

DOCK ROAD, VICTORIA AND ALFRED WATERFRONT (GATEWAY PRECINCT) PHASE ONE DEVELOPMENT PROPOSAL



Heritage Impact Assessment
in terms of Section 38 (4) of the NHR Act
Prepared for the
Victoria and Alfred Waterfront Company

by



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1. INTRODUCTION

1.1 Background to study

This Heritage Impact Assessment (HIA) is a revision of a previously submitted HIA which was approved by Heritage Western Cape in April 2008.

It should be noted that the initial Precinct Plan was approved by the City of Cape Town in 1992 prior to the promulgation of the National Heritage Resources Act (NHR Act, No. 25 of 1999). A number of amendments and addendums were made to the Plan during the 1990's, all of which preceded the provisions of the NHR Act.

The revision of the earlier 2008 submission has been necessitated by changing market conditions and the perceived need by the Waterfront Company to provide a greater mix of residential activity within the area.

More specifically, the changed context of the precinct since 2008 includes the following:

- The inner city Integrated Rapid Transport (IRT) system with a major link into the V&AW along Dock Road to the Clock Tower Precinct.
- The pedestrian bridge across Buitengracht.
- The Green Point Stadium and associated fan mile.
- The developments associated with the Cape Quarter on Somerset Road and within the Prestwich Street precinct.
- The construction of the Portside Tower on Buitengracht, immediately to the south of the Gateway Precinct.

This HIA assesses the potential heritage impacts of the first phase of development in the precinct.

1.2 Site Location

The site is located in a strategic position at the point of entry into the Waterfront from the South, (Figure 1 to 4). It is bound by Dock Road to the east, Fort Road to the west, the V&AW ring road to the north and Alfred Street to the south. Erf 9588, between Alfred Street and the Buitengracht forms part of the precinct.

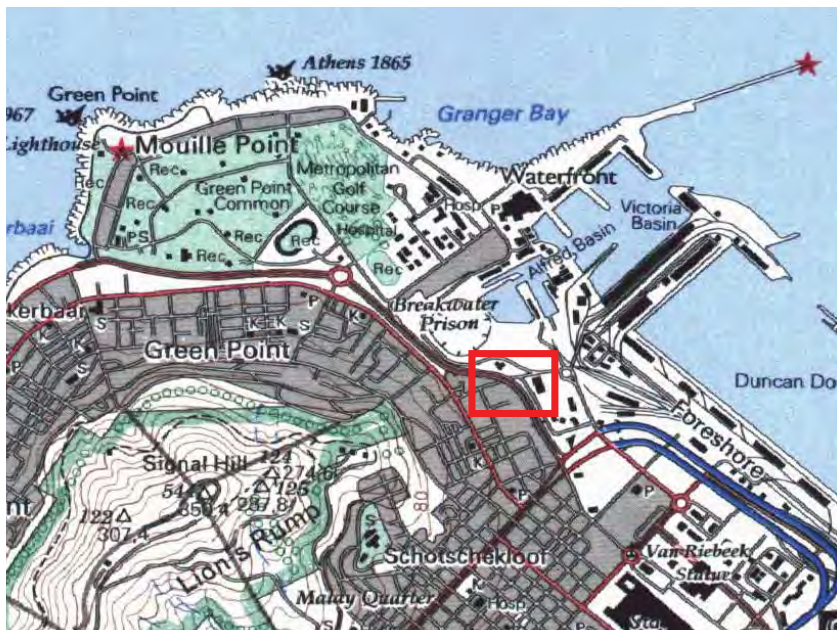


Figure 1: 1:50 000 topographical map of Cape Town showing the location of the Gateway Precinct. For detail see Figure 2).

1.3 Site Description

The precinct comprises erven 173716, 187, 188, 191 and 9588, (Figures 3 and 4). There are two structures of heritage significance in the precinct: The Amsterdam Battery and the Mission to Seamen Institute.

The Amsterdam Battery was originally constructed in c.1781 and substantially remodelled in 1882 and was at the time one of the larger landmarks in the chain of coastal defence works constructed in the late half of the 19th century between Roggebaai and Mouille Point. The seaward portion containing the casements and gun positions was demolished in c.1905 to make way for harbour extensions and the extension of the railway network into the dock area. Only the rear ramparts of blue stone walling remain. The history of the Battery is more fully described in Appendix C.

The Mission Institute was constructed in 1905 by the firm Baker and Massey and has considerable historical, social and architectural significance.

There are no other structures of heritage significance in the precinct.

It should be noted, however, that the area immediately to the west of the Amsterdam Battery has been identified as an area of archaeological sensitivity, largely due to the presence of a number of marked and unmarked burial sites in the vicinity.

1.4 Legal framework

The site is larger than 5000m² and thus the provisions of Section 38 of the NHR Act apply. The National Environmental Management Act (NEMA) does not apply.

A Phase One HIA was submitted to HWC in March 2008 and a Record of Decision (ROD) was issued on 21 April 2008 which read as follows:

“The strongest point was the relationship between the sea and the surrounding military installations and its link to the City. The latter was absent in the report. More heritage indicators were needed to make it truly a Gateway precinct and to retain the link between the sea, the City and the memory of the Amsterdam Battery.”

In response to these comments additional indicators were formulated and included in the phase Two HIA which was approved by HWC in a ROD dated 14 July 2008, (Appendix A). The original development proposal for the first stage of development has been revised due to the changing spatial context and changing market conditions, thus necessitating the need for a revised HIA.



Figure 2: Detail of the Gateway Precinct showing the approximate arc of the Amsterdam Battery. The area to the north east of the archaeological remains of the Battery has been excavated to the level of the reclaimed land.

1.5 The planning framework

The zoning of the V&A Waterfront is that of Development Zone. This unique zone has evolved from the Legal Succession to SATS Act (1989) which enabled the City of Cape Town, Transnet and the V&A Waterfront (Pty) Ltd to reach agreement on a basket of rights and the planning approval process for the Waterfront property in 1993. Integral to this zoning is the Development Framework and the Package of Plans approval process. This process promotes increasing levels of specificity as development proposals evolve from policy and objectives for the site as a whole (Development Framework) to spatially defined development guidelines for a functional area (Precinct Plan) and then to site specific development proposals (Site Development Plan, SDP).

There is an approved Precinct Plan (1992) for the Gateway Precinct with use rights for offices, residential retail and “special” uses such as a garage and television studios. The Precinct Plan also specifies build-to lines in response to pedestrian routes, site informants and particularly the previous form of the Amsterdam Battery. These development directives are carried through to the SDP and finally to building envelopes.

With regard to the current proposal, the bulk proposed is 37000m² (V&AW bulk definition which is similar to GLA) on vacant sites G and H which constitute Phase One of the development (refer to the bulk register diagram in Section 5). The additional bulk of approx, 7000m² to be allocated to the Gateway Precinct is within the V&AW’s remaining bulk development rights and is consistent with the Development Framework in that bulk may be moved between precincts to respond to changing conditions, context and site informants.



Figure 3: Gateway Precinct

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Figure 4: Erven 1388, 1389, 1391, 9685 & 1416

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1.5.1 BACKGROUND TO PRECINCT PLAN AMENDMENTS: 1992 TO 1994

Planning for Gateway Precinct commenced at a stage when the notion of a canal linkage with the city moved from broad conceptual planning to more detailed planning. Detailed design of the canal would only follow some years later. In 1991/1992, there was also a proposal for a hotel at the entrance to the Waterfront and hence, in terms of the Package of Plans, a Precinct Plan was required prior to a Site Development Plan which would ultimately enable the submission of building plans.

The 1992 Gateway Precinct Plan therefore comprised some detail for the hotel site, but little detail for the balance of the precinct, save for the existing buildings and Missions to Seamen building. Later, a proposal for the Caltex Filling Station was mooted and hence the 1993 Amendment to permit specific development between Dock Road and the port. In 1994, there was a further revision to enable development of a large shed-like building for Auto Atlantic, now the site for Audi Motor Cars.

The amendments and revisions to the Gateway Precinct Plan demonstrate that the Package of Plans allows for flexibility where a large site such as the V&A Waterfront is to be developed over a long period of time. In assessing and endorsing precinct plan amendments over the years, the authorities have taken cognisance of the overall basket of rights and the need to allocate bulk and uses geographically as development proposals transform from the general to the specific.

Precinct Plan approvals for Gateway Precinct have been as follows:

1. 1992- 03 -09 bulk of “approximately 38 000m²” for office and residential development
2. 1993 -03- 03 bulk of 46 000m² plus (with conditions) bulk of 3 000m² from erf 9588 and 10 000m² from KIC (now Waterfront studios) site
3. 1994- 04- 21 no additional bulk allocated; additional land area for Auto Atlantic

1.5.2 AVAILABLE DEVELOPMENT BULK

Currently, 29 483m² has been developed, leaving 29 517m² available for development in the precinct, in terms of the approved Precinct Plan.

However, in May 2012 a Bulk Register was submitted to the City to indicate how the V&AW’s total remaining rights (which now stands at approximately 200 000m²) would be allocated. The bulk allocation, subject to further planning approval, for Gateway Precinct, therefore is now in the order of 61 000m², leaving approximately 32 000m² of bulk to be utilised in the precinct.

The current 2012 Gateway proposal will require a maximum of 37 000m² of bulk to be allocated to remaining vacant land parcels. The take up of this bulk will still leave substantial bulk rights to be allocated to remaining vacant land in the V&A Waterfront.

1.5.3 APPROVED PRECINCT PLAN

A significant feature of the 1992 Precinct Plan, and subsequent amendments, was the canal and the scale and shape of this proposed water body. Another major feature was a route for Light Rail Transit in the median of Dock Road. In the 2012 Precinct Plan the canal is still evident, as built, but the footprint and alignment (it now extends to Roggebaai Precinct and not across erf 9588) have changed. Similarly, the LRT route has been replaced by the City’s public transport system, the Integrated Rapid Transit (IRT) system.

Therefore, while the detailed layout of the 2012 precinct has changed, the plan addresses the key planning considerations identified in 1992, namely:

- to acknowledge the historical form of the Amsterdam Battery,
- to provide pedestrian routes that integrate the Waterfront and the City,
- to provide a sense of arrival at the Waterfront by providing visual and physical connections with the water,
- to provide a continuous pedestrian route along the canal between the City and the Waterfront, and
- to provide a resident population within the precinct,

The mechanisms (planning constructs) to achieve these objectives are identified below ; changes to these mechanisms are also identified.

1.5.3.1 Land Use and Bulk

The bulk allocated to this precinct in the precinct plan and subsequent amendments is 59 000m². In 2007 this bulk was revised to 68 301m² and changed to 61 266m² at the beginning of 2012.

The additional bulk to be allocated to the precinct will be in the order of 7 000m² and will be drawn from the V&AW's remaining bulk rights of approximately 200 000m².

Land uses for the precinct are offices and residential, with the final split being determined at SDP level and taking traffic and vehicular access factors into account. It must be noted that the location of the predominant pool of parking in 1992 and 2012 plan is the same, i.e. the middle tier of the precinct.

1.5.3.2 Pedestrian Routes and Spaces

A condition of approval of the 1992 Precinct Plan was that Unrestricted Public pedestrian routes must be in accordance with Diagram 3.5, as attached. Evident from the 2012 Urban Design Framework is that these routes and spaces have been maintained. The large water body on erf 9588 has been removed, but the canal link on Waterfront property with the Roggebaai precinct has been constructed.

The proposal now allows for a gateway/ arrival space on the existing canal edge with the result that the first building footprint on the western side of Dock Road is reduced.

The 2012 plan does not result in any change to the conditions of approval with regard to pedestrian routes and designating major routes as unrestricted public access.

1.5.3.3 Urban Design Controls

Building set –back lines were established in 1992 to enhance public pedestrian routes, create public spaces and retain important views, particularly the central view shaft. These set-back lines are retained and improved in the 2012 plan.

With regard to building heights, in 1992 the central portion of the precinct was identified to accommodate buildings of 6-8 storeys. This means the current Precinct Plan allows for buildings up to ± 38m. The proposal now is to accommodate a height of 50m, but for only 50% of a development package. With this articulation in heights, it will be possible to achieve views towards the Silo and the main harbour, that may not have been achievable in the 1992 scheme. The planning controls proposed will also result in a varied skyline allowing for more varied views of and through the precinct.

On Dock Road, the approved SDP is for 20m over the whole site area. With the Gateway Entrance plaza, there will be less land available for development and hence it is proposed for buildings to be in the order of 40m, for a maximum of 50% of the site.

1.6 Methodology

The assessment is based on the following methodology:

- A number of site visits and a desktop study of the site and its immediate context.
- Site visits with the archaeologists (Tim Hart of ACO Associates) to determine the nature of significance of the remnant of the Amsterdam Battery, appropriate set back lines for any development in the Precinct of the Battery and procedures relating to the possible discovery of further burial sites.
- A limited public consultation process with the Cape Institute for Architecture's Heritage Committee, the South African Military History Society and the VOC.
- The compilation of a time line and historical overview of the evolution of the site, with particular reference to the role of coastal fortifications and the presence of burial grounds.
- The formulation of a series of heritage indicators to guide the design development process and to provide a framework for assessment.
- The approval and endorsement of the heritage indicators by HWC (ROD dated April 2008).
- A series of iterations with the urban design team to ensure compliance with the indicators.
- Participation in a design charette (December 2011) to provide further informants to the revised precinct plan. These included:
 - o Greater emphasis on the 'gateway' role of the precinct as the primary entrance into the V&AW.
 - o Integration of the Integrated Rapid Transport focus with a much stronger emphasis on public transport and pedestrian access.
 - o Greater permeability and integration with the Prestwich Precinct, the Green Point area and the City CBD.
 - o Reducing the barrier effect of the elevated freeway and Buitengracht.
 - o Creating a mixed use precinct with options for 'accessible housing'.
 - o Measures to enable the precinct to integrate with the V&AW as a whole and to allow it to be experienced as a stand alone precinct.
 - o Definition of a distinct character and identify with the appropriate celebration of the Amsterdam Battery.
 - o Emphasis on green buildings and sustainable technologies.
- The assessment of the preferred urban design framework in terms of the indicators.
- The formulations of a series of recommendations to HWC with mitigation measures, if applicable, to allow the development to proceed to the SDP level in terms of the package of plans approach.

2. HISTORICAL OVERVIEW

The Gateway Precinct falls within a stretch of an erstwhile coastal plain which extended from the Buitengracht to beyond the Mouille Point. For most of the 17th and 18th century, the Buitengracht formed the western boundary of the settlement at the Cape and the land beyond it was a wilderness, used by Khoekhoe and colonists alike to graze their stock.

2.1. Dutch Period

2.1.1. Burial grounds

Figure 3, a map of the settlement dating to the start of the 18th century (CA M1/969), shows a gallows on the eastern edge of a dune cordon, and as early as 1710, it was recorded that the unclaimed dead were buried in the dunes outside the town boundaries. The slave burial ground was also situated to the west of the Buitengracht close to the Chavonnes Battery. Evidence of this 18th century informal burial ground has been found at Prestwich Street, Coburn Street and possibly at the V&A Marina Residential development.

In 1755 the first official burial grounds were established in the area to the west of the Buitengracht; an area which must have had a decidedly morbid miasma, as the victims of the major small pox epidemic of 1713 lay beneath those sandy dunes. Two more major epidemics were to follow in 1755 and 1767

2.1.2. Fortifications

From the time that Cape Town was established as a refreshment station for the VOC ships en route between the East and Europe, 1652, the harbour has been protected by fortifications of some sort. The fortifications were a necessity, protecting the establishment not only from dangers from the hinterland, but also from aggression from rival trading companies owned by the English as well as the French.

From the mid 18th century onwards, the coastline of Table Bay was characterised by batteries and defence lines extending from the Mouille Point in the west to Fort Knokke in the east. The Chavonnes Battery was the first to be built in 1715, followed in 1787 by the Amsterdam Battery and the Mouille Battery and Kyk in de Pot Battery in 1795 along the western extent. The batteries and defence lines to the east of the Castle date to the mid 18th century and as they fall outside the study area are not detailed here.

There is a direct link between the increase in fortifications at the Cape of Good Hope and the renewal of hostilities between the English and the French at the end of the 18th century. The Cape held a strategic position at the tip of Africa as the mid point between the very lucrative trade between the East and Europe. The fear that the English would occupy the Cape in order to keep it out of the hands of the French was realised in 1795, when the English forces landed and Blouwberg (well out of the range of especially the Amsterdam Battery).



Figure 5: Map of Table Bay, early 18th century showing the dune cordon to the west of Buitengracht Street (CA M1/697)

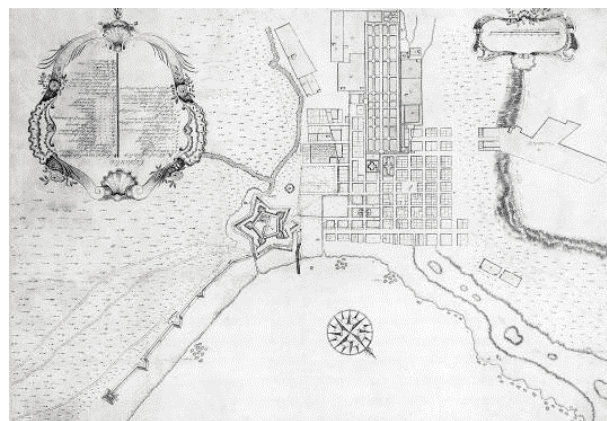
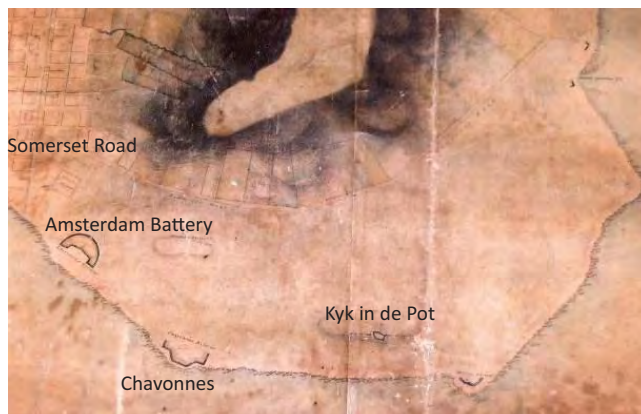


Figure 6: Map of Table Bay c1767. Note the defence lines to the east of the Castle, and the Chavonnes Battery in the lower left corner (Worden et al 1998: 41).

2.2. British Period: 1795- 1827

2.2.1 Burial grounds

During the first half of the 19th century, the area to the west of Buitengracht Street was still characterised by burial grounds, both formal and informal. The Dutch Reformed Church cemeteries were enlarged in 1801 and 1802. In 1813 the London Missionary Society was granted land behind the Amsterdam Battery for the burial of Christianised slaves and heathens. In 1818 the (old) Somerset Hospital was built in the vicinity of the burial grounds.



2.2.2 Fortifications

Having secured the Cape as a half way station for the English East India trade, the English set about upgrading the military defences of the Cape. In 1827 a peace accord was signed between the English and French and many of the defensive works along the Cape were dismantled

Figure 7: Map of Cape Town c1820 showing the position of the fortifications to the west of the Castle. Note the proximity of the DRC cemeteries to the Amsterdam Battery as well as dunes at Gallows Hill (R of Amsterdam) and at Kyk in de Pot battery (Cape Archives M5/16).

2.3 British Period: second half 19th century

2.3.1. Burial grounds

From 1827 to about 1840 a number of denominational burial grounds were granted in the area between Somerset Road and the adjacent shore. As well as the formal cemeteries, at least one paupers' burial ground in the vicinity of the Gallows Hill, known as the White Sands, was also to be found in this area. The extent of the paupers' burial ground is unknown.

By the mid 19th century, the closure of the Somerset Road burial grounds was being considered: not only were these cemeteries over full, but the expansion of the town of Cape Town beyond Buitengracht Street meant that these cemeteries were a health hazard. The value of the land in terms of future harbour development was also a consideration. In 1894 the Somerset Road cemeteries were closed and over the course of several years, the bodies from the formal cemeteries were removed to Maitland Cemetery.

The White Sands/Paupers' burial ground was exhumed by the Table Bay Harbour Board in the 1890s. The closure of the cemetery was advertised and the relatives of the recently dead could remove their dead. The remainder were reburied by the Table Bay Harbour Board .

2.3.2. Fortifications

In c1860, the American Civil War broke out, resulting in a return to duty for the Amsterdam Battery. When the Confederate ship, the Alabama docked in Table Bay in 1863, it was under the watch of the Amsterdam Battery.

With the advances of modern warfare and technology, it was soon realised that the 18th century fortifications around the shores of the Table Bay would not stand up to modern gun fire. The Amsterdam Battery was dismantled in 1898. Of the row of late 18th century fortifications stretching from the Mouille Battery in the west to Craig's Battery in the East, only Fort Wynyard was still functioning, albeit in a much altered form.

20th century:

The 20th century saw the modernisation of Cape Town as a harbour city. Amsterdam Battery was partially demolished in the 1968 to make way for a rail line linking the harbour and the city. After the Second World War, massive land reclamation schemes were implemented, enlarging the harbour.

By the 1970s, with the construction of the Ben Schoeman docks, the main thrust of the harbour had moved eastwards, leaving the old Victorian harbour behind. Since the early 1980s, plans were proposed to redevelop the old Victorian harbour as a tourist and commercial centre.

These plans were finally realised in the late 1980s when the Victoria and Alfred Waterfront Company was established and the old harbour in the vicinity of the Pierhead was redeveloped. The old harbour buildings were restored and new buildings imitated the style of the older warehouses in a deliberate attempt to recreate the Cape Town's Victorian heritage. At the same time, Fort Wynyard was restored and a coastal artillery Museum established at the site.

Period	Role	Associations/ People/Events Activities/Elements/Buildings	Nature of significance	Material evidence Physical/Documentary
Precolonial	Transient camping, grazing and hunting site	Common consisted of a flat coastal plain with some prominent dunes with a large seasonal vlei towards Mouille Point	Open plain on the outskirts of the town. Granite and Malmesbury shale geological substrata result in grazing rich in trace elements (Hart 2003).	Early maps make reference to a Hottentot village on the outskirts of Cape Town (Malan n.d.).
Dutch: 1652- 1806	Grazing land Defensive batteries situated along its coastal edge eg Chavonnes, Amsterdam and Kyk in de Pot Execution grounds Along town's edge – cemeteries, both formal and informal	Common used by the VOC to graze company cattle. The area was referred to as <i>de Waterplaats</i> or <i>Waterfront</i> . By end of 17 th century the area still has no permanent structures or settlement (Picard 1969b). Informal burial area for slaves, paupers and executed prisoners referred to as early as 1710 (Cox 1999) 1715 Construction started of Chavonnes Battery Informal slave burial grounds between the Buitengracht and the Waterkasteel 1743 Mole (unsuccessfully) constructed at present day Mouille Point. Remains still visible at low tide 1755: Burial grounds granted to DRC c1770 construction of Heeren Hendricks Kinderen Battery 1780 War declared between England and the Netherlands. Heeren Hendricks Kinderen Battery to be upgraded. Renamed Fort Amsterdam/Amsterdam Battery c1790 Completion of French Lines 1795 Construction of the Kjk-in-de Pot Battery 1813 Burgher Senate auctions of land along the lower slopes of Signal Hill – start of residential fringe 1813 Land near Amsterdam Battery granted to the SA Missionary Society for use as cemetery for baptised 'slaves and heathens' (Apollonio 1998) 1818 Construction of 'old' Somerset Hospital adjacent to walled cemeteries. 1827 Peace declared between English and French. Many of Cape defence works dismantled in attempt to reduce maintenance costs.	Table Bay harbour situated to the north of the Castle: anchorage protected by at least 6 batteries	Human remains found at Marina Residential, Gallows Hill traffic station evidence of informal, paupers burial ground predating the mid 19 th century. c1786 description of 4 sailors found guilty of murder and whose remains were put on display on poles erected near the sand dunes near the Mole at Mouille Point [Murray 1964:22] Cape Town Gazette July 1819: 'In consequence of complaints lodged before the President and members of the Burgher Senate that dead bodies are buried outside the walls of the General Burial places to the great nuisance of the Public. ... and burial of such Dead Bodies are hereby seriously forbidden ... There is now a place, fixed between the Mouille and Chavonne Battery for the interment of slaves and those (other than Moslems) that are no of the Christian persuasion' (Murray (1964), puts the location of this cemetery along present Portswood road, on the site that the Breakwater prison was built in 1859)
British: 1806 – 1850	Place of defence/ Detention Execution grounds Formal burial ground		Urban expansion into area to the west of Buitengracht C1858 prisoners of the Eastern Cape Frontier War held at Amsterdam Battery. A number escaped, of which only 14 were recaptured.	

Table 1. Historical Overview Timeline

		<p>Amsterdam Battery converted to prison</p> <p>1835 execution place moved from Strand Street to Gallows Hill – chalk rise situated just over 90 metres to the east of the powder magazine. Hill was just over 18metres high and the top was paved with bluestone [slate] flagstones. At either end of the paving were end sockets for erecting the crossbeam from which the executed bodies were suspended. The executed were buried below the eastern slopes of Gallows Hill [Murray 1964:22]</p>		
1851 – 1900	<p>Harbour development and modernisation of infrastructure</p> <p>Place of defence</p> <p>Medical</p>	<p>The Chavonnes Battery was already demolished in the 1850s with the construction of the Alfred Docks.</p> <p>1859 Construction starts on the 'new' Somerset Hospital situated between Breakwater Prison and Fort Wynyard</p> <p>1860 Start of large scale harbour works. Convict labour used in construction works. The construction of the railway network also dates to this period.</p> <p>1862 Kyk in de Pot Battery upgraded and renamed Fort Wynyard</p> <p>1863 Confederate ship, Alabama, anchored in Table Bay Esp Amsterdam Battery kept watchful eye.</p> <p>1864 - 1886 Closure of cemeteries along Somerset Road</p> <p>1893 Green Point Common used as showground for military review</p> <p>Amsterdam remodelled, fitted with heavier guns. Realisation that 18th century structure not sufficient to withstand modern artillery fire. Abandoned c1898.</p> <p>1899: Anglo Boer War The Anglo Boer War broke out in 1899 and lasted until 1902. Although most of the action took place in the erstwhile Boer Republics, Cape Town was an important transit point: British soldiers were landed and deployed from Cape Town and Boer prisoners of war were shipped to St Helena, Ceylon and Bermuda from Cape Town.</p>	<p>The Table Bay Harbour Board bought additional land in a strip situated between the Amsterdam Battery and the (new) Somerset Hospital effectively destroying large parts of the Gallows Hill, as well as the 'White Sands' paupers burial ground.</p> <p>Gallows Hill systematically demolished: 1891 the hill was bisected by the Sea Point Railway track. 1897 the northern slope was destroyed by the construction of the Alfred Docks. The eastern side was levelled in 1900.</p>	
1900 – end of WWII	<p>Defence</p> <p>Role in British Empire Industrialisation</p>	<p>1905 Fort Amsterdam partially demolished</p> <p>Green Point Common granted to the Cape Town City Council – conditions regarding encroachment on Fort Wynyard. 'Buffer zone' already around Fort Wynyard. Powder Battery/Laboratory between Amsterdam and Chavonnes Battery demolished</p>		

Post WWII Apartheid era	Industrialisation Place of defence	<p>Modernisation and industrialisation of city – increased development along docks and growth of manufacturial areas/Industrial areas.</p> <p>Expansion of harbour. Reclamation schemes c1937 does away with Roggebaai, the pier and in 1943 the new Duncan Docks opened</p> <p>1948 Nationalist party comes into power. Group Areas Act</p> <p>1962 Robben Island Political Prison</p> <p>1977 Ben Schoeman Dock opened. Harbour's commercial potential cut by the reopening of the Suez Canal and containerism</p> <p>1976 Fort Wynyard declared a National Monument</p> <p>1980 Proposal conversion of the old harbour into yacht basin and tourist area.</p> <p>1987 Fort Wynyard restored and opened as Coastal Artillery Museum 1987-1992</p> <p>1988 Establishment of V&A Waterfront Company (stake holders incl Portnet) agreed to develop 83 hectares of the old harbour area in vicinity of the Pierhead. Old buildings restored. New buildings imitated style of older warehouses in deliberate attempt to recapture Cape Town's Victorian heritage.</p> <p>1989 Nomination for remains of Amsterdam Battery to be declared.</p>	Celebration of historical Victorian harbour in redevelopment of Waterfront as tourist attraction and commercial centre	
Post-apartheid	Commerce & Trade Recreation & Tourism Place of liberation Scenic			

3. STATEMENT OF HERITAGE SIGNIFICANCE

Two heritage resources occur within the immediate vicinity of the Gateway Precinct: The archaeological remains of the Amsterdam Battery and the remains of 18th and 19th century slave and/or pauper burials grounds. The Amsterdam Battery is protected under that National Heritage Resources Act 25 (1999) Section 34. The Green Point burial area was provisionally protected in 2004.

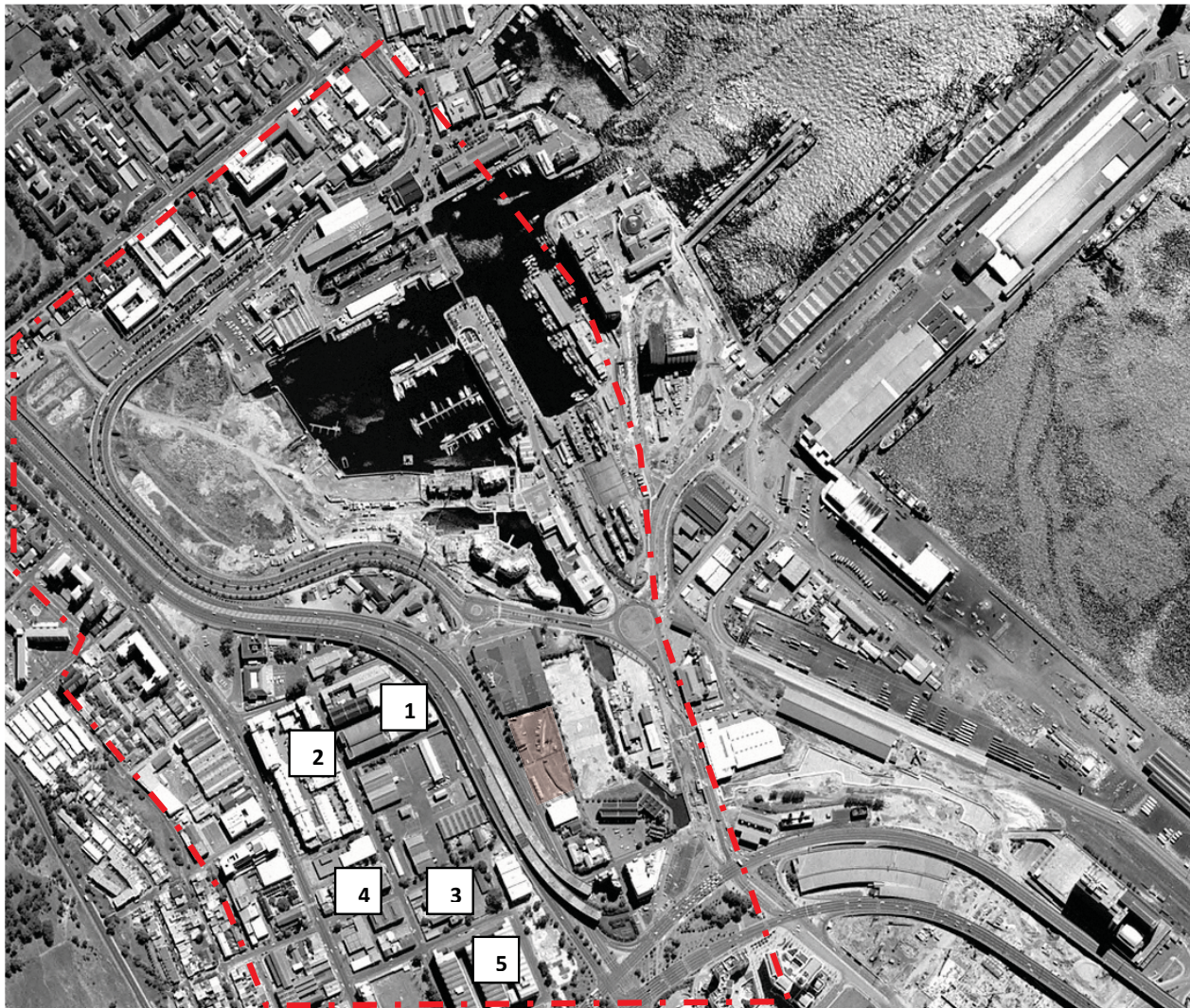


Figure 8: Aerial photography c2000.

The visible remains of the Amsterdam battery and archaeological reserve are shaded in red. The portion of the area of high probability of burials being uncovered, as set out in the Green Point Protocol (2004) is shown by the dashed line: Nos 1-3 show the erstwhile locations of the SA Mission Society cemetery c1813, the English Church Cemetery c1832 and the Lutheran Church Cemetery c1833. The area between 1 and 3 was granted to the Dutch Reformed Church to be used as a burial ground, but it was not used and in 1870, the church was given permission to sell the land. No 4 shows the location of the 18th century slave and/or paupers burial ground as evidenced by exhumations at Prestwich Street and Coburn Street. No 5 shows the location of the old Somerset Hospital built in 1818. The remains of the White Sands burial ground lie to the west/ north-west of the enclosed Somerset Road cemeteries and remains have been found in the V&A Marina Residential, the BP site and at the Gallows Hill Traffic Station.

3.1 Amsterdam battery

The Amsterdam Battery was built in 1784 on the site of an earlier fort known as Heeren Hendricks Kinderen. The Battery was designed by Lieutenant Colonel PH Gilguin, an English engineer in the employ of the VOC, and consisted of earth and masonry walls with vaults, casemates and magazines as well being able to provide accommodation for 200 soldiers. In 1787, Amsterdam Battery was armed with 22 guns, its function was to prevent enemy ships laying anchor in Table Bay harbour, as well as protecting the smaller forts along the harbour coast. It was partly owing to the fire power of Amsterdam Battery that the British landed at Blouberg and Muizenberg in 1795, when the Cape was wrested from the Dutch by the English to protect the trade route to the East from falling into French control.



Figure 9: Sketch view from the Castle by Lady Anne Barnard c1797. Note the massive edifice of the Amsterdam Battery (Cape Archives 15693b).

In 1827, when peace was declared between England and France, many of the Cape's defensive works were dismantled. Amsterdam Battery was converted into a prison. Prisoners from the Eastern Cape Frontier wars were housed at this prison. In 1858 a number of these prisoners escaped and only 14 were recovered. The Battery retained some of its defensive function and when the Confederate ship, the *Alabama* anchored in Table Bay during the American Civil War, the Amsterdam Battery was on full alert.

As the importance of Table Bay as a harbour grew, more attention was given to its defence and the Amsterdam Battery was strengthened in 1879 with the surplus material from the Breakwater quarry. In 1898 heavier guns were mounted, with it was soon realised that the 18th century earthen walls would not withstand modern artillery fire and the Amsterdam Battery was abandoned. In 1905 the battery was partially demolished to make way for the rail line from the Atlantic seaboard past the harbour to the city.



Figure 10: View of Table Bay harbour taken from Signal Hill c1900. The Amsterdam Battery is clearly visible in the centre foreground.

- **National technological significance**
Amsterdam Battery was the only true casemate battery to be constructed in South Africa.
- **Significant as a landmark**
Amsterdam Battery was a significant landmark during most of the 18th and 19th century and until its demolition in 1905 was consistently used as a landmark reference in historical texts. The landmark status was lost when the battery was demolished to make way for the harbour development.

The insensitive development encroaching on the site as well as the use of the site as parking area and informal store/dump has greatly diminished the Battery's sense of place.

The opportunity exists to recreate this historic landmark, by echoing the dimensions of the battery in the new development and so celebrate the defensive history of the harbour. This theme can be carried through to the Chavonnes Battery and Fort Wynyard.

- **Local historical significance**
Amsterdam Battery formed part of the 18th and 19th line of defence batteries which extended along the coast of the Table Bay.
- **Local social significance**
The use of the Amsterdam Battery as a prison which housed prisoners of the Eastern Cape Frontier War of the mid 19th century, links the history of this site to another place of political imprisonment: Robben Island.
- **Archaeological significance**
The archaeological potential of the Amsterdam Battery as largely been untested, but some exploratory work has taken place. Archaeology can be used to assist in re-exposing the remaining rampart wall and in mitigating erosion of the exposed edge.

Development of the immediate area of the battery should be strongly avoided.

3.2 Burial grounds of the under class and slaves

The burial grounds were subject to a provisional declaration between 2004 and 2006 and this provisional protection has now lapsed. However there are agreements in place between the City of Cape Town and SAHRA with respect to the management of development projects within this highly sensitive area [map: burial area]

- **National and local social and political significance**
These burial grounds have gained enormous significance in post-apartheid South Africa as many Capetonians see this as being a material manifestation of a lost heritage. As a result high social significance has been attached to these burial grounds. The political sensitivities of the findings cannot be under estimated as was showcased by the reaction to the Prestwich place Remains. This can be understood in terms of loss of land, power, humanity under the Apartheid legislation. It is a cry for recognition.
- **National and local archaeological and scientific significance:**
The burials and their context have the potential to be highly archaeological significant in that they demonstrate elements of ways of life and conditions of living that are largely undocumented in historical writings.

3.3 Mission to the Seamens Institute

Local historical, architectural and social significance.

The building has high historical, architectural and social significance in terms of its association with the firm Baker and Massey, the architectural quality and intact nature of the building as being representative of Victorian architecture at the beginning of the twentieth century and in terms of its location at the interface between the harbour and the City.

4. HERITAGE INDICATORS RELATED TO AMENDMENT OF APPROVED PRECINCT PLAN

The following indicators were incorporated into the HIA dated May 2008 and were endorsed by HWC in a ROD dated 14 July 2008.

4.1 The Amsterdam Battery

The remnant of the remaining fragment of the Amsterdam Battery must be retained and an appropriate means developed for its incorporation and interpretation in any new development. A policy of minimal intervention to the fabric of the Battery should be adopted.

There should be no over sailing of the Battery and a setback line of a minimum 5m should be established from the outer lining of the Battery.

The Battery should preferably form part of a public open space system with a clear linkage to the canal which marks the original coastline.

Ground clearing and limited trenching under archaeological supervision should occur in and around the Battery to reveal the original height of the rear rampart. A Phase One Archaeological Investigation should be conducted in the area immediately to the rear of the Battery to identify potential grave sites.



Figure 11: Existing relic of Amsterdam Battery



Figure 12: Original coastline and original battery site

4.2 The Mission to Seamen Institute

The building has considerable historical, social, architectural, aesthetic and contextual significance and must be retained.

4.3 Visual connectivity between the noon day gun site, the Amsterdam Battery, and the sea

Although the visual connection between the Battery and the sea has largely been lost due to development related to harbour construction in the latter half of the nineteenth century and current approved development parcels, consideration should be given to the creation of a visual shaft linking the Battery to the sea and to the noon day gun site.



Figure 13: Mission to Seamen Institute

The existing bridge across the canal and the gap between the buildings to the east of Dock Road should be used as a guide to the alignment and width of this visual shaft. The alignment with the noon day gun site provides a powerful visual link between the mountain, a World Heritage site and the sea and should thus be conceptualised as a major structuring element in the precinct. It should emphasize the visual and symbolic significance of the linkage between Signal Hill, the Battery and the sea. It should be noted that the visual relationship between the noon day gun site, the Battery and the original coastline marked by the canal is regarded as more significant than the visual spatial link between the Battery and the existing contemporary water's edge which has been largely compromised by existing and proposed developments.

The form of the original Battery structure should be clearly visible from Dock Road to provide a powerful marker of the role of Dutch fortifications in the area during the late eighteenth century in relation to the changing nature of international alliances at the time and the rich layering evident in the historic core of the Waterfront and its relationship to the historical grid of the city. The visual spatial shaft linking Dock Road and the Battery should be as uncluttered as possible and should form part of the major public space structure. Any connecting bridges should be limited in scale and should be aligned closer to Dock Road to ensure minimal impact on the visual corridor.



Figure 14: View of Amsterdam Battery and Signal Hill



Figure 15: Visual connection from the Battery to the sea

4.4 Positive expression of gateway condition at interface between the City and the Waterfront.

There should be a clear expression of the physical, spatial, functional and perceptual integration of the City and the Waterfront at this important interface in the form of a clear unambiguous public space system which allows for generous, safe, secure convenient and enjoyable pedestrian movement and public squares.

The public open space of the city should be clearly integrated with the public open space system of the Waterfront. This public space system should be conceptualised as a vital and integral component of the development of the precinct. The route(s) should be aligned to take advantage of heritage sites and other sites of public interest and additional alternative potential pedestrian routes which could link the precinct with the City.

Integration with the city should be enhanced by a permeable grid system with a relatively fine grain in terms of block dimensions and a mixed use land use pattern to encourage and extend the richness and diversity associated with city life into the precinct. The ground floors of buildings adjacent to public rights-of-way should be pedestrian orientated and used for purposes which are generally publicly accessible.

The threshold between the City and the Waterfront should be appropriately marked at the intersection of Alfred Street and Dock Road and Buitengracht. The area has considerable historical, social and visual significance as the original interface between the city and the harbour.

It should be conceptualised as a predominantly public, multi-functional urban space which is pedestrian orientated and which reflects the historical use of the area. Visual connections to the city via the pedestrian bridge and into the V&AW towards the synchrolift and the canal and the link to the Amsterdam Battery should be enhanced.

4.5 Interpretation

Appropriate interpretation, possibly in the form of story boards, should be considered to illustrate the scale and form of the original battery, its linkage to other Dutch fortifications in the immediate vicinity such as the Chavonnes Battery and Fort Wynyard, and the broader role the Battery played in coastal fortifications during the latter half of the eighteenth century and the extent to which this reflected international relations and tensions at the time.



Figure 16: Visual connection from Signal Hill (noon day gun site, Amsterdam Battery, and the sea)



Figure 17: Arezzo, Tuscany. The ruins have become part of the open space system of the town.



Figure 18: Heritage indicators Synthesis

5. THE DEVELOPMENT PROPOSAL (CITY THINK SPACE)

5.1 The Long Term Vision and Concept

The V& A Waterfront is committed to the long-term redevelopment and expansion of the Gateway Precinct. An incremental approach to redevelopment has been adopted which is a pragmatic response to current market conditions as well as the need to demonstrate the potential of the precinct to secure ongoing investment and confidence.

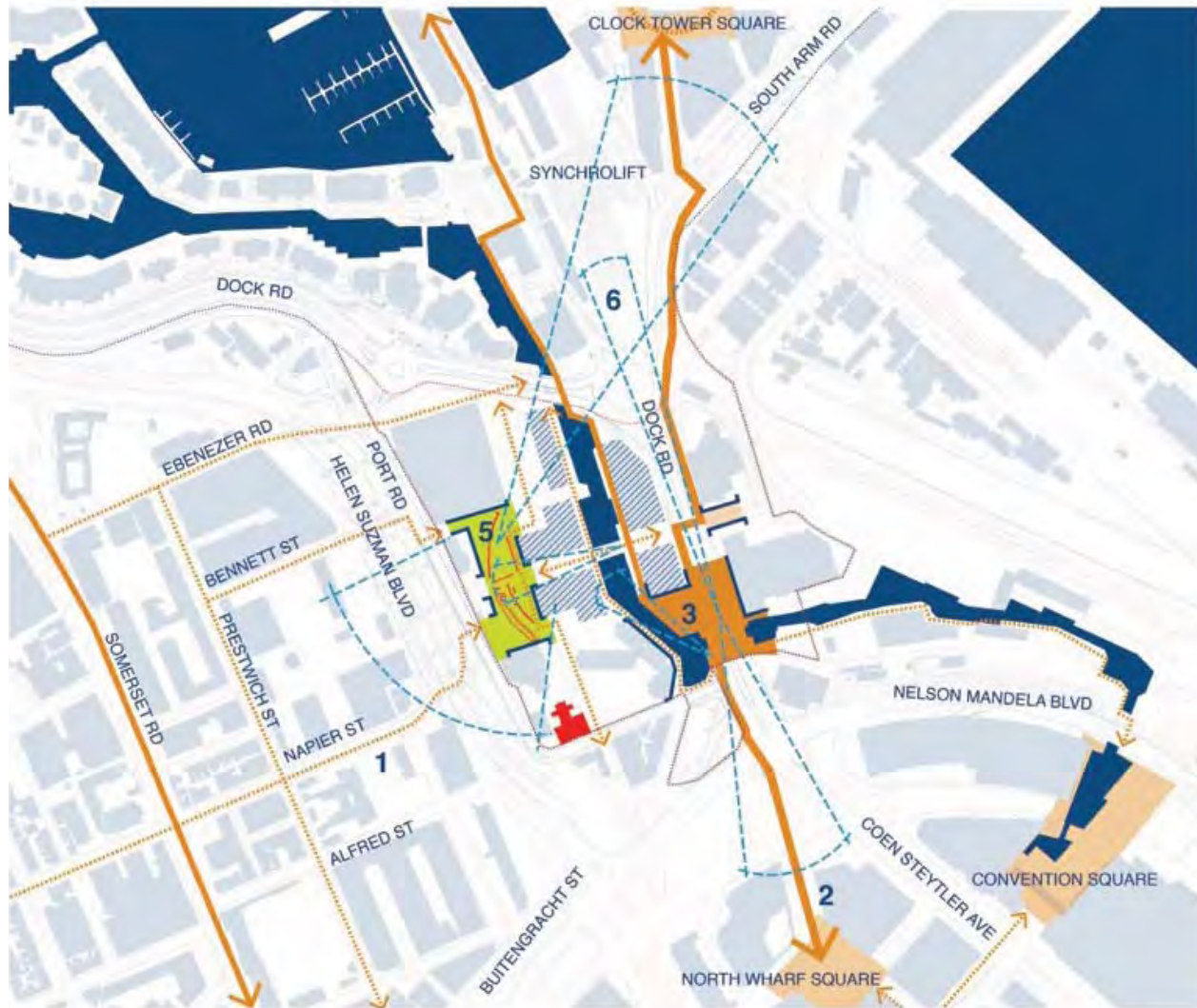
While the full extent of future development cannot be predicted at this stage, its overall character has been established with the identification of a few critical elements, in the form of a long term concept that will not only guide appropriate development responses but also secure the character and extent of the public environment, establish pedestrian access and connectivity to and within the precinct as well as protect the existing heritage assets present in the precinct.

The following key elements identified in the Long-term concept (refer to figure 19) are understood as **development fixes** that should be translated into and guide in all future revisions of the Gateway Precinct. The routes and spaces identified in the long-term concept will require appropriate development responses along its edges and will be landscaped to a high quality to reflect its significance within the precinct.

- Promoting spatial integration and pedestrian links into the Precinct from Green Point via a series of secondary pedestrian routes from Somerset Road including Ebenezer Road, Bennett Street and Napier Street.
- Promoting spatial integration and pedestrian links into the Precinct from the CBD via Dock Road as its primary pedestrian axis that links North Wharf Square to the Clock Tower Precinct.
- Establishing the gateway and entrance to the V& A Waterfront and the Precinct at the junction of the canal and Dock Road with a high quality public space.
- Promoting pedestrian access along the canal with a secondary pedestrian route that links Convention Square to the Cape Grace Hotel.
- Securing the Amsterdam Battery and a landscaped park as a public amenity.
- Maintaining and protecting critical view corridors of heritage features and panorama's that add to the character and sense of place within the precinct.

The Urban Design Framework provided below (refer to figure 20) demonstrates how the key elements identified in the Long-term concept have been interpreted into the proposed amendment for the Gateway Precinct. It illustrates the parts of the public environment that have been prioritized for upgrade and implementation in the initial stages of the Gateway Precinct redevelopment as well as how key heritage resources, view corridors and pedestrian routes will be addressed.

Figure 19: Long Term Vision, August 2012



- 1** Maintaining and promoting spatial integration and pedestrian links into the precinct from Green Point via Ebenezer Road, Bennett Street and Napier Street.
- 2** Promoting spatial integration and pedestrian links into the precinct from the CBD via Dock Road as the primary pedestrian axis that links North Wharf Square to the Clock Tower Precinct.
- 3** Establishing a gateway and entrance to the Gateway Precinct and the V&A Waterfront, at the junction of the canal and Dock Road, with a high quality open space.
- 4** Maintaining and promoting pedestrian access along the canal within the precinct, with a secondary pedestrian route that links Convention Square to the West Quay and the Cape Grace Hotel.
- 5** Securing the Amsterdam Battery and a landscaped park as a public amenity.
- 6** Maintaining and protecting critical views of heritage features and panoramas that add to the character and sense of place within the precinct.

- V&A Waterfront boundary
- Precinct boundary
- Existing buildings
- Proposed development parcel
- Primary pedestrian route
- Secondary pedestrian route
- Primary public space
- Long-term public space
- Public space outside Gateway Precinct
- Landscaped space

Figure 20: Urban Design Framework, August 2012



5.2 The First Phase Development Proposal

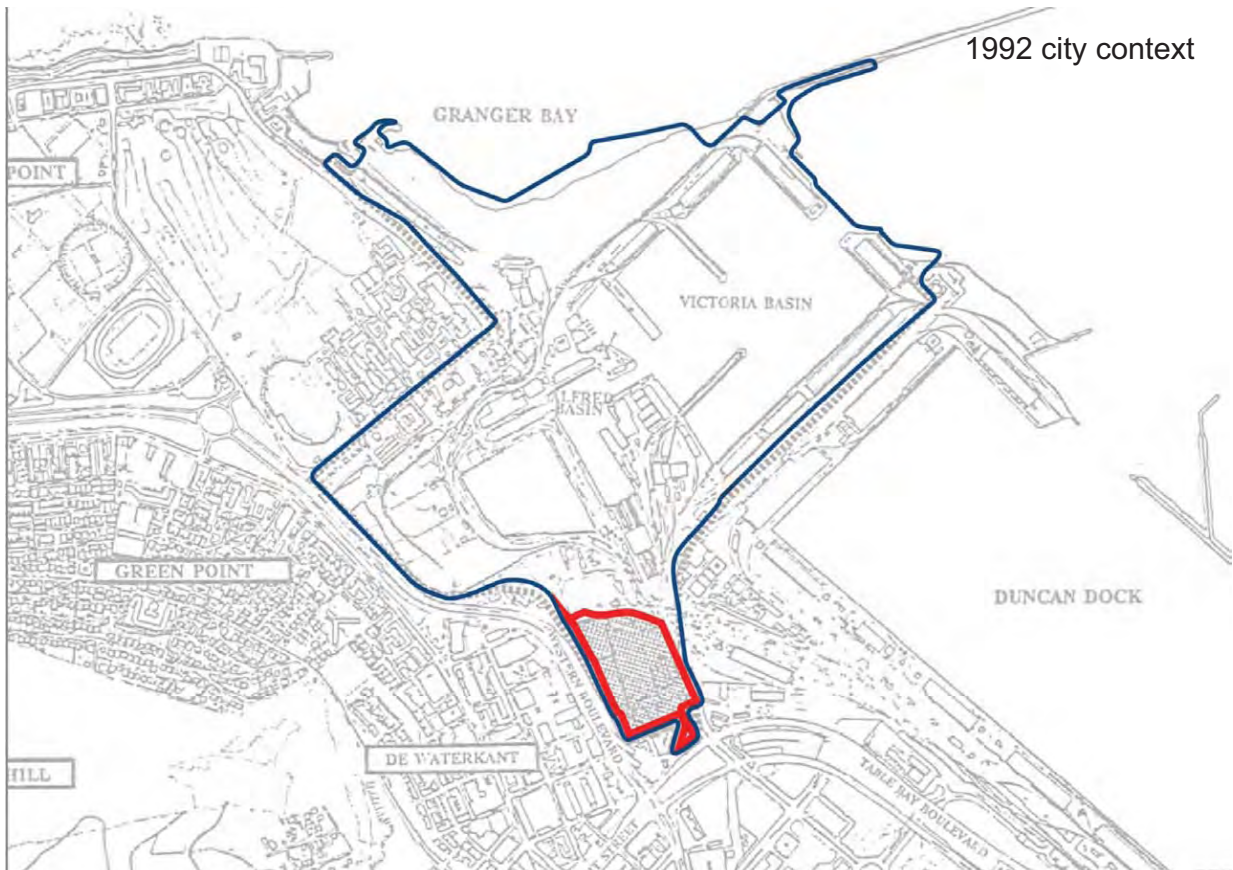
The accompanying figures illustrate the proposed development of the first phase of the precinct formulated by the urban designers, City Think Space. The conceptual approach is based on the following:

- The development of a Gateway space.
- A series and hierarchy of public spaces.
- The celebration of the Amsterdam Battery.
- The protection of critical views, particularly to and from the Amsterdam Battery, and the visual link between Dock Road and the lookout station on Signal Hill.
- A permeable and accessible pedestrian environment.
- Underground parking with access from the periphery.
- The highest buildings placed away from the Battery.
- A mixed use precinct with residential associated with the Battery and park area, and commercial focussed on Dock Road.

- Key features of the precinct plan include:
 - o The reinforcement and celebration of the Amsterdam Battery as a focal point with the introduction of a central east-west axis through the precinct.
 - o A series of public spaces that improve access to the Battery site and along the canal.
 - o The introduction of a gateway space at the intersection of Dock Road/Alfred Street to denote the entrance to the V&AW.
 - o An integrated IRT and pedestrian route.
 - o The reconfiguration of Coen Steytler/Dock Road as a street space for pedestrians and vehicles(vs a road space primarily for vehicles).
 - o Development along the canal edge with public access as a feature of the precinct.
 - o Integration of the precinct with Green Point and the central City.
 - o A mixed use precinct with affordable housing options.

SHIFT IN THE FOCUS OF THE PREVIOUS PRECINCT PLAN (1992)

- Minimal new bulk being motivated
- Focus on a Phase 1 development largely within the remaining current bulk allocation for the precinct

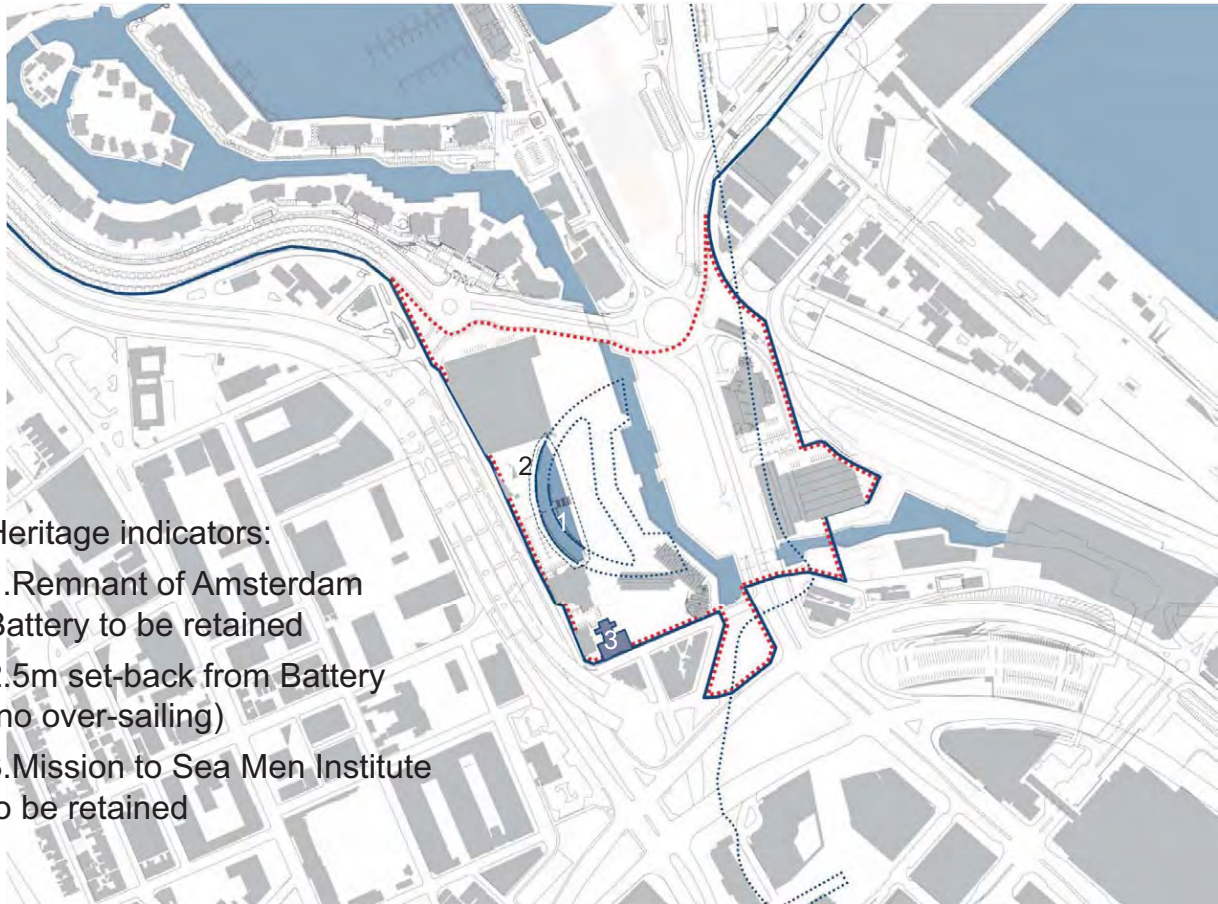




1884 Gateway Precinct

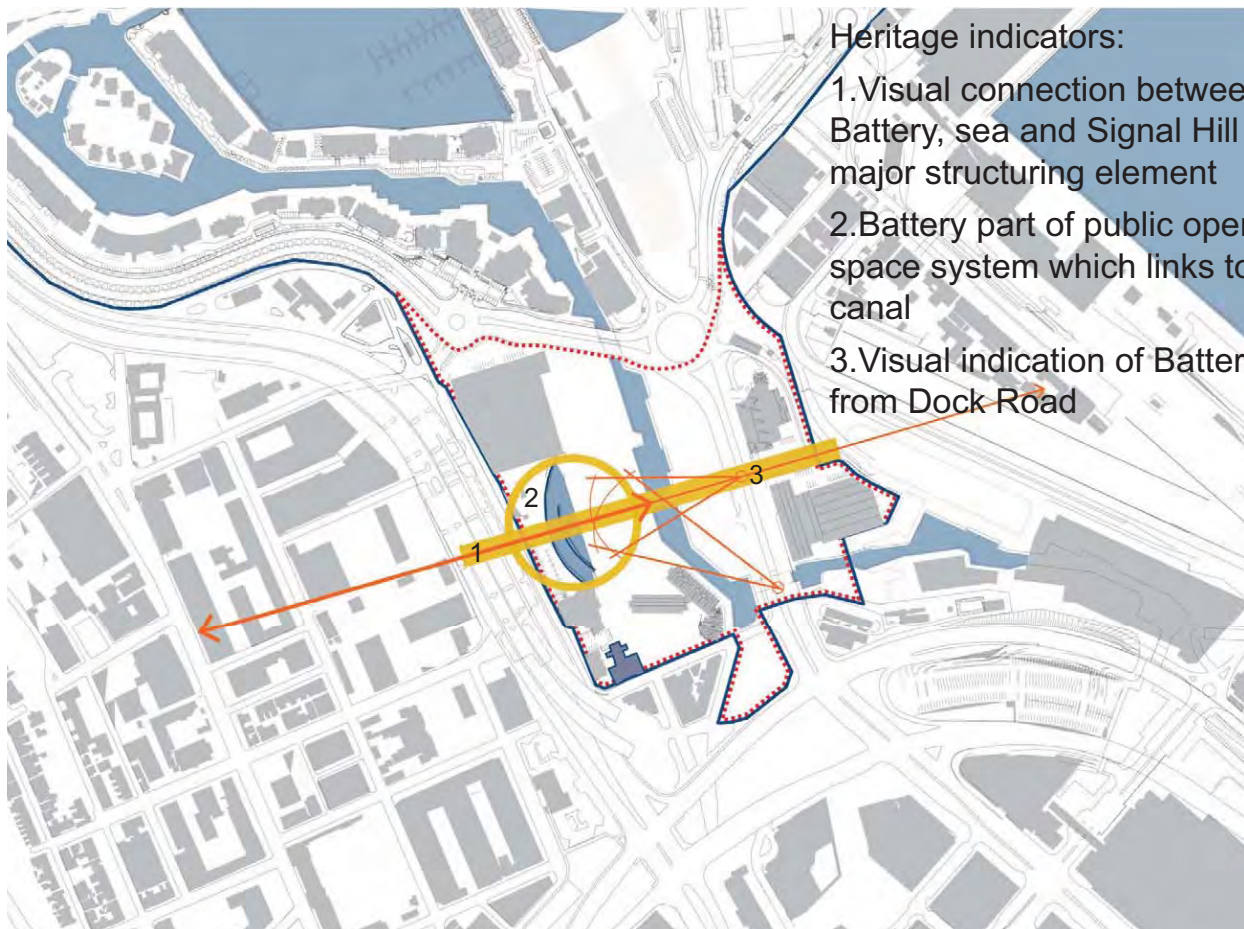


2012 Gateway Precinct



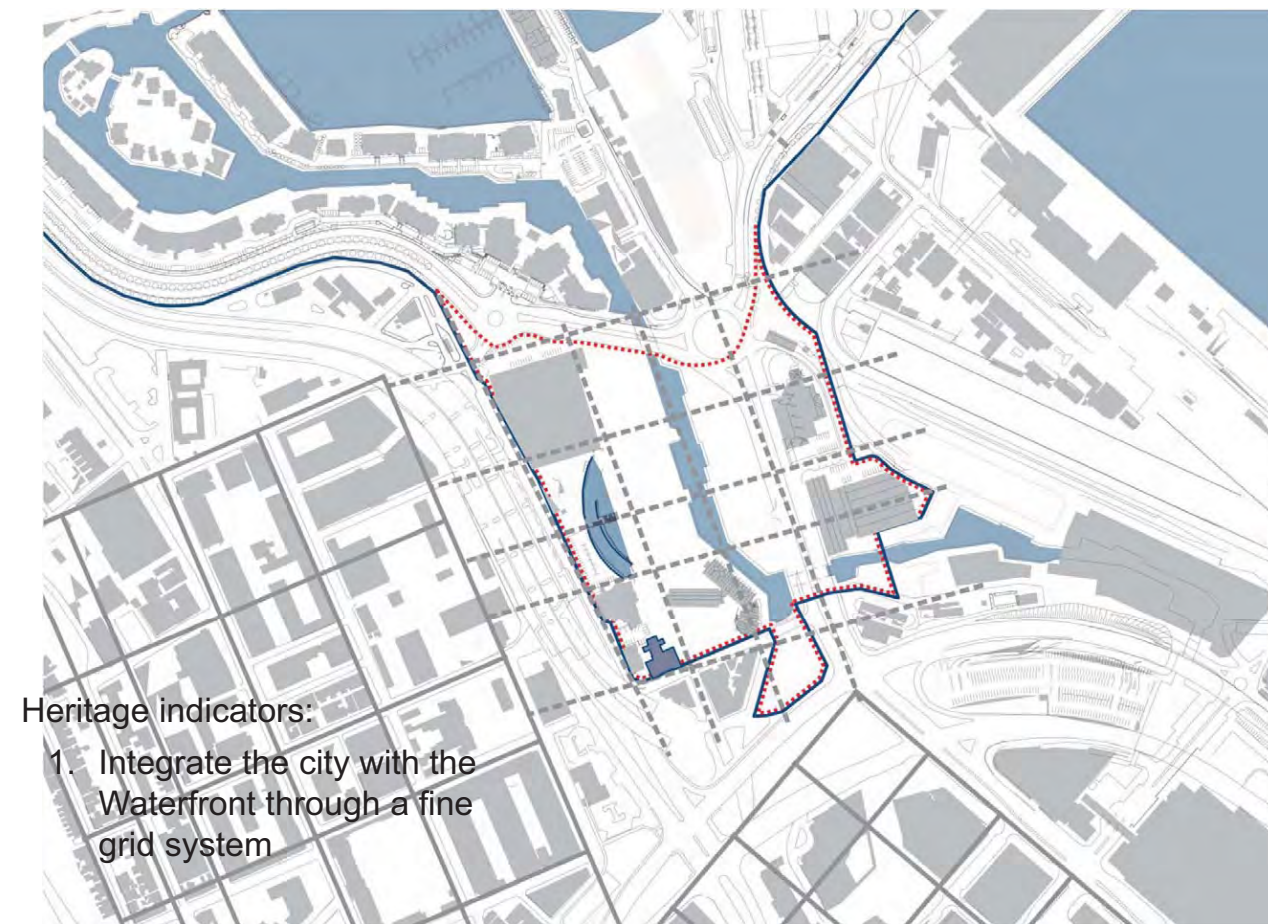
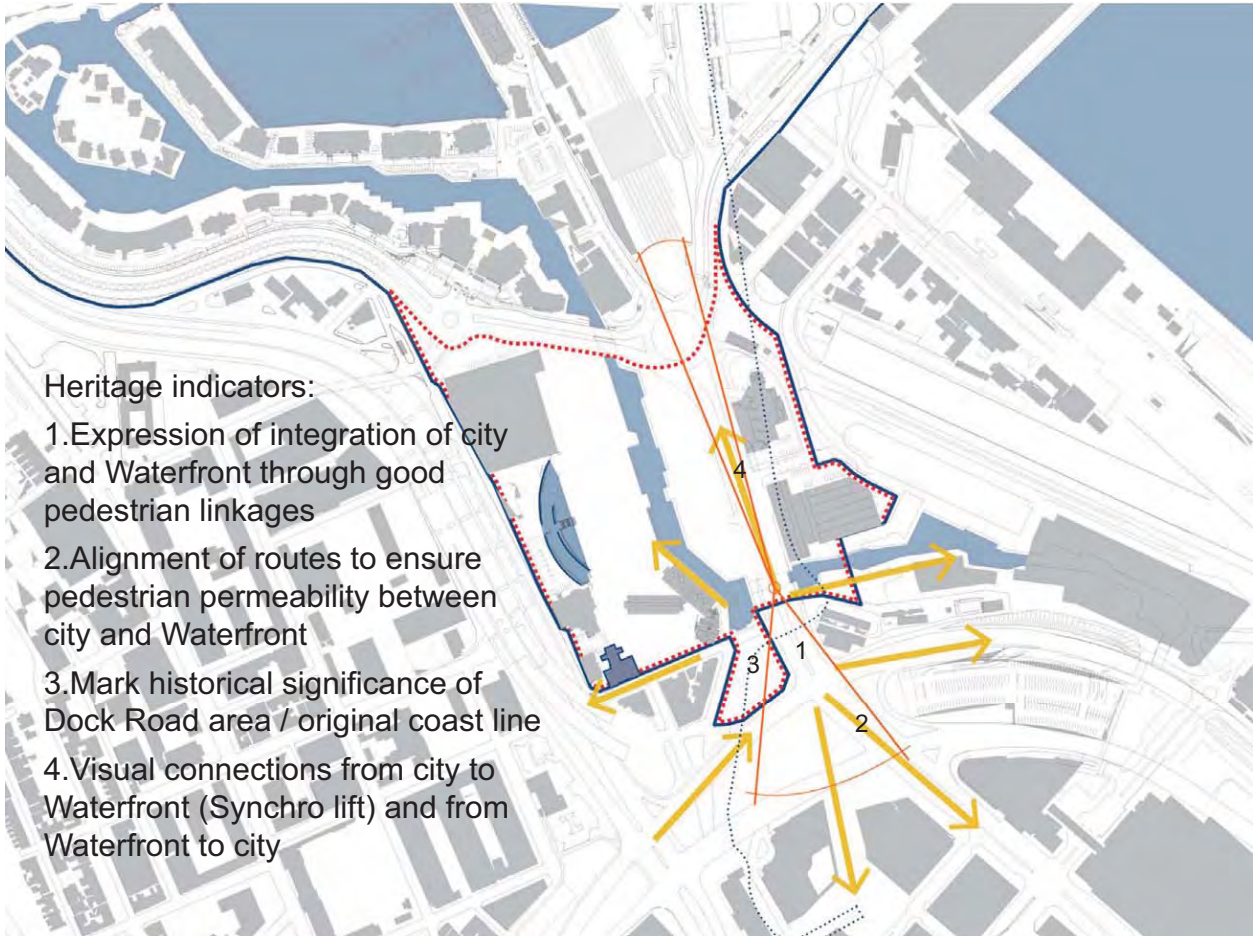
Heritage indicators:

1. Remnant of Amsterdam Battery to be retained
2. 2.5m set-back from Battery (no over-sailing)
3. Mission to Sea Men Institute to be retained



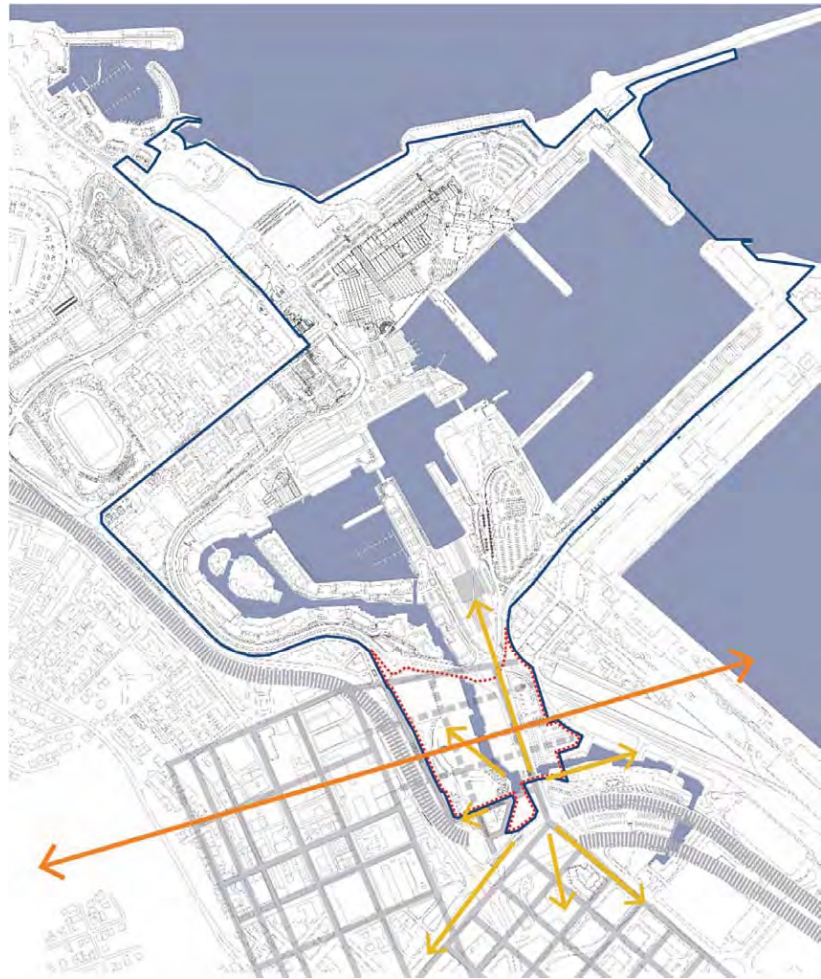
Heritage indicators:

1. Visual connection between Battery, sea and Signal Hill = major structuring element
2. Battery part of public open space system which links to canal
3. Visual indication of Battery from Dock Road



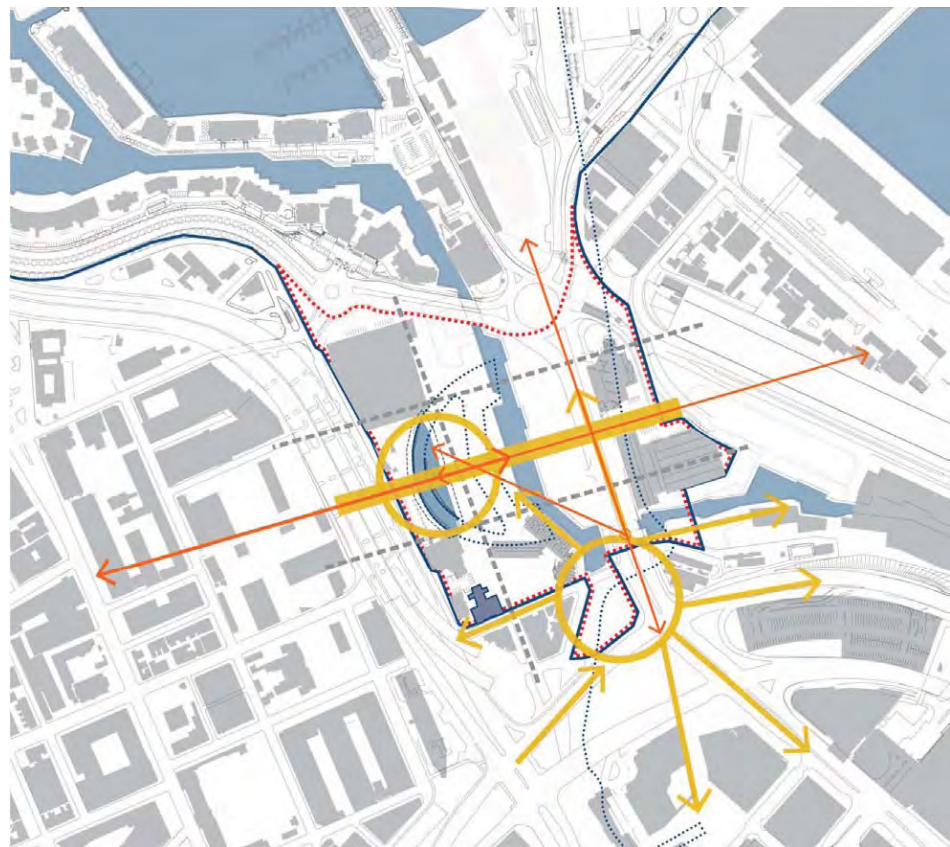
Heritage indicators:

1. Visual connection between Battery, sea and Signal Hill = major structuring element
2. Expression of integration of city and Waterfront through public open space
3. Alignment of routes to ensure pedestrian permeability between city and Waterfront
4. Visual connections from city to Waterfront and from Waterfront to city
5. Integrate the city with the Waterfront through a fine grid system

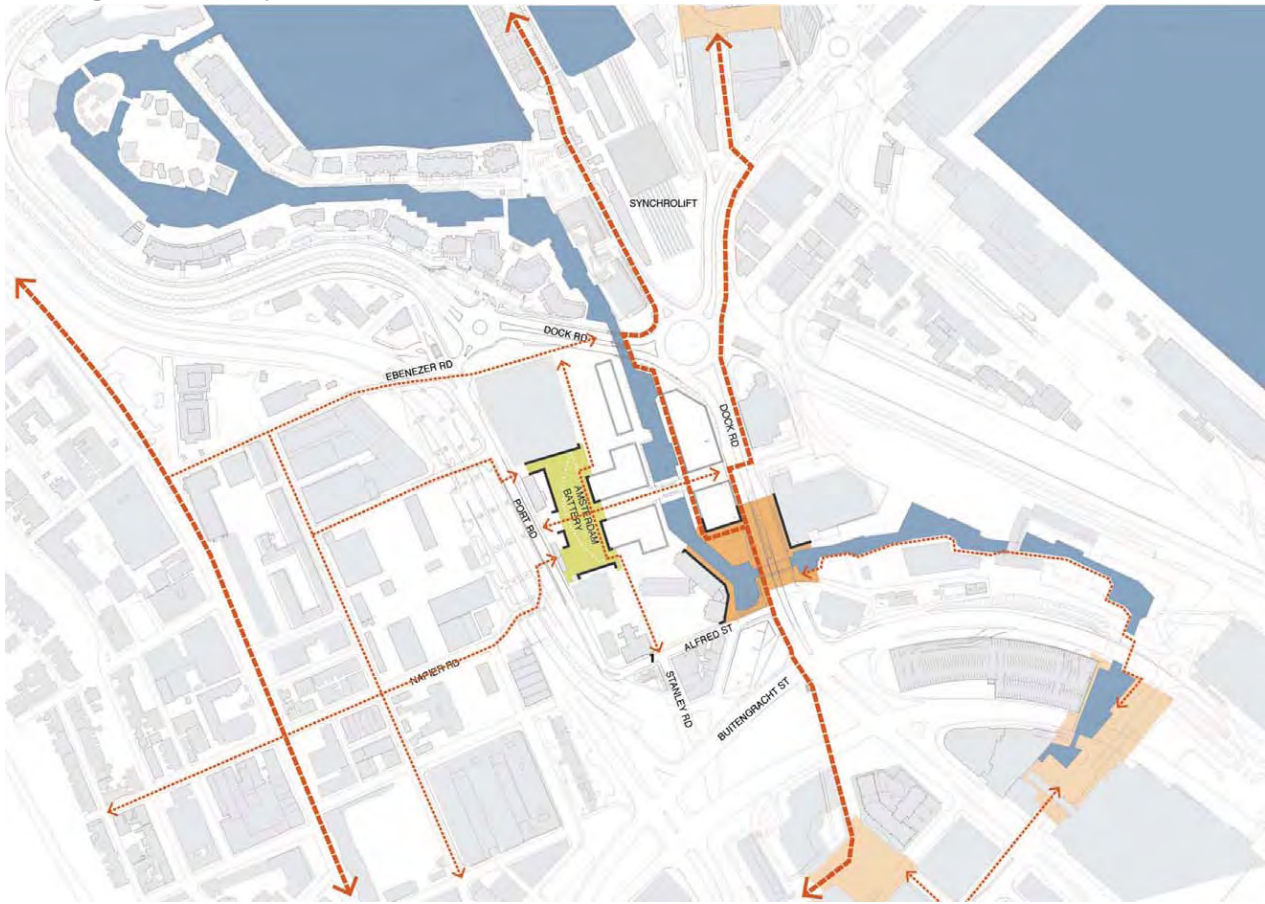


Heritage indicators:

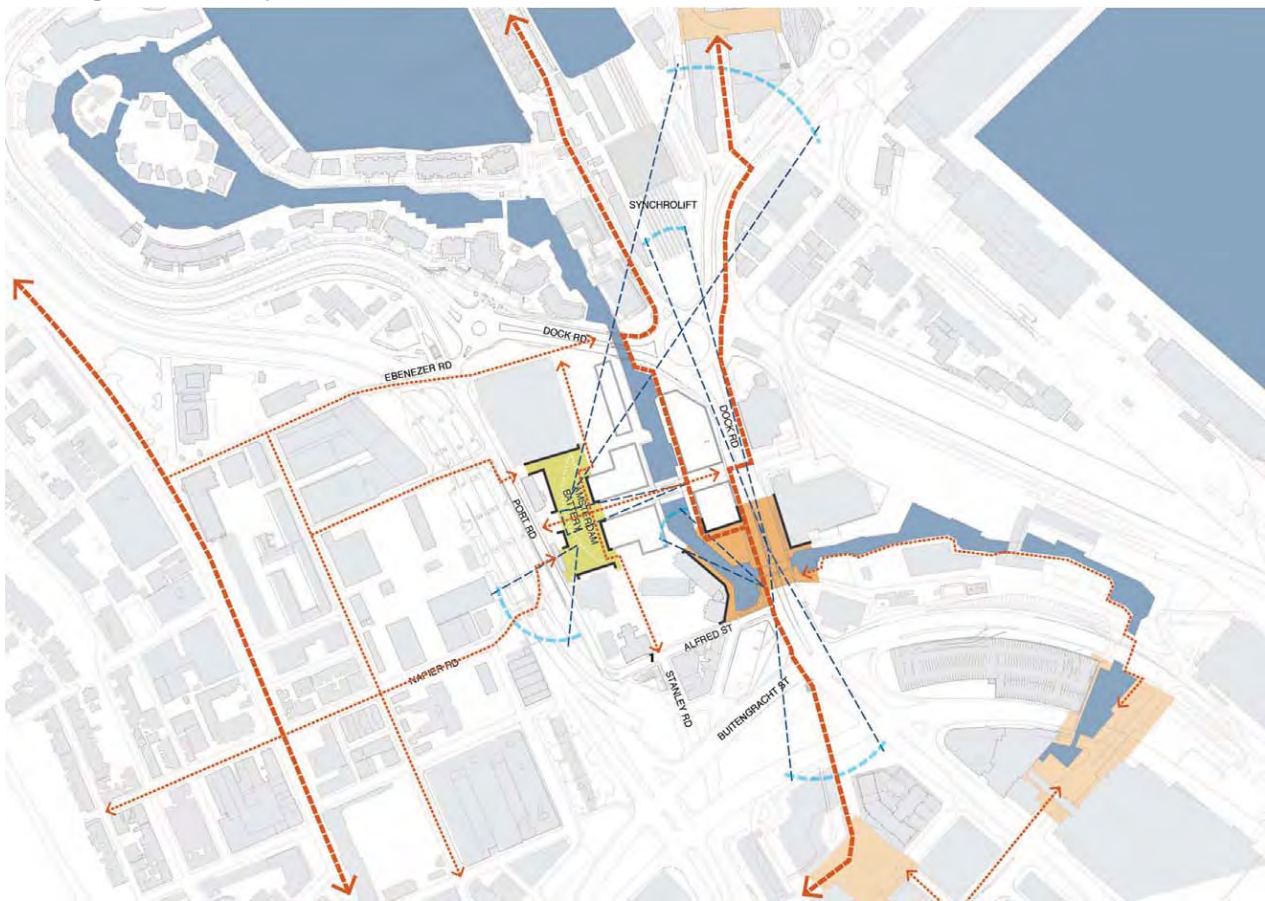
- Remnant of Amsterdam Battery to be retained
- 5m set-back from Battery (no over-sailing)
- Mission to Sea Men Institute to be retained
- Battery part of public open space system which links to canal
- Form of Battery should be visible from Dock Road
- Mark historical significance of Dock Road area / original coast line
- Visual connections from city to Waterfront and from Waterfront to city
- Integrate the city with the Waterfront through a fine grid system

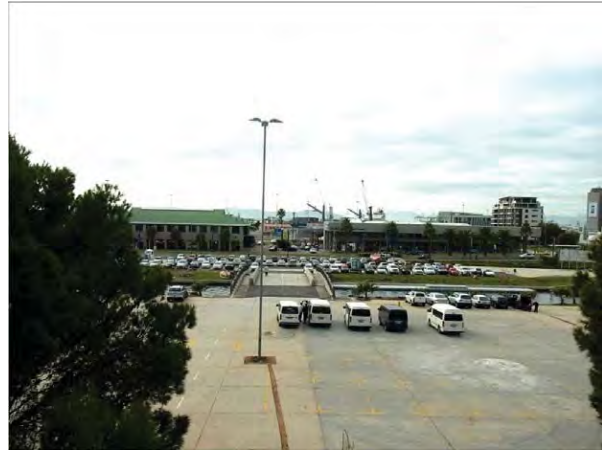


Long Term Concept



Long Term Concept + Views

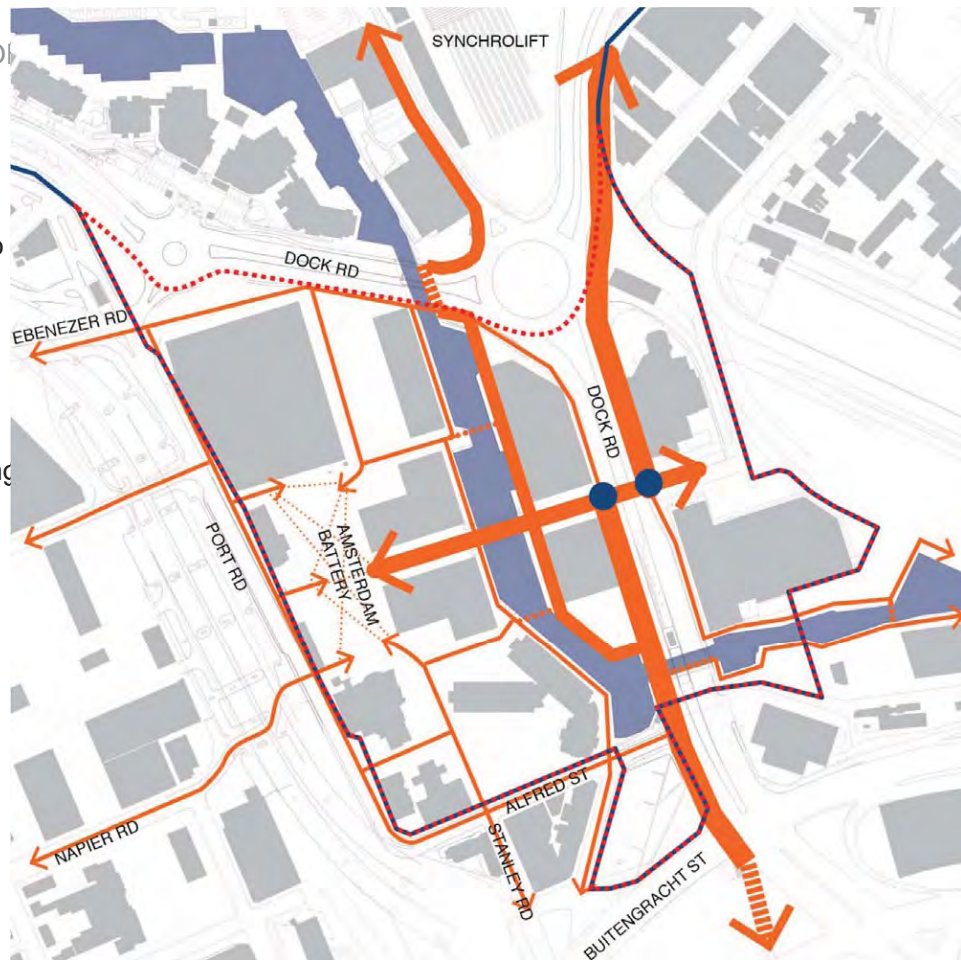


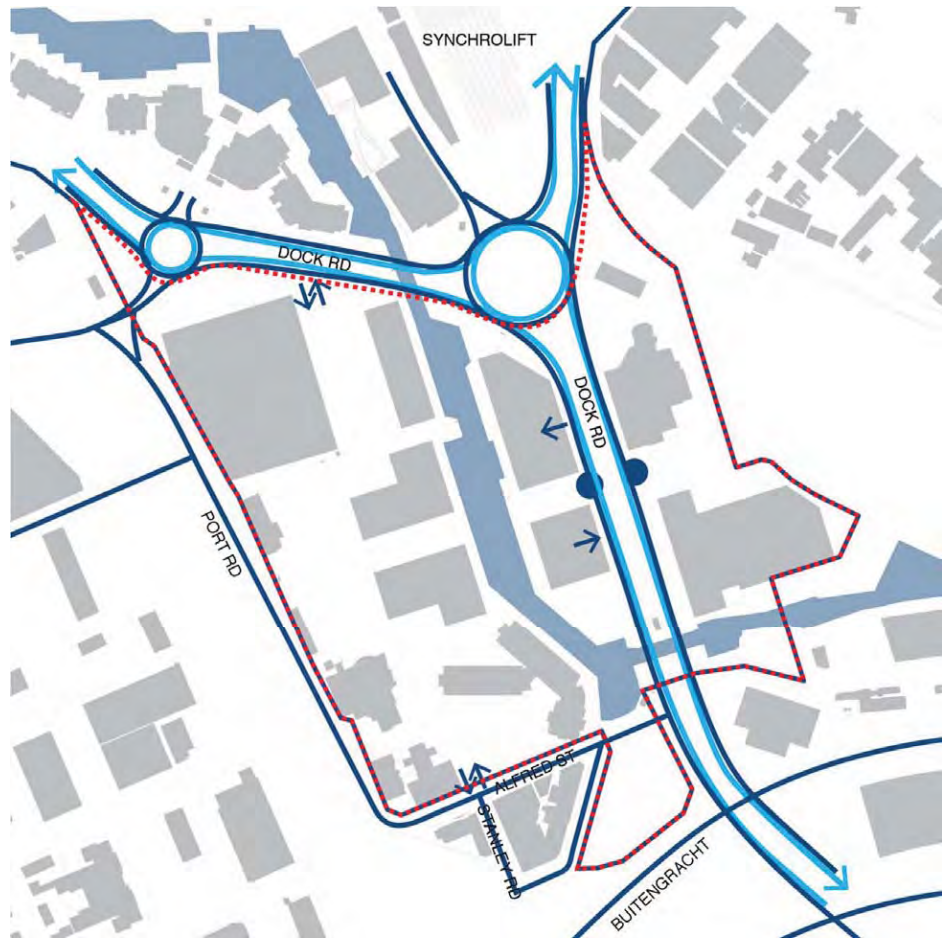


CLEAR HEIRACHY OF PEDESTRIAN SPACES:

1. Dock Road – wide pedestrian sidewalks
2. Canal side walk into the Marina
3. Pedestrian axis linking Dock Road, Canal and Park
4. Linked system of local routes connecting to surrounding street network

Pedestrian Access

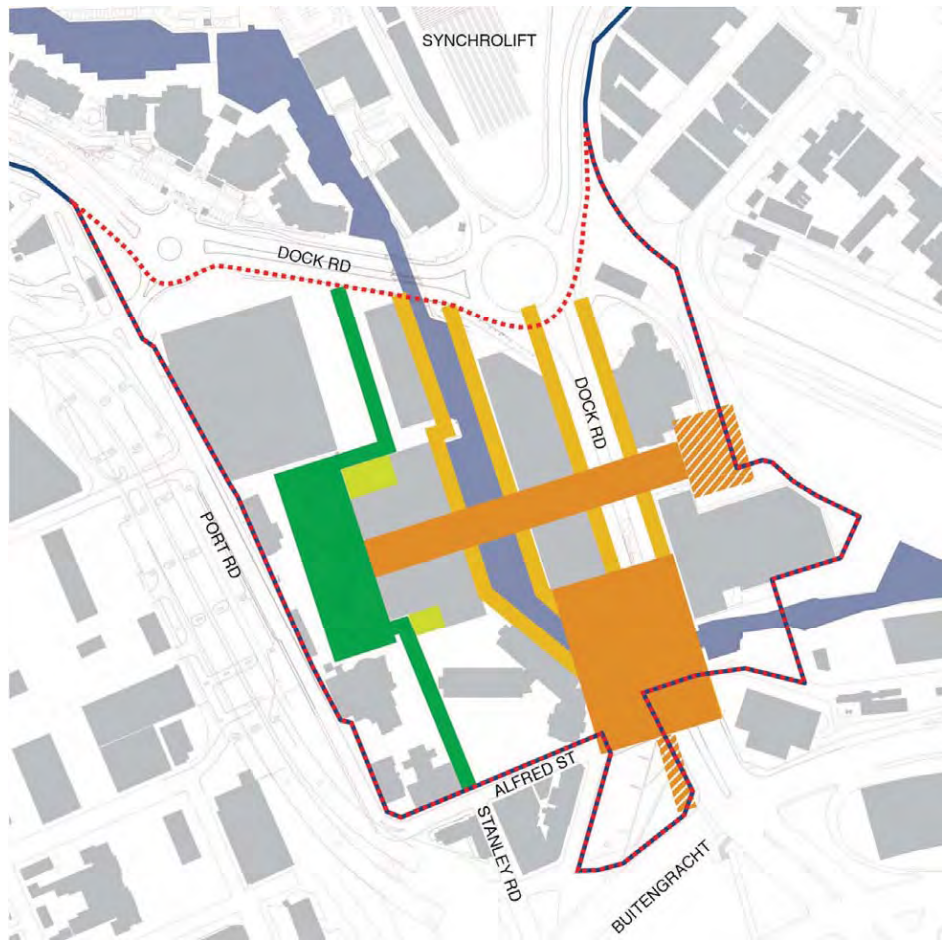




Vehicular circulation



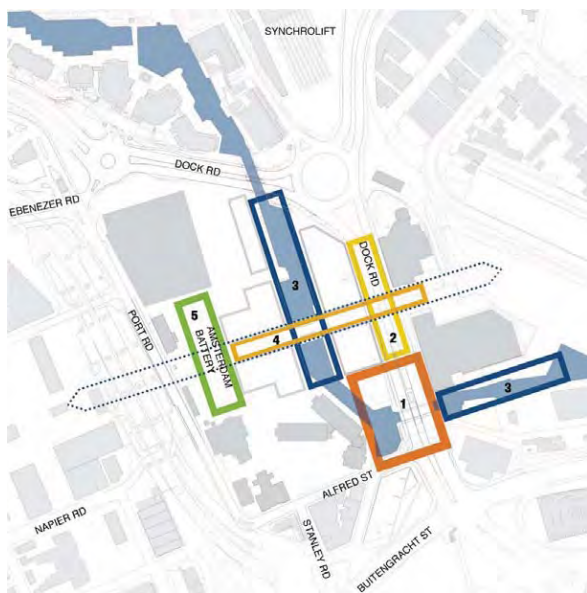
Acknowledgment of heritage assets



An interconnected public space system

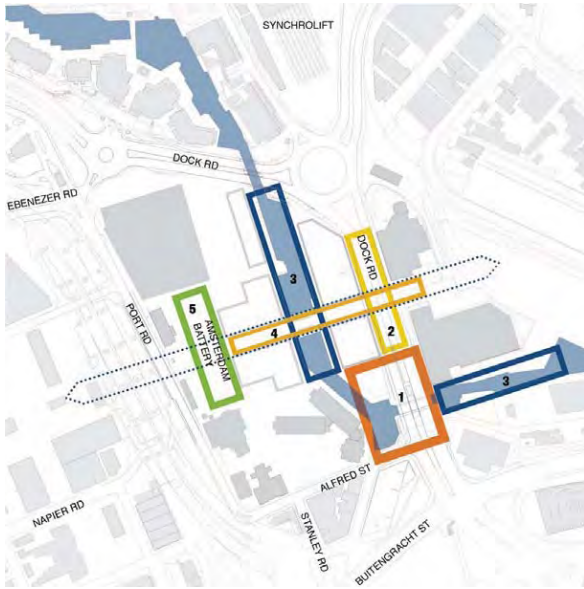
SEQUENCE OF LINKED SPACES:

1. Gateway space



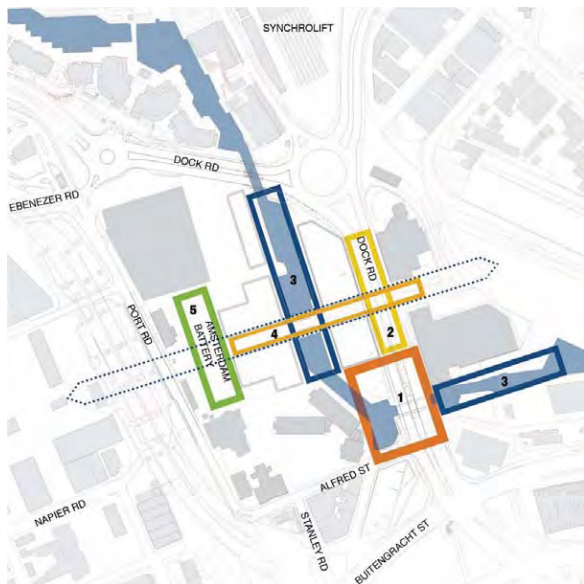
SEQUENCE OF LINKED SPACES:

2. Street space



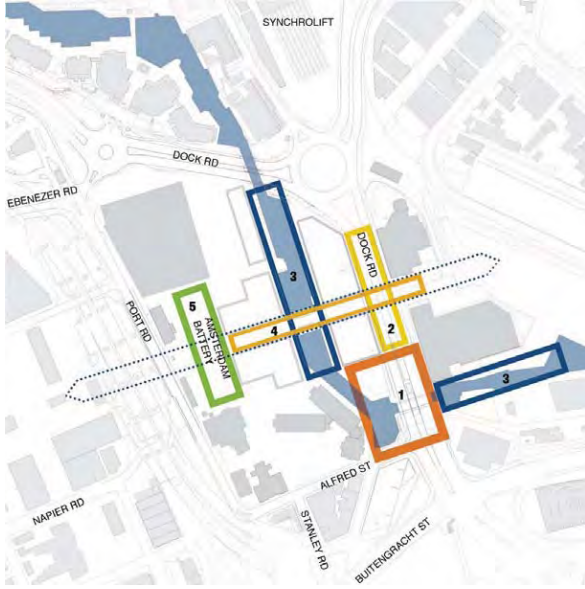
SEQUENCE OF LINKED SPACES:

3. Water spaces

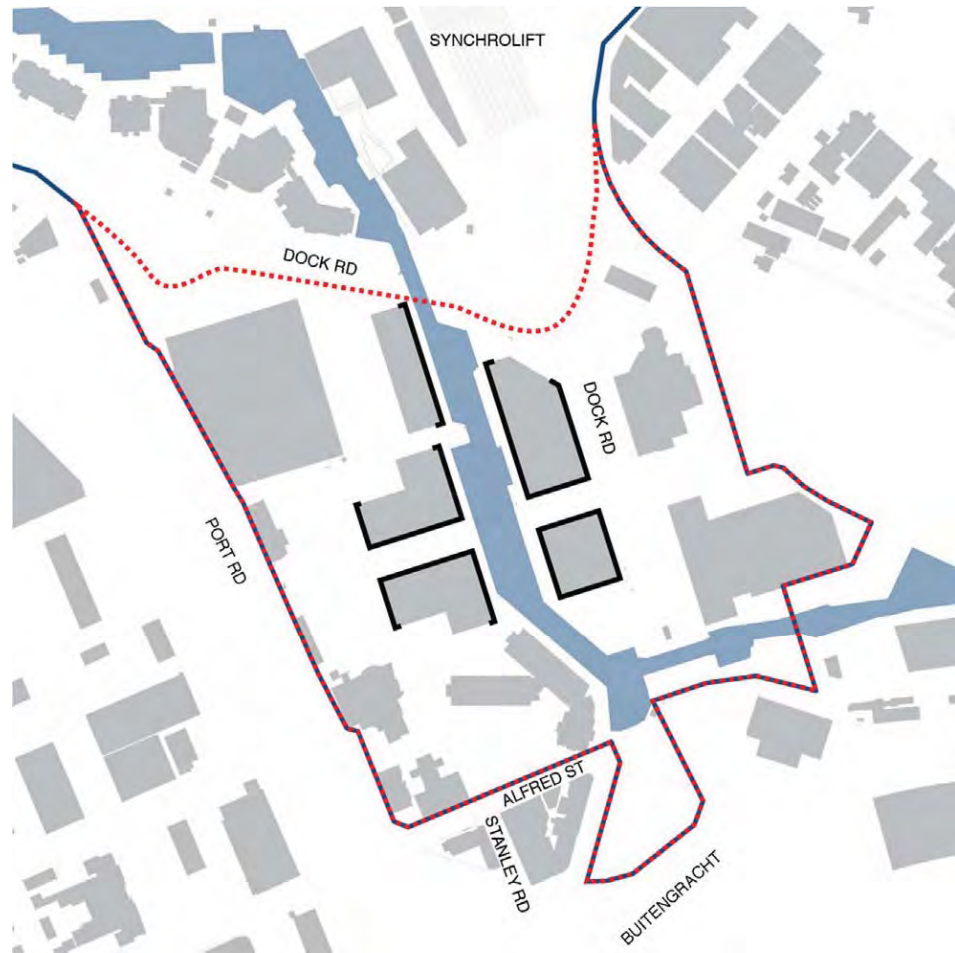


SEQUENCE OF LINKED SPACES:

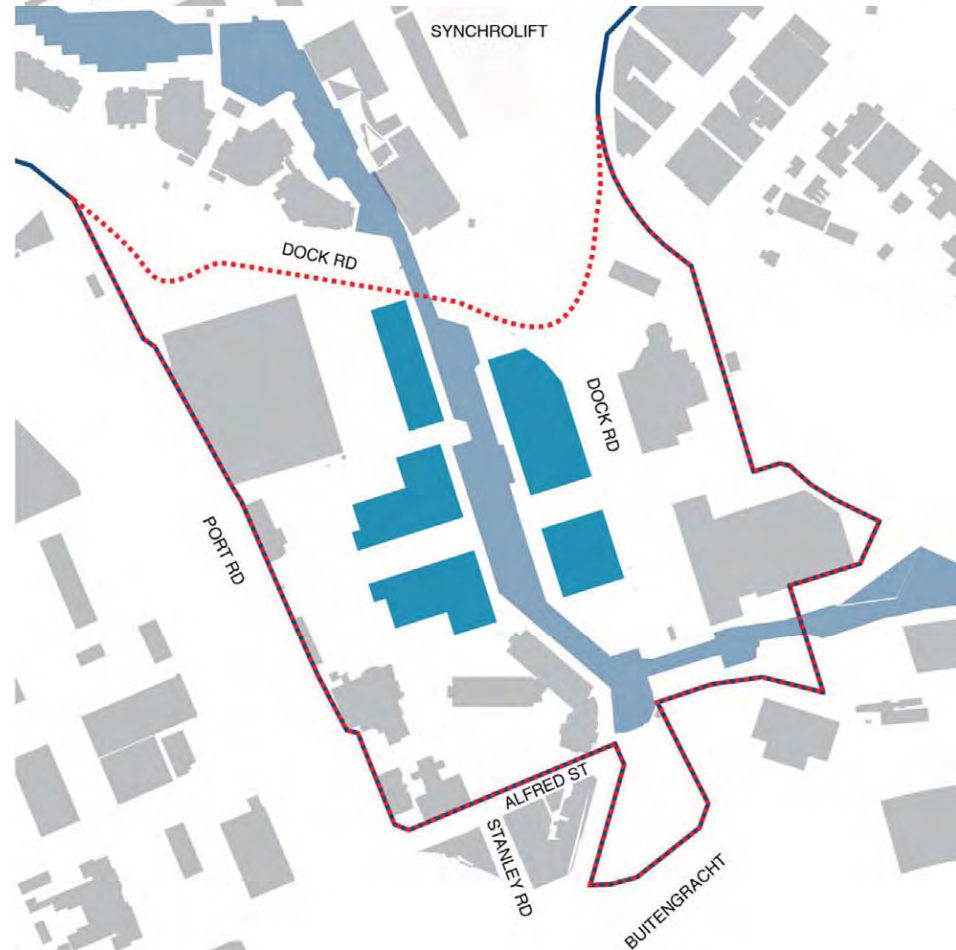
4. Pedestrian axis



Active edges



Mixed use environment





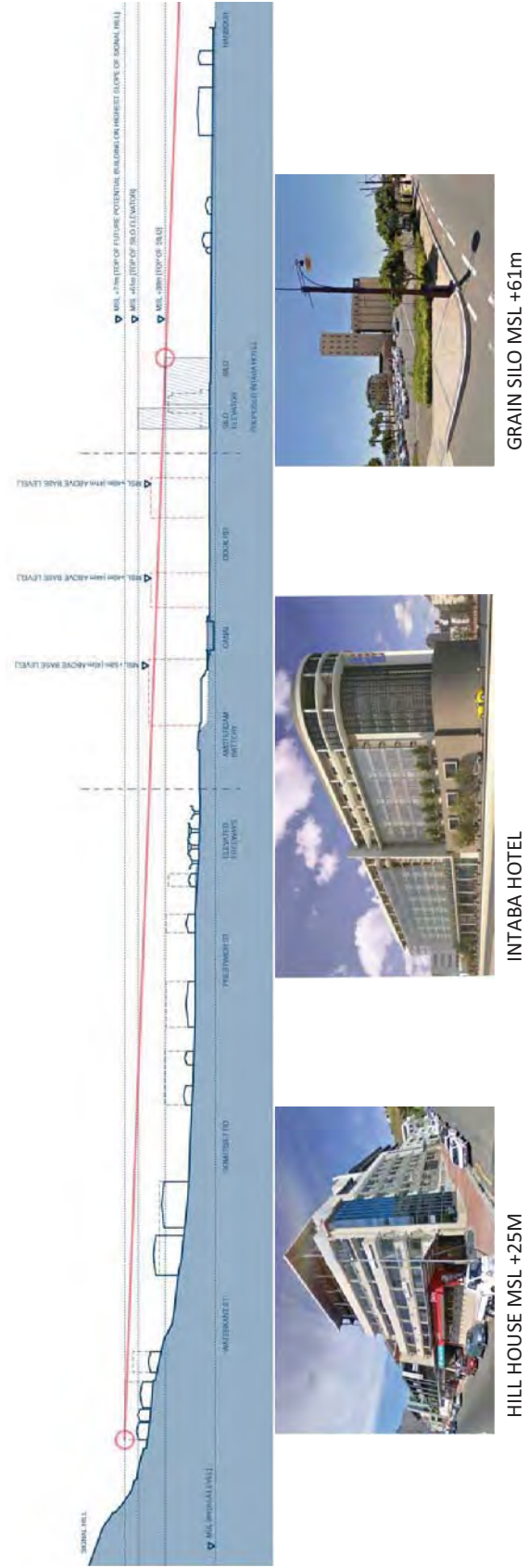
PORTSIDE MSL +140m

ALFRED STR HOTEL SML +24M

SOUTHERN SUN 2 MSL +48m

SOUTHERN SUN 1 MSL +48m

CTICC MSL +57m

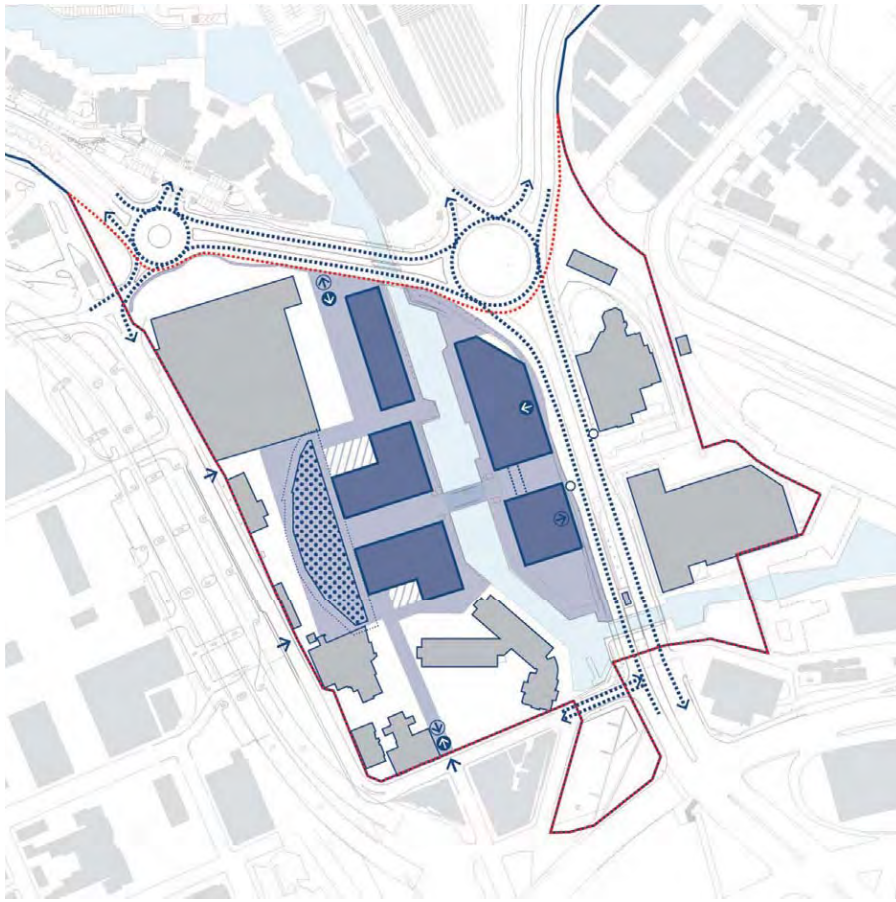


GRAIN SILO MSL +61m

INTABA HOTEL

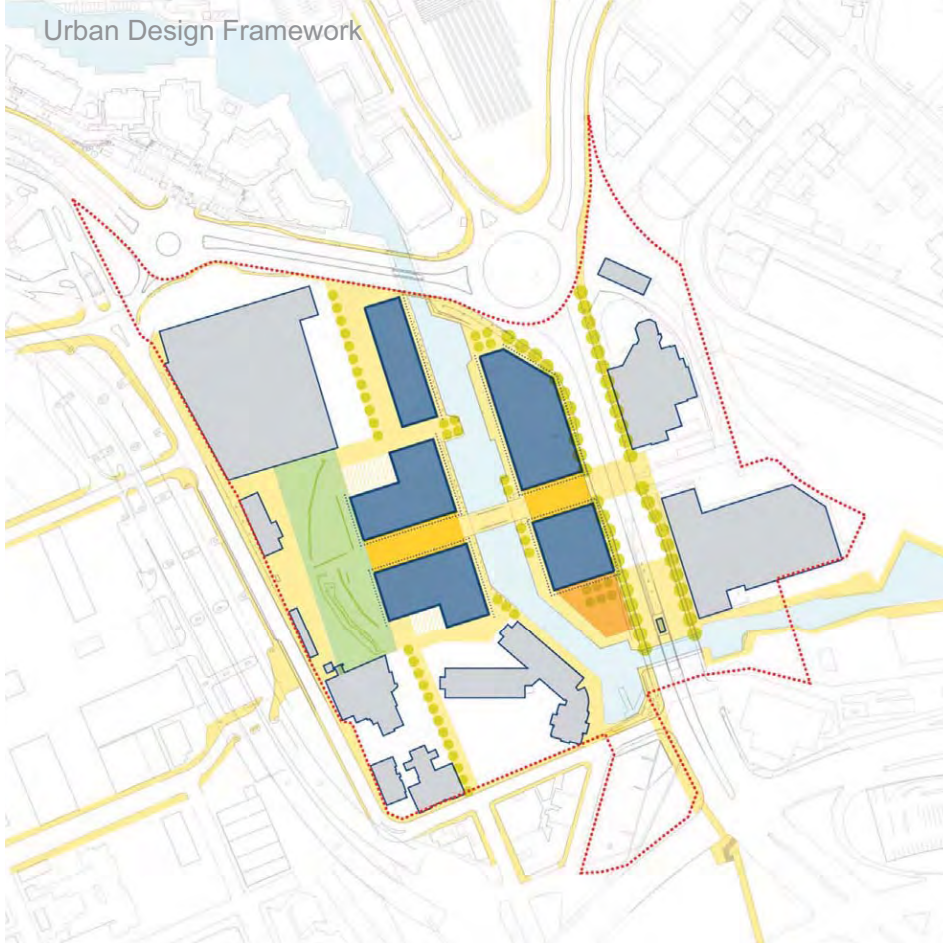
HILL HOUSE MSL +25M

Precinct Plan



- V&A Waterfront boundary
- ... Precinct boundary
- ▣ Retained / Reinstated heritage structure
- ▣ Existing development parcel
- ▣ New development parcel
- ▣ Unrestricted public access
- ▣ Semi-public access
- ... Sky bridge
- IRT bus stop
- ⊙ Basement parking access
- ⊙ Basement parking exit
- Vehicular route
- Access to the precinct

Urban Design Framework

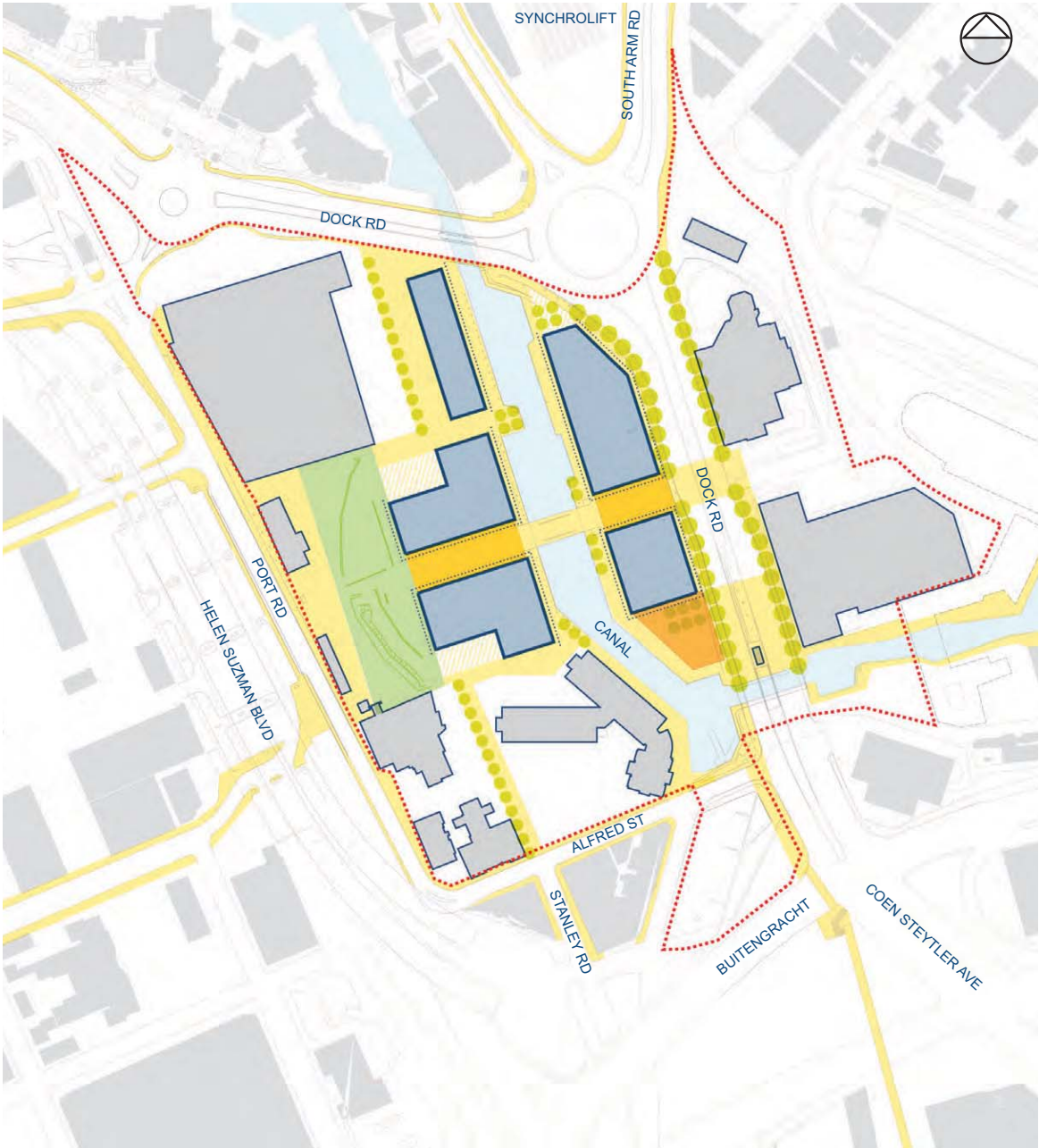


- ... Precinct boundary
- ▣ Existing development footprint
- ▣ Development parcel
- ... Colonnade
- Relic feature
- ▣ Primary public space
- ▣ Secondary public space
- ▣ Public realm
- ▣ Semi-public space
- ▣ Public park
- Primary structuring tree planting
- Secondary tree planting





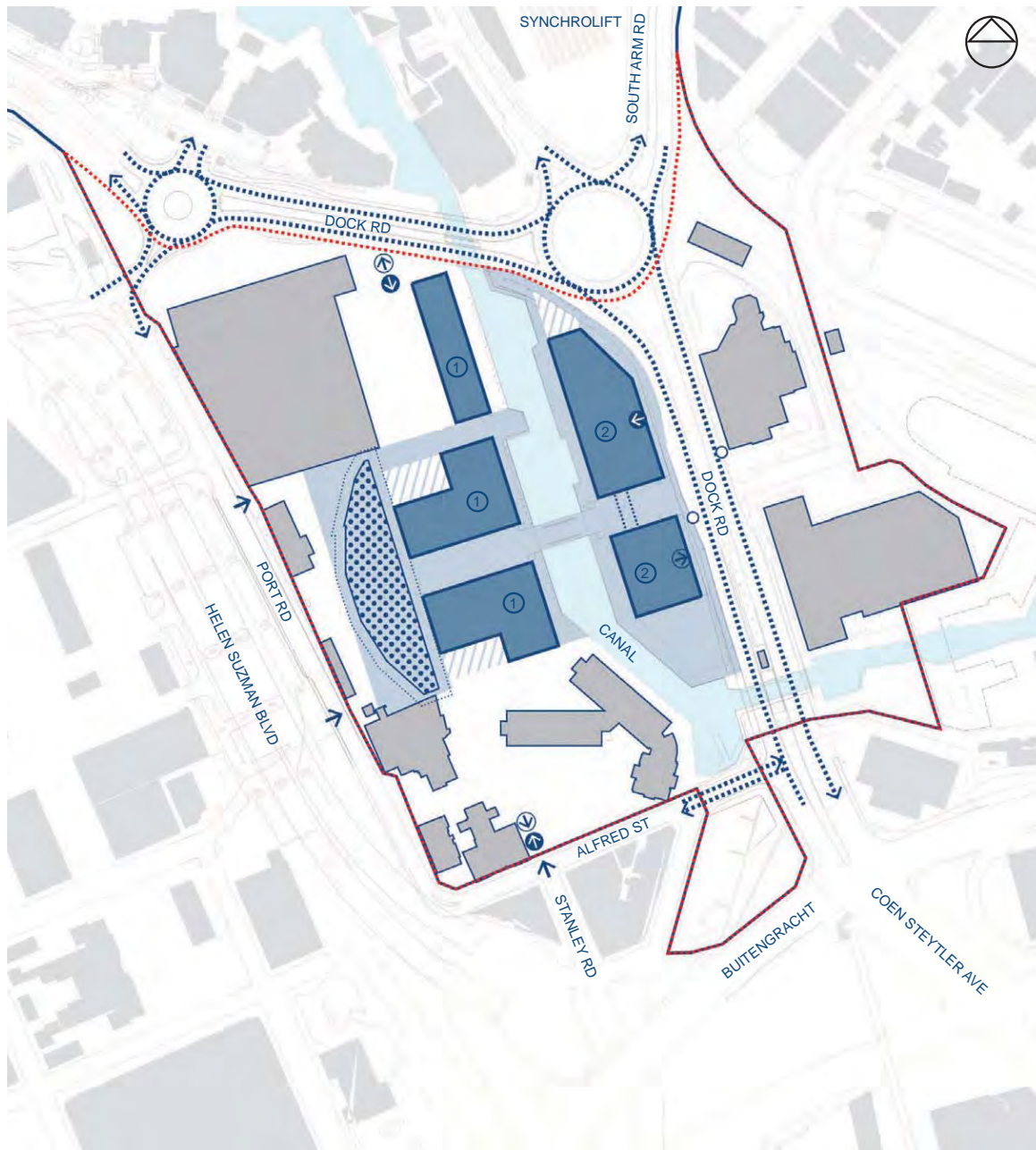
Figure 21: V & A Waterfront Gateway Precinct Urban Design Framework (2012)



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- Precinct boundary
- Existing development footprint
- Development parcel
- Colonnade
- Primary public space
- Secondary public space
- Public realm
- Public park
- Semi-public space
- Relic feature in park setting
- Primary structuring tree planting
- Secondary tree planting

Figure 22: Gateway Precinct Plan Amendment (2012)



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- | | | | |
|--|--|--|--|
| | V&A Waterfront boundary | | IRT bus stop |
| | Precinct boundary | | Basement parking access |
| | Retained / Reinstated heritage structure | | Basement parking exit |
| | 5m set-back around heritage structure | | Vehicular route |
| | Existing development parcel | | Access to the precinct |
| | New development parcel | | Maximum building height = 50m from base level
(Max height permitted for 50% of development package) |
| | Unrestricted public access | | Maximum building height = 40m from base level
(Max height permitted for 50% of development package) |
| | Semi-public access | | |
| | Pedestrian bridge | | |

6. PUBLIC CONSULTATION PROCESS

6.1 The Cape Institute for Architecture Heritage Committee

A presentation was made to the Cape Institute for Architecture Heritage Sub-Committee on 13 August 2012 (refer Appendix G). Representatives of the South African Military History Society and the VOC were in attendance.

The following comments were made:

- Potential problems related to the possible requirement for restricted access to the residential precinct as has occurred at the existing residential marina complex immediately to the north.
- Concerns related to the significant differences in level between Dock Road and the Battery. However, the conceptual approach of a series of terraces and steps, forming a major public urban space, was considered acceptable.
- The need for the Battery and the area immediately around it to be accessible to the public.
- The suggestion that the footprint of the Battery should be expressed in the hard landscaping adjacent to Dock Road.

In general terms The Heritage Committee considered the design proposals to be acceptable.

6.2 South African Military History Society, Chavonnes Battery

Willem Steenkamp, representing the Chavonnes Battery and the SAMHS, made the following comments:

- Although only a remnant of the Amsterdam Battery, built in 1781, has survived, it is important that it should be preserved as a marker of the substantial nature and importance of the fortification, and its role in the system of coastal fortifications in the Cape during the latter half of the eighteenth and early nineteenth centuries.
- The extent to which military related events could be held on the site was questioned.
- The Battery needed to be appropriately interpreted in the form of story boards, inter alia. These boards should include the role of coastal fortifications in the Cape at the time. Attempts should be explored to make the Battery a “living” monument.

6.3 The VOC Foundations

Dr Dan Sleight of the VOC Foundation previously stated that the Foundation is registered with SAHRA and the Western Cape Cultural Commission and supports the conservation of what remains of the Amsterdam Battery; this includes the remnant of the rear wall as well as the vertical face visible from the east from Dock Road.

The conservation of the Battery remnant and its appropriate interpretation would be a valuable addition to the military history tourist route.

The offer was made to make the VOC's collection of archival material available for the intended interpretation of the role of the Battery in the coastal fortification of the Cape.

7. HERITAGE IMPACT ASSESSMENT OF STAGE ONE OF THE PROPOSED DEVELOPMENT ON DOCK ROAD.

This report assesses the potential impact of a limited Stage One development on the vacant portions of land adjacent to Dock Road. An illustrative indication of the overall precinct based development proposals, particularly in terms of indicating an integrated public space system which addresses the heritage indicators and the urban design principles included in previous sections, is provided. It is emphasized that existing land uses, including the garage, motor car showrooms and film studios, still have relatively long leases and should be regarded as constraints in the short to medium term. The intention is thus to release land parcels for short term development while ensuring that long term objectives in terms of the urban design and heritage framework are not compromised in any way.

The assessment is structured in terms of the framework of indicators identified in Section 4 above.

- The retention and enhancement of identified heritage sites; the remnant of the Amsterdam Battery and the Mission to Seamen Institute.
- The retention of a visual corridor linking the Battery to the Signal Hill to the west and the sea to the east.
- The positive expression of the gateway condition at the interface between the City and the Waterfront.
- Compatibility with the contextual Framework published by the City of Cape Town in 1989 and the CoCT's conditions of approval related to the precinct plan approval in 1992.

As indicated above, the Stage One development affects only a portion of the site facing onto Dock Road. Sites with existing development, and where leases still apply, do not form part of the first Phase and are thus not dealt with in any detail in this assessment. However, as this assessment relates to a precinct based revision, the long term vision and concept as illustrated in Section 5 is briefly assessed.

7.1 The retention of the Amsterdam Battery and the Mission to Seamen Institute

This assessment relates to the first phase of development which includes the vacant land immediately to the west of the Battery. Only preliminary comments, relating primarily to the retention of an appropriate context for the Battery and view lines to and from it are dealt with in this assessment. It is envisaged that a detailed conservation management plan for the Battery would be the subject of subsequent submissions. Similarly the Mission to Seamen Institute building does not form part of this phase of development and is thus not dealt with in this assessment apart from the statement that the revised precinct plan indicates its retention.

7.1.1 The need for appropriate setbacks to retain and enhance the context of the Battery.

In consultation with the archaeologist, Tim Hart of ACO Associates, a set-back line of a minimum of 5m was stipulated for any development in the vicinity of the Battery. The Urban Design Framework and amended Precinct Plan illustrated in Section 5 indicate the adherence to this indicator. The Battery is conceptualized as a relic element within a landscaped park. There is no over sailing of the remnant and the setbacks are regarded as appropriate. Although the specific orientation of the buildings proposed, particularly to the east, is not indicated, it is evident that the Battery has been conceived of as a landmark element and a major component of a dominant east-west visual corridor. The role of the Battery is thus foregrounded in the urban design framework.

The need for an appropriate setting also relates to the requirement for adjacent development not to overwhelm the Battery, and not to provide a wall of development which would effectively block off the Battery from the sea.

The Urban Design Framework and revised Precinct Plan indicate a range of height options; with the stipulation that the two development parcels facing onto Dock Road have a maximum height of 40m with the added restriction that this height be restricted to a maximum of 50% of the development footprint, and that the two development parcels immediately to the east of the Amsterdam battery have a maximum height of 50m with the restriction that this height be restricted to 50% of the development footprint. The axonometric images included in Section 5 illustrate the potential impact of these height parameters, envisaged as slim towers which frame the east-west visual corridor and which act as markers to the Amsterdam Battery Square.

The exact nature of the interface between these two building parcels which are located immediately adjacent to the square would obviously impact on the significance of the square and the understanding of it as a remnant of a larger whole. It is suggested that the nature of this interface be further development at SDP level in terms of the package of plans approval process.

While the actual conservation of the fabric of the Battery is to be subject to more detailed analysis at a later stage, it is concluded that the massing and form of adjacent development will have a low impact on the context of the Battery.

The issue of height also needs to be considered in terms of the overall height of structures in the V&AW and the need to retain the landmark quality of the Grain Elevator buildings. The cross-sections in Section 5 provide an indication of the proposed height of the development in relation to existing heights of buildings in the immediate context and the heights permissible in terms of the zoning scheme. It is evident that a median height of approximately 50m prevails and that the proposed height of the development is thus within this broad parameter. The landmark Elevator building is 61m high.

7.1.2 The integration of the Battery into the public open space system

The Urban Design Framework and amended Precinct Plan indicate a major east-west urban corridor with the Battery as a major landmark and focal point at the western terminus. A series of stepped terraces is envisaged to accommodate the change in level from Dock Road to the Battery, which in places extends to approximately 12m. The orientation of adjacent buildings onto this public shaft of space and the visual linkages between the Battery, Signal Hill and the sea are regarded as positive components of the Urban Design Framework which effectively incorporates the Battery into the public space diagram which links the city with the Waterfront. The proposed park, effectively the only green public space within the Waterfront, provides a complimentary urban space to the Gateway Square proposed at the point of entry into the Waterfront.

7.1.3 The retention of views to and from the Battery

The heritage indicators stressed the need to retain views to and from the Battery. Apart from this central location of the Battery within the dominant east-west visual corridor referred to above, the fragmentation of building blocks indicated in the Urban Design Framework allow for a range of glimpsed views both towards the Battery from various points along Dock Road, and from the Battery towards significant visual landmarks such as the Noon Day Gun site on Signal Hill and the Grain Elevator and silos. The impact on the visual setting of the Battery is thus considered to be low.

7.1.4 The need for archaeological investigation, and an appropriate conservation methodology, including interpretation.

As indicated above, no development is envisaged in the immediate vicinity of the Battery. An appropriate set-back line has been developed in consultation with the archaeologists.

A Phase One archaeological investigation has been commissioned which will be the subject of a subsequent submission to HWC. The purpose of this study will be to determine the possibility of burial sites in the vicinity of the potential development parcels to the west of the Battery; to determine the original ground levels in the immediate vicinity of the Battery; to assess the significance of the remaining fabric and to develop an appropriate methodology for the conservation of the structure.

An essential component of the conservation plan will be the formulation of an appropriate strategy for effective interpretation of the Battery, including its role in the fortification of the Cape in the late eighteenth and nineteenth centuries and its relationship with other coastal fortifications in the Cape, particularly those within and in the immediate vicinity of the V&AW, namely the Chavonnes Battery and Fort Wynyard.

7.2 The retention of an east west visual shaft linking the Battery to the Noon Day Gun site on Signal Hill and the sea

The retention and enhancement of this visual corridor has been a major heritage indicator and has been endorsed by HWC and the City's heritage branch.

The original coastline was at the foot of the original Battery, and the relationship between the Battery and the coastline is obviously its reason for being. This relationship has, however, been eroded, initially by the extension of the railway network into the harbour in 1905, which necessitated the demolition of the front portion of the Battery, and subsequently, during the 1950s by the development and expansion of Duncan Dock which pushed the coastline westwards. While a visual corridor between the Battery and the sea is still evident, it has been compromised by building developments in the Dock area. Recent planning permission has also been given to a proposed hotel development to the east which penetrates into the visual corridor.

However, the fragmentation of development parcels and the retention and enhancement of the dominant visual east-west corridor, approximately 22m in width, retains these significant visual links. The high visual prominence given to this corridor in the public space diagram incorporated into the Urban Design Framework mitigates to some extent the intrusions of the later developments which have occurred in the Docks area, outside the jurisdiction of the V&AW.

7.3 Expression of gateway condition into the Waterfront

The heritage indicators, endorsed by HWC, and subsequent meetings with the City officials, the Waterfront Design Review Committee and the Cape Institute for Architecture Heritage Committee, have emphasized the need for the appropriate spatial expression of the gateway condition at the point of entry into the Waterfront from the south. Previous design proposals have been criticized for not having sufficiently addressed this requirement.

The Urban Design Framework clearly indicates a primary public space, Gateway Square, at the point of entry into the Waterfront, immediately to the north of the canal crossing. The square provides a major point of orientation at the point of entry; is immediately adjacent to a major structuring element within the precinct, the canal, and has visual linkages to significant landmarks in the immediate vicinity such as the Amsterdam Battery to the west and the synchrolift to the north. It thus has the capacity for providing a strong sense of place at the major point of entry into the Waterfront.

The potential for a coherent and consistent urban design intervention to the enclosure of the square is compromised to some extent by the existing motorcar showrooms to the east and the relatively long lease attached to this site. The site is highly strategic and possibly the most visually prominent in the Waterfront. It is thus recommended that a detailed urban design study be conducted related to the exploration of public spaces on the east side of Dock Road, the proposed landscaping and the need for active, pedestrian friendly edges at ground level. A potential square also provides the threshold relating to potential pedestrian routes into the Waterfront, either adjacent to the canal or along Dock Road and it is important that the nature of these options is clearly delineated in the planning and design of open spaces at the entrance to the Waterfront.

The Design Review Committee expressed concern regarding the potential fragmentation of this space, and the insufficient recognition of the space as a significant gateway. A detailed urban design concept incorporating the site presently occupied by the motorcar showrooms, could address this concern by making provision for a distinctive urban space with a strong sense of enclosure. The sense of an urban space, dominated by pedestrian movement should take predominance over Dock Road as a vehicular through route.

This urban design framework for Gateway Square should form part of the SDP submission for the building development immediately to the north of the square in terms of the package of plans approval process.

7.4 Integrating the City with the Waterfront

The need for the precinct to be integrated into the City grid and for a public space diagram to be clearly indicated has been a major urban design and heritage indicator throughout the process. City officials, the DRC and CIFA have stressed the need for the integration of pedestrian movement routes, in both a north-south and east-west direction, and the need for such routes to be clearly delineated and to function as major urban spaces with generous pavements and active edges. An essential ingredient of this aspect of integration is the need for public access, particularly to the water's edge.

The urban design framework and amended precinct plan clearly illustrate how this indicator has been addressed. Pedestrian movement routes and linkages with the movement network in the City have been identified, and a hierarchy of public spaces and routes has been clearly indicated. Linkage between the IRT stop on Dock Road and the east-west urban corridor has been emphasized to contribute to the activation of this space as a public, pedestrian dominant space rather than a vehicular through route.

The fragmentation of development parcels also contributes to pedestrian permeability through the precinct and its potential to function as a mixed use urban activity destination, integrated with adjacent city precincts. The urban design framework and the principles which underpin it specifically addresses the objective of making this precinct a part of the city with legible public access routes, unlike the isolated marina immediately to the north.

It should, however, be acknowledged that there are significant physical barriers to integration with the City public space network, particularly in the scale and nature of the Buitengracht as a divider to the south, and the elevated freeway system and the bus depot to the west. The pedestrian and vehicular movement network indicated in the urban design framework does, however, mitigate these barrier conditions to a large extent.

7.5 Compatibility with the Contextual Framework published by the City of Cape Town in 1989 to guide coordinated development in the Waterfront

City officials have required the assessment of the extent to which the development proposals have addressed the primary goals and objectives contained within the Contextual Framework.

The following have relevance to the study and have, to a large extent, been addressed in the assessment above.

- Integration: To increase the physical, perceptual, functional and jurisdictional integration of the central Waterfront with the rest of the city, for all segments of society.
- Public Use: To increase public use and enjoyment of the central Waterfront by extending the richness, diversity and activity of the city life to that area, through residential, institutional, recreational and commercial development.
- Public Access: To increase and improve public access and open space along the water's edge and within the central Waterfront.

- A clearly defined, convenient, comfortable, safe and well located unrestricted pedestrian route or routes should be provided through or adjacent to the site, linking the City with the central Waterfront and this should be conceptualised as a vital component of the development.
- The route should be aligned to take advantage of the location of heritage sites and other sites of public interest and additional alternative potential pedestrian routes which could link the development area into the City.

It is held that the long term vision and concept included in Section 5 specifically addresses these objectives. Specifically, the following key elements are considered to be development fixes that should guide all future revisions of the precinct:

- Promoting spatial integration and pedestrian links into the precinct from Green Point via a series of secondary pedestrian routes from Somerset Road including Ebenezer Road, Bennett Street and Napier Street.
- Promoting spatial integration and pedestrian links into the precinct from the central city via Dock Road as the primary pedestrian axis that links North Wharf Square into the Clock Tower Precinct.
- Establishing the gateway and entrance to the V&AW and the precinct at the junction of the canal and Dock Road with a high quality public space, Gateway Square.
- Promoting pedestrian access along the canal with a secondary pedestrian route that links Convention Square to the Cape Grace Hotel.
- Securing the Amsterdam Battery and a landscaped park as a public amenity.
- Maintaining and protecting critical view corridors of heritage features and panoramas which add to the character and sense of place within the precinct.

The Urban Design Framework included in Section 5 demonstrates how the key elements identified in the long term concept have been interpreted into the proposed amendment for the Gateway Precinct and how the principles contained in the Contextual Framework have been addressed. It illustrates the parts of the public environment that have been prioritized for upgrade and implementation in the initial stages of the Gateway Precinct redevelopment as well as to how key heritage resources, view corridors and the need for an integrated public space system will be accommodated in the longer term.

8. CONCLUSIONS AND RECOMMENDATIONS

The initial Precinct Plan was approved by the City of Cape Town in 1992 prior to the promulgation of the NHR Act. A number of amendments and addendums were made to the Plan during the 1990s, all of which preceded the provisions of the NHR Act.

The revision of the earlier 2008 HIA, approved by HWC, has been necessitated by the changed spatial context and changing market conditions. The heritage indicators utilised in the previous HIA and endorsed by HWC, have been used in this HIA as a framework for assessment. The indicators have been augmented by a series of interactions with city officials and with the CIFA Heritage Committee. Heritage resources identified on the site relate largely to the remnant of the Amsterdam Battery and the Mission to Seamen Institute. Heritage issues revolve around the retention and enhancement of the Battery and its context, the retention of the Mission to Seamen, the need to retain and enhance the visual corridor linking the Battery to the Noon Day gun site on Signal Hill to the west and the sea to the east and the need to integrate the precinct into the public space structure of the City.

A consultation process has occurred, involving the CIFA Heritage Committee, the VOC Foundation and the South African Military History Society. All have indicated broad support for the proposal.

The proposal being assessed refers only to the first phase of development, on the vacant land immediately to the west of the Battery and between the Battery and Dock Road. The focus on the first phase is due to the nature of the existing buildings on the site, their attendant leases and their income generating capacities. A long term vision and urban design concept for the precinct as a whole does, however, form part of the proposal and is assessed in terms of the extent to which the development fixes identified address the heritage indicators.

It is concluded that the first phase of the development of the precinct and the long term vision sufficiently address the indicators included in this report and previously endorsed by HWC.

It is therefore recommended that HWC:

1. Endorse the findings and recommendations of this HIA report.
2. Approve the building envelopes and design parameters for the first phase development illustrated in the Urban Design Framework and Revised Precinct Plan (Figures 21 and 22) included in Section 5 of this report.
3. Endorse the long term vision and urban concept (Figures 19 and 20) included in Section 5 of this report.
4. Require that a conservation management plan be compiled, in association with an appropriately qualified and experienced archaeologist, for the excavation, conservation management and interpretation of the remnant of the Amsterdam Battery. This should form part of the SDP submission for the area.
5. Require that a urban design study be compiled for Gateway Square, clearly indicating heights, building lines and hard and soft landscaping to ensure the celebration of the area as a gateway into the Waterfront and as the point of integration between the City and the Waterfront. This should form part of the SDP submission for the area.

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APPENDIX A

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