

South Africa Case Study

Analysis of National Strategies for Sustainable Development

This document is one of 19 country case studies that form the knowledge base for a synthesis report entitled “National Strategies for Sustainable Development: Challenges, Approaches, and Innovations Based on a 19-country Analysis.” The synthesis report and country case studies are available electronically at:

<http://www.iisd.org/measure/capacity/sdsip.asp>

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Notice to Reader

Information in the country case studies was obtained primarily from publicly available sources (e.g., Internet and literature sources) and, where possible, was supplemented through interviews with government officials. The information was up-to-date as of May 2004. Every effort was made to ensure that official national sustainable development focal point contacts had the opportunity to provide feedback on the research, but such contacts were not successful in all cases. **This case study is in an unedited, working paper format.**

These case studies are made publicly available to add to the national sustainable development strategy knowledge base. The project’s research partners accept responsibility for any inaccuracies or omissions. The views expressed in this working paper do not necessarily represent the views of the funding partners.

The research partners welcome your comments on this country case study. Please e-mail comments to Darren Swanson at dswanson@iisd.ca.

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Prepared by:
Stratos Inc.
Strategies to Sustainability
Suite 1404 – 1 Nicolas St.
Ottawa, Canada K1N 7B7
Tel.: 613 241-1001
Fax: 613 241-4758
www.stratos-sts.com

1 Introduction: South Africa Description

South Africa is located on the southern tip of Africa and has a population of approximately 42.1 million people (World Bank 2001, p. 194). Until 1994, South Africa operated under a policy of apartheid - the separate development of the races. However, the 1990s brought an end to apartheid politically and ushered in black majority rule (CIA 2003).

Economy

South Africa is a middle-income, emerging market with an abundant supply of natural resources. It has well-developed energy and transport sectors, and a modern infrastructure. Economic challenges remain from the apartheid era, as well as poverty, high crime and HIV/AIDS infection rates which deter investment. As of 2002, the GDP was estimated at US\$427.7 billion (purchasing power parity) with a real growth rate of 3% (CIA 2003). GDP per capita in 2002 was US\$10,000 (CIA 2003).

South Africa's predominant industries include mining, automobile assembly, metalworking, machinery, textile, chemicals, fertilizer and foodstuffs. The labour force by occupation is 45% services, 25% industry, and 30% agriculture (CIA 2003). Unemployment was 37% in 2001 (CIA 2003).

Society

The Republic of South Africa is led by a President, chosen by members of the National Assembly, which together with the National Council of Provinces make up the South African Parliament. Parliament is the legislative authority of the country empowered to make laws for the country in accordance with the Constitution. The National Assembly is elected by the people of the country, and is tasked with electing the President, passing legislation, and providing a national forum for public consideration of issues. The National Council of Provinces fulfils the function of representing provincial interests in the national sphere of government. No bill which the National Assembly wishes to pass as legislation may be promulgated until it has been passed by the National Council of Provinces (Cliffe Dekker 2003).

South Africa consists of nine provinces each of which has its own government with the power to legislate on certain matters for that province. It should be noted that under the Constitution, regulating of environmental issues is overlapped across national, provincial and local government. One of the objectives of the National Environmental Management Act is to coordinate environmental functions exercised by organs of state (Cliffe Dekker 2003).

A total of 11 official languages are spoken in the republic (CIA 2003). As of 2001, life expectancy at birth was 50.9 years (UNDPa 2003, p. 239). In 2001, South Africa ranked 111th in the Human Development Index, with a value of 0.684 (UNDPa 2003, p. 239). South Africa ranked 49th in the Human Poverty Index (for developing countries) with a value of 31.7 (UNDPb 2003, p. 246). It is estimated that 50% of the population lives

below the poverty line (CIA 2003), and does not have proper housing, electricity, or water supplies (DEAT 1999, p. 6).

Environment

With a surface area of 1.2 million sq km, South Africa is richly endowed with mineral deposits including coal, iron, copper, gold, and platinum. Soils are generally thin and moderately fertile. The climate is typically warm and dry. Winter temperatures rarely fall below 0°C and summer maxima often exceed 35°C in certain parts. The average annual rainfall is only about 500 mm, making fresh water South Africa's most limiting natural resource (DEAT 1999, p. 6).

South Africa has an environmental sustainability index of 48.7 (ranked 77th out of 142) (Yale & Columbia 2002, p. 3). CO₂ emissions per capita were 7.9 tonnes (World Bank 2001, p. 194). Many ozone depleting compounds have been phased out since the signing of the Montreal Protocol in 1990 (DEAT 1999, p. 21).

South Africa is ranked as the third most biologically diverse country in the world, mainly because of the number and types of plants found. Estimates of the total number of species in the country vary from 250,000 to 1 million. Vegetation types range from arid shrubland and semi desert, through savanna and woodland to coastal and alpine forest (DEAT 1999, p. 6 & 19).

Note to Readers

Research sources for this report are primarily South African government officials and reports, with some additional documentation taken from websites of consulting agencies and NGOs.

South Africa's Profile by Selected Indicators

Indicator	Value
Human Development Index (and ranking) – 2001	0.684 (111 th)
Human Poverty Index (and ranking) – 2001	31.7 (49 th)
Environmental Sustainability Index (and ranking) – 2002	48.7 (77 th)
GHG Emissions -2001	7.9 tonnes per capita of CO ₂
GDP and GDP per capita - 2002	US\$427.7 billion and US\$10,000

2 Content of the National Sustainable Development Strategy

South Africa has adopted an integrative approach to sustainable development. The majority of policies introduced by the first democratic government reflected the consensus in the 1992 United Nations Conference on Environment and Development in Rio de Janeiro on the interlinked nature of environment and development. Notably the Reconstruction and Development Programme (RDP) included many elements of Agenda 21 and sustainability, within a strong focus on addressing the inequalities of apartheid (refer to Appendix A for details on the RDP). The approach that is now being adopted by South Africa is to integrate sustainable development principles in the heart of the government planning cycle. Major efforts are being made in government to enhance

cross-sectoral integration and co-ordination (Beaumont 2004). Examples of these varied policies, programs and laws include: tenure reform; industrial strategy; regional peace and security; poverty relief attempts; and integrated sustainable rural development strategy. Details of some of these programs are highlighted in Table 1.

The decentralized nature of this approach, embodied in the Reconstruction and Development Programme, has made it difficult to review South Africa's broad sustainable development efforts, within the methodology framework of this research. Therefore, the focus of this case study is on initiatives related to the environmental pillar of sustainability. Throughout the report, linkages are made to other activities within the economic and social spheres of sustainability.

South Africa's Department of Environmental Affairs and Tourism (DEAT) issued the "White Paper on Environmental Management Policy" in response to the 1992 United Nations Conference on Environment and Development in Rio de Janeiro. This cross-sectoral strategy is the overall government policy approach to environmental management in South Africa; essentially the Environmental Management Policy is South Africa's approach to the environmental pillar of a national sustainable development strategy (Manale 2004).

Strategy Content

The Environmental Management Policy is an overarching framework policy which sets out the vision, principles, strategic goals and objectives and regulatory approaches that government will use for environmental management in South Africa (DEAT 1997, p. 4). The policy applies to all government institutions and to all activities that impact the environment (DEAT 1997, p. 5).

The vision of this policy is one of a society in harmony with its environment. "The policy seeks to unite the people of South Africa in working towards a society where all people have sufficient food, clean air and water, decent homes and green spaces in their neighbourhoods that will enable them to live in spiritual, cultural and physical harmony with their natural surroundings" (DEAT 1997, p. 6).

In support of this vision, the policy sets out seven strategic goals for achieving environmental sustainability and integrated environmental management:

- Goal 1 – Effective Institutional Framework and Legislation
- Goal 2 – Sustainable Resource Use and Impact Management
- Goal 3 – Holistic and Integrated Planning
- Goal 4 – Participation and Partnerships in Environmental Governance
- Goal 5 – Empowerment and Environmental Education
- Goal 6 – Information Management
- Goal 7 – International Cooperation

Coordination and Linkages with Other Strategies or Planning Processes

South Africa has not completed a single National Strategy for Sustainable Development Strategy (NSSD). However development of such a document is currently underway and a first draft is to be released in the fall of 2004 (Manale 2004). Nonetheless, as mentioned in the introductory paragraphs, through the RDP South Africa has many pieces of a sustainable development framework in place or in development. The following paragraphs discuss some of these key initiatives. It should be noted, however, that like many other countries the challenges associated with implementing such initiatives are significant. And so, while the theories presented below may be accurate, the degree to which these initiatives are successfully operating is difficult to confirm.

South Africa has prepared a *Johannesburg Plan of Implementation (JPOI) Response Strategy 2003*. This JPOI Response Strategy is a “framework on how to complete the NSSD” for South Africa (Manale 2004). For South Africa to successfully implement the JPOI, a coordinated response strategy is needed. It will include the following:

- A South African strategy for local, regional and international action;
- A National Strategy for Sustainable Development, integrating existing policies and initiatives and establishing an institutional framework for action;
- Improved coordination between different government departments, especially with respect to the three pillars of sustainable development: economic, social and environmental;
- Improved stakeholder engagement and participation in the sustainable development agenda” (DEAT 2003, p. 2).

With regards to the Environmental Management Policy, which is the focus of this report, the *National Environmental Management Act* (Act 107 of 1998) is the legal framework which supports the policy (Manale 2004). Passed in 1998, this Act provides for “cooperative environmental governance by establishing principles for decision-making on matters affecting the environment, institutions that will promote cooperative governance and procedures for coordinating environmental functions exercised by organs of state” (South Africa 1998, p. 1). Details on this Act and its application to the policy will be discussed throughout the report.

As a logical outcome of the RDP, the South African government has targeted the *reduction of poverty and inequality* as its highest priority in its efforts to promote sustainable development in the country. The government’s Anti-Poverty Strategy has two distinctive components. First, it suggests that the entire programme of government must be viewed as being directed towards the reduction of poverty and the promotion of overall development. A second feature is the requirement that the three spheres of government undertake targeted and integrated poverty reduction programmes within the context of three cross-cutting strategies, namely the Integrated Sustainable Rural Development Strategy, the Urban Development Strategy and the Human Resource Development Strategy (Beaumont 2004). Table 1 includes more details on the Anti-Poverty Strategy.

South Africa has also acknowledged that “local government in South Africa has a key role to play in addressing the social and economic needs of communities while ensuring that the resource base upon which life depends is conserved and well managed. Meeting these responsibilities is especially demanding given the inequitable development patterns and the variety of environmental contexts that exist in the country” (DEAT 2002a, p. 1). Therefore, South Africa has introduced a framework for the developmental role of local government, entitled *Integrated Development Planning* (IDP) (See Box 1 for details on IDP). Many of the aims of IDP are closely aligned with the principles of sustainability, and therefore IDPs can be used as strong vehicles for promoting sustainable development approaches and practices at the local level (DEAT 2002a, p. 1).

Box 1: Integrated Development Planning (IDP)

The South African system of Integrated Development Planning (IDP) is a process by which municipalities prepare 5-year strategic plans that are reviewed annually in consultation with communities and stakeholders. These plans seek to promote integration by balancing social, economic and ecological pillars of sustainability without compromising the institutional capacity required in the implementation, and by coordinating actions across sectors and spheres of government (CSIR 2000).

Integration of Sustainable Development Principles

Needs of both the present and future generations are integrated into the definition of sustainability found in the Environmental Management Policy. The policy also incorporates this essence by including principles of environmental management such as capacity building and cradle-to-grave, which acknowledge South Africa’s responsibility to the future.

The Environmental Management Policy also integrates economic, social and environmental considerations into the definition of “sustainable development”. Additionally, the policy’s strategic goals touch on all dimensions of sustainability, by including elements such as education, integrated planning, and international cooperation.

3 Institutional and Procedural Aspects of the National Sustainable Development Strategy

3.1 Development and Institutional Aspects

In July 1997, the White Paper on Environmental Management Policy was adopted by South Africa. This policy, completed by the Department of Environmental Affairs and Tourism (DEAT), emerged largely in response to Agenda 21 adopted at the United Nations Conference on Environment and Development in Rio de Janeiro in 1992.

The South African Government has appointed the national Department of Environmental Affairs and Tourism as the lead agent responsible for ensuring the integrated and coordinated implementation of its policy on environmental management. As such, the Department has become the custodian for South Africa’s environment, and is responsible for ensuring that the environmental rights of this country’s citizens are enforced (DEAT 1997, p. 8).

Starting in 1995, South Africa developed its White Paper on Environmental Management Policy through a comprehensive participatory process known as the Consultative National Environmental Policy Process (CONNEPP). CONNEPP's purpose was to give all stakeholders in South Africa the chance to contribute to developing the new environmental policy. Representatives from all sectors of society (business and industry, community based organizations, environmental non-government organizations, national government, organised labour, and provincial governments) participated in the policy's development, drafting and consultation. Several international experts also provided input to the preliminary discussion document prepared in 1996 (DEAT 1997, p. 5).

In the fall of 1996, approximately 40,000 copies of the Green Paper (the precursor to the White Paper on Environmental Management Policy) were distributed countrywide. Comments were captured and integrated into the drafting of the Environmental Management Policy by members of the multi-sectoral drafting team and representatives from the Department. The Draft Environmental Management Policy was submitted to Cabinet and Parliament in June and July 1997 and published in the Government Gazette for public comment (DEAT 1997, p. 6).

Funding of the CONNEPP was provided by the International Development Research Centre and the Danish Cooperation for Environment and Development (DEAT 1997, p. 6).

3.2 *Participation Aspects*

The South African Constitution sets out principles of cooperative government and intergovernmental relations that govern the relations between all spheres of government and all organs of the state within the spheres. These principles apply to environmental management (DEAT 1997, p. 19).

At the national level, key institutions for the overarching strategic planning system are the Office of the Presidency and the Cabinet. "The current challenge facing South Africa is that there is no formal co-operative governance structure that exclusively or broadly focuses on sustainable development. Various pillars of sustainable development (economic, environmental and social) are separately coordinated with no point of integration before decision-making at cabinet level" (DEAT 2003, p. 23).

At a political level, Cabinet has six committees whose functions are to make cross-cutting policy recommendations in specific sectors. These committees are comprised of Ministers within the specific sectoral categories. The subordinating Director-General clusters support these committees. Cabinet has given the responsibility of coordinating sustainable development to the International Relations, Peace and Security (IRPS) Committee. The challenge, however, remains in that there are a number of key relevant ministries around sustainable development that are not represented in this committee and the supporting clusters thereof (e.g. the Department of Agriculture and ironically the Department of Water Affairs and Forestry that happens to be responsible for a key area identified for the first round of the new CSD cycle). The other challenge is that

sustainable development is but one of a number of priorities that the IRPS committee must deal with (DEAT 2003, p. 23).

At an operational level, various structures provide coordination support within the three spheres of government. An example is the Committee on Environmental Coordination established by the National Environmental Management Act. The objective of this Committee is to “promote the integration and coordination of environmental functions by the relevant organs of state, and in particular to promote the achievement of the purpose and objectives of environmental implementation plans and environmental management plans” as set out in the Act. This Committee is chaired by the Department of Environmental Affairs and Tourism, and consists of representation of nine national departments and all provinces. “The main challenge facing that committee is that it does not have any relations with the social and economic pillars of sustainable development” (DEAT 2003, p. 23).

After the WSSD, Cabinet mandated DEAT to coordinate the efforts towards the successful implementation of the Johannesburg Plan of Implementation through the IRPS Cluster. A sustainable development task team, whose secretariat is resident in the Department of Environmental Affairs and Tourism, was established to advise the IRPS cluster on sustainable development implementation. This team has representation from those departments that are not part of the IRPS cluster. Major groups and other stakeholders are currently engaged with the task team (DEAT 2003, p. 23).

In addition to the Committee for Environmental Coordination, the National Environmental Management Act also establishes the National Environmental Advisory Forum whose objectives are to inform the Minister of the views of stakeholders regarding the application of the national environmental management principles, and to advise the Minister on matters of environmental management, governance, and monitoring compliance.

3.3 *Monitoring Aspects*

Requirements to monitor, evaluate and report against the goals defined specifically within the Environmental Management Policy are not stipulated. Further, government officials indicate that “the review of the effectiveness of policy in South Africa takes place on an annual basis and is usually done in more holistic manner looking into the entire sector and not a particular policy” (Manale 2004).

The policy itself states that the national Department of Environmental Affairs and Tourism as lead agent is responsible and accountable for:

- coordinating and supervising environmental functions in all spheres of government, and
- enforcing compliance with the Environmental Management Policy (DEAT 1997, p. 22)

However, although South Africa does not report directly against implementation of the policy, it does report on a variety of environmentally-related sustainable development initiatives. Box 2 highlights some of these reports.

Box 2: Examples of Environmental-related Sustainability Reporting in South Africa

- **State of the Environment Reports** are available nationally (1999), and for all nine provinces, five cities, and five local governments.
- A National Environmental Indicators program was initiated at the end of 2000. By August 2002, 102 environmental indicators were defined and will be used for national state of the environment reporting.
- The National Environmental Management Act requires the Minister to initiate an **Annual Performance Report on Sustainable Development to meeting the government's commitment to Agenda 21** (Section 26). Government officials provided a 2003 report.
- The Act also requires every national department which exercises functions which may affect the environment and every province to prepare an **Environmental Implementation Plan**. Annual progress reports are required, and ultimately reported to the Minister annually on not only the compliance with the plan, but also on recommendations to secure compliance with the national environmental management principles (section 10 of the Act).
- **South Africa CSD-12 Country Report** includes South Africa's national status report focusing on water, sanitation and human settlement (Manale 2004; DEAT 2004)

With regards to compliance, the Environmental Management Policy discusses compliance only within the context of regulatory mechanisms to deal with environmental infractions. It does not outline measures for addressing the failure to comply with its own goals and objectives.

Regarding the use of Strategic Environmental Assessments (SEA), the policy states that "Integrated Environmental Management will be a prerequisite for government approval of all activities with potentially adverse environmental impacts" (DEAT 1997, p. 31). The policy further states that economic policies and strategies and spatial development plans which impact on the environment must also be addressed within the context of Integrated Environmental Management. Strategic Environmental Assessment of policies, plans and programs is identified as one of the instruments by which environmental concerns can be integrated into all levels of decision making (DEAT 1997, p. 31). The Strategic Environmental Assessment in South Africa Guideline Document (February 2000) outlines how SEA have been integrated into the formulation process of South Africa's plans and programs, as well as providing guidelines which promote a common understanding and a best practice across the country.

3.4 Implementation Aspects and Specific Initiatives

Given the fragmentation of environmental functions throughout South Africa's government institutions, the policy recognizes that all national departments and other organs of state in all spheres must comply with the government's national policy on

environmental management to achieve integrated and holistic environmental management. As such, the government appointed the national Department of Environmental Affairs and Tourism as lead agent responsible and accountable for:

- Developing and implementing an integrated and holistic environmental management system
- Coordinating and supervising environmental functions in all spheres of government
- Developing and enforcing an integrated and comprehensive regulatory system
- Enforcing compliance with this policy (DEAT 1997, p. 24)

Although specific details pertaining to the financing of the environmental management policy itself are not available, according to government officials, the South African system of governance finances all policy through the three tiers of government being national, provincial and municipal. At a national level, the budget is passed through a ministerial budget vote that takes place anytime between April and July every year. The provinces use a similar process. At a local government / municipal level, allocations are made from the overall municipal budget vote. The local municipality then determines its priorities and allocates funds for expenditure based on an integrated development plan (IDP) (Manale 2004).

Before any legislation can be passed in South Africa, the department introducing the legislation must satisfy the National Treasury that the fiscal implication of such legislation is within the implementation capacity of provinces and local municipality (i.e. "Funds must follow function"). The other main financing mechanism is donor funding which usually covers capacity building for piloting enforcement, communications and awareness, and creating the appropriate monitoring mechanisms (Manale 2004).

Government officials note that communicating any legislation in South Africa has always been challenging and the communication is usually divided into different facets. For the general public a communications strategy is developed which usually covers issues such as government reasoning for introducing the legislation, to rights and duties of citizens as well as the role of the public in enforcement. DEAT publicized simplified versions of the policy, loading it on the website as well as orchestrating a series of community and civil society workshops on the policy. DEAT also utilizes events like World Environment Day, World Wetlands Day, as well as parliamentary debates and bought media space. A number of review conferences with key industry and government departments are also used as communications and planning forums (Manale 2004).

Table 1 highlights some of South Africa's innovative initiatives undertaken to implement sustainable development.

Table 1: Selected Sustainable Development Initiatives

Initiative	Outline
Urban Tenure Reform	Urban development in South Africa is led by the housing sector. The National Housing Capital Subsidy scheme is a critical instrument for

	<p>urban tenure reform. National policy guidelines for urban tenure security emanate from the Department of Housing and the Department of Land Affairs. The Subsidy policy has been designed to accommodate a variety of tenure options on the basis of a limited state contribution to be driven by private (individual) investment, credit finance and where possible the sweat equity of the owner. South Africa's land policy advocates that people should choose the tenure system which is appropriate to their circumstances and the land reform programme aims to extend greater tenure security to South Africans under diverse systems of tenure (Royston, p. 1).</p>
<p>Anti-Poverty Strategy (APS)</p>	<p>The Anti-Poverty Strategy (APS) is established within the context of national policy development as encapsulated in the RDP, national and provincial legislation, various White and Green papers and strategy documents, and in particular the following three strategies: Integrated Sustainable Rural Development Strategy, the Urban Development Strategy and the Human Resource Development Strategy. Moreover, the APS is established on a number of pillars, which are essentially values that are shared universally in the country and which are embodied in national legislation and in the documents listed above. For instance such 'pillars' include the following:</p> <ul style="list-style-type: none"> • Creating a framework for economic growth and transformation; • Ensuring good governance and security; • Directly increasing the ability of the poor to raise their incomes; and • Directly increasing the quality of life of the poor (Beaumont 2004).
<p>Integrated Sustainable Rural Development Strategy (ISRDS)</p>	<p>South Africa's Integrated Sustainable Rural Development Strategy (ISRDS) is the main framework for rural poverty reduction with a time frame of 2001-2010. The ISRDS, launched at the end of 2000, aims to 'attain socially cohesive and stable rural communities with viable institutions, sustainable economies and universal access to social amenities, able to attract and retain skilled and knowledgeable people, who are equipped to contribute to growth and development'. Its components are:</p> <ul style="list-style-type: none"> • A vision of the growth process in rural areas; • A mechanism for integrating existing programmes; • Design of new programmes if needed; • A defined locus of decision-making; • A meaningful role for local government; • A clarification of financial flows and channels; • Key performance indicators; • Procedures to monitor indicators; and • Sequencing of actions. <p>Essentially the ISRDS is intended to develop co-ordination and integration of existing programmes, so that they can achieve a broad</p>

range of developmental outcomes (HSRC 2002).
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Box 3 highlights one of South Africa's particularly innovative sustainable development initiatives, within the environmental domain:

Box 3: Environmental Implementation Plans

The National Environmental Management Act requires the development of Environmental Implementation Plans (EIP) every four years. These plans are required by every province and by every national department which exercises functions which may affect the environment. The Plans must reflect implementation strategies for addressing the environmental management principles defined in the Act, which are cross-cutting (i.e. include social, economic, and environmental considerations).

Among many other requirements, the Environmental Implementation Plans must illustrate how the relevant department or province will ensure compliance with the national environmental management principles established in section 2 of the Act. The Act then requires that the relevant departments and provinces annually report on the implementation of its adopted plan to the Committee for Environmental Coordination (section 16 of the Act). In turn, the Committee then reports to the Minister annually on not only the compliance with these plans, but also makes recommendations to secure compliance with the national environmental management principles (section 10 of the Act).

The DEAT website shows that many South African provinces and localities have prepared EIPs. DEAT has also prepared its Annual Compliance Report: 2002-2003, which provides an overview of progress made regarding cooperative governance, as well as progress on the achievements of its EIP objectives. The final sections of this report also discuss adjustments to be made to the future EIP.

3.5 Summary of National SD Strategy

The table below summarizes South Africa's sustainable development strategic initiatives under the environmental pillar.

Table 2: Summary of South Africa's National Sustainable Development Strategy

Criteria/Aspects	Outline
Content of SDS	
- Typology	- Cross-sectoral: national environmental management policy
- Content	- Contains vision, principles and strategic goals, as well as governance guides
- Linkages with other strategies and planning processes	- Reconstruction and Development Program, JPOI Response Strategy, National Environmental Management Act, Anti-Poverty Strategy, Integrated Development Planning (IDP)
Development Aspects	
- Legal basis, state of process	- Environmental policy created by DEAT; other relevant SD policies are from across a range of government departments
- Institutions, responsible agencies	- DEAT lead agency; Committee for Environmental Coordination (intergovernmental committee)
- Decisions and negotiation	- Consultative National Environmental Policy Process (multi-stakeholder consultations in development of policy)
- External Support	- International technical expertise at beginning of policy development process
Participation	
- Coordination	- DEAT and Department of Foreign Affairs to coordinate sustainable development implementation, and advise appropriate cabinet committee (i.e. International Relations, Peace and Security IRPS cluster)
- Inter-governmental actors	- Committee for Environmental Coordination (intergovernmental committee)
- Civil society, NGOs actors	- Other stakeholders involved at arm's length through sustainable development task team under the IRPS cluster; National Environmental Advisory Forum
Monitoring, Reporting and Adaptation Aspects	
- Responsibilities & Mechanisms	- DEAT responsible for enforcing compliance of the policy
- Compliance mechanisms	- No compliance mechanisms directly associated with implementation of policy
- Learning and Adaptation	- Learning & adaptation are not built into policy, but are evident in Environmental Implementation Plans required under the Act
- Application of Strategic Environmental Assessment	- SEA actively in use
Implementation of SDS	
- Responsibility and Coordination	- DEAT lead agent, responsible and accountable for coordinating environmental functions in all spheres of government
- Financing and capacity	- Financing of policy through regular budget process, and locally through IDP
- Communication	- Communication through website and public events
Specific SD Initiatives	
	- Urban Tenure Reform
	- Anti-Poverty Strategy (APS)
	- Integrated Sustainable Rural Development Strategy (ISRDS)

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Appendix A – Summary of the Reconstruction and Development Program (RDP)

Provided by J. Beaumont, CD: Planning and Coordination (2004)

The Reconstruction and Development Program (RDP) has provided the overarching framework and vision for the government's strategy on sustainable development although it may not have been formulated in this way at the time.

It is true however, that the RDP and the strategies/policies that followed it focus almost exclusively on two of the three pillars of sustainable development, that is, Economic and Social Development. Thus the third pillar, Environmental Development, is at best glossed over in these policies or at worst neglected in their entirety. To fill this gap, a concerted effort has been made by a number of national departments, led by the Department of Environmental Affairs and Tourism (DEAT), to address issues relating to, and developing appropriate policies for, environmental management.

While South Africa has not formally developed a National Strategy on Sustainable Development, the ingredients for such a strategy are all in place, embodied firstly in the overarching framework for sustainable development, namely, the Reconstruction and Development Programme (RDP), secondly, in a number of cross-cutting implementation strategies (such as the Integrated Sustainable Rural Development Strategy), and finally in a host of other policy developments as reflected in the gamut of White Papers and legislation that has emerged since 1994.

The strategy for growth and development in South Africa was formulated early on in the tenure of the first democratic government. This strategy was embodied in the government's Reconstruction and Development Programme (RDP).

The RDP was and is still seen as a policy framework for integrated and coherent socio-economic progress. It sought to mobilize all the country's resources 'toward the final eradication of the results of apartheid. Its goal is to build a democratic, non-racial and non-sexist future and it represents a vision for the fundamental transformation of South Africa by:

- Developing strong and stable democratic institutions;
- Ensuring representivity and participation;
- Ensuring that our country becomes a fully democratic, non-racial and non-sexist society; and
- Creating a sustainable and environmentally friendly growth and development path.

The RDP was based on six basic principles, namely integration and sustainability; a people-driven process; peace and security; nation building; meeting basic needs and building the infrastructure of the country; and democratization. The challenge facing the government was to facilitate and give content to these six principles of the RDP and to combine them into a coherent programme. The themes of empowering women and disabled people are woven throughout the RDP and indeed in all the major policy documents of the government.

Principle 1: Integration and Sustainability

It was evident that what was required for successful governance was an integrated and sustainable programme. The legacy of apartheid could not be overcome with ‘piecemeal, uncoordinated policies’. The RDP was seen as a strategy to “(harness) our resources in a coherent set of strategies which will be implemented at national, provincial, and local level by the Government, parastatals and local authorities. Business and organizations within civil society all will be encouraged to work within the framework of the RDP. Due regard will be given to affordability, given our commitment to sustainability and to achievable goals.” (White Paper on Reconstruction and Development)

Principle 2: People-Driven

Second, the RDP needed to be a people-driven process. This is evident from the White Paper on Reconstruction and Development: “Our people, with their aspirations and collective determination, are our most important resource. The RDP is focused on people’s immediate as well as long-term needs and it relies, in turn, on their energies. Irrespective of race or sex or age, or whether they are rural or urban, rich or poor, the people of South Africa must together shape their own future. Development is not about the delivery of goods to a passive citizenry. It is about involvement and growing empowerment. In taking this approach the Government will build on the many forums, peace structures and negotiations that our people are involved in through the land. The Government therefore commits itself to maximum transparency and inclusivity.”

Principle 3: Peace and Security

Peace and security was seen as fundamental to the programme and to a people-driven process. As a first step in the reconstruction and development process, the government began the process of establishing security forces that reflected the national and gender character of the country. Similarly, the country’s judicial system was reformed to reflect society’s racial and gender composition, and to provide fairness and equality for all before the law. The government committed itself to taking decisive action to eradicate lawlessness, drug trafficking, gun running, fraud, crime, and especially the abuse of women and children.

Principle 4: Nation Building

Nation building was regarded as a priority by the Mandela government and was seen as a pre-requisite for growth and sustainable development. The success of the electoral process in 1994, the establishment of the Government of National Unity and the commitment of all political parties to the RDP were seen as the first important steps in this process of nation building.

Principle 5: Meeting Basic Needs and Building the Infrastructure

The RDP was based on the notion that reconstruction and development are parts of an integrated process. Therefore the RDP was seen as a programme that “integrates growth, development, reconstruction, redistribution and reconciliation into a unified programme. The key to this link is an infrastructural programme that will provide access to modern and effective services such as electricity, water, telecommunications, transport, health,

education and training for all our people. This programme will both meet basic needs and open up previously suppressed economic and human potential in urban and rural areas.”

Principle 6: Democratisation

Democratization of South Africa is seen as central to a coherent programme of reconstruction and development. Moreover, an integral element of this democratization process is an active process that enables all citizens to contribute to the process of reconstruction and development.

The RDP was built around five key programmes:

- Meeting Basic Needs
- Developing Human Resources
- Building the Economy
- Democratising the State and Society
- Implementation.

Meeting Basic Needs

The basic needs of people were seen to extend from job creation, land and agrarian reform to housing, water and sanitation, energy supplies, transport, nutrition, health care, the environment, social welfare and security. In creating the infrastructure to meet these needs the aim of the RDP was also to encourage and support the participation of people in making the key decisions about where the projects should be and how they should be managed.

Developing Human Resources

Developing the country’s human resources was seen as the key to growth and development. The successful development of the country’s human resources was dependent on an appropriate education and training programme including proper recognition for previously disregarded skills, fostering the concept of lifelong learning and introducing an integrated approach to education and training.

Building the Economy

The RDP recognized that the South African economy needed to be revitalized in order to be put onto a higher growth path. The economy inherited by the first democratic government was characterized by high levels of inflation, a high and rising fiscal deficit, low levels of investment in productive enterprises and low productivity. The poor majority of the people carried the burden of unemployment, bad housing, poor health – in short the consequences of the poor performance of the economy. The RDP sought to reverse the distortions of the economy that resulted in the high degree of poverty and inequality that characterized South Africa in the mid-1990s.

Democratising the State and Society

The RDP committed the country to democratising institutions and practices of the state as this was seen as a fundamental condition for effective development. Foremost amongst the challenges here were the establishment of a single, efficient, and accountable public service.