



Your Preferred Environmental and Social Solutions Partner

Providing innovative and sustainable solutions throughout the resources sector

Exxaro Belfast Coal Mine National Heritage Resources Act, 1999 Section 36 Grave Relocation Process

Permit Application Report

Prepared for:

Exxaro Coal Mpumalanga (Pty) Ltd

Project Number:

EXX6855

June 2021



This document has been prepared by Digby Wells Environmental.

Report Type:	Permit Application Report	
Project Name:	Exxaro Belfast Coal Mine National Heritage Resources Act, 1999 Section 36 Grave Relocation Process	
Project Code:	EXX6855	

Name	Responsibility	Signature	Date
Johan Nel	Project Manager Permit Applicant	M .	June 2021
Barbara Wessels			

This report is provided solely for the purposes set out in it and may not, in whole or in part, be used for any other purpose without Digby Wells Environmental prior written consent.



EXECUTIVE SUMMARY

Project Background

Exxaro Coal Mpumalanga (Pty) Ltd (Exxaro) is the holder of a Mining Right (MP 30/5/1/2/2/431) for the Exxaro Belfast Coal Mine (EBCM), presently operational. The Mpumalanga Department of Economic Development, Environment and Tourism (MDEDET) granted Environmental Authorisation (EA [MDEDET Ref. No.: 17/2/3 N-131; NEAS Ref. No.: MPP/EIA/0000304/2012]) for the Project on 4 July 2013, after which Exxaro appointed Digby Wells to develop a Resettlement Action Plan (RAP) and undertake a Burial Grounds and Graves Consultation (BGGC) Process.

The BGGC Process aimed to identify and consult with *bona fide* Next-of-Kin (NoK) of deceased buried in affected graves regarding the future of identified graves, with specific focus on possible grave relocation. The outcomes of this process were encapsulated within the BGGC Report in support of an application for exhumation and relocation to the various national and provincial authorities. On behalf of Exxaro, Digby Wells made the following applications:

- The South African Heritage Resources Agency (SAHRA) Burial Grounds and Graves (BGG) Unit in terms of Section 36 of NHRA; and
- The Mpumalanga Department of Health and Emakhazeni Local Municipality (ELM) in terms of the National Health Act, 2003 (Act No. 61 of 2003) (NHA) and The Mpumalanga Cemeteries, Crematoria and Exhumation of Bodies Act, 2005 (Act No. 8 of 2005) (MCCEBA).

Following the receipt of the relevant permits and approvals, Exxaro requested Digby Wells in conjunction with the Mosaic Funeral Group (MFG) Emakhazeni (hereinafter MFG) to implement the Belfast Implementation Project Grave Relocation Process (BIP GRP) that concluded in October 2019 with the submission of the final Report to satisfy the conditions of the Section 36 Permit (Permit ID 2960).

Subsequent to the conclusion of the BIP GRP, Exxaro identified a suspected grave (EBCM-01) that is in proximity to their Pit 1 Strip 17 Block 1/2 infrastructure footprint. To comply with Section 15.2 of the BIP EMP, Exxaro immediately reported the discovery to and appointed Digby Wells as the specialist service provider to inspect the grave.

Motivation to Exhume and Relocation Grave ECBM-01

The Exxaro Coal Mine agreed to in situ conservation of the grave EBCM-01 as contained in a Site Inspection Report (SIR) compiled by Digby Wells in September 2020. The SAHRA BGG, however, issued a Final Decision on the SIR on 4 November 2020 wherein they rejected the recommendation and insisted on Exxaro implementing a GRP to exhume and relocate the grave EBCM-01.

Exxaro embarked on a consultation process with NoK and other IAPs identified through the BIP GRP. Consultation was, however, constrained by Covid-19 regulations prohibiting large gatherings. Exxaro therefore conducted online meetings with identified stakeholders in an attempt to determine the identity of the deceased or any NoK.



The public notification phase commenced on 11 December 2020 with the placement of advertisements and site notices. The compulsory 60-day period ended on 26 February 2021. Exxaro also consulted with the Emakhazeni Community Forum that included members of households that were relocated as part of the BIP RAP and that had graves relocated as part of the BIP GRP. The Public Participation Process (PPP), however, did not identify any NoK or other Interested and Affected Persons (I&APs).

NHRA Regulations Chapter XI – Procedure for consultation regarding burial	Relevant Report
grounds and graves (NHRA Section 36(5))	Section
(a) The name and address, erf/stand/farm number or geographical coordinates of the grave or burial ground and the magisterial district;	Table 1-2
(b) the name, address, telephone and/or fax numbers of the planning authority for the place;	Table 1-2
	Table 1-5
(c) details of the action(s) for which application is made, in accordance with the Guidelines;	Chapter 1
(d) motivation for the proposed action(s), including supporting documentation and research, in accordance with the Guidelines;	Subsection 1.4
(e) details of the cost of the action(s);	Table 6-1
(f) the name, identity number, address, telephone and/or fax number, qualifications, relevant experience, and signature of the	Page i;
person who will be responsible for the action(s);	Table 1-6 & Table 1-7
(g) the name, identity number, address, telephone and/or fax number and signature of the owner of the land on which the grave or burial ground is situated;	Table 1-4
(h) in the case of the exhumation or removal of a grave, the name, identity number, address, telephone and/or fax number, qualifications, relevant experience, and signature of the archaeologist who will supervise the work;	Table 1-6
(i) in the case of destruction or damage of any burial ground or grave referred to in regulation 33 (a), details of arrangements for the exhumation and re-interment of the contents of such graves;	Chapters 4 & 5
(j) in the case of any activity under regulation 33 (b) of these regulations	NA



NHRA Regulations Chapter XI – Procedure for consultation regarding burial grounds and graves (NHRA Section 36(5))	Relevant Report Section
(i) details of efforts made to contact and consult communities and individuals who by tradition have an interest in such grave or burial ground; and	Chapters 2, 4 & 5 Appendix B & C
(ii) copies of agreements reached with such communities or individuals regarding the future of such grave or burial ground;	Chapter 4
(k) the name, identity number, address, telephone and/or fax number and signature of the applicant, if the owner is not the applicant;	Page i; Table 1-3
(I) any other relevant information required by the provincial heritage resources authority.	NA



TABLE OF CONTENTS

1	In	troduction		1
	1.1	Project Description		1
	1.2	Project Location		3
	1.3	Previous Studies		6
	1.4	Motivation		7
	1.5	Scope of Work		8
	1.6	Relevant Entities, Persons	and Applicant	8
	1.6	.1 Applicant		8
	1.6	.2 Landowner		9
	1.6	.3 Planning Authority		9
	1.6	.4 Archaeologist		10
	1.6	.5 Undertakers		10
2	М	ethodology		11
	2.1	Verification Survey		11
	2.2	Agreement Framework De	evelopment	11
	2.3	Public Notification		11
	2.4	Consultation		12
3	Le	egal and Policy Framework		12
4	Αģ	greement Framework		17
	4.1	Definitions and Terms		17
	4.2	Principles, Remedial Action	ns and Stakeholder Rights	19
	4.2	.1 Principles Regarding I	Rights to Consultation	19
	4.2	.2 Principles Regarding t	the Relocation of Graves	20
5	Р	ortfolio of Evidence of Consu	ultation	22
	5.1	Public Notification		22
	5.2	Consultation		23
6	G	rave Relocation Cost Estima	ates	23
7	C	onclusion		24



LIST OF FIGURES

Figure 1-1: Status Quo of Grave EBCM-01	2
LIST OF TABLES	
Table 1-1: SAHRIS References	1
Table 1-2: Location Detail	3
Table 1-3: Applicant Details	8
Table 1-4: Landowner Details	9
Table 1-5: Planning Authority Details	9
Table 1-6: Archaeologist Details	10
Table 1-7: Undertaker Details	10
Table 3-1: Relevant South African Regulatory Framework to the Project	13
Table 4-1: Terms and Definitions Used in the Agreement Framework	17
Table 4-2: Principles Regarding Rights to Consultation	20
Table 4-3: Principles Regarding the Relocation of Graves	21
Table 6-1: Cost Estimate for GRP Implementation	24
LIST OF PLANS	
Plan 1: Location of Belfast Coal Mine	4
Plan 2: Location of Burial Grounds including EBCM-01 within the EBCM Boundary	5
LIST OF ADDENDICES	

LIST OF APPENDICES

Appendix A: Specialist Curriculum Vita

Appendix B: Public Participation Process Material

Appendix C: Evidence of Consultation Meeting

Appendix D: Landowner Consent



1 Introduction

1.1 Project Description

Exxaro Coal Mpumalanga (Pty) Ltd (Exxaro) is the holder of a Mining Right (MP 30/5/1/2/2431) for the Exxaro Belfast Coal Mine (EBCM), presently operational. The Mpumalanga Department of Economic Development, Environment and Tourism (MDEDET) granted Environmental Authorisation (EA [MDEDET Ref. No.: 17/2/3 N-131; NEAS Ref. No.: MPP/EIA/0000304/2012]) for the Project on 4 July 2013, after which Exxaro appointed Digby Wells to develop a Resettlement Action Plan (RAP) and undertake a Burial Grounds and Graves Consultation (BGGC) Process.

The BGGC Process aimed to identify and consult with *bona fide* Next-of-Kin (NoK) of deceased buried in affected graves regarding the future of identified graves, with specific focus on possible grave relocation. The outcomes of this process were encapsulated within the BGGC Report in support of an application for exhumation and relocation to the various national and provincial authorities (see Table 1-1 for details of SAHRA permits). On behalf of Exxaro, Digby Wells made the following applications:

- The South African Heritage Resources Agency (SAHRA) Burial Grounds and Graves (BGG) Unit in terms of Section 36 of NHRA; and
- The Mpumalanga Department of Health and Emakhazeni Local Municipality (ELM) in terms of the National Health Act, 2003 (Act No. 61 of 2003) (NHA) and The Mpumalanga Cemeteries, Crematoria and Exhumation of Bodies Act, 2005 (Act No. 8 of 2005) (MCCEBA).

Following the receipt of the relevant permits and approvals, Exxaro requested Digby Wells in conjunction with the Mosaic Funeral Group (MFG) Emakhazeni (hereinafter MFG) to implement the GRP. The Belfast Implementation Project Grave Relocation Process (BIP GRP) concluded in October 2019 with the submission of the final Report to satisfy the conditions of the Section 36 Permit (Permit ID 2960).

Table 1-1: SAHRIS References

Case Reference:	Exxaro Belfast GRP		
SAHRA Case ID:	9356		
Case Officer:	Thingahangwi Tracy Tshivhase		
Permit ID:	2244 2561 2719 2960		
Permit Validity:	May 2016 - May July 2017 - July April 2018 - April June 2019 - June 2017 2018 2019 2020		
Permit Holders:	Johan Nel and Justin du Piesanie		

1

Subsequent to the conclusion of the BIP GRP, Exxaro identified a suspected grave (EBCM-01) depicted in Figure 1-1 that is in proximity to their Pit 1 Strip 17 Block 1/2 infrastructure footprint. To comply with Section 15.2 of the BIP EMP¹, Exxaro immediately reported the discovery to and appointed Digby Wells as the specialist service provider to inspect the grave.

Justin du Piesanie and Shannon Hardwick, in conjunction with Exxaro representatives, undertook a site inspection of the EBCM-01 grave on 17 August 2020. The purpose of this inspection was to demonstrate compliance with the BIP EMP requirements and allow the heritage practitioner the opportunity confirm the status quo, determine immediate remedial action² to safeguard the burial ground from potential impacts, and make feasible recommendations as to the required management or mitigation measures.



Figure 1-1: Status Quo of Grave EBCM-01

The identified grave was recorded through GPS waypoints and photographs. Digby Wells did not employ any Ground Penetrating Radar (GPR) technology or intrusive methodologies. Surface Dressing comprised traditional stone packed covering, and no headstone was present. As such, the age of the grave is unknown and assumed to be older than 60 years, afforded general protection in terms of Section 36 of the NHRA.

The Site Inspection Report concluded that the current *status quo* should be retained i.e., that the grave remains undisturbed as it will not be impacted through operational activities. Digby Wells recommended, with the SAHRA approval and authorisation, that the grave be conserved *in situ* and managed through a Conservation Management Plan (CMP).

The SAHRA BGG Unit, however, rejected this recommendation and requires Exxaro complete a GRP in accordance with the regulations.

_

¹ Section 15.2.1 of the BIP EMP stipulates, "Should any unknown human remains be disturbed, exposed or uncovered during construction and/or operational phase of the Project, these should be immediately reported to a registered archaeologist. Burial remains should not be disturbed or removed until inspected by an archaeologist".

² It was recommended that the approximate extent of the burial ground be clearly demarcated and any works within the possible boundaries cease immediately.

1.2 Project Location

The Project is situated approximately 10 km southwest of Belfast, 45 km east of Middelburg and 30 km north of Carolina within the Mpumalanga Province. Exxaro is the current legal landowner of the properties on which the Belfast Coal Mine is developed, and the various burial grounds and graves are located.

Plan 1 presents the local setting of the BIP operation, where Plan 2 demonstrates the location of the newly identified grave to that of the known graves considered during the BIP GRP.

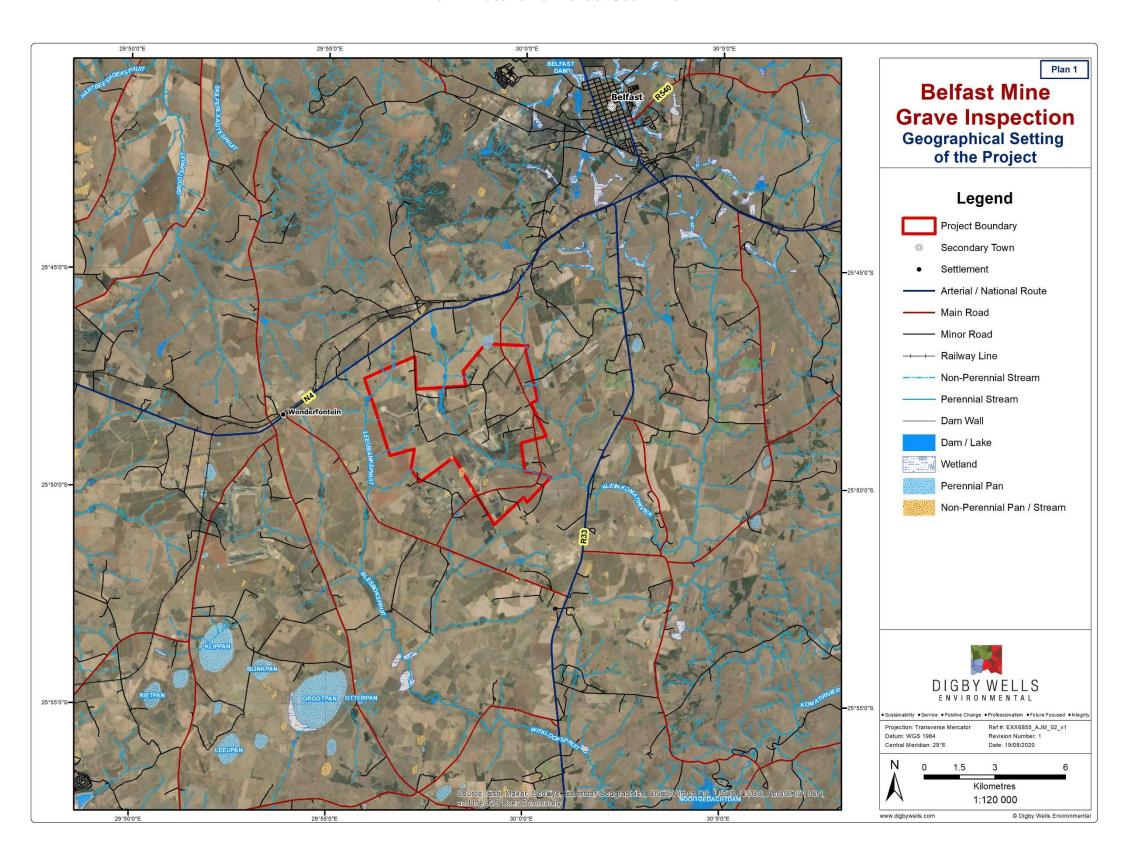
General location details of the Belfast Coal Mine are presented in Table 1-2.

Table 1-2: Location Detail

Geographical Location			
Province	Mpumalanga		
District Municipality	Nkangala District Municipality (NDM)		
Local Municipality	ELM		
Magisterial District	Belfast		
Nearest Town/s	Belfast, Middelburg, Carolina		
	Blyvooruitzicht 383 JT		
Properties	Leeuwbank 427 JS		
	Zoekop 426 JS		
Man vafavanaa/a	2528 Pretoria & 2530 Nelspruit 1:250 000 topographical map sheets		
Map reference/s	2529 DD Arnot & 2530 CC Moedig 1:50 000 topographical map sheets		
	Planning Authority		
Name	Emakhazeni Local Municipality		
Address	25 Scheepers Street, Belfast 1100		
Contact person	Mr. T.C. Khoza		
Telephone	013 253 1121		
Fax	013 253 2440 / 013 253 1889		
Email	khozat@emakhazenilm.co.za / municipality@emakhazenilm.co.za		

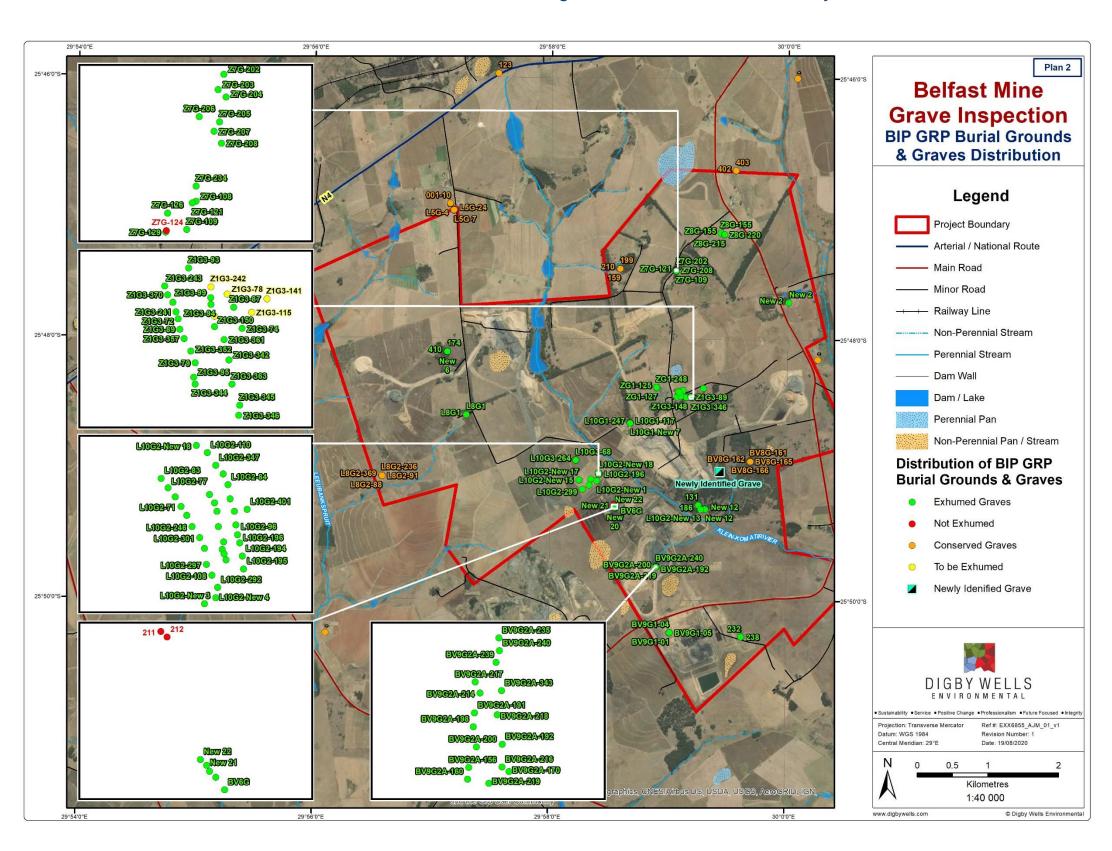


Plan 1: Location of Belfast Coal Mine





Plan 2: Location of Burial Grounds including EBCM-01 within the EBCM Boundary





1.3 Previous Studies

The Belfast Coal Mine has been the subject of numerous specialist studies was completed in support of the EIA reports prepared for the MRA and EA application, including a Social Impact Assessment (SIA) and a Heritage Impact Assessment (HIA) (Bews, 2009; de Jong, 2009).

Exxaro appointed Digby Wells in November 2013 to develop a RAP to guide the relocation of the affected households. Exxaro also required that a BGGC process be undertaken simultaneously for graves identified in the project area. The BGGC process aimed to identify and consult with *bona fide* NoK of deceased buried in affected graves regarding the future of identified graves, with specific focus on possible grave relocation. This report was submitted in support of the BIP GRP application for the initial grave relocations were submitted to the SAHRA BGG on SAHRIS as case ID 9356.

The previous HIA (de Jong, 2009) and SIA (Bews, 2009) reports were reviewed with the aim of determining the number of graves identified in the Belfast Project area and identify possible NoK. The findings contained in these reports were used to develop an initial grave register that was verified several times:

- The first verification survey was completed by Digby Wells on 15, 16 and 27 July 2014;
- Additional verification surveys were undertaken by Digby Wells accompanied by NoK to point out any graves not identified in the HIA, SIA or first verification survey; and
- Digby Wells then mapped all the cemeteries and individual graves from 29 to 30 July 2015.

The consultation process completed for the BIP GRP included:

- Distribution of a Background Information Document (BID);
- Three print media notices placed in two local newspapers;
- Radio announcements in isiNdebele on three local community radio stations; and
- Site notices placed at grave sites and various other strategic locations.³

Engagement included Emakhazeni Local Municipality officials and local ward councilors. Direct consultation with Interested and Affected Persons (IAPs) included three public meetings: five group NoK meetings and 23 individual NoK meetings.

The BIP GRP identified a total of 264 individual graves of which 160 were earmarked for relocation. Another seven areas were indicated as possible burial grounds although no surface evidence of any graves was noted and no NoK pointed out any graves in these areas.

³ Refer to Appendix C of the BIP GRP BGGC Report, SAHRIS Case ID 9356, https://sahris.sahra.org.za/heritage-reports/exxarobelfastbggcreport.



The identified grave that is the subject of this application has, however, not been pointed out by any NoK or other IAPs during the very extensive BIP GRP consultation process.

1.4 Motivation

The Exxaro Coal Mine agreed to in situ conservation of the grave EBCM-01 as contained in a Site Inspection Report (SIR) compiled by Digby Wells in September 2020.⁴ The verbatim recommendation in this report is as follows:

The current status quo of the grave is that it remains undisturbed and not impacted through operational activities.

Immediate remedial action recommended to Exxaro is the establishment of a minimum 15 meter buffer around the grave, clear demarcation must be established to deter accidental damage, and signage be placed to increase visibility of the heritage resource.

It is recommended, with the SAHRA approval and authorisation, the grave be conserved in situ and managed through a Conservation Management Plan (CMP). The CMP will serve as a procedural document and must aim to promote the continued in-situ conservation of the individual grave, detailing inter alia:

- The extent of the location and extent of the grave;
- Applicable management structure, roles, and responsibilities;
- Required remedial actions to mitigate unplanned or manifested impacts;
- Identified current and future risks; and
- Required management measures to avoid or reduce the intensity of risks.

Should the Project-related activities at the BIP Pit 1 Strip 17 Block 1/2 infrastructure footprint preclude in situ conservation of the burial ground, Exxaro are required to complete a Permit Application Process. Given the extensive consultation previously undertaken as part of the BIP GRP, and the conclusion of the physical exhumations and relocations, it is assumed the newly identified grave is attributed to Category 1, i.e., no known Next-of-Kin. Furthermore, as all prescribed requirements in terms of Chapter IX and XI of the NHRA Regulations (GN R 528) were complied with as part to the BIP GRP, exemption from the full GRP process is requested and a recommendation for Rescue Permit Application is made.

This notwithstanding, it is not envisaged a GRP will be required with the development and implementation of a CMP.

The SAHRABGG, however, issued a Final Decision⁵ on the SIR on 4 November 2020 wherein they rejected the recommendation and insisted on Exxaro implementing a GRP to exhume and relocate the grave EBCM-01. The verbatim response is as follows:

_

⁴ Refer to Case ID 9356, https://sahris.sahra.org.za/heritage-reports/exx6685-site-inspection-report.

⁵ Refer to Case ID 9356, https://sahris.sahra.org.za/node/544287.



SAHRA Burial Grounds and Graves unit (BGG) acknowledges receipt of the submitted inspection report. However, we reject the in-situ conservation recommended by the Heritage Specialist for the following reasons:

- 1. The proposed 15 m buffer-zone is unreasonably less than the required 100 m for mining operations.
- 2. In-situ preservation cannot be authorized with such high potential for the grave to be damaged.

As it is seemingly impossible to meet the required 100m buffer-zone, it is recommended that Grave-Exhumation and relocation Process which includes a FULL 60-day public consultation be initiated for the grave to be exhumed and relocated to a local municipal cemetery specified during consultations.

Please let us know when an exhumation application is lodged.

1.5 Scope of Work

Exxaro appointed Digby Wells to undertake the necessary Scope of Work (SoW) to obtain the requisite permit approvals in terms of the national South African legislative framework, for the exhumation and relocation of one grave within the Belfast Coal Mine boundary.

1.6 Relevant Entities, Persons and Applicant

1.6.1 Applicant

Table 1-3: Applicant Details

Company	Digby Wells Environmental (South Africa) (Pty) Ltd	
Representative	Johan Nel	
	Office	011 789 9495
	Mobile	072 288 5496
Contact Details	Email	Johan.Nel@digbywells.com
	Address	Digby Wells Place, Turnberry Office Park, 48 Grosvenor Road, Bryanston, 2191
Company	Exxaro Coal Mpumalanga (Pty) Ltd	
Representative	Thembisa Ntutuka	
Contact Details	Office	Belfast Mine
	Mobile	0744873717
	Email	Thembisa.Ntutuka@exxaro.com
	Address	Belfast Mine



1.6.2 Landowner

Table 1-4: Landowner Details

Landowner	Exxaro Resources	
Representative	Igna Dougal	
Contact Details	Office Mobile	The conneXXion 263B, West Avenue Die Hoewes Centurion 0163 0832595822
	Email	Igna.Dougal@exxaro.com
	Address	The conneXXion 263B, West Avenue Die Hoewes Centurion 0163

1.6.3 Planning Authority

Table 1-5: Planning Authority Details

Municipality	Emakhazeni Local Municipality	
Representative	Mr T. C. Khoza	
	Office	013 253 1121
	Fax	013 253 2440 / 013 253 1889
Contact Details	Email	khozat@emakhazenilm.co.za municipality@emakhazenilm.co.za
	Address	25 Scheepers Street, Belfast 1100



1.6.4 Archaeologist

Table 1-6: Archaeologist Details

Company	Digby Wells Environmental		
Representative	Johan Nel ⁶		
Qualifications	BA Honours (Archaeology)		
	Office	011 789 9495	
	Mobile	072 288 5496	
Contact Details	Email	Johan.Nel@digbywells.com	
	Address	Digby Wells Place, Turnberry Office Park, 48 Grosvenor Road, Bryanston, 2191	

1.6.5 Undertakers

Table 1-7: Undertaker Details

Company	Mosaic Funeral Group		
Branch	Belfast		
Representative	Kobus Herbst		
	Office	013 690 2081	
	Mobile	083 676 4235	
Contact Details	Email	kobus@bonabbe.co.za / vhfuneral@gmail.com	
	Address	Shop No. 21c, Bhimy Damane Street, Witbank	

DIGBY WELLS ENVIRONMENTAL www.digbywells.com

 $^{^{\}rm 6}$ Refer to Appendix A for detailed CV



2 Methodology

2.1 Verification Survey

Justin du Piesanie and Shannon Hardwick, in conjunction with Exxaro representatives, undertook an inspection of the grave on 17 August 2020. The purpose of this inspection was to demonstrate compliance with the BIP EMP requirements and allow the heritage practitioner the opportunity confirm the status quo, determine immediate remedial action⁷ to safeguard the burial ground from potential impacts, and make feasible recommendations as to the required management or mitigation measures.

The identified grave was recorded through GPS waypoints and photographs. Digby Wells did not employ any Ground Penetrating Radar (GPR) technology or intrusive methodologies. Surface Dressing comprised traditional stone packed covering, and no headstone was present. As such, the age of the grave is unknown and assumed to be older than 60 years, afforded general protection in terms of Section 36 of the NHRA.

2.2 Agreement Framework Development

Digby Wells, in conjunction with Exxaro, compiled an Agreement Framework to inform the discussions and consultation with Next-of-Kin (NoK). The Agreement Framework encapsulates the Grave Relocation Principles based on best practice, prior experience, and the Exxaro Grave Relocation Policy.

In terms of South African legislation and best practice standards, the Agreement Framework refers both to graves that will need to be relocated and those that will need to be conserved *in situ*. The Agreement Framework outlined the following:

- The legal framework within which consultation and agreements pertaining to grave relocation and associated rights will take place (Refer to Chapter 3 below);
- Definition and categories of affected NoK;
- Eligibility of NoK for remedial action; and
- Rights to remedial action.

2.3 Public Notification

Digby Wells and Exxaro developed public announcement materials to comply with NHRA Regulation 39. The materials included:

- Site notices; and
- Print media advertisements.

⁷ It was recommended that the approximate extent of the burial ground be clearly demarcated and any works within the possible boundaries cease immediately.



2.4 Consultation

Exxaro embarked on a consultation process with NoK and other IAPs identified through the BIP GRP.

Consultation was, however, constrained by Covid-19 regulations prohibiting large gatherings. Exxaro therefore conducted online meetings with identified stakeholders in an attempt to determine the identity of the deceased or any NoK.

3 Legal and Policy Framework

A GRP is governed by the aforementioned national regulatory framework. This notwithstanding, this framework does not adequately stipulate minimum acceptable standards with regards to the consultation process, nor does it provide sufficient guidance in terms of entitlement to remedial action. To mitigate against this, Digby Wells further considered applicable guidelines and policies to inform the development of the ECBM GRP.

This chapter presents a summary of the applicable regulatory framework.



Table 3-1: Relevant South African Regulatory Framework to the Project

Legislative Requirement	Legislation, Regulations and Policies	Regulator	Applicability to the Project	Authorisations
National Environmental Management Act, 1998 (Act No. 107 of 1998) (NEMA)	Legislation	Department of Environmental Affairs (DEA)	To give effect to the general objectives of integrated environmental management, NEMA requires that the potential consequences for or impacts on the environment of listed activities must be considered, investigated, assessed, and reported on to the competent authority or the Minister responsible for mineral resources. The Minister or MEC is authorised to identify activities which will require either a Basic Assessment or EIA to be undertaken and the Applicant is required to adhere to all processes and procedures in relation to the application process as provided in the NEMA EIA Regulations.	Environmental Authorisation
NEMA Environmental Impact Assessment (EIA) Regulations of 8 December 2014 (GN R 982)	Regulation	Department of Environmental Affairs (DEA)	Listing Notices set out a list of activities that would require environmental authorisations prior to commencement of that activity and to identify competent authorities in terms of sections 24(2) and 24D of the Act.	Environmental Authorisation
National Health Act, 2003 (Act No. 61 of 2003) (NHA)	Legislation	Department of Health (DoH)	The NHA provides the general framework within which various state structures and other institutions need to operate in respect of human health, including exhuming human remains. This Act does not provide any details specific to exhumation, transport and reburial of human remains, but makes provision for regulations concerning these actions.	DoH Exhumation and Relocation Permit
NHA Regulations of 22 May 2013 (GN R 363)	Regulation	Department of Health (DoH)	The NHA Regulations outline the process by which human remains may be exhumed and reburied. Although these Regulations do not consider consultation with NoK, it does prescribe certain activities that need to be taken into account during consultation and consequent agreements reached between Exxaro and NoK, including: 1. Reburial can only take place in a burial site for which environmental authorisation has been granted in terms of the NEMA, as amended, i.e., reburial is restricted to established and registered municipal cemeteries; 2. Should reburial take place within a private burial site, such site must have been subject to a land survey by the local government and include waste management and ablution facilities; 3. Exhumation must be undertaken by a registered funeral undertaker; 4. Human remains must be placed and sealed in a container and placed in a substitute coffin; and 5. The reburial must be registered with the local government.	DoH Exhumation and Relocation Permit
Occupational Health and Safety Act, 1993 (Act No. 181 of 1993) (OHSA)	Legislation	Department of Labour (DoL)	The OHSA will apply to activities undertaken off the mining area, such as the reburial activities within existing cemeteries or new burial sites. The OHSA places a general duty of care on the employer to ensure that the work environment is safe and without risk to the health of his employees. The employer is required to take all reasonable measures to ensure that no person's health or safety is endangered.	-
Mine Health and Safety Act, 1996 (Act No.29 of 1996) as Amended (MHSA)	Legislation	Department of Mineral Resources (DMR)	Any exhumation of graves within the mining area in respect of the health and safety of those undertaking the exhumation activities will fall under the requirements of the MHSA. The MHSA defines employees as "any person who is employed or working at a mine" and accordingly all contractors and subcontractor employees working at a mine are therefore regarded as employees of the mine itself. An object of the MHSA is inter alia to require employers and employees to identify hazards and eliminate, control, and minimise the risks relating to health and safety at mines.	-



Legislative Requirement	Legislation, Regulations and Policies	Regulator	Applicability to the Project	Authorisations
National Heritage Resources Act, 1999 (Act No. 25 of 1999) (NHRA)	Legislation	South African Heritage Resources Agency (SAHRA)	The NHRA enforces the general protection of burial grounds and graves under Section 36. As such, the South African Heritage Resources Agency Burial Grounds and Graves (SAHRA BGG) Unit requires that any physical alteration to the integrity of burials be applied for and permitted. Section 36(3) specifically states that where graves that are generally protected in terms of this Act will be impacted on, a permit application must be made to the responsible heritage resources authority. These so-called Section 36(3) Per permits for the exhumation and relocation of burials may only be granted if appropriate arrangements for the exhumation and reinterment of the contents of such graves have been made at the cost of the applicant and in accordance with the NHRA Regulations. These include: 1. Evidence of concerted efforts to contact and consult NoK of affected burial grounds or graves; and 2. Records of agreements reached with NoK regarding the future of burials.	
National Heritage Resources Act, 1999 Regulations (GN R 548) (NHRA Regulations)	Regulation	South African Heritage Resources Agency (SAHRA)	The NHRA: Regulations regulate both consultation (Regulations Chapter XI) and NHRA Section 36(3) permit applications (Regulations Chapter IX). Regulation 39 requires the applicant – in this case Exxaro – to provide evidence of concerted efforts made to identify the descendants and family members, i.e., the bona fide NoK, of the deceased. Such identification must be done through: 1. Archival and documentary research regarding the origin of the burial ground or grave; 2. Direct consultation with local community organisations and / or members who may assist in identifying bona fide NoK; 3. The erection of site notices at the burial ground or grave for at least 60 days; and 4. Advertising in local press. The applicant is further required to keep accurate record of all actions undertaken to identify NoK and submit these to the SAHRA BGG. Records must include the details of all persons and organisations contacted and their responses. Regulation 40 requires the applicant to consult with NoK regarding the effect of any proposed grave relocation in order to reach agreement on the future of burial grounds and graves. Exxaro is required to cover costs of actions on which agreement was reached between Exxaro and identified NoK: whether in terms of relocation or in situ conservation. Chapter IX outlines the permit application process and prescribes the relevant information that must be submitted to the SAHRA BGG unit.	NHRA Section 36 Permit
The Mpumalanga Cemeteries, Crematoria and Exhumation of Bodies Act, 2005 (Act No. 8 of 2005) (MCCEBA)	Legislation	-	The MCCEBA regulates exhumation and reburial of human remains within the Mpumalanga Province under Part 4 of the Act. Section 14 of this Act outlines the process in respect of consultation and approvals required for the exhumation and relocation of human remains. Relevant sections of the Act include but are not limited to: - 14(2): a person who wants to obtain the approval referred to in subsection (1) must lodge a written application as prescribed with the municipality in whose area of jurisdiction such cemetery is situated; - 14(3): the application must detail - (a) the place where the body is to be exhumed and proposed to be reinterred; (b) reasons for exhumation and reinterment; (c) proposed methods to be adopted and precautions; and (e) accompanied by written approval from NoK.	Approval from Consenting Authorities



Legislative Requirement	Legislation, Regulations and Policies	Regulator	Applicability to the Project	Authorisations
Extension of Security of Tenure Act, 1997 (Act No. 62 of 1997) (ESTA)	Legislation	Department of Rural Development and Land Reform	The ESTA makes provision for the rights of visitation to burial grounds and graves on land belonging to another person. Chapter VI Section 6(4) states: - Any person shall have the right to visit and maintain his or her family graves on land which belongs to another person, subject to any reasonable condition imposed by the owner or person in charge of such land in order to safeguard life or property or to prevent the undue disruption of work on the land. This has relevance to the Matla Mine 1 with specific reference to <i>in situ</i> burial grounds and graves.	-
Emalahleni Local Municipal Council Cemeteries and Crematoria By-Laws of 13 December 2006	Legislation	Emalahleni Local Municipality (EmLM)	The EmLM by-laws account for the standards and conditions for the establishment of new graves or interments within cemeteries under the jurisdiction of the municipality. Relevant sections of the by-laws include the following but are not limited to: - 13(1) Outline of the requirements of funeral undertakers, specifically (a) the possession of a certificate of competence issued by the municipality; (b) the premises of the funeral undertaker operates is zoned in accordance with any law relating to where such business may be carried out; and (c) all the requirements of a funeral undertaker and a funeral undertakers' premises in terms of the NHA have been complied with. - 14(1) a burial register must be maintained in accordance with the Births and Deaths Registration Act, 1992 (Act 51 of 1992) - 21(2) No person shall inter a body in any grave which has not been allotted by the municipality; - 22: Application for use of a grave; - 27: Dimensions of grave openings; - 32: Interment of deceased persons resident outside of the municipality; - 53: Vehicles and tools; and - 56: Times for brining material and doing work	Approval from EmLM
Births and Death Registration Act, 1992 (Act No. 51 of 1992) (BDRA)	Legislation	-	The BDRA requires burial orders to be issued prior to reinterment. Section 20 prohibits any burial to take place unless a burial order has been issued. Section 21 requires the persons in charge of cemeteries must maintain a burial register wherein the burial order and other particulars must be entered.	Approval from EmLM
The Regulations on the Registration of Births and Deaths, 2014 (GN R 128) (BDRA Regulations)	Regulation	-	Regulations require a burial order be completed and presented on an official form, i.e., DHA-148. Regulation 27 requires in terms of Section 21 of the BDRA the following particulars: - Names and surnames of the deceased as recorded on the burial order; - Identity number of the deceased; - Date of death; - Serial number of burial order; - Details of the funeral undertaker; - Date of burial; and - Grave number, if applicable.	Approval from STLM



Legislative Requirement	Legislation, Regulations and Policies	Regulator	Applicability to the Project	Authorisations
			Relocation of graves within mining area: Exxaro acknowledges that graves are special places that serve as a bridge to the past, memorialising deceased and serves as sacred places to remember and celebrate their lives. Grave relocation is inherently sensitive that must be approached with due sensitivity and respect. Exxaro is therefore obliged to follow an approach that is balanced between its requirements, respect for the deceased, family directives, cultural considerations, and compliance with National, Provincial, and local applicable laws.	
			Relocation and compensation: Exxaro will not exhume, or cause to exhume any grave without consent from <i>bona fide</i> NoK obtained through extensive consultation, proof of which will be submitted in support of applicable permit applications. Exxaro will furthermore cover all costs associated with:	
			 The exhumation and reburial of graves and the relocation of graves dressings; Repair of dressings that may be damaged during relocation; Supply of new grave dressings in the absence of existing dressings; Ceremonial practices. 	
			Next of Kin unwillingness to grant consent: If NoK do not consent to grave relocation, Exxaro will:	
			 Conduct impact assessments on such graves to assess for example: effect of mining around graves or undermining graves; effect of mitigation measures such as fencing graves off; Periodic inspect in situ graves to monitor any damage, which if occurs will be repaired immediately; Should Exxaro's Executive Committee (ExCo) determine that mitigation measures will not sufficiently protect graves, it may decide to implement grave relocation without the consent of NoK. Develop a communication plan to explain its actions. 	
			Graves without identified NoK: If NoK cannot be identified, graves will be relocated in their absence but in the presence of officials in accordance with the applicable legal framework. The same obligations that apply to graves with NoK will apply,	
The Exxaro Grave Relocation Policy, 2013	Policy	Exxaro	except with regard to covering costs of cultural ceremonies. Exhumation and reburial: Exxaro will cover the costs to:	-
			- Appoint a qualified and experienced archaeologist to apply for all relevant permits, and oversee, record, and manage	
			the exhumation process;	
			 Appointment registered funeral undertaker to exhume, transport and rebury deceased; and Collect NoK from an agreed central venue to the exhumation site and reburial site if required. 	
			Ceremonial practices: NoK will be entitled to practice their culture, and Exxaro will compensate NoK through:	
			 Covering costs associated ceremonial practices that may be required by NoK, as agreed between the two parties; Compensation for ceremonial practices will be in-kind and not cash; Provide transport for NoK from an agreed central venue to attend the event. 	
			Grave dressing: Exxaro will compensate NoK for existing grave dressings through:	
		 Appointing a contractor to remove grave dressings; Repair or replace grave dressings damaged or destroyed during relocation; Replacement of grave dressings will be with similar dressings, taking into account possible restrictions imposed through cemetery regulations; The replacement of grave dressings with the minimum acceptably dressing if existing dressings are disallowed in a cemetery due to cemetery regulations. 		
			New grave sites: Exxaro will purchase new grave plots and relocate graves to existing municipal cemeteries in the surrounding towns or mutually agreed site with the NoK.	
			Cash compensation (solatium / solatia): Exxaro will not pay any cash compensation to NoK for relocating their graves. Exxaro has determined that there is no legal remedy for financially compensating NoK, other than precedents that have been created by other developers.	



4 Agreement Framework

Although no NoK could be identified to whom this Agreement Framework would apply, it is included in the application as it will be applied should any NoK be identified before exhumation occurs.

The Agreement Framework outlines the principles for remedial actions to which the affected NoK has certain rights, founded on the aforementioned legal and policy framework. It serves as the basis of the consultation, refined through the participation process.

This chapter details the agreement outcomes between the *bona fide* NoK and Exxaro. The legal agreement is appended to the application, and must be read and understood in conjunction with the definitions and terms detailed in subsection 4.1 below

4.1 Definitions and Terms

In lieu of appropriate definitions and guidelines within the South African grave relocation legal framework, especially with reference to rights to remedial action, certain established definitions were adapted for use throughout this document. Definitions were adapted from the Acts described in Table 3-1 and the International Finance Corporation (IFC) Handbook for Preparing a Resettlement Action Plan (2012).

Table 4-1: Terms and Definitions Used in the Agreement Framework

Term	Definition
Agreement	The negotiated and legally binding arrangement between Exxaro and NoK resulting from consultation, including any remedial actions or other reasonable actions required by the NoK. In relation to graves, an agreement must include principles for re-establishment of graves and recompense.
Applicant	The person or entity that is responsible for any development that will destroy, damage, alter, remove from its original position, or otherwise disturb any grave or burial ground.
Conservation	The protection, maintenance, preservation, and sustainable use of graves to safeguard their cultural significance.
Consultation	The action or process of discussing the effect of proposals on graves with identified NoK with the aim of reaching agreement about the future of such grave or burial ground. Consultation may include one-on-one, focus group or public meetings, telephonic conversations, and written communication. Records of consultation with next of kin must be kept including comments made by any interested party.



Term	Definition		
Development	In relation to graves, any physical intervention, excavation, or action, other than those caused by natural forces, which may in any way result in a change to the nature, appearance, or physical nature of a burial ground or grave or influence its stability and future well-being.		
Grave	A place of interment that includes the contents, headstone, or other marker of such a place, and any other structure on or associated with such place.		
Improvement	The repair, restoration, and rehabilitation of a grave as part of <i>in situ</i> conservation of subsequent to grave relocation.		
Living heritage	In relation to graves, means the intangible aspects of inherited culture that may include cultural tradition, ritual and the holistic approach to nature, society and social relationships, including performances relating to burial, to graves or to the continuing relationship between the deceased and the living NoK.		
Management	The conservation, presentation, and improvement of a burial ground or grave.		
	The living relative/s of the deceased buried in a grave. The order of precedence of NoK is determined in accordance with the MCCEBA as:		
	The surviving spouse or partner of the deceased;		
Next-of-Kin	 In the absence of a surviving spouse or partner, the eldest adult child of the deceased; 		
	 In the absence of an adult child, a parent of the deceased; 		
	 In the absence of a parent, and adult sibling of the deceased; and 		
	In the absence of a sibling, the closest adult relative of the deceased.		
	The landowner on whose property the grave is located, including:		
	 In the case of privately owned land, the owner's authorised agent; 		
Owner	 In the case of land owned by the State or State-aided institutions, the Minister or any other person or body of persons responsible for the care, management, or control of that place; 		
	 In the case of tribal trust land, the recognised traditional authority. 		
Performance	In relation to graves, the action or process of performing a task or function at the burial ground or ground.		
Presentation	In relation to burial grounds and graves includes the erection of grave dressings, provision of access to graves and performances.		



Term	Definition
Re-establishment	In relation to grave relocation, means actions and items required to re-establish graves at new locations in a manner similar to that of the original grave, grave relocation including the removal and re-erection of grave dressings, purchase of new coffins and grave plots, and possible performances. The rate of reestablishing graves must be calculated on the market value of the actions and items, plus transaction costs.
Relocation	In relation to graves means the exhumation, relocation, and re-internment of the contents of a grave from its original location to an alternative location.
Relocation assistance	Support provided to NoK whose graves are relocated, and may include transportation and food, that are provided by Exxaro to affected NoK during the grave relocation process.
Remedial action	Actions agreed on, following consultation between Exxaro and NoK, to remediate impacts on graves. Remedial actions may include conservation, improvement, presentation, and relocation. Costs of remedial actions are the responsibility of Exxaro, unless otherwise agreed to.

4.2 Principles, Remedial Actions and Stakeholder Rights⁸

This Chapter details the principles for remedial actions in respect of grave relocation as relevant to the identified grave EBCM-01 on Blyvooruitzicht 383 JT. These are discussed separately in the following subsections of this Chapter.

4.2.1 Principles Regarding Rights to Consultation

The NHRA and NHRA Regulations require that concerted effort be made to:

- Identify all possible stakeholders and NoK; and
- Consult identified NoK regarding the future of affected burial grounds and graves.

The purpose of this consultation process is to provide NoK with adequate information to enable them to make prior and informed decisions regarding the relocation of graves, the principles to the right to consultation as a remedial action are presented in Table 4-2

⁸ This subsection specific considers principles, remedial actions, and stakeholder rights as relevant to grave relocation. The Agreement Framework, however, does make provision for these aspects as relevant to the *in situ* conservation of burial grounds and graves. These are not repeated here for the sake of brevity.



Table 4-2: Principles Regarding Rights to Consultation

Remedial action principles / comments	Agreement
All possible affected stakeholders must be identified in respect of proposals regarding the future of burial grounds and graves.	Exxaro will ensure that bona fide NoK are identified and consulted with regard to the future of identified graves. This action was completed and reported on in this Application
Affected stakeholders may include landowners, relatives of the deceased, traditional and local authorities, and conservation groups.	Report. Refer to Chapter 2 and Chapter 5.
The Applicant must consider providing travel assistance to NoK to attend meetings	
Travel assistance must exclude cash reimbursements for any travel related expenses, including fuel, public transport, or air travel.	This could not be achieved due to Covid-19 restrictions and a virtual meeting on MS Teams was held. Refer to section 5.2 of Chapter 5.
NoK who cannot attend focus group meetings will need to elect and appoint representatives to act on their behalf.	

4.2.2 Principles Regarding the Relocation of Graves

Section 36(5) and Regulation 40 of the NHRA requires as a remedial action, consultation with NoK. The purpose of this remedial action is, therefore, to develop a GRP based on a set of agreed principles to be adhered to when relocating graves. NoK have the right and are encouraged to participate in the decision-making process to reach agreements regarding the relocating process. This extends to NoK being provided with all relevant information to enable them to give prior and informed consent to grave relocation.

Graves may require relocation if:

 Gravesites are at direct risk of destruction or damage due to development related activities;



- There are significant risks to NoK and / or graves should the graves remain in situ; and
- NoK specifically requests relocation during consultation.

The principles for relocation of graves are listed in Table 4-3.

Table 4-3: Principles Regarding the Relocation of Graves

Remedial action principles / comments	Agreement
	Exxaro will implement a GRP in accordance with applicable legislation. Refer to Chapter 3 above.
The Applicant must cover the costs of exhuming, relocating, and reinterring the contents of	Exxaro will appoint a qualified and registered archaeologist to manage the GRP. Refer to Table 1-6.
and reinterring the contents of graves.	Exxaro will cover the cost to engage a registered funeral undertaker to exhume, transport and reinter the contents of graves under supervision of a qualified archaeologist. Refer to Table 6-1.
The Applicant must cover the costs to identify and consult NoK regarding proposals to relocate	NoK will be entitled to participate in the decision-making process to reach agreements regarding relocating graves. Refer to Chapter 5 below.
graves.	Not applicable as not NoK was identified.
The Applicant must cover costs for the establishment of new graves.	As no NoK was identified the contents of the grave will be relocated to the Siyathuthuka Cemetery where other unknown graves were relocated to as part of the BIP GRP.
	Exxaro will cover costs associated with the procurement and registration of new grave plots. Refer to Table 6-1.
The Applicant must cover costs	NoK will be entitled to the removal of existing commercial or artisan dressings, such as granite headstones, and re-erected at the new gravesite, with the provision that cemetery regulations make allowance for such dressings. Refer to Table 6-1.
for improvement and presentation of new grave sites after reinterment.	NoK will be entitled to grave markers at the new grave where existing grave dressings comprised only stone-packed cairns or were absent.
	Exxaro will repair or replace grave dressings damaged as a result of relocation.



Remedial action principles / comments	Agreement		
	Exxaro will replace grave dressings disallowed in the new cemetery due to cemetery regulations with minimum acceptable dressing.		
The Applicant must ensure that new grave sites are registered in the names of the bona fide NoK.	NoK will be responsible for costs of improvement and presentation of new grave sites after re-establishment.		
The Applicant must acknowledge the right of NoK to	NoK will be entitled to expressing their living heritage.		
express their living heritage in respect of burial grounds and graves, and cover reasonable costs associated with performances that may be associated with such living heritage.	Logistical arrangements and needs will be determined and agreed on in consultation with NoK. Refer to Chapter 5 below.		
	Exxaro will cover expenses associated with logistical arrangements and physical needs of NoK to express their living heritage.		

5 Portfolio of Evidence of Consultation

5.1 Public Notification

The public notification phase commenced on 11 December 2020 with the placement of advertisements and site notices. The compulsory 60-day period ended on 26 February 2021.

The notification material included the following:

- A PowerPoint presentation used during the online consultation meeting of 4 February 2021;
- Notices placed at:
 - Entrance to the EBCM;
 - Puma Garage N4
 - Eerstelingsfontein dirt road at CB
 - Phumulani Agri Village, place where most BIP RAP and GRP households were relocated to; and
 - Belfast town.
- Print media advertisements placed in:



- Middelburg Observer, page 17 of Friday 18 December 2020 edition; and
- Highveld Chronicle (Emalahleni LM Victor Khanye LM Steve Tshwete LM Emakhazeni), page 4 of Friday 18 December 2020 edition.

Copies of the site notices and presentation are attached as Appendix B to this Report.

5.2 Consultation

As indicated in subsection 1.3 of the Introduction, the BIP GRP did not identify any NoK or other I&APs.

Exxaro, however, consulted with the Emakhazeni Community Forum that included members of households that were relocated as part of the BIP RAP and that had graves relocated as part of the BIP GRP.

Direct consultation was constrained by Covid-19 regulations prohibiting large gatherings. Exxaro therefore conducted online meetings with identified stakeholders in an attempt to determine the identity of the deceased or any NoK.

The meeting took place on 24 February 2021via Microsoft Teams. Attendance included 15 Emakhazeni Community Forum members. The meeting was recorded and the computer screen indicating their attendance photographed in lieu of an attendance register. Refer to Appendix C for these records. The recording is held by Exxaro and can be made available on request.

The consultation during this meeting included:

- Community Forum members were notified of the identified burial ECBM-001;
- Exxaro explained that they will appoint a suitable consultant to complete the GRP;
- Forum members were invited to participate in the GRP consultation by registering as stakeholders;
- Emakhazeni Community Forum members, including persons involved in the previous BIP RAP and GRP projects, noted that a new burial was identified; no identification of NoK or the deceased was done.

6 Grave Relocation Cost Estimates

Exxaro has made provision for the exhumation and relocation of the EBCM-01 grave in accordance with Regulation 34(3)(e) of the NHRA Regulations. This includes:

- Indicative municipal plot fees;
- Registered undertaker and associated disbursement costs; and
- Consultant fee of an archaeologist to manage and supervise the GRP.



Table 6-1: Cost Estimate for GRP Implementation

Description	Professional Fees	Disbursement Costs	Sub-totals
Municipal Plot Fees		2 000.00	2 000.00
Undertaker Fees		30 000.00	30 000.00
Consultant Fees	20 000.00	16 00.00	36 000.00
Total			68 000.00

7 Conclusion

Exxaro identified a previously unrecorded burial within the EBCM boundary on the farm Blyvooruitzicht 383 JT. Exxaro informed Digby Wells of the discovery and consequently appointed the company to undertake a Site Inspection and make recommendations for the management of the grave.

Digby Wells recommended that the grave be conserved *in situ* provided that a 15 meter buffer zone is maintained. Digby Wells prepared an SIR for submission to the SAHRA BGG.

The SAHRA BGG, however, rejected the recommendations and insisted that Exxaro implement a GRP. Exxaro appointed Digby Wells to complete the GRP, including public participation and consultation with any identified NoK.

This document presents the details of the public participation and consultation required in support of a NHRA Section 36 Permit Application in accordance with NHRA Regulation 40(3). At the time of compilation, no *bona fide* NoK could be identified notwithstanding previous extensive consultations and additional public notification and consultations undertaken by Exxaro. The deceased therefore remains unknown, and no person has been identified who could provide consent for the relocation of grave EBCM-01.

Digby Wells requests that the SAHRA BGG grant a permit to exhume and relocate the contents of grave EBCM-01 as required by the SAHRA BGG in their comment dated 4 November 2020.

The GRP will be concluded with the submission of a GRP report.



Appendix A: Specialist Curriculum Vita



Appendix B: Public Participation Process Material



Appendix C: Evidence of Consultation Meeting



Appendix D: Landowner Consent