cape Town was approached for comment in February 2016.
- iii) The most recent excavations and research undertaken by ACO Associates reveals that the footprint of the Fort may be further north than initially surmised. This would place the seaward side of any remains of this building in the vicinity of the old Castle Street edge of the Parade near and potentially including part of the Parade, newly planted with trees, and forming part of the 2010 Grand Parade upgrade. This however does not affect the descending stairs of the pedestrian bridge. (For further information see **Annexure 4. Archaeology: Related Studies**).

5. THE SITE: INTRODUCTION

The affected site includes the following:

- The area above Strand Street between the Station Deck and the Golden Arrow Bus Terminus.
- The far south eastern edge of the Station Building leading up to the road reserve along Strand Street.
- The Strand Street edge.
- The Upper Station Deck.

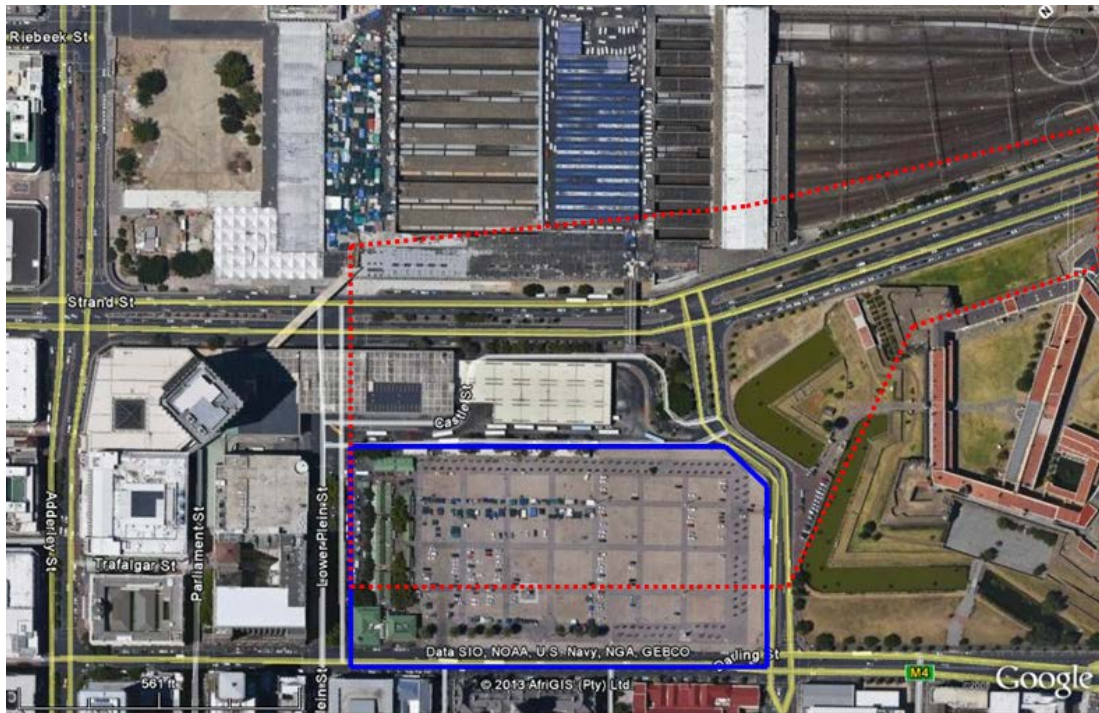


FIGURE 3: The Grand Parade PHS extent in blue and extent of the wider study area or environs in red.

In order to ensure that relevant heritage issues are captured, a wider study area has been identified (See Figure 3 read in conjunction with attached Diagram 01 A-D). These diagrams indicate the figure ground of both immediate and broader study areas; relative heights of surrounding buildings; the Civic Axis; Central City Heritage Protection Overlay Zone and the grading of significance of the site and surrounding buildings. This is pertinent in relation to visual issues such as gateways, view cones, axial alignments and visual impacts on significant heritage resources. These aspects are discussed more fully in Section 10: Heritage Issues.

5.1. The Grand Parade

The affected site includes a portion of the Grand Parade at the Strand Street edge. This is not part of the formally proclaimed PHS area but still has heritage significance as it is situated between the Grand Parade and the Cape Town Castle (on the Strand Street edge).

The Grand Parade itself (erf 4651) consists of some 2.91 ha of land zoned Public Open space. Despite its partial upgrade in 2010, it is still an underutilised space. It contains clumps of informal traders close to the Golden Arrow Bus Terminus and the pedestrian bridge; and is also partially used for parking and special events.

The pedestrian movements are from Parade Street and Buitenkant Street diagonally across the Parade towards the Bus Terminus and from the Station Strand Street entrance and the upper Station Deck towards the Bus Terminus. Edge definition has been improved in places with the planting of a double row of stone pines, the traditional defining tree of the Parade. However, the quality of edge definition varies and remains a clear problem in places.

There had always been an intended visual link between the old seat of civic power, the historic City Hall, and the current Civic Centre. While not a true linear axial alignment, there was always an intention since the 1947 Foreshore Plan (as amended by the Shand Commission, 1951) to link a new civic building with the old one. While this axial alignment remains one of the Grand Parade's and City Hall's most dominant axial qualities, the link across to the current Civic Centre has been less easy to achieve in urban design terms.

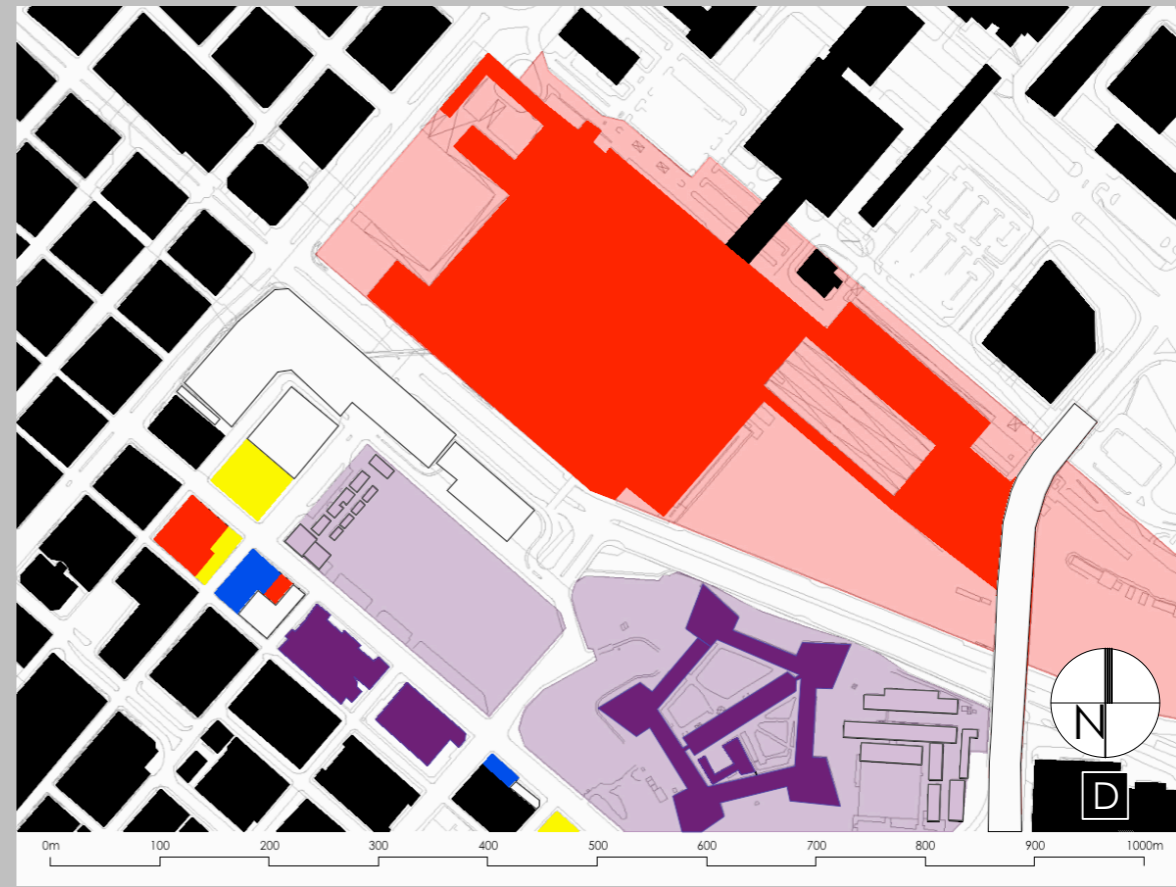
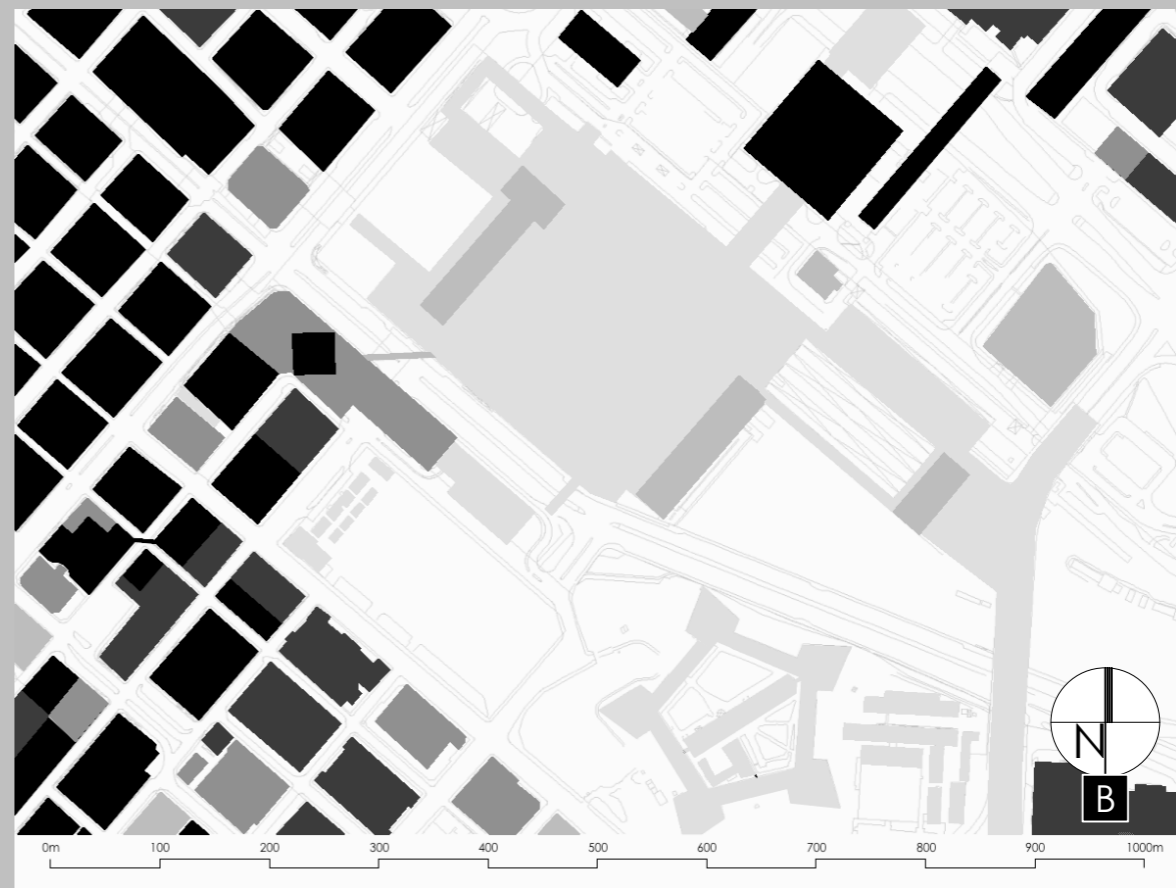
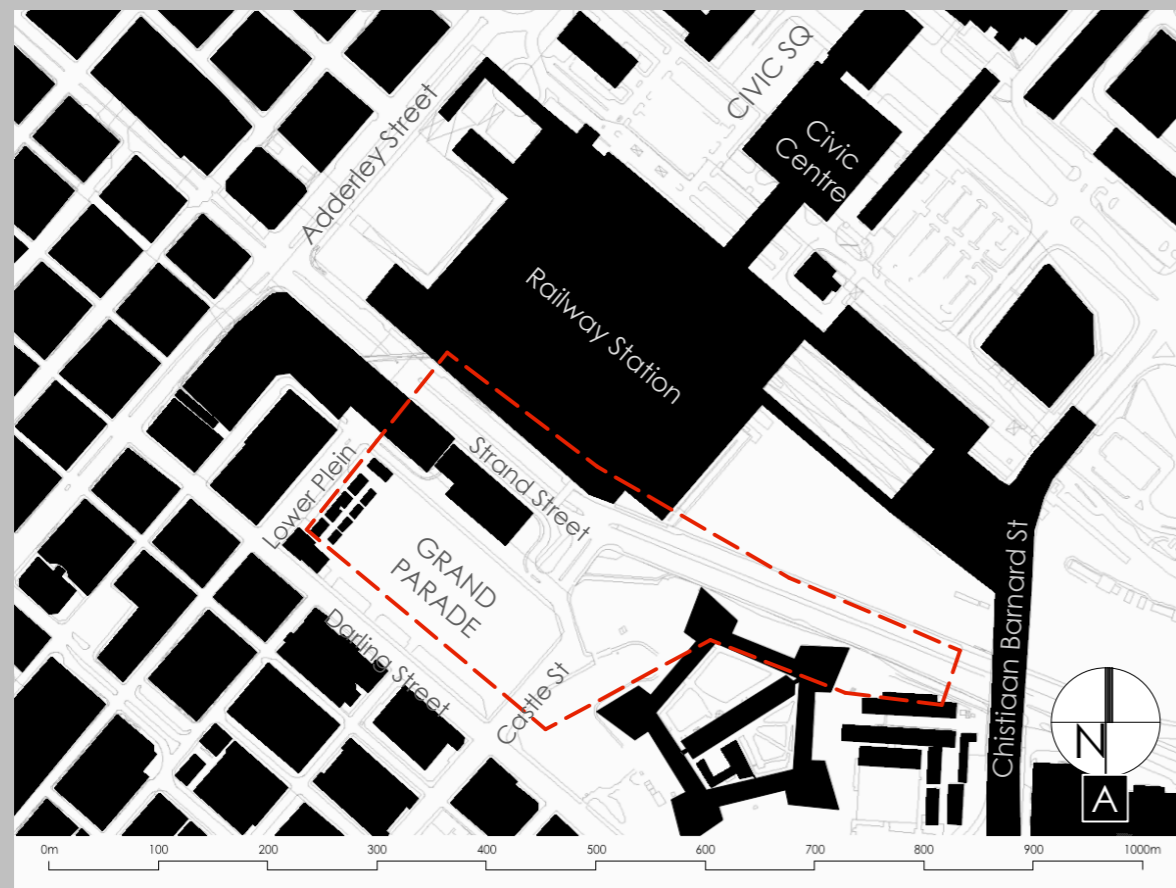
Edge definition along the Castle and Strand Street edge is poor owing to a wide Strand Street with its fast moving traffic and the powerful, visually disruptive presence of the Golden Arrow Bus Terminus and the Golden Acre parking garage. It may be regarded as presently intrusive both in terms of its architectural treatment, pedestrian hostility and the way it blocks views of the City Hall from Strand Street.

The edge definition is partially dependent on the architectural qualities and the height of the buildings which line the edges of the Grand Parade. The Darling Street and Lower Plein Street edges are the most successful; as buildings of stature provide a sense of enclosure. The strongly defined edges of these streets due to the building heights in this area are clearly evident in **Diagram 01B**, as is the manner in which the heights of structures surrounding the Grand Parade gradually diminish towards the Castle and railway station precincts. The Buitenkant Street edge is therefore less successfully defined because of the low profile of the Castle and the Grand Parade space can therefore be considered to 'spill out' in the direction of the Castle and the southeast end of Strand Street. The City Hall with its backdrop of Table Mountain provides a clear focal point for the Parade; and any success in ameliorating the urban design conditions on the Parade would need to consider this as a useful and dominant informant. The historic link of the Civic Centre across the Station Deck towards the Parade, while not entirely linear (**See Diagram 01C**), still provides a useful directional link in any attempt to link the Station and Deck to the Grand Parade. Refer to attached **Diagram 01**.

The relationship between the Grand Parade, Strand Street and the Cape Town Station may be characterised as a series of visual and functional barriers, making linkages and pedestrian movement difficult. It is clear that connectivity between the Station Deck and the Parade could be improved and would benefit pedestrian use.

DIAGRAM 01

Site location and broad contextual spatial analysis



KEY

Figure A:
Figure Ground & Immediate study area (outlined in red)

Figure B:
Building Heights in broader study area

- 25m & higher
- 20-25m
- 15-20m
- 10-15m
- 5-10m

Figure C:
The Civic Axis

- The 'Civic Axis' spatial relationship
- Current pedestrian axis and desire line
- Heritage Protection overlay zone & boundary
- Table Mountain backdrop
- Historic City Hall node
- Contemporary Civic Center node

Figure D:
Grading of immediately adjacent buildings/areas

- Provincial Heritage Site
- Grade 3A
- Grade 3B
- Grade 3C
- not graded

Inner City Transportation Hub: Projects A (Pedestrian Bridge) and B (Vehicular Ramp)
Phase 1 Heritage Impact Assessment
December 2013



FIGURE 4: *View from Strand Street extension looking towards the Grand Parade. (Image: Attwell, October 2013).*



FIGURE 5: *The current open space qualities of the Grand Parade: occasional traders, inappropriate service interventions and no clear directional movements. (Image: Attwell, October 2013).*



FIGURE 6: The Grand Parade edge of the Golden Arrow Bus Terminus which will be affected by the proposed stairway. (Image: Attwell, October 2013).



FIGURE 7: View of the Golden Arrow Bus Terminus entrance looking towards the City Hall. (Image: Attwell, October 2013).

5.2. Strand Street



FIGURE 8: Strand Street extension looking east towards the eastern boulevard and the Cape Town Castle. (Image: Attwell, October 2013).



FIGURE 9: The Strand Street pedestrian bridge linking the upper Station Deck and the Golden Arrow/Grand Parade. The bridge which has been there since 1967 was intended to be temporary. (Image: Attwell, October 2013).



FIGURE 10: The current Strand Street pedestrian bridge showing the axial link with the Civic Centre. (Image: Attwell, October 2013).

The Strand Street extension runs between the Station and the Golden Arrow Bus Terminus and the Grand Parade. The extension of Strand Street from the Eastern Boulevard is a twentieth century extension to the cityscape arising out of the amendments imposed in the 1947 Foreshore Plan.

Access to the City from the east was previously via Darling Street with its extension, Sir Lowry Road. The historic tolls for entrance to the City were situated along this route. Albert Road was originally a track linking the shoreline and the fortifications of Woodstock and became a coastal route in the mid-nineteenth century.

Strand Street functions as a gateway or entrance to the City from the Eastern Boulevard. It also provides a gateway to the City from the west linking Strand Street and the Strand Street extension through the centre of the City at the Strand Adderley Street intersection.

Gateway opportunities are not maximised. The rail lines to the north are visually unappealing and the Castle edge and lawns to the south before the moat are neglected and exposed. Pedestrian movement along Strand Street between the Cape Town Station and Woodstock is along the railway line edge to the beginning of Albert Road.

Strand Street is a barrier to pedestrian use because of its size and the volume and speed of traffic. The Strand Adderley Street intersection excludes pedestrian use almost entirely. The people-hostile edges of the Golden Acre along Strand Street are also inimical to pedestrian use.

The entrance to the City via the Strand Street Boulevard was part of the transport-driven planning interventions to the City which were implemented in the late nineteen sixties and early nineteen seventies. Two documents prepared by Dr Solly Morris affected transportation planning and planning in the city centre. The first was the Metropolis of Tomorrow (1951) which was implemented after the Shand Commission. This effectively abandoned the 1947 plan including the Grand central stairway link between the Station and the Grand Parade and implemented the building of the Western Boulevard leading into the Strand Street extension effectively severing the Grand Parade from the Station by a fast moving boulevard.

The second report was the “City for the People” (1977) which proposed the separation of pedestrian and vehicular spaces. Where vehicular access was paramount pedestrians were relegated to overhead or underground access points. The Strand Adderley Street intersection was a product of this, and resulted in the pedestrian-hostile link between the Station and the Grand Parade at grade and a subterranean link between Strand and Adderley for pedestrians removing pedestrian use from the City’s major east-west and north-south axis.

Loss of visual links across the Grand Parade from the west, were exacerbated by the Golden Acre development on the site of the old Cape Town Station and the subsequent use of the former rail yard area for the Golden Arrow Bus Terminus.



FIGURE 11: Strand Street 1971 looking across to the City Hall prior to the building of the Golden Acre and the Golden Arrow Bus terminus. There were clear views across Strand Street towards the City Hall, now obscured by the bus terminus.

The pedestrian bridge across Strand Street linking the Upper Station Deck and the Bus terminus is an apartheid anomaly intended to direct “non-white” commuters to the upper station, and from there to the “Non-white concourse” to catch the suburban trains. Discussions regarding the replacement of the pedestrian bridge have been ongoing for years. For further information regarding race based directional requirements see Section 5.4.

5.3. The Upper Station Deck, Cape Town Station



*FIGURE 12: The Upper Station Deck and taxi ranks from the City Hall axis.
(Image: Attwell, October 2013).*

The Upper Station Deck is currently leased by the City of Cape Town and is a major taxi terminus. Access to and from the Parade is via the Station building or more commonly via the pedestrian bridge which is poorly equipped to handle heavy volumes of pedestrian traffic. Currently the Upper Station Deck is in a poor condition and ‘bottlenecks’ exist at the exit to Christian Barnard Street. The Upper Station Deck is cluttered and requires a creative rationalisation of space. This is intended to be undertaken in the future.

5.4. The Second or “Non-white” Station Concourse: The Strand Street edge including screen wall.

The Cape Town Station, uniquely, was designed to separate commuters who were directed to different parts of the same train according to race. This required two concourses and departure halls for the same train. **(See Figure 13)**

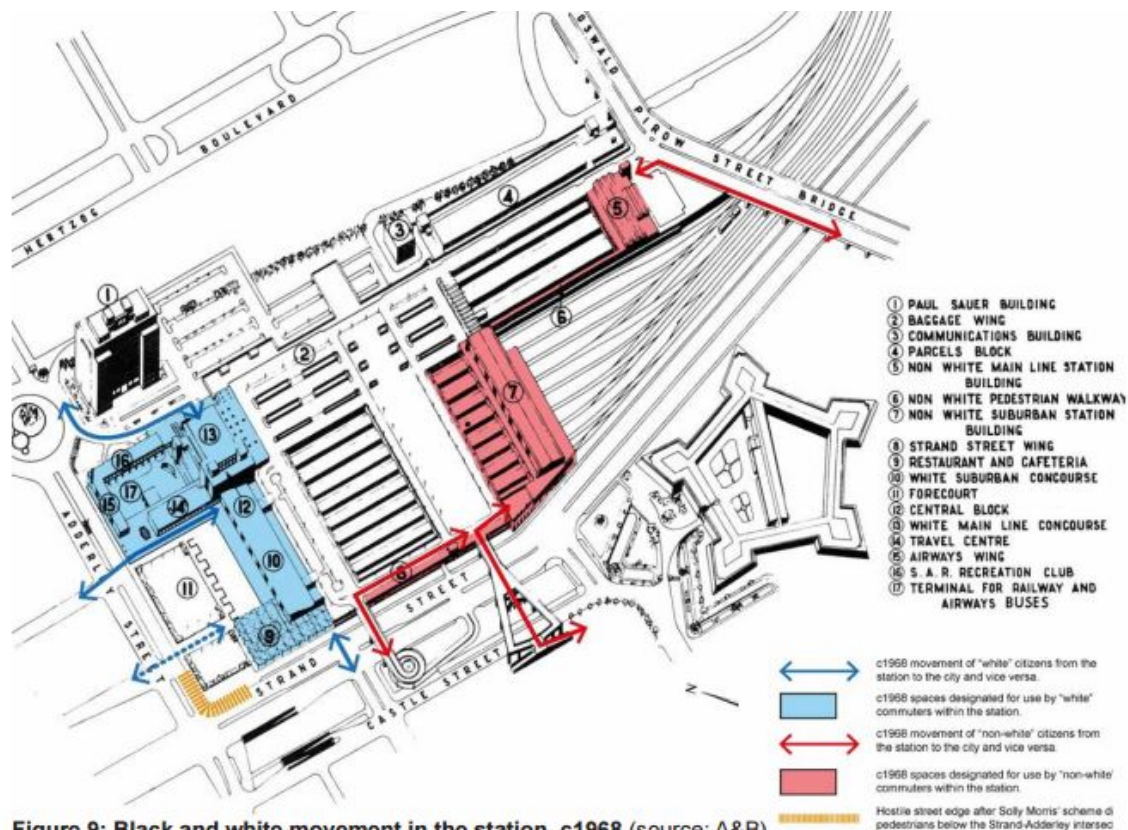


Figure 9: Black and white movement in the station, c1968 (source: A&B)

FIGURE 13: The Cape Town Station showing race-based directional routes for commuters and separate concourses. The “non-white” station building is identified as building 7 and the “non-white” main line station is identified as building 5. Building 7 is clearly linked to pedestrian routes to and from the Grand Parade and using the existing bridge. The “white” concourse contained the public face of the Station building with pedestrian access off Strand and Adderley: Source Abrahamse C et al. Cape Town Station Forecourt Phase 1 Heritage Impact Assessment 2013

The Cape Town Station is a modernist structure a new Station to replace the Victorian Station. It was an intrinsic part of the Modernist planning that arise out of the need for a deep water harbour and the creation of a modern plan for the City.

The Cape Town Station straddles the old city and the new - positioned partially on the old shoreline; and the new part of the City, created after 1947 by the reclaiming of land. The Modernist notion of a City divided and ordered by a separation of uses was amended and strengthened by apartheid ideology in the design for the Station building itself. It extended to the design of the Station building to ensure the separation of commuters according to racial classification. (Abrahamse et al 2013). The notion of racial separation of commuters carried a requirement for duplication. The second or “non-white” concourses for local and mainline commuters formed part of the composite design for the building but were placed at the “back”.



FIGURE 14: The entrance to the concourse mid 1970's CCB189_f84_i8

It was completed by 1968 although the concept of the station concourse as a modernist design piece, was much earlier, being a pivotal component of the 1947 Foreshore Plan. The Cape Town Station was designed by a team made up of the architects for the railway administration under supervising architects Cruickshank and Cruickshank (Abrahamse 2013). It was built in stages as the older buildings were demolished but was completed between 1967 and 1968.

Pedestrian movement for “non-white commuters in terms of the design of the station was complex. Access was from Strand Street to the Station Deck then to the concourse itself. The pedestrian bridge for access over Strand Street was and remains a temporary one. Abrahamse notes that “Non-whites” therefore had to access the station platforms through a complex system of moving up and then down again, along a “back door” movement route.



FIGURE 15: The Cape Town Station second or “non-white” concourse showing how the bridge was central to commuter access. City of Cape Town CCB135_f78-i2. The design carries through the use of overhangs, broad horizontal lines, sweeping roof lines, multi-textures and polychrome surfaces

The architecture of the Station building was influenced by the Modern Movement, but contained other, difficult to classify elements as well, including textured surfaces and polychrome elements. Abrahamse (2013) mentions the diversity of influences where the austerity of the Modernist styles give way to features like upswept roofs, and bold use of glass, steel and neon or polychromatic colours. These influences can be seen in the curved roof profile of the main concourse, and the use of decorative tiles, coloured terrazzo tiling (although now removed), coloured glass panels (also removed in the Main Concourse) and the and projecting horizontal eaves throughout the station. Some the interesting architectural details of the Station were removed during the 2010 upgrade including polychrome glass screen insets and the terrazzo flooring.

The Second or old “non-white” concourse was part of the design whole, and design elements were carried through to the buildings although in a pared down fashion. They therefore contain elements which contribute to the uniqueness of the building as a whole. They include the sweeping rooflines, deep overhangs multi textured surfaces and polychrome glass screen insets. The Strand Street polychrome screen is such an element its proposed shifting and rebuilding will ensure that the contribution it makes to Strand Street and the building complex as a whole will be retained.

5.5. Site Description: General Comments

It is clear from on-site observations that the series of barriers and bottlenecks that exists both in terms of pedestrian and vehicular use would be improved by a rational plan to

manage a more efficient series of movement patterns. Project A for an improved and permanent pedestrian bridge; and Project B which creates a clear vehicular movement access and egress plan would assist in achieving that improvement.

5.6. Overall Site Context and Zoning

The overall site context is characterized by medium to tall mixed use development with a strong public transport focus, i.e. Station and Bus Terminus, and civic focus, i.e. the Castle, Grand Parade, City Hall and Drill Hall (now Cape Town Library). It is situated adjacent to the area recently referred to as “The Fringe”. This area historically marked the boundary between the Dutch town and outlying areas, later the regular commercial grid of the city and the vibrant working class areas of District 6, and more recently a zone of transition between the city and site of forced removals. It is currently emerging as a positive mixed use transition between redeveloped District Six and the inner city (The Fringe Urban Design Framework 2012).

The Grand Parade is registered as erf 4561 and is zoned Public Open Space. The Golden Arrow Bus Terminus is also zoned for transportation purposes.

The Grand Parade is a Provincial Heritage Site (POS). It lies at the heart of the inner central city adjacent to the original shoreline and between the military fortifications and the early town. The key axes and spaces that have formed the city, i.e. the Castle, the Company’s Garden, the central axis leading to the sea (later Adderley Street), are linked by the Parade. Some of the city’s most historic and iconic buildings are located on its periphery, such as the Cape Town Castle, City Hall and Drill Hall. The City Hall is the dominant focal point for the Parade. It is also at the centre of a civic spine of sites leading from parliament to the Civic Centre (Revitalization of the Grand Parade Precinct Conceptual Spatial Development Framework 2007).

The Parade functions as a multi-functional space. Differing development dynamics around the perimeter of the Parade have resulted in both positive spatial qualities such as its relationship with the City Hall, as well as negative spatial qualities including the edge conditions created by the Bus Terminus and Golden Acre Parking Garage on its northern edge. It has a high pedestrian usage being strategically located in relation to major pedestrian linkages and in proximity to public transport interchanges. The Integrated Rapid Transit System will increase its connectivity especially in terms of the IRT route planned along Darling and Keizersgracht Streets, Albert and Main Roads (RGP-CSDF 2007).

Strand Street is a major entry point into the central city marked by the landmark presence of the Castle to the south and situated on alignment of the original shoreline prior to land reclamation. The northern edge opposite the Castle is characterized by a pre-cast concrete palisade fence and line of trees, with railway junction lines behind. Between the intersection of Buitenkant Street and Adderley Street, Strand Street is characterized by the Cape Town Station to the north and inactive street interfaces along the southern edge created by the Bus Terminus and Golden Acre Shopping Centre.

6. RELATED STUDIES

(It should be noted that the supporting specialist studies including heritage were first prepared in response to the initial (2010) “Project A and B” proposal, which has been modified).

The heritage assessment report has now been modified and amended to reflect this change as it involves considerably lower impact on heritage resources.

The original proposal extended across Adderley Street on axis to the City Hall over the Golden Arrow Bus Terminus. This proposal had visual and archaeological implications in relation to impacts on the Grand Parade which no longer apply.

6.1. Archaeology

The following section summarises general archaeological studies affecting The Grand Parade (Project A) and Strand Street Station Deck ramp - the Castle/shoreline (Project B). The environs of the study area are considered to possess an extensive archaeological record (ACO 2009). This may include the site of the old Fort (Project A), potential (but not known) burial sites (Project A), shipwrecks and the potential presence of old foundations and walls in the position of the now demolished Imhoff Battery (Project B).

Later archaeological remnants that remained in place by the mid nineteenth century are indicated on Snow’s Municipal Survey overlay (**See Figure 16 redrawn**). The old shoreline and jetty which may contain the potential for the presence of scattered remnants of shipwrecks are indicated on **Figure 17** CAS (2010). Also indicated, is the line of supplementary castle fortifications along the shoreline on the site of the current Strand Street extension (Project B) which included the Imhoff Battery demolished for the railway line in 1926.

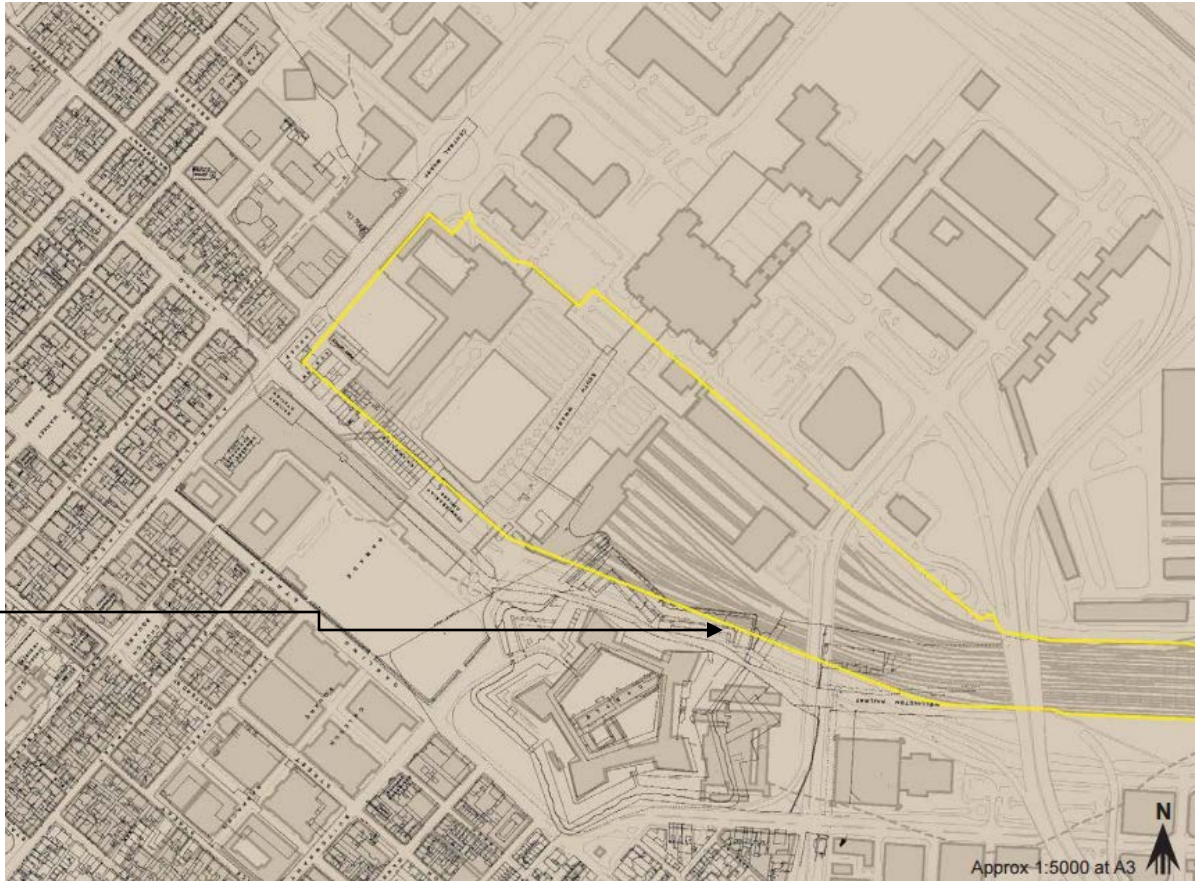


FIGURE 16: Station and lines redrawn on Snow Municipal Survey showing potential archaeological sites close to Strand Street which approximated to the old shoreline. Source Abrahamse 2013.

6.1.1. Station Concourse (outside the study area):

Archaeological investigations (ACO 2009) of the area of the Golden Acre and Station Concourse revealed:

- Stonework of the Adderley/Strand Street grachts;
- Stone buttresses, thought to be part of a sea wall on some early drawings of the settlement; and
- Iron cannon in the rubble foundation of the road formerly in the intertidal zone, probably from the western survey point of the Parade Baseline laid out in the 1830s by Astronomer Thomas Maclear.

6.1.2. The Grand Parade (Project A)

Archaeological investigations undertaken on the Strand Street edge of the Parade, Golden Acre and the Station (prior to 2005) revealed:

- Precolonial and colonial finds, but no burial sites.
- A precolonial midden (Hart: personal communication 2005, quoting Avery).

Excavations near Strand Street (Emms and Speed 1966; Abrahamse 1993) in this area have revealed:

- Later Stone Age tools in the beach sand just above bedrock;
- The remains of the Fort and moat and a burial (European-style but not in a coffin), inside the Fort, (Abrahamse-Willis 1995); and
- Two coffin burials, probably from the Fort period, found during the digging of the tunnel between the Post Office and the Station across the north-east corner of the Parade.

In general archaeological terms the ACO (2005) concluded that “The whole Parade site is of great archaeological importance. The Grand Parade precinct, in particular the Strand Street edge, would seem to be a prime area where pre-colonial finds may still be made: an area on the shore of a sheltered bay, with fresh water, known to be on the Cape herders’ migration paths for summer grazing and a favoured spot for their encampments, as Van Riebeeck’s journals show.”

“The present-day Parade has been subject to levelling but not to massive excavation - the grachts were fairly limited. It is worth noting that both the excavations on the Parade in recent times, for the Fort and for the Post Office tunnel, have found burials. There may be burials anywhere on the site, pre-colonial or colonial. Archaeologists have to work carefully or miss them.”

6.1.3. The Castle, Sea Walls and Imhoff Battery (Project B)

The Castle itself is outside the study area but development of Option B affects the railway/Strand Street edge and has a (minimal) peripheral visual impact on the Castle. Any impacts are likely to be associational and do not affect the physical fabric of the Castle and the moat.

Cape Archaeological Survey (2010) undertook a mapping exercise of potential archaeological resources along the Strand Street edge of the Station Property as part of a general feasibility study. Map investigations revealed the potential presence of the eighteenth century sea wall adjacent to the Castle which terminated in the Imhoff Battery.

There were references to potential shipwrecks indicated diagrammatically (see below). The Strand Street edge also abutted the Castle jetty, the early “Shambles” towards the station site and the early VOC commercial area which ran parallel to the original shoreline. The study red-flagged potential areas of archaeological interest (**See Figures 16 and 17**). A number of these related to shipwrecks along the seventeenth and eighteenth century coastline and some related to potential structures that may be revealed during excavations. This however would need to be verified by on site monitoring.

During extensive restoration of the Castle (in the 1990s), a number of archaeological excavations at the Castle took place, some of them unpublished. Pre-colonial finds include a stratified sequence under De Kat, and pre-colonial ceramic fragments dated to 3000 to 5000 years ago. A great deal of colonial material was found, from the VOC and the British period.

No excavations in the vicinity of the demolished Imhoff Battery and eighteenth century sea walls are known to have taken place. Historically changing shorelines also raise the possibility of encountering shipwreck remnants although these are more likely to be in the area now occupied by rail lines.¹

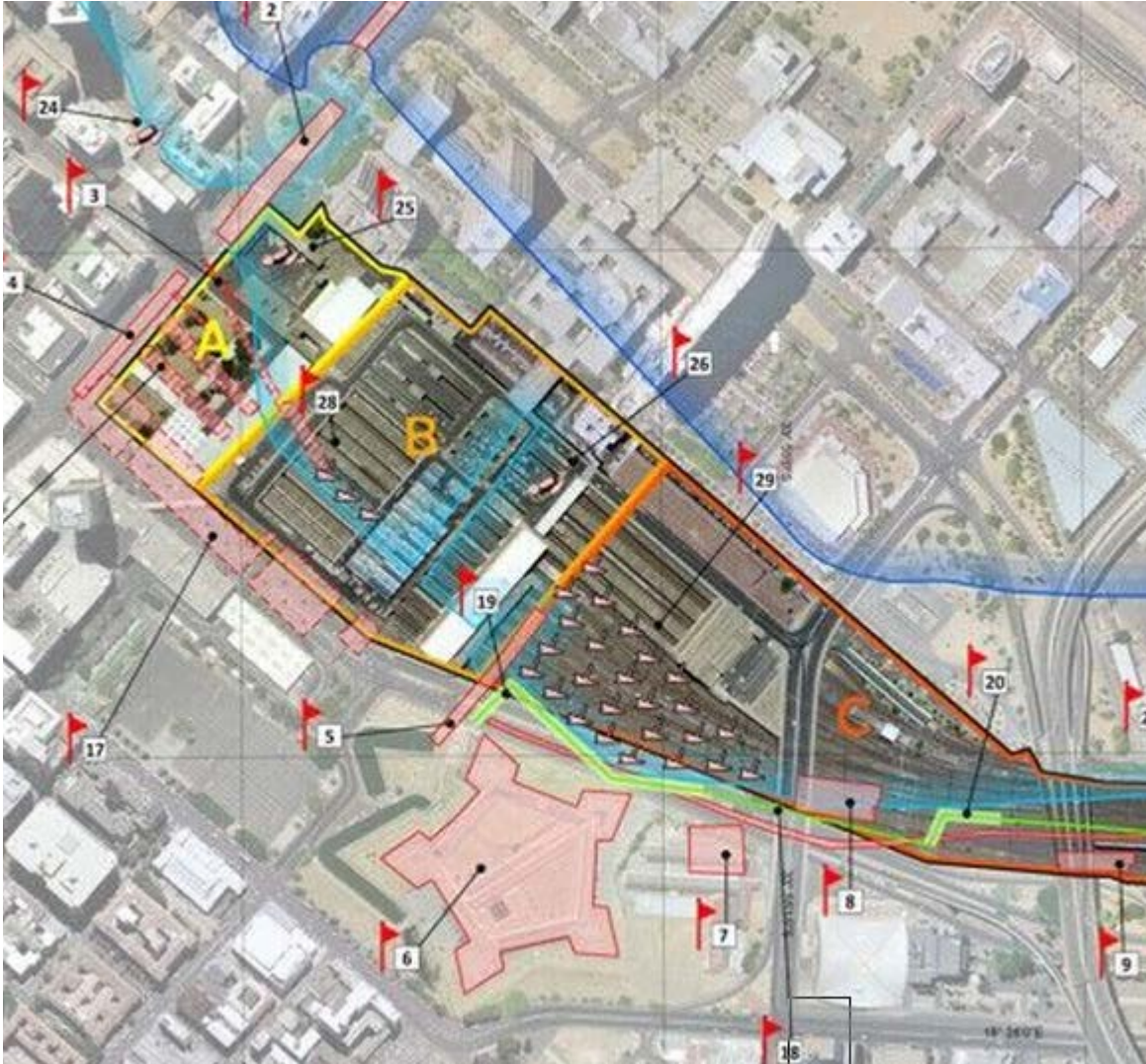


FIGURE 17: CAS Station 2030 (2010) (extract) showing red flagged areas of potential archaeological interest: The Castle jetty is shown as item 5 and the sea walls items 19 and 20. The Shambles, the VOC commercial area; and the built section along the old Castle Street is identified as item 17. Most of the red-flagged items appear to lie in the path of the Strand Street Extension apart from the sea walls.

6.1.4. Excavations undertaken at Van Riebeeck's Fort ACO 2008-2009 ACO

The Archaeology Contracts Office undertook a study entitled Archaeological Monitoring and Excavation in the area of Jan Van Riebeeck's earthen Fort at the Grand Parade Central

¹ For a list of shipwrecks known to have occurred in this area see CAS 2010.

Cape Town. This study was a requirement arising out of a heritage impact assessment for the grand Parade triggered in terms of Section 27 of the NHRA.

A full archaeological study did not take place. Only a partial excavation was possible before the area was paved. This report submitted by ACO is based on this work. (See ACO 2009: Archaeological Monitoring and Excavation in the area of Jan Van Riebeeck's earthen Fort at the Grand Parade Central Cape Town).



FIGURE 18: The location of the 2009 trenches in relation to previous premised positions of the fort

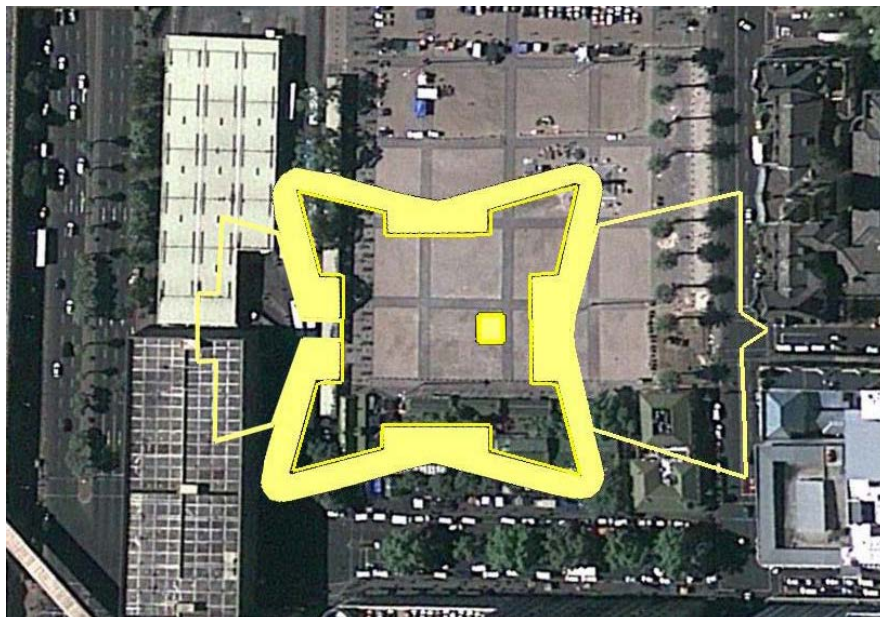


FIGURE 19: Estimated position of Van Riebeeck's fort relative to the present layout of the Grand Parade. Indicated are the fort wall outline, the moat, the front and back hornworks and the Kat on the fort courtyard. (ACO 2009).

6.1.5. Summary of archaeological findings

The study area including portions of the Cape Town and the Parade is a historic area and has been extensively studied from an archaeological perspective. (See ACO Associates, 2009, CAS 2010, Willis-Abrahams 1998, Avery 1982. (See **Annexure 4**)

6.2. Visual Baseline Study by Lawson & Oberholzer December 2013. (See **Annexure 3**)

A Visual Baseline Study was prepared by Oberholzer & Lawson (December 2013) for the initial proposal and responded to issues affecting that proposal. This report is attached as **Annexure 3**. It should be noted that many of the issues raised in this report have been addressed in the current proposal and have informed the heritage informants.

6.3. Related Policy Frameworks

A number of overarching policy frameworks for the City of Cape Town have general applicability to the proposed development, namely the Cape Town Spatial Development Framework (2012), the Integrated Transport Plan (IRP) for the City of Cape Town (2012) and its associated Integrated Rapid Transport (IRT) system. These policy frameworks recognize the Cape Town Station as an important city wide public transport interchange and its overarching role in improving accessibility and integration.

More specific to the proposed development is the City's Sky Bridges Policy, approved by Council in October 2012. While this policy applies specifically to sky bridges, i.e. a structure "connecting buildings over a public-right-of-way or public space", there are a number of heritage related guidelines which have relevance to the proposed pedestrian bridge. These include the following:

- *Preservation of important views:* Bridges shall not obstruct views of visually prominent features such as key historic buildings and landmarks, or culturally and environmentally significant landscapes such as sea or mountain views and landmark buildings including views and vantage points offered by the elevation of the bridge.
- *Appropriate design response:* The design of the bridge, i.e. scale, form, materials and colour should complement the surrounding historical urban fabric and context. Depending of the nature of the specific context the design may either blend into the environment or provide a distinct landscape element or landmark of architectural excellence. Consideration should be given to maximising and framing views outwards and through the structure.
- *Contribution to the quality of the public realm:* Pedestrian bridges should be permitted where they function as part of the public realm, improve integration and accessibility, improve pedestrian movement between public infrastructure and spaces, and do not detract from street level activity or quality of the pedestrian environment at ground level. They should be as short as possible and follow the desire line of the main pedestrian flow.

- *Appropriate signage and lighting:* Exterior signage should be kept to a minimum. Outdoor advertising should not be permitted. Lighting as a design feature can be used but careful consideration must be taken to avoid light spilling into the surrounding environment.
- *Maintenance issues:* Careful consideration needs to be given to the durability of materials and finishes that do not deteriorate in appearance over time including anti-graffiti coatings.

Also of direct relevance to proposed development is the **Revitalization of the Grand Parade Precinct Conceptual Spatial Development Framework (2007)**. This SDF is the culmination of a public process initiated by the City of Cape Town and the Cape Town Partnership in 2006. Its aim was to “address the generally rundown state of the Parade so as to meet the needs of its many users and create a high quality public space that is to the benefit of all in the City”.

Amongst the core issues and concerns identified are the intrusive nature of the Bus Terminus and parking garage along the northern edge of the Parade, the encroachment of structures onto the footprint of the old fort, as well as the current dysfunctional nature of Strand Street which acts a barrier for pedestrian movement between the Station and the Parade. It identifies a number of design informants and interventions. These are summarised as follows:

- Maintaining the central space as a multifunctional open space, uncluttered and with emphasis on the central forecourt to the City Hall.
- Framing the space by tree planting, holding the northern and western edges by relocating permanent structures to the perimeter, and allowing visual continuity through and beyond the Parade.
- Respecting the memory of the old fort by removing/avoiding the placement of structures over the footprint.
- Enhancing the northern edge by upgrading the Bus Terminus, redeveloping it as a new transport interchange/multipurpose building and creating a pedestrianized edge along Castle Street.
- Improving pedestrian movement between the Parade and the Station via a bridge over Strand Street.

The SDF provided a phased strategy for the implementation the proposals. Key proposals have not yet been implemented.

7. HISTORICAL BACKGROUND OF THE SITE.

For a historical background to the sites of Projects A and B, and their environs see **Annexure 5**.

8. DATING AND GRADING OF HERITAGE RESOURCES

8.1. Dating

The current Cape Town Station was built between 1965 and 1967. It is therefore not older than 60 years. However, it was built on areas of earlier urban settlement and archaeological elements may remain (**See Section 10 Heritage Issues**).

The Cape Town Station may be considered a significant building as an expression of a modern movement building and a public city building associated with design for apartheid. It has been graded by the City of Cape Town as a grade 3A building or a building of outstanding local significance. This grading refers to the entire building

The Grand Parade is a core City space and an area associated with the early development and growth of the City. It has been subject to substantial changes both by incremental erosion of its space through city growth and transport development; and levelling of its surface. It is a declared Provincial Heritage Site and has been graded a Grade 2 site.

8.2. The City of Cape Town Grading

The City of Cape Town has graded the Cape Town Station as a grade 3A, the Grand Parade, The City Hall, the Cape Town Castle and the Drill Hall as Grade 2.

The Golden Arrow Bus Terminus area is not graded and neither is any part of the road reserve along Strand Street Extension.

This report notes the City's 3A grading for the entire but also notes the unusual fact that the railway lines are also graded 3A. It would appear that the Station complex varies in architectural excellence and historical spatial significance. However, the role of the Strand Street edge of the complex in the apartheid design and related movement patterns suggest that it and the area around the old "non-white" station concourse towards the rear of the station building should be graded 3A for reasons of historical and architecture significance, as part of the whole of the station building. It is noted that this portion of the building is in a poor condition and currently vacant. It is functionally disconnected from the current operation of the station.



FIGURE 20: CoCT Grading for the Grand Parade and Station. See also DLAGRAM 02.

9. STATEMENT OF CULTURAL SIGNIFICANCE

Cultural significance is based on the definition in the NHRA, i.e. places of aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value or significance.

9.1. Grand Parade

The Grand Parade is not part of the affected sites. However, there are strong visual links between the sites (Projects A and B) and the Strand Street edge of the Parade.

The Grand Parade is of outstanding historical significance having been at the heart of the spatial origins of the city. The Grand Parade is of outstanding significance because it is associated with one of the defining moments of the city and the country when Nelson Mandela first addressed the nation in 1990 from the City Hall after his release from prison.

The placement of the City Hall in 1905 changed the nature of the parade to a civic space with a strong sense of identity. It also created an architectural landmark against the unique scenic backdrop of Table Mountain. However, aesthetic qualities at the Strand Street (northern edge) have been adversely affected by transportation facilities.

The Parade is of architectural significance because it is defined by some of the most historically and architecturally significant buildings in the city. These include the Castle, City Hall and the Drill Hall.

The Grand Parade is of spatial significance historical being a pivotal point in a network of spaces including the Castle and the Company Gardens which led to the development of the

city grid. In addition, it is part of an axis of civic buildings which stretches from the Civic Centre, across the station deck to the City Hall.

The Grand Parade is of social significance because it has been a focal point of celebrations, traditions, protest and trading as well as its military use.

The Grand Parade is of scientific significance as it is likely to contain further evidence of the earlier structures associated with the origins of the settlement. These may include the old fort and seawall and early VOC structures situated along the northern sea edge.

Visual, aesthetic and architectural significance has been eroded on the northern Strand Street edge by the Strand Street extension and the development of facilities for transportation and the development of the Golden Acre parking garage.

9.2 Cape Town Station

The Cape Town Station has architectural significance because it is an important modern movement public building strategically located in Adderley Street at the interface between the old city and the Foreshore development.

The Cape Town Station is of spatial, historical and social significance because it gave expression to a combination of a modernist design and a purpose built race based system of separated movement patterns and spaces. It was a custom-designed public apartheid building giving expression to the political ideologies of the apartheid governments.

It is of social significance because of being a movement hub for commuters moving in and out of the city. It is a centre for commuters who transfer to mini-bus taxi and bus transportation. It is a key component in the movement patterns of commuters.

9.3. Strand Street

Strand Street is of spatial-aesthetic significance because it is major gateway to the city linking the east and west precincts. Landmark views across the parade from Strand Street have been adversely impacted by the development of the bus terminus and the Golden Acre garage.

10. HERITAGE ISSUES

10.1. Key heritage issues include the following:

- The pedestrian bridge and steps provide an opportunity to create an active and civic edge on the northern edge of the Grand Parade, as well as a more pedestrian-friendly environment.

- The extent to which the proposals reinforce/mitigate the intrusive nature of the Bus Terminus needs to be carefully considered. The optimal long term use of this site from a combined public transport, urban design and heritage perspective is important.
- The potential impact of the descending NMT ramp and the manner in which it will present itself from the Parade towards the northern edge is of concern.
- The potential visual impact of a lift shaft on the northern edge of the Parade requires careful assessment.
- The proposals could potentially impact of a range of archaeological resources, i.e. remains of the old sea wall and archaeology.
- The impact of the pedestrian bridge on views along Strand Street and its gateway qualities entering and leaving the central city needs to be considered.
- The proposed vehicular ramp involves the ‘relocation’ of the station breeze block wall, which would need to be carefully dismantled and reassembled. It will continue to provide a distinctive architectural element along Strand Street. The ramp has no structural impact on the adjacent concourse building.
- The detailing of the pedestrian bridge, steps and ramp needs to be addressed in the HIA including finishes, colours, signage, lighting, street furniture, paving, etc. The proposals should include a landscape plan which addresses the detailing of the pedestrian ramp as well as the broader precinct affected by the proposals. The removal and replacement of trees will also need to be addressed.

11. HERITAGE RELATED DESIGN INFORMANTS

11.1. Key Structuring Factors: **Diagram 02**.

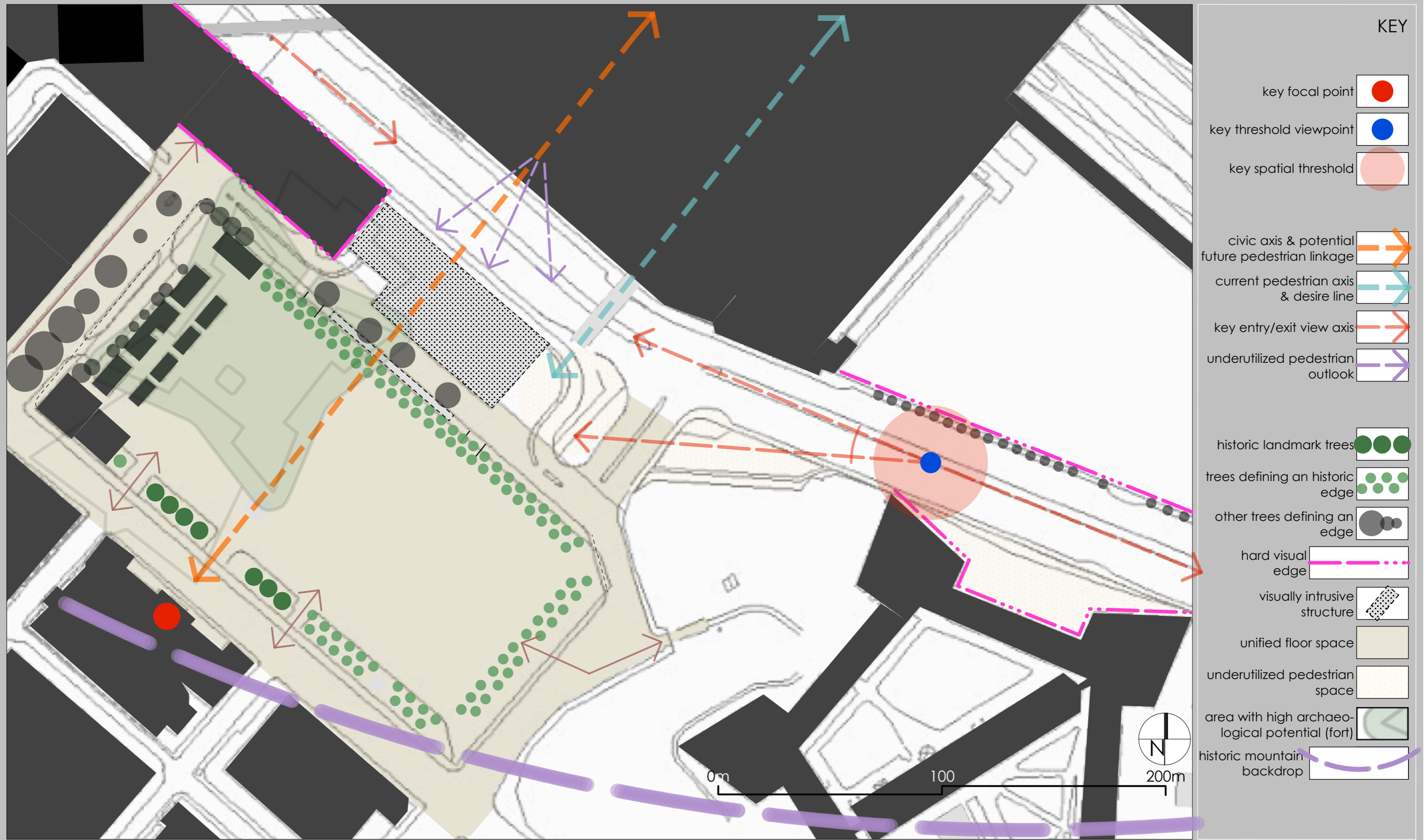
A range of heritage-related structuring factors for Projects A and B are indicated in attached **Diagram 02**. They relate, amongst others, to location, overall massing, scale and design relevant to the proposed new pedestrian bridge and vehicular ramp. They also take into account heritage-related design indicators from the 2005 HIA for the Grand Parade prepared by Attwell et al, as endorsed by HWC although never formally approved by the City of Cape Town. Aspects addressed in this study include the identification of key spatial relationships, characterizing elements and intrusions both within and beyond the immediate area.

The key to **Diagram 02** is as follows:

- i) Key Focal Point:
Identifies the historic City Hall and clock tower as principal organizing elements on the Grand Parade and key component (with the current Civic Centre) of the City’s Civic Axis. The stature, dignity and architectural quality of this building must be considered a

DIAGRAM 02

Heritage-related Structuring Factors: Projects A (pedestrian bridge) & B (Strand St vehicular ramp.)



KEY	
key focal point	
key threshold viewpoint	
key spatial threshold	
civic axis & potential future pedestrian linkage	
current pedestrian axis & desire line	
key entry/exit view axis	
underutilized pedestrian outlook	
historic landmark trees	
trees defining an historic edge	
other trees defining an edge	
hard visual edge	
visually intrusive structure	
unified floor space	
underutilized pedestrian space	
area with high archaeological potential (fort)	
historic mountain backdrop	

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highly significant informant in determining the architectural character, massing and formality of new development on the periphery of the Grand Parade.

ii) Key Threshold Viewpoint:

Identifies the point along the Strand Street approach into Cape Town at which views open up towards the Grand Parade.

iii) Key Spatial Threshold:

Identifies the area of spatial transition along the Strand Street approach into the Central City. This transition occurs after moving through the 'pinch point' defined by the Buren bastion of the Castle and railway station opposite, into a more expansive portion of the street corridor and unfolding vistas towards the Grand Parade precinct.

iv) Civic Axis & Potential Future Pedestrian Linkage:

Identifies the potentially strong axial relationship between the historic seat of civic power, i.e. the City Hall, and the modern seat of civic authority, i.e. the Civic Centre. This is conceptually a strong potential pedestrian movement line from the station deck onto the Grand Parade, given that this is consistent with both the old City Foreshore Plan and the contemporary notion of the Civic Axis. Spatial and potential future pedestrian linkages along this axis would therefore be encouraged.

v) Current Pedestrian Axis and Desire Line:

Identifies the current pedestrian axis from the railway station roof deck aligned on the existing pedestrian footbridge over Strand Street. This axis runs along a strong pedestrian desire line across the station roof deck alongside the second station concourse. If the Civic Axis cannot be used as a revised pedestrian movement route onto the Grand Parade, then this desire line provides the next best alternative.

vi) Key Entry/Exit View Axis:

Identifies the characteristically strong view axes along Strand Street as major entry/exit corridor for the City. The visual impacts of the proposed pedestrian bridge and vehicular ramp along this corridor are therefore important factors to be considered over and above visual impacts on the Grand Parade itself.

vii) Underutilized Pedestrian Outlook:

Identifies a potential key pedestrian outlook along the Civic Axis at the edge of the Station deck, i.e. overlooking the Grand Parade directly towards the City Hall and spectacular Table Mountain backdrop. Pedestrian circulation on the station roof deck and, if possible, the location of the new pedestrian bridge should capitalize on this outlook.

viii) Historic Landmark Trees:

Highlights the landmark palm trees framing the Old City Hall, thereby reinforcing this building's stature as principal organizing element on the Parade.

- ix) Trees defining an Historic Edge:
Highlights the spatial defining characteristics of the perimeter stone pines replanted by the City in accordance with the recommendations of the 2005 HIA and 2007 Grand Parade SDF.
- x) Other Trees defining an Edge:
Identifies other trees that define an edge to the Grand Parade, but which are a legacy of ad-hoc tree planting practices prior to the commencement of the 2007 Grand Parade SDF. Apart from their amenity value, these trees should therefore not be regarded as heritage-related ‘fixes’.
- xi) Hard Visual Edge:
Highlights the hard, monumental ruggedness of the Castle walls on one side of Strand Street, the hard, featureless edge of the railway yard on the other, and the sterile, pedestrian unfriendly edges of the Golden Acre parking garage facing onto the Grand Parade and Strand Street. These edges are currently, in parts, softened only by trees or, in the case of the Strand Street Castle edge, by (underutilized) pedestrian green space. Any future treatment of the Castle edge on Strand Street and the railway edge opposite must therefore be considered particularly important given that this portion of Strand Street is located at a significant gateway into the City. The conversion of the southwest (Parade-facing) façade of the Golden Acre parking garage to a more pedestrian friendly edge would also be supported.
- xii) Visually Intrusive Structure
Identifies the Golden Arrow bus terminus structure as a visual and spatial intrusion, being at odds with the stature and dignity of the Grand Parade precinct. The demolition or (as a lesser alternative) replacement of this structure with a more environmentally sympathetic alternative would be supported.
- xiii) Unified Floor Space
Highlights the extent of the Grand Parade Precinct ‘unified floor’ area as identified in the 2005 HIA. The underlying purpose of that indicator was the minimizing of level changes and rationalization of paving materials within an area that extends to the north-eastern edge of the Parade, including road surfaces adjacent to the Golden Arrow bus terminus. A spirit of rationalizing choices in paving materials, surface treatments and landscaping in the vicinity of the proposed pedestrian bridge would therefore be encouraged.
- xiv) Underutilized Pedestrian Space
Identifies portions of the study area currently underutilized as pedestrian space, and that are likely to become more heavily used with the implementation of Projects A and B. These areas have the potential to improve a key approach to, and experience of the Grand Parade precinct as heritage resource, subject to appropriate landscape interventions.
- xv) Area with high Archaeological Potential
Identifies the approximate portion of the Van Riebeeck fort, which extends up to the Golden Arrow bus terminus. This area would at the very least be sensitive to subsurface

interventions including the use of certain types of foundations associated with a possible future pedestrian bridge or other structure.

xvi) Historic Mountain Backdrop

Identifies the location of the Table Mountain backdrop relative to the study area. This recognizes the important role of the Mountain as essential element in defining the Grand Parade and Castle precincts as historic urban set pieces, including as approached from the station deck.

11.1.1. *Commentary:*

Sensitive Areas:

Given that the Grand Parade is one of the most significant urban spaces in the country, it is not surprising that the area is highly sensitive to development on a number of levels. One of the most significant is the threat posed by incremental erosion of its space in the face of encroaching development over centuries. Another is its relationship to a number of peripheral buildings of major national historical and architectural significance, and its relationship to the spectacular Table Mountain backdrop beyond. Its archaeological sensitivity is yet another, given that the study area is the site of the earliest European settlement in the country, i.e. the Van Riebeeck fort.

Areas of Opportunity:

Despite its significance, the Grand Parade suffers from a number of shortcomings which new development would provide an opportunity to positively address, if carefully managed. These shortcomings include a lack of civic focus along the north-eastern (bus terminus) edge of the Parade. This has been exacerbated by ad-hoc and untidy development including intrusive structures like the Golden Acre parking garage and the Golden Arrow bus terminus along this edge. The Civic Axis that exists between the old City Hall and the contemporary Civic Centre therefore provides a good opportunity for a proposed new pedestrian bridge over Strand Street to add focus and bring order to this end of the space. The current pedestrian axis provides another opportunity, albeit not as great as the Civic Axis.

The Strand Street site of the proposed new vehicular ramp provides an opportunity for reducing the current negative visual impact of the railway yard, thereby adding focus to this strategic gateway area to the City, i.e. at the point where the view along Strand Street opens up to reveal the Grand Parade as one moves past the Castle. In addition to this, the new pedestrian flow patterns resulting from Projects A and B will encourage better use of currently underutilized pedestrian space in this strategic gateway area.

11.2. Heritage-Related Guiding Principles for Future Development.

In addition to the range of structuring factors identified in **Diagram 02**, the Grand Parade HIA of 2005 identifies a number of guiding principles for underpinning heritage-related design informants for the site. Of particular relevance for Projects A and B are the following:

- i) **People Centred Space:**
The people-centred aspects and attributes of Grand Parade need to be respected and reinforced. This means not only prioritizing the area as a pedestrian-friendly environment, but also ensuring the flexibility of new peripheral development during public events.

- ii) **Legibility, Boldness and Simplicity:**
These are the hallmarks of great civic spaces throughout the world and should equally apply to the Grand Parade. New development, including landscaping, should therefore not only avoid proliferating ad-hoc accretions and visual clutter but also help to consolidate and improve the definition of the space.

- iii) **Definition and Protection of Edges:**
The Grand Parade SDP of 2007 paid considerable attention to protecting and reinforcing the edge definition of the Grand Parade through, *inter alia*, the first phase reintroduction of pines around its periphery. New peripheral development should therefore seek to respect and, if possible, consolidate this edge definition. This principle applies equally to the proposed vehicular ramp on Strand Street, which will occupy an important position within a strategic gateway to the city.

- iv) **Control of Peripheral Area in terms of Inappropriate Height, Use and Signage Impact:**
The periphery of the Grand Parade is characterized by a range of building heights, with the old City Hall edge being the most consistent in terms of height and architectural coherence. The northeast (bus terminus) side, on the other hand, performs least successfully in this regard. The introduction of a new pedestrian bridge in its vicinity therefore presents an opportunity for this performance to be improved.

- v) **Reduction of Impact of Transportation Termini, Traffic and Parking:**
While it is accepted that the northeast side of the Grand Parade will remain a transport terminus for the foreseeable future, it is equally important that new peripheral development avoids consolidating such use to a stage where it becomes irreversible.

- vi) **Avoidance of Visual Clutter, Pastiche:**
New peripheral development, both on the northeast side of the Parade and on Strand Street, should avoid adding to the current visual clutter in these areas by observing the principle of legibility, boldness and simplicity highlighted in ii).

- vii) **Significance of Landscaping:**
The Grand Parade SDP of 2007 has paid considerable attention to landscaping in order to consolidate spatial integrity. Project A will therefore require a landscape plan that ensures integration with the landscaping visions and objectives of the 2007 SDP, while Project B will require a landscape plan that appropriately addresses and, if necessary, celebrates its strategic gateway location.

11.3. Heritage-Related Development Informants.

The following heritage-related indicators for new development within the study area are informed by the key structuring factors identified in **Diagram 02** and the guiding principles identified in **Section 11.2**:

i) **Heritage Informant 1: Spatial Geometries and Relationships.**

New development within the study area must compliment and capitalize on existing spatial geometries and relationships, and where structure and coherence is lacking, to impart order and civic dignity within and around an area of national significance.

The new pedestrian bridge in particular, has the opportunity to assist in providing focus and order to the northeast edge of the Parade, even if at a more modest scale than the historic City Hall on the southwest side, from which it must not detract. The proposed location of the vehicular ramp on Strand Street has the opportunity to assist in better defining that edge of Strand Street, while mitigating impacts from the current hard edge of the adjacent railway yard.

ii) **Heritage Informant 2: Respect for Historical Development Patterns.**

New development within the study area must address and recognize the significance of historical development patterns, including the reinstated stone pine edge to the Grand Parade, and the rugged geometry of the Castle walls defining one side of a key gateway to the city on Strand Street.

This does not necessarily mean that a break in the line of the stone pines on the northeast (bus terminus side) of the Grand Parade should be avoided. However, it does mean that such a break, where for example structured to accommodate a new pedestrian bridge, should remain sufficiently defined to tightly frame that element without compromising the edge definition imparted by these trees on the Grand Parade.

In the case of the Strand Street vehicular ramp, it means configuring this new element in a neutral manner in order to draw attention towards the rugged, historic geometry of the Castle walls directly opposite, and as precursor to the views opening up towards the Grand Parade. Together, these opposing edges of Strand Street have the potential to create a memorable gateway to the city if handled in an appropriate and coordinated manner.

iii) **Heritage Informant 3: People-Centred Design Flexibility.**

New development within the study area must be flexible in its public use. One application would be the design and configuration of the new pedestrian bridge stairway leading onto the Grand Parade, which has the potential to double as tiered seating for public events for which this area has been historically associated.

Given the important civic and public role of the Grand Parade over centuries, the location and design of the new pedestrian bridge lends itself to public use over and above that of accommodating pedestrian traffic. A good example of such flexibility is the Jameson Hall Steps at UCT.

iv) Heritage Informant 4: Civic Stature.

The proposed new pedestrian bridge, where impacting on the Grand Parade, would need to have civic stature if located along the Civic Axis, i.e. on axis with the old City Hall. If located along the present (secondary) pedestrian axis, i.e. off axis with the City Hall, the design stature of the bridge would need to be appropriately downplayed.

The location of the new bridge provides an excellent opportunity for adding cohesion and focus to the north-eastern edge of the Grand Parade, which is currently characterized by poor, ad-hoc architecture and visual clutter unbecoming of the dignity and historic character of its ‘City Hall’ and ‘Castle’ edges. Key characteristics underpinning civic stature in this instance would be:

- Clear legibility of the design as a new and significant gateway from the Parade onto the Station deck over Strand Street.
- Boldness, uniformity and simplicity of design, preferably responding to the symmetry of the City Hall opposite.
- Landmark qualities in terms of making a coherent and cohesive statement that helps to pull together other disparate elements along this edge, rather than in terms of overall scale and height per se.
- Reinforcement of the new architectural statement with landscaping consistent with the goals and objectives of the 2007 Grand Parade SDP.

v) Heritage Informant 5: Landscaping and Mitigation of Current Visual Intrusions.

Landscaping, together with the proposed new structural interventions, should not only become assets to the area in their own right, but also serve to mitigate current negative visual impacts on the Grand Parade and Strand Street edges of the study area.

Both Projects A and B provide good opportunities for mitigating current negative impacts. The design of the new pedestrian bridge, together with limited removal and possible replanting of pine trees along the northeast edge, presents an opportunity to add focus and coherence to that end of the Parade. The new vehicular ramp presents an opportunity to mitigate current negative impacts from the railway yard, although this will lead to the loss of existing trees along that Strand Street edge. This loss of greenery at a strategic gateway to the city could possibly be counterbalanced by planting on the ramp itself, including the possible incorporation of a living ‘green wall’ along one side of the ramp.

vi) Heritage Informant 6: Optimization of View and Outlook Opportunities.

The design of the new pedestrian bridge should optimize pedestrian outlook opportunities, not only in the direction of the Grand Parade and Table Mountain backdrop, but also southeast towards the Castle and District Six; and northwest along Strand Street to Signal Hill.

Enclosure of the bridge along its sides should be avoided to afford views both up and down Strand Street, as well as in the direction of the City Hall. Similarly, structural elements should contribute to achieving a lightweight ‘airy’ design, particularly if the bridge is not

located on the Civic Axis. The above measures will have the cumulative benefit of reducing the overall structural profile of the bridge as viewed from the Strand Street ‘gateway’ to the city without necessarily reducing its status as important gateway element.

vii) Heritage Informant 7: Avoidance of new development that would irreversibly entrench Current Architectural Intrusions.

The design of new development within the study area should be designed so that it does not entrench architectural intrusions such as the Golden Arrow bus terminus.

Although it is recognized that the Golden Arrow bus terminus will still need to serve the area for some years to come, the design of the proposed new pedestrian bridge should either be phased so that it avoids ‘encapsulating’ the bus depot until such time as it is ready to be removed/replaced; or alternatively designed so that it remains structurally independent of the terminus, particularly if the terminus is to be altered for incorporation with the bridge.

viii) Heritage Informant 8: Potential Archaeological Constraints.

New development within the study area must be sensitive to potential archaeological constraints. Design proposals may need to be adapted to accommodate archaeological imperatives, given the known proximity of the foundations of the old Van Riebeeck fort relative to the alignment of the Civic Axis, various grachte along the periphery of the Parade and the possibility of potential shipwrecks in the path of the proposed vehicle ramp.

There is a strong possibility that remains of the Van Riebeeck fort will be uncovered if excavations occur along the alignment of the Civic Axis and further towards the present fruit stalls. This is however, unlikely to result in a ‘no-go’ area for development, provided that archaeological excavations can be conducted prior to construction of the steps, and provided that the foundations for these steps can, if necessary, be designed to bridge the remains, or ‘pad’ over them employing raft foundations. Such remains, if found, are likely to be covered over again for conservation reasons once archaeological investigations have been completed.

There is some possibility of uncovering remains of the Imhoff Battery, and even possible marine relics in the vicinity of the proposed vehicular ramp. Such finds are not likely to result in ‘no-go’ areas for development, but may require similar foundation design measures as outlined for the pedestrian bridge.

Although archaeological discoveries in these areas are unlikely to result in major constraints with regard to location, delays in construction will need to be factored into the project program, particularly if unknown burials are uncovered which are likely to require recovery in conjunction with the national heritage authority (SAHRA) before work can proceed.

ix) Heritage Informant 9: Second Station Concourse: Breeze Block Screen

Interventions to the Second Station Concourse breezeblock screen must be controlled so that this significant architectural period element along Strand Street is conserved. Conservation could include relocation on the station site if necessary.

The Cape Town Station has architectural significance as an important Modern Movement public building of which this decorative screen is a signature period element. This screen could be relocated on the property in order to accommodate the proposed new vehicular ramp on Strand Street, provided that this is done under the supervision of an appropriately qualified architectural heritage specialist with a view to its continued role as a distinctive architectural feature along Strand Street through incorporation into the new development.

12. THE PROPOSAL

Detailed proposals for A and B (past and current) are attached to the end of the report. This includes 3D visual material, elevations and sections.

12.1. The 2010 (past) proposal for Project A.

An initial (2010) proposal was for the building of a walkway across Strand Street and the roof of the Golden Arrow bus terminus, extending to the Grand Parade. It was to be on axis with the City Hall and the municipal axis. Public facilities and a lift shaft were to be accommodated within the resulting structure. Apart from its impact, this proposal has heritage implications. Part of the ramp was situated on the proclaimed area of the Grand Parade, foundations of the structure may have affected any historic fort remnants as extrapolated by ACO Associates; and the building over the roof of the bus terminus entrenched the architecture of the terminus which was considered both by the VIA and HIA to have a severe visual impact on the qualities of the Grand Parade, which was at that point part of the site.

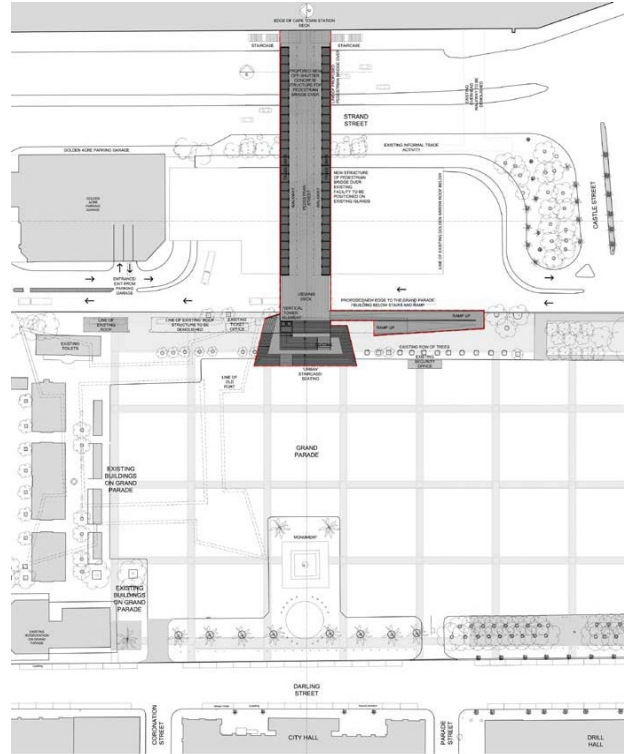


FIGURE 21: Project A: initial proposal on axis with the City Hall and clipping the edge of the Grand Parade. It has been superseded (See Fig 27).

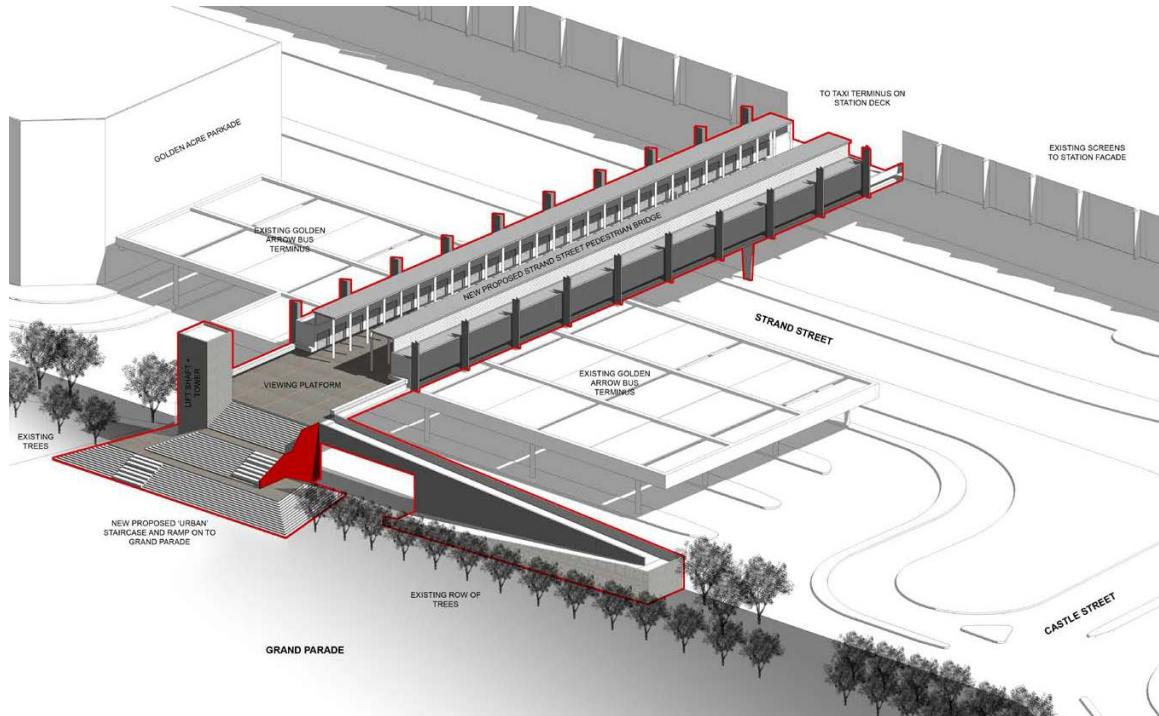


FIGURE 22: Project A: Initial proposal showing the bridge over Strand Street, a viewing platform and a ramp and stairs to the Grand Parade. Visual and heritage impact was considerably more in this instance than the current proposal.

12.2. The current 2015/2016 proposal for Project A

The 2010 proposal has been replaced by an upgraded pedestrian bridge replacing the existing one. This is on the site of the existing and is therefore not on axis with the City hall or the municipal axis. It is a smaller, simpler structure and consequently has less visual impact. It also is not partially situated on a portion of the proclaimed area of the Grand Parade, and does not potentially clip the footprint of the old fort. It involves the construction of the pedestrian bridge linking the Station Deck with the Grand Parade. Stairs will lead down from the bridge on the south eastern side of the Golden Arrow Bus Terminus, leading to a treed area adjacent to the Terminus.

The proposed pedestrian bridge is a light weight structure with vertical screens and lighting to match the existing on the Station Deck. The bridge will be supported on one side by an off-shutter concrete wall, echoing concrete architectural elements on the Station Deck itself. It will contain a timber pergola over the walkway. It will have a viewing platform to take full advantage of the views towards the City Hall and Table Mountain.

12.3. Proposal for Project B

Project B forms part of a wider intention to link the City spatially across the Station Precinct both for pedestrians and vehicular traffic and will form part of a spatial system extending from the Civic Centre to the Foreshore (See Fig 1A)

Project B remains unaltered from the original (2010) proposal. The project is to separate taxi access and egress and avoid the existing bottlenecks which result from the current single access and egress point at Christiaan Barnard Street. It is for a single lane vehicular (taxi) egress ramp from the upper station Deck to the Strand Street Boulevard heading east. The existing breeze block wall associated with the Station Concourse building will be dismantled and rebuilt in a new position retaining the breeze block and glass design which will screen the ramp behind. The ramp and walls are constructed of off-shutter concrete. Vertical screens and lighting will match new interventions on the Station Deck are located to the rear of the ramp.

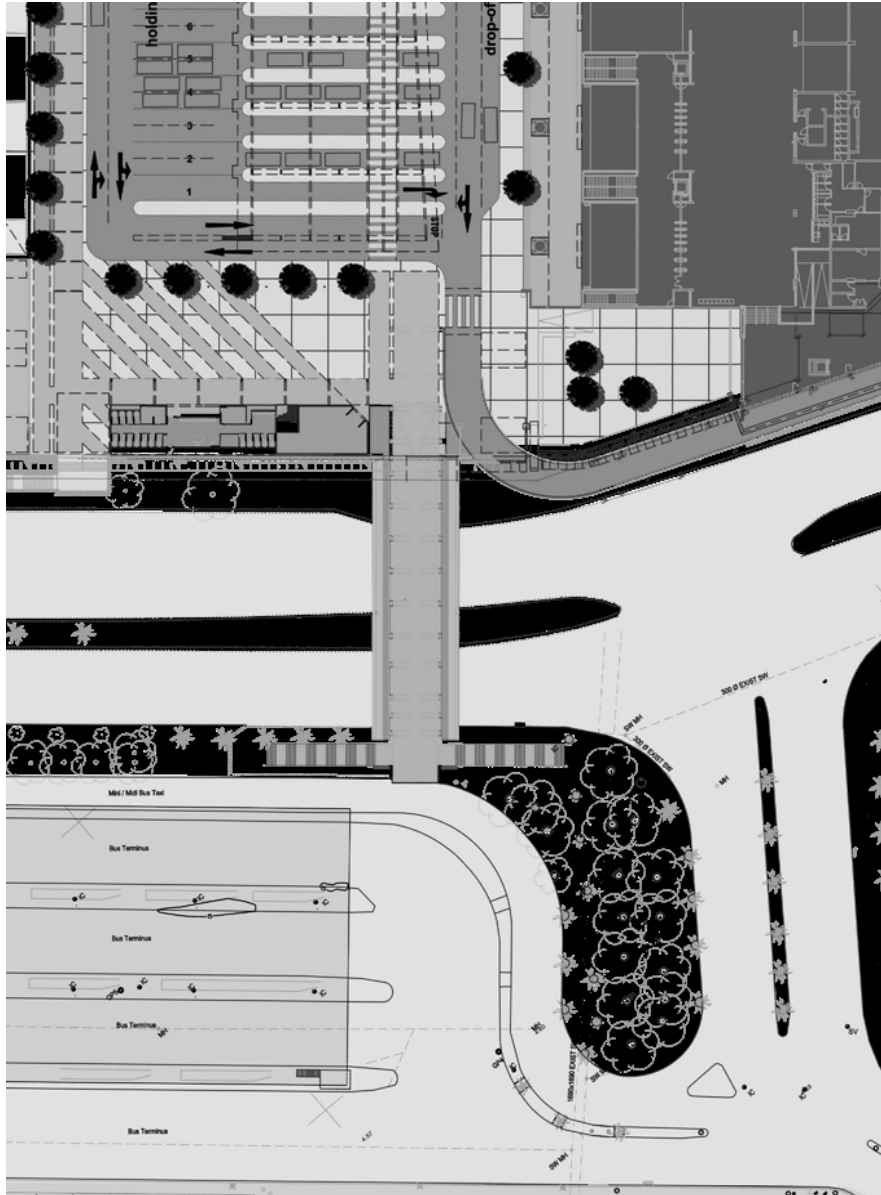


FIGURE 23: Project A: Current proposal. The pedestrian bridge is now in the position of the existing pedestrian bridge and does not affect the PHS (Grand Parade) but allows full access to it.

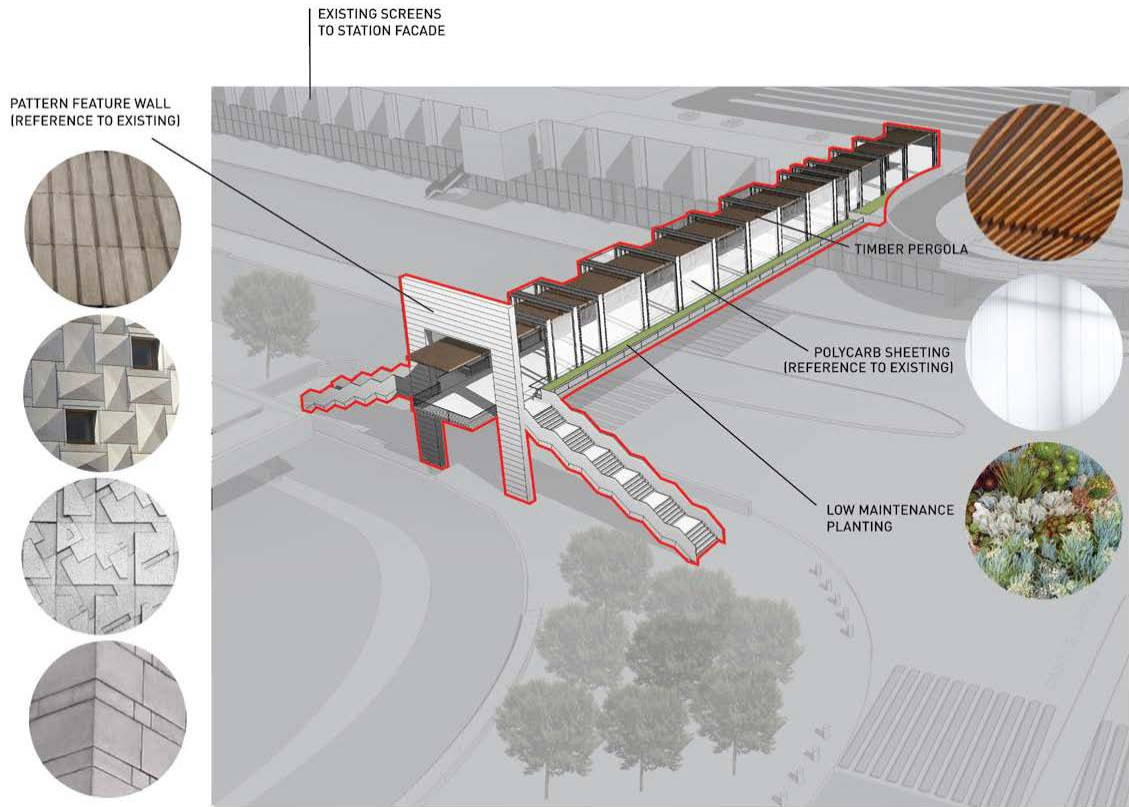


FIGURE 24: Project A: Current proposal. This is not on axis and is situated closer to Lower Buitenkant Street. It is not situated on the Grand Parade. It also follows the affected desire line to Buitenkant Street.

13. ASSESSMENT OF IMPACTS AND MEASUREMENT AGAINST HERITAGE RELATED DESIGN INFORMANTS

Outlined below is an assessment of heritage impacts relating to Projects A and B (current proposal).

Outlined below is a summary heritage impacts relating to Projects A and B.

13.1. Project A

The proposed bridge will replace an existing bridge in the same position. The existing bridge has no heritage significance. The new bridge will serve to strengthen an important pedestrian axis and desire line between the foreshore and the Grand Parade. Its light weight visually permeable design will minimize visual impacts on the view corridor along Strand Street particularly as viewed from the spatial threshold along the Strand Street approach into the City.

The proposed new bridge capitalizes on the outlook overlooking the Grand Parade towards Table Mountain by providing a viewing platform on the south-western side of Strand Street.

The new bridge incorporates elements of the Station Precinct in terms of the use of polycarb sheeting to match existing screens on the Strand Street façade of the Station. The proposed off-shutter concrete feature wall on the one end is intended to reference architectural elements of the Station Concourse buildings. In general, the design of the bridge is appropriately contemporary and modest in character. Of specific concern is the scale of the feature wall as viewed from Strand Street and the Grand Parade. It is recognized that the stone pines along the north-eastern side of the Parade will mitigate its visual impact once they have reached maturity. However, it presents a strong architectural element on the edges of an important heritage precinct and will contribute to a sense of visual clutter. Furthermore, it overly accentuates the secondary axial qualities of this pedestrian link in relation to primary civic axis centred on the City Hall. It is thus recommended that this feature be considerably reduced in scale. The architectural character of new interventions on the edges of the Parade should be subordinate to the civic character of the Parade as a whole.

The construction of the structural supports for the bridge and stairs may uncover archaeological remains. While footprint of any ground disturbance is minimal, the area is archaeologically sensitive. It is therefore recommended that any excavation work be monitored by an appropriately qualified archaeologist.

The proposed redesign of the treed area adjacent to the bus terminus is supported in principle. However, there are no specific landscaping proposals accompanying the submission.

13.2. Project B

The proposed vehicular ramp from the station deck onto Strand Street will have minimal visual impact on the Castle. The new vehicular ramp will mitigate current negative impacts of the railway yard, although this will lead to the loss of some existing trees along that Strand Street edge.

The proposed ‘relocation’ of the decorative screen in order to accommodate the proposed vehicular ramp is supported as this will ensure the retention of a signature period element of the Cape Town Station and distinctive architectural element along Strand Street. However, this must be done under the supervision of an appropriately qualified architectural heritage specialist.

The vehicular ramp is situated within an archaeologically sensitive area with the possibility of the remains of the 18th century sea walls and shipwreck material being uncovered during construction. It is therefore recommended that any excavation work be monitored by an appropriately qualified archaeologist.

Table 1: Performance in relation to Heritage Indicators

Indicator	Conformance to Indicators	Significance of Impact	Significance of impact
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Section 11.3		(no mitigation)	(after mitigation)
Indicator 1: Positive Response to Spatial Geometries and Relationships	Medium-high New bridge strengthens existing pedestrian axis and desire line between Foreshore and Grand Parade. Vehicular ramp improves the Strand Street edge opposite the Castle	Medium-high positive	Not applicable
Indicator 2: Respect for Historical Development Patterns	High New bridge does not impact overall edge definition of the Grand Parade including reinstated stone pine edge. Neutral treatment of the vehicular ramp (off shutter concrete) enhances rugged, historic geometry of the Castle walls as precursor to views opening up to Grand Parade.	Medium positive	Not applicable
Indicator 3: People Centred Design Flexibility	Medium Design of new bridge incorporates view platform overlooking Grand Parade towards Table Mountain	Medium positive	Not applicable
Indicator 4: Civic Stature	Medium Design of new bridge appropriately contemporary and modest in character. However, feature wall is over scaled contributing to a sense of visual clutter and over accentuated in terms of its location on a secondary axis, off axis with the City Hall.	Medium-high negative with respect to feature wall	Low after considerable reduction in the scale of feature wall
Indicator 5: Landscaping and Mitigation of Current Visual Intrusions	Low No specific landscaping proposals accompanying the submission.	Not applicable	Potentially positive after implementation of appropriate landscaping interventions.
Indicator Section 11.3	Conformance to Indicators	Significance of Impact (no mitigation)	Significance of impact after mitigation
Indicator 6: Optimization of View and Outlook Opportunities	Medium-high Design of new bridge incorporates a view platform overlooking Grand Parade towards Table Mountain.	Medium positive	Not applicable

	Light weight visually permeable design minimize visual impacts on the view corridor along Strand Street particularly as viewed from the spatial threshold along the Strand Street approach into the City.		
Indicator 7: Avoidance of Intervention Irreversibly Entrench Current Architectural Intrusions	Medium-high New bridge does not entrench Golden Arrow bus terminus	Neutral	Not applicable
Indicator 8: Potential Archaeological Constraints	Unknown New bridge does not impact old fort site on Grand Parade. Construction of supports for bridge and stairs may impact other archaeological remains, e.g. burials. Vehicular ramp located in archaeological sensitive area with remains of 18 th century sea walls and shipwrecks remains possible being uncovered.	Unknown	Unknown Archaeological monitoring required
Indicator 9: Second Station Concourse: Breeze Block Screen	Medium-high Relocation of the decorative screen to accommodate the vehicular ramp will ensure the retention of a signature period element of the Cape Town Station and distinctive architectural element along Strand Street.	Moderate- low negative	Low Supervision by an appropriately qualified architectural heritage specialist.

14. CONCLUSIONS AND RECOMMENDATIONS

14.1. Conclusions

This report finds that coherent planning and greater pedestrian accessibility would improve pedestrian linkages between the Foreshore and the Central City. Despite its outstanding historical significance, and because of a variety of reasons mostly which have nothing to do with heritage - the Grand Parade often fails in its role as a major civic and peoples' space. While its status as a significant historical space has never been in any doubt;

it shows signs of poor use, poor planning, barriers to pedestrian use and general decay and disuse. This may be improved by better, efficient and more legible pedestrian access.

The pedestrian bridge in the area under study linking the upper station deck and the Grand Parade and the CBD was built in 1967 as a temporary structure. This proposal is the second in the current initiative and is intended to link the Station Deck and the commuter facilities more closely and efficiently to the pedestrian traffic crossing Strand Street at the upper level.

The vehicular ramp descending into Strand Street is intended to ensure efficient commuter traffic of taxis, and avoiding bottlenecks. The current proposal ensures that the Station Concourse decorative screen wall will be moved and reconstructed retaining a screening function.

The principle of the new pedestrian bridge across Strand Street (Project A) and vehicular ramp to Strand Street (Project B) is supported from a heritage perspective. It will not negatively impact on the Grand Parade, Castle and the Station Concourse and the key Strand Street gateway to the CBD, as heritage resources

The issues and heritage constraints affecting archaeology in terms of the footprint of the historic fort (ACO 2009) and potential visual impacts (Oberholzer and Lawson 2013) which were considered in the first proposal have effectively been mitigated and resolved in the second and current proposals A and B. The screening of the vehicular ramp will assist in the visual screening of the addition traffic infrastructure from any visual impact affecting the Cape Town Castle.

The findings of the heritage assessment identified the following positive impacts:

- The medium-high positive impact of the proposed new bridge strengthening a pedestrian axis and desire line between the Foreshore and the Grand Parade.
- The medium positive impact of the design of the new bridge incorporating a view platform overlooking the Grande Parade towards Table Mountain.
- The medium positive impact of the proposed vehicular ramp improving the Stand Street edge opposite the Castle.
- The medium positive impact of the neutral treatment of the vehicular ramp enhancing the rugged, historic geometry of the Castle walls as a precursor to views opening up to the Grand Parade.

The findings of the heritage assessment have identified the following concerns.

- The medium-high negative impact of the scale of the feature wall of the new pedestrian bridge.
- The potential impact on archaeological remains.
- The relocation of the decorative screen wall of the Station Concourse building requiring expert architectural heritage input.

14.2. Recommendations

It is recommended that HWC resolve to endorse the findings and recommendations of the HIA report as having met the requirements of Section 38 (3) of the NHRA and that no further studies are required.

It is recommended that HWC decide that the proposed development may proceed in terms of Section 38 (4) subject to the following conditions:

- Detailed design of the proposed new bridge and vehicular ramp must be largely in accordance with the proposals dated October 2015 as described in Section 12 of the HIA report and attached to the end of the report.
- The feature wall of the proposed new bridge must be considerably reduced in scale and revised plans must be submitted to HWC for final approval.
- The relocation of the decorative screen wall of the Station Concourse building must be supervised by an appropriately qualified and experienced architectural heritage specialist approved by HWC.
- Ground disturbance and excavations associated with the construction proposed new bridge and the vehicular bridge must be supervised by a suitably qualified and experienced archaeologist to be approved by HWC. The archaeologist appointed to do the monitoring work must submit a monitoring programme to HWC for approval.

15. SOURCES CONSULTED

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Archaeology Contracts Office, Archaeological Monitoring and Excavation in the area of Jan Van Riebeeck's. Earthen Fort at the Grand Parade Central Cape Town, for ILLISO Consulting Engineers and the City of Cape Town, November 2009

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City Planners Department (M Sotomi): The Foreshore: A Review of the Past, 1993

Melanie Attwell and Associates: Grand Parade Heritage Impact Assessment Phase 1 and Phase 2: Report prepared for the City of Cape Town, November 2005 -Feb 2008

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Integrated Transport Plan for the City of Cape Town (2011, 2012)

Meyer Architects and Urban Designers, Makeka Design Lab and Iliso Engineers (2012) Transformation of the Inner City Transport Hub Conceptual Design Report (Draft). Prepared for the City of Cape Town

National Heritage Resources Act (Act 25 of 1999)

The Fringe Draft Urban Design Framework (April 2012). Produced by Guy Briggs Urban Strategy, Planning and Design for the Cape Town Partnership, City of Cape Town and Western Cape Government

ANNEXURES 1-5.

Annexure 1: Interim Comment HWC 4th September 2013

Annexure 2: Letter DEADP to City of Cape Town 24th July 2013: Non applicability of DEADP regulations.

Annexure 3: Visual Impact Assessment: Report and Figures Quinton Lawson MLB Architects 2013.

Annexure 4: Archaeological Monitoring and Excavation: Van Riebeeck's Fort, Grand Parade Cape Town. ACO Associates for ILISO Consulting November 2009.
Annexure 5. Historical Background.

THE PROPOSALS

1. INITIAL PROPOSALS
2. CURRENT PROPOSALS DATED OCTOBER 2015

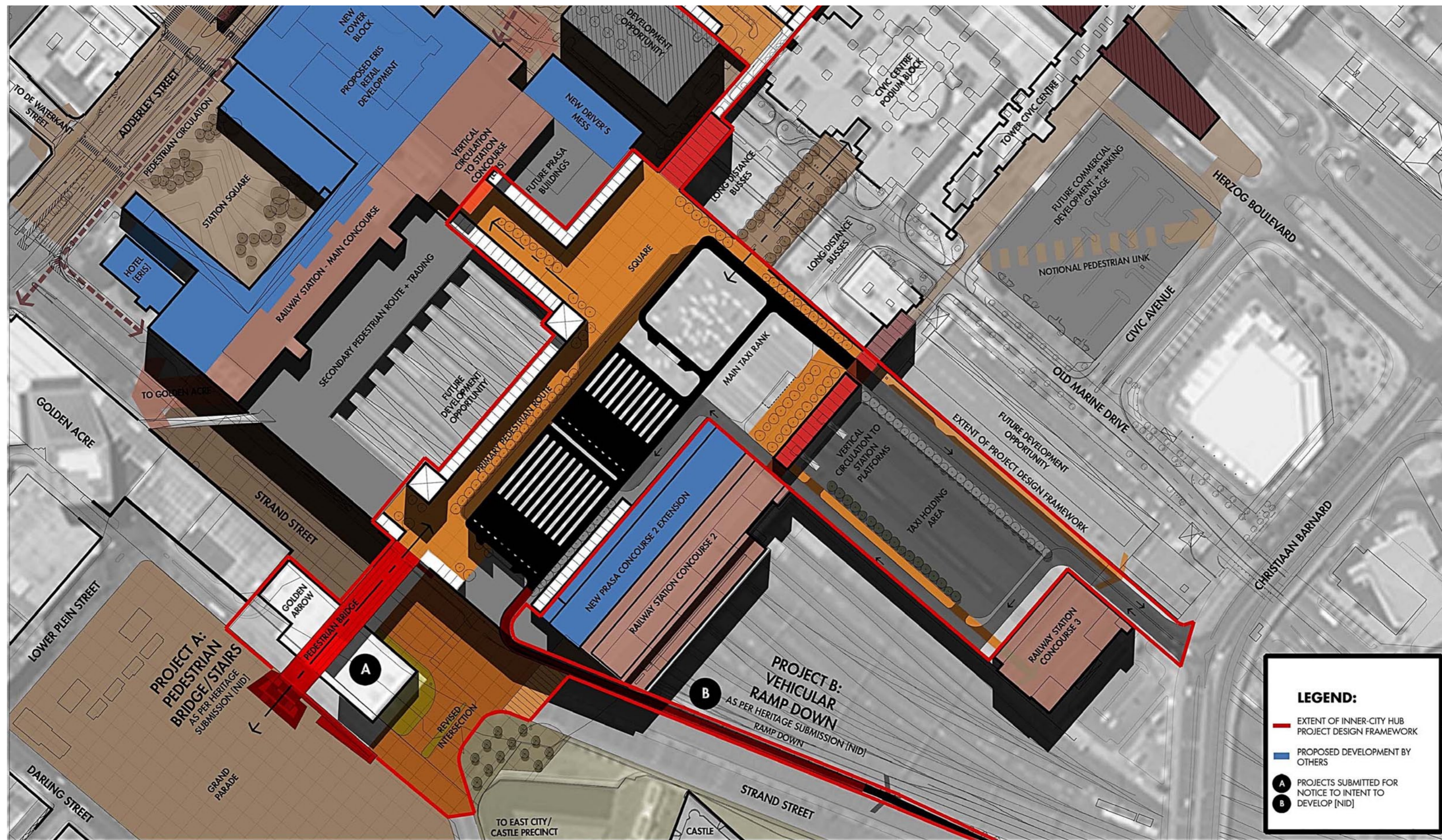
INNER CITY TRANSPORT HUB

FOR THE CITY OF CAPE TOWN

HIA SUBMISSION

OCTOBER 2015





INITIAL PROPOSAL
URBAN DESIGN FRAMEWORK



EXISTING VIEWS



TCT
TRANSPORT
FOR CAPE TOWN

INNER CITY PUBLIC TRANSPORT HUB
FOR THE CITY OF CAPE TOWN

The City of Cape Town's Transport Authority



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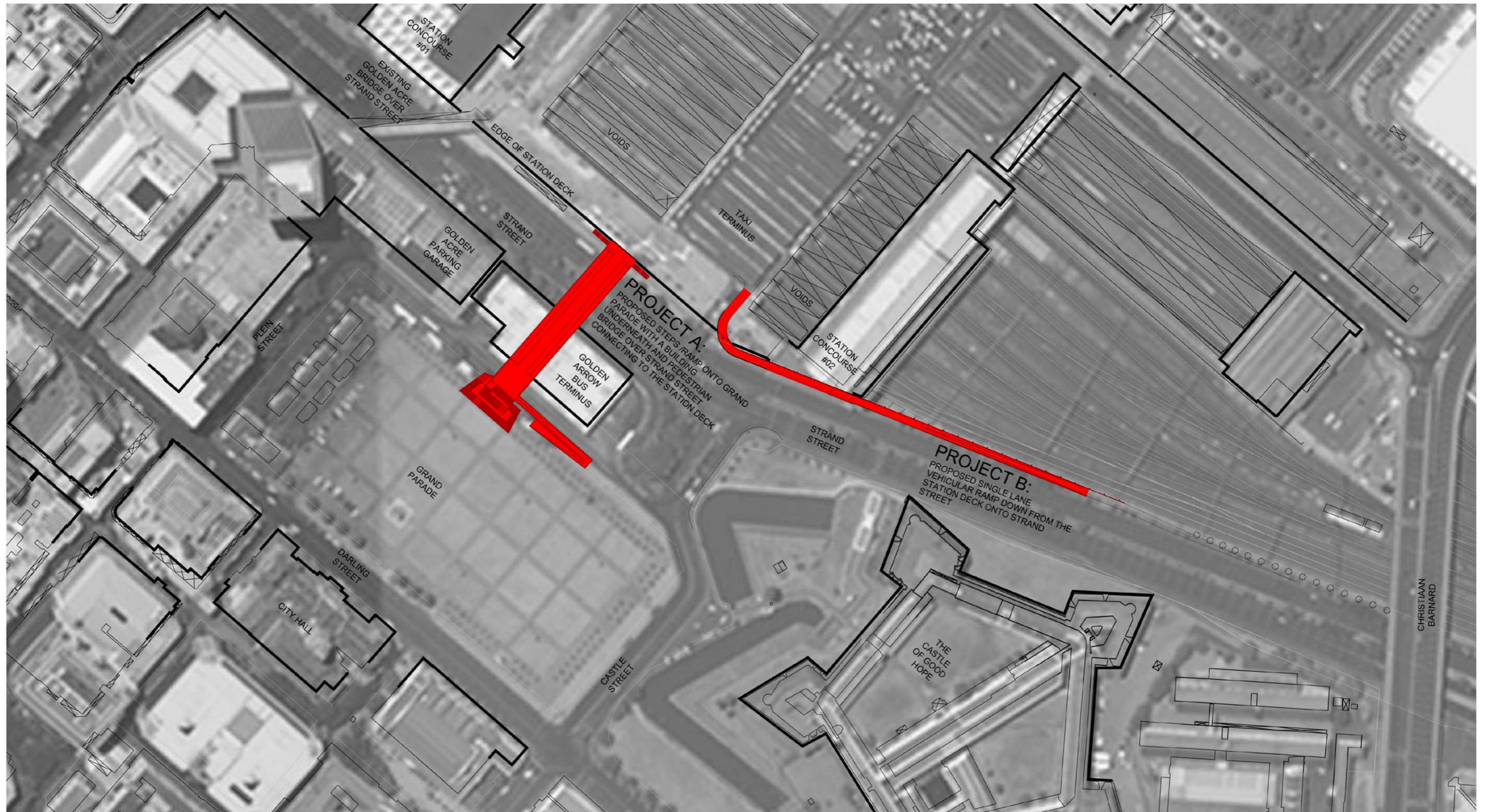
Enhancing Society Together



MAKEKA
DESIGN LAB
CONCEPT | CONTENT | CRAFT



**HERITAGE
PROPOSAL**



INITIAL PROPOSAL SITE PLAN

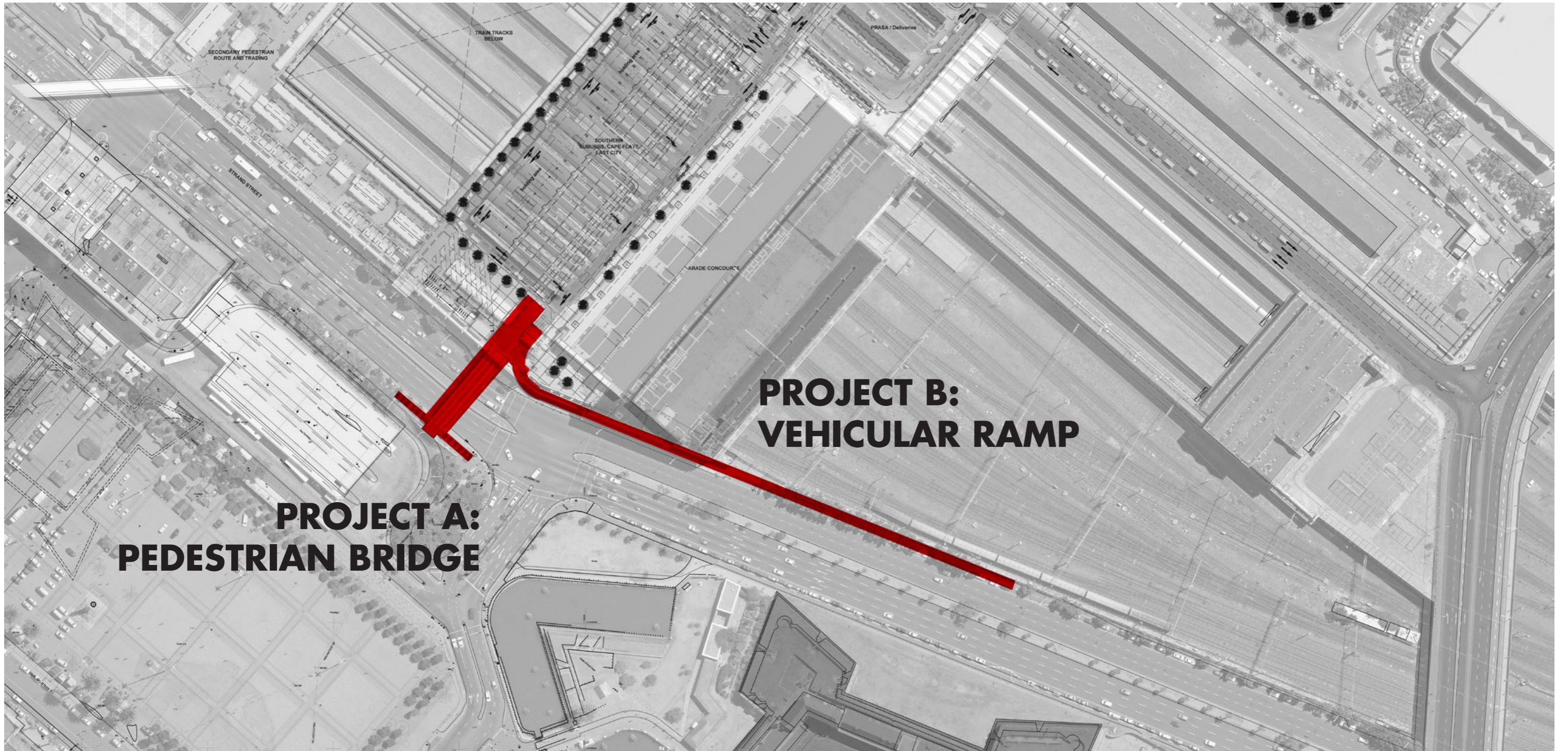


TCT INNER CITY PUBLIC TRANSPORT HUB
FOR THE CITY OF CAPE TOWN



HERITAGE PROPOSAL

The City of Cape Town's Transport Authority



**PROJECT A:
PEDESTRIAN BRIDGE**

**PROJECT B:
VEHICULAR RAMP**

UPDATED PROPOSAL SITE PLAN



INNER CITY PUBLIC TRANSPORT HUB
FOR THE CITY OF CAPE TOWN

The City of Cape Town's Transport Authority



HERITAGE PROPOSAL

PROJECT A: PEDESTRIAN BRIDGE

Project A involves the construction of a pedestrian bridge over Strand Street linking the Station Deck with the Grand Parade. The new proposed pedestrian bridge will replace the existing bridge and will be situated in the same position. The existing bridge was originally intended to be a temporary structure.

The new proposed pedestrian bridge is designed as a light weight steel structure with vertical screens and lighting to match new interventions on the Station Deck. The bridge is supported on the one side by an off-shutter concrete wall, referencing concrete architectural elements on the Station Concourse buildings. The bridge will provide protection from the south-easterly wind and sun. A timber pergola will be suspended over the walkway. The bridge terminates on the south western side of Strand Street with a viewing platform overlooking the Grand Parade and Cape Town City Hall. Stairs lead down from the platform to the south eastern side of the existing Golden Arrow Bus Terminus onto the sidewalk and redesigned treed area alongside the Terminus.

This project forms part of an overall intention to connect the city spatially across and beyond the Station Precinct – horizontally and vertically, and to facilitate movement in all directions. It forms part of a main spatial system stretching from the Civic Centre on the Foreshore, over the Station Deck to the Grand Parade to the south.

PROJECT B: VEHICULAR RAMP

Project B involves the insertion of a single lane vehicular ramp down from the Station Deck onto Strand Street. The existing breeze block wall associated with the Station Concourse building is ‘relocated’ to screen the ramp behind. The ramp and walls are constructed of off-shutter concrete. Vertical screens and lighting to match new interventions on the Station Deck are located to the rear of the ramp.

This project forms part of the intention to create separate taxi access and egress to the Station Deck. The current access and egress from only one point, i.e. the signalised intersection at Christiaan Barnard Street, creates a ‘bottleneck’ at this point and severe congestion on the deck.



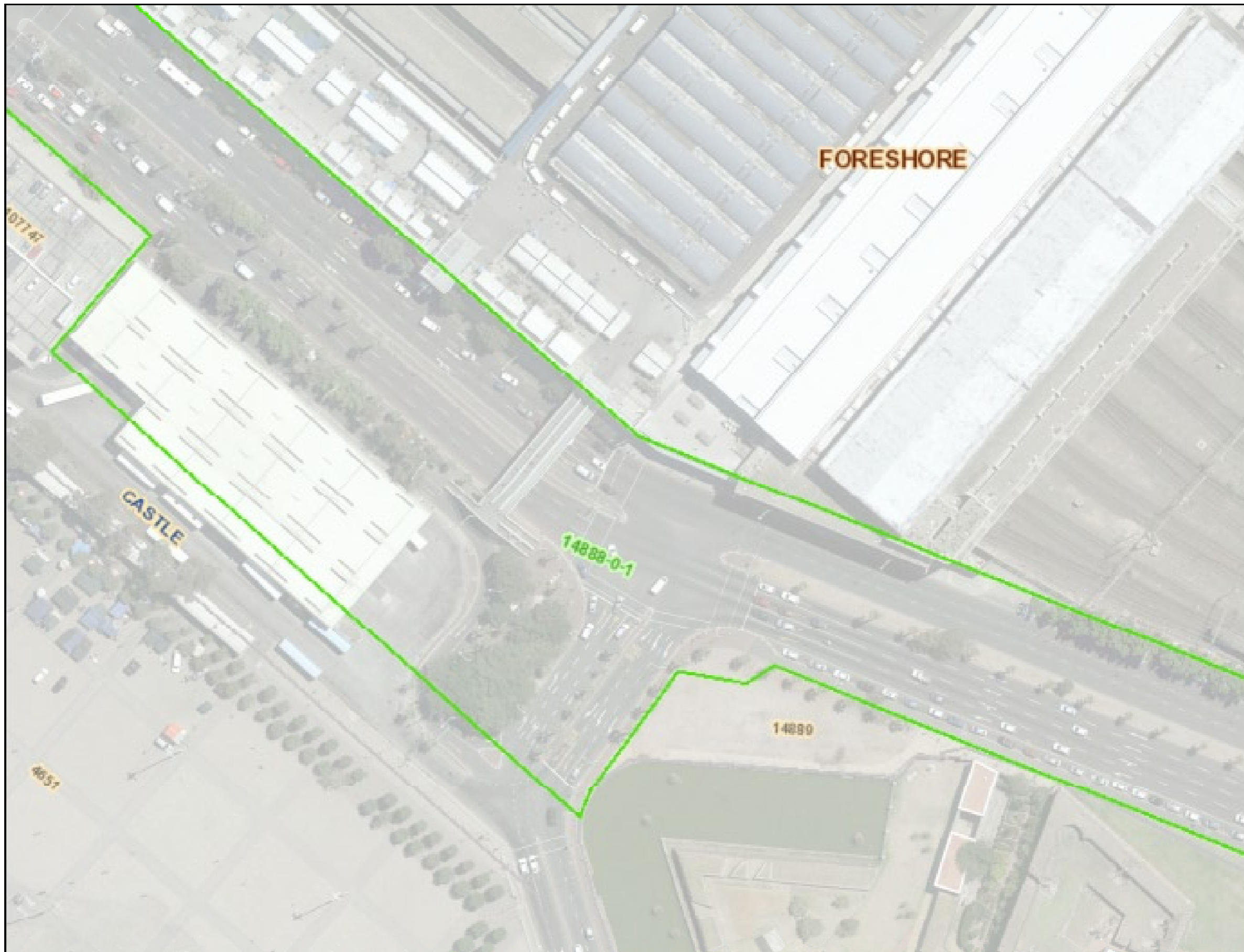
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Cape Town Map



Legend

- Street Number
- Road
- Major Road
- SB Approved
- Registered
- Ward
- Subordinate

Points of Interest

- Office
- Hospital
- Peter Stalder
- Public
- Community Centre
- Recreational Area
- Railway Station
- Sports Grounds
- Swimming Pool

Scale
0 100 200 M

Map Information
This map was compiled by
CityMap Viewer
Development Initiative 3.00
Published: 14/09/2023
Version: 1.0.0

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HIA SUBMISSION

OCTOBER 2015

PROJECT A: Pedestrian Bridge

Erf RE/14888 Road Servitude

Erf RE/4651 Grand Parade

PROJECT B: Vehicular Bridge

Erf RE/14888 Road Servitude

Erf 148638 Cape Town Station

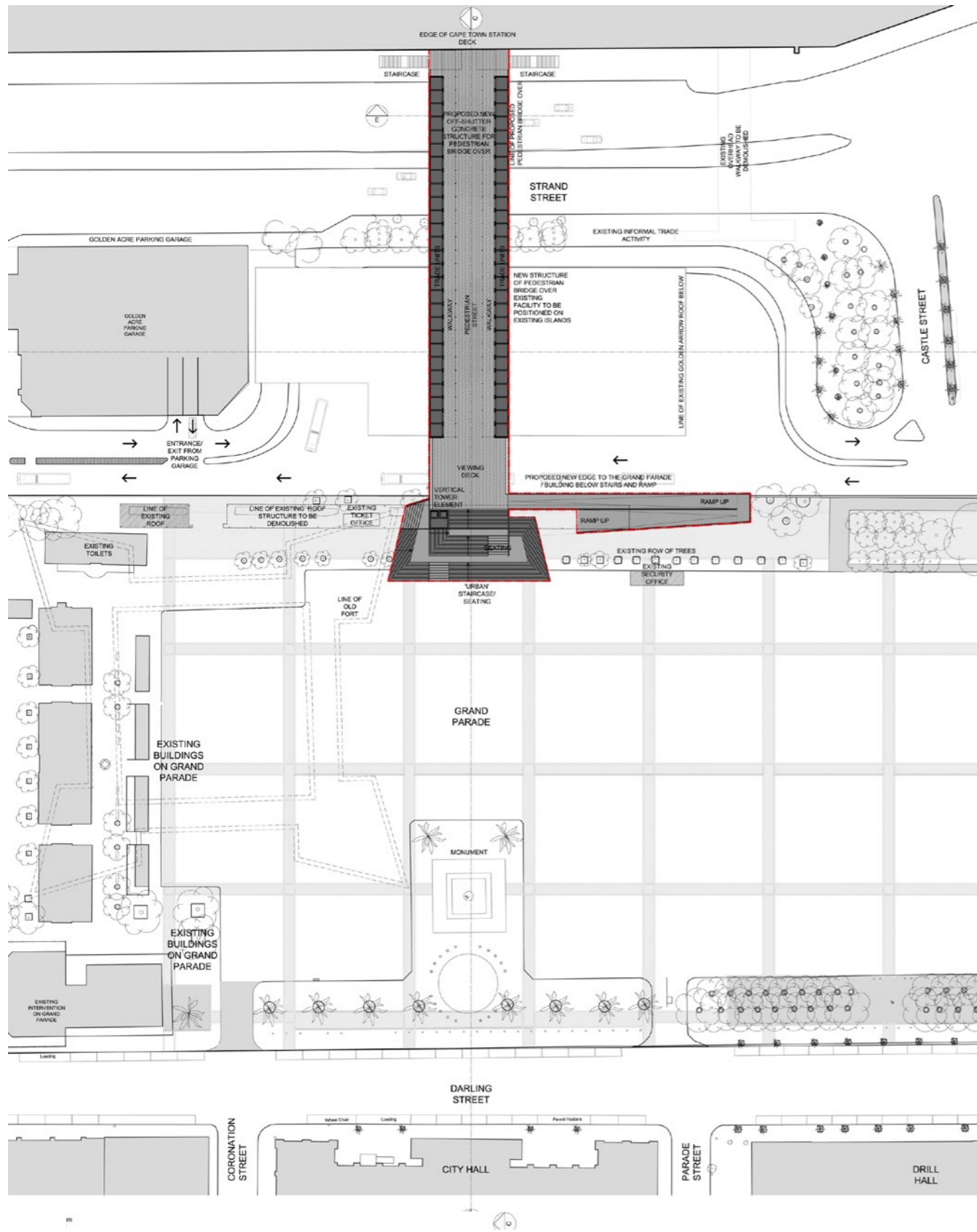


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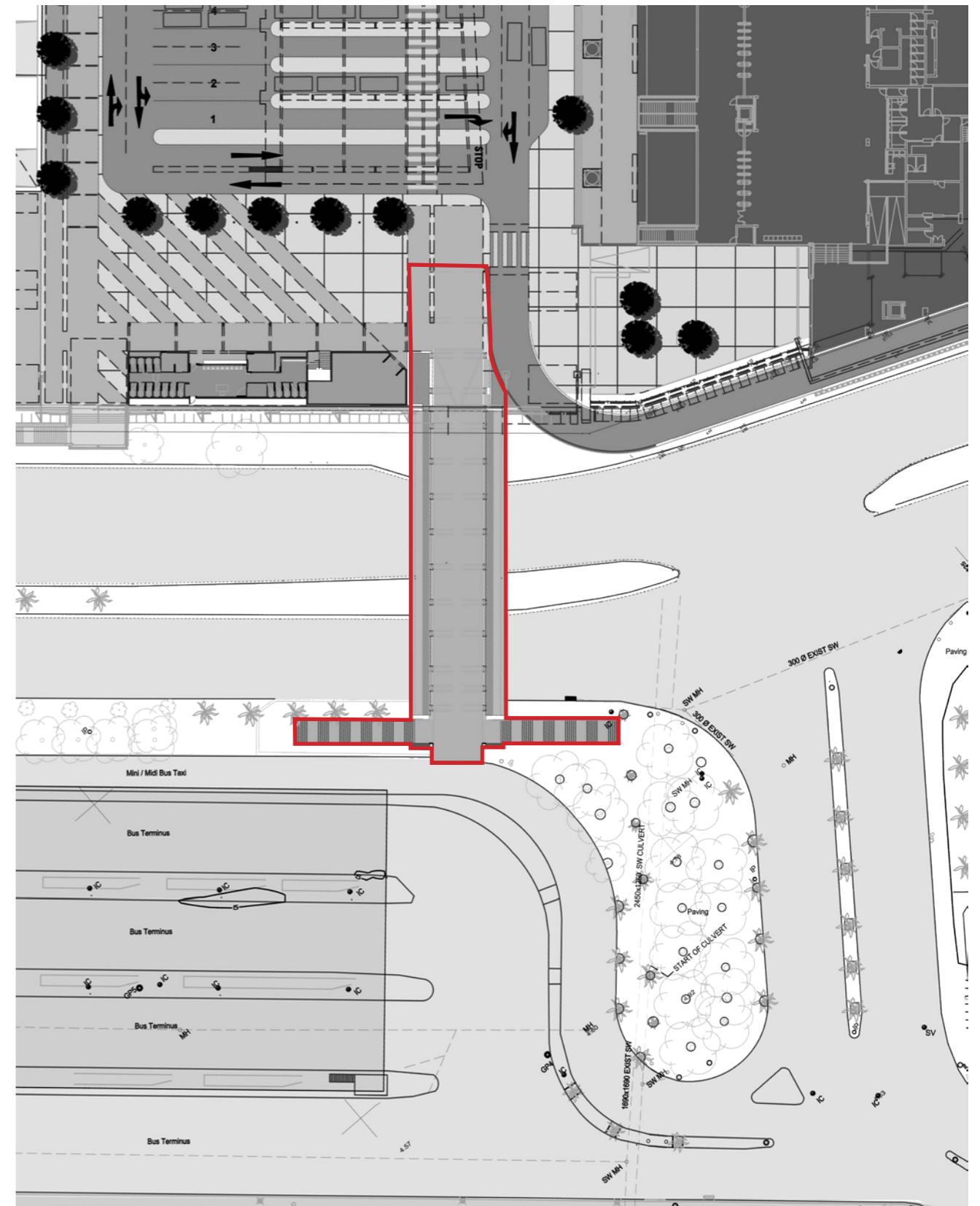
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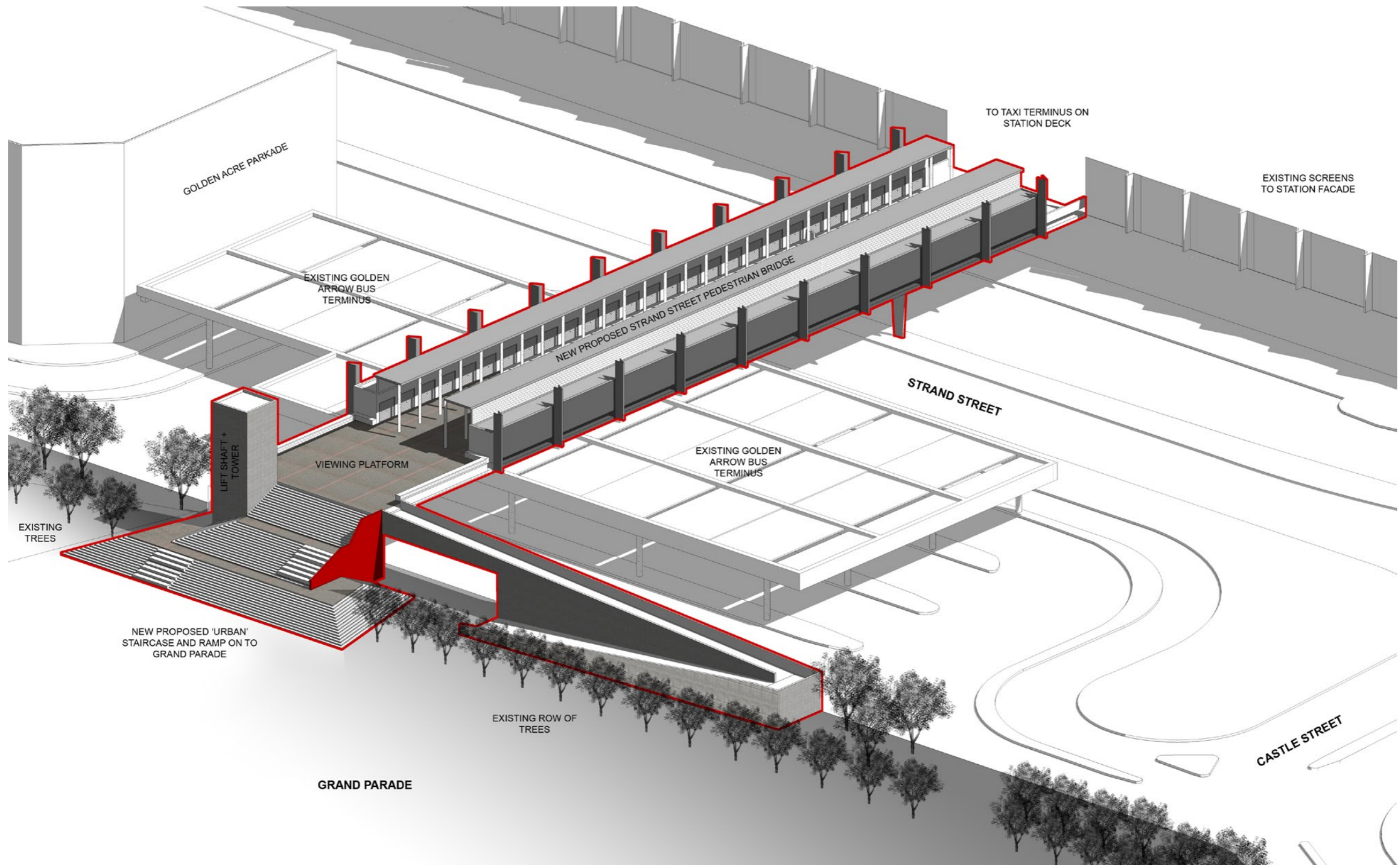
HERITAGE PROPOSAL



PEDESTRIAN BRIDGE: INITIAL POSITION



PEDESTRIAN BRIDGE : **UPDATED POSITION**



INITIAL PROPOSAL
A. PEDESTRIAN BRIDGE 3D VIEW

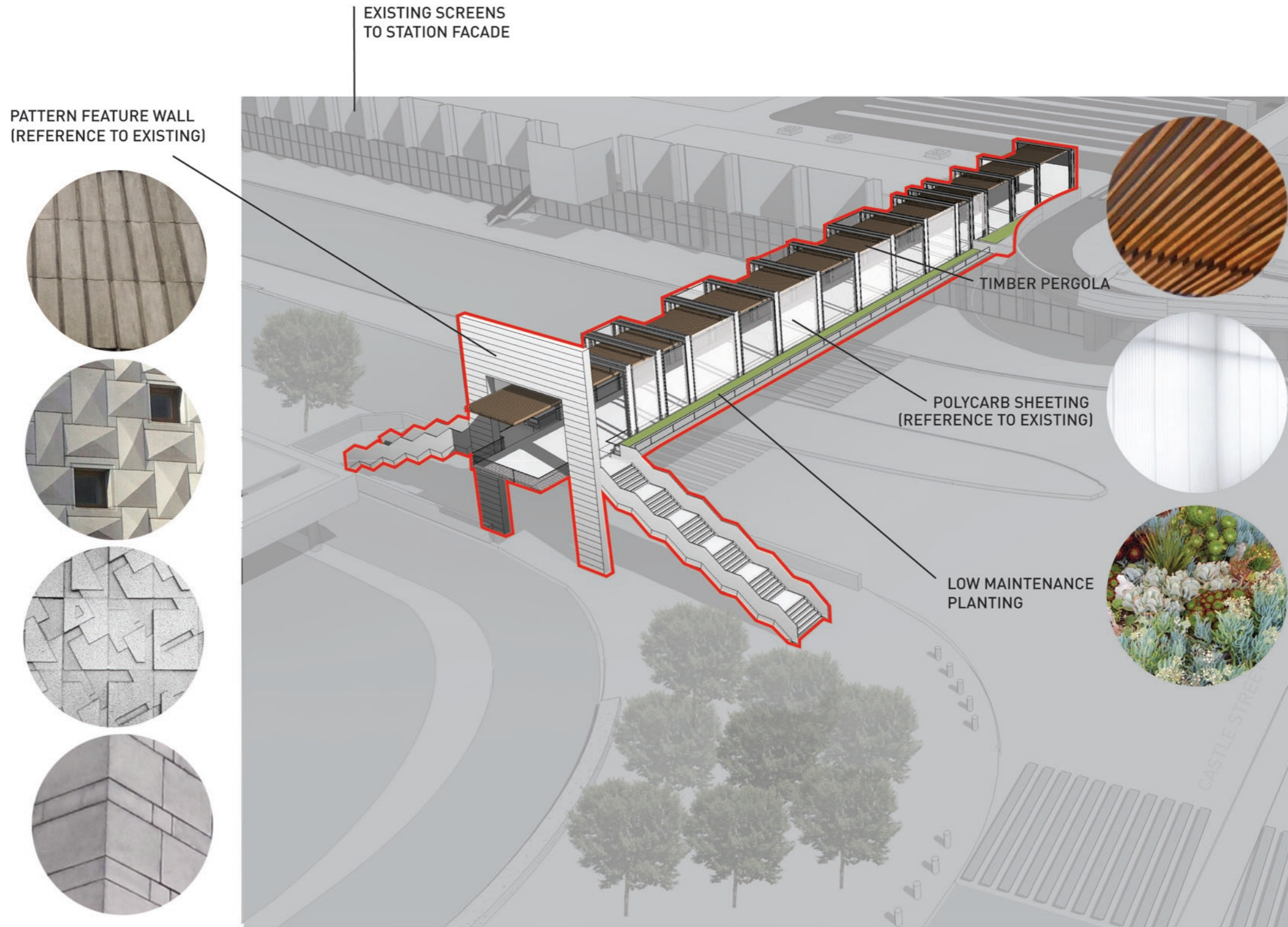


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UPDATED PROPOSAL

A. PEDESTRIAN BRIDGE 3D VIEW & MATERIALS



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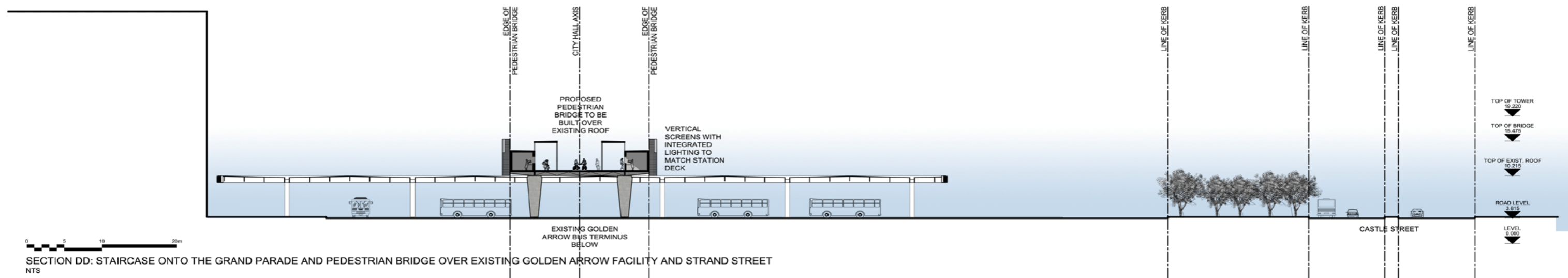
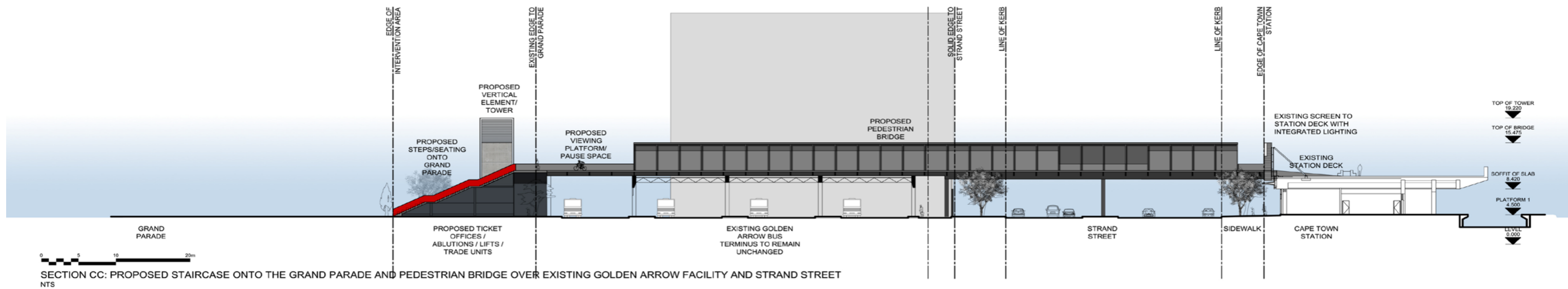
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INITIAL PROPOSAL

A. PEDESTRIAN BRIDGE SECTION & ELEVATION

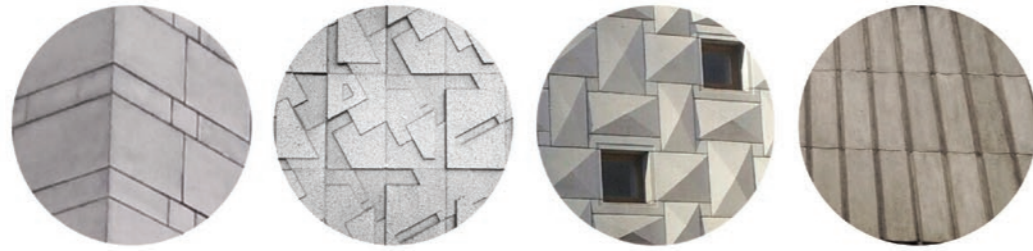


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PATTERN FEATURE WALL
(REFERENCE TO EXISTING)



TIMBER PERGOLA



POLYCARB SHEETING
(REFERENCE TO EXISTING)



LOW MAINTENANCE
PLANTING

UPDATED PROPOSAL A. PEDESTRIAN BRIDGE STREET ELEVATION



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UPDATED PROPOSAL

A. PEDESTRIAN BRIDGE SECTION



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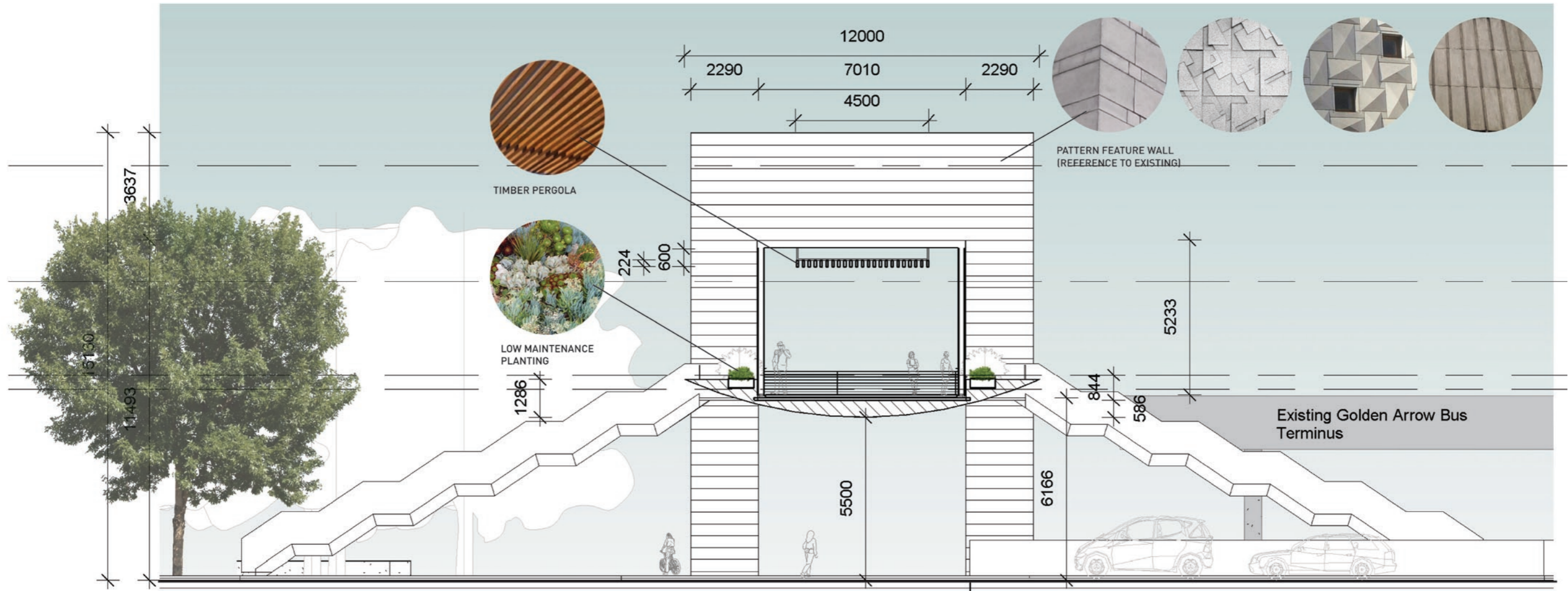


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UPDATED PROPOSAL A. PEDESTRIAN BRIDGE SECTION



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UPDATED PROPOSAL A. PEDESTRIAN BRIDGE LANDING



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OCTOBER 2015

PROJECT B: PROPOSED VEHICULAR RAMP

Erf RE/14888 Road Servitude
Erf 148638 Cape Town Station



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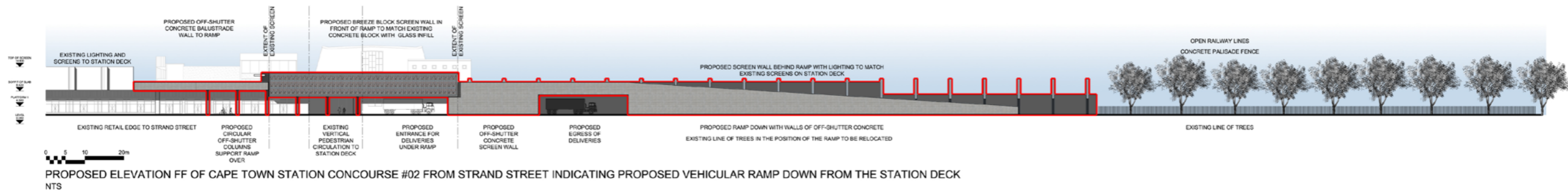


Methodology for the Removal of the Concrete Breeze Blocks

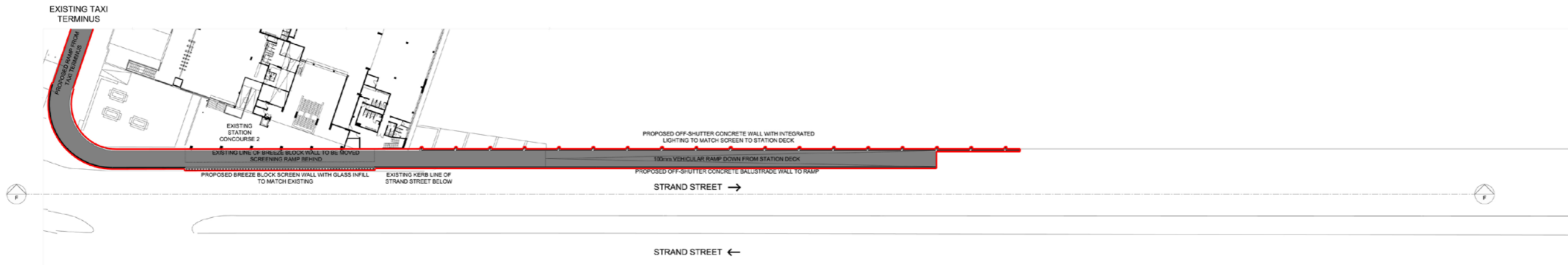
The existing breeze block wall associated with the Station Concourse building will be relocated to screen the new vehicular ramp behind. The breeze blocks will be carefully removed by hand and retained for re-use in the new position as far as possible. Blocks will be numbered, cross referenced with an associated drawing and protected after removal for reassembly. Damaged blocks will be replaced with suitable precast concrete blocks of the same size. The new position will be an off-set of the existing position to accommodate the ramp behind. The breeze blocks will be supported by an off-shutter concrete up-stand beam as part of the ramp structure together with columns on either side and reinforced concrete beam over. Breeze blocks will be cleaned of excess mortar and reassembled with recessed mortar joints



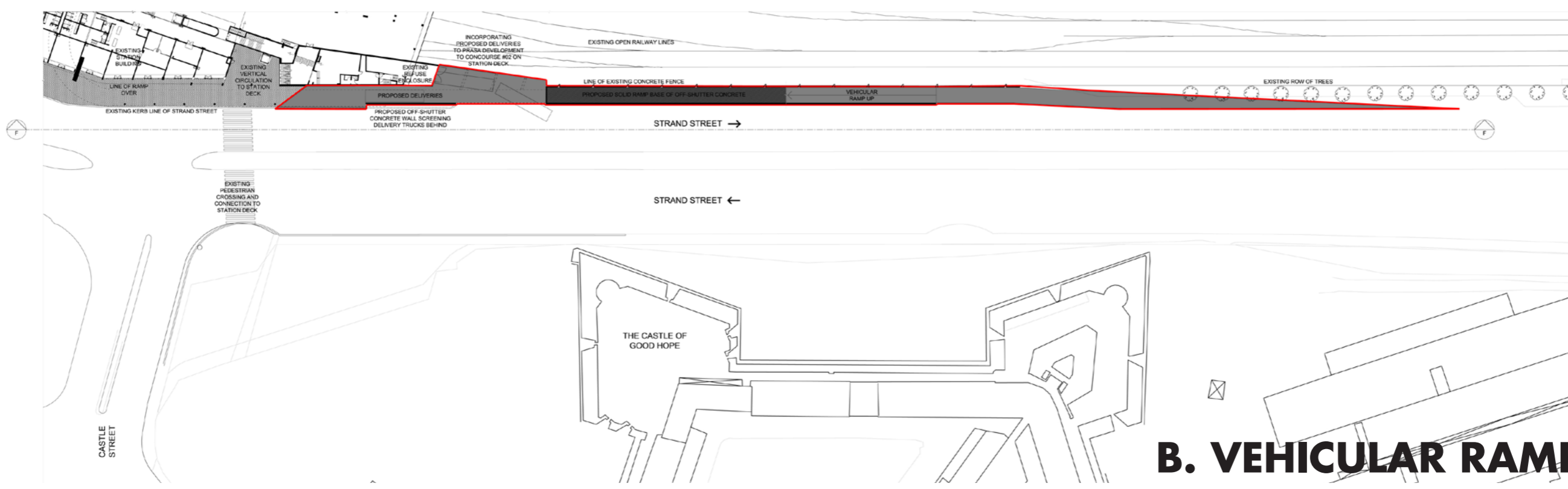
B. VEHICULAR RAMP SCREEN WALL TO BE RELOCATED



PROPOSED ELEVATION FF OF CAPE TOWN STATION CONCOURSE #02 FROM STRAND STREET INDICATING PROPOSED VEHICULAR RAMP DOWN FROM THE STATION DECK
NTS



FIRST FLOOR PLAN: STATION DECK LEVEL INDICATING THE EXTENT OF THE NEW PROPOSED VEHICULAR RAMP
NTS



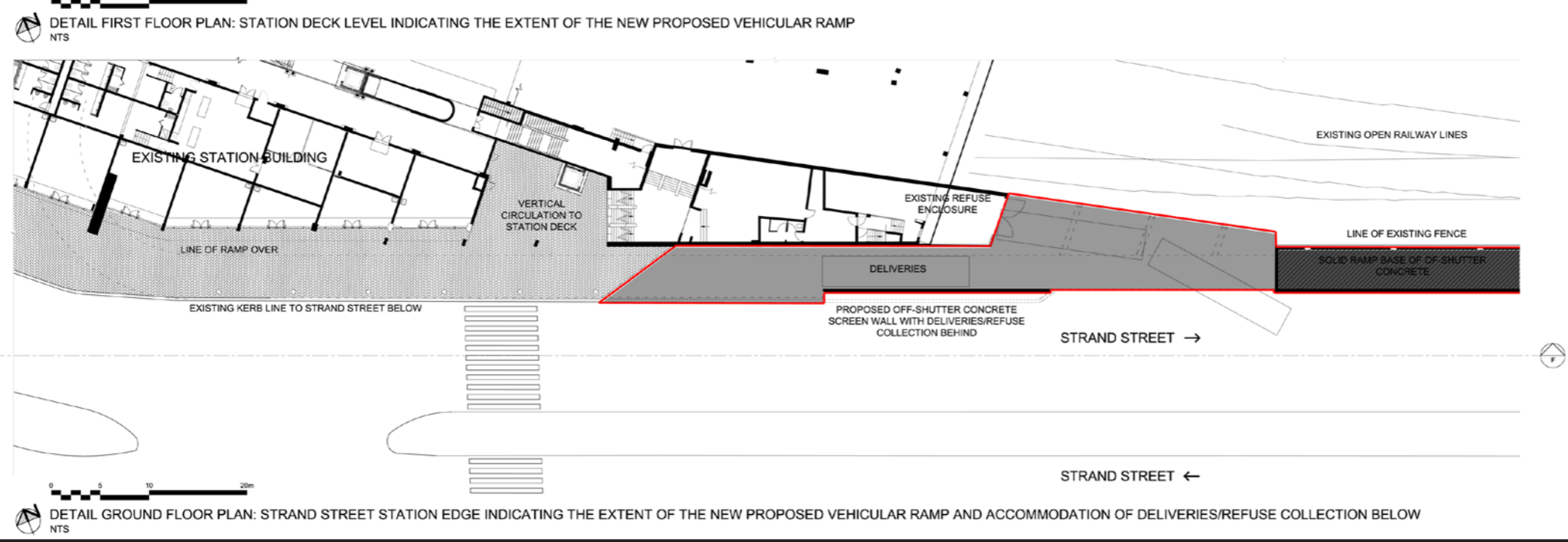
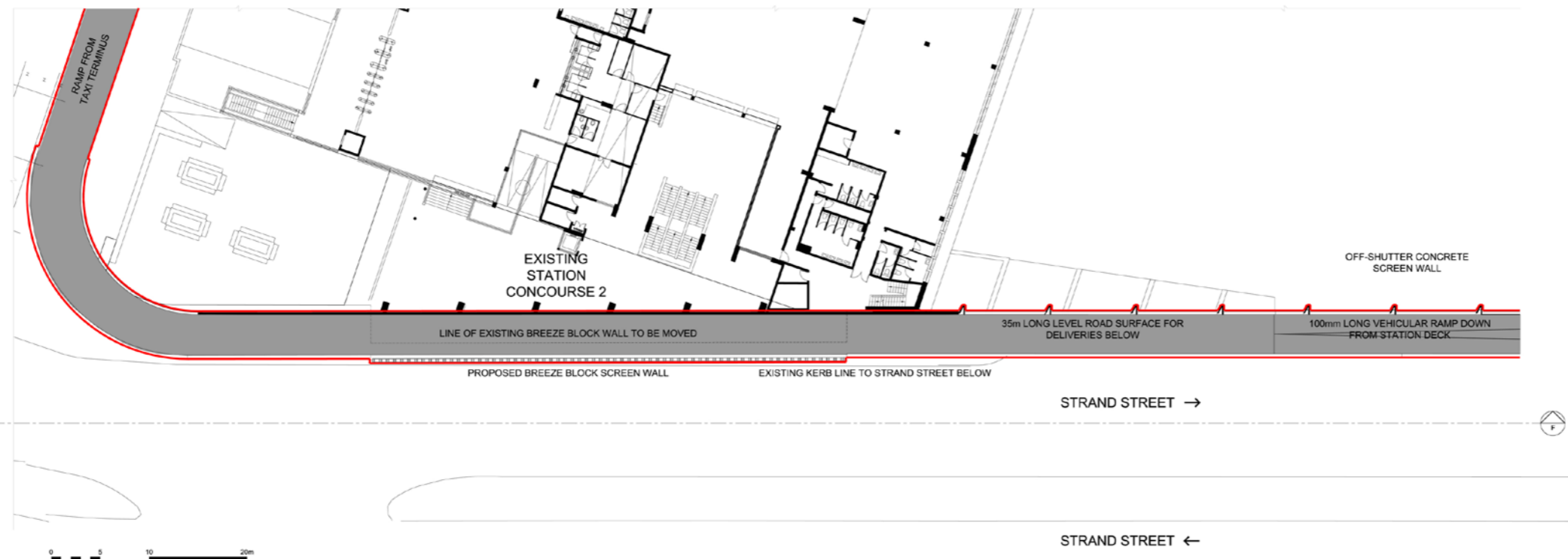
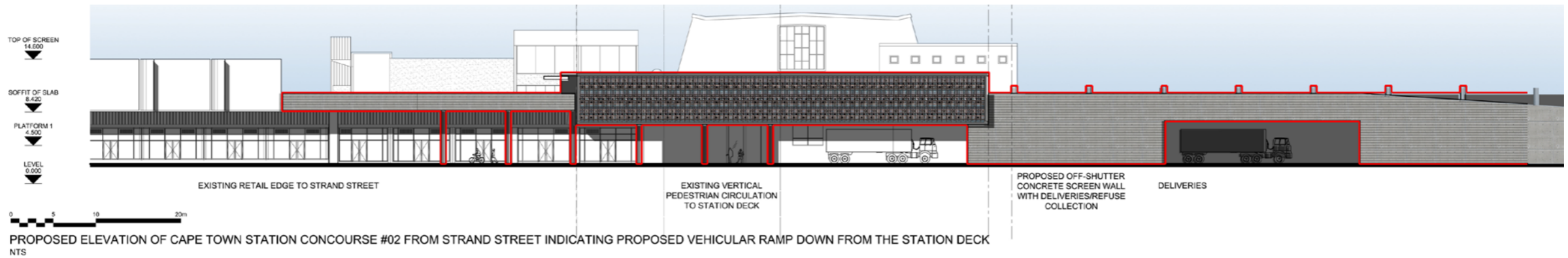
B. VEHICULAR RAMP PLANS



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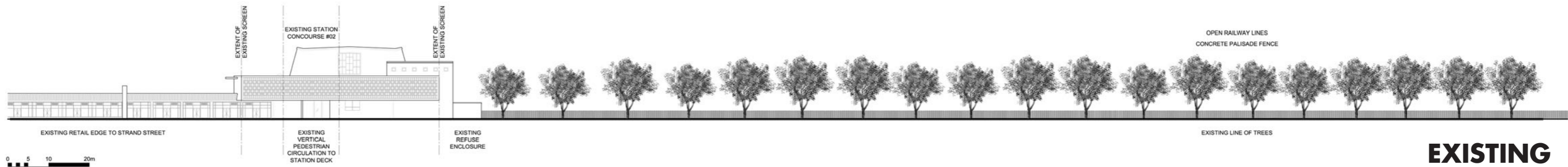


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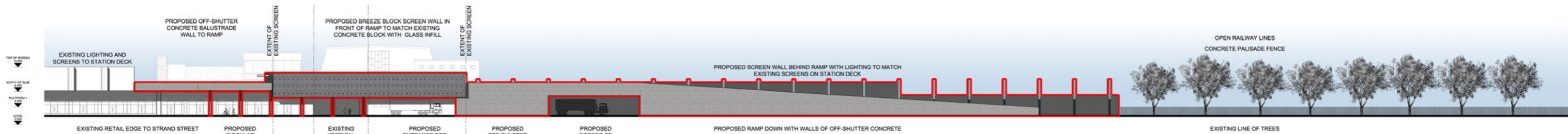


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EXISTING ELEVATION OF CAPE TOWN STATION CONCOURSE #02 FROM STRAND STREET
NTS

EXISTING



PROPOSED ELEVATION FF OF CAPE TOWN STATION CONCOURSE #02 FROM STRAND STREET INDICATING PROPOSED VEHICULAR RAMP DOWN FROM THE STATION DECK
NTS

PROPOSED

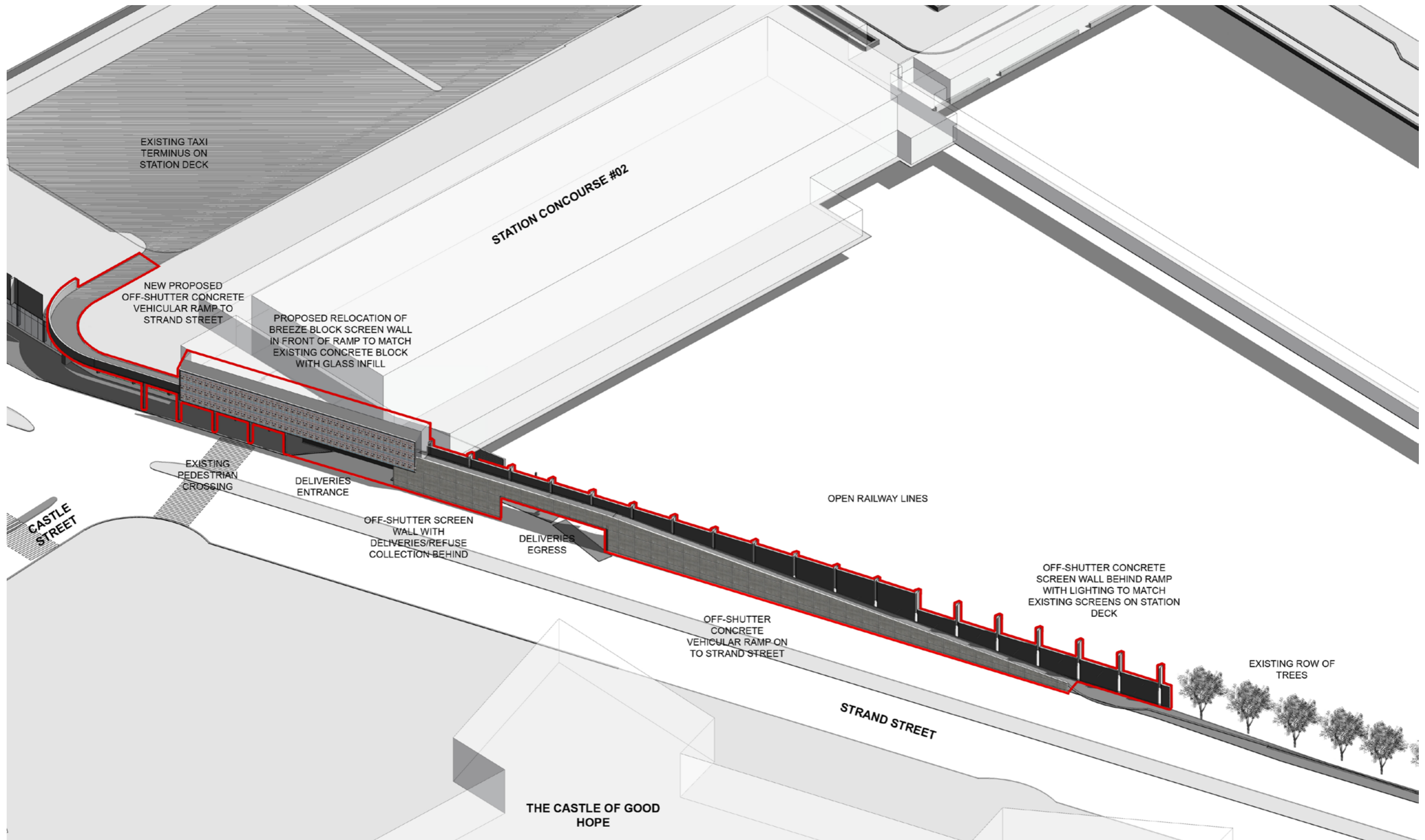
B. VEHICULAR RAMP ELEVATIONS



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B. VEHICULAR RAMP 3D VIEW & MATERIALS

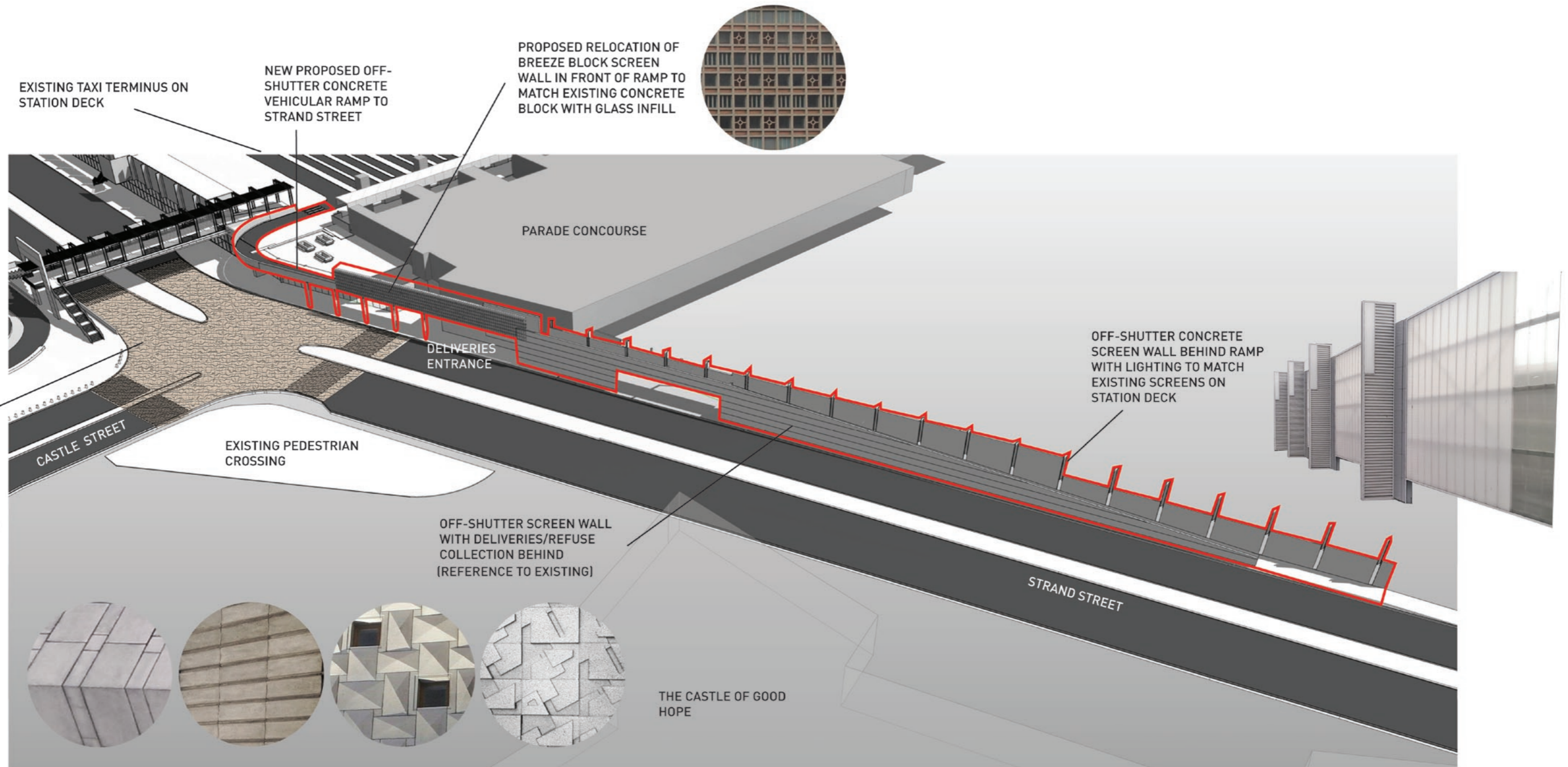


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B. VEHICULAR RAMP 3D VIEW & MATERIALS

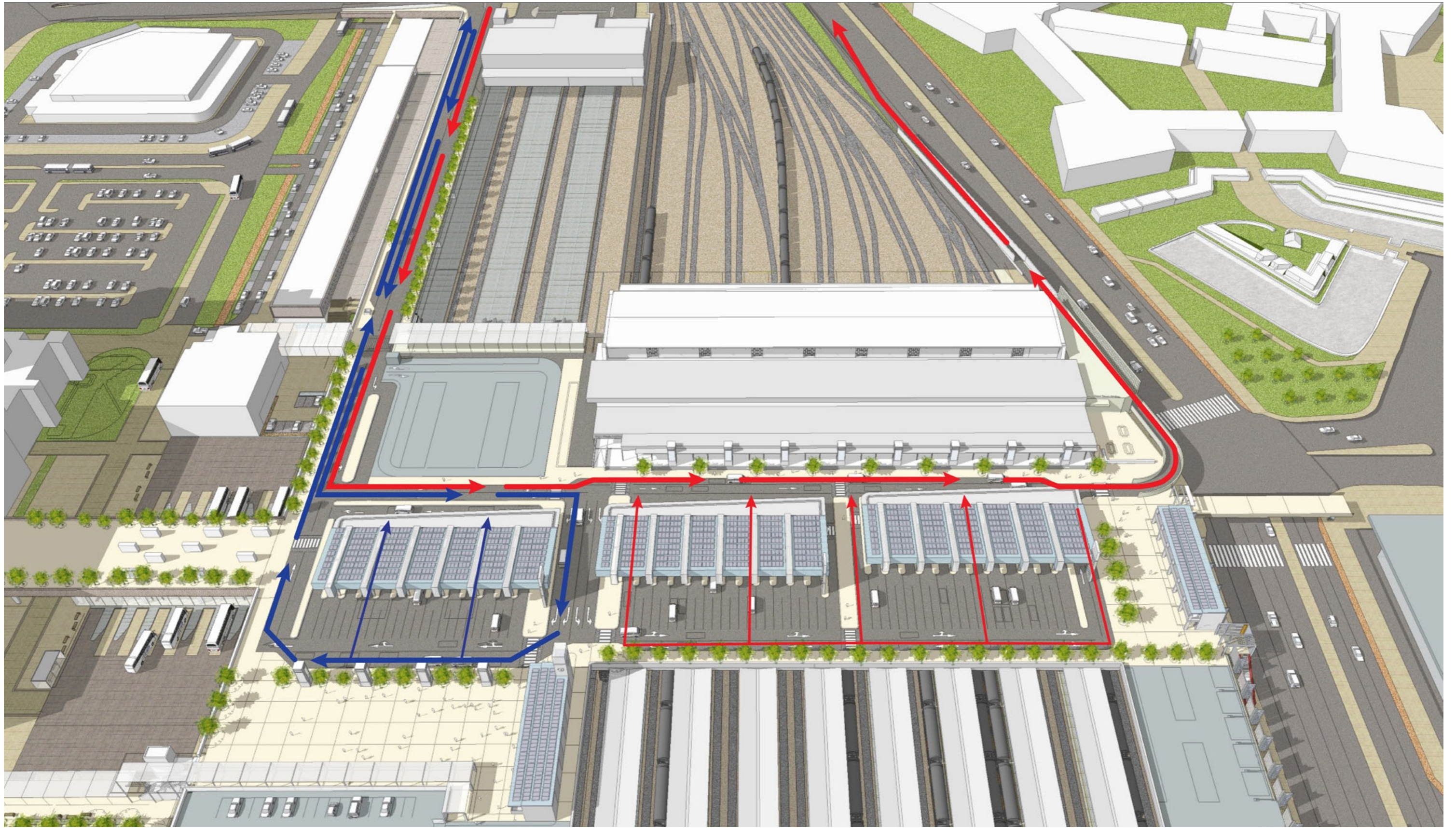


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VEHICULAR MOVEMENT (MORNING)



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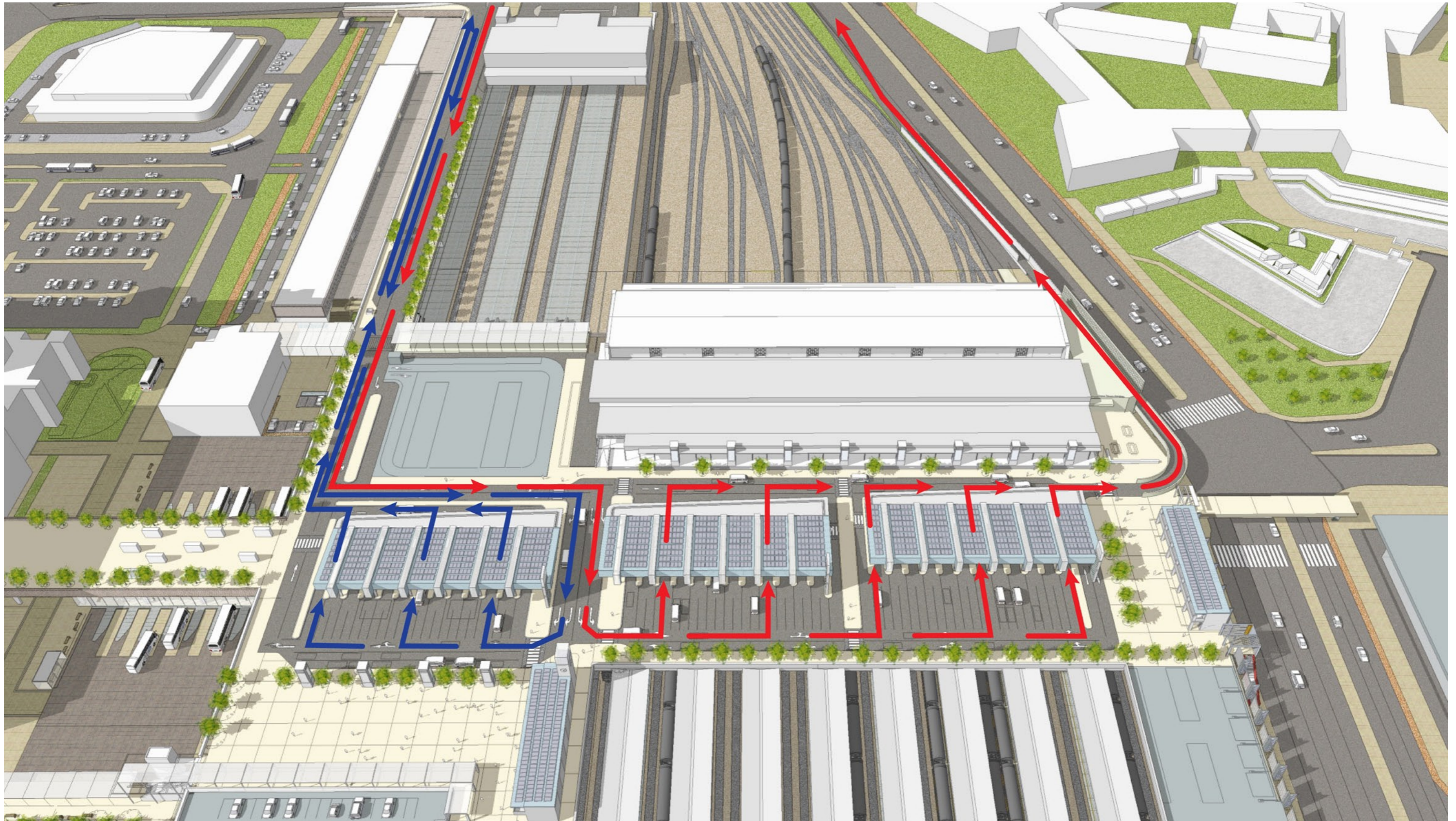
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VEHICULAR MOVEMENT (AFTERNOON)



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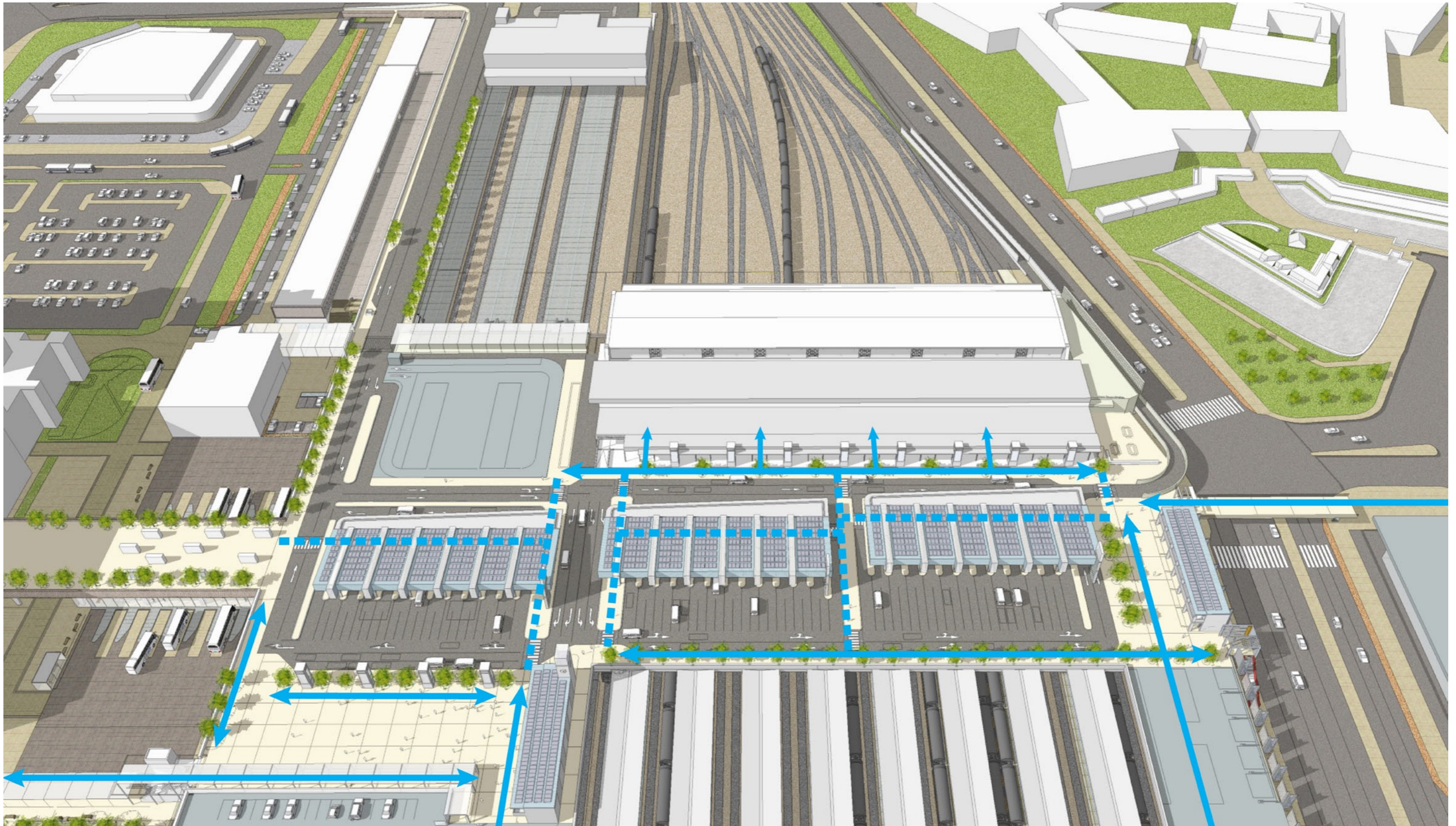
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PEDESTRIAN MOVEMENT



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**VIEW FROM GRAND PARADE
EXISTING**



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**VIEW FROM GRAND PARADE
PROPOSED PEDESTRIAN BRIDGE**



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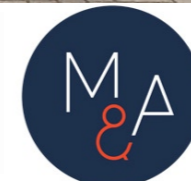
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**VIEW FROM STRAND STREET TOWARDS CASTLE
EXISTING**



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**VIEW FROM STRAND STREET TOWARDS CASTLE
PROPOSED PEDESTRIAN BRIDGE**



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VIEW FROM STRAND STREET TOWARDS CAPE TOWN STATION EXISTING



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**VIEW FROM STRAND STREET TOWARDS CAPE TOWN STATION
PROPOSED VEHICULAR RAMP**



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VIEW FROM STRAND STREET WITH CAPE TOWN STATION EXISTING



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**VIEW FROM STRAND STREET TOWARDS CAPE TOWN STATION
PROPOSED VEHICULAR RAMP**



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