

**THE CHRIS HANI GRAVE NATIONAL HERITAGE SITE  
AND BERTHA GXOWA GRAVE PROVINCIAL  
HERITAGE SITE IN EKURHULENI METROPOLITAN  
MUNICIPALITY, GAUTENG PROVINCE.**

**Draft Chris Hani Memorial Precinct Heritage Management Plan 2015-2020**



THE CHRIS HANI GRAVE NATIONAL HERITAGE SITE AND BERTHA  
GXOWA GRAVE PROVINCIAL HERITAGE SITE IN EKURHULENI  
METROPOLITAN MUNICIPALITY, GAUTENG PROVINCE.  
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This report has been prepared by Nzumbululo –Siyathembana JV, one of the few consultancies able to combine natural, cultural and social environmental expertise under a one-stop consultancy supported by local expertise and knowledge with sub-Saharan regional reach and experience.

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## ABBREVIATIONS

AIA	Archaeological Impact Assessment
ANC	African National Congress
C	Contractor
CECO	Construction Environmental Conservation Officer
DAC	Department of Arts and Culture
EAP	Environmental Assessment Practitioner
ECO	Environmental Conservation Officer
EIA	Environmental Impact Assessment
EM	Environmental Manager
EMM	Ekurhuleni Metropolitan Municipality
EMP	Environmental Management Plan
HIA	Heritage Impact Assessment
HMP	Heritage Management Plan
NHRA	Nation Heritage Resources Act, Act 25 of 1999
G-PHRA	Gauteng Provincial Heritage Agency
PHS	Provincial Heritage Site
PM	Project Manager
NHS	National Heritage Site
SM	Site Manager
SAHRA	South African Heritage Resources Agency

## EXECUTIVE STATEMENT

The purpose of this Heritage Management Plan is to provide Ekurhuleni Metropolitan Council with a realistic and proactive policy framework for enhanced Chris Hani and Bertha Gxowa National Heritage site and associated heritage conservation initiatives that will involve and engage the local South Park and broader Ekurhuleni communities and national and international stakeholders. This will lead to a better understanding and long-term conservation of this national significant heritage site, and the inclusion of the Chris Hani National Heritage Site and Bertha Gxowa Provincial Heritage Site Heritage Management Plan (HMP) in an effective municipal-wide heritage management program. The Chris Hani Grave and Memorial National Heritage Site (Grade 1 National Site) and Bertha Gxowa Grave Provincial Heritage site (Grade 2) Heritage Management Plan (HMP). The HMP covers the Chris Hani and Bertha Gxowa 's graves and the Chris Hani Memorial and Wall of Remembrance site located in Thomas Titus Nkobi Memorial Park in South Park (South Park Cemetery), Boksburg region of Ekurhuleni Metropolitan Municipality in Gauteng Province. The HMP identifies practical and achievable objectives, actions, and strategies to protect and manage the Heritage Sites.

The Heritage Management Plan has been developed for the Ekurhuleni Metropolitan Municipality to consider. This plan would assist the Metropolitan Council to direct heritage management efforts in a manner that achieves the City's specific and operational heritage objectives, and to inform broader development in the city and promote awareness of local heritage in the community.

The Chris Hani National Heritage Site and Bertha Gxowa Provincial site HMP is designed to ensure that the City of Ekurhuleni's diverse heritage is protected now and for the future. This protection is based on three coordinated approaches that include a process for *managing and protecting sites, a policy indicating the direction and intent of the Metropolitan Council in protecting its heritage, and a strategy to move forward while recognising and encouraging heritage development*. These three coordinated approaches, together with the introduction, comprise the four main areas of the document, and are organized into the following sections:

1. Introduction,
2. Designation Process,
3. Policy Considerations, and
4. Strategy Considerations.

The preparation stage for this HMP involved relevant departments from the City of Ekurhuleni, including Heritage department; Parks and Cemetery services Department, auxiliary development services; and members of the heritage advisory committee; representatives from the Chris Hani and Bertha Gxowa families, the Chris Hani Foundation, and the ANC; uMkhonto we Sizwe, SACP and the consultants, Nzumbululo-Siyathembana JV who coordinated the development of the Heritage Management Plan. The Heritage Management Plan, when approved by the Ekurhuleni Metropolitan Council, would be implemented by the Heritage Program Administrator of the City and the Heritage Advisory Committee.

*It is recommended that the Heritage Management Plan objectives and activities be integrated into the overall Ekurhuleni Metropolitan Heritage Management Programme and other various other future plans undertaken by the metropolitan council which include but not limited to community development programmes, tourism development, education programmes, and social cohesion and inclusion initiatives.*

The Chris Hani National Heritage Site and Bertha Gxowa Provincial Heritage site Heritage Management Plan reflects the current heritage framework of the national Heritage Management process (see the SAHRA Guidelines and the NHRA 25 of 1999). The metropolitan council, the Gauteng province and the SAHRA and Department of Arts and Culture (DAC) all have programs to recognize and manage South Africa's historic heritage resources.

The goal of the Chris Hani National Heritage Site and Bertha Gxowa Provincial Heritage site HMP is:

*To protect the built heritage and cultural landscapes associated with the Chris Hani and Bertha Gxowa Graves and the Chris Hani Memorial; as well as to promote an awareness Ekurhuleni's rich heritage in order to ensure that the stewardship of our heritage; past, present and future is at the heart of the development of our city.*



The underlying principle for promotion of heritage in Ekurhuleni is in keeping with the national heritage protection initiatives: heritage is best protected when it is used. The adoption of new uses for the burial site and associated precinct while retaining their heritage character and overall contribution to Ekurhuleni's sense of place will be a significant contributor to economic and sustainable development of the entire neighbourhood.

Central to any study or evaluation of Ekurhuleni's heritage is a consideration of the historical setting of the place. Taken broadly, this historical setting would include the major influences on the local South Park in Boksburg cultural landscape that the people of Ekurhuleni have created.

The primary tools of heritage protection are the **Ekurhuleni Heritage Survey**, the **Ekurhuleni Heritage Inventory**, and the **Ekurhuleni Heritage Register**. The Heritage Survey is a comprehensive recording and documenting of all potential historic sites in the metropolitan area, including the Chris Hani NHS. The Heritage Inventory is a list of sites that have demonstrated that they are significant to the local history and that they retain the integrity of their historically significant associations. The Heritage Register is drawn from the Inventory and represents those significant historic places that are on the Inventory and have been designated as Historic Places by the City of Ekurhuleni.

It is important to identify the main actors of management in Ekurhuleni, as these diverse groups would carry out the various heritage management functions. The Ekurhuleni Metropolitan Council would have a primary role as they would enact the necessary bylaws and make all official approvals of heritage management initiatives as well as approvals to designate individual historic places. Ekurhuleni has a heritage program team who would oversee implementation of the Heritage Management Plan, provide advice to the Heritage Committee and liaise between the various participants of the heritage management process. The Ekurhuleni Metropolitan development services department may provide technical guidance where necessary.

The Heritage Committee is designed to provide advice to Council on heritage preservation, liaise between council and the community on matters of heritage and implement the evaluation process for potential historic places in Ekurhuleni. Finally, the City of Ekurhuleni has an annual Chris Hani month designated to the entire month of

April each year. This program has a broad public participation and stakeholder consultation platform. This platform has also kept the public involved in matters associated with the Chris Hani and Bertha Gxowa heritage management process, both at the public consultation stage of the annual program. This HMP upon its adoption provides an additional formal stakeholder engagement platform upon which stakeholders would be approached to provide feedback concerning the heritage management process on an on-going basis.

**Policy Considerations**, encompasses the administrative and legal framework for the implementation of this Heritage Management Plan. It addresses both the current heritage framework in the Gauteng province and in the Ekurhuleni, and also elaborates on the main policy considerations for the Metropolitan Council to review before implementing a Heritage Management Plan. Through designation by SAHRA and the G-PHRA as a Grade 1 National Heritage Site and Grade 2 Provincial Heritage Site respectively, the Chris Hani and Bertha Gxowa Graves and Chris Hani Memorial Park Precinct are also eligible for provincial and national funding opportunities.

**The Legislative authority** for heritage management at the municipal level is granted by the National Heritage Resources Act (NHRA), which empowers municipalities, provinces and the national heritage authorities to legally protect locally, provincially and nationally significant places through designation as Local, provincial and national Heritage Resources as contained in NHRA, Act 25 of 1999.

**Strategy Considerations** addresses the aspects of strategy that Ekurhuleni Metropolitan Council should consider, as they are central to effective heritage management. These strategies include heritage initiatives, maintenance strategies and overall integration of the Chris Hani and Bertha Gxowa Graves and Chris Hani Memorial Park Precinct within the Thomas Titus Nkobi Memorial Park HMP.

The **Chris Hani and Bertha Gxowa** Graves and Chris Hani Memorial Park Precinct **Heritage Management Plan has an implementation period** of between three to five years. The financial resources to support the implementation of the heritage management plan will be discussed by the Ekurhuleni Council after reviewing and approving the Heritage Management Plan. The groups who will implement this plan are the main actors discussed in section on the role Players in the Process. This HMP underlines that all areas of Ekurhuleni have potential for heritage significance and the

opportunities provided by recognizing historic places may be capitalized through development and sustainable planning integrating residential, commercial and industrial developments.

The following actions have been identified as the steps required in implementing the recommendations of the Plan:

**Immediate Actions** (within 12 to 18 months of plan adoption)

- Review Heritage Planning Function.
- Review and Adopt a Metropolitan-wide Heritage Register and the Heritage Resources Management Programme, by Council Resolution, along with accompanying policies and procedures for the broad and long term protection of heritage resources including the Chris Hani Grave National Heritage Site and Bertha Gxowa Provincial Heritage site
- The Chris Hani and Bertha Gxowa Graves and the Chris Hani Memorial and fabric should be fully assessed for stability in relation to their state of preservation.
- Adopt the national Standards & Guidelines as the basis for the conservation of physical attributes of the heritage site.
- Develop a consolidated Chris Hani and Bertha Gxowa archival information management system by creating a formal link between various institutions that are individually curating or managing the struggle records.
- Continue to support intangible aspects of Chris Hani and Bertha Gxowa heritage.
- Work with community groups to promote heritage awareness through programming beyond the annual Heritage Month (September of every year) initiatives.

**Medium-Range Actions** (within 18 to 36 months of plan adoption)

- Consider the establishment of a site specific Heritage Advisory Committee to advise Council on Chris Hani and Bertha Gxowa heritage-related issues in the community.
- Continue to add identified other liberation heritage sites in South Park, Boksburg and across Ekurhuleni Metropolitan area for consolidated planning and inclusion to the Heritage Register in order to prevent silo site management approach of significant heritage resources.
- Create an effective and manageable set of incentives to empower the heritage management program in order to attract private investment in the

sector that would eventually benefit site like the Chris Hani National Heritage Site.

- Revise the municipal planning framework to recognize heritage conservation as a core municipal function given the fact that Ekurhuleni is home to high significance national heritage sites such the Chris Hani Grave National Heritage Site and Bertha Gxowa Provincial heritage site.
- Develop communication strategies for cultural resources in order to keep all key stakeholders engaged and informed through out the Chris Hani month heritage management program beyond the annual commemoration events.
- Chris Hani Grave and Memorial are situated within the Thomas Titus Nkobi Memorial Park (South Park Cemetery) broader South Park local community and Boksburg. As such Ekurhuleni City should work with community groups to promote heritage conservation throughout the city and the province.

**Long-Range Actions** (within 48 months of plan adoption)

- Update the Chris Hani National Heritage Site and Bertha Gxowa Provincial Heritage site Management Plan as part to the overall Ekurhuleni Heritage Register as required.

Upon implementation of the Chris Hani NHS and Bertha Gxowa PHS Heritage Management Plan, the following outcomes are anticipated:

- An approach to Chris Hani Site heritage conservation that is broadly valued by the public.
- Contribution to a municipal heritage management program that is supported coordinated and facilitated.
- Support for the owners of heritage sites through a clear and transparent regulatory process and a range of heritage conservation incentives.
- Make Chris Hani Grave Site and Memorial and Bertha Gxowa Grave site more accessible offering opportunities to learn and experience Ekurhuleni community heritage and history.
- Continuous accurate documentation and research for significant liberation heritage resources.
- Opportunities for the development of heritage partnerships through coordination with other National Liberation Heritage sites and institutions involved in the same space.

- Enhanced capacity for heritage stakeholders to assist in heritage awareness and education initiatives.

The result will be a long term HMP that contributes to ongoing heritage management program that is sustainable, and monitored over time to ensure the effectiveness of its outcomes and use of resources.

# 1. INTRODUCTION



Chris Hani Memorial

## 1.1 Introduction

This HMP is designed to cover a multi-layered heritage precinct within the Thomas Titus Nkobi Memorial Park (formerly South Park Cemetery). The heritage resources include Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage Site, the Chris Hani Memorial Monument (consisting of the Wall of Remembrance, Garden of Solitude, the granite line and walk way, and, Walk of Remembrance). For easy of reference, this Heritage Management Plan (HMP) shall be known as the Chris Hani Memorial National Heritage Management Plan.

The HMP is designed to ensure that the Ekurhuleni City's diverse heritage is protected for the future and to appropriately conserve and manage its Heritage values. As consisting of both national and provincial heritage components, the municipality is obliged under the National Heritage Act 25 of 1999 to prepare a HMP for Chris Hani

Memorial National Heritage Site that incorporates the Chris Hani Grave, Bertha Gxowa Grave, Chris Hani Memorial Monument (consisting of the Wall of Remembrance, Garden of Solitude, the granite line and walk way, and, Walk of Remembrance). These heritage resources are an invaluable legacy of the National and provincial heritage as well as the Ekurhuleni region's history, and remain a vital part of the local pride, identity, economy, and tourism potential.

The protection is based on three coordinated approaches that include a process for managing and protecting sites, a policy indicating the direction and intent of the Ekurhuleni Metropolitan Council in protecting its heritage, and a strategy to move forward with recognizing and encouraging heritage development.

One of Ekurhuleni's key underlying principles for promotion of heritage is, in keeping with the national heritage initiative, that heritage is best protected when it is used. The Chris Hani Memorial National Heritage site is an invaluable legacy of the region's role in the struggle against apartheid and towards attainment of democracy, and remains a vital part of the local pride, identity, economy, and tourism potential. The site and associated heritage resources contribute to a sense of continuing community tradition.

## **1.2 The Heritage Management Plan**

Once adopted by the Ekurhuleni Council, the Chris Hani Memorial National Heritage Site HMP is now considered a legitimate and integral part of municipal planning. The Management Plan identifies practical and achievable objectives, actions, and strategies to protect and manage Ekurhuleni's built heritage.

This HMP will be reviewed by Ekurhuleni Metropolitan Council to direct heritage management efforts in a manner that achieves the City's specific and operational heritage objectives, and to inform broader development in the city and promote awareness of local heritage in the community specifically on the Chris Hani and Bertha Gxowa Graves and Chris Hani Memorial.

The preparation stage involved different role players, municipal departments and stakeholders from the within and beyond Ekurhuleni Metropolitan. The Metropolitan's Heritage Department coordinated the development of the Heritage Management Plan. The Heritage Management Plan will be reviewed by the Metropolitan Council, and implemented by the heritage designate or heritage manager of the metropolitan, and the Heritage Committee. It is intended that the Heritage Management Plan

objectives and activities will be integrated with the various other future planning initiatives undertaken by the council.

Throughout the consultation undertaken in the development of this Plan, there was consensus that there needs to be a coordinated and integrated approach to municipal planning for heritage conservation, and also a greater engagement of the entire community in the process of heritage conservation. The purpose of this project is to provide Ekurhuleni Metropolitan Council with an effective and realistic Heritage Resources Management Plan that will proactively develop effective heritage policies and procedures, by enhancing heritage conservation through greater community involvement and engagement of the private sector.

### **1.2.1 The key components of the Chris Hani National Heritage Site and Bertha Gxowa HMP are:**

- Purpose of the plan
- Description and history
- Assessment of significance and summary of current condition
- Management issues
- Aims
- Management objectives
- Specific objectives related to condition
- Work programmes
- Monitoring and review
- Appendices

### **1.2.2 Application**

This Chris Hani Memorial National Heritage Management Plan applies to the Chris Hani Grave and Bertha Gxowa Graves and Chris Hani Memorial in South Park, Boksburg, Ekurhuleni Metropolitan City, Gauteng Province.

### **1.2.3 Goal and Objectives**

The goal of the Chris Hani Memorial National Heritage Management Plan is:



- 1. To protect the built heritage and cultural landscapes of Chris Hani and Bertha Gxowa Graves, Chris Hani Memorial and to promote an awareness of Ekurhuleni's rich heritage in order to ensure that the stewardship of our heritage; past, present and future is at the heart of the development of our city.*
- 2. To develop a mechanism to protect historic resources at Chris Hani Grave, Bertha Gxowa Grave and Chris Hani Memorial.*
- 3. To develop the mechanism such that it conforms to local, provincial and national standards.*

The Heritage Management Plan is a policy document that will guide future initiatives for the identification, stewardship and management of the Chris Hani Grave National Heritage Site, Bertha Gxowa Grave PHS and associated heritage resources in Ekurhuleni Metropolitan City. These resources can be both tangible (e.g., buildings, structures and cultural landscapes associated with the Chris Hani Grave and Memorial and Bertha Gxowa Grave) as well as intangible (e.g., the Chris Hani and Bertha Gxowa Families histories, local liberation and urban cultural traditions).

### **1.3 Statement of Significance**

The Chris Hani Grave site was declared a National Heritage Site in 2010 and Bertha Gxowa Grave was declared as provincial heritage site in 2014. The declaration was a culmination of multiple developments associated with the Chris Hani and Bertha Gxowa legacies in the Benoni region of Ekurhuleni, where they lived. The Chris Hani's national and international status gives the site significant historical context:

- In recognition of Chris Hani's contribution to the struggle against colonialism and his leadership as the SACP Secretary General (1991-1993) and UMKhonto WeSizwe Chief of Staff which led to the collapse of the apartheid regime and dawn of democracy in 1994.
- In honour of Chris Hani as a nationalist who laid the foundations of the internal and external campaign that brought the violent and repressive nature apartheid regime to attention of the international community. He led a successful campaign for the diplomatic, cultural and economic isolation of the apartheid regime while building the SACP, MK and ANC into a formidable mass and armed liberation movements,

regional anti-colonial resistance army, international ant-apartheid movement and a highly sought after diplomatic and political negotiation team.

- Acknowledging the values that Chris Hani fought for all his life as captured in the dedicated Chris Hani memorial and Wall of Remembrance, which comprises the Narrative Centre, memorial wall, Trail between Chris Hani Grave and the Memorial.
- Acknowledging and to honour Bertha Gxowa as a devout liberation struggle stalwart and leader particularly in her role as co-organiser of the 1956 Women's March to the Union Buildings against the apartheid pass laws, her role in the development of the ANC Women's League, local community development initiatives and service to the nation as a parliamentarian.
- For its strong historical and social links with the townships where Africans were generally restricted to during the apartheid era; The Thomas Titus Nkobi Memorial Park (South Park Cemetery's) retention of the major portion of the earliest burials, planting, paths and layout within its confines, its long continuity of use for its original purpose, its links with early development of the township and its prominence within the life and society of Ekurhuleni City.
- For contemplation, remembrance and celebration of lives of the martyrs of South Africa's Struggle for the freedom of all humanity.

### **1.3.1 Elements of Particular Significance**

The following buildings, areas, structures and section shown on Map 1 within the Thomas Titus Nkobi Memorial Park (South Park Cemetery) Precinct are of particular significance:

1. The Chris Hani grave
2. Bertha Gxowa Grave
3. Chris Hani Memorial
4. The Chris Hani Memorial wall of remembrance.
5. Chris Hani Memorial and Legacy Pathway leading across the site
6. The memorial landscaping
7. Intangible heritage inherent to Chris Hani's status as a struggle icon
8. The entire of Thomas Titus Nkobi Memorial Park cemetery where several other struggle icons and liberation movement heroes are buried.
9. All Thomas Titus Nkobi Memorial Park pathways, landscape, memorial installations, and individual gravesites.



## 2 OVERVIEW OF THE HERITAGE MANAGEMENT PLAN



### 2.1 Introduction

This section describes the purpose of the Heritage Management Plan, the developers of the Heritage Management Plan and the users of the Heritage Management Plan, that is, those who will implement the plan. The introduction will describe the physical context of the geographic area, the historical context of the area, the key areas of built heritage, and the current heritage policy context.

#### 2.1.1 Designation Process

The proposed implementation activities and roles in the Heritage Management Plan process will be described. The processes for evaluation and designation will be elaborated.

#### 2.1.2 Policy Considerations

This section discusses the context of heritage site by drawing on the relevant legislative authorities; the NHRA, Act 25 of 1999. The local context will also be discussed, including

the existing planning framework of the metropolitan such as the Municipal Spatial Planning and Development Frameworks and the zoning by-law.

### **2.1.3 Strategy**

This section presents the direction for the implementation of the plan and gives it a time frame, while also addressing the resources available for the implementation, and the monitoring and evaluation of the plan over time. Finally, maintenance strategies for surveys, inventories and registers will be addressed.

## **2.2 Site Location**

Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS are located at Thomas Titus Nkobi Memorial Park (South Park) Cemetery, coordinates 26° 16' 45.55" S 28° 13' 28.55" E, in South Park, Boksburg within Ekurhuleni Metropolitan Municipality (Figure 1).

**Figure 1:** Location of the Chris Hani and Bertha Gxowa Graves and Chris Hani Memorial within the **Thomas Titus Nkobi Memorial Park** (South Park Cemetery). The Chris Hani Grave is the core of the National Heritage Site and Bertha Gxowa is core of the Provincial Heritage site (red boundary).



### 2.3 Management Framework

Chris Hani Grave was declared a National Heritage site in **2010** placing it under the protection of the South African Heritage Resources Agency's (SAHRA) jurisdiction. Bertha Gxowa Grave was declared as a provincial heritage site in 2014 placing it under the protection of the Gauteng Provincial Heritage Resources Agency. The Parks and Cemetery division of the Ekurhuleni Metropolitan Municipality manages the Thomas Titus Nkobi Memorial Park site where the heritage resources are situated. The Parks and Cemetery division are responsible for the management and maintenance of the graves and memorials and the accompanying interpretive installations and centre within the precinct as well as access control and all infrastructures within the park.

The Hani and Gxowa families also retain their traditional management role of the gravesite and memorial. The Chris Hani Foundation, uMkhonto we Sizwe, SACP and the ANC are also key stakeholders in the management of the site.

### **2.3.1 Heritage Listings**

Chris Hani Grave and Bertha Gxowa grave are listed as a national heritage site and provincial heritage site respectively in accordance with section 27 (5 & 6) of the NHRA, Act 25 of 1999. The former site was classified as a Grade 1 Heritage site for its significance as a representative of Chris Hani's contribution to liberation movement that led to the collapse of the apartheid regime. Chris Hani is specifically noted for his charismatic stance against the apartheid regime. In the same light, Bertha Gxowa is hailed as a dedicated anti-apartheid leader who led women in various capacities against the apartheid regime including the Women's March of 1956 to the Union Building. The burial and memorial sites are set within the broader Thomas Titus Nkobi Memorial Park (South Park Cemetery), Boksburg, Ekurhuleni.

### **2.4 Natural, Physical and Cultural Setting**

Chris Hani and Bertha Gxowa Grave as well as Chris Hani Memorial site are located in a functional cemetery situated in the built-up area of South Park medium density residential area. The precinct is located in South Park, Benoni, where both Chris Hani and Bertha Gxowa resided during part of their lives. The site consists of the Chris Hani Memorial situated within the Thomas Titus Nkobi Memorial Park (South Park cemetery). The precinct comprises the Chris Hani Grave, Bertha Gxowa Grave and other struggle icons graves. Ekurhuleni Metropolitan actively stewards its heritage and promotes the awareness and appreciation of its struggle history as envisaged by the management of the Chris Hani Memorial.

### **2.5 The historical Context of development of the site**

It is said that Chris Hani chose his burial place well before his assassination on the 10<sup>th</sup> of April 1993. The legacy of Chris Hani was celebrated throughout the country with events such as the renaming the Baragwaneth Hospital to Chris Hani Baragwaneth Hospital, Thembisile Hani Municipality, Chris Hani District Municipality and many other significant places. Chris Hani Memorial and wall of remembrance in Thomas Titus Nkobi Memorial Park dates back to 2006 plans that were followed with the formal declaration by the Ekurhuleni Metro Council that set aside the month of April in 2006 as the Chris Hani Memorial Month during which the legacy of Chris could be celebrated. Initiatives included the 2007 renaming of the Baragwaneth Hospital. In 2014, the metropolitan

council commissioned a new Chris Hani Memorial and Wall of Remembrance design and construction. In 2014 a monument was designed and constructed adjacent to Chris Hani's grave within Thomas Titus Nkobi Memorial Park. In 2015, the memorial site was commissioned and dedicated by the President of the Republic, JG Zuma in April 2015.

### **2.5.1 Contemporary Setting and Heritage Features**

All the developments described above were in line with the South African Department of Arts and Culture's (DAC) Legacy Projects to honour prominent Liberation Struggle icons. The Chris Hani Precinct development focused on the legacy of Chris Hani as a hero of the struggle and national iconic figure. In addition to nominating the site as a national heritage site, the council implemented a series of interventions for community development and rehabilitation of existing infrastructure. Similar attention has been dedicated to other struggle icons such as the national hero Bertha Gxowa whose grave is a declared PHS and is situated within the Thomas Titus Nkobi Memorial Park. Overall the development and dedication of the Chris Hani Memorial was to honour all national heroes and martyrs that gave their lives in the struggle for human right and democracy in South Africa.

The built heritage and cultural landscapes of South Park reflect the economic, social and political history of the Ekurhuleni region and the local area. The complete Chris Hani Memorial site would consist of the existing facility by means of the Legacy Pathway leading across the site; a statue of Chris Hani and information transfer panels within the memorial park.

### **2.6 Relevant Documentation**

The following documents were referenced in the preparation of the HMP:

Nov 21, 2014 - 27 (6) of the National Heritage Resources Act 25 of 1999, PHRA-G hereby declares "The Grave of **Nonkumbi Bertha Gxowa** " as a Provincial Heritage Site.

<https://www.greengazette.co.za/.../national-heritage-resources-act-25-199>



## **2.7 Public Consultation**

### **2.7.1 Key Stakeholders**

A comprehensive public consultation process will be determined once the initial stages of developing the heritage plan are complete and there is a sufficient framework established to generate public response to this HMP and as part of the Ekurhuleni Council's implementation of the plan over the next five years.

During the development of this HMP, initial consultation was undertaken with key stakeholders as identified in a list provided by the Ekurhuleni Metropolitan Municipality. Stakeholders were initially contacted by telephone (where possible) and follow up was undertaken via email correspondence. The consultation was undertaken to inform relevant stakeholders about the development of the HMP, comply with legislative requirements under the NHRA Act 25 OF 1999, seek views and information from stakeholders about their perception of the heritage values of the site, obtain information about heritage management issues, expectations and ways of addressing these issues in the HMP. Initial responses were received from the Department responsible for the heritage. The key stakeholders included:

- Ekurhuleni Metropolitan Municipality;
- Ekurhuleni Heritage Division;
- Chris Hani Foundation;
- Chris Hani Family;
- Bertha Gxowa Family;
- UMkhonto we Sizwe;
- The SACP;
- The ANC;
- Department of War Veterans

### **2.7.2 Community Consultation**

In order to correctly assess the community heritage values for continuous management, consultation were undertaken with the local community. The City of Ekurhuleni has an annual Chris Hani Remembrance program designated to the entire month of April each year. This program has a broad public participation and stakeholder consultation platform. This platform has also kept the public involved in matters associated with the Chris Hani heritage management process, both at the public consultation stage of the annual program. This HMP upon its adoption provides

an additional formal stakeholder engagement platform upon which stakeholders would be approached to provide feedback concerning the heritage management process on an on-going basis.

## **2.8 Municipal Best Practices**

This HMP has emphasised that effective application is subject to broad Ekurhuleni-wide heritage management program. This HMP study looked at relative population, heritage initiatives to dates, the extent of incentive and heritage awareness programs, and current staffing levels. It was found that council has no permanent heritage awareness program. However, the council has a permanent annual Chris Hani remembrance program. Although the local communities have access and use the Chris Hani Heritage Precinct facilities through out the year, this study did not identify any standing arrangements that draw direct contribution of the local community in the planning of approaches to the heritage management. A critical observation is that the Chris Hani heritage resources do not exist in a vacuum and as such may not be managed in isolation or in a silo approach isolating the site from the broader heritage resources base of Ekurhuleni.

Therefore, the "best practices" extracted from this HMP study have been used to assist in the formulation of a recommended heritage management program framework for the broader Ekurhuleni Metropolitan area. In general, municipalities that have active heritage programs have certain key elements in place that form the basis for effective heritage management:

### **Heritage Planning**

Dedicated staff is provided to ensure a point of contact with the public on heritage issues, and effective management of the heritage permit application process. Most of these municipalities have designated heritage resources. Most of these municipalities have a Heritage Register that officially identifies significant heritage sites.

### **Heritage Education & Awareness**

Most of these municipalities have undertaken heritage education and awareness initiatives, often through community partnerships.

### **Heritage Partnerships**

Almost all municipalities have established a Council-appointed heritage advisory committee. Other community partnerships have been developed to assist program delivery. The private sector is engaged through different levels of heritage incentives that promote and facilitate conservation projects.

### 3 UNDERSTANDING THE HERITAGE SITE



#### 3.1 Chris Hani - Historical Context and a Summary History

The following is a summary history of the Chris Hani. Thembisile Chris Hani was born on 28<sup>th</sup> of June 1942 to Gabriel and Marry Hani at Sebalale Village, Cofimvaba District in Transkei. He started school at the local Catholic Mission School and was subsequently enrolled at the Matanzima Secondary School where he matriculated in 1959. On matriculating he qualified to enroll for degree purposes at Fort Hare University.

Martin Thembisile Chris Hani joined the ANC in 1956 and the Youth League in 1957. He joined the SACP in 1961 the same year he joined Umkhonto We Sizwe (MK). He was arrested in 1962 under the Suppression of Communism Act and was exiled to Lesotho in 1963. He was sent for military training to Russia and returned in 1967 and joined the struggle in Zambia. He participated in the famous Wankie Campaign, which was a joint operation between ZAPU (Rhodesia) and ANC's Umkhonto We Sizwe. In 1973 Hani was transferred to Lesotho where he organized and recruited units of the MK for guerrilla operations in South Africa. In 1992 he was transferred back to Zambia and was elected a member of the ANC National Executive Committee. He was promoted to political commissar of the MK working with recruits who joined the ANC in exile after the June 16 Uprising. Chris Hani was promoted to MK Chief of Staff in 1987 and also rose through the ranks of the SACP.

.After the unbanning of the ANC and the SACP Chris Hani returned to South Africa in 1990. He became a charismatic and popular speaker in the townships. He became

popular with the youth. In 1991 Chris Hani became the Secretary General of the SACP after Joe Slovo stepped down on grounds of health. In 1992 Chris Hani stepped down as the MK Chief of Staff to devote more time on the SACP and trade union movement.

By all accounts, Chris Hani was a hero of South African's liberation, a communist party leader and Umkhonto WeSizwe Chief of Staff. He was an orator, an intellectual and fighter. His life marked serious moments during the struggle for example the 1969 Hani Memorandum and his death at the dawn of independence left the country at the brink of civil war. Chris Hani was arguably the second most popular leader of the ANC Party in the early 1990s. Chris Hani's death on the 10 of April 1993 nearly derailed the whole country and for many weeks the future of South Africa hung in the balance. Following his death the whole country erupted in serious violence. It is at this moment that Mandela, although not a head of state stood up and addressed the nation to calm and stop violence.

Chris Hani was the first liberation movement and anti-apartheid movement leader to be buried with full military honours (21 gun salute) in South Africa. This further underlines what kind of a committed leader of the struggle who dedicated his life to the liberation of mankind he was. He fought against oppression and exploitation. As such the month of April has been declared Chris Hani Month by the City of Ekurhuleni at his 22<sup>nd</sup> Anniversary. A number of events to commemorate the life and struggle of Chris Hani were commissioned by the City of Ekurhuleni. The Ekurhuleni Arts Festival was commissioned in honour of Chris Hani. Chris Hani was also given the freedom of the city for his outstanding political life and contributions towards the freedom enjoyed by South Africans today. The Chris Hani Memorial and Wall of Remembrance at Thomas Titus Nkobi Memorial Park was designed for the purpose of paying tribute to the heroes and heroines whose remains are lying in that cemetery.

### **3.2 Bertha Gxowa - Historical Context and a Summary History**

Bertha Nonkumbi Gxowa was born on the 28<sup>th</sup> of November 1934 in Germiston Location. She attended Thokoza Primary School and matriculated at Public Secondary School. In 1952 Bertha was sponsored by the South African Clothing Workers Union to study at Merville Commercial College where she did a course in typing and bookkeeping. She worked as an office assistant for the South African Clothing Workers Union.

Bertha Gxowa joined the ANC youth league in 1951. She became the founder member of the Federation of South African Women, which organised the historic march against pass laws in 1956. Bertha travelled with Hellen Joseph and others collecting petitions. During the Defiance campaign she volunteered to campaign in Krugersdorp and was arrested for 10 days. Between 1956 and 1958 she and others were under treason trial for planning to overthrow the government. In 1963 Bertha Gxowa was banned for 5 years under the Communism Suppression Act. Her banishment was extended in 1968 and expired in 1973. In 1985 she formed a voter education club under the Methodist Church.

After the unbanning of the ANC in 1990 Bertha was asked to rebuild the Katlehong Branch of the ANC. She served as the ANC Women's League National Treasurer and Chairperson of the Gauteng Province between 1997 and 2008. She became a member of parliament from 1994 to 2008. She served in a number of portfolio committees. In 2009 Bertha Gxowa was appointed chairperson of the Electoral Commission.

Bertha Gxowa received the Order of Luthuli in Silver for her excellent contribution to the trade union movement and struggle against apartheid. Bertha Gxowa died on the 19<sup>th</sup> of November 2010. Her gravesite was declared as a provincial heritage site on the 8<sup>th</sup> of December 2014. Bertha Gxowa's statue was erected at Ke-Ditselana Cultural Village in Vosloorus and unveiled on the 19<sup>th</sup> of November 2010. She is celebrated as the trade union movement and liberation hero as well as fearless champion of the downtrodden. The Bertha Gxowa Foundation is continuing with her mission. A regional hospital in Germiston was renamed to Bertha Gxowa Hospital in honour of her contribution to the struggle and upliftment of mankind.

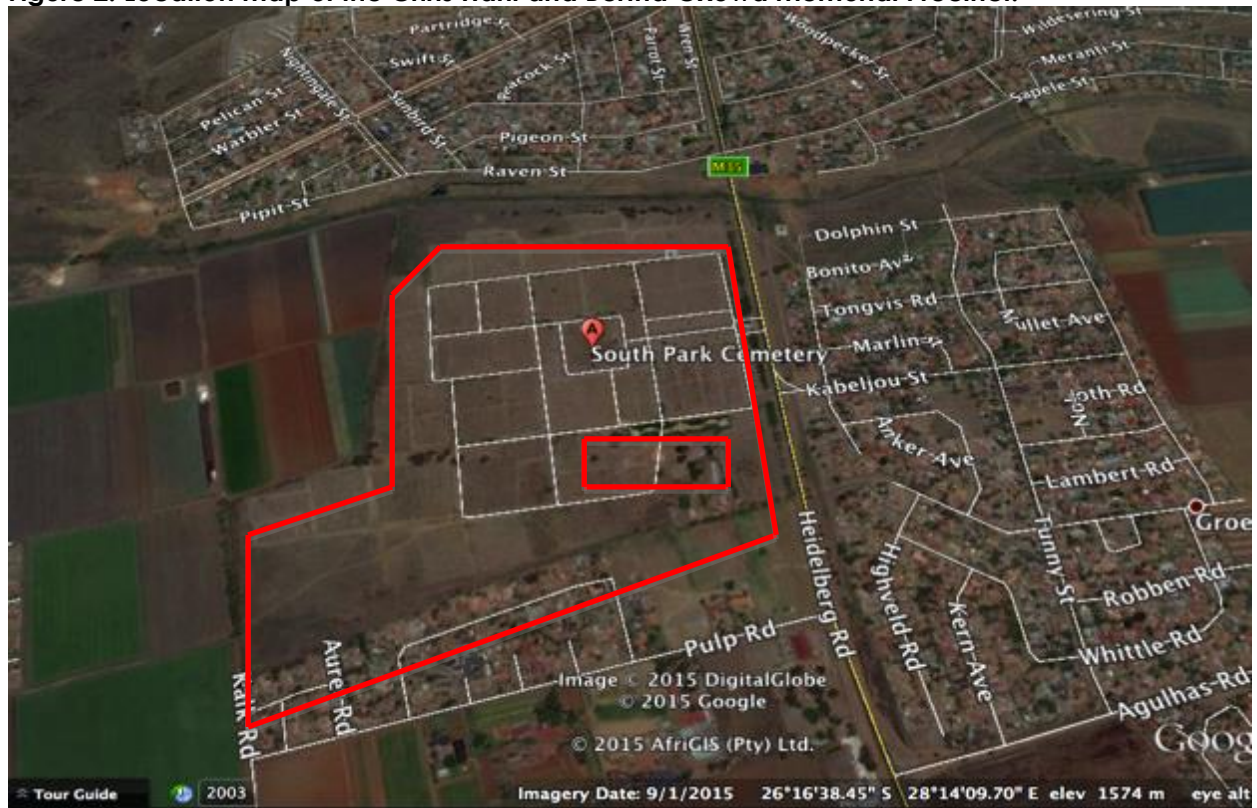
### **3.3 Understanding the Place - Physical Context**

A site and preliminary condition assessment of Chris Hani Grave and Chris Hani Memorial and Bertha Gxowa Grave PHS Site and their setting within the Thomas Titus Nkobi Memorial Park were undertaken by Mr Mlilo, Dr Murimbika and Prof Chirikure on the 3 August 2015 at which time the heritage site conditions were assessed and recorded.

### 3.3.1 Setting

Chris Hani Grave National Heritage Site and Bertha Gxowa PHS are set within Thomas Titus Nkobi Memorial Park (South Park cemetery) located in the middle of South Park in Boksburg. It is accessed through M35, Heidelberg Road and (Figure 2). The cemetery is fenced and surrounded by settlements. At the entry to the west of the site there are offices and associated graves and the grave of Chris Hani and Bertha Gxowa are located at the southeasterly direction from the entrance.

**Figure 2: Location map of the Chris Hani and Bertha Gxowa Memorial Precinct.**



**Figure 3: Layout plan of the Chris Hani Memorial Precinct.**



### 3.3.2 Physical Description

The Chris Hani burial is a dual grave for Hani and his daughter combined into one grave. The modest nature of the site suits its intended purpose as a place of remembrance and appreciation. The formal, symmetrical layout of the site is also reflective of the ceremonial value of the site.

The site itself comprises the two combined graves marked by tombstones and inscription located at the edge of the monument. The multi layered memorial stretches from the grave to the eastern end of the Cemetery where a wall of remembrance was erected. On the other end a plaque bearing Chris Hani's photo is placed at the centre. Situated in front of the monument is a granite slab with an inlaid plaque providing a brief biography of the life of Chris Hani (Figure 3). Engraved writing is featured along the length of both sides of the gravestone. The overall condition of the site and its surroundings is good.

Bertha Gxowa's grave is also a dual grave for Bertha and her husband. Inscribed tombstones mark the two combined graves.

**Figure 4: Tombstone marking Grave of Bertha and Gxowa. At the bottom is the PHS citation and inscription.**



### 3.3.3 Significant Views

The purpose of the elevated monument is to provide for significant views of Chris Hani, a symbolic location for the struggle against apartheid (see Figure 5).

**Figure 5: Significant views of Chris Hani National Heritage Site.**



**Figure 5.1** Approach to Chris Hani Memorial and Wall of Remembrance (Author 2015)



**Figure 5.2** A section leading to the wall of Remembrance (Source: author 2015)



**Figure 5.3** The President Zuma and Limpho Hani unveiling the Chris Hani Memorial (GML 2015)



**Figure 5.4.** Some of the commemorative plaques at the Chris Hani Memorial (Source: author)



**Figure 5.5** Entrance to Chris Hani Memorial (Source: author)



**Figure 5.6.** Some of the commemorative plaques at the Chris Hani Memorial (Source: author)





**Figure 5.7** A section of the Chris Hani Memorial (Source: author)



**Figure 5.8.** Walking remembrance walking trail leading to the Wall of remembrance (Source: author)

**Figure 6: Front view of Bertha Gxowa Grave Provincial Heritage Site (Source: author)**



**Figure 7: Front view of Bertha Gxowa Grave Provincial Heritage Site during unveiling of the site (Source: GML 2014)**



**Figure 8: Closer view of inscription on Bertha Gxowa Grave Provincial Heritage Site (Source: author)**



Figure 9: Chris Hani Memorial National Heritage Site in Thomas Titus Nkobi Memorial Park (South Park Cemetery).



### 3.4 Understanding the Heritage Values

In this section, Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS are assessed for their historic and national heritage values as defined by the NHRA Act

25 of 1999. The sites collectively were assessed as the Chris Hani Memorial national heritage site has had a significance assessment undertaken which led to the site being graded as both Grade 2 and Grade 1 sites. However, the following assessment provides commentary on the SAHRA values, where it has been assessed that the Grave has additional or different heritage values to those captured under the Grade 1 listing.

The NHRA Act Regulations also require that the management of heritage values include assessing and monitoring the 'condition of the heritage values'. While assessing heritage values is well understood in South Africa and has been undertaken for this project, the concept of assessing the 'condition' of heritage values is relatively new. In the past, 'condition' has generally been understood to mean the condition of the physical fabric of a heritage place, while the NHRA Act Regulations are based on protecting, conserving and managing values which extend beyond the physical fabric of a place. These values can be manifest in intangible elements of the place, such as its history, its historical and community associations, or its social or spiritual values. These aspects of a place's heritage values may be differentially affected by the condition of the fabric and the place.

### **3.5 Assessment of Heritage Values of Chris Hani National Heritage Site Grave, Chris Hani Memorial and wall of remembrance**

#### **3.5.1 Summary NHRA Statement of Significance**

The SAHRA recognises places of National Heritage value, which are located across the country. Chris Hani National Heritage Site and Bertha Gxowa Grave PHS are entered in the SAHRA national and provincial register as national and provincial heritage site respectively. The NHRA therefore apply.

The following summary statement of significance has been reproduced from the official National Heritage Listing for Chris Hani Grave National Heritage Site Grave:

Place ID from the South African Heritage Database.

*The Memorial Grave of Chris Hani was designed developed as an important memorial to the heroes and heroines who sacrificed their lives for the liberation of South Africa.*

*The Memorial Graves and the Chris Hani Memorial and Wall of Remembrance is important for its symbolic, cultural and social associations as part of the*

*landscape setting of Ekurhuleni and the history of the struggle against apartheid. The Grave Memorial is important for its aesthetic characteristics.*

## **Chris Hani Memorial and Walk of Remembrance**

### **Symbolic Meaning**

#### **Chris Hani Memorial**

- The Chris Hani Memorial commemorates the life of the man, and celebrates his far – reaching political legacy.
- The memorial takes the form of a circle to symbolize unity, equality and inclusion. The five circles represent the five decades of the life he shared so selflessly.
- The circular stairs encourages interaction illustrating his warm personality, hospitality and philosophy of sharing.
- From the middle of the podium, strong lines radiate outwards to symbolize the ripple effect that Chris had on the lives of millions of people, both his personal and political lives. A granite cube is placed at the top of the podium, bearing a sand-blasted profile of Chris Hani on each side.
- The Memorial is placed at an angle of 32 degrees to the existing grave of Chris Hani. This number reflects the years that Chris was a member of SACP and the angle allows for an optimal view of the grave from the shaded Bench creating a strong visual connection.
- His selfless nature, vision, wisdom, dedication, and compassion he dispensed so generously is expressed through the 5 concrete, columns supporting the cantilevered concrete roof over the granite bench.
- The SACP's popular slogan-"For the workers and the poor"- was not just words, but a principle which guided Chris Hani's life. These ideals are reflected through the use of natural materials and the inclusion of nature in the design- symbolizing his dignity through simplicity as well as his close ties to his rural base.
- The four granite columns represent the four pillars underpinning the struggle. The shape of the pillars is significant in its reference to the Wild Gladiolus. These flowers are endemic to the Transkei (birthplace of Chris Hani), sporting long narrow leaves that resembles swords.
- This is a true reflection of Chris Hani- *the Gladiator with the heart of a poet.*

#### **Walk of Remembrance**

- The Walk of Remembrance is a curving and contemplative meander uniting the Chris Hani Memorial and the Wall of Remembrance in a single, captivating journey through the trails of struggle heroes in the serenity of the natural Highveld landscape. This serene walk below the canopy of trees has an air of solitude and benches are provided to allow for relaxed reflection.
- The Wall of Remembrance and the Chris Hani Memorial are placed directly opposite one another, serving as a single interconnected memorial to the legacy of struggle veterans and leaders.
- The visual connection is enhanced through solid uninterrupted line of black granite running from the wall of remembrance straight through to Chris Hani Memorial.
- The circular shape has been used to symbolize the cycle of life. The circular path represents the completion of the path taken by all the heroes represented. Their paths have all converged upon unity and wholeness, and the circle completes their journey towards wholeness.
- Indigenous trees are placed along the Walk of Remembrance as are individual plaques remembering various heroes.
- Lighting provided along the walk of remembrance plays an integral part in the design as a constant reminder of the hope that lived within the hearts of the heroes- the burning desire that could not be extinguished and eventually led to a new South Africa.

### ***The Wall of Remembrance***

- The Wall of Remembrance is a celebration of the Lives of the Martyrs of South Africa's struggle for the freedom of all humanity.
- Their political life reflects principles of democracy, striving towards transparency and dialogue.
- To demonstrate the martyrs' unflinching belief in the goal, the rectangular form chosen to represent the solid foundation of their belief in justice, which formed the basis for the new South Africa.
- The concrete podium is elevated to give the heroes appropriate recognition and pay tribute to their sacrifice. The solid granite wall lending mass and solidity to the structure anchors the podium.
- The wall houses the name of the structure as well as a map of the route

- Three glass boxes are placed on the podium as symbols of democracy transparency and inclusivity. The form is a reference to the existing needle commemorating the lives of fallen members of South African Service and is places in close proximity to engaged dialogue.
- The names of the fallen heroes are sand blasted on the glass walls and visitors are invited to walk around the glass boxes and share in the history of the heroes that helped shaped the new political South Africa.
- Natural Materials are used throughout the projects, to create texture and organic earth like feel
- Material Used Are: granite, Concrete, Sandstones, Glass

### **3.5.2 Community Heritage Values**

Indigenous heritage values are assessed for their cultural significance and their scientific significance. Cultural significance is assessed by the local community and relates to the historical and pre-historical land use of an area, along with stories, mythologies and traditions relating to the site and its broader landscape and cultural context. Scientific significance is generally assessed by archaeologists and relates to the archaeological resources on the site, including surface artefacts and also the potential for buried artefacts.

The cultural significance of the Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS site was discussed with members of the local community.

### **3.5.3 Condition of Heritage Values**

The conditions of the National Heritage values of Chris Hani Grave National Heritage Site and Bertha Gxowa PHS have a direct correlation with the condition of the significant fabric of the burial sites, the memorial installations and the associated memorial heritage precinct. However, at Chris Hani National Heritage Site Grave and Bertha Gxowa PHS, heritage values are also embodied in the non-physical setting including the significant social connections and associations of the place and the symbols extended to the Chris Hani and Bertha Gxowa memorial precinct.

In effect this means conserving values that extend beyond the physical fabric of a place, as well as caring for fabric, which gives rise to heritage values. For example, the condition of the heritage values of Chris Hani Grave National Heritage Site would be diminished by the removal of any elements of the graves or their setting which spread beyond the cemetery and include the memorial Precinct. Likewise the social and

associational values held by the community for Chris Hani Grave National Heritage Site can only be conserved and nurtured by continued access, promotion and understanding of the site, its history and its significance.

There are links between the condition of the National Heritage values and the condition of significant fabric, although it is not synonymous. Condition is a measure of the deterioration of a place or site, and thus its ability to survive into the future without remedial action being required. It should not be used interchangeably with integrity. Some structures have extraordinary authenticity and integrity, but may be in very poor condition. The two terms are explained thus:

- Authenticity—their cultural values are truthfully and credibly expressed through their attributes of form, design, materials, techniques and management systems, location and setting—an authentic place is the honest product of its history and of historical processes; and
- Integrity—inclusion of all elements necessary to express heritage values are of adequate size to ensure the complete representation of the features and processes which convey significance, and with no inappropriate development with adverse effect to heritage values—integrity is a measure of the wholeness and intactness of the place and its attributes.

The condition of both the fabric and the National Heritage values at Chris Hani and National Heritage Site and Bertha Gxowa Grave are good and the sites maintain high level of significance. To maintain the condition of the graves and their values, regular maintenance and conservation must be undertaken, including ensuring the area is free from debris and monitoring the condition of the granite.

#### **3.5.4 Historic Themes**

The South Africa has developed a framework of 'South African Historic Themes' to assist with identifying, assessing, interpreting and managing heritage places and their values. Using historic themes can assist with focusing on the historical values of a place and how these values are represented physically in the place and/or wider context. The South African Historic Themes provide a context for assessing heritage values. The themes are linked to human activities in their environmental context. Themes link places to the stories and processes, which formed them, rather than to the physical 'type' of place represented. South African Historic Themes are grouped together by an overarching historic theme, which is further divided into more specific themes and sub-

themes. These historic themes are useful in interpreting the site, and grouping similar sites together for thematic studies or interpretation.

The following South African Historic Themes apply to Chris Hani Grave National Heritage Site grave and Bertha Gxowa Grave PHS:

- Historic Theme Group-Growth of African Elite
  - Historic Theme –formation of the ANC Women's League
  - Historical Theme-Trade Union Movement
  - Historic Theme-formation of uMkhonto we Sizwe
  - The struggle against apartheid
  - The ANC in exile
  - Dawn of democracy

### 3.6 Ranking of Significance

#### 3.6.1 Explanation of Heritage Significance Ranking

Various elements and attributes of Chris Hani and National Heritage Site and Bertha Gxowa Grave PHS contribute to the overall value of the structure to a greater or lesser degree. The purpose of understanding the significance of the Grave and its elements is to enable a flexible approach to the management of the place. The significance of Chris Hani Grave National Heritage Site and its elements have been assessed by considering the independent value of the element to the whole site (Table 1).

**Table 1: Definition of the ranking, or grades, of heritage significance used in this HMP.**

Ranking	Explanation of the Heritage Significance Ranking/ Grade
<b>Exceptional</b>	Rare or outstanding site that significantly embodies and demonstrates National Heritage values in its own right and makes a direct and irreplaceable contribution to a place's significance/value. Generally these elements include a high degree of original fabric or attributes with heritage values and include non-tangible components such as views and functional relationships, which directly contribute to their outstanding/exceptional values. These may include some alterations which are of a minor nature and do not detract from significance. Loss or alteration would significantly diminish the National (or other) Heritage values of the place.



<b>Ranking</b>	<b>Explanation of the Heritage Significance Ranking/ Grade</b>
<b>High</b>	Site that demonstrates National Heritage values in its own right and makes a significant contribution to the place's heritage value. Existing alterations do not detract from its heritage values. Loss or unsympathetic alteration would diminish the National Heritage values of the place.
<b>Moderate</b>	Site that reflects some National (or other local) Heritage values but only contributes to the overall significance/values of the place in a moderate way. Loss or unsympathetic alteration is likely to diminish the National Heritage values of the place.
<b>Low</b>	Site that reflects some (or a low level) National Heritage values and only contributes to the overall significance/values of the place. Loss will not diminish the National or local Heritage values of the place.
<b>Neutral</b>	Site that does not reflect or demonstrate any National or local Heritage values nor detracts from the overall heritage values of the place. Does not fulfil criteria for heritage listing.
<b>Intrusive</b>	Damaging to the place's heritage values. Loss may contribute to the National Heritage values of the places. Does not fulfil criteria for heritage listing.

### **3.6.2 Application of Heritage Significance Rankings to Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS**

The purpose of understanding the significance of the various elements is to enable a flexible approach to the management of the structure. The whole structure and individual elements of Chris Hani Grave National Heritage Site and Bertha Gxowa have their rankings outlined in Table 2 and 3 below:

**Table 2: Heritage ranking applied to elements of Chris Hani Grave National Heritage Site.**

<b>Element</b>	<b>Ranking of Significance</b>
Chris Hani Grave (whole)	<b>Exceptional</b> (National heritage value)
Granite Tomb	<b>Exceptional</b>
Design	<b>Exceptional</b>
Form	<b>Exceptional</b>

Element	Ranking of Significance
Fabric	<b>Exceptional</b>
Immediate Setting (road, and fencing)	<b>High</b>
Wider Setting (in general)	<b>Low</b>
Asphalt and Gravel in current configuration	<b>Intrusive</b>
Significant Views	<b>High</b>

**Table 3: Heritage ranking applied to elements of Bertha Gxowa Grave Provincial Heritage Site.**

Element	Ranking of Significance
Bertha Gxowa Grave (whole)	<b>Exceptional</b> (National heritage value)
Granite Tomb	<b>Exceptional</b>
Design	<b>Exceptional</b>
Form	<b>Exceptional</b>
Fabric	<b>Exceptional</b>
Immediate Setting (road, and fencing)	<b>High</b>
Wider Setting (in general)	<b>Low</b>
Asphalt and Gravel in current configuration	<b>Intrusive</b>
Significant Views	<b>High</b>

### 3.7 Tolerance for Change

#### 3.7.1 Explanation of Tolerance for Change

The concept of 'tolerance for change' is a useful management tool which assists with managing any proposed change to a site's heritage values, in particular the built and landscape character.

Table 3, below, sets out the rankings for tolerance for change used in this report and explains their application to Chris Hani Grave National Heritage Site. The tolerance for change rankings are applied to help the EMM managers identify the extent to which they retain and/or provide important evidence of the site's

significance in its existing form, fabric, function and/or location, and the relevant degree of conservation action needed.

**Table 4: Tolerance for change explanation.**

<b>Tolerance for Change</b>	<b>Definition of the Application to Chris Hani Grave National Heritage Site</b>
<b>Low</b> tolerance for change	The key attributes (form, fabric, function and/or location) embody the heritage values of the component/element and its contribution to the site. It retains a high degree of intactness with only very minor alterations that do not detract from significance.  The key attributes should be retained and conserved.
<b>Some</b> tolerance for change	The key attributes (form, fabric, function and/or location) embody the heritage values of the component/element and its contribution to the site. It has undergone some alteration, which does not detract from its significance.  The key attributes should generally be retained and conserved. However they may be altered to some degree without adverse impact on heritage significance.
Able to tolerate <b>moderate</b> change	The key attributes (form, fabric, function and/or location) only partly embody the heritage values of the component/element and the site, or has been considerably modified.  The key attributes should be retained and conserved. There is greater opportunity for change with less adverse impact.
Able to tolerate <b>reasonable</b> change	The key attributes (form, fabric, function and/or location) have relatively little heritage value, but contribute to the overall significance of the component/element and/or the site. Alterations detract from significance or the original attribute is difficult to interpret.
Able to tolerate <b>substantial</b> change	The key attributes (form, fabric, function and or location) have little or negligible heritage significance to the component/element or the overall site.

**Table 5: Tolerance for change explanation**

<b>Tolerance for Change</b>	<b>Definition of the Application to Bertha Gxowa Grave Provincial Heritage Site</b>
<b>Low</b> tolerance for change	The key attributes (form, fabric, function and/or location) embody the heritage values of the component/element and its contribution to the site. It retains a high degree of intactness with only very minor alterations that do not detract from significance.  The key attributes should be retained and conserved.

<b>Tolerance for Change</b>	<b>Definition of the Application to Bertha Gxowa Grave Provincial Heritage Site</b>
<b>Some</b> tolerance for change	The key attributes (form, fabric, function and/or location) embody the heritage values of the component/element and its contribution to the site. It has undergone some alteration, which does not detract from its significance.  The key attributes should generally be retained and conserved. However they may be altered to some degree without adverse impact on heritage significance.
Able to tolerate <b>moderate</b> change	The key attributes (form, fabric, function and/or location) only partly embody the heritage values of the component/element and the site, or has been considerably modified.  The key attributes should be retained and conserved. There is greater opportunity for change with less adverse impact.
Able to tolerate <b>reasonable</b> change	The key attributes (form, fabric, function and/or location) have relatively little heritage value, but contribute to the overall significance of the component/element and/or the site. Alterations detract from significance or the original attribute is difficult to interpret.
Able to tolerate <b>substantial</b> change	The key attributes (form, fabric, function and or location) have little or negligible heritage significance to the component/element or the overall site.

### 3.7.2 Application of Tolerance for Change

Tolerance for change applied to Chris Hani Grave National Heritage Site and Bertha Gxowa PHS have been used to identify the extent to which the place's heritage values/significance and key attributes are able to tolerate change without adversely impacting the nature or degree of its heritage values/significance.

**Table 6: Tolerance for Change applied to elements of Chris Hani Grave National Heritage Site.**

<b>Element</b>	<b>Application of Tolerance for Change to Chris Hani Grave National Heritage Site</b>
OR and AF Grave National Heritage Site (whole)	<b>Low Tolerance</b> for Change
Granite Tomb	<b>Low Tolerance</b> for Change
Design	<b>Low Tolerance</b> for Change
Form	<b>Low Tolerance</b> for Change
Fabric	<b>Low Tolerance</b> for Change

<b>Element</b>	<b>Application of Tolerance for Change to Chris Hani Grave National Heritage Site</b>
Immediate Setting (gravel, pencil pines and fencing)	<b>Low Tolerance</b> for Change
Wider Setting (in general)	Reasonable Tolerance for Change
Asphalt and Gravel in current configuration	Reasonable Tolerance for Change
Significant Views	<b>Low Tolerance</b> for Change

**Table 7: Tolerance for Change applied to elements of Bertha Gxowa Grave Provincial Heritage Site.**

<b>Element</b>	<b>Application of Tolerance for Change to Chris Hani Grave National Heritage Site</b>
OR and AF Grave National Heritage Site (whole)	<b>Low Tolerance</b> for Change
Granite Tomb	<b>Low Tolerance</b> for Change
Design	<b>Low Tolerance</b> for Change
Form	<b>Low Tolerance</b> for Change
Fabric	<b>Low Tolerance</b> for Change
Immediate Setting (gravel, pencil pines and fencing)	<b>Low Tolerance</b> for Change
Wider Setting (in general)	Reasonable Tolerance for Change
Asphalt and Gravel in current configuration	Reasonable Tolerance for Change
Significant Views	<b>Low Tolerance</b> for Change

### **3.8 Constraints and Opportunities**

The development of conservation policies is underpinned by the consideration of a range of constraints and opportunities for the future of the Chris Hani and Bertha Gxowa Grave, which can be divided into the following categories:

- Constraints on, and opportunities for, use and development of the site arising from its significance;
- External constraints, including statutory constraints;
- Requirements of the site managers; and
- The physical condition of the place.

### **3.9 Constraints Arising from Significance**

The heritage significance of Chris Hani Grave National Heritage Site and Bertha Gxowa PHS give rise to a range of obligations and requirements, the most fundamental of which is the obligation to ensure that the heritage values of the place are conserved for present and future generations. The future conservation, development and ongoing management of the place should take account, as far as possible, of constraints arising from the identified heritage values of the site and their setting. Opportunities to retain, reinstate, and interpret these heritage values should also be investigated and implemented, particularly where they can be integrated into the daily use and ongoing care of the place.

#### **3.9.1 Significance and Conservation**

The significance of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS is outlined in detail in Section 4.0. The following is a brief summary of some significant aspects of the place:

- Historical associations with the struggle against apartheid;
- Associations with uMkhonto We Sizwe's fight against apartheid;
- Associations with the mass movement and SACP;

The use and maintenance of Chris Hani National Heritage Site and Bertha Gxowa Grave PHS should be based on the assessed levels of significance and levels of

'Tolerance for Change', as outlined in this HMP. Significant impacts on the site should only be permitted where:

- They make possible the recovery of aspects of greater heritage significance;
- They help ensure the security and viability of the place;
- There is no feasible alternative; and/or
- A full assessment of alternative options has been undertaken.

### **3.10 Constraints Arising from Condition of Chris Hani**

Chris Hani Grave National Heritage Site is in good condition, albeit with issues arising from the condition of the granite and sections of the memorial. The immediate setting of the Grave (within the fence) is generally in good condition and is maintained by Ekurhuleni staff. However, there are traces of potential cracking of the stone fabric of the grave, which should be monitored. Further information on the condition of the Grave is provided in Section 5 of this HMP.

The wider setting of the Grave (including the car parking area and dirt areas) is in good condition and is considered to be of low significance. The use of the site as an active burial site further detracts from its significance particularly during burial days when there is no effective crowd control on such events in the cemetery. This leaves the site exposed to potential threats of low-level albeit unintentional vandalism.

### **3.11 Constraints Arising from Condition of Bertha Gxowa Grave**

Bertha Gxowa Grave Provincial Heritage Site is in good condition. The immediate setting of the Grave (within the fence) is generally in good condition and is maintained by Ekurhuleni staff. However, there are also traces of potential cracking of the stone fabric of the grave, which should be monitored. In addition the surface is not hardened and susceptible to stumping. Further information on the condition of the Grave is provided in Section 5 of this HMP.

### **3.12 Constraints Arising from the Management Framework**

Statutory constraints on Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS arise from listing as a national heritage site and Provincial Heritage Site under Section 25 of the NHRA, Act 25 of 1999, their significance as part of the wider

Ekurhuleni cultural landscape, and its location within a Designated Area and protected burial ground. Furthermore, the gravesites are part of a broader Ekurhuleni cultural precinct that extends beyond the cemetery to include a memorial walk path and memorial part and associated buildings and interpretation centre/museum.

### **3.12.1 Heritage Management Principles**

SAHRA encourages the identification of a place's heritage values, and their conservation and presentation through the application of the best available skills and knowledge. They also encourage community involvement and co-operation between the various levels of government. Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage site should be managed in accordance with these principles.

The SAHRA Heritage management principles are:

- The objective in managing national heritage sites is to identify, protect, conserve, present and transmit, to all generations, their Heritage values.
- The management of national Heritage sites should use the best available knowledge, skills and standards for those places, and include ongoing technical and community input to decisions and actions that may have a significant impact on heritage values.
- The management of National Heritage sites should respect all heritage values of the place and seek to integrate, where appropriate, any National, provincial and local government responsibilities for those places.
- The management of National heritage sites should ensure that their use and presentation is consistent with the conservation of their heritage values.
- The management of national heritage sites should make timely and appropriate provision for community involvement, especially by people who:
  - have a particular interest in, or associations with, the place, and
  - may be affected by the management of the place.
- Local people are the primary source of information on the value of their heritage. The active participation of local people in identification, assessment and management is integral to the effective protection of local heritage values.



### **3.13 Site Manager's Requirements**

The Chris Hani Grave & memorial national Heritage site and Bertha Gxowa Grave PHS site manager would be consulted if there were any special requirements associated with the entire cemetery. The main focus of this consultation will be to identify issues faced by the Ekurhuleni Parks and Cemetery Division in the management of the site and to understand the day-to-day procedures for site maintenance. As a consecrated ground, the Gravesites require a high level of respect by maintenance teams and visitors therefore it is important to understand their special requirements for the management of the site.

### **3.14 Security Requirements**

While Thoma Titus Nkobi Memorial Park (South Park) is an open cemetery, there are strict security measures including access control and security personal posted on site to ensure the safety and privacy of those who use and visit the cemetery. As consecrated ground, the security of the Grave is of utmost importance. Any changes to the management or visitation levels at the grave would need to be undertaken in close consultation with security and would need to respect security and operational needs.

### **3.15 Other Stakeholder Interests**

It is important to consider other key stakeholder interests in the management and conservation of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS. Key stakeholders include:

- Hani Family;
- Gxowa Family;
- Local Community;
- ANC;
- SACP;
- Ekurhuleni Metropolitan council;
- Ekurhuleni Parks and Cemeteries Division;
- Ekurhuleni Museums and Heritage Division;
- Veterans groups and their family and friends;
- Chris Hani Foundation;
- uMkhonto we Sizwe and the Department of Veterans Affairs;

- SAHRA
- G-PHRA;

These stakeholders may have strong social and associational connections with the Heritage Site and should be included and encouraged to participate in its conservation and management.

Managing the interests and expectations of stakeholders is an integral part of the overall management of the site and conflicting stakeholder views on the appropriate maintenance; management and future of the Grave site and whole memorial precinct may exist.

### **3.16 Opportunities for Chris Hani Grave National Heritage Site and Bertha Gxowa PHS**

While there are several constraints applying to the site, these give rise to several opportunities for the future of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS as important sites in Ekurhuleni and South Africa at large.

#### **3.16.1 Interpretation and Events**

Interpretation of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS will aid recognition and understanding of the sites' significant history, relevance and their heritage values. There is a dedicated Interpretation Centre within the Chris Hani memorial site. The Interpretation centre is well designed but it is not yet equipped. An Interpretation Plan/Strategy should also be developed for the ongoing delivery of in situ interpretation at the Chris Hani Grave location and the rest of the Chris Hani Memorial site as well as Bertha Gxowa Grave.

Further efforts to interpret the heritage sites and their settings should involve a broad based stakeholder participation such as veterans, ANC, uMkhonto we Sizwe, Hani Family, Gxowa Family, Chris Hani Foundation, community leadership and local communities. Interpretive products should be focused on the key themes and stories relevant to the struggle icons' contribution to the liberation history of South Africa. While core attention would include the life and work of Chris Hani and Bertha Gxowa, their influence on mass movement and the struggle against apartheid and their significance in South African history, the information transfer should also provide details on the importance of the South Park residential area and its relevance in the struggle against apartheid.

Interpretation messages should continue to be strategically targeted at potential an evolving audiences, including veterans, their friends and families, school children, local, national and international tourists and locals — providing a variety of experiences.

*Structural interpretive measures should also be easily removable/reversible meaning evolving temporary exhibitions should form part of the interpretation plan of the site.*

As a significant site in liberation history, interpretation could involve linking with other heritage activities in the region, such as holding open days on special anniversaries, as part of heritage week and holding a standing calendar on educational visits.

Such efforts would be additional to the already successful Chris Hani Month Commemoration held annually in April by the Ekurhuleni Metropolitan Council.

Relevant events related to liberation heritage in consultation with the NHC, could be investigated to further enhance the national significance of the Grave in the context on national and international liberation heritage.

Promotion of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS as a tourist destination could be developed through Tourism and Visitor Centre initiatives, including brochures, magazine articles and other nationally distributed products engaging with Ekurhuleni's local and interstate visitors.

While the Graves are located within an active cemetery, any interpretation measures would need to respect the operational needs of cemetery management, the ongoing use of the area and the privacy of the nearby residents.

### **3.16.2 Enhancement of the Setting of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS**

The current wider setting of the graves is in poor condition and is visually intrusive to the heritage values of the area. There is an opportunity for enhancing this setting to be complementary to the Grave-including putting up current and effective information transfer signage from all directions to enhance the visual appeal of the site. There is no pathway to Bertha Gxowa's grave, in addition there is no suggested link between the two graves although they are within the same cemetery and all relevant to the struggle against apartheid.

Further attention should also be paid to the 'sense of entry to the area'. The views from Chris Hani National Heritage Site over South Park are highly significant and may potentially be impeded by outside the cemetery.

### **3.16.3 Developments Near Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage Site**

There are very limited opportunities for development within the setting of the graveyard where the Chris Hani Memorial Heritage Site is situated. The only development, which should be permitted, is small-scale installations to enhance interpretation and presentation of the area. Further development should not be permitted any closer to both graves and the associated memorial precinct.

### **3.16.4 Recommendation to identify other liberation struggle heroes in Thomas Titus Nkobi Memorial Park**

**Figure 10: Grave of another liberation struggle icon, Mokoena, situated within the Thomas Titus Nkobi Memorial Par. Such graves should be documented and added to the local, provincial and national heritage burial sites register associated with the Chris Hani Memorial Heritage Precinct.**



It is also highly recommended that the entire Thomas Titus Nkobi Memorial Park be surveyed and mapped to identify all local, provincial and national struggle icons and

heroes laid to rest within this cemetery. The outcome of such a detailed documentation would add value to the Chris Hani Memorial Heritage Sites by directly acknowledging of struggle icons within the same geographical location. This would also broaden the social context and significance of the heritage site by allowing more communities and family members to participate in the memorial of their local and national heroes remembrance and celebration of their contribution to the liberation struggle.

## 4 CONSERVATION POLICIES, ACTIONS AND IMPLEMENTATION

### 4.1 Introduction

Chris Hani Memorial Heritage Precinct and the associated burials and remembrance sites are recognized as places of significance through their listing on the SAHRA national and provincial heritage lists. They should be conserved and managed in accordance with the NHRA Act and the conservation policies as presented in this HMP. The purpose of the conservation policies and their subsequent actions is to provide solid guidance for the ongoing and future management of the Grave, including guidance on decisions about management, maintenance and long-term conservation.

The conservation policies for Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage site are based on the heritage significance and constraints and opportunities (Sections 4.0 and 5.0) analysed in the HMP. These policies, their subsequent conservation actions and their implementation aim to retain the heritage values of Chris Hani Grave National Heritage Site and Bertha Gxowa PHS and assist in the long-term conservation of the place. The Unesco endorsed Australian ICCOMOS Burra Charter terminology and principles have been used in formulating the policies.

### 4.2 Implementation of the Conservation Policies and Actions

#### 4.2.1 Priorities

The following section outlines specific conservation policies and subsequent actions for the conservation and management of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS. Each policy is numbered, with the priority and timing for the implementation of the policy stated, as well as the responsible party to undertake each action. The priorities for action are listed in three categories, each responding to a different level of risk to the site's heritage values:

- **High Priority:** Actions that are essential to mitigate key risks to the heritage values. These actions are key components of the HMP and without them the heritage values of Chris Hani Grave National Heritage Site and Bertha Gxowa Provincial Heritage Site may suffer adverse impacts.

- **Medium Priority:** Actions that should be planned for in order to conserve the heritage values of the grave. Resources should be planned to enable implementation of these actions and ensure conservation of the heritage values.
- **Low Priority:** These actions are important to the future conservation of the heritage values but respond to less imminent risks. Resources should be planned for these actions.

#### 4.2.2 Timing

Timing parameters have been established for the implementation of policies and actions in line with their priorities. Implementation should be completed:

- Immediately upon adoption of the HMP (within 18 months);
- Annually;
- Within 18–36 months;
- Within 3-5 years;
- As required; or
- On an ongoing basis.

#### 4.2.3 Responsibilities

Implementation of policies form part of the Ekurhuleni Metropolitan Municipality (EMM) Heritage Strategy and is coordinated by the Manager, Cultural Heritage. The implementation of policies and related conservation works are programmed into the EMM, maintenance and planning programs, and undertaken by the relevant EMM unit (Parks and Cemetery).

The implementation of policies is reported through the EMM Annual Report and the EMM Heritage Strategy. Works and maintenance are also recorded on the EMM asset database.

### 4.3 Overarching Policies

General policies pertaining to ranked elements of significance (as outlined in the policies below):

- **Elements of Exceptional significance:** must be retained and conserved. These elements require the highest level of care in their management. Such elements

are particularly sensitive to change and can be compromised by inappropriate development or impacts.

- **Elements of High significance:** should be retained and conserved. These elements require a high level of care in their management.
- **Elements of Moderate significance:** should be retained and conserved. These elements require care in their management.
- **Elements of Low significance:** care is required in their management, but these elements can generally tolerate more robust works and changes than those of higher significance.
- **Elements of Intrusive significance:** detract from the significance of the place and when the opportunity arises they should be modified or removed.

#### **4.4 Application of HMP to other future heritage sites in situ**

*It is important to note that the recommendations and guidelines presented herein and below would apply to all the graves, burial sites and memorial sites with the entire burial ground that the Ekurhuleni may identify and acknowledge as being of local, provincial or national heritage significance, including graves of other liberation struggle movement.*



**Table 8: HMP Conservation, Actions and Implementation Plan.**

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
<b>1. ADOPTION AND USE OF THE HMP</b>				
<b>1a.</b> This Chris Hani and Bertha Gxowa' s Grave HMP should be adopted by the EMM.	Adopt the HMP on endorsement by the SAHRA.	High	Immediately	EMM
<b>1b.</b> The heritage values of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS should be updated on the SAHRA &G-PHRA declaration in accordance with this HMP.	Contact the SAHRA responsible for the NHRA Act to arrange a revision of the values for Chris Hani Grave National Heritage Site.	High	Immediately	EMM
<b>1c.</b> The heritage values of Chris Hani and Bertha Gxowa's Grave should be assessed against the National Heritage Criteria	It is likely that Chris Hani Grave National Heritage Site and Bertha Gxowa Grave will meet some criteria for National Heritage listing, a full comparative analysis and heritage assessment should be undertaken.	High	Within 5 years	EMM
<b>1d.</b> The Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS HMP will be the primary document on the heritage significance of Chris Hani Grave National Heritage Site, Bertha Gxowa Grave PHS and their conservation and management.	Refer to HMP on all matters relating to the heritage significance, conservation and management of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage Site.	High	Ongoing	EMM
	Provide a copy of this HMP to the SAHRA	High	Immediately	EMM
<b>1e.</b> All conservation works and planning at Chris Hani and Bertha Gxowa's Graves should be undertaken in accordance with the HMP, NHRA Act	Refer to the NHRA.	High	Ongoing	EMM
	Refer to this HMP.			
	Refer to the NHRA Act and its Regulations			
<b>1f.</b> Use this HMP in accordance with the EMM (Thomas Titus Nkobi Memorial Park	Refer to EMM for overarching guidance on management and to ensure consistency in management approaches.	High	Ongoing	EMM

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
Thomas Titus Nkobi Memorial Park (South Park Cemetery) Landscape Management Plan.	Refer to the EMM Landscape Management Plan for overarching guidance on management of the landscape and to ensure consistency in management approaches.			
<b>1g.</b> Conservation processes appropriate for the individual elements of Chris Hani Grave and Bertha Gxowa grave should be based upon the significance of each element and its identified tolerance for change	Refer to grades of significance for individual elements of Chris Hani' Grave as outlined in this HMP (Section 4.0).	High	As required	EMM
	Refer to the levels of Tolerance for Change of each element prior to decision making (Section 4.0).			
<b>2. CONSERVATION AND MAINTENANCE OF OR AND AF GRAVE NATIONAL HERITAGE SITE GRAVE</b>				
<b>2a.</b> Retain and conserve the form and the fabric of the Grave.	Retain, preserve and restore fabric wherever possible.	High	Ongoing	EMM
	Undertake conservation works to protect polished and rusticated granite from degradation (refer Section 7.0).			
<b>2b.</b> Partial or total removal of elements of Exceptional, High or Moderate significance should not be undertaken unless under exceptional circumstances and with appropriate approvals, assessments and planning.	Removal of elements should only be undertaken where health or safety risks outweigh conservation arguments or where there is no feasible alternative.	High	As required	EMM
	Any removal should be as minimal as possible.			
	Relevant assessments and approvals should be undertaken prior to removal.			
<b>2c.</b> Undertake specific required conservation works on Chris Hani and Bertha Gxowa' Graves.	Undertake works as identified in Section 7.0 of this HMP	High	As recommended in Section 7.0	EMM
	Focus resources on 'High Priority' works for completion 'Immediately'.			
<b>2d.</b> Undertake regular maintenance for Chris Hani and Bertha Gxowa's Grave.	Follow the guidance provided in Section 7.0 of this HMP to maintain the Grave.	High	Ongoing	EMM
	Undertake maintenance works as required to ensure heritage values are protected.			
	Review maintenance requirements annually to ensure	High	Annually	EMM

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
	information is up to date.			
	Liase with SAHRA regarding the maintenance of the setting of the Grave.	High	As required	EMM
<b>3. UNDERTAKING ACTIONS AT OR AND AF GRAVE NATIONAL HERITAGE SITE GRAVE—CHANGES AND NEW DEVELOPMENT</b>				
<b>3a.</b> Undertake heritage impact assessments when proposing actions at Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage site	All proposed actions should be assessed for potential adverse impacts against the heritage values of Chris Hani Grave and Bertha Gxowa's' Grave.	High	As required	EMM
	When proposing to undertake an action, obtain professional advice to assess the action and provide guidance on avoiding impacts and/or to suggest possible alternative courses of action.			
	The EMM Manager, Cultural Heritage, will consider and advise the EMM Executive on the potential for impacts on the Heritage values when assessing future actions, development works, divestment or other proposals in reference to the official National Heritage values, the Heritage Management Plan and the SAHRA Heritage Register.			
	Consult with SAHRA on all proposed actions at Chris Hani Grave National Heritage Site and consult G-PHRA at Bertha Gxowa Grave Provincial Heritage site			
<b>3b.</b> Refer an action that has a significant impact to SAHRA	Where the SAHRA has determined that the proposed activity or action will have, or is likely to have, an adverse impact on the heritage values of Chris Hani' s Grave, the action should be referred to SAHRA/G-PHRA.	High	As required	EMM
<b>3c.</b> New development should not be implemented in the immediate vicinity of the Grave.	Avoid new development near the graves, as it would markedly diminish its heritage values.	High	Ongoing	EMM
<b>3d.</b> No additions should be made to the existing Grave.	The current form of the Grave is highly significant, and should not be altered.	High	Ongoing	EMM

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
<b>3e.</b> Introduction of new fabric should be avoided where possible.	New fabric should only be introduced when absolutely necessary.	High	As required	EMM
	New fabric should be matched like for like.			
	New fabric should be identifiable as new work.			
	New work should be fully recorded so it is identifiable in the future.			
<b>3f.</b> Ensure appropriately qualified personnel; consultants and contractors are engaged in the undertaking of works and assessment of proposed actions at Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS	Refer contractors to the Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS HMP to guide management decisions.	High	As required	EMM
	Adopt NHRA principles for conservation			
	Ensure appropriate expertise is engaged for assessing and managing proposed actions at Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage site			
<b>4. SITE MANAGEMENT</b>				
<b>4a.</b> Retain ongoing site presence to ensure appropriate security.	Maintain an ongoing site presence in consultation with SAHRA to ensure there is appropriate site security and protection of the heritage values.	High	Ongoing	EMM
<b>4b.</b> Allocate funding to the ongoing conservation of Chris Hani and Bertha Gxowa's Grave.	Ensure annual budget planning considers the ongoing conservation and management of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS		Annually	EMM
<b>4c.</b> Allocate funding and develop training opportunities for EMM, SAHRA staff and contractors to manage the heritage values of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage Site	Provide research, training and development opportunities for relevant EMM & SAHRA staff, and contractors to build capacity in heritage management and conservation.	High	Annually and Ongoing	EMM
	Ensure all EMM staff, contractors and volunteers have access to the information in this HMP (hardcopy and electronically) understand its importance and intent to ensure best heritage practice.	High	Immediate and ongoing	EMM

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
<b>4d.</b> Undertake risk assessments and employ risk minimisation measures, for example fire protection and hazard reduction at Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage site	Implement risk assessment measures to protect the heritage values of OR and AF Grave National Heritage Site.	High	Ongoing	EMM
	Develop a bushfire management plan or refer to existing plans to ensure fire safety at Chris Hani and Bertha Gxowa 's' Grave.			
	Ensure potential hazards are reduced where possible to protect the heritage values of Chris Hani' s Grave, including fire and storm protection measures and safety hazards such as senescent trees and leaf debris.			
<b>5. LANDSCAPE AND SETTING</b>				
<b>5a.</b> Continue to maintain the setting of Chris Hani Grave National Heritage Site and Bertha Gxowa nearby trees.	Engage specialist landscape advice.	High	As required	EMM
	Clear leaf litter from inside and around the gravesite.	High	As required	EMM
	Rake and ensure gravel around Grave is cleaned and remains free of leaf litter.	High	As required	EMM
	Replace trees with same species if plantings become senescent or die.	High	As required	EMM
<b>5b.</b> Conserve an appropriate landscape and visual setting for Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage site	Retain the open landscape setting of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage site	High	Ongoing	EMM
	Avoid development or planting, which would further crowd or enclose the setting of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS			
<b>5c.</b> Retain and conserve the key views from Chris Hani Grave National Heritage Site and Bertha Gxowa over South Park.	Avoid planting, which would further impede key views.	High	Ongoing	EMM
	Consider removal of non-indigenous natives to 'thin' view sheds over South Park	Medium	In 5–10 years	EMM

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
<b>5d.</b> Installation of additional parking areas should be avoided near the Grave.	Avoid construction of parking areas to retain the formal character of the site.	High	As required	EMM
	Generally discourage vehicular access near the Grave.	High	Ongoing	EMM
	Consider the inclusion of discreet seating nearby to the Grave for visitors to enjoy the area.			
<b>6. FUNCTION AND USE</b>				
<b>6a.</b> Enhance the formal and ceremonial use of Chris Hani Grave National Heritage Site as a Memorial Grave	Encourage further use of the Grave for Events and ceremonies such as heritage month, Human rights day and relevant anniversaries.	High	Ongoing	EMM
<b>6b.</b> Promote the function of Chris Hani Grave National Heritage Site as a memorial to Chris Hani	Undertake marketing and interpretative activities to enhance public knowledge regarding the Grave as a memorial to Chris Hani	High	Ongoing	EMM
	Host relevant events at Chris Hani National Heritage Site.			
<b>6c.</b> The adaptive reuse of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage site for purposes other than its current function and use is not permitted.	Encourage and continue the current use and function of the Grave as a Memorial.	High	Ongoing	EMM
<b>7. INTERPRETATION, PROMOTION AND MARKETING</b>				
<b>7a.</b> Plan to upgrade current interpretation.	Current interpretation is limited to formal plaques and should be enhanced by modern interpretive signage.	High	Within 24 months	EMM
	New interpretation should be implemented in line with an Interpretation Strategy.			
<b>7b.</b> Prepare an Interpretation Plan/Strategy for Chris Hani Grave	Consult and involve relevant stakeholders in the interpretation process.	High	Within 24 months	EMM

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
National Heritage Site and Bertha Gxowa Grave PHS to communicate its heritage values to visitors.	Ensure interpretation measures respect the operational and security needs, the ongoing use of the site and the privacy of nearby residents.			
	Develop key themes for interpretation, in line with the South African Historic Themes			
	Investigate opportunities to promote Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS in conjunction with existing events.			
	An Interpretation Strategy could be developed for all National Memorials.			
<b>7c.</b> Investigate educational opportunities and collaboration with schools, universities and other sectors, where possible.	Identify opportunities for conservation works to be undertaken by supervised students.	Medium	Within 5 years	EMM
	Investigate activities and visits to Chris Hani Grave National Heritage Site linked to school curriculum to enhance school visitation and knowledge of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS.	Medium	Within 5 years	EMM
<b>7d.</b> Enhance other visitor experiences and participation at Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS	Implementation of new and upgrade of existing visitor activities should be undertaken through interpretation.	Medium	Within 24 months	EMM
	Pamphlets or other educational material in weatherproof casing should be made available at the site.			
<b>8. RECORDS</b>				
<b>8a.</b> Keep detailed records of all works undertaken at Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS	Use the EMM's Asset Management Database to keep comprehensive records of intervention and maintenance actions undertaken for Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS	High	Ongoing and Annually	EMM
	Collate and report on works data annually.			
	Keep comprehensive records in both electronic and hard copy.			

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
	Existing elements of heritage value should be recorded to appropriate archival standard prior to any intervention or major works that will alter the place.			
<b>8b.</b> Record and file all proposals, assessments, grant applications and other relevant documentation related to Chris Hani National Heritage Site and Bertha Gxowa Grave PHS for ease of future reference and management.	A simple electronic and hardcopy filing system should be developed to ensure all relevant information about Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS is easily accessible for future reference.	High	Ongoing	EMM
	Use and populate the EMM's Asset Management Database whenever possible.			
<b>8c.</b> Record and make available any new research information and data relating to the heritage values of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS.	Continue to undertake and foster research into the heritage values of the Grave, as a basis for refining future understanding and management for the benefit of the national community.	Medium	Ongoing	EMM
	Record all new research in both electronic and hardcopies.			
	Make records available for research generally, especially relating to conservation works and the ongoing heritage management and conservation of the Grave.			
<b>9. STAKEHOLDER CONSULTATION</b>				
<b>9a.</b> Recognise the strong community attachment to Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS.	Consult the local South Park community for major restoration works to the Grave.	High	Ongoing	EMM
	Consult broadly on proposals with the potential to impact on the heritage values of Chris Hani Grave National Heritage Site.	High	As required	EMM
<b>9b.</b> Continue involvement of key stakeholders	Continue to involve key stakeholders (as identified in Section 1.0 of this HMP) in the conservation and management of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS	High	Ongoing	EMM



POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
<b>9c.</b> Continue to liaise with organisations and government departments who have registered Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS to their non-statutory registers.	Continue to inform and involve those organisations and government departments who have registered the Grave to their non-statutory registers, in the conservation and management of the Grave.	High	Ongoing	EMM
<b>9d.</b> Continue to maintain positive working relationships and ongoing consultation with SAHRA on the co-management of the site.	Undertake regular meetings and briefing sessions regarding the condition of the site, site management and maintenance responsibilities and other site management issues such as interpretation.	High	Ongoing	EMM
<b>10. MONITORING, REVIEWING AND REPORTING</b>				
<b>10a.</b> The Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS HMP should be reviewed to ensure up-to-date heritage values are listed and properly conserved.	Review and update the HMP every five years in accordance with the NHRA Act, or sooner if key circumstances regarding the planning or management of this area are deemed to have changed significantly.	High	Within 5 years	EMM
	The condition of the identified heritage values of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS should be monitored and re-evaluated as part of the HMP review.			
<b>10b</b> Collate all works and maintenance data annually, as required by this HMP, as a basis for reporting on the implementation of the HMP and monitoring the condition of the values in compliance with the NHRA Act.	Use the EMM's annual reporting on the implementation of the HMP to review the guidelines set out in this HMP for priority and timing of actions.	High	Annually	EMM
	Priorities should be re-assessed in any review of the HMP—that is, highest priority should be attributed to conservation works to retain the heritage values.			
<b>10c.</b> Monitor the condition of the identified heritage values of OR and AF Grave National Heritage Site.	Monitor the condition of the values and the fabric and include the re-evaluation as part of the five-yearly review of the HMP.	High	Ongoing	EMM
	Maintenance procedures should be put in place by the EMM for the detection and evaluation of incremental	High	Ongoing	EMM

POLICY	ACTION/S	IMPLEMENTATION		
		PRIORITY	TIMING	RESPONSIBILITY
	changes at the Grave. These are programmed into maintenance and planning programs and undertaken by the relevant EMM unit (Parks and Cemetery)			
	Use the annual collation of monitoring data to identify trends and the condition of the heritage values in order to guide the implementation of monitoring and maintenance.	High	Annually	EMM
	Ensure all conservation works and maintenance tasks are identified, reported and monitored annually.	High	Annually	EMM
	Ensure that any review of the HMP responds to and addresses trends revealed in monitoring data by refining processes for management, conservation and/or maintenance accordingly.	High	Within 5 years or as required	EMM

## 5 OUTLINE CONSERVATION WORKS AND CYCLICAL MAINTENANCE SCHEDULES

### 5.1 Introduction

This section of the HMP outlines the recommended conservation works and regular maintenance to be undertaken across the entire Chris Hani Memorial Heritage Precinct (inclusive of the Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage Site). Table 5 identifies issues and outlines the recommended conservation works for the different elements of the place. Table 6 provides a guide for on going cyclic maintenance for Chris Hani Grave National Heritage Site. The recommended tasks are aligned with the regularity that they should be carried out.

The effective implementation of the works and maintenance is required to ensure that the identified heritage values of Chris Hani Grave and Memorial National Heritage Site and Bertha Gxowa Grave Provincial Heritage site are conserved.

### 5.2 Priority and Timing for Conservation Works

The priorities and timings for the undertaking of conservation works at Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS as outlined below are provided as a general guide, and are demonstrative of the urgency of the works. Works identified as 'High Priority' for completion 'Immediately' should be given the highest precedence in terms of funding. The priorities for action are listed in three categories, each responding to a different level of risk to the site's heritage values:

- **High Priority:** Works integral to the conservation of heritage values, generally should be undertaken immediately.
- **Medium Priority:** Works that are required and should be planned for in order to conserve the heritage values of the grave and memorial
- **Low Priority:** Works, which are important to the future conservation of the heritage values but respond to less imminent risks.

The **Chris Hani Memorial Precinct Heritage Management Plan has an implementation period** of between three to five years. The financial resources to support the

implementation of the heritage management plan will be discussed by the Ekurhuleni Council after reviewing and approving the Heritage Management Plan. The groups who will implement this plan are the main actors discussed in section on the role Players in the Process. This HMP underlines that all areas of Ekurhuleni have potential for heritage significance and the opportunities provided by recognizing historic places may be capitalized through development and sustainable planning integrating residential, commercial and industrial developments.

The following actions have been identified as the steps required in implementing the recommendations of the Plan:

**Immediate Actions** (within 12 to 18 months of plan adoption)

- Review Heritage Planning Function.
- Review and Adopt a Metropolitan-wide Heritage Register and the Heritage Resources Management Programme, by Council Resolution, along with accompanying policies and procedures for the broad and long term protection of heritage resources including the Chris Hani Grave National Heritage Site and Bertha Gxowa Grave Provincial Heritage site.
- The Chris Hani Memorial structure and fabric should be continually assessed for stability in relation to their state of preservation.
- Adopt the national Standards & Guidelines as the basis for the conservation of physical attributes of the heritage site.
- Develop a consolidated Chris Hani and Bertha Gxowa archival information management system by creating a formal link between various institutions that are individually curating or managing Chris Hani and Bertha Gxowa historic records.
- Survey the Thomas Titus Nkobi Memorial Park and record all local, provincial and national liberation struggle icons burials and include in the significance citation of the park.
- Continue to support intangible aspects of Chris Hani and Bertha Gxowa heritage.
- Work with community groups to promote heritage awareness through programming beyond the annual heritage month (November of each year) initiatives.

**Medium-Range Actions** (within 18 to 36 months of plan adoption)

- Consider the establishment of a site specific Heritage Advisory Committee to advise Council on Chris Hani and Bertha Gxowa heritage-related issues in the community.
- Continue to add identified other liberation heritage sites in Boksburg and across Ekurhuleni Metropolitan area for consolidated planning and inclusion to the Heritage Register in order to prevent silo site management approach of significant heritage resources.
- Create an effective and manageable set of incentives to empower the heritage management program in order to attract private investment in the sector that would eventually benefit site like the Chris Hani National Heritage Site and Bertha Gxowa.
- Revise the municipal planning framework to recognize heritage conservation as a core municipal function given the fact that Ekurhuleni is home to high significance national heritage sites such the Chris Hani Grave National Heritage Site and Bertha Gxowa.
- Develop communication strategies for cultural resources in order to keep all key stakeholders engaged and informed through out the heritage management program beyond the annual heritage events.
- Chris Hani and Bertha Gxowa Memorial Precinct is situated within the broader South Park local community and Boksburg. As such Ekurhuleni City should work with community groups to promote heritage conservation throughout the city and the province.

**Long-Range Actions** (within 60 months of plan adoption)

- Update the Chris Hani Memorial Heritage Precinct (Chris Hani Grave National Heritage Site and Bertha Gxowa Grave) PHS Management Plan as part to the overall Ekurhuleni Heritage Register as required.

Upon implementation of the Chris Hani Grave NHS Heritage and Bertha Gxowa Grave PHS Management Plan, the following outcomes are anticipated:


- An approach to Chris Hani and Bertha Gxowa Site heritage conservation that is broadly valued by the public.
- Contribution to a municipal heritage management program that is supported coordinated and facilitated.
- Support for the owners of heritage sites through a clear and transparent regulatory process and a range of heritage conservation incentives.




- Make Chris Hani Site and Bertha Gxowa Grave PHS Memorial Precinct more accessible offering opportunities to learn and experience Ekurhuleni community heritage and history.
- Continuous accurate documentation and research for significant liberation heritage resources.
- Opportunities for the development of heritage partnerships through coordination with other National Liberation Heritage sites and institutions involved in the same space.
- Enhanced capacity for heritage stakeholders to assist in heritage awareness and education initiatives.

The result will be a long term HMP that contributes to ongoing heritage management program that is sustainable, and monitored over time to ensure the effectiveness of its outcomes and use of resources.



### 5.3 Schedule of Works for Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS



**Table 9: Identified issues and recommended works for the different components of Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS.**


ELEMENT	CONDITION	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
National Declaration Plaque on the wall of remembrance	Good	There is no official plaque from SAHRA marking the national status of Chris Hani grave and Memorial sites. However, the Wall of Remembrance and the Memorial monuments are well marked. The granite inscriptions are subject to mid to long term deterioration and can fade over time as the granite engraving is weathering effects. The plaque is currently not actively deteriorating.	-The plaques and information transfer panels should be cleaned and re-patinated regularly -The plaque should be monitored for further wear and tear. -A specialist conservator should undertake this.	Low	Within 2 years	
Sign on gate	N/A	There is no clear/dedicated signage that direct visitors to the existence of the Chris Hani Memorial within the cemetery grounds	-A new sign should be erected or -Improve the appearance and presentation of this sign by conserving the surface, attempting to remove scratches and securing with a less intrusive system	Medium	Within 2 years	

ELEMENT	CONDITION	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
Plaques and information transfer panels within the Heritage site	Good	The on site information transfer uses granite and glass as panels.. Some of panels on three pillars next to the wall of remembrance are empty and are yet to be populated with information.	-The lettering and artistic works on the panels should be cleaned or otherwise treated. -A specialist conservator should undertake this.	Low	Within 1 year	
Entry gate to Memorial Monument	Good	The entrance and walkway from the Chris Hani Burial through to the Wall of Remembrance are in good condition and fair state of maintenance	a detailed schedule of maintenance should be developed and followed to ensure that the site will not fall into disrepair of poor maintenance.	Low	Within 12-24 months	
The monument	Good	The overall material fabric including the tombstones, of all graves and posts all appear to be sound for both Chris Hani and Bertha Gxowa burials.	Repair the cracks that may emerging from the concrete and granite masonry works on both the graves, the memorial installations and pathways within the site.	Medium	Within 24 months	



ELEMENT	CONDITION	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
Steel Perimeter Fence	Good	None	Monitor and maintain	Medium	Within 24 months	
Mixed-gravel (inside perimeter fence of the memorial site)	Fair	None, the Garden and Walk of Remembrance installations are in good state of preservation and maintenance	-Regular cleaning of the gravel should be undertaken	High	As required	
			- To avoid weed growth and visual intrusion gravel should be sifted to remove foreign material. - If necessary the gravel should be topped up with similar composition.	Medium	Within 24 months	

ELEMENT	CONDITION	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
Graves	Good-Very Good	There are no visible cracks in the gravestone for both Hani and Gxowa Burials	<p>-A specialist stone conservator should be engaged to monitor the graves and monuments in the medium to long run</p> <p>- The polished granite and rusticated granite of the Graves should be cleaned with a low pressure water cleaning system when necessary.</p>	High	Within 12 months	 

ELEMENT	CONDITION	IDENTIFIED ISSUE/S	RECOMMENDED WORKS	PRIORITY	TIMING	IMAGE
Setting and curtilage (Thomas Titus Nkobi Memorial Park South Park Cemetery)	Fair	The cemetery has other portions that are poorly maintained which have an indirect impact on the national and provincial sites' landscape setting and view sheds  This area visually impacts on the significance of the Graves and should be appropriately landscaped.	The overall cemetery should be maintained and managed as buffer zone to the provincial and national heritage sites consisting of the graves and Memorial Park.	Medium	Within 5 years	

#### 5.4 Cyclical Maintenance for Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS

**Table 7** Broad and general maintenance guidelines for Chris Hani Grave National Heritage Site and Bertha Gxowa Grave PHS

Element	Tasks	Regularity				
		As Necessary	6 monthly	Annually	Every 2 yrs.	Every 3-5 yrs.
<b>General site</b>	<ul style="list-style-type: none"> <li>- Check condition and rectify:</li> <li>- invasive plant invasion.</li> <li>- Large-scale damage from natural element, human and vehicle traffic etc.</li> <li>- Ground damage from burrowing animals.</li> <li>- Graffiti and vandalism</li> </ul>		X			
<b>Plaques and signs</b>	<ul style="list-style-type: none"> <li>- Check for secure attachment to substrate where lifting is evident.</li> <li>- Monitor condition.</li> <li>- Undertake cleaning (with advice from conservation specialist).</li> </ul>			X		
<b>Entry gate and railing</b>	- Monitor functionality.			X		
	- Repaint as required.	X				

Element	Tasks	Regularity				
		As Necessary	6 monthly	Annually	Every 2 yrs.	Every 3-5 yrs.
<b>Outer perimeter concrete and cement render plinth</b>	<ul style="list-style-type: none"> <li>- Check for cracks and de-laminating render.</li> <li>- Repair with a matching mortar of similar colour.</li> <li>- Adding waterproofing material to patch mortar if water damage is evident.</li> </ul>			X		
<b>Soil at base of pines</b>	<ul style="list-style-type: none"> <li>- Reinstate scattered soil and remove soil from white gravel.</li> <li>- Check rodent-proofing measures for functionality.</li> </ul>	X				
<b>Mixed gravel (inside perimeter fence)</b>	<ul style="list-style-type: none"> <li>- Remove leaf litter, loose soil, etc.</li> <li>- Rake surface to dislodge unwanted material and to maintain the outer gravel apron.</li> </ul>		X			
<b>Cracks in gravestone</b>	<ul style="list-style-type: none"> <li>- Monitor cracks for worsening condition, spread and water ingress.</li> <li>- Check for fresh cracks as well as spread of existing cracks.</li> <li>- Record length and condition of cracks.</li> </ul>			X		
<b>Commemorative lettering</b>	<ul style="list-style-type: none"> <li>- Monitor for durability and condition.</li> </ul>			X		
<b>Moss</b> (Between polished granite Grave and rusticated granite wall)	<ul style="list-style-type: none"> <li>- Remove any build-up of moss</li> <li>- Gently wash surface with algacide.</li> </ul>			X		

## **6 STRATEGY**

### **6.1 Introduction**

The Ekurhuleni strategy for Chris Hani Memorial Precinct National Site heritage management will evolve as the approach that City Council adopts to manage its diverse heritage resources develops. Sample strategies for Ekurhuleni have been elaborated in Appendix Sample Strategies for Ekurhuleni Heritage Management.

There are also some points that are central to managing heritage resources. These central aspects are discussed in the section, and they include implementation, heritage initiatives, maintenance strategies, and a consideration of overall integration of the Ekurhuleni Management Plan and also evaluation and monitoring of the plan. Also included is a consideration of protecting cultural landscapes.

### **6.2 Implementation**

#### **6.2.1 Time Frame**

The City of Ekurhuleni Heritage Management Plan will have an implementation period of between immediate actionable measures to five years. This is in accordance with the policy of the Municipal Program for a Heritage Management Plan. At the end of this period, circumstances regarding heritage in the City of Ekurhuleni are expected to have changed and a new or highly revised Heritage Management Plan will be necessary for Ekurhuleni.

#### **6.2.2 Financial Resources**

Presently, the City of Ekurhuleni has specific financial resources allocated to heritage management in the city. However, the Metropolitan Council will consider the allocation of specific funding to deal with local heritage issues arising from this Chris Hani National Heritage Site and Bertha Gxowa Grave PHS HMP once it has been reviewed and adopted.

### 6.2.3 Recommended Heritage Initiatives

The City of Ekurhuleni will consider inviting local community with support and incentives for heritage development, tourism and education ventures that contribute to the significance of the overall Chris Hani Memorial Precinct Heritage Site (Chris Hani and Bertha Gxowa graves and Hani Memorial) Heritage program.

### 6.3 Protecting Cultural Landscapes

The Chris Hani National Heritage Site and Bertha Gxowa Grave PHS falls within a cultural landscape consisting of the Chris Hani and Bertha Cultural Precinct, active cemetery, and residential area (Fig. 6). This makes the heritage site part of a wider cultural landscape where there community has a larger stake and interest in. The Ekurhuleni Council should have a local chapter of Heritage Advisory Committee in South Park that should take a broad view concerning Chris Hani Heritage Site and Bertha Gxowa and Memorial Precinct. This will help local community to participate and identify additional significant values to the Chris Hani and Bertha Gxowa Heritage.

**Figure 11: Layout plan of the Chris Hani Memorial and Wall of Remembrance**



## **6.4 Integration of the Chris Hani and Bertha Gxowa HMP into the Ekurhuleni Management Plan**

The success of the Heritage Management Plan will be determined by the extent to which it is used as an outline for implementation and also to the extent that a heritage conservation approach is adopted in a number of planning instruments for the City of Ekurhuleni. The Chris Hani Memorial Heritage Precinct offers potential for heritage significance and the opportunities provided by heritage may be capitalized through integration with residential, commercial and industrial developments given the opportunity is recognised and sufficient planning is provided in the broader South Park, Boksburg and Ekurhuleni region.

## **6.5 Heritage Education & Awareness**

The South Park community is fortunate to have many active heritage City Council and organizations that already undertake significant heritage education and awareness initiatives. Creating a local Chris Hani and Bertha Gxowa Heritage Advisory Committee as a community organization and their activities would increase opportunities for more collaboration and partnerships in the strategic administration and delivery of the local heritage programs.

The annual Chris Hani and Bertha Gxowa Memorial Community events and activities engage the community with the purpose of raising the public profile of Chris Hani and Bertha Gxowa heritage within the local, metropolitan, province and national communities.

The often the most recognisable public component of the Chris Hani heritage management program are:

- Examples of public awareness programs are:
  - Interpretive plaque programs
  - Chris Hani Cultural Precinct heritage walking tours
  - Annual Chris Hani Commemorations – every year during April Month
  - Chris Annual Lecture programs on the legacy of Chris Hani topics
  - Heritage festivals, and festivities marking important historic events school programs.

### **6.5.1 Technical Information**

The responsible conservation, rehabilitation and maintenance of Chris Hani grave and Memorial Monument and Bertha Gxowa Grave fabric and well as the landscape setting of the Chris Hani Memorial Precinct requires specialized knowledge and technical skills in heritage planning, building evaluation and assessment, and conservation methods. In order to put a heritage management plan into practice, it is necessary for the Ekurhuleni Council to know where to obtain the correct professional and knowledgeable heritage advice and expertise for a variety of services when they are needed.

There is a vast array of information resources available to assist public and private organizations as well as individuals with their heritage conservation challenges. Many of these are available over the Internet or in publications available through governmental organizations such as SAHRA and G-PHRA, education programs on heritage conservation, and community-based societies and agencies. Access to resources is invaluable for the effective implementation and ongoing operation of Chris Hani Memorial Precinct HMP, and should be facilitated through the broader Ekurhuleni heritage management program.

### **6.5.2 Tourism Opportunities**

Current research indicates that cultural tourism is the fastest growing segment of the tourism industry, and enhanced heritage information may provide further opportunities for the development of regional and destination tourism. One of the most effective ways to build and maintain respect for a community's heritage is through a rich selection of events that raise the greater public's awareness and appreciation of local history. In the case of the Chris Hani and Bertha Gxowa Grave sites, Ekurhuleni municipality sponsors the annual heritage Commemorative events, which is managed as a community-based and national program. There are already numerous Chris Hani and Bertha Gxowa legacy events and initiatives that are coordinated by different organizations and stakeholders that could be marketed by Ekurhuleni to a broader audience.



### **6.5.3 Education**

Outcome of the research for this HMP indicates that over time, community partnerships can continue to be nurtured through coordination and selective funding of Chris Hani and Bertha Gxowa legacy linked initiative. Furthermore, it is evident that institutional partnerships can be fostered in association with local schools, who could also play a key role in public heritage education, through local history curricula and heritage-related educational models. This is a critical aspect to the significance of the Chris Hani and Bertha Gxowa heritage given the fact that had a long history of contribution to education. Throughout the school system, there will be many opportunities to integrate specific historical information within the school curriculum, through tours and educational modules.

It is recommended that heritage education and awareness initiatives should be supported and promoted by the Metropolitan's heritage management program.

### **6.5.4 Monitoring and Evaluation by the Advisory Committee**

Monitoring and evaluation are important processes that must be undertaken regularly to ensure a functioning Heritage Management Plan that addresses the specific needs of the Chris Hani National Heritage Site and Bertha Gxowa Grave Provincial Heritage site. A yearly review of the Chris Hani National Heritage Site by the Heritage Advisory Committee will be scheduled and conducted as a matter of course. This review will address any required changes in the Chris Hani National Heritage Site, Bertha Gxowa Grave PHS and will suggest revised processes, policies and strategies accordingly. The review process will also involve a discussion regarding the state of the overall Ekurhuleni Heritage Survey, the Ekurhuleni Heritage Inventory and the Ekurhuleni Heritage Register. This is particularly important because the Chris Hani National Heritage Site and Bertha Gxowa Grave PHS may not successfully be managed in isolation from the rest of the Ekurhuleni heritage environment.

The Chris Hani National Heritage Site and Bertha Gxowa Grave PHS's effective implementation time span is believed to be three to five years. At this point the Management Plan will be subject to a thorough, formal evaluation by the City of Ekurhuleni Council with the assistance of the council Heritage Advisory Committee. The following is a list of questions that may be asked to determine the success of the plan and how it may be revised for the future.

- How has the Heritage Management Plan affected historical resources in Ekurhuleni?

- To what extent did the Heritage Management Plan protect the Chris Hani National Heritage Site and the Bertha Gxowa Grave PHS?
- Was there pressure for changing the protected Chris Hani National Heritage site and Bertha Gxowa Grave PHS in such a manner that would compromise the integrity of the site? (Examining the planning applications each year for the protected sites will indicate this).
- Was there effect of new constructions on the protected site and its setting, including the Chris Hani memorial site?
- Did the Heritage Management Plan achieve what it set out to achieve?
- Could it achieve the same results in a more efficient manner?
- Were the actions as listed in the Heritage Management Plan completed?
- To what extent did the prescribed actions contribute to the achievement of the objectives listed in the Management Plan?

The results of this discussion will be presented to Council and will be reflected in a new Chris Hani National Heritage Site and Bertha Gxowa Grave PHS HMP.

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# APPENDICES

## 8 GLOSSARY OF TERMS

**Character-Defining Elements (CDEs)** The materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to the heritage value of a historic place, and which must be retained in order to preserve its heritage value.

**Compatible use means** a use, which respects the cultural significance of a place. Such a use involves no, or minimal, impact on cultural significance.

**Conservation** All actions or processes that are aimed at safeguarding the character-defining elements of cultural resources so as to retain its heritage value and extend its physical life. This may involve "Preservation," "Rehabilitation," "Restoration," or a combination of these actions or processes.

**Conservation** means all the processes of looking after a place so as to retain its cultural significance.

**Council** Ekurhuleni City Council will enact bylaws and make decisions regarding Ekurhuleni's heritage management upon recommendations and submissions from the Ekurhuleni Heritage Advisory Committee. The Council will issue Notices of Intent to Designate and pass bylaws designating Historic Places in Ekurhuleni.

**Cultural Heritage Resources** Same as **Heritage Resources** as defined and used in the National Heritage Resources Act (Act No. 25 of 1999). Refer to physical cultural properties such as archaeological and palaeontological sites; historic and prehistoric places, buildings, structures and material remains; cultural sites such as places of ritual or religious importance and their associated materials; burial sites or graves and their associated materials; geological or natural features of cultural importance or scientific significance. **Cultural Heritage Resources** also include **intangible resources** such as religion practices, ritual ceremonies, oral histories, memories and indigenous knowledge.

**Cultural Significance** also encompasses the complexities of what makes a place, materials or intangible resources of value to society or part of, customarily assessed in terms of aesthetic, historical, scientific/research and social values.

**Cultural significance** means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

**Environment** The surroundings within which humans exist and that are made up of: i. the land, water and atmosphere of the earth; ii. micro-organisms, plant and animal life; iii. Any part or combination of (i) and (ii) and the interrelationships among and between them; and, iv. the physical, chemical, aesthetic and cultural properties and conditions of the foregoing that influence human health and well-being. This includes the economic, social, cultural, historical and political circumstances, conditions and objects that affect the existence and development of an individual, organism or group.

**Environmental impact assessment** An Environmental Impact Assessment (EIA) refers to the process of identifying, predicting and assessing the potential positive and negative social, economic and biophysical impacts of any proposed project, plan, programme or policy which requires authorisation of permission by law and which may significantly affect the environment. The EIA includes an evaluation of alternatives. As well as recommendations for appropriate

mitigation measures for minimising or avoiding negative impacts, measures enhancing the positive aspects of the proposal and environmental management and monitoring measures.

**Expansion** means the modification, extension, alteration or upgrading of a facility, structure or infrastructure at which an activity takes place in such a manner that the capacity of the facility or the footprint of the activity is increased;

**Fabric** means all the physical material of the place including components, fixtures, contents and objects.

**Grave** A place of interment (*variably referred to as burial*), including the contents, headstone or other marker of such a place, and any other structure on or associated with such place. A grave may occur in isolation or in association with others where upon it is referred to as being situated in a cemetery (*contemporary*) or **Burial Ground** (*historic*).

**Heritage impact assessment** (HIA) refers to the process of identifying, predicting and assessing the potential positive and negative cultural, social, economic and biophysical impacts of any proposed project, plan, programme or policy which requires authorisation of permission by law and which may significantly affect the cultural and natural heritage resources. The HIA includes recommendations for appropriate mitigation measures for minimising or avoiding negative impacts, measures enhancing the positive aspects of the proposal and heritage management and monitoring measures.

**Heritage Inventory** A heritage inventory is a document that lists the historic places in a certain area that are deemed to fulfill both the criteria for significance, as well as integrity. The sites that appear on the inventory are selected from the heritage survey. A heritage survey is a necessary precursor to the inventory.

**Heritage Program Administrator** The City of Ekurhuleni will/has establish(ed) a Heritage Officer/Designate. The responsibilities of this position will include: To provide support for the implementation of the Chris Hani NHS and Bertha Gxowa Grave PHS Heritage Management Plan; To provide conservation and restoration advice, and act as an intermediary for obtaining information (providing to match tense of overseeing in first point, or provide and oversee); To act as an intermediary between the Heritage Advisory Committee and other participants and partners; To monitor heritage management programming; To be responsible for technical aspects of heritage planning, including (the positions will include responsible? Missing something at beginning of point); To compile and update the records of designated historic places and areas for the City of Ekurhuleni; To process permit applications related to heritage preservation; To review and circulating heritage related issues to other departments for input

**Heritage Register** A heritage register is a record of historic places that have been municipally designated. These historic places must also appear on both the heritage survey and the heritage inventory.

**Heritage Survey** A heritage survey consists of a number of buildings that are deemed to be historically relevant to a certain area. The survey requires black and white photographic documentation of the historic places, as well as such information as site name, address, lot, block and plan number, date of construction (or an approximation) and initial historical research. The heritage survey is kept both by the city, municipality, county, town, village or neighbourhood that initiated it, as well as by the provincial government.

**Heritage Value** The aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

**Historic Material** remains resulting from human activities, which are younger than 100 years, but no longer in use, including artefacts, human remains and artificial features and structures.

**Historic Place** Also referred to as a historic resource, a historic place is a structure, building, group of buildings, district, landscape, archaeological site or other place that has been formally recognized for its heritage value.

**Historic Site** Any site that includes or is comprised of, an historical resource of an immovable nature or that cannot be disassociated from its context without destroying some or all of its value as an historical resource.

**Impact** The positive or negative effects on human well-being and / or on the environment.

**In Situ** Material culture and surrounding deposits in their original location and context, for example an archaeological site that has not been disturbed by farming.

**Interested and affected parties** Individuals, communities or groups, other than the proponent or the authorities, whose interests may be positively or negatively affected by the proposal or activity and/ or who are concerned with a proposal or activity and its consequences.

**Interpretation** means all the ways of presenting the cultural significance of a place.

**Interpretation** This is any communication process designed to reveal the characteristics, meanings and relationships of a community's built heritage to the public through reference to objects, artifacts, landscapes, and structures or persons.

**Intervention** Any action, other than demolition or destruction, that results in a physical change to an element of a historic place.

**Maintenance** Routine, cyclical non-destructive actions necessary to slow the deterioration of a historic place. It entails periodic inspection; routine, cyclical, non-destructive cleaning; minor repair and refinishing operations; replacement of damaged or deteriorated materials that are impractical to save.

**Material culture** means buildings, structure, features, tools and other artefacts that constitute the remains from past societies.

**Minimal Intervention** The approach which allows functional goals to be met with the least physical intervention.

**Mitigate** The implementation of practical measures to reduce adverse impacts or enhance beneficial impacts of an action.

**Place** means site, area, land, landscape, building or other work, group of buildings or other works, and may include components, contents, spaces and views.

**Preservation** The action or process of protecting, maintaining and/or stabilizing the existing materials, form and integrity of a historic place, or of an individual component, while protecting its heritage value.

**Protected area** means those protected areas contemplated in section 9 of the NEMPAA and the core area of a biosphere reserve and shall include their buffers;

**Public participation process** A process of involving the public in order to identify issues and concerns, and obtain feedback on options and impacts associated with a proposed project, programme or development. Public Participation Process in terms of NEMA refers to: a process in which potential interested and affected parties are given an opportunity to comment on, or raise issues relevant to specific matters

**Recording** Heritage recording is the process of documenting an illustrating what is significant or valuable about a historic structure. The results of the recording should be a clear, accurate and concise report, containing drawings, photographs and written analysis of the historic structure.

The action of recording or documenting a heritage resource is an integral part of the preservation process. Not only does it necessitate a thorough scientific analysis of the building, but it also ensures that an archival reference will be created that describes the resource in detail, despite the fate of the building in the future.

**Rehabilitation** The action or process of making possible a continuing or compatible contemporary use for a historic place, or of an individual component, through repair, alterations and/or additions, while protecting its heritage value.

**Restoration** The action or process of accurately revealing, recovering or representing the state of a historic place, or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value.

**Revitalisation** Revitalisation is a term that describes the process of economic, social, physical and cultural redevelopment of an area or street.

**Setting** means the area around a place, which may include the visual catchment.

**Significance** can be differentiated into impact magnitude and impact significance. Impact magnitude is the measurable change (*i.e. intensity, duration and likelihood*). Impact significance is the value placed on the change by different affected parties (*i.e. level of significance and acceptability*). It is an anthropocentric concept, which makes use of value judgments and science-based criteria (*i.e. biophysical, physical cultural, social and economic*).

**Site** A distinct spatial cluster of artefacts, structures, organic and environmental remains, as residues of past human activity.

**Standards** Norms for the respectful conservation of historic places.

**Statement of Significance** A statement of significance is a brief, concise document detailing why a historic place is significant. It includes a photo of the site, a site description, an explanation as to the heritage value and a list of the character-defining elements.

**The Public** The public will become involved in the heritage management process as part of a public consultation process prior to the implementation of the plan. The public will be asked to review and provide comments on the Ekurhuleni Heritage Management Plan.

**Use** means the functions of a place, as well as the activities and practices that may occur at the place.

## 9 LOCATION MAPS

Figure 12: Location Map of South Park where Thomas Titus Nkobi Memorial Park (South Park Cemetery) and Chris Hani and Bertha Gxowa Cultural Precinct is located.





Figure 13: Areal View of the Chris Hani National Heritage Site and Bertha Gxowa Grave PHS (white boundary) an Chris Hani Memorial (Source Google Maps)

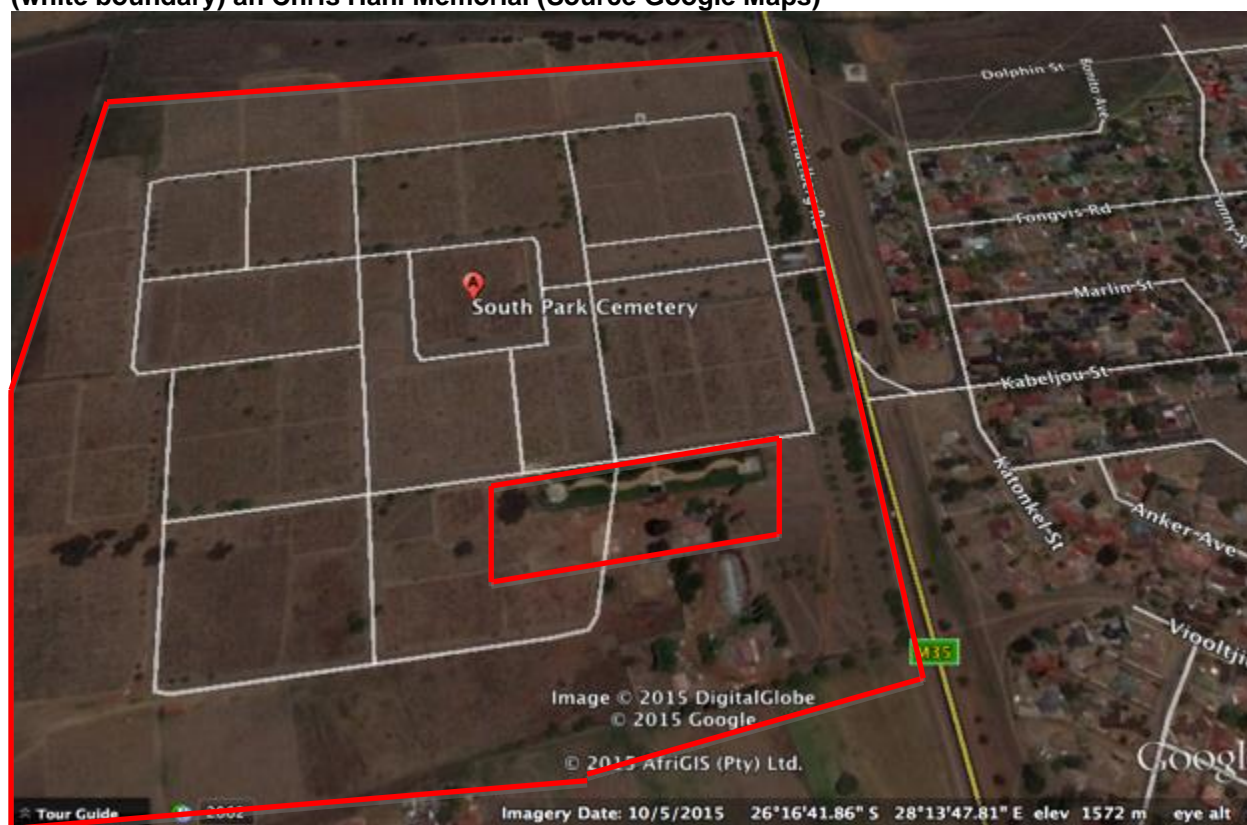


Figure 14: Thomas Titus Nkobi Memorial Park (South Park Cemetery) where the Chris Hani and Bertha Gxowa Graves are located.



Figure 15: Aerial and architectural layout plan of the Chris Hani Memorial National Heritage site



## 10 APPENDIX 5: LEGAL BACK GROUND AND PRINCIPLES OF HERITAGE RESOURCES MANAGEMENT IN SOUTH AFRICA

Extracts relevant to this report from the National Heritage Resources Act No. 25 of 1999, (Sections 5, 36 and 47):

### General principles for heritage resources management

5. (1) All authorities, bodies and persons performing functions and exercising powers in terms of this Act for the management of heritage resources must recognise the following principles:

- (a) Heritage resources have lasting value in their own right and provide evidence of the origins of South African society and as they are valuable, finite, non-renewable and irreplaceable they must be carefully managed to ensure their survival;
  - (b) every generation has a moral responsibility to act as trustee of the national heritage for succeeding generations and the State has an obligation to manage heritage resources in the interests of all South Africans;
  - (c) heritage resources have the capacity to promote reconciliation, understanding and respect, and contribute to the development of a unifying South African identity; and
  - (d) heritage resources management must guard against the use of heritage for sectarian purposes or political gain.
- (2) To ensure that heritage resources are effectively managed—
- (a) the skills and capacities of persons and communities involved in heritage resources management must be developed; and
  - (b) provision must be made for the ongoing education and training of existing and new heritage resources management workers.
- (3) Laws, procedures and administrative practices must—
- (a) be clear and generally available to those affected thereby;
  - (b) in addition to serving as regulatory measures, also provide guidance and information to those affected thereby; and
  - (c) give further content to the fundamental rights set out in the Constitution.
- (4) Heritage resources form an important part of the history and beliefs of communities and must be managed in a way that acknowledges the right of affected communities to be consulted and to participate in their management.
- (5) Heritage resources contribute significantly to research, education and tourism and they must be developed and presented for these purposes in a way that ensures dignity and respect for cultural values.
- (6) Policy, administrative practice and legislation must promote the integration of heritage resources conservation in urban and rural planning and social and economic development.
- (7) The identification, assessment and management of the heritage resources of South Africa must—
- (a) take account of all relevant cultural values and indigenous knowledge systems;
  - (b) take account of material or cultural heritage value

- and involve the least possible alteration or loss of it;
- (c) promote the use and enjoyment of and access to heritage resources, in a way consistent with their cultural significance and conservation needs;
- (d) contribute to social and economic development;
- (e) safeguard the options of present and future generations; and
- (f) be fully researched, documented and recorded.

### Burial grounds and graves

36. (1) Where it is not the responsibility of any other authority, SAHRA must conserve and generally care for burial grounds and graves protected in terms of this section, and it may make such arrangements for their conservation as it sees fit.

(2) SAHRA must identify and record the graves of victims of conflict and any other graves which it deems to be of cultural significance and may erect memorials associated with the grave referred to in subsection (1), and must maintain such memorials.

(3) (a) No person may, without a permit issued by SAHRA or a provincial heritage resources authority—

- (a) destroy, damage, alter, exhume or remove from its original position or otherwise disturb the grave of a victim of conflict, or any burial ground or part thereof which contains such graves;

- (b) destroy, damage, alter, exhume, remove from its original position or otherwise disturb any grave or burial ground older than 60 years which is situated outside a formal cemetery administered by a local authority; or
- (c) bring onto or use at a burial ground or grave referred to in paragraph (a) or (b) any excavation equipment, or any equipment which assists in the detection or recovery of metals.

(4) SAHRA or a provincial heritage resources authority may not issue a permit for the destruction or damage of any burial ground or grave referred to in subsection (3)(a) unless it is satisfied that the applicant has made satisfactory arrangements for the exhumation and re-interment of the contents of such graves, at the cost of the applicant and in accordance with any regulations made by the responsible heritage resources authority.

(5) SAHRA or a provincial heritage resources authority may not issue a permit for any activity under subsection (3)(b) unless it is satisfied that the applicant has, in accordance with regulations made by the responsible heritage resources authority—

- (a) made a concerted effort to contact and consult communities and individuals who by tradition have an interest in such grave or burial ground; and
- (b) reached agreements with such communities and individuals regarding the future of such grave or burial ground.

(6) Subject to the provision of any other law, any person who in the course of development or any other activity discovers the location of a grave, the existence of which was previously unknown, must immediately cease such activity and report the discovery to the responsible heritage resources authority which must, in co-operation with the South African Police Service and in accordance with regulations of the responsible heritage resources authority—

- (a) carry out an investigation for the purpose of obtaining information on whether or not such grave is protected in terms of this Act or is of significance to any community; and

- (b) if such grave is protected or is of significance, assist any person who or community which is a direct descendant to make arrangements for the exhumation and re-interment of the contents of such grave or, in the absence of such person or community, make any such arrangements as it deems fit.

(7) (a) SAHRA must, over a period of five years from the commencement of this Act, submit to the Minister for

his or her approval lists of graves and burial grounds of persons connected with the liberation struggle and who died in exile or as a result of the action of State security forces or agents provocateur and which, after a process of public consultation, it believes should be included among those protected under this section.

(b) The Minister must publish such lists as he or she approves in the Gazette.

(8) Subject to section 56(2), SAHRA has the power, with respect to the graves of victims of conflict outside the Republic, to perform any function of a provincial heritage resources authority in terms of this section.

(9) SAHRA must assist other State Departments in identifying graves in a foreign country of victims of conflict connected with the liberation struggle and, following negotiations with the next of kin, or relevant authorities, it may re-inter the remains of that person in a prominent place in the capital of the Republic.

#### **General policy**

47. (1) SAHRA and a provincial heritage resources authority—

(a) must, within three years after the commencement of this Act, adopt statements of general policy for the management of all heritage resources owned or controlled by it or vested in it; and

(b) may from time to time amend such statements so that they are adapted to changing circumstances or in accordance with increased knowledge; and

(c) must review any such statement within 10 years after its adoption.

(2) Each heritage resources authority must adopt for any place which is protected in terms of this Act and is owned or controlled by it or vested in it, a plan for the management of such place in accordance with the best environmental, heritage conservation, scientific and educational principles that can reasonably be applied taking into account the location, size and nature of the place and the resources of the authority concerned, and may from time to time review any such plan.

(3) A conservation management plan may at the discretion of the heritage resources authority concerned and for a period not exceeding 10 years, be operated either solely by the heritage resources authority or in conjunction with an environmental or tourism authority or under contractual arrangements, on such terms and conditions as the heritage resources authority may determine.

(4) Regulations by the heritage resources authority concerned must provide for a process whereby, prior to the adoption or amendment of any statement of general policy or any conservation management plan, the public and interested organisations are notified of the availability of a draft statement or plan for inspection, and comment is invited and considered by the heritage resources authority concerned.

(5) A heritage resources authority may not act in any manner inconsistent with any statement of general policy or conservation management plan.

(6) All current statements of general policy and conservation management plans adopted by a heritage resources authority must be available for public inspection on request.

## 11 APPENDIX 2: BURIAL GROUNDS AND GRAVE SITES IN DEVELOPMENT CONTEXT

Developers, land use planners and professional specialist service providers often encounter difficult situations with regards to burial grounds, cemeteries and graves that may be encountered in development contexts. This may be before or during a development project. There are different procedures that need to be followed when a development is considered on an area that will impact upon or destroy existing burial grounds, cemeteries or individual graves. In contexts where human remains are accidentally found during development work such as road construction or building construction, there are different sets of intervention regulations that should be instigated. This brief is an attempt to highlight the relevant regulations with emphasis on procedures to be followed when burial grounds, cemeteries and graves are found in development planning and development work contexts. The applicable regulations operate within the national heritage and local government legislations and ordinances passed in this regard. These guidelines assist you to follow the legal pathway.

1. First, establish the context of the burial:

A. Are the remains less than 60 years old? If so, they may be subject to provisions of the Human Tissue Act, Cemeteries Ordinance(s) and to local, regional, or municipal regulations, which vary from place to place. The finding of such remains must be reported to the police but are not automatically protected by the National Heritage Resources Act (Act 25 of 1999).

B. Is this the grave of a victim of conflict? If so, it is protected by the National Heritage Resources Act (Section 36(3a)). (Relevant extracts from the Act and Regulations are included below).

C. Is it a grave or burial ground older than 60 years which is situated outside a formal cemetery administered by a local authority? If so, it is protected by the National Heritage Resources Act (Section 36(3b)).

D. Are the human or hominid remains older than 100 years? If so, they are protected by the National Heritage Resources Act (Section 35(4), see also definition of "archaeological" in Section 2).

2. Second, refer to the terms of the National Heritage Resources Act most appropriate to the situation, or to other Acts and Ordinances:

A. Human remains that are NOT protected in terms of the National Heritage Resources Act (i.e. less than 60 years old and not a grave of a victim of conflict or of cultural significance) are subject to provisions of the Human Tissue Act and to local and regional regulations, for example Cemeteries Ordinances applicable in different Provincial and local Authorities.

B). All finds of human remains must be reported to the nearest police station to ascertain whether or not a crime has been committed.

C). If there is no evidence for a crime having been committed, and if the person cannot be identified so that their relatives can be contacted, the remains may be kept in an institution where certain conditions are fulfilled. These conditions are laid down in the Human Tissue Act (Act No. 65 of 1983). In contexts where the local traditional authorities given their consent to the unknown remains to be re-buried in their area, such re-interment may be conducted under the same regulations as would apply for known human remains.

3. In the event that a graveyard is to be moved or developed for another purpose, it is incumbent on the local authority to publish a list of the names of all the persons buried in the graveyard if there are gravestones or simply a notification that graves in the relevant graveyard are to be disturbed. Such a list would have to be compiled from the names on the gravestones or from parish or other records. The published list would call on the relatives of the deceased to react within a certain period to claim the remains for re-interment. If the relatives do not react to the advertisement, the remains may be re-interred at the discretion of the local authority.

A. However, it is the responsibility of the developer to ensure that none of the affected graves within the cemetery are burials of victims of conflict. The applicant is also required in line with the heritage legislation to verify that the graves have no social significance to the local communities.

B. It is illegal in terms of the Human Tissue Act for individuals to keep human remains, even if they have a permit, and even if the material was found on their own land.

4. The Exhumations Ordinance (Ordinance No. 12 of 1980 and as amended) is also relevant. Its purpose is "To prohibit the desecration, destruction and damaging of graves in cemeteries and receptacles containing bodies; to regulate the exhumation, disturbance, removal and re-interment of bodies, and to provide for matters incidental thereto". This ordinance is supplemented and supported by local authorities regulations, municipality by-laws and ordinances.

### DEFINITIONS AND APPLICABLE REGULATIONS

1). A "Cemetery" is defined as any land, whether public or private, containing one or more graves.

2). A "grave" includes "(a) any place, whether wholly or partly above or below the level of ground and whether public or private, in which a body is permanently interred or intended to be permanently interred, whether in a coffin or other receptacle or not, and (b) any monument, tombstone, cross, inscription, rail, fence, chain, erection or other structure of whatsoever nature forming part of or appurtenant to a grave.

3). No person shall desecrate, destroy or damage any grave in a cemetery, or any coffin or urn without written approval of the Administrator.

4). No person shall exhume, disturb, remove or re-inter anybody in a cemetery, or any coffin or urn without written approval of the Administrator.

5). Application must be made for such approval in writing, together with:

- a). A statement of where the body is to be re-interred.
  - b). Why it is to be exhumed.
  - c). The methods proposed for exhumation.
  - d). Written permission from local authorities, nearest available relatives and their religious body owning or managing the cemetery, and where all such permission cannot be obtained, the application must give reasons why not.
- 6). The Administrator has the power to vary any conditions and to impose additional conditions.

7). Anyone found guilty and convicted is liable for a maximum fine of R200 and maximum prison sentence of six months.

5. Human remains from the graves of victims of conflict, or any burial ground or part thereof which contains such graves and any other graves that are deemed to be of cultural significance may not be destroyed, damaged, altered, exhumed or removed from their original positions without a permit from the National Heritage Resources Agency. They are administered by the Graves of Conflict Division at the SAHRA offices in Johannesburg.

"Victims of Conflict" are:

- a). Those who died in this country as a result of any war or conflict but excluding those covered by the Commonwealth War Graves Act, 1992 (Act No. 8 of 1992).
- b). Members of the forces of Great Britain and the former British Empire who died in active service before 4 August 1914.
- c). Those who, during the Anglo Boer War (1899-1902) were removed from South Africa as prisoners and died outside South Africa, and,
- d). Those people, as defined in the regulations, who died in the "liberation struggle" both within and outside South Africa.

6. Any burial that is older than 60 years, which is outside a formal cemetery administered by a local authority, is protected in terms of Section 36(3b) of the National Heritage Resources Act. No person shall destroy damage, alter, exhume or remove from its original position, remove from its original site or export from the Republic any such grave without a permit from the SAHRA.

There are some important new considerations applicable to B & C (above).

SAHRA may, for various reasons, issue a permit to disturb a burial that is known to be a grave of conflict or older than 65 years, or to use, at a burial ground, equipment for excavation or the detection or the recovery of metals.

(Permit applications must be made on the official form Application for Permit: Burial Grounds and Graves available from SAHRA or provincial heritage resources authorities.) Before doing so, however, SAHRA must be satisfied that the applicant:

- a). Has made satisfactory arrangements for the exhumation and re- interment of the contents of such a grave at the cost of the applicant.
- b). Has made a concerted effort to contact and consult communities and individuals who by tradition have an interest in such a grave and,
- c). Has reached an agreement with these communities and individuals regarding the future of such a grave or burial ground.

#### PROCEDURE FOR CONSULTATION

The regulations in the schedule describe the procedure of consultation regarding the burial grounds and graves. These apply to anyone who intends to apply for a permit to destroy damage, alter, remove from its original position or otherwise disturb any grave or burial ground older than 60 years that is situated outside a formal cemetery administered by a local authority. The applicant must make a concerted effort to identify the descendants and family members of the persons buried in and/or any other person or community by tradition concerned with such grave or burial ground by:

- 1). Archival and documentary research regarding the origin of the grave or burial ground;
- 2). Direct consultation with local community organizations and/or members;
- 3). The erection for at least 60 days of a notice at the grave or burial ground, displaying in all the official languages of the province concerned, information about the proposals affecting the site, the telephone number and address at which the applicant can be contacted by any interested person and the date by which contact must be made, which must be at least 7 days after the end of the period of erection of the notice; and
- 4). Advertising in the local press.

The applicant must keep records of the actions undertaken, including the names and contact details of all persons and organizations contacted and their response, and a copy of such records must be submitted to the provincial heritage resources authority with the application.

Unless otherwise agreed by the interested parties, the applicant is responsible for the cost of any remedial action required.

If the consultation fails to reach an agreement, the applicant must submit records of the consultation and the comments of all interested parties as part of the application to the provincial heritage resources authority.

In the case of a burial discovered by accident, the regulations state that when a grave is discovered accidentally in the course of development or other activity:

- a). SAHRA or the provincial heritage resources authority (or delegated representative) must, in co-operation with the Police, inspect the grave and decide whether it is likely to be older than 60 years or otherwise protected in terms of the Act; and whether any further graves exist in the vicinity.
- b). If the grave is likely to be so protected, no activity may be resumed in the immediate vicinity of the grave,

without due investigation approved by SAHRA or the provincial heritage resources authority; and

c). SAHRA or the provincial heritage resources authority may at its discretion modify these provisions in order to expedite the satisfactory resolution of the matter.

d. Archaeological material, which includes human and hominid remains that are older than 100 years (see definition in section 2 of the Act), is protected by the National Heritage Resources Act (Section 35(4)), which states that no person may, without a permit issued by the responsible heritage resources authority - destroy, damage, excavate, alter or remove from its original site any archaeological or palaeontological material. The implications are that anyone who has removed human remains of this description from the original site must have a permit to do so. If they do not have a permit, and if they are convicted of an offence in terms of the National Heritage Resources Act as a result, they must be liable to a maximum fine of R100 000 or five years imprisonment, or both.

#### TREAT HUMAN REMAINS WITH RESPECT

- a). Every attempt should be made to conserve graves in situ. Graves should not be moved unless this is the only means of ensuring their conservation.
- b). The removal of any grave or graveyard or the exhumation of any remains should be preceded by an historical and archaeological report and a complete recording of original location, layout, appearance and inscriptions by means of measured drawings and photographs. The report and recording should be placed in a permanent archive.
- c). Where the site is to be re-used, it is essential that all human and other remains be properly exhumed and the site left completely clear.
- d). Exhumations should be done under the supervision of an archaeologist, who would assist with the identification, classification, recording and preservation of the remains.
- e). No buried artifacts should be removed from any protected grave or graveyard without the prior approval of SAHRA. All artifacts should be re-buried with the remains with which they are associated. If this is not possible, proper arrangements should be made for the storage of such relics with the approval of SAHRA.
- f). The remains from each grave should be placed in individual caskets or other suitable containers, permanently marked for identification.
- g). The site, layout and design of the area for re-interment should take into account the history and culture associated with, and the design of, the original grave or graveyard.
- h). Re-burials in mass graves and the use of common vaults are not recommended.
- i). Remains from each grave should be re-buried individually and marked with the original grave markers and surrounds.
- j). Grouping of graves, e.g. in families, should be retained in the new layout.
- k). Material from the original grave or graveyard such as chains, kerbstones, railing and should be re-used at the new site wherever possible.

- l). A plaque recording the origin of the graves should be erected at the site of re-burial.
- m). Individuals or groups related to the deceased who claim the return of human remains in museums and other institutions should be assisted to obtain documentary proof of their ancestry.

Ensure disinfection of vehicles and equipment.

#### SUMMARY

1. In general, personnel involved in the recovery and handling of human remains from a burial site can limit risk from potential exposure by following the guidelines below.
2. Vinyl or Latex gloves should be worn.
3. Masks and protective eyewear or face shields should be worn during procedures that are likely to generate fluids to prevent exposure of mucous membranes of the mouth, nose, and eyes.
4. Gowns or aprons should be worn during procedures that are likely to generate splashes of blood or other body fluids.
5. Hands and other skin surfaces should be washed immediately and thoroughly if contaminated with blood or other body fluids. Hands should be washed immediately after gloves are removed.
6. Ensure universal precautions for blood and body fluids.
7. Ensure use of body bags.
8. Ensure disinfection of vehicles and equipment.
9. Bodies do not need to be disinfected before disposal (except in case of cholera).
10. Vaccinate workers against hepatitis B.

