

31 May 2021

## **Ocean Terminal Buildings, Durban Harbour**

### **HERITAGE SIGNIFICANCE STATEMENT RESEARCH REPORT AND ASSESSMENT**

Prepared for : Transnet National Ports Authority

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## 1. BACKGROUND INFORMATION

Lindsay Napier Architect was appointed by the property owners, Transnet, to prepare a Heritage Significance Statement for the Ocean Terminal Building complex at the request of Amafa to supplement the application for the demolition of the Terminal Building.

## 2. TERMS OF REFERENCE

The report refers to KZN Amafa and Research Institute Act no.5 of 2018 and the National Heritage Resources Act (25/1999), which aim to protect heritage resources in Kwa Zulu Natal.

The Ocean Terminal building is protected by Clause 37 : General Protection : *“Structures – No structure which is, or which may reasonably be expected to be older than 60 years, may be demolished, altered or added to without prior written approval of the Council having been obtained on written application to the Council.”*

An **Heritage Significance Statement** is compiled based on the Grading system of the National Heritage Resources Act (NHRA) Chapter 1:3(3) and 7 and the Western Cape Heritage Grading guidelines (See Annexure A) :

Grade I	(National Heritage Resources)
Grade II	(KZN Provincial Landmarks) Listed in Schedule 2 of the KZN Amafa and Research Institute Act 2018.
Grade IIIA	(KZN Heritage Landmarks) Listed in the municipal Town Planning Scheme
IIIB	Generally protected by age (over 60 years of age)
III	Generally protected by age (over 60 years of age) (Chapter 8. clause 37) With contextual significance

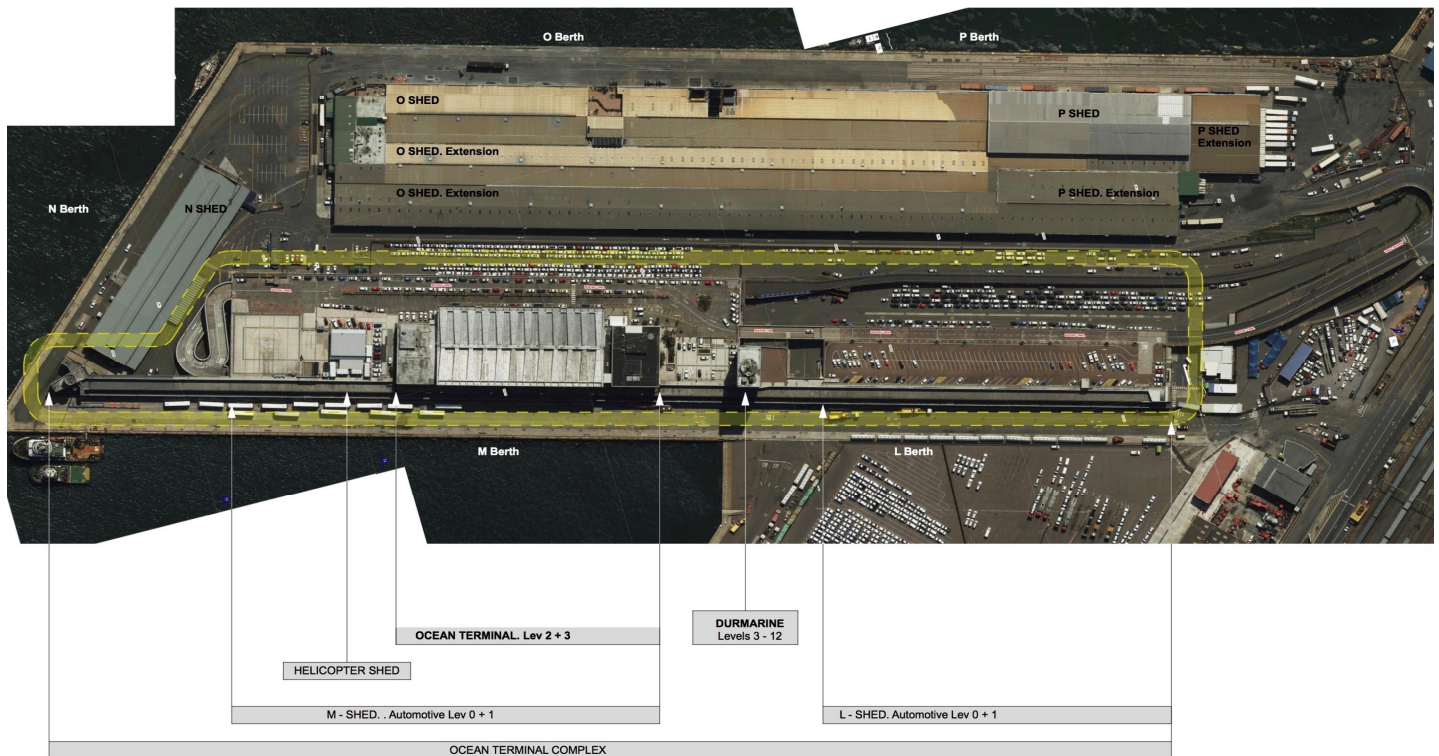
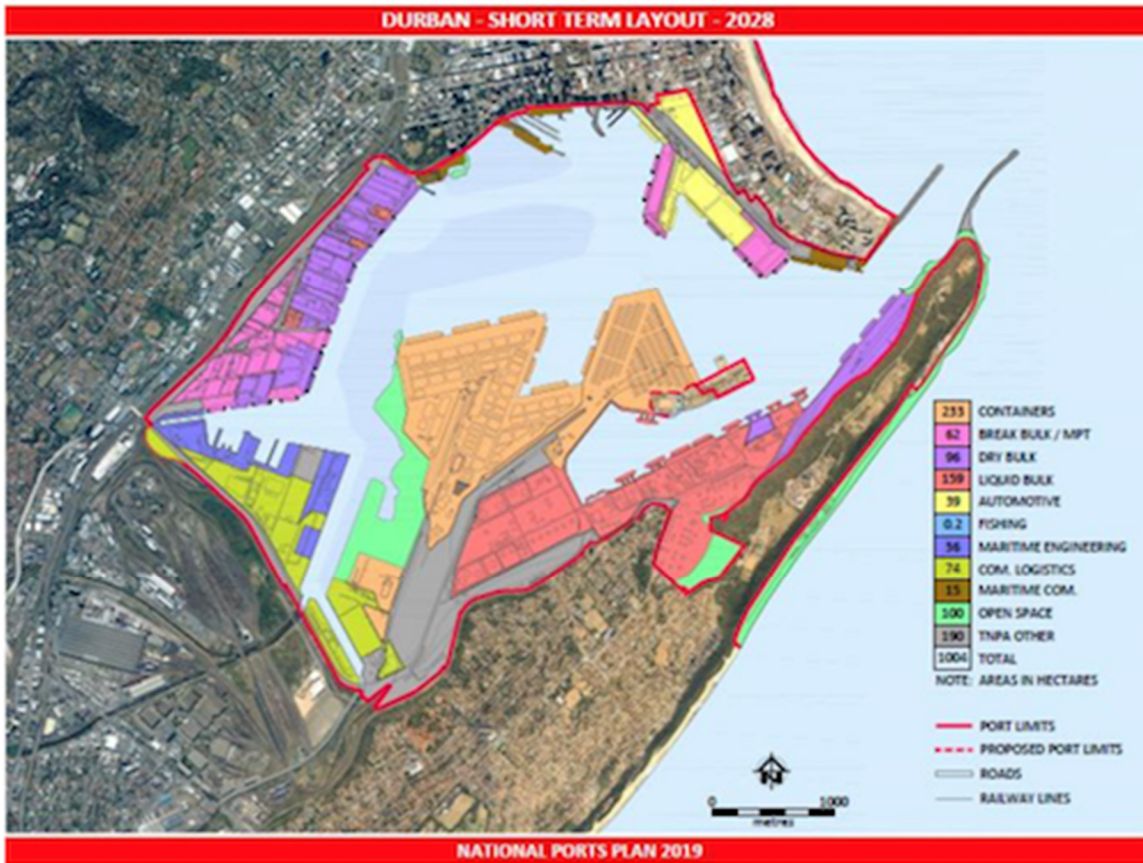
The report is an independent view and makes recommendations to the Heritage authority based on its findings. The authority will consider the recommendations and make a decision based on conservation principles.

## 3. METHODS

Lindsay Napier is an architect experienced in assessment of protected buildings in KZN. She has previous experience in recording historic buildings, surveying townscapes and designing for protected buildings. Paul Dekker is an architect who has experience in surveying historical buildings. The properties were inspected by Lindsay Napier and Paul Dekker on the 20<sup>th</sup> and 25<sup>th</sup> May 2021. Interviews with prominent architects and engineers who worked in that period were interviewed and an external opinion on the grading has been requested from Prof. Frescura, who has published a number of papers on Heritage conservation and grading.

Aerial photographs from DIRSA (Digital railways images of South Africa) and Ethekwini GIS were used to establish the development of the area. SG diagrams and building plan records were used to analyse the history of the property boundaries and age of structures.

#### 4. LOCALITY :



## 5. HISTORICAL, CULTURAL AND SOCIAL SIGNIFICANCE

Timeline :

(1941 – 46)	T-Jetty built
1958	Planning stage of new passenger terminal and cargo stores at the T-Jetty
1959	Zakrzewski & Partners Engineers appointed
May 1959	Construction contract starts
May 1961	Occupation of M shed storage areas Second proposal Presented and accepted by the Durban Port Authority
March 1962	Opening of the Ocean Passenger Terminal
1977	Regular Ocean liner travel ceased
1990	The OTB repurposed by Protekon for the Transnet offices. ZAI undertook the engineering services.
1993 to 2020	N-shed repurposed as a passenger terminal
2020	N-shed operations are halted due to the international Covid-19 pandemic.
2019 - 21	Construction of a new Cruise ship terminal at Berths A-B.
2021	Proposal to consolidate TNPA offices in the eMendi office complex, Port at Coega. Remaining TNPA administrations from Ocean Terminal to be relocated to Queens Warehouse.

### Cultural landscape

The Cultural landscape of the city and port was strongly influenced by the declaration of independence and the formation of “The Republic of South Africa” on 31 May 1961. It was a time of consolidation of the National Party’s laws, economic growth and developments in international travel and export trade.

Ocean Liner travel was a relatively new and exciting opportunity for the younger generations and an opportunity to visit Europe or to work there and likewise South Africa welcomed European immigrants to add to their professional skills base.

The port had already established a working harbour that could accommodate modern ships. The rest of the port operations were unchanged in terms of cultural and social dynamics.

The terminal buildings were governed by the Apartheid law, therefore design had to achieve the required separation, as discussed in section 7 below.

### Mail ships and the Ocean Terminal development

The harbour undertook the development of the Ocean Passenger Terminal in order to service the joint needs of fruit / goods export and passenger travel between SA and England, notably by the Union-Castle Mail Steamship Company.

At the time of its completion in 1962 it was said to be the flagship of port development projects in the country, and harnessed the most advanced technologies in its construction and operations. It included warehousing spaces for goods and fruits across two levels, and a public accessible Ocean

Terminal across two levels above. Port administrative operations were accommodated in an 8 storey office block, known as Durmarine, to the north of the ocean terminal arrival hall.

### **Historical Background to the Port and the Ocean Terminal Building**

The Ocean Terminal Building and associated structures are viewed in the context of the history of the Durban port and the changing modes of transport and trade.

#### **Harbour development**

The historical diagram of the port from 1930, sheet 1, shows the original wharf developments overlaid with the outline of the current wharf development as published in the 2019 Port Development Plan.

The Point wharf and Maydon Wharfs were developed in 1920's. T-Jetty was constructed between 1941 and 1946 as an extension into the harbour in order to accommodate additional berths along the Point wharfs. T-jetty offers 1200m of quayside and prime stacking space. It is surrounded by Port operations and is accessed via the elevated roadways from Margaret Mncadi Road (Esplanade).

The Ocean Terminal Building complex is situated on the East wharf of the T-Jetty at berths L and M, see figure 2. Most recently the expansion of the wharf at J and K berths occurred between 2002 and 2004, had the impact that L berth alongside the ocean terminal was filled in, sheet 2.

The terminal fell into disuse in the years following the introduction of passenger airline flights to South Africa in 1971. Passenger demand dwindled on the Union-Castle mail steamships. The last of the mail ships operated by the then Union-Castle – Safmarine service departed in 1977. After standing empty for several years the Ocean Terminal buildings were repurposed in 1990 – 1993 for the use by the port administration, TNPA. This use continues to this day.

At this time the N shed to the south of the Ocean Terminal was repurposed for cruise operations. One of the difficulties however typically facing cruise terminals is their location within the operational areas of ports. This has been addressed with the construction the new Durban Cruise Terminal at A + B berths alongside the Point Waterfront such that the public need not enter the operational areas of the port. This has free-ed up the T-Jetty berths for port operations.

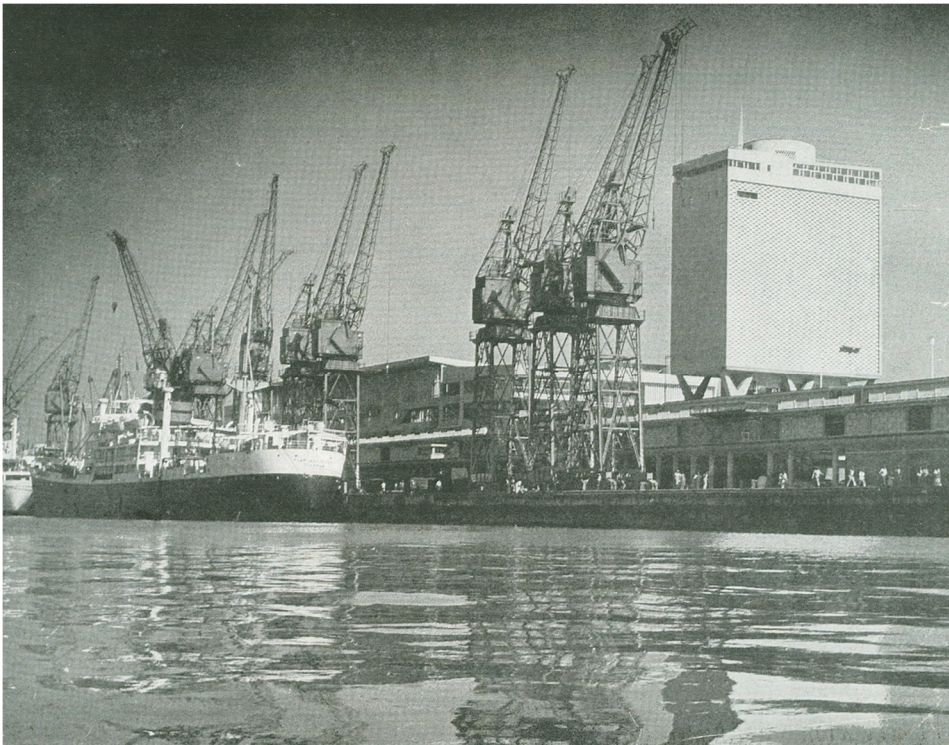
Related changes have followed with the specialisation of cold storage facilities for fruit export being housed at expanded footprints of O and P sheds, and the removal of the first floor pre-cooling chambers on the Ocean terminal M shed storage spaces. These have been used in subsequent years for parking for cruise terminal passengers and overflow parking for the office occupants of the converted terminal building.

The automotive shipment sector has been developed in the area between Mahatma Ghandi rd and the T-Jetty. The land side operations include a multi-storey parkade on Bay Terrace Road, with a dedicated overpass linking directly to the wharf at berth Q. R-Ro automotive ships berth at J to K, M alongside the Ocean Terminal to the East of T-jetty and Q - R to the west. Along with container handling which is managed on Island view to the south side of the port, the automotive sector is a key growth area for the Durban economy. The 2019 Port Development plan indicates an increase to 4 dedicated automotive berths by 2048, from the current status of 3 dedicated berths.

## Port security

In keeping with international agreements regards security at national point of entry and goods distribution facilities, it is necessary that access to port operational areas are strictly controlled. Public and non-operational port staff are not permitted to these areas without prior consent.

This policy and the availability of office space elsewhere is forcing the move of all non-operational staff away from the Port.



## 6. CONTEXTUAL SIGNIFICANCE

The site includes the East wharf of the T-Jetty in Durban harbour which services berths L and M. To the South is N-shed used until 2020 as the passenger cruise terminal. To the West are double volume fruit handling facilities in O and P-sheds.

The site had originally been serviced by rail delivery of fruit and goods. Currently the same access ways are used for the storage of motor vehicles.

Noteworthy features of the site are the extensive views across the harbour away from and towards the T-Jetty. It has been the most significant public accessible building in the harbour. The terminal and its sculptural motif on the city facing West elevation are easily visible from the esplanade waters edge.

The Durmarine office tower standing approximately 36meters above wharf level is the most dominant built structure on the North wharfs of the harbour. To the south, the industrial facilities along the Maydon Wharf, most notably the Sugar Terminal, while not public structures are of a similar landmark quality.

The terminal complex can be viewed from the edge of the CBD (Margaret Mncadi Embankment), from all apartment blocks facing onto the harbour, as well as the Bluff and Berea ridge.





## 7. ARCHITECTURAL AND AESTHETIC SIGNIFICANCE :

### Description of Structures

The overall length of the complex is 600m of wharveside at berths L and M, from the services stair on the south-end of M shed to the North end of L-shed. The complex includes L and M-sheds, Durmarine Building, Ocean Terminal building (OTB), Parking decks, walkways, stairways and vehicle ramps.

M-shed is 2-storeys and is situated beneath the Ocean Terminal building, measuring 70x270m.

L-shed is single storey and situated North of the Durmarine building with an open parking roof deck. The Ocean Terminal Building is positioned on the roof deck of M shed. It is approx 11m in height above its entrance level and measures 140m x 42m wide.

The “Durmarine” building is 8-storeys high positioned on the M shed roof deck and accommodates Port operation offices, with the Port Captain on the top floor.

In terms of construction, the L and M sheds are utilitarian concrete framed structures with brickwork enclosures and staff ablutions and service areas. The L shed roof deck has carefully proportioned structural down-stands with a 25m clear span. The down-stands are both tapered in section and bowed in elevation in alignment to the forces being catered for in various portions of the beam. To this extent it's design refinement is comparable to the level of efficiency in civil bridge designs, not usually applied to buildings.

Both sheds open at wharf level to facilitate loading of goods from rail transport on both sides of the buildings. There had also been a rail entrance at the first floor level to M shed on its North end. Currently the buildings are no longer serviced by these rail links.

The upper floors which include the ocean terminal and Durmarine buildings are accessed directly from the elevated road way from the port entrance gate 3. There is limited access vertically in the complex between the administrative and public spaces at roof level, and the storage spaces on the first two levels.

The Ocean Terminal comprises a well proportioned double volume, concrete roofed public arrivals and departures hall. At either end of the hall are support facilities configured across two floors, which include double volume public entrance lobbies, restaurants and ablutions. The arrivals hall is the most technically intricate building element, and includes a folded concrete roof slab in a V-shaped configuration, viewed in its cross section. The roof is supported on three rows of shaped precast columns. These columns are faceted and tapered towards their ends with molded gussets for the fixing of adjoining building elements, walkways, curtain walls and sunshading. Images on sheet **15** show their profile visible during construction, and sheet **16-17** are structural design drawings. The care assigned to these building elements contribute to the lightness in appearance of the main hall structure and exhibit a high level of sophistication to the structural design of the elements, with depth of members aligning with the imposed loads they carry. Few, if any buildings in Durban display this level of architectural and structural synergy and execution. The quality of the structural elements were realised with both steel and fibreglass shuttering and on-site precast operations. The building frame is stabilized by groups of three hi-tension steel diagonal bracing cords expressed on the interior, in lieu of mass concrete shear walls. This adds to the lightness and transparency of the concourse. The arrivals hall is completely glazed on all elevations. The building's SE facade onto

the wharf has no sun-shading, while the NW facade facing the car park and public arrivals has segmented aluminium sun shading across the facade.

The restaurants had vertical fin sun-shading to the kitchen area on the first floor facade. These have since been removed, and replaced with horizontal aluminium louvres across parts of the NE facade.

The passenger halls were carefully configured to manage arrivals, departures and visitors movement patterns, with public access to the roof deck level, and passengers entering from the SE from a walkway which ran the length of the main building complex. The passenger hall has a baggage tunnel in the upper volume of the first floor M-shed storage spaces. This separated passenger and baggage routes and allowed baggage to enter behind separate counter areas within the arrivals hall.

The Durmarine building has office quality accommodation across eight stories, with a sculptural roof form and is elevated on cast insitu V shaped columns. The underside of the first floor slab over the arrivals foyer has a circular coffered configuration. The same segmented sun-shading from the Ocean Terminal Building covers the NE facade of the Durmarine office block.

Both buildings include sculptural art works attached to the public facades adding to the richness and local adaptation of the modernist built forms. The sculptures and internal mosaics were inspired by nautical and marine themes. There had been a fibreglass galleon on the NE approach to the complex on the Durmarine building, but it is now removed. The galleon was undertaken by Janusz Warunkiewicz who was both principal architect and co-ordinator of the building's art installations. On the NW facade of the Ocean terminal building is a large sculptural motif raised over a mosaic backdrop, both undertaken by John Hooper. The northern public arrival hall included extensive mosaic works.

The building served the purpose of an ocean terminal for less than fifteen years. In 1990 it was repurposed as offices for Transnet staff. A mezzanine level was introduced into the arrivals hall volume in a sympathetic configuration. A central double volume passage, allows the character of the original structure to remain visible to ceiling level. Office mezzanine decks were held short of the SE facade, maintaining the character of the multi volume wharf facing glazed facade. Original flooring of the arrivals hall was maintained, as were most of the building's decorative elements. A detailed description of the design considerations were captured in the Architect and Builder article published in March 1993.

Water-proofing problems of the roof decks and the design of landscaping features resulted in the loss of much of the external landscaping elements.

## **Architectural Significance**

The Ocean Terminal complex was highly celebrated by designers and public, alike, as the first Passenger Terminal Building in South Africa. It was also celebrated for its use of materials and technology – structural concrete, anodized extruded aluminium frames and sunscreens, remote control cooling systems and elevated roadways. The professional team of engineers and architects collaborated with artists to achieve a new aesthetic. Luxurious materials were used to enhance the aesthetic, including marble, terrazzo flooring and timber fittings.

The terminal building made use of structural concrete in the form of a folded slab roof, V-shaped columns, thereby maximising the span and the expanse of the customs and arrival halls. The result was a fresh injection of Modern building design to a previous colonial cityscape.

In terms of influences there is a strong interest in developments in Brazil in the post war years. In contrast to the interwar years where the modern movement was typified by the austerity of material and decoration in Europe. In the post war years and especially outside of Europe, there was a flourishing of local adaptation of the movement, while exploring the limits of reinforced concrete technologies. This was driven largely by the Brazilian architect Oscar Niemeyer who was undertaking the establishment of a new capital for Brazil at the time, sheet 27. His influence reached Portuguese speaking Angola and Mozambique, and to South Africa. In South Africa the manifestation was evidenced in the reference to the works around Johannesburg as 'a little Brazil within the Commonwealth' by architectural critic Pevsner. In Durban projects by Crofton and Benjamin and in Mozambique by Pancho Guedes developed in this context. The same influence was evident in the Ocean Terminal Building under the management of Warunkiewicz. Art works were integrated into all surfaces of the public spaces and the building forms combined the technical purity of the modern movement while integrating more expressive characteristics of exploring structural form making.

On completion the complex afforded a 4-page feature in the Architectural Review magazine, which was a massive achievement in itself in the International arena of architects.

The success of the building and the beauty of the design was noted by designers countrywide and the design became a strong influence and benchmark for South African Architecture in the Modern Movement era.

In contrast to the aspirations of an egalitarian future promised by Brazil's new capital, the terminal building in Durban was burdened during the design resolution stage with Apartheid prescriptions of separate movement routes through all public buildings. This was to be the start of the government's implementation of apartheid policies in public buildings, not previously seen. (Peters 2004). The designs were revised and prescriptions interpreted in a similar vein as the airport outside of Windhoek, completed in 1957 where all facilities were duplicated, but equal. These aspects of the original design were eliminated with the reconfiguration of the terminal building to office use in 1990.

In subsequent years further internal alterations have been undertaken with less consideration of the original building fabric, especially to the south end of the terminal with the creation of the port security centre. The terminal arrivals hall and northern restaurant wing have however retained their intrinsic quality.

## ARCHITECT, ENGINEERS AND ARTISTS. CONTRACTORS

The appointed engineers' principle, **Michal Zakrzewski**, and the principle architect, **Janusc Warunkiewicz** were of Polish decent. They would have trained under the European education system which combined architecture and engineering principles. The professional team brought a European approach to the integration of Art and Architecture.

**Zakrzweski** was known as "Zak" and described by a contemporary as friendly, dynamic, innovative & original. He was born in Poland, and arrived in 1947 to a teaching post in Durban after completing studies in England. In 1952 he established his engineering practise and was appointed on the terminal buildings in 1958. After its successful completion he established the long standing multi-disciplinary engineering firm, ZAI Incorporated. (1903 - 2000)

**Warunkiewicz** and his family escaped Poland in the face of tightening restriction by the communist government and traveled to South Africa in 1951 to work on a Polish pavilion. In 1959 he moved to Durban to become the chief architect on the Ocean Terminal Building. In 1962, his plans to move to Brazil to work for Oscar Neimeyer fall through. Although not clearly documented, he was politically progressive, and was encouraged to remain to work for the liberation of South Africa. Work opportunities allow for his emigration to Canada in 1963. (1910 - 2015)

**Zakrzweski** invited local artists and sculptors to collaborate in the interior and exterior adornment of the complex.

**Warunski** undertook the fibreglass galleon that was on the N facade of the Durmarine building, now missing.

*Daily News March 22, 1962. Interview:*

**Hooper** undertook sculptures - taught at the University Natal Pietermaritzburg, senior lecturer. (1956-62) West Facade, item 5 on sheet 20.

**Bandinelli.** Mosaic works were primarily undertaken by Professor Bandinelli.

**Jim Hall,** (1916-2006). Many ceramic works on public, religious and residential works around Durban. Hall retained repeat commissions from Hans Hallen's architectural firm.

**Hans Hallen** Assisted on works with Warunkiewicz,

### **Contractors:**

Principal contractor **Roberts Construction Pty Ltd**, which later merged with Murray & Stuart construction (1967) to form Murray and Roberts.

Currently the company has been rebranded as Concor Construction under a consortium ownership.

# OCEAN TERMINAL FOR DURBAN



At the official handing over ceremony last year. From left: G. H. Sturt (Shell), S. Worman (Shell), M. S. Zakrewski (Consulting Engineer), J. E. D. Bramwell (Natal Manager, Roberts Construction), F. E. Ingram (Project Manager, Roberts Construction), C. Rezelman (System Manager, S.A.R. & H.), R. Dixon (System Harbour Engineer, S.A.R. & H.).

Above. Dignitaries at the handover ceremony (1962)  
Below. Durmarine building (2021). Photographer A. Buckland



## 8. ASSESSMENT AND GRADING PROPOSAL :

Current Grading in Ethekewini :

Grade I (National Heritage Resources)

Grade II (KZN Provincial Landmarks) listed in Schedule 2 of the KZN Amafa and Research Institute Act 2018

Grade IIIA (KZN Heritage Landmarks) Listed in the municipal Town Planning Scheme

IIIB Generally protected by age (over 60 years of age)

III Generally protected by age (over 60 years of age) (Chapter 8. clause 37)

With contextual significance

The Ocean Terminal Building is a Grade III Heritage Resource due to it's age of 60years.

Criteria used for the assessment of architectural significance of buildings in Durban, developed by Prof.B.Kearney and adopted by Durban City Council in 1984 are as follows :

1. Intrinsic Design Quality
2. Notable example of Building Type
3. Notable example of Style or Period
4. Portions of details of significance
5. Building Technology of local interest
6. Association with prominent Architect/ engineer
7. Intactness of form
8. Intactness of detail
9. Structural and Material Condition
10. Environmental and contextual – City/group/immediate context
11. Historical and Cultural – association with the development of the area/ with a person or event/ with public sentiment

*Reference :“A Listing of Important Buildings and Places in Durban” Kearney (1984)*

The Ocean Terminal Building was designed as a highly sophisticated complex that served multiple functions at the port, therefore the above criteria are applied to the various components to achieve a grading of the whole.

Below is a table of “components” each rated according to the criteria listed above :

The NHRA clause 3(3) lists the following criteria for assessment of Heritage significance. The criteria in bold are relevant to the complex, whereas the others are deemed to be irrelevant :

- **Highly significant association with a:**
  - ~~historic person~~
  - ~~social grouping~~
  - ~~historic events~~
  - **historical activities or roles**
  - **public memory**
- **Historical and/or visual-spatial landmark within a place**
- **High architectural quality, well-constructed and of fine materials**
- ~~Historical fabric is mostly intact (this fabric may be layered historically and/or past damage should be easily reversible)~~
- ~~Fabric dates to the early origins of a place~~
- ~~Fabric clearly illustrates an historical period in the evolution of a place~~
- **Fabric clearly illustrates the key uses and roles of a place over time**

Further to the grading system aforementioned, it is relevant to mention that the nature of the Ocean Terminal Project falls squarely into the purview of DoCoMoMo, an international heritage organisation. Docomomo SA, its South African chapter, confirms it's aim is the 'Documentation and Conservation of Modern Movement in South Africa, focusing attention on sites and buildings of modernity'. These buildings generally fall outside of the general category of heritage resource protection considered by SAHRA in terms of their mandate. Buildings of the Modern Movement Era are slowly being surveyed in SA and the Ocean Terminal Building will definitely fall into the Docomomo SA listing for protection. The building features on their facebook page as a place of interest, 20 April 2021.

Their analytical program aligns with the methods of ICOMOS, International Council on Monuments and Sites. ICOMOS publish internationally recognised guidelines on identification and management of heritage resources.

Table 1	Criteria	1. Historical and Cultural – association with the development of the area/ person/ event	10. Environmental and contextual – City/group/immediate context	9. Structural and Material Condition	8. Intactness of detail	7. Intactness of form	6. Association with prominent Architect/ engineer	5. Building Technology of local interest	4. Portions of details of significance	3. Notable example of Style or Period	2. Notable example of Building Type	1. Intrinsic Design Quality
		Building elements										
	<b>L Shed</b> Levels 0 + 1			○		○	○					
	<b>M Shed</b> Levels 0 + 1			○		○	○	○				
	<b>Ocean Terminal Building</b> Levels 2 + 3	○	○	●	●	●	○	●	●	●	●	●
	<b>Durmarine Building</b> Level 2 - 10	○	○	●	●	●	○	●	●	●	●	●
	<b>South service stair</b> Lev 0 - 2			○	○	○	○		●	○		●
	<b>OTB piazza and parking</b> Lev 2			○		○	○					

L and M-Sheds are rated significant in their structural and material condition, L-shed holds the history of the Cooling system within its structure. Architectural detail is limited to the North façade of L-Shed only.

The Ocean Terminal and Durmarine Buildings are rated with high significance across all criteria, but low on environmental, historical and cultural significance.

The South service stair structure rates high on architectural detail due to its sculptural screen, but its remote location from the Terminal building means that its value could be viewed as an independent feature.



## **Proposed development and threat to site**

The initiative for undertaking the historical assessment results from the application to demolish the Ocean Terminal Building driven by the following needs :

- In order to achieve **enhanced security** around port operations, and aligned with international standards, non-operational port staff facilities are not permitted be located within the operational area of the port. As a result access the Ocean Terminal Building complex which is located within the operational area of the port will be restricted.
- Following the **planned relocation of the cruise ship terminal to A** and B berths at the Point Waterfront Development, the existing N Shed berth on T Jetty is to be allocated to break bulk warehousing and shipments. M Berth alongside the Ocean Terminal has previously been allocated to Automotive shipment, as have J and Q berths either side of T-Jetty.
- In this context, the port authority is seeking to **maximise the development potential for storage activities** rather than office quality accommodation which are dispersed alongside related operational entities within the port area.

There is no apparent requirement for the continued use of the existing office complex in its current format.

The TNPA has proposed that by demolishing the Ocean Terminal Building and helicopter hanger and with the resultant reduction in staff parking associated with these activities there will be significant areas made available for stacking of automobiles destined for export. The estimate is approximately 3000 parking bays across all floors of the complex. It is noted that L and M sheds and the Durmarine building will all remain.

In the long term the Port ~Development Plan indicates that the J berth which services mixed loads will be allocated specifically to the automotive sector. (per 2048 port layout)

### **Conservation potential: Possibility of continued or new use:**

In terms of exploring all possibilities for the continued use or repurposing of the heritage resource, it is valuable to consider that the building is approximately 60 years of age and appears to be in a good state of repair. While there have been roof leaks which are typical of waterproofed concrete structures, these have recently been addressed as a maintenance item and no signs of water ingress are apparent in the terminal building. Further it is important to consider the value of built form and enclosed space in a nation where built form comes at a high price financially and in terms of resource consumption. It is in every case more sustainable for the nation to reuse than to remove and rebuild facilities.

In light of the immediate concerns of the owner, where car parking is of primary import, it is not without possibilities that the required expansion of deck areas could not be realised within the areas allocated to the automotive sector.

These could include:

- increasing the width of the parking decks to the West of the Ocean Terminal Complex along its entire length
- construction of an additional floor plate across L shed.
- construction of additional multi-level parking areas alongside the similar existing facility on Bay Terrace Road.
- removal of the office accommodation within the terminal in order to accommodate storage of goods or vehicles.

In the position of last resort, the building could be vacated and retained for reuse once a clear purpose is found, preserving this space of exceptional quality for a future use which may become apparent with changes in the future.

It must be evident that technology is changing at an increased rate. To that extent the original use of the building was negated within 10 years of its completion. So too may be the value of 520 parking spaces that the current footprint of the building occupies in terms of the proposed car stacking layout issued in support of the owners motivation. This equates to approximately 20% of the 3000 parking bays available for the automotive sector in the complex without considering the possibility of extensions aforementioned being considered.

Further it could be considered that revisions in management of the existing parking capacity may realise increased efficiencies such that the land side holding capacity keep pace with the realised growth of the sector.

## **Conclusion:**

The findings of this report, considering the application of acceptable grading criteria, indicate the **proposed grading of Grade IIIA**

The proposal for grading of the complex as a Grade IIIA intends to protect the complex for a future suitable use. This does not preclude a change of use, provided the integrity of the design and structure is preserved.

Artworks should also be protected as part of the whole and should they be threatened with removal that new locations be considered for them.

The level of protection of the building elements as named on Table 1 should align with their level of significance.

The complex as a whole has conservation potential within the functions of the port. Independent structures could be considered for independent uses.

It is noted that public access to the buildings may be considered as assigning value to this heritage resource, it is noted that these works have maintained relevance while being adapted for purposes beyond their design intent. It is the intention of this statement of significance to award the buildings relevant levels of oversight to ensure that future adaptations in use are undertaken in a manner sensitive to the qualities inherent in the original built form.

## ANNEXURES

### ANNEXURE A:

#### Grade III (Local Heritage Resources)

***Regulation 43 Government Gazette no 6820. 8 No. 24893 30 May 2003,  
Notice No. 694***

**Grade III** heritage resources worthy of conservation should be applied to any heritage resource which

- (a) fulfils one or more of the criteria set out in section 3(3) of the Act ; or
- (b) in the case of a site contributes to the environmental quality or cultural significance of a larger area which fulfils one of the above criteria, but that does not fulfill the criteria for Grade 2 status.

Experience has shown that it is necessary to separate the Grade III category of heritage resources into sub-categories to enable effective management of this category, but the sub-divisions should be simple and easily understood and easily differentiated both in terms of significance and with respect to the implications for protection and management.

It is suggested the grade III category be sub-divided into three sub-categories and it is suggested that the first of these two sub-categories be for heritage resources of local significance and of sufficient significance to be placed on the heritage register. It should be noted immediately that such heritage resources must also be protected through the local zoning scheme or a local by-law: it is recommended that the zoning scheme be preferred for the simple reason that every local authority has a zoning scheme and there are bureaucratic mechanisms responsible for its administration. Drawing up a separate by-law to deal with all heritage-related matters is likely to be extremely time-consuming, is confusing for all parties and finding staff for its administration is unlikely to be successful. Accordingly, it is strongly recommended that heritage by-laws not be proposed until the capacities of heritage resource management agencies reach new levels.

Grade IIIA and IIIB heritage resources, which have sufficient significance to be protected for their individual intrinsic merit, will ultimately be protected by being listed on the provincial heritage register and accommodated in the local zoning scheme. However, it should be noted that placing them on the heritage register may take some time and it is, therefore, recommended that all grade IIIA and IIIB heritage resources be automatically subject to the zoning scheme controls as soon as their grading is confirmed through the approval of the local inventory by the provincial heritage resources authority.

Grade IIIC heritage resources, which are significant primarily because of their contextual significance, are not sufficiently significant to be listed on the provincial heritage register and will be protected only if they are inside conservation areas (heritage areas) declared as such in terms of the local zoning scheme (or in terms of Section 31), although they will continue to be protected through the mechanisms of Sections 34 (the sixty-year clause) and 38 (which enables heritage impact assessments) to the extent that those provisions apply.

### Grade IIIA

This grading is applied to buildings and sites that have sufficient intrinsic significance to be regarded as local heritage resources; and are significant enough to warrant *any* alteration being regulated. The significances of these buildings and/or sites should include at least some of the following characteristics:

- Highly significant association with a:
  - historic person
  - social grouping
  - historic events
  - historical activities or roles
  - public memory
- Historical and/or visual-spatial landmark within a place
- High architectural quality, well-constructed and of fine materials
- Historical fabric is mostly intact (this fabric may be layered historically and/or past damage should be easily reversible)
- Fabric dates to the early origins of a place
- Fabric clearly illustrates an historical period in the evolution of a place
- Fabric clearly illustrates the key uses and roles of a place over time
- Contributes significantly to the environmental quality of a Grade I or Grade II heritage resource or a conservation/heritage area

Such buildings and sites may be representative, being excellent examples of their kind, or may be rare: as such they should receive maximum protection at local level.

### Grade IIIB

This grading is applied to buildings and/or sites of a marginally lesser significance than grade IIIA; and such marginally lesser significance militates against the regulation of internal alterations. Such buildings and sites may have similar significances to those of a grade IIIA building or site, but to a lesser degree.

Like grade IIIA buildings and sites, such buildings and sites may be representative, being excellent examples of their kind, or may be rare, but less so than grade IIIA examples: as such they should receive less stringent protection than grade IIIA buildings and sites at local level and internal alterations should not be regulated (in this context).

### Grade IIIC

This grading is applied to buildings and/or sites whose significance is, in large part, a significance that contributes to the character or significance of the environs.

These buildings and sites should, as a consequence, only be protected and regulated *if the significance of the environs is sufficient to warrant protective measures*. In other words, these buildings and/or sites will only be protected if they are within declared conservation or heritage areas.

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