

**WESTERN CAPE GOVERNMENT DEPARTMENT OF TRANSPORT &
PUBLIC WORKS (WCGTPW)**

**SOMERSET PRECINCT REGENERATION:
HERITAGE IMPACT ASSESSMENT:
PHASE 2: IMPACTS AND MITIGATION
SECTION 38 OF THE NHRA**

CASE NO: 14051303JW0514M

**(Erven 2166, 2174, Remainder 1559, 1955 and portion 1056,
Green Point, Cape Town)**

JANUARY 2016



NEW SOMERSET HOSPITAL (BUILT 1862): CAPE ARCHIVES

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ANNEXURE 3: Initial Archaeological Assessment of the Somerset Hospital Precinct, prepared by Tim Hart, 2004.

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EXECUTIVE SUMMARY

SITE NAME

Somerset Precinct

LOCATION

Erven 2166, 2174, Remainder 1559, 1955 and portion 1056, Green Point, Cape Town.



FIGURE 1: LOCALITY PLAN



FIGURE 2: AERIAL PHOTOGRAPH

DESCRIPTION OF PROPOSED DEVELOPMENT

The site is to be rezoned for mixed-use and business purposes; a development framework has been prepared by ARG Design Architects (attached, refer to **Annexure 2**)

HERITAGE RESOURCES IDENTIFIED (also refer to Figures 3 & 4 below)

Surroundings: Fort Wynyard and New Laboratory building complex, old Green Point Track, Portwood Ridge and Graduate School of Business, V & A Waterfront. Within the precinct: Numerous heritage graded structures and associated spaces. Refer to **Annexure 1** Phase 1 HIA, prepared by Urban Design Services cc, July 2015, for a full description.

ANTICIPATED IMPACTS ON HERITAGE RESOURCES

The potential impact of the development framework on the heritage resources of the precinct are as follows:

- Change of the character of the area from an under-utilized largely inaccessible institutional precinct containing redundant and dilapidated buildings to a more intensive mixed-use precinct with public access and a pedestrian –friendly environment at street level.
- Some visual impacts, but these will be largely confined to the immediate environment.
- Loss of fabric: the proposed demolition of certain structures over 60 years old, as indicated in Figure 7.

RECOMMENDATIONS

That Heritage Western Cape:

- 1) note and support the findings of the Heritage Impact Assessment, and the intention to develop the Somerset Precinct.
- 2) approve the proposed Contextual and Development Framework in order for the development to proceed.
- 3) issue a permit for the proposed demolitions. All buildings to be demolished are to be recorded prior to demolition and the information is to be made available to DOCOMOMO or any other heritage body.

AUTHORS AND DATE

A Pentz Pr. Arch. Pr. Plan MUDISA MAPHP January 2016
ARG DESIGN ARCHITECTS January 2016

1.0 INTRODUCTION

1.1 BACKGROUND

The Somerset Precinct is subject to an urban regeneration program being conducted by the Western Cape Government. The Precinct contains numerous redundant institutional buildings, some of which are derelict. The site is to be rezoned for mixed-use and business purposes. Heritage resources in the vicinity include the old Green Point Track, Fort Wynyard and the New Laboratory building complex, and the Portwood Ridge precinct of the V&A Waterfront.

This HIA is the culmination of a process that was begun in 2014, resuscitated from earlier re-development proposals for the site that were put forward from 2003 to 2008, never implemented. This was for a new regional hospital to be built on the site, but it has since been decided to build the hospital elsewhere, closer to the community it largely serves. A medical presence in the form of the medical museum, community health clinic and other facilities is to be retained in the development.

A Draft Basic Assessment Report (BAR), prepared by CHAND Environmental consultants, forming part of an EIA process, was tabled before the IACom on the 8th October 2014. (Note: the requirement for an EIA, with new regulations being promulgated since the BAR was submitted, has since fallen away). HWC's IACom provided an interim response to the Draft BAR, and in November 2014 the Department of Transport and Public Works, the consultants and representatives of Heritage Western Cape met in order to clarify aspects of the interim response.

It was decided to:

- review the heritage significance of existing buildings and the heritage gradings prepared by Baumann and Winter over 10 years ago.
- motivate for the demolition of graded buildings where applicable, and
- elaborate on the heritage indicators.

A new HIA Phase 1 (Significance, Grading and Indicators) with a motivation for the demolition of certain buildings was submitted to registered heritage bodies/ IAP's for comment in July 2015, and these comments were included and responded to in a supplementary HIA Phase 1 report submitted to HWC in August 2015 (**Annexure 1**). The report was tabled at the IACom meeting of HWC on the 2nd September 2015, and an Interim Comment and discussion record was issued (**Annexure 5**).

A revised development framework was prepared by ARG Design Architects in response to the comments and discussion record and a "draft for comment" HIA Phase 2 (Impacts and Mitigation) report was prepared and submitted to registered heritage bodies in November 2015. The comments received are included in this report (**Annexure 6**) and are responded to in Section 6: Results of Consultation.

A final HIA Phase 2 report (impacts and mitigation) has been prepared and the development framework prepared by ARG Design Architects has also been further updated and refined to accommodate heritage and other informants (**Annexure 2**).

1.2 METHODOLOGY

Methodology applied to this assessment included site visits, reading of background material and reports, meetings and desk top analysis. Comment from IAP's was sought and is included and addressed where applicable in the report.

1.3 LOCALITY AND CONTEXT

The Somerset Precinct is located in Green Point and is bordered by the old Green Point Track to the south, Fort Wynyard, the New Laboratory building complex and the Cape Town Stadium to the west, and the V & A Waterfront to the north and east. The majority of the site forms a rectangular block bounded by major routes: Granger Bay Boulevard to the west, Beach Road to the north and Portswood Road to the east.

The site is a predominantly institutional landscape, having served as a regional hospital and associated facilities for 150 years. There are numerous structures on the site, some vacant and derelict, including heritage buildings, although later buildings from the 1960's on were designed mainly with function in mind. The site is bisected by the narrow Fort Wynyard Road. The scale of the environment is general low-rise with buildings placed in series following the orthogonal geometry of the site. Spaces between them are designed for access and to provide light and ventilation to the buildings.

The surroundings are characterized by open space and recreational facilities to the west and south, including the Fort Wynyard complex located on rising ground. The V&A Waterfront complex forms a busy tourist and business hub to the north and east.

1.4 PLANNING AND STATUTORY CONTEXT (refer also to Annexure 2)

1.4.1. Applicability of NEMA

An EIA process will not be required on the site.

1.4.2 Property details

Name: Somerset Precinct (Erven 2166, 2174, Remainder 1559, 1955 and portion 1056, Green Point, Cape Town)

Area: 10,5ha

Responsible Local Authority: City of Cape Town

Current use: Land and buildings, some vacant/derelict.

Surrounding land use: Sport, recreation, education and business.

Registered owners: Western Cape Government and City of Cape Town. City-owned land is in the process of being transferred to the WCG.

Title Deed restrictions: None

Current zoning: OS2 and CO2

1.4.3 Development details/ triggers

Construction of a linear development exceeding 300m?

- No

Construction of a bridge exceeding 50m?

- No

Rezoning of a site exceeding 10,000 sq. m. ?

- Yes, the site is to be rezoned to GB7.

Change of character of a site exceeding 5,000 sq. m.?

- Yes, from low-intensity institutional use to high- intensity mixed use.

2.0 HERITAGE RESOURCES AND INDICATORS

2.1 HERITAGE RESOURCES

The heritage resources, significance and grading thereof are described fully in the HIA Phase 1 report (**Annexure 1**).

2.2 HERITAGE INDICATORS (refer to Figures 3 to 6 , Tables 1 and 2, and also Annexures 1 and 2)

Heritage indicators arose out of the HIA and design development process, and have been further interpreted in the development framework prepared by ARG Design Architects.

The recommended gradings are indicated in Figure 1 below.



FIGURE 3: GRADING MAP (May 2015 –UDS cc)

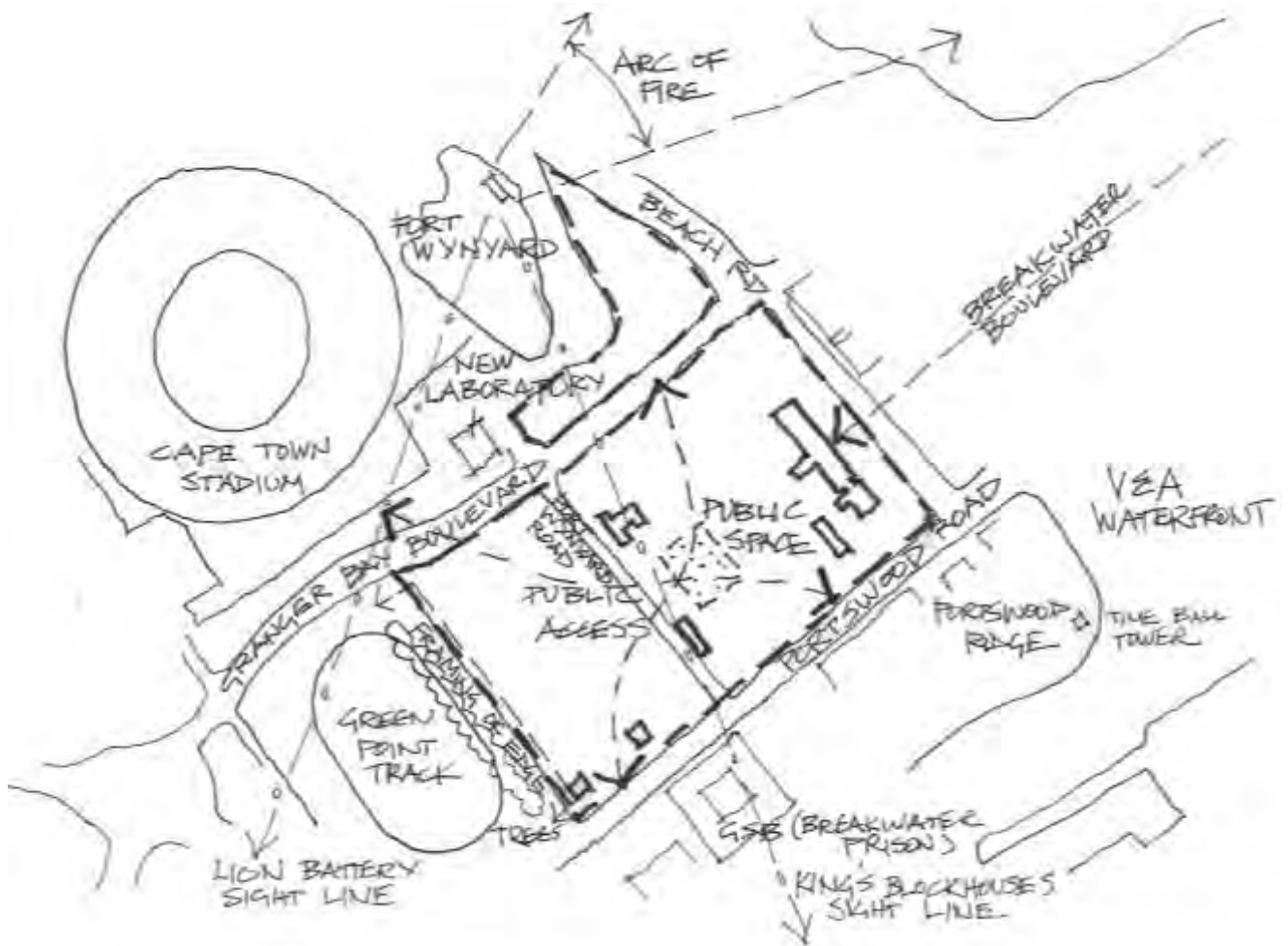


FIGURE 4: OUTLINE STRUCTURING ELEMENTS AND SURROUNDING HERITAGE RESOURCES

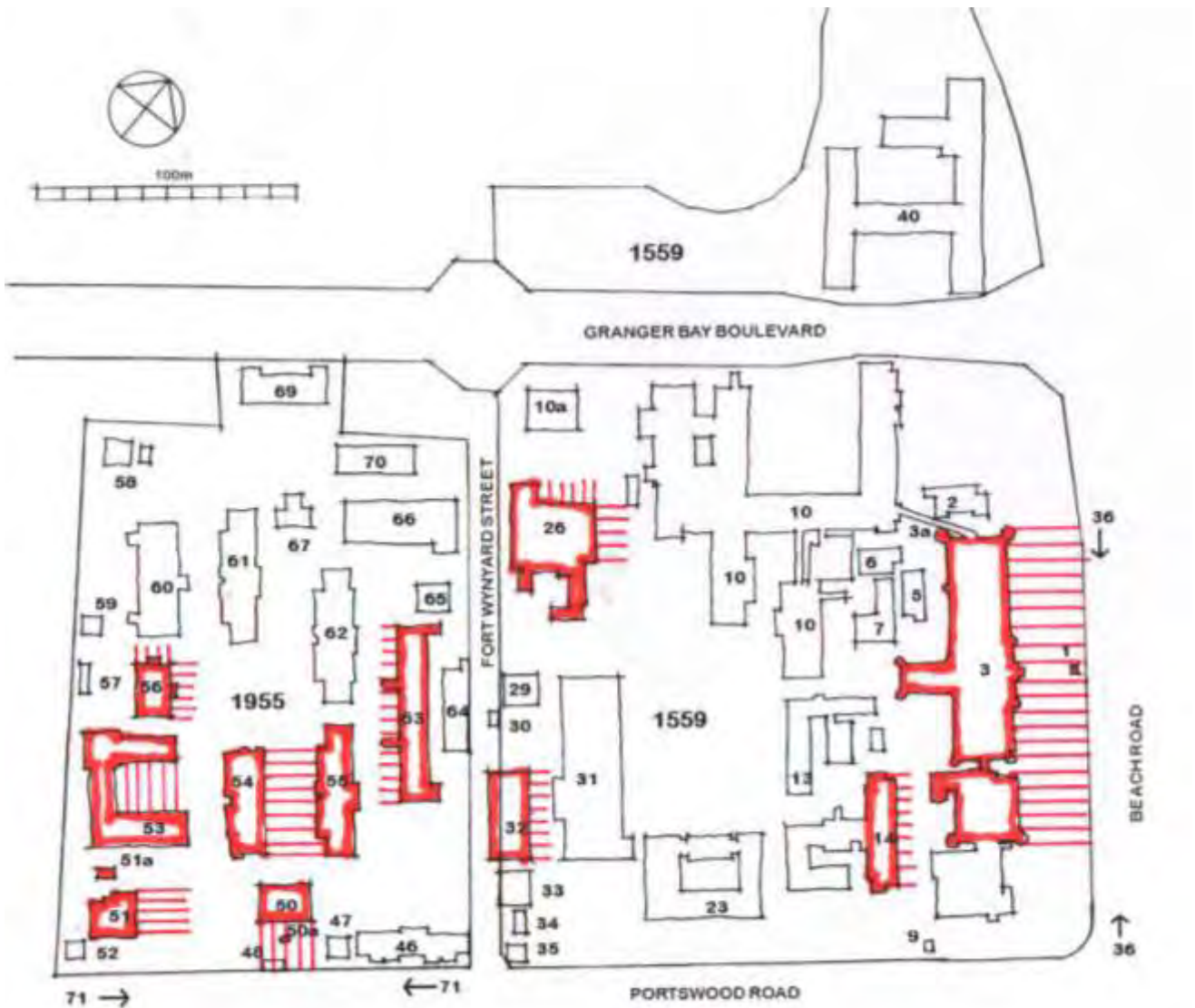


FIGURE 5: PRINCIPAL HERITAGE RESOURCES & ASSOCIATED SPACES WITHIN THE PRECINCT

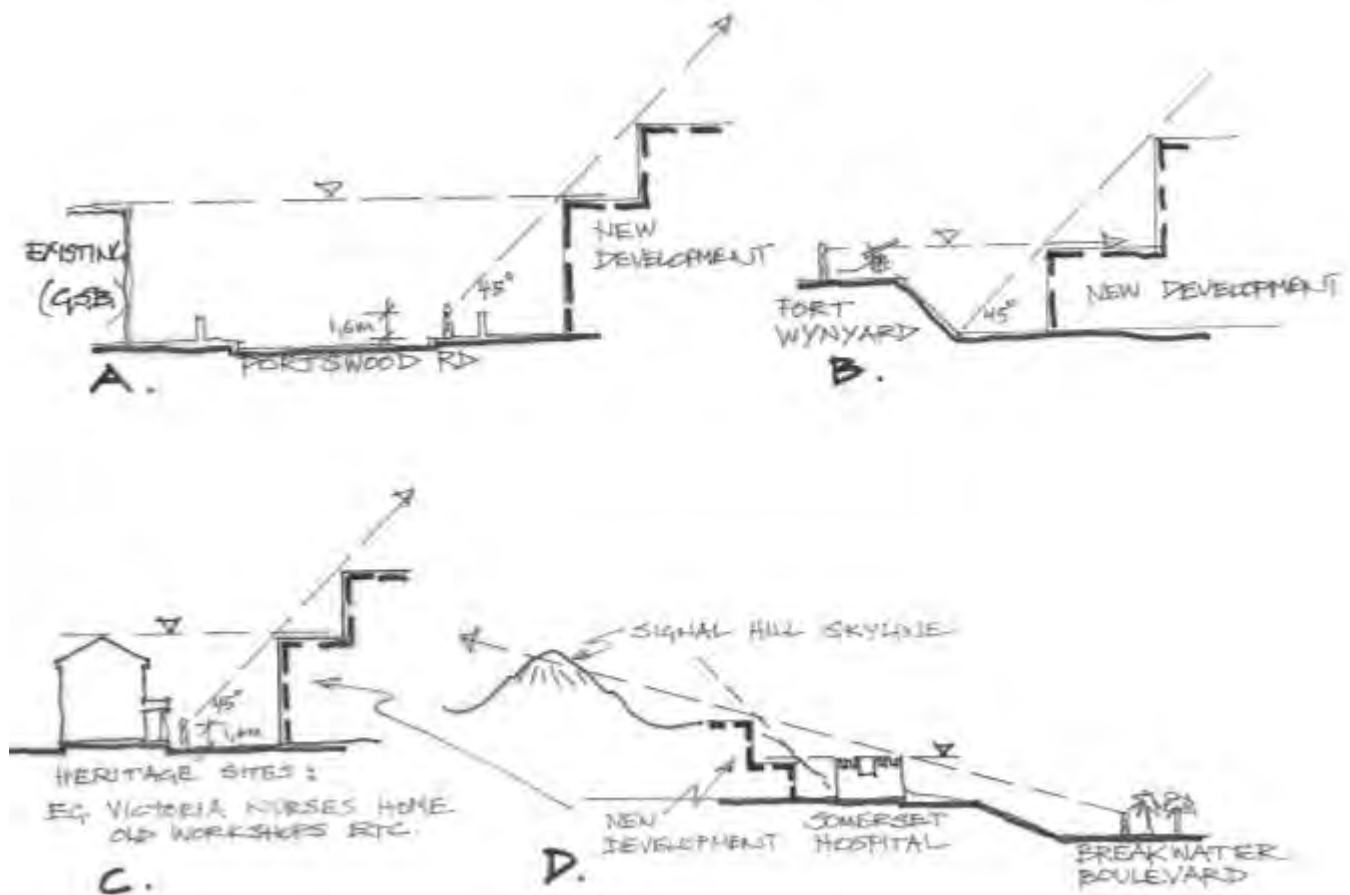


FIGURE 6: HERITAGE INDICATORS: SETTING BACK OF NEW INTERVENTIONS FROM HERITAGE SITES (DIAGRAMMATIC)

TABLE 1: INTERPRETATION OF HERITAGE INDICATORS	
Indicator	Description
Conservation of heritage fabric	Conserve historical fabric and associated spaces (forecourts, spatial axes associated with historic structures, landscape elements, boundary walls, trees etc.). Conservation includes adaptive re-use (including sympathetic alterations and additions), the removal of negatively impacting later accretions, and infill or densification where appropriate
Public access and broader cultural landscape / urban conservation context	Enhance public structure (especially non-motorized transport) and the open space network in terms of access and circulation. Emphasize the morphological character of new interventions (i.e. height, massing, scale and orientation of buildings) as opposed to individual architectural treatment.
Heritage interpretation and memorialization of site	Interpret historic uses and roles over time and associations with a place of teaching and healing, esp. for disadvantaged, including public memory relating to evolution of medicine and facilities at the hospital, role models, racial segregation etc. Retention of heritage objects and fixtures and provision for a heritage interpretation plan, information to be provided, and themes.
Archaeological sensitivity	Procedures to be agreed upon for excavation and in the (relatively unlikely) event of the discovering of human remains. (Refer Annexure 3)
Outline structuring elements	Outline structuring elements including sight lines and linkages are to be addressed in the Development Framework (refer Figure 4.)
Structures and associated spaces for conservation and/or adaptive re-use	Heritage resources and their associated public spaces have been identified. (refer Figure 5)
Setting back of new interventions from heritage sites	New development adjacent heritage resources should be setback. (refer Figure 6)
Gradation of building heights across the precinct	Many of the heritage buildings to be retained are located towards the eastern periphery of the precinct (Portswood Road edge). Thus, in addition to the setting back of new interventions from heritage sites, building heights should be gradated across the precinct to respond to this pattern, with 3-4 storeys on the Portswood Rd. edge rising to 8-10 storeys on the Granger Bay Boulevard side, corresponding to maximum building heights determined by the City's Spatial Development Framework/ District Plan (refer to Annexure 2 for further details).

<p>Introduce a visual connection to Fort Wynyard from the precinct</p>	<p>The introduction of a visual link between the precinct and Fort Wynyard (by means of a transparent ground storey on the Granger Bay Boulevard frontage to the Helen Bowden site) in order to increase public exposure to the resource.</p>
<p>Reconfiguration of the layout of the precinct to enhance the settings for the heritage buildings to be retained</p>	<p>Of particular relevance is the setting of the 1862 Somerset Hospital building and the framing of the 'set-piece' with appropriate open space and public squares to correspond to its spatial formality and context. This principle also applies to the other heritage buildings to be retained</p>
<p>Enhancement of the interface along existing heritage-rich edges and routes</p>	<p>The Portswood and Beach Road edges to the precinct are heritage-rich and these interfaces needs to be maintained and enhanced for public access and pedestrian comfort, where appropriate, including conservation of existing walls and trees</p>
<p>Transformation of an existing institutional landscape setting and adaptive re-use of heritage buildings</p>	<p>The transformation of a largely under-utilized and insular institutional landscape and its integration into the City requires an appropriate, bold response.</p>
<p>Retention of existing historic /specimen trees in the landscape plan</p>	<p>Mature/specimen trees are to be identified and where possible/ appropriate are to be incorporated into the landscape plan.</p>

2.3 ADDITIONAL HERITAGE INFORMATION

IACom requested additional information on the heritage significance of the following:

2.3.1 The Helen Bowden Nurses' Home (no. 40)

This structure is proposed for demolition. It was graded 3C, primarily because of its social and associational significance with the Somerset Hospital, and because the building was named after Helen Bowden, the 'founder' of the female nursing profession in South Africa.

Helen Bowden was trained at the Florence Nightingale School of Nursing at St. Thomas' Hospital, London and came out to South Africa in the 19th century. In 1877 she was appointed Matron of the Somerset Hospital and set about transforming the nursing profession in this country, which up until that time had been male-dominated. She was instrumental in establishing formal training and accommodation facilities for female nurses at Somerset Hospital, which became South Africa's first teaching hospital, including the first to train black medical staff. The Helen Bowden building also housed the local headquarters of the International Red Cross.

The building has been vacated with nursing staff now being accommodated elsewhere.

The building was designed by Leslie B Louw and Faure Architects in 1968 and described in the detailed survey sheet of the Phase 1 HIA as consisting of 3 and 5 storey monolithic structures with repetitive elements typical of *Brutalist* (*beton brut*-meaning raw concrete) architecture of the period, favoured for institutional buildings; concrete framed, flat roofed, and aluminium window frames. *Brutalist* Architecture was a progression from early modernism particularly the work of Le Corbusier and was popularised by the British historian and critic Reyner Banham. Banham wrote for the influential architectural magazine the *Architectural Review*, and in December 1955 published an essay where he defined the characteristics of *Brutalism* as being: 1/ Memorability as an image; 2/ Clear exhibition of structure, and 3/ .;

Valuation of materials 'as found' .

International exponents of *Brutalism* include the work of Louis Khan, Paul Rudolph, Kenzo Tange and the Smithsons. Local examples include the work of Revel Fox (e.g. UCT Education Block, Provincial Building in Wale Street) and Roelof Uytenbogaardt (e.g. Bonwit clothing factory, Werdmuller Centre). Although much admired by the architectural *avant-garde*, *Brutalism* has been criticized for being insensitive to local traditions, with the failure of many buildings to address their urban context adequately.

Closer examination of the building reveals that its *Brutalist* qualities owes more to appearance than inherent 'as found' qualities; the raw concrete appearance is largely the result of an application of a cement rendering to the concrete frame and the plastered masonry in-fill panels. Much of the detailing is mainstream commercial modernism.

The building it is therefore not considered an outstanding example of modernist architecture and the assessment recorded in the HIA Phase 1 report, (being that it is not conservation-worthy and may be demolished), is stood by. Consultations with the panels of experts on the CIFA and DOCOMOMO committees during Phase 1 did not find differently.

Overleaf are additional photographic images taken on a recent site visit.



Functional layout and interiors; the concept is a central corridor serving rooms either side, with escape stairs at the ends.



Cement rendering applied to the exterior indicates the *Brutalist* qualities owes more to appearance than the inherent 'as found' qualities of the materials.



Much of the detailing is mainstream commercial modernism



Three and 5 storey concrete-framed monolithic structures with repetitive elements typical of the 1960's and favoured for institutional buildings but not an outstanding example of modernist architecture.

2.3.2 Wards 61 and 62 and the courtyard space framed by wards 54, 55, 61 and 62.

The IACom felt that the buildings numbered 61 and 62 should be retained as part of a group including the courtyard space between them. Demolition of no's 61 and 62 was not supported but additional development of and around the buildings could be considered.



BUILDING 62 - FIRE DAMAGED



COURTYARD SPACE

The arrangement of the group and courtyard space is suburban-scaled. The purpose of the courtyard garden was to provide patients with access to a pleasant outdoor environment, a green space full of light and sunshine, as part of the healing process. This context is now gone. The space is internal to the precinct block and has no linkages, visual or physical, to the perimeter of the precinct, or public domain. It has never been an active public space. In its present form it is akin to a garden space forming part of a low-rise apartment block development, such as one might find in the suburbs of Cape Town.

Notwithstanding questions regarding the structural integrity of building 62 following the fire, and cost involved in re-furbishing it, it is maintained that the question of retaining all 4 ward buildings and the courtyard space between them needs to be examined in terms of the future development of the precinct as a whole and not just a constituent part. In this regard there is acknowledgement that the retention of the current arrangement of 2-storey buildings surrounding a garden space is overly generous within an inner city, urban context- hence the statement “additional development of and around the buildings could be considered”.

The transformation of a largely under-utilized and insular institutional landscape and its integration into the City requires an appropriate, bold response. The structure and scale of public streets and open spaces must reflect an inner city, urban context, with the scale of development responding to this goal, as illustrated in the diagrams below, extracted from the development framework.

Within this ‘bigger picture’, the retention of buildings 61 and 62 (together with 54 and 55 and the courtyard space between them) would result in a ‘cut and paste’ solution, which is not desirable. The proposed development framework indicates a suitably scaled public square with heritage structures 53,54,55,56 and 63 framing it on 3 sides, and additional development on the Cape Town Stadium side of the square and above 54, 55 and 63, providing the necessary corresponding height to ‘hold the space’ and define the square.

7.2. Public Streets



7. 1. Public Open Spaces



2.3.3 The Shipley Building (building no. 14)

The IACom felt that the retention or demolition of this building needed to be considered in relation to the impact of development on the adjoining primary heritage resource (building no.3). The development proposals include this building as a 'pavilion' structure set within a formal landscaped frame to the 1862 New Somerset Hospital building (building no.3), and it contributes to the realization of this composition.

3.0 PROPOSED DEMOLITIONS

Structures proposed for demolition are indicated in the map below. This was based on the findings of the survey and motivation report for demolition, set out in the Phase 1 HIA (Annexure 1).



FIG. 7: STRUCTURES PROPOSED FOR DEMOLITION

4.0 PROPOSED DEVELOPMENT FRAMEWORK

The Heritage Impact Assessment has been conducted to inform an urban regeneration program being undertaken by the Western Cape Government. A development framework for the site has been prepared by ARG Design Architects as part of a rezoning process for the Somerset Precinct. The latest iteration of this framework is attached as **Annexure 2** and presents a comprehensive exposition of the proposed development plan.

5.0 IMPACTS AND MITIGATION

5.1 ASSESSMENT OF POTENTIAL IMPACTS AND MITIGATION (Refer also to Table 2)

Potential impacts of height, massing and grain have been assessed and where necessary mitigated by the authors of the development framework. Numerous iterations have been explored, with the final iteration included in Annexure 2.

Impacts to do with massing and grain have been addressed through the setting-back of new development edges, the stepping-down of new development profiles, and the introduction of positive pedestrian-friendly urban spaces between new and old. With regard to height, the development framework provides for the gradation of heights across and along the site relative to heritage resources.

The transformation from an institutional landscape to a mixed-use precinct forming part of the inner city will have some impact on existing heritage resources, but these impacts have been addressed in the development framework and will be largely be confined to the immediate environment of the precinct. There is no conservation imperative to retain the existing institutional character of the site

Public access to and through the precinct will heighten awareness of heritage resources. Public access to the site has always been restricted. The redevelopment of the site as a pedestrian friendly environment presents new opportunities for public access to the precinct, including exposure to the heritage sites to be conserved, and appreciation thereof.

Existing mature and specimen trees have been identified and are to be retained where appropriate in the development, adding to the ' layering ' of the site. The phasing of the development will allow for change over a period of time. The central issue of 'place-making', to address the conservation and enhancement of the broader cultural landscape, has been comprehensively dealt with in the development framework and urban design guidelines.

TABLE 2: SUMMARY ASSESSMENT OF POTENTIAL IMPACTS & MITIGATION		
<i>Heritage resources external to the site.</i>		
Heritage Resource	Indicators	Assessment
Fort Wynyard and New Laboratory	-Arc of fire; Table Bay -Sight line; Lion Battery -Sight line; King's blockhouse -Visual connection to the precinct -Setbacks, heights to be restricted	-The arc of fire, sight lines, have been accommodated in the proposals (development profiles adjusted). -Ground storey to Granger Bay Blvd. to be visually permeable to provide a visual link. --Setbacks and heights interpreted in proposals.
Portswood Road edge	-Enhancement of edge	-Portswood Rd. edge enhanced as per proposals.
Beach Road edge	-Enhancement of edge	-Beach Rd. edge enhanced as per proposals.
Green Point Track	-Framing of edge	-Framing of edge with new development indicated
Scenic resources: Background views relative to heritage buildings Existing view corridors	-Gradation of building heights relative to heritage resources -Framing of view corridors	-Building heights gradated to minimize impact on background views -View corridors enhanced
<i>Heritage resources on the perimeter of the precinct.</i>		
Heritage Resource	Indicators	Assessment
Somerset Hospital (3)	-Enhance setting	-Setting, framing of edges enhanced as per proposals.
Medical Museum (51)	-Enhance setting	
Old City Hospital (50)	-Enhance setting	
Shipleigh building (14)	-Enhance setting of primary resource	
<i>Heritage resources internal to the precinct.</i>		
Heritage Resource	Indicators	Assessment
Victoria Nurses' Home (26)	- Enhance setting	-Setting of building enhanced
Workshops (32)	- Enhance setting	Setting of building enhanced
Precinct comprising 53, 56, 54, 55, and 63.	-Reconfigure layout -Transformation of institutional landscape and future adaptive re-use	-Layout reconfigured; additional / appropriately scaled public space provided.
Walls and mature trees	-Retain where appropriate	-Proposals accommodate existing walls and trees.

5.2 VISUAL IMPACT ASSESSMENT (VIA) (Annexure 4)

A VIA was conducted by Gibbs Saintpol in July 2014 on the initial development framework proposed by ARG Design Architects. Various alternatives were examined. The current development framework, which includes additional heritage buildings being retained and other adjustments, represents an improvement on the July 2014 proposals.

5.3 IMPACTS RELATIVE TO SUSTAINABLE SOCIAL AND ECONOMIC BENEFITS & CONSIDERATION OF ALTERNATIVES

Numerous alternative development proposals have been put forward since the redevelopment of the precinct was first contemplated in 2003 amongst which was the suggestion in 2008 that a new hospital be built on the site. This proposal has since been shelved in favour of the long-term relocation of the hospital.

The current proposal for a mixed-use development has resulted in the conservation of additional heritage resources, compared to what was approved from a heritage perspective in 2008.

Impacts will be mitigated by socio-economic benefits arising out of urban regeneration, the adaptive re-use of many existing structures and the retention of a heritage-rich sub-precinct in the south east corner of the site.

Sustainable social benefits are expected to follow from the re-development of a strategically well located site that is under-utilized, and includes many 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, arising out of a new mixed-use development comprising possible residential, retail and office components, and supporting service industries.



INNER CITY CONTEXT OF THE PROPOSED REDEVELOPMENT

This photograph indicates the 'missing tooth' gap on the perimeter of the CBD of Cape Town, representing the Somerset Precinct site. It also reveals the unrealized development potential of the site.

6.0 RESULTS OF CONSULTATION

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. In addition to the written comments from the City of Cape Town's Environmental and Heritage Branch, comment was sought from the following organizations registered with Heritage Western Cape as conservation bodies:

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

Written comment received is attached as **Annexure 6**. (refer also to the earlier written comment received to the HIA Phase 1 report, included in **Annexure 1**). In this further round of consultation, the CIFA did not respond.

6.1 Response to comments received (refer to **Annexure 6** for actual comments)

6.1.1. Green Point Residents / Ratepayers Association Precinct 1

The GPPRA objection to the proposed rezoning of Precinct 1 is irrelevant to the HIA. The rezoning of the site is a separate process and there will be opportunity for the GPPRA to object when the rezoning is advertised.

Buildings 61 and 62

Representative examples of these buildings are retained (54 and 55) as part of a heritage rich precinct in the south west corner of the site. The heritage value of these buildings as a 'group' or family of buildings is not explicit enough to warrant their retention as such. Whereas buildings 54 and 55 are sited opposite each other spatially, it is not the case with building 61, which is placed eccentric to the composition. Aesthetically the buildings are all hybrid structures. Apart from the wrap-around curved balconies, the brick plinths, traditionally proportioned openings and Marseille-tiled double pitched and hipped roofs are not part of the modernist aesthetic, and the interiors have no modernist features of value. Taking into account the fire damage to building 62 (and questionable sustainability of this resource), building 61 is out on a limb and is not sufficiently significant to command retention.

Annexure 2

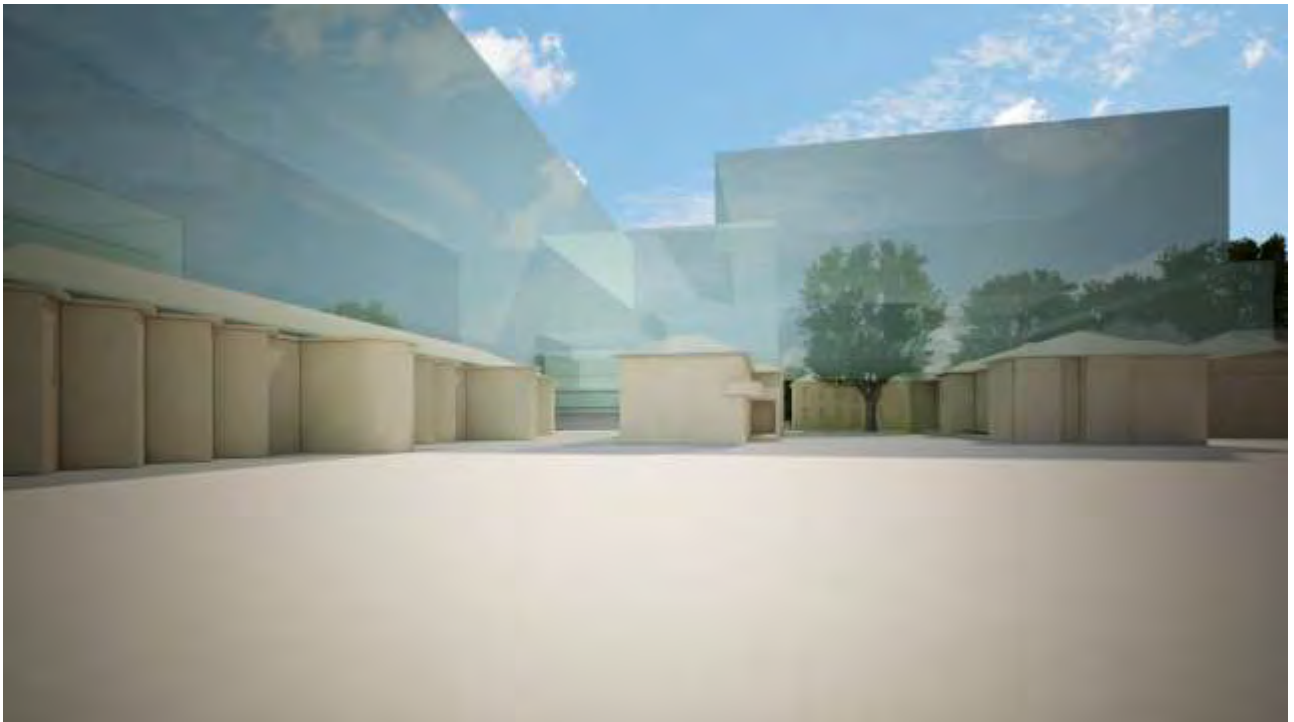
ARG Design to update plans.

6.1.2. Docomomo (Document for the Modern Movement in Architecture)

1. Recording of building before demolition- see recommendations.
2. Clarification sought on bulk over buildings 53, 54 and 63 and design intent of large open square. ARG Design has provided additional images (shown overleaf) to indicate how buildings 54, 55 and 63 are to be retained as part of a larger building envelope to define a public square, with the additional bulk located above the existing 2-storey buildings, which retain their frontages and facades forming a 'piano nobile' to the square. The existing pitched roofs (incongruous to the modernist aesthetic) would be removed, and would be replaced by a slab forming the floor to upper levels.
3. Support shown for various notions, noted.



VIEW WITHIN SQUARE LOOKING EAST TOWARDS BUILDINGS 63,55 & 54



VIEW WITHIN SQUARE LOOKING SOUTH EAST TOWARDS BUILDINGS 63,55 & 54



VIEW WITHIN SQUARE LOOKING SOUTH TOWARDS BUILDINGS 55, 54, 53 & 56

6.1.3. City of Cape Town's Environmental and Heritage Management Branch

In general the E&HM supports, in principle, the proposed infill, mixed-use development and the regeneration of this site which is currently underutilized, in a fairly neglected state and has enormous development potential and recommends that the impacts of the proposed development on heritage resources within the site and on the surrounding area be further mitigated to achieve a development that responds positively to its physical and associational heritage context.

Response

The proposed development framework is as such a framework within which further detail design will take place. The framework cannot be expected to respond to detail, including the detail requirements of any future architectural briefs. However, building plans will need to be prepared and will have to be approved by the City, and as the City has proposed a Heritage Protection Overlay Zone (HPOZ) for the site, detail building plans will still be subject to the scrutiny of the Environmental and Heritage Management Branch.

With regard to comments numbered 1 to 16, there are many issues raised which go beyond the scope of a HIA and are more to do with planning, urban design and landscape architecture. Nevertheless, an attempt to address these concerns where possible is set out below.

- 1- Heritage resources in the surroundings were spatially mapped, see Figures 4 and 6. Also in the Development Framework, **Annexure 2**. The grading of buildings outside the site was never called for and serves no purpose.
- 2- The retention of many heritage buildings especially in the south western corner of the site does in fact support the notion of a heritage rich precinct to complement surrounding heritage resources. A 3A grading for the whole site would be inappropriate due to the varying significance of the various buildings and lack of architectural and urban continuity. It is for this very reason the site was never proposed in the past to be an Urban Conservation Area, or what is now known as a Heritage Protection Overlay Zone (HPOZ). The proposed HPOZ shown is a very recent occurrence.
- 3- The Portswood precinct is not a particularly exemplary area in terms of urban performance. The large above-ground multi-storey car-park and other pockets of ground level parking detract from the existing heritage fabric. The Portswood hotel is a 6 storey building. There are also vacant sites that will be developed at some future date.
- 4- Updated images included.
- 5- Sufficient space already provided; the building is also aligned with the building on the other side of the Granger Bay Boulevard to create a 'gateway'.
- 6- A 3-4 storey height limit on Granger Bay Boulevard is excessively restrictive given that heritage resources are not impacted. The Boulevard is a wide road and can accommodate tall buildings on its sides.
- 7- The proposed building is designed to respect the intent of the Title Deed restriction and does not extend as far west as the existing building does in order to accommodate the 'arc of fire' from the gun battery towards Table Bay. On the Granger Bay Boulevard side the building height is reduced to 5 storeys to lessen impact and the ground floor is also transparent to retain a visual connection to the Fort.
- 8- These concerns are dealt with in the framework plan.
- 9- Ditto.
- 10- Agreed.
- 11- These concerns have now been addressed in the Development Framework. Existing/ Historic trees are to be retained. Refer to Annexure 2, Figure 6.25 on page 99.
- 12- Additional information provided and was included in Annexure 2 .
- 13- The illustrative plan is representative of the development framework, which cannot, at that scale, illustrate all the guiding principles.
- 14- Most of the trees are on the site of the Green Point Track. It is understood that only 4 trees may be affected. The landscape plan has been further adjusted to take into account the super basement.
- 15- HWC's comment to DEADP was to approve the demolitions and redevelopment of the site.
- 16- Not a heritage issue; the top end of the GAP housing market will be accessible, as 20% of the units are under 50 sq. m. in size.

7.0 RECOMMENDATIONS

That Heritage Western Cape:

- 1) note and support the findings of the Heritage Impact Assessment, and the intention to develop the Somerset Precinct.
- 2) approve the proposed Contextual and Development Framework in order for the development to proceed.
- 3) issue a permit for the proposed demolitions. All buildings to be demolished are to be recorded prior to demolition and the information is to be made available to DOCOMOMO or any other heritage body.

ANNEXURE 1: Phase 1 HIA, prepared by Urban Design Services cc, July 2015

ANNEXURE 2: Somerset Precinct Regeneration Contextual and Development Framework, prepared by ARG Design Architects, updated January 2016.

**ANNEXURE 3: Initial Archaeological Assessment of the Somerset Hospital Precinct,
prepared by Tim Hart, 2004.**

**ANNEXURE 4: Visual Impact Assessment (VIA), prepared by Gibbs Saintpol
Landscape Architects cc, July 2014**

ANNEXURE 5: Interim Comment and Discussion Record, HWC, September 2015.

ANNEXURE 6: Comments from Heritage Bodies,