

Johannesburg City Parks and Zoo Cemeteries & Crematoria Strategy Development Framework

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1. BACKGROUND

Since the discovery of gold in 1886, Johannesburg has progressed and developed into a major world metropolitan city with a population of approximately 4,4 million people. To better address a legacy of racial segregation and unequal service provision, in 1996 under the Municipal Systems Act all Cemetery and Crematoria administration and operation under the control of the 11 former Local Authorities which make up the present City of Johannesburg (CoJ) was placed under one administrative body being that of the City of Johannesburg Metropolitan Council. In the year 2000 the CoJ took a decision to create separate legal entities to provide municipal services in a more business orientated and focused manner thus resulting in the portfolio of Cemeteries and Crematoria administration and operation being positioned within the former Johannesburg City Parks (JCP) now known as the Johannesburg City Parks and Zoo (JCPZ).

1.1 HISTORY OF CEMETERIES AND CREMATORIA

The existing 37 cemeteries within the CoJ comprise of a total of 1200 hectares in extend the first being operational since 1888. Burial and cremation statistics for the CoJ since 1990 have increase from 15 000 per year to 20 000 per year, and with the populations continued growth the burial figures are expected to reach 25,000 per year within the foreseeable future.

Whilst Johannesburg has a population of approximately 4,4 million at present, [Preliminary figures statistics SA] the details of demographics are difficult to ascertain with any great accuracy, but the fact remains that eventually, people will have to be accommodated in their final resting place, be it burial or cremation.

The Department of Health statistics show 8 years ago a birth rate of 28:1000 people and a death rate of 14:1000 in 2002 the statistics revealed a birth rate of 19,5:1000 and a death rate of 19:1000, today the statistics for the death rate is 21:1000 and birth 19:1000.

Current migration trends from all over the subcontinent have led to the city being one of the most cosmopolitan centres worldwide.

With this influx of people the associated mortality rates may also increase, placing a burden on the city's cemeteries and crematoria where the interment and disposal of the dead are concerned. With the population of Greater Johannesburg being approximately 4, 4 million an additional amount of 1500 hectares of suitable land will have to be obtained for cemetery use to meet the needs of the community

up to the year 2050. Available cemetery space is disappearing rapidly and the situation is clearly highlighted within the Metropolis considering the trend of increasing the density of residential areas and the proliferation of new residential areas.

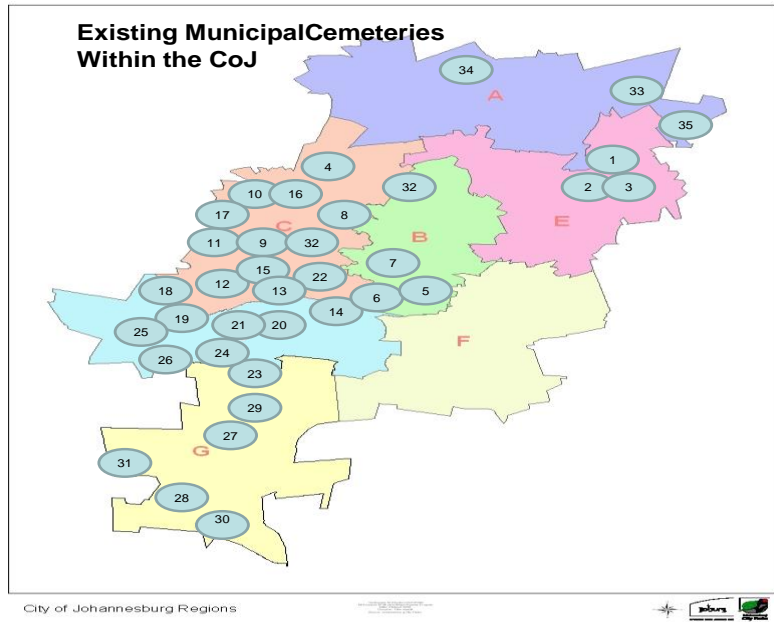
The provisional element for cremation has been factored in to this figure as well as the life expectancy rate. Developing additional cemeteries within the regional concept as well taking into account the macro dynamics of the population density and suitable geo-availability will result in cemeteries being strategically situated within the geographic region and of not less than 50 hectares in extent, therefore providing for a regional community rather than a local community. Such cemeteries may well be developed outside of the Johannesburg boundaries with cross regional/Metropolis agreements.

At present and in future years cemetery space will play a most vital role in the history, heritage and culture as well as being the burial site for the community of our Metropole. Cemeteries enrich the quality of community life by providing reassurance of a final and dignified burial site. They contribute to healthy physical, emotional and social growth and development of users of cemetery space through a variety of eco/cultural experience. They improve the physical environment and make a community a more attractive place to live in by providing a well-designed and carefully maintained network of cemeteries and other green spaces to meet the needs of the community. They attract visitors and tourists and thereby generate income for the community.

In 1996 with the convergence of all cemeteries within the Metropolitan area of Johannesburg was a true evaluation done of space, demographics and the needs of the community to ensure continuity of cemetery requirements for the present and future generations.

In 1998 a decision was taken that due to the Regulations pertaining to the development of cemeteries and the non-availability of suitable land within a community that large Regional cemeteries would have to be developed resultant to these two (2) sites to service the Eastern and Northern Quadrants of Johannesburg were identified. This resulted in the development of the 200 ha Waterval Cemetery in Midrand and the 60 ha Diepsloot Memorial park with the possibility of an additional 200 ha at Diepsloot for future development was considered over and above that to address shortage of burial space in the south and considered the limited burial space left at Avalon Cemetery an additional 400 ha site has been secured and is being developed as Olifantsvlei Cemetery to provide an additional 20 years of primary burial space.

- Existing Cemeteries**
1. Marlboro
 2. Alexandra
 3. Alexandra East
 4. Panorama
 5. Braamfontein
 6. Brixton
 7. West Park
 8. Fairland
 9. Hamburg
 10. Horizon View
 11. Davidsonville
 12. Old Roodepoort
 13. Maraisburg
 14. Newclare
 15. Muslim & Hindu
 16. Weltevreden
 17. Florida
 18. New Roodepoort
 19. Dobsonville
 20. Nancefield
 21. Le roux
 22. Newclare Muslim
 23. Eldorado
 24. Avalon
 25. Doornkop
 26. Lenasia
 27. Lenasia South
 28. Ennerdale Central
 29. Lenasia Ext 4
 30. Finetown
 31. Ennerdale
 32. Ferndale
 33. Midrand
 34. Diepsloot
 35. Waterval



2. CONTEXT TO THE WORK OF JOHANNESBURG CITY PARKS AND ZOO

2.1 STRATEGIC PLANNING PROCESS OF JCPZ

The strategic direction of cemetery development is focused on business principles within the ambit of the JCP Business Plan to support the expansion of the geographic boundaries and population density to meet the needs of the community and CoJ within the realm of the Joburg 2030 vision.

In this light and to meet its legislated obligation, in March 2013, JCPZ embarked on its first corporate planning process, which was necessarily iterative in nature and focused on critically examining the goals, objectives and performance metrics, to ensure that they are specific, measurable, achievable, realistic and time bound – in accordance with “SMART” principles. Extensive focus was placed on the consistency, integrity and accuracy of data provided by the JCPZ operating divisions through the process. This document outlines the strategic process in the form of the Cemeteries and Crematoria for the 2013/14 – 2017/18 periods.

Cemetery land is subjected to stringent Environmental and geotechnical requirements to ensure that decomposition of the bodies get to happen without polluting the ground water or cause any health risk. Cemetery and Crematoria standards are needed to serve as guidelines in the planning and the decision-making processes.

Some criteria for cemetery/crematoria standards are:

- a) Facility/site planning, rationalisation and measurement.
- b) A guide for minimum cemetery facilities for the citizens of the Metropolis.

- c) Guide-lines to determine land requirements.
- d) Basis for relating cemetery needs to spatial analysis within the Metropolis's spectrum of public open space areas.
- e) To justify the need for cemetery space within the overall land use pattern of a region.
- f) Development of a comprehensive cemetery space plan.
- g) Determining the number, location, size and type of facilities required.
- h) Justify the acquisition and development of cemetery space and crematoria facilities to community and political bodies.
- i) To determine environmental risks.

The objectives of cemetery and crematoria standards focus on urban areas that are largely man-made and controlled environments. To achieve maximum benefit from such open space, cemeteries must offer an informal and natural environment in addition to the traditional facilities sensitive natural areas often contain valuable fauna and flora communities, marshlands, rivers and other natural features. Such areas must be conserved for their ecological value and sensitivity in the first instance and secondly for their open space implications.

A public open space inventory survey will identify such areas after which steps can be taken to conserve them. The development of cemeteries in which ecologically sensitive areas exist, must be done in such a way to ensure the protection of these resources. To maximise the potential of the Metropole's cemetery assets for eco/cultural historical and educational use:

- To make more effective use of existing cemetery space and facilities.
- To maintain the soft and hard infrastructure to a level which compliments are not only from the internal environment, but adds value to the external environment.
- To improve accessibility and to create a stronger identity or image for the cemetery facilities.
- To improve the quality of urban environment within the disadvantage areas.
- To ensure compliance to the Metropolis development process.
- To ensure a safe environment.
- To provide a green lung to the city.

2.2 STRATEGIC OVERVIEW DIRECTION

PRIMARY CLIENTS/STAKEHOLDER ANALYSIS

In fulfilling its strategic intent, it will be critical for JCPZ Cemetery department to effectively manage stakeholder relations and collaborative partnerships. These must address both stakeholders identified in terms of the JCPZ mandate, and others that may influence the achievement of the organization's vision and mission, and must include an enhanced focus on relations with Academia and Private Sector partners.

With the above consideration in mind, JCPZ places its stakeholders at the very apex of its strategic thinking and resultant planning; and stakeholder priorities are a critical consideration in the development of this Strategic Plan.

- To develop a high performance, multi-skilled team which will strive to develop the full potential of the CoJ's cemeteries through effective partnership and joint working,
- To achieve the aims and key tasks within agreed principles and values and in particular to;
- Contribute to the economic, social and environmental well-being, improvement and regeneration of the CoJ Improve the quality of life for the local people in accordance with their needs to make the cemeteries more attractive to visitors
- To promote inward investment, regeneration and heritage conservation.
- To promote biodiversity through sustainable habitat and species management

2.3 BEREAVEMENT SERVICES

Mission statement:

"To ensure each and every funeral service is carried out in a dignified and respectful way and in accordance with the wishes of the bereaved, providing personal memorialisation to allow the grieving process to progress."

Service Objectives:

- To carry out under the relevant legislation the required burials and cremations within the CoJ.
- To provide memorialisation
- To provide preservation of records.
- To carry out genealogical services
- To maintain the cemeteries and crematoria

The CoJ Councils' mission statement is 'putting the community first'. This forms the basis of our daily work, planned improvements and guides our response to our client's requests.

Suitable open space for cemetery use in or near urban areas is quickly diminishing, while the urban population and the demands for open space and housing are rapidly increasing. There is an urgent need to develop and implement a comprehensive open space programme.

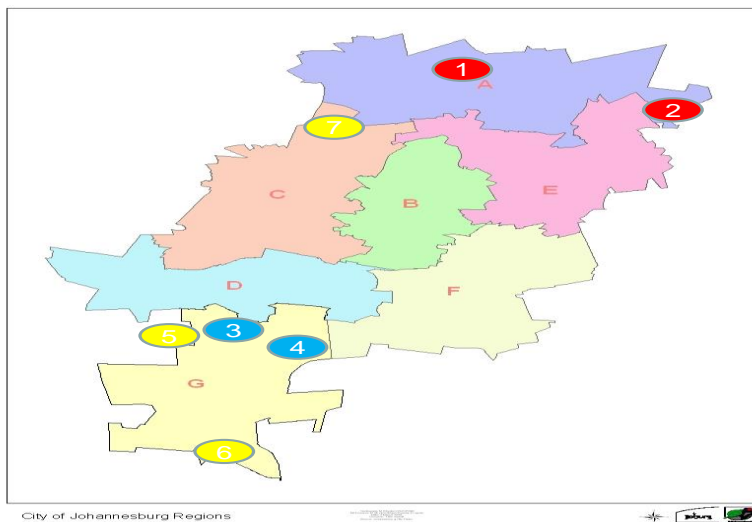
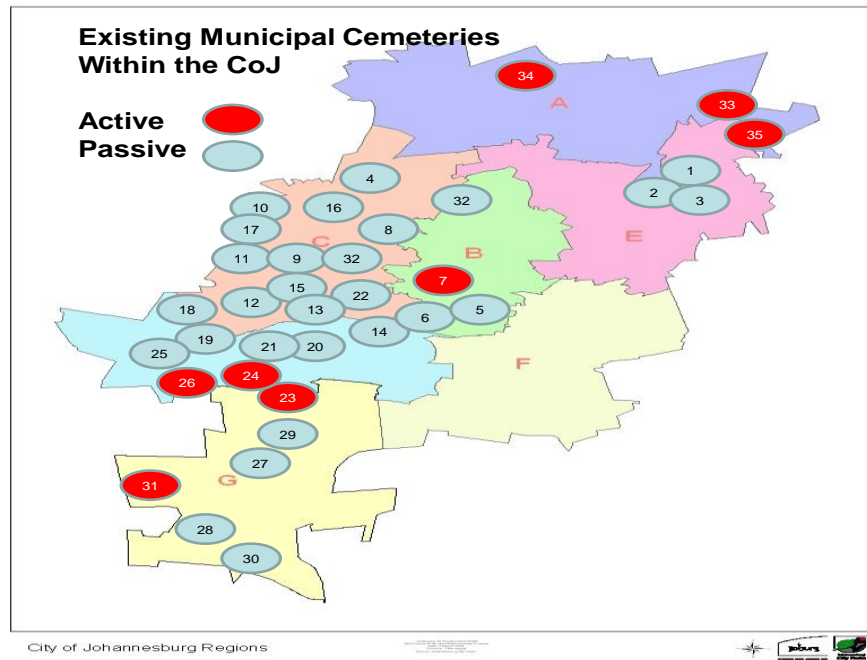
An understanding of the effect of community growth upon available land resources is a vital prerequisite to an adequate development programme. Since suitable space for cemetery use is quickly diminishing, it is vital to CoJ determines how much and what kind of open space that includes cemeteries needed to ensure a healthy balance between man and nature, between community development and open space. Open space must be preserved now and must be the controlling authority's highest priority.

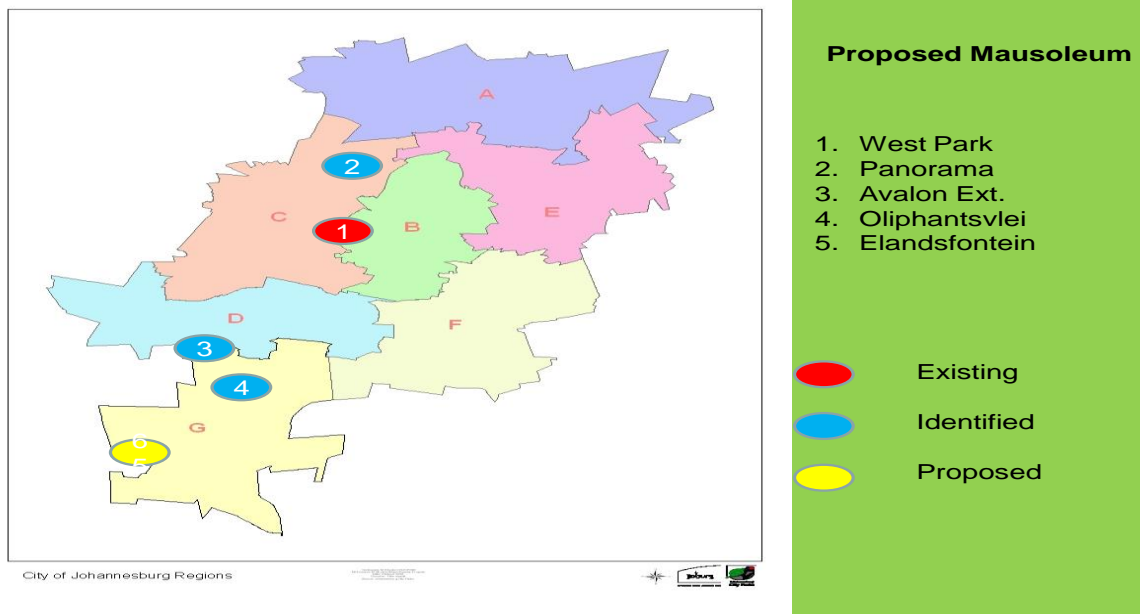
All areas of land that are preserved as public open space are done so for the benefit of all people.

However, it is not enough to only provide for the welfare and benefits of the people living today but to invest in a sustainable customer service which can ensure a continued provision for the future.

To determine the amount of cemetery space required to meet this demand with projections based on population growth based on an existing population of 4million with the potential growth expected to be at 7 million in the forthcoming future, economic movement and influx one would have to accurately assess cemetery requirements to determine the demographics and population density of the environs of the CoJ; which would be incorporated in the investor determining existing and potential cemeteries in line with the masterplan. This plan must formulate the policy in related projects and indicate all land zoned or identified land for potential usage.

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The highest-level policy context for all spheres of government is articulated in the medium-term strategic framework of national government for the electoral period 2009-2014. This document guides all government activities and, amongst others, outlines key strategic priorities related to creating decent jobs and sustainable livelihoods; building a developmental state and improving the quality of public services. Key to this policy directive is the need to improve the capacity and efficacy of the State and to entrench a culture of an efficient, transparent, honest and compassionate public service that works towards building partnerships with society and strengthening democratic institutions.

2.4 THE PRIORITY PROJECTS FOR THE FIRST DECADE OF THE GDS AS REFLECTED IN THE ALIGNED INTEGRATED DEVELOPMENT PLAN

Aligned then to the GDS, the City has a responsibility to revise its five year Integrated Development Plan (IDP) on an annual basis as per legislative requirements (section 34 of Municipal Systems Act). At the time of the development of this JCPZ strategic plan (April 2013), the City had just tabled the draft 2013/16 IDP for public comment.

JCPZ has adopted an approach which focuses on defining and unpacking its strategic role and contribution to the above priorities.

The above factors which significantly influence JCPZ's positioning within the Gauteng and Johannesburg context, as well as factors that specifically impact on the JCPZ's ability to fulfil its obligations, have together informed the development of this JCPZ 2013/14 – 2017/18 cemeteries and crematorium Strategic Plan. These factors have been formulated into strategic drivers; and the major interventions required to address the key drivers have in turn been translated into strategic goals, corresponding programmes and aligned strategic objectives, culminating in a programme of action for the period to 2017/18.

In so doing, the focus of JCPZ cemetery and crematorium function is to ensure that in delivery of its core mandate for provision, development, management and administration of cemeteries and crematoria

whilst ensuring biodiversity management and conservation of its green sphere;, a tangible and measureable benefit towards resilient and sustainable livelihoods and thereby, quality of life, is realised.

Ultimately, the Strategic Plan seeks to position JCPZ to realise its important role in ensuring a transformation in the spatial design of Johannesburg's cemeteries towards sustainable human settlements, both current and new. It is equally critical to ensure social and economic integration and inclusive economic growth and participation through this transformation focus.

3. SITUATIONAL ANALYSIS TO INFORM THE STRATEGIC PLAN

The above policy context and the various political, economic and social factors informing the operating environment of the City of Johannesburg sets the tone and context in which JCPZ cemeteries and crematoria creates an impact. In addition to the review of the context, policy and strategic frameworks highlighted above, it was important to critically reflect on impact performance to date, and to identify emerging stakeholder considerations and thereby identify key considerations and risks which influence planning for the period of this strategic plan.

3.1 STAKEHOLDER ANALYSIS INFORMING THE STRATEGIC PLAN

In fulfilling its strategic intent, it will be critical for JCPZ Cemetery department to effectively manage stakeholder relations and collaborative partnerships. These must address both stakeholders identified in terms of the JCPZ mandate, and others that may influence the achievement of the organization's vision and mission, and must include an enhanced focus on relations with Academia and Private Sector partners.

Key Focus Areas/Projects 2013/17

Area	Year	Ha & potential graves	Cost	Notes
Avalon Extension phase 2.	2015/17	111Ha primary graves	222,000R11m	N/A
Olifantsvlei Cemetery and Nursery	2012/17	200Ha primary graves	400,000R40m	Development has already produced 4 Cells that can accommodate 56000.burials, and should be ready by April 2016 to commence with limited burials.
Olifantsvlei Nursery	Soweto 2012/15	N/A	R10m	Construction has not started within cemetery, not sure if it still in plan.

Riverlea Cemetery	2012/15	22Ha primary graves	44,000	R8m	The plans for this to happen have been shelved, till proper reports are obtained from the mining company that was to rehabilitate the site.
Orange Farm	2011/14	250ha		R20m	Area available from PropCom. Mayoral approval to be sought. Clarity will be sought from propcom, on the approval for the development of the Cemetery.

3.2 KEY ORGANIZATIONAL RISKS INFORMING THE DEVELOPMENT OF THE STRATEGIC PLAN

Key organizational risks are identified in order to put internal controls and mitigating actions in place to minimize these risks that may hamper the delivery of the organizations goals and objectives. These risks are further detailed in the JCPZ Risk Management Framework and are monitored monthly by management and reported to the Audit and Risk Committee on a quarterly basis.

Reference
Johannesburg's Economic Development Strategy (Joburg 2030 vision)
Statistic SA
Department of Health
Environmental Legislation
Environmental conservation

4. CONCLUSION

The above strategy document presents an opportunity for the department to be aligned with the overall organizations', thereby focusing cemeteries and crematoria department on targets, goals, objectives that will ensure stability.