

1994-2004



## 10 YEAR REVIEW



**Department of Environmental  
Affairs and Tourism**





10 YEARS OF FREEDOM

2004

10 year focus



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## INTRODUCTION BY MINISTER



Before 1994, tourism and environmental matters had very low profiles in terms of government priorities. That changed rapidly with the advent of democracy. From being a junior portfolio, the Department of Environmental Affairs and Tourism (DEAT) has been repositioned as a core economic growth department.

Tourism, in particular, was identified as being an industry with serious growth potential for the country. It was, and remains, the fastest growing sector in the national economy. Moreover it is an export industry that generates substantial quantities of foreign exchange.

Its fundamental appeal, however, lies in the fact that it can spread economic activity and wealth to places outside the urban industrial centre, into the rural areas, and it is labour-intensive – driving job creation, skills development and poverty alleviation.

Tourism continues to attract significant investment – the upgrading of airports and other

transport infrastructure, the building and marketing of convention centres, and an exponential growth in quality hospitality assets.

No other destination in the world has experienced this kind of progress in this time span, and we are proud to have seized the opportunity and acted effectively in generating tourism jobs and income.

In just ten years, annual visitor numbers have soared from a low base of just over 3.7 million to 6.5 million annually. South Africa transformed itself from a tourism-indifferent country to one of the world's greatest must-see destinations and a world leader in responsible, sustainable tourism initiatives.

The roleplayers in this success story are Government, the tourism private sector, and the country's citizens. We have walked this road together. Tourism policymakers in other countries, speak with admiration of the way South African roleplayers coordinate strategies and take ownership of policy.

It is also heartening to note that 55 000 schools now offer Travel and Tourism as part of the high school curriculum, a development that will fill the requirements of human resources in the Tourism sector.

Another major achievement is the Transfrontier Conservation Area (TFCA) initiative. South Africa is now a partner in six TFCAs with our neighbouring countries. What seemed like an unreachable dream of international cooperation, has become reality, something that would have been quite impossible had it not been for the political will of the various heads of state involved.

The past ten years have also seen tremendous progress towards putting South Africa on a path of sustainable development, encompassing economic growth, social development, and the conservation of natural resources and services. After successfully hosting the World Summit on Sustainable Development, we have also assumed a global leadership role in the promotion of these ideals.

Fighting poverty is a central part of the global quest for sustainable development. South Africa is using the protection of biodiversity and ecological goods and services to provide jobs and income opportunities for the poor and unskilled through the Department's Poverty Relief Programme.

By 2007, DEAT hopes to have created more than 67 300 job opportunities (and 740 300 training days) through this programme, of which at least half will be for women, and 30% for our youth.

I feel confident, as we move into our second decade of freedom, that South Africa has become a tourism nation, and that its citizens have taken to heart the importance of sustainable development and environmental protection.

**Marthinus van Schalkwyk  
Minister of Environmental  
Affairs and Tourism**

## PREFACE BY DEPUTY MINISTER



It is almost impossible to look back on South Africa's achievements in the past ten years without also acknowledging the degree of growing regional cooperation in matters of ecological protection.

An example I am particularly proud of is the African Process on the protection and development of marine resources. Instead of working in isolation, eleven environmental Ministers from Africa's coastal countries committed themselves in 1998 to developing tourism, protecting maritime biodiversity, and combating marine pollution and coastal erosion together.

We are now able to take a more holistic approach, and are about to include freshwater systems and lakes, involving inland countries.

Several of South Africa's beaches have been given Blue Flag status, a European initiative which indicates that bathing conditions are of international standard and that the sea is completely unpolluted. In line with our policy of cooperation with neighbours, we

are helping to set up a similar arrangement with our Indian Ocean neighbours.

We have taken a similarly multilateral approach within the country to handle waste. In 2001, this department hosted the first National Waste Summit at Polokwane, where stakeholders from Government, the business community and civil society reaffirmed their commitment to waste minimisation, re-use and recycling for sustainable development. All present committed themselves to reducing waste generation and disposal by 50% and 25% respectively by 2012 and to develop a plan for zero waste by 2022.

This integrated approach has similarly been used with great effect to combat waste, and Government policy has received support and partnership from the private sector. Commercial companies are, for example, helping to build awareness about recycling and are contributing to the construction of buy-back centres. Waste, in fact, is increasingly being seen as a discarded but valuable resource that can offer significant income opportunities to the poor and unskilled.

Still on the subject of waste, it has been most encouraging to see the impact of the unit nicknamed the 'Green Scorpions'. Before we could only bark, but thanks to legislation like the National Environmental Management Act (107 of 1998) and its amendments, we can also bite. Polluters now face fines of up to R100 000 or 10 years' imprisonment. The environmental courts established in Hermanus and Port Elizabeth have proven a great success, with an average prosecution rate of 80%.

In another inclusive pilot project, stakeholders are working together in a multipoint plan to tackle air pollution, starting in the Durban South area. Stakeholders include polluters, independent monitors and most importantly, the affected communities, including schools. The same process will be unrolled in other poor air quality areas.

DEAT is particularly proactive when it comes to pollutants that can damage human health. We are working closely with Thor Chemicals in London, to clean up the mercury contamination at their former plant in KwaZulu-Natal and with asbestos companies also to rehabilitate mine dumps.

In short, over ten years I feel we have made real progress in fulfilling our constitutional commitment to ensuring an environment that is not harmful to health or well-being. This, and the steps we have taken to integrate our efforts with those of other countries holds great promise for our nation, the region, and the African continent.

**Rejoice Mabudafhasi**  
**Deputy Minister of**  
**Environmental Affairs and**  
**Tourism**

## FOREWORD BY DIRECTOR-GENERAL



Much has been transformed in South Africa's first decade of democracy. Among the most remarkable turnarounds has been the attitude of South Africans towards their environment.

Before 1994, tourism and environmental concerns were seen as issues that interested and benefited only the privileged of the apartheid system. Now it is a sector seen to be of great economic value.

As a result, sustainable development and tourism are today seen to be extremely significant aspects of the South African economy. South Africa has emerged a tourism nation – something that would have been impossible without the buy-in of the country's citizens. Similarly, South Africans have taken rightful ownership of their natural heritage.

Parallel to this, and testimony to Government's regard for the importance of tourism and sustainable development, is the fact that this department's annual budget has more than tripled in the last ten years.

Part of the success of this department is attributable to the

fact that we have taken advantage of the coupling of the tourism and environmental affairs portfolios, to assert the economic value of intact ecosystems in sustainable development. There can be no delivery of safe tap water, for example, without water catchments and wetlands being safeguarded. And while a healthy environment benefits every South African citizen, it also underpins the tourism industry. Tourism, arguably the world's most important 'peace' industry, has become a growing and significant economic sector in South Africa, now generating over 7% of the country's Gross Domestic Product.

The changes in the last ten years have been mirrored in the re-structuring of the department. Tourism's elevated status as a strategic economic sector of the new South Africa has enabled it to become a fully-fledged branch of DEAT. Similarly, the growing importance of Transfrontier Conservation Areas and the increase in South Africa's protected areas prompted the evolution of the Biodiversity and Conservation chief directorate into a branch.

The Environmental Quality and Protection branch is tackling environmental injustice, pollution and waste issues in a proactive manner. Marine and Coastal Management (previously Sea Fisheries) has been totally transformed into a stable and equitable guardian of marine natural resources.

Staff demographics within the department as well as its statutory bodies have started to reflect the diversity and cultural richness of the South African population.

In line with the ideals of

Government to be more transparent, DEAT has created a user-friendly website which also helps to make information on fishing permits and the status of environmental impact assessment, more accessible.

DEAT has also made remarkable progress in bringing South Africa's legislation into line with international treaties, for example, with the Convention on International Trade in Endangered Species, the Stockholm Convention on Persistent Organic Pollutants and the Rotterdam Convention on Prior Informed Consent for Certain Hazardous Chemicals and Pesticides in International Trade.

The department has also contributed significantly to the upliftment of the marginalised people through its Poverty Relief Programme, which seeks to identify and support projects in the broad categories of environment and tourism. Importantly, opportunities for employment do not necessarily require high levels of skills and education.

As we move forward into the next decade, we feel confident that the DEAT has contributed substantially to the building of a stronger, more secure nation, and will continue to do so in the years to come.

**Dr Crispian Olver**  
**Director-General of the**  
**Department of Environmental**  
**Affairs and Tourism**

# VISION AND MISSION

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## VISION

A prosperous and equitable society living in harmony with our natural resources.

## MISSION

To lead sustainable development of our environment and tourism for a better life for all, through:

- Creating conditions for sustainable tourism growth and development.
- Promoting the conservation and sustainable development of our natural resources.
- Protecting and improving the quality and safety of the environment.
- Promoting a global sustainable development agenda.
- Transformation.

## Departmental values

Our department is guided by the following values :

- Sustainability: Ensure efficient use of performance, ensure that quality products are delivered, our work impacts on the society; we are energy driven and should earn our worth.
- Professionalism: We strive for accuracy, punctuality, knowledgeable, corporate governance.
- People: We focus on team building, Batho Pele, capacity-building.
- Integrity: We uphold high ethics, honesty and non-corruptive behaviour.
- Innovation: We welcome challenges and seek to offer new solutions, and push frontiers.
- Diversity: The richness of culture and ideas, a fabric of our organisation and nation.







# STAR ATTRACTION



**Over the last ten years, tourism in South Africa has emerged as a leading economic growth sector. It is now one of the largest contributors to Gross Domestic Product (GDP), and offers significant employment and enterprise development opportunities.**

Tourism is the fastest growing economic sector in South Africa, contributing close to 7,1% of the GDP. It is a labour-intensive industry that brings in foreign revenue and stimulates a broad range of other industries. Tourism's phenomenal growth, has been generated through concerted and focused action on the part of DEAT and its partners, namely the tourism industry and communities.

In respect of the community partnerships, a key part of DEAT's work has been in linking impoverished communities living in areas of high tourism potential, to tourist flows through investments in both tourism infrastructure and products.



DEAT's tourism partners also includes its statutory body South African Tourism (SAT), and the Tourism Grading Council. SAT is responsible for South Africa's international tourism marketing and the Grading Council to set standards for various tourism products and services. Through Tourism, Hospitality and Sport Education and Training Authority (THETA), learnership programmes, to train and upgrade the skills of people working in the hospitality industry, have been established. This effort has been further boosted by the department's welcome campaign and SA host programmes targeted at South Africans who frequently interact with tourists – for example, people in other government departments, banking, telecommunications, transport, conservation and catering – to go the extra mile.

DEAT has also set up a number of initiatives to guide and fund prospective tourism entrepreneurs, particularly through the Tourism Enterprise Programme (TEP). TEP assists in establishing business transactions between Small, Medium and Micro Enterprises (SMME) and more established firms. Support is also provided to small businesses to attend and showcase their products at travel shows abroad and in South Africa. In 2004 DEAT funded 254 SMME's to attend Indaba, Africa's premier Travel and Tourism trade show in Durban. The TEP was also a major supporter of the Gauteng Tourism Showcase in February 2004, which attracted over 150 exhibitors. Also in 2004, DEAT funded four and two SMMEs respectively to participate in the International Tourism Bourse in Berlin and the Common wealth TravelMart in Kuala Lumpur.

Appreciating the potential of tourism in the region's economic growth, South Africa has now become an active member of the Southern African tourism marketing body, the Regional Tourism Organisation of Southern Africa (RETOSA). Participation and membership has also been extended to international tourism institutions as part of an overall strategy of ensuring that the management of the tourism sector is in line with the international trends. In this regard South Africa is also a member of the World Tourism Organisation (WTO) and the Indian Ocean Tourism Organisation (IOTO), amongst others.

Other forms of international tourism relations are at the bilateral level. There are tourism agreements with various countries through which partner countries both receive and provide technical



South Africa has managed to achieve relatively high levels of community involvement in nature tourism

assistance and undertake joint marketing activities. Through international tourism relations, South Africa plays its role within the community of nations in promoting growth and development through tourism.

Within the content of a range of interventions including those set out above, tourism therefore, is increasingly playing its role as a catalyst for economic and social development across the country.

## BEFORE 1994

The isolationism of apartheid delayed SA's entry onto the world stage in many areas, including tourism.

Prior to 1994, the potential of tourism to generate jobs, create entrepreneurs, attract foreign income, enhance economic

growth and develop rural communities, remained untested and ignored.

Tourism marketing was neglected. The existing tourism products were exclusively in the hands of white owners. Community-based tourism was unknown. The pass laws and influx control had made domestic leisure travel all but impossible for the majority of the population. By 1994, the year of the first democratic elections, the annual number of visitors stood at 3.7 million.

## POLICY AND LEGISLATION

Since the first democratic elections in 1994, tourism in South Africa has changed fundamentally. The new Government identified tourism as one of the country's key economic sectors because of its massive potential to create new jobs and generate foreign

## AFRICAN TOURISM

According to the World Tourism Organisation:

- In 2002, Africa attracted approximately 4% of the total tourism market, and generated US \$475 billion of revenue.
- Regionally, South Africa is the premier destination, attracting about 50% of tourists to the Southern African Development Communities (SADC) countries.
- Botswana, Mauritius, Zimbabwe, Kenya, Morocco, Tunisia and Egypt are the other key tourism destinations.
- Africa is dominated by intra-regional travel – in 2000, 42% of all travel to Africa emanated from within the continent. Europe is the next most important source of visitors, comprising over 38% of arrivals.
- A New Partnership for Africa's Development Tourism Action (NEPAD) Plan has been developed. DEAT partnered with the NEPAD Secretariat in developing the action plan.

revenue. It was one of the few sectors that showed enormous potential to provide economic opportunities to historically disadvantaged communities throughout the country.

Tourism was identified as one of the five top economic sectors that would reverse a sluggish economy, mobilise domestic and foreign investment and develop SMMEs.

For tourism, as with many other sectors, an inclusive, participative process was followed, giving the previously excluded members of society a voice in government's policy-making process.



In order to guide the future rate of tourism, and through a participative and inclusive process, the 1996 White Paper on the Development and Promotion of Tourism in South Africa was developed. The White Paper establishes the vision of a tourism industry that would be government-led, private-sector driven and community-based. The White Paper also sets the stage

for responsible tourism as the key guiding principle for tourism development in the country.

Another important contribution of the process of formulating policy was that, it forged consensus and collaboration between role-players in government and industry. As a result, a strong public-private tourism partnership has been established.

## STRATEGIC APPROACHES

The key objective of tourism in South Africa over the past decade has been to enhance its role as a driver of socio-economic developments.

In this regard, DEAT's tourism goal has been to create conditions for sustainable tourism growth and development for the benefit of all South Africans. The department has sought to achieve this through ensuring effective and efficient domestic and international marketing; developing a competitive and transformed tourism product and services platform; addressing gaps in the tourism logistics value chain and building a tourism nation. Furthermore, DEAT has endeavoured to strengthen cooperative governance in the tourism sector; to promote regional and continental tourism growth; and to lead South Africans in a coherent and effective engagement in international agreements and events in tourism.

Over the past ten years some of the strategic tourism development highlights have included the following:

- The formation of the Tourism Business Council of South Africa, as the representative of South Africa's tourism industry (1996);
- The establishment, by provinces, of provincial tourism bodies and mechanisms to develop this sector;
- Amendment of the Tourism Act to transform the South African Tourism Board (1999);
- Grading Council of South Africa constituted to drive the grading system previously under South African Tourism (2000);
- Cabinet approval of the Unblocking Strategy in

- tourism through which other Government Departments and spheres of government would assist, through their activities, to grow tourism (2000);
- Cabinet approval of the Tourism Transformation Strategy (2001);
- Enactment of the Second Tourism Amendment Act, formalising tourist guiding (2001);
- Ratification by South Africa of the SADC Tourism Development Protocol (2002);
- Signing of tourism international agreements with about twenty countries;
- South Africa joined various international tourism organisations, including WTO, RETOSA, IOTO and the Africa Travel Association (ATA);
- Cabinet approval of the international Tourism Growth Strategy (2002);
- Launch of the Domestic Tourism Strategy (2004);
- Completion of phase one of the tourism Global Competitiveness Study (2004);
- Government funding of the Tourism Enterprise Programme (2004).

# Responsible Tourism

According to the 1996 White Paper on the Development and Promotion of Tourism in South Africa, responsible tourism was described as “an absolute necessity if South Africa is to emerge as a successful international competitor”. Guidelines as well as a manual for Responsible Tourism were designed by DEAT during 2002 as a basis for implementing responsible tourism practices throughout the tourism industry.

Responsible tourism took a major step forward in 2002 with the inception of the annual Imvelo Awards for Responsible Tourism in the hospitality industry and a year later, with the introduction of the Fair Trade in Tourism South Africa trademark.

Responsible tourism essentially promotes principles that emphasise accountability to:

- the environment through balanced and sustainable tourism activities;
- local communities living near tourism attractions;
- local culture, through preventing over-commercialisation and exploitation, and through promoting respect;
- the safety, security and health of visitors; and
- employers and employees, both to each other and to their customers. Responsible trade union practices and employment practices are emphasised.

Gauteng province has adopted and adapted the responsible tourism guidelines for application in the province’s tourism initiatives.



Former Minister Mohammed Valli Moosa with Di Jones of the Malealea Lodge, Adventure & Pony Trek Centre in Lesotho, overall winner of the Imvelo Awards for Responsible Tourism in 2003



South Africa is also considered rich in ethnic/cultural tourism resources

**ACHIEVEMENTS**

**International Tourism Growth**

After the peaceful elections of 1994, there was an immediate and dramatic rise in the number of visitors to SA, an indication of the world's eagerness to visit a country in transition. By 1998, the numbers of annual visitors had risen to 5.7 million, from 3.7 million in 1994. Links with the rest of the world were rapidly being re-established. A growing number of airlines also introduced flights to SA, bringing increasing number of tourists.

However, terrorist attacks of 11 September 2001 in New York radically altered global tourism trends. For SA, though, the disaster proved an unexpected catalyst for tourism growth. Since the incident, South Africa has been seen as a safe destination. SA's tourism product platform, cultural diversity and natural beauty, also provide powerful magnets for international tourists.

In order to consolidate these trends, the department and SA T. in 2002 launched an international Tourism Growth Strategy, based on an intensive market segmentation study. Core markets were identified and a far more focused

marketing strategy was developed and implemented. This focused marketing is directed at increasing the number of tourists arrivals, increasing spend, increasing length of stay and promoting geographical spread of tourists.

More and more international meetings are being held in SA, and the meeting, incentive, conferencing, and events (MICE) sector has experienced a boom. Large global events such as the World Summit on Sustainable Development (WSSD), contributed enormously in this regard.

The year 2002 saw a boom in SA tourism, with total foreign tourist arrivals growing by an unprecedented 11.1% to 6.4 million. The country became the fastest growing destination in the world. Overseas tourist arrivals grew by 20.3% and arrivals from Africa by 7.7%. This affirmed the fact that the Tourism Growth Strategy was working. Important to note is that these achievements were recorded despite a global decline in international arrivals.

In 2004, DEAT, the Department of Trade and Industry (dti) and SA Tourism commissioned the Global Competitiveness Study into South Africa's tourism industry. The study aims to identify products, services, and infrastructure gaps within the tourism industry and to develop interventions to address these gaps. In this way the intention is to enhance the value and competitiveness of the South African tourism industry. The first phase of the study has been completed. The second phase will concentrate on developing strategies for intervention to deal with identified gaps as well as consolidating our strengths.

Efforts to expand the tourism have also included the development of relations with key strategic countries.

# South Africa's Tourism Resources

South Africa is comparatively well-endowed with world-class tourism resources and has well-developed tourism facilities and services. The country offers a diverse range of attractions and attracts considerable numbers of international, regional and domestic tourists.

Many of South Africa's tourism products are in the ecotourism sector, linked to biodiversity and wildlife conservation. These include game reserves, bird sanctuaries, fresh water reserves, health spas and natural heritage sites.

Linked to these are tourism activities including walks, game drives and hiking, as well as more adventure-oriented products like 4x4 trails, hiking trails, pony trekking, mountain biking, abseiling, bungee jumping, mountain climbing and gold panning.

Archaeological or historical tourism resources represent 11% of all tourism resources. They include archaeological or palaeontological sites, historical buildings, churches and cathedrals, battlefields, museums, statues and cemeteries.

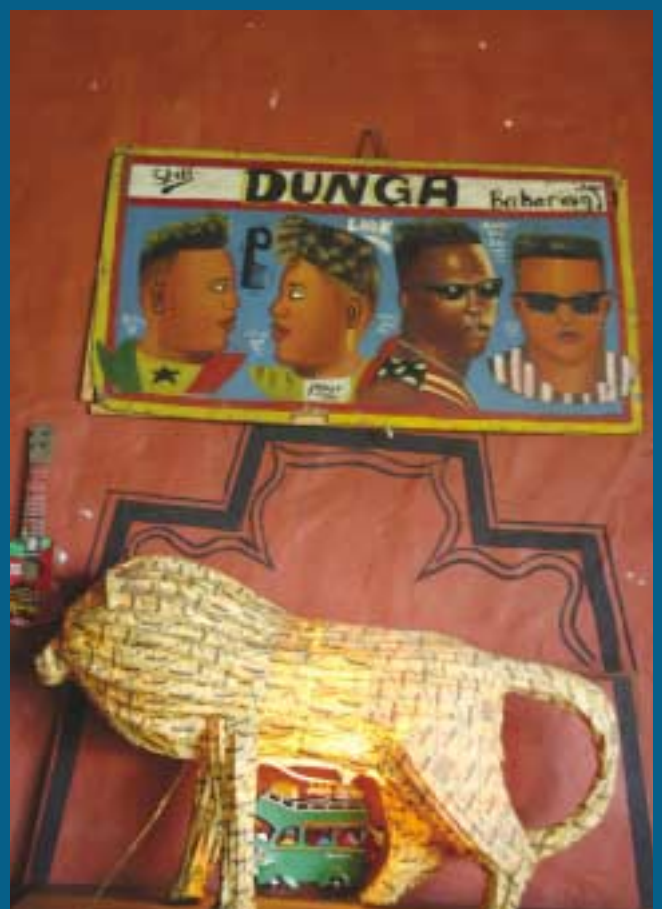
South Africa is also rich in cultural tourism resources. Many people consider this South Africa's greatest strength, namely the diversity of its people, and the richness of their cultural heritage. Cultural attractions include festivals, dances and music, traditional architecture, cultural villages, traditional dress and customs, cuisine, films, theatre and music.

Arts and crafts are also important tourist magnets, and their importance is increasingly being emphasised. They can generate



The bulk of South Africa's tourism products are in the ecotourism sector, linked to biodiversity and wildlife conservation.

substantial amounts of foreign currency, while creating SMMEs, black economic empowerment and employment. Many of these products also have an overseas market. They include traditional and modern African arts and craft, leatherwork, paintings or sketches, weaving and knitting, pottery, glass and ceramics, jewellery and woodcarving. DEAT is working closely with the TEP, the Departments of Arts and Culture, Trade and Industry, and other organisations to develop and strengthen this sector.



South African crafts and décor are now in demand all over the world.



Tourism was identified as one of the country's key industries because of its massive potential to create new jobs and generate foreign income.

A priority in this regard is the development of South-South cooperation between India, Brazil and South Africa (IBSA). Over the past year, a trilateral commission to improve relations between the three countries has been established. Tourism is one of the key areas for cooperation identified in the IBSA process. In this regard, a Plan of Action will be implemented over the next few years.

Another major achievement was the signing of a Memorandum of Understanding between SA and the People's Republic of China, in November 2002, according South Africa Approved Destination Status (ADS). SA became the 27th country to receive this status, and at that time it was only the second country on the African continent to be granted ADS (the other being Egypt). The ADS entitles SA to

market group leisure activities in China, and contributes to the simplification of tourist travel procedures from the Chinese mainland to South Africa. Since receiving ADS, there has been a significant growth in Chinese tourists coming to SA.

### **Domestic Tourism Growth**

A Domestic Tourism Growth Strategy has been developed by the department and SAT, and was launched in May 2004 at the Tourism Indaba.

The domestic tourism market is comparable with the international tourism market in terms of size and value. This domestic market is currently valued at some R47 billion, with domestic tourists having undertaken 49.3 million trips in 2002-2003. This compares very favourably with the R53.9 bil-

lion generated through the 6.5 million international tourist arrivals in 2003. Research indicates that there is immense opportunity to generate more holiday travel from the domestic market. In this regard, only about 20% of the domestic population currently takes trips for holiday purposes.

The opportunity therefore, exists to massively grow the domestic market, increase the value of the market and combat issues of seasonality, limited geographic spread and limited trip expenditure. Support of the local industry by South Africans would also lead to improved quality in product and services, as well as improved occupancy levels.

A vibrant domestic tourism market also has the added benefit of reducing the exposure of the





A key objective for Government has been to integrate historically disadvantaged communities into the mainstream of the tourism economy.

tourism industry to fluctuations in international demand, particularly given that international tourism can be extremely sensitive to global political and economic factors.

The further growth of the domestic tourism market will however, require concerted effort by various government departments to address specific barriers to domestic travel, namely:

- access to efficient and safe public transport;
- inadequate access to information, amongst South Africans, on travel options and opportunities; and
- limited holiday travel, particularly on the part of black South Africans, due to previous apartheid restrictions.

### **Creating Equity in Tourism Products**

Comparatively speaking, South Africa is endowed with an abundance of world-class tourism resources and products. However, black ownership of tourism assets has been minimal. As a result, Government has embarked on a policy of conscious support for the development of black-owned and operated tourism products.

Two key objectives of government in developing the tourism industry are to build a world-class tourism destination, and concurrently to integrate historically disadvantaged communities into the mainstream of the tourism economy.

Some of DEAT's transformation and growth initiatives include the

following:

- In 2001, DEAT commissioned a study to formulate a Transformation Strategy for the South African tourism industry. The goal was to identify and promote tourism sub-sectors in which black businesses would have a comparative advantage. These included accommodation, conferences, transport and catering. DEAT provided the Transformation Strategy to all government departments, together with a database of black-owned tourism products. Government departments were requested to make use of these products and services in their respective procurement practices.
- DEAT has assumed responsibility for the funding of the TEP, a key instrument in supporting the growth and development of SMMEs.



Tourism generates a significant part of the country's GDP.

- A scorecard based on Government's broad-based Black Economic Empowerment (BEE) strategy is currently under development for the tourism industry. This is being done in partnership with the Tourism Business Council of South Africa (TBCSA). A procurement tool is also being developed for DEAT, which would allow for the tracking of the Department's procurement expenditure on tourism.
- Government's incentives for SMMEs has now been opened to tourism entrepreneurs.
- The national Spatial Development Initiative (SDI) is a programme of national Government aimed at unblocking the inherent economic potential in specific locations in SA. Many of the SDIs in South Africa are aimed at diversifying the rural economy, linking various products together, and skilling people. These interventions are being conducted largely through poverty alleviation projects. Some of the SDIs that are

being implemented include Lubombo, Mapungubwe, Maloti Drakensberg and Wild Coast. The Greater St Lucia Wetlands Park, part of Lumbombo SDI, has already generated over R500m worth of private sector investment.

- The establishment of (TFCAs) between neighbouring countries in the region is a relatively new development. TFCAs are contiguous, protected or conservation areas, across the international boundaries of two or more countries. Apart from the obvious benefits of biodiversity protection, TFCAs provide an effective instrument for trans-border ecotourism development. In this respect, they also provide as a means of socio-economic upliftment in what are mostly poor rural areas. Presently there are six identified TFCAs which SA, through DEAT and two implementing agencies namely, South African National Parks and Ezemvelo KZN Wildlife are involved in. They include the following:
  - Ai – Ais / Richtersveld (investment generated – R27 million)
  - Kgalagadi (investment generated – R65.5 million)
  - Lumbombo (investment generated R46.5 million)
  - Greater Limpopo (R60.8 million)
  - Maloti – Drakensberg (investment generated - R170 million)
  - Limpopo / Shashe (investment generated - R46.5 million).
- **The Tourism Infrastructure Investment Framework** defined priority areas for tourism infrastructure investment (PATIIs), and highlighted the infrastructure investment requirements within these areas. The Department's poverty relief funding has been focused on

these PATIIs, in order to stimulate tourism-based economic activities.

**Communities, Entrepreneurs and Empowerment**

The tourism sector has become one of the key drivers of economic expansion and job creation in SA. SMMEs operating directly and indirectly within the industry are expected to make an important contribution to poverty alleviation job creation and black economic empowerment.

Due to the inclusiveness and spread of the tourism value chain, there are many opportunities for SMME involvement. The directly-involved enterprises include accommodation, tour operators and tourist guides. More broadly, there are SMMEs that derive at least part of their income from tourism as plumbers, cleaners, caterers and other service providers supplying the hospitality industry.

Nationally, some key institutions supporting small businesses are:

- Khula Enterprise Finance, which offers 'wholesale finance' or guarantees to commercial banks, which in turn finance small and medium enterprises. It also helps entrepreneurs with business plans and offers free mentorship after the loan has been concluded.
- Ntsika Enterprise Promotion Agency which is responsible for providing and coordinating training and other non-financial support functions to small businesses.

**Other instruments available include:**

- The Small Medium Enterprise Development Programme (SMEDP), housed in DTI, which offers cash grants to tourism-related business.

# Numbers Count



Cultural tourism is one of South Africa's strengths.

## A few useful facts and figures on tourism:

- Of all foreign visitors to South Africa, 72% are from Africa.
  - South Africa attracts 1.9% of the world's travelers.
  - According to a study done by the Japan International Cooperation Agency, South Africa has over 6 300 tourist attractions.
  - South Africa has more than 52 000 accommodation rooms.
  - According to Statistics South Africa, the country offers an average of 1.6 million room nights a month and registers an average occupancy of 54.2%.
  - The average monthly revenue for accommodation in the country amounts to almost R593 million.
  - Of all the accommodation available in the country, 1.2 million rooms nights per month are ungraded accommodation (grading is carried out on a voluntary basis), with an average occupancy rate of 56%.
  - Of the graded accommodation, 93 000 room nights are one and two star facilities with occupancy of 44%; 175 522 are three star with an average occupancy of 41.2% and 79 856 are four star with an average occupancy of 56.6%. The five star category contains 32 922 room nights with an occupancy rate of 74.9%.
  - The National Star Grading Scheme for the tourism sector was officially launched in November 2001 and since then, the Tourism Grading Council of South Africa has graded 1 700 establishments.
- The average annual growth rate in international tourist arrivals to South Africa between 1994 and 2002 has been 8.8%.
  - According to a study done by SA Tourism, domestic tourism constitutes approximately 67% of tourism activity in South Africa.



A Key part of DEAT's work has been in linking impoverished communities with high tourism potential to existing infrastructure and attractions.

These grants may be used to fund buildings, furniture, equipment or tourism vehicles.

- The Development Bank of Southern Africa provides loan funding for tourism infrastructure. It does not directly finance SMMEs, but instead actively promotes small enterprise development via sub-contracting and affirmative procurement conditions attached to its loans.
- The Industrial Development Corporation provides financial assistance to commercial projects in the medium to large sectors of the tourism industry. The minimum loan size is R1 million, with lower financial and collateral requirements for historically disadvantaged entrepreneurs.

Interventions in respect of promoting business support were also undertaken under the

auspices of the Transformation Forum chaired by DEAT. Key activities included:

- A funding review to assess existing funding and support instruments available to tourism businesses in South Africa, and the delivery of an action plan to stakeholders on the interventions required to enhance the effectiveness of these instruments for tourism entrepreneurs.
- The development of an SMME support handbook and the updating of the funding handbook. The support and funding handbooks are currently being revised to be more user-friendly and would incorporate sections on How to Start a Tourism Business; Funding and Support available for tourism SMMEs as well as Marketing Your Tourism Business. The handbooks would also contain contact

details of relevant tourism trade organisations and public sector tourism bodies. The handbook will be translated into four official languages and will be ready for distribution in August 2004.

**The Tourism Enterprise Programme (TEP)** is a significant tourism SMME support programme initiated by the private sector. TEP is a four-year programme funded by the Business Trust to the amount of R60 million. The objective of TEP is to assist small businesses directly and indirectly involved in the tourism industry. The assistance is in the form of business transaction linkages with larger, established enterprises. The primary emphasis of TEP's activities is on historically disadvantaged individuals and enterprises.

Last year the number of firms



Arts and crafts are often relegated to the informal sector of the economy, yet they can generate substantial amounts of foreign currency, while creating SMMEs, black economic empowerment and self-employment for many of the country's citizens.

assisted by TEP increased from 270 to 579. The value of transactions increased from R37 million to R463 million. The number of jobs created rose from 1 876 to 5 728. The number of transactions increased from 190 to 463 of which 357 were enterprises owned by historically disadvantaged individuals.

Since its inception until the end of 2003, TEP facilitated a total of 2 912 transactions, of which 2 034 (69.8%) were transactions involving enterprises owned by historically disadvantaged individuals. A total of 5 985 enterprises are registered with TEP for assistance.

TEP has also assisted DEAT by providing training and capacity-building support to black-owned businesses listed on DEAT's procurement database.

DEAT, through TEP is establishing

a black business database. The database will be used as a basis for DEAT's procurement activities. In 2003, DEAT provided R5.7m to TEP to develop a comprehensive tourism SMME training programme. The piloting of the training programme and its implementation will begin in September 2004. In addition, DEAT has secured R37 million to fund TEP over the next three years.

Community-based Tourism is also a priority for DEAT. In this regard, the Department's poverty relief funding has been largely focused on community-based tourism projects in South Africa. These projects aim to create tourism products owned and managed by communities.

In addition, DEAT has invested approximately R1.3 million of poverty relief funding in the Wild Coast Project, which is co-funded

by the European Union. The four-year programme started in 2000 and is focused on generating sustainable jobs and income, including the training of community members, along the Eastern Cape's Wild Coast. The project is focused on skills development, enterprise development and the establishment of community and private sector tourism-based partnerships.

## **Training and Human Resources**

A skilled human resource platform is key to growing tourism, as well as ensuring high qualities of service in the tourism industry.

Because of this, human resource development is seen as crucial, and for this purpose, institutions like the THETA and South African Tourism Institute (SATI) have been

established.

(THETA) was established in March 2000 as the Sector Education and Training Authority (SETA) for

- Gambling and lotteries
- Travel and tourism services
- Sport, recreation and fitness
- Conservation and guiding.

It covers an estimated 42 000 employers and 60 000 employees

training providers, monitoring provision and registering assessors.

Amongst the tourism skills development programmes managed by THETA are:

- The Integrated Nature-based Tourism and Conservation Programme (INTAC), funded by the Department of Labour through the Skills Development Fund is a three-year, R107 million project. It aims to upskill learners within the field of conservation management and ecotourism through selected project sites throughout the country. The project will see 6 500 people in Transfrontier Conservation Areas and other projects undergoing high quality training. The target groups include non-employed learners, SMMEs, community leadership, public authorities and start-up businesses.
- The Tourism Learnership Project (TLP) is a R115 million initiative that generates national qualifications and unit standards for all fields in tourism, facilitates of on-the-job training, and develops and implements learnerships for the unemployed.

### Its achievements include:

- Enrolment of 6 113 unemployed learners of which 1 885 have completed their programmes;
- Registration of 3 029 employed learners, of whom 371 have graduated and 1 197 are still enrolled;
- The SA Host programme, operating under the TLP banner, has trained 12 546 individuals in customer care since December 2001.

SATI, was established in 2001 with funds from the Spanish Government. Following a request



South Africa provides various affordable and comfortable transport options

tourism. Government has established SETAs to assist with the skills development across the economy.

THETA conducts its activities within the following five chambers:

- Hospitality

who are distributed across its five chambers.

THETA is responsible for ensuring that training programmes and qualifications are of a high standard throughout the country, by accrediting education and

by DEAT, this institute is housed within THETA, but is managed as a separate entity. It supplies learning materials, supports teachers and informs learners of career opportunities within the tourism industry. The SATI Resource Centre provides tourism information to school learners, educators, students, educational institutions and industries linked to tourism. As a result of the Institute, 541 schools now offer Travel and Tourism as a subject, reaching about 56 000 learners.



interventions in improving air access, public transportation access, visa access as well as upgrading the country's tourism products and service platform.

## CHALLENGES AHEAD

In the next decade of freedom, the tourism sector will be addressing the following key challenges and priorities:

- Enhanced international and domestic tourism marketing: The key deliverable will be to increase the numbers of domestic and international tourists, increase their spend, ensure that they travel more widely within the country, and to encourage them to travel throughout the year. This will entail growing the marketing budgets and ensuring the effective use of these budgets. It will also require focused

- Creating a transformed and competitive product platform: Key interventions in this regard will include increasing the effectiveness of the TEP, and rolling out the tourism SMME training programme. The tourism potential of harbours and TFCAs will be maximised. A programme focused on addressing the products gaps identified through the Global Competitiveness Study will be implemented.
- Promote a sustainable global development agenda: The objective is to promote

regional and continental tourism growth through the effective utilisation of our membership with the WTO, the Africa Travel Association (ATA), the Commonwealth and NEPAD. In this respect tourism agreements will be signed with key priority markets and the tourism action plan for NEPAD will be implemented. RETOSA will be transformed into a stronger regional tourism organisation.

- Improving the tourism skills platform: Key activities will include improving the effectiveness of THETA as the tourism sector's training body. The tourist guiding sector will be transformed, and the registration process will be streamlined. SATI will be resourced to participate more effectively as a partner in tourism skills development. The service and skills gaps identified through the Global Competitiveness Study will be addressed through focused interventions, including the above.

## Tourism Economy

South Africa is still in the process of setting up its Tourism Satellite Account. In 2002, the World Travel and Tourism Council estimated the economic benefits of South Africa's tourism industry as follows:

- In 2002, South Africa's travel and tourism industry is thought to have generated R108.5 billion.
- The industry's direct impact on the economy is estimated at 492 700 jobs, representing 3% of total employment, and R31.1 billion of the Gross Domestic Product, equal to 3% of the GDP. However, the total contribution of tourism (which has a multiplier effect on the economy) is calculated to be 1 148 000 jobs or 6.9% of total employment and R72.5 billion of GDP, equal to 7.1%.
- In addition, the tourism industry supports R43.8 billion in export services and merchandise, representing 12.5% of total exports as well as R17.1 billion of capital investment (10.3% of total investment).
- Government expenditure on tourism amounts to R920 million a year.

# *SEAS OF CHANGE*

The South African fishing industry, that was once concentrated in the hands of a few, largely white-owned companies, has undergone an extraordinary transformation over the past ten years. Today the fishing industry is far ahead of other sectors of the economy in terms of participation by historically disadvantaged individuals (HDIs); it is estimated that at least 60% of commercial fishing rights have been allocated to HDIs or majority HDI-owned companies. Interestingly, a high degree of transformation has taken place in a very short space of time without compromising the principle of sustainable utilisation, fundamental to the management of fisheries. South Africa's industrial fisheries are widely regarded as among the best managed in the world.







The South African coastline is more than 3 200 kilometres in extent, linking the east and west coasts of Africa. From the coral reefs of northern KwaZulu-Natal, to the cool-water kelp forests of the Northern Cape, South Africa's shores are particularly rich in biodiversity: some 10 000 species of marine plants and animals have been recorded in our waters.

The productive waters of the west coast support a number of commercially exploited fish, including hake, anchovy, pilchard, horse mackerel, tuna and snoek, as well as rock lobster and abalone. On the east coast, squid, linefish and a wide range of intertidal resources provide an important source of food and livelihood for coastal communities. Marine life that is not harvested, such as whales, dolphins and seabirds, is increasingly recognised as a valuable resource for nature-based tourism.

The responsible utilisation and management of the country's marine and coastal resources is of vital importance to the well-being of South Africa's people and economy. About 29 000 South Africans, many of them from impoverished rural communities, find direct employment in the fishing industry. A further 60 000 people are estimated to find employment in related sectors.

In South Africa the utilisation of marine resources is regulated by a rights allocation system. Rights are allocated by the Minister of Environmental Affairs and Tourism or a senior official within the department to whom the Minister delegates the authority to allocate rights. The department's functions include the management of commercial, subsistence and recreational fisheries, as well as a wide variety of other activities, such as boat-based whale watching and shark-cage diving.

Fishing vessels are licensed annually, according to their port of origin and the purpose for which they are used.

The department is also responsible for monitoring the catches of commercial, subsistence and recreational fishers, regulations and for inspection of fishing boats, fish processing plants, and other places where fish is sold or stored.

Through regular scientific research the department establishes what the optimal utilisation of each fish species should be. This is done annually and ensures that fish stocks are managed sustainably.

Researchers provide advice on a wide range of parameters such as; the estimated size of a resource, the age distribution of its component fish, the quantity that may safely be harvested, the effect and desirability of declaring closed fishing seasons and areas, the optimum mesh size of nets that may be used and the effect that environmental factors have on resources.

Researchers carry out:

- Surveys of exploited resources and resources with potential commercial value;
- Biological research;
- Research into biodiversity and ecosystem health;
- Environmental research, particularly the influence of the environment on marine resources.

The department promotes South Africa's interests by participating in a number of international commissions, such as the International Commission for the Conservation of Atlantic Tunas (ICCAT), the Commission for the Conservation of Antarctic Marine Living Resources (CCAMLR) and the International Whaling Commission (IWC). DEAT's interest is to share research,

especially into stocks that straddle international waters as well as moving into our own Economic Exclusive Zone and to secure quotas for our fishing fleets on the high seas (international waters).

## BEFORE 1994

The unfettered exploitation of South Africa's marine resources in the 1960s led to the spectacular collapse of several fish stocks in the 1970s. This led to the realisation that marine resources may only be exploited to a limited degree, if South Africa is to enjoy plentiful harvests from the sea in the years to come.

After record catches in the late 1960s, South Africa's commercially exploited fish stocks began to show signs of deterioration. The first step towards limiting access to these resources was made with the Territorial Waters Act of 1977, when the Government declared (and enforced) a 200 nautical mile (370 km) Exclusive Fishing Zone (EFZ) along South Africa's coast. This effectively excluded all but a few invited foreign vessels from the country's fishing grounds.

The continued decline of stocks in the 1970s and 1980s led to the introduction of a Total Allowable Catch (TAC) or Total Allowable Effort (TAE) restriction in most of the commercial fisheries. The TAC is the amount of fish that may be safely removed from a fishery over a year without jeopardising future harvests. A TAE limits the amount of effort that may be expended in catching fish. This could mean limiting the number of fishers, fishing vessels or fishing gear, or a combination of all three. The TAC or TAE is imposed over and above any other limits that may be applied to the harvesting of a resource, such as size limits, closed seasons and closed areas.



The South African coastline extends for more than 3200 kilometres, linking the east and west coast of Africa.

Under apartheid, the right of access to marine and coastal resources was denied to most South Africans. The fishing industry was characterised by a high degree of concentration, and most fishing rights were allocated to white-owned companies. For example, it is estimated that in 1992, HDI shareholding in the deep-sea hake fishery (South Africa's most important commercial fishery) amounted to less than 0.5%.

Prior to the passage of the Marine Living Resources Act in 1998, subsistence fishers were not recognised by law. They were subject to the regulations that governed recreational fishers and, as a result, were often criminalised by their attempts to feed their families.

Ironically, it is likely that South Africa's political isolation in the

1970s and 1980s limited the clamour by international fleets for access to the country's waters. Therefore, when South Africa set out to completely revise the management of its marine resources, it was in the unusual position of having commercial fish stocks that were in very good shape.

## **POLICY AND LEGISLATION**

### **Fishing for Equity**

With the publishing of the White Paper on Marine Fisheries Policy in 1997, and the passing of the Marine Living Resources Act in 1998, the fundamental policy and regulatory framework for fisheries management in South Africa were put in place. These two milestones followed an exhaustive series of negotiations that began with the convening of the Fisheries

Policy Development Committee in 1995.

Undoubtedly the most serious challenge facing Government, after the first democratic elections of 1994, was to re-allocate fishing rights (or quotas) in a way that would ensure that, the under-representation of HDIs and HDI-owned companies in the fishing industry, would be corrected. This presented a massive challenge to a government department that was, at the time, ill equipped for implementing the new Act.

The period between 1994 and 2000 was fraught with problems. The expectation that the Government would broaden access to marine resources resulted in a "rush" for fishing rights. In 1999, the department processed a total of 11 989 applications for rights; prior to 1990, it had processed no more

than 300. The result was long delays in the allocation of fishing rights and an increasingly litigious business environment.

By 2000 it was clear that a revised strategy was required to build a rational, legally defensible and transparent allocation system that would promote Government's objective of transforming the fishing industry. This strategy was introduced in 2000 when consultations with stakeholder groups were conducted around the country. By mid-2001 the department had called for applications for medium-term fishing rights of between two and fifteen years duration across all the commercial fisheries.

The policy guidelines that were developed for the 2001 rights allocation process, identified investment and experience in the fishing industry, as well as black economic empowerment and employment equity, as key criteria for securing fishing rights.

The policy guidelines reflected a shift in Government's approach to managing transformation in the fishing industry. Whereas Government had initially viewed the allocation of fishing rights to new entrants (emerging black-owned small, medium and micro enterprises or SMMEs) as the primary instrument of transformation, by 2001 many fishing companies that were previously entirely white-owned

and managed, had transformed internally by selling equity to HDIs and employing HDIs in top and senior managerial positions.

There were practical reasons for this shift in approach. With a few notable exceptions, the allocation of fishing rights to new entrants between 1996 and 1999 had met with only limited success. The quantity of fish allocated was usually small, with the result that most new entrants preferred to lease their fishing rights back to the established companies, rather than invest in the fishing industry. While this rent seeking behaviour was logical (small allocations often did not warrant the risk of investment) it did nothing to advance the department's



Early in 2004, the DEAT announced its intention to declare five new marine protected areas (MPAs)

objectives of supporting black ownership and participation in the fishing industry.

## STRATEGIC APPROACHES

Extending the conservation agenda is a key objective in the years to come. The passage of the Coastal Management Bill is central to this objective. The promulgation and effective management of four, and eventually five, new Marine Protected Areas will bring 19% of our coastline under protection. The global goal, set at the World Parks Congress in Durban in 2003, is 20% coverage for all coastal states.

The forthcoming years will also witness the extension of subsistence fishing rights along the coasts of the Eastern Cape and KwaZulu-Natal. This will involve large numbers of people in legally harvesting fish. The plans to open up new commercial fisheries are also developing rapidly. The aim is to expand the economy through new fisheries and to create new jobs and associated wealth. Beyond this, the Department is involved in extensive planning to ensure that when the current four-year fishing rights expire, new, long-term rights are allocated.

The current stability in the fishing industry is to be enhanced by appointing additional inspectors to increase surveillance along our extensive coastline, appointing Honorary Fisheries Compliance Officers, taking full advantage of the newly established Environmental Courts in both Port Elizabeth and Hermanus and also by launching four new fisheries patrol vessels over the coming year.

### Sustaining Marine Resources

Since the 1977 declaration of a 200 nautical mile (370 km)



On the east coast, squid, linefish, and a wide range of intertidal resources provide an important source of food and livelihoods for coastal communities.

exclusive fishing zone, South Africa has adopted a policy of stock rebuilding in several of its major commercial fisheries. This policy has paid off in the hake, pelagic and rock lobster fisheries, where catches have grown steadily in recent years.

However, while South Africa's offshore fisheries may be among the best managed in the world, a

somewhat different picture has emerged for some of South Africa's inshore stocks. Several species of linefish have collapsed in recent years and the small but valuable abalone fishery is severely threatened by poaching and changing environmental conditions.



CoastCare employs thousands of people in a range of activities, including the removal of litter, ensuring the safety of beach users, assisting with maintaining public facilities at fishing harbours, parking areas and picnic sites, and serving as information and tourist officers.

### The pelagic fishery

Pelagic fish form large shoals in the surface layers of the sea – the pelagic zone. Small pelagic fish include sardines, anchovy, horse mackerel and red-eye herring, fish that are targeted by South Africa's purse seine fleet.

The pelagic fishery is the largest in South Africa in terms of catch volumes and the second most important in terms of value. Sardines are canned for human consumption, while anchovy, red-eye herring and small numbers of juvenile horse mackerel are reduced to fish meal, an important ingredient in animal feeds.

Over the past decade, populations of anchovy, sardine and redeye have shown a remarkable increase. The total combined population of these three species

doubled from just over three million tons in 1991 to peak at almost 7.5 million tons in 2001. In 2002 it remained at this high level, a large decrease in anchovy biomass being off-set by an increase in sardine abundance.

The South African fishing industry has made the most of the boom years. In 2001, 2002 and 2003 the purse seine fleet landed over half a million tons of pelagic fish. This feat had previously been recorded only five times in the past five decades.

### The demersal fishery

Demersal fish live on the sea bed and include the Cape hakes (*Merluccius paradoxus* and *Merluccius capensis*), monk (*Lophius vomerinus*), kingklip (*Genypterus capensis*) and sole (*Austroglossus pectoralis*).

In South Africa, the Cape hakes form the basis of the country's demersal fishery. Approximately 160 000 tons of hake are landed every year. Monk, kingklip and sole are important by-catch species. Hake is landed by four different fishing methods: by large deep-sea trawlers, smaller inshore trawlers, longlines and by fishers who use small boats to catch hake on handlines.

Deep-sea trawling is the most technologically sophisticated and the most capital - and labour-intensive of the four fishing methods. The deep-sea hake fishery catches the largest portion of the annual TAC for hake, with 6% of the TAC being allocated to the inshore fishery and approximately 10 000 tons being landed by the line fisheries.

Hake catches have remained steady since the late 1980s;

however, both scientists and the fishing industry, have recorded a downturn in hake catches over the past three years. As a result, the TAC for hake has been decreased by 3 000 tons over the past two years and a further decrease of 3 000 tons is expected in 2005.

### **The lobster fisheries**

**West coast rock lobsters** were first exploited commercially in South Africa late in the 19th Century, from small row-boats using hand-hauled hoopnets. Catches increased steadily during the early part of the 20th century, peaking at about 10 000 tons in the early 1950s. This high level of exploitation was maintained for a while, but by 1965 it began to decline, even though fishing effort was increased.

Catches stabilised in the 1980s at about 4 000 tons a year. But by 1990 environmental and fishing-related conditions caused the natural growth rate of the west coast rock lobsters to decrease, with fewer young lobsters entering the fishery. By 1996 the TAC was decreased to just below 1 500

tons. However, a stock rebuilding strategy that was instituted in 1996, which aimed to achieve a 15% recovery in stocks by 2006, paid off sooner than expected and the TAC increased to over 2 000 tons in 2003.

In total, 745 west coast rock lobster fishing rights were allocated in 2002, compared to only 39 right-holders in 1992. An initial 511 disadvantaged fishers were allocated west coast rock lobster rights on a limited scale in 2002 and a further 274 fishers were allocated commercial fishing rights for rock lobster in the newly opened fishing grounds to the east of Cape Hangklip in 2004.

The allocation of rights on a limited scale was part of a strategy by Government to encourage the development of SMMEs and to meaningfully address the legitimate demands of disadvantaged fishers who depend on inshore resources such as rock lobster and abalone for their livelihoods. Each right is valid for four years and provides the right-holder with a guarantee of a small income from fishing until

2005. Right-holders are only allowed to use hoop nets to catch their quota.

**South coast rock lobsters** are found in deep-water off the south coast and are caught by traps that are deployed on longlines.

Assessment of the south coast rock lobster resource in 1994 showed that the population was in decline and a programme of reducing the annual TAC was introduced. Even so, the stock had still not recovered by 2001, probably as a result of over-fishing on the part of Hout Bay Fishing Industries, one of the largest right-holders in the fishery. It is believed that this company's illegal catch may have amounted to as much as 135 tons tail mass per year, or 35% of the TAC. The company has since been successfully prosecuted.

Interestingly, since Hout Bay Fishing Industries was removed from the fishery, the south coast rock lobster stock has shown signs of recovery and the TAC was increased slightly in 2004.

## ***The Success of the Beach Vehicle Ban***

The proliferation of off-road vehicles in South Africa created a variety of negative environmental impacts. Bird and turtle nesting areas are particularly susceptible to damage from off-road vehicles, as are certain coastal landforms such as dunes, salt marshes, estuarine sand and mud flats.

On 21 December 2001, the Minister prescribed regulations in terms of the National Environmental Management Act, (NEMA) which provides for the controlled use of off-road vehicles in the coastal zone. The regulations are commonly referred to as the off-road vehicle regulations or 4x4 regulations and generally prohibit the use of vehicles on beaches and in the coastal zone, except in exceptional circumstances.

Monitoring of stretches of coast has indicated that the banning of off-road vehicles has enabled several shore-breeding birds – and especially the Damara tern and the African black oystercatcher – to again breed successfully on beaches. In the case of the Damara tern, the ban has enabled the species to complete breeding far earlier in the season than in other monitored years.

Bird counts also show a marked increase in the numbers of sanderlings, common terns, crowned plovers and blacksmith plovers. It is also telling that the numbers of birds counted at Bird Island in Lamberts Bay fell after the ban was imposed. Scientists propose that Bird Island acted as a refuge for these birds prior to the ban on off road vehicles coming into force.



Marine Protected Areas will help conserve threatened seabirds.

## The abalone fishery

Rampant illegal fishing between 1996 and 2003 has decimated the abalone resource, leading to the closure of the recreational fishery and the setting of a global TAC of just 282 tons in 2003.

In 2004, a new system of co-management, based on the territorial user rights fishery (TURF) system was introduced in the fishery. The new system of co-management was introduced in an effort to instill a culture of “ownership” among right-holders and members of coastal communities in order to ensure the long-term viability of the South African abalone fishery.

According to the TURF system, each right-holder will only be able to catch his or her quota in a stipulated zone. The aim of the TURF system is to involve right-holders and members of fishing communities in the management of the abalone fishery. The system is premised on the notion that by allocating a small fishing zone to a small number of divers who are known to enforcement officials and the community members who reside adjacent to that fishing zone, access to the abalone

fishing grounds by unauthorised divers would be effectively closed.

## The linefishery

Commercial fishing rights for the linefishery, the hake handline fishery and the tuna pole fishery were allocated for the first time in 2003.

The tuna pole and hake handline fisheries are considered to be stable, with healthy stocks. However, the traditional linefishery, which targets coastal species such as snoek (*Thysites atun*) and yellowtail (*Seriola lalandi*) in the Western Cape and kob (*Argyrosomus spp.*) and reef fish in KwaZulu-Natal, was declared by the Minister of Environmental Affairs and Tourism in December 2000 to be in a state of environmental crisis. Many linefish stocks, including kabeljou, rock cod, red steenbras, white steenbras, Roman, daggeraad, poenskop and slinger, have collapsed.

A collapsed stock is one that has been fished to levels at which the number of sexually mature adults has dropped to below 20% of the unfished (pristine) stock. This

means that the stock cannot produce sufficient young to replenish itself.

The department has taken a two-pronged approach to rehabilitating these stocks. Firstly, four strategically located new Marine Protected Areas (MPAs) allow for a higher level of stock protection by managing the marine area in terms of sanctuary or no take zones, as well as by concentrating enforcement strategies and resources in a more confined area.

Secondly, a new linefish management plan has been devised, dividing the fishery into three sub-sectors (handline hake, tuna and traditional linefish). These follow the guidelines set for each of the exploited species through the Linefish Management Protocol, which intends to set catch guidelines for each species.

In addition, the traditional linefishery is managed in terms of a Total Applied Effort (TAE) restricting effort in this fishery to no more than 450 vessels and 3 450 crew.

## The Coast

The White Paper for Sustainable Coastal Development in South Africa recognises that the coordination between the leading department in each province and other departments whose work form part of the overall coastal management effort, is essential. Also important is the involvement of non-governmental stakeholders in the province, such as business, labour, community-based organisations and user groups. To this end, the White Paper proposes that a coastal committee be established in each of the four coastal provinces. This has now been achieved and progress has been made towards the establishment of a national coastal committee.



# Successful Prosecutions

- In April 2002 Hout Bay Fishing Industries and two of its directors were convicted of 301 charges of overfishing and corruption. This was a significant breakthrough in the Department's efforts to clamp down on overfishing. A fine of R40 million was paid, the largest fine ever imposed for a fisheries-related offence in South Africa.
- At the end of May 2004 the directors of the company were convicted in a court in the USA where they were sentenced for activities linked to their previous conduct in South Africa. Heavy prison sentences and fines were imposed.
- Further investigations into Hout Bay Fishing Industries by the Scorpions led to the conviction of 18 other vessel owners who had colluded with the company and harvested up to 10 times their allocation of west coast rock lobster.
- For their collusion with Hout Bay Fishing Industries, 14 fisheries control officers were first suspended and later sentenced and dismissed.
- SA Hake (Pty) Ltd and its director were fined R250 000 for catching and supplying hake to Hout Bay Fishing Industries. SA Hake (Pty) Ltd owned and operated the fishing trawler Cobelo which was used to illegally catch over 912 tons of hake in 2000. The Cobelo was seized by the Department and was then sold on public auction in January 2002 for a sum of R2.9 million.
- The foreign-registered tuna longline vessel, the Golden Eagle, was seized by the Department and its owners convicted on a charge of fishing in South African waters without a foreign fishing license. They paid a fine of R500 000. The proceeds from the sale of the fish caught illegally by the Golden Eagle, including tuna and swordfish worth R158 000 were also forfeited to the State.
- In October 2002, toothfish worth approximately R500 000 was seized from a foreign registered vessel longline vessel the Viola. The seized toothfish was forfeited to the state.
- In November 2003, a number of fishing companies paid a R20 000 admission of guilt fine for each of 12 vessels that were found to be fishing for west coast rock lobster in a marine sanctuary.



It is envisaged that the Coastal Management Bill, which was drafted in 2002, will be promulgated during 2005. The Bill provides for important interventions that will regulate, enhance, preserve or rehabilitate sensitive or over-exploited coastal areas. It also ensures equitable access to South Africa's coastline and aligns South African

legislation with international laws and conventions.

During the period under review, a number of initiatives were implemented under the Coastcare banner. These include the formulation of interpretive signage for the coast, an "Adopt a Beach" programme, and the Coastcare induction programme. "Adopt a Beach" aims at increasing

awareness of coastal management issues among participant groups, while the induction programme is aimed at building capacity among provincial and local authorities.

The Blue Flag campaign was expanded to include seven beaches, five in KwaZulu-Natal and one each in the Western Cape and Eastern Cape provinces. The international Blue Flag campaign is an incentive scheme that encourages local authorities along the coast to manage their beaches in an environmentally friendly manner. Beaches that meet specific criteria on safety, cleanliness, services, water quality and amenities are awarded a blue flag which may be flown as part of the local authority's tourism marketing strategy.

Other coastal projects that are being run by the department include local demonstration projects and sustainable coastal livelihoods projects that are being funded by the British development agency, DFID. Details of all these projects will be published in a project portfolio in 2004.

An initiative to remove cottages that were erected illegally in the coastal zone has gathered momentum. Legal action has been taken against a number of parties on the Wild Coast and it is expected that this will be extended to other coastal areas in due course.

The off-road vehicle regulations that were promulgated in 2001 are to be amended during 2004 in order to increase their effectiveness and ease of implementation.

### ACHIEVEMENTS

Throughout the allocation of medium-term rights in 2001 and 2002, the department was mindful



Bird Island, home of thousands of gannets near Port Elizabeth, has been declared a Marine Protected Area.

of the allegations of corruption, nepotism and racism that plagued the allocation of fishing rights in the past. Therefore, the new system for allocating fishing rights was designed to be transparent, credible and fair.

The assessment of the medium-term rights allocation was undertaken by a consultancy that was appointed through an open tender process, and which was entirely independent of the department. The consultancy was guided and directed by the department and its policies. It comprised teams of lawyers, accountants and project management specialists. Their advice was then presented to the Minister's delegates (the most senior officials in the Department) who considered each application in the light of the advice provided, before determining which applications to accept and which to reject.

Importantly, the assessment of each application is documented and recorded at every step in the process, thereby ensuring transparency and compliance with the Promotion of Administrative Justice Act (PAJA). Furthermore, every unsuccessful applicant has the right to appeal against the department's decision, and to have his or her appeal personally considered by the Minister of Environmental Affairs and Tourism.

The handling of applications and application fees by the Rights Verification Unit (RVU) instilled a new professionalism into the process. The RVU comprised teams of forensic auditors and was responsible for sorting and storing applications, thereby ensuring that they could not be lost or tampered with. Their involvement removed the potential for corruption during any stage of the allocation and appeal process.

Now that the department has built a sound system for allocating rights, it is engaged in directing the course of fisheries management for the next decade. The groundwork for the 2005 long-term rights allocation is being laid, a comprehensive policy for each fishery is being developed, and the department is focusing on its compliance obligations. Most importantly, however, the drive to build a marine science and management capacity of high standing that is able to play a constructive role on the African continent is well underway. This entails, among other things, formulating an ecosystem approach to fisheries management, exploring the potential of new and under-utilised fisheries, developing the legal and scientific framework that is required to boost aquaculture production in South Africa, and assisting other African nations to build equally robust fisheries management regimes.

### **Achieving transformation goals**

Some of the fisheries in which a high degree of transformation has taken place over the past ten years are:

#### **The deep-sea hake fishery**

In 1992, only 21 predominantly white-owned and controlled companies had rights to utilise the deep-sea hake resource. By 2002, this number had more than doubled to 53 right-holders. There is also a more equitable distribution of quota among the deep-sea fishing companies in South Africa, a trend that is reflected by the fact that more than 92% of the TAC was held by the top five companies in 1992, compared to less than 74% in 2002.

Currently, 74% of right-holders in the deep-sea hake fishery are majority HDI-owned and managed. In comparison, it is

### **Marine Treasures**

- Of all the marine fish species in the world, 16% are found off the South African coast.
- A SCUBA diver is reported to have seen a Coelacanth *Latimera chalumnae* at a depth of 54m off Sodwana Bay early in 2004. The most recent sighting of the fish that was thought to have become extinct 70 million years ago follows the discovery of a group of seven coelacanths off Sodwana Bay in 2002.
- The top ten estuaries ranked in terms of conservation importance are the Knysna, Berg, Olifants, Kosi, St Lucia, Swartvlei, Gariiep, Bot/Kleinmond, Klein and Mhlathuze estuaries.
- The South African fishing industry contributes at least R2.5 billion a year (1%) to South Africa's Gross Domestic Product (GDP).
- The deep-sea hake fishery generates sales of more than R1.45 billion per annum, is the largest exporter of perishable frozen products in the country and has an international reputation for being a well-managed fishery producing a quality product.



estimated that in 1992, HDI shareholding in the deep-sea hake fishery amounted to less than 0.5%.

### **The pelagic fishery**

Allocation records show that 73% of right-holders in the pelagic fishery are majority HDI-owned companies. These companies hold 75% of the pelagic TAC. Therefore, access to the pelagic fishery by HDIs increased tenfold, from less than 7% in 1992 to more than 70% in 2002.

### **The south coast rock lobster fishery**

The offshore nature of this fishery requires the use of large vessels (30 to 60 metres), which are expensive to purchase and operate. These vessels need to fish a relatively large quota to make their operational costs viable. This makes it difficult for smaller right-holders to participate in the fishery. But in spite of these constraints, 65% of south coast rock lobster right-holders are SMMEs. Remarkably, 77% of the south coast rock lobster resource is controlled by HDIs. This was achieved to by allowing new entrants into the fishery, and through substantial changes in the ownership of the larger companies.

### **The west coast rock lobster fishery**

As many as 90% of right-holders in the west coast rock lobster fishery were classified as SMMEs in 2002. 66% of these companies are majority HDI-owned, compared to 1992 when the majority of the lobster TAC was in the hands of white individuals and white-owned companies. Furthermore, 91.5% of fishing rights that were allocated on a limited scale were allocated to HDIs or HDI-owned micro-enterprises. This means that



Tsitsikamma's coastline was one of the first Marine Protected Areas declared in South Africa

approximately 70% of the global west coast rock lobster TAC is HDI-controlled.

### **Compliance and Enforcement**

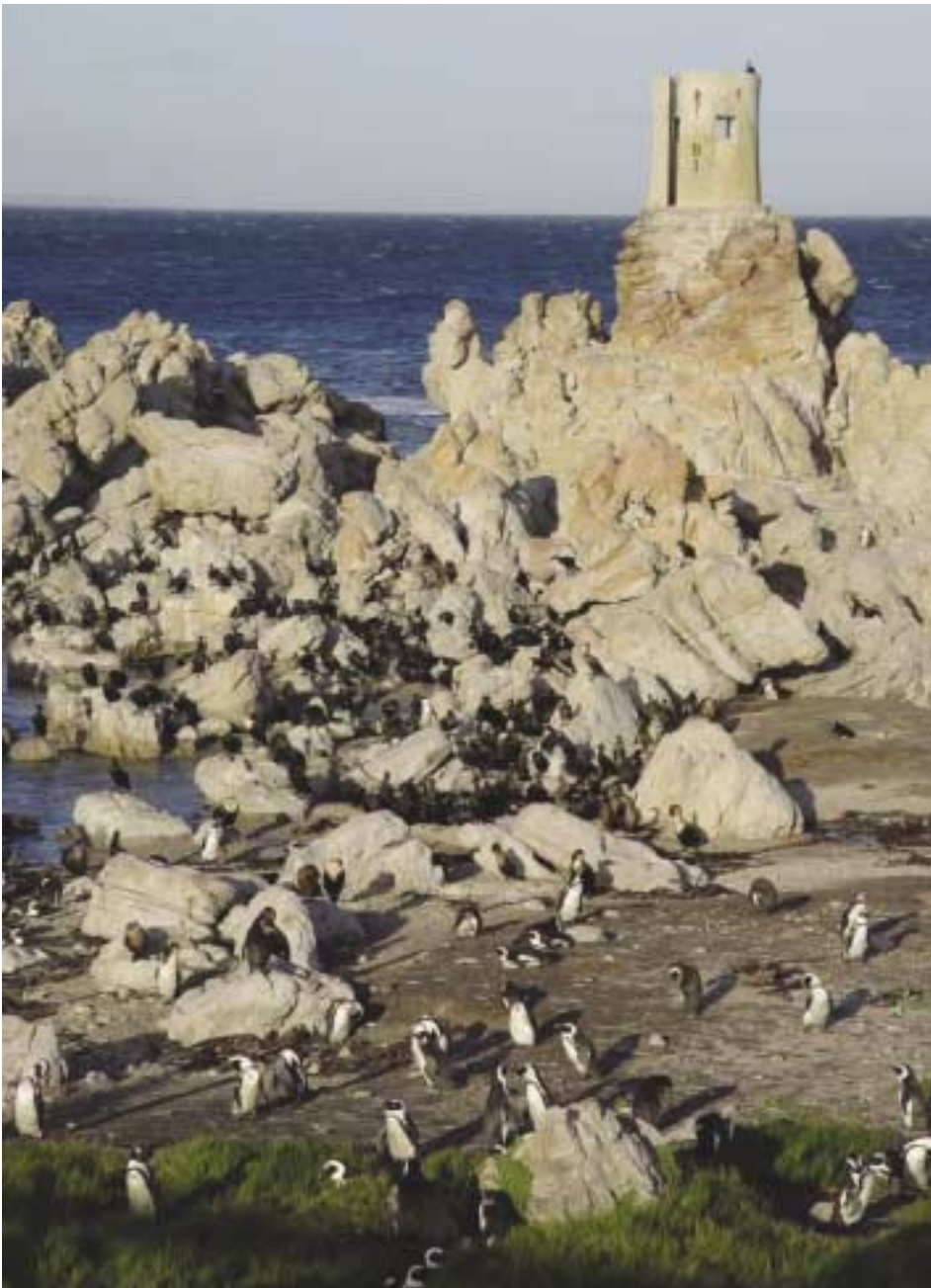
The dissolution of Hout Bay Fishing Industries following the company's conviction for over-fishing resulted in the department purchasing the longline fishing vessel, Eagle Star from the Asset Forfeiture Unit (AFU). The AFU seized the vessel from Hout Bay Fishing Industries in 2001, when the company and its directors

were found guilty in a Cape Town court. The Eagle Star is now being used to train fisheries control officers and has already been used in a number of operations, including one in support of Mozambique's compliance needs.

### **Improvements in compliance**

Recent developments have led to a dramatic improvement in the field of fisheries compliance:

- An observer programme has been initiated in the offshore fisheries. The function of on-



African Penguins (formerly Jackass Penguins) are protected within the Table Bay National Park and at Betty's Bay in the Western Cape

board observers is to gather a wide variety of biological data. However, the presence of observers on fishing vessels is primarily to independently verify that regulations are adhered to.

- Through a vessel monitoring system (VMS) the exact location of all vessels in the South African fleet is monitored via satellite. All commercial fishing vessels are now obliged to carry a VMS on board.
- New levels of partnership between the department and

the South African Police Services (SAPS) and the South African National Defence Force (SANDF) have increased investigations leading to arrests and prosecutions which in turn have had a deterrent effect on would-be poachers.

- The first environmental court in Hermanus, Western Cape has achieved a remarkable conviction rate of 70%. In the past an estimated 10% of abalone-related offences were successfully prosecuted and

many cases took years to conclude. A second environmental court was opened in Port Elizabeth, Eastern Cape in early 2004

- The amending of laws has ensured that loopholes were closed and that the severity of sanctions was increased. For example, the fine for abalone poaching was increased from R40 000 to R800 000 in 2003.
- By the middle of 2005 the Department will take delivery of four purpose-built fishery protection vessels. The vessels are being built at a cost of R515 million and will boost capacity to apprehend and inspect non-compliant fishing vessels.

### Science

The Department of Environmental Affairs and Tourism marked the publication of the 25th edition of the South African Journal of Marine Science by giving it a new look and renaming it the African Journal of Marine Science.

The journal will now broaden its geographic scope and provide an outlet for marine scientists from other African countries to publish their work. It has become the top ranked science journal in South Africa since its inception in 1983.

### International Cooperation

South Africa, has adopted the Benguela Fisheries Interaction and Training (BENEFIT) Programme and the Benguela Current Large Marine Ecosystem (BCLME) Programme as integral parts of the New Partnership for Africa's Development (NEPAD) initiative.

BENEFIT is a joint initiative between South Africa, Namibia and Angola to conduct scientific investigations into commercially important living marine resources and their interactions with the envi-



One of the greatest challenges after 1994 was to fairly allocate fishing quotas to historically disadvantaged citizens

ronment in the Benguela region. The BCLME Programme is an initiative by Namibia, Angola and South Africa to facilitate the sustainable management and protection of the Benguela Current Large Marine Ecosystem. It is primarily aimed at improving the structures and capacities of the three countries to deal with problems and issues which occur across national boundaries, in

order that the ecosystem may be managed as a whole.

The following important instruments have been acceded to, or ratified:

- Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea of 10 December 1982 Relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (Straddling Stocks Agreement);
- Agreement on the Conservation of Albatrosses and Petrels (ACAP);
- Convention for the Protection, Management and Development of the Marine and Coastal Environment of



## CHALLENGES AHEAD

One of the key commitments emanating from the World Parks Congress, hosted by South Africa in September 2003, was that marine protected areas (MPAs) around the world should increase dramatically. At present, less than 1% of the world's marine and coastal systems have been conserved (compared to over 10% of the land surface). These make up the Earth's largest and most diverse biome, crucial in terms of human food supply. Signatories to the Durban Accord made a commitment to increase MPAs to 20%. At the time, 5% of South Africa's coastal waters were protected through MPAs.

Early in 2004, the Minister announced his intention to declare five new MPAs, putting 19% of South Africa's coastline under

such protection.

The promulgated MPAs are Aliwal Shoal, near Umkomaas in southern KwaZulu-Natal, the coastal and marine environment adjacent to Pondoland in the Eastern Cape. Bird Island in Algoa Bay, parts of the Cape Peninsula and the Namaqualand MPA in the Northern Cape will be promulgated later in 2004.

### New Fisheries

The Department plans to develop twelve new fisheries over the next five years. Some of the fisheries that have been earmarked for development are Eastern Cape abalone, limpets, ornamental fish, east coast rock lobster, sand soldier and Indian Ocean squid in KwaZulu-Natal.

### Albatrosses

It is estimated that, every year 300 000 seabirds die in the Southern Ocean – 30 000 in South African waters. The seabirds drown as they swallow the baited hooks that are shot into the water by fishing boats that target tuna, hake, swordfish and Patagonian toothfish.

In 2003, South Africa gave impetus to the fight to save albatrosses and petrels by joining Australia, Ecuador, New Zealand and Spain in ratifying the global Agreement on the Conservation of Albatrosses and Petrels (ACAP). South Africa's signing of the agreement brought it into force.

The ACAP aims to reduce the threat of extinction for the twenty-eight species of albatrosses and larger petrels that are covered by the agreement. It describes a number of conservation measures to be implemented by signatory states in order to improve the conservation status of the increasingly threatened seabirds of the open oceans. Simple by-catch mitigation measures, such as bird scaring devices and the setting of lines at night, need to be widely adopted if these birds are to be saved from extinction.

South Africa's waters are home to important populations of four species of albatross, the vulnerable Wandering Albatross and Grey-headed Albatross and the endangered Indian Yellow-nosed Albatross and Sooty Albatross.

the East African Region and Related Protocols (Nairobi Convention);

- Convention for Cooperation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region and Related Protocol (Abidjan Convention);
- SADC Protocol on Fisheries.



The department plans to develop twelve new fisheries over the next five years.

Fisheries that have been proposed for development, will initially be managed as experimental fisheries in order to collect data for scientific analysis, and ensure that the fisheries do not expand more quickly than the acquisition of information necessary for their management.

Policies and guidelines for an experimental octopus fishery were

developed in 2002, and applications for experimental permits were called for in 2003. It is anticipated that the bulk of the octopus catch will be exported to the Mediterranean countries where there is a high demand for octopus products.

The last foreign fishing boats left South African waters in January 2003 following the termination of

South Africa's 25-year-old fisheries agreements with Japan and Taiwan. This paved the way for the development of a South African fishery for large pelagic fish, such as tuna and swordfish.

A policy for the allocation of ten-year fishing rights for catching large pelagic fish by the longline method was finalised in 2004 and it was anticipated that fishing rights would be allocated by mid-year.

### **Aquaculture**

Aquaculture production in South Africa is in the region of 4 000 tons a year, much of this attributable to abalone and mussel production. Since 2002, abalone farms on the south coast have collectively produced more abalone products for export than the wild abalone fishery.

These farms are creating a substantial demand for fresh kelp fronds, which are fed to cultured abalone. Research into seaweed cultivation is being undertaken by the department to establish whether the nutrient-rich wastewater from abalone farms can be effectively used to cultivate seaweeds for abalone feed. If this method of culture proves to be feasible, it would have the added benefit of purifying the wastewater that is pumped out of abalone farms and into the sea.

The success of the abalone farming industry has prompted new interest in the culture of fin-fish in South Africa. One of the most exciting local species for the aquaculture industry is the dusky kob, *Argyrosomus japonicus*. Research carried out in land-based tanks and in cages at Rhodes University showed that this species takes to captivity very well, growing from fingerlings to over 1.0 kg in less than a year.



Subsequently, a number of fishing companies and other interested parties have taken up the challenge of farming dusky kob and are following their own paths to the commercialisation of the species.

## ANTARCTICA AND ISLANDS

Scientific endeavour has for over 40 years been the primary justification for a human presence in Antarctica. The Antarctic Treaty is one of the world's most successful treaties. It was signed in 1959 and its purpose is to ensure that Antarctica is only used for peaceful purposes. It covers the entire area south of latitude 60°S – 10% of the world's land surface and 10% of its oceans. At present forty six countries are signatories to the Treaty, representing 80% of the world's population. South Africa is one of the original twelve signatories to the Antarctic Treaty and plays a leading role in Antarctic matters.

Today DEAT provides logistical support to the annual science programme, which is conducted in Antarctica and on Marion and Gough islands. The department, through the South African National Antarctic Programme (SANAP) undertakes a `massive logistical exercise every year in its effort to supply and maintain three scientific bases: SANAE IV, Antarctica; Marion Island in the South Indian Ocean; and Gough Island, a British territory in the South Atlantic Ocean.

As a founding member of the Scientific Committee on Antarctic Research (SCAR), South Africa has had an opportunity to contribute on various levels to the international Antarctic community. This has been done through scientific collaborations such as the Southern Hemisphere Auroral Radar Experiment (SHARE) with



the United Kingdom and the United States of America, and the Seismology Project with Germany.

South Africa recently hosted the 27th Antarctic Treaty Consultative Meeting (ATCM). This was the first time that South Africa hosted this annual event. Linking the meeting to the celebration of ten years of South Africa's democracy, the country promoted itself as a platform for increased international

scientific co-operation. Modern facilities at SANAE IV and Marion Island, together with increases in scientific funding, provide opportunities for such collaboration.



# Natural Wealth

In terms of its biological heritage, South Africa is recognised as one of the richest nations in the world. In the last ten years, Government has prioritised people's needs while safeguarding the country's considerable natural assets.



In 2002, the section responsible for Biodiversity and Conservation was elevated to a branch. Its mandate was expanded to include dealing with the country's rapid progress in creating new protected regions like Transfrontier Conservation Areas, Biosphere Reserves, World Heritage Sites, National Parks and Bioregional plans to address gaps in the system.

South Africa has an incredibly rich biodiversity, third only after Brazil and Indonesia. This provides a wide range of products and services for both commercial and subsistence purposes. Nature provides water, food, fibre and all that sustains life. The value is inestimable.

With the intended National Biodiversity Strategy and Action Plan the department will be taking a practical and holistic approach to the conservation of biodiversity at a national level by allowing all spheres of government and civil society to craft a coherent and common vision for the country.

The department also seeks to protect the interests of South African citizens whose knowledge or traditional uses of indigenous biological resources is being used for bioprospecting, by ensuring that benefits derived from commercial exploitation are shared equitably. This also ensures that South Africa's extraordinary plant biodiversity, is not commercially exploited by pharmaceutical companies from other countries. It is based on a legal framework through which communities are rewarded for their knowledge about the use of certain plants.

## BEFORE 1994

Conservation in South Africa goes back many centuries, long before



## What Is Biodiversity?

Biodiversity (biological diversity) is the total variety of living organisms in all ecosystems on Earth, the genetic differences between them, and the communities and ecosystems in which they occur. It is the "natural wealth" of the Earth, which supplies all our food and much of our shelter and raw materials.

the arrival of the European settlers. The Sanqua (Bushmen) people – some of the earliest communities in southern Africa – had a uniquely symbiotic relationship with their environment, which minimised the impact of human settlement while exploiting the country's flora and fauna.

In contrast to European policies, there are records of 'wise use' ethic amongst indigenous societies in South Africa dating back centuries. Even under communal ownership, property rights were conferred on members of the community to manage important resources like wild fruit-bearing trees.

When European settlers arrived to colonise the country, correspondents wrote of the huge abundance of predators, antelope, elephants and rhinoceros. But hunting for sport, food, and products like leather and ivory led to a rapid depletion of wildlife.

By the end of the 1800s, hunters and others were becoming seriously worried about the decrease in wildlife numbers. This eventually resulted in the formation of the first National Parks, like Kruger and Kalahari Gemsbok. Both were formed principally to preserve animals seen as valuable by hunters – mostly antelope. Predators on the other hand, were frequently shot on sight, and seen as vermin or problem animals.

Expanding settlements, mostly resulting from the discovery of gold and diamonds, coincided with declining biodiversity. Most of the destruction of South Africa's forests can be attributed to the European settlers during the period 1860 to 1940, when large trees were felled for building and mining purposes.

The apartheid era took a particularly heavy toll on South Africa's communities, biodiversity and ecosystems. In addition to widespread impoverishment and social dislocation, such policies caused significant ecological damage. The majority of the population was squeezed into 13% of the land in overcrowded homelands. These areas suffered massive deforestation, soil erosion and loss of biodiversity. Subsidies on water, energy and agricultural inputs (available to white industrial, agricultural and domestic users) led to wasteful practices and long-term damage were caused to the soil, rivers and wetlands of the country.

The establishment and expansion of national and provincial parks in

many parts of South Africa was accompanied by severe hardship for people. For example, in the 1960s, the Tsonga-speaking Makuleke community in the north of Kruger National Park were forcibly removed so that the park could be extended northwards to the Limpopo River. Similarly, thousands of people were removed to form Ndumo Game Reserve and Tembe Elephant Park in northern KwaZulu-Natal.

Conservation policies typically mirrored the apartheid policies of the day and aimed at restricting access to protected areas. As a result, the perception grew that conservation was elitist and of no benefit to ordinary people. This perception was reinforced by a military presence within many protected areas, the military background of many wardens, and the 'fences and fines' approach of conservation game guards, dressed in khaki uniforms, carrying guns and subjecting black people to harsh punishment for killing animals.

## POLICY AND LEGISLATION

The peaceful transition in South Africa presented a unique opportunity for redress and recovery. Starting with the constitution, new policies and legislation have been developed across all sectors, with full public consultation and participation.

The fundamental objectives of the policies and legislation are to secure sustainability and equitable access to resources.

The **NEMA (Act 107 of 1998)** notes: "The environment is held in public trust for the people. The beneficial use of environmental resources must serve the public interest and the environment must be protected as the people's common heritage."

It is regarded as framework legislation relating to biodiversity and conservation; its objectives are further defined and supported by the Protected Areas Act and Biodiversity Act.

**The National Environmental Management: Biodiversity Act of 2004** aims at providing a regulatory framework to protect South Africa's valuable species, ecosystems and its entire biological wealth. It implements the White Paper on the Conservation and Sustainable Use of South Africa's Biological Diversity and multilateral agreements like the Convention on Biological Diversity.

It provides the framework, norms and standards for the conservation, sustainable use and equitable benefit-sharing of South Africa's biological resources.

It facilitates the transformation of the National Botanical Institute into the South African National Biodiversity Institute (SANBI).

It also enables the development of a National Biodiversity Framework, which will provide for an integrated, coordinated and uniform approach to the conservation and sustainable use of biodiversity



in South Africa.

**The National Environmental Management: Protected Areas Act of 2004** provides for the protection and conservation of ecologically viable areas representative of South Africa's biological diversity and its natural landscapes, seascapes and the management thereof. The Act envisages a national register of protected areas, with a simplified classification system of Special Nature Reserves, National Parks, Nature Reserves and Protected Environments.

It brings in the concept of biological diversity protection and ecosystem management for the first time. Biodiversity, conservation and ecosystem management are noted as important aims in policy and legislation governing marine and coastal resources, freshwater and natural forests.

It also proposes a new system of protected areas linking various kinds of protected environments to replace the existing fragmented system.

Based on experience with Biosphere Reserves, and informed by the new bioregional approach to conservation (linking the protected area network along mountains, rivers, wetlands, the coastline and other areas of natural vegetation), the Act will result in an interlocking system of protected areas that explicitly encourage the inclusion of private land. It recognises that people are the custodians of the land and they need to be involved in the management of the protected land and should benefit from it.

It caters for concurrent competence in the management of protected land. For example, an area with National Park status can now be managed by another agency, for example a provincial parks authority. Steps have been

put in place to make sure standards are upheld.

South Africa is a signatory to the Convention on Biological Diversity (CBD). The **White Paper on the Conservation and Sustainable Use of South Africa's Biological Diversity (July 1997)** is guided by the main aims of the Convention, namely conservation of biodiversity, sustainable use of biological resources, and equity.

The key goals of the policy are conservation of the diversity of landscapes, ecosystems, habitats, communities, populations, species and genes; sustainable use of biological resources; and minimisation of adverse impacts on biodiversity.

South Africa is one of the only two countries in the world to have promulgated legislation specifically related to the World Heritage Convention (the other being Australia). The country's **World Heritage Convention Act (Act 49 of 1999)** notes that all World Heritage Sites must have an integrated management plan in place, to ensure cultural and environmental protection and sustainable development of the site.

## STRATEGIC APPROACHES

A new approach to sustainable use, conservation and ecotourism development in partnership with communities is being forged, in such places as, the Greater St Lucia Wetland Park, the Pafuri region of the Kruger National Park, the Blyde River Canyon and the Richtersveld National Park.

### Innovation and Progress

Pre-1994 policy in South Africa promoted conservation of certain species and ecosystems in parks and reserves. More through luck

than good judgement, a high proportion of South Africa's terrestrial fauna and flora is conserved in designated Nature Reserves or National Parks.

But since 1994 it has become clear that conservation of biodiversity through protected areas alone is not enough. The need to extend conservation management and economic benefits of parks beyond the protected area network is now a widely accepted principle in South Africa.

422 areas. These included wilderness areas, National Parks and provincial reserves, covering a total of 6.6 million hectares.

Of the twenty eight IUCN Category II protected areas listed (equivalent to National Parks), 16 were under control of the SA National Parks (SAN Parks), eleven were under the control of Ezemvelo KwaZulu-Natal Wildlife and one was under control of the Eastern Cape provincial authority.

The numbers of protected areas have since dropped to 403, a



Protection of biodiversity at landscape level is essential to preserve the broad functioning of ecosystems

The shifts in approach over ten years have been fundamental; from preservation to conservation and sustainable use; from exclusivity to participation and sharing; from public funding to business principles, outsourcing and economic empowerment; from fences and fines to incentives and individual responsibility.

### Consolidation and Expansion of Protected Areas

The national register of formally protected areas revealed that, by 1995, 5.4% of the land surface of South Africa was under formal protection, comprising a total of

reflection of the programme of consolidation and expansion, rather than deproclamation.

Although almost 6% of the country is under formal conservation protection, the goal was set in 2003 to steadily increase this to 8% by 2010 and later to 10% (the percentage of protected land recommended by IUCN – World Conservation Union) to ensure that all significant vegetation types are included. This means that, ultimately, just over four million more hectares will eventually be protected.

It is highly unlikely this goal could

be achieved solely through land purchase with state money. Instead, it was envisaged that cooperative agreements between a range of parties (innovative public-private partnerships) will bring increasing amounts of land under conservation management.

Nevertheless, since the change of government in 1994, four new national parks have been proclaimed – the Agulhas, the Cape Peninsula (now Table Mountain National Park), the Vhembe Dongola National Park (now renamed Mapungubwe National Park) and the Namaqua National Park.

At the same time, existing National Parks such as Addo Elephant, Augrabies Falls, Karoo, Marakele, Mountain Zebra, Tankwa Karoo, West Coast and Wilderness Lakes have been expanded, adding almost 350 000 hectares to land under the management of SANParks.

Since 1994, a further 120 000

hectares of land have been proclaimed as provincial reserves, mainly in the Northern Cape and Limpopo Provinces.

Other protected land, like Biosphere Reserves, Conservancies and Natural Heritage Sites could be brought under more formal conservation by the National Environmental Management: Protected Areas Act, which entered into force in 2004.

### **Private Contributions to Conservation**

In addition to formally protected areas, many privately owned reserves contribute to biodiversity conservation in South Africa. In addition to national and provincial parks, an estimated 13% of South Africa's land surface is now under some form of private conservation management, in the form of conservancies, private game reserves or farms, and mixed game/livestock farms.

Biological resources become privately owned when fenced on private land. However, plants and animals regarded as threatened are subject to locally enforced regulation and controls, which are being linked to the Convention on International Trade in Endangered Species (CITES).

Because endangered animals like rhinos can now be privately owned, their monetary value has become a strong motivation for breeding and sales. As a result, the black and white rhino population in South Africa is growing. Since 1994, there has been a steady annual increase in live game animals sold.

According to a recent study, South Africa now has 5 000 game ranches and more than 4 000 ranches with a mixture of game and stock.

Usually the participants in these areas share a range of broad, long-term goals, including conservation management,

## **South Africa's natural wealth**

- South Africa covers an area of 122 million hectares. Although this only represents 2% of the land surface of the world, it is home to 7.5% of the planet's plants, 5.8% of its mammals, 8% of its bird species, 4.6% of its reptiles and 5.5% of its insects.
- The Cape Floral Kingdom is one of the Earth's six floral kingdoms, and the only one to be found entirely within the borders of one country. It covers only 4% of the area of southern Africa, but is home to 45% of the sub-continent's plant species.
- South Africa's 'mega diverse' status (it is one of 17 countries which collectively contain two-thirds of the world's biodiversity) is due largely to the wide range of climatic conditions and habitats found in the country, from arid deserts to moist, humid subtropical forests, and variable topography ranging from sea level to high mountains.
- More than 100 Important Bird Areas occur in South Africa, as well as five Endemic Bird Areas, a number only matched by one other country (Madagascar).
- Biomes, or ecoregions, are assemblages of plants and animals that can be mapped at a large scale, based on dominant vegetation types and climatic conditions. Seven biomes have been recognised in South Africa: Forest, Thicket, Savanna, Grassland, Fynbos, succulent Karoo and Nama Karoo. Within the biomes, 440 distinct vegetation types are now recognised.





Partnerships with communities are being forged.

integrated planning and economic development through tourism.

In many areas, growth in private game reserves has been encouraged by the presence of a national park or other initiative, such as a World Heritage Site. In all cases, these have involved consolidation of several separate farms, removal of domestic livestock, introduction of wildlife, veld rehabilitation programmes and building of tourism infrastructure.

## **ACHIEVEMENTS**

A number of communities who were evicted from areas now located within National Parks have successfully won land claims. Interestingly, all the communities have decided to keep their returned land under conservation. This has given rise to a new and dynamic era in conservation, in which communities have become co-owners and even co-managers with Government in national parks.

## **Institutional reform**

To meet the challenges posed by the conservation and biodiversity sector a comprehensive level of transformation had to be observed. Within DEAT the portfolio was upgraded from the level of a Chief Directorate to a Branch headed by a Deputy Director-General who is solely focused on this function.

To change the negative image of the agencies responsible for conservation and biodiversity, it was ensured that their Boards and staff composition represent the population demographics and aspirations of the country. Previously, the preserve of white males conservation, is increasingly changing face.

National departments and agencies such as SANParks and the National Botanical Institute have been fundamentally restructured. This has included redefining the role and composition of Boards. The Boards are now appointed through a process of public nomination and serve for a period of five years.

At provincial level, conservation management has likewise gone through substantial transformation and restructuring processes. Whatever the institutional form, Government's policies around affirmative action, employment equity, job creation and sound financial governance have underpinned policy and laws governing conservation management.

## **TFCAs**

Nature recognises no borders. Neither do communities, often separated from one another decades ago by political boundaries drawn arbitrarily by colonising countries. TFCAs are meant to benefit people by bring-





ing socio-economic upliftment and a reduction in poverty, while protecting valuable ecosystems.

TFCAs form an integral part of the NEPAD, whose ideals encompass transboundary ecosystem management, integration of conservation with sustainable socio-economic development as well as the promotion of regional cooperation for peace.

South Africa has now become a proud partner in six TFCAs. Five

have been signed into existence, and these are:

The **Kgalagadi Transfrontier Park** which unites the Gemsbok National Park in Botswana and the Kalahari Gemsbok National Park in South Africa into a single ecological unit of 3.7 million hectares. The treaty was signed in 2000. In view of the potential to benefit from foreign and local tourists in Namibia, the department recently initiated negotiations with the relevant

Namibian officials to open the Mata Mata border post, which will provide easy access into the park. In anticipation of this, DEAT has facilitated the development of a business plan for the upgrading of the road linking the park to other tourism nodes in the Northern Cape. The upgrading of the road will create temporary jobs and facilitate business opportunities for the local community.

The **Great Limpopo Transfrontier Park** creates a 3.5 million hectare area that joins the Kruger National Park in South Africa with the Limpopo National Park in Mozambique. The Sengwe communal area acts as a biodiversity corridor between Zimbabwe's Gonarezhou National Park and Kruger. The treaty was signed in 2002. Most of the R40 million in projects on the South African side have been completed, including the Giryondo Border Post, expected to be functional before the end of 2004. This will provide tourists with easy access between Kruger and Limpopo National Parks.

The **!Ai-!Ais/Richtersveld Transfrontier Park** is 622 000 hectares in extent, with 31% of the area in South Africa, and 69% in Namibia, joining national parks of the two countries. The treaty was signed in 2003, and integration has begun with the completion of the crossing point between the two parks and discussions on the establishment of a border post. A Joint Management Plan between SAN Parks and the Richtersveld community has been drawn up. It provides for a governance structure to oversee the management and development of the park.

The **Lubombo Transfrontier Conservation and Resource Area**, which incorporates the Greater St Lucia Wetland Park, is situated between South Africa, Swaziland and Mozambique. It is expected to encompass over



400 000 hectares of wildlife sanctuaries, extensive wetlands and pristine coastal areas. It will link the Maputo Elephant Reserve in Mozambique through the Futi Corridor to the Tembe Elephant Park in South Africa.

The **Maloti-Drakensberg Trans-frontier and Development Area** covers about 500 000 hectares of mountains on the border between South Africa and Lesotho. The area is a major watershed and the source of most of the rivers in the sub-region. A Memorandum of Understanding has been signed between the two countries.

The **Limpopo-Shashe Trans-frontier Conservation Area** is located on the border between South Africa, Botswana and Zimbabwe. The 490 000 hectare area is still under negotiation by the three countries.

## Biosphere Reserves

Although not protected by any specific piece of legislation in South Africa until the Protected Areas Act was passed in 2004, several Biosphere Reserves have been established. Biosphere

Reserves in South Africa are generally formed around an existing core conservation area, include outstanding natural beauty and biological diversity, and exist in partnership with a range of interested landowners. Biospheres can incorporate development, as long as it is sustainable, while still protecting terrestrial or coastal ecosystems.

They evolve from the ground up, and by their very nature are democratic and inclusive, representing all stakeholders. Biospheres help to conserve natural resources, but the spin-off is that they enable effective and cohesive planning.

The first, registered with the United Nations Educational, Scientific and Cultural Organisation (UNESCO) in 1998, was the **Kogelberg Biosphere Reserve**. This 100 000 hectare reserve has high floral diversity, endemism and spectacular scenery, and is an important water catchment area for Cape Town. The core area is Kogelberg Nature Reserve, and the biosphere includes an important wetland, five towns, various settlements and resorts, agricultural land

(particularly fruit orchards) and commercial forestry plantations.

The **Cape West Coast Biosphere Reserve** was listed in 2000 and covers an area of 376 900 hectares. It includes a number of threatened vegetation types and important bird breeding sites such as the Langebaan Lagoon (West Coast National Park), the Berg River, Rietvlei Nature Reserve and a coastal area.

The **Waterberg Biosphere Reserve**, listed in 2001, is located in the Limpopo Province and covers 1.4 million hectares. The core area is the Marakele National Park as well as 28 000 hectares of state land which is being converted into a private-community venture, three provincial reserves, private game farms and a 5 000 hectare 'tribal reserve' owned by the Masebe community, which includes the Nylsvley Ramsar Site.

The **Kruger-to-Canyons Biosphere Reserve**, also listed in 2001, covering more than 3.3 million hectares, spans the boundary between the Limpopo and Mpumalanga provinces. The core areas consist of thirteen declared



## THE VALUE OF WETLANDS

- The respected science journal Nature reported in 1997 that worldwide, wetlands are thought to be worth \$4.9 trillion a year in goods and services (more than one tenth of the planet's Gross World Product of \$45 trillion).
- Wetlands occur from the top of mountains all the way to the sea. They include springs, seeps, marshes, floodplains, swamp forests, mangrove swamps and estuaries.
- Wetlands reduce the severity of droughts and floods by regulating stream flow.
- They purify water and provide habitats for many different plants and animals.
- They provide fodder for animals, human food, fish and fibres (sedges and reeds) that are used for weaving.

protected areas, with a major portion of the Kruger National Park as the largest core area.

### Natural Heritage Sites

This programme, initiated in 1984, has continued steadily as a cooperative venture between DEAT, provincial nature conservation agencies, the private sector, private landowners and non-governmental organisations. Some 325 sites have been registered, representing more than 46 000 hectares. Although no legal framework for their protection exists, owners of the sites receive a certificate of appreciation from Government.

### The World Parks Congress

The fifth World Parks Congress (held once every ten years) was held in September 2003 at the Durban International Convention Centre, bringing together some 3 000 delegates from over 200 countries worldwide.

The congress theme was 'Benefits Beyond Boundaries', and was organised by IUCN and the World Commission on Protected Areas. The South African Government was responsible for putting in place the logistical arrangements.

Fifty years on from the first congress, the world now has far more protected areas, from less than 1 000 in 1962, to

approximately 46 000 now – an area that has tripled in the last 20 years alone. They now conserve 10% of the Earth's land surface. But delegates questioned whether the full range of ecosystems was adequately protected, especially in light of climate change issues. In addition, there was concern that less than 1% of the planet's marine and coastal systems have been conserved. These make up the Earth's largest and most diverse biome, crucial in terms of the human food supply.

The Durban Accord is the key document emanating from the Congress and is intended to inspire and influence positive action for protected areas. Among other commitments, it calls for the



expansion of protected areas, which are to be prioritised on the basis of threats. South Africa made an important contribution via DEAT – the recognition that protected areas have powerful potential to make significant contributions to poverty reduction.

A series of field trips organised by Ezemvelo KwaZulu-Natal Wildlife and the Greater St Lucia Wetlands Park Authority gave the conference an experiential and interactive edge.

### **Working for Wetlands**

This has become one of DEAT's most successful projects, combining the alleviation of poverty, and the provision of jobs, skills and opportunities, with the restoration of biological diversity.

The project started as a partnership between the Departments of Environmental Affairs and Tourism, Water Affairs and Forestry, and Agriculture as well as the non-governmental organisation, the Mondi Wetlands Project.

Working for Wetlands is a DEAT Poverty Relief Project, employing unskilled staff to rehabilitate

damaged and degraded wetlands.

Since its inception in 2000 and with a budget of R30 million a year, the project has employed about 2 230 people and has carried out a total of 690 rehabilitation interventions through eighty projects.

A partnership between Working for Wetlands and the Water Research Commission was established with the aim of providing a sound scientific and technical base for wetland rehabilitation, conservation and management.

### **CHALLENGES AHEAD**

By the close of the 20th century, indigenous forests had declined by half. Overall, an estimated 25% of South Africa's land has been transformed from its natural state. Riverine habitats have been fundamentally changed, and very few naturally functioning freshwater systems remain. Half of South Africa's wetlands have been lost completely through transformation to other land uses.

Virtually all ecosystems in South Africa have been modified or transformed by human activities.

These include cultivation for commercial crops or subsistence agriculture; overstocking, overgrazing and poor land-use management; afforestation for commercial timber production; the spread of invasive alien trees, shrubs, herbs and fauna; urbanisation and settlements; the damming of rivers; mining; transportation; industrialisation; and subsistence and commercial harvesting of indigenous plant products.

More than 90% of the country falls within arid, semi-arid or dry sub-humid zones and is vulnerable to land degradation and desertification. Overgrazing is considered a threat to biodiversity in virtually all South African 'hotspots' of endemic species. This threat is particularly severe in the communally managed land of Maputaland, Pondoland and the succulent Karoo.

To achieve the government's stated objective of increasing the area under formal protection from 5 to 8%, three million hectares of land must be secured. Further conservation initiatives related to TFCAs would include the expansion of the Biosphere Reserve programme in South



Africa as well as the expansion and development of the relevant protected areas.

The implementation of the National Environmental Management: Protected Areas Act (Act no 57 of 2003) will ensure the effective management of these areas. The following is necessary for its implementation: development of regulations, appointment of management authorities, development of management plans by the authorities in terms of national norms and standards and the monitoring of the implementation of these plans and to make the relevant adjustments needed.

While the NEMA: Protected Areas Act has gone a long way to rationalising the legislation on protected areas, South Africa also needs to ensure effective management of its protected areas.

A national and international trade in plants for medicinal, ornamental and cultural purposes is putting increasing pressure on many threatened species.

An estimated 350 plant species are commonly used for medicinal purposes. Unsustainable use may

be driving some species to extinction locally and even nationally.

### **Land degradation**

Land degradation is a serious threat to rural livelihoods. It sets off a vicious cycle that eventually undermines all the livelihood assets and is a hazard to the natural capital of the local community (as well as to the larger community) in that the natural resources available to households are degraded. It has costs to the nation at large because it depresses national capital regionally, and ripples through the whole economy. Erosion by water, sheet and gully formation, is the main mechanism of land degradation.

Domestic livestock grazing practices cause loss of vegetation cover and changes in plant species composition. Bush encroachment and alien plant invasions are significant forms of veld degradation in a smaller number of magisterial districts, and are largely associated with private or state-managed land.

Experts now regard alien invasive

plants to be the greatest hazard to land resources. However, there is now clear scientific evidence of accelerated bush encroachment owing to elevated atmospheric carbon dioxide, a trend highly dependent on how veld fires are managed.

Deforestation is a significant form of vegetation degradation in several districts of Limpopo Province, in KwaZulu-Natal, and in the Eastern Cape. Deforestation results from the clearing of trees for cultivation, settlement or the use of wood and non-wood forest products. Large areas of woodland (estimated at 12 000 square kilometres) have been converted to fields and settlement sites.

### **The influence of land use practices**

Since 1994, land degradation has continued in many areas, as reported by members of communities from across the country. The causes are diverse, and include:

- Undermining of traditional as well as legal tenure arrangements for land and resources, resulting in transgression by



## Threats to Biodiversity

- In terms of both area and absolute numbers, South Africa has the highest concentration of threatened plant taxa in the world.
- Of the 4 149 plant taxa whose conservation status has been assessed, 3 435 are considered to be globally threatened with extinction.
- This high number reflects that 98% of the threatened taxa are found only in southern Africa. Most of these are found in the Cape Floral Kingdom, particularly in the lowland fynbos of the rapidly urbanising areas of greater Cape Town.
- Almost 1 900 of the 3 435 listed Red Data plant species in southern Africa are threatened wholly or partially by alien invading plants.
- South African Red Data Books show that 102 bird species (14%), 72 reptile species (24%), 17 amphibian species (18%), 52 species (17.6%) of mammals and 142 species (22%) of butterflies are threatened.

interlopers and illegal land occupation, which causes people to cease investment in land management or simply to abandon use of the land;

- new infrastructure and other development projects, often not compliant with standards, that occupy prime agricultural land, cause erosion and have other detrimental effects, and
- diverse other causes, such as the development of cemeteries.

### Poverty alleviation

Poverty alleviation and biodiversity conservation are themes of the Government agenda that should

be seen as integrated solutions, rather than working against each other. A problem is that, the usual indicator of economic growth, GDP does not factor biodiversity into the equation. South Africa is experiencing economic growth, but without an increase in jobs, with worsening poverty, and with declining biodiversity.

Expenditure on sectors that impact on biodiversity is orders of magnitude higher than expenditure on sectors that conserve biodiversity. It is essential that the economic value of biodiversity and biological resources be valued and taken into account in development decisions.

Although Government policy has

generally moved away from subsidies, for example to agriculture, many subsidies and incentives exist for trade and industry, especially for export-oriented industries. There are no incentives for conservation and sustainable use of biodiversity.

### Invasive alien species

The uncontrolled spread of invasive alien species is one of the key threats to indigenous biodiversity. This spread has negative impacts on the economy, in sectors as diverse as health, agriculture, water supply and tourism, and is likely to become much worse with climate change.

The Working for Water

Programme champions the fight against invasive alien plants, and controls invading alien plants, for a variety of reasons:

- They are the most significant threat to our biological diversity.
- They threaten the ecological integrity of our natural systems.
- Certain species threaten our water security.
- They compromise the productive potential of land.
- Certain species are responsible for massive erosion problems.
- They have other negative impacts such as flooding, eutrophication and changes in water quality.

### **Climate Change**

Climate change, or global warming, is widely attributed to the burning of fossil fuels, such as oil and coal, over the past two centuries. This has sharply raised levels of carbon dioxide into the atmosphere. The gas is often called a 'greenhouse' gas because of its ability to trap heat. This and a number of other exacerbating factors are thought to be behind an increase in average global temperatures and changes in rainfall patterns. Indications are that climate change will result in more extreme weather – increased floods and droughts, which could reduce agricultural production and worsen diseases like malaria.

It is against this growing concern that efforts are being made to improve the scientific understanding of what drives the Earth-atmosphere system producing such changes; to identify those areas that may be particularly vulnerable to environmental changes; and to

improve adaptation and mitigation to enable people, plant and animal communities to better live with climate change.

### **Social aspects of conservation**

These aspects focus mainly on conservation and development, sustainable livelihoods, land reform, stakeholder participation and conflict resolution, training, awareness and capacity building, and cultural issues. Many South Africans have become alienated from nature as a result of

apartheid policies and processes like urbanisation.

To ensure sustainable livelihoods, it is important that economic opportunities are expanded in local areas, in a way that takes humans and biodiversity into account. Nature-based tourism should encourage local economic development. There is a huge need to expand the skills of local communities, and encourage entrepreneurs in the tourism industry, the game farming industry, and commercialisation







enterprises, through support for training, access to finance and marketing.

Other areas where there is a need for information sharing, capacity-building and participatory decision-making are bioprospecting and privatisation of biological resources, ethical hunting and ensuring that the trade in traditional medicines is sustainable. It is particularly important that the land reform process is speeded up.

### Access and Benefit Sharing

Access and Benefit Sharing in the Convention on Biological Diversity refers to a 'pact' between developed countries (which want to use resources for commercial purposes, like pharmaceuticals) and developing countries (which own the resources and need to be included in agreements to share benefits). It refers to the use of genetic diversity.

Bioprospecting, the search for new compounds and drugs from natural sources, has had some success in South Africa, with the isolation of a new antibiotic, the discovery of an anti-obesity agent and a mosquito repellent extracted from South African plant species. The Council for Scientific and Industrial Research is leading much of the research in the field, while the Medical Research Council and several universities are also important roleplayers. However, local communities who are the holders of knowledge about our medicinal plants and their uses, were not included adequately in the benefit-sharing arrangements.

## Economic Value in Biodiversity

- By 2002 the South African wildlife industry (veterinary services, game capture, hunting, taxidermy etc) was estimated to be worth almost R1 billion a year. This excludes any money generated from tourism accommodation, entrance fees and land sales.
- Bird watching in South Africa generates about R375 million a year, according to BirdLife South Africa.
- The Ezemvelo KwaZulu-Natal Wildlife game auction held annually at Hluhluwe is the largest of its kind in South Africa, and in 2003 generated over R19 million from the sale of surplus wild animals.
- In 2003, black rhinos were being sold at game auctions at up to R450 000 each.
- White rhinos fetched about R230 000 each, giraffe up to R15 000 each, hippos R40 000, blue wildebeest R5 000 each, nyala males up to R26 000 and zebras R6 000 each.
- According to South African National Parks, agricultural land has an average market value of R1 500 a hectare. Land suitable for incorporation into a national park is worth between R3 000 and R30 000, depending on the size of the property, location and vegetation type.
- The Cape wildflower industry generates hundreds of millions of Rands in foreign currency every year.
- Local trade in medicinal plants is estimated at R1.6 billion a year.





# SUSTAINABLE DEVELOPMENT

DEAT's strategy is to balance and integrate the three pillars of sustainable development, which are environmental quality and protection, economic growth and social development. These principles are at the centre of the department's environmental management and tourism growth programmes.

Part of the role of the DEAT and Tourism is to ensure that environmental quality and protection policy and law, is put in place and enforced in compliance with environmental quality and protection directives and laws.

The department evaluates and regulates the impact of activities on the environment through the appropriate provision, or non-provision of measurable and enforceable authorisations.

In addition, it monitors compliance through the collection, collation, archiving and reporting of information in respect of national norms and standards, pollution and waste authorisations and other enforcement instruments.

## BEFORE 1994

During the apartheid era, environmental management and environmental justice for the urban poor, who live in close proximity to industrial areas and in badly planned townships, were of little concern to the Government. Environmental issues were mainly identified with nature conservation and what are now understood as 'green' issues. The 'brown' issues, those dealing with waste management, pollution control and environmental impact management were to a large extent neglected.

The legislative framework governing environmental management was characterised by fragmented and outdated

legislation with inadequate enforcement mechanisms. This fragmented legislative system meant that mining waste became the responsibility of the Department of Minerals and Energy. Contamination of groundwater by waste fell within the ambit of the Department of Water Affairs and Forestry. The National Department of Agriculture was responsible for the use of pesticides. The Department of Transport was accountable for the transportation of hazardous waste. Mitigating air pollution was, for some time, the responsibility of the Department of Health before later coming under the auspices of the DEAT under the much outdated Atmospheric Pollution Prevention Act.

In this context, developments that had major negative impacts for both the receiving environment, as well as for nearby communities, went unregulated and unmitigated. As a result, urbanisation and industrialisation in South Africa have impacted negatively on the quality of life of the urban poor and those living in dense settlements. Poor air quality, deficient waste management, inadequate water and sanitation systems, lack of access to electricity and other essential services, has compounded environmental problems. The poor and disenfranchised have historically borne the burden of environmental pollution and degradation. Within the above context, the apartheid government was often viewed as being an apologist for

industry and special interest groups, rather than a champion for the environment.

In the early 1990s, increasing pressure from environmental groups as well as the African National Congress, Congress of South African Trade Unions, the Pan-African Congress and South African National Civic Organisation alliance prompted a number of 'progressive' initiatives to address various concerns around the inadequate state of environmental management.

One of these was an attempt to 'democratise' pollution and waste governance, and reduce the fragmented, ad hoc nature of the regulatory regime.

This process, the Integrated Pollution Control policy (IPC) development process, ran into problems from its outset. It was broadly regarded as 'technicist', driven by consultants and industry in a process that effectively excluded most South Africans.

After 1994 this changed. The new Constitution and the Environmental Right enshrined in the Bill of Rights has meant that environmental issues are now seen as an integral element to be addressed in the democratic transition. In the past ten years, major strides have been made in addressing environmental issues as part of an overall thrust towards

the achievement of social justice, democracy and sustainable development.

## POLICY AND LEGISLATION

The 1994 democratic elections triggered a process of environmental governance reform and transformation. In line with developments elsewhere in Government, the DEAT agreed to a broad participatory policy development process, for environmental management as a whole.

As a result, the Consultative National Environmental Policy Process (CONNEPP) was launched in the fourth quarter of 1995 and marked the initial democratisation of environmental governance in SA.

This policy development process, was characterised by high levels of participation by representatives from the Government, industry, non-governmental organisations, community-based organisations and the labour movement.

The end result of the many workshops, seminars, hearings and debates between the state, industries, non-governmental organisations and community-based organisations was a framework for sustainable environmental management that has been taken forward over the past decade, and that took as its starting point, the environmental right enshrined in the constitution.

### The constitution

The constitution made the Government accountable to the people. In relation to the environmental function, the constitution sets out the legislative and executive authority of different spheres of government. It states that national and provincial governments have joint responsibility for environmental management.

Section 24 of the Constitution's Bill of Rights guarantees that:

### Everyone has the right:

- (a) To an environment that is not harmful to their health or well-being; and
- (b) to have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that –
  - (i) prevent pollution and ecological degradation;
  - (ii) promote conservation; and
  - (iii) secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.

Other rights relevant to environmental governance include section 25 (property), section 26 (housing), section 27 (health care, food, water and social security), section 32 (access to information) and section 33 (just administrative action).

### Environmental Management Policy (1997)

By 1997, guided by the constitution, CONNEPP had produced a new national blueprint for environmental governance in the democratic SA. This was adopted by Parliament in the form of the White Paper on Environmental Management (1997).

This national policy on environmental management sets out the vision, principles, strategic goals and objectives, as well as regulatory approaches that the Government now uses for environmental management in SA.

In the White Paper, the word 'environment' refers to the conditions and influences under which any individual or thing exists, lives or develops. These conditions and influences include:

- The natural environment, including renewable and non-renewable natural resources



Uncontrolled development can often degrade important resources - as it has here in the Umzimvubu River in the Eastern Cape.

such as air, water, land and all forms of life;

- the social political, cultural, economic, working and other factors that determine people's place in, and influence on, the environment; and
- natural and constructed spatial surroundings, including urban and rural landscapes and places of cultural significance, ecosystems and the qualities that contribute to their value.

The vision of this environmental management policy is one of a society in harmony with its environment. The policy seeks to

unite the people of SA in working towards a society where all people have sufficient food, clean air and water, decent homes and green spaces in their neighbourhoods that will enable them to live in spiritual, cultural and physical harmony with their surroundings.

This is to be achieved through a paradigm of sustainable development based on integrated and coordinated environmental management that addresses;

- people's quality of life and their daily living and working environments;
- equitable access to land and natural resources;
- the integration of economic development, social justice and environmental sustainability;
- more efficient use of energy resources;
- the sustainable use of social, cultural and natural resources; and
- public participation in environmental governance.

The principles for environmental management in this policy are the fundamental premises the Government uses to apply, develop and test policy and subsequent actions including decision-making, legislation, regulation and enforcement.

This framework has been followed by the promulgation of a number of key pieces of environmental legislation that have gone a long way towards establishing a coherent framework for environmental governance in South Africa.

### The NEMA

Within a year of the publication of the environmental management policy, the DEAT developed a legislative framework for its implementation through namely the (Act 107 of 1998).



NEMA was promulgated on 27 November 1998 (Government Gazette 19519) and commenced on 29 January 1999 (Proclamation R8, Government Gazette 19703).

### The Central Pillars of NEMA are:

#### *Quality in environmental decision-making*

Principles and procedures for improving the quality of environmental decision-making include:

- the environmental management principles in Chapter 1 of the Act, that apply to the actions of all organs of state that may significantly affect the environment;
- the conciliation procedure in chapter 4 of the Act that provides a variety of mechanisms for referring a disagreement regarding the protection of the environment to conciliation; and
- the integrated environmental management procedures in Chapter 5 of the Act.

#### *Cooperative governance in the environmental sector*

Cooperative governance mechanisms in NEMA include:

- the Committee for Environmental Coordination (CEC), an interdepartmental

committee responsible for promoting integration and coordination of environmental functions by the relevant organs of state;

- Environmental Implementation Plans (EIPs) and Environmental Management Plans (EMPs) to be compiled by listed departments and provinces. The purpose of the EIPs and EMPs is to coordinate and harmonise the environmental policies, plans, programmes and decisions of various departments (at national, provincial and local level) whose functions may affect the environment, or whose powers and duties are aimed at managing the environment.

#### *Role of civil society in environmental governance*

NEMA creates a framework for facilitating the role of civil society in environmental governance, including:

- the National Environmental Advisory Forum (NEAF), which advises the Minister, among other things, on appropriate methods of monitoring compliance with the principles in section 2 of the Act, and

- the Environmental Management Cooperation Agreements, that provide a mechanism for the Minister, every MEC and municipality to enter into an agreement with any person or community for the purpose of promoting compliance with the principles in section 2 of the Act;
- the provisions on protection of

whistle-blowers that protect the public from prejudice or harassment for disclosing information on environmental risk, in good faith, and using the required procedures.

*Constitutional imperative to respect, protect, promote and fulfil the environmental right in the Bill of Rights.*

Mechanisms in the Act to achieve

this include:

- the duty of care that requires anyone that causes, has caused or may cause significant pollution or degradation of the environment, to take reasonable measures to prevent such pollution or degradation from occurring, continuing or recurring;
- provisions that protect workers from prejudice or harassment for refusing to do environmentally hazardous work; and
- procedures for the control of emergency incidents, including a major emission, fire or explosion that may endanger the public, or lead to potentially serious pollution of, or detriment to the environment.

Following the White Paper and NEMA, the Government was able to forge ahead and in 2000, published the White Paper on Integrated Pollution Control Waste Management. This introduced the concept of shifting management approaches from handling the impact at the 'end of the pipe' to instituting cleaner production up front.

Within the framework offered by NEMA and the integrated pollution and waste management policy, a number of pieces of legislation had been submitted to Parliament by March 2004. They include the following:

### **National Environmental Management: Amendment Act.**

This First amendment to NEMA deals with compliance and enforcement and specifically with the provision of powers to environmental management inspectors to enforce environmental legislation.

**National Environmental Management: Second Amendment Bill.** This second Amendment Bill on environmental impact management was passed



South Africa was the first country in the world to have State of the Environment Reports (SOER) for all three levels of government - municipal, provincial and national

by both houses of Parliament (the National Assembly and the National Council of Provinces) and by February 2004 was awaiting the President's assent and signature. An initial set of draft regulations in terms of this amendment have since been gazetted for public comment.

#### **National Environmental Management: Air Quality Bill.**

By the end of February 2004, the Bill had been adopted by the National Council of Provinces and had been referred to the National Assembly for final consideration and voting. It is anticipated that this Bill will be promulgated

before the end of 2004.

**Environment Conservation: Amendment Act.** This Act dealing with the permitting of waste facilities, product bans and the use of economic instruments for waste management was assented to by the President in February 2004. These changes now allow for improved control of pollution and waste.

DEAT's intention is to publish National Environmental Management: Waste Management Bill for public comment by the end of the 2004/2005 financial year. This will complete a suite of

legislation that will ensure that a comprehensive legal framework is in place to ensure that South Africa's environment and its people are protected from harm

## **STRATEGIC APPROACHES**

In the area of 'brown issues' DEAT seeks to protect, enhance and maintain environmental quality through legislative and other means in order to give effect to the right of all South Africans to an environment that is not harmful to their health and well-being. In this regard, four main strategic objectives guide its work. These in turn give rise to the programme of work described below:

### **1. The potential negative environmental impacts of all significant new developments are mitigated, managed and/or controlled**

This strategic objective guides the implementation and on-going review of the Environmental Impact Management programme and its associated legislation. In order to achieve greater effectiveness in this work, systems are currently being established for charging service fees for the delivery of an efficient environmental impact management system. In addition, work is underway to establish a computerised register and database of EIAs.

### **2. Increased compliance with environmental quality and protection legislation and authorisations**

With the promulgation of the legal framework described above, it has now become possible to establish a comprehensive environmental compliance monitoring and enforcement capacity in Government. The Chief Directorate Regulatory Services, which was established in 2003, is





the custodian at this work. It intends to use the NEMA First Amendment described above, to establish a country wide network of environmental law enforcers located in all three spheres of government, whose collective work will ensure that polluters pay.

### **3. Reduced release of prioritised waste streams into the environment and/or landfills.**

Government follows an approach to waste management that aims at ensuring that in all sectors, the approach to waste, is first to reduce it, through the introduction of 'clean' and improved technology; secondly to reuse the waste through recycling initiatives of various kinds; and only in the final instance to dispose of it

permanently to landfill or to sewer (in the case of liquid waste).

In implementing this cradle to grave, waste manifest system, the department has identified key waste streams and activities that require regulation and intervention.

For example, work is underway to promulgate regulations that will phase out the use of asbestos in SA, in line with a Cabinet decision made some years ago. Likewise various studies are being undertaken to look at the effect of chemicals such as methyl bromide on the environment and to identify safer alternatives with which it could be substituted. (Methyl bromide is a highly toxic chemical used by farmers to fumigate the soil against nematodes and other

pests, and is a serious contributor to ozone depletion.) Other examples include DEAT's participation in a regional initiative to eradicate stockpiles of persistent organic pollutants by physically removing them from the areas in which they are kept and disposing of them safely and permanently.

This work is increasing in both volume and intensity, and as it proceeds, it is essential that it is characterised by the full participation of all involved parties and particularly producer and user groups. In this context, initiatives such as the plastic bag initiative and the full participation of all stakeholders in the industry in coming together with government to form a Section 21 Company, that will champion the cause of both waste reduction and job cre-



# Thor Chemicals – A Case Study in Environmental Injustice.

In the late 1980s, various industries in the country were either considering or implementing plans to import huge quantities of toxic waste to South Africa. In the context of sanctions, it seemed an easy source of considerable money.

One of these companies was Thor Chemicals, which was extracting mercury by incineration from waste coming from all over the world and especially the United States. It built up vast stockpiles of highly toxic mercury waste. Thor allegedly intended to recycle the mercury, but most of it seems to have just piled up. Late in 1989, environmental activists discovered large quantities of mercury leaking from Thor Chemicals' plant in Cato Ridge near Durban into the Umgweni River, which registered some of the highest mercury pollution levels ever recorded, placing the health of those living in a nearby informal settlement at serious risk.

Some workers at Thor died of mercury poisoning and several others were incapacitated from exposure to mercury.

It proved a turning point. Many environmental activists, helped by the anti-apartheid movement, protested against the use of the country and its people as the world's toxic waste dumping ground. In August 1990, the then Minister of Environmental Affairs and Tourism publicly announced the banning of all toxic waste imports.

Yet within two months of this announcement, the same Minister wrote to Thor, telling managers there that this ban did not apply to them. Seven years later, a Presidential commission of Inquiry noted that "perhaps the Minister was poorly advised by officials in his Department, or he adopted a cavalier attitude to any request for a concession. Whatever the explanation, it revealed the extent of government culpability in the creation and development of the environmental problem at Thor Chemicals".

Some years later, Thor Chemicals was closed for good and only now is the site of the plant being rehabilitated.

South Africans are still counting the cost to their health from unrehabilitated mine dumps, polluting industries as well as water and soil contamination resulting from that era.

ation in the industry is particularly welcome. It is seen as providing inspiration to other producer and user groups in identified waste streams to embark upon similar initiatives.

#### **4. South Africa's international influence in respect of Environment Quality and Protection-related multilateral environmental agreements is reinforced and maintained.**

As described above, during the past decade, South Africa has become a signatory to numerous international conventions that govern various elements of global environmental management. These are described below. The challenge of implementing these conventions has been taken on

wholeheartedly by the Government and the various implementation plans and response strategies that are being devised will ensure that, South Africa implements its international obligations to the fullest extent possible.

It should also be said that although DEAT – as the signatory to the various Conventions – is the champion in Government for its implementation activities, many of the Conventions require joint and coordinated action by numerous stakeholders both inside and outside of the public sector.

This is particularly so with the United Nations Framework Convention on Climate Change (UNFCCC) that requires that all sectors of society that could be

impacted by climate change are able to assess its effects and put in place mitigation and adaption measures. Likewise, in the management of international chemicals, Departments such as Agriculture, Health and Trade and Industry have key roles to play.

#### **Waste Agreements**

In 2002 DEAT convened a Waste Summit, which produced the Polokwane Declaration. This declaration reflects a statement of commitment by all stakeholders in the waste industry to meet environmental performance targets, and has set a basis for joint action by the key players in the sector.

This development was followed in 2003 by a successful waste



The National Environmental Management: Protected Areas Bill was presented to Parliament in 2004

summit convened by the department in collaboration with the Department of Provincial and Local Government. Its aim was to address waste management challenges at the local government level. Some of the outcomes of the summit have been the development of waste service standards as well as pollution and waste guidelines for IDPs currently being developed by

DEAT.

**International Pollution and Waste Governance**

In the past decade South Africa became signatory to numerous Multilateral Agreements such as:

- United Nations Framework for Climate Change Control and the Kyoto Protocol (an

instrument strengthening the UNFCCC);

- Basel Convention governing transboundary movement of hazardous waste;
- Rotterdam Convention on Prior Informed Consent for Certain Hazardous Chemicals and Pesticides in International Trade;
- Stockholm Convention on the control of Persistent Organic Pollutants; and
- Vienna Convention on the protection of the Ozone Layer.

South Africa has already submitted its first National Communication on climate change as well as deposited instruments to ratify the Beijing Amendments of the Montreal Protocol (which in turn strengthens the Vienna Convention on ozone protection).

It has implemented the Basel Convention and is in the process of developing implementation plans for the Rotterdam and Stockholm Conventions.

**Environmental Impact Management**

Over the past decade the department, together with the provincial authorities, have been implementing a cutting-edge environmental impact management tool – the EIA. Since 1997 all new developments that could result in significant environmental pollution or degradation have been subjected to a rigorous assessment of their possible impacts. This assessment involves active public involvement and provides the Government with the necessary information to make informed decisions about developments and how their impacts can be controlled or mitigated. Given the wealth of experience that Government has gained over the years of EIA implementation, it is now in a position to fine-tune and streamline the process as well as



The National Environmental Management: Air Quality Bill replaces the outdated and ineffective 1965 air pollution legislation

explore and develop other environmental impact management tools such as strategic environmental assessments.

### **Air Quality Legislation and the Durban South Multi-Point Plan**

South Africa's air pollution laws date back to 1965. They, in turn, had been based on UK's Alkali Act, being a legislative framework developed in the late 1800s. They gave guidelines of concentrations of gases that could be allowed as emissions from individual industries, but did not take into account the collective impact of a number of clustered polluters. No EIA took air pollution into account as a consideration in development.

**The National Environmental Management: Air Quality Bill** will replace this outdated and ineffective air pollution legislation. In line with other environmental-quality related legislation (like the Water Act), the new pollution and waste legislative regime gives substance to the constitutional guarantee of environmental rights to each South African citizen. This approach ensures the holistic and integrated management of environmental quality.

The new Act will provide the basis for setting both ambient air quality and emission standards that will protect everyone's right to air quality that is not harmful to health and well-being.

Efforts to clean up the pollution

resulting from decades of neglect and abuse is addressed in a coordinated way with DEAT's national, provincial and local government partners. Some of the high-profile cases that have been addressed in 2003 and 2004 include the Minister's multi-point plan to clean up the air in the Durban South basin, a notorious pollution 'hotspot'. This has already resulted in a 40% reduction of sulphur dioxide emissions in the Durban South Basin. The establishment of a sophisticated on-line, real time air quality monitoring system has provided the scientific basis for this to happen.

Another example is the Thor Chemicals Clean Up. The department has initiated a clean



up process around the contaminated waste. Thor's owners will contribute financially to the clean-up and the department has contracted service providers to undertake the clean up.

### Specialist Enforcement Capacity

A new directorate dealing specifically with the enforcement of pollution and waste legislation was set up in September 2003. The directorate is staffed by enforcement specialists whose sole aim is to ensure compliance with the law. In the short time of its existence, it has already made its mark by facilitating the arrest of an illegal hazardous waste dumper

and bringing a major air polluter into full compliance with its permit. These and other achievements have prompted the media to refer to the directorate as the 'Green Scorpions'.

### CHALLENGES AHEAD

The past decade has seen huge strides taken in the establishment of an effective and comprehensive environmental management system in South Africa. A policy is in place, the bulk of the regulatory framework has been devised and is nearing completion and movement has been made in the establishment of a resource capacity to implement the system.

However, major challenges lie ahead both within the governmental system and in society at large.

Because environmental management is a function that has been developed since 1994, the Government has a limited and inadequate budget to handle it, which must be expanded if work is to be carried out effectively. This is not only so at a national Government level, but also in the provincial and local spheres of government, where the bulk of the implementation of environmental management, including EIA and air quality management take place.

In terms of the constitution, environment is a concurrent function that is shared between the national and the provincial spheres of government and with specific elements of its management being allocated to the local government. This constitutional dispensation requires that all spheres of government work in close cooperation with each other, if environmental management is to take place effectively. A great deal of work has taken place over the past decade to begin to achieve this. However, much more must be done if the challenge of implementation of the new environmental legislation is to be fully met.

Likewise, successful implementation will also require more streamlined relationships with industry, labour and other key stakeholders in civil society in order that there is a unified national intention to ensure that South Africa as a country manages its environment in the most responsible way and according to best practice principles.

These challenges of implementation will set the agenda for the focus of environmental management over the next coming

decade. The progress thus far is already a reflection of the huge commitment and enormous quantity of work that all stake-

holders in the environmental management sector have undertaken in the past decade.



The 2002 plastic bag agreement was the most high profile of DEAT's waste minimisation initiatives because of the extent of public involvement and debate. In essence, it challenged the growing 'throw-away' culture prevalent that threatens sustainable development.

By setting standards for the thickness of plastic bags and ensuring a voluntary system of charging by large retailers until a mandatory levy could be instituted on plastic bags, the costs of waste were for the first time ever, made visible to the public at large.

The initiative reduced the amount of plastic bags littering our landscape, filling landfills and choking rivers and animals. It also brought home to consumers the extent of their input into the plastic waste stream and vividly brought home the 'polluter pays' principle.

As with the plastic bag agreement, specific waste streams have been identified for stricter control with the aim of minimising pollution and reducing the depletion of scarce non-renewable resources. Other identified waste streams that are receiving immediate attention from the department, are tyres and glass. It is encouraging to note that in these two areas, the industries themselves have taken the initiative to put plans in place to address their waste streams. Memoranda of Understanding around reuse and minimisation of their waste are likely to be signed with Government during 2004.

# SOUTH AFRICAN TOURISM

SA Tourism is the official national agency responsible for the marketing of South Africa as a preferred tourist destination of choice.

Its task is to increase the number of international and domestic tourists, grow tourist spend and length of stay, promote a geographic spread of tourism growth benefits, and address seasonality. In this respect, it is required to implement the International Tourism Growth Strategy and Domestic Tourism Growth Strategy

SA Tourism participates in major travel shows, presents workshops for members of the travel industry, and coordinates media and public

relations campaigns.

## New Growth Strategies

SA Tourism has reached a new level of maturity following the launch of the Tourism Growth Strategy at Tourism Indaba 2002. For the first time, the organisation moved from broad marketing to carefully targeted tactical customer-focused campaigns informed by market intelligence.

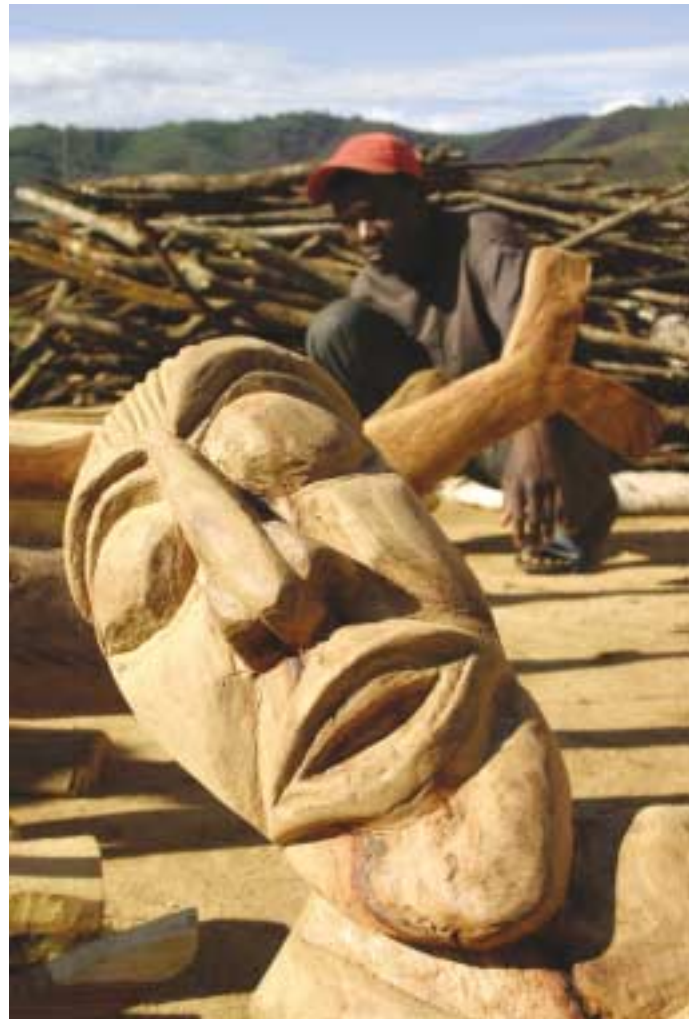
The same year, saw the launch of the organisation's four integrated global marketing campaigns, featuring value-for-money packages. The campaigns were named 'My South African Story' for the US market; the 'Live the Moment' campaign in India; the

'Great Urban Getaway' in Kenya and Tanzania; and the 'Sunsation' campaign in the United Kingdom.

The campaigns were designed to address SAT high-level objectives of reducing seasonality, increasing tourist volume and spread, optimising length of stay, improving geographic spread, and promoting transformation.

During 2003/4, the campaigns have been extended and expanded to other core markets including Germany, France and India.

The international Tourism Growth Strategy has been designed to provide SA Tourism with the option of quickly shifting focus and



leveraging new opportunities, in what is an ever-changing environment, allowing it to 'play smarter' than in the past.

**Africa and The Middle East:** Given the high market share that South Africa has in many African markets, the strategic focus is not simply on growing volume, but rather on extracting further value by 'up-selling' and 'cross-selling' into other product areas.

The international Tourism Growth Strategy identified Kenya, Tanzania, Nigeria, certain countries in West Africa, the Indian Ocean Islands and parts of the Middle East as being of tactical importance in increasing tourism to South Africa.

**Asia and Australasia:** South Africa is already seeing the results of the Memorandum of Understanding signed in 2002 between South Africa and the

Peoples' Republic of China, which accorded South Africa much sought-after Approved Destination Status. This entitles South Africa to market group leisure activities in China, and contributes to the simplification of tourist travel from the Chinese mainland to South Africa.

The 8th ICC Cricket World Cup in February 2003, provided an unprecedented opportunity to market South Africa to the cricketing nations of the world, including India. There was an enormous surge of Indian visitors as the country progressed to the finals – a 147.7% increase in arrivals from India, compared to the same period in 2002. Indian tourism to South Africa was further enhanced by the organisers of the International Indian Film Awards (IIFA) deciding to relocate the 2003 Awards to Johannesburg.

**Europe Portfolio:** Germany has

continually proved to be one of Europe's leading source markets for tourist arrivals to SA, closely followed by France, the Netherlands and Italy. These have traditionally proven to be important core markets for South Africa, and visitor numbers continue to post gains.

**America and the United Kingdom (UK):** Of all overseas visitors, the greatest numbers originate from the United Kingdom. Of the countries comprising North and South America, the United States, Canada and Brazil have proven the most promising in terms of attracting long haul visitors.

## NICE

South Africa is Africa's leading conference destination attracting more than 63% of the continent's total conference market. According to the International Convention





and Conference Association (ICCA), South Africa is placed 22nd on its World Top Convention Country ratings. However, Meetings, Incentives, Conferences, Events (MICE) research commissioned by SAT in 2002 shows that SA was ranked 10th as an incentive destination, moving up from an average 12th position ranking in previous years. In the UK, SA has been ranked second in the world as a long-haul incentive destination, with Cape Town named as the country's most preferred city.

The country's reputation has been considerably enhanced by the hosting of a number of high-profile global gatherings in recent years, including the UN's World Summit on Sustainable Development (the largest ever gathering of its kind) in Johannesburg during 2002; the World Parks Congress in Durban during 2003 and sporting events such as the 8th ICC Cricket World Cup in 2003.

South Africa boasts around 1 700 conference venues ranging from safari, mountain and coastal hideaways, to state-of-the-art international conference facilities. The country hosts approximately 1 500 conferences and exhibitions a year.

Its popularity as a preferred conference destination has been further enhanced by the successes enjoyed particularly by the Cape Town, Durban, Sandton and Gallagher international convention centres. The Cape Town International Conference Centre, which opened in July 2003, hosted over 290 000 visitors at 196 events during its first four months in operation, including sixteen international and twelve national conventions. The International Conference Centre in Durban received 'Africa's Leading Conference Centre' Award from the 'World Travel Awards' for the third consecutive year.

**Visitor Statistics**

Tourist arrivals have grown consistently over the last few years. In 2002, overseas tourist arrivals grew by an enormous 11.1% to 6.4 million tourists. Numbers arriving from outside Africa grew by 20.3%.

In 2003, overseas arrivals grew by 4%. This is over and above the phenomenal growth achieved in 2002.

This growth is clear evidence of the effectiveness of the focused tourism marketing being undertaken by SAT.

**Emerging Tourism**

At Indaba 2001, SAT launched the first Emerging Tourism Entrepreneur of the Year Award (ETEYA) competition.

Since then, the award has gone from strength to strength, attracting increasing numbers of quality entrants and impressing judges with their high standards and creativity.

Entry into the ETEYA competition is open to black (as defined in the constitution) entrepreneurs, operating small, micro and medium level tourism or hospitality-related businesses. It is







## Tourism Grading Council of South Africa

The Tourism Grading Council of South Africa first launched a National Grading Scheme for the accommodation sector in November 2001. This scheme helps visitors to compare and benchmark establishments, to know what to expect in terms of quality – and where standards are not met, to be able to give feedback based on objective criteria.

**Operators can apply for grading in nine categories:** Hotel, Bed and Breakfast, Guest House, Country House, Lodge and Self-catering, Meetings, Exhibitions, Special Events, Backpacker & Hostelling and Caravan & Camping.

Plans to extend Star grading to other sectors of the industry are also at an advanced stage. This will include tour operators, food and beverage establishments and tourist transport service providers.

Since 2001, 2 000 accommodation establishments have been graded, making this system the fastest-growing quality assurance programme in the history of SA's tourism industry.

limited to businesses that have been operating for less than three years and that employ less than fifty people. Annual turnover must not exceed R3 million and, where a partnership exists, the black partner should be an equal or majority shareholder.

Calls for entries are issued in April each year, following which twenty seven semi-finalists are shortlisted (three from each province), and in-depth site visits undertaken. In conjunction with the provinces and the Tourism Enterprise Programme - and after further inspection of business plans - nine finalists are eventually chosen. Further judging takes place during World Travel Market in London in November where the overall winner and runner-up – receiving R50 000 and R30 000 prize money respectively to go towards their businesses – are announced during a special media event.

### South Africa Online

Visitor hits on [www.southafrica.net](http://www.southafrica.net) - SAT's website platform - rose from an initial 3 000 hits a month in May 2002 to 1.5 million a month during 2003.

The website's ranking, among the top 1 percent in the world, is further evidenced by its Number 1 position on leading Internet search engines (Google, Yahoo and Hotbot) when Internet users search for 'South Africa'.

Besides disseminating information about South Africa, [southafrica.net](http://southafrica.net) has been invaluable and cost-effective in encouraging travellers to book holidays with identified trade partners.



# SOUTH AFRICAN NATIONAL PARKS

South African National Parks (SANParks) is the leading conservation authority in all National Parks around this country, responsible for 3 751 113 hectares of protected land in 20 National Parks.

Its focus in the first decade of democracy has been to make National Parks more accessible to tourists in order to ensure conservation remains a viable contributor to social and economic development in rural areas.

SANParks, as the conservation agency of the DEAT, has also increased the area of land under its protection by 360 000 hectares

in this time.

The management of research and the monitoring of programmes is structured around the study of South Africa's key biomes – Grassland, Forest, Fynbos, succulent Karoo, Nama Karoo, Savanna and Thicket.

To date, the savanna ecosystem is the most understood and the best conserved – the Kruger National Park is an example. The latest book to tackle this subject is one that was launched in March 2004, titled 'The Kruger Experience: Ecology and Management of Savanna Heterogeneity', a collaboration between SANParks

scientists, South African academic scientists and international scientists.

Some national forests, previously managed by the Department of Water Affairs and Forestry, are now coming under the man-

agement of SANParks, offering challenges for restoration ecology – the systematic attempt to return forest landscapes to their 'natural states'.

In short, the organisation has managed to transform itself, continue its high research and management standards, expand the land under its protection at an entirely unprecedented rate, and has also begun to generate up to 75% of its own operating revenue. This last point is a remarkable financial achievement compared to most conservation agencies in the world, including those in developed countries.

## Land Acquisition

The area of protected land managed by SANParks has been steadily expanded through several innovative initiatives, including contractual parks, public-private initiatives as well as the traditional means of purchasing identified land important for biodiversity management.

Since 1995, 360 000 hectares of land have been added to the



National Parks system, exhibiting a level of commitment to conservation never before undertaken by previous South African governments.

In ten years, four new National Parks (Agulhas, Namaqua, Table Mountain and Mapungubwe) have been proclaimed. At the same time, existing National Parks such as Addo Elephant, Au-grabies Falls, Karoo, Marakele, Mountain Zebra, Tankwa Karoo, West Coast and Wilderness Lakes have been expanded.

Almost 6% of South Africa is now under formal state protection, 60% of which falls under the management of SANParks. The state plans to increase this amount to 8% by 2010, and later to 10%, in accordance with IUCN (World Conservation Union) recommendations.

The land added so far has been through the organisation's own fundraising efforts, donors and

major contributions from the South African Government.

The Minister of Environmental Affairs and Tourism recently announced the addition of five new marine protected areas. It is expected that, once the proclamation process has been completed some of these marine parks will be transferred to SANParks.

### People and Parks

South Africa historically inherited a Euro-centric model of parks system that is suited to the relatively wealthy urban societies. However, the last part of the first decade of democracy was strongly influenced by the latest World Parks Congresses in 1992 and 2003 with their themes of 'People and Parks' and 'Benefits Beyond Boundaries'. Over the past ten years, SANParks has explored ways and means in which the South African community, espe-

cially the National Parks' neighbours, can reap benefits from biodiversity and champion its protection.

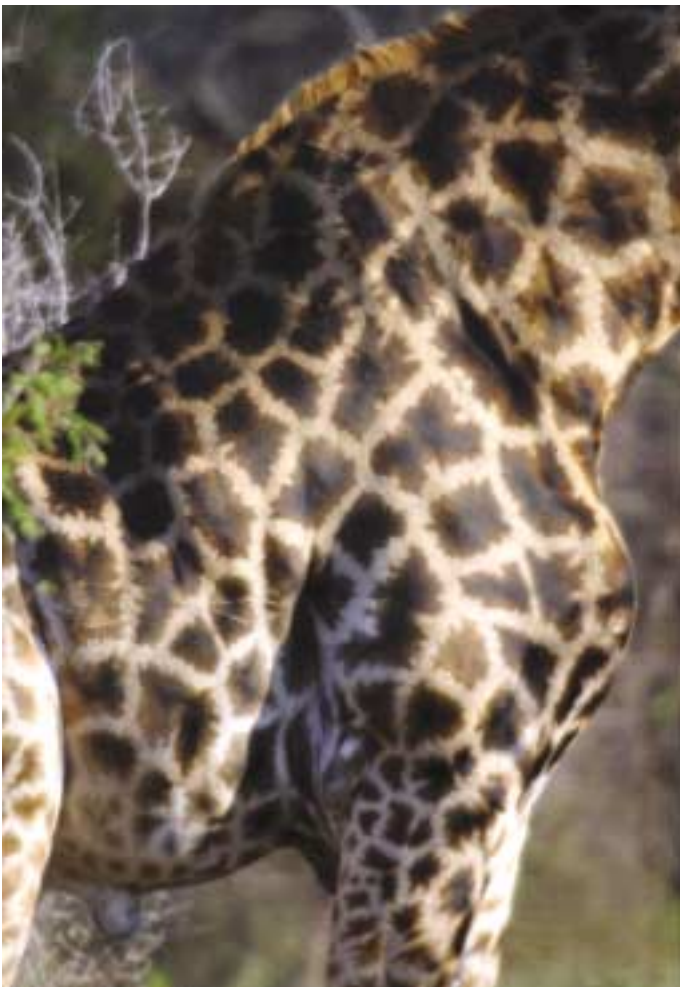
SANParks has focused its first phase of community programme on addressing the issues of poverty

alleviation and empowerment of ordinary citizens in villages adjacent to the National Parks. The community programme to date, has focused on environmental awareness, primarily amongst school children, developing entrepreneurial skills and sustainable employment. With the formation of the Directorate: People and Conservation in 2003 it is expected that the programme will start expanding further into the communities and building an improved stakeholder liaison structure.

At present, park neighbours are able to benefit in a number of ways from the National Parks. These include the clearing and re-use of exotic alien vegetation, limited and controlled harvesting of certain resources within parks (including mopane worms, firewood, proteas), and sustainable use of various plants, especially those that have medicinal properties.

DEAT and Tourism has identified SANParks as one of its drivers for poverty alleviation and has such, contributed considerable amounts of money through the Poverty Relief Programme.

In the past three years an amount of money in excess of R270 million has been dedicated to this programme. These funds are used for the improvement of bulk infrastructure in the parks. The programme covers rehabilitation of archaeological sites, upgrading



and maintenance of roads, new tourism accommodation, new tourism product development, removal of unwanted structures (such as internal fences, buildings and windmills), erection of new tourism infrastructure and maintenance, and construction of new gates. The main focus of the programme is to impart skills to local communities and to facilitate the creation and development of SMMEs in those communities.

### Tourism Development

The key focus for the development of tourism in the National Parks in the last ten years has been to increase the number of tourist visits to parks by ensuring that service levels are of good standard.

It is a little-known fact that SANParks has the highest number of owner-managed hospitality beds in SA – 5 619. Occupancy levels remain high and impressive, but the organisation recognises that there is still a low response from people historically excluded

from the National Parks.

Strategies are being designed to attract black tourists. In the year 2002/3 this market accounted for only 10% of the overall number of tourists to the National Parks, and SANParks is determined to increase that figure.

A daily conservation fee per visitor per day was introduced from June 2003 with differential pricing on daily park use between the South African nationals and residents, SADC nationals, and the international visitors.

In order to further encourage local visitors, the WILD Card was also launched in 2003. This is a smart card giving access to all or some of the parks for a predetermined number of people (individual, a couple or a family) over a year. The card gives unlimited free entry to these parks. In addition, the WILD card rewards visitors, giving preferential rates for airline bookings and discounts at restaurants or other WILD Card partners.

In recognition of the contributions of its international visitors SANParks also introduced the Wild Pass in September 2003. This card benefits those international visitors who spend at least a minimum of ten days in the National Parks. The international Wild Pass reduces the conservation fee on the ten day period by almost 50%, and there is no limit on the number of parks that can be visited within the purchased time period.

Since the inception of the **Wild Card** and the conservation fee, SANParks has generated an additional income of R19 million compared to the previous year's gate entry fees. So far SANParks has also sold in excess of 80 000 **wild** cards, far surpassing the initially estimated 50 000 cards targeted for the end of the 2003/04 financial year.

It is also well worth noting that for the first time in recorded history, Kruger National Park hosted one million visitors in a single financial year – that of 2002/3.





increased by 88%, from R12.27 million to R23.07 million.

Kruger National Park, the Table Mountain National Park and Tsitsikamma, remain the principal sources of

revenue for SANParks.

2002 at Xai-Xai, Mozambique. The treaty on the !Ai-!Ais/Richtersveld Transfrontier Park was signed in August 2003 between Namibia and South Africa.

The two other possible transfrontier parks involving SANParks will include the governments of Botswana, Zimbabwe and South Africa on the formation of Limpopo/Shashe Transfrontier Park, and the Lesotho government and South Africa on the Maloti/Drakensberg Transfrontier Park.

## Commercialisation

In 1999, SANParks adopted a strategy termed 'Commercialisation as a Conservation Strategy' which involved the concessioning of carefully chosen sites within the National Parks for private lodges and the outsourcing of certain commercial operations like shops and restaurants.

SANParks specifically chose areas in its parks for low volume/low impact/high revenue. As a result, the organisation can now depend, with a degree of certainty, on a guaranteed income stream over the 20-year concession period. This makes a major contribution to the future finances of the organisation.

The commercialisation of shops and restaurants successfully concluded in 2001, has resulted in gross turnover from these facilities increasing by 33%. Importantly, income to SANParks has

## Transfrontier Parks Initiatives

The biggest challenge and achievement for the South African Government in the last decade on conservation related matters, has been the formation of the transboundary parks. This initiative has seen negotiations between SA and all its neighbouring countries to form six transfrontier parks. In five of these Parks, SANParks is the South African Government's implementing agent, rendering all the professional and logistical support to these projects.

Southern Africa's first transfrontier park, the Kgalagadi Transfrontier Park, was formally opened on 12 May 2000 by the presidents of Botswana and South Africa. The second transfrontier conservation area, the Great Limpopo Transfrontier Park, came into being when the three heads of state of Mozambique, South Africa and Zimbabwe signed an international treaty in December

## TRANSFORMATION

In the past decade of democracy SANParks has evolved from being a white-dominated institution to one that has embraced the demographics of the country. More black people have been employed in management positions, changing the face of the organisation.

Many resources have also been invested in the training of staff members. People who had been with the organisation for a substantial number of years without ever receiving training, thereby reducing their chances of promotion have now been trained in anything from computer skills to skills directly related to the execution of their jobs.

# THE GREATER ST LUCIA WETLANDS PARK AUTHORITY

This organisation became DEAT's newest statutory body in 2003. It protects one of South Africa's greatest biological treasures.

Contained within it, is the old St Lucia Park, Africa's oldest protected area, declared 105 years ago – only three years after America's Yellowstone National Park, the first such protected area in the world.

## The Park's importance

The Greater St Lucia Wetland Park contains extraordinary cultural and ecological treasures. It has 220 kilometres of coastline and beaches; 100 species of coral; eight inter-linking ecosystems; the only major swamp forests left in South Africa; three major lake systems, including Kosi Bay, Lake St Lucia and Lake Sibayi; and eight major game reserves within the broader Maputaland.

It is in the process of becoming part of a transfrontier park, incorporating conservation land in Mozambique and Swaziland. This is one of South Africa's World Heritage Sites, and includes four Ramsar wetlands of international importance.

The Park also incorporates a large marine protected area, part of which is home to at least eighteen prehistoric coelacanth fish.

In addition to these ancient fish that evolved 400 million years ago, the Great St Lucia Wetland Park has the highest global number and density of black rhino anywhere in

the world; five species of turtles; the highest number of frog species in southern Africa (thirty five); thirty six species of snakes; 526 bird species (the greatest avifauna diversity in Africa, with half of South Africa's bird species and 25% of Africa's); more than 2 000 species of flowering plants; all five of South Africa's mangrove tree species; 25 000-year-old coastal dunes; and five cultural groups (Zulu, Swazi, Shangaan, Tonga and a relict group of Gonda speakers).

This fragile combination of natural beauty and social diversity, has elevated the St Lucia Wetlands to the status of an icon in the history of environmental struggle in South Africa.

## History of the Struggle

During the late 1980s and early 1990s, the struggle for the future of the St Lucia Wetlands reached fever pitch when a broad coalition of South African citizens and organisations resisted plans by a multinational company to mine the dunes of St Lucia for titanium and other

heavy minerals. Half a million citizens signed a no-mining petition, including President Nelson Mandela and the former Minister of Home Affairs, Mangosuthu Buthelezi.

After an epic battle, South Africa's new democratic government ruled that mining be prohibited and the area's fragile beauty and sense of place be protected for future generations by more benign engines of economic growth – for example, ecotourism.

Despite the urgency to deliver



proof that tourism and conservation could work, little happened until 1998 because of bureaucracy and local dynamics. Then, through the Lubombo Spatial Development Initiative, one of Government's macro-economic initiatives, and all levels of government committed themselves to the emphasis on nature tourism as an environmentally-friendly industry that would lead to economic growth.

As Deputy President Jacob Zuma expressed it: "It is the co-existence of beauty and poverty that constitutes the great challenge of Maputaland: to use the natural beauty of the place to bring reconstruction and development to the people of the region."

### **The Authority's origins**

In November 2000, regulations under the World Heritage Act were

gazetted, proclaiming the Greater St Lucia Wetland Park. This effectively consolidated sixteen parcels of land and a patchwork of earlier proclamations to create an integrated park of over 300 000 hectares stretching 220 kilometres along the Indian Ocean coast. It is one-third the length of the province KwaZulu-Natal.

The regulations also established a dedicated management authority to manage the site according to the World Heritage Convention and South African legislation. The Minister of Environmental Affairs and Tourism considered St Lucia to be such a special case that it became the first World Heritage Site in South Africa to be entrusted to a dedicated Authority.

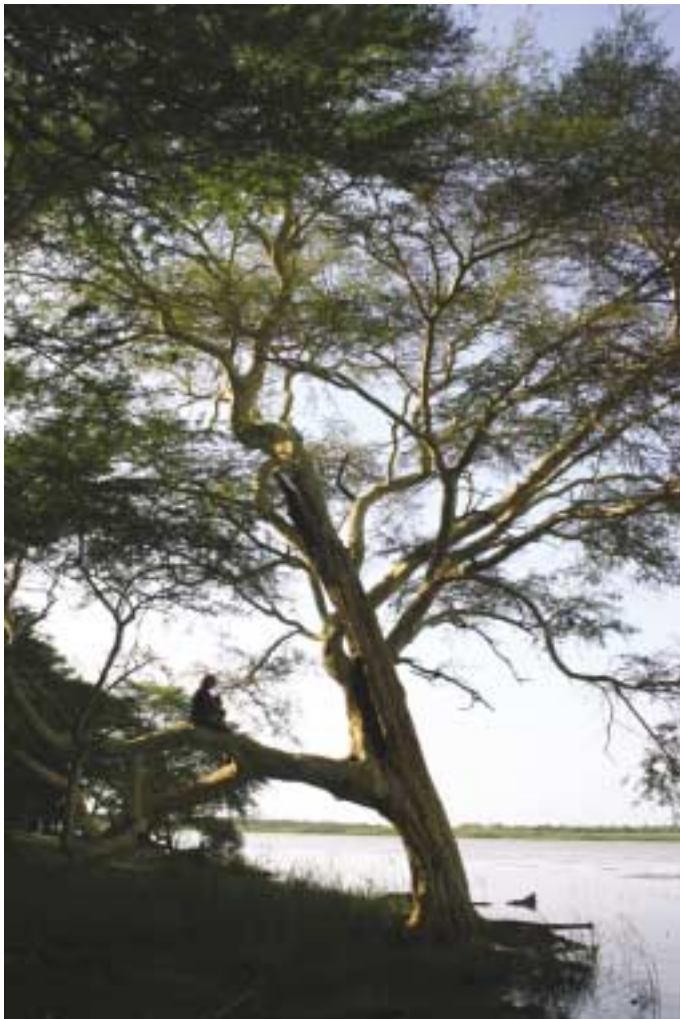
The board is made up of all major stakeholders, and includes local communities. This is the first time in SA that local people and traditional leadership living in and

adjacent to a park of such national and global significance, are fully represented in the park's highest decision-making body.

### **Functions**

The Wetland Authority deals with three broad areas: The management of the wildlife and ecological systems of the area; commercial activities that include the development of nature-based tourism businesses and associated infrastructure in the park; and improvements in the social and economic condition of people living in the area.

A management agreement between the Wetlands Authority and Ezemvelo KwaZulu-Natal Wildlife ensures that the day-to-day management of the wildlife and natural systems in the Park will continue and benefit from the conservation organisation's expertise.





**Achievements**

The Authority has launched a major system to support and build the existing tourism market, to attract new investment into a range of lodges and hotels in the area, and to create opportunities for new nature tourism activities such as boat concessions, game drives and other appropriate tourism.

A drive to improve and upgrade the roads, fences, health and other infrastructure that will make the Wetlands Park a world-class tourism destination is also at an advanced stage. This includes unprecedented regional cooperation between South Africa, Mozambique and Swaziland, including a push to reduce levels of malaria affecting the health of inhabitants. Lake St Lucia is now malaria-free for the first time in history, and the incidence of the disease in other areas is low.

Other examples of regional cooperation include the building of

the new Hluhluwe to Maputo road, the opening of border posts and the protocol that lays the basis for the Lubombo Transfrontier Conservation Development in the region.

**The Wetlands Authority has also:**

- Facilitated the settlement of three major land claims about 60% of the St Lucia Wetland's area in a manner that safeguards the physical and institutional integrity of the Park;
- negotiated the removal of over 12 000 hectares of alien plantations which negatively affect the hydrology of the Lake system from St Lucia's Eastern and Western shores. This is linked to a major Landcare programme which includes wetland rehabilitation, dune rehabilitation and alien plant eradication that is community-based and job-intensive;
- developed a land inclusion policy that eases the incorporation of private and

communal land on its fringes; and

- helped to prepare a cutting-edge Integrated Management Plan as well as a Strategic Environmental Assessment. The IMP sets the scene for the redevelopment of the Park as a world-class conservation asset. It contains a detailed zoning scheme, sets carrying capacities and puts in place various monitoring systems. Part of the plan calls for the reintroduction of endemic game such as elephant after more than eighty years of absence.

**Objectives**

The Wetlands Authority's major objective is to ensure that the World Heritage Site is developed in a way that ensures local residents, benefit from the Park and have access to it. New tourism facilities are being created for people who, under the apartheid regime, never considered visiting a game park because these were





seen as places where animals were more important than people.

The Wetlands Authority includes a specialised division called social, environmental and economic development (SEED) to carry out what is probably its most important task: the alleviation of poverty to promote development in the villages. A core function, is to ensure empowerment activities in the park across a wide spectrum including ownership, job creation, procurement and training.

Nature-based tourism development including the current investment opportunities, is also being used to broaden ownership patterns. Communities living adjacent to the Wetlands Park and landowners, are mandatory partners in these developments.

### Review

At the 2003 World Parks Congress, the Greater St Lucia Wetland Park was presented as a model of protected area management that balances conservation and development in a sustainable framework.

During the Congress, the United Nations Educational, Scientific and Cultural Organisation (UNESCO) cited South African legislation as a model of the implementation of the World Heritage Convention, and the Greater St Lucia Wetland Park, as an icon of how the Convention can be applied in practice.



# SOUTH AFRICAN WEATHER SERVICE

The South African Weather Service predicts the weather through various instruments, human expertise and complex computer modeling systems. It provides weather information and warnings to the public through radio, television, newspapers, its website and cellular telephone technology.

It also provides weather information to industries affected by the weather, for example, the aviation, maritime, construction and agricultural sectors.

## Activities during 2003/4

### Drought Conditions and Significant Weather Events:

SA was hard hit by a drought throughout the whole country and the expertise of the Weather Service was used in disaster management planning throughout the year. Daily and seasonal forecasts, as well as ten-daily, monthly and seasonal rainfall maps were published on the website

[www.weathersa.co.za](http://www.weathersa.co.za) to assist authorities in monitoring the development of the drought situation in South Africa from the onset of the summer-rainfall period.

Intense cold fronts swept over the country in mid August, accompanied by gale force winds, stormy seas and heavy snowfalls and high fire danger indices. Many minimum temperature records were broken on 22 August 2003. The container vessel Sealand Express ran aground in Table Bay during this period, requiring daily weather forecasts to prevent a possible oil-spill.

### Forecast Services

Public forecasts, supported by a special web page, were supplied on a daily basis. Special forecasts were also done for the World Cup Cricket event, Comrades Marathon, the Vasco da Gama and Lipton Cup races.

A Northern Region Office, providing forecasting services for

Gauteng, Mpumalanga and Limpopo was established.

### Prediction Research and Development

For seasonal predictions, a new forecast scheme based on climate models, was developed and implemented, contributing significantly to seasonal forecasts. The first probabilistic forecasts were issued at the end of the year.

In terms of numerical prediction models, the quality of forecasts from the Eta model running on the Cray SV1 supercomputer and used daily by forecasters, was enhanced, by increasing its resolution from 48 km in the horizontal and 38 layers in the vertical, to 32 km and 45 layers. This considerable increase in accuracy stands to benefit clients of the operational weather forecasts.

### New Meteosat Second Generation Geostationery Satellite

South Africa was selected as a test site for the dissemination of data from Meteosat 8. A satellite dish for the reception of the new Meteosat Geostationery Satellite (MSG) was donated by Eumetsat and has, since December 2003, provided considerably more detailed imagery and more frequent updates.

### Metsys Radar Technical Activities

The annual maintenance of all eleven radars in South Africa was completed by January 2004. Innovative radar inter-network calibration and enhancement continued on a budget 90% below the universal norm for radar



maintenance. The East London, Polokwane and Ermelo radars were supplied with more efficient uninterruptible mains power supplies (UPS), as well as simplified, cost-saving operating consoles.

### **Automatic Weather Station Network**

Major changes to enhance the efficiency of the Automatic Weather Station (AWS) network, were made. Three new AWS's were installed.

The Namibian Weather Service was supplied, on a commercial basis, with ten fully functioning AWS's.

### **Glidersonde/ Powersonde Project**

A single multipurpose logger was developed to fit inside relatively small remote-controlled planes.

### **Weather Observations and Networks**

The comprehensive observational network consisted of 1 600 rainfall stations, 49 first order, 15 second order and 62 third order stations, 130 Automatic Weather Stations, weather stations on Marion and Gough islands and a manned station at Vesles in Antarctica, twenty weather offices around the

country, one Global Atmosphere Watch Station in Cape Point, and a supporting mechanical workshop in Pretoria. Maintaining old autographic instrumentation has become very costly and such instruments are being replaced by electronic sensors.

Upper-air ascents were done at ten stations and Marion and Gough islands. The UK Meteorological Office supported the full upper air programme for Gough Island and provided funding for one AWS station in Tanzania.

Forty-one weather buoys were deployed in the South Atlantic Ocean and nine in the Tropical Indian Ocean to monitor the movement of tropical cyclones. An employee of the Weather Service was elected as Vice Chairperson of the Data Buoy Cooperation Panel, responsible for the southern hemisphere and Africa. The Port Meteorological Officers in Cape Town and Durban continued to give support to the marine community.

All important greenhouse gas datasets of the Global Atmosphere Watch programme were maintained and accepted at World Data Centres for 2003. Weather

Service personnel assisted with the establishment of an Ozone Monitoring Station in Maun, Botswana, when a Dobson Spectrophotometer was installed on World Ozone Day (16 September).

### **Climate Systems**

A new method was implemented, to store data and maps using digital photography of documents and storing these on CD-ROM. The Norwegian Government continued to support the upgrading of the climate database and provided additional funding for the project to increase climate monitoring in the southern Atlantic, as well as the inclusion of Weather Service aircraft in pollution monitoring over South Africa.

### **Climate Information and Publication Services**

Apart from commercial climate services, daily rainfall, as well as maximum and minimum temperatures, were published. Two monthly publications, the Daily Weather Bulletin and the Climate Summary of South Africa were published, as well as two scientific publications, "Climate of South Africa, Climate Controls" and "Climate of South Africa, Climate Regions".

### **World Meteorological Organisation (WMO) Commitments and International Relations**

- The Chief Executive Officer of the Weather Service was elected to the Executive Council of the WMO during its fifty-fifth session.
- An AMDAR Workshop, hosted in Benoni in October 2003, dealt with the promotion of weather observation instrumentation aboard aircraft flying over SADC countries. These observations will ultimately improve weather forecasts for the aviation industry.
- A GOOS-Africa Workshop



held in October 2003 in Benoni, dealt with the mobilisation of resources for an ambitious African Ocean observations network, benefiting especially the maritime and related industries.

- A WMO Hydrology Workshop, held in November 2003 in Centurion, reviewed progress on regional flood management projects.

### **Cost Recovery and Commercial Income Generation**

**Cost recovery:** Despite not earning its full income for the provision of aviation meteorological services, the Johannesburg Aviation Weather Centre was able to maintain all services and improve others. A dedicated aviation website was launched and more than 90% of all scheduled flights received flight documentation from this source. In cooperation with the Air Traffic and Navigation Services (ATNS) the South African Weather Service began implementing a plan to increase the number of routine aeronautical weather reports in SA from eleven to twenty five.

SA continued to comply with the requirements of the International Civil Aviation Organisation (ICAO).

**Commercial service delivery:** The pricing policy for climate and forecast products was finalised and implemented. More than 60% came from the industry and insurance/ attorney fraternities.

Commercial contracts were secured with Multichoice and the Southern African Large Telescope (SALT) project. The Weatherline contract with service provider, Cointel, continued.

A contract with the Koeberg Power Station to deliver meteorological observation and forecasting services was successfully continued, while the Weather Service provided information to the court cases into the Storms River rafting tragedy which occurred in March 2000.

A contract was signed with Ngqura Harbour Contractors in the Eastern Cape for the installation of an automatic weather station at Ngqura for the Coega project.

### **Marketing the Weather Service**

The Weather Service branding exercise was completed early in the year and implemented widely,

most notably by the SABC and e-tv.

Publicity for the Weather Service was enhanced by participation in the World Park Congress Exhibition in Durban, the Sasol Sci-fest Exhibition in Grahamstown, the Bloemfontein Presidential Air Race and the University of Fort Hare Careers Day.

### **Creating Weather Awareness**

Agricultural extension officers in three provinces were trained, bringing the number of provinces reached to eight. Regional weather offices hosted visits by schools where weather-related talks, linked to school curricula, were presented. Several exhibitions were mounted at special public events.

### **Knowledge Centre**

The knowledge centre provided relevant research information to staff, meteorological students and the public and maintained the National Meteorological library. Information is available not only on traditional printed publications, but also on e-journals, CDs, videos and DVDs.

### **Information Technology (IT)**

A new IT policy was approved by the Board and the local area network in the new Weather Service Head Quarters at Bolepi House, Erasmusrand was upgraded. Critical operational systems were migrated to IBM servers and Internet lines upgraded to 256 Kbps.

The new data capturing system (METCAP) was developed and implemented and the Wide Area Network upgraded by implementing Channel E1 technology.

### **Locating To New Premises**

After nearly forty years' "temporary" residence in the Pretoria city centre, the South African Weather Service relocated to new premises



in Erasmusrand, Pretoria, in May 2003.

## Highlights over the Past Ten Years

### 1994

- South Africa was welcomed back into the international arena and the World Meteorological Organisation requested the Weather Service to be responsible for the Regional Telecommunications Hub (RTH) and the Regional Specialised Meteorological Center (RSMC) in southern Africa.
- The International South Atlantic Buoy Programme (ISABP) became a reality.
- The first official seasonal forecasts were issued.
- The National Weather Watch was introduced.
- Charges for scientific publications were introduced with permission from Treasury.

### 1995

- The Chief Director of the then Weather Bureau was elected as member of the Executive Council of WMO.
- Meteorological services performed in the former Transkei,

Ciskei, Bophuthatswana and Venda were integrated into the organisation.

- Upper-air stations were changed from Omega to Global Positioning System positioning systems.
- A web homepage was started.

### 1996

- Phasing out of mechanical recording instruments was started.

### 1997

- The Global Atmosphere Watch station in Cape Town was transferred to the Weather Service from the CSIR.
- The South African Rainfall Enhancement Programme was declared as the first real breakthrough in many years in this field.

### 1998

- An international review declared the Service one of the best of its size in the world.
- A specialised Baseline Surface Radiation Station (BSRN), the only operational station in Africa, was established at De Aar.

### 1999

- The Chief Director of the then Weather Bureau was re-elected as a member of the WMO Executive Council.
- Tornadoes over the Cape Flats and Cyclones Eline and Gloria brought misery to many parts of South Africa.
- The Severe Weather Watch for emergency services was introduced.
- The Radar Rainfall Network, tracking storms, tornadoes and cyclones, was developed.

### 2000

- The Johannesburg Aviation Weather Centre was established.

### 2001

- The organisation became a parastatal on 15 July 2001 when the Act on the South African Weather Service, Act No 8 of 2001, was promulgated.
- The interim CEO of the South African Weather Service was elected as acting member of the WMO Executive Council.

### 2002

- Aviation meteorological user tariffs were announced in the Government Gazette and the Service started to earn income for these services.
- The new Climate database, funded by Norwegian donor money was implemented.
- The Weather Service participated in the World Summit on Sustainable Development.



# NATIONAL BOTANICAL INSTITUTE

South Africa has a particularly rich botanical heritage. Although the country represents only 2% of the Earth's land surface area, 7.5% of the world's vascular plants grow here, and nearly sixty entirely new species of plants are discovered every year.

The National Botanical Institute (NBI) does ongoing research on the country's plant riches, and also creates and administers National Botanical Gardens like Kirstenbosch. In this way, it helps to conserve our many plant species.

NBI works outside South Africa's borders too, helping to strengthen

the levels of botanical expertise throughout the sub-continent. The southern African region, with 24 000 plant taxa, is particularly species-rich in terms of species per area. It has 0.0081 species per square kilometre, almost double that of Brazil (0.0044) and Asia (0.0041).

Some of the most significant work NBI has done in the past ten years has been through the Southern African Botanical Diversity Network (SABONET).

## SABONET

SABONET was established in

1996 as a regional network aimed at building capacity amongst botanists within southern Africa. Its main objective was to develop a strong core of professional botanists, taxonomists, horticulturists and plant diversity specialists within the ten participating southern African countries. In addition to South Africa, these countries include Angola, Botswana, Lesotho, Malawi, Mozambique, Namibia, Swaziland, Zambia and Zimbabwe.

Since its inception, the SABONET project has successfully established a network of cooperating twenty-two botanical gardens and seventeen herbaria in the region.



By enabling the staff of the various herbaria and botanical gardens in southern Africa to share their expertise and skills with one another, SABONET has developed the region's capacity to confidently undertake future national or collaborative sub-regional plant diversity projects.

**Training:** With logistical and financial support from SABONET, twenty-six professionals from the ten countries obtained one technical Bachelor degree, fourteen Bachelor of Science Honours, and twenty-one Master of Science degrees. SABONET has held twenty-five regional courses and trained 198 botanists in various subjects. Training interventions have included courses on herbarium management, plant identification, database management, botanical art, cycad conservation and EIAs

**Publications:** SABONET News is distributed free of charge to 2 000 subscribers in seventy-four countries. It is a forum for participating countries and it gives news and updates. Occasional publications are also produced. Those out of print have been scanned and made available as pdf files on the dedicated SABONET website.

**Computerisation:** SABONET provided participating herbaria with the opportunity of using the data system PRECIS, which was developed by NBI. A total of 1 335 761 (about 50%) of the specimens included in the collections of the sixteen participating herbaria were computerised.

**Field Trips:** A total of 101 national collection trips and two regional expeditions were organised and carried out, resulting in the collection of 19 696 specimens to expand herbarium collections.

**Conservation aids:** Plant Red Data lists for each of the participating countries have been produced and published. Two threatened plant workshops were held and thirty-five plant species identified for off-site conservation in Threatened Plant Programmes.

#### **Botanical Gardens**

As embassies of biodiversity and culture, South Africa's botanical gardens have attracted close to nine million visitors during the past decade. Of these, Kirstenbosch usually receives about 650 000 visitors, with the remainder spread amongst the other seven regional gardens.

The new millennium saw a significant shift in focus and support for infrastructural developments from Kirstenbosch to gardens situated in Gauteng,

Mpumalanga and the Free State. These developments have



included the construction of income-generating visitor facilities such as restaurants, visitors' centres, gift shops, concert stages, plant sales areas and tea gardens. Basic infrastructure like parking areas, toilets and signage were also improved.

These in turn created employment opportunities, both during the construction phase and through the outsourcing of the new facilities, for small businesses and individuals within the local communities.

Over a period of ten years, admission fee income from all the national botanical gardens has increased 10-fold, from R1.1 million in 1993/4 to R10.6 million in 2003/4. Rental income from outsourced facilities in all the gardens has also increased 10-fold from R362 900 in 1993/4 to R3.25 million in 2003/4.

### New Species

Research staff at the Compton Herbarium in Cape Town have described more than 150 new species of plants during the last decade – which translates into an average of two new species per research member per year. This extraordinary rate of discovery is a vivid testimony to both the richness of the southern African flora and the productivity of the botanists at Compton.

They have also published more than 100 scientific papers and almost fifty popular publications at an average of four publications per staff member per year. A landmark publication is *Cape Plants*, a conspectus of all 9 000 species of vascular plants in the Cape Floristic Region. This mammoth undertaking was made possible through the collaboration of several botanists, including the staff at the National Herbarium.

## The VEGETATION MAP

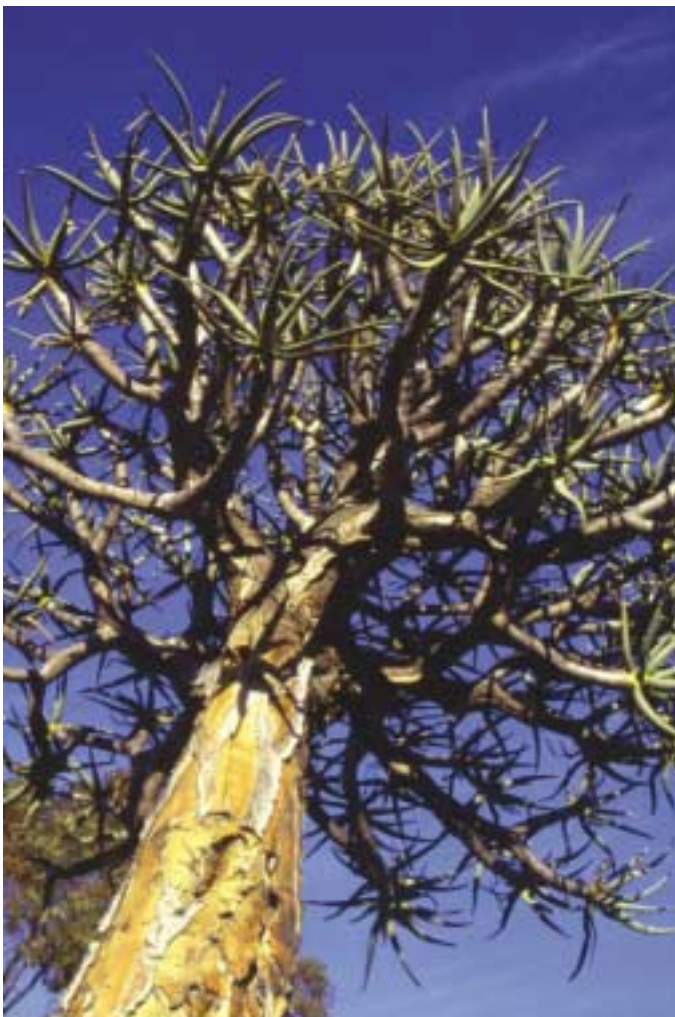
It has taken nearly nine years and the collaborative effort of sixty contributing experts, but at the end of 2003, the Vegetation Map of South Africa, Lesotho and Swaziland (also known as NBI's VEGMAP project) was completed.

Available in a Beta electronic version, the VEGMAP's level of detail is unprecedented. At least 440 vegetation types are mapped, contrasting strongly with the seventy vegetation types previously featured on vegetation maps of South Africa.

In the light of new knowledge gained in the project, biome boundaries were adjusted and a Subtropical Coastal Belt Biome was recognised.

### National Conservation Assessment

At the end of 2003, the NBI embarked on the first National





Conservation Assessment for South Africa. This is a requirement of the new Biodiversity Bill and will be updated every five years as new data become available.

The project covers terrestrial, freshwater and marine environments, and is co-funded by DEAT and NBI. It forms part of the National Biodiversity Strategy and Action Plan.

**The aims of the National Conservation Assessment are:**

- To identify broad spatial priority areas for conservation action;
- to make recommendations about options for conservation action in each priority area; and
- to provide a national context for conservation plans.

The assessment will include the conservation status of ecosystems, based on the new VegMap; priority areas for species of special concern; national-scale ecological processes; vulnerability

to future land-use pressures and alien invasive species; and an overall priority map.

The assessment will provide a basis for national prioritisation of the protected area network and a tool for monitoring the effectiveness of the protected area ecosystem.

**Conservation**

Through support from the Global Environment Fund/UN Development Programme, threatened plant programmes were initiated in all eight national botanical gardens during 2003. These programmes provide linkages between the gardens, conservation authorities, landowners, local communities and other relevant stakeholders.

NBI staff continued to play a key leadership role in the conservation and sustainable use of South Africa's plant diversity. This included, among others, attending various national and international meetings and congresses such as

the World Parks Congress, the Global Strategy for Plant Conservation and the World Summit on Sustainable Development.

- More than 2 000 plants (succulents and geophytes from arid areas) were rescued and brought to the Karoo Desert National Botanical Garden from the Coega Development Zone in the Eastern Cape.

**Coming Changes**

As South Africa celebrates ten years of democracy, the NBI is preparing for a new mandate as promulgated by the National Environmental Management: Biodiversity Bill. NBI will be transformed into the South African National Biodiversity Institute (SANBI) during 2004.



# INTEGRATION AND SUPPORT SERVICES

The Department of Environmental Affairs and Tourism has restructured the way it operates in order to attain maximum efficiency from its staff and institutional knowledge, improve its public profile and become more and easily accessible.







NEMA enables civil society to take action to protect their environmental rights.

The Chief Operating Officer is a post that was created in 2003 to handle all the department's administrative and staffing procedures. S/he harmonises issues regarding environment between Government Departments, between Government and the provinces, and between South Africa and other countries. In this way, s/he works towards integrated and cooperative environmental governance.

S/he also coordinates South Africa's actions in terms of environmental treaties, international relations and funding and commitments related to global commitments such as those emanating from the World Summit on Sustainable Development.

DEAT provides users and citizens with an environmental information

centre, providing objective, accurate and scientifically credible information about the condition and prospects of the South African environment.

## BEFORE 1994

Like all other sections of Government, before 1994 the department's operations were set to serve an oppressive regime. Structures and processes were centralised and dictatorial in nature. The interests and needs of staff were addressed mainly along racial lines. Internationally South Africa's environment and tourism operations were not recognised due to their skewed emphasis on white minority interests.

In the past decade as the mandate and focus of the department underwent radical transformation

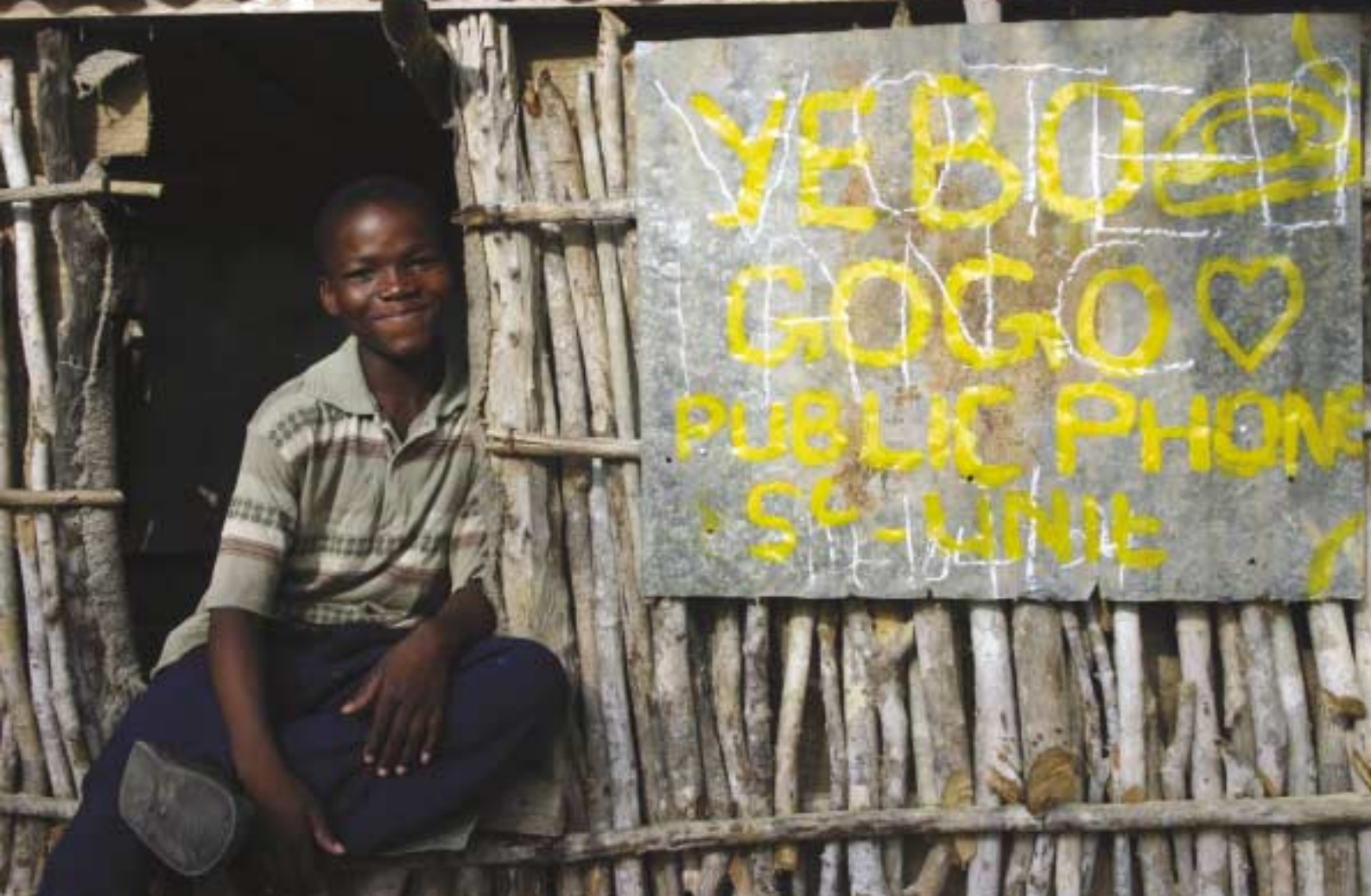
and South Africa became global sustainable development leader, support services had to be restructured. Special attention also had to be paid to those areas that essentially enabled integration of different parts of the organisation.

## POLICY AND LEGISLATION

### Cooperative Governance Framework

The pre-1994 era was characterised by a high degree of fragmentation between authorities responsible for environmental management as well as the lack of coherent mechanisms to promote cooperative environmental governance.

The promulgation of the NEMA (Act 107 of 1998) established a



The Department aims at putting people first.

system of procedures and institutions that are aimed at promoting cooperative environmental governance. The Act provides procedures and institutions for coordinating the environmental responsibilities of national departments and other spheres, and enables civil society to take action to protect their environmental rights.

The last decade has seen the establishment of several cooperative governance mechanisms such as the Committee for Environmental Coordination (CEC), an interdepartmental committee responsible for promoting integration and coordination of environmental functions by the relevant organs of state. Sub-committees established under the CEC on law reform and environmental management and implementation plans serve as

technical working groups, facilitating the alignment and harmonisation of environmental management. National departments and provinces draft EIPs/EMPs at least once every four years, the purpose of which is to coordinate and harmonise the environmental policies, plans, programmes and decisions of various departments (at national, provincial and local level).

MINTEC is a structure set up to facilitate coordination between the National Department of Environmental Affairs and Tourism, and provincial environmental departments. Specific working groups have been set up to discuss issues on biodiversity and heritage, impact management, pollution and waste management and planning and reporting.

For the first time in South Africa's history, decision-making processes are required to take into account the principles of sustainable development. Government departments and provinces are required to describe what actions they are taking to promote environmental management. And a member of the public can take legal action in the interests of protecting the environment.

Despite tremendous progress, there are areas that still require strengthening. The extension of the environmental cooperative governance system to local level remains one of the key challenges that need to be addressed. Strategic interventions that seek to practically promote cooperative environmental governance remains one of the key challenges that faces government.

Strengthening of institutional arrangements and partnerships for integrated delivery of sustainable development will be one of the focus areas for interventions for the future.

## STRATEGIC APPROACHES

Over the next ten years, DEAT plans to:

1. Develop information tools and reporting mechanisms that will allow more regular updating of state of the environment reports, and make the information even more accessible to the public.



South Africa has made significant strides towards achieving World Summit targets.

2. Create a shared environmental information infrastructure. This should allow better use and re-use of the reporting information leading to the a reduction of the reporting burden at the national, provincial and local levels, while providing the international reporting community, with better and more policy-relevant information in a faster

way. It would increase the transparency of public administrations and hence contribute to the goals of Government in the environment sector.

3. Involve and participate in the Africa Environmental Information Network (AEIN), an initiative of the African Ministerial Conference on the Environment (AMCEN), especially in the areas of assessment and reporting, data management and capacity-building. This will also contribute to the implementation of the environmental component of NEPAD.

## ACHIEVEMENTS

### Transformation

In the past ten years, good progress has been made in meeting the transformation targets as set out in the White Paper on the Transformation of the Public Service (1995).

Since 1994, the implementation of the human development strategy had the effect of accelerating change in the process of recruiting, retaining, rewarding, developing and promoting staff within the department.

Through this, the department ensured that:

- Posts are advertised more regularly;
- new graduates are recruited to gain experiential training in the department;
- internal staff are given fair opportunities; and
- it adheres to the Employment Equity Plan and its implementation.

However, early in 2000, it was realised that the wheel of change was turning too slowly to meet transformation targets. The specific sectors included employment representivity levels, democratisation of the workplace, organisational culture, affirmative procurement and restructuring to improve service delivery, training and development.

At the Departmental Bargaining Council (DBC) meeting held on 30 November 2000, it was agreed by all stakeholders that a transformation workshop be held to accelerate the pace of change.

Subsequent to the workshop addressing these past imbalances, a Departmental Transformation Steering Committee was established to fast-track the transformation agenda within the department.

### Service Delivery

The department's operations in terms of service delivery, have improved markedly with the introduction of the Performance Management System. The signing of performance contracts by management, submitting quarterly performance reports and

undergoing quarterly evaluations has contributed to improved performance. These processes have, in turn, enabled the department to:

- Improve public access to information;
- examine appropriate ways of giving feedback on client service standards through its various programmes;
- more clearly, reflect the different elements of Batho Pele (People First) in its business plans;
- incorporate ways of measuring and improving public service standards; and
- Give clear recognition to high achievers and to reward good performance.

### Procurement Reform

The department has reviewed all its procurement processes to favour black empowerment initiatives and the development of Small, Medium and Micro Enterprises (SMMEs).

As a part of a review process, a database of black economic empowerment (BEE) companies and SMMEs was developed and is used for all procurement of services and goods for the department.

Through the support of the DTI, all registered service providers and the SMMEs were trained in basic procurement principles (for example, how to prepare tender documents, and how to price services and goods).

The Minister has set a procurement target of 50% of DEAT's total budget to empower SMMEs, in support of the BEE Act.

### Restructuring and Rationalisation

The department underwent a major restructuring process in 1998. The agentisation of the



The Millennium Development Goals aim at halving the proportion of those without drinkable water by 2015.

Weather Bureau into the South African Weather Service provided a unique opportunity to speed up representivity in upper management.

Capacity problems, specifically in the Environmental Management branch (now the Environmental Quality and Protection branch) were addressed by invoking Section 39 of the NEMA (107 of 1998). This led to the creation of the Chief Directorate: Enforcement to deal with environmental crime cases.

The expansion of the Poverty Relief Programme resulted in the creation of the new Chief Directorate: Poverty Relief. This unit is instrumental in managing projects that alleviate poverty in the context of the Department's key functions and Government's broader programme of economic growth and job creation.

Informed by recommendations of the Cabinet-appointed Communication Task Team (Comtask) in 1997, the department created a Chief Directorate: Communi-



The Johannesburg Plan of Implementation aims at mobilising efforts to reduce poverty and halve hunger in the world.

cations under the political leadership of the Minister.

The most recent development in restructuring was the appointment of a Chief Operating Officer to relieve the Director General from administrative duties to concentrate more on the strategic directions of the Department in line with the Minister and Government's priorities.

### **Democratisation of the Workplace**

The Department has made notable changes in the workplace. The platform for negotiations and discussions with top management has been improved through the creation of structures such as the Departmental Bargaining Council, which serves as a forum for the employer and employee-representative unions to discuss issues of mutual interest.

The unions enjoy co-governance with the department and participate in all departmental strategic meetings.

Basically, this refers to the involvement of unions in the administrative running of the department and is exercised through their participation in certain decision-making processes, where management consults unions before the finalisation of decisions.

The union participation in the running of the department takes place as follows:

- Involvement in the Strategic Planning Sessions of management, held twice a year and known as Lekgotlas;
- Ad hoc bilateral meetings with top management on issues of interest to the unions, for example employment, reten-

tion of staff and information-sharing;

- before any draft policy of the Department can be approved by the Director-General, unions are afforded an opportunity for input and the work-shopping of the policy;
- participation in the Departmental Bargaining Council which discusses the functional and administrative issues of the department;
- participation as observers in the selection and interview processes.

### **Staff health**

The introduction of the Wellness Programme reconfirms management's commitment to supporting staff members with various personal problems as and when they occur. The culture of caring goes beyond the support strategy on HIV/Aids for DEAT employees





Meeting social and economic needs cannot take place sustainably without a healthy environment and natural resource base.

and their immediate families. Employees within the department have been trained in handling HIV/AIDS issues, including lay counselling. These employees have conducted workshops to educate fellow co-workers on various HIV/AIDS topics such as Prevention and Care, and Sexually Transmitted Diseases.

Peer educators are still to be capacitated and linked to structures outside the department such as non-governmental organisations (NGOs) in order to become HIV/AIDS activists and to do community work. they will play a vital role in the implementation of the Voluntary Counselling and Testing, which will be launched in the middle of 2004.

### **Moving Towards a Paperless Department**

Excessive use of paper is a waste

of natural resources. As the key Government department acting against such wastage, DEAT is moving towards abolishing paper-use.

The majority of staff members have access to e-mail and Internet. The entire IT function has been outsourced to the State Information Technology Agency (SITA) and a Government Information Technology Officer (GITO) heads the IT section.

In addition, the department is moving towards using predominantly electronic means of communication.

Progress includes declaring an experimental paperless week, and introducing an Electronic Document Management System, on which various staff members have received training. Currently all management meetings are

conducted using the EDMS.

### **Promoting Sustainable Development**

Sustainable development refers to a kind of development that aims for equity within and between generations and adopts an approach where economic, social and environmental aspects of development are considered in an integrated and holistic manner.

Meeting social and economic needs cannot take place sustainably without a healthy environment and natural resource base. These all have to work together to fulfil and sustain basic human needs like access to clean drinking water, access to sanitation, the provision of adequate shelter and adequate food security.

There can be no equity for humans

without care for the planet. Environmental protection and sustainable development are pre-conditions for poverty eradication.

These were the basis of the issues addressed by the World Summit on Sustainable Development, hosted by South Africa in Johannesburg during 2002.

As host country, South Africa has remained deeply involved in the implementation of outputs from the Summit. DEAT's Environmental Planning and Coordination Chief Directorate remains the coordinating axis for the WSSD follow-up.

SA was appointed as Chair of the 11th Session on the UN Commission on Sustainable Development (CSD), held in 2003. CSD 11 defined the global work programme for the realisation of WSSD goals.

The directives of Agenda 21 (the programme of action that emanated from the Earth Summit in Rio de Janeiro in 1992) were combined with the Johannesburg Plan of Implementation and the Millennium Development Goals (see below) to set an enhanced global programme for achieving sustainable development.

SA has made significant strides towards achieving these WSSD targets. SA has strategies that embrace sustainable development principles, the most significant being the country's massive post-apartheid reconstruction and development efforts.

These strategies must now be internalised into South African policy and legislation. DEAT's strategy commits in detail all Government departments to integrate the implementation priorities of the Johannesburg targets and the Millennium Development Goals in Government's programme for the

next ten years. A WSSD Task has been established consisting of national, provincial and local government to set SA on the sustainable development path for the next decade of freedom through the development of a national strategy.

In partnership with GRID-Arendal, DEAT administered and managed a dedicated Earthwire WSSD



South Africa has signed the SADC Tourism Protocol.

website. Prior to, during and after the summit, the directorate daily reviewed more than 100 newspapers from around the globe for WSSD-related news stories. The aim was to provide a free daily overview of news related to the WSSD. Links to more than 3 000 news articles on the WSSD was posted on the Earthwire WSSD website.

### **The Johannesburg Plan of Implementation (JPOI)**

JPOI endorsed sustainable development as encompassing three broad areas, namely economic development (encompassing trade, finance,

investment, and technology transfer); social development (water, health, energy, education and food security); and environmental development (oceans, atmosphere, biodiversity, land degradation and climate change).

The JPOI goals are linked to priority actions based on sustainable development principles. Most of these goals and targets are directly linked to the Millennium Development Goals (MDGs). These aim to mobilise global efforts to reduce poverty, change unsustainable patterns of consumption and production, and protect the natural resource base.

This is a programme to put the world onto a sustainable growth path - a growth and development path that will provide adequately for all who live in it today, and at the same time not deny future generations the resources to provide for themselves. The plan sets global targets, and mobilises global efforts to reduce poverty, change unsustainable patterns of consumption and production, and protect the natural resource base.

### **Millennium Development Goals**

Just before the millennium, the countries of the world, assembled at the United Nations, agreed to work towards the following goals, which are to halve poverty by 2015. They aim to:

- Halve the proportion of people who live on less than one dollar a day;
- halve the proportion of people who suffer from hunger;
- ensure that boys and girls alike complete primary schooling;
- eliminate gender disparity at all levels of education;
- reduce by two-thirds the under-five mortality rate;
- reduce by three-quarters the maternal mortality rate;



- reverse the spread of HIV/Aids, malaria and other diseases;
- integrate sustainable development into country policies and reverse loss of environmental resources;
- halve the proportion of people without access to drinkable water;
- significantly improve the lives of at least 100 million slum dwellers;
- raise official development assistance; and
- expand market access;
- encourage debt sustainability.

### Progress with International Environmental Obligations

Before 1994 SA had been a signatory to many multilateral environmental agreements such as the Ramsar Convention on Wetlands of International Importance, the Bonn Convention on Migratory Species, the Convention on International Trade in Endangered Species (CITES) and the Antarctic Treaty.

SA political isolation because of its apartheid policies resulted in it being ineffective and unable to influence global debates on environmental issues. During apartheid, conservation – specifically nature reserves – were considered to be the most important environmental issue. Other broader environmental issues such as hazardous waste or ozone protection received little or no attention.

In 1994 SA became a full and active member of the global community and also a member of the Group of 77 and China – which was the group representing the developing countries within the multilateral arena. Since 1994, SA has become a country firmly committed to promoting democracy, peace and security, environmental protection, sustainable development and

poverty eradication, not only in SA but also in southern Africa, the continent and globally.

SA plays a critical role in the Multilateral Environmental Agreements (MEAs) and forums like AMCEN, UNEP, GEF and



The United Nations Convention to Combat Desertification is of particular concern to African countries.

CSD. SA articulates a position, which resonates with, and is backed by, many developing countries. It hosted the World Summit on Sustainable Development in September 2002 and was asked to facilitate the agreement on the Kyoto Protocol.

In 2003 the country chaired the 11th Session of the Commission on Sustainable Development, which produced the implementation track for the outcomes of the Johannesburg Plan of Implementation, and hosted the IUCN World Parks Congress. SA is also a founding member of the Group of Like-Minded Countries with Mega-Biodiversity (others include Mexico, Brazil, India and China).

During the ten years of democracy, SA has acceded to and ratified:

- Basel Convention on the

Control of Transboundary Movements of Hazardous Wastes and their Disposal (1994);

- Convention on Biological Diversity (CBD) and Cartagena Biosafety Protocol (1995 and 2003 respectively);
- United Nations Framework Convention on Climate Change (UNFCCC) and its strengthening instrument, the Kyoto Protocol (1997 and 2003 respectively);
- United Nations Convention to Combat Desertification (UNCCD) in Countries Experiencing Serious Droughts and/or Desertification, Particularly in Africa (1997);
- World Heritage Convention (1997);
- Rotterdam Convention on Prior Informed Consent (2002);
- Stockholm Convention on (POPs) Persistent Organic Pollutants (2002);
- United Nations Law of the Sea Convention (1997);
- The Convention on the Conservation and Management of Fishery Resources in the South East Atlantic Ocean – the SEAFO convention (2001);
- The Abidjan Convention for Cooperation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Regions and Related Protocols (2003);
- The Nairobi Convention for the Protection, Management and Development of the Marine and Coastal Environment of the East African Region and Related Protocols (1996);
- Straddling Fish Stocks Protocol (2003);
- Albatrosses and Petrels Agreement (2003);
- SADC Fisheries protocol (2003); and
- SADC Tourism Protocol (2002).



Johannesburg and other major cities are now updating their State of the Environment Reports.

Our active participation in the international arena has enabled us to tap into various multilateral funding sources available to developing countries, to meet global environmental commitments. Through the Global Environmental Facility, we have been able to access over US\$ 80 million in grant funding for national, sub-regional and regional environmental projects with global significance such as:

- Richtersveld Community Biodiversity Conservation Project (US\$ 902 000);
- C.A.P.E. Biodiversity and Sustainable Development Project (US\$ 11.3 million);
- Agulhas Biodiversity Initiative (ABI) (US\$ 3.279 million);
- Enabling Activities for the Stockholm Convention on Persistent Organic Pollutants (POPs) National Implementation Plan for South Africa (US\$ 499 000);
- African Ivory Stockpile Programme (US\$ 23.5 million);
- South Africa Wind Energy Programme (US\$ 295 000);
- Pilot Production and Commercial Dissemination of Solar Cookers in South Africa (US\$ 800 000);
- Maloti Drakensberg Transfrontier Conservation and Development (US\$ 15. 548 million);
- Greater Addo Elephant National Park (US\$ 5.839 million);
- Benguela Current Large Marine Ecosystem (US\$ 15.114 million);
- Southwest Indian Ocean Fisheries Project (SIOFP) (US\$ 8.35 million).

Furthermore, SA has been accepted into the GEF Small Grants Program which unlocks US\$ 500 000 per annum for community-based environmental projects.

SA has entered into a series of strategic bilateral agreements, which are mobilising financial and technical resources for the environment and tourism sectors

in SA. Bilateral funding has supported, amongst other things, the rights allocation process and transformation within the fisheries



The State of the Rivers report was published in 2002.

sector, improvement of air quality in the Durban South Industrial basin, World Heritage Sites such as Robben Island, the Cradle of Humankind and Mapungubwe, sustainable coastal livelihoods and capacity-building for integrated environmental management in the North West Province. Bilateral agreements have also contributed to unlocking new tourism markets such as the Approved Destination Status awarded to SA by China.

On the continent SA has been on the steering committee of the AMCEN, which has played a key role in the development of the action plan for the Environment Initiative of NEPAD and continues to play a leading role in the implementation of the action plan. The Environment Initiative is a coherent action plan to address the region's environmental challenges while at the same time combating poverty and promoting

socio-economic development.

SA plays a leadership role in articulating its own interests as well as those of countries in the SADC, Africa and other developing countries, and continues to give global leadership on sustainable development. It is uniquely placed to interact with the main interests in the field as represented by the United States of America, the European Union, oil producing countries, Africa, and developing countries generally. The South African Government strongly believes that poverty and global inequality are the greatest obstacles to sustainable development. These obstacles can only be addressed through common but differentiated responsibilities and through a strong and equitable multilateral system.

### **State of Environment Reporting**

Reporting on the state of the South African environment is vital to making objective, coherent and scientifically credible information readily available to the public and decision makers, and to plan for effective environmental management.

Before 1994, little information on the condition of the environment was available to the general public. In many instances information was scattered, inaccessible, or in a format and language that could not be understood by the layperson. In 1998, the department started to implement a comprehensive State of the Environment Programme.

The purpose and objectives of the State of the Environment Reporting Programme are to:

- Provide objective, accurate



A Vegetation Map of South Africa, Lesotho and Swaziland (the VEGMAP) has been completed.

and scientifically credible information about the condition and prospects of the South African environment;

- increase public understanding of these issues;
- continue the development of national environmental indicators, and report on these indicators;
- provide an early warning of potential problems;
- report on the effectiveness of policies and programmes designed to respond to environmental change, including progress toward achieving environmental standards and targets; and
- make recommendations for the strengthening of policies and programmes.

SA was the first country in the developing world to have State of Environment Reports (SoER) on all three levels of government –

municipal, provincial and national. Without measurement tools like SoERs, progress towards sustainable development is often uncoordinated and difficult to monitor.

The National SoER, first completed in 1999, has been continuously updated with the latest information. It now also includes the State of Environment internet portal. In 2000, SoER on the metropolitan level for Cape Town, Durban, Johannesburg, and Pretoria, were launched. As part of the ongoing improvement and updating of information, a completely new National SoER will be published in 2005.

The SoER was designed to improve access to relevant, accurate, up-to-date environmental information on the state of the environment in accordance with Section 31(1) (a) of NEMA. Since the release of the National and

Metropolitan SoER, reports were released for Midrand, North West Province, Mpumalanga, and Mangaung. All the remaining provinces are engaged in producing SoERs reports and most of these will be available towards the middle of 2004. Several local authorities have started state of the environment initiatives in 2002. These local authorities include Mbombela, Ekurhuleni, Mogale City and Sedibeng. Apart from these local authorities, the cities of Cape Town, Johannesburg and Tshwane (Pretoria) are in the process of updating their SoERs.

These authorities have been able to draw on a guideline document and training manual for SoE reporting developed by DEAT. It is aimed at government representatives who are monitoring and spreading environmental information and

awareness. The guidelines have been made simple and easy to follow. The production of a SoER guideline document for local authorities is underway.

The SoER's of Cape Town and Johannesburg were of particular interest during the WSSD, which took place in Johannesburg in 2002.

A State of Environment guideline for schools is also being developed.

- The directorate also established two new Internet portals, one on maps and mapping and one on environmental indicators. The aim is to use the Internet extensively to make environmental information in the form of maps and indicators more accessible. Users can download maps and make simple queries from them and the indicator database. Work on a GIS Intranet facility is well on its way and will be completed by the 3rd quarter of 2004. The SoERs (national, provincial and municipal) can be found

on the website [www.environment.za/soer/](http://www.environment.za/soer/).

### **The Environmental Potential Atlas (ENPAT)**

The ENPAT is a geographic information system compiled by DEAT that gives continuously updated information on South African land and resource issues. These include, for example biological productivity, the erodibility index of soils, water availability per capita and vegetation types.

ENPAT products can be used for development planning, environmental impact management, tourism development, management of tourism resources, planning of conservation areas, poverty eradication and community development, and utilisation of natural and cultural resources.

Since 2004, the department has continuously updated the information contained in ENPAT. In the most recent years, ENPAT concentrated on various South African conservation projects, including:

- Kruger-Limpopo Transfrontier Conservation Area (TFCA);
- Maloti-Drakensberg TFCA;
- Richtersveld TFCA;
- Maputaland TFCA;
- Pondoland Conservation Area;
- Greater Addo National Park; and the
- Cape Project (Baviaanskloof, Cederberg and Gouritz areas).

This database provides valuable information for the sustainable management of these areas.

One of the by-products of ENPAT is an educational compact disc (CD) called Enviro-Info. It is designed specifically for learners and teachers in secondary schools. It contains 240 national and provincial maps covering a variety of bio-physical and socio-economic topics based on ENPAT data. It also provides background information to the international tourist who wants to visit South Africa. The information on the Enviro-Info CD is constantly being updated.

In addition, a VegMap of SA, Lesotho and Swaziland (also known as NBI's VEGMAP project) was completed. This project, sponsored by DEAT and implemented by the NBI, provides an update of the conservation status of the country's vegetation types. Current floristic information that includes an update of the conservation status of all vegetation types, is available in electronic format for rapid dissemination and analyses. A publication on the vegetation of SA, Lesotho and Swaziland is planned for later this year.

The State of Rivers report was published in 2002. DEAT is one of the sponsoring organisations on the River Health Programme. As part of this programme, it provided financial assistance through the Norwegian-South African Environmental Cooperation Agreement for the completion of



The constitution guarantees all citizens the right to an environment that is not harmful to their health or well-being.



the State of Rivers reports, which focus on Hartenbos and Klein Brak in the Western Cape, respectively.

## Communications

In dealing with the challenges of operating as a more transparent and accessible Government, as well as overcoming criticism that overall government communications were just not able to service relations with the media, Cabinet resolved to undertake an investigation to assess the state of Government communications and to suggest solutions.

Under the directive of the then Deputy President, Thabo Mbeki, the Task Group on Government Communications (known as Comtask) was appointed. It included various respected personalities based in the media, advertising, marketing, communications, development, business and government sectors. Following various presentations and site visits inside and outside the country, Comtask found that there was a need to restructure and refocus Government communications.

Informed by Comtask's recommendations, Cabinet resolved that Government communications not be approached as a mere administrative support function, but be transformed as a key strategic area that should guide the programme of Government. To realise this objective a number of interventions had to be made:

- A senior manager was to be appointed to manage the communications functions of departments and their Ministries. This senior manager was to have easy, direct and unmediated access to the Minister, Deputy Minister, Director-General and senior managers of their department.
- This senior manager was to be



The Environmental Potential Atlas can be used for poverty eradication and community development.

- involved in the management structures of departments.
- Departments' planning and budgeting processes had to include communications and marketing needs.
- Government communications had to be integrated between departments and their Ministries, across departments and between national and provincial government.
- The head of Government's



Comtask was established to restructure Government communications.

communications service should serve as ex officio in Cabinet.

The Department has now been transformed to most of Contask's requirements communications function.

Motivated by Cabinet's decision, the department restructured its communications operations. Communications is now a Chief Directorate and its manager has direct access to the Director-General and Minister. Line functions are being motivated to budget for communications and marketing needs.

The department's communications strategies are consistent with overall government priorities, Cabinet directives and Ministerial concerns.

# POVERTY RELIEF

In 1999, DEAT initiated its Poverty Relief Programme. In implementing this programme, the department has focused on job creation, stimulating SMME creation, empowerment of communities through training programmes in the tourism and environmental spheres and the creation of sustainable enterprises that will result in permanent job opportunities.

The National Poverty Relief Programme was introduced in 1999 as a vehicle for creating employment opportunities by Government departments. A number of departments, among which DEAT is a major role player, were selected to implement this programme within their spheres of responsibility.

As a leading department in the sustainable development agenda, DEAT has an opportunity to work with communities and other stakeholders to contribute to alleviating poverty while actively engaging in its core business.

DEAT's Poverty Relief Programme sought to identify and support projects in the broad categories of environment and tourism to support nation building. What is of

paramount importance in the programme is that all opportunities for employment do not necessarily require high levels of skills and education and therefore cater for the grossly unskilled majority.

The Department's Poverty Relief Programme started with a budget of R75 million – this amount has increased steadily and in the financial year 2003/4, DEAT received a poverty relief budget of R300 million.

## STRATEGIC APPROACH

A dedicated project management unit was created within DEAT to provide effective and efficient implementation of the Poverty Relief Programme. This unit has representation at national and provincial levels and provides dedicated focus and hands-on support to the planning, screening, approval and overall management and implementation of the programme. The implementation involves interaction between various

stakeholders such as provincial government departments, district and local municipalities, and project implementers.

The success of the programme can be attributed to a vigorous management system supported by a Web-based Computerised Project Management System that facilitates communication between various stakeholders and provides up-to-date accessibility to information.

## ACHIEVEMENTS

### Job Creation

When finalising business plans for Poverty Relief projects, the aim is to ensure that at least 30% of the funding granted by DEAT is for community wages. In addition, the project is an economic injection



into the local economy by using local labour and service providers.

Up until 2004, more than 34 632 temporary job opportunities were created where 45% of the people employed were women, 22% were youth between 18 and 25 years of age, and 2% were disabled. The number of permanent jobs created are 2 324. Of these 45% went to women, 15% to youth and 1% to people with disabilities. (Temporary jobs are defined as jobs created during the project, and permanent jobs are those sustained by the project after completion.)

DEAT is a major implementer and leader of the poverty relief programme. DEAT's success in implementing poverty relief derives from its clear vision, the business plan concept and a robust management system. The major pillars of its management system are the Programme Management Unit (PMU), including PPMs and implementers. The PMU's openness to ideas and

its willingness to learn and continuously adapt has enabled DEAT to remain on the cutting edge of programme implementation and management. It is this learning and adapting that has made DEAT a leader in poverty relief implementation. (UNDP, Evaluation of DEAT Poverty Relief Programme: September 2003).

### Training

The high level of unemployment in SA makes job creation a crucial challenge. But job creation without skills development and training does not lend itself to sustainable employment.

Training is a crucial element of all Poverty Relief Projects, with 10% of job days to be utilised for this purpose. More than 29 672 people have been trained in literacy, numeracy, life skills, managerial skills, vocational and task-related skills and tourism.

### Social Impact

This programme has created

community assets that can be used as a basis for equity participation with the private sector, or the leverage with which to gain access to donor or other funding.

The programme needs to investigate measures of evaluating the impact that income transfers through projects have had on household poverty.

### BEE / SMME

A total of 1 024 SMMEs have been created and 1 207 used for construction, manufacturing, retail, tourism, marketing and other services during implementation. 11% of the funding for projects has been channelled to SMMEs.

### CHALLENGES AHEAD

Integrated Sustainable Rural Development and Urban Renewal Programmes





environment, heritage, biodiversity and land care. These objectives fit within the broader objectives of Government such as poverty reduction, transformation, empowerment, urban and rural development, growth and job creation. The sector has clustered these into a number of core programmes namely:

- Sustainable Land-Based Livelihoods.
- Working for the Coast.
- People and Parks.
- Working for Tourism.
- Working on Waste.

The sector programmes have been consolidated under the umbrella brand “Faranani - Working together in building a foundation for the future”.

In his State of the Nation Address of February 2001, President Thabo Mbeki announced thirteen rural nodes and eight urban nodes for initial intervention. It is envisaged that a roll-out process will be established over time to all rural District Municipalities.

**Expanded Public Works Programme (EPWP)**

The EPWP is one of the key programmes to emanate from the Growth and Development Summit agreement.

The key objectives of the programmes are:

- Investment in economic and social infrastructure.
- Promotion of human resource development.
- Development of enterprises
- Development of local government capacity.
- Alleviation of poverty.
- Strengthening of the criminal justice system within the nodes.

DEAT, in its leading role, will ensure practical alignment of its core programmes with the objectives of the ISRDP and URP, through their Poverty Relief Programme by ensuring that at least 40% of funding available is directed to the nodes to foster the implementation and integration of sustainable development initiatives for local economic benefits.

EPWP has a focus on using Government expenditure to provide employment opportunities and training to unemployed people. The programme has been introduced by dividing the public sector into four sub-sectors namely, Environment and Culture, Economic, Infrastructure and Social. DEAT has been mandated as the leading department for the Environment and Culture Sector.

The objectives of the programmes within this sector are to achieve the immediate social benefits of the overall EPWP, while generating useful outputs in the fields of



# Notable Projects

- The Hector Pieterse Memorial Square is dedicated to the 14-year-old schoolboy who was one of the first fatalities of the 1976 Soweto Uprising. It has become one of the most important heritage sites in South Africa, and the first choice destination for foreign dignitaries. A visitor's centre has been established there, incorporating a large memorial square, museum, art gallery, craft stalls and a garden, and it now employs ten people on a permanent basis.

- Intabazwe Route and Harrismith Tourist Office: Through DEAT, the town's tourist office was renovated and a route was developed in the township with an emphasis on its history. An exceptional woman by the name of Joyce Muhle Mthembu initiated and drove these projects. The office received income from a history book she wrote and which is sold to the tourists and the public. Other income is generated through advertising, enquiries and bookings. The route is very popular, attracting numerous tourists and also has a dedicated website. Unemployed women were trained through the project in the art of beadwork and their Christmas decorations were sold to the public. Joyce Mthembu attended the Tourism Indaba in 2003 and was awarded the Tourist Development Award. She also won an AA award for her participation in Tourism.

- The Kingdom is remarkable in terms of DEAT money leveraging more capital. The Department's Poverty Relief Programme created the seed capital of R1.5m which created the catalyst for private investment and loan funding to the value of R12.5 million – a total investment of R14 million to date. It has also been successful in being able to create approximately sixty permanent jobs, one of which is William Dube, one of the Zulu dancers. William first found work in one of the Coastcare projects (Dolphin Coast area) and then applied at The Kingdom where he is now very proud to have successfully qualified as a tour guide.

- Khoisan Village Accommodation Units: The project built eight self-catering units to replace the ones that were burnt in a forest fire some years ago. They are now fully operational and generated a surplus in their first year of operation. The Tsitsikamma Forest Village Trust is a successfully functional tourism service provider. This facility has expanded their range of products available to the public.



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