



DA

ONE NATION. ONE FUTURE

IN TRUST FOR THE NATION

The DA's plan for the creation of
sustainable opportunities in a low
carbon economy

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1. VISION

The sustainability of the South African economy and our efforts at creating new opportunities for our citizens relies on the sound management of our environment and energy economy for both the current and future generations.

South Africa is blessed with rich resources and unique biodiversity. Our environment is however under significant pressure from a growing economy and a rapidly increasing population, as well as climate change and water scarcity. The 2006 *State of the Environment Report* clearly points to a general decline in the state of South Africa's environment. This decline will continue to be the trend unless a truly integrated approach to environmental and energy management is entrenched across all spheres of the State and society.

Protection of the environment goes far beyond conservation. The maintenance of environmental quality, most particularly in the reduction of water, air and soil pollution, is critical for human and eco-system health. The Democratic Alliance's vision of an **opportunity society** in which citizens have the money, power and opportunity to develop themselves and pursue their own ends requires a healthy and productive population. Citizens afflicted by poor health due to living in degraded environments are less likely to be able to seize opportunities and reach their own potential, and they place a heavy burden on the health-care system. A healthy environment, most notably the availability of ample clean water, clean energy and clean air, is critical for winning the fight against HIV/Aids and TB.

Still further, a healthy environment is essential for citizens to seize opportunities to create sustainable livelihoods, including in the tourism sector. A degraded environment not only minimises these opportunities, it actively works against any attempts to alleviate the plight of the most vulnerable people in society.

The way we produce and consume energy is intricately linked to environmental health and the creation of opportunity. The threats associated with climate change bring the management of the energy economy firmly into the environmental realm. We need an urgent re-engineering of this sector to realise the low carbon economy. Moving away from the focus of production of electricity by the State the DA believes that appropriate regulations and incentives can create new markets for independent power producers, particularly in the field of renewable energy. Energy security can be improved, our contribution to climate change can be mitigated, the innovation of new technologies can be unleashed, and literally thousands of new jobs can be created.

The DA's vision of a **society for all its people** resonates in its response to environmental and energy management. Our history of forced human migration, settlement and bloody conflict has left a legacy of disturbance. In many cases the most vulnerable and disadvantaged citizens have been forced to live in the most degraded environments. Further, access to leisure opportunities, most notably in our protected areas and along our coastline, has been largely inaccessible to a significant portion of our population. The DA will thus pursue policies that break down barriers that deny South Africans the use and

enjoyment of our environment. All South Africans must be able to experience and take pride in our unique history and environment.

Our environment has intrinsic value that requires protection. Its numerous eco-systems provide human society with valuable and free essential services, including the limited amelioration of our pollution, as well as various products that can be used in innovation and wealth creation. Protection of the environment from an economic point of view is the joint responsibility of the State and society. The economy cannot alone be expected to generate the income required to protect the environment. A true understanding of eco-system valuation means that the State has an important role to play in the enforcement of environmental laws. The spirit of **responsible, custodial care should be the basic philosophy of the State**. Citizens should be empowered to be active and informed in environmental decision-making, while at the same time understanding the role that they can play as individuals as responsible and ethical players in the economy, most particularly with regards to consumption choices and waste minimisation.

Notwithstanding the intrinsic value of our environment, the DA's approach to environmental management is at all times infused by a vision of a prosperous law-abiding society with a sensibly regulated market economy, an educated and healthy population, and an adequate safety net for the poor.

2. GOVERNANCE STRUCTURE

The DA's approach to creating sustainable opportunities in a low carbon economy seeks to create greater efficiencies within the State and provides increased opportunities for citizens in environmental decision-making.

2.1 The Ministry of Energy and Climate Change

The imperative of responding to climate change is intricately linked to the means by which energy is produced, supplied and consumed. The elevation of climate change to a cabinet level post is an acknowledgement of the importance of dealing with this global phenomenon. This Ministry would be responsible for the regulation of a competitive energy market that provides a safe, secure and sustainable energy supply with the ultimate aim of engineering a low carbon economy.

2.2 The Ministry of Natural Resources and Heritage

The DA would combine the Ministries of Environmental Affairs and Tourism, and Water Affairs and Forestry into a single national Ministry of Natural Resources and Heritage. A National Resources Directorate would take responsibility for the management of the portfolio including national parks, national monuments, national forests, fisheries, coastal and territorial waters, and world heritage sites.

Public entities such as the South African National Botanical Institute, the South African Weather Service and South Africa Tourism would operate separately from the Directorate with oversight from the Minister.

2.3 The Agency for Sustainable Development

While the above two ministries would be responsible for the vast majority of tasks associated with the creation of sustainable opportunities in a low carbon economy, the realisation of the vision must be inculcated across all spheres of government. The DA would therefore create an Agency for Sustainable Development by an Act of Parliament. The Agency, although located within the National Resources Directorate, would report to Parliament.

This agency would seek alignment from government departments with the *National Strategy for Sustainable Development* and would ensure that any industrial or growth initiatives spearheaded by government departments take into account the country's resource constraints and the carrying capacity of the environment.

The DA would establish a **Select Committee on Sustainable Development** within parliament that would pursue of an oversight role on this agency.

2.4 Delegation

The DA would devolve a variety of functions which were formerly the responsibility of the abolished ministries and which are not included in the responsibilities of the new Minister of Natural Resources and Heritage, to other spheres of government.

The management of natural resources should be one of the major functions of provincial governments. Each province is unique in terms of its environment and therefore each must develop its own environmental management frameworks. The National Ministry must ensure some level of minimum norms and standards for environmental management in order to create a level playing field, however, wherever possible provincial and local governments must be encouraged to enact stricter environmental management standards.

The DA would ensure that in every provincial executive committee the MEC responsible for economic planning is not also responsible for environmental management. This would provide improved checks and balances.

Local government must be capacitated to enforce national air quality, waste and water management regulations.

2.4.1 Provincial Directorates

The DA would establish a Provincial Directorate in each province to provide logistical and financial support to municipalities in their areas of jurisdiction. This directorate would have a particular focus on creating and developing human resource capacity in environmental management.

2.4.2 Provincial Resource Tribunals

Provincial Tribunals in each province would act as “courts of record” in cases of conflict over decisions on resource use. Any interested or affected party would be permitted to make representations to provincial authorities on certain prescribed matters pertaining to a decision made by a province. Should such party not be satisfied with the response of the provincial government, the party would be entitled to take it to the relevant Resource Tribunal, which would have ultimate decision-making authority binding on all parties (including the State). Such Tribunals would act as a check against political decision-making in environmental matters.

Each Tribunal would be headed by a Provincial Commissioner who is appointed by the Premier, after stakeholder consultation and ratification by the legislature.

2.5 The Protector of National Heritage

The DA would create a post of Protector of National Heritage. Its function would be to act as an advocate for the protection of cherished places, artefacts and landscapes, both natural and cultural. The Protector would be highly accessible to the public and would operate closely with the national Ministry of Natural Resources and Heritage.

2.6 The National Environmental Advisory Forum

A new National Environmental Advisory Forum would be created as a **statutory body** with an expanded mandate. It would meet regularly to advise the Minister on policy gaps and implementation problems. Its membership would be appointed not by the Minister as in the previous system, but by various sectors including civil society, academia, business and labour.

3. Climate Change

Responding to climate change will be one of the greatest challenges that South Africa will face in the 21st century. The findings of the International Panel on Climate Change concludes that it is now 90% certain that human activities since 1750 have warmed our planet. Developing countries are most vulnerable to the effects of climate change. Concern is growing that our communities and ecosystems will have little time to adjust to changing conditions. Economic losses due to extreme weather events are already being experienced, and are likely to increase in the future.

South Africa cannot afford to wait in responding to the challenges of climate change. The science suggests that Southern Africa is one of the most vulnerable regions in the world. Localised decreased run-off from rainfall, increased frequency of droughts and the change in the ranges of biodiversity all have the potential to undermine our economic growth and undermine this country's attempts at poverty alleviation.

Much of the warming that will occur is already locked into the system meaning that **adaptation** to climate change is the initial priority. However, South Africa has one of the highest per capita CO₂ emissions ratios in the world and therefore **mitigation action** is a necessity if South Africa is to be a responsible global player in stabilising the world's climate and keeping global warming to no more than 2 °C.

As countries move towards the finalisation of a post-2012 climate framework it is imperative that cost effective policies are developed that combine mitigation of global emissions, adaptation measures and sustainable development.

The DA believes that South Africa should include the following principles in its negotiating mandate for the next climate framework:

Equity – the framework must recognise historical and per capita emissions of greenhouse gases, and the differing economic circumstances of developed and developing countries.

Flexibility – the framework should allow different types of commitments to accommodate different national strategies and circumstances.

Sustainable Development - there need be no incompatibility between actions that serve development goals and actions to combat climate change. Climate change should be addressed within the framework of sustainable development to seek economic development and poverty reduction and change the unsustainable pattern of consumption to harmonise economic growth and environmental protection.

Adaptation - Mechanisms are needed urgently to assist all countries, in particular the poorest, to adapt to climate change.

3.1 Mitigation

It is likely that the developed world will look to emerging economies such as South Africa to take some **mitigation action** in the post-2012 climate framework. At all times mitigation action by South Africa must not undermine economic development. Our response to climate change must be based on creating new opportunities for South Africans to benefit from reducing emissions and must be based on fairness and openness with all the relevant stakeholders.

The *Long Term Mitigation Scenarios for South Africa* must be integrated into all government and private sector investment planning.

The DA would focus on a number of mitigation action measures:

Carbon Capture and Storage – Develop a comprehensive geological atlas that identifies appropriate areas for sequestration, and introduce the required regulations and incentives to attract private sector investment.

Energy Efficiency – Mandatory energy efficiency labelling for appliances and machines; efficiency standards for new buildings and additions to buildings. *[see more below]*

Sectoral Targets – Reduction targets for specific sectors to ensure level playing fields

Establishment of a carbon market – Engage with the private sector to capitalise on climate instruments that will provide investment in technology development and innovation.

Renewable Energy – Provide regulatory framework for renewable growth *[see more below]*

3.2 Adaptation

While mitigation is mostly a global issue, adaptation is a local or regional issue, and therefore adaptation needs will be different in different parts of the world. South Africa's adaptation response requires the coordinated involvement of number of government departments, including the departments of science and technology, and agriculture.

The DA would focus on a number of adaptation measures:

Insurance – Engage with the private sector to develop new insurance products that protect particularly vulnerable communities from extreme weather events.

Water – Increased investment in water infrastructure and support for more efficient irrigation technology.

Planning - Improved planning and building regulations along with more rigorous environmental authorisations that minimise the risks from extreme weather events.

Agriculture – Increased use of agriculture extension workers to assist vulnerable communities in developing appropriate responses to farming under new climate conditions.

4. ENERGY

Access to energy is central to the creation of opportunities for all South Africans. Energy planning, particularly with regard to electricity production, has

been woeful, setting South Africa back many years in terms of diversifying supply and increasing generation capacity. The DA believes that there needs to be a significant overhaul of the energy sector to allow for the sustained growth of the economy, the creation of new jobs and the alleviation of poverty. Most notably, energy planning must take into account the protection of the environment, in particular, the imperative to mitigate our country's contribution to climate change by transitioning to a low carbon economy.

South Africa's abundance of coal has created a carbon intensive economy. In addition, traditionally low electricity tariffs have provided little incentive for both commercial and domestic consumers to use electricity efficiently. There is an urgent need to increase the carbon productivity of the economy. In other words, the South African economy needs to significantly scale up the units of GDP produced per ton of carbon equivalent.

The DA's proposal for a new Ministry of Energy and Climate Change, thus decoupling energy from mining, will ensure that improved integrated energy planning takes into account the need to decarbonise the economy.

There will be both winners and losers in the transition to a low carbon economy but the adjustment can be smoothed. Many interventions may be required including the retraining of affected workers, the support for R&D, the stimulation of new uses for existing assets and the creation of new industries rather than the protection of old industries.

4.1. Restructuring the Electricity Sector

The monopoly of Eskom, both in terms of the production and distribution of electricity is highly inefficient, is a hindrance to economic growth and discourages the entry in the energy sector of independent power producers. It further stifles the ability of households and industry to be independent of the grid. Despite Eskom's reserve margins being lower than the desired level of approximately 15%, which is expected to worsen in the immediate years going forward, it has refused to relax its iron grip over generation.

- **The DA would unbundle transmission from generation and create equal access to the grid:** The natural monopoly of transmission needs to be unbundled from the potentially competitive activity of generation. Eskom's transmission division must be transformed into a separate state-owned company to ensure that all sector participants receive equal access to the national grid. Conditions that enable regulated third parties, such as foreign and domestic independent power producers (IPP), equal access to the transmission system must be created. IPPs will be increasingly attracted to the sector if Eskom does not own the national grid.
- **The DA would revoke Eskom's designation as the single-buyer of electricity:** While provision is currently made for IPPs to generate up to 30% of South Africa's total electricity output, the electricity generated must be sold to Eskom and not to any other users. This current model is not adequate for attracting the significant investments in generation that are required and is one of the fundamental reasons why South Africa is

faced with a severe shortage of generation capacity. Eskom's designation as the sole purchaser of electricity will be revoked to enable private producers to either feed power back into the national grid, or alternatively, sell generated capacity directly to large consumers.

- **The DA would create Municipal Electricity Distributors (MEDs).** These distributors would co-operate to find workable and affordable solutions to electricity challenges and would obviate the need for expensive new bureaucracies or duplication. The constitutional provision that electricity distribution is the responsibility of local government must be respected. The DA proposes a Distribution Charter, which would spell out the full functions and standards expected of electricity service providers. Greater authority will be given to the Electricity Regulator to monitor and enforce compliance. Further, mindful of the fact that the maintenance backlog within the distribution network is in excess of R25 billion, the DA would ensure that maintenance of the network is a priority.
- **The DA would ensure that the skills shortage in Eskom is comprehensively addressed.** The lack of trained staff is a major reason for the poor management and maintenance of generating and transmission capacity within the organisation. The employment practices of Eskom need to be reviewed to ensure the correct placement of skills in the organisation. Bonuses paid to its managers must be tied directly to specific targets for electricity supply. Where these targets are not achieved, no bonuses should be paid.

4.2 Generation

The restructuring of the electricity sector will have a profound effect on diversifying the generating sources of electricity. The State will no longer have a monopoly over the deployment of technology, although it will provide the market signals required for investment by IPPs.

One of the effects of increasing the number of players in generation will be the increased decentralisation of production, which will among other things, increase rural productivity and help in the alleviation of poverty. It will also allow many South African households and businesses to become independent of the grid, and will in some cases, provide new revenue streams for entities that sell electricity back into the grid. **The DA energy policy will provide increased opportunities for South Africans, while improving the choice and control that South Africans have over their energy consumption.**

The challenges of creating a low carbon economy that will contribute to the avoidance of dangerous climate change while maintaining a growing, job creating economy are complex. In the context of a return to meaningful integrated energy planning all energy generating sources should remain in consideration.

The DA does not take a view, certainly not in the short to medium term, as to whether any sources should be wholly excluded. The DA's primary concern is that a level playing field for generating sources must be created.

By increasingly internalising the costs that various generating sources, most notably coal, have on the environment, the playing field will gradually be changed. The eventual establishment of a price for carbon, the rigorous enforcement of environmental laws, particularly related to mining, water quality, water withdrawal and air quality will serve to increasingly internalise these costs.

Generating sources such as coal and nuclear have benefited in the past from significant state subsidies. For this reason the DA will introduce tariff support and incentives for the uptake of renewable energy by IPPs, allowing for the technology learning curves of renewable energy technologies to be flattened, and thus further levelling the playing field for all generating sources.

4.2.1. Coal

Coal is responsible for the production of more than 80% of South Africa's electricity. Due to its high greenhouse gas emissions, and its potential for significant environmental degradation throughout its value chain, the contribution that coal makes to energy production must inevitably be scaled back.

However, due to the relative abundance of coal (SA has the sixth largest recoverable resource in the world) this source is going to remain part of the generating mix for many decades to come. **For this reason the DA would support initiatives and technologies that lower the emissions from coal.**

Carbon capture and storage (CCS) technology will need to form part of our future energy planning, both for coal-fired power plants and other carbon-intensive industrial processes. This technology is only at a demonstration stage around the world, but if proven to be effective at scale, South African producers of electricity from coal will need to be in a position to invest in the technology if coal is to extend its future as a generating source.

The DA would ensure that:

- New coal-fired power stations are fitted with the best available emission technology and are CCS-ready.
- Regulations and guidelines for CCS are established in consultation with market players.
- The state contributes to the production of a sequestration atlas.

4.2.2 Renewables

South Africa has the potential to become a world leader in renewable technology, but we need to act now. The current government's focus on large scale energy production, mainly from coal, has resulted in the neglect of renewable technology, despite the benefits it offers in improving energy security, decentralising production and mitigating climate change.

South Africa has significant proven resources of renewable energy, most notably solar energy, wind energy, wave energy and biomass production. Harnessing this energy is critical for the realisation of the low carbon economy.

The DA believes that a target of 15% of electricity generation from new renewable energy sources is achievable by 2020. The DA would ensure that this sector is appropriately regulated and incentivised to allow South Africa to become one of the top ten producers of renewable energy technologies in the next decade.

The stimulation of a growing and sustainable renewable energy sector will create thousands of new jobs, further realising the DA's vision of an open, opportunity society for all. A 2008 report from *World Watch*, entitled "Jobs in Renewable Energy Expanding" shows the potential for new job creation. There are 259 000 jobs in the renewable energy sector in Germany, while the USA and Spain have 200 000 and 89 000 direct jobs in the sector respectively.

The role of the State must be to provide the correct market signals that unleash the full potential of investment by the private sector and individual households, thus creating an entirely new value chain from the production of renewable technology to its installation and maintenance.

The DA would ensure that:

- A feed-in-tariff is introduced allowing a fixed price to be paid for decentralised renewable technologies such as wind, photovoltaic, concentrated solar thermal, small scale hydro, biomass and tidal. Countries in Europe with the highest recent uptake of renewables, including Germany, Spain and Denmark, made successful use of feed-in-tariffs.
- The purchase of smart meters (which measure electricity flowing out of and into a premises) by any person installing micro-generating capacity will be subject to tax relief.
- The environmental authorisations for micro-generating renewable technologies are simple and predictable.
- The financial sector is encouraged to develop special, competitive lending schemes that will contribute to making the purchase of micro-generating renewable technologies more affordable.

Besides the provision of incentives, the State has a role to play in funding research and development into renewable technologies. South Africa already has a wealth of expertise in its research institutions that can benefit from increased funding. By doing this the State can assist in the flattening of the technology learning curves for renewable energy technologies, thus further contributing to the levelling of the playing field for all generating sources of electricity in South Africa.

The DA believes that concentrated solar thermal power (CSTP) requires a special focus in the years going forward. Depending on cost reductions associated with its global uptake, the cost of electricity generated by CSTP will become competitive with the average price of electricity soon after 2020. It is

already competitive with the peaking prices from all fossil fuel power stations today.

The DA would ensure that both the State, through Eskom, and the private sector participate in the construction of CSTP plants in South Africa in the coming decade.

The DA also believes that there needs to be a special focus on the installation of domestic solar water heaters in South Africa. These heaters can reduce the electricity consumption from the grid for individual households by up to 50%, and can therefore have a positive effect on households, particularly low income households. The large scale installation of solar water heaters across South Africa will also help to defer the need for new generation capacity. However, solar water heaters remain prohibitively expensive for most South African households today. In addition, the supply of new solar water heaters, most of which are imported, is very limited. Through economies of scale, state subsidies and carbon financing mechanisms the cost of solar water heaters can be significantly reduced.

The DA would ensure that one million domestic solar water heaters are installed by 2014.

The costs of transitioning to the low carbon economy may, in some cases, be significant, but they need not be carried entirely by the State nor the domestic private sector. South Africa needs to make maximum use of the financing opportunities available from both the existing and post-2012 climate framework. There will be significant interest from the international community in renewable energy technologies and energy efficiency initiatives in South Africa due to their ability to mitigate climate change. South African project developers must therefore make use of the Clean Development Mechanism (CDM) which can provide carbon revenue streams to local producers. **The DA would ensure that the approvals of CDM projects are streamlined.**

4.2.3 Nuclear

Whether South Africa should pursue an increase in generation from nuclear power is a question of both actual cost and the opportunity cost. New nuclear capacity can only be achieved through investment by the State. The worldwide record shows that new nuclear plants are becoming increasingly unfinanceable in the private capital markets because of excessive cost and financial risk. Cost escalations of new nuclear builds can be up to a factor of three, while waste management and decommissioning expenses are significantly higher than in the past, and continue to rise.

The opportunity cost of creating new nuclear capacity includes, besides the locking of the country into a particular investment for several decades, the crowding out of investment into other technologies and other government sectors that can create new opportunities for South Africans.

In the context of transitioning to a low carbon economy, nuclear energy does have an advantage of lower carbon emissions than electricity production from

fossil fuels, however, nuclear energy must at all times also be compared to energy efficiency initiatives and renewable energy production which offer even greater reduction potential, and can be deployed far more rapidly.

Notwithstanding the above, nuclear energy would not be disqualified from consideration by a DA government, but would, like all generating sources, be subject to the rigours of long-term integrated energy planning.

There is a considerable need for a wider debate on nuclear energy. The current government has betrayed the imperatives of the 1998 *Energy White Paper* which states, among other things that “**Government will ensure that decisions to construct new nuclear power stations are taken within the context of an integrated energy policy planning process with due consideration given to all relevant legislation, and the process subject to structured participation and consultation with all stakeholders.**” The existing nuclear policy has been driven by the Executive and has by-passed Parliament entirely.

With regards to existing nuclear sites, there are several interventions that should be made to improve nuclear governance.

The DA would ensure that:

- Legislation is passed making the appointment of the board of the National Nuclear Regulator the responsibility of Parliament, thus increasing the NNR's independence from the Minister responsible for energy planning.
- Epidemiological studies are regularly conducted around nuclear sites.
- All claims by employees, both present and previous, of injury or death resulting from exposure to radiation at nuclear sites are investigated.
- The security of nuclear sites be routinely audited to ensure that they meet the International Atomic Energy Agency standards.

4.3 Energy Efficiency

South Africa is one of the most energy intensive countries in the world. Increased energy efficiency, which will defer the need for new generation capacity, must be made a national priority.

A significant portion of the carbon abatement potential of the country will be at a negative cost to society, meaning that we would earn a positive economic return derived mainly from savings in energy costs. Energy efficiency initiatives fall into this category and must therefore be at the forefront of our strategy to mitigate climate change.

The DA would ensure that:

- A policy is implemented, in consultation with industry, for the mandatory energy consumption labelling of all appliances, including consumption in the standby mode;

- Incandescent light bulbs are gradually phased out while the uptake of compact fluorescent light bulbs is incentivised particularly for low income households;
- Industrial sectors, particularly mining and manufacturing, are set measurable and verifiable targets for energy efficiency improvements, to be reviewed at least every five years. The policy would be implemented in consultation with the individual sectors, mindful of the need to maintain economic growth. In the medium to long-term it would improve the competitiveness of our export sectors.
- Energy efficiency and conservation forms part of both the school curricula and all courses leading to qualifications in the engineering, architectural, construction and logistics sectors.
- Building regulations for commercial and public buildings take into account the maximisation of energy efficiency.

4.4 Biofuels

There is significant potential for a biofuels industry in South Africa, although the total contribution that biofuels can make to fuel replacement should not be overestimated. The DA believes that the primary goal of a biofuels industry should be social and economic development, while the lowering of emissions from burning this fuel is an important by-product.

The DA would create the conditions for an appropriately regulated industry with minimal red-tape allowing long-term investment by private sector players that will stimulate a market for feedstock production.

At the same time, the DA would ensure that both small-scale and commercial agriculture benefit from biofuel crop production. There would be a special focus on stimulating feedstock production on marginal to low yielding agricultural land and on bio-productive agricultural land that is currently underutilised, particularly in the former homeland areas.

The DA is mindful of the negative impacts that a poorly regulated biofuels industry can have on both food security and the environment.

The DA would ensure that:

- A multi-feedstock approach is pursued.
- The full carbon effects are considered, including estimates of indirect effects, when calculating the greenhouse gas saving of individual biofuels.
- The cultivation of feedstocks for biofuels does not cause the degradation of land of high biodiversity.
- Biofuels are not produced on lands with a high carbon stock including wetlands and continuously forested areas.
- The impact of biofuels production on water supplies and water quality are considered.
- Consideration is given to the impact of biofuels on social sustainability, including its impacts on socially disadvantaged groups.

5. TOURISM

Tourism, which currently contributes over 8% to GDP, has the potential to be the largest economic sector in South Africa. Numerous opportunities for new job and wealth creation for South Africans from all communities can be achieved by the continued growth of tourism.

The DA believes that by 2014 South Africa can be one of the top three destinations for any potential foreign tourist planning to travel long-haul in the world.

South Africa's unique natural and cultural resources are a major attraction for both international and domestic tourism. These resources should be utilised to their optimum potential, particularly within impoverished rural areas that are not yet on the tourist map. **Tourism is the primary means by which opportunities can be created from the protection of the environment.**

These resources need to be developed in a sustainable way with responsible policies that take into account the carrying capacity of attractions and a preservation of the sense of place. Policies that promote the empowerment of disadvantaged communities, skills development, the creation of new tourist products and increased value are important components of the DA's vision for tourism.

Regrettably crime remains one of the major reasons why foreign tourists choose not to visit our country. The 2005 *SA Tourism* "Brand Tracking Survey" revealed that in our eight core markets 33.8% of the market mentioned fears about safety and security as one reason for not visiting South Africa. Ultimately the protection of our tourists requires the protection of all South Africans, nevertheless the DA will make targeted interventions that will improve the safety of tourists, particularly around major attractions.

Specific interventions that the DA would make in the tourism field include:

- Increased annual budgets for marketing to foreign tourists in both the core markets and new markets.
- Public-private initiatives that grow tourist products in the lower ends of the market which provide a greater number of South Africans with new leisure experiences.
- Increased skills training for new tour guides, tour operators, B&B owners and tourism safety officers by means of an educational voucher system.
- Targeted interventions that improve tourist safety including a special unit in the police that, in consultation with the Ministry of Natural Resources and Heritage, tracks trends in crimes against tourists and responds accordingly.
- Improved statistics from *StatsSA* and Home Affairs that record accurately the number of people entering the country for purposes of tourism.

6. SITES OF NATURAL AND CULTURAL VALUE

Habitat destruction can lead to biodiversity loss and species extinction. Increased development, population growth, pollution and anthropogenic climate change all serve to heighten degradation. South Africa has 7% of the world's mammal, reptile and bird species and 21 000 known plant species making it one of the world's most important areas of biodiversity. The sound management of existing protected areas and the creation of new protected areas are crucial for maintaining habitats, both natural and cultural.

6.1 National and Provincial Parks

A mixed system of national and provincial parks should be maintained. All biomes should be covered by the parks managed by SANParks. Beyond that, all provinces must develop and maintain parks that include the protection of important landscapes and biodiversity in each individual province. This is in keeping with the DA's policy on the devolution of powers to provinces.

It has become apparent that many provinces have insufficient funds to adequately manage provincial parks. **Besides increased transfers to these parks from the state, vigorous partnerships between the private sector and local communities must be encouraged to improve tourist products.**

Mining should not be permitted in any national or provincial parks under any circumstances, nor should it be permitted within coastal public property.

6.2 Trans-boundary Parks

The DA believes that trans-boundary parks are important vehicles for promoting regional tourism and integration, but that far more attention needs to be paid to their conservation imperatives. Wherever possible the DA would expand trans-boundary parks to allow for the improved management of the meta-populations of animals.

However, neighbouring countries must be assisted with improving their capacities for park management and anti-poaching before increased integration occurs.

6.3 Cultural Heritage Sites

Places of cultural value, including battlefields, religious shrines, archaeological sites, and places of great natural beauty or historical or architectural value, require far greater protection in South Africa. **In creating a society for all our people equal worth must be dedicated to protecting all cultural heritage sites.**

Sites of international significance must be promoted for acceptance as World Heritage Sites. Such sites require the backing of the state and the private sector to ensure ongoing protection and financial viability.

Many people who own buildings or structures that can be considered of high historical value are not in a position to maintain them or rejuvenate them. Privately owned cultural sites must be encouraged, and therefore owners of

such sites should be able to benefit from rate rebates from municipalities for efforts that maintain these sites and retain the sense of place.

The South African Heritage Resources Agency suffers from a distinct lack of capacity. The agency is not intended to be an owner or manager of heritage resources, but is primarily an arbiter of laws. Regrettably there are numerous incidents of heritage buildings having been demolished without the necessary permission, and the agency's record of seeking prosecutions against transgressors is poor.

The DA would endeavour to create a **National Heritage Trust**, ideally completely independent of government, that would rely for its income on membership fees, donations, legacies and revenue from commercial operations. The Trust would purchase sites of historical value and open them to the use and enjoyment of the public.

The Trust would also promote travel to sites of importance, would assist private individuals and groups with financial assistance and technical know-how for the preservation of heritage sites, and would defend preservation laws in court.

6.4 Urban Green Spaces

All municipalities should, where possible, set aside land for nature reserves. Protected from development such spaces will serve to provide leisure opportunities for local citizens, tourism opportunities and sites for environmental education for learners.

The continued existence of "green lungs" is not only required in terms of *Agenda 21*, an international agreement to which South Africa is a signatory, but is also an important part of maintaining quality of life in densely populated urban areas.

Land owners have a reasonable expectation to be able to develop their land within the bounds of the law, including environmental law. In certain instances land may be considered in the public interest to be best left in its pristine state, or it may be considered that previously degraded land be allowed to return to its former state.

Not all land must be regarded as suitable for development. Wherever possible, "land swap" arrangements should be initiated wherein municipal land, which is appropriate for development, is exchanged for environmentally sensitive land that is owned by private citizens.

In addition local municipalities should pursue the aggressive greening of public spaces with indigenous trees and plants, most notably in schools, parks, play grounds, hospitals and police stations.

6.5. International Agreements

The Ministry of Natural Resources and Heritage would be responsible for ensuring that South Africa upholds its responsibilities as signatory to the various

international environmental agreements including the Convention on Biological Diversity, the Ramsar Convention on Wetlands, and the UN Convention to Combat Desertification. These responsibilities must be reflected in legislation and policies.

7. ENVIRONMENTAL MANAGEMENT INSTRUMENTS

The DA is a strong supporter of the overarching legal framework for environmental management that has been promulgated over the last decade. However, much of this framework hinges on the effective and rigorous use of environmental management instruments, especially the environmental impact assessment (EIA). There is much that can be done to improve environmental management.

7.1 Environmental Assessment Practitioners

While most assessors are sufficiently skilled and operate with integrity, corrupt or incompetent assessors contribute to the approval of bad developments.

The DA would ensure that:

- All environmental assessment practitioners are registered with a professional body.
- Environmental assessment practitioners only register with the professional body once they have completed an accredited course pertaining to the profession at accredited institutions, and only after having displayed their competencies through the process of sitting a board examination.
- The professional body has a peer-review mechanism that assesses the standards maintained by practitioners and removes the accreditation of assessors that are deemed to have acted unethically.
- A data base of all registered practitioners and consulting firms in the country is established and maintained.

7.2. Government Assessors

The principal reason for backlogs and inefficiencies in provincial environment departments is due to understaffing and lack of capacity. While the DA is against the creation of large bureaucracies, these departments are simply not big enough. Larger and more skilled departments will allow for a more efficient, accountable and transparent EIA process. The costs of larger departments would be partly recoverable from the fees of applicants.

There is also considerable concern that some departmental staff (and political decision-makers) are too close to certain developers, and may have a propensity to fast-track developments or give the assessment report insufficient scrutiny.

The DA would ensure that:

- More qualified staff, registered as environmental practitioners, are hired to assess applications. In particular, there must be greater emphasis on hiring specialists in particular fields
- Staff are fully versed in all environmental and related legislation,
- Staff are encouraged to use whistle-blowing mechanisms to report unethical or corrupt behaviour by colleagues and political decision-makers.

7.3 Public Participation

The National Environmental Management Act places a strong emphasis on public participation in environmental decision making. People at the grassroots level have a critical role to play in the EIA process. Unfortunately few South Africans understand the process and are thus disempowered, while developers and practitioners often intentionally frustrate the participation of interested and affected parties. Environmental protection requires maximum local input.

The DA would ensure that government provides ongoing workshops around the country to empower communities, NGOs and local councillors with the knowledge required to understand and contribute to the public participation processes associated with environmental management.

Greater understanding of the EIA process by all stakeholders, and the rights and responsibilities that accompany it, will help to improve the integrity of the process and reduce conflict. Ultimately the protection of the environment will benefit.

7.4 Strategic Environmental Assessments

Environmental Management Frameworks and Strategic Environmental Assessments (SEAs) must be employed more frequently across South Africa, most notably in areas of concentrated development and mining applications. Clear guidelines and corresponding regulations must be enacted in order to bring the regular use of SEAs into practice.

The increased use of SEAs has the ability to further streamline the EIA process as many potential impacts of individual developments can be identified by SEAs.

7.5 Environmental Authorisation for Mines

The DA would bring the environmental authorisation for mines under the competence of the Minister of Natural Resources and Heritage. Further, SEAs would be used to assess the cumulative effects of mining on particular areas in order to determine where mining applications can and cannot be considered.

7.6 Exemptions from EIAs

Exemptions should be used sparingly, but where they do occur, a rigorous motivation for exemption must be enforced. Most importantly the motivations by developers must pay thorough consideration to **all** relevant legislation and not just clauses of individual laws. The granting authorities must provide written approval of all exemptions which must be made available to interested and affected parties. As in the case of a full EIA, interested and affected parties must have the opportunity to object to exemptions.

8. WATER MANAGEMENT

South Africa is headed for a water crisis in the not too distant future unless we start responding now. Our country, the 30th driest in the world, is mostly semi-arid and is prone to droughts, a situation which is likely to worsen under advancing climate change. Increased competition for scarce water resources from industry, the mining and energy sectors, and agriculture will further exacerbate the situation.

Sound management of our catchment area, wetlands, rivers, dams and aquifers is important if we are to satisfy the needs of a growing population, a growing economy and the ecological integrity of our water systems. The DA's vision of an open, opportunity society for all the people resonates in our response to water management.

Clean drinking water is important for the maintenance of human health. Only healthy citizens are truly able to embrace the opportunities in their lives. Every South African needs easy access to clean water. There are currently almost seven million people without access to adequate water in the country. South Africans who are forced to travel long distances to access clean water are less in a position to pursue wealth creating opportunities than those individuals who have immediate access to water. Lastly, available water is critical for the sustenance of both commercial and small-scale agriculture, and hence the maintenance of food security.

8.1 Decentralisation

The DA favours a decentralised system of catchment area management where all users have a statutory say in the allocation of water rights. The water division within the new national Department of Natural Resources and Heritage would, however, be responsible for minimum standards, strategic planning and the prosecution of transgressors.

The DA would move swiftly to establish water management agencies in all of the country's 19 catchment areas. Ongoing stakeholder engagement between the relevant spheres of government, farmers, industrial users and environmental organisations will be entrenched, and holistic management of water resources encouraged.

The DA would ensure that:

- The ecological reserve is determined and defended for all rivers
- The human needs requirements are never compromised.
- All water users are strictly licensed, and that serious penalties for contraventions of licences are enforced. Special attention will be paid to ensuring that mines and municipalities comply with licences.
- Planning for future industrial, mining and agricultural expansion takes into account the true capacity of catchment areas.

8.2 Infrastructure and Skills

Increasing access of South Africans to clean water has been one of the finest achievements of democratic South Africa. However, during this time the maintenance of existing water infrastructure and investment in new infrastructure has been severely neglected. It is estimated that it will cost upwards of R180bn to replace and repair ageing water infrastructure. With regards to the necessary skills required to maintain our infrastructure, the vast majority of municipalities have either only one or no water engineers in their employ.

The DA would ensure that:

- Annual investment in water infrastructure, including dams and waste water treatment plants is increased.
- Municipal infrastructure grants for water projects are spent.
- Water engineers, scientists and project managers are trained, and their services are retained by municipalities.
- Policies are pursued that increase the uptake of rainwater harvesting.
- A national task team of water engineers and scientists is established to work with the 100 municipalities where water quality is at its worst.

8.3 Pollution

Water use by the agricultural, industrial and mining sectors all affect the quality of water available, threatening human and environmental health, and placing a high burden on the public purse responsible for treating polluted water. The dilution capacity of our water systems is already severely compromised.

The effect of acid mine drainage on many of South Africa's rivers is a matter of serious concern. Some areas of the country are already confronted with the toxic mix of heavy metals seeping from mines, but the situation is likely to worsen unless action is taken to treat water used by mines. The situation requires active engagement with the Department of Minerals, and other departments that regulate the activities of major water users that the cause of pollution.

South Africa also suffers from some of the highest levels of eutrophication in the world which poses a further constraint on economic development and increased risks to human health.

The DA would ensure that:

- Mines are responsible for treating water before it is released into rivers.
- Prospecting and mining licences are granted in areas of the country where the cumulative effect of mining operations will have the least impact on water systems. Special attention will be placed on using strategic environmental assessments to find the appropriate areas for mining.
- The State funds research into the effects of microcystins on human health.

8.4. Public participation

The public has a right to be informed about the threats of poor water quality where they exist. The involvement of environmental and community organisations in helping to solve problems and alerting the government to transgressions by water users must be encouraged.

The DA would ensure that:

- Water quality data is regularly published by municipalities.
- A national hotline is established to allow citizens to alert officials to local problems.

9. FISHERIES AND OCEANS MANAGEMENT

The sustainable management of South Africa's fisheries resources is important for the creation of opportunities in coastal communities. While these opportunities need to be maximised, it must be acknowledged that there is an ecological limit. The creation of opportunities through fishing rights cannot be viewed as the only means to create wealth in coastal communities. The reality is that our fisheries, especially inshore fisheries, are under severe threat from over-fishing, climate change and pollution. The situation is accentuated by poor management and inadequate scientific research, as well as political pressure to increase rights in already overexploited fisheries.

The DA supports a system of Ecosystem Based Fishery Management which takes into account the impact of fishing on all aspects of the marine environment including target species, bycatch species, protected species, habitat and communities.

9.1 The overhaul of fisheries management

The DA supports the principle of co-management of our resources. While executive authority would rest with the Minister, the management of resources would be undertaken jointly by business, including large, medium and small-scale enterprises, labour, coastal communities and the scientists. A competent *Consultative Advisory Forum* would be appointed to advise the Minister and monitor government implementation of policy and compliance measures.

The DA would radically overhaul *Marine and Coastal Management* to improve capacity and staff morale, and to reduce inefficiencies.

- Certain administrative functions would be outsourced and surplus personnel would be cut to provide cost savings to both the state and private sector.
- The human resources structure would be flattened and staff provided with improved security of tenure.
- Compliance and enforcement would be decentralised to coastal provinces.
- Information technology solutions would be introduced to manage in real time the quantities of landed fish against rights allocations and levies.
- The processing of permits would be conducted within 24 hours at decentralised points.
- Each fishery would have its own in-house research capacity that is matched to the size and needs of the resource.
- Management of harbours would be decentralised to municipalities.

9.2 Rights allocations

The DA supports the allocation of long-term fishing rights. The integrity of this process helps to increase certainty in the sector, improves sustainable management and drives appropriate private investment. The allocation of rights needs to be primarily based on the scientifically defensible capacity of

individual fisheries, while rights allocations need to be of an adequate quantity to allow for efficient utilisation.

The DA acknowledges that there are limits to rights allocations.

- During the existence of rights in particular fisheries new rights will not be issued.
- Rights holders who do not exercise their rights will have them removed and reallocated.
- The State may buy back rights if the need arises.
- Rights will be transferable under controlled conditions.

Where opportunities arise new fisheries will be opened, especially on the east coast of South Africa.

Total allowable catch must be determined by science and not open to political manipulation.

9.3 Compliance and Enforcement

Improving compliance and enforcement is critical for the sustainable management of resources, the long-term protection of job opportunities and the continued realisation of revenue for both the state and private sector.

The DA would make the following interventions:

- The number of fishery control officers would be increased and their remuneration improved. Wherever possible these officers would be recruited from communities that have been affected by rights reductions.
- Fishery control officers would be sufficiently resourced to do their work.
- Honorary marine conservation officers would be recruited from the ranks of SAPS reservists and the military, among other groups, to support the work of fishery control officers.
- An observer programme would be established to monitor the fate of target and non-target species, as well as fishing effort. Observers would be placed on all domestic and foreign vessels fishing in South African waters. This initiative would create new job opportunities and would reduce illegal fishing.
- A unit within the SAPS would be established to concentrate on cracking organised criminal operations that distribute and sell illegally removed fish.

9.4. Aquaculture and Mariculture

The opportunities for wealth creation through aquaculture and mariculture are not being fully realised in South Africa. Appropriate regulations and investment can be used to unlock this potential creating new opportunities in coastal communities, while at the same reducing pressure on line fish stocks.

The DA would ensure that:

- Legislation is passed to bring control of marine based 'mariculture' and freshwater based aquaculture under the control of one department.

- A single authority is created to regulate, monitor and promote South African aquaculture.
- A special programme is initiated to promote the uptake of aquaculture opportunities.
- Joint ventures between the private sector and local communities are encouraged.

9.5 Creation of new opportunities in non-consumptive sectors

Non-consumptive sectors, including boat-based whale watching, shark-cage diving, and other sea-related tourism charters have significant potential to create new jobs. The DA would ensure that these sectors are appropriately regulated to allow for the maximum number of job opportunities for residents of coastal communities.

High-value tourism to Antarctica and the Southern Ocean islands would be used to help fund scientific research in those areas.

9.6 Marine Protected Areas

Marine Protected Areas (MPAs) should not only be used to protect biodiversity and improve fish stocks but should also be used to create opportunities for local communities through tourism. The DA would ensure that MPAs are adequately protected and resourced.

9.7 Development in the coastal zone

Many parts of South Africa's coastal zone are vulnerable to sea level rise and flooding. Inappropriate development heightens the risks from these factors, causes damage to wetlands and inshore fisheries through pollution, and destroys the sense of place. **The DA would pursue policies that protect the coastal zone and guide appropriate developments in these sensitive areas.**

Access to the coastal zone for leisure opportunities and wealth creating opportunities would be encouraged for all South Africans.

10. WASTE MANAGEMENT

South Africa is a wasteful country. Wherever possible the production of waste must be avoided but where unavoidable, the extent and toxicity of waste must be minimised. The reduction in waste will lessen energy consumption, and have a positive impact on both human and environmental health.

The DA would ensure that policies are pursued that promote the reduction, re-use, recycling and recovery of waste.

10.1 Sectoral Targets

A DA government would engage with individual sectors to set waste reduction targets. Such targets would ensure a level playing field for industry players and improve competitiveness.

10.2. Recycling

Opportunities exist for significant new job creation in the recycling sector. Through improved regulations and partnerships between producers and municipalities, small businesses that focus on the collection and recycling of discarded goods, such as glass, paper, and aluminium can flourish.

The DA would ensure that:

- Opportunities are created in the private sector for the unique recycling requirements of household hazardous waste such as CFLs, batteries and electronic goods.
- Compulsory refunds exist for certain products, including glass bottles, to ensure that the economic value of such products motivates the user to return them for re-use or recycling.

10.3 Medical Waste

Special attention needs to be made to the medical waste sector. The incorrect treatment and disposal of this waste poses particularly severe threats to human health.

The DA would ensure that:

- Capacity audits are regularly conducted to ensure that sufficient treatment and disposal facilities are permitted to match the amount of medical waste produced.
- The use of alternative technology, such as autoclaving, microwaving and chemical disinfection, is encouraged thus minimising or eliminating environmental discharges.
- Government hospitals conduct thorough due diligence audits to ensure that medical waste service providers are capable of legally treating and disposing collected waste.

11. ANIMAL PROTECTION

Humans have a special responsibility to ensure that cruelty against animals is prevented. The DA believes that each living creature has intrinsic value and is a sentient being. While the DA acknowledges that animals can be used in service of humans, legislation and regulations must ensure that animals are not abused or exploited.

11.1 Legal Review

Despite longstanding animal protection legislation in South Africa, there is more that must be done to improve the enforcement of laws and alignment across government. . The DA welcomes the integral role that the NSPCA plays, as well as the variety of other animal welfare and animal rights organisations that operate in our communities. The partnership between state and civil society groups needs to be maintained and strengthened, with increased funding for groups that operate in this field.

Under a DA government animal protection would move to the newly created Ministry of Natural Resources and Heritage, and would enjoy its own empowered inspectorate.

Other policy initiatives on animal protection would include:

- The creation of an Ombudsman for Animal Protection.
- The employ of at least one state attorney in each province to represent the interests of animals.
- Increased capacity for working committees at provincial and national levels for all stakeholders who work with animals including farmers, wildlife managers, veterinarians, scientists and animal protection organisations.

Notwithstanding the existing legal framework for animal protection, the DA acknowledges that the field of animal protection is a contested one. We believe there needs to be a pragmatic and ongoing approach to law reform with regard to animal protection, focusing on the further strengthening of laws and the increasing of penalties in line with further realising the intrinsic value and sentience of animals.

11.2 Education

The DA would also include animal ethics in the educational curriculum. Underscoring the importance of the individual's own right to make choices about his or her own consumption, the curriculum should include the consequences of different consumption patterns, both on the environment as a whole and on animals in particular. International research indicates a strong link between pathological animal cruelty and human violence. Therefore, by showing children how to bond with animals, as well as respect and care for animals and the environment, they will be less inclined towards violence against fellow human beings.