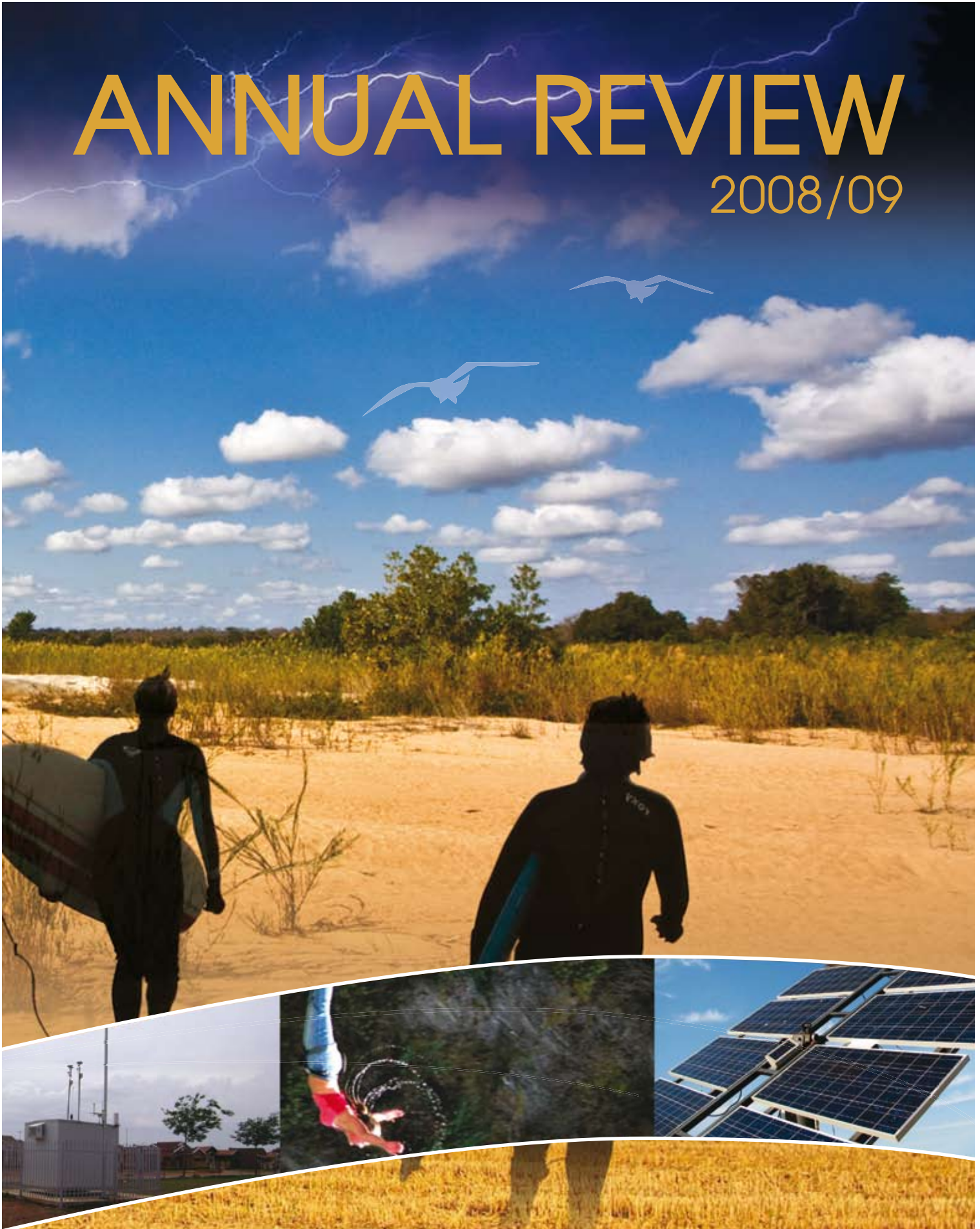


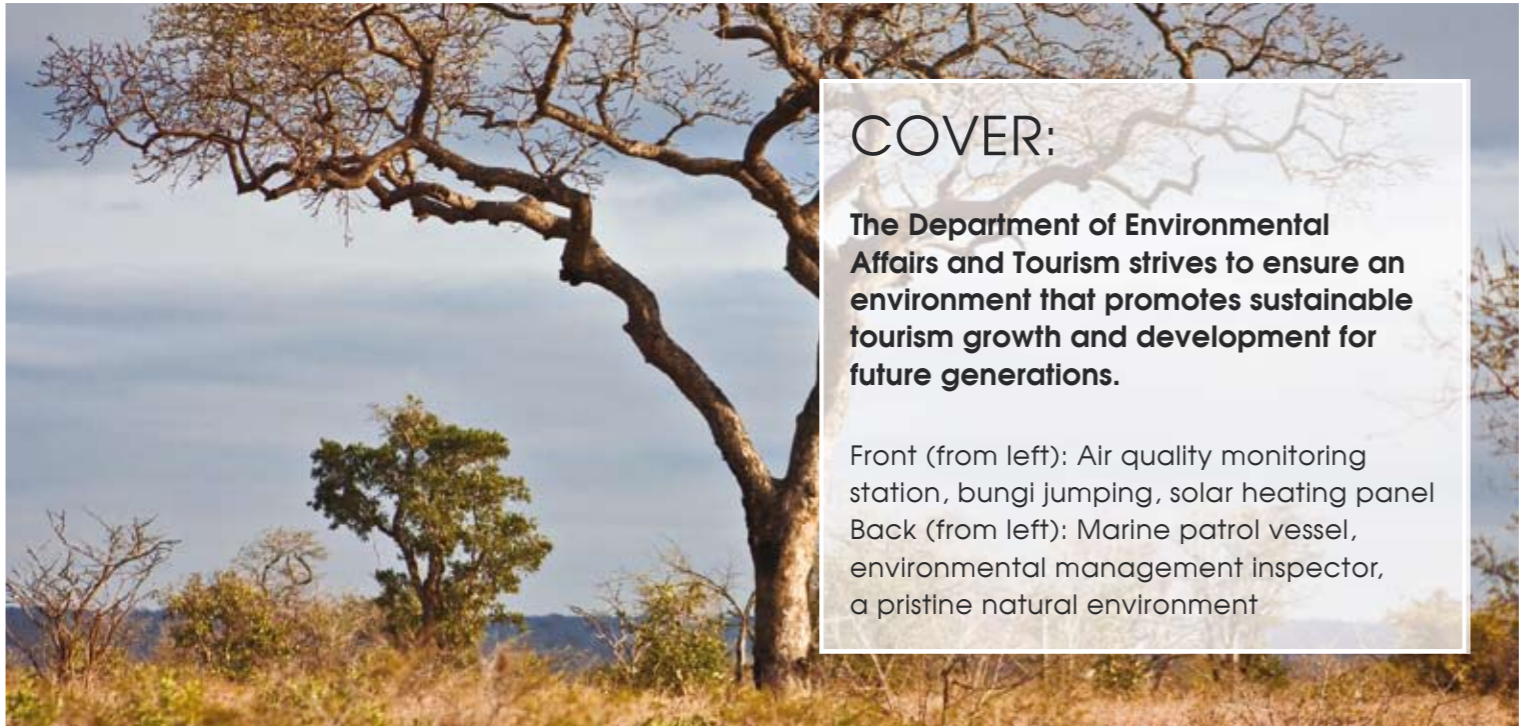
# ANNUAL REVIEW

2008/09



environment  
& tourism

Department:  
Environmental Affairs and Tourism  
REPUBLIC OF SOUTH AFRICA



**COVER:**

**The Department of Environmental Affairs and Tourism strives to ensure an environment that promotes sustainable tourism growth and development for future generations.**

Front (from left): Air quality monitoring station, bungi jumping, solar heating panel  
 Back (from left): Marine patrol vessel, environmental management inspector, a pristine natural environment

development

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development

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## Foreword by the minister

Marthinus van Schalkwyk

The Department of Environmental Affairs and Tourism has once again made good progress in terms of achieving its constitutional mandate, namely to ensure that each and every citizen can benefit from an environment that is not harmful to his or her health and wellbeing.

I am proud to say that the department continued to demonstrate the highest levels of commitment to service delivery during 2008/09. It maintained its track record of good performance and was designated, through the Public Service Commission Audit, as one of the best performing departments in government this year. This culture is equally maintained in its oversight responsibility for its public entities, which yielded similar results. The retention of competent staff contributed to the continued maintenance of these levels of performance. This was achieved, among others, by implementing new conditions of employment for the senior management service, with directors now appointed on a permanent basis, and chief directors and deputy directors-general on five-year contracts, based on performance.

Phenomenal work was done to put climate change on the national development agenda. With the completion of the Long-term Mitigation Scenario (LTMS) process, expectations are high that great success will be achieved. Matters that are being considered on the way forward include maintaining the momentum around exercising a global leadership

role on climate change, putting a clear climate change policy for the country in place, and establishing capacity across government to deal with climate change responses (mitigation and adaptation). The South African Climate Conference, held in the first week of March 2009, was a milestone in terms of South Africa's involvement in climate change.

A proper legislative regime for waste management in the country was put in place during the financial year and the focus must now be on implementation.

Continuous improvements in the field of environmental impact management (EIM) are among the areas that yielded particularly good results. There is still room for improvement in terms of further streamlining systems and achieving greater cooperation with provincial authorities. However, considering where we started, good work has been done. Areas that require attention include working towards a common system for EIM in the country, developing an electronic administrative system for environmental impact assessments, organising impact assessment practitioners, applying other

impact management tools and focusing on ongoing capacity development across all spheres of government.

In terms of tourism, the continued growth of foreign arrivals at a rate considerably above the global rate is an indicator that our marketing efforts are indeed successful. The department needs to look at the possible impact of the global financial crisis on the tourism industry and develop appropriate strategies to adapt to the current conditions. Going forward, the challenges related to the grading system need to be dealt with and the recommendations of the recent review implemented. The department also has to ensure that skills development initiatives are aligned to the needs of the industry, and must continue to promote interventions to deal with geographic spread and seasonality issues. Investment in product development, as informed by the Global Competitiveness Report, remains a challenge. The 2010 milestone must not be overlooked, but sustainability beyond 2010 is of critical importance.

Highlights in biodiversity and conservation include the policy announcement of the publication of the final norms and standards for elephant management. The Transfrontier Conservation Area (TFCA) brand was launched at the 2008 Tourism Indaba and a successful investor conference was held at the end of the financial year. Good progress has also been made with the Alien and Invasive Species Regulations, which will be ready for promulgation in November 2009.

In Marine and Coastal Management, further diversification of the coastal economies is needed in light of the country's drastically reduced marine resources. This call for innovation in the sector should inform the department's research agenda and encourage more collaboration with other stakeholders, including other government departments, communities and the private sector. Research capability needs to be upscaled to provide data and information for stock assessments, ocean climate variability monitoring and marine science.

The Integrated Coastal Management Bill was successfully passed and enacted

during the year. We are particularly pleased that the Marine Living Resources Fund (MLRF) received an unqualified audit report for the first time ever. There has been continuous improvement on enforcement and compliance capacity, as well as systems, but a lot of challenges still need to be addressed in this regard. Most notably, one of the department's patrol vessels, the Sarah Baartman, recently returned from a very successful enforcement exercise along the South African coast. Having successfully implemented the turnaround of the management of the MLRF, we should continue to steer along our current course.

Leveraging partnerships with key institutions is critical in the delivery of the department's marine and coastal function. These include regional partnerships, such as the Benguela Current Commission, partnerships to deal more effectively with environmental crime with security institutions such as the South African Police Service, the National Prosecuting Authority, the National Intelligence Agency and the Department of Defence. Partnerships with the Department of Science and Technology and science councils, as well as donor agencies such as the Norwegian Agency for Development Cooperation (NORAD) and the Danish International Development Agency (DANIDA), are essential to give effect to marine oceanographic work.

During the financial year, the department spent over 99% of its allocated budget and decision-making has continued to be inclusive and consultative. The department's Social Responsibility, Policy and Projects (SRPP) Programme made great strides in terms of job creation and skills development, and in most instances its targets were exceeded.

I am confident that the Department of Environmental Affairs and Tourism will continue to deliver on its mandate in the next financial year, and would like to thank all staff members and stakeholders for their hard work and dedication.

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



## Preface by the deputy minister

Rejoice Mabudafhasi

The department's annual review is a sincere reflection of tremendous success achieved in the environment and tourism sectors, which enabled our department to achieve its objectives for the year 2008/09. Our achievements for the financial year were made possible through collective efforts arising from fruitful engagements with all our stakeholders.

In 2008, we held the 3<sup>rd</sup> Women and Environment Conference in Polokwane, attended by women from all walks of life who committed themselves to work vigorously in strengthening the role of women in environmental management. At an international level, we coordinated and co-chaired the work of Network for Women Ministers and Leaders of Environment (NWMLE), which held successful meetings and side events during the margins of major meetings and events hosted by the United Nations Environmental Programme (UNEP) and other international organisations. In recognition of the importance of this network on gender mainstreaming in the environment sector, the time allocated for our events increased from just a few hours to a full day for women to share experience and knowledge on gender and environment.

The 3<sup>rd</sup> People and Parks Conference was held in Mafikeng. This conference noted that there has been significant progress in empowering communities living adjacent to parks to ensure that they benefit meaningfully from socio-economic development opportunities. This conference also agreed on further measures to accelerate transformation in protected areas, including the implementation of co-management agreements in areas affected by land restitution.

Our department has also recorded some significant achievements on waste management. During our Waste Management Conference, which drew participants from relevant provincial departments, metropolitan and local municipalities, as well as the private sector, all stakeholders committed to

include waste management issues in their integrated development plans (IDPs).

This conference culminated in the hosting of the Cleanest Town Competition (CTC), which awarded prizes to stakeholders who demonstrated best practices in waste management.

We have also rolled out an aggressive and effective National Clean-Up Campaign, which mobilised and sensitised communities in different areas throughout the country to keep their environment healthy and clean. In some of these areas, we have undertaken to establish buy-back centres to promote sustainable recycling of waste, which would generate employment and business opportunities for local people.

Our contribution on the Working for Wetlands Programme has been growing in leaps and bounds. Together with our agency, the South African National Biodiversity Institute, we have begun a programme to conserve wetlands, which serve as water reservoirs, providing us with a steady supply of naturally refined clean water, in addition to a host of other benefits enjoyed by humankind.

In ensuring healthy and cleaner air for citizens, we have engaged primary polluters and installed monitoring stations in the Vaal and Highveld priority areas. Polluters are aware that non-compliance will result in the review of their permits, and monitoring committees set up in these

areas will assist to enforce compliance. Social responsibility projects have also made a great impact in promoting socio-economic development in rural and poor communities. Highlights of projects that we launched include a heritage and tourism site in recognition of the Cradock Three in the Eastern Cape and the launch of the Rhino Game Reserve in KwaZulu-Natal. Together with other national political champions, we also visited all the Presidential nodes in rural areas in order to facilitate and promote the Integrated Sustainable Rural Development Programme.

Great work has also been done to curb desertification and land degradation. Our department has worked hard in transferring land rehabilitation and management skills to local people in an effort to promote sustainable use of land and natural resources, thereby reducing the scourge of land degradation and desertification.

As we strive to position DEAT for even greater successes in the years to come, it is essential that we respond to the changing realities of our world in economic, social and environmental terms. We must therefore ensure that we are well-prepared to manage change and work together to do more for our people.

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





## Introduction by the director-general

Nosipho Ngcaba

This has been an exceptionally exciting and challenging year for two main reasons. It is the year in which the department can reflect on its achievements over the past four years of the current electoral term within the broader context of 15 years of service delivery in the democratic South Africa. It is also the year that preceded the fourth national general election. It therefore presents the department with the opportunity to report to the public about the current government's achievements and the work that will be done in future.

The approval by Cabinet and the positive reception of the National Framework for Sustainable Development by Parliament and stakeholders alike, demonstrate that the country is ready to pursue a sustainable developmental path. The framework will guide the country's policy approach to sustainable development.

Although the State of the Environment Report, completed during the year, points to some level of deterioration in the state of the country's ecosystems, there is a clear indication that departmental environmental policy interventions are responsible for preventing complete biodiversity loss. Strengthened implementation will lead to an improvement and sustainability of the country's ecosystems heritage.

Pursuant to the objective of growing the marine fisheries sector in light of the depleting wild fish stocks, a Marine Aquaculture Policy Framework was developed, which will regulate the country's approach to

growing the marine aquaculture industry. To further expand on the opportunities for the sustainable use of marine resources, policies that support the non-consumptive use of marine resources, such as policies for boat-based whale-watching and shark cage diving, were developed.

In pursuit of a people-centred approach to marine and coastal development and in recognition of key imperatives such as food security, the development of a policy for subsistence fisheries commenced and shall be completed in the next financial year.

With the successful implementation of the Tourism Growth Strategy for the period 2005 to 2009, which saw international tourist arrivals reaching just over 9.5 million people during the financial year, the department – working with other sector stakeholders – has developed a Draft Tourism Growth Strategy up to 2015. This will be presented to Cabinet for approval during the 2009/10 financial year.

In recognition of the potential of the tourism industry to contribute to reducing unemployment, an inaugural tourism career expo was successfully hosted. Early indications point to significant levels of interest in the field, but with limited information. Over 17 000 people attended the expo, including learners and educators. In recognition of the need to improve the country's competitiveness as a destination of choice, a Tourism Excellence Strategy was developed, focusing on creating a culture of excellence in the tourism industry. This is very significant, as we are basing our competitiveness on the capacity of our people.

The department completed the development and/or amendment of several pieces of legislation during this period. These include the following:

- o The National Environmental Law Amendment Bill, which empowers environmental management inspectors (EMIs) to work as peace officers and increases the fines and sentence provision against environmental transgressors
- o The National Environmental Management Amendment Bill, which provides for efficiency and effectiveness regarding the environmental governance provisions of NEMA.
- o The National Environmental Management: Waste Bill and the National Environmental Management: Waste Act, which set a waste management regime for the country
- o The Integrated Coastal Management Bill, which sets a management regime for the management of the country's coastline

The 2007 National Framework for Air Quality Management in South Africa was updated and amended. The amendment will, however, be held back until 2009 to include new emerging work on climate change monitoring and modelling. New ambient air quality standards for criteria pollutants have also been drafted for promulgation.

In promotion of the government objective of promoting democratic and participatory governance, a forum for environmental non-governmental organisations, chaired by the Director-General, continued to meet to discuss key policy development and implementation in the sector. Joint

communication programmes with provincial authorities and government agencies were also implemented to improve stakeholder relations and foster collaboration between different spheres of government.

The Marine and Coastal Management Office in Cape Town made use of effective public participatory processes to educate, inform and heighten awareness. These include fisheries' *izimbizos*, community meetings, information sessions, road shows, consultations with traditional leadership and influential voices of public opinion. The department also undertook a public perception survey. Indications are that there is room for improvement in this regard, and the results will be used to improve service delivery.

A review of municipal integrated development plans (IDPs) reveals an encouraging trend in that most municipalities are taking their environmental mandate seriously. The department continued to support district municipalities to plan for their IDPs. This is driven by the imperative of sustainable resource management and use, as well as the citizens' constitutional right to an environment that is not harmful to their health and wellbeing.

There has been an increase in voluntary compliance with environmental legislation by industry as a result of the drive to reduce non-compliance. The department developed a national curriculum for the training of EMIs and managed to get three tertiary institutions (the University of South Africa, the University of Pretoria and the Cape Town University of Technology) to offer the training as a qualification recognised by the South African Qualifications Authority. Some 145 officials from national, provincial and local government enrolled with the three institutions. All the officials sat for the end-of-year examination and 132 passed. A total of 975 EMIs have been trained and designated. This indicates satisfactory growth in the number of capable and skilled environmental law enforcement officials. Their actions have already resulted in improved efficiency and effectiveness in compliance monitoring and the enforcement of environmental legislation, as well as increased environmental awareness among stakeholders.

The processing of landfill permitting applications and the delisting of waste has improved (from 48 in 2007 to 83 in 2008). A 2.5% reduction in the number of existing unauthorised waste disposal sites was recorded. However, the actual total number of waste disposal site permits issued was about 14% of the backlog of 580. These included permits for new sites.

There is improved efficiency in the processing of environmental impact assessments (EIAs) through the new EIA system, with 85% of all new national applications being processed within prescribed time frames. Less than 10% of DEAT's EIA decisions are challenged through appeals and the vast majority of appeals are overruled (the departmental decision is upheld or partially upheld). About 350 provincial officials were trained in the administration of EIAs as part of the continuous efficiency improvement process. Some 15% of authorised projects are subjected to formal compliance monitoring. The department also put the Eskom Electricity Response Plan in place in recognition of the need to effectively respond to the recent energy supply challenges.

An Air Quality Management Plan for the Vaal Triangle Air-shed priority area was developed and six air quality monitoring stations are operational in the area. The Highveld area in Mpumalanga was declared a second national priority, and five ambient air quality monitoring stations are operational in the area. Over 90 government ambient air quality monitoring stations are in place. Of these, 11 are DEAT stations. The air pollution permits of the top polluters (the industries responsible for over 80% of industrial emissions) have all been reviewed. Over 300 officials have been trained as government air quality managers (165 officials participated in the 2008 Air Quality Governance Lekgotla from a baseline of 30 in 2005).

The Regulations on Bioprospecting, Access and Benefit-sharing, which aim to ensure that access to indigenous biological resources and the use of traditional knowledge and the benefits arising from bioprospecting activities that involve South Africa's indigenous biological resources and the use of traditional knowledge are shared equitably with the relevant communities, came into force on 1 April 2008. This is an important step

towards ensuring access to and sharing of the country's biodiversity benefits by South Africans.

As part of the implementation of the Community-based Natural Resource Management (CBNRM) Guidelines, the department funded pilot projects across the country to the value of approximately R33 million through its social responsibility programme. Such projects assisted various communities to reinstate community access to high-quality drinking and irrigation water, improve agricultural production systems, reverse the process of land degradation, improve tourist road access and vehicle control in community conservation areas.

The National Protected Area Expansion Strategy (NPAES) was developed in 2008. It uses systematic conservation planning approaches to ensure the establishment of comprehensive, ecologically representative and effectively managed terrestrial and marine areas that address ecosystem-wide needs and reduce the current rate of biodiversity loss. The National Biodiversity Framework, which identifies the priority actions for biodiversity management in the country for the next five years, was adopted in 2008. The national register for protected areas has been developed and a link to the register was published on 9 November 2007. The current data reflects a total of 286 protected areas covering 5.9% of the land surface of South Africa.

The conservation status of important biomes, including grassland, succulent karoo and lowland fynbos, was improved through some notable recent inclusions into the national parks system. A huge amount (24 000 hectares) of grassland was added to the Golden Gate Highlands National Park in November 2008 with the declaration of the former QwaQwa Reserve as part of the national park. An agreement was signed with De Beers in November 2008 for the incorporation into the Namaqua National Park of 35 000 hectares of the sandveld vegetation type between the Groen and Spoeg rivers. Both the Namaqua National Park and the Tankwa Karoo National Park in the succulent Karoo biome have been expanded to over 100 000 hectares. The Addo Elephant National Park has been expanded to over 164 000 hectares.

Management plans for 20 national protected areas were approved in part. This is an achievement that no other state conservation agency can claim. Plans for the expansion of the !Ai-!Ais/Richtersveld, Great Limpopo and Maloti-Drakensberg transfrontier parks have been developed and endorsed. Ongoing work is being done on the expansion of national parks and almost 130 000 hectares of additional land was declared for the expansion of the Addo Elephant, Agulhas, Mokala, Tankwa Karoo and Table Mountain national parks. The Garden Route National Park, which includes the Wilderness and Tsitsikamma national parks, was declared in March 2009. Fifty investment opportunities were identified and packaged in an investment catalogue across all the transfrontier conservation areas (TFCAs). An investor conference was held from 20 to 22 October 2008 to promote the opportunities to potential investors in the TFCAs. Two investment deals have been concluded between investors and project owners. This is aimed at establishing and improving infrastructure across the TFCAs towards the realisation of the vision of TFCAs becoming the premier tourism destination for southern Africa. This is in line with the department's efforts to promote a global sustainable development agenda across the entire spectrum of the mandate.

A new, ninth, national botanical garden in Nieuwoudtville in the Northern Cape, 'the bulb capital of the world', is the first new national botanical garden established in South Africa since 1982. An official launch was held and formal declaration as the Hantam National Botanical Garden was gazetted by the Minister in December 2008. This indicates that the geographic spread of the national botanical garden system has improved from five to six provinces. Two new Ramsar sites, Makuleke and Prince Edward Islands, were designated, maintaining our good standing globally as a country that values its mega-diverse status and promotes sustainability.

A proposal for the Vhembe biosphere reserve inscription into the Unesco network has been submitted. This was necessitated by the unique cultural and biological diversity of the area. It covers two of the nine categories of priority conservation areas in the country and includes three biomes (savanna, grasslands and forest), with more than 1 000 rock art sites.

In the 2008/09 financial year, a total of 14 610 temporary job days and 883 permanent jobs were created through the implementation of the programme in the environment and culture sector. A total of 158 520 accredited training and 36 146 non-accredited training days were provided and 550 small, medium and micro-enterprises (SMMEs) were used to implement the programme.

As a result of reliable management systems, an effective internal control environment and capable management and staff teams, the department achieved an unqualified audit for the 2007/08 financial year, maintaining its record of no significant emphasis of matters in the reports of the Auditor-General on its financial statements since the institution of the Public Finance Management Act in 1999. The department has successfully reduced the turnover rate to just below 12%, with a target of 15%. Remarkable achievements were recorded in the empowerment of women, particularly at senior management level, where they make up 47% of the total. The department is well on its way to achieving the 50% target by the next financial year. Challenges were encountered in reducing the vacancy rate, which has remained unchanged at 20%, as well as in attracting people with disabilities. These areas will be designated as special projects for the next financial year.

The year 2008/09 was one of transition for the department, as it moved from developing legislation and regulatory instruments to implementation and the adoption of a total developmental approach to the sustainable management and use of natural resources.

I would like to express my warm appreciation to the Minister and the Deputy Minister for their guidance and leadership in the implementation of the departmental strategy. I would also like to express my appreciation to the staff and stakeholders of the department for their fruitful engagements. Let us seek to continue to improve on the gains that have already been made as we enter the next phase in our country's history.

**Nosipho Ngcaba**  
**Director-General of Environmental Affairs and Tourism**