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LEAP

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Comet Extension 17 (Comet Village) – Township Establishment

GAUTENG Provincial Heritage Resources Agency Gauteng (PHRAG)

Management Plan HIA Report

as a requirement in terms of the Section 38(1) and 38(3) for a
decision in terms of Section 38(4)

Not for NEMA or MPRDA application.

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Contents

1.0	Why have a Conservation Management Plan?.....	3
2.0	Which heritage sites require a Conservation Management Plan?	3
3.0	Six Steps were conducted in developing this Conservation Management Plan.....	3
4.0	Elements that are included in a Conservation Management Plan	4
5.0	Guiding Principles of a Conservation Management Plan.....	5
6.0	Management and maintenance guidelines for the site.....	5
6.1	Renovation and reconstruction	13
7.0	Recommendations.....	13

1.0 Why have a Conservation Management Plan?

South Africa has a unique and irreplaceable archaeological and palaeontological heritage that can be particularly vulnerable to damage resulting from human agency. These heritage sites are protected by the National Heritage Resources Act (No. 25 of 1999). Even if a development does not have a direct impact on a heritage site, developments can result in secondary impact that may threaten a site's survival. In such cases, and when a heritage site is to be opened to the public, either as a formal site museum, or simply as a place of interest, precautions must be taken to ensure the safety of the site and its contents.

These precautions include a professional investigation leading to a Conservation Management Plan (CMP), approved by the relevant heritage resources authority. Some heritage practitioners use the term Integrated Conservation Management Plan (ICMP) – for the purposes of these guidelines, a CMP and an ICMP are regarded as being in principle the same. By mitigating the impact of visitors, the aim of a CMP is to protect and conserve the significance of a heritage site. Bearing in mind that every heritage site is unique, there is no one-size-fits-all CMP, but there are basic principles to guide heritage site management and sequences of planning and actions that, if followed, can greatly enhance the efficacy of a CMP.

This is a guide to the basic principles and sequences of planning and actions to be effective i.t.o. the management of Comet x17.

2.0 Which heritage sites require a Conservation Management Plan?

Sites that are to be declared national or provincial heritage sites require a Conservation Management Plan in order to deal with the increased number of visitors that often results from declaration. In this instance, a significant increase in the number of residents that will reside in the area is a significant consideration. This site that will be affected indirectly by increased human activity, require a CMP. The significance and extent of the site, as well as the level of direct or indirect impact that it may be subjected to, will determine how extensive and detailed this CMP needs to be.

3.0 Six Steps were conducted in developing this Conservation Management Plan

1. Step 1: A team were be formed that initiated and coordinated the project, along with a project leader and management committee at the EMM Humans settlement.
2. Step 2: All available information about the heritage site were gathered, including oral histories and intangible heritage, past and present owners and management authorities as well as information

regarding the proposed development. A condition survey of the state of conservation of the site were be conducted. Development plans are presented.

3. Step 3: Values and cultural significance associated with the site were determined and key issues identified along with the authenticity and integrity of the site. Guiding principles are presented, however, a SWOT analysis was not undertaken. The information is presented to the EMM human settlement unit for them to take decisions with regard to the development potential of the site. An audit has not been completed for the residents on site and stake holder meetings have not been conducted. The EMM Human Settlement and Community Services and Relationship Management Unit (CSRSM) unit must conduct such an audit.
4. Step 4: Specific objectives were identified, along with strategies for meeting the objectives. An action plan and implementation plan have be developed, including the monitoring and evaluation strategy. The process to this point were evaluated before any implementation recommendations are made. All actions need to be documented.
5. Step 5 All relevant stakeholder should be identified and the first stakeholder’s meeting should take place in order to start building partnerships. Information about the identity of the site, such as site boundaries and photographs, should be gathered. This still has to be undertaken. During the stake holders meetings, the CMP must be communicated to all stakeholders.
6. Step 6: The CMP must be implemented according to the defined short-term and long-term actions. Resources required for the implementation of the plan should be identified. The office responsible for maintenance at the EMM Human Settlement Department has a limited budget for the refurbishment and maintenance, so the actions are schedules on a first come first serve basis. The unit has 22 hostels and 44 flats in its portfolio that must be maintained and refurbished.

4. Elements that are included in a Conservation Management Plan

The following element are included in a Conservation Management plan. this project report is divided into 3 sections: s

CMP requirements	Where are the requirements accommodated
a. Statement of significance	Part A report (Phase 1)
b. Site description, along with the context of its environmental setting	Part A report (Phase 1)
c. Site history	Part A report (Phase 1)
d. Stakeholders, with contact details	To be completed by EMM Human Settlement
e. Legal framework and management context	Part A report (Phase 1) and Part B (Phase 2)
f. The present and past uses of the heritage site	Part A report (Phase 1) and Part B (Phase 2)
g. Site condition survey results, and the history of any conservation measures	Part A report (Phase 1)

(both preventive and remedial conservation measures)	
h. SWOT analysis	Not required
i. Guiding principles	Part B (Phase 2)
j. Visitor management	Not required
k. Objectives, strategies and action plans to cover: site management, presentation, interpretation, safety, research and education, marketing and conservation.	Part B (Phase 2)
l. A system whereby approvals for changes are obtained.	Part B (Phase 2)
m. Monitoring and evaluation	Part B (Phase 2)
n. Documentation of implementation and monitoring	Part B (Phase 2)

5. Guiding Principles of a Conservation Management Plan

The values particular to a heritage site that contribute to its significance. These values can be cultural, social, historic, scientific or aesthetic. The potential intervention must consider:

Minimum intervention: Any action that changes the physical aspect of the heritage site should be guided by the concept of achieving the required result through the least disturbance of the heritage site. Interventions may only be undertaken once a permit to do so has been granted by the relevant heritage authority.

Reversibility: Whatever conservation measures have been applied should be reversible.

Consideration of authenticity: where new materials have been used, this should be disclosed and should be clearly discernible by visitors.

Preventative measures: Bear in mind that preventive conservation measures are preferable to remedial measures since it involves less direct disturbance of a site, are often more cost-effective and easier to implement.

A budget for maintenance and monitoring must be in place.

Responsibility: The CMP must make clear who is responsible for what aspects of implementation and monitoring, and how this is documented.

6. Management and maintenance guidelines for the site

Management and maintenance of state or government buildings and site must be conducted in terms of the REGULATIONS IN ACCORDANCE WITH THE PROVISIONS OF SECTION 9 OF THE NATIONAL HERITAGE RESOURCES ACT NO 25 OF 1999. The South African Heritage Resources Agency has, in terms of section 9(3)(a) of the National Heritage Resources Act No 25 1999, made the Regulations in the Schedule.

The main objective of these Regulations is to provide standards for conservation and maintenance of heritage resources that are in control of State Departments and Supported Bodies. It flows from the above that these Regulations set out standards and procedures for the maintenance and conservation of heritage resources under the control of State Departments and Supported bodies. The standards for maintenance and conservation procedures of heritage resources in control of supported bodies and state department, including local municipalities require the aspects listed in **Table 1** below. **Table 1** also describes the response in terms of these regulations in relation to Comet x17. Figure 1 shows the buildings and sites to be conserved, rehabilitated and reused.



Figure 1: Clusters and individual buildings and sites to be conserved, rehabilitated and reused.

Table 1: The standards for maintenance and conservation procedures of heritage resources in control of supported bodies and state department, including local municipalities

Item number in the regulation	Regulated requirement	Response by EMM for Comet x17
4.1.1	Ensure that heritage resources in their control are properly conserved and	The following buildings are recommended for refurbishment and thus maintenance. <ul style="list-style-type: none"> • Site 1 - B3 – church • Site 2 - B2 - Community hall as a church

	<p>well maintained and any action required to be taken in respect of those resources is not taken in contravention of the Act.</p>	<ul style="list-style-type: none"> • Site 3 - Relocated buildings D1 ,D2,D3, D4, D5, D6, D7 to the community hall (building B23) • Site 4 –Spine boulevard • Site 5 - B13 – Residential building as an early learning centre • Site 6 - B15, B17 and B19 around the square and incorporate the square into the urban design and to be used as social facilities. • Site 7 – B23 – community buildings • Site 8 – large trees to be pruned and incorporated a tree lane. • Land posts and other street furniture such as bus stops • Commemorative panels that portray the history and the plan as well as sketches of the buildings must be prepared and placed in the community centre. <p>As built drawings must be completed for each building to be refurbished.</p> <p>A redevelopment plan must be compiled to accommodate a social service such as an early learning centre, a clinic, a library or information centre, a music centre or police station or municipal office or the management office.</p> <p>Once the use is determined, a budget can be compiled and presented for budget purposes.</p>
4.1.2	<p>Conduct maintenance for the purposes of mainly providing care to the heritage resources and this shall include:</p>	<p>Due to the nature of the inhabitants’ status, the maintenance will be the responsibility of either EMM human Settlements or Social housing.</p> <p>Maintenance audits must be conducted once a year for small tasks. (small repairs, replacement of small items etc)</p> <p>Maintenance audits must be conducted one every two years for major renovation maintenance tasks. (painting, restoration of timber components such as door frames, ceilings, window panes etc.)</p>
4.1.2.1	<p>Regular inspection and cleaning of a heritage resource, for instance mowing and pruning in a garden;</p>	<p>A management office must be established at the development that can be responsible for day to day queries, maintenance of lawns or garden areas.</p>

4.1.2.2	repair involving restoration, returning of dislodged or relocated fabric to its original location, for instance, loose roof gutters on a building or displaced rocks in a stone wall;	A management office must be established at the development that can be responsible for day to day queries, maintenance of lawns or garden areas and municipality liaising.
4.1.2.3	repair involving reconstruction, replacing of decayed fabric with new fabric.	A management office must be established at the development that can be responsible for day to day queries, maintenance of lawns or garden areas.
4.1.3	Restore heritage resources as appropriate. Should there be a need to restore a heritage resource by using new material; this may include recycled material salvaged from other places. The restoration should not be to the detriment of a heritage resource and if a permit would ordinarily be required in terms of the Act, the State Department or a Supported Body shall apply for	<p>The material on site must be salvaged and used to restore the buildings identified for restoration and refurbishment.</p> <p>With regard to the need for permits, three classes of buildings have been identified.</p> <ol style="list-style-type: none"> 1. Buildings that do not fall under the protection of the NHRA. – no permits required. 2. Buildings that is recommended for demolition - Permits must be obtained for each building. GPHRA / SAHRA gives permission. Demolition permits are obtained from the EMM. 3. Buildings that are recommended for refurbishment into social facilities. – Refurbishment permits must be obtained from GPHRA / SAHRA. Building plan approval must be obtained by EMM. 4. Building materials must be made available for other rehabilitation projects and must NOT be destroyed or trashed on the land fill sites. This include: <ul style="list-style-type: none"> • Roof sheets • Corrugated iron sheets, • Window frames • Door frames • Doors • Tiles • Timber steps, and any other timber material

	same before commencing with any such restoration.	<ul style="list-style-type: none"> • Mantle pieces • Decorative tiles, • Kitchen slabs • Wash troughs or basins • Any copper fittings • Other items that can be salvaged. Demolition must thus occur in two stages. <ol style="list-style-type: none"> 1. Salvage and storage by a suitable heritage contactor 2. Demolition and disposal by a regular contractor. <p>Note, asbestos must be removed by a suitable qualified and certified contractors.</p>
4.1.4	Adapt heritage resources for re-use:	Several buildings are recommended for reuse. Figure 1 shows the buildings and sites to be conserved, rehabilitated and reused. These are:
4.1.4.1	That will enhance life span of resources generate additional income to assist in conservation of the resources but steps should be taken to ensure that that adaptive re-use does not negatively impact on the significance of the heritage resource.	<ul style="list-style-type: none"> • Site 1 - B3 – to be used as a church • Site 2 - B2 - Community hall as a church • Site 3 - Relocated buildings D1 ,D2,D3, D4, D5, D6, D7 to the community hall (building B23) to be used as commercial, offices or small retail facilities. • Site 4 –retain the spine boulevard as an open space. • Site 5 - B13 – Residential building as an early learning centre • Site 6 - B15, B17 and B19 around the square and incorporate the square into the urban design and to be used as social facilities. Use as management office, clinic, early learning centre. • Site 7 – B23 – community building may also become a church. • Site 8 – large trees to be pruned and incorporated a tree lane. • Land posts and other street furniture such as bus stops. • Commemorative panels that portray the history and the plan as well as sketches of the buildings must be prepared and placed in the community centre.
4.1.5	Prepare and submit maintenance plans for maintenance of a	<ul style="list-style-type: none"> • Due to the nature of the inhabitants’ status, the maintenance will be the responsibility of either EMM human Settlements or Social housing. • Maintenance audits must be conducted once a year for small tasks. (small repairs, replacement of small items etc)

	heritage resource.	<ul style="list-style-type: none"> • Maintenance audits must be conducted one every two years for major renovation maintenance tasks. (painting, restoration of timber components such as door frames, ceilings, window panes etc.) • A schedule and audit for each building must be prepared.
4.1.6	Where it is permitted in the Act, dispose of or alienate heritage resources, such as heritage objects (firearms and the other objects) and record such disposal or alienation and thereafter report to SAHRA as set out in these Regulations.	<p>5. Building materials must be made available for other rehabilitation projects and must NOT be destroyed or trashed on the land fill sites. This include:</p> <ul style="list-style-type: none"> • Roof sheets • Corrugated iron sheets, • Window frames • Door frames • Doors • Tiles • Timber steps, and any other timber material • Mantle pieces • Decorative tiles, • Kitchen slabs • Wash troughs or basins • Any copper fittings • Other items that can be salvaged. <p>Demolition must thus occur in two stages.</p> <ol style="list-style-type: none"> 1. Salvage and storage by a suitable heritage contactor 2. Demolition and disposal by a regular contractor. <p>Note, asbestos must be removed by a suitable qualified and certified contractors.</p>
4.2	In the event of re development and / or refurbishments:	
4.2.1	The State Departments and Supported Bodies shall do as much as necessary to care for heritage resources under	<p>Building materials must be made available for other rehabilitation projects and must NOT be destroyed or trashed on the land fill sites. This include:</p> <ul style="list-style-type: none"> • Roof sheets • Corrugated iron sheets, • Window frames • Door frames • Doors

	<p>their control and in order to make them useable, but otherwise change them as little as possible so that their cultural significance is retained.</p>	<ul style="list-style-type: none"> • Tiles • Timber steps, and any other timber material • Mantle pieces • Decorative tiles, • Kitchen slabs • Wash troughs or basins • Any copper fittings • Other items that can be salvaged. <p>Demolition must thus occur in two stages.</p> <ol style="list-style-type: none"> 1. Salvage and storage by a suitable heritage contractor 2. Demolition and disposal by a regular contractor. <p>Note, asbestos must be removed by a suitable qualified and certified contractors.</p>
4.2.2	<p>Any action taken shall be under the direction, permission, supervision and implementation of a Competent Authority. Supervision should be maintained at all stages, and any changes should be implemented by people with appropriate knowledge and skills.</p>	<p>Authorisation steps to be taken with GPHRA - SAHRA</p> <ol style="list-style-type: none"> 1. Submit scoping report = completed. 2. Submit audit and recommendations (Phase 1) for buildings to be retained. – completed comments received. 3. Compile maintenance and management plan – herewith submitted. 4. Compile public audit and participation process for demolition of buildings and relocation of inhabitants. 5. Complete demolition permit for buildings to be demolished in order to construct each development phase. Figure 2 shows the buildings that must be demolished to construct phase one of the social housing development. 6. Compile demolition request for each additional phase. 7. Complete as built drawings for buildings to be compiled and submit to GPHRA and SAHRA for approval 8. Compile maintained schedule
4.2.3	<p>The notification required in section 9 of the Act before any development shall be preceded with</p>	<p>Notification will be given in due time.</p>

	informal consultation between the respective State Departments and Supported Bodies.	
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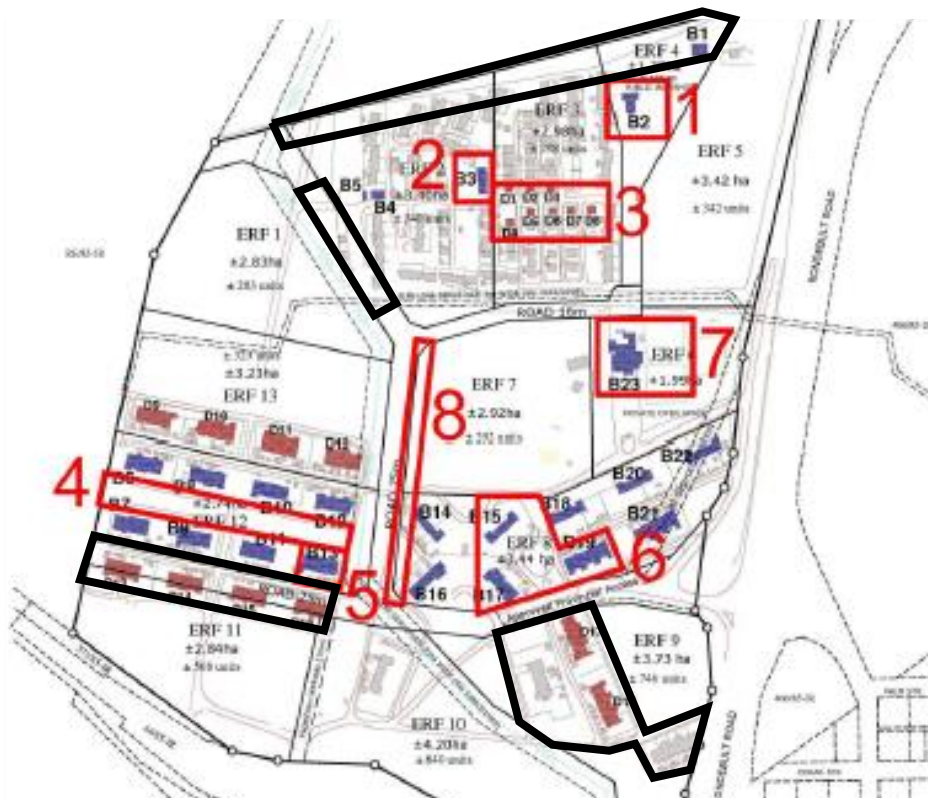


Figure 2: Areas where the existing building impact on the phase one of the social housing development

The following principles are usually followed if restoration, adaptation, rehabilitation or any other mentioned process is utilised:

1. In trying to establish the correct fabric and materials the archaeological principal of working from the known to the unknown should be followed.
2. Reversible changes made in the past to the historical fabric may be repaired, but should it be too expensive or time-consuming it may be regarded as part of the history of the buildings and may then be preserved as such. The same principle is applicable to irreversible changes.

3. In the process the building itself should always be seen as providing the most accurate and authentic answer as to its history. Should an answer not come from the fabric of the building one will need to look further for answers. In order of prioritisation these are:
 - a) Original building material of the specific structure/ area being worked on
 - b) Historical photographs of the said structure/ area
 - c) Other historical information regarding the structure/ area
 - d) Analogies with other historical buildings/ sites from the same period and purpose
 - e) Historical photographs of these other historical buildings/ sites from the same period and purpose
 - f) Additional historical information from the time period and other historical buildings/ sites from the same period and purpose.

6.1 Renovation and reconstruction

- a) The process of reconstruction should be used in the maintenance of the roofs and ceilings of the buildings. By using old and new material it can still look the same, but will be more durable.
- b) Where the ceilings are in tact one should rather keep the original ceiling.
- c) The process of restoration should be used for instance on the walls, doors and windows of the buildings. It may be possible to maintain these without using any new materials. However, usually very little remains to be restored in the true sense of the word and reconstruction is more than likely a better and more sustainable option.
- d) Monthly inspections would be needed in order to determine that the condition of the buildings does not deteriorate.
- e) Any change in the mine plan or the condition of the buildings should immediately be reported to SAHRA for guidance.
- f) All four of the buildings have been documented by making line drawings thereof and taking photographs. These will serve as documentation and are more than enough evidence of the existence of three of these buildings (the wagon house, main house and stable complex). For the shop/post office building it serves as a first step in the preservation thereof.
 - g) A permit from the Mpumalanga PHRA will be needed before any structural changes to any of the buildings can be made.
 - h) It is emphasised that the three afore mentioned buildings do not have enough cultural significance to be maintained in the long run and that it may eventually be demolished. For this purpose destruction permits should also be obtained from the Mpumalanga PHRA.

7.0 Recommendations

1. State Department and Supported Bodies shall report to SAHRA on development and maintenance of heritage resources in writing and annually. The reports shall be filed with the office of the Chief Executive Officer of SAHRA and shall also be uploaded on the South Africa Heritage Resources Information System and the reports shall include the following:
 - a) A discussion on the conditions which necessitated the need for maintenance including, but not limited to: wall collapse, vegetation growth, graffiti, vandalism, fire, accidental damage, general wear-and-tear)
 - b) What the proposed maintenance entailed in terms of equipment and methods used;

- c) A confirmation that a permit, if required by the Act, was issued;
 - d) Details of the person(s) that conducted the maintenance work was, this shall include their previous experience (if any), the number of people present on site and who was monitoring the maintenance work;
 - e) Period during which the maintenance was conducted (date initiated and date completed);
 - f) Discuss the measures in place (if any) to ensure future protection of the heritage resource.
 - g) A report on the number of objects or any other heritage resources disposed of as well as heritage resources that were saved from disposal, the report shall include their location and status.
2. Demolition must thus occur in two stages.
- a) Salvage and storage by a suitable heritage contactor
 - b) Demolition and disposal by a regular contractor.
 - c) Note, asbestos must be removed by a suitable qualified and certified contractors.
3. Buildings and sites recommended for refurbishment are:
- a) Site 1 - B3 – to be used as a church
 - b) Site 2 - B2 - Community hall as a church
 - c) Site 3 - Relocated buildings D1 ,D2,D3, D4, D5, D6, D7 to the community hall (building B23) to be used as commercial, offices or small retail facilities.
 - d) Site 4 –retain the spine boulevard as an open space.
 - e) Site 5 - B13 – Residential building as an early learning centre
 - f) Site 6 - B15, B17 and B19 around the square and incorporate the square into the urban design and to be used as social facilities. Use as management office, clinic, early learning centre.
 - g) Site 7 – B23 – community building may also become a church.
 - h) Site 8 – large trees to be pruned and incorporated a tree lane.
 - i) Land posts and other street furniture such as bus stops.
 - j) Commemorative panels that portray the history and the plan as well as sketches of the buildings must be prepared and placed in the community centre.
4. Authorisation steps to be taken with GPHRA - SAHRA
- a) Submit scoping report = completed.
 - b) Submit audit and recommendations (Phase 1) for buildings to be retained. – completed comments received.
 - c) Compile maintenance and management plan – herewith submitted.
 - d) Compile public audit and participation process for demolition of buildings and relocation of inhabitants.
 - e) Complete demolition permit for buildings to be demolished in order to construct each development phase. **Figure 2** shows the buildings that must be demolished to construct phase one of the social housing development.
 - f) Compile demolition request for each additional phase.
 - g) Complete as built drawings for buildings to be compiled and submit to GPHRA and SAHRA for approval
 - h) Compile maintained schedule

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13. The main objective of these Regulations is to provide standards for conservation and maintenance of heritage resources that are in control of State Departments and Supported Bodies.