



SECTION 34 APPLICATION  
DEMOLITION

RESEARCH COMPONENT INCORPORATING BUILDING SIGNIFICANCE  
ANALYSIS, GRADING AND STATEMENT OF SIGNIFICANCE

ST MONICAS HOME, BO KAAP CAPE TOWN

prepared for

**NETCOVAX (PTY) LTD**

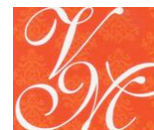
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# 1. INTRODUCTION

## 1.1 Background

vidamemoria heritage consultants were appointed by *Netcovax (Pty) Ltd* to conduct a Section 34 application and heritage statement incorporating statement of significance and grading of individual structures located on **Erf 2969, St Monica's Home, Bo-Kaap, Cape Town**.

The application is to consider demolition of structures located on the site known as St Monica's Home located in Lion Street, Bo-Kaap. Structures are older than 60 years and therefore any alteration or demolition of the structures or part thereof would require approval from the relevant heritage resources authority, Heritage Western Cape. The City of Cape Town has identified the structures as possessing potential Grade III B local heritage significance and the property is located within a proposed Heritage Protection Overlay Zone. Further investigation including historical background study has informed significance and grading of various buildings as contained within this report. Heritage significance and grading has informed level of intervention that may be considered for each structure.

This heritage statement has been compiled as supporting documentation to Section 34 application consideration of demolition. The application will be submitted to Heritage Western Cape BelCom for consideration.

## 1.2 Legal framework

The buildings of St Monica's Home, Cape Town fall within the ambit of the National Heritage Resources Act (Act 25 of 1999). Structures are older than 60 years and therefore any alteration of the structures or part thereof would require approval from the relevant heritage resources authority in terms of the following relevant section of the NHRAct to be considered:

*Section 34: Structures: 34. (1) No person may alter or demolish any structure or part of a structure which is older than 60 years without a permit issued by the relevant provincial heritage resources authority.*

As per the memorandum of agreement concluded by and between the South African Heritage Resources Agency and Heritage Western Cape, HWC will notify SAHRA or cause SAHRA to be notified of any applications received that are made to it for section 27, 34 and 38 applications that fall within any Grade I Heritage Resource identified to HWC by SAHRA as contemplated in section 3 of the agreement before HWC considers such application. HWC will be responsible for applications under section 27, 34 or 38 concerning Heritage Resources that are situated within the areas of a Grade I Heritage Resource. In such cases SAHRA will be the commenting authority, ie. HWC must furnish SAHRA or cause SAHRA to be served with a copy of the application before HWC considers such application and SAHRA will furnish its comments on the application within 30 days of receipt, failing which HWC will proceed to consider the applications in questions without comments from SAHRA. The comments provided by SAHRA must be considered by HWC in making its decisions. In the event that SAHRA did not comment within 30 days, HWC shall furnish its decision to SAHRA.

### **1.3 Scope and methodology**

The scope of research included title deed search, National Library and Archives, BoKaap declarations and boundary history including groups areas act determining the significance of the structures. Scope of work for this heritage statement includes requirements necessary to submit a Section 34 application to the relevant heritage resources authority. A targeted participation process will be undertaken to obtain comment of the registered conservation body as well as relevant heritage authorities. A brief assessment of overall development concept in terms of heritage impacts is also contained within this statement. The following sources were consulted in compiling a historical background study of St. Monica's Home:

- Building plans: plans held at City of Cape Town Media House and architectural department
- Photographic: collections held at the Cape Archives and the National Library
- Documents and cartographic material at the Cape Archives
- Title deeds and transfer registers at the Deeds Office, and diagrams at the Surveyor General's office

### **1.4 Consultation with interested and affected parties**

Comment must be obtained from the City of Cape Town: Heritage Section, South African Heritage Resources Agency and the registered conservation body, Bo-Kaap Civic Association. This final draft report will be circulated for a 30-day commenting period by the applicant, with presentations conducted where so desired by interested and affected parties during the 30-day commenting period. Comments received within the commenting period will be submitted to Heritage Western Cape. An addendum outlining comments received and responses thereto will be submitted to HWC as well as distributed to the interested and affected parties. Such addendum will consider any amendments to the recommendations as set out within this final draft report.

### **1.5 Assumptions and limitations**

- Significance and grading as contained in this report has been informed by existing grading documentation available as well as additional historical background compiled
- Application is being sought for demolition of ancillary structures located on site. The main structure referred to as St Monica's Home has not been earmarked for demolition. Any additional / alterations to the main structure located on site will be subject to further assessment and engagement with the relevant heritage resources authority
- Preliminary assessments have been based on available design information. It is noted that such proposals have been through an iterative process and have taken heritage indicators into account. Nonetheless, the preliminary assessment is for purposes of informing the authorities of the proposed intervention and possible heritage impacts thereof. The subject of this application remains application for demolition.

### **1.6 Declaration of Independence**

This is to confirm that the heritage team are independent and have no vested or financial interest in the project proposal being either approved or rejected by the relevant authorities. The team comprised Quahnita Samie and Constance Pansegrouw.

## 1.7 Site location and context

The site is located at 38 Upper Lion Street in the western region of Bo-Kaap known as Schoone Kloof, where houses were mainly constructed from 1920 onwards. Within the Bokaap, Stadzigt and the Malay Quarter contain a high concentration of heritage resources contributing to historical, cultural and architectural significance of the area. Schoone Kloof is not considered as possessing such high level of heritage significance. The immediate context is characterised by single residential development possessing low architectural heritage significance and / or value. Alterations and additions have included additional floors, garages fronting the street, total demolition, construction of modern structures and implementation of security measures. St Pauls Primary school is located diagonally across from the site. Refer to Annexure 1 Section B for detailed contextual description.



Figure 1: Street map of Cape Town Central with location of subject property

Vista Secondary School is located to the north of the site along the slopes of Signal Hill, with St Paul's Primary School situated to the east and south of the site. The site is bordered by vacant land earmarked for development to its western boundary.



Figure 2: The location and layout of erf 2969, situated on the slope of Signal Hill, Bo Kaap



Figure 3: Lion Street façade of St. Monica's Home



Figure 4: St. Monica's Home as viewed from Military Road on the slope of Signal Hill



Figure 5: View of St Monica's Home in context of the Bo-Kaap

## 2. HISTORICAL BACKGROUND

### 2.1 Historical background

The history and development of Bokaap is linked to the growth of Cape Town as rapid population growth resulted in the town grid extending up to the slopes of Signal Hill towards Waalendorp. From the 1780's the slopes of Signal Hill had been 'parceled out in plots' for housing construction in the area to be known as 'Bokaap'. Development of the area near Waalendorp continued to be in the form of modest 'huurhuisjes', which were typically flat-roofed and single storey (Worden 2004:118-119). After 1790, the block pattern of Bokaap was established as streets were extended across Buitengracht Street and Rose and Chiappini Streets, providing the street layout for development of further residential dwellings. After emancipation and the granting of religious freedom in 1804 the Bokaap developed as a mixed neighbourhood with a predominance of Muslims (Pistorius 1998:3).

After the emancipation of slaves in 1834 there was increased pressure for modest housing and many Muslim freed slaves moved into the new parts of Bo-Kaap or took over houses from immigrants. With the granting of religious freedom in 1804, a number of Muslim free blacks were beginning to concentrate in the area, however, many Muslim slaves were scattered across the town (Worden 2004:118-119). The Thompson map of 1827 indicates the 'rooilijn' referring to unused land around the Castle ensuring free range for guns (Townsend 1977: 5) resulting in development occurring up the slopes of Signal Hill.

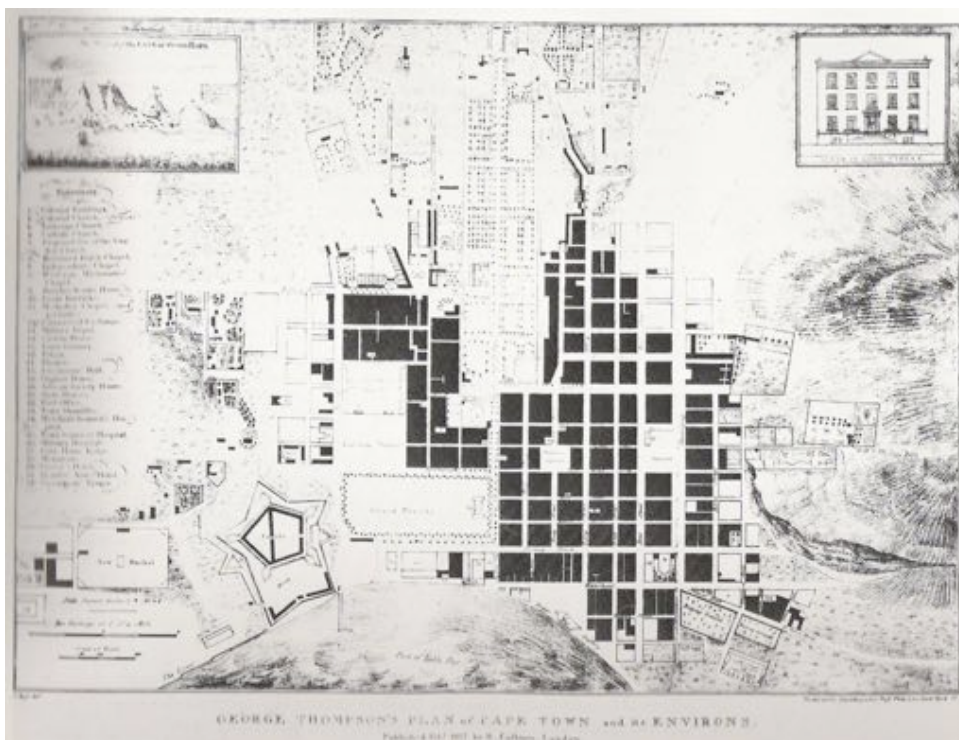


Figure 6: Thompson 1827 depicting the gridiron layout and growth of Cape Town with considerable development across Buitengracht Street into the Bo-Kaap (in Townsend 1977: 6)

The area was essentially mixed and in by 1865 Rose Street was home to a large number of residents with Dutch names. British and other European residents / owners were fewer in the Bokaap, but were to be found within the Chiappini Street area (Worden 2004: 250). The map of Cape Town dated 1884 shows expansion of the city towards Districts 6 and 2, with development in the Bokaap area extending towards Table Mountain as far as Orphan Lane as well as towards the slopes of Signal Hill as far as



Bryant and Dawes Streets. The formal market gardens located at the top of Wale and Longmarket Streets as indicated on the map no longer existed by 1885 (Mountain 2004: 111) allowing for the area to expand further up the slopes of Signal Hill.



Figure 7: City Engineers Map of Cape Town 1884 (T W Cairncross, Archives)

In terms of the Natural and Historical Monument, Relics and Antiques Act of 1934 (Act 4 of 1934) portions of the Malay Quarter were declared as a National Heritage Site. The declaration included properties to the west of Wale Street and those bounded by Wale, Chiappini, Longmarket and Rose Streets. Increased pressure was placed on the City Council and a second phase of restoration was initiated in the 1970's under the supervision of the National Monuments Council. The establishment of the Schotsche Kloof Civic Association in 1972 concerned with impacts on heritage resources and increased rentals in the area placed further pressure for restoration and reconstruction, with such processes of restoration and reconstruction ultimately led to the 'idealized physical image propagated by the cultural preservationists' (Todeshini and Japha 2004: 187).

The development and expansion of Bokaap followed the transverse streets of Wale, Church, Hout, Longmarket, Shortmarket and Castles Streets towards Signal Hill laid out in typical block format. Bokaap, as one of the oldest parts of Cape Town retains sections with architectural character, however, development pressure, gentrification and changing economic circumstances of residents has led to significant change within the area. Stricter development control had been exercised within the Malay Quarter resulting in greater level of change occurring within Schotsche Kloof, Schoone Kloof and Stadzigt.

Town planning schemes leading to the 1950s were in the interest of commerce and the expanding central business district. In conjunction with concern regarding overcrowded inner-city neighbourhoods, the Slums Act of 1934 empowered the City Council to

acquire slum properties for demolition, rebuilding and demarcation of areas for development. In this regard, the City Council purchased 'slum dwellings' in Bo-Kaap for demolition and redevelopment. The City had no intention of restoration or rebuilding of such huurhuises (Worden et al 2004, Pistorius 1998:3) and despite the decay and health concerns cited a lack of alternative housing resulting in rooms within expropriated buildings being leased. The subsequent lack of maintenance resulted in severe deterioration and parts of the area became a slum (Pistorius 1998:3). Aghmat Davids in an undated paper entitled *Community participation in conservation and urban regeneration: The case of Bo-Kaap* highlighted 'slum clearance without sufficient provision of alternative accommodation' as an embarrassment to the City Council and concluded that the City 'was never really interested in conservation but rather sale of sites for commercial purposes and expansion' indicating indifference to restoration and urban regeneration.

## 2.2 Group Areas

In terms of the Group Areas Act of 1950, portions of the Bokaap were declared a 'Malay Group Area' in 1957, restricting property ownership in the area to Malay Muslims and destroying communities living around Cape Town by moving residents to new townships on the Cape Flats (Pistorius 1998: 3 and Townsend 1977: 7, 13). Although provision was made for establishment of group areas for the Cape Malays, only one such area was designated and many 'Cape Malays' resided in areas designated for the coloured communities (Christopher 1994: 110). In addition, prevalence of mosques in the area had resulted in a high concentration of Muslims in the Bokaap area (Worden 2004: 251).



Figure 8: Extract Group Areas Map 01 and 04 Land Survey Branch Municipality of Cape Town, 1975 showing the location of St Monica's Home within The Schoone Kloof Coloured ownership and occupation area declared in 1962

I D du Plessis claimed that the *malay community* lived together as soon as circumstances allowed them to and that the 'recognised religions' and skills led to 'aristocracy' among coloured people (Du Plessis 1972: 37). Du Plessis further claimed that the 'Malay

Quarter was representative of cultural life' of the Malay population despite the community being mixed. The 'Malay Quarter' was thus identified with the cultural life of Cape Malays. The Malay Quarter was defined as lying between Strand and Wale Streets, with Chiappini and Buitengracht completing the square. Worden (1998: 124) notes rapid growth of Islam from less than 1000 Muslims in 1800 to over 6000 by 1840, which has been attributed to both lack of missionary effort as well as 'very real social and spiritual benefits' of Islam to adherents in the early 19<sup>th</sup> century.

The Bokaap comprises various sections as described by Aghmat Davids (1980:10–30), namely the Malay Quarter, Schotsche Kloof, Stadzight and Schoone Kloof. The site falls within Schoone Kloof, the western region of the Bo-Kaap where houses were mainly constructed in the 1920's onwards. Schoone Kloof was the most densely populated section of the Bo-Kaap in the 1980's and almost exclusively privately owned. Schoone Kloof was included within the declaration of the residential area for 'Muslim Malays', however, later portions were redeclared as a 'Coloured area'. During the 1980's, St Monica's Home was administered by the Anglican Church. The Anglican primary school, St Pauls is located adjacent to St Monica's Home.

Within Schoone Kloof are a number of residential dwellings identified to be of architectural significance within the study as conducted by Cape Provincial Institute of Architects in 1983 and guidelines for maintenance, improvements and new buildings in Bokaap prepared for the National Monuments Council by Penny Pistorius in 1998. The structure was not identified within the 1983 study and the site was not identified for inclusion within the Proposed Bokaap Conservation area in 1998 (Pistorius 1998:9).

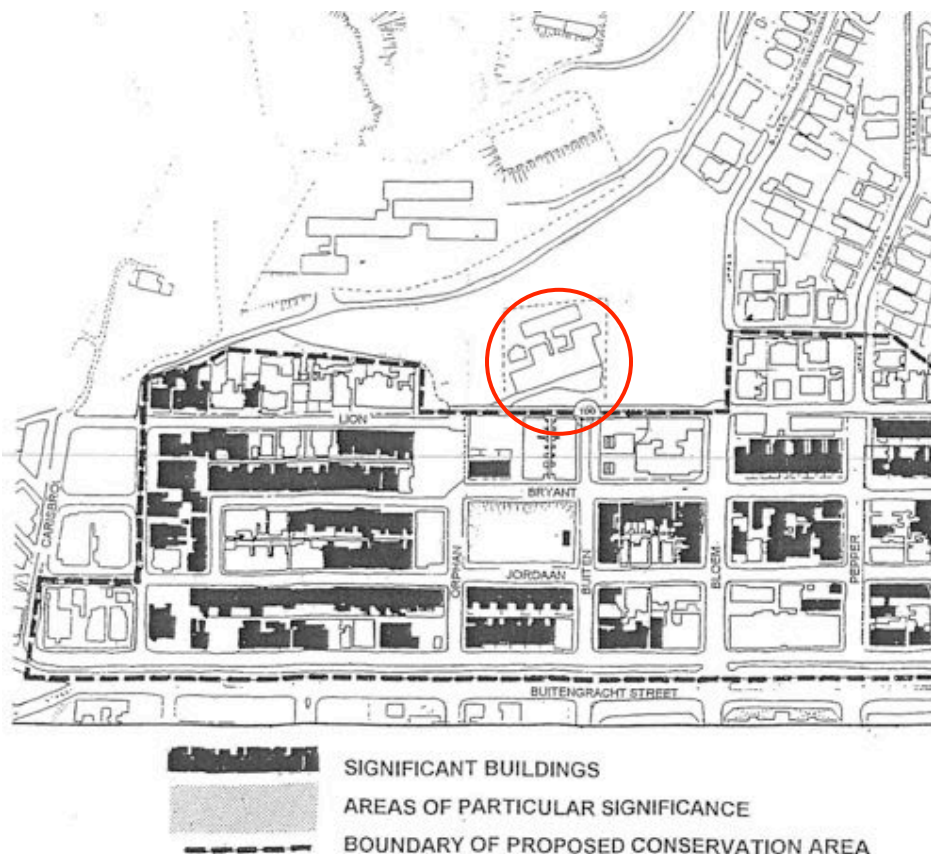


Figure 9: Extract City of Cape Town proposed conservation area and 1983 Penny Pistorius survey



Figure 10: 1985 Aerial photograph of the Bo-Kaap

### 2.3 Conservation efforts

Conservation efforts in the Bo-Kaap date to 1943, when the Group for the Preservation of the Malay Quarter was founded, primarily concerned with preventing threatened demolition of the old Malay Quarter. Preservation was focused on the historic and aesthetic value of 'picturesque and colourful houses' and the committee noted 'no quarrel' with the early 1940's designation of Bo-Kaap as a slum area as the necessity existed to 'clean up the Quarter' (quotes taken from 1944 brochure by the Committee). The group managed to secure funding for the restoration of seventeen dwellings during the period 1940 – 1950. As a result of their lobbying, 15 houses and a mosque in the block between Chiappini, Shortmarket, Rose and Longmarket Streets were restored in 1951. However, the rest of the area continued to deteriorate and light industry and commercial uses began to move into the fringes of the area.

While the Historical Monuments Council favoured preservation, the City Council was proposing and arguing for demolition of dilapidated houses and the construction of 'quicker and cheaper to build modern housing in a style which would blend with existing buildings' (The Argus 9/3/1978). However, under pressure from the public, the Historical Monuments Commission and the Department of Community Development as headed by du Plessis, the attitude of the City changed. The Administrator of the Cape then rejected proposals for demolition during the 1950s' and in terms of the Group Areas Act of 1950 portions of the Bo-Kaap were declared a 'Malay Group Area' in 1957.

The CCC proposed declaration of an urban conservation area in 1986, however distrust by the community, lack of consultation and sale of restored and unrenovated houses prevented declaration despite general community support for the conservation of the special character of the area. The proposed urban conservation map identified significant buildings, areas of particular significance and a boundary of the proposed conservation area.



Figure 11: 1986 Proposed City of Cape Town urban conservation area boundary



Figure 12: Urban Conservation Area, Special areas as well as the Bo-Kaap Proposed Urban Conservation Area, as at 1995

In December 2004, the South African Heritage Resources Agency initiated the process of Declaration of Bo-Kaap as a National Heritage Site following a decision taken by the SAHRA Council on the 27<sup>th</sup> November 2004. It was decided that the area be graded as a Grade 1 heritage site and that the site be further investigated for declaration as a National Heritage Site. The boundary for such declaration had not been determined and such process is still underway. The accompanying diagram illustrates the extent of the former National Monuments Council: Bo-Kaap National Monument Area, concentrated within a limited core area.

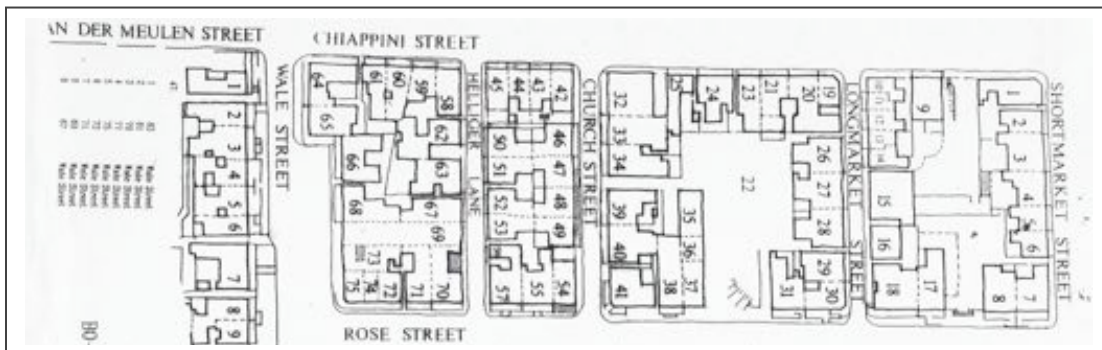


Figure 13: National Monuments Council: Bo-Kaap National Monument Area

In conducting documentary research and oral history interviews, it is apparent that the boundary of the Bo-Kaap is a contested issue. Many residents believe that the boundary extends beyond Buitengracht Street as well as into the Loader Street area. The nature of Buitengracht and Strand Streets however has resulted in a clear separation of the Bo-Kaap from areas previously included within ‘the Bo-Kaap’. In addition, the nature and scale of development within the central business district clearly differentiates the residential area of Bo-Kaap from larger scale commercial development.

## 2.4 Identification of heritage resources

Iziko Museums and the South African Heritage Resources Agency commissioned a survey to conduct a research-mapping project to determine the location and significance of heritage resources within the Bo-Kaap area. The survey focused on community perspectives of heritage resources and associated values in the Bo-Kaap. Interviews were conducted within the Bo-Kaap – with residents as well as ex-residents present at the time. A total of 100 interviews were conducted, entered into a word format spreadsheet as well as mapped in GIS. The survey was conducted to provide Iziko Museums with sufficient base information upon which to base future exhibitions as well as to provide SAHRA with a Statement of Significance for the Bo-Kaap and information upon which to base the demarcation of Grade 1 heritage resources. Various sites within the Bo-Kaap were researched in relation to cultural significance and social and historical context. The research took the form of a *series of interviews* over a two month period to identify *sites, paths, nodes and landmarks of significance* that are to be included within the declaration of sections of Bo-Kaap as a National Heritage Site. The interviews considered social, religious, demographic and heritage related issues. The St Monica’s Home site was identified as heritage resource within the survey.

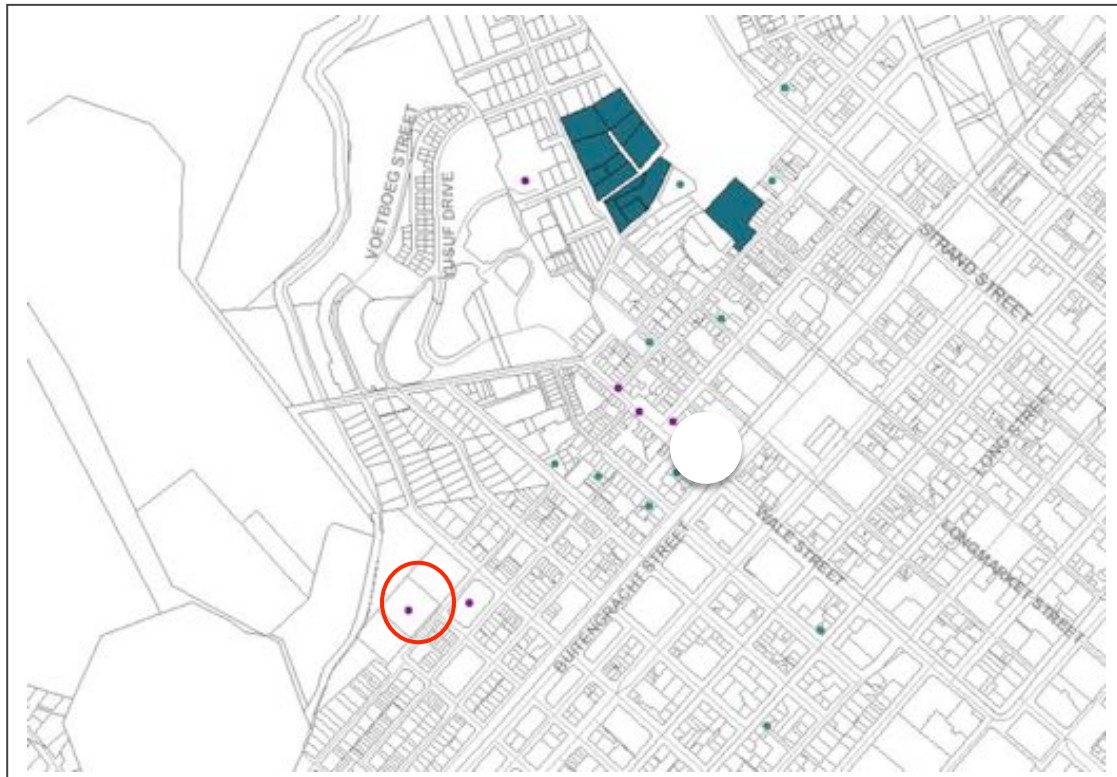


Figure 14: Heritage resources as identified within the survey, namely the Mosques, Tana baru, the Quarry, the Museum and old structures located in Dorp Street

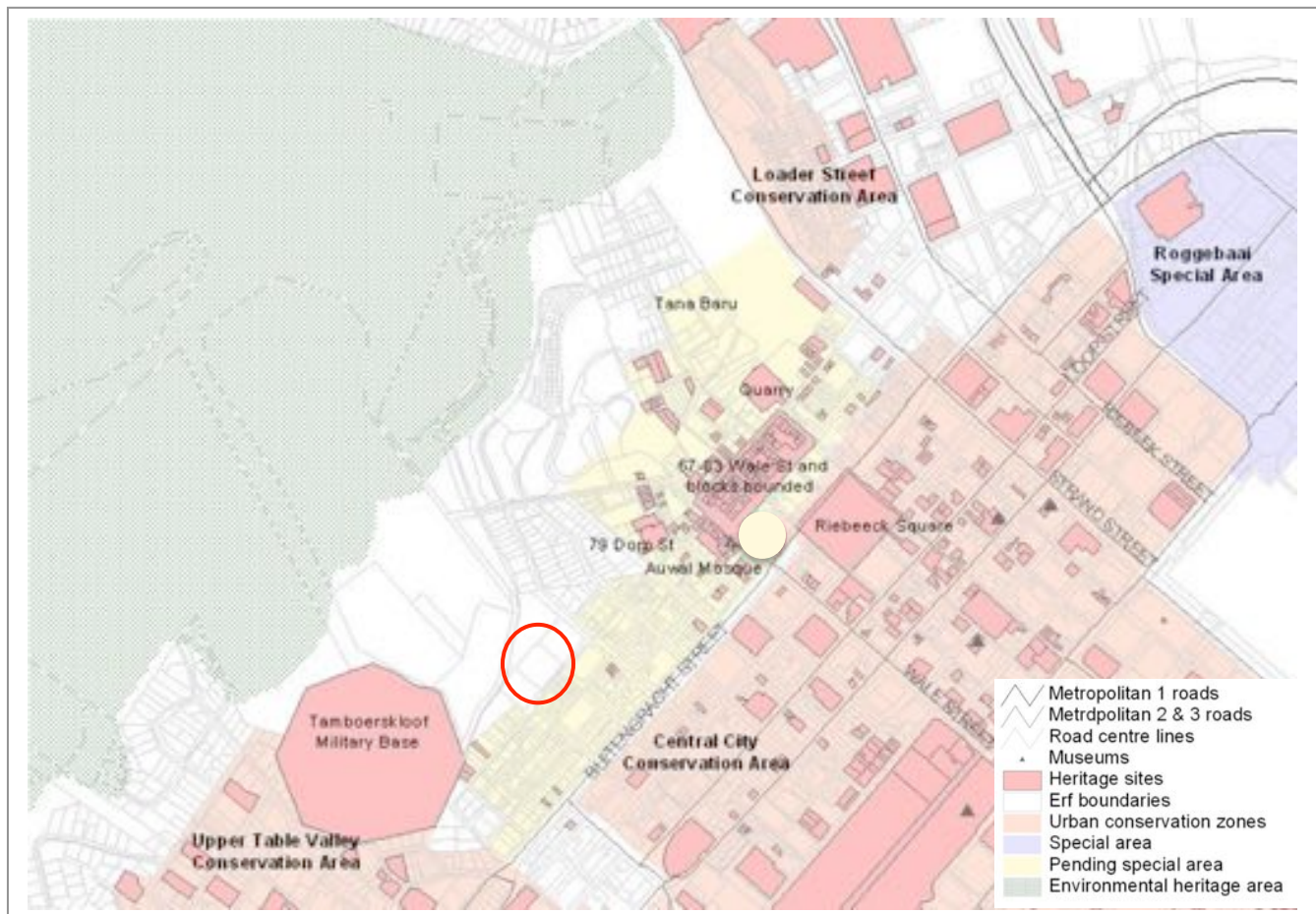


Figure 15: Heritage resources identified and (proposed) urban conservation areas

The City of Cape Town identified the structure as a potential Grade III B site, defining such category in the Proposed BoKaap HPOZ as a resource displaying qualities of high local significance worthy on a settlement / regional scale. The document recommends conservation, minimal intervention and rehabilitation to enhance heritage significance.

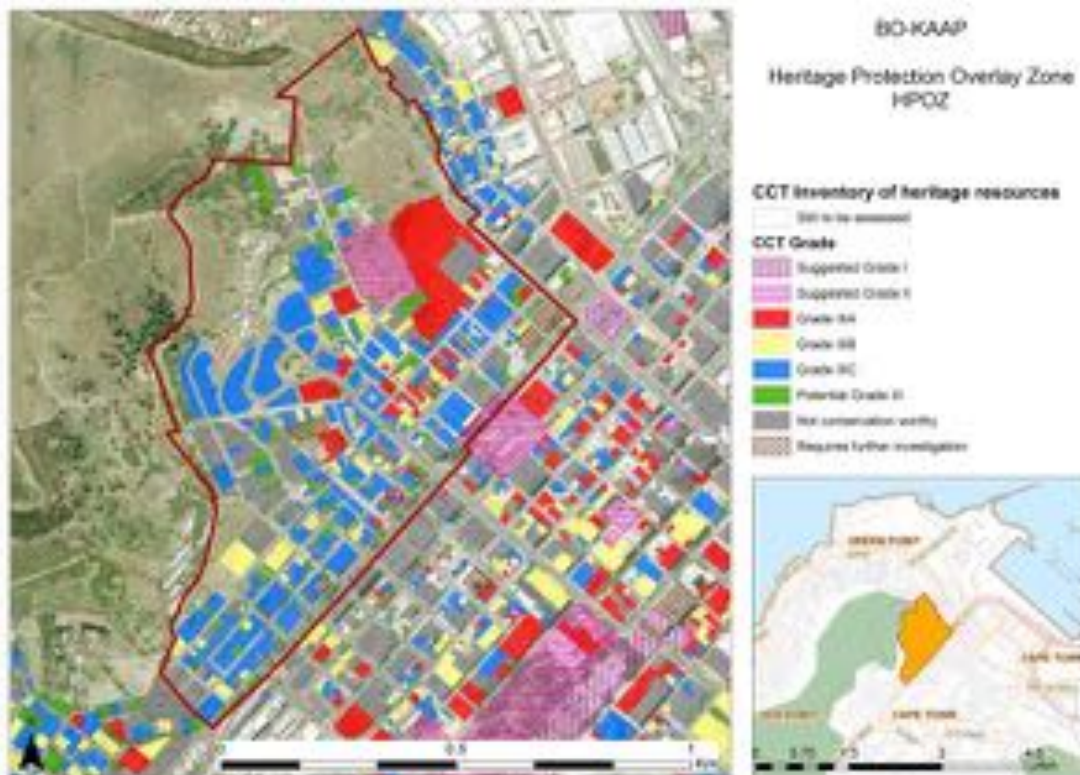


Figure 16: Grading distribution of heritage resources within the Bokaap (COCT: 2015)

## 2.5 Use of the term Cape Malay

Whereas the term 'Malay' has roots in slavery, the construction of 'Malay' identity was fuelled by Afrikaans speaking-Muslims seeking to create an 'elite black identity' and efforts by key figures of the Nationalist government including D F Malan and I D du Plessis (Todeschini and Japha 1994: 189-190). Islam reached the Cape as early as 1654 when the VOC brought political exiles, slaves and convicts to the Cape. In 1694 the first Muslim community was established in Macassar with the arrival of Sheikh Yusuf, however, the development of the second Muslim community in the Bo-Kaap led to the growth and expansion of Islam at the Cape (Syed Habibul Haq Nadvi in Davids A 1980: xv – xvi). Under the Dutch East India Company Muslims were not allowed places of worship, however when religious freedom was granted in 1804 during the first British Occupation, permission was granted to build a mosque in the Bo-Kaap. Although a number of Muslim free blacks were beginning to concentrate in the area that would later become known as the Bo-Kaap, many Muslims were scattered across the City before emancipation (Worden 2004: 128).

As the Cape Malay Association was susceptible to I D Du Plessis 'reinvention of the Malays', coloured Muslims were encouraged to see themselves as 'ethnically distinct' (Bickford-Smith et al 1999: 83). Malays were seen by du Plessis as a 'social asset' bringing 'quaintness and exoticism without political risk (Todeschini and Japha 2004: 191). Despite support by the local community for protection and preservation of 'religious, cultural and architectural heritage' significant rifts exist regarding 'how such heritage should be defined and described (Todeschini and Japha 2004: 205-206). Thus, many Cape Muslims dissociate from the term Cape Malay as an inaccurate reflection of ancestry and as a revision to terminology of Apartheid.



## 2.6 History of St Monica's Home

By the end of the Nineteenth Century Cape Town's inner-city communities had developed distinct identities. In Bo-Kaap the prevalence of the old mosques meant that there was an unusually high concentration of Muslims. In 1934 almost the entire Malay Quarter was proclaimed a slum in terms of the Slums Act. The main reason behind this was the need of the city to expand and the Malay Quarter provided the ideal space. Development began further up the hill, the intention being to move families out of the Malay Quarter so that it could be levelled. The building projects of Schotsche Kloof, Stadzicht and Schoone Kloof were amalgamated with the Bo-Kaap – although today the demarcation is not exactly clear. In 1950, the National Party, who formed the South African government, passed the Group Areas Act. The Act applied to members of all racial groups and provided for the imposition of control over ownership and occupation of land and buildings within South Africa. It established a Group Areas Board to advise the Minister of Planning on the demarcation of Group Areas for members of the various racial groups. All white, black, coloured and Asian people in South Africa were enforced to live in zones allocated to members of their population group. The Bo-Kaap was designated a Malay area, forcing all non-Malays to relocate elsewhere. When the National Congress came to power in 1994, the Group Areas Act was repealed (Hutchingson 2006:114-115; Worden *et al* 1998:250).

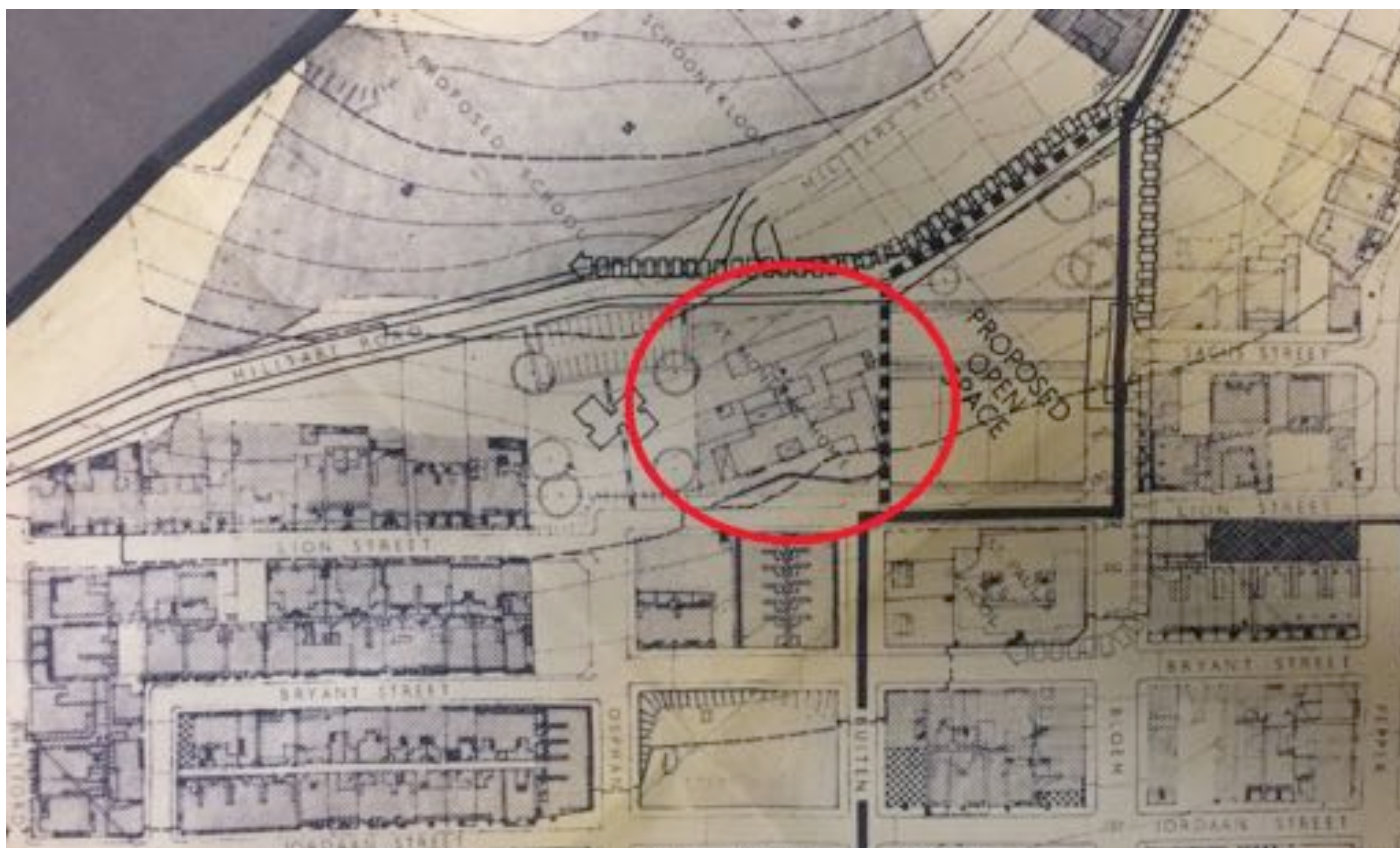


Figure 17: St. Monica's Home (encircled in red), within the demarcated area for Malays in Bo-Kaap (WCA ACLT 630)



Figure 18: Proposed outline and demarcation of the Malay Quarter area circa 1949 (WCA ACLT 630)

The old buildings of St. Monica's Maternity Home are located on 38 Lion Street, Bo-Kaap, Cape Town. The institution was founded in 1917 and was since 1919 the only training center for coloured midwives in the Union of South Africa. St Monica's Home executed their services from several hired premises across Cape Town.

St. Monica's Home is a Charitable Institution functioning as a maternity and child welfare center. It is registered under the Ordinance No.4 of 1919 and as such received an annual subsidy in equal shares from the Provincial Administration and Cape Town Municipality. Additional grants were received from the Union Government in respect of the training of midwives and the Cape Town University in respect of the training of medical students. Payment was also made by the Council towards the maintenance of the Home and for pre-natal patients admitted at the request of the City Health Department. The City Treasurer reported that the annual expenditure of the Institution was financed entirely by subsidies and grants and the balance was gained by voluntary contributions and donations from patients and the public.

During 1938 375 cases were admitted as in-patients and 185 were attended to in their own homes, a further 604 cases were dealt with in 1943. The Institution provided an intern and extern midwifery service for the poor including:

- A refuge for homeless expectant mothers irrespective of creed.
- A pre-maternity ward for cases needing special supervision
- A weekly ante-natal clinic with free medical advice
- A weekly infant welfare clinic with free medical advice and treatment
- A weekly treatment clinic for patients suffering from specific disease.
- A Maternity Hospital
- Maternity care to the poorest in the City in their own homes irrespective of race or creed and both to married and unmarried
- A training school for non-European midwives.

St. Monica's Home was of great importance since it was the only school in the Union that offered training for coloured midwives. In 1939, no less than 160 coloured women trained at St. Monica's have received the Cape Medical Council's Midwifery Certificate in an examination open both to Coloured and European women on equal terms. Many of these coloured midwives were practicing throughout the Union and a large number were active in outposts which were far from medical services.

In May 1940 St Monica's Home applied for sub-economic housing loan, they wanted to acquire the site on the corner of New Church and Buiten Streets to enable the work then carried on by the Institution in several hired premises.

The Council's Medical Officer of Health had no hesitation in recommending the application for favourable consideration and commented that the work done at St. Monica's Home was of good standard and of great importance to public health. He pointed out that the premises where their work was carried on at that present time was to a large extent unsatisfactory, and some parts were so unsuitable that their use ought to be discontinued. The institution was therefore, faced with the alternative of closing (which would have been a misfortune), or relocating to a more suitable facility.

In February 1940, the Housing and Slum Clearance Committee have met to discuss the matter and resolved to recommend to the Council to approve the requested loan of £20, 870 to be made in favor of St. Monica's Home for the purchase of a suitable lot and the erection of a building to contain maternity wards, lecture rooms, clinic departments, provision for pre-maternity patients and nurse's quarters. The loan ought to be granted subject to the conditions that the necessary funds being obtained from the Government, that the plans of such buildings be approved by the Council and that the requirements of the Housing Act (Housing Act, no. 35 of 1920) be complied with. The Administrator was instructed to issue the certificate contemplated by the Housing Act (Section 1), that the proposed buildings were intended to be used as a Hostel under proper management and control and for providing without profit a residence in common for persons, who would otherwise be unable to provide themselves with suitable accommodation within their means (3/CT 4/2/1/1/1271).

On 28th April 1944, the Cape Argus announced that St. Monica's Home was still in urgent need of funds for the erection of a new building at a suitable site. The home depended on public subscriptions for one half of the costs and it was hoped that donations from the Union Health department, the Provincial Council and the city council would cover the other half. It was considered impossible to carry on in the old quarters and they were faced with the prospect to close if enough money could not be raised.

#### *Mothers from slums*

*The home provided for expectant mothers, who were temporarily homeless, who would have otherwise, in the words of the annual report, "have to await their babies in overcrowded and insanitary slum rooms." Over 3000 such mothers have found shelter in the home. The home's trained midwives and students also worked in the city's most overcrowded districts. Nurses from the home had attended 10 091 cases up to the end of 1943. The annual report of the home describes some of the "appalling conditions" under which nurses visiting the poorer districts have had to work (Cape Argus 28<sup>th</sup> April 1944).*

February 1945 the Right Reverend Bishop S.W. Lavis, applied on behalf of St. Monica's Home for a contribution of £5000 from the Council towards the Building Fund of a new facility. In a letter addressed to Council he referred to a previous application for such a loan some years prior and stated that the request received the full and sympathetic approval of the Council and the personal interest of the Minister of Interior, despite of this the application was rejected by the Central Housing Board. He informed that the current estimated cost of a new building was £30 000 and that both the Central Government and the Provincial Administration had accepted responsibility for the project and that each authority had contributed a free grant of £5000. This total sum of £10000 has been paid over to the Building Fund of which Mr. W.E. Gurney was Treasurer. The City Council and the Union Health Department were partners in providing the subsidy for maintenance charges. Rev. Lavis pleaded further that the Medical Officer of Health has had the highest regard for St. Monica's. The institution provided care for destitute expectant mothers and he guaranteed that adequate housing accommodation for these cases would be a special feature in the new building. The Finance sub-committee met to discuss the matter and had resolved that the present financial position of the Council rendered them unable to accede to the request and the matter was extended for further investigation.

The planning committee of St. Monica's blamed delay with the project on the difficulty in obtaining the necessary funds and the restrictions in building being brought about by war conditions. Initially the lot on the corner of New Church and Buiten Streets was

earmarked for the proposed new maternity hospital and training center. At the time, there was no knowledge of another available lot that would have met the requirements of the new facility. The architects Messrs. Walgate & Elsworth prepared a draft proposal but it contravened with the provision of Sub Zone J of the Town Planning Scheme and was rejected by Council for exceeding the restrictions in terms of coverage, bulk and adequate space between buildings (3/CT 4/2/1/3/1247; 3/CT H9/11/1/62).

In 1945 the Rev. P Clark of St. Paul's E.C Coloured Mission School in Bryant Street applied for a parcel of ground on Lion Street directly opposite St. Paul's School to be used as a play-ground for the pupils. The tract of vacant land was large enough to accommodate both the school and St. Monica's Home and in June 1945 the Church authorities applied jointly for the area of municipal land situated on Lion Street. The area was reserved in the Town Planning Scheme as an open space for amenity therefore there was no objection to dispose a portion thereof for a playground. The Plans Committee needed to issue a permit for the erection of a building but since the land was required for the purpose of an institution as opposed to a building of a business or commercial type the proposal gained favourable consideration (3/CT 4/1/11/168).

The applicants needed to comply with the restrictions of Sub-Zone G of the Town Planning Scheme and building lines of 15 feet on the Lion Street and Bloem Street frontages needed be imposed. The land requested was two areas of ungranted Crown land and the Council needed to obtain title to the land before transfer to the applicants could be affected. The City Engineer advised that the interested parties make an application for title to the land- the whole area of vested municipal land bounded by Bloem street, Lion Street and Military Road as well as the area lying immediately opposite on the north-west side of Military Road (3/CT 4/1/11/168).

In November 1945, The Moslem Progressive Society wrote a letter the Mayor of Cape Town and asked him to exert his influence in the matter of St. Monica's Home Committee's application for the grant of land, to ensure that the land was granted on condition that Moslem females would be allowed the opportunity to receive training in the institution when it is completed. A deputation of The Moslem Progressive Society met with the committee of St Monica's home to made this request but despite their arguments the Committee decided to abide by its past policy of discrimination and intolerance. According to the Moslem society, Moslem females have been debarred from the institution for no sound reason. They argued that a large percentage of the patients at St. Monica's Home were Moslems and the new Home were to be built in a predominantly Moslem area. The Hospitals Welfare Society (Moslem) had given the assurance that they would provide the necessary kitchen if Moslem trainees were admitted (3/CT 4/1/11/168).

In 1946 City of Cape Town transferred to St. Monica's Home an area of Municipal land above Lion Street to build their new facility. The two areas of land abutting Lion and Bloem Streets was registered on the 4th of May 1949 (Deed of Transfer no. 7273 of 1949) in favour of the Diocese of Cape Town, they secured the property for a nominal purchase price of 10 cents (3CT 4/1/11/144; 3CT 4/1/11/168).

In March 1950 St. Monica's relocated to the new hospital in Lion Street, Bo-Kaap. The 'new' St. Monica's began with two student midwives and in 1973 began training nursing assistants. From the onset there was a close association with the University of Cape Town's Department of Obstetrics and Gynecology, with medical students from the Department coming to St. Monica's for their

midwifery experience. In 1998 the St Monica's Hospital, under the chairmanship of Dr Peter de Jong, decided to relocate to another facility and stop operations on the property. A decision was made to run the property as a shelter for older persons in Bonteheuwel on the Cape Flats. In 2005 the organisation decided to setup and register a completely new Non Profit Organisation, called St Monica's Centre for Older Persons and Dr de Jong remained as chairman. Since that date the facility has been run by this NPO.



Figure 19: Old recycled outbuildings on erf 3153, corner of Buiten and New Church Streets, Cape Town - previously part of St. Monica's Maternity Home (Rennie 1983:171).



Figure 20: Mother and baby at St. Monica's Home, Cape Town in the 1930's. St. Monica's Home served the poor "Coloured", Muslim and white mothers in Cape Town (Klausen 2004).

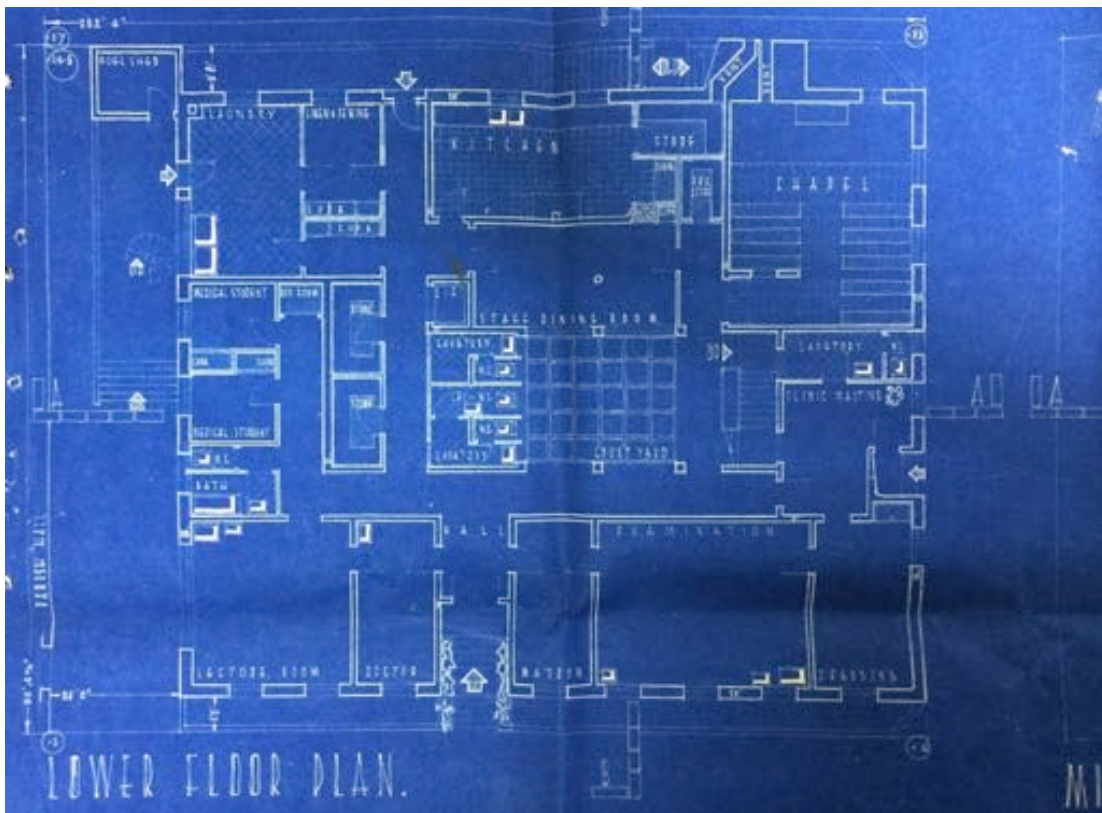


Figure 21: St. Monica's Home lower floor plan (Walgate & Elsworth Architects, 28<sup>th</sup> July 1944)

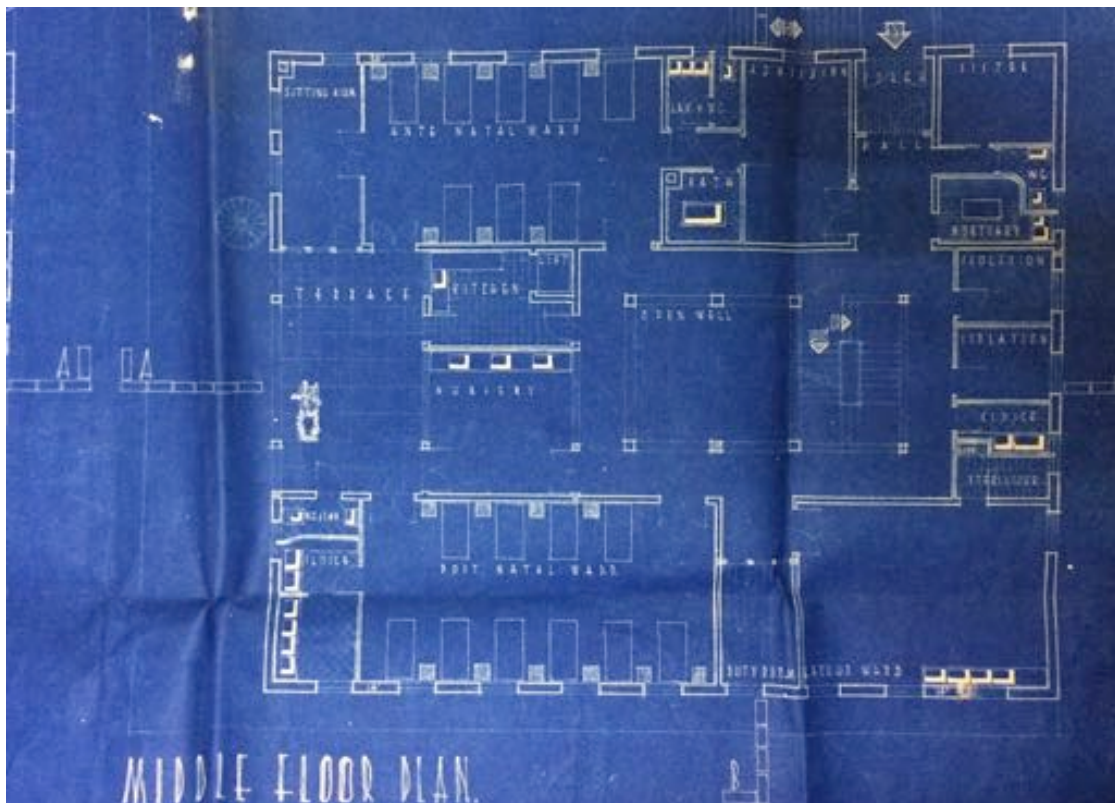


Figure 22: St. Monica's Home middle floor plan (Walgate & Elsworth Architects, 28th July 1944)

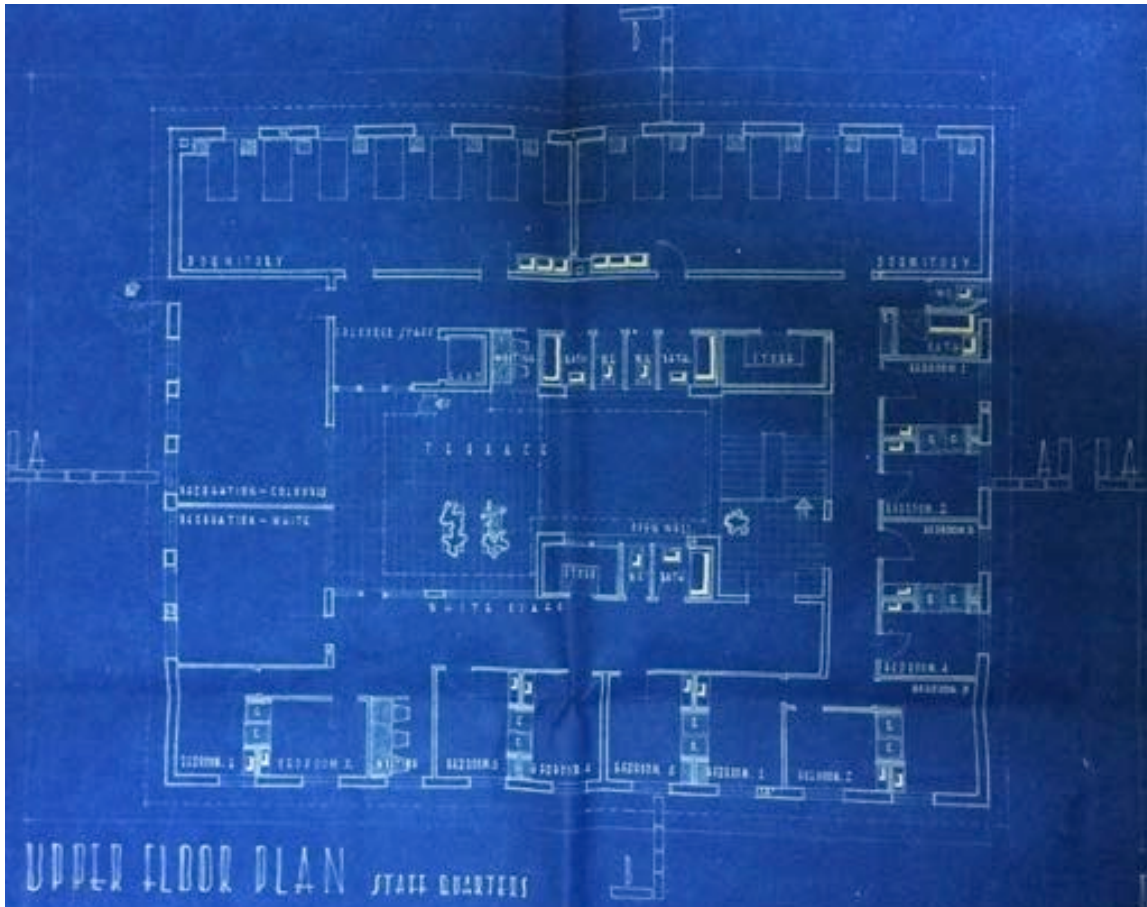


Figure 23: St. Monica's Home upper floor plan (Walgate & Elsworth Architects, 28th July 1944).

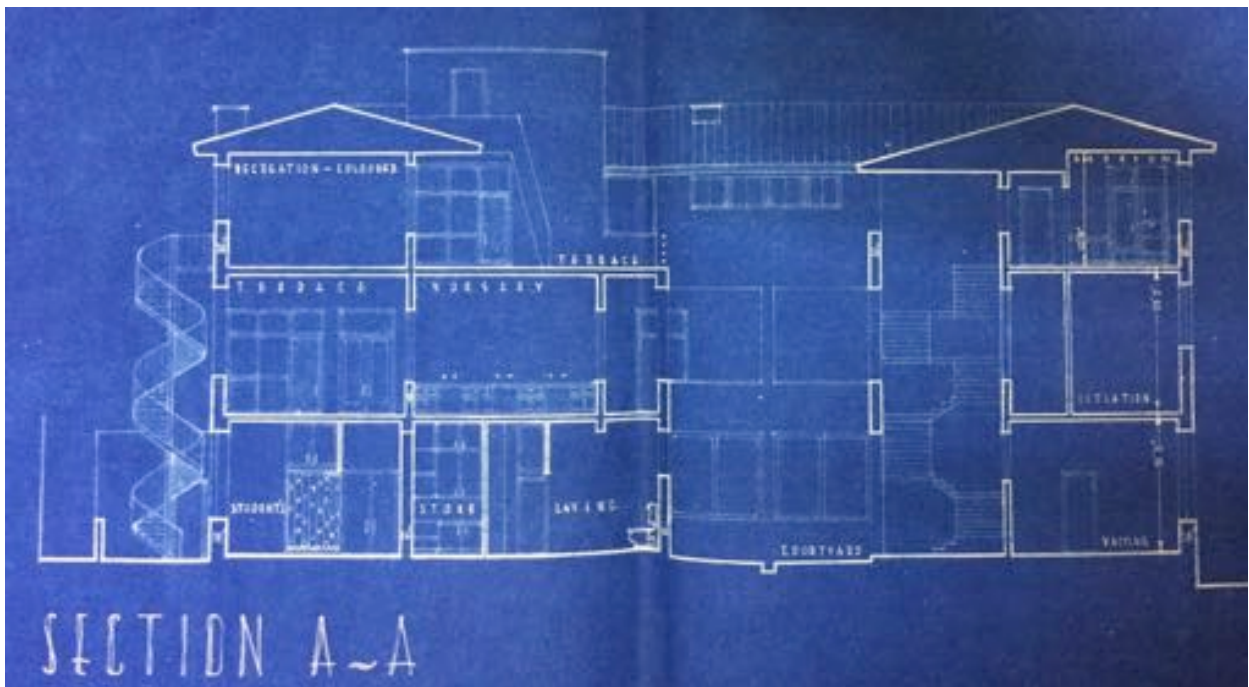


Figure 24: St. Monica's Home East elevation, coloured recreational area situated on top storey, left (Walgate & Elsworth Architects, 28th July 1944).





Figure 25: Miss Dorothy Yard, Matron of St. Monica's Home 1945 (Gelfand 1984:170).



Figure 26: Main hospital building, first floor- previous ward named to honour memory of Matron Dorothy Yard.



Figure 27: Main hospital building, first floor- surgical wash basins in old theatre room.

### 3. STATEMENT OF SIGNIFICANCE

The South African Heritage Resources Agency (SAHRA) considered the significance of Bo-Kaap on a broader scale than the Malay Quarter declaration highlighting social value, spiritual value and 'intangible aspects of inherited culture', however, the site did not fall within the proposed Bo-Kaap National Heritage Site declaration at the time (SAHRA, 2003 and NHRAct 1999:8). The site falls within the current proposed Bo-Kaap Heritage Protection Overlay Zone, however, was not included within the previous boundary and was not formally protected under the National Monuments Act of 1969. The City of Cape Town identified the site as possessing potential Grade III B significance.

St. Monica's Home displays significance in terms of intrinsic historical, social and political value. St. Monica's Maternity Home is situated on the slope of Signal Hill possessing high local landmark quality.

As an initiative of the Anglican Church of South Africa, St. Monica's was founded in 1917 and provided a refuge for destitute expectant mothers. The maternity hospital was the first hospital in the Union of South Africa to provide training for Coloured midwives. The education was of high standard and equal to the training opportunities of European nurses. St. Monica's provided facilities to care for the poorest in the City and out-patients were nursed in their own homes irrespective of their race, creed or social background. Many of the Coloured midwives were practicing throughout the Union and a large number were active in outposts, which were far from medical services. The work done at St. Monica's Home was of good standard and of great importance to public health.

With the exception of the Maternity Ward (main building), neither of the buildings on site hold a particularly high degree of heritage significance. The Maternity Ward possesses landmark significance within the local context and is assessed to have Grade III B significance. The servants' quarters, kitchen and laundry are considered as ungradeable, possessing no inherent heritage significance, are much altered and possess no contextual value. The chapel, nursery and nurses quarters have been assessed to have Grade III C significance, where such contribution is to the Maternity Ward and not necessarily the broader context or immediate streetscape. A number of the structures on site have been extensively altered. The immediate streetscape within which the subject site is located is considered to be one of a low degree of heritage significance.

This document proposes the following grading for structures located on site:

1	Maternity Ward	IIIB
2	Servants quarters	Ungradeable
3	Kitchen and laundry	Ungradeable
4	Chapel	IIIC
5	Nursery	IIIC
6	Nurses quarter	IIIC

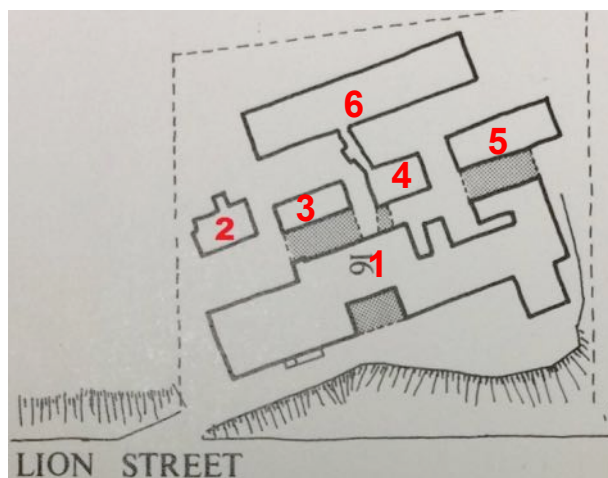


Figure 28: Structures located on site

Categories of Heritage significance	St Monica's Home	Significance
<b>Historical</b> Associated with an historic person or group Associated with an historic event, use or activity Illustrates an historical period	<ul style="list-style-type: none"> <li>The Group Areas Act of 1950 and forced removals</li> <li>The role of the Anglican Church during Apartheid South Africa.</li> <li>Dual education system: injustice towards other people of race</li> <li>Segregation and Healthcare: superior quantity and quality of services provided for non-whites.</li> </ul>	<b>High Local</b>
<b>Environmental</b> Contributes to the character of the street or area Landmark quality	<ul style="list-style-type: none"> <li>St. Monica's Home as a landmark</li> </ul>	<b>High Local</b>
<b>Social</b> Associated with economic, social, religious activity Significant to public memory Associated with living heritage	<ul style="list-style-type: none"> <li>Charitable social work of the Anglican Church.</li> <li>St. Monica's Home was refugee for destitute expectant mothers irrespective of social background race or creed.</li> <li>Provided midwifery service for the poor Coloured, Muslim and white women in Cape Town.</li> </ul>	<b>High Local</b>
<b>Importance in the community or pattern in South Africa's history.</b>	<ul style="list-style-type: none"> <li>Social upliftment through education. Since 1919 St. Monica's was the only training Centre for Coloured midwives in the Union of South Africa.</li> <li>High standard of education and service</li> </ul>	<b>High Local</b>
<b>Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.</b>  Strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa	<ul style="list-style-type: none"> <li>Diocese of Cape Town; Anglican Church, St. Paul's Church</li> <li>St. Monica's, established in 1917 as a maternity home for the Coloured and Malay community in Cape Town.</li> <li>Medical Superintendents: Dr. Alexander Simpson Wells, Dr. Ethel Barrow, Dr. Gerald Lurie, Dr. Bernard Singer, Dr. Peter Roy de Jong.</li> <li>Wards named after: Miss Dorothy Yard, Hefford, Crichton.</li> </ul>	<b>High Local</b>

### 3B: Medium significance

- Such a resource might have similar significances to those of a Grade III A resource, but to a lesser degree.
- These are heritage resources which are significant in the context of a townscape, neighbourhood, settlement or community.
- Like Grade IIIA buildings and sites, such buildings and sites may be representative, being excellent examples of their kind, or may be rare, but less so than Grade IIIA examples. They would receive less stringent protection than Grade IIIA buildings and sites at local level.

### 3C: low significance

- Such a resource is of contributing significance to the environs
- These are heritage resources which are significant in the context of a streetscape or direct neighbourhood.
- This grading is applied to buildings and/or sites whose significance is contextual, i.e. in large part due to its contribution to the character or significance of the environs.
- These buildings and sites should, as a consequence, only be regulated if the significance of the environs is sufficient to warrant protective measures, regardless of whether the site falls within a Conservation or Heritage Area. Internal alterations should not necessarily be regulated.

### NCW: No research potential or other cultural significance

- A resource that, after appropriate investigation, has been determined to not have enough heritage significance to be retained as part of the National Estate.
- No further actions under the NHRA are required. This must be motivated by the applicant and approved by the authority. Section 34 can even be lifted by HWC for structures in this category if they are older than 60 years.

## 4. HERITAGE AND DESIGN INDICATORS

### 4.1 Heritage indicators

#### Demolition

For purposes of this assessment, the heritage indicator is an assessment of potential loss of heritage resources in terms of structures identified for demolition.

Proposed demolition considers:

- retention of historic fabric: external
- retention of historic fabric: internal fabric: identification of key remnants
- main building retention of structure and façade

#### Maternity ward

Further indicators consider proposed intervention for the site, in particular, the adaptive re-use of the Maternity Ward constituting phase 1 of the development proposal.

- retention of Maternity Ward
- restoration of front façade
- retention of bulk and form

#### Development phases

Indicators per development phase are to be developed, however, high level indicators would include:

- Activate Lion Street edge with buildings facing onto the street to ensure positive edge conditions and promotion of passive surveillance
- Provide high quality landscaping and tree planting
- Enhance pedestrian comfort by providing shade, shelter and seating along the street edge
- Connect with local movement systems and access routes
- Design parking to accommodate vehicles without compromising on quality of the public realm
- Parking must not front directly onto high visibility spaces and pedestrian routes
- New development on upper levels should not be continuous, to reduce the scale and massing of overall block
- Greatest heights should be located towards the centre of the block
- Phased development must respond to maternity ward

## 4.2 Design Indicators

The urban design report identified a number of design indicators to be used to assess detailed design proposals. The indicators aim to produce a calm and respectful building that prioritises its role in the bigger picture (Jakupa, 2017).

**Precinct:** the development needs to mediate its role between the vastly different immediate interfaces of the site but also to locate it in the wider intent to fulfill its role in making spatial sense:

- New development must link the site to the character of the neighbourhood
- Build a new interface flush up to Lion street
- Set bulk towards the rear of the site
- Design the end of Buiten Street to act as a termination point
- Development to step down in scale towards Lion Street



Figure 29: Spatial representation of key design informants

**Interface and views:** The principle employed is that interfaces should be layered and animated so as to limit dead facades. Where this is unavoidable, rich texture and materiality should be employed to soften its harshness.

- Maximize active facades wherever possible, particularly on street facing facades
- Generate layers to the façade for the establishment of depth
- The façade to remain simple and rectilinear in its lines.
- Generate a form that fragments the façade to read as multiple facades.
- Generate simple forms to produce calm/background architecture

**Grain and massing:** The development has a responsibility to be the mediation between the fine-grained residential neighbourhood towards Lion Street and the mountain slopes on its opposite end.

- Massing of the building must be responsive to its interfaces > two- storey along Lion Street and bulk shifted towards the back
- Fragment the building to read as multiple buildings in its form
- Façade to be read as a series of facades rising up the slopes
- Ensure depth + layering of facades along all interfaces
- Establish a datum at the base of the top two floors from which to read the “crown” of the building
- Establish an interactive zone at ground floor with a height of 4.5m

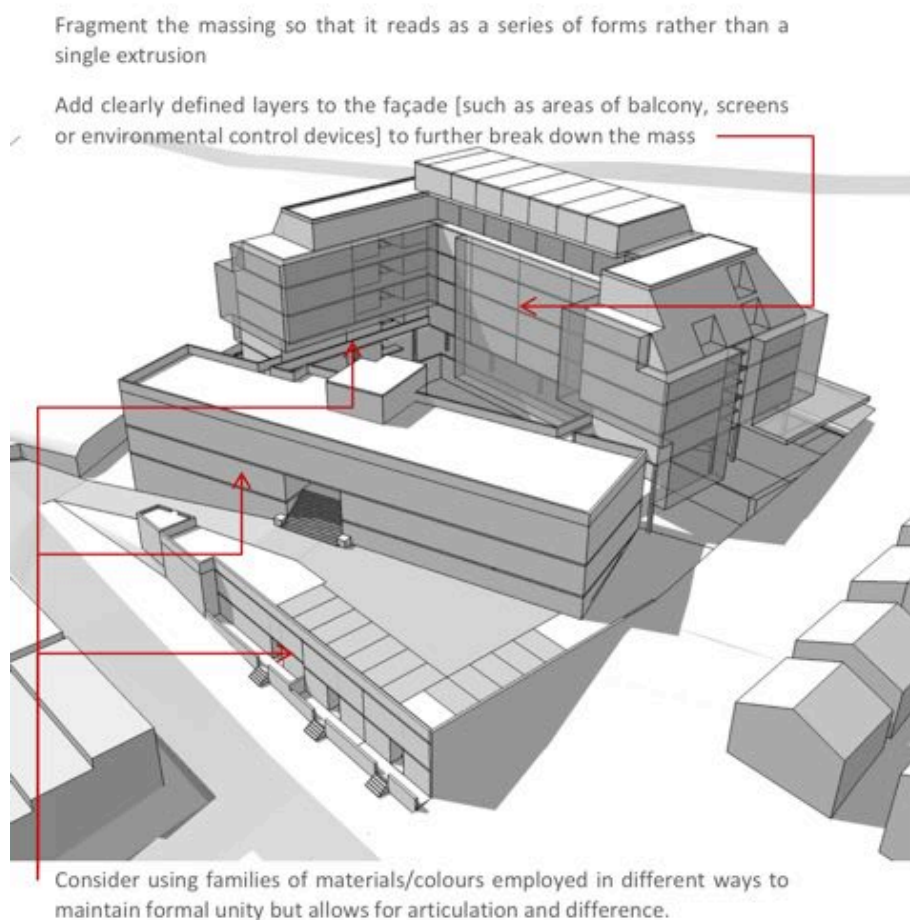


Figure 30: Grain and massing indicators

**Movement and parking:** Consider the circulation of people on foot as a priority over vehicular movement so that continuity of surfaces and materiality supports them first.

- Build layering at pedestrian interface along both roads
- Ensure that the main pedestrian entrance is from Mill Street
- Provide a basement parking solution where its entrance is off Letterstedt Road [east-west]
- Limit through traffic down Mill Street + establish it as a pedestrian orientated space
- Build continuity in materiality of the sidewalk in favour of the pedestrian environment, including tree canopy and surface levels

## 5. DESCRIPTION OF PROPOSALS

### 5.1 Project motivation

It is the intention of the owners of Erf 2969 Cape Town to re-develop the property to accommodate an apartment complex. The development will contain a mix of renovated existing structures and new structures. The owners appreciate that the property needs to be developed in a way that takes into consideration the history of the property and its impact on society, and therefore certain portions of the existing buildings will remain. The owners believe that the proposed urban design framework and building plans, as prepared by Jakupa Architects, adequately responds to the urban landscape of the area and the social significance of the property. The following points are important to consider:

- 1) The building is in a shocking state and has been significantly altered and added to over the years. Significant investment is required in order for the building to be commercially sustainable.
- 2) In order to justify the investment required, the development bulk that is permissible in terms of the City of Cape Town Zoning Regulations, needs to be utilised.

### 5.2 Description of proposals

The St. Monica's Home is an institution that has operated from the edges of the City Bowl but has fulfilled an important role as a maternity hospital and more recently as a home for the elderly. The property has been vacated for more suitable accommodation for the elderly and has been put up for redevelopment through the private sector. Reynolds Realty appointed Jakupa Architects and Urban Designers to test the viability of developing the site within its current zoning restrictions and heritage limitations with the primary function remaining residential but this time for a commercial market.

A series of development scenarios have been tested and proposals refined in response to the client's vision and product viability. The site has inherent development rights, which the property owner may exploit. The existing zoning of Erf 2969 Cape Town is General Residential Zone 4 (GR4) in terms of the City's Development Management Scheme (2015) and permissible development rights on the site are:

- Height 24m
- Coverage 60%
- Floor space 1.5
- Street building lines 4.5
- Common boundary building lines 4.5 or 0.6H (0m up to 15m in height where intersecting a street boundary, for a distance of 18m measured perpendicular from such street boundary)

This application is for demolition of structures located on the site at Erf 2969, with the exception of the Maternity Ward. Detailed plans constituting Phase 1 regarding intervention at the Maternity Ward will be the subject of further interaction with the relevant heritage resources authority. Further plans regarding Phases 2 and 3 will be the subject of further interaction with the relevant heritage resources authority at a later stage once such has been determined.





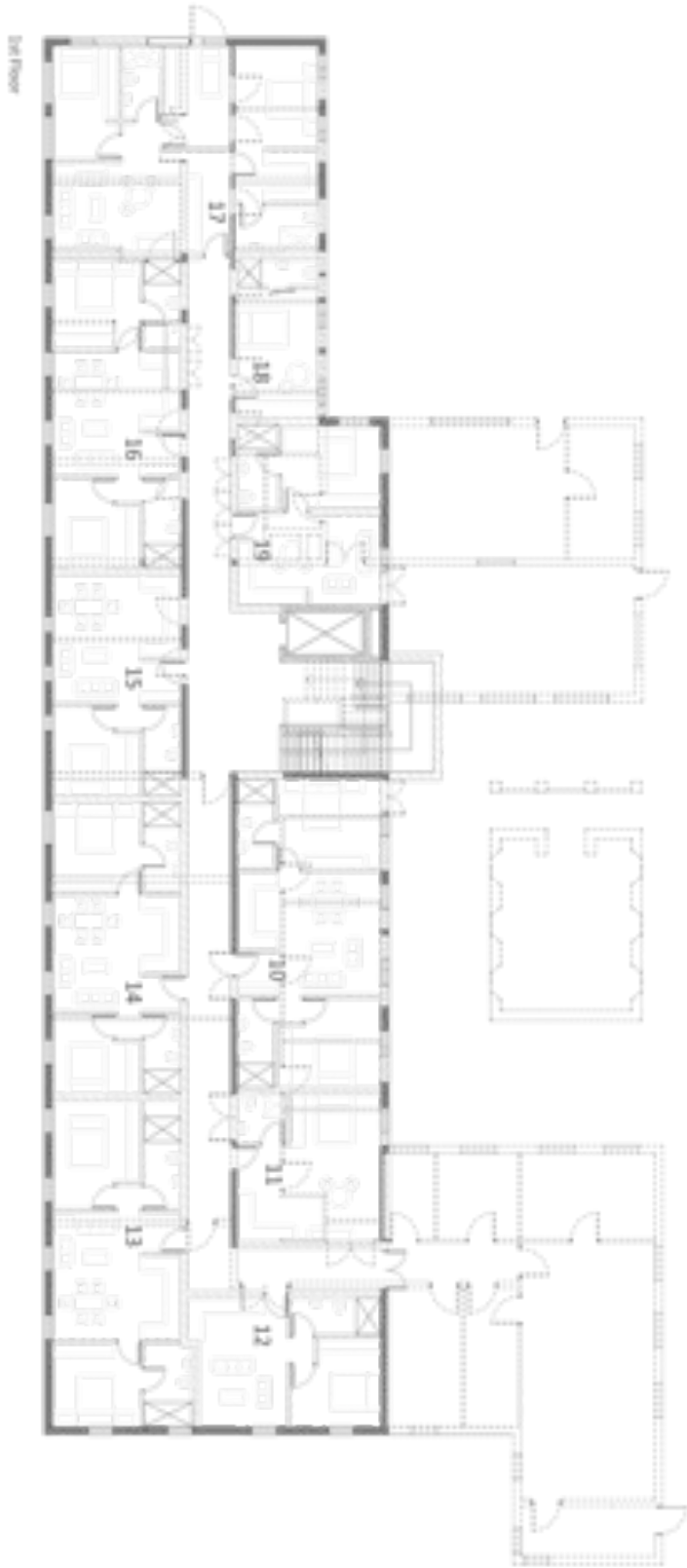


Figure 33: Phase 1: Proposed internal demolition plan

## 7. DISCUSSION AND RECOMMENDATIONS

The subject of this application is the proposed demolition of structures located on the St Monica's Home site, with the exception of the main structure, the Maternity Ward. The site is not located within a particularly significant or sensitive heritage landscape but rather in a context characterised by residential development that possesses low architectural heritage significance and / or value.

In light of the individual heritage resource and historical townscape assessments undertaken, it is clear that the heritage impact of the proposed demolition will be low. The main area of mitigation relates to reframing the Maternity Ward in terms of bulk, scale and appropriateness of proposed intervention on portions of the site where structures are to be demolished.

With the exception of the **Maternity Ward**, neither of the buildings on site hold a particularly high degree of heritage significance. The Maternity Ward possesses landmark significance within the local context and is assessed to have Grade IIIB significance, significant in the context of the townscape. The Maternity Ward contributes to the streetscape and is the key visual element in the recognition of the role of the site in public memory. The Maternity Ward must therefore be retained and as much external fabric retained as possible so as to enhance heritage significance. The internal key remnants should be enhanced, for example passageways and staircases, however, such details are subject to further interaction with the heritage authorities.

The **servants' quarters, kitchen and laundry** are considered as ungradeable, possessing no inherent heritage significance, are much altered and possess no contextual value. These structures are not deemed to possess sufficient individual merit to be retained as part of the National Estate and do not contribute to the setting of the heritage resource. It is thus recommended that these structures be considered for demolition. Demolition of these structures would not result in the loss of heritage resources, would not result in a detrimental heritage impact, result in a negative impact on heritage resources or negatively affect the significance of the site or the Bo-Kaap.

The **chapel, nursery and nurses quarters** have been assessed to have Grade IIIC significance, where such contribution is to the Maternity Ward and not the broader context or immediate streetscape. These buildings should only be regulated if the significance of the environs is sufficient to warrant protective measures, of which it is not. Previous design proposals recommended that the chapel be retained and repurposed within the development, however, as demolition would not affect the heritage value of the site, is now earmarked for demolition. The nursery and nurse's quarter contribute to the scale and massing of the site, these however also may be considered for demolition as they do not possess significant inherent heritage value to be retained, and where sensitive redevelopment could provide the positive setting for the heritage resource, namely the Maternity Ward.

Preliminary assessment regarding intervention at the Maternity Ward has been based on available design information. It is noted that such proposals have been through an iterative process and have taken heritage indicators into account. Nonetheless, the preliminary assessment is for purposes of informing the authorities of the proposed intervention and possible heritage impacts thereof.

The redevelopment (adaptive reuse) of the Maternity Ward provides an opportunity for townscape improvement through restoration of the landmark heritage building and creation of a residential hub. The site is located adjacent to the proposed Blok Raw development aimed at introducing a new range of urban homes in a new price band within the urban centre, providing inclusionary housing enabling more diverse income groups to live in well-located parts of the city. Elements of such model should be explored within the redevelopment of the St Monica's Home site. The proposed redevelopment offers opportunities activation of street edges enabling positive pedestrian experience and increased safety and security surrounding the site.

This report thus recommends that:

- 1 Heritage Western Cape issue required demolition permit in terms of Section 34 of the NHRAct
  
- 2 In-principle approval be considered for the adaptive reuse of the Maternity Ward to accommodate residential development. It is noted that any alternations to the Maternity Home will require further submission to the relevant heritage resources authority for consideration

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