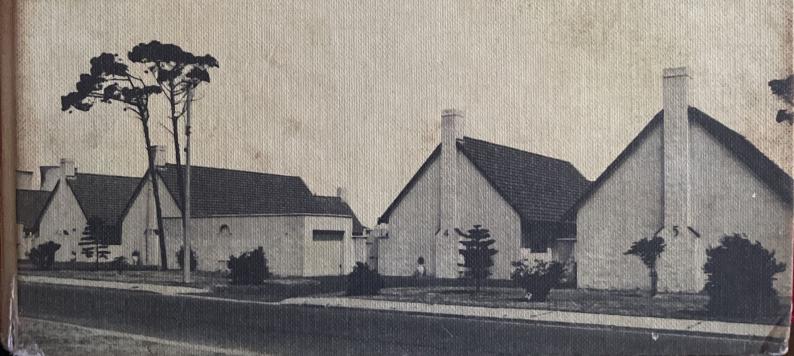
# FIFTY YEARS OF HOUSING



THE STORY OF GARDEN CITIES



# Fifty Years of Housing

1922-1972

The Story of Garden Cities

COMMEMORATING A HALF-CENTURY OF TOWN-PLANNING AND HOUSING IN SOUTH AFRICA

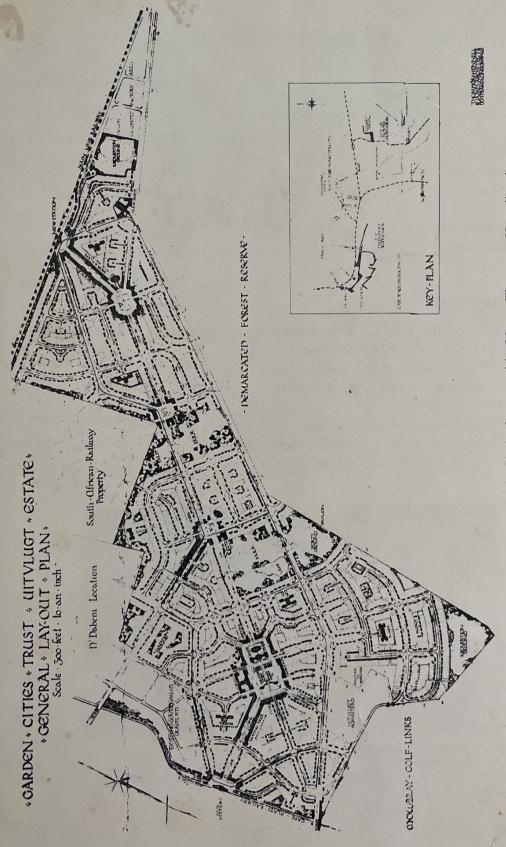
GARDEN CITIES, PINELANDS, C.P. SOUTH AFRICA
December 1972



The Board of Directors of Garden Cities, June 1972

Left to right: C. E. Acton, G. A. W. Lotter, G. H. Copeland, A. P. Burger, S.C., B. Abbott, R. B. Stuttaford (Chairman), H. A. C. Bairnsfather Cloete, S. B. Myers (General Manager), J. S. Stuttaford. Standing: J. S. de Villiers (Engineer), C. J. Bradley (Secretary).

Inset: A. McGregor, P. H. Meyer, M.P.



A copy of the original layout plan for Pinelands prepared by Messrs. Thompson, Hennell and James, Architects of London, in 1919—this layout was the first town planning scheme to be adopted in South Africa

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R. I. B. Hunt, Assistant Accountant

J. P. J. Conradie, B.IURIS., Property Manager (Legal)

R. C. Friend, Property Manager (Administration)

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M. E. Swabey

S. B. Myers

R. E. Stuttaford

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J. C. Nash-Webber, C.I.S., J.P., Secretary

J. W. Smith, Building Construction Manager

<sup>\*</sup> As at January 1973

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The original Estate Office built in 1926 which was later converted into the first shop, known to many old residents as the "Wattle House"—this building was demolished in 1946 to make way for a block of shops, offices and flats



Richard Bawden Stuttaford, Chairman of Garden Cities

### INTRODUCTION

THIS STORY DESCRIBES the realization of an ideal to improve the living and social conditions of citizens, and begins soon after the First World War—a period when there was a widespread mood of pessimism and most men were preoccupied with the then current depression.

Imbued with the writings and practical achievements of Ebenezer Howard, my father proposed the establishment of Garden Cities in South Africa as the means of attaining a similar ideal. His firm conviction and resolute determination overcame the doubts and scepticism of the authorities of the day, and so in 1919 Garden Cities was born.

As I look back to those days when, as a boy, I accompanied my father to his discussions in the Uitvlugt Forest with Bill Logan, Percy Stuart-Horne and Architect A. J. Thompson, I recall his unbounded optimism and faith in the future fulfilment of the objectives of the Trust as it was then called. When he died in 1945—having been Chairman of Garden Cities since its formation—Pinelands, conceived as an experiment in housing, was now an acknowledged success. Its pattern of development and growth has contributed significantly to the advancement of the art of town-planning and housing concepts in South Africa.

This book recounts the story of fifty years of housing and planning achievements for all sections of the population, but my colleagues and I realize that our efforts will have to be doubled to meet the challenges of the future. At this stage of our history, I wish to pay sincere tribute to our management and staff, both past and present, whose endeavours, loyalty and enthusiasm have made the ideal a reality.

R. B. Stuttafud

# A vision is realized

ALTHOUGH THE YEAR 1972 commemorates the completion of fifty years of housing construction, the story of Garden Cities and its achievements in the field of town planning and housing in South Africa began a few years earlier—on Monday, 16 June 1919, to be exact. On this day the Union House of Assembly requested the concurrence of the Senate to the following resolution:

... the withdrawal from the Uitvlugt Demarcated Forest Reserve of a portion thereof, in extent 272 morgen, and grant thereof, together with a further portion, in extent 95 morgen, to the Trustees of the Garden Cities Trust, for the purpose of establishing thereon a Garden City . . .

The debate in Parliament which preceded this request aroused considerable public interest, although the wider significance of the term "Garden City", being new and revolutionary in concept, was not initially understood. Nevertheless, the Founders, later called Trustees, were able to enlist the support of a number of civic-minded persons and officials who enthusiastically identified themselves with this new approach to housing and improvement of social conditions.

Three days later, on Thursday, 19 June 1919, the Senate formally approved the grant of 365 morgen of the Uitvlugt Forest Reserve and the terms of an Agreement to be entered into between the Government and the Trustees. Garden Cities was now firmly and officially established, and Richard Stuttaford, the man who conceived and persevered with the ideal of Garden Cities for South Africa, was elected its first Chairman.

In commenting on events in Parliament the Cape Times in an editorial on 16 June 1919, said as follows:

The Government has often been reproached for failing to tackle seriously the urgent problem of housing in the urban centres, but at least it has met in a generous spirit the effort now being made by a group of private individuals which has been rendered possible by Mr Richard Stuttaford's magnificent gift of £10 000 to cover the initial expenditure . . . The Trustees will, therefore, be able to develop the garden city upon a well-defined plan, contemplating extensive development. There will be room for several thousand homes, each with . . .

# Richard Stuttaford

### Founder of Garden Cities in South Africa

OFFICIAL ACCEPTANCE of a new approach to housing was only achieved after a long and hard struggle waged, in the main, by one man.

Richard Stuttaford was born in Cape Town in 1870 and after serving his early apprenticeship in England returned to South Africa in 1898 and later became a Director of the firm of Stuttaford and Company. He identified himself wholeheartedly with numerous welfare bodies and community projects, and having a deep and wide understanding of the needs of the less privileged, it is little wonder that his conscience was stirred by the conditions he saw around him.

The seed of the garden city idea had, however, germinated in Richard Stuttaford's mind as far back as 1907 when he first became aware of the work of Ebenezer Howard and the embryonic Garden City Association of Great Britain. He was an avid supporter of the principles outlined in Howard's *Garden Cities of Tomorrow*—a book which has endowed all modern languages with the term 'garden city' or its equivalent and which occupies a unique place in international town-planning literature.



The late The Honourable Richard Stuttaford, 1870–1945, Founder of Garden Cities in South Africa

His determination to establish a garden city organization in South Africa reached a climax in 1918 when, as a committee member of the Cape Town Chamber of Commerce that body rejected his practical recommendations for alleviating the housing position. Undaunted by this set-back Richard Stuttaford's resolve to do something in the matter is movingly illustrated in a terse but historic letter he addressed to the Acting Prime Minister, the Honourable F. S. Malan, on 28 January 1919.

Dear Mr Malan,

For some time past, and more particularly since the influenza epidemic, I have given a good deal of thought to the question of better housing accommodation for the people of our larger cities.

I should like to put before you a proposal with regard to this matter, which I am prepared to support with my own money, as I feel certain it will materially help towards the physical and moral improvement of our people.

Will you give me a quarter of an hour to discuss it with you, when if you approve my suggestions, you might introduce me to the Minister who is responsible for this part of the public welfare.

I may say at once that I do not propose to ask the Government for financial help. With kind regards,

I am, Yours Truly, Richard Stuttaford

The request was readily granted and the outcome—the formation of the Trust, the grant of land and Richard Stuttaford's generous donation, forms the background to the chapters which follow.

Richard Stuttaford's vision and foresight is significantly revealed in his own words expressed in 1919 shortly after Parliament had consented to the formation of The Garden Cities Trust.

My policy differs fundamentally from the ordinary policy pursued in the development of land for building purposes. The old method is that the land is cut up and developed with the single aim of bringing the utmost return to the original owner within the shortest space of time; the results, as seen all over the world, are crowded dwellings, the narrowest streets allowed by the local authority, want of air space and recreation space, and sometimes no provision even is made for the proper making-up of the roads.

I maintain that from a public point of view this is economically unsound. In the future it costs vast sums in widening streets and in sanitary and other control, but what is more important, it all tends to fill our hospitals with sickly children and physically unfit adults, and creates breeding places for infectious diseases. It also necessitates many other additional costs, such as police control etc.

For these reasons I consider an entirely opposite policy of land development should be followed. I believe that with reasonable intelligence and foresight on the part of local authorities, and the grant to them of the right to purchase land on their borders in addition to the more sparsely populated districts within their areas, it is possible to develop land in such manner, that, while realising a fair price for the land, the area can be laid out solely in the interests of the future

inhabitants of the town generally. If the community also retains for its own benefit a considerable portion of the income derivable from commercial sites, that will supply the necessary money for the provision of sites for recreation and similar purposes.

Garden Cities have been given this opportunity and it is the Directors' duty and privilege to prove that my ideal can be carried out in practice, is beneficial to the community and is economically sound, and, having done this, to induce other local bodies to adopt the same principle, placing the results of our experience at their disposal and, where advisable, undertaking the development of further areas of land.

Under the free grant of the land made by the Government, Garden Cities is under the further obligation to assist in the erection of houses for all classes of the people.

In the light of conditions prevailing in 1919 these were indeed prophetic and brave words, and exemplify Richard Stuttaford's concept of housing as a social art as opposed to a speculative undertaking.

Richard Stuttaford's interest in Garden Cities, and the improvement of living conditions has been inherited by members of his family, and on his death in 1945 his eldest son, Richard Bawden Stuttaford, succeeded him as Chairman of the Boards of Garden Cities and the Pinelands Development Company, which appointments he has retained to this day.



Pinelands Foundation Stone, laid in 1923 by the Hon. J. C. Smuts

# Garden Cities

### A New Approach to Living

BRIEF MENTION has been made of the Garden City movement founded in England by Ebenezer Howard during the latter half of the nineteenth century, and the impact it made on Richard Stuttaford. What was the background to this completely new approach to the improvement of social and living conditions?

All of us are familiar with the causes and effects of overcrowding and slum conditions prevailing in the towns and cities at the turn of this century, and although the social reformers of the day gained some measure of success in the form of new health and building by-laws, these were merely palliatives and had little or no impact on the overall situation.

The typical residential layout pattern adopted at the turn of the century in surburban Cape Town



Howard's proposals were revolutionary in concept—he suggested the building of new towns, or 'garden cities' as he called them, which would be planned with adequate space for schools, hospitals, roads, playing fields, churches and shops for all the requirements of ideal living conditions. Each garden city was to be a self-contained town, affording every citizen an opportunity for healthy living and industry.

Over the years Howard's ideas gained him considerable and influential support, and in 1898 these were crystallized in his now famous book *Garden Cities of Tomorrow*. In the following year the Garden City Association was formed, and as it grew in international importance and gathered momentum the establishment of garden cities and town-planning became major national political issues.

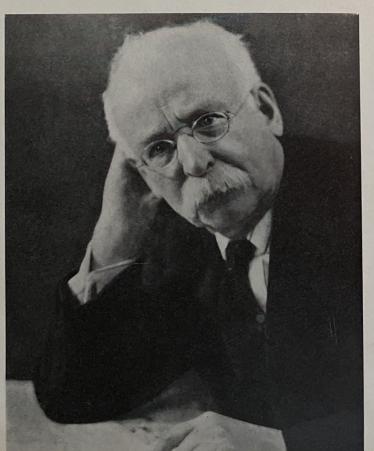
### Letchworth, the First Garden City

In order to translate these ideas into practical reality, the Association acquired a site in 1907, some 55 km from London, on which to build the first garden city of Letchworth.

Letchworth was an immediate success and became the Mecca of housing, planning and social experts from every country. It incorporated all Howard's ideas of viable housing aesthetics, adequate space standards, and maintenance of the environment which he stressed so often. This example led to the introduction of town-planning legislation which was later copied by other countries.

In 1917 the second garden city—Welwyn—was established, which became the model for Richards Stuttaford's future vision.

Ebenezer Howard, by now universally acclaimed and acknowledged as the originator of contemporary town-planning, was knighted in 1927 for his contribution towards the improvement of living and social conditions.



Sir Ebenezer Howard—Founder of the Garden Cities Concept and of Contemporary Town Planning

# Garden Cities in South Africa

### Appointment of Trustees

THE DEED OF TRUST—the instrument enabling Richard Stuttaford and his six founder Trustees to implement their ideas—is a comprehensive and far-sighted document having as its main purpose

... to provide better housing and social conditions for the people, the latter purpose to be construed in its widest sense. All monies derived by the Trustees from their operations shall be devoted solely to the purposes of the Trust.

Since the day the Deed was signed in 1919 the Trustees, or Directors as they are now called, have faithfully carried out their duties in accordance with this aim.

The powers vested in the Trustees are far wider than those exercised by any local authority—they could buy, sell or lease land, operate and control any type of business or farming enterprise, erect structures for any purpose and make by-laws consistent with the provisions of the Trust. The document, modelled on the articles of First Garden City (Limited) of Welwyn, was designed to function without inhibiting controls and the red tape so prevalent in local and central government administrations, and, above all, the Trustees would be free from political, ward or sectional influences and interests.

The opportunity to serve the community under such conditions is indeed a rare one, and from its inception Garden Cities has attracted persons of the highest calibre to its Board. Trustees are obliged to carry out their duties and responsibilities in a creative and business-like manner but may not receive any remuneration whatsoever for their services.

Mr Stuttaford was elected the first Chairman of the Trust, the other founder Trustees being Mr E. R. Syfret, Mr E. S. Steytler, Mr R. Close, K.C., and, in their official capacities Mr A. H. Cornish-Bowden, Surveyor-General, Mr G. A. Zahn, Chief Conservator of Forests, and Mr W. B. Shand, Secretary for Public Works.

The Trust's original capital and finance comprised Mr Stuttaford's donation of £10 000 and the Government's free grant of land, which two donations were to serve as the Trust's self-renewing capital.

The Trust Deed made provision for an increase in the number of Trustees from seven to eleven by the election, in stages, of four additional Trustees to represent residents of the garden cities. This provision was subsequently amended to ensure that not more than one Trustee could be elected to represent a particular garden city. Of the total of eleven Trustees, or Directors, four are elected on a permanent basis, three are appointed by the State and four are elected by residents. The Board of Directors consists of a combination of permanent, appointed and elected persons who, during the past half-century, have worked harmoniously and constructively in the interests of all residents.

In 1928, the Trust became a non-profit utility company in terms of Section 21 of the Companies Act and changed its name to Garden Cities—the incumbent Trustees becoming its first Directors. This change in name and status did not in any way alter the provisions and obligations of the original Trust Deed which were incorporated into the Company's Articles and Memorandum.

Field Marshal J. C. Smuts being welcomed by The Honourable Richard Stuttaford on his return from London in 1942 after addressing both Houses of Parliament at Westminster



### Pinelands

### South Africa's First Garden City

AT ITS FIRST MEETING held in Cape Town on 16 June 1919, the Trustees resolved to prepare a layout plan for its first garden city—Pinelands—which took its name from the trees in the Uitvlugt Forest Reserve. As South Africa had little or no experience in town-planning the Trustees were immediately faced with a number of technical and management problems but, after consultation with the South African Institute of Architects and the City Engineer of Cape Town, they decided to give local architects the opportunity of assisting the planning, and arranged a 'Competition for the Layout of the Garden City' for which a prize of £200 was offered.

It is interesting to record that the competition rules specified for the first time in South Africa the areas of land which were to be set aside for housing, roads and open spaces, and that provision must be made for markets, churches, shops, town hall, museum, post office, schools etc., requirements which today are taken for granted. Competitors were required 'to plan the northern area of land for housing the Non-European population'. This part of the plan was not implemented, but Garden Cities honoured its obligations to the Coloured community, albeit many years later, by developing two estates, Square Hill and Elfindale, of which any country can be justly proud.

The designs for the layout and various types of houses which had been accepted locally were rejected after being referred to Sir Raymond Unwin, the planner of the first garden city of Letchworth, and to other housing experts in Great Britain. Subsequently the firm

of Thompson, Hennell and James was commissioned to prepare the master plan.

Towards the end of 1919 the layout plan was approved, and Albert J. Thompson a young English architect and surveyor, who had been responsible for the design of Swan Pool Garden City near Lincoln, was appointed to 'supervise the development of the Town Planning and Garden City Scheme'. He sailed for South Africa towards the end of 1920.

On arrival, Thompson immediately set to work, and after inspecting the site, modified the original plan. His recommendations were accepted, and South Africa's first town-planning scheme was adopted. Acknowledgment of this event is recorded in the following extract:

The establishment of Pinelands was originally an experiment in Township Development in this country. It has now passed out of the experimental stage and has become an unqualified success and will stand for all time as a monument to those who visualized it, and had the courage of their convictions in the early days.

It was the first genuine attempt at a town-planned area in South Africa, and pointed the way towards the establishment of the first Cape Ordinance for the control of Townships i.e., No. 13 of 1927, and it has proved that a properly-planned area is easier to control, cheaper, more

satisfactory and certainly far more pleasant to live in than the erstwhile haphazard development. (Report of Greater Cape Peninsula of Joint Town Planning Committee, March 1949)

As soon as the plan had been approved Thompson assiduously tackled the questions of provision of services, conditions of the deed of sale, building regulations, the preparation of house designs, a development programme and a host of other matters.

### **Early Progress**

At the beginning of 1921 the layout of the first section of Pinelands was completed and in August of the same year the Trustees applied for a Government housing loan of £200 000 to cover the cost of the first group of houses. Unfortunately this application encountered an unexpected setback. The Trustees had always been under the impression that the Trust would function as a local authority; however, in terms of the Housing Act, gazetted in 1920, housing loans could only be granted to local authorities, and the Trust was thus precluded from obtaining funds directly. The Divisional Council of the Cape refused to administer individual housing loans and it was evident that some form of local authority would have to be formed to meet the situation.

To overcome this difficulty the Administrator declared Pinelands a Local Board Area with three members—one nominated by the Administrator, one by the Trustees and one elected by the residents of Pinelands, and over the years millions of rand have been obtained from the Central Government's Housing Department via the Local Board and later the Municipality of Pinelands.

After the initial acclamation and enthusiasm considerable doubts began to be expressed as to the prospects of the Garden City—so much so in fact, that the Provincial Administration requested Mr Stuttaford to deposit certain of his personal assets with the Administration as collateral security before it would grant any housing loans.

The first house, No. 3 Meadway, was completed in February 1922 and like the many hundreds that followed, was built with a thatched roof—the only roofing material permitted. Over the years, as the risk of fire increased, other types of roofing material were adopted. By the end of 1922 only 19 houses had been built, and public opinion was still uncertain about the future success of the 'town in the forest' and its economic viability was often questioned.

Undaunted, the Trustees carried on with unbounded faith and by 1923, convinced of success, arranged for the laying of the commemorative foundation stone by General J. C. Smuts on 5 May of that year, at which ceremony he said:

I can visualise the day when Mr Stuttaford's great experiment will be held up as an example of what a man with vision can do.

Housing progress continued at a slow rate, and by the end of 1926 the number of occupied houses had increased to a mere 150. It is indeed strange that throughout this period, and notwithstanding his altruistic motives and tremendous personal contribution, Richard

Stuttaford often bore the brunt of unfair criticism and insinuation, but his enthusiasm for his ideal allowed him to overlook these slights and insults which continued for many years.

Early houses of Pinelands with their characteristic thatched roofs in picturesque surroundings





### **Continued Progress**

The following years ushered in a period of worsening economic conditions, and by 1930 the country was in the grip of a world-wide depression. Nevertheless, there was some progress in building activities, and the situation obtaining at the time is succinctly recorded in an editorial in the *Garden City Monthly* of December of that year:

However, here we are at the end of eleven years of endeavour, with very many seen and unfore-seen difficulties to overcome, with a virile Garden City in being, an object lesson to the whole country, with 270 houses of the cost value of approximately £350 000, with approximately 6 miles of tree-planted roads and 6 miles of footpaths, provided with water and electricity, light and power, gas, telephones, bus service, post office, hall, tennis courts, bowling green, school—soon to be—in fact, all the amenities necessary for comfortable, convenient, sunny, healthy, beautiful homes, a practical object lesson in better housing and consequently better living, to the whole of the Union of South Africa.

The promoter can look back with pardonable pride upon such a result and forward to the completion of 'Pinelands', the first South African Garden City.



Another house of characteristic design

# Bridging the gap

### The Formation of The Pinelands Development Company

THE ESTABLISHMENT of the Pinelands Development Company in 1930—at a time of prevailing uncertainty and bleak economic outlook—was a significant milestone in the provision of housing in the garden city. What was the origin of this company, whose contribution then, as now, has been of such great benefit to the individual home-owner and to the community in general?

In terms of the provisions of the Housing Act of 1920, a would-be house-owner could obtain an advance or loan from the State of up to 80 per cent of the cost of a house including the land. Unfortunately, although plots could be bought for as little as £20 from Garden Cities, the average lower-salaried man, whom the Trust primarily intended to house, often found it difficult to raise the remaining 20 per cent of the total cost.

Richard Stuttaford realized that something would have to be done to make it possible for these people to find the additional money to become home-owners—an important factor in the garden city concept—and he established the Pinelands Development Company as a financing company, with an authorized capital of £10 000. Initially, the Pinelands Development Company's main function was to bridge the deposit gap by lending the prospective purchaser a further 15 per cent of the total cost of a house, by way of a second mortgage bond at a considerably lower rate of interest than could be obtained anywhere else. By this means the future home-owner was able to acquire a home with a deposit of only five per cent of the total cost.

In addition to rendering financial assistance, the Pinelands Development Company erected houses on sites made available by Garden Cities, and on completion these houses were sold at cost—a policy which is maintained to this day. Through their joint efforts home-ownership became a reality within the grasp of many who would otherwise have found it impossible.

In the beginning the Company's small issued capital limited activities, but as the years went by it was able to raise loans which, together with interest received from second bonds, enabled it to assist many hundreds of persons to acquire homes, and to finance the construction of additions, including garages, to existing houses.

### The Pinelands Development Company as Building Contractor

In 1945, after the turmoil of war, accommodation was at a premium; building costs and rents had soared and returning ex-servicemen desperately required homes at prices they could afford. At about this time Garden Cities had opened up a new section of 300 sites, and in view of the urgency of the situation offered these to the Pinelands Development

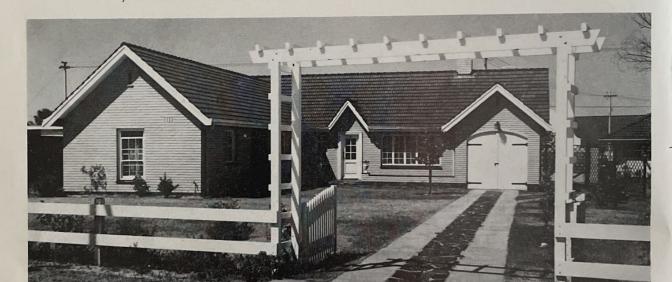
Company, with a proviso that they be all built upon within  $2\frac{1}{2}$  years.

In order to complete this project the Company decided to establish its own building construction unit, and within a few months, during which time hundreds of plans had to be

prepared and approved, the first foundations were cast.

Apart from speeding up the rate of building, departmental work eliminated the contractor's profit and thus reduced the cost of a house. Despite the shortage of skilled artisans and lack of know-how, a building organization was developed from scratch, and the Pinelands Development Company guaranteed to complete all 300 single- and double-storey detached houses within the required period. The Government, although sceptical, provided the necessary finance and the entire project was successfully completed within the stipulated time and well below the estimated cost. From then onwards the Pinelands Development Company has acted as contractor to Garden Cities for the construction of all its houses, flats, shops and public buildings, employing an efficient and highly-trained staff which today includes men who joined the Company in 1945.

The Directors of the Pinelands Development Company, like those of Garden Cities, do not receive any fees or remuneration whatsoever.



These attractive homes, built by the Pinelands Development Company, illustrate the many architectural styles adopted in Pinelands



# Further housing progress

### Additional Land is Acquired

IN THE DECADE following the formation of the Pinelands Development Company in 1930, housing construction continued at a steady pace, and by 1940 the number of houses had increased to 800. Although hostilities had broken out and all development virtually came to a halt during the next five years, the Directors of Garden Cities, confident of the future, began to look ahead. Mr. Stuttaford approached the Government for a further portion of the adjoining Uitvlugt Forest Reserve. By now Pinelands was an acknowledged success, and on this occasion the request was speedily granted and transfer was registered in 1942.









A few of the many fine homes in Pinelands

Immediately after the war when thoughts again turned to expansion and development, it was obvious that the old and new portions of land had to be consolidated and replanned as a homogeneous entity. This consolidation afforded Garden Cities the opportunity of creating a Civic Centre to cater for the diverse needs of a growing and active community and to improve the road system to meet the challenge of the motor-car. In addition, there was need to provide sites for certain amenities and facilities which could not have been envisaged by the planners in 1919.

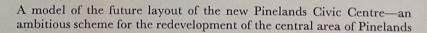
A revised residential layout was prepared in 1947, the salient feature being a centrally situated Civic Centre surrounded by an internal ring road and recreation centre complex.

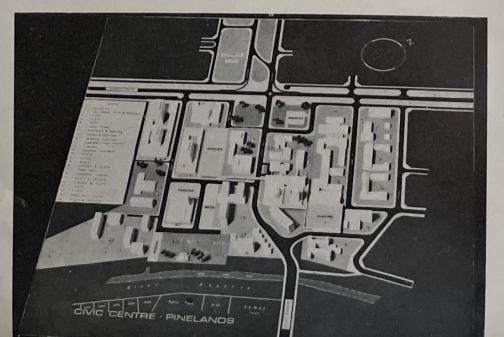
With the formation of the Pinelands Development Company as a large-scale building contractor, Garden Cities was able to accelerate housing progress in Pinelands, particularly from 1945 when the number of houses totalled 950. Today, apart from a few flat sites in the town centre complex, the residential sectors of Pinelands are completely built up. There are now 2 713 detached homes in addition to 520 housing units in the form of flats, special units for the aged and grouped houses. The latter, fully described elsewhere, is an innovative form evolved and developed by Garden Cities in 1966.

In 1972 the population of Pinelands was estimated to be 12 000, and when the remaining sites are developed this figure will rise to 14 000 persons.

### The Town Centre Redevelopment Scheme

With the passage of time the layout of the consolidated area as planned in 1947 has become outdated. The population has increased considerably and, as a result of the ever-increasing number of vehicles and consequent demand for additional parking, the town centre has become inadequate for present-day needs. Fortunately, as the land comprising the entire Civic Centre is owned principally by Garden Cities and the balance by the Municipality, the two bodies were able to embark on a joint scheme for the redevelopment of the Civic Centre and its environs. This ambitious project, approved in 1970, is currently being implemented, and when completed will provide residents with all the amenities and facilities of a modern town.





# The administration of Garden Cities

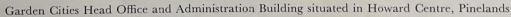
THE ACHIEVEMENTS of the past fifty years, and particularly those of the last fifteen years have embraced not only Pinelands but five other garden city projects spread throughout the Cape Peninsula—some completed, and others now in the course of development. These undertakings, which commenced in 1919, have placed a considerable burden on the administration and its Directors.

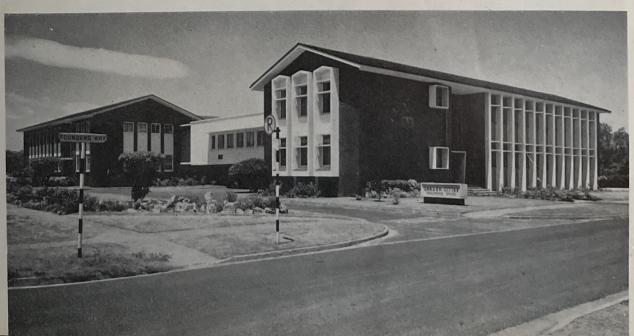
The Company's first Secretary, Mr Percy Stuart-Horne was appointed in June 1919 and operated from an office in Cape Town. He remained Secretary until his retirement in 1938 when he became a Director of Garden Cities and held this office until 1953.

Albert Thompson, the architect, who had earlier been appointed to supervise the implementation of the layout of Pinelands, established a temporary site office soon after his arrival. The work became too much for one man to handle, and in 1922 Mr J. W. P. Logan was appointed to the position of Estate Manager, a post which he held until his retirement in 1945. Bill Logan, as he was affectionately known to all residents, was a man of selfless devotion to a task that occupied him for twenty-three years. A land surveyor by profession, Mr Logan had spent a number of years in Malaya before being engaged to supervise development construction and to survey and peg out the ground. His courtesy and helpfulness left an indelible impression on all who met him, and his contribution to the early success and progress of Pinelands cannot be underestimated.

Another of the early Pinelands officials was Mr R. J. Lonsdale who was appointed the first Secretary to the Pinelands Local Board in 1919, and to the Pinelands Development Company in 1930. He held both appointments until his death in 1936.

In 1926 a new works office was built in Central Square and during the year the administrative staff, which numbered two persons, moved to Pinelands. This office was only vacated in 1936, when it was converted into the first shop known as the Wattle House.



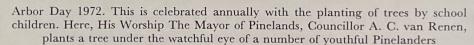


In 1937 Edward George Pettit succeeded Mr Lonsdale as Secretary and, in addition, occupied the posts of Secretary and, later, Manager, to the Local Board and Pinelands Development Company. Mr Pettit, an able and efficient administrator, made an invaluable contribution to the success and growth of Garden Cities and the Pinelands Development Company. On his retirement in 1964 he was succeeded by Selwyn Myers, a civil engineer, who joined Garden Cities in 1944 and who is presently chief executive of both Garden Cities and the Pinelands Development Company.

### Garden Cities and the Local Authority

To most residents, the functions and duties of Garden Cities and the local authority are often confusing and generally misunderstood. As the developer, Garden Cities is responsible for town-planning, the installation of services and for the general development of housing, commercial and social facilities. Essential services and other works, after installation, are handed over to the local authority which is thereafter responsible for their maintenance and possible future replacement. Civic affairs, health matters, traffic control, sewage disposal, cleaning services and the like are all the responsibility of the local authority. The local authority recoups all expenditure on these items from rates levied on developed and undeveloped properties. It is interesting to record that in 1972 the rateable valuation of Pinelands was R62 978 090.

The detailed responsibilities of each body are, therefore, clearly defined, and over the years an excellent spirit of co-operation has prevailed in all matters affecting the public interest. To a large extent this good relationship can be attributed to the establishment of liaison committees of senior personnel from Garden Cities and the local authority.





# The attraction of the Garden City

THIS RECORD SO FAR relates to the origin of Garden Cities and to housing progress in its first creative venture. The story of the considerable social and cultural achievements is yet to be told—an aspect which transforms Garden Cities from that of the traditional builder to that of community developer.

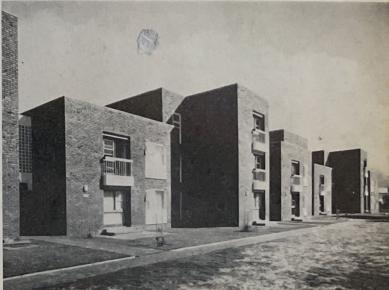
What are the underlying reasons for the success of Pinelands and the other garden cities established so far? Economic factors are certainly of paramount importance, but the opportunity of acquiring a house or a building site at cost in an era when profit and speculation is the order of the day, is only one of many answers.

The physical environment created by Garden Cities through its management and stringent controls embodied in the deed of sale is perhaps the most important contributory factor. Trees may not be removed without permission, plans of all new buildings must be prepared by qualified architects and approved by Garden Cities, advertising and signs are strictly controlled, and so on. In this and other ways, the Company is able to establish and maintain a character and standard of urban aesthetics which cannot be achieved elsewhere. All these controls are imposed indefinitely and do not cease when a property is sold or changes hands.

When planning the road pattern, cognizance is taken of the need for traffic safety, separation of vehicular and pedestrian traffic, provision of adequate open spaces and avoidance of monotony in the landscape. In addition, Garden Cities has always maintained a policy of helping social, cultural and other bodies with material and financial assistance towards the realization of their objectives. The assistance rendered in this manner runs into scores of thousands of rand. These factors all combine to enhance the attractiveness of the garden city and to promote the well-being of its inhabitants.

Garden Cities has erected a number of low-rise blocks of flats in Pinelands—Kindroggan on the left and Turnberry on the right illustrate contrasting architectural styles

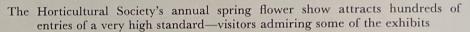




## A Sense of Community Belonging

Of all Garden Cities' achievements, the creation of community pride and sense of belonging are perhaps the most rewarding, but these could not be realized without the active support of its community. As far back as 1923 a handful of residents formed the Pinelands Civic Association to foster and assist the advancement of their garden city. This move was welcomed by Garden Cities who immediately donated a site and erected a small hall as a meeting place. This hall, subsequently donated to the Pinelands Municipality and enlarged, remains the only public-owned meeting place in Pinelands.

The role of the Association is unique in South Africa. It actively assisted, almost on a partnership basis, in the early development of Pinelands, and acted jointly with Garden Cities on a number of specific matters of community interest whilst retaining its complete independence throughout. The Association maintained the closest links with the residents, and actively concerned itself with a variety of matters such as schooling, playgrounds, libraries, markets, tree planting, sporting bodies and civic affairs generally.





The close partnership between the Association and Garden Cities has engendered a community spirit seldom found elsewhere. When the local board status of Pinelands changed to a municipality in 1948, the Association continued to maintain its interest in civic affairs, although inevitably, municipal politics gradually came to the fore resulting in the formation in 1951 of a new body, the Ratepayers' Association. Later, the Civic Association was dissolved and its members merged with the new organization.

### **Social Facilities**

It is a truism that a house is not a home. Garden Cities has always accepted the role of community builder, and has consistently encouraged and promoted social activities which are essential to the establishment of an integrated community. Far too many residential towns in South Africa are developed as purely house-building schemes and will never become dynamic communities because of the lack of encouragement and provision of means for communal activity.

Notwithstanding the substantial donations of land and cash, the establishment and growth of social, sporting and cultural bodies could never have been achieved without the help and support of the Municipality and the voluntary efforts of individual members of the organizations themselves.

A considerable proportion of the money donated for communal facilities has been derived from the Pinelands Amenities Fund, a source which has a unique and interesting origin dating back to 1945. At that time, strange as it may seem, there was considerable public opposition to the establishment of a minor shopping centre in Central Square, and to allay the fears and suspicion of residents, Garden Cities agreed that if shops were built, any surplus accruing from the rentals of these leased commercial premises would be placed in a fund and used solely for amenities.

An aerial view of Howard Shopping Centre, one of the first pedestrian shopping precincts to be built in South Africa—this building, which presently has 41 shops, will be extended to accommodate a variety of additional stores and facilities. Garden Cities offices in the foreground



### Schools

Adequate provision was made in the original layout plan for schools and when, in 1923, the Cape School Board was approached to develop the first of these sites Garden Cities was told that funds were not available, so the Company offered to erect temporary buildings at its own cost. Today, there are four primary schools, a preparatory Church School, a high school and a site for a second high school. There is a combined enrolment of nearly 2 000 pupils. All the schools, are co-educational, and are well-endowed with spacious grounds and facilities to which Garden Cities has made substantial contributions.

The first of the four existing primary schools was opened in 1931, and the others were built to keep pace with housing development. The Pinelands High School was opened in 1952 in a one-room prefabricated building, and moved into its present building during 1953.

The spirit prevailing in the wider community has permeated into school management affairs, and considerable sums have been raised by pupils, parents and staffs towards the development of sporting and cultural requirements. The schools' academic and sporting achievements have been noteworthy, and the garden city can be justly proud of their records.



Shopping in one of the arcades



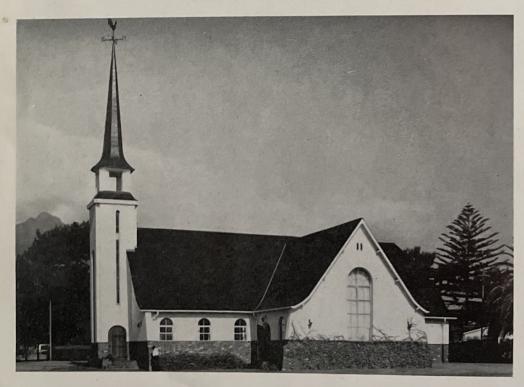
A group of pre-school children busily engaged in creative and artistic activities at the Pinelands Nursery School built by Garden Cities in 1963



The entrance to the Pinelands High School—this School caters for over 600 boys and girls



The original St. Stephen's Church built in 1926 on land donated by Garden Cities—this Church is the oldest non-residential building in Pinelands



The graceful charm of the Pinelands Dutch Reformed Church

Although nursery schools are not yet part of the formal education system, a number of sites have been earmarked for this important need. In addition, there are a number of private nursery schools in Pinelands which comply with the South African Nursery Schools Association's high standards. Sites for nursery schools in Pinelands and other garden cities are planned with particular emphasis on orientation and avoidance of traffic hazards.

### Places of Worship

It is often said that a community without a church is a community without a soul. There are eleven churches of various denominations in Pinelands which cater for its present population of 12 000. It is interesting to record that when Pinelands was established it was the intention to erect a hall for undenominational services, but this idea was later abandoned and when the Church of the Province of South Africa applied for a site in 1922, Garden

Garden Cities has made generous provision for the housing needs of elderly persons here a group of residents enjoy comfort and relaxation in the lounge of Sheldon Park, one of six homes built in Pinelands



Cities amended the layout plan by including a number of sites in Central Square all sufficiently large to accommodate a church and a hall.

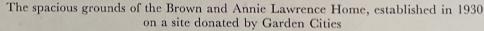
Garden Cities donated the sites to the various congregations, and in the revised layout plan adopted in 1947 the additional church sites were distributed throughout the residential areas to reduce parking and traffic congestion. The donations of land were gestures of considerable value, and made possible the erection of many fine buildings of traditional and contemporary architecture. Great attention is paid to the maintenance of gardens surrounding the buildings which form an impressive part of the landscape.

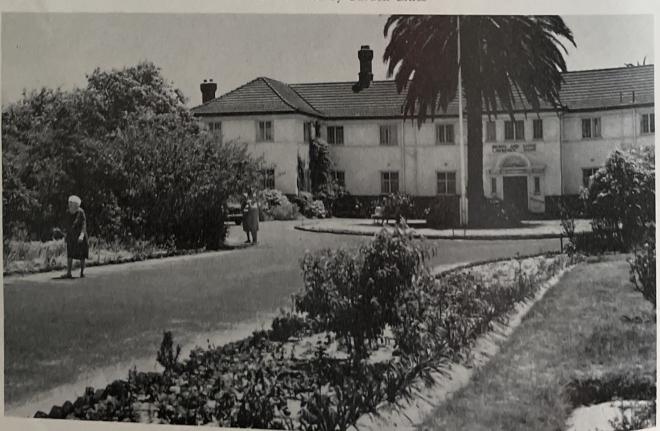
In addition to administering to spiritual needs, the various congregations offer their members a wide range of social and cultural activities.

### Housing the Aged

Fully aware of its responsibilities to the aged, Garden Cities has provided sites as well as financial aid towards the establishment of six homes for elderly persons in Pinelands. These homes accommodate dependent and frail aged persons in ideal surroundings, and the first of these, the Brown and Annie Lawrence Home, was erected in 1930.

Adequate and suitable sites for housing the elderly is basic to the planning of all Garden Cities' towns, and special care is given to the location, orientation and traffic safety requirements of each site. No longer are they situated in quiet and remote parts of the town, but as conveniently close to the town centre as is possible.





Accommodation for the aged in Pinelands is relatively greater than that in any other residential area, and the housing needs of the over-sixty-fives will increase proportionately in the future.

In its new residential layouts, provision is being made for groups of small plots, grouped houses and flatlets for the independent aged in addition to the institutional type building.

### Playgrounds and Playing Fields

Slightly over 15%, or nearly 200 acres of the total area of Pinelands, has been set aside as open space—a figure far in excess of the statutory requirement. This land, which is vested in the Municipality, accommodates the sports fields, bowling greens, tennis courts, playgrounds and parks.



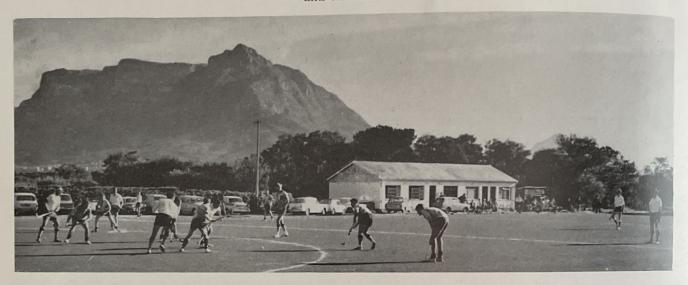
The provision of ample recreation facilities is an important feature of Garden Cities planning—here a group of children and pet are seen at play in one of the many playgrounds

The list of sports clubs and associations in Pinelands is most impressive, and the results of a recent survey indicate that active participation in sport is considerably higher than in other areas. Facilities in the form of bowling greens and tennis courts were provided in 1922 almost immediately after the first few houses were occupied. The Pinelands Tennis Club, which recently celebrated its fiftieth anniversary, has one of the largest memberships in the country, and the two active bowling clubs have six greens between them.

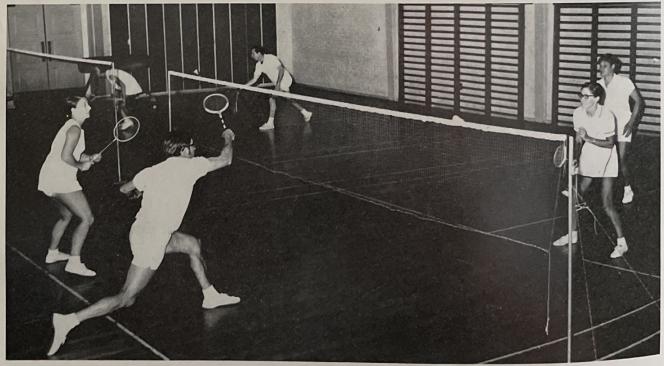
Field sports such as cricket, athletics and men's and ladies' hockey are extremely popular,

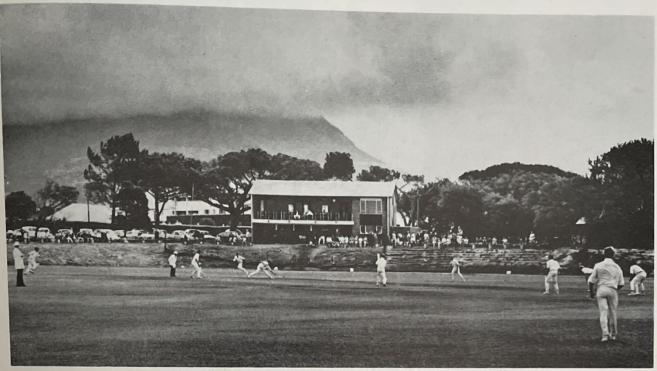
and members of these clubs participate in the first divisions in their respective leagues, and have produced many provincial and national representatives. The Cricket Club was formed in 1934, although the playing fields were laid out by Garden Cities in 1930. The Athletic Club was formed in 1937, and the Men's and Ladies' Hockey Clubs, which each have their own grounds and club-houses, were formed in 1937 and 1938 respectively.

Members of the Pinelands Men's Hockey Club in action—hockey enjoys considerable support in the men's and ladies' sections, each of which have their own grounds and clubhouses



The extent of the popularity of badminton can be gauged by the fact that Pinelands has eight clubs. Members of the Pinecrest Badminton Club in action in the Pinelands High School's J. P. Kent Hall





Cricket on the Pinelands Oval—The Pinelands Cricket Club, founded in 1934, is one of the largest in the Western Province—a photograph of a Saturday afternoon senior league match



Youth organizations enjoy tremendous support—a group of Boy Scouts learning the art of compass reading



Preparing a rope walk-way—Guides of the Pinelands Girl Guides Association practising in the grounds of their well-equipped headquarters

Adult members of the community devote their time voluntarily to instructing young members of the Pinelands Hobbies Club in various handicrafts and leisure-time activities



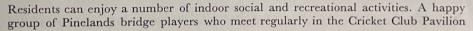
In recent years an Association Football club was formed, and within a comparatively short period its membership has become one of the largest in the province. There are also the archery and jukskei clubs which enjoy considerable support, and a number of smaller clubs. An additional recreation centre is being developed by the Municipality which should be ready early in 1973.

Indoor sports enjoy a large measure of support. There are now eight badminton clubs, the oldest being the Pinelands Club formed in 1925. In addition, there are active boxing, judo, pistol and gymnastic clubs, and moves are afoot to establish a squash club. Over the years Garden Cities has contributed substantially towards the development of these clubs and their facilities.

#### Social and Cultural Activities

For an urban community of its size, Pinelands offers a wide range of leisure-time opportunities for young and old. The list of the organizations catering for indoor and outdoor social and cultural activities is a formidable one, and it is not possible to name them all. However, some idea of the spread can be gained from the following.

For the youth there are well-organized Boy Scout, Cub, Girl Guide, Brownie and Voortrekker groups, all with active memberships, functioning in their own premises. In addition, there are the Sea Rangers, the Ambassadors Youth Club, Netherby Boys' Club and the Pinelands Hobbies Club. This latter club, founded in 1946 on the initiative of Garden Cities, also has its own spacious, well-equipped club-house in which lectures, films and group construction activities take place regularly.





The opportunities for adults are just as great. Associations came into being within months of the first houses being occupied, the oldest of them being the Pinelands Horticultural Society founded in 1922, which today is extremely active and is responsible for the publication of an excellent magazine, *The Pinelands Monthly*, the first issue of which appeared in 1928. There are other cultural clubs or groups, such as the Choral Society, the Writer's Circle, the St Stephen's Repertory Society—whose productions are enjoyed by the wider community of Cape Town—and the Women's Toc H. In addition, there is a Mothercraft Circle, the League of Health and Beauty, the Women's Agricultural Association, Caledonian Society, Victorian Dancing Society and the Ciné, Chess, Bridge and Seniors clubs. The Pinelands Club, completed in 1962 offers its members, young and old, a wide range of social and sporting facilities under one roof.

### Service Organizations

A true community spirit always brings forth community service, and in this respect Pinelands is no exception. One of the oldest of the service organizations is the M.O.T.H.'s Southern Floe Shellhole, whose benevolent activities, together with those of other organizations, such as Toc H and Lodge Kilwinning are well known. More recently, Pinelands has established branches of the Lions and Round Table clubs, whose members have contributed handsomely to the well-being of many handicapped and less privileged persons. Those interested in nursing and first-aid are catered for by the local divisions of the St John Ambulance Association and the Red Cross Society. In addition, there is a very active Police Reserve and a Civil Protection Organization.



A scene from one of the many plays staged by the St. Stephen's Repertory Society

# New living patterns—grouped houses

IN PIONEERING THE DEVELOPMENT of grouped houses, Garden Cities has made a significant and notable contribution in the field of social housing. In the early nineteen-sixties the problems generated by urban and suburban sprawl, and lack of 'life cycle' house planning became apparent to all. Their symptons are well known, manifesting themselves in high costs of services and land, duplication of social amenities and the inconvenience of ever-increasing distance between home and places of work. Garden Cities was aware that the prevailing approach to housing provision, namely, the traditional three-bedroomed house or multi-storey flat was unrealistic, and that a new and rational approach to the housing needs of a community whose members comprised growing and declining families of different sizes and single persons of all ages, was long overdue.

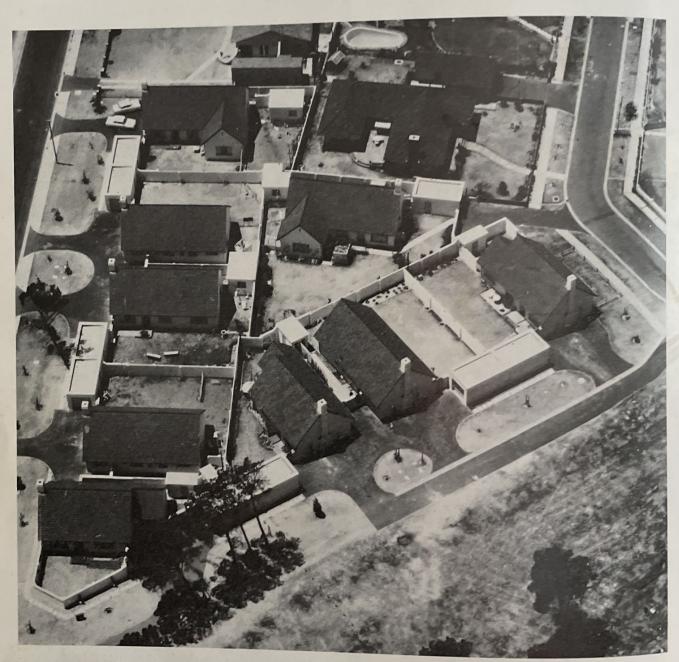
These problems were of particular concern to the Company as, having acquired large tracts of land for two further garden cities, it was essential to avoid the mistakes of the past and to establish a new and advanced pattern of residential living which would be socially acceptable.

Garden Cities researched the broad issues of this subject and quantified the need and distribution of various new conceptual forms of housing, and established criteria for acceptable higher densities in residential layouts. These findings have since been widely adopted throughout South Africa as a basis for future innovative residential planning.

## 'Life-Cycle Housing'

Grouped housing was developed specifically to fill a gap in the provision of 'life-cycle housing'—a new concept which must be explained in view of the fact that its meaning is unknown in South Africa. Home-ownership, a cardinal feature of our housing policy, encourages residential stability and community attachment, but in its traditional form ignores the changing needs of a family which, through the passage of time, first grows and then declines in size. Income levels also change, though not necessarily following the same time pattern. As a result, and due also to physical and financial reasons, many ageing couples can no longer maintain their houses which may have increased to six or seven rooms, and are compelled to move elsewhere. Having lived in a community for the most part of their lives they develop close ties with its people and organizations and find it extremely difficult to adjust themselves to a new environment or to a flat in a multi-storey block which is their only alternative. It was also realized that at the other end of the life scale, there are couples with one or two young children who could be adequately accommodated in smaller houses—and thus at a lower cost—until such time as a larger house was required or could be afforded.

The concept of 'life-cycle housing' takes cognizance of these situations and requirements, and to implement both the need for higher residential densities and housing to suit the requirements of all sections, Garden Cities developed a number of grouped housing projects of varying forms and arrangements all designed to meet four basic criteria, namely, privacy, security, adequacy of size and provision of a reasonable measure of contact with nature.



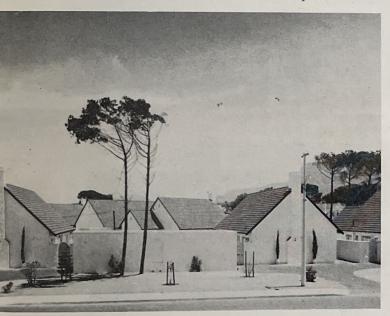
Meerendal—an aerial view of the first Grouped Housing project developed by Garden Cities—this group of nine houses was erected on a site of one acre

1

### **Grouped Housing**

The first of these grouped housing projects, Meerendal, was commenced in 1965 and the latest, Tarragona, was completed in 1971. Basically, each unit in the group is a traditional house varying in size from two to four bedrooms, but by designing the group as a harmonious architectural entity, and by carefully siting and linking each unit in the group the four criteria mentioned can be achieved in all respects as well as the desired higher density.

These projects, all built in Pinelands, were in the nature of an experiment and the many valuable lessons learnt will be incorporated in the design and construction of future projects. The groups vary in size from four to nineteen units, with each group having a character of its own. Unfortunately, the nature of this form of housing is not clearly understood and is often confused with cluster developments.





Above and below left: The charming appeal of Meerendal is depicted in these views from the adjoining roads. Below right: A view of one of the houses showing the private garden in the foreground







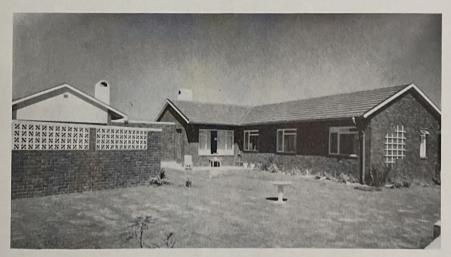
Privacy and a garden area are essential to grouped housing—this picture shows the private garden of one of the units in Meerendal



An aerial view of Lisse Grouped Housing project which clearly illustrates the central entrance court and the interrelationship of each unit—access is gained from the brick-paved court



Lisse: View of entrance to one of the units from the brick-paved court



Lisse: Each house in the group has a spacious secluded north-facing garden

The proposal to build houses on sites of 350 sq m instead of the traditional 800 to 1 000 sq m engendered considerable public concern as well as opposition from certain authorities. However, by the time the first group project was completed these fears were completely dispelled, and today there is an ever-increasing demand for these houses.

The Central Government, local authorities and developers throughout the country have displayed considerable interest in the Company's projects, and although their number is small the impact of this experiment initiated the International Symposium on High Density Housing in September 1972.

Legislative procedures to permit the more effective development of group housing have now been adopted in the Cape and Transvaal, and there is no doubt that this form of housing will in the future prove socially valid and acceptable to a large percentage of young and old couples. However, it is hoped that speculative and commercially-orientated activity in the field of grouped housing will not overlook the fundamental sociological reasons for its original introduction by Garden Cities.



Bird's-eye view of The Turl on the left and Ripelby on the right—two further grouped housing projects developed by Garden Cities during the last few years



The Turl—a view looking northwards which clearly shows how the units have been designed to afford each resident maximum privacy



A view of Ripelby showing the arrangement of the patio gardens

Tarragona: a group of nineteen Mediterranean style houses—this photograph, taken during construction, shows the arrangement of the units which gain vehicular access from the garden court

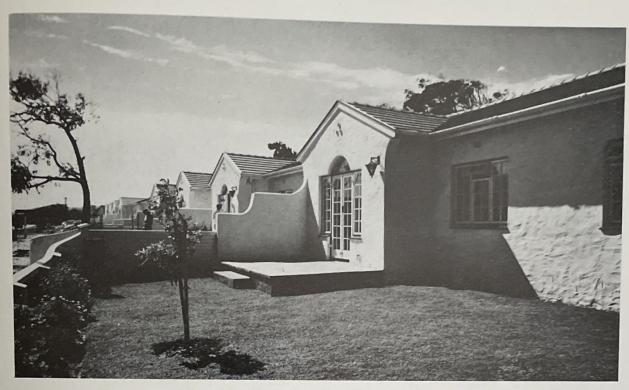




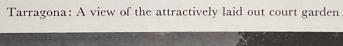
Tarragona: this photograph shows the interesting detail of the linking-walls of each unit



Tarragona: adequate on-site parking is essential to the concept of grouped housing—a portion of the parking space reserved for each unit



Tarragona: A view of one of the gardens showing access from the living-room





PAST AND PRESENT DIRECTORS PINELANDS DEVELOPMENT COMPANY LIMITED		Fisher, B. Fuller, Dr. E. B.		1952–1968 1929–1936
	1930–1941	Gardener, G. F.		1947-1949
Adams, M. J.	1943–1950	Gardner, F.	1945-1948,	1952-1953
Bowes, J. G.	1950–1965	Gargan, T. M.		1945-1947
Clough, M.	1948–1966			1020
Henshilwood, J. N.	1965-	Harvey, N.		1938
*McGregor, A.	1970-	Henshilwood, J. N.		1946–1966
*Myers, S. B.	1943–1945	Hess, E.		1943–1945
Steyn, Mrs. Z.	1930–1945	*Hodgson, R. M.		1972-
Steytler, E. S.	1945–1961	Hudd, H. M.		1939–1945
Stubbs, E. Stuttaford, R.	1930–1945	Hughes, G.		1919–1920
*Stuttaford, R. B. (Chairman)	1945-	Jacquemin, E. L.		1957-1964
*Stuttaford, R. E.	1970-	Jacquenini, E. E.		
*Swabey, M. E.	1965-	Klopper, E. E.		1952
Syfret, E. R.	1930–1937	Klopper, M. D. O.		1945-1950
Wells, F. W.	1962–1972	Knight Robertson, W.		1937-1940
Wells, F. W.		Kotze, J. J.		1937-1944
PAST AND PRESENT DIRECTORS		Kotze, W. M. J.		1964–1966
				1000 1005
GARDEN CITIES		Legat, C.		1920–1925
Abbott, B.	1963-1972	*Lotter, G. A. W.		1968-
*Acton, C. E.	1972-	Lyle, N. L.		1956–1964
Adams, M. J.	1935-1941	Machanick, C.		1953-1955
Adams, M. J.		Malherbe, J. P.		1947-1956
Badenhorst, P. C.	1952–1956	*McGregor, A.		1958-
*Bairnsfather Cloete, H. A. C.	1957–	*Meyer, Adv. P. H., M.P.		1970-
Blersch, H. C.	1955–1960	Murray, Dr. C.		1920-1925
Boocock, J. J.	1931–1932			
Bowes, J. H.	1939–1950	Ohlsson, R. F.		1946–1958
Brunt, H.	1932–1934	D. C.D.		1925-1930
*Burger, Adv. A. P.	1964-	Ross, C. R.		1925-1950
Burton, R. C. F.	1930–1931	Shand, W. B.		1925-1928
Cameron, K. C. N.	1964-1966	Simmonds, B. R.		1936-1937
Chunnett, O. I. R.	1960-1961	Sinton, A.		1945
Clayton, C. H.	1944-1947	Steyn, Dr. Z.		1953-1963
Close, R. W.	1919–1934	Steytler, E. S.		1919-1946
Clough, M.	1947-1953	Stuart Horne, P.		1938-1953
*Copeland, G. H.	1962-	*Stuttaford, J. S.		1966-
Cornish Bowden, A. H.	1922-1939	Stuttaford, R.		1919–1945
Cronwright, G. M. C.	1949-1956	*Stuttaford, R. B. (Chairman)		1945-
		Syfret, E. R.		1919–1937
Deary, D. D.	1954–1963			1000 1070
De Jong, G. A. J.	1951	Thomson, D. J.		1966–1972
Du Toit, Dr. B. A.	1953–1966	Van Renen, A. C.		1950-1957
Du Toit, R. J.	1936–1947	van Kenen, A. C.		
Eaton, L.	1956–1960	Wells, F. W.	1936-1939,	1948-1954
Edwards, J. C.	1929–1938	Winearls, J. R.		1947-1954
	1323 1330			

<sup>\*</sup>Directors in Office