

DRAFT FOR COMMENT

HWC 16092210WD1011E

Proposed development of

ERF 2187, GREEN POINT

HERITAGE IMPACT ASSESSMENT

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1 INTRODUCTION

1.1 Background

Lize Malan and Cindy Postlethwayt have been contracted by Infinity Environmental Services to undertake a scoping of heritage resources and their implications for the potential development of Erf 2187, Green Point. Erf 2187 formerly housed bowling greens with associated facilities and also includes the Sea Point Library (named the Colin Eglin Library) and Sea Point Civic Centre. The City of Cape Town, owner of the property, is now considering options for the re/development of this property and have appointed a team of professionals to formulate a suitable development concept for the property, informed by inter alia considerations regarding the heritage resources related to the site.

Following an interactive process with the professional team and stakeholders, this report presents a heritage impacts assessment of the proposed development concept for the site. The HIA will be submitted to HWC for comment in terms of Section 38(8) of the NHRA.

1.2 The site and its location

Erf 2187, Green Point measures approximately 4,5ha and as noted, is owned by the City of Cape Town. The property is located in Three Anchor Bay at the eastern edge of Sea Point, on the sliver of land between Helen Suzman Boulevard and Main Road. To the west the site is bounded by Three Anchor Bay Road. A large residential facility of the Cape Peninsula Organisation for the Aged (CPOA) is located to the northwest of the site (behind the library) with beyond that Mouille Point and the Sea Point promenade. The Green Point

Common including the Urban Park and various sporting facilities are located to the north of the site on the other side of Helen Suzman Boulevard. At the eastern end, the site is bordered by a vacant treed lot used for parking and to the south of site, the other side of Main Road is lined by multi-storey blocks of flats. The commercial uses along Sea Point Main Road begins immediately to the west of the intersection of Main Road and Three Anchor Bay Road.

Erf 2187, Green Point is zoned Open Space 2 and the following uses and structures are accommodated on the property:

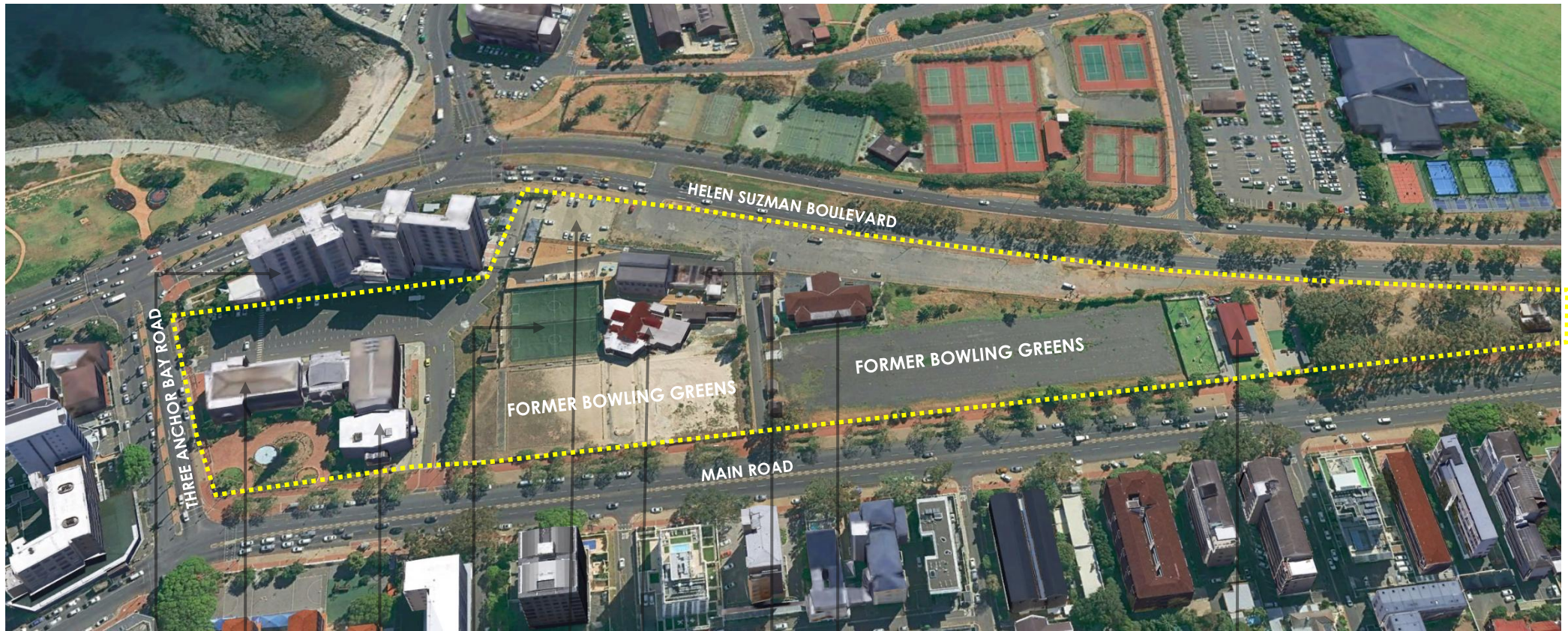
- The Colin Eglin Public Library and Sea Point Civic Centre, accommodated in a modernist building in the south-western corner of the site. The Civic Centre portion of the building includes a foyer, concert hall (with a stage and orchestra pit) and smaller hall. There is a parking area behind this building that also provides vehicular access to the CPOA facility behind the library.
- Three larger buildings that formerly housed the Atlantic Bowling Club. Of these buildings, the original club house is now derelict having suffered a fire recently. It is under lease to Glen Green Point Sport. The building towards the middle of site is now leased by the Western Province Bridge Union and the building at the eastern end of the site accommodates the Pinocchio crèche (also through a lease agreement with the Domestic Workers Association Education Trust).
- There are numerous smaller outbuildings, some of which currently accommodate caretakers of the various sites.
- A large electrical substation is accommodated in a building on the northern boundary of the site, behind the original bowling club house.

- The former bowling greens are no longer in use – some have been transformed into 5 a-side soccer courts that are leased to the Glen Country Club, some are just derelict whilst the greens at the eastern end had at one stage been surfaced with tar – this area currently accommodates a weekly market.
- On the northern side behind the former bowls facilities is an open parking area, that is also used by driving schools as a training facility.

- The fenced parking area adjacent to the CPOA retirement facility located behind the library and civic centre also forms part of the site and is leased to the CPOA.
- The site is bisected by Bowlers Road, roughly at its centre and Bowlers Way to the west gives access from Main Road to the Civic Centre and CPOA facility.



Figure 1.1: Location of Erf 2187, Green Point (Source: Cape Farm Mapper)



- CPOA
RETIREMENT
FACILITY
- COLIN EGLIN
LIBRARY
- SEA POINT
CIVIC CENTRE
- PARKING
AREA
LEASED BY
CPOA
- GLEN GREEN
SPORTS CENTRE
- WP BRIDGE CLUB
- PINOCCHIO CRÈCHE

Figure 1.2: Site components (Source: Cape Farm Mapper)

1.3 Brief

The request for quotation issued by the City of Cape Town described the project as entailing a land packaging and development rights acquisition for Erf 2187, Cape Town.

The service provider team is tasked to:

- Review previous studies to identify information gaps.
- Undertake required studies.
- Conduct a thorough analysis of the subject property to determine development potential.
- Develop customised land packaging strategies for the site to maximize development potential, considering zoning regulations, environmental and heritage impact, and other relevant factors, requirements and conditions as received or advised by competent authorities.
- Provide recommendations for optimising land use and density.
- Prepare and submit all necessary documentation and applications for development rights.
- Engage in negotiations with regulatory bodies, local authorities, and other stakeholders to secure development rights and to ensure timely approvals.
- Provide ongoing updates and reports on the progress of land packaging and development rights acquisition.
- Ensure compliance with legal, heritage, environmental and any other relevant requirements and conditions throughout the process.
- Do all that is necessary and required to acquire maximum possible development rights for the identified sites.

The RFQ states the heritage consultant should confirm the specific heritage considerations that apply to the site in Phase 1 of the project programme. Following on this, the heritage consultant should assess all heritage considerations, submit a NID as well as the further potential required impact assessments. The RFQ recognises that *the project's development parameters will be determined by the outcome of the heritage process and comment from Heritage Western Cape (HWC) will be a vital step to inform the development envelope.*

Following on the advertisement of this draft HIA, the final HIA will be presented to HWC for their comment in terms on Section 38(8).

1.4 Methodology

The methodology followed to prepare this report entailed the following:

- Site visits, including conversation with current users/managers of facilities on the site, to identify possible heritage resources on the property and related to the site, including its context.
- A review of relevant studies, available, such as the recent Green Point and Sea Point Conservation Study and previous applications, that contributes to an understanding of the heritage resources related to the site.
- A review of the relevant legislation that informs this study.
- Obtaining records from the Surveyor General, the Deeds Office and other reference material, to gain an understanding of the history of the site.

1.5 Assumptions and Limitations

- **Information**

This report is based on the information that was available at the time of writing. All material by others informing this assessment, including historical and planning/land use background information from earlier applications, is assumed to be accurate and a true reflection of the issues governing the property and its proposed redevelopment.

- **Statement of significance**

The significance of cultural resources is dynamic and multi-faceted, in particular 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. It is also noted that the perceptions of visual impacts can be highly subjective.

- **Impacts beyond the Site Boundaries**

This report does not consider heritage issues resulting from the potential laying of pipelines, electrical and other related infrastructure between the site and elsewhere beyond its boundaries.

2 LEGISLATIVE AND POLICY CONTEXT

2.1 National Heritage Resources Act (Act 25 of 1999) (NHRA)

The NHRA governs all aspects of the management of heritage resources in South Africa. There are several sections of this act that would potentially apply to proposed new development on Erf 2187, Green Point:

- **Section 34(1)** stipulates that no person may alter or demolish any structure or part of a structure which is older than 60 years without a permit issued by the relevant provincial heritage resources authority.
- **Section 38 (1)** requires the submission of a notification of intent (NID) to develop should the proposal be categorized as (inter alia):
 - (c) any development or other activity which will change the character of a site--*
 - (i) exceeding 5 000 m² in extent; or*
 - (ii) involving three or more existing erven or subdivisions thereof; or*
 - (iii) involving three or more erven or divisions thereof which have been consolidated within the past five years; or*
 - (d) the re-zoning of a site exceeding 10 000 m² in extent;*

It seems likely that in this case Section 38(1)(c)(i) and Section 38(1)(d) will be applicable.

Following on the submission of a NID, the relevant authority - in this case Heritage Western Cape – issues a record of decision which would either indicate that no further studies are required, or a heritage impact assessment is required. Should an HIA be required HWC can identify specific aspects of heritage management that should be addressed including studies to be undertaken by specialists.

- **Section 38(3)** stipulates that an HIA should include at least the following:
 - (a) the identification and mapping of all heritage resources in the area affected;*
 - (b) an assessment of the significance of such resources;*
 - (c) an assessment of the impact of the development on such heritage resources;*
 - (d) an evaluation of the impact of the development on heritage resources relative to the sustainable social and economic benefits to be derived from the development;*
 - (e) the results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources;*
 - (f) if heritage resources will be adversely affected by the proposed development, the consideration of alternatives; and*
 - (g) plans for mitigation of any adverse effects during and after the completion of the proposed development.*
- **Section 38(8)** stipulates that the provisions of Section 38 is not applicable to proposed development that also require environmental authorization in terms of environmental legislation,

provided that the heritage assessment undertaken into such legislation fulfils the requirement of Section 38(3). In such an instance the relevant heritage authority will provide a comment to the authority that has to decide on the environmental application (author's summary of the section).

- **Section 38(10)** stipulates that, where an HIA has endorsed/approved by the heritage authority into Section 38 (4) or (8) no further applications in terms of this Part of the Act is required. In this instance it could for instance, imply that no further applications are required in terms of Section 34 of the Act (author's summary of the section).

2.2 National Environmental Management Act (Act 107 of 1998) (NEMA)

It is anticipated that environmental authorisation will be required for any substantial change of land use on the site, given its public open space zoning. The following potential trigger has been identified:

- Activity 15 of Listing Notice 3: The transformation of land bigger than 1000 square metres in size, to residential, retail, commercial, industrial or institutional use, where, such land was zoned open space, conservation or had an equivalent zoning, on or after 02 August 2010. In the Western Cape this is applicable to site outside of urban areas, or to sites inside urban areas as follows: (aa) Areas zoned for conservation use or equivalent zoning, on or after 02 August 2010; (bb) A protected area identified in terms of NEMPAA, excluding conservancies; or (cc) Sensitive areas as identified in an environmental management framework as

contemplated in chapter 5 of the Act as adopted by the competent authority.

The application will entail a Basic Assessment as set out in the Environmental Impact Assessment ("EIA") Regulations, 2014 (as amended in 2017).

As set in Section 2.2 above, this would thus mean that the heritage authority (HWC) will *comment* on the application and that the Western Cape Department of Environmental Affairs and Development Planning will be authority to decide on the application.

2.3 City of Cape Town Municipal Planning By-law (2015)

Given the current Open Space 2 zoning of the site, redevelopment will in all likelihood require at least the following applications in terms of the City of Cape Town Municipal Planning By-law of 2015 (as amended) (MPB) and the accompanying Development Management Scheme - Schedule 3 of the MPB (DMS):

- Rezoning of the site or a portion of the site i.t.o. Section 42(a) and/or consent use application i.t.o. Section 42(i).

The exact nature of the land use application required will be determined during Phase 3 of the project.

Note that the site does **not** fall within any of the overlay zones of the By-law, including a Heritage Protection Overlay Zone and a Scenic Drive Overlay Zone.

2.4 Earlier applications

In 2016 the City embarked on a process to redevelop the site, but no formal land use application was ever undertaken, nor did the NEMA regulations apply to site and the proposed development (the regulations have changed in the meantime).

A Notification of Intent to Develop was submitted to HWC in terms of Section 38(1) of the NHRA, for a proposal to develop the entire site as a mixed-use high density residential and commercial development, i.e. thus also entailing the demolition of all structures on the site. In response to the NID, HWC requested a heritage impact assessment that should include the following specialist studies:

- Visual impact assessment
- Built environment analysis
- Architectural and landscape guidelines
- Socio-historic assessment

It is noted that the NID, submitted by *vidamemoria*, recommended that an archaeological assessment be included, but this requirement was not included in the ROD issued by HWC, most likely as the entire site has already been significantly disturbed by development and the changes of meaningful archaeological finds are thus minimal.

The complete ROD, dated 17 October 2016, is attached as Annexure A to this report.

2.5 City of Cape Town Spatial Development Framework, 2023 (MSDF)

The Municipal Spatial Development Framework (MSDF), approved by Council in January 2023, and sets out the City's spatial vision and development priorities to achieve a reconfigured, inclusive spatial form for Cape Town. A key focus of the MSDF is accelerating the implementation of inward growth based on *transit-oriented development* (TOD). TOD implies dense mixed-use development in areas of high accessibility to public transport i.e. in development corridors; metropolitan and district nodes; and *transit accessible precincts* (TAPs).

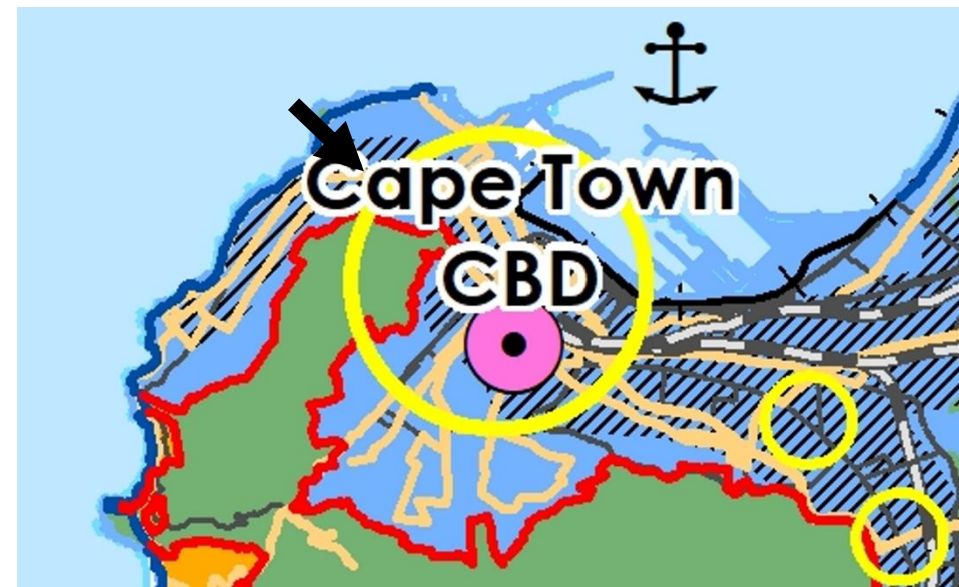


Figure 2.1: Extract from Figure 7.1: Consolidated Spatial Plan Concepts (MSDF, 2023) – approximate location of the site indicated with an arrow

The site is located on a development corridor (black hatching) within the urban inner core (UIC) (blue) which is targeted for “future proof and upscale” and which is prioritised for investment in spatially targeted interventions and mechanisms.

2.6 Table Bay District Spatial Development Framework & Environmental Management Framework (2023) (TBDP)

The Integrated Spatial Development Framework and Environmental Management Frameworks (referred to as District Plans) for the City’s planning districts were approved in 2023 and aligns with the 2023 MSDF. District Plans translate the MSDF vision and policy objectives in more detail. The vision for the Table Bay District is:

An inclusive destination, providing more homes and opportunities to more people. An innovative district that becomes increasingly accessible and continues to offer a variety of economic opportunities, the benefits of which spread across the City. A resilient district where character areas, green spaces and cultural practices are celebrated.

The District Plan indicates the following for the site (refer to Figure 2.2):

- It is recognized as *Community Civic Cluster (green square with black frame)*
- A portion of the site is designated as an *institutional structuring open space (light green)*
- A portion of the site is designated as a *new development area with potential for high density residential development (orange)*.
- The site falls within a *local node (black dashed circle)*.



Figure 2.2: Extract from Figure 21: Subdistrict 1: Atlantic Seaboard from the TBDP, 2023: 109

There are no specific guidelines for community civic clusters in the TBDP, but the clusters are described as including facilities such as community parks, community centres and libraries, which could be clustered with small-scale commercial activities (TBDP, 2023: 91).

Institutional structuring open spaces are described as *school sites and institutional sites, identified in their entirety as part of structuring open space where they contain fields or other green spaces. General open space guidelines apply only to the greened areas (TBDP, 2023: 53)*. In this instance it is noted that the former bowling greens have

either been removed completely or have been left to deteriorate. In addition, the TBDP states that in relation to area 2 on Figure 2.2 above, the feasibility of *high-volume, affordable residential infill development on the Green Point Bowling Green site* should be investigated (TBDP, 2023, 107).

2.7 City of Cape Town Heritage Grading

The site has been graded by the City of Cape Town in their online directory as follows:

- Library and forecourt – IIIA

The statement of significance refers to a *mid-20th century public facility. Very good example of Modernist architecture with notable brise soleil facade. High degree of intactness on the interior as well as the exterior.* It is assumed that this grading includes the civic centre

component of the building. The contextual significance is noted as medium to high, aesthetic as medium, associational as high and representivity as high, age as low. Architectural significance is noted as *null* which is assumed to be an error.

- Bowls clubs and communal fields – IIIC

The reference to *bowls clubs and communal fields* seems inaccurate. According to the statement of significance, it *forms part of the Green Point Common. Now alienated from the remainder by the construction of Helen Suzman. Forms a buffer and soft edge between the residential area and main road of Green Point and the Green Point Urban Park. Significance is social and contextual.* The contextual significance is noted as medium to high, representivity as high and age significance as medium to low.

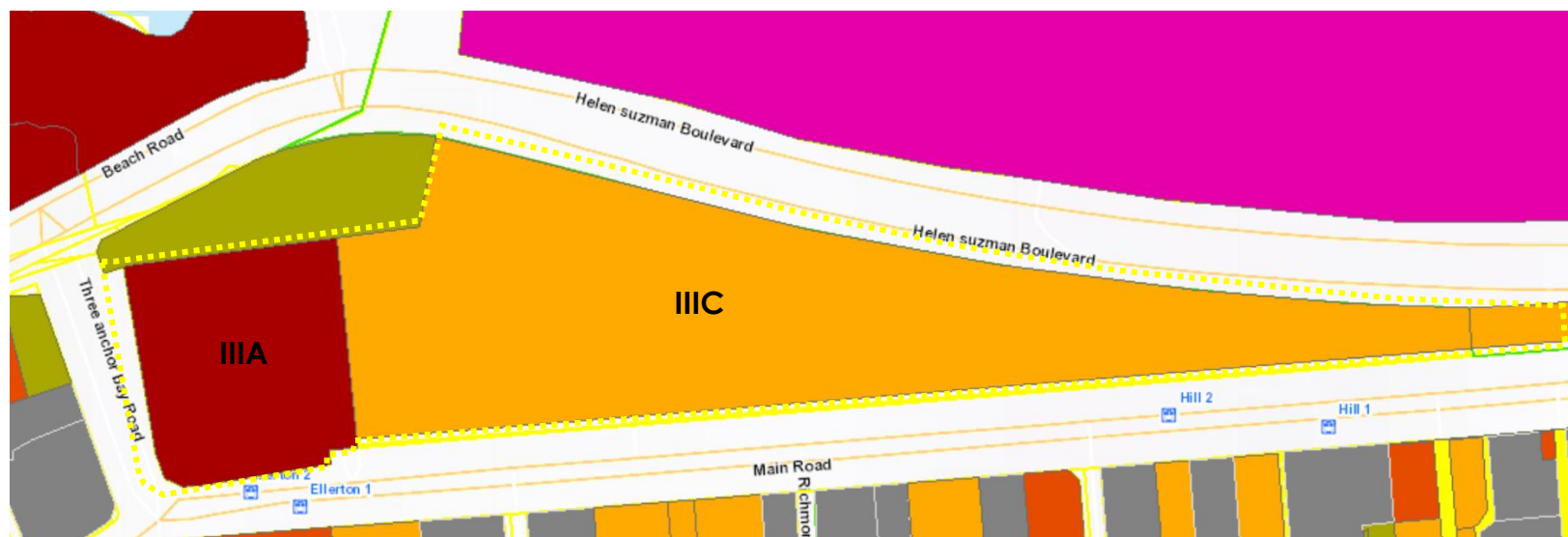


Figure 2.3:
Extract from
City of Cape
Town Eviewer
with heritage
layers
switched on
illustrating
CoCT grading
of Erf 2187,
Green Point

3 HERITAGE RESOURCES

3.1 History of the site and its development

The Western Cape formed part of the territory of hunter-gatherers that used the landscape from the Early Stone Age. Approximately 2000 years herders, known as the Khoekhoe moved into this territory and there is evidence that the Green Point area formed part of the seasonal grazing used by these nomadic people (Worden, 1998: 14). The establishment of a settlement at the Cape in the mid 17th Century by the Dutch East India Company inevitably led to contact and conflict between the settlers and Khoekhoe and whereas early maps of the settlement at the Cape shows a “hottentot village” in the Green Point area (Halkett, 2014), the Khoekhoe were quickly displaced by the European settlers, as they occupied more and more land to feed and house the growing population and provide in the needs of passing ships.

During the early period of the European settlement at the Cape, the Green Point area was used for the grazing of livestock. In 1766, Governor Tulbagh granted permission for the establishment of a “country club” at Sea Point. A building, known as *Societeits Huis*, where the Cape high society of the time could meet and socialise, was completed in 1767 – the area was accessed through a road that ran close to the base of Signal Hill to avoid the wetlands of Green Point. (Murray, 1964: 14, Todeschini and Japha, 1989: 12). From the early 1700s the system of batteries for defense, was rolled out along this coast to the west of the settlement of Cape Town – these included Kyk in de Pot (on the north-eastern edge of the Common), Mouille (at Mouille Point) and Klein Mouille (at Three Anchor Bay), but

no other development took place in the Green Point Area. On Thibault's maps of the Cape Settlement, dated 1790, the area is named the “vlakke genaamd het Groene Punt” (Todeschini and Japha, 1989: 92).

Since the first occupation of the British of the Cape in 1795, the area became used for horse racing and in the early 1800s the first residential properties were established along Main Road. By 1839 an omnibus service between Cape Town and Green Point and Sea Point was introduced (Murray, 1964: 15, 29). This service was replaced by a tram service in 1863 and in 1892, a competing rail service from Adderley Street to Sea Point was introduced. The railway line, was eventually finally closed in 1929, having struggled with viability since its opening (Todeschini and Japha, 1989: 97).

The recreational uses of the land to the north of Main Road, expanded during the 1800s to include cricket, football, cycling, canoeing and boating (after the winter rains) and tennis. A stand for the horse racing course was built in the mid-1800s and a race track in the late 1800s (Murray, 1964: 78-82). These sporting codes also established clubs in the area. In 1906, the first bowling club was established in Three Anchor Bay at the western end of the Green Point Common (Murray, 1964: 82), and it would seem on the site in question.

In 1923 the Green Point Common land was granted to the City of Cape town as a Crown Grant by the Government of the Union of South Africa. Erf 2187, Green Point was divided from Remainder Erf 1056 (the original Green Point Common property) in 2016, as a part of a process to rationalize the cadastral boundaries of the Common

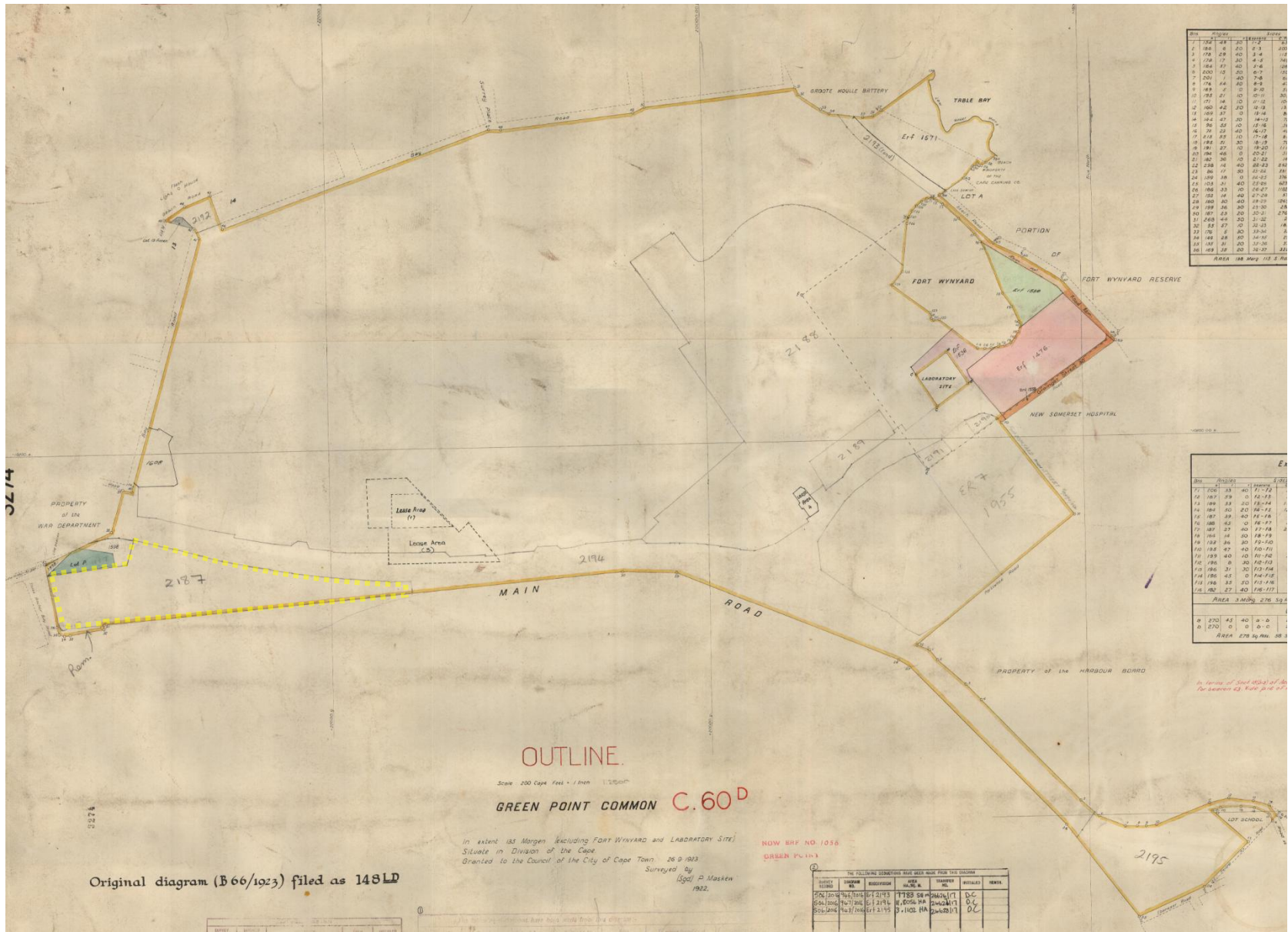


Figure 3.1: Extract from Diagram B66/1923 of the Green Point Common Crown Grant with the site in question seen in the south-western corner of the diagram

- **Erf 2187, Green Point**

This section traces the history of the use and development of the property now defined as Erf 2187, Green Point since the late 19th Century.

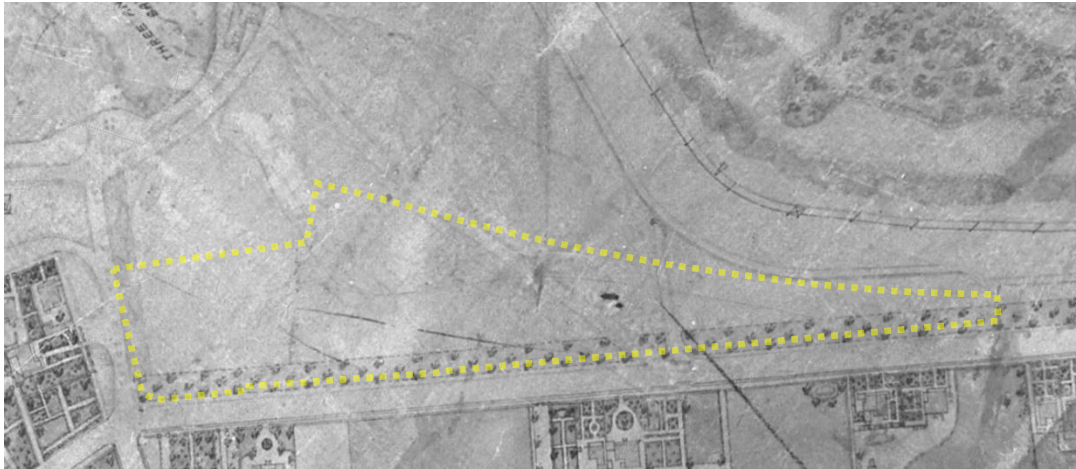


Figure 3.2: Wilson-survey of 1878 (Source: CoCT Eviewer)

The Wilson survey of 1878 indicates a tree belt along the southern boundary of the site, clearly planted as possibly a wind break along Main Road. Note the racetrack visible to the north-east of the site.

The 1891 Sewage survey indicates a building in south-western corner of the site and the railway line running along the northern boundary of the site, with a station at the eastern end and on the north-western corner of the site. The dashed line along Main Road, suggests a tram route.



Figure 3.3: 1891 Cape town sewerage survey (Source: CoCT Eviewer)

The Thom Survey dated 1892-1900 (overleaf) indicates the building in the south-western corner of the site, to be a police station and the train station to the northwest of the site is named Three Anchor Bay Station. It would seem that the tree avenue along Main Road, shown on this survey as double row of dense planting, with a green area in between, was cut back to accommodate some sort of sports field (possibly tennis courts). A road cuts across the site, to provide access from Main Road to Mouille Point and a building is seen adjacent to a distinct green area. Note also the Cape Town municipal boundary is marked runs along the edge of the green area, to the south and west of the site.



Figure 3.4: Thom Survey 1892-1900 (Source: CoCT Eviewer)

By 1926, there are clearly two bowling greens roughly in the middle of the site and what must be tennis courts in the southwestern corner. The railway line and train station are still visible, as well as the very small police station building and the road that cuts across the site. On a 1931 map named Cape Environs, a tram shelter (also visible on the Thom survey but not labeled) is visible next to the police station, the

Green and Sea Point Bowling Club is clearly indicated with what is probably the electrical substation to the north of the greens. The area between the trees to the east of the bowling greens is indicated as a children's playground and further to the east is a paddock between the lines of trees. What is most noticeable on the 1931 diagram is that railway line and station are no longer shown.

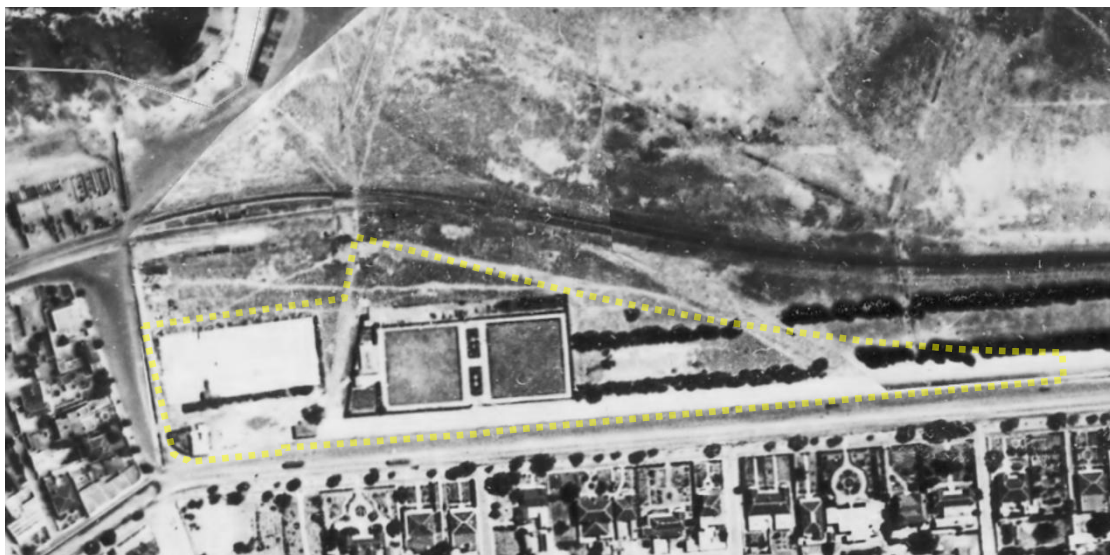


Figure 3.5: 1926 Aerial photograph (Source: CoCT Eviewer)

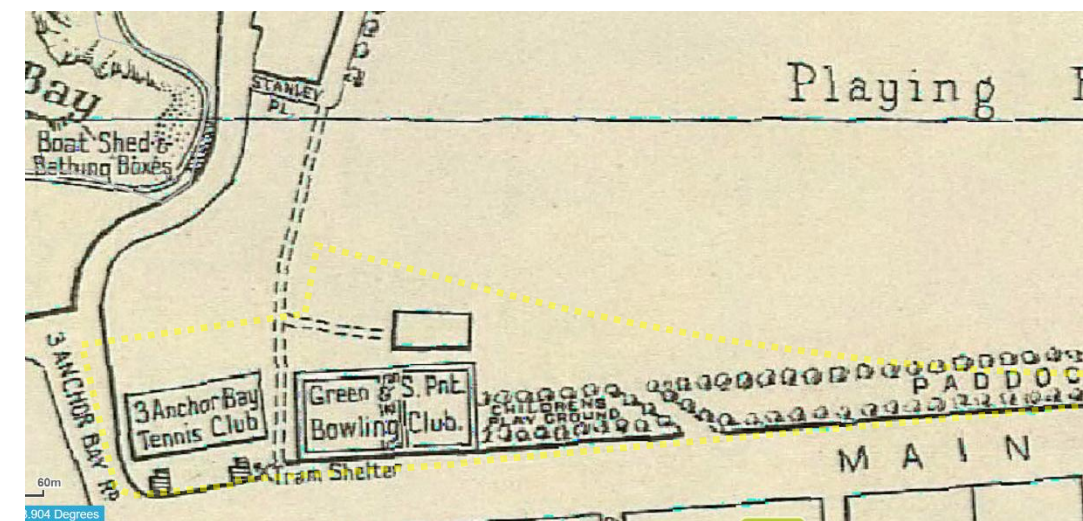


Figure 3.6: 1931 Map named Cape Environs (Source: CoCT Eviewer)

By 1935, the tennis club has doubled in size and a further green was added to the two of the bowling club. The bowling club now also has a club house and the large electrical substation behind the clubhouse has been constructed. The tram stop and police station are still visible.

The 1945 aerial photograph shows the addition of a large number of buildings to the northwest of the site (where the CPOA facility is now located). This erf was divided from the mother erf (Erf 1056) in 1937 and transferred to the Government of the Union of South Africa in 1938 and a number of new buildings, that accommodated a police station and clinic was constructed by 1945, with the former small police station building on the site having made way for a road upgrade, but the tram stop on Main Road is still visible. The area to the east, previously indicated as a playground, is now fenced off to create a triangle of land.

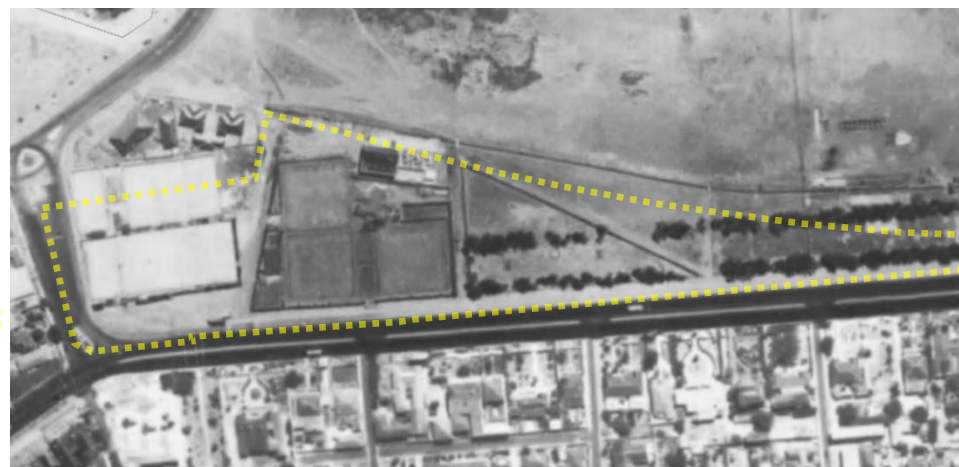


Figure 3.7: 1945 Aerial photograph (Source: CoCT Eviewer)

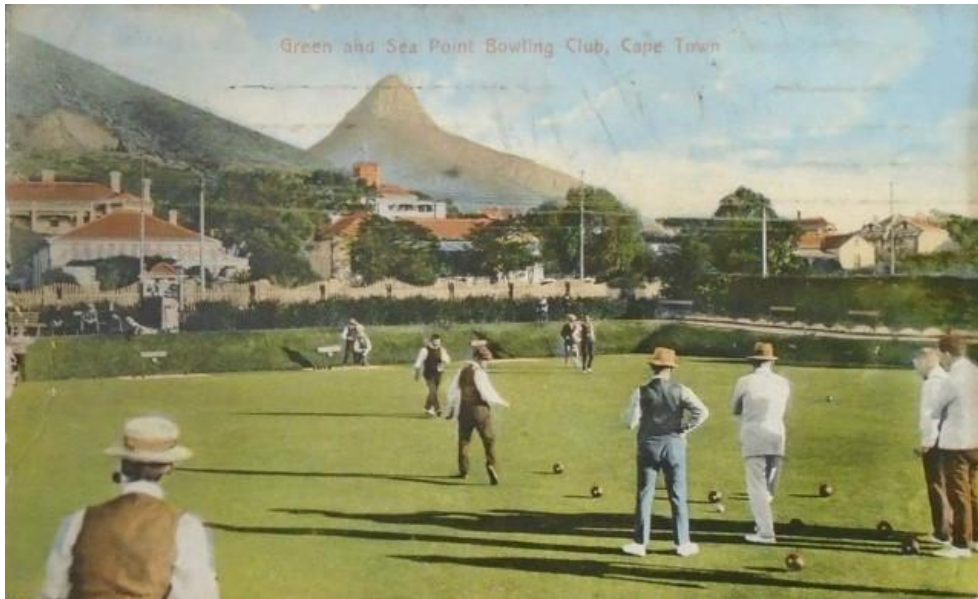


Figure 3.8: Postcard of bowling on the site (Source: CoCT). The date is unknown, but likely dates to the mid 20th Century.

By 1954 the bowls club have added two more greens to the east of the existing greens and a new clubhouse building is visible facing these new greens. By 1958, a further two greens were added to the east, with a west facing building added at the edge of the new green. This extent of development and use of the site seems to have remained until the late 1960s, although by 1968 the tennis club seems to be no longer in use, with a large number of courts now located to the north of the site. Helen Suzman Boulevard, seen on the 1961 topocadastral map, must have been constructed between 1958 and 1961 (1: 50000 map: 3318CD, Cape Town, 1961).

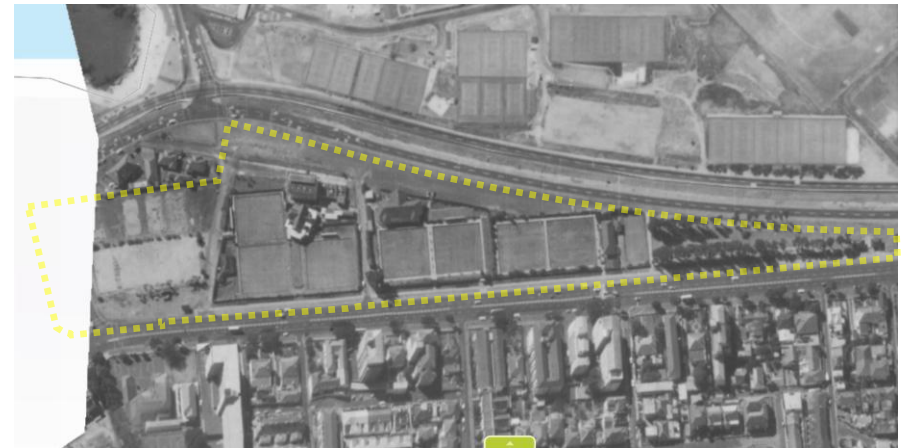


Figure 3.9: 1968 Aerial photograph (Source: CoCT Eviewer)

Aerial photographs show the construction of the library and civic centre underway by 1971 and complete by 1973 and by 1980, the tall structure of the CPOA facility to the northwest of the site can be seen.

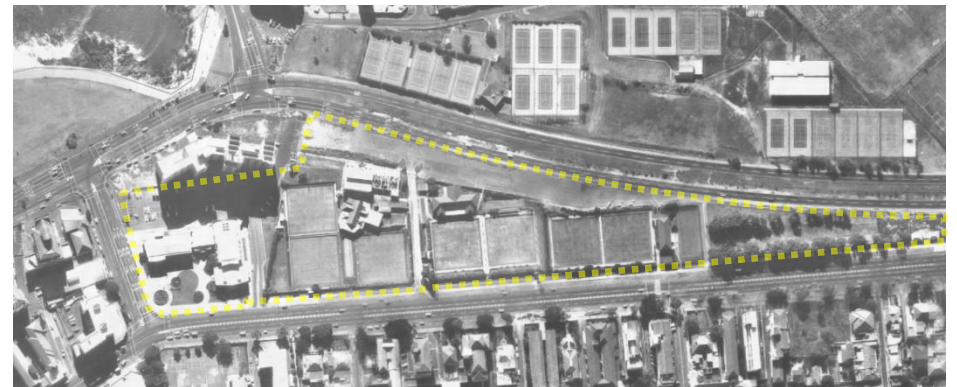


Figure 3.10: 1980 Aerial photograph (Source: CoCT Eviewer)

In 2012 the original clubhouse, dating to 1930, was gutted by a fire, but it seems that the Atlantic bowls club who leased the facilities at that time, and although already dwindling at that stage, continued

to function after the fire (<https://www.pressreader.com/south-africa/cape-argus/20121112/281651072379969>). According to the 2015-16 annual report of Western Province Bowls, the Atlantic Bowls Club ceased to operate in July 2016. By 2018 the five-a-side soccer courts have replaced the northern-most green. It is understood that the Western Cape Bridge Union has been using the former bowls club building to the east of the original building since 2002 and have renovated this building at their own cost after it was vandalised.

The Pinocchio crèche was established in 1998 in the newest of the bowls club buildings on the eastern end of the site.

- A: The Colin Eglin Library and Sea Point Civic Centre with forecourt
- B: The original bowls clubhouse
- C: The historic substation building
- D: The later bowls clubhouse building – now housing the WC bridge club
- E: The newest of the bows club buildings – now housing the Pinocchio crèche
- F: The remnant of the eucalyptus avenue that lined Main Road and the southern boundary of the Green Point Common.

3.2 On-site heritage resources

The following heritage resources on the site have been identified and numbered on Figure 3.11 below:



Figure 3.11: Location of on-site heritage resources (Source: Cape Farm Mapper)

3.2.1 The Colin Eglin Library, Sea Point Civic Centre and forecourt

The building that houses the library and civic centre in the southwestern corner of the site, is not older than 60 years (which would indicate a potential heritage resource), but it is nevertheless considered a heritage resource owing to its design and use.

The building dating to 1971 was designed by Graham Ramsay and is regarded as a significant modernist building with the brise soleil noted as a defining element of the design. Ramsay worked as an architect at the City at the time and later taught at UCT.

Although the library and civic centre components are housed in one building, they are not physically connected to each other internally and are operated and managed separately.

The library consists of a large double-volume main hall on the ground floor with high windows where the bulk of the books on loan are kept, and which also offers space for users to work and read.

The children's section, loan desk with a small office and toilet facilities are located on the ground floor as one enters the library from the generous foyer. On the first floor is a large open workspace (originally the children's section of the library) used for the administration of the library functions, a small office, kitchen and bathroom facilities. Utility rooms are located on the lower ground floor on the northern side of the building. A narrow gantry running along the length of the main hall can be accessed from the first floor, but the purpose is unknown. It is notable that many of the original features of the building have been retained, such as the bookshelves, the parquet floors on the first floor, the mosaic columns in the main hall, wood paneling, the ceramic tiles of the foyer.

It is also noted that the building does have some problems:

- Drainage from the roof is problematic as down pipes are constantly clogged by seagull nests and roof waterproofing has sprung leaks due to maintenance issues.
- The book lift is not operational, resulting in staff having to carry books between floors.
- Insufficient back of house and storage space.
- The carpet and other furnishings supplied by the City of Cape Town are not practical and frequently results in health issues as outbreaks of hair lice which requires fumigation.
- Library staff noted that the brise soleil is not necessarily functional in their view, as it blocks views towards the mountain and provides an opportunity for people to litter.
- The fountain in the forecourt is no longer functional – probably inter alia for safety reasons.

The library is clearly well used by both residents of the area, as well as the learners from the schools in the area (who do not necessarily reside in the area) who use the library as an after-care facility. It was also noted that the forecourt and area around this site is frequented by homeless people.

The civic centre consists of a grand foyer, large double-volume hall with a stage and balcony with fixed seating on a mezzanine level and a smaller hall (the minor hall) located between the concert hall and library. The main hall has an orchestra pit with a lift that can close the pit when not in use (this lift is not operational at present). A technical control room is located behind the balcony on a higher level. Change rooms and utility rooms are located on the lower ground floor on the northern side of the building and a large kitchen is located on the ground floor above. Offices are located on the first floor above the bathrooms on the ground floor.

This building has also retained many of its original features such as the tiled foyer, the wooden sprung floor in the main hall, the fixed seating of the balcony, the fixtures of the *garde robe*, the parquet floor in the smaller hall, vaulted ceilings and the wood paneling in the hall and foyer. The stage mechanics has been retained but is in need of

attention. The main hall does not have fixed seating at the ground level which allows for more flexibility of use. At present the main hall is rented out for events such as dance competitions and functions, and the minor hall is hardly ever used as a stand-alone venue.

Below follows a selection of images of the building.



Figure 3.12: Photograph of the library and civic centre shortly after its completion (Source: CoCT) - the entire site is now fenced.



Figure 3.13: Recent bird's eye view of the site – the landscaping elements are still there but somewhat neglected (Source Google Earth, 2025)

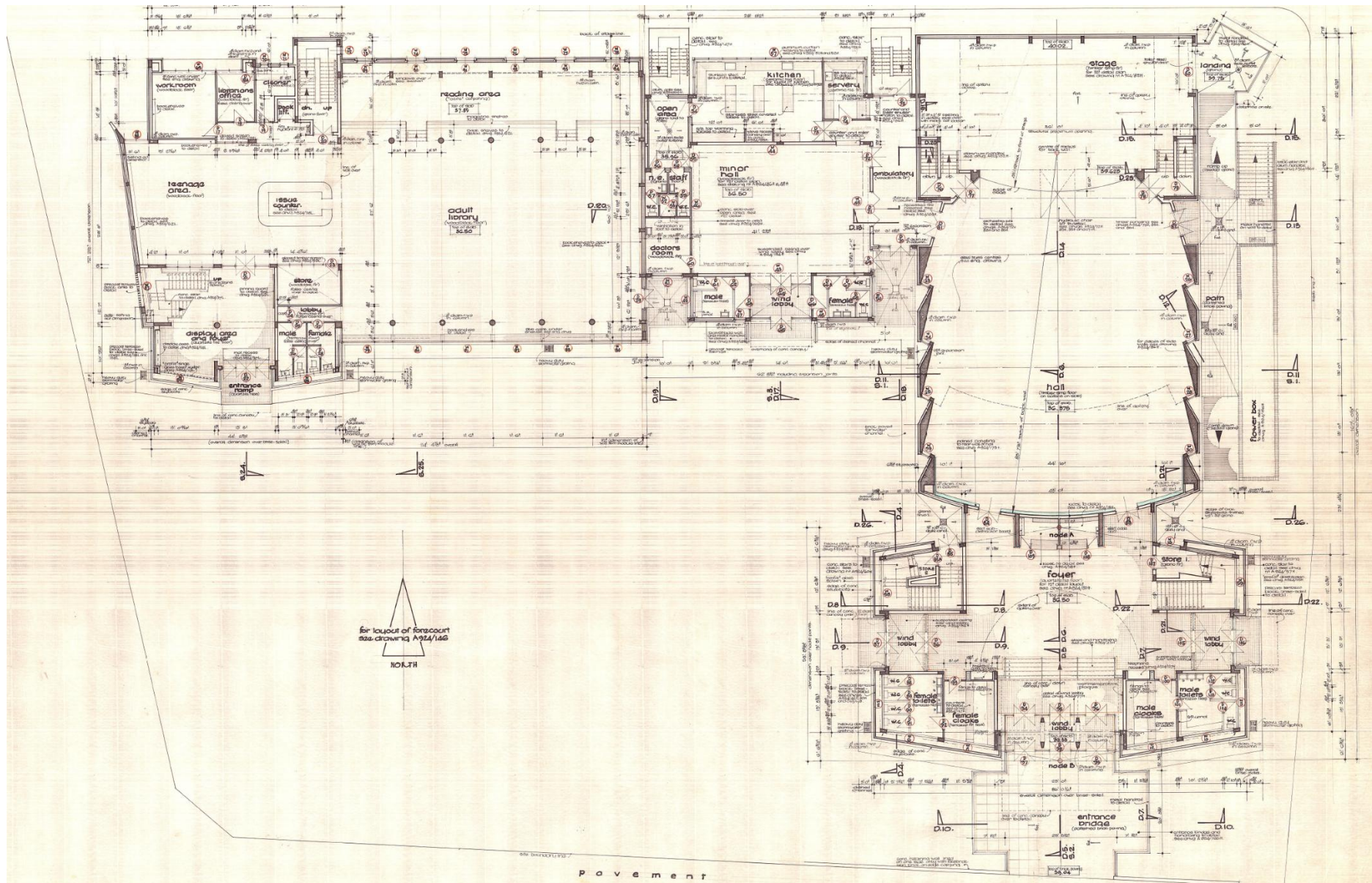


Figure 3.14: Extract from ground floor plan of the building (Working drawing A924/87 by DJ Greeff, 1969, designed by G Ramsay) (Source: CoCT)

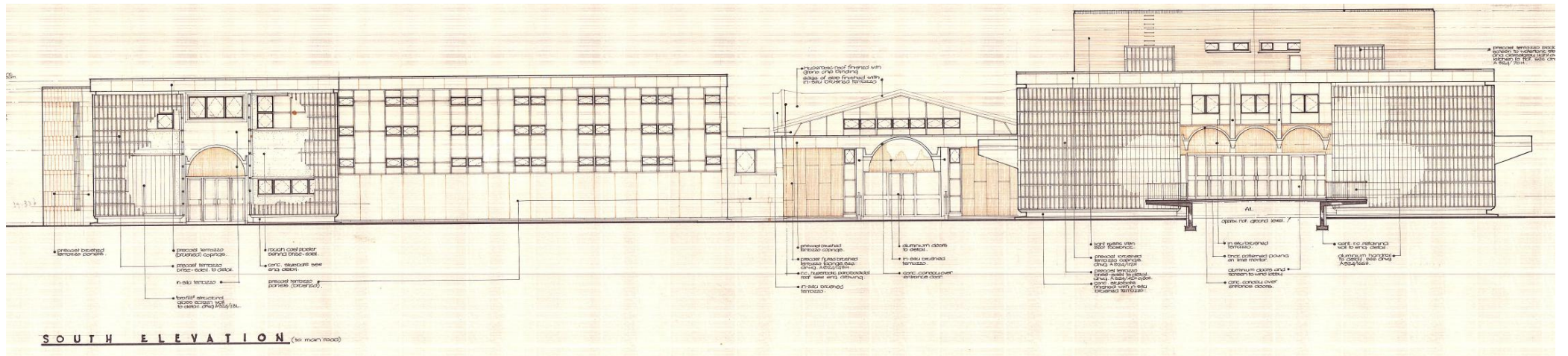


Figure 3.15: South elevation of the building (Extract from working drawing A924/92 by DJ Greeff, 1964, designed by G Ramsay) (Source: CoCT)



Figure 3.16 Library entrance (2025)



Figure 3.17: Library main floor (2025)



Figure 3.18: library columns and walkway



Figure 3.19: Library loan desk with children's section behind

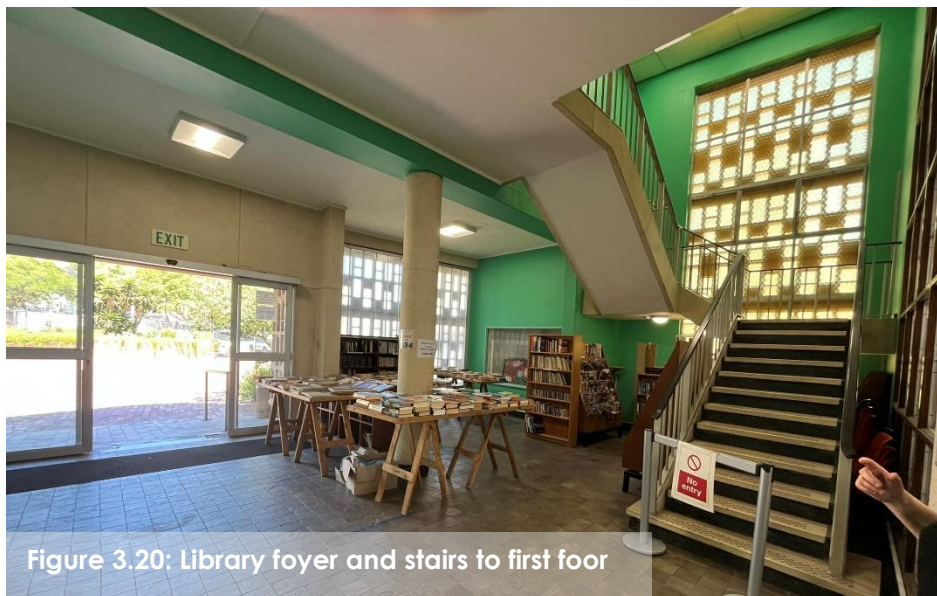


Figure 3.20: Library foyer and stairs to first floor



Figure 3.21: First floor working area



Figure 3.22: Main entrance to the civic centre (2025)



Figure 3.23: Eastern facade of civic centre (2025)



Figure 3.24: Civic centre foyer



Figure 3.25: Minor hall



Figure 3.26: Main hall with stage



Figure 3.27: Main hall – balcony and control room

3.2.2 The original bowls clubhouse

According to a very short reference on the artefacts.co.za website, the Green and Sea Point Bowling Club club house, dates to 1930 and was designed by architect James Jackman. Jackman was a British architect who came to South Africa in 1896 and was working as an architect and civil engineer "for his own account" by 1905. Only two other buildings are listed for Jackman on this site – the Annandale Hall in Gardens (1898) and shops/flats in Woodstock (1926). Jackman passed away in 1947.¹ No other information could be found about Jackman.

The City of Cape Town has no plans on record for the building but an on-site analysis and review of historical aerials and maps is sufficient to establish the buildings' age and significance.

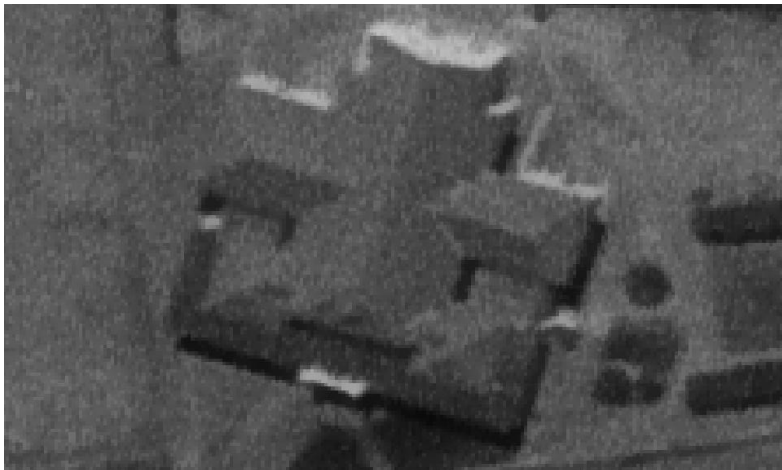


Figure 3.28: Extract from the 1945 aerial photograph, which seems to reflect the original footprint of the building (Source: CoCT Eviewer).

This relatively large building was originally a cross shaped building with wings on each of the front corners and a wrap-around stoep. of a central core with two sets of wings on either side. It had a tiled hipped roof with eaves, as would have been typical of its era. A basement floor on the northern side of the building housed the changing rooms. Between 1958 and 1966, the building was extended to the front and sides and an outbuilding added to the east. Outbuildings are also visible to the west.

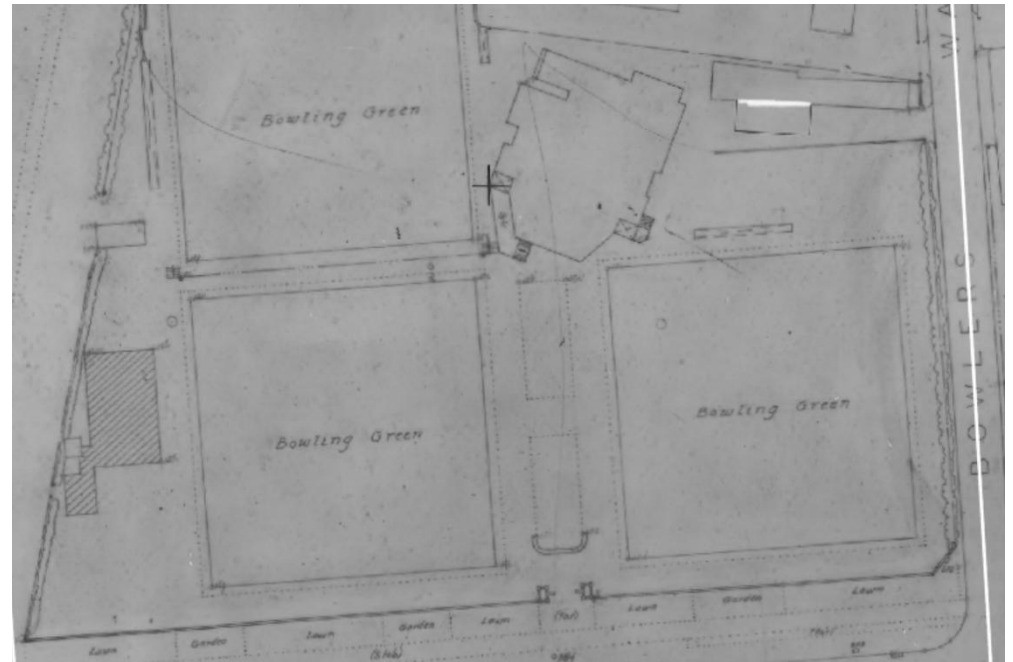


Figure 3.29.: Extract from the 1944-1966 480 Map series which shows the extended footprint of the club house building (Source: CoCT Eviewer).

¹ <https://artefacts.co.za/main/Buildings/archframes.php?archid=811> (accessed 24 March 2025)

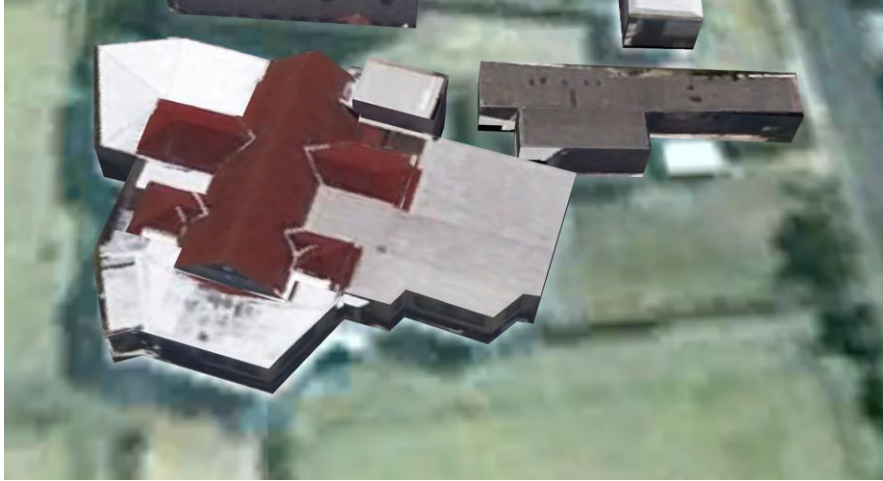


Figure 3.30: Google Earth 3D image of the clubhouse dating to 2001 which suggests further additions in the late 1900s (Source Google Earth Pro).



Figure 3.32: Google Earth image of the building after the fire of 2012 – dated 28 June 2013 (Source Google Earth Pro).



Figure 3.31: Photograph of the club house dating to 2008 (<https://www.flickr.com/photos/entropybound/3126712174> - account of Peter Steinberg)



Figure 3.33: The clubhouse building in 2025

It would seem that most of the windows and doors have been replaced over the years, (a single bull's eye window in the basement may be original), the kitchen and bathrooms refurbished, and the floors and ceilings replaced (only the floor beams supporting the ground floor seems original). After the fire in 2012, the roof was replaced in 2014 with metal roof sheeting but is unclear whether the building was completely restored and then suffered another fire, or just left as is at the time. It is known that the Atlantic Bowling Club ceased operating in 2016.

It would seem that even if the building was not affected by a fire, it would have limited architectural merit, being originally likely a standard building of its period and then altered with insensitive additions and alterations over the years.



Figures 3.34-36: Images of the interior of the club house (2025)

3.2.3 The substation building

This building dates to the late 1920s/early 1930s and is essentially a rectangular industrial building with a row of regular clerestory windows and raised roof along the central portion of the building. Transformers are accommodated in a walled yard to the side of the building.

The City has no plans on record for this building. It is evident that the building was designed with care, reflecting the elements of its era in the molded parapet and the art deco articulation of the door openings and has architectural significance as a remaining example of industrial architecture of its era.



Figure 3.38: The substation building (2025)

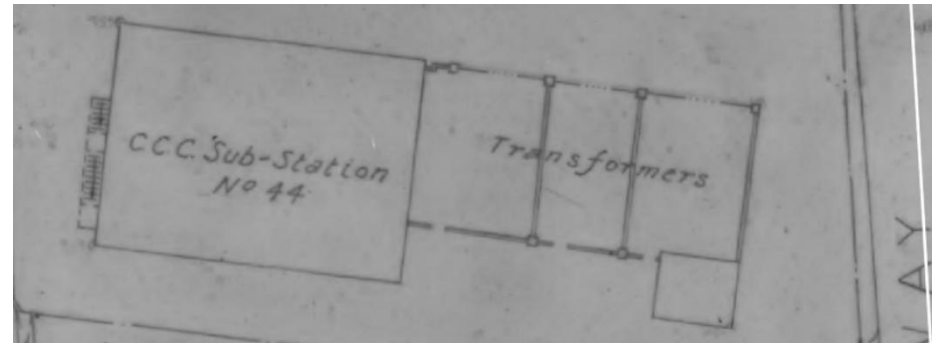


Figure 3.37: Extract from the 1944-1966 480 Map series – with the footprint of building and the transformer yard (Source: CoCT Eviewer).

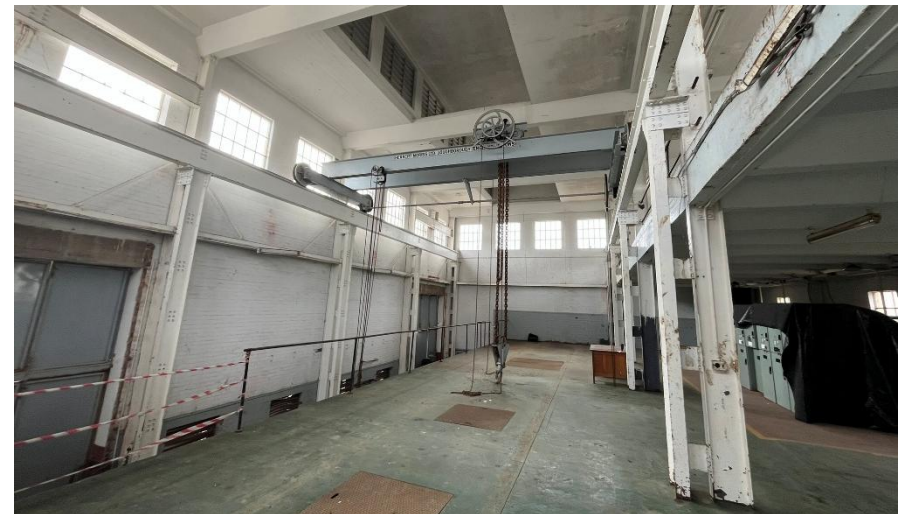


Figure 3.39: Interior of the substation building (2025)

The building and yard still accommodate electrical equipment, but it is understood that intensive development on the site and the required electrical infrastructure that would have to be provided, may render this building unnecessary to the City of Cape Town electricity supply network in future.

3.2.4 The C. 1950 club house (now used by the WP Bridge Union)

It would seem that the popularity of bowling grew during the mid-20th century and this led to the expansion of the greens and facilities on the site. By 1953 two new greens and a club house building have been constructed to the east of the original club house and greens and it would seem housed a new club, called Cape Town Stadium. There are no plans on record for the building, but as with most of the other buildings on the site, the on-site assessment and historical information is regarded as sufficient to determine the significance of the building.

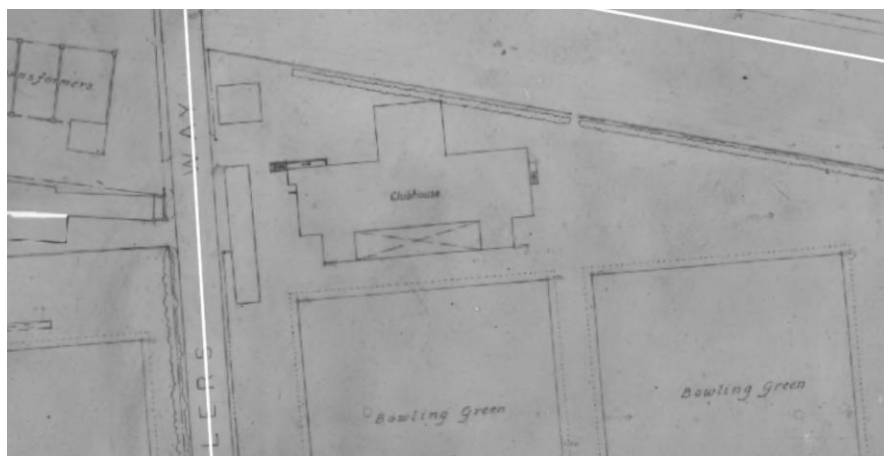


Figure 3.40: Extract from the 1944-1966 480 Map series – showing the footprint of the second club house building on the site (Source: CoCT Eviewer).

The building, which seems to have limited alterations and additions over the years, consists of a rectangular core with a wing towards the back and two bays on either side at the front to create a front stoep. The architecture seems to be very standard for its period, with a glazed brick plinth, plastered walls, wooden window frames with

horizontal proportions and a tiled hipped roof with eaves. The interior has clearly been refurbished over the years, including the kitchen and bathrooms. The paneled room with fireplace in the rear wing seems to be largely original. The fabric and design seem to be typical of its era, but in no way exceptional.



Figure 3.41: The façade of the building – with the stoep facing the greens (2025)

The building is in good condition, having been repaired and maintained by the Western Province Bridge Union since 2002, when they signed a lease with the City of Cape Town.

The building clearly has very limited architectural/aesthetic significance and the bowling club that it accommodated is no longer in existence, having eventually merged with the Green Point and Sea Point Bowling Club in 1999 to form the Green Point Stadium Club. This club later merged with Atlantic, the last bowling club to lease the premises.



Figure 3.42: The windows and doors onto the stoep with an insert of the original club logo in the stoep floor added (2025)



Figure 3.44: The rear of the building (2025)



Figure 3.43: The “pub” room with original wood paneling (2025)



Figure 3.45: The central space, set up for bridge events (2025)

3.2.5 The building at the eastern end of the site (now used by the Pinocchio crèche)

The site remained undeveloped and part of the paddocks on the Green Point Common until the mid-1950s when the bowling facilities on the site were again expanded with an additional two greens and a new building, presumably to service the greens on the eastern end of the site. It was built sometime between 1953 and 1958 and building footprint on the 480 Map Series of the City of Cape Town, reflects a simple rectangular building, with a smaller outbuilding to the north-east of the building. It is noted that this map refers to the half green behind the building as a municipal bowling green, suggesting that it may have been for the use of municipal employees.

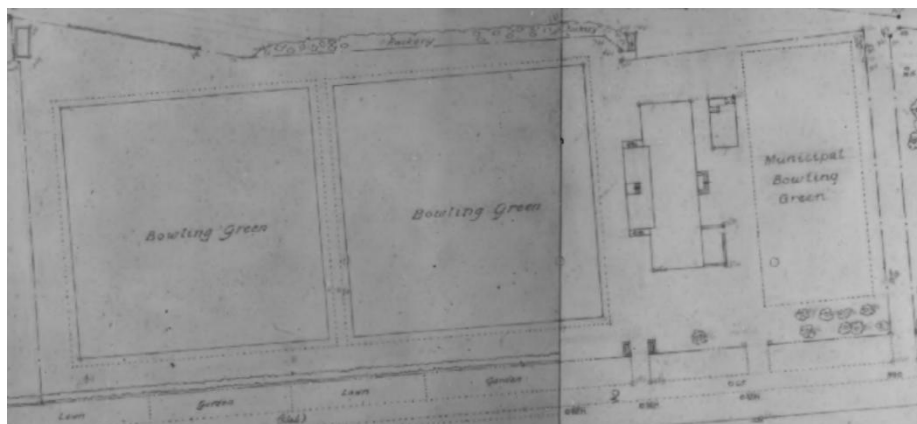


Figure 3.46: Extract from the 1944-1966 480 Map series – showing the footprint of the third club house building on the site, with the municipal bowling green to its east.

As with the other buildings on site, there are no building plans on record at the City, but an on-site analysis and review of historical aerials and maps is sufficient to establish the buildings' age and significance

The primary building and outbuilding (likely originally a storage room, now an office) remain virtually as built, with typical mid-century features, including a glazed brick plinth, hipped tiled roof, deep eaves, stippled plaster, steel frame windows, and an original kitchen and some bathroom fittings, etc. Originally probably a three roomed clubhouse with kitchen and bathrooms, the main room has been further divided with a temporary screen. It is in good condition, maintained by the tenants. The children's play areas are located west and east of the buildings.

It is a very modest, functional building of its type and has no intrinsic architectural or other significance. The building has housed the Pinocchio creche since 1998, a project branch of the Domestic Workers' Association Educational Trust, a non-profit organisation founded in 1984 to care for and educate the children of people who work in the area.

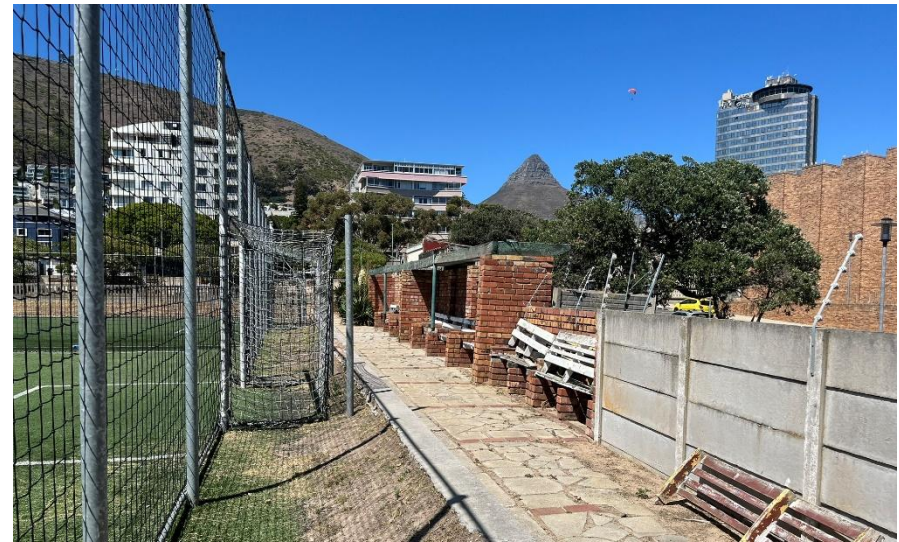


Figure 3.47: Façade of the crèche building

3.2.6 The outbuildings and other structures on site

There are numerous historic outbuildings related to the various bowling facilities and clubhouses, and some of the boundary walls also appear to be historic. The outbuildings constitute storerooms, living quarters for employees, gatehouses and small viewing shelters.

Although some have clearly been designed with more care than others, none of these can be regarded as having sufficient significance that would warrant a grading.



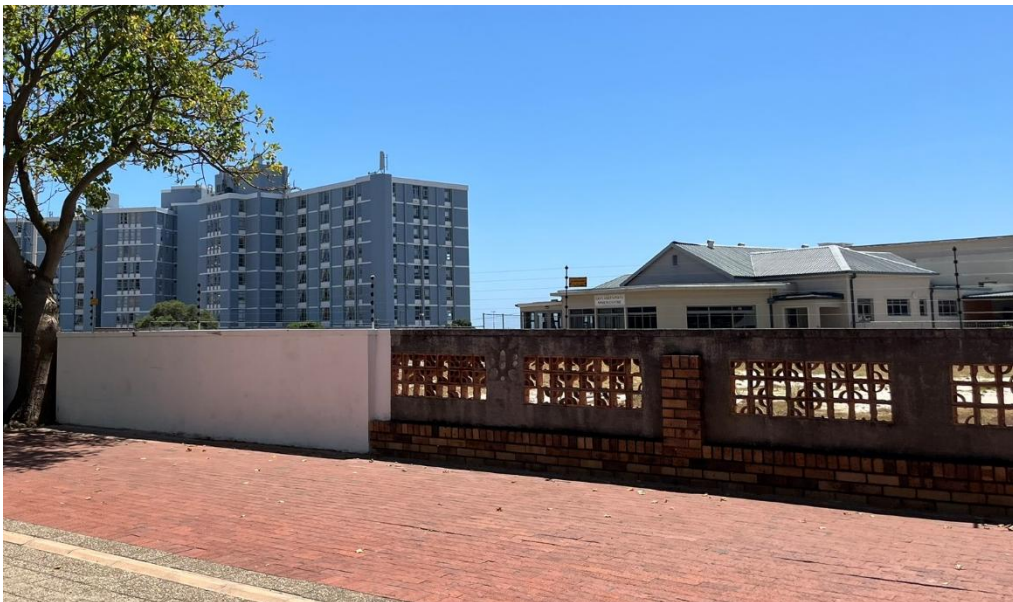
Figures 3.48-50: Original club house outbuildings



Figures 3.51 – 53: Outbuildings to second bowling club (Stadium)



Figure 3.54: Outbuilding to clubhouse on eastern end (Pinocchio crèche)



Figures 3.55 – 58: Boundary walls and entrance gates

3.2.7 The remainder of the eucalyptus tree avenue at the eastern end of the site

The open area lined on either side with eucalyptus trees to the east of the site is noted as a heritage resource, as these trees formed part of a very long double tree belt planted on the northern side of the

Somerset/Main Road from Ebenezer Road in the east to Three Anchor Bay Road in the west. This tree line thus also defined the southern boundary of the Green Point Common. The date of the planting is uncertain, but the trees are clearly indicated on the Wilson survey of 1878 and seems to have been established by that time.



Figure 3.59: Extract from the Wilson survey of 1878 showing the extent of the tree avenue on the southern boundary of the Green Point Common (Source: CoCT Eviewer).

The subsequent Thom survey, dated 1892-1900, more accurately depicts the double row of trees, that seems to have been planted somewhat randomly to form a kind of hedge, rather than a strictly aligned avenue of single trees.



Figure 3.60: Extract from the Thom survey providing more detail on the nature of the planting in the eastern end of the site (Source: CoCT Eviewer)

This space between the two rows is approximately 30m wide, which made the area useable for paddocks for instance and a portion of this avenue to the east of the site is indeed indicated as paddocks on the 1931 Cape Environs map on the City of Cape Town's Eviewer.

Later maps and aerial photographs show portions of this planting to be removed to make way for the development of roads, sports facilities and urban development. The site under discussion and a portion of land immediately to the east and west of Granger Bay Boulevard (to south of the new traffic circle) are the only land parcels that still accommodate the double row of trees.

On the 1931 map, the portion that falls within the boundary of the site under discussion is indicated as a children's playground and the 480 Map Series of the City of Cape Town provides details of the playground apparatus that was provided (slides, swings, see-saws and benches under the trees).

It is difficult to determine from aerial photographs when the apparatus was removed, but it seems that the area was fenced and lawned until at least 2008. There is no sign of a lawn, fence or playground at present. The surface is sandy and seems to be used for overflow parking (at events) and it was also noted that the site is used by homeless people, that at least one tree was damaged by fire, and that the site is frequently crossed by pedestrians from the commercial gym on the other side of Helen Suzman Boulevard on route to Main Road.

Although the exact purpose of the tree avenue is not understood at this stage, it is evident that the age and intentional pattern of planting (likely related to the use of the Common for horse racing) is a significant remnant of the late 18th/19th Century pattern of development in this part of the City.



Figure 3.61: Aerial photograph of the remaining trees on the eastern end of the site (Source: Cape Farm Mapper)



Figure 3.62: The eastern end of the site looking west (2025)



Figure 3.63: The eastern end of the site, looking east – fire damage is visible on the nearest tree trunk to the left (2025)

3.2.8 Other trees on the site

Apart from a tree line along the eastern edge of the access road to the Civic Centre off Main Road (Bowler's Way) which dates to the 1960s, there are only a few scattered trees and shrubs across the former bowling site, and the impression is that these were likely not planted intentionally and none of them are regarded as imperative to retain. There is one remaining eucalyptus tree at the corner of Main Road and Bowlers Road, that is located on the site.

The landscaping in forecourt of the library and civic centre, although somewhat overgrown was clearly designed to enhance the space. Note that the trees along Main Road, in the walkway immediately to the south of the site, that constitutes part of the Fan Walk, falls outside the cadastral boundary of the site in question – refer to section 3.4.3.

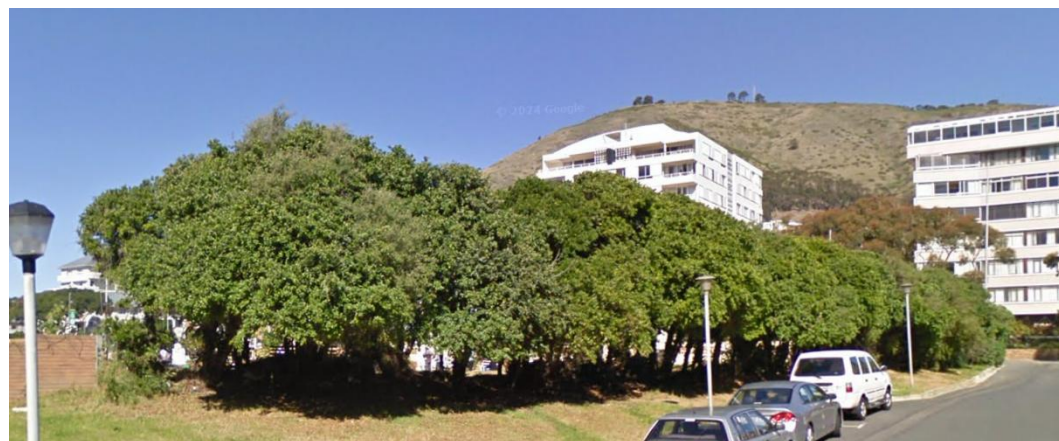


Figure 3.64: Trees lining Bowler's Way (2025)



Figures 3.65 – 66: The tallest trees on site – below the eucalyptus referred to above (2025)

3.3 Socio-historic significance

In response to the 2016 NID, HWC required a socio-historic assessment of the site and its proposed development. In this regard the following is noted:

- The early use of the specific site is untraceable and clearly not significant in the history of use of the larger area now referred to as the Green Point Common
- The earliest recorded recreational uses on the site were tennis and bowls. Tennis moved to the other side of the railway line/Helen Suzman in the 1960s, most likely more space was required, and the site was earmarked for the construction of a library and civic centre.
- Bowls or lawn bowling on the site dates to 1906 and the growth in participants seems to have peaked in the third quarter of the 20th Century, when at least two clubs were operating on the site (Sea Point and Green Point Bowling Club and Cape Town Stadium). It is possible that the Three Anchor Bay club, noted in the Western Province Bowls Association Annual Report for 2015-16) operated from the eastern greens and clubhouse. This club, formerly known as The Crusaders, was established in 1960.
- The clubs that historically operated on the site have all been amalgamated with other clubs probably as membership dwindled. Three Anchor Bay amalgamated with Altantic in 1998. Sea Point and Green Point amalgamated with Cape Town Stadium in 1999, and this club then subsequently also amalgamated with Atlantic in 2003. As noted earlier, Altantic Bowling Club ceased to operate in 2016.

- It is evident that bowling in the area was quite popular in the mid-20th Century, but even then, it would only have involved a small percentage of society and of course, was only available to those who could afford membership of a club and who were not excluded on the basis of race. The bowling greens and related facilities were not *public* open spaces. It seems evident that the clubs ceased to operate as a result of dwindling membership and the consequent financial burden of the upkeep of the greens, club houses, etc. And thus, it is evident the socio-historic significance of the history of bowling on the site would be of value to only a small group of people (declining in numbers) and cannot be regarded as of significance to the larger Cape Town community. It is also evident that there is no realistic opportunity to reinstate the bowling greens or clubs on the site.
- The more recent uses on the site, such as the five-a-side soccer court and outdoor market cannot be regarded as having heritage significance.
- Similarly, the Pinocchio crèche is a recent use on the site, although it must be acknowledged that the crèche has its origins in the history of the employment of domestic workers in the area, that were not allowed or could not afford to stay in the area but needed care for their children during working hours. The creche is a project branch of the Domestic Workers' Association Educational Trust, a non-profit organisation founded in 1984 by the late Mrs Maggie Oewies Shongwe, who also founded the Domestic Workers' Association. It was originally located in Fritz Sonnenberg Road and moved from there to accommodate 2010 World Cup Soccer facilities. Thus, this possible intangible significance is not attached to the site specifically, as the crèche

could be operated from any suitable facility in the area, without impacting its social significance.



Figures 3.67-68: The former bowling greens on the site (2025)

3.4 Contextual resources and significance

It is evident that the site occupies a strategic location, bounded by two important roads to its north and south that both carry large traffic volumes, with high density mixed-use development (mainly residential) to the south of the site and the sports facilities of the Green Point Common to the north. The site is thus highly conspicuous to residents and users of the area.

Heritage resources in the immediate vicinity of the site include:

3.4.1 The Green Point Common

The Green Point Common was declared a Provincial Heritage Site in September 2024, and the significance is described as follows

Historically, the location and the development of the Green Point Common from an open coastal plain, used as pasturage, to informal sporting and/or recreation activities in the late 18th century to the present Green Point Urban Park, contributes to the site being one of the most important established public open space locales in the City of Cape Town.

Currently the Green Point Urban Park is a designed landscape, intentionally created by man. The design of the Urban Park responded to various environmental and heritage requirements particularly its visual spatial relationship to the Table Mountain World Heritage Site.

For more than 100 years the Green Point Common has been dedicated to recreation and sporting activities. It was the home ground of some of the oldest sporting clubs in Cape Town. Existing intrinsic historical features relating to this early sporting history have been retained within the design of the Green Point Urban Park.

The Green Point Common has elements of an associative cultural landscape and is strongly associated with the movement towards non-rationally segregated sports. In 1951 the Track was allocated to the "Coloured" community by the City of Cape Town in compliance with apartheid-period ideology of separate racial facilities. Prior to this, however, non-racial sport had always been present on the Green Point Common and the proud traditions and memories of the heydays is a strong motive for the re-emergence of active sporting events and sporting heroes.

Over the years, the Green Point Common has always been a public open space and a place of congregation for various purposes, ranging from military mustering points and parades, a Prisoner of War camp during the Anglo-Boer War, cultural events and protest marches. Most importantly, as a public spatial landmark, it has organically evolved and is intrinsically linked to the cultural landscape and adjacent urban scape (Province of the Western Cape: Provincial Gazette 8982, p.675).

The area that was declared as a PHS contains the core of the remaining recreation/sports area and excludes the site in question. During the determination of the PHS boundary, the site was excluded early on in the process by the parties involved in the nomination - the Green Points Residents and Ratepayers' Association and the Environment & Heritage Management Service of the City of Cape Town.

The tennis club, and commercial gym with its parking area and outside courts are located immediately opposite the site, with the Green Point Urban Park to the north of the tennis club.



Figure 3.69: The Green Point Common declared PHS area (Source: Cape Farm Mapper)

3.4.2 The Sea Point promenade – grade IIIA

The Sea Point promenade stretching along the Atlantic coastline from the Sea Point public swimming pool in the west to beyond the Green Point lighthouse in the east, is an important public open space, serving the larger Cape Town community. In close proximity to the site, albeit on the other side of Beach Road/Helen Suzman Boulevard is a large lawned play area and the small Three Anchor Bay, itself.

The City of Cape has summarized the significance of the promenade area bordering Three Anchor Bay as a highly significant public open space with high socio-historical significance as a launching place. It is a natural bay with high scenic qualities and is associated with the Green Point Common and the old City.

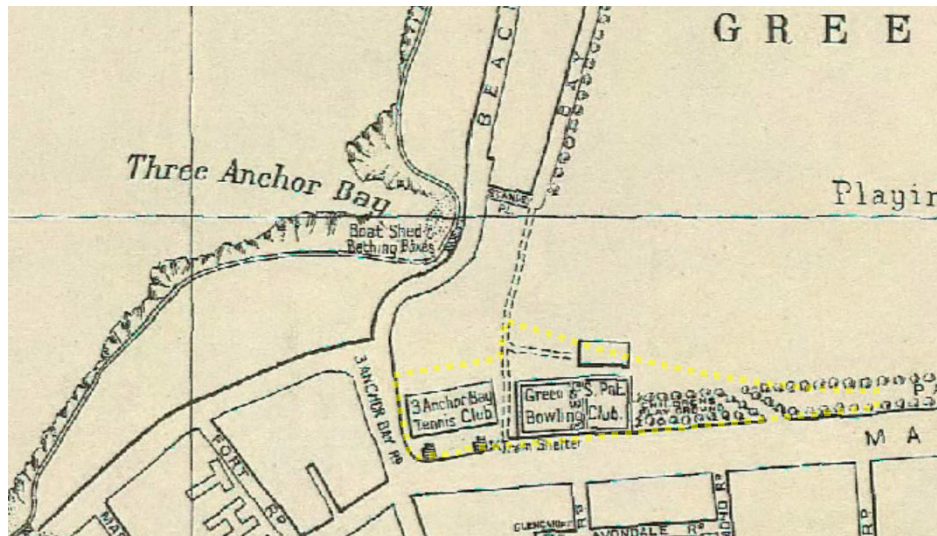


Figure 3.70: The 1931 Cape Environs noting the boat sheds and bathing boxes at Three Anchor Bay (Source: CoCT Eviewer)



Figure 3.71: Historic postcard of Three Anchor Bay with the boat sheds visible (date unknown)



Figure 3.72: Three Anchor Bay and the Promenade (2025)

3.4.3 The tree-lined Main Road sidewalk

The tree-lined sidewalk that borders the site on the southern side has been described as part of the Cape Town Fan Walk (although this usually refers to the route from the CBD to the Cape Town Stadium) and was established as part of the 2010 World Cup interventions. The sidewalk previously accommodated what could be described as a service road, that accommodated parking.



Figure 3.73: 2006 Aerial photograph showing the service road parallel to Main Road bordering the site (Source: CoCT Eviewer)

This was converted into a pedestrian route in 2009, with hard and soft landscaping, including the planting of trees that have since matured and now form an avenue of three trees wide on the boundary of the site. This is a contemporary landscaping intervention which contributes well to the Main Road context but is not appropriate for protection in terms of the NHRA.



Figure 3.74: 2009 Aerial photograph showing the hard and soft landscaping along this route implemented in that year (Source: CoCT Eviewer)



Figure 3.75: 2025 Aerial photograph showing how the trees have matured since 2009 (Source: CoCT Eviewer)

3.4.4 Graded buildings along Main Road

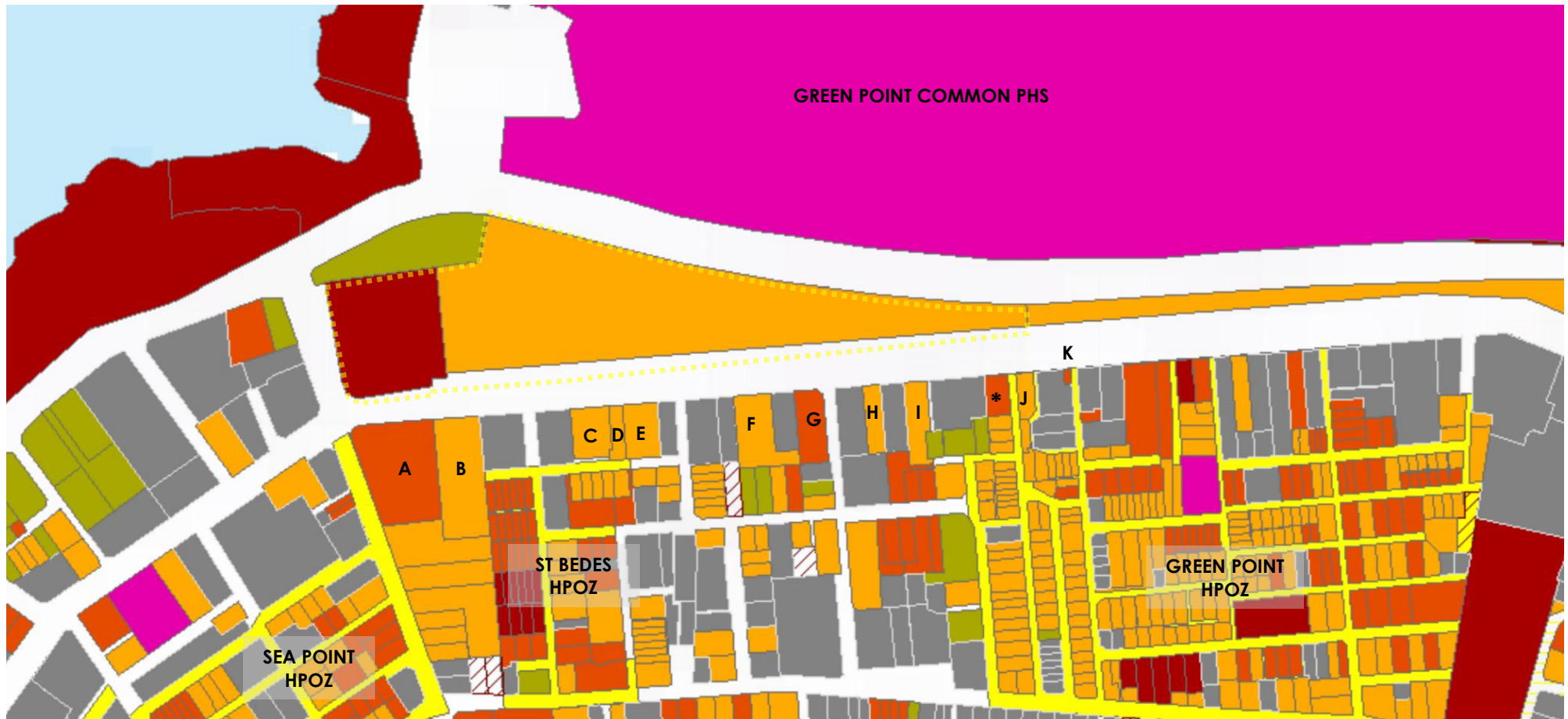


Figure 3.76: Map of graded resources in the area around the site (Source: CoCT Eviewer) (*this building has since been demolished)

There is a number of graded buildings immediately opposite the site facing Main Road (and the site). On the figure above these buildings are numbered and they are discussed below. The Heritage Protection Overlay Zones (HPOZs) in the vicinity of the site are defined by the yellow shaded road reserves on the map above.

- **A: The Sea Point Primary School – grade IIIB**

The CoCT inventory describes the building as: *part of the mid-20th century development of Sea Point. Is a fairly good architectural example which has been slightly altered with additions. Has a good interface with the street. Contributes to the streetscape and area.*

The building is noted to have intact elements such as its windows, front door and roof tiles. The grading is based on the following assessment:

Contextual Significance	Medium
Aesthetic Significance	Medium/High
Associational Significance	Medium
Representivity	Medium
Age Significance	Medium



Figure 3.77: Sea Point Primary School (2025)

- **B: Rockaways – grade IIIC**

The CoCT inventory describes the building as: *part of the mid 20th century development of Sea Point. Is a fairly good architectural example which has been slightly altered. Has a good interface with the street. Contributes to the streetscape and area.*

The building is noted to have some intact elements such as its verandahs, and mosaic on its façade. The grading is based on the following assessment:

Contextual Significance	Medium
Aesthetic Significance	Medium
Associational Significance	Medium
Representivity	Medium
Age Significance	Low/Medium



Figure 3.78: Rockaways (2025)

- **C: Belvedere – grade IIIC**

The CoCT inventory describes the building as: *part of the early to mid 20th century development of Sea Point. Is a fairly good architectural example. Has a good interface with the street. Contributes slightly to the streetscape and area.*

The building is noted to have some intact elements such as its windows, balconies and brick work. The grading is based on the following assessment:

Contextual Significance	Medium/Low
Aesthetic Significance	Low/Medium
Associational Significance	Low/Medium
Representivity	Medium/Low
Age Significance	Low/Medium



Figure 3.79: Belvedere(2025)

- **D: Head South Lodge – grade IIIC**

The CoCT inventory describes the building as: *part of the mid 20th century development of Sea Point. Is a fairly good architectural example which has been altered. Has a good interface with the street. Contributes slightly to the streetscape and area*

The building is noted to have some intact elements such as its lead windows, front door, verandah and form. The grading is based on the following assessment:

Contextual Significance	Medium/Low
Aesthetic Significance	Medium/Low
Associational Significance	Medium/Low
Representivity	Medium/Low
Age Significance	Medium/Low



Figure 3.80: Head South Lodge (2025)

- **E: Ventnor Building – grade III C**

The CoCT inventory describes the building as: *part of the mid 20th century development of Sea Point. Is a fairly good architectural example. Has a good interface with the street. Contributes slightly to the streetscape and area*

The building is noted to have some intact elements such as its verandah, brick work and form. The grading is based on the following assessment:

Contextual Significance	Medium
Aesthetic Significance	Medium/Low
Associational Significance	Medium/Low
Representivity	Low/Medium
Age Significance	Low/Medium



Figure 3.81: Ventnor Building (2025)

- **F: Lancaster House – grade III C**

The CoCT inventory describes the building as: *part of the early to mid 20th century development of Sea Point. Is a fairly good architectural example. Has a good interface with the street. Contributes slightly to the streetscape and area.*

The building is noted to have some intact elements such as its verandah, windows, and form. The grading is based on the following assessment:

Contextual Significance	Medium/Low
Aesthetic Significance	Medium
Associational Significance	Medium/Low
Representivity	Medium/Low
Age Significance	Medium/Low



Figure 3.82: Lancaster House (2025)

- **G: Delwyn Court – grade IIIB**

The CoCT inventory describes the building as: (part of) *Mid 20th century densification of Green Point. Good example of mid-20th century apartment block. Forms part of the later redevelopment along Green Point Main Road replacing the earlier villa.*

The building is noted to have original wooden windows, balconies, boundary wall and form. The grading is based on the following assessment:

Contextual Significance	Medium/High
Aesthetic Significance	Medium
Representivity	Medium/High
Age Significance	Low



Figure 3.83:
Delwyn Court
(2025)

- **H: Ananda – grade IIIC**

The CoCT inventory describes the building as: *part of early-mid 20th century densification. Fairly good architectural example and very intact.*

Contextual Significance	Medium
Aesthetic Significance	Medium
Representivity	Medium
Age Significance	Low

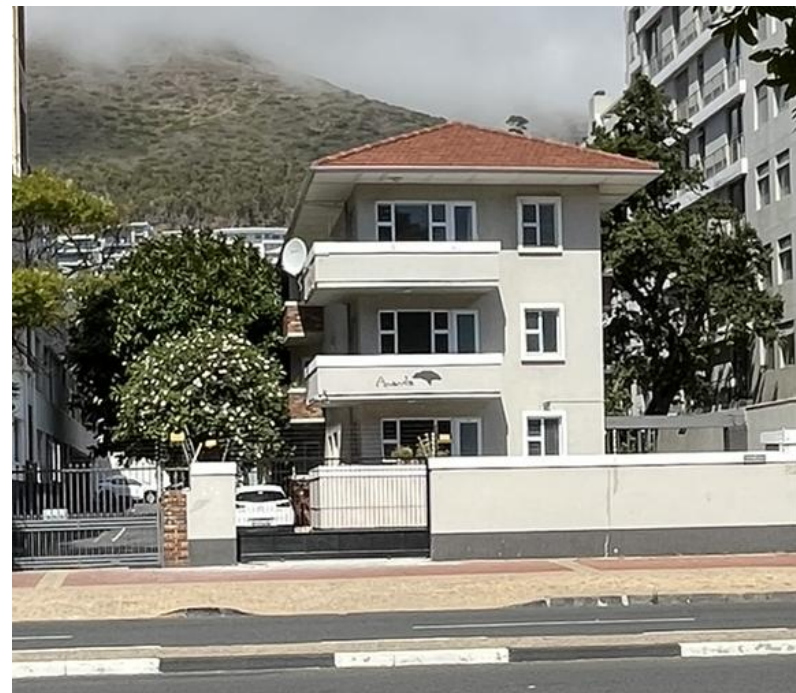


Figure 3.84: Ananda (2025)

- **I: 191 Main Road – grade III C**

The CoCT inventory describes the building as: *Part of early-mid 20th century densification. Good architectural example and very intact.*

The grading is based on the following assessment:

Contextual Significance	Medium
Aesthetic Significance	Medium
Representivity	Medium
Age Significance	Low



Figure 3.85: 191 Main Road (2025)

- **J: 179 Main Road – grade III C**

The CoCT inventory describes the building as: *Part of early residential expansion into Green Point. Some architectural merit and has associated landscape features.*

The grading is based on the following assessment:

Contextual Significance	Low
Aesthetic Significance	Low
Representivity	Medium
Age Significance	Medium



Figure 3.86: 179 Main Road (2025)

- **K: Green Point Pharmacy – grade IIIB**

The CoCT inventory describes the building as: *Remains of the Green Point Pharmacy. Remainder of site redeveloped.*

The grading is based on the following assessment:

Contextual Significance	High
Aesthetic Significance	High
Rarity	High
Representivity	Medium



Figure 3.87 Green Point Pharmacy (2025)

3.4.5 Heritage Protection Overlay Zones

The site itself does not fall with a declared or proposed Heritage Protection Overlay Zone (HPOZ), but there are three such areas in close proximity to the site.



Figure 3.88: The site in the context of the declared HPOZs

- **The Sea Point HPOZ**



Figure 3.89: Lower end of Glengariff Road (2025)

The Sea Point HPOZ is located to the south-west of the site, with the tree-lined Glengariff Road forming the eastern boundary of the HPOZ.

The significance of this HPOZ is described as follows: *Sea Point HPOZ is an area of heritage significance comprising a rich and dense composition of housing typologies and periods. A sprinkling of houses dates back to the mid-19th century while most of the building stock is turn of the century row housing – both single and double storey, interspersed with Edwardian houses and intuitional buildings. From the early-mid 20th century to today blocks of flats have been replacing more historical fabric. Some of these flats themselves are of architectural interest and contribute to the richness of the area.*

- **Saint Bedes HPOZ**

This small HPOZ comprise the historic residential area on either side of St Bedes Road behind the first block of development along Main Road.

The City of Cape Town describes it as *one of the most intact historical areas on the Atlantic Seaboard comprising fine detached Victorian villas with decorative mouldings and ironwork and late 19th century double storey terraces.*



Figure 3.90: Law Road row housing the St Bedes HPOZ (2025)

- **Green Point HPOZ**

The Green Point HPOZ is the largest of the three areas, stretching from Ravenraig Road in the west to Varney's Road in the east between Main Road and High Level Road. It is located to the south-east of the site.

The significance of this area is attributed to a *rich and dense composition of housing typologies and periods, ranging from substantial mid-19th century decorated villas to turn of the century row houses – both single and double storey, interspersed with Edwardian houses and intuitional buildings. From the early-mid 20th century to today blocks of flats have been replacing more historical fabric. Some of these flats themselves are of architectural interest and contribute to the richness of the area.*



Figure 3.91: Semis in Corxteth Road, Green Point (2025)

3.5 Statement of Significance

The definition of a *heritage resource* is described in Section 2 (xvi) of the NHRA as: "any place or object of cultural significance". This section of the report fulfills the requirement of Section 38(3) (a) and (b) of the National Heritage Resources Act (NHRA) to establish the significance of the resources, and to map the resources (NHRA 1999:64).

The heritage significance of a site is established by considering several aspects of potential heritage value. These are (in no particular order):

3.5.1 Architectural significance

Following on Section 3.2 above the architectural significance of buildings on the site are assessed as follows:

- **The Colin Eglin Library and Sea Point Civic Centre: IIIA**

This accomplished modernist building is a landmark in the area. The quality of the spaces (such as the library's main hall and the foyer of the civic centre), the architectural detail (such as the panelling, sprung flooring and the custom brise soleil) and the quality of construction of the building is exceptional. It is acknowledged that the building has some issues, such as lifts that are out of order and problems with drainage from the roof), but these can be addressed.

The forecourt of this complex was clearly integral to the design of the building, and although currently affected by a lack of maintenance and security measures, is vital to setting and appreciation of the building itself. It has the potential to become a pleasant public place.

- **The electrical substation: IIIB**

This building is a rare example of industrial architecture of its era, with detailing that elevates the building from merely a shed to an attractive building, thus warranting the IIIB grading.

It is however acknowledged that the building is tailored to the very specific requirements of a substation, which would pose difficulties to the potential adaptive reuse of the building, should it not be needed to house electrical infrastructure anymore.

- **The three clubhouse buildings and numerous outbuildings on the site: NCW**

None of these buildings are exceptional in any way, and although some could be regarded as typical of their era, they are not rare examples of 20th century architecture. They are functional and all implement standard design features of their time, such as hipped roofs with deep eaves and a facebrick plinth. The original club house may have been of some architectural interest, was not so extensively altered over the years. Although some of the outbuildings are more considered, none of them are of sufficient merit to warrant their retention.

3.5.2 Aesthetic significance

Following on the above and given the recent deterioration of the bowling greens and the non-descript nature of the structures historically associated with bowling on the site, a large portion of site is in fact quite unattractive at present, when viewed from Main Road, but also Helen Suzman Boulevard. It is evident that only the library and civic centre complex, and the eucalyptus trees on either end of the site, has some aesthetic significance.

3.5.3 Socio-historic significance

The determination of socio-historic significance is clearly complex and can be highly subjective. HWC has no clear policy or guidelines in respect of incorporating matters affecting social history and intangible heritage into the formally legislated Heritage Impact Assessment process. Nor is there any guidance of how such matters should be weighed against other factors relating to tangible heritage findings. However, such matters are increasingly (and rightly so) assuming importance in the heritage arena and require greater clarity.

The NHRA provides some legal guidance in Section 2 (xxi) as follows: “living heritage” means the intangible aspects of inherited culture, and may

include—

- (a) cultural tradition;
- (b) oral history;
- (c) performance;
- (d) ritual;
- (e) popular memory;
- (f) skills and techniques;
- (g) indigenous knowledge systems; and
- (h) the holistic approach to nature, society and social relationships.

Section 3(2) states that the national estate includes, *inter alia*, places to which oral traditions are attached or which are associated with living heritage. Section 3(3) which elaborates on the criteria for

assessing the significance of a place or objects, states that a place has heritage significance, *inter alia*, because of:

(g) its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;

(h) its strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa

From a policy perspective, UNESCO's 2003 Convention for the Safeguarding of the Intangible Cultural Heritage (which SA has ratified), proposes five broad ‘domains’ in which intangible cultural heritage is manifested. This includes “traditions or living expressions inherited from our ancestors and passed on to our descendants, such as oral traditions, performing arts, social practices, rituals, festive events, knowledge and practices concerning nature and the universe or the knowledge and skills to produce traditional crafts”....

“The importance of intangible cultural heritage is not the cultural manifestation itself but rather the wealth of knowledge and skills that is transmitted through it from one generation to the next.”²

The belief practices of indigenous communities and the transmission of historic practices, rituals and beliefs that define a cultural identity and are passed down from one generation to the next are most often referred to when it comes to matters of intangible heritage. In South Africa, the traditions of the Riel Dans; Namaqua traditional song and music; the practices of traditional medicine; traditional farming methods: or those keeping almost extinct indigenous languages alive are good examples of living heritage. Historical community presence

² <https://ich.unesco.org/en/intangible-heritage-domains-00052> (author's emphasis)

and cultural traditions in places like the Bo-Kaap are equally an expression of living heritage.

Locally, only the Maropeng National Policy on South African Living Heritage (Draft 2009)³ provides specificity in the local context in respect of 'living heritage'. However, it has a clear focus on the living heritage of people indigenous to Africa and slaves and is not applicable to site in question.

It is acknowledged that the site has some historic significance as having formed part of the larger Green Point Common that was used by various sporting codes since the 19th century. Lawn bowls was accommodated on this site since 1906, and was clearly popular during the mid-20th century, but this was an entertainment activity for a particular sector of Cape Town society. The reality is that interest in the sport has declined to the extent that bowling on the site has ceased in the 2010s.

Thus, it is concluded that the bowling site is of limited social significance (also given that there are bowling clubs in the area, such as Fresnaye that are still running). The significance of the unbroken history of the use of the site for bowling of approximately 110 years is rather attributed to the site remaining relatively undeveloped for this time and thus contributing to the larger visual and cultural landscape of this part of the Cape Town.

The remaining rows of eucalyptus trees at the eastern end of the site, as a remnant of the very early development and use of the larger Green Point Common is regarded as having some historic

significance. The library (in particular) and the civic centre, although not historic clearly plays an important role in local community, by virtue of its location, form and public service and could be regarded as having some social significance, although this may not be considered to be of socio-historic significance (i.e. as a community use, it should be considered to be of significance to the project, but not necessarily to the heritage assessment, except in so far as it is regarded to be of architectural significance.) Similarly, the Pinocchio Creche, which use is of social significance, but not necessarily socio-historic significance.

Overall, the socio-historic significance of the site is assessed as follows:

- Bowling greens and facilities - **low socio-historic significance.**
- Library and civic centre – **medium to high social significance**
- Eucalyptus tree lines – **medium socio-historic significance**

3.5.4 Contextual significance

As alluded to above the site has contextual significance related to the following:

- The landmark quality of the library and civic centre in its local and regional context
- The long standing relatively open unbuilt quality of the bowling greens portion of the site and its location between the dense urban development along Main Road and the Green Point Common, with its relatively low-key development (except of course for the stadiums) accommodating recreational activities. Although not all of these facilities are open to the general public,

3

www.maropeng.co.za/uploads/files/National_Policy_on_South_African_Living_Heritage__ICH.

the Common can be regarded as a key public space in Cape Town. Similarly, the Sea Point Promenade, in close proximity to the site and which is of course entirely open to the public, is a very important public open space in Cape Town. In addition the tree-lined sidewalk immediately to the south of site, created as part of the 2010 World Cup investment is an important amenity in the local context.

- The remaining eucalyptus trees also have contextual significance as contributing the green character of the Common.
- The site is relatively isolated, being bounded by high order roads on three sides, although the relationship with Main Road is clearly more intimate as a result of the wide tree-lined pavement that lines the site. Helen Suzman Boulevard is a significant barrier to pedestrians and other forms of NMT although there clearly is a desire to cross over from the Common to Main Road.

The visual impact assessment by David Gibbs (2026) describes the site as occupying a visually prominent position between the residential neighbourhood of Three Anchor Bay, the Main Road mixed-use corridor, and the open landscape of the Green Point Common. The receiving environment is characterised by a layered mountain–city–ocean landscape structure; the open civic landscape of the Green Point Common; a fine-grained urban morphology; visual permeability between neighbourhood and coast; and a varied but coherent skyline.

In addition the following observations are made:

- The CPOA complex immediately to the north-west of the site, is visually highly intrusive and blocks views to the sea from certain angles on the site and beyond.

- A large portion of the site itself as result of the recent deterioration and non-descript nature of the bowling buildings, could in fact be described as an eyesore. Views onto the site from Helen Suzman Boulevard, are, in particular, not very attractive.
- However, glimpsed views through the site to the common and seafront will have significance to the residential areas to the south and contribute positively to the experience of the neighbourhood. Views across and from the site southwards to Signal Hill are equally important contributors to a positive contextual experience.



Figure 3.92: View from the civic centre forecourt towards Signal Hill (2025)

The overall visual sensitivity of the receiving environment is assessed as **Moderate–High**, with highest sensitivity occurring along visual corridors; the Green Point Common; and residential viewpoints.

In summary the site regarded to have **medium to high** contextual significance.

3.5.5 Conclusion

The site has no known scientific or linguistic significance, and there is no evidence that the site is linked to the history of slavery. As noted, portions of the site, viz the library and civic centre and eucalyptus tree lines, are regarded as of sufficient architectural, aesthetic and socio-historic significance to warrant a grading, but the bulk of the site has limited intrinsic heritage value. Overall, the site has relatively high contextual significance, but this significance also varies across the site.

Figure 3.86 below spatialises the heritage resources and their significance. The red shaded portions are regarded as areas of medium to high significance, whilst the yellow shaded portion is regarded as of medium to low heritage significance, that could be considered for development.

SUMMARY OF HERITAGE SIGNIFICANCE		
RESOURCE	GRADING/PROPOSED GRADING	NATURE OF SIGNIFANCE
Colin Eglin Library & Sea Point Civic Centre	IIIA	Architectoral and social
Remains of historic eucalyptus tree avenue	IIIB	Historical
Electrical substation main building	IIIB	Architectoral
Clubhouses and outbuildings	NCW	
Contribution to context	IIIB	Green space, views over site, interface with Main Road

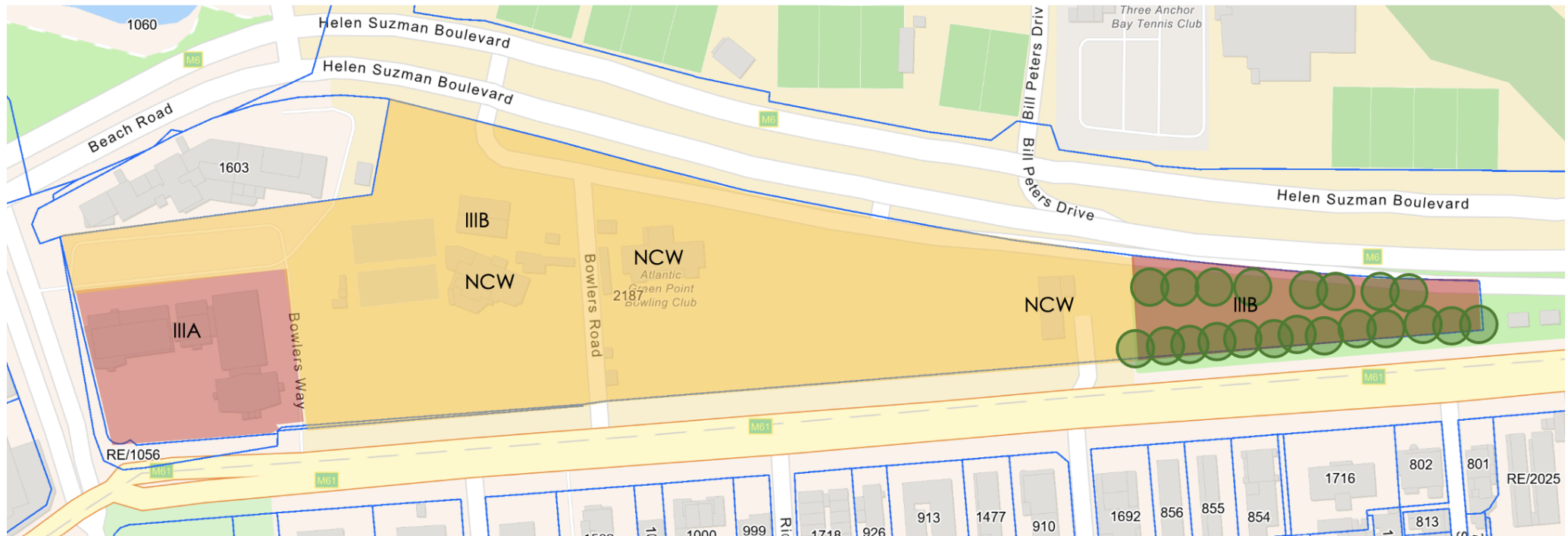


Figure 3.93: Heritage resources on the site.

4 HERITAGE INDICATORS

4.1 Introduction

The preparation of heritage/design indicators for future development pre-supposes that such development is appropriate in principle. In this instance the specific circumstances relating to the property and proposed development model are of particular relevance in deciding this matter.

- **Spatial planning**

The site has been earmarked by the City as land that could be used for strategic infill development and the bowling green portion of the site, is indicated in the Table District Plan as such. This plan states specifically that the feasibility of *high-volume, affordable residential infill development on the Green Point Bowling Green* should be investigated.

- **Heritage value of the site**

Following on Section 3 above, it is evident that the bulk of the site has such limited inherent heritage value, that the retention of the land currently graded IIIIC, as is, cannot be justified when weighed against the potential socio-economic benefits of appropriate development.

It is assumed that in respect of the future of the leaseholders, this HIA and planning process is to secure development rights and not to assign end users. The relevant lease agreements entered between the CoCT and legal tenants regulate the process regarding the current use of the site.

The contextual value of the site does require that development be carefully considered to ensure an appropriate built- form that would ultimately contribute positively to its context.

4.2 Indicators

4.2.1 The Colin Eglin Library and Sea Point Civic Centre

This complex is of significant architectural heritage value and also provides important social services to the Sea Point / Three Anchor Bay and Green Point community. It is recognized that the building complex is not effectively functional in certain instances and is in need of some maintenance and repairs – for instance the orchestra lift and the book lift is no longer operational and the gutter system of the library portion in particular is problematic. In addition, the library has become too small to accommodate the large number of users – in particular the children's section and is in need of a space for group activities. Furthermore, the minor hall has proved impractical as a venue for smaller gatherings due to its poor acoustics and noise impacting users of the major hall.

- **The library and civic centre complex to be retained and maintained to a high standard.**

The complex should be retained in its current form and should continue to accommodate the library and major hall in their current locations. Maintenance and resolution of the existing functional problems should be a requirement of any development approval and will require the oversight of an architect with expertise in modernist buildings. Since alterations will not trigger Section 34 of the NHRA (as the building is not older than 60 years), this submission should be linked as a condition of approval.

- **Some adaptive re-use of certain spaces such as the minor hall could be considered**

The adaptive re-use of certain spaces can be considered with the proviso that the complex remains a public venue and that any

intervention is undertaken by an architect with expertise in modernist buildings. Such proposed interventions should be subject to further public consultation prior to submission to HWC for approval.

- **Accommodate the extension of the public uses/facilities sensitively**

The possible extension of the public uses / facilities on the site, particularly the library, should be welcomed as further cementing the complex's important social role. Any such extension may not impact on the façade of the building complex nor the eastern or western elevations. There could be scope for extension to the back of the building, provided that such extension ensures that the integrity of the built envelope of the complex is impacted minimally. Any such intervention is to be undertaken by an architect with expertise in modernist buildings. Such proposed interventions should be subject to further public consultation prior to submission to HWC for approval.

- **Retain and upgrade the forecourt**

The forecourt was originally conceived as a very formal space that signified the importance of the complex as the seat of the local authority at the time. This space has fallen in disrepair and has also recently been fenced off to control access to the site and prevent anti-social behaviour. The forecourt is to be retained and should ideally become outdoor social space for the community – it could be activated by uses such as markets, a performance space or coffee shops. The formality of the former space is not appropriate in the current context, but any interventions should reference the original design of the landscaping based on circles (still visible on site). A lightweight structure that does not compete with or obscure the façade, could be considered if required to accommodate the uses

referred to above. Again, any such intervention is to be undertaken by an architect with expertise in modernist buildings. Such proposed interventions should be subject to further public consultation prior to submission to HWC for approval.

4.2.2 Demolition of other buildings/structures on the site

None of the three bowls clubhouses, their outbuildings and related structures, although historic, are deemed conservation worthy and could be demolished. The substation building has some interest as an industrial building of its era and should if possible be retained and reused. However, if this proves to be an impediment to accommodate appropriate development on the site, that will also bring socio-economic benefits, such considerations will outweigh the architectural value of the building.

4.2.3 Retain tree lines

The two rows of eucalyptus trees at the eastern end of the site, is to be retained and maintained, as a remnant of the earlier treed border to the common dating to the 1800s. The area between the trees could be reused with a proviso that any development may not impact on the viability of the trees. No other trees on the larger site are required to be retained.

4.2.4 Contextual indicators

The following contextual indicators are aimed at achieving an appropriate response to the surrounding urban context, in particular the historical development to the south of Main Road. These indicators are relatively limited, in accordance with the extent of heritage significance identified.

- **Establish view lines through the site (north-south lanes between buildings)**

The visual specialist has identified the following view lines through the site as important to retain to preserve visual permeability and maintain the coastal-urban visual relationship. These corridors correspond to the directional view lines and street alignments extending downslope from High Level Road towards the site, common and sea beyond and will serve to reinforce the legibility of the existing urban grain by extending view lines from the public road network; introduce breaks in the built form that visually fragment massing and reduce apparent bulk and allow public views and visual penetration into the site, maintaining a sense of openness and spatial rhythm. These view corridors will also serve to reinforce the legibility and historical rhythms of development of the HPOs to the south of Main Road.



Figure 4.1: View corridors to be retained (Source: Cape Farm Mapper)

The following alignments are to be retained as visual corridors:

- St Bede's Road
- Hill Road
- Clyde Road
- Wigtown Road

Each corridor should be maintained as a minimum 10-metre-wide clear visual zone, free from continuous built form or tall vegetation, to preserve long views toward the site and beyond. These corridors need not correspond to physical roadways but must remain as discernible open breaks aligned with the existing urban pattern. Setbacks at the upper levels of buildings along the corridors should be implemented to avoid canyon-like effects.

- **Built form, scale and massing**

In order to ensure an appropriate response to its urban context, new development on the site should be carefully considered in terms of scale, massing and articulation. On the portion of the site facing Main Road, it is important that building height is restricted to heights that are compatible with the built form on the opposite side of Main Road (where the zoning allows for building up to 35m high). Buildings should generally be restricted to between 30 and 35m high, with the proviso that variation in height is achieved and that taller buildings could possibly be accommodated on corner sites. Taller buildings would be appropriate along Helen Suzman to assist with spatially and visually defining the Green Point Common.

Large monolithic structures should not be permitted – the development should reflect the finer grain of development on the southern side of Main Road. Variation in architectural language and articulation will be important to ensure that the development knits into its context. Varied articulation of facades and roofscapes would assist in achieving this goal.



Figure 4.2: Diagram from the Urban Design Report by ACG, 2026 illustrating the scale of development around the site.

Note that it is considered that the interface of new development with the library and civic centre complex, would not necessarily require reduced heights for new buildings adjacent to this complex, as the complex is of a sufficient scale and coherent form to retain its presence and is unlikely to be overshadowed by taller adjacent buildings. This to be tested with 3D simulations.

- **Interface with Main Road**

The interface of new development should include active street frontages at ground level to reinforce and capitalize on the wide public space afforded by the landscaped sidewalk.

- **Protection of the contemporary tree landscape on Main Road**

Development should take cognisance of the root system and drip line of the trees to south of the cadastral boundary of the site and protect the trees from groundworks and subsequent construction. This not

however a heritage consideration and should be addressed in the LUMS application.

- **Interface with Helen Suzman Boulevard**

The interface with Helen Suzman Boulevard is rather uninspiring at present. This interface should be landscaped with trees and shrubs, to provide an appropriate transition between the Green Point Common and the new development and provide gateway landscaping to the visual coastal corridor ahead. Such planting would also assist with traffic noise.

- **Interface with Three Anchor Bay Road**

The vacant land on end of the site between the library and CPOA building that currently accommodates a parking area, is suitable for infill development that takes advantage of the sea views and that would activate the street interface at ground level.

4.2.5 Further requirements

- The site development plan should be accompanied by a landscape master plan, that sets the parameters for the nature and scale of landscaping on the site, in accordance with the relevant heritage indicators.
- In addition, urban design guidelines must be prepared to ensure the appropriate development of the site, and adherence to the heritage indicators.
- The development parameters that will be set out in the land use application, should ensure that the built form as set out above is achievable and enforceable.



Figure 4.3: Heritage indicators

5 DEVELOPMENT PROPOSAL

5.1 Introduction

The proposed development entails the intensive development of the middle portion of the property with a mix of commercial and residential uses. At the western end of the site, where the civic node is located, a new building is proposed “behind” the library, connected to the library with a bridge structure, as well as additional floor space above the library building itself and a parking garage in the remaining open space between the civic centre and the CPOA building. The eucalyptus avenue at the eastern end of the site will be retained as an open space. In total the site could accommodate:

- A maximum of 27 891 m² of commercial/retail/hotel space
- 955 to 1 145 residential units (dependent on the typology and extent of commercial space provided)

The City intends to sell off the entire site to a commercial developer and will then lease the community facilities back from the new owner.

The development will require the demolition of all of the existing structures on the site, except for the Library and Civic Centre Complex as indicated on the diagram below.

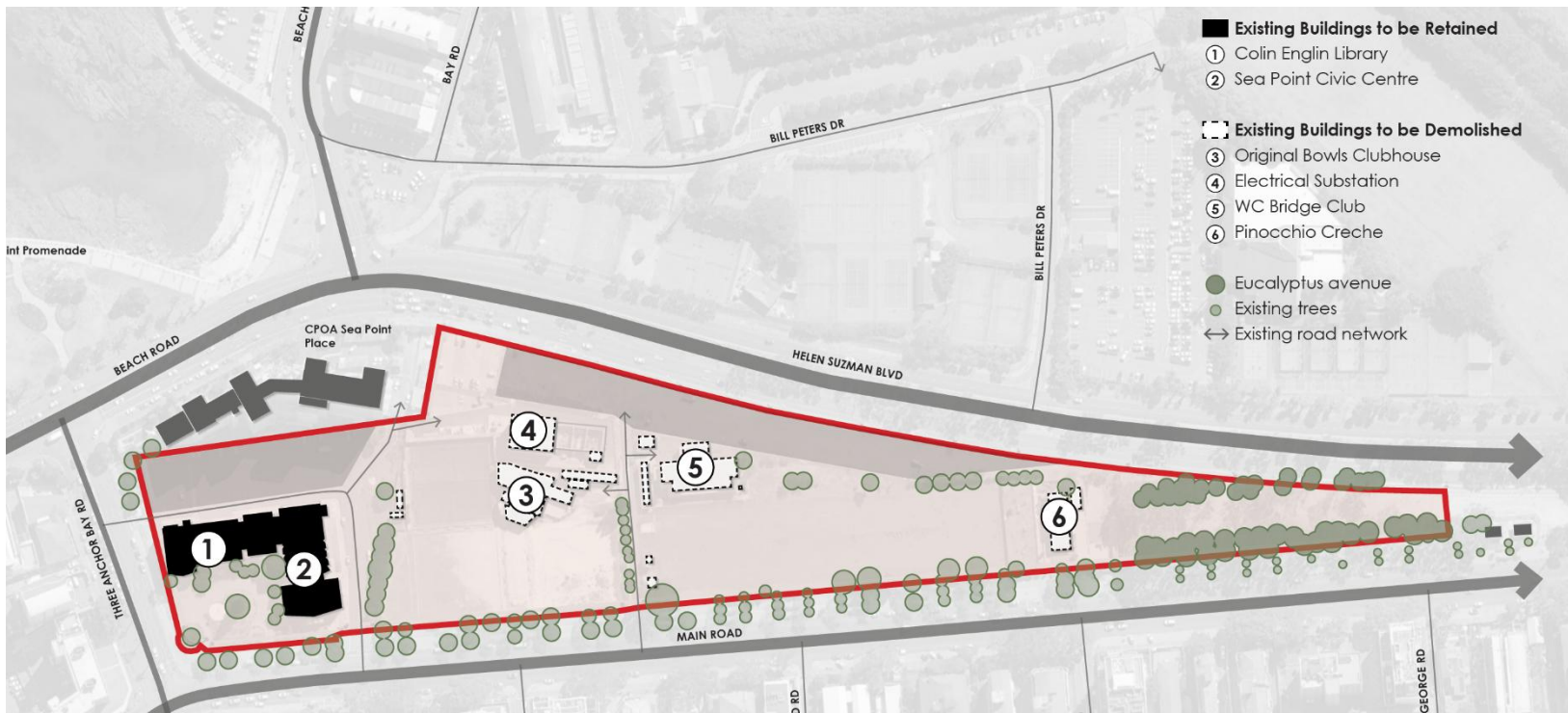


Figure 5.1: Buildings to be demolished
(Source: ACG Architects, 2026)

5.2 Proposed rezoning

The proposed development of the site will be underpinned by the rezoning of the site from Open Space 2 into three different zones. The Library and Civic Centre precinct will be zoned Community Services 2, a zoning that is applicable to larger community facilities, serving a regional function; the middle portion of the site will be zoned General Business 6 intended for intensive, mixed-use commercial

developments (such as shops, offices, and residential flats); and the eastern end will be rezoned to Open Space 3, which is reserved for open spaces that serve unique recreational, leisure, or specialized environmental purposes.



Figure 5.2: Proposed rezoning (Source: @Planning, 2026)

5.3 Urban Design Concept

The development proposal was formulated based on urban design considerations and the Urban Design Report prepared by ACG

Architects is attached as an annexure to this report. The diagram below illustrates the opportunities and constraints analysis, that informed the urban design concept.

The sites overall opportunities and constraints are presented as follows:

- ① The site as a nexus for the surrounding community and the broader Cape Town. Opportunity to act as a gateway destination with a special character.
- ② Spatial continuation of the Main Road retail activity.
- ③ Respond appropriately to all site edges.
- ④ Magnificent views of the sea, mountain, city and harbour.
- ⑤ Proposed massing should respond to existing contextual patterns in terms of building heights, articulation, grain, setbacks and view corridors.
- ⑥ Retained heritage features can anchor and activate spaces.
- ⑦ Potential to cluster civic uses to be enhanced as a destination.
- ⑧ Promote NMT and pedestrian connections to surrounding precincts.
- ⑨ Special moments of public space within the precinct.



Figure 5.3: Opportunities and constraints analysis (Source: ACG Architects, 2026)

The following principles informed the urban design concept:

- Distinctiveness and a sense of place
- Integration and connectivity

- Vibrant mixed-use development
- People centred design
- Placemaking

URBAN DESIGN STRATEGY
OVERALL CONCEPTUAL
FRAMEWORK PLAN

KEY

- | | | | | |
|-------------------|--------------------------|--------------------------|-------------------------|------------------|
| RETAIL EDGE | CIVIC HERITAGE BUILDINGS | NEW FULL INTERSECTION | NEW DEVELOPMENT PODIUM | NEW TREES |
| VIEW CORRIDORS | CIVIC FORECOURT | LEFT IN AND/ OR LEFT OUT | NEW DEVELOPMENT TOWERS | SOFT LANDSCAPING |
| PRIME LOCATION | GREEN COURTS | BASEMENT ACCESS | PEDESTRIAN NETWORK | BIOSWALES |
| GATEWAY BUILDINGS | RETAIL SQUARE | DELIVERY AREA | EXISTING TREES RETAINED | |

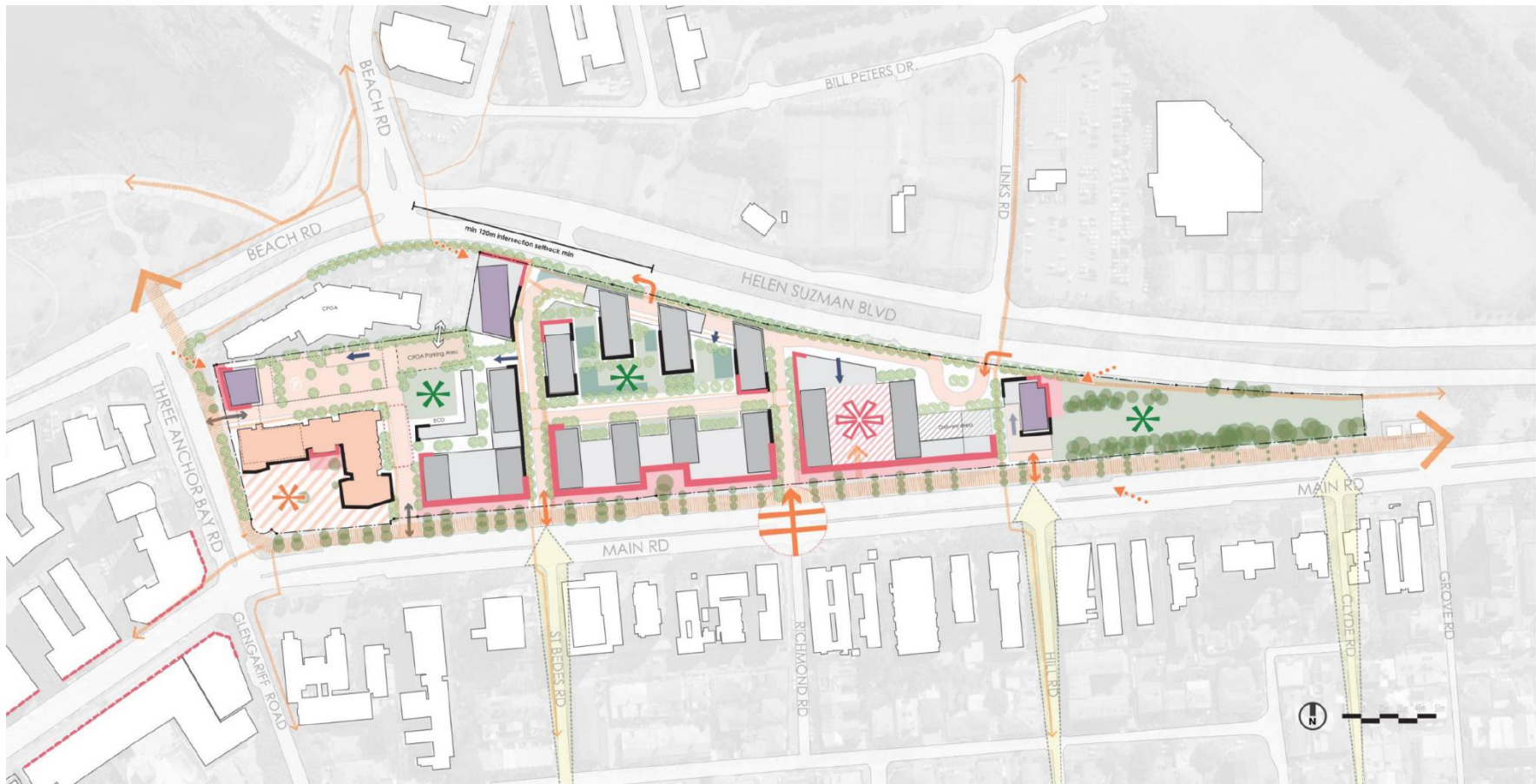


Figure 5.4: The conceptual urban design framework for the proposed development (Source: ACG Architects, 2026))

5.4 Components of the Urban Design Concept

5.4.1 Super basement parking

The entire site will accommodate a super basement of three levels that will accommodate more than 2 000 parking bays. Along the Main Road edge, the basement structure will be set back 2 meters from the property boundary to protect the root zones of the trees lining the Fan Walk. Refuse storage will be accommodated in the basement and serviced from the new internal road network.



Basement Parking Level -2 & -3
Approximately 690 parking bays per level



Basement Parking Level -1
Approximately 513 parking bays

Figures 5.5-6: Proposed super basement

5.4.2 The civic node precinct

The civic precinct includes the Library and Civic Centre, with its forecourt as well as the land immediately behind this building currently used for parking. The proposal is to retain the Library and Civic Centre with its forecourt largely as is, with the possible addition of additional accommodation above the Library to be connected to a new taller building behind with a bridge structure at the level of the library ground floor, for the extension of the library facilities. This taller building behind will include a mixture of commercial, public and residential uses, whilst the proposed additional floors above the library will accommodate commercial development. At this stage the proposal is conceptual and there is no indication as to how the development above the existing building will be achieved structurally. Provision has also been made for possible additional development in the remaining open space between the civic centre and the CPOA building. The proposed additional development on this portion of the site is intended to fund the upgrade, repair and maintenance of the Library and Civic Centre.

In addition to the proposed new building and addition above the library the proposal makes provision for the following potential additions and alterations to the complex:

- The conversion of the existing minor hall to a kitchen/café, as a means of using the space more efficiently and attracting more activity to the site (and the forecourt) This should also resolve the current acoustic challenges that prevent the two halls from operating simultaneously.
- Provision of outdoor seating space in the forecourt in conjunction with the proposed kitchen/café above, to activate this space.
- The possible conversion of the reading hall to an activity space.

These proposals will have to be revisited at the time of implementation to ensure that the requirements of the various City departments that make use of the facilities are met.

In addition, the current civic functions will effectively be expanded by a new creche facility to be developed immediately to north-east of the Civic Centre.

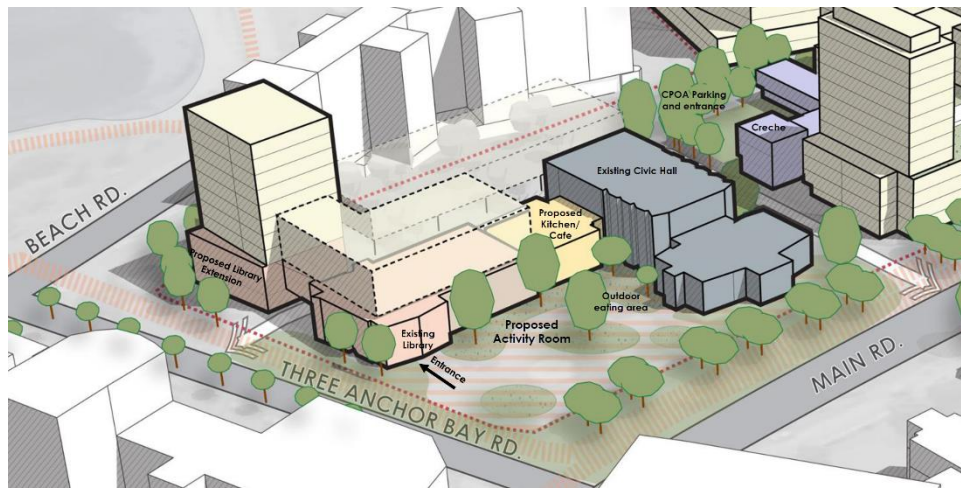


Figure 5.7: 3D concept for the civic precinct (Source: ACG Architects, 2026)

As noted, no details of how the proposed addition above the library will be achieved structurally are available at this stage, but the urban design consultants have provided examples of similar interventions to illustrate the principles that should guide such development.



Figure 5.9: 32 on Kloof, Gardens – DHK Architects

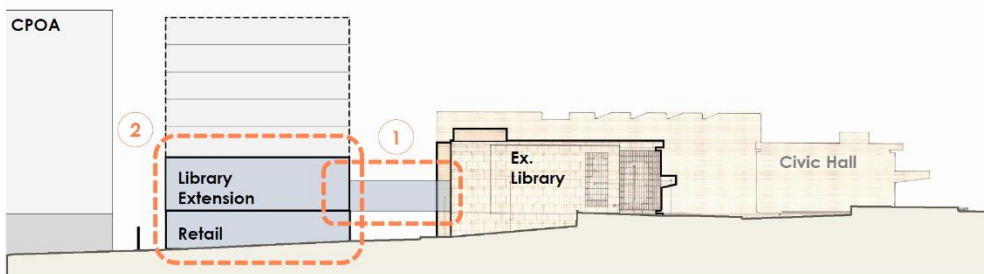


Figure 5.8: Section illustrating the concept of the proposed extension (Source: ACG Architects, 2026)

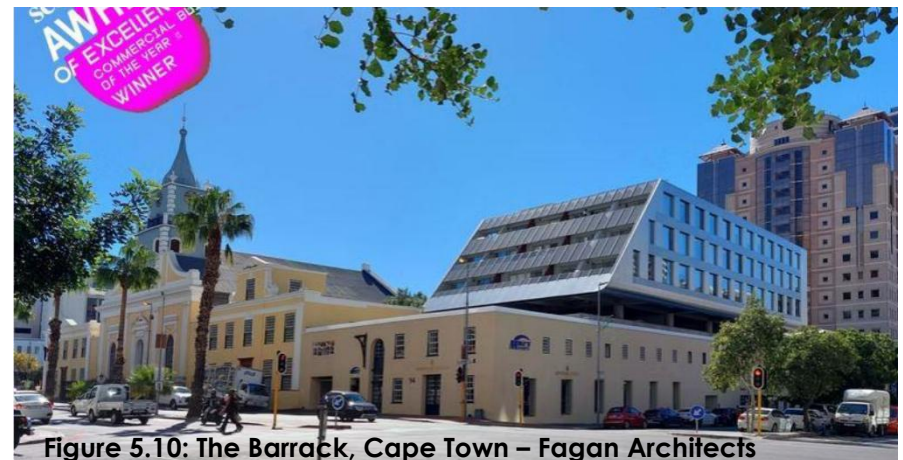


Figure 5.10: The Barrack, Cape Town – Fagan Architects



Figure 5.11: Cape Quarter, Green Point – DHK Architects



Figure 5.12: Rehabilitation of the Jordão Theatre, Guimarães, Portugal - Pitagoras Group

The central mixed-use precinct

The bulk of the site is intended for intensive mixed-used development consisting of mostly commercial (retail, and possibly also office) and high-density residential development (including a component of affordable housing), as well as two hotel sites. The development will have to be largely consistent with the proposed site development plan prepared by ACG Architects, which will form the basis of both the environmental and land use authorization applications. In addition, further conditions are likely to be imposed through these application processes.

This portion of the site will comprise of:

- A series of buildings with 4-storey podiums and tower blocks above along Main Road. These podium sections will be broken-up by north-south access corridors and view cones that will dissect the site. Residential tower blocks with a maximum height ranging between 30m and 45m (at strategic points) will be accommodated above the podium blocks spaced to allow for light and views.
- Along Helen Suzman Boulevard, taller residential blocks with a maximum height of 45m will be allowed, with public space at the centre to connect the various components.
- An early childhood development centre will be located in the area between the CPOA and Civic Centre.
- Two hotel sites are suggested – one at the eastern end of the site, with the eucalyptus avenue forming a green forecourt to the hotel and another on Helen Suzman, maximizing the views towards Three Anchor Bay.

Below follows further details of the design guidelines for the future development of the site.

5.4.3 Land use components

The figure below illustrates the proposed distribution of land uses across the site. The bulk of the site will accommodate a variety of residential opportunities, that will include affordable housing units.



Figure 5.13: Land use components (Source: ACG Architects, 2026)

5.4.4 Retail activation



Figure 5.14: Proposed retail locations (Source: ACG Architects, 2026)

Figure 5.14 illustrates the placement of retail uses on the site, aimed at activating the Main Road edge and also Three Anchor Bay Road. Retail outlets will also be located around the internal public places as well as at the hotel sites.

5.4.5 Interfaces

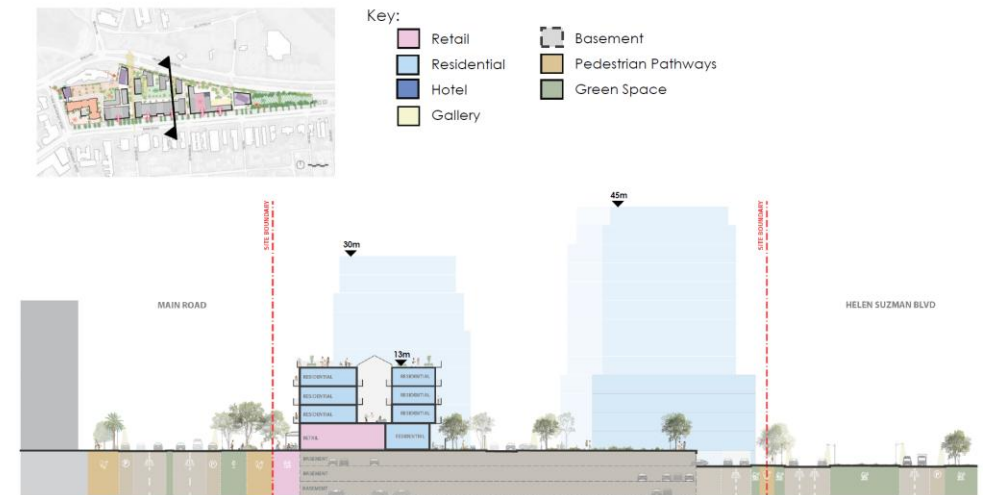


Figure 5.15: Guidelines for the interface of built form with public places (Source: ACG Architects, 2026)

The above diagram illustrates the relationship between the built form and public streets. Along Main Road and the internal street, balconies on the podium level and uses on the roof above the podium level will overlook these public streets. The diagram also provides an indication of the landscaping intention for the site.

5.4.6 Building height

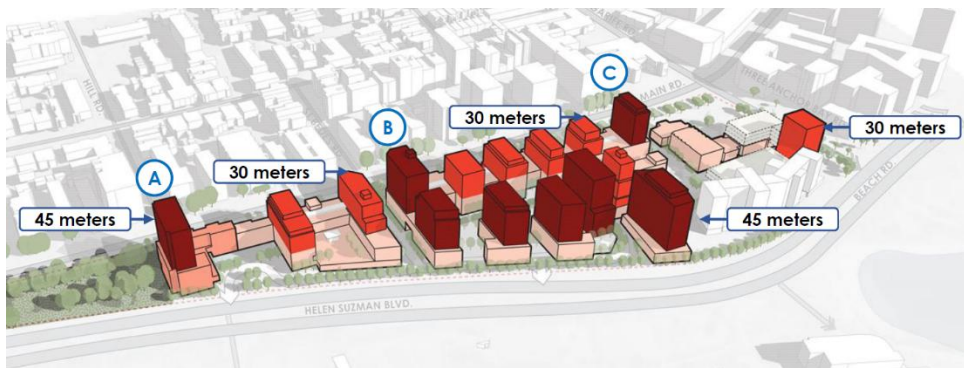
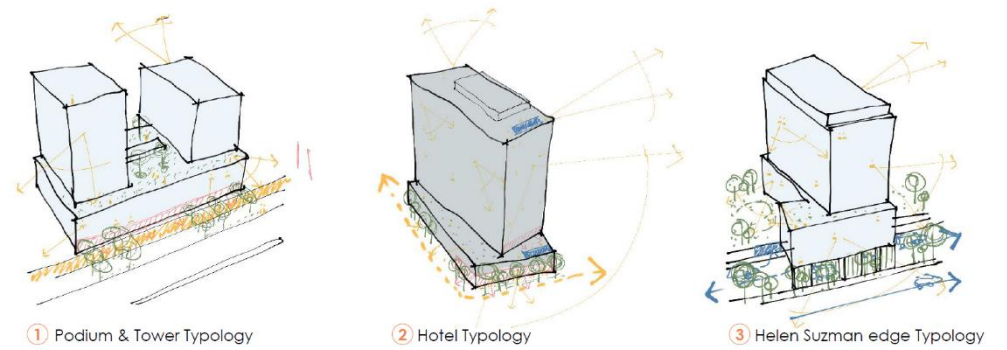


Figure 5.16: The proposed distribution of building height of the tower components across the site (Source: ACG Architects, 2026)

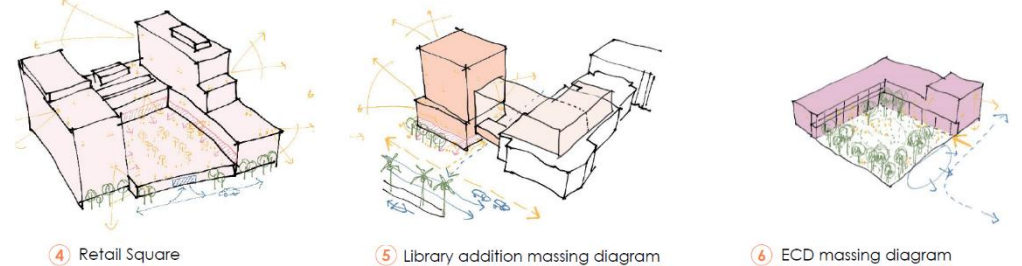
The above diagram illustrates the proposed transition in scale from Main Road to Helen Suzman Boulevard, where more height can be achieved because of the nature and width of the road. Along Main Road, a more nuanced approach is required that will complement the development on the opposite side of the road.

5.4.7 Massing Typologies

Figure 5.17 overleaf illustrates the proposed built form typologies across the site. The use of podiums is intended to allow for taller slender towers above, whilst creating development opportunities of a human scale when experienced at street level. The podiums range in height from two storeys (for the library extension accommodated on the second floor) to three and four storeys. The creche typology is the only one that deviates from this principle, with a suggested simple two-story L-shaped building that will create a secure outdoor play area.



① Podium & Tower Typology ② Hotel Typology ③ Helen Suzman edge Typology



④ Retail Square ⑤ Library addition massing diagram ⑥ ECD massing diagram

Figure 5.17: Massing typologies (Source: ACG Architects, 2026)

5.4.8 3D Massing Articulation

The urban design report includes proposals for how in particular the podium-tower typology along Main Road can accommodate different architectural expressions depending on programmatic

requirements and user needs. Variations in materiality, façade treatment, and tower placement illustrate how a consistent massing strategy can still produce a diverse and visually engaging built environment (ACG Architects, 2026).

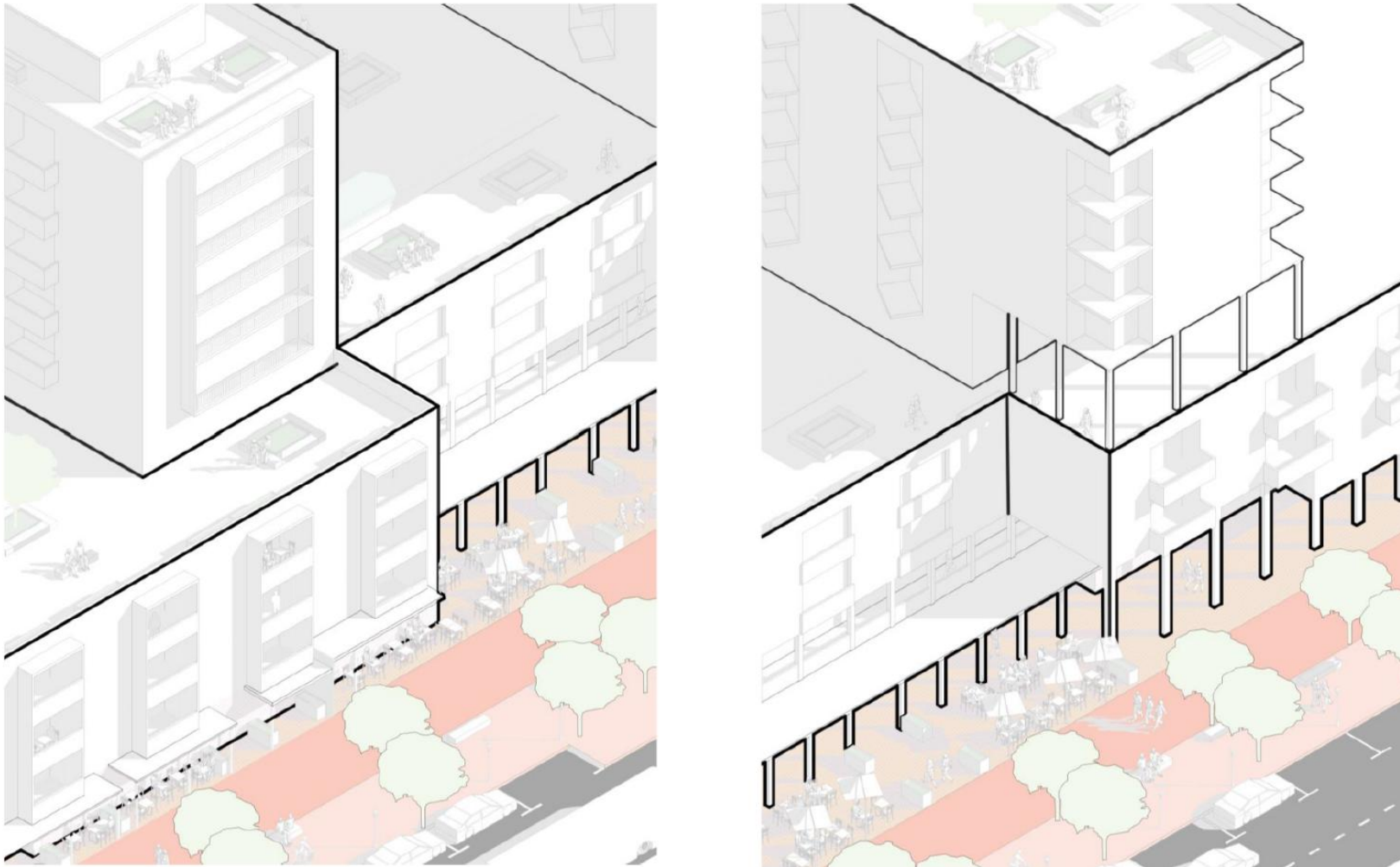


Figure 5.18: Illustration of different options for the articulation the podium-tower block typology (Source: ACG Architects, 2026)

5.5 LANDSCAPING PLAN

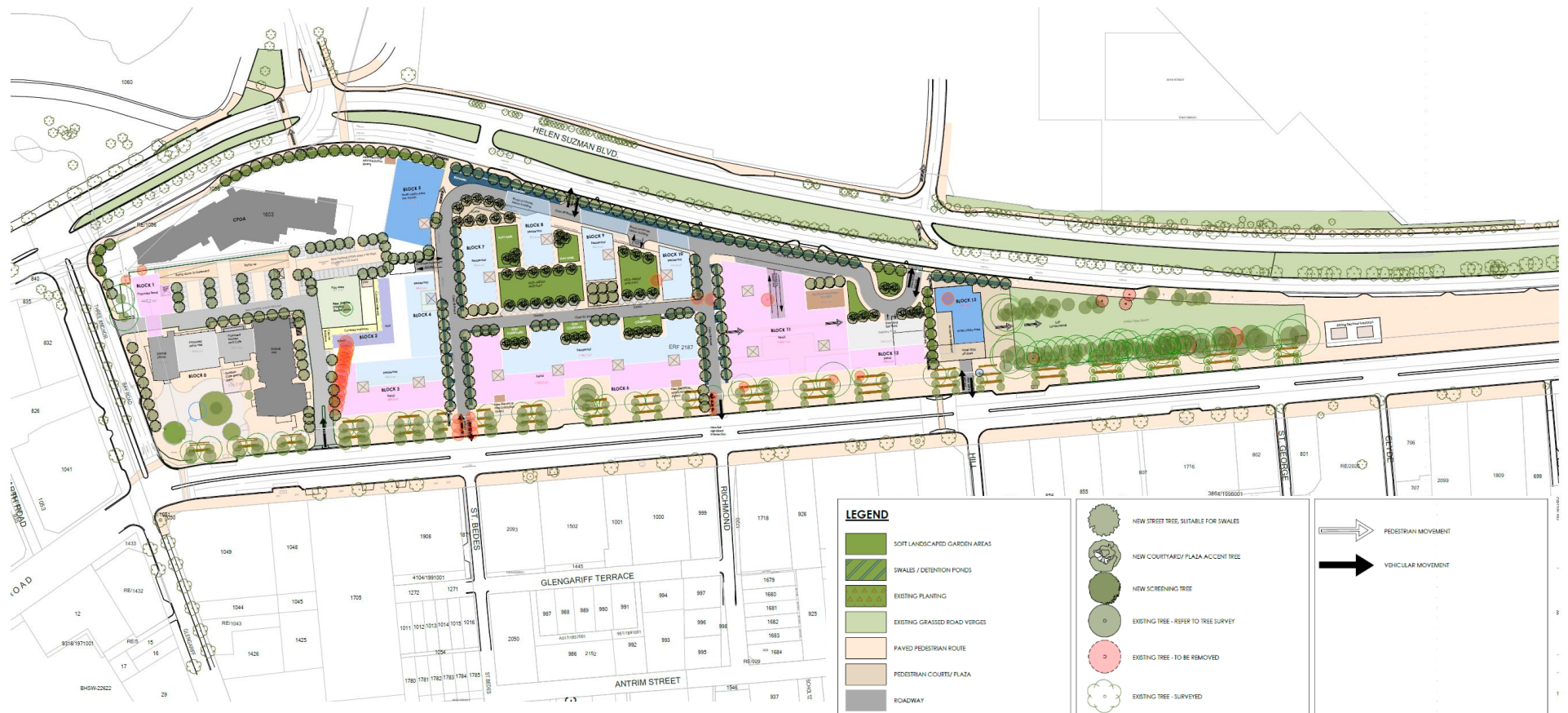


Figure 5.19: Proposed landscaping plan for the site (Source: ACG Architects, 2026)

The landscape plan prepared by ACG Architects is based on a tree survey which included an audit of the condition of the trees on site. The landscape plan shows the trees to be retained, as well as the tree protection zone around these trees, trees to be removed that are either in poor condition or poorly placed in relation to the proposed new development. Note that the trees along the fan walk will be protected by a setback line for development, and in addition a large

remaining eucalyptus roughly in the middle of the site along Main Road, will be retained. 6 trees along the Main Road section will have to be removed to provide for vehicular access to the site.

6 ASSESSMENT OF THE PROPOSED DEVELOPMENT

6.1 The No-go option

Given the condition of the bulk of the site, the fact that the sports code that have historically occupied the site and developed it to cater to its needs, is no longer feasible on the site and the approved spatial planning for the site indicates development on at least a portion of the site, and the limited heritage significance of the bulk of the site, the no-go option is not regarded as a feasible option.

6.2 Anticipated impacts on heritage resources

Following on the identification of the heritage resources related to the site and an understanding of the planned development, potential impacts on heritage resources on and related to the site have been identified and will be assessed in this section. This assessment is also informed by the visual impact assessment by David Gibbs.

Given the nature and significance of the resources identified the following impacts are anticipated.

- **Potential negative impact on the heritage significance and integrity of the Colin Eglin Library and Sea Point Civic Centre:** In this regard it is noted that the building complex and use will be retained but the proposed addition above the library portion has the potential for negative impacts on the building complex usage and architectural integrity.
- **Loss of a long-standing open space:** The planned development of the site will result in the loss of an open space which has some significance although it was never accessible to general public

when used as bowling greens. It is noted that the remnant eucalyptus tree avenue will be retained.

- **Potential negative impact on the heritage significance of the surrounding urban landscape:** In this regard it is noted that the site does not fall within an HPOZ, but is nevertheless located at a significant interface between the Green Point Common and Sea Point Promenade and the relatively dense urban area of Green Point and Sea Point, which would imply that development should be cognisant of its role as the intermediary between these conditions.

Note that given the very limited socio-historical significance of the former bowling uses on the site, no impact of significance has been identified in this regard.



Figure 6.1: 3D illustration of the proposal in context (Source: ACG Architects, 2026)

6.3 Assessment against heritage indicators

Although assessment against heritage indicators does not form part of the NEMA protocol for environmental impact assessment, it does

assist greatly in this process as it allows for articulating potential concerns as well as the mitigation measures that could potentially address those concerns. The assessment is set out in the tables below.

INDICATOR	PROPOSAL	MITIGATION	SIGNIFICANCE
The Colin Eglin Library and Sea Point Civic Centre			
<p>The library and civic centre complex to be retained and maintained to a high standard.</p>	<p>The library and civic centre, with almost all the current uses will be retained. The proposed zoning is intended to ensure that it remains a public facility. The concept proposal also makes provision for the addition of considerable new development above the library component of the building (in addition to a large building behind the complex). This new development is intended to subsidise the upgrade, maintenance and running of the library and civic centre.</p>	<p>Precedent illustrates that is possible to achieve an appropriate addition above the library building, provided the structural requirements do not impact on the integrity of the building below and the addition is designed to be recessive so as not to compete with the architectural integrity of the existing building complex. Whether this is achievable will require more detailed investigation and specialist input than provided for at this stage of the development process.</p> <p>Maintenance and the resolution of problems such as rainwater drainage is required and this should be undertaken under the supervision of a heritage architect with suitable experience in modernist buildings. The City will</p>	<p>Retaining the library and civic centre is regarded as a non-negotiable for the proposed redevelopment of the site. However the proposed addition of more bulk above the library complex (with a view to subsidise upgrades and maintenance) will require much more detailed investigation to ensure that the heritage significance of the complex is not adversely affected. This potential impact on heritage resources is regarded as of very high significance.</p>

		have to ensure that any land deal compels the new owner to undertake this work as part of the redevelopment agreement. This should be included as a condition of approval.	
Some adaptive re-use of certain spaces such as the minor hall could be considered.	The proposal makes provision for the conversion of the minor hall into a commercial space such as coffee shop as well as the conversion of the reading room into a hall/assembly space.	<p>The conversion of the minor hall into a different kind of public space must be undertaken by a heritage architect with suitable experience in modernist buildings. In this regard it is important that the underlying structure/programme of the building is respected.</p> <p>The proposed separation of the reading room from the library is potentially problematic as this space is regarded as an integral part of the library, architecturally and in terms of use. This proposal should be revisited as an integral project to undertake alterations and additions to the Civic Centre Complex, as informed by a heritage architect with suitable experience in modernist buildings. Any such proposals should be</p>	<p>The expected impact of such a conversion if undertaken as suggested on the heritage value of the complex is regarded to be of medium significance and would most likely be a positive contribution that could extend the use of the building to a larger portion of the public.</p> <p>However the proposed conversion of the reading room into a activity space could potentially have a negative impact on the experience of the library and its architectural integrity and is of potentially high negative significance.</p>

		submitted to HWC for approval, and subject to public consultation.	
Accommodate the extension of the public uses/facilities sensitively	The proposal includes the extension of the library to the rear of the building as part of a relatively tall building to provide for the additional space required to fulfil its function as a public library (the children's section is too small for instance).	Any extension should be accomplished by the use of the light-weight gasket structure which connects the old and new, using a simple contemporary architectural language that will not compete with the original building. As above any such work should be undertaken by, or with the input and oversight of a heritage architect with suitable experience in modernist buildings	Extension to the rear is the only suitable option, as this elevation is arguably the least significant. It seems likely that a new building behind the library, would not detract from the significance of this building complex, but this will have to be tested with 3 D modelling of the proposed development. The significance of the impact is likely to be medium and could have a positive component, as reinforcing the library function of the building.
Retain and upgrade the forecourt	The proposal entails the retention of the forecourt as is and part of the land to be divided from Erf 1287, Green Point. The proposal includes provision for structures to accommodate uses such as outdoor seating areas for the proposed coffee shop.	Only light-weight new structures should be allowed in the forecourt. The design of such structures should be cognisant of the original landscaping design (i.e. the use of circles) and should not compete with the building complex. Low, unroofed structures will be preferable with use of removable structures for shelter (e.g. umbrellas). Consideration should be given to removing the fence as	The forecourt is in poor state of repair and the proposal to incorporate outdoor seating facilities will contribute to activating the forecourt as a social space. Should the mitigation measures be implemented, the significance of the impact is likely to be low and positive .

		part of the upgrade. As above any such work should be undertaken by, or with the input and oversight of a heritage architect with suitable experience in modernist buildings and for approval by HWC. This should be included as a condition of approval.	
Retention of other buildings/structures on the site			
No other buildings/structures on the site, except for the electrical substation are regarded as conservation worthy.	The proposal entails the demolition of all other built structures on the site, including the electrical substation building.	The electrical substation should be recorded as an example of an industrial building of its period. Where possible all memorabilia of the bowling clubs should be preserved and handed over remaining clubs in the area, that have absorbed the members of these clubs.	Although the loss of the electrical substation building is regrettable, the building is not regarded as of sufficient significance to warrant its retention at the cost of efficient development of the site. As noted none of the other structures are of significance. The impact is thus regarded as of low negative significance and demolition is supported.
Retention of trees and tree lines			
The remnant avenue of eucalyptus trees at the western end of the site is regarded as having heritage significance, but none of the other trees on the site. The recently planted trees on the Main Road sidewalk is a	The proposal entails the retention of the eucalyptus trees, but the removal of all other trees on site. In addition, the development will be setback from the Main Road boundary to ensure that the trees	Although relatively few trees will be lost, the effective replacement of these through a comprehensive landscaping plan for the site will be important to soften the impact of the relatively intense urban	The significance of retaining the eucalyptus trees is regarded as of high positive significance – being a visual remnant of the Green Point Common of which the site once formed a part. The loss of

<p>contemporary intervention, that should nevertheless be protected from a heritage perspective as contributing to the urban environment.</p>	<p>planted close to this boundary is not affected.</p>	<p>development and create a pleasant environment. The eucalyptus trees currently require some maintenance with the input of an arborist and any proposed development on this portion of the site, may not impact the trees.</p>	<p>the other trees is regarded as of low negative significance, on the assumption that the landscaping plan for the site will include sufficient provision for appropriate trees. Such plan should also include a maintenance and replacement programme for the historic Eucalyptus avenue.</p>
<p>Contextual indicators</p>			
<p>Retain view lines through the site (north-south lanes between buildings)</p>	<p>The proposal makes provision for the retention of north-south view lines of adequate width through the site above the podium structure as identified by the visual specialist with the exception of the view line along Hill Road that will be blocked by the proposed hotel building at the eastern end of the site.</p>	<p>Consider adjusting the placement and orientation of the proposed hotel building to accommodate the view line. Alternatively ensure that the design of the hotel building is of sufficient interest to create an attractive focal point for the view line.</p>	<p>The retention of the view lines are regarded as of low to medium significance with the Hill Road view line issue of medium heritage significance.</p>
<p>Ensure an appropriate built form, scale and massing viz, building heights to respond to surrounding context, massing to reflect the surrounding grain and architectural language and articulation to be varied.</p>	<p>The proposed new development on the site consists of a series of tall residential buildings varying in height between 30m and 45m, above a continuous four storey podium that will provide space for roof gardens and terraces along</p>	<p>The development of the site should be subject to strict urban design guidelines that will enforce architectural variation and articulation of elevations and roofscapes, including articulation of podium block interface with</p>	<p>The proposed development concept and urban design principles largely conform to the indicators, given that no detailed development proposal is available at this stage. The continuous podium block is</p>

	<p>Main Road. The podium blocks along Helen Suzman are specific to each tower above. The entire development will be constructed above a super basement that will provide the required number of parking bays for the site.</p>	<p>Main Road. Along Main Road, building heights should vary between 30m and 35m, with taller buildings possible at key points. But 45m maximum building heights would be appropriate along the Helen Suzman edge.</p> <p>The application of the Urban Design Guidelines at SDP stage will require confirmation that the heritage indicators have been sufficiently taken into account. This should be included as a condition of approval.</p>	<p>regarded as undesirable but the proposed mitigation through design variation, is likely to be sufficient to avoid a monolithic appearance. The importance of achieving an appropriate built form, although not exclusively a heritage concern (especially given the largely contemporary nature of the surrounding development), is nevertheless regarded as an issue of high significance and potential impacts as being of medium negative significance.</p>
<p>Interface with Main Road should include active street frontages</p>	<p>The proposal allows for a mixed-use development with retail outlets on the ground floor along Main Road.</p>	<p>None proposed.</p>	<p>The Development Proposal and Urban Design report incorporate retail and pedestrian focussed frontages at ground floor and impacts are expected to be medium, positive, particularly as a contrast to the current presentation of the site to Main Road.</p>
<p>Protection of the contemporary tree landscape on Main Road</p>	<p>The development guidelines make provision for the setback of new construction from the erf boundary</p>	<p>A Landscape Master Plan is to be provided at Precinct Plan level and should, <i>inter alia</i>, provide details of tree protection. This</p>	<p>Retention of the trees along the Main Road sidewalk abutting the site, is regarded as important for the establishment of a comfortable and attractive</p>

	to ensure that the roots of the trees are not affected by development.	should be included as a condition of approval.	urban environment – of issue of medium significance , all though not necessarily a heritage concern.
Landscaped interface with Helen Suzman Boulevard	The development allows for sufficient space along the Helen Suzman boundary of the site, to accommodate landscaping.	A Landscape Master Plan is to be provided at Precinct Plan level and should, <i>inter alia</i> , provide a programme to protect the Eucalyptus Avenue and plan replacement planting for the future; and provide details of context appropriate trees and other planting to establish a green edge that references the Green Point Common landscape.	The development of the site and landscaping of this edge will contribute to creating a considered interface with the Green Point common (as opposed to the current undefined and unattractive no man's land). This intervention is regarded as of medium significance with positive impacts .
Activate the interface with Three Anchor Bay Road	The proposal makes provision for infill development along this road.		This issues of not of particular heritage significance, is thus of low significance .

6.4 Assessment of potential impacts on heritage resources

6.4.1 Potential negative impact on the heritage significance and integrity of the Colin Eglin Library and Sea Point Civic Centre

The library and civic centre complex is arguably the most important heritage resource related to this site. As noted, it has architectural and social significance and thus potential impacts on these aspects could be of concern. It is further noted that the building complex does require repairs and maintenance and that the library facility, requires more space to accommodate their expanding services. The proposal retains the complex largely as is, including the functions of the library and major hall, with suggestions for changing the use of minor hall, extending the library to the rear and activating the forecourt with provision for outdoor seating and other facilities. However, the proposal for the addition of floor space above the library building is potentially of major concern as this could impact on the heritage significance of the building. It is for instance doubtful that a structural solution could be found that will not impact on the integrity of the reading room. Although it is noted that the proposed additional development in the Civic node is intended to subsidise the upgrade and maintenance of the existing building complex, the impacts of these proposals can only be assessed at sketch plan stage. Should these impacts prove unacceptable, the feasibility for the cross-subsidisation of the necessary library and civic centre upgrades by the development as a whole should be investigated. Thus, any work to the building complex should **be subject to further assessment, including public consultation.**

Given that the building is not older than 60 years and that the site now forms part of an HIA undertaken in terms of Section 38(8) of the NHRA,

this condition must be explicit in HWC's Final Comment to DEADP and then taken up in the final RoD to be issued by DEADP in the case where the NEMA application is successful.

The *potential* negative impact (i.e. ill-considered or no interventions) are regarded as of **high negative** possibly reducing to **medium positive** depending on the detailed design.

Potential impact on the Colin Eglin Library and Sea Point Civic Centre Complex – operation phase		
Impact	Description	
Nature of impact	Negative: Insensitive additions and interventions may detract from its architectural significance and important social function.	
	Positive: The redevelopment will subsidise repairs and maintenance work to the building complex and reinforce its role as a public space	
Type of impact	Direct, and cumulative (adding to existing development)	
Recommended mitigation measures	Description	
Impact avoidance/ prevention	Potentially avoidable by not allowing any additions and alterations, but this may impact the successful operation of the library service.	
Impact minimization	Urban design guidelines to be approved by HWC. Carefully considered interventions overseen by a suitably experienced and qualified architect subject to further public consultation.	
Degree to which the impact can be mitigated	Medium	
Degree to which the impact can be reversed	Medium	
Degree to which the impact may cause irreplaceable loss of resources	Medium	
Assessment of impact	Rating before mitigation	Rating after mitigation
Extent of impact	Local	Local
Duration of impact	Long Term	Long Term
Intensity of impact	High	Medium
Probability of occurrence	Likely	Likely
Level of confidence in prediction	High	High
Significance	Rating before mitigation	Rating after mitigation
Significance	High (negative)	Poss. Medium (positive)

6.4.2 Loss of a long-standing open space

The site having once formed part of the Green Point Common, has a long history of use for recreation purposes, but is important to note that the bulk of the site was not accessible to the general public when it was effectively privatized by bowling clubs since the early 20th Century. (For this reason, this portion of the site is also regarded as having low socio-historic significance). Thus, the site is effectively a *visual amenity* in its immediate context. Recently the site has suffered neglect, with the former bowling greens now either tarred over, or completely dried out and the site is currently mostly an eyesore. Its connection to the Green Point Common was effectively severed by the construction of Helen Suzman Boulevard, further exacerbated by the unattractive nature of the interface of the site with Helen Suzman. The eucalyptus avenue at the eastern end of the site is however a very prominent and tangible remnant of the history of the Green Point Common and of substantial heritage significance.

The proposed development of the site will thus lead to the loss of this former visual amenity, noting that the eucalyptus avenue will be retained (as well as of course the library and civic centre complex) somewhat mitigated by the retention of view lines through the site. It is also noted that the proposed development will improve the interface with Helen Suzman significantly and in its larger context the high-rise buildings will read as an extension of the built frame of the Green Point Common formed by the buildings along Beach Road in Mouille Point. The proper landscaping of this edge will create a suitable reference to the green space of the Common.

The significance of this impact, informed by the limited heritage significance of the bulk of the site, is rated as **medium reducing to low** with the mitigation in the form of landscaping.

Loss of a long-standing open space (the former bowling greens)		
Impact	Description	
Nature of impact	Negative: Visual amenity of former green space lost	
	Positive: Improved interface with Helen Suzman and framing of the Green Point Common	
	Neutral: Retention of eucalyptus avenue	
Type of impact	Direct, and cumulative (adding to existing development)	
Recommended mitigation measures	Description	
Impact avoidance/ prevention	Avoidable if development is not pursued – but an unrealistic option given the limited significance of the site and the potential socio-economic benefits.	
Impact minimization	Retention of view lines through site, landscaping, in particular along Helen Suzman Boulevard with urban design guidelines.	
Degree to which the impact can be mitigated	Low	
Degree to which the impact can be reversed	None	
Degree to which the impact may cause irreplaceable loss of resources	Medium	
Assessment of impact	Rating before mitigation	Rating after mitigation
Extent of impact	Local	Local
Duration of impact	Long Term	Long Term
Intensity of impact	Medium	Low
Probability of occurrence	Likely	Unlikely
Level of confidence in prediction	High	High
Significance	Rating before mitigation	Rating after mitigation
Significance	Medium (negative)	Low (negative)

6.4.4 Potential negative impact on the heritage significance of the surrounding urban landscape

The site is located on the edge of the Green Point, an area characterised by mainly residential apartment buildings of varying age opposite the site on the other side of Main Road. A grade IIIB school campus is located opposite the library and civic centre complex. Many of the apartment buildings to the east of the school (i.e. opposite the former bowling portion of the site), are graded IIIC, with one graded IIIB. These buildings are interspersed with buildings indicated as not conservation worthy. Building heights vary from two to 10 storeys, and footprints also vary, with most buildings rectangular in shape with the short side facing Main Road. Some of the taller buildings have podiums that are wider than the floors above. It is also important to note that the GR5 zoning of the bulk of these properties, allows for buildings of up to 35m tall. The buildings along Main Road opposite former bowling greens are not included in the St Bede's HPOZ. At the eastern end, a portion of the Green Point HPOZ is located directly opposite the eucalyptus avenue. To the north-west, the CPOA building is a significant (not necessarily positive) landmark in the urban landscape due to its bulk and height. On the other side of Three Anchor Bay Road, are a mix of medium to high rise buildings not graded.

The urban environment is thus not of exceptional heritage significance, but it is nevertheless considered important that development should reflect on the grain and massing of the surrounding urban development, particularly that to the south of Main Road. Mitigation measures would include enforcing active street edges along Main Road at ground level, restricting buildings heights along Main Road to 30m-35m with a maximum of 45m at key sites, whilst also ensuring that some variety in height is achieved;

building heights of up to 45m could be allowed along Helen Suzman Boulevard; ensuring that the massing of development is sufficiently fine grained; and that the architecture is sufficiently articulated and varied to avoid the negative impact of uniformity. To this end more detailed Urban Design Guidelines must be prepared at SDP stage that include mechanisms to enforce the above to the satisfaction of HWC. Given the relative significance of the receiving environment, the potential impact is rated as of **medium significance** reducing to **low** with mitigation.

Impact on heritage significance of urban landscape		
Impact	Description	
Nature of impact	Negative: Potential insensitive built form, impacting on the sense of place of the area	
	Positive: Increased urban activity and vibrancy	
Type of impact	Direct, and cumulative (adding to existing development)	
Recommended mitigation measures	Description	
Impact avoidance/ prevention	Avoidable with mitigation measures.	
Impact minimization	Urban Design Guidelines to be approved by HWC at SDP stage	
Degree to which the impact can be mitigated	Low	
Degree to which the impact can be reversed	None	
Degree to which the impact may cause irreplaceable loss of resources	Medium	
Assessment of impact	Rating before mitigation	Rating after mitigation
Extent of impact	Local	Local
Duration of impact	Long Term	Long Term
Intensity of impact	Medium	Low
Probability of occurrence	Likely	Unlikely
Level of confidence in prediction	High	High
Significance	Rating before mitigation	Rating after mitigation
Significance	Medium (negative)	Low (negative)

6.5 Findings of the visual impact assessment

The VIA prepared by David Gibbs (2026) and attached to this report found that the proposed development represents a substantial intensification of land use on a strategically located urban site, but that the potential visual impacts of the proposed development are moderated by the infrastructural character of the receiving environment, the presence of strong metropolitan movement corridors, the backdrop of Signal Hill, and the graduated massing strategy adopted in the design concept.

The VIA states that: *The architectural massing model for the broader redevelopment precinct demonstrates a generally strong response to the visual indicators identified during the scoping phase. In particular, the proposal retains the identified visual corridors; reflects the scale and grain of surrounding development; maintains a permeable urban structure; frames the Green Point Common; avoids excessive continuous bulk; and contributes to a coherent skyline composition.*

However, subsequent concept refinement associated with the civic precinct including potential vertical additions to the existing library / civic building ensemble, introduces an additional and materially more sensitive visual assessment consideration. Unlike the broader redevelopment parcels, these interventions involve direct interface with retained civic heritage fabric and therefore require a higher degree of architectural restraint and visual sensitivity.

The findings of the assessment are structured around four key themes that emerge from the analysis of the receiving environment and visual indicators: the retention of visual corridors, the relationship of the development to the Green Point Common landscape, the

proposed building height strategy, and the resulting skyline composition.

The viewpoint-based assessment indicates that residual visual impacts are:

- *Low–Medium for visual corridors*
- *Medium–Low for Green Point Common views*
- *Low-medium for skyline views*
- *Neutral to positive for streetscape views*

The proposed development concept introduces a coherent urban structure that defines street edges, establishes a network of public spaces and integrates the retained civic facilities into a more legible urban framework. This will strengthen the spatial continuity of the surrounding urban fabric and contributes positively to the character of the broader Three Anchor Bay and Sea Point interface. The development is therefore considered as largely visually acceptable from a landscape perspective. However, interventions involving vertical additions to the civic/library ensemble require greater caution. Such interventions may only be supportable where:

- *the retained civic buildings remain visually primary;*
- *the additional bulk is clearly subordinate and recessive;*
- *rooftop accretion is avoided;*
- *architectural integration is highly resolved;*
- *spatial openness and civic legibility are preserved.*

The visual acceptability of civic node intervention is therefore contingent upon detailed architectural refinement and further specialist review.

Overall residual visual impact is assessed as: **low to medium–low (ACCEPTABLE)**



Figure 6.2: Three Anchor Bay - Urban Fabric. Source: GEP



Figure 1.4: Green point Common. Source: GEP



Figure 6.3 Three Anchor Bay with architects' model inserted. Source: GEP & ACG



Figure 6.5: Green point Common with architects Model inserted: Source: GEP & ACG



Figure 6.6: Ocean view towards Signal Hill. Source: GEP



Figure 2: Aerial view showing urban grain. Source: GEP



Figure 6.7 Ocean view with architect's model inserted. Source: GEP



Figure 6.9: Aerial view with architect's model inserted. Source: GEP & ACG



Figure 6.10: Aerial view looing north Source: GEP



Figure 6.12: Aerial view of common. Source: GEP



Figure 3: Aerial view with Architect's model inserted. Source: GEP &ACG



Figure 6.13: Aerial view of common with architect's model inserted. Source: GEP & ACG



Figure 6.14: Aerial view showing skyline. Source: GEP



Figure 6.16: St Bede's view corridor. Source: GEP



Figure 6.15: Aerial view with Architect's model inserted. Source GEP & ACG



Figure 6.17: St Bede's view corridor with architect's model inserted. Source: GEP & ACG



Figure 6.18: Richmond view corridor. Source: GEP



Figure 6.19: Richmond view corridor with architect's model. Source: GEP

The visual specialist made the following recommendations:

- **Visual corridors**

The four identified visual corridors should be retained and secured through conditions of approval. Corridors should remain visually

open; maintain a minimum visual width; remain aligned with surrounding streets; and remain free from continuous built form.

- **Building Heights**

Building heights should follow a graduated height strategy: generally, 30–45 m along Main Road and the Common up to approximately 45m along Helen Suzman Boulevard; selective height accents permitted at appropriate locations. Uniform building heights should be avoided.

- **Building Massing**

Building massing should remain articulated; fragmented; visually permeable; and compatible with surrounding scale. Continuous megastructure-type forms should be avoided.

- **Relationship to the Common**

Development facing the Green Point Common should maintain landscaped edges; avoid excessive enclosure; maintain visual openness; and provide articulated building forms.

- **Pedestrian Scale**

Development along Main Road should maintain active frontages; articulated façades; pedestrian-scale elements; and human-scaled public spaces.

7 SOCIO-ECONOMIC IMPACT

A socio-economic impact assessment of the proposed development was undertaken by Urban Econ. The assessment included analysis of the construction phase impacts (i.e. temporary) and operational phase impacts (i.e. permanent). When weighing the potential socio-economic benefits of a development against the potential negative impacts on heritage resources (also considering the relative significance of such resources) the long-term impacts are considered more important, as impacts on heritage resources are almost always permanent in nature.

The study found the following important benefits:

- 30% of the proposed residential development (i.e. at least 865 units) will be allocated as affordable housing (for households earning up to R34 400 per month)
- Depending on the exact land use mix to be accommodated on the site (within the proposed built envelope) from 1252 to 2161 direct permanent jobs will be created by the development in its operational phase.
- This will translate into an increase in household income of between R105M to R250M
- The economic activity will also contribute to the local GDP, with a total impact of between R3.2 and R3.3 billion.

Negative impacts identified include increase traffic congestion, an impact on the sense of place, noise and other pollution during, and an impact of civic opportunities during construction, and the long-term loss of opportunities for recreational opportunities.

The study concluded that the both the construction and operational phases of the proposed development will result in benefits to the local and regional economies in terms of increased GDP, employment, household income and government revenue. Additionally, it will improve housing availability in the area – including of affordable housing – and enhance existing civic activities. These benefits will be long-term. As is the case for the construction phase, the negative impacts of the operational phase will be limited to the immediate surroundings of the site, with the potential exception of the cumulative impacts of increased traffic. Overall, the positive impacts associated with the proposed development exceed the negative effects (Urban Econ, 2026:71).

8 CONCLUSIONS AND RECOMMENDATIONS

Overall, the proposed development is regarded as conforming sufficiently to the heritage and visual indicators to be supported at this high-level conceptual stage. Given the relatively limited heritage significance of the bulk of the site and the undertaking to retain the Library and Civic Centre Complex largely as is, the **overall** impact on heritage resources is considered to be of **medium significance reducing to low with mitigation**. However, the proposed additional bulk on top of the library is difficult to assess at this stage. Ill-considered development would have a **high negative impact** on this building complex, but a well-designed addition, that is respectful of the building complex and its functioning, could be **acceptable/neutral** particularly as it could fund the upgrade and maintenance of the building complex. This can only be ascertained when more details of the proposal become available. These findings are supported by the findings of the VIA.

Thus, this aspect of the development is *not assessed* at this point in time, and it is suggested that proposals related to the Library and Civic Centre complex such as the addition on top of the library building and the future use of the reading room is subject to further design development and public participation before it is considered by HWC for a approval (this to be a condition of the EA issued by DEADP).

Mitigation measures for the remainder of the development entail the preparation of urban design guidelines at SDP stage that expand on the design principles presented to date and should inter alia stipulate height restrictions, building typologies and in particular mechanisms to ensure variety in built form and architectural language across the site.

It is recommended that HWC accepts this report as:

- Having met the requirements of section 38(3) of the NHRA
- Endorses the Development Framework as a basis to guide development of the site, subject to the following conditions, which should be included as conditions of approval of the Environmental Authorisation in terms of NEMA:
 - Any work to the Civic Centre and Library building complex – maintenance, repairs, alterations and additions are to be undertaken by, or with the input and monitoring of a heritage architect with suitable experience in modernist buildings and any alterations and additions should be subject to a further assessment, public consultation and approval by HWC.
 - The future repair, upkeep and maintenance of the Civic Centre and Library building complex, be specifically set as a condition of the EA approval (to be provided in the agreement with a successful bidder for the property)
 - The submission of urban design guidelines, to be presented to HWC for endorsement at SDP stage, and prior to any building plan approval. All further site development plan development or building plans should be substantially in accordance with the urban design guidelines or otherwise referred to HWC for approval.
 - Further detailed plans based on the Landscape Master Plan prepared by a suitably qualified landscape architect with the urban design guidelines for endorsement by HWC at SDP stage.
- Endorses the demolition of the structures as indicated on Figure 5.1 of this report.

9 RESOURCES

Halkett, D, 2014: **A desktop specialist archaeological study of the Remainder Erf 1056 Green Point: Cape Town Stadium and Granger Bay precinct.** Prepared for vidamemoria.

Murray, M, 1964. **Under Lion's Head, earlier days at Green Point and Sea Point.** Cape Town, AA Balkema.

Todeschini and Japha Associated Architects and Town Planners, 1989. **Green & Sea Point Conservation Study.** City of Cape Town.

Western Province Bowling Association, 2016: Annual report 2015-2016.

Websites:

<http://www.artefacts.co.za/main/Buildings/archframes.php?archid=298>

<https://citymaps.capetown.gov.za/EGISViewer/>

ANNEXURE A: ROD to 2016 NID

Our Ref: HM/ CAPE TOWN METROPOLITAN/ SEA POINT/ THREE ANCHOR BAY SITE
Case No.: 16092210WD1011E
Enquiries: Waseefa Dhansay
E-mail: waseefa.dhansay@westerncape.gov.za
Tel: 021 483 9533
Date: 17 October 2016



City of Cape Town
Private Bag X9181
Cape Town
8000

RESPONSE TO NOTIFICATION OF INTENT TO DEVELOP: HIA REQUIRED
In terms of Section 38(4) of the National Heritage Resources Act (Act 25 of 1999) and the Western Cape Provincial Gazette 6061, Notice 298 of 2003

NOTIFICATION OF INTENT TO DEVELOP: THE PROPOSED MIXED USE DEVELOPMENT ON THREE ANCHOR BAY, SEA POINT, SUBMITTED IN TERMS OF SECTION 38(4) OF THE NATIONAL HERITAGE RESOURCES ACT (ACT 25 OF 1999)

CASE NUMBER: 16092210WD1011E

The matter above has reference.

Heritage Western Cape is in receipt of your application for the above matter received on 11 October 2016. This matter was discussed at the Heritage Operational Management Services (HOMS) meeting held on 14 October 2016.

You are hereby notified that, since there is reason to believe that proposed development on the Three Anchor Bay Site, Sea Point, will impact on heritage resources, HWC requires that a Heritage Impact Assessment (HIA) that satisfies the provisions of section 38(3) of the NHRA be submitted.

The following specialist studies are required:

- Visual Impact Assessment
- Built Environment Analysis
- Architectural and Landscape Guidelines
- Socio-historic Assessment
- The comments of relevant registered conservation bodies, relevant Interested & Affected Parties and the relevant Municipality must be requested and included in the HIA where provided. Proof of these requests must be supplied.

The phased HIA approached is endorsed for this application process. The Urban Design Guidelines to be submitted with Phase 1 HIA and architectural and Landscaping guidelines to be incorporated in Phase 2. All phases of the HIA need to have revised public participation.

HWC reserves the right to request additional information as required.

Should you have any further queries, please contact the official above and quote the case number.

Yours faithfully

Mxolisi Dlamuka
Chief Executive Officer, Heritage Western Cape