HERITAGE MONITORING REPORT FOR BURIAL SITE IDENTIFIED ALONG
THE ACCESS ROAD TO DAM SWITCHING STATION PROJECT NEAR THE
VAALKOP DAM IN THE MADIBENG LOCAL MUNICIPALITY IN THE NORTH
WEST PROVINCE OF SOUTH AFRICA

Heritage Monitoring Report
28 February 2021

PREPARED FOR





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TABLE 1: DOCUMENT SYNOPSIS (EXECUTIVE SUMMARY)

Item	Description	
Proposed development	Dam Switching Station project near the Vaalkop dam in the Madibeng Local	
and location	Municipality in the North West Province of South Africa	
Purpose of the study	To monitor for any chance find or accidental exposure of palaeontological	
	or archaeological remains within rich palaeontological landscape	
Coordinates for burial site	S25° 18' 10.6" E027° 29' 43.7"	
Municipality	Madibeng Local Municipality	
Predominant land use of	of Agriculture, powerlines, road, and transport	
surrounding area		
Heritage Consultant	MuTingati Environmental & Projects (Pty) Ltd	
Date of Report	28/ 02/ 2021	

APPROVAL PAGE / DOCUMENT CONTROL

Consultant

MuTingati Environmental& Projects Pty Ltd Reg: 2014/ 168639/07

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<u>Acceptance</u>

Client:

Eskom Holdings SOC Limited

Note that by signing this report, the client is accepting that the report and its contents are correct and final.

Client representatives

Received:			
Name & surname: Mulalo Muelelwa			
Position	•		
Approved:			
Name & surname			
Position	Signature	at	
on			

NATIONAL LEGISLATION AND REGULATION GOVERNING THIS REPORT

This is a 'specialist report' and is compiled in terms of the National Environmental Management Act, 1998 (Act No. 107 of 1998), as amended, and the Environmental Impact Assessment Regulations, 2014.

DECLARATION OF INDEPENDENCE

In terms of Chapter 5 of the National Environmental Management Act of 1998 specialists involved in Impact Assessment processes must declare their independence.

I, <u>Trust Millo</u>, do hereby declare that I am financially and otherwise independent of the client and their consultants, and that all opinions expressed in this document are substantially my own, notwithstanding the fact that I have received fair remuneration from the client for preparation of this report.

Expertise:

Trust Milo, BA Hons & MA. (Archaeology), (Univ. of Pretoria) ASAPA (Professional member)

Independence

The views expressed in the document are the objective, independent views of Mr Trust Millo and the survey was carried out under MuTingati & Project consulting. MuTingati and appointed associate has no any business, personal, financial or other interest in the proposed development apart from fair remuneration for the work performed.

Conditions relating to this report

The content of this report is based on the author's best scientific and professional knowledge as well as available information. MuTingati Environmental & Project and appointed associates, reserve the right to modify the report in any way deemed fit should new, relevant or previously unavailable or undisclosed information become known to the author from on-going research or further work in this field, or pertaining to this investigation.

This report must not be altered or added to without the prior written consent of the author and the relevant team from MuTingati Environmental division. This also refers to electronic copies of the report which are supplied for the purposes of inclusion as part of other reports, including main reports. Similarly, any recommendations, statements or conclusions drawn from or based on this report must make reference to this report. If these form part of a main report relating to this investigation or report, this report must be included in its entirety as an appendix or separate section to the main report.

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2. EXECUTIVE BRIEF

This is a monitoring and <u>closure</u> report for the access road rehabilitation conducted on the 15th of February 2021. The monitoring exercise was triggered by a burial site identified in the vicinity of the new access road under construction at the new Dam Switching Station site. The burial site was not previously identified during the Environmental authorisation phase (Pistorius 2013). As such the burial site was treated as chance find and hence the need for monitoring during construction along the access road. It was established that although the burial site occurs barely 10m from the access road servitude and that the designs cannot be altered at this stage. As such construction and rehabilitation monitoring was recommended to ensure that construction activities will not disturb graves located barely 10m from the road servitude. Construction workers were inducted to ensure that they understand the potential impacts of their construction activities to the identified burial site. In addition, copies of the Chance find procedure for the project were issued to the construction team to ensure compliance with standard heritage practice should they encounter any accidental finds along the road servitude. A management plan for the burial site was also compiled. The rehabilitation of the access road was done under strict monitoring by the heritage team. The team observed that construction activities along the road servitude did not affect any graves located near the road servitude. No damage was recorded during construction and rehabilitation.

3. ABBREVIATIONS

AIA Archaeological Impact Assessment

C Contractor

CECO Construction Environmental Conservation Officer

EAP Environmental Assessment Practitioner

ECO Environmental Conservation Officer
EIA Environmental Impact Assessment

EM Environmental Manager

EMP Environmental Management Plan

HIA Heritage Impact Assessment

LIA Late Iron Age

NHRA Nation Heritage Resources Act, Act 25 of 1999

PM Project Manager

SM Site Manager

SAHRA South African Heritage Resources Agency

4. **DEFINITIONS**

The following terms used in this Archaeological /Heritage Impact Assessment are defined in the National Heritage Resources Act [NHRA], Act Nr. 25 of 1999, South African Heritage Resources Agency [SAHRA] Policies as well as the Australia ICOMOS Charter (*Burra Charter*):

Chance Finds means Archaeological artefacts, features, structures or historical cultural remains such as human burials that are found accidentally in context previously not identified during cultural heritage scoping, screening and assessment studies. Such finds are usually found during earth moving activities such as powerline pole position excavations.

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

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 palaeolontological 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 means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.

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.

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.

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.

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

In Situ material Material cultureand 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.

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

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.

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

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.

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

5. INTRODUCTION

5.1. Brief Background

The initial Heritage Impact Assessment (HIA) report was conducted by Pistorius in (2013) and it missed the burial site in question. All the specialist studies were conducted as required by the EIA legislation and regulations. The project received a Record of Decision (RoD) dated 16/04/2014. Construction of the project commenced on the 14th of February 2018 and it was stopped due to Eskom financial constraints. Construction at the site resumed on the 31st of August 2020 and DEA was notified in accordance with the (RoD). It was during construction that the affected burial site was identified. Work along the road servitude was suspended and SAHRA was notified accordingly on the 2nd of October 2020 (see appended email). In addition, heritage opinion was sought from archaeologists. Heritage specialist from MuTingati visited and inspected the site on the 2nd of October 2020. The site inspection exercise confirmed that the site is not protected and has not been maintained. From a heritage perspective in accordance with Section 36 of the NHRA, the graves must be preserved *in situ*. The heritage specialist recommended that the remaining construction activities at the site must be monitored by an archaeologist and this monitoring report is a fulfilment SAHRA recommendations regarding construction activities in the vicinity of a burial site.

6. PURPOSE OF HERITAGE MONITORING PROCESS

The purpose for monitoring was to ensure that construction activities along the access road servitude may not have affected graves located within 10m from the road servitude. It has been observed that uncontrolled development poses a very strong risk to the burial site located in the vicinity of the construction site. As such it became imperative to monitor construction activities within the proximity of the recorded burial site. Often excavation and associated road construction activities may impact on graves especially those located closest to the road and those that are not marked. This construction monitoring exercise was conducted by MuTingati Heritage specialists.

7. LEGISLATIVE FRAMEWORK

In terms of Section 36(3) of the National Heritage Resources Act, no person may, without a permit issued by the relevant heritage resources authority:

(a) destroy, damage, alter, exhume or remove from its original position of 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 or 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, or any equipment which assists in the detection or recovery of metals.

Human remains that are less than 60 years old are subject to provisions of the Human Tissue Act (Act 65 of 1983) and to local regulations. Exhumation of graves must conform to the standards set out in the Ordinance on Excavations (Ordinance no. 12 of 1980) (replacing the old Transvaal Ordinance no. 7 of 1925). Permission must also be gained from the descendants (where known), the National Department of Health, Provincial Department of Health, Premier of the Province and local police. Furthermore, permission must also be gained from the various landowners (i.e., where the graves are located and where they are to be relocated to) before exhumation can take place. Human remains can only be handled by a registered undertaker or an institution declared under the Human Tissues Act (Act 65 of 1983 as amended).

The NHRA classify Graves and burial grounds into the following categories

- ancestral graves
- royal graves and graves of traditional leaders
- graves of victims of conflict
- graves designated by the Minister
- historical graves and cemeteries
- human remains
- (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.



Figure 1 Aerial views of the powerline route.



Figure 2 Position of the burial site in question and access road (Author 2020)

8. PUBLIC AWARENESS, CONSULTATION AND INDUCTION

The current monitoring exercise is a precautionary measure to avoid any accidental damage to graves and any other heritage resources during construction. SAHRA Burial Ground and Grave Unit was engaged regarding the project and the graves located in the proximity of the access road under construction. We held induction for Eskom project officials and construction workers who had the opportunity to tour the site.

Sub-surface materials such as historical burials may still be lying hidden from surface surveys. Therefore, absence (during surface survey) is not evidence of absence all together. The following monitoring and reporting procedures must be followed in the event of a chance find, in order to ensure compliance with heritage laws and policies for best practice. This procedure applies to the developer's permanent employees, its subsidiaries, contractors and subcontractors, and service providers. Accordingly, all construction crews were inducted to ensure they are fully aware of the procedures regarding chance finds.

- If during the construction, operations or closure phases of this project, any person employed by the developer, one of its subsidiaries, contractors and subcontractors, or service provider, finds any artefact of cultural significance, work must cease at the site of the find and this person must report this find to their immediate supervisor, and through their supervisor to the senior on-site manager.
- The site Manager/supervisor must then make an initial assessment of the extent of the find and confirm the extent of the work stoppage in that area before informing Eskom.
- Eskom will then contact a professional archaeologist for an assessment of the finds who will in turn inform SAHRA.

As such, construction on the access road servitude was monitored to ensure that any chance finds of human remains would be managed appropriately. In this context, no public consultation was conducted.

9. RESULTS OF THE HERITAGE MONITORING

The monitoring exercise commenced when construction work resumed. Movement of construction vehicles and workers was restricted to existing access roads. No construction vehicle was driven into the burial site. Construction workers were extremely cautious and kept a copy of the chance find procedure in the site office for reference. No accidental finds were recorded during rehabilitation of the road servitude. Below is a summary of findings

SUMMARY OF FINDINGS

Heritage resource	Status
Skeletal remains	None exposed
Grave goods (surface /underground)	None recorded
Stone packs/tombstones/grave dressing	None exposed
Grave symbols (crosses, grave markers, medals etc)	None exposed



Plates 1: View of construction team during toolbox talk and briefing (Author 2021).



Plates 2: View of archaeologist and Site supervisor presenting during toolbox talk at the site (Author 2021)



Plates 3: View of road reserve to be rehabilitated (Author 2021).



Plates 4: View of construction workers searching for potential human remains or grave goods that may have been exposed during construction of the road (Author 20210



Plates 5: View of construction workers searching for remains and grave goods that may have been exposed during construction (Author 2021)



Plates 6: View of construction workers working along the access road reserve (Author 2021)



Plates 7: View of search and rescue excise going on along the road reserve (Author 2021)



Plates 8: View of search and rescue exercise along the road reserve (Author 2021)



Plates 9: View of the search and rescue exercise along the access road servitude (Author 2021)



Plates 10: View of access road after rehabilitation (Author 2020



Plates 11: View of stockpiled soils rehabilitated at the site (Author 2020

10. ACCIDENTAL DISCOVERIES/CHANCE FINDS

The search and rescue exercise did not identify any human remains nor grave goods that were suspected to have been exposed during construction of the access road to the switch station. The search and rescue exercise was thorough and we can confirm that the construction of the access road did not impact on any of the graves located within the its buffer zone. No further monitoring nor investigations are required for the access road. The contractor must maintain signage warning about the existence of graves in the vicinity of the road servitude. Should any suspicious remains be unearthed, Eskom must instruct a professional archaeologist to salvage and rescue the remains.

11. FURTHER WORK ON SITE

The monitoring conducted by the authors did not identify any chance finds or disturbance of graves at the site in question. Heritage monitoring ensured that construction vehicles are not driven close to the burial site. The construction team was careful and cautious to avoid any accidental of heritage resources during construction work along the access road servitude. Construction at the switch station site may proceed without any further monitoring by an archaeologist.

12. CONCLUDING REMARKS AND RECOMENDATIONS

The monitoring exercise did not record any human remains nor grave goods that were suspected to have been exposed during construction of the access road. The extended barricading is still intact, and the site boundaries are visible. Construction at the switch station site may proceed without any further investigation nor monitoring. The contractor must include environmental awareness topics inclusive of heritage matters during their daily safety and environmental talks.

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APPENDIX 4: 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.