City of Johannesburg

Arts, Culture & Heritage Services

Heritage Policy Framework
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1. INTRODUCTION

The city of Johannesburg is young by historical standards, having grown from mining camp to metropolis in the space of only a few generations. Johannesburg’s recorded history, although short, is full of drama and incident. This history, together with the city’s physical stock of heritage buildings and places of significance, represents a rich and varied legacy which is all the more remarkable for such a relative newcomer.

Different themes, stories and traditions contribute to a diverse store of heritage. A pre-colonial history reaching back into the distant past; the world’s greatest gold rush; diverse architectural forms which took root on the African veld; and historic struggles against apartheid – all of these contribute to Johannesburg’s unique sense of place.

Pre-colonial relics left by Tswana-speaking people from long before the emergence of the modern metropolis have been found scattered across the city, from Klipriviersburg in the south to Melville Koppies and Lonehill in the north. Later the discovery of the Main Reef attracted people from across the sub-continent and around the globe, giving rise to a fast-growing urban center rooted in its mining legacy.

Buildings in Johannesburg’s historic core represent a variety of architectural styles illustrating the city’s development over a period of more than 100 years. Johannesburg’s progression of architectural ages was highly telescoped, and some sites have been built over many times.

The city’s heritage includes impressive public buildings; the signature buildings of Johannesburg’s mining and financial giants, and a host of other commercial buildings; churches, mosques, synagogues and temples which served the spiritual needs of a burgeoning population; and a great variety of residential buildings, from the mansions of the Randlords and captains of industry to the modest township houses, shanties and hostels of the working people.
The lure of gold attracted a diverse population, but the law kept people apart, entrenching inequality and dividing black from white. Johannesburg became a crucible of 20th Century oppression and resistance, and the scene of momentous battles against discrimination and racism. M.K. Gandhi, Nelson Mandela and other outstanding figures rose to prominence in course of these upheavals; today, historic buildings and places in Johannesburg still map their journeys towards liberation.

Johannesburg has however been quick to throw off its past, and has been known for the rapidity with which it demolished buildings. The history of Johannesburg has been marked by constant cycles of destruction and rebuilding. Although young for a city of its size and importance, Johannesburg has been rebuilt many times over, with buildings of no great age being demolished to make way for new development.

Oppressive racial policies have also taken their toll on the historic environment. Apartheid destroyed the unique character of multi-racial settlements such as Fietas and Sophiatown in order to clear these areas for exclusive white occupation. Heritage sites in the black townships were also denied official protection, recognition and support.

The cogent remark has been made that while Europe’s cultural heritage was destroyed by bombs in the Second World War, Johannesburg has destroyed its own heritage assets through sheer ignorance.

Johannesburg’s heritage resources are precious, non-renewable, finite and irreplaceable and must therefore be protected to ensure their survival. To ensure that they are preserved for current and future generations, these assets should be carefully managed in line with best international practice and in compliance with applicable legislation.

The historic environment contributes to an understanding of the impact of the past, and the need to plan critically and creatively for the future. In planning for its future, Johannesburg will need to capitalize on the legacy of its history.
2. Legislative Framework

Local and Provincial governments have a vital role to play in heritage management and has been included as major role players in the National Heritage Resources Act (NHRA) of 1999. The management of heritage resources is a statutory core function at local government level, with duties deriving from the NHRA.

The Act provides for a three-tier system for heritage resources management:

- The South African Heritage Resources Agency (SAHRA) is responsible for heritage resources of special national significance, i.e. Grade 1 heritage resources. SAHRA is required to manage resources on an agency basis when provinces and local government do not have the capacity to look after their own.
- The Provincial Heritage Resources Authority (PHRA) is responsible for heritage resources of significance within the context of a province or region, i.e. Grade 2 heritage resources.
- Local Authorities will be responsible for the identification and management of heritage resources which are of local significance, and other heritage assets worthy of conservation, i.e. Grade 3 heritage resources.

As local authorities will become responsible for the identification and management of heritage resources of local and metropolitan significance, their role in heritage conservation will be crucial. Special local authority consent is also required for any alteration or development affecting sites listed in the provincial heritage register.

Further, a local authority may, by notice in a Provincial Gazette, designate any place as a heritage area on the grounds of its cultural or environmental interest. The NHRA places responsibility for ensuring the effective implementation of this protection mechanism with local authorities. The local authority must provide for a protection of a heritage area through the provisions of its planning scheme, or by-laws under this Act (Section 31(7)). Special local authority consent is required for proposed alterations to or development of a heritage area.
One of the most important provisions of the National Heritage Resources Act is the so-called 60 Year Rule, i.e. Section 34(1) of the Act. This calls for the authorization of any proposed alteration or demolition of structures older than 60 years by the responsible heritage resources authority. The function pertaining to the 60 Year Rule falls within the sphere of provincial competence and is performed in the Gauteng Province by the Provincial Heritage Resources Authority (PHRAG).

The City of Johannesburg’s Building Control and Planning functions need to be coordinated with provincial functions with respect to permit applications for these structures which have general protection under the Act and for rezoning applications and erf sub-divisions applications. In practice, this means that, to avoid confusion and a conflict of interests, the processing by the City of applications for properties in this category must be subject to the issuing first of the required permit by the PHRAG.

The NHRA excludes local authorities from becoming heritage resources authorities in Section 2 of the Act. Powers and functions under the Act can however be devolved to the City once it has been declared competent to carry out these responsibilities by the PHRAG. The Provincial Heritage Resources Authority would have to assess the City’s capacity in terms of available staff, expertise, experience and administrative systems.

Once the City’s competence is established, the PHRAG is required to monitor and coordinate the performance of the local authority in implementing its responsibilities and assist the City to manage heritage resources in its area of jurisdiction. The City of Johannesburg will thus have to establish a heritage management structure not only to execute the powers and functions that are due to be assigned and/or delegated by province, but also to act in the spirit of co-operative government as entrenched in the Constitution.
3. Why Protect Johannesburg’s Heritage?

3.1 World Class Heritage

In an increasingly globalised world, only cities with a strong sense of place will stand out and succeed. Our cultural heritage and physical heritage create a sense of place, promoting local identity in an overall climate of globalisation, and ensuring that a place has historic depth, interest, image and meaning.

World class cities are those which provide high quality and desirable environments which are locally distinct yet globally acceptable. In other words, a sense of place becomes a distinguishing factor for world class status.

Johannesburg’s heritage creates a unique sense of place and has a critical role to play in the construction of a World Class African City as envisioned by Council. Key assets from Johannesburg’s past provide the makings, in cultural terms, of a world class African City which is at the same time both cosmopolitan and distinctively African. Preservation of these resources becomes imperative if Johannesburg is to have significance of place.

3.2 Heritage Tourism

Cultural tourism is the fastest growing segment of the tourism industry worldwide, offering a valuable source of income and employment. For urban conservation, the value of tourism is both financial and as an impetus for awakening interest and attracting support. Tourism, managed with clear objectives, is a source of finance, both in the promotion of historic places and in encouraging and enabling conservation work.

The re-use of heritage buildings for tourist functions can ensure that historic structures are restored and given a living function. Heritage tourism should thus be welcomed as a means of enabling appreciation of heritage and its safeguarding and continuity for future generations.
Heritage resources could however face the danger of being permanently lost or ruined if tourism is not managed sensitively. International experience shows that irreversible damage can be caused to historic fabric through the capitalisation of heritage for quick profits, heavy foot-traffic through sensitive areas, and hasty or insensitive restoration schemes. While reasonable accommodation should be made for the needs of visitors, the dignity of historic places must be upheld against interventions that may compromise or trivialise the significance of sites.

The interests of local communities including memories and values as well as material needs, is also of prime concern. To avoid raising false expectations, the economic benefits of heritage tourism for local communities should be placed in perspective.

Internationally, heritage tourists tend to visit more places, stay longer and spend more money than other visitors. Such patterns have raised expectations that tourism can deliver economic benefits to historically disadvantaged areas.

This has led to a proliferation of heritage tourism projects in South Africa, and particularly in Johannesburg. If tourists get off the buses and walk the streets of an area, it is argued, they are more likely to spend money that benefits local small business.

Recent experience in Soweto, however, indicates that this is usually only applicable in areas that have a long tradition of tourism and offer a wide range of products and services from which tourists can choose. Despite the successful establishment of a tourism route, in general only a relatively small number of economic activities result directly to the area. The more real economic benefit is through the overall development of the area as a result of renewed interest, confidence and investment.

Heritage tourism projects have been identified in various places including Kliptown, Alexandra, Sophiatown and the Inner City, giving rise to a range of tourism proposals. If these projects are to be sustainable, they will need to be carefully coordinated and backed by a business feasibility approach.

### 3.3 Adding Value
Whereas cultural tourism is not appropriate for all heritage sites (or even most sites), caring for the historical environment offers a range of other economic benefits by encouraging investment, regenerating depressed neighbourhoods and creating jobs.

Heritage is widely acknowledged to have an important potential as a catalyst for development. Johannesburg’s heritage resources should therefore be marshalled in support of the City’s long-term development goals and 2030 strategy. The challenge is not only to preserve historic resources, but also to use them as positive instruments for growth and change. The overriding mission of the CoJ Heritage Conservation Unit will therefore be to harness and develop Johannesburg’s heritage assets in shaping the city’s cultural growth and development.

Historic preservation is important in terms of a range of cultural, social and educational benefits. Preservation of the historic environment supports the social and cultural well-being of residents and contributes to civic pride.

But equally, preservation should wherever appropriate also become a vehicle for achieving economic objectives such as growth and development, inner city revitalisation, small business development and provision of housing.

Viewed in purely economic terms, the benefits of historic preservation are considerable, offering an effective city strategy for addressing development challenges facing Johannesburg on a number of fronts. Preservation strategies can have impact positively in such areas as job creation, housing provision, small business incubation and urban renewal.

Reuse is generally more economical than demolition and redevelopment. Building rehabilitation is labour-intensive, setting off higher economic multipliers for jobs and investment than new construction or manufacturing. The rehabilitation of historic structures creates a capital asset (the rehabilitated building), which will have an ongoing economic impact through long-term use. This typically leads to a knock-on effect in the area around the rehabilitated building, restoring overall social and business confidence, creating investment opportunities and facilitating sustainable regeneration.
Small business incubation is another major benefit, also important for job creation. Many SMMEs cannot afford to pay the high rents charged in new buildings and office parks. A rehabilitated historic building is often the answer for small businesses, offering quality accommodation at an affordable rent.

The historic environment supports viable communities by creating good quality environments where people prefer to live and work. Many historic properties are suitable for residential accommodation, often located close to jobs and amenities.

For lower income communities, these buildings can offer quality of life combined with affordability and convenience. This growing market has begun to attract private investment to the city centre, as seen in the refurbishment of historical buildings to provide accommodation for lower to middle income earners.

For more affluent homeowners, refurbished heritage buildings near the city centre are also an increasingly attractive option, offering exclusive accommodation with the style and elegance of a bygone age. This promises to breathe new life into ailing buildings and boost Inner City regeneration.

These conversions are however not without attendant risks. An increase in illegal conversions is of serious concern, with developers by-passing both the City’s Building Control and the Provincial Heritage Resources Authority. Inappropriate and shoddy alterations driven by quick profits can cause irreparable damage, detracting from the heritage value of the buildings. Unless controls are exercised, buildings will increasingly be placed at risk.
4. Heritage in a Changing Urban Landscape

4.1 Change Management

Change and adaptation have always been central to Johannesburg’s history. To meet development challenges and give vent to its own creative spirit, Johannesburg’s post-apartheid urban landscape must continue to change.

The acceptance of change is an essential parameter in heritage management. Urban management of the historic environment requires:

- Collaborative decision-making involving planning, development and heritage functions at local government level
- Balancing the needs of preservation and development (while recognizing that these are not mutually exclusive)
- Taking up opportunities to leverage development through creative re-use and adaptation of heritage structures and sites

Retaining cultural significance remains a primary objective. When change is being considered, a range of options should be explored in order to seek a course of action which minimizes the reduction of cultural significance. This should be the subject of a consultative process which affords reasonable consideration to other factors affecting the future of a place, such as the physical condition of the site, environmental constraints and the owner’s resources.

A healthy, dynamic city welcomes development including good new buildings, while at the same time drawing from the best elements of its past. The challenge is to strike the right balance between the old and the new, between creation and destruction. This calls for selective, insightful preservation, based on a clear understanding of what must be preserved and why, without trying to claim that all physical remnants matter equally or that everything should be kept and protected.

4.2 Inner City Revitalisation

Development often depends on reinventing existing structures, adapting them to new uses and extending their life expectancy beyond the function for which they
were created. This process of adaptive re-use provides is a key to urban renewal generally and downtown revitalisation in particular.

In considering examples of downtown revitalisation from around the world, heritage preservation almost always plays a significant role. So too in Johannesburg, heritage has been at the heart of major projects like Gandhi Square, Constitution Hill, the Main Street Mining Mall and the redevelopment of Drill Hall.

A positive start has been made, but in order to meet challenges still facing the city, renewal efforts will need to be continuously refocused. The rehabilitation of city’s building stock, in particular, calls for special attention.

The central areas where Johannesburg was originally established have a unique concentration of historic assets which lie at the core of the city’s heritage resource base. The identity of this core area is inseparable from its architectural heritage. Properly managed, this legacy of historic buildings will continue to contribute to the overall image of the city and to the economic potential of the Inner City.

The greatest single concentration of heritage buildings is in the CBD, with soaring and elaborate structures which survived the mushrooming of the city centre. But older residential districts in the Inner City have a rich heritage which is all their own, with a unique character and identity, supported by buildings of human scale.

To take some examples:

- Fordsburg is one of Johannesburg’s oldest suburbs, with traces of early mining communities and the 1922 Rand revolt
- Brixton has a well preserved heritage, with fine examples of the Edwardian style, and also harks back to early working-class life
- Jeppestown, one of the first villages of the original mining town, has some of Johannesburg’s oldest surviving buildings dating from the 1890s
- Yeoville is distinguished by outstanding examples of small apartment blocks from the 1930s and 1940s in the Art Deco and Modern Movement styles.

Heritage resources offer dynamic reference points for the renewal of these inner city neighbourhoods:
• By increasing the desirability and value of older neighbourhoods, they hold a key for unlocking the economic potential of these areas
• Local landmarks provide focal points for community development and pride

The Inner City has seen widespread decay, with buildings coming under stress associated with economic decline, poverty, slumlords and squatters. These problems remain very visible in the downtown area, where prominent buildings like the Barbican, Shakespeare House and the Second Trades Hall have been bricked up for many years.

There are however positive signs for reviving the city centre:
• A number of heritage buildings have been identified as problematic, but few if any are beyond redemption.
• Many historic buildings are in a satisfactory state of preservation
• Property values and investor confidence are on the rise.

Problems of stagnation and decay are being addressed on a range of fronts through the Inner City Regeneration Programme, and heritage will need to add value to this.

The conservation of poorly-used and decaying buildings depends on finding compatible new uses. The Better Buildings Programme (BBP), managed by the Johannesburg Property Company, plays a role in reclaiming and rehabilitating rundown buildings. The BBP provides a framework for securing and repairing economically marginal blocks of flats. The programme also provides for ongoing building management, upkeep and maintenance.

JPC is currently identifying “bad buildings” that should be transformed under this process. These include abandoned and derelict buildings, properties where large arrears are owed, and those that are in deplorable state.

Historic buildings have thus far not been singled out for special attention under the Better Buildings Programme. But in order to safeguard their continuity, the BBP should include a focus on buildings of heritage significance which have reached a very poor state. Such buildings should, as befits their value to the city, be identified
for priority treatment as “Better Buildings”. JPC should ensure that experts in the field of heritage conservation inform the process.

The City needs to develop a system whereby signs of decay in city buildings are identified timeously before it is too late to save them. This applies to all buildings but in particular to those that may have cultural significance and are protected by the National Heritage Resources Act.
5. Heritage Identification, Listing and Research

5.1 Heritage Research

Research forms the foundation for sound heritage management. It provides the information needed to assess cultural significance, to make sound conservation decisions and to raise awareness of heritage. Researching and understanding the heritage value of a place comes first, then development of policy and finally management of the place in accordance with policy.

There is a need for further research:

- To identify heritage buildings, places and objects for listing
- To prepare conservation plans for listed heritage resources
- To prepare explanatory panels, plaques, publications and promotional material about Johannesburg’s heritage

5.2 Johannesburg Heritage Register

Hundreds of potential heritage sites have been identified in Johannesburg, but there is currently no comprehensive and authoritative listing of Johannesburg’s heritage. The resulting problems are considerable:

- There is no consistent definition of what constitutes heritage or what is considered significant
- This leads to uncertainty and confusion in the development process, as the city and the owner do not necessarily know if a site should be considered significant.

In an effort to ensure that heritage resources are not lost without an opportunity for further study and negotiation, permits are required from the PHRAG in respect of alterations or demolitions to all structures older than 60 years. The resulting volumes have overstretched the PHRAG’s limited resources, leading to bottlenecks and delays and raising questions as to whether the 60 year policy is workable on the current basis.
One way of reducing the load of the PHRAG in having to administer this “safety net” function is through the development of a Johannesburg City Heritage Register, i.e. an official listing of properties identified by Council as having significant heritage value.

The Johannesburg City Heritage Register will provide for greater certainty within the heritage and development communities about what resources constitute the heritage of the city. The register will:

- Identify Johannesburg’s most important heritage resources
- Call attention to properties of historical and architectural merit
- Form the basis for the city’s ongoing heritage programme
- Flag heritage sites on the city’s property information system.
- Inform physical planning and development processes

It is important that owners understand that the city heritage register is not a legal designation under the National Heritage Resources Act, but rather a management tool that offers long-term benefits for heritage conservation. There could however, be implications when the owner is considering re-development. For a register-listed site a building or demolition permit may be delayed or withheld by the city while a heritage impact assessment is prepared for approval by the relevant heritage authorities.

The City Heritage Register will not in itself offer legal protection, but over time legal protection should be sought for all sites listed in the register. These sites will be recommended to the Provincial Heritage Resources Authority: Gauteng (PHRAG), for inclusion in the provincial heritage roll. This will meet the city’s obligation under the NHRA to supply inventories of Johannesburg’s heritage resources to the PRAHG.

The PHRAG is in turn required to compile inventories of all known heritage resources in Gauteng which are considered conservation-worthy, and should involve local authorities in this exercise. Such inventories should ultimately be developed into a comprehensive register of protected heritage resources in the province.

The city heritage register should be regularly monitored and updated, as the identification of heritage buildings and places is an ongoing process. At any
particular time the register will reflect the current state of knowledge of Johannesburg’s heritage; as that knowledge increases, so too the number of sites on the register may grow.

As a long-term goal, all sites listed on the city heritage register should be documented, as time and resources permit. The first priority should be given to any buildings and structures identified on the heritage register which are threatened with demolition, alteration or neglect, in which case adequate documentation should be undertaken as quickly as possible.

5.3 Assessing Cultural Significance

The Johannesburg City Heritage Register will reflect the wide range of reasons for which heritage buildings and places are valued by communities, including historical and social significance, cultural and spiritual significance, as well as architectural merit.

The assessment of cultural significance should be aligned with Section 3 (3) of the National Heritage resources Act. The chief criteria for listing a building or space in the Johannesburg City Heritage Register comprise:

i). Social and Cultural Significance
   For its association with an important social pattern or belief system, and/or the esteem in which it is held by a particular group or community.

ii). Historical Significance
   For its historic value in terms of a notable figure, organisation, event or period

iii). Archaeological Significance
   For contributing to an understanding of prehistoric remains and early human settlement in Johannesburg

vi). Architectural Significance
   For its significance in terms of a particular building type, style, period or architect.

v). Aesthetic Significance
   For beauty or use of methods and materials which demonstrate a high degree of creative achievement
vi). **Scientific and technological Significance**
For scientific, industrial and technical innovations which were remarkable for a particular period, or which inspire and support skills development

vii). **Group and Relationship Significance**
For its degree of unity in terms of scale, form, materials and other elements in relation to its setting and/or surrounding buildings. This includes streetscapes and heritage areas where the value of the whole is greater than the sum of its parts.

viii). **Landmark Significance**
For its landmark significance in the community consciousness
6. City-Owned Heritage Resources

A large part of Johannesburg’s immovable heritage resources are City-owned. These cover a wide range of assets including not only buildings and monuments but also other resources on city lands, such as historic cemeteries, parks and landscape features.

This provides an opportunity for Council to promote Johannesburg’s heritage legacy by establishing a stewardship role in the management of cultural resources under the City’s direct control. This would also set standards for other owners of heritage properties to follow.

In order to ensure that the value of city-owned heritage resources is appreciated, all City departments require an awareness of and sensitivity to, heritage issues. Heritage awareness should thus be promoted within all city departments, regions and agencies.

As a first step towards sounds management of Council’s heritage assets, a comprehensive audit should be undertaken. There is as yet no reliable inventory of monuments, statues, buildings, parks and other heritage resources owned by Council, but it is imperative that these be properly recorded for planning, security, insurance and other purposes.

Further, a five point plan should be adopted for dealing with Heritage resources under Council’s control and ownership:

1. An ongoing maintenance programme should be instituted for these sites and resources
2. There should be an internal monitoring process for these heritage resources
3. City-owned heritage resources should be restored according to internationally recognised conservation standards
4. The City should erect interpretive plaques and signs at city-owned heritage sites
5. All City-owned sites included on the City Heritage Register should receive, over time, legal protection
7. Policy Guidelines

7.1 Heritage Principles

i). Johannesburg’s heritage resources are unique, finite and irreplaceable and must be conserved for future generations.

ii). Heritage resources add value to the life and economy of the city and must be integrated into the economic, environmental and spatial planning of the city.

iii). The Council shall promote the role of the historic environment in shaping future economic and cultural development development, and in reinforcing a sense of place.

iv). The Council shall adopt and promote nationally and internationally accepted principles for the conservation of places of cultural significance as set out in the Burra Charter of 1999.

v). The Burra Charter requires a cautious approach to the management of cultural sites: do as much as necessary to care for the place and to make it usable, but otherwise change it as little as possible so that its cultural significance is retained. The charter sets out the need to:

- Understand the significance of heritage places
- Ensure that an understanding of their significance guides decisions
- Retain the cultural significance of the place by doing as much as necessary to preserve their fabric but as little as possible to alter it.
- Keep records of what we do.

vi). Conservation principles must be applied with insight and vision, bearing in mind that not all cultural resources matter equally and not everything that is merely old can be retained. A clear distinction should be drawn between those heritage resources which must be preserved because of their special significance, and those of more limited cultural value which may be changed and developed.

7.2 On Inclusivity and Public Participation

i). Council will ensure that the definition of heritage is inclusive, multi-faceted and open. Respect will be shown for the memories and heritage of all those who live in Johannesburg and participate in the life of the city.
ii). Communities will be encouraged to participate in identifying and managing heritage resources. To this end, Council shall promote greater awareness and appreciation of the historic environment.

7.3 Sustainable Heritage Management

i). Heritage management shall be in accordance with sound financial principles and good governance. Council has a duty to provide adequate funding for sustainable conservation, and such provision for heritage will be managed within the reality of available resources, finance and capacity within Council.
ii). Economics and use shall be included as important parameters in decision-making around heritage resources
iii). Sound maintenance principles, when applied to heritage, provides the most cost-effective form of conservation
iv). The best conservation often involves the least work and can be inexpensive.

7.4 Roles and functions of the Heritage Management Unit

The City’s Heritage Management Unit shall:

i). Carry out an ongoing programme for identifying, listing and researching heritage resources throughout the Johannesburg metropolitan area.
ii). Coordinate an integrated approach to heritage resources across city departments.
iii). Manage the integration of heritage management in the economic, environmental and spatial planning of the city.
iv). Cooperate and liaise with South African Heritage resources Agency (SAHRA) and the Provincial Heritage Resources Authority: Gauteng (PHRAG) regarding the protection of the city’s heritage resources
v). Perform functions arising from the NHRA to support the protection of heritage areas, sites, buildings and other elements which reflect the city’s history
vi). Promote awareness of the value of heritage resources and the economic virtues of preservation and re-use

7.5 Permit Application Procedures
i) The city shall adopt a clear, consistent, unprejudiced and uniform approach to permit applications involving potential heritage sites.

ii) When a building, listed as a heritage structure, and which is owned by the City of Johannesburg or in which the City has a vested interest, is the subject of an application to demolish or alter it, the officials of the Council shall refer the application to the PHRAG for consideration.

iii) Procedures for applications shall support the requirements of the National Heritage Resources Act and ensure certainty on the part of City and the applicant.

7.6 On the Demolition of Heritage Structures

i). Demolitions of heritage buildings and structures can only be justified where the loss or damage to cultural property is unavoidable, minor or otherwise acceptable in the light of expected project benefits, and only subject to approval by the relevant heritage authority.

ii). Documentation shall be undertaken prior to the demolition of any building listed on the Johannesburg City Heritage Register.

7.7 On Salvaging of Heritage Resources

i). Where demolition cannot be prevented, or where a catastrophic event has occurred, salvage procedures should be undertaken. In such cases, architectural and other artefacts may be incorporated in the City’s museum collections, be relocated to an appropriate site or recycled for use in other projects.

ii). Salvage of significant artefacts may be negotiated as a condition of development.