

BACKGROUND INFORMATION DOCUMENT TO NOTICE OF INTENT TO DEVELOP (NID) IN TERMS OF SECTION 38(8) OF THE NATIONAL HERITAGE RESOURCES ACT, 1999 (ACT 25 OF 1999)

PORTION OF ERF 12459 (MOSEL BAY HARBOUR), MOSEL BAY DISTRICT AND MUNICIPALITY



ON BEHALF OF: AFRO FISHING (PTY) LTD

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STÉFAN DE KOCK

PERCEPTION Planning
7, Imelda Court, 103 Meade Street, George
PO Box 9995, George, 6530

Cell: 082 568 4719

Fax: 086 510 8357

E-mail: perceptionplanning@gmail.com

www.behance.net/perceptionplanningSA



PERCEPTION Planning

URBAN & REGIONAL PLANNING- ENVIRONMENTAL PLANNING- HERITAGE IMPACT ASSESSMENT- URBAN DESIGN

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REFERENCES and ACKNOWLEDGEMENTS

1. Cape Town Archives
2. George Museum Archives
3. Kathleen Schulz, Southern Cape Historian
4. Surveyor General Office
5. Fransen, Hans: Old Towns and Villages of the Cape, Jonathan Ball Publishers. Johannesburg & Cape Town, 2006

ABBREVIATIONS

1. NGSi – National Geo-Spatial Information, Department of Rural Development and Land Reform, Mowbray
2. HWC – Heritage Western Cape
3. NHRA - National Heritage Resources Act, 1999 (Act 25 of 1999)
4. HIA – Heritage Impact Assessment
5. HWC – Heritage Western Cape
6. PHS – Provincial Heritage Site
7. TNPA – Transnet National Ports Authority

COVER: Mossel Bay town and harbour area as per 1957 aerial imagery)Aerial survey 403, Flight Strip 13, Image 3444, NGSi)

1. INTRODUCTION

PERCEPTION Planning was appointed by Afro Fishing (Pty) Ltd (on behalf of the registered property owner, being Transnet Limited, to submit to Heritage Western Cape (HWC) a Notice of Intent to Develop (NID) in terms of Section 38(8) of the National Heritage Resources Act, 1999 (Act 25 of 1999) with relation to proposed redevelopment of a portion of Erf 12459, Mossel Bay (being the Mossel Bay Harbour). The respective Powers of Attorney and copies of the Title Deed and S.G Diagrams are attached as part of **Annexure 1**.

The cadastral land unit subject to this application are as follows:

- Erf 12459, Mossel Bay measuring 11.2616 ha, registered to Transnet Limited, held under Title Deed T66241/1993 and situated within the jurisdiction of the Mossel Bay District and Municipality, Western Cape.

2. BRIEF DESCRIPTION OF STUDY AREA

Erf 12459, Mossel Bay comprises the Mossel Bay Harbour area and is therefore situated directly north of the historic town centre. The proposed development site (± 1.2885 ha in extent) is situated along the southern periphery of said cadastral land unit (illustrated in **Figures 1 and 2**), between Quay 1 (bound by the existing Afro Fishing Cannery) and Quay 5 (presently partly occupied by Viking Fishing).

The proposed development site is essentially the area formerly utilised as part of the I&J Factory (closed during October 2012). The site was put out on tender for commercial / industrial use by the Transnet National Ports Authority (TNPA) as owners of the entire harbour facility. Afro Fishing (Pty) Ltd was awarded the tender to develop the property as per the Transnet National Port Authority's (TNPA) future planning goals for the Mossel Bay harbour. The site is directly adjacent to/ northeast of the existing Afro Fishing Cannery (Figure 2).



Figure 1: Location of study area within broader urban context (CapeFarmMapper 2019, as edited)

During field work undertaken on 6th September 2019 the proposed development site was found to be vacant and generally in a derelict state. The site presently consists of two building complexes separated by an open hard-surfaced (concrete) circulation area with vehicular access directly off an internal harbour road connecting Kloof Street and Quay 4.

The western portion of the site is wedged between Quays 1 and 5 and contains a number of open and enclosed industrial structures. All buildings are of modern construction and, having been left vacant for several years, have suffered damage through neglect. Fencing to the northern boundary of the site has been damaged and exposed cabling was noted. The eastern portion of the site contains former administrative buildings as well as industrial buildings once accommodating e.g. engineering services, store rooms etc. Vehicular access to this portion of the site is directly off the same internal road though the access is located at

controlled Kloof Street harbour access point. Similar to buildings on the western portion of the site, most structures were found to be vacant, stripped of most internal fittings and in a derelict state. Vegetation growth was noted in between buildings. All buildings were found to be of modern construction.



Figure 2: Proposed development site boundary shown within context of Erf 12459 cadastral boundaries and surrounding urban landscape (CapeFarmMapper 2019, as edited)



Figure 3: Proposed development site in relation to direct environs. Note location of stone walling (A – D) (CapeFarmMapper 2019, as edited)

Sections of stone walling constructed using undressed, roughly hewn stone were noted in between buildings on the western portion of the site (**Figures 3, 4**). Some of the stone walls (A, B) had clearly been altered/ added onto. Another section of stone walling serves as plinth to a modern structure. The date of construction of the sections of stone walling could not be determined.



Figure 4: Images of four stone wall sections constructed of undressed stone – respective locations noted in Figure 3. Age could not be determined. Not considered significant.

None of the walls are considered of cultural significance. Photographs of the study area and its environs are attached as part of **Annexure 2** to this report.

3. PROPOSED DEVELOPMENT

The proposal follows the successful outcome of a TNPA tender process as part of which the proposed development site was awarded to Afro Fishing (Pty) Ltd for future development in accordance with TNPA's strategic planning goals for the Mossel Bay harbour¹. The proposal put forward as part of this application is for expansion of the existing Afro Fishing facility to include fish meal and oil reduction processes on the current footprint of the old I&J facility, with a new canning store adjacent to the current Afro Fishing store.

A copy of the conceptual design proposal is attached as part of **Annexure 3** to this report.

The proposal entails the harvesting of industrial fish, e.g. anchovy, red-eye, etc., from local waters for the sole purpose of producing fishmeal and fish oil. The expansion project will include the following components:

- Fish meal and oil reduction plant
- Fish freezing plant
- Cold store
- Fish meal warehouse
- New canned product warehouse

The reduction process will include the following unit operations:

- Cooking
- Pressing
- Liquid-solid separation
- Steam drying

¹ Background Information Document to application for environmental authorisation dated 22nd February 2019, Cape Environmental Assessment Practitioners (Pty) Ltd

- Waste heat evaporation
- Oil-liquid separation
- Cooling / grinding / bagging
- Boilers for steam generation.

The plant will have a capacity to process 1,000 tons per day of raw fish. The proposed project will produce fish meal and fish oil products for export markets. The project will positively impact local service providers, the Mossel Bay economy, SMME's and ancillary industries. In terms of employment opportunities, the expansion will increase direct employment from 341 to approximately 560 persons.

Afro Fishing (Pty) Ltd envisages an investment of R300-350m in this project. The investment will diversify Afro Fishing into other fisheries, namely anchovy, sardinella and red-eye herring. The project will increase the canned fish production of which a large percentage of the canned fish production goes into the National Schools Nutrition Programme where Afro Fishing supplies 'affordable protein' for school feeding.

The design of the plant, especially the use of RTO (re-generative thermal oxidation) is based on a similar facility, Narciso Dias & Filhos, LDA, located in Peniche, Portugal. The reason for this is due to the similarity in location (seaside town) with tourism as a main driver for the economy. The use of RTO in the plant led to significantly improved odour control management and eliminated offensive odour problems previously experienced. The RTO destroys Hazardous Air Pollutants (HAPs), Volatile Organic Compounds (VOCs) and odorous emissions that are often discharged from industrial or manufacturing processes.

4. SPATIAL PLANNING CONTEXT

4.1 Mossel Bay Municipal Spatial Development Framework (2018)

According to the MBMSDF (MB Mun, 2018: 446) it is a spatial objective that future upgrading of the Mossel Bay Harbour area focus on integration with the CBD. Furthermore the proposed development site is situated within a 100m Coastal Protection Zone, which designation is applicable to areas zoned for, *inter alia*, commercial and industrial purposes.

4.2 Mossel Bay Central Precinct Local Structure Plan (June 2013)

The document refers to its study area as being the Mossel Bay CBD and Port areas. One of the primary aims of the LSP was to define spatial planning guidelines and objectives that would contribute to improved spatial integration between the CBD and Port area. Proposals to this effect included, *inter alia*, improved public accessibility to areas within the Port area that do not necessarily pose a security risk as well as release of ±8.5ha land within the TNPA for land uses such as tourism facilities and accommodation, business/ retail, office/ medium density residential, open space, parking and other Port-related uses (MB Mun, 2013: 51).



Figure 5: Extract from MB Central Precinct LSP, 2013: Proposed development site (yellow) within "secure area", no spatial proposals (MB Mun, 2013)

The proposed development site forms part of a “security area” designated in the LSP (**Figure 5**) and thus the above spatial proposals do not necessarily impact upon the proposed development (MB Mun, 2013: P5). Based on the above the proposal therefore appears to be consistent with the broad spatial planning objectives applicable to the subject study area.

5. BASIC HISTORIC BACKGROUND

Basic historic background research focussed on primary sources obtained through the Deeds Office, Surveyor General's Office, relevant secondary sources as well as as research previously undertaken by local historian Kathleen Schulz.

5.1 Early establishment of Mossel Bay

Given the context of the proposal, early heritage themes (e.g. indigenous peoples, maritime history, etc.) pertinent to the coastal village that has become Mossel Bay will not be interrogated in this report. From a colonial perspective, 18th century maps such as those compiled after the first British Occupation (c. 1797²) shows two landing places, namely at Munro's Bay and Pig's Bay, the latter of which was to become the current harbour. The town of “Aliwal” was established in 1848 whilst formal establishment of a local municipality followed in 1852. By then consisting of about 30 dwellings, the village gained importance as a harbour for the export of e.g. wheat, wool, aloe juice, red ochre, etc. produced further inland. Construction of a jetty followed in 1864 by which time the number of dwellings had risen to 120 (Fransen, H, 2006: 269).

5.2 Erf 12459

Initially part of Crown Land, the harbour area as roughly per its current cadastral boundaries was surveyed during 1943. The newly-created “Lot MB Rail 3”, measuring 14.6037 morgen (± 12.5109 ha), became known as Erf 2023³, Mossel Bay soon after. According to SG records only two portions of land were subdivided from Erf 2023 up until 1991:

- Erf 4189 – Subdivided 1967 for the purposes of creating Station Road;
- Erf 12452 – Subdivided 1991 to make provision for a separate erf accommodating staff housing along Station Road.

The entire harbour area was resurveyed later in 1991 to create Erf 12459 in its present form.

Preliminary research undertaken did not highlight heritage themes of historic or social cultural significance pertinent to the proposed development site that may require further focussed research.

6. HERITAGE RESOURCES AND ISSUES

6.1 Built environment

No structures older than 60 years were noted during field work. Similarly, no structures of cultural significance were noted. While four stone wall sections were noted (refer Figures 3, 4), none are considered of any local historic and/or architectural cultural significance.

6.2 Urban landscape context

Analysis of early (1957) aerial photography is useful in providing insight into traditional (i.e. Pre-Modern) landscape patterns and for this reason it was used to inform our understanding of the urban cultural landscape context of the study area and its direct environs.

Aerial survey 403 of 1957 (Figure 6):

- Several railway sidings extending between the station and current Quay 5, the subject site and continuing further eastward can be seen either traversing or skirting the current site boundaries. None of these remain;
- A grouping of smaller buildings along the northwest portion of the site (within close proximity to the quay) line the railway siding extending onto the present Quay 5;
- A large T-shaped building, together with minor outbuildings, fenced into a square-shaped yard occupies roughly the centre of the proposed development site. None of these structures remain;
- The easternmost portion of the site is undeveloped and overgrown by shrubs and trees (possibly milkwoods). This area is traversed by numerous footpaths between the coastline and town area.

From a purely land use perspective the proposed development would not transform/ change the character of the site or area within which it is situated as the existing land use would merely be continued. The proposed use is furthermore consistent with the type of land use that may reasonably be associated with a harbour area. However, given the scale, massing of the two new buildings to be inserted into the existing built fabric along Quays 1 and 5, these may be construed as having a minor impact on long distance views from the townscape towards the easternmost section of the harbour as illustrated in a visual statement attached to this report as **Annexure 4** (Francois van Zyl Architects, 30th August 2019).

² CTA; Leupe Coll. CAR: M1/1412

³ SG Diagram 205/43

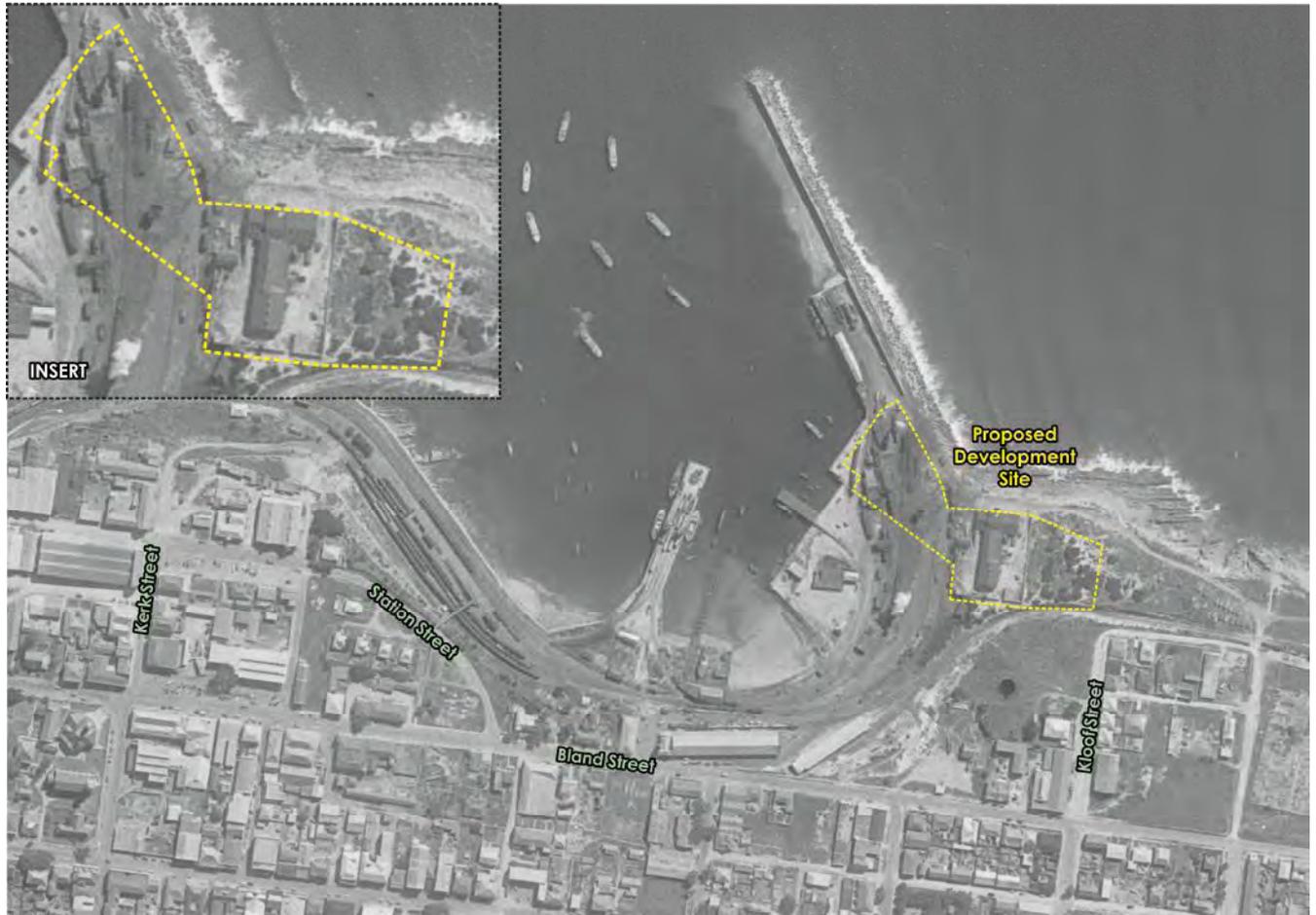


Figure 6: Boundaries of the study area transposed onto 1957 aerial imagery for the area (Aerial survey 403, Flight Strip 13, Image 3444, NGSi)

6.3 Conclusions

The proposed development site forms part of a working harbour area. The proposal put forward as part of this application is consistent with the spatial planning objectives for the harbour precinct as put forward in the Mossel Bay Municipal Spatial Development Framework (2018) as well as the Mossel Bay Central Precinct Local Structure Plan (June 2013). No structures older than 60 years or structures considered of any particular form cultural significance were noted during fieldwork.

While the two new buildings being proposed may slightly alter the roofscape within this portion of the harbour as may be perceived as part of long distance views from higher-lying areas of the town, such impacts are considered negligible and must be viewed within the context of the broader economic contribution of such development within the local municipal area. Taken in conjunction with the above assessment we are therefore of the view that the proposal would not impact on any heritage resources of cultural significance and that the development may therefore proceed.

7. RECOMMENDATION

Having regard to the above assessment, it is our view that the proposal would not impact on any heritage resource of cultural significance and that no further heritage-related studies would therefore be warranted in this instance.

PERCEPTION Planning

12th September 2019

STEFAN DE KOCK

Hons: TRP(SA) EIA Mgmt(IRL) Pr Pln PHP