

# HERITAGE IMPACT ASSESSMENT

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## GAUTENG PROVINCIAL GOVERNMENT PRECINCT

### JOHANNESBURG



**Dr Johann J Bruwer**

**2005**





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SA Heritage Resources Agency Library

**HERITAGE IMPACT ASSESSMENT  
OF THE  
PROPOSED NEW  
GAUTENG PROVINCIAL GOVERNMENT  
PRECINCT DEVELOPMENT  
WITHIN THE  
JOHANNESBURG INNER CITY**

**Final Report**

by

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**May 2005**



on behalf of

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Heritage Resources Management

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**SOURCES****MAP: AFFECTED HERITAGE RESOURCES / OTHER BUILDINGS**





## EXECUTIVE SUMMARY

The proposal to develop a centrally located Provincial Government Precinct within the Johannesburg Inner City has been under consideration for an extended period of time.

The new Precinct development would exceed an area of 5 000 square metres in extent and it became necessary to investigate and evaluate the potential impact of the proposed new development on existing heritage resources in accordance with the provisions of the National Heritage Resources Act, 1999.

The outcome of the detailed study which was subsequently undertaken to comply with the heritage impact assessment provisions of the National Heritage Resources Act, 1999, is summarised below.

The report firstly provides the reader with an idea of the layered development over time of the area of the proposed new Precinct development. The fact that the development would be centred on the historic core of the Inner City, remains cardinal to an understanding of the study and the findings and recommendations contained in the report.

It has been found from the investigation that an unconditional implementation of the project proponent's benchmark Precinct development proposal promises to have significant heritage impacts of both a direct and indirect nature. This is evidenced by the main findings from the study.

The potentially significant direct impacts of the proposed new Precinct development, have perhaps been the single greatest cause of the controversy surrounding the proposed new Precinct development proposal.

Of the ten existing buildings proposed for demolition, all were researched, inspected and described in detail and nine were found to be of conservation value. Of these nine buildings, the author's assessment of the second *Rand Water Board Building* in Fraser Street, shows this building to be of exceptional cultural significance. The proposed destruction of this and the other eight buildings constitutes potentially irreversible impacts and it would consequently be impossible to mitigate the loss of these buildings as non-renewable heritage resources. The proposal furthermore to incorporate the relocated façade of the second *Rand Water Board Building* in the proposed new *Matlotlo House Extension* is considered not to be an appropriate form of memorialisation.

On the subject of the extensive indirect heritage impacts of the proposed new Precinct development, it was found that the impact absorption capacity of the heritage resources which will be affected by the proposed development, is limited to zero. These potential impacts would therefore be difficult to manage. These impacts include the proposed extension of the Dr Beyers Naudé Square across Market Street to merge with the proposed new square, the irreversible impact of the ingress and egress ramps of the proposed Market Street underpass, the potentially significant impacts of the proposed new skywalks on heritage resources, the proposed development of new symbolic axes and the introduction of a new vertical focal point in Market Street at the crossing of these axes, the proposed alignment of a new paving grid within the area of the proposed new Precinct with the points of the compass, and the potentially detrimental impact of the proposed new *Matlotlo House Extension* on the significance of *Matlotlo House*, one of the city's landmark buildings.

The least controversial aspect of the proposed new Precinct development is considered to be the proposal to break the current isolation of the *Dr Beyers Naudé Square* from its valuable curtilage and to improve the quality of urban space of this, the city's most historic public open space. The historic configuration of the western half of the original *Market Square* remains legible and noteworthy, and the plan to do away with the aggressive "Civic Spine" additions currently edging the square, promises to enhance its heritage attributes, leading to an all-round improvement of its qualities of amenity. The contribution made to the cultural significance of the *Dr Beyers Naudé Square* by the contextually respectful buildings currently comprising the southern defining wall of the square, remains equally noteworthy. It is therefore of serious concern that it is proposed to demolish some of these buildings.



Accompanying the final HIA report is a free-standing summary of a report which was commissioned in order to comply with the provisions of the National Heritage Resources Act, 1999. The summary provides information on the outcome of a specialist assessment of the anticipated economic and social costs and benefits associated with the proposed new Precinct development. *which*

Cardinal to the outcome of the study has also been the obligation on the part of the project proponent as called for by the National Heritage Resources Act, 1999, to consult affected communities and interested parties on the subject of the impact of the proposed new Precinct development on heritage resources. *who*

During the Phase Two HIA (Heritage Impact Assessment) process, special efforts were made to solicit the views of all interested and affected parties, particularly those who had previously commented on the findings and recommendations contained in the draft (Phase One) HIA report. The focus group discussions with these parties during the latter part of the Public Involvement Process were considered central to the consultations regarding the potential heritage impacts of the proposed new Precinct development. *who?*

However, it soon became apparent that the focus group discussions were not going to meet any of the expectations of the key objectors. The comments made by the objectors at the discussions were noted and minuted but did not cause the reconsideration of any aspect of the Precinct benchmark project proposal.

One of the minimum requirements stipulated in the National Heritage Resources Act, 1999, is that consideration must be given to "alternatives in the event of...heritage resources being potentially adversely affected by...(a particular) development." Although alternative development proposals were considered by the project proponent prior to the HIA study, the nature and extent of the potential heritage impacts of these proposals are not known. The aim of the study here being reported on, was solely to investigate the potential impact of the project proponent's Precinct benchmark proposal on heritage resources. Suggested alternative development proposals emerging from the discussions with the key objectors, were investigated by the project team but were found to be inappropriate. *what were alternatives*

On the subject of the mitigation of the impact of the proposed new Precinct development on heritage resources, it was found that it would be meaningless to try and manage or mitigate the potentially adverse effect of the complete destruction of the cultural significance of the buildings proposed for demolition. One of the conclusions reached in this instance, is that no form of proposed memorialisation could be construed as mitigation. *OK*

In the event of the authorisation of the demolition of any of the ten buildings proposed for demolition, the project proponent would be expected to meet certain minimum requirements in order to obtain the necessary demolition clearance. This includes the suggested development and submission of individual records documenting the physical evidence of each building, the salvage and re-use of material from these inventories, the development of an interpretive display, i.e. a suitable presentation of the heritage significance of the buildings, and the erection of explanatory plaques. Comprehensive measures would furthermore be required to avoid any structural or related damages to the remaining buildings of heritage significance as a consequence of the demolition of any of the buildings proposed for demolition.

On the subject of the mitigation of the potential indirect impacts of the proposed new Precinct development, the report addresses various aspects, including the need for a cautious approach in the further planning (design) of the proposed new development interventions, the importance of adhering to certain fixed design guidelines for all proposed new works, and the prevention of any collateral damage to existing heritage resources during the implementation or phased execution of the proposed new development.

The report furthermore contains a wide range of suggested steps or measures which in the opinion of the author, would be required in order to avoid, reduce or remedy the potentially adverse effects of indirect heritage impacts within the focus area.



Much has been said and reported in the media regarding the proposed new Provincial Government Precinct development. Those opposing the proposal to replace various buildings of conservation value with a new extended public open space, have been particularly outspoken in their criticism of the conceptualisation of the Precinct benchmark project proposal. The author largely shares in many of the objections to do away with a number of valuable buildings comprising the historic core of the City for the sake of the renewal and revitalisation of the oldest part of the Inner City.

The most commendable of the changes envisaged in the new Precinct benchmark project proposal, pertains to the work envisaged to the central open space in the heart of the City, the *Dr Beyers Naudé Square*. However, in giving the square a distinct new identity, the changes proposed in its immediate vicinity will have to be respectful of this. Ranging from the proposed demolition of buildings to the construction of an underpass in Market Street and the development of an extended public open space, these proposed changes require careful reconsideration. The success of the proposed new Precinct development will depend on establishing a more heritage-oriented balance between what is envisaged by the current Precinct design proposal and the historic core of the City as a setting for non-renewable heritage resources.



## ACKNOWLEDGEMENTS

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- The SA Heritage Resources Agency for the opportunity to consult both the current as well as archive files of the Organisation, located at its provincial office in Johannesburg.
- Mrs Cecile Verster of the Building Control Department, City of Johannesburg, and her team of the Plans Archive for their continued guidance and co-operation during our research at this repository.
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- Mr Neil Fraser, the Executive Director of the Central Johannesburg Partnership (CJP), as well as Katherine Cox, and the rest of the CJP team, for the security arrangements provided during the survey of the buildings and sites covered by the report.
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- My associate Catharina without whose forbearance and detailed assistance the study could not have been undertaken. Her knowledge of Johannesburg's city buildings and her caring role in the search for information, the verification of facts, her ongoing support and the assistance with the compilation of the report, were invaluable.

Johann J. Bruwer  
May 2005

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**LIST OF ACRONYMS**

<b>A:</b>	
AB	Afrikaner Broederbond
ABSA	Amalgamated Banks of South Africa Limited
ACIC	African Consolidated Investments Corporation Ltd.
ACPT	African City Properties Trust
A.G.I.	African Guarantee & Indemnity
AHT	African Homes Trust
<b>B:</b>	
Barclays	Barclays Bank D.C. & O.
<b>C:</b>	
CBD	Central Business District
CBTC	Colonial Banking And Trust Company Limited
CJP	Central Johannesburg Partnership
C.N.A.	Central News Agency
<b>E:</b>	
EIA	Environmental Impact Assessment
<b>F:</b>	
FNB	First National Bank
<b>G:</b>	
GDACE	Gauteng Department of Agriculture, Conservation and Environment
GPG	Gauteng Provincial Government
<b>H:</b>	
HIA	Heritage Impact Assessment
<b>I:</b>	
I & APs	Interested and Affected Parties
ICOMOS	International Council on Monuments and Sites
IDP	Integrated Development Plan
IFP	Inkatha Freedom Party
US/ICOMOS	United States / International Council on Monuments and Sites
<b>J:</b>	
JDA	Johannesburg Development Agency
<b>N:</b>	
NBSA	National Bank of South Africa
NHRA	National Heritage Resources Act, 1999
<b>NMC</b>	<b>National Monuments Council</b>
NOA	Ngonyama Okpanum Associates (Architects – Project Managers – Urban Designers)



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<b>L:</b>	
l.h.s.	left hand side
Ltd.	Limited
<b>N:</b>	
NSW	New South Wales
<b>P:</b>	
PHRAG	Provincial Heritage Resources Authority: Gauteng
PIP	Public Involvement Process
Pty.	Proprietary
<b>R:</b>	
r.h.s.	right hand side
RWB	Rand Water Board
RSA	Republic of South Africa
RSDF	Regional Spatial Development Framework
RAU	Rand Afrikaans University
<b>S:</b>	
SAHRA	SA Heritage Resources Agency
SANLAM	South African National Life Assurance Company
SANTAM	South African National Trust Assurance Company
SA Perm	South African Permanent Mutual Building & Investment Society
SAP	See SAPS
SAPS	SA Police Service
SARB	SA Reserve Bank
SARS	South African Revenue Services



## 1. INTRODUCTION AND TERMS OF REFERENCE

In July 2001, a multi-disciplinary viability study was commissioned by the Gauteng Provincial Government (GPG) regarding the proposed establishment of a provincial government precinct in the Johannesburg Central Business District (CBD). The aim of the study was to report on various complex options or design proposals with reference to the development of such a precinct within the Johannesburg CBD. Of the different options that were developed and considered, the preference was for the so-called "Complex 7" Precinct option. The options which were discarded are referred to later in the report.

*Which were others?*

The over-arching concept underpinning the above design proposal, is stated as being that of "Kopanong", a Tswana word meaning... 'coming together' or, in Afrikaans, 'Verenig'. From this concept... the intention is to create an urban and architectural environment that fosters cultural integration, creates a space for shared exchanges, and a common home."<sup>1</sup>

This specialist report is the outcome of a Heritage Impact Assessment (HIA) undertaken to assess what is regarded by the GPG, i.e. the project proponent (represented by the Provincial Department of Public Transport, Roads and Works) as their benchmark Precinct project proposal, hereafter referred to as the proposed project or new Precinct development. This HIA therefore reports on the potential impact of the proposed new Precinct development on existing heritage resources within the affected area.

The nature and extent of the proposed Precinct development falls within the ambit of section 38(1) of the National Heritage Resources Act, 1999 (Act No. 25 of 1999) – hereafter the NHRA. As the responsibility for the administration of this legal provision currently rests with the SA Heritage Resources Agency (SAHRA), the report is to be considered by SAHRA in their capacity as the final decision making authority on heritage.

One of the aspects of the proposed new Precinct development is the possible conversion of a section of Market Street to an underpass. In terms of Sections 21, 22 and 26 of the Environment Conservation Act, 1989, an Environmental Impact Assessment (EIA) will be required for the construction of such an underpass. The EIA process can be sub-divided into four different phases, each of which details the specific steps proposed for the development in question:

- Pre-application phase, to prepare for the EIA process required by law;
- Scoping phase, to identify potential impacts of the proposed development and issues raised by Interested and Affected Parties (I & APs);
- Environmental impact assessment phase, during which potential environmental (including social) impacts of the proposed development will be characterised, evaluated, and mitigation and management measures identified; and
- Appeal phase, during which the applicant as well as I & APs will have 30 days to lodge motivated appeals against the Record of Decision and conditions, as issued by the Department of Environmental Affairs and Tourism.

The draft (Phase One) HIA report was released on 5 January 2004 for comment for a period of thirty days. It was thereupon considered, together with comments received from I & APs, at a meeting of SAHRA held on 13 February 2004.

*Ph 1*

From SAHRA's subsequent comments on the draft HIA report, it was agreed between this Organisation and the project proponent, to allow for additional public consultation

<sup>1</sup>

Motsepe, F.J.C.: Johannesburg's Spatial Ideological Evolutions – Towards an HIA Application to the SAHRA for the Development of the Kopanong Gauteng Provincial Government Precinct, January 2004, unpublished project document.





prior to the finalisation and submission of this, i.e. Phase Two HIA report to SAHRA. The process of further public participation, i.e. the Public Involvement Process (PIP) was structured and effected in close consultation with SAHRA.

This HIA report is therefore the product *inter alia*, of an extensive PIP since its earlier release as a mere preliminary document for comment.



## 2. AIM OF STUDY

The aim of the investigation here being reported on, was to comply with the requirements stipulated in section 38(3) of the NHRA. For the purpose of the study, these requirements were considered to be as follows:

- the identification and mapping of all affected heritage resources within the area of the proposed project;
- the assessment of the significance of affected resources in terms of the heritage assessment criteria prescribed under the NHRA;
- the assessment of the impact of the proposed new Precinct development on such heritage resources;
- the evaluation of the impact of the proposed new Precinct development on these heritage resources relative to the sustainable social and economic benefits to be derived from the project;
- consultation with affected communities and other interested parties regarding the potential impact of the proposed new development on heritage resources;
- the consideration of alternatives in the event of such heritage resources being potentially adversely affected by the development; and
- the making of appropriate recommendations with regard to the mitigation of any such adverse effects during the construction phase and after completion of the Precinct project.

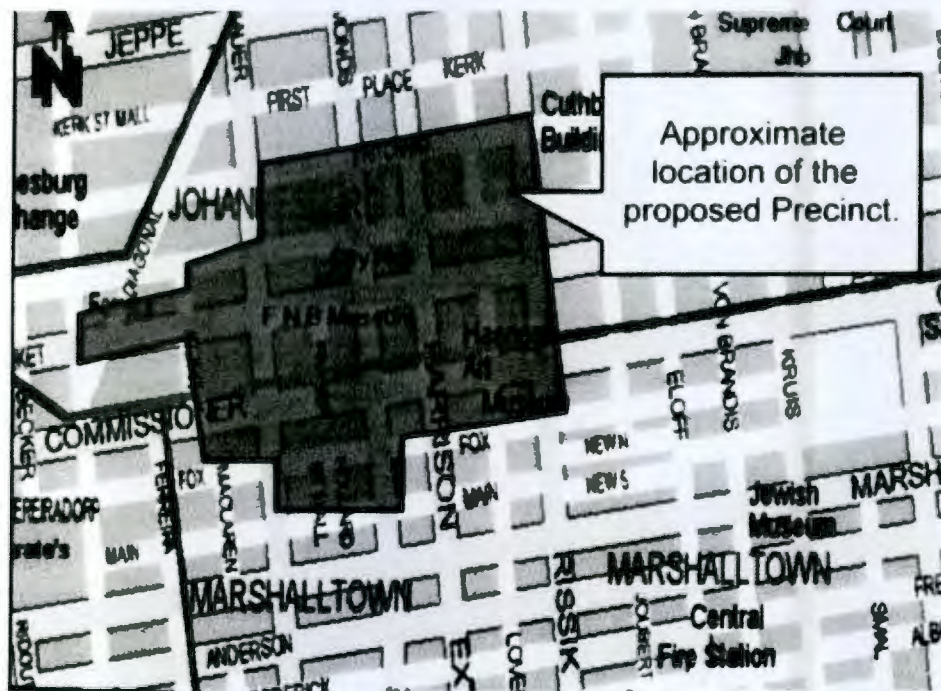


### 3. STUDY AREA

The area of the proposed new Precinct development in the Johannesburg CBD, referred to as the focus area, can be further sub-divided into three separate areas:

- the existing public space (previously known as *Market Square*) between the *Johannesburg Public Library* and the *Provincial Legislature* (former *City Hall*);
- the area of the two city blocks south of the above-mentioned urban space, bounded by Market, Simmonds, Commissioner and Sauer Streets; and
- the area encompassing the old *SA Reserve Bank Building*, south of Commissioner Street.

The site for the proposed new development is generally defined by Pritchard Street to the north, Fox Street and a portion of Main Street to the south, and to Rissik and West Streets, to the east and west, respectively.



(From Map Studio: 1998)



#### 4. ASSUMPTIONS, CONDITIONS AND METHODOLOGY

##### 4.1 Terminology and relevant provisions of the NHRA<sup>2</sup>

The approach followed in the study was to investigate and evaluate the potential or perceived impact of the proposed Precinct development on heritage resources, in accordance with not only the requirements, but the terminology of the NHRA. This terminology is premised on the widely recognised concept of *heritage resources*, i.e. *places and objects of cultural significance* that form part of the National Estate as defined in section 3 of the NHRA.

According to the NHRA, the *cultural significance* of a place or object must be determined in order to measure its conservation value. A place or object that is of no cultural significance is therefore considered not to be a heritage resource. In terms of section 2(vi) of the NHRA, cultural significance means "*aesthetic, architectural, historical, scientific, social, spiritual, linguistic or technological value or significance*".

As the purpose of the study was to determine the potential impact of the proposed new Precinct development on *places of possible cultural significance* falling within the study area, the focus of the investigation (refer section 3[2] [xxxii] of the NHRA) included, where applicable, aspects such as the following:

- *the site or area of the proposed project;*
- *buildings / other structures, including the equipment, furniture, fittings and articles associated or connected with such buildings or other structures;*
- *groups of buildings / other structures, including the equipment, furniture, fittings and articles associated or connected with such groups of buildings or other structures;*
- *open spaces, including public squares and streets; and*
- *(in relation to the management of places investigated) the immediate surroundings of such buildings or groups of buildings, opens spaces etc.*

*Any structures or parts thereof that are older than 60 years, are protected under the "60 Year Rule" of the NHRA. It means that no such structures / parts thereof may be destroyed, altered etc., without a permit from the responsible heritage resources authority. According to the NHRA, a structure means "any building, works, device or other facility made by people and which is fixed to land, and includes any fixtures, fittings and equipment associated therewith."*

It is prescribed under section 38(4)(c) of the NHRA, that a HIA report must, *inter alia*, and by implication, carry an indication of all affected heritage resources covered by the general protection provisions of the NHRA. The nature and extent of the information contained in this report complies fully with this requirement.

On the other hand, a large percentage of affected heritage resources listed in the report, comprises of culturally significance places that are currently not protected under the "60 Year Rule" or any other provision of the NHRA. Heritage resources were investigated with specific reference to section 3(3) of the NHRA (see below), and the assessment was therefore not constrained by the "60 Year Rule".

<sup>2</sup>

National Heritage Resources Act, 1999 (Act No. 25 of 1999) – Government Gazette No. 19974 dated 28 April 1999, and associated Proclamation Notice R. 18, 2000 as published in Government Gazette No. 21051 of 31 March 2000.



#### 4.2 Assessment of culturally significant places

The author, in his assessment of the significance of affected heritage resources, has made use of the assessment criteria of general application specified in section 3(3) of the NHRA, hereafter called the NHRA assessment criteria. A place might according to this provision, be considered of cultural significance or other special value, based on one or more of the following criteria:

- *its importance in the community, or pattern of South Africa's history;*
- *its possession of uncommon, rare or endangered aspects of South Africa's natural or cultural heritage;*
- *its potential to yield information that will contribute to an understanding of South Africa's natural or cultural heritage;*
- *its importance in demonstrating the principal characteristics of a particular class of South Africa's natural or cultural places...;*
- *its importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;*
- *its importance in demonstrating a high degree of creative or technical achievement at a particular period;*
- *its strong or special association with a particular community or cultural group for social, cultural or spiritual reasons;*
- *its strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa; and*
- *sites of significance relating to the history of slavery in South Africa.*

It should be noted that the detailed criteria needed to assess culturally significant places, as contemplated in section 7 of the NHRA, are yet to be developed through regulations.

In terms of section 7 of the NHRA, a system must also be developed for the grading of places which form part of the National Estate. Once this has happened, heritage resources will be graded as either Grade I (special national significance), Grade II (provincial or regional significance) or Grade III (local significance) heritage resources. In the absence however of official grading criteria and the uncertainty pervading this subject, it was decided not to grade any of the affected heritage resources reported on in the study in terms of national, provincial or local levels of heritage value or significance.

Considering the importance however of the predisposition of a hierarchy of significance to any assessment of heritage impacts, the decision has been to categorise heritage resources covered in the report as follows:

- places of exceptional cultural significance;
- places of considerable cultural significance;
- places of limited cultural significance.

It must be understood that this hierarchy of significance presupposes a thorough application of the NHRA assessment criteria. These criteria therefore remain of overriding importance, with the outcome of their application, pointing to varying degrees of significance. The different levels of the hierarchy of significance applied in the study should be seen as follows:



- Places of exceptional cultural significance

These are places which meet most of the NHRA assessment criteria and which have a high degree of contextual significance. Their loss would imply more than the loss of some valuable heritage resources at provincial or regional levels.

- Places of considerable cultural significance

Places such as this meet at least 40 to 50 percent of the NHRA assessment criteria. Their intrinsic significance is augmented by their high to medium degree of contextual significance. It is anticipated that these places would be considered of either provincial, regional, or local significance, following the implementation of the necessary detailed assessment criteria and a system of grading as envisaged in section 7 of the NHRA.

- Places of limited cultural significance

Places which meet at least one of the NHRA assessment criteria and therefore qualify to be considered heritage resources. Their contextual significance might be limited or they might alternatively, lack any depth in attributes concerning historic associations, authenticity or extant historic fabric, integrity of place etc. Places such as this might or might not in future possibly qualify as heritage resources of limited local significance.

As it is the opinion of the author that the NHRA assessment criteria lack the necessary depth when it comes to the determination of the contextual significance of heritage resources, it was decided to add this as a separate criteria to the existing assessment criteria prescribed in section 3(3) of the NHRA. The importance of the contextual significance of heritage resources is fully recognised in section 7 of the NHRA.

On the subject of the physical condition of heritage resources, the author's position is that the physical condition of a heritage resource does not affect its significance unless it has been so altered, by extensive structural changes or for that matter, the lack of maintenance, that it is difficult to research the extant fabric of such a resource and to develop a statement of significance from such an investigation.<sup>3</sup>

#### 4.3 Application of the Burra Charter

Heritage practitioners are well acquainted with the *Australia ICOMOS Charter For The Conservation Of Places Of Cultural Significance* 1999 (commonly known as the Burra Charter)<sup>4</sup>. The principles laid down in this document are widely used to identify and assess culturally significant places. The Burra Charter has proved to be of great benefit in refining the identification and assessment methodology of the study.

There is no doubt that the most important concept remains that of cultural significance, which according to the Burra Charter, finds embodiment in *the place* itself, its fabric, setting, location, use, associations, meanings, records, as well as related places. See below.

#### 4.4 Evaluation of the impact of the proposed new Precinct development on heritage resources

The method followed in this study with regard to the evaluation of impacts on heritage resources has been as follows:

<sup>3</sup> See in this regard History and Heritage, Investigating Fabric and Heritage Curtilages, Heritage Office, New South Wales, 1996.

<sup>4</sup> Australia ICOMOS Burra Charter, 1999 (<http://www.icomos.org/australia/burra.html>).



- the determination of any potential impact on a heritage resource as being of either a direct or indirect nature (i.e. direct or indirect impacts);
- the determination of the cumulative effect of different impacts on heritage resources;
- the assessment of the significance or severity of an impact on heritage resources; and
- the determination of the capacity of such heritage resources to absorb the cumulative effect of the impacts (refer to zero, limited, or sufficient impact absorption capacity).

An impact is generally understood to take place when a change has an effect on an existing situation. Heritage resources practitioners know that it is critically important that the amount of change to a place should be guided by firstly, its level of cultural significance and secondly, its capacity to absorb such change. It is also accepted that inevitable changes in this regard, should ideally be both manageable and reversible. It is important to understand that an impact or the cumulative effect of impacts on a heritage resource could well be of a positive nature by contributing to the intrinsic or contextual significance of such a resource, i.e. to an enhancement of the cultural significance of such a resource.

The destruction of a heritage resource is irreversible and the approach in this study, as is internationally accepted<sup>5</sup>, has therefore been to consider destruction as a direct impact on heritage resources. Indirect impacts are considered to occur where heritage resources are affected, either positively or adversely, but are not destroyed. In the case of the adverse effect of an indirect impact, the attributes of a heritage resource might be compromised, to a lesser or larger extent.

On the subject of direct and indirect impacts, the multi-faceted makeup of heritage resources should be borne in mind and clearly understood. The important point to consider is that there is both a difference and an interactive relationship between tangible heritage resources and intangible heritage resources, or the intangible attributes of physical heritage resources. This is partially explained by the following statement on the subject of heritage interpretation and the expression of heritage sites values:

*"...the concept of heritage has become increasingly complex in terms of its diversity in form and nature. Without forsaking our commitment to sites where great historic events occurred or of great architectural distinction, heritage now includes places once considered ugly, trivial, negative or even unimportant...The significance of a heritage site is no longer considered to lie exclusively in its material fabric and spatial qualities; but also in the social uses, communal interactions and traditions that it maintains and that give it special meaning."*<sup>6</sup>

It has previously been mentioned that the fabric of a place, including its setting, location, use, associations, meanings, records, as well as related places, all help to determine levels of the intrinsic and contextual significance of heritage resources. These aspects, some of which are of a tangible and some of an intangible nature, all form part of the makeup and the layering or layered development of places of cultural significance. An attempt has been made where and whenever possible, to include these building blocks of cultural significance in the determination of the potential heritage impacts of the proposed new Precinct development. The following descriptions

<sup>5</sup> Bruwer, J.J.: The intentions, scope and application of section 38 of the NHRA (unpublished paper presented at Architectural History Workshop 2001 – Education For Heritage Impact Assessment, University of Pretoria, 2 October 2001.

<sup>6</sup> US/ICOMOS 8<sup>th</sup> International Symposium – Heritage Interpretation: Expressing Heritage Sites Values to Foster Conservation, Promote Community Development and Educate the Public (International Call for Abstracts), December 2004.



are therefore pertinent to an understanding of the findings from this study regarding the nature and extent of these potential or perceived impacts<sup>7</sup>:

- *fabric* – the physical material of a place including components, fixtures, contents and objects (to this should be added evidence of historic layers or layering);
- *setting* – the area around a place, including the visual catchments (the relationship of a place and its parts with its setting);
- *curtilage* of a heritage resource - the geographical area that provides the physical context for a resource, and which contributes to its significance<sup>8</sup>;
- *location* – the physical location of a place is part of its cultural significance;
- *use* – the use of a place must be complementary to its cultural significance;
- *associations* – the special connections that generally exist between people and a place;
- *meanings* – denoting what a place signifies, indicates, evokes or expresses - this generally pertains to such intangible aspects as symbolic qualities and memories; and
- *related places* – places within a given context that contribute to the cultural significance of a particular place, including visual connections and interconnectedness.

The following additional aspects pertaining to the tangible and intangible attributes of culturally significant places were also taken into consideration in the determination of the nature and extent of potential impacts:

- *view lines*;
- *integrity of place*;
- *streetscape*;
- *authenticity* (see below); and
- *sense of place* (see below).

The following description on the intended application of the concepts of authenticity and sense of place is an extract from the Nara Document on Authenticity (1994):

*“Depending on the nature of the cultural heritage, its cultural context, and its evolution through time, authenticity judgements may be linked to the worth of a great variety of sources of information. Aspects of the sources may include form and design, materials and substance, use and function, traditions and techniques, location and setting, and spirit and feeling...The use of these sources permits elaboration of the specific artistic, historic, social, and scientific dimensions of the cultural heritage being examined.”*<sup>9</sup>

In practice, "sense of place" is not an easy concept to deal with. It does however, require of a place to have a certain "uniqueness and distinctiveness – it...(should have)

<sup>7</sup> Vide Australia ICOMOS Burra Charter, 1999 (<http://www.icomos.org/australia/burra.html>); Heritage Terms and Abbreviations, NSW Heritage Office (<http://www.heritage.nsw.gov.au/>).  
<sup>8</sup> Heritage Terms and Abbreviations (From Heritage Information Series, New South Wales Heritage Office, <http://www.heritage.nsw.gov.au/>).  
<sup>9</sup> The Nara Document on Authenticity 1994 ([http://www.international.icomos.org/naradoc\\_eng.htm](http://www.international.icomos.org/naradoc_eng.htm)).





a vivid, or unique, or at least particular character of its own."<sup>10</sup> According to Lynch, most "people have had the experience of being in a very special place...There is a sheer delight in sensing the world: the play of light, the feel and smell of the wind, touches, sounds, colours, forms. A good place is accessible to all the senses, makes visible the currents of the air, engage the perceptions of its inhabitants. The direct enjoyment of vivid perception is further enlarged because sensible, identifiable places are convenient pegs on which to hang personal memories, feelings, and values. Place identity is closely linked to personal identity. 'I am here' supports 'I am.'"<sup>11</sup>

From the writings of Motloch, Von Meiss, and Yi-Fi Tuan<sup>12</sup>, it is apparent that there are certain pointers that are relevant to an appreciation of sense of place. In coming to a place, one's first reaction is to formulate an overall reference framework with regard to defined spatial and other patterns, routes and boundaries. The implicit aim, albeit of an unconscious nature, is to establish an identity of sorts.

In a recent study in Australia, the impact of the placement of wind farms (i.e. large wind turbines located in close proximity to one another) in the landscape, particularly in areas of high landscape value, was undertaken to develop methodologies for landscape assessment. On the subject of the impacts on contemporary cultural values and sense of place, it was found that some of the people who were interviewed, "described an emotional and sometimes spiritual connection with those places where wind farms have been developed. Sometimes, these connections appear to be shared by the community generally, or by particular groups...One survey respondent noted...that the introduction of the wind farm or 'machine element' into a place that she valued, had changed her feelings about that place as a site of reflection and contemplation. It is difficult to gain an accurate understanding of the extent and magnitude of these effects, but having said this, a sense of loss pervaded a number of those responses from respondents with a predominantly negative viewpoint about the development of wind farms."<sup>13</sup>

On the subject of impact absorption capacity, the approach followed in this study has been to stress the capacity of heritage resources to absorb the cumulative effect of impacts. This is illustrated by the example of an indirect as opposed to a direct impact on the sense of place of a heritage resource. It might under certain circumstances be possible to mitigate such an impact. In the event, however, of different kinds of impacts on a heritage resource and its intangible attributes, the impact absorption capacity of such a heritage resource can become limited. This limited capacity is determined by the cumulative effect of such impacts and the limited possibilities to reverse or manage the potential changes to the significance of affected heritage resource inherent in the cumulative effect of the impacts concerned.

#### 4.5 Categories of investigation and sources of information

The following specific research aspects and preparatory work formed part of the study:

- Research at the Rand Townships Registry

A detailed survey of title deeds, held by the Registrar of Deeds in Johannesburg, was conducted in order to collect relevant information pertaining to the histories of ownership of all directly affected properties.

- Heritage Assessment Survey

<sup>10</sup> Cultmatrix *et al*: Draft HIA report – New Headquarters For The Department Of Foreign Affairs West Of The Union Buildings National Heritage Site, 21 September 2001.  
<sup>11</sup> Lynch, K.: Good City Form.  
<sup>12</sup> Motloch, J.L.: Introduction to Landscape Design, 1991; Von Meiss, P.: Elements Of Architecture - From Space To Place; Tuan, Yi-Fi: Space and Place, 1977.  
<sup>13</sup> Australian Council of National Trusts and the Australian Wind Energy Association: Wind Farms And Landscape Values Draft Issues Paper, 2004.

referencing



During 2002-2004, a phased heritage survey<sup>14</sup> was undertaken of most of the buildings as well as public open spaces within or peripheral to the area of the proposed new Precinct development.

The information collected during the survey greatly facilitated the sourcing of additional relevant information, particularly on the buildings proposed for demolition as part of the proposed new Precinct development.

- Research at the Plans Archive, Building Control Department, City of Johannesburg

The submission drawings, submission forms and associated correspondence for those buildings proposed for demolition, were located (where possible) and extensively researched by Catharina Bruwer, and the information obtained, are included in the current assessment.

- Research of relevant published information

A wide range of published literature was consulted, including old Street Directories and the City of Johannesburg's Valuation Rolls. Various International Conventions, Recommendations, and Charters concerning the protection of cultural heritage and the management of heritage resources were consulted on an ongoing basis.

- Research of relevant unpublished information

Particularly valuable information was obtained<sup>14</sup> from the Rand Water Board Archives. Research of the current and archived records of SAHRA also proved useful. The unpublished RAU Survey report of June 1976 concerning historic buildings in the Johannesburg Inner City, proved equally useful.

- Oral history

The information obtained from numerous individuals who were previously associated with the buildings that are proposed for demolition, deserves special mention. The contributions made by these individuals, particularly toward a better understanding of some of the critical issues relating to the potential loss of these buildings, requires special mention. These contributions are acknowledged elsewhere in the report.

- Other sources of information

A wide range of other sources of information was consulted during the study, examples of which are the recently-developed Heritage Policy Framework for the City of Johannesburg, the Regional Spatial Development Framework for Region 8 of the city, as well as Joburg 2030, the City of Johannesburg's visionary plan for the transformation, *inter alia*, of the city into a world-class business centre with services and standards of living on a par with the capitals of the developed world."

- Project deliberations / working meetings

Many hours of discussion over the past two years with the project architect, Fanuel J.C. Chaane Motsepe, and the consulting architectural historian, Clive M. Chipkin, have greatly helped the author not only to better understand the intentions and scope of the proposed new Precinct development, but to

<sup>14</sup>

Bruwer, J.J. and Bruwer, C.J.M.: Heritage Survey of Johannesburg City Buildings, Phase One (October 2002), and Phase Two (April 2004), commissioned and funded by Department of Arts, Culture and Heritage Services, City of Johannesburg.



appreciate the intricate design facets of the development in relation to the historic development of architecture in the city.

- Documentation and assessment of physical evidence

As part of the study, the buildings that are proposed to be demolished as part of the proposed new Precinct development, were inspected and surveyed. As the plans records of some of these buildings are no longer extant or are otherwise incomplete, the benefit of inspecting and surveying these buildings in particular, is obvious.

Much time and effort was spent photographing different aspects of contextual importance, and of identifying and documenting the context, fabric and details of the buildings proposed for demolition.

- Contributions by Interested and Affected Parties (I & APs)

The comments received from I & APs during the public participation process have all been taken into account in the development of the report. The comments received from SAHRA following the submission of the draft of the report to this Organisation more than a year ago, have likewise been taken into consideration.

#### 4.6 Limiting factors

With the implementation of the NHRA in South Africa in April 2000, the stage was set in many respects for a small revolution in heritage conservation. The country's heritage practitioners were presented with a host of new conservation approach methodologies and minimum standards for the protection and preservation of cultural heritage. These were based on the latest trends internationally and experiences regarding the management of heritage resources.

The subsequent implementation subsequently of many provisions of the NHRA has proved quite challenging. This is nowhere truer than in the case of the HIA provisions contained in section 38 of the NHRA.

The difficulties experienced during this study were largely related to section 38 of the NHRA. Some of the lessons learnt from the study, are described below.

- It has been noted that it is not yet possible to officially grade heritage resources, i.e. places of cultural significance which form part of the National Estate. See 4.2 Assessment of culturally significant places. The lack of official assessment and grading criteria and the uncertainty pervading this subject, meant that the assessment of the significance of heritage resources which will be affected by the proposed new Precinct development was not without its problems.

It should however be understood that assessing the level of significance of a heritage resource in the course of everyday conservation activities is markedly different from determining the degree of significance of heritage resources which will be impacted on by new development. The scenario is different and in the case of the proposed new GPG Precinct development the stakes are high. The assessment of the significance of a heritage resource is clearly subject to human subjectivity and the ability to make reference to a system of detailed criteria for checking and balancing a statement of heritage significance, becomes all too obvious.

- In their final report titled *Heritage Impact Assessment Of The Recommended Route Alignment For The Proposed Gautrain Rapid Rail Link Project* (April 2003), which was submitted to SAHRA by the responsible specialists on behalf of Bohlweki Environmental, mention was made of the lack of an official policy



document, or regulations, pertaining to the implementation of the HIA provisions of the NHRA. It was pointed out in the report that "the function associated with HIAs falls within the sphere of provincial competence. One of the valuable lessons learnt is that the steering of the HIA process requires clear and workable official policy guidelines. It is hoped that SAHRA, as the authority responsible for the development of national policy, standards and norms relating to heritage resources management, will be successful in attending to the formulation of relevant policy guidelines as soon as...possible."<sup>15</sup>

The continued lack of HIA policy guidelines particularly in regard to public consultation as required in section 38(3)(e) of the NHRA made the project proponent enter into an extended public consultation process, causing the HIA process to take longer than might otherwise have been expected.

The author is of the opinion that the development of HIA policy guidelines should be attended to expeditiously to prevent proposed new developments from being unduly delayed by heritage conservation interests. Appropriately structured HIA policy guidelines would have the effect of facilitating mutually beneficial working relationships between the heritage fraternity and developers. The possibility of HIA reports being referred back by a heritage resources authority on account of the lack of full "procedural" compliance is real, and is something which must also be addressed in HIA policy guidelines.

- In the absence of HIA policy guidelines, a great deal of time and effort was spent in the form of discussions between representatives of SAHRA and Tswelopele Environmental and the author, in order to carefully map a way forward toward ensuring that the HIA would meet the requirements stipulated in section 38(3) of the NHRA.
- The Burra Charter was used to refine the identification and assessment methodology of the study. Being of Australian origin the principles laid down in the Burra Charter might not necessarily enjoy the unqualified support of the South African heritage fraternity. This equally applies to persons and institutions working in sectors peripheral to the cultural heritage environment. The definitions contained in the Burra Charter describing aspects such as setting, change, historic and compatible uses, location, and fabric should ideally be revisited in order to ensure their relevancy and applicability in the South African context. Until this is done, the the assessment of the potential impact of a particular new development intervention on the the significance of a heritage resource, would be a difficult undertaking without the benefit of the principles contained in the Burra Charter.

A start should be made with the development of a specifically South African charter for the conservation of places of heritage significance in South Africa. It is felt that this will provide heritage practitioners with an increased sense of confidence when assessing cultural significance and the effect of potential heritage impacts. It might also lead to an overall improvement in the credibility of the evaluation of the perceived or potential heritage impacts of new developments.

Notwithstanding the above comments the author is of the opinion that the conclusions and findings contained in the report would remain the same.

The author has tried to act in accordance with what is accepted as best practice by adopting an objective and pragmatic approach.



#### 4.7 Structure of the report

A synopsis of the structured remainder of the report is provided below:

##### The focus area: an historic perspective

The area of the proposed new Precinct development has both a colourful and interesting history, extending back to the latter years of the nineteenth century when Johannesburg was but a dusty mining camp. In this section of the report, the focus is on the layered development of the area, centered on the city's oldest public square formerly known as *Market Square*, and its surround, including the oldest part of the city's financial district, adjoining the Square, the existing *Johannesburg Public Library*, and the historic building complex comprising the *Provincial Legislature* (former *City Hall*), and the old *Rissik Street Post Office*.

##### Findings from the investigation

The following aspects are all attended to in this section of the report:

- the identification, mapping, and assessment of the significance of affected heritage resources; the Surveying and Assessment Forms for each of the buildings that are proposed for demolition are included together with an architectural description and selected photographs); and
- an assessment of the impact of the proposed project on these resources.

##### The results of consultations with affected communities and interested parties on the subject of the potential impact of the proposed new Precinct development on heritage resources

Various issues of importance were identified during the foregoing public participation process, particularly from discussions with key objectors. These issues in the main, pertain to specific heritage losses due to the potential impact of the proposed new Precinct development, and also to certain aspects of the design of the benchmark Precinct project proposal when assessed from a heritage viewpoint. *detail*

The reader is referred to a separate addendum to this report, titled *Issues and Response Report: Proposed Gauteng Government Precinct* by Tswelopele Environmental (Pty) Ltd., which contains information on the Public Involvement Process (PIP) undertaken during the course of the study. The *Issues and Response Report* lists all the comments received during the process, by whom the comment was made and an appropriate response to the comment. Included in the addendum is information on focus group discussions held with objectors / interested parties who expressed a special interest in the heritage-related aspects of the proposed new Precinct development, and minutes of meetings with SAHRA. Hard copies of all correspondence with I & APs are available on request. The *Issues and Response Report* is a living document and will be updated throughout the EIA process. *///*

##### Mitigation of proposed new Precinct development on heritage resources

This section of the report contains suggested measures of mitigation of both a general and specific nature. It includes tabulated summaries of the possibilities for the mitigation of all potentially adverse effects of the impact of the proposed new Precinct development on heritage resources.

##### Evaluation of the impact of the proposed new Precinct development on the affected heritage resources relative to the sustainable social and economic benefits to be derived from the project

Accompanying this report is a free-standing addendum titled *Socio-Economic Impact Assessment of the proposed new provincial government precinct known as the Gauteng Provincial Government Precinct Project (June 2005)* by Urban-Econ



Development Economists. This summary bears specific relevance to section 38(3)(d) of the NHRA, which calls for "an evaluation of the impact of the development on heritage resources relative to the sustainable social and economic benefits to be derived from the development." The above document consequently provides information on the outcome of Urban-Econ's recent impact assessment of the anticipated economic as well as social costs and benefits associated with the proposed new Precinct development.

The consideration of alternatives as required in terms of section 38 of the NHRA

Here, the focus is on the viability study, which was commissioned by the GPG during 2001, and the various complex development options which were later discarded in favour of the proposal now under consideration for the establishment of a Provincial Government Precinct in the Johannesburg CBD.

Conclusions and findings

Integral to the conclusions and findings contained in the report are specific recommendations consequent upon the outcome of the HIA study.

GPG ("Complex 7") Precinct project proposal: introduction and overview

Accompanying the report as a free-standing addendum are various documents describing the benchmark GPG Precinct development proposal. These documents include an exposition by the project architect of the conceptualisation and approach followed in the refinement of the constituent design aspects of the development proposal, and various analytical and other architectural drawings. It is the view of the author that the documents contained in the above addendum, would provide the reader with sufficient information to understand the nature and extent of the proposed new Precinct development.



## 5. THE FOCUS AREA: AN HISTORIC PERSPECTIVE<sup>1</sup>

In 1886, at the time of the discovery of gold on the Witwatersrand, prospectors and free traders feverishly descended on what was to become Johannesburg. They came from all over the country and even from further a field. In a relatively short space of time, a mining camp was started on Randjeslaagte, a piece of 'uitvalgrond' (odd or unused piece of land) between the farms Braamfontein, Doornfontein and Turffontein. Randjeslaagte officially became a public diggings on 4 October 1886, the date which has since come to be regarded as the birthday of Johannesburg.

Originally, the impression to be had was that of a settlement without beacons, boundaries or divisions, albeit that it was to include a lasting landmark from the beginning, i.e. a square (refer *Market Square*). What was just a great expanse of coarse grass was to become the nucleus around which Johannesburg would be developed.

In order to normalise what must have been a very confusing situation, the grid pattern was chosen as a basis for the development of streets and the construction of structures in the mining camp. Adjoining Randjeslaagte in the south was Marshallstown, the northernmost portion of the farm Turffontein, which was in fact laid-out several weeks before Jos E. De Villiers' survey of Randjeslaagte during October and November 1886. The two new townships came to share an identical grid plan and block subdivision, including the characteristic element of square corner stands.

The stands in the area of Randjeslaagte were sold by public auction in December 1886. As might have been predicted, the stands alongside *Market Square* fetched the best prices.

Originally, there were no guidelines for structures that were hastily being erected in the mining camp. Much was based on improvisation. All buildings were more or less of the same size and shape. Corrugated iron was cheap and plentiful, which accounted for most of the earliest buildings. Traders from elsewhere simply dismantled their corrugated iron shops and carted them into the rapidly expanding mining camp. The 'architectural' remains of this period were erased by the later 'development' of the city.

Although all trade activities were focused on *Market Square*, the main thoroughfare from east to west was Commissioner Street. As a result, the first mining companies built their offices close to one another, just south of the square in Commissioner Street. This was the beginning of the development of a predominantly financial precinct with a distinctive type of building development alongside the main east-west trade artery, and within close walking distance of *Market Square*, the venue for auctions and sales.

The development of *Market Square* owed much to its interactive relationship with the cluster of little offices in Commissioner Street nearby. This was the nerve centre of the mining camp and it was here at 33-35 Simmonds Street, that the first *Stock Exchange Building*, was completed and officially opened in January 1888. The first mining and speculators' offices were naturally erected close to this important building.

When the mining camp was laid out, the Government reserved various stands on the eastern side of *Market Square*. In 1887, the *Government Buildings* were

<sup>1</sup> The information appearing in this section of the report has been sourced from Van Der Waal, G-M.: From Mining Camp to Metropolis; Johannesburg City Council: *Johannesburg – One Hundred Years* (1986), Official Centenary Publication; Van Der Waal, G-M. *et al*: *Early Johannesburg: Its Buildings and its People*; Chipkin, C.: *Johannesburg Style – Architecture & Society 1880s-1960s*; Bruwer, J.J. and Bruwer, C.J.M.: *Heritage Survey of Johannesburg City Buildings, Phase One*, October 2002.

erected in Rissik Street, forming the eastern extremity of *Market Square*. East of the *Government Buildings* was the *Standard Theatre* (1891) and *Standard Building*, the present-day site of the *Oppenheimer Park*.

Depending on the weather, *Market Square* in those days was either a dusty or muddy stretch of untended open land. Apart from Commissioner Street, it carried much traffic. The other streets in the vicinity of *Market Square* were equally untended. There were, as an example, no kerbstones or sidewalks.



*View of Market Square, looking west, with the old Market Buildings in the centre background, and Market Street on the left, c.1908 (From Norwich, O.I.: A Johannesburg Album – Historical Postcards).*

Most of the early small scale shops were situated around *Market Square* and like the office buildings, were rectangular in shape. These shops including those north of *Market Square* in President and Pritchard Streets, tended to make less of an impression than the commercial buildings in Commissioner Street. Even the larger shops, such as the double storey *Henwood's Building* at 85 President Street or its neighbour, the *Harvey Greenacre Building*, did not assume the same hierarchical position in the environment as did the (single storey) first *Stock Exchange Building*, south of *Market Square*.

As regards the building aesthetics of the time, the area was characterised by Victorian architectural styles. The ground plans and facades of buildings reflected a common application of the basic grid design while facades tended to portray both the functional use of specific buildings as well as the status of individual owners. The corners of buildings were bevelled and usually accentuated by way of a gable or turret, which tended to articulate the street aspect somewhat. However, due to the limited size of the blocks and the modesty of accents, the buildings of this period did not really develop into focal or orientation points.

By 1890, the area of *Market Square* and its immediate surrounds had acquired the form and functions, which have largely survived to this day. The arrangement of utility functions had by then developed into a more fixed pattern with *Market Square* and the traffic routes acting as generators of most activities. South of the square was the financial district comprising mostly of offices, with the retail or shopping district to the north of the square.

*Market Square* also became more sharply defined by the emergence of many surrounding solid commercial double storey buildings. The square, on the other hand, remained untended, due mainly to the Government's 'laissez-faire' policy.





No efforts were made to beautify it in any way, as it remained a mere venue for cattle auctions and open air trading. This easy-going relationship is further illustrated by the rather unusual way in which the Government agreed to the conversion of Simmonds Street, between Market and Commissioner Streets, into an open-air exchange, flanked by the first *Stock Exchange Building*. At the request of the brokers and mining companies, this section of Simmonds Street which became known as 'Between the Chains', was blocked to traffic by the Mining Commissioner in 1889 by stringing chains along wooden posts.

Generally, there was a marked diversification in the size and other aspects of buildings, especially on the north side of *Market Square*. Shops all had distinctive markings and unlike the office buildings of the period, seldom shared a common roof. In all, there were many buildings of diverse sizes. They came to develop as some kind of buffer between the hustle and bustle of *Market Square* and the residential areas further to the north. There were far more verandahs to the buildings in the shopping district, which tended to create the impression that the buildings here were reaching out to the street.

The mining camp was rapidly being transformed into a mining town and this all happened before the end of the nineteenth century.

Certain patterns and groupings in the development of buildings were emerging and this was most noticeable in the unique architectural manifestations in the area of *Market Square*. Certain types of buildings tended to gravitate to specific areas. Architecturally, the upper portions of the facades of many buildings were accentuated and on the street fronts of the blocks, the attention was focused on the corners.

Prior to 1890, the buildings in the area of *Market Square* were all of more or less the same height (viz. one storey) and size, but now the centre of the mining town were starting to boast four to five storeyed buildings. Soon the densest building development and tallest buildings came to be found around *Market Square*. The visual form of the town centre, therefore, began changing at a startling pace, with the main thoroughfares now being Commissioner, Simmonds and Harrison Streets. Understandably, the character of these streets was influenced in turn, by the buildings lining them.

During the 1890s the financial district acquired a much more distinctive identity as a group of buildings. The successes of deep level mining had brought greater confidence in the future of the mining town, which was evidenced by the growing presence of bank buildings in the area. First came the (first) *Natal Bank Building* (1891) at 90 Market Street with its arched windows and prominent central pediment. This building was replaced by a four-storey edifice in 1899-1902 (the second *Natal Bank Building*) by the architects Carter and McIntosh. Next came the *National Bank Building* (1892) at 80 Market Street, replacing the *Beaconsfield Hotel*, a single storey corrugated iron structure. Its position was a strategic one, i.e. next to the second *Corner House* on the corner of Commissioner and Simmonds Streets, and opposite the *Market Building* on *Market Square*. Opposite the *National Bank Building* was the *Robinson Bank Building* (1895) at 78 Market Street.

The rest of the financial district comprised mostly financial office buildings, with the heart of the district remaining the (second) *Stock Exchange Building* with its annexe 'Between the Chains'. Undoubtedly, the most important office building in the financial district at the time was the second *Corner House* (built in 1889). The strategic location of this building opposite the (second) *Stock Exchange Building* was obvious.

The shopping district was also substantially expanded during the 1890s. As a result, the area opposite the north and northeast portions of *Market Square* became a well defined shopping precinct. Tall shopping complexes were erected. Previously, most shops were concentrated directly north of *Market Square* but now, the core of the shopping district shifted slightly – to around Pritchard Street. One of the reasons for this was that all the stands around *Market Square* had by then been built upon. The shops in Pritchard Street began to form a densely high wall of highly decorated shops. Pritchard Street was dubbed 'the Regent Street of South Africa'. The roofline of the



retail buildings was far more irregular because of the many gables and corner towers, while the ever-popular verandahs broke the monotony of the street wall. The verandahs along the streets provided space for social intercourse and gave the sidewalks a distinctive spatial expression. The first shops constructed in this period were of a simple design and modest in scale and ornamentation. Refer the reconstructed façade of the *Kimberley House* (1892) in Pritchard Street.

The *Government Buildings* nearby, had meanwhile been replaced by the *Rissik Street Post Office* (1895-97), which at the time was one of the largest buildings in the centre of the mining town. Because of its sheer size, it dominated the eastern aspect of *Market Square*.

One of the most important developments after the Second Anglo-Boer (South African) War, was when buildings height restrictions were changed from four to nine storeys. As the mineshafts therefore were being sunk deeper into the earth, maximum claim was being laid to the remaining space above the town. The former gay abandon of random turrets and high-pitched roofs was starting to make way for a reasonably disciplined array of block forms. White or off-white plastered wall surfaces began to replace the romantic red of face brick facades. Street surfaces also came to be better maintained.

The tallest buildings were to be found in the office or financial district. Foremost among these were the third *Corner House* and the *National Bank Building* (both nine stories tall), both of which were completed in 1904. Extending from the southeast corner of Market and Simmonds Streets to the northeast corner of Simmonds and Commissioner Streets, these two buildings reflected the financial and commercial power of private sector interests in the early development of the town.

Whereas Late Victorian buildings in the town centre could be easily identified by their highly personalised expression, those from the Edwardian period (i.e. approximately 1902-1910) and later years, shared in the commonality of overall block forms, flush facades and generally pale colouring. There were no distinctive roof shapes or gables, colourful variations of building material, or complex ornamentation.

The office and shopping areas around *Market Square* were further consolidated by more intensive development and were also extended at the same time. It was during this period that the Stock Exchange was relocated from Simmonds Street to *Marshall Square*. The existing *Meischke's Building* (adjoining the second *Natal Bank Building*) at the southeast corner of Market and Harrison Streets, also dates from this period. This historic building was completed in 1913.

In 1915, at the time of the official opening of the new *City Hall* (extant as the seat of the *Provincial Legislature*), much had happened to *Market Square* itself. All market-related activities had by then been suspended, while the *Market Building* was demolished to make way for a tram terminus in Harrison Street, opposite the newly-completed *City Hall*. A small park was laid out on the western portion of the square after 1915, by which time the town centre around *Market Square*, had become completely built up with buildings of four storeys and more.

Most of the subsequent new developments in the focus area occurred in the southern façade of the square, much as before 1900. Here the tallest buildings in the area, mainly white and conceived in classicist styles, formed a very dense wall. The spatial expression of the streets was much more regimented than during the 1890s. Buildings became much broader and higher so that the streets, which previously seemed generously wide, now appeared much narrower. Indeed, a tunnel effect was created in the financial and to a lesser extent, the shopping district where the street walls were densely packed with relatively tall buildings. In a sense, the buildings did not belong with the street anymore, nor the street with the buildings.

The taller buildings also had another effect on the street aspect. Their lateral walls and rear elevations were partially visible from the street and even from other buildings. These aspects of the buildings were not at all imposing, as they mostly comprised an



untidy maze of un-plastered brick walls, festooned with water and sewage vent pipes. "This dichotomy" according to Van Der Waal, which to some extent survives to this day, was the result of a façade orientation for architectonic effect on the one hand and an insensitivity to the communal visual experience of the street aspect as a whole on the other hand.<sup>2</sup>

The phenomenon of a consolidated building type actually dates from this period. The Beaux Arts as an architectural style eclipsed all other styles during this period whilst at the same time accommodating most of them. Many new buildings were effectively constructed as multi-purpose urban structures. These buildings were of a large-scale with powerfully modelled classicist ornamentation in a light-coloured façade, a strong roofline with gables or corner turrets, and a verandah with display windows at street level. Various shops were accommodated in these buildings at ground floor, while the remaining floors were used for office or residential purposes.

In 1926, the *Cenotaph* was unveiled on the block immediately west of the *City Hall*. This was followed a few years later in 1933-34 by the construction of the *Johannesburg Public Library* on the westerly portion of the area of *Market Square*. Subsequent landscaping east of the new *Johannesburg Public Library* included rows of trees, flowerbeds and lawns, which were divided in two by an east-west paved walkway.

The post-1920s period of modernism was to reach its pinnacle in the International Style of the 1930s. This was when Johannesburg (it was granted city status in 1928) acquired its metropolitan character with the CBD being built up with skyscrapers. The period was one of great technological progress extending well into the 1940s. There were many noteworthy developments and trends, one of which was that the city's streets were reduced to mere traffic channels. Somehow, new buildings in the city centre also tended to mirror the anonymity of the modern period by failing to bond with the bleak and smooth street surfaces. Lasting visual points of focus were lacking, as each new building seemed to compete for the absolute attention of onlookers. The trend was that of fragmentation and of a symbolic approach, which evidently continued in city planning after the Second World War. There was less cohesion between buildings and the streets in their immediate vicinity than ever before.

Whilst architects tried to incorporate a particular visual dynamism in their design of buildings, the same was not true of what happened after the Second World War. The building blocks were progressively characterised by familiar mechanical repetition and more so, technical perfection. During the preceding fifty years, the city largely tended to develop horizontally but the tendency after 1940 was to build even much taller buildings than before.

With its growing number of skyscrapers, many were of the view that the city was beginning to resemble a continuation of the New York influences of the 1930s. There were however no noteworthy changes in the immediate vicinity of *Market Square* in this respect.

The new buildings that were constructed in the area of *Market Square*, did however have one thing in common, i.e. the application of new building techniques and materials. After 1920 the usual steel-frame construction (e.g. refer the third *Corner House*) was replaced by reinforced concrete frame construction techniques. Whereas the focus during the first three decades was on the cuboid as the main building form, the attention was now progressively focused on the manipulation of building mass and the articulation of façade surfaces. The second *Lewis & Marks Building* (1935-7) at 63 and 65 President Street illustrate how mass grouping in a building block was used in terms of height differentials and façade articulation due to the prevailing 59-degree height restriction in planning regulations.

The buildings extant from this period in the focus area, south of former *Market Square*, are as follows:

<sup>2</sup> Van Der Waal, G-M.: From Mining Camp to Metropolis.



- second *New Library Hotel* (1938) at the northwest corner of Fraser and Commissioner Streets;
- *SA Permanent Mutual Building* (1941) – extant as the *Peoples Bank Building* - on the northwest corner of Simmonds and Commissioner Streets;
- *SA Mutual Building* (1938-39) diagonally opposite the *City Hall* (extant as the *Provincial Legislature*) in Harrison Street, between Market and Commissioner Streets;
- second *Rand Water Board Building* (1941) at 3 Fraser Street; and
- *Volkskas Building* (now *ABSA Building*), dating from 1949, at 74 and 76 Market Street.

The following buildings were all constructed during the 1950s and 1960s in the financial district, south of former *Market Square*:

- *RSA Building* (1953) in Market Street, next to the *Volkskas Building*;
- the 12 storey *Sanlam Building* (1954) on the north-east corner of Sauer and Commissioner Streets (since demolished);
- *Reinsurance Building* (extant as the *Avril Malan Building*), dating from 1955, at the northwest corner of Sauer and Commissioner Streets;
- *African Guarantee Building* or *Litorn House* (now known as *Thusanong*) at 69 and 71 Commissioner Street, dating from 1959;
- second *Colonial Bank Building* (extant as the *First National Bank Building*) at the southwest corner of Market and Simmonds Streets, completed in 1959; and
- *Custom House* (1967) at the southwest corner of Market and Fraser Streets.

With the construction of the 26 storey *Bank of Lisbon Building* (ca. 1968) in Sauer Street, west of the *Johannesburg Public Library*, the western approach to the area of former *Market Square* became dominated by a real Modernist skyscraper.

Except for the second *Lewis & Marks Building* which was extensively altered during the 1980s, most of the existing buildings in President Street, north of the civic complex comprising the *Johannesburg Public Library*, *Dr Beyers Naudé Square*, and the *Cenotaph*, are relatively modern edifices. Of interest is the fact that the buildings that were replaced by these modern structures, were generally of limited conservation interest.

Starting in the 1960s, the following buildings were erected in the focus area in President Street:

- *Executive Centre* (1969-70), now known as the *Chief Albert Luthuli Building*, at the northeast corner of President and Sauer Streets, opposite the *Public Library Building*;
- *Standard Bank Building* (1964) at 55 and 57 President Street, currently known as the *Library Chambers*;
- *Sage Centre* (1974), at 59 and 61 President Street;
- *Exchange Square* (1975), north of the area of the *Cenotaph*; and
- *Mutual & Federal Building* (1990) at 75-81 President Street.



It is evident from the above exposition that the area of the proposed new Precinct development, has been the breeding ground throughout its existence, for continued change. Buildings were demolished and replaced with new buildings, which in turn had to make way for more functional and 'modern' buildings offering more and more shops, offices, and on-site parking facilities.

The following statement by Van Der Waal is therefore particularly useful, as it helps to contextualise and appreciate the dynamics inherent in the historic development of the focus area: "Johannesburg...has always striven for 'renewal'. In the course of the century most of the sites in the centre of this 'instant' city have been built upon at least three or four times. Although one's view of the city is therefore of necessity foreshortened, one is aware of particularly complex strata of development, which may in fact compensate adequately for the city's lack of ancient history roots. The problem, however, is that very little has been salvaged in the city's present urban limits which could facilitate one's understanding of this fascinating process. The historically valuable city centre is, owing to continual 'renewal', disappearing at an alarming rate."<sup>3</sup>

<sup>3</sup>

Van Der Waal, G-M.: From Mining Camp to Metropolis.



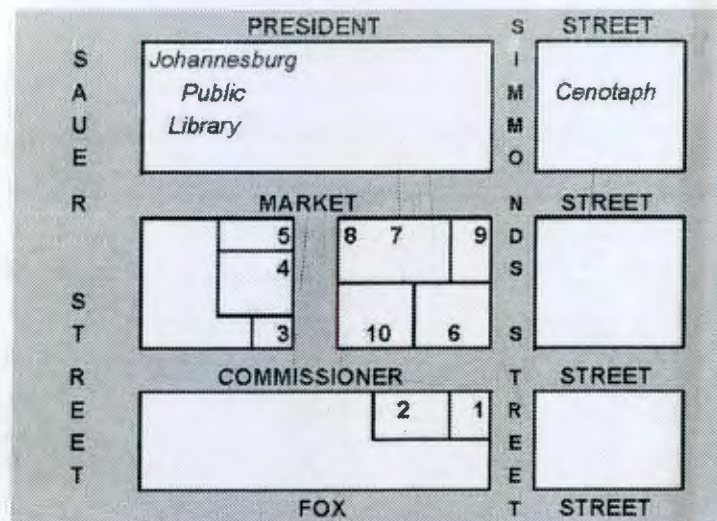
**6. FINDINGS FROM THE INVESTIGATION**

**6.1 Identification, mapping and assessment of the significance of affected heritage resources**

In this section of the report, a distinction is made between heritage resources which will be directly affected by the proposed new Precinct development as opposed to heritage resources that will be indirectly impacted. Refer to 4.4 Evaluation of the impact of the proposed new Precinct development on heritage resources.

**6.1.1 Directly affected heritage resources**

The buildings, of which the locations are shown below, will be directly impacted i.e. demolished.



Not to scale

- 1 Clegg House (6.1.1.1)
- 2 SARB House (6.1.1.2)
- 3 Second New Library Hotel (6.1.1.3)
- 4 Second Rand Water Board Building (6.1.1.4)
- 5 Custom House (6.1.1.5)
- 6 Peoples Bank Building (6.1.1.6)
- 7 Volkskas Building (6.1.1.7)
- 8 RSA Building (6.1.1.8)
- 9 First National Bank Building (6.1.1.9)
- 10 Thusanong (6.1.1.10)

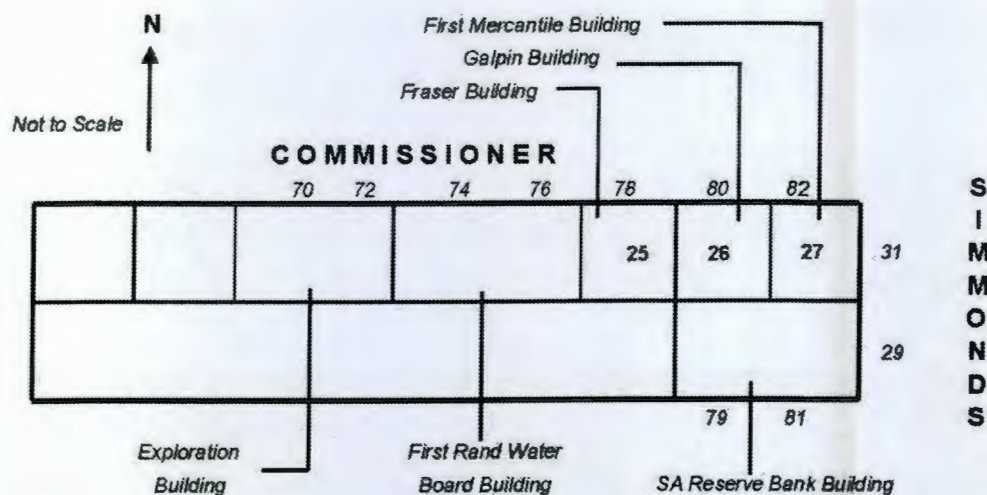


Historical backdrop to the phased redevelopment of the city block bounded by Sauer, Commissioner, Simmonds, and Fox Streets, Marshallstown: 1934

The two oldest of the ten buildings proposed for demolition, i.e. *Clegg House* and *SARB House*, are situated on the same city block as the existing *Matlotlo House*, hereafter referred to as the *SA Reserve Bank Building*, and *Imbumba House* (*GPG Shared Services Building*), previously known as the *Goldfields Building*.

Situated at 78 and 80 Commissioner Street in the early 1930s, were the *Fraser Building* and the *Galpin Building*, respectively, both of which dated from the late 1890s.

At 74 and 76 Commissioner Street, stood the first *Rand Water Board Building* (1926).



The city block bounded by Commissioner, Simmonds, Fox and Sauer Streets: 1934

Located on the adjoining two stands, at 70 and 72 Commissioner Street, was one of the most valuable buildings, ever to embellish the financial district. Designed by the architect W.H. Stucke, and completed in 1898, the five storey *Exploration Building* according to Van Der Waal, was "an exceptional addition to Johannesburg's architecture."<sup>1</sup>

In the 1930s, the first in a series of developments commenced which were to dramatically change the character of this city block and result in the demise of some valuable buildings from the early days of Johannesburg. The first of these developments, dating from early 1934, was the construction of the *SA Reserve Bank Building*, on the northwest corner of Simmonds and Fox Streets, and the second *Mercantile Building* (now *Clegg House*), on the adjoining corner site, followed by the construction of the *Transvaal House* (now *SARB House*) at 78 and 80 Commissioner Street.

The *SA Reserve Bank Building* was designed in 1934 by the architects Gordon Leith & Partners to house the Johannesburg branch of the South African Reserve Bank. The fact that they were the architects of the first *Rand Water Board Building*, was no coincidence. The *SA Reserve Bank Building* was completed in February 1938.

By the time of their appointment by the SA Reserve Bank, the principal architect Gordon Leith, had designed the *Park Station* (1927-32) in Johannesburg in association

<sup>1</sup> Van Der Waal, G-M.: From Mining Camp to Metropolis.



with the architect Gerhard Moerdijk. Leith had just completed the plans of the *Queen Victoria Maternity Hospital*, and was busy working on the plans for the *Johannesburg Hospital Nurses' Home*, as well as the *Germiston Town Hall*. The subsequent appointment of Leith and his partners to design the main block of the *Johannesburg General Hospital* (1936-39), and the *Barclays Bank Building* (1938-41)<sup>2</sup>, on the corner of Commissioner and Harrison Streets, confirms the special status afforded at the time to the partnership, and especially Leith.

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<sup>2</sup> Walker, J. and Van Der Waal, G-M.: *Architects in South Africa 1780 -1940*, draft manuscript; Chipkin, C.M.: *Johannesburg Style – Architecture & Society 1880s-1960s*.





#### 6.1.1.1 Clegg House, corner Commissioner and Simmonds Streets

##### Introduction

The South African Townships, Mining and Finance Corporation Ltd., of which Sir Abe Bailey was the chairperson, was registered on 13 July 1896, as the Witwatersrand Township, Estate and Finance Corporation Ltd. The Corporation was a controlling finance group with interests in many fields of economic activity. By 1936, the Group comprised companies such as the African Farms Ltd., Pretoria Townships Ltd., South African Gold Mines Ltd., Malvern Estates Ltd., Rhodesia and Union Farms and Lands Ltd., Suburban Townships Company Ltd., Auckland Park Real Estate Ltd., and the Transvaal Exploring Land and Minerals Company Ltd.

The townships held by the South African Townships, Mining and Finance Corporation, one of the largest property owning groups of companies of its time in South Africa, included Jeppeshtown, Fordsburg, Auckland Park, Rossmore, Brixton, Hurst Hill, Wolhuter, Malvern, and North Doornfontein. The Group also owned substantial mineral and property rights in other regions, such as Witbank in present-day Mpumalanga, and Swaziland.<sup>1</sup>

The South African Townships, Mining and Finance Corporation Ltd., was taken over by the Anglo American Corporation in 1942.<sup>2</sup>

<sup>1</sup> The African World – Johannesburg Golden Jubilee Number 1886-1936.  
<sup>2</sup> Rosenthal, E. [Ed.]: Encyclopedia Of Southern Africa, Vol.1, A-L.

*Shill weah*



### History of the building

The architectural practice of J.A. Moffat & Harvey were appointed sometime during 1933 by the Mercantile Buildings Company Ltd., to work on plans for a proposed new headquarters building for Sir Abe Bailey's group of companies, at the corner of Commissioner and Simmonds Streets. The new building which was to be an office building with shops at ground floor, was intended to replace the first *Mercantile Building* dating from 1892.

The senior partner in the practice was John A. Moffat, after whom the building of the Faculty of Architecture of the University of the Witwatersrand was named. In 1928, John Harvey became a partner in the practice. One of their appointments at that stage, culminated in the construction in 1928-34 of the *St Andrews Building Society Building* in Commissioner Street.<sup>3</sup>

The Moffat and Harvey partnership ended in 1936, with the untimely death of Harvey in Johannesburg. This was a severe loss to Moffat, since it is believed that Harvey had performed most of the practice's business, after Moffat's involvement in a serious car accident in about 1933.<sup>4</sup> It is probable that Harvey did most of the work on the proposed new building at 31 Simmonds Street.

On 30 January 1934, the submission drawings prepared by J.A. Moffat & Harvey for the proposed new building were passed by the City Council. Constructed with a reinforced concrete frame, the building was completed by the end of 1934. It had been shown by then that concrete structures could be erected much more quickly than steel-frame structures, with architects and builders making use of concrete to an ever greater extent.<sup>5</sup> The time it took to construct the second *Mercantile Building*, was proof enough of this.

Some of the contracts known to have been awarded for the construction of the building, were as follows: reinforced concrete engineers – Sayle and Rossaak (Pty.) Ltd.; heating – A.E. Barker; pipes and fittings for sanitary works – City Engineering Works (Pty.) Ltd.; and electric light fittings – British General Electric Co., Ltd.<sup>6</sup>

On completion, the second *Mercantile Building* stood as a monument to the achievements of the mining magnate and parliamentarian, Sir Abe Bailey, and his contribution to the development of the South African economy. According to Graumann, "Johannesburg...knew Bailey as a leading financier. Before one could say Jack Robinson, he had a finger in every pie. He had the happy knack of smelling out the 'goods'. He was always...alive to fresh possibilities; no proposition, however big, was beyond his enterprise or resources."<sup>7</sup>

The administrative offices of the South African Townships, Mining and Finance Corporation Ltd., were located in the building, as well as the offices of various member companies of the Group itself, such as the Rhodesia Corporation, Platinum Lands of Lydenburg, Hendies Gold Mines, Leeuwoort Tin Mines, West End Diamonds, the Welgedacht Exploration Company, Albion Collieries, and the Federal Insurance Corporation of South Africa. Sir Abe Bailey's office was on the First Floor of the building.<sup>8</sup> The building was also for many years home to the estate and insurance agents, Kuper & Co., Ltd.<sup>9</sup>

<sup>3</sup> Walker, J. and Van Der Waal, G-M.: Architects in South Africa 1780 -1940, draft manuscript.

<sup>4</sup> *Ibid.*

<sup>5</sup> Van Der Waal, G-M.: From Mining Camp to Metropolis.

<sup>6</sup> Cumming-George, L.: Architecture In South Africa, Vol. Two, 1934.

<sup>7</sup> *Vide* Graumann, H.: Rand Riches And South Africa: A Pioneer's Searchlight.

<sup>8</sup> The United Transvaal Directory 1937.

<sup>9</sup> *Ibid.*: The Rand-Pretoria Directory 1954.



*View of the second Mercantile Building and its neighbour, the Transvaal House, c.1935  
(From *The African World: Johannesburg Golden Jubilee Number 1886-1936*).*

By 1949, nine years after Sir Abe Bailey had passed away, the Mercantile Buildings Company had changed its name to New Clewer House Ltd.<sup>10</sup> Available evidence suggests, however, that the building had been known as the *New Clewer House* since as early as 1937.<sup>11</sup>

Little is known about the use of the shops at Ground Floor, except that one of the tenants in the mid 1950s was trading as Union Watchmakers.<sup>12</sup>

In later years, the building was known as the *Provident Assurance House*. This name was clearly connected to the Provident Assurance Corporation of South Africa Ltd., whose Transvaal Branch offices were located in the building. The building at the time, was also home to the Credit Corporation of South Africa Ltd.<sup>13</sup>

At a meeting of the Directors of New Clewer House Ltd., held on 4 June 1964, it was decided that "the sale of Provident Assurance House...to the S.A. Reserve Bank for the sum of R300 000.00 be and is hereby approved."<sup>14</sup> The Directors of the Company at that stage, were C. Cohen, R.J. Weiner, S.W. Lief, and John Richard Ralph Wells.<sup>15</sup> The sale was formalised on 15 October 1964, when the property was registered in the name of the SA Reserve Bank.<sup>16</sup>

<sup>10</sup> Certificate of Conversion of Freehold Title F.1667/1924 dd. 11 June 1924 (Deeds Office, Johannesburg).

<sup>11</sup> The United Transvaal Directory 1937.

<sup>12</sup> The Rand-Pretoria Directory 1954.

<sup>13</sup> The Rand-Pretoria Directory 1960.

<sup>14</sup> Deed of Transfer T.12698/1964 dd. 15 October 1964 (Deeds Office, Johannesburg).

<sup>15</sup> *Ibid.*

<sup>16</sup> *Ibid.*



The building was now renamed *Clegg House* after Dr William H. Clegg, who was appointed in December 1920 as the first Governor of the SA Reserve Bank. He served two full terms of five years, plus an additional year at his own request. As the first Governor of the SA



Reserve Bank, it was Dr Clegg's responsibility to place the work of the Bank on a sound footing. The problem initially was that there was a general lack of knowledge and an understanding of the nature and functions of a central bank. Dr Clegg, originally, also had to contend with certain shortcomings in the Reserve Bank Act which hampered the work of the Bank. After retiring as Governor of the SA Reserve Bank in December 1931, Dr Clegg returned to England where he served as an Executive Director on the Court of Directors of the Bank of England.<sup>17</sup>

*Photo: Dr William Henry Clegg (From Previous Governors of the South African Reserve Bank: <http://www.reservebank.co.za/>).*

After its takeover by the SA Reserve Bank, the building accommodated the Bank's Money Market Department, the Governor's Suite, the Bank's Workshops, and its Security Department.<sup>18</sup>

From available information, the building was still home to a variety of tenants during the 1960s, after it was taken over by the SA Reserve Bank, including the Natal Building Society (Sub-Branch) and Powell's Pharmacy, both at Ground Floor; Les Girls; and Pierre & Mario.<sup>19</sup> Tenants during later years, included Browns Personnel, Euro Finance, Euro Technology, Financial Advisors, The Tony Trust, Van Der Want Nielsen & Rostin Land Surveyors, the Namibia Economic Development Consortium, FACTS Investors' Group, George Lea Hobbs Stockbrokers, and R.S. Glyn Stock and Sharebrokers.<sup>20</sup> By 1994 however, the building did not accommodate any more tenants.<sup>21</sup>

It appears from the what limited information could be sourced from the extant plans record of the building, that extensive work was carried out to both *Clegg House* and *SARB House* in 1982. This seems to have formed part of an overall refurbishment project. In their plans submission to Council, the architects for the project, Mallows Louw Hoffe & Partners, estimated that the proposed work to the buildings would cost R100 000.00.<sup>22</sup>

In 1996, the SA Reserve Bank's Johannesburg operation was relocated to the Bank's newly-completed premises in Newtown.<sup>23</sup> This meant the end of another chapter in the history of *Clegg House*, which has been standing vacant since the SA Reserve Bank's relocation nine years ago.

In July 1997, a permit application was submitted by the Department of Transport and Public Works, GPG to the former National Monuments Council (NMC) for the proposed demolition of

<sup>17</sup> <http://www.reservebank.co.za/>.

<sup>18</sup> Information furnished to the author by J. Doncer, SA Reserve Bank Johannesburg, 7 April 2005.

<sup>19</sup> The Rand-Pretoria Directory and Buyers' Guide 1965, 1968, and 1970.

<sup>20</sup> The Rand-Pretoria Directory 1985/86; information sourced from inspection and survey of building by the author and associates on 6 January 2005.

<sup>21</sup> Information furnished to the author by J. Doncer, SA Reserve Bank Johannesburg, 7 April 2005.

<sup>22</sup> Plans record: Stand 27, Marshallstown (Building Control, City of Johannesburg).

<sup>23</sup> Information furnished to the author by J. Doncer, SA Reserve Bank Johannesburg, 7 April 2005.



both *Clegg House* and *SARB House*. It was explained to the NMC that these buildings, together with the *SA Reserve Bank Building*, had been offered to the GPG by the SA Reserve Bank. Were the GPG to accept this offer, their intention was clearly to demolish the buildings.<sup>24</sup> The NMC, however, refused to approve the demolition permit application, on account of their concern for "the conservation of Johannesburg's Art Deco buildings..."<sup>25</sup> The NMC considered the buildings an integral part of the City's collection of Art Deco buildings.

The ownership of *Clegg House* currently rests with the GPG, who in 2002, purchased this building, together with *SARB House* and the *SA Reserve Bank Building*, from the SA Reserve Bank. Registration of ownership was finalised on 29 November 2002.<sup>26</sup>

### Architectural description

The *Mercantile Building* as it was then named, was designed by the well known Johannesburg practice of Moffat & Harvey in 1934. Based on the Art Deco style with Edwardian and Modernist influences, the building comprised of a basement, ten office floors and service accommodation on the roof.

Constructed over a single rectangular stand on a prominent street corner, the ground plan was arranged as a basic L-shape with broad stem and narrow foot. The longer façade (onto Simmonds Street) was divided into five structural bays, the two end bays and centre bay narrower than the two they flanked. The shorter, north facing façade (onto Commissioner Street) was divided into four bays, being largely a mirrored image of the adjacent façade (with the exclusion of the entrance bay and the Second Floor balcony.)

The entrance to the building was made from Simmonds Street beneath the left hand end bay into a generous Entrance Hall with two lifts "wrapped" by a three sided stair. At Ground Floor the lift shaft cage was formed of a geometric brass screen the design of which related to the elaborate design of the stair balustrade. The stair treads are terrazzo (apparently pre-cast).

A broad service passage presumably flanked the Entrance Hall and provided access to the rear service yard. The balance of the Ground Floor was occupied by shops (none of which remain).

The ten floors of offices were accommodated within the L-shaped floor plate, with an offset T-shaped corridor providing access to two bands of cellular office space. The passage of most floors was terminated with a narrow Records Room, adjacent to the fire Escape stair.

Minimally sized Cloakrooms (alternating between male and female) were located off the second landing of the main stair case.

The design of the Simmonds Street façade is characterized by a subtle interplay of plastered surface planes. Vertically the façade is divided into five separate bays; the central bay (like the extreme right and extreme left bay) are narrow and only accommodate one window module. The two bays flanking the central bay are broader and project slightly beyond the other three bays; each bay width accommodates a paired window module.

The three middle bays are interrupted (at a height corresponding to the cornice of the adjacent *SA Reserve Bank Building*) with a broad, slightly projecting band' which terminates the vertical emphasis and articulates the façade into separate planes.

Immediately above the horizontal band, the central bay is recessed to form two balconies. One floor above the pavement canopy is a substantial projecting balcony which in turn is surmounted by another three smaller balconies (midway between the canopy and the projecting band). The significant details of this façade are carried through onto the Commissioner Street façade but here there is an offset symmetry with the three central bays flanked only by the left hand side bay.

<sup>24</sup> SAHRA File 9/2/228/150: Johannesburg – Reserve Bank, Fox Street.

<sup>25</sup> NMC – Department of Transport and Public Works, GPG, 21 July 1997 (SAHRA File 9/2/228/150: Johannesburg – Reserve Bank, Fox Street).

<sup>26</sup> Deed of Transfer T.86271/2002 dd. 29 November 2002 (Deeds Office, Johannesburg).



The topmost floor of the building was recessed from both the façades in compliance with the town planning requirements of the time.

The fenestration of both façades utilized standard steel windows (in each case a pair of casements with a fanlight over). The entire façade was inscribed with horizontal lines matching the head and cill height of these windows.

An unusual feature is the use of moulded decorative plaster panels at strategic positions on the façade. These vary from classically inspired panels to typically Art Deco mouldings and details.

#### **Alterations**

At Ground Floor a large vehicle entrance has been inserted which provided drive through access to the adjacent *SARB House*. All original shops have been removed and the Ground Floor shop fronts clad to match the cladding on *SARB House*.

While the office accommodation has been variously adapted over time, significant fabric has survived such as in-situ plastered cornices, glazed hardwood doors and frames, brass ironmongery, and original floor finishes etc.

The Reserve Bank also made certain changes to accommodate high security functions and this did impact on the Simmonds Street façade where some windows have been closed with plastered brickwork.

**Photographic record**

- Below left:* east elevation (onto Simmonds Street) showing arrangement of projecting and recessed balconies and architectural arrangement of façade.
- Below centre:* detail of decorative balusters and hood mould to door.
- Below right:* carefully detailed plasterwork to projecting canopy.



- Below left:* building corner with mirrored balconies.
- Below right:* detail of Art Deco influenced plaster panels and applied decorative motifs.



- Below left:* plaster mouldings, plaster medallion and horizontal plaster setbacks.
- Below right:* detail of ceiling to Entrance Lobby.



*Below left: fine bronze stair balustrade and handrail and ornate lift shaft cage.  
Below right: typical lift lobby at upper floors with later over-cladding of lift cage.*



*Below left: large meeting room or Boardroom with panelled walls and fireplace detail.  
Below right: detail of window in panelled wall.*



*Below left: detail of decorative metal lift shaft cage.  
Below right: typical office floor with original glazed timber doors with fanlights (some internal division walls removed).*







#### 6.1.1.2 SARB House, 78 and 80 Commissioner Street

##### History of the building

In the climate of optimism following the Depression of 1931-1932, and in the midst of a subsequent building boom in Johannesburg<sup>1</sup>, one of the many buildings that was constructed in 1934, was a new multi-storey office building for the Transvaal Properties Ltd. This building was to replace both the *Fraser Building* at 78 Commissioner Street and the *Galpin Building* at 80 Commissioner Street, which buildings were acquired by the Transvaal Properties Ltd., between 1920 and 1927.<sup>2</sup>

The Company appointed the architects J.C. Cook & Cowen, one of the most prolific practices of its time in Johannesburg. "By far the busiest architects of 1933-4," according to Herbert, "and the most influential because of the sheer bulk of their buildings in the urban environment, were Cook and Cowen, who were building no less than fourteen major buildings, practically all blocks of flats, at the beginning of 1934."<sup>3</sup>

Of the great number of apartment and office buildings produced by James C. Cook and Maurice Cowen in the City between 1927 and 1945, special mention must be made of

<sup>1</sup> Herbert, G.: *Martienssen and the International Style – The modern movement in South African Architecture.*

<sup>2</sup> Deed of Transfer L.125/1920 and Deed of Transfer F.5380/1927 dd. 22 December 1927 (Deeds Office, Johannesburg).

<sup>3</sup> Herbert, G.: *Martienssen and the International Style – The modern movement in South African Architecture.*



*Roehampton Court* (1936) in Bree Street, *Stanhope Mansions* (1935) in Plein Street, *Dorchester Mansions* (1932) in Rissik Street, *Dunvegan Chambers* (1934) in Pritchard Street, and *Broadcast House* (1937), *Shakespeare House* (1938), the *C.N.A. Building* (1935), and the *His Majesty's Building* (1945), all in Commissioner Street.<sup>4</sup> It is a great tribute to the Cook and Cowen partnership that of these eight buildings, only *Roehampton Court* and *Shakespeare House* are not included in the list of Johannesburg's Top 20 Art Deco buildings.<sup>5</sup>

The drawings for the proposed new building by J.C. Cook & Cowen were approved by the City Council on 15 March 1934. Deviation plans were later submitted, as necessitated by a decision to add more floors to the new building. These plans were finally approved on 30 January 1935. The building, to be known as the *Transvaal House*, was completed less than eight months later in September 1935<sup>6</sup>, less than a year after its neighbour, the second *Mercantile Building*.

The building subsequently housed the offices of a wide range of private sector concerns, such as insurance, mining, and construction companies. Located in the building by 1937, as an example, were the offices of African Associated Mines Ltd., Afrikander Gold Mines Ltd., Ironside Construction, the Mine & Industrial Equipment Company, the General Life Assurance



Company, L.H. & A. Behrmann (General Accident Fire & Life Assurance Corporation Ltd.), and the Johannesburg Commercial & Finance Corporation. The building, at that stage, was also home to the African Greyhound Racing Association, the Royal Automobile Club of South Africa, Lever Bros. (SA) Pty Ltd., Marble Lime & Associated Industries Ltd., and the Transvaal Wholesale Wine & Spirits Merchants Association. Of interest is the fact that the well known architects Harold Le Roith and Philip Karp were practicing from the building in 1937. The Reuter S.A. Press Agency was also accommodated in the *Transvaal House*.<sup>7</sup>

*View of Transvaal House with shops at Ground Floor, at the time of the completion of the building in 1935, flanked by the newly-completed second Mercantile Building (on the left) and the first Rand Water Board Building on the right. (From The African World: Johannesburg Golden Jubilee Number 1886-1936).*

In October 1944, the building was purchased for an amount of £140,000.0.0 by New Clewer House Ltd., the then owners of the neighbouring *New Clewer House* (now *Clegg House*). One of the Directors of Transvaal Properties, Cecil Gordon Behrmann, was designated to conclude the sale on behalf of the Company.<sup>8</sup>

<sup>4</sup> Walker, J. and Van Der Waal, G-M.: Architects in South Africa 1780 -1940, draft manuscript ; Bruwer, J.J. and Bruwer, C.J.M.: Heritage Survey of Johannesburg City Buildings, Phase Two, April 2004.

<sup>5</sup> <http://home.intekom.com/parktown/artdeco/>.

<sup>6</sup> Plans record: Stands 25 and 26, Marshallstown (Building Control, City of Johannesburg).

<sup>7</sup> The United Transvaal Directory 1937.

<sup>8</sup> Deed of Transfer F.10065/1944 dd. 5 October 1944 (Deeds Office, Johannesburg).



The building was known as *Transvaal House* until 1948, when it was sold to Eagle Star House Johannesburg Ltd. The decision to sell the building was taken at a meeting of the Directors of New Clewer House Ltd., which was held on 28 June 1948 and attended by L.P. Kent, J.H. Dreyer, G.H. Gott, J. Milne, and C.S. Milford.<sup>9</sup>

*Transvaal House*, henceforth, known as *Eagle Star House*, became the Headquarters of the Transvaal Branch of the Eagle Star Insurance Co., Ltd., headed at the time by D.K. Lang.<sup>10</sup>

Interesting tenants of the Ground Floor shops at the time (and during subsequent years) were the Jewish Book Centre, Spearhead Stationers, the Union Arms & Ammunition Company, Goldbergs Bookshop, and the Empire Pharmacy.<sup>11</sup>

The building again changed hands on 30 August 1963, when Stands 25 and 26, Marshallstown, were registered in the name of the SA Reserve Bank, who had offered to purchase the building for R460 000.00 from Eagle Star House Johannesburg Ltd.<sup>12</sup>

The building was subsequently renamed *SARB House*. While the offices at First Floor and Second Floor were occupied by the Bank's Note Processing and Waste Departments<sup>13</sup>, the remaining floors of the building continued to house the offices of mining and insurance companies and associated concerns, as well as legal practitioners and other interesting entities.

During the 1980s, tenants accommodated in the building included Shell Insurance Brokers, Carlton Scene, Offshore Diamond Company, Threadneedle Properties, Philip Hill Securities Corporation, SA Machine Tools, H/S Brokers, Jurgens Carpets, Losele Copper, Ravern Investments, The Reef Trust, Flesch Financial Forecasts Services, and the Attorneys A.K. Mia and Faruk Kajee. Of special interest is the fact that Orlando Pirates had an office on the Eleventh Floor in 1987-88, and that office space was also rented by Goldfields during the 1980s on the Seventh Floor of the building.<sup>14</sup>

From the limited information that could be sourced from the extant plans record of the building, it appears that extensive work was carried out to both this building and *Clegg House* in 1982. This seems to have formed part of an overall refurbishment project. In their plans submission to Council, the architects for the project, Mallows Louw Hoffe & Partners, estimated that the proposed work to the buildings would cost R100 000.00.<sup>15</sup>

In 1996, the SA Reserve Bank's Johannesburg operation was relocated to the Bank's newly-completed premises in Newtown.<sup>16</sup> This also meant the end of a chapter in the history of *SARB House*, which has been standing vacant since the SA Reserve Bank's relocation nine years ago.

In July 1997, a permit application was submitted by the Department of Transport and Public Works, GPG to the former National Monuments Council (NMC) for the proposed demolition of both *SARB House* and *Clegg House*. It was explained to the NMC that these buildings, together with the *SA Reserve Bank Building*, had been offered to the GPG by the SA Reserve Bank. Were the GPG to accept this offer, their intention was clearly to demolish the buildings.<sup>17</sup> The NMC, however, refused to approve the demolition permit application, on

<sup>9</sup> Deed of Transfer F.9154/1948 dd. 9 July 1948 (Deeds Office, Johannesburg).

<sup>10</sup> The Rand-Pretoria Directory 1954.

<sup>11</sup> *Ibid.*; The Rand-Pretoria Directory 1960.

<sup>12</sup> Deed of Transfer T.7976/1963 dd. 30 August 1963 (Deeds Office, Johannesburg).

<sup>13</sup> Information furnished to the author by J. Doncer, SA Reserve Bank Johannesburg, 7 April 2005.

<sup>14</sup> Rand-Pretoria Directory and Street Guide 1985/86 and 1987/88.

<sup>15</sup> Plans record: Stand 27, Marshallstown (Building Control, City of Johannesburg).

<sup>16</sup> Information furnished to the author by J. Doncer, SA Reserve Bank Johannesburg, 7 April 2005.

<sup>17</sup> SAHRA File 9/2/228/150: Johannesburg – Reserve Bank, Fox Street.



account of their concern for "the conservation of Johannesburg's Art Deco buildings..."<sup>18</sup> The NMC considered the buildings an integral part of the City's collection of Art Deco buildings.

The ownership of *SARB House* currently vests with the GPG, who in 2002, purchased this building, together with *Clegg House* and the *SA Reserve Bank Building*, from the SA Reserve Bank. Registration of ownership was finalised on 29 November 2002.<sup>19</sup>

### Architectural description

Designed in 1934 by the prominent firm of architects, J. C. Cook & Cowen, this early "skyscraper" in the Art Deco style comprised of a ground floor, 11 office floors and service accommodation on the Thirteenth Floor.

Constructed over the full width of two standard Johannesburg erven, the ground plan was arranged symmetrically and was divided into five narrow linear bays. The middle bay formed the entrance into the building with a series of three separate spaces creating a clear hierachial progression from the street to the stairwell within. A rectangular off-street lobby gave access through a generous double door (with geometric fanlight) into a linear lobby space, which in turn led into the square stairwell (with a narrow stair "wrapping" around three sides of the open lift shaft).

The middle entrance bay was flanked on both sides by a pair of narrow shops, each extending almost the full length of the site. All four shop spaces had a square recessed off-street entrance lobby, and the two shops directly adjacent to the building's entrance hall each had a small strongroom. All four shops were provided with "glass-crete" panels in their concrete roofs to allow natural light into the deep space created. A narrow service alley was situated on the western side of the site giving access to a small courtyard.

The 11 floors of offices were accommodated within a narrow tower block, with each floor split into two bands of cellular offices separated by a narrow passage running the length of the building. The passage was terminated at each end with a small fire proof record room. The cellular offices were arranged in a variety of different permutations, presumably to accommodate the specific requirements of the original tenants. The cloakrooms were located adjacent to the stairwell.

Externally the design of the street façade responded directly to the five bay Ground Floor layout. The central bay of the façade (marking the entrance to the building) was the most prominent, rising the full height of the building and "cascading" over the roof level with three decorative plaster pilasters forming a typical "frozen fountain" Art Deco motif formed.

Flanking the central bay, on either side, were two projecting bays which terminated two storeys lower than the central bay and which served to articulate and enliven the façade. These two bays were supported at First Floor level on decorative corbelled brackets. As these two bays projected beyond the boundary line special application was made to the Local Authority to permit this.

The two flanking side bays were recessed back to the boundary line and these two terminated one storey higher (than the two flanking bays). Each side bay was provided with a projecting balcony on decorative stepped brackets at Third Floor level.

The fenestration on the street elevation was all standard steel windows used in various combinations. The façade was enlivened by various stepped, incised and ruled moulded plasterwork, typically Art Deco in its styling. The whole façade was carefully ordered, proportioned and considered to create a unified whole, clearly rooted in the Art Deco movement.

Internally the Entrance Hall and Foyer were well detailed and articulated with typically Art Deco style receding and layered planes and geometric motifs. The cellular offices were

<sup>18</sup> NMC – Department of Transport and Public Works, GPG, 21 July 1997 (SAHRA File 9/2/228/150: Johannesburg – Reserve Bank, Fox Street).

<sup>19</sup> Deed of Transfer T.86271/2002 dd. 29 November 2002 (Deeds Office, Johannesburg).



provided with decorative brass ironmongery on typical glazed timber doors of the period. The windows lighting the stairwell were arranged in groups of three with interesting stepped lintels and cills.

### Alterations

By 1947, Reuters Ltd., the international news agency was accommodated in the building and L. Filipek, (an Engineer) submitted drawings for a small flat roofed room to be constructed in the southwest corner of the site (within the existing yard) to accommodate "Reuters Messenger Boys (sic)."

In 1951, the linear shop space (directly to the east of the entrance lobby) was tenanted by Union Arms and Ammunition and drawings were submitted describing various minor internal alterations to the shop.

The owners of the building (by 1958 known as *Eagle Star House*) decided to upgrade the small tea kitchens on each floor and to install a urinal in each of the Men's Cloakrooms (on alternate floors). The Ladies Cloakrooms remained unchanged. The architects for these minor works were Nurcombe, Summerley, Ringrose & Todd.

By 1982, various internal alterations were designed for the SA Reserve Bank by Mallows, Louw, Hoffe and Partners. Due to the high security rating of the building these plans were not permitted to be held in the City Councils' plan submission files. The changes presumably included the creation of four substantial vehicle entrances (two on each side of the Main Entrance) thereby removing completely the shops at Ground Floor but permitting vehicles to enter to the rear of the site; the cladding of the Ground Floor façade (to match that applied to *Clegg House*); various internal changes to partially link the building to *Clegg House* and the *SA Reserve Bank Building* and the necessary work to separate and secure the remainder of the building from the SA Reserve Bank portions.

### Photographic record

*Below left:* detail of "frozen fountain" motif cascading over the roof level.

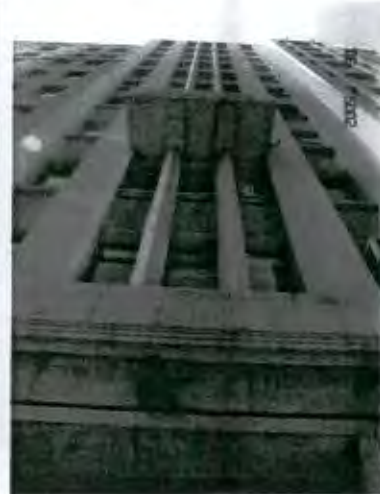
*Below right:* detail of base of building showing recessed and projecting planes, strong verticality and two projecting balconies.



*Below left:* projecting bracket detail forming pilaster capital to l.h.s. and r.h.s. bays.

*Below centre:* finely detailed and crafted 'V-profile' plaster moulding.

*Below right:* detail of verticality of end-bay partially interrupted by balcony.



*Below left:* modern vehicle entrance with bronze panels, installed by the Reserve Bank.

*Below centre:* detail of decorative plastered corbelled bracket to First Floor balcony.

*Below right:* Entrance Lobby with banded architrave, wall panelling and moulded cornice.



*Below left: Entrance Hall with geometric fanlight and decorative ceiling and cornice.  
 Below centre: stair lobby at Ground Floor with geometric cornice.  
 Below right: detail of stair treads and heavy moulded hardwood handrail.*



*Below left: stepped lintel and cill to triple window in stairwell.  
 Below right: typical pair of timber doors in passage with obscure glass; note downstand concrete beams.*



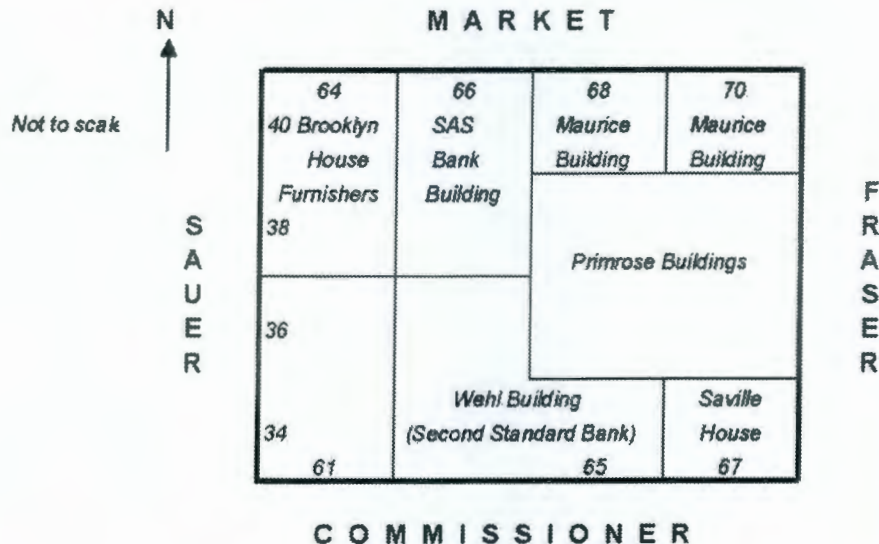
*Below left: timber door to cloakroom with obscure glass panel.  
 Below centre: pair of steel windows in typical office, with dado rail and picture rail.  
 Below right: contextual photograph of SARB House with Goldfields Building (r.h.s.) and Clegg House (l.h.s.).*





### Historical backdrop to the phased redevelopment of the city block bounded by Commissioner, Sauer, Market and Fraser Streets, Johannesburg: 1936

At the beginning of 1936, the city block northwest of the newly-completed second *Mercantile Building* and *Transvaal House*, bounded by Commissioner, Sauer, Market and Fraser Streets (see sketch below), was on the verge of major redevelopment. The first phase of this was to extend over a period of approximately 30 years, forming the historic backdrop to the existing buildings on this block, namely the second *New Library Hotel*, second *Rand Water Board Building*, and *Custom House*, the latter which was completed in 1967.



### The city block bounded by Market, Fraser, Commissioner and Sauer Streets: 1936

Situated on the corner of Commissioner and Fraser Streets, i.e. the site of the present-day second *New Library Hotel*, in 1936, was *Saville House*. Nothing is known about this building, except that it was erected at the time of the Jameson Raid in 1896.<sup>1</sup>

On the adjoining stands at 3 Fraser Street, stood the *Primrose Buildings*. Originally designed for Barney Barnato, these buildings were allegedly named after his favourite mine. Primrose was also the name of his daughter.<sup>2</sup>

North of the *Primrose Buildings*, on the corner of Fraser and Market Streets, was the *Lancaster Building*, dating from 1898. This building had a prominent pediment and balustrade, and an entrance at its flattened corner. It appears from Valuation Rolls of the time, that the building was demolished to make way for the construction of the five storey first *New Library Hotel*, during the late 1930s.<sup>3</sup>

At 68 Market Street, west of the first *New Library Hotel*, stood the four storey *Maurice Building*. Designed by the architectural firm of Kallenbach & Philip, the building was completed in 1898 and originally housed the Dutch Chamber of Commerce. Surmounting the wide central pediment adorned by the Dutch coat-of-arms, was a life-size statue of Mercury, the God of Commerce, made of metal lathes and plaster.<sup>4</sup>

<sup>1</sup> Van Der Waal, G-M.: *The Market Square Of Johannesburg – Catalogue of buildings on and around the square till about 1920.*

<sup>2</sup> Sander, I.: *Development, Diamonds, Gold And Platinum – The Story Of The Johannesburg Consolidated Investment Company.*

<sup>3</sup> Municipal Valuation Rolls, Johannesburg Municipality, 1937 and 1940; *The United Transvaal Directory 1941.*

<sup>4</sup> Gardiner, K.E.F.: *This genteel one nearly got away – Portrait Of A Building That Died* (*Sunday Times*, 3 October 1965).





Adjoining the *Maurice Building* by 1936 was the *Spaar en Voorskotbank*, subsequently known as the *SAS Bank Building*, at 66 Market Street. This was a five storey plastered brick building, designed by the architect W. von Berg, and completed in 1936. The building, incidentally, was later described in the RAU survey not to be of any conservation value.<sup>5</sup> Visible to this day, on the west wall of *Custom House*, is the "memory" of the lateral wall of the former *SAS Bank Building*.

At the southeast corner of Sauer and Market Streets, was a branch of the furniture retail business of Abraham Goldberg and his two sons, Harold and Jules. The name of the Goldbergs' building was changed from *Central House Furnishers* to *Brooklyn House Furnishers* in 1941.<sup>6</sup> The building was also referred to as the *Brooklyn Furnishers Building*. Many years earlier, the building was also known as the *Ockerse House*.

Located at 63 and 65 Commissioner Street, i.e. west of *Saville House*, was the double storey *Wehl Building*, with high mansard roof and skylights. This building was also known as the second *Standard Bank Building*.<sup>7</sup>

This then, was the *status quo* in 1936, when the first of many redevelopment proposals were underway which were to completely change the existing character of the city block.



*The SANLAM Building with its main entrance at 63 Commissioner Street, c.1956 (From F. Stark [Ed.]: Seventy Golden Years).*

Of further relevance to an overall understanding of the historic development of the above city block was the demolition of the *Wehl Building*, and the construction of the *SANLAM Building* in 1954 on the combined site of the *Wehl Building* and the northeast corner of Commissioner and Sauer Streets. This was a 12 storey reinforced concrete frame building with two basement levels and flat concrete roof. The architects were Philip Nel & Partners.<sup>8</sup> Mounted

<sup>5</sup> Van der Waal, G-M.: *Projek – Opname Historiese Geboue In Johannesburg, Binnestad, Tweede Verslag, Junie 1976.*

<sup>6</sup> *Ibid.*; <http://www.btimes.co.za/97/1102/survey/survey9.htm>; Stark, F. (Ed.): *Seventy Golden Years 1886-1956.*

<sup>7</sup> Van Der Waal, G-M.: *From Mining Camp to Metropolis.*

<sup>8</sup> Van der Waal, G-M.: *Projek – Opname Historiese Geboue In Johannesburg, Binnestad, Tweede Verslag, Junie 1976.*



on the blank west-end wall of the building, facing Sauer Street, was a sculptural relief by the artist Willem de S. Hendrikz.<sup>9</sup>

The next phase of the redevelopment of the city block bounded by Commissioner, Sauer, Market and Fraser Streets, began in 1991. This was when the properties comprising the *Brooklyn House Furnishers* and *SAS Bank Building*, were registered in favour of Gold Fields Mining & Development Ltd. This Company subsequently also acquired Stand 4779<sup>10</sup>, the site of the *SANLAM Building*, which building, together with the *Brooklyn House Furnishers* and *SAS Bank Building*, had been demolished by 1993.

In April 2000, the now vacant stands, currently used for parking, were in turn, registered in the name of the Gauteng Provincial Government.<sup>11</sup>

<sup>9</sup> Chipkin, C.M.: Johannesburg Style – Architecture & Society 1880s-1960s.  
<sup>10</sup> Deed of Transfer T.50463/1991 dd 1991 (Deeds Office, Johannesburg).  
<sup>11</sup> Deed of Transfer 21207/2000 dd. 4 April 2000 (Deeds Office, Johannesburg).



### 6.1.1.3 Second New Library Hotel, corner Commissioner and Fraser Streets

#### Introduction

In 1897, the African Homes Trust Syndicate was established to help workers build homes for themselves and their families. On 1 March 1898, the Cape-based African Homes Trust Ltd., hereafter referred to as the AHT, was registered as a company. Its principal business, at that time, consisted of industrial, funeral, and ordinary life insurance.

In 1918, SANTAM made a successful takeover bid for the AHT, with the latter taking over the industrial insurance branch of the South African National Trust Assurance Company's (SANTAM) associate company SANLAM. A milestone for the AHT occurred in 1954 when it was declared a mutual company, with all its policy holders becoming members of the company, then known as the African Homes Trust and Insurance Company Ltd. In 1966, the company changed its name to the Homes Trust Life Assurance Company, and less than twenty years later, in 1985, to Metropolitan Life.<sup>1</sup>

The historic association of this building with present-day Metropolitan Life, dates from the period 1937 to 1963, when the building was known as the *African Homes Trust Building*.

<sup>1</sup>

<http://www.btimes.co.za>.



## History of the building

The history of the existing building dates from 1936. The AHT owned *Saville House* on Stand 221 on the northwest corner of the Fraser and Commissioner Street intersection. This corner stand adjoined the site of the *Primrose Buildings* in Fraser Street, and was not far from the newly-completed second *Mercantile Building* (now *Clegg House*) and *Transvaal House* (now *SARB House*) in Commissioner Street. The AHT informed the City Council of their planned replacement of *Saville House* with a new 12 storey office building with shops at ground floor. This proposal was however, turned down by the Town Planning Committee at a meeting in February 1936, at which it was decided to enforce a height restriction of eight storeys for the proposed new building.<sup>2</sup>

The architectural firm of the brothers Wynand H. Louw and Hendrik J. Louw, who practiced under the name of Louw & Louw, was appointed to prepare plans of the proposed new building. The Louw's were later also to design the *Volkshuis Building* at 74 Market Street, and the *SANLAM Building* on the northeast corner of Commissioner and Sauer Streets. The final submission drawings of the building dated 17 and 19 March 1937, were duly submitted to the City Council and passed on 11 May 1937. Although it has not been possible to establish the identity of the building contractor responsible for the construction of the building, the contract for the reinforcement of the structural concrete was awarded to the Reinforcing Steel Company Ltd., Johannesburg.<sup>3</sup>

The *AHT Building*, at completion in 1938, comprised a Basement, Ground Floor with vestibule and shops, and seven office floors above. The Basement, in turn, comprised of a Restaurant as well as a Boiler Room, Transformer Chamber, and Ventilation Chamber. The City's Building Control Department stipulated that the AHT would only be allowed to house six persons in the staff quarters, located on the concrete roof of the new building.<sup>4</sup>

Shortly after completion, the municipal valuator assessed the land value of Erf 221 as £17,500.0.0 and the value of improvements, as £17,200.0.0.<sup>5</sup> Twenty years later in 1961, the land value of the property was assessed as R90 000.00 and the value of improvements, as R40 000.00.<sup>6</sup> The owner, known at the time as the African Homes Trust and Insurance Company Ltd., decided to sell. Acting on behalf of the company, J.O. Markovitz & Son Real Estate and Mortgage Brokers approached the Rand Water Board (RWB) at the end of November of 1961 with an offer to sell the property to the RWB. It was felt that the *AHT Building* might be of interest to the Board "for (the) present and anticipated future extension of...(its) activities..."<sup>7</sup> This offer was however declined by the RWB, as the Board was more interested in acquiring the corner site north of its Head Office in Fraser Street (see 6.1.1.5 Custom House).

The following year, the RWB was again approached to consider the purchase of the *AHT Building*. The offer was submitted by the estate agents E.H. Torr, who had replaced J.O. Markovitz & Son as the agents. It was indicated to the RWB that the African Homes Trust and Insurance Company hoped to sell the building for approximately R160 000.00<sup>8</sup>. This offer was also declined by the RWB<sup>9</sup>, as the Board had meanwhile been successful in purchasing the first *New Library Hotel*, on the corner of Fraser and Market Streets, from Balmoral Hotel (Pty.) Ltd. See 6.1.1.5 Custom House. The Directors of the African Homes Trust & Insurance Company at the time were as follows: Dr C.R. Louw (Chairman), Dr M.S. Louw, and Messrs S.F. Malan, P.A. Malan, J. de la R. du Toit, and G.D. Wilson.<sup>10</sup>

At a meeting of the Board of Directors of the African Homes Trust and Insurance Company in Cape Town during the latter part of 1963, an offer by Shatz & Schmidt Properties to purchase

<sup>2</sup> Plans Record: Stand 221, Johannesburg (Building Control, City of Johannesburg).

<sup>3</sup> *Ibid.*

<sup>4</sup> *Ibid.*

<sup>5</sup> Municipal Valuation Roll, Johannesburg Municipality, 1940.

<sup>6</sup> Municipal Valuation Roll, Johannesburg Municipality, 1961.

<sup>7</sup> J.O. Markovitz & Son – Secretary RWB, 29 November 1961 (RWB Archives File 662/8).

<sup>8</sup> E.H. Torr (Pty.) Ltd. – Secretary RWB, 6 June 1962 (RWB Archive File 662/8).

<sup>9</sup> Memorandum from Secretary RWB, 17 August 1962 (RWB Archive File 662/8).

<sup>10</sup> Landsberg, E.: *Beerman's - The South African Financial Year Book*, Vol. I, 1962.



the *AHT Building* for an amount of R145 000.00, was subsequently accepted. Henry De Guise Laurie, in his capacity as General Manager of the African Homes Trust and Insurance Company, was duly delegated to conclude the sale agreement on behalf of the Company.<sup>11</sup> The change of ownership of the *AHT Building* was formalised by the Registrar of Deeds before the end of 1963.<sup>12</sup>

Acting on the instructions of David Schatz, one of the Directors of Shatz & Schmidt Properties, the architectural practice of Abramovitch, Pinshow & Schneider thereupon proceeded with the preparation of plans to convert the *AHT Building* to a hotel. David Schatz had previously participated in the overall management of the first *New Library Hotel*. As the latter was being demolished to make way for the construction of an addition to the neighbouring RWB Head Office, the name of the *AHT Building* was changed to the *New Library Hotel*. The new name of the building therefore has the effect of commemorating the building's association with the last of the hotels, which faced onto the City's oldest public open spaces. The latter building was clearly named after the fact that the existing *Johannesburg Public Library*, was a new library building at the time of the construction of the first *New Library Hotel* during the late 1930s, having been completed a few years earlier in 1934.

The final drawings describing the proposed conversion of the *AHT Building* were passed by the Council on 26 September 1964, and entailed major interventions to both the exterior and interior of the building. Changes to the existing shopfronts included the installation of new doors with adjustable louvred fanlights. The existing Restaurant in the Basement was converted to a Private Bar. At completion of the work, the accommodation comprised of a Lounge and Dining Room at First Floor, a Kitchen and associated preparation facilities, and Cold and Store rooms at Second Floor, and new *en-suite* guest rooms on the remaining floors.<sup>13</sup>

According to James Clarke of "Stoep Talk" fame, the Hotel "was, in the 1960s and 70s, a popular place for the more grown-up (newspaper) journalists to lunch their contacts. My favourite table was the one looking down (from the first floor) on to the corner of Commissioner and Fraser. I recall two things: first the morbid fascination of watching the big red dynamite trucks moving westwards down Commissioner with their red flags – and recalling the one that caught fire in the 1960s and blew up on the road to Witbank leaving nothing behind but depositing souvenirs eight kilometres away. The trucks used Commissioner until the bypass was built...The second was hearing a bomb go off somewhere near the Carlton Centre and everybody carrying on eating. The dining room had an air of faded grandeur – red velvet I seem to remember, pillars and ornamentation."<sup>14</sup>

Subsequent alterations and additions to the Hotel, i.e. during 1970 and 1979, are attended to under the architectural description of the building below.

The work carried out to the building during 1979 included the conversion of the Private Bar in the basement of the building to a Ladies Bar. Many Johannesburgers whose places of work were within easy reach of the building, would probably recall the popularity of the bar in the Basement of the building.

The association of the bar with the Gay and Lesbian Community is of particular interest. In the 1960s, according to Anthony Manion, Archivist of the Gay and Lesbian Archives of South Africa, the bar became "the most important of the venues catering for gay men in Johannesburg. The managers of the bar were not gay themselves, however once they realised that it was a profitable clientele the bar began discreetly promoting itself as a venue for gay men. Places like the bar at the New Library Hotel were key to the development of a distinct gay subculture in Johannesburg. It should be remembered that this was a time of extreme social conformity in South Africa, and it was dangerous to be different...It is against this backdrop that the importance of the bar at the New Library Hotel should be considered. In January 1966 a big, 'A-list' gay party took place at a house in Forest Town. The party was advertised, and maps circulated at the bar of the New Library Hotel. The police, who were

<sup>11</sup> Deed of Transfer L.119/1963 dd. 19 December 1962 (Deeds Office, Johannesburg).

<sup>12</sup> *Ibid.*

<sup>13</sup> Plans record: Stand 221, Johannesburg (Building Control, City of Johannesburg).

<sup>14</sup> Information furnished to the author by J. Clarke, 16 February 2005.



known to hang around the bar in order to keep tabs on the gay scene, learned of the party and raided it. Nine men were arrested, and the rest photographed. It was the biggest, and most publicised of the police raids (at the time), and the authorities decided that new legislation was needed to stamp out homosexuality in the country. The result was the proposed Immorality Amendment Bill, a draconian piece of anti-homosexual legislation that would make homosexuality itself illegal and not just homosexual acts. In response a group of gay professionals organised to form the Homosexual Law Reform Fund, known as Law Reform. Their task was to raise funds to retain a firm of attorney's to prepare evidence and lead the case against the proposed legislation before the Select Committee that had been convened to consider it. In this they were successful, and they succeeded in preventing the harshest measures from being passed. Law Reform is also the first example of lesbian and gay people organising themselves politically in South Africa. This illustrates how the bar of the New Library Hotel is woven into the history of Johannesburg's gay and lesbian past.<sup>15</sup>

The building was purchased on 3 June 2003, by the Gauteng Provincial Government<sup>16</sup>, and currently stands vacant.

### Architectural description

Designed in 1937 by the Cape Town based practice of Louw & Louw, this eight storey office building (with single basement and minor service accommodation on the roof) was an interesting example of Deco-Moderne architecture, particularly for its use of façade materials and for its clear reference to the modernist brick architecture being built in Holland at the time.

The building occupies an entire roughly square corner stand (apart from a small open service yard in the northwest corner). The building's footprint forms a broad L-shape to take advantage of both street frontages. A narrow alley on the northern side of the site provided access to the service yard.

The vertical circulation, comprising two lift shafts and an associated stair were located in the re-entrant corner of the L-shaped plan. The structural grid of the building caused each of the street frontages to be divided structurally into three bays. However, the architects chose not to integrate the corner column, choosing instead to separate the two façades with a narrow, curved, corner bay.

While the original working drawings have not been located it is clear (from on-site evidence and from the later alteration drawings) that the original entrance was off Commissioner Street passing beneath a "wrap around" concrete canopy, into a generous foyer, with the two lifts and stairs beyond. Unusually the first flight of the main staircase (at Ground Floor) bisected and separated the two lift shafts. The separation of the two shafts allowed for the creation of a series of narrow rooms at the upper floors which were possibly used as stores or record rooms. The room so created at First Floor was provided with a finely detailed wrought iron grille, with the initials *AHT* superimposed to form a decorative screen.

The staircase wraps around three sides of a narrow well and is notable for its modernist metal handrail, and terrazzo treads and dado details. The floor of the original L-plan corridor leading to the offices was made of terrazzo divided geometrically with brass strips.

Originally the L-shaped passage at each of the upper office floors provided access to a series of cellular offices facing both streets. Restricted cloakroom facilities were provided adjacent to the circulation core.

Externally the elevational treatment was a carefully considered combination of modernist elements. Both street façades were terminated (at the site boundary) with a broad vertical band of facebrick, carefully articulated with a regular pattern of set backs and string courses. The two street façades were then integrated into a seamless whole by the use of broad horizontal bands of brickwork and broad bands of ribbon windows, each of which "wrapped" around the curved corner. At Second Floor (and presumably at First Floor – now obscured) the brickwork bands used the same articulated facebrick, which device would have served to

<sup>15</sup> Manion, A.: The New Library Hotel January 2005 (unpublished notes with source references).

<sup>16</sup> Deed of Transfer T.52365/2004 (Deeds Office, Johannesburg).



form an apparently heavier base to the building. The horizontal brick work bands at the upper level are in a smooth, more seamless, stretcher bond.

The ribbon windows were created with standard steel windows combined in substantial horizontal groups, each group separated from the next by the rounded front face of the structural concrete columns. The ribbon windows were in addition carefully framed with a smooth projecting plastered surround and deep plastered reveals, further emphasising the Modernist origins of the design.

The Seventh (top) Floor was provided with a narrow but extensive balcony, to visually terminate the height of the building. The parapet at roof level was protected with a carefully detailed balustrade, strongly reminiscent of ship's detailing, so influential of the Modernist architecture movement.

Fragments of the original travertine cladding to the original shop fronts survive at Ground Floor.

### **Alterations**

About 25 years after its completion, the office building was converted for use as a Hotel, in accordance with drawings prepared by Abramowitch, David Pinshow & Scheider.

Extensive modifications were carried out to the Basement, Ground, First and Second Floors to accommodate the service and "front-of-house" facilities of the hotel. This adaptive re-use would clearly not have made for efficient use of the existing spaces.

The office floors between Third Floor and Seventh Floor were converted (typically) into seven small bedrooms with minimal attached bathrooms (accommodating a shower, toilet and wash hand basin). Where no external wall were available the small bathrooms were paired around a specially formed "duct" rising up to roof height to enable natural ventilation. Once again the adaptive re-use was not ideal and the accommodation provided was fairly utilitarian.

The "gap" between the two lift shafts (noted above) was now used to good effect as a linen store at each floor.

Two years later Citidesign prepared drawings describing the conversion of the Hotel's private bar in the Basement, into a "Ladies Bar", presumably an indication that greater reliance was needed from passing trade.

In 1970 Abramowitch, Schneider Sack Architects prepared a design to strengthen and enclose the light concrete canopy over the pavement, and the Dining Room at First Floor was extended into this space. Architecturally this intervention impacted negatively on the original quality of the façade design.

Citidesign were again appointed in 1974 to design and document a variety of minor changes to the existing kitchen on Second Floor.

### Photographic record

*Below left:* detail of junction between New Library Hotel and RWB Building.  
*Below right:* detail showing fine texture, quality brickwork and good brick detailing.



*Below left:* nautically inspired railing at roof top level.  
*Below right:* view of interior of Lift Motor Room.



*Below left:* rounded corner bay with oversailing canopy.  
*Below right:* rounded corner bay with original faceted windows (below) and later recessed replacements to form small balcony (above).





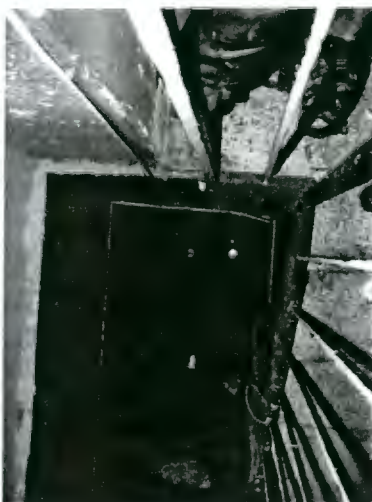
*Below left: detail of wrought iron stair balustrade.  
 Below centre: detail of curved stair landing at roof level.  
 Below right: finely crafted wrought iron screen with AHT logo.*



*Below left: view of First Floor dining area with later encroachment over canopy.  
 Below right: example of surviving polished terrazzo floor.*



*Below left: view of stairwell leading to Basement bar.  
 Below right: New Library Hotel in context, Avril Malan Building (l.h.s.) RWB Building adjacent to the hotel and Thusanong (r.h.s.).*





## The Rand Water Board Head Office in Johannesburg (1903 – 1989)

### Introduction

Following the discovery of gold in 1886, bulk water supply on the Witwatersrand was a formidable problem. In 1895, Johannesburg experienced the greatest water shortage in its history, which threatened to close down the flourishing gold mining industry, and hamper all forms of development.

The Rand Water Board (RWB) was formally established in 1903 as a public body, and charged with the responsibility of carrying out and controlling a sufficiently comprehensive water scheme that would create a cheap and unfailing supply of water for the urban population and mines within the Witwatersrand area. By 1905, the Board was fully operational, with its supply scheme being fed by water originating from Zuurbekom, west of Johannesburg, and other wells in and around the area of the town of Johannesburg, including from boreholes in the Klip River Valley.

This underground supply of water proved inadequate by 1912, and the following years, the Board turned its attention to obtaining additional water from the Vaal River. The necessary statutory authority to proceed with the Vaal River scheme was given to the RWB by means of a private act, known as the Rand Water Board Supplementary Water Supply (Private) Act, 1914. Construction of the Vaal River Barrage commenced in 1916 and was completed in 1923, when water supply from the Vaal River started. The Vaal River, henceforth, was the main source of water supply, with supplementary water drawn from the Klip River Valley and Zuurbekom. The RWB's system of supply was now firmly established.

With the completion of the Vaal Dam in 1938, and subsequent works such as the Thukela-Vaal Government Water Project with its Sterkfontein Dam, the Drakensberg Pump Storage Scheme, and other works such as the Lesotho Highland Water Project which was started in 1986, sustainable water supply by the RWB to Gauteng, the western part of Mpumalanga, the eastern part of North West, and the northern Free State, was assured.

The importance of the RWB, currently known as Rand Water, to South Africa and its economy, was confirmed in 2003, one hundred years after the establishment of the organisation. "Most large concentrations of people in the world occur either along a river, a lake or the sea. However, the Witwatersrand does not, and the nearest river of any significance, the Vaal River, is about 70 km away. It has been said that the Witwatersrand metropolitan area represents one of the largest concentrations of people that developed so far from a sustainable source of water. Rand Water has the responsibility to supply enough clean, fresh, potable water for all these people as well as for mining and industries. This was the formidable task that they have been able to execute with excellence...since 1903."<sup>1</sup>

Between the establishment of the RWB in 1903 and the completion of their first headquarters building in 1926, the organisation first rented offices in the *Commercial Exchange Building*, then the second *Corner House*, and later in *Central House*.<sup>2</sup>

The first *Rand Water Board Building*, of which the plans were passed in August 1925, and which was completed in November 1926, stood at 74 and 76 Commissioner Street, i.e. west of the existing building known as *SARB House*. The building was designed by the architects Gordon Leith & Partners.<sup>3</sup>

<sup>1</sup> Rand Water – 100 Years Of Excellence 1903-2003; author's note - the information on the history of the RWB contained in this part of the report, has been sourced from Water: Rand Water Board Newsletters of 1975, 1977, and 1978 (Jubilee edition), and from Chilvers, H.A.: Out of the Crucible.

<sup>2</sup> Address by Chairman RWB, 28 August 1942 (RWB Archive File 662/7).

<sup>3</sup> Water – Rand Water Board Newsletter, 1975; Water – Rand Water Board Newsletter, 1976.



#### 6.1.1.4 Second Rand Water Board Building, 3 Fraser Street

##### History of the building

By 1935, it became apparent that the RWB were facing a critical shortage of office space. It was proposed, at the time, to add an additional floor to the existing building but this idea was soon dismissed in favour of purchasing a suitable site elsewhere in the city for the erection of a new building that would meet the RWB's current and future office accommodation requirements. The organisation, in the interim, had to rent additional office space.<sup>4</sup>

In a report dated 25 April 1939 of the RWB's Finance and Executive Committee, mention was made of the RWB's success in obtaining an option to purchase "a suitable freehold site facing east in Fraser Street, between Commissioner and Market Streets, for £52,500.0.0. The proposed purchase of the site...has been made feasible by the submission of an offer by the New Consolidated Gold Fields, Ltd., for the purchase of the Board's existing office building for the sum of £75,000.0.0. Preliminary plans have been prepared (by the architects Gordon Leith & Partners) of a suitable building to be erected on the Fraser Street site, which indicate that a four-storey building with a basement (portion of which would serve as a garage), giving a floor area (excluding the basement) of 20,200 square feet, would cost about £67,500.0.0. In view of the fact that the floor space of the present offices is 8,100 square feet, the new

<sup>4</sup> Water – Rand Water Board Newsletter, 1975; Water – Rand Water Board Newsletter, 1976.



building would be sufficiently large to fulfill all the Board's present and future requirements, so far as it is possible to foresee."<sup>5</sup>

In April 1939, New Consolidated Gold Fields, Ltd., was advised by Mr S.A. Van Lingen, Chairman of the RWB that their offer to purchase the existing RWB Building in Commissioner Street had been accepted.<sup>6</sup>

The architectural firm of Gordon Leith & Partners were subsequently appointed "as Architects to the Board in connection with the scheme for the erection of the Board's new Headquarter Offices in Fraser Street."<sup>7</sup> The decision to confirm this appointment proved difficult, with some of the members of the Board opposing the proposed appointment "on the ground that Messrs. Gordon Leith and Partners were expensive in their designs and in other ways trouble had occurred in connection with large buildings of which this firm were the Architects."<sup>8</sup>

The RWB's negotiations with Messrs. Homer and Haralambos Phitidis, the owners of the *Primrose Buildings* (i.e. Stands 222 and 227) in Fraser Street, and the neighbouring Stands 229A and Ptn. 1 of 223, proved successful, and the properties were purchased and transferred into the name of the RWB on 29 May 1939. Tenders were invited for the demolition "and purchase of old material in the building known as Primrose Buildings" during early July 1939.<sup>9</sup>

On 1 September 1939, Gordon Leith & Partners submitted their drawings, together with a short description of the proposed new RWB building, an outline specification, estimate of cost etc., to the RWB.<sup>10</sup> The building, for the erection of which an amount of £120,000.0.0 was appropriated, was designed to carry two additional floors if required at a later date. The final drawings of the proposed new building, dated November 1939, were approved by the City Council on 30 July 1940.<sup>11</sup>

In a report submitted to the City Council's Non-European And Native Affairs Committee a few months earlier during January 1940, it was stated that satisfactory "provision has been made for the accommodation of ten male natives in one room on the roof of the building. The presence of the natives on the premises is necessary for the tending of boilers and the cleaning of offices and laboratories...as the natives will be under the supervision of a resident European caretaker, it is not considered that their presence will affect the amenities of the neighbourhood."<sup>12</sup> Such a report was a standard practice at the time and a requirement of the Municipal bye-laws.

The contract for the excavation, underpinning, foundations and basement structure of the proposed new building was awarded to E.A. Sayle & Son (Pty) Ltd., in January 1940. The basement of the building was completed eight months later in August 1940 at a cost of £8,450.0.0.<sup>13</sup>

At the beginning of September 1940, tenders were invited for the erection and completion of the proposed new RWB headquarters offices.<sup>14</sup> The tender of John Barrow (Pty) Ltd., in the estimated amount of £103,328.0.0, was accepted by the RWB during the following month.<sup>15</sup> Leith was of the opinion that it would take two years to complete the new building, but John

<sup>5</sup> Minutes of a Meeting of the Committee of the Whole Board, 28 April 1939 (RWB Archive File 662/4).

<sup>6</sup> RWB Chairman – Joint Manager, New Consolidated Gold Fields, Ltd., 28 April 1939 (RWB Archive File 662/4).

<sup>7</sup> Secretary RWB – Messrs. Gordon Leith & Partners, 26 May 1939 (RWB Archive File 662/5).

<sup>8</sup> Minutes of a Special Meeting of the RWB Finance and Executive Committee, 3 May 1939 (RWB Archive File 662/4).

<sup>9</sup> Notice: Housebreakers (Rand Daily Mail, 5 July 1939).

<sup>10</sup> Gordon Leith & Partners – Chief Engineer RWB, 1 September 1939 (RWB Archive File 662/5).

<sup>11</sup> Plans record: Stand 4508, Johannesburg (Building Control, City of Johannesburg).

<sup>12</sup> *Ibid.*

<sup>13</sup> Minutes of Meeting of RWB Building Sub-Committee, 29 January 1940 (RWB Archive File 662/5);

Memorandum to RWB Building Sub-Committee, 9 August 1940 (RWB Archive File 662/6).

<sup>14</sup> Rand Daily Mail, Notice No. 557 (Rand Daily Mail, 4 September 1940).

<sup>15</sup> Minutes of Meeting of RWB Finance & Executive Committee, 18 October 1940 (RWB Archive File 662/6).



Barrow (Pty) Ltd., undertook to try and complete the building within a period of 18 months. In their acceptance of the contract, John Barrow (Pty) Ltd., advised the RWB as follows of their proposed subletting of certain work: stonework (Sinclair & Co. Ltd.), marble (Marble Lime & Associated Industries); Lenscrete (Hunt, Leuchars & Hepburn), and reinforcement (Reinforcing Steel Co. Ltd.).<sup>16</sup> The contract for the wrought iron grilles to the Basement windows on Fraser Street was awarded to A. Cartwright; the decorative keystones adorning the main façade of the building were to be carved by A.C. Bond; while the bronze sheeted doors between the entrance lobby and main entrance hall, were to be manufactured by Fredk. Sage & Co.<sup>17</sup>

Work on the proposed new building was started as the Second World War entered its second year and difficulties were therefore experienced in obtaining certain types of building materials. The RWB were forced to make special written representations to the authorities for the release of such items as steel sheets and paint, to be used in the construction of the new building.<sup>18</sup> It was originally proposed to fit bronze windows to the Fraser Street elevation but this was dependent on shipping from the United Kingdom. The delay caused by this led to the fitting of hardwood windows which, it was hoped, could be replaced sometime after the war with bronze windows. Many artisans, including stonemasons, had joined the forces, and this caused significant delays in finishing the stonework of the building.<sup>19</sup> As a result, the RWB only took occupation in September 1942, two years after work was commenced. Due mainly to increased costs of materials and labour, the cost of the new building, ultimately came to £166,785.5.10.<sup>20</sup>

At completion of the building, the Ground Floor was occupied by the RWB's Accounting and Expenditure Departments, as well as the Board's auditors. The Boardroom, and various stationery and records rooms were also located at Ground Floor. The Chairman and the RWB Secretary both had offices on the First Floor. Located on the Second Floor were the offices of the Chief Engineer and his staff, the Mechanical Engineer, as well as the Board's Meter Readers. The Third Floor was allocated for use by the Surveying Department.

It was not long before the RWB were again facing office accommodation shortages. In 1962, it was reported that the building had become overcrowded to the point where it was starting to affect the organisation's work. It had by then, become necessary to use the recreation and committee rooms as offices. The option of adding another two floors to the building was considered, but it was felt that the better option was to look more closely at the RWB's longterm head office accommodation requirements. It was consequently decided to investigate the possibility of extending the existing building by purchasing an adjoining site on which a building, linked to the existing building, could be constructed. The only suitable sites were the corner stands to the north and south of the second *Rand Water Board Building*, on which stood the first *New Library Hotel* and the *AHT Building*, respectively. Having regard to the better aspect of the first *New Library Hotel* site, particularly its location in relation to the Johannesburg Public Library and Library Gardens, an offer by the owner, the Johannesburg Balmoral Hotel (Pty) Ltd., to sell the property to the RWB for the sum of R195 000.00, was duly accepted.<sup>21</sup>

<sup>16</sup> John Barrow (Pty) Ltd. – Secretary RWB, 22 October 1940 (RWB Archive File 662/6).

<sup>17</sup> Gordon Leith & Partners – Chief Engineer RWB, 16 May 1941 (RWB Archives File 662/6); Leith & Partners – Chief Engineer RWB, 14 August 1941 (RWB Archive File 662/6).

<sup>18</sup> Secretary RWB – Controller of Building Materials PWD Johannesburg, 1 May 1942 (RWB Archive File 662/6).

<sup>19</sup> Gordon Leith & Partners – Chief Engineer RWB, 21 January 1942 (RWB Archive File 662/6).

<sup>20</sup> Minutes of RWB Board Meeting, 28 January 1944 (RWB).

<sup>21</sup> Minutes of Meeting of RWB Finance and Executive Committee, 17 August 1962 (RWB Archive File 662/8); Secretary RWB – Johannesburg Balmoral Hotel (Pty) Ltd., 28 August 1962 (RWB Archive File 662/8).



In February 1965, the RWB approved the proposed construction of the new RWB Head Office extension and an additional floor to the existing Head Office building. The architectural practice of J. Fassler & W.D. Howie was



subsequently appointed to prepare plans for the proposed alterations and additions. The plans of the proposed additional floor and various alterations to the building were passed during October 1967.<sup>22</sup> The building contractors for the proposed new RWB Head Office extension, J.C. Dunbar & Sons, were also appointed to undertake the internal alterations and the construction of the extra floor. It was estimated that the cost of this would amount to R55 000.00.<sup>23</sup>

*The second Rand Water Board Building prior to the addition of another floor, c.1955. The building is flanked by the AHT Building on the left, and the first New Library Hotel, on the right (From F.Stark [Ed.]: Seventy Golden Years).*

At the completion of the alterations and additions to the building, the Fourth Floor comprised of a cafeteria, kitchen, caterer's office, kitchen stores, and a dining room for the cleaning staff. The offices of the Stores Superintendent, Buyer, and Controller, were all located on the new Fifth Floor, together with the Trade Accounts Department.

The continued difficulties experienced by the RWB due to the lack of sufficient office space led to the construction in 1983 of a pedestrian bridge, linking the Second Floor of the second *Rand Water Board Building* and the Third Floor of the neighbouring *SANLAM Building*.<sup>24</sup> This work was financed by the RWB, as various of its Head Office components were accommodated in the *SANLAM Building* at the time.

For information on the subsequent history of the building, see 6.1.1.5 Custom House, corner Market and Fraser Streets, below.

### Architectural description

This Head Office building was designed in 1939 by the prominent and talented Johannesburg practice of Gordon Leith & Partners. Originally five storeys with a single basement, the building is an excellent example of Neo-Classical Modernism.

Utilizing a consolidated group of four city erven (each 50 x 50 Cape feet), Leith took the opportunity to entirely occupy the square site by inserting three substantial open light wells into the floor plan.

The resultant planning was almost entirely symmetrical about a central axis with the front façade divided into seven equal bays. The finishes, details, proportions and spaces that exist have all the hallmarks of a meticulously conceived and detailed building.

Entrance into the building was through the centrally placed entrance (with substantial bronze pocket sliding gates, exclusively crafted) up a short flight of unpolished black granite steps, through an open Lobby with fine glazed bronze doors into the rectangular Entrance Hall. This

<sup>22</sup> Plans record: Stand 4508, Johannesburg (Building Control, City of Johannesburg).

<sup>23</sup> Chief Engineer RWB, November 1966 (RWB Archive File 662/10).

<sup>24</sup> *Ibid.*; SANLAM (Properties) Johannesburg – Secretary RWB, 24 January 1983 (RWB Archive File 662/12).



Hall provided access to departmental offices on either side, to the lift (with associated wrap-around stair) to the north and ultimately into the substantial panelled Boardroom with curved back wall and large gridded skylight.

The Entrance Hall is notable for its fine surface treatment. The marble floor tiles are laid in a classically inspired modified basket weave pattern of intersecting white marble rectangles with small square black inserts at the transition point and all surrounded by a narrow black perimeter line.

Above a black marble skirting, the walls are clad in a light brown marble terminated with a black marble cornice supporting a deep moulded cornice, which conceals lighting for a coved plastered ceiling punctured with three oval openings. All door openings are made with curved black marble reveals.

Two glazed bronze panels between the Entrance Hall and the Boardroom (now converted for use as a Banking Hall) reflect the same geometries of the floor design.

The Boardroom displays a similar care for detailing and junctions between different materials. The double beaded moulding found in the wall panelling, door frames, and skylight are all consistently used. Some Art-Deco style light fittings and decorative air-vents have survived the transition to a Banking Hall, which saw the insertion of an appropriately curved hardwood counter with similar detailing.

The pale green polished marble panelling to the landings of the main stair illustrate exceptional craftsmanship. Four striated panels, cut from the same block, are mounted to form a radial pattern, surmounted by a prominent string course. The polished marble is also used of internal reveals to the windows.

The three large open light wells were placed in an architecturally interesting manner, effectively separating the building floor plates into a major and minor portion, but maintaining connections with two bridging passages. This planning arrangement allowed deep penetration of natural light into the building and simultaneously permitted easy circulation around each floor.

The detailing of the window openings into the atria deserve mention – substantial hardwood window frames to the main light well (steel casements to the two smaller light wells) are framed within the external rough cast plastered wall with smooth projecting plastered frames. The external windows to the rear of the site (on the west elevation) are based on square modernist panes combined in pairs of fixed, pivoted and casement windows.

The original toilet facilities were provided with black and white marble floor tiles laid in interesting geometric patterns.

The main front elevation to Fraser Street demonstrates a complete mastery of ordering and proportioning systems. Divided into seven equal bays, the façade was “anchored” with a heavy base with deeply incised V-cut ashlar granite blocks. Seven major openings were made into this base – the central entrance with rectangular top, the remaining six arched, and all with large (handcrafted sandstone) decorative keystones.

Allowance was also made for a vehicle entrance and exit into (and out of) the basement through the base of the southern and northern bays respectively.

Above the “tideline” formed by the base, the façade was made with finely laid light brown facebricks. Each brick was elongated with a narrow recess formed along its upper edge – a specifically modernist detail, which when combined with flush perpendicular joints provided the desired exaggerated horizontal shadow lines.

The seven pairs of equally spaced and sized windows to First and Second Floors were grouped vertically in a “giant-order” projecting stone frame. Each pair of windows was joined with a bronze panel. The facebrick was carefully detailed to have a curved return at the stone frame, forming a subtle shadow line.



At Third Floor the central five windows were grouped in a modernist horizontal ribbon window. Each end bay was marked with a smaller single, framed window opening matching the detail of the giant order windows below.

The whole façade was capped with a substantial continuation of the facebrick façade, for reasons of architectural order as well as concealing the service accommodation behind.

The original Fourth Floor accommodated a workers dormitory and Dining Hall ("Skoff Room") and a caretakers' flat. In order to conceal these service functions, no window openings were made through the front façade and the provision of a number of smaller light wells compensated for this.

### **Alterations**

The original accommodation on the Fourth Floor was removed in 1964 and an additional floor added, thereby gaining an additional two floors. While this modified the original clarity of the façade it was done in a respectful manner by Fassler & Howie of the Witwatersrand University. At the same time connections were made at various levels to the new building to the north, enabling both buildings to function as one and various minor interventions were made to some of the existing spaces on the lower floors.

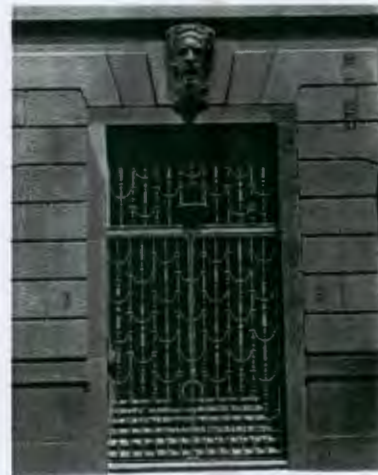


### Photographic record

- Below left:* central portion of façade showing stone plinth with "giant" order windows above.  
*Below centre:* detail of facing brick panel with rounded bricks adjoining stone window surrounds.  
*Below right:* detail of recess at junction with Custom House.



- Below left:* finely detailed and crafted wrought iron screens to basement windows.  
*Below right:* ornate pocket sliding entrance gates with carved keystone to flat arch over.



- Below left:* vehicle entrance through arched end-bay with carved keystone.  
*Below right:* detail of main light well with skylight at base (over Boardroom).



*Below left: detail of glazed main entrance door with fanlight over and black granite reveals.  
Below right: white marble stairs with "matched" grained marble wall lining.*



*Below left: Entrance Lobby with coved light recesses to ceiling, moulded plaster cornice and marble wall cladding.*

*Below right: small Accounting Department waiting area adjoining the Entrance Hall.*



*Below left: view of two light wells showing sculptural quality of arched light well over Boardroom and projecting plastered frames around windows.*

*Below right: detail of light well showing transparency to light well beyond.*



*Below left: interior of Boardroom, now converted for use as a Banking Hall.  
Below right: covered recess with timber panelling and grille in Boardroom.*



*Below left: typical 1930's timber door with horizontal glazing bars.  
Below right: geometric black and white marble tiles to cloakroom.*



*Below left: Fourth Floor 'Fassler' Lift Lobby with matching detailing and finishes.  
Below right: RWB Building in context with New Library Hotel (l.h.s.) and Custom House (r.h.s.).*





#### 6.1.1.5 Custom House, corner Market and Fraser Streets

##### History of the building

Available information points to the corner stand (then known as Stand 740), as having been offered by the then owner J. Malkin, to the RWB for sale in May 1939. The architects Gordon Leith & Partners were at the time, busy preparing the plans of the second *Rand Water Board Building*, to be built on the neighbouring site in Fraser Street. Financial considerations at the time, did not permit a more substantial development, and Malkin's offer was not accepted by the RWB.<sup>1</sup>

Another offer to sell Stand 740, made many years later in 1962 by the subsequent owner of the property, was ultimately accepted by the RWB. On 12 November 1962, Stand 740, north of the second *Rand Water Board Building*, was registered in the name of the RWB.<sup>2</sup>

The RWB Finance and Executive Committee had meanwhile recommended that architects should be appointed "to plan the extension of the Board's offices so that the adjoining building and the existing offices (at 3 Fraser Street) would constitute a single office block"<sup>3</sup> In September 1962, it was reported to the Board of the RWB that Professor J. Fassler of the

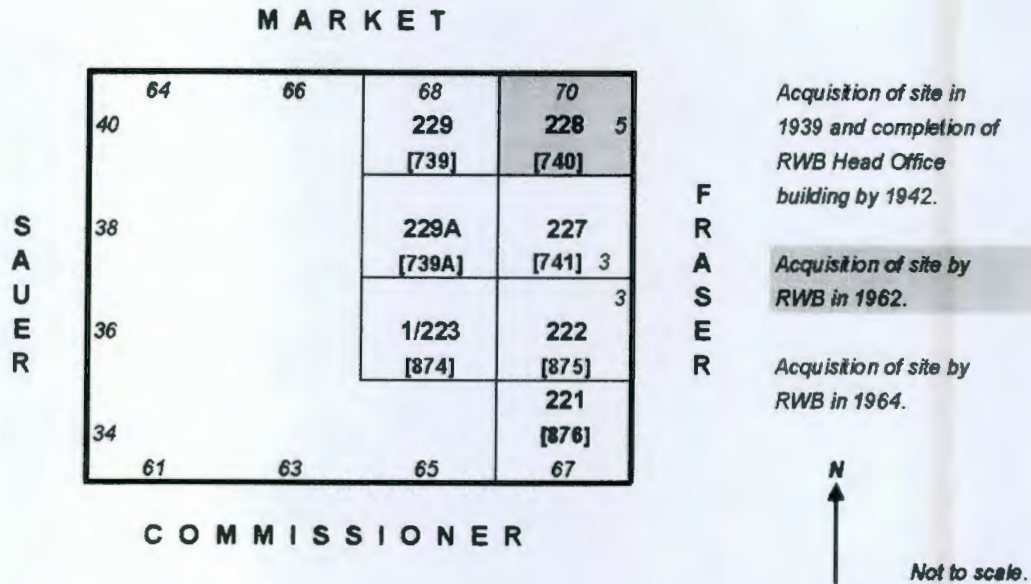
<sup>1</sup> Richard R. Currie Auctioneers & Estate Agents – Chief Engineer RWB, 2 May 1939 (RWB Archive File 662/4); Minutes of Special Meeting of RWB Finance and Executive Committee, 3 May 1939 (RWB Archive File 662/4).

<sup>2</sup> Deed of Transfer F.7540/1962 dd. 12 November 1962 (Deeds Office, Johannesburg).

<sup>3</sup> Minutes of Meeting of RWB Finance and Executive Committee, 17 August 1962 (RWB Archive File 662/8).



University of the Witwatersrand...(had been) consulted in this matter and that he...(saw) no difficulty in using the new site as an extension to the existing building." He was therefore appointed to prepare proposals for the building to be erected on the *New Library Hotel* site.<sup>4</sup>



**The RWB's phased acquisition of land in the financial district, 1939-1964**

The extent of the proposed addition increased as by 20 May 1964, the site of the *Maurice Building*, i.e. the property in Market Street, adjoining the *New Library Hotel* site, was also registered in favour of the RWB. This property was purchased from Moris Win, the purchase price being R155 000.00.<sup>5</sup>

The submission drawings for the proposed new RWB Head Office extension prepared by the architects J. Fassler & W.D. Howie were finally passed on 29 June 1965.<sup>6</sup> Both the first *New Library Hotel* and the neighbouring *Maurice Building* had by then been demolished.<sup>7</sup> Of the four tenders received for the proposed construction of the new building, the lowest tender submitted by the building contractors J.C. Dunbar & Sons, amounting to nearly R985 000.00, was accepted.<sup>8</sup>

The RWB were in the interim, forced to rent additional office space nearby in *SARB House*, and *Reinsurance House* (later known as the *Avril Malan Building*), at the northwest corner of Commissioner and Sauer Streets.<sup>9</sup>

<sup>4</sup> Minutes of Meeting of RWB Finance and Executive Committee, 21 September 1962 (RWB Archive File 662/8).  
<sup>5</sup> Deed of Transfer F.5382/1964 dd. 20 May 1964 (Deeds Office, Johannesburg).  
<sup>6</sup> Plans record: Stand 4508, Johannesburg (Building Control, City of Johannesburg).  
<sup>7</sup> Gardiner K.E.F.: This genteel one nearly got away – Portrait Of A Building That Died (Sunday Times, 3 October 1965).  
<sup>8</sup> J. Fassler & W.D. Howie – Chief Engineer RWB, 5 June 1965 (RWB Archive File 662/10).  
<sup>9</sup> Syfrets Executor and Trust Company Limited – Secretary RWB, 7 April 1965 (RWB Archive File 662/10); The African City Properties Trust Ltd. – RWB, 9 July 1965 (RWB Archive File 662/10).



*The Moses Kottler statue "Mother and Child", January 2005.*

The extension to the existing RWB Head Office building, hereafter *Custom House*, as the building is currently known, was completed in 1967, and officially opened by Mr Tom Naudé, then Acting State President, on 6 December 1967.<sup>10</sup> At the Main Entrance to the building stood two a somewhat larger than life-size bronze statue, called "Mother and Child", by the famous South African sculptor Moses Kottler.<sup>11</sup> This statue was later removed and today stands near the entrance to the RWB's headquarters near Glenvista.

The newly completed building accommodated the offices of the Board's Chairman, Secretary, Deputy Secretary, Assistant Secretary, Legal Advisor, and various administrative staff at First Floor; the offices of the organisation's Chief Engineer, Deputy Chief Engineer, and associated administrative staff at Second Floor; the offices of the Design Engineer and Assistant Engineers at Third Floor; a Dining Room, Seryery, and Board member offices at Fourth Floor; the offices of the Internal Audit and Expenditure Department, and Legal Assistants at Fifth Floor; the remaining floors were taken up by mostly clerical staff.<sup>12</sup>

The construction of this substantial addition did not however, fully resolve the Board's office accommodation difficulties. The organisation continued hiring additional offices nearby in the *Lewis & Marks Building* in President Street, and the *SANLAM Building*, west of the *AHT Building*, in Commissioner Street.<sup>13</sup> The problem was compounded by the fact that the RWB as the owner of the *SAS Bank Building* (since October 1981) and *Brooklyn House Furnishers* (since July 1971), west of *Custom House*, in Commissioner Street, could not use these buildings, due to standing lease agreements with the existing tenants.<sup>14</sup> Various internal

<sup>10</sup> Secretary RWB – U.M.U. Ben Yosef, 4 December 1984 (RWB Archive File 662/13).

<sup>11</sup> Secretary RWB – M. Kottler, 26 November 1965 (RWB Archive File 662/10); M. Kottler Secretary RWB, 1 December 1965 (RWB Archive File 662/10).

<sup>12</sup> Plans record: Stand 4508, Johannesburg (Building Control, City of Johannesburg).

<sup>13</sup> Secretary RWB – Chairman RWB, 7 August 1981 (RWB Archive File 662/11); SANLAM (Properties) Johannesburg – Secretary RWB, 24 January 1983 (RWB Archive File 662/12).

<sup>14</sup> RWB internal memorandum, 24 January 1983 (RWB Archive File 662/12).



alterations to *Custom House* during 1975 and 1980, were therefore undertaken in order to better utilise existing office floor areas within the building.<sup>15</sup>

In 1980, various alterations were carried out to the entrance foyer of the building to enhance security. A substantial glazed screen was installed in the existing reception area at Ground Floor. Written representations by the architects Mira Fassler Kamstra (daughter of John Fassler) and Marcus Holmes, as well as the Heritage Committee of the Transvaal Institute of the Institute of South African Architects, objecting to the alterations, failed to deter the RWB from proceeding.<sup>16</sup>

A shortage of office space had necessitated the construction of the RWB addition, north of the second *Rand Water Board Building*. Barely 20 years later, the management of the RWB again had to critically examine the problem of insufficient office space for the Board's Head Office staff. A decision was therefore taken in 1985, to build a new head Office building at Rietvlei, south of Johannesburg near present-day Glenvista.<sup>17</sup> The RWB's Head Office finally relocated during the early part of 1989.

Following their relocation to Rietvlei, the second *Rand Water Board Building* and the adjoining RWB addition, were purchased by and became the property of the Central Government. Thus, it was recorded by the Registrar of Deeds that Consolidated Erf 4508, the site of these buildings, was registered in the name of the Republic of South Africa on 2 March 1989.<sup>18</sup>

The two buildings were thereupon allocated for use by the Customs Division of the South African Revenue Services (SARS), which explains the name *Customs House*, by which the former RWB Head Office addition of 1967, has come to be known.

On 28 March 1994, during the run-up to South Africa's first democratic elections, an Inkatha Freedom Party (IFP) rally was held across the road from *Custom House* in front of the *Johannesburg Public Library*. This rally was attended by large numbers of IFP supporters, many of whom were armed. The rally turned into chaos after shots were fired at the gathering from at least two buildings, one of which was alleged to have been *Custom House*. In the ensuing panic, armed IFP supporters and members of the SA Police Service (SAPS) on the ground returned fire. According to a later report, the police were alleged to have "also traded shots with those in the rally. The shooting lasted approximately 30 minutes. Witnesses saw shots coming from the top two floors of Custom House...A security guard at Custom House...(later stated) that police had been allowed onto those floors during the rally. Security guards from Custom House later found shells inside the building from AK-47s, 9mm pistols and shotguns...On March 29, SAP spokesperson Major Kobus Peche said that marchers may have 'mistaken for snipers' police in high rise buildings who had been dispatched 'to observe the marchers'. It was 'a possibility that police had fired at other buildings in the area and that officers in the rooftops had returned the fire'.<sup>19</sup>

Today, only the two top floors of the building are occupied, i.e. by the SAPS's Independent Complaints Directorate. The remaining floors of this building, as well as the entire neighbouring second *Rand Water Board Building* have been vacant since 2004, following the relocation of the SARS's Customs Department to the Carlton Centre, where they now share offices with the new SARS Taxpayer Service Centre.

### Architectural description

The building was designed in 1964, by the well known academic architects John Fassler and Duncan Howie, of the University of the Witwatersrand. It was planned as an annexe to the

<sup>15</sup> Memorandum by Chief Engineer RWB, 1975 (RWB Archive File 662/10); Internal RWB memorandum, 10 November 1980 (RWB Archive File).

<sup>16</sup> Mira Fassler Kamstra and Marcus Holmes Architects – Chief Engineer RWB, 29 April 1980 (RWB Archive File 662/11); Chairman, Heritage Committee of Transvaal Provincial Institute of the Institute of SA Architects – Chairman RWB, 3 July 1980 (RWB Archive File 662/11); Chief Engineer RWB – Mira Fassler Kamstra, 23 September 1980.

<sup>17</sup> Rand Water – 100 Years Of Excellence 1903-2003.

<sup>18</sup> Deed of Transfer T.10499/1989 dated 2 March 1989 (Deeds Office, Johannesburg).

<sup>19</sup> <http://www.greenleft.org.au/back/1994/138/138cenb.htm>.



existing *Rand Water Board Building* and was an essay in contextually appropriate modernist architecture.

The building was rationally designed to suit the corner site comprising of two standard Johannesburg erven. The plan was organized symmetrically in a broad, flattened U-shape, with entrance off the street corner into a large double volume Entrance Hall. The lift shafts were accessed directly from the Entrance Hall.

The shorter façade (onto Fraser Street) was divided into 8 narrow bays with a broad recess at the junction with the *Rand Water Board Building*, to articulate and "manage" the connection to the existing building. The longer façade (onto Market Street) was similarly divided, but into 17 narrow bays, with a similar recess at the north west corner, again to articulate the junction with the neighbouring building (now demolished). The façade design reflects meticulous detailing – the structural system and placement of openings into the façades was completely integrated.

The building comprised of a substantial double volume entrance floor, eight floors of offices with service functions accommodated on the roof. An upper basement was provided for vehicle parking with a lower basement for Record Rooms and Stores.

Originally designed to only rise to four floors, to match what was then the height of Leith's *Rand Water Board Building*, the Annexe was in fact redesigned with an additional four floors (Leith's building was simultaneously enlarged with an additional two floors designed by the same architects).

A broad rectangular light well at the south of the site was flanked at each narrow end by a fire escape stair, both of which gained daylight through a substantial modernist panel of "obscure" glass bricks. The stairways themselves are a clear demonstration of the meticulous detailing that went into the design of the building with the stair soffits, hand rails, and glass brick panel walls all integrated into a seamless whole.

At the upper office levels, the lifts discharged into a passage which followed the U-shaped plan form and was flanked on both sides by cellular office spaces.

The base of the building was formed with a narrow colonnade of modernist giant-order square columns, with a polished brown granite cladding, the colour of which was intended to match the stone on the *Rand Water Board Building* façade. The columns support a narrow granite frieze which in turn is surmounted by an ordered façade, with a "grid" of brickwork cladding housing large well proportioned rectangular glass panes, each with a brass panel below. The vertical portions of the brickwork grid were made in a two inch coronation bronze face brick laid in stretcher bond, the horizontal portions of the grid (of equal dimensions to the verticals) were made in a vertical stretcher course in the same brick, running continuously around both façades, terminating at each end at the recessed panel.

The horizontal pivot (fully-reversible) windows of the first seven floors were all mounted flush with the external façade. The windows of the top floor were deeply recessed creating in effect an implied "cornice" to the building. The top floor was in turn capped with a narrow terrazzo cornice itself capped with a sloping copper coping.

Internally the fittings and finishes all demonstrate the commitment to quality that was undertaken by the client and provided by the architects involved.

### **Alterations**

The building is largely intact except for an insensitive installation of a glazed screen in the Entrance Hall. Together with a central glazed security booth, the screen bisects the space along the diagonal, completely changing the impression of the space. Fortunately this modification would be reversible. Some of the original bronze fenestration has been damaged as a consequence of the current "abandoned" state of the building.



### Photographic record

- Below left:* detail of Fraser Street colonnade with polished granite cladding.  
*Below centre:* side entrance (onto Market Street) framed by colonnade.  
*Below right:* expressed junction between Custom House (r.h.s.) and RWB Building (l.h.s.).



- Below left:* north elevation showing structural brickwork "grid".  
*Below right:* parapet wall of Lift Motor Room with stretcher course on-edge detail.



- Below left:* common light well between Custom House and the RWB Building.  
*Below right:* detail of modernist glass block screens to internal staircase.



*Below left: view from link passage (to RWB Building) looking towards double volume foyer.  
Below right: finely detailed staircase with glass block screen wall to atrium.*



*Below left: detail of original louvred metal doors to air conditioning console below window.  
Below right: original fluted brass lining and illuminated ceiling to lift.*



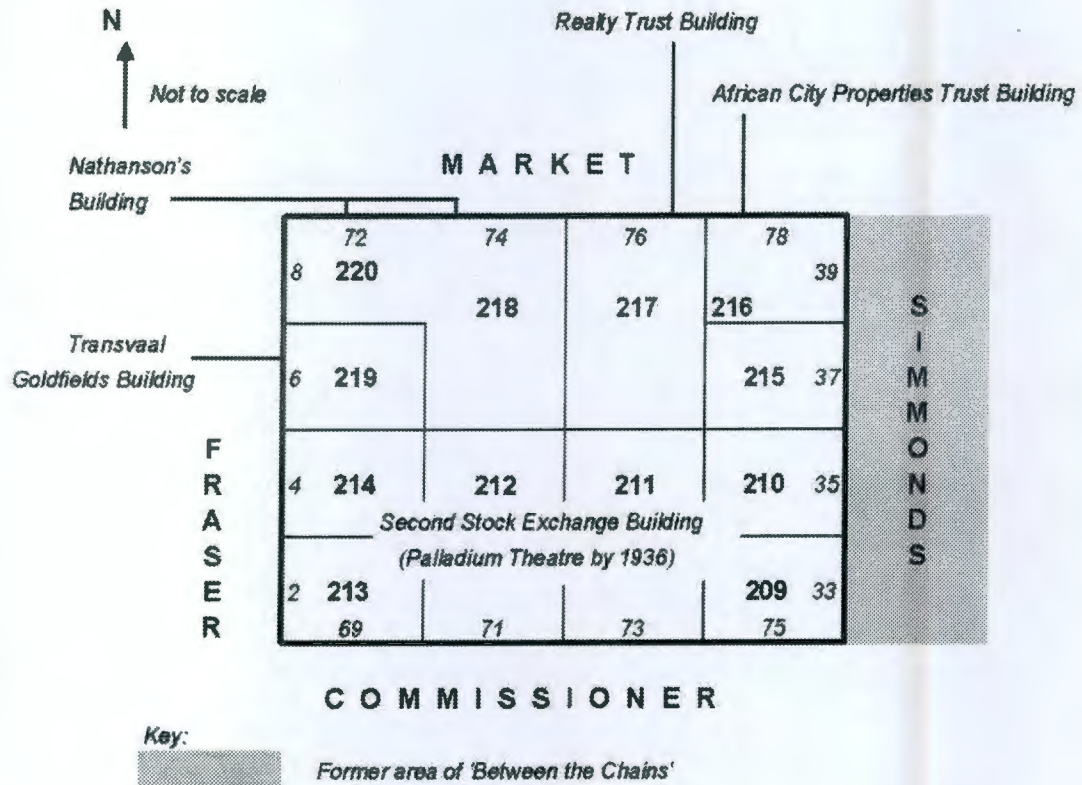
*Below left: typical circulation passage with high level windows and original linoleum.  
Below centre: detail of original door with louvred side panel and double glazed fanlight over.  
Below right: Custom House in context (RWB Building on l.h.s., Library on r.h.s.).*





**Historical backdrop to the phased redevelopment of the city block bounded by Market, Simmonds, Commissioner and Fraser Streets, Johannesburg: 1936**

Situate on the third city block falling within the focus area of the study, were some of the most interesting and valuable buildings from the City's past. Of special significance also, is the association of this city block with the historic development of the Johannesburg Stock Exchange.



**The city block bounded by Market, Simmonds, Commissioner, and Fraser Streets: 1936**

In 1936, 'Volkskas (Koöperatief) Beperk', hereafter referred to as Volkskas Bank, became the owners of the *African City Properties Trust (ACPT Building (c.1896) at 76 Market Street*<sup>1</sup> The acquisition of this old building by Volkskas Bank was to culminate in the construction and official inauguration of the existing *Volkskas Building at 74 and 76 Market Street*, fourteen years later in 1950.

The year 1936 was of particular importance to Johannesburg. Fifty years had passed since the discovery of gold, and preparations were underway for the Empire Exhibition, to be held from mid-September 1936 to mid-January 1937. This is described as follows by Chipkin: "Johannesburg seemed aglow, a modern metropolis on the world map...The city was fifty years old, and in its golden jubilee year the heart of Johannesburg was illuminated with floodlit buildings and decorated with triumphal arches studded with lights and draped with Empire flags. The main thoroughfares and the old Market Square were ablaze with golden light."<sup>2</sup>

<sup>1</sup> Deed of Transfer F.11191/1936 dd. 27 October 1936 (Deeds Office, Johannesburg).  
<sup>2</sup> Chipkin, C.M.: Johannesburg Style – Architecture & Society 1880s-1960s.

As part of the celebrations associated with the Empire Exhibition, a selection of postcards was produced, depicting not only various gold mining activities, but many of the city's buildings and interesting streetscapes. The postcard reproduced below, comes from this selection, and is of particular interest, as it shows the southern side of the old Market Square, which forms the focus of this part of the study.



*View of southern side of Market Square, looking south from President Street, c. 1936.*

The building visible on the extreme left hand side of the postcard, on the southeast corner of Market and Simmonds Street, is the second *National Bank Building*, extant from 1904. On the opposite corner is the old *Robinson Bank Building* dating from 1895. By 1936, this four storey building with its corner pediments and prominent corner turret was known as the *Realty Trust Building*. Adjoining this building to the east at 76 Market Street, stands the four storey *ACPT Building*, this became the property of Volkskas Bank in 1936.

The *New Clewer House* (now *Clegg House*) and the neighbouring *Transvaal House* (now *SARB House*) are also clearly visible on the postcard in the background between the second *National Bank Building* and the *Realty Trust Building*. The recent completion of these two buildings in Commissioner Street, helped to show how the city was being transformed at the time of the Empire Exhibition from a small mining town to a world metropolis.

In the development of what Chipkin refers to as "Johannesburg's post-Depression architecture"<sup>3</sup>, the future of what must have been one of the city's most historically significant buildings, was not assured. This was the second *Stock Exchange Building*, which by 1936, occupied the whole southern section of the block in Commissioner Street, from Simmonds to Fraser Streets. See photo below.

<sup>3</sup>

Chipkin, C.M.: *Johannesburg Style – Architecture & Society 1880s-1960s*.



*View of the second Stock Exchange Building, corner Simmonds and Commissioner Streets; note the posts and chains to the right of the building; this photo was taken after 1894, when the area "Between the Chains" was covered with stones, and topped with a thick layer of tar and hydraulic lime.  
(Photo :<http://www.abdn.ac.uk/diss/historic/harbour/orders.htm>).*

On 16 January 1888, the first *Stock Exchange Building* was officially opened by J.W. Sauer, subsequently Minister of Railways in the first Union Cabinet. This was a single storey building, erected by Benjamin Woollan, an enterprising businessman from London, at 75 Commissioner Street and 35 Simmonds Street. Within a year after the first stocks were quoted, it was already apparent that *Woollan's building* was too small to accommodate the rapid increase in the volume of share dealing. This led to the construction of the second *Stock Exchange Building*, which was officially opened on 10 February 1890.<sup>4</sup> Synonymous with this building, was the historic institution called "Between the Chains", which is described as follows by Cartwright: "Within a comparatively short time there were some 300 stockbrokers in Johannesburg all trying to make a living. Business was exceptionally brisk at times and was apt to continue in the street when the Exchange closed its doors for the day. Half of the population of the camp used to gather there when shares were booming...this street market, where brokers met their clients and the prices of shares were shouted, became so much part of the life of Johannesburg that the Mining Commissioner eventually gave his permission for the closing of the short section between Market Street and Commissioner Street. Iron posts were erected and chains hung between them. Into this space crowded everybody who wanted to buy or sell shares after hours – hence the phrase 'Between the Chains' which every history of Johannesburg mentions and which every photographer whoever visited the Transvaal recorded. The gathering of brokers, their clients and hangers-on between the chains was to Johannesburg what the sentries outside Buckingham Palace are to London – a touch of 'local colour'.<sup>5</sup>

<sup>4</sup> Leyds, G.A.: *A History of Johannesburg – The Early Years*; see also Bryant, M.: *Taking Stock; Johannesburg Stock Exchange – the first 100 years.*

<sup>5</sup> Cartwright, A.P.: *The Corner House – The Early History of Johannesburg.*



*Known as "Between the Chains", this section of Simmonds Street was the nerve centre of business activities in Johannesburg during the 1890s. (From Johannesburg – One Hundred Years).*

The posts and chains were still there after the British occupied Johannesburg in May 1900, but in May 1902, the Stock Exchange Committee prohibited its members from further dealings "Between the Chains". In 1904, a new Stock Exchange, i.e. the third *Stock Exchange Building*, was opened in Hollard Street, and a year later the posts and chains in Simmonds Street were removed by the Town Council<sup>6</sup>, and the road was once again open to vehicular traffic.

The second *Stock Exchange Building* was converted into a theatre in 1912, subsequently to be known as the *Palladium Theatre*. By 1936, the building belonged to the Johannesburg Estate Company.<sup>7</sup>

The remainder of the city block was taken up by the *Transvaal Goldfields Building* (c.1896) at 6 Fraser Street, and by the single storey *Nathanson's Building*, facing onto Market Square. By 1936, *Nathanson's Building*, designed by the architects Aburrow & Treeby, housed an estate agency and the Philips Café at 72 Market Street, as well as the Gaiety Café and Hayman's Meat Market at 74 Market Street, next to the *ACPT Building*.<sup>8</sup>

<sup>6</sup> Smith, A.H.: *Pictorial History Of Johannesburg*; Neame, L.E.: *City Built On Gold*.

<sup>7</sup> Crown Grant G.56/1924 dd. 19 May 1924 (Deeds Office, Johannesburg).

<sup>8</sup> The United Transvaal Directory 1937; Van Der Waal, G-M.: Van Der Waal, G-M.: *The Market Square Of Johannesburg – Catalogue of buildings on and around the square till about 1920*.



#### 6.1.1.6 Peoples Bank Building, corner Commissioner and Simmonds Streets

##### Introduction

The long-standing historic association of the existing building (at the northwest corner of Commissioner and Simmonds Streets) with the South African Permanent Mutual Building & Investment Society, hereafter referred to as the SA Perm, is central to an understanding of the building.

The SA Perm was founded in Kimberley in 1883, and a branch of the Society was opened in Johannesburg in 1889. The extent of the business of this branch quickly exceeded that of the Society's branches in other parts of the country, as there was an enormous urge among the ever-increasing numbers of newcomers to the mining camp to own land and build their own dwellings.<sup>1</sup> By successfully meeting their needs, the Johannesburg Branch of the Society came to play a pivotal role in the meteoric growth of the city.

An advertisement placed by the SA Perm in the Official Souvenir published to commemorate the city's 70<sup>th</sup> anniversary in 1956, advised that "The Society (the first building society in South Africa, incidentally, to have appointed a female teller in 1920<sup>2</sup>) has made an immeasurable contribution to the growth of Johannesburg by assisting thousands of residents to acquire their own homes, and enjoy happy family life and stable citizenship. By providing

<sup>1</sup> Leyds, G.A.: A History of Johannesburg – The Early Years; MacMillan, A. (Comp.): The Golden City Johannesburg.

<sup>2</sup> The history of Nedcor (unpublished notes furnished to the author by Barbara Peacock, Nedcor Knowledge Centre).



safe, profitable investment facilities the Society has set thousands more on the road to financial security. Through the years the Johannesburg public has come to regard the South African Permanent as a trusted friend – where a neighbourly welcome awaits one and all and helpful advice on any building society matter is always available for the asking.”<sup>3</sup>

### History of the building

In 1937, the SA Perm were successful in purchasing the site of the existing building, i.e. Stands 209, 210 and 211 (since 1972, Consolidated Stand 4672), from the Johannesburg Estate Company, the owners of the old second *Stock Exchange Building*, then known as the *Palladium Theatre*. Acting on behalf of the seller were none other than Isidore William Schlesinger, the well-known South African financier and industrialist, and Duncan McLean, in their capacities as Directors of the Johannesburg Estate Company.<sup>4</sup>

The Johannesburg Branch of the SA Perm was at that stage housed in the *Permanent Buildings*<sup>5</sup> (extant as *Victory House*), at the southeast corner of Commissioner and Harrison Streets.

The architectural practice of Stucke, Harrison & Smal were appointed to prepare the plans of the Society's proposed new building. Their appointment was confirmation of the Society's wish to add a building of architectural merit to their property portfolio. According to Chipkin, the practice of Stucke, Harrison & Smal “was responsible for a prolific output of banks and financial institution buildings as well as residences in the northern suburbs for bank managers and company chairmen.”<sup>6</sup> At the time of their appointment by the SA Perm, the practice had designed *Maritime House* (1936-37), *Anglovaal House* (1935-37), and would later work on the plans of the *SA Mutual Life Assurance Society Building* (extant as the *Mutual Building*) dating from 1939, and listed as one of the Top 20 Art Deco buildings in the Inner City.<sup>7</sup>

On 19 November 1938, the drawings of the SA Perm's proposed new bank and office building were submitted by Stucke, Harrison & Smal to the City Council for approval. The foundations had been laid eight months previously, with the contract for the reinforcement of the structural concrete having been awarded to the Reinforcing Steel Company.<sup>8</sup>

The City Engineer had meanwhile agreed to allow the proposed projection of the tower on Simmonds Street beyond the Zone Line. In their original application in this regard dated 12 April 1938, the architects were of the view that such permission “would enable us to achieve a perfectly symmetrical building, and the setting back of our building from the second floor upwards and the rounding of the corner would fully compensate for permission to project this tower beyond the Zone Line. It should also be noted that the Commissioner Street frontage has been kept well within the Zone Line.”<sup>9</sup>

<sup>3</sup> Stark, F. (Ed.): *Seventy Golden Years - 1886-1956*.

<sup>4</sup> Deed of Transfer F.11899/1937 dd. 15 December 1937 (Deeds Office, Johannesburg).

<sup>5</sup> Stark, F. (Ed.): *Seventy Golden Years - 1886-1956*.

<sup>6</sup> Chipkin, C.M.: *Johannesburg Style – Architecture & Society 1880s-1960s*.

<sup>7</sup> Walker, J. and Van Der Waal, G-M.: *Architects in South Africa 1780 -1940*, draft manuscript; <http://home.intekom.com/parktown/artdeco/> ; [Art Deco Plaques\main.htm](http://home.intekom.com/parktown/artdeco/ArtDecoPlaques/main.htm).

<sup>8</sup> Plans record: Stand 4672, Johannesburg (Building Control, City of Johannesburg).

<sup>9</sup> *Ibid.*





## NOTICE AS TO HIGH BUILDING

In accordance with Municipal By-law No. 57, we hereby give notice that it is the intention of Messrs. The South African Permanent Mutual Building & Investment Society to erect on Stands Nos. 880, 881 and 882, Johannesburg Township, at the corner of Commissioner and Simmonds Streets, a building which will exceed 100 feet in height.

Adjoining owners who may consider themselves as likely to be prejudiced by the erection of such building should lodge their objections with the City Engineer within ONE MONTH from this date.

Plans may be viewed from 9 a.m. to 5 p.m. at the Offices of the Architects.

STUCKE, HARRISON & SMALL,  
Architects.

5th Floor,  
Provident Buildings,  
Johannesburg.

As was standard practice, the plans of the proposed new building also had to be cleared by the Manager of the Council's Non-European And Native Affairs Department. The SA Perm were eventually permitted to house "19 male natives" on the premises of their proposed new building, following the successful submission of the required formal application by the Society in this regard to Council.<sup>10</sup> The submission drawings for the building were passed on 3 August 1939.<sup>11</sup>

*Notice appearing in The Rand Daily Mail on 24, 25 and 26 October 1938.*

The construction of the new building was later described as follows by Robertson: "When war broke out, new premises for (the) Johannesburg Branch were in (the) course of erection...a block away from the old Permanent Buildings...The staff could watch as the old Palladium Building, Johannesburg's first cinema, was demolished and excavations begun for the sub-basement and basement of the parking garage for the new building – an innovation in Johannesburg. It

proved impossible economically to remove the safe deposit boxes in the existing basement of the old Palladium Building. These had belonged not to Johannesburg's first Stock Exchange but to the second one built on the site. They had withstood efforts in the Anglo-Boer War to open them and they are used to this day (i.e. by 1983, at the time of the Society's 100<sup>th</sup> anniversary) by the Society's clients..."<sup>12</sup> This narration by Robertson confirms two important points. The first is that the provision of basement parking in the building<sup>13</sup>, was indeed a first for Johannesburg.

The second point and a very important one at that, pertains to the retention and incorporation of the safe deposit boxes of the old second *Stock Exchange Building* in the new building. This is attended to more fully later in the report.

The Council's valuation in January 1941 of the new building was £130,000.0.0.<sup>14</sup> It appears that the majority of the SA Perm's Branch personnel had by then already successfully relocated from the old *Permanent Buildings* to their work stations in the banking hall, comprising the Ground Floor and the Mezzanine Floor, or to offices on the remaining floors of the newly-completed building.

According to Robertson, it was a condition of the Society's sale of the old *Permanent Buildings* that the name of this old building would go with the Branch to Simmonds Street. The newly-completed building therefore became known as the *SA Permanent Mutual Building*. In a fit of patriotic fervour the new owner named the Harrison Street building Victory House in expectation of the outcome of the war."<sup>15</sup> This is also referred to by Norwich.<sup>16</sup>

<sup>10</sup> Plans record: Stand 4672, Johannesburg (Building Control, City of Johannesburg).

<sup>11</sup> *Ibid.*

<sup>12</sup> Robertson, M.: *Building For Permanence – The story of a building society in the lives of South Africans 1883-1983.*

<sup>13</sup> Plans record: Stand 4672, Johannesburg (Building Control, City of Johannesburg).

<sup>14</sup> *Ibid.*

<sup>15</sup> Robertson, M.: *Building For Permanence – The story of a building society in the lives of South Africans 1883-1983.*

<sup>16</sup> Norwich, O.I.: *A Johannesburg Album – Historical Postcards.*



*View of SA Permanent Mutual Building, shortly after its completion in 1940, and long before the appearance of the podium of the building, including the prominent flattened corner and the Main Entrance to the building was drastically changed; the Liverpool & London & Globe Insurance Company were at that stage, renting offices in the building (From Robertson, M.: Building For Permanence – The story of a building society in the lives of South Africans 1883-1983).*

Robertson describes how the building after it was completed, “gleamed with green marble in the banking hall; there was an ample supply of lifts, all of which worked without trouble, unlike Johannesburg’s most ancient lift in the old building; there were plenty of toilets in marked contrast to those on the sanitary stairs-cum-fire-escape of Harrison Street; and there was air-conditioning, then a Johannesburg ‘first’ for a new building...J.T. Vigne (the then Chairman of the Society’s National Board) was not impressed when he saw Simmonds Street for the first time. He thought the banking hall was far too large and suggested facetiously that dummies should be put in it ‘to make it look more full’.”<sup>17</sup>

The completion of the *SA Permanent Mutual Building* constitutes an event of great importance in the history of the Johannesburg Branch of the SA Perm. The down part of this, sadly, is that this happened at the cost of the old second *Stock Exchange Building*, which in turn, meant the removal of any tangible contextual association with what had previously happened “Between the Chains” in Simmonds Street. However, a formal contract was concluded between the City Council and the SA Perm in 1941, whereby a servitude of right in perpetuity was granted to the City Council of Johannesburg to erect and maintain a plaque, which was to be affixed to the wall at pavement level of the new building or any future building at 33 Simmonds Street, the purpose of which was to commemorate what had previously

<sup>17</sup> Robertson, M.: *Building For Permanence – The story of a building society in the lives of South Africans 1883-1983.*



happened "Between the Chains".<sup>18</sup> See in this regard 8.1.1.7 Proposed demolition of Peoples Bank Building.

The first alterations to the *SA Permanent Mutual Building* were undertaken in 1943. This entailed minor changes to the First Floor office of Eric F. K. Tucker<sup>19</sup>, who at the time was the leading figure in what Robertson calls, the story of "a unique Perm dynasty"<sup>20</sup>. Eric Tucker was appointed attorney to the Society's Johannesburg Branch in 1917; in 1940, he was elected Vice-Chairman of the Board of the Branch, and subsequently became one of the most notable Chairmen of this Board; he remained the attorney of the Branch and was closely involved with the development of the SA Perm, and the Association of Building Societies. Other partners in the Tucker firm included Victor Tucker and Bob Tucker, Eric Tucker's young brother and son, respectively. Bob Tucker became managing Director of the SA Perm in 1983, and after serving the Society for many years in this position, currently heads the South African Banking Council.<sup>21</sup>

During the period 1949 to 1964, various minor internal alterations were effected to the building.<sup>22</sup> In 1971, however, the architectural practice of Stucke, Harrison, Ritchie & Partners were appointed to plan and oversee major internal and external alterations to the Ground and Mezzanine Floor, the effect of which was to drastically change the lower podium of the building, including the original entrance at the flattened corner at Ground Floor.<sup>23</sup> The plans of these interventions also poignantly shown how by 1971, the Ground Floor still comprised of a "European Public Space" with "European Writing Desks" and a "Non European Public Space" with a "Non European Writing Desk."<sup>24</sup>

Of special interest is the fact that the Stucke, Harrison and Smail partnership (later Stucke, Harrison, Ritchie and Watson, and eventually, Stucke, Harrison, Ritchie & Partners) remained responsible for many years for any proposed new work to the *SA Permanent Mutual Building*. Their long-standing association with the building as the SA Perm's Johannesburg architects is an integral part of the history of the Johannesburg Branch of the SA Perm.

In 1989, the building became the property of the Mine Employees Pension Fund.<sup>25</sup> It is believed that the existing through connection at the Sixth Floor of the building and the Eighth Floor of the neighbouring *Litorn House* (extant as *Thusanong*), was executed after the Mine Employees Pension Fund, the owners of the latter building since 1967, took ownership of the *SA Permanent Mutual Building*. The plans of the proposed connection could not be located and judging by the poor quality of construction and lack of consideration for the effect on the spatial arrangements of both buildings, no plans were probably prepared.

The Mine Employees Pension Fund's acquisition of the building followed from the SA Perm's merger with Nedbank, and the resultant formation of NedPerm Bank in 1988. In 1992, SA Perm became a division of Nedcor. The ties between the SA Perm and the *SA Permanent Mutual Building* were finally broken in 1995, with the split of the Society's operations into two separate, but equal banks, i.e. Permanent Bank and the Peoples Bank.<sup>26</sup> The latter's subsequent renting of the Ground and Mezzanine Floor of the building, therefore explains the name by which the building is currently known.

The building was subsequently purchased by Growthpoint Properties Ltd. This Company became the registered owner of the building on 30 August 2001.<sup>27</sup>

<sup>18</sup> Contract F.11/1941 dd. 22 January 1941, registered in the office of the Rand Townships Registrar on 3 February 1941 (Deeds Office, Johannesburg).

<sup>19</sup> Robertson, M.: *Building For Permanence – The story of a building society in the lives of South Africans 1883-1983*.

<sup>20</sup> Robertson, M.: *Building For Permanence – The story of a building society in the lives of South Africans 1883-1983*.

<sup>21</sup> *Ibid.*: Donaldson, K.: *South African Who's Who 1947-48*.

<sup>22</sup> Plans record: Stand 4672, Johannesburg (Building Control, City of Johannesburg).

<sup>23</sup> *Ibid.*

<sup>24</sup> *Ibid.*

<sup>25</sup> Deed of Transfer T.46912/1989 dd. 31 October 1989 (Deeds Office, Johannesburg).

<sup>26</sup> The history of Nedcor (unpublished notes furnished to the author by Barbara Peacock, Nedcor Knowledge Centre).

<sup>27</sup> Deed of Transfer T.51150/2001 dd. 30 August 2001 (Deeds Office, Johannesburg).



In April 2003, the building was purchased by the Gauteng Provincial Government from Growthpoint Properties Ltd.<sup>28</sup> This ownership change coincided with the listing of the building as one of the Top 20 Art Deco buildings in the Inner City, at the time of the Seventh Annual Congress on Art Deco that was held in Cape Town in March 2003.<sup>29</sup>

The converted Ground and Mezzanine Floor of the building are currently occupied by a branch of the Peoples Bank. The remaining floors of the building, as well as the whole of the neighbouring building *Thusanong*, have been allocated to the Department of Social Services and Population Development, Gauteng Provincial Government, and are currently also fully occupied.

### Architectural description

Designed in 1939 by the long established firm of Stucke, Harrison & Smail, for the South African Permanent Mutual Building and Investment Society, the style of the building is best described as "Deco-Moderne". The three dimensional massing of the building was clearly influenced by the designs of Mendelsohn, a significant international Modernist architect. The building comprised of two basements, a double volume Banking Hall with surrounding mezzanine level, nine floors of offices above and the usual service accommodation on the roof.

The building was constructed over three even, which formed a square corner site. The resultant building was "wrapped" around the perimeter to form a broad L-shape plan. The two street façades were symmetrical about the corner axis, which provided access into the large Banking Hall.

Entrance into the office floors was through the base of a soaring vertical bay fronting onto Commissioner Street, which bay was replicated on the Simmonds Street façade (by special dispensation of the Local Authority) to maintain a perfectly symmetrical façade.

The office floors were typical of the period with a narrow L-shaped corridor giving access to cellular office space on either side.

The Banking Hall was square in plan and was notable for its internalized colonnade along the street façades (supporting the recessed line of the building above), and the presence of only one column, placed approximately in the centre of the space. A flat glass-crete "saucer" dome provided borrowed light into the northwest corner of the Banking Hall.

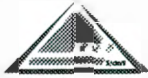
As a consequence of the omission of additional columns in the Banking Hall, two significant reinforced concrete frame braces were inserted (at right angles to one another) in succeeding upper floors, the paired diagonal struts of which finally meet at third floor and support the paired columns of the upper floors. This was a most unusual engineering application to solve an architectural desire for column free space at Ground Floor. These frame braces have been described as Vierendeel Trusses and are rarely found in buildings of this period.

Externally the design of the facades was carefully handled. The scale of the Banking Hall was signified with an implied giant order "blind" colonnade. The entrance into the Banking Hall was made at the splayed corner entrance, the height of which was raised slightly above the "blind" colonnade, to "announce" its position to visitors.

The street frontage above the blind colonnade was recessed (from First to Sixth Floor) except for the vertical bay above the entrance and a matching mirrored bay on the other façade, both of which rose uninterrupted till the Seventh Floor. The Seventh, Eight and Ninth Floors each progressively recess to accommodate the 59° zoning line. This recessed layering forms an important feature of the style of the building.

<sup>28</sup> Deed of Transfer T.31258/2004 dd. 28 May 2004 (Deeds Office, Johannesburg).

<sup>29</sup> <http://home.intekom.com/parktown/artdeco/> ; Art Deco Plaques\main.htm.



The first six floors were designed with ribbon windows, with groups of three casements separated by the projecting rounded face of the structural concrete columns. The building corner was rounded as was typical in buildings of this style.

The entire external façade was clad in finely made terrazzo panels, carefully resolved at all junctions.

### **Alterations**

The original "blind colonnade" of the building has been completely re-clad with polished black granite, with a new over-sailing canopy added modifying the fine grain of the original façade. The clearly structured office floor planning has been eroded by various incoherent adaptations creating unstructured office space combined with cellular offices. The original Entrance Lobby at Ground Floor has been completely re-decorated; however at some of the upper floor lobbies the original Art-Deco style lift indicator lights survive intact.

## Photographic record

*Below left:* vertical bay over original entrance with later black plinth cladding.

*Below centre and right:* details showing careful manipulation of three dimensional massing and use of shadow lines and framing to ribbon windows.



*Below left:* carefully sculptured corner at roof level.

*Below centre:* ribbon windows at corner with horizontal panes and rounded column projections.

*Below right:* carefully detailed terrazzo cladding.



*Below left:* original sheet metal rain water head of substantial size.

*Below centre:* sheet metal capping and drip to terrazzo cornice.

*Below right:* large water storage tanks on roof.



*Below left: original lift indicator lights with solid glass prisms in brass housing.  
Below right: detail of basement with substantial column support for Vierendeel trusses at upper floors.*



*Below left: detail of stairwell with tapered reveals to windows.  
Below right: detail of fine wreathed terrazzo stair stringer, wrought iron balusters and timber handrail.*



*Below left: detail of inclined base of concrete bracing frame for Vierendeel truss.  
Below right: Peoples Bank Building in context with Thusanong (l.h.s.) and FNB Building (r.h.s.); note modern black granite cladding to podium.*





#### 6.1.1.7 Volkskas Building, 74 and 76 Market Street

##### Introduction

Standing in Market Street, facing the large bronze entrance doors of the existing building, an uninformed visitor would have difficulty making sense of the sculptural decoration or the engravings on the polished granite panels on either side of the entrance. Little of this building can be understood without some knowledge of the history of the Volkskas Bank. As important therefore as the building itself, is its pre-history.

In the early 1920s, there was a growing opinion among Afrikaner leaders that something had to be done to improve the overall economic position of Afrikaners, who had been left impoverished by the outcome of the Second Anglo-Boer War. Many proponents of Afrikaner development believed that drastic steps were required to break the dominance of the structure of the country's economy by what was called, 'imperialist interests'. Writing in 1933, one of the leading ideologues of Afrikaner development, Prof L.J. Du Plessis, was of the opinion that failing a concerted effort at mobilizing the Afrikaner economically, the country's monetary system, its commercial banking policy, and industries, would remain 'imperialist oriented'.<sup>1</sup>

Taking a leading hand in this, the Afrikaner Broederbond (AB) came to advocate the concept of 'volkskapitalisme'. The savings of Afrikaners – in becoming a capital force, were to be used to counter the domineering effect of foreign capitalism. Through their zealous devotion

<sup>1</sup> Silverman, M.: 'Ons bou vir die Bank' – Nationalism, architecture and Volkskas Bank (Judin, H. and Vladislavic, I. [Eds.]: *blanck\_\_Architecture, Apartheid and after*).





to the strategic advancement of Afrikaner nationalism, the AB played a leading role in the establishment of an Afrikaner-based institutional framework for the mobilization of Afrikaner capital.

In April 1934, Volkskas, literally 'the People's Treasury', was established in Pretoria as a co-operative bank. Chairing its first Board of Directors was none other than Prof L.J. Du Plessis. The first General Manager of the Bank was Dr Joseph J. Bosman, who already in 1922 had advocated the establishment of a bank for Afrikaners. Not surprisingly, the Bank's first Board of Directors were all members of the AB.<sup>2</sup>

In 1940, Volkskas became a commercial bank. According to Verhoef, its subsequent "performance...was applauded in the Afrikaans community. Despite the fact that Volkskas was still small relative to the two imperial banks (i.e. Standard Bank and Barclays Bank), its competitiveness lay in...(its) performance and appeal to the National Party government after 1948."<sup>3</sup>

In 1991, the ABSA Group was formed with the merger of Volkskas, Allied Bank, and United Bank. Trust Bank followed suit in 1992, when this bank also joined the ABSA Group. For the time being, Volkskas's Market Street Branch continued functioning as a separate banking facility, albeit under the ABSA Group umbrella. In 1998, however, it was announced that the Group would henceforth trade only as ABSA, resulting in the disappearance of Volkskas as a brand name.

### History of the building

Previous mention was made of the purchase of the *Realty Trust Building* at 76 Market Street by Volkskas in 1936. This happened two years after the establishment of the Bank. The property was purchased for £27,500.0.0.<sup>4</sup>, more than twice the amount at which the land value and the value of improvements were assessed at by the municipal valuator a year later.<sup>5</sup>

In 1943, Volkskas also purchased the *Nathanson's Building* at 72 and 74 Market Street<sup>6</sup>, thereby becoming the owners of three directly adjacent stands on the southern side of Market Square.

The architectural practice of Louw & Louw was subsequently appointed to design a new bank and office building for Volkskas to replace the existing *Realty Trust Building* and the *Nathanson's Building*. The drawings for the new building were dated 10 May 1946.<sup>7</sup> The date of approval of the Louw's submission drawings is not known.

At the completion of the building in 1949, the proponents of the economic empowerment of the Afrikaner, must have been quite satisfied with what had been accomplished. Volkskas (the motto of the Bank was 'Arbeidsaamheid', meaning Diligence) had succeeded in building its Market Street Branch "in the very heart of Uitlander territory – Johannesburg – situated not far from the the rival Standard Bank. The importance of this bank in Volkskas's eyes was demonstrated in company advertisements when it finally opened... 'Another Monument', they announced with reference to Moerdyk's newly unveiled Voortrekker Monument."<sup>8</sup> Volkskas's General Manager, Dr Bosman, was on record as stating that the Bank wished to have

<sup>2</sup> Verhoef, G.: Afrikaner Nationalism in Business: United White Front? The Relationship Between Afrikaner Business in the North and Afrikaner Business in the South, 1934-1950 (unpublished manuscript, 2003).

<sup>3</sup> *Ibid.*

<sup>4</sup> Deed of Transfer F.11191/1936 dd. 27 October 1936 (Deeds Office, Johannesburg).

<sup>5</sup> Municipal Valuation Roll, Johannesburg Municipality, 1937.

<sup>6</sup> Deed of Transfer L.585/1943 dd. 20 August 1943 (Deeds Office, Johannesburg).

<sup>7</sup> Van Der Waal, G-M.: Projek: Opname Historiese Geboue In Johannesburg - Binnestad, Second Report, June 1976

<sup>8</sup> Silverman, M.: 'Ons bou vir die Bank' – Nationalism, architecture and Volkskas Bank (Judin, H. and Vladislavic, I. [Eds.]: *blanck\_\_Architecture, Apartheid and after*).

distinguished buildings that would make a dignified impression, commensurate with the stature of the Bank and the Afrikaner nation.<sup>9</sup>

*Below: the architects, Wynand H. Louw (left), and Hendrik J. Louw (right) (From Die Afrikaans-Personeregister, 1942). "Wynand Louw is generally identified as being one of the first Afrikaans architects in South Africa, Gerard Moerdyk being the other. He and Moerdyk were in partnership for five years and the two are considered to have played an important part in establishing an identity for Afrikaners in architecture in South Africa, their own careers coinciding with the rise of Afrikaner Nationalism in 1920s, 1930s and 1940s."<sup>10</sup>*



The building was officially opened in 1950 by Prof L.J. Du Plessis. This was recorded as follows (free translation) on a plaque appearing in the Main Entrance Foyer of the building:

*This Plaque was Unveiled by Professor L.J. Du Plessis (Chairman Volkskas 1934-1944) To commemorate The Official Inauguration Of This Building On 23 January 1950*

*Directors*

*W. Buhrmann J.H. Greijbe Dr A. Hertzog P.J. Hugo C.C. Kriel Prof Dr A.I. Malan S.J. Naudé  
J.E. Reeler Prof Dr J.P. Van Der Merwe*

*General Manager*

*J.J. Bosman*

*Architects: Louw and Louw      Supervisor: Philip Nel  
Quantity Surveyors: Borkenhagen and Louw  
Building Contractors: Reid and Knuckley (Pty) Ltd  
Sculptor: W. de S. Hendrikz*

The name of the sculptor appearing on the plaque deserves special mention. It was Willem de Sanderes Hendrikz, who was commissioned by Volkskas to establish a visual connection between the past and the ideal of the economic empowerment of Afrikaners.

The art work executed at the building by Hendrikz comprises the bronze entrance door panels, the surmounting lantern with the motif of ox heads and chains, the 'disselboom' frieze, and the engraved granite panels at pavement level, depicting "both skilled workers and businessmen, an alliance of agriculture and industry, of working and professional classes, in

<sup>9</sup> Silverman, M.: 'Ons bou vir die Bank' – Nationalism, architecture and Volkskas Bank (Judin, H. and Vladislavic, I. [Eds.]: *blanck\_\_Architecture, Apartheid and after*).

<sup>10</sup> Walker, J. and Van Der Waal, G-M.: *Architects in South Africa 1780 -1940, draft manuscript.*



accord with representatives of new financial interest, of which the Bank is a prime example.”<sup>11</sup> Carl Engelbrecht who for many years headed the Bank’s building projects, describes how Volkskas had to erect temporary screens on the pavement while Hendrikz was working on the panels, on account of him being distracted by persons who would stop to admire his work. Hendrikz – the artist – had a noticeably modest personality and being the focus of attention, always made him feel uncomfortable.<sup>12</sup> The figures on the large bronze door panels, all depict the same economic activity, i.e. being “arbeidsaam” (hard-working).

For nearly half a century, the Ground, Mezzanine, and First Floor of the building were used to house Volkskas’s Market Street Branch.

The remaining floors of the building since its completion, seem mostly to have been occupied by tenants such as attorneys, insurance brokers, and chartered accountants. Research has failed however, to establish the identify of the tenants who were accommodated in the building prior to the 1980s. Located in the building sometime during the 1980s, were the offices of Van Wyk De Vries Attorneys, Morris Sacks & Co., Chartered Accountants, Kaap Vaal Trust, Redfin, Rondalia Bank, CBS Marketing & Holiday Bookings, SVM Producers, Inter African Press, Mostert & Bekker Attorneys, Van Der Walt Accountants, and Debtcor (Pty.) Ltd.<sup>13</sup>

Accommodated in the building during the 1990s, *inter alia*, were J.L. Van Der Walt Attorneys, Mahomed’s Insurance, Debtcor (Pty.) Ltd., Faruk Kajee Attorneys, Bickels Coins, and Mike Mokoena Attorneys.<sup>14</sup>

The neighbouring *RSA Building* has since 1986 been used as an integral part of Volkskas’s Market Street branch.

With the formation of the ABSA Group in 1991, the Bank’s Market Street branch continued functioning, albeit for only a few years, as a separate Volkskas banking facility. This all changed in 1998, with the disappearance of Volkskas as a separate brand name. The *Volkskas Building* has since been used for the purpose of housing the Market Street branch of ABSA.

Only the Ground, Mezzanine and First Floor of the building are currently occupied by the ABSA branch, with the remaining office floors being vacant but well secured.

### Architectural description

Designed in 1946 by the firm of Louw & Louw, the main Johannesburg Branch of Volkskas Bank was designed in what could be described as “Regional Neo-Classicism”. The building comprised of two basements, a Banking Hall at Ground Floor with mezzanine offices and rental offices in the remaining nine floors above. No architect’s drawings were located and the description is based on detailed site inspections.

The building was constructed over the full width of two Johannesburg erven and the plan was arranged in a broad L-shape. The symmetrical front façade was divided into ten modules within which the fenestration was arranged. The middle two modules were combined at ground and mezzanine to accommodate the substantial axial entrance into the Branch. The east end-bay provided access into the foyer and lift lobby for the independent offices in the upper floors.

A substantial pair of solid bronze entrance doors (with decorative sculptured panels) provided access into a lobby, with a fine floor mosaic recording the Bank’s “Arbeidsaamheid” motto. Direct entrance was gained into a fine circular double volume banking hall with mezzanine gallery around. Marble clad fluted “giant-order” columns supported a domed skylight above. On either side of the entrance lobby were well appointed manager’s offices and ancillary accommodation, most of which were lined with timber panelling.

<sup>11</sup> Chipkin, C.M.: Johannesburg Style – Architecture & Society 1880s-1960s.

<sup>12</sup> Engelbrecht, C.: Van Akker Tot Eik – die verhaal van Volkskas (1952-1981).

<sup>13</sup> The Rand-Pretoria Directory and Street Guide 1982, and 1985/86.

<sup>14</sup> The Rand-Pretoria Directory And Street Maps 1992/93; Braby’s Gauteng Directory 1998/99.



The nine floors of offices were located within the narrow block fronting onto Market Street. The office floors were accessed from the common foyers at the east side and comprised, as was typical at the time, of a narrow passage flanked on either side by cellular office space. The Cloakrooms were located in the south-east corner (in the stem of the L-shaped plan), in close proximity to the staircase, which was well detailed with a wrought iron balustrade, mosaic stair threads and a heavy hardwood handrail.

The vehicular circulation between the two levels of the basement was arranged around the outer perimeter of the circular structural grid of the Banking Hall above. Vehicular access into the basement was from a side entrance off Fraser Street.

Externally, the design of the façade was based on three separate zones; a heavy base or plinth, a tall vertical "shaft" and a narrow "capital" all clearly rooted in a strongly classical idiom. The plinth was clad in polished red-brown granite in large ashlar blocks, and was enlivened along its base with "pecked" or engraved images of agriculture, commerce and industry - in a stylised modernist idiom.

Directly above the engraved base were paired "giant-order" casement windows (serving both Ground and Mezzanine Floors) each pair separated by a fluted pilaster, with no base but a Acanthus leaf as the capital. The horizontal frieze supported on these pilasters was a combination of moulded cornice separated from an upper dentillated cornice by a flat surface onto which was applied a bronze "ox yoke" above each paired window. The yokes were connected by bronze chains - the whole ensemble creating an unusual and interesting regional adaptation of a traditional classical detail.

The main frieze terminated on either side of the front entrance. The bronze entrance door, and timber fanlights were flanked by moulded stone pilasters, again with an Acanthus capital which supported a moulded "semi-arch" on which the name of the bank was fixed (now removed). A large finely detailed cast bronze lamp was suspended over the entrance door, and with its images of cattle another reference to the South African regional tradition.

The windows to the First Floor offices were also accommodated within the granite plinth. Above this, the façade was made in a fine yellow-brown facebrick with the timber casement windows slightly recessed and capped with a pre-cast hood mould and window cill. The windows to the eight central bays were paired cottage timber casements; those in the first and last bays were groups of three cottage pane timber casements, a device which served to emphasise and terminate the building on both sides.

The implied "capital" of the building was formed of a broad plastered band punctured with "bulls-eye" louvred ventilators, one for each of the ten modules. The plastered band was edged, top and bottom with a heavy moulding.

#### **Alterations:**

The fine Banking Hall has had some of its original qualities eroded by the usual modern security features, colour schemes and partitioning imposed by raised crime, and successive layers of interior designers. However, the axial approach and the significant details all remain intact. Some of the original cottage pane casements have been replaced with louvred glazing.

### Photographic record

*Below left:* bronze entrance doors to bank with sculptured panels; substantial fanlight and large bronze light fitting.

*Below centre:* typical giant-order fluted pilaster with "acanthus" leaf capital and bronze "yokes" on frieze.

*Below right:* entrance door to offices at 76 Market Street.



*Below left:* detail of one of the engravings by Hendrikz (depicting mining) on the red granite plinth.

*Below right:* internal view of bronze and glazed doors to office entrance lobby.



*Below left:* external view of saucer dome over banking hall.

*Below right:* view of rear façade.



*Below left: Entrance Lobby with gridded stone panelling and glazed screen.  
Below right: Fine mosaic panel depicting the motto of Volkskas Bank.*



*Below left: detail of original "saucer" dome over banking hall.  
Below right: fluted columns with banded capitals supporting perimeter of "saucer" dome.*



*Below left: detail of internal stone wall in Lobby to Office Block.  
Below right: contextual photograph of Volkskas Building with FNB Building (l.h.s.) and RSA Building (r.h.s.) and Library Gardens in foreground.*





#### 6.1.1.8 RSA Building, corner Market and Fraser Streets

##### Introduction

It was mentioned earlier how the *Nathanson's Building* at 72 and 74 Market Street, opposite the first *New Library Hotel*, was purchased by Volkskas in 1943. The Bank continued letting the shops of this single storey building until sometime during late 1945 or early 1946<sup>1</sup>, when the section of the building on Stand 744, i.e. at 74 Market Street, was demolished to make way for the proposed new *Volkskas Building*. Acting for Louw & Louw, the architect Philip Nel was appointed in 1946 to prepare plans for proposed alterations to the remaining section of the *Nathanson's Building*, i.e. on the corner of Market and Fraser Streets. Provision was made on these plans for a future access ramp to basement parking in the Bank's proposed new building on the adjoining site.<sup>2</sup>

It had in the meantime been decided at a meeting of the Directors of Volkskas, held on 3 March 1946, to sell the corner stand with the remaining portion of the *Nathanson's Building*, to 'Die Vrede Verbruikers Beperk' for £35,000.0.0. The property was registered in the name of the latter on 5 May 1948.<sup>3</sup> It was recorded on the relevant title deed that "the purchaser subsequently changed their name to 'Indosa Properties South Africa Ltd'<sup>4</sup>, hereafter referred to as Indosa Properties. The Directors of Indosa Properties were Messrs M.E. Kahan, M. Isaacs, and B.J. Heilig.<sup>5</sup> Mose Eli Kahan was listed some years later in 1962 as a Director of Indosa Buildings in Lüderitz in former South West Africa (SWA), and as being the Chairman

<sup>1</sup> Plans record: Stand 5151, Johannesburg (Building Control, City of Johannesburg).

<sup>2</sup> *Ibid.*

<sup>3</sup> Deed of Transfer F.8945/1948 dated 5 May 1948 (Deeds Office, Johannesburg).

<sup>4</sup> *Ibid.*

<sup>5</sup> Certificate of Consolidated Title F.11316/1955 dated 10 November 1955 (Deeds Office, Johannesburg).



and Managing Director, at that stage, of the Diamond Mining and Utility Co. (SWA), and Lorelei Copper Mines.<sup>6</sup> No information could be found on the other Directors of Indosa Properties.

On 4 October 1950, Indosa Properties also became the registered owner of the *Transvaal Goldfields Building* at 6 Fraser Street, after purchasing it from the Transvaal and Delagoa Bay Investment Co., Ltd. for £51,250.0.0.<sup>7</sup>

### History of the building

Following the change of ownership of the *Transvaal Goldfields Building*, the town planner and housing consultant H.K. Mueller, was appointed by Indosa Properties to prepare plans for a new multi-storey building to accommodate shops and offices, at the corner of Market and Fraser Streets.

The original intention was to construct a 13 storey building. This was however soon changed to a proposal for an 11 storey building.<sup>8</sup> Mueller's submission drawings were of a noticeably poor standard, not that this would have been the reason for the change of plan. Sometime during 1952, while working on the final plans of the proposed new building, Mueller was joined by Gehrig, with the partnership henceforth being known as Mueller & Gehrig Town Planning & Housing Consultants.

A substantially smaller building was completed by late 1953, following the approval of Mueller & Gehrig's final submission drawings by the City Council between March and August 1953.<sup>9</sup> The building comprised of a podium with a small office tower at the rear.

In 1955, the two stands on which the existing building is situated, were consolidated.<sup>10</sup>

The building at completion, was known as *Atlantis House*, and comprised of a Basement, six shops at Ground Floor, a Mezzanine Floor, and three office floors. Located at Ground Floor in the shops facing Market Street by 1954, was the Library Pharmacy, and the Library Milk Bar. By 1960, the Library Fruit Bar was located in one of these shops.

Johannesburgers who worked in the area during the latter 1960s and early 1970s, might remember that the shops facing Market Street, at that stage, used to house the New Exchange Pharmacy, Chaplin's Opticians, as well as a branch of the Allied Building Society. Located in one of the shops by 1979, was a confectionery, known as Metro Swiss Confectionery.<sup>11</sup>

The three shops facing Fraser Street were at different times occupied by tenants such as the Royal Bottle Store, Boy-O-Boy Restaurant, Raoul's Coffee Bar, Koos Van Der Merwe's Coffee Bar, Renier's Mens Hairdressers, and Hayman's Meat Market.<sup>12</sup> By 1970, an office of Greyhound Bus & Coach Hire was located at 8 Fraser Street.<sup>13</sup> The Passenger's Waiting Room was located nearby in Fraser Street in *Litorn House*. One of the shops at 6 Fraser Street was occupied by the The Gun Bar in 1979.<sup>14</sup>

The architect J. De Bruyn was appointed in 1965 to work on plans for the proposed conversion of the First Floor of the building for 'Klub RSA' (Republic of South Africa). See below. His plans made provision for three separate dining rooms, a bar, and associated

<sup>6</sup> Landsberg, E. (Ed.): *Beerman's – The South African Financial Year Book*, Vol. I, 1962.

<sup>7</sup> Deed of Transfer L.254/1950 dated 4 October 1950 (Deeds Office, Johannesburg).

<sup>8</sup> Plans record: Stand 5151, Johannesburg (Building Control, City of Johannesburg).

<sup>9</sup> *Ibid.*

<sup>10</sup> Certificate of Consolidated Title F.11316/1955 dated 10 November 1955 (Deeds Office, Johannesburg).

<sup>11</sup> The Rand-Pretoria Directory 1954, 1957, and 1960; The Rand-Pretoria Directory and Buyers' Guide 1965, 1968, 1970; The Rand-Pretoria Directory and Street Guide 1979.

<sup>12</sup> The Rand-Pretoria Directory 1957, 1960; The Rand-Pretoria Directory and Buyers' Guide 1965, 1968, 1970, and 1979.

<sup>13</sup> The Rand-Pretoria Directory and Buyers' Guide 1970.

<sup>14</sup> The Rand-Pretoria Directory and Street Guide 1979.





facilities such as a kitchen, cold rooms, and a liquor store.<sup>15</sup> The proposed work was effected in 1966.

It appears that with the conversion of the upper floors of the building starting in 1966, the building became known as the *Gebou RSA (RSA Building)*. This at least, is how it was referred to in The Rand-Pretoria Directory and Buyers' Guide published in 1968.<sup>16</sup>

The architects Cowin, De Bruyn & Cowin were responsible for the subsequent conversion in 1968-69 of the Second and Third Floors for use by the members of the Club. The plans prepared by this practice were for two proposed private dining rooms, a bar, an office for the manager of the Club, and a lounge for reading and writing at Second Floor. It was proposed to convert the Third Floor to a large billiard room and a snack bar.<sup>17</sup>

In 1974-75, various internal alterations were effected to the shops at Ground Floor as well as the upper floors of the building. The work to the latter appears mainly to have been necessitated by certain minor changed functional requirements on the part of 'Klub RSA'. The two existing private dining rooms at First Floor were both converted to a restaurant, while the offices of the Manager and Secretary of the Club were relocated to the Third Floor. The plans for the proposed work were executed by the architectural practice of Colyn & Meiring<sup>18</sup>, a practice known for their links to the Government of the time.

The history of 'Klub RSA' dates from June 1962, when a committee was appointed by the Johannesburgse Afrikaanse Sakekamer (Johannesburg Afrikaans Business Chamber) to investigate the establishment of a new club which was to function on the same lines as the existing *Rand Club* in Loveday Street. At a subsequent meeting attended by the majority of the founding members of the Club held in the *Criterion Hotel* (since demolished), corner of Jeppe and Rissik Streets, on 18 June 1962, the Club's first Management Committee was duly constituted, comprising of Messrs J.D.J. De Necker (Chairman), D.J. Du Preez, T.F. Muller, P.K. Hoogendyk, D.J. Malan, R.P.A. Van Der Walt, and Dr K.H. Jooste.<sup>19</sup>

Subsequent efforts were mostly directed at not only finding suitable premises in the Johannesburg CBD, but also an appropriate name for the Club. Reporting on progress in a circular dated 28 June 1962, the Club's Chairman Jan De Necker requested the founding members to forward their suggestions for a name to either himself or Bennie Van Der Walt.<sup>20</sup>

In August 1963, it was reported that the Club would henceforth be known as 'Klub RSA', and would be tenanted in the *Reinsurance Building* (extant as *Avril Malan Building*), corner of Commissioner and Sauer Streets.<sup>21</sup> It was from this building which belonged to Volkskas, that the Club relocated in 1966 to the existing building adjoining the *Volkskas Bank* in Market Street.

In essence, 'Klub RSA' was a club not much different from the Rand Club. Its membership included many prominent Afrikaans businessmen, medical practitioners, attorneys, etc. Members visiting the Club always had to be suitably attired, while guests had to be accompanied by a club member and were expected to sign the visitor's book.<sup>22</sup>

<sup>15</sup> Plans record: Stand 5151, Johannesburg (Building Control, City of Johannesburg).

<sup>16</sup> The Rand-Pretoria Directory and Buyers' Guide 1968.

<sup>17</sup> Plans record: Stand 5151, Johannesburg (Building Control, City of Johannesburg).

<sup>18</sup> *Ibid.*

<sup>19</sup> Circular regarding proposed establishment of new Club, J.D.J. De Necker, 4 June 1962.

<sup>20</sup> Circular regarding establishment of new Club, J.D.J. De Necker, 28 June 1962

<sup>21</sup> J.D.J. De Necker – I. Labuschagne, 22 August 1963.

<sup>22</sup> Information furnished to the author by Dr Izak Labuschagne, 10 April 2005.



View of the RSA Building at the time of the RAU Survey of 1976 of Johannesburg's historic Inner City building. This photo was taken from a position in front of the Johannesburg Public Library with part of the fountains clearly visible in the foreground. The recommendation contained in the RAU Survey report regarding the RSA Building, is of particular interest. Van Der Waal's recommendation was for the building to be redeveloped to an eight storey structure. He was of the view that such a new building would stand in greater sympathy, i.e. from a contextual viewpoint, to not only the neighbouring buildings in Market Street, but also the Johannesburg Public Library. The fact that very little of the existing context of the southern façade of Market Square was respected when the RSA Building was constructed in 1953, was clearly of concern to Van Der Waal. (From Van Der Waal, G-M.: *Projek: Opname Historiese Geboue In Johannesburg - Binnestad, Second Report, June 1976*).

Less than 20 years after its office floors were converted for use by members of 'Klub RSA', the *RSA Building* became an integral part of Volkskas's Market Street Branch. The acquisition of the building was formalised during the latter part of 1981, after the building was purchased from the 'Die Afrikaanse Klubgebou Beperk' for R300 000.00.<sup>23</sup> During the following year, the stands comprising the sites of the *Volkskas Building* and *RSA Building* were consolidated into Stand 5151.<sup>24</sup>

The architects Kock & Dittrich were appointed in 1984 to plan the integration of the building into Volkskas's Market Street Branch. Their plans provided *inter alia*, for the construction of a staircase well between the existing *Volkskas Building* and the *RSA Building*, with through-connections from the Ground and Mezzanine Floors. Two floors were added to the *RSA Building* and the original external massing and elevations were completely changed, to the extent that nothing remains of the building constructed in 1953.

The building as a converted addition to the existing *Volkskas Building*, was occupied by the Bank in May 1986. The building has since been seen by most, not as a separate structure with an own past, but as a bank building which, to the uninformed, might have been constructed in the first place, to meet Volkskas's or for that matter, ABSA's requirements for additional office space. The building is no longer used by ABSA, and is currently standing vacant.

### Architectural description

The *RSA Building* occupies almost the entire rectangular corner site and comprises two basements and seven office floors. While the original smaller core of the building was designed in 1953 by a housing consultant (not an architect), numerous changes (the last under the direction of Kock & Dittrich in 1984 to convert it into an Annexe to the *Volkskas Building*) have irrevocably changed its original limited scale and character.

The adaptive re-use of the building as an Annexe to the *Volkskas Building* primarily involved the addition of substantial extra floor area. However various other changes, including the "stripping" away of the corner at Ground and First Floor and the creation of a recessed glazed "gasket" as an interface to the *Volkskas Building* were also undertaken. The additional floor

<sup>23</sup> Deed of Transfer T.1130/1981 (Deeds Office, Johannesburg).

<sup>24</sup> Certificate of Consolidated Title T.18625/1982 dated 21 September 1982 (Deeds Office, Johannesburg).



area was largely open plan office accommodation, provided by extending the building to the north boundary and building additional floors.

Internally the existing floor areas of the *Volkscas Building* extend without significant interruption into the *RSA Building* and the original internal extent of both buildings have become blurred.

Elevationally the ground floor façade has been recessed behind the first structural row of columns (on both streets) to form a narrow arcade. However in the absence of any retail presence, these spaces are not utilised. The cladding of this portion was completed in polished granite.

The two street elevations above ground floor are constructed in a brown facebrick and are characterised by the use of raised surrounds to the window openings. Each window surround has no base; the two side panels of the surround are supported on brick corbelling and the "head" of the surround is formed of a narrow pre-cast concrete ledge with curved ends. Both street elevations are terminated on their upper edge with a broad, flat concrete band.

It is presumed that the architects were cognisant of the immediate context of finely crafted brick buildings with granite bases. However while hindsight might reverse this opinion in future, the elevational treatment of the windows of the *RSA Building* can be described as banal.

The elevation onto *Market Square* comprised of the glazed link with a plain facebrick façade, supported on free standing columns, and punctured by four windows at each floor level and topped with a concrete "cornice". The elevation on Fraser Street was similarly treated except that eight windows occurred at each level, with the window at each end of a narrower proportion.

### Photographic record

*Below left: view of roof scape with Volkskas Building (rear) and Thusanong (r.h.s.).*  
*Below right: perimeter drain around basement wall.*



*Below left: typical open plan office.*  
*Below right: corbelled projecting brick surrounds to windows.*



*Below: contextual view showing the small scale RSA Building in relation to Volkskas Building (l.h.s.), Custom House (r.h.s.) and the Dr Beyers Naudé Square with the Johannesburg Public Library in the foreground.*





## The manifestation of the Schlesinger Organisation's 'drive to modernity' in the City's financial district

### Introduction

The historic and architectural association between the two remaining buildings on this city block, i.e. the building known today as *Thusanong*, and the *First National Bank (FNB) Building*, is of particular significance. Both were designed by the architect Monty Sack, and were constructed at virtually the same time, adding to the vast property holdings of the Schlesinger Organisation, and furthering their influential banking and insurance interests. An understanding of how the two buildings came to be developed, is therefore of no small importance.

Arriving in South Africa as a young man in 1894, Isidore William Schlesinger soon made a name for himself as an insurance salesman. In displaying exceptional financial and administrative gifts, he became a legend because of his achievements as one of South Africa's most notable financiers and industrialists. In 1904, he started the African Life Assurance Society which was to become one of the largest companies of its kind in the country. His next achievement came in 1910 when he established the Colonial Banking & Trust Co., as well as the African Guarantee & Indemnity Co. At the time of his death many years later in 1949, Isidore William Schlesinger was the head of over 100 companies, including newspapers and department stores.<sup>1</sup> His enterprises as the founder of the Schlesinger Organisation had been as phenomenal as his will to succeed.

On the death of his father, John Samuel Schlesinger took control of the Organisation and was appointed chairman of the major companies in the Group, including the African Guarantee & Indemnity Co., the African Realty Trust Ltd., the Colonial Banking & Trust Co., as well as the African Life Assurance Society Ltd.<sup>2</sup>

Enter the architect Monty Sack, who in 1957, visited the United States of America to prepare himself for the buildings that he was shortly to work on in Johannesburg for the Schlesingers. According to Chipkin, he was chosen by the Schlesinger executives "to project the second-generation image of the Schlesinger Organisation, an insurance, banking and property empire owning some of the 'finest blue-chip sites in the country'.<sup>3</sup> The site of the then first *Colonial Bank Building*, opposite Market Square, in the heart of the city's financial district, was a prime example of a 'blue-chip' site. Another was the site on the same city block a short distance away, of the 'remnant' of the second *Stock Exchange Building (Palladium Theatre)* in Commissioner Street.

According to Chipkin, there was little doubt that in Sack, "the Schlesinger executives (had) found the perfect instrument for their drive to modernity: second-generation Schlesinger modernity. Sack confirms that in the 1950s and 1960s he was strongly influenced by developments in North America, particularly by 'functionalist buildings expressing mechanical systems on the façade'...he returned home with ideas which came to fruition in his subsequent work. The first fruits of the American visit were the near-contemporaries built in the same historic city block: the Colonial Bank Building (1958-59) in Market Street (at the corner of Simmonds), a neighbour to the face brick Volkskas building: and in the African Guarantee Building (1960) at the corner of Commissioner and Fraser Streets – the first a precast-clad building on a colonnade; the second a window-wall building on a podium. The two buildings, though quite different in appearance, nevertheless reflected a single design intelligence – the same sense of proportion and elegance, the same restraint in the use of materials."<sup>4</sup>

The association of the two buildings from an architectural viewpoint, coupled with their shared historic context, remains cardinal to any assessment of the heritage value of *Thusanong* and the *First National Bank Building*.

<sup>1</sup> Rosenthal, E. (Ed.): *Encyclopedia Of Southern Africa*, Vol.1, A-L.

<sup>2</sup> Roberts, T. (Ed.): *Who's Who Of Southern Africa* 1973.

<sup>3</sup> Chipkin, C.M.: *Johannesburg Style – Architecture & Society 1880s-1960s*.

<sup>4</sup> *Ibid.*



#### 6.1.1.9 First National Bank Building, corner Market and Simmonds Streets

##### Introduction

It has previously been noted that the old *Robinson Bank Building* was renamed the *Realty Trust Building* after it became the headquarters of the African Realty Trust Company in 1905. Another tenant, the Colonial Banking & Trust Co., had since its formation in 1910, also made its headquarters in this building.

In 1951, the Colonial Banking & Trust Co., hereafter referred to as the Colonial Bank, purchased the building from the African Realty Trust.<sup>1</sup> The building was again renamed as the (first) *Colonial Bank Building*. It was however, one of the buildings that the Schlesinger executives had earmarked for demolition at the time of Monty Sack's overseas visit. In their 'drive to modernity', it had been decided to replace the old building with a new and more functional office and bank building for the Colonial Bank.

The offices of the African Consolidated Investments Corporation Ltd. (ACIC), another of the companies in the Schlesinger Group, were located in the *His Majesty's Building* in Commissioner Street. It was here, after his return from overseas, that Monty Sack as the architect of the Company's Construction Department, prepared the plans of the proposed (second) *Colonial Bank Building*.

<sup>1</sup> Deed of Transfer L.45/1951 (dated 13 February 1951 (Deeds Office, Johannesburg)).



### History of the building

The plans of the proposed building (dated October – November 1958) were duly submitted to the Local Authority. These plans described the construction of a Basement, a double-volume Banking Hall at Ground Floor, and seven office floors, with Staff Quarters and a Lift Motor Room at roof level.<sup>2</sup> It was estimated that the new building would cost £50,000.0.0 with an added cost of £1,200.0.0 for the installation of drainage.<sup>3</sup> The submission drawings were finally passed by the City Council on 5 May 1959.

Prior to the approval, Sack had to apply to the City Council for permission to deviate from the Council's restriction regarding ground floor coverage. By reading his application (see below), it is easy to appreciate some of the difficulties encountered by Sack. The fact that he succeeded in respecting the existing context in which the building would be constructed, is a tribute therefore to his skills and resourcefulness as an architect. The additional role played by the Council's Elevation Control Committee in ensuring that the new bank building would not detract from the existing character and contextual attributes of the buildings within the adjacent visual catchment area, is of equal importance.

The new building was completed towards the end of 1959. Sack, however, still had to finalise the details of the internal layout for use as a bank and office building, as his earlier plans did not describe this. These details, according to the original plans, "were to be submitted when tenants requirements are known." On 29 March 1960, the necessary plans for the proposed addition of dry-wall partitions to the office floors, and the installation of counters and partitions in the Banking Hall at Ground Floor, were passed by the Council.<sup>4</sup>

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<sup>2</sup> Plans record: Stand 4460, Johannesburg (Building Control, City of Johannesburg).

<sup>3</sup> *Ibid.*

<sup>4</sup> *Ibid.*



JOHANNESBURG

POST OFFICE BOX 1182 TELEGRAPHIC ADDRESS: 'LITORN' TELEPHONE ~~XXXXXX~~ 835-7711

ME/DPD. CONSTRUCTION DEPARTMENT.

22nd October, 1958.

The City Engineer,  
City Hall,  
JOHANNESBURG.

Attention Mr. Fisher.

Dear Sir,

PROPOSED COLONIAL BANK BUILDING : STAND No.  
746 : JOHANNESBURG. 4460C

We refer to the enclosed drawings Nos. 104/4, 7, 8, 9, 14, 15 and 16, which have been submitted to the City Engineer's Department for approval. These have been rejected and returned due to the question of ground floor coverage which we are advised is excessive. We would point out that the ground floor is to be used as a Banking Hall which we regard as business premises calling for a minimum open space of 100 square feet. The office area indicated at this level is ancillary to the bank and teller space and is, in our estimation, not office space in the conventional sense of the word. We would also point out that the site is only 50 x 50 and that the provision of 300 square feet open space called for at ground floor would make the use of business premises at this level quite uneconomic.

As you are aware our plans for this building were recently submitted to the Elevation Control Committee for approval. In order to comply with the wishes of this Committee we willingly increased the height of the ground floor bank from 15'0" to 19'0" to line up with the adjacent building frieze. This, together with an increase in the size of the marble band at the base of the building from 3'0" to 5'0", has had the effect of increasing the entire volume of the bank space. In addition to this we increased our floor to floor heights of the typical floor from 10'3", which is the economical and practical height, to 11'0" in an attempt to line up the top of our building with the adjacent building cornice. The total increase in volume of the building due to the above is 32,700 cubic feet. We are sure that you will appreciate that these increases in height and volume have imposed considerable extra on the overall cost of the building scheme, which we estimate to be approximately £10,400.0.0.

In the light of the abovementioned points we trust that a more favourable interpretation will be given to the question of ground floor coverage in the proposed building.

Yours faithfully,  
AFRICAN CONSOLIDATED INVESTMENTS CORP'N. LTD.

*M. Sack*  
M. Sack.

Architect: Construction Department.



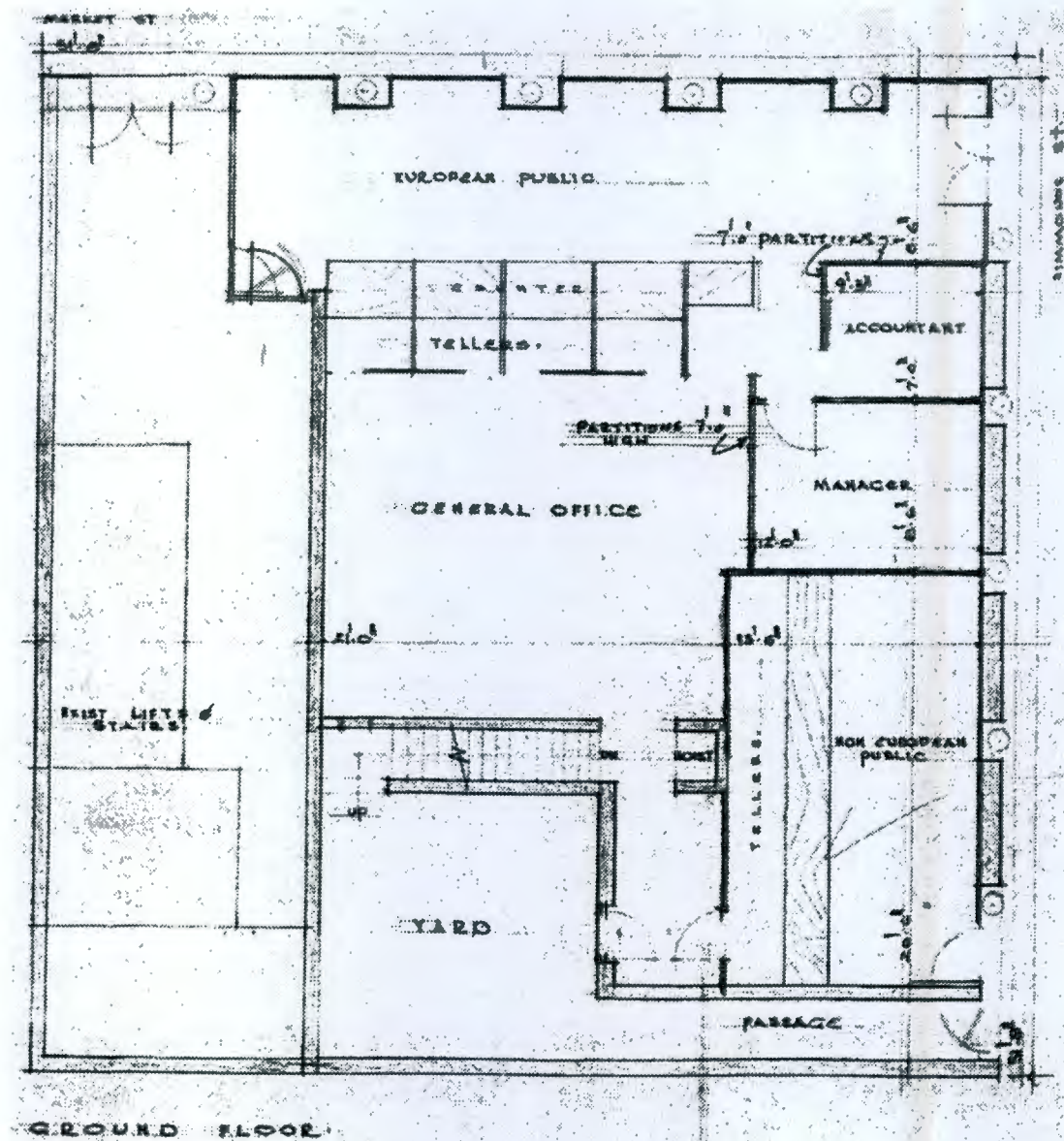
DIRECTORS: JOHN B. SCHLESNER, S. A. SCHLESNER (CITIZEN U.S.A.), J. SCHLESNER (CITIZEN U.S.A.), W. H. COYLE, A. R. COOLE

Alt. R. W. Motter

Letter dated 22 October 1958 from Monty Sack to the City Engineer, who at the time was still accommodated in the City Hall, near the site of the then proposed new (second) Colonial Bank Building. (Reproduced from the extant plans record of the existing building, Stand 4460, Building Control, City of Johannesburg).



As is shown later in the architectural description of the building, apart from the double volume space and shopfront, nothing remains of the former Banking Hall. When the Colonial Bank started its business at 78 Market Street, however, this facility comprised of two separate public spaces, i.e. the one for use by the Bank's "European" clients, and the other, by its "Non European" clients. The "European Public" area was accessed via the Main Entrance to the Banking Hall at the corner of Market and Simmonds Street, while everybody else, were expected to use the side entrance in Simmonds Street. Had the Banking Hall remained intact, the Ground Floor of the existing building would possibly have been worthy of conservation, i.e. as a tangible reminder of the manifestation of apartheid in banking in the historic core of Johannesburg.



*Reduced copy of plan of proposed division and layout of Banking Hall of the Colonial Bank Building, 1960 (From extant plans record of the building, Stand 4460, Building Control, City of Johannesburg).*

Not long after the completion of the second Colonial Bank Building, it was already apparent that the building was too small and that this was affecting the efficient running of most of the bank's departments located in the building. The obvious solution was to extend the building. The Colonial Bank was eventually successful in purchasing Stand 215, i.e. between their



building and the *SA Permanent Mutual Building* at 37 Simmonds Street, for R130 000.00. The change of ownership was formalised in November 1963.<sup>5</sup>

Monty Sack, now with the Architectural Department, Townsview Estates (Pty.) Ltd., had by then already been instructed to work on the plans for a proposed new addition, which plans were submitted to the Council for approval at the end of April 1964. It was estimated that the proposed addition would cost £134,000.0.0.<sup>6</sup>

The new stand at 37 Simmonds Street and the stand of the existing building first had to be consolidated<sup>7</sup>, and as a result the construction of the new addition took longer than what would otherwise have been the case. The plans of the proposed new extension were passed by Council at the beginning of April 1965<sup>8</sup>, resulting in the completion of the new addition later during the same year, i.e. five years after the doors of the second *Colonial Bank* had been opened for business.

In 1968, the Colonial Bank merged with Western Credit Bank Ltd., to form Western Bank Ltd.<sup>9</sup> The building was henceforth known as *Western Bank House*.<sup>10</sup> Two years later, Sack was appointed to attend to proposed alterations at Ground Floor and to the First Floor of the building, entailing both revised office layouts, and changes to the existing Banking Hall. The plans of the proposed new work to the Banking Hall in 1970, are of particular importance, as they show how the layout of this public facility, continued to be premised on racial grounds, comprising, *inter alia*, of a "European Banking Hall" and a "No (sic) White Banking Hall."<sup>11</sup>

In 1975, Barclays National Bank (First National Bank's predecessor) bought Western Bank Ltd., with the latter becoming known as Barclays Western Bank Ltd. (now Wesbank).<sup>12</sup> The building was subsequently renamed as the *Western Bank Building*.

Western Bank continued to use the building as one of their bank and office branches until 1979, when the building was sold to Barclays National Bank Limited Staff Pension Fund for R750 000.00<sup>13</sup>, and became known as *Barclay Place*.<sup>14</sup> It was later also known as the *First National Bank Building*. The building was subsequently used by various head office departments of Barclays Bank and its successor, the First National Bank (FNB), including the head office component of the Bank's Trustee Division, the Bank's Property Services Division, and Barclays Real Estate Ltd. Various departments of the Bank's Personnel and Administration Division, including the Personnel Selection and Training Centre were also accommodated in the building.<sup>15</sup>

In 1998, the building was purchased by First Rand Bank Ltd. from the First National Bank (FNB).<sup>16</sup> It was at this time that the FNB's Archives were relocated to this building from the old second *Natal Bank Building* at 90 Market Street. The Archives were later moved to the nearby *FNB Bank City*.

The building has been standing vacant since 2004 when it was purchased by the Gauteng Provincial Government.<sup>17</sup>

<sup>5</sup> Deed of Transfer F.11059/1963 dated 19 November 1963 (Deeds Office, Johannesburg).

<sup>6</sup> Plans record: Stand 4460, Johannesburg (Building Control, City of Johannesburg).

<sup>7</sup> Certificate of Consolidated Title F.12687/1964 dated 15 October 1964 (Deeds Office, Johannesburg).

<sup>8</sup> Plans record: Stand 4460, Johannesburg (Building Control, City of Johannesburg).

<sup>9</sup> Information furnished to the author by E. Lubbe, FNB Archives, 20 December 2004.

<sup>10</sup> The Rand-Pretoria Directory and Buyers' Guide, 1970.

<sup>11</sup> Plans record: Stand 4460, Johannesburg (Building Control, City of Johannesburg).

<sup>12</sup> Information furnished to the author by E. Lubbe, FNB Archives, 20 December 2004.

<sup>13</sup> Deed of Transfer T.17359/1981 dated 12 June 1981 (Deeds Office, Johannesburg).

<sup>14</sup> Rand-Pretoria Directory and Street Guide 1982.

<sup>15</sup> Information furnished to the author by E. Lubbe, FNB Archives, 20 December 2004.

<sup>16</sup> Deed of Transfer T.64994/1998 dated 31 August 1998 (Deeds Office, Johannesburg).

<sup>17</sup> Deed of Transfer T.77942/2004 (Deeds Office, Johannesburg).



### Architectural description

Close scrutiny of the façades of the *FNB Building* suggest that this large building was constructed at a particular point in time, on two Johannesburg erven, one of which was on a prominent street corner, overlooking *Market Square*. However reference to the submission drawings, confirm that the building was in fact constructed in two separate portions. Both were designed by the architect Monty Sack, of the ACIC's Construction Department, which explains the almost seamless integration of old and new.

The first portion was constructed (on the corner Stand) in 1958 for the Colonial Banking and Trust Co. Ltd. Designed in the Johannesburg Modular Regionalism style, this office building comprises of a storage basement, a double volume Banking Hall, seven office floors and various service functions on the Eight Floor. The original portion was constructed over the full extent of the corner stand, except for a narrow rectangular courtyard, creating a basic U-shaped plan form.

At Ground Floor each of the street façades of the first portion was sub-divided into six equal bays. The three entrances to the Ground Floor of the building were situated (in each case) in one of the end bays. The west end-bay onto Market Street gave access into the Entrance Foyer and Lift Lobby, beyond which was situated a tightly planned staircase with male and female Cloakrooms alternating at each half landing. The north end-bay onto Simmonds Street gave access into the European (sic.) Banking Hall; the south end-bay onto Simmonds Street gave access into what was originally the Non-European (sic.) Banking Hall.

A feature of the planning at Ground Floor was the complete separation of structure and façade, with the curtain wall glazing onto Market Street recessing around each circular "piloti". The more structural "art panels" onto Simmonds Street followed the identical configuration albeit in a less transparent manner. The effect of this detail was to create a light transparent space of significant quality.

The upper office floors were an early example of "column free" space, each of the broad L-shaped floor plates being subdivided into numerous different potential layouts, unhindered by the intrusion of columns.

The second major phase of the building's development took place only five years later in 1963 onto the adjoining Stand to the south, hereby enabling a much larger Banking Hall and additional open plan office floor above. The façade detailing and modules were identical with the result that the original building and the addition merged seamlessly into a single whole.

While the original pale blue terrazzo of the columns has been obscured with later faceted marble cladding, the original white marble frieze above the columns and the complex faceted pre-cast concrete "breast" panels, framing each of the window openings are still intact. The pre-cast panels (one of the earliest uses of pre-cast cladding on an office in Johannesburg), were identical, and set up a regular "beat" or rhythm and strict organisation to the building façade. The office level of the building was provided with separate windows, whereby each of the modules was split into two halves and accommodated two windows. At roof level the building is "capped" with a free standing concrete ring beam to form a pergola, the height of which related exactly to the height of the adjoining *Volkshuis Building*, clear evidence that Monty Sack was well aware of the historic context of the building he designed.

### Alterations

Apart from the major second phase addition, the changes have been minor. The original wall surface treatment in the lift lobbies has been obscured with a textured wall coating and the light blue terrazzo to the "pilotis" has been obscured.

### Photographic record

*Below left:* colonnade facing Simmonds Street with white marble architrave.  
*Below right:* Detail of Eduardo Villa decorative art panel flanked by narrow columns.



*Below left:* street Entrance Lobby to FNB with sculptured Villa panel on side wall.  
*Below right:* closely spaced concrete "breast" panels, (with louvred panels for air conditioning).



*Below left:* detail of carefully considered junction at roof level between FNB (l.h.s.) and Volkskas Building (r.h.s.).  
*Below right:* broad ring beam on columns at roof top level with mesh balustrade.



*Below left: detail of glazed curtain wall to Banking Hall on Market Street.  
Below right: east wall of Banking Hall showing rear face of Villa panels.*



*Below left: detail of original Entrance Lobby (with later security kiosk).  
Below centre: detail of original Ground Floor Lift Lobby with marble wall cladding.  
Below right: typical glazed timber flush panel doors and original handles.*



*Below left: internal elevation of pre-cast concrete "breast" panel.  
Below right: FNB Building in context with Peoples Bank (l.h.s.) and Volkskas Bank (r.h.s.) and Standard Bank Tower in left background.*





#### 6.1.1.10 Thusanong, corner Commissioner and Fraser Streets

##### Introduction

The *Palladium Theatre* at 69 and 71 Commissioner Street was demolished in 1958 to make way for *Thusanong*, the tall building which, when it was constructed, was an early example of a curtain-wall building on a podium in Johannesburg.

In 1953, the *Palladium Theatre* was purchased by The African Life Assurance Society from the Johannesburg Estate Company Ltd.<sup>1</sup> This was the first step toward the eventual construction of *Thusanong*. The next step was when the three stands comprising the site of the *Palladium Theatre*, were consolidated in 1957.<sup>2</sup> Taking a trip down memory lane, many Johannesburgers might remember that the building was at that stage, home to tenants such as the Stage Door Sandwich & Snack Bar, the *Palladium Sporting Tea Room*, the *Empire Pharmacy*, and *Palladium Stationers*.<sup>3</sup>

##### History of the building

Monty Sack, after his return from overseas, started by working on the plans of the proposed replacement building for the *Palladium Theatre*. The plans dated February 1958, were

<sup>1</sup> Deed of Transfer F.6248/1953 dated 6 August 1953 (Deeds Office, Johannesburg).  
<sup>2</sup> Certificate of Consolidated Title F.9622/1957 dated 12 November 1957 (Deeds Office, Johannesburg).  
<sup>3</sup> The Rand-Pretooria Directory 1957.



captioned as being for a "Proposed New Building For The African Life Assurance Society".<sup>4</sup> The effect of this was to give further meaning to the Schlesingers' 'drive to modernity'.

As with the submission of the plans of so many other proposed new buildings, Section 22 of the Johannesburg Town Planning Scheme was ever present, not permitting Sack the slightest design leniency as far as the rules of racial separation were concerned. At the time of the submission of the plans of the proposed new building in 1958, Sack was informed in a letter dated 15 April 1958 from the City Engineer, that "I return herewith the paper copies of the plans of the proposed building...which are not in order insofar as this Department is concerned in that the Native quarters are not situated on the roof of the main building as required in terms of Section 22 of the Town Planning Scheme."<sup>5</sup> Sack therefore had no choice other than to provide for a "Staff Common Room" on the roof of the proposed building.<sup>6</sup> Of added significance is the fact that his plans provided for separate "Native" and "Coloured" toilet facilities in the building.<sup>7</sup>

In preparation of the proposed demolition of the Palladium Theatre and the new construction work that was to follow, an application was submitted to Council in June 1958 by The Metro Advertising Company for permission to erect a temporary builders hoarding at the site of the proposed new building. The contract for the structural design of the new building was awarded to Ove-Arup & Partners.<sup>8</sup>

By late 1959, the new building for The African Life Assurance Society had been completed and all that remained was to finalise the plans for the layout of the floors of the building. Captioned "Floor Layout - New A.G.I. (i.e. African Guarantee & Indemnity) Building For The African Life Assurance Society Ltd. On Con (i.e. consolidated) Std 212, Johannesburg" these plans were submitted in November 1959, and passed by the Council in July 1960.<sup>9</sup> The African Guarantee & Indemnity Company had up to then been accommodated in the *Colosseum Buildings*, at the corner of Commissioner and Von Brandis Streets.

The floor layout plans provided for the partitioning of all the floors, including the Ground Floor of the building, for office purposes.<sup>10</sup> Of interest is the fact that the building was designed with a "Waiting Room" at Ground Floor with a separate entrance at 2 Fraser Street<sup>11</sup> for use by the Greyhound Bus Lines, which use continued till sometime during the mid-1970s.<sup>12</sup>

In 1965, Sack was appointed to prepare plans for proposed internal alterations to the Ground Floor of the building. A reference on these plans to a "European Banking Hall and a separate "Native Banking Hall" was associated with the use of the Ground Floor by the Bank of Lisbon SA Ltd., till about the end of the 1960s.<sup>13</sup>

In 1966, the building was registered in the name of Litorn House (Proprietary) Ltd., after this Company had purchased the building from The African Life Assurance Society for R1 186 349.00.<sup>14</sup> The building was henceforth known as *Litorn House*, and continued to carry this name, even after it was bought by the Mine Employees Pension Fund in 1967.<sup>15</sup>

Three years later in 1970, internal alterations were carried out to the Ground and First Floor of the building. This was necessitated by the use of these floors by the Netherlands Bank of SA as the new tenant. The plans of the proposed changes were executed by Guy Andrews and Crawford Architects.<sup>16</sup>

<sup>4</sup> Plans record: Stand 4777, Johannesburg (Building Control, City of Johannesburg).

<sup>5</sup> *Ibid.*

<sup>6</sup> *Ibid.*

<sup>7</sup> *Ibid.*

<sup>8</sup> *Ibid.*

<sup>9</sup> *Ibid.*

<sup>10</sup> *Ibid.*

<sup>11</sup> *Ibid.*

<sup>12</sup> The Rand-Pretoria Directory and Buyers' Guide 1965, 1968, and 1970.

<sup>13</sup> Plans record: Stand 4777, Johannesburg (Building Control, City of Johannesburg); The Rand-Pretoria Directory and Buyers' Guide 1968.

<sup>14</sup> Deed of Transfer F.4479/1966 dated 13 May 1966 (Deeds Office, Johannesburg).

<sup>15</sup> Deed of Transfer F.13001/1967 dated 2 October 1967 (Deeds Office, Johannesburg).

<sup>16</sup> Plans record: Stand 4777, Johannesburg (Building Control, City of Johannesburg).



Subsequent changes to the Ground Floor in 1975, entailed the conversion of the western section of this floor to a take-away shop, with Preparation Room, Store, and a "Bantu Female Change Room" for use by the new tenant The Bread & Butter. These changes firstly, included two new entrances in Commissioner Street, one to The Bread and Butter take-away, and the other to the existing Banking Hall, and secondly, the replacement of the existing brick panels of the shopfronts with new fixed glazing in aluminium frames.<sup>17</sup>

In subsequent years, the building was home to the administration departments of the Mine Employees Pension Fund. Other tenants included the Witwatersrand Gold Mines, N. Cola Employment, and Dun Gannon Investments. In the 1980s and early 1990s, the Ground Floor was occupied by SANTAM Bank Ltd.<sup>18</sup>

As part of the Gauteng Provincial Government's deployment of the headquarters of its various departments in Johannesburg, *Litorn House* was one of the buildings considered to be ideal by the Provincial Government for the purpose of office accommodation. Negotiations to rent the building from the Mines Employees Pension Fund proved successful, resulting in the allocation of the building for use by the Gauteng Department of Welfare and Population Development (now called the Department of Social Services and Population Development) since 1997. This is recorded as follows on a plaque located in the Main Entrance Foyer of the building:

*Thusanong*

*'Place of Help'*

*Unveiled By  
MEC, Ignatius Jacobs  
Of the Department Of Welfare  
And Population Development  
On 30 November 1997*

Growthpoint Properties purchased the building in 2001, and in turn sold it to the Gauteng Provincial Government in 2004.<sup>19</sup>

*Thusanong* is currently occupied by the Provincial Government's Social Services and Population Department, who are also accommodated in the neighbouring *Peoples Bank Building*.

### **Architectural description**

Designed in 1958, by Monty Sack, who was then employed by the Construction Department of the African Consolidated Investment Company, the building's style can best be described as Functional Modernism.

The building was constructed over a square site of 100 x 100 cape feet, and comprised of a generous Parking Basement (with curved vehicle ramp), a double volume Ground Floor, 11 floors of offices, large Common Room on the Twelfth Floor (presumably for the senior staff of the African Life Assurance Company) and the usual service accommodation in a double level extension to the lift core.

The building occupied virtually the entire site at Ground Floor (except for a small square courtyard) and formed a large elevated podium out of which rose the tall tower block. The façade of the podium facing Commissioner Street was broken at the east side by the main

<sup>17</sup> Plans record: Stand 4777, Johannesburg (Building Control, City of Johannesburg).

<sup>18</sup> Rand-Pretoia Directory and Street Guide 1982, 1985/86, 1987/88; Rand-Pretoia Directory And Street Maps 1992/93.

<sup>19</sup> Deed of Transfer T.51096 dated 30 August 2001, and Deed of Transfer T.31980/2004 (Deeds Office, Johannesburg).





entrance into the building – the balance of the podium was treated as a “blind” colonnade, with tall narrow structural columns at regular intervals. The façade of the podium facing west onto Fraser Street was formed as a proper colonnade, with the same rhythm of tall narrow columns which provided cover for a series of narrow seats against the façade. The colonnade gave access to a small enclosed “Bus Shelter” with toilets, (adjacent to the curved ramp leading down into the basement). The covered seating and bus shelter were presumably a requirement of a tenant or for staff members awaiting public transport.

The recessed entrance gave access into a double volume rectangular Entrance Hall, and thence into the Lift Lobby, with three lifts and associated staircase and male and female toilets on alternate half landings.

The podium height rose to include the First Floor of offices, presumably as a means to achieve the correct proportions of columns to frieze on the two elevations. This detail did however compromise the natural light into the First Floor.

The general arrangement of each of the office floors were similar, with the lift lobby and Cloakroom facilities projecting completely out of the tower block, leaving the balance of the floor plate open (with the exception of a small fire escape stair and a single row of internal columns). The resultant “footprint” of the office floors was an L-shaped plan with narrow service “stem” and broader linear “foot”.

The Common Room on the top floor was originally designed with an interesting geometric roof, with a series of sharply inclined gables on opposite sides, each offset from the gable on the other side by half a module. This created an effect of a “crown” to the building. It appears however that this detail might never have been constructed.

Elevationally the building expressed the mechanistic desires of the age with provision for console air conditioners beneath every second window and use of extruded metal elements. The entire façade was clad continuously with metal panels, louvred panels or glass panes with narrow vertical mullions rising the full height of the building, a clear reference to the iconic Seagram Building in New York. The west façade of the office tower was treated as a solid bracing bay and was clad externally with green mosaics in progressively different hues from dark green at the base to light green at top-floor level. The north façade of the office block learned from the extremes of temperatures in Johannesburg caused by solar radiation and narrow projecting “sun-hoods” were provided for the full width of each floor, a detail quite possibly influenced by Marcel Breuer.

The lift core elevation, a significant feature of the building when viewed from the street, was expressed in a modernist idiom with narrow horizontal bands of windows for the Cloakrooms, a series of vertical windows providing light to the stairwell and a series of projecting “blocks” which internally accommodated fire-fighting equipment.

### **Alterations**

The original colonnade onto Fraser Street has been enclosed and various changes made to the street façade onto Commissioner Street, to accommodate a succession of uses in the Ground Floor.

The Entrance Hall and Ground Floor lift lobby has been extensively “remodelled” with heavy-handed and liberal use of marble and plaster work.

The lift lobbies of the upper floors have fortunately mostly survived intact, with their clean modernist detail and elements of applied decorative detail.

The office floor plates have been re-modelled in various ways, none of which is in opposition to the architects’ intention of providing open plan floors, for ease of different layouts.

**Photographic record**

*Below left: elevation from north west.*

*Below right: south west elevation of "blind" colonnade to podium with tower block over.*



*Below left: detail of sun-screening devices on north façade with aluminum mullions.*

*Below right: view from upper level looking onto Podium roof with sun-screen devices on left hand side.*



*Below left: corner mullion – memories of the Seagram Building (New York).*

*Below centre: west elevation with mosaic panels.*

*Below right: detail of modernist elevation of service core.*



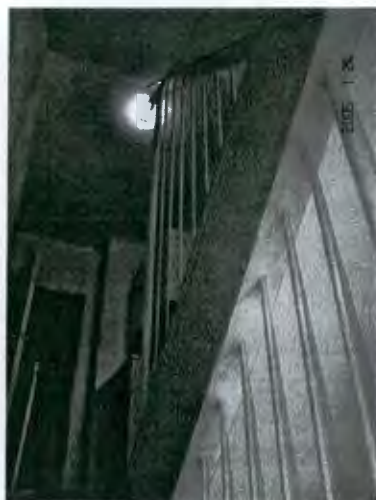
*Below left: original painted geometric decoration on lift doors at upper office floors.*  
*Below right: view of typical office circulation passage.*



*Below left: detail of mosaic inlay to stair treads and glazed screen.*  
*Below centre: original baluster detail (at Basement level) with later handrail.*  
*Below right: detail of original vertical balusters.*



*Below left: detail of internal fixing bracket for metal façade.*  
*Below centre: detail of original vertical balusters to service stairs.*  
*Below right: Thusanong in context with the Standard Bank Tower in the background.*





### **6.1.2 Assessment of significance of buildings proposed for demolition**

The Heritage Resources Surveying and Assessment Forms found in this section of the report, assess the significance of the ten buildings that are proposed for demolition.

The information contained in the forms collates and synthesises the information on the history and architecture of these buildings contained in the previous section of the report, i.e. under 6.1.1 Directly affected heritage resources.

The Heritage Resources Surveying and Assessment Forms also include additional information that is relevant to an assessment of the heritage value of the respective buildings.

Other information contained in the forms, e.g. on the current protection status and condition of the buildings, is not relevant to the assessment process but does lead to a better understanding of the buildings.

The most important aspect of the forms is the Statement of Significance, at the end of each form. These statements condense and conclude the author's findings on the heritage value of each of the individual buildings.

It should be noted that where the cultural significance of a building is determined on the basis of the assessment criteria contained in section 3(3) of the NHRA, and the author is of the opinion that the particular criteria has no relevance to the assessment, the Explanatory Notes field has been left blank.

It would be possible to study the forms without necessarily referring to the information contained in the previous section of the report. To the serious reader, it would however make little sense not to refer to the detailed histories and architectural descriptions of the buildings.



**HERITAGE RESOURCES SURVEYING AND ASSESSMENT FORM  
GAUTENG PROVINCIAL GOVERNMENT PRECINCT  
JOHANNESBURG CENTRAL CITY AREA**

<b>HIA reference</b>	6.1.1.1
<b>Name of building</b>	CLEGG HOUSE
<b>Previous/alternative name/s</b>	Mercantile Building New Clewer House Provident Assurance House.
<b>Stand number/s</b>	27
<b>Previous stand number/s</b>	None.
<b>Township</b>	Marshallstown.
<b>Street address</b>	31 Simmonds Street; 82 Commissioner Street.
<b>Date of completion</b>	1934.
<b>Architect/s</b>	J.A. Moffat & Harvey.
<b>Building style</b>	Art Deco with Edwardian and Modernist influences.
<b>Building type</b>	Shops and office building.
<b>Description of building</b>	Ground Floor plus nine floors, and one Basement.
<b>Known alterations / additions, and responsible architects</b>	Extensive alterations carried out for SA Reserve Bank to both this building and <i>SARB House</i> in 1982 (plans by the architects Mallows Louw Hoffe & Partners passed on 24 March 1982).
<b>Description of integrity of building</b>	The integrity of this building has been partly compromised. The original shops of the building have been removed and various other interventions have been carried out to facilitate the SA Reserve Bank's use of the building from 1964.
<b>Condition of building</b>	Fair.
<b>History of ownership</b>	<p><u>Certificate of Conversion of Freehold Title F.1667/1924 (dated 11 June 1924)</u> – certificate issued with respect to Stand 27, Marshallstown, in favour of Mercantile Buildings Company Ltd.</p> <p><u>Deed of Transfer T.12698/1964 (dated 15 October 1964)</u> - Stand 27, Marshallstown, extending as Certificate of Conversion of Freehold Title F.1667/1924 (dated 11 June 1924); purchased by SA Reserve Bank from New Clewer House Ltd.; purchase price R300 000.00.</p> <p><u>Deed of Transfer T.86271/2002 (dated 29 November 2002)</u> - Stand 27, Marshallstown, extending as Deed of Transfer T.12698/1964 (dated 15 October 1964): purchased by Gauteng Provincial Government from SA Reserve Bank together with Stands 25, 26, 35 and 36.</p>

**PROTECTION STATUS (under the National Heritage Resources Act, 1999):**

The building was completed in 1934 and is therefore protected under the "60 Year Rule" of the NHRA.

<b>CULTURAL SIGNIFICANCE OF PLACE: Assessment criteria as set out in Section 3(3) of the National Heritage Resources Act, 1999</b>	<b>Explanatory notes</b>
Importance in the community, or pattern of SA history.	
Possession of uncommon, rare or endangered aspect of SA's natural or cultural heritage.	
Potential to yield information that will contribute to an understanding of SA's natural or cultural heritage.	The building contributes primarily to an understanding of the historic development of the area of the financial district in which it stands the history of the South African Townships, Mining and Finance Corporation, and the work of the Johannesburg Agency of the SA Reserve Bank.
Importance in demonstrating the principle characteristics of a particular class of SA's natural or cultural places.	The building is based on the Art Deco style, with Edwardian and Modernist influences. It is an interesting component of 1930 architecture in Johannesburg; and forms part of the evolution of architectural styles in Johannesburg. The building has many notable features, one of which is the use of incised decorative plaster panels at strategic positions on the façade. These vary from classically inspired panels to typically Art Deco mouldings and details.
Importance in exhibiting particular aesthetic characteristics valued by the community or cultural group.	
Importance in demonstrating a high degree of creative or technical achievement at a particular period.	
Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.	
Strong or special association with the life or work of a person, group or organisation of importance in the history of SA.	<p>Strong association with the prominent Johannesburg practice of John Moffat and John Harvey. Moffat later worked on an apartment block for I.W. Schlesinger in Killarney, known as <i>Whitehall Court</i>, a building previously considered by the NMC to be of potential national monument status. After Harvey's death, he designed the <i>Union Castle Building</i> in Commissioner Street (1937-39), listed as one of Johannesburg's Top 20 Art Deco buildings.</p> <p>Strong association with the influential South African Townships, Mining and Finance Corporation, and the</p>



	<p>work of the Johannesburg Agency of the SA Reserve Bank.</p> <p>The name of the building denotes a significant symbolic association, i.e. with the first Governor of the SA Reserve Bank Dr William Clegg.</p>
Site of significance relating to the history of slavery in SA.	
Contextual significance (not part of Section 3(3) criteria of the National Heritage Resources Act, 1999).	<p>The building forms an integral part of the phased historic redevelopment since the 1930s of the block on which it is situated.</p> <p>The building, together with its immediate neighbour <i>SARB House</i>, forms a composite body of Art Deco architecture, related contextually with respect to their façade proportions, symmetries, fenestration, plaster mouldings etc.</p> <p>The building forms part of the city's valuable collection of Art Deco buildings in Commissioner Street.</p>

**STATEMENT OF SIGNIFICANCE:**

Designed by the prominent Johannesburg practice of J.A. Moffat and Harvey, this Art Deco building with Edwardian and Modernist influences forms part of the city's valuable collection of Art Deco buildings in Commissioner Street. The building has a strong historic association with the South African Townships, Mining and Finance Corporation, as well as the Johannesburg Agency of the SA Reserve Bank, and forms an integral part of the historic development of the area of the financial district in which it is situated.

The *Clegg House* is therefore of considerable cultural significance.

The author is of the opinion that on the scale of significance relative to the other nine buildings under consideration, the *Clegg House* (together with *SARB House*) must rank slightly lower than the *First National Bank Building* and the second *New Library Hotel*.



**HERITAGE RESOURCES SURVEYING AND ASSESSMENT FORM  
GAUTENG PROVINCIAL GOVERNMENT PRECINCT  
JOHANNESBURG CENTRAL CITY AREA**

<b>HIA reference</b>	<b>6.1.1.2</b>
<b>Name of building</b>	<b>SARB HOUSE</b>
<b>Previous/alternative name/s</b>	Transvaal House Eagle Star House.
<b>Stand number/s</b>	25, 26.
<b>Previous stand number/s</b>	None.
<b>Township</b>	Marshallstown.
<b>Street address</b>	78, 80 Commissioner Street.
<b>Date of completion</b>	1935.
<b>Architect/s</b>	J.C. Cook & Cowen.
<b>Building style</b>	Art Deco.
<b>Building type</b>	Shops and office building.
<b>Description of building</b>	Ground Floor plus 11 floors, with service accommodation on the Thirteenth Floor.
<b>Known alterations / additions, and responsible architects</b>	Alterations to offices of Reuters Ltd, in 1947 (L. Filipek); alterations to offices of Philip Hill Securities Corporation Ltd., in 1951 (author of drawings unknown); alterations and additions (drainage) to the building carried out in 1958 (drawings by the architects Nurcombe, Summerley, Ringrose & Todd passed on 10 November 1958); extensive alterations for SA Reserve Bank carried out to both this building and <i>Clegg House</i> in 1982 (drawings by the architects Mallows Louw Hoffe & Partners passed on 24 March 1982).
<b>Description of integrity of building</b>	The integrity of this building has been partly compromised by the removal of the original shops at Ground Floor and various other interventions which were necessitated by the SA Reserve Bank's use of the Ground, First and Second Floors since 1963. The spatial planning of the building is otherwise largely intact, as is the original internal fabric such as doors and ironmongery.
<b>Condition of building</b>	Fair.
<b>History of ownership</b>	<p><u>Deed of Transfer F.5380/1927</u> (dated 22 December 1927) - Stand 25, Marshallstown, extending as <u>Deed of Transfer T.3433/1925</u> (dated September 1925): purchased by Transvaal Properties Ltd., from Solomon Levin, Sonia Levin, Freida Levin (widow of the late Sam Levin), Joel Levin, and Samuel Levin; purchase price £6,750.0.0.</p> <p><u>Deed of Transfer L.125/20</u> - Stand 26, Marshallstown, purchased by the Transvaal Properties Ltd., from Galpin Buildings and Trust Ltd.</p> <p><u>Deed of Transfer F.10065/1944</u> (dated 5 October 1944) - Stand 25, Marshallstown, extending as <u>Deed of Transfer F.5380/1927</u> (dated 22 December 1927) and Stand 26, Marshallstown, extending as <u>Certificate of Conversion of Freehold Title F.7308/1941</u>: purchased by New Clewer House Ltd., from Transvaal Properties Ltd.; purchase price</p>





	<p>£140,000.0.0; Cecil Gordon Behrmann, Director of Transvaal Properties Ltd., concluded the sale on behalf of the seller.</p> <p><u>Deed of Transfer F.9154/1948 (dated 9 July 1948)</u> - Stand 25, Marshallstown, extending as Deed of Transfer F.10065/1944 (dated 5 October 1944) and Stand 26, Marshallstown, extending as Deed of Transfer F.10065/1944 (dated 5 October 1944): purchased by Eagle Star House Johannesburg Ltd., from New Clewer House Ltd.; purchase price £195,000.0.0; the resolution to sell the property was taken at a meeting of the Directors of New Clewer House Ltd, held on 28 June 1948; the Directors of the New Clewer House Ltd., at the time, were L.P. Kent, J.H. Dreyer, G.H. Gott, J. Milne and C.S. Milford.</p> <p><u>Deed of Transfer T.7976/1963 (dated 30 August 1963)</u> - Stand 25 and 26, Marshallstown, extending as Deed of Transfer F.9154/1948 (dated 9 July 1948): purchased by SA Reserve Bank from Eagle Star House Johannesburg Ltd.; purchase price R460 000.00; acting for the seller was George Thomas Mills Rea, Director of Eagle Star House Johannesburg Ltd.</p> <p><u>Deed of Transfer T.86271/2002 (dated 29 November 2002)</u> - Stand 25, and Stand 26, Marshallstown, in extent 347 square metres each, and extending as Deed of Transfer T.7976/1963 (dated 30 August 1963): purchased by Gauteng Provincial Government from SA Reserve Bank, together with Stands 27, 35 and 36.</p>
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**PROTECTION STATUS (under the National Heritage Resources Act, 1999):**

The building was completed in 1935 and is therefore protected under the "60 Year Rule" of the NHRA.

<b>CULTURAL SIGNIFICANCE OF PLACE: Assessment criteria as set out in Section 3(3) of the National Heritage Resources Act, 1999</b>	<b>Explanatory notes</b>
Importance in the community, or pattern of SA history.	
Possession of uncommon, rare or endangered aspect of SA's natural or cultural heritage.	
Potential to yield information that will contribute to an understanding of SA's natural or cultural heritage.	The building makes a valuable contribution to an understanding of the phased redevelopment since the 1930s of the city block on which it is situated. It also contributes to a better understanding of the history of the Transvaal Properties Company, the Transvaal Branch of the Eagle Star Insurance Company, and the Johannesburg Agency of the SA Reserve Bank.



Importance in demonstrating the principle characteristics of a particular class of SA's natural or cultural places.	Designed in the Art Deco style, the façade of the building was carefully ordered and proportioned to create a unified whole. This is rooted in the Art Deco movement. A particularly pleasing element is the "cascading" effect of the central bay of the façade over the roof level, accentuated by the three vertical decorative plaster pilasters forming a typical "frozen fountain" Art Deco motif.
Importance in exhibiting particular aesthetic characteristics valued by the community or cultural group.	
Importance in demonstrating a high degree of creative or technical achievement at a particular period.	
Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.	
Strong or special association with the life or work of a person, group or organisation of importance in the history of SA.	<p>Strong association with the prominent Johannesburg firm of architects J.C. Cook &amp; Cowen. It is a great tribute to this practice that they successfully designed six of Johannesburg's Top 20 Art Deco buildings.</p> <p>Strong association (between 1963 and 1995) with the SA Reserve Bank, and to a lesser extent, with the Transvaal Properties Company, and the Transvaal Branch of the Eagle Star Insurance Company.</p>
Site of significance relating to the history of slavery in SA.	
Contextual significance (not part of Section 3(3) criteria of the National Heritage Resources Act, 1999).	<p>The building forms an integral part of the historic phased redevelopment of the block on which it stands.</p> <p>The building, together with its immediate neighbour <i>Clegg House</i>, forms a composite body of Art Deco architecture, related contextually with respect to their façade proportions, symmetries, fenestration, plaster mouldings etc.</p> <p>The building forms part of the city's valuable collection of Art Deco buildings in Commissioner Street.</p>



**STATEMENT OF SIGNIFICANCE:**

Designed by the prominent and influential Johannesburg firm of architects J.C. Cook & Cowen, this building forms part of the city's valuable collection of Art Deco buildings in Commissioner Street. The building has a particularly strong association of more than 30 years with the the Johannesburg Agency of the SA Reserve Bank. The use of the building by the Bank contributes to its importance. So also the fact that the building forms an integral part of the historic phased redevelopment since the 1930s of the block on which it is situated.

The *SARB House* is therefore considered of considerable cultural significance.

The author is of the opinion that on the scale of significance relative to the other nine buildings under consideration, the *SARB House* (together with *Clegg House*) must rank slightly lower than the *First National Bank Building* and the second *New Library Hotel*.



**HERITAGE RESOURCES SURVEYING AND ASSESSMENT FORM  
GAUTENG PROVINCIAL GOVERNMENT PRECINCT  
JOHANNESBURG CENTRAL CITY AREA**

<b>HIA reference</b>	6.1.1.3
<b>Name of building</b>	NEW LIBRARY HOTEL
<b>Previous/alternative name/s</b>	African Homes Trust (AHT) Building.
<b>Stand number/s</b>	221.
<b>Previous stand number/s</b>	876.
<b>Township</b>	Johannesburg.
<b>Street address</b>	67 Commissioner Street; 1 Fraser Street.
<b>Date of completion</b>	1938.
<b>Architect/s</b>	Louw & Louw.
<b>Building style</b>	'Deco-Moderne'.
<b>Building type</b>	Originally retail at Ground Floor and offices above; later converted to a hotel.
<b>Description of building</b>	Ground Floor plus seven floors, and one Basement.
<b>Known alterations / additions, and responsible architects</b>	Drawings prepared by the architects Abramowitch, David Pinshow & Schneider describing the proposed conversion of building to a hotel, passed on 26 September 1964; drawings by the architects Abramowitch, Schneider & Sack of proposed internal alterations to First Floor, including closing of existing canopy, passed in 1971; conversion of existing Private Bar in Basement to Ladies Bar, and internal alterations to Second Floor, in 1979.
<b>Description of integrity of building</b>	The integrity of the building has been impacted on, due to the partial removal of its original fabric (see Condition of building, below). The spatial planning of the building however, still demonstrates a high degree of integrity. The enclosure of the canopy over the pavement impacts negatively on the original quality of the façade design. The work associated with this unsympathetic intervention of 1970, is however reversible.
<b>Condition of building</b>	The building has been badly maintained and its interiors have been vandalised. There has been a large-scale removal of building fabric including doors and fittings. Most of the building's original shop fronts are no longer extant.
<b>History of ownership</b>	<u>Deed of Transfer L.119/1963 (dated 19 December 1963)</u> – Stand 221, Johannesburg, extending as <u>Deed of Transfer L.1080/1936 (dated 5 November 1936)</u> , purchased by Schatz & Schmidt Properties (Prop.)Ltd., from African Homes Trust and Insurance Co. Ltd.; purchase price R145 000.00. <u>Deed of Grant of Freehold Title G.137/1964 (dated 24 November 1964)</u> – Deed of Grant issued in favour of Schatz & Schmidt Properties (Prop.) Ltd., with respect to Stand 221, Johannesburg.



	<u>Deed of Transfer T.52365/2004</u> – Stand 221, Johannesburg, first transferred and still held by Deed of Grant G.137/1964, purchased by Gauteng Provincial Government from Schatz & Schmidt Properties.
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**PROTECTION STATUS (under the National Heritage Resources Act, 1999):**

The building was completed in 1938 and is therefore protected under the "60 year Rule" of the NHRA.

<b>CULTURAL SIGNIFICANCE OF PLACE: Assessment criteria as set out in Section 3(3) of the National Heritage Resources Act, 1999</b>	<b>Explanatory notes</b>
Importance in the community, or pattern of SA history.	NS - gays
Possession of uncommon, rare or endangered aspect of SA's natural or cultural heritage.	
Potential to yield information that will contribute to an understanding of SA's natural or cultural heritage.	<p>The building contributes to a better understanding of the phased redevelopment of the particular block on which it stands since the early 1930s, the history of the African Homes Trust (AHT), and the varied commercial and other uses made of buildings in the financial district over time.</p> <p>Understanding the history of the AHT contributes to an understanding of the reasons behind the appointment of the architectural practice of Louw &amp; Louw to design the building.</p> <p>From a historic viewpoint, the conversion and subsequent use of the building as a hotel, is connected to the history of the first <i>New Library Hotel</i>, which building was demolished to make way for <i>Custom House</i>.</p>
Importance in demonstrating the principle characteristics of a particular class of SA's natural or cultural places.	An interesting example of 'Deco-Moderne' architecture. Of particular pertinence is the use of façade materials and the building's clear reference to the modernist brick architecture prevalent in Holland at the time of its construction.
Importance in exhibiting particular aesthetic characteristics valued by the community or cultural group.	The building forms part of the significant collection of Art Deco buildings in Johannesburg.
Importance in demonstrating a high degree of creative or technical achievement at a particular period.	The elevational treatment of the building was a carefully considered combination of modernist elements, the result of a high degree of creativity on the part of the architects.



Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.	Special association with Johannesburg's Gay and Lesbian Community and newspaper journalists from the time when it was a hotel.
Strong or special association with the life or work of a person, group or organisation of importance in the history of SA.	<p>Strong association with the AHT, one of the most important insurance companies of the time in the country.</p> <p>Strong association with the work of the architects Wynand and Hendrik Louw, who played an important part in establishing an identity for Afrikaners in architecture in South Africa. Besides the <i>Volkshuis Building</i> in Market Street, the second <i>New Library Hotel</i> is the only other building known to have been designed by the Louw brothers in Johannesburg.</p>
Site of significance relating to the history of slavery in SA.	
Contextual significance (not part of Section 3(3) criteria of the National Heritage Resources Act, 1999).	<p>The building forms an integral part of the historic layered development of the block on which it is situated.</p> <p>It also forms part of a valuable group of buildings all constructed with facebrick, within its immediate context. These buildings are the adjoining second <i>Rand Water Board Building</i>, and <i>Custom House</i>. A careful study of the elevational treatment of the second <i>New Library Hotel</i> reveals the respect paid by the architect Gordon Leith to the important principle of historic context, in designing the second <i>Rand Water Board Building</i>.</p> <p>As an interesting example of 'Deco-Moderne' architecture, the building forms part of the city's valuable collection of Art Deco buildings in Commissioner Street.</p>

**STATEMENT OF SIGNIFICANCE:**

Designed by the significant Cape Town-based architectural practice of Louw & Louw, the building is an interesting example of 'Deco-Moderne' architecture, particularly for its use of façade materials and for its clear reference to the modernist brick architecture popular in Holland at the time. A notable historic association of the building is with the African Homes Trust, one of the most important insurance companies of its time in South Africa. Its subsequent use as a hotel contributes to the building's intrinsic value as a heritage resource. The building contributes to the aesthetic qualities of both the second *Rand Water Board Building* and *Custom House* and forms part of the group formed by these buildings. The building also forms part of the city's valuable collection of Art Deco buildings in Commissioner Street.

The second *New Library Hotel* is consequently considered of considerable cultural significance.

The author is of the opinion that on the scale of significance relative to the other nine buildings under consideration, the second *New Library Hotel* (together with the *First National Bank Building*) must be ranked slightly lower than the *Peoples Bank Building*.



**HERITAGE RESOURCES SURVEYING AND ASSESSMENT FORM  
GAUTENG PROVINCIAL GOVERNMENT PRECINCT  
JOHANNESBURG CENTRAL CITY AREA**

<b>HIA reference</b>	6.1.1.4
<b>Name of building</b>	(SECOND) RAND WATER BOARD BUILDING.
<b>Previous/alternative name/s</b>	
<b>Stand number/s</b>	4508.
<b>Previous stand number/s</b>	222 (formerly 875), 227 (formerly 741), 229A (formerly 739A), and Ptn. 1 of 223 (formerly 874).
<b>Township</b>	Johannesburg.
<b>Street address</b>	3 Fraser Street.
<b>Date of completion</b>	Basement (1940); superstructure (1942).
<b>Architect/s</b>	Gordon Leith & Partners.
<b>Building style</b>	Neo-Classical Modernism.
<b>Building type</b>	Office building.
<b>Description of building</b>	Ground Floor plus five floors and one Basement.
<b>Known alterations / additions, and responsible architects</b>	In 1952, M'Vuli handrails were fitted to one side of the three flights of stairs between Ground Floor and First Floor; drawings of proposed conversion of existing store at Third Floor by C.P. Robinson (Chief Engineer RWB), passed during January 1956; drawings by J. Fassler & W.D. Howie of proposed additional floor and various internal alterations, passed in October 1967; drawings of proposed alterations to existing staircase between Basement and First Floor by R.J. Laburn (Chief Engineer RWB), passed during January 1978; drawings of proposed minor alterations to main entrance hall (author unknown), passed in July 1980. In January 1983, drawings were passed for a proposed new pedestrian bridge between the building and <i>SANLAM Building</i> on Stand 4779.
<b>Description of integrity of building</b>	The building has a high degree of integrity, both in its original material and spatial planning.
<b>Condition of building</b>	Satisfactory.
<b>History of ownership</b>	<p><u>Deed of Transfer F.4572/1939 (dated 29 May 1939)</u> – Stands 222 (formerly 875) and 227 (formerly 741), Johannesburg, both extending as Deed of Transfer F.9546/1937 (dated 7 October 1937); purchased by RWB from Primrose Buildings (Prop.) Ltd., represented by Messrs Homer Phitidis and Haralambos Phitidis, in their capacity as Directors of the Company; purchase price £30,750.0.0.</p> <p><u>Deed of Transfer F.4573/1939 (dated 29 May 1939)</u> – Stands 229A (formerly 739A) and Ptn. 1 of 223 (formerly 874), Johannesburg, extending as Crown Grant G.56/1937 and 57/1937, respectively; purchased by RWB from Messrs Homer Phitidis (born 15 December 1894) and Haralambos Phitidis (born 28 June 1890); purchase price £21,750.0.0.</p> <p>Certificate of Consolidated Title F.4525/1963 (dated 29 May 1963) –</p>



	<p>consolidation of Stands 228, 229A, Ptn 1 of 223, 222 and 227, into Stand 4421, Johannesburg.</p> <p><u>Certificate of Consolidated Title F.3414/1965 (dated 17 March 1965)</u> – consolidation of Stands 229 and 4421 into Stand 4508 Johannesburg; the Chairman of the RWB at the time, was Dr Andries J. Bruwer.</p> <p><u>Deed of Transfer T.10499/1989 (dated 2 March 1989)</u> – the RWB, a body incorporated under the provisions of the Rand Water Board Statutes (Private) Act, 1950, Act No. 17 of 1950, sold Stand 4508 (Total area 1 491m<sup>2</sup>), Johannesburg, to the Republic of South Africa; purchase price R7 000 000.00; date of sale 24 November 1988; the Chairman of the RWB at the time, was Leslie Dale Hobbs.</p>
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**PROTECTION STATUS (under the National Heritage Resources Act, 1999):**

As the building was completed in 1942, it is protected under the "60 Year Rule" of the NHRA.

From an assessment of the building by the former NMC in 1991, the building was described as a "finely proportioned and well-detailed building of outstanding architectural quality." The NMC, therefore, supported an earlier recommendation contained in the RAU Survey report of 1976, that the building should be declared as a national monument. (SAHRA Archive File: 9/2/228/119 – Rand Water Board Building, Fraser Street, Johannesburg; Goudstad – Geboue 24, Beeld, 22 August 1977).

The building is currently however, not protected under any formal protection provision of the NHRA.

<b>CULTURAL SIGNIFICANCE OF PLACE: Assessment criteria as set out in Section 3(3) of the National Heritage Resources Act, 1999</b>	<b>Explanatory notes</b>
Importance in the community, or pattern of SA history.	
Possession of uncommon, rare or endangered aspect of SA's natural or cultural heritage.	
Potential to yield information that will contribute to an understanding of SA's natural or cultural heritage.	The building confirms that the RWB were once headquartered in the heart of the city's financial district. It tells of the phenomenal expansion of the work and activities of the Organisation, including its Head Office administration, at the time of its use as the Head Office of the RWB. The addition of an extra floor to the building during the 1960s, proved to be a short term solution. The building also stands as a reminder of the fact that the RWB took pride in being associated with distinguished buildings. The final chapter in the history of the building shows that the RWB eventually had no other choice than to relocate its Head Office to a more suitable site outside the city.
Importance in demonstrating the principle characteristics of a particular class of SA's natural or cultural places.	Fine example of neo-Classical Modernism.





Importance in exhibiting particular aesthetic characteristics valued by the community or cultural group.	
Importance in demonstrating a high degree of creative or technical achievement at a particular period.	<p>The design of the building speaks of a high degree of architectural creativity. This is also true of the choice of material used in the construction of the building. The finishes, details, proportions and spaces that exist have all the hallmarks of a meticulously conceived and detailed building.</p> <p>The fine craftsmanship manifested in the construction of the building, is particularly noteworthy. John Barrow (Pty.) Ltd., (now Barrow Construction) was awarded the contract for the construction of the building. This Company's refined work standards are evident in not only this building, but the old <i>Reserve Bank Building</i> in Fox Street, the second <i>Castle Mansions</i> in Eloff Street, and the original blocks of the University of the Witwatersrand.</p>
Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.	
Strong or special association with the life or work of a person, group or organisation of importance in the history of SA.	<p>Strong association of the building with the important work carried out by the RWB between 1943 and 1988. (Head Office building of a significant organisation).</p> <p>Strong association of the building with the work and achievements of one of South Africa's greatest architects, Gordon Leith.</p>
Site of significance relating to the history of slavery in SA.	
Contextual significance (not part of Section 3(3) criteria of the National Heritage Resources Act, 1999).	<p>The building was erected at a particular time during the historic redevelopment of the block on which it is located. The history of how the building came to be erected in Fraser Street consequently forms part of the historic context of the building.</p> <p>The historic functional relationship between the building and the neighbouring <i>Custom House</i>, is of equal importance. The histories of these two buildings are intertwined. Although they were completed 15 years apart, both buildings share a single historic use.</p> <p>The building forms an integral part of an exceptionally fine group of buildings, comprising <i>Custom House</i>, the second <i>New Library Hotel</i>, the <i>Johannesburg Public Library</i>, and to a lesser extent, the <i>Volkshuis Building</i> to the northeast.</p> <p>The way in which the building was designed to respect its existing context is particularly noteworthy. This is illustrated by the aesthetic interconnectedness between the building and the second <i>New Library Hotel</i> which was completed four years earlier in 1938.</p>



**STATEMENT OF SIGNIFICANCE:**

Designed by the well known architect Gordon Leith, the second *Rand Water Board Building* is an excellent example of neo-Classical Modernism. The building forms an integral part of the historic development of the area of the financial district in which it is situated. Built as a head office building for the RWB, the historic association of the building with this important organisation is central to the historic significance of the building. The exceptionally high degree of creativity and craftsmanship manifested in the building, and its high level of contextual significance, contribute to the value of the building as a heritage landmark.

The second *Rand Water Board Building* is therefore considered of exceptional cultural significance.



**HERITAGE RESOURCES SURVEYING AND ASSESSMENT FORM  
GAUTENG PROVINCIAL GOVERNMENT PRECINCT  
JOHANNESBURG CENTRAL CITY AREA**

<b>HIA reference</b>	6.1.1.5
<b>Name of building</b>	CUSTOM HOUSE
<b>Previous/alternative name/s</b>	Rand Water Board Head Office Extension
<b>Stand number/s</b>	4508.
<b>Previous stand number/s</b>	228 (formerly 740), and 229 (formerly 739).
<b>Township</b>	Johannesburg.
<b>Street address</b>	70 Market Street.
<b>Date of completion</b>	1967.
<b>Architect/s</b>	John Fassler & Duncan Howie.
<b>Building style</b>	Rational Modernism.
<b>Building type</b>	Office building.
<b>Description of building</b>	Ground Floor plus eight floors, and an Upper and Lower Basement.
<b>Known alterations / additions, and responsible architects</b>	In 1975, internal alterations were effected to various of the existing floors of the building; internal alterations were again carried out in 1980 to improve office space utilisation; during the same year, significant interventions took place to the existing entrance foyer of the building and the existing reception area at Ground Floor; automated sliding doors were installed at the main entrance to the building in August 1989 (Stauch Vorster Architects + Planners).
<b>Description of integrity of building</b>	The integrity of the plan configuration and material used in the construction of the building is high. The building remains authentic, notwithstanding the interventions at Ground Floor.
<b>Condition of building</b>	Satisfactory to fair. The interiors of the buildings have been partially vandalised but this has not affected the building's overall qualities of authenticity.
<b>History of ownership</b>	<p><u>Deed of Transfer F.7540/1962 (dated 12 November 1962)</u> – Stand 228 (formerly 740), Johannesburg, extending as Deed of Transfer F.5425/1959, purchased by RWB from Johannesburg Balmoral Hotel (Prop.) Ltd.; purchase price R195 000.00.</p> <p><u>Certificate of Consolidated Title F.4525/1963 (dated 29 May 1963)</u> – consolidation of Stands 228, 229A, Ptn 1 of 223, 222 and 227, into Stand 4421, Johannesburg.</p> <p><u>Deed of Transfer F.5382/1964 (dated 20 May 1964)</u> – Stand 229 (formerly 739), Johannesburg, extending as Crown Grant G.34/1938 dated 16 September 1938: purchased by RWB from Moris Win (born 5 March 1890); purchase price R155 000.00; at a meeting of the Board of the RWB held on 26 March 1964, it was decided to purchase Stand 229,</p>



	<p>Johannesburg, with a view to proposed extensions to the Board's existing Head Office building.</p> <p><u>Certificate of Consolidated Title F.3414/1965 (dated 17 March 1965) – consolidation of Stands 229 and 4421 into Stand 4508, Johannesburg; the Chairman of the RWB at the time was Dr Andries Johannes Bruwer.</u></p> <p><u>Deed of Transfer T.10499/1989 (dated 2 March 1989) – The RWB, a body incorporated under the provisions of the Rand Water Board Statutes (Private) Act, 1950, Act No. 17 of 1950, sold Stand 4508, Johannesburg, to the Republic of South Africa; purchase price R7 000 000.00; date of sale 24 November 1988; the Chairman of the RWB at the time, was Leslie Dale Hobbs.</u></p>
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**PROTECTION STATUS (under the National Heritage Resources Act, 1999):**

The building was completed in 1967 and is therefore not protected under the "60 Year Rule" of the NHRA. Nor is it protected under any formal protection provision of this Act.

CULTURAL SIGNIFICANCE OF PLACE: Assessment criteria as set out in Section 3(3) of the National Heritage Resources Act, 1999	Explanatory notes
Importance in the community, or pattern of SA history.	
Possession of uncommon, rare or endangered aspect of SA's natural or cultural heritage.	
Potential to yield information that will contribute to an understanding of SA's natural or cultural heritage.	<p>The building contributes to a better understanding of the layered development of the block on which it stands, and the history of the Rand Water Board (RWB). The RWB purchased the site of the existing building in two stages between 1962 to 1964. The first <i>New Library Hotel</i> and the <i>Maurice Building</i> were subsequently demolished to make way for the new building.</p> <p>The building was erected to meet an urgent need for additional offices for the RWB's Head Office staff. Less than 20 years later it was clear that the building had only been a short term solution, as is borne out by the relocation of the RWB Head Office in 1989 to Rietvlei, south of Johannesburg. There was a phenomenal expansion in the work and activities of the RWB during the last quarter of the previous century. The effect of this on the Organisation's Head Office structures during the corresponding period, is borne out by the history of the building.</p>



Importance in demonstrating the principle characteristics of a particular class of SA's natural or cultural places.	Fine example of Rational Modernism.
Importance in exhibiting particular aesthetic characteristics valued by the community or cultural group.	
Importance in demonstrating a high degree of creative or technical achievement at a particular period.	The building was rationally designed to suit the corner site on which it was constructed and to stand in sympathy with the adjoining second <i>Rand Water Board Building</i> . This necessitated meticulous detailing in terms of design and finishes, which in turn, called for a particularly high degree of creativity and design excellence.
Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.	
Strong or special association with the life or work of a person, group or organisation of importance in the history of SA.	<p>Strong association with the RWB as an organisation of importance between 1967 and 1988.</p> <p>It has been shown how John Fassler was approached by the RWB in 1962 to prepare drawings for a proposed extension to the RWB's existing Head Office. The management of the RWB knew that a special solution would be required to meet the Board's need of functionality in terms of such an extension, without harming the character of their existing Head Office building, designed by Leith. The special association between the building and its architects John Fassler and Duncan Howie, lies in their achievement in meeting the specific need of the Board's management in the above regard.</p>
Site of significance relating to the history of slavery in SA.	
Contextual significance (not part of Section 3(3) criteria of the National Heritage Resources Act, 1999).	<p>The building was erected at a particular time during the course of the redevelopment of the block on which it is situated. It consequently forms an integral part of the history of the area of the financial district where it stands.</p> <p>As it was planned and constructed within the context of the RWB's expansion of its Head Office facility, the building constitutes an integral layer in the history of the RWB's Head Office in the city.</p> <p>The building was designed to functionally connect to and complement the architecture of the neighbouring second <i>Rand Water Board Building</i>. This interface is reflected in the design of the building and the respect paid by the architects Fassler &amp; Howie to the existing context. The building is an essay in contextually appropriate modernist architecture and in this, successfully contributes to the significance of the adjoining <i>second Rand Water Board Building</i>.</p>



The building forms part of a valuable group of buildings with the second *Rand Water Board Building* and the second *New Library Hotel*.

**STATEMENT OF SIGNIFICANCE:**

The heritage value of *Custom House* stems from its historic association with the work of the RWB as an organisation of great importance in the history of South Africa, and from the fact that the building forms an integral part of the phased historic development of the area of the financial district in which it is situated. As a fine example of Rational Modernism, the building was sensitively designed by the eminent architects John Fassler and Duncan Howie as an extension to the second *Rand Water Board Building*. The contextual significance of the building is particularly high on account of its contribution to the significance of the second *Rand Water Board Building*.

*Custom House* is therefore considered of considerable cultural significance.

The author is of the opinion that on the scale of significance relative to the other nine buildings under consideration, *Custom House* must be ranked at the upper end of the category of considerable significance.



**HERITAGE RESOURCES SURVEYING AND ASSESSMENT FORM  
GAUTENG PROVINCIAL GOVERNMENT PRECINCT  
JOHANNESBURG CENTRAL CITY AREA**

<b>HIA reference</b>	6.1.1.6
<b>Name of building</b>	PEOPLES BANK BUILDING
<b>Previous/alternative name/s</b>	SA Permanent Mutual Building SA Permanent Building SA Permanent Mutual Building Society Building SA Permanent Mutual Building and Investment Society Building.
<b>Stand number/s</b>	4672.
<b>Previous stand number/s</b>	209 (formerly 881), 210 (formerly 882), and 211 (formerly 880).
<b>Township</b>	Johannesburg.
<b>Street address</b>	73 and 75 Commissioner Street; 33 and 35 Simmonds Street.
<b>Date of completion</b>	1940.
<b>Architect/s</b>	Stucke, Harrison & Smail.
<b>Building style</b>	'Deco-Moderne'.
<b>Building type</b>	Bank and office building.
<b>Description of building</b>	Ground Floor and Mezzanine plus nine floors, and two Basements.
<b>Known alterations / additions, and responsible architects</b>	Drawings by Stucke, Harrison & Smail of proposed alterations to office at First Floor, passed on 20 November 1943; drawings by Stucke, Harrison & Smail of proposed new roof over storage tanks on roof, passed on 27 April 1949; drawings by Stucke, Harrison & Smail of proposed internal alterations to Sixth Floor and staff stairs between Ground and Mezzanine Floor, passed on 31 January 1950; drawings by Stucke, Harrison, Ritchie & Watson of proposed internal alterations to First and Second Floor, passed on 19 February 1954; drawings by Stucke, Harrison, Ritchie & Watson of alterations (nature and extent not known), passed on 10 May 1964; drawings by Stucke, Harrison, Ritchie & Partners of alterations to Ground and Mezzanine Floor, passed on 2 March 1972; drawings by William Morris Associates of proposed internal alterations to the office floors, including the proposed conversion of the existing caretaker's flat and staff quarters to offices, passed on 31 October 1989.
<b>Description of integrity of building</b>	The integrity of the building has been impacted on due to the alteration of its original "blind colonnade", and the interventions to its structured office floor planning, as well as the spatial planning of the Banking Hall and Mezzanine.
<b>Condition of building</b>	Satisfactory.
<b>History of ownership</b>	<u>Deed of Transfer F.11899/1937 (dated 15 December 1937)</u> – Stands 209 (formerly 882), 210 (formerly 881), and 211 (formerly 880), Johannesburg, held under Crown Grant G.56/1924 (dated 19 May 1924): purchased by the South African Permanent Mutual Building and Investment Society from the Johannesburg Estate Company Ltd.; purchase price £165,000.0.0; the decision to sell was taken at a meeting of the Directors of the Johannesburg Estate Company held on 3 December 1937.



	<p><u>Certificate of Consolidated Title F.2743/1972 (dated 1 March 1972)</u> – consolidation of Stands 209 (formerly 882), 210 (formerly 881), and 211 (formerly 880), Johannesburg, all held under Deed of Transfer F.11899/1937 (dated 15 December 1937, into Stand 4672, Johannesburg.</p> <p><u>Deed of Transfer T.46912/1989 (dated 31 October 1989)</u> – Stand 4672, Johannesburg, held by Deed of Transfer T.5447/1968: purchased by Mine Employees Pension Fund from Registered Investments (Proprietary) Ltd.</p> <p><u>Deed of Transfer T.51150/2001 (dated 30 August 2001)</u> – Stand 4672, Johannesburg, held by Deed of Transfer T.46912/1989 (dated 31 October 1989: purchased by Growthpoint Properties Ltd., from Mine Employees Pension Fund; purchase price R1 539 800 000.00.</p> <p><u>Deed of Transfer T31258/2004 (dated 28 May 2004)</u> – Stand 4672, Johannesburg, extending as Deed of Transfer T.51150/2001 (dated 30 August 2001: purchased by Gauteng Provincial Government from Growthpoint Properties Ltd.</p>
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**PROTECTION STATUS (under the National Heritage Resources Act, 1999):**

The building was completed in 1940, and is therefore protected under the “60 Year Rule of the NHRA.

<b>CULTURAL SIGNIFICANCE OF PLACE: Assessment criteria as set out in Section 3(3) of the National Heritage Resources Act, 1999</b>	<b>Explanatory notes</b>
Importance in the community, or pattern of SA history.	
Possession of uncommon, rare or endangered aspect of SA’s natural or cultural heritage.	The building has two rare attributes, i.e. the Vierendeel Truss system comprising of reinforced concrete frame braces and the historic safe deposit boxes of the old second <i>Stock Exchange Building</i> .
Potential to yield information that will contribute to an understanding of SA’s natural or cultural heritage.	A scrutiny of the history of the building demonstrates why the Simmonds Street section of the old second <i>Stock Exchange Building</i> (later the <i>Palladium Theatre</i> ) was demolished and why the subject building came to be erected where it now stands. It also throws more light on the SA Perm’s long-standing association with the architectural practice established by W.H. Stucke and J.E. Harrison, and explains why this practice was appointed to design the building. It helps one to understand the contributory role played by the SA Perm in the growth of Johannesburg, in having assisted thousands of its mostly white citizens to acquire their own homes. When the SA Perm took over the Standard Building Society in 1944, it did take over many blacks’ mortgage accounts. However, between 1950 and the 99-year lease scheme in 1981, no building society could be of any assistance because blacks were prevented from owning land. Housing had to be provided by the Government or local authorities.





	<p>The extant plans record of the building reveals how racial segregation was vigorously applied in the internal layout of the building during the years of apartheid.</p> <p>The fact that the building at completion, could boast of two 'firsts', i.e. basement parking for motor vehicles and air-conditioning, contributes to a better understanding of the advances locally in building technology during the period of the construction of the building. The importance of these achievements is equal to that of the first cantilever pavement hood of 1911 (<i>Paramount Building</i>) and the first lift of 1898 (<i>Permanent Buildings</i>, now <i>Victory House</i>). See Van Der Waal, G-M.: <i>From Mining Camp to Metropolis</i>; Itzkin, E.: <i>Gandhi's Johannesburg – Birthplace of Satyagraha</i>.</p>
Importance in demonstrating the principle characteristics of a particular class of SA's natural or cultural places.	Fine example of 'Deco-Moderne' architecture. (Included on list of Johannesburg's Top Twenty Art Deco buildings).
Importance in exhibiting particular aesthetic characteristics valued by the community or cultural group.	The building is listed as one of Johannesburg's Top 20 Art Deco buildings.
Importance in demonstrating a high degree of creative or technical achievement at a particular period.	<p>Rare example of Vierendeel Truss concrete frame building in Johannesburg.</p> <p>First basement parking in building in Johannesburg.</p> <p>Installation of first air-conditioning system in building in Johannesburg.</p> <p>The demonstration of a high degree of creativity in the three dimensional massing and spatial planning of the building.</p>
Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.	
Strong or special association with the life or work of a person, group or organisation of importance in the history of SA.	<p>Strong association with the SA Perm. The Society's Johannesburg Branch was accommodated in the building for well over 50 years.</p> <p>The architectural practice which developed out of the partnership since 1897 between the architects W.H. Stucke and J.E. Harrison, is one of the oldest, largest, and most important practices of its kind in South Africa. The strong association of the building with this practice is impressive. As the SA Perm's architects in Johannesburg, the practice was responsible for the original design as well as all subsequent alterations and additions to the building.</p> <p>The special association of the building with those who played a leading role in the development of the SA Perm's Simmonds Street Branch after 1940, must also be noted. This association includes individuals such as E.F.K. Tucker and his son Bob Tucker, R.H. Henderson and W.H.S. Van Blerk (Chairman and Manager,</p>



	respectively, of the Branch at the time of the completion of the building in 1940), Ken Pain (who in 1968 began the Perm's first Branch Marketing Division, as Manager of the Simmonds Street Branch), and Dr Frans Cronjé (who became a member of the Local Board in 1966, Vice-Chairman of the Board in 1970, and Chairman of the SA Perm in 1976).
Site of significance relating to the history of slavery in SA.	
Contextual significance (not part of Section 3(3) criteria of the National Heritage Resources Act, 1999).	<p>Historically, the building forms an integral part of the layered historic development of the block on which it is situated.</p> <p>The building is a physical reminder of the anchor role of the SA Perm in the historic development of the area of the city's financial district in which it stands.</p> <p>The buildings forms an integral part of the city's unique collection of Art Deco buildings in Commissioner Street. Included in this collection, from east to west, are the following buildings: <i>His Majesty's Building, C.N.A. Building, Shakespeare House, Johannesburg Building Society Building, second St Andrew's Building, Security Building, Investment Building, Union Castle Building, second Aegis Building, Walter Sisulu House, Annan House (Chaplin House), Mutual Building, Glegg House, SARB House, and the Avril Malan Building.</i></p>

**STATEMENT OF SIGNIFICANCE:**

Designed by the respected architectural practice which developed out of the partnership between the architects W.H. Stucke and J.E. Harrison, this building is a fine example of 'Deco-Moderne' architecture. It forms an integral part of the Commissioner Street Art Deco collection, which explains its inclusion in the list of Johannesburg's Top Twenty Art Deco buildings. The value of the *Peoples Bank Building* additionally lies in the particularly high degree of creativity and technical achievement demonstrated in the design and construction of the building, the strong association of the building with the SA Perm, one of the most noteworthy banking institutions in the history of South Africa, and in the long-standing association of the building with the architectural practice of Stucke, Harrison & Smail.

The *Peoples Bank Building* is considered of considerable cultural significance.

The author is of the opinion that on the scale of significance relative to the other nine buildings under consideration, the *Peoples Bank Building* must rank slightly lower than its neighbour in Commissioner Street, *Thusanong*.



**HERITAGE RESOURCES SURVEYING AND ASSESSMENT FORM  
GAUTENG PROVINCIAL GOVERNMENT PRECINCT  
JOHANNESBURG CENTRAL CITY AREA**

<b>HIA reference</b>	6.1.1.7
<b>Name of building</b>	<b>VOLKSKAS BUILDING</b>
<b>Previous/alternative name/s</b>	Volkscas Bank Building ABSA Building.
<b>Stand number/s</b>	5151.
<b>Previous stand number/s</b>	217 (formerly 745) and 218 (formerly 744).
<b>Township</b>	Johannesburg.
<b>Street address</b>	74, 76 Market Street.
<b>Date of completion</b>	1949.
<b>Architect/s</b>	Louw & Louw
<b>Building style</b>	Regional Neo-Classicism.
<b>Building type</b>	Bank and office building.
<b>Known alterations / additions, and responsible architects</b>	None.
<b>Description of building</b>	Ground Floor and Mezzanine plus nine floors, and two Basements.
<b>Description of integrity of building</b>	This building has a high degree of integrity, both in its extant original fabric and spatial planning.
<b>Condition of building</b>	Good.
<b>History of ownership</b>	<p><u>Deed of Transfer F.11191/1936 (dated 27 October 1936)</u> – Stand 217 (formerly 745), Johannesburg, extending as Crown Grant G.54/1925 (dated 28 May 1925): purchased by 'Volkscas (Koöperatief) Beperk' from The African City Properties Trust Ltd.; purchase price £27,500.0.0.</p> <p><u>Crown Grant G.40/1943 (dated 30 November 1943)</u> – issued in favour of 'Volkscas (Koöperatief) Beperk', in respect of Stands 220 (formerly 742) and 218 (formerly 744), Johannesburg.</p> <p><u>Deed of Transfer L.585/1943 (dated 20 August 1943)</u> – Stands 742 (later 220) and 744 (later 218), Johannesburg, extending as Deed of Transfer L.823/1925 (dated 24 September 1925) and Deed of Transfer L.824/1925 (dated 24 September 1925), respectively: purchased by 'Volkscas (Koöperatief) Beperk' from the late George Nathanson and the late Jacob Nathanson; purchase price £70,000.0.0.</p> <p><u>Conversion of Freehold Title Lots G.40/1943 (dated 17 December 1943)</u> – Stands 220 (formerly 742) and 218 (formerly 744), Johannesburg, in favour of 'Volkscas (Koöperatief) Beperk'.</p>



	<p><u>Deed of Transfer T.1130/1981</u> – Stand 4778, Johannesburg, (held under Consolidated Title F.113116/1955 dated 10 November 1955): purchased by Volkskas (Koöperatief) Beperk from 'Die Afrikaanse Klubgebou Beperk'; purchase price R300 000.00.</p> <p><u>Certificate of Consolidated Title T.30906/1981</u> – consolidation of Stands 218 (held under G.40/1943) and 4778 (held under Deed of Transfer T.1130/1981) into Stand 5148 (991m<sup>2</sup>), Johannesburg.</p> <p><u>Certificate of Consolidated Title T.18625/1982</u> – consolidation of Stands 5148 (held under T.30906/1981) and 217 (held under F.11191/1936) into Stand 5151 (1 488m<sup>2</sup>), Johannesburg.</p>
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**PROTECTION STATUS (under the National Heritage Resources Act, 1999):**

The building was completed in 1949 and is therefore not protected under the "60 Year Rule" of the NHRA. Nor is it protected under any formal protection provision of this Act.

<b>CULTURAL SIGNIFICANCE OF PLACE: Assessment criteria as set out in Section 3(3) of the National Heritage Resources Act, 1999</b>	<b>Explanatory notes</b>
Importance in the community, or pattern of SA history.	
Possession of uncommon, rare or endangered aspect of SA's natural or cultural heritage.	
Potential to yield information that will contribute to an understanding of SA's natural or cultural heritage.	<p>The building is a physical manifestation of the successful efforts commencing in the 1930s to develop an Afrikaner-based institutional framework for the mobilisation of Afrikaner capital, aimed at the economic empowerment of the Afrikaner.</p> <p>Importance of building as the first main Johannesburg Branch of Volkskas. The building symbolises what might have been considered at the time as a strategic achievement on the part of the directors of Volkskas Bank, to have successfully established a branch of the Bank, not only in former 'Uitlander territory', but alongside the City's oldest public square.</p> <p>According to Chipkin, the building was "considered to be the first major piece of architecture to be erected in Johannesburg by the emergent forces of Afrikaner finance capital..." (Chipkin, C.M.: Johannesburg Style – Architecture &amp; Society 1880s-1960s).</p> <p>The building reveals the important role played by the architects Louw &amp; Louw in establishing an identity for Afrikaners in architecture in South Africa. It also confirms the intention of Dr "Bossie" Bosman, Volkskas's General Manager at the time when the building was erected, for the Bank to have its own</p>



	distinguished buildings.
Importance in demonstrating the principle characteristics of a particular class of SA's natural or cultural places.	Important example of Regional Classicism.  Important example of modernist Banking Hall and ancillary banking facilities.
Importance in exhibiting particular aesthetic characteristics valued by the community or cultural group.	
Importance in demonstrating a high degree of creative or technical achievement at a particular period.	The building contains a significant number of fine artistic works by the sculptor Willem de S. Hendrikz. The building also has spatial planning and details of composition which indicate a high degree of architectural creativity.
Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.	
Strong or special association with the life or work of a person, group or organisation of importance in the history of SA.	Strong association with Volkskas Bank.  Strong association with the work of the architectural practice of Louw & Louw. Besides the second <i>New Library Hotel</i> , the building is the only known extant work produced by this practice in Johannesburg.  Special association with the work of the South African artist Willem de S. Hendrikz.
Site of significance relating to the history of slavery in SA.	
Contextual significance (not part of Section 3(3) criteria of the National Heritage Resources Act, 1999).	The building forms an integral part of the historic development of the southern edge of the city's oldest public open space.  It is also a valuable part of the important group of facebrick buildings located within the southern portion of the curtilage of the Dr Beyers Naudé Square. The qualities of aesthetic interconnectedness between the building and the adjoining <i>FNB Building</i> , are particularly noteworthy.

**STATEMENT OF SIGNIFICANCE:**

Designed by the significant architectural practice of Louw & Louw, the *Volkscas Building* was constructed to accommodate the original main Johannesburg Branch of Volkskas Bank. It was seen as the first major piece of architecture erected by the emergent forces of Afrikaner finance capital in the city in the 1940s. The building portrays a high degree of architectural and artistic creativity and contributes significantly to a better understanding of the history of Volkskas Bank, and the phased historic development of the southern portion of the curtilage of the *Library Gardens* (extant as *Dr Beyers Naudé Square*). The valuable contribution of the building to the overall character of the southern edge of the square and the qualities of aesthetic interconnectedness between the building and the adjoining FNB Building, are noteworthy.

The *Volkscas Building* is therefore considered of considerable cultural significance.

The author is of the opinion that on the scale of significance relative to the other nine buildings under consideration, the *Volkscas Building* must rank just below *Custom House*, at the upper end of the scale.



**HERITAGE RESOURCES SURVEYING AND ASSESSMENT FORM  
GAUTENG PROVINCIAL GOVERNMENT PRECINCT  
JOHANNESBURG CENTRAL CITY AREA**

<b>HIA reference</b>	<b>6.1.1.8</b>
<b>Name of building</b>	<b>RSA BUILDING</b>
<b>Previous/alternative name/s</b>	Atlantis House Indosa House Volkskas Annexe.
<b>Stand number/s</b>	5151.
<b>Previous stand number/s</b>	219 (formerly 743) and 220 (formerly 742); these stands were consolidated in 1955 into Stand 4778.
<b>Township</b>	Johannesburg.
<b>Street address</b>	72 Market Street, 6 and 8 Fraser Street.
<b>Date of completion</b>	1953.
<b>Architect/s</b>	Mueller & Gehrig (Town Planning & Housing Consultants).
<b>Building style</b>	Non-descript facebrick style.
<b>Building type</b>	Shops and office building. Used for a short period as a club building.
<b>Description of building</b>	Ground Floor plus six floors, and two Basements.
<b>Known alterations / additions, and responsible architects</b>	Drawings by Mueller & Gehrig (Town Planning & Housing Consultants) of proposed internal alterations passed in 1954; drawings by the architect J. De Bruyn of proposed conversion of First Floor, passed in July 1966; drawings for proposed conversion of Second and Third Floor by Cowin, De Bruyn & Cook, passed in November 1968 and January 1969; drawings for minor alterations to Ground Floor, First and Second Floor, by Colyn & Meiring, passed in June 1975; drawings by Kock & Dittrich for proposed refurbishment, and internal as well as external alterations and additions, passed in 1984.
<b>Description of integrity of building</b>	This is no longer an authentic building with both its original limited scale and character having been irrevocably changed when it was converted to an Annexe to the adjoining <i>Volkskas Building</i> .
<b>Condition of building</b>	Good.
<b>History of ownership</b>	<p>Certificate issued by the Rand Townships Registrar, dated 28 June 1909, confirmed the registered holder of Stand 743, Johannesburg, as being The Transvaal Gold Fields Ltd.</p> <p><u>Deed of Transfer L.585/1943 (dated 20 August 1943)</u> – Stands 742 (later 220) and 744 (later 218), Johannesburg, extending as Deed of Transfer L.823/1925 (dated 24 September 1925) and Deed of Transfer L.824/1925 (dated 24 September 1925), respectively: purchased by 'Volkskas (Koöperatief) Beperk' from the late George Nathanson and the late Jacob Nathanson; purchase price £70,000.0.0.</p> <p><u>Conversion of Freehold Title Lots G.40/1943 (dated 17 December 1943)</u> – freehold title in respect of Stands 220 (formerly 742) and 218 (formerly 744), Johannesburg, issued in favour of 'Volkskas (Koöperatief) Beperk'.</p>



	<p><u>Crown Grant G.40/1943 (dated 30 November 1943)</u> – issued in favour of 'Volkskas (Koöperatief) Beperk', with respect to Stands 220 (formerly 742) and 218 (formerly 744), Johannesburg.</p> <p><u>Deed of Transfer F.8945/1948 (dated 5 May 1948)</u> - Stand 220 (formerly 742), Johannesburg, extending as Crown Grant G.40/1943: purchased by 'Die Vrede Verbruikers Beperk' from Volkskas Beperk; purchase price £35,000.0.0; the purchase was concluded on 1 August 1947, following a decision by 'Volkskas Beperk' on 3 March 1946 to sell the property.</p> <p><u>Deed of Transfer L.254/1950 (dated 4 October 1950)</u> – Stand 743, Johannesburg, purchased by 'Die Vrede Verbruikers Beperk' from The Transvaal And Delagoa Bay Investment Co. Ltd.; purchase price £51,2500.0, in accordance with a decision taken by the Directors of the latter Company on 8 September 1950.</p> <p><u>Crown Grant G.53/1951 (dated 6 November 1951)</u> – issued in favour of Indosa Properties South Africa Ltd., in respect of Stand 219 (formerly 743), Johannesburg.</p> <p><u>Certificate of Consolidated Title F.11316/1955 (dated 10 November 1955)</u> – consolidation of Stands 220 and 219, into Stand 4778, Johannesburg.</p> <p><u>Deed of Transfer T.1130/1981</u> – Stand 4778, Johannesburg, (held under Consolidated Title F.113116/1955 dated 10 November 1955): purchased by 'Volkskas (Koöperatief) Beperk' from 'Die Afrikaanse Klubgebou Beperk'.</p> <p><u>Certificate of Consolidated Title T.30906/1981</u> – consolidation of Stands 218 (held under Crown Grant G.40/1943) and 4778 (held under Deed of Transfer T.1130/1981) into Stand 5148 (991m<sup>2</sup>), Johannesburg.</p> <p><u>Certificate of Consolidated Title T.18625/1982 (dated 21 September 1982)</u> – consolidation of Stands 5148 (held under Deed of Transfer T.30906/1981) and 217 (held under Deed of Transfer F.11191/1936) into Stand 5151 (1 488m<sup>2</sup>), Johannesburg.</p>
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**PROTECTION STATUS (under the National Heritage Resources Act, 1999):**

The building was completed in 1953 and is therefore not protected under the "60 Year Rule" of the NHRA. Nor is it protected under any formal protection provision of this Act.

CULTURAL SIGNIFICANCE OF PLACE: Assessment criteria as set out in Section 3(3) of the National Heritage Resources Act, 1999	Explanatory notes
Importance in the community, or pattern of SA history.	
Possession of uncommon, rare or endangered aspect of SA's natural or cultural heritage.	
Potential to yield information that will contribute to an understanding of SA's	





natural or cultural heritage.	
Importance in demonstrating the principle characteristics of a particular class of SA's natural or cultural places.	
Importance in exhibiting particular aesthetic characteristics valued by the community or cultural group.	
Importance in demonstrating a high degree of creative or technical achievement at a particular period.	
Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.	The building is associated with the former 'Klub RSA' but this association is of peripheral interest, as the Club is considered not to have played an important role in the history of South Africa. The fact that a section of the building was converted to a restaurant for the 'exclusive' use by 'leading' Afrikaner businessmen, academics, attorneys etc., does not afford the building anything more than limited cultural significance. The Club had a limited life span, and it had effectively ceased to exist at the time of Volkskas Bank's acquisition of the building in 1981.
Strong or special association with the life or work of a person, group or organisation of importance in the history of SA.	See above.
Site of significance relating to the history of slavery in SA.	
Contextual significance (not part of Section 3(3) criteria of the National Heritage Resources Act, 1999).	The building forms part of the phased historic development of the southern edge of the <i>Library Gardens</i> (extant as <i>Dr Beyers Naudé Square</i> ), based on the fact that it was constructed at a particular time within the curtilage of the square.

**STATEMENT OF SIGNIFICANCE:**

As it forms part of the phased historic development of the southern edge of the Dr Beyers Naudé Square, the *RSA Building* must be considered a heritage resource. The building however, lacks any meaningful qualities of intrinsic or contextual significance. It fails, as an item within the curtilage of the Dr Beyers Naudé Square, to contribute to the character and heritage significance of the southern edge of the square or for that matter, the square itself. It does however define the edge of the open space and deserves some significance from this.

The *RSA Building* is therefore considered of limited cultural significance.

It is the author's opinion that when heritage resources in Johannesburg are formally assessed and graded in terms of section 7 of the NHRA, that this building would not even qualify as a place of 'local importance'.



**HERITAGE RESOURCES SURVEYING AND ASSESSMENT FORM  
GAUTENG PROVINCIAL GOVERNMENT PRECINCT  
JOHANNESBURG CENTRAL CITY AREA**

<b>HIA reference</b>	<b>6.1.1.9</b>
<b>Name of building</b>	<b>FIRST NATIONAL BANK (FNB) BUILDING</b>
<b>Previous/alternative name/s</b>	Second Colonial Bank Building Western Bank House Western Bank Building Barclay Place.
<b>Stand number/s</b>	4460.
<b>Previous stand number/s</b>	216 (formerly 746) and 215 (formerly 747).
<b>Township</b>	Johannesburg.
<b>Street address</b>	78 Market Street, 39 and 37 Simmonds Street.
<b>Date of completion</b>	1959 1965 (addition).
<b>Architect/s</b>	Monty Sack.
<b>Building style</b>	Regional Modernism.
<b>Building type</b>	Bank and office building.
<b>Description of building</b>	Ground Floor plus eight floors and one Sub Basement.
<b>Known alterations / additions, and responsible architects</b>	Drawings by the architect Monty Sack of proposed partitions to Ground Floor and office floors, passed on 29 March 1960; drawings by Sack of proposed new eight storey addition, passed on 1 April 1965; drawings by Sack of proposed alterations and additions to Ground and First Floor, passed on 4 November 1970; drawings by the architects Cooper Messaris & Louw of proposed new fire escape stair, passed on 14 August 1984.
<b>Description of integrity of building</b>	This is an authentic building, with both its original material and spatial planning displaying a high degree of integrity.
<b>Condition of building</b>	Satisfactory.
<b>History of ownership</b>	<p><u>Deed of Transfer L.45/1951 (dated 13 February 1951)</u> – Stand 746, Johannesburg, extending as Deed of Transfer A.1735/1905 (dated 24 June 1905): purchased by The Colonial Banking And Trust Company Ltd., from the African Realty Trust Ltd.; purchase price £95,000.0.0.</p> <p><u>Deed of Transfer F.11059/1963 (dated 19 November 1963)</u> - Stand 215 (formerly 747), Johannesburg, extending as Deed of Transfer F.50/1951: purchased by The Colonial Banking And Trust Company Ltd., from Bessie Gerty Slivkin, Thelma Sonia Pincus, Esther Silber, Rose Hilda Isacowitz, Joseph Levin, Abraham Isaac Levin, and Francine Merys Katz; purchase price R130 000.00.</p> <p><u>Deed of Grant of Freehold Title G.86/1964 (dated 14 August 1964)</u> – Stand 216 (formerly 746), Johannesburg: Deed of Grant issued in favour of The Colonial Banking And Trust Company Ltd.; extent 17 square roods and 51</p>



	<p>square feet.</p> <p><u>Certificate of Consolidated Title F.12687/1964 (dated 15 October 1964)</u> – consolidation of Stand 215 (formerly 747) and Stand 216 (746) into Stand 4460 (measuring 4 999 square feet), Johannesburg; at a meeting of the Board of Directors of the CBTC held in Johannesburg on 23 September 1964, it was decided that the Company make application for a Certificate of Consolidated Title.</p> <p><u>Deed of Transfer T.17359/1981 (dated 12 June 1981)</u> – Stand 4460 (measuring 496 square metres), Johannesburg: purchased by Barclays National Bank Ltd., Staff Pension Fund from Barclays Western Bank Ltd.; date of sale 31 October 1979; purchase price R750 000.00.</p> <p><u>Deed of Transfer T.64994/1998 (dated 31 August 1998)</u> – Stand 4460, Johannesburg, held by Deed of Transfer T.17359/1981: purchased by First National Bank of Southern Africa Ltd., from First National Bank Group Pension Fund; purchase price R4 531 000.00.</p> <p><u>Deed of Transfer T.12687/2004 (dated 30 November 2004)</u> – Stand 4460, Johannesburg, held by Deed of Transfer T.64994/1998: purchased by Gauteng Provincial Government from First Rand.</p>
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<p><b>PROTECTION STATUS (under the National Heritage Resources Act, 1999):</b></p> <p>The building was completed in 1959 and is therefore not protected under the “60 Year Rule” of the NHRA. Nor is it protected under any formal protection provision of this Act.</p>
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<b>CULTURAL SIGNIFICANCE OF PLACE: Assessment criteria as set out in Section 3(3) of the National Heritage Resources Act, 1999</b>	<b>Explanatory notes</b>
Importance in the community, or pattern of SA history.	
Possession of uncommon, rare or endangered aspect of SA’s natural or cultural heritage.	
Potential to yield information that will contribute to an understanding of SA’s natural or cultural heritage.	The building is an integral part of the historic context of the block on which it stands. It was constructed at a specific time during the development of the Colonial Bank, and the end of the period of the redevelopment of the block on which it is situated. This period of roughly twenty years, began with the partial demolition of the second <i>Stock Exchange Building (Palladium Theatre)</i> to make way for the construction of the <i>SA Permanent Mutual Building</i> at the northwest corner of Simmonds and Commissioner Streets in 1938-40.
Importance in demonstrating the principle characteristics of a particular class of SA’s natural or cultural places.	Fine example of Regional Modernist architecture.  Good example of a pre-cast concrete cladding system on a colonnade.



	<p>Like <i>Thusanong</i>, the mechanistic architecture of the building has much in common with the building techniques, associated with the development of functionalist buildings with mechanical systems on their façades, in the United States of America during the 1950s and 1960s. The concept of New York curtain-walling became integral to the design of many new buildings in Johannesburg in the 1960s.</p>
Importance in exhibiting particular aesthetic characteristics valued by the community or cultural group.	
Importance in demonstrating a high degree of creative or technical achievement at a particular period.	<p>The building is an early example of the use of pre-cast concrete façade panels incorporating mechanical ventilation and fenestration in one integrated unit.</p> <p>The building is of significance because of the high degree of creativity manifested in its design and the choice of materials used in its construction (including the sculptural panels by the artist Edoardo Villa at pavement level in Simmonds Street and in the Entrance Lobby). This is described as follows by Chipkin: "The Colonial Bank...has a sculptural façade of deeply cut pre-cast window panels with an ochre pigment; an elegant, closely spaced ground-floor colonnade on the pavement edge; a theme of white marble facings in narrow-width faggots on the columns architrave forming a polished vertical surface for the freestanding name letters. In addition, there is a white marble transom on the narrow-width shop-fronts, white onyx floor-tiles and wall panels at the entrance. A sub-theme of polished red granite occurs on the recessed skirtings and recessed capitals to the colonnade, an edging theme which continues at the red granite entrance steps and the imitation granite storeboard risers, and which echoes the polished red granite on the historic Corner House complex opposite. There is a thread of slim anodised aluminium on the shop-fronts, and there are freestanding sculptural panels placed between the inter-columniations on the east pavement – terracotta in colour, with relief sculpture in faceted, triangular, pyramidal and wedge shapes made up out of four or five basic mould forms re-arranged in endless permutations. This was the work of Edoardo Villa in his prime, and it forms an appropriate contrast to the crisp, clean details of the marble-and-glass ground floor and an anticipation, too, of the upper-level modelling. Incidentally, those sculptured ground-floor patterns are the origin of hundreds of decorative relief panels that would appear on scores of Johannesburg buildings over the next two decades." (Chipkin, C.M.: Johannesburg Style – Architecture &amp; Society 1880s-1960s).</p>



Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.	
Strong or special association with the life or work of a person, group or organisation of importance in the history of SA.	<p>Strong association with the former Colonial Bank, between 1960 and 1968 when the building was known as the second <i>Colonial Bank Building</i>.</p> <p>Special association with the work and development of the Schlesinger Organisation after the death of its founder I.W. Schlesinger.</p> <p>Subsequent noteworthy associations with banking institutions such as Western Bank, Barclays National Bank, as well as its successor First National Bank.</p> <p>Strong association with the work and achievements of the architect Monty Sack. Other important examples of his work from the same period, include the <i>Killarney Hills</i> apartment block (1960), and the <i>Schlesinger Centre</i> (1967) in Braamfontein.</p>
Site of significance relating to the history of slavery in SA.	
Contextual significance (not part of Section 3(3) criteria of the National Heritage Resources Act, 1999).	<p>The historic and architectural interface between this building and <i>Thusanong</i> is of great importance. Both were designed by the same architect at roughly the same time, within a particular historic context, i.e. that of the deployment of the Schlesingers' 'drive to modernity'.</p> <p>The building contributes to the special character of the southern edge of the <i>Dr Beyers Naudé Square</i>, and to the significance of the <i>Volkskas Building</i> and the second <i>National Bank Building</i>, due to the fact that its was successfully designed to respect its historic context.</p>

**STATEMENT OF SIGNIFICANCE:**

The building is not only a fine example of Regional Modernist architecture, but an early example of a precast-clad building on a colonnade to have been erected in the city. A high degree of creativity is demonstrated in the design of the building and in the sculptural panels by the artist Edoardo Villa adorning its street facades at Ground Floor. Historically, the building is associated with the work of the former Colonial Bank, and its successors, as well as the Schlesinger Organisation. The building contributes to the character of the southern edge of the *Dr Beyers Naudé Square* and forms an integral part of the phased historic development of the block on which it is situated.

The *First National Bank Building* is therefore considered of considerable cultural significance.

The author is of the opinion that on the scale of significance relative to the other nine buildings under consideration, the *First National Bank Building* (together with the second *New Library Hotel*) must rank slightly lower than the adjoining *Peoples Bank Building*.



**HERITAGE RESOURCES SURVEYING AND ASSESSMENT FORM  
GAUTENG PROVINCIAL GOVERNMENT PRECINCT  
JOHANNESBURG CENTRAL CITY AREA**

<b>HIA reference</b>	6.1.1.10
<b>Name of building</b>	THUSANONG
<b>Previous/alternative name/s</b>	AGI (African Guarantee & Indemnity) Building African Guarantee Building Litorn House.
<b>Stand number/s</b>	4777.
<b>Previous stand number/s</b>	212 (formerly 212, 213, and 214).
<b>Township</b>	Johannesburg.
<b>Street address</b>	69 and 71 Commissioner Street; 2 and 4 Fraser Street.
<b>Date of completion</b>	1959.
<b>Architect/s</b>	Monty Sack.
<b>Building style</b>	
<b>Building type</b>	Office building.
<b>Description of building</b>	Double-volume Ground Floor plus 12 office floors, two levels of service accommodation, and one Basement for parking
<b>Known alterations / additions, and responsible architects</b>	Internal alterations to Ground Floor, drawings by Monty Sack passed in 1965; internal alterations to Ground and First Floor for the Netherlands Bank of SA, drawings passed in 1970; alterations to existing shop fronts and changes to First Floor, drawings by the architect Ian Gelb passed in 1976; internal alterations to First Floor (change rooms), drawings by the architects Irvine-Smith, Joubert & Lennard passed in 1976; new strong room to Ground Floor in existing Banking Hall, drawings by Irvine-Smith, Joubert & Lennard passed in 1977; internal alterations to Ground Floor for The Bread & Butter, drawings by Ian Gelb passed in 1981; alterations to free-standing double-storey building in Fraser Street, drawings by G. Packman passed in 1982; alterations to Ground Floor shops, drawings by J.G.C. Van Deutekom passed in 1994.
<b>Description of integrity of building</b>	The integrity of the building has been slightly compromised, due to changes to the street facades and the Lift Lobby at Ground Floor. Other interventions, such as the remodelling of the office floor plates have not impacted detrimentally on the spatial planning of the building.
<b>Condition of building</b>	Good.
<b>History of ownership</b>	<u>Deed of Transfer F.6248/1953 (dated 6 August 1953)</u> – Stands 212 (formerly 879), 213 (formerly 878), and 214(formerly 877), extending as Crown Grant G.56/1924 (dated 9 May 1924): purchased by The African Life Assurance Society Ltd., from the Johannesburg Estate Company Ltd.  <u>Certificate of Consolidated Title F.9622/1957 (dated 12 November 1957)</u> – Stands 212, 213, and 214, all held by virtue of Deed of Transfer F.6248/1953, consolidated into Stand 212, Johannesburg.



	<p><u>Deed of Transfer F.4479/1966 (dated 13 May 1966)</u> – Consolidated Stand 212, Johannesburg, extending as Certificate of Consolidated Title F.9622/1957: purchased by Litorn House (Proprietary) Ltd., from The African Life Assurance Society Ltd.; the decision to sell the property was taken at a meeting of the Directors of The African Life Assurance Society Ltd., held on 3 May 1966; purchase price R1 186 349.00.</p> <p><u>Deed of Transfer F.13001/1967 (dated 2 October 1967)</u> – Consolidated Stand 212, Johannesburg: purchased by Mine Employees Pension Fund from Litorn House (Proprietary) Ltd., in accordance with a resolution passed at a meeting of the Directors of the latter Company, held in Johannesburg on 6 September 1967; purchase price R1 350 000.00.</p> <p><u>Deed of Transfer T.51096/2001 (dated 30 August 2001)</u> – Stand 4777 (formerly Stand 212), Johannesburg, held under Deed of Transfer F.13001/1967 (dated 2 October 1967): purchased by Growthpoint Properties Ltd., from Mine Employees Fund; purchase price R1 539 800 000.00.</p> <p><u>Deed of Transfer T.31980/2004</u> – Stand 4777, Johannesburg, extending as Deed of Transfer T.51096/2001 (dated 30 August 2001): purchased by Gauteng Provincial Government from Growthpoint Properties Ltd.</p>
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**PROTECTION STATUS (under the National Heritage Resources Act, 1999):**

The building was completed in 1959 and is therefore not protected under the “60 Year Rule” of the NHRA. Nor is it protected under any formal protection provision of this Act.

<b>CULTURAL SIGNIFICANCE OF PLACE: Assessment criteria as set out in Section 3(3) of the National Heritage Resources Act, 1999</b>	<b>Explanatory notes</b>
Importance in the community, or pattern of SA history.	
Possession of uncommon, rare or endangered aspect of SA’s natural or cultural heritage.	
Potential to yield information that will contribute to an understanding of SA’s natural or cultural heritage.	This building is an early example of a curtain-wall (window-wall) building on a podium, to have been constructed in Johannesburg. The building, together with the <i>FNB Building</i> , dates from the end of the period of the total redevelopment of the block on which it stands, starting with the partial demolition of the old second <i>Stock Exchange Building (Palladium Theatre)</i> at the northwest corner of Commissioner and Simmonds Streets and the construction of its replacement, the <i>SA Permanent Mutual Building</i> , in 1938-40.



<p>Importance in demonstrating the principle characteristics of a particular class of SA's natural or cultural places.</p>	<p>The mechanistic architecture associated with curtain wall-corporate America during the 1950s and 1960s, is reflected in the building's high vertical office-tower, and horizontal podium, its aluminium sub-framing, glass spandrel panels, and projecting horizontal aluminium sun-hoods.</p>
<p>Importance in exhibiting particular aesthetic characteristics valued by the community or cultural group.</p>	
<p>Importance in demonstrating a high degree of creative or technical achievement at a particular period.</p>	<p>The sense of proportion and elegance reflected in the design of the building, and the choice of materials, used in its construction, combine to make this a building of unsurpassed artistic creativity and new innovations within the context of the period in which it was constructed. "This is a building that possesses the elegance, perfect proportions and joie de vivre of a new technology under control – and the delicacy of touch characteristic of Monty Sack. Again, as on the Colonial Bank Building, there is the use of a rich natural veined and figured material: planar marble surfaces, on this occasion in sharp-ared green onyx. On the west-walls of the main slab block, green mosaic panels (divided with deep horizontal shadow-lines at floor levels) are chromatically graded from dark green upwards to light green at top-floor level. This design intervention by a watercolorist-architect is quite brilliant in the context of mechanistic architecture." (Chipkin, C.M.: Johannesburg Style – Architecture &amp; Society 1880s-1960s).</p>
<p>Strong or special association with a particular community or cultural group for social, cultural or spiritual reasons.</p>	
<p>Strong or special association with the life or work of a person, group or organisation of importance in the history of SA.</p>	<p>Strong association with the Schlesinger Organisation, particularly with the work of The African Life Assurance Society and African Guarantee &amp; Indemnity Company, both of which formed part of the Schlesinger Group of companies.</p> <p>The association of the building with the Mine Employees Pension Fund is also of importance.</p> <p>Direct association with the work of the architect Monty Sack, who for nearly two decades, headed the second-generation Schlesinger executives' 'drive to modernity' ("In Johannesburg, the most accomplished interpretation of the new building technology associated with curtain-wall corporate America was to be found in the work of Monty Sack." [Chipkin, C.M.: Johannesburg Style – Architecture &amp; Society 1880s-1960s]). Other important examples of his work from the same period, include the <i>Killarney Hills</i> apartment block (1960), and the <i>Schlesinger Centre</i> (1967) in Braamfontein.</p>
<p>Site of significance relating to the history of slavery in SA.</p>	





<p>Contextual significance (not part of Section 3(3) criteria of the National Heritage Resources Act, 1999).</p>	<p>Historically, the building forms an integral part of the phased historic development of the area of the financial district in which it is situated.</p> <p>The architectural and historic relationship between the building and the second <i>Colonial Bank Building</i> (extant as <i>FNB Building</i>), is of significance. These buildings were designed at roughly the same time by the same architect, within the historic context of the deployment of the Schlesingers' 'drive to modernity'.</p> <p>From an international contextual viewpoint, the construction of the building had the effect of strengthening the New York-Johannesburg architectural axis of the time. It similarly was a clear manifestation of why Johannesburg has always been considered to be a world class city in architectural development.</p>
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**STATEMENT OF SIGNIFICANCE:**

Designed by the architect Monty Sack for The African Life Assurance Society, this was one of the first curtain-wall buildings on a podium erected in Johannesburg, hallmarking the Schlesinger Organisation's 'drive to modernity'. Known as the *African Guarantee & Indemnity Building*, the construction of this building had the effect of strengthening the New York-Johannesburg axis in the development of architecture in Johannesburg. The building forms an integral part of the phased historic redevelopment of the city block on which it is situated, and has an important historic developmental connection with the *FNB Building*, located on the same city block.

The building currently known as *Thusanong* is considered of considerable cultural significance.

The author is of the opinion that on the scale of significance relative to the other nine buildings under consideration, *Thusanong* (together with *Custom House*) must be ranked at the upper end of the category of considerable cultural significance.



### 6.1.3 Indirectly affected heritage resources

This section of the report scrutinises those places within the focus area which will be indirectly impacted by the proposed new Precinct development, namely:

- The *Johannesburg Public Library*, the *Dr Beyers Naudé Square*, the *Cenotaph* and surrounding public open space, the *City Hall* (extant as the *Provincial Legislature*), the *Rissik Street Post Office*, and the *Oppenheimer Park*. These are all distinctly public places which serve a civic use; since the early 1990s, these places have been considered to collectively constitute the '*Civic Spine*', the official name given by the City Council to the area which, except for the *Rissik Street Post Office* and the adjoining *Oppenheimer Park*, represents the original extent of *Market Square* (refer 6.1.3.1 Johannesburg Public Library-Dr Beyers Naudé Square-Cenotaph complex, and 6.1.3.2 City Hall (Provincial Legislature) and adjoining Civic Square); and
- Places within the curtilage of the *Civic Spine* and other indirectly affected places within the focus area (see 6.1.3.3 Other indirectly affected heritage resources).

The identification in this section of the report of the various places which will be indirectly impacted by the proposed new Precinct development, is followed by an assessment of the heritage significance of these places (refer 6.1.3.4 Assessment of significance of indirectly affected heritage resources).

#### 6.1.3.1 Johannesburg Public Library-Dr Beyers Naudé Square-Cenotaph complex

The original *Market Square* was nothing more than a dusty stretch of open land. Wagons with fodder and produce filled the square which was used for all sorts of commercial transactions, including cattle sales and horse trading. Merchandise was sold by auction or out of hand on the square.

In the late 1880s, the authorities forbade camping on the square, which is not surprising, "because it might have been an enormous job to remove the cattle and horse dung daily. Many visitors to the town were appalled by the smell and the flies."<sup>1</sup> It is recounted how many a shopkeeper in those days "tried to keep out the dust with a notice on the door: 'Come in. Closed on account of dust'.<sup>2</sup> Notwithstanding these problems the square continued to be used as an after-hours meeting and rallying place. In 1896, the supporters of the Jameson Raiders who organised themselves into irregular units, used the square for drill practice. This attracted large crowds of onlookers. When the Jameson Raid crisis was at its height, the square was always packed with people. According to Godfrey, Johannesburgers also celebrated the Peace of Vereeniging which ended the Second Anglo-Boer War in 1902, on the square.<sup>3</sup>

The *Market Square* was for many years the focal trading point of Johannesburg. The effect of the construction in 1891 of the second *Market Buildings* where the Cenotaph currently stands, was to formalise the commercial significance of the square.

The Government clearly also intended to utilise some of the area of *Market Square* for government and municipal buildings.

In 1906, the Town Council bought out the concern of the Johannesburg Market Concessions Company in *Market Square*. The market therefore became a municipal undertaking with the Government maintaining a share in the undertaking. In an effort to bring order to what had been a very untidy state of affairs, auction sales were

<sup>1</sup> The Barnett Collection, Vol. II – South Africa – And Johannesburg – At The Beginning Of The 20<sup>th</sup> Century (text by Godfrey, D).

<sup>2</sup> Lantern, Journal Of Knowledge And Culture, Vol. 35, No.4 R6.

<sup>3</sup> *Ibid.*



ceased on 31 December 1906. Auctioneers were henceforth expected to carry on their activities at Newtown, where new market buildings were to be opened five years later. Cattle auctions were limited to *Marshall Square*.<sup>4</sup>

The plan to retain *Market Square* for public buildings was finally abandoned in 1910, when the Government transferred its entire share in the market undertaking and its ownership of the square, to the Town Council. The foundation stone of the proposed new town hall which was to be constructed on the block extending from Harrison Street to Rissik Street, was laid on 29 November 1910.<sup>5</sup>

In February 1913, while the walls of the new *Town Hall* were rising behind hoardings on the eastern section of *Market Square*, the last produce market was held on the square, with all trading activities henceforth taking place at the new market premises in Newtown. It is recounted by Neame how in July 1913, the dusty, hard earth plain west of the second *Market Buildings*, saw the gathering of thousands of angry workers attending an open-air meeting in support of the General Strike.<sup>6</sup>

In May 1914, the entire area between the second *Market Buildings* and Sauer Street was developed as a garden. This represented the next stage in the historic development of the area, which now became known as the *Town Hall Gardens*, i.e. before the construction of the *Johannesburg Public Library*. The first tree was planted on 23 July 1914 by George Murray, then Chairman of the Council's Parks and Estates Committee.

Having outlived their purpose, the second *Market Buildings* were demolished in 1915 to allow for the construction of a tram terminus in Harrison Street and the completion of remaining landscaping work. The *Town Hall* was officially opened in 1915.

The next stage in the development of *Market Square* occurred in 1926 with the unveiling of the *Cenotaph*, which was erected "to the memory of the men of Johannesburg who laid down their lives in the Great War 1914-1919".<sup>7</sup> In 1925, the City Council invited entries in a design competition for the *Cenotaph*. The winning entry was submitted by the architect J. Lockwood-Hall. The *Cenotaph* was unveiled on 10 October 1926 by the then Governor-General, the Earl of Athlone. Approximately 8 000 persons attended the ceremony.<sup>8</sup>

In 1930, Simmonds Street was extended across the square which certainly constituted a dramatic intervention to the existing configuration of the *Town Hall Gardens*. It represented the fourth stage in the development of the area remaining of the historic *Market Square* west of what was no longer called the *Town Hall*, but the *City Hall*, with Johannesburg having been granted city status in 1928. The area between the *City Hall* and Simmonds Street was now dominated by the scale and central position of the *Cenotaph*. The combined effect of the heavy electric double-decker tramcar and bus traffic in this area<sup>9</sup>, the curved corner sections of Simmonds Street to accommodate the tram rails, and the two large waiting rooms for tramway and bus passengers in Simmonds Street, was that the direct connection between the two portions of the square separated by Simmonds Street, was impacted on.

<sup>4</sup> Van Der Waal, G-M.: From Mining Camp to Metropolis.

<sup>5</sup> Bruwer, J.J. and Bruwer, C.J.M.: Heritage Survey of Johannesburg City Buildings, Phase One, October 2002.

<sup>6</sup> Neame, L.E.: City Built On Gold.

<sup>7</sup> Bruwer, J.J. and Bruwer, C.J.M.: Heritage Survey of Johannesburg City Buildings, Phase One, October 2002.

<sup>8</sup> Van Der Waal, G-M.: From Mining Camp to Metropolis

<sup>9</sup> The electric tram was for long the only mode of public transport offered by the Municipality.

The first double-decker buses were taken into service in 1931. The last trams ran in Johannesburg on 18 March 1961. Johannesburg Centenary Publication: Johannesburg – One Hundred Years (1886), Official Centenary Publication.



Above: view of the Cenotaph and surround, c.1936. The tall building in the centre in the background facing the Library Gardens is the old National Bank Building. By the end of the 1950s, the remaining buildings in Market Street (visible on this postcard) had all been replaced by the buildings which today comprise the southern façade of the square. Of interest are the electric overhead tramway cables. (From Empire Exhibition postcard collection).

Situate on the western portion of the area of former *Market Square* with frontages to President Street on the north, Market Street on the south, Sauer Street on the west, and the *Beyers Naude Square* on the east, is the *Johannesburg Public Library*. The construction of this building and the renaming of the block between Sauer and Simmonds Streets, constituted the fifth stage in the development of the square.

By 1920, the City Council had decided to reserve the most westerly section of *Market Square* for a new library. It is not surprising that this decision was opposed from various quarters. The Town Planning Association objected to the City Council's choice of site, "because this was the last open space in the centre of the City."<sup>10</sup> This sentiment was shared by the Johannesburg Chamber of Commerce, who felt that it would be inadvisable "to further encroach on the few open spaces in the town which are left."<sup>11</sup>

After many years of wrangling, a nationwide open competition was held in 1929 to select an architect for the project. Having submitted the winning entry, the Cape Town architect John Perry was appointed in March 1931 to work on the plans for the proposed new library. The building was completed in 1934, and officially opened on 6 August 1935.<sup>12</sup>

At the time of the celebration of its centenary in 1990, much was made of the small beginnings of the *Johannesburg Public Library* and how it had grown into an institution of excellence. According to one of its former heads Lucy Kennedy, it was now housed in a "richly ornamented and stately building on Johannesburg's historic Market Square where once the early hucksters set up their stalls, an edifice home now to more than a million and a half books, patronised by more than 200,000 members yearly, and with a circulation of three and a third million volumes."<sup>13</sup>

<sup>10</sup> Kennedy, R.F.: *The Heart of a City*.

<sup>11</sup> *Ibid.*

<sup>12</sup> Cumming-George, L.: *Architecture in South Africa, Vol. Two, 1934*.

<sup>13</sup> Kennedy, L.: *Johannesburg Public Library Centenary (Lantern, October 1990)*.



The *Johannesburg Public Library Building* has been described by the architect André Van Graan as "a late Classical building, showing the return to the stripped Classicism that dominated Beaux Arts architecture in the years leading up to the Second World War."<sup>14</sup> The building is in the style of a modernised Florentine Palazzo with the simplified forms of 1930s Classicism. The building comprises a ground floor, mezzanine with two floors up and a low-pitched roof carrying Italian Tuscan tiles. The exterior walls are of dressed Flatpan stone from the Free State, the floors of timber and marble, and the ceilings of coffered plaster moulded in parts. The doorways to the superbly detailed (i.e. with stained glass windows) internal double volume main entrance of the building are of solid cast bronze, surmounted by three giant arches with carved keystones. The whole is surmounted by a carved frieze and fully mounted cornice. On the façade is carved the library's motto *Libri Thesaurus Animi* (books are the treasure house of the mind). Moses Kottler was responsible for the eight large figures representative of art and science on the exterior of the building, while Dr Peter Kirchoff sculptured eminent men in literature and science in the roundels between the large windows in President and Market Streets.<sup>15</sup>

On completion of the *Johannesburg Library Building* in 1934, the area west of Simmonds Street was known as the *Library Gardens*.<sup>16</sup> This name became a traditional part of the everyday vocabulary of most Johannesburgers, especially those who worked in the city and used to frequent the *Library Gardens* because of its attributes of amenity.

On 18 February 1947, less than two years after the end of the Second World War, *The Star* carried a picture illustrating one of the supreme ironies of history. It showed how a stonemason was adding the inscription "Our Glorious Dead 1939-1945" to the *Cenotaph*.<sup>17</sup> The new inscription was unveiled by His Majesty King George VI on 1 April 1947, during the British Royal Family's visit to South Africa.<sup>18</sup>

The construction of the Harry Hofmeyr underground municipal parking garage and book stack for the library commenced in 1966, at which time the *Cenotaph* was removed. It was however returned two years later and sited within modified landscaping layout of the area between the *Public Library Building* and the *City Hall*. The four big Lombardy poplars, which till then had framed the façade of the Library, were removed and a fountain was installed in front of the *Johannesburg Public Library*, donated by *The Star* to the citizens of Johannesburg in 1968 as a gesture of good neighbourliness. The bronze sculpture by the well known artist Ernest Ullmann, which formed part of the donation, was stolen in August 2003.<sup>19</sup>

In July 1989, the relocation of the *Cenotaph* to the area between the *City Hall* and the *Rissik Street Post Office* was mooted. This idea was however opposed from various quarters, including the NMC, and was therefore summarily abandoned.<sup>20</sup>

The proposal to relocate the *Cenotaph* formed part of the City Council's controversial *Civic Spine* development of 1990-1991. When asked about the rationale behind the R10,5 million project, Eddie Magid, the Council's planning and development chairman described the development as central to the Council's overall plan to revitalize the

<sup>14</sup> SAHRA File 9/2/228/66: Johannesburg – Library Building, Market Square.

<sup>15</sup> Perry, J.: *The New Public Library – Johannesburg* (The SA Architectural Record, September 1935); Bruwer, J.J. and Bruwer, C.J.M.: *Heritage Survey of Johannesburg City Buildings, Phase One*, October 2002.

<sup>16</sup> Bruwer, J.J. and Bruwer, C.J.M.: *Heritage Survey of Johannesburg City Buildings, Phase One*, October 2002.

<sup>17</sup> *Ibid.*

<sup>18</sup> Birkby, C.: *The Saga Of The Transvaal Scottish Regiment, 1932-1950*.

<sup>19</sup> *Ibid.*; information furnished to the author by E. Itzkin, Arts, Culture & Heritage Services, City of Johannesburg, 9 March 2004.

<sup>20</sup> SAHRA File 3/1/3/Joh/A: Johannesburg - City Hall Complex, Rissik Street.



*Above: View of the Johannesburg Public Library and a portion of the Library Gardens, c.1937 (From Johannesburg – One Hundred Years (1986), Official Centenary Publication).*

*Below: View of the Johannesburg Public Library and the Library Gardens, c.1963. The four Lombardy poplars which were removed in 1966, can still be seen in this photograph. (From New Consolidated Encyclopaedia, Vol. V).*





Johannesburg CBD. The project was intended to give the Johannesburg CBD a tree-lined focal point, running from the piazza in front of the *Johannesburg Public Library* through extensively re-designed gardens, past the *Cenotaph*, to a proposed new public square between the *City Hall* and the *Rissik Street Post Office*. "Traditionally, this part of the city has been the focus of historic events, civic functions and festive occasions and had the potential to become the symbolic heart of Johannesburg."<sup>21</sup>

The work finally undertaken as part of the *Civic Spine* project, can be divided into three inter-related categories, i.e. general improvements, the development of the *Civic Square* between the *City Hall* and *Rissik Street Post Office*, and the redevelopment of the public open space between the *Johannesburg Public Library* and the *City Hall*.

General improvements to the *Civic Spine* included the redesign of street spaces and the upgrading of pavements and signage, as well as the planting of approximately 200 trees to form 'colonnades' for the purpose of defining the boundaries of the *Civic Spine*.<sup>22</sup>

In order to enhance the character and status of the space between the *City Hall* and the *Rissik Street Post Office*, i.e. as the historic ceremonial heart of the city, an imposing water feature was erected in the middle of *Rissik Street*; the two obelisks rising from this feature were intended to frame the *City Hall* and *Rissik Street Post Office* entrances.<sup>23</sup>

The most controversial aspect however, of the *Civic Spine* project, remained that of the redevelopment of the public open space between the *City Hall* and the *Johannesburg Public Library*. The walls and railings of the old vehicular ramps to the underground parking garage, as well as the stairs and public toilets, were replaced by or alternatively, incorporated into substantial new structures, which were erected to accommodate small shops, stalls and eating places. High yellow brick walls formed the blank street facades of the structures. The attached steel pergolas were intended to be covered by evergreen creepers. According to the architects of the project, Meyer Pienaar Smith Architects and Urban Designers, their design was aimed at providing different effects of shelter and screening, and of deflecting pedestrian traffic into the existing public open space.<sup>24</sup>

The intense reaction from various quarters to the *Civic Spine* development of what was then still known as the *Library Gardens*, as well the area of the *Cenotaph*, west of the *City Hall*, could well have been predicted. Veterans and ex-servicemen claimed that "Johannesburg's proud memorial in honour of its...war heroes, the *Cenotaph*, has been desecrated."<sup>25</sup> The ex-servicemen accused the Council of destroying the area surrounding the memorial and called for the demolition of the two-storey-high walls and restoration of the gardens. The architect Anthony Lange commented that the scale of the main square had been destroyed, as well as the setting of all the surrounding buildings.

The well known architect and heritage practitioner Herbert Prins, suggested that the changes made to the *Library Gardens* were regrettable. He was of the opinion that the development had failed to improve the amenity of the area. According to him the new structures and architectural details were not in harmony with their surroundings, and could furthermore not be considered as distinguished architecture and of aesthetic value. The redevelopment had failed to acknowledge the architectural

21 The Civic Spine (Restorica, Summer 1991).

22 *Ibid.*

23 *Ibid.*

24 *Ibid.*

25 *Ibid.*



importance of the surrounding buildings or to reinforce the character of the historic precinct.<sup>26</sup>

Ten years later, much of the controversy surrounding the *Civic Spine* project had been forgotten. It was now time to add another layer, albeit of a symbolic nature, to the city's oldest public open space, this time to publicly honour one of South Africa's greatest sons, the late Dr Beyers Naudé. Appearing on a commemoration plaque<sup>27</sup>, east of the Main Entrance to the *Johannesburg Public Library*, is the following inscription:

*This Square, Formerly Known As The Library Gardens, And The Venue  
For So Many Gatherings Of The People Has Been Renamed As A Tribute  
To The Rev Dr. Beyers Naudé, A Fearless Champion Of Democracy.  
Unveiled By His Worship The Executive Mayor Of The City Of  
Johannesburg  
Clr Amos Masondo On 30 September 2001.*

In 2002, another inscription was added to the *Cenotaph*, to rededicate it and make its symbolism all inclusive. The new inscription reads as follows:

*The City Of Johannesburg Honours All Those Who Made The Supreme  
Sacrifice In All Wars, Battles And Armed Struggles For Freedom,  
Democracy And Peace In South Africa.  
10 November 2002.*

The rededication ceremony which took place at the *Cenotaph* on Sunday, 10 November 2002, was attended by representatives of the integrated SA National Defence Force, civic dignitaries, diplomats, ex-service organisations, including veterans of the armies of *Umkhonto weSizwe* and the Azanian People's Liberation Army.<sup>28</sup> This event and the successful subsequent annual Remembrance Day services which have been held at the *Cenotaph*, have combined to make the *Cenotaph* one of the city's most representative and dignified heritage items.

The journalist Lizeka Mda's assessment<sup>29</sup> of the *Civic Spine*, not long before the renaming of the *Library Gardens* in 2001, remains to this day, both informative and thought-provoking. She provides the reader with a frank and direct view of a layered historic landscape with a limited sense of place.

*What on earth were they thinking? The city council spent more than R10 million revamping the Library Gardens to create what it called Johannesburg's 'Civic Spine'. And the result is a monstrosity that just makes you shudder!*

*In 1990 the council in its wisdom bestowed on us these structures along President and Market streets made of brick and green-painted steel like unfinished zoo cages. Nicknamed 'Eddy's Folly', after town-planning chief Eddy Magid whose brainchild the project was, the Civic Spine was supposed to provide relaxation for weary city dwellers. Instead, the eerie*

<sup>26</sup> The Civic Spine (Restorica, Summer 1991) : amenity means the qualities of usefulness, comfort and pleasure in items and areas of the environment. See in this regard Heritage Terms and Abbreviations, NSW Heritage Office (<http://www.heritage.nsw.gov.au/>).

<sup>27</sup> Bruwer, J.J. and Bruwer, C.J.M.: Heritage Survey of Johannesburg City Buildings, Phase One, October 2002.

<sup>28</sup> City remembers its fallen heroes, 7 November 2003 (<http://www.joburg.org.za/>); information furnished to the author by E. Itzkin, Arts, Culture & Heritage Services, City of Johannesburg.

<sup>29</sup> Mda, L.: City Quarters; Civic Spine, Faraday Station, KwaMayiMayi and Ponte City (Judin, H. and Vladislavic, I. [Eds.]: *Blanck\_Architecture, Apartheid and after*).





*green cages and face-brick enclosures that look like Zozo huts are a vagrant's paradise, as lumps of blankets and other tatty possessions testify.*

*It's got so bad that all but one of the staircases leading down into the parking garage underneath the Gardens have been closed...*

*There is very little evidence that Johannesburg's growth was planned at all, to judge by the shapeless jumble we have inherited. Yet the township of Johannesburg was pre-planned, albeit in a hurry. The natural centre of the town was a traditional Market Square, bordered by Rissik Street to the east, President Street to the north, Sauer Street to the west and Market Street to the south.*

*A series of changes starting in the second decade of this century (i.e. 20<sup>th</sup> Century) have choked up this open space and incrementally diminished the liveliness of the square. First the market was moved to Newtown. Then the City Hall was built, taking up almost half the eastern part of the square. Hot on its foundations came the Public Library, which took the whole of the western end. Finally the manicured gardens between the City Hall and the library were divided by two very busy streets, Harrison and Simmonds.*

*What's left? It isn't Market Square any more – the fresh-produce market can be found in City Deep these days. This space is now called the Library Gardens, even though there is very little that is garden-like about it.*

*The City Engineer wrote in the 'City Centre Report' in 1975 that '...one can view a city itself as entertainment or culture. Its sculpture and statuary fountains, architecture and parks can provide an education as well as mystique and beauty. In this respect Johannesburg fails. There are few imaginative public spaces...Little care has been taken to preserve worthy features of its past. There is not enough space for walking, sitting, or relaxing, too little shade and too much paving. The city lacks punctuation and character.'*

*At the Simmonds Street end of the Library Gardens there is a monument...At the other end, right in front of the steps that lead up into the library, is a sculpture of a couple of indeterminate age, but definite Caucasian features, holding a child aloft between them...*

*And the paving! At the Market Street end the pavement is coming apart. Oozing out between the jagged bricks is a watery sludge whose stench and colour do not invite close scrutiny.*

*The serviceable brick terraces could never be mistaken for the Spanish Steps. However, they do serve as seats in this garden...the men who sit here do not look as if they are simply pausing on their way somewhere: they have the look of people who have arrived at their destination. Their daily existence is here on this square...Once in a while the layouts are displaced by public protesters – supporters of the Inkatha Freedom party protesting their innocence, municipal workers demanding higher wages, citizens anxious to see the death penalty reinstated...*

*The exiting aspect of change on the square comes from the Public Library, which has been transformed into a real place of learning. Every day, hundreds of students...stream into the library...The sounds in here are muffled as if an exam is in progress, but the tone of the notices on the computer terminals is scolding: 'This terminal is available for enquiries*



*about authors, titles and subjects. It is not a PC. It does not have computer games.'*

*There is no doubt that Johannesburg's soul, if it still exists, has sought refuge in the Public Library.*

After visiting the *Johannesburg Public Library* last year, the Executive Director of the Central Johannesburg Partnership (CJP), Neil Fraser, was convinced of the need for drastic measures to restore the amenity of the city's most important public open space<sup>30</sup>:

*During the week I had occasion to walk the few blocks from our offices to the...Johannesburg Public Library...But I was appalled at the state of the public space I walked through to get to the Library, what used to be called the Library Gardens, now Beyers Naude Gardens. I've got used to driving past the blank walls that edge the public space and have never had the need to look at what happens on the other side of the walls.*

*Well, it looks like the images that TV presents of Bosnia. The small retail units that face inwards onto the open space have been trashed, the brick paving is uneven with loose and missing bricks, the fountain is waterless, the area filthy, barbed wire is strung over many of the openings and the experience that the space presents is depressing in the extreme.*

*...the wheels really came off in the late '80s when the Council of the time inflicted a design on the space that totally alienated it from the city.*

*Stark, high, featureless facebrick walls built on the edge of the streets cut the space from the city and created massive unfriendly barriers, preventing citizens from walking on the side of the street and blocking off access and interaction with the open space on the other side of the walls.*

*The outcry from the public when the Council presented the design was ignored, brushed aside by the politicians of the day who insisted that they knew better than the citizens as to what was needed...*

*The Beyers Naude Gardens in the state they are in, are hardly a tribute to this remarkable man but rather to the crassness of previous administrations. Yet they constitute one of the very few large civic spaces in the inner city and well-designed open space is vital to the creation and functioning of a mixed use, 24 hour city...*

*...the state of the space is a disgrace and whoever is responsible for it needs to do something dramatic – lets implode the perimeter buildings as a start!*

<sup>30</sup>

Fraser, N.: CitiDiary, 27 June 2003 (<http://www.joburg.co.za/>).



*Above: View from the south over Dr Beyers Naudé Square. The building visible in the top left hand corner is the Johannesburg Public Library. Market Street cuts across the bottom left hand corner, and Simmonds Street, across the bottom right hand corner. The later Civic Spine buildings with tiled roofs, and integral pergola structures clearly obstruct and impinge on the original open space.*

*Below: View of the Cenotaph with the City Hall forming a neo-Classical backdrop across Harrison Street. The two over-scaled double storey brick structures of the Civic Spine development again impinge on the quality of the space.*





*Above: View of the Cenotaph from the southeast corner of Market and Harrison Streets, showing the effect of the Civic Spine pergola and the corner.*

*Below: View of the Civic Spine structures located north of the Cenotaph on the edge of the square. The second Lewis & Marks Building, the most significant of the buildings in President Street facing the square, is only partially visible in the background.*





*Above: Detail of the Cenotaph and a portion of the square between Harrison and Simmonds Streets. On the extreme left hand side of the photograph in Market Street, is the second National Bank Building. Seen in the background to the right of the Cenotaph from left to right, is the FNB Building on the southwest corner of Market and Simmonds Streets, the Volkskas Building, and Custom House, on the southwest corner of Market and Fraser Streets. The Civic Spine structures have since their construction in 1991, obscured the views towards these buildings.*

*Below: The fountains donated by The Star, in front of the Johannesburg Public Library are currently in a state of complete disrepair. This photograph shows the plinth from which the Ernest Ullmann sculpture was stolen in 2003.*





### 6.1.3.2 City Hall (Provincial Legislature) and adjoining Civic Square

The City Council's decision to construct a new *Town Hall* on the eastern block of *Market Square* was not fully supported. Most of the opposition came from the Association of Transvaal Architects who wanted to ensure the retention of a substantial city square. Their recommendation which was not accepted by the Town Council, was that the proposed *Town Hall* should be constructed on the most westerly portion of the square.

The new *Town Hall* was designed by the architects Hawke & McKinlay of Cape Town and completed in December 1914. It was officially opened by Lord Buxton, the then Governor-General of the Union of South Africa, on 7 April 1915.

According to Van Der Waal, the exterior of the building, true to the Beaux Arts mode, "expresses 'marche' – progress, the succession of one mass by another. Thus the lateral facades, which cover nearly two blocks, were grouped in staggered masses. This gives the eastern façade (with the tower) a narrower and more dynamic aspect than that of the broader west façade. In true classicist style, the facades are vertically articulated in three sections: a ponderously conceived base, a more sculptured middle section with columns or pilasters, followed by an attic with heavy mouldings to round off the whole. The building makes a powerfully communicative statement at formal level, which excludes all human emotion, participation or questioning. No wonder the Beaux Arts was one of the most effective instruments of the British Empire's propaganda apparatus. Moreover, it should be remembered that in South Africa buildings designed in the Beaux Arts mode also made a local statement in favour of unity brought about by the unification of the four colonies in 1910."<sup>31</sup> As it was intended to be an important public building, a great deal of attention was given to the interior finish of the building.

On 5 September 1928, Johannesburg attained city status. The proclamation was read out by J.H. Hofmeyr, then Administrator of the Transvaal, in front of a huge crowd who had gathered in front of what was now no longer a town hall, but the *City Hall*. The proclamation was then presented to Councillor W.H. Port, the then Mayor, who received it on behalf of the city.<sup>32</sup>

Today, the *City Hall* could justifiably be regarded as one of Johannesburg's most notable public buildings. It has an exceptionally rich historical association with the citizens of Johannesburg and with the work of the countless municipal staff who served them, the detail of which falls outside the scope of this study.

The current use of the *City Hall* as the seat of the Gauteng Provincial Legislature dates from 1994 when the building was still owned by the City Council. In April 1994, on the eve of South Africa's first democratic election, it was announced that the Council had approved substantial funds for the refurbishment and conversion of the building to accommodate the Provincial Legislature and associated support services.<sup>33</sup> The refurbishment project took longer to complete than what was originally envisaged and this was regularly reported on in the printed media.<sup>34</sup>

The *City Hall* was officially taken over by the GPG in October 1995, a year and seven months after the commencement of the refurbishment of the building. Speaking at a ceremony on 20 October 1995 to mark the occasion, the then Premier Tokyo Sexwale said that it had been decided to make Johannesburg the capital of the new Gauteng Province. He stated that the GPG's acquisition of the *City Hall* was to be

<sup>31</sup> Van Der Waal, G-M.: From Mining Camp to Metropolis.

<sup>32</sup> Neame, L.E.: City Built On Gold.

<sup>33</sup> New glory for old city hall (Sunday Times Metro, 24 April 1994).

<sup>34</sup> Vide in this regard Price of City Hall facelift to rocket (Sunday Times Metro, 3 July 1994); City Hall project 6 months behind (Sunday Times Metro, 14 August 1994); SAHRA File 9/2/228/68: Johannesburg – City Hall, Market Square.



seen as part of the proposed phased development of a Provincial Government Precinct in the Johannesburg CBD.<sup>35</sup>

The functional relationship between the *City Hall* and the *Civic Square*, i.e. the space between the *City Hall* and the *Rissik Street Post Office*, has always been considered of great importance. It was previously mentioned how this memorable urban space was upgraded as part of the *Civic Spine* development. For many decades, it was the most popular gathering place in the Johannesburg CBD. However, political protest meetings held here during the 1950s, caused repercussions, when the Government ordered that there were to be no more gatherings in front of the *City Hall*. As a result, the City Council began cluttering the area with small brick planters which it was hoped, would deter people from using the square for protest or similar meetings.<sup>36</sup>



*View of the Civic Square, Rissik Street, with the City Hall (left), the Rissik Street Post Office on the right, and the Barbican Building in the background, partially obscured by the obelisks.*

<sup>35</sup>

Jo'burg parties as buildings taken over (Saturday Star, 21 October 1995).

<sup>36</sup>

What ever happened to the City Hall? (The Star, 10 November 1987).



### 6.1.3.3 Other indirectly affected heritage resources

Below is a tabulated summary of the places of heritage significance within the curtilage of the *Civic Spine* which will be indirectly impacted by the proposed new Precinct development. The information also pertains to significant places in the focus area which will be similarly affected by aspects such as the proposed construction of an underpass ingress in Market Street, west of Sauer Street, the proposed development of an extended public square between Market and Commissioner Streets, and the proposed new *Matlotlo House* extension.

Name of place and report reference	Location	Description
Second <i>Lewis &amp; Marks Building</i> ( <i>Sage South Tower</i> ) 6.1.3.3.1	63, 65 President 41, 43 Simmonds	<p>This 14 storey building with reinforced concrete frame is currently known as the <i>Sage South Tower</i>. Designed by the architects Kallenbach, Kennedy &amp; Furner, the building was constructed in 1935-37 for the influential Lewis &amp; Marks entrepreneurial organisation.</p> <p>By 1938, there were four real skyscrapers in the city, with this building being one of them. The other three buildings were: <i>Anstey's Building</i>, <i>Escom House</i>, and <i>Chrysler House</i>. "What Johannesburg wanted in 1936 (i.e. at the time of the Empire Exhibition) was New York skyscrapers...And that is what the four ziggurats provided: seductive images of material progress and an illusion of New York situated in far-flung Africa. For more than a decade these towers occupied a special place in Johannesburg's psyche." (Chipkin, C.M.: <i>Johannesburg Style – Architecture &amp; Society 1880s-1960s</i>).</p> <p>Extensive refurbishments carried out to the building during the mid 1980s, included the addition of a glass curtain wall to the façade. This happened at the time of the construction of the <i>Estromin Building</i> (extant as <i>Sage North Tower</i>), at the southwest corner of Pritchard and Simmonds Streets.</p>
Second <i>National Mutual Life Building</i> 6.1.3.3.2	102 Market 41 Rissik	<p>Designed by the architectural practice of Stucke, Harrison, Ritchie &amp; Watson, this eight and a half storey building was completed in 1962. It is a reinforced concrete frame structure clad with textured panelling. Characteristic aspects of the building are the cantilevered canopy with rounded corner at pavement level, and the pre-cast coping at roof level.</p>





<p><i>Arcade Building</i> 6.1.3.3.3</p>	<p>100 Market</p>	<p>Completed in 1962, this 12 storey reinforced concrete frame building was clad with textured concrete relief panelling. The architect was Hymie Radomsky. This was the site of the historic <i>The Arcade</i> dating from 1890, a double storey building with covered arcade extending from Market to Commissioner Streets. The name of the existing building is a reminder of this historic association of place.</p>
<p><i>Provincial Building Society Building</i> 6.1.3.3.4</p>	<p>98 Market</p>	<p>Dating from 1960, this 10 and a half storey reinforced concrete frame building was constructed as a bank and office building for the Provincial Building Society. The architects were Abramowitch, Dawid Pinshow &amp; Partners. The fine decorative screen wall of precast concrete modules to the main façade is representative of the strong Brazilian influences manifested in the early work of Sydney Abramowitch, the leading architect of this practice. See Chipkin, C.M.: Chipkin, C.M.: Johannesburg Style – Architecture &amp; Society 1880s-1960s.</p>
<p><i>Second Steytler's Building</i> 6.1.3.3.5</p>	<p>96 Market 40, 42 Loveday</p>	<p>This Early Modernist eight and a half storey office building with shops at Ground Floor, was designed by the architectural practice of Morgenstern &amp; Morgenstern, and completed in c.1963. It is a reinforced concrete frame building, clad with terrazzo relief panels.</p>
<p><i>Aegis Insurance House</i> 6.1.3.3.6</p>	<p>94 Market 37, 39, 41, 43 Loveday 89, 91 Commissioner</p>	<p>This 10 storeyed reinforced concrete frame building, partially clad with terrazzo panels, was designed by the architects Salomon &amp; Silverman. At its completion in 1964 the building was known as <i>Norwich Union House</i>. It comprises of four basement parking levels, shops at Ground Floor and offices on the remaining floors.</p>
<p><i>Second Natal Bank Building</i> 6.1.3.3.7</p>	<p>90 Market</p>	<p>Designed by the architectural practice of McIntosh &amp; Moffat, this four storeyed building was erected for The Natal Bank, the second bank to have opened a branch in Johannesburg. The building was completed in 1903. Designed in the symmetrical neo-Classical style, interesting features of the façade are the heavy rusticated base, the large arched window flanked by two imposing entrances, the use of a giant Ionic order, and double-volume centralised recessed balcony. The finer details on the façade are in the neo-Baroque style. Surmounting the cornice at Fourth Floor was a prominent balustrade which was removed some time after 1915. Worth special mention is the double-volume Banking Hall at Ground Floor, with high moulded ceilings, marble floor, teak wall panels, and classical columns.</p> <p>The building remained a bank building for many years. In 1914, it became a banking branch of the</p>



		<p>National Bank of South Africa. Then followed its association for many years with Barclays Bank, later known as Barclays National Bank. In 1978, it became the Barclays Bank Museum, known since 1987 as the FNB Museum. The building currently accommodates the offices of the Johannesburg Development Agency (JDA) and the Central Johannesburg Partnership (CJP).</p>
<p><i>Meischke's Building</i> 6.1.3.3.8</p>	<p>88 Market 40, 42 Harrison</p>	<p>Known also as the <i>Guildhall Pub and Restaurant</i>, this five and a half storeyed steel framed red brick Edwardian building was constructed by M.C.A. Meischke, the building contractor for the <i>City Hall</i>. The building has many interesting features, including the colonnaded canopy at street level with finely detailed slender posts; the ornamental glazing to the openings between the upper portions of the posts; the ornamental wrought iron balustrade of the balcony (extended for safety reasons with different pattern railing); the hand painted ornamental panels below the eaves; the large arched window with leaded glass fanlights next to the corner entrance in Market Street; the double composite timber doors with glazed panels opening onto the balcony.</p> <p>The building has since its completion in 1913, always been one of the most popular places to visit in the Johannesburg CBD. The Bar at Ground Floor was the meeting place of the racing fraternity in the early years and eventually became known as the best pub in town. In those days it was conveniently situated near the tram terminus in Harrison Street. According to Davie, the Pub "has had its fair share of ups and downs and with the exodus of businesses from the city since the late 1980s, has been in the doldrums for over a decade...It (however) retains most of its former grandness." (Davie, L.: Guildhall Pub pumps again, 23 July 2003). Today, the Restaurant at First Floor is decorated with photos and sketches depicting many of Johannesburg's old buildings and memorable street scenes.</p>
<p><i>Mutual Building</i> 6.1.3.3.9</p>	<p>86 Market 37, 39, 41, 43 Harrison 81, 83 Commissioner</p>	<p>Extending from Commissioner Street to Market Street, is this reinforced concrete framed 11 storey building, designed by the architects Stucke, Harrison &amp; Smail. Completed in 1939, this Art Deco building according to Chipkin, is "one of the massive 1930s statements of financial power" extant in the city's financial district. (Chipkin, C.M.: Johannesburg Style – Architecture &amp; Society 1880s-1960s). The building was constructed for the SA Mutual Life Assurance Society (now Old Mutual) and served as its Johannesburg headquarters for over 50 years. Opposition from the heritage fraternity and the NMC in 1989, prevented the demolition of this building. The site of this building at that stage, formed part of a proposal by the FNB to develop its proposed new <i>Bank City</i>, south of Market Street.</p>
<p><i>Second National Bank Building</i></p>	<p>80, 82, 84 Market 38, 30 Simmonds</p>	<p>This steel framed Edwardian building with neo-Renaissance decorations comprises two integral portions. The original portion, designed by the architects Leck &amp; Emley in 1903, was erected for the National Bank of</p>



6.1.3.3.10		<p>South Africa (NBSA), which was formed by Hermann Eckstein and J.B. Taylor in 1891 and was originally known as 'De Nationale Bank der Suid-Afrikaanse Republiek Beperk'. At its completion in 1904, the building, according to Van Der Waal, resembled "a massive pillar in the southern wall of Market Square" (Van Der Waal, G-M.: From Mining Camp to Metropolis), and focused the attention on the financial district.</p> <p>Following the merger of the NBSA and Barclays Bank D.C. &amp; O. (hereafter Barclays) in 1925, the building was taken over by the latter. Later, the third <i>Corner House</i> on the corner of Commissioner and Simmonds Streets, was acquired by Barclays and combined with the second <i>National Bank Building</i> to form Barclays' headquarters (i.e. since 1959)</p> <p>In 1953, the architectural practice of Gordon Leith &amp; Partners was commissioned to design the Market Street extension and the addition of two floors to the existing building. The old <i>Chamber of Mines Building</i> and the second <i>Baldwin Chambers</i> between the 1904 portion of the second <i>National Bank Building</i> and the <i>Mutual Building</i>, were demolished to make way for the proposed new additions, which were executed in the same style as the existing second <i>National Bank Building</i>.</p>
Third <i>Corner House</i> 6.1.3.3.11	77, 79 Commissioner 34, 36 Simmonds	<p>This elaborate nine storey Edwardian building was designed by the architects Leck &amp; Emley for the Central Mining-Rand Mines Group. The building comprises a structural steel skeletal frame designed on what was called the 'American principle'. This was based on the mastering in the 1880s and 1890s of modern bridge-building technology of riveted steel framing for tall buildings in Chicago (see in this regard Chipkin, C.M.: Johannesburg Style – Architecture &amp; Society 1880s-1960s).</p> <p>The building at completion in 1904, included many Johannesburg 'firsts'. It had its own electrical power plant to operate four passenger lifts and one goods lift; the building boasted of a waterborne sewage system, connected to its own sewer and a 'private' sewage farm in the southern suburbs, long before the installation of a municipal waterborne sewage system; this was possible on account of a borehole in the Basement of the building.</p> <p>For close on 60 years, the building accommodated the offices of the management of Rand Mines Ltd., and the Central Mining &amp; Investment Corporation, the consulting engineers and staff of the Group, also known as 'The Corner House Group', the Braamfontein Company, as well as the Transvaal Consolidated Land and Exploration Company.</p> <p>In 1965, the fourth <i>Corner House</i> situated on the southwest corner of Commissioner and Sauer Streets, was officially opened as the new headquarters of Rand Mines Ltd., with the third <i>Corner House</i> having been purchased by Barclays National Bank, two years earlier.</p>



		<p>The third <i>Corner House</i>, together with the second <i>National Bank Building</i>, remained the headquarters of Barclays National Bank (now FNB) till 1996. Now in private hands, the third <i>Corner House</i> is currently being converted into apartments.</p>
<p><i>SA Reserve Bank Building (Matlotlo House)</i> 6.1.3.3.12</p>	<p>29 Simmonds 79, 81 Fox</p>	<p>The SA Reserve Bank, was established in 1921 as the central bank of South Africa, in terms of a special Act of Parliament, i.e. the Currency and Banking Act, Act 31 of 1920. Designed by the well known architectural practice of Gordon Leith &amp; Partners, this 3 storey building was erected in 1934-38 for the Johannesburg Agency of the Bank</p> <p>At its completion in February 1938, the building represented the successful “establishment of a modernised Renaissance <i>palazzo</i> in Johannesburg...” (Chipkin, C.M.: Johannesburg Style – Architecture &amp; Society 1880s-1960s). Writing in the <i>South African Architectural Record</i> in 1938, Lyall-Watson felt that the building marked “the fulfilment of another solution of a common, but by no means elementary architectural problem – a problem of combining in one building, the utilities and requisites for the proper functioning of an essentially twentieth century business house, with the grace and dignity of a standard of architecture set by our predecessors – in short, a problem of providing a building of classical feeling combined with modern services.” (Lyall-Watson, D.: The South African Reserve Bank – Johannesburg Agency, The S.A. Architectural Record, October 1938).</p> <p>Due to a shortage of office space, the adjoining <i>Clegg House</i> and its neighbour in Commissioner Street, <i>SARB House</i>, were acquired by the SA Reserve Bank in 1963-64. These two buildings and the <i>SA Reserve Bank Building</i> were utilised by the Bank until 1996, when the Bank relocated to its existing premises in Newtown. The <i>SA Reserve Bank Building</i>, currently known as <i>Matlotlo House</i>, was purchased by the GPG in 2002, and is currently being refurbished for use by the GPG’s Finance Department (Treasury).</p>
<p><i>Commercial Union Building</i> 6.1.3.3.13</p>	<p>30, 32 Simmonds 84 Commissioner 83 Fox Street</p>	<p>Designed by the architects Pearse, Aneck Hann &amp; Bristol, this 1960s eight storey office building with ground-floor shops, portrays strong influences of the Brazilian Modernism Movement which was popular at the time. Built for the Commercial Union Assurance Company, the building extends the full length of the city block.</p>
<p><i>Avril Malan Building</i> 6.1.3.3.14</p>	<p>53, 55, 57, 59 Commissioner 29, 31 Sauer</p>	<p>Known originally as <i>Reinsurance House</i>, this Art Deco-Monolithic building comprises two portions. The original 11 storey corner building, designed by the architectural practice of Cowin &amp; Ellis, was erected in 1954-55 for the African City Properties Trust. The Ground Floor of the building accommodated a bank and</p>



		shops, while the remaining floors were used as offices. The building was subsequently extended with the construction of a 10 storey addition in Commissioner Street in 1956-57. The architects of this addition, Cowin, De Bruyn & Cook, took particular care to ensure that their design would be in keeping with that of the original building.  The building in later years, was purchased by Volkskas Bank, becoming the Sauer Street Branch of the Bank. This change of ownership resulted in the renaming of the building, after Prof Avril I. Malan, a former Chairman of the Bank.
<i>Champion Building</i> 6.1.3.3.15	52 Market 6, 8 Kort	Designed by the architect James A. Cope-Christie, this double storey corner building dates from 1908. It originally comprised a Basement, two general dealer shops at Ground Floor, and living quarters at First Floor. The original balcony of the building was removed in 1941 and replaced with the existing canopy with rounded corner. The architects for this were Kallenbach, Kennedy & Furner. Subsequent changes to the building included the conversion of the First Floor into separate apartments and the replacement of some of the original shop front material. The building was known earlier as <i>Patsons Wholesale Shopping Centre</i> . It was owned by Messrs. Taynoor Ltd., and later became the property of Mayfair Land & Investment Corporation.
West Street corner building 6.1.3.3.16	36 West Street 33, 35 Market	Not much is known about this double storey 1920s building with ground-floor shops. Characteristic features of the building include its rectangular plan form, hipped corrugated iron roof with triangular louvred ventilators, and isolated dormer windows.
<i>Rosenberg's Buildings</i> 6.1.3.3.17	37 Market 10 Diagonal	This Edwardian double storey corner building was designed by the well known architect W. H. Stucke. Completed in 1905, the building with ground floor shops, projects a blending of Art Nouveau decoration with earlier Romantic Revival detail. The upper floor originally comprised 23 rooms, making the building a "typical inner-city rooming house for Johannesburg's predominantly male floating population" when it was built. (Chipkin, C.M.: Johannesburg Style – Architecture & Society 1880s-1960s).
<i>Commercial Trading Co. Building</i> 6.1.3.3.18	39 Market	Next to the <i>Rosenberg's Buildings</i> is this plastered brick shop with plain pedimented gable. The building is currently owned by Mays Brothers Investments. It was previously the property of the Aboo Surtee Family Trust. The date of construction of the building is not known.
<i>The Rose Gable Shop</i>	41 Market	The richly embellished façade of this single-storey Edwardian shop, comprises not only a variety of plaster



6.1.3.3.19		mouldings. but decorative elements such as triglyphs, medallions, a cornice, and an ornamental architrave to the Main Entrance. Of interest particular interest is the parapet wall with semi-circular gabled embellishment and a circular rosette, the richly-decorated pilasters supporting the façade, as well as the narrow service entrance, a near impractical luxury for this size of building. No information could be found on the date of construction or the name of the author of the original plans of the building. The building also belonged to the Aboo Surtee Family Trust and, like the neighbouring shop at 39 Market Street, is currently owned by Mays Brothers Investments.
<i>Mia's Building</i> 6.1.3.3.20	43 Market	This double storey Edwardian building with flat pitched gable ends and corrugated iron roof, was designed with a Basement to accommodate a shop, two shops with separate entrances at Ground Floor, and living quarters on the Top Floor. The symmetrical plan form of the building includes a centrally positioned entrance and stair at Ground Floor, providing access to the living quarters, an arched doorway with leaded glass panels to the balcony, and a colonnaded canopy with cornice. The building has been named after the Mia family, the owners of the building for many years.
<i>Joffe's Building</i> 6.1.3.3.21	45 Market	Named after its original owner I. Joffe of Ditah Investments, this Early Modernist light industrial building with shops at Ground Floor, was completed in 1928. The architects J.C. Cook & Cowen were responsible for the plans for various alterations and additions carried out during the 1930s. In 1967, an additional floor was added to the original six storey building. The building has over the years been home to many businesses, mostly in the manufacturing industry. In the 1950s and 1960s, as an example, the building was the work premises of Union Printing Works, Ark Clothing, I. Berman's Leather Works, Hela Knitwear, Express Printing Works, and S.A. Picture Frames.
<i>Kort Tailors Building</i> 6.1.3.3.22	47 Market 9 Kort	This was a substantially smaller corner shop from what it is now. The original building was built some time before 1915 when it was extended in Kort Street. The owner at that stage, was S. Ser. In 1928, the architect S.V. Mann was responsible for plans for an addition to the building in Market Street. The date displayed on the flattened corner gable is therefore misleading, as it refers to the date of the last addition, including that of the construction of the colonnaded canopy with rounded corner. The building has had many different uses, e.g. as an office in the 1920s, and a butchery in the 1960s. It is currently the premises of 'Kort Tailors'. The building is adjoined in Kort Street by <i>Kapitan's Restaurant</i> , one of the most historically important buildings in this part of the city.
<i>Kort Street Mansion</i> 6.1.3.3.23	49 Market 10, 12 Kort	Located at the northeast corner of Market and Kort Streets, is this 1930s three storey uncomplicated Art Deco apartment building with ground floor-floor shops. The three-dimensional massing of the building has



		<p>been carefully resolved. The building features elements of Edwardian detail, e.g. colonnades at Ground Floor.</p> <p>Opposition from the NMC during 1996 prevented the demolition of this building as part of the development of the adjoining multi-storey parking garage.</p>
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#### 6.1.3.4 Assessment of significance of other indirectly affected heritage resources

Having provided a descriptive summary of each of the places that will be indirectly affected by the proposed new Precinct development, the focus now shifts to an assessment of the cultural or heritage significance of these places.

The individual statements of significance in the table below are summaries of the heritage value of the affected places. These statements form the basis for the evaluation later in the report, of the impact of the proposed new Precinct development on the places in question. The current protection status of these places is also shown in the table.

Name of place and report reference	Protection status under NHRA	Statement of significance and supplementary notes
<p><i>Civic Spine</i> 6.1.3.1; 6.1.3.2</p>	<p>No current <u>overall</u> protection of places, including intermediate public open spaces, comprising the <i>Civic Spine</i>.</p>	<p>The area bounded by Sauer and Rissik Streets in the west and east, respectively, and Market and President Streets in the south and north, respectively, is of exceptional cultural significance. It comprises the <i>Dr Beyers Naudé Square</i> as part of the original Market Square laid out in 1886, the <i>Johannesburg Public Library</i>, and the <i>City Hall</i>.</p> <p>According to the Burra Charter, cultural significance finds embodiment in a place itself and nowhere is this truer than in the case of the above area. Understanding the way in which this area developed over time, leads to a better appreciation of the intrinsic and contextual importance of the extant layers of this historic development. Except for the remaining open space, nothing however remains of <i>Market Square</i> and its character from the days when it was used for all sorts of commercial transactions.</p> <p>Following the completion of the <i>City Hall</i> (the then <i>Town Hall</i>) in 1914, the remaining area of the original Market Square was developed as a public square, known as the <i>Town Hall Gardens</i>. The construction of the <i>Cenotaph</i> in 1926, had the effect of adding a certain formality to the changing character of the square. Looking back, the extension in 1930 however of Simmonds Street across the square, did not respect the historic scale or configuration of the square which, following the completion of the <i>Johannesburg Public Library</i> in 1934, became known as the <i>Library Gardens</i>. The renaming of the square at different times in its history, is in itself of great importance, as it points to the layered development of this public open space. In the case of its most recent renaming, i.e. as the <i>Dr Beyers Naudé Square</i>, the association of the square with the life of one of South Africa's greatest sons, constitutes yet another important historic layer, albeit of a symbolic nature.</p> <p>It was previously described how the construction of the <i>City Hall</i> in its current location and the subsequent development of the <i>Johannesburg Public Library</i> on the most westerly portion of the former <i>Town Hall</i></p>





		<p><i>Gardens</i> were opposed from various quarters. This shows that the scale of the area constituted by the original Market Square, has always been a sensitive and at times, contentious matter. The fact that only half remains of the size of the original square, therefore makes the integrity of its spatial structure etc., especially valuable.</p> <p>Throughout its development, there has been a distinctive interconnectedness between the above area and its defining walls, i.e. the buildings within the curtilage of the square. This has been described as follows by Herbert Prins: "There has been a conscious effort on the part of the people who built around the open spaces which constitute the Civic Spine, to relate their buildings to the spaces. In turn, the character and scale of the spaces are derived from the surrounding buildings." (The Civic Spine, Restorica, Summer 1991). The adverse effect on the above attribute of interconnectedness of the aggressive additions from the <i>Civic Spine</i> development, currently edging the <i>Dr Beyers Naude Square</i>, has been quite drastic. These additions have come to act as a barrier between the <i>Dr Beyers Naudé Square</i> and its defining walls in Market and President Streets. This in turn has affected the character of the square and particularly, its aesthetic attributes.</p> <p>The current limited sense of place furthermore of the <i>Dr Beyers Naudé Square</i>, could in the long term have a disparaging effect on the intrinsic significance of the square and the items of heritage value within its curtilage.</p>
<p>Johannesburg Public Library 6.1.3.1</p>	<p>Protected under "60 Year Rule" of NHRA.</p>	<p>This building was nominated in 1986 by the Johannesburg 100 Committee as one of Johannesburg's One Hundred Places of Outstanding Cultural, Historical, Architectural, and Natural Interest. Subsequent efforts by the NMC to have the building declared a national monument were opposed by the City Council.<sup>1</sup> The building consequently lacks the elevated status it deserves as one of the city's most valuable heritage resources.</p> <p>The building is of exceptional cultural significance. This is confirmed by its potential to yield substantial information on the development and accomplishments of the city's public library services. Its architectural landmark qualities are reinforced by its prominent location and contextual importance, i.e. as one of the most valuable layers extant from the historic development of the <i>Civic Spine</i>, west of the <i>City Hall</i>.</p> <p>The <i>Johannesburg Public Library</i> together with the <i>City Hall</i> have since their construction, fulfilled the role of anchors in the development of the city's oldest public open space and today, define the extent of what remains of former <i>Market Square</i>.</p>

<sup>1</sup> SAHRA File 9/2/228/66: Johannesburg – Library Building, Market Square.



		<p>The effect generally, of the fine aesthetic qualities of the <i>Johannesburg Library Building</i> has been to enhance the character of the adjoining public open space, as well as the valuable buildings within the curtilage of the square.</p>
<p><i>Cenotaph</i> 6.1.3.1</p>	<p>Protected under Section 37 of the NHRA. All public monuments and memorials "(a) erected on land belonging to any branch of central, provincial or local government..." are protected under the above provision. As the Cenotaph is older than 60 years, it is also protected under the "60 Year Rule" of the NHRA.</p>	<p>This is one of Johannesburg's most important memorials. It is an extant layer from the time when the character of the square was being changed from a commercial to a cultural one. Because of its rededication in 2002, the <i>Cenotaph</i> is now a truly representative commemoration item. This contributes to its considerable cultural significance.</p> <p>The siting of the <i>Cenotaph</i>, i.e. on the central axis between the <i>City Hall</i> and the <i>Johannesburg Public Library</i>, is also of pertinence. Its design and the choice of its site were clearly to strengthen the visual and symbolic attributes of the strong axial connection between the above buildings.</p>
<p><i>City Hall (Provincial Legislature)</i> 6.1.3.2</p>	<p>Provincial heritage site. (Government Notice No. 2250 dd. 12 October 1979).</p>	<p>The building is of exceptional cultural significance, which explains its elevated status as a declared provincial heritage site. Contributing to its high level of significance are its important architectural qualities, its intrinsic value as an extant layer of the development of the city's oldest public open space, and its association as a public building with the city's former municipal administrations, civic functions, festive occasions, and the celebration of events of importance in the history of Johannesburg. The current use of the <i>City Hall</i> as the seat of the GPG Legislature, contributes to the cultural significance of the building.</p> <p>"The confined space of the City Hall" according to Van Der Waal, "in the eastern portion of Market Square strikes one immediately. The eastern façade with the main entrance is separated from the high façade of the Rissik Street Post Office by a very small square, while those in Market and President Streets cannot come into their own owing to the confined space." (Van Der Waal, G-M.: From Mining Camp to Metropolis).</p>
<p><i>Civic Square</i> 6.1.3.2</p>	<p>None.</p>	<p>This square is bordered by three of the most valuable buildings in the Johannesburg CBD, i.e. the <i>City Hall</i> (a declared provincial heritage site) on the west, the <i>Rissik Street Post Office</i> (a provincial heritage site) on</p>



		<p>the east, and the <i>Barbican Building</i>, on the north. The square is of considerable cultural significance, largely because of its historic use and resultant association with important public celebrations, protest meetings etc. The amenity and character of the square is currently adversely affected by the dilapidated condition of the <i>Barbican Building</i> and the neglected state of the <i>Rissik Street Post Office</i>.</p>
<p>Second <i>Lewis &amp; Marks Building</i> (<i>Sage South Tower</i>) 6.1.3.3.1</p>	<p>Protected under "60 Year Rule" of NHRA.</p>	<p>It was recommended in the RAU survey report that the building should be afforded national monument status. This is explained by the fact that it is one of three extant skyscrapers constructed in the city during the 1930s. The building is reminiscent of the American office building style of the 1930s, and is closely associated with the work of the former Lewis &amp; Marks Group, founded by the well known industrialist and agricultural pioneer Sammy Marks, and his cousin Isaac Lewis.</p> <p>The building is considered to have intrinsic architectural and historic landmark qualities. It forms an integral part of the historic streetscape edging the <i>Civic Spine</i> on the north, west of the <i>City Hall</i>, and was successfully designed to reinforce the historic context of this part of the <i>Civic Spine</i>. The changes to its exterior during the 1980s, have affected the appearance but not the special attributes of the original design of this building, nor its exceptional cultural significance.</p>
<p>Second <i>National Mutual Life Building</i> 6.1.3.3.2 <i>Arcade Building</i> 6.1.3.3.3 <i>Provincial Building</i> <i>Society Building</i> 6.1.3.3.4 <i>Second Steytler's Building</i> 6.1.3.3.5 <i>Aegis Insurance House</i> 6.1.3.3.6</p>	<p>Not protected under the NHRA.</p> <p>As above.</p> <p>As above.</p> <p>As above.</p> <p>As above.</p>	<p>The value of these five buildings in Market Street, south of the <i>City Hall</i>, lies in their contextual cultural significance. Historically, each of these buildings forms an integral part of the complete redevelopment during the 1960s, of this area directly opposite the <i>City Hall</i>, between Rissik and Loveday Streets. From an aesthetic viewpoint, these buildings stand in unison. The difference in height between some of them does not influence an appreciation of their overall value to the quality of the street façade. The variations in style, albeit Brazilian Modernism, Early Modernism, or Johannesburg Modular Regionalism, manifested in the street façade, have the effect of bringing a certain quality of sublimated visual appreciation to this street façade, not found in the existing street façade in President Street, north of the <i>City Hall</i>.</p>
<p>Second <i>Natal Bank Building</i> 6.1.3.3.7</p>	<p>Protected under "60 Year Rule" of NHRA.</p>	<p>Designed by the architects McIntosh &amp; Moffat, and completed in 1903, this building is of exceptional cultural significance. Designed in the Beaux Arts mode, the building is a fine example of early Johannesburg architecture. The integrity of the original design of the building has remained largely intact.</p>

Sahra Library



		<p>Its past uses, first as a bank building and then as a bank museum, contributes to an understanding of the development over time of the area of the Johannesburg CBD within which the building is situated. The location of the building therefore contributes to its intrinsic importance. So also does the association of the building with the work of The Natal Bank, the National Bank of South Africa, Barclays Bank (DCO), Barclays National Bank, and the FNB. The interconnectedness between its neo-Classical elements and that of the <i>Meischke's Building</i> and the <i>City Hall</i>, contribute to the contextual significance of the second <i>Natal Bank Building</i>.</p> <p>This building was nominated in 1986 by the Johannesburg 100 Committee as one of Johannesburg's One Hundred Places of Outstanding Cultural, Historical, Architectural, and Natural Interest.</p>
<i>Meischke's Building</i> 6.1.3.3.8	Protected under "60 Year Rule" of NHRA.	<p>This steel framed Edwardian building is of exceptional cultural significance. Being the oldest and most well known pub in the Johannesburg CBD, the building not only contributes to an understanding, but forms an integral part of the historic development of the area of the city within which it is situated, i.e. opposite the city's oldest public open square. The location of the building therefore contributes to its intrinsic importance. The integrity of the original design and finishes of the building, like that of its neighbour the <i>Natal Bank Building</i>, remains largely intact. Together with the second <i>Natal Bank Building</i> and the <i>City Hall</i>, the <i>Meischke's Building</i> forms part of one of the most noteworthy groups of historically and architecturally significant buildings in the Johannesburg CBD.</p>
<i>Mutual Building</i> 6.1.3.3.9	Protected under "60 Year Rule" of NHRA.	<p>This building is of considerable cultural significance, as is explained by its inclusion in the list of Johannesburg's Top 20 Art Deco buildings. The association of the building with the well known architectural practice of Stucke, Harrison &amp; Smail contributes to its significance. This practice was responsible for a prolific output of major banks and financial institution buildings in the city. The building furthermore, represents a particular stage in the development of the south façade of the <i>Civic Spine</i>, west of the <i>City Hall</i>. The location of the building in itself, is therefore of importance. The difference in height between the <i>Mutual Building</i> and the adjoining second <i>National Bank Building</i>, and in the design of their respective facades, does not diminish the value of the <i>Mutual Building</i> as an item within the curtilage of the <i>Civic Spine</i>, west of the <i>City Hall</i>.</p>
<i>Second National Bank Building</i> 6.1.3.3.10	Protected under "60 Year Rule" of NHRA.	<p>The second <i>National Bank Building</i> and the third <i>Corner House</i> are both of exceptional cultural significance. Designed by the same architects and completed during the same year, i.e. 1904, they are almost twin buildings, sharing a continuous cornice and having many other features in common. In a sense, the construction of these two buildings marked the final end of the mining camp days. Together,</p>



		<p>they remained the tallest buildings in Johannesburg until the 1920s, and were both recommended for national monument status by the NMC. Their shared association with the work of Barclays Bank in Johannesburg contributes to their historic value.</p> <p>Individually, the significance of the second <i>National Bank Building</i> lies in its original association with the work of the NBSA, and that of the well known architectural practice of Gordon Leith &amp; Partners. The building is a physical manifestation of the process of the consolidation in commerce which was vigorously pursued after the Second Anglo Boer War. The building contributes to an understanding of the development over time of the area within which it stands, i.e. the part of the financial district bordering on the historic <i>Market Square</i>. From a contextual viewpoint, the significance of the building lies in its similarity of design to that of the third <i>Corner House</i>, and its aesthetic attributes as an anchor item within the curtilage of the <i>Civic Spine</i>. It is noteworthy that all the existing buildings in Market Street opposite the <i>Dr Beyers Naudé Square</i>, except for the <i>RSA Building</i>, were (subsequently) designed, albeit in different ways, to respect the existing context, i.e. comprising not only the public open space west of the <i>City Hall</i>, but also the second <i>National Bank Building</i>.</p>
Third <i>Corner House</i> 6.1.3.3.11	Protected under "60 Year Rule" of NHRA.	<p>The third <i>Corner House</i> was nominated in 1986 by the Johannesburg 100 Committee as one of Johannesburg's One Hundred Places of Outstanding Cultural, Historical, Architectural, and Natural Interest. The intrinsic importance of the building stems from the fact that it was the first steel framed building to be constructed in Johannesburg, a technical achievement <i>par excellence</i> in the development of architecture in the city. The building could boast of its own waterborne sewage system long before the installation of a municipal waterborne sewage network. The name <i>Corner House</i> confirms the building's historic association with the Central Mining-Rand Mines Group, later known as The Corner House Group. According to Cartwright, the building became "the symbol of the prosperity of the gold-mining industry and of the magnificent future that the deep-level mines had opened up for Johannesburg. Indeed, had 'The Corner House' not already become the best-known name in South Africa, this 'skyscraper' built in 1904, might appropriately have been called 'Deep Level House'." (Cartwright, A.P.: <i>The Corner House; The Early History Of Johannesburg</i>).</p> <p>From a contextual viewpoint, the location of the building is of special importance. Opposite the building on the northwest corner of Commissioner and Simmonds Streets, i.e. the site of the existing <i>Peoples Bank Building</i>, was the <i>Stock Exchange</i>. Notwithstanding the latter's relocation to new premises in Hollard Street a year after the completion of the third <i>Corner House</i> and the fact that the posts and chains in Simmonds Street had by then already been removed, the historic interconnectedness of place remains significant. The second <i>Corner House</i> (also known as <i>Eckstein's Building</i>) was demolished to make way for the construction of the third <i>Corner House</i>. The choice of site of this earlier building was guided by the</p>



		<p>then location of the second <i>Stock Exchange Building</i>.</p> <p>The interconnectedness of the third <i>Corner House</i> and the second <i>National Bank Building</i> from the point of view of a visual appreciation of their integral façade designs, contributes to the contextual significance of the third <i>Corner House</i>.</p>
<p><i>SA Reserve Bank Building (Matlotlo House)</i> 6.1.3.3.12</p>	Protected under "60 Year Rule" of NHRA.	<p>The building is of exceptional cultural significance. Its location and former use as the Johannesburg Agency of the SA Reserve Bank, contributes to a better understanding of not only the history of the SA Reserve Bank, but the historic development of the area of the city's financial district within which it is situated. This in turn, contributes to its intrinsic historic importance, also from a contextual viewpoint.</p> <p>The architectural attributes of the building are such as to make it a heritage landmark. See Lyall-Watson, D.: <i>The South African Reserve Bank – Johannesburg Agency</i>, The S.A. Architectural Record, October 1938, and Chipkin, C.M.: <i>Johannesburg Style – Architecture &amp; Society 1880s-1960s</i>. Because of its architectural value, the building was nominated in 1990 by the Heritage Committee of The Institute of South African Architects (ISAA) for national monument status. See SAHRA File 9/2/228/150: <i>Johannesburg – Reserve Bank, Fox Street</i>. The building was however, never afforded such status, mainly on account of bureaucratic red-tape, the detail of which falls outside the scope of this study.</p>
<p><i>Commercial Union Building</i> 6.1.3.3.13</p>	Not protected under the NHRA.	This building is considered of considerable cultural significance on account of its special architectural qualities and its contribution to the character and the quality of the curtilages of the buildings of heritage importance in its surround.
<p><i>Avril Malan Building</i> 6.1.3.3.14</p>	Not protected under the NHRA.	The original building and the subsequent 1956-57 addition were successfully merged which makes this building a valuable part of Johannesburg's collection of prominent corner site Art Deco buildings. The most prominent feature of the building is the corner tower, accentuating the location of the building.
<p><i>Champion Building</i> 6.1.3.3.15</p> <p>West Street corner building</p>	Protected under "60 Year Rule" of NHRA.	Of these nine buildings, the <i>Rosenberg's Buildings</i> and <i>Champion Building</i> are of substantial cultural significance. The <i>Joffe's Building</i> and the <i>Kort Mansion</i> too, are important buildings. Because of their location, the <i>Rosenberg's Buildings</i> , <i>Champion Building</i> , and the <i>Kort Street Mansion</i> also fulfil the role of important reference items within the curtilage of the Diagonal Street Precinct.
	Protected under "60 Year Rule" of NHRA.	The important point is that all the buildings, be it the <i>Rosenberg's Buildings</i> , or the small single storey



<p>6.1.3.3.16 <i>Rosenberg's Buildings</i> 6.1.3.3.17</p>	<p>Protected under "60 Year Rule" of NHRA.</p>	<p>shops with varied façade ornamentation, are of contextual importance, with each of them contributing in its own special way to the character of the area. This area of Market Street was once the wholesale centre of the rest of Johannesburg, and also the Reef. "Wednesday in the 1930s was the big day for Market Street. In those days there was compulsory closing of all retail stores on Wednesday afternoon and stores were open all day on Saturday. So on Wednesdays, shop owners from Johannesburg, the Reef and the country towns descended on Market Street in their hundreds because Market Street was the wholesale quarter of early Johannesburg. They came carrying the inevitable little notebook containing scribbled words of their shop needs in every conceivable language – English, Arabic, Hindi and Yiddish." (Godfrey, D.: Market Street wholesale centre, The Star, date unknown).</p>
<p><i>Commercial Trading Co. Building</i> 6.1.3.3.18</p>	<p>Protected under "60 Year Rule" of NHRA.</p>	<p>Today, the buildings still retain an atmosphere, a character, and a spirit all of their own, as part of the historic Diagonal Street Precinct, known for its variety of shops and premises ranging from elegant tailor shops, to chemists, fruit stalls, drapery establishments, and little one-man shops barely big enough to turn in. Godfrey describes it as "a little world of its own – a highly individual and fascinating world." (Godfrey, D.: Building has atmosphere, character, The Star, date unknown).</p>
<p><i>The Rose Gable Shop</i> 6.1.3.3.19</p>	<p>Protected under "60 Year Rule" of NHRA.</p>	<p>"On entering one of the shops, one's attention is immediately drawn to the extensive covering of the walls inside with old dark coloured wooden shelving; the shop is divided into sections, all filled with an amazing range of colourful linen and other soft wares; a long old wooden counter runs nearly the whole length of the shop. The office of Mr Gokal is situated in the left rear corner of the shop and separated from the remainder of the interior with light coloured timber panelling and glazed partitioning. The large desk almost fills the entire office and the computer on Mr Gokal's desk seemed somewhat out of place; one experienced one of those wonderful feelings of childhood...when going shopping with your mom. It's the atmosphere in the building, the old fashioned politeness and the arrangement of wares and the 'spirit' of the place." (From a visit by Catharina Bruwer to one of the ground-floor shops in the <i>Joffe's Building</i>. Bruwer, J.J. and Bruwer, C.J.M.: Heritage Survey of Johannesburg City Buildings, Phase One, October 2002).</p>
<p><i>Mia's Building</i> 6.1.3.3.20</p>	<p>Protected under "60 Year Rule" of NHRA.</p>	<p>The effect of the qualities of amenity inherent in this collection of buildings and the sense of place prevailing to this day in the area where they stand, has been to reinforce the cultural significance of this portion of the Diagonal Street Precinct. Some of these buildings were designed by well known architects such as William Stucke and James A. Cope-Christie. Some are far from being outstanding buildings. The important point however is that these buildings have been changed very little over time, are all colourful relics of earlier days, and form a small scale, fine grain historic context to this part of the city..</p>
<p><i>Joffe's Building</i> 6.1.3.3.21</p>	<p>Protected under "60 Year Rule" of NHRA.</p>	
<p><i>Kort Tailors Building</i> 6.1.3.3.22</p>	<p>Protected under "60 Year Rule" of NHRA.</p>	
<p><i>Kort Street Mansion</i> 6.1.3.3.23</p>	<p>Protected under "60 Year Rule" of NHRA.</p>	



*View of buildings comprising northern edge of Dr Beyers Naudé Square:  
From left to right: Sage Centre; second Lewis and Marks Building (Sage  
South Tower) (6.1.3.3.1); Exchange Square, and Mutual & Federal Building.*



*View of buildings in Market Street opposite the City Hall:  
From left to right: second National Mutual Life Building (6.1.3.3.2); old  
Arcade Building (6.1.3.3.3); Provincial Building Society Building (6.1.3.3.4);  
second Steytler's Building (6.1.3.3.5), and Aegis Insurance House (6.1.3.3.6).*





*Second Natal Bank Building  
(6.1.3.3.7).*



*Meischke's Building  
(6.1.3.3.8.)*



*Contextual view of these two  
buildings.*



*View of Mutual Building (6.1.3.3.9) left, and second  
National Bank Building (6.1.3.3.10) right.*



*Third Corner House  
(6.1.3.3.11).*



*SA Reserve Bank or Matlolo House (6.1.3..3.12.*



*Commercial Union Building (6.1.3.3.13). Adjoining  
this building on the left is Annan House (Chaplin  
House).*



*Avril Malan Building (6.1.3.3.14).*



*Champion Buiding (6.1.3.3.15).*



*West Street corner building (6.1.3.3.16).*



*Rosenberg's Buildings (6.1.3.3.17).*



*Commercial Trading Co. Building (6.1.3.3.18) and the Rose Gable Shop (6.1.3.3.19).*



*Mia's Building (6.1.3.3.20).*



*Joffe's Building (6.1.3.3.21).*



*Kort Tailors Building (6.1.3.3.22).*



*Kort Street Mansion (6.1.3.3.23).*



## 6.2 Assessment of the impact of the proposed new Precinct development on heritage resources

It is important to understand that the proposed new Precinct development will entail not only the demolition of various buildings and other structures, but also a wide range of new works, including surface structures, reconstructions, the closure of portions of existing streets to vehicular traffic, an underpass for vehicular traffic, pedestrian underpasses, a new underground parking garage, the construction of new gateways and skywalks, street landscaping, and the provision of new street furniture and signage.

The focus in this section of the report is on the nature and extent of the heritage impacts associated with the proposed new Precinct development, and their effect on the cultural significance of affected heritage resources. The cumulative effect (where applicable) of the different heritage impacts, including the corresponding levels of significance or severity of these impacts, and the impact absorption capacity, is also demonstrated.

### 6.2.1 Assessment of the direct impact of the proposed new Precinct development on heritage resources

The existing buildings situated on the blocks bounded by Market, Simmonds, Commissioner, and Sauer Streets, south of the *Dr Beyers Naudé Square*, will be directly impacted, as it is proposed to demolish these buildings to make way for the development of a new public square, including the construction of a new heritage complex and underground parkade. The buildings known as *Clegg House* and *SARB House* will also be directly impacted in the same way. The different effects of the demolition of these buildings are indicated below.

Appearing in the tables under mitigation possibilities, are references to later sections in the report, which attend to the question of the mitigation of the effect of the relevant impacts.

#### 6.2.1.1 Proposed demolition of buildings: development of new public square, south of the Dr Beyers Naudé Square and Johannesburg Public Library

Name of heritage resource and report reference	Statement of heritage impact	Mitigation possibilities
<i>Second New Library Hotel</i> 6.1.1.3; 6.1.2	As this building is of considerable cultural significance, the effect of its demolition will mean the loss of a valuable heritage resource.	See 8.1.1.4; 8.1.2
<i>Second Rand Water Board Building</i> 6.1.1.4; 6.1.2	The effect of the demolition of most of this important building will leave the city with one less heritage landmark and will entail the loss of a valuable heritage resource.	See 8.1.1.1; 8.1.2
<i>Custom House</i> 6.1.1.5; 6.1.2	As this building ranks high on the scale of considerable cultural significance, its proposed demolition constitutes a potentially severe heritage loss.	See 8.1.1.5; 8.1.2



<i>Peoples Bank Building</i> 6.1.1.6; 6.1.2	As this building is of considerable cultural significance, the effect of its proposed demolition will mean the loss of a valuable heritage resource.	See 8.1.1.7; 8.1.2
<i>Volkscas Building</i> 6.1.1.7; 6.1.2	Considering its elevated position on the scale of considerable cultural significance, the proposed demolition of this building constitutes a potentially severe heritage loss.	See 8.1.1.8; 8.1.2
<i>RSA Building</i> 6.1.1.8; 6.1.2	As this building is of limited cultural significance, the effect of its demolition will be negligible.	See 8.1.1.10; 8.1.2
<i>FNB Building</i> 6.1.1.9; 6.1.2	This building is of considerable cultural significance, which means that its proposed demolition constitutes a potential loss of a valuable heritage resource.	See 8.1.1.9; 8.1.2
<i>Thusanong</i> 6.1.1.10; 6.1.2	Because of its elevated position on the scale of considerable cultural significance, the proposed demolition of this building constitutes a potentially severe heritage loss.	See 8.1.1.6; 8.1.2

#### 6.2.1.2 Cumulative effect of direct impacts

Between the completion of the second *New Library Hotel* in 1938 and that of *Custom House* in 1967 lies the story of how the land on which these eight buildings (which are now proposed to be demolished), was developed by persons, groups and organisations who played a major role in the development of this portion of the financial district and of the city. The demise of these buildings will therefore destroy all physical reminders of this story, except for the retention of a few minor "memories" of some of the buildings. Additionally, the tangible aspect of the last 67 years of the combined history of the two city blocks which are home to these buildings, will be completely lost.

The cumulative effect of the proposed demolition of the eight buildings will furthermore be to leave the *Dr Beyers Naudé Square* (the city's oldest and most historic public open space) without most of its southern edge. No longer will the square have a complete defining wall in Market Street constituted of a rich collection of buildings, most of them being markedly respectful of their historic context.

With more than half of its southern edge removed, the historic configuration and spatial structure of the eastern portion of the original *Market Square* will have lost most of its integrity. The effect of this in turn, would be quite drastic, with what remains of the original Market Square as public open space, "bleeding" away into the area of the financial district south of the square.



### 6.2.1.3 Proposed demolition of buildings: Matlotlo House Extension

Name of heritage resource and report reference	Statement of heritage impact	Mitigation possibilities
<i>Clegg House</i> 6.1.1.1; 6.1.2	As this building is of considerable cultural significance, the effect of its proposed demolition constitutes a potential loss of a valuable heritage resource.	See 8.1.1.2; 8.1.2
<i>SARB House</i> 6.1.1.2; 6.1.2	As this building is of considerable cultural significance, the effect of its proposed demolition likewise constitutes a potential loss of a valuable heritage resource.	See 8.1.1.3; 8.1.2

### 6.2.1.4 Cumulative effect of direct impacts

It has previously been explained how the *Clegg House* and its neighbour, the *SARB House* have much in common. These two buildings were completed at roughly the same time, with both of them forming part of the city's valuable collection of Art Deco buildings. The cumulative effect of their demolition will therefore leave the city with a significant gap in its collection of Art Deco Style buildings.

It is also proposed to demolish the *Peoples Bank Building* and the second *New Library Hotel*, both of which are considered to be valuable Art Deco buildings. The potential severity of the cumulative effect of the proposed demolition of the *Clegg House* and *SARB House* is therefore obvious.

The *Clegg House* and the *SARB House* however not only share a stylistic platform, but a common historic use. They became the property of the SA Reserve Bank at about the same time and were used by the Johannesburg Agency of the Bank until 1996, when the Bank moved to its new premises in Newtown. Demolishing the *Clegg House* and *SARB House* will therefore remove two important physical reminders of the important role played by the SA Reserve Bank's Agency when based in Marshallstown between 1963 and 1996.

Lastly, it must be borne in mind that the *Clegg House* and the *SARB House* were erected at a particular time in the history of the financial district and specifically, the development of the city block on which they stand. The effect of their proposed demolition will therefore be to erase an important source of physical evidence showing how this area of the city developed over time.



### 6.2.2 Assessment of the indirect impact of the proposed new Precinct development on heritage resources

The indirect impact of the proposed new Precinct development on existing heritage resources within the focus area will be extensive. This must be clear from the numerous heritage resources previously identified in the report under 6.1.3 Indirectly affected heritage resources.

The nature and extent of the various indirect heritage impacts (refer Proposed development interventions), and their effect on the significance of affected heritage resources, including their curtilages (refer Statements of heritage impact), are summarised in the various tables below. A distinction is drawn in these tables between negative and positive impacts on heritage significance. In the event of a negative impact, the level of an affected heritage resource's impact absorption capacity is shown as being of zero, limited, or sufficient capacity.

#### 6.2.2.1 Dr Beyers Naudé Square and its curtilage

Name of affected heritage resource and report reference	Proposed development interventions	Statements of heritage impact	Positive / negative impact (PI / NI)	Mitigation possibilities
<i>Dr Beyers Naudé Square</i> 6.1.3.1; 6.1.3.4	Removal of existing roofed structures with pergola-like attachments on sides of square, including the buildings above ramps to and from <i>Harry Hofmeyr</i> underground parking facility.	The cumulative effect of the removal of these aggressive (substantial over-scaled) additions will be to restore the integrity, the legibility, and the attribute of openness of the square. It will also restore the integrity of the view lines to and from the square and in turn, the interconnectedness between the square and the southern and northern defining walls of its curtilage, i.e. the streets and buildings edging the square. The cumulative effect of the proposed interventions will be to improve the aesthetic and historic qualities of the square, leading to an enhancement of its character and cultural significance.	PI	



<p><i>City Hall</i> 6.1.3.2; 6.1.3.4</p>	<p>As above.</p>	<p>The cumulative effect of the removal of these substantial additions on the easterly portion of the square will be to restore the integrity of the view lines to and from the west façade of the <i>City Hall</i>. The visual and symbolic (axial) connection between this building (in its role as a defining wall and anchor) and the <i>Dr Beyers Naudé Square</i> will likewise be restored. This will enhance the cultural significance of both the <i>City Hall</i> and the adjoining square.</p>	<p>PI</p>	
<p><i>Johannesburg Public Library</i> 6.1.3.1; 6.1.3.4</p>	<p>As above.</p>	<p>The cumulative effect of this intervention will be to restore the aesthetic and historic interconnectedness between the building, and the adjoining square, as well as the buildings comprising the northern and southern edges of the square. This will enhance the importance of the building as a heritage landmark.</p>	<p>PI</p>	
<p><i>Cenotaph</i> 6.1.3.1; 6.1.3.4</p>	<p>As above.</p>	<p>The cumulative effect of the removal of the existing structures in close proximity to the <i>Cenotaph</i> will be to restore the aesthetic attributes of the <i>Cenotaph</i>, including its position on the central east-west axis of the square. This will enhance the cultural significance of the <i>Cenotaph</i> as an historic layer in the development of the square, and its importance as a heritage landmark.</p>	<p>PI</p>	





<p><b>Second Lewis &amp; Marks Building</b> 6.1.3.3.1; 6.1.3.4</p> <p><b>Second Natal Bank Building</b> 6.1.3.3.7; 6.1.3.4</p> <p><b>Meischke's Building</b> 6.1.3.3.8; 6.1.3.4</p> <p><b>Mutual Building</b> 6.1.3.3.9; 6.1.3.4</p> <p><b>Second National Bank Building</b> 6.1.3.3.10; 6.1.3.4</p> <p><b>First National Bank Building</b> 6.1.1.9; 6.1.2</p> <p><b>Volkshkas Building</b> 6.1.1.7; 6.1.2</p> <p><b>Custom House</b> 6.1.1.5; 6.1.2</p>	<p>As above.</p> <p>As above.</p> <p>As above.</p> <p>As above.</p> <p>As above.</p> <p>As above.</p> <p>As above.</p> <p>As above.</p>	<p>The cumulative effect of this intervention will be to re-establish the original visual connections between these buildings of heritage value (within the curtilage of the <i>Dr Beyers Naude Square</i>) and the <i>Johannesburg Public Library</i>, the <i>Cenotaph</i>, the <i>City Hall</i> and the open space between them. This in turn, will effectively strengthen the aesthetic qualities of these buildings, leading to an enhancement of their cultural significance, both from an individual and contextual viewpoint.</p>	<p>PI</p> <p>PI</p> <p>PI</p> <p>PI</p> <p>PI</p> <p>PI</p> <p>PI</p> <p>PI</p>	
<p><b>Dr Beyers Naudé Square</b> 6.1.3.1; 6.1.3.4</p>	<p>Removal of water feature (at present not functional) in front of the <i>Johannesburg Public Library</i>.</p>	<p>These fountains are an integral part of the historic layered development of the square. Their removal will therefore detrimentally impact, albeit in a relatively limited way, on the cultural significance of the square. <u>(Impact absorption capacity – sufficient)</u></p>	<p>NI</p>	<p>See 8.2.2.1</p>
<p><b>Dr Beyers Naudé Square</b> 6.1.3.1; 6.1.3.4</p>	<p>Construction of raised podium in front of <i>Johannesburg Public Library</i> for use during public meetings, concerts, and celebrations.</p>	<p>It is proposed to place the podium on the central east-west axis of the existing square. The potentially intrusive effect of this intervention within the main visual catchment of the <i>Johannesburg Public Library</i>, and on the visual connection between this building and the <i>City Hall</i>, is of concern. <u>(Impact absorption capacity – limited)</u></p>	<p>NI</p>	<p>See 8.2.2.1</p>



<p><i>Dr Beyers Naudé Square</i> (with special reference to the <i>Cenotaph</i>) 6.1.3.1; 6.1.3.4</p>	<p>Development of substantial sunken grassed circle at <i>Cenotaph</i> with steps for seating.</p>	<p>The effect of this intervention will be to enhance the significance of the <i>Cenotaph</i> and its immediate surround through the creation of a defined area for contemplation and commemoration services. The <i>Cenotaph</i> will be given an identity of its own, leading to an improvement in the amenity of the square between Simmonds and Harrison Streets.</p>	<p>PI</p>	
<p><i>Dr Beyers Naudé Square</i> 6.1.3.1; 6.1.3.4</p>	<p>Creation of a tree-shaded area in southeast corner of the square (i.e. near the corner of Market and Harrison Streets).</p>	<p>The effect of this will be to improve the amenity of the square near the <i>Cenotaph</i>. However, this intervention might in the long term, also impact on certain view lines to and from the square. <u>(Impact absorption capacity – limited)</u></p>	<p>PI NI</p>	<p>See 8.2.2.1</p>
<p><i>Dr Beyers Naudé Square</i> 6.1.3.1; 6.1.3.4</p>	<p>Introduction of formal landscaping, including planter boxes along south façade of <i>Johannesburg Public Library</i> and various new trees to define central east-west axis of the square, west of Simmonds Street.</p>	<p>Minimal heritage impact.</p>	<p>PI</p>	
<p><i>Dr Beyers Naudé Square</i> 6.1.3.1; 6.1.3.4</p>	<p>Introduction of paving in order to create uniform surface treatment across entire square (including the sections of Simmonds and Harrison Streets extending across the square).</p>	<p>The effect of this will be to reinforce the aesthetic qualities of the square. It will also mitigate the detrimental impact of the extension in 1930 of Simmonds Street across the square on the spatial qualities of the historic open space west of the <i>City Hall</i>. The skewed grid pattern will however detract from the positive effect of this proposed intervention.</p>	<p>PI</p>	
<p><i>Dr Beyers Naudé Square</i> 6.1.3.1; 6.1.3.4</p>	<p>Introduction of traffic calming measures at the intersections abutting the square with raised pedestrian crossing surfaces and articulated 5m wide pedestrian crossings in Simmonds Street,</p>	<p>The effect of the intervention will be to contribute to an improvement of the amenity of the square.</p>	<p>PI</p>	



	between Market and President Streets.			
<i>Dr Beyers Naudé Square</i> 6.1.3.1; 6.1.3.4	New surface edges to ramps to and from underground parking facility near corner of President and Simmonds Streets.	Any such surface structures, however minimal their scale, will have a visual impact which in turn, will have to be mitigated. <u>(Impact absorption capacity – sufficient)</u>	NI	See 8.2.2.1
<i>Dr Beyers Naudé Square</i> 6.1.3.1; 6.1.3.4	Upgrading of Harry Hofmeyr parking facility and its extension into area south of the existing square.	No heritage impact.		
<i>Dr Beyers Naudé Square</i> 6.1.3.1; 6.1.3.4	Introduction of custom-designed bollards at 2m intervals along the northern perimeter of the square and the sections of Simmonds and Harrison Streets between Market and Commissioner Streets.	This intervention will have a minimal impact on the aesthetic qualities of the square and its curtilage.	PI	
<i>Dr Beyers Naudé Square</i> 6.1.3.1; 6.1.3.4	Provision of different types of lighting on square.	This will have the effect of contributing to an improvement of the amenity of the square, enabling this historic public open space to become a 'round-the-clock' activity destination.	PI	
<i>Dr Beyers Naudé Square</i> 6.1.3.1; 6.1.3.4	Cumulative effect of the above positive heritage impacts.	It has been described under 6.1.3.4 Assessment of cultural significance, how the square currently lacks a defined sense of place. The cumulative effect however, of the positive impacts listed in this table, will be to create an environment conducive to the development of such a sense of place.	PI	



## 6.2.2.2 New public square (bounded by Sauer, Market, Simmonds, and Commissioner Streets)

Name of affected heritage resource and report reference	Proposed development interventions	Statements of heritage impact	Positive / negative impact (PI / NI)	Mitigation possibilities
<p><i>Dr Beyers Naudé Square</i> 6.1.3.1; 6.1.3.4</p>	<p>Extension of <i>Dr Beyers Naudé Square</i> to the south to include the area comprising the two blocks bounded by Sauer, Market, Simmonds and Commissioner Streets.</p>	<p>The western portion of the original <i>Market Square</i> is currently defined by Sauer, President, Harrison and Market Streets, while the eastern portion of the original square was used for the construction of the <i>City Hall</i>. The effect of the proposed extension will be to change the historic shape and scale of the <i>Beyers Naudé Square</i>. A further concern is that the symbolic importance of the east-west axial connection between the <i>Johannesburg Public Library</i> and the <i>City Hall</i> will be diluted by the changing of the historic configuration of <i>Beyers Naudé Square</i>. <u>(Impact absorption capacity – limited)</u></p>	<p>NI</p>	<p>See 8.2.2.2</p>
<p><i>Second National Bank Building</i> 6.1.3.3.10; 6.1.3.4</p> <p><i>Third Corner House</i> 6.1.3.3.11; 6.1.3.4</p> <p><i>Avril Malan Building</i> 6.1.3.3.14; 6.1.3.4</p>	<p>As above.</p>	<p>These three buildings will form part of the defining walls of the proposed new square. The effect of the square development will be to completely 'expose' their street facades. Notwithstanding the fact that neither the west facades of the second <i>National Bank Building</i> and the third <i>Corner House</i>, nor the east façade of the <i>Avril Malan Building</i> were designed to front onto a large urban open space, the opening-up of these facades will make it possible to appreciate the aesthetic attributes of the buildings in their entirety. In the case of the third <i>Corner House</i> and the adjoining second <i>National Bank Building</i>, the similarity in the design of their west facades is of particular importance. This will have the effect of helping to give the proposed new square an identity of its own, by providing it with a unique defining wall.</p> <p>The existing 11 storey <i>Goldfields Building</i> (extant as <i>Imbumba House</i>) in Commissioner Street, is not considered a heritage</p>	<p>PI</p>	



		resource. It is believed nonetheless, that the gridded granite façade of the building will add value to the character of the proposed new square.		
	Closure and incorporation of Fraser Street (between Market and Commissioner Streets) into proposed new public open space.	No heritage impact.		
<p><i>Johannesburg Public Library</i> 6.1.3.1; 6.1.3.4</p> <p><i>Avril Malan Building</i> 6.1.3.3.14; 6.1.3.4</p>	Construction of new <i>Heritage Building</i> (also referred to as the new <i>Heritage complex</i> ) on westerly portion of proposed new square, south of the <i>Johannesburg Public Library</i> .	<p>Because of its location, this new building might detrimentally impact on the visual catchments and in turn, the significance of the nearby <i>Johannesburg Public Library</i> and <i>Avril Malan Building</i>. Much depends on the final design of the proposed building. <u>(Impact absorption capacity – limited to zero)</u></p> <p>On the positive side, the proposed new building will constitute a new layer in the development of architecture in the Johannesburg CBD. It is proposed by the project architects that the building should be designed to firstly, celebrate indigenous cultures by resembling vernacular architecture and secondly, to meet the requirements of modern functions. However, it is not for the author to debate the merits of the proposed development of such a new building from a heritage viewpoint.</p>	<p>NI</p> <p>PI</p>	See 8.2.2.2
	<p>Development of various structured multi-purpose nodes for different kinds of events and activities:</p> <p>Site of second <i>Rand Water Board Building</i> to comprise a children's playground with sunken soft grassed area, including retained footprint of the above building;</p>	No heritage impact.		



	<p>Site of <i>Volkscas Building</i> and <i>RSA Building</i> to be developed into a sunken amphitheatre with hard steps for seating, raised platform, and retained sections of main façade of the <i>Volkscas Building</i>;</p> <p>Conversion of site of <i>FNB Building</i> into an artist's corner, comprising steps and retained columns and panels.</p>	<p>No heritage impact.</p> <p>No heritage impact.</p>		
	Paving of entire proposed new square and adjoining street sections.	The effect of this will be to contribute to the development of visually pleasing connections between the new square and the affected buildings.	PI	
<p><i>Second National Bank Building</i> 6.1.3.3.10; 6.1.3.4 <i>Third Corner House</i> 6.1.3.3.11; 6.1.3.4</p>	Development of tree-shaded area in southeast corner of the square (i.e. near the corner of Fraser and Commissioner Streets).	<p>The overall effect of this will be to contribute toward the amenity of the square. In the long term however, mature trees in this area might detrimentally impact on the view lines to and from the affected buildings, which should ideally be prevented. (The street façade of the second <i>Natal Bank Building</i> is completely hidden behind a curtain of trees which makes a visual appreciation of the building quite difficult).</p> <p><u>(Impact absorption capacity – limited)</u></p>	PI NI	See 8.2.2.2
	Construction of new underground parkade.	<p>No heritage impact.</p> <p>This intervention would however require the temporary removal and subsequent reconstruction of the architectural elements to be retained of the buildings proposed for demolition. See mitigation possibilities.</p>		See 8.2.2.2



	Construction of structures around ingress and egress ramps to underground parking area.	No heritage impact.		
	Introduction of formal landscaping in planters / new trees.	No heritage impact.		
	Construction of pergola north of proposed new <i>Heritage Building</i> and in area between this building and ramps to and from underground parking facility.	No heritage impact.		
	Introduction of custom-designed bollards at 2m intervals along the eastern, western and southern perimeter of the square and on the opposite side of the sections of Simmonds, Commissioner and Sauer Streets, bordering the area of the proposed new square.	No heritage impact.		
	Provision of appropriate lighting.	No heritage impact		



## 6.2.2.3 Matlotlo House Extension and orientation wall

Name of affected heritage resource and report reference	Proposed development interventions	Statements of heritage impact	Positive / negative impact (PI / NI)	Mitigation possibilities
<p><i>SA Reserve Bank Building (Matlotlo House)</i> 6.1.3.3.12; 6.1.3.4</p>	<p>Replacement of <i>Clegg House</i> and <i>SARB House</i> by a new extension to <i>Matlotlo House</i>.</p>	<p>As <i>Matlotlo House</i> was designed for a corner stand, its north façade has always been a “blind” wall. In the event of the demolition of the <i>Clegg House</i> and <i>SARB House</i>, this wall would be exposed. Abutting this wall will be the proposed new <i>Matlotlo House Extension</i>. This replacement development constitutes a potentially significant impact on the significance of <i>Matlotlo House</i>. Here, consideration must be given to the potential impact of any connections on the historic fabric of the existing façade and the integrity of the spatial planning of <i>Matlotlo House</i>.</p>	<p>NI</p>	<p>See 8.2.2.3</p>
	<p>The main façade of the second <i>Rand Water Board Building</i> is to be relocated from its current site in order to become the Commissioner Street façade of both the new <i>Matlotlo House Extension</i> and <i>Matlotlo House</i> itself.</p>	<p>The relocation of the façade of the second <i>Rand Water Board Building</i> at an arbitrary angle relative to the established (historic) grid pattern, and away from the street boundary will have a potentially detrimental impact on the heritage value of the retained façade.</p>	<p>NI</p>	<p>See 8.2.2.3; 8.1.1.1</p>
	<p>Development of thoroughfare between <i>Matlotlo House complex</i> and <i>Goldfields Building</i> (extant as <i>Imbumba House</i>).</p>	<p>No heritage impact.</p>		





	Construction of steel structural wall (referred to as an <i>Orientation Wall</i> ), linking the relocated façade of the second <i>Rand Water Board Building</i> with the façade of the <i>Goldfields Building</i> .	This proposed intervention would have a detrimental impact on the "integrity" of the relocated façade of the second <i>Rand Water Board Building</i> . The principle of introducing such a large scale element in close proximity to the relocated façade is of concern.	NI	See 8.2.2.3; 8.1.1.1
	Construction of basement link beneath Commissioner Street between <i>Matlotlo House Extension</i> and proposed new underground parkade.	No heritage impact.		

#### 6.2.2.4 Market Street underpass

The proposed new GPG Precinct development envisages the insertion beneath Market Street (between Kort Street in the west, and Harrison Street in the east) of an underpass. It is intended to attend to the impact of the construction of the actual underpass, separate from the impact of the development of its ingress and egress ramps. The ingress ramp will be located between West and Kort Streets, and the egress ramp, between Harrison and Rissik Streets.

Name of affected heritage resource and report reference	Proposed development interventions	Statements of heritage impact	Positive / negative impact (PI / NI)	Mitigation possibilities
	Development of Market Street underpass: Kort to Sauer Streets.	No heritage impact apart from temporary disruption during construction..		
<i>Dr Beyers Naudé Square</i> and buildings comprising its southern defining wall.	Development of Market Street underpass: Sauer Street to Harrison Street.	The pedestrianisation of this section of Market Street constitutes a potentially significant heritage impact. The effect of this impact will be to reinforce the visual connections and historic	PI	



6.1.3.1; 6.1.3.4		interconnectedness between the square and its southern defining wall. This will improve the amenity of the square, leading to an enhancement of the significance of both the square and the buildings currently defining its the southern edge.		
<p><i>Champion Building</i> 6.1.3.3.15; 6.1.3.4 West Street corner building 6.1.3.3.16; 6.1.3.4 <i>Rosenberg's Buildings</i> 6.1.3.3.17; 6.1.3.4 <i>Commercial Trading Co. Building</i> 6.1.3.3.18; 6.1.3.4 <i>The Rose Gable Shop</i> 6.1.3.3.19; 6.1.3.4 <i>Mia's Building</i> 6.1.3.3.20; 6.1.3.4 <i>Joffe's Building</i> 6.1.3.3.21; 6.1.3.4 <i>Kort Tailors Building</i> 6.1.3.3.22; 6.1.3.4 <i>Kort Street Mansion</i> 6.1.3.3.23; 6.1.3.4</p>	Development of underpass ingress ramp.	<p>This intervention constitutes a potentially severe impact which will compromise the quality of the visual catchments of the affected buildings. The affected buildings have a predominantly moderate scale, the majority of which are only single or double storey buildings, a characteristic of the Diagonal Street built form. The historic connection between the affected buildings and the street is also of particular significance. These buildings were all designed to interact with the sidewalks and streets extending along their frontages. From the point of view of historic use or function, the shop fronts of these buildings and the adjoining pavements in particular, have always been one, thereby assuring a livelihood for the owners and shopkeepers. Not only the ambience of the sidewalks, but in this instance, a unique trading environment which has developed over a period of 100 years, will be detrimentally impacted. The potential effect of this on the heritage significance of the buildings, both individually and contextually, is of serious concern.</p> <p><u>(Impact absorption capacity – limited to zero)</u></p>	NI	See 8.2.2.4
<p><i>Second National Mutual Life Building</i> 6.1.3.3.2; 6.1.3.4 <i>Arcade Building</i> 6.1.3.3.3; 6.1.3.4 <i>Provincial Building</i> <i>Society Building</i> 6.1.3.3.4; 6.1.3.4 <i>Second Steytler's Building</i></p>	Development of underpass egress ramp.	<p>The effect of the potential impact of the proposed egress ramp on these buildings in Market Street opposite the <i>City Hall</i> will be less significant than that of its potential impact on the <i>City Hall</i>, second <i>Natal Bank Building</i>, and <i>Meischke's Building</i>. This could largely be ascribed to the similar scale, built form and the façades of the former buildings. The potential impact of the ramp at this point lies more in its disruptive effect on a visual appreciation of the shopfronts of the buildings from a distance.</p> <p><u>(Impact absorption capacity – limited)</u></p>	NI	See 8.2.2.4



6.1.3.3.5; 6.1.3.4 <i>Aegis Insurance House</i> 6.1.3.3.6; 6.1.3.4				
<p><i>Second Natal Bank Building</i> 6.1.3.3.7; 6.1.3.4</p> <p><i>Meischke's Building</i> 6.1.3.3.8; 6.1.3.4</p> <p><i>City Hall (Provincial Legislature)</i> 6.1.3.2; 6.1.3.4</p>	Development of underpass egress ramp.	<p>The important views of these buildings are as integral to their cultural significance as their architectural and historic attributes. The dislocating effect of the surface edges of the ramp on some of the most critical of the view lines to and from these buildings, must therefore be of serious concern. So must be the adverse effect of the ramp in its entirety on the contextual significance of the buildings, i.e. their historic and architectural interconnectedness. In the case of the <i>second Natal Bank Building</i> and the neighbouring <i>Meischke's Building</i>, the problem will be compounded by the detrimental impact of the ramp on their sense of place, including the ambience of the pavement along their frontages in Market Street.</p> <p><u>(Impact absorption capacity – zero)</u></p>	NI	See 8.2.2.4

#### 6.2.2.5 Skywalks

Name of affected heritage resource and report reference	Proposed development interventions	Statements of heritage impact	Positive / negative impact (PI / NI)	Mitigation possibilities
<p><i>Second Lewis &amp; Marks Building</i>  (<i>Sage South Tower</i>) 6.1.3.3.1; 6.1.3.4</p>	Simmonds Street North Skywalk: construction of skywalk in Simmonds Street between <i>second Lewis &amp; Marks Building</i> and <i>Exchange Square</i> at 69 President Street.	<p>This proposed skywalk constitutes a potentially significant impact. The effect of this impact will be to adversely affect both the original qualities of the façade design (refer the manipulation of building mass and the articulated façade surface), and important views of the affected building.</p> <p><u>(Impact absorption capacity – limited to zero)</u></p>	NI	See 8.2.2.5



<p><i>SA Reserve Bank Building (Matlotlo House)</i> 6.1.3.3.12; 6.1.3.4</p> <p><i>Commercial Union Building</i> 6.1.3.3.13; 6.1.3.4</p>	<p>Simmonds Street South Skywalk: construction of skywalk in Simmonds Street between <i>Matlotlo House Extension</i> and <i>Commercial Union Building</i> (now 30 Simmonds Street); construction of skywalk in Fox Street between thoroughfare next to <i>Matlotlo House</i> and <i>Standard Bank Tower</i> (also known as <i>Standard Bank Centre</i>) at 78 Fox Street</p>	<p>These skywalks constitute a potentially severe impact on <i>Matlotlo House</i> and to a lesser extent, the <i>Commercial Union Building</i>. Aspects of the former building's significance which will be particularly severely affected, include the building's architectural attributes, its interconnectedness (from an historic viewpoint), including the integrity of its visual catchment, and its sense of place. The cumulative effect of the potential impact of the skywalks will be to isolate this heritage landmark from its context. <u>(Impact absorption capacity – zero)</u></p>	NI	See 8.2.2.5
<p><i>Avril Malan Building</i> 6.1.3.3.14; 6.1.3.4</p> <p><i>Johannesburg Public Library</i> 6.1.3.1; 6.1.3.4</p>	<p>Construction of two gateway towers, the one near the Main Entrance to the fourth <i>Comer House</i> (southwest corner of Commissioner and Sauer Streets), and the other near the Main Entrance to the <i>Bank of Lisbon Building</i> (northwest corner of Market and Sauer Streets) and interconnecting skywalk: These towers will be linked by a skywalk, extending across Commissioner and Market Streets. The skywalk will be developed as an integral triple volume open-air terrace addition to the <i>Avril Malan Building</i> and the adjoining <i>Nedbank Place</i>.</p>	<p>The interconnecting skywalk constitutes a potentially detrimental impact on the visual catchments of the affected buildings. The effect of this intervention will be particularly severe in the case of the <i>Avril Malan Building</i>, as it will result in the destruction of the integrity of most of the important elements of the original design of the building, including its finely articulated corner tower. <u>(Johannesburg Public Library: Impact absorption capacity – limited)</u> <u>(Avril Malan Building: Impact absorption capacity – zero)</u></p>	NI	See 8.2.2.5



	Construction of skywalks (General)	The potentially significant impact of the proposed skywalks, additionally, lies in their blocking of street vistas. Here it must be borne in mind that an important means of orientating oneself in the city is the ability to gaze down a street. Considering the substantial height of three storeys and the substantial width of the proposed new skywalks, their potentially disruptive effect on street level building lines, is therefore of equally serious concern.	NI	See 8.2.2.5
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#### 6.2.2.6 Symbolic axes and new central focal point at crossing of symbolic axes

Name of affected heritage resource and report reference	Proposed development interventions	Statements of heritage impact	Positive / negative impact (PI / NI)	Mitigation possibilities
<i>Dr Beyers Naudé Square</i> (including <i>Johannesburg Public Library</i> ) 6.1.3.1; 6.1.3.4  and <i>City Hall</i> 6.1.3.2; 6.1.3.4	Development of new symbolic axes between existing square and proposed new square extension, namely from centre point of north disk of proposed new <i>Heritage Building</i> to centre point of sunken grassed area at <i>Cenotaph</i> , and from centre point of landscaped block at <i>Standard Bank Tower</i> in Fox Street to <i>Sage Centre</i> in President Street. It is proposed to define and articulate these axes, together with the existing east-west central axis between the <i>Johannesburg Public Library</i> and <i>City Hall</i> , by means of runway lighting, and the application of variations in the colour and texture of paving.	It has previously been shown how the extended square development will have the effect of changing the historic configuration of the <i>Dr Beyers Naudé Square</i> . The cumulative effect of this and the proposed development of additional symbolic axes will be to further compromise the importance of the existing east-west axial connection between the <i>Johannesburg Public Library</i> and the <i>City Hall</i> , as well as the spatial structure and original configuration of the existing square. <u>(Impact absorption capacity – limited)</u>	NI	See 8.2.2.6
	Construction of freestanding vertical focal element, such as an obelisk with water feature	The significance of the proposed intervention lies in its potentially detrimental effect on the visual	NI	See 8.2.2.6



	<p>at the crossing of the symbolic axes in Market Street. The design parameters recommended by the project architects for this element are as follows: a height-to-width ratio of 1:8, a minimum height of 33m (from street level to the apex of the structure); the provision of lighting at the base of the structure.</p>	<p>catchment of the existing <i>Dr Beyers Naudé Square</i> and the two civic scaled buildings defining its eastern and western edges. The strong symmetry and powerful axial relationship to the <i>Cenotaph</i> will be compromised by the deliberately off-set siting of the proposed new focal point. <u>(Impact absorption capacity – limited)</u></p>		
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#### 6.2.2.7 Uniform surface treatment: grid of paving

Name of affected heritage resource and report reference	Proposed development interventions	Statements of heritage impact	Positive / negative impact (PI / NI)	Mitigation possibilities
	<p>Paving of streets and sidewalks (to building edges) within greater area of proposed new Precinct between Kort and Harrison Streets to the west and east respectively, and President and Fox Streets, to the north and south respectively.</p> <p>Introduction of a distinctive paving grid (at 20m intervals and 2m wide), running along the true NS/EW axes. It is contended that the application of this grid system will be for the purpose of establishing a sense of direction as well as visual and symbolic linkages between the key buildings within the Precinct.</p>	<p>Although aligned with the points of the compass, the introduction of such an arbitrary paving grid constitutes a potentially significant heritage impact, the effect of which will be to override the historic importance of the city's established grid pattern and the particular way in which the facades of buildings within the focus area relate to this grid pattern. <u>(Impact absorption capacity – limited)</u></p>	NI	See 8.2.2.7



<p><i>Dr Beyers Naudé Square</i> (including <i>Johannesburg Public Library</i>) 6.1.3.1; 6.1.3.4 and <i>City Hall</i> 6.1.3.2; 6.1.3.4</p>	<p>As above.</p>	<p>The cumulative effect of the proposed new paving grid and the potential impacts listed under 6.2.2.6 Symbolic axes and new central focal point to extended Dr Beyers Naudé Square, will be to erase the original configuration of the city's oldest and most historic public open space. <u>(Impact absorption capacity – limited to zero)</u></p>	<p>NI</p>	<p>See 8.2.2.7</p>
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#### 6.2.2.8 GPG buildings within area of proposed new Precinct

Name of affected building (protected under "60 Year Rule" and/or of cultural significance)	Proposed development interventions	Statements of heritage impact	Positive / negative impact (PI / NI)	Mitigation possibilities
	<p>Eleven existing buildings within the proposed new Precinct will be used to accommodate the GPG departments in Johannesburg. These buildings, some of which are already occupied by the GPG, are listed below.</p> <p>The intention is to refurbish the interiors of these buildings. It is likewise planned to carry out refurbishments to the exteriors of the fourth <i>Corner House</i>, <i>Exchange Square</i>, and the <i>Goldfields Building</i>.</p>	<p>Of the eleven buildings, only the <i>Commercial Union Building</i>, <i>Annan House (Chaplin House)</i>, second <i>Lewis &amp; Marks Building</i>, and <i>Matlotlo House</i> are considered of cultural significance. They are also all older than 60 years.</p>		
<p><i>Commercial Union Building</i> (see 6.1.3.3.13; 6.1.3.4)</p>	<p>Refurbish interior.</p>		<p>PI</p>	<p>See 8.2.2.8</p>
<p><i>Chaplin House</i></p>	<p>Refurbish interior</p>		<p>PI</p>	<p>See 8.2.2.8</p>



(previously <i>Annan House</i> )				
<i>Sage Life South Tower</i> (see second <i>Lewis &amp; Marks Building</i> 6.1.3.3.1; 6.1.3.4)	Refurbish interior		PI	See 8.2.2.8
<i>Matlotlo House</i> (see 6.1.3.3.12; 6.1.3.4)	Refurbishment.	The current refurbishment of this building has been authorised by the Provincial Heritage Resources Authority: Gauteng (PHRAG) in terms of and in accordance with the provisions of the NHRA.		
<i>Fourth Corner House</i>	Refurbishment.			
<i>Bank of Lisbon Building</i>	Refurbishment.			
<i>Standard Bank Towers</i>	Refurbishment.			
<i>Exchange Square</i> (69 President Street)	Refurbishment.			
<i>Montrose House</i> (36 Pritchard Street)	Refurbishment.			
<i>Sage Life North Tower</i>	Refurbishment.			
<i>Goldfields Building</i>	Refurbishment.			
<i>Matlotlo House</i> (see 6.1.3.3.12; 6.1.3.4)	The proposed new <i>Matlotlo House Extension</i> will at completion, become the twelfth building allocated for use by the GPG within the proposed new Precinct.	See 6.2.2.3 <i>Matlotlo House Extension</i> and orientation wall		







*View of the combined west façade of the third Corner House and second National Bank Building fronting onto Simmonds Street, which will form the eastern edge of the proposed new square. Refer 6.2.2.2.*



*Site of the western portion of the proposed new public open square. Seen in this photo from left to right is Custom House, the rear façade of the second Rand Water Board Building, the Standard Bank Towers to the rear, and a portion of the Commissioner Street façade of the Goldfields Building. Refer 6.2.2.2.*



*The SA Reserve Bank (Matlotlo House) with Clegg House on the right and Standard Bank Towers in the background. This view of the Matlotlo House will be largely obscured by the proposed skywalk.*



*Looking west down Market Street at the intersection with Rissik Street. The Market Street underpass egress ramp will be constructed in this section of Market Street between Rissik and Harison Streets. Refer 6.2.2.4.*



*Looking east along Market Street at its intersection with West Street. The Market Street underpass ingress ramp will extend from here to Kort Street in the distance. Refer 6.2.2.4.*



## 7. CONSULTATIONS WITH AFFECTED COMMUNITIES AND INTERESTED PARTIES ON THE SUBJECT OF THE IMPACT OF THE PROPOSED NEW PRECINCT DEVELOPMENT ON HERITAGE RESOURCES

According to the HIA provisions of the NHRA, this report must provide information on "the results of consultation with communities affected by the proposed development and other interested parties regarding the impact of the development on heritage resources." (section 38[3][e] of the NHRA, 1999).

The separate addendum titled *Issues and Response Report: Proposed Gauteng Government Precinct* by Tswelopele Environmental (Pty) Ltd., contains information on the Public Involvement Process (PIP) undertaken after SAHRA's consideration of the draft (Phase One) HIA report in February 2004 and prior to the finalisation of this, final (Phase Two) HIA report. The addendum also includes a record of the written comments received from I & APs prior to the submission of the draft HIA to SAHRA, more than a year ago. These comments were taken into consideration by SAHRA during its consideration of the draft HIA report.

In order to comply with the HIA requirement for an account of consultations on the subject of the potential heritage impacts of the proposed new Precinct development, the information furnished in this section of the report includes -

- the author's general view of the outcome or results of consultations with I & APs, i.e. since the release of the draft HIA report for comment more than a year ago; and
- a summary of written comments and objections by I & APs which were considered during the development of this, i.e. final HIA report, as well as the author's responses to these comments and objections; and
- an exposition of the main issues raised at the focus group discussions which were attended by key objectors during January and March 2005 as part of the Public Involvement Process (PIP).

### 7.1 The results of consultations regarding the potential impact of the proposed new Precinct development on heritage resources

This synopsis is structured around the author's views and interpretation of the outcome of consultations with I & APs regarding the potential heritage impacts of the proposed new Precinct development during -

- the draft (Phase One) HIA process; and
- the subsequent finalisation (Phase Two) of the HIA.

#### 7.1.1 Phase One HIA

The comments received from I & APs, including SAHRA as the final decision making authority, pointed to various shortcomings in the identification and assessment of the significance of affected heritage resources, and the assessment of associated heritage impacts. These comments were useful in assisting the author in the refinement of methodologies regarding the development of statements of heritage significance, and heritage impact statements.

In some instances, useful information was obtained from the Phase One HIA consultations, e.g. on the extant safe deposit boxes of the second *Stock Exchange Building*.



### 7.1.2 Phase Two HIA

The focus group discussions with I & APs during the latter part of the PIP was considered central to the consultations regarding the potential heritage impacts of the proposed new Precinct development.

Special efforts were made to solicit the views of I & APs who had previously commented on the findings and recommendations contained in the draft (Phase One) HIA report. The majority of the I & APs (referred to as key objectors) who participated in the subsequent focus group discussions had previously objected to the potential heritage impacts of the proposed new Precinct development, and were on record as believing that the earlier Phase One HIA consultations had failed to be effective or transparent.

However, it soon became apparent that the focus group discussions were not going to meet any of the expectations of the key objectors. This is reflected in the minutes of the discussions which are included in the *Issues and Response Report* by Tswelopele Environmental. The comments made by key objectors at the discussions were noted and minuted but did not cause the reconsideration of any aspect of the Precinct benchmark project proposal.

It must therefore be pointed out that the focus group discussions did not serve any useful purpose.

### 7.2 Comments / objections by I & APs

The majority of comments received from I & APs during the Phase One HIA process were in the form of brief critical remarks on the proposal to demolish any building in the city centre, and not necessarily the ten buildings which are proposed for demolition. While reflecting a general feeling of anxiety, these comments could not be related to any particular heritage item of the proposed new Precinct development due to their rather generalised, if any, argumentative basis.

The comments included statements to the effect that the buildings proposed for demolition -

- are part of “our history our culture our architecture”;
- “have historical value telling stories of our past”;
- “are beautiful from the outside”;
- “are the very mosaic that give our city the character it has”;
- “are works of art”;
- like with all old buildings “stir the soul as with good food, wine and music...”;
- should be preserved to promote tourism and
- would not be demolished, were they in Europe with its tradition of looking after its heritage.<sup>1</sup>

Appearing in the table below is a summary of the comments on particular heritage-related issues which were received from I & APs. The reader is advised to consult the addendum by Tswelopele Environmental for more information on these comments should this be necessary.

<sup>1</sup> See in this regard addendum *Issues and Response Report: Proposed Gauteng Government Precinct*, Tswelopele Environmental (Pty) Ltd.



COMMENT / OBJECTION	RESPONSE BY AUTHOR
<b>South African Heritage Resources Agency (SAHRA) – 11 March 2004</b>	
The vision which drives the proposed new Precinct development must be made clear.	Done. Refer to the addendum pertaining to the GPG Precinct benchmark project proposal.
The proposal to extend the existing square should be compared with other public open spaces in the Inner City in order to investigate the viability of an extended square.	Done. As above.
Provide information on the plans for the 12 GPG-owned buildings within the proposed new GPG Precinct	Done. As above. See also 6.2.2.8 GPG Buildings within area of proposed new Precinct.
Attend to the assessment of the significance of the 10 buildings proposed for demolition in greater detail, including their contextual value.	Done. Refer 6.1.2 Assessment of significance of buildings proposed for demolition.
Investigate the association of the second <i>New Library Hotel</i> with the city's gay and lesbian community.	Done. Refer 6.1.1.3 Second New Library Hotel, corner Commissioner and Fraser Streets.
Better illustrate the significance of heritage items such as the <i>Cenotaph</i> .	Done. Refer 6.1.3.4 Assessment of significance of other indirectly affected heritage resources.
Re-assess the proposal to relocate the façade of the second <i>Rand Water Board Building</i> . The proposal to retention the facades of some of the other buildings proposed for demolition should likewise be re-assessed.	Noted and addressed. Refer 8.1 Mitigation of direct impacts.
Rectify unsubstantiated comments / remarks pertaining to the <i>Civic Spine</i> development.	Noted and addressed. See 6.1.3.1 Johannesburg Public Library-Dr Beyers Naudé Square-Cenotaph complex.
What are the anticipated socio-economic benefits of the proposed new Precinct development?	This has been addressed. See free-standing addendum regarding anticipated socio-economic costs and benefits.
Indicate what the expected positive heritage impacts of the proposed new Precinct development are.	Done. Refer 6.2.2 Assessment of the indirect impact of the proposed new Precinct development on heritage resources.



It is recommended that there should be sufficient opportunities for the participation of the public and I & APs in the HIA process.	Done. Refer addendum by Tswelopele Environmental accompanying this report.
<b>Mr Frederico Freschi – 4 February 2004</b>	
The second <i>New Library Hotel</i> is of conservation importance, having been designed by the architectural practice of Louw & Louw.	Noted. The building is considered of considerable cultural significance on account of its architectural <u>and</u> contextual value. See 6.1.2 Assessment of significance of buildings proposed for demolition.
<b>Objector (identity not known) – 14 January 2004</b>	
Retain second <i>Rand Water Board Building</i> . It is an architectural landmark.	Noted. The building has in fact been assessed as a heritage landmark. See 6.1.2 Assessment of significance of buildings proposed for demolition.
<b>Objector (identity not known) – 20 January 2004</b>	
Preserve the safe deposit facility of the old <i>Stock Exchange Building</i> in the <i>Peoples Bank Building</i> .	Noted and addressed under 8.1.1.7 Proposed demolition of Peoples Bank Building.
<b>Heritage South Africa – received by SAHRA on 3 February 2004</b>	
The potential “loss of a variation in style of architectural examples spanning a dramatic period in the architectural history of South Africa” is of concern. So also is the scale of the proposed demolitions.	Noted. Has been addressed. See 6.1.2 Assessment of significance of buildings proposed for demolition.
Of equal concern is the potential detrimental heritage impact of the ramps of the proposed underpass. “...a ramp is a very unfriendly element to deal with in an urban landscape.”	Noted and addressed. This view supports the author’s assessment of the cumulative effect of the potential impacts of the ingress and egress ramps. See 6.2.2.4 Market Street underpass.
<b>Councillor Judith Briggs – 2 February 2004</b>	
Participation in the draft HIA process was “completely non-existent”.	The period allowed for comments on the draft HIA report was 30 days. The concern of Councillor Briggs was subsequently addressed.



	See addendum to this report titled <i>Issues and Response Report: Proposed Gauteng Government Precinct</i> .
Provide information on potential socio-economic benefits of the proposed new development.	This has subsequently been addressed. See free-standing addendum regarding anticipated socio-economic costs and benefits.
The proposal to remove the buildings and associated structures on the sides of <i>Dr Beyers Naudé Square</i> which were constructed to form the <i>Civic Spine</i> is supported.	Noted.
Objection to proposed demolition of buildings. Retain the buildings of value and adapt them for use as study space for students, and for museum purposes.	Noted. See 11.3 Recommendations.
Is a large extended square necessary and how viable is it going to be?	See 7.3.7 Size, scale and location of proposed new public (heritage) square.
The proposed skywalks will have the effect of separating those who serve from those being served.	Noted. See author's assessment under 8.2.2.5 Skywalks.
Reconsider the Market Street underpass proposal.	Noted. See author's assessment under 8.2.2.4 Market Street underpass.
Take cognisance of the City's Integrated Development Plan (IDP) and the Regional Spatial Development Plan (RSDP) for Region 8.	Noted. Refer to the addendum pertaining to the GPG Precinct benchmark project proposal.
The documentation of buildings proposed for demolition is not a satisfactory mitigation measure.	The author agrees with this. The problem, however, is that the proposed demolition of nine of the ten buildings constitutes a potentially irreversible impact, i.e. an immitigable impact. It is not possible to mitigate such an impact. See 8.1 Mitigation of direct impacts.
<b>Mr Mannie Feldman – 2 February 2004</b>	
Do not demolish the ten buildings. Rather transform them into viable housing.	Noted. The author's recommendation is that nine of the ten buildings are conservation worthy and should therefore not be demolished. See 11.3





	Recommendations.
Does not agree with the concept of a large public square. Creating a vast ill-defined public space in the middle of Johannesburg is out of context with African tradition.	See 7.3.7 Size, scale and location of proposed new public (heritage) square.
<b>Objector (identity not known) – 4 February 2004</b>	
This objector commented on various design-related issues which were again raised, and discussed at length, at the Focus Group discussions in January and March 2005. See addendum <i>Issues and Response Report: Proposed Gauteng Government Precinct</i> .	
The time allowed for public comments during the draft HIA process was too short.	The period allowed for comments on the draft HIA report was 30 days. The concern of this objector was subsequently fully addressed, i.e. during the Phase Two HIA. See addendum to this report titled <i>Issues and Response Report: Proposed Gauteng Government Precinct</i> .
Johannesburg needs gardens, parks, "green beauty and breathing spaces", not a "new massive paved square."	Noted.
<b>Department of Architecture, Landscape Architecture and Interior Design, University of Pretoria – 5 February 2004</b>	
Objects to scale of proposed demolitions.	Noted. The author's recommendation is that nine of the ten buildings are conservation worthy and should therefore not be demolished. See 11.3 Recommendations.
Reconsider the size of the proposed new extended square. "Loss of historic buildings aside, the relationship of continuous floor-to-edge is excessive, thus leading to a loss of enclosure...Why can't the Government Precinct consist of a series of smaller, intimate squares or piazzas that are linked in a carefully considered manner. This, in tandem with a study of historic buildings (and potential new buildings!) could generate a more responsive footprint and comfortable urban rooms. It will make being in Johannesburg's heart special...A finer grained response will be mature, it will recognise historic layering of the city and will nurture a sense of surprise and delight found in so many older cities."	See 7.3.7 Size, scale and location of proposed new public (heritage) square.



<b>Paul (full name not known) – 2 February 2004</b>	
The concept of a sizeable square as envisaged, originates from a “basic thinking of crude triumphalism, the notorious, dull-witted approach of all new ‘Reiches’ and ‘Peoples Republics’ in former times and now wholly out of step with the best values of the twenty first century. Where the individual and the particular should be supported, stressed and favoured, the choice has been for a backward-looking collectivism and barren anonymity.”	See 7.3.7 Size, scale and location of proposed new public (heritage) square.
<b>Master Consultants (SA) Architects and Urban Designers / Urban &amp; Regional Planning Consultants Dr Peter Hancock – 18 February 2004</b>	
The spatial integrity of the Dr Beyers Naudé Square should be maintained: -  “The key to the urban design of the whole Beyers Naudé Square (former Library Gardens) is characterized by and dominated by a <u>major urban design axis</u> , which links the former City Hall and the Johannesburg Public Library. This invisible, but real axis, links and expresses the link between the...City Hall...and the Public Library. The axis is punctuated and defined by the War Memorial...This <u>memorial</u> , defined as a <i>cenotaph</i> (an empty tomb, to those buried elsewhere) renders a certain sacredness to the site and to this <u>major urban design axis</u> . It is also important to remember that the whole space between the former City Hall and the Public Library, forms a <u>single entity, or unity</u> . The space is contained between the buildings at the edges, which define the site, and therefore the square. Take away the defining edges and the space leaks away into an irregular shape, which would destroy the essential unity of the site. (It’s rather like removing one wall of a rectangular room, leaving the fourth side open – except that this is an <i>outdoor room</i> ).”	The author is in full agreement with this recommendation and the views expressed by Dr Hancock. See 8.2.2 Negative impacts.  The historic significance of the existing square as a single entity, or unity, is cardinal to any heritage assessment of the square, and the development of a statement of heritage impact regarding the square.
<b>Mira Fassler Kamstra Architect – 31 January 2004</b>	
The proposed rehabilitation of <i>Dr Beyers Naudé Square</i> and surrounding streets is supported, including the proposal to remove the <i>Civic Spine</i> edge structures.	Noted.
Should a large square be required, rather consider developing the <i>Civic Axis</i> along Rissik Street linking the <i>City Hall</i> with the Braamfontein <i>Civic Centre</i> and Constitution Hill.	Noted.



The contextual significance of the ten buildings proposed for demolition must receive attention.	This has since been addressed. See 6.1.2 Assessment of significance of buildings proposed for demolition.
The proposal to demolish reusable buildings is in conflict with the fundamental principle of sustainability "particularly as Johannesburg championed the cause in the showcasing of the World Summit on Sustainable Development."	Noted.
Several of the buildings proposed for demolition are of international architectural significance.	Noted.
The principle of demolishing Provincial Heritage Resources, would render heritage legislation ineffective.	None of the buildings proposed for demolition are declared Provincial Heritage Sites.
Opposes the "destruction of the integrity of the Spatial Structure of the Library Gardens in terms of its scale and the loss of its southern defining wall and the consequent creation of a large hole in the Centre of the City."	Noted. The author is in full agreement with this view. See 6.2.1 Assessment of the direct impact of the proposed new Precinct development on heritage resources.
Opposes proposed construction of Market Street underpass due to potentially detrimental heritage impact of the underpass ramps.	Noted. The author shares this concern. See 6.2.2.4 Market Street underpass.
Opposes practice of retaining free-standing facades of valuable buildings, "stripping them of their architectural integrity which renders them meaningless."	Noted. Attended to under 8.1 Mitigation of direct impacts.
<b>Representation (Kopanong Gauteng Provincial Government Precinct) by H. Paine for and on behalf of SA Institute of Architects, Gauteng Institute for Architecture, Johannesburg Heritage Trust, Egoli Heritage Trust, Parktown and Westcliff Heritage Trust, Prof P.G. Raman, Ms Melinda Silverman, Prof A. Lipman, Mr W.A. Martinson, and Prof L. Poulsen 4 February 2004</b>	
"We support the decision by the Gauteng Provincial Government to develop a government precinct and believe that this should afford an opportunity to contribute to the revival of the city as well as conserving the architectural and other cultural heritage of Johannesburg."	Noted.
Support the proposed removal of the structures lining the sides of the <i>Dr Beyers Naudé Square</i> .	Noted.
Don't support the shape of the proposed new extended square: "By extending the square southward in a 'dog's leg' the sense of importance of the Legislature and Public Library along the	Noted. The author is of the opinion that the proposal to merge the proposed new square with the <i>Dr Beyers</i>



<p>east/west axis embracing the Cenotaph is lost. The buildings are formal, the relationships are axial and this is not only fundamental to western culture but to the symmetry of the human body. It is universal. Heritage is after all what we inherit. Destruction of inherited features such as symmetry, however incongruous they may appear to one-dimensional stream of modernism, is counter productive."</p>	<p><i>Naudé</i> will have the effect of destroying the historic configuration and the spatial integrity of the <i>Dr Beyers Naudé Square</i>.</p> <p>Of concern also is the proposed creation of new symbolic axes, the effect of which will be to further compromise the axial relationship or connection and the inherited feature of symmetry referred to by the objectors.</p>
<p>Do not support the size of the proposed extended square. Create smaller, intimate and interlocking squares.</p>	<p>See 7.3.7 Size, scale and location of proposed new public (heritage) square.</p>
<p>Object to the proposed construction of the Market Street subway due, <i>inter alia</i>, to the potential effect of the ramps on the adjoining buildings, pavement life, and streetscapes. "The ramps will have the same effect as the structures of the Civic Spine and will impact severely on the viability of the shops at street level."</p> <p>An alternative option is to pedestrianise certain streets, e.g. Market, President, Simmonds, Harrison, and Rissik Streets, during certain times.</p>	<p>The objectors' assessment of the potentially adverse cumulative effect of the impact of the underpass ramps on heritage resources, is shared by the author. See 6.2.2.4 Market Street underpass.</p> <p>See 8.2.2.4 Market Street underpass.</p>
<p>The new extended square is not sustainable. Look at what happened to public open spaces such as <i>Marshall Square</i>, <i>Plein Square</i>, and much of the former <i>Government Square</i>.</p>	<p>Noted.</p>
<p>The significance (including the contextual significance) of the buildings proposed for demolition must be fully assessed.</p>	<p>Noted. This has been addressed. See 6.1.2 Assessment of significance of buildings proposed for demolition.</p>
<p>The strong axial arrangement between the <i>City Hall</i> and the <i>Johannesburg Public Library</i> will be destroyed by the skewed paving grid pattern "as well as the new and obscure connection between the Cenotaph and the new building south of the Library..."</p>	<p>Noted. The author agrees with this statement.</p> <p>See 6.2.2.2 New public square / 6.2.2.6 Symbolic axes and new central focal point at crossing of symbolic axes.</p>
<p>The merits of the proposed reconstruction of the façade of the second <i>Rand Water Board Building</i> and the retention of portions of the facades of the <i>Volkscas Building</i> and the <i>FNB Building</i> are questionable.</p>	<p>Noted. The author does not view retention of "memories" as a form of mitigation either.</p>



<p>"The principles of the (Burra) Charter are not being observed in the proposal and place the project in direct conflict with foremost heritage organisations."</p>	Noted.
<p>Public participation during the Phase One HIA process was insufficient.</p>	Noted. This concern has subsequently been fully addressed, albeit that this has been during the Phase Two HIA process... See addendum to this report titled <i>Issues and Response Report: Proposed Gauteng Government Precinct</i> .
<b>Parktown &amp; Westcliff Heritage Trust – 4 February 2004</b>	
<p>Objects to the proposed demolition of <i>SARB House, Clegg House, second New Library Hotel, and the Peoples Bank Building</i>.</p> <p>"The loss of SARB, Clegg, SA Perm (People's Bank) and New Library Hotel is an appalling threat to Johannesburg's fine collection of Art Deco Buildings. These are an important part of the Art Deco Tour organised by the Parktown and Westcliff Heritage Trust, which includes looking at the buildings on foot from Eloff Street (His Majesty's) to the New Library Hotel where the tour boards the bus again."</p>	These four buildings have all been assessed as being of considerable cultural significance. In the author's assessment, care was taken to not only consider the architectural attributes of the buildings but also their significance from a historic viewpoint, e.g. their historic associations, and the fact that they are integral parts of the phased redevelopment of the financial district where they stand, during the 1930s. The author is furthermore of the opinion that the contextual significance of these buildings is equal to their ranking as Art Deco buildings. See 6.1.2 Assessment of significance of buildings proposed for demolition.
<p>Objects to the proposed demolition of the remaining buildings.</p> <p>"The buildings on the south side facing the Square across Market Street are respectful of the heritage area, the public space and the importance of this area to the city...They relate to the height of their older neighbours and use high quality materials and finishes. The Volkskas building includes artwork – sculptured relief panels which have been concealed by the trees. Pruning is all that is necessary to keep these in order."</p>	Noted. <p>This description of the special qualities of the southern edge of the <i>Dr Beyers Naudé Square</i>, bears particular relevance to the author's assessment of the cumulative effect of the demolition of the buildings in Market Street, south of the existing square. See 6.2.1.2 Cumulative effect of direct impacts.</p>



Relocating the façade of the second <i>Rand Water Board Building</i> will not work. The building “was designed for the small space of Fraser Street...Moving (the façade) would simply make it look wrong in... (it’s new) location.”	Noted. See 8.1.1.1 Proposed demolition of second Rand Water Board Building.
Objects to proposed construction of skywalks, which will have the effect of obstructing views “along the streets reducing the mental map of Johannesburg’s inner city...Human beings should be encouraged to get outside and enjoy their city.”	Noted and attended to under 6.2.2.5 Skywalks.
<b>Department of Arts, Culture and Heritage Services City of Johannesburg (Immovable Heritage – Mr E. Itzkin) – 4 February 2004</b>	
Supports proposed corrective work to Dr Beyers Naudé Square. “Under the new proposals the Square would be opened up, allowing for better views and appreciation of the Gauteng Legislature, Cenotaph and Public Library, and creating a more pleasant and user-friendly environment.”	Noted. This view is supported. See 6.2.2.1 Dr Beyers Naudé Square and its curtilage.
Objects to proposed demolition of buildings. “The Report does not...offer a full, comprehensive and systematic assessment of the cultural significance of each building.”	Noted. This has been rectified. See 6.1.1 Directly affected heritage resources, and 6.1.2 Assessment of buildings proposed for demolition.
<b>Moremedi (full name not known) – 14 January 2004</b>	
Finds it ironic that there could be objections to the proposed demolition of buildings, as the buildings “are run down and empty...A lot of building(s) down town we (sic) designed such that they would not be suitable for this day in (sic) age, and there is not enough parking provided in these particular buildings. I think it is high time that we try and balance our heritage needs with our future needs. I mean for crying out loud some of these buildings that are mentioned have absolutely no historical significance.”	Noted. The author’s assessment of the buildings proposed for demolition is as follows: the condition of nine of the ten buildings varies from satisfactory to good; the GPG has already taken ownership of the majority of the buildings and the fact that six of the ten buildings are currently vacant is attributed to the GPG’s wish to demolish and not utilise these buildings; nine of the ten buildings have been assessed as being of historic importance; the lack of on-site parking facilities cannot justify the demolition of a building which is part of the National Estate.



### 7.3 Discussions with key objectors

The information below relates to specific focus group discussions which were attended by key objectors, the majority of whom had previously registered their interest in the HIA process, i.e. at the time of the release of the Phase One HIA report for public comment. The first of these discussions was held on 18 January 2005, and the second, on 31 March 2005.

The minutes of the above discussions are included in the addendum compiled by Tswelopele Environmental, and are referred to below as *Minutes 2005-01-18* and *Minutes 2005-03-31*.

However, the intention is not to provide a detailed account of these discussions in this section. It is rather to provide a condensed exposition of the principal issues raised by the key objectors and how these issues, in turn, relate to the outcome of the author's assessment of the impact of the proposed new Precinct development on heritage resources.

The written responses by the architect Fanuel Motsepe to the issues raised at the focus group discussions, are included with the minutes of these discussions in the Issues and Response Report prepared by Tswelopele Environmental. These responses are referred to below as the *Motsepe Responses*.

At the follow-up focus group discussion which was held on 31 March 2005, a document containing various written comments by a group of key objectors, was read-out and then tabled for inclusion in the minutes of the discussion. This document titled *Comments On The Minutes Of The Meeting Held On 18<sup>th</sup> January 2005 And The Key Issues Identified – Submitted By A Group Of Interested Parties*, dated 29 March 2005, is referred to in short as *Comments 2005-03-29*.

#### 7.3.1 Symbolism

The symbolism informing and reflected in the Precinct design proposal was one of the first issues raised during the focus group discussions. (*Minutes 2005-01-18*).

##### Comments by author:

As different persons may invest objects and places with different symbolic meanings, the author is of the opinion that Mr Motsepe's interpretation of the cultural aspirations and affiliations of the majority of the people who have come to work and live in the city (see *Minutes 2005-01-18* and *Motsepe Responses*), must be respected.

#### 7.3.2 Proposed demolition and memorialisation of the second Rand Water Board Building

One of the key issues which was raised and focused on during the discussions pertains to the proposed demolition of the second *Rand Water Board Building* and the proposal to memorialise the building by the retention and relocation of its main façade to the site of the existing *Clegg House*. (*Minutes 2005-01-18*).

It subsequently transpired that the GPG Precinct benchmark development proposal envisaged the retention and relocation of the main façade of the building as it was considered the most important component of the building. "It is the views of the conservation architect that when analyzing the RWB it is evident from a heritage perspective that the façade is of greater significance and importance relative to the interior. Therefore the façade is to be retained intact whilst from the interior, elements found to be of significance, as well as significant design and construction



methods, will be taken and applied in the new building which is to be adorned with the RWB façade." (*Motsepe Responses*).

To this, the key objectors responded by pointing out that the building "is more than a façade. In addition, there are the fine interiors, beautifully designed and made special by the craftsmanship in the brickwork, marble details and fine ironmongery. Such qualities as the building possesses should be cherished, not destroyed." (*Comments 2005-03-29*).

Comments by author:

The entire building and not only its façade, is of exceptional cultural significance. See 6.1.2 Assessment of significance of buildings proposed for demolition.

Relocating the façade (as a "memory", not of the building but a mere portion of it) will still mean the loss of the integrity of the original design of the building, and the intrinsic significance of the direct relationship between the façade of the building and the spaces contained within. See 8.1.1.1 Proposed demolition of second Rand Water Board Building.

### 7.3.3 Proposed demolition of Custom House

The point was made that Custom House (also referred to as the *Fassler addition* during the discussions) forms an inseparable unit with the second *Rand Water Board Building*. It was therefore believed that this building "also merits conservation because of its fine detailing and design, but perhaps more importantly because, in the context of the city and when it was built, it is an object lesson to architects and developers on how to relate, to complement and enhance an older building of cultural value, without mimicking its elements, details, form and style. It is a modest building which owes its inspiration to its older neighbour but stands alone as an example of the architecture of its time." (*Comments 2005-03-29*).

On the subject of memorialisation, the Precinct benchmark project proposal contemplates the re-use of some of the facebrick of the existing building to clad the west wall of the relocated façade of the second *Rand Water Board Building* (*Motsepe Responses*).

Comments by author:

The author is unanimous with the interested parties' assessment of the heritage significance of *Custom House*. See 6.1.2 Assessment of significance of buildings proposed for demolition.

Retaining a "memory" only of an aspect of the existing building will fail to compensate for or reduce the loss of the significance of the building.

### 7.3.4 Market Street underpass ramps

The perceived negative effects of the potential heritage impact of the ramps of the proposed Market Street underpass, is another key issue which was raised during the discussions. (*Minutes 2005-01-18, Minutes 2005-03-31, and Comments 2005-03-29*).

These perceived effects include the disruption of views across the affected public streets, visual dislocations of looking "across a void", increased noise levels, removal of trees, and a reduction of the amenity of the pedestrian side walks. (*Comments 2005-03-29*).





In responding to these and other similar concerns (see in this regard *Motsepe Responses*) it was stated, *inter alia*, that –

- the affected pavement south of the *City Hall*, “is a sullen, depressed spatial expression offering no pavement cultures and no destinations along the pavement. With the underpass the pavements (will) have been widened allowing better pedestrian flows and more soft landscaping including more convenient hard urban furniture such as bins, lighting and benches.”;
- “The GPG Precinct proposal applies international best practice for soft and environmentally friendly vehicular in/egress ramps.”;
- “The walls of the in/egress ramps are designed to dampen noise pollution levels.”; and
- no trees will be removed.

The *Motsepe Responses* reflect a firm belief that the underpass ramps fail to constitute any potentially adverse heritage impact. As an example, it is contended that one of the likely outcomes of the construction of the proposed Market Street underpass would be to improve the amenity of the affected side walks, i.e. adjoining the section of Market Street on the south side between Harrison and Rissik Streets, and on the north side between West and Kort Streets. See also *Minutes 2005-03-31*.

Comments by author:

The author remains convinced of the potentially adverse heritage impacts of the ramps (see 6.2.2.4 Market Street underpass) shown below.

- the problem of visual dislocations (it will be impossible to mitigate the voids left by the construction of these ramps);
- the effect of the physical intrusion of the surface sections of the retaining walls of the ramps on important view lines; and
- no matter how hard one would try to “soften” their appearance, the retaining walls and their surface edges, will continue to project a disproportionately real presence, to the detriment of the sense of place and the character of the buildings which will be affected by the ingress ramp, and in the case of the egress ramp, the *Meischke’s Building*, second *Natal Bank Building*, and the *City Hall*, in particular.

It has previously been indicated that an EIA will be required for the proposed construction of an underpass in Market Street. Aspects such as the perceived increase in noise levels will be addressed in such a study.

### 7.3.5 Footprint of the proposed new GPG Precinct

How has the “footprint” (or the boundaries or extent) of the proposed new GPG Precinct been determined?

One of the key issues raised revolves around the contention that the “footprint” of the proposed new Precinct development had been determined not by considerations such as to preserve the city’s valuable heritage, but the Provincial Government’s ownership of properties such as the Provincial Legislature, coupled with its acquisition of properties which were now proposed for demolition / redevelopment. “...the site it seems was chosen because in the past, without reference to their cultural significance, certain buildings close to the legislature were acquired, or



options secured, by the Province...The Province has not stated up-front that the choice of the site is based less on ideology and more on expediency..." (*Comments 2005-03-29*).

Responding to this issue, it was indicated that the project proponent's brief "stipulated that the important elements which the precinct needed to include is: a) The Library b) Beyer's (sic.) Naude Square c) The Legislature d) The Shared Services Centre." It was pointed out, *inter alia*, that the "footprint" had been determined "by the nature of the site, ie its 'genius loci'." and that it "does not prioritize the Gauteng Government buildings intentionally but rather by the nature of the site. The architects did consider the provincial government occupying more buildings north of Pritchard Street...Given the city's current spatial structure and sizeable square in this particular location is what the city lacks in terms of a cohesive vehicular and in particular pedestrian flow. Currently the city's heart which is at the Beyer's (sic.) Naude Square does not pump and circulate vehicular and pedestrian flows due to its state of 'cardiac arrest'. The heart of the city needs to be resuscitated back into motion and also to be transformed to cope with the increased vehicular and pedestrian densities which were far less pre-1994." (*Motsepe Responses*).

#### Comments by author:

The "footprint" of the proposed new Precinct development seems to have been principally determined by a combination of –

- the project proponent's brief to include the *City Hall (Provincial Legislature), Dr Beyers Naudé Square, Johannesburg Public Library, and the Goldfields Building (extant as GPG Shared Services Centre)* in the area of the proposed Precinct development;
- the GPG's ownership of firstly, the existing vacant land south of the *Johannesburg Public Library* since April 2000 and secondly, the entire city block bounded by Commissioner, Simmonds, Fox and Sauer Streets (with the GPG having taken ownership of *Matlotlo House* together with *Clegg House* and *SARB House* in November 2002);
- the intention to "resuscitate" the city's heart, i.e. the Dr Beyers Naudé Square; and
- the current location of the GPG departments in relation to the Dr Beyers Naudé Square ("With most of the government departments located in and around the Beyers Naudé Square it made sense to gravitate all the government departments to this site." - *Motsepe Responses*).

#### **7.3.6 Consideration of alternative Precinct development proposals**

See 10. The Consideration Of Alternative Development Proposals.

#### **7.3.7 Size, scale and location of proposed new public (heritage) square**

The size, scale and location of the proposed new public square (heritage square) was already identified as a key issue during the draft (Phase One) HIA process. See 7.2 Comments / objections by I & APs.

This issue was again raised during the focus group discussions (*Minutes 2005-01-18* and *Comments 2005-03-29*).

The objections to the size, scale and location of the proposed square mostly revolved around –



- the belief that a square such as that which was proposed, would not be viable;
- the destruction of buildings of heritage value necessitated by the size of the proposed square;
- the contention that the concept of a large public square was out of context with African tradition; and
- the contention that smaller squares, linked in a carefully considered manner, would contribute to the creation of a more responsive footprint.

These concerns regarding the size, scale and location of the proposed new square were extensively responded to during and after the first focus group discussion. See in this regard (*Minutes 2005-01-18 and Motsepe Responses*).

Comments by author:

The author suggests that there must be an understanding and respect for the project designer's interpretation of the intimate functionality of large open spaces in the historic and contemporary rural African village. There must similarly be an appreciation for the project designer's contention that the size, scale, and design of the proposed square should be seen as an extension of the rural African village.

The author nonetheless considers the size of the proposed new square to be problematic as it would necessitate the demolition of seven culturally significant buildings, the cumulative effect of which has been described under 6.2.1.2 Cumulative effect of direct impacts.



## 8. MITIGATION OF IMPACT OF PROPOSED NEW PRECINCT DEVELOPMENT ON HERITAGE RESOURCES

It has previously been stated that an impact is generally understood to take place when a change has a particular effect on an existing situation. In the case of a potential heritage impact, the (cultural) significance of a heritage resource becomes the focus of the effect of the implied change to the resource. Where something detrimentally impacts on a heritage resource, the purpose of mitigating such an impact would therefore be to avoid, remedy or reduce the effect of the impact to a minimum, i.e. to a level where as much as possible of the significance of the resource would be retained. The purpose of mitigation is therefore largely to ensure that the adverse effect of a heritage impact would be manageable and, depending on the nature and environment of the impact, reversible.

### 8.1 Mitigation of direct impacts

#### 8.1.1 Mitigating the potential loss of heritage significance

The Burra Charter advocates that the permissible amount of change to a heritage resource should be guided by the level of its (cultural) significance. However, in the event of the proposed complete or near complete destruction of such a resource, the question of managing the adverse effect of such a potential impact in a sense becomes a non-issue, as there are permissible amounts of change but not of destruction. The destruction of the significance of a heritage resource therefore leaves nothing to be mitigated. This is essentially what is meant by an irreversible impact, i.e. where a potential impact cannot be managed.

##### 8.1.1.1 Proposed demolition of second Rand Water Board Building

According to the GPG Precinct benchmark project proposal, the façade of this building would be dismantled and relocated to the site of the existing *Clegg House* and *SARB House*. Here it would form part of the proposed new *Matlotlo House Extension*, abutting the existing *SA Reserve Bank*. The design intention is to use the relocated façade to create an enclosed room at Ground Floor, which is to be utilised as a front lobby to the main reception area of the proposed *Matlotlo House Extension*. The balance of the façade would form a free standing screen to the *Matlotlo House Extension*.

The important point here, however, is that the relocation of the façade of the second *Rand Water Board Building* cannot be considered an appropriate form of mitigation. In other words, the relocation of the façade will not be of any use in mitigating the severity of the effect of the impact of demolition on the significance of the second *Rand Water Board Building*. No form of memorialisation can be construed as mitigation.

The possibility of mitigating the potential loss of the following aspects of the building's intrinsic and contextual significance is nil:

- location – the physical location of the building in Fraser Street (the contextual significance of the building from a historic viewpoint);
- related places – the contributions by *Custom House* and the second *New Library Hotel* to the cultural significance of the second *Rand Water Board Building* (visual connections, and historic and architectural interconnectedness);
- associations – the special historic connections between the RWB and the building and not its façade;



- historic layers and use – the design and construction of *Custom House* as an addition to the second *Rand Water Board Building*, and its integral utilisation as part of the RWB's Head Office since 1967;
- the direct relationship between the façade of the building and the spaces contained within; and
- integrity and sense of place – the integrity of the original design and fabric (including the high standard of craftsmanship and creativity inherent in the fabric) of the building, as well as its prevailing sense of place.

The proposal to relocate the façade of the second *Rand Water Board Building* must therefore rather be seen as a measure aimed at retaining a “memory” of the building. It is believed however, that such a “memory” will fail to be meaningfully representative of any aspect of the significance of the building. Following its proposed relocation, the façade of the second *Rand Water Board Building* will stand in isolation from the physical place of its origin and in turn, the context and source of its significance.

After the demolition of the historic *Kimberley House* in Pritchard Street, the façade of this building was reconstructed in 1992-93 as a free standing “street sculpture”, a short distance away from the site of the demolished building. The reconstructed *Kimberley House* façade is an example of an attempt to memorialise a building. If there is going to be any merit in the proposal to memorialise the second *Rand Water Board Building* or for that matter, the architect Gordon Leith, it is suggested that this would require the incorporation of the façade of this building as a functional and meaningful element in the *Matlotlo House Extension*.

Perhaps a more successful attempt at the retention of the “memory” of a valuable building, is to be found at the second *Surrey House* in Commissioner Street. Here, the neo-Classical façade of the old *Provincial Building* was retained *in-situ* and incorporated during 1991-92 into the new north elevation of the second *Surrey House*.

#### Conclusion:

It will not be possible to mitigate the adverse effect of the proposed demolition of the second *Rand Water Board Building* based on the exceptional cultural significance of the building. The proposal furthermore to attach the free standing façade of the building to the proposed new *Matlotlo House Extension*, is considered not to be an appropriate form of memorialisation.

#### Specific recommendations:

- reconsider the proposed demolition of this building and rather adaptively re-use the existing building; or
- reconsider the incorporation of the façade of the second *Rand Water Board Building* in the proposed new *Matlotlo House Extension* as a meaningful component of the new building; or
- alternatively, retain and incorporate the footprint of the building as a functional design feature in the proposed new public square extension.

#### **8.1.1.2 Proposed demolition of Clegg House**

The proposed demolition of this building constitutes an irreversible impact. Considering the remarks made under 8.1.1.1 Proposed demolition of second *Rand Water Board Building*, there is no possibility of meaningfully mitigating the potentially adverse effect of this impact on the valuable attributes which contribute to the building's significance as a heritage resource.



Conclusion:

As the proposal to demolish this building implies the destruction of its intrinsic and contextual significance as a heritage resource, the possibility of mitigating what amounts to an unmanageable and irreversible direct impact, is nil.

Specific recommendations:

Reconsider the proposed demolition of the building and rather adaptively re-use the existing building.

**8.1.1.3 Proposed demolition of SARB House**

Same as for 8.1.1.2 Clegg House.

**8.1.1.4 Proposed demolition of Second New Library Hotel**

Same as for 8.1.1.2 Clegg House.

**8.1.1.5 Proposed demolition of Custom House**

The new Precinct benchmark development proposal envisages the salvaging and re-use of the facebrick of the existing building to clad the west façade of the relocated main façade of the second *Rand Water Board Building* in its new location.

Conclusion:

As the proposal to demolish this building implies the destruction of its intrinsic and contextual significance as a heritage resource, the possibility of mitigating what amounts to an unmanageable and irreversible direct impact, is nil.

Specific recommendations:

- reconsider the proposed demolition of the building and rather adaptively re-use the existing building; or
- alternatively, implement the above suggested measure of memorialisation (this is supported on the understanding that final plans of the proposed retained "memory" be submitted to SAHRA for approval).

**8.1.1.6 Proposed demolition of Thusanong**

Same as for 8.1.1.2 Clegg House.

**8.1.1.7 Proposed demolition of Peoples Bank Building**

The safe deposit boxes in the Basement of the building extant from the second *Stock Exchange Building*, requires special attention.

It had been intended to remove the underground safety deposit facility of the old Stock Exchange Building at the time of the construction of the *Peoples Bank Building* "but the vault was reportedly so strongly constructed that it was decided, rather than demolish it, to incorporate it into the new structure where it continued to serve its original purpose. This facility...incorporates a valuable mechanical clock-driven locking system which must be unique in South Africa. This was built into the vault door...The vault was manned by an elderly gentleman and, having paid your annual fee up in the banking hall and having been given the key to your own safe deposit box, this guardian of the treasures there would, on request, accompany you down to the vault in a tiny lift. There he would open a massive grill gate, get you to sign in his book and then escort you to your particular safe deposit box where he



would turn his key in the lock and then leave you to turn your own key in the lock and open the box.”<sup>1</sup>

Previous mention was made of the formal contract which was concluded between the City Council and the SA Perm in 1941 whereby a servitude of right in perpetuity was granted to the City Council to erect and maintain a plaque at 33 Simmonds Street, the purpose of which was to commemorate what had previously happened “Between the Chains”.

For the purpose of clarification, it is necessary to quote as follows from the contract of January 1941 : The SA Perm (referred to as the Society) “hereby gives and grants to the Council a perpetual right while any building is in existence over an area of the wall abutting on Simmonds Street, not exceeding 1 (one) foot by 1 (one) foot 9 (nine) inches, with the right to the Council to use the said area of wall in perpetuity, for the purpose of maintaining a Memorial Plaque on the said wall at a height of 3 (three) feet above the normal ground level...that the Society shall at all times hereafter have the right to demolish the existing building and until such time as any new building shall be erected the right herein conferred shall be deemed to have temporarily ceased provided that on the erection of any new or additional building to replace the original building the rights conferred in terms of paragraph 1 preceding shall apply in respect of any such new or replaced building.”<sup>2</sup>

#### Conclusion:

As the proposal to demolish this building implies the destruction of its intrinsic and contextual significance as a heritage resource, the possibility of mitigating what amounts to an unmanageable and irreversible direct impact, is nil.

#### Specific recommendations:

- reconsider the proposed demolition of the building and rather adaptively re-use the existing building; and
- reinstate the Memorial Plaque in a suitable manner in accordance with the formal agreement noted above; or
- retain and arrange for an appropriate presentation of the facility comprising the safe deposit boxes of the old second *Stock Exchange Building* located in the Basement of the existing building. Develop an appropriate site-presentation of the history of the Johannesburg Stock Exchange, particularly that of the associated historic outdoor share trading which was known as “Between the Chains”.

#### **8.1.1.8 Proposed demolition of FNB Building**

The new Precinct benchmark project proposal provides for the retention of the decorative relief panels by Edoardo Villa, as well as the surmounting column architrave and intermediate columns comprising the ground floor colonnade of the building. These retained architectural elements will be incorporated in the proposed new square development as a functional design feature. By so doing, it is intended to memorialise not only some of the notable architectural design elements of the building, but a significant component of the work produced by the well known Edoardo Villa.

<sup>1</sup> Heritage building deserves protection by Max von Mayer (Rosebank Killarney Gazette, 30 January 2004).

<sup>2</sup> Contract F.11/1941 dd. 22 January 1941, registered at the office of the Rand Townships Registrar on 3 February 1941 (Deeds Office, Johannesburg).



Conclusion:

As the proposal to demolish this building implies the destruction of its intrinsic and contextual significance as a heritage resource, the possibility of mitigating what amounts to an unmanageable and irreversible direct impact, is nil.

Specific recommendations:

- reconsider the proposed demolition of the building and rather adaptively re-use the existing building; or
- alternatively, implement the above suggested measure of memorialisation (this is supported on the understanding that final plans of the proposed retained "memory" be submitted to SAHRA for approval).

#### **8.1.1.9 Proposed demolition of Volkskas Building**

The new Precinct benchmark project proposal in this instance, suggests that the prominent granite plinth of the building be retained *in situ*, thereby memorialising one of many important architectural elements of the building. The engravings on the panels by the late Willem de S. Hendrikz would thereby be memorialised.

Conclusion:

As the proposal to demolish this building implies the destruction of its intrinsic and contextual significance as a heritage resource, the possibility of mitigating what amounts to an unmanageable and irreversible direct impact, is nil.

Specific recommendations:

- reconsider the proposed demolition of the building and rather adaptively re-use the existing building; or
- alternatively, implement the above suggested measure of memorialisation (this is supported on the understanding that final plans of the proposed retained "memory" be submitted to SAHRA for approval).

#### **8.1.1.10 Proposed demolition of RSA Building**

As this building is of doubtful heritage significance, its potential loss will not be worth mitigating.

#### **8.1.2 Measures of general prescription**

In the event of the authorisation of the demolition of any of the ten buildings proposed for demolition, it is recommended that the minimum requirements listed below should be met. It is accepted that SAHRA as the responsible heritage authority, may elect to prescribe additional requirements for demolition clearance.

##### **8.1.2.1 Recommendation: develop and submit individual records documenting the physical evidence of each building**

Each building must prior to its demolition, be fully documented to the satisfaction of SAHRA. Such documentation must include an inventory of the significant extant fabric with a detailed associated photographic record. The documentation should include a copy of the plans submission file for the building held by the Building Control Department, City of Johannesburg Metropolitan Municipality. The resultant records should be permanently archived and publicly available.

In the case of an incomplete plans record of a building, e.g. the second *New Library Hotel*, it will be necessary to identify and record all additions, alterations and





subsequent treatments to the fabric of the building. Where the plans record of a building is no longer extant, e.g. the *Volkskas Building*, *SARB House*, and *Clegg House*, detailed measured drawings of such buildings should be compiled.

#### 8.1.2.2 Recommendation: re-use material

According to the Burra Charter, "Significant fabric which has been removed from a place including contents, fixtures and objects, should be catalogued, and protected in accordance with its cultural significance."<sup>3</sup>

It is believed that SAHRA might consider prescribing conditions for the salvage and re-use of material from the inventories recommended in 8.1.2.1 Recommendation: development and submission of relevant record of documentary and physical evidence for potential re-use in future conservation and restoration projects.

#### 8.1.2.3 Recommendation: develop an interpretive facility

The presentation of heritage resources is integral to the management of heritage resources and the importance of this is recognised internationally. The NHRA consequently emphasises the significant contribution of heritage resources to the advancement of research, education and tourism. "Presentation" implies the exhibition or display of heritage resources, which according to the Act, must be done in such a way as to ensure dignity and respect for different cultural values.

It is recommended that arrangements be made in consultation with SAHRA for a suitable presentation of the buildings, including their contextual significance, at an appropriate place within the proposed new GPG Precinct. This could be in the form of a permanent display of information on not only the salient heritage attributes of the buildings proposed for demolition, but also the development of the new GPG Precinct.

The display could be developed around various themes such as the phased historic development of the area of the financial district in which the buildings are situated, as well as the history of the RWB, the SA Reserve Bank's Johannesburg Agency, and the Johannesburg Stock Exchange. See also 8.1.1.7 Proposed demolition of Peoples Bank Building.

Another possible theme to include in such a display is based on the legacy of apartheid and how racial divisions were entrenched in the growth of the city and the evolution of the urban environment currently comprising the Johannesburg CBD. Here, like in the rest of the country, the privileged few had themselves conveniently separated from the many, based purely on racial lines. This was all possible because Johannesburg was a city in a "White homeland". There was the Natives (Urban Areas) Act of 1923, the Bantu (Urban Areas) Consolidation Act of 1945, the Group Areas Act of 1950, petty and grand apartheid, and the ever stringent application of influx control laws.<sup>4</sup> "Non-Whites" were welcome in the Johannesburg CBD to travel to and from their work places in the CBD, but had to be careful not to "overstay their welcome". The very fabric of the heart of Johannesburg was infused with this dichotomy of insanity.

As a result of an amendment in 1965 to the Natives (Urban Areas) Act of 1923, employers were prohibited from accommodating more than five Blacks on their premises in a designated White area without ministerial consent.<sup>5</sup> According to Mandy, this "was aimed at eliminating the so-called 'locations in the sky', servants' accommodation on top of flats and offices."<sup>6</sup> An attempt has been made in the study to continuously refer to this aspect as one of the more tangible examples of

<sup>3</sup> Australia ICOMOS Burra Charter, 1999 (<http://www.icomos.org/australia/burra.html>).

<sup>4</sup> See in this regard Rhoadie, N.J. (Ed.): *South African Dialogue; Contrasts in South African Thinking on Basic Race Issues*.

<sup>5</sup> *Ibid.*

<sup>6</sup> Mandy, N.: *A City Divided; Johannesburg And Soweto*.



the manifestation of apartheid in the development of the buildings currently proposed for demolition. Each of these buildings had its own "location in the sky", located in terms of the Municipal Bye-Laws at roof level, as far out of sight as possible of the privileged few who were accommodated in offices in the rest of the building.



*Examples of "locations in the sky" on top of Clegg House (left) and SARB House (right).*



*Close-up view of the service accommodation and lift motor room on top of Clegg House*

An attempt has also been made to identify other manifestations of apartheid in the buildings in question. Mention has been made of the division of the Banking Hall of the *FNB Building* into a "European Banking Hall" and a "Non European Banking Hall" (see 6.1.1.9 First National Bank Building) which remained in place until the beginning of the 1970s. Separate banking halls necessitated the provision of separate entrances which is exactly how the *FNB Building* (i.e. second *Colonial*



*Bank Building*) came to have two separate entrances to the double-volume Banking Hall at Ground Floor.

These are some of the aspects which ideally should be "memorialised" as much as the architectural and other attributes which contribute to the heritage significance of the buildings under consideration.

#### 8.1.2.4 Recommendation: erect explanatory plaques

It is recommended that appropriate explanatory plaques be placed at the site of each of the demolished buildings.

#### 8.1.2.5 Recommendation: prevent potential damage to remaining buildings of heritage significance

Comprehensive measures will be required to avoid any structural or related damages to the remaining buildings of heritage significance as a consequence of the demolition of any of the buildings in question. Because of their location, the *SA Reserve Bank (Matlotlo House)*, as well as the third *Corner House*, and the second *National Bank Building* will be particularly vulnerable to such peripheral damages. It will therefore be necessary to undertake detailed assessments of the structural condition of these building, and their condition generally, prior to any demolition work in their immediate vicinity.

## 8.2 Mitigation of indirect impacts

### 8.2.1 General

It must be accepted from the previous assessment of the potential indirect impacts of the proposed new GPG Precinct development that a lot of what is envisaged to happen in terms of the benchmark project proposal, will remain contested. This is particularly so in view of the great heritage sensitivity of the area in which it is proposed to centralise the core functions of the Provincial Government.

In this, there are two pertinent aspects to the further detailed planning of any proposed new work specified in the benchmark project proposal.

The first of these aspects relates to the need for a cautious approach toward the implementation of change, and the second, to the critical importance for general design imperatives to be followed for the new development interventions.

#### 8.2.1.1 Recommendation: follow a cautious approach in the further planning (design) of the proposed new development interventions

The Burra Charter advocates a cautious approach to change by suggesting that as much as is necessary be done to care for places of cultural significance and to make them usable but that otherwise, as little as possible be done to such places in order to ensure the retention of their significance. Considering that aspects such as a heritage resource's curtilage, or its setting and qualities of interconnectedness, could be part of the significance of such a resource, the advisability of such an approach wherever changes are effected to a heritage resource or to items within its curtilage, remains obvious.

In this, there would be no difference between the detailed planning of the proposed raised podium in front of the *Johannesburg Public Library*, the sunken grassed area at the *Cenotaph*, or the proposed extension to *Matlotlo House*. The planning and implementation of these proposed additions like all the other proposed new development interventions, require a cautious approach, i.e. relative to the intrinsic and contextual significance of the existing heritage resources which might be impacted in various ways, in the course of these interventions.



The exercising of caution in the choice of the material, to be used in the construction of an obelisk, skywalk or the retaining walls of an underpass ramp might, as a simplified example of this, ultimately enhance and not adversely affect the aesthetic qualities of a valuable building or group of buildings.

8.2.1.2 Recommendation: adhere to fixed design guidelines for all proposed new works (interventions)

It is considered expedient to recommend that all aspects of the final design of the new development interventions be made subject to the design parameters listed below:

- Acknowledge human scale; this is defined by Abrams as that "combination of qualities that gives man's works an appropriate relationship to man's size and feelings"<sup>7</sup>;
- Design for human enjoyment and similarly, for functional efficiency<sup>8</sup>;
- Recognise the overall character of the existing townscape ("Townscape context is a result of spatial patterns set by the relationship between buildings and their settings. It includes features such as setbacks, heights, overall form, landscaping, vistas, landmark buildings and topography."<sup>9</sup>);
- Make a distinction between old and new; whilst being respectful and sympathetic to existing fabric, the detail of all proposed new development interventions must be distinguishable from the old in order to avoid the integrity of historic fabric from being compromised;
- Ensure that all new design elements respect the character of the existing historic fabric (buildings), by taking into account the materials, bulk, height, texture and colour, and plan configurations of existing heritage resources and important items within their curtilages;
- Pay sufficient attention to all details of composition, which Jensen described as "the never too trivial detail which forms an inseparable part of urban design excellence"; and to which he added the reminder that a "lack of concern with these details tends to produce a city which is simply a centre of business and commerce and an affront to human beings."<sup>10</sup>;
- Seek design excellence; strive to produce inventive, interpretive, contemporary design solutions of high architectural quality; "New work may be quite different in spirit and appearance from the existing fabric, but still sympathetic to its heritage values."<sup>11</sup>).

8.2.1.3 Recommendation: prevent any collateral damage to existing heritage resources (potentially adverse impact on heritage resources during the proposed Precinct development)

It must be accepted that there will be noise and dust pollution resulting from construction works associated with most aspects of the proposed Precinct development. It is anticipated that the cumulative effect of this and any inconveniences caused as a result of building operations will be manageable.

<sup>7</sup> Abrams, C.: The Language of Cities; A Glossary Of Terms.

<sup>8</sup> See in this regard People and Cities (Report of the 1963 London Conference organized by the British Road Federation in association with the Town Planning Institute).

<sup>9</sup> Street Smart; Corporate Development In Historic Town Centers (Heritage Information Series; New South Wales Heritage Office, December 1999, <http://www.heritage.nsw.gov.au/>).

<sup>10</sup> Jensen, R.: Cities of Vision, Applied Science Publishers, London, 1974.

<sup>11</sup> Principles Of Conservation Work On Heritage Places (From Heritage Information Series, New South Wales Heritage Office, December 1999, <http://www.heritage.nsw.gov.au/>).



One of the most critical aspects of the proposed new Precinct development however, is the potential danger of collateral damages to existing heritage resources during the construction phase of the development. The construction works associated with the proposed conversion of a section of Market Street to an underpass is a case in point. These works will be carried out in the immediate vicinity of some of the city's most valuable heritage buildings, including the *Johannesburg Public Library, second National Bank Building, Meischke's Building, second Natal Bank Building, and the City Hall (Provincial Legislature)*.

It is thus recommended that adequate resources should be made available in order to minimise the chances of such damages and that all proposed new works in areas of great heritage sensitivity within the focus area should be closely monitored.

#### **8.2.2 Negative impacts**

The recommendations in the tables below suggest steps or measures which in the opinion of the author, are required in order to avoid, reduce or remedy the potentially adverse effects of the indirect heritage impacts in the focus area.

These recommendations follow from the previous assessment of the impacts (see 6.2.2 Assessment of the indirect impact of the proposed new Precinct development on heritage resources).

The order in which the mitigation of the indirect heritage impacts are attended to here is based on the structure of the above-mentioned section of the report and in particular, the cross-references to mitigation possibilities appearing in the table in this previous section of the report.



### 8.2.2.1 Dr Beyers Naudé Square and its curtilage

Proposed development interventions	Cross-reference number	Recommendations
Removal of fountains in front of <i>Johannesburg Public Library</i>	6.2.2.1	Reconsider the removal of the fountains. Alternatively, consider an adaptive re-use of these structures. Or else, arrange for a complete documentation of these fountains prior to their removal.
Raised podium in front of <i>Johannesburg Public Library</i> .	6.2.2.1	Consider locating the proposed podium further from the <i>Johannesburg Public Library</i> , on the central east-west visual axis of the square.  Implement 8.2.1.2 Recommendation: adhere to fixed design guidelines for all proposed new works (interventions).
New trees in southeast corner of square.	6.2.2.1	Ensure the correct choice of the species of trees to be planted and their long term management in order to maintain the integrity of important view lines in this area of the square and its curtilage.
Surface edges of ramps to and from existing underground parking area.	6.2.2.1	Implement 8.2.1.2 Recommendation: adhere to fixed design guidelines for all proposed new works (interventions).



### 8.2.2.2 New public square (bounded by Sauer, Market, Simmonds and Commissioner Streets)

Proposed development interventions	Cross-reference number	Recommendations
Extension of existing <i>Dr Beyers Naudé Square</i> .	6.2.2.2	<p>In order to respect the historic configuration while at the same time strengthening the legibility of the existing Dr Beyers Naudé Square, do not introduce new uniform surface paving to the existing open space defined by the <i>Johannesburg Public Library</i>, and President, Harrison, and Market Streets.</p> <p>It is further recommended that the proposed paving of the section of Simmonds Street and Harrison extending across the square should be treated in a paving that mediates between the historic square and the new uniform paving.</p>
<i>New Heritage Building</i> .	6.2.2.2	Implement 8.2.1.2 Recommendation: adhere to fixed design guidelines for all proposed new works (interventions).
New trees in southeast corner of square.	6.2.2.2	Ensure the correct choice of the species of trees to be planted and their long term management in order to ensure the maintenance of important view lines in this area of the proposed new square and its curtilage. This recommendation bears specific relevance to the importance of respecting the character and integrity of the aesthetic attributes of the third <i>Corner House</i> and the second <i>National Bank Building</i> .
New underground parkade (Temporary removal / subsequent reconstruction of architectural elements of the <i>Volkscas Building</i> and the <i>FNB Building</i> ).	6.2.2.2	<p>Ensure full documentation of these elements prior to their removal.</p> <p>Implement 8.2.1.2 Recommendation: adhere to fixed design guidelines for all proposed new works (interventions).</p> <p>See also specific recommendations under 8.1.1.2 Proposed demolition of FNB Building and 8.1.1.9 Proposed demolition of Volkscas Building.</p>



### 8.2.2.3 Matlotlo House Extension and orientation wall

Proposed development interventions	Cross-reference number	Recommendations
Construction of <i>Matlotlo House Extension</i> .	6.2.2.3	Implement 8.2.1.2 Recommendation: adhere to fixed design guidelines for all proposed new works (interventions).
Siting of relocated façade of second <i>Rand Water Board</i> .	6.2.2.3	Reconsider the proposal to position the façade at an angle to the established grid pattern.
Orientation Wall.	6.2.2.3	Carefully reconsider the proposed introduction of this element.





#### 8.2.2.4 Market Street underpass

Proposed development interventions	Cross-reference number	Recommendations
Underpass ingress ramp (West to Kort Streets).	6.2.2.4	<p>The proposed ingress ramp is considered a potentially irreversible heritage impact, i.e. in the position where it is proposed to construct this element of the Market Street underpass. The author is consequently of the opinion that it will not be possible to reduce or remedy the adverse effect of this impact.</p> <p>In order to avoid the adverse effect of the impact of the ramp on existing heritage resources, it is recommended that the proposed construction of an underpass in Market Street be reconsidered. Alternatively, consideration should be given to rather locating the ingress ramp of the underpass in Market Street between Kort and Sauer Streets. It is the opinion of the author that the potential heritage impact of the ramp in this section of Market Street will be negligible. Alternatively, consider pedestrianising Market Street during certain times.</p>
Underpass egress ramp (Harrison to Market Streets).	6.2.2.4	<p>The proposed egress ramp is likewise considered to constitute a potentially irreversible impact on the <i>City Hall</i>, second <i>Natal Bank Building</i>, and the <i>Meischke's Building</i>. It will similarly be impossible to reduce or remedy the adverse effect of this ramp on the character and cultural significance of the affected buildings in this section of Market Street.</p> <p>In order to avoid the adverse effect of the impact of the ramp on existing heritage resources, it is therefore recommended that the proposed construction of an underpass in Market Street be reconsidered. Alternatively, consideration should be given to locating the ingress ramp of the underpass further east in Market Street, past the old <i>Rissik Street Post Office</i>. Alternatively, consider pedestrianising Market Street during certain times.</p>



## 8.2.2.5 Skywalks

Proposed development interventions	Cross-reference number	Recommendations
Simmonds Street North Skywalk.	6.2.2.5	The adverse effect of this potentially irreversible impact on the exceptional cultural significance of the second <i>Lewis &amp; Marks Building (Sage Life South Tower)</i> cannot be reduced or remedied. The skywalk should be relocated in a position further to the north in Simmonds Street, completely clear of the second <i>Lewis &amp; Marks Building</i> . Alternatively, consider using a single level narrow pedestrian skybridge constructed to maximize its transparency. Alternatively, investigate linking the second <i>Lewis &amp; Marks Building (Sage Life South Tower)</i> and <i>Exchange Square</i> by means of a pedestrian underpass.
<i>Matlotlo House</i> skywalks.	6.2.2.5	It will similarly be impossible to reduce or remedy the severity of the adverse impact of these skywalks on the exceptional cultural significance of <i>Matlotlo House</i> and the character and significance of important items within its curtilage such as the <i>Commercial Union Building</i> and <i>Standard Bank Towers</i> . It is therefore considered pertinent to recommend that the proposed construction of these skywalks anywhere near <i>Matlotlo House</i> should be strongly reconsidered. A suitable form of mitigating the potentially irreversible impact of the skywalks will be to rather develop pedestrian underpasses.
Gateway tower skywalk (Commissioner Street).	6.2.2.5	In order to prevent the adverse effect of the skywalk on the integrity of the original design of the <i>Avril Malan Building</i> , it is recommended that the proposal to construct this skywalk be reconsidered. Alternatively, consider using a single level narrow pedestrian skybridge constructed to maximize its transparency. The construction of a pedestrian underpass will in this instance, completely mitigate the detrimental impact of the skywalk on the character and significance of the <i>Avril Malan Building</i> .



Gateway tower skywalk (Market Street).	6.2.2.5	The proposal to construct this skywalk must likewise be reconsidered. Consider using a single level narrow pedestrian skybridge constructed to maximize its transparency. Alternatively, investigate the possibility of a pedestrian underpass.
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#### 8.2.2.6 Symbolic axes and new central focal point at crossing of symbolic axes

Proposed development interventions	Cross-reference number	Recommendations
New symbolic axes.	6.2.2.6	It is suggested that this proposed new development intervention be reconsidered. This recommendation must be read together with the recommendation not to merge the existing and proposed new square by means of the introduction of uniform service paving. See 8.2.2.1 New public square (bounded by Sauer, Market, Simmonds, and Commissioner Streets). It is suggested that alternative ways of affording the proposed new square an identity of its own relative to the historic configuration and spatial structure of the existing <i>Dr Naudé Square</i> should be investigated.
New freestanding vertical focal point.	6.2.2.6	Reconsider the choice of the siting of this proposed new development intervention.



### 8.2.2.7 Uniform surface treatment: grid of paving

Proposed development interventions	Cross-reference number	Recommendations
Distinctive new paving grid (aligning of grid system to true NS/EW axes).	6.2.2.7	Reconsider the proposal to align the grid of the proposed new paving with the points of the compass.
Distinctive new paving grid ( <i>Dr Beyers Naudé Square</i> ).	6.2.2.7	Do not apply any new paving grid pattern to this, i.e. western portion of the original <i>Market Square</i> , i.e. rather relate the paving pattern to existing buildings, edges and axial relationships.  (Refer also 8.2.2.2 New public square (bounded by Sauer, Market, Simmonds, and Commissioner Streets), and 8.2.2.6 Symbolic axes and new central focal point at crossing of symbolic axes.



### 8.2.2.8 GPG Buildings within area of proposed new Precinct

Proposed development interventions	Cross-reference number	Recommendations
<p>Refurbishment of <i>Commercial Union Building, Chaplin House, and second Lewis &amp; Marks Building.</i></p>	<p>6.2.2.8</p>	<p>As they are protected under the "60 Year Rule" of the NHRA, any proposed work to these buildings, including cosmetic repairs, must be authorised under section 34 of the NHRA. It is therefore recommended that the required permit applications be submitted to the PHRAG for consideration prior to any work being carried out to these buildings.</p> <p>It is furthermore recommended that the guidelines below be adhered to in attending to any work to the buildings in question:</p> <ul style="list-style-type: none"> <li>• "There is no reason why old buildings, like old people, should not look old. There may be no reason to repair cracks that are structurally sound, to recoat worn surfaces, or to remove patina, or even to excessively clean surfaces where the coating of time is not destructive or concealing details..."; and</li> <li>• If there are previous alterations, these may also contribute to the building's significance and should be respected. Emphasis should not be placed on one period of a building's development at the expense of others, unless it is much more significant. Later alterations may be removed if they are much less significant than the earlier fabric. Consider removing alterations if they:             <ul style="list-style-type: none"> <li>• are unsympathetic;</li> <li>• make the building stand out from its context;</li> <li>• disrupt an otherwise intact building;</li> <li>• consist of paint or render on a previously uncoated building."</li> </ul> </li> </ul> <p>(From Principles Of Conservation Work On Heritage Places – Heritage Information Series, New South Wales Heritage Office, December 1999, sourced from <a href="http://www.heritage.nsw.gov.au/">http://www.heritage.nsw.gov.au/</a>).</p>





### 8.2.3 Recommendations: general

#### 8.2.3.1 Arrange for an appropriate presentation of the historic development of the "heart" of Johannesburg

During their phased survey of heritage buildings in the city over the past three years, the author and his associate have found surprising little interest from the majority of persons who work and or stay in the Johannesburg CBD, in the valuable buildings around them. The *Dr Beyers Naudé Square*, the very historic core of the city, is noticeable for the absence of tourists, visitors and the public at large.

Add to this the low-keyed reaction from the public-at-large to the planned efforts by the GPG to bring new life to the city's oldest and most historic public area. In addition, none of the valuable buildings in the vicinity of the *Dr Beyers Naudé Square* are plaqued to inform interested passers-by of their intrinsic importance and contributory value to the existing character of the city's historic core.

Having said this, it is the opinion of the author that strenuous efforts are required to present the city's multi-faceted cultural heritage in a way that would help to imbue its inhabitants and workers with a sense of belonging, following from an understanding of the physical reminders from history all around them.

A start should be made by focusing on the phased historic development of the original *Market Square*, currently comprising of the *City Hall*, *Dr Beyers Naudé Square*, and the *Johannesburg Public Library*. This should be presented in a way that would be both appropriate and informative in content, and aimed at public enjoyment.

It has previously been described how *Market Square* became the *Town Hall Gardens*, and later the *Library Gardens*. It has also been explained how the city's oldest and most historic public open space subsequently came to be known as the *Dr Beyers Naudé Square*, referred to as the square. It is the author's opinion that this must be coloured in and presented in an interpretive way for all to understand. Attention must therefore be paid to how exactly and by whom this square was used over time. From their analysis of the phased historic development of the square, those responsible for the dissemination of such historical information to the public, would want to concentrate on its qualities as an amenity – an urban space for human interaction and enjoyment. In so doing, they would have to tell it like it was – how even this public open space was managed according to the rules of racial separation. How certain benches and public toilet facilities were at one time reserved for the privileged few. How the civic buildings defining the eastern and western edges of the square were once the preserve of the few and how these buildings only recently were transformed into places successfully embracing the true value system of democracy.

This and the fact that the area currently comprising the *City Hall*, *Johannesburg Public Library*, and the public urban space in between, was once no more than a huge untended open space, must be presented in the public domain in order to ensure that the meaning of the "heart of Johannesburg is understood and treasured.



**9. EVALUATION OF THE IMPACT OF THE PROPOSED NEW PRECINCT DEVELOPMENT ON AFFECTED HERITAGE RESOURCES RELATIVE TO THE SUSTAINABLE SOCIAL AND ECONOMIC BENEFITS TO BE DERIVED FROM THE PROJECT**

It has previously been noted that one of the minimum requirements stipulated in section 38(3) of the NHRA, is for an evaluation of the impact of the proposed new Precinct development on existing heritage resources within the focus area "relative to the sustainable social and economic benefits to be derived from the development." See 2. Aim of Study.

Accompanying this report is a free-standing addendum titled *Socio-Economic Impact Assessment of the proposed new provincial government precinct known as the Gauteng Provincial Government Precinct Project*. This is a summary of a report by Urban-Econ Development Economists which was commissioned in order to comply with the above legal requirement prescribed by the NHRA. The document consequently provides information on the outcome of the recent assessment by these specialists of the anticipated economic and social costs and benefits associated with the proposed new Precinct development.





## 10. THE CONSIDERATION OF ALTERNATIVE DEVELOPMENT PROPOSALS

One of the minimum requirements stipulated in section 38(3) of the NHRA (see 2. Aim of Study), is that consideration must be given "to alternatives in the event of...heritage resources being potentially adversely affected by...(a particular) development."

Previous mention was made of a multi-disciplinary viability study which was commissioned by the GPG in July 2001 regarding the proposed establishment of a provincial government precinct in the Johannesburg CBD. The purpose of the study was to investigate various options for the development of such a precinct. Of the different options that were developed and considered, the preference was for the so-called "Complex 7" option. The GPG's benchmark Precinct development proposal was developed from this option.

The options which were discarded in favour of the "Complex 7" option are described in the free-standing addendum to this report regarding the GPG Precinct benchmark project proposal.

This demonstrates that alternative development proposals were considered by the GPG, i.e. prior to this study. The nature and extent of the potential heritage impacts of these alternative development proposals are not known as the aim of this investigation has been to assess the potential impact of the existing "Complex 7" GPG Precinct benchmark development proposal on heritage resources.

One of the main issues raised during the focus group discussions related to alternative development proposals. At the second of these discussions on 31 March 2005, it was suggested (see *Comments 2005-03-29*) that consideration should be given to –

- the relocation of the proposed Precinct development to the north side of the *City Hall (Provincial Legislature)* and the disposal of those buildings already owned by the GPG; or
- alternatively, the creation of a large civic space on the north side of the *Provincial Legislature*, and the retention of the buildings already owned by the GPG.

These alternative development proposals were investigated by the project designer but were found to be inappropriate. See in this regard the *Motsepe Responses*.



## 11. CONCLUSIONS AND FINDINGS

### 11.1 Conclusions

Artefacts left by Tswana-speaking people who inhabited certain areas of the present-day Witwatersrand during pre-colonial times show that there is more to the history of Johannesburg and its surrounds than meets the eye. It is the reality of this which explains and gives credence to the architectural concept to be followed for the design of the new heritage building which is proposed to be constructed south of the *Johannesburg Public Library*. According to the architect Fanuel Motsepe, the approach "will be one of celebrating the indigenous heritage of South Africa, and will borrow from the indigenous architectural iconography but expressed in 21<sup>st</sup> Century architectural language...The indigenous element borrowed is the footprint of a stone age Tswana homestead. A homestead symbolizes kinship, which is a core philosophical concept of *Botho / Ubuntu*."<sup>1</sup>

Between Johannesburg's pre-colonial past and the current proposal to include a representation of this in the proposed new GPG Precinct, lies the story of what Mbembe and Nuttall calls, an "unfinished city"...(a city) thrust by the force of circumstance into a convection between the past and the future, between Africa and the world...an elusive metropolis because it is denigrated as being a set of ugly agglomerations, a crime city...or it is elevated as a place of rapacious survival, 'making do', and chance encounters. It is an elusive metropolis because of its multiplicity of registers in which it is African (or perhaps not at all, or not enough); European (or perhaps not, or no longer), or even American (by virtue of its embeddedness in commodity, exchange and its culture or consumption)...Turning its back on the rigid rationalities of planning and racial separation, it has become...a place of intermingling and improvisation. Its very porosity means, that released from the iron age of apartheid, it can now continually fashion and refashion itself."<sup>2</sup>

As a city in continuous transition, Johannesburg is not without its problems, of which there are many. In 2001, the academic Keith Beavon forcibly described his perception of the Johannesburg CBD. According to him, the "key to comprehending where Johannesburg stands and what it, or parts of it, may become, can be addressed only by focusing first and foremost on the CBD, still the largest concentration of commercial buildings in South Africa. For many, the word that immediately comes to mind when one says Johannesburg CBD is 'decline' or 'decay'...Today the central area is a sorry apology for what our democracy had hoped would be the international face of Africa's only world city outside of Cairo."<sup>3</sup> Are things really still as critical as what they were when Beavon reacted to what he saw? Perhaps not. Consider the more engaging view expressed by the *kwaito* artist Mzekezeke in 2003: "Let me tell you...Jo'burg is now a place of pride, a place of history, a place of liberation. It is a place of African wealth, technology, education and culture."<sup>4</sup> Different people are seeing and experiencing the city in different ways.

Meanwhile, much has been said about the deterioration of buildings in the CBD and the proliferation of slum living conditions in many former office buildings.<sup>5</sup> In 2004, the number of 'bad buildings' in the Inner City was reported as having almost doubled

<sup>1</sup> Motsepe, F.J.C.: Johannesburg's Spatial Ideological Evolutions – Towards an HIA Application to the SAHRA for the Development of the Kopanong Gauteng Provincial Government Precinct, January 2004, unpublished project document..

<sup>2</sup> Mbembe, A. and Nuttall, S.: Writing the World from an African Metropolis 2004 (<http://muse.jhu.edu/>).

<sup>3</sup> Beavon, K.: The city that slipped, Sunday Times, 7 January 2001 (<http://www.suntimes.co.za>).

<sup>4</sup> Mbembe, A. and Nuttall, S.: Writing the World from an African Metropolis 2004 (<http://muse.jhu.edu/>).

<sup>5</sup> See in this regard Regional Spatial Development Framework (RSDF 4004/5), City of Johannesburg: Administrative Region 8, July 2004.



since 1999, from 120 to 235.<sup>6</sup> The problem of bad buildings, grime, and decline is however not unique to Johannesburg. Cities like New York, Chicago, and Paris have also had to grapple with downtown decay.<sup>7</sup>

From a heritage viewpoint, the difficulties in responding to the effects of decay within an urban environment such as the historic core of the Johannesburg CBD, are particularly complex. This is well illustrated by the *demolition by neglect* of important buildings, one regrettable example of which is the *Barbican Building*, in close proximity to the *City Hall* and the old *Rissik Street Post Office*.<sup>8</sup> This has prompted the Arts, Culture and Heritage Services of City of Johannesburg to recommend that buildings of heritage value should be singled out for special attention under the Better Buildings Programme (BBP), an initiative falling under the Johannesburg Property Company.<sup>9</sup> Another building of heritage value close to the proposed new GPG Precinct, also seeking a new lease of life is the old *Rissik Street Post Office*.

If anything is going to ensure a future for buildings such as the *Rissik Street Post Office* and the *Barbican Building*, albeit in the medium rather than the short term, it is going to be change. The eminent urban analyst Jane Jacobs correctly warned of the danger inherent in not being prepared to risk change in the urban environment. According to her, "Practical problems that persist and accumulate in cities are symptoms of arrested development...Many evils conveniently blamed on progress are, rather, evils of stagnation."<sup>10</sup>

Still on the subject of change, Gerald Burke has argued that townscapes cannot be static, but must "reflect those changes in urban life and activity which call for and justify new forms of building and spatial development."<sup>11</sup>

It is against this background that many of the proposed changes described in the study must be considered. Certainly, the most commendable of these changes, is the work proposed to the central open space in the heart of the city, the *Dr Beyers Naudé Square*. The author is of the opinion that this space could and should again be a place of quietude in the city, unique in the experience it offers. ("The square is strategically situated in the central part of the CBD in close proximity to government. The surrounding land uses benefit from this open space and the form and size of the square allow it to be utilised as an intimate space. The proper detailed design for the development of this square / government precinct will allow people to utilise this soft space in a relaxing and laid back way."<sup>12</sup>).

However, in giving the square a distinct new identity, the changes proposed in its immediate vicinity will have to be respectful of this. Ranging from the proposed demolition of buildings to the construction of an underpass and the development of an extended public open space, these changes have been dealt with at length in the main body of the report. The findings from the study which are listed below emphasise that the proposal to implement these changes would have to be attended to with great circumspection.

It is meanwhile encouraging that there are signs of successful revitalisation within the historic core area of the Johannesburg CBD. The *Main Street Mining Mall* in the

<sup>6</sup> The Trafalgar Inner City Report 2004 – Trafalgar Property and Financial Services (<http://www.trafalgar.co.za>); bad buildings could include buildings, the living conditions of which are extremely hazardous to occupants, or which because of their condition of severe degradation, have forced the Building Inspection Department, City of Johannesburg, to institute an eviction process - The Trafalgar Inner City Report 2004.

<sup>7</sup> Stad se hart verkrot en herleef nie net in SA (Eiendomsake, Beeld, 8 Desember 2004).

<sup>8</sup> Sloping deur verwaarlosing (Eiendomsake, Beeld, 18 Februarie 2004).

<sup>9</sup> Heritage Policy Framework Heritage Policy Framework - Arts, Culture & Heritage Services, City of Johannesburg, 2005.

<sup>10</sup> Jacobs, J.: *The Economy of Cities*.

<sup>11</sup> Burke, G.: *Townscapes*.

<sup>12</sup> Regional Spatial Development Framework (RSDF 4004/5), City Of Johannesburg: Administrative Region 8, July 2004.



financial district and *Gandhi Square* are prime examples of this<sup>13</sup>. Heritage preservation has been at the heart of both these projects, providing confirmation of the significant role of heritage in downtown revitalisation.

An important point regarding the *Main Street Mining Mall-Gandhi Square node* is its spatial connection with the proposed new GPG Precinct. The pivotal anchor building making the connection is the *Standard Bank Towers*, one of Johannesburg's 100 places of heritage significance.<sup>14</sup>

If Johannesburg is indeed to become an African World Class City by 2030<sup>15</sup>, it must be allowed to fashion and refashion itself. It is after all an 'unfinished city' which needs change. The author is therefore of the opinion that the proposed new GPG Precinct development must be considered with an open mind, as its potential to become the catalyst for new investment in the city centre holds great benefit for the historic core of the Johannesburg CBD. It is however going to be critical to carefully reconsider the proposed implementation of those aspects of the proposed development of which the potential heritage impacts have been assessed as problematic.

From a heritage viewpoint, the success of the proposed new Precinct development will depend on establishing a more balanced approach between what is envisaged by the current development proposal and the historic core of the city as a setting for non-renewable heritage resources.

## 11.2 Main findings from the study

The author is of the opinion that the substantial scope of the investigation that was undertaken in order to comply with the relevant provisions of the NHRA, allowed firstly an adequate identification and assessment of the significance of affected heritage resources, and secondly a considered assessment of the nature and extent of the potential heritage impacts of the proposed new Precinct development.

The main findings from the study are summarised below.

### Finding One

The ten buildings proposed for demolition, are all considered to be heritage resources, i.e places of cultural significance.

### Finding Two

One of the ten buildings proposed for demolition is considered of exceptional cultural significance. This is the second *Rand Water Board Building* which has the qualities of a heritage landmark.

### Finding Three

Of the remaining nine buildings, eight are considered of considerable cultural significance. These buildings are:

- *Custom House;*
- *Thusanong;*
- *Volkshkas Building;*

<sup>13</sup> See in this regard Plante, kuns blaas lewe in middestad; Hollardstr. tot by Gandhi-plein lus vir die oog (Eiendomsake, Beeld, 7 December 2004).

<sup>14</sup> One Hundred Places of Outstanding Cultural, Historical, Architectural and Natural Interest in Johannesburg, compiled by Johannesburg 100 Committee.

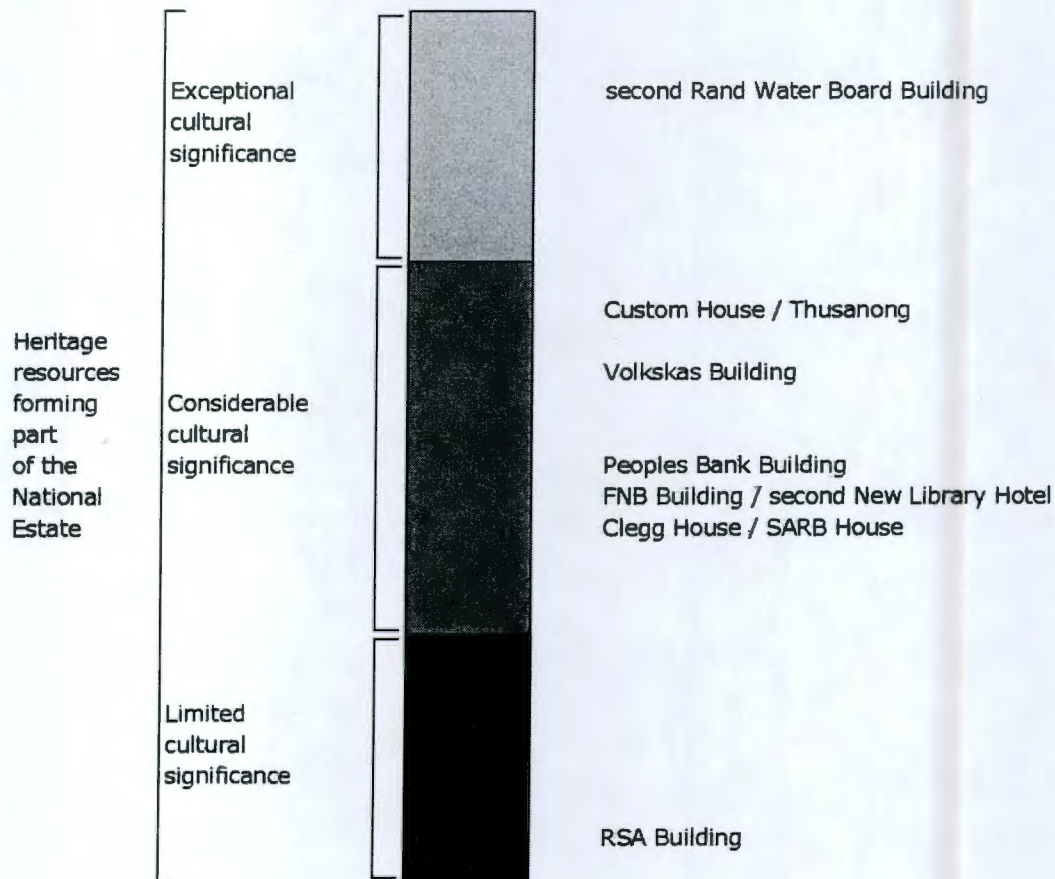
<sup>15</sup> *Joburg 2030* – a vision statement for the city of Johannesburg (Executive Summary), February 2002.



- Peoples Bank Building;
- Second New Library Hotel Building;
- First National Bank Building;
- Clegg House; and
- SARB House.

#### Finding Four

The *RSA Building* is considered of limited cultural significance.



Graphic summary of the suggested heritage significance of each of the ten buildings proposed for demolition.

#### Finding Five

It will not be possible to mitigate the adverse effect of the proposed demolition of the second *Rand Water Board Building* as a potentially irreversible impact.

**Finding Six**

The proposal to incorporate the façade of the second *Rand Water Board Building* in the proposed new *Matlotlo House Extension* is considered not to be an appropriate form of memorialisation.

**Finding Seven**

As the proposal to demolish the buildings below, which are considered of considerable cultural significance, implies the destruction of their respective intrinsic and contextual significance as heritage resources, the possibility of mitigating what amounts to potentially irreversible, i.e. unmanageable direct impacts, is nil.

- *Custom House;*
- *Thusanong;*
- *Volkshuis Building;*
- *Peoples Bank Building;*
- *Second New Library Hotel Building;*
- *First National Bank Building;*
- *Clegg House; and*
- *SARB House.*

**Finding Eight**

As the *RSA Building* is of doubtful heritage significance, its potential loss is not worth mitigating.

**Finding Nine**

The historic configuration of the western half of the original *Market Square* remains legible, notwithstanding the extension of Simmonds Street in 1930 across the public open space between the *Johannesburg Public Library* and the *City Hall*, and the aggressive "Civic Spine" additions currently edging the area.

**Finding Ten**

Notwithstanding its intrinsic cultural significance, the quality of urban space of the *Dr Beyers Naudé Square* has been adversely affected by the unsympathetic buildings and other structures dating from the early 1990s constructed on the sides of the square. These additions have largely had the effect of isolating the square from its valuable curtilage.

**Finding Eleven**

The absence of any meaningful presentation of the layered historic development of the original *Market Square*, currently comprising of the *City Hall*, *Dr Beyers Naudé Square*, and the *Johannesburg Public Library*, is a serious shortcoming.

**Finding Twelve**

The contribution made to the cultural significance of the *Dr Beyers Naudé Square* by the contextually respectful buildings currently comprising the southern edge or defining wall of the square, remains noteworthy.



### Finding Thirteen

There will be extensive indirect impacts on existing heritage resources in the focus area. These heritage resources are listed under 6.1.3 Indirectly affected heritage resources in the report.

### Finding Fourteen

The capacity of many of these indirectly affected heritage resources to absorb the impact of the different new development interventions envisaged by the GPG Precinct benchmark project proposal is limited to zero. In certain cases, it will be difficult and in others, impossible to manage the effect of these potential impacts. An exposition of this is given under 6.2.2 Assessment of the indirect impact of the proposed new Precinct development on heritage resources.

The main findings from the assessment of indirect heritage impacts are as follows:

- the proposal to remove the "Civic Spine" additions from the *Dr Beyers Naudé Square* carries great merit; so does most of the other aspects of what is proposed to be done to this, the city's oldest public open space; it is generally believed that the changes which are proposed to the square will help to improve the amenity of the square, leading to its development in time of a distinctive sense of place;
- the proposal to extend the *Dr Beyers Naude Square* across Market Street to merge with the proposed new square, will compromise the integrity of the historic configuration and spatial structure of the existing square; X
- the principle of the development of a new *Heritage Building* south of the *Johannesburg Public Library* is accepted with an open mind;
- the potentially detrimental heritage impacts of the proposed development of a new public open square between Market and Commissioner Streets, will all be manageable;
- the planning for the proposed new *Matlotlo House Extension* requires great circumspection in order to reduce the effect of any detrimental impact of the new building on the significance of *Matlotlo House*;
- the ingress and egress ramps of the proposed new underpass in Market Street constitute an irreversible impact as the majority of affected heritage resources in this instance, lack the capacity to absorb such a potential impact;
- the potential impacts of the proposed new skywalks on heritage resources will be significant; in most cases however, these impacts will be manageable, i.e. it will be possible to reduce or avoid the significance of these impacts;
- the principle of the development of new symbolic axes and the introduction of a vertical focal point in Market Street at the crossing of these axes, cannot be supported from a heritage viewpoint;
- the proposal to align the proposed new paving grid with the points of the compass conflicts with the historic meaning and importance of the existing city grid pattern; this proposed new development intervention is therefore considered questionable; and }
- included in the list of existing buildings within the focus area which are proposed to be refurbished for use by the GPG, are three buildings that are protected under the "60 Year Rule" of the NHRA, i.e. the *Commercial Union*



*Building (30 Simmonds Street), Chaplin House (Annan House), and the second Lewis & Marks Building (Sage Life South Tower).*

**Finding Fifteen**

Consultations with I & APs regarding the potential heritage impacts of the proposed new Precinct development had failed to cause the reconsideration of any aspect of the GPG benchmark development proposal.

Why?

**Finding Sixteen**

Alternative development proposals had been considered by the GPG prior to the compilation of this report. The nature and extent of the potential heritage impacts of these alternative development proposals were not investigated as such an investigation did not form part of the terms of reference of this study.

An alternative development proposal originating from the focus group discussions with I & APs was considered and then turned down by the project team.





### 11.3 Recommendations

The recommendations below are consequent upon the outcome of the study.

#### Recommendation One

Give serious reconsideration to the proposal to demolish the nine buildings which have been assessed as being of either exceptional or considerable cultural significance. Consider their adaptive re-use.

#### Recommendation Two

In the event of a decision to proceed with the demolition of the second *Rand Water Board Building*, reconsider the proposal to incorporate the façade of this building in the proposed new *Matlotlo House Extension*.

#### Recommendation Three

In the event of a decision to proceed with the demolition of not only the second *Rand Water Board Building*, but any of the eight buildings which have been assessed as of considerable cultural significance, arrangements must be made to fully meet the suggested requirements for demolition clearance listed under 8.1.2 Measures of general prescription.

#### Recommendation Four

In the event of a decision to proceed with the demolition of the second *Rand Water Board Building*, *Custom House*, the *First National Bank Building*, or the *Volksskas Building*, arrangements must be made for the submission of plans for the retention of the "memories" of aspects of these buildings, as envisaged by the GPG benchmark project proposal, to SAHRA for approval.

#### Recommendation Five

In the event of a decision to proceed with the demolition of the *Peoples Bank Building*, the safe deposit boxes of the old second *Stock Exchange Building* must be retained and preserved. This should form part of a suitable site-presentation of the history of the Johannesburg Stock Exchange and the associated institution known as "Between the Chains". The plans for the retention and presentation of the safe deposit boxes must be submitted to SAHRA for approval.

#### Recommendation Six

The proposal to remove the various un-used buildings and related structures on the periphery of the *Dr Beyers Naudé Square* should be strongly supported. So also should the other aspects of proposed new work to the square on condition that the mitigation measures recommended under 8.2.1 Mitigation of indirect impacts, be implemented.

#### Recommendation Seven

The proposal to develop a new public open square between Market and Commissioner Streets should be made subject to the implementation of the mitigation measures recommended under 8.2.1 Mitigation of indirect impacts.

#### Recommendation Eight

The proposal to develop the new public square as an extension of the existing *Dr Beyers Naude Square* should be reconsidered

#### Recommendation Nine



The proposed development of a new *Heritage Building* as an anchor to the proposed new public open space should be supported. So also should the other aspects of the proposed new square development, provided that the mitigation measures recommended under 8.2.1 Mitigation of indirect impacts, are implemented.

#### **Recommendation Ten**

Give consideration to the recommended measures of mitigation under 8.2.2.3 Matlotlo House Extension and orientation wall, in order to reduce to a minimum the effect of any potentially detrimental impact of the new building on the significance of the existing *Matlotlo House*.

#### **Recommendation Eleven**

Give serious reconsideration to the proposed development of an underpass in Market Street. In the event however of a decision to proceed with the construction of such an underpass, investigate locating the ingress ramp of the underpass between Kort and Sauer Streets and the egress ramp, further east past the old *Rissik Street Post Office*. Alternatively, consider pedestrianising Market Street during certain times.

#### **Recommendation Twelve**

Carefully reconsider the principle of introducing skywalks as an integral element of the proposed new Precinct development. Alternatively, arrange for the necessary mitigation of their potentially significant impact, in accordance with the recommendations made under 8.2.1 Mitigation of indirect impacts.

#### **Recommendation Thirteen**

The proposal regarding the development of new symbolic axes and the introduction of a vertical focal point at the crossing of these axes in Market Street, should be reconsidered.

#### **Recommendation Fourteen**

Considering the intrinsic historic importance of the city's universal grid plan, the conflicting proposal to align the grid of the proposed new paved surfaces of the Precinct with the points of the compass, should also be reconsidered.

#### **Recommendation Fifteen**

Arrange for the submission of the necessary permit applications to the PHRAG regarding the proposed refurbishment of the buildings within the focus area which are to be utilised by the GPG as office accommodation and which are protected under the "60 Year Rule" of the NHRA.

#### **Recommendation Sixteen**

Arrange for a meaningful presentation of the layered historic development of the original Market Square, the "heart" of the city, comprising of the *City Hall*, *Dr Beyers Naudé Square*, and the *Johannesburg Public Library*.





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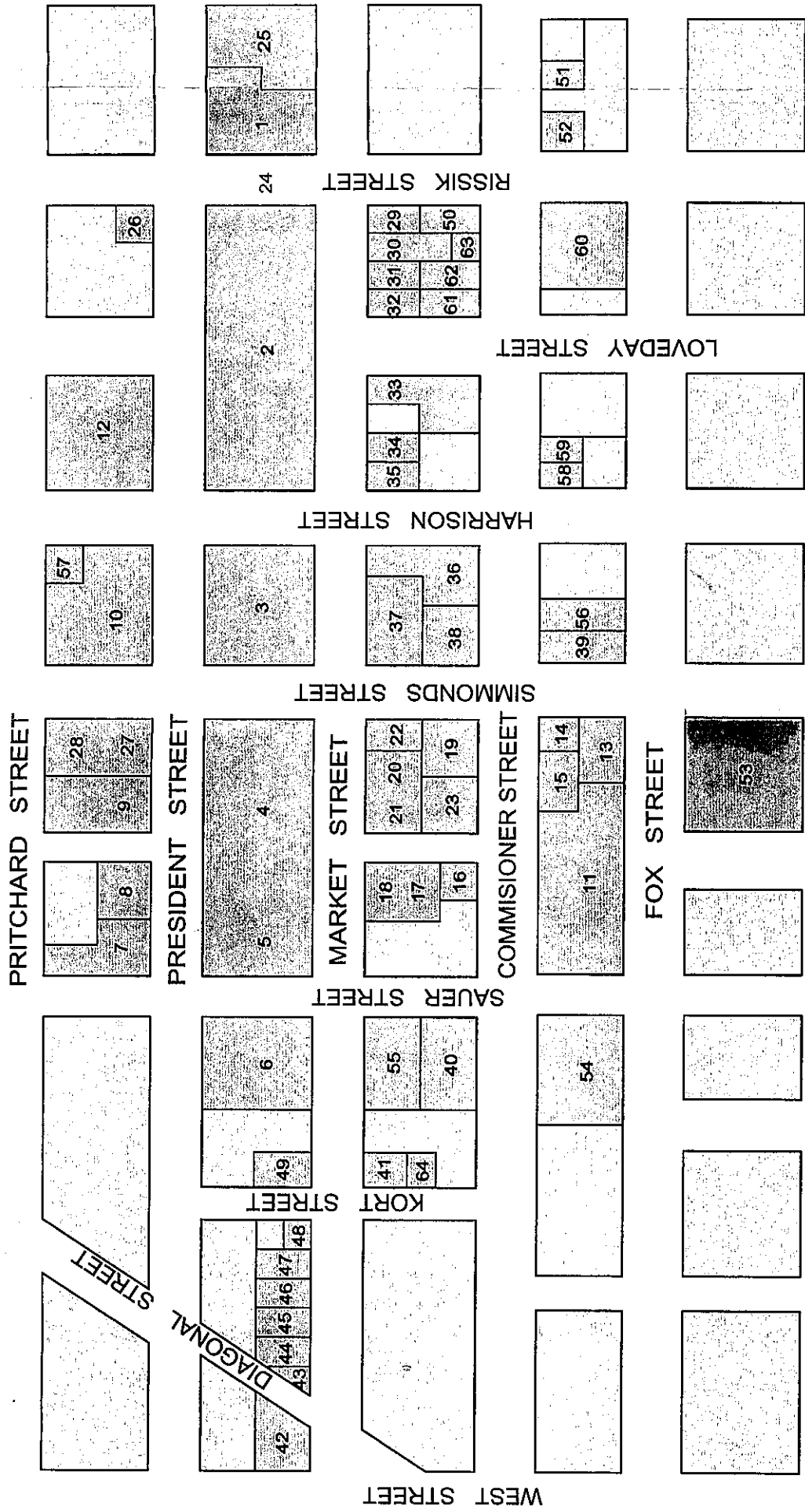
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2. City Hall (Provincial Legislature) - 6.1.3.2
3. Dr Beyers Naudé Square (Cenotaph) - 6.1.3.1
4. Dr Beyers Naudé Square - 6.1.3.1
5. Johannesburg Public Library - 6.1.3.1
6. Bank of Lisbon Building
7. Chief Albert Luthuli Building
8. Library Chambers
9. Sage Centre
10. Exchange Square
11. Goldfields Building (GPG Shared Services)
12. Mutual & Federal Building
13. Matlotlo House (SA Reserve Bank Building) - 6.1.3.3.12
14. Clegg House - 6.1.1.1
15. SARB House - 6.1.1.2
16. Second New Library Hotel - 6.1.1.3
17. Second Rand Water Board Building - 6.1.1.4
18. Custom House - 6.1.1.5
19. Peoples Bank Building - 6.1.1.6
20. Volkskas Building - 6.1.1.7
21. RSA Building - 6.1.1.8
22. First National Bank Building - 6.1.1.9

23. Thusanong - 6.1.1.10
24. Civic Square - 6.1.3.2
25. Oppenheimer Park
26. Barbican Building
27. Second Lewis & Marks Building (Sage Life South Tower) - 6.1.3.3.1
28. Estromin Building (Sage Life North Tower)
29. Second National Mutual Life Building - 6.1.3.3.2
30. Old Arcade Building - 6.1.3.3.3
31. Provincial Building Society Building - 6.1.3.3.4
32. Second Steytler's Building - 6.1.3.3.5
33. Aegis Insurance House - 6.1.3.3.6
34. Second Natal Bank Building - 6.1.3.3.7
35. Meischke's Building - 6.1.3.3.8
36. Mutual Building - 6.1.3.3.9
37. Second National Bank Building - 6.1.3.3.10
38. Third Corner House - 6.1.3.3.11
39. Commercial Union Building - 6.1.3.3.13
40. Avril Malan Building - 6.1.3.3.14
41. Champion Building - 6.1.3.3.15
42. West Street corner building - 6.1.3.3.16
43. Rosenberg's Buildings - 6.1.3.3.17
44. Commercial Trading Co. Building - 6.1.3.3.18

45. The Rose Gable Shop - 6.1.3.3.19
46. Mia's Building - 6.1.3.3.20
47. Joffe's Building - 6.1.3.3.21
48. Kort Tailors Building - 6.1.3.3.22
49. Kort Street Mansion - 6.1.3.3.23
50. St Andrews Building Society Building
51. Shakespeare House
52. CNA Building
53. Standard Bank Tower
54. Fourth Corner House
55. Nedbank Place
56. Chaplin House (Annan House)
57. Montrose House
58. Victory House
59. Walter Sisulu House
60. Second Surrey House
61. Union Castle Building
62. Security Building
63. Investment Building
64. Mistry Building - 6.1.3.3.

## AFFECTED HERITAGE RESOURCES / OTHER BUILDINGS

