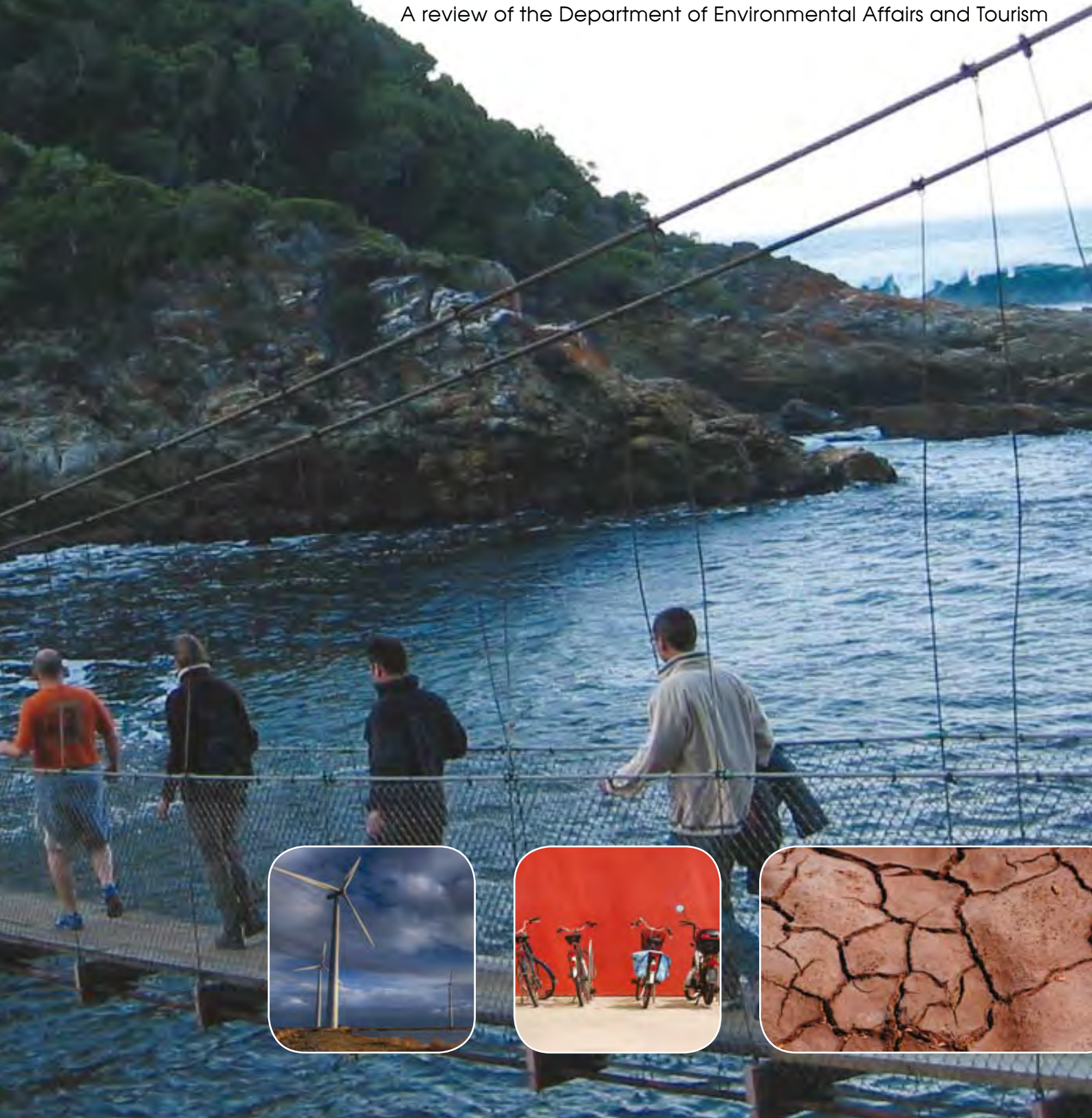


# Fifteen Years

A review of the Department of Environmental Affairs and Tourism



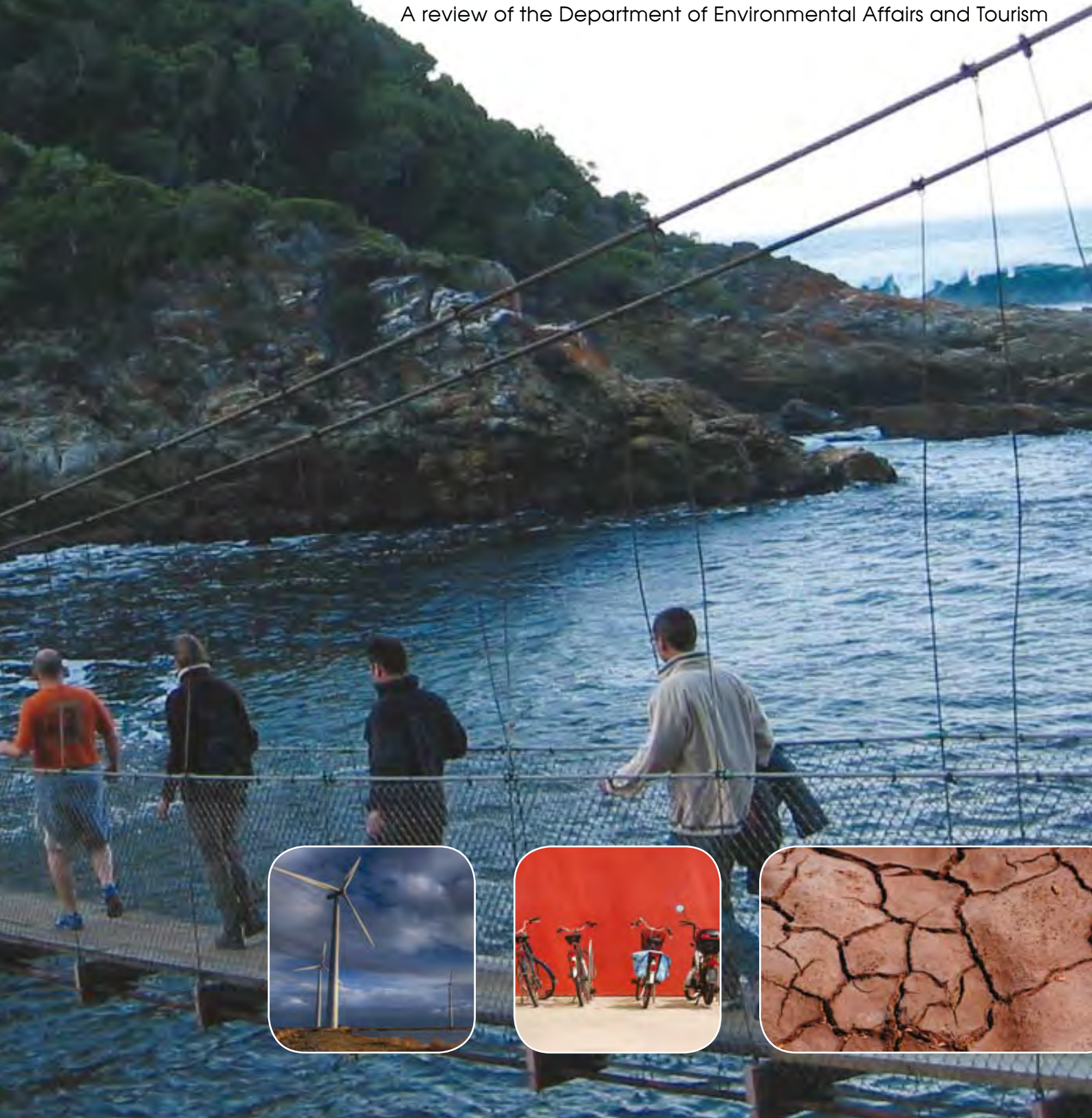
environment  
& tourism

Department:  
Environmental Affairs and Tourism  
REPUBLIC OF SOUTH AFRICA



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# Contents

*A closer look at the approach to and results of environmental management and tourism development over the past 15 years of South Africa's democracy, together with a brief look at the future strategic direction of the department.*

*This report represents the views of the Department of Environmental Affairs and Tourism and its public entities only, and serves as a report on what the department and its entities have done over that period.*

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This publication of the Department of Environmental Affairs and Tourism reviews the progress that has been made since 1994 in terms of environmental management and tourism development, while it examines the department's future strategic direction in order to identify key priorities for the next term of government.

It provides a broad overview of the macro environment, while contextualising the development and implementation of policy, legislation and strategies for both the environment and tourism sector. It also reports on the success with which the department has delivered on its constitutional mandate, while contributing to the delivery of the constitutional mandate, including poverty eradication, job creation and economic growth.

It reports on the work of the department as performed by its six branches (Administration and Support, Environmental Quality and Protection, Marine and Coastal Management, Tourism, Biodiversity and Conservation, and International Cooperation and Resources) and five public entities (South African Tourism, the South African National Biodiversity Institute, South African National Parks, iSimangaliso Wetland Park, and the South African Weather Service).

Finally, it provides a glimpse of the organisation's functionality and the governance framework that supports such functionality. The review also looks at cooperative governance across the various spheres of government (national, provincial and local).

# Introduction

Following the country's fourth democratic election, South Africa can reflect on its achievements and challenges over the past five years of the previous electoral period, within the broader context of 15 years of service delivery in a democratic South Africa in order to effectively prepare for the delivery of the next mandate.



The Kruger National Park: one of South Africa's world heritage sites.





# Strategic *overview*

In its quest for better use and management of the natural environment, the Department of Environmental Affairs and Tourism is guided by its constitutional mandate, as contained in section 24 of the Constitution. The tourism mandate is contained in the Tourism Amendment Act (Act No 8 of 2000).

Section 24 of the Bill of Rights in the Constitution (Act No 108 of 1995) states that:

“Everyone has the right:

- to an environment that is not harmful to their health or wellbeing; and
- to have the environment protected for the benefit of present and future generations, through reasonable legislative and other measures that:
  - prevent pollution and ecological degradation;
  - promote conservation; and
  - secure the ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.”

The White Paper on Tourism Development and Promotion, 1996, states that: “Tourism can be an engine of growth, capable of dynamising and rejuvenating other sectors of the economy.”

Based on its constitutional mandate, the Department of Environmental Affairs and Tourism (DEAT) developed policies, legislation and strategies to put this mandate into action.

## VISION

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

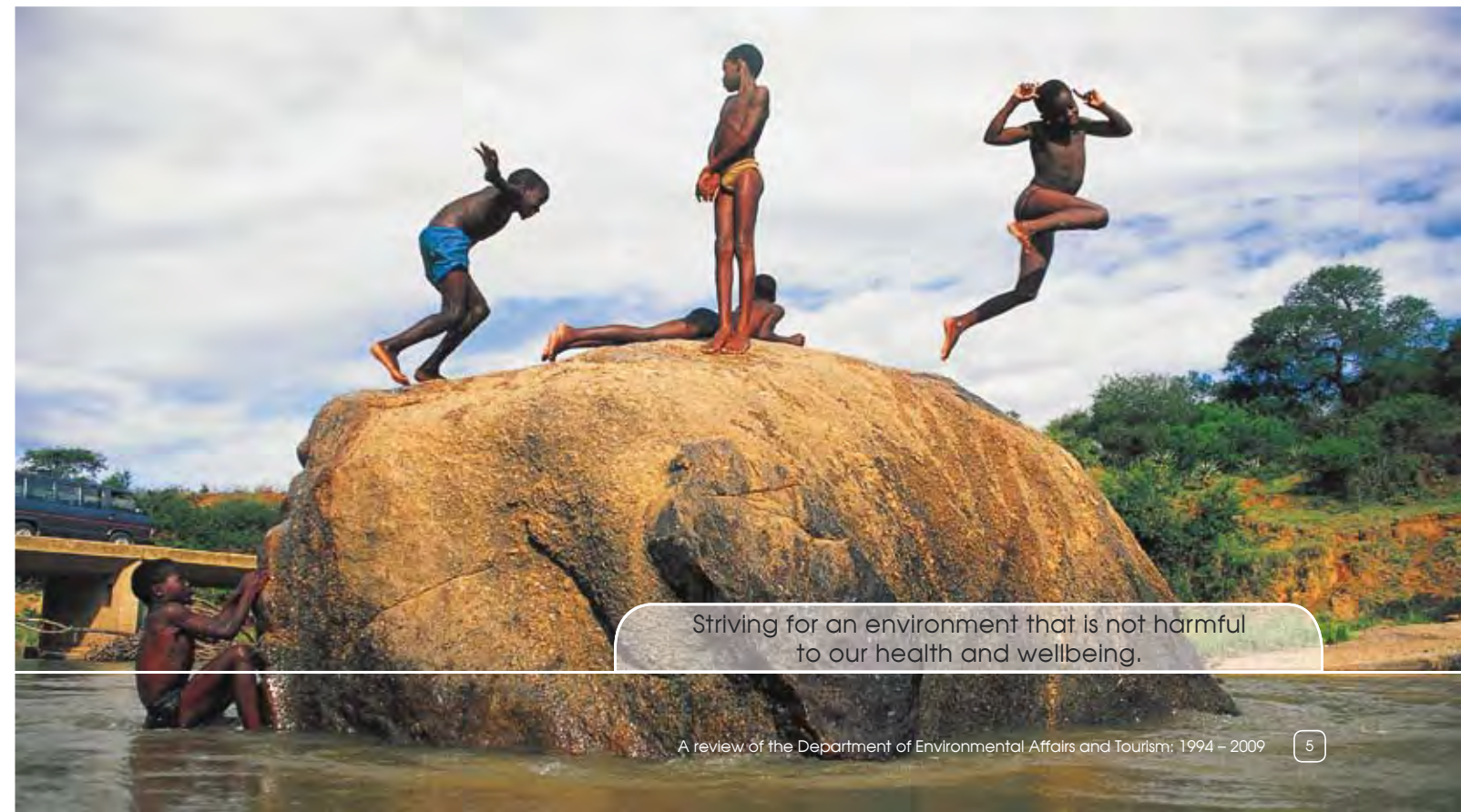
## MISSION

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

- creating conditions for sustainable tourism growth and development;
- promoting the sustainable use and conservation of our natural resources;
- protecting and improving the quality and safety of the environment;
- promoting a global sustainable development agenda; and
- transforming the department, statutory bodies and economic sector for which we are responsible.

## VALUES

- It is a people-centred organisation
- It acts with integrity
- It is performance-oriented
- It strives for sustainability





## LEGAL MANDATE

The mandate and core business of the Department of Environmental Affairs and Tourism is underpinned by the Constitution and all other relevant legislation and policies applicable to the government, including the Batho Pele White Paper and legislation such as the Promotion of Administrative Justice Act, 2000 (Act No 3 of 2000), the Promotion of Access to Information Act, 2000, (Act No 2 of 2000), the Protected Disclosures Act, 2000 (Act No 26 of 2000), and the Public Service Act, 1994, which advances the principles of *Batho Pele*.

In addressing the imperatives for sound environmental management and tourism development, the following are among the pieces of legislation and policies that have been enacted to give effect to the constitutional environmental rights of all South Africans:

### Acts of Parliament

- **The National Environmental Management Act (NEMA)**, 1998, (Act No 107 of 1998), which establishes the concepts of participatory, cooperative and developmental governance in environmental management. It establishes principles for environmental management and provides for structures to facilitate these.
- **The National Environmental Management Amendment Act**, 2002 (Act No 56 of 2002), which deals with the prohibition, restriction or control of activities that are likely to have a detrimental effect on the environment.
- **The National Environmental Management Amendment Act**, 2003 (Act No 46 of 2003), which deals with compliance and enforcement and provides for environmental management inspectors.
- **The National Environmental Management Amendment Act**, 2004 (Act No 8 of 2004), which streamlines the process of regulating and administering the impact assessment process.

- **The National Environmental Management Amendment Act**, 2008 (Act No 62 of 2008), which empowers the Minister of Minerals and Energy to implement environmental matters in terms of the National Environmental Management Act, 1998, in so far as it relates to prospecting, mining, exploration or related activities; and aligns environmental requirements in the Mineral and Petroleum Resources Development Act (MPRDA) (Act No 28 of 2002), with NEMA (1998). It provides for the use of one environmental system by providing for environmental management programmes, and further regulates environmental authorisations.
- **The World Heritage Convention Act**, 1999 (Act No 49 of 1999), which provides for the cultural and environmental protection and sustainable development of world heritage sites.
- **The National Environmental Management: Biodiversity Act**, 2004 (Act No 10 of 2004), which significantly reforms South Africa's laws regulating biodiversity. It sets out the mechanisms for managing and conserving South Africa's biodiversity and its components; protecting species and ecosystems that warrant national protection; the sustainable use of indigenous biological resources; the fair and equitable sharing of benefits arising from bioprospecting, including indigenous biological resources; and the establishment of the South African National Biodiversity Institute.
- **National Environmental Management: Protected Areas Act**, 2003 (Act No 57 of 2003), which provides for the protection and conservation of ecologically viable areas. It further provides for the establishment of a national register of protected areas and the proclamation and management of these areas.
- **The National Environmental Management: Protected Areas Amendment Act**, 2004 (Act No 31 of 2004), which provides for a national system of protected areas in South Africa as part of a strategy to manage and conserve the country's biodiversity.

A significant part of this act is that the state is appointed as the trustee of protected areas in the country.

- **The National Environmental Management: Air Quality Act**, 2004 (Act No 39 of 2004), which reforms the law regulating air quality in order to protect the environment by providing reasonable measures for the prevention of pollution and ecological degradation and for securing ecologically sustainable development; and provides for national norms and standards regulating air quality monitoring.
- **The National Environmental Management: Integrated Coastal Management Act**, 2008 (Act No 24 of 2008), which establishes a system of integrated coastal and estuarine management in the Republic; ensures that development and the use of natural resources within the coastal zone is socially and economically justifiable and ecologically sustainable; determines the responsibilities of organs of state in relation to coastal areas; controls dumping at sea and pollution in the coastal zone; and gives effect to South Africa's international obligations in relation to coastal matters.
- **The National Environment Laws Amendment Act**, 2008 (Act No 44 of 2008), which amends the National Environmental Management Act, 1998, so as to clarify an uncertainty in the act; authorises the Minister of Water Affairs and Forestry to designate persons as environmental management inspectors; provides for environmental management inspectors to be regarded as peace officers as contemplated in the Criminal Procedure Act, 1977; and amends the National Environmental Management: Air Quality Act, 2004, so as to substitute Schedule 1 to that act.
- **The National Environmental Management: Waste Act**, 2008 (Act No 59 of 2008), which reforms the law regulating waste management in order to protect health and the environment by providing reasonable measures for the prevention of pollution; provides for national norms and standards for regulating the management of waste by all spheres of government; and

provides for the licensing and control of waste management activities.

- **Tourism Act**, 1993 (Act No 72 of 1993), which makes provision for the promotion of tourism to and in the Republic and for the further regulation and rationalisation of the tourism industry.
- **South African Weather Service Act**, 2001 (Act No 8 of 2001), which established the South African Weather Service; determined its objects, functions and method of work, the manner in which it is to be managed; and governs and regulates its staff matters and financial affairs.
- **Marine Living Resources Act**, 1998 (Act No 18 of 1998), which deals with the long-term sustainable utilisation of marine living resources and the orderly access to exploitation, utilisation and protection of certain marine living resources in a fair and equitable manner to the benefit of all South African citizens.
- **Sea Fishery Act**, 1988 (Act No 12 of 1988), which was largely replaced by the Marine Living Resources Act, but retained the provisions relating to the imposition of levies and the regulation of certain non-living marine resources.
- **Seashore Act**, 1935 (Act No 21 of 1935), which declares the President to be the owner of the seashore and the sea within South Africa's territorial waters and regulates the granting of rights and alienation thereof. (To be repealed by the Integrated Coastal Management Act.)
- **Seabirds and Seals Protection Act**, 1973 (Act No 46 of 1973), which provides for control over certain islands and rocks for the protection and the control of the capture and killing of seabirds and seals.
- **Dumping at Sea Control Act**, 1980 (Act No 73 of 1980), which regulates the control of dumping substances at sea. (To be repealed by the Integrated Coastal Management Act.)
- **Antarctica Treaties Act**, 1996 (Act No 60 of 1996), which provides for the implementation of certain treaties relating to Antarctica.



The following bills have been adopted by both Houses of Parliament and are awaiting the President's assent:

- **The National Environment Laws Amendment Bill**, which amends the Atmospheric Pollution Prevention Act, 1965, so as to adjust the penalties provided for in the said act, the Environment Conservation Act, 1989, so as to adjust the penalties provided for in the said act, the National Environmental Management: Air Quality Act, 2004, so as to provide for a processing fee to review a licence, and to include directors or senior managers in a juristic person for the criteria for a fit and proper person.
- **The National Environmental Management: Protected Areas Amendment Bill**, which provides for the assignment of national parks, special parks and heritage sites to South African National Parks; makes provision for flight corridors and permission of the management authority to fly over a special national park, national park or heritage site; and provides for the winding up and dissolution of South African National Parks.

## Regulations

### Marine Living Resources Act, 1998 (Act No 18 of 1998)

- **Regulations in terms of the Marine Living Resources Act**, which are general regulations for all fishing sectors, fishing harbours and mariculture.
- **Regulations for the management of the Table Mountain Marine Protected Area**, which provide for zonation and control of activities in the marine protected area.
- **Regulations for the management of the Aliwal Shoal Marine Protected Area**, which provide for zonation and control of activities in the marine protected area.
- **Regulations for the management of the Pondoland Marine Protected Area**, which provide for zonation and control of activities in the marine protected area.
- **Regulations for the management of the Bird Island Marine Protected Area**, which provide for zonation and control of activities in the marine protected area.
- **Regulations for the management of the Still Bay Marine Protected Area**, which provide for zonation and control of activities in the marine protected area.

- **Regulations to manage boat-based whale-watching and the protection of turtles**, which promote the economic growth of the boat-based whale-watching industry and to redress past racial and gender discrimination in this industry; provide for control of the boat-based viewing of whales and dolphins, so that these activities may take place in a manner that does not threaten the safety of individuals or the wellbeing of the whales and dolphins; and provide for control over the viewing of turtles to protect and minimise any adverse impact on turtles.
- **Regulations for the management of white shark cage diving**, which promote the economic growth of the white shark industry and redresses past racial and gender discrimination in this industry; provide for control over diving to view white sharks or the boat-based viewing of white sharks, so that these activities may take place in a manner that does not threaten the safety of divers or the wellbeing of the white sharks; and provide for control over the number of white shark cage diving operations in order to manage any adverse impact on white shark behaviour and to protect white sharks.
- **Regulations for the protection of wild abalone (Haliotis)**, which enable the implementation of the emergency suspension of the abalone fishery and establishes measures for the protection of wild abalone to promote the recovery and rebuilding of the wild abalone resource.

### Environment Conservation Act, 1989 (Act No 73 of 1989)

- **Regulations on the management of waste tyres**, which regulate the management of waste tyres by providing for the regulatory mechanisms.

### National Environmental Management Act, 1998 (Act No 107 of 1998)

- **Environment Impact Assessment Regulations**, which regulate procedures

and criteria, as contemplated in Chapter 5 of NEMA, for the submission, processing, consideration and decision of applications for environmental authorisations of activities and for matters pertaining thereto. The Minister has just published draft revised EIA Regulations, under section 24(5) of the NEMA, 1998, for public comment.

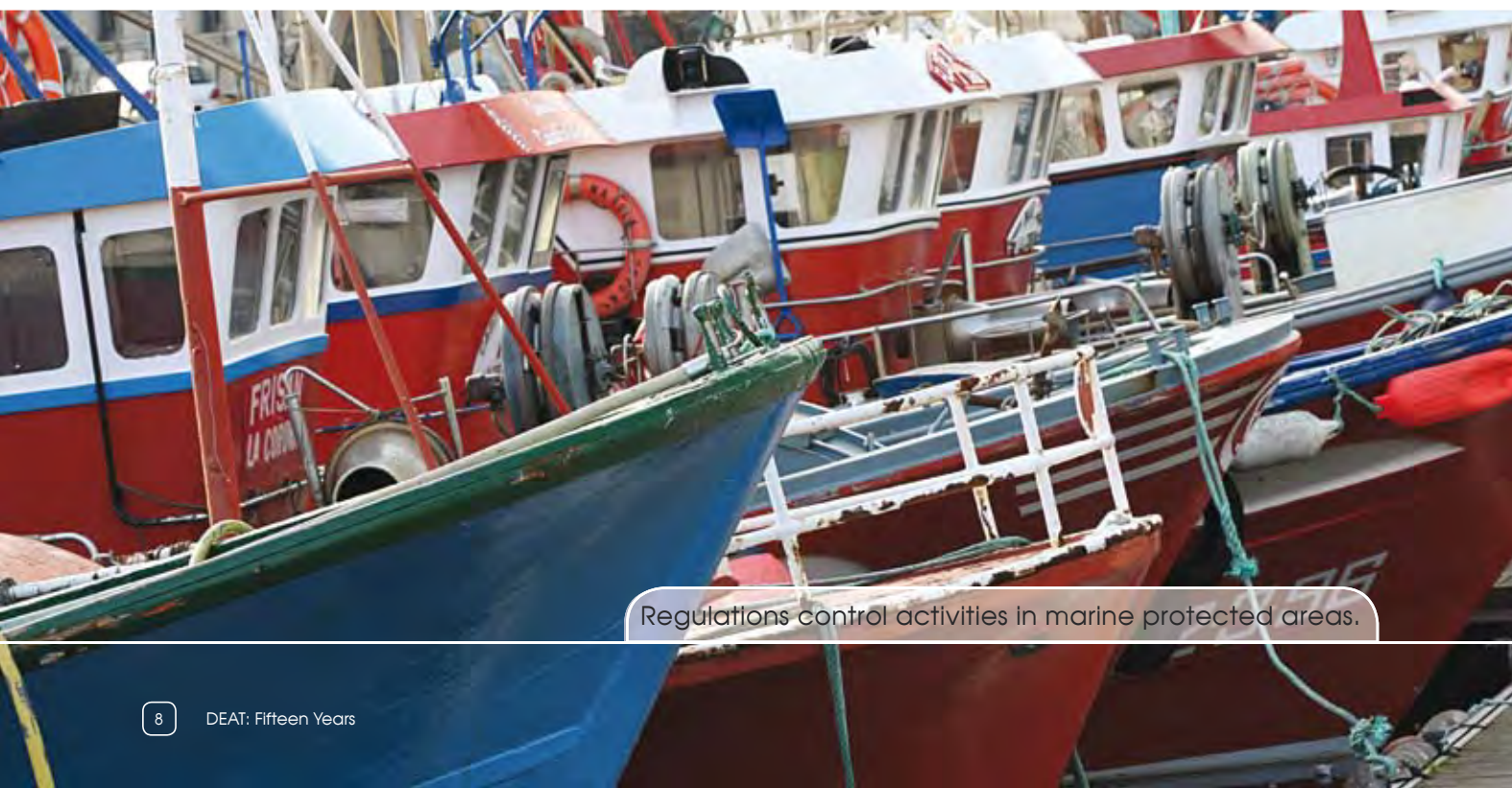
- **Regulations on the control of vehicles in the coastal zone**: The original regulations were made in 2001 and were amended in 2004. The amended regulations centre on imposing a general duty of care on persons using 4x4 vehicles in the coastal zone, as well as a general prohibition on the use of 4x4 vehicles in the coastal zone unless it is a permissible use.

### National Environmental Management: Biodiversity Act, 2004 (Act No 10 of 2004)

- **Threatened or Protected Species Regulations**, which further regulate the permit system set out in Chapter 7 of the Biodiversity Act for threatened or protected species.
- **Bioprospecting, Access and Benefit-Sharing Regulations**: While the Biodiversity Act was promulgated in 2004, the regulations relating to Chapter 6 (Bioprospecting, Access and Benefit-sharing) and Chapter 7 (Permit System) came into force on 1 April 2008. These regulations further regulate the permit system set out in Chapter 7 of the Biodiversity Act in so far as that system applies to bioprospecting involving any indigenous biological resources; set out the contents of, and the requirements and criteria for benefit-sharing and material transfer agreements; and protect the interest of stakeholders.

### World Heritage Convention Act, 1999 (Act No 49 of 1999)

- **Regulations in connection with the Greater St Lucia Wetland Park**, which seek to ensure that effective measures are taken for the



Regulations control activities in marine protected areas.



protection, conservation and presentation of the World Heritage Convention values in the Greater St Lucia Wetland Park.

- **Regulations for the Establishment of the Greater St Lucia Wetland Park Authority:** The name Greater St Lucia Wetland Park Authority was later changed to iSimangaliso Wetland Park Authority.
- **Regulation for the Proclamation of the Richtersveld Cultural and Botanical Landscape as a World Heritage Site**

## Policies

### Policies relating to the fishing sector and non-consumptive marine living resources

- **Marine Fisheries White Paper, 1997**, which initiated the framework for fisheries policy formulation addressing issues, access to, historical redress and management of marine living resources, which paved the way for the Marine Living Resources Act.
- **White Paper on Sustainable Coastal Development, 2000:** Flowing from the United Nations Conference on Environment and Development (UNCED) in 1992 and the call for coastal states to prioritise coastal management issues, South Africa embarked on a comprehensive participatory and consultative process to develop a national policy for Sustainable Coastal Development in South Africa. The policy was endorsed by Cabinet and published as the White Paper for Sustainable Coastal Development in South Africa in April 2000.
- **Policy for the management of and allocation of commercial fishing rights in the large pelagics (tuna and swordfish longline) fishery, 2004**, which provides for the allocation of commercial fishing rights in a tuna and swordfish longline fishery in order to establish an economically and environmentally sustainable South African commercial large pelagics longline fishery, which includes pelagic sharks caught by longline.
- **General policy on the allocation and management of long-term commercial fishing rights, 2005:** The general policy, together with the fishery-specific policies, is intended to serve as a guide for the long-term rights allocation process. It describes the core functions of the department that support the rights allocation process. The Minister also considers it necessary for the benefit of applicants to set out some of the department's management objectives for the immediate future.
- **Policy for the allocation and management of commercial fishing rights in the hake deep-sea trawl fishery, 2005**, which sets out the considerations that will apply to the allocation of long-term commercial hake deep-sea trawl fishing rights.
- **Policy for the allocation and management of commercial fishing rights in the inshore trawl fishery, 2005**, which sets out the considerations that will apply to the allocation of long-term commercial inshore trawl fishing rights.
- **Policy for the allocation and management of long-term commercial fishing rights in the Patagonian tooth fish fishery, 2005**, which sets out the considerations that will apply to the allocation of long-term commercial Patagonian tooth fish fishing rights.
- **Policy for the allocation and management of commercial fishing rights in the Oyster Fishery, 2005**, which sets out the considerations that will apply to the allocation of commercial oyster harvesting rights.
- **Policy for the allocation and management of commercial fishing rights in the KwaZulu-Natal prawn trawl fishery, 2005**, which sets out the considerations that will apply to the allocation of long-term commercial KwaZulu-Natal prawn trawl fishing rights.
- **Policy on the allocation and management of long-term commercial fishing rights in the horse mackerel fishery, 2005**, which sets out the considerations that will apply to the allocation of long-term commercial horse mackerel fishing rights.
- **Policy for the management of long-term commercial fishing rights in the demersal shark fishery, 2005**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the small pelagics fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the traditional line fish fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the west coast rock lobster (offshore) fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the west coast rock lobster (nearshore) fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the south coast rock lobster fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the netfish fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the squid fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the tunapole fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the hake longline fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the hake handline fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the KwaZulu-Natal beach seine fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the white mussel fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the abalone fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the allocation and management of commercial fishing rights in the seaweed fishery**, which sets out the considerations that will apply to the allocation of long-term commercial fishing rights in the sector.
- **Policy for the management of marine aquaculture**, which sets up a framework for the sustainable growth of the marine aquaculture industry and the allocation of rights in an equitable and fair manner.
- **Policy on boat-based whale- and dolphin-watching**, which provides a regulatory framework for the protection of whales and dolphins; grows the South African boat-based whale- and dolphin-watching industry through the allocation of a greater number of permits; and transforms the boat-based whale- and dolphin-watching industry.
- **Policy on white shark cage diving**, which provides a regulatory framework for the management and regulation of the white shark cage diving industry.
- **Policy on the management of seals, seabirds and shorebirds**, which provides a framework for the protection and management of seals, seabirds and



shorebirds. This paves the way for the revision of the Seabirds and Seals Protection Act, which is outdated.

### Other policies

- **White Paper on Tourism Development and Promotion, 1996**, which provides a policy framework and guidelines for tourism development in South Africa. It also proposes responsible tourism as the key guiding principle for tourism development.
- **White Paper on Environmental Management, 1998**, which contains the government's environmental management policy and describes the context in which it has been developed. Through this policy, government undertakes to give effect to many rights in the Constitution that relate to the environment. The policy furthermore takes ownership of sustainable development as the accepted approach to resource management and utilisation in South Africa, thus entrenching environmental sustainability in policy and practice.
- **White Paper on Conservation and Sustainable Use of Biodiversity, 1997**, which provides for a coherent biodiversity policy and strategy for South Africa. It furthermore promotes and develops economic opportunities that are compatible with and which complement the conservation and sustainable use of biodiversity.
- **White Paper on Integrated Pollution and Waste Management, 2000**, which outlines government's new thinking in relation to pollution and waste management. Its purpose is to review all existing legislation and prepare a single piece of legislation to deal with all waste and pollution matters. It proposes a number of tools to implement the objectives of the policy it sets out. The most significant of these is a legislative programme that will culminate in new pollution and waste legislation.
- **National norms and standards for the management of elephants in South Africa, 2008**, which set norms and standards for the management of elephants.

- **National moratorium on the trade of individual rhinoceros horns within South Africa:** In terms of a national moratorium, which has been approved by MinMEC, trade in individual rhinoceros horn is prohibited. Only horns that are exported as part of a hunting trophy may be exported with the necessary TOPS and CITES permits. All rhino horns must be strictly controlled by means of individual TOPS hunting permits issued by the issuing authority and must not be included on TOPS standing permits or game farm hunting permits.

### GOALS AND OBJECTIVES

The strategic plan for 2008/09 to 2010/11 guides the department in its quest for better environmental management and enhanced tourism development, while contributing to poverty alleviation, job creation and economic growth. It takes into account the key government priorities set out in the Medium-term Strategic Framework (MTSF).

The strategic plan identifies the following strategic objectives:

Objectives related to the constitutional mandate:

- Create conditions for sustainable tourism growth and development
- Promote the conservation and sustainable utilisation of natural resources to enhance economic growth and poverty alleviation
- Protect and improve the quality and safety of the environment
- Promote a global sustainable development agenda
- Promote sector transformation and job creation

Functionality/governance-related objectives:

- Position DEAT as an employer of choice
- Enhance service delivery and systems improvement
- Promote equitable and sound corporate and cooperative governance
- Enhance the reputation and collective ownership of the sectors

### DEPARTMENTAL PROGRAMMES

The department's mandated responsibilities are performed within the framework of the following six integrated programmes:

- **Administration and Support** provides strategic leadership, corporate services, cooperative governance and information management.
- **Environmental Quality and Protection** develops and implements policies and measures to protect and improve the quality and safety of the environment to give effect to the right of all South Africans to an environment that is not harmful to their health and wellbeing.
- **Marine and Coastal Management** promotes the development and management of South Africa's marine and coastal environments in a way that ensures the sustainability of the marine resources, while maximising economic opportunities and employment creation.
- **Tourism** creates conditions for sustainable tourism growth and development for the benefit of all South Africans.
- **Biodiversity and Conservation** promotes the conservation and sustainable use of natural resources to improve economic growth and poverty alleviation.
- **International Cooperation and Resources** manages the department's international cooperation, obligations and commitments, as well as its Social Responsibility Programme.

The work of the department is supported by the following public entities:

- **South African Tourism**, the national tourism agency that markets South Africa internationally with the aim of increasing the gross domestic product, creating jobs and transforming the industry to truly represent the South African nation.
- **South African National Biodiversity Institute**, an institute that strives to champion the exploration, conservation, sustainable use, appreciation and enjoyment of South Africa's exceptionally rich biodiversity for all people.
- **South African National Parks**, an organisation that promotes the conservation of the country's natural and cultural heritage by managing its network of national parks.
- **iSimangaliso Wetland Park**, the first South African site to be listed as a world heritage site: an area of exceptional cultural and biological diversity that stretches over 330 000 hectares for 220 km along the KwaZulu-Natal coastline.
- **South African Weather Service**, the authoritative voice for weather and climate forecasting in South Africa.



iSimangaliso: South Africa's first world heritage site.





# Executive *summary*

Over the past 15 years, South Africa has seen considerably high levels of economic growth with the participation of previously marginalised people and increased access to basic services such as clean running water, health and electricity.

Significant improvements have also been the implementation of the country's social security policy. On the international front, the country has significantly demonstrated a high level of moral authority in the implementation of its foreign policy, which is in line with the manner in which the country has handled its transition to democracy. The commencement of a democratic dispensation in South Africa in 1994 brought about fundamental changes to the approach to environmental resource management in the country. Constitutionally, people's right to an environment that is not harmful to their health and wellbeing was upheld. In terms of biodiversity management, the preservationist approach gave way to the principle of sustainable use.

The Reconstruction and Development Programme (RDP) – the country's development policy in the new dispensation – clearly recognised the sustainability of the country's natural resource base as a lever, enabler and prerequisite for sustainable economic growth. Sound environmental management was acknowledged as being essential for the reorientation of the South African socio-economic and political landscape to serve its developmental focus. The post-1994 environmental policy (as contained in the White Paper on Environment, the National Environmental Management Act (NEMA) and specific environment management acts such as the Air Quality Management Act, 2004, which promotes better ambient air quality) is fully based on the environmental mandate as outlined in the Constitution.

Spatial apartheid planning and land-use policies impacted negatively on the natural environment, with the large majority of marginalised communities confined to 13% of the land surface area, with limited economic opportunities. These communities had to live off the available resources. This placed tremendous strain on the natural environment.

Upholding of the principles of justice, equity and sustainability in the post-1994 policy approach has led to better management of the natural resource base and recognition of

the people's right to a sustainable livelihood, and a safe and healthy environment. This is evident in the implementation of programmes such as People and Parks and Community-based Natural Resource Management. These principles will continue to inform the implementation of strategies for the expansion and management of the country's protected areas and conservation estate, which currently cover about 6% of the country's land surface area and about 20% of coastline areas. The intention is to bring the terrestrial component of the conservation estate to 8.5% by 2013.

There is also a clear recognition of people's rights to beneficiation and protection against the inappropriate exploitation of their environment. One of the legacies of apartheid policy is the state of waste in the country. Going forward, there is a need to significantly improve waste management practices, particularly as they relate to basic waste management. A significant step in this direction has been the signing of the Waste Management Bill into law early in 2009.

There has been improved respect for environmental legislation after it was given teeth through the establishment of the Environmental Management Inspectorate, which boasts a well-trained force of 975 inspectors, who are looking after the country's environment on the ground. A further achievement in this regard was the recent amendment to NEMA, effectively raising the levels of fines for environmental transgressors. This demonstrates that DEAT takes the 'polluter pays' principle seriously. This will go a long way in saving some of the environment for future generations, while meeting the needs of the current generation.

The pre-1994 era was also characterised by significant disregard for the environment and sustainability. Economic and socio-political considerations were often the main factors informing developmental decision-making. The introduction of the environmental impact assessment (EIA) regime in the country in 1997, which was improved for effectiveness and efficiency in 2006, contributed significantly to



putting the country on a path of sustainability. The pursuit of sustainable development in the country has also been boosted by the Cabinet approval of the National Framework for Sustainable Development (NFSD) during 2008, which lays a solid foundation for the country's sustainable development strategy in terms of the Johannesburg Plan of Implementation (JPOI), which was a result of the World Summit on Sustainable Development in 2002.

One of the most topical issues linked to sustainable development is climate change. South Africa is the largest emitter of greenhouse gases (GHGs) on the continent. This is largely due to the fact that the country's economy is energy-intensive and most of the energy is from coal-fired power stations. There is certainly a need for a paradigm shift in the manner in which the country currently does business.

There is no question as to the levels of commitment by the South African government to deal with the challenges of climate change. During 2008, Cabinet approved the Long-Term Mitigation Scenario (LTMS), which provides a scientific base for decisions regarding future climate change policy directions. The department has been designated to coordinate the country's policy response to climate change, with all other relevant departments taking responsibility for their respective chapters in the policy. A conference held in March 2009 succeeded in bringing the different stakeholders to a consensus on the broader strategic focus of the envisaged policy direction. Work will continue at national and international level in this regard.

The transformation of the commercial fisheries sector began in 2001, when the department moved away from allocating annual quotas to the allocation of four-year rights. In 2005, with the expiry of the four-year rights, the department embarked on a process of allocating long-term commercial fishing rights for periods between eight and fifteen years. The aim of this strategic policy shift was to ensure the sustainability of the enterprises involved, particularly BEE establishments that needed to secure capital from financial institutions. A total of 2 542 rights were allocated in 20

fishery sectors after the appeals had been concluded, with 59% of the rights holders and recipients being BEE-compliant. Going forward, it is important that the transfer of rights, for whatever reason, does not lead to the reversal of such gains.

Another major achievement was the signing into law of the Integrated Coastal Management Act in early 2009. This will rationalise the management and development of the country's coastline. The department's law enforcement capacity against marine transgressors was enhanced with the purchase of a fleet of four environmental protection vessels in 2006. Going forward, the department will continue to implement strategies aimed at addressing challenges emanating from the depletion of marine stocks. These include strategies to promote marine aquaculture and the non-consumptive use of resources, as well as strategies to recover certain priority species such as abalone and hake. The department will be finalising its subsistence fisheries policy and the related allocation of rights.

Tourism was considered to be a minor economic sector in the pre-1994 era, with little contribution to the country's gross domestic product (GDP). This was particularly the case prior to the release of former president Nelson Mandela in 1990 and the lifting of international sanctions. The increase in tourism volume since 1994 has been exceptional, with foreign arrivals increasing almost threefold, from 3.7 million in 1994 to 9.6 million in 2008. There were over 54 million foreign arrivals in South Africa between 2002 and 2008.

The growth in total arrivals has been driven by the increase in arrivals from African land markets. Arrivals in South Africa have grown at a faster rate than the compounded annual global growth rate. Foreign arrivals contributed R282 billion to the economy between 2003 and 2007. The sector now employs just over one million people.

Greater emphasis has been placed on empowering previously disadvantaged individuals, improving the quality of products and services, and promoting small, medium

and micro-enterprises (SMMEs). Going forward, there is a need to promote service excellence and skills development, roll out the new uniform brand without losing the specific local destination marketing effect, host a world-class World Cup in 2010 from a hospitality point of view, improve tourism information management (including readily available information on products and services), and promote infrastructure development. Product development and the development of the supporting integrated infrastructure remain important priorities for competitiveness. The success of the sector has been largely due to levels of cooperation in support of this function in the relevant government departments. In this time of global financial and economic crisis, the sector may play a significant role in mitigating the current challenges related to account fluctuation and job losses.

The overarching vision of the department is a prosperous and equitable society living in harmony with our natural resources. The department manages policies governing four interrelated components of South Africa's socio-economic development spectrum (the tourism industry, the fishing industry, conservation and the management of natural resources, and the environment). This is anchored on the principles of sustainable development. The department ensures that the potential for economic growth in these sectors is maximised, that the interface between the environment and development is effectively managed and, wherever possible, that development in tourism, fishing and environmental management complement each other and stimulate transformative economic growth.

Furthermore, the department drives the implementation of a social responsibility programme linked to the environment: the tourism and culture sector of the Expanded Public Works Programme (EPWP). Since 2001, the department's social responsibility programme has successfully created 123 041 jobs, of which 3 675 have been permanent jobs and the remainder temporary jobs (employing people for six months and more). This will continue, with a bias towards rural development.

The department's work on the international front is informed by the country's foreign policy. The main role of the department has been to lead a global sustainable development agenda. Africa and the Southern African Development Community (SADC) have been a major focus of the department's international work. The country has been elected to the chair of the African Ministerial Conference on the Environment (AMCEN) from 2010.

In promotion of the regional economic development imperative, the country has been leading efforts to market tourism and infrastructure development opportunities in transfrontier conservation areas (protected areas that straddle country borders). The annual Tourism Indaba of 2008 created further opportunities for the exhibition of products from other African countries.

Through the South African Weather Service, the country also chairs the Southern African Meteorological Association and has been providing capacity development support to SADC countries on meteorological issues. Globally, the country has earned respect as a major player in international environmental negotiations. This is important, as the country has the third highest variety of flora and fauna in the world, which has earned it a 'mega-diverse' status.

One of the key factors behind the department's success is its record of good governance and levels of functionality. In a study conducted by the Public Service Commission on the extent to which the department has been implementing the nine public service constitutional principles, the department was ranked among the best performing departments in government for 2008.

Key to this has been the success with which the department has upheld the fundamental values that underpin the implementation of its programmes. This includes a people-centric approach, serving with integrity, being highly performance-driven and upholding the principle of sustainability.