LION’S HILL
PROPOSED RESIDENTIAL DEVELOPMENT
ERF 1526 TAMBOERSKLOOF

Figure 1: The site seen from the base of the High Places embankment

HERITAGE STATEMENT
Prepared in compliance with Section 38 of the National Heritage Resources Act (NHRA)

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EXECUTIVE SUMMARY

Erf 1526 falls outside the Tamboerskloof urban conservation area. The assessment that has been carried out indicates that the heritage resource identified as being of aesthetic and historical significance: the remnant woodland on the site can be conserved and its quality enhanced through the development of the proposed residential complex and its landscaping. Moreover the development will have significant socio-economic benefits. No further studies are required.

1. INTRODUCTION

The owners of Erf 1526 Tamboerskloof, Lion’s Hill Development Company (Pty) Ltd intend erecting a residential complex on the vacant property, which is zoned for General Residential Purposes. No land-use or Zoning Scheme departures are required. The development of the site also falls outside the provisions of the National Environmental Management Act (No. 107 of 1998) and its Regulations.

However as the area of the site is more than 5000m² the provincial heritage authority, Heritage Western Cape (HWC) must be notified in terms of Section 38 of the National Heritage Resources Act (Act 25 of 1999) (NHRA). In compliance with the provisions of Section 38 Aikman Associates: Heritage Management was appointed to prepare this Heritage Statement report and complete the Notification of Intention to Develop (NID) form. Henry Aikman is an architect and member (Principal) of the Association of Heritage Impact Assessors: Western Cape (AHAP) and has been involved in heritage assessment work since 2000 when the NHRA came into effect. He has worked closely with New World Associates who were responsible for the Visual Impact Assessment (VIA).

Stauch Vorster Architects are the designers of the complex and Planning Partners have prepared the landscape master plan.

2. METHODOLOGY

The report is structured around the provisions of Section 38(3) of the NHRA. The local context, historical development and statutory context have been described. An assessment has been made to determine the cultural significance/heritage, if any of the site and its setting. Impacts from the proposal, primarily assessed in the VIA have been determined and mitigatory
measures formulated. Sustainable socio economic benefits relative to physical impacts have been identified.

Consultation with the Heritage Resources Section of the City of Cape Town and CIBRA’s Architectural Advisory Panel was undertaken at a series of meetings.

3. STATEMENT OF INDEPENDENCE
The authors of this report have no financial interest in the proposed development or any other projects being undertaken by the developers.

4. LOCALITY

![Figure 2: Locality plan](image)

Erf 1526 is located towards the south west corner of Tamboerskloof one of the City Bowl residential districts. It is bounded by De Hoop Road to the north west, by the Cape Town German School to the north, by High Places to the south west and by the Jan van Riebeeck High Shool Rugby Ground to the south west.

5. CONTEXT
This section of the study has focussed on an analysis of the evolution of this part of the inner city from its formative years to its subsequent transformations, the social and economic forces that shaped them and the various resulting components.
5.1 Historical Development

It is now generally accepted that the Khoi-khoi moved into the Western Cape about 2000 years ago with their flocks of fat-tailed sheep. Archaeologists working at the famous Klipgat cave at De Kelders have found some of the best evidence for this. Sheep bones were recovered and dated to about 2000 years ago. They have left evidence of their presence in the shards of their unique pottery, which can still be found. The infertile soils and winter rainfall provided poor grazing and forced the pastoralists into adopting a semi-nomadic life in the Western Cape.¹ The area now known as the City Bowl was favoured by the Khoi-khoi for grazing their livestock. The mainly sandstone-derived soils are low in minerals essential for stock health but bands of shale in this area provided slightly better grazing. Visits to the area were timed to exploit the spring and early summer grasses. The Khoi also transformed the landscape using fire to burn off the low scrub to extend pasturage and encourage grasses to grow. Each year though as the summer south-easters dried out the grazing, they moved away from the coastal areas towards the west coast. They soon came into conflict with the European settlers who began to occupy the best grazing areas and water sources. Skirmishes led to open warfare by the 1730s and the displacement of independent Khoi from the Western Cape and the Cape Peninsula in particular.² Boonzaaier et al maintain that by the time that the smallpox epidemic hit the Cape Herders in 1713 they were already in serious decline, robbed of the best pastures and involved in a series of internal conflicts and wars. From then on the groups broke up and the remnant people drifted to the mission stations or into the employ of the settlers as stockmen.

From about 1657 the first free burghers were allocated garden allotments in the are now known as the Gardens to produce vegetables and fruit for the Dutch East India Company’s ships. The Company’s own garden although extensive was unable to meet the demands for fresh produce vital for the passages to the east or the return to Holland. The good soils and perennial streams of this area led to the prosperity of this group of settlers and their descendants became the business and political elite of Cape Town. Welgemeend later to become the site of Jan van Riebeeck School was one of these, home for several generations of the Hofmeyr family. The house survives in the school grounds.³ The grassy slopes of signal Hill were used by the settlement as pastures for their livestock and for quarrying building stone. Modern Kloof Street follows the alignment of the principal stock route from

the gardens to the slopes of Lions Head, Signal Hill and Table Mountain. This and the other 17th Century tracks like Orange Street and Mill Street created the framework for future development.

Few grants were made by the VOC on the eastern slopes of Signal Hill as it was fairly waterless but some farms were established: Schoonekloof (1707) and Belle Vue (1791). Further subdivision of these estates in the 19th Century created De Hoop 1805 and Tamboerskloof 1808. The subject property formed part of the former but sadly all that remains of the estate is the name of the road bordering the site.

From 1855 the Municipality began to purchase water rights to supply the rapidly growing town and as a result agricultural land use was rapidly replaced with residential use. The last actively farmed property was Waterhof owned by JH Hofmeyr who farmed there until his death in 1892. The municipality that had succeeded the VOC and the Burger Council in the 19th Century as owners of the slopes of Signal Hill and Lion’s Head began to establish plantations of pines and gums there from the early 1890s. Firebreaks of sugar gums ringed signal Hill and Lion’s Head and remnants of this remain above Green and Sea Point. A consequence of these planting

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4 VERSCHOYLE, D. 1979. Upper Table Valley: A Survey. City of Cape Town. This remarkable study shows how this part of the city developed from a cluster of garden allotments into the mature largely residential suburb by the end of the 20th Century.

programmes was the spread of gums and pines into old pastures like the subject property.

![Image](image1.png)

Figure 4: Stand of stone pines on City land to the south west of Erf 1526. There are remnant groups like this one throughout the upper parts of Tamboerskloof

The pace of urbanisation increased with the discovery of diamonds in 1867 and further subdivisions occurred. From about 1880 the Georgian style that had characterised the Gardens for most of the 19 century was abandoned in favour of the new more elaborate Victorian Queen Anne style. Rows of small Victorian villas were built to house Cape Town’s growing population as well as grand mansions. Development began to creep higher and higher up the slopes of Signal Hill and Lion’s Head. From the 1920s landlords began to erect small blocks of flats of two and four dwelling units.

![Image](image2.png)

Figure 5: Rugby ground to the south west of Erf
The Provincial Administration began to acquire land for school purposes and purchased Welgemeend in Camp Street. Here they erected the Jan van Riebeeck High School to cater for the Afrikaans speaking community of the City Bowl. It opened in 1926. Other sites were acquired including the subject property and playing fields were cut into the steep slopes.

From the 1930s larger blocks of flats began to be erected to meet the acute housing shortage. In the 1940s the Town Planning Scheme came into effect permitting larger blocks of flats and many were erected in this area. The Town Planning Scheme permitted the massive Lochinvar, Ituri, Ruwenzori and High Places above the subject property to be built in the 1960s. Remnants of the woodland band survived in pockets around these linear blocks.

Figure 6: Ituri, one of the four blocks of flats set in the surviving band of woodland

Figure 7: German School to the north west also in a woodland setting
The German School of Cape Town was established on a Signal Hill site to the north of the subject property in the 1950s and an extensive campus has been created with large institutional structures. Development slowed down in the 1970s when the SA economy declined as a result of international opposition to the race laws of the country and civil unrest.

Figure 8: Erf 1526 fairly heavily wooded lies between the two upper blocks of flats and the single dwellings. The German School is in the foreground

In the late 1980s the CCT undertook a number of urban conservation studies focused on the older parts of the city. The dense concentration of conservation worthy buildings in parts of the City Bowl led to two areas being identified as urban conservation areas and the resolution to amend the Zoning Scheme to make provision for this "overlay zone". The amendment was gazetted in 1997. This site falls outside the Tamboerskloof urban conservation area.

5.2 Policy and Statutory Framework
The key spatial planning policy and statutory framework related to this site are the following:

Draft Metropolitan Spatial Development Framework
The Metropolitan Spatial Development Framework (MSDF) is the key planning policy of the City of Cape Town. It promotes a number of planning and development principles including sustainable development, enhancing opportunity and choice, creation of quality environments and a sense of place, efficient utilisation of resources and appropriate conservation of
environmental assets. An important component of the MSDF is the delineation of an “urban edge”. This property is within the urban edge.

**Zoning Scheme Regulations**
The property is 2.4429 hectares in extent and is zoned for General Residential purposes: sub-zone R5 in terms of the Zoning Scheme for the City of Cape Town (1941). The following restrictions apply:

- Maximum height: 3 storeys;
- Bulk factor: 0.4;
- Habitable room factor: 28;
- Maximum permissible coverage 50%, and
- Set backs: 9m.

**5.3 Topography and vegetation**
The site is located on the sandstone portion of Signal Hill, which underlies in part the quartzitic sandstone of Table Mountain. The site is steep in the range 15-25% or more and freely draining.

The study area is still fairly heavily wooded with stone pines (*Pinus pinea*), Monterey pines (*Pinus radiata*) and sugar gums (*Eucalyptus cladocalyx*) being the dominant species. The stone pines are the successors to trees probably planted on these slopes in the early 18th Century by the Dutch East India Company (VOC).\(^6\) The gums and Monterey pines are successors to the trees planted in forestry programmes of the late 19th and early 20th Century. There was a dense undergrowth of smaller species including indigenous Wild Olive, exotic Manitoka and invasive Acacias, and probably many others. Recent clearing of much of this undergrowth to permit detailed surveying of the site has opened it up. This remnant woodland forms part of a now broken band of vegetation stretching along the eastern flank of Signal Hill from Kloof Nek to the Lion Battery at its northern end. It is an important landmark feature and a major vegetation community recognised in the report prepared for the City of Cape Town in 1993.\(^7\)

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\(^6\) ROURKE J P. 1996. Exotic Trees in the Western Cape Landscape, lecture series, unpublished, Cape Institute for Architecture. Rourke’s research shows that the VOC began planting stone pines from about 1690.

\(^7\) OBERHOLZER, B. 1993. Signal Hill and Lion’s Head: Development and Management Guidelines Report. Unpublished report for the City of Cape Town. This comprehensive analysis has not been superseded by any of the planning and policy documents prepared by the Table Mountain National Park who have taken transfer of Signal Hill and Lion’s Head.
6. MAPPING

Section 38(3) (a) of the NHRA requires the identification and mapping of the heritage resources on and around the site to enable significance to be determined. As noted above because there is no concentrations of buildings of significance this part of Tamboerskloof was excluded from the Tamboerskloof Urban Conservation Area. We therefore need to look to the site itself in identifying any resources of significance. The heritage or cultural attributes of a property can for convenience be grouped into four main categories: aesthetic, historical, scientific and social. The analysis that has been carried out that indicates that the remnant woodland vegetation on the site is of both aesthetic and historical significance.

6.1 Aesthetic significance

The band of woodland stretching along the eastern flank of Signal Hill from Kloof Nek to the Lion Battery made up of stone pines, Monterey pines and gums and indigenous shrubs is a major city landmark. It contributes to the “sense of place” of the area. This therefore must be considered to be part of the National Estate (Section 3 of the NHRA) in terms of Sub-section (2) (d) “landscapes and natural features of cultural significance”. It remains largely intact despite residential development like Ruwenzori and High Places and the German School, which interrupt the band. Effort must be made to ensure that some of its visual coherence is maintained.

6.2 Historical significance

The woodland band that has been developed over 350 years stretching from the VOC’s first plantings of stone pines to the municipality’s forestry programmes and fire protection strategies initiated in the late 19th Century. While it is recognised that many of the trees and shrubs on the property forming part of the woodland community are invasive alien species as listed in terms of the Regulations of the Conservation of Agricultural Resources Act (No. 43 of 1983)(CARA) their removal should be carefully considered. The sugar gum, Eucalyptus cladocalyx is listed as a Category 2 invasive alien, which means that existing trees can be retained for their lifespan. In the City of Cape Town’s 1993 policy plan for Signal Hill it was recommended that besides retaining the historical band of woodland, new planting was required. It was recommended that indigenous as well as suitable Mediterranean trees such as European olives and cork oaks could replace the gums.

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9 Ibid OBERHOLZER. Pg 36.
7. THE PROPOSED DEVELOPMENT
The proposed residential complex will accommodate 117 apartments comprising a mix of 1, 2 and 3-bedroom units ranging in size from about 60-200m². Associated infrastructure would include access roads and the requisite stormwater management facilities, including on site detention depressions. It is proposed that the water collected in the depressions would be utilised for the maintenance of the gardens and landscaped areas associated with the proposed development. No land-use departures are sought. A statement from the developers is attached as Annexure 1. The architect’s plans, sections and elevations are shown in Annexure 2.

Figure 9: Plan showing the complex in relation to High Places and Ruwenzori

The following description of the development was provided by Stauch Vorster Architects (our emphasis in bold):

“Scale / Horizontality
“Many of the existing apartment buildings neighbouring the site are placed and massed in such a way that they have a dominant horizontal scale. This means that one experiences them as single objects on the slope of the mountain. Our client specifically
briefed us to develop our design away from such linearity, in order to reduce the visual impact. This was achieved through the introduction of vertical elements (feature walls); by splitting up the blocks into shorter lengths (and bending the blocks onto the contour as it curves on the site); and by breaking the roofline. The second floor apartments do not fill up the entire floor, instead gaps between the apartments serve as large terrace spaces. The effect of this is exaggerated when the development is viewed at an angle (either from the street above or below).

Building & Landscape
“The buildings are placed on the site building lines; leaving a large portion of land in the center of the development natural / “untouched”. The intention is to keep the indigenous and conservation worthy trees, and supplement them with appropriate indigenous planting. The 9m strip of land around the perimeter will be handled in the same manner. This will filter the building elevations to some extent.

Materials
“The materials of the scheme will be chosen to compliment the natural colouration of the Lion’s Hill environment.”

A Landscape Master Plan has now been developed by Planning Partners. The master plan and statement, referred to as Lion’s Hill Landscape Philosophy is attached as Annexure 3. As can be seen it is intended to retain about two thirds of the existing trees on the site. The roofs of the complex are to be gravel gardens noted as “Roof Treatment: Swathes of Worcester Stone and White/Grey River Pebbles”. Worcester Stone is a Table Mountain Sandstone type colouration of light browns contrasted with white and grey pebbles. Plants in pots will also be introduced to break up the surfaces. A Plant List has been provided indicating that only indigenous plant material is to be used.

8. IMPACTS
The layout of the complex has been informed by a survey of the major groupings of trees and most of these are to be retained except where earthwork platforms are to be created. The proposed landscaping of the property, seen as an integral part of the design indicates the use of exclusively indigenous vegetation in what is described as a “fynbos theme. This ignores the history and nature of the existing woodland, which is made up entirely of trees exotic to the sandstone derived soils of the Cape Peninsula. The recommendation that selected tree species from the Eastern Cape would replace the exotics has no basis in science and can only be seen as one having its basis in contemporary environmental politics. The recommendation in the City’s 1993 policy plan that suitable Mediterranean trees should be used still
has validity. It is worth noting that the TMNP is to plant a non invasive Slash Pine *Pinus elliottii* native to the southeast United States, from southern South Carolina west to south eastern Louisiana, and south to the Florida Keys at Tokai in response to public outcry over the loss of pines there.

A key concern was that the complex may have had a negative visual impact on its setting led to a VIA being undertaken by NWA. The methodology for this VIA was based on a combination of traditional techniques and the PGWC Guidelines (November 2005) for VIA. In terms of the Guidelines the proposed development required a Level 4 VIA. The study completed before the architectural and landscape plans had been completed to a detailed level found that... *The proposed development will have high to moderate impact on the landscape at a local level causing noticeable change to the general visual environment and fundamental change to the views from High Places and possibly Ruwenzori.*

It recommended that... *The heavy woodland character should be maintained, as it will help screen the buildings and retain the wooded rural character of the area. A planting scheme that incorporates woodland vegetation will ensure this.*

The following mitigation measures were recommended in the VIA:

- A tree and shrub survey:
  A detailed survey would aid the landscape architect in incorporating the available plant material in the landscape layout plan;

- A detailed landscape plan
  At the time that the VIA was prepared work on the landscape master plan had not been completed. It was recommended that the plan should allow for the succession of the woodland on the site. It was also recommended that exotic species should be used;

- Building positions
  It was recommended that buildings should not encroach on the existing or likely mature tree drip line;

- Treatment of excavation scars
  These should be carefully rehabilitated to create green slopes;

- Boundary treatment:
Palisade type treatment should be used as opposed to walls and carefully laid out to avoid long fence lines if possible. Colouration of the fences should be subtle and sensitive to natural colouration.

- **Roofscape:**
  It was felt that there was an opportunity to create a roof garden and

- **Lighting:**
  It was felt that subtle lighting should be used rather than floodlights.

These mitigatory measures have informed the later development of the design of both the building complex and its landscape. It is felt therefore that the proposed development has responded positively to the heritage resources identified.

9. **MITIGATION**
The impact of the development of a large residential complex in this visually sensitive part of the city can be mitigated following the recommendations as set out in the VIA and outlined above. The recommendation in the VIA that the landscape plan should allow for the succession of exotic woodland reinforces the findings of this heritage assessment. The loss of some trees where earthworks are required would be compensated for by the eradication of invasive alien Acacias and other pest plants and new planting and landscaping.

10. **PUBLIC PARTICIPATION**
The architects presented plans of the proposed development to a meeting of the City Bowl Residents Association (CIBRA) on 4 August 2008. They are to respond in writing to HWC but the key issue of concern was to ensure that the existing trees be protected during construction.

11. **SUSTAINABLE SOCIO-ECONOMIC BENEFITS**
Section 38(3)(d) of the NHRA refers to the impact of development on heritage resources relative to the sustainable social and economic benefit to be derived from the development. The new complex will represent a massive capital investment in the CBD of Cape Town creating jobs and service needs in the construction industry. The development will also contribute significantly to the rates income of the CCT.
12. RECOMMENDATIONS

The proposed development of this complex is supported from a heritage perspective as the impacts on its setting and the fabric of the surrounding area could be largely positive. The use of exotic trees to ensure that the woodland character is retained is important and will require changes to the landscape plan. The mitigatory measures as set out in the VIA from NWA are endorsed.

It is therefore recommended that Heritage Western Cape endorse the proposals as depicted in the attached architectural plans subject to the choice of Mediterranean tree species. No further heritage studies are required.
ANNEXURE 1
ANNEXURE 3