

# Section 27 Application

submitted in terms of the National Heritage Resources Act

prepared for

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on behalf of

The City of Cape Town: Universal Access and Non-motorised Transport

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GOVERNMENT AVENUE

CAPE TOWN

## Executive summary

vidamemoria heritage consultants have been appointed by Kayad Knight Piesold (Pty) Ltd on behalf of The City of Cape Town: Universal Access and Non-motorised Transport to conduct the necessary heritage assessment related to the proposal for a Cycle Route along **Government Avenue** in Cape Town. This proposed intervention triggers Section 27 of the National Heritage Act (Act 25 of 1999).

Government Avenue is located within the Old Company Gardens in Cape Town CBD. The avenue is a linear pedestrian path edged on both sides with a bed of low underplanting and lines of oaks on either side. The character of Government Avenue changes along its length and a stone-lined water channel runs on either side of the avenue.

27(18) of the NHRAct states that *no person may destroy, damage, deface, excavate, alter, remove from its original position, subdivide or change the planning status of any heritage site without a permit issued by the heritage resources authority.*

Parliament, Tynhuys, Paddocks and Government Avenue on erven 95164 and 95165 have been Gazetted by SAHRA as a **National Heritage Site** within Government Gazette Notice 269 of 2014. The proposed bicycle lane falls within the area declared as a National Heritage Site. This application has thus been compiled for submission to the relevant heritage resources authority, the South African Heritage Resources Agency (SAHRA).

The City of Cape Town: Universal Access and Non-motorised Transport are proposing the opening up of Government Avenue for accommodate *responsible cycling*. **Motivation for trial period of 6 months from October 2015 to March 2016 to allow cycling along Government Avenue to test the feasibility of cycling along the Avenue** and to inform SAHRA of the potential sustainability and social benefits of cycling along Government Avenue and how potential negative impacts of cycling along Government Avenue will be mitigated. has been drafted by Tuens Kok, City of Cape Town Universal Access and NMT Section: Transport Planning Department: Transport for Cape Town (TCT). Motivation has been included in full within the report and considers restrictions on cycling along Government Avenue, Government Avenue access function, role of Government Avenue in the NMT network, alternative cycle routes between the city centre and city bowl investigated, conclusion on alternatives, sustainability and social benefits of cycling along Government Avenue, support for the cycling trial period, mitigation measures as well as monitoring and evaluation. The motivation concludes that feasibility of cycling along Government Avenue and the number of cyclists who will make use of the Avenue to travel between the City Bowl and Central City is unknown and can only be determined during a trial period when regular surveys and observations can be undertaken.

The Company Gardens has existed since the inception of the city and is considered as a significant heritage resource. Heritage themes considered associated heritage indicators pertaining to the significance of Government Avenue. The following heritage themes and heritage indicators have been considered within the assessment of heritage impact:

- Garden of necessity to botanical garden and urban park
- Education and Culture
- Public Access
- Slave Labor
- Colonization and Politics of space
- Conservation of fauna and flora
- Taming the wild; civilization versus nature

The Company Gardens with its variety of cultural centers is a popular attraction amongst citizens of Cape Town as well as tourists. Management of the gardens should encourage the flow of visitors and ensure a pleasant experience for visitors. Due to their size and speed, bicycles pose a threat to these visitors. Preservation and conservation of the Company's Gardens and Government Avenue is a priority and any actions posing a high risk of damage to its resources should be prohibited. The importance of the Government Avenue's history calls for greater discretion in consideration of regulations.

Responsible cycling is a subjective and contested concept and one can by no means ensure the absence of reckless behavior. The collision of bicycles with pedestrians, trees, plants and animals may result in injuries and damage. Dense traffic, speed and noise poses a threat to birds, squirrels and cats; the element of nature that creates the unique appeal of Government Avenue.

The consideration and treatment of Government Avenue as a road reserve cultivates an erroneous belief about the origin and character thereof. Government Avenue is not a pathway on its own, merely running parallel to the Gardens, but sharing unity with the Gardens as one of a few pathways originally crossing the Gardens. The Avenue gained prominence as a consequence to its widening, initiated by Governor Simon van der Stel.

The landscape is considered sensitive with a low ability to accommodate change or intervention without experiencing unacceptable effects to its character and values. It is believed that the proposed development will detract from heritage significance and result in a negative impact. The proposals would result in a negative impact and the overall status of heritage impact is considered as high. The project will result in low social and economic benefits for the local community. The introduction of a bicycle lane on Government Avenue would not result in sustainable benefits with the loss of heritage resources.

The preservation of Government Avenue as a walk reserved for pedestrians only should be encouraged. The identification of heritage resources and significance as well as assessment of the impact of the proposed intervention indicate a high negative heritage impact and thus the proposal cannot be supported from a heritage perspective.

This report is however submitted to the relevant heritage authority, SAHRA for consideration of request for trial period by The City of Cape Town: Universal Access and Non-motorised Transport.

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## 1.2 Background

*The Company's Garden Cape Town Policy Frame work and Action Plan* considers place destination and assessment of significance of Government Avenue. The report highlights the significance of Government Avenue as the green heart of Cape Town, a very old and historical cultural landform, as a significant pedestrian route, an important townscape and urban design element, the significant retention of timeless form, visual quality and homogenous character of oaks; and a representation of strict geometry (OvP Associates 2002:21).

As a significant pedestrian route, the avenue physically connects various parts of the Garden, institutions and links the CBD to the upper Table Valley. The avenue symbolically connects mountain and sea and links the historical productive purpose of the Garden through the presence of water channels. The avenue experientially connects through an uneven rhythm of events, closures and vistas. As an important townscape and urban design element, the qualities of the avenue forms part of the main sea-mountain axis and contribute the main axis of Cape Town as it extends down Adderley Street within the city grid.

The idea of opening Government Avenue to cyclists has been mooted in motivations to the Company's Garden Action and Steering Committee on a number of occasions in recent years particularly following a presentation by Mr Lance Burger of the Pedal Power association advocating this in 2008. In January 2009 the proposal was considered again with Government Avenue proposed to be part of the network of cycle routes proposed within the Non-Motorized Transport System of Cape Town (Environmental & Heritage Management Branch: City of Cape Town).

At this time, as in the past, the Heritage Resources Section voiced strong opposition to this proposal. At the Company's Garden Steering Committee meeting of March 3, 2009 it was decided to call a special meeting to consider the proposal. The matter was presented before the Company Gardens Action Team meeting of the 25<sup>th</sup> of June 2009 where Mr Paul Booth of the Transport Department and consultants Argus Gibb presented the case for Government Avenue as part of the MNT network. This was followed by a report submitted to City departments for comment on 17<sup>th</sup> February 2010 (Environmental & Heritage Management Branch: City of Cape Town).

Former submissions to consider Government Avenue to accommodate bicycle use include:

- 1) Preliminary Heritage impact statement on the proposed use of Government Avenue in the Company's Garden as a route for bicycle traffic within the overall Non-Motorized Transport (NMT) Master Plan for the City of Cape Town. *Joint Assessment statement February 24<sup>th</sup>, 2010: Heritage Resources Section, Urban Design Section/Landscape Architecture, Land Use Management, City Parks, Environmental Management Section.*

- 2) Environmental & Heritage Management Branch Comments on the illegality and inappropriateness of the proposed use of Government Avenue Pedestrian Way as a mixed pedestrian and bicycle lane. *Further Submission to Company's Garden Action Team and Steering Committee 30<sup>th</sup> July 2009.*
- 3) Several proposals for the change of use of Government Avenue have been unsuccessful at local municipal level, these include:
  - Segway scooter route declined
  - Pedicab use of the Avenue declined
  - Relocation of informal traders from Greenmarket Square to the Avenue declined
  - MNT cycle route in Avenue declined and now subject of this heritage assessment

Organisations and individuals who have been consulted concerning previous submissions

- The Heritage Resources Section: Environmental and Heritage Management Branch – Environmental Resources Management Department: City of Cape Town.
- The Company's Garden Action Team and Steering Committee. Opinions were developed from the *Company's Garden Policy Framework and Action Plan* approved by Council as a master planning framework.
- PEPCO: the multi-party task team established on 1<sup>st</sup> September 2009 under chairmanship of Councillor T Amira

### 1.3 Legal framework

Government Avenue and the Paddocks comprise Erf 95164, owned by Provincial Government and managed by the City of Cape Town since 1913. The following summary considers the legal framework, restrictions and reservations governing Government Avenue. It should be noted that this assessment focuses only on the application in terms of the National Heritage Resources Act.

#### **National Heritage Resources Act (No. 25, 1999)**

The Company's Garden is a former National Monument (proclaimed August 13, 1937) and now Provincial Heritage Site and as such protected under Section 27(18) of the National Heritage Resources Act 25 of 1999 and which states: "no person may destroy, damage, deface excavate, alter, remove from its original position, subdivide or change the planning status of any heritage site without a permit issued by the heritage resources authority responsible for the protection of such a site."

### **Government Gazette Notice 110 Regulation 202 of 1901**

“No horse or other animal or vehicle shall be led, driven or ridden, or drawn over any footway other than upon a crossing duly constructed in accordance with the Regulation in that behalf, without the permission in writing of the Corporation given under the hand of the Town Clerk, and no person shall be allowed to lead, drive or ride, or draw any horse, animal or vehicle along, or to stand any horse, animal or vehicle upon any footway. This Regulation shall apply to the main or other avenues of the Public Gardens, including the walk known as the Government Ave”.

### **Certificate of reservation**

“Under and by virtue of the provisions contained in Section VI of Act No.15 of 1887, entitled an Act for regulating the manner in which the Crown Lands of the Colony shall be disposed of and in terms of a resolution adopted by the Honourable the House of Assembly on 3.5.1913 and concurred in by the Honourable the Senate on the 6<sup>th</sup> June, 1913, hereby certify that the piece of land, in extent about 4 Morgen, being the land known as the Government Avenue and the adjoining paddocks and other open spaces lying in the City of Cape Town, in the Division of the Cape, has been reserved in favour of the Honourable the Administrator for the time being of the Province of the Cape of Good Hope, in trust for the Provincial Administration of the said Province of the Cape of Good Hope, on condition that the land shall not be diverted to uses other than those for which it has hitherto been maintained, and that the grantee shall be responsible for the upkeep of the Avenue and paddocks and for their due preservation.”

### **Section 15 Ordinance No 19/1913**

“From commencement of the Ordinance it shall be the duty of the Council to assume control of the thoroughfare known as the Government Avenue, Cape Town, and the paddocks, paths and trees in connection therewith and to maintain the same in good and efficient order; provided, however, that the Council shall not make any material alteration in the existing arrangement of the said Avenue, paddocks, paths and trees or to erect any structure hoardings or the like therein or thereon without the sanction of the Administrator first obtained; and provided further that no vehicular traffic shall be allowed in the said Avenue or paths except such as the Council may consider necessary for repairing, cleaning or watering the said Avenue or paths.”

### **Land Use Planning Ordinance 1988 (LUPO): Cape Town Zoning Scheme**

Further the Company's Garden including Government Avenue is zoned P.O.S under LUPO and has an S2 reservation S2/217 reserving it for public gardens and public buildings only.



### **Section 108 of the City of Cape Town Zoning Scheme**

The Company's Garden falls within the Central City Urban Conservation Area and as such is covered under Section 108 of the Zoning Scheme. A vparliamentary reservation prohibiting vehicles for anything other than maintenance including that "no vehicles, including bicycles or motorised scooters/segways may be permitted in Government Avenue exists.

### **Policy framework: Extracts from the Company's Garden Policy Framework and action plan**

The present Company's Garden Policy Framework and Action Plan was approved by Council as the master planning framework for the Garden and through which all City actions must be considered. Relevant extracts pertaining to the application are:

*Policy 5: Access and linkages: Improve access and linkages to the Garden from the City center in particular and the City Bowl in general by:*

- Maintaining the Garden as a pedestrian place;
- Ensuring free public access to the Garden;
- Restricting vehicles to Government Avenue and the Garden except for ceremonial or emergency purposes or on Council business; and
- Strengthening physical, spatial, historical and symbolic linkages with urban and natural networks and spaces.

*Policy 8: Place by place analysis-informants; Government Avenue*

- Description: Straight, broad, unobstructed linear pedestrian path...
- Essential Character, Qualities, Values and Significance: Very old and historical cultural landform, contemporary with Castle and a significant pedestrian route.
- Significant retention of timeless form, visual quality and homogenous character of oaks (consistent planting) vaulting (creating lineal tree canopy) over a pedestrian path.

## 1.4 Relevant studies pertaining to Government Avenue

On the 17<sup>th</sup> of March 1892 the then City of Cape Town Council assumed control of the Company's Garden. A review of mayoral minutes from the time of assuming control in 1892 to 1988 reflects various Council decisions pertaining to individual additional planting, memorials, statues, built structures and events. The period 1976 to 1987 reflected little, if any reference to the Garden in terms of planning or development. However early 1988 saw a renewed interest and the need to establish policy for the Garden. The *Company's Garden Revitalisation Project* was initiated to prepare a preliminary policy framework and a conservation plan.

To drive this initiative an interdepartmental working group of Council officials was established during 1988-1990. Members of this group undertook the preparation of surveys and maps pertaining to structural features, memorial plaques and statues, buildings on the periphery of the Garden, a tree inventory, assessment of current management and maintenance. In March 1994 a document was produced by Council entitled 'Cape Town Gardens - The Development of a Guiding Strategy', which encapsulated analysis, a statement of cultural significance as well as information from a series of studies and analysis initiated by the Cape Town City Council in 1989, with the intention of formulating a conservation and management policy for the historic site. Key documents pertaining to the history of the site are:

- Historical research, Gwen Fagan: *Company's Garden – Volume I: 1652 – 1806 and Volume II: 1806 – 1988*, Prepared for the Cape Town City Council, 1988. This study is an invaluable source especially of the first 300 years. It comprises a full collection of references to and images of the Garden, which reproduces much original data in time sequence with a running commentary and interpretation.
- User survey by Michael Young in 1989-1991
- Public participation programme by Sandra and John Fowkes to facilitate the contribution of interested and affected parties in the development of a planning policy in April 1992

The period of 1994 to 1999 saw a lull in the planning process of the Garden due to resource constraints. Subsequently in 1999, interest was once again renewed as a result of public pressure, primarily due to the deterioration of maintenance in the Garden.

OvP Associates were appointed to complete a study entitled '*Company's Garden Cape Town: Development of a Management Plan* (Final Report, September 2000), adopted by Council in November 2000. Conservation input into the studies included a heritage audit of the Garden on a place-by-place basis. The heritage audit drew attention to themes, overarching conservation principles, and development and management indicators (Pistorius & Harris draft 2001). *How the garden grew: a brief spatial history of the Cape Town Gardens* (Harris, S), with the collaboration of Penny Pistorius was published in the VASSA Journal (7) June 2002 (ed) Antonia Malan.

## 1.5 Response to proposals for cycles in Government Avenue

The Heritage and Environmental Branch of the City Council of Cape Town have considered the request to allow bicycles in Government Avenue in the past. As part of this application, *vidamemoria* met with the department to discuss the application and previous submissions. The Department expressed opinion against the proposal with the main argument that such a lane poses a threat to the heritage of Government Avenue as a promenade reserved for pedestrians. The history of the Gardens and Government Avenue is well documented and their arguments were based on relevant heritage studies and legislative framework.

Given that extensive public participation had been conducted in the past and revealed public opinion on the subject of vehicular traffic on the Avenue. In addition to participation processes, the following surveys have also been conducted, Fowkes J & S.1992. *A public participation programme to facilitate the contribution of interested and affected parties in the development of a planning policy of the Company's Gardens* and Young, M. 1989 & 1991. *User Assessment Study of Cape Town's Historic Company's Gardens: a Study to aid its management and improve its recreational opportunities*.

The proposal of a bicycle lane on Government Avenue dates back to the period before the commencement of the FIFA World Cup in 2010. Proposals have evoked strong arguments against the use of bicycles on Government Avenue and recommended the use of alternative routes for such a bicycle lane.

The Certificate of Reservation (Section VI of Act No. 15 of 1887) renders Government Avenue and the paddocks as one erf, identified as erf 95164, and thus Government Avenue is not a road reserve.

### *Parties and individuals that objected to the proposed bicycle lane on Government Avenue*

- Taki Amira- Councillor: City of Cape Town
- Calvin van Wijk: Heritage Western Cape
- Rory Phelan: Chairperson of the Company's Garden Action Committee and Manager of the Gardens
- The Company's Garden Steering Committee
- Clive James: Environmental and Heritage Management Branch, City Council, Cape Town
- Melanie Attwell

*Taki Amira:* "I share the concern that no cycling be allowed or contemplated in Government Avenue no matter what sentiments there are out there for the NMT lanes. Whilst I support any upgrading we must ensure that this is in keeping with the historical aspect of the avenue and its heritage". (e-mail correspondence to Paul Booth and Clive James in response to upgrading of Government Avenue before the FIFA World Cup. 19 April 2010).

*Calvin van Wijk:* "It is clear from the information (Certificate of reservation/ Section VI of Act No. 15 of 1887 and Section 15 Ordinance No. 19/1913), that legally no vehicular traffic could be allowed along Government Avenue. It simply cannot be supported from a heritage point of view. The entire character of the site will be changed to its detriment." (e-mail correspondence to Clive James following a discussion on the legitimacy of allowing bicycles on Government Avenue. 04 March 2010). "From my personal point of view, I would also not support a cycle lane along Government Avenue. It has historically always been a pedestrian route and had never, to my knowledge, been used for vehicular traffic, of whatever kind." (e-mail correspondence to Clive James in response to an inquiry by Mr James with regards to the proposed bicycle lane. 23 July 2009).

*Rory Phelan:* "This letter serves to record the above committee's resolution in respect of this proposal which is that it does not support compromising the exclusive use of Government Avenue by pedestrians alone. This tenet being enshrined in legislation and comprehensively explained and supported by the Heritage Statement written by Mr. J. Hallinan of the Heritage Resources Department of the City of Cape Town in response to the Kayad Consultations document. While it is recognised that Government Avenue presents a convenient link for the proposed cycle route from the City Bowl area, the Company's Garden Action Committee is of the opinion that a long-term view should be taken in terms of finding a solution to this issue. It is suggested that this should be that Queen Victoria Avenue be seen as the alternative route for bicycles and that the issues related to the vehicular congestions in this road be critically evaluated by the roads Department with a view to rationalising the usage of this road in order to include a bicycle lane." (letter 01 March 2010 officially condemns the proposal of a bicycle lane on Government Avenue).

*The Company's Garden Steering Committee Meeting* (4 December 2012 at 09:30 Held at 12th Floor Boardroom 44 Wale Street, Cape Town) Attended by Cllr Dave Bryant (Chairperson), Pauline McConney, Rory Phelan, David Hart and Jim Hallinan. Dave Bryant advises that it has been proposed that Government Avenue be opened for cyclists. David Hart states that the CoCT's Policy clearly indicates that Government Avenue is to be used only for pedestrians and that vehicular traffic includes bicycle riding. Government Avenue has a total of between 600-700 pedestrians daily, thus allowing no space for a bicycle lane and leaving very restricted space for walking. All agree.

*Clive James:* Regarding the use of Government Avenue pedestrian route as a cycle lane, Environmental and Heritage Management Branch opposes the proposal as it is contrary to the historical and cultural character and use of the avenue, and contrary to the adopted heritage audit and Policy Framework for the Company's Garden. (e-mail correspondence to Calvin van Wijk in response to permit application of a cycle lane 01 July 2009). In addition to City's Policy, the land known as Government Avenue and the Paddocks, is not a road reserve. It comprises one Erf 95164 owned by Province and controlled by the City of Cape Town since 1913, and legislation prohibits any alteration thereof, stating explicitly that no vehicular traffic shall be allowed on Government Avenue. (e-mail correspondence to David Hart and Rory Phelan in preparation for a steering committee meeting that took place later in the month. 07 June 2009)

*Melanie Attwell* (personal capacity): "Government Avenue is a provincial Heritage Site. Changes to the use of such a site cannot be made in an ad hoc way, not even for a trial period. Protection governing this status is contained in relevant sections of the National Heritage Resources Act 25 of 1999. The relevant sections of the Act are quite clear. The intention in the Company Gardens Management Plan was to ensure that there was a place in the city where pedestrian activity and enjoyment of a tree and green space was not adversely affected by vehicular movement. Exhaustive historical background research proved beyond doubt that Government Avenue was a pedestrian dominated space; and since the late eighteenth century had been used as a promenade. Management for this use is also made quite clear in the certificate of reservation dated 1887. The policy framework for the Company Gardens (and Government Avenue) is therefore part of a long tradition of management ensuring this core historic space is reserved as a people friendly and pedestrian dominated environment. Alterations to this by the insertion of a cycle route are a substantial change to a historical use pattern in a protected environment and need to be taken seriously.

The City cannot unilaterally change or adversely impact the pedestrian dominated use of this historic space city space; as it is contrary to the City's own responsibilities as outlined in the certificate of reservation; contrary to the City's own approved Management Plan and Policy Framework; and has not followed any of the required legal processes outlined in terms of the National Heritage Resources Act... (e-mail correspondence to Theuns Kok in response correspondence circulated amongst members of the Heritage and Environmental Branch, City of Cape Town. 17 August 2009).

## 2. HISTORICAL BACKGROUND

### 2.1 Garden of necessity to Botanical Garden and Urban Park

The Dutch established the first permanent settlement under Table Mountain. In April 1652 servants of the Dutch East India Company, about a hundred men together with their wives and children, sailed from Holland to land at what is now Granger's Bay, near Mouille Point. The Commander of this expedition was Jan Anthonisz van Riebeeck. In his official Journal, he left a record of the early days of settlement, and of the struggle of the colonists to adapt in alien land (Kench 1988:30). The arrival of the European settlers, bringing with them their fertile Crescent crop package, marks the birth of agriculture in South Africa's Mediterranean zone (Diamond 2005:186).

The VOC's vegetable garden is the reason behind Cape Town's city's existence (Worden, van Heyningen & Bickford-Smith 1998:152). The purpose of Van Riebeeck's journey to the Cape was to set up a watering and refueling station for the ships of the Company's fleet on the way to the East Indies. He began by directing the laying out of a wooden fort, down by the shore-line, near the mouth of the 'Varsche Rivier' (Kench 1988:30). Dominating the upper reaches of the fort was the 'Kompanijstuin'- the Company gardens, for the harvesting of fresh fruit and vegetables. The fort and garden were sited on either side of the fresh-water stream descending from the mountain. Irrigation ditches channeled the water around the garden and it flowed into the bay alongside the fort walls (Worden *et al* 1998:18).

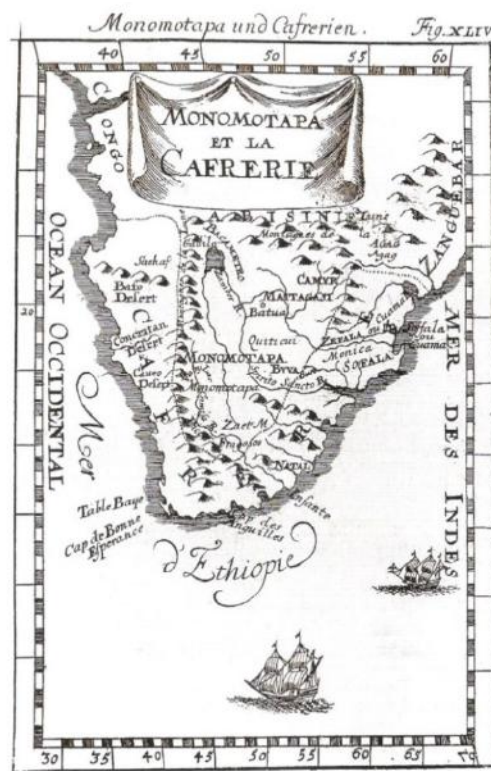


Figure 2: The 'Monomopata' of the African interior. Map of 1683 (Worden *et al* 1998:13).

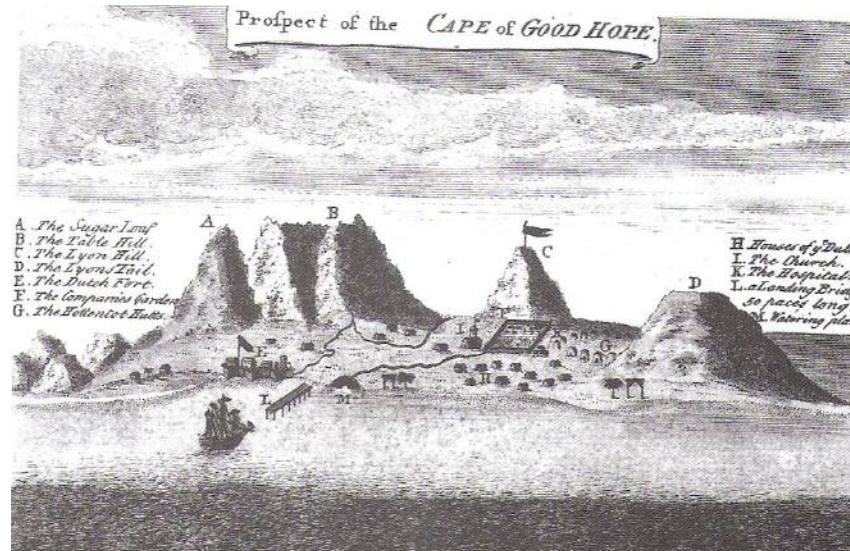


Figure 3: An early view of Cape Town, 1690. The Company's garden (F) is depicted as the rectangular area right beneath C (Lions Head) (Worden *et al* 1998:66).

The first winter was exceptionally severe and floods washed out the garden and threatened the mud fort. Cabbages came up far from where they had been planted. Herbs and quinces, which had lined the newly built canals, were carried out to sea. A ship bringing seed from the East Indies was driven off her course, and St. Helena received the seed that Van Riebeeck sorely needed. Yet in spite of all the setbacks, the garden produced turnips, beetroots and corn within the first year. In 1653, within ten months of his arrival, the produce of this garden were sufficient to amply provide for fleets returning from the East (Hartdegen 1988:8). An entry in Van Riebeeck's diary for October 13, 1652, reveals an early triumph of kitchen garden: "Farewell dinner to the officers of the yacht Goede Hoop. Everything on the table reared at the Cape- fowls, peas, spinach, chervil, asparagus (a finger's thickness) and cabbage, lettuce as hard as cabbages and weighing each one and a quarter pounds. Greens all growing nicely. Turnips grow well on sandy soil. Expect good success with the gardens; barley and wheat very fine" (Green 1951:94). In 1658 the *Hasselt* anchored at the Cape's shore, carrying slaves and seeds of their staple food, maize, but it would take at least a year before crops could be produced (Bulpin 2003:18). This endeavor was to his favor and in another entry he mentioned the cultivation of tobacco, watermelons and sweet potatoes; and noted that the mealies did well (Green 1951:94).

One of the passing International fleets of ships brought the first vine stocks all the way from the vineyards of the Rhine. Gardener Hendrik Boom, soon had them settled in the local soil along the other vegetation. To the visiting ships, some with more than half of their crew dead or half dead from scurvy, Van Riebeeck's garden, orchard and vineyard at the Cape offered a new chance of life, a little cheer and the beginning of what became the famed cuisine of the Cape (Bulpin 2003:14).

The produce of the vegetable garden was supplemented with the planting of fruit-bearing trees. In 1685, Father Tachard, the Jesuit priest, was "mightily surprised to find one of the loveliest and most curious gardens in a country that looks to be one of the most dismal and barren places in the world. The beauty of it consists not, as in France, in

compartments, beds of flowers nor waterworks. Here you have walks planted with Lemon-trees, Pomegranate- and Orange trees, which are covered from the wind by high and thick hedges of a kind of Laurel which they call Speck, always green and pretty. Besides the excellent fruits of Europe you have also Ananas, Banana-trees and other that bear the rarest fruits of the world.” (Green 1951:94). George Meister also gave his account on the exceptional beauty of the garden...”there issues fine sweet water which flows to the Garden in the town and thence out to sea. Its source is so high that there is in Germany no tower so elevated but that it could not be led above it...” (Fagan 1988:191) The garden of the East India Company also made a very favorable impression of the Cutch Reformed minister Valentyn who describe it as the “incomparable and most beautiful thing here in Table Bay.” (Green 1951:94). The pleasure of walking in the shade of exotic trees and the sight of abundant strange flowers, fruit and vegetables must have been a wonderful experience for travellers after their long voyage, so that the Cape Garden was in fact a precursor of the 19th century Victorian park designed to provide open city spaces for public enjoyment (Fagan 1988:213).

Having accomplished his main duty, Van Riebeeck experienced with Oriental plants and this interest were further pursued by the Van der Stels in their efforts to improve the garden. Among van Riebeeck’s early flowers were carnations. Later on he was able to send tubs of carnations and rosemary bushes from the Company’s garden to Batavia. Nevertheless, it was no ornamental garden in Van Riebeeck’s time and for long afterwards (Green 1951:94).

By the late 1670’s the Cape was becoming an economic drain on the Company’s resources (Dooling 2007:17). Company officials objected to the high cost of maintaining the fort, claiming that the Cape had brought “no other advantage than refreshments to passing ships”, and “those at a high rate”. They decided to offer employees the option to be settled as freemen on the ground close to the fort and earn a living by producing food or by some other industry (Bulpin 2003:14). They hoped that the result would be a self-supporting Cape station. In 1679 The Council of Seventeen sent the Commander Simon van der Stel to the Cape to implement a new colonization policy. Van der Stel explored the fertile valleys of the Cape and the first settlement of farmers took place in 1683 at the “Eerste Valley”, Stellenbosch (Dooling 2007:21). Immigration from the Netherlands was now actively encouraged by the VOC and would-be settlers were offered free passage to the Cape and the land they required (Hartdegen 1988:19). As many other farmers establish themselves in the colony, the necessity of the gardens in providing for fruit and vegetables declined but maintenance of the gardens remained a priority. (Hartdegen 1988:8).

From the late seventeenth century the Dutch developed an increasing interest in botanical specimens and the gardens acquired a key role as a point of collection of local plants for scientific purposes. (Worden *et al* 1998:44). Under the command of expert gardener Hendrik Boom bloomed a garden so productive that it now even provided luxuries such as strawberries and blackberries and all things in such quantity that an export business to Batavia of high quality seeds had commenced (Bupin 2003:14). In exchange plants and trees from other countries also took root in the Cape’s soil. None of these ‘alien plant’s was bought in for a particular reason, it just seemed like ‘a good idea at the time’. Governor Simon van der Stel brought in the first aliens- the oak trees which are now so much a part of the Cape’s landscape (Kench 1988: 71). He was also responsible for the construction of substantial brick water-



canals in the Company's Garden and we are told by Kolbe that the Governor swam in them (Fagan 1988:191). Another favorite of Willem Adriaan van der Stel was the summer house or Tuynhuys which was built in 1699. The Tuynhuys was originally built to accommodate foreign visitors outside the castle. This facility became larger and an increasingly important place of entertainment and today this is the town residence of the President of South Africa (Bulpin 2003:45).

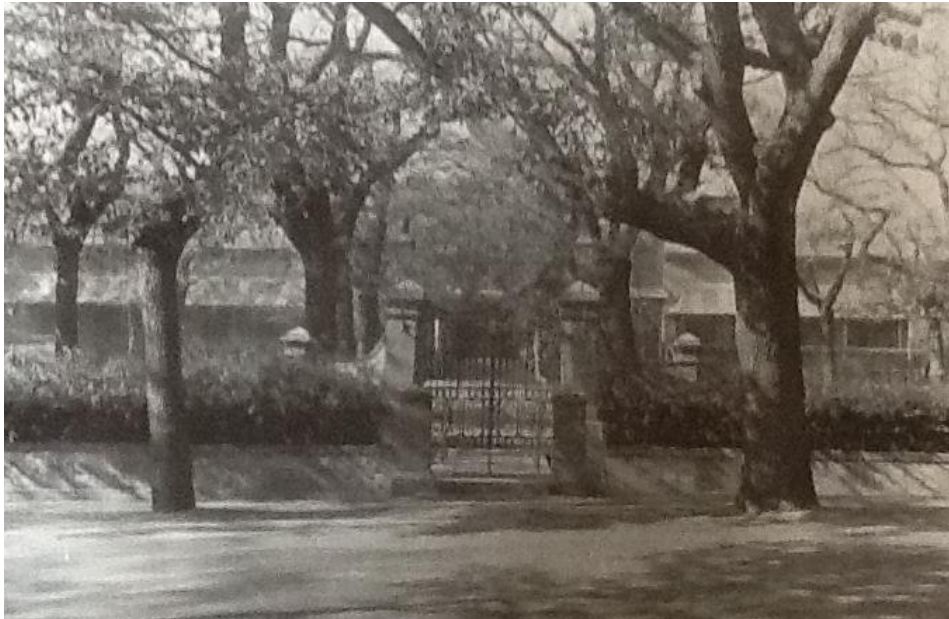


Figure 4: View of wrought iron gate entrance to Government House (now Tuynhuys) Cape Town form Government Avenue. National Archives AG 3321



Figure 5: A contemporary view of the Tuynhuys (Bulpin 2003:31)

Maps by Wentzel 1760 and Brink 1767 show the location of “the Company’s menagerie” and “animal-park” at the top end of the garden. The traveller Jan Splinter Stavorinus described it as a place with high walls except on the side of the garden, where an iron railing admits the view of the animals that are confined in it. “There are herts, elks, zebras, ostriches, cassowaries, and many others. By the side of the menagerie is an aviary, which contains most of the birds to be met with in the country, which can be kept.” (Fagan 1988:215).

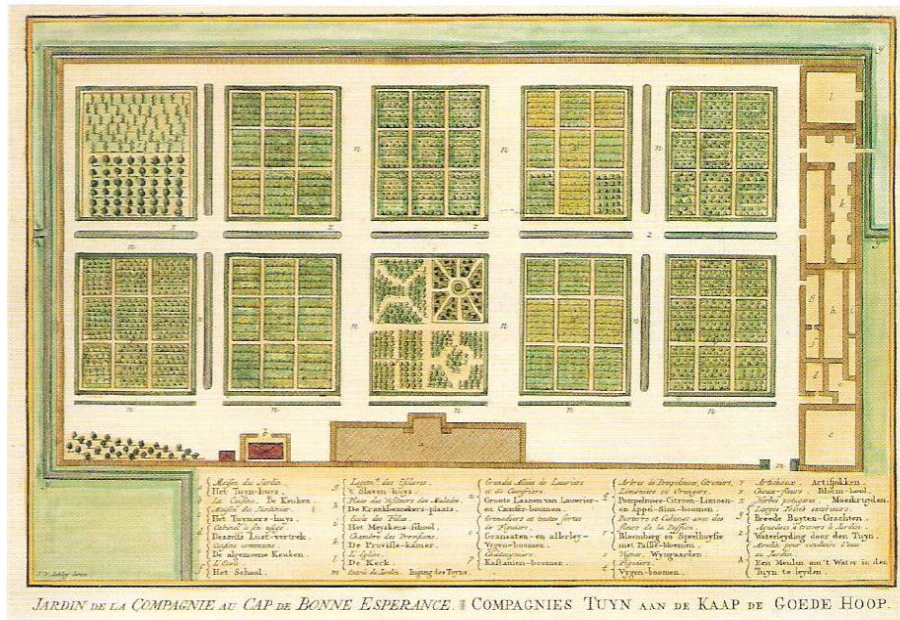


Figure 6: P. Kolb's map of the Company's gardens, 1727

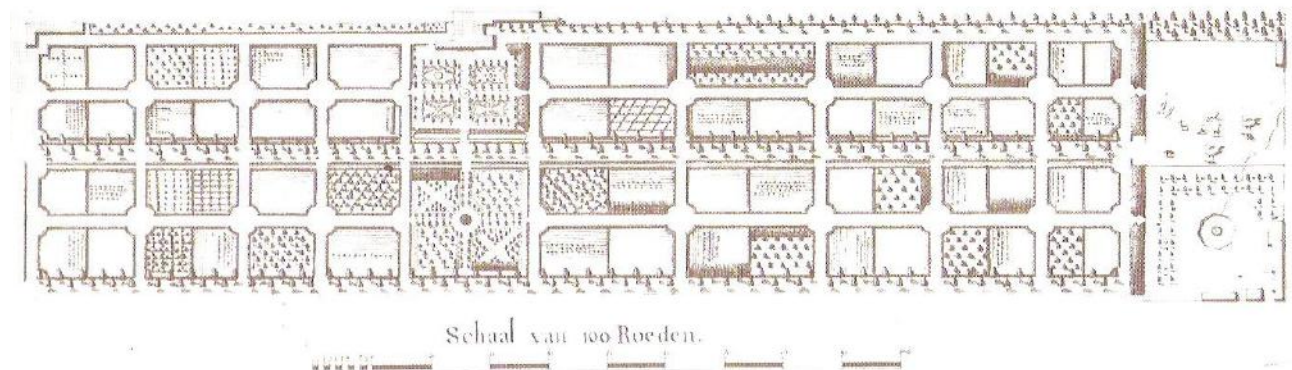


Figure 7: Josephus Jones's map of the Company's garden with the enclosure for the zoo and the aviary on the right (Oberholster 1972:13).

In the middle of the eighteenth century came Johan Andries Auge, who remained in charge for twenty-five years, made long collecting trips and raised the garden from a cabbage-growing enterprise to botanical status (Sutherland 2004:585). Conservation of the gardens was a very serious matter; anyone who damaged the plants, smoked or drank in the sacred precincts was liable to be shot dead by the gardeners (Green 1951:94). Captain Cook was there shortly after Auge's time and praised the garden as the “most ravishing spot”. With a true sailor's appreciation for the

blessings of the land, he mentioned the peaches, pomegranates, pineapples, bananas, citrons, lemons, oranges, the pears and apples of Europe and the crimson apples of Japan (Green 1951:94). When Stavorinus visited the Cape between 1768 and 1771; he found mostly fruit trees and vegetables growing in the forty-four squares of the Company's Garden. This suggests that the intended function of the garden was still that of a kitchen rather than a pleasure garden. Apart from the aviary and menagerie other decorative elements of this garden, which had originated from the pleasure gardens of the Netherlands, were of more practical significance at the Cape. The high clipped hedges provided shade along the walks and protected the crops against the south-easter (Fagan 1988:215). During the last years of the Dutch rule the Gardens suffered neglect. Old governors robbed it of its trees for their own furniture but what was more serious is that they allowed one encroachment after another. When Van Riebeeck left the Cape in 1662 the size of the garden was twenty-one morgen (44.1 acres) and the present area is only fourteen acres. (Mallinick & Clack 1998:15).



Figure 8: H.C. de Meillon. The Old Supreme Court Building and the entrance to the Government Gardens, 1830 (Oberholster 1972:10)

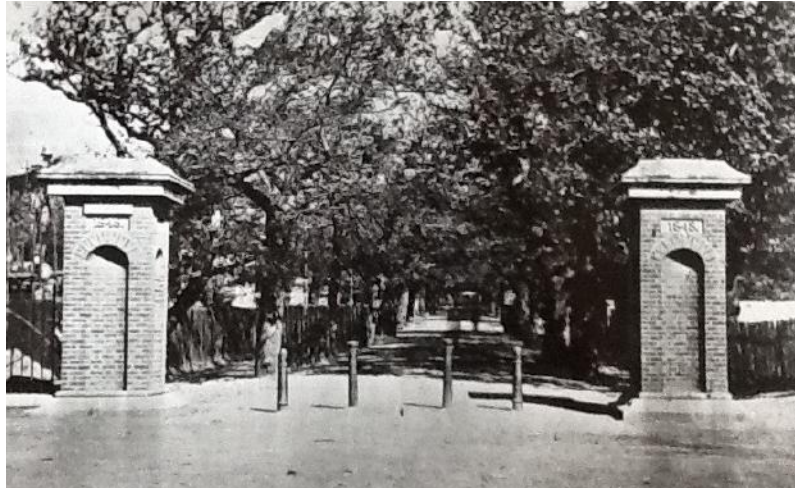


Figure 9: View from entrance to Public Gardens, Cape Town from Adderley Street showing two brick pillars dated 1848. National Archives AG 1867

About the middle of the nineteenth century, a small part of the garden was set aside for botanical experiments and managed by a board. Subscribers paid one pound a year; they were allowed into the disclosure every day except Sunday, and were given plants to the value of their subscriptions. This was really the start of the modern botanical garden (Green 1951:94). In 1861 a British lady was a visitor in the Cape and a guest residing in the garden cottage. She describes the garden as a mixture of a kitchen and flower garden and was surprised to find roses, strawberries and lettuces all in one confinement. (Mallinick & Clack 1998:15). She mentioned fruit that were new to the eye and a treat for the taste buds like the Cape gooseberries, dwarf oranges, otherwise known as a 'naartjie' and small delicate tomatoes not much bigger than a pigeon's egg. The flowerbeds were full of stocks and pinks, lilies and dwarf roses and on special occasions like the officer's ball, all the rare exotics and hot-house plants were proudly at display on the supper table. She concluded in describing the breathtaking beauty of her surrounds; "...I wish you could see the variety of wild flowers, and the excessive size and beauty of the waxy-leaved camellias growing in the open air. Fuchsias, geraniums, and verbenas are as common as weeds; and the number and exquisite delicacy of the lilies and bulbs are only to be equaled by the fantastic modeling and coloring of the native heaths. Even the very commons are gay with the oxalis tribe. But a truce to these rambling sentiments, ere I drive you into the desperation born of hopeless envy". ..(Mallinick & Clack 1998:28).

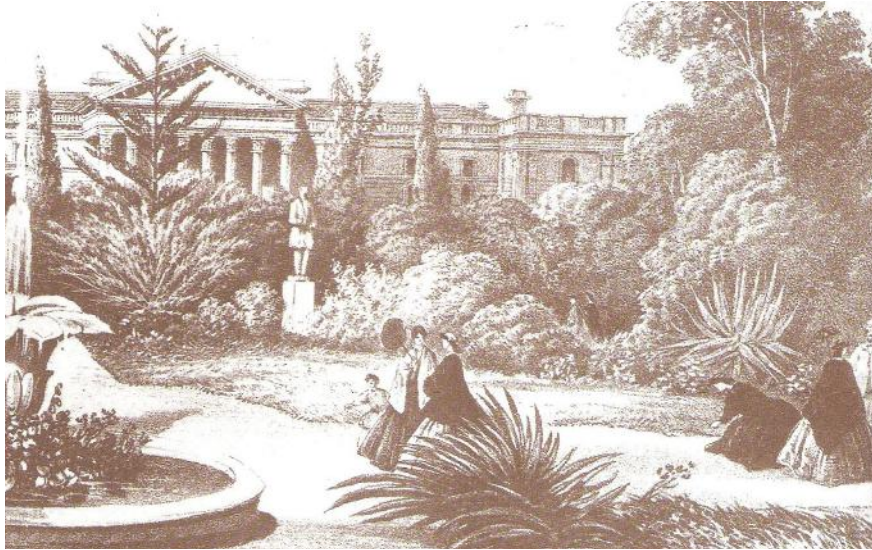


Figure 10: T.W.Bowler. The Company's garden with the South African library and the statue of Sir George Grey in the background (Oberholster 1972:12).

In the 1870's the gardens were still being retained by private subscriptions. Curator at that period was James McGibbon who was serious about his duty and kept a watchful eye over the grounds. Nevertheless he was a generous man and he distributed some of the beauty of the garden among every village in the Cape, enriching them with trees and shrubs, flowering plants, fruits, grape vines, grasses and clover. It was not until 1892 that the Colonial Government resigned the gardens to the Cape Town Municipality (Green 1951:49). 1912 marked the birth of the Kirstenbosch Botanical Gardens and henceforth the Company Gardens were relieved of its botanical function (Fagan 1989:2:145).

Three centuries after Boom, another cultivator from the Netherlands is in charge of these acres. He is Mr. Arthur William van den Houten, Director of Parks and Gardens, a highly skilled horticulturist with heartfelt respect for those old fellow-countrymen who struggled with the same south-easters and winter floods and planted their seeds hopefully in the same earth. "Van Riebeeck had chosen an ideal site for the gardens. I still find his dairy and garden almanac of value. If the governors and gardeners who followed had kept their records with the same accuracy, it would not be necessary to carry out so many experiments today (Green 1951:94). Every botanic garden has a unique character. The expert in the Cape Town gardens forms a strong impression of variety; trees from many climates growing close together; Norfolk Island pine, deodar from the Himalayas, birch and maple, elm and bluegum, trees from Arabia and England and the Mediterranean. The rose garden is a tribute to Mr. van den Houten's work. His "three year plan" for roses is famous, and as he admits himself, "worth a guinea to anyone who grows them". Each year he presents new varieties to the wandering public (Green 1951:94).

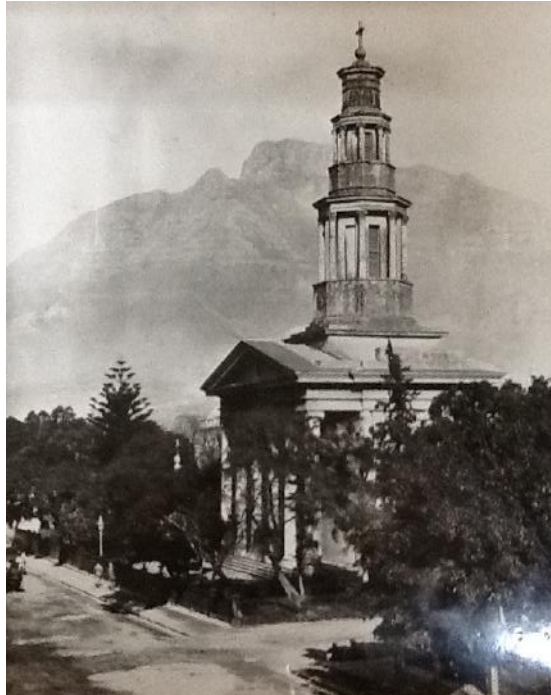


Figure 11: View of St. George Cathedral, Cape Town showing Devil's Peak in the background.  
National Archives AG 1871

A growing interest in the heritage value of the gardens is evident in a 1949 Curator's report of public interest in an old pump lodged in a tree. Prof Bax's 1963 study of the Company's Garden demonstrated a longing for past things, leading eventually to the restoration of Tuynhuys to its late 18th century façade in the late 1960s (Harris 2003:12).

The Company's Garden is now (2003) a botanical showcase covering less than six hectare of the original area. The shrinking of the Garden's precinct can be ascribed to the erection of numerous buildings over the years. Lord Charles Somerset considerably enlarged Government House (The Slave Lodge) and the land attached to it and in 1827 the Governor granted 0,4 hectare of the garden which later became the site of St. George Cathedral to the Anglican Church (Oberholster 1972:14). Another important structure is the South African Houses of Parliament, originally built in 1885 and since much enlarged (Bulpin 2003:44).

The gardens remained a pleasant public space with delightful walks, an open-air tearoom, aviaries, lily ponds and monuments and statues of public figures. It consists of a complex interlinkage of varying landscapes in an urban park surrounded by a frame of high buildings (Harris 2003:12). You will come across flowers, trees, and shrubs that were collected from many parts of the world. The oldest tree in the Garden is a saffron pear believed to date from Van Riebeeck's time. Aloes flower in winter and demonstrations of rose pruning are given at the end of each July. The various ponds are cleaned in September and surplus goldfish are sold to the public. These fish and lantern made of white granite were presented to Cape Town in 1932 by Japan as a token of appreciation for the kindness shown to Japanese immigrants when passing Cape Town on their way to South America. The sundial bears the date 1787, but its history and origin are unknown. Government Avenue is itself a renowned feature of Cape Town. It is a fine

kilometer long promenade through a shady tunnel of oak trees inhabited by a permanent population of doves, pigeons and squirrels. All live comfortably on hand-outs of bread and peanuts from a benevolent public. A number of roamer cats survive on the hand-fed doves and pigeons. A walk through the Avenue, feeding the animals or lounging on the numerous benches, are all pastimes which Capetonians and visitors have enjoyed through many years. Always a tranquil place, the experience is of peacefulness in the city, *Rus in Urbe* (Malan 2003:12; Bulpin 2003:45).

The City's Mayoral Committee; Member for Community Services and Special Projects, Alderman Belinda Walker spoke recently about the future of the Company's Gardens; "The City is committed to showcasing the historical origins of the Company's Garden as a food producing garden. The Company's Garden is a defining feature of Cape Town and we want to develop its potential as a cultural and historical destination, as well as a beautiful green space."

An initiative of the *Company's Garden Management and Heritage Resources Department* is the preliminary blueprint of a Dutch-period vegetable and herb garden at the current parking area of the Company's Garden maintenance yard. This would serve as an educational resource for local communities interested in food gardens, urban agriculture and the medicinal properties of herbs and vegetables. They hope to achieve an increase in environmental awareness and encourage corporate businesses and residents to participate in green projects. The produce of this garden can be converted to the merchandise for entrepreneurial enterprise. Community groups in the Bo-Kaap were identified as the beneficiaries of this project due to their rich cultural heritage linked to the origins of Cape Town as well as the Company's Garden. A number of other key developments include a new restaurant, free Wi-Fi, a children's play park and the availability of digital information about the trees in the park.

#### **Statement of significance:**

The Company's Garden has existed since the inception of the city. It has provided continuity within a changing environment and, as a result, is one of the most significant sites in Cape Town, if not South Africa (Attwell ). In 1962 it was declared a National Monument under the old National Monuments Council. The Company's Garden bears deep cultural historical significance associated with the origin of the settlement in the Cape. Visitors relied on the produce of the Cape for their survival therefore the settlement was created for the purpose of a tourist destination who appreciated the Cape for its cuisine and natural beauty. Throughout history the garden changed in purpose and appearance but it remained an important place of leisure. The garden can be considered as the precursor of the 19<sup>th</sup> century Victorian Park that created open spaces in the city for public enjoyment.

Botanical specimens are labeled and are reminders of the Garden's previous role as a botanical garden. Roses were a feature of the Garden in the Dutch period. The Old roses have significant historical associations and be of great value during demonstrations.

### **Heritage indicators:**

- Birth of agriculture in South-Africa; this soil gave birth to produce that forms South-African and Cape's identity; mealies, vineyards.
- Reason of Cape Town's existence
- Embodiment of accomplishment of early settlers in the midst of hardships
- Founded Cape Town as important tourist destination
- Established international trade
- Pride of the Cape: showcased the gardens, fine fruits, botanical plants.
- The spread of vegetation and botanical plants to other regions of the Cape
- Fore-runner of the 19<sup>th</sup> century Victorian Parks

### **Valued by early visitors**

- For survival
- Its exceptional beauty: walks of trees and water from Table Mountain, flowing through garden into the sea.
- The attractions such as the aviary and the menagerie
- The hospitality of the Cape
- Botanical beauty
- Horticulture, the exchange of plants and species.
- Its location in the City; vicinity of Castle, Government House and the harbor

### **Valued by tourists, South-African citizens (contemporary)**

- South African government; House of Parliament and the Tuynhuys as the residence of the president.
- Represents and image of South Africa to an International audience
- South-African heritage, landmarks in history
- Archeological; vernacular building, colonial artifacts
- Horticulture; home to the oldest cultivated trees in South-Africa, educational as the first garden in South Africa.
  
- Destinations and attractions; schools, campus, galleries, museums, library.
- 'Rus in Urbe'; tranquility and the connection with nature, big trees; the green heart of the city and the presence of animals (the aviary, other birds, squirrels).
- Shaded 'delightful' walks
- Recreational facilities; benches, restaurant/tearoom, restrooms



- Location of community events; educational and culture
- Supporters of entrepreneurs
- Supporters of Green campaign
- Government Avenue a pedestrian route free from dangers of traffic.
- Its location in the city, in the vicinity of other popular destinations and access to upper Table Valley and CBD

**The Company Gardens is influenced by**

- The Economy; money to fund and maintain its resources
- Ownership; different policies towards conservation and management; should be regulated
- The climate; storms, strong South-Easter influence on the vegetation
- Politics; during wartime shift in priorities
- Influenced by other developments as an integral part of the city structure

Its character and function changed over time from vegetable garden and botanical garden to urban park.

## 2.2 Education Art and Culture

Between 1919 and 1945 Cape Town was transformed into an industrial city particularly with the development of the docks and the growth of new manufacturing areas. At the same time Cape Town also grew into a cultural, provincial and legislative capital. In the Public Gardens the newly built National Gallery, fronted by a fish pond and a boulevard of war memorials, provided testimony to Cape Town's status as cultural capital of South Africa. By 1946, some 15 000 overseas tourists were visiting Cape Town annually. The Gardens, Table Mountain and the famous Marine Drive to Cape Point excelled as the most popular attractions (Bickford-Smith *et al* 1999:62,115). The grounds and buildings of the Houses of Parliament are immaculately maintained, and there is a graceful statue of Queen Victoria among the trees on the lower side. Guided tours of the Houses of Parliament take place throughout the year (Bulpin 2003).

### Art, sculpture and architecture

Renowned artists of the 1800's are Louis Thibault, Herman Schutte and Anton Anreith who were involved together in several projects and produced many excellent works. Louis Thibault was responsible for the planning and supervision of the work, Herman Schutte did the building and Anton Anreith the sculpture work. Thibault were commissioned for the embellishment of the gardens and he created a meandering stream lined with oaks and elaborates bridges (Hartdegen 1988:8). Remnants of Anreith's work are the original lionesses on the Signall Hill's side gateway that led to a menagerie that was closed round about 1838. The Adderley Street entrance of the Gardens had a fine gateway and guard house probably built between October 1787 and June 1788. Thibault did the design and Anreith was thought to have executed the ornamentation. This gateway was demolished in 1832 or 1833 but the guard house Guardhouse remained there until 1862 (Jamieson 1980:8; Fagan 1989:1:152, 2:41). When the Avenue was extended in 1804 a gateway was erected on the Devil's Peak side with plaster lions added a year later by Anreith. The lions on the Devils Peak side were removed in 1873 to be replaced with modern sculptures by Ivan Mitford-Barberton in 1958. A part of the old structure still remains but the bridge which spanned a stream just outside the gateway as well as a guard house facing it has long since disappeared. (Harris & Pistorius 2005; Fagan 1989:1:170).

The Company Gardens and Government Avenue are of such an age that even buildings encroaching on them must be regarded as historically significant. The Houses of Parliament at the lower end of the Avenue were completed between 1884 and 1885. The architect was Charles Freeman and his designs incorporated a high central dome, Corinthian porticos and pavilions at the four corners. Soon after work on the building had commenced, it was found that the foundations were inadequate and a select Committee was appointed to investigate these discrepancies. Freeman was dismissed as architect and Henry Greaves from England was to draw up another plan which was eventually just an amended version of those by Freeman. Both designs were typical of many official buildings erected during the last years of Victoria's reign (Oberholster 1972:15; Picton-Seymour 1989:18). Bertram House is one of several buildings erected within the original confines of the Dutch East India Company's garden and just above it is the so-called Egyptian Building. James Anderson, professor of English and physics at the South African College was

responsible for the design of the then fashionable Neo-Egyptian style. When building operations started on the new college, the site was still surrounded by the abandoned cages of beast of prey. These might have been demolished before the inauguration of the college in 1841. Many famous men had their schooling in this Egyptian building and the South African College is considered the forerunner of the University of Cape Town. The Egyptian Building now forms part of the Michaelis School of Art on the Orange Street Campus (Oberholster 1972:16; Picton-Seymour 1989:15).



Figure 12: The Heerengracht- entrance of garden, anonymous artist 1804  
Drawing by Henry Clifford de Meillon 1832 (Bax & Koeman 1963).

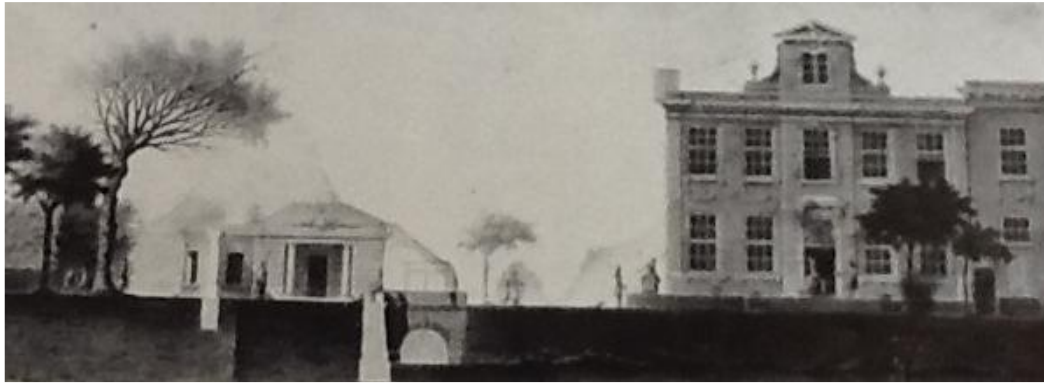


Figure 13: Residential dwellings at the Heerengracht- entrance of the gardens, drawings by Michel Thibault 1791 (Bax & Koeman 1963).

There are numerous sculptures and memorials spread throughout the precincts of the gardens and to name them all would be a lengthy task. Work from other sculptures includes Alfred Turner's Castor and Pollocks, inseparable twin gods linking hands above a horse. Towards Queen Victoria Street is a statue of General Henry Lukin, the man who gave the order to advance on Delville Wood, this striking work is by the renowned South African sculptor; Anton van Wouw. Close to the entrance of the gardens is the statue of general Jan Smuts, done in 1973 by Ivan Mitford-Barberton (Harris & Pistorius 2005). Iziko South African National Gallery is a premier art museum that houses outstanding collections of South African, African, British, French, Dutch and Flemish art. Selections from the permanent collection varies on a regular basis to enable the museum to have a full program of temporary exhibitions of paintings, works on paper, photography, sculpture beadwork, textiles and architecture ((Harris & Pistorius 2005).



Figure 14: Bertram House, the only surviving brick Georgian house in Cape Town. This building stands on ground once occupied by the Company's Menagerie. The unique architectural value of this house was realized and in 1984 it was fully restored as a British Colonial Museum (Picton-Seymour 1989:15).

## Academic, Botanical

Simon van der Stel experimented with many foreign trees and shrubs and his master gardener, Hendrik Oldenland carried out the improvements faithfully. Oldenland was also a botanist, and had studied medicine at Leyden for several years. He dried a large number of plants and wrote descriptive catalogue in Latin, found long after his death (Green 1951:94).

About the middle of the nineteenth century a small part of the Gardens was set aside for botanical experiments and managed by a board. Subscribers paid one pound a year; they were allowed into the disclosure every day except Sunday, and were given plants to the value of their subscriptions. This was really the start of the modern botanical garden (Green 1951:94). The Literary Society opened a museum on the ground of the old menagerie. The new museum was organized according to the classificatory principles of early nineteenth-century scientific thought. It contained 'a valuable, rare, and beautiful collection of the animal, mineral and vegetable world.' (Bickford-Smith *et al* 1999:131). The Iziko Planetarium is one of only two such facilities in South-Africa. The domed auditorium opened its doors in 1987 (Harris & Pistorius 2005).



Figure 15: View of South African museum, Government Avenue, Cape Town showing Table Mountain in the background. National archives AG 7427.

## Academic, libraries

In the basement of the Parliament building there is a magnificent library of Africana, the Mendelssohn Library. An initiative of the Literary Society was the National Library of South Africa that opened its doors to the public in September 1860. (Bickford-Smith *et al* 1999:131). The building designed by W H Kohler, is positioned between the cathedral and the Garden and housed a massive collection of books dealing with Africa ( Fagan 1989:2:55). Among them is the Grey Collection, donated to the library by Sir George Grey, a former governor of the Cape Colony. The collection is kept in the annex and comprises about 5000 volumes, including many medieval manuscripts, early

printed books and first editions of printed works. There is a first folio Shakespeare (1623) and a copy of the second folio (1632), as well as a 15th century copy of Dante's Divine Comedy and a 14th century copy of Mandeville's Travels. The library also contains the oldest book in South Africa, the four Gospels, a manuscript authentically dated about the year 900 (Bulpin 2003:45).



Figure 16: The South African Library with the statue of Sir George Grey in the foreground (Picton-Seymour 1989:17).



Figure 17: View of Public Gardens Cape Town with South African Public Library, now South African Library in the background. National archives AG 1870.

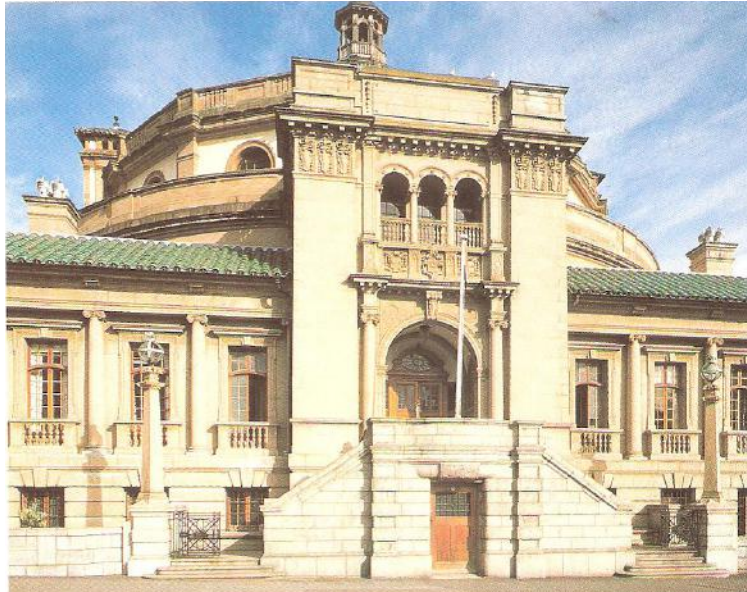


Figure 18: This Edwardian building is the product of Hawke & Mckinlay, a firm of architects who specialized in large public buildings. First home to the Cape Archives, this magnificent structure in Victoria Street is now recognized as the South African Library (Picton-Seymour 1989:16).

### **Academic, schools**

In the first half of the 19<sup>th</sup> century, Queen Victoria Street (first named New Street) was a popular meeting place for the intellectuals of the city (Picard 1968:115). Simultaneously a number of schools were established in the town, although many of them were short-lived. British middle-class Capetonians aspired to send their sons to school back in England or alternatively enrolled them in one of the private schools. In the late 1820's petitions were aired for a local secondary school with firmer financial support and appealing to both the Dutch and English sectors of the population. As a result the South African College was opened for the first time in 1829. The school was considered to provide adequate grounding 'for academic studies in Holland or England.' In 1841 the College was relocated to a new site at the top of the Company gardens. Cape Town High School and Gardens commercial school is located on the precinct of the Company's Gardens (Bickford-Smith *et al* 1999:134).

### **History of entertainment and recent events**

The Gardens was and still remains a popular space for entertainment. In 1822 William Bird described Government Avenue as a wide walk where military bands play lively tunes on Sunday. The mysterious lady in the Cape of 1861 wrote in her journal that the Company's Gardens is 'quite a feature in Cape Town life'. She said the Gardens are not unlike Kew and Kensington and mentioned the crowds of well-dressed people who listened to the regimental band on fine days (Mallinick & Clack 1998:15). On one occasion she was a guest attending a ball at the Government house. It was a crowded event and the spacious rooms were filled with over 300 participants. Rare exotics and hot-house

plants were used for the decoration of the supper table and the hosts were eager to take the guests on a tour to show them the beauty of their surroundings (Mallinick & Clack 1998:18). In the 1870's the gardens were still being maintained by private subscriptions. During that period a band played in the gardens on every Wednesday afternoon. A picture of 1898 shows a bandstand in front of the synagogue and its presence (although on different locations), remained for a couple of decades (Fagan 1989:2:117). A Tearoom was built in 1924 and it was replaced by the Gardens Restaurant in 1975. Government Avenue hosted several Art exhibitions amongst others the "1988 Art in the Avenue a biannual event" (Fagan 1989:2:216).

The 'Little Theatre' is on the Hidding Campus on the upper side of the Avenue, on the side of Signal Hill. Regular performances of the Cape Town's Drama department and other organizations entertain visitors around the year. On Tuesday 30 July 2013, M-Net aired the episode of *MasterChef SA* which was filmed in the Company's Garden. The culinary cook show considered this siting as ideal since the production of food was the reason for the gardens existence over 360 years ago. "We are working towards developing our district parks as event destinations. As part of our efforts to build a truly Inclusive City, we want to encourage the exchange of ideas and culture in these public spaces, as well as provide a space for local entrepreneurs. The Company's Garden is leading the way and has hosted many events including a Summer Market, story-telling sessions and aerobics in the Garden," said Alderman Walker. <http://www.capetowngreenmap.co.za/blog/masterchef-sa-episode-filmed-company%E2%80%99s-garden-air-today-0>



Figure 19: Art exhibition in Government Avenue (Schaafsma 1988:19).



### **Statement of significance**

The Garden represents the cultural genesis of the city and has remained a hub of cultural activity. The garden is one of the most popular tourist destinations due to its large number of attractions. The Iziko National Gallery exhibits a broad range of artwork and the work of renowned sculptors and architects can be located on the premises. Several buildings are of historical importance and their architectural style serves as artifacts of a specific time period. Home to the first vegetable Garden of Southern Africa, the Gardens has its roots firmly established in horticulture and other academic endeavors. It inspires interest with the facilities of a Natural History Museum and a Planetarium. Throughout the twentieth century a number of important academic schools anchored on the garden's premises. The South African Library and the Parliament Buildings house of the most important literary works in South Africa. Management of the Gardens is supporters of the arts and encourages cultural activity with a number of markets, festivals and exhibitions throughout the year.

#### Heritage Indicators:

- Company's Gardens contributes to Cape Town's status as cultural, provincial legislative capital
- The Gardens is surrounded by galleries, museums, libraries and academic institutions.
- Important attractions for tourists
- Cultural and historical informants and providers of education for the city's inhabitants.
- The presence of note-worthy architecture and the variety of other visual art contribute to the city's rich cultural inheritance.
- Manifestations of the age of Enlightenment can be found through several academic endeavors.
- Management of the gardens should encourage the flow of visitors and ensure a pleasant experience for visitors.
- An annual program should focus on the encouragement of learning, the promotion of cultural activity and the preservation of its resources.

#### **Art History**

- Showcase work of renowned artist; sculptors and architects.
- Important work has suffered neglect and was demolished. Red flag for conservation and the regulation of management.
- Buildings of historical significance; rare artifacts of a particular style period
- The social history associated with buildings
- The historical value of monuments and memorials

**Academic**

- Educators in horticulture, platform for important studies due to its history
- practical value and properties of plants and species
- Museums; educators of the animal, mineral and vegetable world
- Planetarium; precious as only one of two in South-Africa

**Literacy**

- Historically; gathering of intellectuals (Victoria Street)
- Libraries; extraordinary collections of great historical value
- Facilities such as library promotes literacy and education
- Prominent schools; set the standard to compete internationally
- Precursors of other prominent academic institutions, UCT

**Culture and entertainment**

- Historically connotes with 'high culture'; elites and middleclass. Must get the support of Cape Town's community as a whole.
- Drama performances at the 'Little Theatre'
- Popular culture; TV shows, music concerts, festivals
- Supporters of entrepreneurs; craft markets and other initiatives
- Other recreational activity; outdoor aerobics

## 2.3 Public access

Only high officials and ships' officers were allowed to enter the garden in Van Riebeeck's day. Trespassers received a hundred lashes and worked without payment for the Company for twelve months (Green 1951:94). The exclusivity of the gardens was emphasized by the layout of the town. The castle and gardens were separated from the burgher houses by an intervening stretch of open ground known as the parade or 'plein' (Worden *et al* 1998: 40). These overtly strict regulations must have been loosened over time since during Father Tachard visit he reported that the garden is open all day and admission is free to all without distinction of person. Yet it was strictly forbidden to pluck anything, however trifling, or to do any damage (Green 1951:38). John Stavorinus wrote in his diary (1786-1771)... "The garden is open, for the recreation of the public, till an hour after sunset, when the gate is closed. It used formerly to be open till late at night, but much abuse being made hereof, it was prohibited. No one may gather any fruits, or damage any of the productions, upon very heavy penalties. A number of attendants and slaves are continually at hand, to keep watch that no harm is done" ... (Wilcocke 1798:555).

In the last years of the Dutch rule, the maintenance of the gardens became a lesser priority to the extent that it was 'in ruins' when Sir George Yonge arrived as Governor during the First British Occupation. Yonge restored the garden, paying for some of the expenses out of his own pocket. This gesture was forgotten however when he built high walls and closed the garden completely to the public. "Had the Governor torn the Magna Carta of the Cape into a thousand tatters he could not have put the Dutch into such an alarm," wrote Lady Anne Barnard. "For 150 years they had enjoyed the privilege of walking under the shade of these oaks- this is the only public walk of the Cape and all the ranks of people, the women particularly, were furious." The large central Avenue, later familiar as Government Avenue, became a popular promenade for the citizens of the Cape, basking in the cool and tranquil beauty. Yonge conceded first by allowing the people to use the main walk on condition that they inscribed their names in a book at the guard-house. However public outrage prevailed and he finally lifted all restrictions. Ever since that time the main garden has been open to all- at any rate on certain days of the week (Green 1951:94; Hartdegen 1988:8).

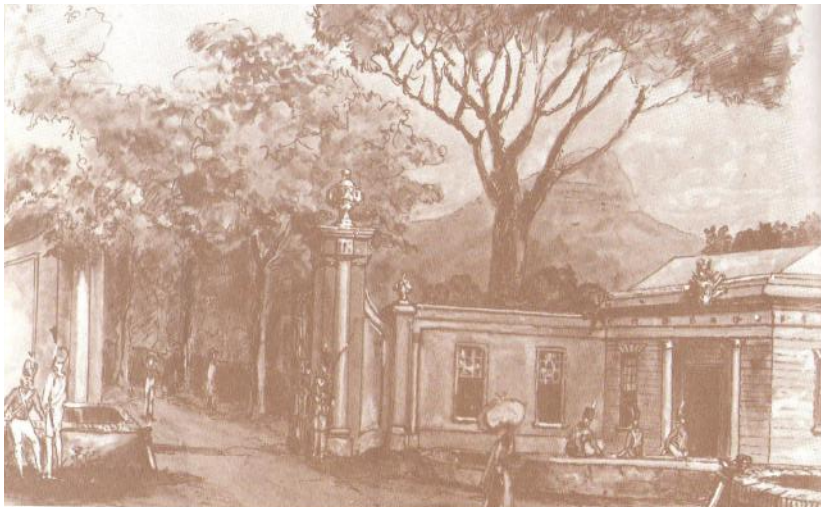


Figure 20: Unknown artist- Entrance to Government avenue, 1830 (Oberholster 1972:14).

During the decades of the British rule, the Botanical Gardens became a location for subscription dinner and fancy fair. 15 May 1863 was a day of celebration in the Cape to mark the wedding in Britain of the heir to the throne, Prince Albert. The governor hosted the 'elite of the city and neighbourhood' under a marquee in the Botanic Gardens and treated them with a splendid subscription lunch. In the evening the gardens- illuminated with lanterns- became the venue for a fête and 'fancy fair', with boxing, marionettes, a mock Chinese astrologer and Christy-minstrels. The need to exclude the undesirable was marked in the public leisure places in the town. The elite were carving out new spaces of leisure of their own, while the popular culture of the majority of its inhabitants continued to thrive along lines which had been long established. The middle classes enjoyed Sunday afternoon strolls in the Company Gardens. The purpose was primarily social- to see and be seen. (Bickford-Smith *et al* 1999:145-152).

In her diary of 1861, a British lady described the Gardens as 'quite a feature' in Cape Town life. "They are not unlike Kew and Kensington, and generally are crowded with well-dressed people, to listen to the regimental band on fine days"... (Mallinick & Clack 1998:15). As a guest of the Governor she also mentioned the standard of their accommodation in the delightful region of the gardens. Residing in the ready-furnished house in the 'most picturesque situation' connotes ascending up the social scale. She went on to explain the idyllic location of the premises and one can draw conclusion of why it became the traditional home to the president and members of parliament. ..." and so we can see nearly everything going on in the Bay, hear all the bugle-calls, and at the same time shut ourselves out completely from all the noise and racket of a business and carriers drays. We are within thirty minutes' walk of the barracks, and within a couple of stone's-throw of all the most admired and charming hill-side paths; so that it will be our own fault if we don't succeed in making ourselves comfortable, and getting some capital sketches of scenery hereabout"... (Mallinick & Clack 1998:27).



Figure 21: View of Government Avenue, Cape Town, showing houses of Parliament on the left. National Archives AG 3322.



Figure 22: Government Avenue, Cape Town. National Archives AG 6466

In 1892 the maintenance of the Gardens fell under the responsibility of the Cape Town municipality and the onset of the war certainly changed priorities (Green 1951:49). In 1941 the bombing of Pearl Harbour and rapid Japanese advances lent new urgency to civil defence. For months the municipality wasted time on a futile debate over better protection for the poor who lived closed to the docks or power station. They considered the use of city basements but realise that this will not provide sufficient protection at night. At one stage it was decided to offer 'slit trenches', whose utility had been proven in the North Africa campaign. Sample trenches were dug in Government Avenue, the Public Gardens and Trafalgar Park. (Bickford-Smith *et al* 1999:95).

Reconstruction took place after the war and implementation of the foreshore plan fell unto Solly Morris, the city engineer. The sudden increase of population growth urged the matter of traffic circulation. Morris wanted a ring road which would enable traffic to circulate around the central city but his plan was rejected. Eventually broad boulevards were created to accommodate the traffic. The roads cut the foreshore up into wind-blown stretches of asphalt and concrete, filled with car parks and roaring traffic, inaccessible to pedestrians. (Bickford-Smith *et al* 1999:152). Correspondence addressed to the CITY ENGINEERS DEPARTMENT shows that Government Avenue became an increasingly popular pedestrian route. A letter from 10 July 1936 describes it as "the only place within the city where one is free from traffic dangers". (CORRESPONDENCE File no 18/12/338 526/36 Road constructions and repairs). A letter from Miss D.J. Baker, dated 4 March 1942 deals with the lamentable condition of Government Avenue. She complains to Mr van der Houton stating that ... "It is so bad that many people who use it regularly have had to resort to using the trams." The loose stones are troublesome to walk on. It's a shame, the avenue is used a tremendous lot". (CORRESPONDENCE File no 526/36 Road constructions and repairs). Traffic concerns became a direct threat to the Company Gardens in 1953 with a proposal to divide the Garden with a sunken motorway running parallel to the cross axis (Harris 2003:11). Public opinion has defended it boldly against those who planned to make inroads upon it and vehicles are prohibited on Government Avenue (Oberholster 1972:15).

Mr van der Houten was well aware about the popularity of the Gardens and Government Avenue as a pedestrian route. On his account about ten to fifteen thousand people entered the gates daily. He observed people on their way and returning from work. A few escaped the hustle and bustle to enjoy their lunch under the trees. Among the citizens were also visitors from up-country and overseas who showed interest in the kaleidoscope of new blooms and foliage. In response to the conservation of the gardens he alleviated concern that 'one seldom meet a rascal among the gardeners and that living close to nature brings out the best in man' (Green 1951:49).

Racial exclusion was introduced in 1829 (Bickford-Smith *et al* 1999:145-146). Public gardens, zoos, libraries, museums and galleries were generally open to all, though some parks were not. Mr H.A Naidoo recalls a bad day when he and his daughter were confronted by a park keeper and a 'whites only' sign in the Gardens. In the past his child relished such visits to the swings. (Bickford-Smith, van Heyningen & Worden 1999:125).

The end of Apartheid meant access to all and it is on Government Avenue too, that the characters of the town, the eccentrics and dropouts, spend much of their time. Irrespective of race, such individuals come and go in all cities, and they add a touch of spice to an otherwise grave world. Cape Town has known some marvellous and attractively quaint characters among this community of bench sitters and Avenue promenaders and a few of them became legendary. Such a person is old 'Professor' Herbst who with his long white beard and seafarer's attire, sold love potions for a living and there was a woman who wore the same dress every day for years. One fellow lived well for years by coaxing plump doves and pigeons into a paper bag containing titbits and 'Cape Town Charlie' earned a living as a snake charmer and conjurer. In later years a frequently photographed pair was Iris Theodora Holmes and her son Anthony who, for 48 years, fed the birds and squirrels in the Avenue each day. Around 1980 passers-by were well acquainted with a brother-and-sister team, Giesbet and Dagmar Westphal, known locally as the 'Sack People' on account of their strange attire made up of sacks. They spent their time strolling the streets deep in conversation or sitting on benches in the Avenue, tapping a collection plate with a gentle request to passers-by to give them 'something'. Every now and again there is new face that replaces the familiar characters of the Avenue (Bulpin 2003:45-46).

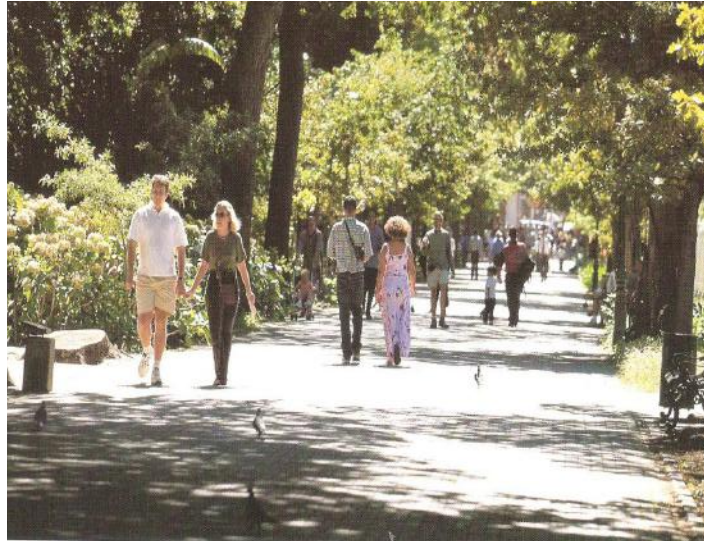


Figure 23: Promenaders on Government Avenue (Bulpin 2003:18).

### Demographic of the visitors of the Company's Gardens

- A user survey by Michael Young; *User Assessment Study of Cape Town's Historic Company's Gardens: a Study to aid its management and improve its recreational opportunities.* November 1991.
- A public participation programme by Sandra and John Fowkes to facilitate the contribution of interested and affected parties in the development of a planning policy in April 1992

Above mentioned studies shed light on different factors concerning the consumers of the Gardens. Young's study revealed that the greater percentage of users visit the gardens for its natural and quiet environment (39,6 %). 23,1 % made the trip looking forward to a pleasant outing. 15,5% paid the visit to observe wildlife. 8,8% are drawn to the Garden for its botanical value. 8,4% indicated "other" for the reason behind their visit while the remaining 4,6% visit the gardens for a change of scenery while enjoying their lunch break.

34.7% of the visitors who fell under the category of "not economically active" paid the most regular interval of visits to the gardens. This sector consists of scholars, students, housewives and retired persons.

39, 2% of the participants were first time visitors; the majority of these were tourist and holidaymakers.

30% of all visitors were those who pass through the gardens only.

95,8 % indicated 'walking' as one of the recreational pursuits they engaged in.

Young's study of 1988 revealed that daily and weekly visitors consists of 40, 1% of all visits made to the gardens. 37, 5% amongst those, travel to the city to work. These regular visitors stayed within a radius varying from 500m to 30km from their home. Table 8 (1988:10-11) shows that the majority of respondents walked to the gardens, except that on a Sunday (39,1% travelled by car while 36,7% walked). Over the whole survey period 48,1 % came by foot, 22,9% by

car and 20,4% by train. Many of the latter would also have come up by foot from the station. The fact that 60,8 % walked to the gardens on Friday is most likely indicative of the many visitors who pass through and or visit from their places of work. The high percentage of visitors who travel on foot to an urban park has been repeatedly shown in studies to be as high as 70%. This is certainly confirmed as the principal means of transport for users of the gardens (Young 1988:11).

In March 1994 a document was produced by Council entitled ‘*Cape Town Gardens- the Development of a Guiding Strategy*’, with the intention of formulating a conservation and management policy for the Gardens. Sandra and John Fowkes steered the public participation programme to facilitate the contribution of interested and affected parties in the development of a planning policy. This exercise took place during 1992 and the involvement of the consultants was to specifically assist in a) the establishment of an agreed concept of the cultural significance of the Gardens and b) the identification of acceptable use(s) of the Gardens. The findings of the study were printed under the title *The outcome of a Programme of Public Participation in development of a Planning Policy for the Company Gardens*.

The opinions of participants were summarized in two categories namely uses that were strongly or very strongly supported and activities that were very strongly or strongly opposed;

Very strongly or strongly SUPPORTED	Very strongly or strongly OPPOSED
Passive recreation (a place to sit)	Additional buildings
Educational centre, information centre	Any reduction in greenery
Meeting place of different cultures	Facilities for vagrants
A top quality coffee shop	kitch
Drinking fountain	Barkstripping / herbal gathering
Walks and pedestrian linkages between precincts	Disneyland
Outdoor café after hours (a la Paris)	Statues of politicians
Extend the gardens, more plantings	Uncoordinated development in total precinct
Open air concerts and theatre	Replacing Kirstenbosch
Greenhouse or tropical house	Woodlot for squatters
Open air exhibitions and shows	Low cost or informal squatter housing
More “natural” landscaping, less clutter	Underground office park
Exotic imports-plants	Commercial enterprises for personal gain
Day and night activities	Vehicles of any form
	Controlled access e.g. entrance fees
	Further division of spaces
	Boisterous activities



## Statement of significance

Public access to the Company's Gardens was regulated by its ownership and the ruling government. Conservation of its resources plays an important theme throughout the past. There were singular accounts where the general public was prohibited from the grounds but overall it maintain the character of a popular public space of leisure and Government Avenue gained popularity as a shady pedestrian walk, free from the dangers of traffic.

The Gardens is valued by the citizens of Cape Town as the 'green heart' of the city. Situated in the densely urbanized centre of Cape Town it provides a space of 'Rus in Urbe'. Once a meeting place of people with 'good social standing', it is now enjoyed by all and several attractions and facilities contribute to its appeal.

## Heritage indicators

- Company's Gardens underwent many changes in ownership since its existence. Each ruling body its own set of regulations
- priority of conservation
- Policies regarding public access.
- Public access should be monitored for protection of its resources
- Vandalism should be discouraged through punishment and penalties.
- The Company's Gardens form part of the bigger City's infrastructure; vulnerable to developmental pressures from outside.
- Increase in population-growth and traffic contributed to Government Avenue's popularity as a pedestrian path.
- Changes in the social climate and the country's economy were reflected in the maintenance and welfare of the Gardens.
- Survival of the Gardens and its resources relies on public support; strong protest against developments that poses a threat to its existence and character.
- History of Gardens was as a popular public space of recreation.
- Deprivation of access greeted with outrage.
- Government Avenue is appreciated by consumers as a traffic-free pedestrian route.
- The gardens provides a tranquil hideout from the busy city surrounds and
- Visitors enjoy the beauty of nature and other attractions in the vicinity.
- Also a home for the eccentric and desolate who relies on the pity of the public for survival.
- An opportunity for entrepreneurship offered through the; the selling of nuts and seeds to feed the small mammals and other popular craft articles.
- Space of recreation is a marker of social standing. The Company Gardens should give access and cater to all.

## 2.4 The politics of labour, Slave labour

In 1861 a British lady and visitor on the Colony observed; “One cannot walk down any of the beautiful long oak avenues abounding in our neighborhood, or stroll for an hour in the narrow aisles of the extensive pine forests hugging the base of Lion’s Head and Table Mountain, without seeing how much was done by slave labor, and how much has been thrown out of civilization by its sudden withdrawal” (Mallinick & Clack 1998:29). Many historical accounts praise the success of the Company’s Garden on the special leadership of van Riebeeck, the expertise of a competent gardener, Hendrik Bloom and the favorable climate (Hartdegen 1988:8). It is tempting to forget the hundreds of faceless laborers that were the real workforce behind the accomplishments of the Colony. Slaves supplied the human material for the system of forced labor management which was considered to be normal in the world at that time (Dooling 2007:2).

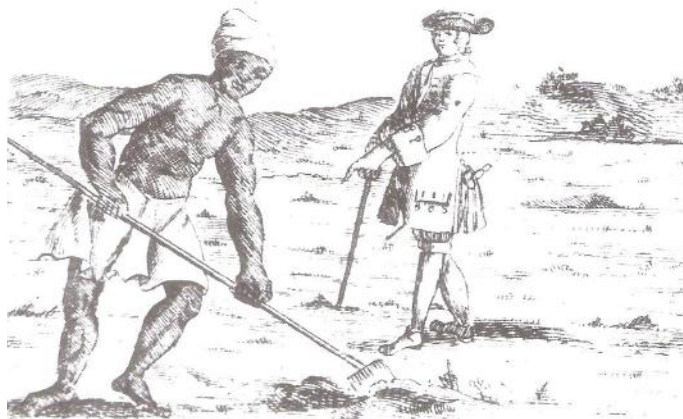


Figure 24: An early eighteenth-century illustration of a Cape farmer directing his slave (Worden *et al* 1998:26).

The establishment of the Company Gardens was a hard task for at first Van Riebeeck had few men to spare. European settlers would find that it is notoriously difficult to enslave indigenous populations and besides their reluctance they were not physically suited for the demands of slavery work (Dooling 2007:21). As a rule the Company forbade the enslavement of the aboriginal people living there, (the Khoikhoi pastoralists and Bushmen hunter-gatherers) the maintenance of good relations were probably due to the fact that the colonists relied on them for the supplication of meat (Denis-Constant 1999:51). Initially Van Riebeeck thought of importing the Chinese, famous as gardeners, but had to be content with West African slaves (Green 1951:94). The VOC approved of his urgent desire for labor and the Cape settlement therefore became one more market for slave traders to dispose of their wares (Bulpin 2003:13).

On 28 March 1658 the *Amersfoort* captured 250 slaves from a fellow cargo ship on the ocean. Eighty slaves died before the *Amersfoort* reached the Cape and the remaining 170 were in a very miserable state. Two weeks later, the *Hasselt* arrived in Table Bay with 228 slaves (Bulpin 2003:18). In this year the influxes of slaves into the colony were so dramatic that more than half of the total population of the settlement consisted of slaves (Dooling 2007:21). In the

early period of colonization slaves were taken from Africa; particularly Angola and Mozambique but they also came from West and Central Africa. Later captives were shipped from the East to provide laborers and servants needed by the Company, the burghers and the farmers (Denis-Constant 1999:51). The people of South-Africa are the descendants of forefathers traced back to many far and foreign countries in the world; India (Bengal, Malabar, Coromandel), Ceylon, Madagascar and areas included in today's Indonesia (Denis-Constant 1999:5; Loos 2004:iv). Between 1652 and 1808, approximately 63 000 persons were brought to the Cape as slaves and probably as many were born into slavery. In 1834 there were 36 169 slaves in the Cape (Denis-Constant 1999:51).

In 1692 the Dutch East India Company owned more slaves than the burghers. These slaves were kept at the Company Lodge, a large and windowless brick building right before the entrance to the Gardens. During the night they were locked up in the building (Wilcocke 1798:556). Early in the eighteenth century this building housed approximately three hundred slaves who worked in the 'neat and clean' garden (Brana-Shute&Sparks 2009:97). Wells have been found in recent years and the slaves watered the gardens with buckets (Green 1951:94; Worden *et al* 1998:103). The Lodge was the only place where slaves were allowed to form groups based on their origin, but the rate of mortality was very high, the rate of internal reproduction low and new slaves had to be imported to maintain the workforce at the desired level. This meant that the transition of a cultural heritage was nearly impossible even among people originating from the same place (Brana-Shute&Sparks 2009:98;110). When slaves born at the Cape became more numerous than imported slaves, that is, from the 1770's onwards, this shared experience became the base on which they could interpret their environment and their lives (Denis-Constant 1999:51).

Slavery has been described as a form of 'social death'. Many slaves tried to avoid the harsh reality by tempting to escape (Bulpin 2003:18). The experience of slavery was dehumanizing in many ways; they were abducted, deprived of their freedom, separated from their family and from all those who shared the same conception of life. They were uprooted, relocated and given new names. They had to serve foreign masters and had to live alongside other captives from different parts of the world who did not speak the same language and who did not have the same customs. In these conditions, it was impossible to restructure communities of origin or any other stable communal environment. In addition to that, all slaves were not treated the same way: some because of their origin and physical attributes were considered better than others, some enjoyed more comfort than others and some were given authority over others. These distinctions did not facilitate the emergence of a collective consciousness (Denis-Constant 1999:51). There are rumors that some burghers sympathized with the slaves and aided their escape. Ill feeling, attacks on farmers, theft of livestock and frights of war plagued the Cape settlers. Even the young Khoi-San girl, Eva who lived as a child in Van Riebeeck's home, left the settlement with some of her people, wishing Van Riebeeck goodbye with the ominous prophecy 'Mynheer Van Riebeeck, take good care. I shall not return for a long time, your land will now be full of war.' (Bulpin 2003:18).



Figure 25: John Barrow's Travels 1802. Numerous Cape slaves were tied to trees or whipping posts and punished for their offenses (Loos 2004:106).

In 1808, after more than a century the slave trade was finally banned under the British Crown, but it was not until 1834 that slavery was abolished. A period of 'apprenticeship' was imposed upon the liberated slaves, allegedly to make the transition easier, to allow those who were freed to be 'prepared' for freedom. It was clear that the Europeans were not too eager to play by the new rules and in the period between 1808 and 1856 about 5000 'prize Negroes' were bought to the Cape. They were also 'apprenticed' for fourteen years and after 1834, they were employed as domestic servants of farm laborers (Denis-Constant 1999:51). The Company slaves (now called 'government slaves') were little used by the British administration. Many were sold to private individuals in 1810, while the 200 slaves remaining in the Slave Lodge were moved out to rented accommodation in the town and subsequently to new premises in the Company gardens. The Garden's slaves were finally freed in 1827 and the Slave Lodge was converted into government offices, housing the Supreme Court and Post Office. Today it is the Cultural History Museum. (Worden *et al* 1998:103).

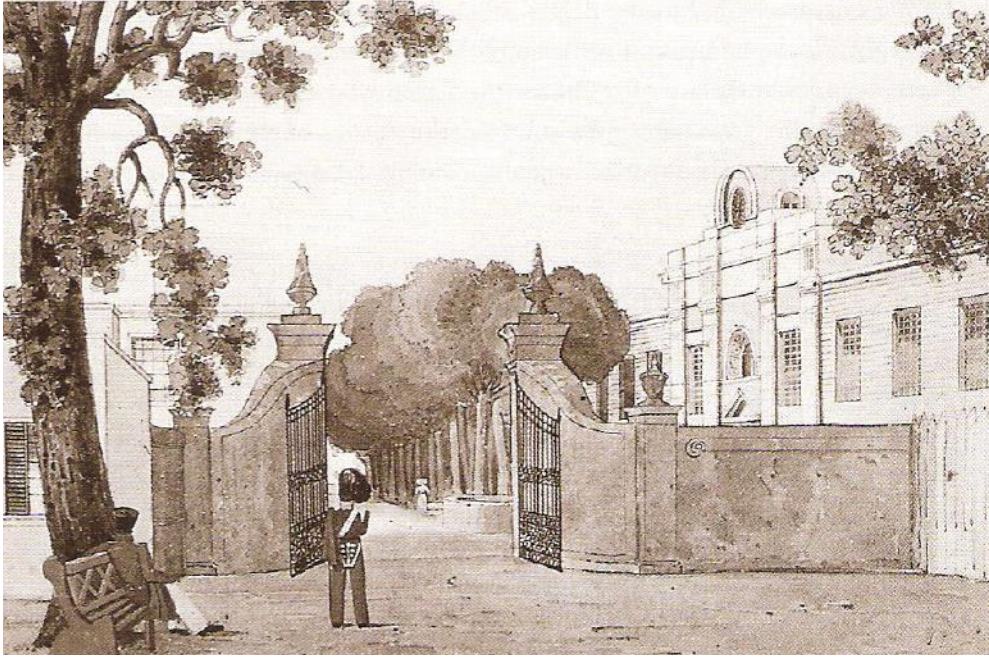


Figure 26: Drawing by H.C. De Meillon, 1832. The Slave Lodge converted into government buildings, as seen from the Company's Gardens (Worden *et al* 1998:103).

*Original plan of old Supreme Court when still a slave lodge • William Fehr Collection*



Figure 27: Left: Plan to convert the slave lodge into Government house (Oberholster 1972:11).

Figure 28: Right: a pediment on the outside of the building by Anton Anreith. (Picton-Seymour 1989:19).

The dependence on slave-labor had a huge impact on the development of the new Cape colony. The directors in Holland hoped that the new freemen would earn a living by producing food or some other industry but unfortunately they had much to learn about the peculiar nature of the colony. Their hope was to see the transplant of new soil of the same industrious peasantry that farmed smallholdings in Holland. They failed to appreciate that the contagious

cancer of slavery persuaded a 'freeman' or 'free burgher' to take others into bondage rather to become a worker himself (Bulpin 2003:14; Loos 2004:3). A landowner automatically became a gentileperson in the local social scale, craving ever larger land holdings as the means to still rise higher in popular esteem, longing for more slave workers whose labor would reward the master with the profits to support an ever more demanding lifestyle (Bulpin 2003:14;Denis-Constant 1999:51).

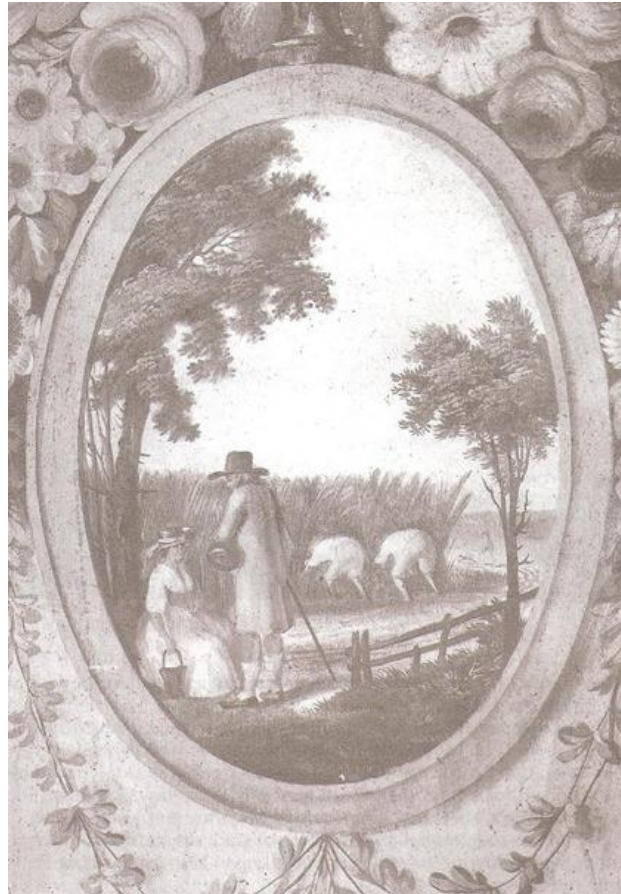


Figure 29: Mural commissioned by Johan Bernhard Hoffman, 18th century. Cape slaves working in the crop fields while their owners enjoy a life of luxury and ease (Loos 2004:3).

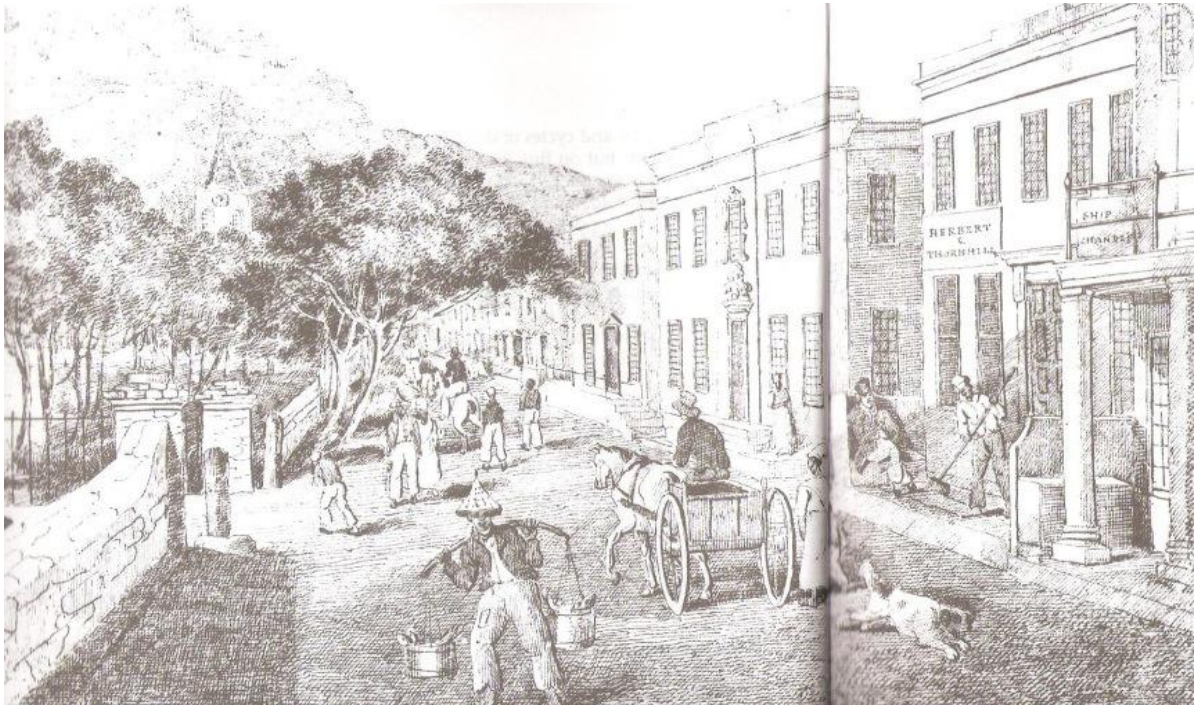


Figure 30: Sketch by Sir Charles D'Oyly, 20.4.1832. The Heerengracht lined by a polluted canal and an avenue of trees on the left. Most of the pedestrians appear to be slaves (Loos 2004:25).

The sudden abolition of slavery was therefore a dreadful blow to the prosperity of the Cape. The consequence of this event meant the immediate loss of services, that neither money nor love could stand substitute for. The misery inflicted upon the slaves themselves was very severe. Suddenly deprived of the superintendence of those who provided for their wants in every particular, the able-bodied went in for idleness, neglected their old and the youngsters were left to teach themselves the handicrafts of which slave-owners had hitherto furnished and regulated the teaching. The estates went to ruin, the slaves became paupers and the children grew up ignorant and careless, while the crowding and want of proper food soon reduced their numbers and strength. The land was locked up in the hands of hereditary landlords, who by the law of Dutch succession and by subdivisions of landed property, have become the starving owners of broad acres without any capital to develop the soil. The Colony was full of good land and the country districts were full of able-bodied laborers; but the labor and the land cannot be brought together, because there is no coin to cement the union, and the laborer is literally not worthy of his hire (Mallinick & Clack 1998:29-30).

Despite the dreadful accounts of outside observers, the abolishment of slavery was without question a day worth celebrating and well into the beginning of the twentieth century the anniversary of emancipation was still a day of jubilation. Large crowds of all ages and both sexes, promenaded the streets during the day and night, many of them attended by a band of amateur musicians. Their amusements were simple and interesting and their demeanor orderly and respectful. Historians Nigel Worden and Achmat Davids concur in seeing the parades of Emancipation Day as one of the origins of New Year festivals. On the first days of a new year the 'Coons' gather for the road march

and dance and sing along the streets of central Cape Town in the vicinity of the Company's Gardens (Denis-Constant 1999:11). Although the anniversary of the abolishment of slavery fell on 1 December 1834, New Year's Day held a special significance for former slaves. New Year's Day was a very important public holiday for the Dutch and in their merry ways they were generous enough to include the slaves in their celebrations. Besides from a treat of a little money, cloth and rotten tobacco, they were told not to do any work and allowed to spend the day with their own kind. During such a celebration they would clothe themselves in their best attire and spent the holiday in mirth and pleasure (Denis-Constant 1999:34).

The bell tower next to the aviary was built in the style of the Cape-Dutch slave-bell towers and stands in commemoration of all the slaves who toiled on these grounds (Bulpin 2003:44).

### **Statement of significance**

The Company's Garden is strongly associated with slavery. Many slaves labored in the agricultural garden. Presently known as the Cultural History Museum, the old Slave Lodge were the home of the Company's slaves for over 130 years (Picton-Seymour 1989:19). This building underwent complete metamorphoses along with the changes in South-Africa's government. The Slave Lodge were converted into government offices in 1810 and the then 'Old Supreme Court' was proclaimed a National Monument under the Old National Monuments Council in 1967 (Oberholster 1972:11). Besides from the building, there are no physical remnants of the slaves' history in the gardens. The presence of a 'slave bell' acquires implicit meaning. Bells were rare in Cape Town and this particular 'slave bell' has its origin from the Old Town House where it was rung to alarm the citizens in case of a fire.

### **Heritage indicators:**

- Development of Cape Town and the Company's Gardens relied on slave labor.
- Practice of slave labor was a custom of the previous centuries; European settlers took particular advantage thereof.
- The Cape settlers lazy/incapable, greedy 'gentle-men' -relied on slave-labor for the accomplishment of wealth and property.
- System of hereditary kept the wealth in colonist possession.
- The slaves remain poor and after the Emancipation day of 1834 their role in the community progressed from slaves to servants.
- A generation brought up in poverty has less luck in accessing an environment to guarantee their future success.
- Current social-political problems are a repetition of the past.



- Generation of slaves consisted of many nationalities, interracial sexual relations made it very difficult to identify its descendants.
- Slaves suffered many hardships and endure inhumane treatment
- Commemorate them in proper fashion. Their history should obtain prominence. While they were not the architects, they were the builders and caretakers of the Company's Gardens.
- 1998 the *Old Supreme Court* or *Cultural History museum* renamed the Slave Lodge to refer back to its previous inhabitants. Iziko museum explores the long history of slavery in South-Africa. 'From human wrongs to human rights', exhibitions address issues and raise awareness of human rights (<http://www.iziko.org.za/museums/slave-lodge>).
- The Slave bell on the Company's Gardens precinct in memory of the slaves who labored on the grounds.
- The slaves freed under the British crown.
- New Year's festival march of the Cape Coons, commemorate emancipation of slaves.

## 2.5 Colonialization and Politics of Space

In the era before the settlers, South Africa's indigenous Khoisan peoples possessed livestock but remained without agriculture. They became outnumbered and were replaced northeast of the Fish River by Black African farmers, whose southward spread halted at the river. With the entry of the European settlers, the friction between all those peoples produced the tragedies of modern South Africa; the quick decimation of the Khoisan by European germs and guns; a century of rivalry and wars between Europeans and blacks; another century of racial oppression; and now, attempts by Europeans and blacks to seek a new mode of coexistence in the former Khoisan lands (Diamond 2005:187).



Figure 31: Drawing by the English traveller Thomas Herbet, 1627. The Khoi people were selling sheep in exchange for copper. Some two decades later the Khoi were less willing to trade with the Dutch who had occupied their grazing lands (Worden et al 1998:22).



Figure 32: Avenue lined by C.G.A and C.T.H.  
National archives M 587



Figure 33: School children assembled to welcome Duke of York.  
National archives J 4485



Figure 34: Entrance, Government Avenue Arch, erected in honor of visit of Duke & Duchess of Cornwall and York 20-8-1901  
National archives Dr. J 970



Figure 35: Cape Town has seen many changes of government (Schaafsma 1988:31).

For many white Capetonians, English and Afrikaans, their South African identity was embedded on a pride in their Cape heritage. Cecil John Rhodes is presumably a culprit behind the rediscovery of Cape Town's neglected past. With his fondness for Cape Dutch vernacular architecture he rekindled the memory of our European forefathers at the Cape. The beginning of the twentieth century were marked with a vivid interest in Afrikaner Nationality and the birth of several organizations to fight for the noble cause. The South African National Society was founded in 1905 with the purpose to protect our country's historical artifacts and the preservation of the derelict Castle was among its activities. The Society's successor, the Historical Monuments Council continued to define South Africa's heritage mainly in terms of its white, Cape origins. Their scope of work includes the restoration of buildings to the publication of historical documents and the erection of memorials. It was at this time when Herbert Baker had the vision to re-create Government Avenue as a boulevard with monumental vistas but the National Society preferred to retain the

Avenue's original character. Herbert Baker had to be content with a simpler war memorial, a copy of the Delville Wood memorial in France that was eventually erected in Government Avenue. The Van Riebeeck Society was another Cape Town-based institution with the intention to create a South African identity out of its Cape heritage. The Society was established in 1918 and went about to publish historically significant South African manuscripts. Most of its early publications were associated with the Western Cape Dutch heritage. (Bickford-Smith *et al* 1999:76).

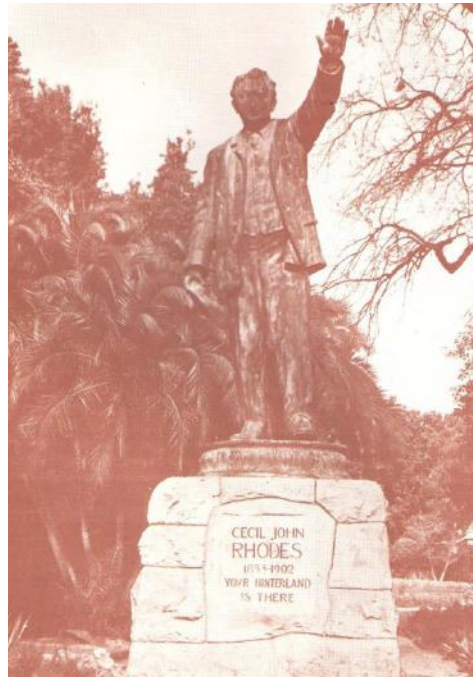


Figure 36: Rhodes statue in the Gardens (Plane 1976:54).

526/36 29 November 1951 Letter to the Town Clerk. From: University of Witwatersrand. COMMISSION FOR THE PRESERVATION OF NATURAL AND HISTORICAL MONUMENTS, RELICS AND ANTIQUES. The Secretary: C. van Riet Lowe. Name change; Public Municipal Gardens to "The Company's Gardens". This name would serve as a constant reminder of the historical significance of the Garden as the reason for the establishment of Van Riebeeck's settlement in the Cape. This suggestion has the full approval of the Van Riebeeck Tercentenary Committee.

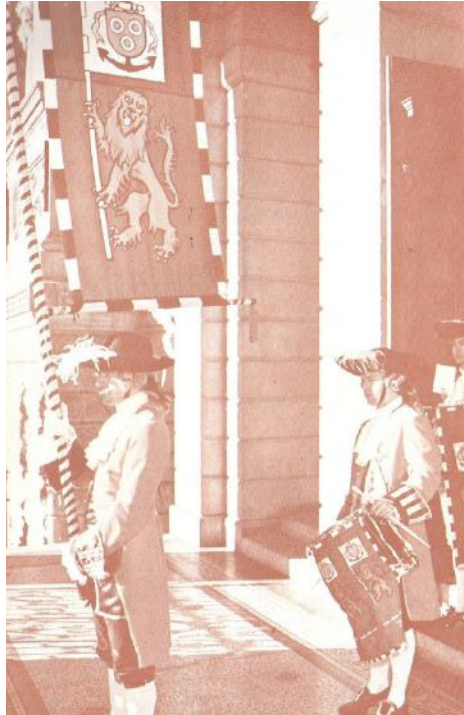


Figure 37: The 1975 Cape Town Festival (Plane 1976:100).



Figure 38: A pageant performed in 1952 formed part of the celebrations of the tercentenary of Jan van Riebeeck's arrival at the Cape. This particular pageant attempts to explain the history of Malay people of the Cape with the meeting between Simon van der Stel and Sheikh Yussaf (1694) depicted here (Bickfort-Smith 1999:164).

The celebration of the Van Riebeeck trecentury concentrated on the Boer and British contributions to Cape Town. A huge stadium and exhibitions halls were built at the foreshore and the theme rested on white achievement in the fields of agriculture, mining and industry. These were portrayed in a sharp contrast with the displays of 'Bushmen'

showing fashioning bows and arrows, Bantu building huts and polishing pots. Throughout the nineteenth century Van Riebeeck were labeled as the 'founding father' of the Cape and Cape Town was baptized as the 'mother city'. Provincial administrators, the principal of the UCT (T.B. Davie) and members of the Federasie van Afrikaanse Kultuurvereniginge were responsible for the organization of this festival and they received heated protest from the ANC and the Non-European Unity Movement (NEUM) for their biased portrayal of Cape Town's history (Bickfort-Smith 1999:164).



Figure 39: The paddocks with the Delville Wood memorial at the center (Schaafsma 1988:30).



Figure 40: The House of Parliament on the left and the statue of General Smuts right at the foot of Government Avenue (Schaafsma 1988:30).

With the reburial of the iconic Saartjie Baartman it was inevitable to view our colonial past through the lenses of a new South Africa. Sarah Baartman has become an icon in post-apartheid South Africa 'representative of many aspects of the nation's history'. The nation's consciousness were plagued with memories of the genocide of the Cape San, racial slavery, extreme forms of objectification, the violence of colonial and imperial representational economies, the simultaneous sexualisation and degradation of black bodies, the twin poles of fear and desire around which colonialist discourse spins its accounts. The reburial of Sarah Baartman would serve as a symbolic ending, a closing of the circle (Shephard 2009:3).

Sarah 'Saartjie' Baartman was a Khoisan woman born in the Eastern Cape, South Africa, sometime before 1790. Orphaned in a commando raid, she passed into the hands of Dutch farmers near Cape Town as a slave. In 1810 she was taken to London, where she was exhibited as a freak show attraction under the name of the 'Hottentot Venus'. Attention focused on her enlarged buttocks (steatopygia) and elongated labia minora, a purported feature of some Khoisan women which excited much speculation in early modern Europe. She was later sold and taken to France, where she was exhibited and was the subject of several 'scientific paintings'. After her death in 1815, an autopsy was conducted and published by the French anatomist Henri Marie Ducrotay de Blainville. Her skeleton, preserved genitalia and brain were placed on display in the Musée de l'Homme in Paris, until 1974 when they were removed from public view and stored. When the African National Congress came to power in South Africa in 1994, President Nelson Mandela formally requested the return of the remains of Sarah Baartman. After much legal wrangling in the French National Assembly, France agreed and her remains were repatriated on 9 August 2002 – National Women's Day in South Africa – Finally her reburial took place on Vergaderingskop, a hill outside the town of Hankey in the Eastern Cape (Shepherd 2009).

Mabandla's comments were echoed by Western Cape provincial minister of cultural affairs, sport and recreation Patrick McKenzie. He said: "We would like her to be buried here in Cape Town in the Company's Garden. She has become a national symbol and she should be buried where there is access to a wide range of people." Griqua spokesperson Roderick Williams told Weekend Argus the Company's Garden at the top of Adderley Street was an appropriate burial place because it was neutral ground controlled by the government. "We would like to share Ms Baartman with the rest of the country. Having her buried in the Company's Garden will also change the character of the Garden, created by colonialists. "We are absolutely sure that contrary to the belief (that she was born in the Gamtoos River Valley in the Eastern Cape), she lived on the Cape Flats. (Lenore Oliver May 3 2002) <http://www.iol.co.za/news/south-africa/saartjie-s-remains-back-on-home-soil-1.85999?ot=inmsa.ArticlePrintPageLayout.ot>.

Cape Town - A statue of Nelson Mandela may soon enjoy pride of place on the Grand Parade, the site of his inaugural speech after he was released from prison in 1990. The City of Cape Town's naming committee heard on Wednesday that there was strong support from various departments within council to erect the statue on the Grand Parade, and not in the Company's Garden which is already filled with "memorial clutter". The site was mooted when the project was proposed in February. But the Department of Arts and Culture noted that, while the Company's Garden is "overdone with memorials", the Grand Parade connects to the story of Mandela's release from prison. It was also suggested that the memorial should not be a "typical statue" as there were already plenty of these. <http://www.iol.co.za/news/south-africa/western-cape/grand-plan-for-mandela-statue-1.1531652#.UffFJiMaJjo> (Anél Lewis June 13 2013)



## **Statement of significance**

The continent of South Africa was inhabited long before the arrival of the European settlers at the Cape. Their arrival caused friction due to their contest for natural resources and the Western ideology of White, European superiority. The fabrication of the heritage of the Cape landed in the hands of Europeans, whose accounts rendered the events in a bias manner, distorting facts, omitting information and the deliberate portrayal of other people of race in a negative light. For decades they suffered oppression under a White Afrikaner government.

The Company Gardens was established by the first European settlers and is therefore strongly connected with racial strife. Since its existence many monuments of European rule surfaced on the Company Gardens grounds. Its political value is further accentuated by the location of the House of Parliament on the garden's precinct.

Rhodes statue is of social historical interest and presents an effectively powerful moment in the Garden. The memorial garden extends across the axis of the Avenue, yet both spaces retain their identity. The design of the garden is typical of the period between the wars, a blending of Cape and Mediterranean features. Delvillewood memorial is one of the most graceful and moving public sculptures in Cape Town. Its theme of reconciliation of former enemies is a theme notably relevant today. The social history is condensed in dignity and calls for reflection.

## **Heritage indicators**

- Many erroneous facts and beliefs about the heritage of the Cape colony and the history of our country; Van Riebeeck 'the founding father of the Cape' and Cape Town 'the mother city'
- Cape Town was inhabited by indigenous people long before the arrival of the settlers.
- The Castle and the Company Gardens became an embodiment of European centralism and the consequent oppression of other races.
- Dutch and British rule were showcased on these grounds by means of political processions, festivals and countless memorials.
- Previously oppressed want to make their voice heard; through what means should this become a reality?
- The erection of new memorials and other manifestations of freedom are not going to change the fact the Gardens were a place owned and controlled by a colonial government and the process of reconciliation can't erase the events in history and mistakes of the past.
- Initially, Van Riebeeck and his fellow-men did maintain a cooperative relationship with indigenous peoples, the trading of meat with other valuables.
- Spirit of Ubuntu in a New South Africa: the creation of a vision for our path ahead should be an orchestrated effort.

## 2.6 Conservation of fauna and flora

Animals were also kept on the premises of the Company's Gardens. Situated behind the Slave Lodge were the stables that housed not only horses but also the governor's pet zebras. The upper-region of Government Avenue that extends into Orange Street, were once a menagerie that were established by A van der Stel. (Worden et al 1998:44). Traveller John Splinter Stavorinus visited the Cape between 1768-1771 and he caught a glimpse of the captives of the menagerie through an iron railing. He mentioned the presence of harts or hartebeest (Kench 1988:82) elks, zebras, ostriches, cassowaries and other species (Fagan 1988:215). By 1800 the menagerie was nearly without inhabitants besides a few secretary birds, a pair of ostriches and a beautiful lion and lioness. (Bickford-Smith *et al* 1999:131). Parts of the walled encapsulated area were eventually demolished for the extension of Government Avenue. The remnant of the 'Beasts of Prey Park' on the right is evident from its original wall but a new wall was built for the Bird and Antelope Park on the left (Jamieson 1980:8).

Aviaries had been a very popular element of upper class estates since Roman times. The location of the Garden's aviary was right next to the menagerie and according to Stavorinus, 'contains most of the birds to be met with in the country, which can be kept' (Fagan 1988:215). Today the aviary is located in the center of the garden and the present structure was built in the 1930's. It was renovated recently and Management relied on the aid of several professionals to achieve the historical character of the original structure and to guarantee the well-being of the inhabitants. The Aviary is currently populated by various finches, canaries, doves and quails.

The 19th century was the heyday of the big game hunter, and a growing collective consciousness of the depletion of animal stocks. As a result exotic species were introduced in an attempt to fill the vacant niches in the fauna. Cecil Rhodes imported the grey squirrel from America and introduced it to Table Mountain. With a healthy appetite and few natural predators, it continues to be a scourge of the forests (Kench 1988:83).

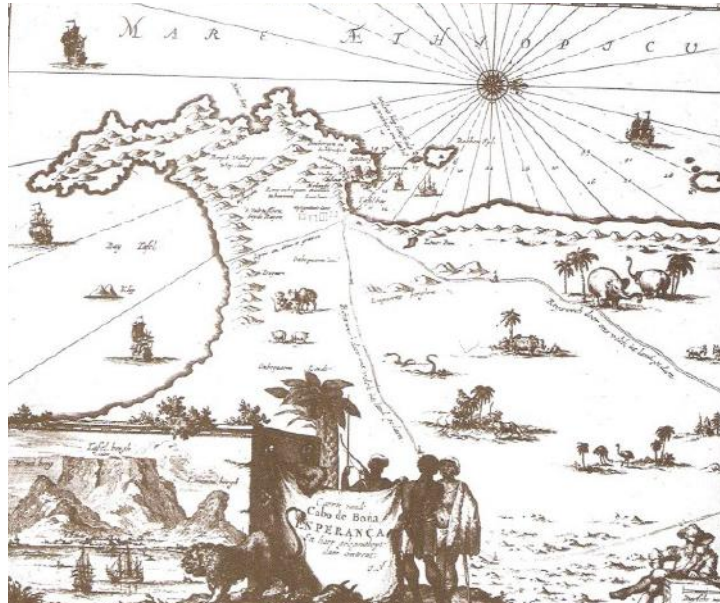


Figure 41: A map of Cape Town, 1659. Upon close inspection one can identify numerous animals amongst others; lions, rhinos, snakes, elephants, wildebeest, ostrich and more.

### Conservation of flora

John Splinter Stavorinus (1768-1771): ..."Lengthwise the garden has five walks, which lead in straight lines upwards. The middle one is the broadest, and is planted with oak trees, which, though they are not very large, afford a very agreeable shade by their thick foliage, uniting overhead. The other walks are equally planted with oak trees, but they are cut like hedges. These are intersected by eleven cross walks, which are planted with bay and myrtle trees (Wilcocke 1798).



Figure 42: Johannes Schumacher. Panorama of Cape Town, 1777. The location of the Company's Gardens is clearly recognizable from the neat rows of trees (Worden et al 1998:47).

"One has to admire the strength of the trees in the Cape Town botanic gardens. There are a great many thick trees which, though they defend it tolerably from the wind, yet they cannot absolutely do it, which is the reason that things there do not thrive absolutely well. The trees themselves do not grow as kindly as in other places." (Green 1951:94).

Supporting evidence is the record of a severe storm that took place in October 1905, consequently many trees were damaged and a large number of them had to be replaced (Fagan 1989:2:147).



Figure 43: New trees on the foot of Government Avenue. National Archives AG 3322

A large pear tree, a Dutch saffraan, is the oldest inhabitant of the Cape Town gardens. Somewhere about the time of Governor Ryk Tulbagh the original tree must have been blown down; but four shoots came up, and these must be at least two centuries old. A camphor tree is another honorable landmark, probably a century and a half of age and there are many trees which have passed the century mark. This is the city's last forest. It is remarkable that it should have survived within a few paces of Adderley Street (Green 1951:94).



Figure 44: Government Avenue, Cape Town, during summer season. National Archives AG 600

Before the planting of the English oak (*Quercus robur*), the avenue had been planted with several tree species, including lemon and orange (Hartdegen 1988:8). It is also recorded that on two or three occasions trees were felled

for the use of their timber. Despite this fact, the conservation of the trees and plants remained a priority. In 1753 punishment was severe; anyone who damaged the plants, smoked or drank in the sacred precincts was liable to be shot dead by the gardeners (Green 1951:94). Although in the later years of the Dutch rule old governors felled the trees in excess and left the gardens in ruins. Oaks were first planted either in van der Stel's time (1679) or shortly thereafter. In many historical records traveller's mentioned the massive oak trees alongside the central avenue (Mallinick & Clack 1998:15). Although some of the oaks in the avenue appear ancient it is most unlikely that any date back to that era. Formerly *Quercus robur* was the only oak planted but because of the seasonal attack of mildew which is causing them to deteriorate it is now policy to use *Quercus cerris*, the Turkey oak, as a substitute (Jamieson 1980:7-8).

*City Engineers Department correspondence File no 18/12/338 Road constructions and repairs 526/36 24 July 1936*  
RE: Surface of Government Avenue against tarmac, retards the growth of trees and does considerable damage to the root system of trees. Government Avenue was recently declared as a natural and historic monument. Any alteration which is not an improvement or which is considered harmful to the trees will cause extreme friction. The Avenue is one of the most popular and busy thoroughfares in the city.

### **Statement of significance**

Due to its great age, the Garden is characterized by enormous trees- it has never been as shaded as it is today. Government Avenue is characterized by retention of timeless form and possesses a visual quality of homogenous character with the consistent planting of oaks and the vaulting of the trees over the pedestrian path. As the first garden of South Africa, it is home to the oldest cultivated trees.

Animals and birds were a popular attraction to the gardens. The present-day aviary is popular particularly with children, who are otherwise minimally catered for in the Garden. The tranquility of the gardens provides a safe haven for pigeons, cats and squirrels.

### **Heritage indicators**

- All the trees and plants in the Gardens are worthy of conservation due to its age history of origin.
- The feeding of birds and squirrels is a popular activity among visitors and the presence of these animals enhances the appeal of the Gardens.
- Aviary, squirrels popular attraction among children
- Noise, pollution, dense traffic and ignorance pose a threat to the well-being of the plants and animals.
- Eradication of species over time, priority: conservation of what is left.
- Take care to ensure wellbeing of plants and animals

- Aviaries; of historical cultural importance
- Important history of architecture and design; aviary, remnants of other enclosures.
- Government Avenue is the consistent interval of oaks alongside its pathway.
- Landform, straight pedestrian path lined with oak trees, centuries old.
- Thick foliage provides shade
- Provides a habitat for the squirrels and birds.
- Gardens is the city's last forest
- Home to the oldest cultivated trees

**The wellbeing of fauna and flora is influenced by**

- Weather, storms and strong winds
- Ownership and management; should be regulated to prevent neglect and abuse
- Disease; mildew. Require expert knowledge
- Visitors; monitor and regulate to prevent and punish vandalism
- Environmental; example of the road's surface's impact on the trees

## 2.7 Taming the wild, civilization versus nature

For the first settlers, the physical shape of the growing town represented the statement of an imposed colonial order on an alien environment; it had little in common with the more spontaneous development of European and South-East Asian ports. To serve as a recompense for the absence of city walls, the settlement's outer limits were marked by the naming of streets at its edge as 'Buiten'; Buitengracht, Buitenkant, Buitensingel. The new Castle dominated the point at which the mountain stream entered the sea and sited to the east of the old stockade in order to enable the ordered growth of burgher houses around the Company Gardens (Worden, van Heyningen & Bickford-Smith 1998:39-40) The 'plein' or parade was something of a no-man's land between town and Company's headquarters. Land grants were under the control of the Company, which thus attempted to ensure the ordered development of building (Worden *et al* 1998:40). The town itself was established according to a strict grid pattern of streets (which today still forms the shape of central Cape Town) with regular square 'blocks' occupied by dwelling houses. This was replicated in the layout of the Company gardens where pathways continued the street patterns and vegetable beds mirrored housing blocks. A grid of 44 square lots structured order and walks and streams of running water intersected the vegetation (Hartdegen 1988:8).

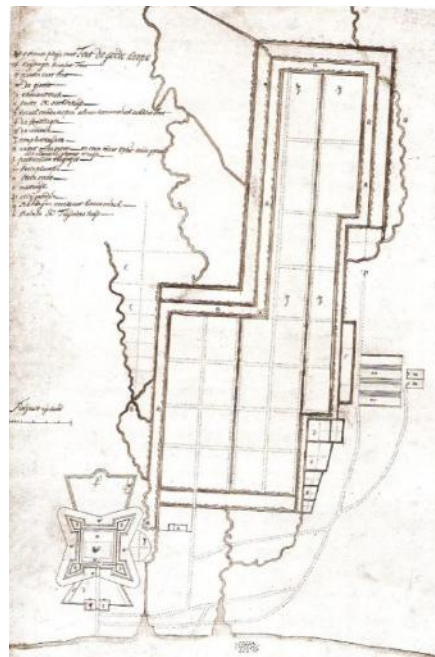


Figure 45: The layout of the fort and gardens at Table Bay 1656. On this map the location of the garden is marked 'J', sited right next to fresh water streams descending from the mountains. Irrigation ditches 'h' channeled the water around the gardens. Footpaths in the garden are indicated with dotted lines (Worden *et al* 1998:18).

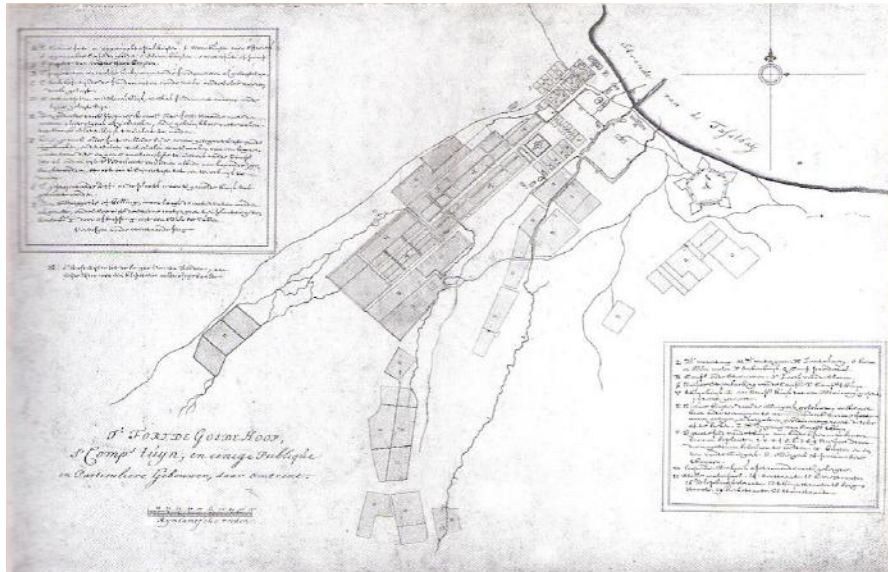


Figure 46: A plan of the settlement entitled "The fort of Good Hope" dated 1700 (Worden et al 1998:41).

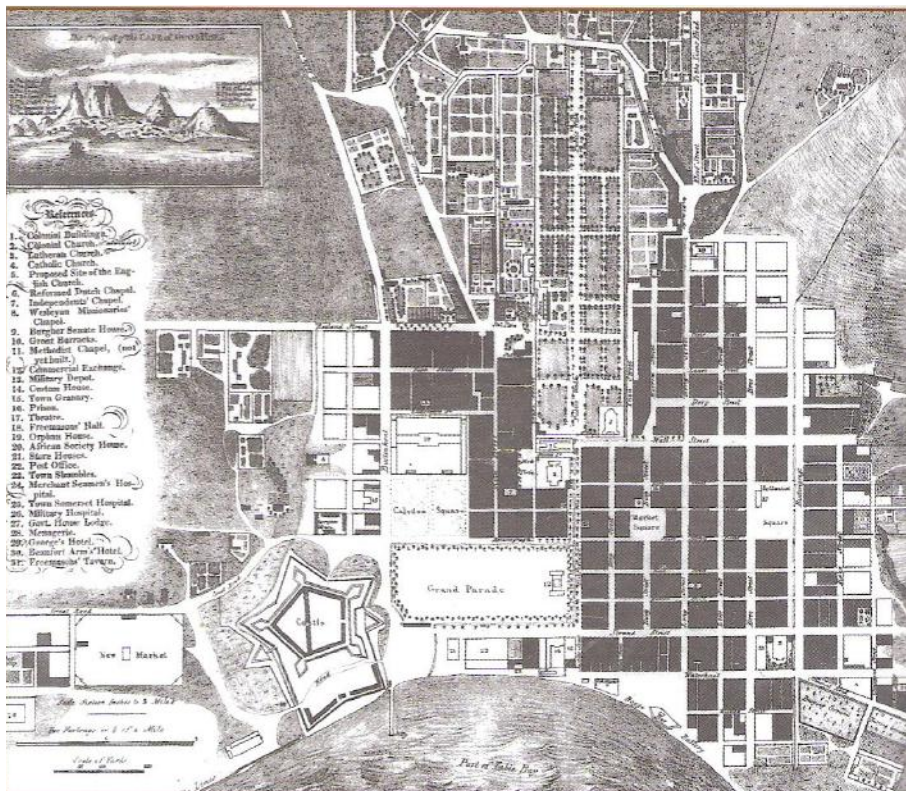


Figure 47: Map drawn by George Thomson, 1826 (Worden et al 1998: 114).



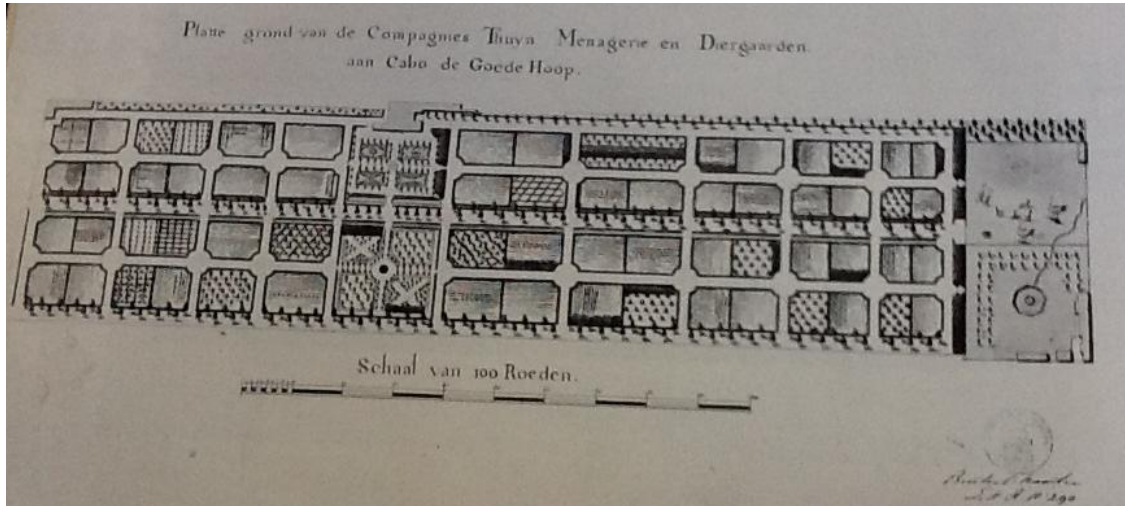


Figure 48: Josephus Jones's map of the Company's Garden 1790. (Oberholster 1972:13)

Governor Simon van der Stel had a growing interest in the Company's Garden and set about remodeling it. During the re-development he made the central walk broader than it was previously, thus dividing the Garden into two distinct halves and establishing the avenue we know today. This straight, broad, unobstructed linear walkway, now called Government Avenue is a tree lined pedestrian route which physically connects various parts of the Garden, institutions in and around the Garden, Cape Town city and upper Table Valley. First planted with citrus trees and later with oaks, the avenue extended down the Heerengracht or Gentlemen's Walk (now known as Adderley Street) as the axis of the simple "Bastide" or fortified plan of Cape Town (Jamieson 1980:7).

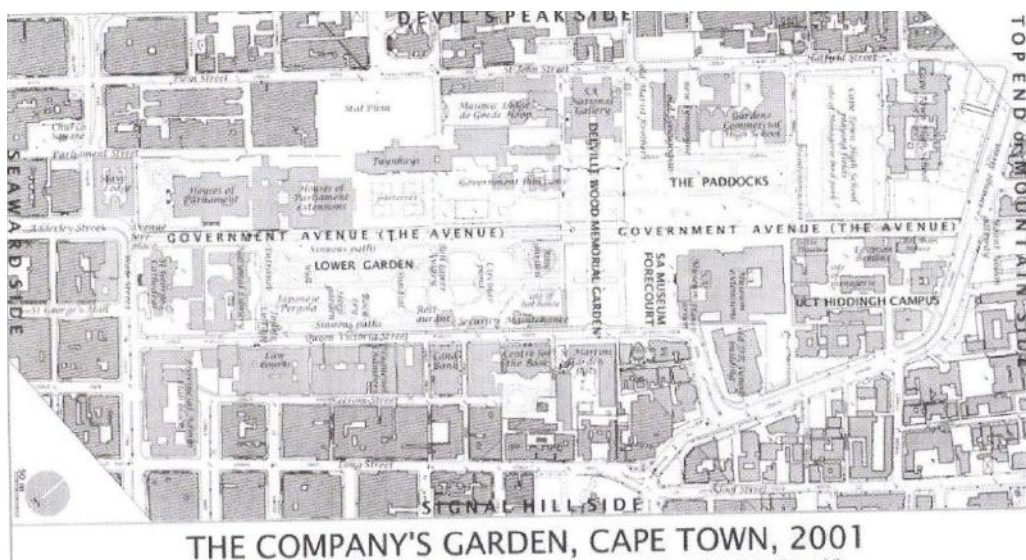


Figure 49: Map of the Company Gardens, Stewart Harris deft (Malan 2002(7):11)



Figure 50: Government Avenue, Cape Town. National Archives AG 1581.

Water is the key in understanding the history of Cape Town. Without a year-round supply it would not have been chosen for agriculture and settlement. Mountain streams were channeled into watercourses alongside the Company gardens, down the main 'Heerengracht' and round the parade ground into the sea, in an imitation of Dutch urban canals (Worden et al 1998:40). Government Avenue is flanked by water channels and it has been the central feature of the Company's Gardens from the earliest times. The water channels that were built in the 17<sup>th</sup> century still run down each side of the avenue with the remains of much older ones underground. These channels were once fed by the river that flowed along Orange Street and linked to a network of irrigation channels with reservoirs at points. These water channels continued to Wagenaer's Reservoir (built in 1663 and is still visible inside the Golden Acre Shopping Centre) where barrels were filled with fresh water and rolled along a jetty to supply passing ships. Outside Tuynhuys the channel is wide and at one curved end it has a simple waterfall cascading over a projecting ledge of slate. A record of its existence dates back to 1791 but this relic is probably older than that. The Avenue was already lined with trees in the 1670's and its cultural landscape is, along with the Castle, amongst South Africa's oldest surviving Colonial artifacts. (Harris & Pretorius 2005).



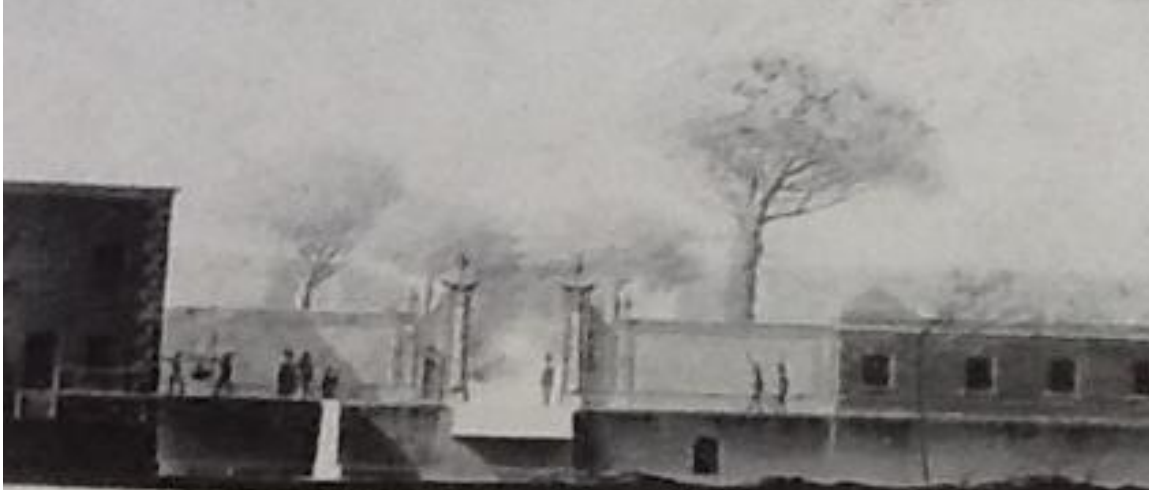


Figure 53: The Heerengracht entrance of the Gardens. In the foreground a white strip looks as if it is presenting a small descending stream of water. Drawing by L.M. Thibault 1791 (Bax and Koeman 1963)

Originally one of a grid of promenading avenues in an enclosed garden, Government Avenue was extended in 1804 and it now connects to Orange Street. This decision was carried out under the Batavian regime under the instruction of Governor Janssens. This provided direct access to the town for the farmers and residents of the garden estates on the lower slopes of Table Mountain, and a shortcut for the military garrison to reach Kloof Nek (Stevenson 2003). The Avenue ended at the zoo which was situated at the upper end of the Garden and its length was estimated by visitors at about 900 meters. However, it was extended to pass through the zoo; this meant the old division of the zoo in two, with an aviary and an enclosure for antelopes on the left and predators on the right (Oberholster 1972:15). This architectural intervention did completely change its character and it has become a pedestrian route linking the town and the farms at the upper Table Valley and soon thereafter the suburbs that sprang up there. About half of the present road was a deep river that collected water from the streams and springs of Table Mountain and was crossed by a bridge at the top of the Avenue. This was filled in for road widening in 1924 but the water channels remained as remnants of the original irrigation system (Harris & Pretorius 2005).

Captain Robert Percival gave us a glimpse of the Avenue in 1804: "At the entrance of the garden is a pair of very handsome gates fronting the grand walk, which runs the whole length of the garden, and is as broad as the Bird Cage Walk in St. James Park. It is neatly rolled and graveled; and each side is planted with oak, low elms, myrtle, laurel and geraniums. On the left side is a canal, which is always filled with water from the Table Mountain, and runs from the garden into the town." (Oberholster 1972:15).

In addition to the extension of 1804, Government Avenue experienced major changes in the 1920s. At the Adderley Street end, the Slave Lodge frontage was set back 13 meters in 1926, opening up Parliament's garden and exposing the Avenue to the wider street. At its side, a new St George's Cathedral had been modestly started in 1901 and was considerably advanced in 1930. Beyond it, a wing was built to the National Library in 1926. Taken together with

Parliament's buildings, the first stretch was characterized by the avenue of trees with elaborate double storey buildings close behind them – today's structural layout) (Harris 2003:11).

Further up the avenue, the crossing of the 1928-30 Delville Wood hard landscape introduced new side vistas (the interface handled by allowing the Avenue trees to continue across the landscape). In 1924, the top end was terminated by the Mount Nelson's monumental gateway across Orange Street, and the bridge there replaced with Cape revival pillars. The Paddocks, little affected by the cross axis work, had a circle of trees planted at an intersection in 1937. Otherwise, this part and the upper part of Tuynhuys's garden remained unaltered among the restlessly reforming landscape and urban context (Harris 2003:11).



Figure 54: View of entrance from Orange Street to Government Avenue, Cape Town. National Archives AG 1582.



Figure 55: Entrance to Government Avenue, Cape Town from Orange Street. National Archives AG 1894.

Cape Town High School was built on the site of Hope Mill. This was one of several water mills that drew their power from the river flowing alongside Orange Street. Hope Mill was erected by the Company in 1685 and privatized in 1805. A bluestone bank on the playing fields is the only telltale sign of numerous buildings that were erected there in the nineteenth century. These were demolished and flattened in the 1950's to make way for the school's sports grounds (Harris & Pistorius 2005).

Walls along the boundary of the Company's land may be very precious to our building heritage. The vernacular method of building used locally available materials such as stone in a mud mortar, plastered with seashell lime mortar. Protection of the structure depended on an annual lime-washing because the slightest rain penetration could cause the mud to wash away between the stones. The wall of the old Marist Brothers School is an example of this method of building. It is located just past the Old Synagogue along Paddock Avenue (Harris & Pistorius 2005). Relics of the original vegetable garden still come to the surface- small yellow bricks, tiles from Holland and China (Green 1951:94).

Using primitive methods, slaves gave substance to a remarkable vernacular architecture. Having first dug a convenient pit, they kneaded water into the exposed clay with their feet. The resulting mixture, often bound with straw or other vegetable matter, was used to build thick, slightly tapering walls and low gables which were carefully plastered. Bricks were also used, but they were expensive to transport and the quality of the local product was often inferior (Loos 2004:9).



Figure 56: Drawing by Lady Anne Barnard, 1798 (Loos 2004:9).

*City Engineers Department correspondence File no 18/12/338 Road constructions and repairs 526/36 21 June 1949*  
Historical Monuments Commission agree that asphaltting would destroy the appearance of Government Avenue.

Mission should be to improve without destroying the atmosphere which is the tradition of the Avenue. From the Town Clerk.

*Media release NO. 242 / 2011 29 MARCH 2011*

The City of Cape Town's Parks Department in conjunction with the Roads and Stormwater Department are upgrading and repairing one of the best loved and oldest pedestrian thoroughfares in Cape Town. Government Avenue – which runs parallel to the Company's Garden – is being transformed! The idea behind this renewal is to create a vibrant community atmosphere in the one of the City's oldest public open spaces. Some of the existing concrete paving bricks, which were laid around 1970, have been lifted by tree roots while in other areas depressions have occurred. These problem areas will be levelled through this project which is linked to the Inner City FIFA World Cup Non-Motorised Transport Project, which includes improvements to pedestrian footways. At the same time some of the other paved areas – such as the Parliament gates, the main gate to The Company's Garden, the Tuynhuis gate and the Rose Garden entrance gate as well as other smaller entrances along the Government Avenue - will be renewed with clay bricks and cobbles in simple designs appropriate to the historical character of the area. The edges of the Government Avenue will also be restored where they have become damaged using original historic granite cobbles which have been re-claimed from road works currently in progress in the Lower Loop Street area, thus retaining the heritage of Cape Town in this restoration.

*Media release 2011/09/09*

...”The Company's Garden has also ‘gone back to its roots’ in terms of water conservation. The early Dutch settlers developed the Company's Garden because they could channel water from Table Mountain to be used for irrigation of their fruit and vegetable patches. These old water channels can still be seen today, running down the edges of Government Avenue. Recently, the City installed a water pipeline from Homestead Park spring, which takes this considerable volume of run-off water all the way to Green Point Urban Park. Part of this pipeline runs down a portion of Government Avenue and the Company's Garden has benefitted from the lateral water supply points along this spring-water pipeline. This usage of water, which would otherwise have flowed to the sea, has resulted in substantial water consumption savings”. 2011/09/09

### **Statement of significance**

In 1937 Government Avenue was proclaimed a National Monument under the old National Monuments Council. The entrance, walls and gateways on the southern side of Government Avenue, in Orange Street, were proclaimed on 6 January 1961 ([www.sahistory.org.za](http://www.sahistory.org.za)). Government Avenue gives its own particular character to the Gardens and was mentioned as early as 1685 (Oberholster 1972:14). It is a very old historical, cultural and archeological landform,

contemporary with the Castle. In the early days of the settlement the strict geometry provided structure in the wilderness. As an extension of Adderley Street, it forms part of the spine of the city, the main axis of Cape Town's central city grid. This sea-mountain axis played a pivotal role in the urban design of the townscape. Government Avenue is characterized by retention of timeless form and possesses a visual quality of homogenous character with the consistent planting of oaks and the vaulting of the trees over the pedestrian path. It provides a route that connects various parts of the garden, institutions in and around the Garden and Cape Town's Central Business District and upper Table Valley. The water channels alongside the pathway are of great archeological importance, the stream of water was the sustainable life-giving force of the colony and serve as a reminder of the historical purpose of the garden as a vegetable garden. The channels provide a physical and symbolic link between the mountain and the sea, the past and the present. Gates, railings, benches, buildings, lampposts and other features are variables of time on this dormant pathway.

### **Heritage indicators**

- Strict grid layout of Cape Town's city -most well-known trait.
- Fort, the Castle and gardens carefully positioned alongside fresh water streams
- Orderly layout gives way to the rest of the city.
- Intersection of the neat straight pathways formed building blocks and provided the blueprint for the building of structures.
- Initially the Gardens were also characterized by neat grid pattern, constructed out of 44 square lots of vegetable beds.
- Government Avenue should be treated bearing in mind that it is not a pathway on its own, merely running parallel to the Gardens, but sharing unity with the Gardens as one of few pathways originally crossing the Gardens.
- Governor Simon van der Stel the creator of Government Avenue; initiated the widening of the central pathway.
- Government Avenue specific location as an extension of Adderley Street is of utmost importance since 'spine' consisting of Heerengracht, Adderley- and Government street, forms the axis from where the rest of the city developed.
- Government Avenue straight, broad linear pathway and
- The earliest record of the planting of trees alongside its pathway dates back to 1670.
- Care should be taken to retain the character and atmosphere thereof.
- Surface of the road carefully considered to maintain the green, tranquil atmosphere and to ensure the wellbeing of the trees.
- Past developments destroyed the original character of the avenue: warning to future development.
- The extension of the avenue in 1804 under Batavian rule. Once a pathway only directing visitors to parts of the Gardens, has become a busy pedestrian pathway linking the town central to upper Table Valley.



- Construction of buildings in the twentieth century further altered its appearance.
- Government Avenue appreciated as the oldest pedestrian pathway of the city.
- Relics concerning the use of water provide precious information and insight to the natural environment of the Colony in the seventeenth century.
- Water: the key deciding factor in the location, layout and development of the city.
- Water channels are of paramount importance (historical, archeological), with the Castle of the oldest colonial artifacts of building.
- Water channels only remnants of water system utilized by the settlers; other important indicators such as Hope Mill and the riverbank alongside Orange Street disappeared over the years.
- Water channels encapsulated and intersected the Company's Gardens to guarantee the growth of its produce.
- Buildings and other structures on the Gardens premises may be of archeological importance, evidence of walls that represents a very old vernacular style of building.

### 3. DESCRIPTION OF PROPOSALS

#### 3.1 Project description

The City of Cape Town: Universal Access and Non-motorised Transport are proposing the opening up of Government Avenue for accommodate *responsible cycling*. This approach is favoured over the formal demarcation of a dedicated cycle lane (Teuns Kok 03 July 2013).

#### 3.2 Project motivation

**Motivation for trial period** has been drafted by Tuens Kok, City of Cape Town Universal Access and NMT Section: Transport Planning Department: Transport for Cape Town (TCT), dated 15 April 2015. Motivation has been included in full within this report.

##### 1. Purpose of the motivation

The purpose of this request to SAHRA, South African Heritage Resources Agency, is for **trial period of 6 months from October 2015 to March 2016 to allow cycling along Government Avenue to test the feasibility of cycling along the Avenue** and to inform SAHRA of the potential sustainability and social benefits of cycling along Government Avenue and how potential negative impacts of cycling along Government Avenue will be mitigated.

##### 2. Government Avenue

Government Avenue and the Paddocks comprise Erf 95164 (a single erf). The land is owned by Province and managed by the City of Cape Town since 1913. The Avenue has a block paved surface of 6m wide within a corridor approximately 15m wide flanked by shrubs and trees.

##### 3. Restriction on cycling along Government Avenue

The restriction on cycling along Government Avenue is based on the restrictions on vehicles included in the Government Gazette and Ordinance:

**Government Gazette Notice 110 Regulation 202 of 1901:** 202. "No horse or other animal **or vehicle** shall be led, driven or ridden, or drawn over any footway other than upon a crossing duly constructed in accordance with the Regulation in that behalf, without the permission in writing of the Corporation given under the hand of the Town Clerk, and no person shall be allowed to lead, drive or ride, or draw any horse, animal **or vehicle** along, or to stand any

horse, animal or vehicle upon any footway. This Regulation shall apply to the main or other avenues of the Public Gardens, including the walk known as the Government Ave”.

**Section 15 Ordinance No 19/1913:** From and after the commencement of the Ordinance it shall be the duty of the Council to assume control of the thoroughfare known as the Government Avenue, Cape Town, and the paddocks, paths and trees in connection therewith and to maintain the same in good and efficient order; provided, however, that the Council shall not make any material alteration in the existing arrangement of the said Avenue, paddocks, paths and trees or to erect any structure hoardings or the like therein or thereon without the sanction of the Administrator first obtained; **and provided further that no vehicular traffic shall be allowed in the said Avenue or paths except such as the Council may consider necessary for repairing, cleaning or watering the said Avenue or paths.”**

#### **4. Government Avenue access function**

Government Avenue is located in the City Centre and links the City Bowl and Gardens areas with Adderley Street/ Wale Street and the public transport facilities and services in town (Cape Town Station, MyCiTi bus services, Golden Arrow Bus Services and minibus-taxi services). It also provides pedestrian access to amenities of national and cultural importance within the Company Gardens. These amenities include the Public Library, National Gallery, Museum, War Memorials, Planetarium, Tuynhuis and the Gardens itself.

#### **5. Role of Government Avenue in the NMT network**

Government Avenue is at present used by pedestrians only as cycling is not permitted. In the morning the main pedestrian movement is from the public transport facilities (Cape Town Station, MyCiTi services, GABS, minibus-taxi) up along Adderley Street and St Georges Mall and then into Government Avenue. Learners use this route to walk to schools (mainly Cape Town High and Gardens Commercial School). Workers use the route to walk to places of work in the Gardens, City Bowl and Kloof Street areas. Very few pedestrians walk in the opposite direction from the City Bowl and Gardens areas into the CBD during the morning. The pedestrian flows are reversed in the afternoon with a return to public transport services in the CBD.

The pedestrian movements along Government Avenue were first observed in October 2009 and then again observed and counted (morning, middle of the day and evening) during November 2009. As many as 825 pedestrians were counted in the morning peak half-hour flow between 7h30 and 8h00 on the section of Government Avenue between the Adderley Street entrance and the entrance to the Company Gardens opposite the National Library. The pedestrian volumes on the Avenue reduced as individuals branched off the Avenue at the National Art Gallery, the Museum and other destinations. Further up the Avenue, towards the Mount Nelson Hotel, the pedestrian volumes

reduced until they were about 25% of the volumes counted at the Adderley Street entrance. At about 8h00 the pedestrian volumes reduced dramatically to about 35% of the peak early morning flows.

Large tour groups started arriving at about 8h45 at the Adderley/ Wale Street entrance to Government Avenue. They slowly moved up the Avenue and turned right to enter the Company Gardens beyond the library. They then moved through the Gardens to the Museum and the Planetarium. Some crossed the Avenue to De Tuynhuys and the National Art Gallery. The tourists were collected by buses parked on Queen Victoria Street opposite the Planetarium.

The pedestrian flows peaked again between 12:30 and 13:00. This peak was about 60% of the morning peak at the Adderley Street entrance.

The evening peak flows between 17:00 and 17:30 were the opposite of the morning peak flows with the direction towards the City Centre. Pedestrian volumes were similar to the morning peak, except that learners were no longer in the pedestrian mix, having left school earlier in the day.

## **6. Alternative cycle routes between the city centre and city bowl investigated**

The cycle route between the City Centre with the City Bowl area's must be suitable for use by both experienced and inexperienced cyclists. Government Avenue provides the ideal cycle route link due to directness, paved surface located away from motorized traffic. Neither of the alternative routes investigated were found to be suitable.

**Alternative 1: Queen Victoria Street:** Queen Victoria Street connects with Wale Street and is not too distant from St Georges Mall and Adderley Street. At the southern end, it links with Orange Street. However, Queen Victoria Street is not ideal as a cycle route. The sidewalks are cluttered and not wide enough to accommodate cyclists. The road itself is narrow with on-street parking which would need to be removed from one side. Orange Street is a busy road with many conflict points at intersections and accesses.

**Alternative 2: Hatfield/ St Johns/ Plein Streets:** It is possible to provide a cycle lane on the west side of Hatfield/ St Johns from Orange Street to the Jewish Museum using the sidewalks and by removing the existing parking. However, from the Jewish Museum past the entrance to Parliament and into Plein Street, the road narrows and there is no space for a cycle lane.

**Conclusion on Alternatives:** It was concluded that neither of the alternatives investigated would be suitable. Furthermore, the removal of on-street parking in areas with a high demand for parking, in order to implement a cycle is not feasible.

## **7. Sustainability and social benefits of cycling along Government Avenue**

The Draft Inner City Transport Plan (2014), The Low Carbon Central City Strategy (2014), Parking Policy for the City of Cape Town (2014) and the State of Energy and Energy Futures Report (2011) **highlights carbon emissions and supports sustainable transport objectives** of which walking and cycling are key components. The Low Carbon Central City Strategy highlights the following facts for the Central City:

- 881 000 tonnes of carbon emissions per year was the carbon footprint in 2012.
- 40% of the carbon emissions is generated from transportation.
- At 69% transportation is the biggest energy consumption sector. Commercial uses are the 2<sup>nd</sup> highest contributor at 23% - significantly lower than transport's contribution.

Apart from the carbon emissions, the Central City is area is also characterized by increasing volumes of all day traffic, severe levels of congestion during the AM and PM peak periods and a high parking demand. Increased levels of cycling to the CBD will contribute to less private vehicle travel, congestion and parking demand and reduce carbon emissions.

**Government Avenue provides a direct link between the Central City and the City Bowl area and will provide a feasible alternative for commuting by bicycle to the Central City.**

## **8. Trial period for cycling along Government Avenue**

**A trial period of 6 months from October 2015 to March 2016 is proposed along Government Avenue** (and not the rest of the Company Gardens) to test the feasibility of cycling along the Avenue. The trial period is proposed for the summer period as this is when more people cycle for commuting purposes. The summer period with allows for surveys and improve observation of user behavior, compliance and potential incidents.

**The feasibility of cycling along Government Avenue and the number of cyclists who will make use of the Avenue to travel between the City Bowl and Central City is unknown and can only be determined during a trial period when regular surveys and observations can be undertaken.**

## **9. Support for the cycling trial period**

**Support for the trial period to test the feasibility of cycling along Government Avenue** has been expressed by the following:

- Cllr Brett Herron, Mayco Member for Transport for Cape Town
- Cllr Dave Bryant, Ward Councilor City Bowl (Ward 77)
- Bicycle Cape Town (support provided by Leonie Mervis)
- Pedal Power Association (PPA) (support provided by Liz Robbins)
- Bicycle Empowerment Network (BEN) (support provided by Sonja Pithey)

## **10. Mitigation measures**

The historical restriction on cycling, skateboarding and rollerblading along the Sea Point Promenade was lifted in October 2012 and the Promenade now functions as a space that is shared between pedestrians and the other active mobility users. It must be noted that the Promenade is a constant 7m in width along most of its length (there are a few “pinch points”) and Government Avenue is 6m in width. The experience gained along the Sea Point Promenade indicates that a popular pedestrian route can indeed be shared between pedestrians and cyclists.

The following mitigation measures will be undertaken:

- A sign board at the Adderley Street and Annandale Road entrances to Government Avenue requesting cyclists to use the Avenue in a responsible manner and respect pedestrians.
- Cycling organizations will be requested to communicate to their members that Government Avenue must be used in a safe and responsible manner.
- Cyclists will be requested to push their bicycles from the Adderley Street entrance to the entrance to enter the Company Gardens beyond the library.

## **11. Monitoring and evaluation**

Monitoring will be undertaken monthly and consist of morning, midday and afternoon surveys and observation of cyclist volumes and behavior, compliance and potential incidents. At the end of the trial period a report will be compiled based on the surveys information and behavior observed.

#### 4. ASSESSMENT OF IMPACTS

The Company Gardens has existed since the inception of the city and is considered as a significant heritage resource. Certain codes of conduct are prescribed for places of reverence; out of respect for its history, codes of conduct should be prescribed for the Company Gardens and Government Avenue. Since its inception Government Avenue was a shaded green tranquil place offering a pleasant pedestrian route free from the dangers of traffic. Heritage themes considered associated heritage indicators pertaining to the significance of Government Avenue. The following heritage themes and heritage indicators have been considered within the assessment of heritage impact:

- Garden of necessity to botanical garden and urban park
- Education and Culture
- Public Access
- Slave Labor
- Colonization and Politics of space
- Conservation of fauna and flora
- Taming the wild; civilization versus nature

The Company Gardens with its variety of cultural centers is a popular attraction amongst citizens of Cape Town as well as tourists. Management of the gardens should encourage the flow of visitors and ensure a pleasant experience for visitors. Due to their size and speed, bicycles pose a threat to these visitors. It is important to note Cape Town High School and Gardens Commercial school location within the precinct of the Company's Gardens. The policy of walking as a means to travel in the Gardens and on Government Avenue allows visitors a greater opportunity to observe their surroundings and become accustomed to all facilities the site has to offer.

Preservation and conservation of the Company's Gardens and Government Avenue is a priority and any actions posing a high risk of damage to its resources should be prohibited. The avenue cannot be considered as road reserve and the Gardens not merely another public park. The importance of the Government Avenue's history calls for greater discretion in consideration of regulations. Government Avenue is the only promenade in the city that allows pedestrians to travel free from the dangers of traffic and should maintain this status quo. The *outcome of a programme of public participation in development of a planning policy for the company gardens* (J & S Fowkes 1992) revealed that the public strongly opposed to the allowance of vehicles of any form in Government Avenue.

The Company Gardens and Government Avenue is a product of slave labor and artifacts pertaining their history must be treated with respect and maintained in proper fashion. South Africa's history is characterized by oppression, thus, decision making regarding heritage resources should be coordinated efforts to accommodate the rights and privileges of all parties involved. Consumers of Government Avenue will argue strongly for their right as pedestrians

to travel in a traffic free environment. Cyclists might argue their right from the same viewpoint. It is worthwhile to consider all options to ensure a favorable outcome.

Responsible cycling is a subjective and contested concept and one can by no means ensure the absence of reckless behavior. The collision of bicycles with pedestrians, trees, plants and animals may result in injuries and damage. Dense traffic, speed and noise poses a threat to birds, squirrels and cats; the element of nature that creates the unique appeal of Government Avenue. A condition of vulnerability might cause pedestrians and animals to avoid the pathway of the Avenue. Old trees might be treated as lamppost for bicycles and suffer additional damage to the vandalism that sometimes occurs. Responsible ownership of the Gardens entails the prevention of neglect and abuse and to eliminate the risks thereof. The Company Gardens is the city's foremost green space and the protection of its resources should be a priority.

The consideration and treatment of Government Avenue as a road reserve cultivates an erroneous belief about the origin and character thereof. Government Avenue is not a pathway on its own, merely running parallel to the Gardens, but sharing unity with the Gardens as one of a few pathways originally crossing the Gardens. The Avenue gained prominence as a consequence to its widening, initiated by Governor Simon van der Stel.

Alterations and changes to Government Avenue will destroy the character and appearance thereof. Government Avenue is appreciated as the oldest pedestrian pathway of the city and the likelihood of cyclists posing a threat to pedestrians is high. Allowing cyclist movement along Government Avenue might serve as a precedent to other developments such as a lane or road surface for bicycle. Such developments would result in a negative impact on the natural vegetation as well as a high negative impact on the water channels alongside Government Avenue. The trees and the encompassing gardens create a tranquil atmosphere which will be destroyed by additional traffic and possible friction between cyclists and pedestrians.

#### **4.1 Assessment of impact on heritage resources**

The landscape is considered sensitive with a low ability to accommodate change or intervention without experiencing unacceptable effects to its character and values. It is believed that the proposed development will detract from heritage significance and result in a negative impact. The proposals would result in a negative impact and the overall status of heritage impact is considered as high.

#### **4.2 Impact relative to sustainable social and economic benefits**

The project will result in low social and economic benefits for the local community. The introduction of a bicycle lane on Government Avenue would not result in sustainable benefits with the loss of heritage resources.



## 5. DISCUSSION

The proposal for a bicycle lane on Government Avenue forms part of the initiative of a *non motorised transport* plan. Ownership of the Company Gardens is vested in the Provincial Government of the Western Cape and in 1923 the rights of control were handed to the City with the express condition that the Government Avenue was earmarked for pedestrians only. The intention to allow non motorised transport through the Gardens is contrary to such agreement. The City of Cape Town heritage management has suggested that alternate cycle routes be investigated.

The approach is accommodating/ allowing and opening up Government Avenue for responsible cycling rather than demarcating a dedicated cycle lane. Non motorised transport aims to *go green* by initiating other means of transport such as cycling as a measure to save the environment and it is important to note that the applicant, City of Cape Town NMT is in favor of the conservation of natural resources. However, concerns have been raised with regard to the concept of 'responsible cycling' and how mitigation measures would be implemented.

It is unclear whether a demand for a cycle lane exists as previous studies indicated that the majority of the Gardens visitors walked to their destination. The demand for a bicycle lane is unclear and it is predicted that the number of cyclists attracted to the avenue to be very few initially. No physical intervention is proposed at this stage but one might consider the consequential impact in future such as bollards, painting, signage, and advertising.

Comments received indicate that the proposed introduction of cycling along Government Avenue is a matter of convenience and alternatives were not properly investigated and suggested that congestion of parking in Queen Victoria Street be resolved by restricting parking space to on one side of the street and changing the parallel parking spaces to diagonal ones in order to compensate for the loss of parking space, leaving enough space for a bicycle lane on the side of the road. This would involve minor structural changes at low cost without the expense of the deterioration of a Provincial Heritage Site.

The introduction of bicycles to the avenue will destroy the tranquil atmosphere as it poses a threat to pedestrians and animals. The need of a limited number of cyclists must not place strain on the movement of the majority of pedestrians and their privilege to enjoy the Avenue as a traffic-free pedestrian walk.

## 6. RECOMMENDATIONS

The preservation of Government Avenue as a walk reserved for pedestrians only should be encouraged. The identification of heritage resources and significance as well as assessment of the impact of the proposed intervention indicate a high negative heritage impact and thus the proposal cannot be supported from a heritage perspective.

This report is however submitted to the relevant heritage authority, SAHRA for consideration of request for trial period by The City of Cape Town: Universal Access and Non-motorised Transport.

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## **National Archives**

- 526/36 10 July 1936 Letter to the Town Clerk describing GA as the only place within the city where one is free from traffic dangers.
- 526/36 4 March 1942 Letter to Mr. van der Houton surface of GA at Mount Nelson's end in a very bad condition. "It is so bad that many people who use it regularly have had to resort to using the trams." The loose stones are troublesome to walk on. It's a shame, the avenue is used a tremendous lot. Yours truly, Miss D.J. Baker.
- 3/CT 4/1/5/636 REF 461/5 Plan showing proposed water main in GA. The laying of a 15 inch Water Main to the Docks. 26 May 1930 The Town clerk is asking: position of the existing services laid in the avenue, including sewers, watermains and cables (if any) as well as depth of existing services and depth of new main. 9 June 1930 to city engineer: With reference to you memorandum of 19 May it is not considered necessary to seek the Administrator's consent to the laying of the new main down a portion of GA. From Town Clerk.
- 3CT 4/2/1/1/83 ref 214/10 Letter to city engineer. 28 October 1910. Please fix a few taps for water in the paddocks of GA. A lot of children fainted for want of water. They're training for the avenue reception to T.R.H. the duke and duchess of Connaught. From the town Clerk.