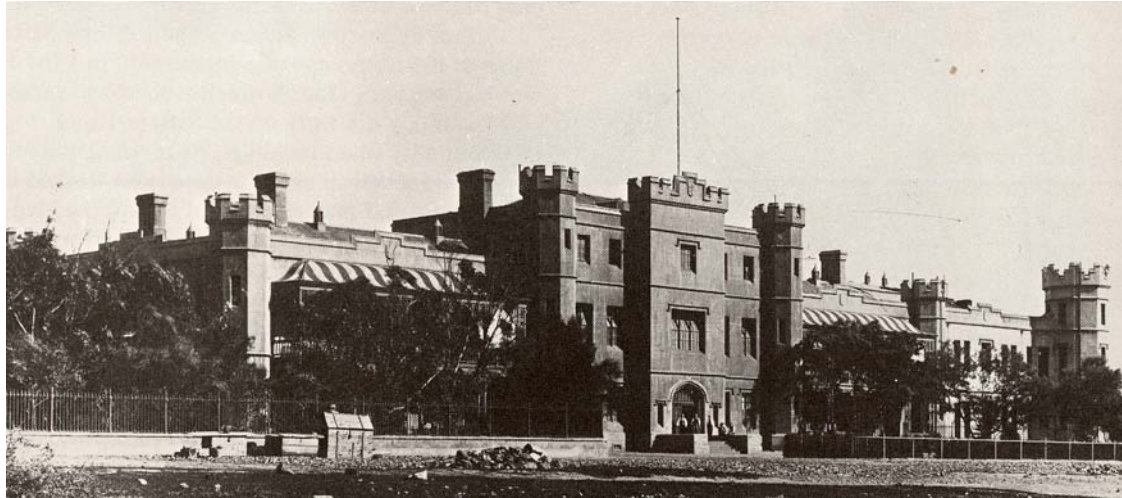


**SOMERSET PRECINCT H.I.A. (Phase 2)**  
**URBAN DESIGN PROPOSALS FOR MIXED USE DEVELOPMENT**  
**(Erven 1559, 1955 and portion 1056, Green Point, Cape Town)**  
**SECTION 38 OF THE NHRA**  
**WESTERN CAPE PROVINCIAL GOVERNMENT**  
**DEPARTMENT OF TRANSPORT & PUBLIC WORKS**  
**July 2014**



**NEW SOMERSET HOSPITAL (BUILT 1862): CAPE ARCHIVES**

Prepared by: Andre Pentz B.Arch.MCPUD Pr.Arch TRP SA UDISA APHP  
Urban Design Services cc  
PO Box 30595  
TOKAI 7966

E-mail: [urbands@iafrica.com](mailto:urbands@iafrica.com) Tel: 021 7121861 Fax: 021 7128014



CK: 94/37657/23  
ARCHITECTS ~ PLANNERS  
HERITAGE CONSULTANTS

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**Annexure 1: VIA Report by Gibbs Saintpol.**

**Annexure 2: Urban Design Proposals by ARG Design.**

## 1.0 INTRODUCTION

### 1.1 BACKGROUND

This HIA Phase 2 (Impacts and Mitigation) draft report is for new urban design proposals for a mixed-use development for the Somerset (Hospital) Precinct, forming part of an urban regeneration program being conducted by the Provincial Department of Transport and Public Works. The site comprises three large erven that will be rezoned for business purposes.

The HIA follows on from various proposals that were put forward from 2003 to 2008 for the Somerset Precinct, but were never implemented. During this period numerous heritage impact assessments were undertaken, and corresponding Records of Decision (R.O.D.s' ) issued by Heritage Western Cape (HWC). This process is set out in the Table below.

SOMERSET HOSPITAL PRECINCT: SUMMARY OF HIAs' /HERITAGE APPROVAL PROCESS/ HWC RODs' 2003-2008		
Date	ROD date and content	Supporting Documentation/ HIA
April 2003		April 2003: Provincial Department of Transport and Public Works appointed Urban Renewal Consortium: N&M Associates Planners and Designers, EIA: Chand Environmental with Baumann and Winter Heritage Consultants
June 2003		June 2003: Baumann and Winter Heritage component report as part of EIA including specialists Harriet Deacon, Tim Hart, Dr. Hans Fransen and Harriet Clift.
January 2006		January 2006: Baumann and Winter Phase 2 HIA Report
December 2006	22/12/2006. Section 38 (2) : Comment to DEA&DP accepting requirements of Baumann and Winter Addendum Report	September 2006: Addendum report to Phase 2 HIA submitted by Baumann and Winter
July 2007	09/07/2007 Section 38(8) Approval to proceed; committee approved report and recommendations ; development may proceed	June 2007: New Urban Design Framework commissioned by DTPW from argDesign; Amendment of HIA Recommendations Report prepared by Andre Pentz of Urban Design Services
October 2007	31/10/2007 Section 38(2) Comment to DE&DP ; Revised proposals inappropriate, prefers previous proposals	October 2007: Review of New Proposals by Andre Pentz of Urban Design Services cc in response to alternative designs prepared by argDesign.
August 2008	22/08/2008 Committee endorsed Heritage Consultants Recommendations on pp 11-12 in HIA, with conditions	July 2008: Review of New Revised Proposals by Andre Pentz of Urban Design Services cc in response to revised designs prepared by argDesign.
October 2008	27/10/2008 Section 38(8) Vast improvement noted; approved revised proposals	September 2008: Amendments to design of Precinct 1 following further iterations and submissions made by arg Design

The Department of Transport and Public Works has now authorized ARG Design to undertake the necessary revisions to their original plans. This constitutes a new proposal and therefore necessitates a new comment from HWC, and submission of a HIA report in terms of Section 38 (8) of the NHRA. The proposed development is subject to an EIA and the final decision making authority is the DEADP. It should also be noted that the New Somerset Hospital Building (1862) excluding later additions is a PHS (Provincial Heritage Site) and is located within the development. Section (27) of the NHRA is therefore also applicable. An adjoining site, Fort Wynyard (1860) is also a PHS.

A notification of intent to develop (NID) has been submitted to HWC by Chand Environmental Consultants., and HWC have called for an HIA assessing impacts on all identified heritage resources, including a visual impact study. The HIA is to comply with Section 38 (3) of the NHRA (National Heritage Resources Act). According to the Act this requires the following to be undertaken:

- “(a) The identification and mapping of all heritage resources in the area affected;*
- (b) an assessment of the significance of such resources in terms of the heritage assessment criteria set out in section 6(2) or prescribed under section 7;*
- (c) an assessment of the impact of the development on such heritage resources;*
- (d) an evaluation of the impact of the development on heritage resources relative to the sustainable social and economic benefits to be derived from the development;*
- (e) the results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources;*
- (f) if heritage resources will be adversely affected by the proposed development, the consideration of alternatives; and*
- (g) plans for mitigation of any adverse effects during and after the completion of the proposed development”.*

Sections (a) and (b) above comprise a Phase 1 HIA (Identification, Mapping, Assessment of Significance and Heritage Indicators) The heritage resources were previously identified, mapped, and assessed in terms of heritage significance (including grading and heritage indicators) by Baumann and Winter (January 2006). Their findings were endorsed by Heritage Western Cape and for the purposes of this report will be relied upon.

Sections (c) to (g) comprise a Phase 2 HIA (Impacts and Mitigation). Andre Pentz of Urban Design Services cc has been instructed by Chand Environmental Consultants (acting on behalf of the Department of Transport and Public Works) to prepare the HIA Phase 2 and submit it to HWC for comment. Chand Environmental are conducting the public participation component of the HIA.

The penultimate ROD issued by HWC on the 22/08/2008 endorsed the following recommendations. It is believed that these will still have relevance (for the new urban design proposals).

“1/ The urban design framework as prepared by *argDESIGN* to be substantially implemented. The final draft is to be submitted to Heritage Western Cape for authorisation. Any changes to the urban design framework are also to be submitted to Heritage Western Cape for comment and approval.

2/ Development plans, either for precincts within the complex, or for development parcels within the precincts, which depart from the urban design framework, to be submitted to Heritage Western Cape for comment and approval.

3/ Detailed design development, and in relation to any development which Involves or is adjacent Grade 2 or 3 sites, is to be submitted to Heritage Western Cape for comment and approval.

4/ Development plans, sketch plans and detail design development should encompass the following principles:

- Provision of active street edges with pedestrian protection and shelter.
- Facades and frontages to be carefully designed to ensure pleasing proportions, solid to void relationships, vertical alignments, actual and virtual structure and a sense and level of detail.
- Large blocks to be broken up to reflect a human scale, including if necessary the introduction of pergolas, trellises and screens.
- Buildings abutting heritage sites to be especially treated so that they do not overshadow or detract from the historic fabric. This aspect to be tested for each condition and from important viewing sites.
- Large expanses of reflective glass surfaces to be avoided. Facades exposed to views looking down or up to the site should have a neutral colouring, or background treatment.
- Building skyline and silhouettes to be softened with appropriate architectural treatment.
- Utilities and services to be concealed/ screened.
- Mixed-use development to be promoted, and to allow for flexibility and change of use over time.
- Tall and large blocks require wind impact tests to be undertaken.
- Signage to be discreet.
- Traffic calming measures to be incorporated for pedestrian crossings.
- Provision for hard and soft landscaping to be addressed at an early stage of design development.
- Potential negative impact of shading on streets and public places to be evaluated.
- Adverse impacts of any artificial lighting to be considered.
- Basement parking areas for the general public to be well lit and consideration should be given to their aesthetic treatment.

5/ Conservation specialists to be appointed to advise on the restoration of the historic buildings to be retained, and to make a comprehensive record of all buildings or artifacts to be removed, with special emphasis on the graded buildings.

6/ Archaeological monitoring and management of all demolition and excavation work should be provided for in the environmental management plan for construction.

7/ Detail landscape plans including hard and soft landscaping to be prepared. Any mature trees to be retained for the development are to be identified at the design development stage, prior to construction, and are to be protected. The existing gum trees on the Green Point Track are to be retained, and an undertaking to this end is to be secured from the relevant landowner or authority concerned.

8/ All the heritage buildings are to be properly secured once vacated (and before hand-over to third parties or construction companies) in order to protect the heritage fabric and to prevent potential break-ins, vandalism and theft. Regular round the clock foot and guard dog patrols to monitor security should be undertaken before the handover of any sites.”

## 1.2 METHODOLOGY

Methodology included site visits, reading of background material and reports, meetings, desktop analysis and report writing. Potential impacts were assessed and mitigation was considered. Comment from IAP's is to be sought and included in the final report.

## 1.3 STATEMENT OF INDEPENDENCE AND EXPERTISE

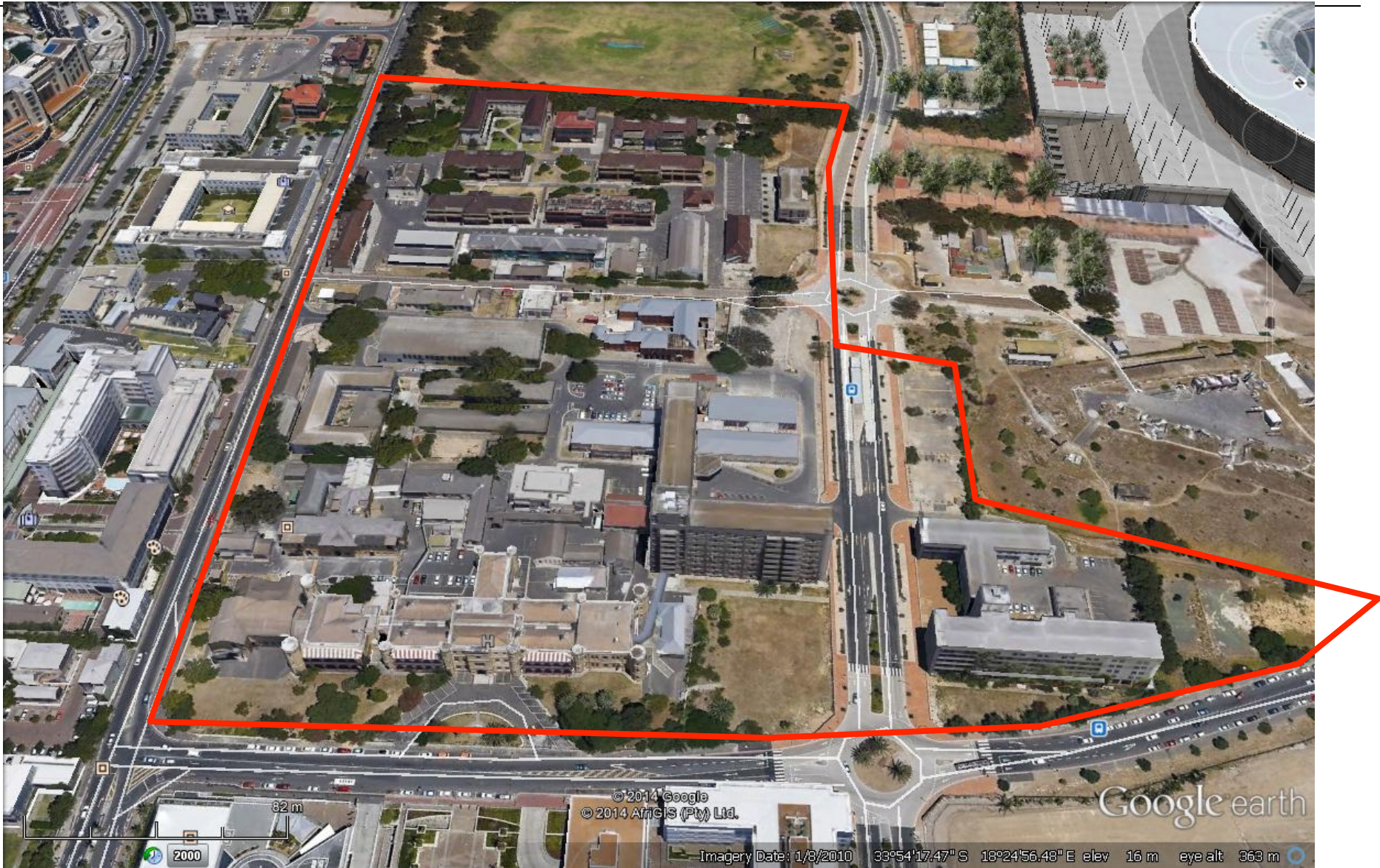
Andre Pentz of Urban Design Services cc and his associates are independent service providers and have no financial interest in the property or development as such, except for fair remuneration for professional services rendered. Andre Pentz is an architect, urban planner and heritage management consultant with 25 years of experience in disciplines involving the built environment, and is an accredited member of The Association of Professional Heritage Practitioners (APHP).



Locality Plan (extract 1:50,000 series RSA)



Aerial Photograph (source: Google Earth)



**BIRDS' EYE VIEW LOOKING SOUTH**

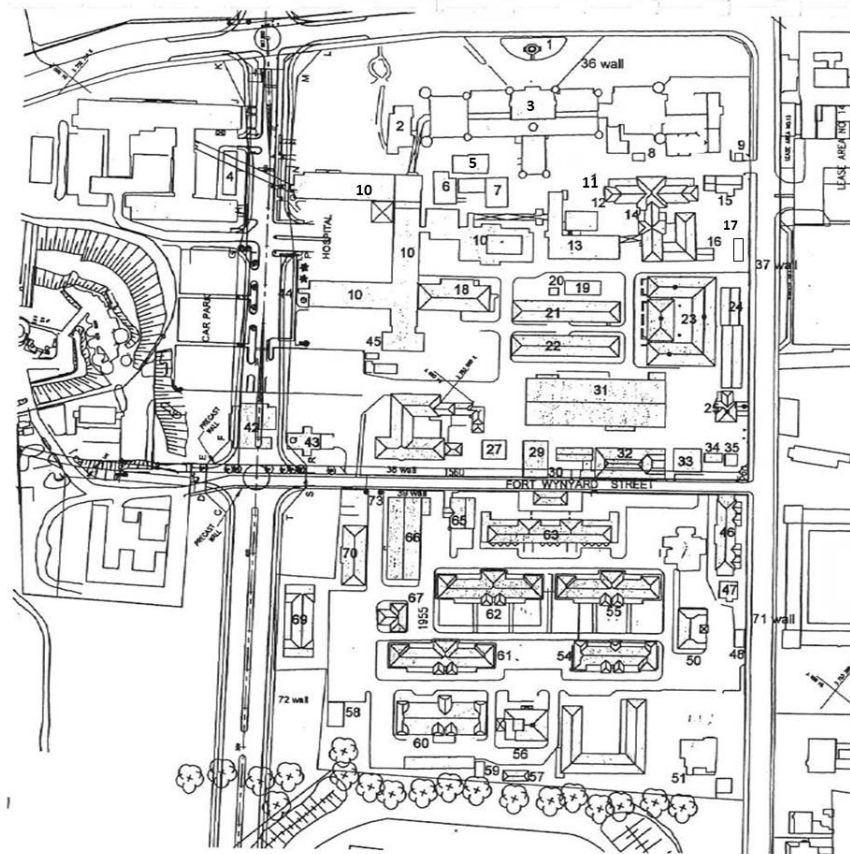
## 2.0 HERITAGE RESOURCES

### 2.1 IDENTIFICATION, MAPPING AND ASSESSMENT OF SIGNIFICANCE (INCLUDING GRADING)

The heritage resources were comprehensively identified, mapped, and assessed in terms of heritage significance, by Baumann and Winter in their January 2006 report. Refer to the map of building elements including heritage resources and the grading map below.

#### 12/5/03 SOMERSET HOSPITAL: BUILDINGS AND ELEMENTS

1. MEMORIAL DRINKING FOUNTAIN
2. ADMINISTRATIVE OFFICES
3. SOMERSET HOSPITAL, NORTH BLOCK
4. NURSES HOSTEL, GARAGES
5. STORES AND SCHOOL OF RADIOGRAPHY
6. STAFF DINING ROOM
7. STORES, TOILETS
8. AIR CONDITIONING PLANT ROOM
9. PORTERS SHELTER
10. SOMERSET HOSPITAL (NEW BLOCK)
11. PLANT STORE
12. STORE
13. MURRAY WARD AND CAFÉ TARIA
14. SHIPLEY MATERNITY BLOCK
15. STUDENTS HOSTEL
16. MATERNITY OUTPATIENTS
17. GARAGES
18. SOMERSET HOSPITAL, NEW WING
19. SWIMMING POOL
20. PUMP HOUSE (staff swimming pool)
21. NURSES QUARTERS
22. NURSES QUARTERS
23. NURSES QUARTERS, LOUIS BLUMBERG HOUSE
24. DOCTORS RESIDENCES
25. RESIDENCE
26. NURSES HOME
27. BOILER HOUSE
- 28.
29. REFUSE STORE
30. STORE
31. RECREATION HALL
32. WORKSHOPS
33. REFUSE ROOM AND STORE
34. SUBSTATION
35. REFUSE STORE
36. WALL ON BEACH ROAD
37. WALL (NORTH) ON PORTSWOOD ROAD
38. WALL (NORTH) ON WYNYARD ROAD
39. WALL (SOUTH) ON WYNYARD ROAD
40. NURSES RESIDENCE
41. CHANGING ROOMS (TENNIS COURTS AND POOL)
42. CRECHE
43. MORTUARY (Demolished?)
44. COVERED GARAGE
45. 2 PLANT ROOMS
46. WARDS
47. DOCTORS COTTAGE
48. PORTERS LODGE
49. GARAGES (Demolished?)
50. CITY HOSPITAL FOR INFECTIOUS DISEASES
51. MEDICAL SUPERINTENDENT'S HOUSE
52. GARAGES
53. NURSES QUARTERS
54. WARDS (1940 REBUILD)
55. WARDS (c1929)
56. DISPENSARY
57. SUBSTATION
58. WATER TANK PUMP HOUSE
59. FUEL STORE
60. WARDS (c1929)
61. WARDS (c1929)
62. WARDS (c1929)
63. WARDS (c1949)
64. VD CLINIC
65. MORTUARY
66. KITCHEN
67. X-RAY DEPARTMENT
68. CARPORT (Demolished?)
69. NURSES QUARTERS AND KITCHEN
70. STAFF ROOMS AND GARAGES
71. WALL (CITY HOSPITAL), PORTSWOOD ROAD
72. WALL CITY HOSPITAL, WESTERN SIDE
73. GATE POSTS, WYNYARD ROAD



Mapping of Building Elements including Heritage Resources - (Baumann & Winter 2006)



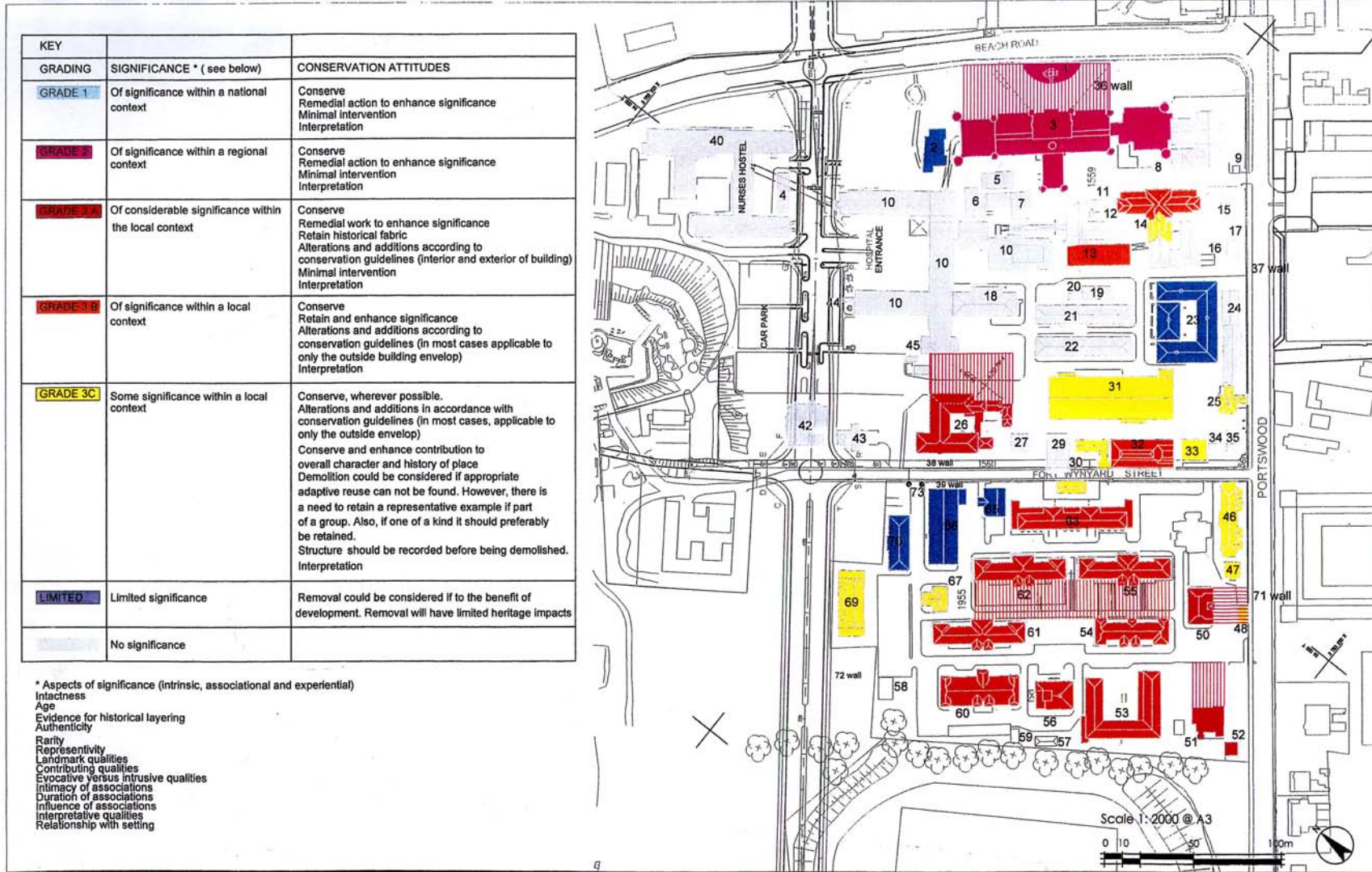


Figure 3.4: Built Elements: Suggested Gradings

PROPOSED REZONING OF ERVEN 1559  
 AND PORTION ERF 1056, GREENPOINT  
 Urban Renewal Consortium

### Grading and Significance of Heritage Resources Map- (Baumann & Winter 2006)

## 2.2 HERITAGE INDICATORS

Section D of the 2006 Baumann and Winter HIA report provided a statement of heritage indicators. These were formulated both for the site as a whole and for the individual precincts, and are summarized below.

### General

For the site as whole indicators were formulated in terms of the following:

- Broader cultural landscape context
- Historical structuring elements
- Historical land uses and roles over times
- Historical fabric and associated spaces
- Potential public appreciation and enjoyment of the site
- Archaeological sensitivity of the site

All the indicators relevant to the above have relevance and are to be addressed in the proposed development. These include the following salient guidelines:

- Enhance public structure and the open space network in terms of access and circulation.
- Emphasize the morphological character of new interventions (ie height, massing and orientation of buildings) as opposed to individual architectural treatment.
- Create positive response to associations with a place of healing, esp, for disadvantaged, including public memory relating to role models, racial segregation.
- The retention and adaptive reuse of conservation-worthy structures and associated spaces and fabric, including landscaping and boundary walls.
- Removal of negatively impacting later accretions.
- Retention of heritage objects and fixtures and provision for a heritage interpretation plan, information to be provided and themes.
- Archaeological procedures to be agreed upon for excavation and in the (relatively unlikely) event of the discovering of human remains.

### Precincts

Heritage Indicators were also formulated for the various precincts.

**RELEASE AREA 1** formerly Precinct 1 (Helen Bowden Precinct).

Indicators for this precinct relate to the enhancement and protection of Fort Wynyard and for the demolition of the Helen Bowden Nurse's Residence.

**RELEASE AREA 2/3** formerly Precinct 3 (Old City Hospital Precinct)

Retention of conservation worthy structures:

- **Grade 3A:** City Hospital (No. 50),
- Medical Superintendent's House (No. 51 and 52)
- **Grade 3B:** Nurses Quarters (No. 53), Dispensary (No. 56), Wards (No's. 60, 61, 62, 54, 55 and 63)

Conserve wherever possible

- **Grade 3C:** Wards (no 47- should read 46'), Doctors cottage (no 47), X-Ray Department (no 67), Nurses Quarters and Kitchen (no 69).

Guidelines relating to the precinct as a whole, including linkages to Fort Wynyard Road, the V&A basin and the Green Point track.

**RELEASE AREA 4** formerly Precinct 2 (Old Somerset Hospital Precinct).

Retention and conservation of conservation-worthy structures. These include:

- **Grade 2:** Somerset Hospital North Block (No. 3)
- **Grade 3A:** Nurses Home (26)
- **Grade 3B:** Shipley Maternity Block (no 14), Murray Ward (No. 13) Workshops (No. 32) Conservation where possible of **Grade 3C** structures. Various recommendations pertaining to the conservation and enhancement of the heritage fabric identified.

### 3.0 REVISED PROPOSALS

Revised proposals in the form of a report, sketch plans and diagrams have been prepared by ARGDesign. Refer to Annexure 2.

#### 3.1 REVISED PROPOSALS COMPARED TO PREVIOUS PROPOSALS

The revised proposals retain most of the framework elements of the proposals that were previously submitted to and endorsed by HWC, including the heritage structures that were identified for retention. The main difference is that the new hospital will not be built on the site, but elsewhere, closer to the community it serves. The site will still retain a health services facility role in the form of a community clinic to be established adjacent to the existing medical museum. Development is phased with four release areas:

- **Release Area 1 (R1) - former Precinct 1 (Helen Bowden Precinct)**

PROPOSED CHANGE FROM PREVIOUS PROPOSAL (ROD 27/10/2008)

No change proposed. The proposed development on Release Area 1 was endorsed by HWC in their ROD of 27/10/2014. This was after several iterations had been submitted by ARGDesign to the committee for consideration. The final iteration included a 5-storey perimeter building lining Granger Bay Boulevard and portion of Beach Road, with a 16-storey rectangular tower block on top, situated on the corner of Granger Bay Boulevard and Beach Road, and another similar but smaller tower of 10-storeys fronting Beach Rd.

- **Release Area 2 (R2) -approximates former Precinct 3B**

PROPOSED CHANGE FROM PREVIOUS APPROVAL (ROD 22/08/2008)

The revised proposal includes several 10-12 storey buildings lining Granger Bay Boulevard stepping down to 7-9 and 9-10 storey buildings framing courtyards and public spaces within the block. The difference between this and the previous proposals is that the previous proposal was for a more monolithic 10-storey perimeter building stepping down to Granger Bay Boulevard with 4 return wings framing 3 courtyards towards the interior of the block. The revised proposal is disaggregated into smaller building footprints and a visual/ pedestrian corridor has been introduced, linking access to the stadium over Granger Bay Boulevard from Portswood Road.

- **Release Area 3 (R3)- approximates former Precinct 3A.**

PROPOSED CHANGE FROM PREVIOUS APPROVAL (ROD 22/08/2008)

The 6-storey new hospital building that was originally proposed is now gone. In its place are several 7-9 and 9-10 storey buildings in the middle of the block stepping down to 5-storey buildings on the Portswood Road side of the block, with the proposed pedestrian route /visual corridor linking Portswood Road and Granger bay Boulevard forming a new structuring element to the composition. The two landmark heritage buildings on Portswood Rd are still retained (Old City Hospital and Medical Museum).

- **Release Area 4 (R4)= former Precinct 2**

PROPOSED CHANGE FROM PREVIOUS APPROVAL (ROD 22/08/2008)

Heritage buildings still retained as before include the New Somerset Hospital building (PHS), the Nurses Home, Shipley Block and the Workshops building. Along Granger Bay Boulevard development has extended up to the Beach Road to form a 'gateway' element to correspond with the proposed development on Release Area 1.

### 3.2 GRADED HERITAGE STRUCTURES TO BE DEMOLISHED

The Table below includes a list of graded structures to be demolished. This remains the same as was previously proposed. Since the Baumann and Winter Report of 2006, no further assessment of the heritage significance or of these structures has been undertaken. Section 5 of the NHRA requires that all heritage resources must be fully researched, documented and recorded.

<b>LIST OF GRADED HERITAGE STRUCTURES TO BE DEMOLISHED</b>			
<b>Release Area</b>	<b>No. on Plan</b>	<b>Description on Plan</b>	<b>Grading</b>
2	67	X-Ray Department	Grade 3C
2	69	Nurses Quarters and kitchen	Grade 3C
2	62	Wards (c 1929)	Grade 3B
2	60	Wards (c 1929)	Grade 3B
2	61	Wards (c1929)	Grade 3B
3	56	Dispensary (listed as a Category 2 building- 'Buildings of outstanding architectural merit' , in the "Buildings of Cape Town " survey by Cape Institute of Architects, Vol. 3, 1983)	Grade 3B
3	63	Wards (c1949)	Grade 3B
3	55	Wards (c1929)	Grade 3B
3	54	Wards (1940 rebuild)	Grade 3B
3	53	Nurses Quarters	Grade 3B
3	46	Wards	Grade 3C
3	47	Doctor's cottage	Grade 3C
3	48	Porter's lodge	Grade 3C
3	Behind 63	Former VD Clinic	Grade 3C
4	14 (portion to rear)	Shipley Maternity Block	Grade 3C
4	25	Nurses home	Grade 3C
4	33	Refuse Room and Store	Grade 3C
4	30	Store	Grade 3C
4	31	Recreation Hall	Grade 3C
4	13	Murray Ward and Café Taria	Grade 3B
4	26 (later annex)	Victoria Nurses Home (later annex comprising east wing to be removed in terms of Baumann and Winter report)	Grade 3A (Probably incorrect grading)



NO. 53 NURSES QUARTERS (GRADE 3B)



NO. 56 DISPENSARY (GRADE 3B)



NO. 60 WARDS (1929) (GRADE 3B)



NO. 69 NURSES/ KITCHEN (GRADE 3C)



NO. 63 WARDS C.1949 (GRADE 3B)



NO.46 WARDS (GRADE 3C)

**SOME GRADED BUILDINGS TO BE DEMOLISHED**



GROUP OF FOUR WARDS: NO'S 54 (1940 REBUILD), 55, 61 AND 62 (ALL 1929) (GRADE 3B)



**SOME GRADED BUILDINGS TO BE DEMOLISHED**



MEDICAL MUSEUM (GRADE 3A)



OLD CITY HOSPITAL (GRADE 3A)



VICTORIA NURSES HOME (GRADE 3A)



WORKSHOPS (GRADE 3B)



SHIPLEY BLOCK (GRADE 3B)



NEW SOMERSET HOSPITAL (GRADE 2)

**BUILDINGS TO BE RETAINED**

## 4.0 IMPACTS AND MITIGATION

### 4.1 RELEASE AREA 1

Comprises a mixed-use development (residential, offices and retail at ground level) on the Helen Bowden Precinct (existing building to be demolished).

Potential impacts	Assessment of impacts	Mitigation
<p>Loss of and impairment of seaward and landward (mountain) views from Fort Wynyard.</p> <p>Intrusion of building mass, scale or height on the perimeter edge of Fort Wynyard, compromising the open space quality of the site.</p> <p>Loss of visual connection to Fort Wynyard from the Somerset Hospital precinct.</p> <p>Loss and intrusion into views of Fort Wynyard and mountain backdrop from Beach Road (designated Scenic Drive in terms of COCT's Scenic Drive Network Management Plan).</p>	<p>Considerable impact on adjoining Fort Wynyard (PHS -Provincial Heritage Site), erosion of the landscape quality of the site and visual connectivity to its environs.</p> <p>Title Deed restrictions for the site (in the form of a servitude area protecting Fort Wynyard from building encroachment, and covering most of the site) would have to be waived.</p> <p>Development would be contrary to the heritage indicators for the site.</p> <p>Some visual impact on Beach Rd. Scenic Drive.</p>	<p>Would require a significant reduction in the height and footprint of the proposed development, confined to the extreme perimeter of the site on the corner of Beach Rd. and Granger Bay Boulevard.</p>



#### 4.2 RELEASE AREA 2

Proposed mixed-use development (retail, offices and residential) along the Granger Bay Boulevard and north-west corner of the site.

<b>Potential impacts</b>	<b>Assessment of impacts</b>	<b>Mitigation</b>
Loss and impairment of landward (mountain) views from Fort Wynyard from buildings fronting Granger Bay Boulevard.	Considerable visual impact..	Would require a significant reduction in the height of proposed buildings lining Granger Bay Boulevard.
Loss of 2 buildings Graded 3C and 3 buildings Graded 3B.	Negative impact in terms of loss of heritage resources.	Site does not fall into a designated conservation area/ heritage overlay zone and there is no conservation imperative to retain the institutional character of the site.
The Green Point track is a heritage resource and forms part of the axial composition of the Somerset Hospital Precinct. Development on this edge should make a positive contribution to the definition of the Track as a green urban room and the urban design framework should support this.	The impact of different building heights and setbacks on the leading edge to the Track needs interrogation. The edge needs to be modulated with urban design controls to be established. There should be consistency in the way the edge to the track is framed with new buildings.	Details (of the urban design guidelines) to be formulated: consider stepping down to a consistent cornice line for the main part of development along this edge.

### 4.3 RELEASE AREA 3

New residential and medical-related infill development with removal of existing Grade 3B and Grade 3C structures.

<b>Potential impacts</b>	<b>Assessment of impacts</b>	<b>Mitigation</b>
The Green Point track is a heritage resource and forms part of the axial composition of the Somerset Hospital Precinct. Development on this edge should make a positive contribution to the definition of the Track as a green urban room and the urban design framework should support this.	The impact of different building heights and setbacks on the leading edge to the Track needs interrogation. The edge needs to be modulated with urban design controls to be established. There should be consistency in the way the edge to the track is framed with new buildings.	Details (of the urban design guidelines) to be formulated: consider stepping down to a consistent cornice line for the main part of development along this edge.
Loss of 5 buildings Graded 3B (including a group in of similar structures and associated open space forming part of a group), and 4 buildings Graded 3C,	Considerable impact in terms of loss of heritage resources.	Site does not fall into a designated conservation area/ heritage overlay zone and there is no conservation imperative to retain the institutional character of the site.
Potential impacts of height, scale and massing of new buildings relative to existing landmark heritage buildings and fine-grain development on Portswood Rd.	Can only be adequately assessed at the sketch plan design stage.	Urban Design Guidelines to ensure that height, scale and massing of new buildings relative to heritage buildings and sites are sufficiently interrogated to reduce potential impacts.

#### 4.4 RELEASE AREA 4

Proposed mixed-use development including offices, residential and retail in core of Precinct 2 and adaptive re-use of existing heritage sites.

Potential impacts	Assessment of impacts	Mitigation
Building mass, scale and height on the Granger Bay Boulevard/ Beach Rd corner site.	Intrusive to site of New Somerset Hospital (1862) and to Beach Rd. Scenic Drive.	Impact on Scenic Drive largely confined to immediate environment.
Height, mass and scale of new building along Portswood Rd.	Can only be adequately assessed at the sketch plan design stage.	Urban Design Guidelines to ensure that height, scale and massing of new buildings relative to heritage buildings and sites are sufficiently interrogated to reduce potential impacts.
Loss of Grade 3B building- Douglas Murray House	Loss has relatively low impact (building is only of some significance).	Site does not fall into a designated conservation area/ heritage overlay zone and there is no conservation imperative to retain the institutional character of the site.
Loss of layers (accretions): 1/ New Somerset Hospital Building -later east wing (Ungraded), 2/ the rear wing of the Shipley Building (Grade 3C) and 3/ later addition to Victoria Nurses Home (Grade 3A, probably by mistake).	Low impact: later accretions of lesser significance; removal facilitates adaptive re-use and serves to reveal more significant component.	Complies with heritage indicators.

## 5.0 VISUAL IMPACT ASSESMENT

A VIA has been prepared and is attached (Annexure 2).

The VIA confirmed the *“loss of scenic views from some vantage points close to the site”* and *“In terms of the development footprint, the current urban design proposal (alternative 3) would seem to have a comfortable fit, being an appropriate intermediate scale development between the Cape Town Stadium and the surrounding urban fabric without compromising the landmark quality of the stadium.*

*Established during the study as critical visual criteria was the need to protect the historic viewlines between Fort Wynyard, Lion Battery and King’s Blockhouse. Alternative 3 accommodates this visual criterion sufficiently. However it is submitted that the critical viewlines accommodated in Alternative 3 should be further respected by allowing for less visual intrusion into the historic fields of view from Fort Wynyard to these view-points.*

*During the Visual Impact Assessment process, Alternative 3 has been established as the preferred option in terms development suitability”.*

## 6.0 PUBLIC PARTICIPATION

Section 38 of the NHRA requires that an impact assessment must include the results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the proposed development. Chand Environmental are conducting the public participation. In addition to written comments from the City of Cape Town’s Environmental and Heritage Branch and Spatial Planning Department (Urban Design Section), it understood that the following organizations are registered with Heritage Western Cape as conservation bodies, and written comment from them is also required:

- Green Point Residents / Ratepayers Association
- CIFA-Cape Institute for Architecture Heritage Committee
- Docomomo (Document for the Modern Movement in Architecture)

Other IAP’s that may be approached for comment include:

- UDISA (Urban Design Institute of South Africa)
- V&A Waterfront Company
- Military History Society
- Medical Museum

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## 7.0 CONSIDERATION OF ALTERNATIVES

Numerous alternatives have been put forward since the redevelopment of the site was first contemplated in 2003. The revised proposals constitute the fourth alternative to be submitted to Heritage Western Cape for comment. The original 2006 proposal was for limited intervention that included the conservation of much of the existing fabric with the removal of intrusive structures such as the Helen Bowden Nurses Home and the new hospital building. The VIA study for the current development proposal includes 3 alternatives; Alternative 1 (no-go option), Alternative 2 (mixed use development) and Alternative 3 (mixed use development with adjustments to lessen visual impacts). Alternative 3 is supported by the VIA specialists, but will still have a considerable impact on heritage resources, and in certain respects is worse than Alternative 2, as it creates an additional impact (the jagged-edged building skyline).

## 8.0 SUSTAINABLE SOCIAL AND ECONOMIC BENEFITS

Sustainable social benefits will follow from the re-development of a strategically well located site that is under-utilized, and includes largely defunct institutional buildings, no longer required, and in many cases dilapidated. Sustainable economic benefits relate to the spin-offs from the investment in infrastructure, construction and future job opportunities that will arise out of the new mixed-use development component (residential, retail and office) and supporting service industries.

## 9.0 CONCLUSIONS *(also to be finalized after the consultation process is complete)*

The proposed development will have potentially considerable visual and other adverse impacts on heritage resources, including many graded buildings to be demolished. These impacts are however largely confined to the local area.

The proposals represent a significant increase in the bulk, massing and scale of development, compared to the existing low-rise relatively fine-scale institutional layout. This increase will bring about considerable change to the public environment, which will be of social and economic benefit to the community.

With regard to heritage management, landmark buildings are being protected, with new development set back from them with open spaces and courtyards. The general public will also have access to and through a car-free site at ground level, with heritage buildings now forming part of the public domain, compared to the prevailing situation of the site being a restricted-access institutional enclave. The overall upgrading envisaged provides an opportunity for the remaining heritage buildings and fabric to be repaired and conserved for adaptive re-use.

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The visual impacts of the proposed development on the immediate environment including the Beach Road Scenic Drive and Fort Wynyard remain considerable. It would be preferable to have lower building heights abutting these heritage resources. In mitigation it could be argued that these impacts are largely confined to the immediate area and the social and economic benefits to be had from the re-development of the site outweigh the adverse impacts that the proposals will have on heritage resources.

The site is underutilized in terms of its potential and includes defunct institutional buildings that are no longer required and are in various states of decay. Although the buildings earmarked for demolition include Grade 3B and Grade 3C structures, it is doubtful that all the graded buildings can be put to adaptive re-use as part of a sustainable urban renewal undertaking, given the strategic location of the site and the need to intensify development. The buildings to be demolished are all low-rise structures and will not be suitable for the scale of development intensification required. This implies that only those structures that are sufficiently significant; Grades 2, 3A and possibly some 3B, and which are associated with the existing public domain that resides on the periphery of the precinct, should be retained. In this regard it should also be noted that the site does not fall into a designated Conservation Area or Heritage Overlay Zone as such, and notwithstanding the architectural merits of individual buildings, there is no conservation imperative to retain the low-rise, fine-scale, and institutional character of the site.

With regard to the urban design framework proposals there remains a concern about the height of buildings on Granger Bay Boulevard and the impact of these on Fort Wynyard, Beach Road Scenic Drive and the New Somerset Hospital Building of 1862. There is also a concern with regard to the edge to the Green Point Track which is also a heritage resource (first formal sports ground in Cape Town), and the need for more detail urban design guidelines to protect the fine-scale character of the Portswood Rd. edge. These guidelines can be addressed in the details of the urban design framework, and at sketch plan stage.

## **10.0 RECOMMENDATIONS** *(to be concluded after the consultation process is complete)*