

# CAPE TOWN STATION FORECOURT PRECINCT PHASE 1 HERITAGE IMPACT ASSESSMENT

ERF 148638 CAPE TOWN, CAPE TOWN STATION



**claire abrahamse**  
architecture | urban design | heritage

BAS (UCT), BArch (UCT), SMArchS Urbanism (MIT), PrArch, MIArch, ClFA  
2nd Floor, Wale Street Chambers, 38 Wale Street, Cape Town, 8001  
E: [claire@claireabrahamse.co.za](mailto:claire@claireabrahamse.co.za) T: 021 426 2613 M: 083 718 1919

PREPARED FOR EMIRA - ACCESSIO - ERIS CONSORTIUM

by  
Claire Abrahamse  
Melanie Attwell  
Tim Hart

INITIAL HERITAGE INDICATORS DOCUMENT

PHASE 1 – SEPTEMBER 2013

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INITIAL HERITAGE INDICATORS DOCUMENT

PHASE 1 – SEPTEMBER 2013

1. INTRODUCTION

1.1 Site Description

The Cape Town Station site is located on erf 148638, between Adderley Street, Strand Street, Oswald Pirow Bridge and Old Marine Drive. The erf measures 36,6063 hectares in area, and is used as the central railway station for the CBD of Cape Town. It has been used for this purpose since 1966/1967, although an older railway station structure was located to the south of the site in the 1860s, and was replaced by a grand Victorian structure in the late 1870s.

The “new” Cape Town Station structure and site is currently ungraded. The structure itself was constructed in 1966/67 and is therefore not protected under Section 34 of the National Heritage Resources Act (Act 25 of 1999, hereafter NHRA).

The physical limitations to the potential development area, and therefore the study area, are the Adderley Street and Strand Street edges west of the main concourse, the Adderley-facing edge of the main concourse area and Old Marine Drive to the north. However, this area cannot be seen in complete isolation from the wider station structure, which extends eastwards to Oswald Pirow Bridge (see **Figure 1**).

The site currently available for potential development can be divided into three distinct areas:

1. The first zone is located on the corner of Old Marine Drive and Adderley Street, and encompasses the old long distance bus terminus/“Airways” building. It is characterised by a low-rise, double storey courtyard structure that was designed to be the terminus for the long distance railway and airways busses, although this function has since moved to the area between the Civic Centre and old baggage wing. The remaining structure has some commercial/retail uses along the ground floor to attract passing commuters, although many shops are currently vacant. The upper levels are used for office space, including PRASA’s offices. However, the building is generally under-utilized.
2. The Station Forecourt is a hard-surfaced open space with views towards the main concourse building. There are several large trees along its eastern edge. Placement of escalators, vertical movement shafts, changes in level, low walls and a lack of clear desire paths all contribute to the failure of the Forecourt as a legible and adequately functioning public space. However it remains a key public space within the Central City.
3. The linear garden area at the corner of Adderley and Strand Street. This area is also defined by the pavilion-like old station restaurant, with its Modernist folded concrete roof, and by the pedestrian ramps and tunnels descending below Strand and Adderley Streets to the south-west corner.

(Refer to **figure 2**).

Currently, a major IRT terminus is planned for the central island within Adderley Street in the previous location of the Cenotaph. The siting of the IRT station here will increase the pedestrian flows across the forecourt. The Cenotaph has been moved further down the Heerengracht.

This Phase 1 HIA has been initiated by the desire of the client, ERIS Property Group in consortium with Emira and Accessio, to explore the potential development opportunity in the Station Forecourt Precinct.

The site straddles the historic “old city” with its regular, Dutch city grid, and the post-1950s Foreshore area. It is thus located within an area of fairly recent and rather disjointed urban development, that departs significantly from the old patterns and hierarchies of the historic gridded city to the south and west. Being located on flat, reclaimed land affords the site spectacular views of the surrounding older city fabric and iconic buildings, as well as the encircling mountain range of the City Bowl. The site is also influenced by the axial extension of Adderley Street – the key north-south axis in the city – down the Heerengracht, which directly abuts the site to the west. Other axial urban connections across the site, as envisioned in the 1947 Foreshore Plan, have been weakened, eroded or were never realised.

The station building and site were heavily influenced by the laws of apartheid segregation, which had a tremendous impact on planning and architectural design of that era. The need to create separate facilities for “white” and “non white” commuters within the station structure created a significant amount of redundancy and led to a complex and convoluted plan without a clear, underpinning architectural approach. To this day, Cape Town Station remains strongly associated with apartheid ideology and the indignity it brought to the daily lives of Capetonians.

The location of the site on the historic shoreline of the city means that the station site is of potential archaeological significance. However, the archaeologist notes that the site, while sensitive, is not fatally flawed and that bulk excavations should be monitored, and a contingency for the removal of potential archaeological material provided (see Annexure D).

Thus the site has varying degrees of archaeological, architectural, social, contextual and historical significance. The nature of this significance largely relates to the site itself, and to the immediate urban precinct within which it is located.

Cape Town Station site has heritage significance as a place of:

- Public amenity and transportation;
- Open, publically accessible urban space, in the form of the Station Forecourt;
- Social and racial differentiation under apartheid;
- The modernist evolution of the city in the second half of the 20<sup>th</sup> Century (the Foreshore Scheme) and how this related to the older, Dutch Grid city plan;
- The influence of modernist architectural and planning principles in the design of public structures under the apartheid government;
- The location of the historic shoreline of the Roggebaai inlet prior to the periodic land reclamations from the mid 19th Century onwards.



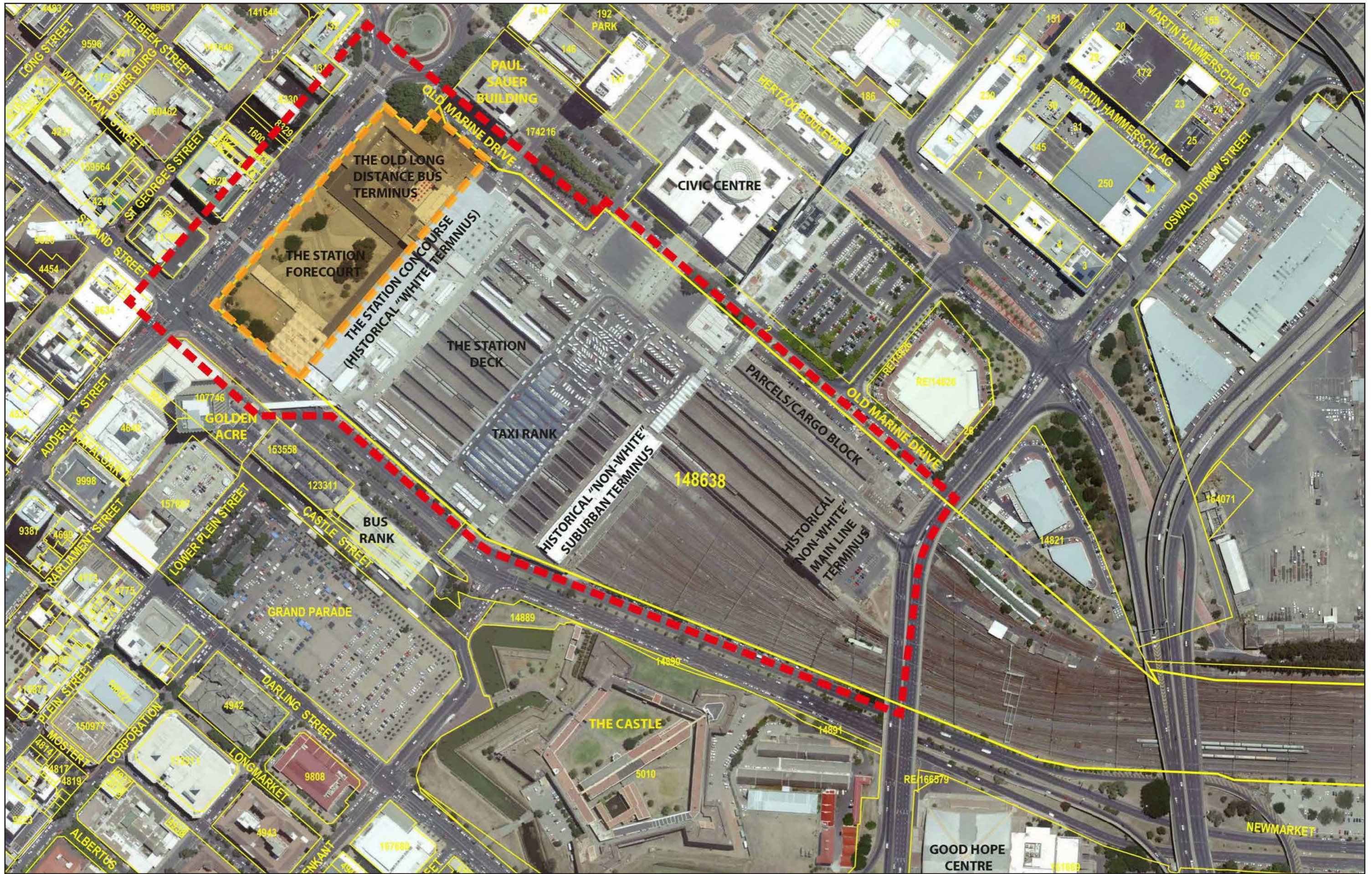


Figure 1: Locality Plan and Naming of Parts. The orange line indicates the development site; the red line indicates the broader study area of which the site forms a part.



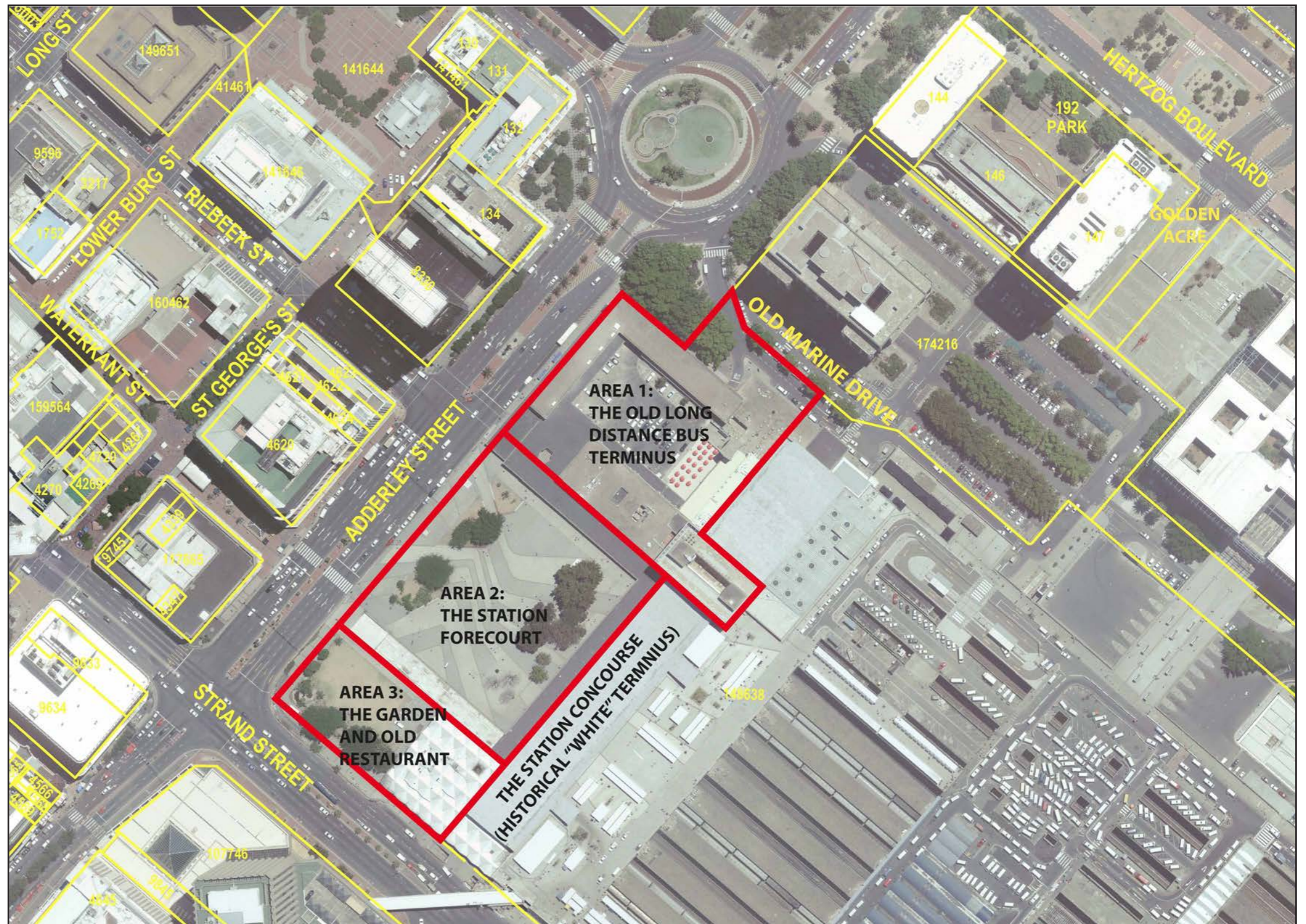


Figure 2: Site Plan indicating the three areas that make up the Station Forecourt Precinct.



## 1.2 Statutory Context

The site is larger than 5000m<sup>2</sup>, and any development proposal will change the existing character of the site. Section 38(1) of the National Heritage Resources Act (No. 25 of 1999) is triggered. A notification of intent to develop was submitted to Heritage Western Cape (HWC) in December 2012.

A Record of Decision (RoD) dated the 23<sup>rd</sup> January 2013 indicated that a full HIA in terms of Section 38(3) should be undertaken. On the 30<sup>th</sup> January 2013, written clarification as to the request for a “full” HIA was given by Mr. C. Van Wijk (see **Annexure F**) and noted that:

- All known heritage resources present on the site should be identified, and graded.
- The HIA must include an integrated set of recommendations.
- The HIA must consist of the following specialist studies:
  1. An Architectural Study, exploring the impacts on the current architectural idiom, the institutionalisation of apartheid within the structure, the aesthetic aspects of the building including the mosaics along Adderley Street/the Heerengracht, and any other architectural features identified on the site.
  2. An Archaeological Study, exploring the historical archaeology, marine archaeology and any other archaeological resource identified on the site.
  3. A Visual Study, analysing the views from different vantage points around the site, for instance views to and from Table Mountain, views to and from the Cenotaph (subsequently removed), views to and from Strand Street etc.
  4. Social Historical Study, looking at the influence of apartheid and its effects on the site, as well as any other matters of social significance.

Following the request for comment on this study by the ClfA Heritage Committee, a study of the site within its urban context, particularly looking at the 1947 Foreshore Plan, is also included in this report

The property is currently zoned for transportation use, which includes a certain amount of commercial use in order to service the commuting public. A town planning application will be made to the City of Cape Town to understand the existing rights associated with the transportation zoning, and apply for necessary additional rights if and when they are required.

At this stage, it is unlikely that any development proposal will trigger the National Environmental Management Act (NEMA). Should this be triggered in the future, a second phase HIA will be submitted in terms of Section 38(8) of the Act. At this stage, this Phase 1 study is being submitted as a stand-alone application in light of the site's size and in order to guide the future development proposal that may arise.

## 1.3 Development Proposal

The Phase 1 Heritage Impact Assessment objective is to identify heritage significance and develop heritage-based design indicators that will need to be taken into account in any development on the site.

“The proposal envisages intensifying the existing retail offering in the station precinct, in a way that enhances commuter pedestrian flows and creates public spaces that will add to the CBD's current offering, along with the addition of an office and hotel complex” (ERIS, June 2013).

The proposed redevelopment of the front portion of Cape Town Station will look to provide new, vibrant uses on the site that will support and enhance the functioning of the station. The Station Forecourt will remain a key public open space within the proposal.

## 1.4 Study Methodology

This Phase 1 Study has incorporated the following work:

- An historical overview of the evolution of the site and its urban setting within the broader context of the central city, including in the context of the 1947 Foreshore Plan;
- Identification and mapping of all the heritage resources in the immediate area of the site and assessment of the significance of such heritage resources;
- Assessment of the heritage significance of the station site, taking the outcomes of the archaeological, architectural, socio-historical and visual studies into account;
- The formulation of heritage-based design indicators for the site, looking to ensure that the heritage resources, historical patterns and remnants are protected where necessary, and enhanced through appropriate design interventions;
- Engagement with the Cape Institute for Architecture Heritage Sub-Committee, which is a specialist group registered with HWC.

## 1.5 Policy Context

The site is zoned as Transport Use 1 (TR1) in terms of the Integrated Zoning Scheme. This use permits: “transport, parking garage, utility services, warehouses, rooftop base telecommunication stations and container sites” as primary uses. Consent uses include (among others) business premises, flats, hotel and informal trading. Such consent uses cannot detract from transportation as the dominant land use, and “if, in the opinion of council, a consent use application constitutes a significant and permanent change from the intended, primary use, council may require a rezoning application instead” (City of Cape Town Zoning Scheme, 2013).

The project town planner, Mr Mark Job, is currently formulating a town planning report for the site. The following spatial frameworks have been identified as having relevance for the site and are briefly reviewed below.

### 1.5.1 Cape Town Spatial Development Framework (2012) and Draft Table Bay District Plan (2011).

The approved 2012 Cape Town Spatial Development Framework (SDF) is the long-term citywide spatial plan covering the whole of the Cape Town metropole. It indicates the station site as suitable for mixed use intensification, urban civic upgrade and railway station upgrade. It also indicates the Adderley/Heerengracht movement corridor as the primary north-south public link within the central city (**figure 3**).

The following principles within the Cape Town SDF inform the approach to the development of the Foreshore and City Bowl Area (Sub-District 2) and have immediate bearing on the study area/site:

Land use/intensification/character:

- Reinforce the central city as a vibrant business district with a diverse range of economic activity and land uses.
- Promote mixed use intensification particularly in the Foreshore and East City areas to facilitate regeneration and improve the public realm.
- Facilitate developments of greater height and bulk in the Foreshore area.
- Any development in this [the Foreshore] area should have positive, active frontages and landscaping to improve the harsh and pedestrian unfriendly environment.



- Encourage development along Heerengracht/Adderley Street to establish a significant spine from the Company's Gardens towards the sea edge.

**Movement:**

- Encourage land use intensification along public transport routes, along IRT routes and around stations.
- **Encourage the redevelopment of the Cape Town Station precinct with the aim of providing a quality public realm that is spatially integrated with the city.**

**Open Spaces/ Civic Precincts/Destination Spaces:**

- Intensify urban development around public open spaces to activate the spaces.
- Improve the public realm by defining and enclosing public space with active facades and human-scaled buildings.

**1.5.2 Central City Development Strategy, 2009**

(City Think Space and others)

In 2009 the City of Cape Town commissioned a team of professionals to prepare development parameters and define the implications for zoning in support of a new Central City Development Framework. While this document has not been formally adopted as a policy document by the City, the framework seeks to co-ordinate public and private sector development within the central city, and focuses on improving the quality of public space in the city. It also seeks to provide and update the tools for development management and for dealing with increased development pressure within the central city.

The CCDS vision for the central city (**figure 4**) indicates that:

- The Cape Town Station site and surrounding urban fabric is located within a zone allowing for very tall buildings (15 to 20 storeys). This is in contrast to the current 2-storey nature of the station precinct.
- The edge of the station site along the intersection of Strand and Adderley is indicated as being an important building edge that should define the urban structure of the city's streets. This is in contrast to the current situation, where the Strand-Adderley edge is defined by a sunken ramp with a treed rockery behind.
- Similarly, both edges of the Heerengracht are articulated in this way, and call for positive building edges that define urban structure and space.
- An important view axis is shown running the length of Adderley Street and into the Heerengracht.
- The most important view cone within the city is depicted as being located on the Grand Parade, facing southwards towards the mountain.

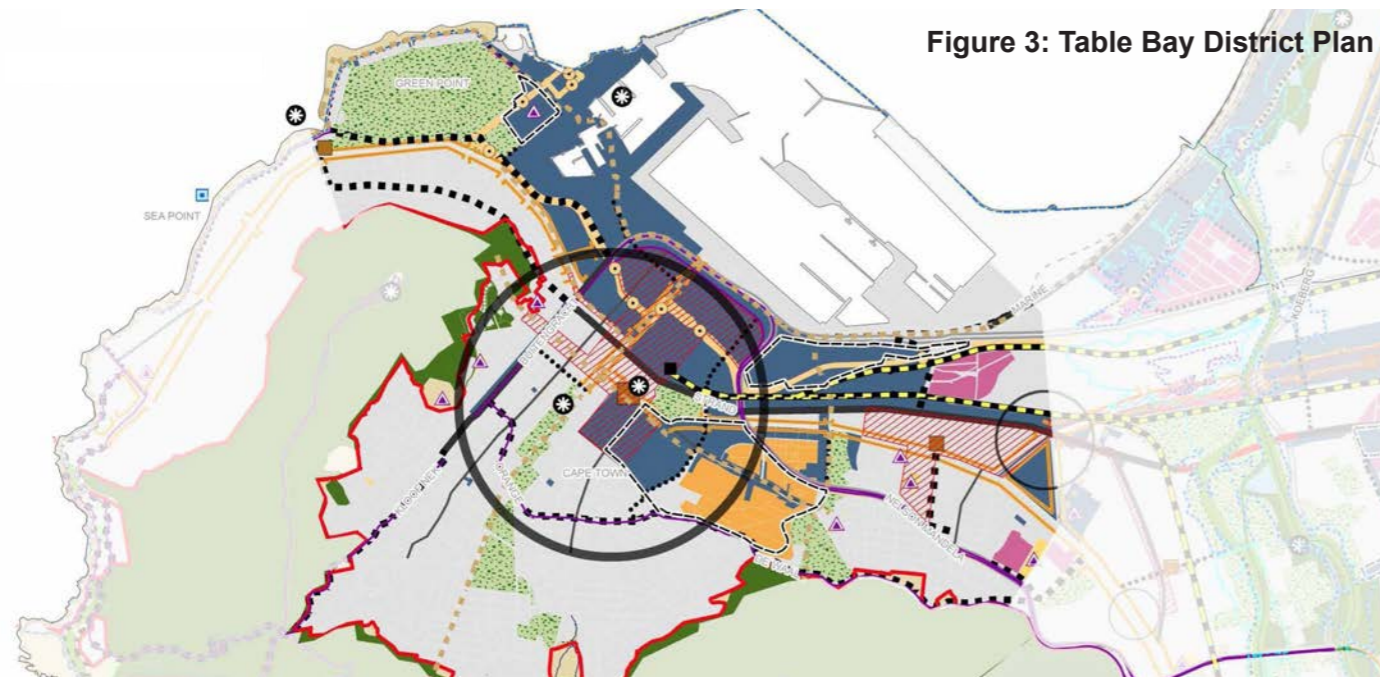


Figure 3: Table Bay District Plan

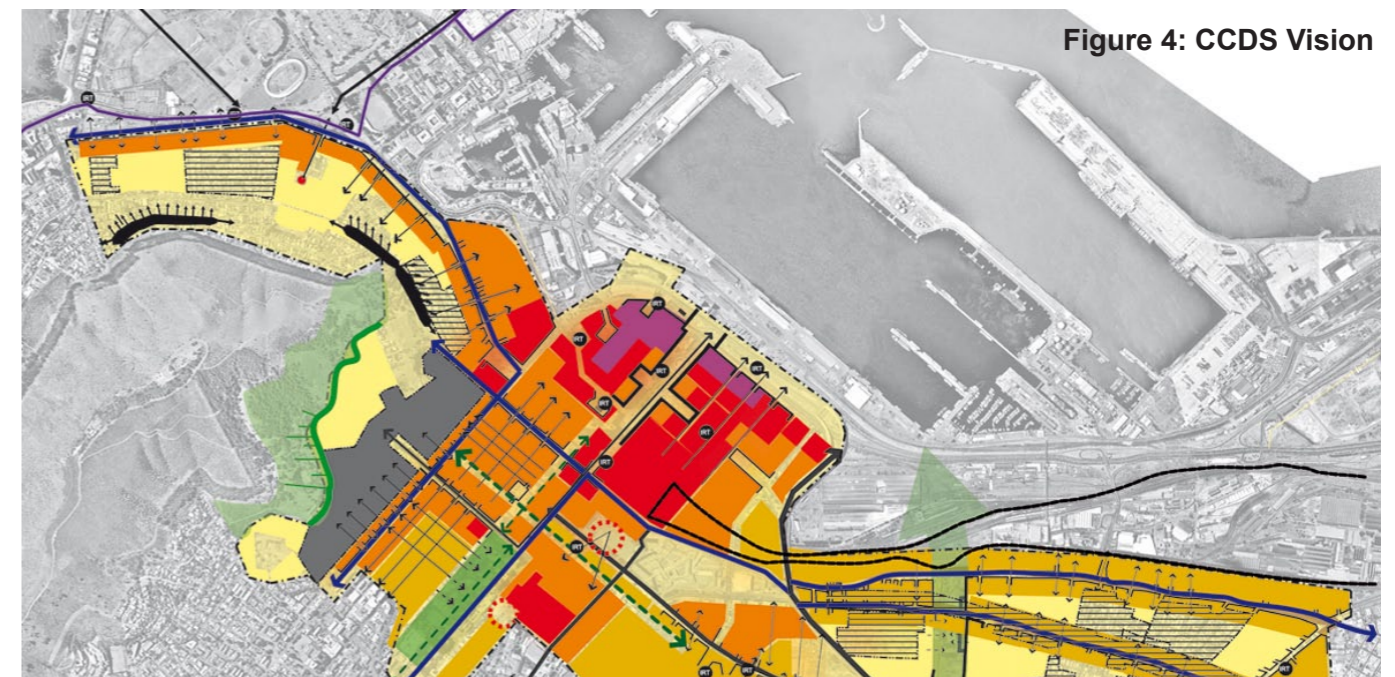
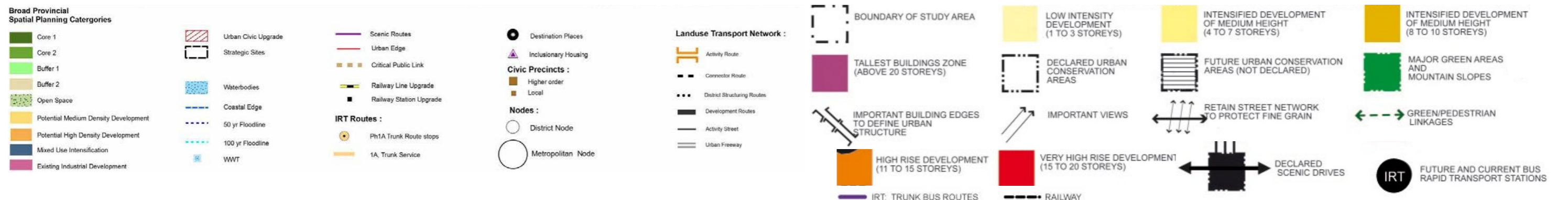


Figure 4: CCDS Vision





## 1.6 Limitations

For an extremely public and relatively recent building within Cape Town, there is a lack of available historical material for Cape Town Station. Plans have not been uncovered, although some useful photographic and unpublished written material was discovered.

While not among the best examples of modernist architecture in the city, the station building remains unique within Cape Town in that it is one of the few structures that was purpose-designed to carry out the objectives of apartheid by separating commuters according to their racial classification. Therefore the Cape Institute for Architecture's Heritage Committee has been approached for comment on the significance of the structure and the proposed heritage-based design indicators. Their comment and the response to it, are attached as Annexure G.

Salient points from the ClfA comment that have been taken into account in this report are:

- The committee thought that the building should be graded IIIA, in light of it being an important city building and site, and possessing significance on a metropolitan scale.
- The committee requested an urban study, that extended at least one block in each direction of the site, as each side revealed different urban patterns.
- The committee requested a study of the intentions and realisation of the Foreshore Plan of 1947.
- The committee requested that the station's forecourt space be analysed as part of the city-wide open space system.
- The committee requested that the study analyse all the components of the station building.

No other specialist heritage/conservation interest groups have been approached at this stage. Any interest groups identified by HWC shall be approached as part of the Phase 2 Impact Assessment Process.

## 2. LOCATION OF THE SITE

The site is located between Strand Street, Marine Drive and Adderley Street with the existing station concourse forming the boundary to the east (**see figure 1**). It is surrounded by inner city development consisting of a dense arrangement of high-rise buildings.

Adderley Street forms a key north-south connection between the mountain, the city and the sea along the western edge of the site, while Strand Street is an important east-west route within the city.

The portion of the city to the south west of Strand and Adderley is characterised by a very regular urban grid of 60 metre by 60 metre blocks with 20 metre wide streets between – typical of a Dutch, colonial-era town. It is also characterised by commercial development and private ownership.

The portion of the city to the south-east of the site is characterised by the distortion of the grid from 60m by 60m blocks to larger 60m by 100m blocks. The grid also twists to follow the old dominant water courses, topography and historic shoreline of this area. Large civic and governmental buildings on publicly-owned land have been historically located here, and this also contributes to altering the regularity of the urban grid pattern seen to the west of the city.

The area to the north of the site is known as the Foreshore, and is located on reclaimed land. The design of the area is the result of a 1947 Town Planning Scheme, which viewed this part of the city as a *tabula rasa*. Therefore the urban design of this portion of the city does not integrate well with the old Dutch colonial grided city to the south of it, and is instead characterised by expansive boulevards, tall buildings and a very loose urban grain.

Because the foreshore area was only reclaimed in the middle of the 20<sup>th</sup> Century, all of the graded heritage structures in the vicinity of the site lie to the south-east and south-west of it. However, it is important to recognise the foreshore area as a cultural landscape within the city that is characteristic of a particular period in its history. Refer to section 5 of this report for a more-in depth analysis of the different urban patterns surrounding the site.



### 3. HISTORICAL OVERVIEW OF THE SITE AND STRUCTURE

This overview focuses on the historical development of the existing Cape Town Station complex, which was completed in 1967 and is therefore only 46 years old. Therefore a brief paragraph on the history of the site in the 17<sup>th</sup>, 18<sup>th</sup> and 19<sup>th</sup> Centuries is outlined prior to a more detailed overview of the history of the station within the 20<sup>th</sup> Century.

#### *Pre-Colonial and 17<sup>th</sup> Century*

Prior to the establishment of a refreshment station at the Cape by the Dutch in 1652, Khoekhoen herders and San hunter-gatherers would have exploited the easily accessible marine resources of the Table Bay shoreline. The smaller inlet within which the future Cape Town Station would be located was known as Roggebaai during Dutch occupation, and was a broad, curved, shallow bay providing some shelter from wind and swells and an easy landing area for small boats. A wooden jetty was eventually built close to the Castle to assist with the landing of smaller craft ferrying goods and passengers from the larger ships moored in Table Bay.

#### *18<sup>th</sup> Century*

During the early 18<sup>th</sup> Century Roggebaai began to assume a number of functions related to the local fishing industry, and catches were landed and sold there. Together with the local whaling industry, these activities made the bay a busy part of the growing city, but also contributed to polluting the shallow waters, which gained a reputation for being unhealthy. Waste dumped here incrementally shifted the shoreline seaward.

#### *19<sup>th</sup> Century*

By the 19<sup>th</sup> Century, Roggebaai's use as a fish market, a small boat landing area and a whale processing area had become entrenched, and clustered along the polluted shore were houses of the underclass; overcrowded and unhealthy but made worse by the offal and sewage from the city that found its way into the shallow bay. Possibly in an effort to "clean up" the area and provide amenity to the more genteel city inhabitants, the mid 19<sup>th</sup> Century saw a series of land reclamations within Roggebaai, accompanied by the construction of several large, public jetties for promenading. The fish market was also formalised in a structure at the end of Adderley Street.

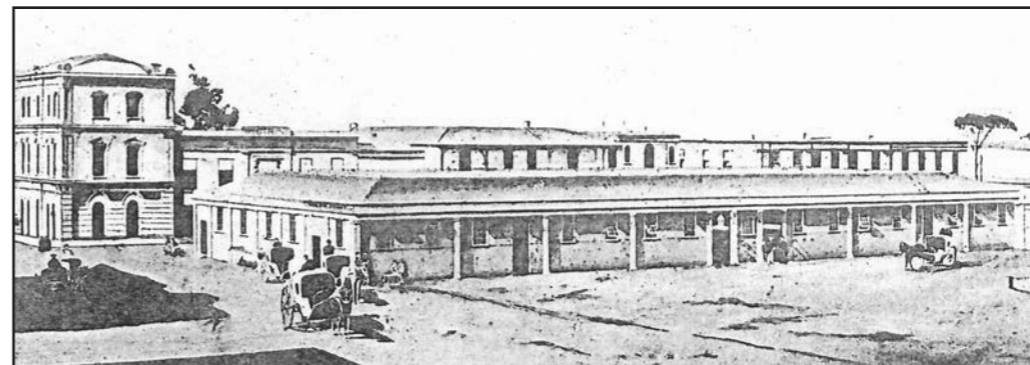
The 19<sup>th</sup> Century marked the introduction of rail to Cape Town, and the flat reclaimed land of the Roggebaai provided easy access for the railway lines into the heart of the city. The modern Cape Town Station replaced two older structures: the 1861 functional railway shed constructed when rail was first introduced at the Cape, and the 1877 grander landmark Victorian Station building, designed by A. W. Ackerman (**figure 5 and 6**). Both of these buildings were located on the current Golden Acre site, with the 1877 structure being demolished in stages during the 1960s.

#### *20<sup>th</sup> Century*

The station project, and the modernist structure that replaced the older Victorian station, had its roots in the dire need for the City to create a new, deeper harbour in order to retain its importance as a key port along international shipping lines in the years before the Second World War. In building the Duncan Dock, the dredgers created a 430 acre area to the north of the old city, which became known as the Foreshore (Wale, 1968: 2, see **figure 7**).

The government, through the Ministry of Railways and Harbours, initiated a new town planing scheme for the area to allow the city to expand northwards. This new land would remain in the hands of the national government and, as a result the years between 1937 and 1947 would be marked by an intense political tussle with the City of Cape Town to gain control over the development of the area (Van Graan, 2009: 7).

The government appointed the modernist professor of architecture at the University of Cape Town, Leonard Thornton White, along with British planner F. Longstreth Thompson to advise on the master plan. The City engaged the French planner, E. E. Beaudouin, who strongly advocated a monumental approach to town planning, with Hausmannesque boulevards and centralised axes.



**Figure 5: Image of the first station building, c1860.**  
(source: Cape Archives)



**Figure 6: Image of the second station building, designed in 1877 by A. W. Ackerman.**  
(source: SANL)



**Figure 7: Image of the reclaimed area of the foreshore, before any development had occurred, c1949.**  
(source: HT)



Both parties recommended the location of a new passenger railway station between the old city and the new. The City of Cape Town expressed reservations regarding the location of the station along Adderley Street, as they predicted that the railway lines would act as a barrier in the eastern half of the city.

This situation gave rise to two areas of conflict that extend from the wider, urban scale to the scale of the station building itself: the issue of rational, segregated town planning scheme versus a more monumental urban plan that actively drew on the older patterns of the existing city; and the issue of access and the conflict between “transportation space” (be it for cars or trains) and “pedestrian space”.

These two issues clashed at the station site, where the swath of railway lines entering the city effectively cut off the City Hall and Grand Parade from their traditional, axial connection to the sea. As a result, it was decided to build a high level deck over the entire station, which would effectively allow the city’s ground plane to continue over the top of the structure (Wale, 1968: 3). This plan was continually eroded over the course of planning and construction due to mounting costs, resulting in the compromised situation that exists today.

A similar situation occurred at a localised scale, at the intersection of Adderley and Strand Streets – the historic core crossing of the city. Dr. Solly Morris, City Engineer at the time, took a modernist approach to urban transportation, effectively separating the channels of movement for cars from those for pedestrians. At the Strand-Adderley intersection, which was widened in the 1970s as part of the foreshore scheme, Dr. Morris favoured a “basement mall” solution that moved pedestrians underground, forcing them under Adderley Street in order to access the station forecourt (Attwell, 2013: 56). However, the street level had to be raised up slightly at the same time. What resulted was a spatial disconnect between the station and the established, old city to the south-west (figure 8).

This notion of the separate zoning of spaces for different activities carried through to the urban design of the Foreshore area and the planning of the station building itself, and was one of the core tenets of modernist planning. However, an additional impetus for the segregation of spaces was created by the apartheid policy of the National Party, which had come to power in 1948. The Reservation of Separate Amenities Act (1953) extended segregation to public transport, beaches, benches, counters and so on. These laws had dramatic impact on the design of new public buildings, which had to negotiate apartheid policy within a single site and plan and provide separate spaces for “white” and “non white” users.

Cape Town Station is a unique building within Cape Town, as it is one of the few structures that was purpose designed and purpose built to carry out apartheid by separating commuters according to racial classification. The designers for the new building were a team made up of the architects for the railway administration under supervising architects Cruickshank and Cruickshank. Work began on the construction of the seventeen-storey Paul Sauer Building fronting onto the Heerengracht, and moved on to the design and construction of the immediate site around the primary station concourse, which clearly defined areas for “white” and “non white” commuters (figure 9). The complex was completed in 1966/67.

The general layout for the new station building consisted of a forecourt for pedestrians abutting Adderley Street, and leading into the “white” suburban and main line concourse feeding the railway platforms beyond. A six storey block in the centre of the concourse housed the offices and facilities for railway personnel. On the northern side of the forecourt, a building in a courtyard arrangement served as the terminal for railway and airways busses (“The Airways Wing”), with a travel centre and the South African Railways Recreation Club. A distinctive pavillion building with a folded concrete roof housed a restaurant and cafeteria on the south of the forecourt.

The portion of the building along Strand Street and on the level of the station deck was designed as the “non-white” suburban concourse. “Non-whites” therefore had to access the station platforms through a complex system of moving up and then down again, along a “back door” movement route – exhibiting a racial hierarchy in unequal terms and illustrating mechanisms of control. Wale notes in his 1968 article on the building in *South African Architect and Builder* that “[t]he pedestrian steps over Strand Street to the deck are yet to be constructed” (1968: 5), and this remains the case 46 years later. This makes the “non-white” concourse additionally inaccessible from the business areas of the city.



Figure 8: 1970s image showing construction of the Adderley-Strand intersection (source: CCC)

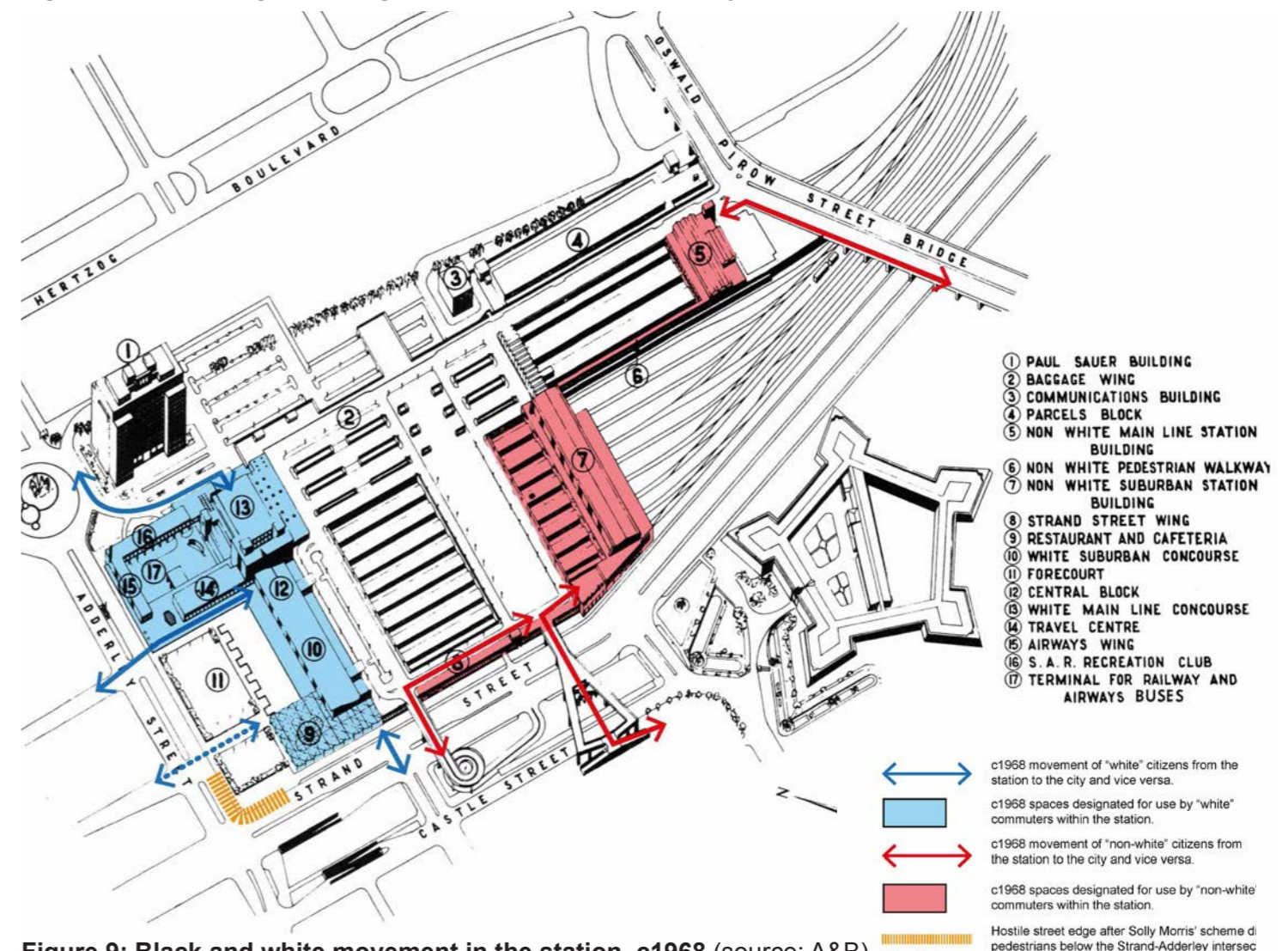


Figure 9: Black and white movement in the station, c1968 (source: A&B)



The architectural style of the building was clearly influenced by the Modern Movement, however the station is quite difficult to classify within the context of modernism within Cape Town.

Cape Town Station certainly exhibits the evolution of architecture in the city in the two decades after the Second World War “which were characterised by a far greater diversity within the modern movement.... The planarity of the International Style gave way to a more sculptural and robust form of expression in which bare... concrete, textured facades and the density of walls played a greater role” (Curtis, 1994: 492). Peters points out that during the 1950s South African architects drew inspiration from Brazilian modernism and Californian mid-century modernism, which developed ways of dealing with hot climates and strong light (2004: 538). Typical architectural features included upswept roofs, curvaceous, geometric shapes, and bold use of glass, steel and neon or polychromatic colours. These influences can be seen in the curved roof profile of the main concourse, and the use of decorative tiles, coloured terrazzo tiling (although now removed), coloured glass panels (also removed) and projecting horizontal eaves throughout the station (**figure 10**).

The link between the modern style of the building and the new Nationalist Party’s agenda can clearly be seen in the decorative elements of the station building.

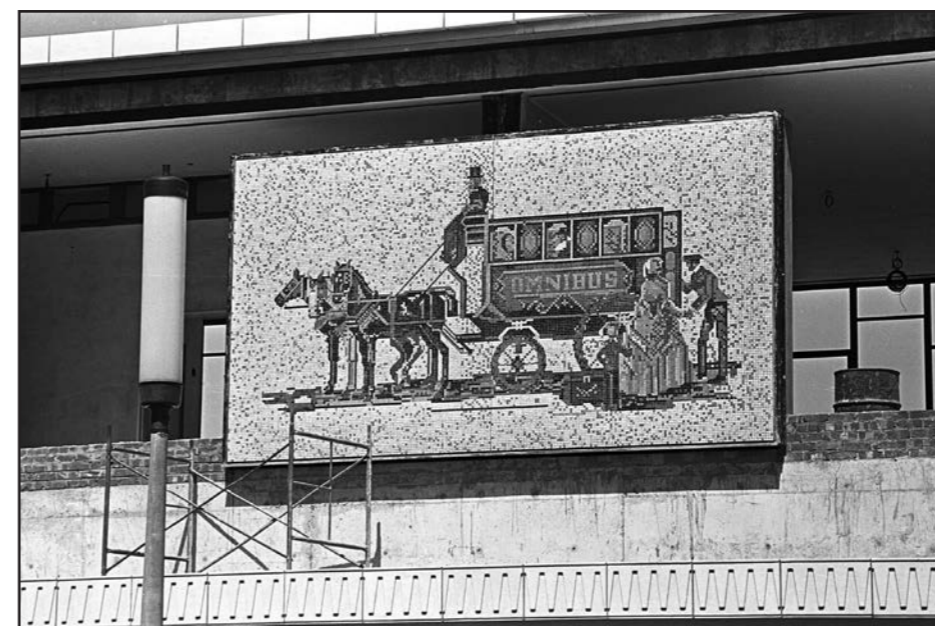
The wall surfaces along the pavement “are faced with grey, polished granite from the Transvaal” (Wale, 1968: 4), which can be read as a strong counterpoint to the local Paarl granite that was widely used in public and government buildings between the World Wars (Freschi, 2009: 540). Further, national symbols such as the protea flowers are sculpted in relief along the Adderley Street façade of the main, “white” concourse. Again, this is in contrast to the often Cape-specific sculpture seen in earlier public and institutional buildings such as the Provincial Administration building in Wale Street, and the Old Mutual Building in Darling Street. Glass mosaics along the Adderley and Old Marine Drive façades of the courtyard structure depict modes of transportation from earlier eras in South Africa’s history – perhaps a 1960s nod to heritage! However, these mosaics were poorly received by the architectural and artistic fraternities in the city, who saw them as being used to “tart up a building which has failed for architectural reasons” (Dubouw, 1966: 29).

In all, the decoration of the station building seems to highlight the political negotiation that marked the Foreshore Scheme from the very beginning, namely the contestation between the National tier of government, who was the land-owner, and the City authorities who were responsible for the functioning of the town as a whole. This seems to reflect the shift towards more centralised political power within the country under the National Party.

The importance of the Cape Town Station building for the Nationalist Party in asserting their presence and power in the Cape cannot be underestimated. This role can be most obviously seen in the official ceremony and pageantry that the National Party tried to enact at the new station (**figure 11**).

When the separation of rail passengers according to their racial classifications was abandoned in the late 20th Century, Cape Town Station was left with many superfluous and confusing spaces. The upgrading of the station building for the 2010 Soccer World Cup went some way to making the station building more user-friendly to the general public, but it also removed some of the interesting architectural details of the 1960s complex, including the colourful flooring, some of the multi-coloured glass and the old locomotive, “Blackie” (a former national monument/PHS). “Blackie” is in the process of being relocated onto the station forecourt.

The station still remains an extremely mono-functional building, and those who access it do so primarily in order to use the trains, taxis or the long distance busses. It is still highly disconnected from the surrounding urban fabric in the city, and continues to form a barrier between the old city in the south, and the foreshore development to the north.



**Figure 10: Image of a glass mosaic mural under construction along Adderley Street**  
(source: SANL, Cape Times Collection)



**Figure 10: Inspection of the station concourse, showing the reinforced concrete sweeping “s” beams along the roof**  
(source: SANL, Cape Times Collection)



**Figure 11: The official departure of retiring state president and Mrs. Swart on the white train to the Transvaal, 26th May 1967**  
(source: SANL, Cape Times Collection)



#### 4. EVOLUTION OF THE SITE WITHIN ITS CULTURAL LANDSCAPE

Cape Town station was inserted into the heart of the city in the mid-19th Century, taking advantage of the flat land along the beachfront.

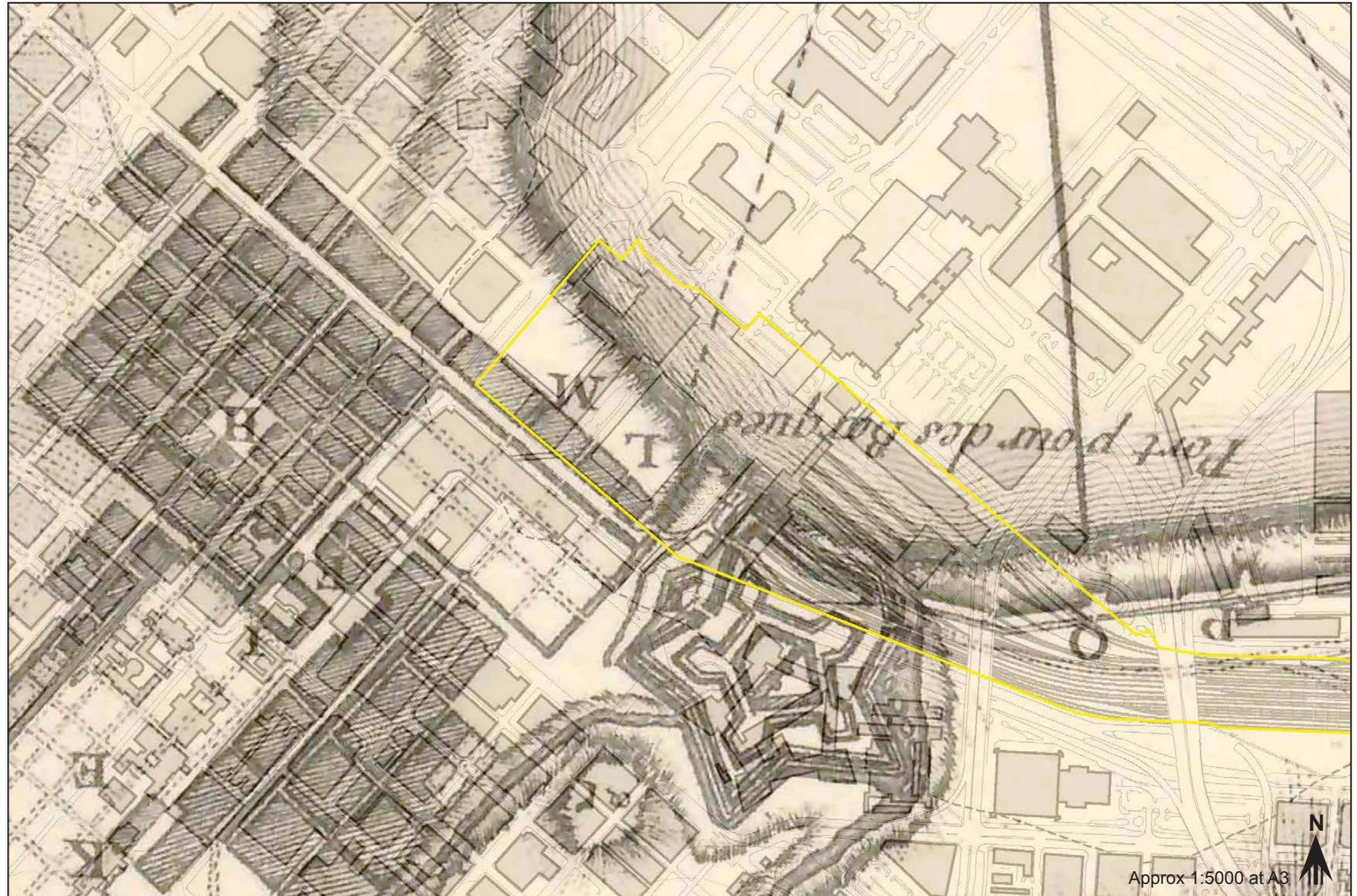
This area had been characterised by harbour- and shipping-related uses since a refreshment station was established in 1652. The site has also been associated with railway use since the mid-19<sup>th</sup> century, when the first railway lines in Cape Town were laid.

The evolution of the cultural landscape in the vicinity of the site is pieced together using a series of maps of the city, from 1770 onwards. Each analysis tries to describe the political and economic changes that had occurred at the time, as well as the physical transformations of the site that these changes induced.

The following series of maps indicate the present Cape Town Station site in a thin yellow line, while a lighter “watermark” of the current building fabric in the city is overlaid onto all the earlier maps.

*1770 Map of Cape Town - Plan de la ville du Cap de Bonne Esperance et environs, en Décembre 1770; Francois Valentijn.*

- The map indicates the shoreline coming right up to the northern bastions of the Castle.
- Adderley Street as already defined as the central north-south spine of the city.
- The map indicates several buildings between the shoreline and the Parade - the Dutch East India Company's storehouses.
- The Dutch city grid has been laid out in the constrained area between Adderley Street, Strand Street, Buitengracht Street and Wale Street.
- The Grootte Kerk and Slave Lodge define the eastern edge of Adderley Street.





c1862/3 Map of Cape Town – Survey of Cape Town by William Barclay Snow.

- 1795 marked the first British occupation at the Cape, although this hold would not be secured until 1806.
- In the first half-century of British occupation, the population of the city doubled, and a minor economic boom was experienced. Houses were built beyond Buitengracht street and up the slopes of Signal Hill, and to the south of the Company's Gardens.
- The Adderley and St. George's Street area, was abandoned as a place of residence and became the commercial centre of the city (Bickford-Smith, 1995: 14).
- The prosperity experienced in the city allowed private capital to fund the building of a railway line.
- In 1863 the first railway line was built from Cape Town to Wellington in order to transport fruit and other agricultural produce to the port.
- The map shows the first railway station on the northern edge of the Parade, which was built in 1861 on the current location of the Golden Acre, and was a temporary wood and iron structure.
- The mercantile nature of the city's economy accounts for the customs buildings and port office to the north of the station, as well as the commercial exchange building on the western edge of the Parade, facing Adderley Street.
- Adderley Street itself extends into the ocean by means of a central pier, and a south wharf "arm" extends out between the Parade and Castle, enclosing the current station site between two wharves.



Roggebaai c.1900 (HT)



Central Jetty c.1900 (HT)



1878 Map of Cape Town – Survey of Cape Town by John Wilson.

1884 Map of Cape Town – Lithograph map published in 1891 by W. A. Richards & Sons of Castle Street, Cape Town, based on a map of Cape Town in 1884.

- In 1870 large diamond fields were discovered at Kimberley, resulting in bulk government expenditure on infrastructure to transport minerals to the coast, and to overseas markets via ship.

- Between 1873 and 1883 more than 1000 miles of railway and 7000 miles of telegraph were constructed at the Cape. In addition, almost one million Pounds was spent on improving the city's harbour.

- Thanks to a special fast-train service, Cape Town became the main port of entry to the interior of the colony by the 1880s (Bickford-Smith, 1995: 13).

- The first railway station on the edge of the Parade was replaced in 1877 by a handsome stone-faced brick building designed by A. W. Ackerman, which housed the platforms and offices of the Cape Government Railways.

- This new Victorian building, together with the imposing Standard Bank building on Adderley Street, where among the first structures built as part of the “civic reform” of the city.

- Impressive new shops and commercial buildings began to adorn the central city. Their size and the Victorian style of their architecture “were symbolic of the status and origins of their owners. They stood as visible promoters of the latter’s position of authority within the community” (Bickford-Smith, 1995: 131-2).

- The site is characterised by a series of long goods sheds abutting the railway tracks.

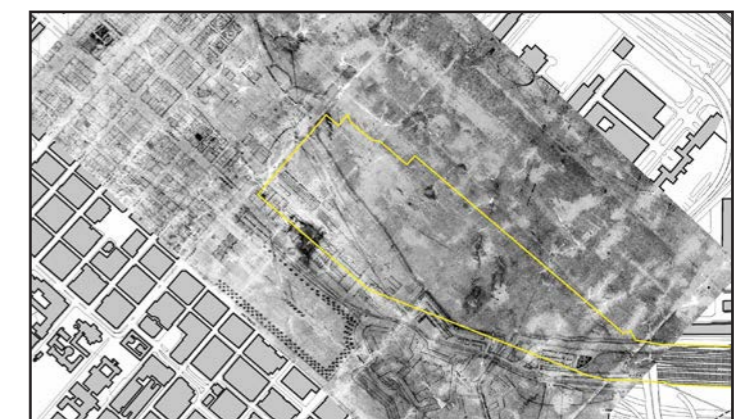
- The late 19<sup>th</sup> century also saw the development of a fish market to the north west of the site, where the central pier meets the shore.



The Old Station Clock (SANL)



Roggebaai c1890s (HT)



Wilson's 1878 Survey (CoCT)



1895 Map of Cape Town – Survey by Walter Thom.

- The discovery of gold on the Witwatersrand in 1886 brought another period of commercial prosperity to the city.
- The building boom in Cape Town continued, with the construction of impressive new shopping emporiums of Garlick's, Stuttaford's and Cartwright's – all in the vicinity of the station site along Adderley Street.
- In 1905, a new town hall was constructed on the southern side of the Parade.
- This building boom was also fueled by a renewed investment in infrastructure. In 1892 the Metropolitan and Suburban Railway Company constructed a line to Sea Point.
- In 1896 the first electrified tram trundled up Adderley Street, and four years later a syndicate had formed to provide electricity to the city for lighting.
- Electricity also brought about refrigeration, and 1893 saw the first serious attempt to export refrigerated fruit from the Cape to Europe.
- While Thom's map shows the city in the middle of this flurry of development and prosperity, buildings such as the town hall had not yet been constructed.
- The civic pride and investment in the public areas of the city can be seen in the location of a statue of Jan Van Riebeeck in Adderley Street, between the station and the central pier and fish market.



Adderley Street facing northwards towards the pier (SANL)



Cape Town Station, c1890 (SANL)







1945 Map of Cape Town – City of Cape Town  
Aerial Photography

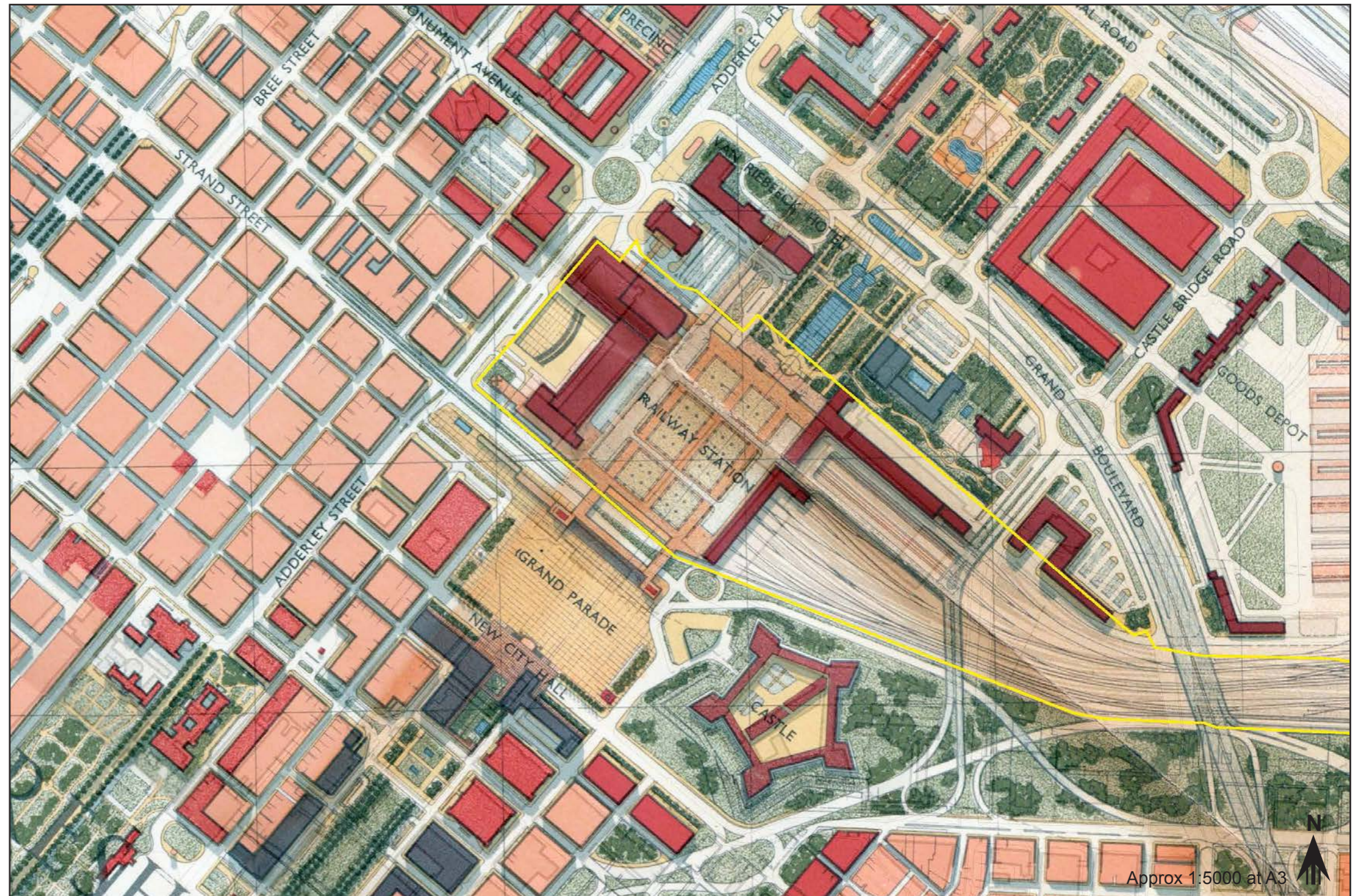
1947 Map of Cape Town – The Foreshore Plan

- The 1945 aerial photography of the city shows that the foreshore reclamation had been completed by this date, and the central roads and roundabouts laid out.

- The 1947 Foreshore scheme shows the intended urban design layout that would form the framework for urban expansion in the foreshore area. This plan was the final version of several iterations over a period of ten years, and three consistent elements appear in all of them:

- (1) the central column of space between the City Hall, across the Grand Parade, over the new railway station, leading down to the seas' edge and passenger terminal for ships through a wide, green park-like space with several public buildings set into it.
- (2) The extension of Adderley Street to the seas' edge in the form of a wide, grand boulevard with central roundabouts, lined with medium-rise structures and with a central area of green along its length;
- (3) An east-west grand boulevard splitting the reclaimed area in two, and joining Adderley Street/Heerengracht perpendicularly.

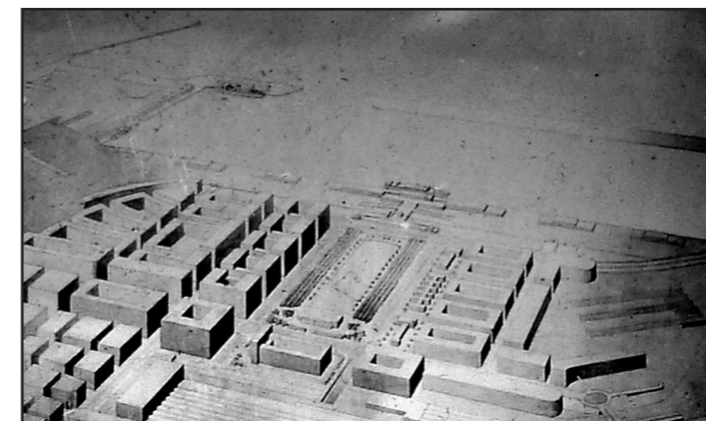
- It is important to note that, shortly after the Foreshore Plan was approved the National Party came to power and began to institute "train apartheid" at the old, Victorian station by segregating carriages according to race.



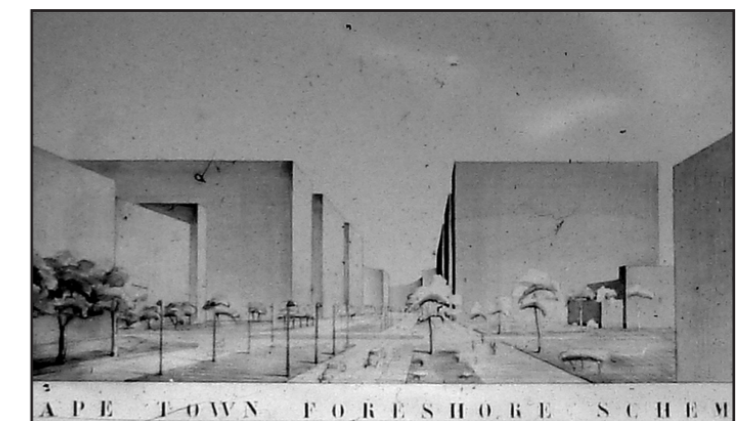
1945 aerial photography of the site (CoCT)



The Foreshore Scheme, from the north (JTPC)



The Foreshore Scheme, from the south (JTPC)



Proposed view up the Heerengracht (JTPC)



1953 Map of Cape Town – City of Cape Town  
Aerial Photography

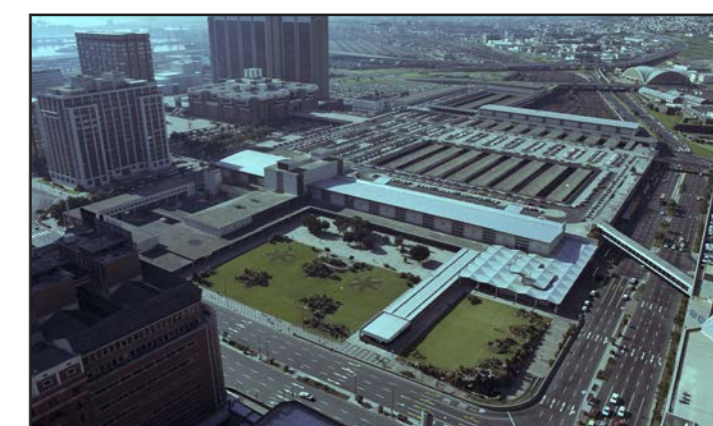
- The 1953 map is key in illustrating buildings older than 60 years in the vicinity of the station site.
- It shows that, despite the publishing of the Foreshore Plan, little development had yet occurred on the foreshore and it was still an open, undeveloped area.
- However, the primary roads had been laid out and conformed to the 1947 Foreshore Plan.
- In terms of buildings, only the goods sheds and two blocks to the extreme east of the area had been constructed by this date.
- The old Victorian railway station is still evident on Adderley Street, but the Parade is filled with cars.



The Foreshore, c1950 (HT)



View of the construction of the "Airways Wing", c1965 (SH)

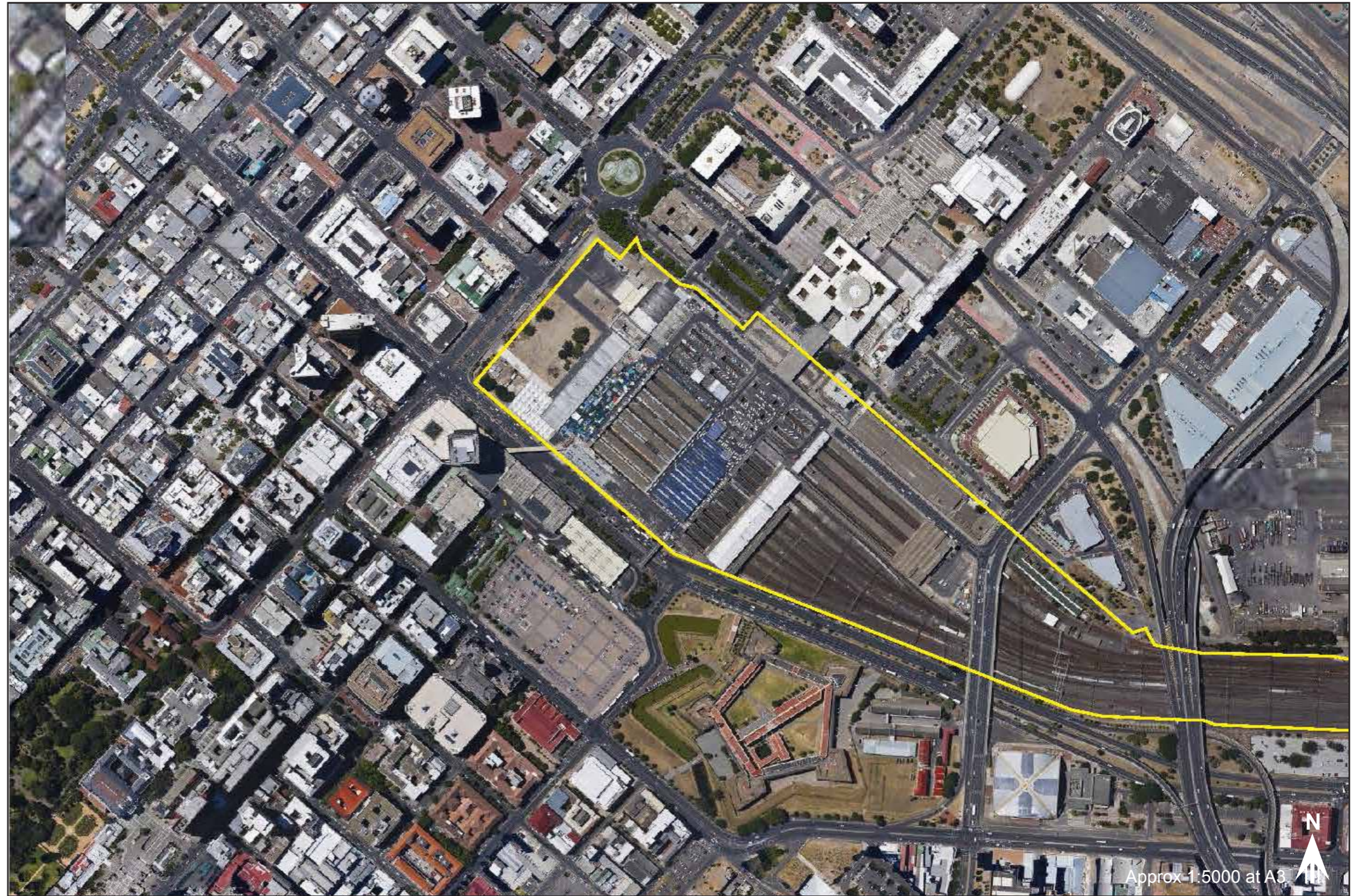


View of the Station in the late 1970s (SANL)



2010 Map of Cape Town – City of Cape Town  
Aerial Photography

- During the latter half of the 20<sup>th</sup> Century, the foreshore began to be developed.
- Development did not follow the 1947 Foreshore plan very closely, particularly in the development of the central area which was meant to be an open, green park linking the Parade and seas' edge over the station deck.
- All that remains of any green along this (now disjointed) column of space is the Founders' Garden to the north of the Artscape building.
- Dr. Solly Morris' raised freeways served to sever any meaningful links between the city and the sea.
- Attwell notes that over the 20<sup>th</sup> Century the foreshore has been detrimentally affected due to "modern movement planning and the development of substantial transport routes, loss of pedestrian rights [with] the development of underground pedestrian linkage... the application of racially-based planning measures and the incremental loss of context and cultural significance of the old city and its historic patterns of connectivity and visual linkages" (2010: 42). This statement can be applied to the foreshore as a whole, but also to the station site as a microcosm within that wider plan.
- The old 19th Century station building was demolished in 1964 with the last train running on the 13th of June.
- Work on the new Cape Town Station was undertaken under the architectural direction of the Railway Administration and Cruickshank & Cruickshank, and was concluded by 1967.



- The architectural style of the building is clearly influenced by the Modern Movement and was designed from the very beginning to have separate "non-white" and "white" facilities.
- The problems of connecting pedestrians back into the old city were solved by keeping cars at grade and moving the people underground or up onto sky bridges, resulting in a complex and counter-intuitive way of moving between the station and the surrounding urban blocks.



Protest by the Black Sash at the station (SANL)



Military Parade in Adderley Street, c1970 (SANL)



The "non white" concourse, c1980 (SANL)



## 5. THE CITY GRID AND THE FORESHORE SCHEME

One of the oldest underpinning elements of Cape Town is its grid form. Todeschini has suggested that three planning paradigms have featured in the development of Cape Town:

- Earlier colonial, operative until about the 1840s, and
- Later colonial, spanning from approximately the 1840s to the 1920s-1930s.

These were the products of Dutch and English colonial occupation, and share number of features. In combination they shaped the form of Cape Town right up to the first decades of the 20th Century.

- The third paradigm is that of 'modern town planning'.

### EARLY COLONIAL PARADIGM: THE CITY GRID

In the 18th Century the overall physical structure of Cape Town was characterized by:

- A compact, dense settlement with the outer edges clearly defined;
- A gridded plan form, with public streets defining private building lots and central public spaces;
- The major axes within the grid related to the major features of the surrounding setting as well as higher-order internal elements;
- The main public structures such as the Castle, Grand Parade, Company Gardens, Greenmarket Square, Church Square, Boeren Plein (Van Riebeeck Square) had been established as conscious acts of place-making, and were strategically located to organize the public spatial structure of the town;
- With few exceptions, the town's "blocks" were approximately square and were occupied by the dwellings of the majority of inhabitants. The dwellings were therefore the "background" structures on the streets and squares that they spatially defined.

The grid form for the establishment of new towns was widespread in colonial use by the time of the establishment of Cape Town. In 1573, after the conquest of Mexico, the King of Spain responded to the haphazard and piecemeal development that occurred there by decreeing an extensive set of rules for building towns in the colonies. These ordinances were known as "The Law of the Indies".

The Law of the Indies stipulated that all new towns must have a central plaza, surrounded by important buildings, from which the principal streets, laid out in a grid pattern, shall begin. Smaller secondary plazas were also called for as well as narrow streets in hot climates, in order to provide shade (**Figure 12**). New towns reflecting these principles were built throughout the colonised world. They particularly influenced the Dutch in the establishment of their colonial cities, as seen in Stevin's plan for an ideal port city (1590, see **Figure 13**).

The physical layout of Cape Town was informed by a clear underlying conception of the grid that allowed for relatively natural evolution. The plan was not concerned with every aspect of physical layout. The primary purpose of the planning undertaken was the spatial organization of an overall framework in terms of which the most important elements were located (Todeschini, 2003: 7). The layout of sites for private use, and the minimal building development control to which they were subject, allowed for building and re-building over time, in progressively more durable and less hazardous materials, as well as for forms that accentuated urban space and the definition of public and private domains (Todeschini, 2003: 7).

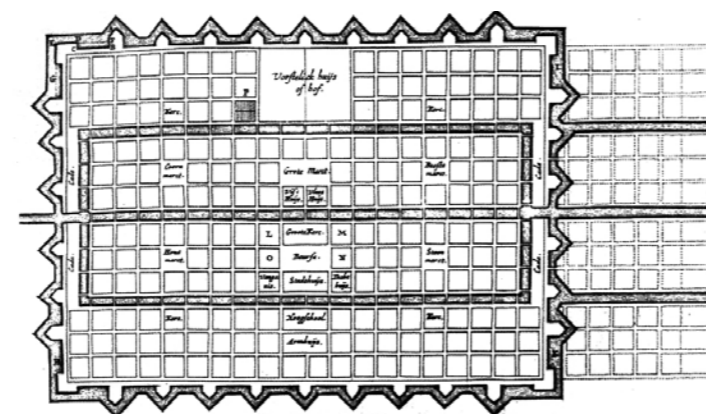
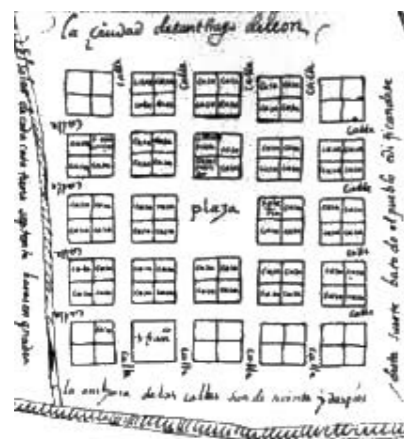


Figure 12: Law of the Indies, typical plan, 1608

Figure 13: Ideal Port City by Simon Stevin, 1590

### LATER COLONIAL PARADIGM: THE LINEAR CITY

After British Occupation at the Cape at the beginning of the 19th Century, Cape Town extended to the east and west (Green Point, Sea Point, District Six and Woodstock) in a layout not in conformity with the pattern of the regular square town block which was so characteristic of earlier colonial settlement practices. Instead, development occurred along primary routes that had previously connected the town to its hinterland, and along which the new lines for the rail and tramway infrastructure were laid.

The later colonial practice was to subdivide the land lying along major routes by a grid of streets, the depth and length of resulting suburban 'blocks' being organized on the basis of a range of possible building lots, which in turn were informed by a range of housing types: detached villas or manor houses, row and terraced houses.

When the geometry of the principal public routes is seen in combination with the bays in the coastline and the valleys of the mountain ranges behind, it is clear that the configuration of the spatial structure and of the public realm of these areas relates principally to these influences.

These elements provided the enduring spatial organization of the development in the area: the location of land uses and the associated land values were fundamentally informed by the different levels of exposure and accessibility which the structure of major and minor routes facilitated at different points, as well as the relative environmental amenity value afforded by specific places and sites, without the need for land use control such as zoning (Todeschini, 2003: 14).

### MODERNIST TOWN PLANNING PARADIGM: THE CONTROLLED, DESIGN AND ZONED CITY

The modernist project has defined urban planning for most of the 20th Century, and remains dominant (Hobson, 1999: 2). Planning as a modernist project was begun in Europe and North America in response to the social problems of 19th Century, fast-growing industrial cities (Holston, 1986).

Modernist urban planning aimed to create a better society and to improve conditions for the urban poor. By 1945, efficient urban planning was seen to be in the common social interest, and was undertaken by the state (Beauregard, 1996). Planning was a top-down endeavour, as planners were considered to have a comprehensive perspective that allowed them to recognise the 'overall public interest' (Altshuler, 1973: 193). In the Global South, modernist planning was the dominant post-1945 model of development: modernisation, the assumed universal path to progress, was closely associated with post-colonial state-building (Hobson, 1999: 2).

Clearing a path to a new future by rejecting the past is crucial to the modernist planning project: 'How could a new world be created ... without destroying much that had gone before?' (Harvey, 1989: 16). Clearing large urban areas for redevelopment has been central to the modernist quest for order in cities (Harvey, 1989; Holston, 1986). The rational modernist built environment was intended to break with tradition and initiate social change. The Congrès International d'Architecture Moderne's (CIAM) city idea rejected any existing urban and social structure in its pursuit of physical order and social change. Though rarely implemented on a large scale, it has been pervasive: "city development... has systematically attacked, and often successfully obliterated, the 'moving chaos' of nineteenth century urban life," characterised by old streets containing a "volatile mixture of people and traffic, businesses and homes, rich and poor" (Berman, 1982: 168). Now, each activity could be zoned, spatially separated, and planned accordingly.

Modernist town planning strongly underpinned the design of Cape Town's Foreshore.

By 1930, the Government department of Railways and Harbours had begun the creation of a new dry dock and at the same time there are proposals for a new Foreshore Scheme on the resulting reclaimed land.

Van Graan has written on the conflict of the purely modernist and the French monumental urban approaches evident within the scheme. The Foreshore Scheme provided a *tabula rasa* in keeping with Le Corbusier's modernist approach of sweeping away the old form of the city and enabling a modern city to rise in its stead



(Van Graan, 2009: 8). In fact, the scheme draws directly from Le Corbusier's Contemporary City of 1922, and Radiant City of 1930.

Le Corbusier was profoundly influenced by Tony Garnier's Cité Industrielle (translated as Industrial Quarter). In the plan, each family would receive a house, and fences would not be allowed, "the town could be traversed in every direction, quite independently of the streets, which there would be no need for a pedestrian to use. The town would really be like a great park" (Steyn, 2012: 84).

Le Corbusier's urban plans for the Contemporary City and Radiant City took this idea to the extreme, with the city being re-imagined as a series of tall buildings set within a park. Richard LeGates and Frederic Stout note that Le Corbusier's plans achieved densities of 1200 people per acre in the skyscrapers, and 120 people per acre in the medium rise luxury apartments. At the time, the densest quarters of Paris and London ranged between 169 and 213 people per acre. These densities were achieved in Le Corbusier's cities despite the fact that between 49% and 90% of the neighbourhoods were given over to open, recreational green space (LeGates, Stout, 2003).

A view of Le Corbusier's medium-rise, luxury housing, surrounded by parkland and snaking around courtyards, sometimes with taller skyscrapers in the distance, has direct resonance with the form of Cape Town's Foreshore. In some ways, the Foreshore Plan's models and renderings look like a "cut and paste" of *Ville Radieuse* (Figure 14).

The documentation of the Cape Town Foreshore Plan clearly states the main elements of the plan:

- The main axis of the "Monumental Approach", linking the harbor to the city and mountain with the new City Hall/Grand Parade, the new railway station and the new Ship Passenger Terminal forming nodes within this approach (Figure 15). This axis was conceived as a "Gateway to South Africa" (1947: 4).
- This axis is noted to be a "double approach", with a secondary approach being the extension of Adderley Street. However, the Adderley Street axis is described as "the expansion of the business and commercial quarter of the city" and is therefore conceived of as having a different urban character (1947: 5), see Figure 16.
- The Grand Boulevard coming from the east and intersecting the Monumental Approach and Adderley Street. The Foreshore Plan clearly describes the structures to the north-east of the station and the Grand Boulevard as "skyscrapers... set in an ample garden site" (1947: 7).

One of the key points of discussion of the development of indicators for the forecourt part of the station (see the ClfA Heritage Committee comment) is related to the intentions of the Foreshore planners with regard to the Heerengracht/ Adderley shaft of space.

The Foreshore Plan document clearly states that it is the "Monumental Approach" from the Ferry/Ship Terminal to the new civic centre would follow Le Corbusier's concept of a city of tall buildings set into a parkland, and would command "a grand sweeping vista... to Table Mountain" (1947: 10). By contrast, the Adderley Street and Heerengracht axis is conceptualized as "the main extension of the present commercial area... following the predominant pattern in the old city, all shopping is confined to the Sea Point side of Adderley Street, whereas offices, banks and buildings of a like character make up the opposite side of the street (1947: 10). It therefore seems clear that the Heerengracht was intended to be more "dense" and "enclosed" than the area around the monumental approach, and that it was conceived as an extension of the older, busier section of the city.

It is important to remember that Adderley Street has, for centuries, been defined by public and institutional buildings on the eastern edge (the old Station, Standard Bank, the Groote Kerk, the Old Slave Lodge), whereas the western edge of Adderley was given over entirely to commercial structures. In this way, the Foreshore planners were simply continuing the existing pattern of the Adderley Street, albeit with a more modernist architectural expression. The character of "isolated buildings" that make up the eastern edge of the Heerengracht now should not be misread as the intended outcome of the Foreshore Plan for this part of the city, particularly given the negative pedestrian spaces and use patterns it currently creates.

By the mid-1980s, the modernist planning project had been seriously challenged, firstly by urban realities which indicated it was failing in its own endeavor (in South Africa the State of Emergency and numerous protests in cities made this abundantly clear), secondly by questioning the underlying assumptions of planning and finally by the rise of neo-liberalism in the 1980s, which promoted the market as the primary distributive mechanism, reducing the state's role in planning (Beauregard, 1996; Sandercock, 1998).

Further, the majority of planning and policy documents addressing the Foreshore area from the 1990s onwards, from the MSDF of 1996 to the most recent SDF's, have highlighted the hostile pedestrian nature of the area, as well as the isolation of this city quarter from the rest of the city and the lack of diverse activities and street level uses that would give the area some vibrancy.

Whatever the heritage significance of the Foreshore cultural landscape in revealing the ideals of modernist town planning in the Cape and South Africa at the beginning of the 20th Century, the fact remains that it is a fundamentally problematic urban space.

In light of the urban challenges currently facing Cape Town as a whole, and the need to bring people closer to nodes of employment in the central city, any request for the preservation of this urban quarter as a modernist "set piece" would have a very questionable moral and social basis. However, there are no clear directives from the City as to how the Foreshore should be densified and developed in the 21st Century, and how much of the original, 1947 plan would need to be preserved as an underpinning and influencing layer.



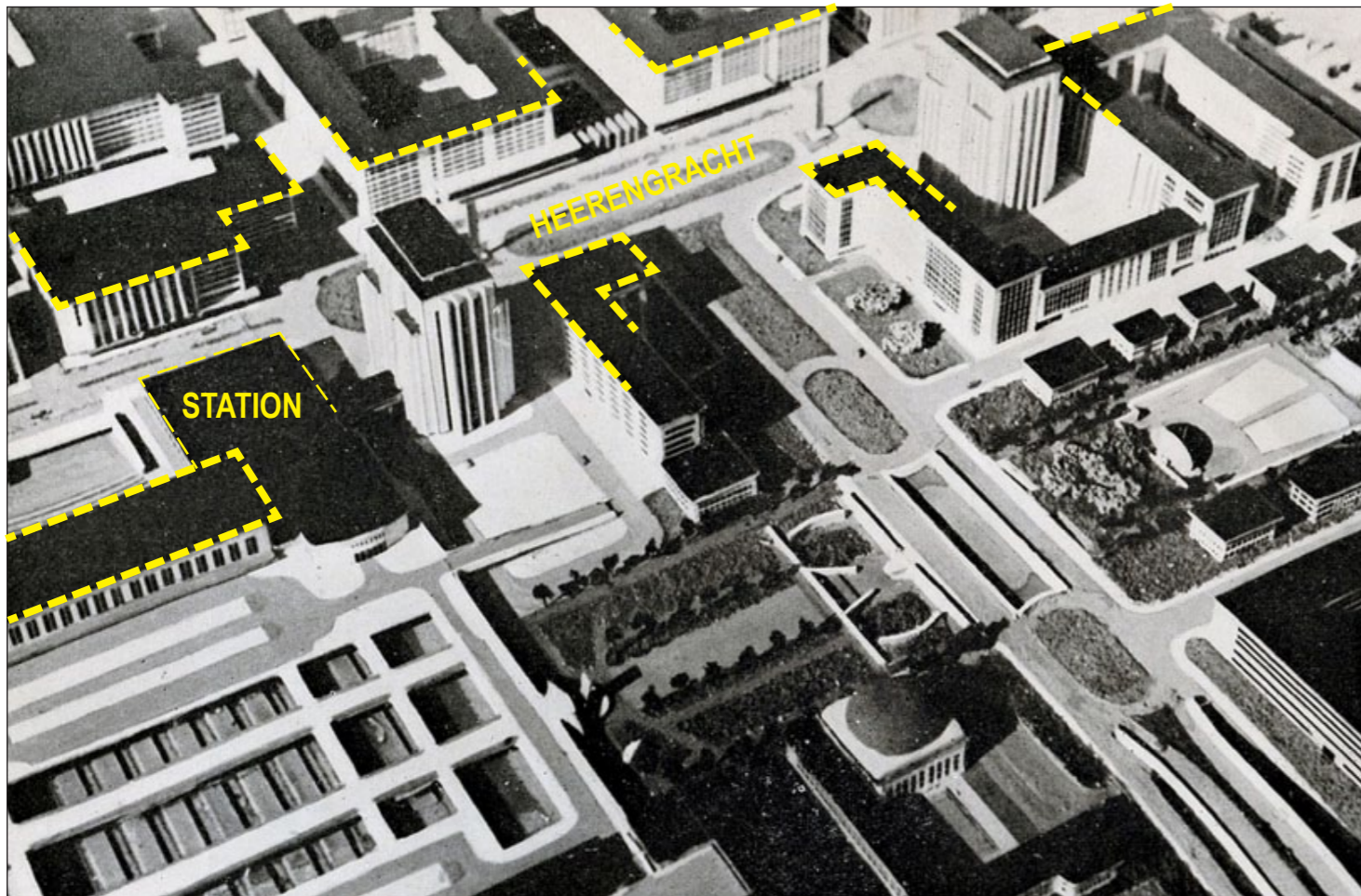
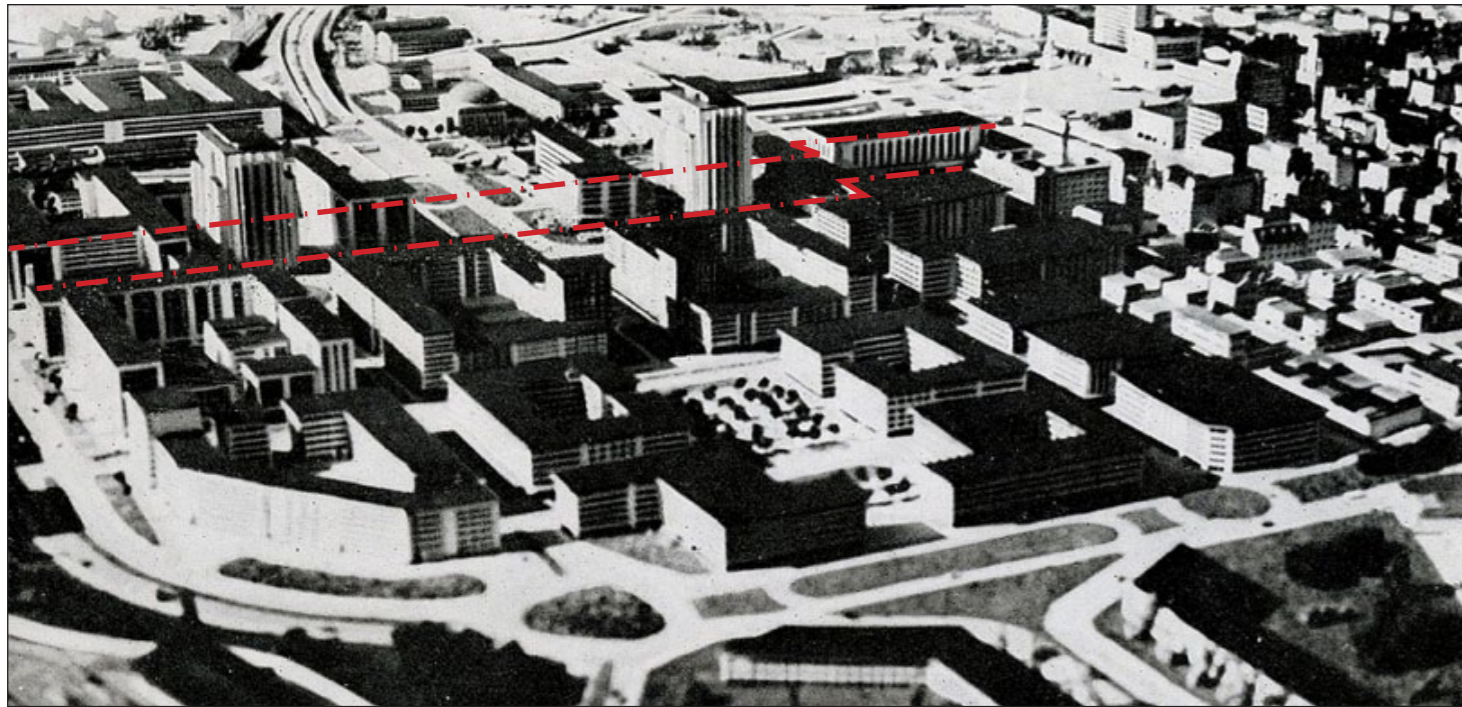


Figure 14: Similarities between Le Corbusier's *Ville Radieuse* (1930, see images to the immediate left) and the Cape Town Foreshore Scheme (images of the model to the left of page) can be identified as:

- The high ratio of open, green area to built footprint;
- The medium-rise nature of the blocks themselves.

The model also indicates that, while the built footprint takes different forms on either side of the Heerengracht, the continuous datum height of the built edge to either side is maintained. The "snaking", lower buildings hold the edge of the street to the east of the street in a similar way to the "perimeter block" structures to the west. This sense of enclosure has not been achieved in the current Foreshore development, particularly to the west.

Also note the additional height of the station concourse on the model, to be equal to the datum along the Heerengracht (although this does not appear to extend to what would become the "Airways Wing").

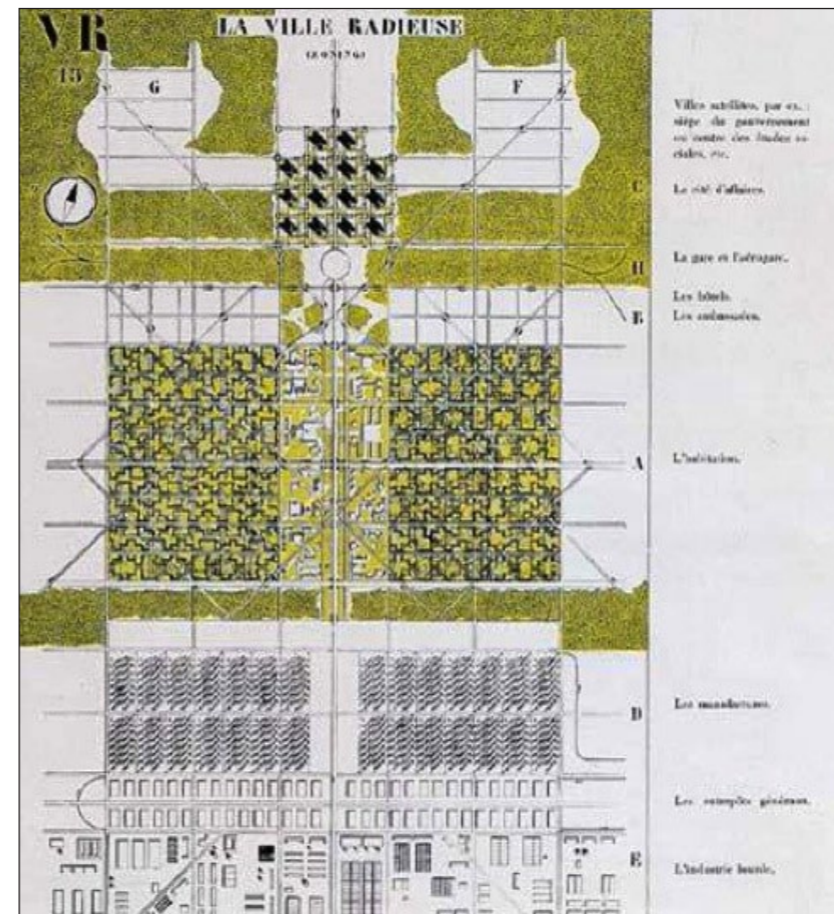






Figure 15A: This diagrammatic urban plan of the Foreshore Scheme clearly shows the Heerengracht as an enclosed, defined space (yellow axis), while the Monumental Approach is a wide, green area (red axis).

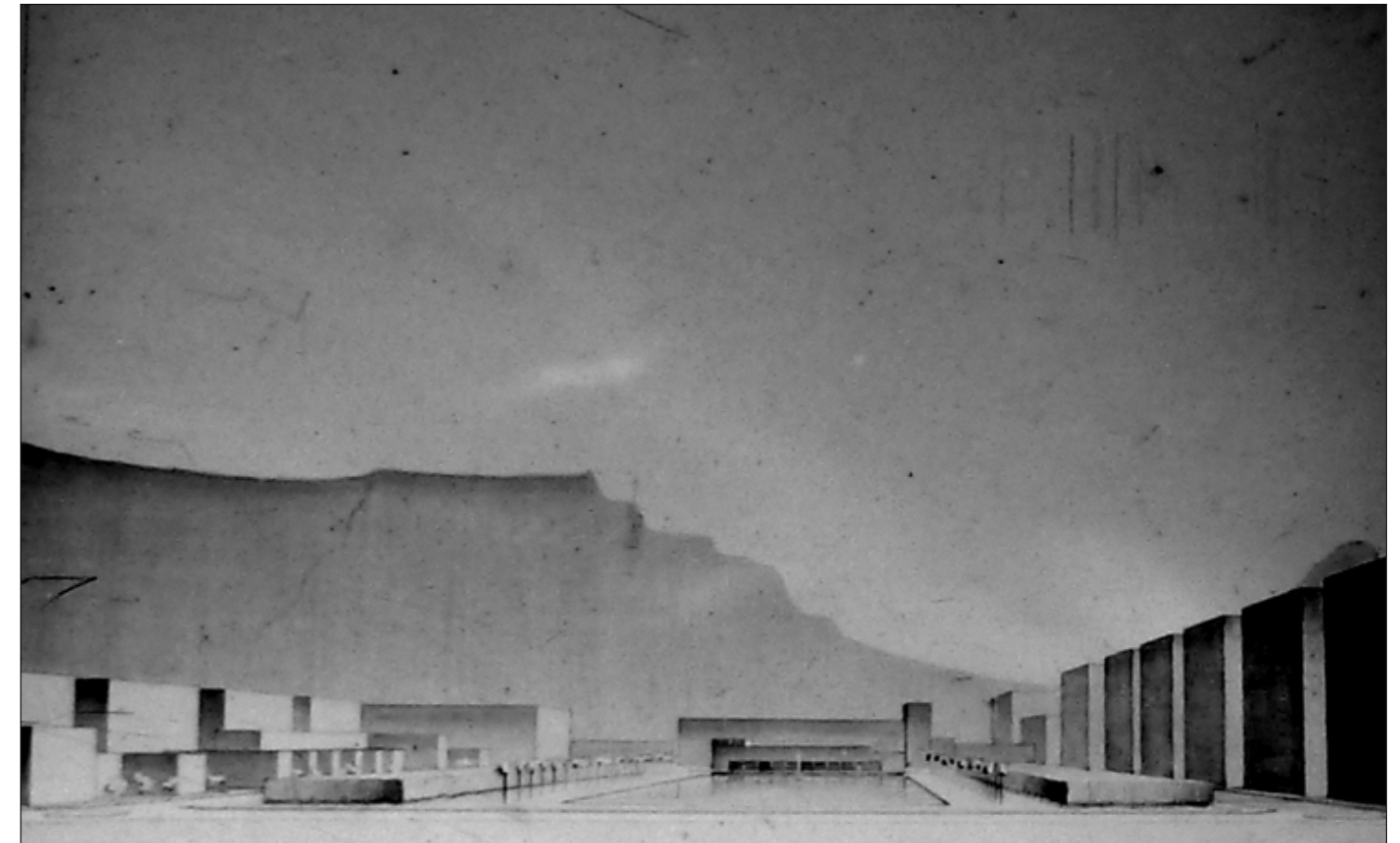


Figure 15B: Artist's impression, looking southwards from the harbour along the Monumental Approach axis. The view of Table Mountain is a key aspect of this axis.

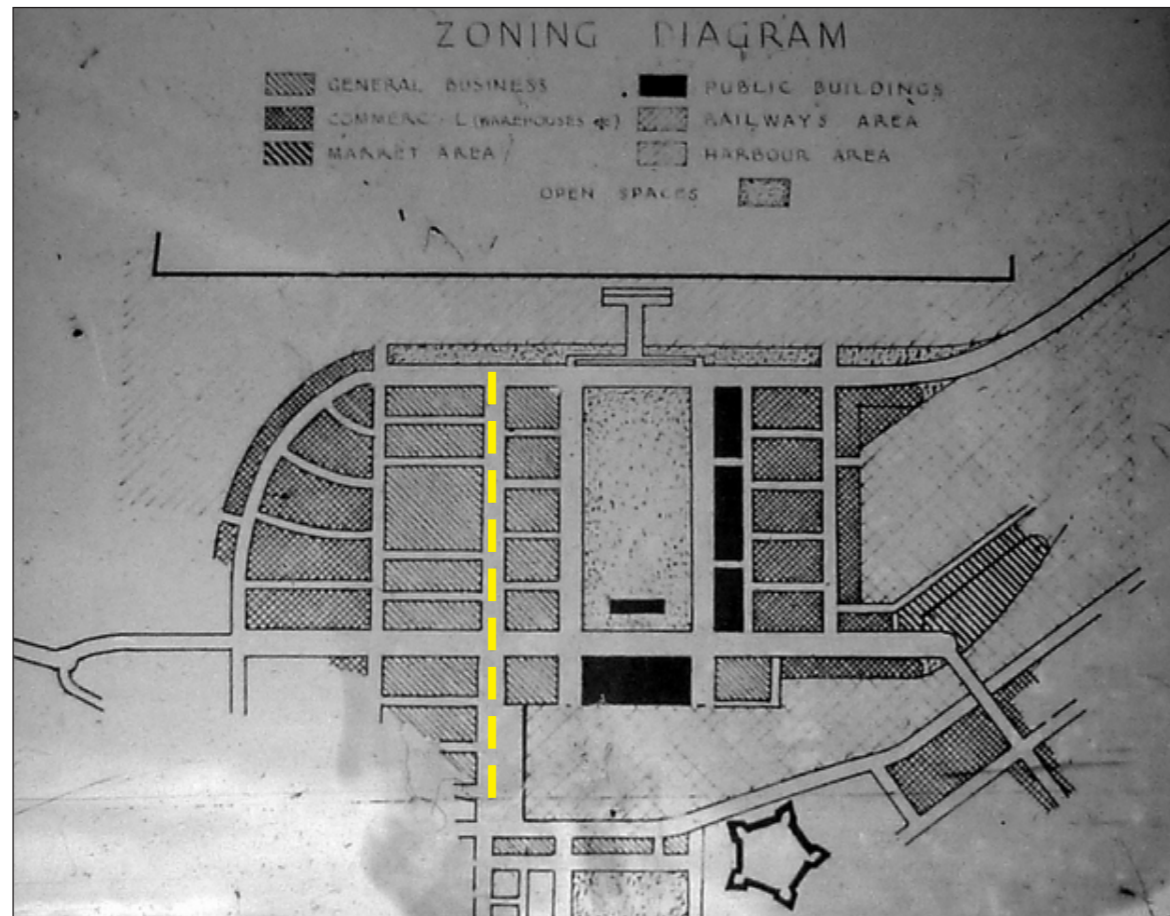


Figure 16A: The zoning diagram indicates that general business uses were to line both sides of the Heerengracht. The uses established in Adderley Street were extended towards the sea.



Figure 16B: Artist's impression, looking southwards along the Heerengracht. The street is enclosed by tall buildings, with the central island and sidewalks planted with trees. A small glimpse of Table Mountain is afforded at the end of the vista.



## 6. STATEMENT OF HERITAGE SIGNIFICANCE OF THE STATION BUILDING

### Identified Heritage Resources Immediately Adjacent to the Site

The site has historically been used for transportation purposes in the city. From the earliest times of the settlement at the Cape, this stretch of beach operated as a wharf. Later, when the first railway lines were laid during the 1860s by private investors, this flat open area with easy access to the central spine of the city – Adderley Street – proved convenient for rail transportation. It has continued to be characterised by railway use for the past 150 years.

The site area abuts a number of existing and identified heritage sites and landmarks (**figure 12 – heritage grading map**). All surrounding graded and/or protected heritage sites are located entirely to the south-east and south-west of the station, as this is where the pre-1940s development of the city occurred.

### Grade I Heritage Resources in the vicinity of the site include:

- The Adderley Street Cenotaph (although this has been moved further down the Heerengracht);
- The Jan and Maria Van Riebeeck statues in the Heerengracht.

### Provincial Heritage Resources in the vicinity of the site include:

- The Grand Parade;
- The Castle moat and environs;
- The City Hall;
- The Old Drill Hall (now the City Library).

The Old Locomotive “Blackie” was historically located at the station but has since been removed. This was the first locomotive to run in the city, and it is a Provincial Heritage Site/former National Monument.

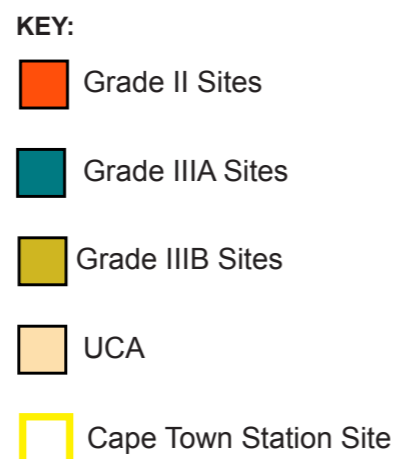
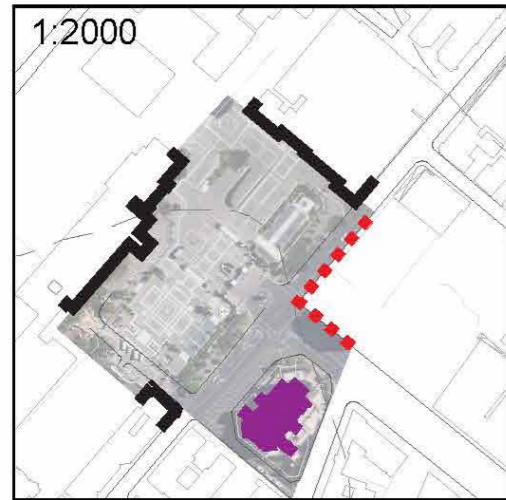
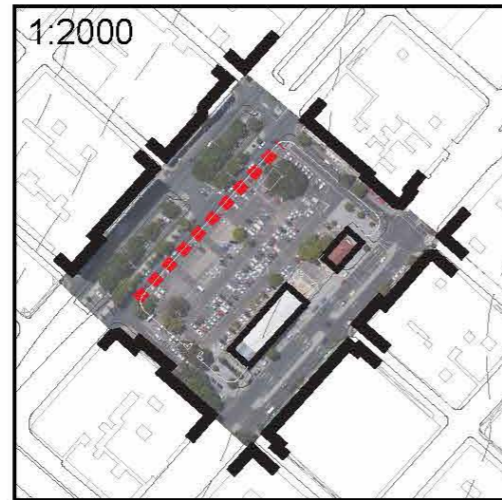


Figure 17: Heritage Grading Map of Surrounding Graded Sites.

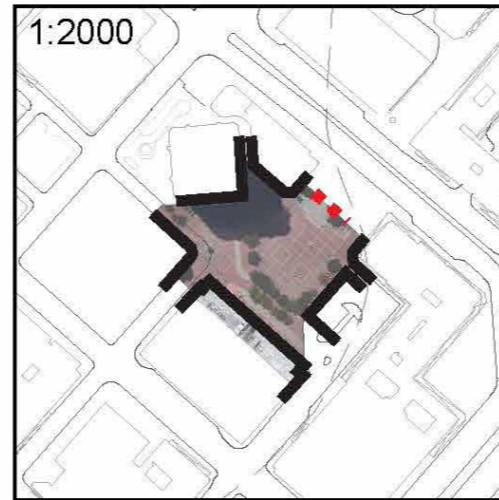




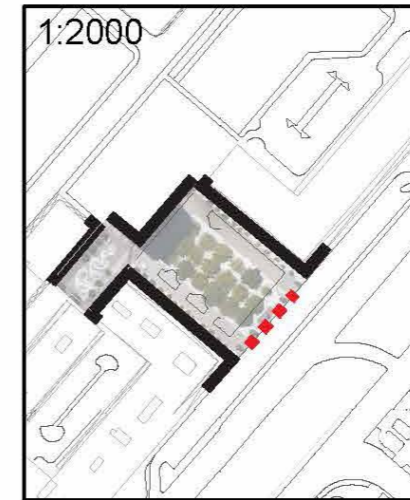
**STALPLEIN**  
Open Space 2; 139 x 75m;  
inaccessible to ordinary citizens.



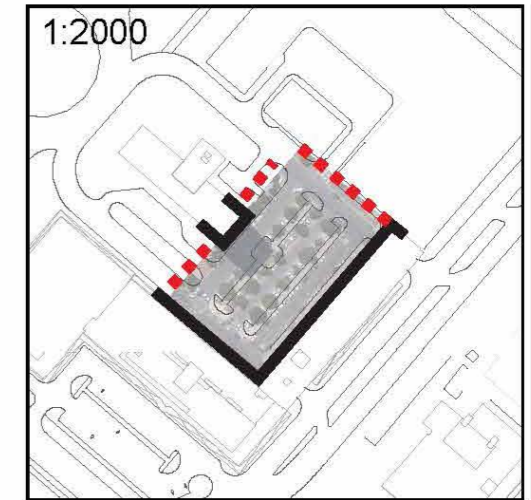
**RIEBEEK SQUARE**  
Transport Zoning 2; 115 x 64m;  
primarily used as a car park.



**THIBAULT SQUARE**  
Open Space 2; 66 x 68m;  
pedestrian space.



**HERTZOG PLACE**  
No zoning; 57 x 70m;  
pedestrian space.



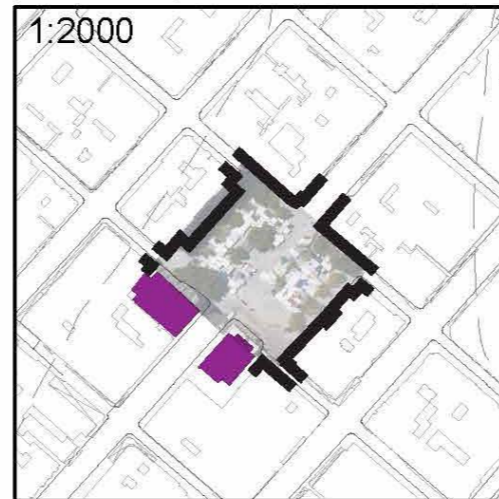
**SALAZAR SQUARE**  
No zoning; 55 x 90m,  
car park.



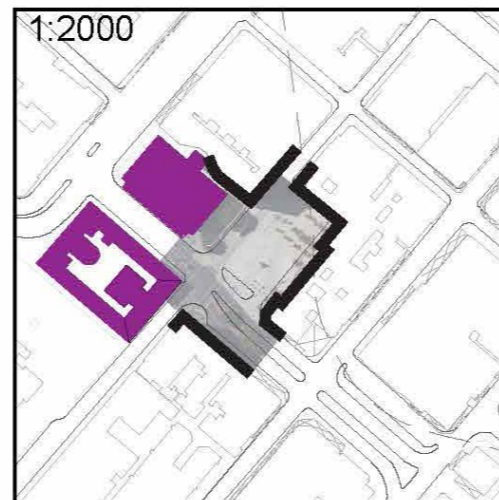
**Network of Public Spaces in Cape Town**

KEY:

- Public squares
- Pedestrianised streets
- Public buildings/institutions edging squares
- Site
- Positive edges
- Hostile/weak/inactive edges



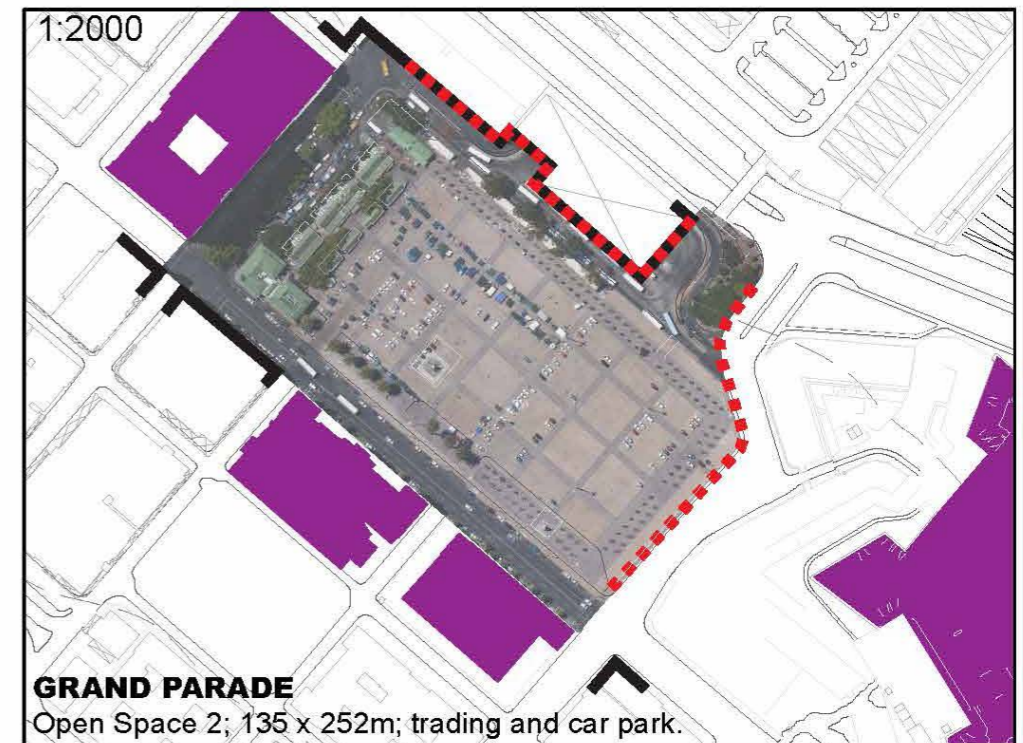
**GREENMARKET SQUARE**  
No zoning; 75 x 71m, trading space.



**CHURCH SQUARE**  
No zoning; 45 x 60m; pedestrian space.



**STATION FORECOURT**  
Transport Zoning 1, 96 x 92m, pedestrian space.



**GRAND PARADE**  
Open Space 2; 135 x 252m; trading and car park.

Figure 18: Analysis of the station forecourt in comparison with CBD squares.



*Historic Structures older than 60 years in the vicinity of the site include:*

- A number of historic commercial buildings, primarily on the western side of Adderley Street. These have been graded, as indicated in **figure 17**, which has been compiled from the City of Cape Town's database.

It is important to note that the City is currently operating between two heritage databases. The older one leaves the station ungraded. The new one grades the station a 3A grading, but on further interrogation of the grading database, this grading is reserved for the old locomotive that was previously located in the station concourse (and is a former national monument) rather than for the building, which remains ungraded. The city officials acknowledged that the recent alterations as part of the 2010 World Cup have reduced the heritage significance of the structure.

*Other sites of cultural significance, not older than 60 years, on the site include:*

- The Station Forecourt is a public open space within Cape Town's network of public squares. This gives the space landmark significance within the city. It also follows the predominant historical pattern of key, civic buildings within the city being associated with public squares, for instance the Groote Kerk and Church Square, the Old Townhouse and Greenmarket Square, the City Hall/Castle and the Parade, and so on.

A graphic analysis of the forecourt square follows, as **Figure 18**.

*Elements of landscape significance, not older than 60 years, on the site include:*

- The established trees on the forecourt and at the corner of Old Marine Drive and Adderley Street. These trees are younger than 60 years, but provide a green backdrop within this part of the city that contributes to the pedestrian amenity of the area. For this reason, they have landscape significance.

## THE HERITAGE SIGNIFICANCE OF CAPE TOWN STATION

The National Heritage Resources Act (No. 25 of 1999) defines cultural significance as "historical, architectural, aesthetic, environmental, social or technological/scientific value or significance". The following criteria are thus used to determine broad categories of heritage significance, based on the studies called for by HWC:

- Historical/Archaeological significance: associated with a historic use or activity; illustrates an historical period.
- Architectural/Aesthetic significance: significant to architectural or design history; important example of a building type, style or period; possesses special features, fine details or workmanship; work of a major architect or builder.
- Urban/Visual/Contextual significance: contributes to the character of the street or area, continues the urban patterns of an area; part of an important group of buildings, structures or features; landmark quality.
- Social significance: associated with economic, social or religious activity; significant to public memory; associated with living heritage (cultural traditions, oral history, performance or ritual).

In undertaking an overall analysis of heritage significance, Heritage Western Cape's *Short Guide to and Policy Statement on Grading* (2012) and the HWC and SAHRA nomination forms have been referred to.

### Historical Value

**The site has importance in the evolution of cultural landscapes and settlement patterns.**

- The archaeological study has revealed that the proposed development is situated in what used to be the shallows of Roggebaai. This old shoreline has been subject to multiple land reclamations over time, and indications are that the proposed development site is potentially archaeologically sensitive.
- The organisational form of the station illustrates an historical period in the evolution of the city, when the movement of people was segregated within public buildings according to racial classification.
- The station site is the only parcel of inner city land situated between the historic, Dutch grid form of the city and the modernist Foreshore Planning Scheme fabric. These illustrate entirely different paradigms in settlement making in Cape Town.

**The site has importance for its association with events that have had a significant role and influence in the evolution of the city.**

- Historically, the site has been associated with the development of transportation in the city, including the importance of rail-sea links in the century before air travel. This lends the site historical significance as a gateway to South Africa.
- The structure is one of the few public buildings in the city that was purpose designed to carry out the objectives of apartheid, by separating commuters according to racial classification.
- The Cape Town Station building had importance for the Nationalist Party in asserting their presence and power at the Cape. In many ways the station is a visual representation and expression of an oppressive ideology. To many citizens, it remains strongly associated with apartheid ideology.
- The station was also the site of protest of apartheid, although this was largely restricted to "white" anti-apartheid groups such as the Black Sash, due to the fact that the land was under national ownership.

### Aesthetic Value

**The site has importance as it exhibits particular aesthetic characteristics valued by a community or cultural group.**

- Cape Town Station exhibits the evolution of architecture in the city in the two decades after the Second World War, which were characterised by a far greater diversity within the modern movement, when the planarity of the International Style gave way to a more sculptural and robust form of expression in which bare concrete, textured facades and solid walls were used.



- The myriad of modernist architectural references in the building are representative of the state of architecture in the Cape at the time, when design references and forms were liberally borrowed from Europe and North America.

**The site, and particularly the Station Forecourt, has importance for its landmark quality.**

- While the design of the station largely departs from the dominant urban patterns of the historic Dutch city grid, the Station Forecourt is one of the few public open squares in the city's foreshore. This links it strongly to the older, more established public spaces and squares in Cape Town, although it is less well-defined and activated than the older squares.

- In the limited areas where the station structure does actively address the street edge, for instance at the Airways Building and at the folded concrete roof pavilion on Strand Street, it plays an important orientating role for pedestrians moving from the city to board trains, and vice versa.

- The facade of the concourse building which defines the eastern edge of the station forecourt has landmark qualities.

### Architectural Value

**The site demonstrates a degree of architectural value as an example of apartheid-influenced Modernism.**

- While the architectural quality of the structure, many of the elements that made it unique, and its intactness were severely undermined by the 2010 alterations to the building, it still illustrates the use of modern architecture as one of the chosen government mechanisms used to illustrate power and evidence of the country's "new" identity.

- The architectural value of the building, while not high, relies on the eclectic mix of modernist ideas that found form in the structure, and illustrated the state of South African architecture at the time.

- The building retains some elements illustrating interesting materials and craftsmanship, for instance the mosaics, the relief stone proteas on the concourse facade, the decorative terrazzo eaves panels and the stone plinth. The mosaics and relief proteas facing onto Adderley Street have a degree of landmark status.

### Urban Value

**The site has importance in its siting between different settlement/urban patterns within the city.**

- Cape Town Station is located between the established, 300 year old Dutch gridded city, the less regular blocks of the east city which are interspersed with civic buildings, and the mid-century modernist fabric of the foreshore. These parts of the city are not well integrated. They all abut at the station site, which while currently creating a urban barrier in the city, holds the potential to link these different urban areas more positively.

### Social Value

**The site has a strong association with a political era within the city's history (socio-political).**

- The original 1960s building was a unique and purpose-designed apartheid structure developed by a government office and representing the political mechanisms for control and racial exclusion.

- It was a prototypical apartheid building designed to contain two racially exclusive station facilities.

- The station itself and the struggles around its social engineering role mirrored the dynamic occurring in Cape Town and South Africa at the time.

- Currently, many of the elements most directly depicting this segregation have been removed. Many of the areas of the station that constituted the so-called "non white" spaces have been closed down (Goodhope Concourse) or have been redeveloped by PRASA (Parade Concourse).

### PROPOSED GRADING OF THE STATION BUILDING

The station site has broad cultural significance related to its historic and continued role in the development and provision of public transportation within Cape Town - particularly rail transportation.

The overwhelming cultural and heritage association and significance of the site relates to the history of forced segregation in the city, and of a public structure purpose-designed and purpose-built to implement the policy of apartheid.

However, the station building has not instituted segregation for more than 20 years. While there is importance in retaining elements of this history within the city today and memorialising this chapter in our history in some way, it is also important that such sites are sensitively adapted and added to in a way that provides positive and dignified urban experiences for all citizens and enhances their experience of the city.

Further, the station building is architecturally significant due to the link between Modernism and apartheid planning. Its idiosyncratic architectural references depict the state of South African, and especially Cape architecture in the late 1960s, when architectural devices and elements from abroad were widely and willfully borrowed and referenced. The site was altered during the 2010 Soccer World Cup upgrade and it is thus not an entirely intact example of 1960s Modernism, with many of these architectural elements being compromised.

The site also holds a degree of urban/contextual significance in that it includes one of the only public squares within the foreshore. It is also located between the older urban pattern of the gridded city, and the modernist urban pattern created by the 1947 Foreshore Plan, although it creates a barrier between these parts of the city, rather than positively integrating them.

The site abuts the Central City Heritage Area/heritage overlay zone, but no part of it falls within this heritage area.

While the Cape Town Station building is significant as a public structure within the city with cultural significance related to the development and provision of public transport in Cape Town, as well as social-political, architectural and urban significance, because of the removal of the segregated use of the station and its markers, the alterations that were undertaken to the building at the beginning of the 21st Century, and the negative urban role the structure currently plays in dividing the city, and due to the relative age of the structure and wider complex (about 46 years), it is therefore recommended that the complex be **graded IIIB**.

Heritage Western Cape's *Short Guide to and Policy Statement on Grading* (2012), notes that grade IIIB "should be applied to buildings and/or sites of marginally lesser significance than grade IIIA.... Like grade IIIA buildings and sites, such buildings and sites may be representative, being excellent examples of their kind, or may be rare, but less so than grade IIIA buildings and sites at local level and internal alterations should not be regulated (in this context)" (2012: 8).



## 7. HERITAGE-BASED DESIGN INDICATORS

### INTEGRATED HERITAGE-BASED DESIGN INDICATORS FOR THE CAPE TOWN STATION SITE

The heritage indicators are derived from the understanding of the significance of the site, and are considered to be important for the retention and enhancement of the heritage significance of the Station Forecourt Precinct.

As a broad indicator, it should be noted that the site has archaeological significance due to its location at the historic shoreline between the city and the sea, and a contingency should be put in place for any potential finds. The design of the new structure(s) should take the potential archaeology of the site into account at all times. If possible, basements and large foundations should be avoided or kept to the minimum possible extent.

#### Station Forecourt

- The station forecourt is an important heritage resource on the site and a significant public space within the city. Its visual and physical integration into the existing open space network within Cape Town must be retained in some shape or form, and enhanced.

- The forecourt should absorb a certain amount of change in order to perform better as a public space, especially at its edges, which are currently ill-defined.

- New building around the forecourt should be as little as possible to meet the clients' brief, should look to consolidate the space as a single, uncluttered, legible open plane, and should look to better define and activate the edges of the space.

- The station forecourt is seen as an appropriate high-level civic space within the city to warrant protection of the expansive mountain views attained from this space. Building heights, particularly of any new development along Strand Street, must be carefully considered.

- Encourage the siting of public and commercial activities, shops and cafes etc. adjacent to the forecourt space to enhance its role as a public space and a point of integration between the station and the surrounding city fabric.

#### City Grid

- Existing city patterns and particularly the Dutch city grid are seen to have heritage significance. Any new development on the site must take cognisance of its position and possible role in strengthening urban connections and patterns across the station site.

- The enhancement of the visual and physical integration of the station precinct into the surrounding urban grid is of importance. Visual links down Strand, Waterkant and Riebeeck Streets should be maintained, and physical, at grade pedestrian links across Adderley Street and into the station precinct enhanced where possible.

- Ensure that the interface between the new development and surrounding streets (Adderley, Strand, Old Marine Drive) is positive, with active edges.

#### Adderley/Heerengracht Axis

- The Adderley/Heerengracht axis is the most significant north-south street and visual corridor within the city, and new development should respond positively to, and place emphasis on, this space.

- The Heerengracht Boulevard is of significance, both as a "public room" within the city and as one of the more positive elements of the Foreshore Scheme. This is because of its greater legibility as a space, with buildings along its edges maintaining a consistent height, and the greening and axiality of the boulevard space between the building facades. New development on this edge should look to enhance the urban character of this space.

- Key height datums should be picked up on the Adderley/Heerengracht edge of the site in order to positively define the street on this edge.

- The junction between the Heerengracht and Adderley Street should be marked as a "gateway" along the street, with increased spatial and edge definition as you move from the one part of the street to the other.

#### Architectural Indicators

- Architectural elements such as the mosaics, the decorative eaves tiles and other datum levels of Traansvaal granite and large expanses of stone/terrazzo cladding are seen to be conservation worthy, and should be retained and/or incorporated into the new development proposal in some form, not necessarily in the existing location but, if moved, in an equally prominent one.

- The new design should pick up on horizontal elements and datums on the existing concourse building that would architecturally "knit" the new development into the older building fabric.

- The facades of the Airways Wing and the Concourse facade facing Adderley Street are among the most highly decorative elevations in the station precinct. They contain the mosaic panels and relief stone protea panels that have been identified above for retention or relocation. The position of these facades relative to the road edge and forecourt edge should be retained. The broader retention and incorporation of the fabric of these facades into the new development proposal should be explored.

- The folded concrete roof along the Strand Street edge of the forecourt should be retained and incorporated into the new design.

#### Social Indicators

- A publically-accessible explanation/exhibition of the role and significance of the historic station building in the local (and national) history of apartheid and the struggle against it should be included in the development of the forecourt precinct.

#### Visual Connections

- It is recognised that this site is surrounded by tall buildings and is currently very low relative to its important and central position within the city in terms of existing urban patterns, land values and planning/urban design policy for the future growth and development of the area. The addition of height on the site is appropriate to its position within the CBD, and will have impact on the expansiveness of the views attained.

- Views from the forecourt towards Table Mountain should be retained.

- The visual connections onto the forecourt from Strand and Adderley Streets should be retained.

- New development should ensure the retention of views from the station site down the major city streets adjacent to the site.

- The mountain views attained from the fountain in the Heerengracht are of secondary importance to those attained on the forecourt itself.



### Landscape Patterns

- The site currently forms a break in the “green link” from the mountain to the sea. From the Company’s Gardens, Adderley Street has been greened along its central island and the Heerengracht is marked by rows of mature ficus trees and acacias. There is potential to “complete” this green link along Adderley/Heerengracht with new planting within the forecourt precinct.
- The existing trees of stature on and around the site should be retained as far as is possible, or otherwise relocated within the station forecourt precinct.
- New planting, or transplanting, should be introduced to create a more legible landscape pattern that would better tie into existing green links within the city.

### **CONCLUSION**

The site as a whole exhibits a level of heritage significance that would justify a IIIB grading. This heritage significance rests mainly in the historical/symbolic and social significance of the site in relation to apartheid segregation within the city. Further, the site occupies a key location within the central city, yet does not currently meet or respond to all of the responsibilities and opportunities related to its centrality and the publicness of its programme.

The heritage indicators therefore attempt to guide the design team towards the careful consideration of these historic urban elements that, if properly addressed, would ensure that the cultural patterns and significance of the site are enhanced in the new development.

It is recommended that HWC endorse the heritage significance statements, the heritage gradings and the heritage indicators contained in this report to enable the design development process to continue.

Claire Abrahamse

Melanie Attwell

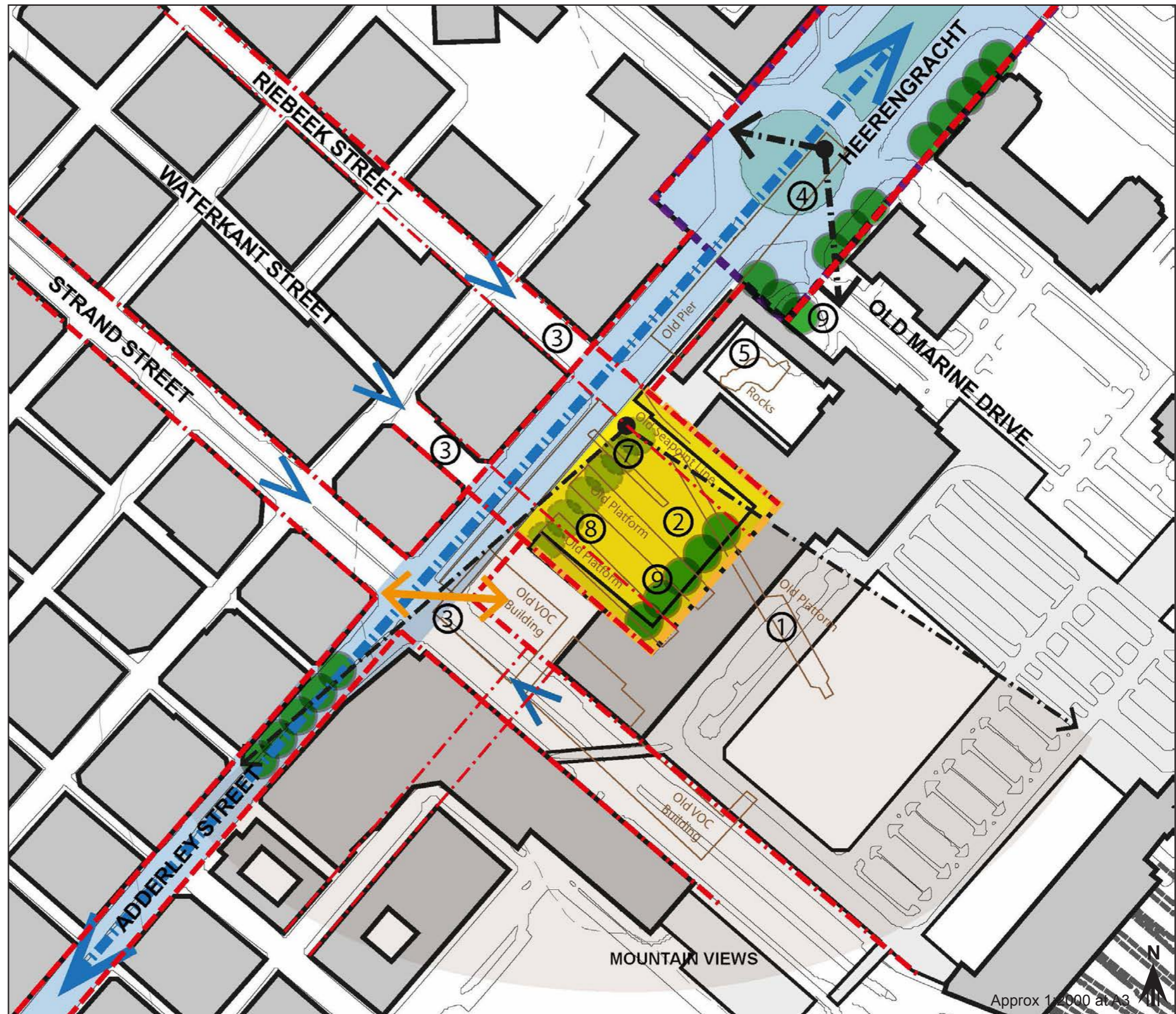
Tim Hart

September 2013



## KEY: Integrated Heritage Indicators

1. The site has **archaeological significance** due to its location at the historic shoreline between the city and the sea.
2. The **Station Forecourt is an important heritage site and public space within the city**. A large, open, public space should be retained adjacent to Adderley and Strand Streets, in some shape or form, in the forecourt precinct as part of the existing open space network across central Cape Town.
3. **Existing city patterns and the Dutch city grid** are seen to have high heritage significance, and any new development should strengthen urban connections and patterns across the station site.
4. The **Heerengracht Boulevard is of significance** as a street within the city. Key height datums should be picked up on the Adderley/Heerengracht edge of the site in order to “complete the space” on this end.
5. The station has **architectural significance** as a modern building and physical representation of apartheid planning. Elements such as the mosaics, the decorative eaves tiles/other datum levels and large expanses of stone cladding must be conserved or reused within the new design, in an equally prominent position.
6. The station building is a unique and purpose designed apartheid structure. A publically-accessible **explanation/exhibition of the role and significance of the historic station building in the local (and national) history of apartheid** and the struggle against it should be included in the development of the forecourt precinct.
7. **Vistas/views and their relationship to building heights** are important for any new development on the site. Building heights, particularly of any new development along Strand Street, must be carefully considered to maintain the expansive mountain views from the forecourt.
8. The site currently forms a break in the “**green link**” from the mountain to the sea, through the Company’s Gardens. There is potential to “complete” this green link along Adderley/Heerengracht with new planting along the street edge of the site.
9. The **existing trees of stature** on and around the site have significance and should be retained or relocated elsewhere on the forecourt. New planting/transplanting, should create a more legible landscape pattern that ties into existing green links within the city.





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### PHOTOGRAPHIC/VISUAL MATERIAL

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Mr. Stewart Harris (SH).

City of Cape Town Historic Maps Collection (CoCT).