

**A REPORT
ACCOMPANYING
A SURVEY AND INVENTORY
OF
THE HERITAGE RESOURCES
OF
THE UNIVERSITY OF CAPE TOWN**

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1 INTRODUCTION¹

1.1 This Survey/Inventory:

Briefly, the **Survey/Inventory** described here is a component and product of a lengthy planning process by the University with numerous precedents including, most importantly, the University's planning for its necessary growth, numerous conservation studies of the various University campuses carried out by a range of consultants to the University since 2000 and, most recently, the University's decision to develop a Conservation Framework as a component of its development planning reflected, in particular, its Integrated Development Framework or IDF.²

The Inventory is designed to comply with and satisfy Section 30 of the National Heritage Resources Act; and, once approved by the relevant heritage resources authority, Heritage Western Cape, it, with its Grade II, IIIa and IIIb buildings and sites, will become a part of the provincial Heritage Register.

It is also the primary underpinning component of the University's **Conservation Framework** which is to be a central element in a **Heritage Agreement** between the University and Heritage Western Cape satisfying Section 42 of the National Heritage Resources Act. The substance of and the relationships between these components are described in more detail below.

1.2 The Geographical Areas Covered by the Survey/Inventory:

The geographical areas covered by the Survey/Inventory include six distinct assemblies³ of land or campuses:

- the oldest and first campus, the Hiddingh Campus, on the edge of the city centre of Cape Town;⁴
- the Rondebosch Upper Campus;⁵
- the Rondebosch Middle and Lower Campus;⁶
- the Rosebank Middle and Lower Campus;⁷
- the Mowbray Avenue Road Precinct;⁸ and
- the Health Sciences Campus in Observatory.⁹

¹ This Report is designed to satisfy Heritage Western Cape's requirements in respect of what it calls a "Heritage Inventory Summary Document"..

² The IDF is currently in the process of being approved by the City Council via its package of plans process under the Municipal Planning By-Law.

³ A seventh campus, the Graduate School of Business in the Waterfront, is omitted because the University does not own the land and because the Waterfront is regulated through a very different regulatory regime.

⁴ The first building for the South African College, the Egyptian Building, was completed and occupied in 1841.

⁵ This campus was part of Rhodes Estate granted to the University in 1917; and the first few buildings of the central core of the campus were completed and occupied in 1928.

⁶ Part of this campus is on Rhodes Estate and granted to the University in 1917; the first buildings to be used by the university were, however, existing buildings not on Rhodes Estate but rather two grand villas, *Stubenholm* and *Glenara*, which were occupied by the School of Music and the Principal respectively in 1925.

⁷ Part of this campus was on Rhodes Estate granted to the University in 1917; the other parts comprising this campus were acquired in the 1920s.

⁸ Part of this campus was on Rhodes Estate granted to the University in 1917; the other parts were acquired in the 1990s.

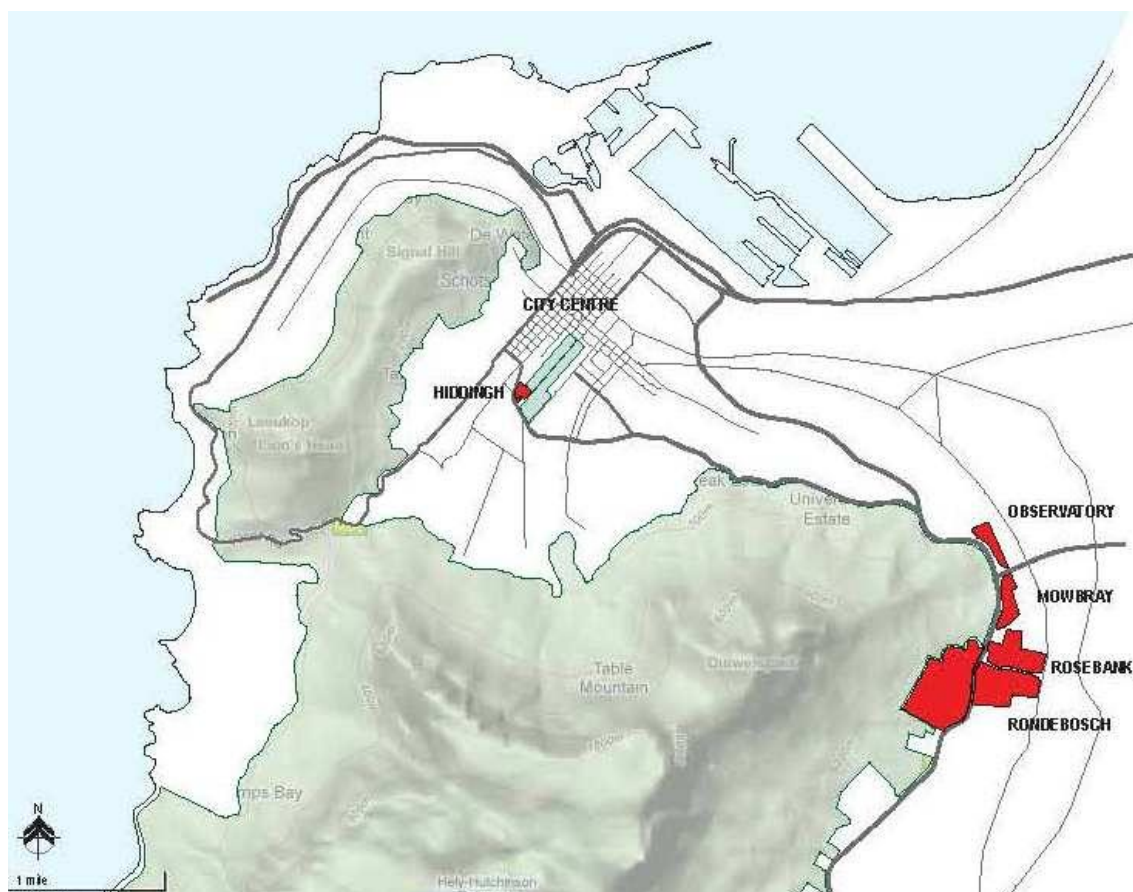


Illustration 1: Location of the six campuses

1.3 The Project Team:

The project team consists of Stephen Townsend and Claire Abrahamse:

Stephen Townsend, B Arch (UCT), Dipl. Conservation Studies (equiv. Masters, Rome), Ph D (UCT), ClfA, SAIA, SAPI, APHP, is an architect, statutory planner and conservationist, and has worked as an architect and heritage manager/consultant for fifty years.

Claire Abrahamse, BAS (UCT), B Arch (UCT), M Sc (Urban Design) (MIT), ClfA, SAIA, UDISA, APHP, is an architect, urban designer and conservation consultant, and has worked for twenty years in heritage and conservation.

Also, Vivien Loseby, BAS, Hons Arch, M Arch(Prof) (UCT), ClfA, SAIA, has assisted in numerous aspects of the Conservation Framework and Survey/Inventory.

We note also, that numerous very detailed conservation studies of the campuses in question have been carried out by various heritage consultant teams since 2000; and these studies (which are listed in the Bibliography) have formed the primary evidence or data for the individual entries in the **Inventory** even if each of the assessments of significance are our own and have in many cases been significantly modified by our recognition of the effect of the change of use from suburbia to university campus (described in more detail in section 1.5 below).

⁹ This campus was part of Rhodes Estate granted to the University in 1917; and the first medical school buildings were completed and occupied in 1928.

1.4 The University's Integrated Development Framework, the Conservation Framework and the Survey/Inventory:

The University currently comprises a community of almost 33 000 people. Under pressure to expand, in December 2011 the University's Council accepted the *Size and Shape* report which contained several recommendations relevant here because of their direct impacts on the built-form of the University: these included striving to house a third of its students in university residences and to increase the student numbers to 28 000 by 2020. The January 2023 **Integrated Development Framework** report (IDF),¹⁰ adopting the principle of "intensification and densification",¹¹ accepted these intentions and explores the possibilities of "an expansion to 32 000 students by 2030 through more efficient use of land and other resources, including a densification (infill) strategy for the Upper, Middle and Lower Campuses" and other acquisitions.¹² The IDF necessarily includes and integrates a wide range of disciplinary framework plans including this **Conservation Framework** which must be a primary informant to and, in effect, a chapter of the IDF which is itself to be integrated into the City Council's land-use planning framework via its planning by-law "package of plans" provisions.¹³

Given this, the **Conservation Framework** sets out the role of conservation and heritage resource management in the shaping and management of change: how expansion is to be accommodated appropriately and efficiently while ensuring the appropriate use, adaption and protection of the University's most significant buildings, spaces, places and environments with a minimum of conflict and uncertainty.

The **Conservation Framework** articulates the significances of the University's built form, it identifies the buildings, landscapes and townscapes which warrant some kind of protection, it outlines the protective mechanisms which will be brought to bear by the authorities, and it outlines the University's rights to use and develop its property holdings. This **Conservation Framework** is the central component of a **Heritage Agreement**¹⁴ between the University and the provincial heritage resources authority, Heritage Western Cape, enabling the University to be confident of the degree and nature of scrutiny to which its proposals would be subject; and to be confident of the processes (time) and outcomes (approval or refusal) of development applications. The **Heritage Agreement** itself includes the details of the agreement, outlines of the procedures to be followed when submitting development applications, detailed urban design and landscape frameworks/precinct plans, and updating of the Inventory of heritage resources.

This **Report** describes the **Survey/Inventory** of the heritage resources owned by the University, which is a primary and underpinning component of the **Conservation Framework**; and, given this close relationship, this **Report Accompanying a**

¹⁰ *Integrated Development Framework (IDF) and Related Precinct Plans*, January 2023, by BlueGreen Planning +Design and MLH Architects & Planners in association with Stephen Townsend, etc. Prepared for and in association with Campus Planning & Design, Properties & Services, UCT. This version of the IDF includes responses to comments from the City's departments and from I&APs and the public during late 2022.

¹¹ Ibid, p1 and 11.

¹² Ibid. pp11.

¹³ Ibid. pp13ff. This *UCT IDF* is necessarily adapted to satisfy the application process.

¹⁴ This form of agreement is enabled by Section 42 of the NHR Act.

Survey and Inventory of the Heritage Resources of the University of Cape Town parallels and, therefore, repeats some parts of the ***Conservation Framework***.

1.5 The Campuses as Places:

The University, established on several separate campuses, each with its own distinctive character, is the owner of a considerable number of very special buildings and environments. These campuses all had earlier land-uses (pre-colonial and colonial agricultural, and later suburban) before being occupied by the University and, as a consequence, include some very old and historically important and landmark buildings and components predating their use by the University. However, most of these have, over time, been transformed for university use and the campuses have each been iteratively reconfigured, being gradually enriched, although there are parts of some of the campuses which have been developed without a cogent structuring idea or design framework.

This ***Survey/Inventory*** has one very distinct difference from the numerous conservation studies of the University holdings that have preceded it:

The gradings of significance, although much reliant on the research and contents of the numerous previous heritage, urban design and planning studies by other consultants to the University during the last twenty-odd years and interviews with many of the authors (see the lists of the Studies Consulted and of Interviewees attached to this report), includes rather more focussed analysis and articulation of significance of the heritage resources, that is, the buildings, landscapes and, in particular, *the campuses as places*. Indeed, we note that while most of these studies include very detailed histories and descriptions of what the authors argue or assume to be heritage resources and are, therefore, to be protected, very few of these studies seem to recognise the necessary transformation of place wrought by the change of function from suburbia, 'parkland' or managed landscape¹⁵ to university campus or the consequences of such a transformation for these places and of any heritage resources within them (the Hiddingh Campus apart, this applies to all of the campuses).

Indeed, while the urban design studies by Dewar/Louw/Southworth (2005) and Comrie/Wilkinson (2008) which both did endeavour to introduce or establish a unifying spatial element in the Rondebosch middle and lower campuses, none of the post-2000 heritage-oriented studies explicitly acknowledged the necessity for their study area in each case to be transformed into a university campus with an identifiable character or sense of place or into a component-part of a greater spatial concept/experience. Given the long stewardship by Julian Elliott as head of the University's Planning Unit for nearly thirty years from 1969¹⁶ and the Unit's¹⁷ endeavours to give the Rondebosch Middle and Lower Campus a unified sense of

¹⁵ Todeschini, 1992, describes Rhodes' and Baker's intentions as such.

¹⁶ Julian Elliott was engaged by the University in 1969 and retired in 1995 but retained to assist the new head of the Planning Unit, Geoff de Wet, until 1997. De Wet was employed in the Planning unit from 1991 till 2010.

¹⁷ Planning of the Rondebosch Middle and Lower Campus was led by a sub-committee of Elliott, Ivor Prinsloo and Roelof Uytenbogaardt, professors of architecture and of planning and urban design respectively.

place (most clearly demonstrated in the 1974 and 1976 plans),¹⁸ and the award-winning urban design framework implemented in the 1980s and 90s (and the argument implied in Elliott's later PhD),¹⁹ this is surprising.

Given this, while relying on the very detailed historical research conducted by our predecessors, we endeavour in this report to introduce an explicit corrective at each of the six campuses discussed: this is an argument about the sense of place of each of the campuses **as university campus**.

This is necessary, we think, because heritage resource- and land use-management cannot rationally or cogently regulate without a clear idea of what it is dealing with and what it is aiming at.

We cite, as an object-lesson in this regard, the instance of the Avenue Road precinct in Mowbray:

Although the uppermost part of the precinct with the 1945 barrack-residences was part of Rhodes Estate acquired by the University in 1921, the balance of the precinct was assembled by the University in the 1990s; it was the subject of the first impact assessment carried out in the Western Cape in 2000 (the new heritage law came into effect in April 2000) by a team of four heritage practitioners;²⁰ proposals were then negotiated with these practitioners for a year; this proposal then faced lengthy and demanding requirements from City Council heritage officials; and was approved by SAHRA but only in principle; the project was then delayed by the University; a new proposal was recently negotiated between the University's architects and new heritage practitioners;²¹ was recently finally approved by HWC in 2015 and by the City Council in 2016. This proposal has a bulk factor of only 0.5 (the CO2 zone has a permitted factors of 2.0; and Elliott shows in his PhD that a bulk factor of 1.0 is an appropriate density for campuses). The reasons for the fifteen year process are, we believe, fourfold: first, the University seems to have recognised in the 1970s that a university campus is a particular type of place with a particular townscape but then not accepted the consequences of such realisation; second, the heritage consultants have from the outset²² made very detailed and often overly cautious assessments of significance overly reliant on agricultural and suburban pasts; third, the heritage and land-use authorities, following this lead, have insisted on very low-bulk built-form; and, four, the University seems not to have adequately resisted or tested these views about heritage (although it did reject the 'return-to-Arcadia' recommendations of the heritage consultants' 2006 report on the Rondebosch Middle Campus).²³

¹⁸ The Planning Unit's 1974 *Report No. 2, Planning Studies*, which proposed a rectilinear pattern down the full length of the Rondebosch Middle and Lower Campus, and its sequel, the 1976 *Report No. 3.2, Middle Campus Design Studies*, which included a diagonal across the top of the Middle Campus, were clear responses to growth and explicit continuations of the Upper Campus design concept.

¹⁹ Elliott, 2004.

²⁰ CDC, 2000.

²¹ MLH et al with Gabriel Fagan Architects as heritage consultant, 2015.

²² By "outset", we mean from 2000 when the new National Heritage Resources Act came into effect giving the heritage authorities new responsibilities and powers and enabling heritage practitioners to play more influential roles than previously.

²³ This 2006 report by Pistorius *et al* includes, for example, in its conclusions: "Any development here must be informed by, and should contribute towards restoring the damage already done to, the essential historical character and characteristics of this space, including: Its role as an informal, sylvan "green"

And we argue that the UCT campuses, all at least in part on Rhodes' estate (Hiddingh excepted), should be recognised to be of the American university-type campus, perhaps implying Jefferson's University of Virginia, and described by Le Corbusier in the 1930s: "each college or university is an urban unit in itself, a small or large city. But a green city... a world in itself";²⁴ and by Turner as "(t)he romantic notion of a college in nature, removed from the corrupting forces of the city, became an American ideal"²⁵ echoed by Rhodes', Baker's and Solomon's ideas of the main Upper Campus. Elliott adds that such campuses "can be seen as micro urban units which were assemblies of buildings on large sites, under single land ownership, unconstrained by the myriad regulations affecting urban development".²⁶

In other words, we argue that the main Upper Campus in Rondebosch is, like the American campuses which were the primary generator of Solomon's design,²⁷ an urban unit of low-rise but large buildings inter-connected and dominated by open space but set in an *encircling* 'parkland'. This and the other campuses are, however, not and cannot be the parkland itself even if dominated by green; indeed, the Rondebosch, Rosebank, Mowbray and Observatory campuses cannot ever be the "sylvan" or "Arcadian landscape" so frequently (and wrongly) referred to; and so we contend, their rational transformation into authentic university campuses has been impeded by an elision of these ideas. Indeed, in our view, the omission of what we will call an '*urban design plan*' for each of the campuses, is a singular omission and this contributes iteratively to ill-or inadequately-contextualised new buildings being designed and built; and we argue that an essential step in the rational planning of the intensification and densification of each of the campuses must be preceded by the articulation of an *urban design plan* that incorporates landscape-, heritage-, pedestrian and vehicular movement-related concepts and, of course, the 'edges' or 'faces' of the volumes established in the University's IDF.

Underpinning this is the recognition that the university is, in itself, an institution of cultural significance within the city, the province, and even within the nation, and that its change and growth, both physically and otherwise, is a necessary requirement ensuring its cultural relevance within a changing society. Any heritage survey of the campuses must recognise this as an underpinning principle, and a key lens through which any assessment of other related significances must be viewed.

We note that none of the parties commenting on the **Conservation Framework** and the **Survey/Inventory** disagreed with the views outlined here (although some did

foreground which contrasts with, and should not compete with, the formal, neo-classical Upper Campus composition, etc", p20, and recommending that "this site be developed as an integrating *open space and landscape*, and that any buildings must be *of the landscape* and their placement, scale and grain should respect and enhance the open spaces to which they relate" (emphasis in the original), p21. The University (in our view, rationally) did not accept these recommendations.

²⁴ Quoted in Turner, p4.

²⁵ Turner, p4.

²⁶ Elliott, 2004, p79.

²⁷ Solomon referred to three American campuses which he had visited, the Universities of Columbia, Cornell and California; see the untitled 1919 article by Solomon quoted at length in Thornton White *et al*, 1964, p6. And the very urban concepts of the Universities of both Columbia and, in particular, California and the elevated position of the University of Cornell all clearly made central contributions to Solomon's thinking about the new campus on Rhodes Estate.

argue that certain buildings should be regarded to be more significant than we had initially determined; each of these differences are outlined and discussed below).

1.6 Methodology of the Survey

The geographical areas covered by this survey include the six campuses already listed; and the preliminary research necessary was, in the case of the four campuses surveyed by expert consultants to the University since 2000, to familiarise the project team with those studies.²⁸ In the case of the three oldest and most significant campuses, the Hiddingh Campus, the main Upper Campus in Rondebosch and the Health Sciences Campus in Observatory, post-2000²⁹ conservation or heritage surveys had not been commissioned so the preliminary research required careful reading of the growth and development of the University described in the comprehensive and detailed studies by Ritchie (of Hiddingh, 1829-1918)³⁰ and Phillips (of the main Upper Campus and the Health Sciences Campus, 1918-1948).³¹ We have not conducted detailed primary (archival) research but, given the very detailed research conducted by the heritage consultants for the studies of the three Rondebosch-Rosebank-Mowbray campuses below the motorway and the very comprehensive published studies by Ritchie and Phillips, this was not necessary.

At the same time as this documentation was being absorbed by the project team, detailed on-foot inspections were made jointly of every part of every campus by the project team, in most cases several times; and particular attention was given to the character of the environs, in each case as a place taking into account the shape and form of buildings, their materiality, their characters, the presence and effects of vegetation (mature trees in particular) on the character of the place, and the effects/contributions made to environmental character by pavings, fencing, retaining walls and the character of the topography and landscape. Later the buildings were photographed by individual project team members.

A single sheet based on the HWC 'template' for surveys is created for every building and for 'noteworthy landscape elements' (for example, the ancient cypress trees in the space between the residences on the Upper Campus) on every campus; and these sheets were numbered following the system created for the 1978 'catalogue' of *The Buildings of Cape Town*³² which is described briefly below. These sheets have been gradually and iteratively developed and added to as the survey has progressed. And this process will continue: indeed, HWC recognises that surveys and their 'template' sheets are never completed and should be continually added to and corrected as information becomes available and as significances change over time.

We do, however, note an absence in this survey, that is, the detailed description and assessment of trees and other significant planting which is yet to be completed.

1.7 Mapping:

Every building and significant element in the landscape is given a unique number

²⁸ There are twenty-one studies listed in the Bibliography.

²⁹ Implementation date of the new NHR Act.

³⁰ Ritchie, in two volumes, 1918.

³¹ Phillips, 1993.

³² Rennie, 1978.

following the system used in the 1978 *The Buildings of Central Cape Town* which relies on a key map of each campus which determines 'blocks' which in turn are detailed enough to have individual buildings annotated with their geographically explicit unique number.

Also, each campus has a Grading Map which reflects the gradings determined individually and noted on the individual sheets. These maps are the effective summarising of the Inventory and are included in this report at the end of the sections describing the significances of each of the campuses.

1.8 Limitations of the Survey:

First, this **Conservation Framework** relies in large part on the several very detailed conservation surveys and urban design studies carried out during the past twenty-odd years,³³ although considerable additional research and assessment has been carried out by the authors deepening and enriching the architectural, historical and significance assessments made, the assessments of significance do still rely at least in part on that research.

Second, this research has not included a detailed analysis of the landscape features, planting and historical trees, which are so important to all of the campuses and, in particular, to these campuses, the remnants of Rhodes' 'parklands'. This requires the input of landscape and horticultural experts and will be included in due course when the Landscape Policy currently being developed by Properties and Services is approved by the University; and we note that, while a draft Landscape Framework (dated June 2015) has been prepared by the University's Properties & Services department, it does not include sufficient detail to have had an impact on the assessments of character and heritage articulated in this Conservation Framework or in the Inventory. We should, also, note our concern regarding some of the recommendations of Marlene Laros's 2012 report which dealt with the "UCT forest area" which implies significant changes in the framing effect of the tree-canopied area surrounding the Upper Campus although the devastating fire on 18 April 2021 introduces a new set of factors (and urgency) in addressing these questions.

Third, there is, of course, controversy regarding the symbolism and meanings attached to or associated with built-form; and this has focussed in the past several years on Rhodes, colonialism and the slowness of transformation within the University and of South Africa at large. We do not, in this *Conservation Framework*, attempt to develop a view regarding these associations or the meanings argued in this controversy. Nor do we try to argue that our position is neutral or value-free. Rather, we contend that the experience of space and place can be coloured by relatively ephemeral factors like names and art objects within them; and, in cases where such "troublesome inheritances"³⁴ suggest a resistance to the necessary transformation of the associated institutions, we point out that public statues (and other art works) have throughout history been moved or removed for many reasons; and, as argued in a different context:

³³ This list of studies is attached to the Bibliography.

³⁴ Schahmann, Brenda, 2011, 'Bringing Cecil out of the closet: Negotiating portraits of Rhodes at two South African universities', in *De Arte*, no84, p26

“(W)e need to recognise that monuments, memorials and statues placed in the public realm are always deliberate and self-conscious socio-political statements with, initially at least, clear socio-political intentions and meanings underpinned by interpretations of the past in the present (often, though not always, a relatively short time after the event or death of the personage being memorialised); and we need to recognise that these actions of memorialisation are, at least in part, how national identities are negotiated and created.

“Over time, these meanings fade into the background of public consciousness and the monuments, memorials and statues themselves become simply physical relics of the past. In many cases, their meanings are forgotten and/or these relics assume new meaning, sometimes even generating affection as familiar figures or elements in the landscape.

“Also, over time, the nature of the places where these relics are positioned changes and the memorial or statue must be moved, sometimes to a less important place, sometimes to one giving greater visual presence and greater historical (and political) significance.”³⁵

[...]

“So, it seems self-evident that memorials and statues must move about the world as the ordinary and continual process of interpreting the past in the present (history) unfolds, underpinned by new interests, values and knowledge, and as the places that harbour them are transformed. None of this seems new or even unusual, even if many such a repositioning or displacement is contested and raises greater or lesser controversy.

“What is different in these times is the wide range of the controversies being raised in many parts of the world, not all of which have gone through the kinds of political changes experienced in South Africa since 1990. Indeed, it is surprising that these contestations and controversies did not arise here sooner...”³⁶

We take the view, however, that built-form *per se*, regardless of the intentions and values of the designers/builders, can, when carried out with invention and understanding, result in architecture that is benign and accommodating and has a value beyond its associations and mutable meanings. By way of example, the capital buildings of both India (by Lutyens and Baker) and of South Africa itself (by Baker) are, by definition, ‘colonial’ but now, in both cases, symbolise democratic government. Also, it is a fact that the Upper Campus is built on land owned by Rhodes and that he intended that it be an Elysian, even Arcadian, parkland for the recreational enjoyment of the citizenry and including a university, but the occupation of much of the estate by the University and its use and development for university uses has transformed both the place and its meaning regardless of the lingering

³⁵ Townsend, Stephen, 21 July 2020, ‘Opinion: Statues of limitation: The impact of history on memorials’, *News 24*.

³⁶ Ibid.

associations; and we insist that its meanings and associations will continue to be transformed. In other words, we hope that our work, recognising architectural and townscape excellence and a rich sense of place, will encourage and contribute to both social transformation and to the continued development of a benign and continually enriched physical place welcoming to and enjoyed by all.

In this respect, we note that, while the Cape Institute for Architecture has complained that the Conservation Framework has “side-stepped the current debates of decolonisation, gender, etc” and has not “attempted to reconcile these debates with heritage”, it has not itself made any argument or suggestions in this respect;³⁷ and, despite the very wide advertising of the IDF and this Framework, nor has any other commentator made any comment on the ‘colonial’ (or other) architectural style or character of the buildings on any of the six campuses.

2 PUBLIC AND EXPERT CONSULTATION

The **Conservation Framework**, the **Heritage Agreement**),³⁸ this **Report** (with the accompanying **Inventory** with its inventory sheets),³⁹ and the University’s **Integrated Development Framework**⁴⁰ have all been advertised widely for comment during the period 23 June to 23 August 2022 (although we did, on request, agree to some parties commenting significantly later):

In order to provide for as comprehensive public consultation as possible and to ensure that students, staff, special interest groups and the greater community were given notice of the proposals of the IDF (with its land-use planning applications to the City Council) and of this Conservation Framework, its Survey/Inventory, and the Heritage Agreement (and its heritage-related applications to HWC), an unusually wide advertising and notice-giving exercise was designed and carried out. The two sets of requirements were carried out simultaneously and included the following:

- Printed adverts were placed in the *Cape Argus*, *Die Burger* and the *Southern Suburbs Tatler*;
- Large on-site notices, in Afrikaans and English, were displayed on 18 sites on the six campuses;
- Official notices were sent out by registered mail to 672 residents within the neighbourhoods surrounding UCT;
- Ward councillors, ratepayers’ associations and registered conservation bodies were notified by e-mail;
- The application was circulated to 22 City of Cape Town departments;

³⁷ Cape Institute for Architecture in its belated comment of 2 March 2023.

³⁸ Under Section 42, NHR Act.

³⁹ Under Section 30, NHR Act and the associated policy.

⁴⁰ Under Section 90 of the Municipal Planning by-Law and the associated policy.

- A dedicated page on the UCT website, with the land use and heritage documents for download was created for this process and the URL link to this website was provided in the heritage adverts in the press and the heritage on-site notices;
- A press release ('From the VC's Desk') was issued by UCT's Communications Department to all UCT students and staff with a link to the above-mentioned UCT website;
- The land use application report was available to the public for download on the City of Cape Town's 'Have your say' website, with the URL link to the website provided in the official notices;
- Presentations were made to the Cape Institute for Architecture (on 16 August 2022), as well as the heritage resources management department of the City of Cape Town (on 13 October 2022);
- Instead of the standard 30 days, the public comment period was 60 days, in order to obtain as many comments as possible.

Given this unusually wide advertising of the proposals and applications, it is surprising that very few comments were received. Indeed, the only comments received that referred to the character or significance of the campuses as heritage (be it as landscape or as built-form) and, in some cases, only impliedly, were from the City Council's heritage officials, the Cape Institute for Architecture and the special interest group, DoCoMoMo (which we attach to this **Conservation Framework Report** as **Appendix 1**),

The comments received regarding both conservation issues and the IDF (in as much as the comments impact of the conservation arguments) are summarised as follows:

2.1 DoCoMoMo South Africa:

DoCoMoMo SA (Documentation and Conservation of the Modern Movement in South Africa) argue in their comment of 23 August 2022 that:

"the additional development 'pockets' proposed for areas 19 (next to the Ballet School and Ballet Classrooms), 21 (next to the Baxter Theatre) and 28 (next to the Sports Centre) (using the numbering of Figure 11 Development Framework) may potentially detract from the visibility/ legibility of and settings of these buildings, thereby detracting from their character. The sensitivity in approach to development should match the heritage significance of the relevant buildings, which in our opinion should be at least IIIA for all three sites (and potentially Grade II for the Baxter Theatre). Accordingly, new/adjacent development must be sensitive to the existing buildings in terms of scale, setback and approach to setting/terrain."

We concur with the argument that the Baxter Theatre, School of Dance and the Sports Centre are of noteworthy architectural significance – they have been graded Grade II, IIIA and IIIB respectively; and we note that DoCoMoMo does not object to development of these sites per se, but argue that a sensitive approach is necessary.

And we agree with this and that a significant component of *“the adjacent garden [to the Baxter] should be included in the extent of the heritage site, as it forms part of the public space associated with the Baxter Theatre site’s legacy as a historically accessible space....”*. However, the suggestion that the *“informal public thoroughfare”* be sustained is obviously counter to security needs (and, in our view, not necessary from a ‘heritage’ point of view).

We are in agreement that the sites abutting the Baxter and Sports Centre should be sensitively developed; and we have argued that the Middle-Lower Campus should have an urban design framework (which would be circulated for public comment). Furthermore, in terms of the Package of Plans process, site-specific designs will be refined at SDP stage. The third site that DoCoMoMo refer to in this regard, adjacent to the School of Dance, has, however, already been developed without the benefit of the urban design framework that we recommend.

2.2 Cape Institute for Architecture:

The Institute argued in its comment on the IDF dated 13 November 2022 that *“during discussions the committee members voiced their concern over some of the land parcels that were identified”* and that *“it appears that too many sites have been identified, and that all open pieces of land have been identified for development, particularly so in the middle and lower campus”* and it added that *“while we do not disregard the [land-use planning] consultants’ efforts in creating site development plans, it is evident that they were under pressure to deliver a certain amount of development bulk.*

However, neither the land-use consultants nor we were under pressure to deliver a certain amount of development bulk. Appropriately developable land is available and more than sufficient development rights are available. The land parcels earmarked for infill development have been selected based on the heritage informants and potential building heights were informed by their immediate urban context. As stated in the IDF document, *“further three-dimensional urban design and architectural investigations will be needed to further inform the SDP level”* (p49).

ClfA noted *“the importance of the additional urban design work referred to cannot be underestimated and should happen early in any project’s life cycle”* and they refer to Sites 25A, 26 (Parking) and 28 (Sports Centre extension) on the Rondebosch Upper Campus, Sites 21 (Baxter) and 22 (College of Music) on the Rondebosch Middle and Lower Campus, and Site 17 (Welgelegen south), with all of which we concur.

ClfA added that *“the requirement for expansion of the campus is acknowledged, and this should be approached with great awareness of the impact of these developments on the spatial qualities inherent in the context. Every newly identified parcel of land will have to be subjected to a thorough urban design process with the required heritage indicators. It is essential that professional teams with a proven track record of good quality design be appointed on these projects. Unfortunately turn-key developments would rarely result in buildings of high architectural quality.”*

In a second comment dated 2 March 2023 (on the Conservation Framework and its accompanying documents) the ClfA argued that the Conservation Framework has “side-stepped the current debates of decolonisation, gender, etc” and has not

“attempted to reconcile these debates with heritage”, but it has not itself made any argument or suggestions in this respect. Indeed, despite the very wide advertising of the IDF and this Framework, nor has any other commentator made any comment on the ‘colonial’ (or other) architectural style or character of the buildings on any of the six campuses. This issue is addressed in greater length in the Conservation Framework (in section 1.4 Limitations of the Conservation Framework).

The ClfA also contended, but without giving reasons, regarding the Upper Campus that the entire Centlivres and Pearson buildings should be included in Zone A. We disagree with the bald contention but have amended the diagram to show more clearly that the facade and silhouette are within Zone A.

Regarding the Rondebosch Middle and Lower Campus, the ClfA argued that the Baxter Theatre’s heritage curtilage should include more of the garden on its north and the current parking area to its south. DoCoMoMo’s comment of 23/8/2022 implies similar views. However, we disagree on both counts and have not amended the Inventory. And the Institute also contended, again without reasons, that the cricket oval should be deemed to be a grade II site. We disagree and have not amended the Inventory.

Regarding the Rosebank Middle and Lower Campus, the Institute implied, without giving reasons, that the heritage curtilage south of Weltevreden should be enlarged. We disagree and have not amended the Inventory.

2.3 City of Cape Town’s Departments:

The District Spatial Planning Branch noted that *“these applications, and the likely future developments associated with them, are considered generally appropriate and desirable in this context. These applications serve to underpin into the future UCT’s very important role to the local area and district in particular, but also the wider city in general. This includes as economic driver, leader in innovation and education, and role in urban restructuring (re- increased residential in very well-located area, and attractor to further residential and employment intensification in surrounding areas).”* They concluded that *“these applications are consistent with applicable spatial planning policy, and also considered appropriate and desirable in its context, and are therefore supported.”*

Environment and Heritage Management (Southern District), in their branch comment of 24/10/2022 supported the IDF application making the following general comments:

- *“The IDF includes and integrates a wide range of disciplinary framework plans of which the Conservation Framework must be a primary informant.*

Regarding the Special Planning Area - Campuses and Precincts of ‘Main Campus’, they noted:

- *“Urban design, landscape and architectural elaboration will be required to further inform the SDP level and for input by Heritage Resources Section (HRS).”*
- *All sites and areas identified within the Special Planning Area are part of the whole, the ‘bigger picture’, have lesser or more degrees of heritage significance and are situated within immediate areas of specific character and sense of place. Individually each proposed intervention must respond to its unique environment as well as to the ‘bigger picture’ in terms of heritage conservation and management.”*

Regarding Rondebosch Upper Campus – Precinct 1:

- *“HRS is not opposed to the proposed location of the infill. The future building height and its relationship to existing buildings must align with relative datum levels. The cultural landscape and visual [setting] of an iconic campus must not be disrupted negatively.*
- *Any addition to or proposal that will impact on the existing resource must not diminish the resources heritage significance in any way, nor that of the sense of place or cultural landscape and must be sympathetic to the modernist architectural style of the existing Sports Centre. (iv) Structured parking on Parking Area 1 The development footprint will need to carefully considered and existing trees to be retained to mitigate visual impacts.*
- *HRS is supportive of the proposed parking however a Landscape and Visual Impact Assessment should be undertaken in order to provide indicators and mitigation measures. Sense of place and the cultural landscape must not be impacted on negatively*
- *In addition, and as noted in Figure 20, any road, pedestrian and cycle improvements and proposed structural landscaping must not impact negatively on the sense of place or the cultural landscape of the Precinct or campus as a whole.”*

Regarding Rondebosch Middle and Lower Campus – Precinct 2:

- *“The future building heights and their relationship to existing buildings must align with relative datum levels. The cultural landscape and visual [setting] of an iconic campus must not be disrupted negatively.*
HRS is in agreement that there is a need for an urban design framework to ensure that these interventions contribute to and enhance the sense of place.
As above, any road, pedestrian and cycle improvements and proposed structural landscaping must not impact negatively on the sense of place or the cultural landscape of the Precinct. Potential infill must strengthen a ‘sense of place’ in this Precinct, as well as reinforce the existing pedestrian linkages and respond to existing vegetation. Any road, pedestrian and cycle improvements and proposed structural landscaping must not impact negatively on the sense of place.”

Regarding Rosebank Residence Precinct – Precinct 3:

- *“The proposed Student Housing Infill at the current BMX track, Welgelegen South, is on a site sensitive to views into and out of the precinct on Woolsack Drive and Rhodes Avenue. Future building height and form should consider where the site is viewed from, its proximity to the nearby PHS and its impact on the surrounding area.*
- *The proposed pedestrian bridge over Woolsack Drive is supportable, but will receive further input during the design, landscape and architectural elaboration at the relevant SDP stage.”*

Regarding Mowbray Residence Precinct – Precinct 4:

- *“The future building heights and their relationships to existing buildings must align with relative heritage significances. There is a need for an urban design framework to ensure that these interventions contribute to and enhance the sense of place.”*

Regarding the Transportation Framework:

- *“Any proposed interventions must align with the Conservation Framework, an Urban Design Framework as well as the Landscape Framework. Those interventions that are beyond the Special Planning Area must receive the associated input and support from the relevant authorities involved.”*

Regarding a future Landscape Framework:

- *“The multifunctional role of landscape and open space within the SPA is of high importance, the Landscape Framework must partner closely with the Conservation Framework within the IDF.”*

These comments concluded saying that *“subject to the stated concerns and observations above, HRS is in support of the proposed high-level interventions as contained in this application which include the suggested locations for academic and student residence building infill, structured parking, articulation of open spaces, circulation, landscaping, the applicable title conditions, proposed rezoning’s, subdivisions, exemptions from subdivisions and consolidations.”*

Environment and Heritage Management (Table Bay District), in their branch comment of 8/11/2022, was generally supportive of the Development Framework with regard to the Health Sciences Campus noting the following:

- *“The notation related to pedestrian movement seems problematic as it does not in all cases represent ‘North-South Connectors’ or ‘East-West Connectors’, depending on the orientation of the area. It is suggested that the pedestrian routes rather be categorised according to spatial intent/ scale.”*
- *“There are no Key Public Spaces or Green Space included in this [Health Sciences] precinct. Although that is acceptable in a high level framework of this type, it is suggested that further consideration be given to the identification of such spaces at the precinct plan level.”*
- *“New Building Projects identified in the development framework for this precinct are supported in principle.”*

With regard to the Precinct Plan, the following was noted:

“The 6 storey infill development proposal for a new Medical Science building is supported in principle, subject to the further assessment of visual impacts on the receiving environment at design stage.

- *“Again, it is not clear whether the infill footprint indicated for the Wernher Beit North building (as a proposed ‘Academic Infill Site’) relates to the existing redevelopment or if it implies a further extension. If no further extension is intended, it would be preferable to correct the outline of the infill block to be set back from the south-western façade line, in recognition of previous heritage requirements for the infill envelope.*
- *The proposed 6 Storey infill development proposal for the Animal Unit Site is supported in principle.*
- *The proposed pedestrian bridge over the N2 is supported in principle, subject to the further assessment of visual impacts on the receiving environment at design stage.*

E&HM concluded that *“subject to the consideration of the concerns and comments noted above, E&HM is **in support** of the proposed high level interventions as contained in this application, which include the suggested locations for building infill,*

structured parking, articulation of open spaces, circulation, landscaping, the applicable title conditions, proposed rezonings, subdivisions, exemptions from subdivisions and consolidations.”

3 THE SIGNIFICANCES OF THE CAMPUSES

The University (or, more correctly, its precursor, the South African College established in 1829) moved in 1841 to what is now known as the Hiddingh Campus and later expanded in the 1920s, moving to the Rondebosch Upper and Middle Campuses and the Health Science Campus in Observatory, and then gradually expanded to occupy more of the Rhodes Estate land granted to the University in 1917 and again in 1921 and later into abutting suburbs of Rondebosch, Rosebank, Mowbray and Observatory. Several of the current University campuses had earlier settled uses, agricultural and suburban, before being purchased by Rhodes and gradually ‘gardenised’ as ‘parkland’ and later occupied by the University; and, as a consequence, include some older, historically interesting and landmark buildings, many of them highly significant for a variety of reasons.

The significances of the buildings and sites articulated in the Inventory are, as we have said, reliant on the very detailed studies carried out during the past fifteen years (and listed in the Bibliography). However, as we have intimated earlier, many if not all of these studies have been excessively protection-oriented, assessing many very ordinary buildings and landscaping elements to be far more significant than can be rationally sustained in this context, that is, in the context of a 19th century agricultural landscape that was, over a relatively short period of ten years being transformed into a ‘parkland’ and then occupied and transformed for university- or campus-use since the 1920s. Also, we presume that detailed conservation and/or urban design studies will be commissioned for certain of the campuses so that significances are re-assessed in more detail before major proposals are designed or considered.

However, before discussing the significances of the built form of each of the campuses we should remind ourselves of the primary, usually unstated, ***significances of the University as an institution*** rather than a collection of campuses and buildings. These are:

Academic significance:

The primary significance and value of the University resides in its enduring role as the continent’s premier university and as a place of academic excellence, both in research and teaching, and in its internationally recognized legacy of academic achievement which it has developed over time.

Historical and socio-political significances:

The historical significance of the University relies on its founding in 1829, its development from 1841 on the Hiddingh Campus, its position as the oldest university in sub-Saharan Africa and the legacy of internationally acknowledged academic excellence that has been sustained from that time. The University also has a socio-political significance which it has achieved through its role in the fight for academic freedom during the apartheid era and the broader process of democratization and

societal improvement in the years preceding and subsequent to 1994.

The University of Cape Town as an icon:

The image of the Upper Rondebosch Campus, as a formal architectural set-piece located on the slopes of Table Mountain, is an internationally recognized icon and symbol of higher learning set within an Arcadian backdrop. The clarity of the urban design concept and the consistency of the architectural expression, set in a green frame above the city and yet part of it, is a symbol or icon of great numinousness. The context of the mountain and its dramatic topographical forms, ranging from the rugged mountain buttresses on the upper slopes down through the indigenous forests on the mid-slopes to the ornamental landscape of the Groote Schuur Estate contributes to a cultural landscape that is vivid and distinctive. Indeed, the Upper Rondebosch Campus is a very fine example of the American-type campus discussed earlier, a low-rise but relatively dense mini-city dominated by green and set in an Arcadian setting (emphasised by the Rhodes memorial above it).

The Hiddingh Campus does not have the same visually memorable emblematic imagery as the Upper Rondebosch Campus has; but, as the oldest and earliest university campus in South Africa, comprised as it is of a number of very well-made buildings, it does have a very high architectural, visual and historical significance.

Given these institutional, contextual and associational significances as components of the University, the assessments of significance of the individual buildings, spaces and landscape elements take their relationships with and as part of the greater whole into account. As a consequence the significances of many of the individual elements are greater than might otherwise have been expected; although, as we have pointed out earlier, in many instances the change of use from suburbia to university campus must reduce the meaning and significance of certain elements.

3.1 Hiddingh Campus, Gardens

The Hiddingh Hall Campus (sometimes known as the Michaelis Campus) is on land that was part of the VOC Gardens established in the 17th century and which was (and remains) a primary structuring element within the central city near the heart of the historical core; and the campus is still a part of this central public space bounded and framed by significant public uses and buildings, axial relationships and pedestrian linkages. The campus site itself was the Menagerie established in the Gardens in the late 18th century. As the site of the South African College, the country's first institution for higher learning, founded in 1829 and established on this site in 1839-1841, it is the oldest of the University campuses; and, with the many other landmark institutions located around its periphery (Parliament, the Tuynhuis, the SA Museum, the National Gallery, the National Library, the High Court, St Georges Cathedral, St Mary's Cathedral and the Great Synagogue), it contributes to the strong civic quality of the Gardens. With the main Campus established in Rondebosch in the 1920s, the Hiddingh Campus assumed a leading role in the creative and performing arts with the establishment of the fine arts department there in 1925 and in 1930 the speech and drama department.

The Hiddingh Campus includes an important concentration of historical buildings and landscape elements dating from the early 19th century all of which are significant heritage resources:

- the Lioness Gateway between the then Menagerie and Government Avenue (*circa* 1800, Anrieth);
- the Egyptian Building (1839-1841);
- Hiddingh Hall itself (1910-1911, by Baker & Kendall), Bertram Place (1880), Michaelis School of Fine Art (1903-1905, by Baker), the Ritchie Building (1895), the Quad Building (1874), Rosedale (1899-1902, by Baker and Masey, built as a student residence), the Commerce Building (1903, Baker and Masey, built as the Engineering block), Little Theatre Workshop (1895) and Little Theatre (1881, built as the Chemistry Laboratories);
- the Old Medical School Building (1911-1912, until recently the state Pathology Department); and
- a number of very old and character-establishing trees (and an underground water canal) as well as old wall and fence fragments; and
- Bertram House (1839; a rare Regency period house owned by Iziko Museums).

The distinctive and consistent scale and character of the built form, reliant on the compactness of the campus, the orthogonal arrangement of the buildings with interlinking courtyard and forecourt spaces, the hipped roofs, roof dormers, projecting bays and porticos, curvilinear gables onto Orange Street, vertically proportioned fenestration, and the consistent use of materials (red brick, sandstone, plastered brick, red tiled or slate roofs) all contribute to this very fine townscape even if a recent urban design study (over-critically and, in our view, wrongly) has described the campus as being “currently discombobulated and the historical buildings are lost in (a) mass of tarmac used for parking and vehicular access. Reclaiming the outdoor space for people is essential to make this a successful campus”.⁴¹ We do agree, however, that the campus does not have an obvious or clear ‘centre of gravity’ around which or upon which its image or sense of place rests. We note, however, that this urban design study, prompted by the need to accommodate expansion/improvement to the University’s bus service, implied a radical restructuring of the Hiddingh Campus⁴² but the core of this idea appears, as in the case of the Rondebosch Middle and Lower Campus planning discussed earlier, to have been compromised by an over-cautious preservationist stance resisting adaption and enrichment of built-form.

Notwithstanding this, the Hiddingh Campus is extremely significant as the first seat or locus of tertiary education in the country, as an organic townscape or campus which has evolved over two centuries, and as a singular and landmark precinct within its urban context. Given this, we think that the entire Hiddingh Campus should be recognised as a Grade II heritage resource and declared a Provincial Heritage Site.

⁴¹ City Think Space *et al*, p6.

⁴² This includes the creation of a new main entrance way onto the Campus, cutting through several old buildings, but this is accomplished in the proposal with such great timidity that the design-idea fails to persuade. It is also argued that the concept is not feasible because of the proposed “major ground level changes”.



Illustration 2: Grading Map of the Hiddingh Campus

3.2 Upper Campus, Rondebosch:

The Upper Campus is located on the lower slopes of the mountain chain which, inhabited by the indigenous people of the Cape prior to colonisation, has been layered by patterns of occupation and settlement over centuries. The Table Mountain National Park, part of a world heritage site (the Cape Floral Protected Region), forms the immediate backdrop to the Upper Campus and has an international significance due to its visual and symbolic qualities.

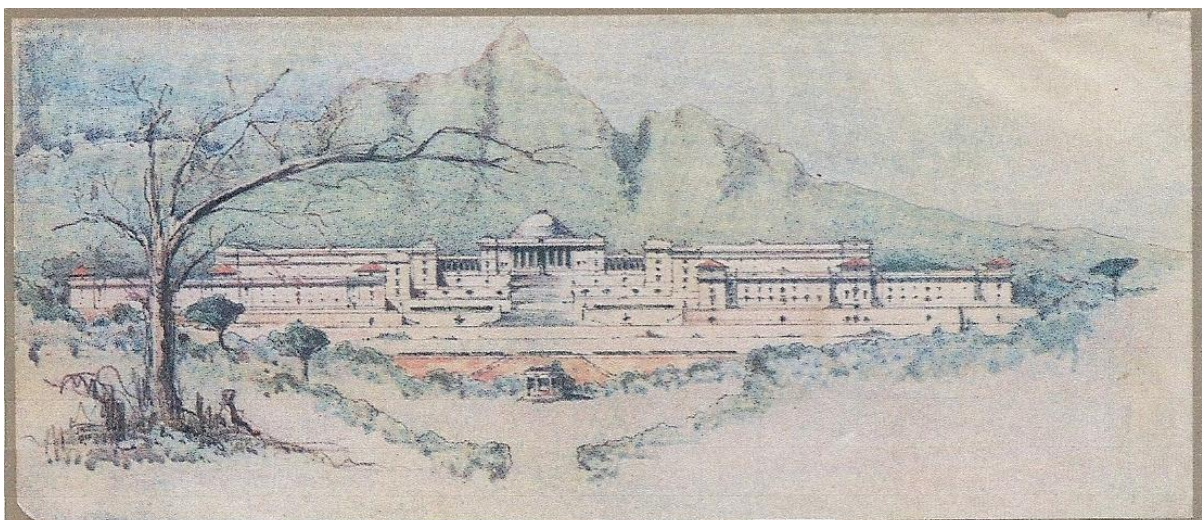


Illustration 3: Conceptual design by Solomon, 1917⁴³

The Campus is situated on a portion of the earliest settled agricultural land and has strong associations with the Dutch East Indies Company, the early free-burghers and

⁴³ UCT MSSA:BUZV (copied from Pistorius *et al*, p10).

the slave community that served them. The agricultural landscape was transformed first into a sylvan, if suburban, landscape in the late 19th century before being ultimately transformed into an institutional landscape with the formal planning and construction of the Upper Campus from the 1920s on the Rhodes' Estate on the eastern lower slopes of Devil's Peak.

The layout of this relatively compact campus, on a series of platforms or terraces cut into the slope roughly following the contours and centred about an axis running through the Rustenburg Belvedere (or Summer House) and up to the central ceremonial Sarah Baartman Hall, was determined by the architect, Solomon, in 1918 (although this axis was 'bent' slightly to tie the terraces more closely to the mountain contours); and the first buildings were built during the 1920s under the direction of the architects Walgate with Hawke and McKinley.⁴⁴

As an architectural set-piece, symmetrical (or almost) about the axis running through the ancient Belvedere below it and with its core components comprising the Sarah Baartman Hall, its forecourt and steps, the flanking library and faculty buildings, the Men's and Women's Residences (re-named for Smuts and Fuller in 1951) a step below, and finally the platform of the lower terrace with its sports fields, constitute an architectural ensemble of great architectural power and significance. The elevated position of the Campus, its location within a self-consciously articulated Arcadian landscape (emphasized by the nearby classical 'temple' of the Rhodes memorial),⁴⁵ the 'closed' concept of terraces, each tied to the mountain contours and encircled by a great ring-road and a surrounding treed-girdle tying the composition together, and the (relative) consistency and clarity of its architectural formulation, together provide a highly distinctive and memorable image of university campus design, arguably one of the finest in the world.

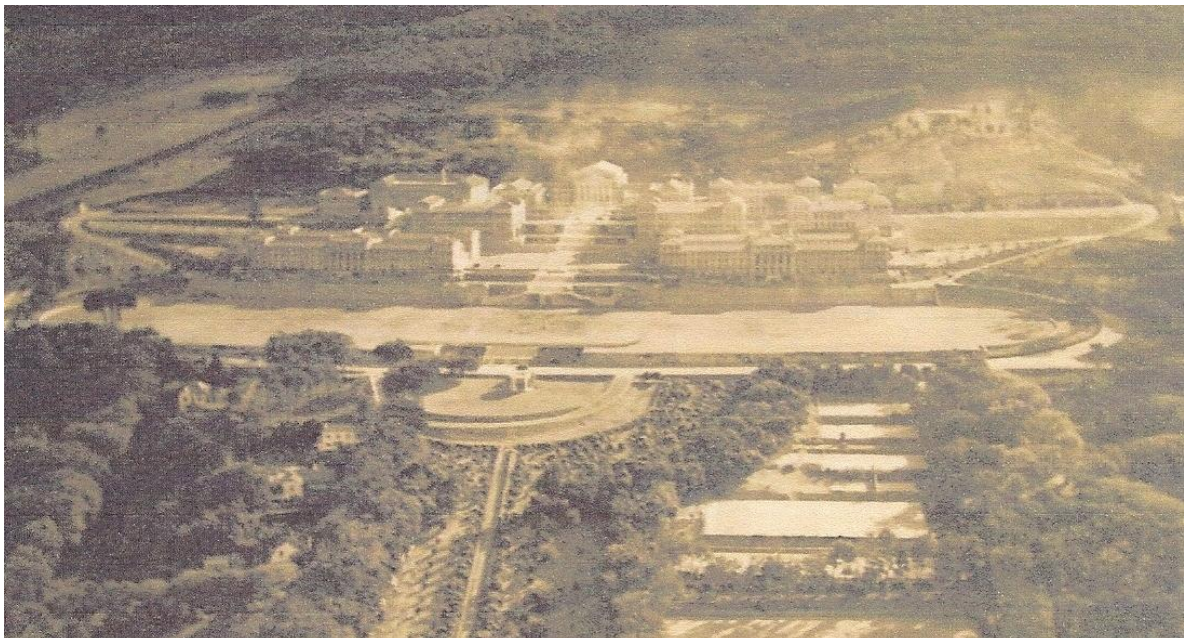


Illustration 4: Aerial photograph of the Upper and Middle Campuses, 1934⁴⁶

⁴⁴ See Phillips, pp145-160.

⁴⁵ Opened publicly in 1912.

⁴⁶ UCT MSSA BC318 (copied from Pistorius *et al*, 2006, p10).

Apart from the symmetrical arrangement of the major components just referred to, this very great visual or architectural significance relies on a series of architectural patterns and devices which are adopted with relative consistency throughout the Campus. These are the great retaining walls of the terraces cut into the mountain-side, the similarly proportioned and scaled buildings above the terraces, the strict obedience of these buildings' scales and relationships with each other and within the overall framework, the similar rhythmically arranged fenestration set into roughly textured plaster, the ivy covering much of the plastered surfaces and, most importantly, the red tiled pitched roofs.

The very great significance of this ensemble is its architectural concept and the consistency of its realisation (the eyesore PD Hahn and the less obtrusive Engeo Buildings aside). And, although there are other significances, the principle significance that is taken into account is this architectural significance.

The central core of the ensemble including Jameson Hall, the nearby library and academic buildings on both sides of University Avenue and the two residences, Smuts and Fuller Halls, all built in the first phase before 1935 are a declared provincial heritage site (declared in 1984). However, given the great significance of the Upper Campus as an icon, given the architectural consistency and unity, given the University's considerable academic, historical and socio-political significance which are all closely tied to the iconic image of the Main Campus, the entire Upper Campus comprising most of Erf 44201⁴⁷ should be recognised as a Grade II heritage resource and declared a Provincial Heritage Site.

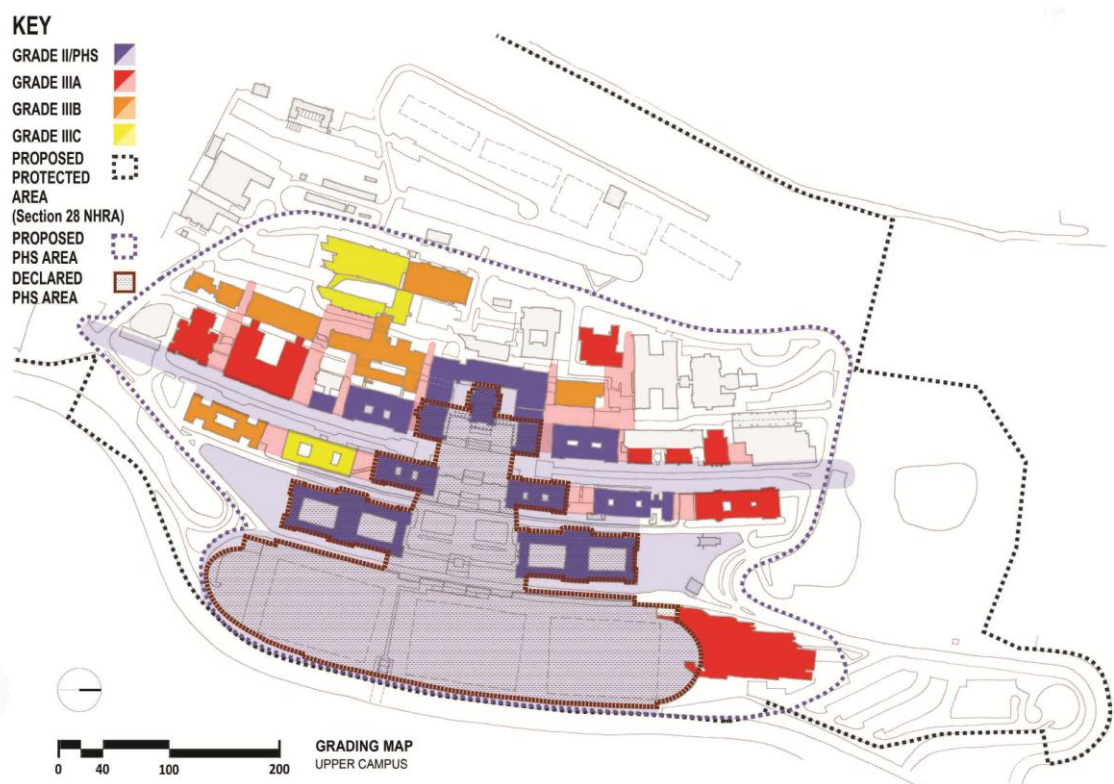


Illustration 5: Grading Map of the Rondebosch Main or Upper Campus Campus

⁴⁷ NB: Erf 44201 is traversed by the M3 motorway and includes the entire Upper Campus and a large part of the Rondebosch Middle Campus.

3.3 Rondebosch Middle and Lower Campus:

Separated from the Upper Rondebosch Campus and the sports fields on its lowest platform by the M3 motorway, the Rondebosch Middle and Lower Campus extends from the motorway down to the Main Road and between Woolsack Drive in the north and Stanley Road in the south.

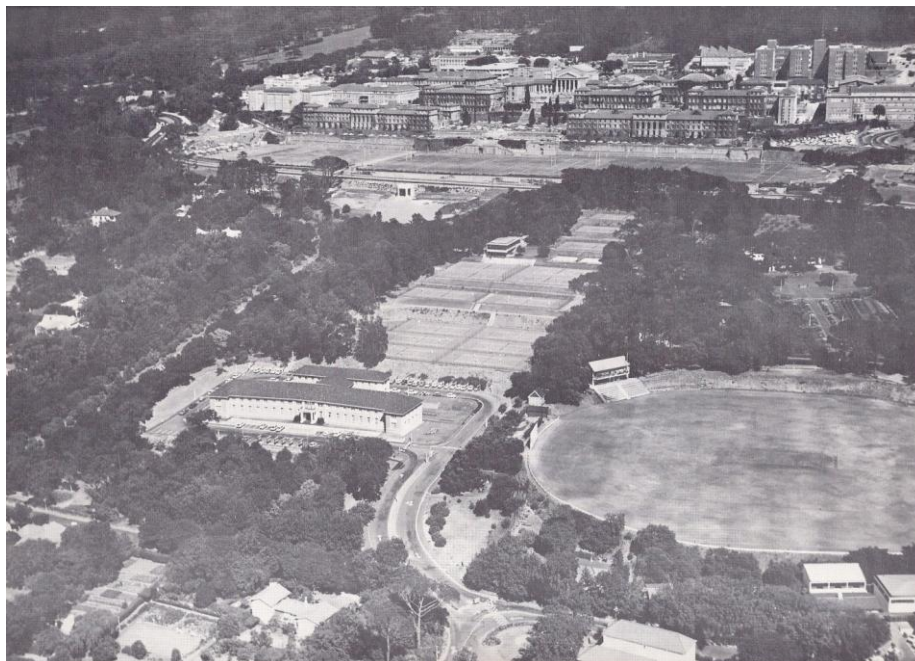


Illustration 6: Aerial photograph of the Middle Campuses, 1971, with the Upper Campus in the background⁴⁸

The Middle Campus,⁴⁹ most of which is within the Rhodes Estate, contains the Rustenburg Belvedere or Summer House and the now unkempt Japonica Walk (the essential axis of Solomon's 1917 design of the Upper Campus even if perverted in the execution of the design in the 1920s), a band of trees along the motorway contributing to the framing of the Upper Campus, confirming its visual separation from the town below and consolidating its iconic image (although this is watered-down by inadequately treed parking areas), the Kramer Building (circa 1985, Revel Fox), the *Woolsack* (1900, designed by Baker for Rhodes) and its ill-considered student accommodation (by Pearce and Williams), the All Africa residential building (circa 1998, by Asmal and Campbell), the new student administration and economics buildings (completed in 2011, by Masewski van der Merwe), the University's main administration building, Bremner (1964), the cricket oval, the Arboretum, two old houses, and the School of Dance (in phases from 1963, Revel Fox). There is also an ancient now much truncated burial ground (of slaves and workers of the Rustenburg farm)⁵⁰ which was mistakenly thought to be south of its actual position⁵¹ and which was irrecoverably compromised by the circa 1998 *All Africa House*, although a belated acknowledgment of its presence and significance is to be made through its *in situ* identification and memorialisation.

⁴⁸ Planning Unit, 1971, frontispiece.

⁴⁹ Parts of this campus some of its buildings have been described very carefully in the 2005 study by Thorold *et al.*

⁵⁰ See Titlestad *et al.*'s detailed 2007 study.

⁵¹ Geoff de Wet, email of 24/11/2015.

Across Lovers Walk, the Lower Campus includes the vice-chancellor's residence, a very fine Victorian house (*Glenara*, 1882), the school of music (which incorporates the grand 1889 house, *Strubenholm*, given a grander verandah⁵² in 1927 by Walgate and very badly spoiled by Barnett's 1970 addition),⁵³ and the Baxter Theatre complex (1977, by Barnett).⁵⁴

Parts of the Rondebosch Middle and Lower Campus have considerable significance; but the Campus as a whole does not at present have a clear sense of place.⁵⁵ More importantly, it does also not have a clear sense of what the occupation of this landscape by the University entails or what kind of university-space this 'wants to be'. Indeed, while the Middle and Lower Campus incorporates a considerable range of very fine elements and significances, it is currently, in effect, a suburban environment with unrelated disconnected buildings interspersed with parking areas, several of which have very awkward vehicular access, and no sense of direction or pedestrian life: indeed, the pedestrian is an anomaly in this environment with no way of finding whatever he/she may be seeking. The rectilinear pattern of linked buildings on a series of platforms or terraces with a diagonal linking component originating at the Belvedere, reliant on three principles ("firstly the clear approach to remaking the land form into a strong pattern of terraces, secondly, the establishment of an open space system and, thirdly, a consistent architectural image")⁵⁶ and instituted, if partially, over decades from the mid-1970s⁵⁷ was over-ridden in the recent construction of the four new and relatively new buildings, the Student Administration Building (), the Economics Buildings and a stepped court, and not replaced with a coherent alternative even though urban design studies in 2005⁵⁸ and 2008⁵⁹ had both proposed a linking pedestrian-friendly "stepped-street" element⁶⁰ to give a heart to this part of the Campus.

Given that the University has owned and occupied this entire Campus since *Glenara* and *Strubenholm* were purchased in 1925 (becoming the first University-occupied buildings in Rondebosch), it is surprising that it has remained essentially suburban, well-treed with isolated buildings, each with their own ample parking arrangements, motor car-dominated and pedestrian-unfriendly. While there has been considerable controversy regarding the 2009 over-riding of the urban design concept of the Middle Campus, in our view, the continued reference to this and all of the Rondebosch, Rosebank, Mowbray and Observatory holdings of the University since the Planning Unit's 1976 report as "an arcadian setting"⁶¹ has led to the failure of the University to

⁵² With great Doric columns replacing the earlier slender Victorian ones (timber or cast iron).

⁵³ It bears noting that during the 1960s the demolition of both *Glenara* and *Strubenholm* was considered necessary, and the 1974 campus plan proposed the demolition of *Glenara*.

⁵⁴ Both the Ballet School, by Revel Fox, and the Baxter Theatre, by Jack Barnett, are award-winning modern buildings and are heritage resources.

⁵⁵ Indeed, in this, we are in agreement with the views of the authors of the 2006 study (Pistorius *et al*) even if we see both the causes and future solutions differently.

⁵⁶ Planning Unit, 1976, para.3.7. This idea was developed over several years by the Planning Unit directed by a sub-committee of Julian Elliot, head of the Unit, and Ivor Prinsloo and Roelof Uytenbogaardt, professors of architecture and of planning and urban design respectively.

⁵⁷ This work was given an award of merit by the CIA in xxxx and had been widely admired.

⁵⁸ Dewar and Southworth, Louw and Dewar.

⁵⁹ Comrie Wilkinson.

⁶⁰ Comrie argued that the Constitutional Court's stepped pedestrian street is just such a precedent.

⁶¹ Planning Unit, 1976, para. 8.3.

recognise that a university, with its built-form, its buildings and their connections and surrounds, comprises a townscape of a particular type. This is particularly surprising given the Planning Unit's only slightly earlier 1974 proposal showing a series of "four storey interconnected structures" "similar to the University Avenue buildings"⁶² occupying much of the Middle and Lower Rondebosch *and* the Lower Rosebank Campus.⁶³ And it seems to us that the very detailed assessments of various heritage studies carried out during the past fifteen years also contributed to a restrictive cautiousness in considering this campus's sense of place and its character as a *university campus*; and have probably, if subliminally, limited constructive thought about this campus as a place.

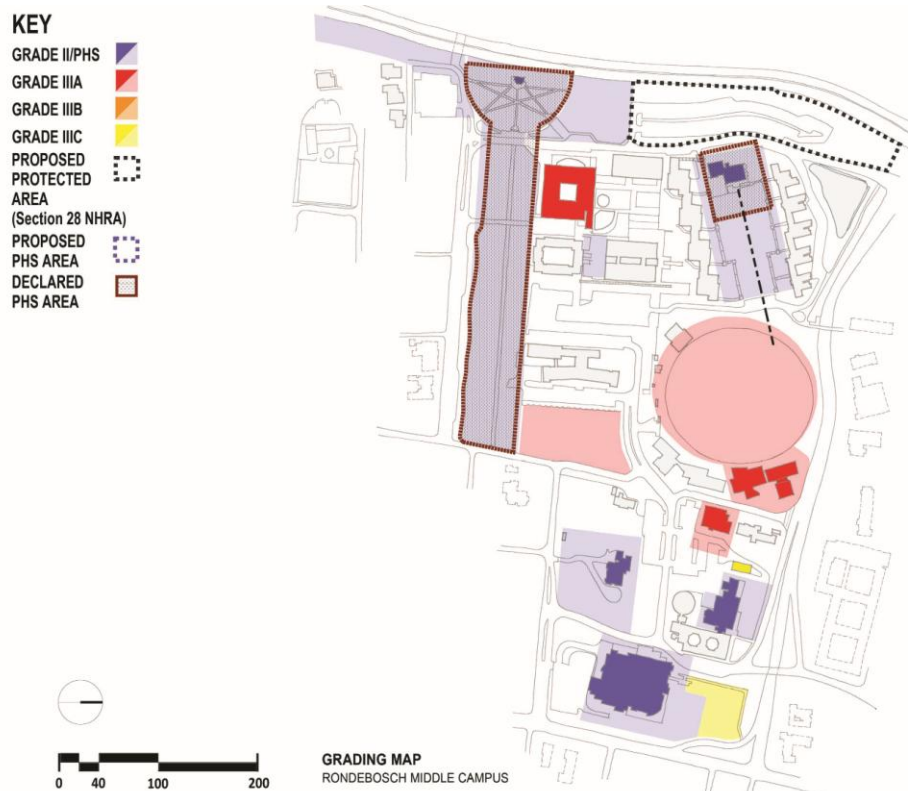


Illustration 7: Grading Map of the Rondebosch Middle and Lower Campus

3.4 Middle and Lower Campus, Rosebank:

This fairly large L-shaped Campus (or series of precincts), almost entirely residential and sporting, runs from the M3 motorway down to Main Road and to Cecil Road and from Woolsack Drive to Rhodes Avenue. The southern end of this campus, between Woolsack Drive and Chapel Road and essentially occupying the early land grant, Zorgvliet,⁶⁴ which became the old Rosebank Agricultural Showgrounds in the 1890s,⁶⁵ includes several residential complexes like the older *Kopano*⁶⁶ and *Baxter Hall*⁶⁷ residences, the newer *Marquard* and *Tugwell Halls*⁶⁸ and the *Graça Machel*⁶⁹

⁶² Planning Unit, 1974, p35.

⁶³ Though the report does add that "the purpose of this planning study is to test the optimal holding capacity of the site. It is not to advocate that the site should be developed to this capacity", *ibid.* p36.

⁶⁴ Of 1659.

⁶⁵ 1892-1953.

⁶⁶ Initially called Driekoppen; 1963, by Lightfoot, Twentymen-Jones and Kent.

⁶⁷ 1975, by Strauss Brink.

⁶⁸ 1957, Kantorowich and Hope.

residences, and the recently improved sports centre incorporating the old swimming pool and squash courts. The upper section of this campus between the M3 and Cecil Road includes sports fields (once the Showgrounds oval), the Rhodes Recreation Grounds, and the *Welgelegen* homestead (rebuilt in 1899 by Baker for Rhodes to be occupied by the Curry family; currently occupied by the University's publishing office) and its immediate surrounds including its gardens and the remnants of its werf. Although it was a radical rebuild, *Welgelegen* is the parent homestead of the farm which included the state-owned *de Meule* (the miller's house, occupied by the Minister of Tourism) and *Mostert's Mill* (leased to the Friends of the Mill); and the original entry axis of *Welgelegen* runs through its grand 18th century gateway, through the *de Meule* property and on to *Welgelegen*.⁷⁰

This campus or series of precincts has very interesting early settlement and agricultural history, Zorgvliet being a very early land grant (1659), with Rhodes coming to own much of it in the 1890s; but it is without a sense of place and even less campus-like than the Rondebosch Middle and Lower Campus. Indeed, most of the buildings and facilities have their own 2 and 3m-high enclosing fences making this a most unfriendly environment and with only incidental and relatively insignificant remaining heritage resources; even though it contains a fairly substantial and very significant heritage resource, the *Welgelegen* precinct, which should, in our view, be isolated from its surrounds and managed as a grade II heritage precinct.

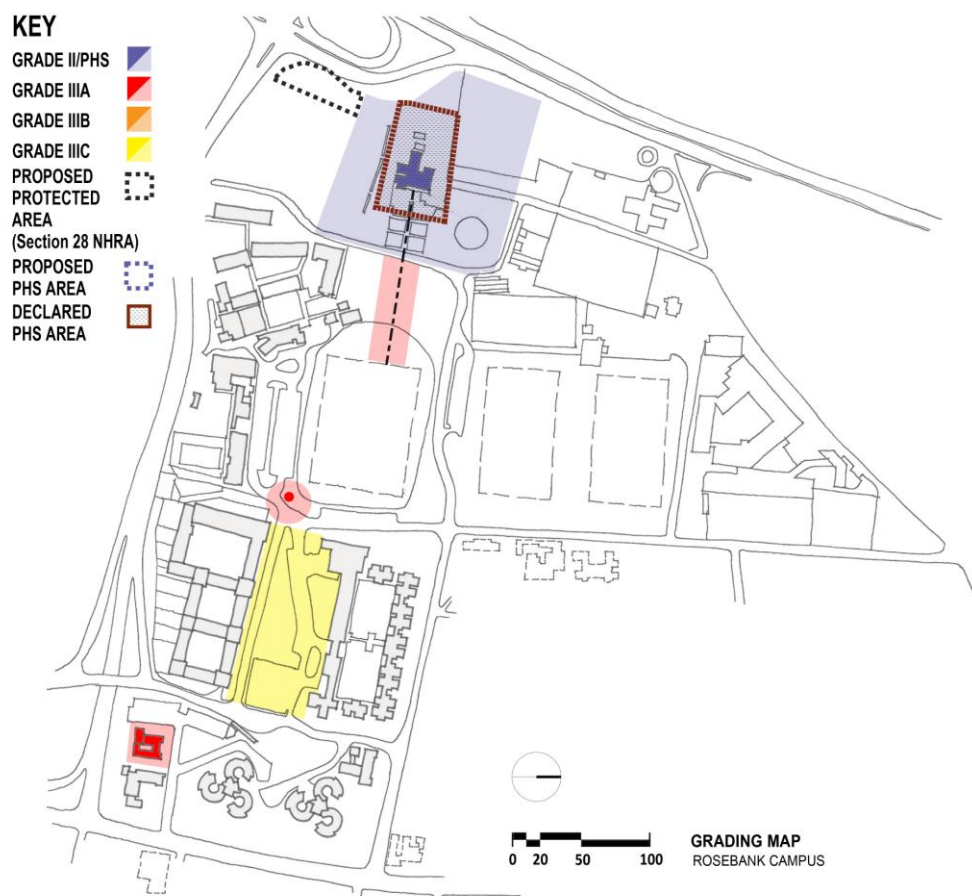


Illustration 8: Grading Map of the Rosebank Middle and Lower Campus

⁶⁹ 200x, Martin Kruger.

⁷⁰ See CDC, 2001, for a detailed description of this campus.

3.5 Mowbray/Avenue Road Precinct:

The uppermost strip of this, the smallest of the six campuses, the western edge strip (on Rhodes' Estate) still has barrack-like residences built in 1945 and 1946 to house ex-servicemen enrolling as students post-WWII; and it includes land along Avenue road developed with relatively grand suburban villas (*Avenue House* and *Cadbol*; although we emphasise that these villas are not nearly as grand or well-made as *Glenara* and *Strubenholt*) and the *Princess Christian Ladies Home* (now *Ivan Toms House*; 1905, by Masey). The University purchased the four very ordinary 1930s suburban villas in Matopos Road and obtained the former *Princess Christian Home* through a land-exchange relatively recently (in the 1990s). This precinct also includes the all-weather hockey field and the old (1960s) Forest Hill residential complex which reaches down to the Main Road. This campus or precinct is at present comprised of parts which are isolated from each other by fencing and roadways; and, in our view, does not have an identity or sense of place that warrants protection (although a clever urban design framework could give it the unified spatial character that it currently lacks).

However, given that this precinct was the first precinct analysed and assessed under the then new heritage law⁷¹ in 2000, that study was 'experimental'; and, in our view, the values expressed and applied were overly conservative and protectionist.⁷² As a consequence of this the University has wrestled for sixteen years for approval of development for this precinct; but, that said, the heritage authority finally approved the development in early 2015 and the City Council approved the proposal in 2016.⁷³ In our view, the proposal is not particularly successful either in its expressed intention of conserving/protecting what the heritage practitioners in 2000 referred to as the 'parkland' character⁷⁴ of the environs (insisting on a 30% coverage) or in establishing a sense of place appropriate for a university campus (indeed, the achieved floor area factor of 0.53 is considerably less than is the optimum).⁷⁵ Indeed, it is apparent that the net-result of this fifteen year experiment is the preservation of two relatively ordinary Victorian suburban villas (for office use) and their rather ordinary suburban front gardens, the restoration of an architecturally interesting Arts and Crafts home for the elderly (as health care offices), the preservation of a series on 1945 barrack-like residences, the isolation of a collection of institutional buildings from the extant suburban-environment character, and the insertion of a sprawling web of three-storey blocks (running counter to the contours), encircled by obtrusive security-focussed boundary fencing; and, although we presume that student-residents and University employees will be able to enter and exit through access-controlled gates, all other users will have to enter through a single main gate off Avenue Road.⁷⁶

Phase 1 of this redevelopment was completed in 2020 and we accept the now approved proposal as fact. We note, however, that the new development does not seem give the precinct a better or more a coherent sense of place or orientation.

⁷¹ The National Heritage Resources Act of 1999 came into effect in April 2000.

⁷² See CDC, 2000 and 2002.

⁷³ See MLH *et al*, 2015.

⁷⁴ Established by Rhodes; CDC, 2000, pp 18 and 22.

⁷⁵ The Planning By-Law permits 0,8 in the CO1 zone and 2,0 in the CO2 zone. Elliott says that successful campuses have a factor around 1).

⁷⁶ Geoff de Wet has confirmed our view of this process, email 14/12/2015.



Illustration 9: Grading Map of the Mowbray Avenue Road Precinct

3.6 Health Sciences Campus, Observatory:

The Health Sciences or Medical School Campus⁷⁷ above the residential suburb of Observatory was built, essentially, in three phases: these are the first phase of the Wehrner & Beit North and South Blocks and the Mortuary contemporary with the Main Rondebosch Campus (1925-1928, designed by the PWD and its chief architect, John Cleland; foundation stone laid by the Governor, Earl of Athlone in March 1925); the second phase, the Groote Schuur Hospital period, contemporaneous with the construction of the hospital (opened in 1938; foundation stone laid in 1932), which included the Medical Residence (opened 1940, by Perry&Lightfoot) and several additions to the W&B South Block (by Thornton White in 1941 and 1945); and, finally, the evolution and development of the modern Health Sciences Campus from 1951 with the Medical Library (1951; by Thornton White, award-winning; but much altered/added to and spoiled in 1998 by Foale), several new (often large and unresponsive to the environs) buildings and a less obtrusive new Amenities Complex housing Dean's office, student canteen, etc (opened 1981) and the new inventive IIDMM Building connecting (and renovating) the W&B North and South Blocks (2005, by Fagan; award-winning).

The first two phases produced an architecturally consistent (neo-classical or Renaissance revival), cohesive, finely articulated and very finely built set of buildings arranged on a single platform cut into the lower slopes of Devil's Peak but in an initially rather bleak setting orientated towards to new de Waal Drive and mountain and turning its back to the suburban residential townscape immediately below it. The first of the modernist buildings, the new Library by Thornton White (1951), was

⁷⁷ See Thorold and van Heyningen, 2001, for a comprehensive description of the campus, its history and the early buildings.

appropriately scaled (though increased in height and radically transformed in 1998 by Foale) and sited along Anzio Road appropriately between the hospital and the earlier medical school buildings; but thereafter *ad hoc* functionalist responses to the new needs of the growing medical school led to a number of over-scaled buildings unrelated to the site and surrounds or, in some cases, to awkwardly scaled and sited infill and connecting buildings. Indeed, although it has been severely criticised for its functionalist (even 'brutalist') architectural character, the 1972 Amenities Building (also known as the Barnard Fuller Complex), although 'smashing' insensitively up against the 1940 Medical Residence, responds well in plan and scale to the W&B North Block creating a well-proportioned enclosed courtyard or square between the two buildings. Also, the 2005 IIDMM Building (award-winning; by Fagan) positioned between and connecting the two W&B Blocks is a very fine contribution to the early '1920s PWD neo-classicism' which, by its very contrast and its sophisticated and carefully made 'high tech modernism' emphasises and revitalises the older more sedate buildings of which it is a part.

Indeed, the earliest 1920s buildings with the terraced spaces immediately in front of them (and partially 'closed' by the 1982 Amenities Complex and contributed to by the 'high tech' 2005 IIDMM building), despite the spoiling of the arrangement and of their overall appearance by the *ad hoc* and utilitarian modernism, are a very fine ensemble and, given their educational and research significances, warrant a Grade II significance. The Campus as a whole, however, beset with awkward parking areas, apparently *ad hoc* landscaping and planting, obtrusive security fencing and inappropriately scaled and positioned buildings, is without coherence or significance at present.

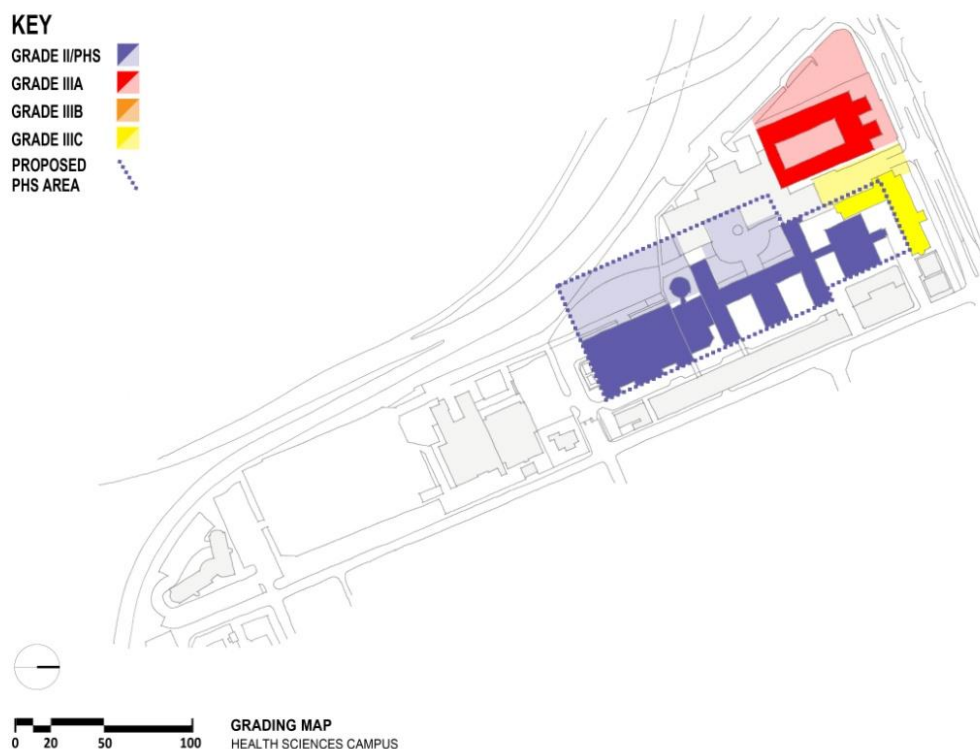


Illustration 10: Grading Map of the Health Sciences Campus in Observatory

4 CONCLUSIONS

As we have said, in our view the University as an institution with its history and socio-political status gives its campuses a special significance; and the architectural excellence and townscape coherence give several of the campuses very great visual and spatial significance. And, in our view, these university-related meanings and significances must dominate earlier agricultural and suburban-derived significances. As a consequence, in the assessing of the significances of the elements in the environments we have in many cases assigned higher significances (and gradings) to these buildings, spaces and places because of their university-associations or, in other cases, we have assigned lower significances than may otherwise have been anticipated to agricultural- and suburban-related elements.

The University, the first in the country, has a significance quite separate from the built environment it occupies notwithstanding the length of time it has occupied the campuses (one of the campuses for one hundred and seventy years and two of them for nearly ninety years). These three campuses (Hiddingh, the Rondebosch Upper Campus and the Health Sciences Campus in Observatory) do also have very special architectural and spatial qualities that, independently of the University's institutional and historical significances, make them very special as campuses containing numerous very special buildings, vegetation and landscape components.

The Rondebosch Middle and Lower Campus, on the other hand, although given detailed architectural and urban design attention as a campus and as a place in the 1970s and 80s and having a series of very special though more spatially constricted elements (pre-dating the areas occupation by the University), certainly has the potential to be transformed into a campus with a particularly rich sense of place; but this is predicated on a recognition of the over-riding importance of its university-history.

The Rosebank Middle and Lower Campus, on the other hand, although including the re-made Welgelegen homestead and its unusually pretty curtilage or surrounds, has, however, been very badly treated as a place and most of the building-complexes are surrounded by security fencing or is occupied by parking or street-purposes (and Jamie Shuttle bus terminus). Indeed, this campus has suffered greatly by not having a clear and apposite urban design concept to guide the transformation of the agricultural and suburban environs into university campus.

Finally, the Avenue Road Precinct in Mowbray also has little coherence and, as we have said, the recently approved comprehensive redevelopment is unlikely to improve this.

The sense of place of each of the campuses has also had a significant effect on the significances we have assigned to each building or element in the Inventory.

17 April 2023

Stephen Townsend
Claire Abrahamse

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- City Think Space (Barbara Southworth), TKLA, Bridget O'Donoghue and Jeffares&Green, 2014, *Hiddingh Campus Precinct Plan, Final Draft*, unpublished report commissioned by the University of Cape Town
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LIST OF UCT STUDY AUTHORS INTERVIEWED

Nicolas Baumann, heritage practitioner in private practice and author of/contributor to several conservation studies 3/8/2015

Chittenden, Derek, town planner in private practice and author of the 2014 *Integrated Development Framework* 22/7/2015

Comrie, Henri, professor of urban design and architect and author of an urban design study	28/5/2015
Dewar, David, professor emeritus of planning and author of/contributor to several urban design studies	12/5/2015
De Wet, Geoff, architect and past head of the Planning Unit	28/7/2015
Elliott, Julian, architect and past head of the Planning Unit	31/3/2015 3/7/2015
Hill, Richard, environmental scientist and academic staff member and long-time member and chair of the PPLC and member of the UB&DC	13/7/2015
Louw, Piet, architect in private practice, and David Dewar, authors of/contributors to urban design studies	29/5/2015
Southworth, Barbara, architect and urban designer in private practice and author of/contributor to urban design studies	26/6/2015
Thorold, Trevor, architect in private practice and author of/contributor to several conservation studies	22/5/2015
Todeschini, Fabio, professor emeritus of urban design, architect, urban designer and academic staff member and long-time member of the UB&DC	17/7/2015
Vermeulen, Frik, town planner in private practice and author of/contributor to several studies and applications	4/6/2015

All of these interviews were conducted by Stephen Townsend; and the purpose of the interviews (or conversations) was not to gather information or solicit opinions but to confirm our readings of the written reports and studies. Given this, the views enunciated during the interviews are not contained in or referred to in the report.⁷⁸ We did also send drafts of this report and/or the Conservation Framework to all of the parties interviewed: only Geoff de Wet, Fabio Todeschini and Frik Vermeulen responded with commentary.

⁷⁸ We note that the use of interviews of role players to confirm the operations of a discourse without direct reference in research is a method used by Clarence Stone in his *Regime Politics: Governing Atlanta 1946-1988*, 1989.

**LIST OF GRADED HERITAGE RESOURCES PROPOSED FOR APPROVAL FOR
INCLUSION IN THE HERITAGE REGISTER BY HERITAGE WESTERN CAPE IN
TERMS OF SECTION 30(6) OF THE NATIONAL HERITAGE RESOURCES ACT**

1 Hiddingh Campus, Gardens

Whole campus, Erven 95138-95148	Grade II	PHS
Bertram House (owned by Iziko Museum)	Grade II	PHS
Lioness Gateway to Government Ave	Grade II	within PHS
19.10 Egyptian Building	Grade II	within PHS
19.9 Hiddingh Hall	Grade II	within PHS
19.1 Michaelis School of Fine Art	Grade II	within PHS
19.4 Ritchie Building	Grade II	within PHS
19.5 Rosedale	Grade II	within PHS
19.6 Commerce Building	Grade II	within PHS
19.8 Little Theatre	Grade II	within PHS
19.12 Old Medical School Building (historic core)	Grade II	within PHS
19.12 Old Medical School Building (south wing)	Grade IIIA	within PHS
19.3 Quad Building	Grade IIIA	within PHS
19.7 Little Theatre Workshop	Grade IIIA	within PHS
19.11 Bertram Place	Grade IIIA	within PHS
19.2 Graphic Design Building	Grade IIIB	within PHS
19.13 Open space	Grade IIIA	within PHS
19.14 Open space	Grade IIIA	within PHS
19.15 Open space	Grade IIIA	within PHS

2 Upper Campus, Rondebosch

Whole campus (Erf 44201 above motorway)	Grade II	PHS	HWC
1.1 Sarah Baartman Hall	Grade II	PHS	
1.4 Jagger Library	Grade II	PHS	
1.2 Otto Beit & Molly Blackburn Building	Grade II	PHS	
1.3 Chancellor Oppenheimer Library	Grade II	PHS	
1.5 Arts Block	Grade II	PHS	
1.6 Mathematics Block	Grade II	PHS	
1.8 Fuller Hall	Grade II	PHS	
1.7 Upper Campus Residence	Grade II	PHS	
2.7 Elect. & Mech. Engineering Building	Grade II	PHS	
3.6 Computer Science Building	Grade II	PHS	
2.6 Geological Sciences Building (front section)	Grade II	PHS	
3.9 H. W. Pearson Building	Grade II	PHS	
2.7 Humanities Building	Grade IIIA	within PHS	
3.3 Hoerikwagga Building	Grade IIIA	within PHS	
3.8 Chris Hani Lecture Theatre	Grade IIIA	within PHS	
5.4 Leslie Social Sciences Building	Grade IIIA	within PHS	
4.2 R. W. James Building	Grade IIIA	within PHS	
3.7 John Day (two front buildings)	Grade IIIA	within PHS	
2.2 Chemical Engineering Building	Grade IIIB	within PHS	
5.7 Centilvres Building	Grade IIIB	within PHS	
2.5 Menzies Building	Grade IIIB	within PHS	
5.3 Leslie Commerce Building	Grade IIIB	within PHS	
5.1 Rachel Bloch Building	Grade IIIB	within PHS	

5.2	Harry Oppenheimer Building	Grade IIIB	within PHS
3.4	Steve Biko Students' Union	Grade IIIB	within PHS
7.1	Sports Centre	Grade IIIB	within PHS
1.9	Memorial Plaza and Steps	Grade II	PHS
1.12	University Avenue North	Grade II	PHS
1.13	University Avenue South	Grade II	PHS
6.7	Green backdrop to campus	Grade II	PHS
7.2	Rugby Fields	Grade II	PHS
4.5	Upper Campus Residence garden	Grade II	PHS
5.8	Fuller garden	Grade II	PHS
3.10	Cissie Gool Plaza	Grade IIIA	within PHS
1.10	Stairways between buildings	Grade IIIA	within PHS
1.11	Stairways between buildings	Grade IIIA	within PHS
1.15	Stairways between buildings	Grade IIIA	within PHS
3.11	Stairways between buildings	Grade IIIA	within PHS
5.10	Stairways between buildings	Grade IIIA	within PHS
5.11	Stairways between buildings	Grade IIIA	within PHS
1.14	Green spaces between buildings	Grade IIIA	within PHS
1.15	Green spaces between buildings	Grade IIIA	within PHS
4.6	Green spaces between buildings	Grade IIIA	within PHS
4.7	Green spaces between buildings	Grade IIIA	within PHS
5.9	Green spaces between buildings	Grade IIIA	within PHS

3 Middle and Lower Campus, Rondebosch

8.1&8	Belvedere and Japonica Walk	Grade II	PHS
8.8	Land below motorway (parts of Erf 44201 and Erf 108992)	Grade II	PArea
9.1&4	<i>The Woolsock</i> and Forecourt	Grade II	PHS
11.5	<i>Strubenholm</i>	Grade II	PHS
11.8	<i>Glenara</i> and garden	Grade II	PHS
11.7	Baxter Theatre	Grade II	PHS
8.6	Cemetery Remnant	Grade II	PHS
10.6	Lovers Walk Arboretum	Grade IIIA	H Register
10.7	Lovers Walk Avenue	Grade IIIA	H Register
10.4,5	School of Dance	Grade IIIA	H Register
11.2	Old UCT Administration Building	Grade IIIA	H Register
8.2	Kramer Building	Grade IIIA	H Register
10.8	Cricket Oval	Grade IIIA	H Register

4 Rosebank Middle and Lower Campus

15.1	<i>Welgelegen</i> and surrounds	Grade II	PHS
15.2	Land below motorway (only a portion of 15.2)	Grade II	PHS
14.5	<i>Welgelegen</i> axis across croquet court	Grade IIIA	H Register
13.3	<i>Mendi</i> Memorial and curtilage	Grade IIIA	H Register
12.1	<i>Burnage</i>	Grade IIIA	H Register

5 Mowbray/Avenue Road Precinct:

17.4	<i>Avenue House</i>	Grade IIIA	H Register
17.7	<i>Cadbol</i>	Grade IIIA	H Register
17.2	<i>Princess Christian Home (Ivan Toms House)</i>	Grade IIIA	H Register
17.13	Oval lawn/garden in front of Ivan Toms House	Grade IIIA	H Register

17.14	Gardens in front of Avenue House & Cadbol	Grade IIIA	H Register
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6 Health Sciences Campus, Observatory

18.7	Werner-Beit North Block	Grade II	PHS
18.10	Werner-Beit South Block	Grade II	PHS
18.3	Mortuary	Grade II	PHS
18.9	IIDMM Building/Wolfson Pavilion	Grade II	PHS
18.15	Sloping lawn in front of Werner-Beit South	Grade II	PHS
18.16	Courtyards in front of Werner-Beit North	Grade II	PHS
18.5	Medical Residence and immediate surrounds	Grade IIIA	H Register

LIST OF COMMENTS RECEIVED DURING CONSULTATION PERIOD

Cape Institute for Architecture, 17 Nov 2022, Comment on IDF

Cape Institute for Architecture, 2 March 2023, Comment on Conservation Framework

DoCoMoMo, 23 Aug 2022, Letter of Comment on IDF

City of Cape Town, Spatial Planning and Environment, Southern District, 24/10/2022, Internal Memorandum Comment on Land-Use Application

City of Cape Town, Spatial Planning and Environment, Table Bay District, 8/11/2022, Internal Memorandum Comment on Land-Use Application

We note that the City of Cape Town's (then) Energy, Environmental and Spatial Planning did also comment on earlier versions of the Framework and Agreement in 2015 and 2016. Those comments were, in large part, integrated into the proposals.