

APPENDIX G4 – TOWNSCAPE AND VISUAL IMPACT ASSESSMENT (HIA ANNEXURE D)

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

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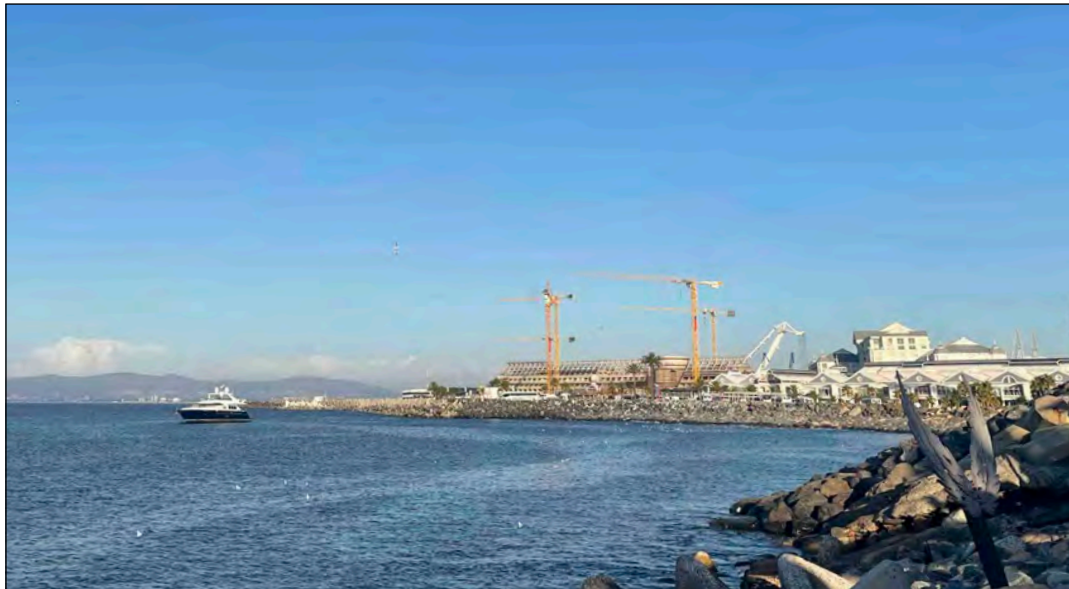


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**TOWNSCAPE AND VISUAL IMPACT ASSESSMENT: THE PROPOSED DEVELOPMENT OF PARCELS
O, P, a1 & a2 (PHASE 1B), BREAKWATER LANE, BREAKWATER NORTH AT THE V&A WATERFRONT,
REMAINDER ERF 149294 AND REMAINDER ERF 158570, 177854 AND 179076,
BREAKWATER PRECINCT CAPE TOWN.**

March 2026, Revised April 2026



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TABLE OF CONTENTS

Acromyns/Abbreviations
Declaration of the Specialist
Executive Summary

1. INTRODUCTION AND METHODOLOGICAL APPROACH.	Page 8
1.1 Introduction	
1.2 A Note on the Qualitative Aspects of Townscape and Visual Methodology	
1.3 Impact Assessment Methodology	
1.4 Statement of Independence	
1.5 Specialist Expertise	
1.6 Limitations	
2. KEY INDICATORS BROUGHT FORWARD FROM PREVIOUS STUDIES.	Page 15
2.1 The Initial Approach, 1993.	
2.2 Previous HIAs – Granger Bay and Breakwater Boulevard.	
2.3 Previous HIAs – East Pier and Quay 7.	
2.4 Conservation Management Plan.	
2.5 Draft Scoping Report: Proposed Development of the Granger Bay Precinct and Reclamation of Land at the V&A Waterfront.	
2.6 Compilation of Key indicators for the Subject Area Arising from the Previous HIAs and Relevant Studies.	
2.7 Indicators brought forward from the 2024 Visual and Townscape Study.	
3. THE RECEIVING ENVIRONMENT (BASELINE ASSESSMENT).	Page 25
3.1 The Coastal and Geomorphological Context	
3.2 The Local Setting of the V&A: Field of View and Outward Vistas	
3.3 Identification of Scenic Resources and Areas at the Scale of the Site	
3.4 The “Townscape” Setting of the V&A, and Identifying Major Character-Giving Elements	
- Gateways	
- Landmarks	
- Grain/Linearity	
- Vistas/Viewpoints and Axes	
- Streetscapes/Routes and Edges	
- Open Spaces and Forecourts	
- Architecture	
3.5 Identification of Scenic Resources and Sensitivities	
- Underpinning physical landscape	
- Existing land uses	
- Surrounding context	
- Visual/heritage significance of the area	
- Visual characteristics and sense of place	
- Potential visual sensitivities	

4. THE TOWNSCAPE AND VISUAL CHARACTER OF THIS PART OF THE V&A WATERFRONT.	Page 47
5. HERITAGE INDICATORS AND GUIDELINES RELATED TO VISUAL AND TOWNSCAPE SIGNIFICANCES IN AND AROUND THE SITE.	Page 49
6. THE DEVELOPMENT PROPOSAL.	Page 51
6.1 Key Principles from the Urban Design Framework.	
6.2 Fixes, Including Heritage Fixes.	
6.3 Public and Pedestrian Realm.	
6.4 Building Placement, Massing, Heights and Setbacks.	
6.5 Architectural Character and Articulation.	
7. VISUAL IMPACT ASSESSMENT: PHASE 1B.	Page 61
7.1 Visual Impact Criteria	
7.2 Assessment: Field of Views	
7.3 Assessment: Axial Views	
7.4 Assessment: Coastal Edge Integration	
7.5 Overall Visual Impact Assessment	
7.6 Suggested Visual Mitigation	
7.7 Cumulative Visual Impact Assessment	
8. TOWNSCAPE IMPACT ASSESSMENT: PHASE 1B.	Page 82
8.1 Townscape Impact Criteria	
8.2 Overall Townscape Impact Assessment	
8.3 Additional Inputs on Architectural Character and Materiality (Provided by the V&A)	
8.4 Suggested Townscape Mitigation	
9. RECOMMENDATIONS AND CONCLUSION.	Page 88

REFERENCES	Page 89
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Annexure A: The prescribed system for determining impact significance and confidence (in assessment).

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.

Declaration of the Specialist

I CLAIRE ABRAHAMSE, 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; or
 - ~~am not independent, but another specialist (the “Review Specialist”) that meets the general requirements set out in Regulation 13 of the NEMA EIA Regulations has been appointed to review my work (Note: a declaration by the review specialist must be submitted);~~
- 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.

Signature of the Specialist:



Date: 2nd April 2026

Executive Summary

1. Site Name:

Breakwater North Phase 1B

2. Location:

Address: End of Breakwater Boulevard, V&A Waterfront.

Town/District: City of Cape Town, Western Cape.

Erven: Erven 149294-RE and 158570-RE, 177854 and 179076.

Co-ordinates: Latitude: 33°90'12.52"S.

Longitude: 18°42'20.92"E.

3. Locality Plan:



4. Description of Proposed Development:

Building O:

Hotel / Residential Units. Proposed bulk approximately 8600m², Gross Building Area 11600m². Building coverage 1750, Mixed Use, primarily residential and/or hotel, 100 units and/or hotel rooms.

Sectional title units for sale, rent or operated as an 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 approximately 3400m², Gross Building Area 4200m². Building coverage 1200m², Mixed Use, primarily cultural. 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 14300m². Building coverage 4200m², Building P is planned as an hotel, with up to approximately 80 rooms and/or residential units. 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 Square. 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.

5. Visual and Townscape Resources Identified:

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 – was also protected.
- The views achieved from the Breakwater Wall are historic, and allow for a connection between the bay and the mountain.
- The view along Dock Road and across towards Granger Bay is also noted as significant.
- 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 towards the sea. The Victoria Wharf mall forms a backdrop “spine” that pivots the view and viewer slightly northwards.

- 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.

The townscape patterns of the V&A that are significant to this part of the site 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 in this part of the City, and this must be responded to (Figure 24).

6. Anticipated Impacts on Visual and Townscape Resources:

The analysis indicates an appropriate townscape response provided the urban design indicators and Architectural/Townscape Recommendations/Undertakings are adhered to. Visual impacts are also found to be very low, despite interim high impacts.

7. Summary of Visual Impacts

CONSTRUCTION PHASE: THE STATUS QUO/NO GO OPTION								
	Extent of Impact	Intensity of Impact	Duration of Impact	Consequence of Impact	Probability of Impact	Significance of Impact	Status of Impact	Confidence
Assessment	NO CONSTRUCTION PHASE IS ASSOCIATED WITH THE "STATUS QUO", SO NO ASSESSMENT IS MADE.							
CONSTRUCTION PHASE: THE PREFERRED DEVELOPMENT OPTION								
	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	Short-term 1	Low 5	Probable	LOW	Negative	High
MITIGATION 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	High
OPERATIONAL PHASE: THE STATUS QUO/NO GO OPTION								
	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 & Local 1	Low 1	Short-term 1	Very Low 3	Improbable	INSIGNIFICANT	Negative	High
MITIGATION 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 sea wall.							
Assessment With Mitigation	Immediate Site & Local 1	Low 1	Short-term 1	Very Low 3	Improbable	INSIGNIFICANT	Negative	High
OPERATIONAL PHASE: THE PREFERRED DEVELOPMENT OPTION								
	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 & Local 1	Low 1	Long-term 3	Low 5	Probable	LOW	Positive	Medium-to-High
Mitigation	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	Medium-term 2	Very Low 4	Probable	MEDIUM (POSITIVE)	Positive	Medium-to-High

8. Recommendations/Mitigation:

From a townscape perspective:

1. The urban design indicators and the Townscape and Architectural Recommendations/Commitments (included in Section 8.2 of this report) 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).

The following further mitigation is suggested from a visual perspective:

2. It is encouraged that the space at Atlantic Square, 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.
3. That a landscape plan incorporating these aspects be produced for any future SDP applications (to be assessed by the local authority, the City of Cape Town Municipality).

9. Specialist Report Author:

Claire Abrahamse

10. Date:

20th April 2026

TOWNSCAPE AND VISUAL IMPACT ASSESSMENT: THE PROPOSED DEVELOPMENT OF PARCELS O, P, a1 & a2 (PHASE 1B), BREAKWATER LANE, BREAKWATER NORTH AT THE V&A WATERFRONT, REMAINDER ERF 149294 AND REMAINDER ERF 158570, 177854 AND 179076, BREAKWATER PRECINCT CAPE TOWN.

March 2026, Revised April 2026

1. INTRODUCTION AND METHODOLOGICAL APPROACH

1.1 Introduction

On the 28th October 2024, a Section 38(1) Record of Decision (hereafter RoD) was issued by Heritage Western Cape pertaining to the overall assessment of the rezoning and bulk application for the wider landholding at the V&A Waterfront.

This RoD specifically required that the proposed development of the 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 the site, significance and

site specific indicators would need to be developed but based on preliminary analysis included in the Townscape and Visual Study" (Figure 1).

The RoD also noted that the information provided should be "sufficient to enable impact assessment, including cumulative impact assessment" of all the parcels collectively.

A NID for the proposed development of structures on Erven 149294-RE and 158570-RE, 177854 and 179076 Breakwater Precinct, Breakwater North Phase 1B Development, was tabled at the Heritage Officers' Meeting on the 9th June 2025, and an HIA was requested,



Figure 1: Locality plan, showing the position of the site within the city and with the proposed new structures indicated in red. The black and white hatched lines indicate HWC-approved footprints that are as yet unrealised, or under construction. (Source: V&AW & Claire Abrahamse).

with specific reference to:

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

This study looks to address the last two requirements, 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. That HIA and townscape/visual analysis 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 Phase 1B site, for parcels O, P, a1 and a2 (Figure 2).

As the proposed development of parcels O, P, a1 and a2 will also trigger a NEMA process, the HIA shall be submitted to HWC in terms of Section 38(8) of the NHRA.

To this end, Anchor Environmental Consultants (Pty) Ltd was appointed by the Victoria & Alfred Waterfront to undertake a Basic Assessment (BA) process to obtain Environmental Authorisation (EA) for a proposed mixed-use development located on the northeast edge of the V&A Waterfront (see Figure 1), in accordance with the National Environmental Management Act, 1998 (Act No. 107 of 1998; (NEMA) and the Environmental Impact Assessment (EIA) Regulations, 2014 (as amended). As part of the BA process, various specialist studies are required, including a Heritage Impact Assessment (HIA) and a Visual Impact Assessment (VIA). This, as the development also triggers a NEMA process, the VIA will also form part of NEMA BA process.

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”.

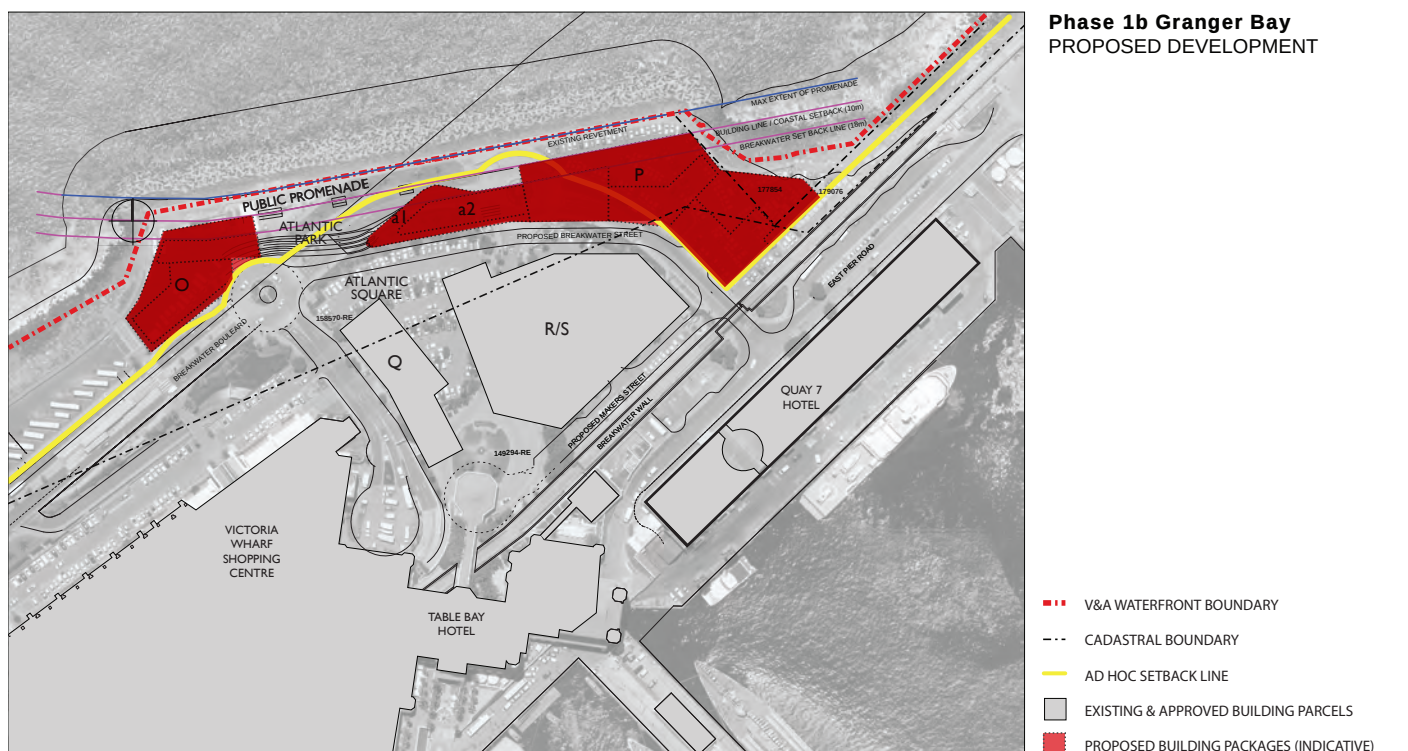


Figure 2: Site plan, showing the position of the proposed new structures in red. (Source: V&AW).

It is important to note that, although it is located within a highly urbanized context, the V&A Waterfront in general is a different type of “townscape” to the city against which it is set: for many years it was a vast 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 to serve a common purpose (in this case the support of shipping and fishing, as well as military defense) or under a clear master plan (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 3). The site is also an important area for tourism and recreation, includes important vistas and has a visually prominent skyline (DEA&DP Guideline for Involving Visual and Aesthetic Specialists in EIA Processes, 2005).

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. Distill these into a single diagram or collection of diagrams.
3. Analyse the Receiving Environment and underlying Visual and Townscape Character of the Site. This is done at three scales:
 - a. 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” and “Visual” Setting of the site, 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, against which the visual impact assessment of the proposed development is undertaken and recommendations made.

It is important to state that, while Heritage Western Cape’s Response to the NID 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.

1.2 A Note on the Qualitative Aspects of Townscape and Visual Methodology

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 Conservation Management Plan (hereafter CMP) which is currently being considered by HWC notes that the significance of the V&A “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 various themes which have evolved over time, and which reflect its transition from a purely working harbour and 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 business, hospitality, and tourism. Different land uses and building typologies, linked with a public space network, a relatively fine grain of building fabric in the core area and views across the basin towards Table Mountain, together with a range of heritage resources identified in terms of the NHRA criteria, are closely juxtaposed and overlap to create a place character which is vivid, dramatic, and multi-layered” (2024: 4).

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.

In urban literature, the idea of “townscape” emerged at the same time as the resurgence of historic preservation of towns following the Second World War, and the eventual creation of “conservation areas” in the late 1960s (Kostof: 1991: 90). At the time, townscape literature had been centred in England, and Gordon Cullen’s 1961 book, “The Concise Townscape” looked at the city as a series of relationships between urban fabric, creating axes, viewcones, focal points, edges, repetition and so on, and his “Casebook Precedents” are largely analyses of older cities and towns. In this way, the idea and method of “townscape” analysis is closely tied to the analysis of historic towns and cities, and in understanding the various components that make up their characters. Indeed, what in a more natural landscape might be seen as introducing a negative visual impact (focal point, exposure, bluntness and vigour, building as sculpture) might serve to add interest and variation within a townscape environment. Indeed, the visual impact is part of the intention in creating place.

This study utilises Cullen’s approach for assessing the character-giving elements present at the V&A Waterfront. In so doing, it also establishes the parameters for assessing infill development that would be visually reinforce/enhance the sense of place in this peripheral part of the V&A Waterfront site.

1.3 Impact Assessment Methodology

While the qualitative aspects of a visual and townscape impact assessment methodology, embedded, as they are, in urban design theory and practice, might fulfill considerations of heritage impact, which is primarily (as urban design is) concerned with impacts to the character and sense of place of a site (and certain form the primary considerations in this case) as this study will also need to form part of the NEMA submission, a more technical assessment methodology is also required to fulfill the requirements of that authority.

The specialist report must be prepared in line with applicable legal, policy, and procedural requirements, particularly in relation to assessment methodologies and reporting standards. This includes, but is not limited to:

- NEMA; Act 107 of 1998, ensuring alignment with the EIA Regulations and that the report is suitable as a standalone specialist report within the EIA process;
- NHRA; Act No. 25 of 1999, where relevant, including compliance with Sections 38;
- The requirements for specialist reports as set out in Appendix 6 of the EIA Regulations (General Gazetted Requirements);
- DEA&DP guideline for involving visual and aesthetic specialists in EIA processes (2005), where applicable;
- DEAT (2006) Guideline 5: Assessment of Alternatives and Impacts in support of the Environmental Impact Assessment Regulations, 2006. Integrated Environmental Management Guideline Series, Department of Environmental Affairs and Tourism (DEAT), Pretoria.
- Any other applicable legislation, regulations, or guidance documents.

In addition to the above, and in particular the NHRA requirements outlined in Section 1.1 of this report, the assessment methodology also is based on the Department of Environmental Affairs and Tourism (DEAT) 2026 Guideline of Assessment of Alternatives and Impacts document. The Guideline states that (2026: 5):

Impacts are the changes in an environmental parameter that result from undertaking an activity.

The change is the difference between the effect on the environmental parameter where the activity is undertaken compared to that where the activity is not undertaken.

Impacts occur over a specific period and within a defined area.

Different types of impacts may occur from the undertaking of an activity. The impacts may be positive or negative and may be categorized as being direct (primary), indirect (secondary) or cumulative impacts.

The Guideline goes on to determine three types of impacts:

- **Direct impacts** are impacts that are caused directly by the activity and generally occur at the same time and at the place of the activity (e.g. noise generated by blasting operations on the site of the activity). These impacts are usually associated with the construction, operation or maintenance of an activity and are generally obvious and quantifiable.
- **Indirect impacts** of an activity are indirect or induced changes that may occur as a result of the activity (e.g. the reduction of water in a stream that supply water to a reservoir that supply water to the activity). These types of impacts include all the potential impacts that do not manifest immediately when the activity is undertaken or which occur at a different place as a result of the activity.
- **Cumulative impacts** are impacts that result from the incremental impact of the proposed activity on a common resource when added to the impacts of other past, present or reasonably foreseeable future activities (e.g. discharges of nutrients and heated water to a river that combine to cause algal bloom and subsequent loss of dissolved oxygen that is greater than the additive impacts of each pollutant). Cumulative impacts can occur from the collective impacts of individual minor actions over a period of time and can include both direct and indirect impacts.

The identification of positive and negative impacts that may arise due to the realisation of the proposed project must be interrogated so that the impacts associated with the project can be assessed and mitigated, as needed. The process of identification and assessment of impacts, and the minimum requirements for the specialist study and report, should include:

- Determining the current, baseline environmental conditions experienced on a site, measured to a sufficient level that possible future impacts can be identified and determined by comparison;
- Understanding the future, intended changes to the site and its environs that might occur if the proposed activity did not proceed;
- Developing an understanding of the proposed activity in sufficient detail to understand its consequences;

- Undertaking specialist assessments of particular aspects of possible impact in order to identify those impacts that are likely to occur if the activity is undertaken.
- Propose appropriate mitigation measures or actions to manage negative impacts and, where possible, enhance positive outcomes;
- Recommend monitoring requirements, where relevant, to verify the implementation and effectiveness of mitigation measures;
- Assess the environmental acceptability of any considered alternatives and identify a preferred alternative, where applicable;
- Provide a substantiated professional opinion on the acceptability of the proposed development within the context of the specialist discipline;
- Highlight any conditions that should be attached to potential authorisation;
- Clearly state any assumptions, limitations, and uncertainties associated with the assessment;
- Identify any additional work or investigations that may be required;
- Respond to issues relevant to the specialist discipline that arise during the public participation process; and
- Present the above in a structured specialist report that complies with the relevant regulatory requirements.

NEMA additionally requires that the following criteria be applied to any predication of possible impacts during an assessment study:

- **Spatial extent of impacts:** the size of the area that could reasonably experience impacts, including the immediate site; the local context (less than 2km from the site), the regional context (within 30km of the site), as well as the national and international impacts that could be anticipated;
- **Intensity of impacts:** with the anticipated severity assessed as being high (severe alteration of natural systems, processes and patterns), medium (notable alteration of natural systems, processes and patterns), or low (negligible alteration of natural systems, processes and patterns);
- **Duration of impacts:** with the timeframe during which the impact is likely to be experienced identified as temporary (less than a year), short term (1 to 6 years), medium term (6 to 15 years), long term (the impact will only cease after the operational life of an activity) or permanent (reversal will not occur);
- **Reversibility of impacts:** outlines the extent to which impacts will be reversible when the project has reached the end of its life cycle, with either high

reversibility, moderate reversibility, low reversibility or irreversibility impacts being determined;

- **Irreplaceability of resources lost:** determines the degree to which the impact causes irreplaceable destruction and loss to resources, being high, moderate, low, or not applicable (where resources are replaceable);
- **Probability of impacts:** with the impacts being identified as improbable, unlikely, probable or very likely;
- **Significance of impacts:** looks at whether notable alteration of the receiving environment will occur, with low to very low, medium, or high impacts being identified, as well as whether they will be positive, negative or neutral in nature; and
- **Confidence of likely impacts:** which indicate the degree of confidence in predications based on the information available to the assessor at the time.

For the above categories of assessment, impacts should be divided into the following phases:

- **Construction phase:** referring to impacts arising from the construction of the development and all associated infrastructure;
- **Operational phase:** referring to impacts occurring during the post-construction operation of the development; and
- **Decommissioning phase (if applicable):** referring to impacts associated with the cessation of operations, dismantling of infrastructure, and rehabilitation of the site.

Specialists should identify and describe practical mitigation and optimisation measures that can be implemented effectively to reduce or enhance the significance of an impact. **Mitigation measures are practicable actions aimed at reducing negative impacts, while optimisation measures are actions intended to enhance positive impacts.**

The mitigation measures recommended by specialists form the basis of the actions included in the Environmental Management Programme (EMPr), which is required for any project subjected to an EIA and serves as a proactive management tool to guide consistent and ongoing environmental management throughout the life cycle of a development. Its purpose is to prevent or minimise negative impacts while enhancing positive benefits.

To ensure that mitigation measures are effectively translated into EMPr actions, specialists should use an

outcome-based approach. This involves first identifying and assessing the potential impact, then listing the actions or mitigation measures that will reduce the impact, and finally specifying the desired outcome that these measures aim to achieve.

While impacts are assessed for the construction, operational, and decommissioning phases, in some instances impact management outcomes and actions (mitigation measures) may also be identified for the pre-construction or design phase.

Mitigation and optimisation measures must be classified as either:

- **Essential:** must be implemented and are non-negotiable
- **Best Practice/Recommended:** must be considered, and the proponent must provide sound justification if not implemented

1.4 Statement of Independence

Claire Abrahamse is a registered professional architect, urban designer, and heritage consultant with 15 years' experience of independent practice in Cape Town. She is a member of the Association of Professional Heritage Practitioners, the Urban Design Institute of South Africa, and convenes the Cape Institute for Architecture Heritage Committee.

She maintains her independence from the commissioning party and property owner and has no vested interest in the outcome of the proposed development, constituting a rezoning and change in permissible bulk. The opinions expressed in this report reflect the independent views of the professional.

1.5 Specialist Expertise

Claire Abrahamse holds a Bachelor of Architectural Studies (2002) and a Bachelor of Architecture Degree (2005) from the University of Cape Town. She holds a Master of Science in Architecture and Urbanism degree from the Massachusetts Institute of Technology. She is registered as a professional architect with the South African Council for the Architectural Professions (SACAP No. PrArch 21114).

Claire convenes the Heritage Committee of the Cape Institute for Architecture (CIFA). She is currently serving as Vice President of CIFA, and is also a member of the

national body, the South African Institute of Architects.

Additionally, Claire is a full professional member of both the Urban Design Institute of South Africa (UDISA) and the Association of Professional Heritage Practitioners (APHP).

She undertakes ad hoc teaching as part of the Master of Urban Design Programme and the Master of Philosophy in Conservation Programme at the University of Cape Town.

Until the end of March, Claire was appointed as a member of Heritage Western Cape's Appeals Committee, on which she served for over a year.

Claire has over 10 years' prior experience in undertaking visual-townscape assessments in the V&A Waterfront, as well as for institutions such as the University of Zululand (KwaZulu Natal), and in multiple sites across the Western Cape and in Cape Town itself, either as specialist inputs to HIAs, or as primary author of those HIA studies.

1.6 Limitations

As a standard preface, it is accepted that historic records must always be open to questioning, and their interpretation incorporates a degree of subjectivity. 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 townscape or visual 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 the assessors is familiar with the site, has viewed the site prior to construction and this limitation is not therefore considered to derogate from the analysis and assessment.

2. KEY INDICATORS BROUGHT FORWARD FROM PREVIOUS STUDIES.

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

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 within the Draft CMP, 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 (see Figure 7A).

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

2.1 THE INITIAL APPROACH, 1993

The 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 3).

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.

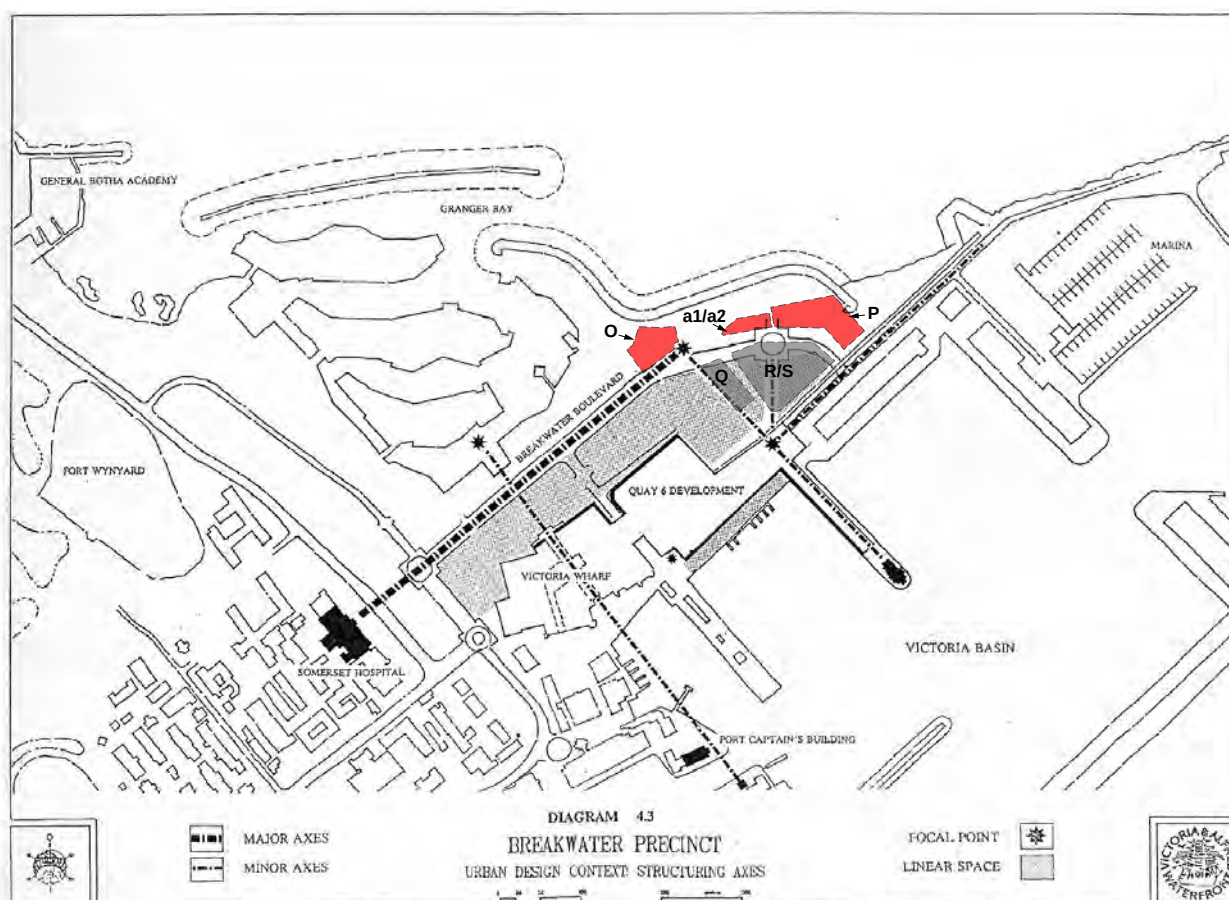


FIGURE 3: 1993 Urban Design Structuring Axes
V&A Victoria Wharf Precinct

Figure 3: 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).

2.2 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 five modifications required:

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.

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 DHK 2014 Urban Design Framework:

1. New Somerset Hospital is a significant local landmark and heritage asset.
2. New Somerset Hospital and the Red Shed are

Figure 10: Conceptual Beach Road Precinct Plan. 0800.10/50 Approved by Ministerial Tribunal 29 June 2011



V&A W GRANGER BAY PRECINCT HIA, May 2015

Figure 5: 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).

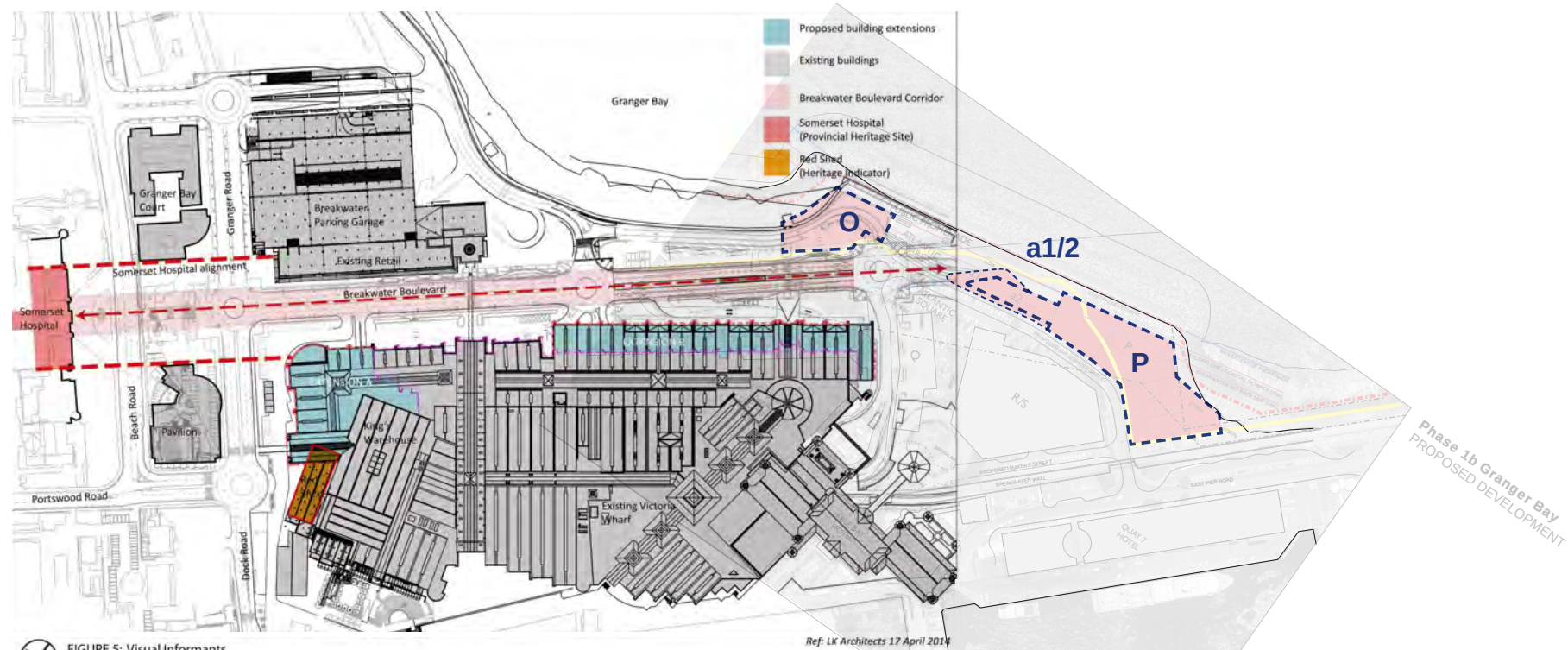
the two principal heritage informants within the precinct.

3. Breakwater Boulevard lies on the axial link between the hospital and the sea.
4. Portwood Road is the principal pedestrian connection between the Waterfront and Green Point.
5. 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.
6. Extensions to Victoria Wharf and the Pavilion should seek to consolidate their fragmented street edges and, in particular, strengthen their street frontage.
7. Extensions should increase active frontage to strengthen pedestrian movement along Breakwater Boulevard, Portwood Road and Beach Road.
8. 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.
9. 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.
10. Extensions to the Victoria Wharf Shopping Centre should match existing heights.
11. Expansion should not impede, but should enhance and consolidate the framed view of Somerset Hospital and the definition of the Breakwater Boulevard corridor.
12. Extensions of the Shopping Centre should be consistent with the existing architectural landscape, both internally and externally.

The main visual informants were documented in the study (overleaf, Figure 4, with the proposed building footprints dashed in), as well as key views.

Following this study, an HIA was prepared for Granger Bay and a decision issued in July 2015 (HWC ID 15050401GT0527M). The decision was as follows:

The Committee supported the proposals contained 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:



 **FIGURE 5: Visual Informants**
V&A Victoria Wharf Precinct

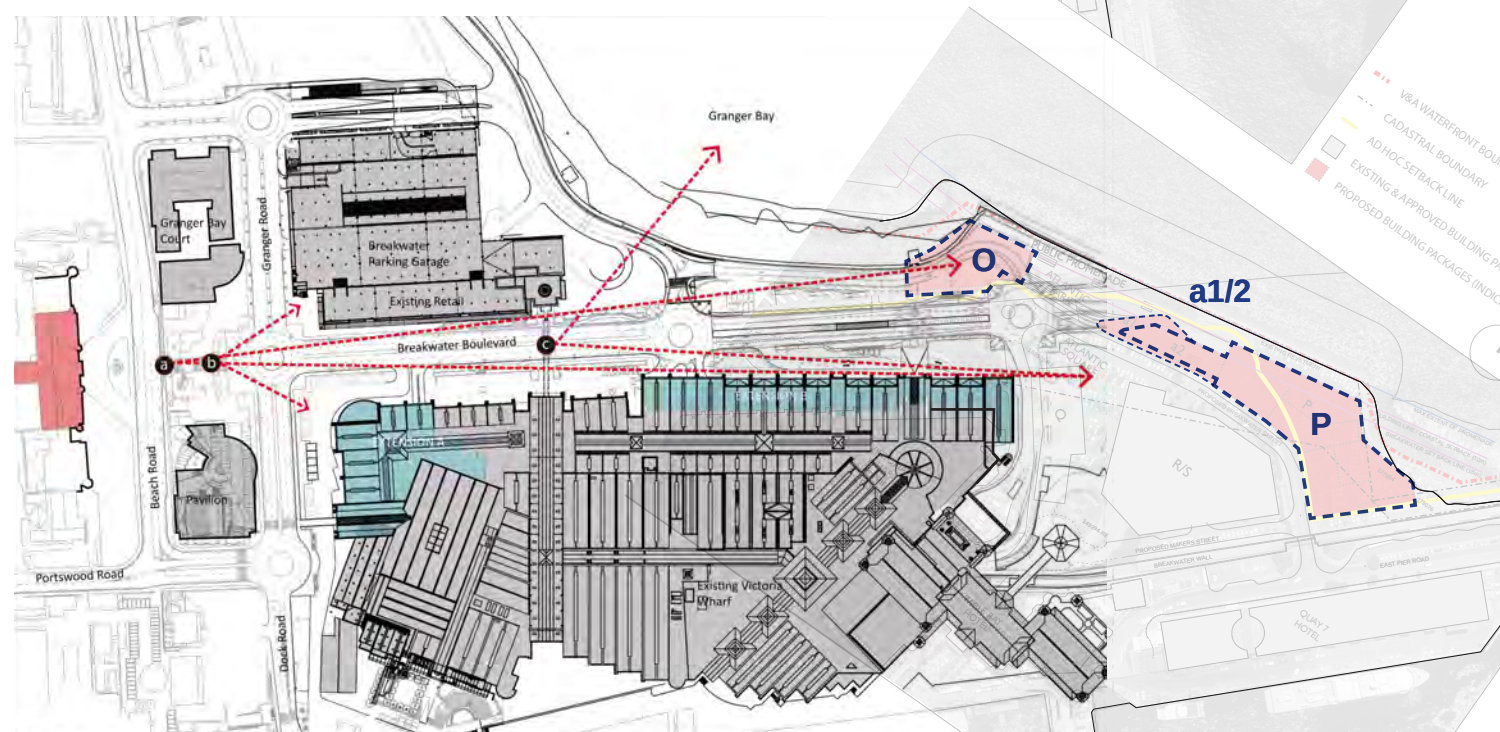
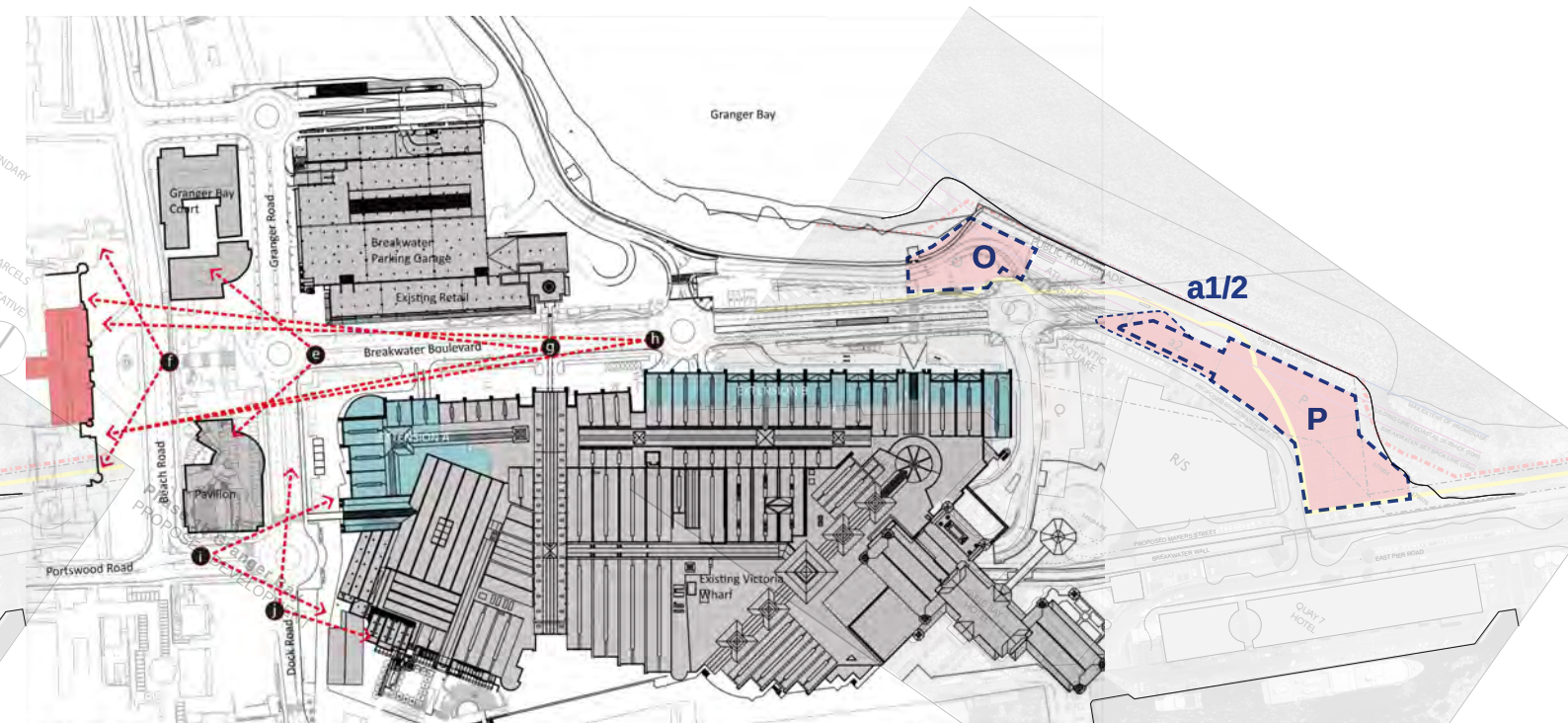


 FIGURE 6: Views - part 1
V&A Victoria Wharf Precinct



 **FIGURE 7: Views - Part 2**
V&A Victoria Wharf Precinct

Figure 4A (top left): 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 4B (bottom left): 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 4C: (bottom right): 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). The Development Site Plan included as Figure 2 is used as a “watermark” underneath the diagram for scale.

- Development footprint
-  Building podium at max height of 12.5 MSL



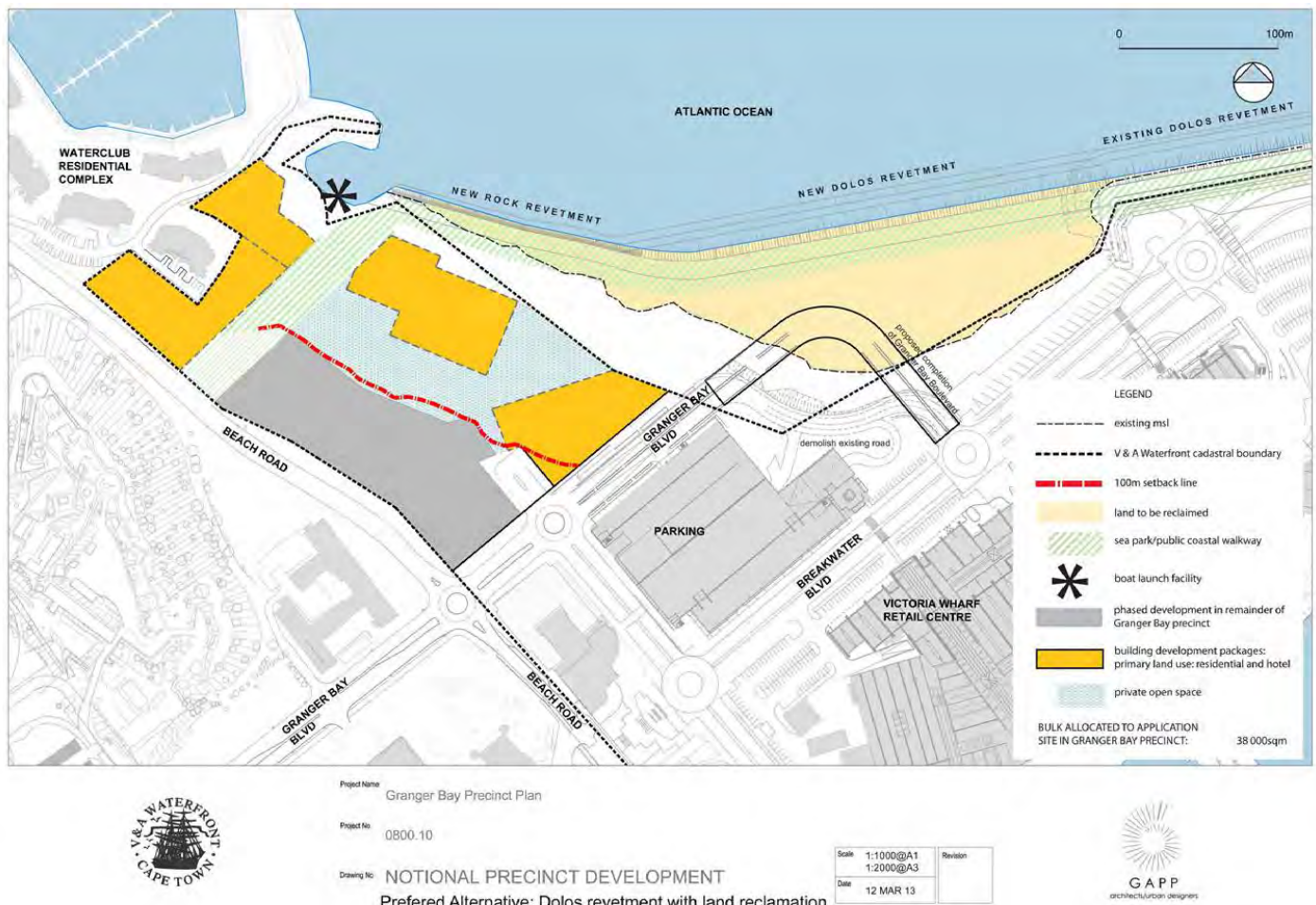


Figure 5B: The Option 2 preferred alternative for Granger Bay that was approved by IACom in July 2025. (Source: Baumann, HIA Granger Bay Precinct: 2015: 46).

Figure 23: Granger Bay: Precinct Plan (from UDF)

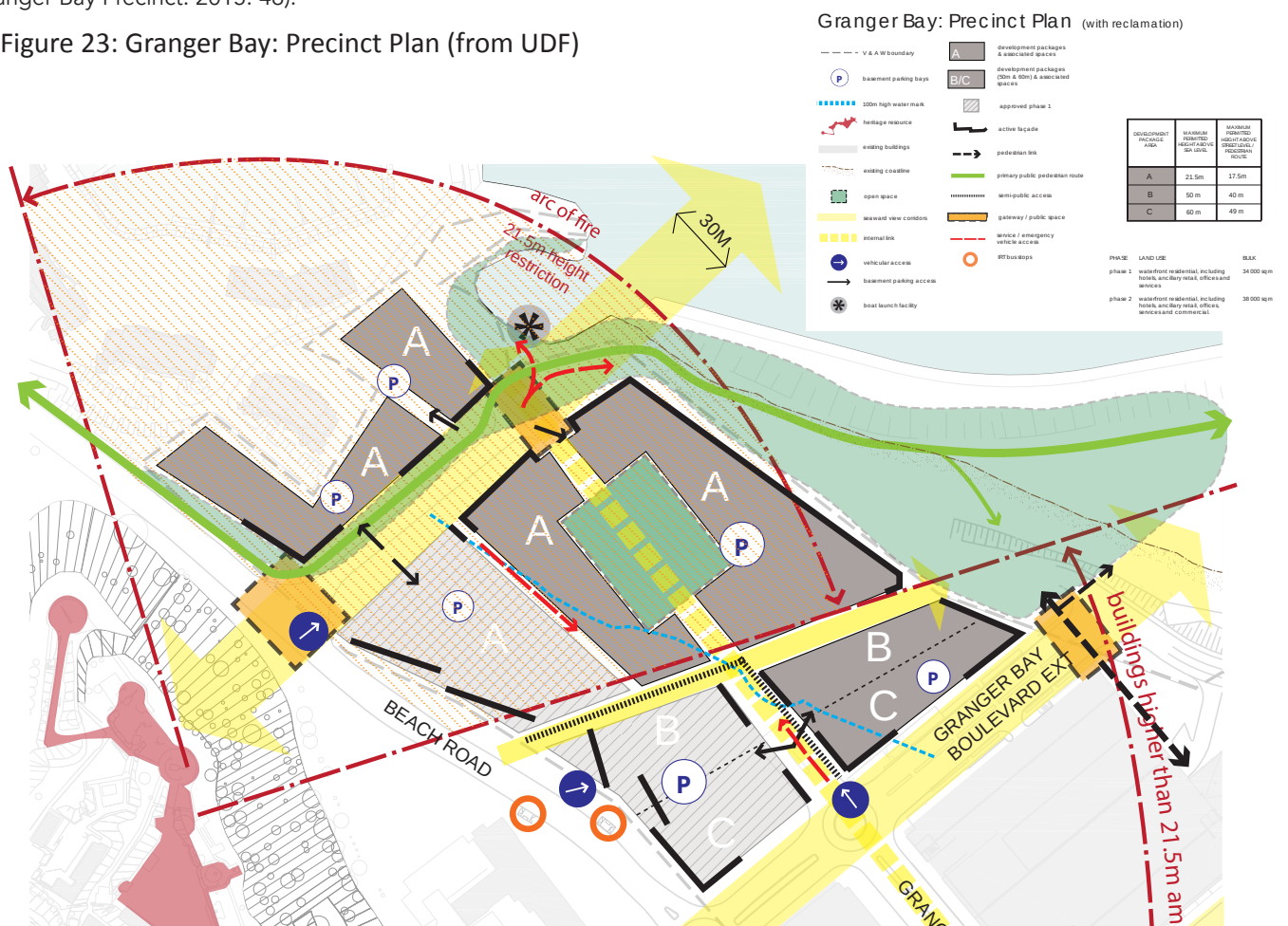


Figure 5C: The "Figure 23" mentioned in IACom's decision taken in July 2015, with specific reference to the proposed heights of buildings in the area marked "A". (Source: Baumann, HIA Granger Bay Precinct: 2015: 52).

1. The “essential mitigation” measures and the “optional mitigation” measures must all be considered essential mitigation measures.
2. 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.
3. The future SDPs must be referred back to this Committee for consideration.
4. The archaeological survey report must be submitted to HWC for its record.

These modifications and the spatial considerations arising from them are indicated in the attached diagram (Figure 5A, 5B and 5C).

2.3 PREVIOUS HIAs – EAST PIER AND QUAY 7

In 2017, an HIA for the East Pier Precinct was approved by Heritage Western Cape. The decision was that “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.

Conditions of approval were that:

1. Building plans and analysis for the Quay 7 building and other proposed buildings must respond to their harbour context and the heritage indicators, and must be submitted to HWC for approval at SDP stage.
2. A Conservation Management Plan (CMP) must be prepared to ensure the maintenance, repair and consolidation of the remaining heritage structures and features around Victoria Basin that are considered to have heritage significance. Such CMP shall be submitted to HWC for approval at SDP stage.

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 ID 17020905WD0210M).

2.4 CONSERVATION MANAGEMENT PLAN

The Conservation Management Plan 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.

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)

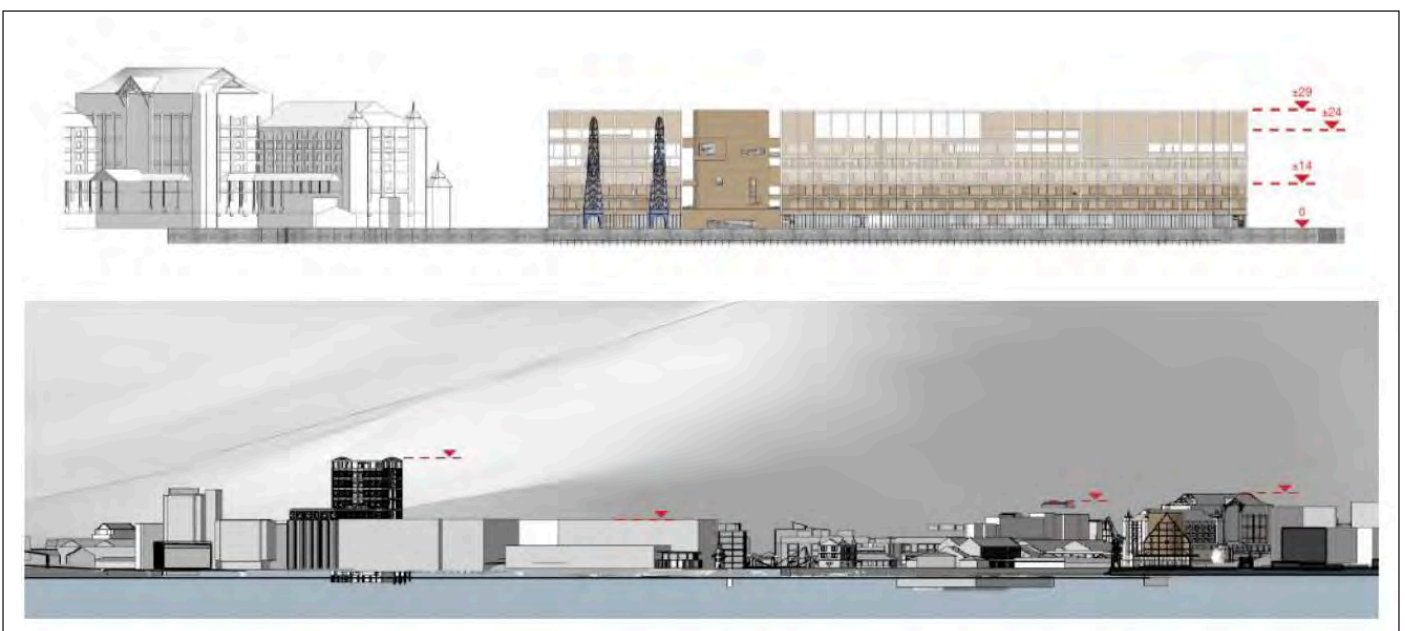


Figure 6: An image showing the proposed Quay 7 Hotel building within its context, as well as “sight lines indicating the scale of the project in the waterfront context”, by Neri & Nu Architecture, December 2022. (Source: Baumann, HIA Quay 7 Site, 2023: 15).

structure frame the Victoria Basin in the northern corner and contribute 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,
- The two cranes.

The area comprises the following character elements:

1. The framing element comprising the warehouse buildings dating from the 1920s, which line the basin in the northern corner.
2. 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.
3. The working components of the area, some of which are now redundant, including the cranes, and the berthing of the SA Agulhas II vessel.
4. The remaining portions of the stone breakwater wall.
5. 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 only fabric of significance is the old Kings Warehouse, which has been embedded into the Victoria Wharf complex. The eastern façade of the warehouse is visible from the point of entry from Portswood Road. The internal cast iron trusses have been incorporated into the Victoria Wharf design approach.

The area comprises the following character elements:

1. The Victorian maritime industrial warehouse architectural character of the Victoria Wharf shopping complex which visually dominates the area.
2. 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.
3. The view westwards from Portswood 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.

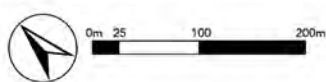
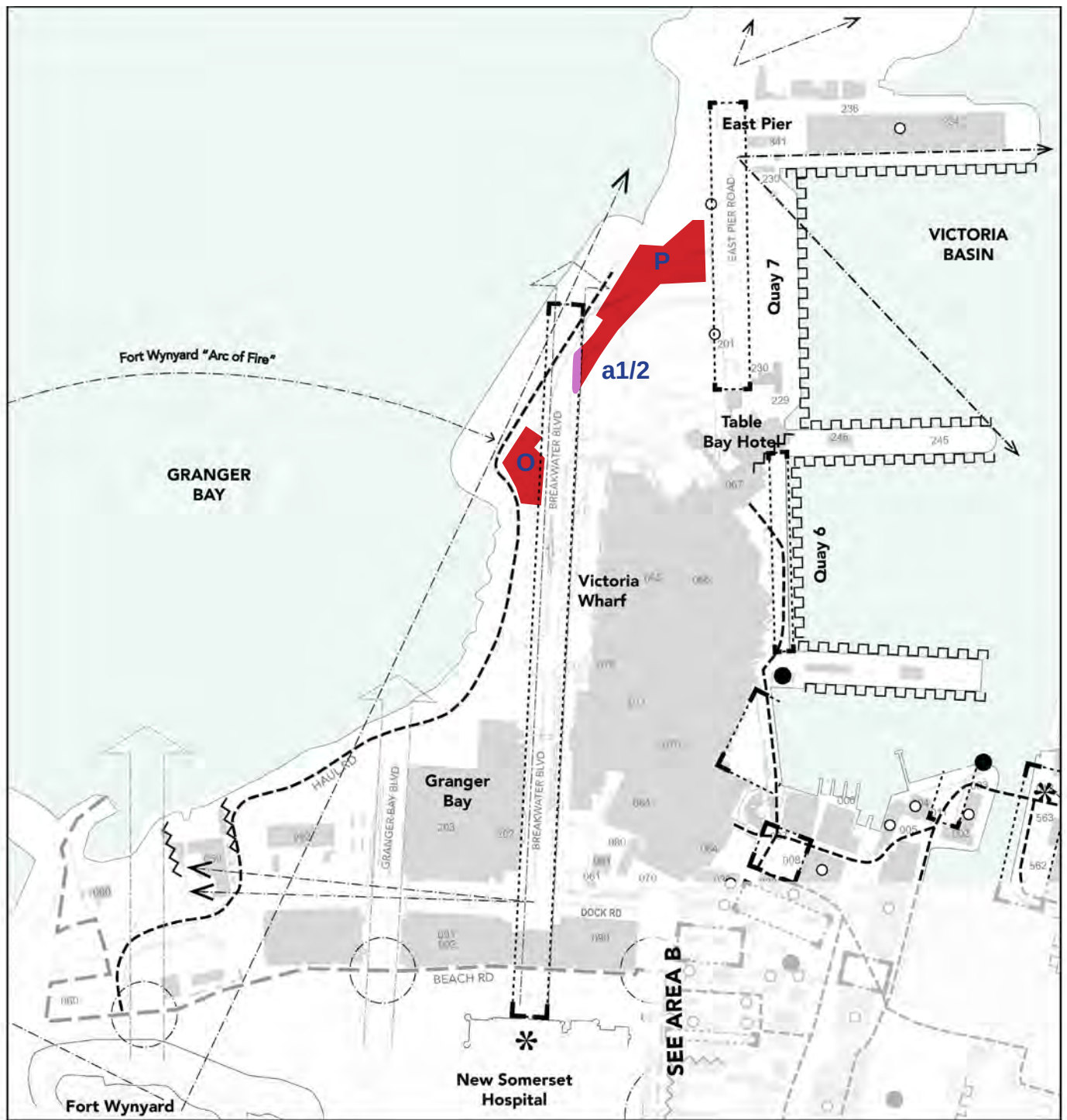
The nature of public access to the water's edge, particularly in the form of the slipway and the association with the "snoek run", has considerable socio-historical significance, although it must be noted that this is not currently general public pedestrian access, but access to launch boats.

The Grand Café and Beach development has prevented public access to the water's edge and limited opportunities for additional connections to the boardwalk to the north-west.

Heritage resources in the immediate vicinity are located off site (in particular Fort Wynyard) but have fundamental implications for future [development] options in Granger Bay.

The area comprises the following character elements:

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



KEY:

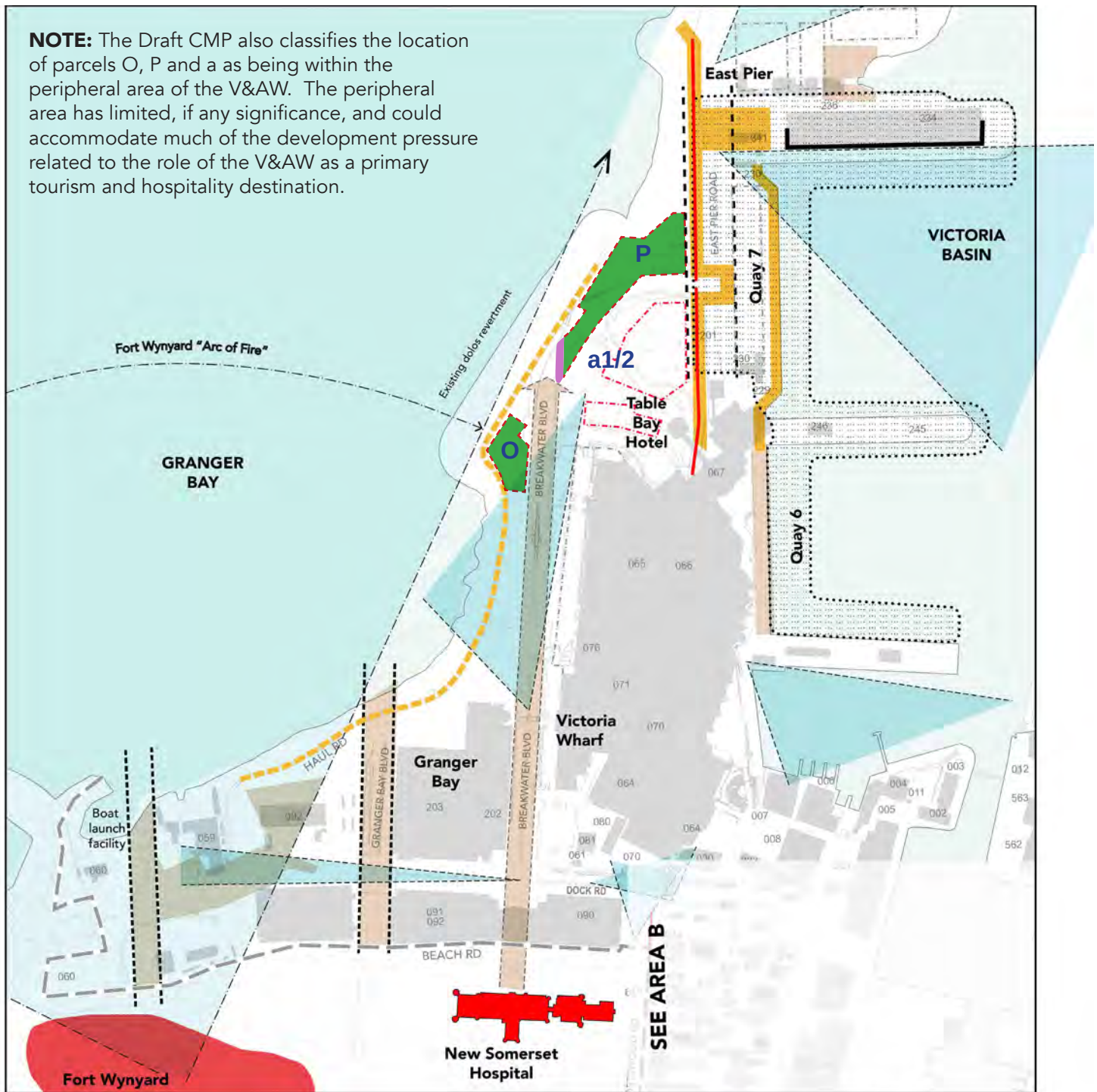
- Primary pedestrian routes
- * Landmarks
- Built Fabric
- Important heritage sites with greater opportunity for interpretation
- Historic buildings (some altered) that contribute to the spatial quality and character of the V&A and its precincts

- Working harbour edge
- Inactive edges along pedestrian routes/quayside
- Important visual axes and viewcones
- Impermeable edges
- Spaces that reinforce the stand-alone quality of landmark elements, and/or are important to an historic area
- Areas where the sense of gateway/orientation can be reinforced.
- Development footprint
- Building podium at max height of 12.5 MSL

AREA D & PART OF C: ANALYSIS OF THE ELEMENTS CONTRIBUTING TO PLACE CHARACTER

Figure 7A: 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/pink. (Source base drawings: Baumann & Abrahamse, 2024).

NOTE: The Draft CMP also classifies the location of parcels O, P and a as being within the peripheral area of the V&AW. The peripheral area has limited, if any significance, and could accommodate much of the development pressure related to the role of the V&AW as a primary tourism and hospitality destination.



0m 25 100 200m

KEY:



Clearly identifiable character precincts, providing context/visual-spatial field to key heritage sites



Clearly identifiable character precincts related to the working harbour



Important spatial corridors/open spaces, with new structures to be set back and appropriately scaled.



Built edges creating positive pedestrian/spatial backdrop



Key Heritage Structures



Important visual axes and viewcones



Pedestrian Access Walkway (Unrestricted)

AREA D & PART OF C: KEY HERITAGE INDICATORS FROM PREVIOUS HIAs AND THE CMP

Figure 7B: 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 of proposed work overlaid in dashed red line, with the building footprints assessed in this report highlighted in green. (Source base drawings: Baumann and Abrahamse, January 2024).

2.5 DRAFT SCOPING REPORT: PROPOSED DEVELOPMENT OF THE GRANGER BAY PRECINCT AND RECLAMATION OF LAND AT THE V&A WATERFRONT IN CAPE TOWN, WESTERN CAPE.

This November 2025 scoping report was finalised and advertised for public comment in November/December 2025, and the final Scoping report was endorsed by DEA&DP on 2 March allowing the EIA process to continue. The scoping report shows the new intended extent of development in the adjacent Granger Bay area (Figure 8A & 8B). The proposed development is more extensive than the approved (2018) scheme, and includes greater reclamation from the sea – including two new breakwaters – and includes public access along the shoreline “extending the existing public promenade” (2025: 3).

The Granger Bay Phase 1B sites P,a1/a2 and O have nothing to do with the intended EIA, and vice versa, but the scoping report is noted for context.

These differences allow for improved coastal defence, a more inclusive design, and additional public coastal amenities. An iterative design process was followed, which centred around the design informants outlined in the section. and led to the final concept design in Figure 4-6.



Figure 4-5: Previously approved concept development (V&A Waterfront, 2018)



Figure 4-6 Proposed concept Development (V&A Waterfront, 2023)

Proposed Development of the Granger Bay Precinct and Reclamation of Land at the V&A Waterfront Draft Scoping Report | November 2025



Figure 8A and 8B: The approve and proposed concept development for the Granger Bay precinct. (Source: Infinity Environmental, January 2025).

2.6 COMPILATION OF KEY INDICATORS FOR THE SUBJECT AREA ARISING FROM THE PREVIOUS HIAs AND THEIR CONTRIBUTING SPECIALIST STUDIES, AS WELL AS THE DRAFT CMP

- 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.
- 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 not impede but should rather enhance and consolidate the framed view of Somerset Hospital and the definition of the Breakwater Boulevard corridor.
- 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 walkway.
- The envisioned development of Granger Bay will see the continuation of the public Promenade from Sea Point into the site. The Promenade is a key urban structuring element and proposed development along its edge must respond to and reinforce its predominant character as a public open space.
- Physical heritage assets and character elements in the area include New Somerset Hospital, Fort Wynyard, the Old Kings Warehouse (not visible from the site *per se*, but contributing to the warehouse typology that was extended in the V&A Wharf shopping centre), 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.
- 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 consolidate

fragmented street edges, strengthen street frontage and increase active pedestrian interface along street frontages.

- g) Proposed buildings must respond to their harbour context:
- 1) 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 Portswood Road.
 - 2) Extensions along Breakwater Boulevard should generally match existing heights (Victoria Wharf Shopping Centre, Breakwater Parking garage), and cascade down to the water's edge.
 - 3) The Victorian maritime industrial warehouse architectural character of the Victoria Wharf shopping complex visually dominates the area. Extensions should be responsive to the existing architectural landscape. 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.

2.7 INDICATORS BROUGHT FORWARD FROM THE 2024 VISUAL AND TOWNSCAPE STUDY

The 2024 HIA also set out key visual and townscape indicators and guidelines for the rezoning application for the entire V&A Waterfront Precinct. These are replicated in full below:

- 1) The **Victoria and Alfred Basins** are key to the overall character of the site as harbour. They are also key to the views and vistas obtained within the site. They must be protected.
- 2) Paired with this is the importance of the **relationship of building to quayside and basin edge** and the existing building lines, building heights and architectural patterns of historic buildings around the quayside need to be understood and interpreted in new infill buildings.
- 3) **Important view lines and vistas must be protected**, namely the visual link between the

Time Ball Tower and Noon Gun, views from the edge of Alfred Basin, the View from the edge of Victoria Basin, the views towards Signal Hill from the Amsterdam Battery, the axial view from the Somerset Hospital to the sea, and the Arc of Fire from Fort Wynyard.

- 4) Care must be taken to ensure a **positive skyline response** where newer precincts edge the historic core, and a greater degree of response and interpretation is necessary at these interfaces than, for example, the less fine-grained and -scaled response of the Nedbank building to the Alfred Basin edge.
- 5) The views attained from the V&A Waterfront towards the mountain 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 this visual-spatial relationship.**
- 6) The **graded heritage structures and their graded curtilage areas should be retained and protected**. Additions adjacent to historic precincts must be subsidiary to the historic buildings and must ensure that notable original building fabric is retained.
- 7) The **open spaces between buildings and movement routes that have been identified as significant** are part and parcel of the experience of the townscape and its views, and must be retained and reinforced to ensure townscape patterns are strengthened.
- 8) The **visual and spatial predominance of landmarks** must be protected.
- 9) The buildings within the historic core are notable for their **consistently linear grain, form, roofscape and typology**. They are typically long, rectangular structures with narrow widths. New development within the historic core should respond to the prevailing building pattern.
- 10) 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.

3. THE RECEIVING ENVIRONMENT (BASELINE ASSESSMENT)

The townscape character of a place is made up of an interplay of the “distinct and recognisable pattern of elements that occurs consistently in a particular type of landscape, and how this is perceived by people. It reflects combinations of geology, landform, soils, vegetation, land use and human settlement” (UK Institute of Environmental Management and Assessment). Taken together, these elements make up the essential place character of a site.

3.1 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 - Figure 4).

This iconic settling 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 (Figure 9 and 10).

Below the encircling range of Table Mountain, Devil’s 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 Portwood Ridge, which naturally forms 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 – see Figure 11).

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 Portwood Ridge, and its extension as the Breakwater into the bay itself (Figure 13).

Therefore, the physical location of the site underpins its predominant character as the meeting point of the sea, the port and the city - Figure 12.

In addition, the Portwood Ridge generally divides the V&A site into a section of shelter, and one of exposure



Figure 9: Francois Valentijn’s drawing of the approach to Table Bay, drawn in 1726, “‘Oud en Nieuw Oost-Indiën’ van François Valentyn”. (Source: <https://www.atlasofmutualheritage.nl/en/page/412/view-of-cape-town>).



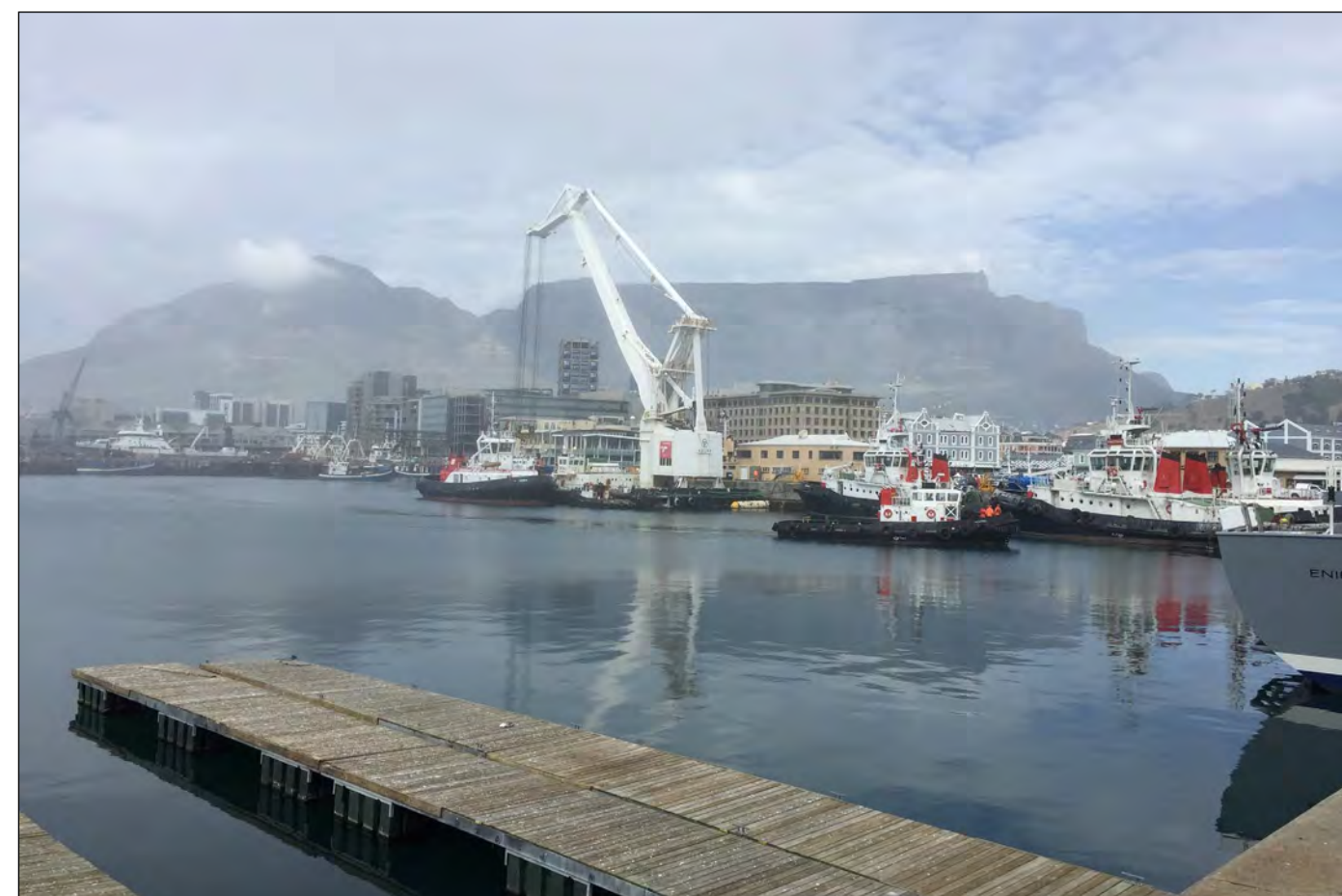
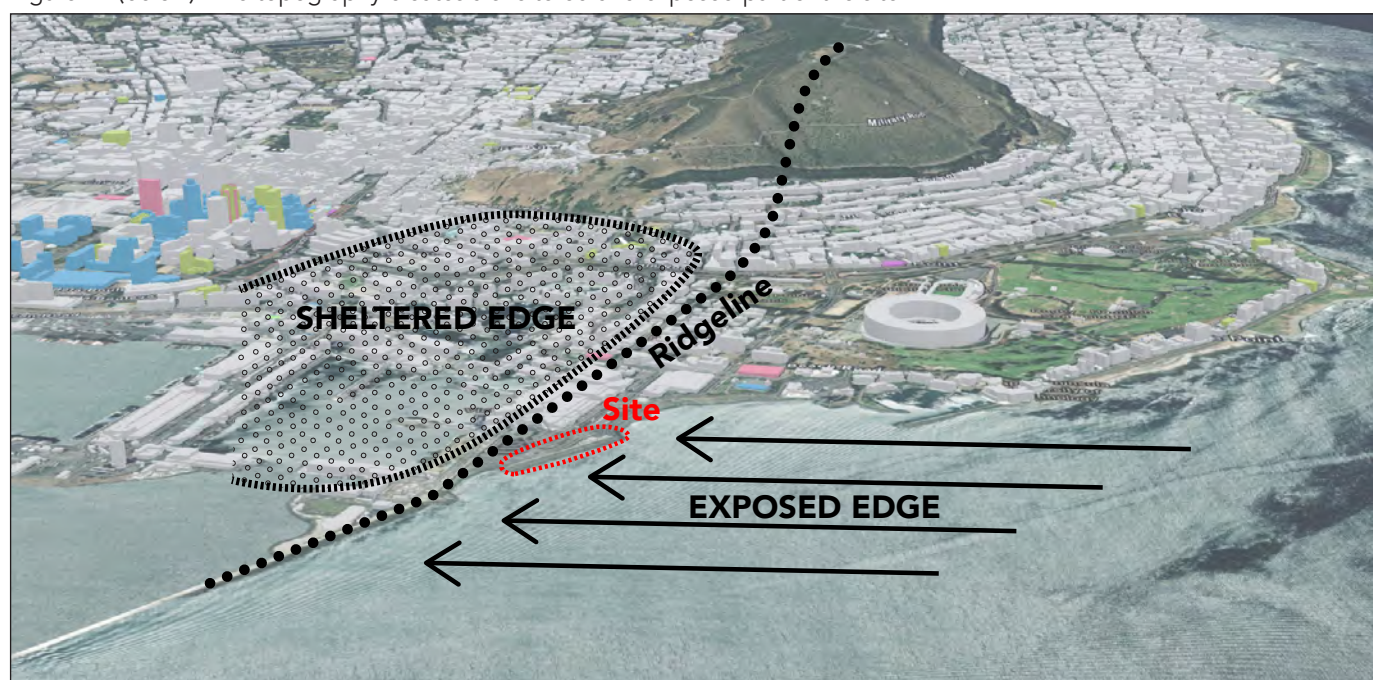
Figure 10: George Washington Wilson’s photograph of the approach to Table Bay, taken from on board a vessel in 1896. (Source: <https://wellcomecollection.org/works/n5prw266>).



Figure 11: 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).

Figure 12 (bottom left corner): The physical location of the V&A Waterfront visually underpins the site as the meeting place between the sea, the port and the city.

Figure 14 (below): The topography creates a sheltered and exposed part of the site.



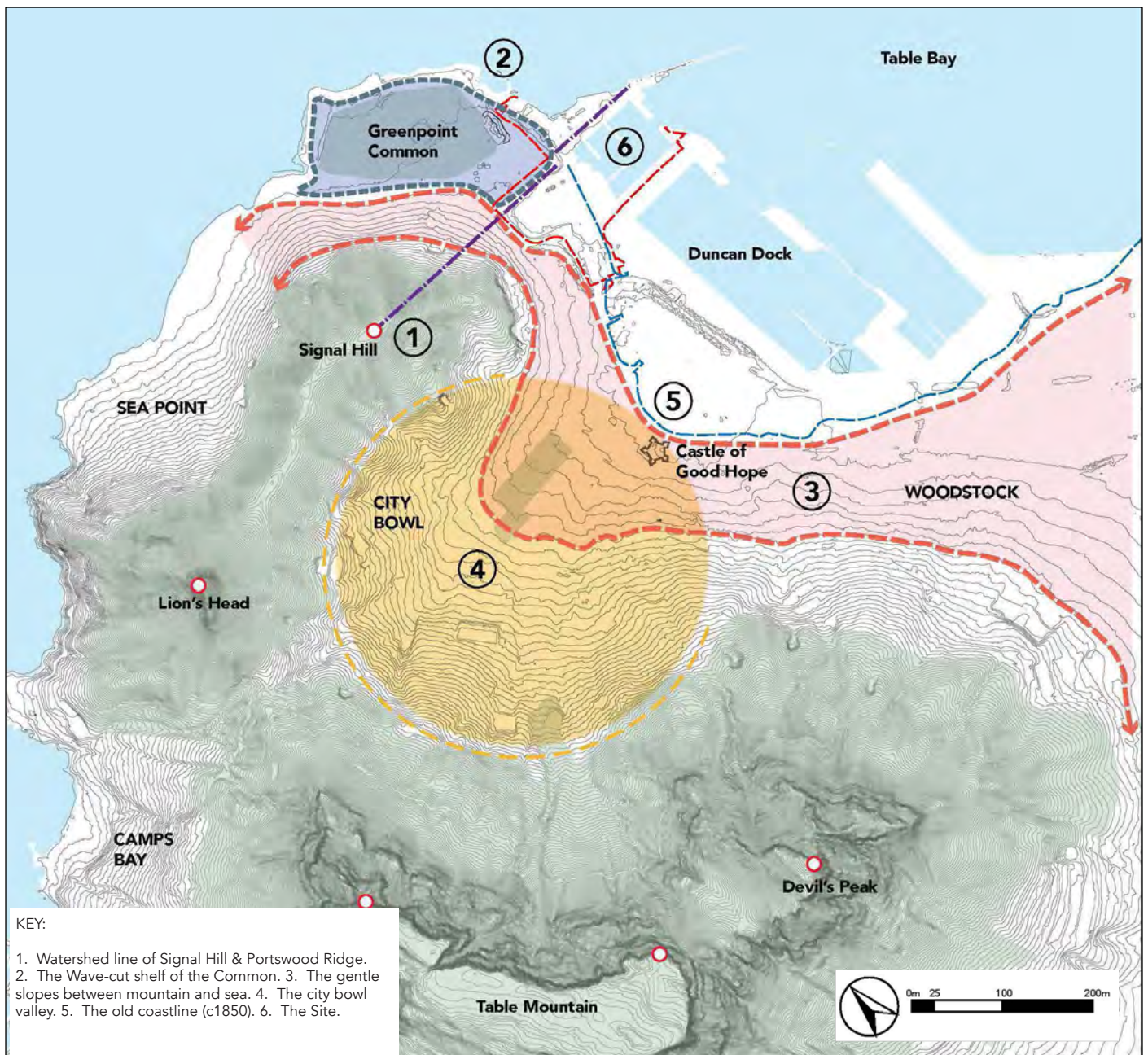


Figure 12A: The V&A is located between the sea, the wave-eroded coastal shelf to the west, the bowl-shaped, convex valley to the westward the mountain backdrop to the whole. Bisecting the site is the apex of Signal Hill, the watershed line of the Portswood Ridge, and its extension as the Breakwater into the bay itself.



Figure 12B: The V&A is located within this flattened coastal "band".

to the natural elements (wind, waves etc.) Figure 14. 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 as 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 defense, slavery and incarceration, a place of arrival and distribution, of maritime trade and development.

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

The V&A Waterfront is located on the edge of the 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 a flattened coastal “band” along the sea edge, through which railway lines and the major highways have been threaded (Figure 12A). However, as the 2024 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 (Figure 15A, 15B and 15C), 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 16). Instead, the “townscape setting” is perceived to be Greenpoint.

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 18). This also accounts for the fact that the most significant viewpoints of the site are from the sea (not widely experienced, 17A) 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 (Figure 17B, 17C, 17D and 17E).

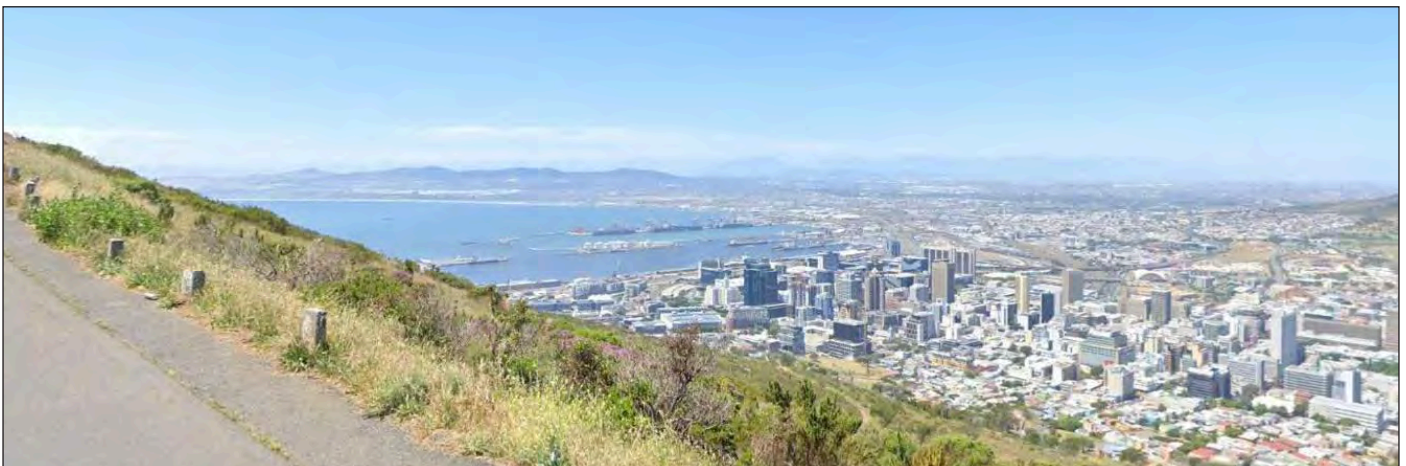


Figure 16: Due to the convex form of Signal Hill, the V&A Waterfront cannot readily be perceived together with the city when viewed from the south. (Source: Google Streetview).



Figure 15A: The V&A Waterfront seen from Signal Hill, c1880 (Source: KAB AG 4122).



Figure 15B: The V&A Waterfront seen from Signal Hill, c1903 (Source: KAB R1647).



Figure 15C: A recent photograph of the V&A Waterfront seen from Signal Hill, late 2023.



Figure 17A: 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 17B: The V&A Waterfront seen from Philip Kgosana Drive incoming.



Figure 17C: The V&A Waterfront seen from Woodstock.

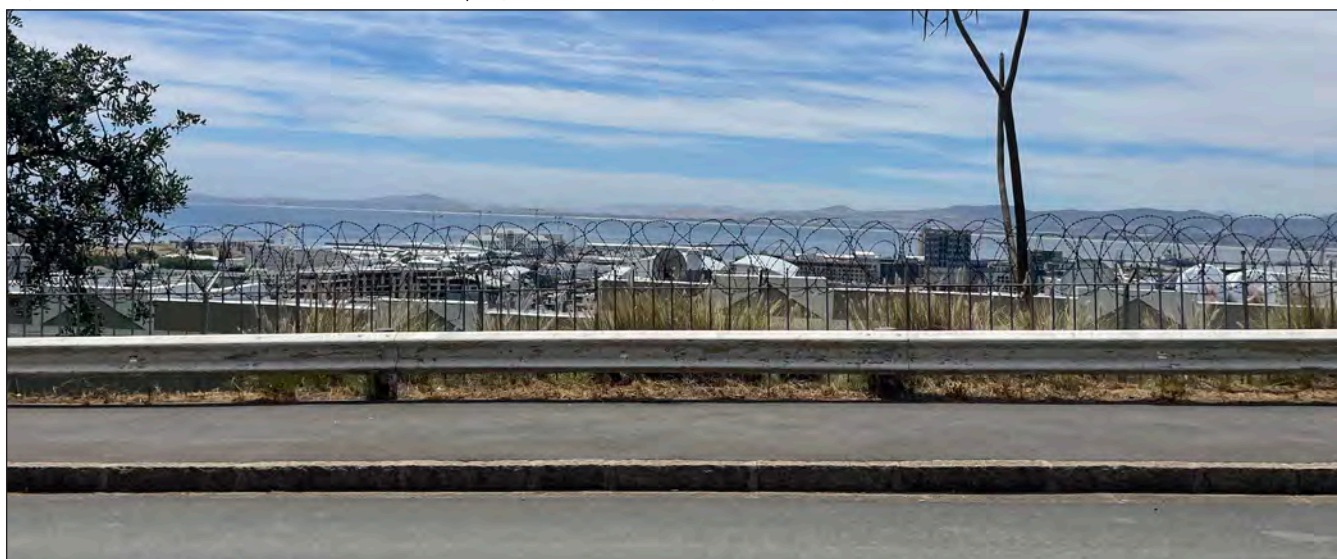


Figure 17D: The V&A Waterfront seen from High Level Road.



Figure 17E: The V&A Waterfront seen from the elevated freeway.

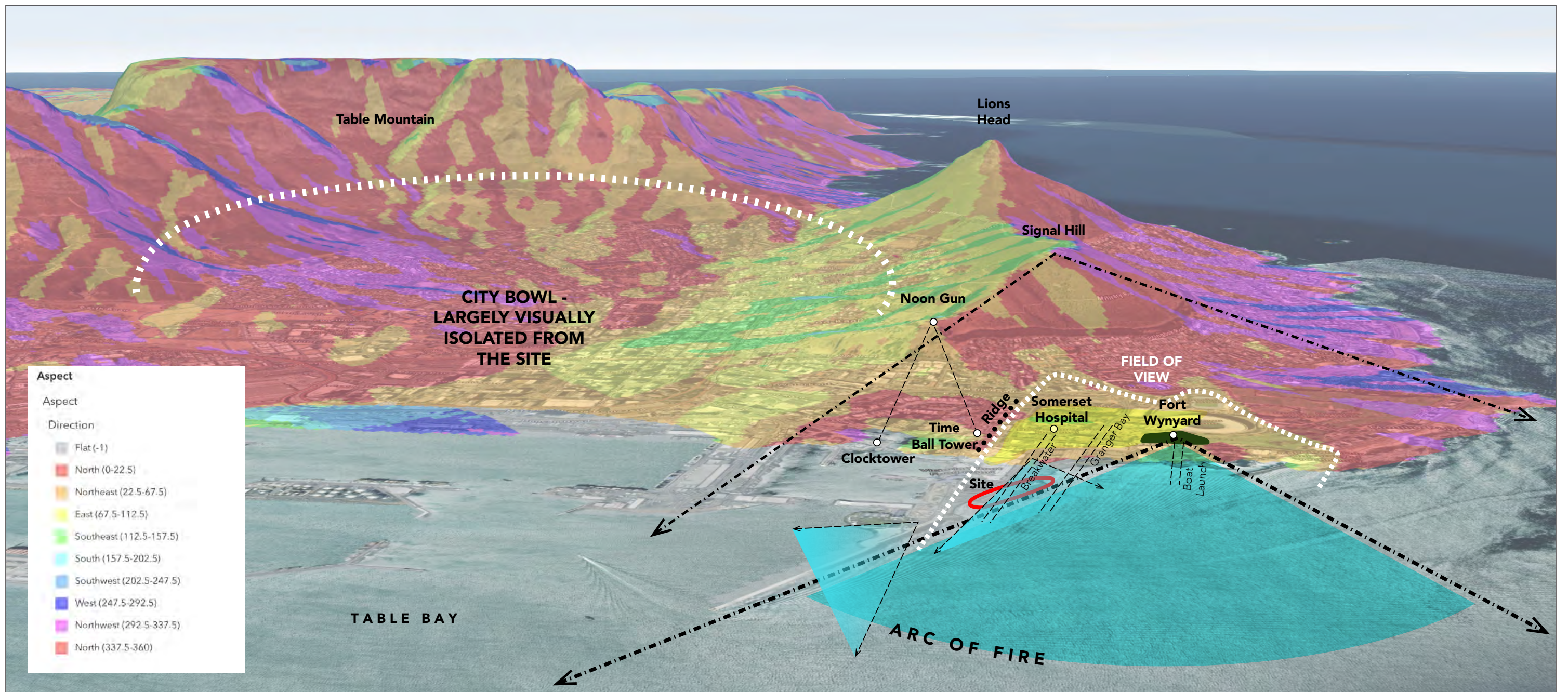


Figure 19 (below): The projecting nature of the breakwater means that it is visible from farther afield than the rest of Granger Bay. The location of the views 17B to 17E are referenced on the diagram below. (Source for basemap: Cape Farm Mapper).

Figure 18A (above): 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).

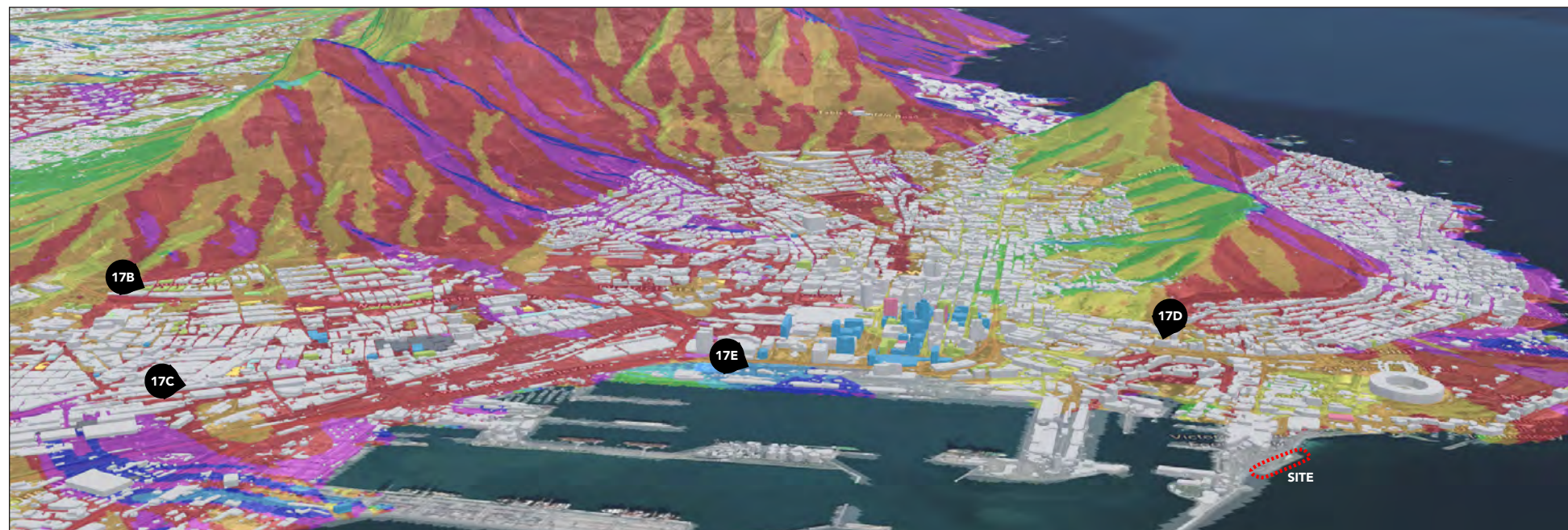
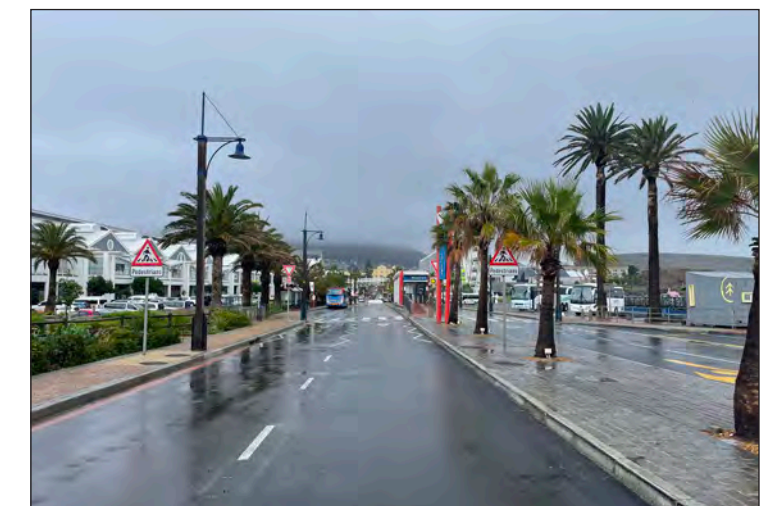


Figure 21: Looking towards Somerset Hospital and Signal Hill.



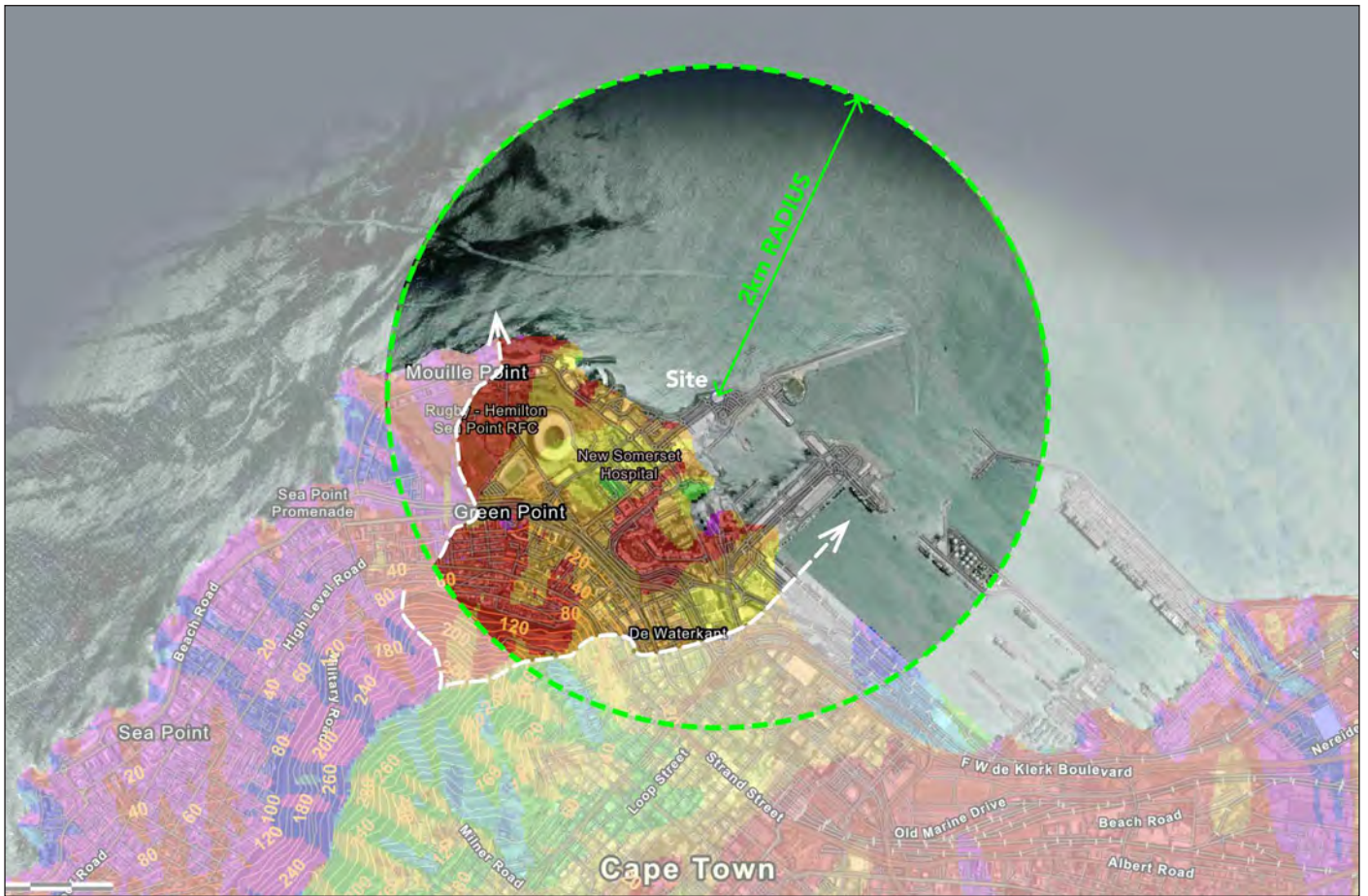


Figure 18B: The extent of the local site, tempered by “field of view” considerations. The mapping of the aspect and contours for the area clearly shows the relative visual isolation of the site from the City Bowl, as well as from the Atlantic Seaboard. (Source for basemap: Cape Farm Mapper).

3.3 Identification of Scenic Resources at the Scale of the Site

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 towards 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.

See Figure 20A - 20F and Figure 21A - 21I.

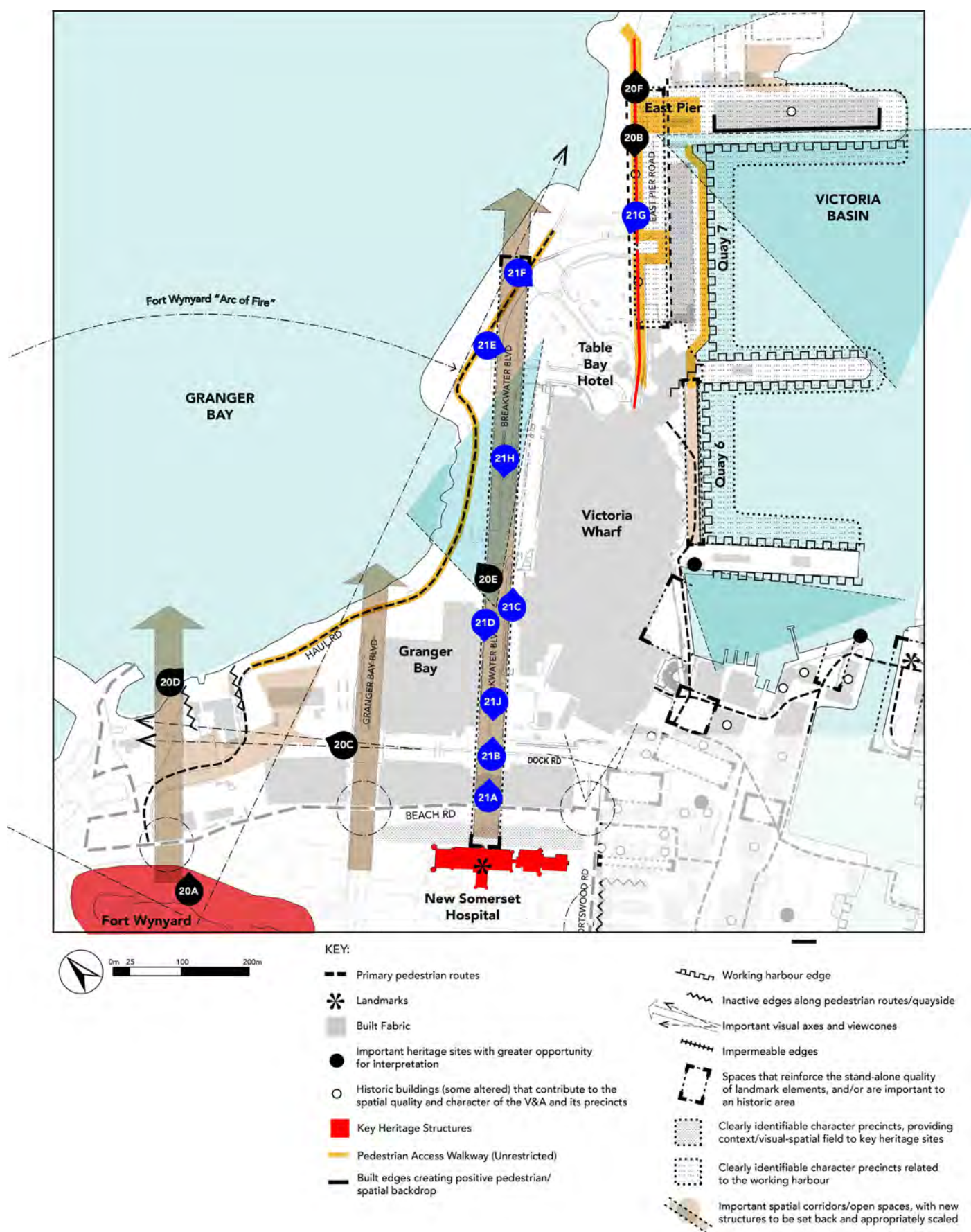


Figure 20G: Key for the identification of scenic resources and areas in and around the site.



Figure 20A: The view from Fort Wynyard across Table Bay is protected. (Source: David Hellig and Abrahamse, July 2014).

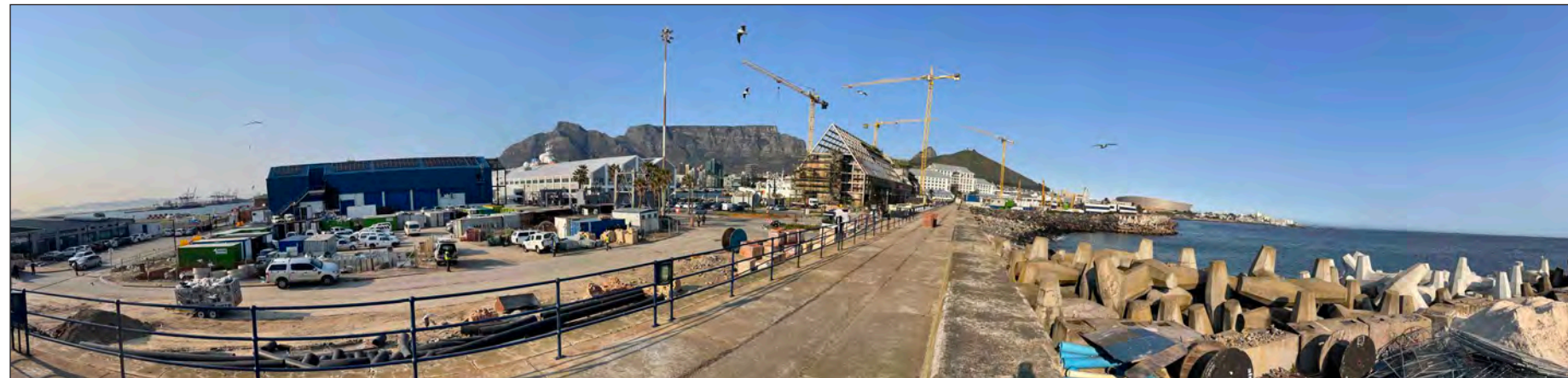


Figure 20B: Views attained from the Breakwater allow for strong visual connections between Table Bay and the Mountain Range - key to Cape Town's sense of place.

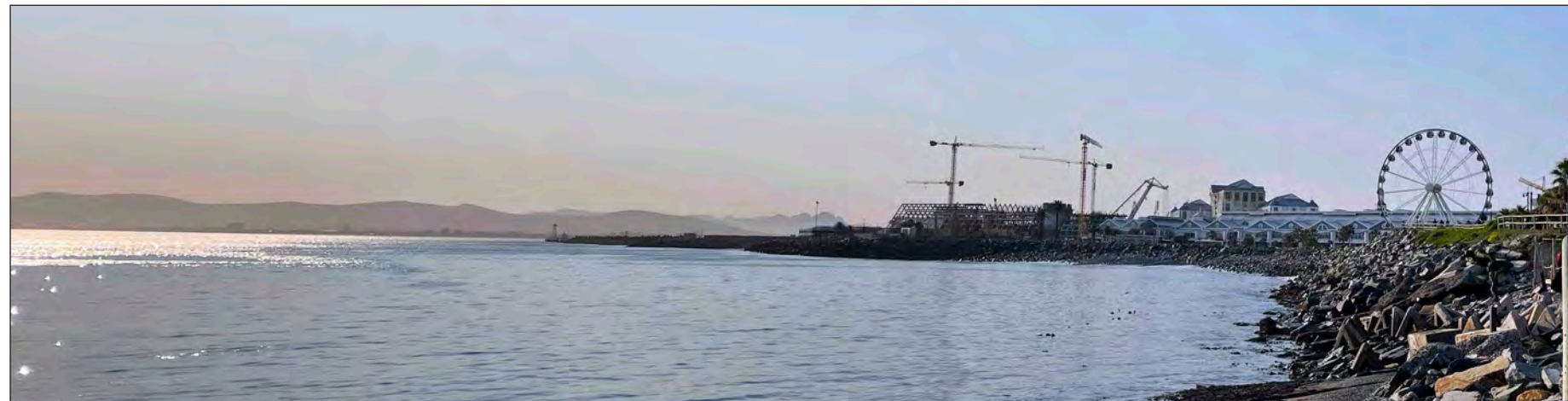


Figure 20D: The view from Granger Bay eastwards towards the breakwater precinct is the dominant view from the east, also attained along the coastal pedestrian path.

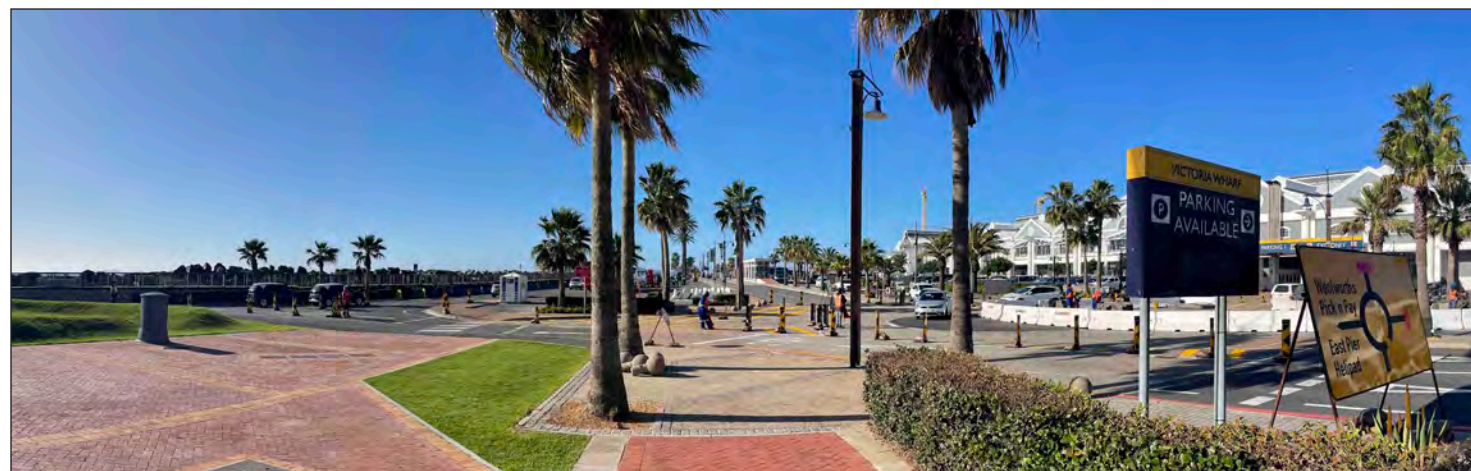


Figure 20E: At the mid-point on Breakwater Boulevard, views open westwards and the dolosse revetment becomes discernible as coastline.

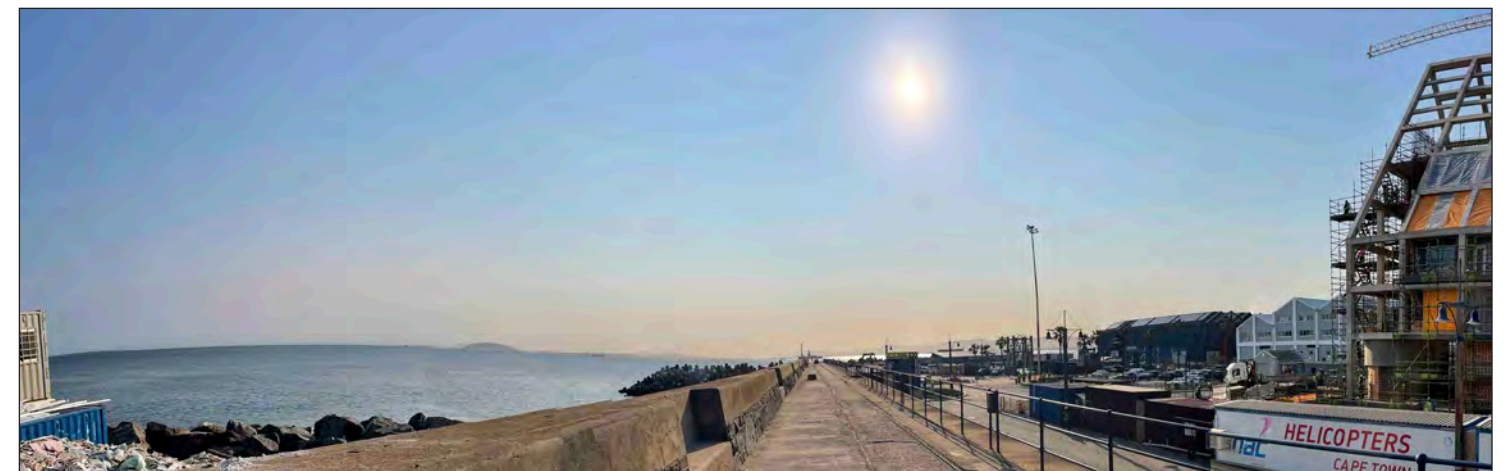


Figure 20F: Views from the Breakwater Wall towards Table Bay allow for a sense of placement and orientation within the bay.



Figure 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 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 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.

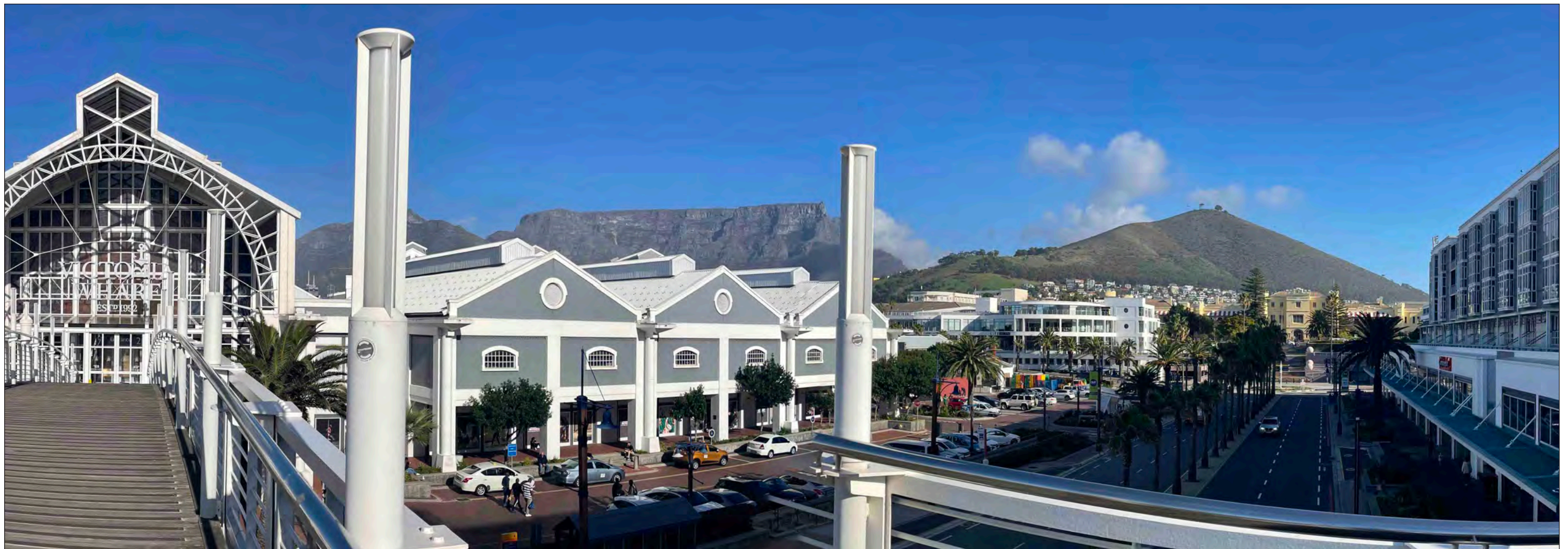


Figure 21D: View from the same vantage looking southwards down Breakwater Boulevard towards the Hospital, which sets up the axis.



Figure 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.

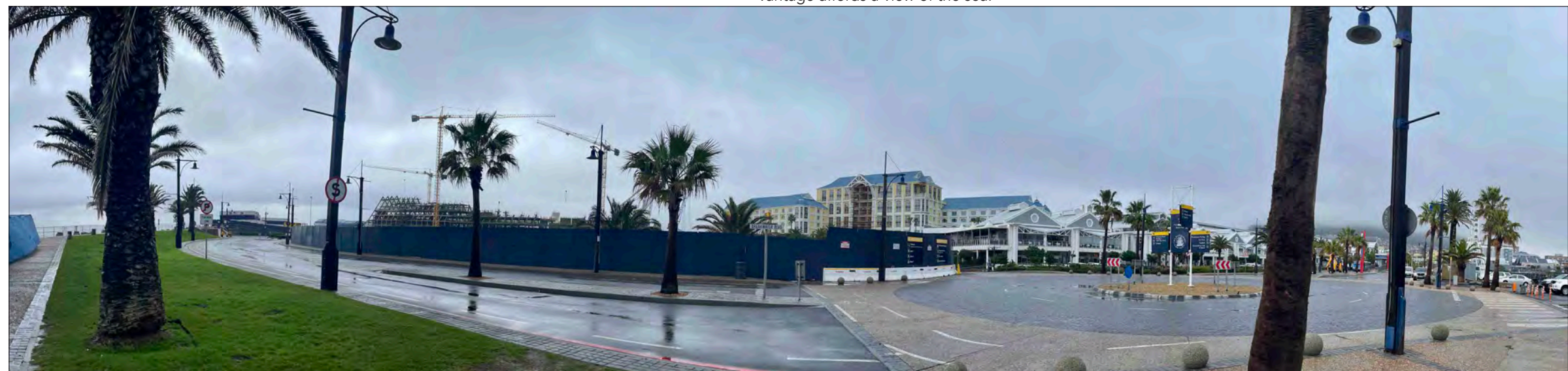


Figure 21E: View from the circle at the roadway to the Table Bay Hotel. Although Signal Hill is covered in cloud in this image, the “frame” set up by the Quay 7 hotel building (under construction) and the Table Bay Hotel is evident. The promenade-like qualities of the walkway along the coastal edge are also apparent.

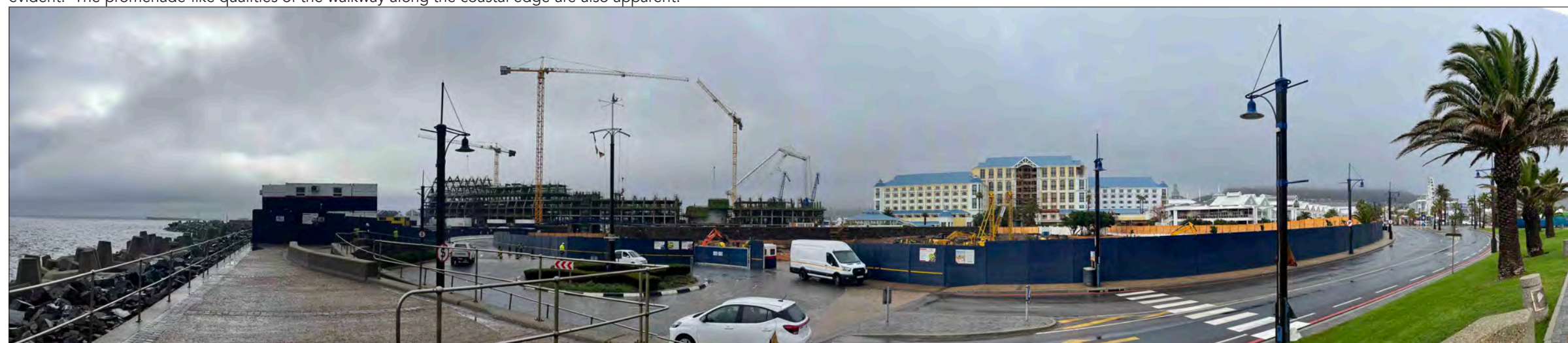


Figure 21F: View from the elevated coastal walkway in front of the Table Bay Hotel. Although Signal Hill is covered in cloud in this image, the “frame” to the subject site that is set up by the Quay 7 hotel building (under construction) and the Table Bay Hotel is evident. The promenade-like qualities of the walkway along the coastal edge are also apparent.

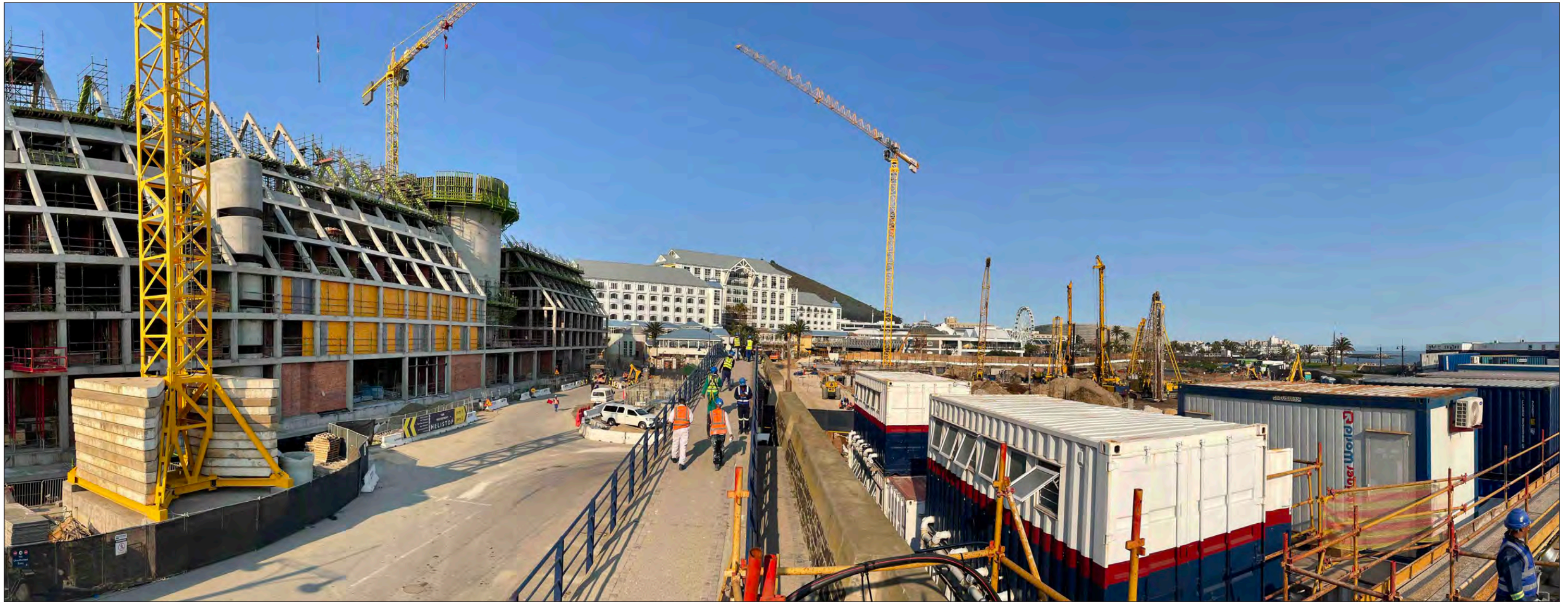


Figure 21G: View from the Breakwater Wall looking over the site (with a basement being constructed). Signal Hill, the Cape Wheel and Cape Town Stadium are visible, as is Granger Bay. To the east, the Quay 7 Hotel blocks views towards Victoria Basin and Table Mountain.



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



Figure 21J: At the bottom of the steps on Breakwater Boulevard looking towards Somerset Hospital and Signal Hill.

3.4 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.

As Cullen noted, “a city is a dramatic event in the environment”, and so the townscape setting of the site is already a dynamic one, and full of contrasts.

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 to enhance the overall sense of place. The patterns of the V&A that are significant to this part of the site include:

- The location of the site at the waters’ edge along Table Bay;
- The location of the site adjacent to the city centre;
- The location of the site 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 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, viewcones, focal points, edges, repetition and so on.

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

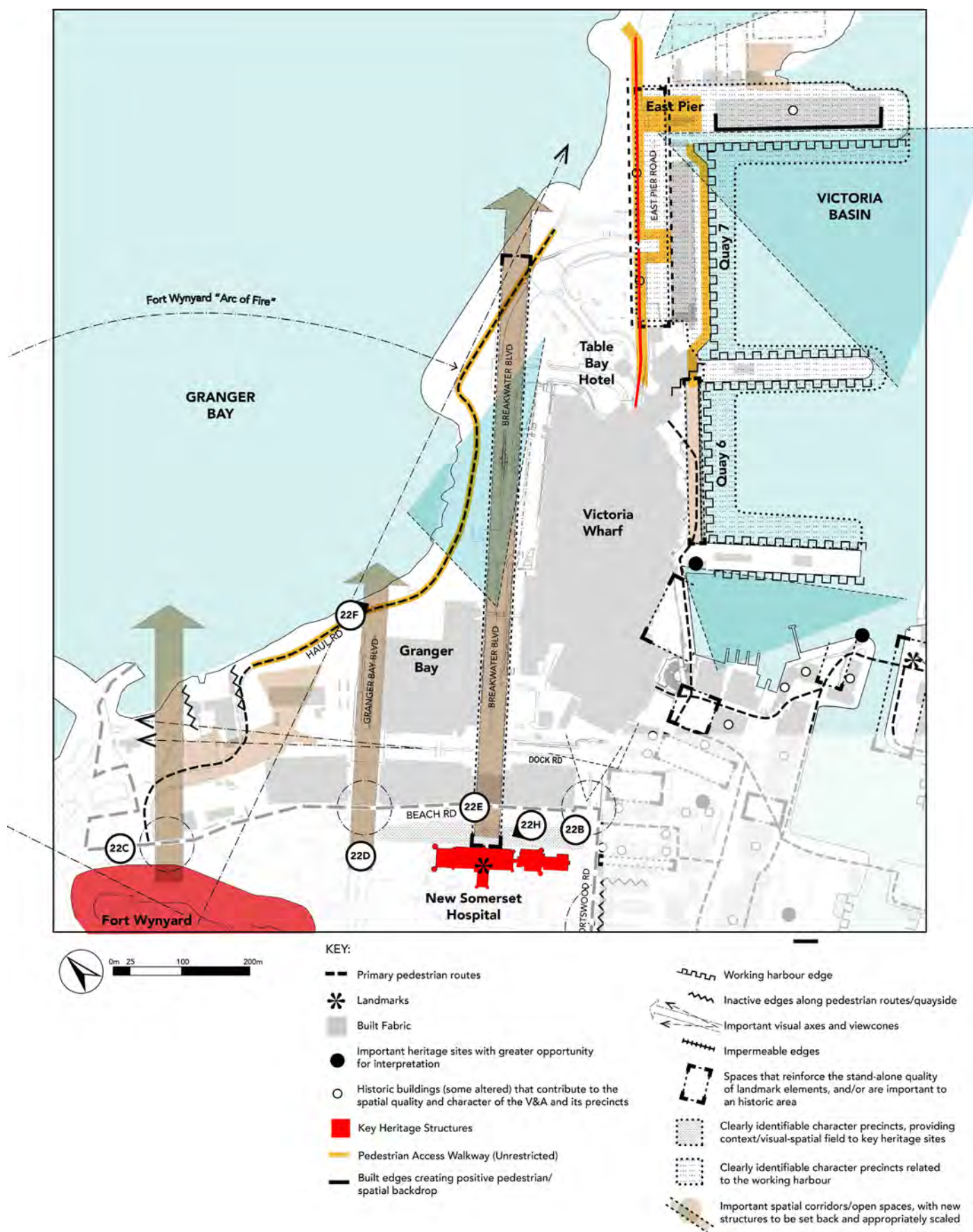


Figure 22A: The identification of key townscape elements in and around the site.



Figure 22B: The gateway at Portwood Road and Dock Road is historic, and defined by the old Breakwater Prison wall. This vantage does not offer a sea view, but it does allow for views towards Signal Hill. The Victorian buildings set against the wall create local landmarks of historic character.

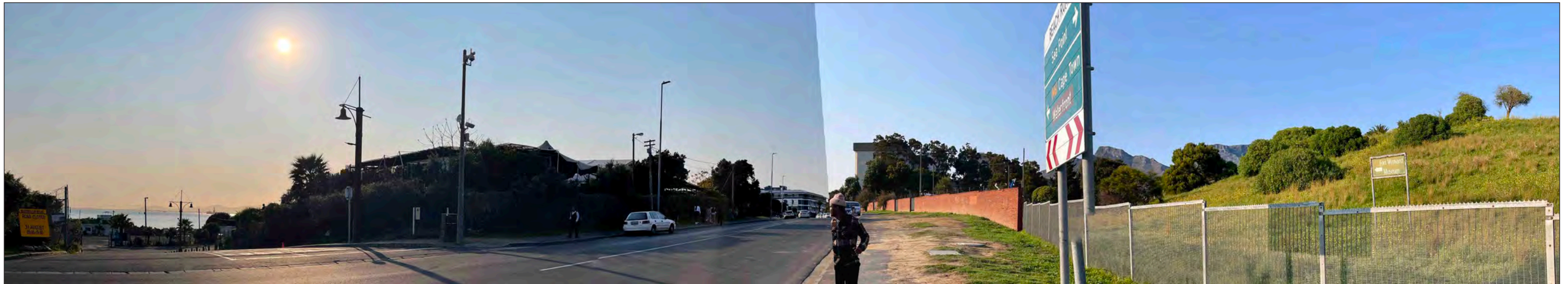


Figure 22C: The gateway at Fort Wynyard is not a positive urban space. Aside from the glimpse of Grange Bay and Table Bay that it offers, it is "uncelebrated" with little sense of arrival.



Figure 22D: Granger Bay Boulevard does offer glimpses of Table Bay as one moves along it, but is also lacking in positive urban treatment of edges that would suggest this as anything other than a vehicular gateway into the V&A.

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/Seapoint 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 22E: Somerset Hospital is a stately landmark and a major organising townscape element for the precinct.



Figure 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.

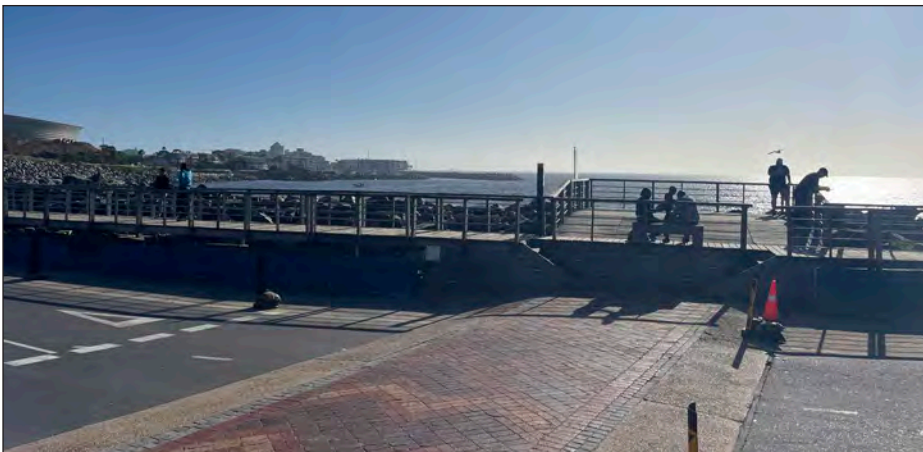
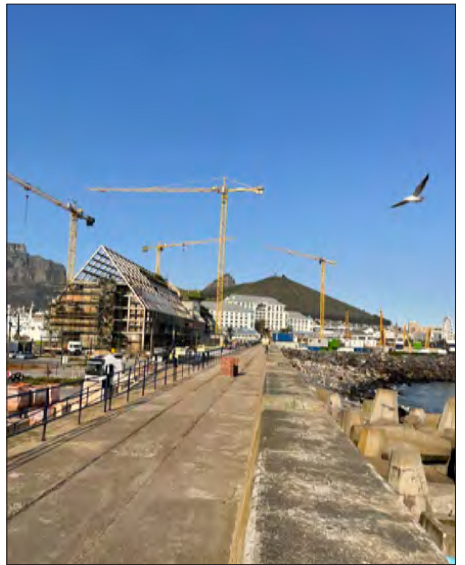
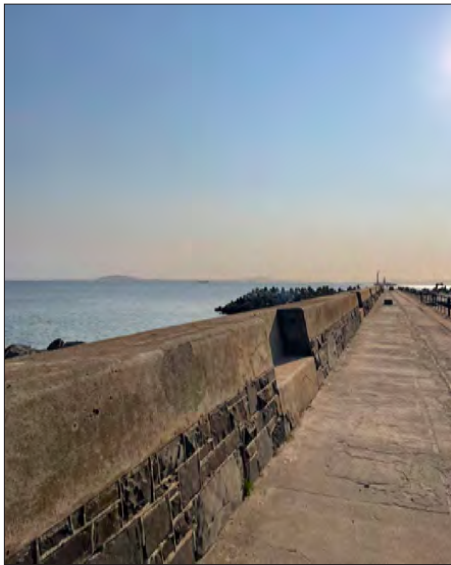


Figure 22G: The best pedestrian experiences in this part of the V&A waterfront after highly textured environments (dolosse, stonework, planting and paving) with views over the water. The built fabric offers the poorest pedestrian environments, often with inactive edges or edges that favour the vehicle over the pedestrian (see bottom right image).

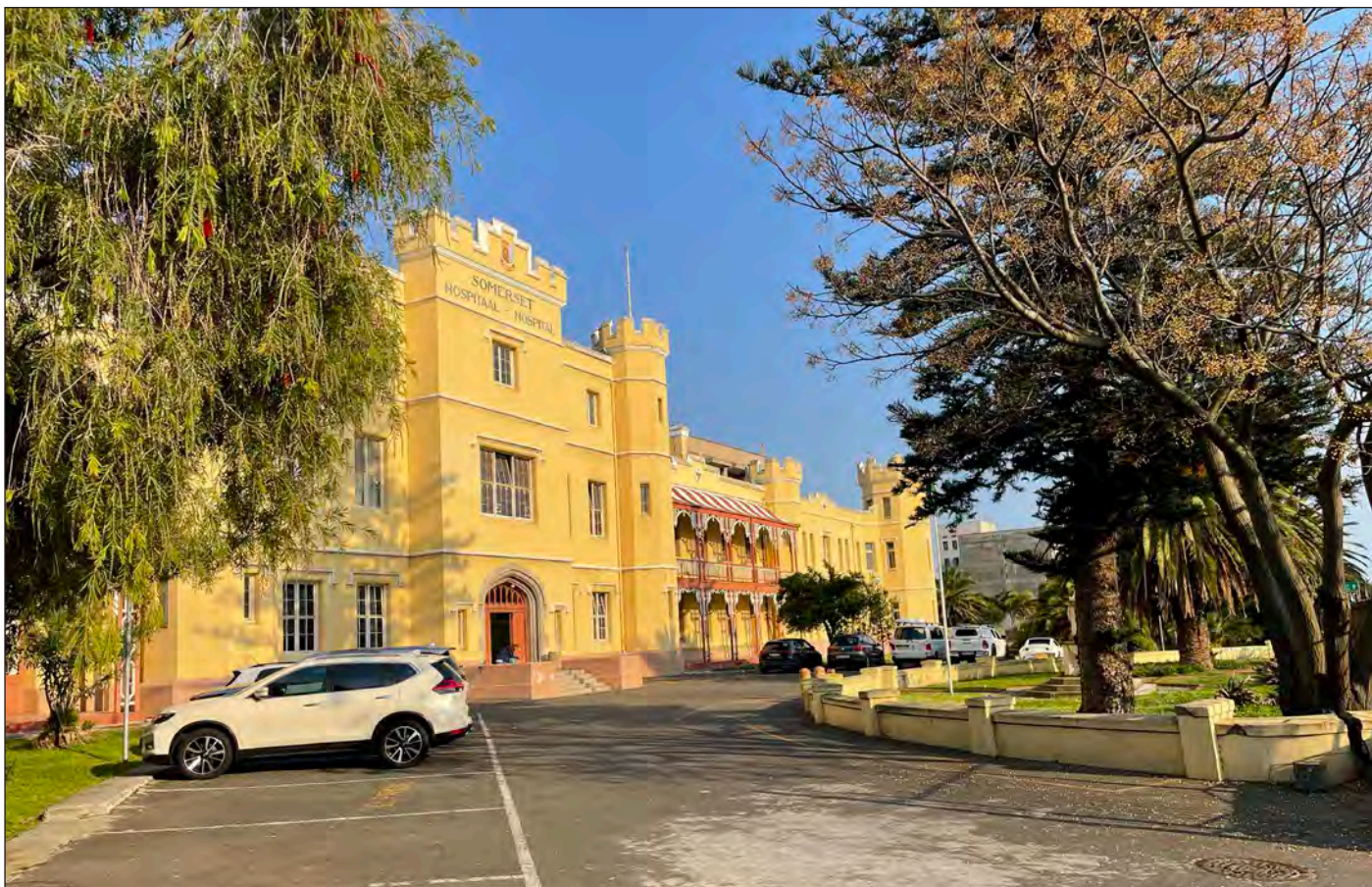


Figure 22H: The forecourt of Somerset Hospital offers one of the few formal spaces within the precinct, albeit outside of the V&A waterfront boundaries that is well landscaped.

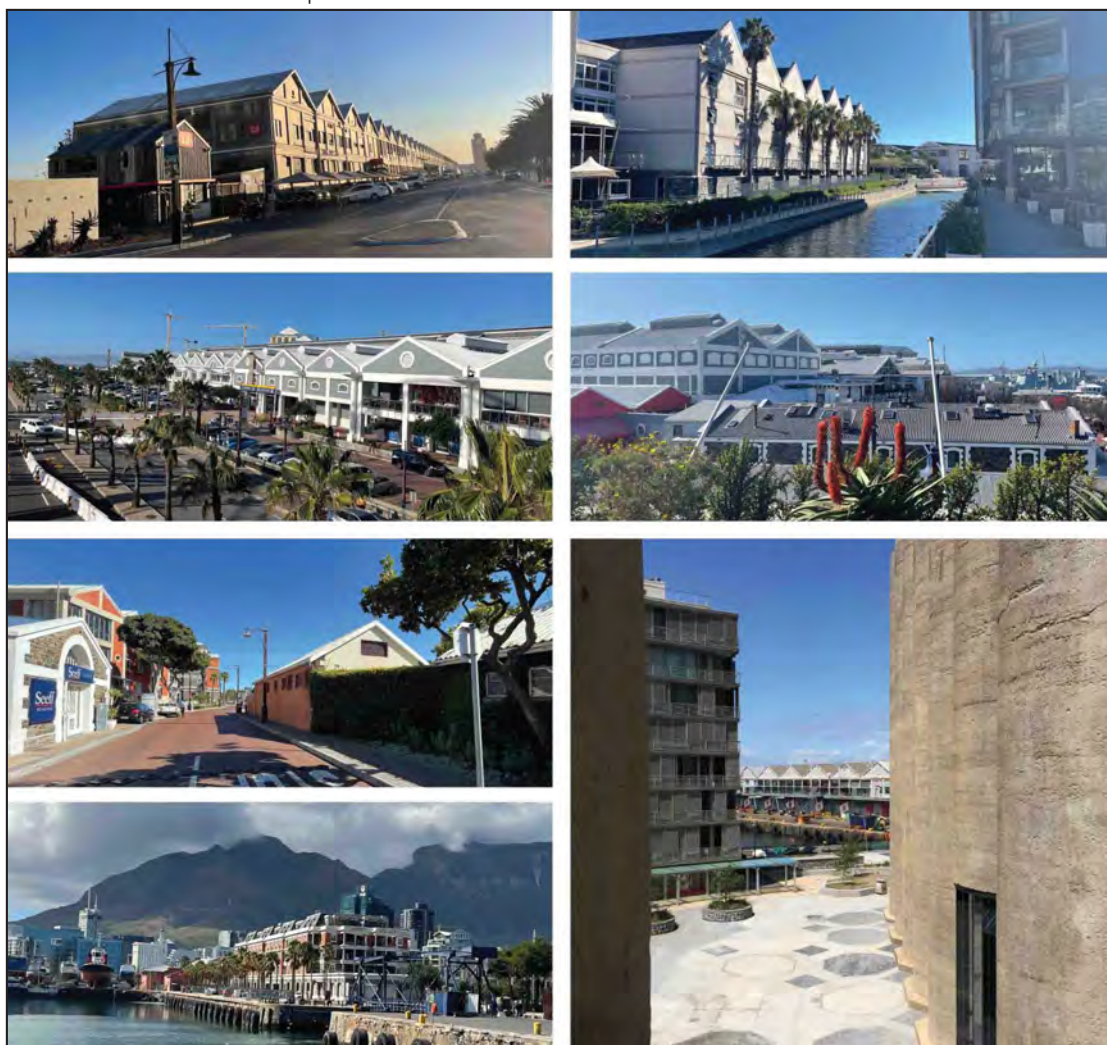


Figure 22I: The architectural character of the precinct.

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 co-incides with the major viewcone 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 oversail 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.
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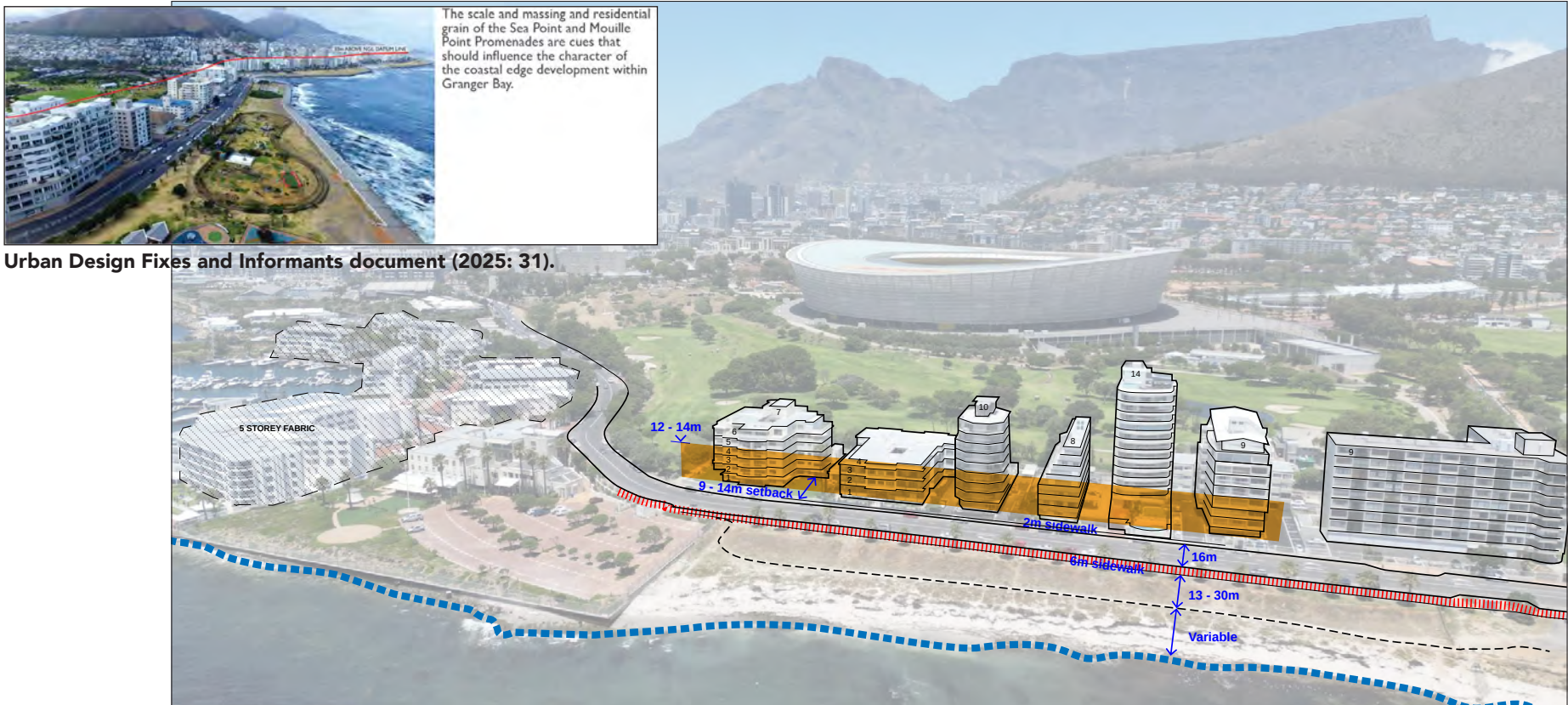


Figure 22J: Analysis of the qualities of the promenade closest to Granger Bay, as the Urban Design Fixes and Informants document (2025) identifies the Sea Point and Mouille Point public promenade as providing cues that should influence the character of the coastal edge development within Granger Bay (Source base image: Google Earth Pro).

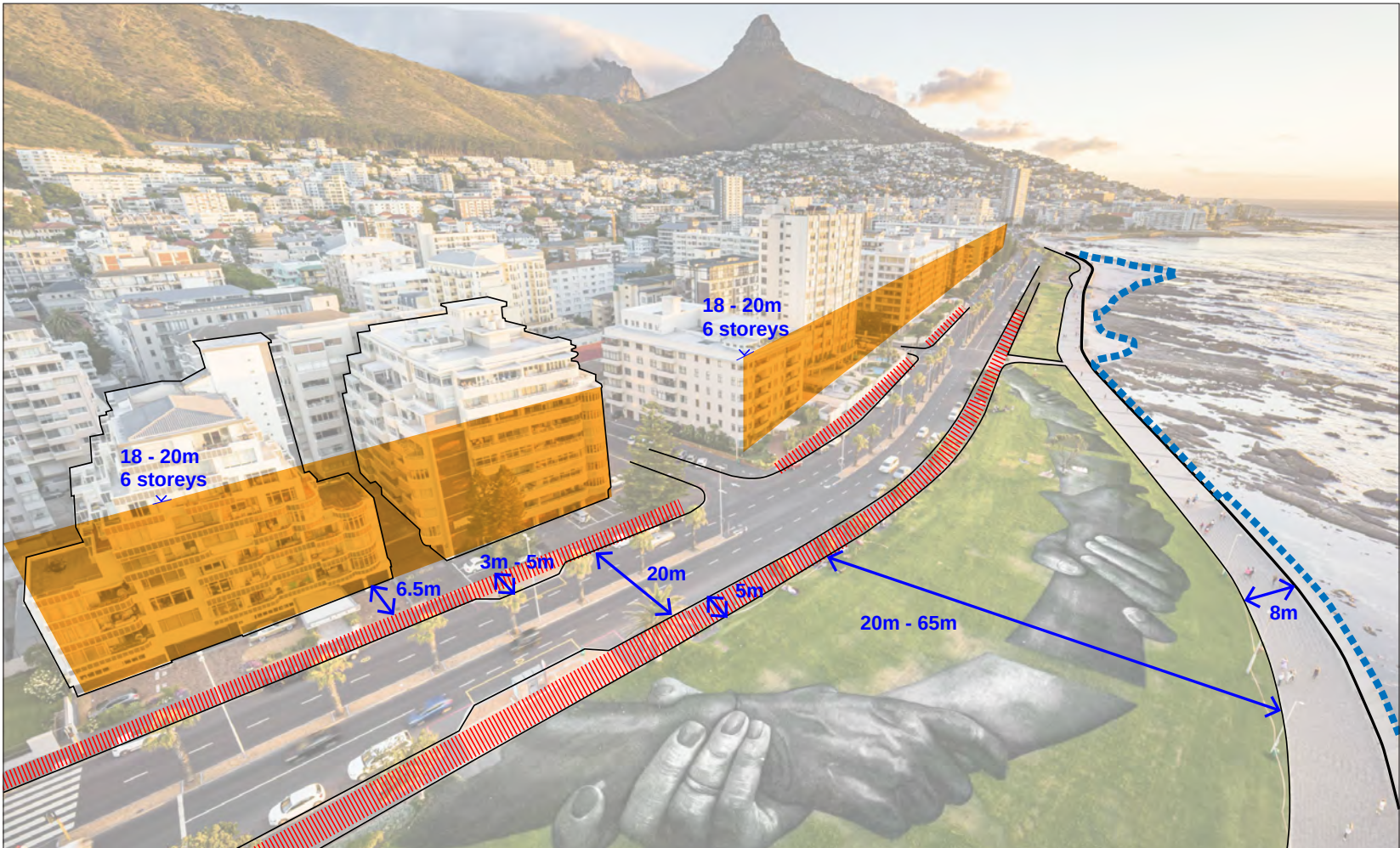


Figure 22K: Analysis of the qualities of the promenade along Beach Road in Sea Point, as the Urban Design Fixes and Informants document (2025) identifies the Sea Point public promenade as providing cues that should influence the character of the coastal edge development within Granger Bay. (Source base image: https://www.capetown.travel/corporate-resources/content-library/#google_vignette).

Components of the Promenade:

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

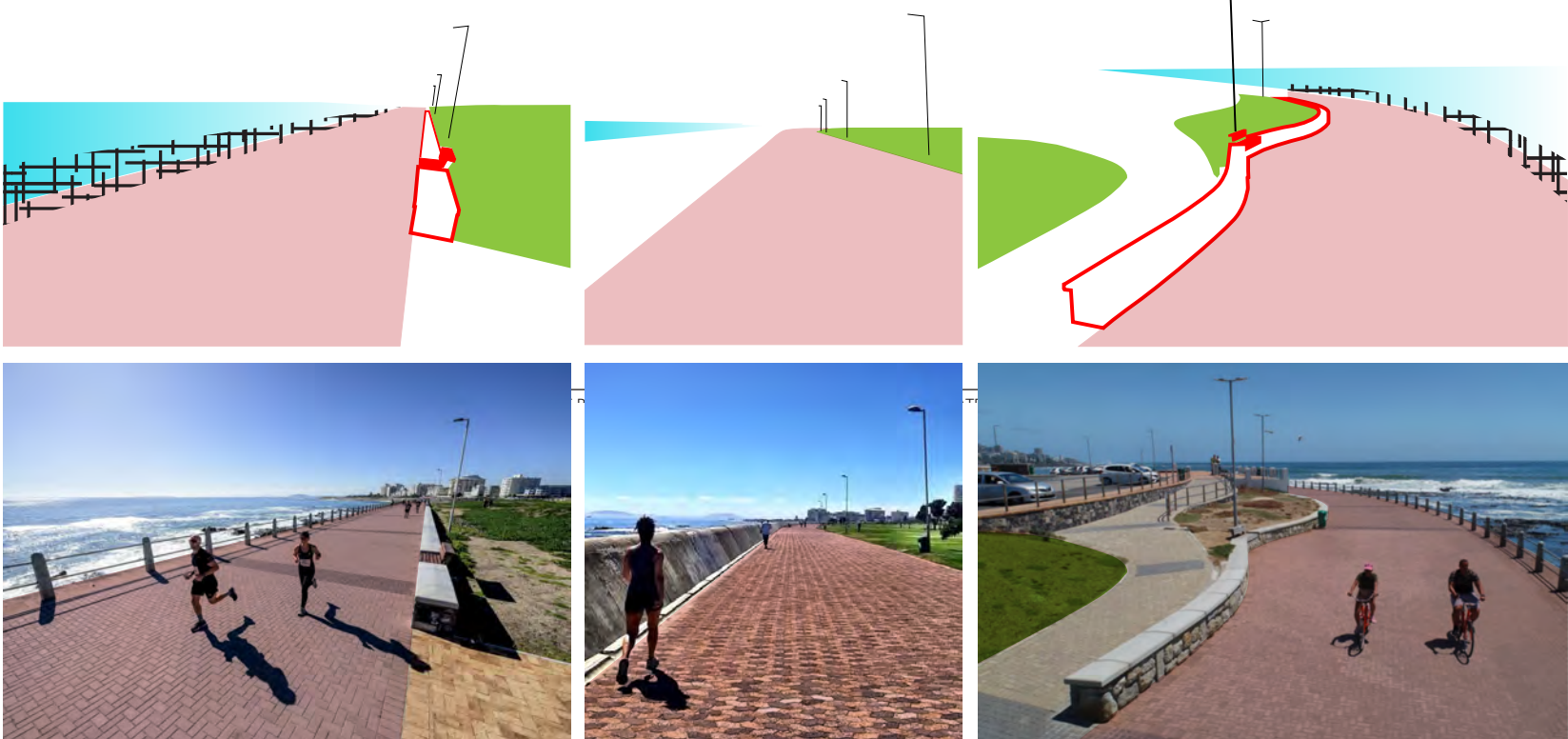


Figure 22L: Analysis of the components of the promenade along Beach Road in Sea Point, as the Urban Design Fixes and Informants document (2025) identifies the Sea Point and Mouille Point public promenade as providing cues that should influence the character of the coastal edge development within Granger Bay. (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/>).

3.5 Identification of Scenic Resources and Sensitivities at this Scale

The key visual relationships across the site have already been discussed but are isolated below.

Underpinning physical landscape	This part of the coastline forms part of a wide, wave-cut coastal platform. All of the land making up the site (O, P and a1/a2) 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 Portswood 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. In the vicinity but not on the site itself, 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 “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” (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.

Therefore, the visual constraints of the site largely relate to impacts to the 5 visually sensitive elements identified above.



The major opportunity of the site is as follows: 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 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).

4. THE TOWNSCAPE AND VISUAL CHARACTER OF THIS PART OF THE V&A WATERFRONT.

This precinct, whilst largely falling within the Periphery Area identified in the CMP (Figure 23), 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 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 Fort Wynyard, 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 in this part of the City, and this must be responded to (Figure 24).



Figure 24: 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.

It is important to state that the baseline character of the site, therefore, is one of fairly **LOW heritage significance**, as well as being one of poor visual identity.

The underutilized and derelict nature of the site from a visual perspective can be attributed to:

- The relatively recent reclamation of the land,
- The ad hoc installation of dolosse and other means of coastal edge protection in the area,
- The relatively recent transfer of the land from purely harbour-related uses to commercial and recreational uses, with the wider site becoming a local, national and international work, shopping and tourism

destination, but with this portion of the site utilized only for at-grade parking until this juncture.

Thus, the baseline visual significance of the existing site is LOW, and the sense of place contribution of the site to the wider area is also LOW.

Given the foregoing, the site, as it currently stands, is assessed to be one of **VERY LOW ENVIRONMENTAL SENSITIVITY AND HIGH RESILIENCE**. It therefore has the capacity to absorb and withstand disturbance and alteration, and could consequently accommodate higher levels of disturbance without significant degradation to the character of the site and its environs.

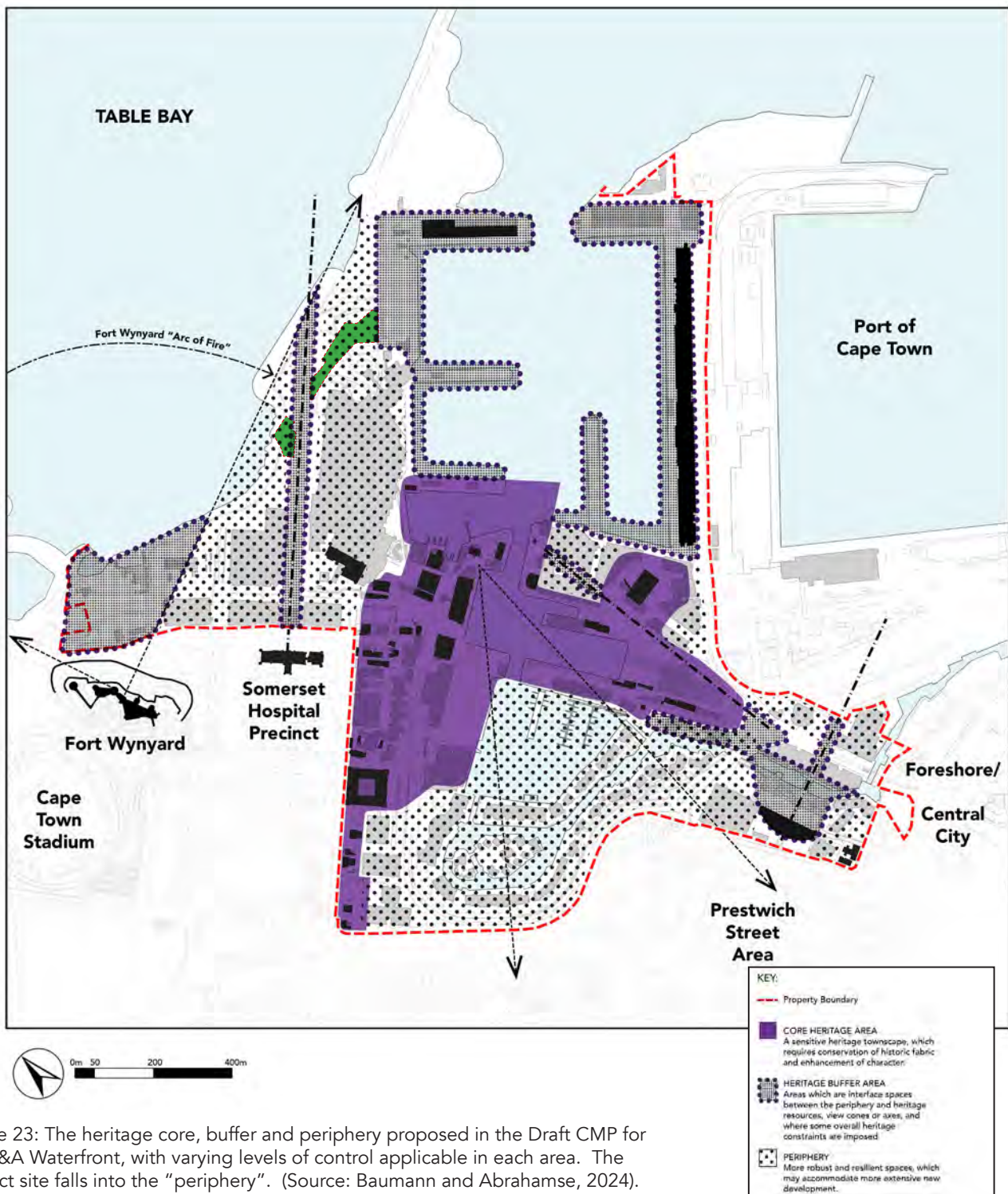


Figure 23: The heritage core, buffer and periphery proposed in the Draft CMP for the V&A Waterfront, with varying levels of control applicable in each area. The subject site falls into the "periphery". (Source: Baumann and Abrahamse, 2024).

5. HERITAGE INDICATORS AND GUIDELINES RELATED TO VISUAL AND TOWNSCAPE SIGNIFICANCES IN AND AROUND THE SITE.

VISUAL INDICATORS:

- **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.
- 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 **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.
- 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 the 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.
- 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 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 **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 **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 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.
- 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.**

TOWNSCAPE INDICATORS:

- 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.
- 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.
- 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 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.**

6. THE DEVELOPMENT PROPOSAL

6.1 KEY PRINCIPLES FROM THE URBAN DESIGN FRAMEWORK

The proposed development of Breakwater North, including of parcels a1/a2, O and P, has been subject to detailed Urban Design Informants drafted by the V&A Waterfront's Urban Designer, Barbara Southworth, and her team.

The resultant Design Guidelines 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.

The broader Phase 1 development, of which "Phase 1B" forms a part, 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 parcels 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.

See Figure 24A.

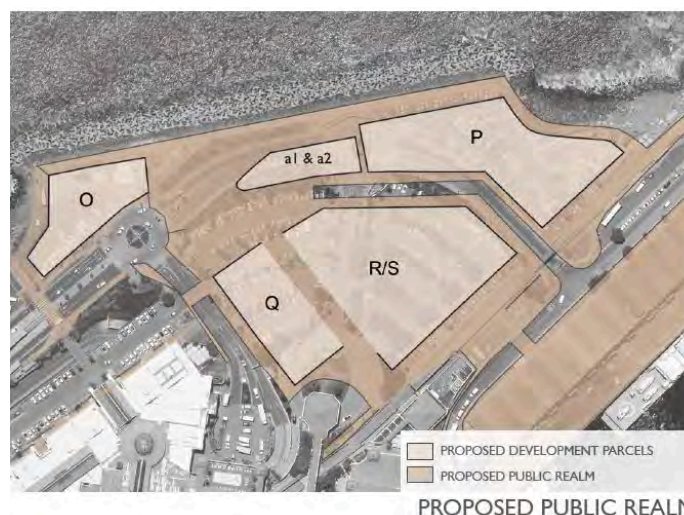


Figure 24A: The proposed development concept and its public realm, with parcels O, P and a1/a2 being considered in this study. (Source: V&A Waterfront, 2025).

6.2 FIXES, INCLUDING HERITAGE FIXES

Key Design Guidelines identified in the Urban Design Framework are:

1. The view axis down Breakwater Boulevard linking Somerset Hospital and the Atlantic Ocean is to be respected.
2. A 10m wide building setback along Breakwater Wall is to be maintained.
3. Seamless pedestrian connections between existing and proposed buildings and spaces.
4. Pedestrian priority, with 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.

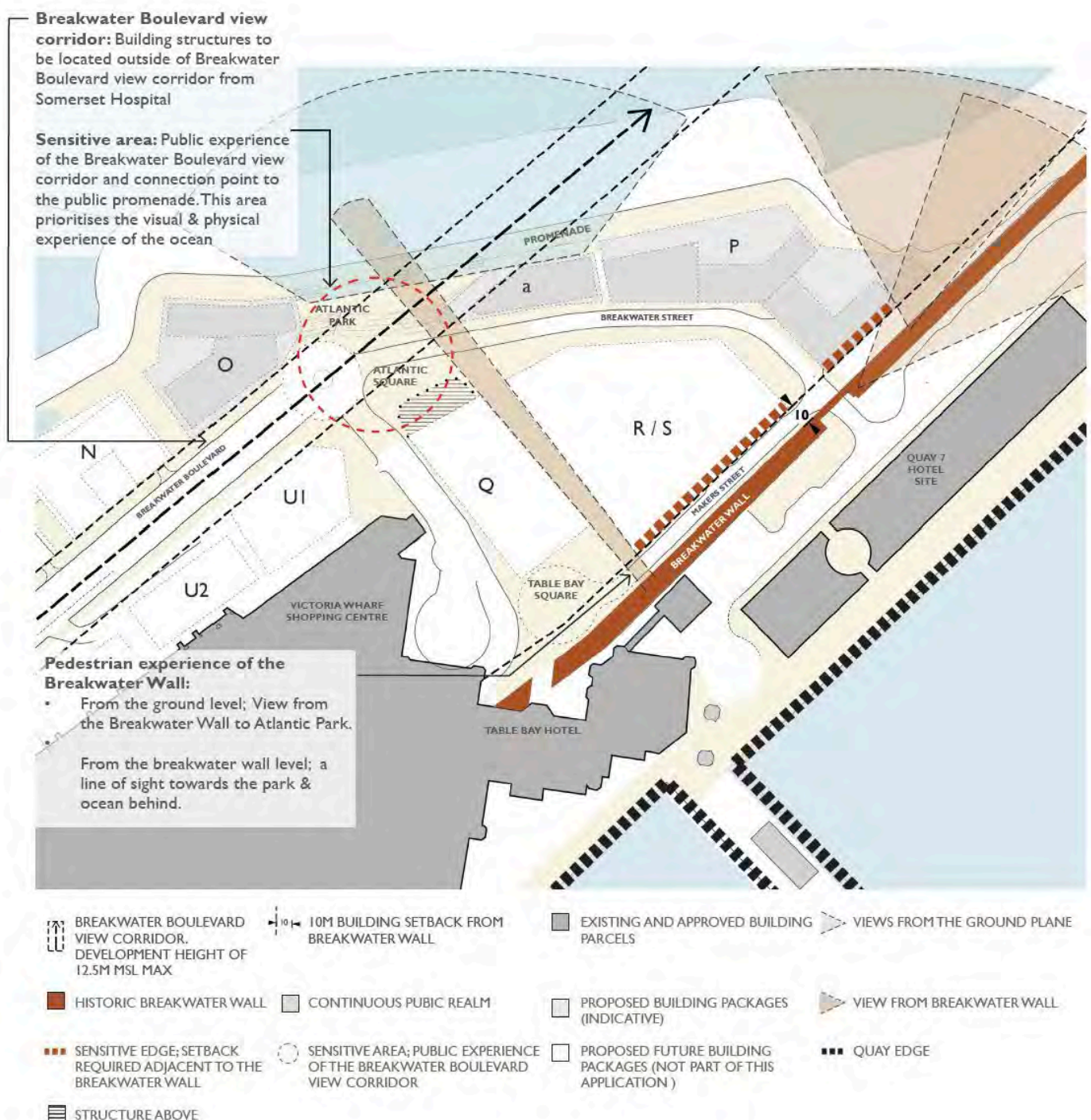


Figure 24B: The proposed fixes, with the parcels being considered in this study shown in grey. (Source: V&A Waterfront, 2025).

6.3 PUBLIC & PEDESTRIAN REALM

The public realm proposal centres on the same ideas as those underpinning the Phase 1A proposal, namely that the development is centred around two new public squares/parks, activated by responsive ground floor edges and uses, with a major pedestrian link between (Figure 24C).

However, the intervention along the coastal edge does introduce the need to directly address public access to the water's edge. It also requires a sense of the envisioned connection to the future development of Granger Bay, which would presumably continue that seaward public realm towards Mouille Point.

The broader public realm masterplan, a full and complete scheme without any reclamation proposals (and approved as per the 2015 HIA), was provided to give context to the more localised approach (Figure 24D).

The public realm drawing for parcels O, P and a1/a2 has been updated and additional erven added to the proposed development area to provide access along the entire length of Block P – up to the Breakwater Wall. The 9m wide pedestrian promenade terminates, but the link will be continued by means of a boardwalk (similar to the current one) that will provide seasonal access (subject to weather & safety conditions). See Figure 24E.

Key pedestrian routes



Key public spaces



Key activated ground floor edges



Figure 24C (above): Diagrams indicating the approach to the public realm for the proposed development, including the key pedestrian routes, public spaces and activated ground floor edges. (Source: V&A Waterfront, 2025).



Figure 24D: The proposed broader public space diagram for the Granger Bay Precinct, the subject site (Breakwater North Precinct) and the historic core of the V&A Waterfront, with the parcels being considered in this study outlined in black. (Source: V&A Waterfront, 2025).

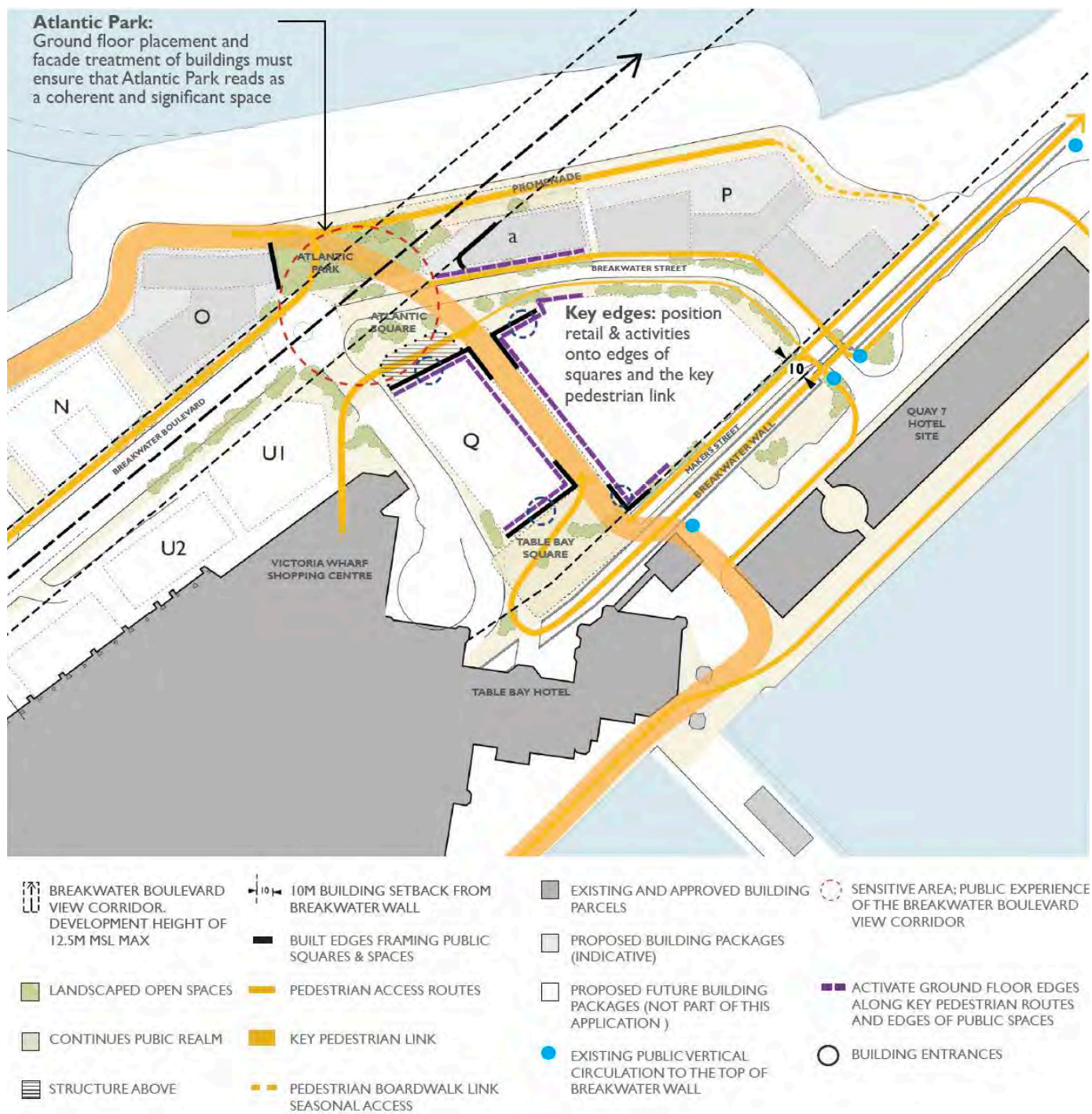


Figure 24D: The proposed broader public space diagram for the Granger Bay Precinct, the subject site (Breakwater North Precinct) and the historic core of the V&A Waterfront, with the parcels being considered in this study outlined in black.
(Source: V&A Waterfront, 2025).

6.4 BUILDING PLACEMENT, MASSING, HEIGHTS AND SETBACKS

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.

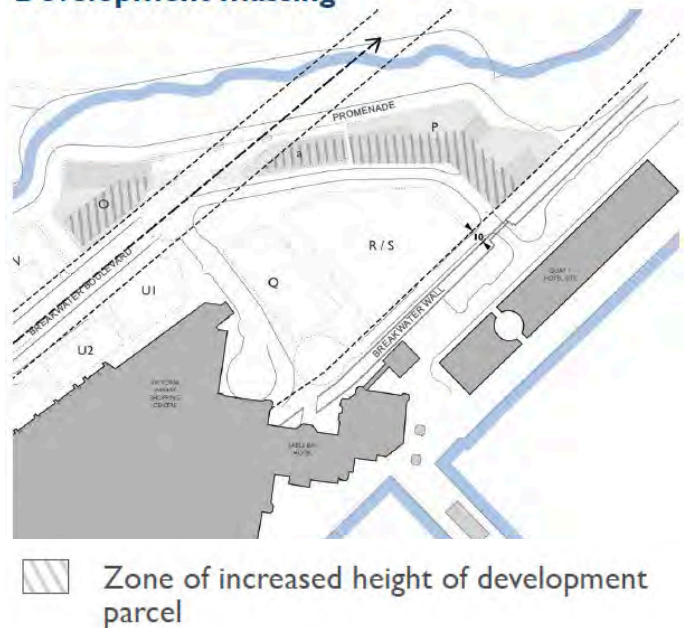
(Extracted from the V&A Waterfront Urban Design Guidelines, 202, with reference to the City of Cape Town Tall Building Policy, 2013). See Figure 24E.

Key Height 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 Mean Sea Level.

See Figure 24F, 24G, 24H and 24I.

Development massing



Building articulation



Figure 24E (above): Diagrams indicating the approach to the form and massing of the proposed development. This includes:

- Building heights to cascade down towards the ocean.
- Building edges located along the Breakwater Wall to step back appropriately.
- Articulate building massing with vertical inserts, height differences and materials to visually fragment building forms and the roof-scape.

(Source: V&A Waterfront, 2025).

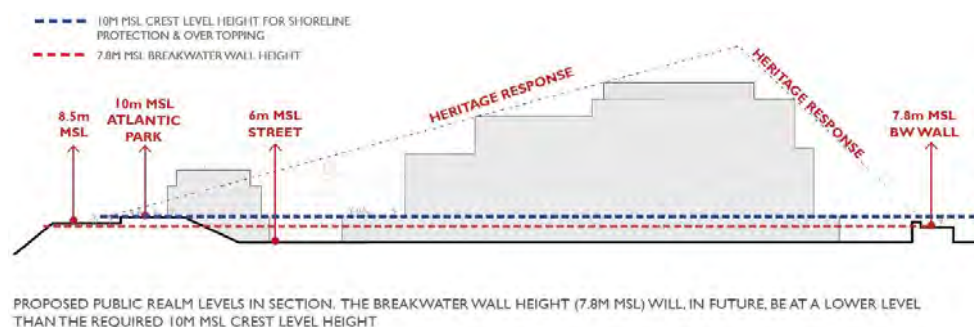


Figure 24F (below): Breakwater wall heights relative to the proposed future ground plane. (Source: V&A Waterfront, 2025).

Figure 24G (below): Design response to the Breakwater Boulevard View Corridor, showing the proposed heights of Parcel O.

The top section was submitted for the V&AW HIA in support of the rezoning application. The bottom section shows the improvements in response to the issues the IACom raised at the time, with Parcel O lowered from 38m EGL to 32m EGL. Block a1 was also moved out of the view corridor (Source: V&A Waterfront, 2025).

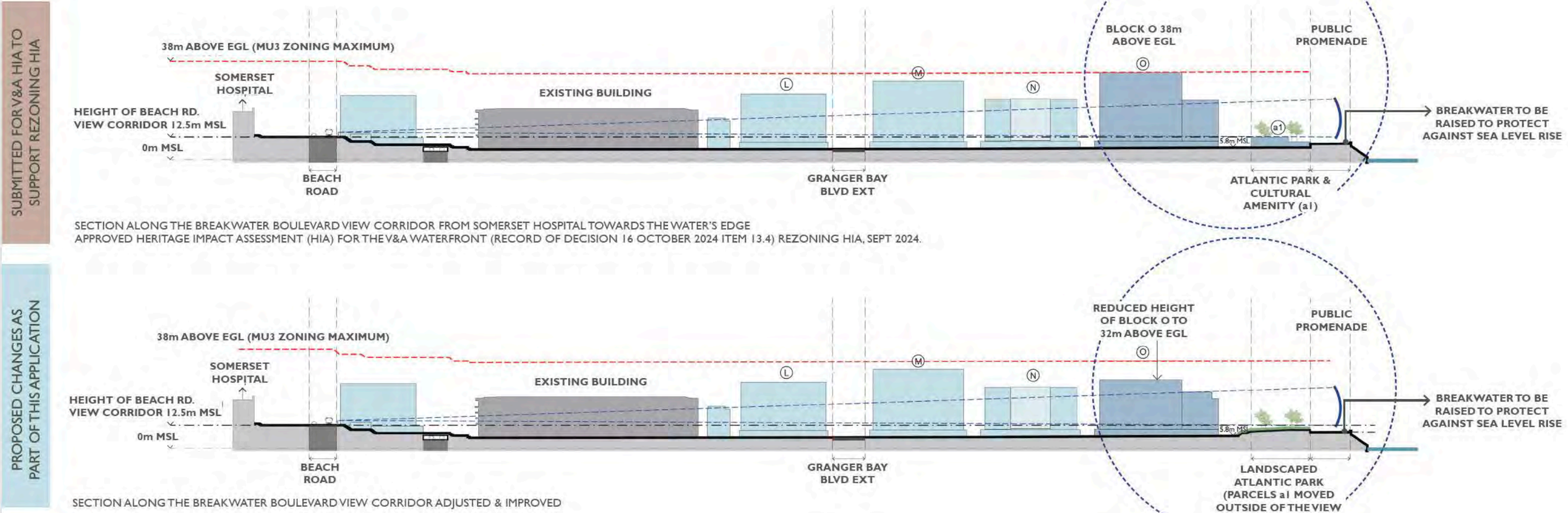
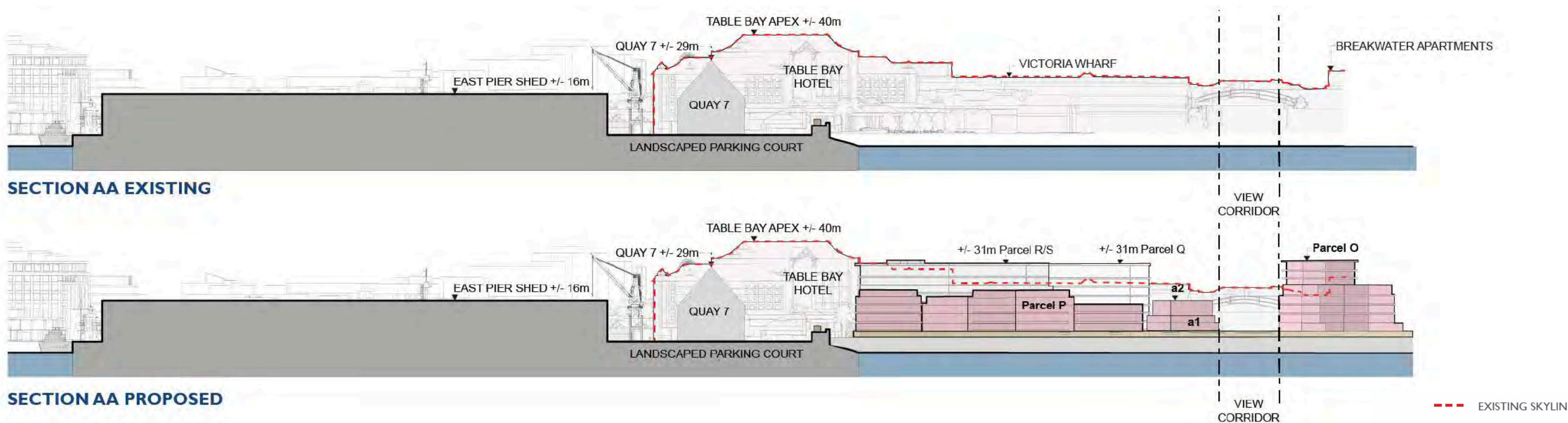


Figure 24H (below): Skyline Sections showing the approved Breakwater Precinct Plan skyline in relation to the proposed skyline with parcels O, P, a1/a2 shown. (Source: V&A Waterfront, 2025).



SECTION AA PROPOSED

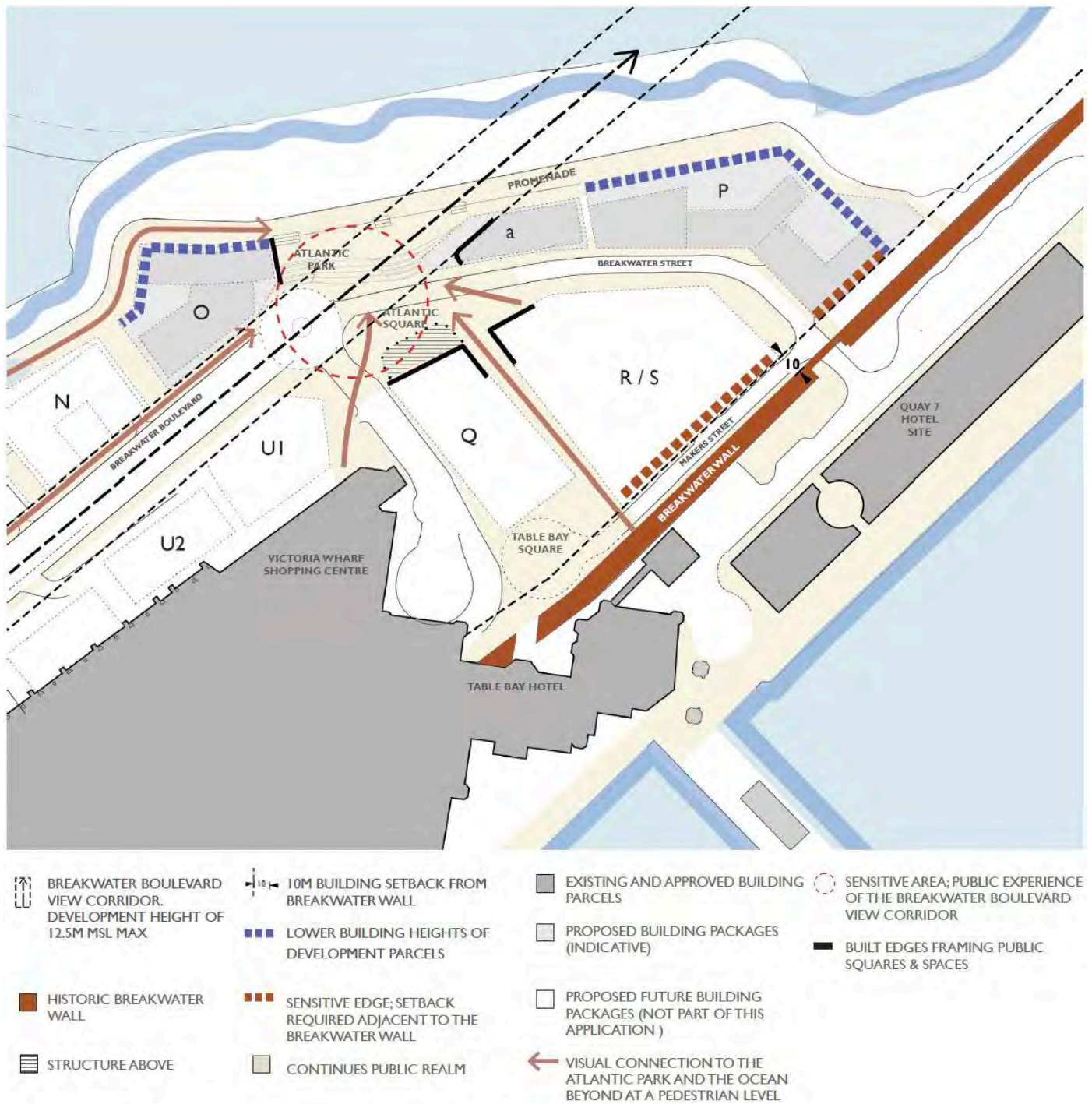


Figure 24I (above): Diagram showing the major setback considerations for the Precinct. Parcels O, P and a1/a2 are shown in a light grey fill. (Source: V&A Waterfront, 2025).

6.5 ARCHITECTURAL CHARACTER AND ARTICULATION

The September 2025 Urban Design Informants report for Parcels O, P, a1 & a2 clearly states that 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 1 should respond to both a harbour/quayside, and coastal residential grain scale and massing.

An intensive medium-rise mixed-use development is envisioned with a strong residential focus to promote

a walk-able, transit orientated and active precinct is envisioned, with the scale, massing and residential grain of the Sea Point and Mouille Point Promenades being the major cues intended to influence the character of the coastal edge development planned within the Granger Bay area of the site.

See Figure 24J.

In terms of roof and building articulation, the urban design indicators state that articulation of roof forms results in buildings that are contextually appropriate to the Waterfront and its harbour character. Sawtooth, pitched



Figure 24J: Images from the Urban Design Informants document indicating the main character responses of the intended development of the Granger Bay edge of the V&A Waterfront, including Parcels O, P and a1/a2 . (Source: V&A Waterfront, 2025).

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:

- base (pedestrian scale)
- middle
- top (roof / penthouse)

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.

See Figure 24K, as well as detailed sections at the coastline as Figure 24L.

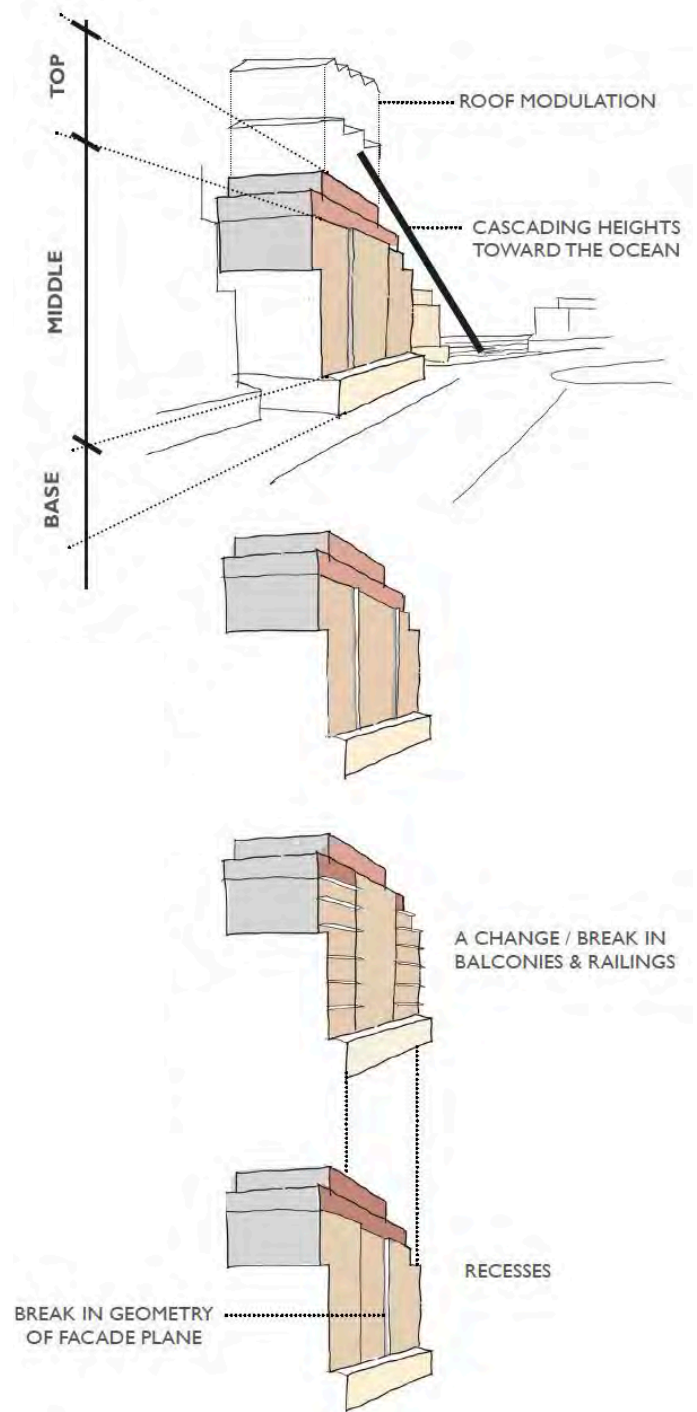
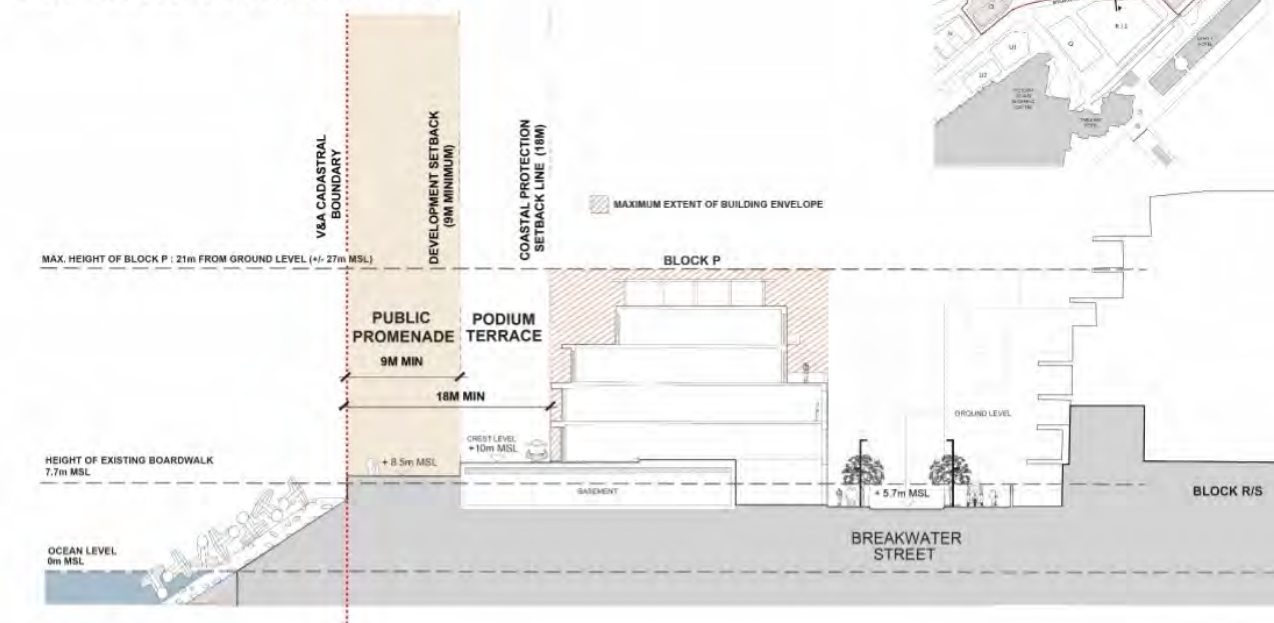


Figure 24K: Images from the Urban Design Informants document indicating the main character responses of the intended development of the Granger Bay edge of the V&A Waterfront, including Parcels O, P and a1/a2. (Source: V&A Waterfront, 2025).

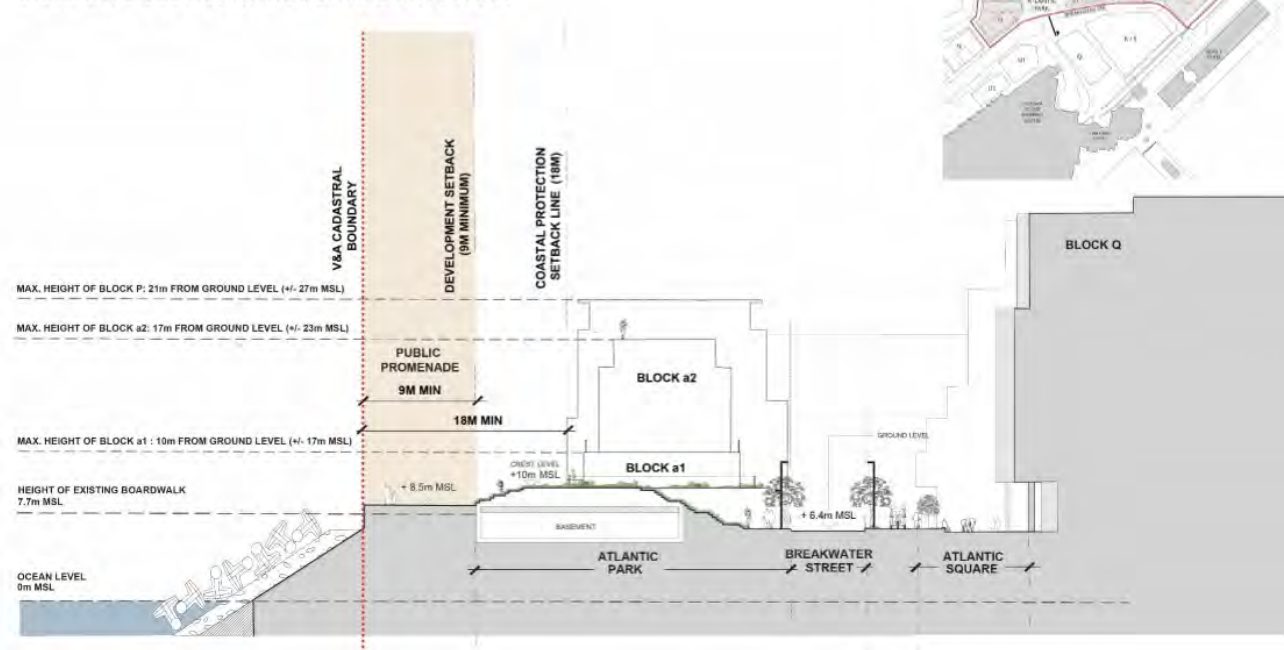


Figure 24L: 3D view of the proposed parcels (in pink) within their immediate context. (Source: V&A Waterfront, 2025).

Phase 1b Granger Bay
INDICATIVE SECTION THROUGH PARCEL P



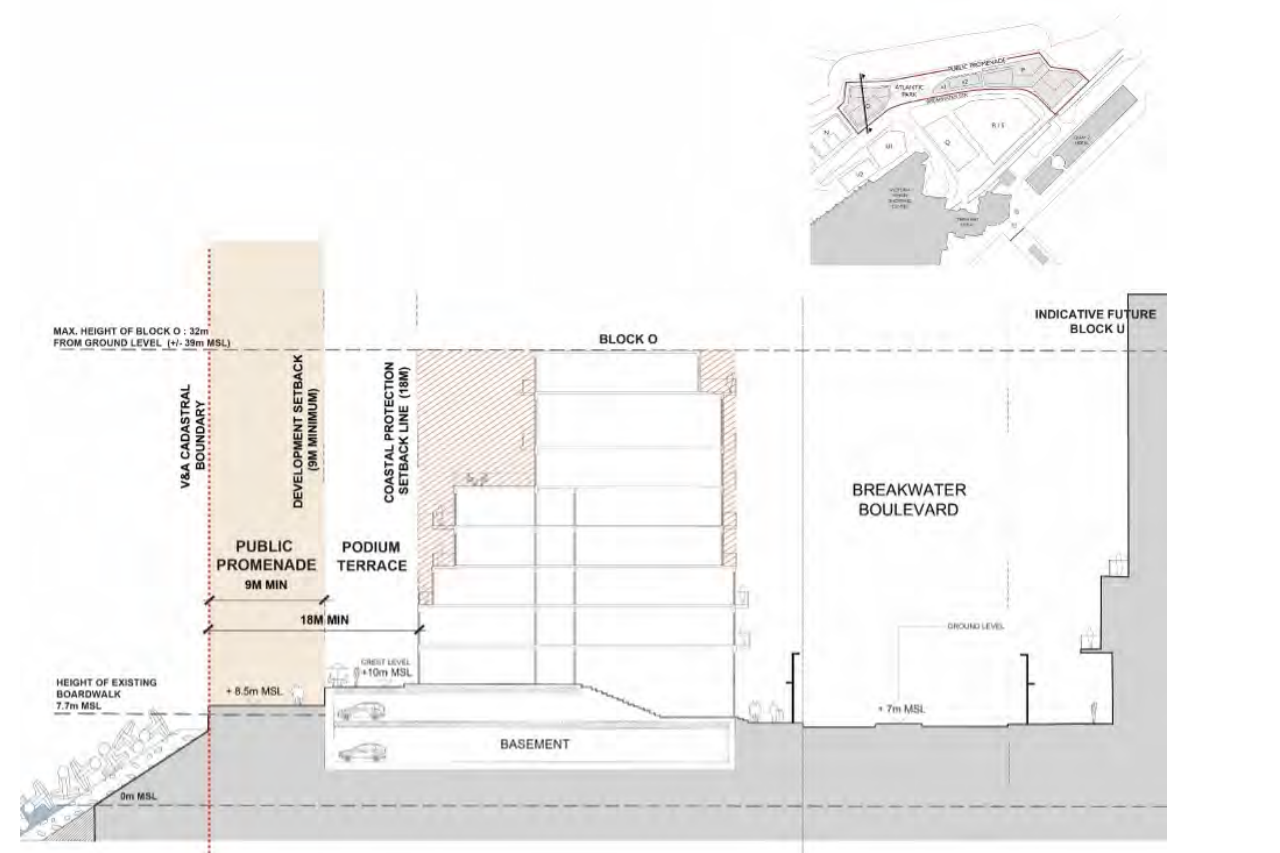
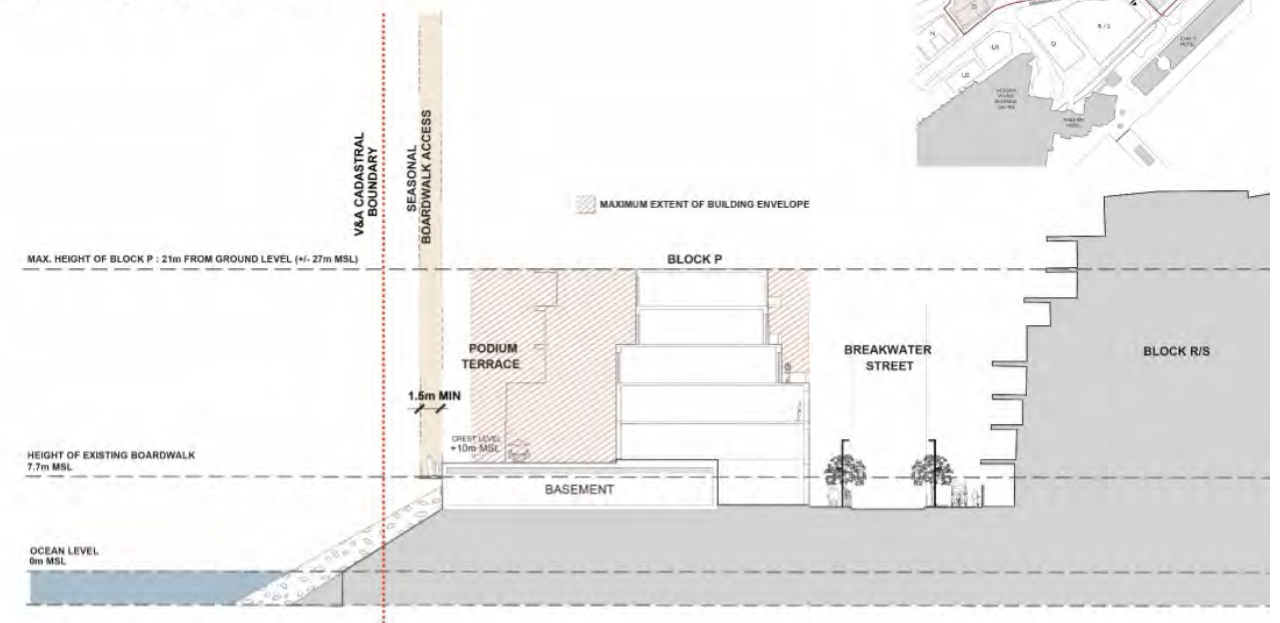
Phase 1b Granger Bay
INDICATIVE SECTION THROUGH ATLANTIC PARK



The red hatched line areas represent the fullest extent of the massing on the buildings. They are for illustrative purposes only.



Phase 1b Granger Bay
INDICATIVE SECTION THROUGH PARCEL P



Phase 1b Granger Bay
INDICATIVE SECTION THROUGH PARCEL O

Figure 24L: A series of detailed sections cut through the coastal edges of Parcels O, P and a1/a2. All demonstrate a minimum 9m wide coastal walkway along the Granger Bay side of the site, whereas the section towards Table Bay and in front of Parcel P narrows to 1.5m of public walkway, although the terraces of the buildings behind are wider and will give a sense of expanse of the ground plane, even if as privatised space. All heights cascade backwards from the water's edge. The section through "Atlantic Park" shows the treatment of the structure over the basement parking as a berm. (Source: V&A Waterfront, 2025).

7. VISUAL IMPACT ASSESSMENT: PHASE 1B

7.1 VISUAL IMPACT CRITERIA

The Impact Assessment Criteria identified by Oberholzer in his 2005 "DEA&DP Guideline for Involving Visual and Aesthetic Specialists in EIA Processes" was consulted.

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.

Visual Exposure/Visual Catchment

The western edge of the Breakwater Precinct of the V&A Waterfront is a fairly visually secluded site, due to the surrounding topography that locates the site on a promontory of land, with the city and Atlantic Seaboard "tucked behind" it to one side, and the Central City and "City Bowl" being well set back to the south east, with the breakwater forming a "visual edge" to that visual field (see Figure 18 and Figure 25 below). Therefore, views from these areas are limited and oblique.

Therefore, the zones of visibility are already limited, with the Quay 7 Hotel currently under construction as well as the Table Bay Hotel further screening the site from any views obtained from the east, as do parcels Q and R/S, currently under construction with heights of 31m

The only areas from much the site will have any visual prominence are from Signal Hill (where the site is part of the background of that view), and from the coastline of Granger Bay itself.

Considering that Cape Town Stadium is often host to international, televised sporting events, the main visual prominence of the site, within which the proposal development shall be foregrounded, will be from aerial views of the wider precinct taken during these broadcasts.

Visual Prominence

As above, the two views from which the site can be seen with any prominence are from the Granger Bay water's edge, and from the aerial view of the site (which is not experienced in person).



Figure 25: Digital view catchment analysis (topographic data only). Areas shaded green in the preceding figures 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)

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

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.

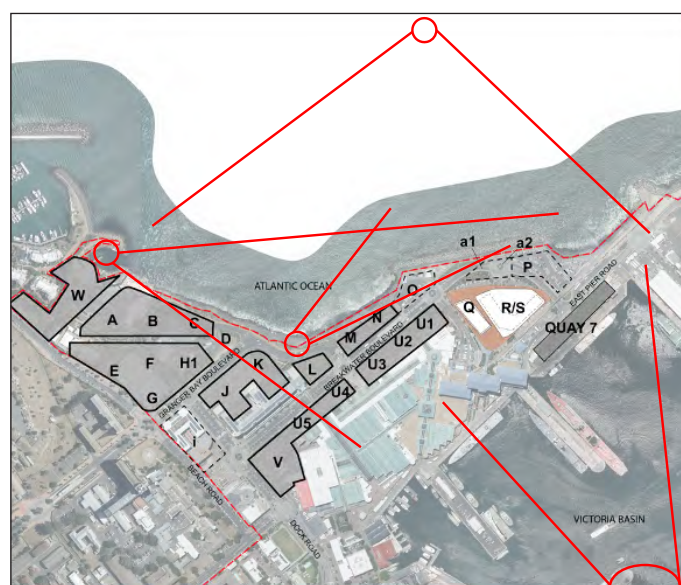


Figure 25A: The four “field of views” viewcones assessed.

7.2 ASSESSMENT: FIELD OF VIEWS

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 25A (page 56).

Figure 25B, 25C and 25D 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

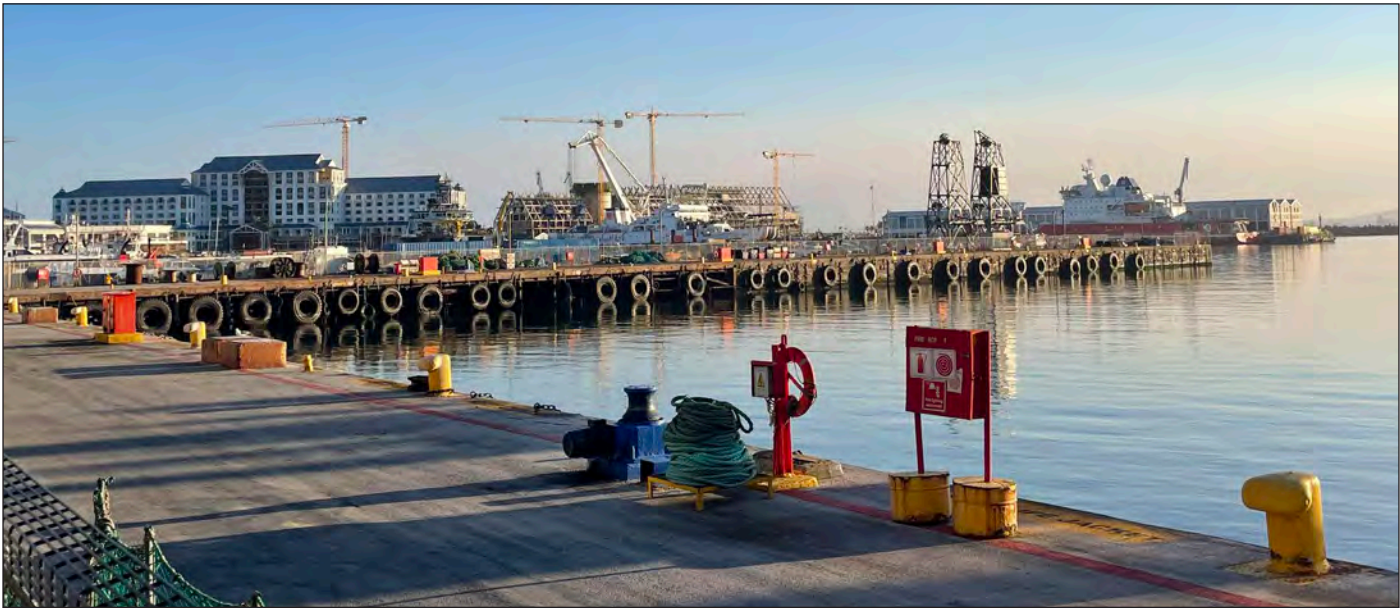


Figure 25B: View of the site from Victoria Basin, which shows that it is well screened by the Quay 7 building and Table Bay Hotel.



Figure 25C & D: 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).

Figure 25E 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.

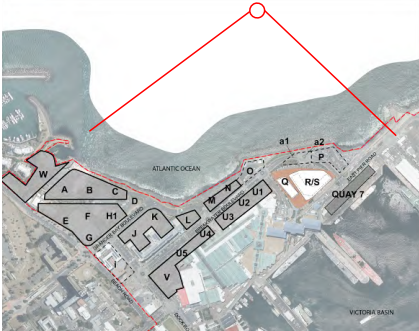
The approval of parcels Q, R and S, which are taller than those proposed at O, P and a1/a2, moderates skyline and visual intrusion when seeing the proposed development against the backdrop of the Quay 7 Hotel, Table Bay Hotel and the V&A Wharf Shopping Centre.



VISUAL IMPACTS FROM THE AERIAL VIEW

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

Indeed, only Parcel O might have 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 25F for an indication of skyline impacts.

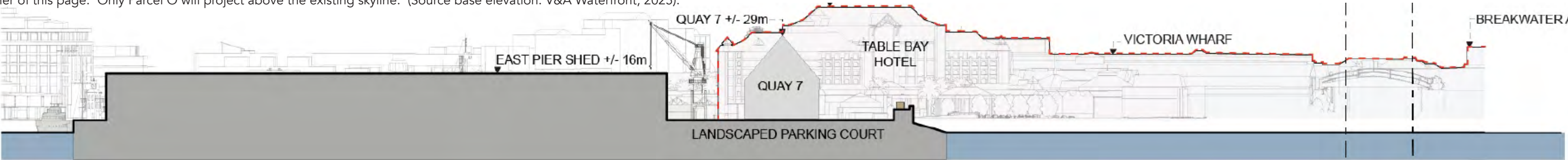


This is a temporary situation and will be mitigated by the already approved buildings being realised along Breakwater Boulevard. Once these are constructed, the visual impacts will be within acceptable levels due to townscape conformity.

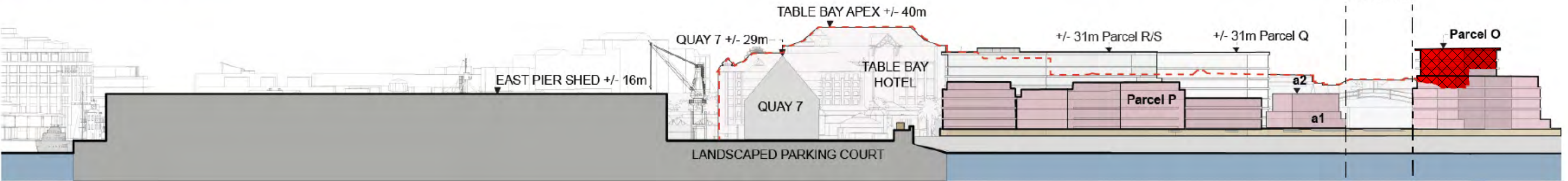


Figure 25E: Aerial view of the site, which places Phase 1B of the Breakwater North precinct in the foreground. (Source: <https://www.moneyweb.co.za/investing/property/cape-town-gets-seven-star-marriott-edition-hotel/>).

Figure 25F (interim): 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).

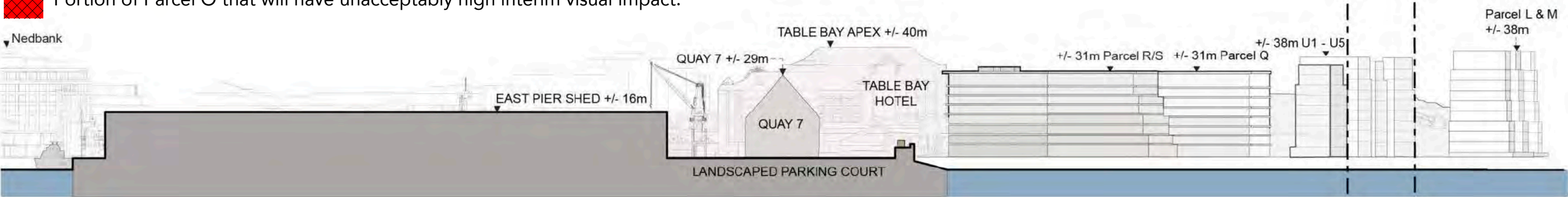


SECTION AA EXISTING

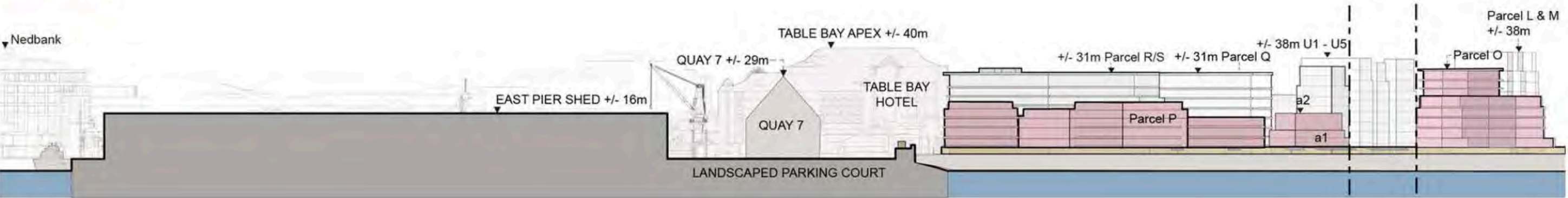


SECTION AA PROPOSED

 Portion of Parcel O that will have unacceptably high interim visual impact.



SECTION DD
APPROVED



SECTION DD
PROPOSED

Figure 25F (interim): 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).

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 25G. Parcel O may have some interim impacts - see Figure 25H. 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 IMPACTS FROM GRANGER BAY

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



Approved Massing.



Figure 25G: Block P, O and A1/A2 modelled in relation to the existing context and the approved massing.

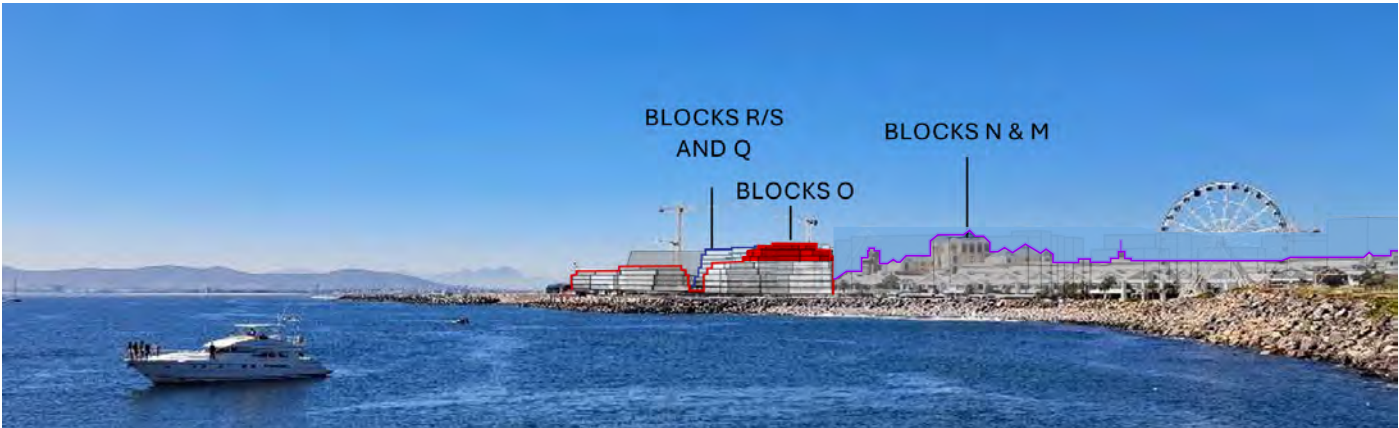


Figure 25H: Possible interim visual impacts, if the subject parcels were to be constructed prior to those approved in Granger Bay.

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 25I.

This is again because of the taller proposed height of Parcel O, and also due to it being located on an existing 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, which Granger Bay remains undeveloped.



VISUAL IMPACTS OF PARCEL O FROM THE COASTAL WALKWAY

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 25I: 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.

Refer to the further assessment table at the conclusion of this section, showing the final outcome assessed against these future buildings as well.

7.3 ASSESSMENT: 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, and it should be noted that, as in the approved HIA, the revetment is to be raised, so there will be no direct visual connection from Breakwater Boulevard to the sea.

Figure 26B, 26C, 26D and 26E show the impacts of the proposed new massing to views obtained along Breakwater Boulevard. Three images – Figure 26B, 26C and 26E – 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.

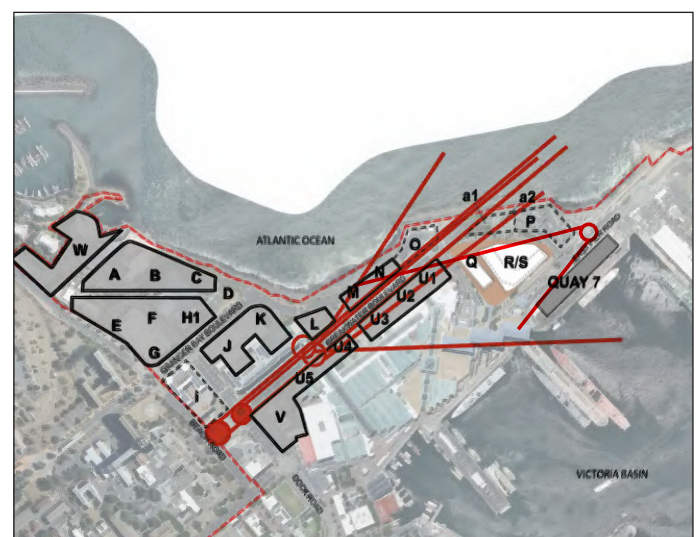


Figure 26A: The five "axial views" assessed.

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. However, when the adjacent, approved building parcels are realised, impacts will be mitigated. Figure 26D most clearly illustrates the high interim visual impact, while the light grey, approved envelopes will clearly mitigate these impacts.



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

View down Breakwater Boulevard from Beach Road illustrating massing of Block Q in relation to the HIA ROD (28 October 2024 Case ID HWC23060705SJ0609)

Note: Blocks Q and R/S are not visible from Somerset Hospital



Approved Massing.



Figure 26B: Block P, O and A1/A2 modelled in red, in relation to the existing context and 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.



View down Breakwater Boulevard from Dock Road illustrating massing of Block Q in relation to the HIA ROD (28 October 2024)
Case ID HWC23060705SJ0609)



- APPROVED PARCELS (HIA 2024)
- APPROVED BUILDINGS UNDER CONSTRUCTION
- PROPOSED INDICATIVE PARCELS

Figure 26C: Block P, O and A1/A2 modelled in relation to the existing context and the approved massing.



View from bridge over Breakwater Boulevard over existing carpark illustrating massing of Block Q in relation to the HIA ROD (28 October 2024)
Case ID HWC23060705SJ0609)



- APPROVED PARCELS (HIA 2024)
- APPROVED BUILDINGS UNDER CONSTRUCTION
- PROPOSED INDICATIVE PARCELS

Figure 26D: Block P, O and A1/A2 modelled in relation to the existing context and 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.



Approved Massing.



Figure 26E: Block P, O and A1/A2 modelled in relation to the existing context and 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 26F) illustrates the approach towards the landscaped steps intended here, as well as the planting, which will be 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 26G. This is because, as so much of the experience of Breakwater Boulevards’ 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 26F: 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.

The model shows the intended treatment of the ground floor spaces adjacent to the boulevard, the retention of the palm trees planted along the centre of the street, and the approach to the landscaped steps that lead up to the promenade space. (Source: V&A Waterfront, 2026).

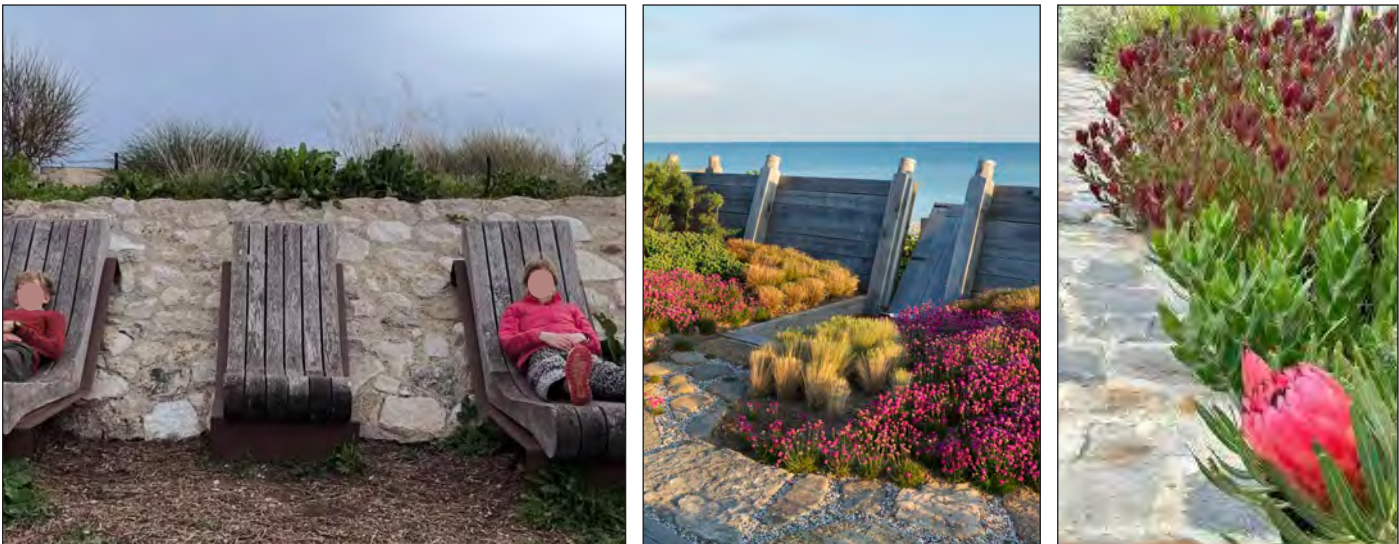


Figure 26G: The landscaping of the public space at Atlantic Square, and the link to the promenade, must refer to its coastal context.

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 26H.



VISUAL IMPACTS AT THE BREAKWATER WALL

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



Approved Massing.



Figure 26H: Block P modelled in relation to the existing context and the approved massing at R/S. A 10m setback to 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.

7.4 ASSESSMENT: 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 included as Figure 24L 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 27A - 27H) demonstrates 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 5-8 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 27A: A still from the 3D model showing the approach towards Atlantic Square from between the approved building envelopes at Q, and R/S.



Figure 27C: A still from the 3D model showing the pedestrian perspective from Atlantic Square. 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 27B: A still from the 3D model showing the pedestrian perspective of the arrival in Atlantic Square from between the approved 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 27D: 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 27E: A still from the 3D model on the promenade itself, at the "Atlantic Square" 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 27G: 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 27F: 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 27H: 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.

VISUAL IMPACTS AT THE BREAKWATER WALL

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

(Source all images: V&A Waterfront, 2026).

7.5 OVERALL VISUAL IMPACT ASSESSMENT

7.5.1. ASSESSMENT AGAINST 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 viewcone.
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. As stated previously, the landscape treatment of the Atlantic Park space should be designed in a way that is conscious of, and reflects, its unique sense of place and the coastal vegetation that would have once been characteristic of this coastline.
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 is it 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. 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.

ASSESSMENT OF VISUAL IMPACTS TO THE SITE

This Visual Impact Assessment (VIA) is required as part of the Basic Assessment process in accordance with the requirements under the EIA Regulations, 2014, and is additionally intended to be integrated within the Heritage Impact Assessment (HIA) process to fulfil the requirements under Section 38 of the NHRA. It therefore looks to establish visual impact assessments and to determine the category of expected impact; to illustrate the expected visual impact associated with the proposed development; and to formulate measures or interventions to mitigate any detrimental impacts of the proposal to ensure that the development will be more likely to meet acceptable visual criteria. To this end, the VIA should serve as a proactive tool to inform planning and design processes, and in this instance (within a highly urbanised receiving environment), it dovetails with the townscape impact assessment study.

The foregoing pages within this Section assess various visual simulations from identified viewpoints, allowing for the indication of anticipated visual impacts of the development from these vantages. This has been achieved by inserting the urban design massing and open space model into these viewcones and points and give an overall sense of envelope rather than a detailed indication of architectural resolution, which has not yet been developed. The assessment has been

considered against the visual assessment criteria and looks, particularly, at impacts on the heritage resources identified within the environs and their surrounds.

Building on the findings of this assessment, the following section translates these outcomes into a structured impact assessment in accordance with the prescribed EIA methodology. It considers the potential visual impacts associated with both the “No-Go” option, and the “Preferred Development Option”, across the Construction and Operational Phases. Please note that a Decommissioning Phase is not applicable for this development and has therefore not been assessed. Cumulative impacts are also considered where relevant.

The overall significance of visual impact to the site and environs is determined by means of a combination of the consequence and probability ratings, as set out in the methodology, a determination of the status of the impact (i.e. will the effect of the impact be negative or positive), as well as the level of confidence in the assessment of the impact (high, medium or low). The prescribed system for determining impact significance and confidence (in assessment) is laid out in Annexure A.

CONSTRUCTION PHASE VISUAL IMPACTS

This section assesses potential impacts on the visual and townscape resources, as well as the overall character of the site, effected by clearance, removal of vegetation, earthworks and site camp establishment associated with construction.

THE STATUS QUO/NO GO OPTION

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	NO CONSTRUCTION PHASE IS ASSOCIATED WITH THE “STATUS QUO”, SO NO ASSESSMENT IS MADE.							

THE PREFERRED DEVELOPMENT 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 retailed 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

CONSTRUCTION PHASE								
	Extent of Impact	Intensity of Impact	Duration of Impact	Consequence of Impact	Probability of Impact	Significance of Impact	Status of Impact	Confidence
MITIGATION	Mitigation/Optimisation Measures: ESSENTIAL: • Effective on-site construction management shall mitigate other anticipated impacts during the construction phase, including: - o Limiting construction to within hoarded areas; - o Site rehabilitation and management following completion of the works; - o 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 VISUAL IMPACTS

This section assesses potential impacts on the visual and townscape resources, as well as the overall character of the site, effected by the development itself.

THE STATUS QUO/NO GO OPTION

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

THE PREFERRED DEVELOPMENT OPTION

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

7.6 SUGGESTED VISUAL MITIGATION

From the foregoing, the following mitigation measures are proposed:

1. 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.
2. It is important to state that the potential interim visual impacts of the development of Parcel O, should it be realised without the adjacent Granger Bay envelopes indicated a M, N and L, would result in interim high impacts. However, once adjacent parcels N, M and L are constructed, this anticipated visual impact will be sufficient mitigated. Therefore, no specific mitigation is proposed in this instance.

7.7 CUMULATIVE VISUAL IMPACT ASSESSMENT

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 mitigation.

8. TOWNSCAPE IMPACT ASSESSMENT: PHASE 1B

8.1 TOWNSCAPE IMPACT CRITERIA

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 28A) 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.

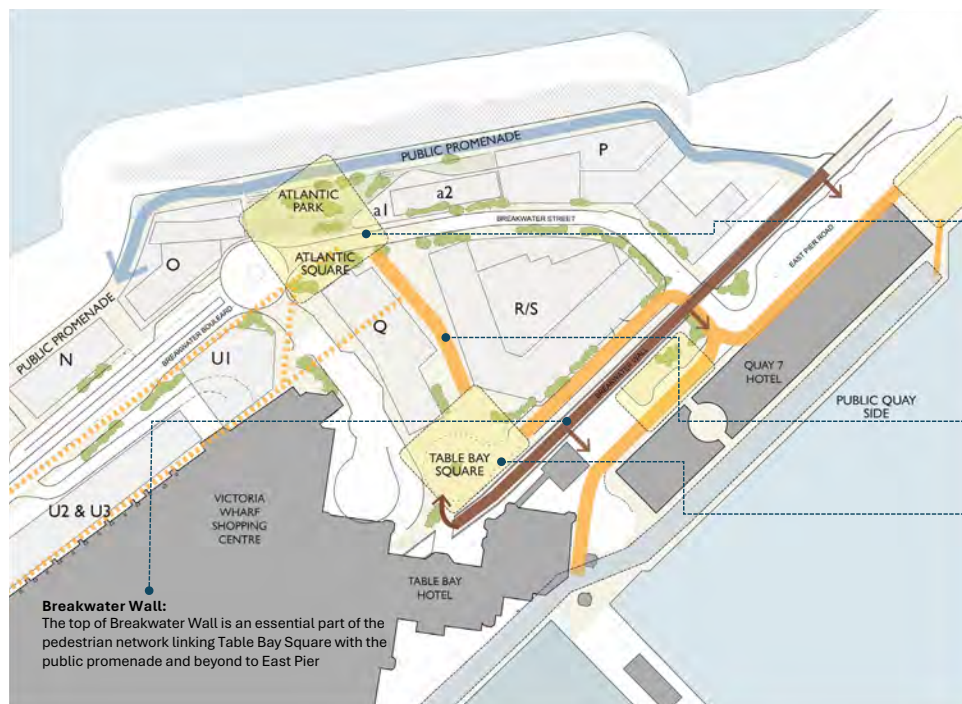
The positive pedestrian response is borne out by the 3D model generated for the precinct, which incorporates varied surface textures as well as planting and seating.

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 28B).

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 27A - 27H).

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 Q, 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 28C).

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 (Figure 28D). 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.



Public Spaces and Pedestrian Routes
The precinct offers the unique amenity of public access to both ocean and harbour water edges. The landscaping must reinforce the clearly defined network of pedestrian routes connecting to the Granger Bay coastal promenade, Breakwater Wall, Victoria Wharf and Quay 7

The two key public spaces in the precinct are:

- **Atlantic Square and Park:**
This is a gateway space connecting the retail zone of Victoria Wharf with the more residentially oriented new development. It comprises a terraced park space that connects to the **public coastal promenade**, terracing over the raised breakwater revetment. At street level Atlantic square connects back into the heart of the precinct and back to Victoria Wharf.
- **Atlantic Walk:**
The primary pedestrian route through the precinct connects Atlantic Square to Table Bay Square.
- **Table Bay Square:**
This quieter, local square serves as the forecourt to the Table Bay Hotel and new neighbouring residential buildings. It also connects to the top of the Breakwater Wall which in turn links to the Quay 7 Hotel forecourt; a landscaped space edged by the new hotel and historic Breakwater Wall.

Figure 28A: Diagram showing the primary structuring of the public realm in the precinct. (Source: V&A Waterfront, 2025).



Illustration of walkway with existing cadastrals.



Illustration of possible extension to walkway with future reclamation.

Figure 28B: Public access will be guaranteed in front of Parcel O both with and without possible reclamation as illustrated above.



Figure 28C: 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.

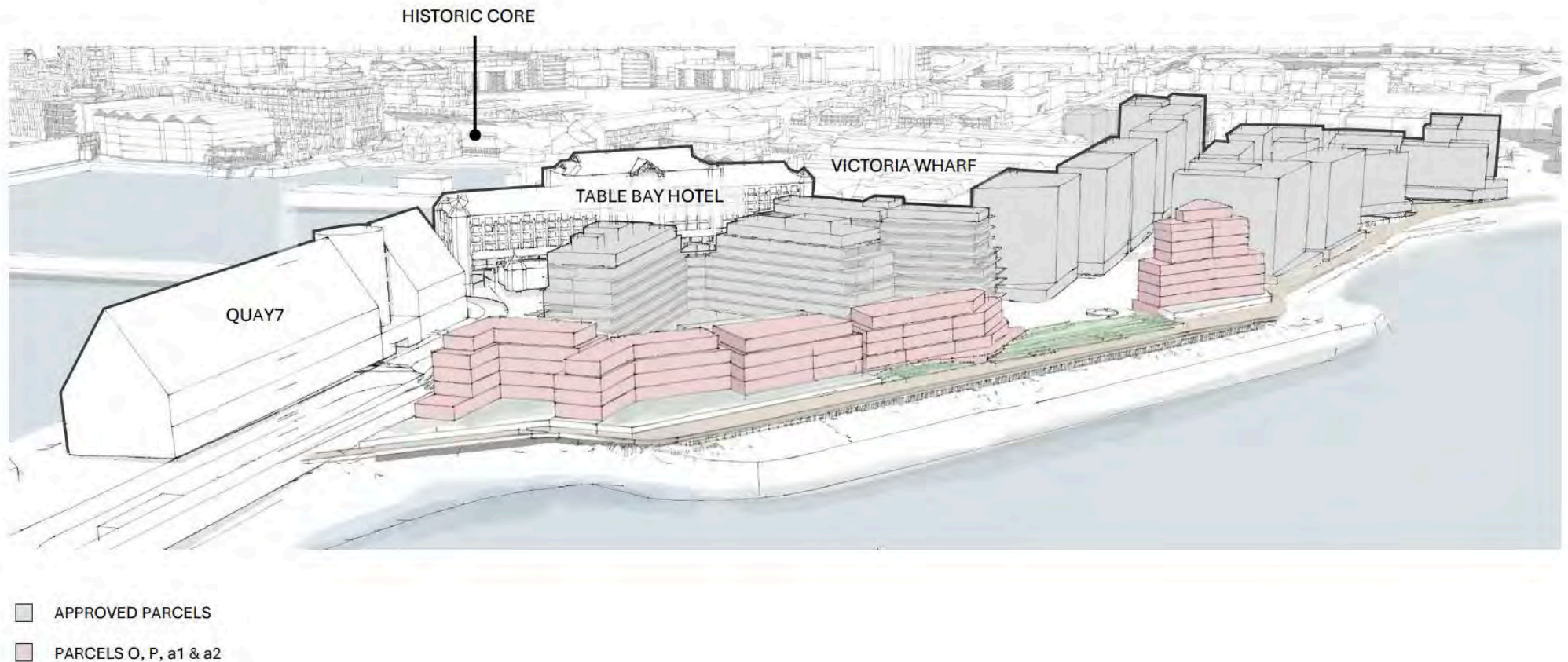


Figure 28D: The 3D drawing of the proposed new parcels (in pink) shows something of their overall response to the indicators, with heights stepping back from the water's edge. However, no facade design or other architectural resolution is provided. (Source: V&A Waterfront, 2025).

In discussions with the urban design team at the V&A Waterfront, it was established that it would be highly 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 section 8.2 overleaf.

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.

8.2 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 $\pm 20\text{m}$ 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.

8.3 OVERALL TOWNSCAPE IMPACT ASSESSMENT

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.

8.4 SUGGESTED TOWNSCAPE MITIGATION

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.

9. RECOMMENDATIONS AND CONCLUSION.

At the high-level, the 2024 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 plans should be assessed and submitted to HWC.

A greater level of information has now been provided for these three parcels, and the visual and townscape assessment largely demonstrates an adequately low degree of impact.

From a townscape perspective:

1. The urban design indicators and the Townscape and Architectural Recommendations/Commitments (included in Section 8.2 of this report) 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).

The following further mitigation is suggested from a visual perspective:

2. 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.
3. That a landscape plan incorporating these aspects be produced for any future SDP applications (to be assessed by the local authority, the City of Cape Town Municipality).

Claire Abrahamse

March 2026, Revised April 2026.

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Annexure A:
The prescribed system for determining impact significance and confidence
(in assessment).

1 SPECIALIST IMPACT ASSESSMENT

1.1 DETERMINATION OF IMPACTS

1. Direct and indirect impacts

Potential impacts (both positive and negative) associated with the proposed development should be identified, described, and assessed in terms of their significance, using the methodology outlined in Section 1.3 below.

Impacts should also be classified as either direct or indirect:

- **Direct impacts** refer to the immediate impacts associated with the development and its activities. These relate to the physical footprint of the project and direct interactions with the receiving environment.
- **Indirect impacts** refer to secondary or induced impacts that occur as a consequence of the development and are typically removed in time or space from the initial activity.

2. Assessment of Alternatives

Impacts associated with any identified alternatives considered as part of the EIA process must also be assessed using the methodology outlined in Section 1.3.

4. Cumulative impacts

Potential cumulative impacts (both positive and negative) associated with the proposed development (preferred alternative only) should be identified, described, and assessed. The cumulative impact assessment will generally be qualitative and descriptive in nature. Where appropriate, the methodology outlined in Section 1.3 can be applied. Cumulative impacts should consider the additional contribution of the proposed development to the combined impacts of past, present, and reasonably foreseeable future activities.

Project Phases for the Impact Assessment

For the above assessments, impacts should be divided into the following phases:

- **Construction phase**, referring to impacts arising from the construction of the development and all associated infrastructure;
- **Operational phase**, referring to impacts occurring during the post-construction operation of the development; and
- **Decommissioning phase** (if applicable), referring to impacts associated with the cessation of operations, dismantling of infrastructure, and rehabilitation of the site.

‘No-Go’ / Do Nothing alternative

Impacts (both positive and negative) of the ‘No-Go’ or Do-Nothing alternative must also be identified, described, and assessed using the methodology outlined in Section 1.3 below.

1.2 MITIGATION MEASURES AND IMPACT MANAGEMENT ACTIONS AND OUTCOMES

Mitigation measures are practicable actions aimed at reducing negative impacts, while optimisation measures are actions intended to enhance positive impacts. Specialists should identify and describe practical mitigation and optimisation measures that can be implemented effectively to reduce or enhance the significance of an impact.

The mitigation measures recommended by specialists during the EIA form the basis of the actions included in the Environmental Management Programme (EMPr). An EMPr is required for any project subjected to an EIA and serves as a proactive management tool to guide consistent and ongoing environmental management throughout the life cycle of a development. Its purpose is to prevent or minimise negative impacts while enhancing positive benefits.

The EMPr takes an outcome-based approach, setting out specific management actions to achieve defined management outcomes. In general, mitigation measures represent the ‘what’, the specific recommendations to avoid, reduce, or manage potential environmental impacts, while the actions in the EMPr describe the ‘how’, the specific steps, procedures, and responsibilities required to implement and monitor those measures.

To ensure that mitigation measures are effectively translated into EMPr actions, specialists should use an outcome-based approach. This involves first identifying and assessing the potential impact, then listing the actions or mitigation measures that will reduce the impact, and finally specifying the desired outcome that these measures aim to achieve.

In many cases, a single overarching impact management outcome may apply to multiple impacts, and may in some instances be applicable across all impacts assessed within a specialist report.

While impacts are assessed for the construction, operational, and decommissioning phases, in some instances impact management outcomes and actions (mitigation measures) may also be identified for the pre-construction or design phase.

Mitigation and optimisation measures must be classified as either:

- **Essential:** must be implemented and are non-negotiable
- **Best Practice / Recommended:** must be considered, and the proponent must provide sound justification if not implemented

Refer to Step 6 in the Impact Assessment Methodology.

1.3 IMPACT ASSESSMENT METHODOLOGY

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 by determining the score for each of the three criteria (A-C) listed below and then adding them. The rationale for assigning a specific rating, and comments on the degree to which the impact may cause irreplaceable loss of resources and be irreversible, must be included in the narrative accompanying the impact rating:

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 (e.g. limits of the concession area)	1
Regional	The region (e.g. the whole of Namaqualand coast)	2
(Inter) national	Significantly beyond Saldanha Bay and adjacent land areas	3
B. Intensity – the magnitude of the impact in relation to the sensitivity of the receiving environment, taking into account the degree to which the impact may cause irreplaceable loss of resources.		
Low	Site-specific and wider natural and/or social functions and processes are negligibly altered	1
Medium	Site-specific and wider natural and/or social functions and processes continue albeit in a modified way	2
High	Site-specific and wider natural and/or social functions or processes are severely altered	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 1:

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 2:

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					
CONSEQUENCE		Improbable	Possible	Probable	Definite
	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 3:

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 4:

Extent	Intensity	Duration	Consequence	Probability	Significance	Status
Regional 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 of assessment	Low, Medium or High

Example 5:

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 and achieve the management outcome. Mitigation and optimisation measures must be described as either:

- Essential: must be implemented and are non-negotiable; and
- Best Practice/ Recommended: must be shown to have been considered and sound reasons provided by the proponent if not implemented.

Mitigation and optimisation measures must be inserted into the completed impact assessment table, with an indication on whether they are Essential or Recommended. 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.

Next, also specify the desired outcome that these measures aim to achieve.

Example 6:

Table 1: Describe the impact.

	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/ Recommended mitigation measures								
• Xxx • Xxxx								
With mitigation	Local 1	Low 1	Long-term 3	Low 5	Improbable	VERY LOW	- ve	High

Desired Impact Management Outcome to be achieved: xxx

OR

Table 1: Describe the impact.

	Extent	Intensity	Duration	Consequence	Probability	Significance	Status	Confidence
Without optimisation measures	Regional	Medium	Short term	Medium	Probable	MEDIUM	Positive	Med-High
Optimisation measures:								
• xxx. • xxxxx								
With optimisation measures	Regional	Medium to High	Short term	High	Probable	HIGH	Positive	Med-High

Desired Impact Management Outcome to be achieved: xxx

OR

	Extent	Intensity	Duration	Consequence	Probability	Significance	Status	Confidence
Without mitigation	Regional 2	Low 1	Medium term 2	Very low 4	Improbable	INSIGNIFICANT	-ve	High
Mitigation measures: Not considered to be necessary due to low significance.								

Desired Impact Management Outcome to be achieved: xxx

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

Phase	Impact identified	Severity	Probability	Significance	Status	Confidence
xxxxxx	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

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.

CURRICULUM VITAE

CLAIRE ABRAHAMSE



2nd Floor, Wale Street Chambers, 38 Wale Street, Cape Town, 8001
+27 21 426 2613, +27 83 718 1919, claire@claireabrahamse.co.za

PERSONAL DETAILS

Surname	Abrahamse / Donovan	Nationality	South African
First names	Claire Janet	Home language	English
Date of birth	26th April 1982	Other languages	Afrikaans

EDUCATIONAL QUALIFICATIONS

University of Cape Town

Faculty of Engineering and the Built Environment, Department of Architecture, Planning and Geomatics

(2000 – 2002) Bachelor of Architectural Studies (BAS)

- with distinction

(2003 – 2005) Bachelor of Architecture (BArch)

- with distinction

Massachusetts Institute of Technology

Department of Architecture

(2007 - 2009) Master of Science in Architecture Studies, Architecture and Urbanism

- 5.0 GPA ("A" aggregate)

PROFILE

Claire Abrahamse is a professional architect, urban designer and heritage consultant, practicing in Cape Town, South Africa. Her current projects are focused on urban-scaled research and design related to cultural landscapes; such as undertaking spatial and urban analysis for the development of a conservation management plan for the University of Cape Town's as well as Stellenbosch University's campuses, and analysing the cultural landscape around Stellenbosch in order to identify significant spatial elements and systems for the Municipality to both protect their cultural assets and ensure appropriate development. Claire has taught in the architectural and urban design studios, as well as in the Conservation M.Phil programme at the University of Cape Town on a part-time basis between 2010 and 2024. She was an external examiner in the MArch thesis studio in 2014. She brings urban design analysis and graphic representation to the analysis of heritage structures and their cultural landscape settings.

Claire completed a Master of Science in Architecture and Urbanism in 2009 at the Massachusetts Institute of Technology, where she was a Fulbright Scholar and a Total Fellow for African Development. She completed a Bachelor of Architecture Studies (BAS) and Bachelor of Architecture (BArch) at the University of Cape Town in 2002 and 2005 respectively.

Claire was selected as a Moshe Safdie and Associates Research Fellow for 2009 (Boston office), and during this time undertook research on future forms of urban mobility and the ways in which they might positively shape the accessibility, physical structures and systems of cities. This research was in collaboration with the Smart Cities Group at the Massachusetts Institute of Technology Media Lab. Prior to this, she worked at the Architecture, Urban Design and Planning practice Nisa Mammon and Associates.

For the past decade, Claire has been involved in several public and private sector architectural, heritage and urban design projects around Cape Town and Stellenbosch, ranging from the architectural to the urban/landscape scale.

Claire Abrahamse has been practising independently for 15 years from offices in Wale Street, in central Cape Town. She is registered as a professional architect with the South African Council for the Architectural Professions. She is a member of the Urban Design Institute of South Africa, and the Association of Professional Heritage Practitioners (South Africa). She convenes the Cape Institute for Architecture's Heritage Committee.

CURRICULUM VITAE

CLAIRE ABRAHAMSE

MERITS AND AWARDS

Undergraduate (BAS):

(2000) Thorton White Prize: best work done in First Year

(2001) Cape Institute of Architects' Prize: best student in semester BAS 4

(2002) John Perry Prize: best work done in 3rd Year

(2002) Molly Gohl Memorial Prize: best woman student in 3rd Year

(2002) Cape Institute of Architects' Prize: best student in semester BAS 6

(2002) Roderick Noble Scholarship: most outstanding graduate completing a three-year Bachelor's degree in the Faculty of Engineering and the Built Environment in 2002.

Postgraduate (BArch):

(2004) Essay Prize: best essay written in the BArch Programme

(2004) Ivor Prinsloo Prize: best essay in Architectural Theory in the BArch Programme

(2005) Cape Institute of Architects' Prize for the best student graduating in the BArch Degree Programme

(2005) General JBM Herzog Prize for the best final year student in Architecture

(2005) South African Council of Architectural Professions Medal for the best Architecture student for work done over six years

(2005) South African Institute of Architects' Prize for the best student based on the final two years of study for a professional degree in Architecture

Post-professional degree (SMArchS):

(2007-2009) Fulbright Foreign Student Scholarship

(2007-2009) MIT Total Graduate Fellowship

(2007-2009) Delta Kappa Gamma Society World Fellowship

(2008) Selected to participate in the MIT/Tsinghua University Beijing Urban Design Studio

(2009) Moshe Safdie Research Fellowship

Professional:

(2015) Western Cape Department of Cultural Affairs and Sport, Cultural Affairs Awards 2014/15, Best Heritage Impact Assessment or Heritage Report. Awarded for the Cape Town Station Heritage Impact Assessment, undertaken with Melanie Attwell and Tim Hart.

(2014) Western Cape Department of Cultural Affairs and Sport, Cultural Affairs Awards 2013/14, Built Environment and Cultural Landscape Project of the Year in the Western Cape. Awarded for the Springfield Convent Art Building, together with CCNI Architects who were the architects on the project.

(2012) Western Cape Department of Cultural Affairs and Sport, Cultural Affairs Awards 2011/12, Best Heritage Impact Assessment or Heritage Report. Awarded for the Oak Cottage Heritage Report.

OTHER TRAINING PROGRAMMES AND MEMBERSHIPS

(2006) Continuing Professional Development Course in Architectural and Urban Conservation at the University of Cape Town, Part 1 (taught by Prof. Stephen Townsend).

(2010) Continuing Professional Development Course in Architectural and Urban Conservation at the University of Cape Town, Part 2 (taught by Prof. Stephen Townsend).

Registered Professional Architect with the South African Council for the Architectural Professions (SACAP)

Member of the Cape Institute for Architecture (CIa)

Member of the Association of Professional Heritage Practitioners (Western Cape)

Member of the Urban Design Institute of South Africa (UDISA)

CURRICULUM VITAE

CLAIRE ABRAHAMSE

PUBLICATIONS

(2011) "Urban Niches: zones for informal communities in Zurich" in Werk Bauen + Wohnen. November 2011. The same article was published in English in the December 2012 issue of Architecture South Africa.

Publications at MIT:

(2009) "Digital Embankment" in Technological Imagination and the Historic City: Florence. Naples, Italy: Liguori Editore. Ed. Dennis Frenchman, Giandomenico Amendola, William J. Mitchell and Anne Beamish.

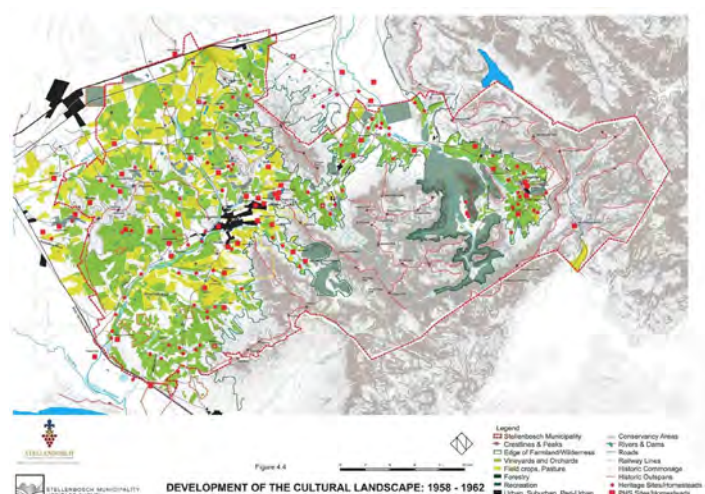
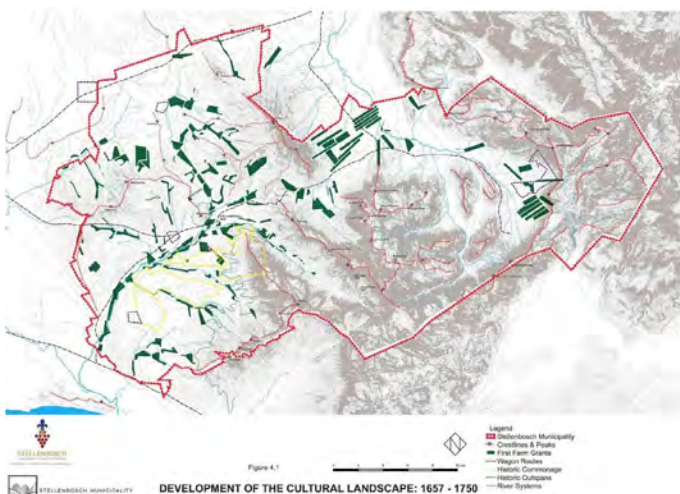
(2009) "Alternative Geographies/Landscape Urbanism in Old and Navi Mumbai" in Uncertain Futures: Two Years of Research at the MIT School of Architecture. Cambridge, Massachusetts: MIT Press. Ed. Ana Miljacki.

RECENT APPLICABLE WORK

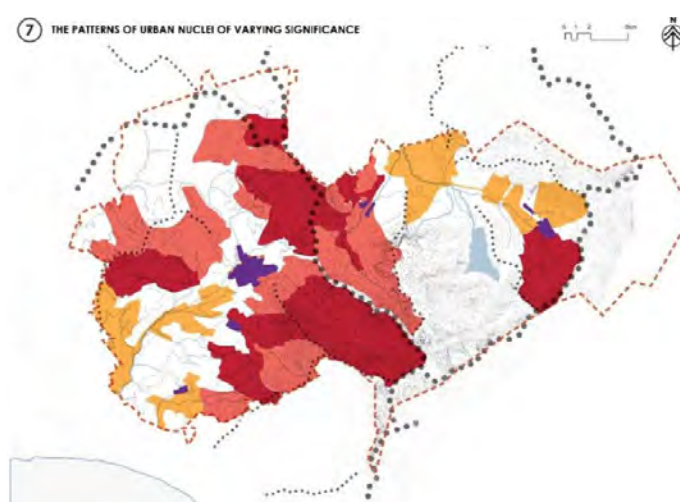
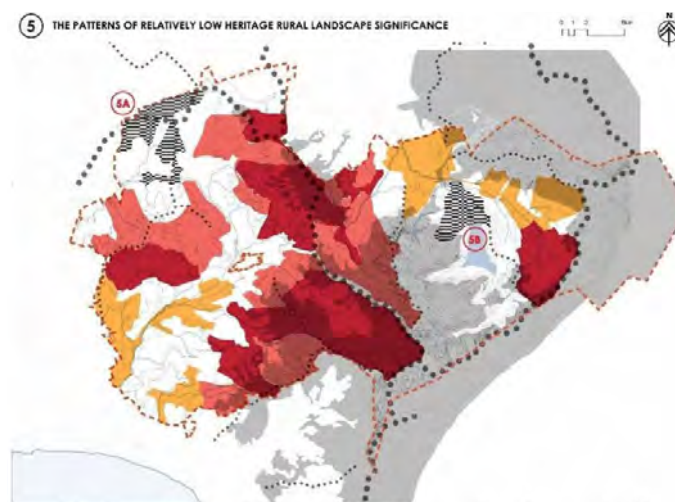
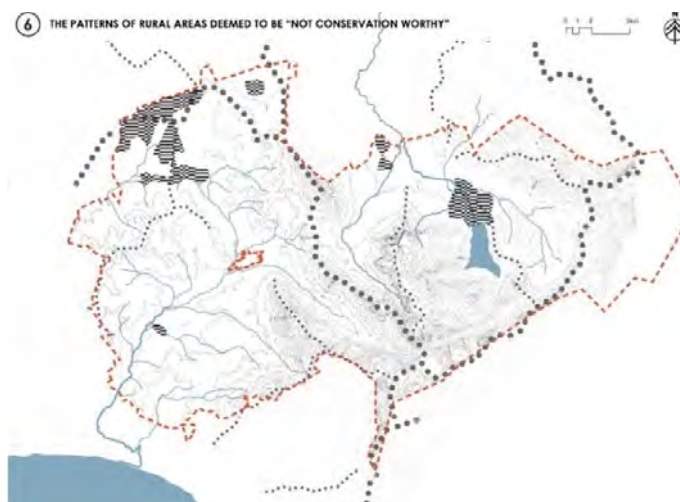
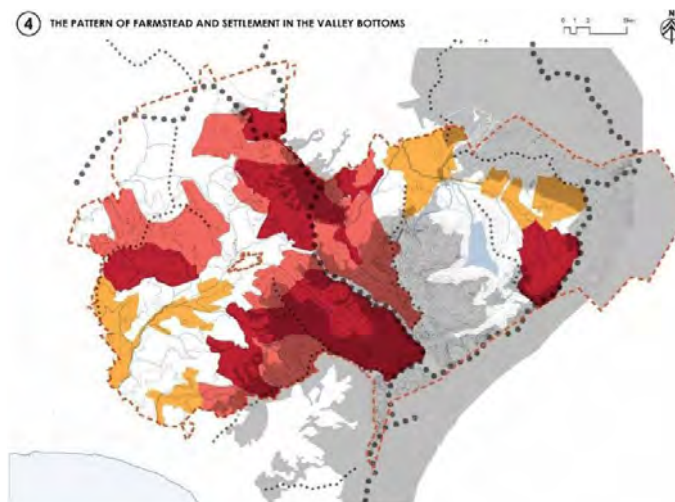
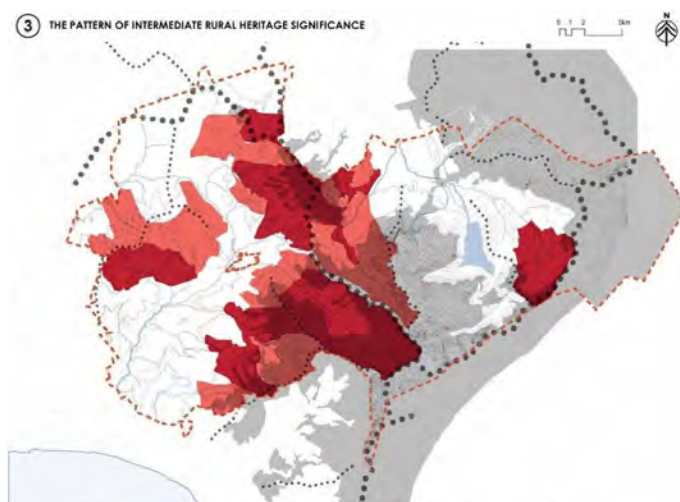
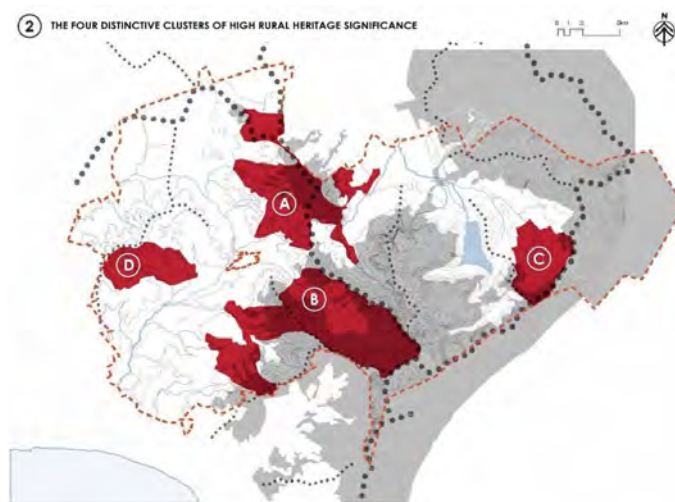
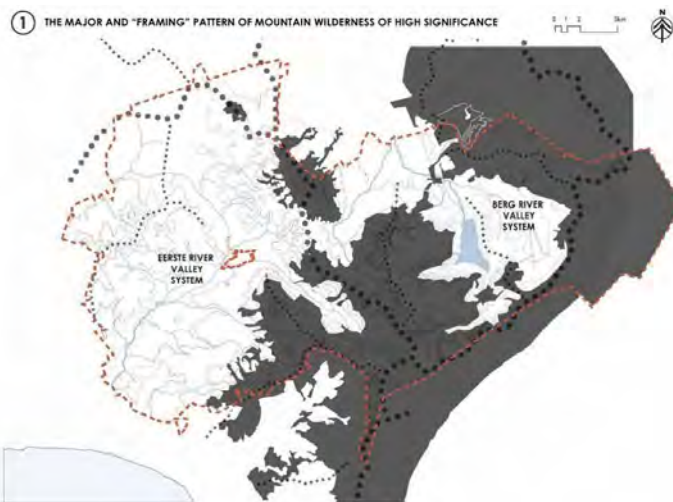
Project Name	HERITAGE INVENTORY OF, AND MANAGEMENT PLAN FOR, THE TANGIBLE RESOURCES IN THE STELLENBOSCH MUNICIPALITY
Client	Stellenbosch Municipality
Project Team	Cape Winelands Practices in Association, with Prof. Fabio Todeschini, Liana Jansen, CTS Heritage, Dr. Antonia Malan, Marike Franklin.
Description of Role	Grading of the entire municipal area, and creation of development guidelines for all areas therein, between 2016 and 2018.
Reference	Mr. Bernabe De La Bat, Manager: Spatial Planning, Heritage and Environment, Stellenbosch Municipality, +27 21 808 8652, Bernabe.DeLaBat@stellenbosch.gov.za.
View the Project	http://www.stellenboschheritage.co.za/phase-4



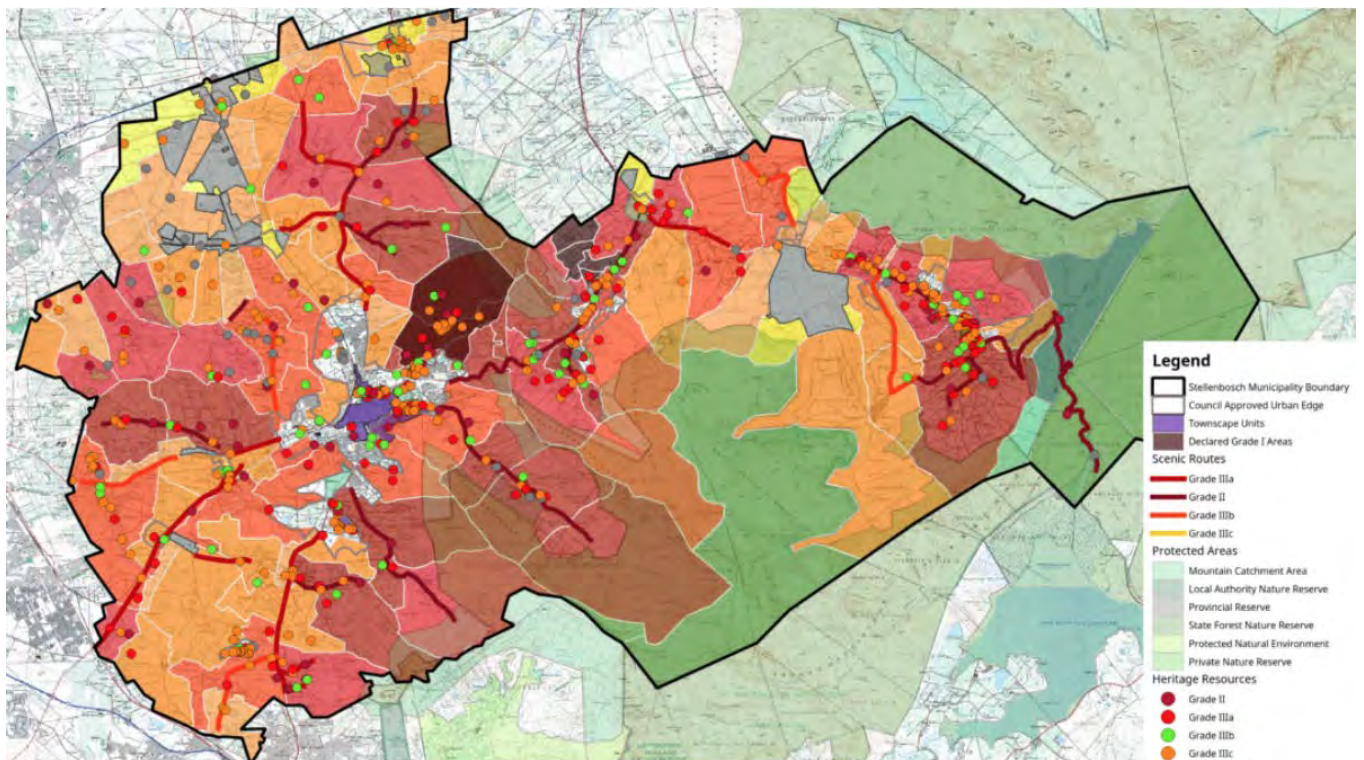
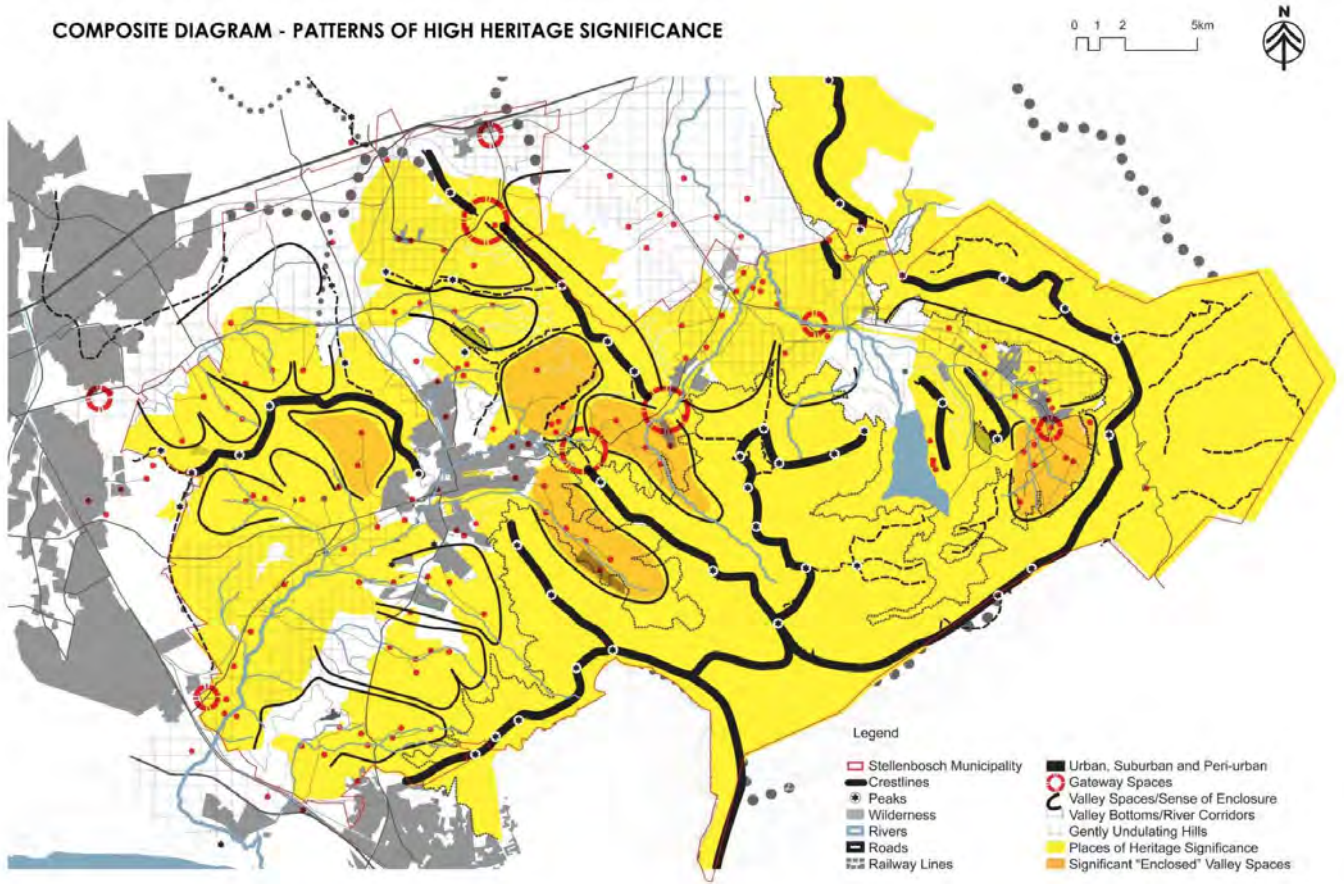
The Cultural Landscape, as seen from Elsenberg, looking towards Stellenbosch.



Analysis of early farm grant in the area (left, 1657 to 1750) and agricultural and urban development in the 1950s (right). These graphics were generated using a combination of historic maps, GIS and Adobe Illustrator.



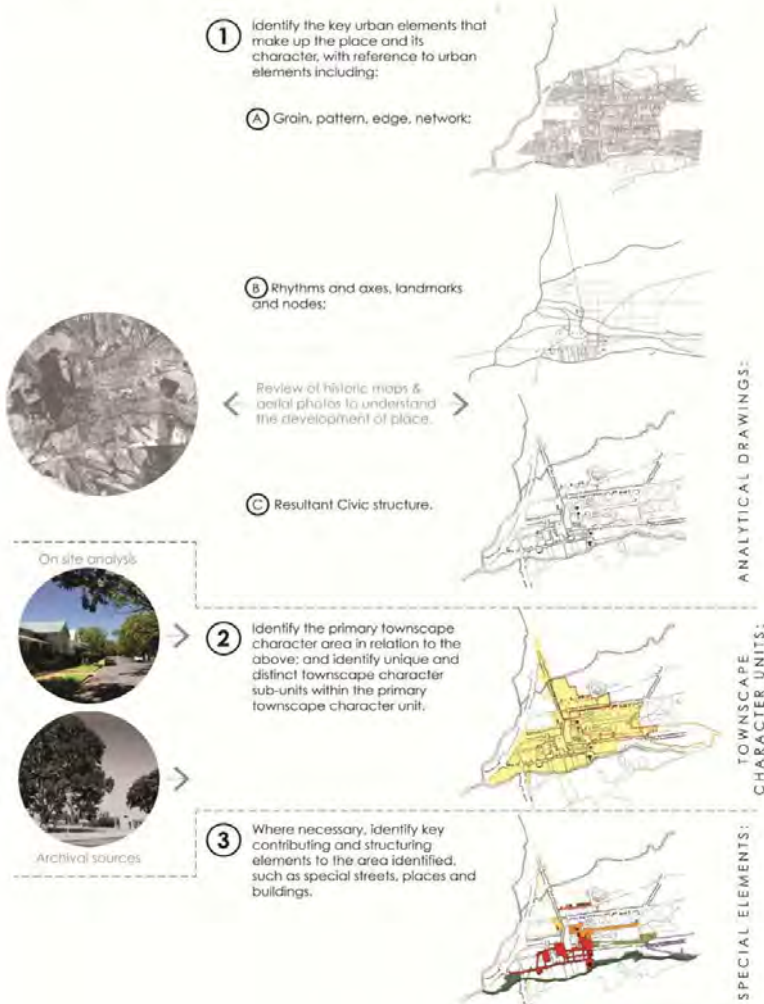
COMPOSITE DIAGRAM - PATTERNS OF HIGH HERITAGE SIGNIFICANCE



STELLENBOSCH MUNICIPAL HERITAGE INVENTORY AND CONSERVATION MANAGEMENT PLAN UPDATED JANUARY 2019



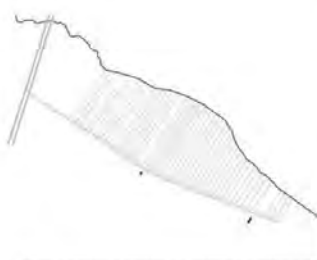
The ultimate outcome of the study was an interactive GIS map, where communities, property owners and municipal officials could early interact with the various layers of significance within the area. <http://stellenboschheritage.co.za/smhs/map/#11/-33.9357/18.9548>



JAMESTOWN

1 Identifying the Key Urban Elements and Primary Townscape Character Unit

Jamestown would once have strongly resembled an archetypal Cape Mission Settlement: a primary street running parallel to a river course; a church occupying a prominent position; cottages lining the road; long, narrow farming allotments running between each cottage and the river course; and an agricultural and wilderness backdrop to the whole.



2 Identifying Threats to the Townscape Character

c1938 aerial photography attests to the strong pattern that would once have existed, with the narrow allotments also extending from the cottages up the hillside, to the south. In essence, Webersvallei Road would have formed the central spine to the settlement, with the church located at the top of the hill.



Unfortunately in Jamestown, gentrification has meant that only the long farming allotments are still clearly legible in the townscape. The area south of Webersvallei Road has been entirely developed, with a mid 20th century suburban pattern of street compromising any village character that remains. The interface with the R44 has also been developed in an insensitive manner, with "strip mall" and car outlets creating a buffer between the main road and the historic village.



More worryingly, development has begun to encroach to the north of Webersvallei road, threatening the narrow farming allotments that run down towards the Blaauwklippen River – these being the last townscape element/settlement pattern that visually and symbolically connects Jamestown to the other 19th and early 20th century Mission Settlements of the Cape.



3 Identifying Special Streets, Places & Buildings within the Character Unit

The farming allotments are seen to be the most significant element within Jamestown, spatially and symbolically connecting it to the grouping of Mission Settlements, which are of significance in the history of the Cape and the Province.



Additionally, Webersvallei Road and the first row of plots facing northwards onto it is included in the townscape character area: it is here that the key community and institutional sites are located (the churches and the general store), but it is also where the historic scale of the cottages, and their relationship to the agricultural allotments, can still be discerned.



These elements are collectively seen to embody the core remaining townscape character of Jamestown, and should duly be protected, and development controlled to ensure this historic pattern is retained and strengthened.



4 Identifying Townscape Character Unit

Jamestown Special Streets, Places & Buildings:

- Water Basin
- Street & Buildings Fronting Webersvallei Rd
- Core Townscape Character Area



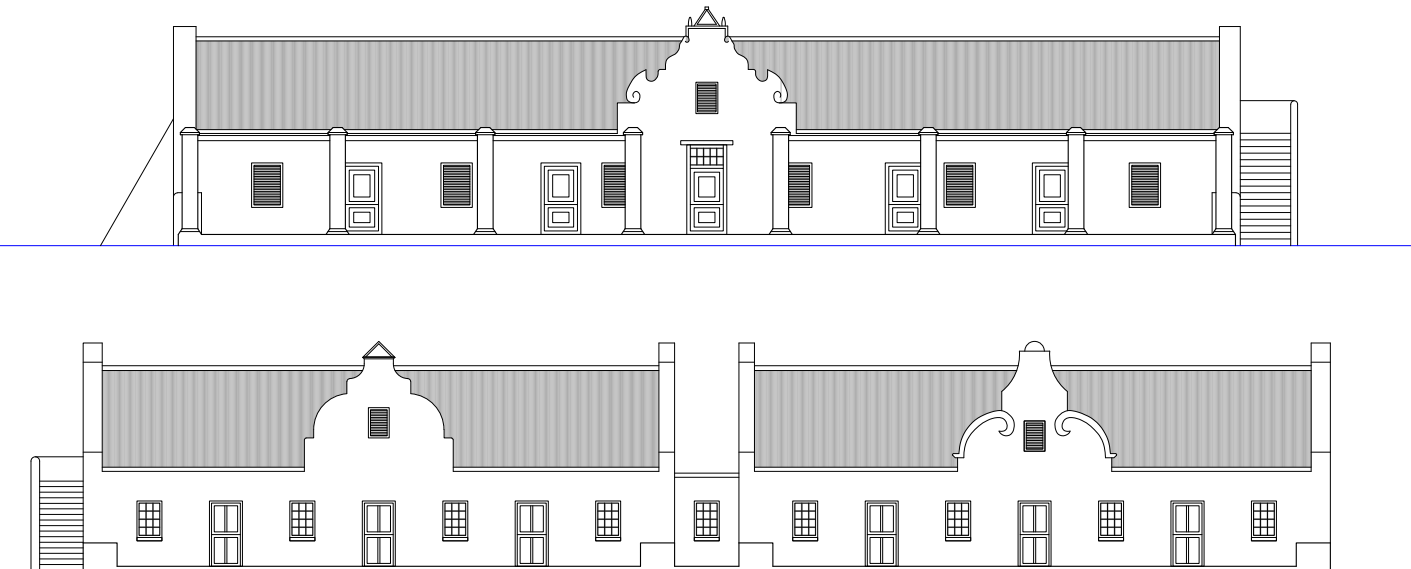
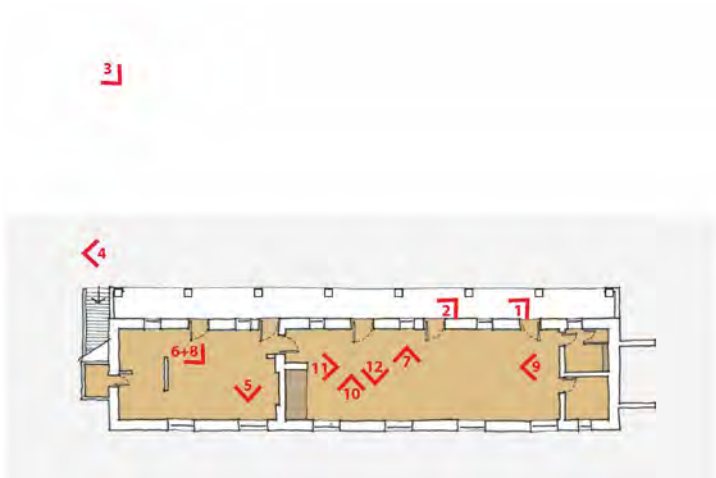
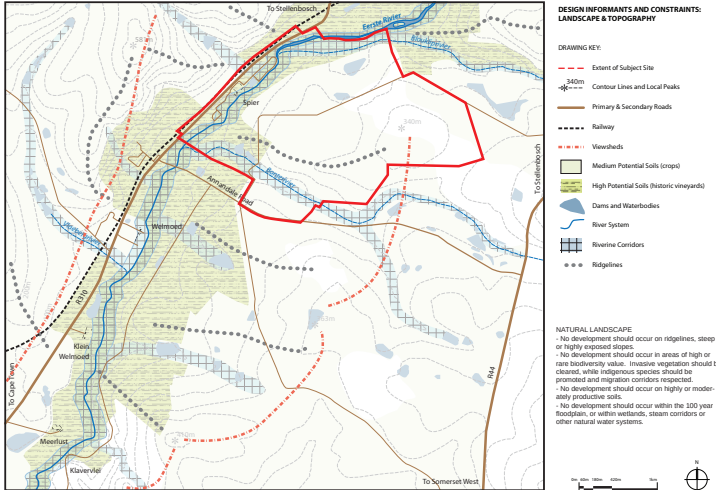
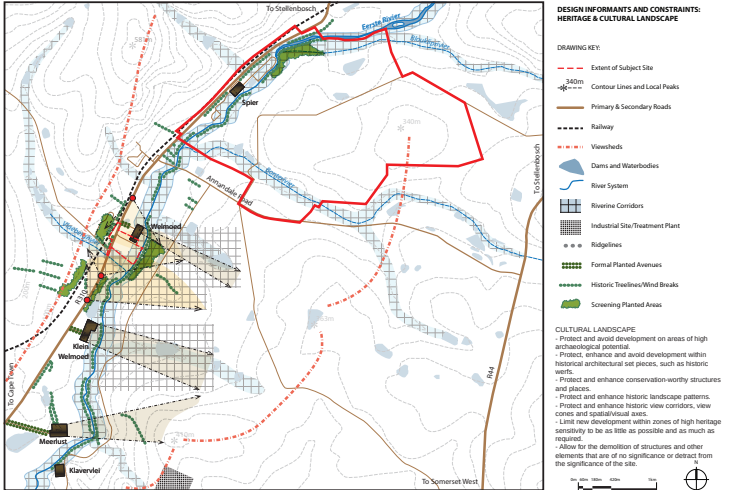
One of the last remaining family-owned town farms in Jamestown. (Klein, 2014: 13)

1924 photograph of the Rhineland Church congregation with founder Rev. Jacob Weipke. (Jamestown BnB)

Project Name
Client
Project Team
Description of Role

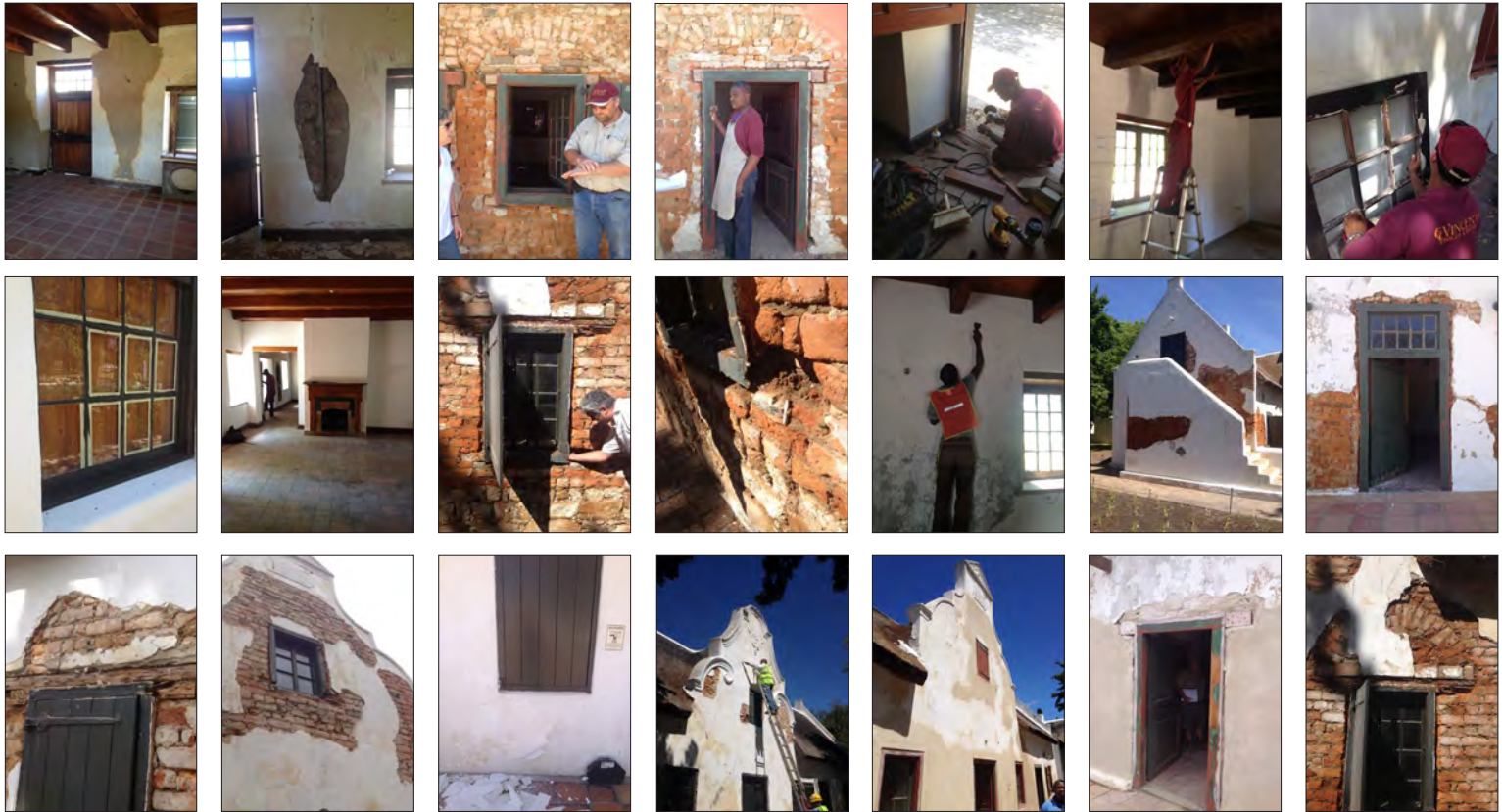
SPIER OLD WERF REMEDIAL WORK
Spier Properties (Pty) Ltd
Claire Abrahamse as both heritage consultant and project architect.
Heritage analysis c1778 and c1817 Jonkershuis buildings, as well as the c1812 Old Spier Café/Spier Slave Quarters, and the werf space between the buildings was undertaken in order to assess and influence the proposed alterations and remedial work to the buildings. Heritage reports were undertaken under Sections 34 of the National Heritage Resources Act. The buildings were extensively analysed and plans drawn up for remedial work, as well as the re-landscaping of the werf space. Continued involvement on the historic portion of the property as alterations become necessary.
Ms. Mariota Endhoven, +27 21 809 110, mariotaenthoven@gmail.com.

Reference



Analysis of the Spier farm at the regional and building scale. These images were generated using Adobe Illustrator, freehand drawing & AutoCAD.

SPIER WINE FARM - ANALYSIS AND REMEDIAL WORK TO THE SPIER WERF

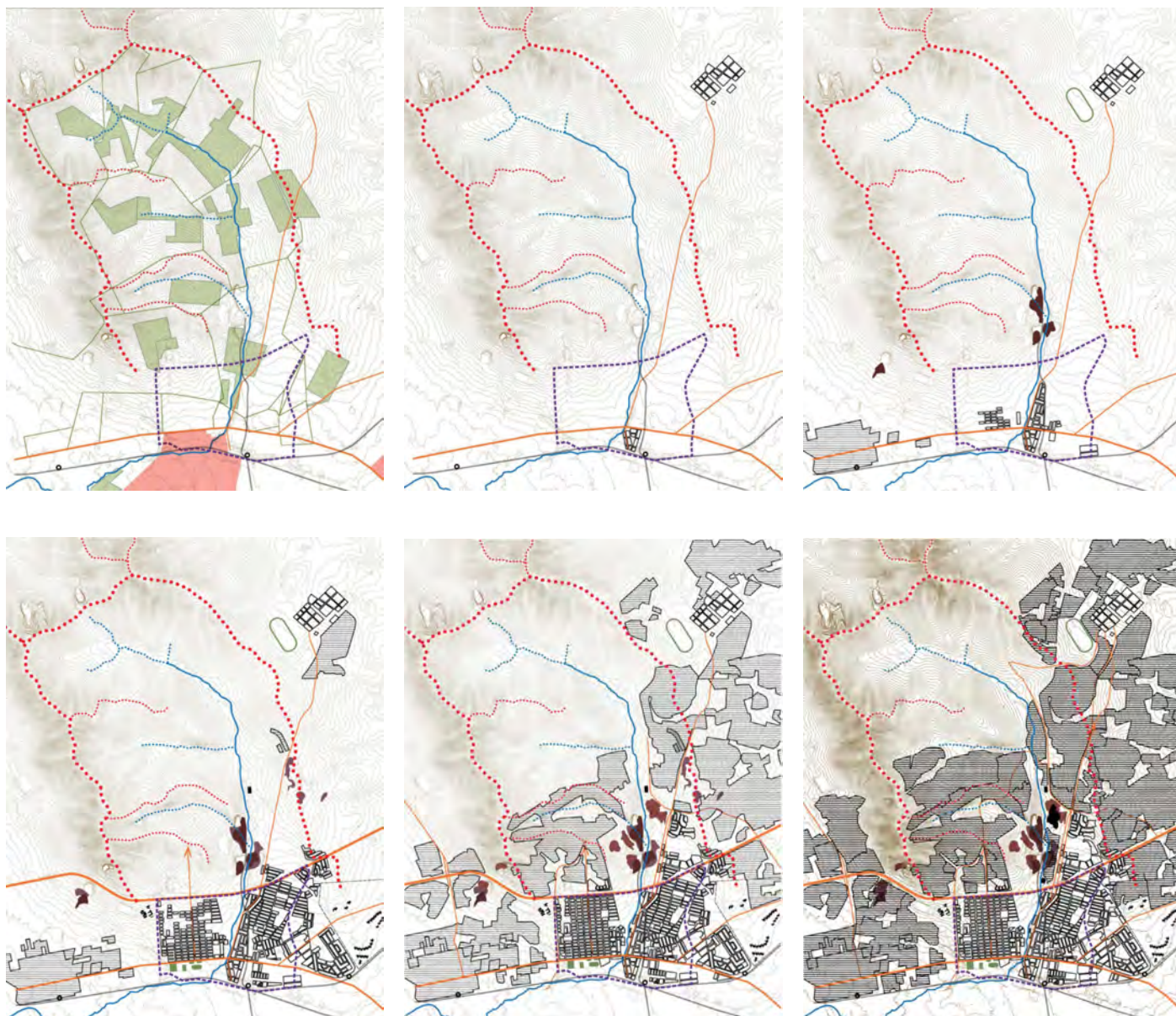


Photographs taken during the restoration process.



The final outcome.

Project Name	BELLVILLE CBD OPPORTUNITY AREA HERITAGE STUDY
Client	City of Cape Town
Project Team	Urban Design Consultants, ACO Associates
Description of Role	Preparation of a contextual framework, preparation of an Urban Design Synthesis report (primarily undertaken by Claire Abrahamse), formulation of a series of development alternatives, formulation of a rigorous evaluation framework which rates the viability and desirability of the development alternatives, and identification of a preferred alternative.
Reference	Mr. Jeremy Rose, Environmental Consultant, Infinity Environment, +27 21 834 1602, jeremy@infinityenv.co.za



Analysis of the development of Bellville from 1750 to 2000. Maps generated using Topographical Surveys and Adobe Illustrator.



Bellville developed in the mid-to-late 20th Century, during the Apartheid Era. Modernist influences can be strongly seen in the planning and architecture of the area. The above images of churches are from the UCT Digital Archive.

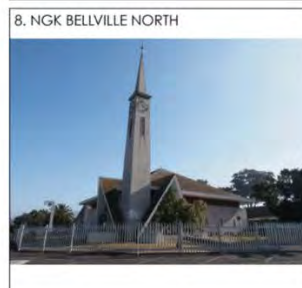
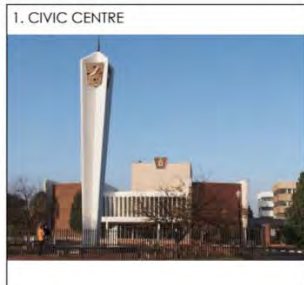
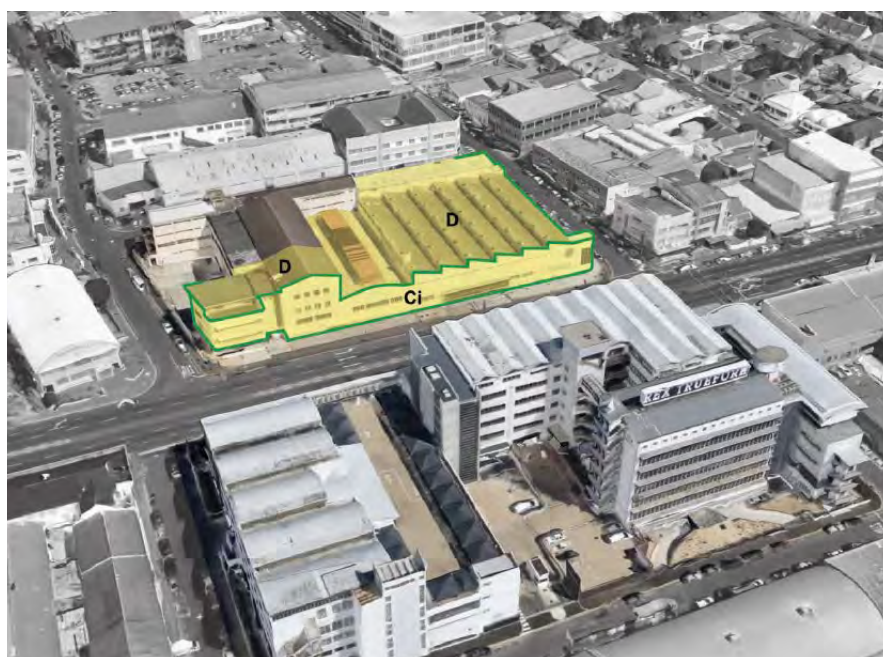


Figure 48: Mapping the modernist structures of Bellville (Images: Berman, 2021).

Mapping of the Modernist Civic Buildings in the area. On-site analysis and documentation, as well as historic maps, GIS, aerial photography and Adobe Illustrator were used to develop this map.

Project Name	HERITAGE IMPACT ASSESSMENT OF THE REX TRUEFORM FACTORY BUILDING
Client	Rex Trueform (Pty) Ltd
Project Team	Claire Abrahamse and Sally Titlestad
Description of Role	Understanding significance of the site from an urban, architectural and social perspective, extensive engagement with the past factory workers and other interested parties, engaging with specialist professionals in the history of trade unionism at the Cape, as well as Modernist detailing and materiality.
Reference	Mr. Gordon Bradley, gbradley@queenspark.com.



The clothing factory is part of a larger inner-city complex, and is one of the earliest Modernist buildings in the City, dating from 1938.



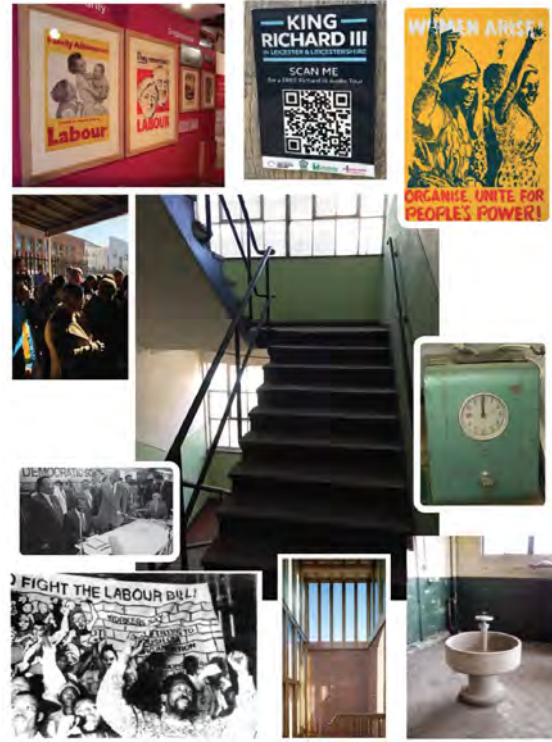
Architect's render of the factory, 7th January 1938.



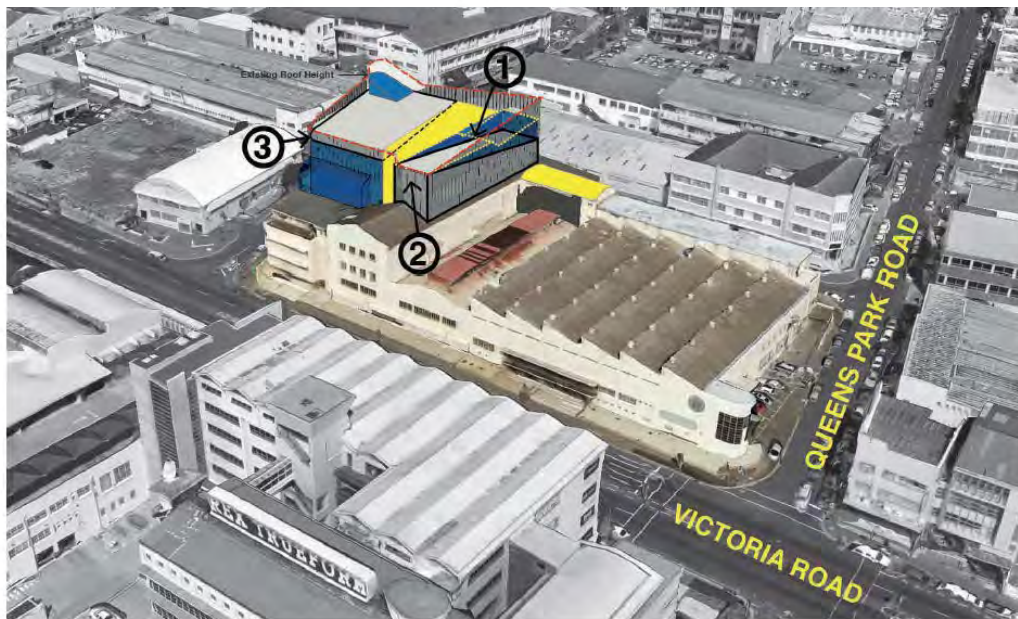
Photograph of the factory in the 1980s.



Recent photographs of the building, which currently is disused.



Photograph of Nelson Mandela at the Factory in 1994 (UCT Digital Archive) and montage of the various worker elements within the factory, as well as trade union posters.



Possible ways to introduce fragmentation:

- ① Changes in roof form.
- ② Framing elements and articulating elements differently.
- ③ Changes in facade materiality.

Sketches (hand and Adobe Illustrator on Google Maps view) showing process, where the heritage consultant engaged with the project architects regarding a possible intervention within the complex.

Project Name	HERITAGE METHODOLOGY AND MONITORING OF THE RESTORATION OF THE WINDOWS AT THE HERSCHEL CHAPEL
Client	Herschel Girls' School
Project Team	Claire Abrahamse
Description of Role	Heritage architect to work with the project architects, to specifically input around: 1. Formulating a detailed method statement for the work; 2. Specify materials and elements to be used in the reconstruction; 3. Exercise an on-site monitoring brief for continued heritage inputs.
Reference	Mr. Tyrone Bloch, Tyrone@klg.co.za



Figure 2A: Diagram showing the primary urban/campus elements within the main school forecourt. The chapel is indicated in blue.
(Source: City of Cape Town).



Figure 4A: The northern gable end of the building, taken c1940. (Old Herschillian News, Archives and Heritage).



Figure 4B: The interior of the space when it was being used as a library - the initial purpose of the structure - taken c1940. (Old Herschillian News, Archives and Heritage).



Figure 4C: The subject building, shortly after construction in 1940. (Source: South African National Library, PHA 2321, Cape Times Negative GNG 14,024).



Figure 6A: Spawling mullion in Oriel window.



Figure 6B: Previously repaired cracking.



Figure 6C: Horizontal cracking in brick lintel.



Figure 6D: Fine cracking in the brickwork.



Figure 6E: View of the chaped cill bricks.

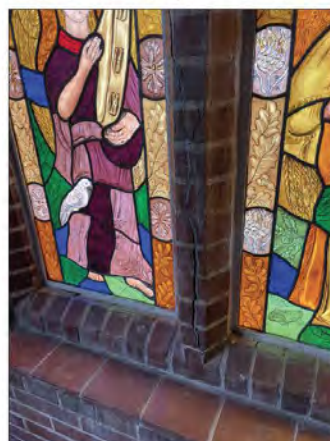


Figure 6F: Vertical cracking at stainedglass.



Figure 6G: Detail of spawling at vertical bricks.



Figure 6H: Reinforced Concrete slab at Oriel.



Photographs from the on-site monitoring, showing the reconstructed windows, with the custom-manufactured bricks that had to be used in the reconstruction.