



CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

Case ID 1500164176

**Erf 169833, Remainder Erf 1239 and
Remainder Erf 9451, 73 Strand Street,
Cape Town**

Development Management

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Date: Amended September 2026

Our Ref: 10113 (Hayley Geary)

Your Ref:



**APPLICATION FOR CONSOLIDATION, DEPARTURES AND COUNCIL APPROVAL
FOR DEVELOPMENT OF A TALL BUILDING IN THE HPOZ: ERVEN RE-1239, RE-
9451 & 169833, AT 73 STRAND STREET**



EXECUTIVE SUMMARY

Objective/Proposed Development

To consolidate 3 properties and develop the site with a mixed-use multi-storey building. The building will consist of retail/commercial uses at the lower levels, parking (including basement parking), and offices being the majority land use in the building. The properties are situated within the CBD and Central City Heritage Overlay Zones and the proposed building will exceed 60m in height.

1 INTRODUCTION

This report serves to motivate the applications required to facilitate the re-development of erven Rem-1239, Rem-9451 & 169833, Cape Town ('the properties'). The proposed development would be for the construction of a new mixed-use building and will consist of a 22 storey building, incorporating a basement & structured parking levels, ground floor business/retail uses, and predominantly

offices above, with the possibility of a single penthouse apartment, depending on the tenant profile. The lower levels of the building have been designed to accommodate a range of active commercial uses that will contribute positively to the activation of the surrounding public realm and streetscape.

It is noted that the property is situated within the Cape Town CBD and the Central City Heritage Protection Overlay Zones (HPOZ). In recognition of the dynamic nature of commercial needs within the CBD, the application also seeks to provide a degree of flexibility for future changes in land use, thereby reducing the need for repetitive land use management applications associated with minor tenant or operational changes. No flexibility is sought in respect of any physical changes to the building. Any future physical alterations or amendments to the approved development will remain subject to the approval processes of the City of Cape Town.

The planning application is supported by an extensive heritage report prepared by **Claire Abrahamse**, which was used to inform the architectural design and building form.

2 APPLICATIONS

To enable the proposed development, the following applications in terms of the Municipal Planning By-Law (MPBL) and Development Management Scheme (DMS) are required:

Section 42 (b) of the MPBL to permit Departures:

- Item 60 (d) read in conjunction with Item 185(2)(c) of the DMS: To permit the maximum height of the building, from the existing ground level to top of building, to be 72m, in lieu of 60m.
- Item 60(e): To permit the portions of the building and architectural features on Strand Street to setback:
 - o 12th storey to be 0m & 0.5m in lieu of 0.68m.
 - o 13th storey to be 0m & 0.5m in lieu of 2.48m.
 - o 14th storey to be 0.0m & 0.5m in lieu of 4.28m.
 - o 15th storey to be 0.5m & 0.55m in lieu of 6.08m.
 - o 16th storey to be 1.5m & 2.23m in lieu of 7.88m.
 - o 17th storey to be 1.5m & 2.23m in lieu of 9.68m.
 - o 18th storey to be 1.5m & 2.22m in lieu of 11.48m.
 - o 19th storey to be 1.7m & 2.23m in lieu of 13.28m.
 - o 20th storey to be 1.7m & 2.23m in lieu of 15.08m.
 - o 21st storey to be 1.7m & 2.23m in lieu of 16.88m.
 - o 22nd storey to be 1.5m & 2.23m in lieu of 18.68m.
- Item 60(e): To permit the portions of the building on Loop Street to setback:
 - o 12th storey to be 0.66m in lieu of 0.68m.
 - o 13th storey to be 0.67m & 0.86m in lieu of 2.48m.
 - o 14th storey to be 0.67m & 0.86m in lieu of 4.28m.
 - o 15th storey to be 1.18 & 0.85m in lieu of 6.08m.
 - o 16th storey to be 2.88m & 2.62m in in lieu of 7.88m.
 - o 17th storey to be 2.88m & 2.62m in in lieu of 9.68m.
 - o 18th storey to be 2.81m & 2.39m in in lieu of 11.48m.
 - o 19th storey to be 2.81m & 2.39m in lieu of 13.28m.
 - o 20th storey to be 2.81m & 2.39m in lieu of 15.08m.
 - o 21st storey to be 2.81m & 2.39m in lieu of 16.88m.
 - o 22nd storey to be 2.81m & 2.39m in lieu of 18.68m.

- Item 60(e): To permit the portions of the building on Bree Street to setback:
 - o 14th storey to be 2.95m & 2.97m in lieu of 4.28m.
 - o 15th storey to be 2.95m & 3.45m in lieu of 6.08m.
 - o 18th storey to be 11.13m in lieu of 11.48m.
 - o 19th storey to be 11.13m & 11.08m in lieu of 13.28m.
 - o 20th storey to be 11.13m in lieu of 15.08m.
 - o 21st storey to be 11.13m & 11.08m in lieu of 16.88m.
 - o 22nd storey to be 11.13m & 11.35m in lieu of 18.68m.

- Item 60(e): To permit the portions of the building on Castle Street to setback:
 - o 13th storey to be 2.37m in lieu of 2.48m.
 - o 14th storey to be 2.38m & 2.45m in lieu of 4.28m.
 - o 15th storey to be 2.38m & 2.69m in lieu of 6.08m.
 - o 18th storey to be 10.62m & 10.3m in lieu of 11.48m.
 - o 19th storey to be 10.62m & 10.3m in lieu of 13.28m.
 - o 20th storey to be 10.62m & 10.3m in lieu of 15.08m.
 - o 21st storey to be 10.88m & 10.5m in lieu of 16.88m.
 - o 22nd storey to be 10.88m & 10.3m in lieu of 18.68m.

- Item 60 (k) & Item 185(2)(f) to permit the parking to be 0m from the street boundary on the ground floor (first storey), in lieu of 10m.

- Item 121(2): To permit the building to be 0m from Strand Street boundary in lieu of 5m as required by Item 121 (2) of the DMS for a metropolitan road.

- Item 140(2)(a)&(b): To permit three carriageway crossings on Castle Street and for these to be closer than 12m to each other.

- Application in terms of S 42 (f) of the MPBL for the **consolidation** of Remainder Erf 1239, Remainder Erf 9451 & Erf 169833, Cape Town to establish a single property of 3151m² in extent.

- Application in terms of S 42 (i) of the By-Law for **City approval** in terms of Item 89 (b)&(c) of the DMS to re-construct a sidewalk on a public street & permit other landscape structures within the road reserve.

- Application in terms of S 42 (i) of the By-Law for **Council approval** in terms of Item 162 of the DMS to permit demolition, excavation, consolidation, change of land use and any other works required to enable a new building within the Heritage Protection Overlay Zone HPO/2/3.

- Application in terms of S 42 (i) of the By-Law for **Council approval** to permit future flexibility of land uses within a Heritage Protection Overlay Zone HPO/2/3, as per the schedule of primary land uses contained in this report.

- NOTE: The application deviates from the principles of the LSDF relating to height and consolidation of properties.

3 PROPERTY DETAILS

Erven RE-1239, RE-9451 & 169833, Cape Town ('the properties') are registered in the name of – see Title Deeds.

Table 1: Property details		
Property No.	Ownership Details	Size (m²)
Rem Erf 1239		1458 m²
Rem Erf 9451		949 m²
Erf 169833		744 m²
Total Property size		3151 m²

The properties are situated over an entire city block and abutted by Strand Street, Loop Street, Bree Street and Castle Street. This offers unique development opportunities to the site.

The location of the property within the CBD presents an ideal opportunity to add to new business opportunities within the area since a number of old buildings have been repurposed for residential uses in recent years.

The access and egress from the site is proposed to be taken from Castle Street as access from Strand, Loop or Bree street are not as desirable due to the higher traffic volumes experienced along these roads. The consolidation of these properties will provide a unique opportunity to develop a taller building in a key location of the CBD.

The property currently comprises three buildings, namely the Bergstan Building, the Matrix Building and the Nedbank Building. The Bergstan Building is considered the most significant heritage resource on the site and it is proposed to retain the façade of the building, and complete demolition of the Matrix & Nedbank buildings.



Proposed retention and demolition of the existing buildings on site

4 ZONING DETAILS

4.1 Zoning & The Cape Town CBD Local Area Overlay Zone (LAO)

A significant feature of the zoning of the site is that it is governed by the development rules of both the General Business 7 Zone (GB7) and the Cape Town CBD Local Area Overlay Zone (LAO/4; Item 185 in the DMS) specifically.

It is important to note the provisions of Item 185 of the DMS will apply.

The implication of the above is that:

- Parking and loading requirements normally applicable to properties zoned GB7 do not apply.
- The floor factor is as per the overlay zone, thus a floor factor of 9 is permitted.
- Height and building lines are the same as are applicable to the GB7 Zone in the DMS.
- The street centerline setback does not apply.

Also note that except with the approval of the Council, no parking bays at ground and first floor level on the land unit, either outside or within a building, shall be located closer than 10m to the street boundary, in order to enhance amenity at street level. Although a departure is required to permit parking on the first storey to be 0m, in lieu of 10m from the street, this does not impact on the amenity of the street as this parking is in-fact below the street level, due to the sloping site.

4.2 Cape Town Central City Heritage Protection Overlay Zone (HPOZ)

In addition to the above, the property is situated within the Central City Heritage Protection Overlay Zone. Consequently, an application for City Approval is required to allow any consolidation, demolition, development or change of land use in the HPOZ.

It is noted that part of this application seeks Council approval for future flexibility of land uses within the building, as set out in the schedule of primary land uses in this report. This flexibility relates to land use only; no flexibility is sought in respect of any physical or façade changes to the building. Any future physical alterations would remain subject to the approval processes of the City of Cape Town applicable within the HPOZ, thereby ensuring that the quality and character of the HPOZ and its heritage significance are not adversely affected.

5 DESIGN INDICATORS

5.1 Urban Design & Visual Assessment

A number of design informants have been used to assess the potential impact of the proposed tall building at various scales, namely; the CBD broader scale, the precinct scale, and the local site scale.

The CBD wide spatial indicators

- o The location of the site, relative to major transport routes (such as Strand & Buitengracht Streets), supports the development of a landmark building.

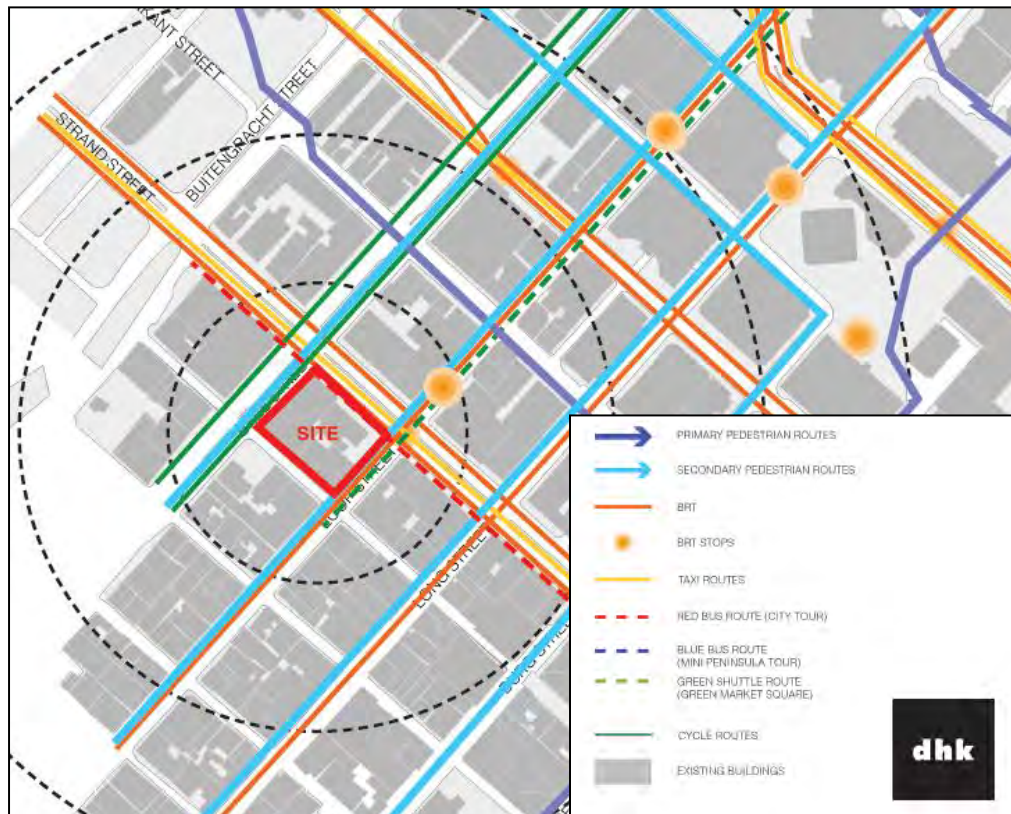


Figure showing the various modes of transport & main movement corridors

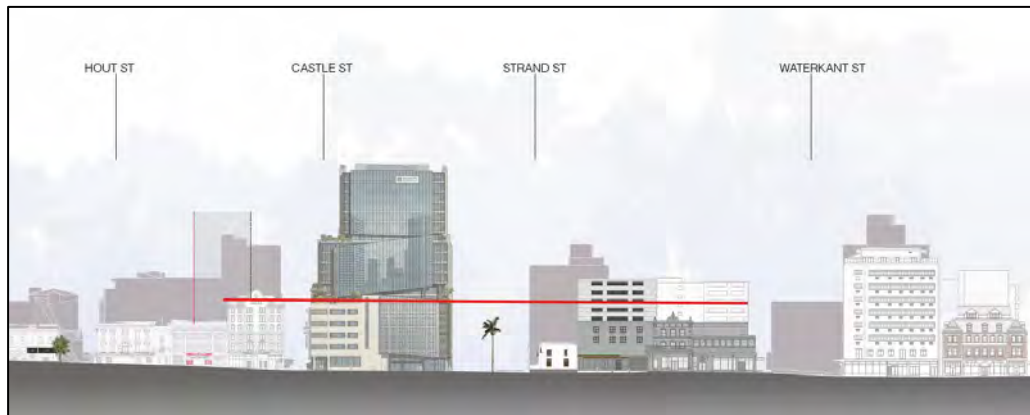
- o The site is located in an area which promotes taller and larger scale buildings up to 60m height). Although the building will exceed the 60m height, the design has provided a number of trade-offs and design mitigation measures to warrant the additional height. The site and specific design is thus an appropriate location to support the proposal without any wider impact.
- o The below 3D model of the proposed building as seen from the Signal Hill viewpoint, and it is clear that, in general, the proposed building has a positive degree of City Bowl integration, its additional height mitigated by the similar height of surrounding buildings and is therefore seen against a backdrop of 60m tall buildings and a number of buildings slightly further away being substantially taller than 60m.



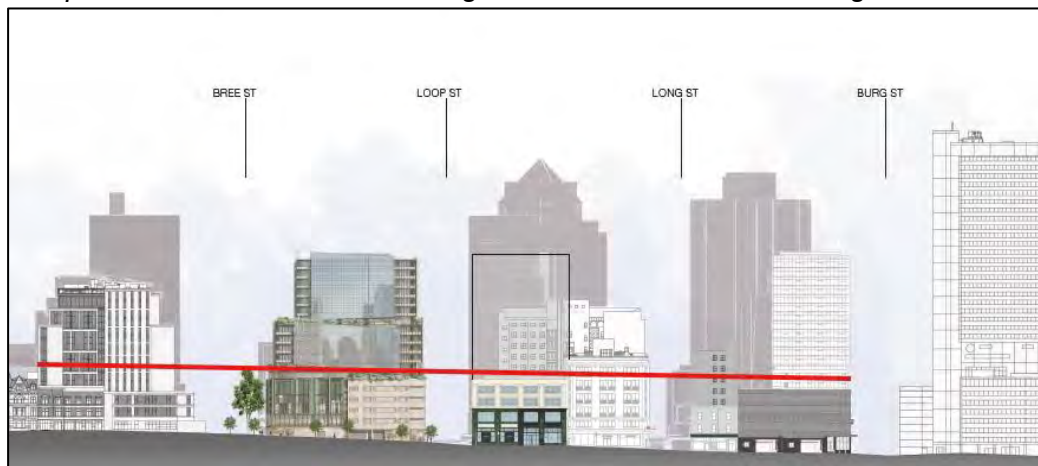
3D model of proposed building- from Signal Hill

The precinct scale

- o The location of the site along Strand, Bree, Castle and Loop Streets indicates the development has a role to play in creating continuity to define the large pedestrian boulevard space of Bree Street, and to improve the pedestrian movement along Loop and Strand street as well. The height of the podium will relate to the height of the existing buildings along the neighbouring streets, as can be seen in the contextual elevations below.



Loop Street Elevation- Podium height consistent with surrounding form



Castle Street Elevation- proposed height of podium consistent with existing form

- o The new development must adequately respond to the existing pedestrian and cycle systems. Measures such as widening of sidewalks & bicycle lanes could enforce the pedestrian spaces.
- o In this regard, the development has pushed back the building on key street edges, to reinforce the pedestrian spaces and to encourage active pedestrian use. These design measures also help to contribute to the wider precinct goals to promote non-motorized modes of transport.

The site scale

- The property is located diagonally opposite the Barracks and the Lutheran Church complex, which is a sensitive heritage resource within the precinct.



View towards the site from the corner of Strand & Buitengracht Streets (Heritage report)

- It is important to note that there are currently no protected or meaningful mountain views from the Barracks or Lutheran Church at the corner of Strand and Bree Streets. As such, the additional height of the proposed building will not impact any significant view corridors or the heritage significance of the church.
- The building massing has been carefully considered, with the taller portion of the structure concentrated toward the Strand and Loop Street corner of the site. This approach directs height away from the church, reducing any potential visual dominance and ensuring a more respectful relationship with the heritage resource.

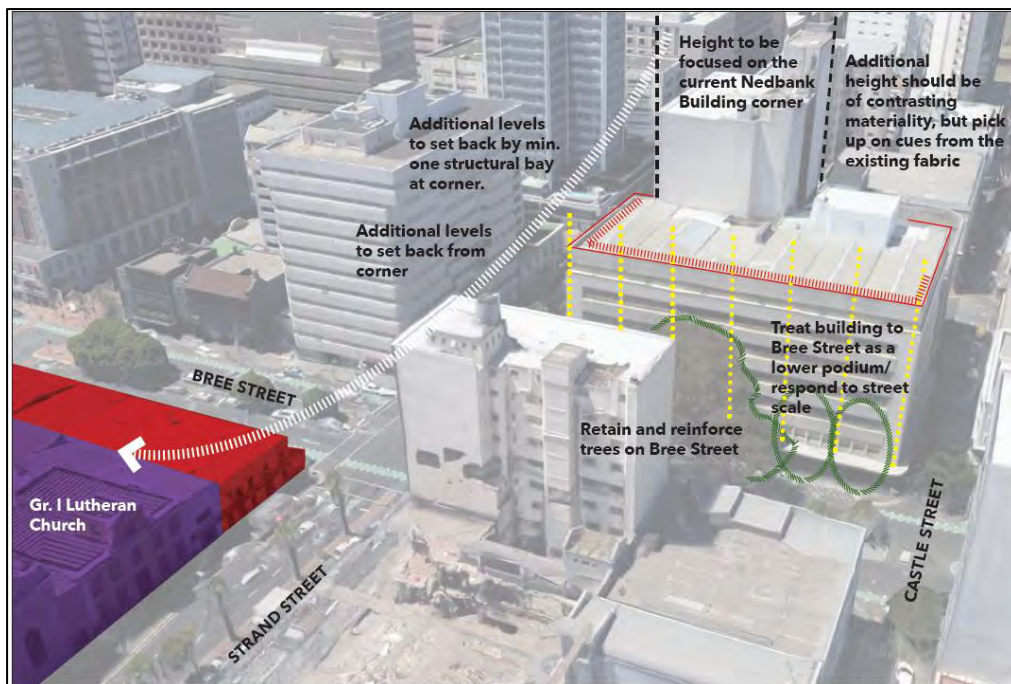


Figure from Heritage report demonstrating the scaling down of building height

- At street level, the building is set back to create wider sidewalks and a more generous public realm. This not only improves pedestrian comfort and safety but also enhances the interface between the building and the surrounding streets.
- The design further incorporates active ground floor uses and transparent façades to promote interaction with the public realm, contributing to a safer and more vibrant streetscape.

Overall, the proposal demonstrates a sensitive and considered response at the site scale, balancing increased height and density with appropriate mitigation measures. It respects nearby heritage resources, enhances the pedestrian environment, and contributes positively to the immediate urban context.

5.2 Heritage Report

A heritage impact assessment report is currently being prepared by the heritage consultant Claire Abrahamse which forms an integral part of this submission given the position of the site in the HPOZ and in relation to the Lutheran Church.

The HIA evaluates the proposed redevelopment of the entire city-block bounded by Strand, Bree, Loop and Castle Streets, situated within the HPOZ. The report assesses the historical significance, townscape character, visual sensitivities and potential heritage impacts associated with the consolidation of an entire city-block to enable the development a taller mixed-use development.

The report concludes that the existing buildings on the property generally possess low intrinsic heritage significance, with their primary value being their contribution to the surrounding streetscape, urban grain and transitional role between the historic Mid-City precinct and the taller Foreshore skyline. Particular significance is attached to the Bergstan Building, which is proposed to partially retain the facade. The Matrix and Nedbank buildings do not have any intrinsic heritage significance and are proposed to be demolished.

The report identifies that the key heritage considerations are the visual and townscape impact that additional height and bulk may have on the surrounding HPOZ, nearby heritage clusters, important view corridors and the broader City Bowl skyline and not the existing heritage resources on the property. Detailed visual investigations were undertaken to assess the development's integration into the existing urban context, including impacts on surrounding heritage resources such as the Lutheran Church precinct, nearby Grade IIIA buildings and heritage-sensitive streetscapes.

The assessment concludes that, although the proposal will introduce visual intrusion within certain areas, the impacts are generally acceptable and can be appropriately mitigated through design responses to fragment the building mass and sculpting of the tower form to reduce the perceived bulk of the building. The proposed development is considered to respond positively to the surrounding urban fabric by maintaining important street edges and preserving key view corridors from surrounding landmarks and particularly the mountain backdrop; however, it is recognised that there would be some wider impact on views as a result of the height departure, albeit that these are sufficiently mitigated through design development. Overall, the report supports the redevelopment proposal.

The HWC authorization will be made available once received.

5.3 Traffic Impact Statement

A Traffic Impact Assessment (TIA) has been prepared by **Stef Naude**.

Considering that the proposed site falls within the Cape Town CBD 'Local Area Overlay Zone' (LAO). Section 185 of the DMS states that parking and loading requirements do not apply in this area. There is therefore a zero-parking requirement for this site.

The assessment found that the development is expected to generate approximately 400 vehicle trips during peak hours, based on conservative trip generation assumptions for office developments. Importantly, the report recognises that the CBD location, strong public transport accessibility, walkability and lower parking provision will reduce private vehicle dependence and encourage greater use of non-motorised and public transport modes.

TIA considered the traffic impact of the proposal and analysed the following intersections around the site:

- *Strand Street / Bree Street*
- *Bree Street / Castle Street*
- *Castle Street / Loop Street*
- *Loop Street / Strand Street*

The traffic modelling undertaken for the surrounding intersections demonstrates that, although traffic volumes will increase moderately, the surrounding signalised intersections are expected to continue operating at acceptable Levels of Service during both the AM and PM peak periods. The report specifically notes that increases in delay at key intersections will be marginal and that sufficient reserve capacity exists within the surrounding road network to accommodate the projected traffic demand generated by the development.

The proposal further incorporates a carefully considered access strategy, with all vehicular access/egress concentrated to Castle Street, a lower-order street with relatively low existing traffic volumes. Separate ingress and egress arrangements to the basement and upper parking levels are proposed to improve circulation efficiency and minimise conflict with surrounding traffic movements. The report additionally recommends the implementation of modern license plate recognition access systems to prevent queuing from extending onto the public road network.

Furthermore, the parking provision of 645 bays equates to a reduced parking ratio relative to conventional office developments, reflecting an intentional shift towards sustainable mobility patterns appropriate to a dense inner-city location.

In conclusion, the TIA confirms that the proposed tall building development can be appropriately accommodated within the existing CBD road network and transport system, without resulting in unacceptable traffic impacts or requiring significant road infrastructure upgrades. **The proposal is therefore considered supportable from a traffic and transportation perspective.**

6 PROPOSED DEVELOPMENT

6.1 Design Proposal

Plans for the proposed development have been prepared by **DHK Architects** and are included with the submission.

- The initial building design consisted of a building of 80m in height; however, in 2025, the City implemented the Cape Town Central Business District Local Spatial Development Framework which provided a very different spatial goal for a number of properties within the Inner City.
- This height has been dramatically reduced to 72m, which is the proposal being submitted as a formal application process.

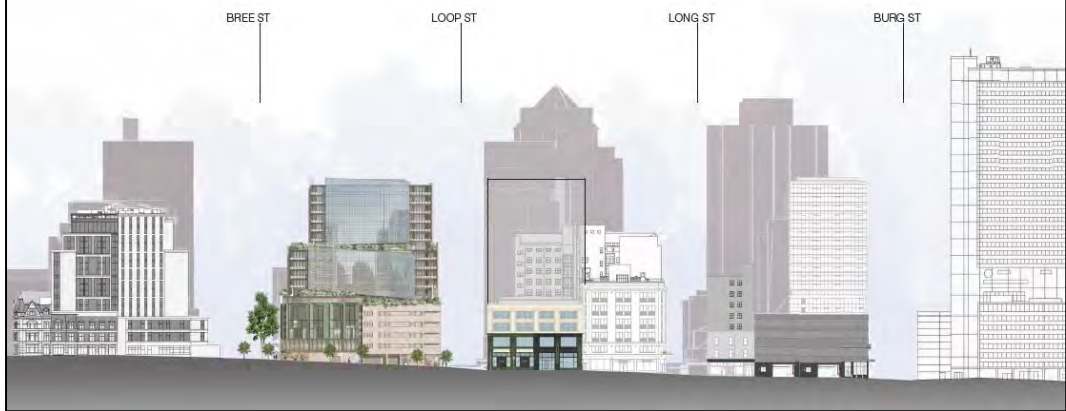
The proposed development can be described as follows:

- The proposed development represents a positive and contextually responsive design within the Cape Town CBD, reinforcing the established pattern of active, mixed-use street edges along Bree, Loop, and Strand Streets. The building is carefully articulated at its base to enhance pedestrian experience, incorporating fine-grained retail frontages, recessed entrances, and double-volume spaces that promote permeability and visual engagement with the public realm. The design intentionally prioritises street activation through maximised frontage, externally accessed ground-floor uses, and the widening of the Loop Street & Strand Street pavements, thereby contributing to a more pedestrian-oriented environment.
- Furthermore, the massing strategy—through stepping, fragmentation, and sculpting of the building form—responds to the surrounding urban grain and reduces perceived bulk at street level, creating a human-scaled interface. These interventions collectively support a vibrant, safe, and legible streetscape, aligning with the broader urban structure of the CBD and reinforcing the role of the site as an active, high-intensity mixed-use node.
- The building design has been conceptualised in accordance with the principles of the Tall Building Policy and particularly how the tall building is scaled in relation to the public realm and other taller buildings in the surrounding context, as can be seen below.

Strand St Elevation



Castle St Elevation



Strand and Castle Street showing surrounding elevational context

- The design has taken cognisance of the recommendations of the Tall Buildings Policy to incorporate a “base, middle and top” design.
- The new building will consist of 22 storeys, including parking, retail/commercial uses and offices.
- The proposal introduces a highly active street façade along Bree Street, with a portion of the building edge strategically stepped back to form a sheltered pedestrian colonnade. This intervention enhances the public realm by creating the perception of a wider, more generous footway, thereby improving pedestrian comfort, permeability, and overall streetscape quality.



Street view along Bree Street

7 DEVELOPMENT MANAGEMENT SCHEME/ APPLICATIONS

This section provides a description of the implications that the base GB7 zoning, combined with the sites' location in the CBD Overlay Zone has for the development parameters applicable to the site.

7.1 Permitted land uses

As the property is situated within the HPOZ, a change of use triggers the need for a new City Approval application. The developer would like to ensure a greater level of flexibility for future tenants and would therefore request the following primary land uses be permitted within the building, without the need for further LUMS application processes:

Business	Shop
Supermarket	Restaurant
Bakery	Data centre
A place where the sale of alcoholic beverages occurs	Offices
Financial institution	Building for similar uses
Hotel	Conference facility
Flats	Filming

It is, however, noted that any physical changes to the building as a result of the change of land use, would require a new LUMS application process as the physical works may have potential to impact on the HPOZ.

7.2 Floor factor (“bulk”) (complies)

In terms of Item 185 of the Cape Town CBD Overlay Zone, properties within the City Centre which are zoned for GB7, shall be subject to the floor factor specified on Plan LAO/4. In terms of this map, the floor factor for the site is 9.

Table 2: Bulk Development Potential		
Property No.	Property Size (m²)	GB7 extent * (Size x 9)
Rem Erf 1239	1458 m²	13 122 m²
Rem Erf 9451	949 m²	8 541 m²
Erf 169833	744 m²	6 696 m²
Total Bulk	3151 m²	28 359 m²

The **proposed floor space** for the building will be **26 686m²** and thus **1673m² below** the maximum permissible floor space. No bulk departure is required.

The total GLA for business premises would be 25 689m².

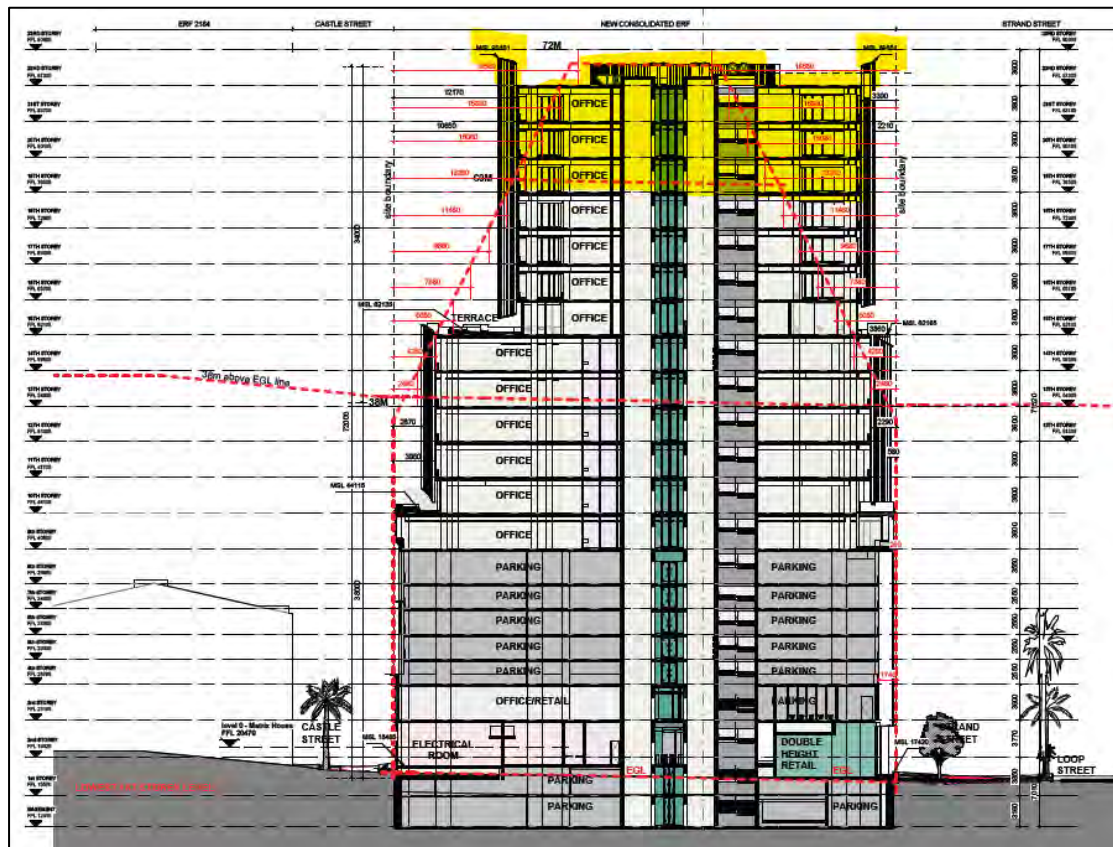
7.3 Coverage (complies)

The permissible coverage for all buildings in GB7 is 100%.

7.4 Height (departure)

In terms of the development controls applicable to GB7, the maximum height above the City's existing ground level (as determined using the Ground Level Map) to the top of the building is 60m.

The proposal does however require a height departure to construct a 72m tall mixed use building. The departures will be discussed under the impact on existing rights section.



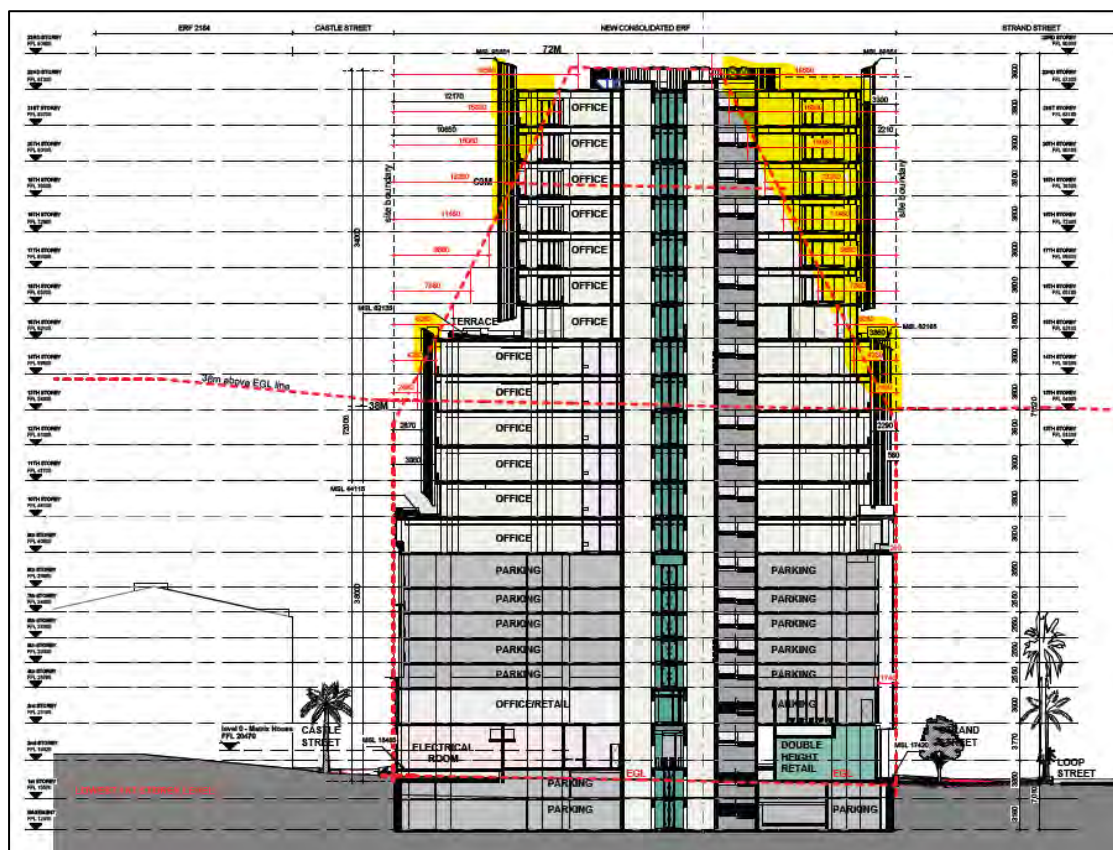
7.5 Building lines (departure)

In terms of the development controls applicable to GB7 the prescribed building lines for all points on the building are:

From the street boundaries:

- 0.0m (up to 38m above the ground floor).
 $(H - 38\text{m}) \div 2$ (over 38m up to 60m above the ground floor).
 (H is the height in meters of the point above the ground floor).

There are **departures** required from all street boundaries, as demonstrated in the list of applications. These departures will not have any impact on the HPOZ or surrounding property owners and will be unpacked in the motivation section below.



7.6 Canopies (complies)

The proposed canopy on Bree Street will not be closer than 0.5m to the kerb edge and will be higher than 2.8m from the finished level of the pavement. Therefore, this structure complies with Item 60(h) of the DMS.

7.7 Parking within 10m of street boundaries (departure)

The proposal will require a **departure** from Item 60(k) & Item 185(2)(f) of the DMS. This rule exists to preserve amenity of the street and avoid blank edges. However, this departure is technical in nature as it relates to parts of the ground floor (first storey), which is below the street level and will therefore not create an inactive street edge.

7.8 Item 89-Works in the road reserve (Approval of the City)

The proposal will require City approval to re-pave the pedestrian footways surrounding the building in red brick paving, thereby creating a cohesive and visually consistent public realm that aligns with the established character and streetscape treatment of the inner city. Similarly, the proposal is also to construct landscape related features (such as planters and walls) in the road reserve area.

7.9 Item 121(2) -Metropolitan Road of Significance (departure)

The proposed building would be closer than 5m to a Strand Street, which is a road of Metropolitan Significance and therefore a departure is required.

7.10 Item 140 (1)&(2) -Carriageway Crossings (departure)

The proposal will be for 3 carriageway crossings along Castle Street, in lieu of the permitted 2. These will also be closer than 12m to each other and therefore require departures.

8 MOTIVATION: POLICY COMPLIANCE

8.1 Policy and Planning Compliance

8.1.1 Cape Town Municipal Spatial Development Framework (MSDF)

The MSDF sets out the City's spatial vision and development priorities to achieve a reconfigured spatial form for Cape Town. Generally, the site falls within the "*Urban Inner Core*" where development is supported and promoted. Specifically, it is located in the CBD Node.

The MSDF notes that there is currently a spatial transition underway from outward to inward growth with a concentration of commercial activity in three business nodes: CBD, Century City and Tyger Valley. The CBD functions as a commercial, civic and a diverse range of other service roles. The nodal character and function incorporates a broad spectrum of diverse land uses serving a wide range of citizens and businesses via formal and informal means. This development will help to reinforce the CBD's business functions as the development does not contain any residential component.

The proposed development is in support and compliant with the three main MSDF strategies and relevant policies associated with these strategies.

Strategy 1: Plan for economic growth, and improve access to economic opportunities

- The development proposal provides a business-related upliftment in the CBD in the form of a significant AAA-grade offices building, with other retail and commercial opportunities on the lower levels.
- The development would be demolishing 3 functionally obsolete buildings that are currently under-performing in terms of the economic opportunity CBD.
- The construction will create a significant financial investment into the CBD. By adding a new iconic building at this strategic point in the CBD, it promotes vertical intensification and the creation of an economic focus point in this side of the City.
- The proposed development will generate a significant number of jobs for support staff such as maintenance, cleaning, security etc.

Strategy 2: Manage urban growth, and create a balance between urban development, food security and environmental protection

- Land optimisation within the urban edge is an essential component in managing urban growth.
- The vertical intensification of this property would help to achieve this goal of sustainable urban growth.
- The development will support the public functioning of the pedestrian area around the building and will provide improved security in this part of the City.
- The building has been designed to sensitively respond to the surrounding heritage resources by concentrating the highest point of the building on

the corner of Loop and Strand Street and stepping down in height towards Bree Street.

Strategy 3: Building an inclusive, integrated, vibrant and healthy city

- The three existing buildings on the subject properties are currently underutilised and do not optimise the development potential of this strategically located inner-city site.
- The existing building fabric lacks meaningful integration with the surrounding public realm, resulting in inactive interfaces and underperforming ground-floor environments that do not attract high-quality or destination tenants. Consequently, the properties make a limited contribution to the vibrancy and economic vitality of the CBD.
- In contrast, the proposed development introduces active street edges along three frontages, with a carefully considered building setback that enhances the pedestrian realm by creating wider pavements and a safer, more comfortable walking environment.
- The redevelopment of the site is anticipated to attract higher-quality tenants, thereby supporting increased economic activity and contributing to a more vibrant, resilient, and dynamic inner-city environment.

8.1.2 Cape Town CBD Local Spatial Development Framework (LSDF)

The LSDF is a planning and design guide that sets out how the Cape Town CBD should grow, change, and be managed over time. This document has adopted specific guidelines to shape the future urban form, which should not be driven by the individual property zoning alone, but should also have consideration to heritage and provide an appropriate transition between new urban development and existing heritage resources. The policy seeks to discourage full-block consolidations, which encourage wider, over-bulked grain of buildings, and corrodes the finer grain context.

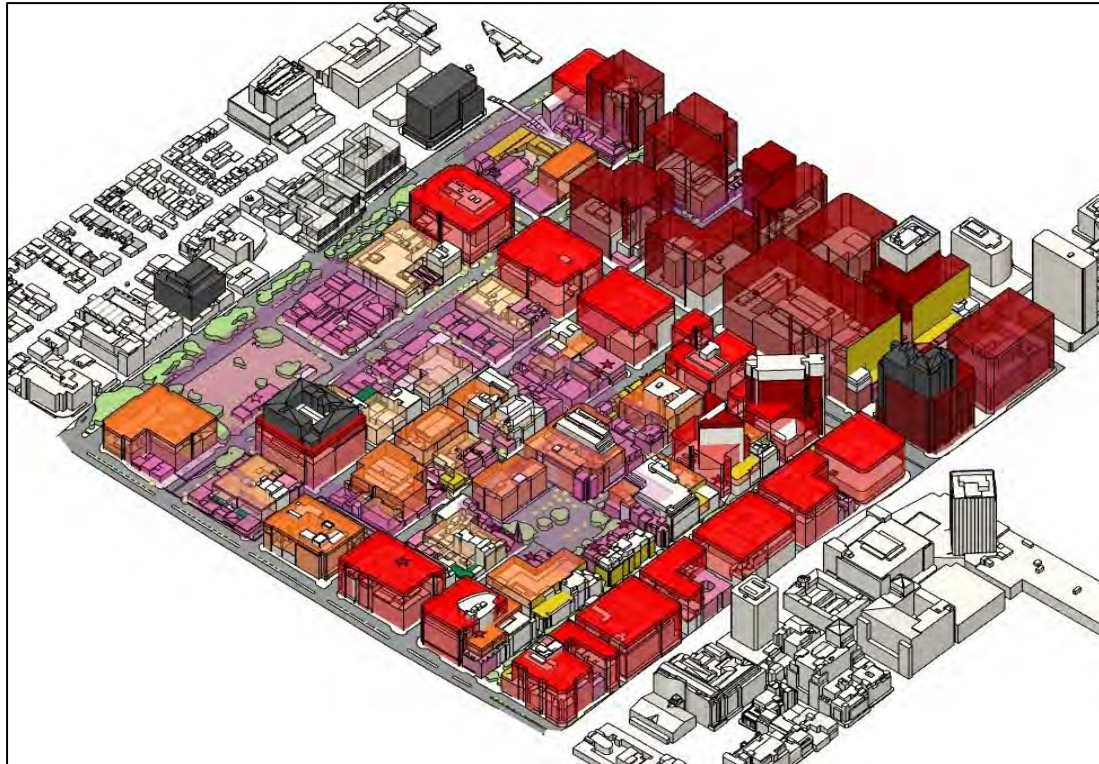
The proposal departs from this guideline only insofar as it consolidates the cadastral pattern of the site. Importantly, however, it does not undermine the planning objectives that underpin the policy. The purpose of the guideline is not to prohibit consolidation as an end in itself, but rather to ensure that redevelopment continues to respect the historic townscape, streetscape and urban grain of the Central City area.

The Heritage Impact Assessment confirms that the principal heritage considerations for this site are not the retention of the existing cadastral boundaries, but rather the impact of the redevelopment on the surrounding townscape, skyline, streetscape and visual setting. Accordingly, the design process was informed from the outset by heritage based design indicators aimed at achieving contextual appropriateness through fragmentation of building form, with carefully considered setbacks, activation of street edges and mitigation of visual impacts.

Rather than presenting as a single, continuous building occupying an entire city block, the proposal deliberately breaks down the perceived scale of the development. The building has been articulated into distinct architectural components with varied façades, setbacks, vertical gaskets and differentiated façade materials that respond individually to Bree, Loop, Strand and Castle Streets. The design therefore retains the visual rhythm and finer grained character experienced at pedestrian level, notwithstanding the consolidation of the erven.

The LSDF acknowledges that the CBD must balance the protection of local character with the need to accommodate investment, mixed-use intensification and urban renewal, subject to appropriate urban design and heritage responses. The proposal gives effect to these broader objectives by replacing three functionally obsolete and under-developed buildings with a carefully integrated mixed-use development that activates most street frontages, enhances pedestrian experience, and contributes to the long-term regeneration of this part of the CBD.

Accordingly, while the proposal departs from the LSDF's principle to discourage whole-block consolidation, it does not conflict with the underlying design intention of this principle.



A 3D view of the Mid City with the planning, urban design and heritage parameters overlaid. The site falls within the 60m - 72m height

Similarly, the policy identifies the subject properties to fall within the Mid-City area; albeit at the edge of this precinct (abutting Strand Street as a higher order road). The desired height in this section of the City would range with buildings between 54m-60m in height. It should be recorded that the LSDF does not prescribe an inflexible maximum height. Rather, it recognises that, within the Mid-City, buildings between 60m and 72m may be appropriate where the proposal responds positively to its context. The assessment is therefore one of contextual appropriateness rather than numerical compliance.

The subject site occupies a unique and prominent city block at the interface between the historic core and the broader scale development associated with Strand Street. Unlike sites embedded within the finer-grained urban fabric, this property fronts onto a higher-order movement corridor and occupies four street frontages, allowing the additional height to be accommodated without creating an overbearing relationship with adjoining properties.

Importantly, the additional 12m of height does not manifest as a uniformly taller building across the entire site. Instead, the additional height is concentrated within a carefully positioned tower element, while the lower portions of the building responds to the street and heritage context. This has been achieved through the introduction of setbacks, vertical gaskets and material articulation. The overall composition therefore maintains an appropriate pedestrian scale while allowing increased height to occur where it has the least impact on the surrounding townscape.

The proposal also delivers substantial public benefits that are directly aligned with the objectives of the LSDF. These include:

- a comprehensive upgrade of the public realm along three street frontages, including widened pedestrian spaces, landscaping and improved streetscape quality;
- active ground floor uses that reinforce pedestrian activity and passive surveillance (no spaza shop type tenant profiles);
- investment in the regeneration of an underutilised city block within the CBD; and
- a high quality architectural response that strengthens the urban character of the Mid-City while respecting its heritage significance.

Accordingly, the proposal should not be viewed as simply seeking additional height. Rather, the modest increase from 60m to 72m is an integral component of an overall urban design strategy that improves architectural quality, reduces the perceived mass of the development, protects the pedestrian experience, and delivers significant public realm improvements. The proposal therefore satisfies the intent of the LSDF by demonstrating that the additional height is both contextually appropriate and justified by clear public benefits.

8.1.3 The Table Bay District Plan

The Table Bay District Plan supports intensification and higher-density development within the Cape Town CBD, recognising it as the primary economic core of Cape Town. However, it does not promote unrestricted tall buildings everywhere—height is to be carefully managed based on context, including impacts on key views (Table Mountain, Signal Hill), heritage resources, public spaces, and surrounding urban grain.

The proposed tall building is consistent with the spatial vision of the district plan, which supports increased density and intensified land use within the CBD as Cape Town's main economic core. The development optimises a strategically located inner-city property by promoting vertical growth, thereby contributing to an efficient use of land, improved public transport viability, and new economic opportunities. The building's height and form respond sensitively to the surrounding urban context, ensuring alignment with key view corridors, heritage interfaces, and the evolving skyline. In doing so, the proposal reinforces the CBD's role as a high-intensity, mixed-use precinct while adhering to the City's policy framework that promotes well-designed, contextually appropriate tall buildings that enhance the public realm and urban structure.

8.1.4 Tall Building Policy & Visual Assessments

The building is considered to be a tall building in terms of the City's Tall Building Policy. The proposed building design complies as follows with the policy:

- **P1:** The position of the site will not obstruct the key view line of Table Mountain, as can be seen in the figures below. No significant view of the sea or mountains from public places is impacted on by the proposal. The location is thus considered appropriate for the development of a tall building.

EXISTING VIEWS FROM BUITENGRACHT
(behind Lutheran Church towards Table Mountain)



PROPOSED VIEWS FROM BUITENGRACHT



EXISTING CORNER OF STRAND & BREE STREET

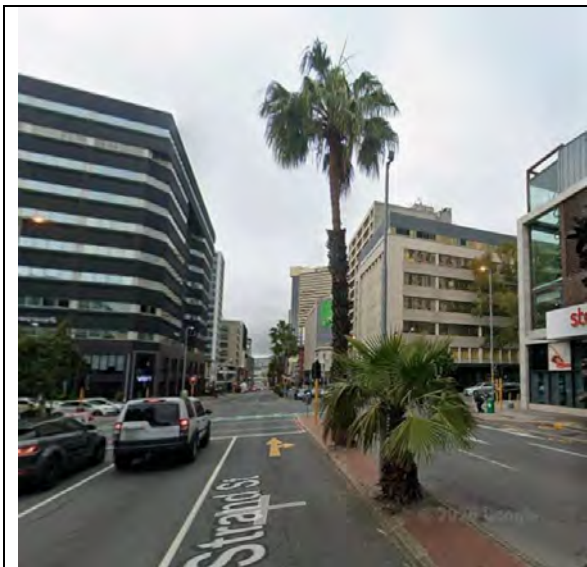


PROPOSED CORNER OF STRAND & BREE STREET



EXISTING VIEWS DOWN STRAND STREET

PROPOSED VIEWS DOWN STRAND STREET



EXISTING VIEWS UP STRAND STREET



PROPOSED VIEWS UP STRAND ST



- P2: The location is considered appropriate due to its position in the CBD as well as context of surrounding existing and approved tall buildings. The building design positively responds to the surrounding built form, and it is important to reiterate that the height of the building does not impact on any key views of the Mountain.
- P3: The proposed building will exceed the permissible development rules relating to height. Although the building will exceed its permissible 60m height, it has been sensitively designed to respond to the surrounding built form, and will achieve a positive activation of the streetscape on 3 of the 4 street boundaries. Similarly, the proposal will comply with the design guidelines for tall buildings in the following ways:
 - The building has been designed with three clear parts – a base, a middle, and a top – which is consistent with the practise for all tall buildings.
 - At street level, the base is carefully designed to relate to the surrounding streets. It uses materials and detailing that feel more

human in scale and connect well with the character of Bree and Castle Streets. The building along Bree Street has been designed to a similar height of the existing building, thereafter, the middle section of the building steps back substantially, thus making the middle and top (shaft) of the building invisible from the pedestrian level. This helps improve the pedestrian experience and the public environment.

- Above this, the middle and top sections are lighter in appearance and more vertical in expression. The use of glass, aluminium fins, and sculpted forms helps the building feel less heavy thereby reducing the perceived bulk.
 - The design strategically locates the taller massing components towards Loop and Strand Streets, which serve as higher order transport routes through the CBD.
 - Strand Street functions as a major movement corridor with wider road reserves and varied building heights, making it more appropriate for accommodating taller elements.
 - Loop Street similarly operates as a mixed-use activity corridor with larger-scale buildings, capable of supporting increased height and bulk.
 - By contrast, Bree and Castle Streets retain lower perceived heights due to the aforementioned setbacks.
 - This results in a graduated height transition across the site, where bulk is concentrated on the more robust urban edges while the finer-grained streets are protected.
 - The building is also fragmented into smaller sections rather than being one solid block. This helps to reduce its overall scale and makes it feel more visually open.
 - Overall, this approach ensures the building reads as a layered and well-composed structure, rather than a single large mass, which aligns with the design guidelines.
- P4: Part of the objective to demolish the existing buildings (other than the façade of the Bergstan building) is to improve upon the currently inactive edges and to activate the public realm. The proposed development incorporates active land uses at the ground levels of the building, with the exception of the Castle Street façade, which is largely designed with services and vehicular access points. However, this has been intentionally designed to maximise the activation of the 3 key street edges (Bree, Strand and Loop Streets).
 - P5: The property is abutted by an existing 60m tall building on the corner of Strand and Buitengracht. The proposed building will therefore establish a taller building cluster in this area and it is acknowledged that this cluster will grow with time as buildings on the opposite side of Strand Street are earmarked to exceed 60m in height.
 - P6: Although the building will largely be utilized for offices, there are other business operations which are proposed on lower levels which will provide a range of land uses available on the property and provide a more 24/hr activity ratio. This is a significant improvement and departure from its current state which is largely used as car sales and servicing, parking, light retail and some old offices on the upper levels which are currently vacant.
 - P7: The site is situated on the edge of the mid-city block. Although the spatial vision of properties on the southern side of Strand Street are to maintain a height of 60m, it is believed that there is good motivation to permit a building to a height of 72m. It is believed that the building has been designed to positively contribute to the skyline of the inner city area.

- P8: The proposed building enhances the streetscape through the incorporation of coordinated landscape interventions, including high-quality paving, planting, street trees and street furniture that complement the surrounding public environment. These elements contribute toward creating an attractive and comfortable pedestrian experience while reinforcing the identity and character of the street. Appropriate setbacks have been introduced between the building edge and the public sidewalk to create a transitional zone between the private development and the public realm. This space has been designed as an extension of the public streetscape. The setback area also provides opportunities for outdoor activity, informal gathering and pedestrian comfort without obstructing movement corridors. The proposed development therefore complies with the policy by creating a high-quality, pedestrian-oriented environment that enhances the public realm, promotes active street engagement and contributes meaningfully to the overall urban character of the area.

It has been demonstrated that the subject property is an appropriate location for the development of a tall building in terms of context. The potential impacts of a tall building on a visual, shadow and contextual scale has been unpacked. The design has responded to these concerns to produce a tall building with a publicly accessible and visually penetrating ground floor which responds to the streetscape. The development also offers additional public inclusion through the inclusion of potential restaurants.

8.1.5 Urban Design Policy

The proposed development has also taken into consideration the various objectives of the City of Cape Town Urban Design Policy and complies specifically with the following relevant objectives:

- *Objective 1: Ensure that development contributes positively to the urban structure of the city to create integrated and legible places and neighbourhoods.*

The proposed development achieves this objective by concentrating active land uses and floor space on the ground floor edges that is accessible to the general public. The placement of an activated building on the erf will contribute to a more defined street edge and a more coherent urban form, rather than a fragmented or underutilised site.

- *Objective 2: Ensure that development contributes to improved quality of the public realm and public spaces.*

The proposed development incorporates active edges at street level by investing in and upgrading surrounding sidewalks and spaces surrounding the development. In addition, the proposed use including commercial activities at street level and will contribute to a heightened activity at street level.

- *Objective 3: Ensure that developments contribute to the creation of safe and secure community*

The proposed development achieves this objective by placing more daily activity on the site, which increases passive surveillance over the street. The building's entrance and active edges are positioned to maintain a visual connection between the development and the public realm, helping to create a safer pedestrian environment. Similarly, the access control will also provide a measure of security to the immediate surrounds.

- *Objective 4: Ensure opportunities and amenities are accessible and people can move about easily and efficiently*

The proposed development will only offer mixed land uses on the lower level of the building. These will not include public amenities, but will offer employment opportunities in a highly accessible area.

- *Objective 5: Promote intensity, diversity and adaptability*

The proposed development will intensify the property and will offer a wider range of land uses than currently available. This application also includes minor flexibility for future land uses to potentially accommodate changing tenants' requirements over time, this will assist with adaptability.

- *Objective 6: Ensure enclosure and positive interfaces onto the public realm.*

Active and positive edges have been included in the building design to enhance the public realm. Concentrating vehicle access points has been considered to limit intrusion into pedestrian zones.

- *Objective 9: Development should respect and enhance the heritage, character and unique identity of the city and its neighbourhoods.*

The proposed design has carefully considered the surrounding heritage context and responds appropriately through its scale, form, architectural treatment, and relationship to the public realm. The development compliments the existing urban character while contributing positively to the streetscape and reinforcing the much needed intensification of the area. By integrating sensitively with the surrounding built environment, the proposal supports the preservation of local character while allowing for appropriate and sustainable urban development.

8.1.6 Transport Orientated Development (TOD) Policy & the Parking Policy

The TOD standard is based on the following urban principles as defined in the City of Cape Town TOD Strategic Framework, March 2016. The objectives of TOD in Cape Town are to promote a compact, well connected, efficient and resilient urban form and movement system that enhances socio-economic efficiency and equality throughout the city.

The proposed development is compliant with the development principles of the TOD strategy for the following reasons;

- The site is situated within a PT2 public transport zone, which affects parking demand and travel behaviour. The City's parking management and TOD policies seek to encourage reduced parking provision in well-served public transport areas in order to reduce private vehicle dependency and support sustainable transport patterns.
- The reduced parking ratio of 2.9 bays per 100m² is significantly lower than the standard office parking ratio of 4 bays per 100m². It is therefore evident that the development will rely on a meaningful proportion of users accessing the site via public and non-motorised transport. This approach is consistent with the City's Parking Policy, which specifically supports reduced parking

requirements in PT1 and PT2 areas to facilitate development while promoting public transport use and reducing car dependency.

8.1.7 The City's Social Development Strategy (SDS) & Economic Growth Strategy (EGS)

The SDS aims to address some of the major social ills affecting growth and development within Cape Town. This strategy is directly connected to the Economic Growth Strategy (EGS) which will also be discussed here. New development within the City should be seen to actively respond to the principles and objectives of the SDS. These overarching objectives of the SDS are as follows;

- To generate income opportunities for people excluded or at risk of exclusion.
- Build and promote safe households & communities.
- Enhance vulnerable persons access to infrastructure and services.
- Promote social integration.
- And to mobilise resources for social development.

The principle strategies of the EGS are as follows;

- Developing a competitive city through institutional changes.
- Provision of the right service and transport infrastructure.
- Work and skills programmes to promote inclusive growth.
- Leveraging trade and sector development.
- Environmentally sustainable growth.

A number of the SDS and EGS strategic objectives are mutually exclusive as social development strategies are often limited by resource availability and economic growth. The proposed development will unlock capital investment in the area, whilst establishing on-going economic opportunities (job creation) for a variety of skills levels.

The proposed development will further establish a number of income-generating opportunities from construction to post-completion with retail and service-related opportunities and therefore can be seen to respond to both the first SDS objective, as well as the EGS principles to generate and promote economic opportunities and resilience.

The proposed development would be estimated to cost in the region of R1.6 billion rands and it is anticipated that the construction phase could last up to 32-months. According to large construction contractors, a contract of this magnitude could provide employment opportunities for up to 1000 direct employees during this construction period. Upon completion, the building could employ an estimated 33 permanent staff to manage the building. Office and retail components of the development will also provide additional employment opportunities.

Although there is no affordable housing component in the building, the development will increase the rates base of the site substantially offering additional resources for city initiatives, whilst providing additional permanent employment opportunities.

9 APPLICABLE LEGISLATION & ADJUDICATION

Section 99 of the By-Law sets out the criteria for deciding on an application.

The application for departures & city approval **complies** with the minimum threshold requirements set out in Section 99(1), given that the proposal is desirable, consistent with the Municipal Spatial Development Framework (MSDF), as set out above.

As the property is zoned GB7, the height departure does not grant the development rights of the next subzone and no floor space departure is required.

Section 99(2) stipulates which factors must be considered when granting an approval of an application on the basis of the requirements in Section 99(1). We submit that the application must be considered for approval for the following reasons:

- (a) The application complies with the approved MSDF and District Plan, which earmarks the property for urban development and intensification. It is noted that the proposed height of the building does not comply with the provisions of the LSDF. However, the motivation for this deviation has been set out under the LSDF section above.
- (b) Although there are a number of departures from the DMS, to permit a tall building, the proposal to establish a tall building on this key site is compliant with the other City development policies and forward planning principles. The proposed development is to comply with the permissible floor space designated to this property and is thus compliant with this fundamental development parameter of the DMS. No bulk departures are requested to achieve this tall building.
- (c) It is motivated that the proposed development will comply with the applicable policies.
- (d) The application is desirable, as contemplated in subsection 99(3) below.
- (e) An application of this nature will inevitably change the existing experiences of surrounding properties. However, there will not be any additional impact on **existing rights** of surrounding buildings in comparison than if a compliant building was being developed. The proposal to establish the tall building is appropriate for the following reasons;

The Height Departure

- The existing rights on the property would permit a floor space of approximately 28 000m². The proposed tall building will unlock these existing rights.
- The building has been setback significantly from Bree Street on the upper levels, to appropriately respond to the Lutheran Church Site, which is of lower scale and height,
- Landscape and design measures will be undertaken to soften the impact of the tall structure at pedestrian level.
- It is noted that the additional height above a compliant 60m would not be experienced at pedestrian level at all. Therefore, the height departure does not impact the local pedestrian experience.
- Similarly, the building has also been assessed at a wider scale and from key positions in the City and it is confirmed that the building design does not impact on any key mountain or other views from key positions.

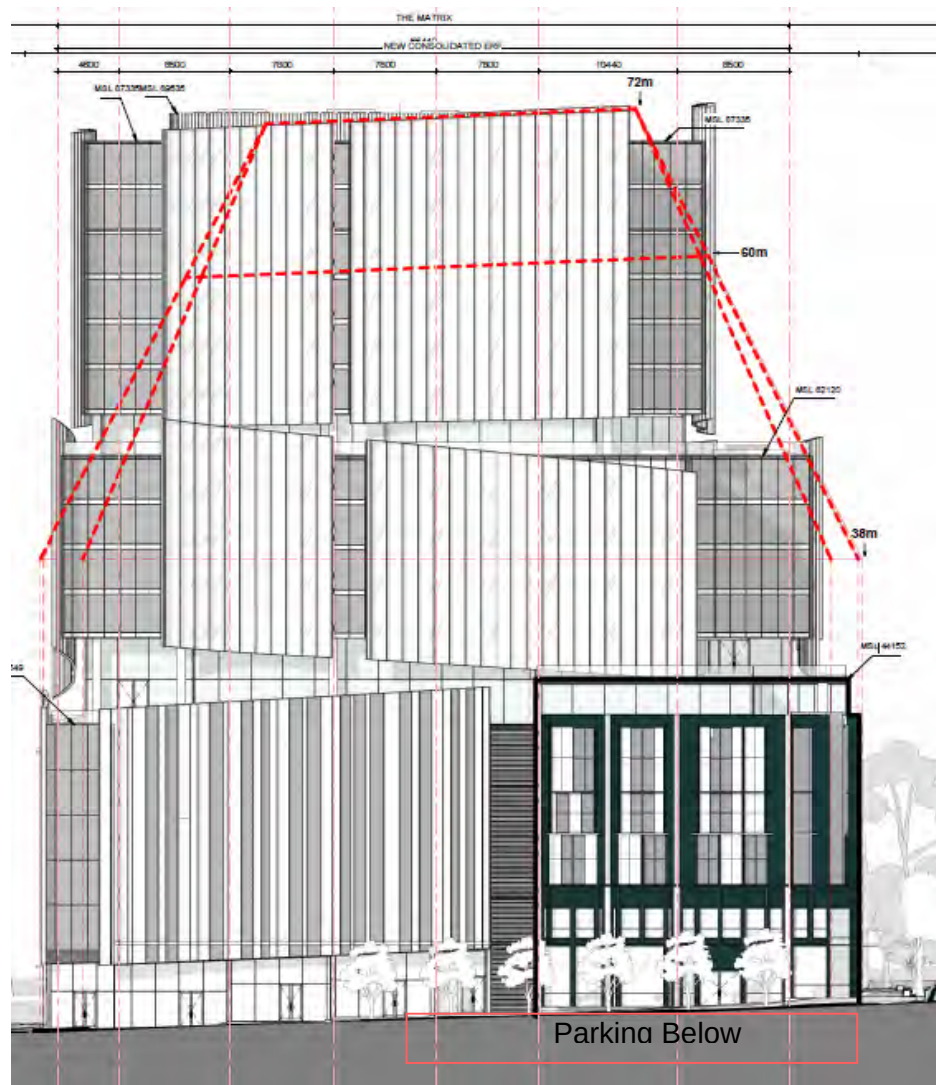
The Building Line Departures

- As the property abuts a Road of Metropolitan Significance, there are 5m building lines applicable. However, as the proposal does not impact on any intended road improvement scheme and therefore this departure would not have any impact on the road network.

- The proposed setback departures occur only above 38m in height and therefore have a limited visual and spatial impact at pedestrian level and on adjoining properties.
- Due to the elevated height at which the departures occur, the perceived bulk and massing from surrounding lower buildings and public spaces is significantly reduced.
- The upper-level departures do not adversely affect the existing development rights of neighbouring properties, as they do not restrict the reasonable future development potential of adjoining erven.
- Due to the surrounding roads, the proposal maintains adequate separation distances between surrounding buildings to preserve privacy, access to light and visual amenity.
- The 15th storey of the building has been designed to setback 11m from Bree Street boundary, and similarly along Castle Street. The upper-level architectural articulation assists in reducing the visual monotony of the tower form and contributes positively to the skyline and overall urban design quality of the precinct.
- The proposal remains consistent with the broader intent of the policy by balancing design flexibility with protection of neighbouring amenity and enhancement of the public realm.
- The limited nature of the setback departures ensures that the surrounding streetscape character and spatial quality of the area are not negatively impacted.

The Parking Setback Departure

- Although parking will be established less than 10m from the street boundary on the ground floor (first storey), this will not have any adverse impact on the amenity of the street.



Strand Street Elevation providing an indication of the parking below the street level

- Due to the sloping site, the proposed parking would in-fact be below the level of the street.
- It is acknowledged that the Castle Street has a less active street façade due to the services required and the vehicular entrance. However, in discussions with the City, it was acknowledged that services are required and that containing these to Castle Street would have an improved outcome for the 3 other street boundaries.

Departure – Metropolitan roads

- The property abuts Strand Street which is a Road of Metropolitan Significance and therefore subject to 5m building lines.
- Buildings along Strand Street are typically closer than 5m to the street boundary and these existing structures do not impact on the functionality or performance of the roadway itself.
- However, the proposed development will setback the building somewhat from the Strand Street boundary, to improve the pedestrian experience along the road.
- Considering that the roadway will remain unaffected and several other properties in the area also have buildings developed closer than 5m to the street boundary, it is not anticipated that this proposal will have any impact on any existing rights.

Departure – Carriageway Crossings

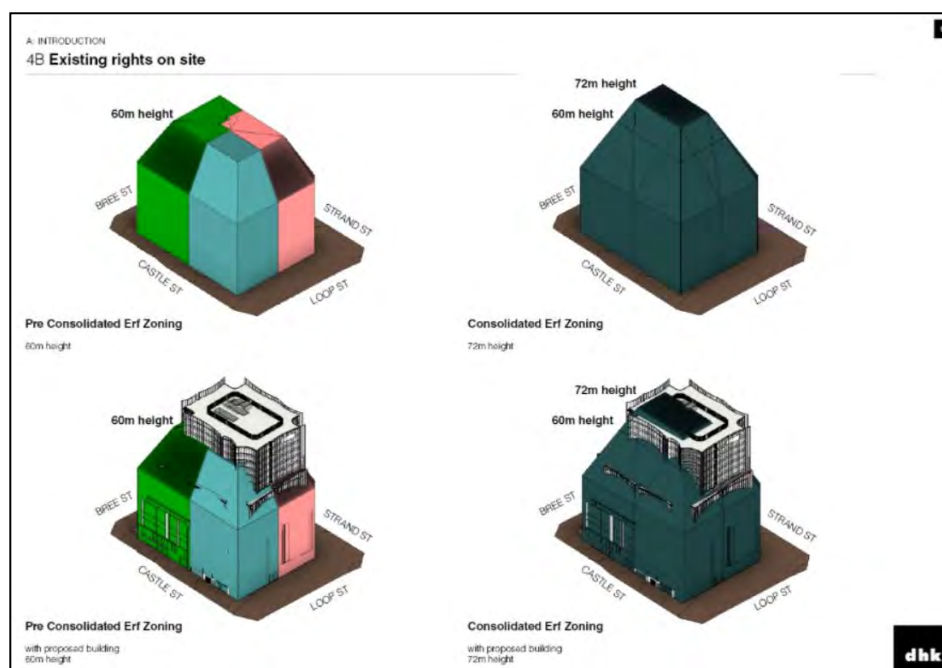
- All vehicular access to the property is taken from Castle Street by way of three carriageway crossings.
- There is a one-way ingress to the basement, a two-way access to the upper parking levels and a one-way egress from the basement.
- A departure is required in terms of Item 140(2) of the DMS to permit the three crossings and for these to be located closer than 12m from each other.
- The approval is motivated on the basis that the property is a consolidated city block abutted by four public streets. Parking is provided over seven levels served by two independent ramp systems which cannot operate off a single crossing. Separating the basement ingress from the egress allows each ramp to operate one-way only, thereby improving the service rate and preventing queues from extending into the street.
- The arrangement will not impact on road users or the surrounding area as Castle Street is the lowest-order of the four streets, carrying approximately 100 veh/hr. By consolidating these erven and creating a consolidated access and egress point, all conflict is removed from the higher order roads; namely, Strand, Bree and Loop Streets and their activated pedestrian frontages remain uninterrupted.
- The proposed crossings comply with the 10m minimum offset from the intersections.
- The access booms are set one vehicle length inside the boundary with license plate recognition control to ensure a smooth inlet of vehicles into the building.
- The TIA concludes that the development will have a negligible impact on traffic operations, with all surrounding intersections continuing to operate at acceptable levels of service.

City Approval

- The re-paving of the sidewalks and landscape features of the road reserve area will improve the visual integration with the materials used in the Inner-City area.
- The landscape features will not obscure any City services, nor will they impact on vehicular movement, but would rather be used to improve the legibility of the pedestrian areas surrounding the building.

(f) Consolidation

- The consolidation of 3 erven enables the redevelopment of an entire city block within the Cape Town CBD. The consolidation is not merely an administrative exercise; it is a necessary planning mechanism to enable a coherent design to establish a rational building with activation of the public realm.
- Importantly, the consolidation does not result in an increase in permissible bulk or development intensity. The total floor area remains constrained by the permitted floor factor, irrespective of whether the property is developed as a consolidated site or individual properties. Consolidation therefore redistributes the permissible development within a unified building envelope rather than creating additional mass.
- From a massing perspective, consolidation will enable the building to be stepped and articulated in response to the surrounding urban context. Rather than producing three independent buildings, each with their own structural and circulation requirements, the integrated design would allow the bulk to be concentrated where it is most appropriate (corner of Strand and Loop) while introducing significant setbacks and modulation elsewhere. The taller components are positioned toward the Strand and Loop Street corner, where the surrounding urban context is characterised by larger-scale development and wider streets, while the building steps down toward Bree Street and the adjacent heritage resources. This graduated transition would be considerably more difficult to achieve through fragmented redevelopment of individual erven.
- All three properties are already zoned GB7 and are subject to 0m common boundary setbacks up to 60m in height. Although the common boundaries between the existing erven would permit the buildings to be 0m along the common boundaries, the street building line setbacks above 38m in height would be $(H - 38) \div 2$. This means that the street setbacks would also have an identical impact on the development envelope if consolidated vs individual properties, as can be seen in the massing model below:



Massing Diagram of consolidation vs individual properties

- The consolidation is desirable for the following planning reasons:
 - ❖ It enables a single, integrated building form rather than three fragmented developments, resulting in a better urban design outcome and a more coherent response to the surrounding streetscape and heritage context.
 - ❖ It allows for the concentration of vehicular access and servicing onto Castle Street, thereby reducing inactive vehicular ramps to the more important pedestrian frontages along Bree, Loop and Strand Streets.
 - ❖ It facilitates the development of a coordinated public realm upgrade, including widened sidewalks, landscaping, paving and active ground floor interfaces on most street frontages, which would be difficult to achieve through piecemeal redevelopment of separate erven.
 - ❖ It supports the City's objectives of urban intensification, economic investment, and the redevelopment of underperforming inner-city properties in a manner that is consistent with the MSDF, District Plan, Urban Design Policy and TOD principles, albeit deviates somewhat from the LSDF.
 - Furthermore, the consolidation will not prejudice adjoining properties or the broader HPOZ. The assessment of height, bulk, setbacks, heritage impact, traffic impact and public realm impact has been undertaken on the basis of the actual proposed development, and those impacts would not be materially reduced if the site remained unconsolidated.
 - Accordingly, the consolidation is considered necessary, desirable and appropriate in terms of section 99(2)(f) of the MPBL, as it enables a superior planning, urban design and public realm outcome without triggering additional floor space rights or resulting in unacceptable impacts on surrounding properties or the heritage context.

(g) Section 7 of SPLUMA

The proposal complies with the development principles set out in Section 7 of SPLUMA in the following ways:

Spatial sustainability, efficiency, spatial justice and spatial resilience:

- The proposal will help to accommodate growth by vertical intensification which will help to limit urban sprawl and to create a more spatially compact city. It is noted that the application complies with the permitted floor space and no bulk departure is required and therefore the proposal remains within the fiscal, institutional and administrative means of the City. This is consistent with the principle of spatial sustainability.
- The proposal will protect prime agricultural and undeveloped land on the periphery of the city by accommodating growth within the existing urban footprint, and will have a positive impact on the environment. This is consistent with the principle of environmental sustainability.
- Although this application would not support spatial justice through the introduction of low cost housing, it will still provide a significant amount of business, retail and office floor space in the most accessible location in the metropolitan area, served by the MyCity, minibus-taxi, cycle and primary pedestrian networks. The employment it will generate would be significant, especially during construction where approximately 1000 temporary jobs may

be established and 33 permanent building staff, in addition to office and retail employment.

- The three existing buildings present inactive edges to the surrounding streets. These are replaced with active ground floor frontages to Bree, Strand and Loop Streets, wider pavements, re-paved sidewalks and landscaping in the road reserve. This proposal will establish public benefits to all users of the city and not only to the occupants of the building. The proposal will optimise the use of existing bulk infrastructure and of the existing public transport investment on the Strand Road corridor, thereby curbing costs for Council, for the developer and ultimately for the general public. This is consistent with the principle of efficiency.
- The proposal requires no rezoning and seeks no land use or floor space rights beyond those already conferred by the GB7 zoning and the CBD Overlay Zone. It therefore recognises the owner's right to develop the site in terms of existing rights. The schedule of primary land uses allows the building to respond to changing tenant and market requirements over its lifespan, and the mix of uses improves the 24-hour activity ratio of the block, reducing the precinct's vulnerability to a downturn in any single sector. The parking levels have been designed so that they can be retrofitted for other uses should parking demand reduce as the City's public transport system matures. The building is therefore able to adapt to future change. By approving the schedule of primary land uses and permitting future flexibility of land uses, the proposal will negate the need for numerous or repetitive land use applications in the future. This will lessen the administrative burden on the City and complies with the principle of good administration.

Section 99(3) deals with desirability and considerations that are relevant to the assessment under subsection (1) of whether, and under subsection (2) of the extent to which, the proposed land use would be desirable. The granting of the application is desirable for the following reasons:

Section 99 (3) Considerations	Discussion of Impact
(a) socio-economic impact;	The proposal to re-develop the existing building and establish a tall building will increase the rates income to the City as well as increase the property values due to the high capital investment into the area. The existing buildings on the site are poorly designed with a lack of activation at street level and are severely underutilized. Re-developing this site will improve the economic opportunities in the CBD, thus reinforcing its position as the Central Economic District. The approval of the application will allow an active street level on 3 street boundaries which will have a positive impact on activity levels in this area. The building will have active land uses on the ground floor which will contribute to increased activities after hours.

(d) compatibility with surrounding uses;	The proposed development is compatible with the surrounding land uses as it supports the mixed-use and reinforces the functioning of the urban inner core. The building design responds appropriately to the surrounding built form through its scale, massing, setbacks and architectural treatment, ensuring a compatible relationship with neighbouring properties and the broader streetscape. The proposed design thoughtfully responds to the heritage indicators provided at the onset of the project and therefore it is believed that the building is consistent with the character of the precinct.
(e) impact on the external engineering services;	The implementation of energy efficiency measures throughout the building will contribute to services sustainability. The property is located in a well-serviced part of the City. No additional floor space is being requested to accommodate the development and the total GLA is 25 689m ² for business premises.
(f) impact on safety, health and wellbeing of the surrounding community;	The proposed development will provide additional activity at ground level and will thus lead to an improved safety through passive surveillance of the public spaces.
(g) impact on heritage;	The proposed redevelopment is assessed as having a moderate but acceptable heritage impact on the HPOZ and surrounding heritage resources, primarily because the significance of the site lies more in its streetscape and contextual role than in the intrinsic heritage value of the existing buildings themselves. While the Bergstan Building retains notable architectural and streetscape significance, the Matrix and Nedbank buildings are considered to have no intrinsic value. The additional height will not alter the existing character of the area as there are existing 60m tall buildings in the immediate surrounds, as well as taller buildings which will be developed along Strand Street over time. The heritage report concludes that the impacts are mitigated through the articulated streetscape design, the podium scaling that responds to surrounding historic buildings, fragmented façades, setbacks, and sculpting of the tower form to reduce perceived bulk and protect key view corridors. The development is therefore considered to maintain the broader heritage character of the Mid-City precinct and integrate acceptably into the ever-changing City Bowl skyline.
(h) impact on the biophysical environment;	The development occurs on an already developed property. The future landscaping measures will improve and soften the urban environment.

(i) traffic impacts, parking, access and other transport related considerations;	No adverse traffic impacts were anticipated during trip generation modelling for the proposed development. The building has been design with a reduced parking ratio (2.9bays /100m2 GLA) with a total of 645 bays. Given that public transport is not yet fully operational throughout Cape Town, some parking is required to sustain reasonable levels of private transport. All parking levels have been developed with substandard ceiling heights; however, they have been designed in a manner where they can be retrofitted in the future for conversion into other uses whereby removing every other slab to make a standard floor to ceiling height. Furthermore, the proposed development will not impact on any proclaimed road widening schemes.
(j) whether the imposition of conditions can mitigate an adverse impact of the proposed land use.	It is anticipated that a number of conditions will be imposed to effectively manage the development proposal and to reduce the potential impact on the surrounding area, such as; transport & infrastructure, heritage resources and landscaping measures. It is also anticipated that the conditions would make provision for future flexibility in terms of the land uses permitted within the building, as set out in the schedule of primary land uses in this report. Any future physical works would remain subject to the approval processes of the City of Cape Town. As the proposed development is compliant with the permitted floor space requirements as per the DMS, the development is seen to be acting upon existing land use rights, notwithstanding the height departures.

10 CONCLUSION

In conclusion, the following points must be highlighted in support of the application:

- The proposal is consistent with Council Policy where an appropriate increase in land use intensity is considered to be acceptable as part of the current development goals within the City.
- The proposal presents a better utilization of the existing urban fabric with vertical intensification being much more sustainable than horizontal spread.
- The proposed re-development of the existing urban fabric is considered to be good practice as far as the use of scarce resources is concerned.
- The proposed building scale is consistent with the surrounding urban fabric, which does include existing 60m tall buildings. The building has been assessed from various key vantage points around the City and it has been demonstrated that the tall building will not impact on the key views and will positively contribute to the City's Skyline.
- The proposal incorporates the existing heritage resources on the property in a manner which is economically and socially viable.

- The height departure is considered appropriate in the context of a better design for the building and a more appropriate building form in terms of urban design. The setback departures are inconsequential when the allowed development envelope is considered.
- The property is being developed within the permitted floor area as allowed by the zoning.
- The re-development of functionally obsolete buildings should be promoted in order to sustain a vibrant city center and enable property owners to respond to market needs. This proposal will achieve these aims within a contemporary architectural envelope.

Accordingly, we submit that the application should be considered for approval.

TOMMY BRÜMMER TOWN PLANNERS

The Matrix

CAPE TOWN CBD
MARCH 2026

DESIGN MOTIVATION FOR NEW MIXED-USE BUILDING

contents

A **Introduction**

- 1 Project brief

B **Site analysis**

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- 2 Micro cbd context
- 3 Existing Erven
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- 5 Zoning rights plan
- 6 Zoning rights
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- 8 Proposed & approved building heights
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C **Design concept**

- 1 Design approach

D. **Visual impact assessment**

- 1 Streetscape elevations
- 2 Key views of site
- 3 Visuals of proposal in city context
- 4 Comparison of permitted envelop to proposal



A

Introduction

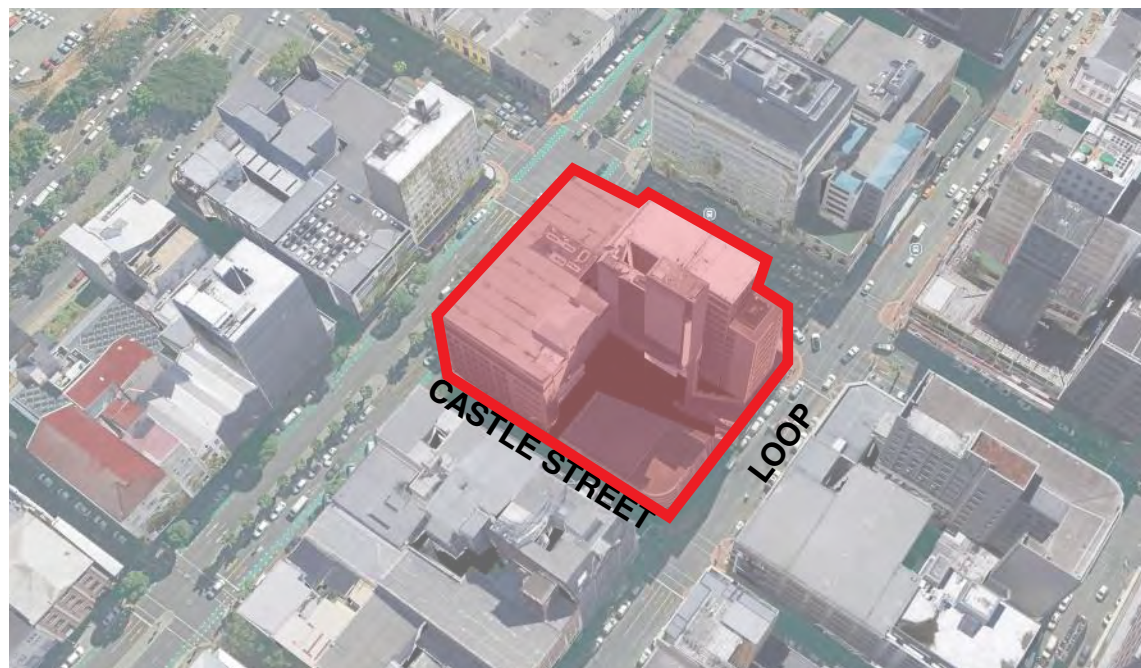
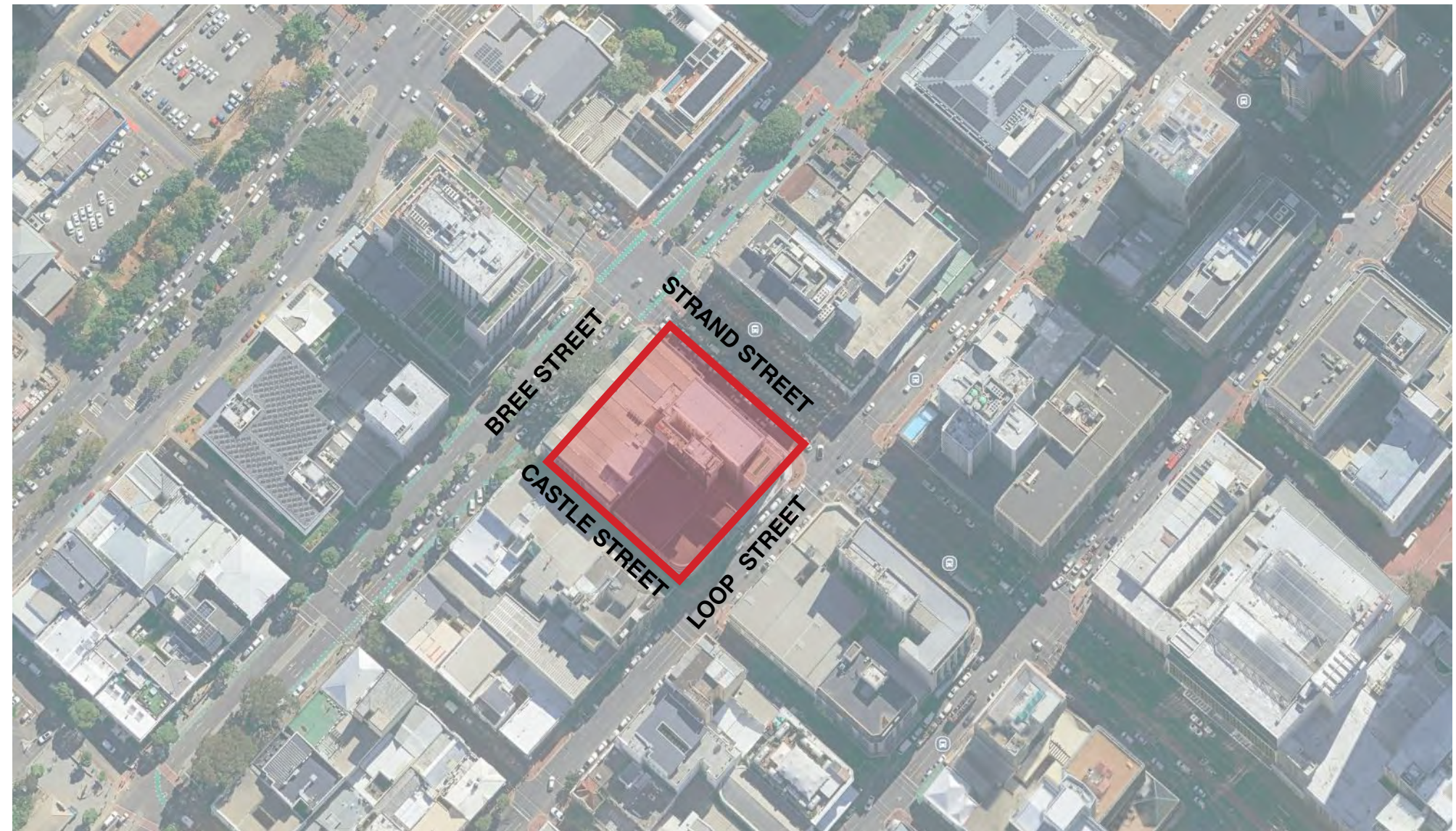
A: INTRODUCTION

1. Project brief

The development brief, prepared by Boxwood Property Fund, calls for the design of a distinctive, viable mixed-use development that represents a contemporary architectural response appropriate to a prominent site within Cape Town CBD.

The subject city block is bounded by Strand and Buitengracht Streets to the north, and Loop and Castle Streets to the south. The proposal entails the demolition of three graded heritage buildings located across multiple erven, which are intended to be consolidated into a single development site to facilitate the construction of a unified building.

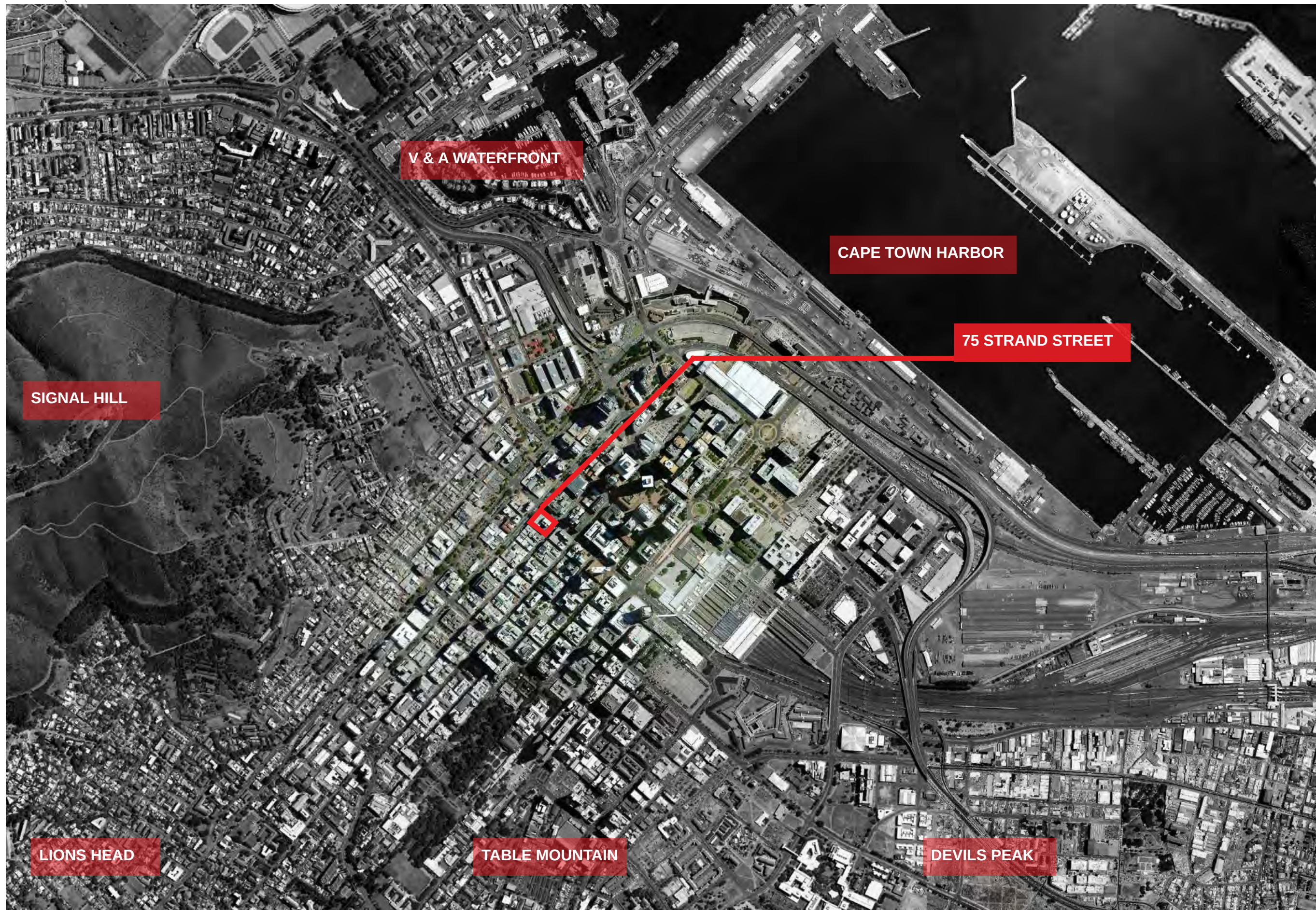
In light of the high land value associated with this location, the project seeks to address viability constraints through the optimisation of bulk and height. The design approach is therefore required to achieve a level of architectural quality and contextual sensitivity that would support approval from the relevant land use management



B

Site analysis

1 Macro context - broad city bowl



2 Micro CBD context

Site Location

Loop Street is an iconic retail and office lined Cape Town Street which extends from the Harbour right across the City Centre terminating in Buitensingel Street, Gardens.

Bree Street is a key historic corridor within the Cape Town CBD, distinguished by its fine-grained urban fabric, consistent street edge, and concentration of late 19th- and early 20th-century buildings. Bree street reflects the layered evolution of the city through a mix of conserved structures and adaptive reuse interventions. In urban design terms, its narrow plot rhythm, active ground-floor frontages, and pedestrian-oriented scale foster a vibrant public realm, making it a notable example of how heritage context and contemporary mixed-use development can be successfully integrated.

Castle Street is a historically significant east-west route within the Cape Town CBD, closely associated with early colonial development and anchored by its proximity to the Castle of Good Hope. It is characterised by a relatively narrow carriageway, continuous building edges, and active ground-floor uses, although it is generally quieter than nearby primary routes. Its scale and historic fabric reinforce a strong sense of enclosure and pedestrian legibility within the inner city grid.

Strand Street is one of the oldest and most historically significant routes in the Cape Town CBD, originally aligned with the early shoreline of the city. From a heritage perspective, it reflects multiple layers of urban development, with a mix of early commercial buildings, later 20th-century structures, and sites of historical importance. In urban design terms, Strand Street functions as a major vehicular corridor, characterised by wider road reserves, varied building heights, and less consistent street enclosure than finer-grained streets nearby. Despite this, its scale and historical alignment contribute to its importance as a structuring element within the city grid and a connector between key parts of the CBD.



3 Existing Erven

The SDP application is for a design proposal on a number of erven which will need to be consolidated.

These are:

No 73 Strand Street (Erf No. 1239)

Grosvenor Motors / The Matrix is a concrete framed building 8 storey building (basement + 7)

No 50/50A Loop Street (Erf 9451)

The Nedbank Building is the tallest building in the block, this is a 14 storey concrete framed building.

No 52 Loop Street (Erf 169833)

The Bergstan Building is a 5 storey concrete framed building built in the international style dating back to 1937. The curving facade facing onto castle and loop is the notable feature of this building.

All three buildings have been graded as 3C however, Heritage practitioner Claire Abrahamse has confirmed that they no longer retain any significant heritage value.



4 Existing rights on site

All three sites are currently zoned as General Business 7 (GB7).

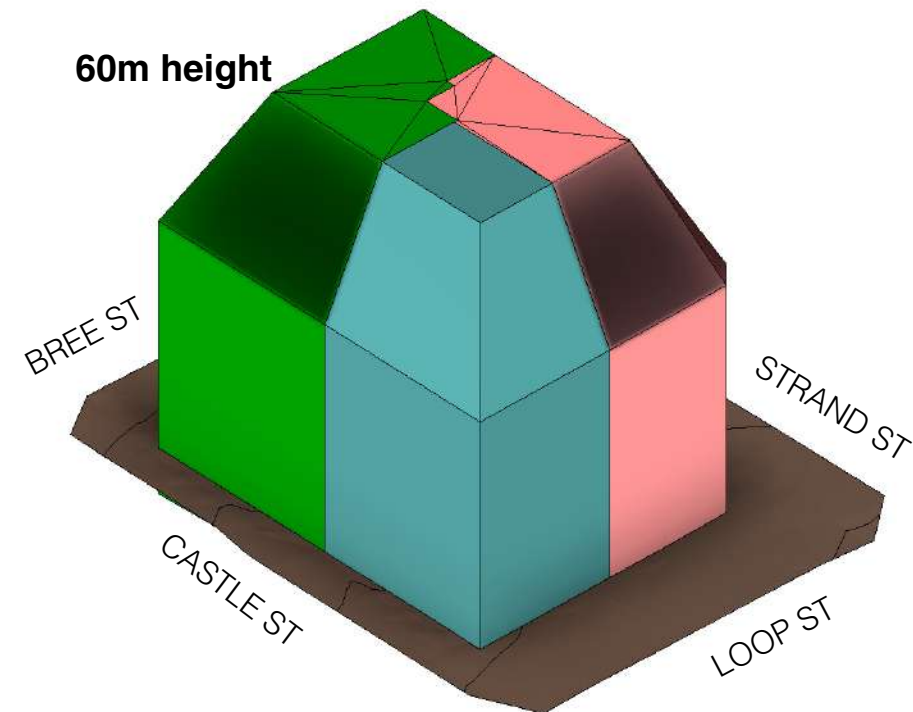
Floor Factor:	9	(28 359m²)
Permissible Coverage:	100%	
Permissible Height:	60m	
Setbacks:		
Street boundary:	0m up to 38m 0.5(H-38m) above 38m	
Common:	0m	

- Site Areas
- No 73 Strand Street: 1483.87m²
(Erf No. 1239)
 - No 50/50A Loop Street: 957.1m²
(Erf 9451)
 - No 52 Loop Street: 708.82m²
(Erf 169833)

Total Site Area:	3151m²
Permissible Bulk:	28 359m²
Proposed Bulk:	26 698m²
Permissible Height:	60m
LSDF Height:	60-72m
Required parking bays:	0
Proposed parking bays:	652 (Total)
Standard parking bays:	588

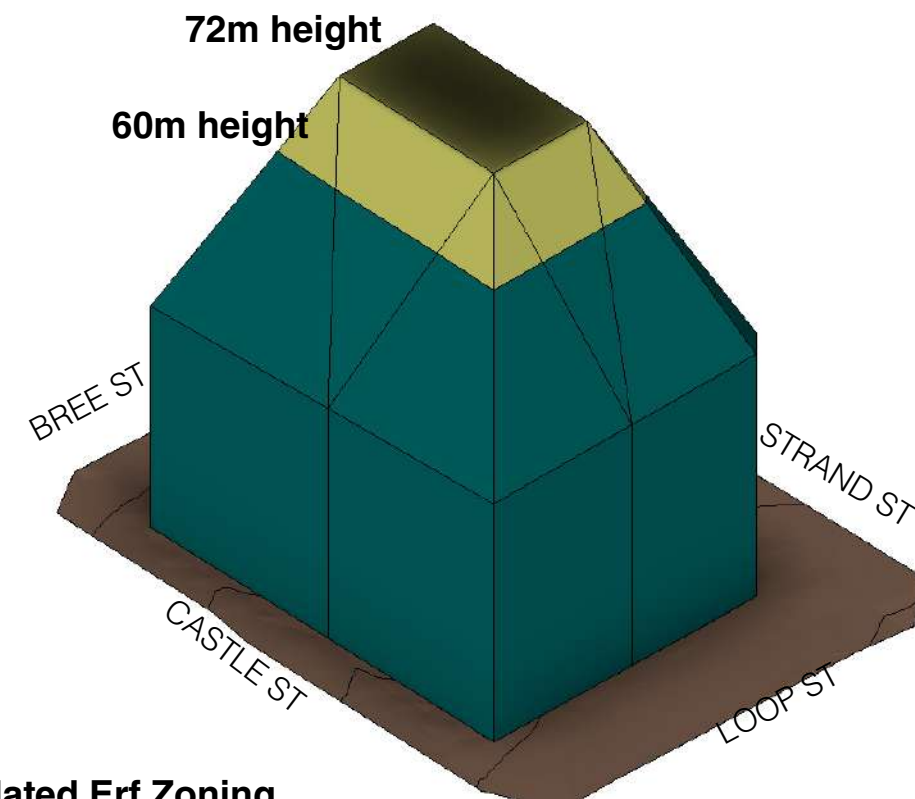


4B Existing rights on site



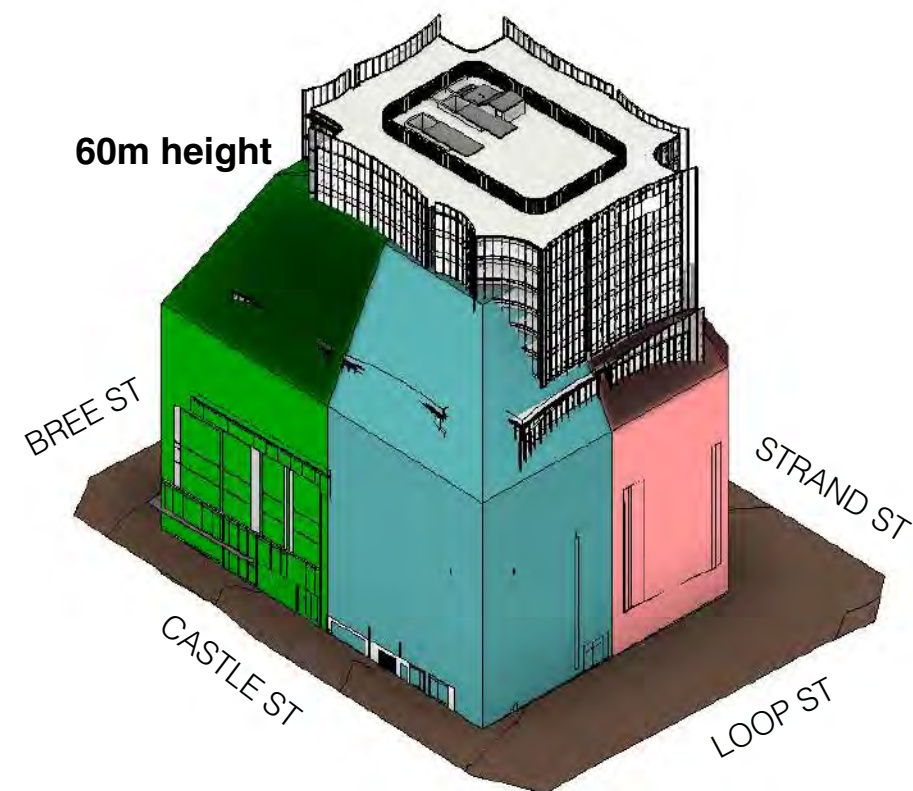
Pre Consolidated Erf Zoning

60m height



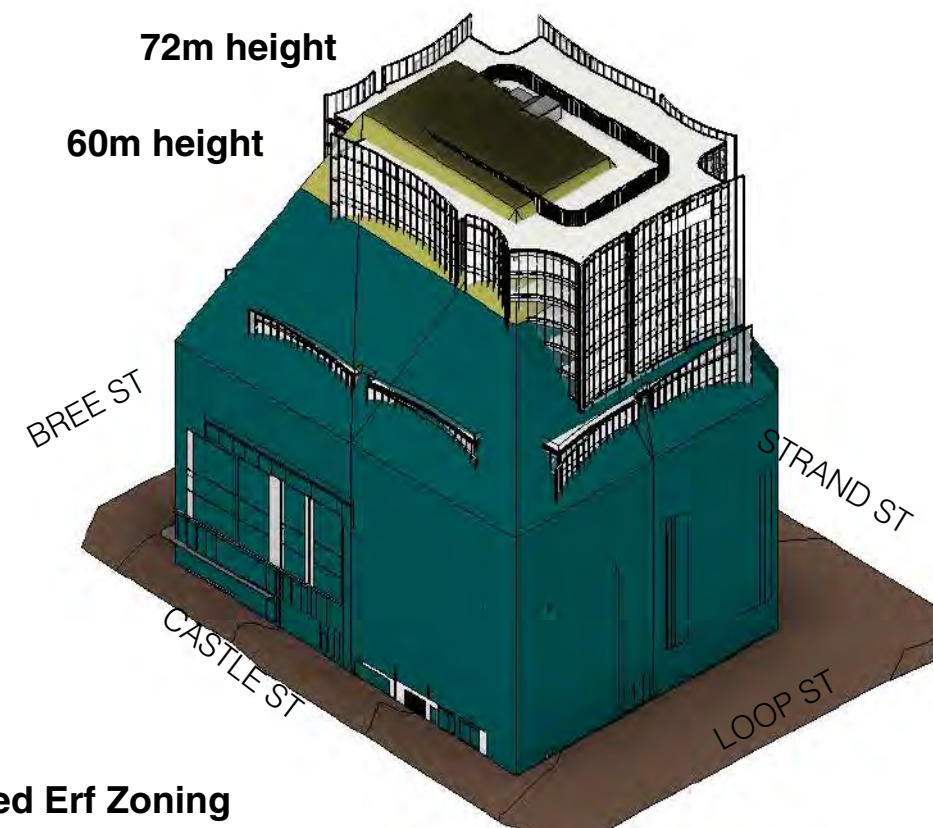
Consolidated Erf Zoning

72m height



Pre Consolidated Erf Zoning

with proposed building
60m height



Consolidated Erf Zoning

with proposed building
72m height

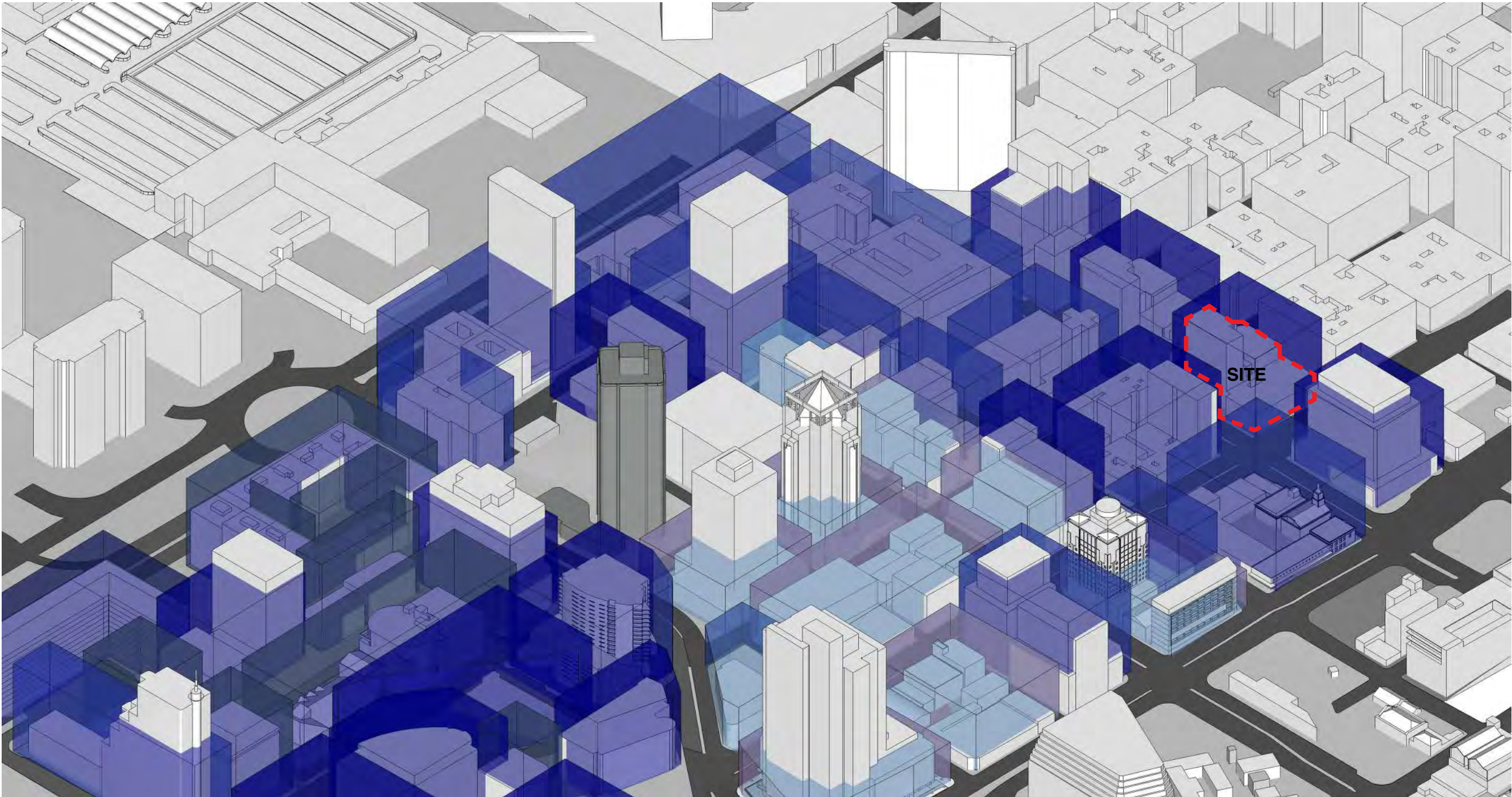
5 Zoning rights plan



Zoning rights plan



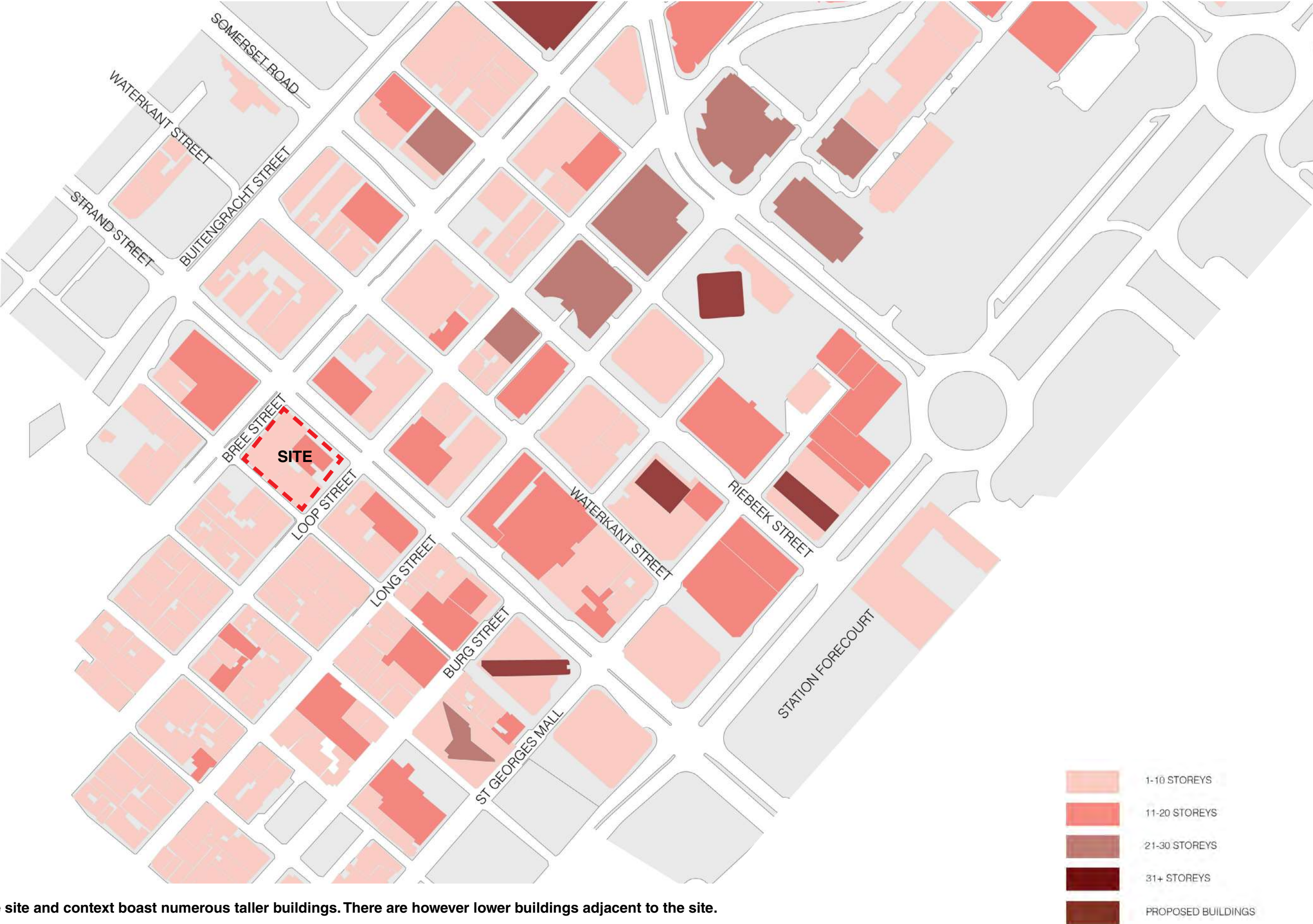
6 Zoning rights



3D zoning map highlighting buildings zoning envelope.



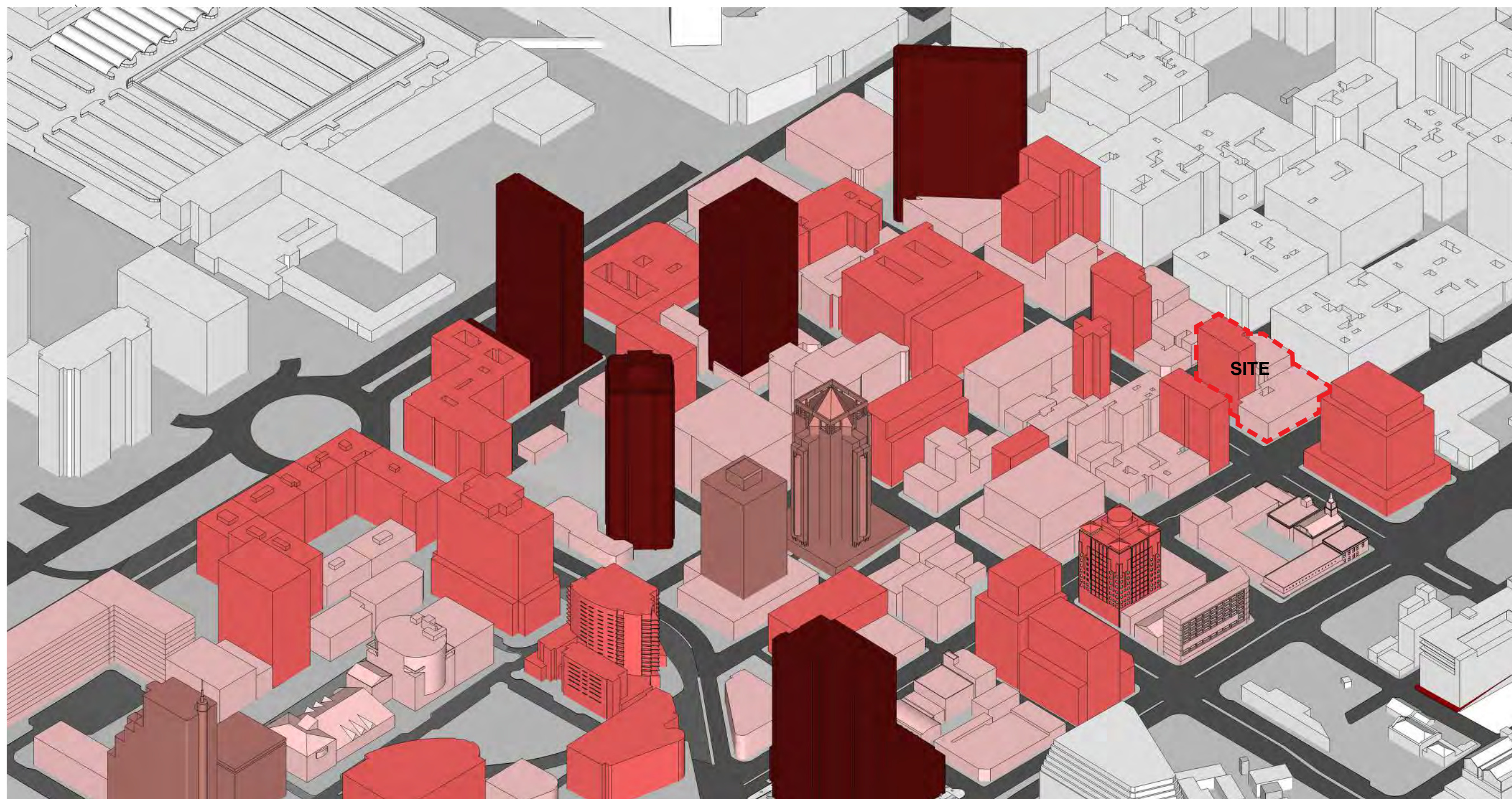
7 Existing building heights plan



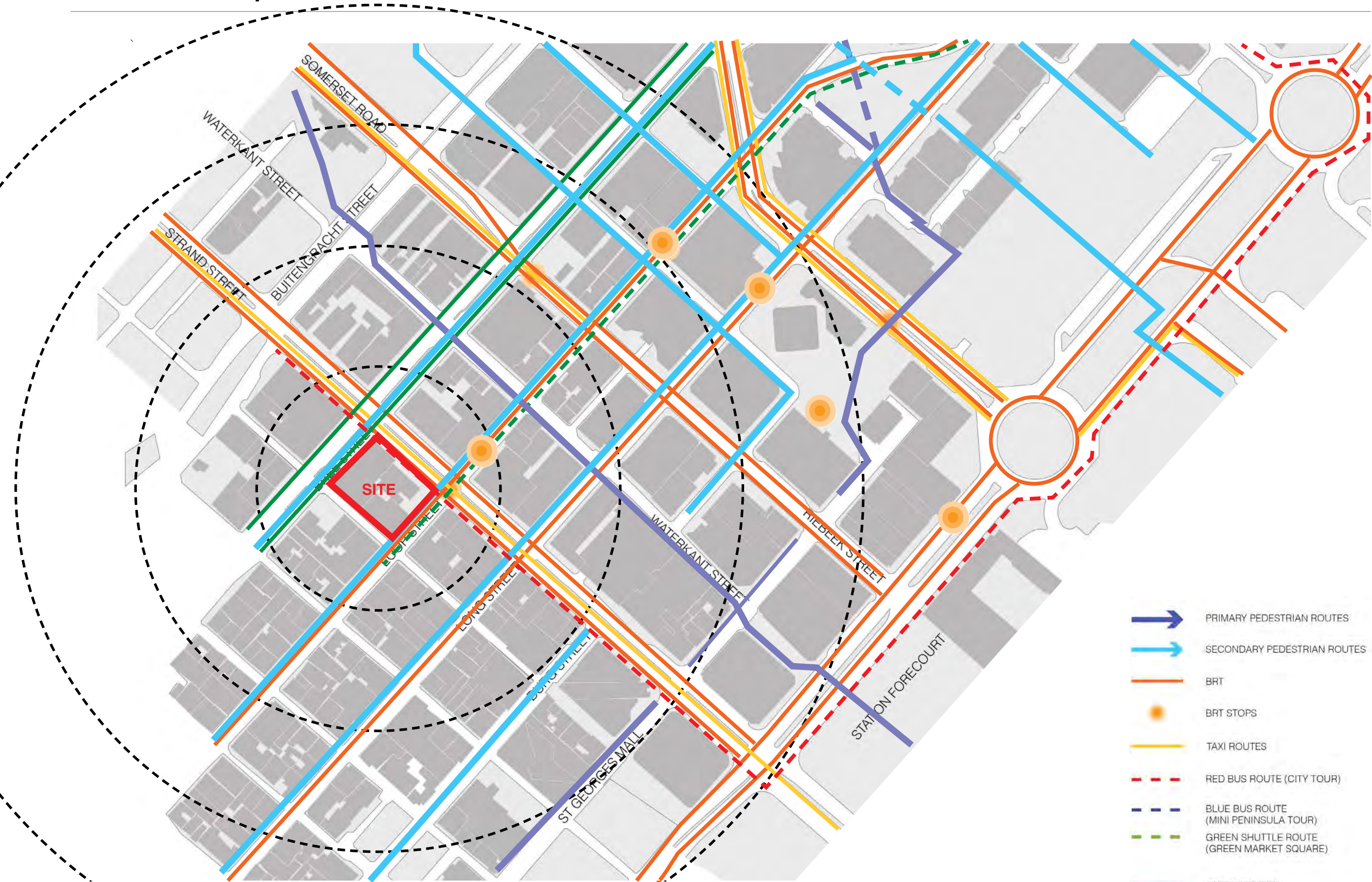
The site and context boast numerous taller buildings. There are however lower buildings adjacent to the site.



8 Proposed & approved building heights



9 Modes of transport



Transport links

Extremely good transport links with cape town train station & taxi rank less than a 5 minute walk from site. Both Loop and Riebeeck street are on the Myciti bus route.

10 Vehicular movement



11 Site context

The built context surrounding the proposed development is extremely varied in terms of:

Height

Huge variation from over 113m of The Souther Sun Hotel House to 81 Bree Street which is 2 floors (approx 8m)

Scale / Massing

Varies from solid massing of lower to Mid height buildings where total footprint is used to taller buildings on large floor plates where building scale is more slender.

Facade treatment

Primarily Painted Plaster in the lower to Mid Height Heritage Buildings. The Mid height more recent buildings have pre-coloured finish or Pre Cast Panels. Windows primarily horizontal band windows.

Street Level Activation

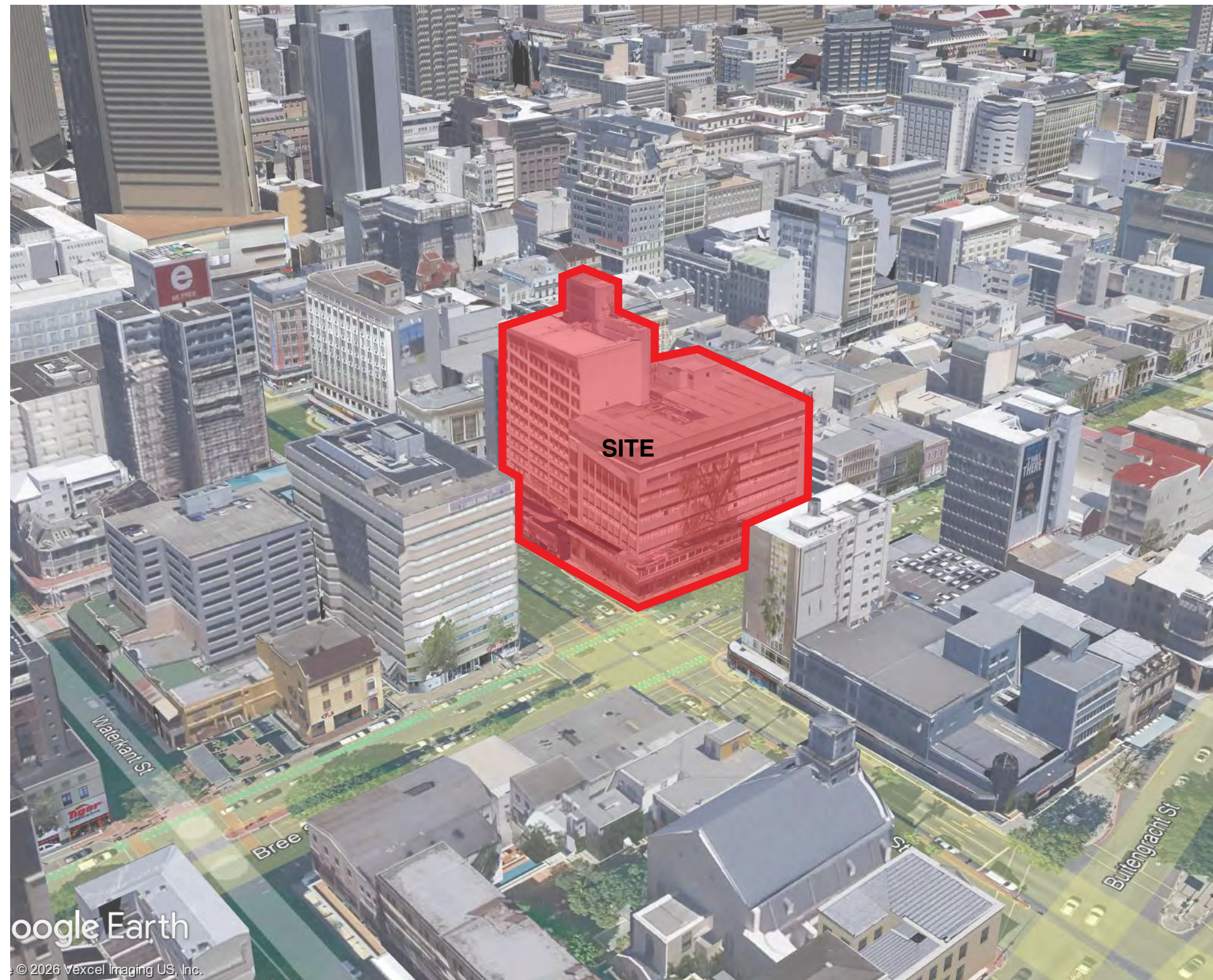
Bree street has highly activated street edges which enhance the public realm. It is also an example of positive “tactical urbanism”—where an ordinary city street is temporarily (and increasingly permanently) redesigned to prioritise people over cars. Castle Street represents a more incremental, mixed-use and indirect form of activation shaped by land use, movement, and urban context.

Loop Street understood as a linear mixed-use activity corridor, where movement, commerce, and everyday urban life overlap continuously along its length.

Strand Street functions primarily as a high-movement urban corridor, where activation is shaped by transport, scale, and economic intensity, rather than pedestrian-focused design.

Building Use

Primarily Retail on Ground level and office above.

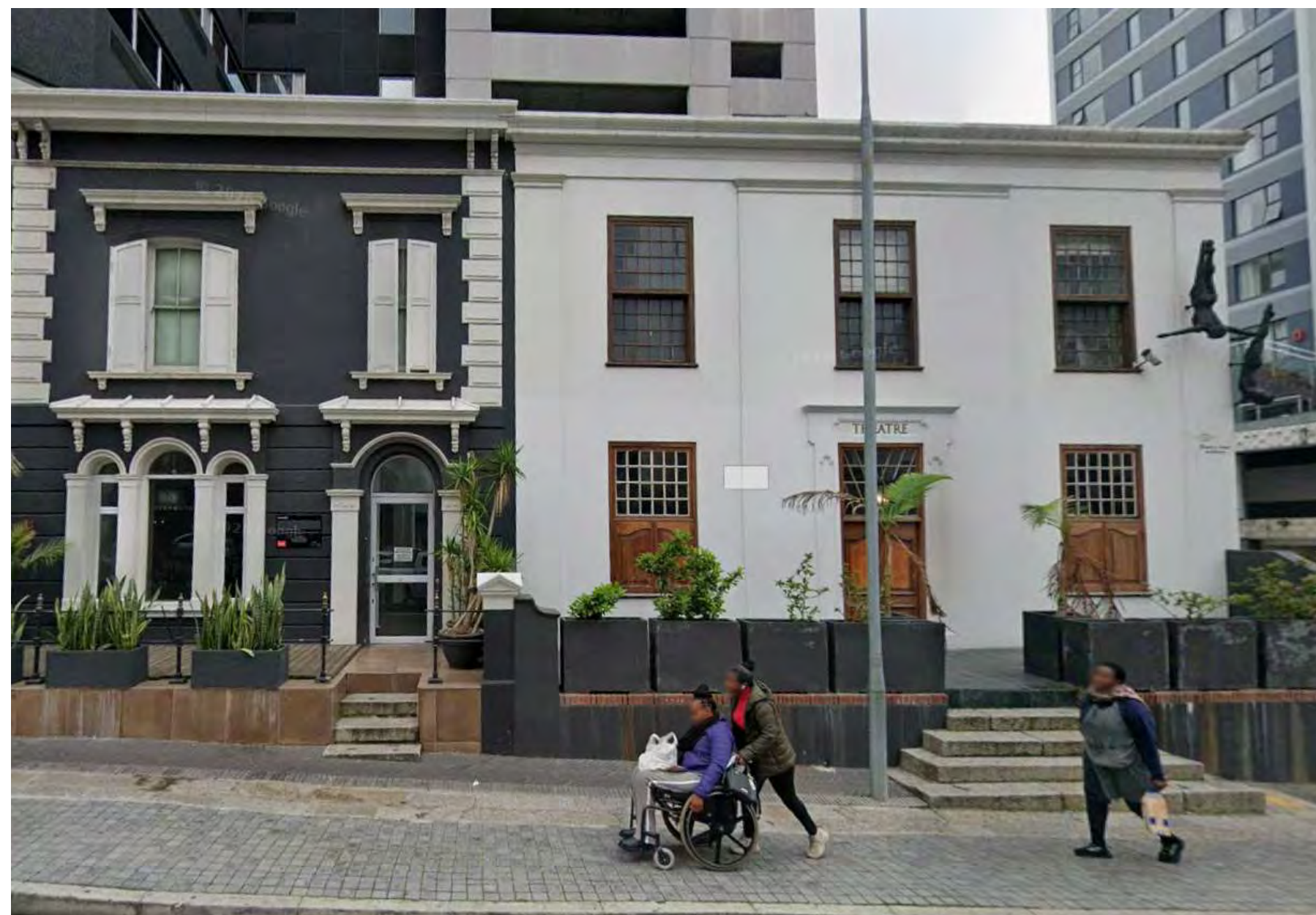


12 Immediate site context



80 Strand across Strand Street to the north

12 storey building directly over the Road on Strand Street



Corner of Strand and Loop Streets

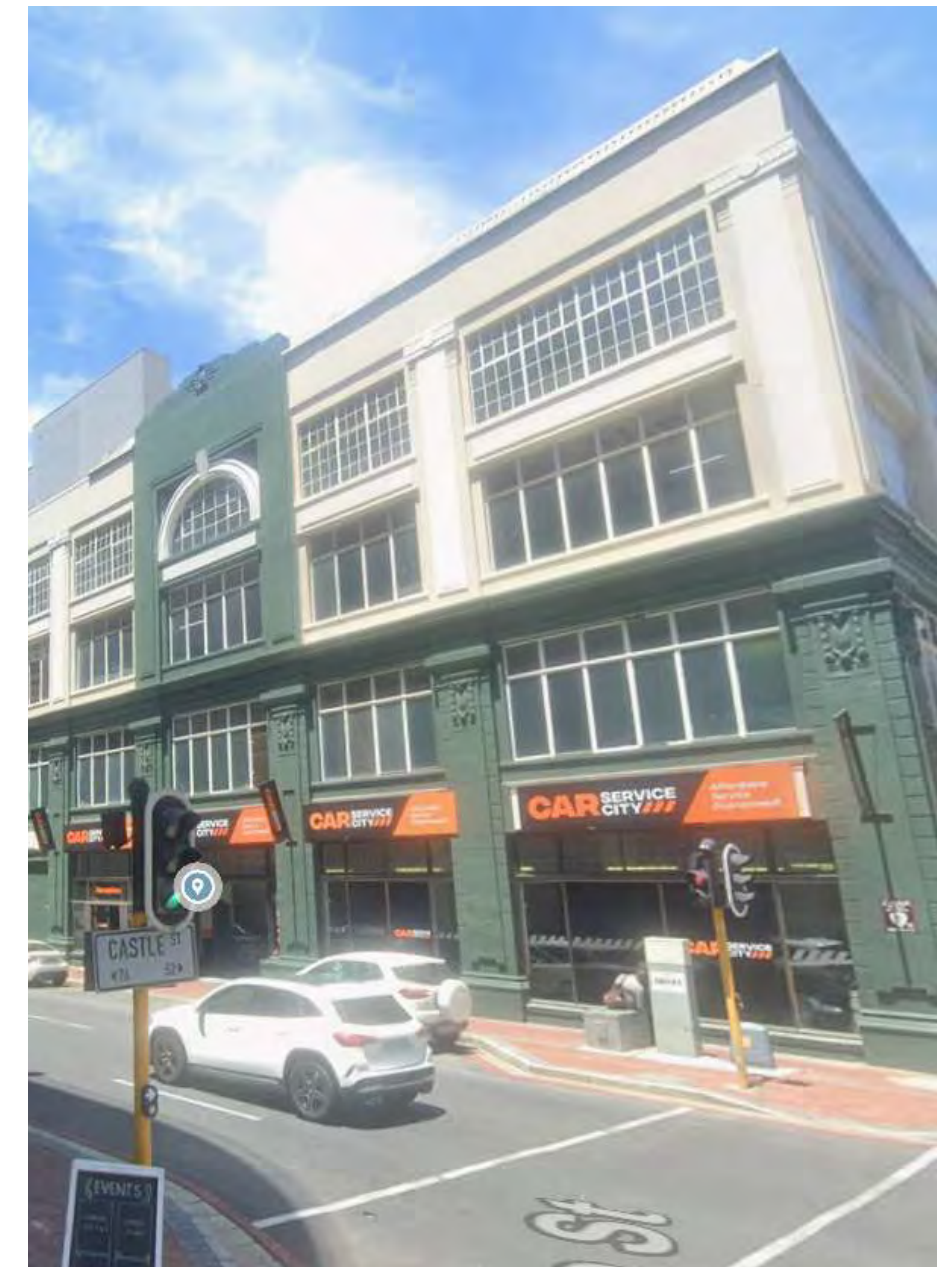
2 Storey Heritage Buildings on smaller sites, not extending back

12 Immediate site context



Corner of Loop & Strand Streets

An ensemble of buildings at different scales with the corner Heritage building being 3 levels and then stepping up along Strand Street



Corner of Loop Street and Castle Streets

4 Storey heritage building on the corner of Loop and Castle

12 Immediate site context



Corner of Castle & Loop

This is a 7 storey heritage corner building with classical detailing and a modernised ground floor, combining historic architectural character with contemporary street-level activation on Castle Street.



Corner of Castle & Bree

5 storey building that combines a historic, solid lower façade with a modern, vertically articulated upper addition, creating a layered architectural contrast that reflects the city's blend of heritage and contemporary development.

12 Immediate site context



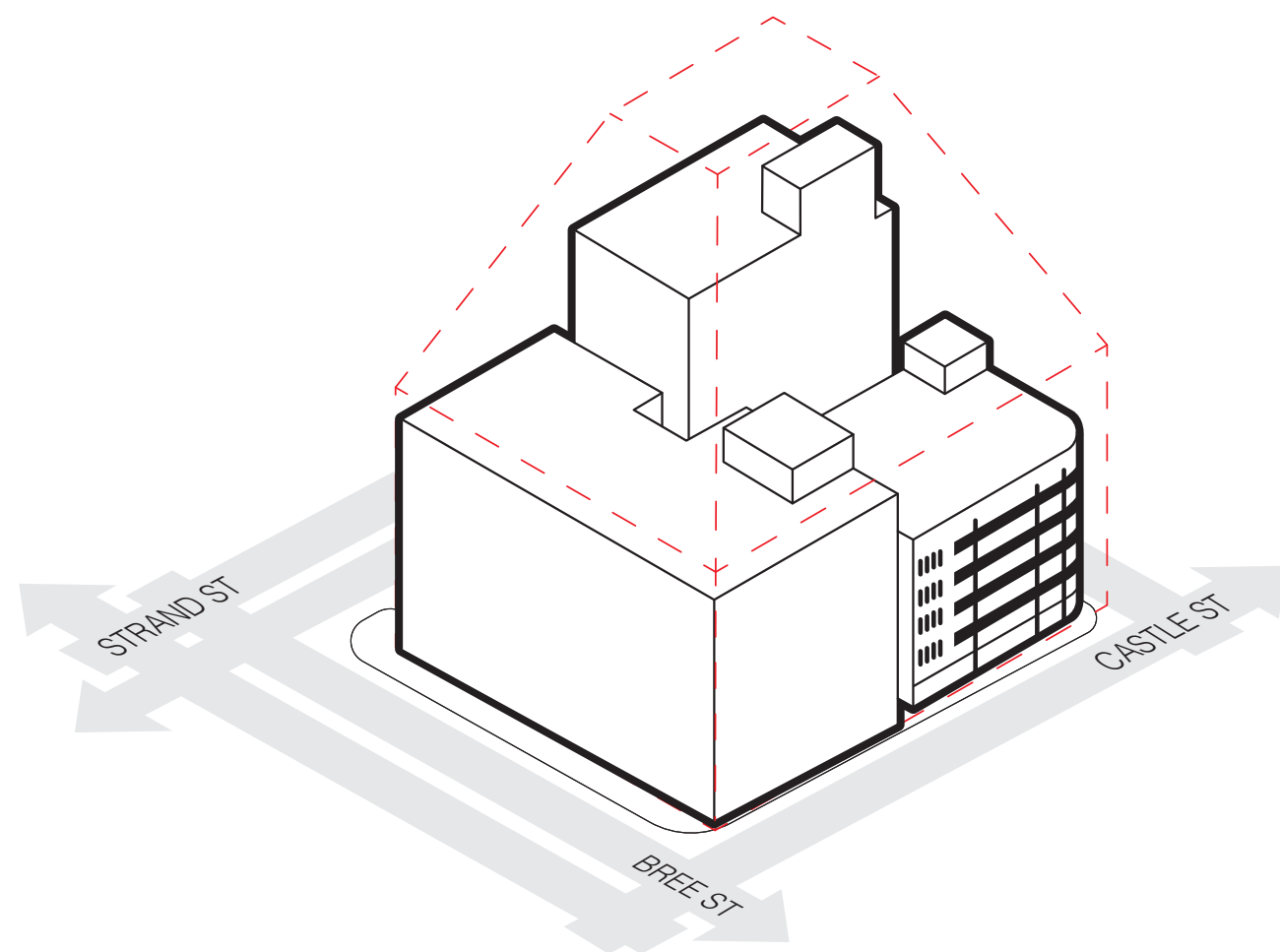
Corner of Castle & Bree

This is a contemporary mid-rise mixed-use building defined by vertical façade articulation and a strong street edge, contributing to Bree Street's evolution into a dense, active urban corridor.

C

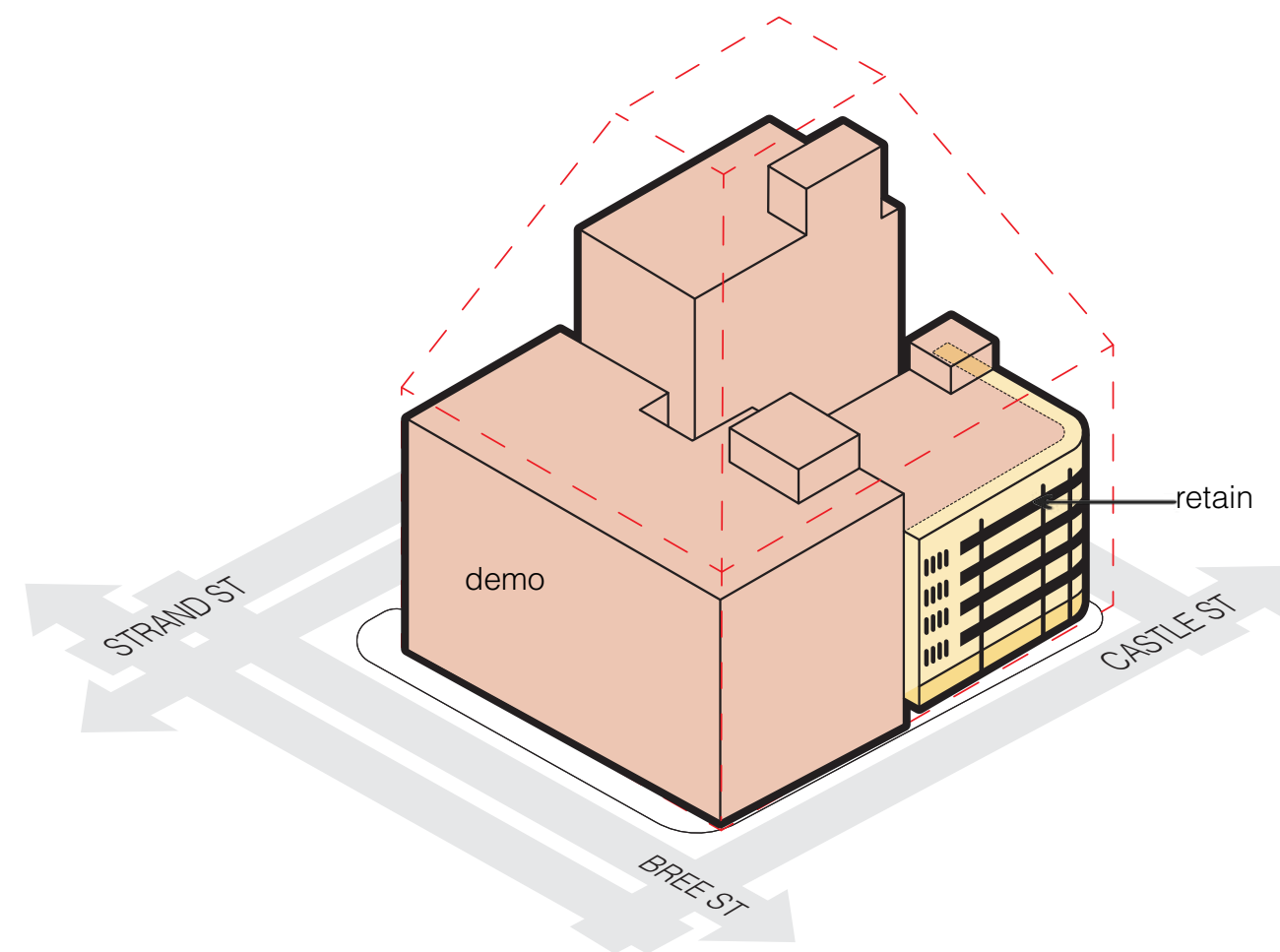
Design concept

1 Design approach



Existing Structures

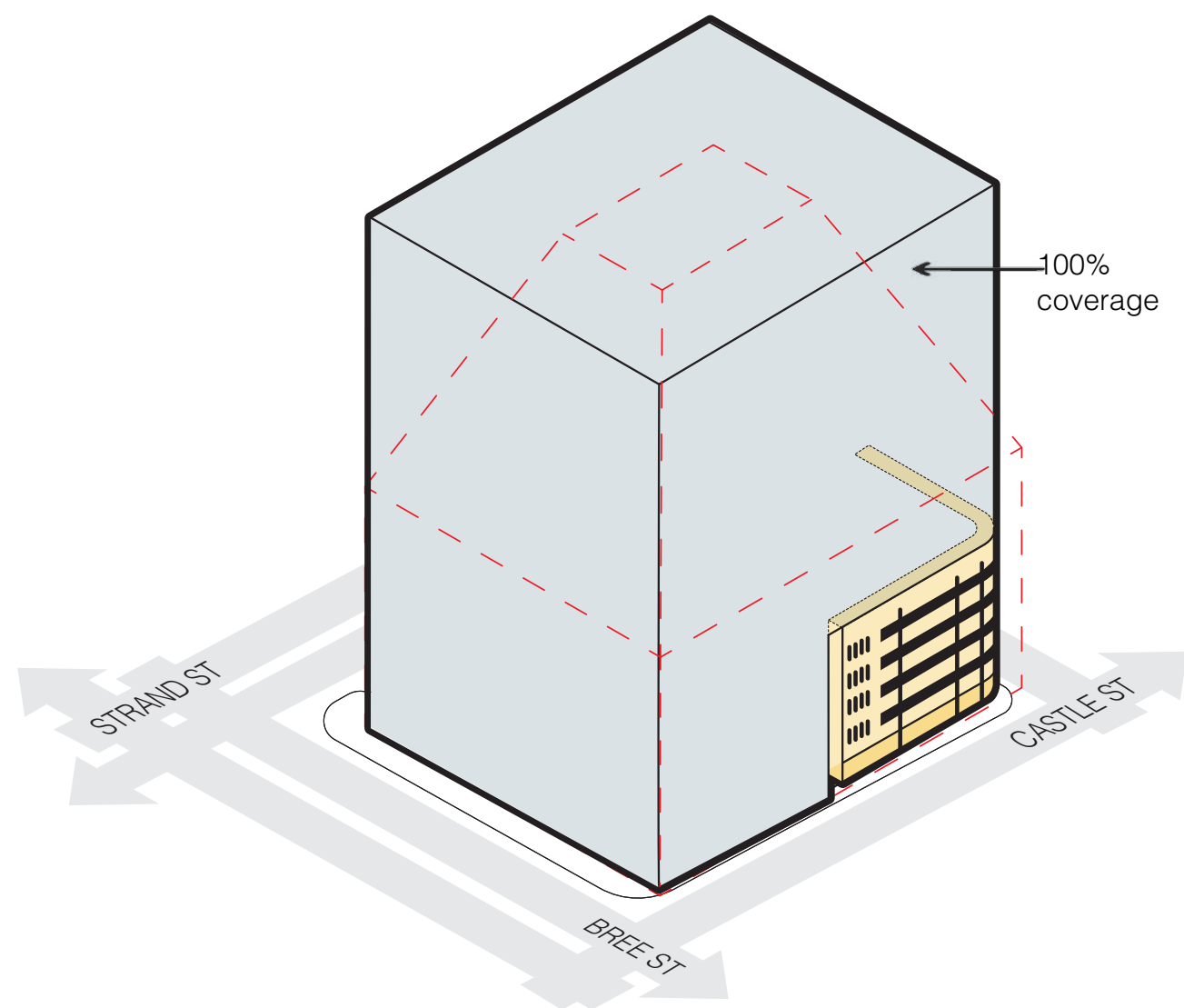
3 structures graded 3C buildings on site



Structures to be demolished

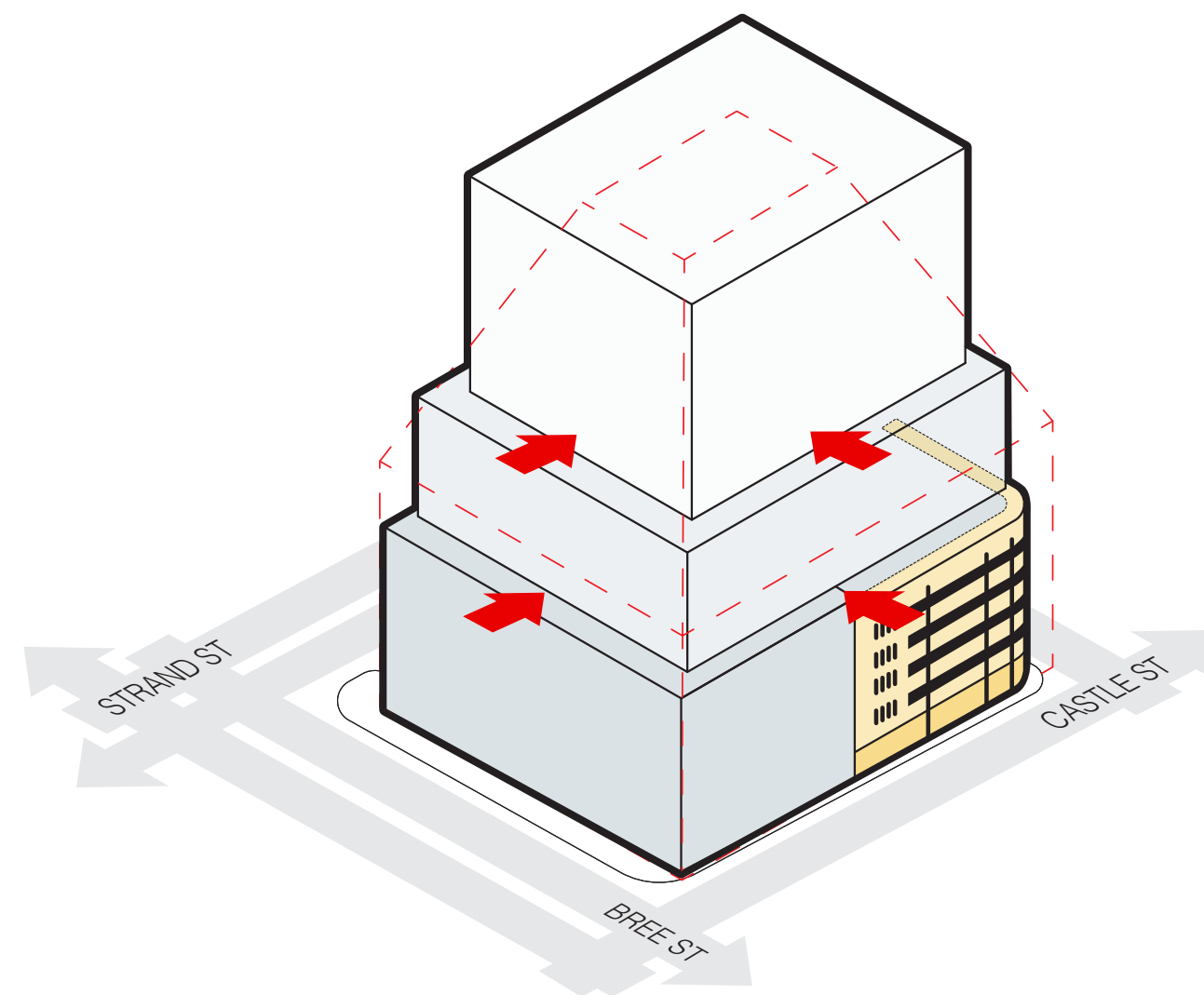
Existing structures to be demolished.
Only facade of Bergstan Building is to be retained

1 Design approach



Coverage

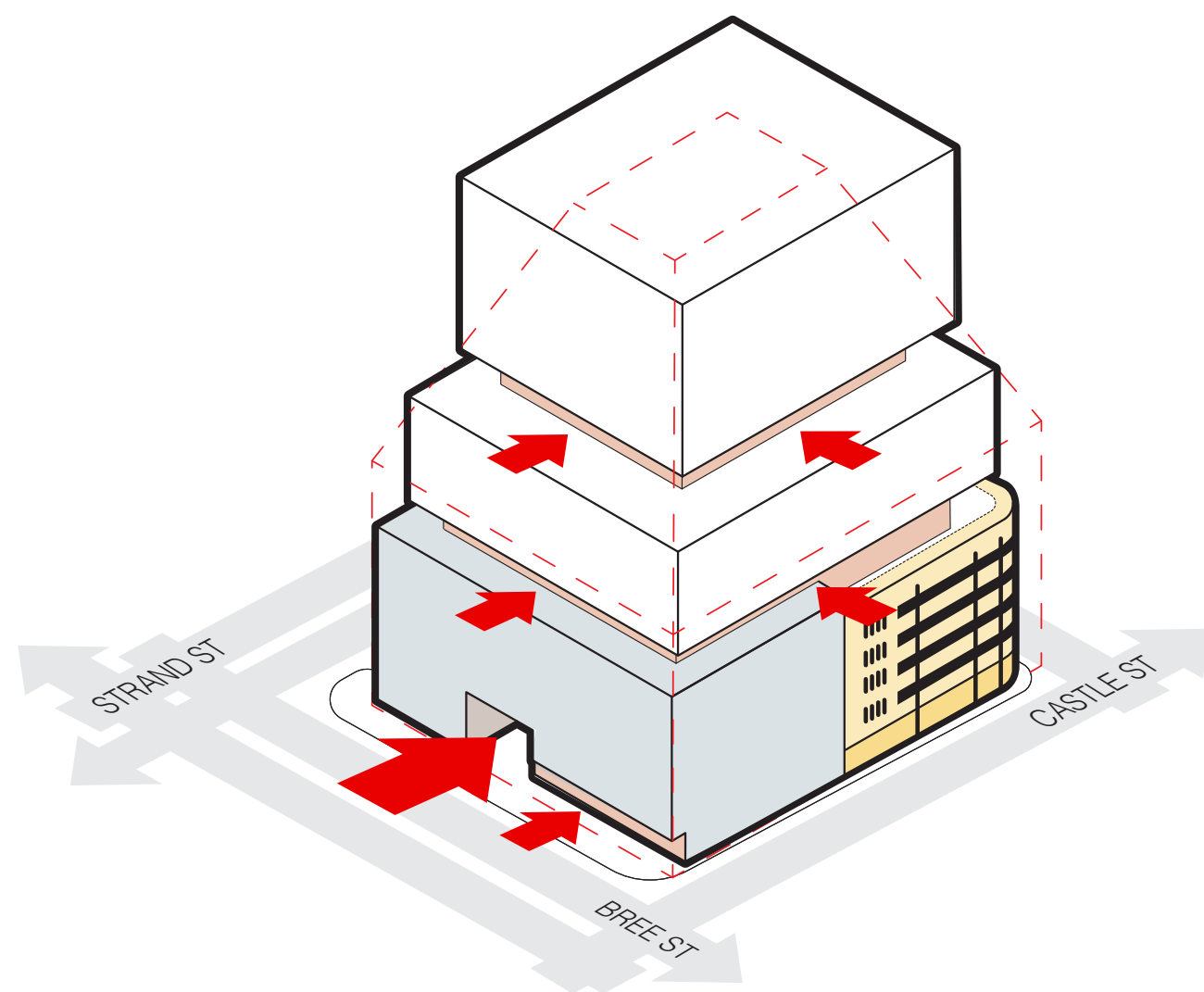
New massing inserted into site alongside existing retained Bergstan facade reflects 100% coverage of 3 erven.



Setting-back of mass

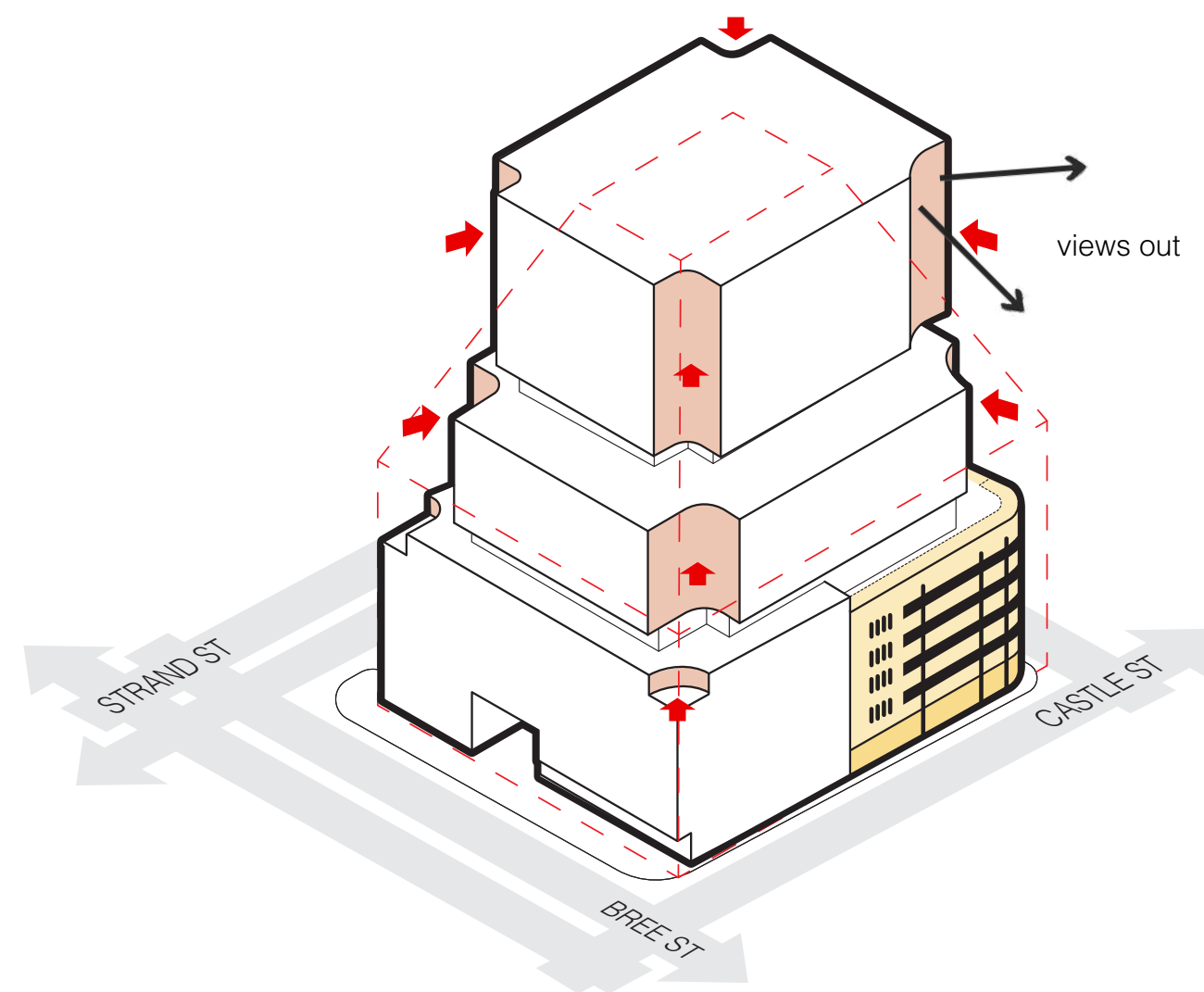
Setting-back of mass into a clear 'base', 'middle' and 'top' as informed by the zoning rights and permissible bulk. Mass steps away from Bree and Castle streets.

1 Design approach



Separation of masses

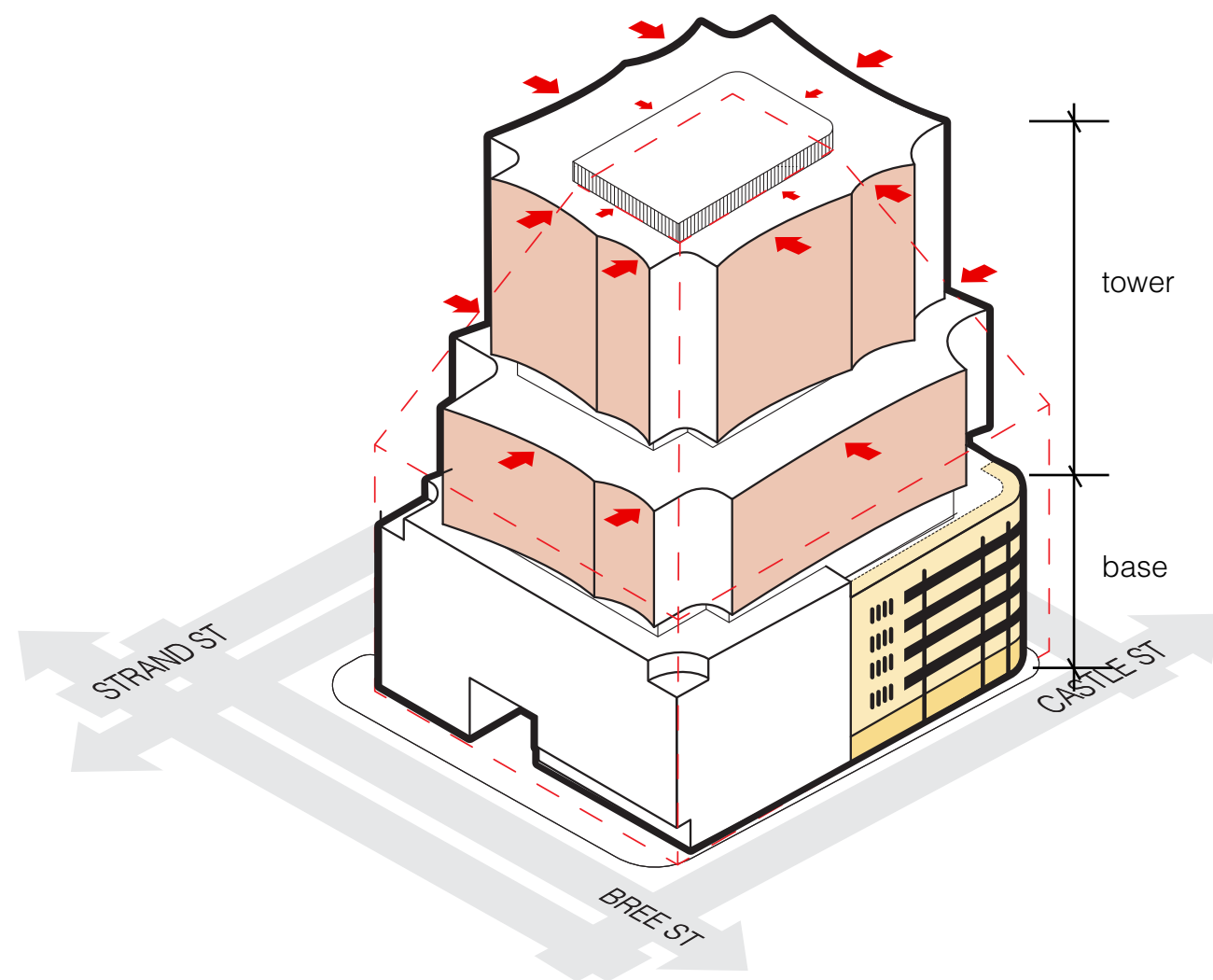
Further articulation of the 3 forms in response to pedestrian movement in, around and on the building. The form creates safe human scaled overhangs that invite pedestrians to interact with the form. Terrace - levels - recesses at junctions



Eroding of corners to reduce mass

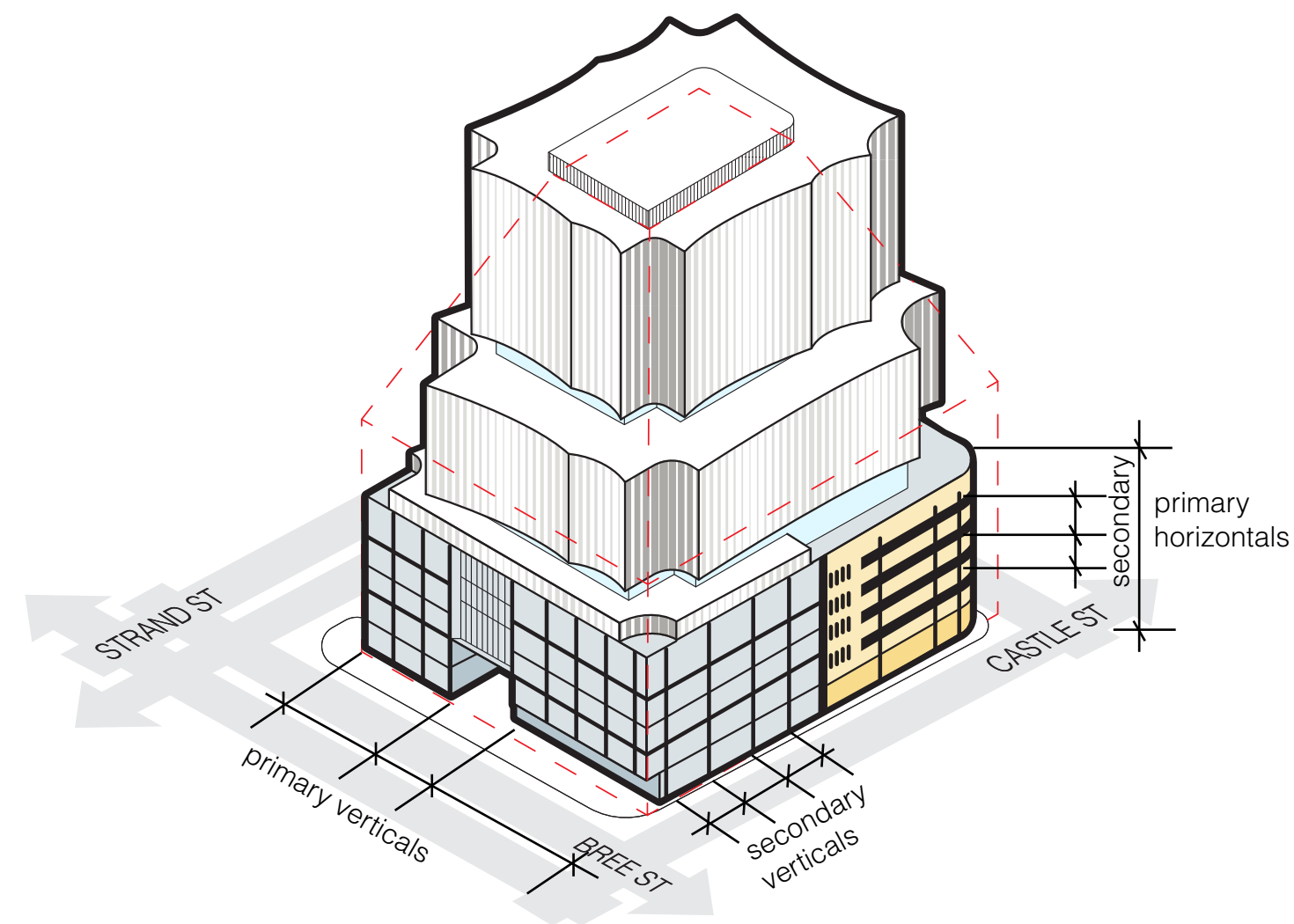
Verticality enhanced.
Orientation toward primary views.
Setting-up of facade typologies.

1 Design approach



Articulation of Facades

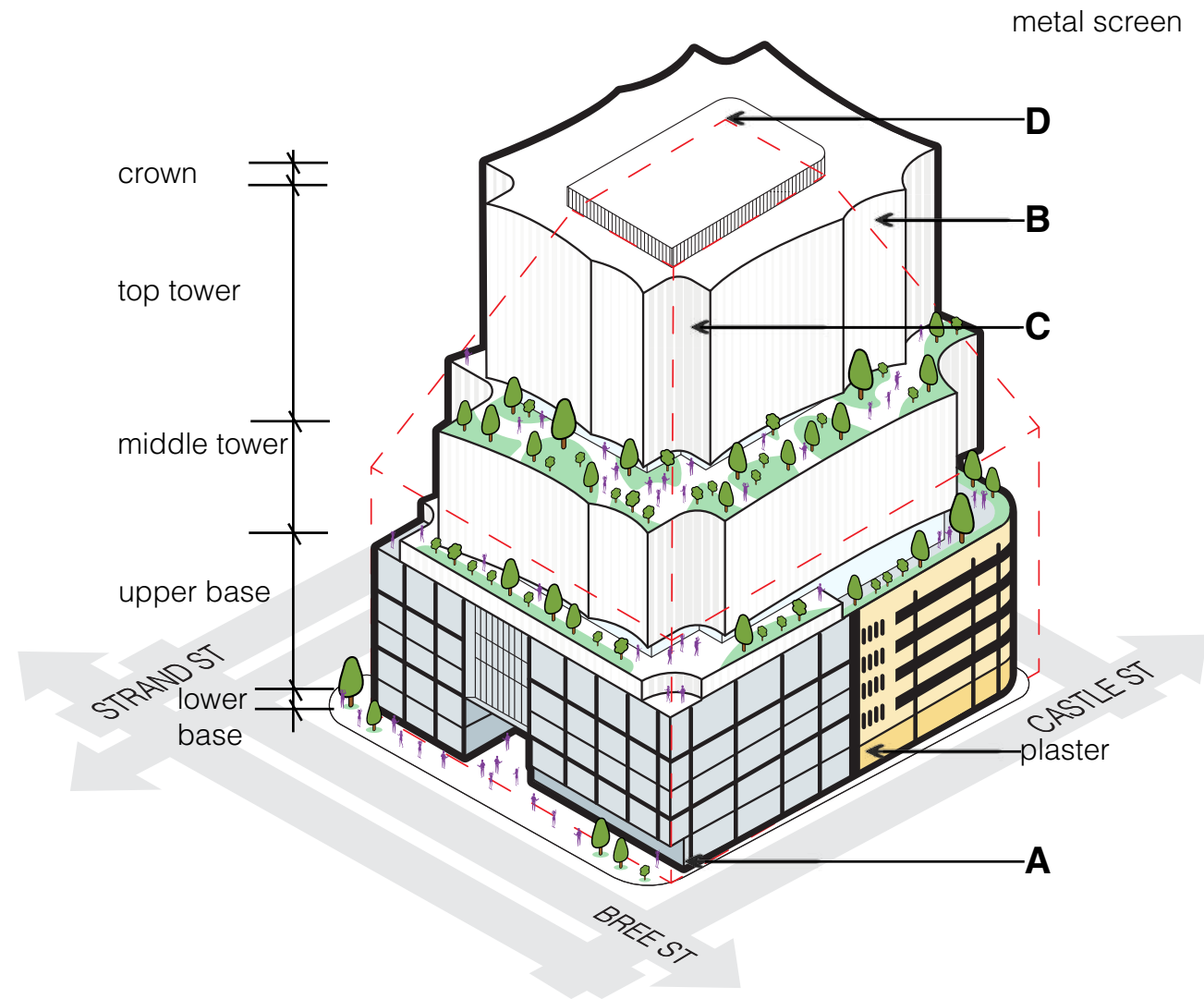
Further articulation of the facades in response to the experienced mass as perceived from street level.
 Shape of scallops formed by curved facade.
 Lightness, dynamic, intrigue, play of light,
 Clear distinction from base



Materiality- facade treatment

Consideration of materiality in order to appropriately distinguish a clear base, middle and top.
 Primary and secondary verticals
 Base with urban grain and datums

1 Design approach



Facade treatment

Articulate of base from tower.

Base **(A)**: articulated facade elements (plaster, masonry, ceramic)

Tower screens **(B)**: unitized performance glazing with pronounced vertical aluminium fins

Tower corners **(C)**: flush glazed

Lower Base (stories 1 and 2):

Both insitu and high performance concrete create the solid base which has been carefully sculpted to respond to and activate the public realm.

Upper Base (stories 3-8):

The parking levels will be a hybrid of pre-cast concrete fins articulated into various segment sizes to break down the scale in an attempt to relate to the buildings along Bree Street and pay tribute to the previous erven. Between the fins there will be a mix of glazing and perforated aluminium panels to allow natural ventilation of the car park.

Middle and Top (stories 9-22):

Aluminium and glass cladding both integrated & peeling away from the primary mass assisting in creating a delicate form with a suggestion of weightlessness. Chiaroscuro has been employed in the glazing with silvery / white glass juxtaposed against the darkened corners to decay the overall form and create the impression of slenderness.

Fragmentation of Building Mass

To prevent the proposed 22 story tower building having too dominant a mass it has been broken up into a series of smaller volumetric massings which have then been further sculpted to create an exciting, dynamic sculptural form. This is also in response to the challenge presented by having 6 floors of structured (17.35m high) with a 13 floors of office above that. This approach of fragmenting or breaking up of the building form assists in mitigating the “parking podium” facade seen in many other buildings across the city.

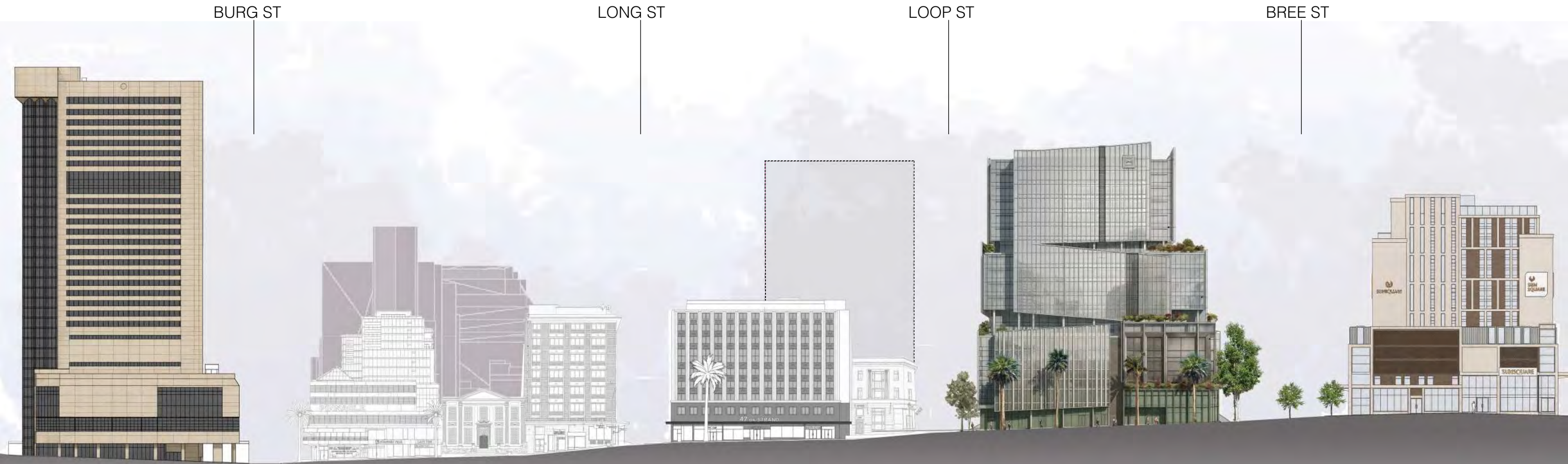
The programmatic stratification has intentionally been exaggerated by further stepping back the ascending forms to create a scale more conducive to the surrounding buildings and streetscape.

D

Visual impact assessment

1 Streetscape elevations

Strand St Elevation



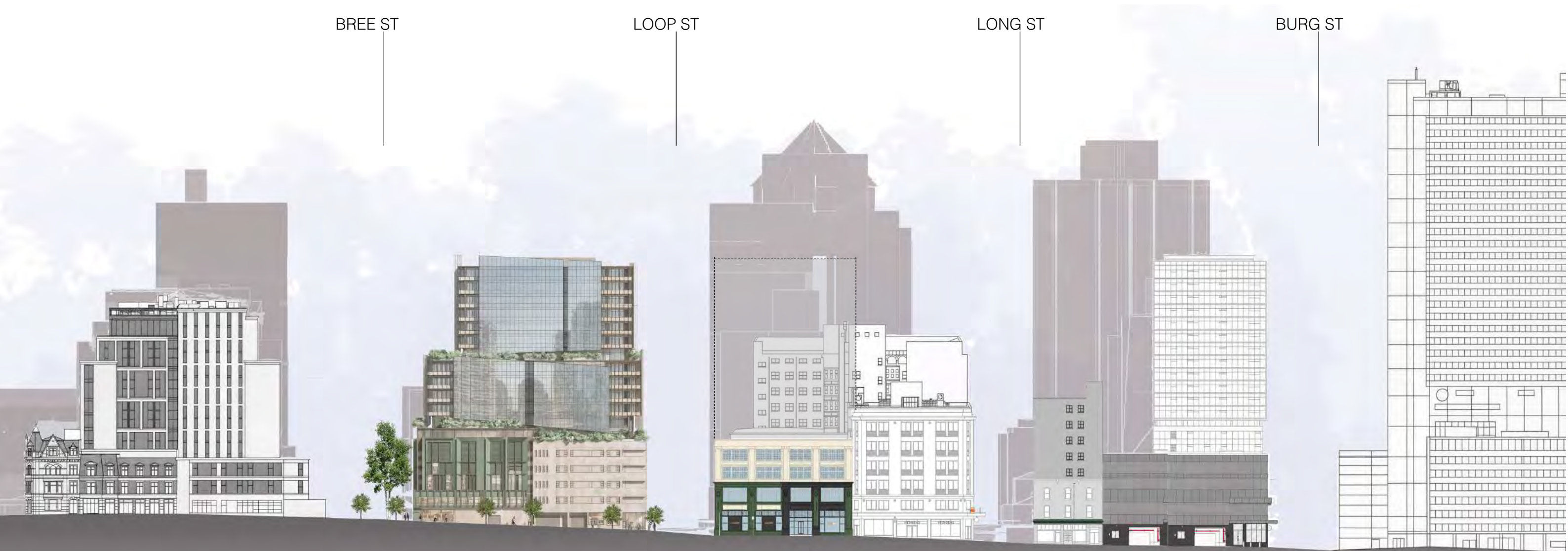
1 Streetscape elevations

Loop St Elevation



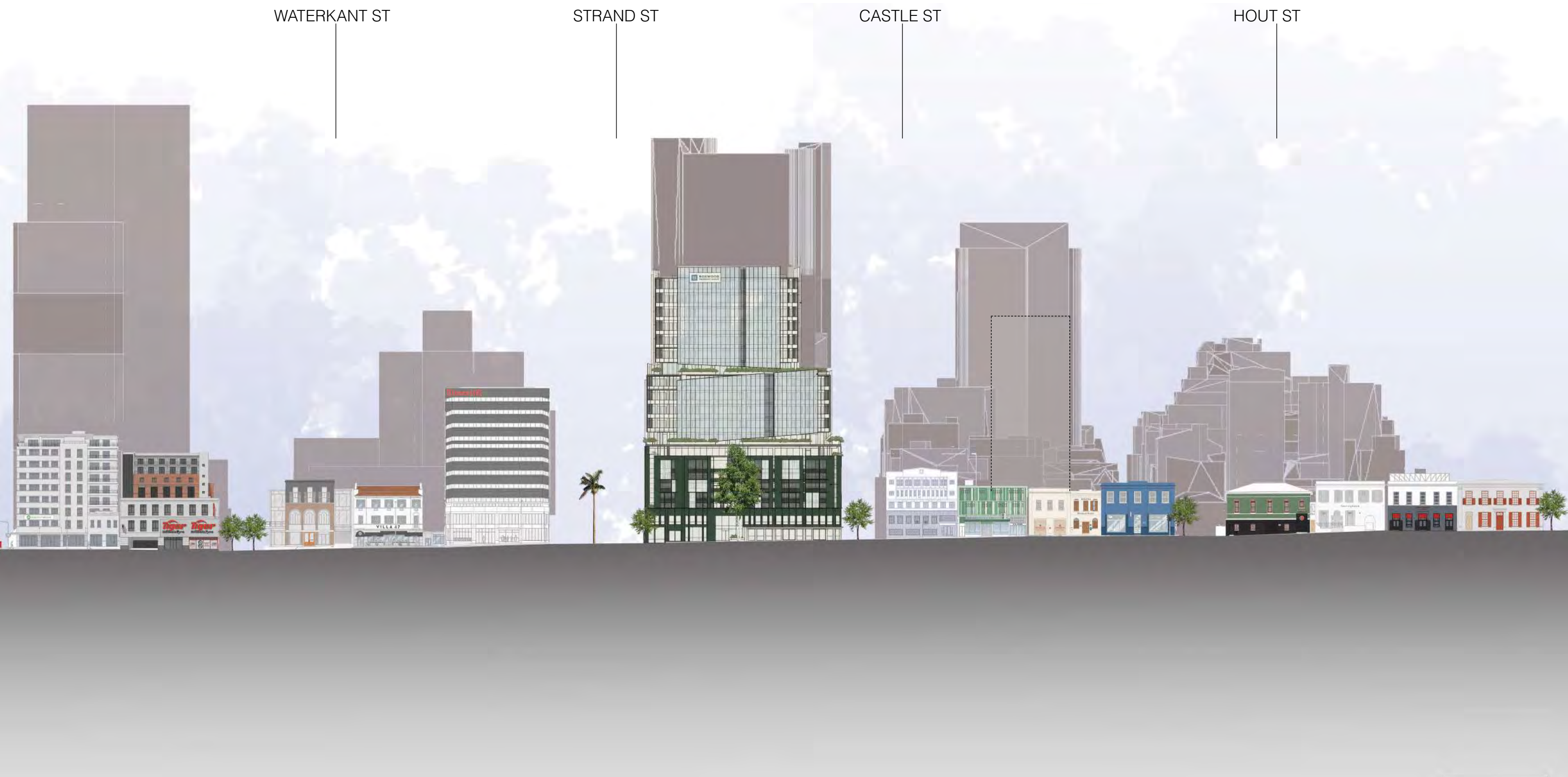
1 Streetscape elevations

Castle St Elevation

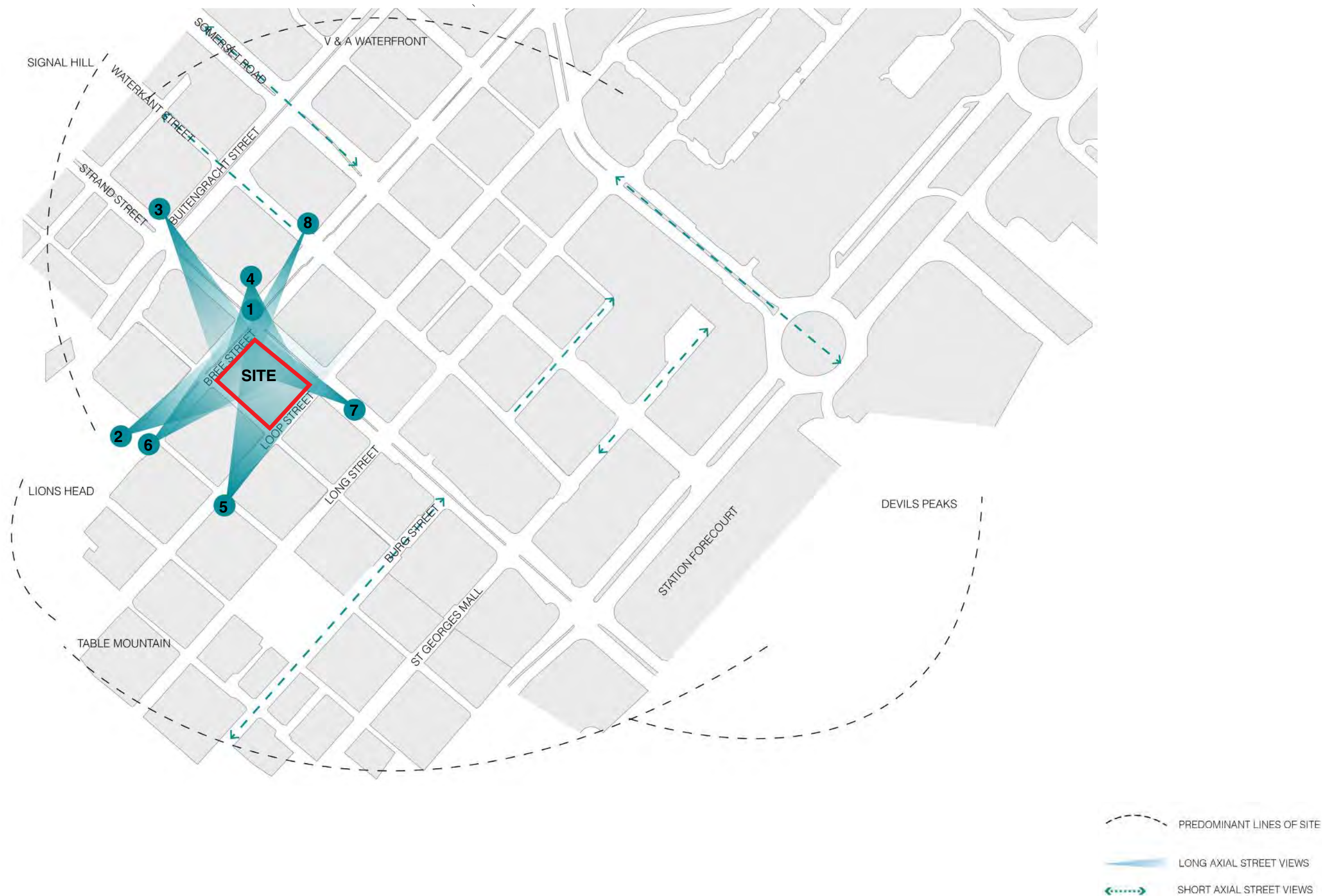


1 Streetscape elevations

Bree St Elevation



2 Key views of site



Pedestrian Realm

Bree & Loop streets are two of the best known retail lined streets in Cape Town. Strand Street is also a primary street linking Green Point to the City and Train Station.

3 Visuals of proposal in city context



Image 1B: View from corner of Strand Street & Bree Street

3 Visuals of proposal in city context



Image 1: View from corner of Strand Street & Bree Street

3 Visuals of proposal in city context

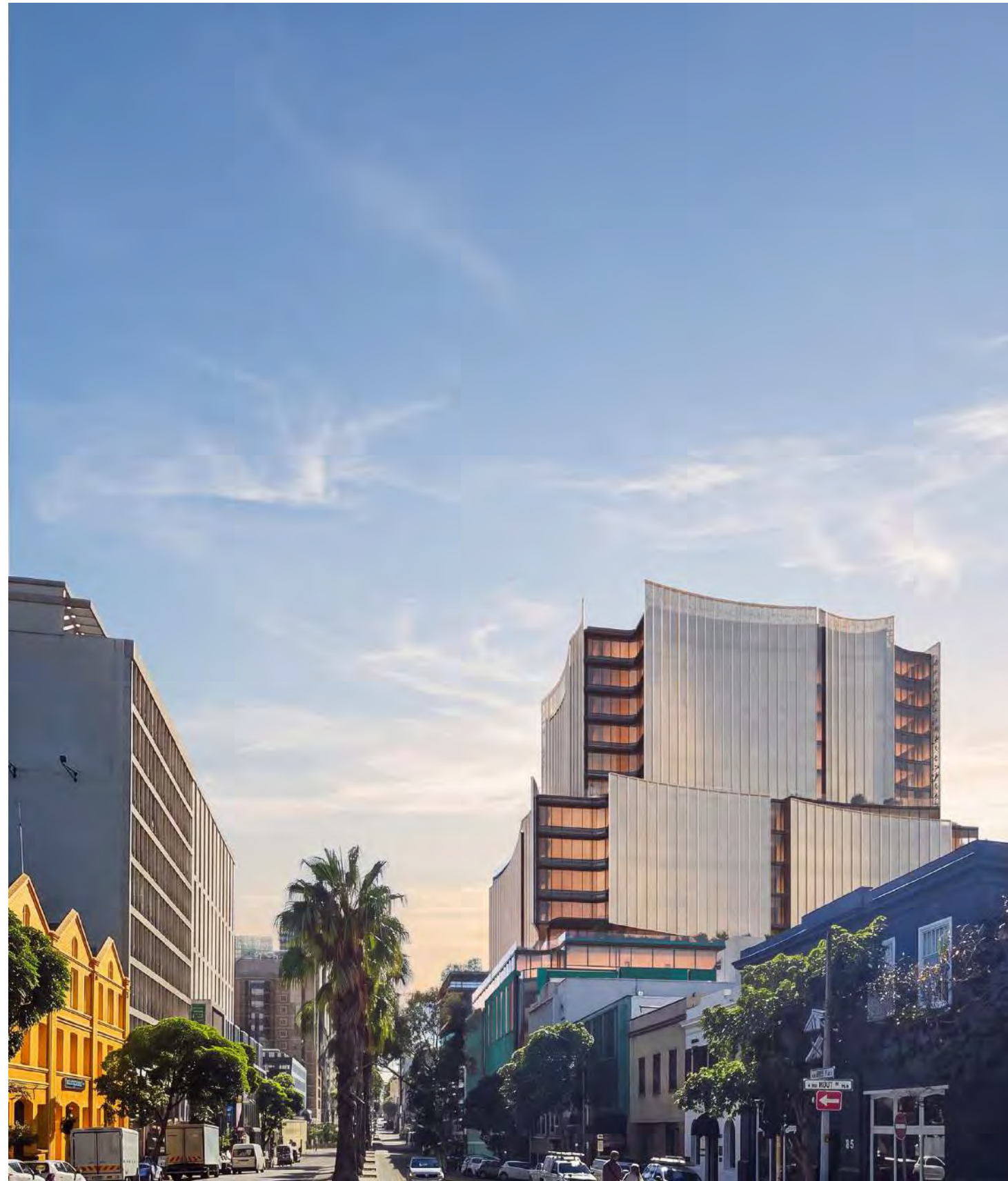


Image 2: View from Bree Street

3 Visuals of proposal in city context



Image 3: View from Strand Street

3 Visuals of proposal in city context



Image 4: View from corner of STrand Street and Bree Street

3 Visuals of proposal in city context



Image 5: View from Loop Street

3 Visuals of proposal in city context



Image 6: View from Bree Street

3 Visuals of proposal in city context



Image 7: View from Strand Street

3 Visuals of proposal in city context



Image 8: View from corner of Bree Street and Waterkant Street

3 Visuals of proposal in city context



Image 9: Strand & Loop Street pedestrian view

3 Visuals of proposal in city context



Image 10: Aerial view, corner of Loop and Castle Streets

3 Visuals of proposal in city context



Image 11: Aerial view, corner of Bree and Castle Streets

3 Visuals of proposal in city context



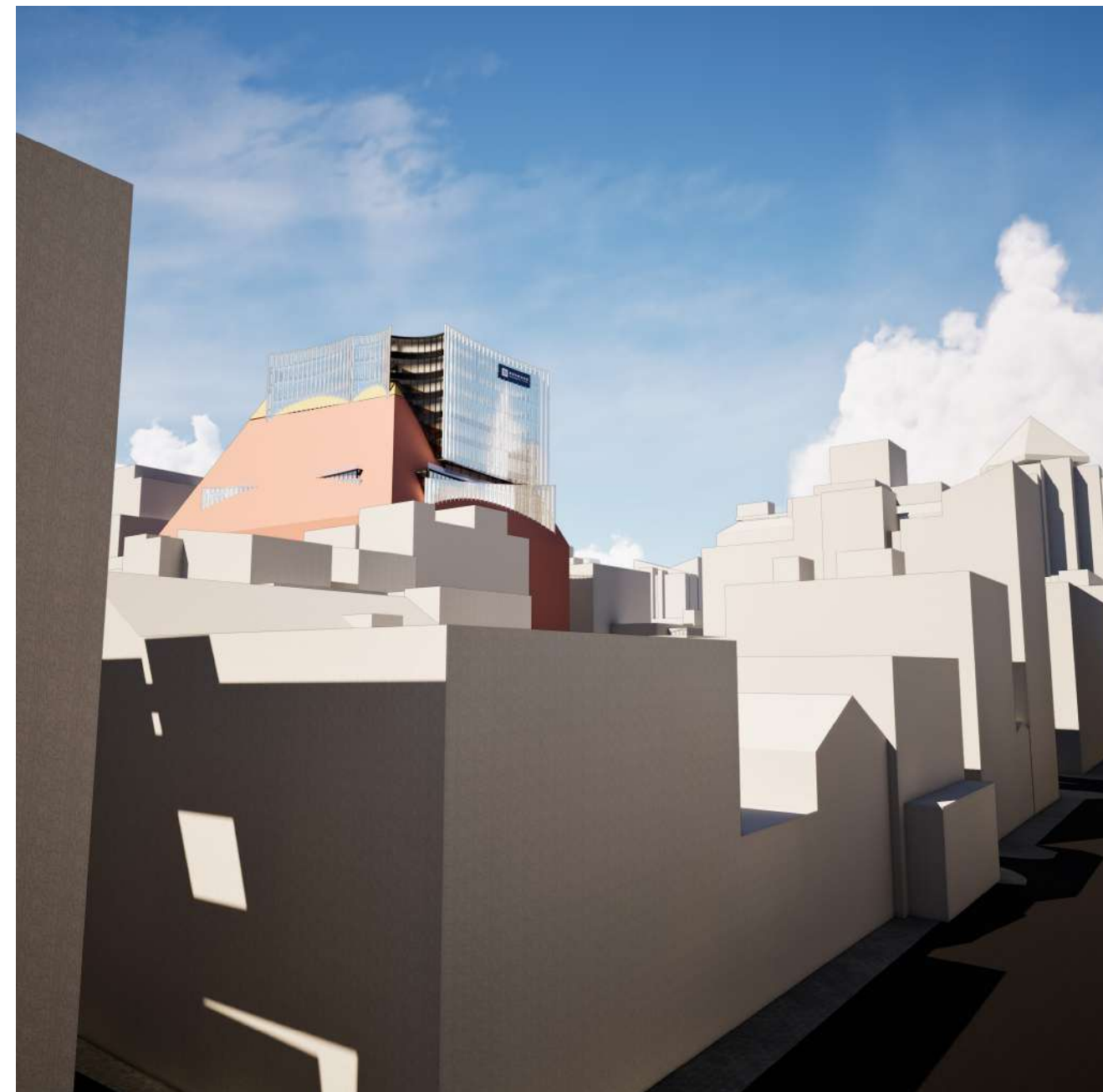
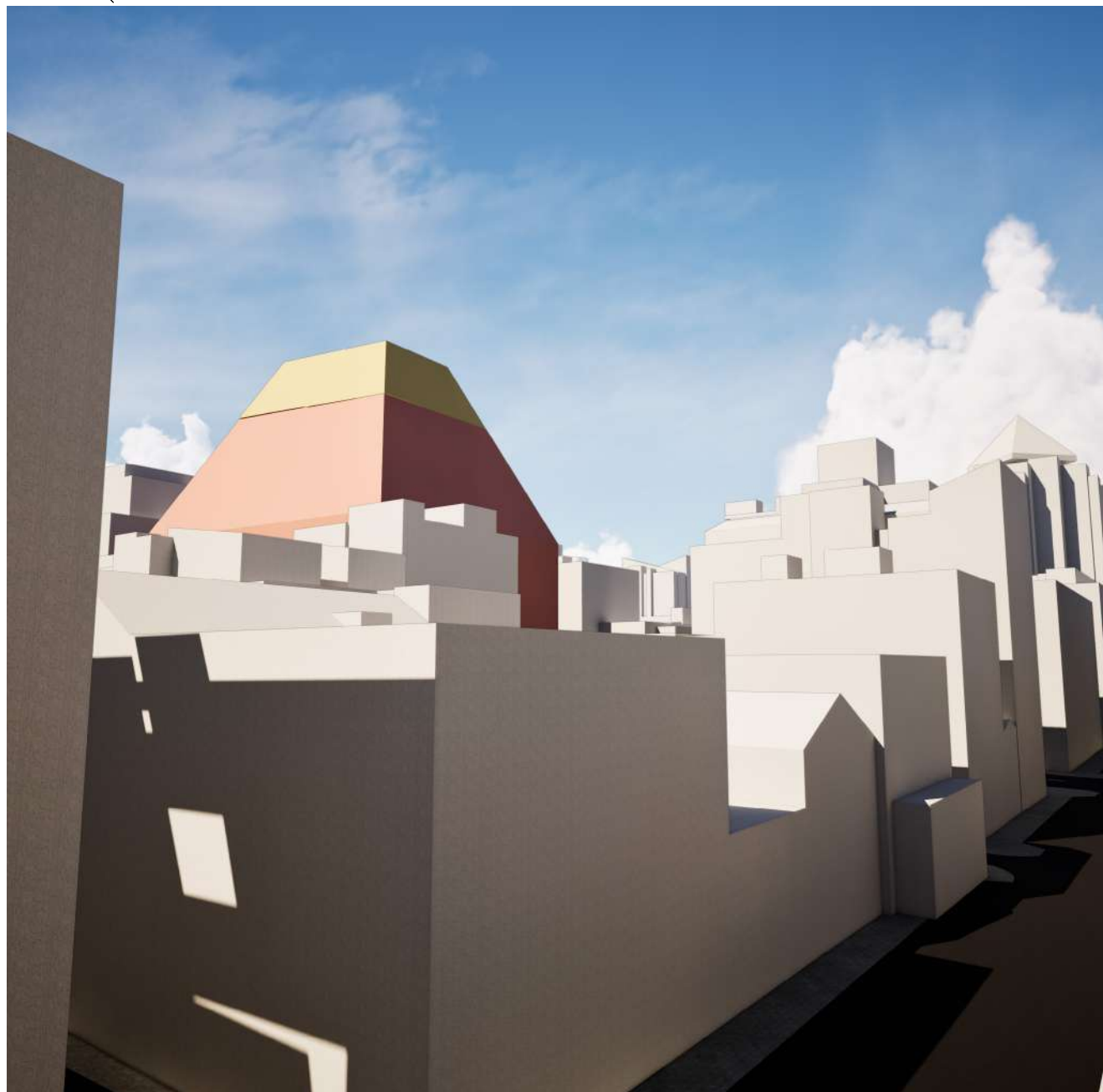
Image 12: Loop Street high level view

3 Visuals of proposal in city context



Image 13: Bree Street Street level view

4 Comparison of permitted envelope to proposal



Existing rights

permitted zoning envelope

Existing rights to Consolidated
on site to be consolidated.

38m street frontage with max
height 60m

Building proposal

overlay of proposal onto
permitted zoning envelope

4 Comparison of permitted envelope to proposal

Building proposal

overlay of proposal into massed
city context



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38m street frontage with max height 60m



Building proposal

overlay of proposal onto permitted zoning envelope

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Building proposal

overlay of proposal into massed
city context



Cape Town

9 Somerset Road
De Waterkant Centre
6th Floor
8001

Johannesburg

20 The Piazza
Melrose Arch
3rd Floor
2076

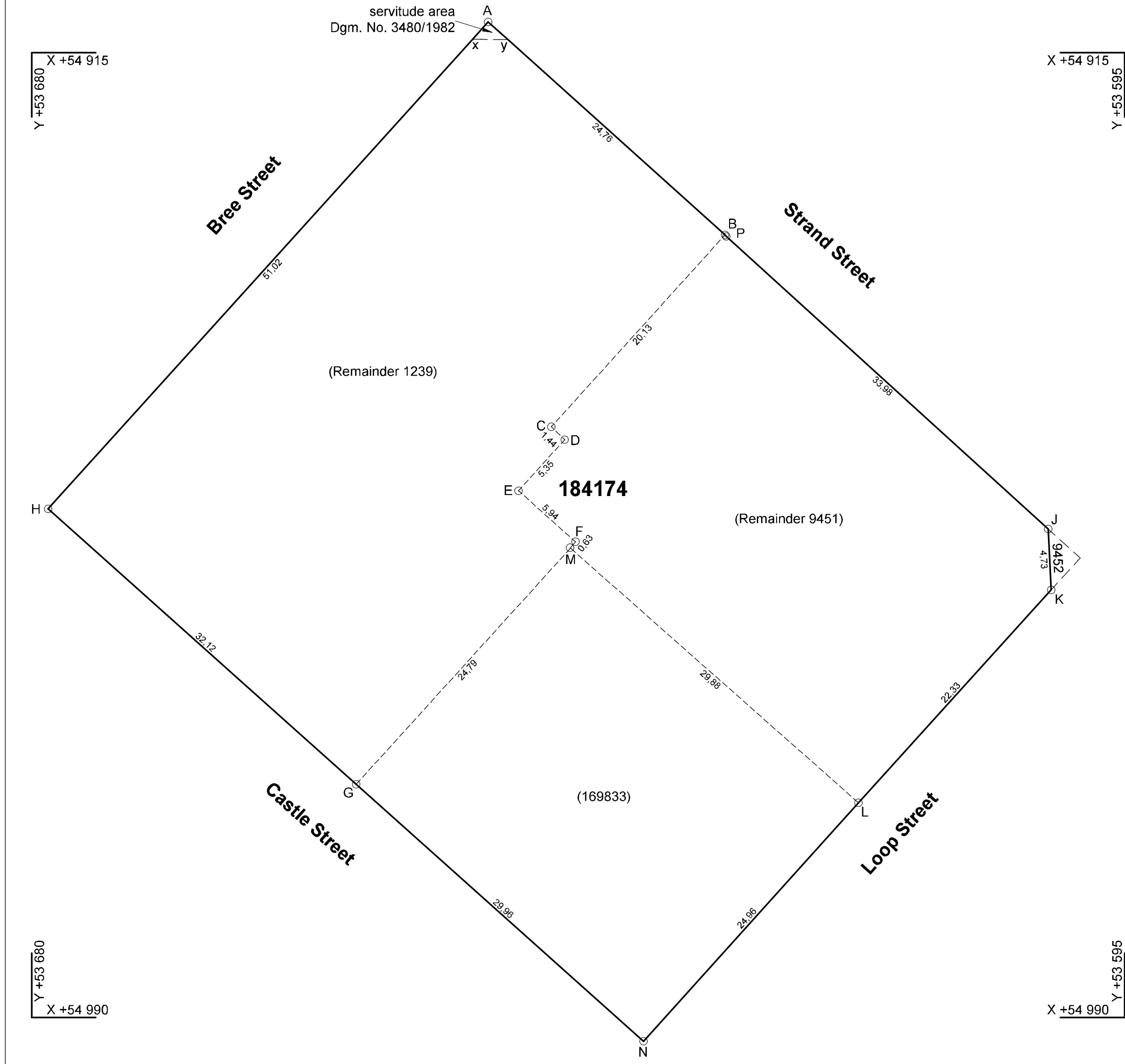
Port Elizabeth

27 Donkin Street
Donkin Square
6001

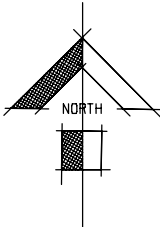
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CONSOLIDATION PLAN	
Remainder Erf 1239, Remainder Erf 9451 & Erf 169833 Cape Town	
Situat at Cape Town in the City of Cape Town Administrative District of the Cape Province of Western Cape	
Remainder Erf 1239 Cape Town	
Owner	
Address	No. 73 Strand Street
Deed ot Transfer	
Zoning	General Business 7 (GB7)
Remainder Erf 9451 Cape Town	
Owner	
Address	No. 50 Loop Street
Deed ot Transfer	
Zoning	General Business 7 (GB7)
Erf 169833 Cape Town	
Owner	.
Address	No. 52 Loop Street
Deed ot Transfer	
Zoning	General Business 7 (GB7)



Notes	
1. The figure A B C D E F M G H represents the Remainder Erf 1239 Cape Town, being 1458 square metres in exttent. 2. The figure B P J K L M F E D C represents the Remainder Erf 9451 Cape Town, being 949 square metres in exttent. 3. The figure M L N G represents Erf 169833 Cape Town, being 744 square metres in exttent. 4. The figure A B P J K L N G H represents the consolidation of Remainder Erf 1239, Remainder Erf 9451 & Erf 169833 Cape Town, to be known as Erf184174 Cape Town, being 3151 square metres in exttent. 5. The figure A y x represents a servitude area, vide Dgm. No. 3480/1982	
date	1 April 2026
scale	1 / 300
drawing ref.	L13349 (ct)
drawing no.	Consol 1239,9451&169833 CT

