

APPENDIX G2 – HERITAGE IMPACT ASSESSMENT

Pre-Application Draft Basic Assessment Report

**Basic Assessment for Mixed-Use Development on Project
Parcels O, P, A1, And A2 on Erven 158570 RE, 149294 RE,
177854 and 179076, Breakwater Precinct, V&A Waterfront,
Cape Town by the V&A Waterfront**

2026

Anchor Environmental Consultants (Pty) Ltd

8 Steenberg House, Silverwood Close, Tokai, South Africa
www.anchorenvironmental.co.za



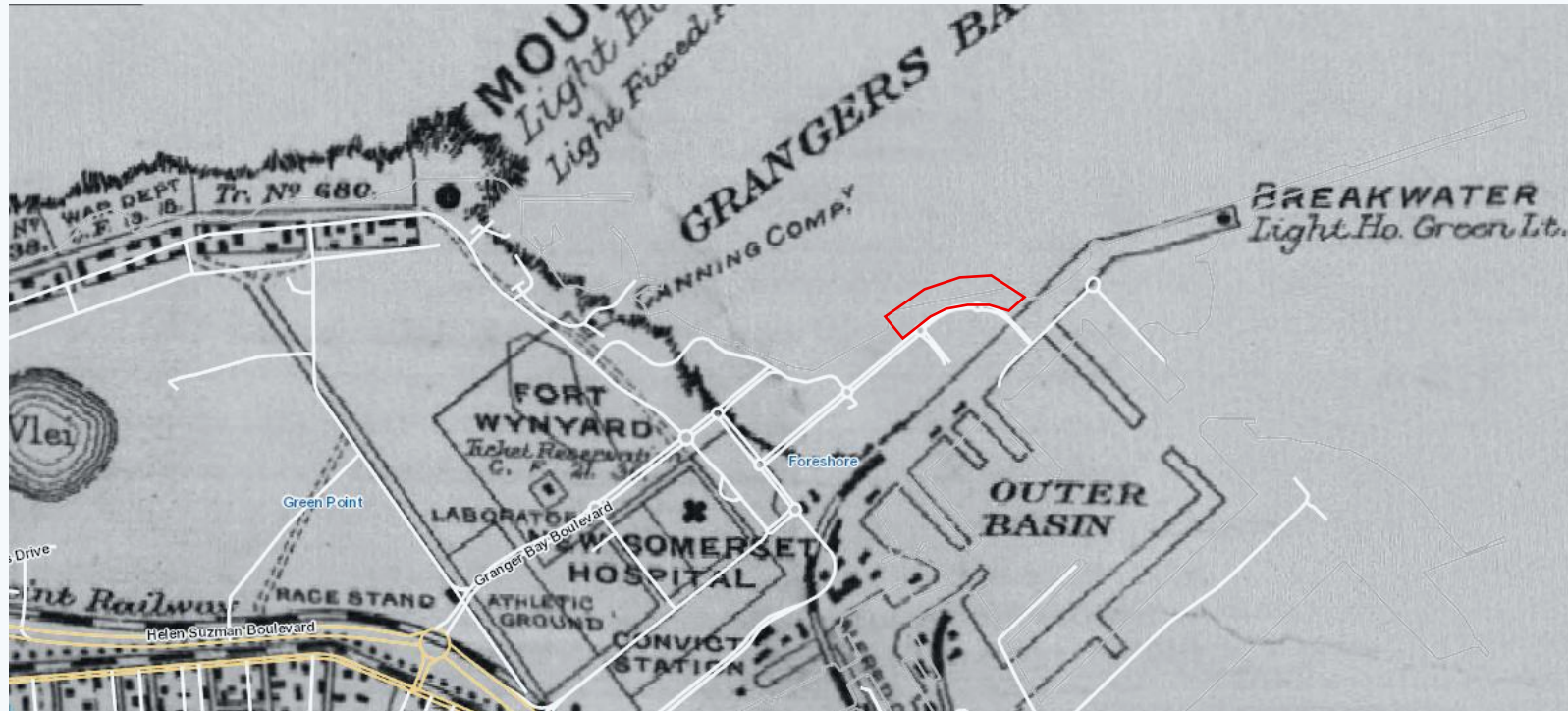
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APRIL 2026

DRAFT HERITAGE IMPACT ASSESSMENT (FOR COMMENT)
ERVEN 149294/RE, 158570/RE, 177854 AND 179076, V&A WATERFRONT, CAPE TOWN:
GRANGER BAY PHASE 1B: DEVELOPMENT PARCELS O, P, α1 & α2 (BREAKWATER NORTH)

To be submitted for Final Comment in terms of Section 38(8) of the NHRA
HWC Case Number: HWC24121110SJ0106



Prepared by Cindy Postlethwayt, Professional Heritage Practitioner
E: cindy@cpheritage.co.za



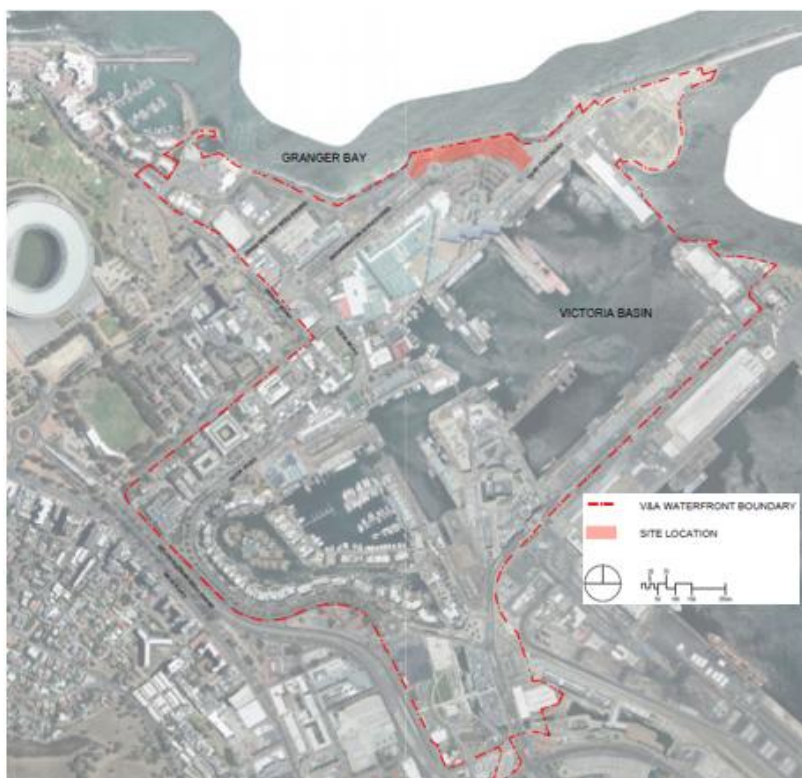
Townscape and Visual Impact Assessment prepared by Claire Abrahamse
Archaeological Impact Assessment prepared by TerraMare

EXECUTIVE SUMMARY

1. Development Name:

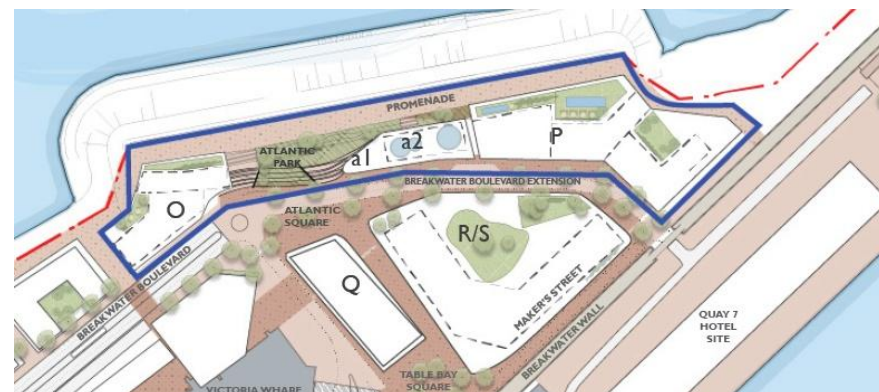
The site includes a portion of Erven 149294/RE, 158570/RE as well as a portion of Erf 177854 and 179076 V&A Waterfront in central Cape Town. It comprises four development parcels commonly labelled O, P, a1 and a2, comprising Granger Bay Phase 1B (Breakwater North).

2. Location:



3. Description of Proposed Development:

The development concept for the subject property is defined by the V&A Waterfront Urban Design Informants: Granger Bay Phase 1 Parcels O, P, Q, R/S, a1 & a2. These Design Informants have in turn been guided by the 2024 V&AW Design Guidelines and V&AW Bulk Rezoning Expansion HIA, both approved by HWC.



Breakwater North Precinct Phase 1B Indicative building parcels

Land use and building information for the different land parcels/blocks forming part of Phase GB01B:

Building O:

Hotel / Residential Units. Proposed Bulk 8600m². GBA 10 000m². Height 32m. Mixed use primarily residential/hotel.

Apartments, and/or hotel and/or aparthotel, in a key location alongside Atlantic Park, north facing and fairly private location along

the seafront. The building's proximity to the promenade will allow for public amenities with a focus on the ocean economy.

Building a1 a2:

Cultural Centre. Proposed Bulk 3400m². Height 17m. GBA 4200m²

Parcels a1 and a2 are relatively small parcels and will accommodate a mixed-use proposal suitable for cultural and educational facilities. The upper levels of the a2 portion could include restaurant, hotel or residential facilities.

Building P:

Hotel Proposed Bulk 11 600m² . height 21m. GBA 1300m²

Building P is planned as an hotel, with approximately 80 hotel rooms and /or apartments. The site is somewhat isolated at the end of the existing seawater revetment. The hotel would enjoy north aspect views over the Atlantic, and within close proximity of the super yacht basin and helipad to the east. Ground Floor of the Hotel at Building P would be a restaurant attraction or similar.

Atlantic Park:

Public Open Space

The park is proposed at a key urban design junction at the end of the widened (9m) coastal Promenade, Breakwater Boulevard, Vic Wharf Shopping Centre (east wing) and pedestrian link from Table Bay Square to Atlantic Park. The slightly elevated public open space, at the level of the promenade, offers public views of the ocean and mountain to the south. This is an accessible space for the public to enjoy and compliments the surrounding V&A buildings in the precinct.

4. Heritage Resources Identified:

The site falls into one of the outer edges of the core area of the V&A Waterfront, that generally comprise a 21st century layer of commerce, culture and tourism that has been overlaid onto older

remnants – earlier coastal fortifications, breakwaters and the old hospital precinct. These areas combine many of the heritage features within the newer development and do reinforce public space and townscape links between the heritage sites. They allow for a transition from the city into the core V&A heritage area. Other physical heritage assets and character elements in the area include Old Somerset Hospital, Fort Wynyard, the Breakwater Wall, the water's edge (coastal walk, quay edges) the working components of the area, some of which are now redundant, including the cranes, and the berthing of the SA Agulhas II vessel.

However, it must be noted that the Granger Bay and Breakwater side of the site consists largely of landfill and temporary land uses located in an ad hoc manner. There is little sense of townscape, and the primary character component of any significance is the spatial and visual contact with the water's edge.

The nature of public access to the water's edge has considerable socio-historical significance, as does the visual-spatial linkage of heritage resources in the immediate vicinity (such as Somerset Hospital and the Breakwater) to the sea.

The established elements of heritage significance and heritage informants for this part of the Precinct include:

- The Breakwater Boulevard as a visual axis, from Somerset Hospital to the sea.
- The historic Breakwater Wall, and the views obtained from it.
- The direct pedestrian engagement with the sea edge obtained along this part of the coastline.
- The expansive views over Table Bay and towards Robben Island that are achieved here.

The site has no other intrinsic heritage significance, and is significant largely in its relationship to surrounding heritage resources and contextual character, particularly its position along the coastline.

Maritime archaeological and submerged pre-colonial archaeological resources in or on the former seabed, below the fill that comprises the current land surface of the project area may be expected. Terrestrial historical archaeological resources are not expected on the project site. Although historical artefacts may be present within the fill, these will have little archaeological value, because they will lack both their original context and provenance.

5. Anticipated Impacts on Heritage Resources:

At the high-level, the 2024 V&AW HIA assessed that the proposed addition of bulk to the V&A Waterfront was guided by urban design principles rooted in the heritage significance of the site, as well as the important visual aspects and the underpinning and evolving townscape elements that allow the space to be experienced as a unique urban precinct with a distinctive “sense of place”.

However, Parcel O, P and a1/a2, were among those that the HIA recommended should be approved in principle, but that still required that more detailed analysis of site, significance and site specific indicators be developed, based on preliminary analysis included in the Townscape and Visual Study. to be assessed and submitted to HWC.

A greater level of information has now been provided for these three parcels, and the assessment largely demonstrates an adequately low degree of impact and appropriate response to the range of heritage indicators, despite interim high impacts particularly in respect of Parcel O. Positive benefits can be expected.

6. Recommendations:

It is recommended that Heritage Western Cape:

- Endorses this report as having met the requirements of Section 38(3) of the NHRA;
- In terms of Section 38(8) of the NHRA supports the proposed the proposed development of Breakwater North Phase 1B (parcels

O, P, a1 and a2), generally in accordance with the Development Plan; the Urban Design Fixes And Informants (March 2026); and the Architectural Indicators (30 March 2026) included in Annexure F of this report, subject to the following:

1. Any groundworks on the Granger Bay Precinct Phase 1B site, to levels that may intersect with the former seabed must be subject to archaeological monitoring, with the necessary contingencies in place to allow the mitigation of shipwreck remains or pre-colonial archaeological material, should they be encountered. These contingencies may include the stoppage of work in the affected area until the necessary mitigation work has been concluded. Any such mitigation will be to the account of the developer.
2. Monitoring visits should be conducted by a suitably experienced archaeologist at least once per week, but more regular visits may be required as excavations deepen, and the potential grows for encountering the interface with the former seabed.
3. Archaeological information should be presented as part of the environmental training programme for all site staff and machine operators which will describe what sort of archaeological items could be found on site, how to identify them, and the reporting procedure to follow should material be found when the archaeologist is not on site.
4. Should anything of interest be found by construction staff, this must immediately be reported to the project ECO and site manager, and the monitoring archaeologist called to site to assess the find and establish whether any form of mitigation is required. The sorts of material that would trigger such a call is large structural wooded or iron remains, layers of historical refuse containing particularly glass and ceramics, the remains of any built structures

(although these are not expected in this area) and rocky, sandy or cobbly strata that may represent the former seabed.

5. The mitigation measures 1 to 4 above should be included in the project Environmental Management Programme (EMPr).
6. The urban design indicators included in this report and the V&AW Architectural Indicators must be incorporated into the future SDP level elevations to ensure a sufficient sense of architectural resolution and materiality to conclude that the townscape indicators are adequately responded to in the proposal (to be assessed by the local authority, the City of Cape Town Municipality).
7. It is encouraged that the space at Atlantic Park, both on the lower edge and the upper/promenade edge, receive special design and landscaping attention and treatment, in a way that reflects its unique sense of place, incorporating vegetation and public amenity elements that reflect the positioning of this space at the waters' edge.

A landscape plan incorporating these aspects must be prepared for any future SDP applications (to be assessed by the local authority, the City of Cape Town Municipality).

7. Author/s and Date: This HIA (April 2026) has been prepared by Cindy Postlethwayt.

The Project Team additionally comprises, *inter alia*:

- Environmental Consultants: Anchor Environmental
- Townscape and Visual Assessment: Claire Abrahamse
- Archaeological Impact Assessment: TerraMare Archaeology
- Socio-economic Impact Assessment: Anchor Environmental
- Urban Design: V&AW in-house team

8. Procedures followed:

The HIA follows the requirements of s38(8) of the NHRA. The draft HIA is to be advertised for comment and comments will be incorporated for consideration into the final HIA.

Acronyms/Abbreviations

BA	Basic Assessment
CMP	Conservation Management Plan
DEA&DP	Department of Environmental Affairs and Development Planning
DEAT	Department of Environmental Affairs and Tourism
EA	Environmental Authorisation
EIA	Environmental Impact Assessment
EMPr	Environmental Management Programme
HIA	Heritage Impact Assessment
HWC	Heritage Western Cape
IACom	Impact Assessment Committee (HWC)
MSL	Mean Sea Level
NEMA	National Environmental Management Act
NHRA	National Heritage Resources Act
NID	Notification of Intent to Develop
RoD	Record of Decision
SDP	Site Development Plan
VIA	Visual Impact Assessment
V&AW	Victoria and Alfred Waterfront Company (Pty) Ltd

Grade I Heritage Resource: A resource of national heritage significance.

Grade II Heritage Resource: A resource of provincial heritage significance.

Grade III Heritage Resource: A resource of local heritage significance, divided into Grade IIIA, IIIB and IIIC, with Grade IIIA denoting a resource of the highest degree of local significance.

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Cindy Postlethwayt hereby declares that I have no conflicts of interest related to the work of this report. Specifically, I declare that I have no personal financial interests in the property and/or development being assessed in this report, and that I have no personal or financial connections to the relevant property owners, developers or financiers of the development. I declare that the opinions expressed in this report are my own and a true reflection of my professional expertise.

All intellectual property rights and copyright associated with Cindy Postlethwayt's services are reserved, and project deliverables, including hard and electronic copies of reports, maps, data, and photographs, may not be modified or incorporated into subsequent reports in any form, or by any means, without accurate referencing to this work. Any recommendations, statements or conclusions drawn from, or based upon, this report, must be accurate and make reference to the source.

SPECIALIST DETAILS, EXPERTISE AND DECLARATION

Details of the specialist

This study has been undertaken by Cindy Postlethwayt BSoc Sci, MCRP (APHP accredited heritage practitioner), heritage consultant.

Email: cindy@cpheritage.co.za

Position On Team: Lead heritage practitioner

Abbreviated Curriculum Vitae & Declaration Annexure A

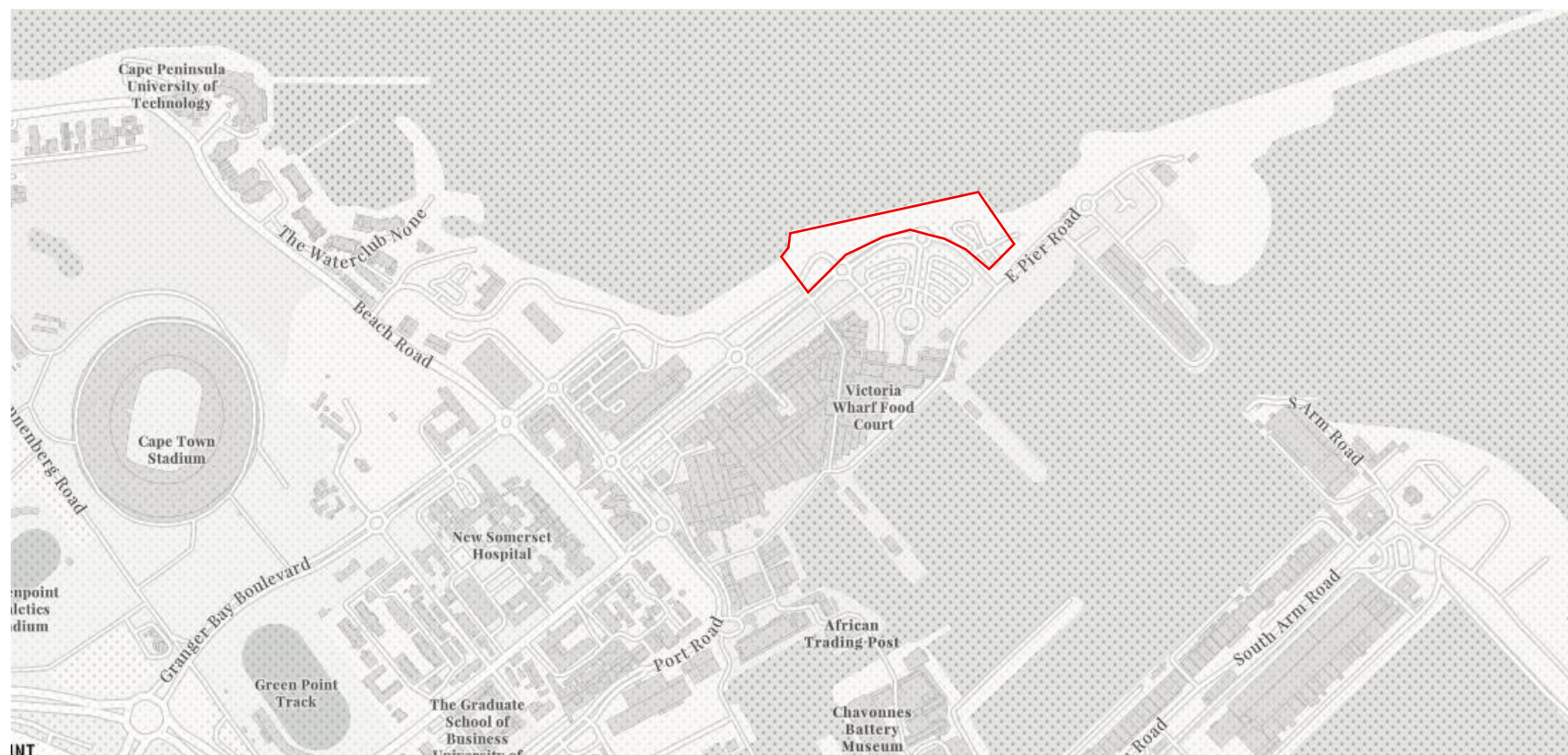


Figure 1: Site Locality

1. Property locality

The site includes a portion of Erven 149294/RE, 158570/RE as well as a portion of Erf 177854 and 179076 Breakwater Precinct, V&A Waterfront in central Cape Town. It comprises four development parcels commonly labelled O, P, a1 and a2 comprising Granger Bay Phase 1B (Breakwater North).

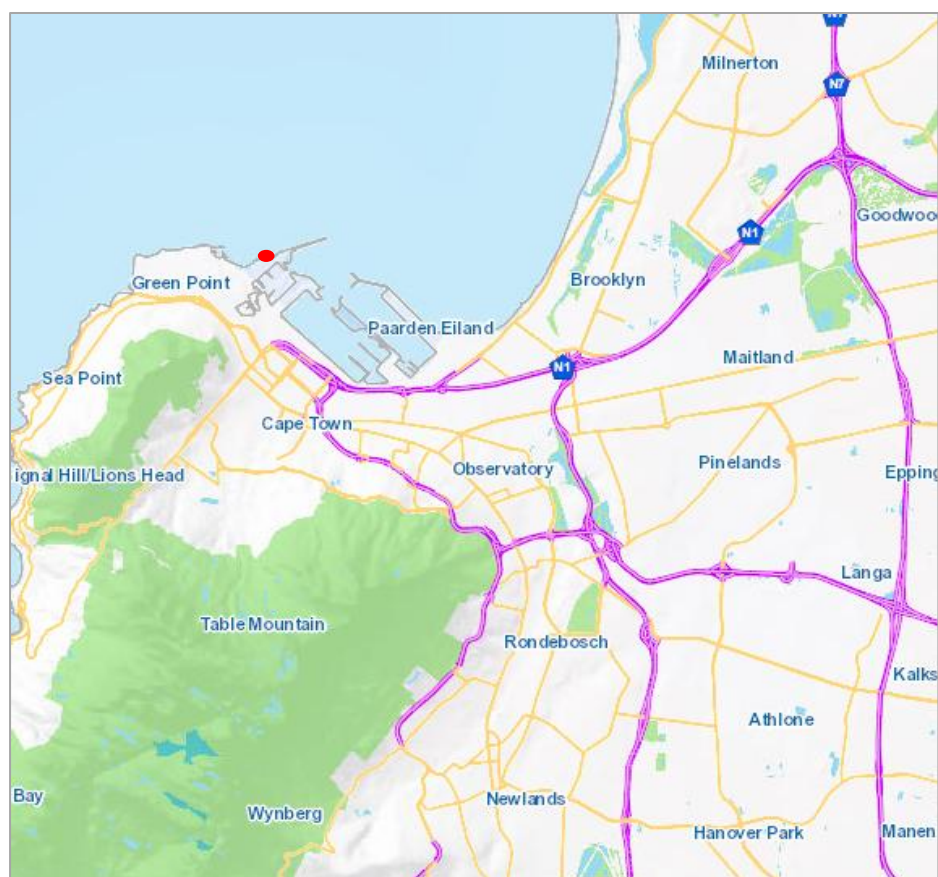


Figure 2: Site in the context of Cape Town

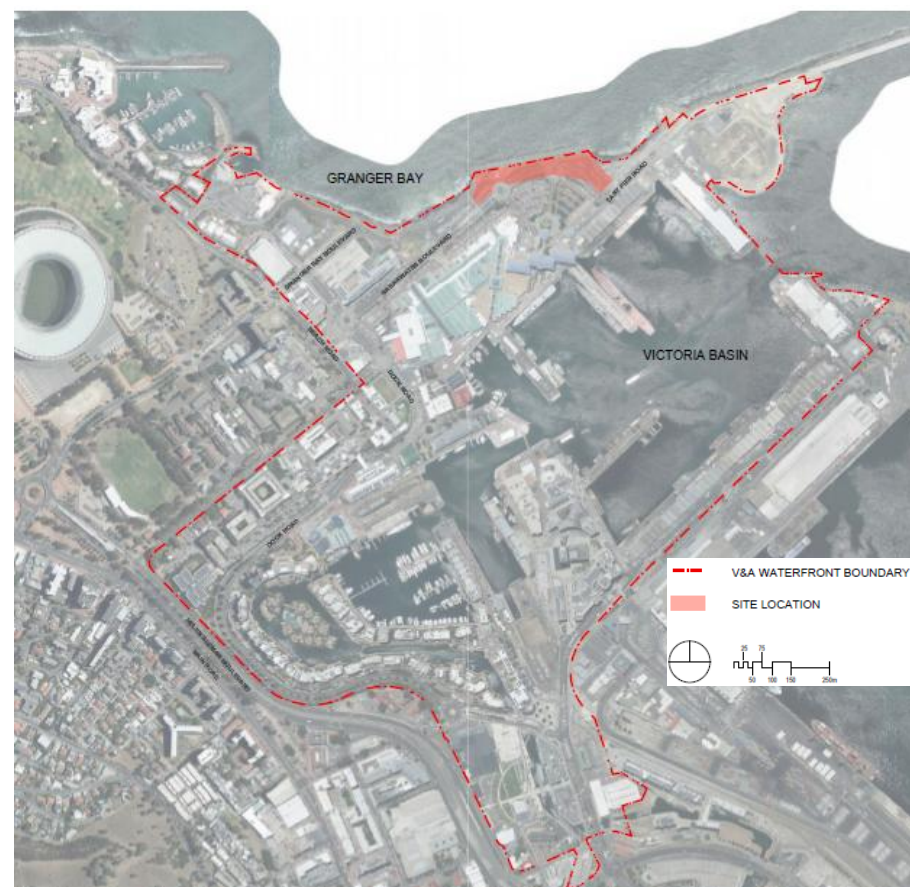


Figure 3: Granger Bay Phase 1B locality: site within the V&A (V&AW)



Figure 4: Breakwater North Precinct Phase 1B location and extent

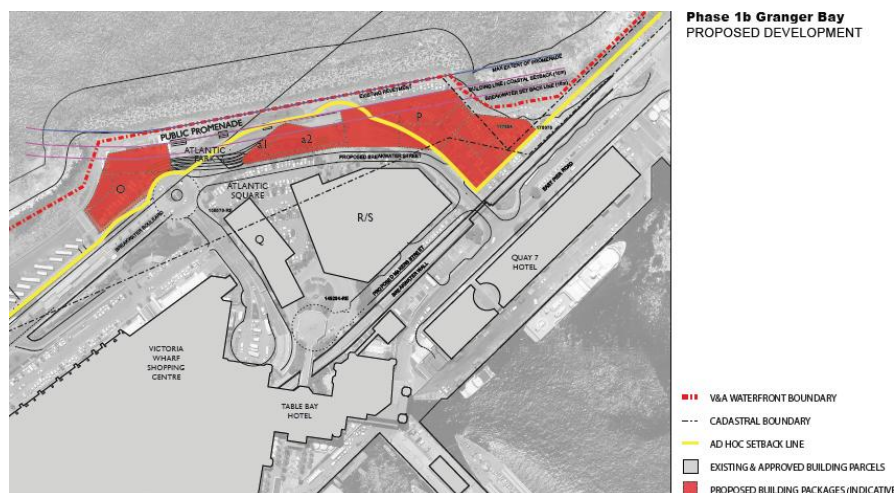


Figure 5: Site and development parcels O, a1, a2 and P. Yellow line approved High Water mark setback line(V&AW)



Figure 6: Indicative Development Parcels, Breakwater North Phases 1A (yellow fill) and 1B (red fill) - the latter being the subject of this HIA. An HIA in respect of Phase 1A preceded this HIA into the decision-making process and was approved by HWC 5 Nov 2025 (HWC reference: WC24121110SJ1022).

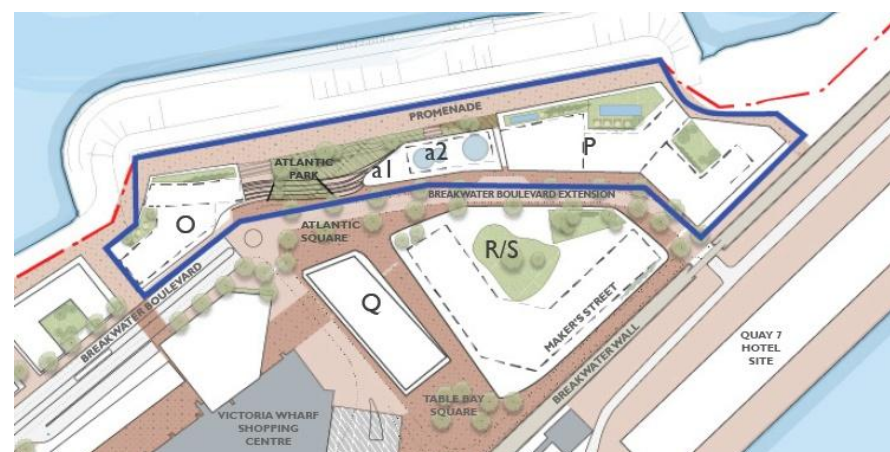


Figure 7: Breakwater North Precinct Phase 1B outlined blue, Indicative building parcels

2. Background

In terms of a Section 38(4) Record of Decision dated 28 October 2024, issued by Heritage Western Cape (HWC) in respect of the Bulk Rezoning Expansion on inter alia Erf Re-149294, V&A Waterfront, Cape Town, the proposed above-ground development of this site is included in a recommendation as follows:

*The development of Parcels 12 i, **O**, **P**, Q, R, S, **a1** and **a2** are to be subject to further requirements in terms of Section 38 of the NHRA, requiring a NID and HIA, for which more detailed analysis of site, significance and site specific indicators will need to be developed but based on preliminary analysis included in the Townscape and Visual Study. HIAs are not necessarily required for each parcel individually, provided the information available is sufficient to enable impact assessment, including cumulative impact assessment (author's emphasis).*



Figure 8: Extract from HIA Bulk Rezoning expansion: Massing of proposed indicative development parcels. Parcels O, P, a1 and a2 (the site) are outlined.

3. Legal requirements

In response to a NID submitted to HWC (Postlethwayt & TerraMare) in respect of the proposed development on the subject property, HWC issued a letter (included as [Annexure B](#)) dated 9 June 2025 (HWC25052618SJ0528) requiring a Heritage Impact Assessment (HIA) which must, in addition have specific reference to the following:

- Archaeological Impact Assessment
- Visual Impact Assessment
- Townscape Assessment

A NEMA process is triggered, primarily since some development will be within 100m of the HWM and outside of the ad hoc setback line. The HIA is thus to be conducted in terms of Section 38(8) of the NHRA and DEA&DP is the decision-making authority.

Because national government is responsible for the management of the seabed below the mean high water mark, the management of maritime and underwater cultural heritage resources under the NHRA does not devolve to provincial or local heritage resources authorities but remains the responsibility of the national agency, SAHRA.

Since the proposed development will take place on reclaimed land there is a possibility that earthworks for the project could encounter the former seabed, and this AIA should be submitted to both SAHRA and HWC as part of the statutory EIA public comment process.

The NHRA gives legal definition to the range and extent of what are considered to be South Africa's heritage resources. According to Section 2(xvi) of the Act a heritage resource is "any place or object of cultural significance". This means that the object or place has aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value or significance.

In terms of the definitions provided in Section 2 of the NHRA, heritage resources potentially relevant to this archaeological assessment are:

- Material remains of human activity which are in a state of disuse and are in or on land [which includes land under water] and which are older than 100 years, including artefacts, human and hominid remains and artificial features;
- Rock art, being any form of painting, engraving or other graphic representation on a fixed rock surface or loose rock or stone, which was executed by human agency and which is older than 100 years; and
- Any archaeological artefact, which as movable property of cultural significance may be protected in terms of any provisions of the NHRA.

As per the definitions provided above, these archaeological resources are protected by the NHRA and a permit from SAHRA or HWC, depending in this case on the context of any find, is required to destroy, damage, excavate, alter, deface or otherwise disturb any such sites or material.

It is also important to be aware that in terms of Section 35(2) of the NHRA, all archaeological material the property of the State and must, where recovered from a site, be lodged with an appropriate museum or other public institution.

4. Approach & Methodology

This HIA is structured to fulfil the requirements of the NHRA Section 38(3):

- (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.

It is also designed to respond to the requirements of HWC, generally in accordance with their Guidelines for HIA submissions (2021), and specifically in accordance with the requirements outlined in the RNID.

It is to be noted the townscape and visual impact assessment requirements will be integrated rather than stand alone reports.

More specifically, the methodology has involved the following:

- *Scale of Analysis:* three scales of analysis inform the assessment of significance – that of the broader urban landscape context; the more localised scale of the surrounding urban areas; and the site. A morphological analysis of the affected landscape and site was undertaken to assist in understanding the heritage and visual sensitivities and inform the nature of the proposed development for the site.
- *Policy Review:* A review of relevant heritage and planning policy frameworks informs the assessment.
- *Specialist study:* The findings of specialist studies have been integrated as appropriate into the report.
- *Design Informants:* Heritage and related issues are identified, and heritage design informants (HDI) proposed to guide future development. These are derived from previously approved HDI, current policy frameworks, the historical and morphological analyses and the statement of heritage significance.

The following sources of material have been consulted:

- Historical reports and maps
- Surveyor General records search
- Previous heritage studies insofar as they related to the current study to gain an understanding of the history of the site.
- On-site inspections to establish the physical properties of the site and landscape and identify the patterns and features of historical and visual significance.
- A review of the relevant legislation that informs this study.

There is no registered Conservation Body with an interest in this area. SAHRA and the City of Cape Town Heritage Resources Management (CCT HRM), along with I&APs identified through the NEMA process will be asked to comment on the Draft HIA and associated reports.

The project team includes, inter alia:

- Environmental Impact Assessment: Anchor Environmental
- Archaeological Impact Assessment: John Gribble of TerraMare Archaeology
- Townscape and Visual Impact Assessor: Claire Abrahamse
- Socio-economic study: Anchor Environmental
- Urban Design & Town Planning: V&AW in-house team

5. Assumptions and Limitations

As a standard preface, it is accepted that historic records must always be open to question. As examples (and following Hart T), before 1652, there was no formal standard by which place names were derived. Thus caution must be exercised in using early historic spatial records. Restrictions of the written archival record include contemporary selection, modern selection, bias and interpretation. Records written reflect the author's or a section of society's point of view of events (Smith et al. 1991, Hart 1984).

It is noted that the significance of a heritage resource is dynamic and multi-faceted, as interest groups and societal values change over

time. It is thus neither possible, nor appropriate to provide a definitive statement of heritage significance. Nonetheless, every effort has been made to ensure that the heritage statement is as accurate a reflection of significance as is currently possible to ascertain.

The information and assessments supplied by others (including historical and background information from earlier applications) are assumed to be accurate and a fair representation of the circumstances or proposed development. It is assumed all relevant information has been or will be disclosed.

This report will not address heritage impacts beyond the site boundaries that may result from the laying of pipelines, electrical and other related infrastructure between the site and elsewhere should it be required.

Current construction of a basement and development in the vicinity of the site limits clear visualisation. However all assessors are familiar with the site, have viewed the site prior to construction and this limitation is not therefore considered to derogate from the analysis and assessment.

6. Policy context

6.1 V&AW CMP

The Draft Victoria & Alfred Waterfront Conservation Management Plan & Heritage Inventory of the Built Form (January 2024) (henceforward referred to as the Draft CMP), submitted to HWC for approval in January 2024 and currently in process, is assumed to be the primary informant to heritage based decision-making within the V&AW landholdings (further detailed in the body of this report).

6.2 City of Cape Town Heritage Audit

In terms of the City of Cape Town Heritage Audit, the site has not been graded. It is located within a proposed Heritage Protection Overlay Zone (although this remains under discussion with the V&AW).



Figure 9: CCT Heritage audit grading inventory



Figure 10: CCT Heritage audit heritage areas.

6.3 Table Bay District SDF 2023

In terms of the Table Bay District SDF, Sub-district 2, the V&A is identified for 'potential mixed use'.



Figure 11: Table Bay District SDF, Sub-district 2

7. Site Description

The development site is located at the north-eastern end of the Granger Bay precinct. To the north it is bounded by the dolos revetment and the ocean, along which the coastal walkway is situated. The southern boundary is bound by a re-aligned Breakwater Boulevard. The north-eastern corner abuts the historical Breakwater Wall. At its western and eastern extremities it encompasses parking lots.

The entire development site is reclaimed ground, comprising fill deposited at various stages between the late 19th and late 20th centuries as part of the development of the Breakwater precinct of the harbour.



Figure 12: Aerial view of the site between Breakwater Boulevard and the coast (V&AW)(Source: Jean Tresfon photography: 2026)



Figure 13: Breakwater Boulevard eastbound, site left



Figure 14: Breakwater Boulevard eastbound, site left and front. Quay 7 building in the background.



Figure 15: Breakwater Boulevard south-eastbound, site left, Breakwater Wall ahead



Figure 16: Breakwater Boulevard north-bound, site right. Note the fall of the land, no visibility of the sea



Figure 17: Breakwater Boulevard north-west bound, site ahead, no visibility of the sea



Figure 18: Breakwater Boulevard looking north, site and elevated coastal walkway ahead.



Figure 19: Breakwater Boulevard, site ahead.

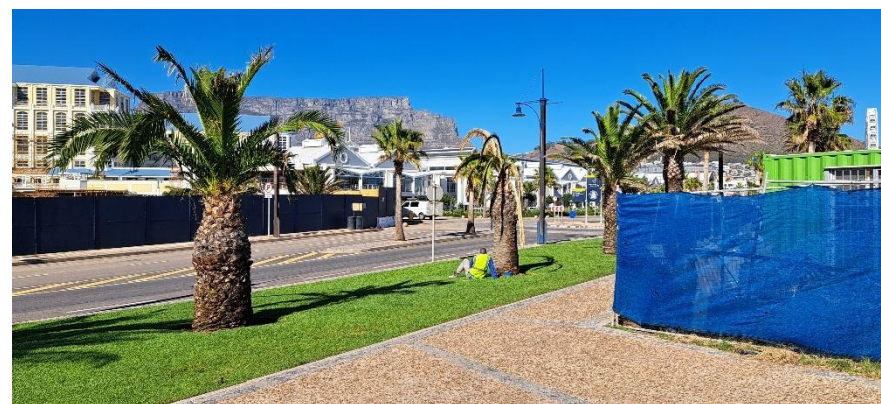


Figure 20: Site looking across to Table Mountain and Signal Hill



Figure 21: From the coastal walkway looking west across Granger Bay



Figure 22: From the site looking west along Breakwater Boulevard towards Somerset Hospital and Signal Hill



Figure 23: From the elevated coastal walkway on the site seawards



Figure 24: From the coastal walkway on site looking west across Granger Bay



Figure 25: From the coastal walkway on site looking south west

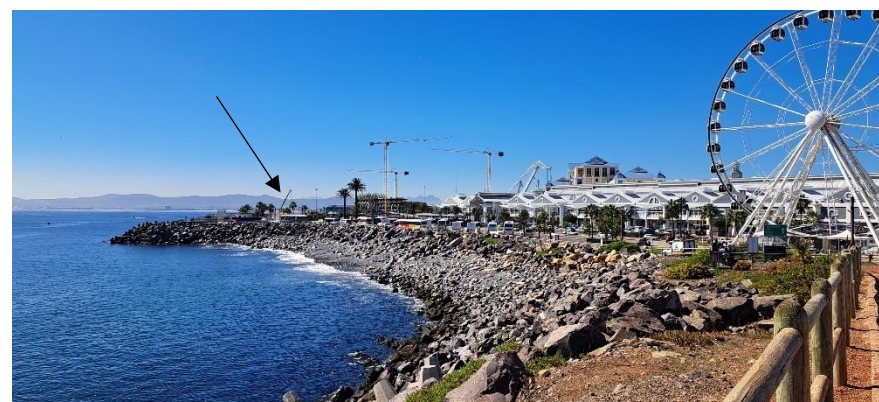


Figure 26: From the coastal walkway beyond the site looking east towards it across Granger Bay

8. Historic Overview

Development of the V&AW over a long period of time has entailed the preparation of numerous impact assessments, all of which have established precedent in respect of the identification of heritage

resources, significance and heritage indicators. These include, in the vicinity of the subject property:

- Visual Study of the Proposed Extensions to the V&A Waterfront Victoria Wharf along Breakwater Boulevard (OvP 2014);
- HIA Granger Bay Precinct (Baumann 2015);
- HIA East Pier Precinct (Baumann 2017) and associated height control ruling in respect of Quay 7;
- HIA Quay 7 building (Baumann 2023);
- HIA Bulk Rezoning Expansion (Postlethwayt & Baumann 2024).
- V&A CMP (2024)

What follows is a summary of the relevant aspects of historical analysis derived from these reports which are considered to adequately encompass all the relevant historical themes and significance, as supported by HWC, and do not require additional or more detailed analysis.

The heritage significance of the V&AW is hybrid in nature, reflecting changes in its role over time. Significance is thus considered to be understood and conveyed in terms of themes which have evolved over time and which reflect its transition from a purely working harbour and a place of forced labour and incarceration to its present role as a major tourism destination. Themes which characterise the V&A Waterfront and its evolution and which need to be taken into consideration in the grading of heritage significance include the following:

- Convict labour, Contract labour, Slavery, place of employment
- Maritime technology.
- Harbour technology (construction & related infrastructure).
- Place of distribution, commerce and trade.
- Fishing industry.
- Place of tourism and recreation.

- Place of punishment, incarceration.
- Symbolic role (place of liberation).
- Place of defence.
- Scenic qualities.

While many of these themes and roles are no longer operational, the physical fabric, to varying degrees, remains extant and has the potential to contribute to a sense of meaning and place character at the Waterfront. At the larger scale, three interlinking qualities are regarded as being fundamental to place character and heritage significance:

1. The working harbour component: the grain silo and related elements; the fishing industry and related elements (warehouses, cranes), the ship repair industry and related elements.
2. The combination, variety and mix of the historic fabric with later developments reflecting the commercial and tourism role of Waterfront, embedded within a predominantly continuous public space system which provides multiple access to the water's edge.
3. The range and variety of scenic views, both into and from the precinct and across the basins, and towards landmark features such as Table Mountain, and the townscape qualities, particularly related to the building fabric immediately adjacent to the Alfred and Victoria Basins, established both by the nature of the historic fabric and the spatial relationships between buildings, and between buildings and the water's edge.

Historical development of the site¹

From the earliest days of the use of Table Bay as an anchorage, it was clear that the bay was not particularly safe, especially during the north-westerly storms of the winter months. Shipwrecks were

¹ Source TerraMare input into the NID Phase 1A

monotonously regular and by 1850 numbered more than 220. Most shipping casualties occurred in the south-eastern corner of Table Bay near Woodstock and Salt River, but at least 66 ships were lost between Green Point and Roggebaai between the 16th and 20th centuries (see Burman, 1976; Turner, 1988; Durden, 1992). To stem this loss of vessels, goods and lives, the authorities at the Cape during the eighteenth and nineteenth centuries made several attempts to build maritime infrastructure in the bay, which would provide some measure of shelter to shipping from the northwesterners and the prevailing swell.

In 1743 work commenced on a breakwater at Mouille Point, but storms and heavy seas destroyed the structure almost as fast as it was built, and work was abandoned in 1747 with only 100m of the planned 700m length having been constructed (Burman, 1976; Worden et al, 1998).

It took another century, and yet another massive loss of shipping in Table Bay during the winter of 1858 before the construction of a formal, enclosed harbour basin began when Prince Alfred tipped the first load of stone for what became the Alfred Basin in 1860.

The Alfred Basin was cut into the shoreline and dug out of bedrock, and the spoil from the excavation used to create a breakwater to the west to protect it from the prevailing swell. It was completed in 1870 and supplemented by the Victoria Basin by the end of the century (Ingpen & Pabst, 1985) which was constructed in the lee of the breakwater, which was also extended at the same time.

Cape Town's harbour facilities were further expanded between the two World Wars with the completion in 1932 of a new basin adjacent to the Victoria Basin and later, the huge land reclamation on the Foreshore allowed the construction of the Duncan Dock (Turner, 1988).



Figure 27: Thomas Bowler's painting of Alfred Prince of Wales inaugurating the Table Bay breakwater in 1860 (Source: <https://sites.google.com/site/soulorailway/soul-of-a-railway/system-1-cape-western/part-16-table-bay-harbour>).



Figure 28: Plan by Coode dated 1859 showing the proposed Alfred and Inner Basins and the Breakwater (Source: UCT Online map collection).

The proposed development area that is the subject of this application is situated on the seaward side of the historical Table Bay breakwater.

Based on evidence from historical maps and aerial photographs, the area south of the project site, in the corner of Granger Bay against the breakwater, was subject to gradual land reclamation from the early 1950s and by 1980 most of the project area had been reclaimed from the sea.

The reclaimed land that comprises the project site is, thus, a modern construction, no older than 70 years and will not contain in situ archaeological material or deposit related to the historical development of the harbour.



Figure 29: Photograph of the harbour from signal hill taken in c. 1880 showing the Alfred Basin and the Breakwater. The approximate position of the proposed development area is indicated by the arrow (Source: Cape Times archive).

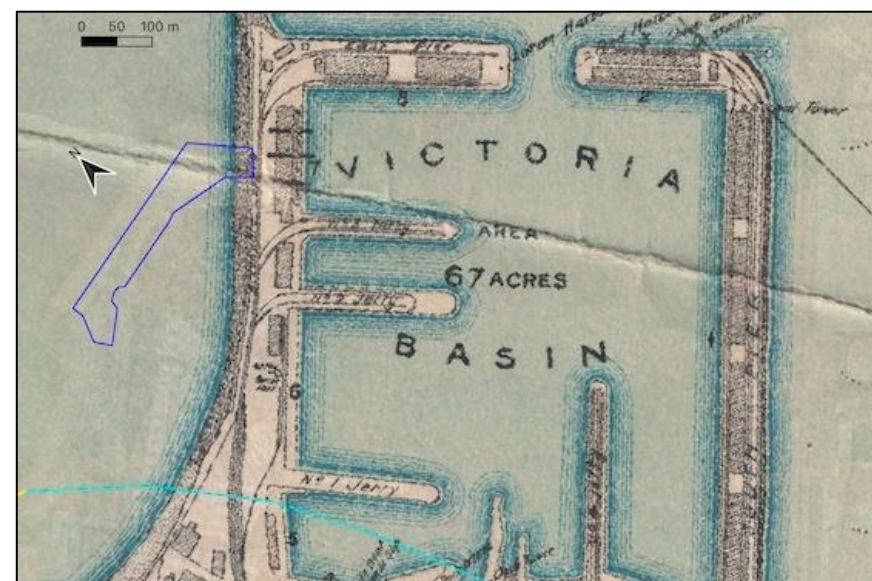


Figure 30: 1911 chart of the harbour. The pale blue and yellow dotted lines represents the approximate position of the historical shoreline of Table Bay with the Alfred Basin on the landward side of the coast. The Victoria Basin has been constructed in the lee of the breakwater, north of the Alfred Basin. The proposed development area is indicated on the outer side of the Breakwater by the dark blue polygon (Source: UCT Online map collection).



Figure 31: Cape Town Harbour 1898, showing the Victoria Basin under construction. The arrow marks the approximate position of the project area (<https://maritimesa.org/grade-10/the-history-of-cape-town-harbour/>).

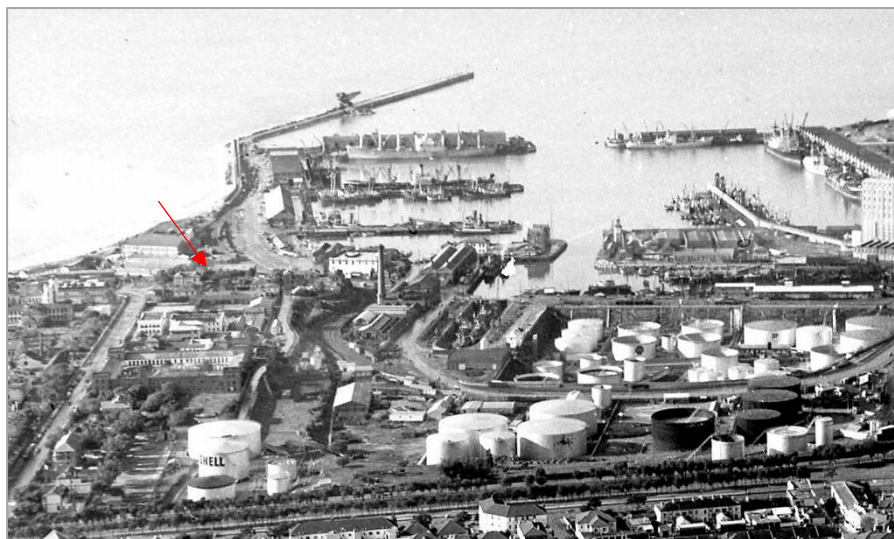


Figure 32: Hilton T Flickr taken sometime in 1952



Figure 33: 1980 historical aerial, the site is now partly reclaimed land, used for marshalling yards

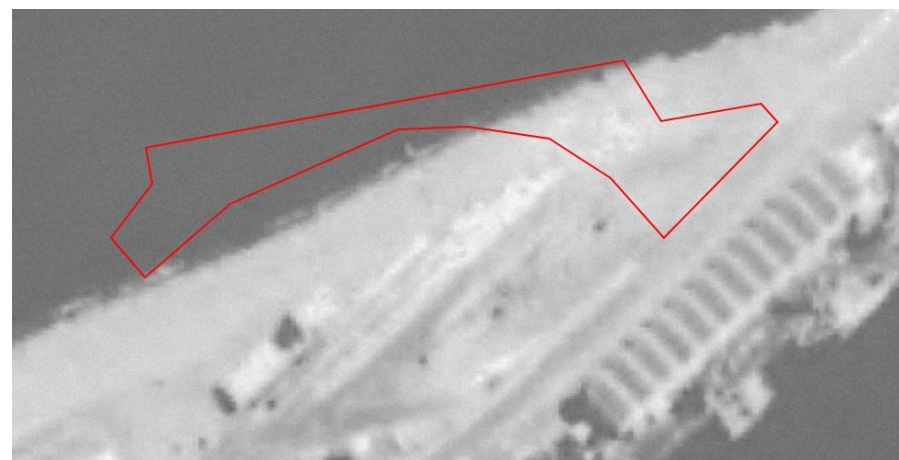


Figure 34: 1988 historical aerial



Figure 35: 1996 aerial, additional reclamation and the site's current usage now under construction.

Archaeology

The following sections are extracted directly from the AIA attached as Annexure C, but not quoted for ease of reading.

The proposed development area is located on made ground, comprising fill deposited at various stages between the late 19th and late 20th centuries as part of the development of the Breakwater precinct west of the historical breakwater wall in the harbour.

Archaeological monitoring of recent basement excavations at both the adjoining Q and R portions of the Granger Bay precinct and Quay 7 on the eastern side of the breakwater wall indicate that this fill is very varied and while there is some potential for the presence of historical artefacts within the fill, such material will have very little archaeological value, having lost both its original context and provenance.

The fill underlying the development site is, therefore, of very low archaeological potential or value.

Maritime Archaeology

Since the Portuguese explorer Vasco da Gama pioneered the sea route around Africa from Europe to the East in 1498, the southern tip of the African continent has played a vital role in global economic and maritime affairs, and until the opening of the Suez Canal in 1869, represented the most viable route between Europe and the markets of the East as shown on Figure (Axelson, 1973; Turner, 1988; Gribble, 2002; Gribble and Sharfman, 2013).

During that time, at least 2,800 vessels are known to have sunk, or been wrecked, abandoned or scuttled in South African waters. This list of casualties is not believed to be complete and certainly does not include the yet unproven potential for shipwrecks and other sites that relate to pre-European, Indian Ocean maritime exploration, trade and interactions along the South African east coast.

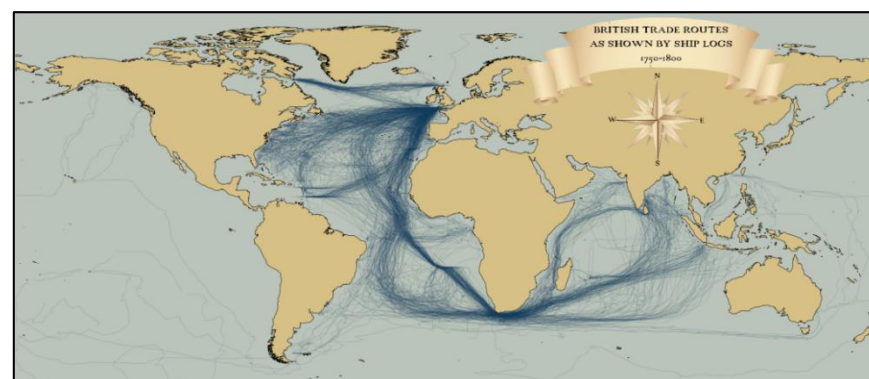


Figure 36: Example of the strategic position of the South African coast in global trade. British trade routes as shown by ship logs – 1750 to 1800 (<http://www.theguardian.com/news/datablog/2012/apr/13/shipping-routes-history-map>).

South Africa's historical shipwrecks are an extremely valuable repository of information about global maritime trade during the last five centuries and potentially much further back into the past. These sites contain a wealth of cultural material associated with that trade and clues to the political, economic, social and cultural changes that accompanied this trade, and which contributed to the creation of the modern world.

There are records of more than 400 maritime casualties in the historical anchorage in Table Bay, the largest concentration of historical wrecks in South African waters. This is the result of a combination of factors, including a notorious lee shore to the Western Cape's winter storms, the long history of the bay as busy shipping hub, and indifferent harbour facilities for most of that period (Burman, 1976; Turner, 1988).

Unlike the southern and eastern shores of Table Bay where the bulk of historical shipping casualties occurred, however, the north-western portion of the bay, including Granger Bay, was relatively protected from the winter north-westerlies, and shipwrecks were less common in this area.

Nevertheless, several texts (see Burman, 1976; Turner, 1988; Durden, 1992) and a shipwreck database maintained by TerraMare Archaeology, indicate that more than 20 shipwrecks or shipping losses occurred in the area between the Green Point and Granger Bay between the 16th and 19th centuries. Table 1 lists the recorded wrecks in this area.

Table 1: List of historical wrecks recorded in the vicinity of the project area

Name	Date	Place
<i>Apollo</i>	1823	Ran ashore at Green Point close to the Moulin Battery
<i>Arabia</i>	1858	Struck rocks and wrecked at Mouille Point
<i>Athens</i>	1865	Wrecked on the rocks between Green Point and Mouille Point
<i>Catherine Jamieson</i>	1840	Ran aground on rocks at Mouille Point
<i>Chieftan</i>	1848	Wrecked on Mouille Point
<i>Dido</i>	1853	Wrecked on rocks at Mouille Point
<i>Eliza</i>	1863	Ran aground on rocks at Mouille Point
<i>Ellen Maria</i>	1868	Wrecked on the rocks at Green Point
<i>Enchantress</i>	1849	Wrecked between Green Point and Mouille Point
<i>Frances</i>	1840	Ran ashore at Mouille Point
<i>Helen / "Glass Wreck"</i>	1842	Ran ashore at Mouille Point
<i>Highfields</i>	1902	Sank after collision with the <i>Kaiser</i> just outside the Breakwater
<i>Hoop</i>	1784	Ran ashore close to Mouille Point
<i>Juliana</i>	1839	Ran ashore at Mouille Point
<i>Mary Stewart</i>	1842	Went ashore between the lighthouses
<i>Miner</i>	1857	Capsized off Granger Bay
<i>Mulgrave Castle</i>	1825	Driven onshore and wrecked close to Green Point lighthouse
<i>Olga R</i>	1885	Ran aground on the reef at the point
<i>Palmer</i>	1840	Ran aground on rocks between the lighthouse and Moulin Battery
<i>Piscatatqua</i>	1865	Ran ashore opposite the wreck of the <i>Athens</i>
<i>Prince Rupert</i>	1841	Ran ashore at Mouille Point
<i>Reno</i>	1883	Ran aground at Mouille Point
<i>Royal William</i>	1837	Struck rocks at Green Point near Lazar's Fisheries
<i>Sheperd</i>	1874	Foundered on north side of Breakwater
<i>Sincapore</i>	1832	Ran ashore at Mouille Point
<i>Swea</i>	1852	Ran ashore near the "old" lighthouse
<i>Udeny Castle</i>	1840	Ran ashore at Mouille Point
<i>Wasp</i>	1863	Capsized outside the Breakwater

Some of these wrecks - for example the *Athens*, the *Highfields* and the *Helen* (also known as the Glass Wreck) - can confidently be placed outside the study area because their remains have been found and their positions on the seabed are thus accurately known.

However, the vagueness of contemporary historical descriptions of many of the maritime casualties suggests that it would be wise to consider the possibility that at least some of the other recorded casualties listed in Table 1 as having occurred within the project area. Two examples are the *Wasp* (1863) and *Sheperd* (1874) which were lost slightly offshore near the Breakwater, and whose remains could be within the Granger Bay Precinct Phase 1B project area.

Submerged Pre-colonial Archaeology

Since the start of the Quaternary, approximately 2.6 million years ago, the world has been subject to a series of cooling and warming climatic cycles and sea level was mainly lower than it is today. During the last 900,000 years, during which our tool-making ancestors were colonising much of the world, global sea levels have fluctuated substantially on at least three occasions, the result of increased and decreased polar glaciation which cyclically locked up and released huge quantities of seawater from polar ice sheets.

The most extreme recent sea level drop occurred between circa 20,000 and 17,000 years ago when, during Marine Isotope Stage 2 (MIS) at the height of the last glaciation, the sea was more than 120 m lower than it is today (Waelbroeck *et al*, 2002; Rohling *et al*, 2009). Similar sea level low stands occurred during MIS 4 (~70,000 years ago), MIS 6 (~190,000 years ago), MIS 8 (~301,000 years ago) and MIS 12 (~478,000 years ago).

Each of these low stands would have “added a large coastal plain to the South African land mass” (Van Andel, 1989:133) where parts of the continental shelf were exposed as dry land (see Cawthra *et al*,

2016) (Figure 1). The exposure of the continental shelf would have been most pronounced on the wide Agulhas Bank off the southern Cape coast, and it is estimated that a new area of land, as much as 80,000 km² in extent, was exposed during the successive glacial maxima (Fisher *et al*, 2010).

The exposed continental shelf was repeatedly populated by terrestrial flora and fauna, and also by our human ancestors who were dependant on these resources (Compton, 2011), and for periods numbering in the tens of thousands of years, on at least three occasions during the last 500,000 years, covering the latter part of the Earlier Stone Age (ESA), the MSA, and the early LSA, our ancestors inhabited areas of what is now seabed around the South African coast.

This means that a large part of the archaeological record of the later ESA, MSA and early LSA is located on the continental shelf and is now “inundated and for all practical purposes absent from [that] record” (Van Andel, 1989:133-134).

Until relatively recently there was little or no global understanding of the potential for, or access to, submerged prehistoric landscapes and sites on the continental shelf. Increasingly frequent discoveries in various parts of the world of drowned, formerly terrestrial landscapes, often because of development-led seabed surveys and sampling, is, however, providing increasing evidence for the survival of prehistoric archaeological sites on and within the current seabed.

Well-known examples of such evidence include archaeological material and late Pleistocene faunal remains recovered in the nets of fishing trawlers in the North Sea between the United Kingdom and the Netherlands throughout the 20th century (Peeters *et al*, 2009; Peeters, 2011) and the University of Birmingham's archaeological interpretation of 3D seismic data, collected in the same area by the oil and gas industry, which has revealed well-preserved prehistoric

landscape features across the southern North Sea (Fitch *et al*, 2005, Gaffney *et al*, 2010).

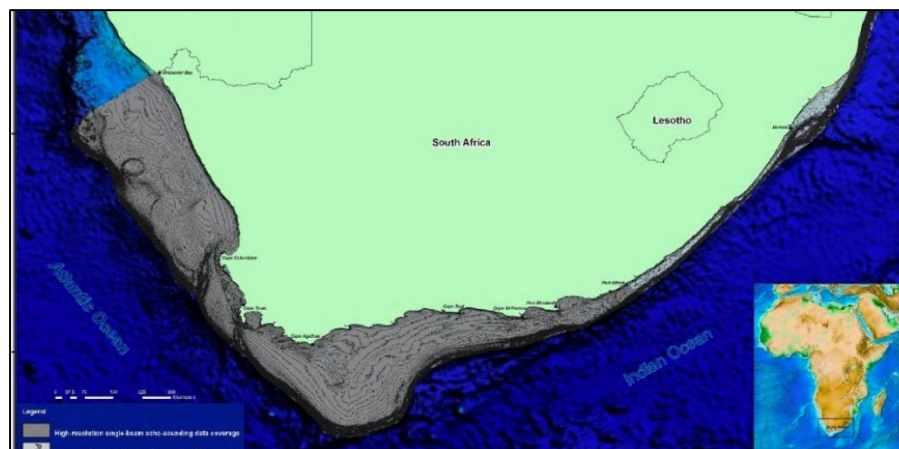


Figure 37: Extent of the South African continental shelf (light and dark grey area) (After De Wet, 2013).

Since the University of Birmingham work there have been increasing numbers of reports of submerged archaeological sites and material, for example, Tizzard *et al* (2011) and Faught and Gusick (2011) in Benjamin *et al* (2011).

Closer to home, there is archaeological evidence for a prehistoric human presence in Table Bay. In 1995 and 1996 during the excavation of two Dutch East India Company shipwrecks, the *Oosterland* and *Waddinxveen*, divers recovered three ESA handaxes from the seabed under the wrecks (Figure 38).

The stone tools, which are between 300,000 and 1.4 million years old, were found at a depth of 7-8 m below mean sea level and were associated with Pleistocene sediments from an ancient submerged and infilled river channel. Their unrolled and unworn condition

indicate that they had not been carried to their current position by the ancient river and suggests that they were found more or less where they were dropped by ESA hominins more than 300,000 years ago (possibly during MIS 8 (~301,000 years ago) or MIS 12 (~478,000 years ago)), when the sea level was at least 10 m lower than it is today and much of Table Bay was an emergent terrestrial landscape (Werz and Flemming, 2001; Werz *et al*, 2014).

During periods of lower sea level our ancestors are likely to have moved out onto the exposed floor of Table Bay and left evidence of their use of that landscape. Where landscape features and formerly terrestrial sediments have survived subsequent marine transgressions there is, thus, the potential to find pre-colonial archaeological sites and artefacts in submerged, seabed contexts within Table Bay.

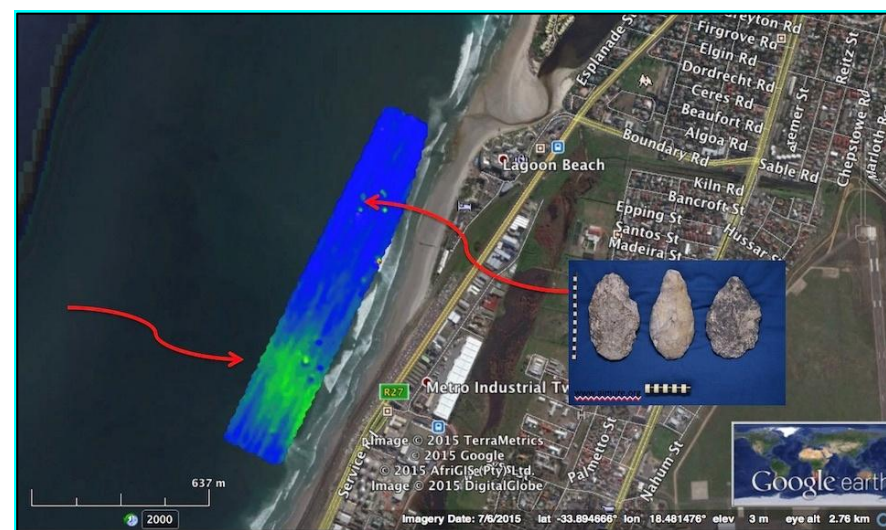


Figure 38: Location of the find of Table Bay ESA handaxes (inset) off Milnerton (top arrow) overlain on magnetometer data which shows the submerged palaeo-channel (green) of the Salt River (bottom arrow) (<http://www.aimure.org/index.php/aimure-projects>).

Contextual development in the Twentieth Century

New Somerset Hospital

The New Somerset Hospital on Beach Road was built to replace the old Somerset Hospital (c1818) on the site bound by Prestwich, Hospital, Alfred and Chiapinni Streets. The foundation stone for the new hospital was laid by Sir George Grey in 1859. The Somerset Hospital was designed by colonial engineer I. Scott Tucker, and initially housed 100 patients. It was completed in 1862. The hospital was enlarged several times.

In 1938, the Somerset Hospital was closed, only to be reopened a year later as the first “non-European” hospital in Cape Town. The original core of the Somerset Hospital was declared a National Monument in 1971 and is protected under the National Heritage Resources Act as a Provincial Heritage site.

The Breakwater wall

The breakwater wall dates from the earliest period of harbour construction in 1860 and was constructed from the stone material excavated from the Alfred Basin. It was built by prisoners who were incarcerated at the convict station located on the Portwood Ridge. The breakwater was extended over time, in line with the various phases of harbour construction. The breakwater wall and the actual breakwater which flanks the heliport facility on reclaimed land, dates from the 1860s.

Harbour/Waterfront development

The 20th century saw the modernisation of Cape Town as a harbour city. Amsterdam Battery was partially demolished in 1905 to make way for a rail line linking Sea Point, the harbour and the city.

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. At the same time, Fort Wynyard was partially restored and the Coastal Artillery Museum established at the site (Baumann 2015).

The site is clearly a product of the late 20th C and early development of the V&A Waterfront.

9. Context: Townscape & Visual analysis

Extracts from the Townscape and Visual Impact Assessment undertaken by Claire Abrahamse, included in full in [Annexure D](#), are included hereunder but not directly referenced for ease of integration.

9.1 Methodology

This study looks to address the two HWC requirements for a townscape study and visual impact assessment, which are dealt with collectively. As stated in the Bulk and Rezoning specialist townscape and visual study for the wider site:

“The precinct can be understood as an urban unit of low-rise, large buildings, inter-connected and dominated by the relationship to the harbour edge, Table Bay and the mountain beyond. A visual analysis of the site has substantial overlap with a townscape analysis, and it is deemed to be essential that the visual analysis incorporate, and indeed be built upon, a methodology that would more commonly be found as part of a townscape analysis” (Abrahamse, 2024: 4).

This study therefore draws on the analysis and assessment of the visual setting and townscape character of the wider V&A Waterfront landholding, submitted to Heritage Western Cape as part of the

rezoning and bulk application (approved 2024). This study established the predominant urban patterns and associated visual absorption potential of the site and assessed the impact of the proposed new bulk against these in a broad-brush way. This study seeks to establish more detailed townscape and visual indicators for the Breakwater North site, and particularly parcels O, P, a1 and a2.

The townscape and visual study that formed part of the approved HIA for the proposed development of parcels Q, R and S (adjacent to the parcels being considered here) included the baseline work for this study. This is because a more holistic study was undertaken to identify overall townscape and visual sensitivities for the wider precinct, in order to establish “cumulative impact assessment”.

It is important to note that, although it is located within a highly urbanized context, the V&A Waterfront in general is a different kind of “townscape” to the city against which it is set: for many years it was a working harbour site with restricted access and later developed as a singular precinct focused on retail, tourism and public access for leisure. Therefore, the methodology used should be like that of the analysis of a university campus or industrial precinct, developed either to serve a common purpose (in the case the support of shipping and fishing, as well as military defence in the case of Granger Bay) or under a clear masterplan (as a leisure and retail destination from the late 20th century) than an ordinary part of the city might be.

Of course, at the same time, it is acknowledged that this does not apply universally to the entire V&A landholdings, due to cadastral boundaries. Portions of Canal District, and Granger Bay are V&A property and the planning intention in these areas does aim for them to be better integrated into their surrounding and be an ‘ordinary’ part of the city.

The V&A Waterfront site is an area with a recognised special character and sense of place (and additionally incorporates proclaimed heritage sites) and is immediately adjacent to other parts of the city that have recognized townscape qualities and are protected as Heritage Protection Overlay Zones or Heritage Areas (Figure 39).

The site is also an important area for tourism and recreation, includes important vistas and has a visually prominent skyline (DEADP Guideline for Involving Visual and Aesthetic Specialists in EIA Processes, 2005). The proposed additional development on the site has the potential to change the fabric, character, and townscape of the area. Therefore, a townscape and visual impact assessment study is seen to be warranted in these circumstances.



Figure 39: The site (in red outlined) is set against parts of the City with formal heritage protection as National or Provincial Heritage Sites, or as Heritage Protection Overlay Zones.

The study sets out to:

1. Establish the Townscape and Visual Assessment Methodology;
2. Summarise the indicators from the 2024 overall HIA, as endorsed by IACOM, as well as other, applicable HIA studies. Distil these into a single diagram or collection of diagrams.
3. Analyse the Receiving Environment and underlying Character of the Site. This is done at three scales:
 - a. A summary of the Coastal and Geomorphological Context (2024 Townscape and Visual Assessment Report),
 - b. The Local Setting of the V&A: Field of View and Outward Vistas, and
 - c. The "Townscape" Setting of the V&A, and Major Character-Giving Elements.
4. A statement of the character of the site is made.
5. This goes on to influence the establishment of heritage-based guidelines and indicators, as well as visual criteria, and the visual impact assessment of the proposed development is undertaken and recommendations made.

It is important to state that, while HWC's RNID calls for a townscape assessment and a visual impact assessment, given the urban environment at hand it is seen to be greatly beneficial to carry out these together and in parallel, as they greatly inform one another.

9.2 The Receiving Environment

For an environment such as the V&A Waterfront, a "visual study" must include aesthetic, cultural and spiritual/"sense of place" aspects, which taken together contribute to the local character of an area. The visual aspects of the site, in the context of an HIA, include scenic, aesthetic and amenity values, and when taken together with the rather flat topography and existing built and natural environment of the site, have a large degree of overlap with an analysis of the

townscape and urban qualities of the site (see, for instance, Oberholzer and Lawson's VIA for the Granger Bay, 2015: 7).

The V&A Waterfront is a very particular type of place, with a particular townscape character. It is located between two World Heritage Sites – Table Mountain National Park and Robben Island – and has historical and visual-spatial links to both. The 2024 V&AW Visual and Townscape Study went into detail regarding the wider setting of the V&A site. This study does not replicate that information, but rather tailors it for the particular location of the proposed intervention for Parcels O, a1, a2 and P.

9.2.1 The Coastal and Geomorphological Context

Remainder erf 149294 and the various adjoining erven making up the V&A Waterfront are characterized by a wider coastal and geomorphological setting that is both celebrated and globally recognisable: "there are few more spectacular or iconic landscapes in South Africa than the conspicuous, 1000-m-high flat-topped mesa of Table Mountain framed by the nearby Devil's Peak and Lion's Head/Signal Hill. The prominent massif rises steeply from the Atlantic Ocean and forms a distinctive landmark at the northern end of the Cape Peninsula. Its cliffs provide a backdrop to the City of Cape Town which, when juxtaposed with sea to the west and the low-lying Cape Flats to the east, makes for one of the most awesome urban locations in the world" (Meadows and Compton, 2015: 95).

This iconic setting would have been the backdrop against which visitors to the Cape would have first seen the town and later its docklands, until air travel became possible, although the breakwater wall continues to offer views both across the basins and towards Table Mountain.

Below the encircling range of Table Mountain, Devils' Peak, Lion's Head and Signal Hill protrudes an exposed, hardened layer that forms the flat terrace or coastal shelf. This underpins Greenpoint Common

and creates Portswood Ridge, which naturally formed a secluded harbour to the east. It is this ridgeline that was effectively extended seaward with the construction of the first breakwater in 1860, to establish a safe and defensible harbour for vessels to the east (Worden, 1994: 33).

The V&A Waterfront is located geomorphologically between the sea, the wave-eroded coastal shelf to the west, the bowl-shaped, convex valley to the west (colloquially known as the “city bowl”) and the mountain backdrop to the whole. Bisecting this at the site itself is the apex of Signal Hill, the watershed line of the Portswood Ridge, and its extension as the Breakwater into the bay itself.

Therefore, the physical location of the site underpins its predominant character as the meeting point of the sea, the port and the city.

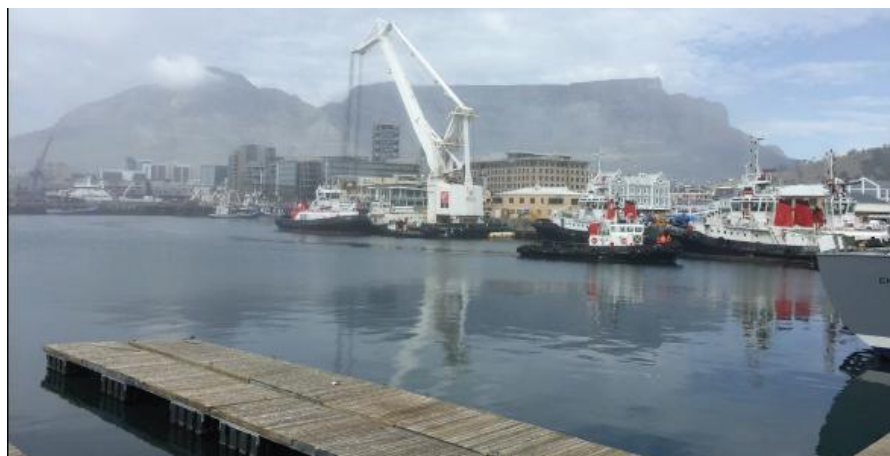


Figure 40: The physical location of the V&A Waterfront visually underpins the site as the meeting place between the sea, the port and the city.

In addition, the Portswood Ridge generally divides the V&A site into a section of shelter, and one of exposure to the natural elements (wind, waves etc.). It is no surprise that most of the historic core of the V&A is located towards the eastern edge of the ridge, which was naturally more sheltered, and that elements such as Somerset Hospital and the fort were specifically located on the exposed side to capture the healing wind, fresh sea air and the expansive views towards the bay that this edge offered. However, the exposed edge of the site has not developed a specific “townscape” as the working functions of the harbour were instead located behind the sheltering breakwater wall. This is largely why this area is identified as being peripheral in the Draft CMP, and must be assessed with this in mind.

The visual-spatial juxtaposition of the site on the edge of a wave cut shelf, and in the teeth of the weather, is key to the genius loci (“spirit of the place”) of this part of the V&A, and underpins all the other historical “themes” and significances the site holds: as a place of defence, slavery and incarceration, a place of arrival and distribution, of maritime trade and development.

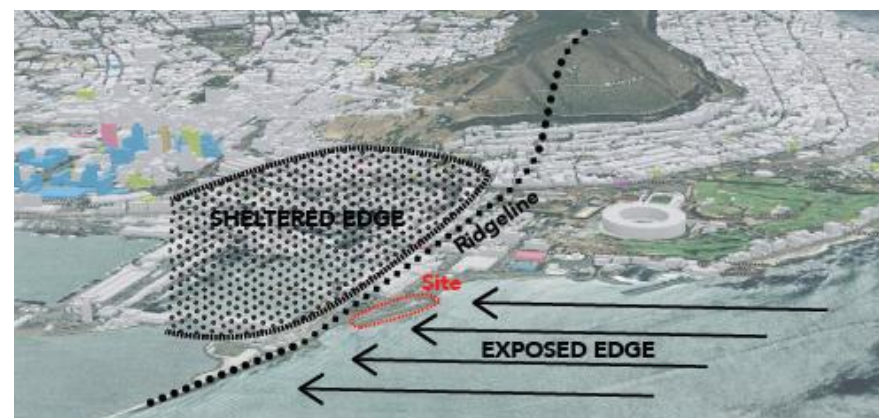


Figure 41: The topography creates a sheltered and exposed part of the site.

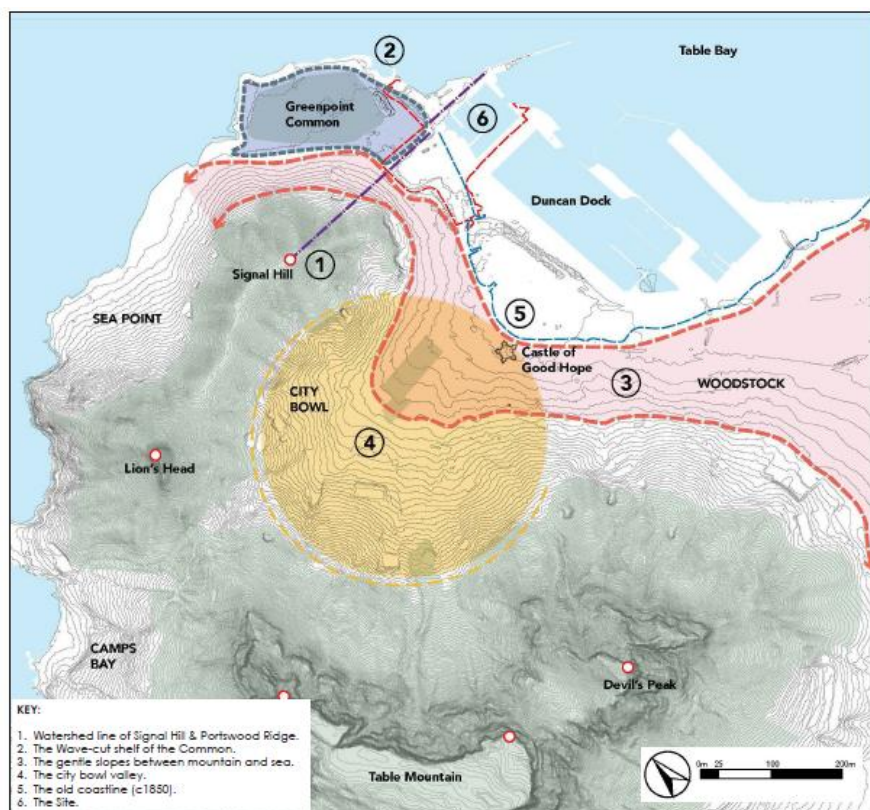


Figure 42: The V&A is located between the sea, the wave-eroded coastal shelf to the west, the bowl-shaped, convex valley to the west and the mountain backdrop to the whole. Bisecting the site is the apex of Signal Hill, the watershed line of the Portwood Ridge, and its extension as the Breakwater into the bay itself.



Figure 43: The V&A is located within this flattened coastal "band", site indicated.



Figure 44A (left): Francois Valentijn's drawing of the approach to Table Bay, drawn in 1726, "'Oud en Nieuw Oost-Indiën' van François Valentyn".



Figure 44B (right): George Washington Wilson's photograph of the approach to Table Bay, taken from on board a vessel in 1896.



Figure 45: The landscape of Table Mountain, looking south-east with the Waterfront outlined in yellow dotted lines. The dashed red line indicates the original coastline of Table Bay, with the solid white line indicating the line of contact between Cape Granite and the Malmesbury shale geological layers. The diagonal hatch line is the Graafwater Formation in the depositional contact layer (Source: M.E. Meadows and J.S. Compton, 2015: 96). It must be noted that, while this photograph pre-dates 2010, the overall geological layers remain accurate.

9.2.2 The Local Setting of the V&A: Field of View

The V&A Waterfront is located on the edge of a city centre. Visually and in terms of townscape, Cape Town's location is defined by its position between mountain and sea.

The V&A is located within this flattened coastal “band”, through which railway lines and the major highways have been threaded. However, as the Draft CMP describes, it has a distinctive purpose, character, and sense of place with respect to its urban setting, as well as a fine-grained historic core that largely dates to the use of the area as a dockyard during the Victorian era.

So, while the V&A Waterfront is largely continuous with the city and its mountainous backdrop it has historically been seen from several clear viewpoints that form clear “moments” within the typical navigation of the wider extent of the city.

A common historical view, and one that remains accessible to the public and visitors and significant to the site, is from Signal Hill.

Photographs of the site have been taken here from the 1860s, when the harbour was under construction (Figures 46A, 46B and 46C), and therefore this is a major point from which the V&A is viewed. This viewpoint affords a detailed, overall view of the V&A and its skyline, set against Table Bay.

It is important to note that, due to the convex form of Signal Hill, this view does not generally allow the V&A Waterfront to be perceived together with the city centre, which is “around the corner” (Figure 48). Instead, the “townscape setting” is perceived to be Greenpoint.



Figure 46A: V&A Waterfront from Signal Hill, c1880 (KAB AG 4122).

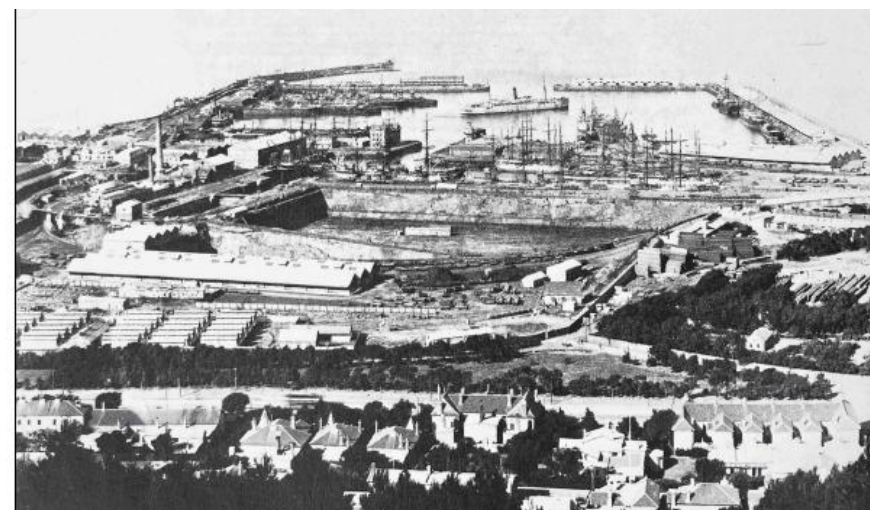


Figure 46B: V&A Waterfront from Signal Hill, c1903 (KAB R1647).



Figure 47: An example of one of the many promotional photographs of Cape Town taken with the subject site in the foreground (outlined in red dashed line) and the city and encircling mountain range beyond. The development of the site will be discernible in these views. (Source: Outlook Travel - <https://www.outlooktravelmag.com/travel-guides/africa/south-africa/western-cape>).



Figure 46C: A recent photograph of the V&A Waterfront seen from Signal Hill, late 2023.



Figure 48: Due to the convex form of Signal Hill, the V&A Waterfront cannot readily be perceived together with the city centre.

As such, views of the V&A from outside the site are somewhat visually contained, largely because the site is located on a convex, outward

promontory of land where Signal Hill meets the coastline, with the city and Atlantic Seaboard suburbs “tucked back” behind the site. This means that Signal Hill itself obscures views of the site from within the city and surrounds (Figure 49 and 49). This also accounts for the fact that the most significant viewpoints of the site are from the sea (not widely experienced) and from the upper slopes of Signal Hill. However, the breakwater, as a projecting element into Table Bay, can be seen from major approaches into the city from the east, namely Philip Kgosana Drive, Nelson Mandela Boulevard and the elevated freeway, as well as High Level Road (See Figure 51 for key to the following photo locations)



Figure 49B: The V&A Waterfront seen from Philip Kgosana Drive incoming



Figure 48D: The V&A Waterfront seen from High Level Road.



Figure 49C: The V&A Waterfront seen from Woodstock (left) and the elevated freeway (right)

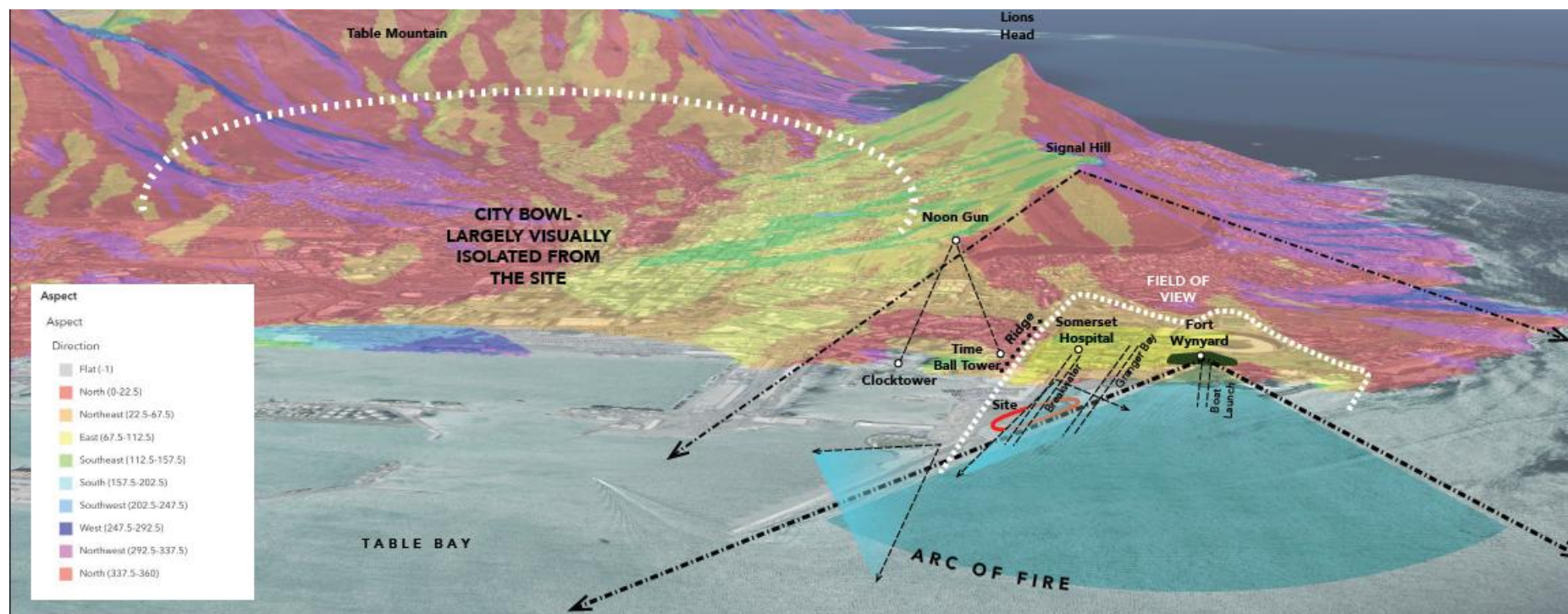


Figure 50: Field of view and outward vistas at the site. The mapping of the aspect onto the 3D landform clearly shows the relative visual isolation of the site from the City Bowl, as well as from the Atlantic Seaboard. (Source for basemap: Cape Farm Mapper).

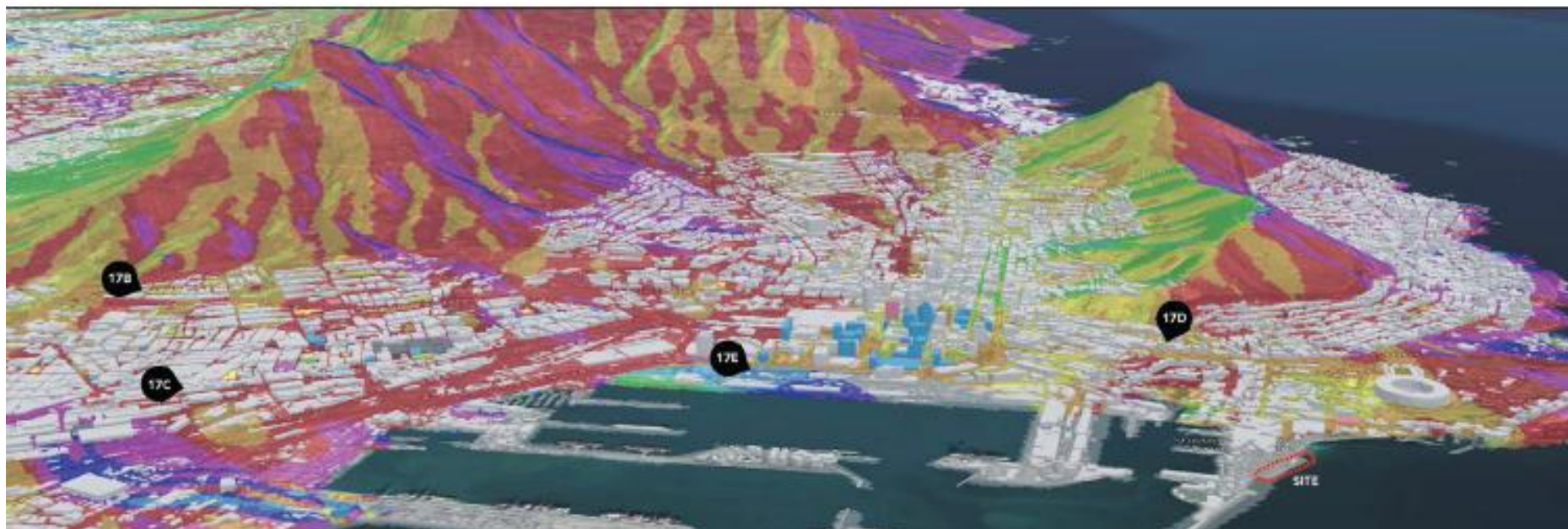


Figure 51: The projecting nature of the breakwater means that it is visible from farther afield than the rest of Granger Bay. The location of the views 49B, 49C and 4DD are referenced on the diagram as 17B, 17C and 17D on this diagram (Source for basemap: Cape Farm Mapper).

9.2.3 Identification of Scenic Resources at site scale

There are five important views within the wider precinct, two being historical and three more recently formed by the development of the V&A as a retail and commercial destination.

The Fort Wynyard gun battery, a Provincial Heritage Site that dates back to 1795, is built on a hillock overlooking Granger Bay, and as part of this protection, the “arc of fire” – a visual cone from the manned areas on top of the fort affording sight of Robben Island as well as towards Milnerton Beach – was also protected.

The views achieved from the Breakwater Wall are also historic, and allow for a connection between the bay and the mountain.

In this vicinity, another view along Dock Road and across towards Granger Bay is also noted as significant, although the construction around Granger Bay (temporary parking structures) has diluted it somewhat.

On Breakwater Boulevard, the expansive view northwards across Table Bay and towards Robben Island, once passing the Granger Bay Parking Structure, is also significant in allowing for views of the sea.

The Victoria Wharf mall forms a backdrop “spine” that pivots the view and viewer slightly northwards.

Finally, a publicly accessible view at the meeting point of East Pier and Quay 7, after passing through the Breakwater Wall and looking across the Victoria Basin, is intended in Urban Design Frameworks for this area, but is not yet discernible due to the construction site. However, the assessment of these views was concluded in the 2024 HIA and any major changes that might be rendered to this townscape have been assessed in line with the approved development proposals. However, the assessment of these views was concluded in the 2024 HIA and any major changes that might be rendered to this townscape have been assessed in line with the approved development proposals.

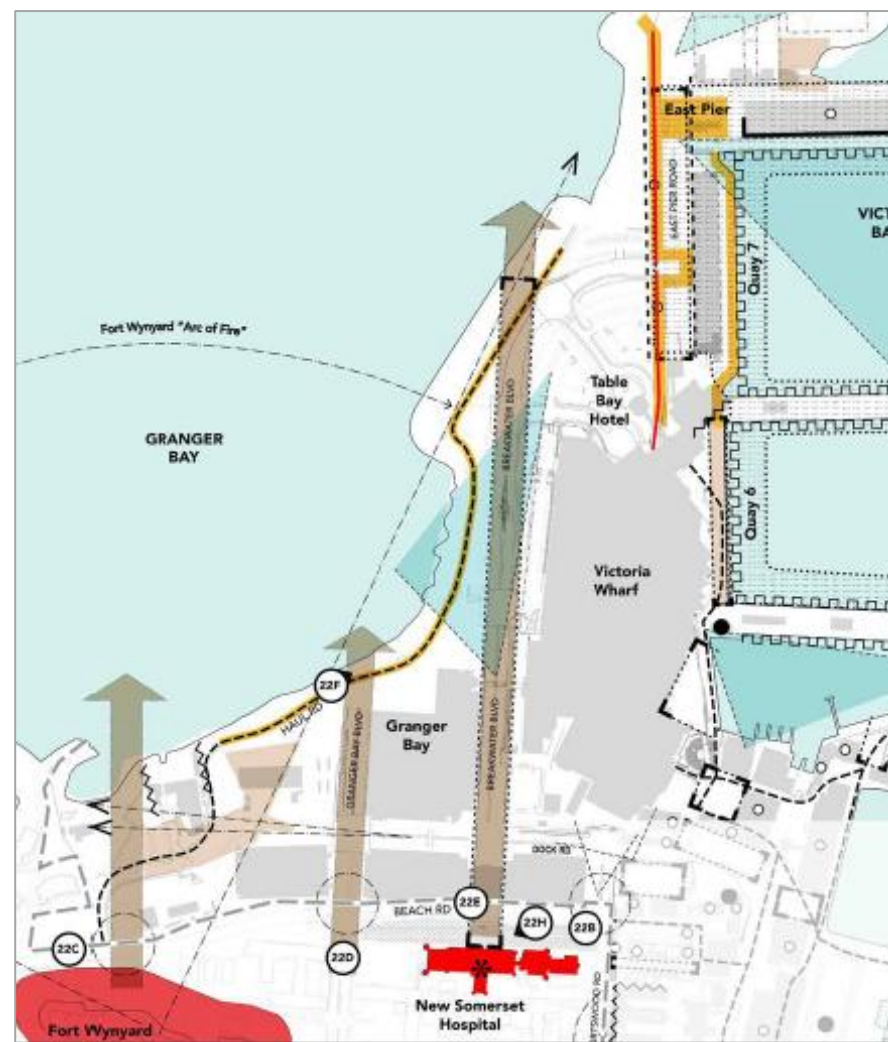


Figure 52: Key for the identification of scenic resources and areas in and around the site illustrated in the following photographs.



Figure 53.20A: The view from Fort Wynyard across Table Bay is protected. (Source: David Hellig and Abrahamse, July 2014).



Figure 53.20B: Views attained from the Breakwater allow for strong visual connections between Table Bay and the Mountain Range - key to Cape Town's sense of place



Figure 53.20C: The experience of views across the Dock Road extension towards Granger Bay have been diluted through construction of raised parking podiums and the dumping of fill from the basement excavation of the subject site



Figure 53.20D: The view from Granger Bay eastwards towards the breakwater precinct is the dominant view from the east, also attained along the coastal pedestrian path



Figure 53.20E: At the mid-point on Breakwater Boulevard, views open westwards and the dolosse revetment becomes discernible as coastline



Figure 53.20F: Views from the Breakwater Wall towards Table Bay allow for a sense of placement and orientation within the bay.



Figure 54.21A: View along Breakwater Boulevard from the top of the steps. Glimpses of the sea are obtainable, but the major sense of the bay is conveyed through the hills that are visible on the far side of Table Bay.



Figure 54.21B: View along Breakwater Boulevard from the bottom of the steps. The sea is not visible, but the “shaft of space” is well defined here as a formal avenue.



Figure 54.21C: View along Breakwater Boulevard from the pedestrian bridge over the roadway. This vantage provides an elevated view that is paired with the view obtained in Figure 20E. The “sheds” of the V&A Mall provide a frame for the view.



Figure 54.21D: View from the same vantage looking southwards down Breakwater Boulevard towards the Hospital, which sets up the axis.



Figure 54.21C (additional): A similar view from the pedestrian bridge, but adjacent to the entrance to the Mall. This vantage affords a view of the sea.



Figure 54.21E: View from the circle at the roadway to the Table Bay Hotel. Although Signal Hill is covered in cloud in this image, the “frame” set up by the Quay 7 hotel building (under construction) and the Table Bay Hotel is evident. The promenade-like qualities of the walkway along the coastal edge are also apparent.



Figure 54.21F: View from the elevated coastal walkway in front of the Table Bay Hotel. Although Signal Hill is covered in cloud in this image, the “frame” to the subject site that is set up by the Quay 7 hotel building (under construction) and the Table Bay Hotel is evident. The promenade-like qualities of the walkway along the coastal edge are also apparent.



Figure 54.21G: View from the Breakwater Wall looking over the site (with a basement being constructed). Signal Hill, the Cape Wheel and Cape Town Stadium are visible, as is Granger Bay. To the east, the Quay 7 Hotel blocks views towards Victoria Basin and Table Mountain.



Figure 54.21H: At the circle (see Figure 21E) looking southwards down Breakwater Boulevard towards Somerset Hospital and Signal Hill.



Figure 54.21J: At the bottom of the steps on Breakwater Boulevard looking towards Somerset Hospital and Signal Hill.

9.2.4 The “Townscape” Setting of the V&A, and identifying major character-giving elements

The townscape patterns of the V&A Waterfront are physical devices or spatial arrangements which enrich the built environment and ensure the appropriate relationship of component parts to each other. They suggest how the environment may be used and navigated. Patterns are inherited from the past, both through top-down planning and building projects and through the incremental changes made by generations of people who worked in and experiencing the space.

The benefit to identifying and working with these townscape patterns today is to enhance, in a contemporary idiom, the richness and quality of experience suggested by the inherited patterns. The patterns of the core of the V&A are defined by:

- The location at the waters' edge along Table Bay;
- The location adjacent to the city centre;

- The location below Signal Hill, and with the encircling Mountains of the City Bowl visible and providing a backdrop;
- The access provided to the water, with the more open experience of the sea along the Breakwater and at Granger Bay being a counterpoint to the shelter provided by the historic harbour basins;
- The development of the historic harbour around the Portwood Ridge, which is an important “edge” or “watershed” between the enclosed harbour around the basins, and the Bay itself along the Breakwater and wave-cut shelf in the vicinity of Somerset Hospital and Fort Wynyard, and in itself has a distinctive character;
- The linear arrangement of historic and maritime-related buildings positioned parallel to the major quays to facilitate the handling of cargo and freight, or along the Portwood Ridge, which naturally allowed them to take advantage of

views over these open bodies of water or over the buildings on the lower level;

- The encircling Dock Road, with limited historic gateway points at Buitengracht, Ebenezer, Portwood Road and Beach Road and Granger Bay.
- The emphasis of historic elements as landmarks through this process, such as Somerset Hospital.
- A generally consistent rhythm, grain and scale of the historic buildings and linkage spaces between them;
- The accessible quayside/water's edge, where buildings set back to allow for access to the water's edge (and historically to allow space for docking, loading/unloading and so on).

The present-day experience of the V&A Waterfront is well documented by the many thousands of visitors who access the site, and and share photographs of their experience.

In line with Gordon Cullen's 1961 book, "The Concise Townscape" they tend to document the site as a series of relationships between urban fabric, highlighting axes, view cones, focal points, edges, repetition and so on.

These are analysed below in terms of the site and its wider setting.

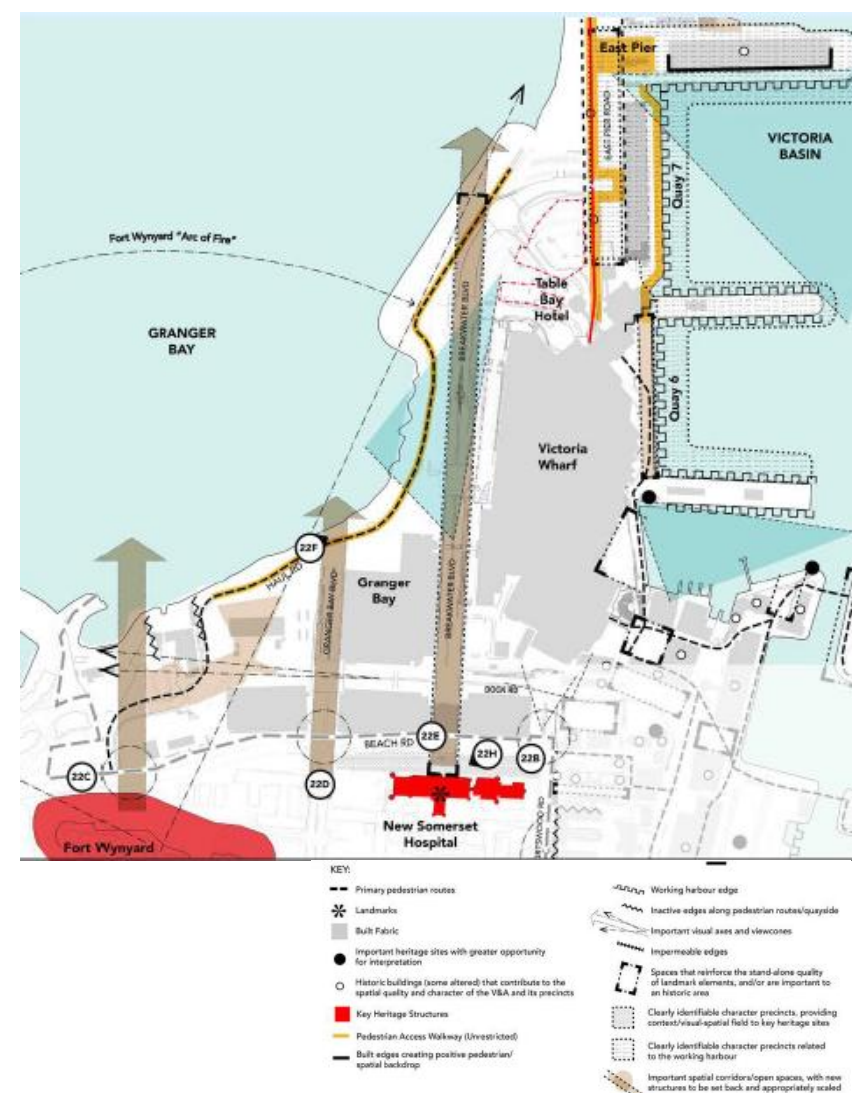


Figure 55 (left): The identification of key townscape elements in and around the site.



Figure 55.22E: Somerset Hospital is a stately landmark and a major organising townscape element for the precinct.



Figure 55.22F: Linearity and grain of the existing buildings. The long edges of buildings tend to face the water's edge, while their "grain" is established through the varying gable ends that comprise the shed typology.

Gateways	The major historic gateway into the docks in this area is the entrance along Portswood Road. Along Portswood Road, the Somerset Hospital Precinct and the stone walls of the old convict station and prison hold the edges of the route into the complex, and where the ridge ends and drops down to the docklands, a clear sense of gateway and arrival is attained. This stone wall is materially, historically, and symbolically “picked up” in the Breakwater Wall, and reinforced by the linear qualities of the Victoria Wharf mall façade along Breakwater Boulevard. The gateway along Beach Road is vaguely marked out by the ramparts of Fort Wynyard and the road leading to the Granger Bay slipway, but the spatial definition and threshold lacks spatial clarity. The Granger Bay Boulevard gateway is defined by the circle at Beach Road, does not have any historic qualities, and is too recent to have had building fabric properly respond to any sense of gateway and arrival here.
Landmarks/ focal points	The experience of the V&A from both a pedestrian and vehicular aspect is defined by the experience of a sequence of landmarks, which “pivot” one as the site is traversed. In addition, Somerset Hospital has defensive and castle-like architectural articulations, and sets up a very clear, very strong spatial axis and visual-spatial connection to the sea along Breakwater Boulevard, set as it is on the edge of the wave-cut shelf and positioned to take advantage of the sea air.
Grain/ Linearity/ Silhouette	Although most building fabric in this area is recent, the site has a strong grain and linearity of built fabric, with the Victoria Wharf mall and Quay 7 hotel arranged in relation to and predominantly parallel to the basins they address. These buildings reference the Victorian shed typology: rectangular, with a pitched roof form with narrow end gables. In general, where gables present to the water’s edge, this is part of a sequence which ensures they do read as “punctuation marks” in the edging of the quayside. This creates a layered and strong sense of edge.
Vistas/ Viewpoints and Axes	Key views and axes include Fort Wynyard, which was established to protect the bay, and the sightlines from the fort – the so-called “Arc of Fire”, the axial relationship between Somerset Hospital and the sea is a key element and view corridor, and views from the Breakwater Wall, among secondary views. A graphic study of the sequence of views afforded along the Breakwater Boulevard has been undertaken, as well as the views achieved along the coastal walk. These are key to the sense of place of this part of the site, and are not always rigidly framed, but are often expansive.
Routes and Edges	Near the site, routes and their edges are experienced equally by pedestrians on foot and people in cars. These include the link between Portswood Road and Breakwater Boulevards, as well as the route along the top of the Breakwater wall and along the coastal edge, which is protected by Dolosse and ends close to Granger Bay, allowing for expansive views of Table Bay as well as towards Robben Island and the open water beyond. This route can connect to the Greenpoint/Sea Point promenade space.
Open Spaces and Forecourts	The subject site does not have any designed forecourt or open spaces – instead, car space dominates. The exception is the forecourt space to Old Somerset Hospital, which is a designed green space, and sets up the axial link down Breakwater Boulevard.

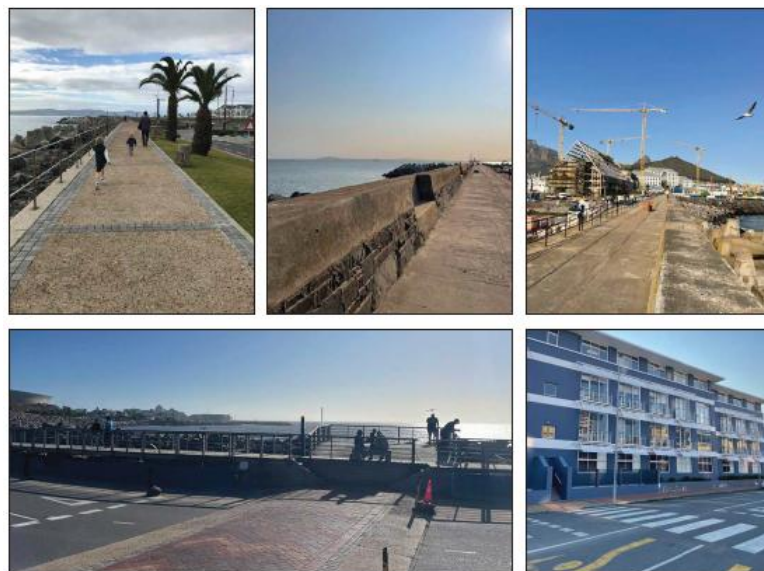


Figure 55.22G: The best pedestrian experiences in this part of the V&A Waterfront offer highly textured environments (dolosse, stonework, planting and paving) with views over the water. The built fabric offers the poorest pedestrian environments, often with inactive edges or edges that favour the vehicle over the pedestrian.



Figure 55.22H: The forecourt of Somerset Hospital offers one of the few formal spaces within the precinct, albeit outside of the V&A waterfront boundaries that is well landscaped.

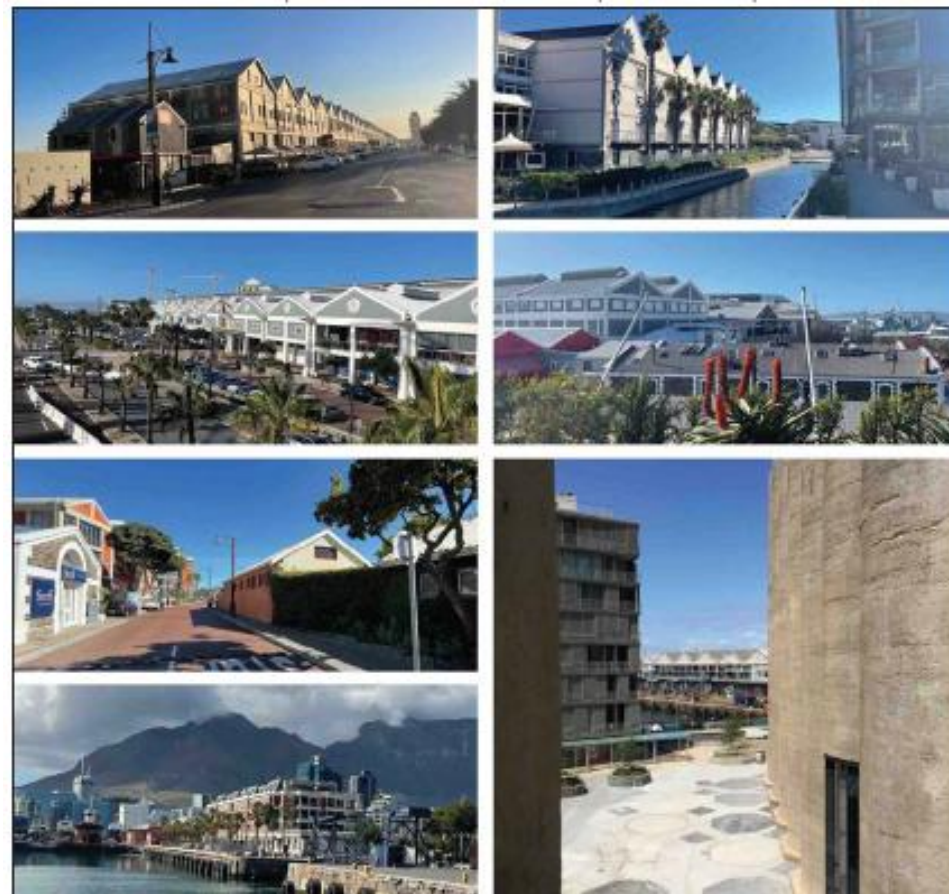


Figure 55.22I: The architectural character of the of the Waterfront beyond the precinct site.

Architecture

Worskett (1969) noted the following architectural elements as key to the design of infill buildings within an established townscape, and these are unpacked in more detail for the site and surrounds:

Building line is the line of facades along a street or around a space will condition the relationship between buildings. A changing building line creates points of interest along a street or route.

At the V&A Waterfront, the building line is most strongly perceived along the quay edge, where set back between the quay wall, the walkway above and the buildings beyond is key to the sense of the whole. This is the most historic pattern at the V&A and persisted even in the construction of new sheds along the edges of the Victoria Basin well into the 20th century.

The Victoria Wharf mall shows this quite subtly, where the sequence of gable ends presented to Breakwater Boulevard and subtly kinked about halfway down the façade, subtly fragmenting the mass of the building. This change in the building line coincides with the major view cone achieved from the Breakwater Boulevard, out towards Table Bay.

Height and Skyline patterning of a place is related to the way the eaves and roofs of buildings are detailed. The historic fabric in the core of the V&A is largely of the shed typology, with gabled ends and a "tight" roof line that does not over sail but is primarily functional. Landmark buildings like the Breakwater Prison, Somerset Hospital and the Silo are notable for departing strongly from this roof and skyline typology, presenting flat, crenelated, and parapeted roof lines to the townscape. Within the context of the site, the sequence of pitched roofs and gable ends of Victoria Wharf is predominant and defines the townscape experience.

Building Width is as much a measure of the rhythm of building than of its overall width. Within the V&A's historic core, very long structures are broken up through the stacking of gables (this is seen at the Victoria Wharf mall, for instance). This architectural device allows for the visual perception of very narrow and fine building widths. Again, landmarks do depart from this pattern, and this lends them added prominence.

Quality of Detailing, Materials and Colour are an important aspect of the V&A and introduce a finer "grain". There are strong architectural "themes" in the materiality of the buildings, with the use of quarried stone being the most important historic layer (Portwood Ridge, the Breakwater Wall, the quay edges), Victorian architectural elements defining the historic core, and the overall use of long sheds, even into the 20th century, defining the architectural "pattern".

The essential characteristics of these warehouses and shed structures, which have edged the basin for over a century, include their bold and clear form and distinctive envelope, as well as their smooth-plastered and painted finish and sheet metal roofs that reflected the light. The harsh sea environment and harbour-related uses meant that the line of enclose between outside and inside of these buildings is usually distinct, and the structures unelaborated.

However, in the context of the site, the influence of the coastal band along the promenade is as legitimate an influence, and this area is defined by Modernist blocks of flats, often concrete framed with balconies and flat roofs, largely tall (varied, but with an average of 8-9 stories in the nearest section). There is also a faintly perceivable 4 storey setback line in this area.

Proportion of Solid to Void refers to groups of buildings that have a continuous and regular proportion or "rhythm" of openings to walls. This aspect has less significance at the V&A than the structural frame, which defines the position of windows and of gables. Rather, the key solid-to-void relationship is of the buildings and the "breaks" between them to the quayside, the two historic basins and the water's edge more broadly.

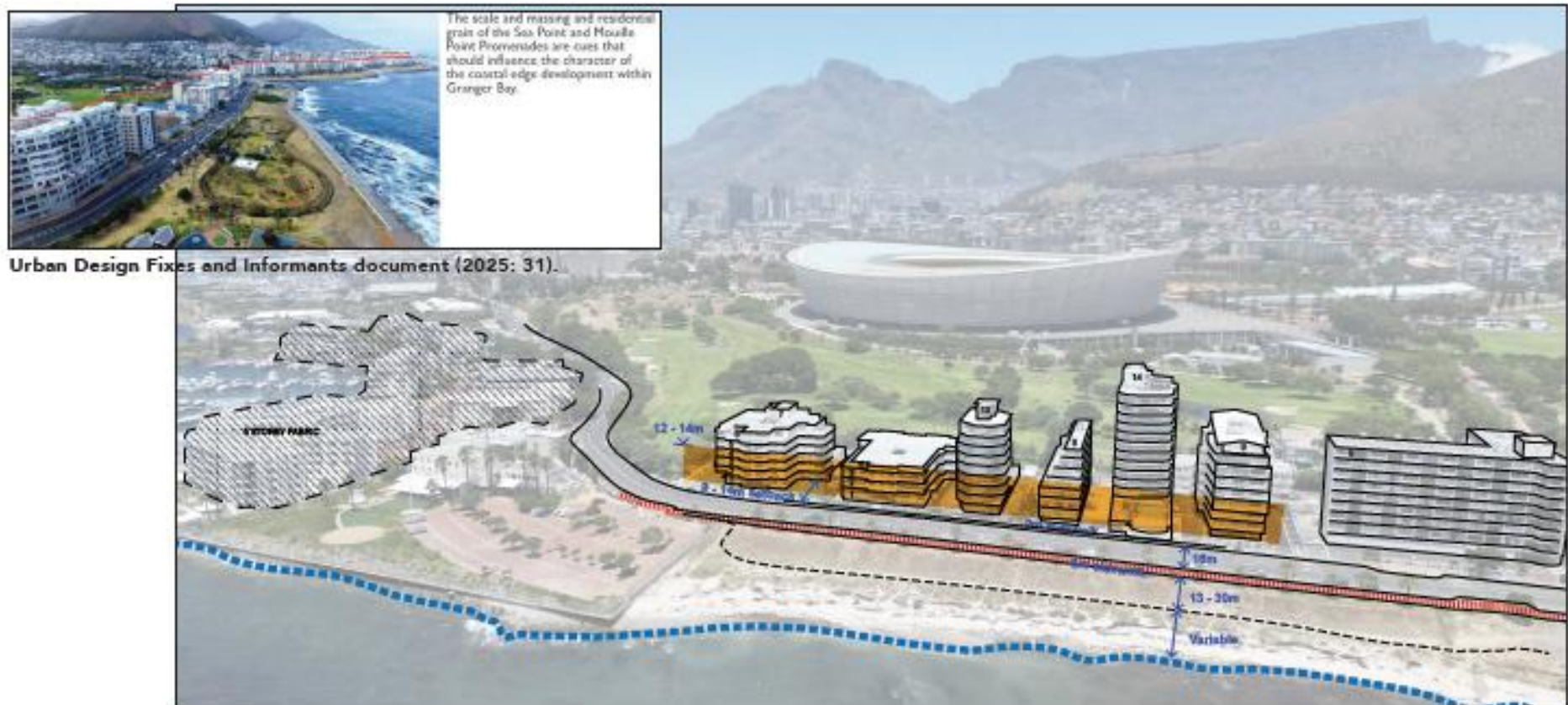


Figure 55.22J: Analysis of the qualities of the promenade closest to Granger Bay.



Figure 55.22L: Analysis of the qualities of the promenade along Beach Road in Sea Point.

Components of the Promenade:

■ Landscaping
 ■ Low walls/seating
 ■ Sea
 Lighting/Fencing
 ■ Wide walkway (no cars)



Figure 55.22L: Analysis of the components of the promenade along Beach Road in Sea Point.

(Sources: <https://www.theheritageportal.co.za/article/meandering-along-sea-point-promenade>; <https://x.com/seapointprom> and <https://wildairsports.com/5-trails-you-have-to-run-in-2023/>).

9.2.5 Identification of Scenic Resources and Areas at this Scale

Underpinning physical landscape	This part of the coastline forms part of a wide, wave-cut coastal platform. Some of the land making up the site has been reclaimed and is rather haphazard. The main feature that can be “read” is the localised slope from Dock Road up towards the Ridge, including Portwood Road and the New Somerset Hospital building. In addition, as part of the reclamation that has occurred in this area, there is a strong, projecting line of reclamation running between proposed parcel O and the “point” of proposed parcel P. As a projecting section of land, these points have visual prominence.
Existing land uses	Again, the main uses of the site are ad hoc: the primary current use as parking, with some coastal walkways. The V&A Wharf mall and Table Bay Hotel form the eastern backdrop to the site, while the parking structure towards Granger Bay is not well defined in its context and use, incorporating the new Oranjezicht City Farm Market structure, parking, some shops, above ground parking structures, the Grand Beach Restaurant and the Oceana Power Boat Club. A huge dumping area of excavated fill from the Phase 1A basement parking excavation adds to the sense of a variety of uses collaged together in a random and not easily navigable or understandable way.
Surrounding context	The Oberholzer and Lawson VIA study for Granger Bay correctly identifies that this site “<i>forms part of a band of residential development stretching from Three Anchor Bay in the west along the Mouille Point coast to the Water Club in the east. The height of these residential buildings vary, the closest ones at the Water Club being 4 to 5 stories</i>” (2014: 11). This is the coastal promenade that is a key public open space in the city. The other major townscape context is the V&A Wharf itself, which is largely commercial/retail in nature with varying heights also of up to 4/5 stories, although there are residential buildings in the V&A that are higher than 4-5 stories, such as the V&A Marina, which is up to 8-9 stories. This site is in front of Table Bay Hotel (44m), Quay 7 Hotel (33m) and parcels R/S and Q (31m) currently under construction.
Visual/heritage significance of the area.	The key visual relationships between Fort Wynyard and Granger Bay/Table Bay (Arc of Fire), Somerset Hospital and the sea along its central axis, and the Breakwater Wall and the bay and mountain backdrop have been discussed.
Visual characteristics and sense of place.	The description of the sense of place and its visual qualities from the 2014 VIA for Granger Bay still holds true: “The surroundings form an incongruous mixture of uses.... The largely vacant and derelict Granger Bay site lacks identity at present, contributing little to the local environment or public amenity” (2014: 12). Therefore, while its natural setting between the sea and the mountain is remarkable, the site has a weak visual identity or character.
Potential visual sensitivities	The visual sensitivities include: - The Somerset Hospital and its axis along Breakwater Boulevard, which forms part of a “serial vision/ sequence of spaces and views”; - The contribution of the palm trees to the sense of being near the sea; - Fort Wynyard and its “Arc of Fire”; - The coastal walk; - The Breakwater Wall, particularly looking southwards towards Granger Bay.

The visual constraints of the site largely relate to impacts to the five visually sensitive elements identified above.

The major opportunity of the site is to enhance the area and play a key role in providing continuity of both the urban fabric and pedestrian promenade space along the shoreline, linking Mouille Point and the V&A Waterfront and allowing for a positive interface between the pedestrian and the sea/water's edge.



Figure 55.22M: Granger Bay c1980. The extent of reclamation of land since that time is evident, especially in the vicinity of parcels O, P, a1/a2. (Source: Independent Newspapers Archive).

9.3 The Townscape Character of this part of the V&A Waterfront.

This precinct, whilst largely falling within the Periphery Area identified in the Draft CMP, is framed directly to the west and east by Buffer Areas (that have some heritage constraints) and to the north by Table Bay. Consideration of contextually appropriate responses to these heritage considerations is important.

The site falls into one of the outer edges of the core area of the V&A Waterfront, that generally comprise a 21st century layer of commerce, culture and tourism that has been overlaid onto older remnants – earlier coastal fortifications, breakwaters and the Somerset Hospital precinct. These areas combine many of the heritage features within the newer development and do reinforce public space and townscape links between the heritage sites. They allow for a transition from the city into the core V&A heritage area. Other physical heritage assets and character elements in the area include the New Somerset Hospital, Fort Wynyard, the Old Kings Warehouse, the Breakwater Wall, the water's edge (coastal walk, quay edges) the working components of the area, some of which are now redundant, including the cranes, and the berthing of the SA Agulhas II vessel. Many of the working harbour elements are embedded around the basins, but the cranes can be seen from the site, as are the large vessels passing the site en route to the harbour.

However, it must be noted that the Granger Bay and Breakwater side of the site consists largely of landfill and temporary land uses located in an ad hoc manner. There is little sense of townscape, and the **primary character component of any significance is the spatial and visual contact with the water's edge.**

The nature of public access to the water's edge has considerable socio-historical significance, as does the visual-spatial linkage of heritage resources in the immediate vicinity (such as Somerset Hospital and the Breakwater) to the sea.

The established elements of heritage significance and heritage informants for this part of the Precinct include:

- The Breakwater Boulevard as a visual axis, from Somerset Hospital to the sea.
- The historic Breakwater Wall, and the views obtained from it.
- The direct pedestrian engagement with the sea edge obtained along this part of the coastline.
- The expansive views over Table Bay and towards Robben Island that are achieved here.

The site encompasses a key intersection of higher order spatial elements and this must be responded to.



Figure 56: The site is located adjacent to the intersection point of two higher-order public space elements in this part of the city: the promenade and the Breakwater Boulevard visual-spatial corridor

10. Heritage Resources & significance

Establishing and grading for heritage significance is based on the three-tier grading system used in the NHRA and HWC's "Grading Implications & Management of HR HWC guidelines April 2016" ([Annexure E](#)).

Following criteria established in terms of the NHRA, and additional assessment criteria developed by Kerr (2000), it is evident that heritage significance extends beyond individual structures and relates to the spaces around buildings, the relationship between buildings and the public space structure, townscape elements including significant groupings, views and vistas and landmarks. Heritage is thus considered to be integrated with area character.

Per the V&AW Draft CMP, significance of the V&A landholding is hybrid in nature, reflecting the changes in the role of the site over time. Significance is thus considered to be understood in terms of the various themes which have evolved over time, and which reflect its transition from a purely working harbour and a place of forced labour and incarceration from the mid-nineteenth century to a place of international trade and commerce, to its present role as a place of commercial business, hospitality and tourism. Different land uses and building typologies, linked with a public space network, together with a range of heritage resources are closely juxtaposed to create a place character which is vivid, dramatic and multi layered.

10.1 National and Regional Scale

The NHRA defines cultural significance in terms of aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological values. Parts of the V&AW have considerable historical, architectural, social and technological significance at the national and regional scale. It is the amalgamation and overlap of these aspects of significance which contribute substantially to the character of the site and its heritage significance.

Historical significance relates to the rich layering evident in the built form fabric, dating from the early Dutch fortifications during the late seventeenth century, to the extensive working harbour components and the early linkages to international markets during the early twentieth century, to the developments associated with the leisure, retail and tourism and the evolution of the V&AW from the 1990's.

Architectural significance relates to the large number of building typologies, from coastal fortifications to industrial warehousing, to the wide-ranging typologies associated with the development of the V&AW. The juxtaposition of these typologies and the mix and diversity of the architectural language contributes substantially to the townscape place character and heritage value.

Social significance relates predominantly to the role of the working harbour, from the slave labour associated with the construction of the coastal fortifications, to the role of prison and migrant labour associated with the construction of the breakwater and the Alfred and Victoria basins from the 1860's, to the present employment of workers in the working harbour and fishing industry, as well as in the hospitality industry.

Technological significance relates to the actual construction of the breakwater and Alfred and Victoria Basins from the 1860's, the working components of the harbour such as the Synchrolift and the Robinson Dry Dock and the early electrical power station dating from the early twentieth century.

10.2 Local Scale

The nature of significance identified at the broad national and regional scale is also reflected at the local city scale. In addition, the following aspects are significant at the city scale.

- *Relationship between mountain and sea* (See Figure 57). At the scale of the City Bowl, the spatial proximity of the mountain and

the coastline to the V&A Waterfront contributes dramatically to a strong sense of place. Within the site, this is experienced in a number of ways, most notably through the views across the Alfred and Victoria Basins towards the mountain, and from Signal Hill towards the V&AW, the sea and Robben Island beyond.

- *The public realm in relationship with the water's edge* (See Figure 58). The V&AW as the closest point of public contact with the sea in the central city context.
- *The enduring presence of the working components of the harbour*, most notably the ship repair and fishing Industries, and the juxtaposition with the hospitality and leisure industries contribute to a unique sense of place within the city.
- *The mix and diversity of land uses*, and their integrated and overlapping nature contribute substantially to place character and have strong townscape qualities. This is enhanced by the structure and interlocking nature of the public realm, the balance of land uses, and the scale and massing of the built form. The present combination of elements in the core area of the Waterfront is regarded as unique and warrants safeguarding.
- *The high concentration of heritage resources* (see Figure 59), of both provincial and local significance, which reflect the evolution of the city from the colonial era and which provide material evidence of dominant themes over this period, including inter-alia, coastal fortifications, slavery, incarceration and forced labour, international trade and distribution and the increasingly dominant role of the hospitality and leisure industries in the built form landscape.

In the context of the V&AW two fundamental factors are considered to underpin area character:

- The working harbour component (primarily the fishing industry, berthing of harbour vessels and ship repair facilities).
- The nature of access to the water's edge, both physical and

visual.

The retention and enhancement of these components is considered to be a primary determinant in the retention and enhancement of the heritage value of the V&AW as a whole.

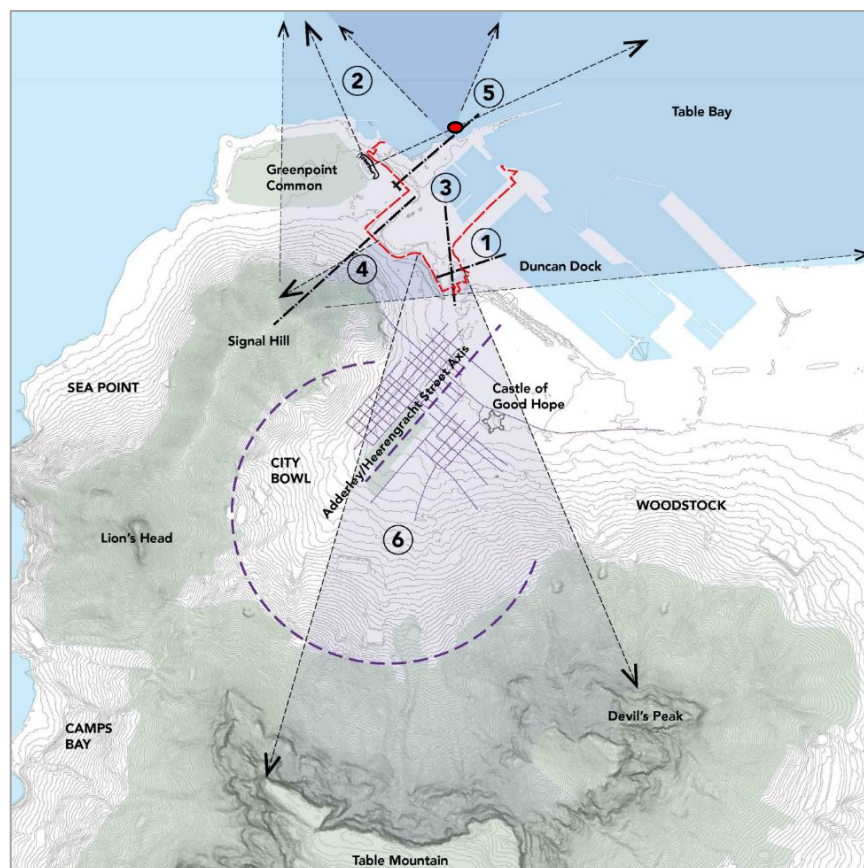


Figure 57: V&A heritage: Locating the site at the city scale, between mountain and sea

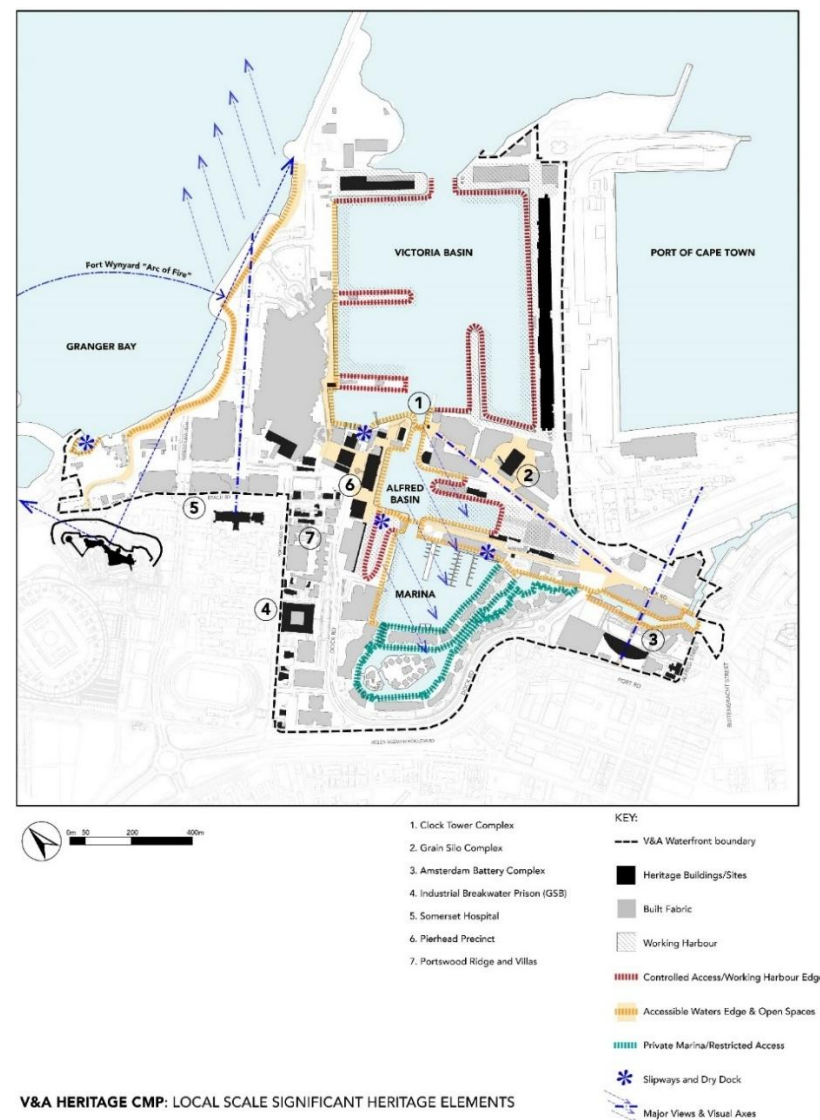


Figure 58: V&A heritage: Local scale significant heritage elements

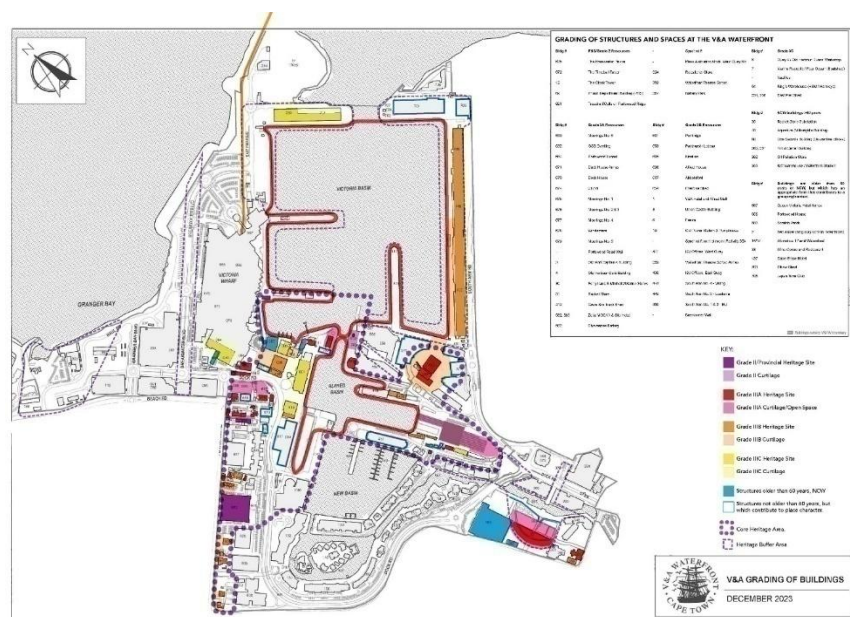


Figure 59: V&A heritage: Grading of Individual buildings (see also the built heritage inventory in the V&A CMP)

10.3 Site

The site has no other intrinsic heritage significance, and is significant largely in its relationship to surrounding heritage resources and contextual character, particularly its position along the coastline.

Maritime archaeological and submerged pre-colonial archaeological resources in or on the former seabed, below the fill that comprises the current land surface of the project area may be expected. Terrestrial historical archaeological resources are not expected on the project site. Although historical artefacts may be present within the fill, these will have little archaeological value, because they will lack both their original context and provenance.

11. Heritage Design Informants (HDI)

11.1 Precedent HDIs

The adjoining Victoria Wharf Shopping centre development and Granger Bay Precinct have been subject to separate HIA processes, as have the East Pier Precinct and Quay 7 building. The primary indicators from these four documents have been reviewed and incorporated into this study as relevant.

The character statements of the various V&A precincts within the Draft CMP have also been reviewed. The subject site is located in Area D, which incorporates Victoria Wharf and Granger Bay, but sections of Area C, particularly along the East Pier and Quay 7, are also considered as they form the immediate context.

Finally, the indicators from the Bulk and Rezoning Visual and Townscape assessment of 2024 have been incorporated into this study.

THE INITIAL APPROACH

The 1994 OVP visual study for the extensions to the Victoria Wharf mall considered a review of historic imagery and original framework plans for the V&A Waterfront from the time of its founding (1993), which is useful to review as an underpinning document. The original intent for the area saw the key informants being the major axis from Somerset Hospital along Breakwater Boulevard, with minor axes from the Clocktower to a new focal point in Granger Bay, along the quay between Quay 6 and 7, and extending to the major axis down Breakwater Boulevard, and extending along the Breakwater Wall (Figure 60).

As it applies to parcels O, P, a1 and a2, the 1993 urban design structuring diagram shows a focal point intended within the vicinity, at the end of the Breakwater Boulevard axis and along Quay 6.

PREVIOUS HIAs – GRANGER BAY AND BREAKWATER BOULEVARD

An HIA was prepared for the proposed development of the Beach Road Precinct at Granger Bay and decided upon by a Ministerial Tribunal in December 2010. The proposed development was approved, with some modifications required, including

1. Arc of fire – extent/angle extended to Arc C,
2. Buildings within the arc of fire, Arc C,
3. View corridor towards the water's edge,
4. Public access,
5. Spatial field.

The main visual informants were documented in the study as well as key views. Following this study, an HIA was prepared for Granger Bay and a decision supporting the proposals, subject to mitigations issued in July 2015 (HWC case number 15050401GT0527M).

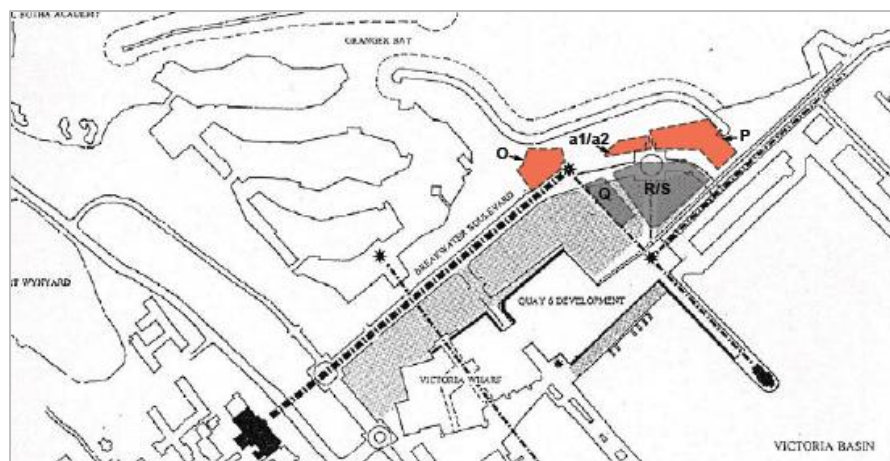


Figure 60: The 1993 approach to the Urban Design Structuring Axes in this part of the V&A, with the proposed building footprints superimposed in a transparent red shade. The approved footprints for Q, R and S are shown in light grey. (Source: OVP VIA, April 2014: 4)



Figure 61: The conceptual diagram for the Beach Road precinct approved by the Ministerial Tribunal on the 29th June 2011. (Source: Baumann, HIA Granger Bay Precinct: 2015: 28).

Although not an HIA, a Visual Study for the proposed extensions to the V&A Waterfront Victoria Wharf along Breakwater Boulevard was prepared by OVP in April 2014. The study established the following indicators, drawn from the 2014 Urban Design Framework:

- New Somerset Hospital is a significant local landmark and heritage asset.
- New Somerset Hospital and the Red Shed are the two principal heritage informants within the precinct.
- Breakwater Boulevard lies on the axial link between the hospital and the sea.
- Portwood Road is the principal pedestrian connection between the Waterfront and Green Point.
- Somerset Hospital, the Pavilion Drum and the main entrance to Victoria Wharf Galleria all act as local landmarks and play an important role in local navigation.
- Extensions to Victoria Wharf and the Pavilion should seek to consolidate their fragmented street edges and, in particular, strengthen their street frontage.
- Extensions should increase active frontage to strengthen pedestrian movement along Breakwater Boulevard, Portwood Road and Beach Road.
- A new entrance could be provided to Victoria Wharf at the junction of Portwood Road and Dock Road with a new mall connecting to primary internal routes.
- Extensions should retain and enhance existing landmarks and create new local landmarks at the corner of Dock Road and Breakwater Boulevard and at a new entrance to Victoria Wharf at the northern end of Portwood Road.
- Extensions to the Victoria Wharf Shopping Centre should match existing heights.
- Expansion should enhance and consolidate the framed view of Somerset Hospital and the definition of the Breakwater Boulevard corridor.
- Extensions of the Shopping Centre should be consistent with the existing architectural landscape, both internally and externally.

The main visual informants were documented as below in the study (with the proposed building footprints dashed in), as well as key views.

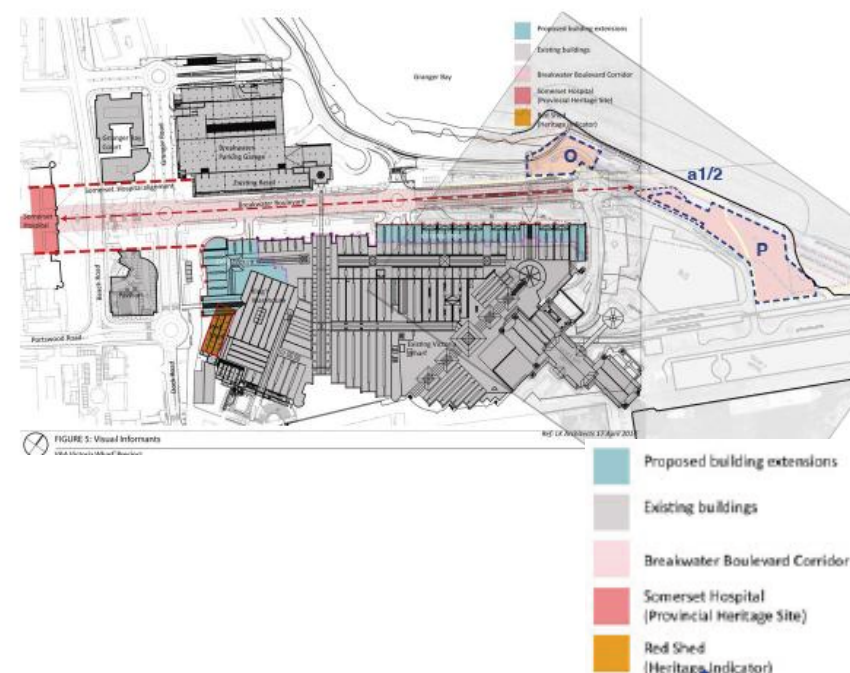


Figure 62A: The diagram indicating the key visual informants for the proposed additions to the V&A Wharf Shopping Centre, undertaken by OVP for the DHK proposal. (Source: OVP, 2015: 7).

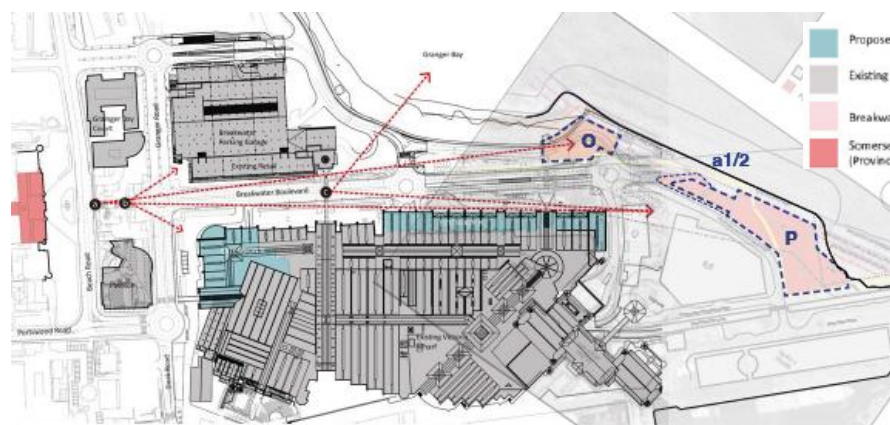


Figure 62B: The key seaward-looking views established by OVP in their visual study for the additions to the V&A Wharf Shopping Centre. (Source: OVP, 2015: 8).

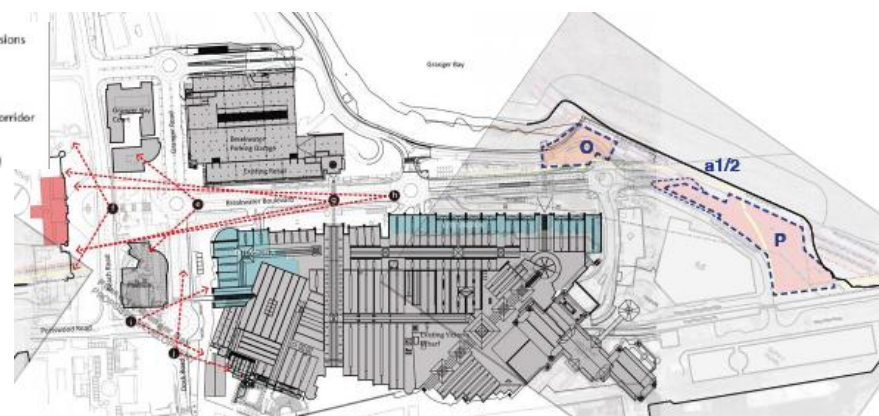


Figure 62C: The key landward-facing views established by OVP in their visual study for the additions to the V&A Wharf Shopping Centre. (Source: OVP, 2015: 11).

These views were supplemented with photographs taken from each vantage point. (Source: OVP, 2015: 9 - 13).



Figure 62D: Views A, B, C, E, G & H (Source: OVP, 2015: 9 - 13).

The Granger Bay Precinct Plan was approved in January 2014 by the CCT (Figure 63).

This was amended in the 2019 approved Granger Bay land reclamation, which approval is the subject of current review. The Committee supported the proposals contained at the time in the Granger Bay Precinct Plan (with reclamation), option 2, subject to the consultant's recommendations, the mitigation measures proposed in clause 15.3 of the HIA and further subject to the following amendments:

- The “essential mitigation” measures and the “optional mitigation” measures must all be considered essential mitigation measures.
- The height of the proposed buildings adjacent to the Water Club and all indicated ‘A’ on the Figure 23 [Figure 5C herewith] must be moderated by a review of the angle of declination so as to ensure that the remaining view from the fort is protected from cumulative impacts. Structures on the roofs of these buildings must be included in these height restrictions.
- The future SDPs must be referred back to this Committee for consideration.
- The archaeological survey report must be submitted to HWC for its record.

These modifications and the spatial considerations arising from them are indicated in following diagrams (Figures 64 and 65).

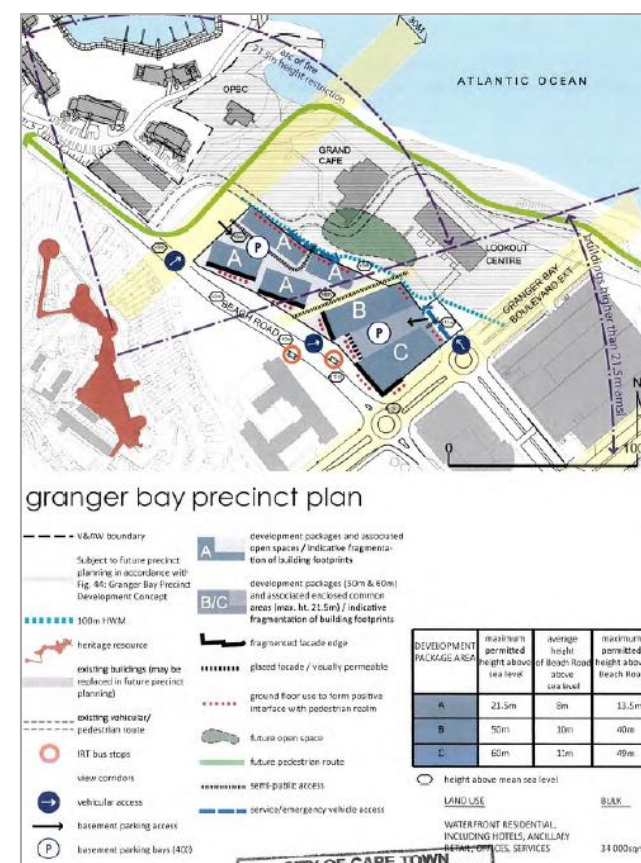


Figure 63: City Approved Granger Bay Precinct Plan - January 2014

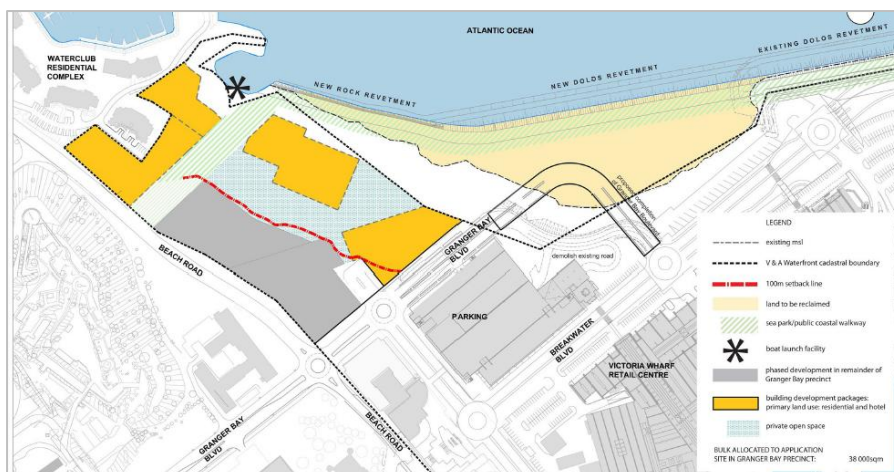


Figure 64: 2019 approved Dolos revetment with land reclamation



Figure 65: "Figure 23" mentioned in IACOM's 2015, with specific reference to the proposed heights of buildings in the area marked "A". (Source: Baumann, HIA Granger Bay Precinct: 2015: 52).

PREVIOUS HIAs – EAST PIER AND QUAY 7

In 2017, an HIA for the East Pier Precinct was approved by Heritage Western Cape. "The Committee resolved to approve the East Pier Precinct Plan as submitted, including the proposed demolitions, with the exception of the height of the Quay 7 replacement building. This building must not exceed 21m in height to the apex of the roof."

An appeal revised the height of the Quay 7 building to 24m, but when a separate HIA was submitted for that building, a height of 29m, was approved by the Ministerial Tribunal (Case no 17020905WD0210M).

East Pier Precinct Plan

The heritage indicators included in the HIA which were the subject of the ROD referred to include the following:

- Provide public access to the water's edge.
- Preserve and enhance the maritime character of the buildings which frame the Victoria Basin.
- Acknowledge the inner and outer basins, in terms of scale, massing, grain and texture of the buildings which frame the basins.
- Respond positively to the height and massing of building and harbour related infrastructure in the immediate vicinity, including existing buildings (East Pier Shed) and proposed buildings (HWC approved Events building), and the transitional elements such as the SAS Agulhas, and the quay edge cranes.
- Establish the "family" of heights associated with these buildings and structures and ensure that the height of the proposed replacement building is broadly within the range established by this family of heights.

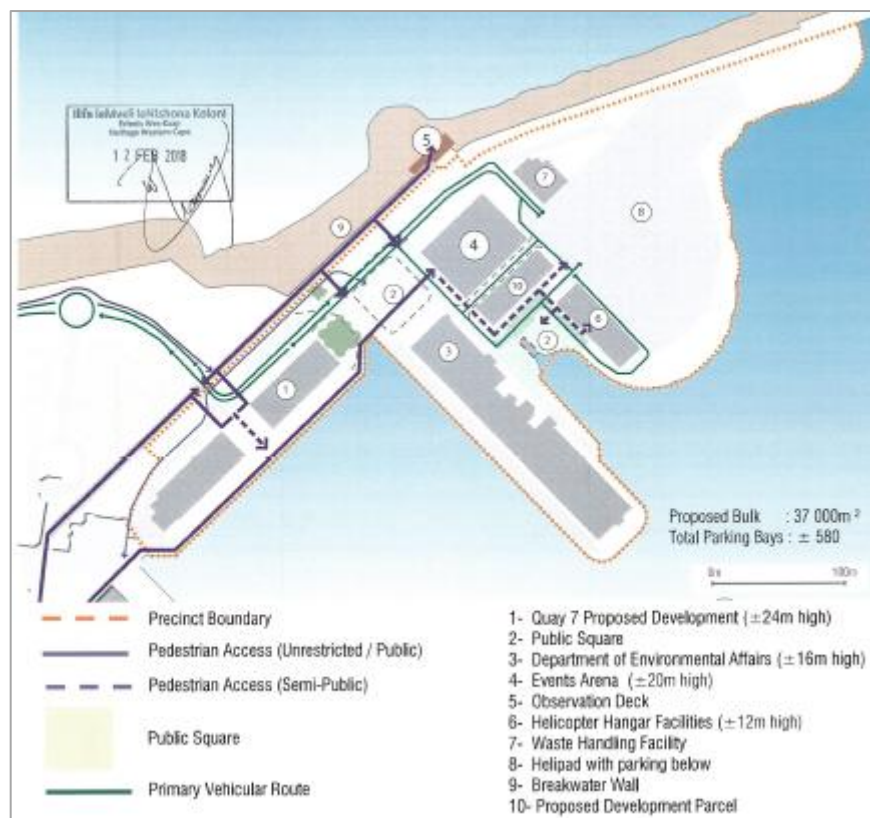


Figure 66: East Pier Precinct Plan 2017

Quay 7 HIA

The heritage indicators included in the HIA included the following, as relevant:

- The provision of a public space network to ensure pedestrian continuity and access to the water's edge.
- The integration of the Breakwater Wall into the public space network and the celebration of its interconnectedness with the other landmark features in the V&AW

- The Table Bay Hotel should not be regarded as forming any form of precedent.



Figure 67: An image showing the proposed Quay 7 Hotel building within its context, as well as "sight lines indicating the scale of the project in the waterfront context", by Neri & Nu Architecture, December 2022. (Source: Baumann, HIA Quay 7 Site, 2023: 15).

DRAFT CONSERVATION MANAGEMENT PLAN

The Draft CMP for the wider V&A landholding advanced a character statement and established key character elements for each area within the V&A. The East Pier, V&A Wharf and the Granger Bay precincts are considered relevant here.

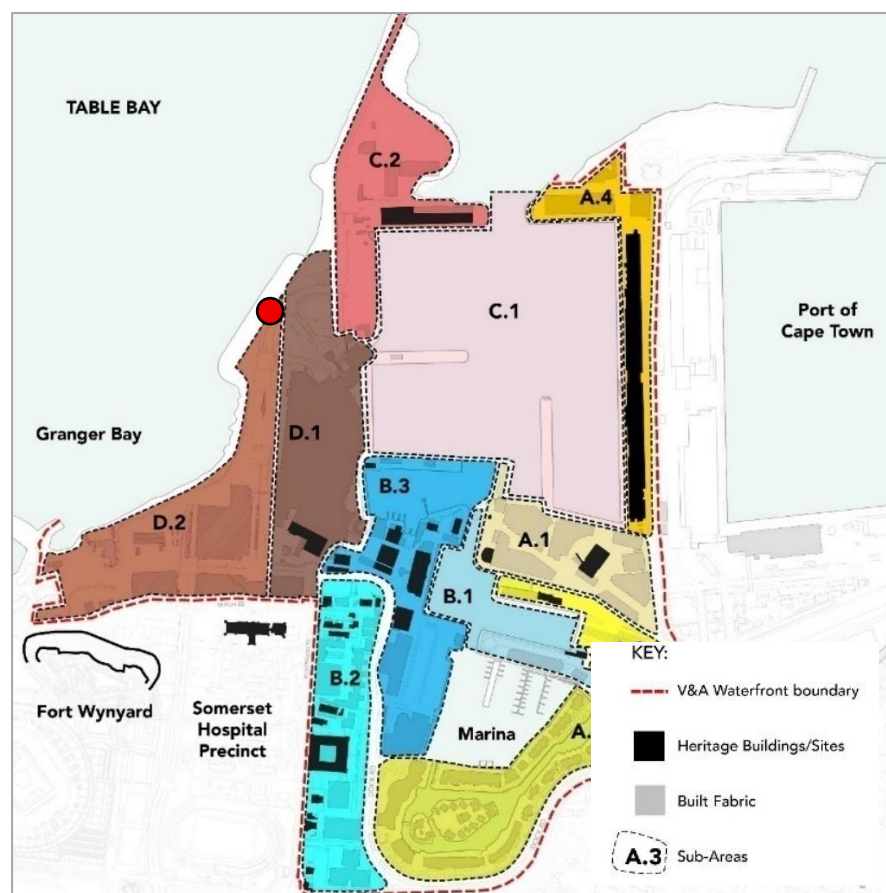


Figure 68: Summary Diagram: Character Precincts. The site is located within Area D1 (Victoria Wharf), but there is overlap and a contextual relationship with Areas C2 (East Pier) and D2 Granger Bay).

The East Pier Character Statement and Character Forming Elements

The East Pier area is located at the north-western end of the V&AW. It comprises what was known as the Quay 7 Shed, subsequently demolished, and the East Pier Shed. The East Pier Shed (and

previously the Quay 7 Shed) frames the Victoria Basin in the northern corner and contributes to a sense of containment of the basin, and balance between the scale of the waterbody and the built form.

The balance of the area consists of landfill and has no heritage significance.

At the precinct scale, heritage significance relates to the historic, architectural, and aesthetic significance of the built form which frames Victoria Basin. The spatial relationship of the buildings, particularly the warehouse structures, and the working harbour elements are identified as significant.

The helipad facility at the far eastern corner of the V&AW (and outside the Victoria Basin) is identified as having significance related to its contribution to the working harbour component of the V&AW.

Individual elements and features of significance include the East Pier Shed, the Breakwater Wall, the quay edge and the two cranes.

The area comprises the following character elements as relevant:

- The framing element comprising the warehouse buildings dating from the 1920s, which line the basin in the northern corner.
- The consistent massing and form of the framing structures and their similar architectural treatment and roof profiles. The shed typology is the predominant form for buildings along all the edges of the Victoria Basin.
- The remaining portions of the stone breakwater wall.
- The Quay edge.

V&A Wharf Character Statement and Character Forming Elements

Victoria Wharf constitutes the existing retail hub of the V&AW and the centre of gravity of the public space structure of the V&AW. It contains little historical fabric of any significance, and its primary

value is contextual, and relates to views southwards across the Victoria Basin and northwards to the open sea.

The area comprises the following character elements:

- The Victorian maritime industrial warehouse architectural character of the Victoria Wharf shopping complex which visually dominates the area.
- The generous public space structure, particularly related to the Victoria Basin, and the views across the basin which contain many of the key visual features which contribute strongly to place character.
- The view westwards from Portwood Road to the western façade of the Victoria Wharf complex which contains the old Kings Warehouse building.

Granger Bay Character Statement and Character Forming Elements. Granger Bay consists largely of landfill and temporary land uses that have been located in a somewhat ad hoc manner. The primary character component of any significance is the spatial and visual contact with the water's edge.

The area comprises the following character elements:

1. The visual spatial connectivity to the open ocean.
2. Elevated coastal pedestrian route.

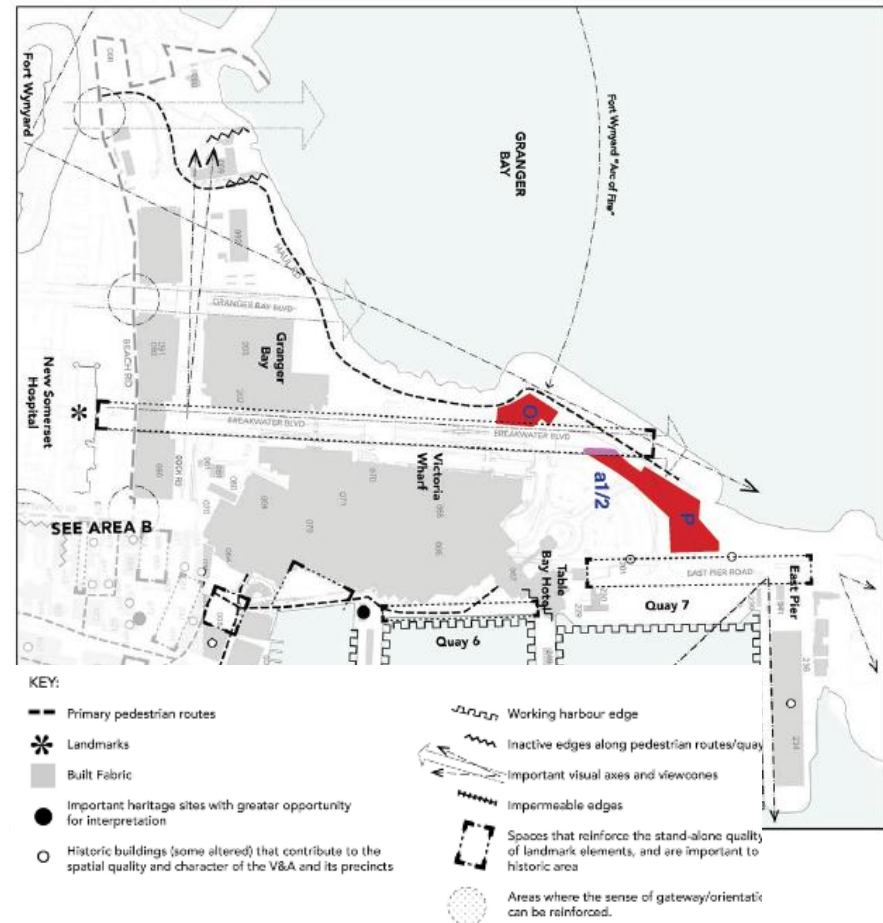


Figure 69: A collation of Area D and part of Area C for the Analysis of the Elements Contributing to the Place Character in the vicinity of the subject Site, from the CMP. Footprints overlaid in light red. (Source base drawings: Baumann & Abrahamse, 2024).

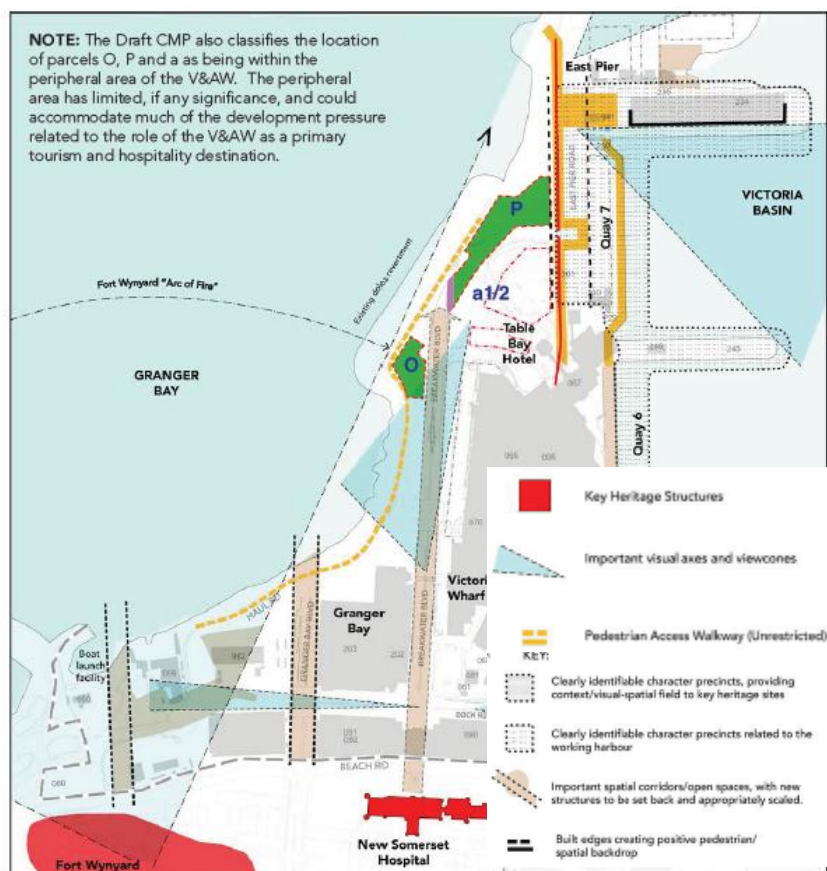


Figure 70: A collation of Area D and part of Area C for the Key Heritage Indicators from Previous HIAs and the CMP in the vicinity of the subject Site. Footprints overlaid in light red. (Source base drawings: Baumann and Abrahamse, January 2024).

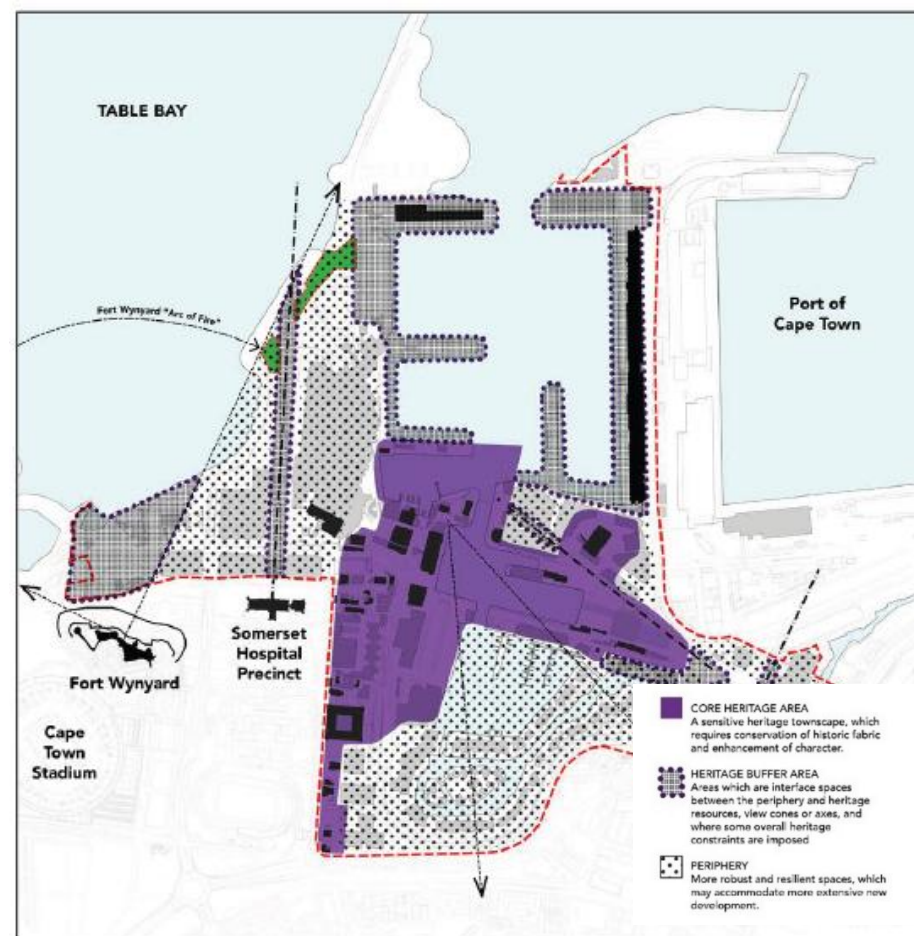


Figure 71: Site in the context of V&AW Core Heritage, Buffer and Periphery Areas (Draft CMP). The site is largely located within the periphery.

V&AW MIXED USE REZONING HIA (2024)

On the basis of the V&AW Urban Design Guidelines, HWC accepted the proposed indicative height and massing of development parcels (figures 72 and 73) specifically, as relevant to this application,

- Parcels 12 J, K, L, M and N; U1, U2, U3, U4, U5 & V with no further requirements in terms of the provisions of the NHRA, subject to maritime archaeological mitigation conditions

These have been previously approved by HWC.

However the development of Parcels 12 i, O, P, Q, R, S, a1 and a2 are to be subject to further requirements in terms of Section 38 of the NHRA, requiring a NID and HIA, for which more detailed analysis of site, significance and site specific indicators will need to be developed but based on preliminary analysis included in the Townscape and Visual Study.

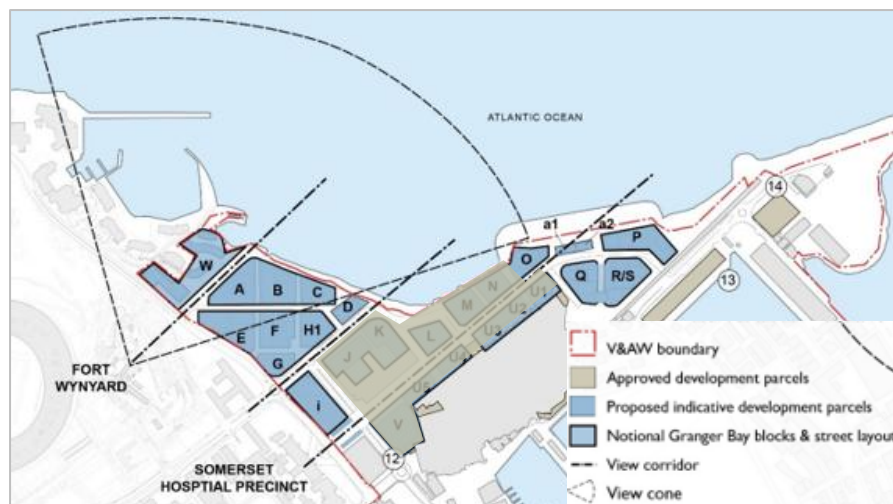


Figure 72: 2024 approved/no further studies development parcels, as relevant to this application

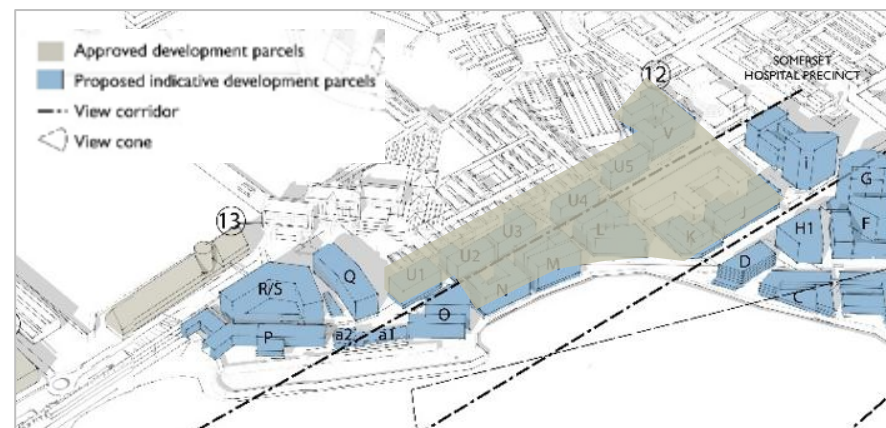


Figure 73: 2024 approved/no further studies development parcels, height and massing, as relevant to this application

DRAFT ENVIRONMENTAL IMPACT ASSESSMENT REPORT: PROPOSED DEVELOPMENT OF THE GRANGER BAY PRECINCT AND RECLAMATION OF LAND AT THE V&A WATERFRONT (MARCH 2026)

The proposals contained within the March 2026 Draft Environmental Impact Assessment Report (Infinity Environmental) have no approved status as the process remains underway, but shows the proposed revised intended extent of development in the adjacent Granger Bay area (Figure 74 as compared to Figure 75). The proposed development is more extensive than the approved scheme, and includes greater reclamation from the sea – including two new breakwaters – and public access along the shoreline “extending the existing public promenade” (2025: 3).

This is an important conceptual aspect to the development proposal, and as parcels O, P, a1 and a2 are at the end of this coastal walk, and therefore need to respond to the envisioned future promenade extension and cumulative impacts are to be understood in this context.



Figure 74: Previously approved concept development (V&A Waterfront, 2018)

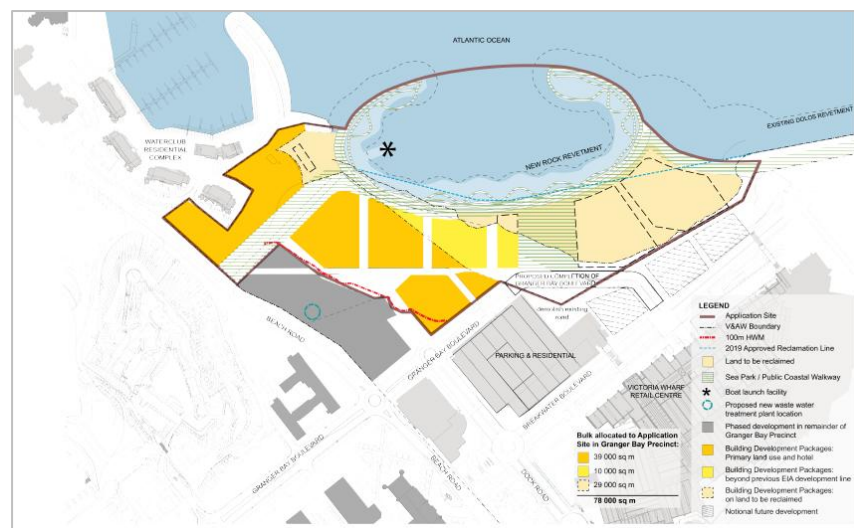


Figure 75: : Proposed Notional Precinct Development with revetment & breakwaters with land reclamation (current)

11.2 Compilation of key precedent indicators

- 1) Important view lines and vistas must be protected.
- 2) In Granger Bay, the Arc of Fire is a key visual informant and must be protected. The protected view corridor towards the water in Granger Bay (along the boulevard) is a key visual and townscape indicator.
- 3) New Somerset Hospital is a significant local landmark and heritage asset, together with Breakwater Boulevard which lies on the axial link between the hospital and the sea. Expansion should enhance and consolidate the framed view of Somerset Hospital and the definition of the Breakwater Boulevard corridor, noting also that views achieved here are not always rigidly framed, but are often expansive.
- 4) The public access to the water's edge (both physical adjacency and as a visual-spatial field) afforded in this precinct is significant and must be protected. This includes views down the boulevards, views from the Breakwater Wall, and views along the elevated coastal walk.
- 5) Somerset Hospital, the Pavilion Drum, the main entrance to Victoria Wharf Galleria and the Breakwater Wall all act as local landmarks and play an important role in local navigation from land and from sea. Extensions in this area should seek to enhance their local landmark roles, consolidate fragmented street edges, strengthen street frontage and increase active pedestrian interface along street frontages.
- 6) The views attained from the V&A Waterfront towards the mountain and the water's edge are critical to its sense of place,

and the important vistas that have been identified in the study must be protected. New buildings, densification and building infill should not impinge on these visual-spatial relationships.

- 7) The intersection of the Breakwater Boulevard Axis and the coastline creates a unique opportunity where the contact with the sea can be celebrated within the city. This opportunity needs to be embraced in a generous way, both physically and visually: the Breakwater Boulevard axis and the Promenade to which this precinct shall link are higher-order, historic spatial elements in the city and require a suitably higher-order response at their intersection.
- 8) The graded heritage structures and their graded curtilage areas should be retained and protected. Additions adjacent to historic elements must be subsidiary to the historic buildings and must ensure that notable original building fabric is retained.
- 9) The elements of the working harbour that remain within the landholding contribute substantially to its character. Visual access to these components of the working harbour must be protected. Care must be taken to ensure that new development adjacent to these sites does not overwhelm or compete with visual links to the working components of the harbour.
- 10) The key visual opportunity of the site is to enhance the area and play a key role in providing continuity of both the urban fabric and pedestrian promenade space along the shoreline, linking Mouille Point and the V&A Waterfront and allowing for a positive interface between the pedestrian and the sea/water's edge.
- 11) As part of past land reclamations that have occurred in this area, there is a strong, projecting line of reclamation running

between proposed parcel O and the "point" of proposed parcel P. As a projecting section of land, these points have visual prominence and the treatment of the proposed buildings at these projecting edges of coastline must be developed in response to their heightened positioning along the coastline.

- 12) Proposed buildings must respond to their context. From a "sense of place" perspective, there should be a clear architectural approach to the aesthetic and typology of the new structures proposed within this precinct, and a response to the surrounding building typologies, in addition to the relationship between solid and void, bulk and fragmentation of mass, the articulation of heights and skyline impacts, and the location of entrances relative to public spaces/routes. It is recognised that, for this site, the promenade plays as strong a role as "context" as the historic harbour core and its curtilage/buffer.
- 13) Heights of new buildings need to cascade appropriately towards the water's edge and towards heritage resources (Breakwater Wall), to ensure that new development does not encroach on the experience of those public spaces, that provide the visual-spatial field for heritage resources across the V&A and along its edges. The generosity of the treatment of edge along the promenade should be analysed and integrated into the response.
- 14) Development should retain and enhance existing landmarks and create new local landmarks, provided these do not impinge of the high-order aspects of the connection to the water's edge and long key vistas and axes.
- 15) The consistent massing and form of the framing structures to the Victoria Basin, and their similar architectural treatment and roof profiles forms a strong contextual "townscape" pattern.

Equally, there is a strong architectural pattern of buildings along the promenade. The development must consciously locate itself between these two contexts and respond to them architecturally.

12. Development Proposal

The development concept for the subject property is defined by the V&A Waterfront Urban Design Informants: Granger Bay Phase 1 Parcels O, P, Q, R/S, a1 & a2 (included in full in [Annexure F](#) for better resolution). These Design Informants have in turn been guided by the 2024 V&AW Design Guidelines and V&AW Bulk Rezoning Expansion HIA, both approved by HWC. The document interprets and applies all applicable heritage indicators and provides a greater level of detail and guidelines to assess the overall heritage impacts of Phase 1, of which Phase 1B, the subject of this HIA forms part.

It is to be noted that the development guidelines are at the conceptual stage of development and the parcels reflected in the diagrams represent maximum coverage not building footprints.

The Urban design Informants will guide the design development for all future Site Development Plans (SDP's) including Phase 1.

Whilst this HIA focuses on development parcels O, P, a1 and a2, the Guidelines also address parcels Q and R/S (Phase 1A), which provide important contextual information.

This phase comprises the proposed development of the north-east edge of the Granger Bay Precinct making use of the bulk as described below.

Buildings O and P are planned as residential and hotel uses as part of the residential mix making up 50% of the overall Granger Bay Precinct bulk.



Figure 76: Proposed development layout for Phase GB01B. This phase includes Blocks O, a1, a2 and P.

Table 2: Land use and building information for the different land parcels/ blocks forming part of Phase GB01B:

Building block	Max height from ground level (m)	Building footprint (m ²)	Land use	Gross Building Area/block (m ²)
P	21	4 200	Primarily hotel/residential	14 270
a1 & a2	17	1 200	Mixed use, primarily cultural	4 200
O	32	1 750	Mixed use, primarily residential/hotel	10 000

The open space, Atlantic Park, together with a widened (9m) promenade, will provide for improved vistas to the water.

Building O:

Building O is a mixed use development which is primarily residential/hotel with 100 units. Proposed bulk 8600m², GBA 10,000m². Hotel and / or 'aparthotel', in a key location alongside Atlantic Park, north facing and fairly private location long the seafront. The building's proximity to the promenade will allow for public amenities with a focus on the ocean economy.

Building a1 a2:

Cultural Centre. Proposed Bulk 3400m² and GBA 4 200m².

Parcels a1 and a2 are relatively small parcels and will accommodate a mixed-use proposal suitable for cultural and educational facilities. The upper levels of the a2 portion could include restaurant, hotel or residential facilities.

Atlantic Park:

Public Open Space

The park is proposed at a key urban design junction at the end of the Promenade, Breakwater Boulevard, Vic Wharf Shopping Centre (east wing) and pedestrian link from Table Bay Square to Atlantic Park. The slightly elevated public open space, at the level of the promenade, offers public views of the ocean and mountain to the south, and of the new Granger Bay and public tidal pools. This is an accessible space for the public to enjoy and complements the surrounding V&A buildings in the precinct.

Building P:

Building P is a mixed use development primarily Hotel. Proposed Bulk 11 600m² . 14 300m² GBA with approximately 80 hotel rooms.

Building P is planned as an hotel, with approximately 60 rooms. The site is somewhat isolated at the end of the existing seawater

revetment. The hotel would enjoy north aspect views over the Atlantic, and within close proximity of the super yacht basin and helipad to the east. Ground Floor of the Hotel at Building P would be a restaurant attraction or similar.

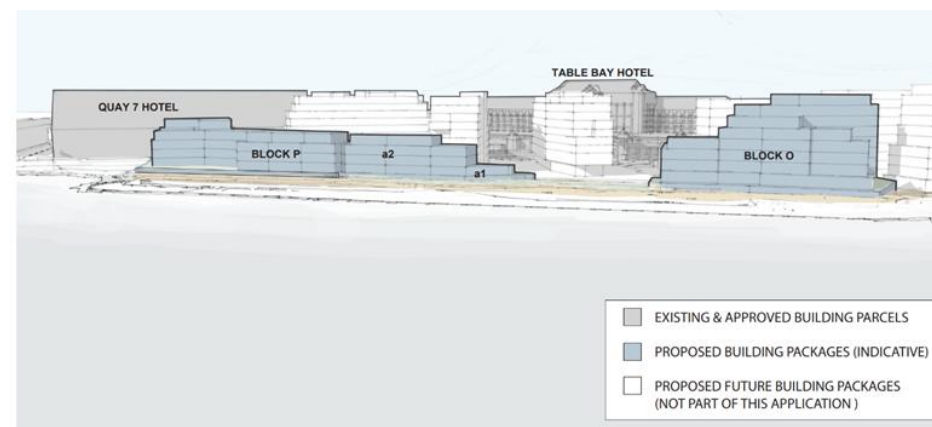


Figure 77 Indicative massing of the proposal

Direct extracts from the Urban Design Informants: Granger Bay Phase 1 are included below.

1.2 DEVELOPMENT CONTEXT & VISION



EXISTING CONDITIONS

Development Site & Existing Conditions

The Phase I development is proposed on a site to the north of the Table Bay Hotel (TBH). It is edged to the south by the historic Breakwater wall and the Table Bay Hotel, and to the west by the Victoria Wharf shopping centre, its access ramps and delivery yard. The public board-walk along the land edge and the coastline defines the northern and north-eastern boundaries of the site.

The site is situated within a bowl descending in height from +7m MSL at the Breakwater traffic circle to +5m MSL at the TBH entrance. The site is further enclosed by the shoreline protection offered by the dolos revetment at a height of +7.8m MSL.

The most significant elements of the public realm within the proposed development area are:

1. the public walkway comprising the timber board-walk adjacent to the coastline, the paved walkway behind the dolos revetment and the paved pedestrian pathway on the edge of the public parking
2. the walkway along the top of the breakwater wall
3. the pedestrian walkway along the northern edge of the Victoria Wharf shopping centre

The remainder of the public realm comprises sidewalks along road edges. These lack continuity and are fragmented by parking and delivery access points.



DEVELOPMENT SITE CONTEXT



EXISTING CONDITIONS



ILLUSTRATIVE DEVELOPMENT VISION

Key Design Guidelines

The Urban Design Framework vision and principles for future development within the V&A Waterfront are anchored on the following central development objectives:

- Enhance and protect public access to the water's edge, to visually connect the area to the ocean and mountains
- Establish public spaces with streets and squares
- Promote safe and comfortable pedestrian movement as a priority
- Create opportunities for small scale craft & ocean economy businesses
- Creating a variety and range of residential opportunities
- Build regenerative urban and natural ecosystems

Proposed Development

The broader Phase I area envisages the following:

1. The realignment of Breakwater Boulevard between the traffic circle and gap in the Breakwater wall to establish a street edged by development on both sides
2. The extension of the water's edge promenade landwards in front of O, a1/a2 and P
3. A coherent and continuous public realm that prioritises pedestrian movement while accommodating vehicular and pedestrian access
4. Two primary development parcels to the south of Breakwater Boulevard
5. Two development parcels to the north of Breakwater Boulevard



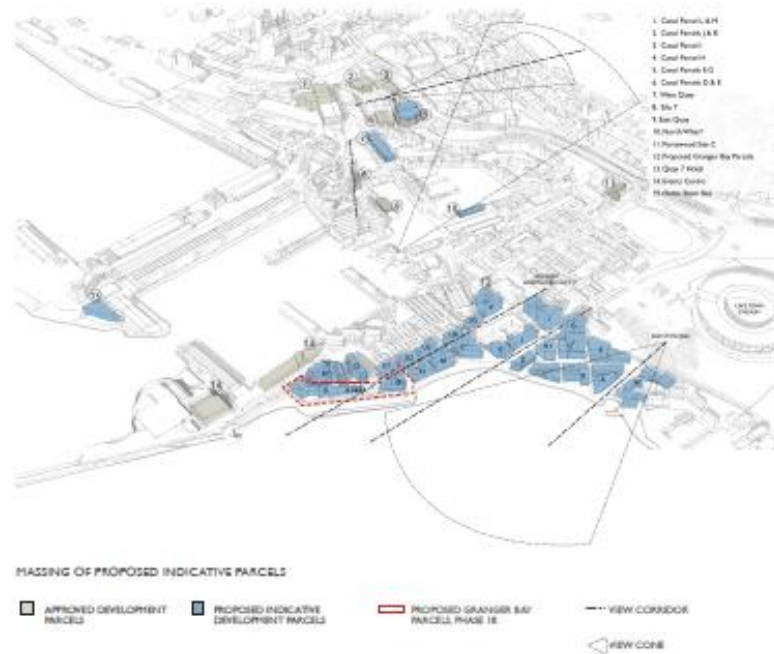
DEVELOPMENT CONCEPT



PROPOSED PUBLIC REALM

6

1.3 HERITAGE INFORMANTS



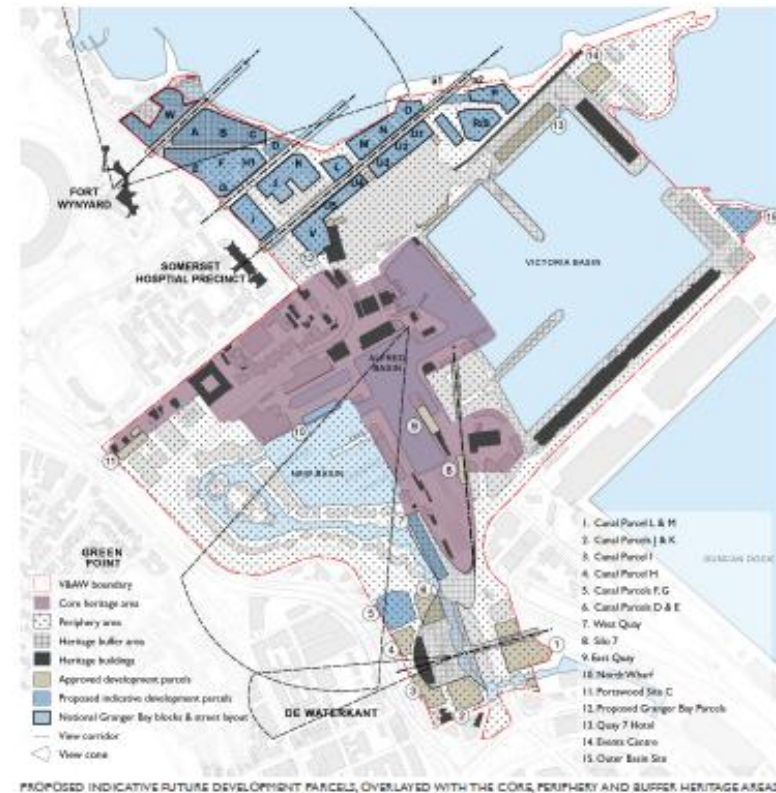
1.3.1 KEY HERITAGE INFORMANTS

The key heritage fixes that define the precinct and inform all future development planning in the proposed development area are:

- The view axis down Breakwater Boulevard linking Somerset Hospital and the Atlantic Ocean to be maintained from the level of Beach Road (12.5MSL).
- A 10m wide building setback from Breakwater Wall.

The approved HIA for the V&A Waterfront (2024) comprised diagrams demonstrating the allocation and massing of the proposed additional development in the V&A Waterfront, including within the Phase 1b extent (diagrams bottom right). These diagrams have since been adjusted by shifting parcel 21 outside of the Breakwater Boulevard view corridor to further enhance the heritage consideration (diagrams top left and right).

7

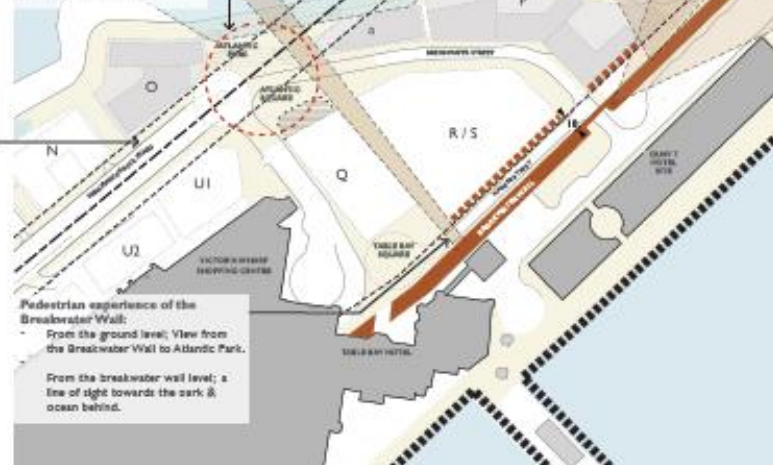


INDICATIVE FUTURE DEVELOPMENT PARCELS AS FOR THE APPROVED HIA FOR THE V&A WATERFRONT (RECORD OF DECISION 16 OCTOBER 2024) REZONING, 12PT 2024.

1.4 DESIGN FIXES

Breakwater Boulevard view corridor: Building structures to be located outside of Breakwater Boulevard view corridor from Somerset Hospital

Sensitive area: Public experience of the Breakwater Boulevard view corridor and connection point to the public promenade. This area prioritises the visual & physical experience of the ocean



Key design guidelines

1. The view axis down Breakwater Boulevard linking Somerset Hospital and the Atlantic Ocean to be respected
2. A 10m wide building setback along Breakwater Wall to be maintained
3. Seamless pedestrian connections between existing and proposed buildings and spaces
4. Pedestrian priority, landscaped, attractive and multifunctional streets to offer high quality pedestrian and cycle amenity while accommodating vehicular access.
5. Activating street edges that face public realm and key pedestrian routes



THE PEDESTRIAN EXPERIENCE OF THE BREAKWATER WALL TO BE CONSIDERED AND OPTIMISED

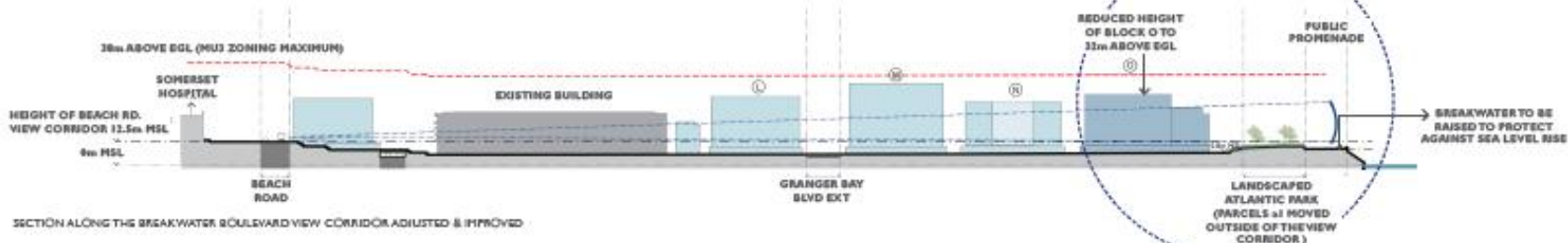
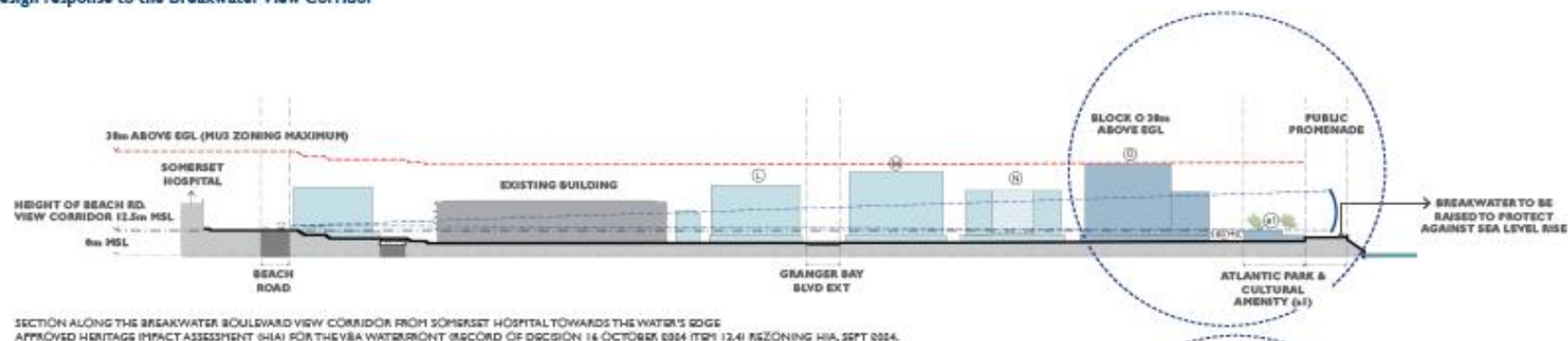


THE VIEW FROM BEACH ROAD ALONG BREAKWATER BOULEVARD TOWARDS THE OCEAN TO BE RETAINED



THE CURRENT PUBLIC OCEAN WALKWAY (8.3M WIDE) ALONG THE COASTAL EDGE & DOLOS REVELMENT TO BE IMPROVED & ENHANCED WITH A PUBLIC PROMENADE WITH A MINIMUM WIDTH OF 9M

Design response to the Breakwater View Corridor

SUBMITTED FOR V&A HIA TO
SUPPORT REZONING HIAPROPOSED CHANGES AS
PART OF THIS APPLICATION

EXISTING VIEW FROM BEACH ROAD ALONG GRANGER BAY BOULEVARD TOWARDS THE OCEAN



INDICATIVE FUTURE VIEW FROM BEACH ROAD ALONG BREAKWATER BOULEVARD, VIEW TOWARDS THE OCEAN TO BE RETAINED. V&A HIA, SEPT 2024

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1.5 BUILDING DEVELOPMENT

1.5.1 BUILDING PLACEMENT

Key pedestrian routes



Primary Pedestrian Network:

- Connects ocean and harbour water's edges

Key public spaces



Two key public spaces linked by the primary pedestrian network. Also linking to:

- Internal Victoria Wharf routes
- Public promenade
- Breakwater Boulevard

Key activated ground floor edges



Activate ground floor edges along key pedestrian routes and edges of public spaces

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1.5.2 MASSING DEVELOPMENT

Development massing



- Building heights to cascade down towards the ocean.
- Building edges located along the Breakwater Wall to step back appropriately.

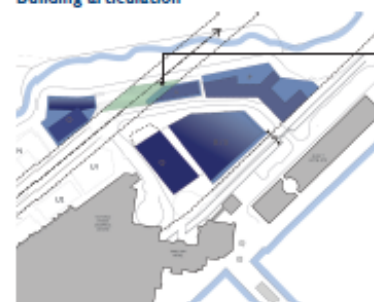
Zone of increased height of development parcel

Building articulation



Articulate building massing with vertical inserts, height differences and materials to visually fragment building forms and the roof-scape.

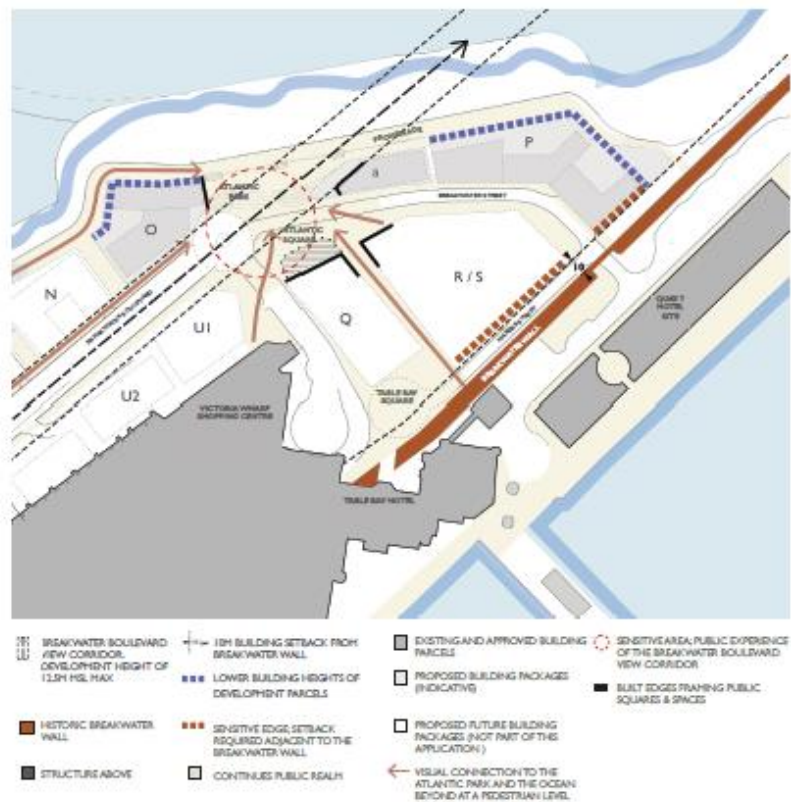
Building articulation



No buildings or structures to exceed 12.5m MSL in this zone

- Tallest built area in the precinct to be located along Breakwater Boulevard & abutting the Table Bay Hotel
- Building heights to cascade down towards the ocean

1.5.3 BUILDING SETBACKS



BUILDING ARTICULATION & SETBACKS TO CONSIDER THE PEDESTRIAN EXPERIENCE ALONG THE TOP OF THE BREAKWATER WALL



AT THE GROUND LEVEL THE CURRENT PEDESTRIAN EXPERIENCE OF THE BREAKWATER WALL SHOULD BE IMPROVED BY CREATING AN ADEQUATE PEDESTRIAN WALKWAY WITH A BUILDING SETBACK OF 10M MINIMUM

18

1.7 HEIGHT CONTROLS & GROUND LEVEL

1.7.1 EXISTING PUBLIC REALM LEVELS

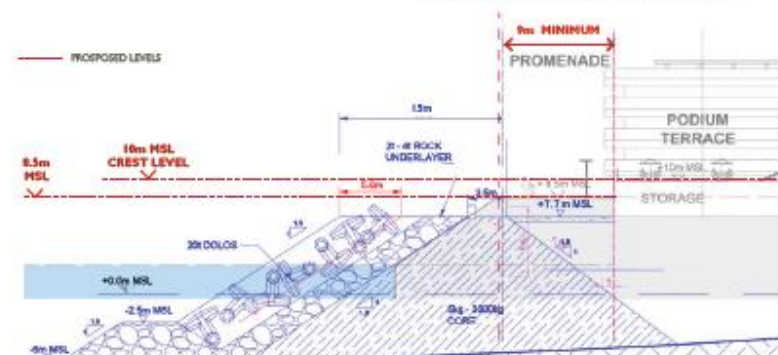


1.7.2 COASTAL ENGINEERING & SHORELINE PROTECTION INFORMANTS

A promenade height of 8.5m MSL with a 9-10m buildings setback, followed by a podium (crest level) with a maximum height of 10m MSL, as shown in section provided, is VV



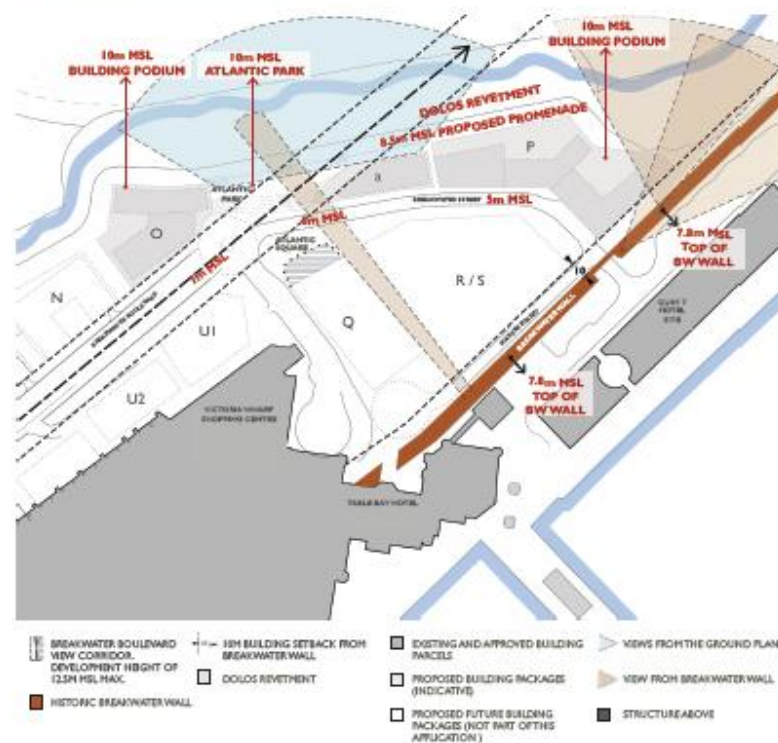
STORM CONDITIONS ERODING THE EXISTING COASTLINE DUE TO THE FORCE OF WAVES AND OVER-TOPPING



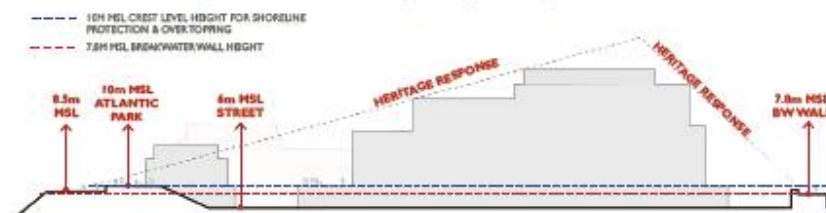
SUGGESTED ENGINEERING SETBACKS AND CREST LEVELS IN SECTION OVERLAYED WITH THE EXISTING LEVELS IN BLUE

19

1.7.3 PROPOSED PUBLIC REALM LEVELS



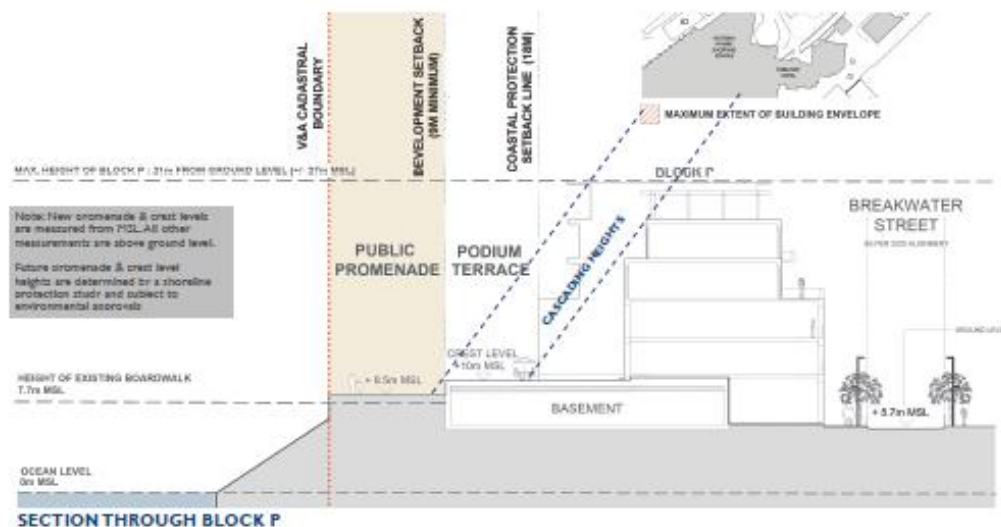
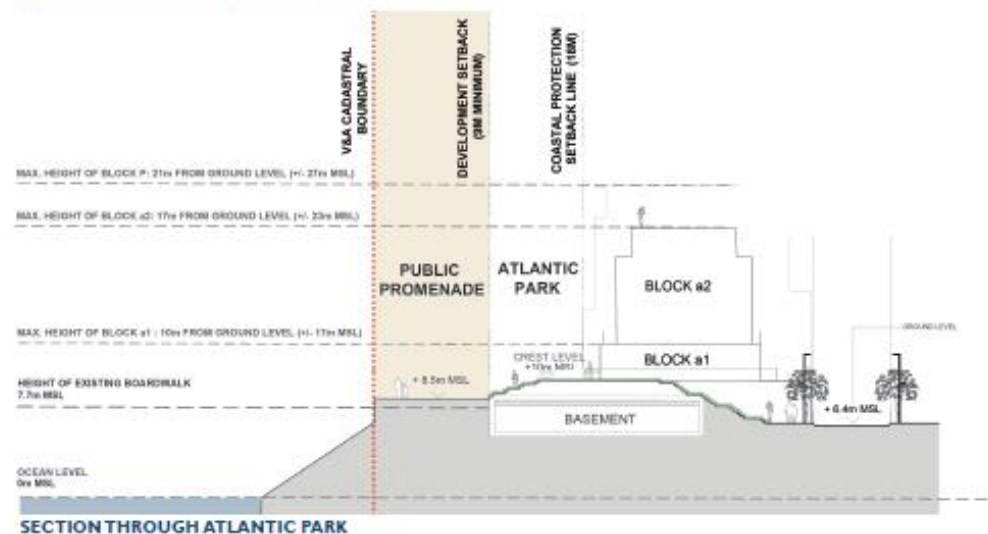
Breakwater Wall heights in relation to future ground plane heights



PROPOSED PUBLIC REALM LEVELS IN SECTION: THE BREAKWATER WALL HEIGHT (7.8m MSL) WILL, IN FUTURE, BE AT A LOWER LEVEL THAN THE REQUIRED 10m MSL CREST LEVEL HEIGHT

20

1.7.4 BUILDING HEIGHT & MASSING PARAMETERS



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PUBLIC PROMENADE ALONG THE OCEAN EDGE

1.7.5 BUILDING HEIGHT & MASSING PARAMETERS

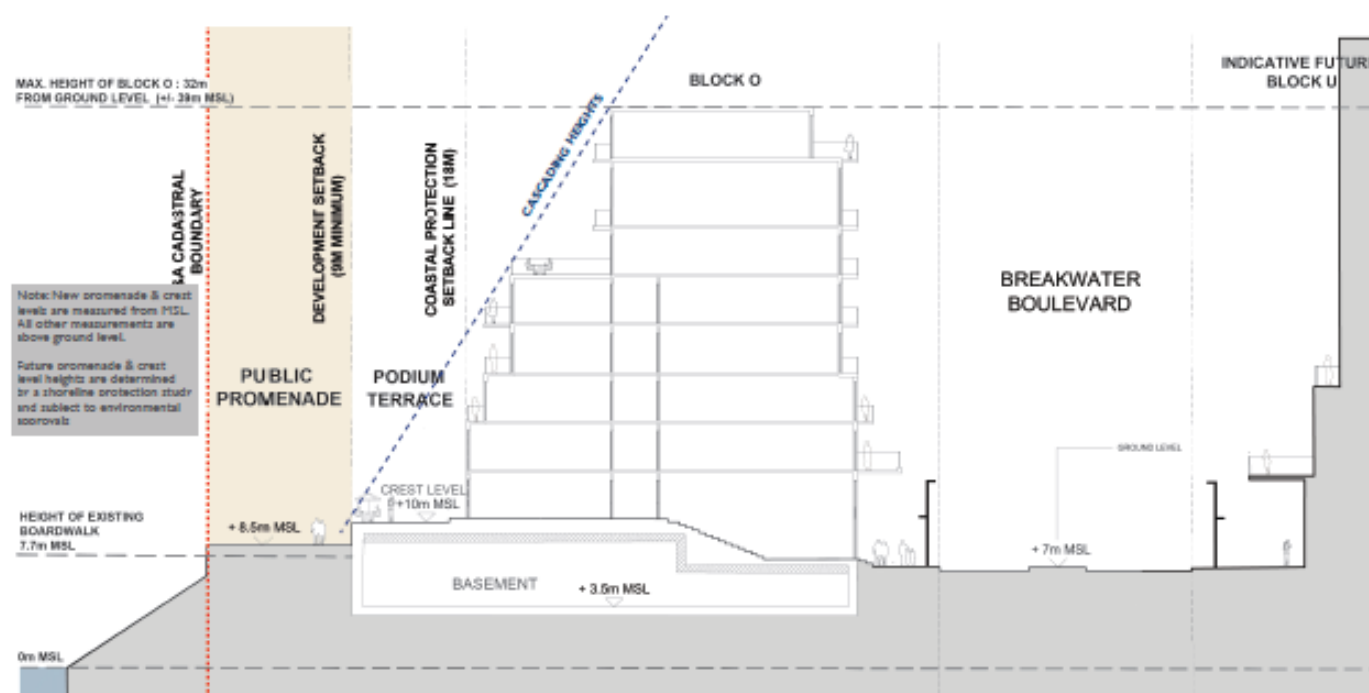
Height & Massing Guidelines

1. Most new development is to be concentrated in the outer precincts, primarily Granger Bay/ Breakwater and Canal District, away from the core conservation area
2. Heights are to be understood in relation to both external and internal skyline, topography and height benchmarks against key landmarks
3. Cascade building heights to optimise views towards the sea and the mountain
4. Mitigate potential impact of taller buildings on the pedestrian realm with canopies, colonnades, setbacks and trees at street level to achieve a human-scaled interface along key façades
5. Key heritage views, view corridors and heritage landmarks to inform the height and massing of proposed future development in certain areas
6. Along the key view corridors down Granger Bay and Breakwater Boulevards, the design intent is to edge these routes with staggered buildings heights that are in proportion to the width of the wide streets and spaces that they edge.

Extracted from the V&A Waterfront Urban Design Guidelines, 2024.
Refer to City of Cape Town Tall Building Policy, 2013 for additional guidance.



□ PUBLIC PROMENADE ALONG THE OCEAN EDGE



SECTION THROUGH BLOCK O

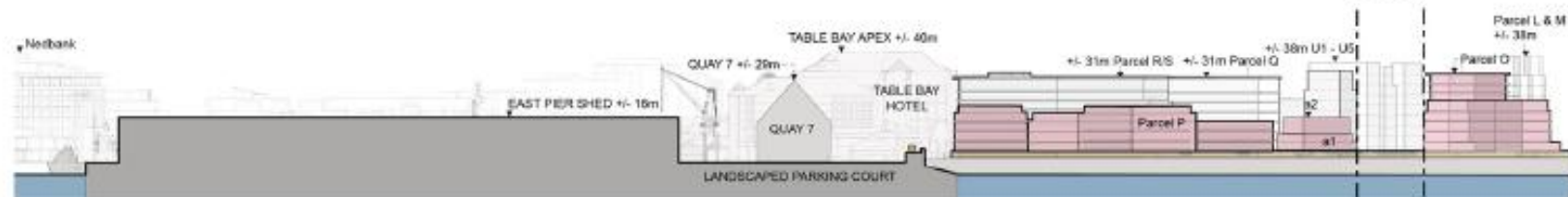
1.7.6 SKYLINE SECTIONS : APPROVED BREAKWATER PRECINCT PLAN SKYLINE SECTIONS IN RELATION TO PROPOSED SKYLINE SECTIONS

Key changes

1. Addition of block O at a maximum of 32m above existing ground level
2. Addition of block P at a maximum of 21m above ground level
3. Addition of building a1 & a2 at a maximum level of 10m and 17m above ground level respectively
4. Addition of a coastal promenade along the precinct at 8.5m MSL



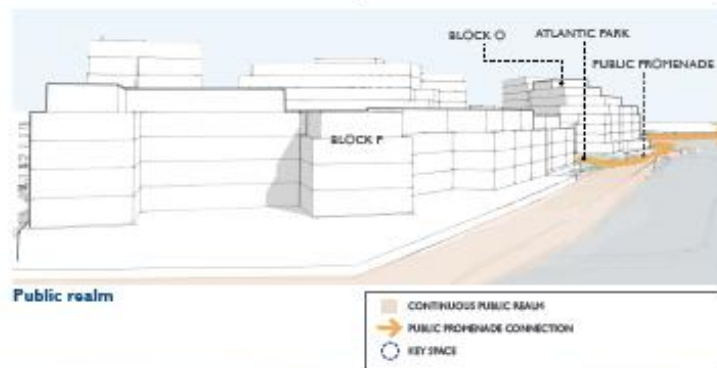
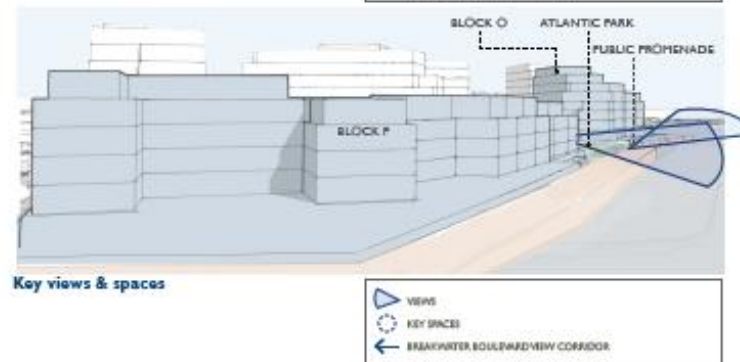
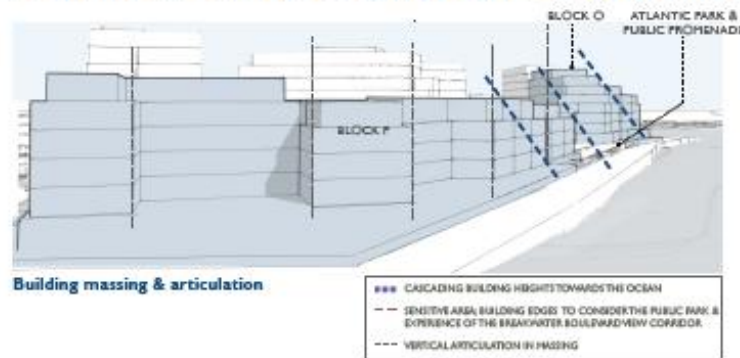
SECTION AA APPROVED



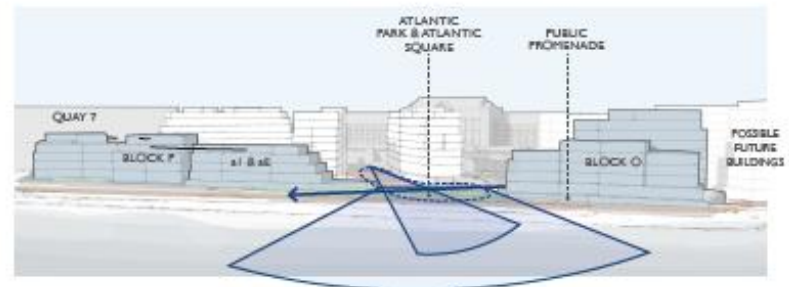
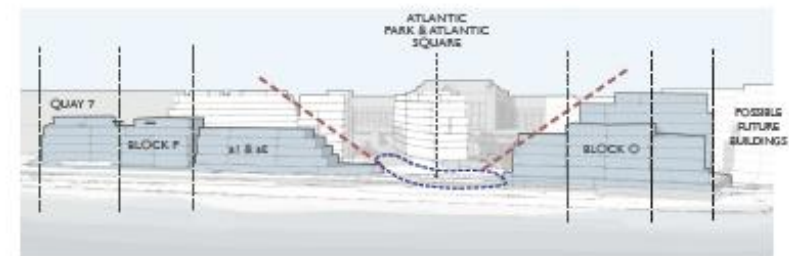
SECTION AA PROPOSED

26

1.8 INDICATIVE IMPLEMENTATION OF THE URBAN DESIGN FIXES & INFORMANTS



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1.9 ARCHITECTURE

1.9.1 ROOF & BUILDING ARTICULATION



Roof & building articulation

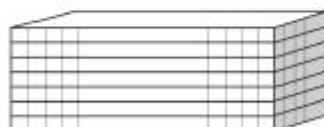
The articulation of the building roof form results in buildings that are contextually appropriate to the Waterfront and its harbour character. Sawtooth, pitched or stepped roofs provide variety in the roof-scape and mirror elements present within the waterfront context.

Appropriate vertical and horizontal building articulation should be considered (i.e. more corners and building edges) to fragment forms and surfaces, to create visual interest and ensure better definition of the building's parts.

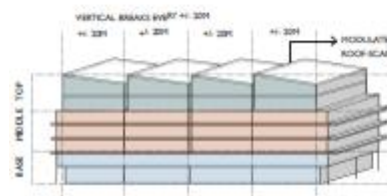
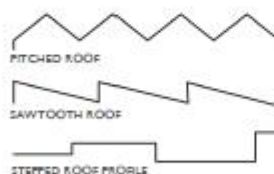
Horizontally, buildings should read as three different layers, using materiality and horizontal features such as balconies and setbacks to enhance the form of the building.

Buildings to read as a:

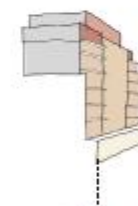
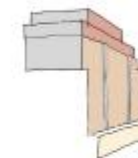
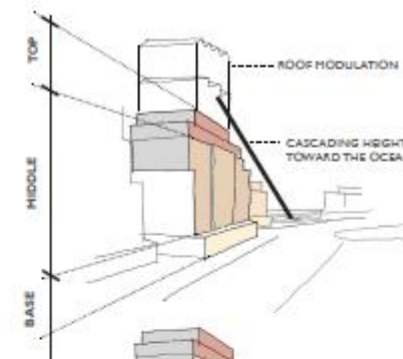
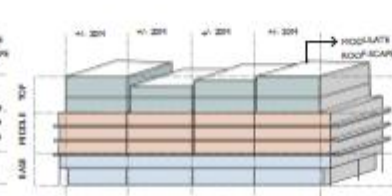
1. base (pedestrian scale)
2. middle
3. top (roof / penthouse)



MONOLITHIC LONG FACADE



VERTICAL & HORIZONTAL ARTICULATION RESOLUTION



BREAK IN GEOMETRY OF FACADE PLANE

Long facades should be articulated vertically at approximately every 20m to visually mitigate the impact of the building massing and to break-up appearance of long facades. Vertical expressions can be achieved through:

- the use of recesses or projections/ protrusions along the facade plane that add edges and corners to the facade
- variations in the facade treatment through the use of different textures and/ or materials
- the use of balconies, railings, sunscreens and other architectural design elements to create a vertical rhythm along the facade
- the use of structural elements such as slabs with protrusions or inserts and/ or expressed columns
- the expression of functional vertical elements such as stairs or lift cores

1.9.2 ARCHITECTURAL CHARACTER

The precinct is located between a mixed use zone with a strong harbour character and the V&A Waterfront's primary coastal edge. The precinct is envisaged to be similar to the existing residentially dominated Mouille Point and Sea Point Promenade areas.

The architectural character of buildings in Phase I should respond to both a harbour / quayside, and coastal residential grain scale and massing.



Intensive medium-rise mixed-use development is envisioned with a strong residential focus to promote a walkable, transit orientated and active precinct.



Mixed-use, commercially focused areas are of higher densities with active uses on the ground floor where appropriate, as can be seen in the already established Canal and Silo precincts. The surrounding areas are to be walkable, pedestrian friendly environments with well landscaped open spaces.



The scale and massing and residential grain of the Sea Point and Mouille Point Promenades are cues that should influence the character of the coastal edge development within Granger Bay.

In discussions with the urban design team at the V&A Waterfront, it was established that it would be premature to reflect any kind of elevational treatments at this stage. Instead, it was agreed that more detailed design parameters for the treatment of elevations should be provided, and that these could then be carried forward and provide a framework for the assessment of elevations, which will need to be included in future SDP submissions. The additional parameters, provided by the Urban Design team, are set out below and should form part of the Development Proposal Documentation

ADDITIONAL INPUTS ON ARCHITECTURAL CHARACTER AND MATERIALITY (PROVIDED BY THE V&A)

BACKGROUND

The purpose of this report is to provide Design Principles to inform Townscape and Visual Impact Assessment (VIA) studies for future Development Parcels "P", "a1/a2" and "O" in the V&A Waterfront.

These Design Principles reflect key townscape, architectural massing and texture commitments at the environmental Basic Assessment phase of the development project. Accordingly, the focus is on principles affecting: visual/heritage impacts including massing, setbacks, ground floor activation, view corridors, entrances, and façade treatment.

Once the environmental assessment phase has been completed, design development will progress to more detailed design which is required to respond to the design principles established in the Basic Assessment phase. The detailed design will be incorporated into Site Development Plans (SDPs) to be submitted to the City of Cape Town; such SDPs must include a landscaping plan.

RECOMMENDATIONS/COMMITMENTS RELATING TO TOWNSCAPE AND ARCHITECTURE

Ground-Level Activation and Promenade Interface

1. Activate ground floors of buildings along the sea-facing promenade and limit the level change between the promenade and building terraces to a maximum of 2m, so as to facilitate surveillance onto the promenade while maintaining privacy of private terraces.
2. The promenade walkway must include seating and lighting to enhance public utilisation thereof.
3. Main pedestrian entrances of buildings directly off Breakwater Boulevard & Street to be as visible as possible from the sidewalk so as to animate the street space.
4. Limit vehicular and delivery access points off Breakwater Boulevard & Street as far as possible.
5. Screen unavoidable vehicular access or delivery entrances along Breakwater Boulevard & Street.

Heights and Massing: Buildings and Structures

1. Within the Breakwater Boulevard view corridor structures and buildings are limited to a maximum of 12.5 MSL
2. Sea-facing facades to be set back a minimum of 2m from the edge of the promenade so that buildings do not encroach onto the shared space character of the promenade.
3. Buildings with facades longer than ± 20 m should be articulated with vertical recesses or protrusions to break down their scale.
4. The seafront façade of Parcel O should setback at least once to lessen building massing facing the promenade.
5. The massing of Parcel O should be articulated through horizontal and vertical setbacks.

Architectural Materiality and Coastal Context

1. Façade textures of Parcels P and O should be articulated by means of balconies, pergolas and screens to break down the scale of the facades of these buildings.

2. Materials should be appropriate to a coastal promenade character while maintaining an overall coherence within the greater precinct.
3. Buildings should be differentiated from one another by a variety of textures, materials and detailing (avoid both a single typology and a broad mix of typologies)
4. Reduce fully glazed facades while utilising a pragmatic approach to maximizing ocean views.
5. The floorplate of the upper level of Parcel O should be inset and of a darker and / or different material to reduce perceived height from the public realm and in relation to the overall skyline.

13. Heritage Impact Assessment

Impact Assessment Tables are included as Annexure G and in the individual specialist reports.

13.1 Preferred alternative

13.1.1 Archaeology

Activities associated with the Granger Bay Precinct Phase 1B project have the potential to impact maritime archaeological and submerged pre-colonial archaeological resources in or on the former seabed, below the fill that comprises the current land surface of the project area.

Terrestrial historical archaeological resources are not expected on the project site. Although historical artefacts may be present within the fill, these will have little archaeological value, because they will lack both their original context and provenance. Terrestrial historical archaeology has thus been scoped out of the impact assessment.

Maritime Archaeology

The proposed development of Phase 1B project is likely to include substantial earthworks in the underlying fill for the hotel and residential elements of the project.

Impacts to maritime archaeological sites and material may occur where such earthworks intersect with the former seabed.

Should they occur, these impacts will be direct and may result in the damage to, or destruction of archaeological sites and/or artefacts. Impacts will be local in extent, occurring only within the footprint of development-related activities, but they will be permanent, because archaeological sites and materials are a non-renewable resource and cannot recover if damaged.

As with maritime archaeological sites and material, impacts to submerged pre-colonial archaeological resources may occur where earthworks intersect with the former seabed.

It is almost certain, that at times of lower sea levels, our ancestors utilised and occupied the present floor of Table Bay and left traces of their presence in and on the land. If such archaeological material has survived the subsequent marine transgressions and is sequestered in the seabed underlying the Phase 1B project area, the significance of any project-related impacts on such resources is likely to be high. The implementation of appropriate mitigation measures could reduce the impact significance to medium.

Based on the assessment above, it is our reasoned opinion that the proposed development of the Granger Bay Precinct Phase 1B site has the potential, albeit low, to encounter maritime archaeological and/or submerged pre-colonial archaeological heritage resources below the modern fill, in or on the former seabed.

Provided the recommendations to mitigate and offset potential impacts are implemented under the EMPr, it is our assessment that the proposed development of the Granger Bay Precinct Phase 1B site can be considered to be archaeologically acceptable and can be authorised.

A significant defining element in the proposal for this portion of Breakwater North is the coastal engineering and shoreline protection infrastructure required. Storm conditions are currently eroding the existing coastline due to the force of waves and over-topping

This requires the existing promenade/boardwalk height of 7.7MSL to be raised to 8.5m MSL with a 9-10m buildings setback, followed by a podium (crest level) with a maximum height of 10m MSL, as shown in section provided below,

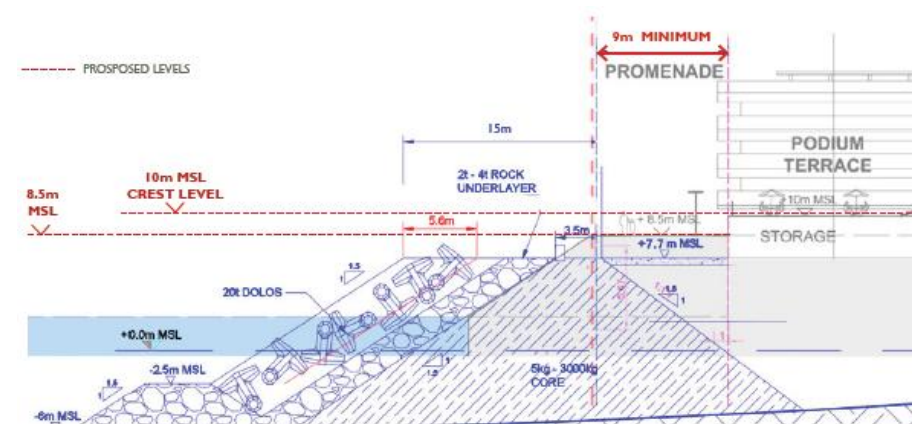


Figure 78: Suggested engineering setbacks and crest levels in section, overlaid with the existing levels in blue (V&AW)



Figure 79: Key diagram (V&AW)

The implication is that the ground level for these development parcels is raised by some 2.3m above the existing relationship to Breakwater Boulevard.

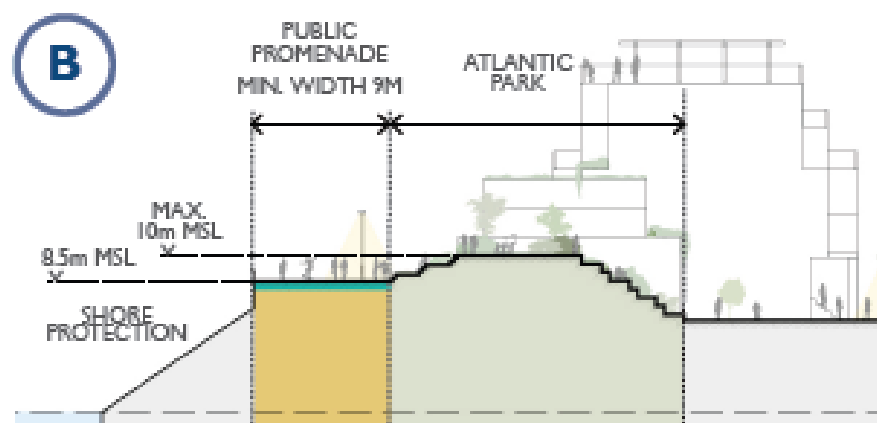


Figure 80: Indicative proposed section across the site at point B (V&AW – Not To Scale)

It is noted that the existing coastal boardwalk is already elevated above Breakwater Boulevard, due to the existing revetment, and views of the sea are obscured from street level.



Figure 81: Existing conditions from Breakwater Boulevard toward the boardwalk (V&AW).

Equally, alongside the promenade, a podium terrace level setback is required at 10m MSL, creating a height differential of some 1.5m along the shoreline side of the promenade walkway.

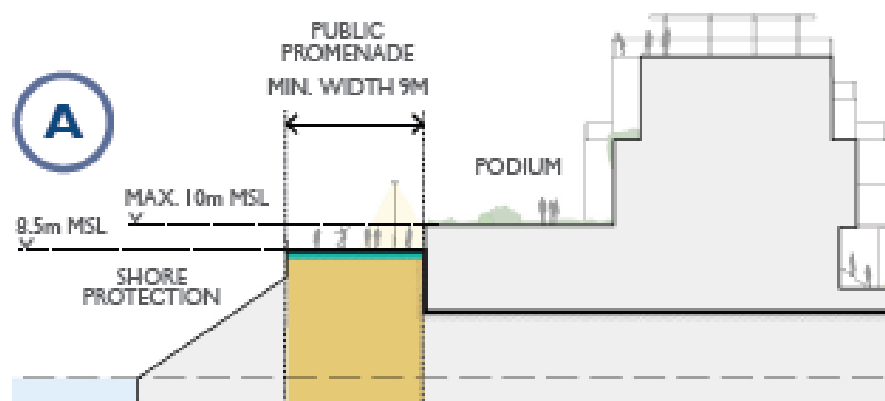


Figure 82: Indicative proposed section across the site at point A (V&AW – Not To Scale)

In response to concerns about the potential tunnel effect from Granger Bay Boulevard at this street, the proposed Atlantic Park has been expanded to a more generous public space, including the access steps. Blocks a1 and a2 were originally separated out; parcel a1 was a lower building located within the view corridor, and parcel a2 was proposed as a higher building outside of the view corridor (as per the VAW HIA for rezoning). Subsequently, parcel a1 & a2 has been combined into a single development footprint. The combined smaller footprint allows for a generous public park at the end of Breakwater Boulevard where ocean views can be experienced. Parcel a1 acts as the podium of parcel a2, but they will be the same in use: mixed use development with possible cultural use dominant.



Figure 83: simulated view from pedestrian level between approved development parcels Q and R/S, towards the steps to Atlantic Park, and the massing of a1 and a2 indicated (V&AW)



Figure 84: simulated view from the coastal walkway, the steps to Atlantic Park right, and the massing of a1 and a2 indicated alongside, the massing of approved R/S background right (V&AW)

The potential for impacts of this is assessed against the general thrust of the indicators as follows:

Important view lines and vistas must be protected.

In Granger Bay, the Arc of Fire is a key visual informant and must be protected. The protected view corridor towards the water in Granger Bay (along the boulevard) is a key visual and townscape indicator.



Figure 85: The approved Fort Wynyard protected 'Arc of Fire' required building heights to be maximum 21.5m. Whilst the arc crosses the development parcel Phase 1B (subject property) this falls within the coastal setbacks and these views are unaffected.

The visual exposure, prominence, absorption, sensitivity and skyline intrusion are discussed at a high level below. Views, which show the existing and proposed, are then assessed for impacts, and the overall visual impact is then determined through assessment of the proposals against the visual indicators established for the site.



Figure 86: Digital view catchment analysis (topographic data only). Areas shaded green have direct views towards the proposed buildings. The view catchment to the south is hatched as the development of approved parcels Q, R & S in the foreground of the Table Bay Hotel (north) will truncate these views. (Source: Google Earth Pro in CA 2026)

The view down Breakwater Boulevard does allow for some visual prominence of the site, largely in framing and edging the axis.
Visual Exposure

Visual absorption

The zones of visibility of the site are already limited, due to the Quay 7 Hotel currently under construction, which screens the site from any views obtained from the east; the Table Bay hotel that plays a similar role from the south-east, as well as the parcels Q and R/S under construction.

It is already clear from the foregoing analysis of the receiving environment that the only area of high public visibility is from Signal Hill, and even then, it is very much part of the background of that view, as it would be (perhaps to a slightly lesser extent due to its foreground nature) when viewed from the air.

Thus, the main viewpoints from which the visual absorption of the site is low, are for view from the coastline within Granger Bay, where parcels O, P and a1/a2 will create the built foreground to the coastal edge..

Silhouette/Skyline Intrusion

The skyline of the proposed structures against the sky, particularly during dawn or dusk when contrast is highest, will also be most when viewed from Granger Bay. This is, again, because of the visual “sheltering” of the site from the east by the existing buildings.

Therefore, due to the large-scale visual seclusion of the site, the primary concerns for visual impact are from within the precinct, and largely from the west/Granger Bay side of the site.

Visual Sensitivity of the Area and the Viewpoints

The level of visual impact considered acceptable is dependent on where the proposed development is located within the receiving environment. Visual sensitivity can be defined as follows:

High visual sensitivity: Highly visible and potentially sensitive areas in the landscape (seen from residential areas, natural reserves, scenic routes etc.)

Moderate sensitivity: Moderately visible areas in the landscape (visible from typical “town” spaces, with a mixed-use and varied environment).

Low visual sensitivity: Minimally visible areas in the landscape (for instance seen from degraded area or industrial sites).

From both a visual and townscape perspective, the core, buffer and periphery defined in the CMP correlate with the degree of visual sensitivity of the site, with the core area being the most sensitive, and the periphery the least. However, the peripheral areas are “threaded through” by visual cones and axes that are of high importance, and these must be considered.

Visual Intrusion/Townscape and Coastal Integrity

The visual intrusion that could potentially be caused by the proposed project is related to the level of compatibility or congruence of the proposed project with the qualities or sense of place of the surrounding areas – in this case the compatibility of the proposed development to the immediate “townscape” of the V&A Waterfront.

However, far more than cohesion with the townscape, the relationship of built fabric to the coastline is the key urban and visual consideration here, with the Promenade being the primary urban reference for the treatment of the coastline. Therefore, the response of the proposal to the typology of a coastal “corniche” or “promenade” and its cohesion to the elements that contribute to the character of this space are key. Visual intrusion relates to the concept of placing appropriate development typologies within their context to maintain landscape integrity and sense of place and is defined as follows:

High visual intrusion: Noticeable change or conflicts with the surroundings.

Moderate visual intrusion: Partially fits into the surroundings, but clearly noticeable.

Low visual intrusion: Minimal change or blends in well with the surroundings.

Field of Views

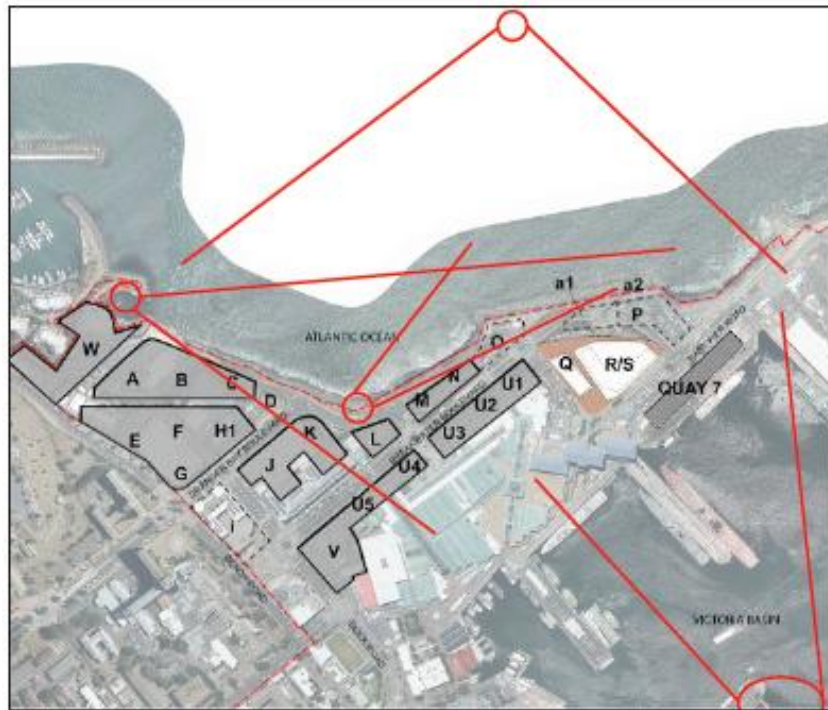


Figure 87: The four “field of views” view cones assessed.

Four views are considered: the view from the east across Victoria Basin; the aerial view; the view from Granger Bay and the view from the coastal walk at Granger Bay Boulevard - Figure 86.

Figure 88A, 88B and 88C demonstrate the visual seclusion of the site from the east. It is clear that the site is completely screened from the east, where the historic core of the V&A Waterfront is located.

This indicates a negligible visual impact to the historic core of the V&A Waterfront, the buildings edging the Victoria Basin creating ample screening and visual absorption within the environment, and negating any visual or skyline.

VISUAL IMPACTS FROM VICTORIA BASIN

Visual Absorption of Environment	Visual Intrusion	Silhouette/Skyline Intrusion
High Absorption	Low Visual Intrusion	Low Skyline Intrusion





Figure 88A: View of the site from Victoria Basin, which shows that it is well screened by the Quay 7 building and Table Bay Hotel.



Figure 88B: Drone view of the Quay 7 building under construction clearly show that the structure creates a visual “viewshed” between the Victoria Basin and the site. (Sources: <https://hodari.co.za/project/hotel-and-luxury-residence-development-2/> and GVK-Siya Zama).



Figure 88C: Drone views of the Quay 7 building under construction clearly show that the structure creates a visual “viewshed” between the Victoria Basin and the site. (Sources: <https://hodari.co.za/project/hotel-and-luxury-residence-development-2/> and GVK-Siya Zama).

VISUAL IMPACTS FROM THE AERIAL VIEW



Figure 89 shows the aerial view, which admittedly is not commonly experienced by citizens, but could become more widely experienced when the Cape Town Stadium is used to host broadcasted sports events.

The approval of parcels Q, R and S, which are taller than those proposed at O, P and a1/a2, moderates skyline and visual intrusion when seeing the proposed development against the backdrop of the Quay 7 Hotel, Table Bay Hotel and the V&A Wharf Shopping Centre..

Indeed, only Parcel O might have very high **interim** visual impacts, as if it is realised before the development already approved along the western edge of Breakwater Boulevard and at Granger Bay (L, M and N), it will be intrusive, due both to its height and to it being surrounded by open and undeveloped land. See Figure 89 for an indication of skyline impacts.

This is a temporary situation and will be mitigated by the already approved buildings being realised along Breakwater Boulevard. Once these are constructed, the visual impacts will be within acceptable levels due to townscape conformity.

Visual Absorption of Environment (Parcel P, a1/a2)	Visual Intrusion (Parcel P, a1/a2)	Silhouette/Skyline Intrusion (Parcel P, a1/a2)
High Absorption	Low Visual Intrusion	Low Skyline Intrusion
Visual Absorption of Environment (Parcel O)	Visual Intrusion (Parcel O)	Silhouette/Skyline Intrusion (Parcel O)
Low Interim Absorption	Moderate Interim Visual Intrusion	High Interim Skyline Intrusion



Figure 89: Aerial view of the site, which places Phase 1B of the Breakwater North precinct in the foreground. (Source: <https://www.moneyweb.co.za/investing/property/cape-town-gets-seven-star-marriott-edition-hotel/>).

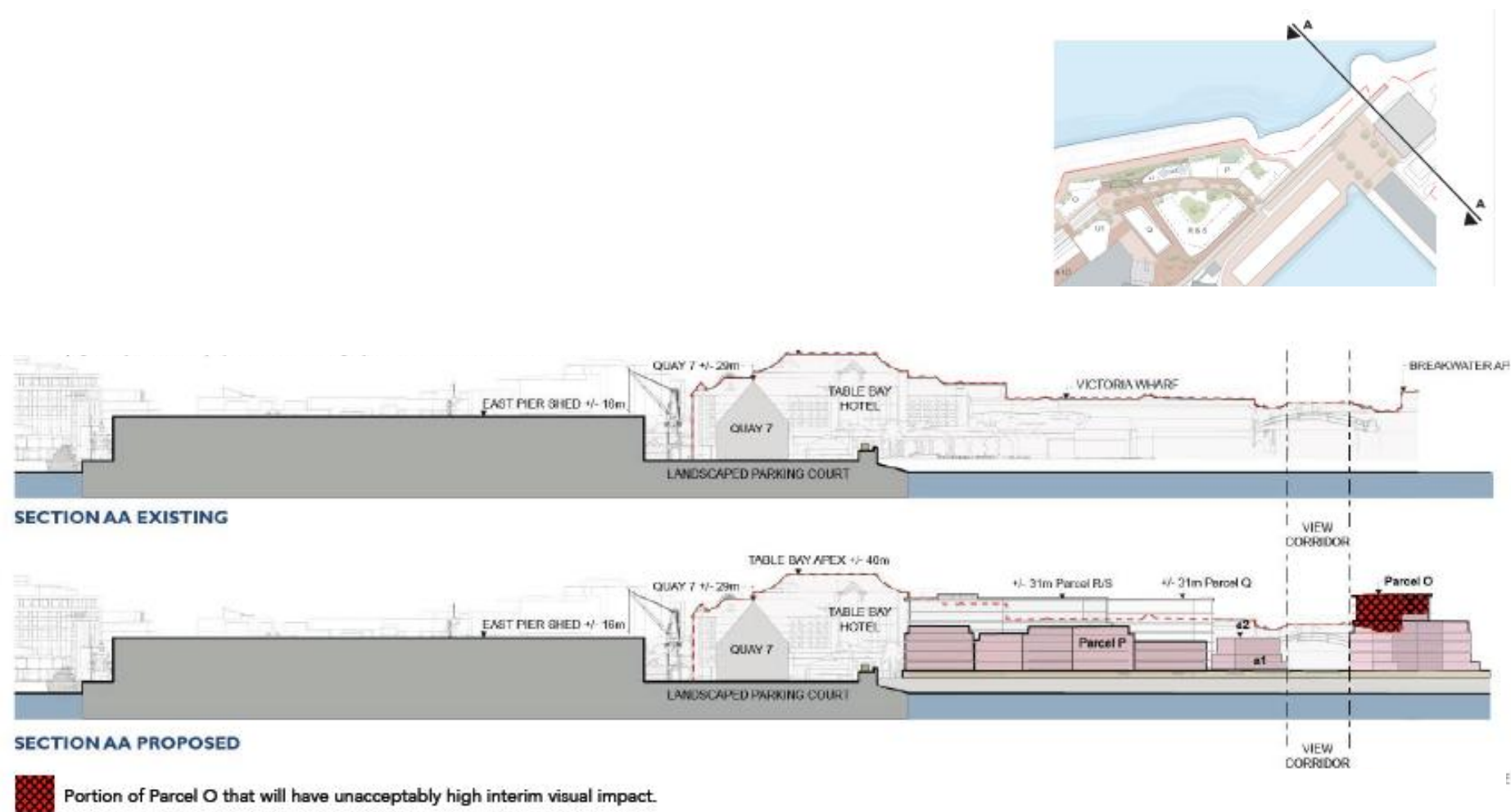


Figure 90A: Assessment of skyline impact of the proposed parcels from the north - see section line on plan in top right corner of this page. Only Parcel O will project above the existing skyline. (Source base elevation: V&A Waterfront, 2025).

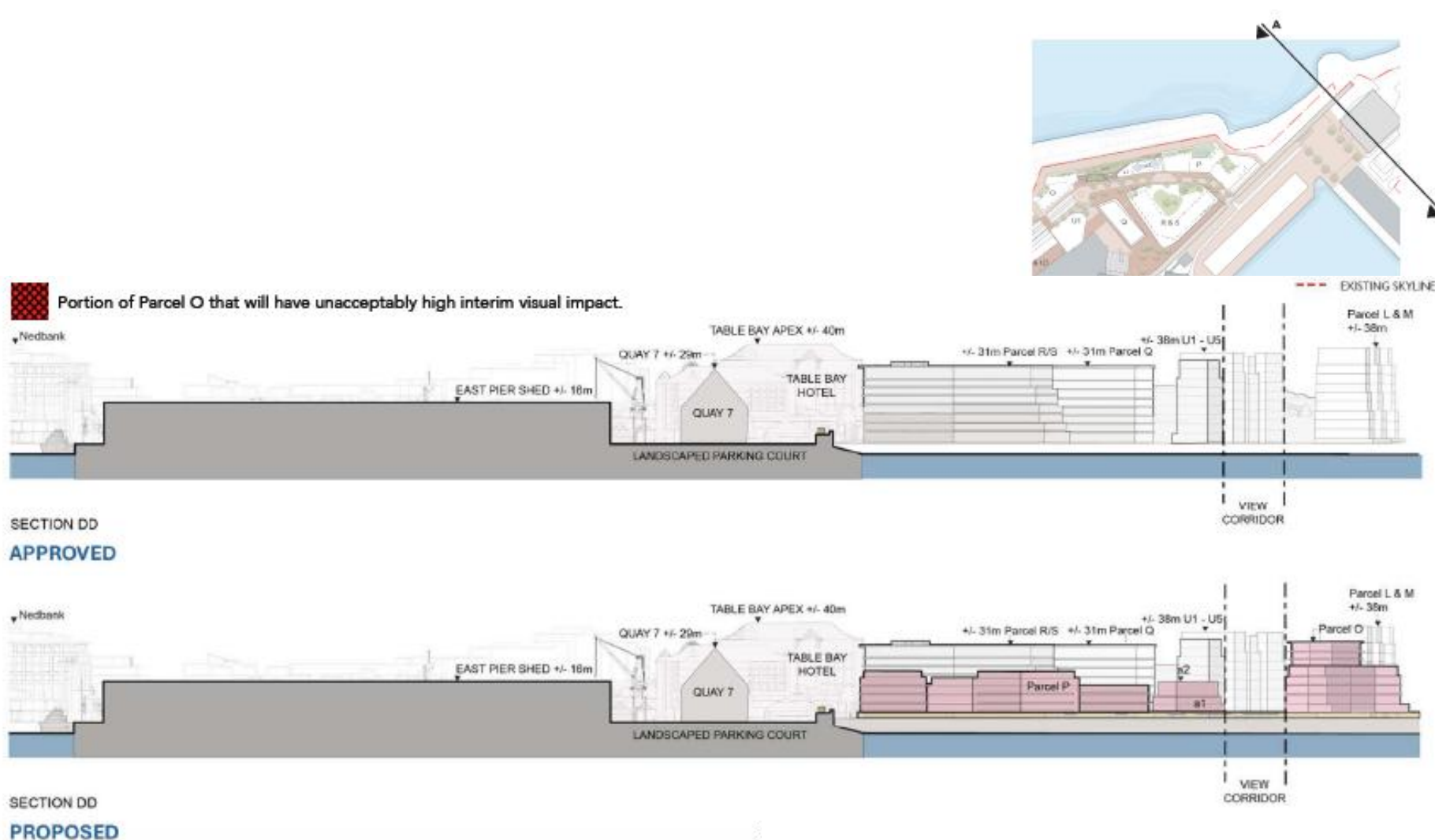


Figure 90B: (interim): These two sections compare the proposed development to that which has already been approved. (Source base elevation: V&A Waterfront, 2025).

VISUAL IMPACTS FROM GRANGER BAY

Finally, the view from Granger Bay also benefits from the existing Quay 7 building and the approved Q, R and S parcels. While Parcel P will intrude seaward from the edge of the Quay 7 building silhouette, it is low and creates a “stepping down” effect towards the breakwater wall, see Figure 92. Parcel O may have some interim impacts - see Figure 93. However, the application must also be assessed against adjacent approved building heights, and cumulative impacts will be less once the other approved buildings are realised.



Visual Absorption of Environment	Visual Intrusion	Silhouette/Skyline Intrusion
High Absorption	Low Visual Intrusion	Moderate Skyline Intrusion (Parcel P)



Figure 91: Approved massing

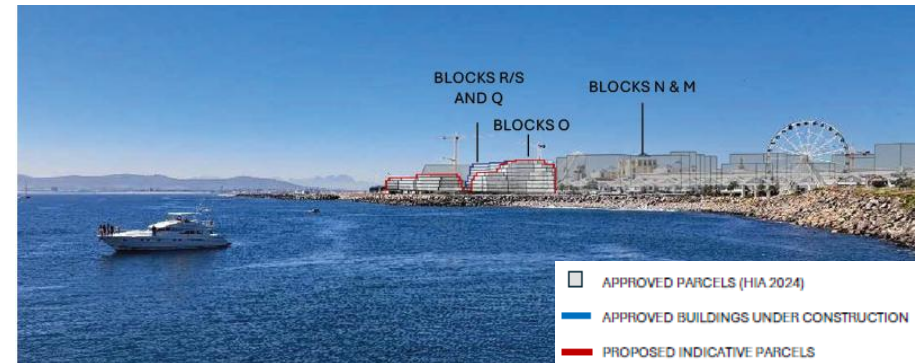


Figure 92: Block P, O and A1/A2 modelled in relation to the existing context and the approved massing



Figure 93: Possible interim visual impacts, if the subject parcels were to be constructed prior to those approved in Granger Bay.

VISUAL IMPACTS OF PARCEL O FROM THE COASTAL WALKWAY

Again, views from the coastal walk as one approaches the site could become more impacted in the short term, and again, Parcel O would be most intrusive in the short term, until such time that the other approved parcels along the sea edge are realised (N, M and L) - Figure 94.

This is again because of the taller proposed height of Parcel O, and also due to it being located on a slight projection of the coastline into the sea, which means that Parcel O will be seen silhouetted against the sea and projecting away from a1/a2 and P, as well as R, S and Q, and will thus have higher visual prominence from the coastal walkway in the interim, whilst Granger Bay remains undeveloped

Visual Absorption of Environment (Parcel P, a1/a2)	Visual Intrusion (Parcel P, a1/a2)	Silhouette/Skyline Intrusion (Parcel P, a1/a2)
High Absorption	Low Visual Intrusion	Low Skyline Intrusion
Visual Absorption of Environment (Parcel O)	Visual Intrusion (Parcel O)	Silhouette/Skyline Intrusion (Parcel O)
Low Interim Absorption	High Interim Visual Intrusion	High Interim Skyline Intrusion



Figure 94: Parcel O is proposed in an area that is highly visible from the coastal walkway in the vicinity of Granger Bay Boulevard.

In general, the study demonstrates low visual impacts from the longer views into the site, aside from possible high interim visual impacts should Parcel O be developed as a stand-alone structure, without the proposed neighbouring tall buildings in Granger Bay serving to create streetscape context for its taller height within the context..

Axial views

Two key axial views are considered: the view along Breakwater Boulevard looking towards Table Bay, and the view along the Breakwater Wall looking towards Signal Hill. In total, four views along the Boulevard and one on the wall are assessed. See Figure 26A.

While the current views towards the bay from the Breakwater Boulevard shaft of space do not always afford a view of the water, there is a distinct sense as one moves along this corridor that it ends at the water's edge. The experiential "cues" of being close to the sea include the smell of the ocean, the quality of light reflecting off the water, the ocean breeze, the cry of seagulls, the use of palm trees and the prevalent glimpses of the long views towards the Blouberg Hills, which frame Table Bay to the north. It is therefore key that a visual perception of the corridor "opening out" to the sea is retained in the proposal, and Atlantic Park has been proposed to meet this requirement. It should be noted that, as in the approved HIA for Phase 1B, the revetment is to be raised, so there will be no direct visual connection from Breakwater Boulevard to the sea.

Figure 96 - 99 show the impacts of the proposed new massing to views obtained along Breakwater Boulevard. Three images – Figure 96, 97 and 99 – best illustrate the way the new massing ensures that the wide shaft of space continues to the water's edge, despite the fact that the sea wall itself needs to be slightly elevated due to anticipated sea level rise. However, it is clear that, while the new land parcels may slightly enclose the currently framed view, the proposal still preserves a wide

opening that will afford views towards the Blouberg Hills across Table Bay.

Again, while the approved development parcels in Granger Bay are illustrated in the imagery, it remains that Parcel O will be quite visually exposed in the interim period, if realised before construction commences in Granger Bay. Figure 98 most clearly illustrates this high interim visual impact, while the light grey, approved envelopes will clearly mitigate these impacts.

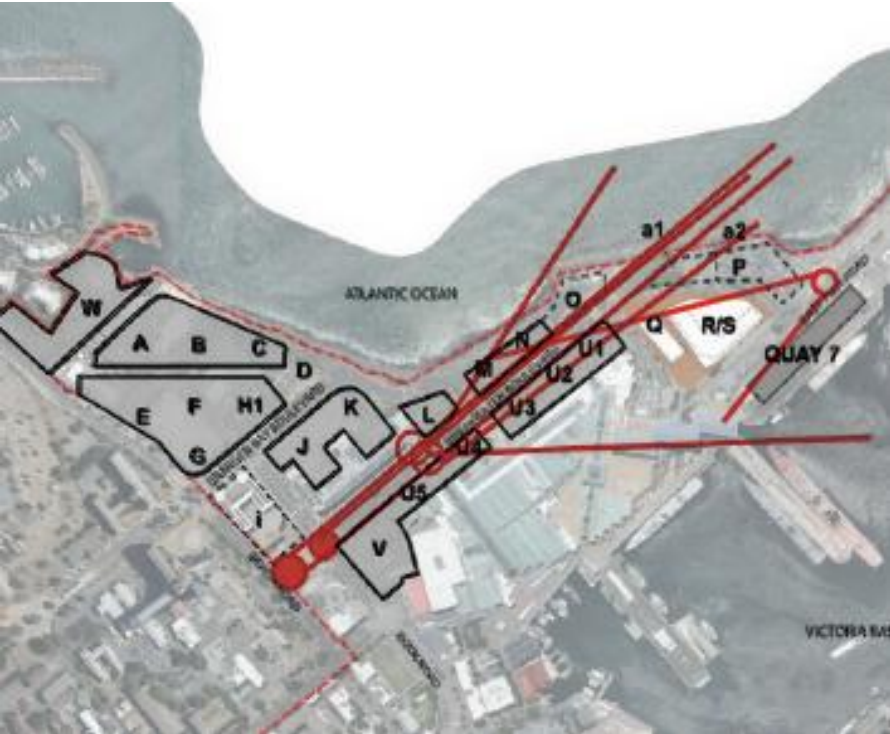


Figure 95: The five “axial views” assessed.

VISUAL IMPACTS DOWN THE BREAKWATER BOULEVARD



Visual Absorption of Environment (Parcel P, a1/a2)	Visual Intrusion (Parcel P, a1/a2)	Silhouette/Skyline Intrusion (Parcel P, a1/a2)
High Absorption	Low Visual Intrusion	Low Skyline intrusion
Visual Absorption of Environment (Parcel O)	Visual Intrusion (Parcel O)	Silhouette/Skyline Intrusion (Parcel O)
Low Interim Absorption	High Interim Visual Intrusion	High Interim Skyline Intrusion

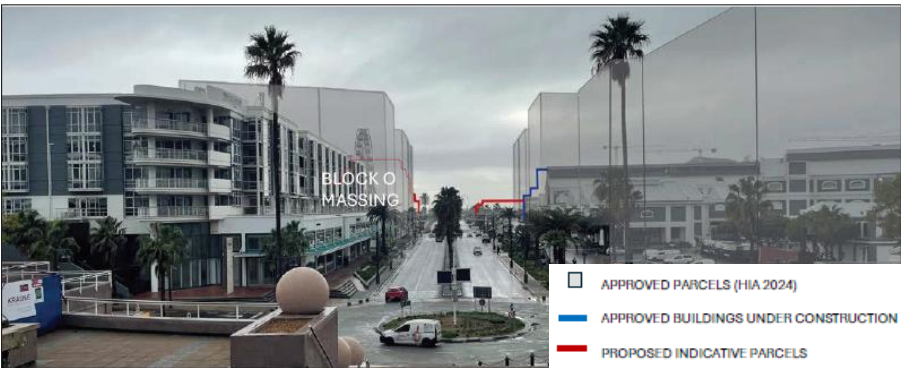


Figure 96: Block P, Block O and a1/a2 modelled in red, in relation to the approved massing (in light grey and in blue outline). The retention of

the connection of this shaft of space along Breakwater Boulevard to the sea edge is clear in this image.



Figure 97: Block P, Block O and a1/a2 modelled in relation to approved massing.



Figure 98: Block P, Block O and a1/a2 modelled in relation to the approved massing. The potential interim visual impacts of Parcel O, should it be realised without the adjacent development of approved parcels in Granger Bay, is clear.



Figure 99: Block P, Block O and a1/a2 modelled in relation to the approved massing.

In terms of the actual landscape treatment of Atlantic Park, which will pivot the Breakwater Boulevard as a street but hopefully allow it to continue as a public, experiential space, images taken from the 3D model indicate the continuation of the palm trees as the street tree,

and the extensive landscaping of the “berm” form towards the ocean edge, which must lead pedestrians up to the promenade space.

The model (Figure 100) illustrates the approach towards the landscaped steps intended here, as well as the planting, which will be the subject of an SDP approval by the City of Cape Town in which it is the intention of the V&A Waterfront to use hardy, salt-resistant species.

It is suggested that a more coastal approach be employed here, public amenities and facilities in addition to benches, and with planting being more of the hardy coastal type, as specified by an appropriately-qualified landscape architect (See Figure 101). This is because, as so much of the experience of Breakwater Boulevard's connection to the sea relies on cues other than visual, the landscaping here must acknowledge and enhance its coastal location in order to strengthen the sense of place experience.





Figure 100: A sequence of four stills taken from the 3D model of the proposal, showing the approach to the landscaped steps at the end of the Breakwater Boulevard shaft of space.



Figure 101: The landscaping of the public space at Atlantic Park, and the link to the promenade, must refer to its coastal context

VISUAL IMPACTS AT THE BREAKWATER WALL

The view from the Breakwater Wall towards Signal Hill, and over the Table Bay Hotel/V&A Wharf shopping centre, shows that the 10m setback from the wall that was set by Parcels Q, R and S will be continued in Parcel P, allowing for the wall to be located in a wide, framed space (approximately 225 x 40m) to the south, and opening up towards (and projecting into) Table Bay to the north. See Figure 102.



Visual Absorption of Environment	Visual Intrusion	Silhouette/Skyline Intrusion
High Absorption	Low Visual Intrusion	Low Skyline Intrusion



Figure 102: Block P modelled in relation to the existing context and the approved massing at R/S. A 10m setback from the wall is maintained in the proposal.

The studies demonstrate an acceptable, low level of visual impact for axial views across the site, with only a possibly high interim impact of Parcel O, should it be realised ahead of the proposed, adjacent development in Granger Bay. Once these adjacent development parcels are realised, visual impacts will be sufficiently mitigated.

Coastal Edge Integration

Far more than adherence to any built environment character, the key impact of the proposed development of Parcels O, P and a1/a2 is in the relationship between the built environment and the coastal edge.

The urban design indicators cite the Sea Point/ Greenpoint/Mouille Point promenade as the inspiration for the response along the seaward edge, with the intention being to extend that coastal walk into the site.

The sections provided to the assessors show the intention to provide a 9m wide walkway along the Granger Bay edge of the site.

In addition, screenshots taken from the 3D model provided to the heritage consultants (Figure 103A - 103H) demonstrate that the treatment of the coastal walk will have many of the characteristic elements of the Sea Point/ Greenpoint/Mouille Point Promenade, namely:

- Extensive views over the ocean which will dominate, and with seemingly more open and solid edge treatments of the sea wall;
- A very wide (minimum 9m wide) public and car-free promenade walkway, with a paved surface;
- At Atlantic Park, a further 9m wide area given over to a landscaped, sea-facing edge that steps up slightly from the promenade level;
- This interface is treated with hard elements that allow for seating, including lighting and tree-planting;
- Buildings of around 5 storeys looking out over the promenade, activated by balconies and lower-level terraces, and with the upper levels stepping back slightly.

It is very clear that the seaward treatment of the proposed new development parcels will, in character, be visually consistent with the promenade further to the south-west, and therefore will strongly continue the coastal edge visual character that is seen elsewhere along the Atlantic Seaboard. Impacts on the Visual Integrity of the Coastal Corridor are deemed to be low.



Figure 103A: A still from the 3D model showing the approach towards Atlantic Park from between the approved building envelopes at Q, and R/S.



Figure 103B: A still from the 3D model showing the pedestrian perspective of the arrival in Atlantic Park from between the approved building envelopes at Q, and R/S.

building envelopes at Q, and R/S. Parcel O can be seen in the centre of the image, and the landscaped area leading up to the promenade is visible to the right of the image



Figure 103C: A still from the 3D model showing the pedestrian perspective from Atlantic Park. Parcel O can be seen to the left of the image, and the landscaped area leading up to the promenade is visible in the centre of the image. Parcel a1/a2 is visible to the right, as the roadway curves away.



Figure 103D: A still from the 3D model at the top of the landscaped "bermed" park space, looking eastwards. Parcel Q is to the right of the image, and R/S to the centre. The lower area (parcel a1) and its taller "bookend" (a2) can be seen to the left of the image.



Figure 103E: A still from the 3D model on the promenade itself, at the "Atlantic Park" intersection. The use of grassed seating areas adjacent

to the wide, paved walkway with expansive views over the sea and tall buildings framing the land-ward edge is all characteristic of the promenade elsewhere along the Atlantic Seaboard



Figure 103F: A still from the 3D model showing a more detailed view at the top of the landscaped "bermed" park space, looking eastwards. Parcel a1/a2 is shown in some detail, with clear elevational treatments. The incorporation of low walls, landscaped areas, a paved walkway with expansive views over the sea and tall buildings framing the land-ward edge with activated facades is all characteristic of the promenade elsewhere along the Atlantic Seaboard



Figure 103G: A still from the 3D model on the promenade level, with the facade of Parcel O shown in some detail to the right of the image. Parcel a1/a2 is also shown with its facade articulated. The concealment of the partial parking level using stone cladding on the mid-height wall is appropriate, and also characteristic of the promenade elsewhere along the Atlantic Seaboard.

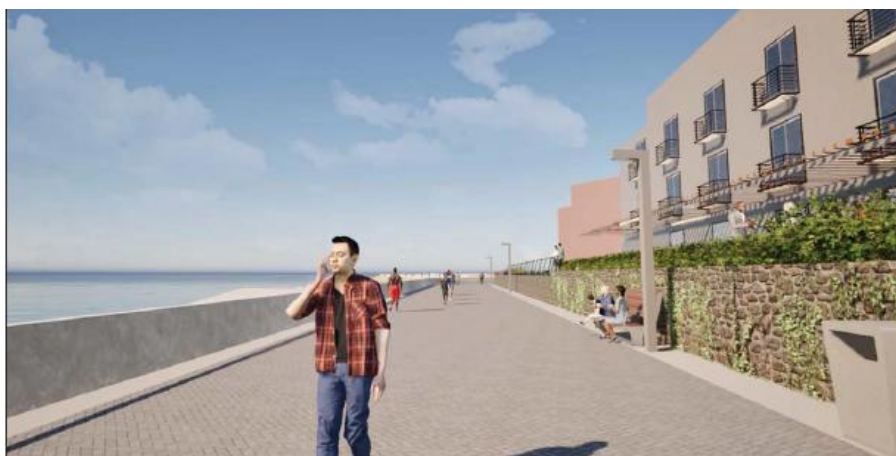


Figure 103H: A still from the 3D model at the promenade level, with Parcel a2 and P shown, although with Parcel P not articulated. Again,

the partial concealment of a parking level with a stone-clad wall and the incorporation of seating areas against this is seen to be an appropriate response.

Overall Visual Impact Assessment

VISUAL INDICATORS:	
INDICATOR:	RESPONSE:
Important view lines and vistas must be protected.	The adherence of the proposed development to the overall CMP-derived heritage indicators demonstrates adequate response to the important view lines and vistas that have been identified.
In Granger Bay, the Arc of Fire is a key visual informant and must be protected. The protected view corridor towards the water in Granger Bay (along the boulevard) is a key visual and townscape indicator.	The Arc of Fire and view corridor towards the water in Granger Bay will not be impacted by this proposal, which is located just outside the protected view cone.
New Somerset Hospital is a significant local landmark and heritage asset, together with Breakwater Boulevard which lies on the axial link between the hospital and the sea. Expansion should enhance and consolidate the framed view of Somerset Hospital and the definition of the Breakwater Boulevard corridor, noting also that views achieved here are not always rigidly framed, but are often expansive	The proposal does not impede the Breakwater Boulevard Corridor, nor will it impact axial views obtained towards Somerset Hospital. It is, however, encouraged that the landscape treatment of the berm proposed at the end of the visual shaft of space along Breakwater Boulevard is designed in a way that is conscious of, and reflects, the coastal vegetation that would have once been characteristic of this coastline. This will allow the space to contribute to the many non-visual "cues" that allow for the perception of being near the coast within the Breakwater Boulevard shaft of space, even when Table Bay cannot actually be seen.
The public access to the water's edge (physical access as well as a visual-spatial field) afforded in this precinct is significant and must be protected. This includes views down the boulevards, views from the Breakwater Wall, and views along the elevated coastal walk.	The proposal greatly references and extends the visual integrity of the coastal corridor treatment along the nearby Atlantic Seaboard, which has developed as a promenade space and which is one of the key public spaces in the city where residents can freely enjoy an immediate spatial relationship to the ocean.
Somerset Hospital, the Pavilion Drum, the main entrance to Victoria Wharf Galleria and the Breakwater Wall all act as local landmarks and play an important role in local navigation. Extensions in this area should seek to enhance their local landmark roles, consolidate fragmented street edges, strengthen street frontage and increase active pedestrian interface along street frontages.	The proposal does not impact local landmarks. The development will enhance the visual-spatial relationship to the Breakwater Wall. In addition, the proposal seeks to create positive street edges and a sense of defined public space, both along the coastal edge and at the proposed new squares and their linking spaces.
The views attained from the V&A Waterfront towards the mountain and the water's edge are critical to its sense of place, and the important vistas that have been identified in the study must be protected. New buildings, densification and building infill should not impinge on these visual-spatial relationships.	The proposed development has fairly minimal skyline/ silhouette impact, and the current buildings in the area (Table Bay Hotel, Quay 7 Hotel and V&A Wharf Mall) provide high visual absorption from the east. Impacts on existing, identified vistas are thus limited. However, in the absence of the development of the parcels in Granger Bay, Parcel O could have a high visual impact in the interim period without these neighbouring structures to provide context and structures of similar height. Once parcels N, M and L are realised, visual impacts will be sufficiently mitigated.
The intersection of the Breakwater Boulevard Axis and the coastline creates a unique opportunity where the contact with the sea can be celebrated within the city. This opportunity needs to be embraced in a generous way, both physically and visually: the Breakwater Boulevard axis and the Promenade to which this precinct shall link are higher-order, historic spatial elements in the city and require a suitably higher-order response at their intersection.	The proposed public space at Atlantic Park, as well as the promenade treatment along the sea wall with a park space proposed at this point, will create a higher-order public space within the Breakwater Precinct that will sufficiently acknowledge the confluence of the coastal walk and the Breakwater Boulevard axis at this point. It is encouraged that the space at Atlantic Park, both on the lower edge and the upper/promenade edge, receive special design and landscaping attention and treatment, in a way that reflects its unique sense of place, incorporating vegetation and public amenity elements that reflect the positioning of this space at the waters' edge.

The graded heritage structures and their graded curtilage areas should be retained and protected. Additions adjacent to historic elements must be subsidiary to the historic buildings and must ensure that notable original building fabric is retained.	The proposal responds to the Breakwater Wall and its curtilage with a 10m setback, continuing the previous pattern documented within the heritage assessment of Parcels Q, R and S. In addition, the Quay 7 hotel is well set back from the wall, creating a 40m wide space within which it is set, albeit asymmetrically.
The elements of the working harbour that remain within the landholding contribute substantially to its character. Visual access to these components of the working harbour must be protected. Care must be taken to ensure that new development adjacent to these sites does not overwhelm or compete with visual links to the working components of the harbour.	The proposed development is somewhat divorced from the working harbour by the Quay 7 Hotel building and should not impinge on the working harbour.
The key visual opportunity of the site is to enhance the area and play a key role in providing continuity of both the urban fabric and pedestrian promenade space along the shoreline, linking Mouille Point and the V&A Waterfront and allowing for a positive interface between the pedestrian and the sea/water's edge.	The proposed scheme centres around the creation of a promenade space behind the sea wall, that has been assessed to sufficiently continue the characteristic physical elements seen in the Atlantic Seaboard promenade that its connection to this space will be highly legible for users.
As part of past land reclamations that have occurred in this area, there is a strong, projecting line of reclamation running between proposed parcel O and the "point" of proposed parcel P. As a projecting section of land, these points have visual prominence and the treatment of the proposed buildings at these projecting edges of coastline must be developed in response to their heightened positioning along the coastline.	Parcel P is fairly low and fragmented in form, and is judged to be within acceptable levels of visual impact. Parcel O, however, raises concern in this respect, as it is the tallest of the proposed new development envelopes in this precinct, and its location on a projecting "spur" of reclaimed land will give it heightened visibility from the Granger Bay Precinct, currently largely undeveloped. The potential interim visual impacts of the development of this parcel, should it be realised without the adjacent Granger Bay envelopes indicated a M, N and L, would be very high. However, once parcels N, M and L are realised, visual impacts will be sufficiently mitigated.

13.1.3 Response to Townscape Considerations

The heritage townscape analysis must primarily be concerned with the relationship of proposed built form to heritage resources and the water's edge.

The "civic structure" diagram overleaf (Figure 103) shows the intended sequence of spaces through the scheme, with a variety of activated pedestrian spaces linked together to allow for east-west movement between the Breakwater revetment and the Victoria Basin Quayside.

The positive pedestrian response is borne out by the 3D model generated for the precinct, which incorporates varied surface textures as well as planting and seating.

The images provided showing the current approved relationship between Phase 1B and the development of Granger Bay, as well as the future application which will incorporate some further land reclamation, indicates that the promenade will be reinforced in both scenarios (Figure 105).

In addition, the images provided from the 3D model illustrate the adherence of the Granger Bay facing edge of the site to the promenade typology (see Figure 103 A - H).

While the intention seems to be that the majority of pedestrians would exit the promenade at Atlantic Park and walk towards the Breakwater Wall, a narrower pedestrian connection is provided around Parcel P, which would only be usable when the sea was not too rough, and which would link to the Breakwater Wall. Only a section is provided to illustrate this portion of the coastal walkway/edge treatment, but in its 1.5m wide extent, it could easily draw from the edge treatment already seen in front of the Pier Restaurant and Life Grand Café at the Port Captain's Office area, which is generally 2 metres wide (Figure 106).

The 3D drawing of the precinct also shows something of the intended architectural resolution of the building forms, with activated "bases" at the ground level, a middle area broken up by balconies and the cascading of heights away from the water's edge. However, there are no elevations of the proposed envelopes and thus this treatment remains a high-level response, with no associated drawing encompassing these principles that might be referred to in any decision made.

In discussions with the urban design team at the V&A Waterfront, it was established that it would be premature to reflect any kind of elevational treatments at this stage. Instead, it was agreed that more detailed design parameters for the treatment of elevations should be provided, and that these could then be carried forward and provide a framework for the assessment of elevations, which will need to be included in future SDP submissions. The additional parameters, provided by the Urban Design team, are incorporated in the Development Documentation and pages 85 – 86 above.

Regarding response to gateways, local landmarks, grain, vistas and viewpoints, Routes and edges, as well as open spaces, the proposed demonstrates reinforcement of the concepts already proposed in the Phase 1A development of Parcels Q, R and S.

This does, at the high level, seem to be a contextually appropriate response.

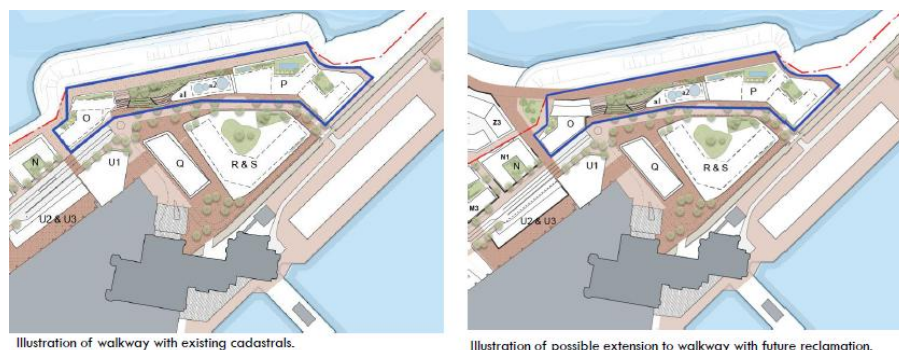


Figure 104: Public access will be guaranteed in front of Parcel O both with and without possible reclamation as illustrated above

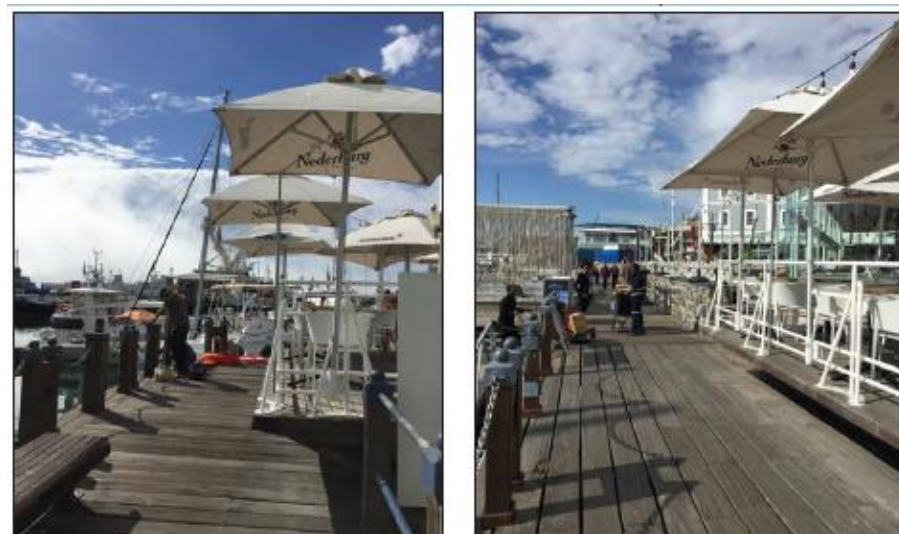


Figure 105: Two additional erven have been added to the study area to facilitate the extension of the pedestrian route in front of parcel P. This last section will be a boardwalk similar in materiality to the existing wooden structure seen in the historic core above, which is subject to

extreme wave and wind conditions and may need to be closed seasonally for safety reasons. These images are indicative, as the proposed boardwalk would be with open sea on one side and raised terrace on the landward side.

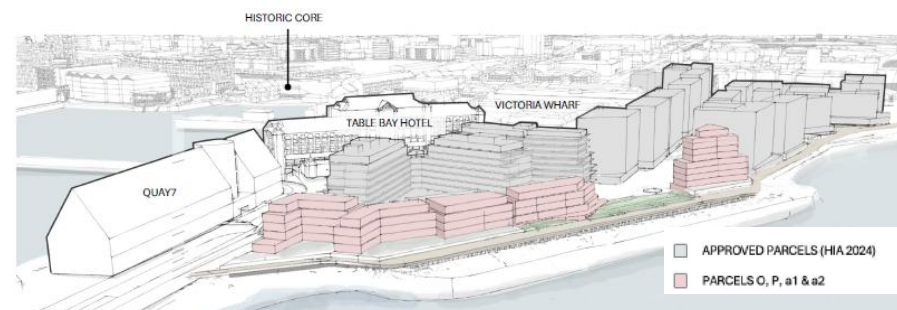


Figure 106: The 3D drawing of the proposed new parcels (in pink) shows something of their overall response to the indicators, with heights stepping back from the water's edge. However, no facade design or other architectural resolution is provided. (Source: V&A Waterfront, 2025).



Figure 107: V&AW pedestrian network

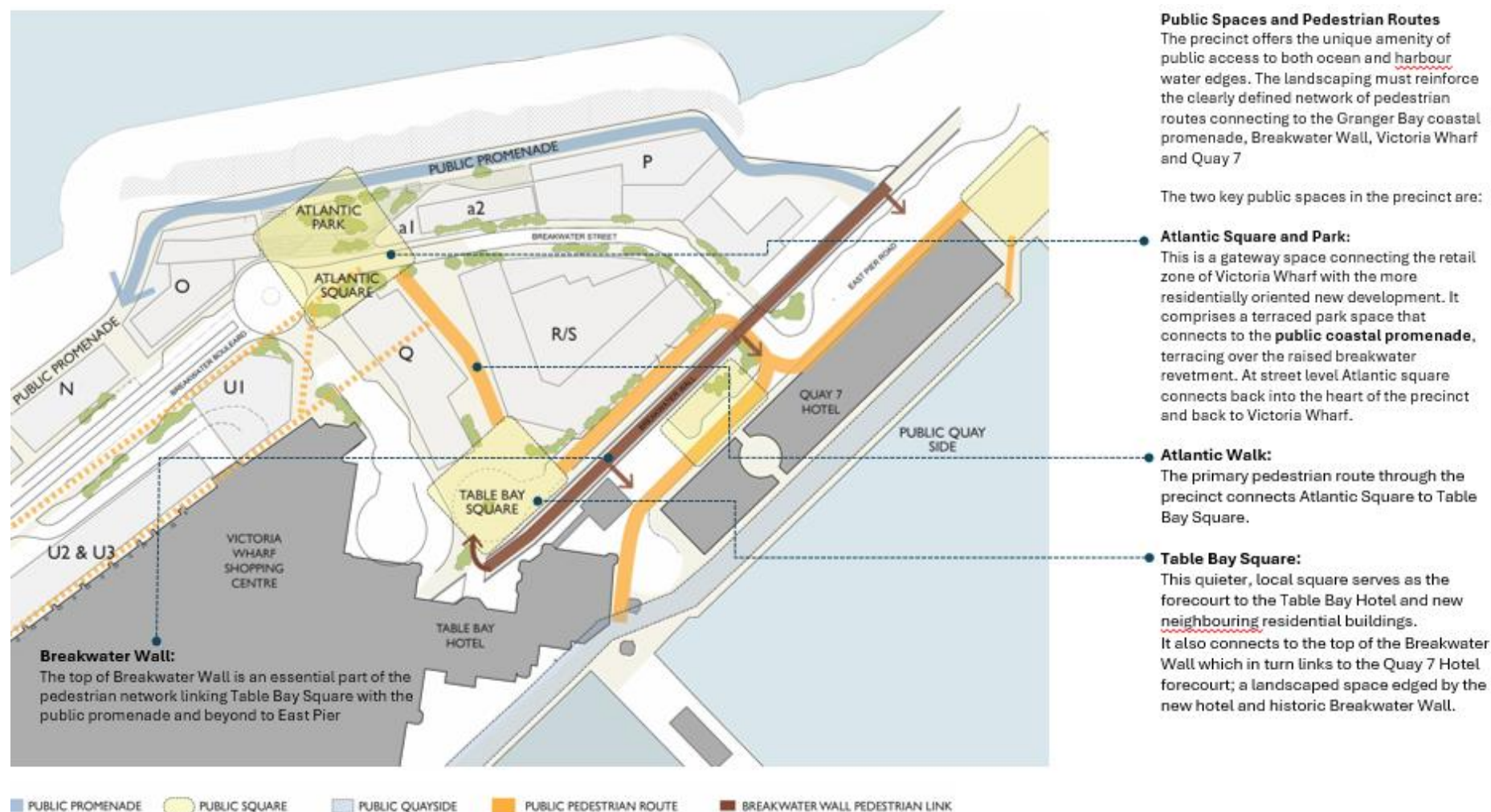


Figure 108: Diagram showing the primary structuring of the public realm in the precinct. (Source: V&A Waterfront, 2025).

RESPONSE TO TOWNSCAPE INDICATORS:	
INDICATOR:	RESPONSE:
Proposed buildings must respond to their coastal context. From a “sense of place” perspective, there should be a clear architectural approach to the aesthetic and typology of the new structures proposed within this precinct, and a response to the surrounding building typologies, in addition to the relationship between solid and void, bulk and fragmentation of mass, the articulation of heights and skyline impacts, and the location of entrances relative to public spaces/routes. It is recognised that, for this site, the promenade plays as strong a role as “context” as the historic harbour core and its curtilage/buffer.	The 3D model also shows something of the intended architectural resolution of the building forms, and while there are no elevations of the proposed envelopes, the V&A has provided more detailed principles for elevational treatment that might be referred to in any decision made at SDP level. The SDP level elevations that will be required in terms of Item 123 of the Development Management Scheme will need to be assessed, at that stage, against these parameters to ensure a sufficient sense of architectural resolution and materiality and to conclude that the urban design principles are adequately incorporated into the proposal. However, the provided information is seen to give sufficient certainty at this stage of the development process, and give the location of the site with the Peripheral area, as identified in the Draft CMP. As with the visual assessment, it is encouraged that the space at Atlantic Park, both on the lower edge and the upper/promenade edge, receive special design and landscaping attention and treatment, in a way that reflects its unique sense of place, incorporating vegetation and public amenity elements that reflect the positioning of this space at the waters’ edge.
Heights of new buildings need to cascade appropriately towards the water’s edge and towards heritage resources (Breakwater Wall), to ensure that new development does not encroach on the experience of those public spaces, that provide the visual-spatial field for heritage resources across the V&A and along its edges. The generosity of the treatment of edge along the promenade should be analysed and integrated into the response.	The analysis indicates an appropriate townscape response in terms of setbacks and response to the Breakwater Wall and the water’s edge.
Development should retain and enhance existing landmarks and create new local landmarks, provided these do not impinge of the high-order aspects of the connection to the water’s edge and long key vistas and axes.	The analysis indicates an appropriate townscape response to existing landmarks, and the creation of new places of higher order, such as Atlantic Park and the promenade area, which is responsive to the identified key vistas and axes in the precinct.
The consistent massing and form of the framing structures to the Victoria Basin, and their similar architectural treatment and roof profiles forms a strong contextual “townscape” pattern. Equally, there is a strong architectural pattern of buildings along the promenade. The development must consciously locate itself between these two contexts and respond to them architecturally.	The subject parcels sit at the confluence of two architectural patterns: to the east, the consistent massing and form of the framing structures to the Victoria Basin, and their similar architectural treatment and roof profiles forms a strong contextual “townscape” pattern. The shed typology is the predominant form for buildings along all the edges of the Victoria Basin and is echoed by the Victorian maritime industrial warehouse architectural character of the Victoria Wharf shopping complex which visually dominates the area. To the west, the Granger Bay intervention seeks to continue the architectural typology of the promenade, which has a different, more residential character. Because the site is visible against the more maritime structures around the basin when seen from the Breakwater Wall, but the development intention is to bring the promenade typology into the site, both patterns should be architecturally responded to in due course At the present time, only the 3D model indicates an architectural response to the architectural indicators in both

	the urban design report and the heritage report. Further information would have been preferable, but is not essential to determine a response to the proposal in question.
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Given the foregoing, while the intended architectural resolution of the building forms is reflected in the 3D model, there are no elevations of the proposed envelopes and thus their architectural treatment remains at a high-level response, with no associated drawing encompassing these principles that might be referred to in any decision made.

Despite the assessment of elevations needing to rely on the 3D model for the site, there is sufficient detail to assess the heritage related criteria in relations to the buildings given the provision of detailed guidelines in Section 8.2 of this report.

Together with these undertakings, the information provided is sufficient to assess impacts to major townscape elements, including the views to the sea and mountain, Breakwater Boulevard view corridor, heights and response to the public realm in the park and walkway.

13.2 No Go Alternative

While the 'no-go' alternative would avoid certain short-term negative impacts, it would also forfeit substantial and sustained environmental, visual, townscape and socio-economic benefits.

The environmental implications of not undertaking future -proofing of the shoreline protections should not be under-estimated. Moreover, what should be a public coastal space of very high significance is currently not much more than a backyard condition. The opportunity to fund the coastal protections and a substantial public open space development, which would ultimately link through to the Mouille Point – Sea Point coastal promenade is of local, regional and national benefit.

The no-go alternative is considered to have potentially negative impacts.

13.3 Cumulative Impacts

Along with the approved Granger Bay Phase 1 development; the approved V&AW rezoning; the approved Breakwater North Phase 1A proposed development; and the subject Breakwater North Phase 1B proposed development; development north of Victoria Wharf will be additive in nature, change the perception of the V&AW character and thus potentially High, Negative in significance.

However, there is a significant opportunity cost of environmental, townscape and public open space benefits with no development, and with implementation of mitigation measures, cumulative heritage related impacts are expected to be Low (and in some instances positive) given the limited heritage significance of the V&AW landholding in this area.

The cumulative assessment indicates that the proposed mixed-use development will result in low visual impacts.

While the intervention will be highly visible, and will cause visual impact in that the character of the site will be changed from an underutilized one to a developed one; the scale of the surrounding buildings, as well as the proposed (and approved) adjacent buildings will provide a certain degree of visual screening. Short term impacts in terms of the construction of the seawall and, in particular, Parcel O have been discussed, but in the long-term the proposal will form part of the "infill" development in line with the precinct plan that has evolved with heritage and visual considerations in mind.

Thus, the proposal will constitute a continuation of the skyline in this part of the V&A. In addition, the proposal will create a far more positive pedestrian-orientated interface, as well as a highly positive connection to the water's edge, which shall continue the established promenade pattern along the Atlantic Seaboard suburbs of Cape Town.

The intended enhancements to the public realm will provide amenity, open space, and visual benefits within the intended high-density urban environment, contributing positively to sense of place and townscape.

Overall, the cumulative impact of the development is assessed as low and positive in the long term, especially with the incorporation of the suggested mitigations.

14. Mitigation

14.1 Archaeological

Based on recent experience at Quay 7 and at the Q and R sites adjacent to the Granger Bay Precinct Phase 1B project site, the assumption is that the fill disturbed by development-related activities on the Phase 1B site will be a similar conglomeration of mixed material from a variety of sources, some very recent, of generally very low archaeological value or interest.

The provenance of the fill, from sites across the City of Cape Town, does mean that it may contain historical or archaeological objects or pockets of material of greater interest, although their archaeological value will be limited.

Where the potential for encountering archaeological material of significance does exist is at the interface between overlying fill and the former seabed, where either maritime archaeological or pre-colonial archaeological sites and materials could be present.

The following recommendations are made in respect of measures to mitigate potential impacts to these two heritage receptors:

- Any groundworks on the Granger Bay Precinct Phase 1B site, to levels that may intersect with the former seabed must be subject to archaeological monitoring, with the necessary contingencies in place to allow the mitigation of shipwreck remains or pre-colonial archaeological material, should they be encountered. These contingencies may include the stoppage of work in the affected area until the necessary mitigation work has been concluded. Any such mitigation will be to the account of the developer.
- Monitoring visits should be conducted by a suitably experienced archaeologist at least once per week, but more regular visits may be required as excavations deepen, and the

potential grows for encountering the interface with the former seabed.

- Archaeological information should be presented as part of the environmental training programme for all site staff and machine operators which will describe what sort of archaeological items could be found on site, how to identify them, and the reporting procedure to follow should material be found when the archaeologist is not on site.
- Should anything of interest be found by construction staff, this must immediately be reported to the project ECO and site manager, and the monitoring archaeologist called to site to assess the find and establish whether any form of mitigation is required. The sorts of material that would trigger such a call is large structural wooded or iron remains, layers of historical refuse containing particularly glass and ceramics, the remains of any built structures (although these are not expected in this area) and rocky, sandy or cobbly strata that may represent the former seabed.

The mitigation measures indicated above should be included in the project Environmental Management Programme (EMPr).

14.2 Visual

It is encouraged that the space at Atlantic Park, both on the lower edge and the upper/promenade edge, receive special design and landscaping attention and treatment, in a way that reflects its unique sense of place, incorporating vegetation and public amenity elements that reflect the positioning of this space at the waters' edge.

A landscape plan incorporating these aspects is to be produced for any future SDP applications (to be assessed by the local authority, the City of Cape Town Municipality).

14.3 Townscape

The urban design indicators and the V&AW Architectural Indicators must be incorporated into the future SDP level elevations to ensure a sufficient sense of architectural resolution and materiality to conclude that the townscape indicators are adequately responded to in the proposal (to be assessed by the local authority, the City of Cape Town Municipality).

15. Socio-economic benefits

A Socio-economic Impact Assessment Report has been prepared and a summary of the main conclusions highlighted below.

The proposed development is expected to generate significant economic benefits both during construction and throughout its operational life. During the construction phase, with a total capital expenditure of approximately R1.7 billion, the project is estimated to support total economic output of around R4.3 billion, including direct, indirect, and induced effects. This activity is projected to contribute approximately R1.7 billion to GDP, create over 5,100 employment opportunities across skilled, semi-skilled, and low-skilled categories, and generate total household income of approximately R856 million. These impacts are temporary but provide a substantial short-term stimulus to the local and regional economy.

In the operational phase, ongoing activities are expected to sustain total annual economic output of approximately R311 million and contribute around R159 million per annum to GDP. The development will support roughly 369 jobs, generate R74 million in household income, and stimulate further economic activity through supply chains and household spending. By combining employment creation, income generation, and GDP contribution with induced effects from visitor spending, the development is expected to provide long-term, sustainable socio-economic benefits, reinforcing its role as an economic catalyst for the local and regional economy.

The cumulative assessment indicates that the proposed mixed-use development will result in a combination of short-term negative and long-term positive impacts, with the overall cumulative effect considered positive. During the construction phase, temporary adverse impacts are anticipated, including noise and dust emissions, traffic disruption, visual disturbance, and localised health and safety risks. These impacts are generally assessed as low in significance, short-term in duration, and largely reversible, particularly with the implementation of standard mitigation measures and compliance with applicable regulations.

In contrast, the operational phase is expected to generate sustained positive socio-economic impacts of moderate to high significance. These include ongoing contributions to gross output and GDP, long-term employment creation across skilled, semi-skilled, and entry-level positions, increased household income, and recurring government revenue at national and local levels. The development is also anticipated to stimulate the visitor economy through increased tourism potential and associated spending, reinforcing the economic vitality of the precinct. The inclusion of Atlantic Park and enhancements to the public realm will provide lasting amenity, open space, and visual benefits within a high-density urban environment, contributing positively to sense of place, social interaction, and overall urban quality.

When considered cumulatively alongside existing and planned developments within the precinct, the project is expected to integrate into an already established mixed-use and tourism-oriented node. Overall, the cumulative impact of the proposed development is assessed as positive and of medium to high significance in the long term.

Table 3: Identified impacts associated with the construction and operational phases of the mixed-use development.

Phase	Type of impact	Identified impact	Duration of impact
Construction phase	Positive	Increase in gross output and GDP	<u>Temporary</u> : impacts are temporary in nature, and are typically terminated when construction ends.
		Increase in employment	
		Increase in household income	
		Government revenue	
	Negative	Noise and dust pollution	
		Traffic congestion and disruption	
		Sense of place (visual)	
Operational phase	Positive	Physical health and safety	<u>Sustained and compounding</u> : impacts are sustained into the future over the course of the operational period of the development.
		Increase in gross output and GDP	
		Increase in employment	
		Increase in household income	
		Government revenue	
		Skills development	
	Negative	Improved public open space and amenity value	
		Strengthened visitor economy	
		Traffic congestion	

16. Public Participation

There is no registered Conservation Body with an interest in this area. SAHRA, together with the City of Cape Town Heritage Resources Management (CCT HRM), will be asked to comment on the Draft HIA.

Proof of consultation and comments received are included in full in Annexure H. Comments will be considered for incorporation in the final HIA.

(to be completed following public participation)

17. Recommendations

It is recommended that Heritage Western Cape:

- Endorses this report as having met the requirements of Section 38(3) of the NHRA;
- In terms of Section 38(8) of the NHRA supports the proposed the proposed development of Breakwater North Phase 1B (parcels O, P, a1 and a2), generally in accordance with the Development Plan; the Urban Design Fixes And Informants (March 2026); and the Architectural Indicators (30 March 2026) included in Annexure F of this report, subject to the following:
 - Any groundworks on the Granger Bay Precinct Phase 1B site, to levels that may intersect with the former seabed must be subject to archaeological monitoring, with the necessary contingencies in place to allow the mitigation of shipwreck remains or pre-colonial archaeological material, should they be encountered. These contingencies may include the stoppage of work in the affected area until the necessary mitigation work has been concluded. Any such mitigation will be to the account of the developer.
 - Monitoring visits should be conducted by a suitably experienced archaeologist at least once per week, but more regular visits may be required as excavations deepen, and the potential grows for encountering the interface with the former seabed.
 - Archaeological information should be presented as part of the environmental training programme for all site staff and machine operators which will describe what sort of archaeological items could be found on site, how to identify them, and the reporting procedure to follow should material be found when the archaeologist is not on site.
 - Should anything of interest be found by construction staff, this must immediately be reported to the project ECO and site manager, and the monitoring archaeologist called to site to assess the find and establish whether any form of mitigation is

required. The sorts of material that would trigger such a call is large structural wooded or iron remains, layers of historical refuse containing particularly glass and ceramics, the remains of any built structures (although these are not expected in this area) and rocky, sandy or cobbly strata that may represent the former seabed.

- The mitigation measures 1 to 4 above should be included in the project Environmental Management Programme (EMPr).
- The urban design indicators included in this report and the V&AW Architectural Indicators must be incorporated into the future SDP level elevations to ensure a sufficient sense of architectural resolution and materiality to conclude that the townscape indicators are adequately responded to in the proposal (to be assessed by the local authority, the City of Cape Town Municipality).
- It is encouraged that the space at Atlantic Park, both on the lower edge and the upper/promenade edge, receive special design and landscaping attention and treatment, in a way that reflects its unique sense of place, incorporating vegetation and public amenity elements that reflect the positioning of this space at the waters' edge.

A landscape plan incorporating these aspects must be prepared for any future SDP applications (to be assessed by the local authority, the City of Cape Town Municipality).

References

Burman, J. 1976. *The Bay of Storms: Table Bay 1503-1860*. Human and Rousseau. Cape Town.

Ingpen, B.D. & Pabst, R.F.W. 1985. *Maritime South Africa: A Pictorial History*. Janes Publishing Inc. New York.

Turner, M. 1988. *Shipwrecks and Salvage in South Africa: 1505 to the Present*. C Struik. Cape Town.

Worden, N. van Heyningen, E & Bickford-Smith, V. 1998. *Cape Town: The making of a city*. David Phillip. Cape Town.

ANNEXURE A: SPECIALIST DETAILS, EXPERTISE AND DECLARATION

Company Name	Cindy Postlethwayt
Resource Description	Heritage practitioner
Professional Qualification	B Soc Sci; MCRP
Years Experience	18 years heritage
Professional Registrations	APHP
B-BBEE status	Exempt Micro-enterprise (Level 4)

Key Experience / Training	Cindy Postlethwayt is a qualified Town and Regional Planner and APHP Accredited Professional Heritage Practitioner. She has 40 years experience, with a specialist focus over the last 18 years in heritage work. She worked at the City of Cape Town for 13 years, 11 of which in a management capacity, covering the fields of development management; spatial and transport planning, strategic planning and the Olympics. She has been an independent consultant for 25 years, with a broad range of applications. Her client list has included local, provincial and national governments, para-statal, community based organisations and private sector investors.
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TABLE OF RELEVANT WORK EXPERIENCE:

Chairperson: Heritage Western Cape Impact Assessment Committee (IACom) Dec 2014 to Nov 2016

Committee Member: Heritage Western Cape Impact Assessment Committee (IACom) 2013 – Dec 2014

Heritage Impact Assessments: over 80, major HIAs

Section 27 and 34 applications: Over 50

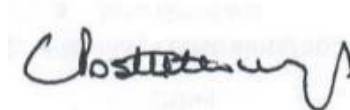
NID applications (stand alone, not part of an HIA): Over 90

Appeals (HWC & Tribunal): 12

DECLARATION BY THE SPECIALIST

I CINDY POSTLETHWAYT, as the appointed Specialist hereby declare/affirm the correctness of the information provided or to be provided as part of the application, and that:

- In terms of the general requirement to be independent, other than fair remuneration for work performed in terms of this application, have no business, financial, personal or other interest in the development proposal or application and that there are no circumstances that may compromise my objectivity
- In terms of the remainder of the general requirements for a specialist, have throughout this EIA process met all of the requirements;
- I have disclosed to the applicant, the EAP, the Review EAP (if applicable), the Department and I&APs all material information that has or may have the potential to influence the decision of the Department or the objectivity of any Report, plan or document prepared or to be prepared as part of the application; and
- I am aware that a false declaration is an offence in terms of Regulation 48 of the EIA Regulations.



Cindy Postlethwayt, heritage consultant
Date 13 April 2026

ANNEXURE B: RNID

PAGE 1 OF 2

Our Ref: HM / CAPE TOWN METROPOLITAN / V&A WATERFRONT /
ERVEN 1 49294-RE & 1 58570-RE
Case No.: HWC2505261 85J0528
Enquiries: Sneha Jhupsee
E-mail: Sneha.jhupsee@westerncape.gov.za
Tel: 021 829 3318



Applicant: Cindy Postlethwayt | cindy@cpheritage.co.za
Owner: Neil Schwartz o.b.o V&A Waterfront (Pty) Ltd | nschwartz@waterfront.co.za

RESPONSE TO NOTIFICATION OF INTENT TO DEVELOP: INTERIM COMMENT: HIA REQUIRED
In terms of Section 38(8) of the National Heritage Resources Act (Act 25 of 1999) and the Western Cape
Provincial Gazette 6061, Notice 298 of 2003

NOTIFICATION OF INTENT TO DEVELOP: PROPOSED NEW STRUCTURES ON ERVEN 149294-RE & 158570-RE, BREAKWATER LANE (BREAKWATER NORTH PHASE 1B DEVELOPMENT), V&A WATERFRONT, SUBMITTED IN TERMS OF SECTION 38(8) OF THE NATIONAL HERITAGE RESOURCES ACT (ACT 25 OF 1999).

The matter above has reference.

Heritage Western Cape is in receipt of your application for the above matter received. This matter was discussed at the Heritage Officers' Meeting (HOMs) held on 15 January 2025.

You are hereby notified that, since there is reason to believe that the proposed new structures on Erven 149294-Re & 158570-Re, Breakwater Lane (Breakwater North Phase 1B Development for parcels O, P, a1 and a2), V&A Waterfront, will impact on heritage resources, HWC requires that a Heritage Impact Assessment (HIA) that satisfies the provisions of Section 38(3) of the NHRA be submitted.

Section 38(3) of the NHRA provides:

(3) The responsible heritage resources authority must specify the information to be provided in a report required in terms of subsection (2)(a): **Provided that the following must be included:**

- (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.

(Our emphasis)

This HIA must in addition have specific reference to the following:

1. Archaeological Impact Assessment
2. Visual Impact Assessment
3. Townscape Assessment

The HIA must have an overall assessment of the impacts to heritage resources which are not limited to the specific studies referenced above.

The required HIA must have an **integrated set of recommendations**.

The comments of relevant registered conservation bodies; all Interested and Affected parties; and the relevant Municipality must be requested and included in the HIA where provided. Proof of these requests must be supplied.

PAGE 2 OF 2

Our Ref: HM / CAPE TOWN METROPOLITAN / V&A WATERFRONT /
ERVEN 1 49294-RE & 1 58570-RE
Case No.: HWC2505261 85J0528
Enquiries: Sneha Jhupsee
E-mail: Sneha.jhupsee@westerncape.gov.za
Tel: 021 829 3318



If applicable, applicants are strongly advised to review and adhere to the time limits contained the Standard Operational Procedure (SOP) between DEADP and HWC. The SOP can be found using the following link <http://www.hwc.org.za/node/293>

Kindly take note of the HWC meeting dates and associated agenda closure date in order to ensure that comments are provided within as reasonable time and that these times are factored into the project timeframes.

HWC reserves the right to request additional information as required. Should you have any further queries, please contact the official above and quote the case number.

Waseefa Dhansay
Assistant Director: Professional Services



ANNEXURE C: Archaeological Impact Assessment

(Included as Appendix G3 of the Basic Assessment Report)

Annexure D: Townscape & Visual Impact Assessment

(Included as Appendix G4 of the Basic Assessment Report)

ANNEXURE E: Criteria heritage significance

Cultural significance is defined as: aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value or significance. The national estate includes, inter alia, places, buildings, and structures of cultural significance; historical settlements and townscapes; and landscapes and natural features of cultural significance (NHRA)

Section 3(3) of the NHRA identifies criteria for assessing the significance of a place. In respect of those values relevant to this property, a place has heritage significance, inter alia, because of:

- a) Historical value
 - It is important in the community or pattern of history (including in the evolution of cultural landscapes and settlement patterns; association with events, developments or cultural phases) or illustrates an historical period
 - It has a strong or special association with the life or work of a person, group or organisation of importance in history
 - its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;
 - It has significance relating to the history of slavery
- b) Architectural value
 - i. It is significant to architectural or design history or is the work of a major architect or builder
 - ii. It is an important example of a building type, style or period
 - iii. It possesses special features, fine details or workmanship
- c) Aesthetic value

It is important in exhibiting particular aesthetic characteristics valued by a community or cultural group (including its contribution to the aesthetic values of the setting demonstrated by a landmark quality or

having an impact on important vistas or otherwise contributing to the identified aesthetic qualities of the cultural environs or the natural landscape within which it is located)

- d) Social value
 - i. It is associated with economic, social or religious activity
 - ii. It is significant to public memory
 - iii. It is associated with living heritage (cultural traditions, public culture, oral history, performance or ritual)
- e) Spiritual value
 - i. It is associated with religious activity and/or phenomena
 - ii. It is significant to a particular group relating to spiritual events and/or activities
- f) Linguistic value
 - i. It is associated with the custodianship and/or sustainability of a particular language or events associated with that language
 - ii. It is significant to a particular group relating to the evolution and/or dissemination of a particular language
- g) Technical/Scientific value
 - i. Its possession of uncommon, rare or endangered aspects of South Africa's natural or cultural heritage
 - ii. Its potential to yield information that will contribute to an understanding of South Africa's natural or cultural heritage;
 - iii. Its importance in demonstrating a high degree of creative or technical achievement at a particular period;
 - iv. It is important to archaeology, palaeontology, geology or biology

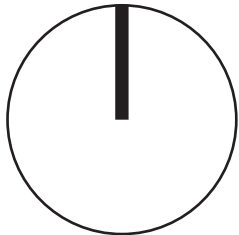
The grading of heritage significance is based on the three tier grading system used in the NHRA and HWC's guidelines "Grading: Purpose and management Implications" (16 March 2016).

ANNEXURE F: Development proposal



Phase 1b Granger Bay
PROPOSED DEVELOPMENT

-  V&A WATERFRONT BOUNDARY
-  CADASTRAL BOUNDARY
-  AD HOC SETBACK LINE
-  EXISTING & APPROVED BUILDING PARCELS
-  PROPOSED BUILDING PACKAGES (INDICATIVE)





V&A WATERFRONT

URBAN DESIGN INFORMANTS

**GRANGER BAY PHASE I
PARCELS O, P, a1 & a2**

MARCH 2026

I.1 INTRODUCTION & PURPOSE

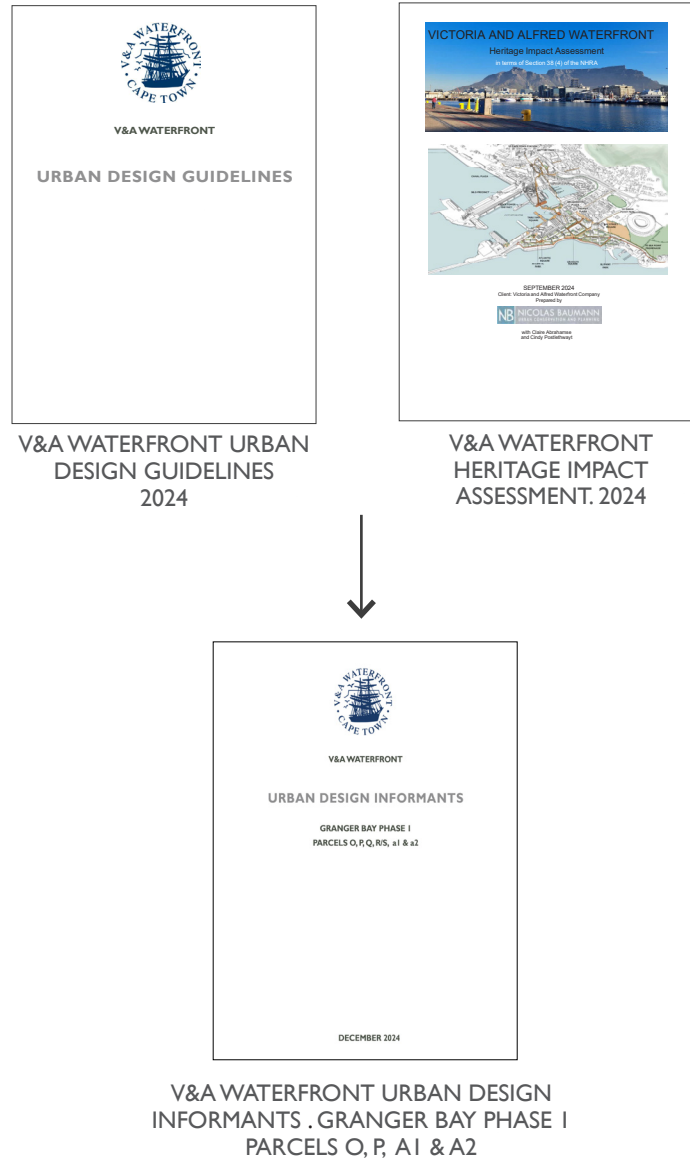
The purpose of this document is to provide a design framework for the proposed Phase Ib of the Granger Bay Development comprising of the building parcels O, P, a1 & a2 (refer to the Phase Ib locality map and the Phase Ib indicative building parcels on page 3).

The heritage fixes & indicators outlined in this document further distil and interpret the development fixes set out in the V&A Waterfront's Urban Design Guidelines Report (2024) and intend to provide the appropriate development guidance for the precinct. The guidelines are intended to become statutory requirements that guide the design development for all future Site Development Plans (SDP's) including Phase Ib.

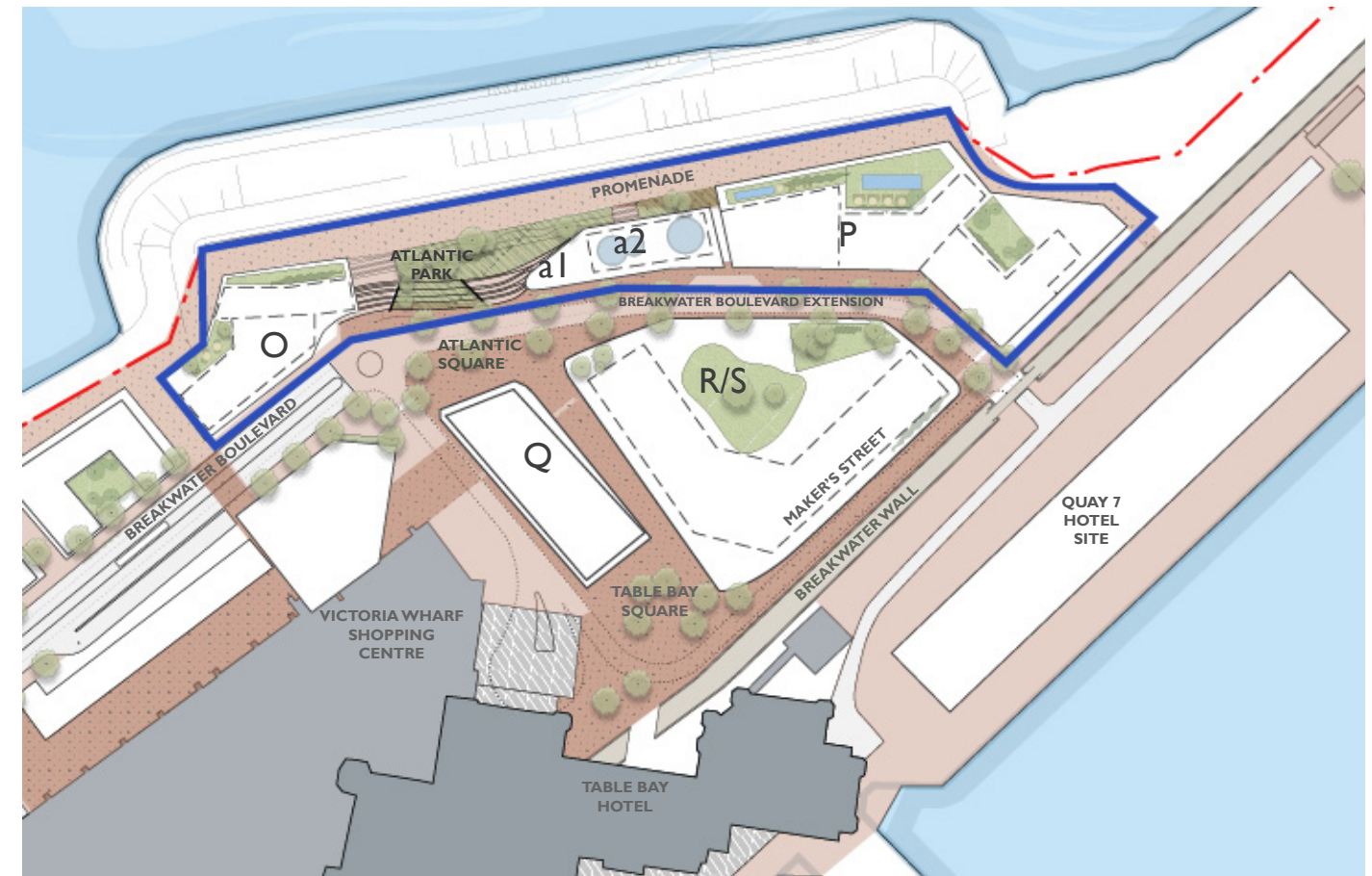
The core principles of the Urban Design Guidelines are:

1. Resilient design
2. Identity and heritage
3. Authentic placemaking
4. Accessibility and inclusivity
5. Diversity and flexibility

The approved Heritage Impact Assessment (HIA) for the V&A Waterfront (Record of Decision 16 October 2024 Item 13.4) stipulates the requirement for a focused HIA for the Phase I precinct. This document interprets and applies all applicable heritage indicators and provides a greater level of detail and guidelines to assess the overall heritage impacts of Phase Ib.



PHASE IB LOCATION AND EXTENT



PHASE IB INDICATIVE BUILDING PARCELS

I.2 DEVELOPMENT CONTEXT & VISION



EXISTING CONDITIONS

Development Site & Existing Conditions

The Phase I development is proposed on a site to the north of the Table Bay Hotel (TBH). It is edged to the south by the historic Breakwater wall and the Table Bay Hotel, and to the west by the Victoria Wharf shopping centre, its access ramps and delivery yard. The public board-walk along the land edge and the coastline defines the northern and north-eastern boundaries of the site..

The site is situated within a bowl descending in height from +7m MSL at the Breakwater traffic circle to +5m MSL at the TBH entrance. The site is further enclosed by the shoreline protection offered by the dolos revetment at a height of +7.8m MSL.

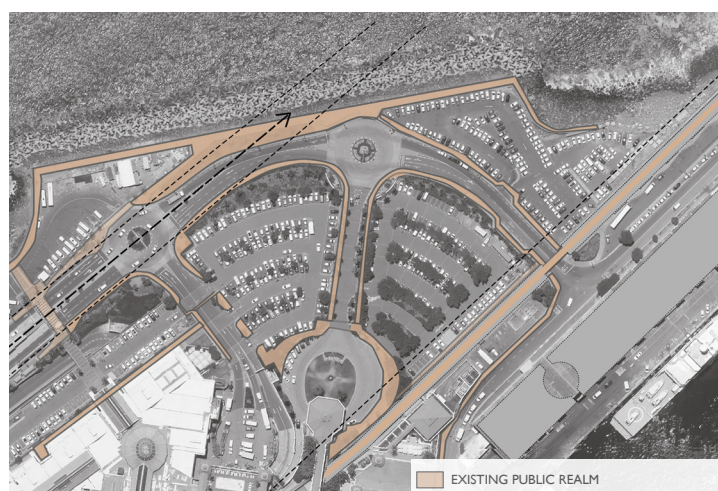
The most significant elements of the public realm within the proposed development area are;

1. the public walkway comprising the timber board-walk adjacent to the coastline, the paved walkway behind the dolos revetment and the paved pedestrian pathway on the edge of the public parking
2. the walkway along the top of the breakwater wall
3. the pedestrian walkway along the northern edge of the Victoria Wharf shopping centre

The remainder of the public realm comprises sidewalks along road edges. These lack continuity and are fragmented by parking and delivery access points.



DEVELOPMENT SITE CONTEXT



EXISTING CONDITIONS



ILLUSTRATIVE DEVELOPMENT VISION

Key Design Guidelines

The Urban Design Framework vision and principles for future development within the V&A Waterfront are anchored on the following central development objectives:

- Enhance and protect public access to the water's edge, to visually connect the area to the ocean and mountains
- Establish public spaces with streets and squares
- Promote safe and comfortable pedestrian movement as a priority
- Create opportunities for small scale craft & ocean economy businesses
- Creating a variety and range of residential opportunities
- Build regenerative urban and natural ecosystems

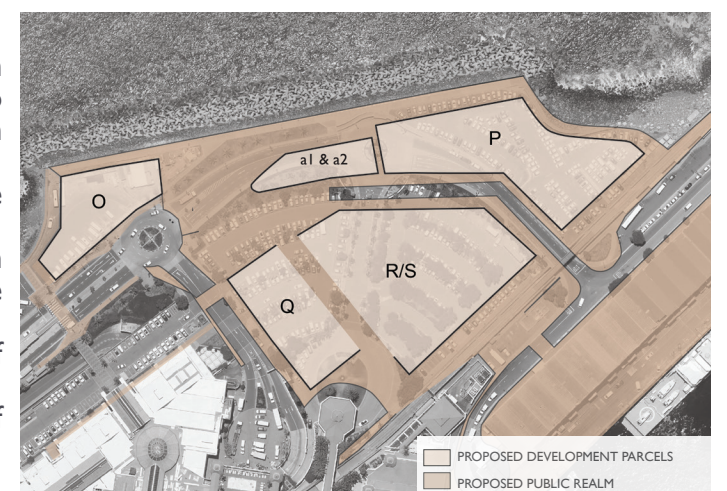
Proposed Development

The broader Phase I area envisages the following:

1. The realignment of Breakwater Boulevard between the traffic circle and gap in the Breakwater wall to establish a street edged by development on both sides
2. The extension of the water's edge promenade landwards in front of O, a1/a2 and P
3. A coherent and continuous public realm that prioritises pedestrian movement while accommodating vehicular and pedestrian access
4. Two primary development parcels to the south of Breakwater Boulevard
5. Two development parcels to the north of Breakwater Boulevard



DEVELOPMENT CONCEPT



PROPOSED PUBLIC REALM

1.3 HERITAGE INFORMANTS



MASSING OF PROPOSED INDICATIVE PARCELS

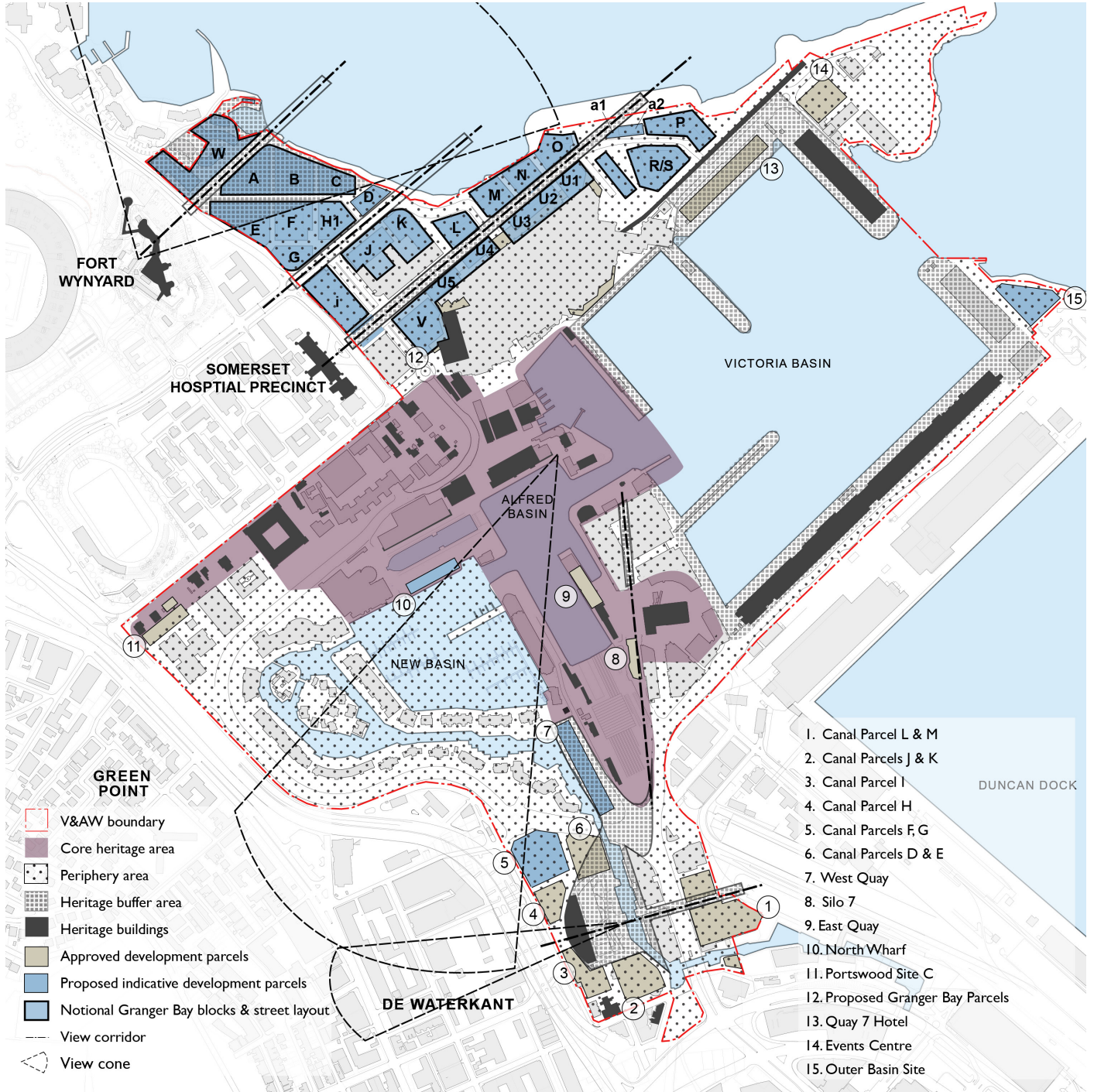
- APPROVED DEVELOPMENT PARCELS
- PROPOSED INDICATIVE DEVELOPMENT PARCELS
- PROPOSED GRANGER BAY PARCELS, PHASE 1B
- VIEW CORRIDOR
- VIEW CONE

1.3.1 KEY HERITAGE INFORMANTS

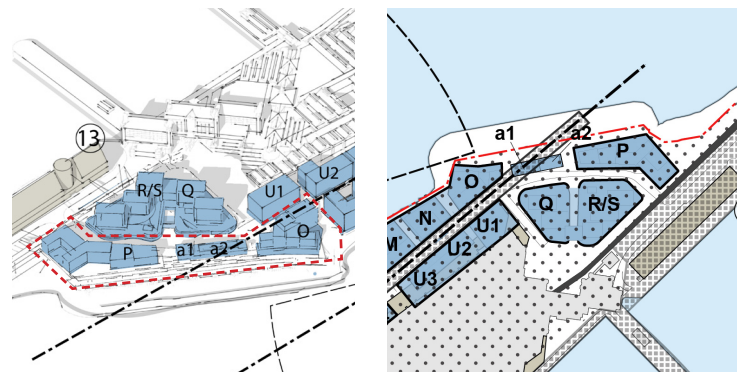
The key heritage fixes that define the precinct and inform all future development planning in the proposed development area are;

- The view axis down Breakwater Boulevard linking Somerset Hospital and the Atlantic Ocean to be maintained from the level of Beach Road (12.5MSL)
- A 10m wide building setback from Breakwater Wall

The approved HIA for the V&A Waterfront (2024) comprised diagrams demonstrating the allocation and massing of the proposed additional development in the V&A Waterfront, including within the Phase 1b extent (diagrams bottom right). These diagrams have since been adjusted by shifting parcel a1 outside of the Breakwater Boulevard view corridor to further enhance the heritage consideration (diagrams top left and right).



PROPOSED INDICATIVE FUTURE DEVELOPMENT PARCELS, OVERLAYED WITH THE CORE, PERIPHERY AND BUFFER HERITAGE AREAS

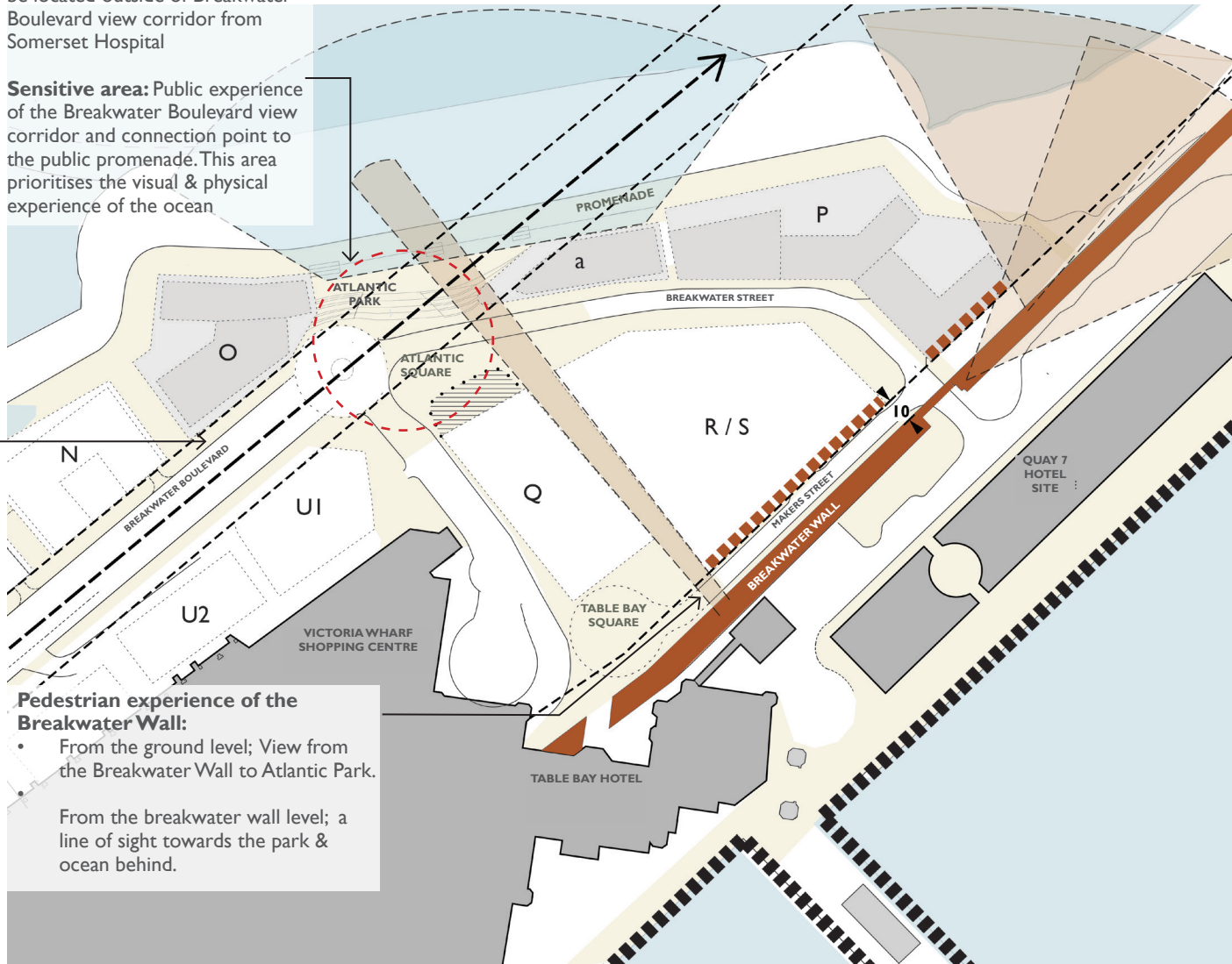


INDICATIVE FUTURE DEVELOPMENT PARCELS AS PER THE APPROVED HIA FOR THE V&A WATERFRONT (RECORD OF DECISION 16 OCTOBER 2024) REZONING, SEPT 2024.

1.4 DESIGN FIXES

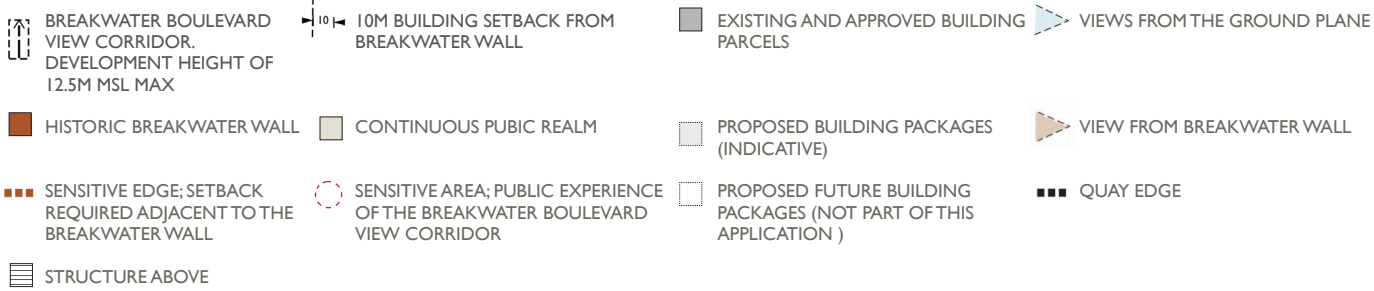
Breakwater Boulevard view corridor: Building structures to be located outside of Breakwater Boulevard view corridor from Somerset Hospital

Sensitive area: Public experience of the Breakwater Boulevard view corridor and connection point to the public promenade. This area prioritises the visual & physical experience of the ocean



Pedestrian experience of the Breakwater Wall:

- From the ground level; View from the Breakwater Wall to Atlantic Park.
- From the breakwater wall level; a line of sight towards the park & ocean behind.



Key design guidelines

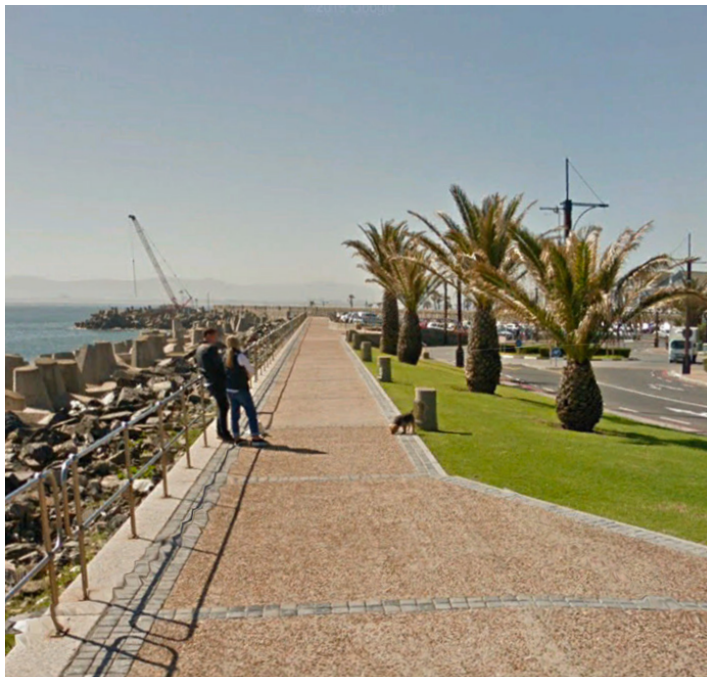
1. The view axis down Breakwater Boulevard linking Somerset Hospital and the Atlantic Ocean to be respected
2. A 10m wide building setback along Breakwater Wall to be maintained
3. Seamless pedestrian connections between existing and proposed buildings and spaces
4. Pedestrian priority, landscaped, attractive and multifunctional streets to offer high quality pedestrian and cycle amenity while accommodating vehicular access.
5. Activating street edges that face public realm and key pedestrian routes



THE PEDESTRIAN EXPERIENCE OF THE BREAKWATER WALL TO BE CONSIDERED AND OPTIMISED



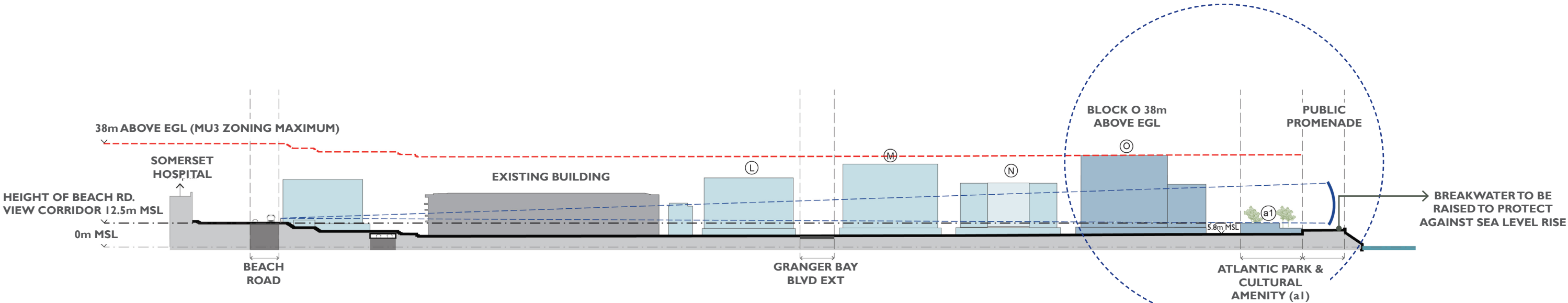
THE VIEW FROM BEACH ROAD ALONG BREAKWATER BOULEVARD TOWARDS THE OCEAN TO BE RETAINED



THE CURRENT PUBLIC OCEAN WALKWAY (2.5M WIDE) ALONG THE COASTAL EDGE & DOLOS REVETMENT TO BE IMPROVED & ENHANCED WITH A PUBLIC PROMENADE WITH A MINIMUM WIDTH OF 9M

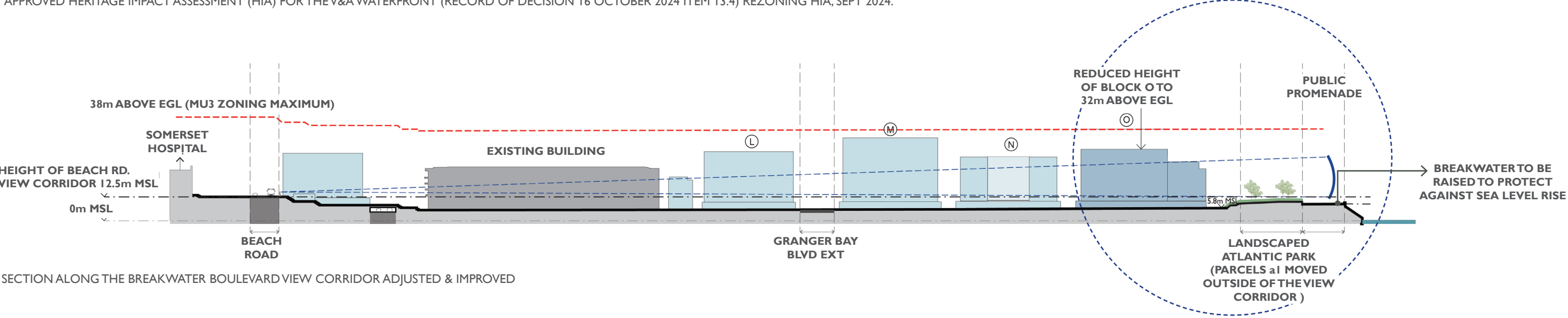
Design response to the Breakwater View Corridor

SUBMITTED FOR V&A HIA TO
SUPPORT REZONING HIA



SECTION ALONG THE BREAKWATER BOULEVARD VIEW CORRIDOR FROM SOMERSET HOSPITAL TOWARDS THE WATER'S EDGE
APPROVED HERITAGE IMPACT ASSESSMENT (HIA) FOR THE V&A WATERFRONT (RECORD OF DECISION 16 OCTOBER 2024 ITEM 13.4) REZONING HIA, SEPT 2024.

PROPOSED CHANGES AS
PART OF THIS APPLICATION



SECTION ALONG THE BREAKWATER BOULEVARD VIEW CORRIDOR ADJUSTED & IMPROVED



EXISTING VIEW FROM BEACH ROAD ALONG GRANGER BAY BOULEVARD TOWARDS THE OCEAN



INDICATIVE FUTURE VIEW FROM BEACH ROAD ALONG BREAKWATER BOULEVARD, VIEW TOWARDS THE OCEAN TO BE RETAINED. V&A HIA, SEPT 2024

I.5 BUILDING DEVELOPMENT

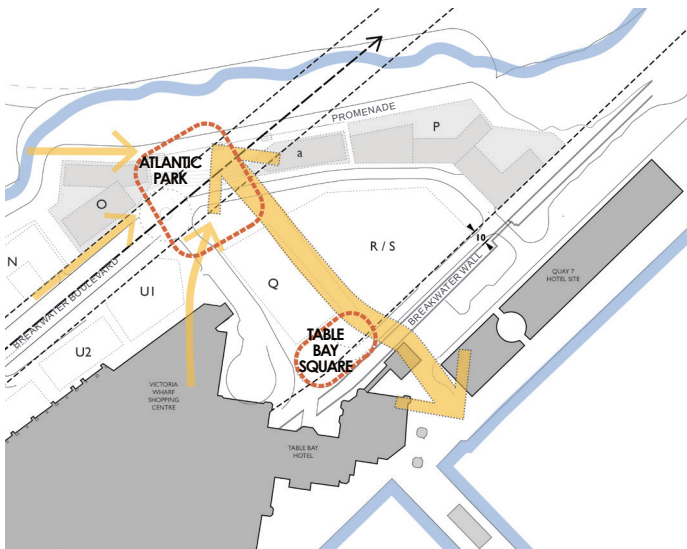
I.5.1 BUILDING PLACEMENT

Key pedestrian routes



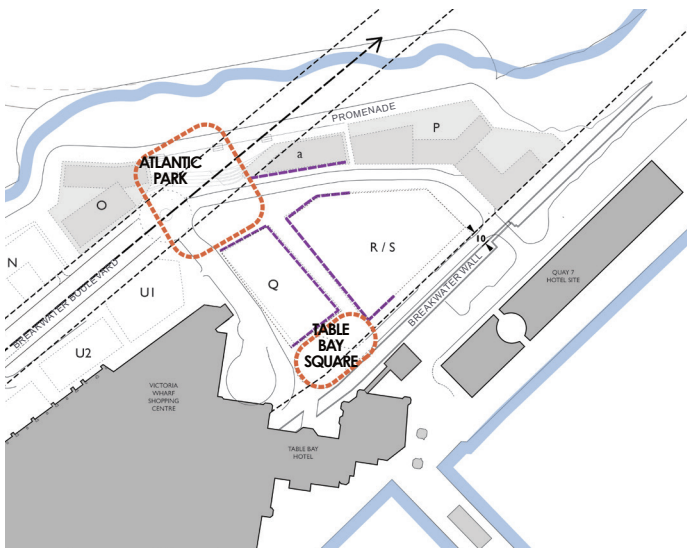
- Primary Pedestrian Network:
- Connects ocean and harbour water's edges

Key public spaces



- Two key public spaces linked by the primary pedestrian network. Also linking to:
- Internal Victoria Wharf routes
 - Public promenade
 - Breakwater Boulevard

Key activated ground floor edges



Activate ground floor edges along key pedestrian routes and edges of public spaces

I.5.2 MASSING DEVELOPMENT

Development massing



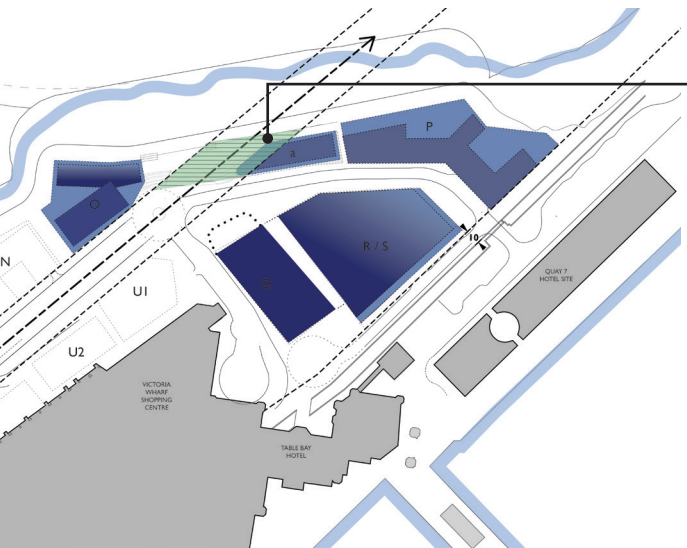
- Building heights to cascade down towards the ocean.
 - Building edges located along the Breakwater Wall to step back appropriately.
- Zone of increased height of development parcel

Building articulation



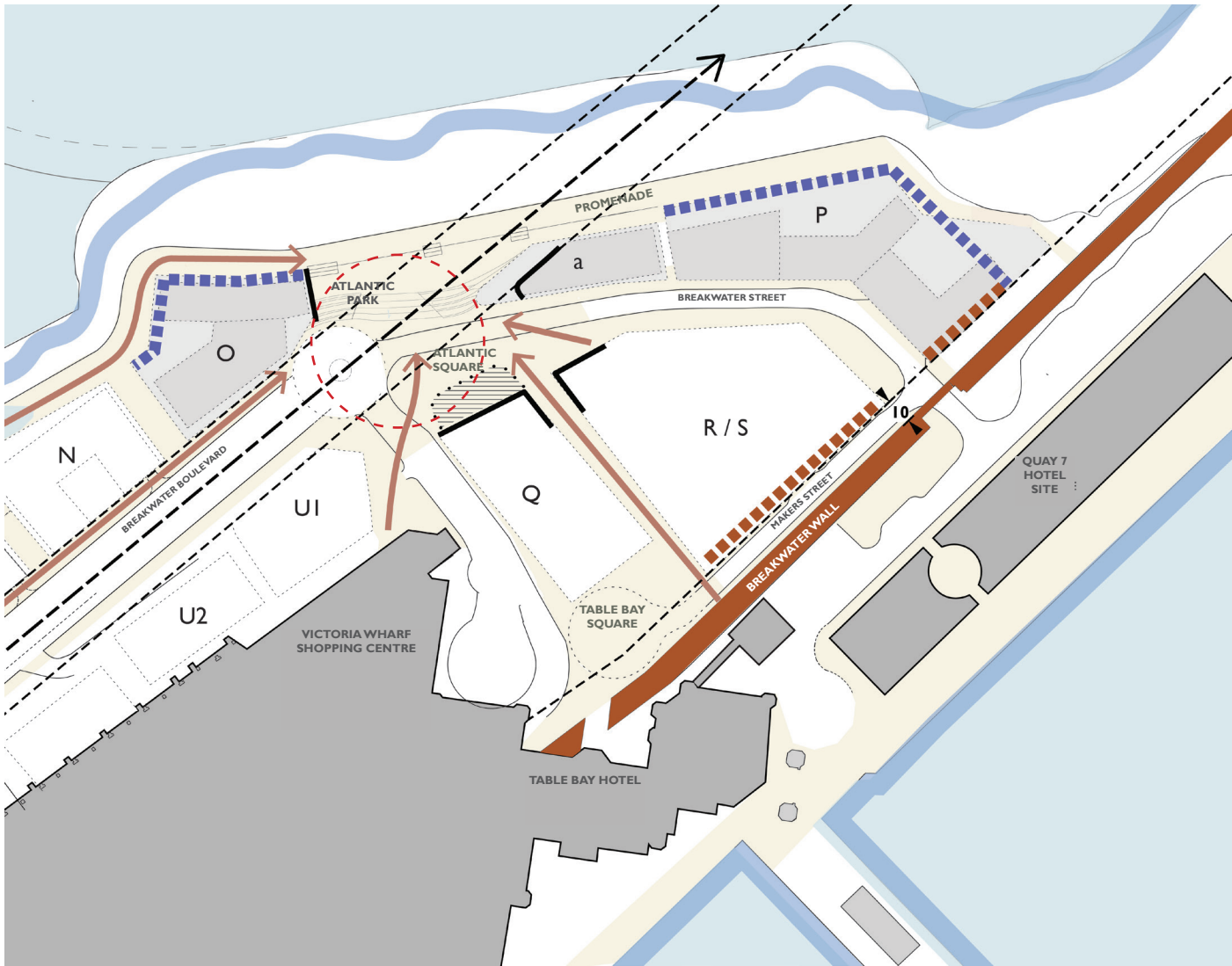
Articulate building massing with vertical inserts, height differences and materials to visually fragment building forms and the roof-scape.

Building articulation



- No buildings or structures to exceed 12.5m MSL in this zone
- Tallest built area in the precinct to be located along Breakwater Boulevard & abutting the Table Bay Hotel
 - Building heights to cascade down towards the ocean

1.5.3 BUILDING SETBACKS



- BREAKWATER BOULEVARD VIEW CORRIDOR. DEVELOPMENT HEIGHT OF 12.5M MSL MAX
- 10M BUILDING SETBACK FROM BREAKWATER WALL
- EXISTING AND APPROVED BUILDING PARCELS
- SENSITIVE AREA; PUBLIC EXPERIENCE OF THE BREAKWATER BOULEVARD VIEW CORRIDOR
- LOWER BUILDING HEIGHTS OF DEVELOPMENT PARCELS
- PROPOSED BUILDING PACKAGES (INDICATIVE)
- BUILT EDGES FRAMING PUBLIC SQUARES & SPACES
- HISTORIC BREAKWATER WALL
- SENSITIVE EDGE; SETBACK REQUIRED ADJACENT TO THE BREAKWATER WALL
- PROPOSED FUTURE BUILDING PACKAGES (NOT PART OF THIS APPLICATION)
- STRUCTURE ABOVE
- CONTINUES PUBLIC REALM
- VISUAL CONNECTION TO THE ATLANTIC PARK AND THE OCEAN BEYOND AT A PEDESTRIAN LEVEL



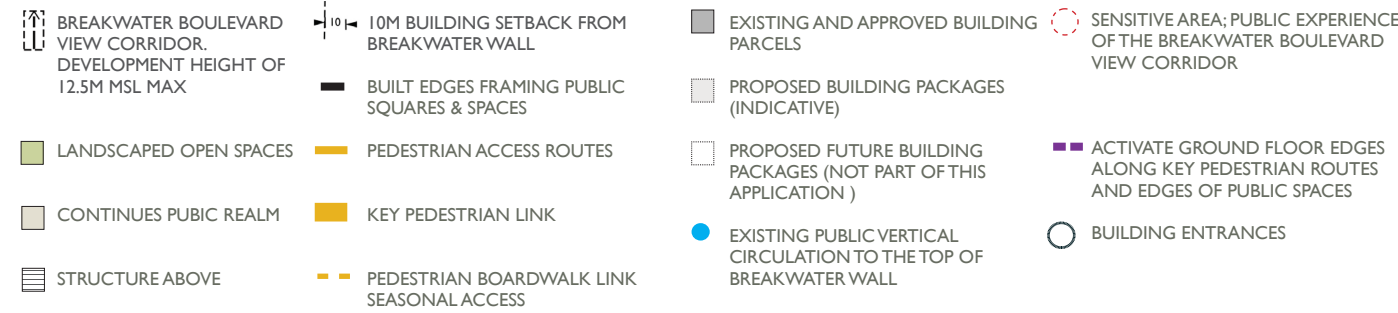
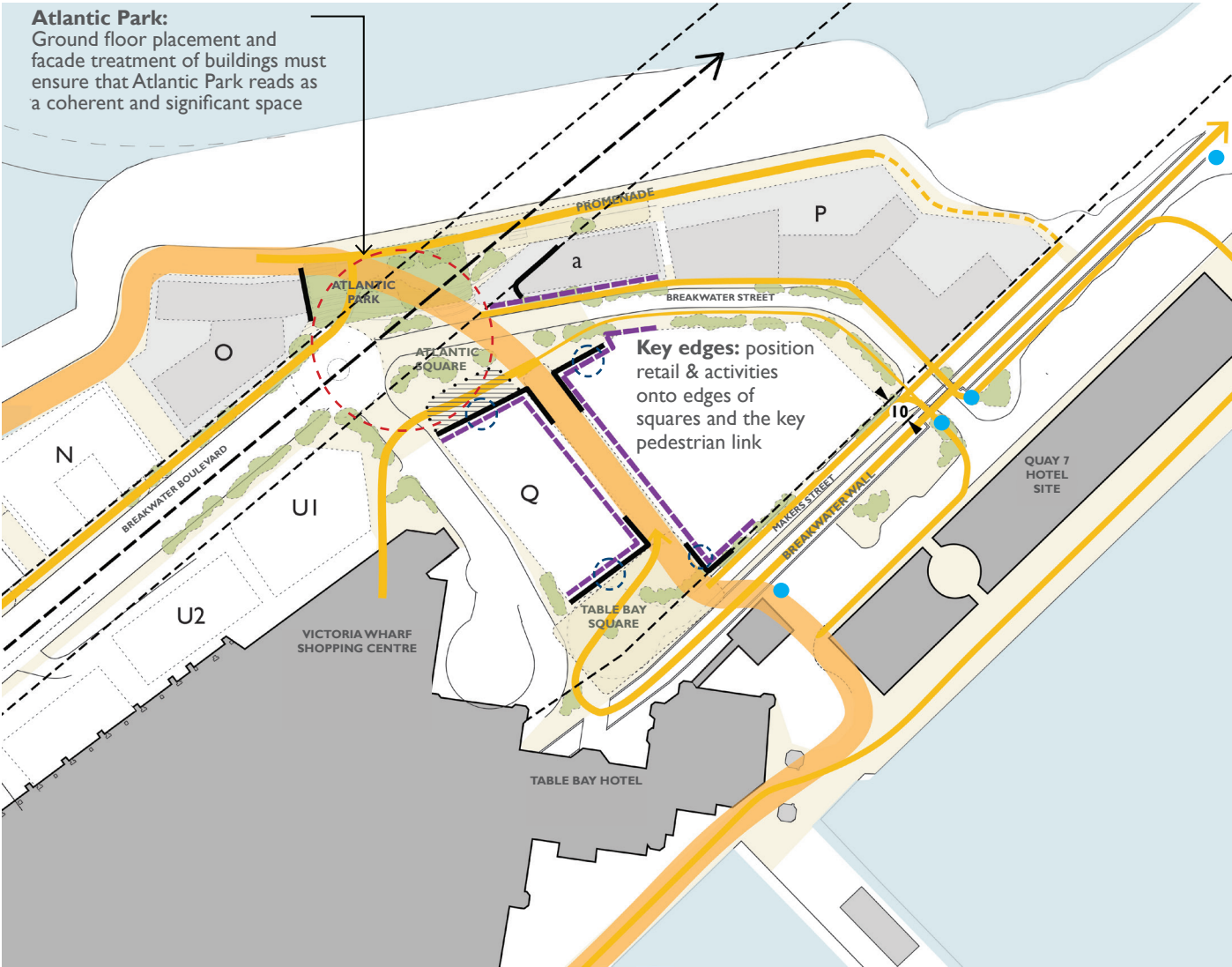
BUILDING ARTICULATION & SETBACKS TO CONSIDER THE PEDESTRIAN EXPERIENCE ALONG THE TOP OF THE BREAKWATER WALL



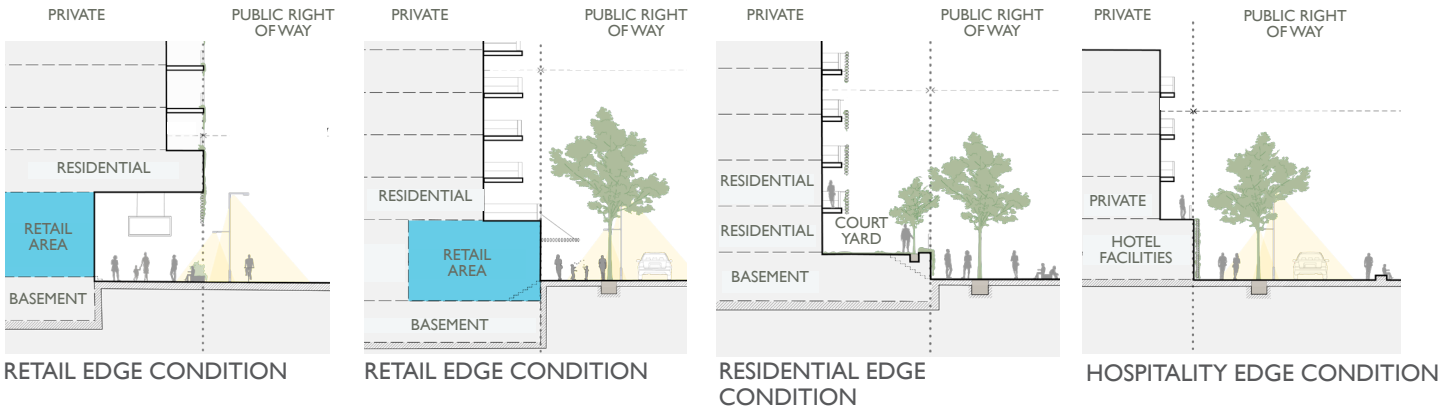
AT THE GROUND LEVEL, THE CURRENT PEDESTRIAN EXPERIENCE OF THE BREAKWATER WALL SHOULD BE IMPROVED BY CREATING AN ADEQUATE PEDESTRIAN WALKWAY WITH A BUILDING SETBACK OF 10M MINIMUM

I.6 PUBLIC REALM

I.6.1 PROPOSED PUBLIC REALM



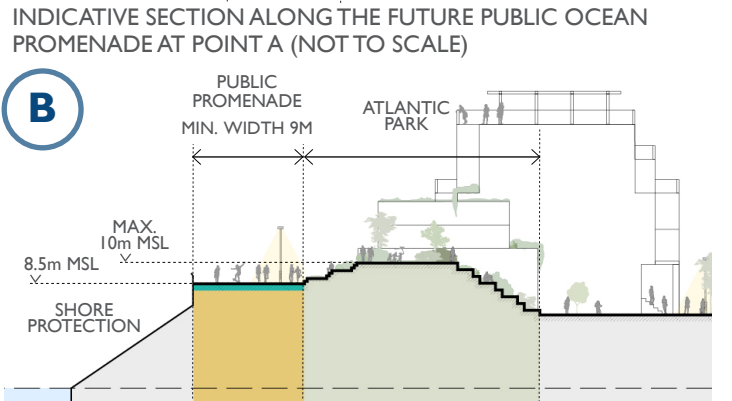
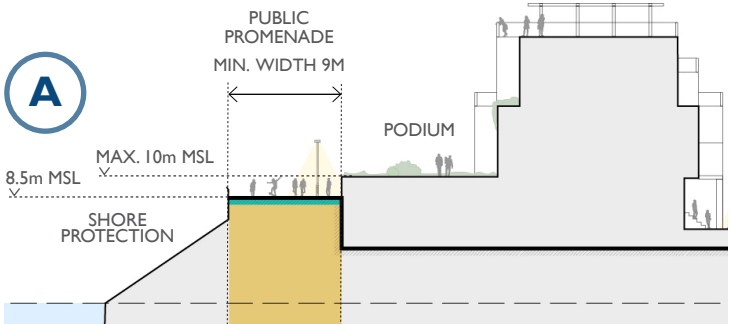
Indicative ground floor treatment on important streets & spaces



EXISTING CONDITIONS, VIEW 1 & 2: CURRENT VIEWS FROM A PEDESTRIAN LEVEL OBSCURED BY THE EXISTING REVETMENT



EXISTING CONDITIONS: PEDESTRIAN VIEWS TOWARDS ROBBEN ISLAND AND BLOUBERG ARE ALONG THE ELEVATED BOARD WALK



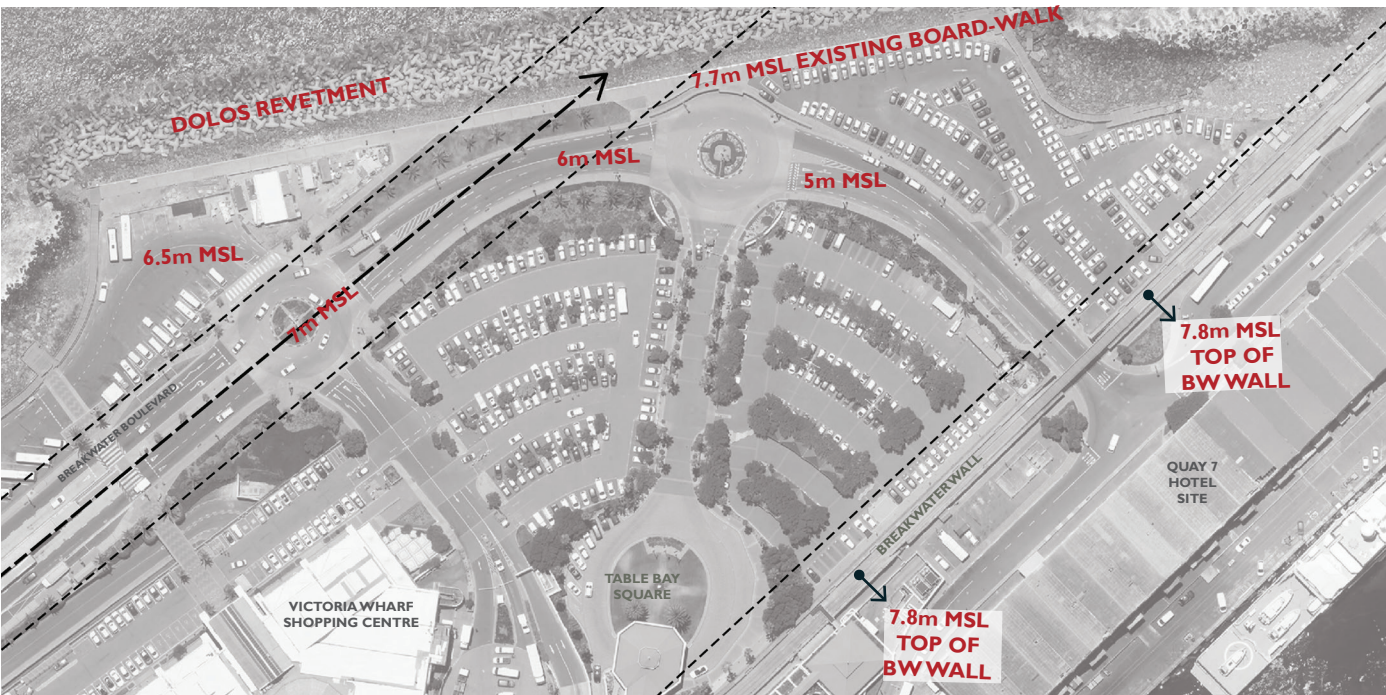
INDICATIVE SECTION ALONG THE FUTURE PUBLIC OCEAN PROMENADE AT POINT B (NOT TO SCALE)



INTERNATIONAL PRECEDENT OF IMPROVED PEDESTRIAN ACCESS TO WATER EDGES THROUGH PUBLIC SPACES AND OCEAN PROMENADES

I.7 HEIGHT CONTROLS & GROUND LEVEL

I.7.1 EXISTING PUBLIC REALM LEVELS

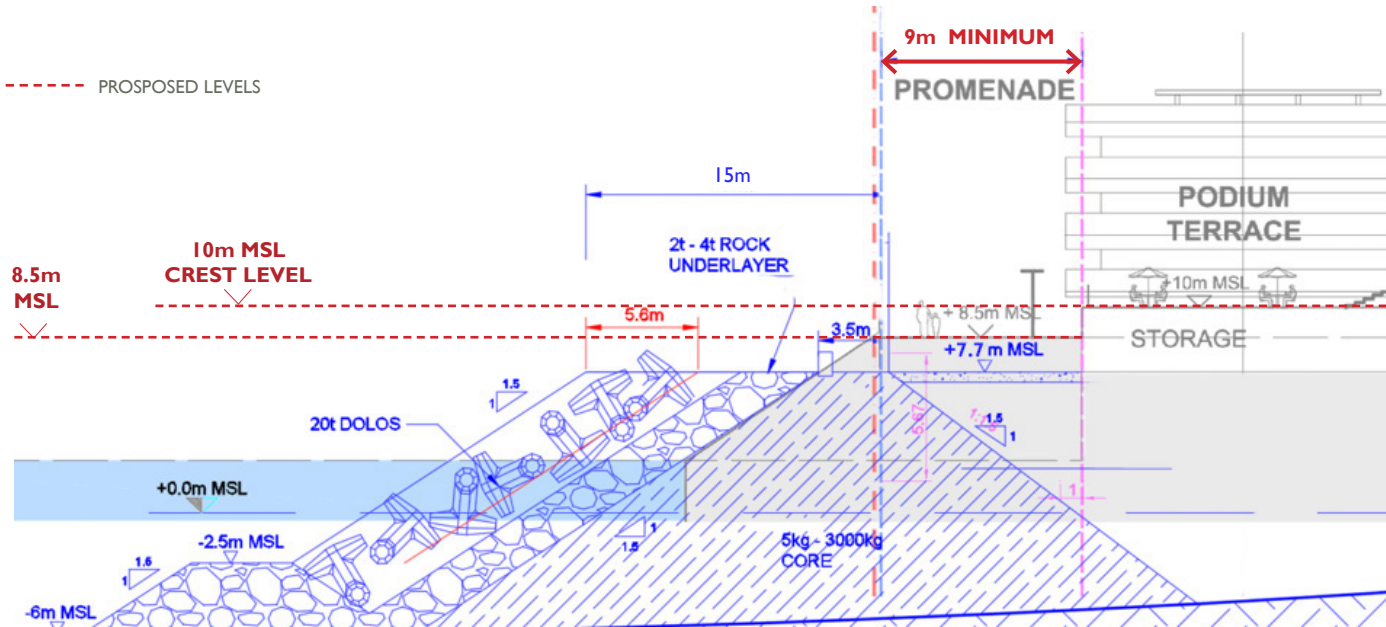


I.7.2 COASTAL ENGINEERING & SHORELINE PROTECTION INFORMANTS

A promenade height of 8.5m MSL with a 9-10m buildings setback, followed by a podium (crest level) with a maximum height of 10m MSL, as shown in section provided, is WW

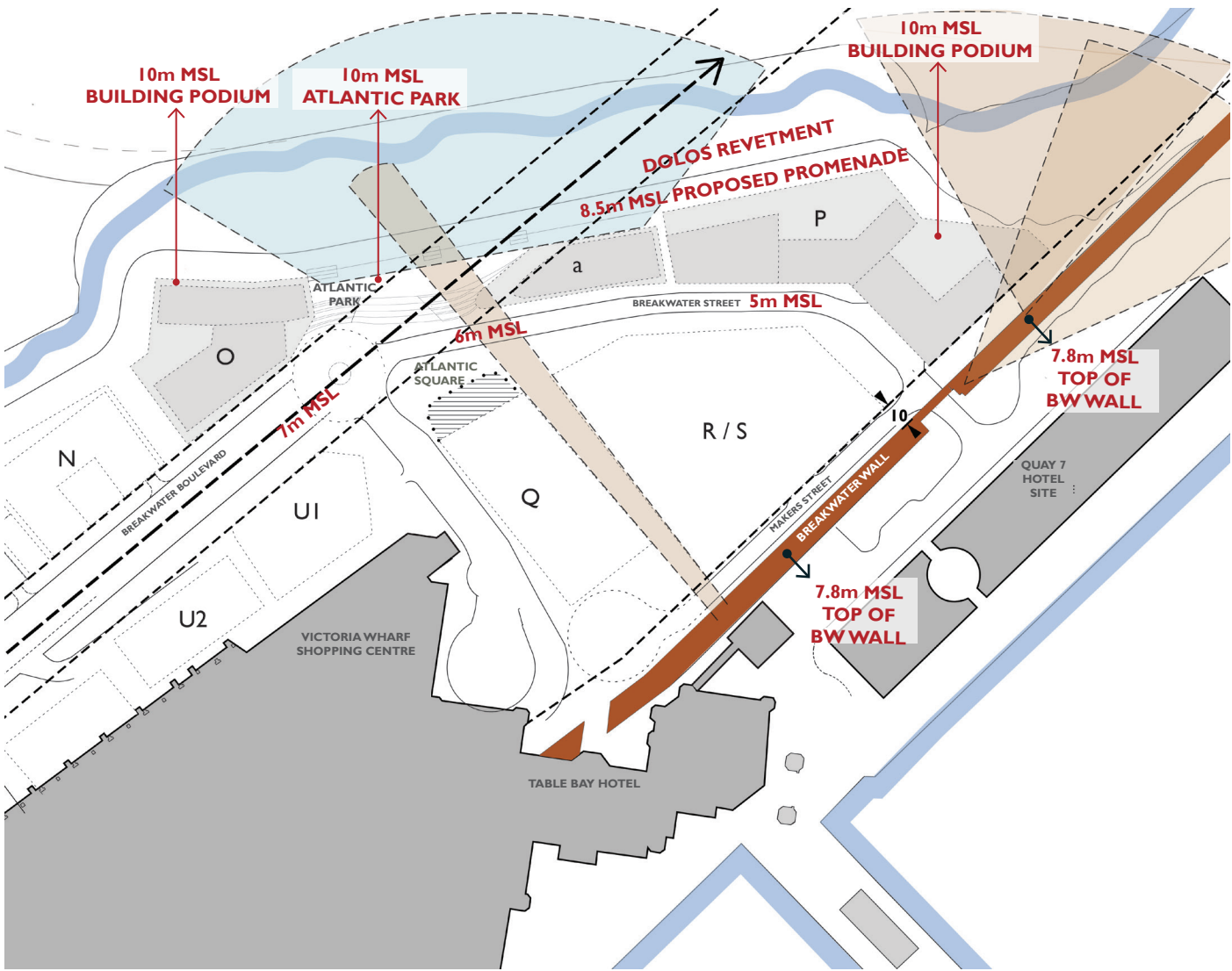


STORM CONDITIONS ERODING THE EXISTING COASTLINE DUE TO THE FORCE OF WAVES AND OVER-TOPPING



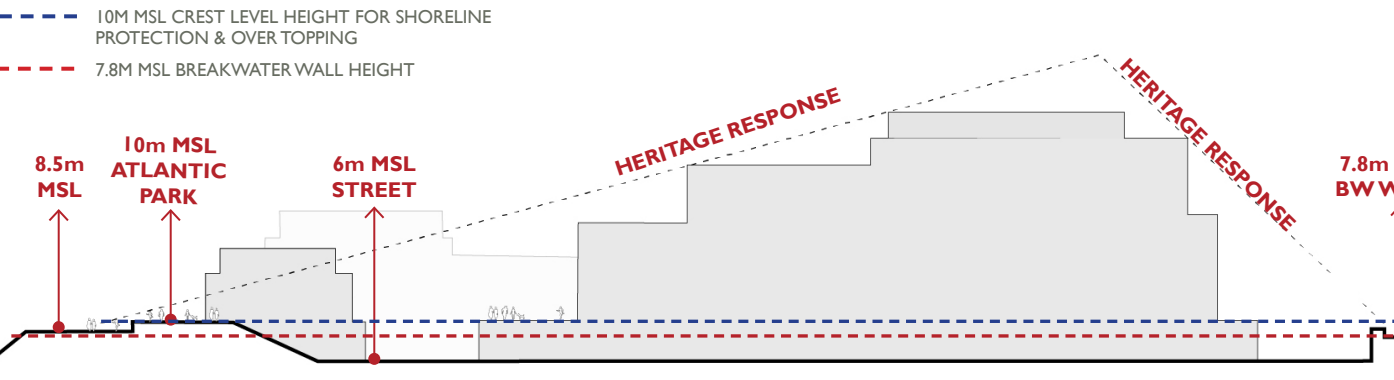
SUGGESTED ENGINEERING SETBACKS AND CREST LEVELS IN SECTION OVERLAYED WITH THE EXISTING LEVELS IN BLUE

I.7.3 PROPOSED PUBLIC REALM LEVELS



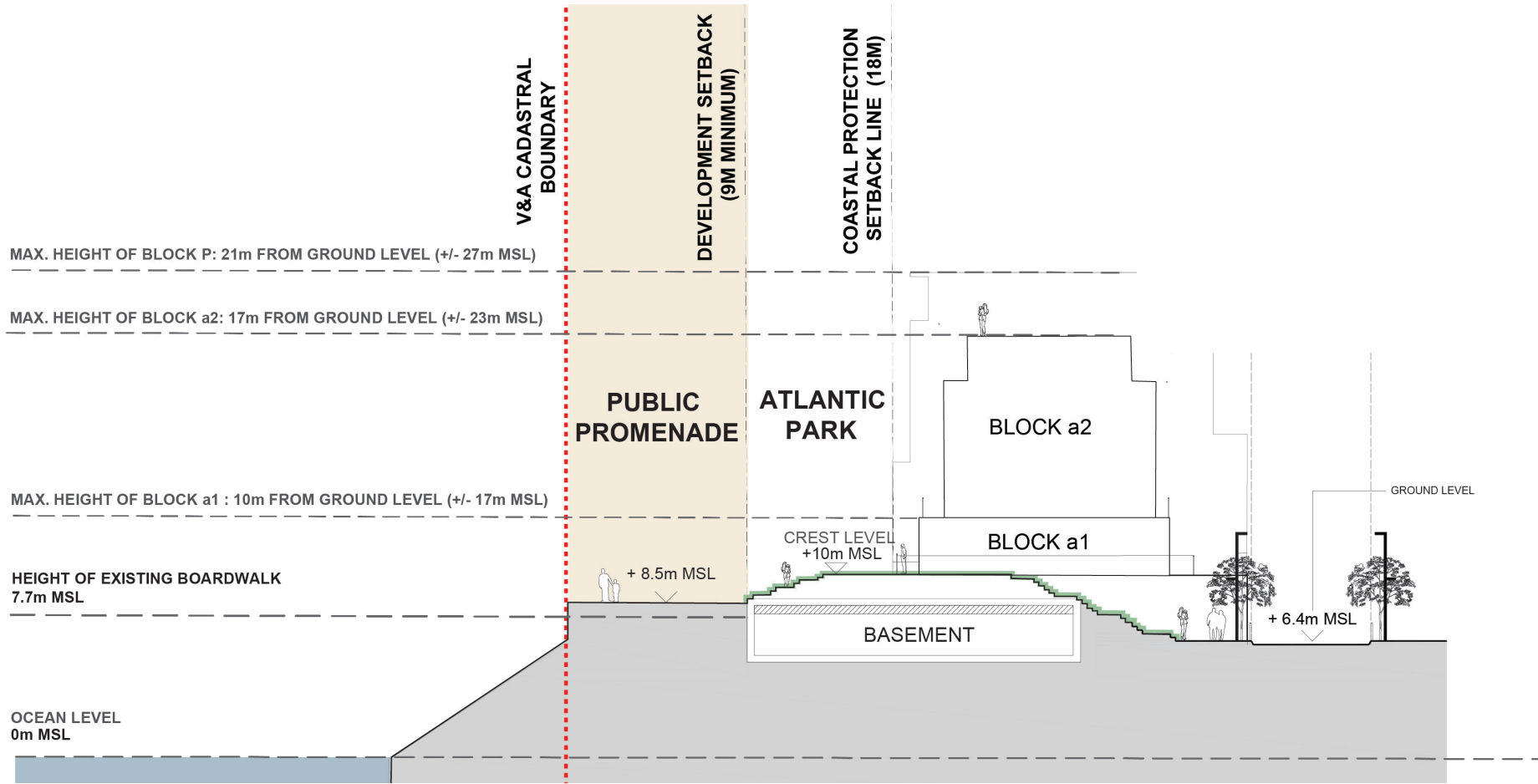
- BREAKWATER BOULEVARD VIEW CORRIDOR. DEVELOPMENT HEIGHT OF 12.5M MSL MAX.
- 10M BUILDING SETBACK FROM BREAKWATER WALL
- EXISTING AND APPROVED BUILDING PARCELS
- PROPOSED BUILDING PACKAGES (INDICATIVE)
- PROPOSED FUTURE BUILDING PACKAGES (NOT PART OF THIS APPLICATION)
- DOLOS REVELTMENT
- HISTORIC BREAKWATER WALL
- VIEWS FROM THE GROUND PLANE PARCELS
- VIEW FROM BREAKWATER WALL (INDICATIVE)
- STRUCTURE ABOVE

Breakwater Wall heights in relation to future ground plane heights

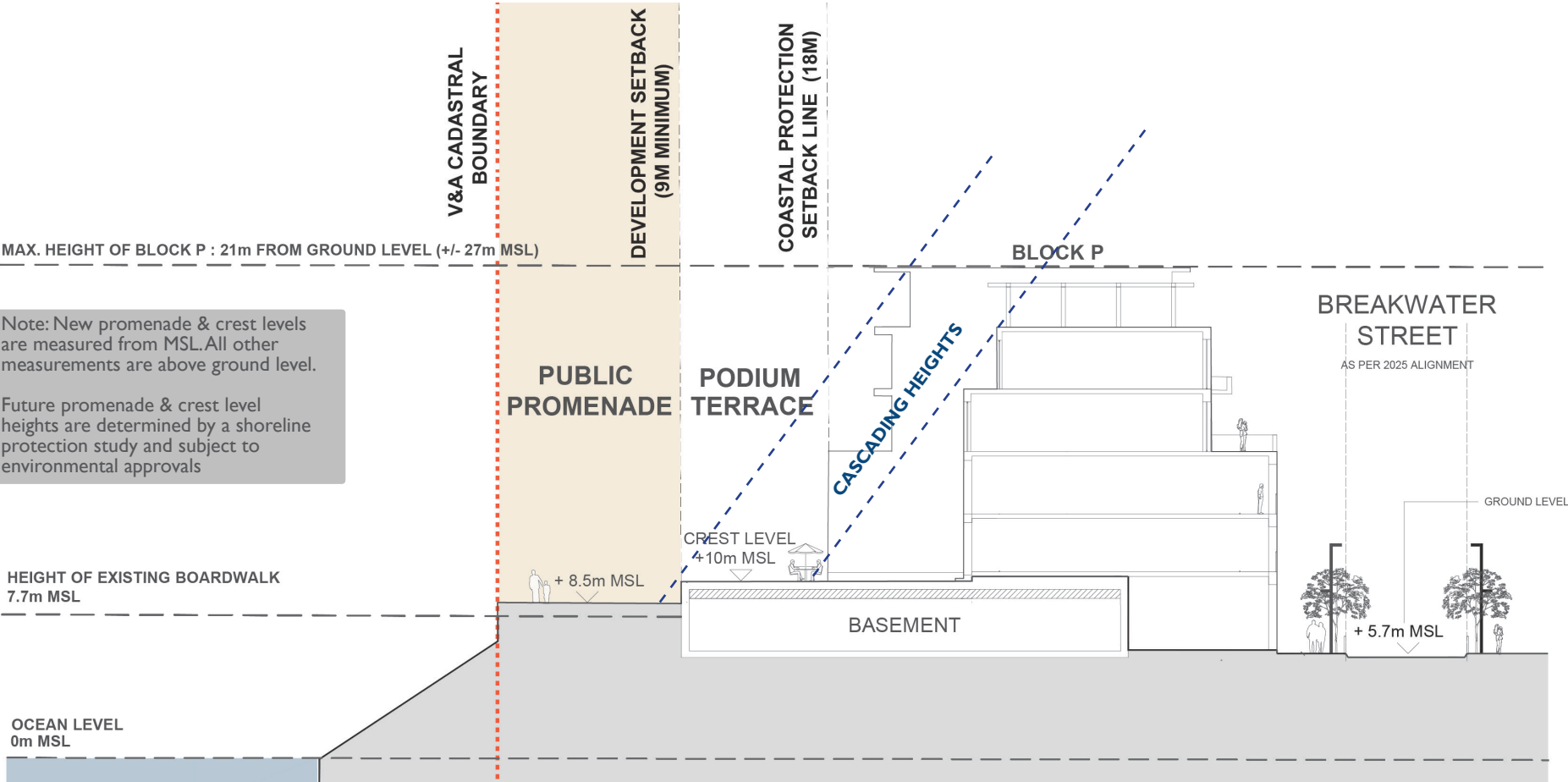


PROPOSED PUBLIC REALM LEVELS IN SECTION. THE BREAKWATER WALL HEIGHT (7.8M MSL) WILL, IN FUTURE, BE AT A LOWER LEVEL THAN THE REQUIRED 10M MSL CREST LEVEL HEIGHT

I.7.4 BUILDING HEIGHT & MASSING PARAMETERS



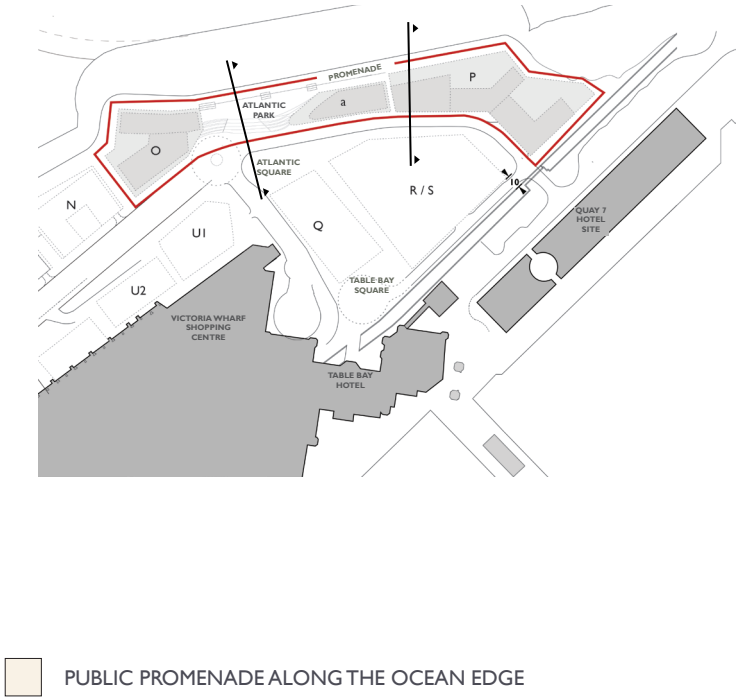
SECTION THROUGH ATLANTIC PARK



Note: New promenade & crest levels are measured from MSL. All other measurements are above ground level.

Future promenade & crest level heights are determined by a shoreline protection study and subject to environmental approvals

SECTION THROUGH BLOCK P



PUBLIC PROMENADE ALONG THE OCEAN EDGE

1.7.5 BUILDING HEIGHT & MASSING PARAMETERS

Height & Massing Guidelines

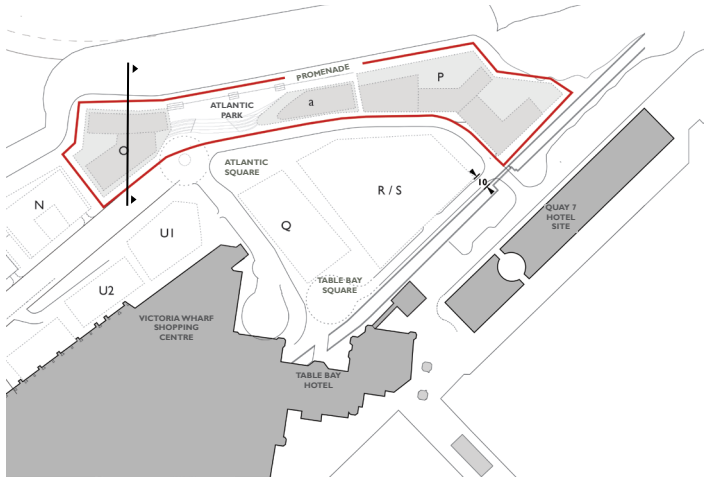
1. Most new development is to be concentrated in the outer precincts, primarily Granger Bay/ Breakwater and Canal District, away from the core conservation area

2. Heights are to be understood in relation to both external and internal skyline, topography and height benchmarks against key landmarks

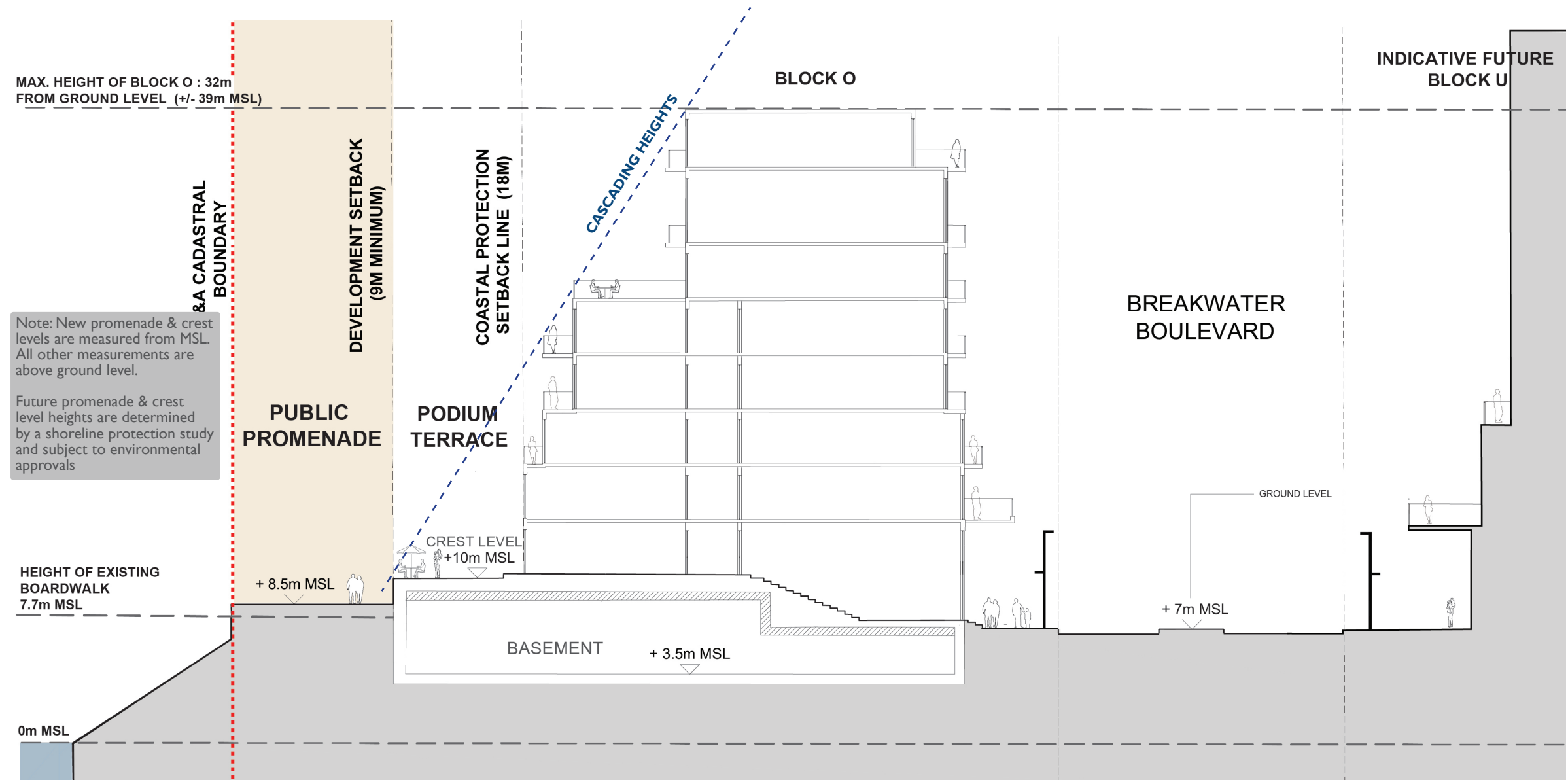
3. Cascade building heights to optimise views towards the sea and the mountain

4. Mitigate potential impact of taller buildings on the pedestrian realm with canopies, colonnades, setbacks and trees at street level to achieve a human-scaled interface along key façades
5. Key heritage views, view corridors and heritage landmarks to inform the height and massing of proposed future development in certain areas

6. Along the key view corridors down Granger Bay and Breakwater Boulevards, the design intent is to edge these routes with staggered buildings heights that are in proportion to the width of the wide streets and spaces that they edge.
- Extracted from the V&A Waterfront Urban Design Guidelines, 2024.
Refer to City of Cape Town Tall Building Policy, 2013 for additional guidance.



PUBLIC PROMENADE ALONG THE OCEAN EDGE

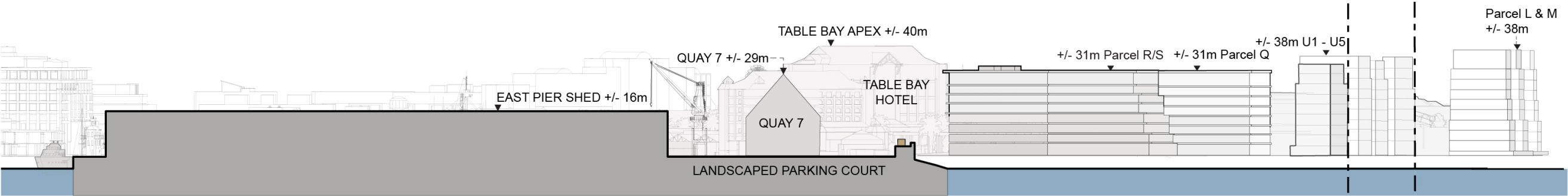
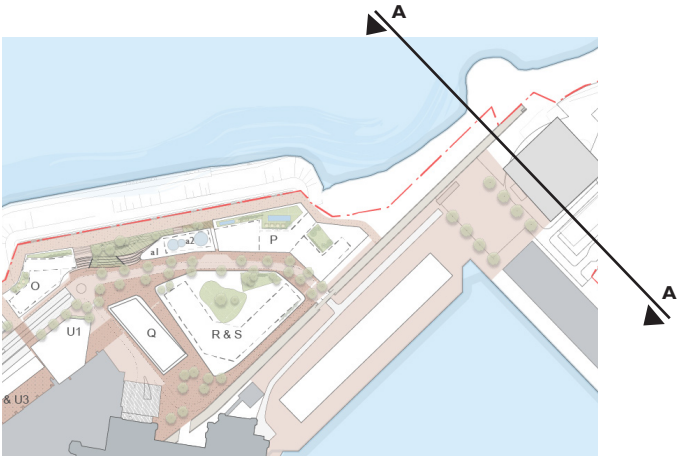


SECTION THOUGH BLOCK O

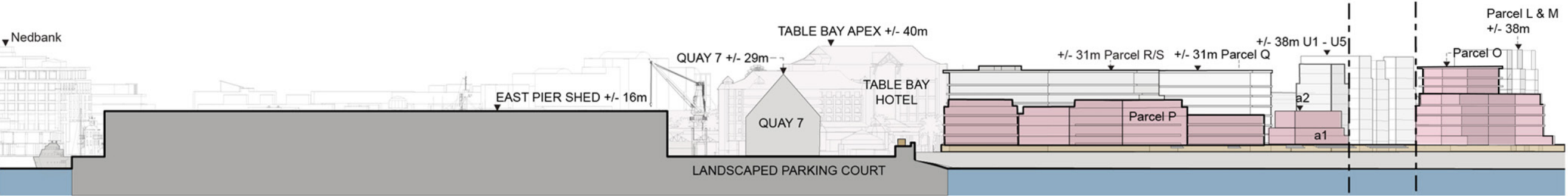
I.7.6 SKYLINE SECTIONS : APPROVED BREAKWATER PRECINCT PLAN SKYLINE SECTIONS IN RELATION TO PROPOSED SKYLINE SECTIONS

Key changes

- 1. Addition of block O at a maximum of 32m above existing ground level
- 2. Addition of block P at a maximum of 21m above ground level
- 3. Addition of building a1 & a2 at a maximum level of 10m and 17m above ground level respectively
- 4. Addition of a coastal promenade along the precinct at 8.5m MSL

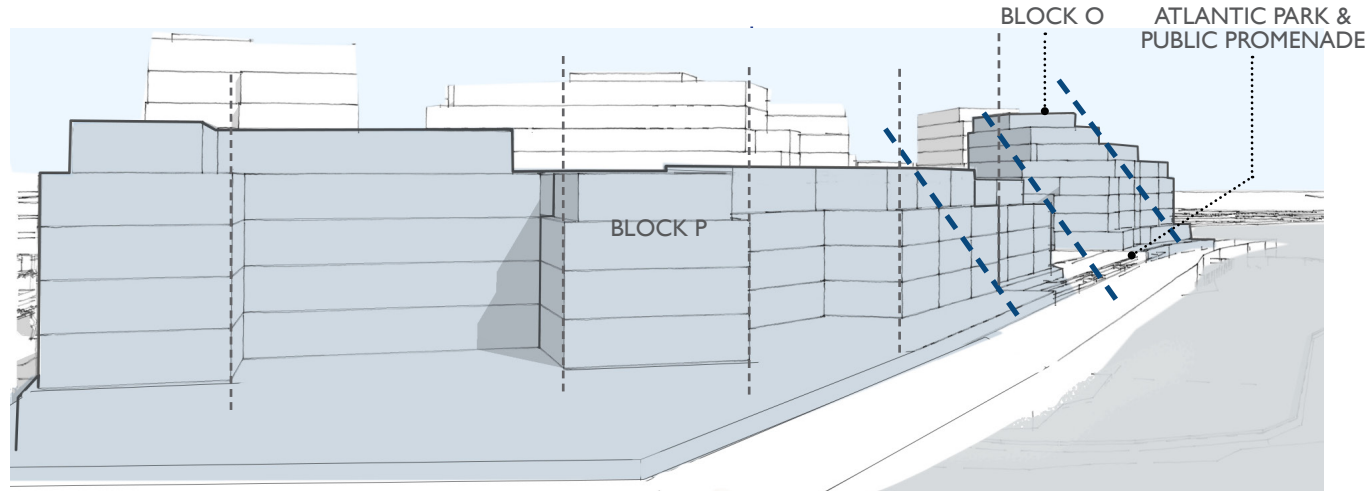


SECTION AA APPROVED



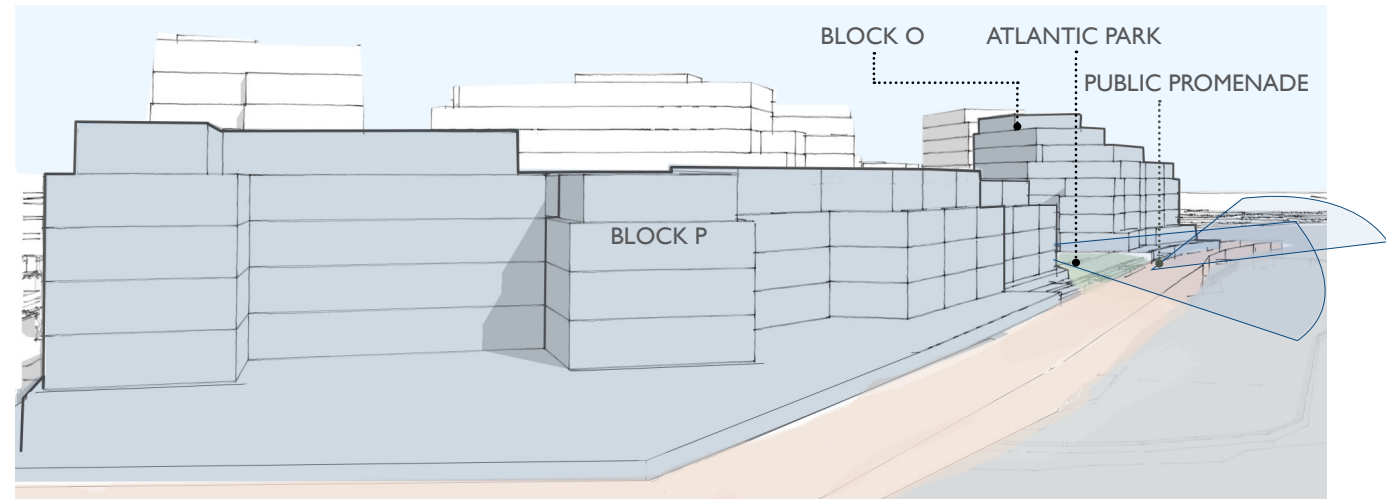
SECTION AA PROPOSED

I.8 INDICATIVE IMPLEMENTATION OF THE URBAN DESIGN FIXES & INFORMANTS



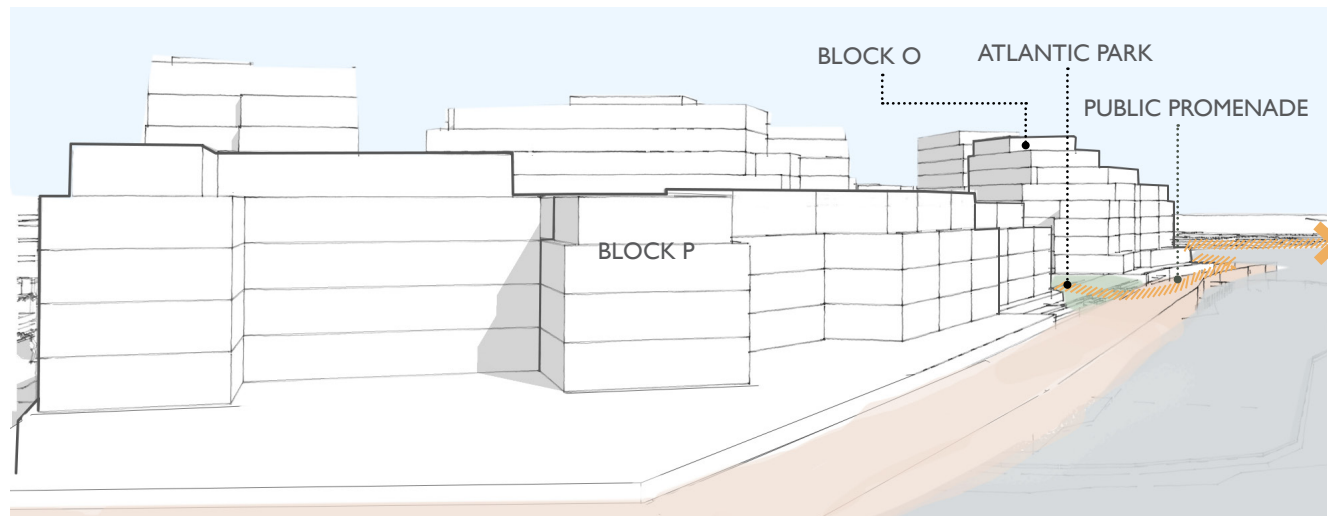
Building massing & articulation

- ■ ■ CASCADING BUILDING HEIGHTS TOWARDS THE OCEAN
- - - SENSITIVE AREA; BUILDING EDGES TO CONSIDER THE PUBLIC PARK & EXPERIENCE OF THE BREAKWATER BOULEVARD VIEW CORRIDOR
- - - VERTICAL ARTICULATION IN MASSING



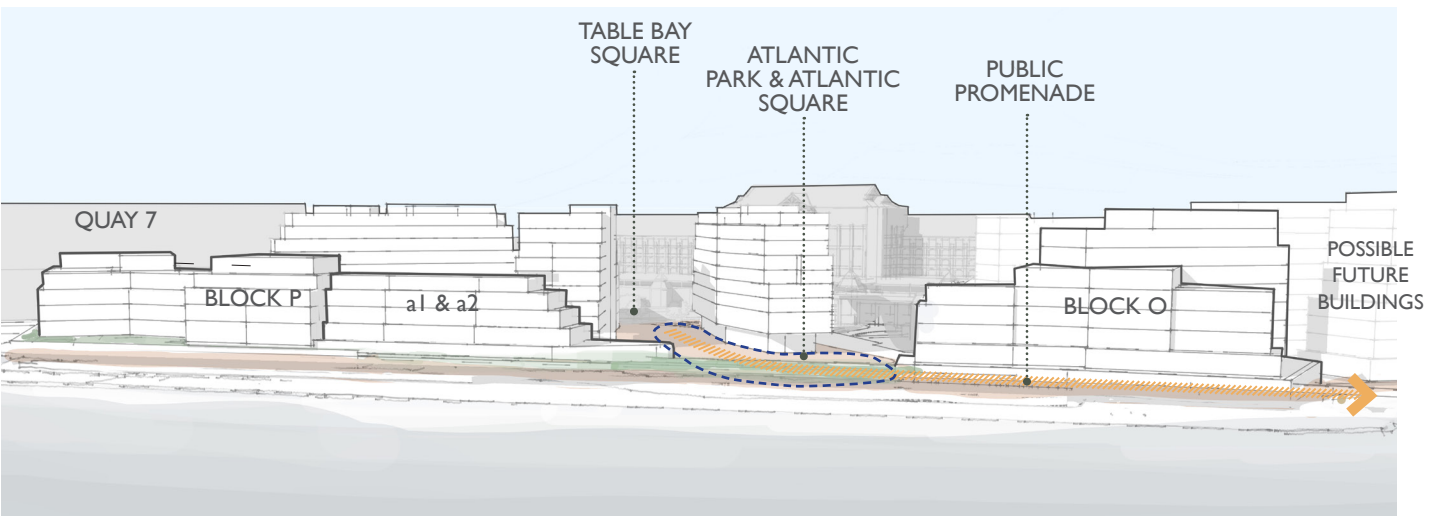
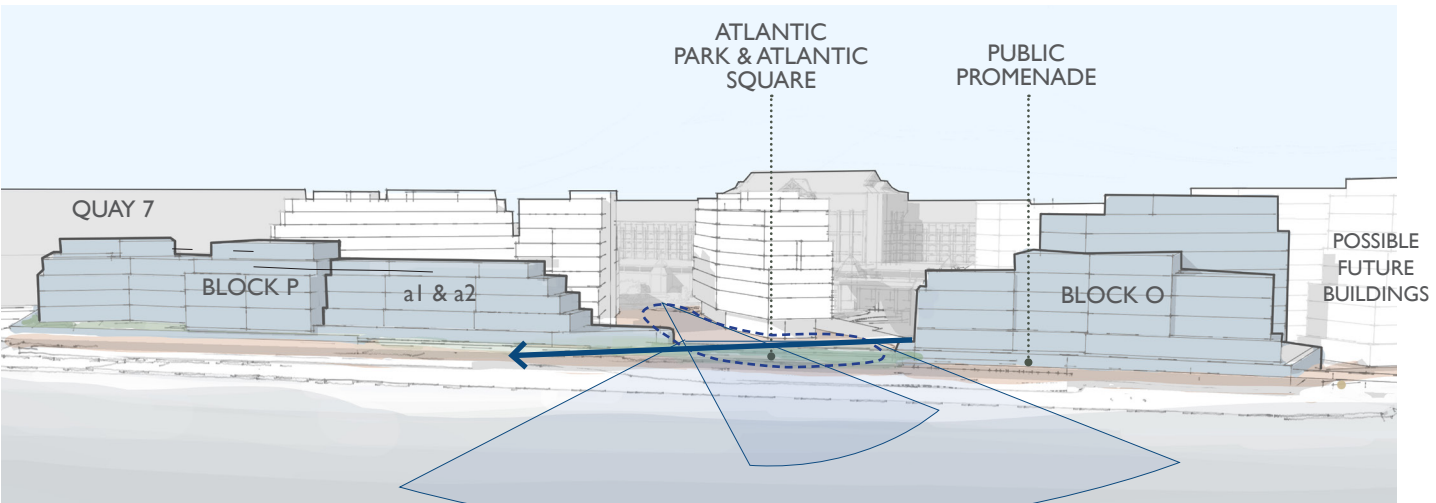
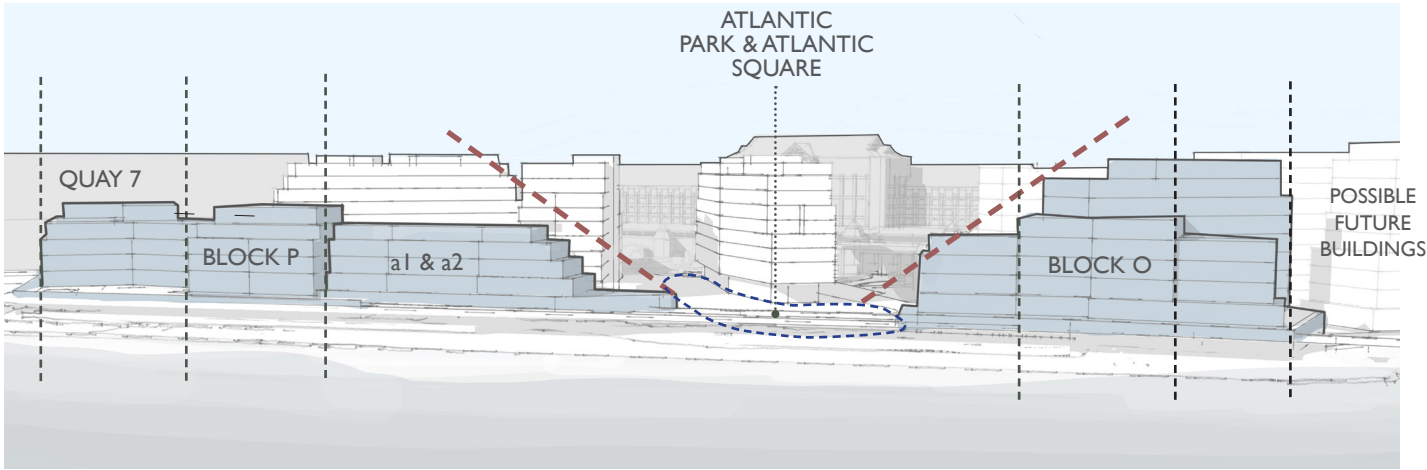
Key views & spaces

- ▶ VIEWS
- KEY SPACES
- ← BREAKWATER BOULEVARD VIEW CORRIDOR



Public realm

- CONTINUOUS PUBLIC REALM
- PUBLIC PROMENADE CONNECTION
- KEY SPACE



I.9 ARCHITECTURE

I.9.1 ROOF & BUILDING ARTICULATION



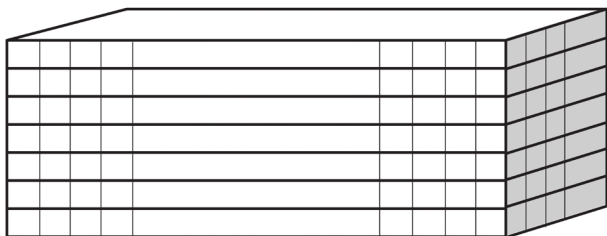
Roof & building articulation

The articulation of the building roof form results in buildings that are contextually appropriate to the Waterfront and its harbour character. Sawtooth, pitched or stepped roofs provide variety in the roof-scape and mirror elements present within the waterfront context.

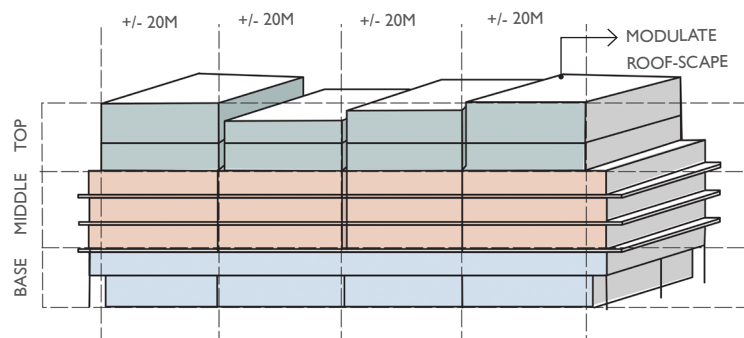
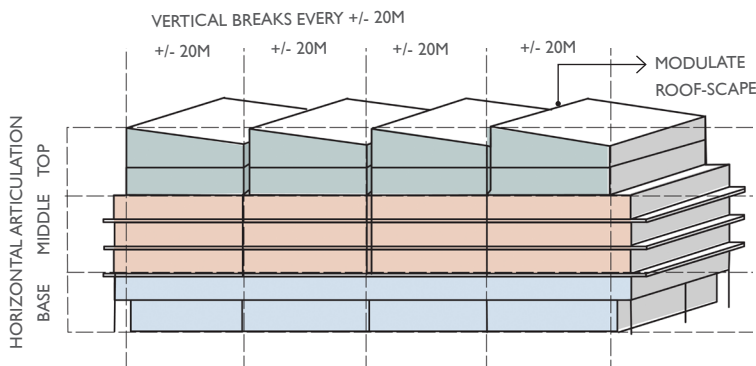
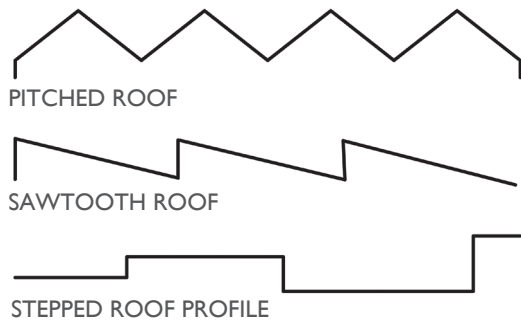
Appropriate vertical and horizontal building articulation should be considered (i.e more corners and building edges) to fragment forms and surfaces, to create visual interest, and ensure better definition of the the building's parts.

Horizontally, buildings should read as three different layers, using materiality and horizontal features such as balconies and setbacks to enhance the form of the building.

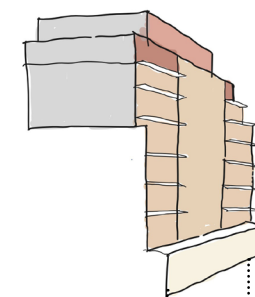
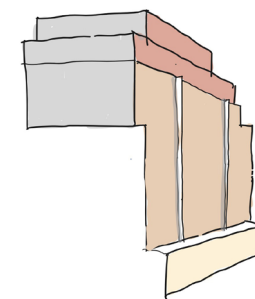
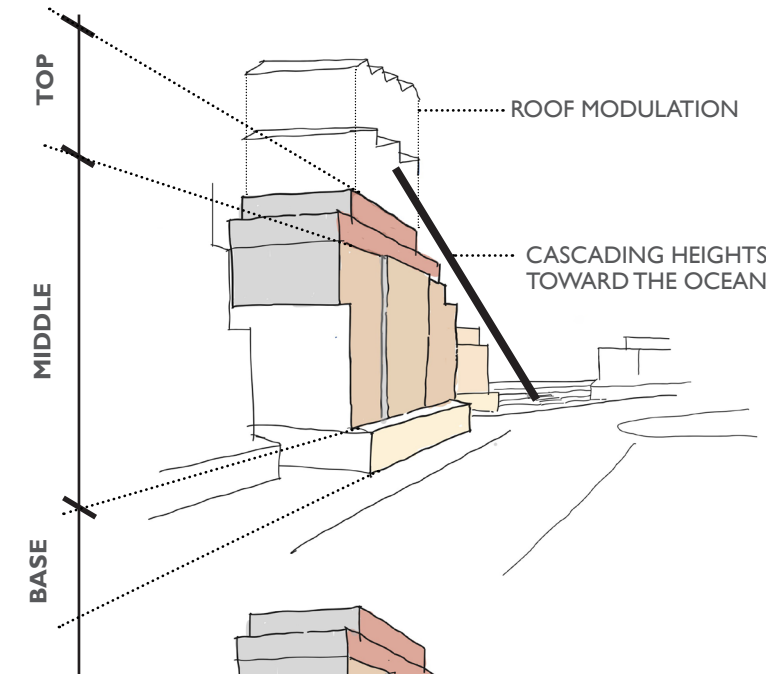
- Buildings to read as a:
1. base (pedestrian scale)
 2. middle
 3. top (roof / penthouse)



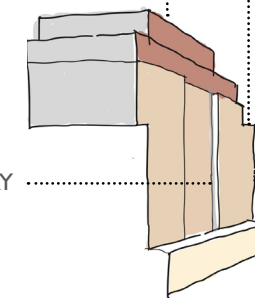
MONOLITHIC LONG FAÇADES



VERTICAL & HORIZONTAL ARTICULATION RESOLUTION



A CHANGE / BREAK IN BALCONIES & RAILINGS



RECESSES

BREAK IN GEOMETRY OF FAÇADE PLANE

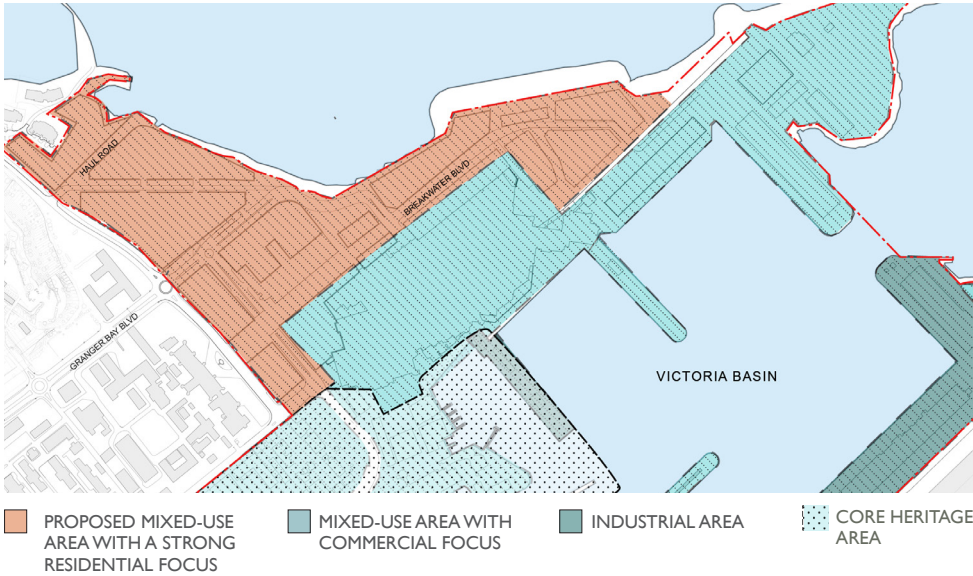
Long facades should be articulated vertically at approximately every 20m to visually mitigate the impact of the building massing and to break-up appearance of long facades. Vertical expressions can be achieved through;

- the use of recesses or projections/ protrusions along the facade plane that add edges and corners to the facade
- variations in the facade treatment through the use of different textures and/ or materials
- the use of balconies, railings, sunscreens and other architectural design elements to create a vertical rhythm along the facade
- the use of structural elements such as slabs with protrusions or inserts and/ or expressed columns
- the expression of functional vertical elements such as stairs or lift cores

1.9.2 ARCHITECTURAL CHARACTER

The precinct is located between a mixed use zone with a strong harbour character and the V&A Waterfront’s primary coastal edge. The precinct is envisaged to be similar to the existing residentially dominated Mouille Point and Sea Point Promenade areas.

The architectural character of buildings in Phase I should respond to both a harbour / quayside, and coastal residential grain scale and massing.



MIXED-USE AREA WITH A RESIDENTIAL FOCUS



Intensive medium-rise mixed-use development is envisioned with a strong residential focus to promote a walk-able, transit orientated and active precinct

MIXED-USE AREA WITH A COMMERCIAL FOCUS



Mixed-use, commercially focused areas are of higher densities with active uses on the ground floor where appropriate, as can be seen in the already established Canal and Silo precincts. The surrounding areas are to be walk-able, pedestrian friendly environments with well landscaped open spaces.



The scale and massing and residential grain of the Sea Point and Mouille Point Promenades are cues that should influence the character of the coastal edge development within Granger Bay.

BACKGROUND

The purpose of this report is to provide Design Principles to inform Townscape and Visual Impact Assessment (VIA) studies for future Development Parcels “P”, “a1/a2” and “O” in the V&A Waterfront.

These Design Principles reflect key townscape, architectural massing and texture commitments at the environmental Basic Assessment phase of the development project. Accordingly, the focus is on principles affecting:

- visual/heritage impacts including massing, setbacks, ground floor activation, view corridors, entrances, and façade treatment.

Once the environmental assessment phase has been completed, design development will progress to more detailed design which is required to respond to the design principles established in the Basic Assessment phase. The detailed design will be incorporated into Site Development Plans (SDPs) to be submitted to the City of Cape Town; such SDPs must include a landscaping plan.

RECOMMENDATIONS / COMMITMENTS RELATING TO TOWNSCAPE AND ARCHITECTURE

Ground-Level Activation and Promenade Interface

1. Activate ground floors of buildings along the sea-facing promenade and limit the level change between the promenade and building terraces to a maximum of 2m , so as to facilitate surveillance onto the promenade while maintaining privacy of private terraces.
2. The promenade walkway must include seating and lighting to enhance public utilisation thereof.
3. Main pedestrian entrances of buildings directly off Breakwater Boulevard & Street to be as visible as possible from the sidewalk so as to animate the street space.
4. Limit vehicular and delivery access points off Breakwater Boulevard & Street as far as possible.
5. Screen unavoidable vehicular access or delivery entrances along Breakwater Boulevard & Street.

Heights and Massing: Buildings and Structures

1. Within the Breakwater Boulevard view corridor structures and buildings are limited to a maximum of 12.5 MSL
2. Sea-facing facades to be set back a minimum of 2m from the edge of the promenade so that buildings do not encroach onto the shared space character of the promenade.
3. Buildings with facades longer than $\pm 20\text{m}$ should be articulated with vertical recesses or protrusions to break down their scale.
4. The seafront façade of Parcel O should setback at least once to lessen building massing facing the promenade.
5. The massing of Parcel O should be articulated through horizontal and vertical setbacks.

Architectural Materiality and Coastal Context

1. Façade textures of Parcels P and O should be articulated by means of balconies, pergolas and screens to break down the scale of the facades of these buildings.
2. Materials should be appropriate to a coastal promenade character while maintaining an overall coherence within the greater precinct.
3. Buildings should be differentiated from one another by a variety of textures, materials and detailing (avoid both a single typology and a broad mix of typologies)
4. Reduce fully glazed facades while utilising a pragmatic approach to maximizing ocean views.
5. The floorplate of the upper level of Parcel O should be inset and of a darker and / or different material to reduce perceived height from the public realm and in relation to the overall skyline.

ANNEXURE G1: Impact Assessment Methodology

Source: Anchor Environmental

The significance of all potential impacts that would result from the proposed project is determined in order to assist decision-makers. The significance of an impact is defined as a combination of the consequence of the impact occurring and the probability that the impact will occur. The significance of each identified impact was thus rated according to the methodology set out below:

Step 1 – Determine the consequence rating for the impact from the following three criteria:

Rating	Definition of Rating	Score
A. Extent – the area over which the impact will be experienced.		
Local	Confined to project or study area or part thereof (<2km from site)	1
Regional	The region (withing 30km of the site)	2
(Inter) national	Significantly beyond and adjacent land areas (>30km from site)	3
B. Intensity – the magnitude of the impact in relation to the sensitivity of the receiving environment		
Low	Site-specific and wider natural and/or social functions and processes are negligibly altered (negligible change)	1
Medium	Site-specific and wider natural and/or social functions and processes experience a notable change	2
High	Site-specific and wider natural and/or social functions or processes experience a severe or significant change	3
C. Duration – the time frame for which the impact will be experienced and its reversibility.		
Short-term	Up to 2 years	1
Medium-term	2 to 15 years	2
Long-term	More than 15 years (state whether impact is irreversible)	3

The combined score of these three criteria corresponds to a Consequence Rating, as follows:

Combined Score (A+B+C)	3 – 4	5	6	7	8 – 9
Consequence Rating	Very low	Low	Medium	High	Very High

Example:

Extent	Intensity	Duration	Consequence
Regional 2	Medium 2	Long-term 3	High 7

Step 2 – Assess the probability of the impact occurring according to the following definitions:

Probability – the likelihood of the impact occurring	
Improbable	< 40% chance of occurring
Possible	40% - 70% chance of occurring
Probable	70% - 90% chance of occurring
Definite	> 90% chance of occurring

Example:

Extent	Intensity	Duration	Consequence	Probability
Regional 2	Medium 2	Long-term 3	High 7	Probable

Step 3 – Determine the overall significance of the impact as a combination of the consequence and probability ratings, as set out below:

PROBABILITY				
Overall	Improbable	Possible	Probable	Definite

PROBABILITY					
	Very Low	INSIGNIFICANT	INSIGNIFICANT	VERY LOW	VERY LOW
	Low	VERY LOW	VERY LOW	LOW	LOW
	Medium	LOW	LOW	MEDIUM	MEDIUM
	High	MEDIUM	MEDIUM	HIGH	HIGH
	Very High	HIGH	HIGH	VERY HIGH	VERY HIGH

Example:

Extent	Intensity	Duration	Consequence	Probability	Significance
Regional 2	Medium 2	Long-term 3	High 7	Probable	HIGH

Step 4 – Note the status of the impact (i.e. will the effect of the impact be negative or positive?)

Example:

Extent	Intensity	Duration	Consequence	Probability	Significance	Status
Regional 1 2	Medium 2	Long-term 3	High 7	Probable	HIGH	-ve

Step 5 – State the level of confidence in the assessment of the impact (high, medium or low).

Impacts are also considered in terms of their status (positive or negative impact) and the confidence in the ascribed impact significance rating. The prescribed system for considering impacts status and confidence (in assessment) is laid out in the table below. Depending on the data available, a higher level of confidence may be attached to the assessment of some impacts than others. For

example, if the assessment is based on extrapolated data, this may reduce the confidence level to low, noting that further ground-truthing is required to improve this.

Confidence rating		
Status of impact	+ ve (beneficial) or – ve (cost)	
Confidence assessment	of	Low, Medium or High

Example:

Extent	Intensity	Duration	Consequence	Probability	Significance	Status	Confidence
Regional 2	Medium 2	Long-term 3	High 7	Probable	HIGH	-ve	High

The significance rating of impacts is considered by decision-makers, as shown below. Note, this method does not apply to minor impacts which can be logically grouped into a single assessment.

INSIGNIFICANT: the potential impact is negligible and will not have an influence on the decision regarding the proposed activity.

VERY LOW: the potential impact is very small and should not have any meaningful influence on the decision regarding the proposed activity.
LOW: the potential impact may not have any meaningful influence on the decision regarding the proposed activity.

MEDIUM: the potential impact should influence the decision regarding the proposed activity.

HIGH: the potential impact will affect a decision regarding the proposed activity.

VERY HIGH: The proposed activity should only be approved under special circumstances.

Step 6 – Identify and describe practical mitigation and optimisation measures that can be implemented effectively to reduce or enhance

the significance of the impact. Mitigation and optimisation measures must be described as either:

Essential: must be implemented and are non-negotiable; and

Best Practice: must be shown to have been considered and sound reasons provided by the proponent if not implemented.

Indicate whether the proposed development alternatives are environmentally suitable or unsuitable in terms of the respective impacts assessed by the relevant specialist and the environmentally preferred alternative.

Essential mitigation and optimisation measures must be inserted into the completed impact assessment table. The impact should be re-assessed with mitigation, by following Steps 1-5 again to demonstrate how the extent, intensity, duration and/or probability change after implementation of the proposed mitigation measures.

Example 6:

	Extent	Intensity	Duration	Consequence	Probability	Significance	Status	Confidence
Without mitigation	Regional 2	Medium 2	Long-term 3	High 7	Probable	HIGH	-ve	High
Essential mitigation measures Xxxx Xxxxx								
With mitigation	Local 1	Low 1	Long-term 3	Low 5	Improbable	VERY LOW	- ve	High

Step 7 – Prepare a summary table of all impact significance ratings as follows:

Phase	Impact identified	Severity	Probability	Significance	Status	Confidence
xxxxx	Impact 1: xxx	Medium	Improbable	LOW	-ve	High
	With mitigation	Low	Improbable	VERY LOW		High
	Impact 1: xxx	Very Low	Definite	VERY LOW	-ve	Medium
	With mitigation	Very Low	Improbable	Insignificant	-ve	Medium

ANNEXURE G2: Impact Assessment Tables

The HIA and associated specialist studies have utilised a more detailed impact assessment against detailed heritage and related indicators. However, the assessments frequently respond to intangible or 'soft' elements which are not easily quantifiable; and the Impact Assessment Tables impractical to be undertaken at such a level of detail.

The overarching heritage issues are therefore grouped into fewer broad impacts which form the basis for a tabulated assessment in terms of the requirements of NEMA.

Assessment is taken upon the following potential impacts upon heritage resources:

- Archaeology: maritime archaeological and/or submerged pre-colonial archaeological heritage resources
- Visual resources

Potential impact on Archaeological Resources: Preferred option

Nature of the potential impact: negative impacts upon maritime archaeological and/or submerged pre-colonial archaeological heritage resources below the modern fill, in or on the former seabed.

CONSTRUCTION PHASE

	Extent	Intensity	Duration	Consequence	Probability	Significance	Status	Confidence
Without mitigation measures	Local (1)	High (3)	Long term Irreversible (3)	High (7)	Possible	Medium	Negative	Low

Mitigation measures:

- Any groundworks on the Breakwater North Precinct Phase 1B site, to levels that may intersect with the former seabed must be subject to archaeological monitoring, with the necessary contingencies in place to allow the mitigation of shipwreck remains or pre-colonial archaeological material, should they be encountered
- Monitoring visits should be conducted by a suitably experienced archaeologist at least once per week, or as required
- Archaeological information should be presented as part of the environmental training programme for all site staff and machine operators
- Should anything of interest be found by construction staff, this must immediately be reported to the project ECO and site manager, and the monitoring archaeologist called to site to assess the find and establish whether any form of mitigation is required

With mitigation measures	Local	Low	Short term	Very low	Definite	Very low	Negative	High
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OPERATIONAL PHASE **N/A**

Without mitigation measures

Mitigation measures:

With mitigation measures

Potential impact on visual resources: Preferred option

It is important to acknowledge that the current character of the site is already impacted by construction works on the immediately adjacent land parcels

CONSTRUCTION PHASE								
	Extent of Impact	Intensity of Impact	Duration of Impact	Consequence of Impact	Probability of Impact	Significance of Impact	Status of Impact	Confidence
Assessment	Immediate Site and Local 1	High 3 (*Rating given due to the anticipated disturbance of the site during construction period, with the likely interventions required to build the intended seawall and the cranes and retained temporary structures erected to undertake the constructions works being taller and more extensive in footprint than the ultimate building fabric to be established on the site).	Short-term 1	Low 5	Probable	LOW	Negative (visual disturbances cause by construction shall not be more impactful than the existing, adjacent construction works).	High
MITIGATION	Mitigation/Optimisation Measures: ESSENTIAL: - Effective on-site construction management shall mitigate other anticipated impacts during the construction phase, including: - Limiting construction to within hoarded areas; - Site rehabilitation and management following completion of the works; - Preservation of elements to be retained.							
Assessment With Mitigation	Immediate Site and Local 1	Medium 2	Short-term 1	Very Low 4	Probable	VERY LOW	Negative (visual disturbances cause by construction shall not be more impactful than the existing, adjacent construction works).	High

OPERATIONAL PHASE								
	Extent of Impact	Intensity of Impact	Duration of Impact	Consequence of Impact	Probability of Impact	Significance of Impact	Status of Impact	Confidence
Assessment	Immediate Site and Local 1	Low 1	Long-term 3	Low 5	Probable	LOW	Positive	Medium-to-High
Rationale	Figure 18A and 18B, as well as the discussion related to the visual prominence and visual exposure of the site on page 59 of the study demonstrate the visually confined nature of the subject site. The site could only be said to have visual impacts within its own boundaries, and partially within a local area (<2km), due to the naturally visually constraining elements of the sea, Lion's Rump/Signal Hill with its ridgelines, and the flatness of the site itself, positioned on reclaimed land on the edge of a coastal shelf.	The intended development will create low impacts to the townscape and visual patterns evident in the area, particular in the context of a changing, densifying and developing immediate context.	It is the intention of the V&A Waterfront to develop an expansive new precinct at Granger Bay and the Breakwater, that will involve substantial investment in the area and which will presumably have the same intended life-cycle as any similar built intervention in the city. However, the impacts are, in theory, reversible, should the landowner decide to demolish the structures and return the land to the disused state/limited use as parking that defines it currently.	The intended development will not lead to the irreplaceable loss of townscape or visual resources. As the site is one of low townscape, visual and sense of place significance, impacts to these are negligible. The highly positive likely consequence of the intended development will be the establishment of a publicly accessible waters' edge promenade space, and well as the strengthening of key view axes/shafts of space such as the visual link down	The adjacent intended development within the context, together with the existing construction on adjacent land parcels and the existing approvals for others, marks a high degree of probability of the intended development proceeding.	PROBABLE LOW CONSEQUENCE	As stated, the highly positive likely consequences of the intended development will be the establishment of a publicly accessible waters' edge promenade space, and well as the strengthening of key view axes/shafts of space such as the visual link down	The confidence in the assessment of the preferred development option can be considered medium-to-high, as the proposed development is very well documented. The only area still open to interpretation is the landscape and elevational designs for the intervention, which instead of being articulated in a drawing format, are instead set as written parameters for future detailing as part of an SDP submission (to the local authority, the City of Cape Town Municipality).
Mitigation	Mitigation/Optimisation Measures: ESSENTIAL: - Adherence to the Urban Design Indicators (see document entitled "Urban Design Informants: granger Bay Phase 1 Parcels O, P, a1 & a2", dated March 2026, as summarized in Section 6 of this Visual and Townscape Impact Assessment study). - Adherence to the Recommendations/Commitments Relating to Townscape and Architecture (Section 8.2 of this report). BEST PRACTICE/RECOMMENDED: - It is encouraged that the space at Atlantic Park, both on the lower edge and the upper/promenade edge, receive special design and landscaping attention and treatment, in a way that reflects its unique sense of place, incorporating vegetation and public amenity elements that reflect the positioning of this space at the waters' edge. - That a Landscape Plan and Elevations incorporating these aspects be produced for any future SDP applications (to be assessed by the local authority, the City of Cape Town Municipality).							
Assessment With Mitigation	Immediate Site and Local 1	Medium 2 The benefits afforded by the development will be enhanced through the implementation of the mitigation/optimisation measures	Long-term 3	Very Low 4	Probable	MEDIUM (POSITIVE)	Positive	Medium-to-High

Potential impact of No Go Alternative

Nature of the potential impact: negative impacts upon heritage resources								
	Extent	Intensity	Duration	Consequence	Probability	Significance	Status	Confidence
Without mitigation measures	Local (1)	Low (1)	Short term (1)	Very Low (3)	Improbable	Insignificant	Negative	High

Nature of the potential impact: negative impacts upon visual resources

It is important to acknowledge that the current character of the site is already impacted by construction works on the immediately adjacent land parcels

OPERATIONAL PHASE								
	Extent of Impact	Intensity of Impact	Duration of Impact	Consequence of Impact	Probability of Impact	Significance of Impact	Status of Impact	Confidence
Assessment	Immediate Site and Local 1	Low 1	Short-term 1	Very Low 3	Improbable	INSIGNIFICANT	Negative	High
Rationale	Figure 18A and 18B, as well as the discussion related to the visual prominence and visual exposure of the site on page 59 of the study demonstrate the visually confined nature of the subject site. The site could only be said to have visual impacts within its own boundaries, and partially within a local area (<2km), due to the naturally visually constraining elements of the sea, Lion's Rump/Signal Hill with its ridgelines, and the flatness of the site itself, positioned on reclaimed land on the edge of a coastal shelf.	The continuation of the status quo on the site will further entrench the underutilized, vacant and derelict nature of the site.	It is the intention of the V&A Waterfront to develop an expansive new precinct at Granger Bay and the Breakwater, that will involve substantial investment in the area. Should no work be done on the site, it is likely that this situation would become quickly untenable, given the intended extent of development (approved) to surrounding land parcels.	While the site is one of low townscape, visual and sense of place significance, the no-go option would result in the continued spatial, townscape and visual "dilution" of the positive elements within the vicinity that could be better emphasized through development.	Should no work be done on the site, it is likely that this situation would become untenable, given the intended extent of development (approved) to surrounding land parcels. It is unlikely that the duration for the continuation of the use of site under current conditions would be extended for longer than 2 years.	IMPROBABLE MEDIUM CONSEQUENCE	The 'no-go' alternative can hardly be considered viable given the vacant, disused and derelict nature of the site, and the existing development pressures in the immediate vicinity.	The confidence in the assessment of the status quo/"No go" option can be considered high, as it assesses what is already evident on the site.
MITIGATION	Mitigation/Optimisation Measures: RECOMMENDED: - The existing condition of the site could be improved through additional landscaping and the upgrading of the pathway along the coastal edge. - The dolosse along the coastal edge create a fragmented edge that could be improved through the construction of a seawall.							

OPERATIONAL PHASE								
	Extent of Impact	Intensity of Impact	Duration of Impact	Consequence of Impact	Probability of Impact	Significance of Impact	Status of Impact	Confidence
Assessment With Mitigation	Immediate Site and Local 1	Low 1	Short-term 1	Very Low 3	Improbable	INSIGNIFICANT	Negative	High

ANNEXURE H: Public Participation
(currently in progress)

ANNEXURE I: CV of Specialist



COMPANY PROFILE & ABBREVIATED CV CINDY POSTLETHWAYT

2026

Company Name	Cindy Postlethwayt
Resource Description	Heritage practitioner
Office Address	7 Ritchie Ave Kenilworth Cape Town 7708
E-mail	cindy@cpheritage.co.za
Telephone Number	021 180 3622; 084 354 0096
Professional Qualification	MCRP (UCT 1986)
Years Experience	18 years heritage
Professional Registrations	APHP (0050)
SCM Registrations	UCT Registered Vendor City of Cape Town Supplier Number 1609 Western Cape Government CIND001TRW National Treasury Supplier Number MAAA0104195
B-BBEE status	Exempt Micro-enterprise (Level 5 Construction Sector Code)

Key Experience / Training	Cindy Postlethwayt is a qualified Town and Regional Planner and APHP Accredited Professional Heritage Practitioner. She has 40 years professional experience, with a specialist focus over the last 18 years in heritage work. She worked at the City of Cape Town for 13 years, 11 of which in a management capacity, covering the fields of development management; spatial and transport planning, strategic planning and the Olympics. She has been an independent consultant for 25 years, with a broad range of applications. Her client list has included local, provincial and national governments, para-statal, community based organisations and private sector investors.			
Languages	Language	Speaking	Reading	Writing
	English	Excellent	Excellent	Excellent
	Afrikaans	Basic	Basic	-
Employment Record	Independent Professional Consultant: 2001 to date Voluntary: <i>Historical:</i> DAG Board Member; SAPI board member; APHP Executive Committee; Kenilworth Ratepayers Association; Loresta Court Trustee; Director Lower Kenilworth Improvement District (CID & registered Conservation Body) - Urban & Environmental Management Portfolio; Ward 58 Committee member. <i>Current:</i> APHP Accreditation Committee; Lower Kenilworth Improvement District advisor - built environment & heritage matters Chairperson: Heritage Western Cape Impact Assessment Committee (IACom) Dec 2014 - Nov 2016 Committee Member: Heritage Western Cape Impact Assessment Committee (IACom) 2013 – Dec 2014			

	Academic: External Examiner: • UCT M.Phil. Conservation and Development 2020; 2021; 2024 • UCT: Faculty of Engineering & the Built Environment, Planning: 2002; 2003; 2004; 2005; 2007 & 2008 Studio Master and occasional lecturer: University of Cape Town, Urban & Regional Planning Department 1994 & 1995 Director: Spatial and Transportation Planning, South Peninsula Municipality 1998 –2001: Assistant Head: Olympic Project Team, Cape Town City Council: Nov 1995 - Mar 1998 Planning Principal: Strategic Spatial Planning Unit, Cape Town City Council: 1993 - 1995 Planning Principal: Development Management Northern Districts, Cape Town City Council 1990 - 1993 Planning professional, Cape Town City Council 1988 - 1990 Planning professional: Uytenbogaardt, Dewar & Rozendal 1987 - 1988 Research Assistant: Urban Problems Research Unit (UPRU) 1987
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TABLE OF RELEVANT WORK EXPERIENCE:

Chairperson: Heritage Western Cape Impact Assessment Committee (IACom) Dec 2014 - Nov 2016

Committee Member: Heritage Western Cape Impact Assessment Committee (IACom) 2013 – Dec 2014

Preparation of SDFs:

- Director Spatial and Transport Planning South Peninsula 1998 – 2001
- Planning Principal: Strategic Spatial Planning Unit, City of Cape Town 1990 – 1993

Heritage Surveys and policy development as a component of an SDF:

- Two Rivers LSDF (2020)
- Drakenstein Mountain Slope Policy (2019)
- Stellenbosch Rural Area Plan (2015 /16)
- Preliminary Heritage Inventory Swellendam Municipality (2013);
- Preliminary Heritage Inventory Hessequa Municipality (2012)

Heritage Impact Assessments: Over 80 Heritage Impact Assessments as lead heritage practitioner, including, inter alia: V&AW; Farm Diemersfontein, Wellington; Farm Altydgedacht Durbanville; Farm Hathersage, Somerset West; Farm Goedeverwachting, Sir Lowrys Pass; Dennesig Student Accommodation, Stellenbosch; Two Rivers Urban Park, Cape Town; Werdmuller Centre, Claremont Cape Town; Artscape, Cape Town; Stellenbosch Bridge Innovation Precinct, Klappmuts; Imhoff's Gift, Kommetjie

Section 27 and 34 applications: Over 50 including Ida's Valley, Stellenbosch; Commonwealth War Graves Commission memorial Company's Garden; Osborne House Wynberg; Wynberg Shopping Centre (Polikansky) Wynberg; Peppermint Palace 174 Main Road, Muizenberg

NID applications and Heritage statements (stand alone, not part of an HIA): Over 90

Appeals (HWC & Tribunal): 12

(detailed CV can be provided on request)