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GOVERNMENT NOTICE

Environmental Affairs and Tourism, Department of

Government Notice

GOVERNMENT NOTICE

DEPARTMENT OF ENVIRONMENTAL AFFAIRS AND TOURISM

No. R. 1426

7 December 2004

NATIONAL ENVIRONMENTAL MANAGEMENT ACT, 1998 (ACT NO. 107 OF 1998)

AMENDMENTS TO REGULATIONS PUBLISHED IN TERMS OF SECTION 44 OF THE NATIONAL ENVIRONMENTAL MANAGEMENT ACT, 1998: CONTROL OF USE OF VEHICLES IN THE COASTAL ZONE (GN REGULATION 1399 OF 21 DECEMBER 2001)

The Minister of Environmental Affairs and Tourism has amended the regulations that control vehicle use in the coastal zone (published in terms of section 44 of the National Environmental Management Act, 107 of 1998, on 21 December 2001) as set out in the Schedule. In addition, the Minister has published *Guidelines on the Implementation of Regulations Pertaining to the Control of Vehicles in the Coastal Zone: December 2004.*

Schedule

GENERAL EXPLANATORY NOTE:		
[] Words in bold ARIAL NARROW and in square bracket	s indicate	omissions
from existing regulations.	e	*
Words underlined indicate insertions in existing reg	ulations.	

NATIONAL ENVIRONMENTAL MANAGEMENT ACT, 107 OF 1998 AMENDMENT TO REGULATIONS: GN REGULATION 1399 OF 21 DECEMBER 2001: CONTROL OF USE OF VEHICLES IN THE COASTAL ZONE

DRAFT AMENDMENT TO REGULATIONS

To amend the Regulations governing the control of vehicle use in the coastal zone, to better regulate permits and licence applications; and to provide for incidental matters.

Amendment of regulation 1 of GN Regulation 1399 of 21 December 2001

- 1. Regulation 1 of GN Regulation 1399 of 21 December 2001 ("the Regulations"), is hereby amended by:
- (a) the substitution of the definition of "boat launching site" with the following definition:
- "'boat launching site' means a site where members of the public or members of organised clubs use vehicles to launch boats or other vessels into the sea or into an estuary, and "licensed boat launching site" means a site that has a valid licence in terms of regulation 7;";
- (b) the insertion of the following definition:
- " 'Deputy Director-General' means the Deputy Director-General of the Department of Environmental Affairs and Tourism: Branch Marine and Coastal Management;";
- (c) the substitution of the definition of "estuary" with the following definition:
- "'estuary' means a partially or fully enclosed body of water through which a river or fresh water source is open to the sea permanently or periodically, and in which the water level rises and falls as a result of the action of the tides whenever it is open to the sea, and / or within which sea water can be diluted to an extent which is measurable with fresh water drained from land;";
- (d) the insertion of the following definition:
- "'MEC' means the member of the executive committee responsible for environmental affairs in the provincial sphere of government;";

- (e) the insertion of the following definition:
- " 'private property' does not include a property with unlawfully constructed buildings or improvements;";
- (f) the substitution of the definition "provincial authority" with the following definition:
- " 'provincial authority' means the head of the provincial department responsible for environmental affairs;";
- (g) the deletion of the definition "recreational use area".
- (h) the insertion of the following definition:
- "'tourism business' means a commercial business using vehicles in the coastal zone for the purpose of promoting and handling of tours and which employs tourist guides;";
- (i) the insertion of the following definition:
- "'tourist guide' means a tourist guide as defined in the Tourism Act, 72 of 1993."

Amendment of regulation 2 of the Regulations

2. Regulation 2 of the Regulations is hereby substituted with the following:

Every person who causes, has caused or may cause pollution or degradation of the environment by the use of a vehicle in the coastal zone must take reasonable measures to prevent such pollution or degradation from continuing, recurring or occurring or, in so far as such harm to the environment is authorised by law or cannot reasonably be avoided or stopped, to minimise and rectify such pollution or degradation of the environment at that person's own cost.

Amendment of regulation 3 of the Regulations

- 3. Regulation 3 of the Regulations is hereby amended as follows:
- "(c) is authorised in terms of an exemption granted by the Minister under regulation 20; or
- (d) is lawful in terms of regulation 22."

Amendment of regulation 4 and renumbering of regulation 4(a)(vii) of the Regulations

4. Regulation 4 of the Regulations is hereby amended by the amendment of the following sub-regulations, the insertion of the following sub-regulation and sub-regulation 4(a)(vii) is renumbered as 4(a)(vi):

the use by any person of any vehicle –

 (ii) on private land by the owner or with the permission of the owner or lawful occupier of that land;

(b) the use of any vehicle within a boat launching site in accordance with the licence issued in terms of regulation 7 for that boat launching site, provided that a vehicle may be used on a private slipway in respect of which a lease has been granted in terms of the Seashore Act, 1935 (Act No. 21 of 1935);

(e) the use of a vehicle in the coastal zone by members of the National Sea Rescue Institute

or Lifesaving South Africa in the public interest."

Amendment of regulation 5 of the Regulations

6. Regulation 5 of the Regulations is hereby amended by substituting references to the [Director-General] with the <u>Deputy Director-General</u>, by substituting references to section [24(7)] with section 24(4) and by deleting sub-regulation (6).

Amendment of regulation 6 of the Regulations

7. Regulation 6 of the Regulations is substituted with the following:

"Permits to use vehicles in the coastal zone

- 6 (1) A permit to use a vehicle in the coastal zone may be issued by the Deputy Director-General for the purpose of
 - (a) carrying on a non-recreational activity in terms of a right, permit or exemption granted under the Marine Living Resources Act. 18 of 1998;
 - (b) scientific research;
 - (c) <u>carrying on a tourism business</u>;
 - (d) accessing private property provided there is no reasonable alternative access to the property:
 - (e) <u>producing an advertisement, feature film, still photograph or a television</u> programme;
 - (f) access by a physically disabled person;
 - (g) carrying on an organised recreational sport fishing competition.
 - (2) All applications for permits shall be directed to the Deputy Director-General on a stipulated form.
 - (3) When issuing a permit, the Deputy Director-General may impose such conditions as he or she considers conducive to the achievement of the objectives of the Regulations.
 - (4) (a) A permit may be issued in terms of sub-regulation 6(1)(a) if the applicant-

- (i) pays the application fee stipulated by the Deputy Director-General;
- (ii) demonstrates that the use of a vehicle is required in the coastal zone to effectively carry on the non-recreational activity authorised in terms of the Marine Living Resources Act, 18 of 1998:
- (iii)demonstrates that the intended vehicle use will not cause significant harm to the coastal zone; and
- (iv) demonstrates that members of the public will be able to continue to safely use and enjoy that part of the coastal zone.
- (b) Such a permit may be issued for any period, provided that the permit shall expire upon the expiration or reversion of the right, permit or exemption granted under the Marine Living Resources Act.
- (c) The Deputy Director-General may authorise this permit to be transferred if sound reasons exist.
- (5) (a) A permit may be issued in terms of sub-regulation 6(1)(b) if the applicant-
 - (i) demonstrates that the use of the vehicle is required to effectively carry out the scientific research;
 - (ii) provides a detailed research proposal approved by a recognised institute established for the purpose of scientific research;
 - (iii)demonstrates that the intended vehicle use will not cause significant harm to the coastal zone; and
 - (iv) demonstrates that members of the public will be able to continue to safely use and enjoy that part of the coastal zone.
- (b) Such a permit may be issued for a maximum period of twelve months, provided that it may be renewed on application to the Deputy Director-General. This permit is not transferable.
- (6) (a) A permit may be issued in terms of sub-regulation 6(1)(c) if the applicant-
 - (i) pays the application fee stipulated by the Deputy Director-General;
 - (ii) provides proof of registration of its tourist guides and copies of all applicable marketing material in respect of the intended tour or tours in the coastal zone;
 - (iii) has complied with the requirements of section 24(4) of the Act;
 - (iv) demonstrates that the intended vehicle use will not cause significant harm to the coastal zone; and
 - (v) <u>demonstrates that members of the public will be able to continue to safely use and enjoy that part of the coastal zone.</u>
 - (b) Such a permit shall be issued for a maximum period of sixty months and shall not be transferable, but may be renewed on application to the Deputy Director-General against the stipulated fee.

7 (a) A permit may be issued in terms of sub-regulation 6(1)(d) if the applicant-

(i) provides proof that the property is lawful;

- (ii) demonstrates that no reasonable alternative access route to the property exists:
- (iii) demonstrates that the intended vehicle use will not cause significant harm to the coastal zone; and
- (iv) demonstrates that members of the public will be able to continue to safely use and enjoy that part of the coastal zone.
- (b) Such a permit may be issued for a maximum period of sixty months, provided that it may be renewed on application to the Deputy Director-General.
- (8) (a) A permit may be issued in terms of sub-regulation 6(1)(e) if the applicant-
 - (i) pays the application fee stipulated by the Deputy Director-General;
 - (ii) provides an independent environmental report on the possible effects of the proposed vehicle use on the coastal zone:
 - (iii) provides a detailed description of the proposed advertisement, production or filming activity and the purpose of the proposed vehicle use:
 - (iv) demonstrates that the intended vehicle use will not cause significant harm to the coastal zone; and
 - (v) <u>demonstrates that members of the public will be able to continue to safely use and enjoy that part of the coastal zone.</u>
 - (b) Such a permit shall be issued for the duration of the production up to a maximum of thirty days and cannot be transferred.
- (9) (a) A permit may be issued in terms of sub-regulation 6(1)(f) if the applicant-
 - (i) pays the application fee stipulated by the Deputy Director-General:
 - (ii) provides written confirmation from the National Council for Persons with Physical Disabilities in South Africa that he or she is a physically disabled person:
 - (iii) demonstrates that the intended vehicle use will not cause significant harm to the coastal zone; and
 - (iv) demonstrates that members of the public will be able to continue to safely use and enjoy that part of the coastal zone.
 - (b) Such a permit may be issued for a maximum period of three years, provided that it may be renewed on application to the Deputy Director-General.

- (10) (a) A permit may be issued in terms of sub-regulation 6(1)(g) if the applicant-
 - (i) pays the application fee stipulated by the Deputy Director-General;
 - (ii) demonstrates that the event is an organised recreational sport fishing event held under the auspices of a recognised national or provincial sport fishing organisation;
 - (iii) demonstrates that the intended vehicle use will not cause significant harm to the coastal zone; and
 - (iv) demonstrates that members of the public will be able to continue to safely use and enjoy that part of the coastal zone.
 - (b) Such a permit may be issued for a maximum period of one year, provided that the permit shall only be issued for specified organised recreational sport fishing competitions.
- (11) When considering an application for a permit submitted in terms of this regulation to use a vehicle in the coastal zone under the jurisdiction of a manager of a coastal protected area, the Deputy Director-General shall only issue a decision on the application after consulting with the manager of the coastal protected area.
- (12) Notwithstanding anything to the contrary in this regulation, the Deputy Director-General may require an applicant to fulfil the requirements of section 24(4) of the Act in respect of the investigation, assessment and communication of the potential impact of the activity concerned."

Amendment of regulation 7 of the Regulations

8. Regulation 7 of the Regulations is hereby substituted with the following:

"Licence for boat launching sites

- 7. (1) No person shall be entitled to use a vehicle in the coastal zone for the purpose of launching or landing vessels from a boat launching site that is not licensed in terms of this regulation, unless such use is a permissible use.
 - (2) An application for a licence shall be made to:
 - (a) the manager of the coastal protected area, if the boat launching site is situated in a coastal protected area that has been designated an area of national or international significance or if the boat launching site is under the jurisdiction of the South African National Parks authority, provided that where the applicant for a licence is a manager of a coastal protected area, the application shall be made to the Deputy Director-General; or
 - (b) the provincial authority, if the boat launching site is situated in any other area or jurisdiction.

- (3) When issuing a licence, the manager of the coastal protected area, the Deputy Director-General or a provincial authority may impose any condition considered to be conducive to the achievement of the objectives of the Regulations.
- (4) A licence shall only be issued by the manager of the coastal protected area, the Deputy Director-General or the provincial authority, as the case may be, if the applicant-
 - (i) pays an application fee of R 5000.00 (five thousand rand) for each boat launching site sought to be licenced;
 - (ii) complies with the requirements of section 24(4) of the Act relating to the investigation, assessment and communication of the potential impact of the activities associated with boat launching at the site;
 - (iii) demonstrates that vehicle use in the boat launching site area will not cause significant harm to the coastal zone; and
 - (iv) submits an environmental management plan.
- (5) A licence shall be issued for a maximum period of sixty months and shall be capable of being renewed on application and against payment of a fee of R1000.00 (one thousand rand)

Amendment of regulation 8 of the Regulations

- 9. Regulation 8 of the Regulations is hereby amended by substituting references to section [24(7)] with section 24(4) and the insertion of the following in sub-regulation 8(1):
- "8. An applicant for a permit under regulation 6(6) or for a licence under regulation 7 must fulfil the requirements of section 24(4) of the Act in respect of the investigation, assessment and communication of the potential impact of the activity concerned."

Deletion of regulation 9 of the Regulations

10. Regulation 9 of the Regulations is deleted.

Deletion of regulation 10 of the Regulations

11. Regulation 10 of the Regulations is deleted.

Amendment and re-numbering of regulation 11 of the Regulations

12. Regulation 11 of the Regulations is re-numbered as <u>regulation 9</u>, is amended by substituting the reference to section [24(7)] with section <u>24(4)</u> and by the insertion of the following:

Amendment and re-numbering of regulation 12 of the Regulations

- 13. Regulation 12 of the Regulations is re-numbered as <u>regulation 10</u>, is amended by substituting the reference to section [24(7)] with section 24(4) and by the insertion of the following:
- "10. (1) The relevant authority referred to in regulation 6 or 7(2) may refuse to consider an incomplete application for a permit or licence.
 - (3) The relevant authority referred to in regulation 6 or 7(2) [, or in the case of a matter referred to in regulation 9, the Director-General,] must refuse the application if it reasonably believes -
 - (4) If the said authorities [or the Director-General] decide
 - (5) [A permit under regulation 6 must not be granted for a period of more than 12 months and a boat launching site licence under regulation 7 must not be granted for a period of more than 36 months.]"

Amendment and re-numbering of regulation 13 of the Regulations

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- 14. Regulation 13 of the Regulations is hereby re-numbered as <u>regulation 11</u> and amended by the insertion of the following:
- "11. (1) The relevant authority referred to in regulation 6 or 7(2) [, or in the case of a matter referred to in regulation 9, the Director-General,] must issue a written record of the decision..."
 - (2) (i) the signature of the person who represents the relevant authority [or the Director-General];"

Amendment and re-numbering of regulation 14 of the Regulations

15. Regulation 14 of the Regulations is hereby re-numbered as <u>regulation 12</u> and is substituted with the following:

"Appeals

- 12. (1) An appeal against a decision by the Deputy Director-General or manager of a coastal protected area taken in terms of regulation 5, regulation 6 or regulation 7(2)(a), as the case may be, shall be made to the Minister.
- (2) An appeal against the decision of the provincial authority taken in terms of regulation 7(2)(b) shall be to the MEC of that province.
 - (3) The decision of the appeal authority shall be final.

- (4) An appeal must be lodged in writing and shall state the grounds on which it is based and may be accompanied by documents that are certified as true copies of the original.
- (5) An appeal must be lodged within 30 days after the date of the record of decision issued in terms of regulation 11."

Amendment and re-numbering of regulation 15 of the Regulations

- 16. Regulation 15 of the Regulations is re-numbered as <u>regulation 13</u> and is amended as follows:
- "13. [(1) Subject to sub-regulation (2), a permit or licence issued under these regulations may at any time be suspended, cancelled or amended.]
- (1) The relevant authority that issued the permit or licence may only suspend, cancel or amend it if
 - the <u>relevant</u> authority [or Director-General] is satisfied [on the basis of information that was not considered when the permit or licence was issued,] that <u>the permit holder or licence holder is in breach of a condition imposed by the relevant authority</u>; [it is necessary or desirable to suspend, cancel or amend the permit or licence to prevent deterioration or further deterioration of the quality of the environment within the coastal zone;]
 - (b) other similar permits or licences held by other persons in the same vicinity have also been reviewed and the suspension, cancellation or amendment does not unfairly discriminate against the holder in relation to other holders of similar permits or licences in the same vicinity;]
 - (b) after the holder of the permit or licence was given an opportunity to comply with the condition, and failed to do so; and
 - (c) the holder of the permit or licence was given an opportunity to make written representations to the relevant authority.

[(2) A permit or licence may not be amended in such a way that the period for which it valid exceeds the maximum period for which it may be issued.]

- (2) If the Minister has reason to believe that a permit or licence issued by [an] the relevant authority under these regulations is inconsistent with the national environmental management principles in Chapter 1 of the Act or with any other provision of the Act or these regulations, the Minister may intervene and [direct the authority to review the decision and within a specified period either-
 - (a) to] suspend, cancel or amend the permit or licence. [; or
 - (b) to give reasons to the Minister why it does not intend doing so.]"

Amendment and re-numbering of regulation 16 of the Regulations

- 17. Regulation 16 of the Regulations is re-numbered as regulation 14 and is amended as follows:
- "14(1)(c) at any time within 30 days of the alleged commission of the offence, issue summons in terms [of section 54] of the Criminal Procedure Act, 1977 (Act No. 51 of 1977) to any person whom he or she has reasonable grounds to believe has committed or is committing an offence in terms of these regulations.

Any person issued with a summons in terms of sub-regulation [16] 14(1)(c) may in terms [of section 54] of the Criminal Procedure Act, 1977 (Act No. 51 of 1977), pay an admission of guilt fine of R2000."

Amendment and re-numbering of regulation 17 of the Regulations

- 18. Regulation 17 of the Regulations is re-numbered as regulation 15 and is amended as follows:
- Any person who has been granted a permit to use a vehicle in the coastal zone under these regulations, or any person whose application for an exemption under regulation [22] 20 has been granted, must immediately produce such permit or proof of such exemption if requested to do so by an authorised officer."

Amendment and re-numbering of regulation 18 of the Regulations

- 19. Regulation 18 of the Regulations is re-numbered as <u>regulation 16</u> and is amended as follows:
- "16 (2) If any vehicle has been seized in terms of regulation [16] 14 and a person who has been properly charged with an offence in relation thereto fails to appear to answer the charge within 90 days of the seizure, the Director-General may apply to the court for it to be forfeited to the State and the court shall make any order it considers appropriate."

Re-numbering of regulation 19 of the Regulations

20. Regulation 19 of the Regulations is re-numbered as regulation 17.

Amendment and re-numbering of regulation 20 of the Regulations

21. Regulation 20 of the Regulations is re-numbered as <u>regulation 18</u> and is amended as follows:

- "18 (a) a person was sitting behind the wheel or at the controls of a vehicle, whether or not the vehicle was stationary. [,that person is presumed, unless the contrary is proved,] it shall be prima facie proof that the person was using that vehicle in that place.
- (b) a person used a vehicle in the coastal zone other than on a public road, [, that person is presumed, unless the contrary is proved, to have used] it shall be prima facie proof that the vehicle was used in a manner that was not permissible under regulation 4; was not authorised in terms of a permit granted under regulation 6 or an exemption under regulation [22] 20, and was not lawful in terms of regulation [24] 22."

Re-numbering of regulation 21 of the Regulations

22. Regulation 21 of the Regulations is re-numbered as regulation 19.

Amendment and re-numbering of regulation 22 of the Regulations

- 23. Regulation 22 of the Regulations is re-numbered as <u>regulation 20</u> and substituted with the following:
- "20 Any person, including an organ of state, may apply in writing to the Minister for exemption from complying with any of the requirements specified in regulations 6, 7 or 8 for the granting of a permit, licence or the carrying on of an environmental assessment in terms of section 24(4) of the Act, respectively, and the Minister shall only issue an exemption if satisfied that granting such exemption will not result in significant harm to the coastal zone, will not seriously affect any rights of the general public to enjoy the coastal zone, and is in the public interest, alternatively in the interests of protecting the environment."

Re-numbering of regulation 23 of the Regulations

24. Regulation 23 of the Regulations is re-numbered as <u>regulation 21</u> and substituted with the following:

"Conflict and Repeal

- 21. (1) The regulations will prevail if there is any conflict between any of the provisions in them and any other regulations, by-laws or other subordinate legislation relating to the use of vehicles in the coastal zone made under any Act, prior to these regulations coming into force.
- (2) The General Policy published in terms of the Environment Conservation Act, 1989 (Act No. 73 of 1989): Control of Vehicles in the Coastal Zone, promulgated as Government Notice No. 858 in the Government Gazette of 29 April 1994 is hereby repealed."

Amendment and re-numbering of regulation 24 of the Regulations

25. Regulation 24 of the Regulations is renumbered as <u>regulation 22</u> and substituted with the following:

"Transitional provisions

22. Any part of the coastal zone designated a recreational use area under regulation 5 of the Regulations, any permit issued under regulation 6 of the Regulations, any licence issued under regulation 7 of the Regulations and any exemption granted under regulation 20 of the Regulations shall remain valid until revocation of the designation, expiry of the record of decision or the expiry of the exemption, as the case may be."

Re-numbering of regulation 25 of the Regulations

26. Regulation 25 of the Regulations is hereby re-numbered as regulation 23.

Title and Commencement

27. These Regulations are called the Amendments to the Regulations that Control Vehicle Use in the Coastal Zone, 2004, and shall commence on 03 December 2004.

Schedule



DEPARTMENT OF ENVIRONMENTAL AFFAIRS AND TOURISM

GUIDELINES ON THE IMPLEMENTATION OF REGULATIONS PERTAINING TO THE CONTROL OF VEHICLES IN THE COASTAL ZONE

03 DECMEBER 2004

Schedule



DEPARTMENT OF ENVIRONMENTAL AFFAIRS AND TOURISM

GUIDELINES ON THE IMPLEMENTATION OF REGULATIONS PERTAINING TO THE CONTROL OF VEHICLES IN THE COASTAL ZONE

03 DECMEBER 2004

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TABLE OF ABBREVIATED FORMS

1	NEMA	The National Environmental Management
	₩	Act of 1998 (available in full at
	s	www.deat.gov.za)
2.	The DDG	The Deputy Director-General of Marine and Coastal Management
3.	The Department	The Department of Environmental Affairs and Tourism, Marine and Coastal Management.
4.	The Regulations	GN Regulation 1399 of 21 December 2001, also known as the off road vehicle Regulations (available in full at www.deat.gov.za).

1. Introduction

- On 21 December 2001, the Minister of Environmental Affairs and Tourism ("the Minister") published regulations prohibiting the use of vehicles in South Africa's coastal zone in GN Regulation 1399 Control of Vehicles in the Coastal Zone ("the Regulations"). In 2004, the Minister amended the Regulations.
- 1.2 Prior to the introduction of these Regulations, the inadequate control of vehicle use in the coastal zone damaged coastal ecosystems, posed a threat to the safety of people enjoying coastal recreation and generally diminished the pleasure derived from passive forms of recreation in the coastal zone. The general purpose of the Regulations is to regulate the use of vehicles in the coastal zone to ensure that this use is both environmentally sustainable and in the public interest.
- 1.3 The Regulations have the following objectives:
- 1.3.1 generally to prohibit the use of vehicles in the coastal zone;
 1.3.2 to identify vehicle uses in the coastal zone which are permissible (without any formal authorisations);
 1.3.3 to authorise the use of vehicles in the coastal zone in certain circumstances and when the prescribed requirements have been complied with;
 1.3.4 to provide for specific measures to enforce the Regulations; and
 1.3.5 to prescribe penalties for contraventions of the Regulations.
- 1.4 These guidelines explain the how the Regulations will be implemented in respect of:
- 1.4.1 the permissible use of vehicles in the coastal zone;
 1.4.2 the designation of recreational use areas;
 1.4.3 vehicle use in the coastal zone under permit;
 1.4.4 licences for boat launching site areas; and
 1.4.5 exemptions.

2. Interpretation

- 2.1 The Regulations prohibit vehicle use in the coastal zone unless the use is a permissible use in terms of regulation 4, or authorised under regulation 6 (permit) or regulation 7 (boat launching site licence). The vehicle use may also be lawful if a permit, licence or exemption was issued in terms of the Regulation prior to having been amended.
- 2.2 The purpose of these guidelines is to guide the implementation of the Regulations and ensure consistency with the principles contained in the National Environmental Management Act, 107 of 1998 ("the NEMA"). The NEMA principles in particular will direct how these Regulations are implemented.
- 2.3 In order to facilitate the implementation of the Regulations and to inform decisionmaking, strategic environmental assessments of the coastal zone have been undertaken to identify:
 - which environmentally sensitive areas must remain closed to vehicles;
 - how the integrity of coastal habitats which support coastal fauna and flora is to be sustained; and
 - where passive forms of recreation are usually enjoyed in the coastal zone.

3. Permissible Uses

3.1 Regulation 4 makes provision for the use of a vehicle in the coastal zone without a permit or any other formal type of authorisation in certain circumstances. Even though the uses below are *permissible uses*, the drivers of these vehicles must adhere to regulation 2, which prescribes a *general duty of care*:

"Every person who causes, has caused or may cause pollution or degradation of the environment by the use of a vehicle in the coastal zone must take reasonable measures to prevent such pollution or degradation from continuing, recurring or occurring or, in so far as such harm to the environment is authorised by law or cannot reasonably be avoided or stopped, to minimise and rectify such pollution or degradation of the environment at that person's own cost."

In addition, the Department requires users (other than vehicle use in a licenced boat launching site, official state vehicle use and emergency vehicle use) to first inform the

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Department of the intended vehicle use so that the Department may issue the user with vehicle markings.

Location	Authority	Contact Details
Marine and Coastal Management, Foretrust Building, Foreshore, Cape Town	The Department of Environmental Affairs and Tourism: Branch Marine and Coastal Management	The Deputy Director: Integrated Coastal Management
		Email: vehicleuse@deat.gov.za Tel: 0861 123 626

3.2 Five categories of users are listed in regulation 4. These are:

3.2.1

the use by any person of any vehicle on certain specified roads or in certain specified areas, or for a purpose specified in regulation 4(a)(iv) (the use of a vehicle within an area defined as a "mining area") and (vi) (the use of vehicles in an emergency situation to safeguard human life or health, property or the environment). The use of a vehicle in an emergency situation in order to safeguard human life or health, property or any aspect of the environment, is not restricted to actual emergencies. Any person may use a vehicle in the coastal zone when harm to human life or health, property or any aspect of the environment is reasonably foreseeable.

The Department will require any such use to be reported to it. The report must state at a minimum the following:

- The nature of the emergency situation;
- The details of the location and access points used to the coastal zone;
- The number and type of vehicles used; and
- Whether any harm was caused, and if so what remedial measures are... intended or were taken.

Location	Authority	Contact Details
Marine and Coastal Management, Foretrust Building, Foreshore, Cape Town	The Department of Environmental Affairs and Tourism: Branch Marine and Coastal Management	The Deputy Director: Integrated Coastal Management Email: yehicleuse@deat.gov.za Fax: 0861 123 626

3.2.2

the use of any vehicle within a boat launching site, provided that the site is licensed in terms of regulation 7 and the vehicle is used for the purpose of launching a vessel. The site must be licenced and those using it for launching vessels need to have a permit for using a vehicle in the coastal zone. Users should make sure that the site is properly licenced and must adhere to regulation 2, which requires the user to take all reasonable measures to ensure that harm or pollution is not caused to the coastal zone.

Vehicle use on private slipways is also considered a permissible use provided that the slipway was granted a lease in terms of the provisions of the Seashore Act of 1935.

3.2.3

the **use by physically disabled persons** of electrically propelled vehicles specifically designed and manufactured for physically disabled persons. Electrically motorised vehicles are substantially less powerful than conventional internal combustion vehicles and therefore less likely to cause significant harm to the coastal zone. Physically disabled and other persons may also use non-motorised vehicles in the coastal zone.

3.2.4

the use by an employee of any organ of state of any vehicle for the purposes of performing the public duties of that organ of state. Such use remains subject to the duty of care set out in regulation 2. The Department uses the definition of "organ of state" which appears in section 239 of the Constitution of the Republic of South Africa, 108 of 1996. In terms of that definition, an organ of state means-

- (a) any department of state or administration in the national, provincial or local sphere of government; or
- (b) any other functionary or institution-
 - (i) exercising a power or performing a function in terms of the Constitution or a provincial constitution; or
 - exercising a public power or performing a public function in terms of any legislation,

but does not include a court or a judicial officer;

3.2.5

the use of vehicles in the coastal zone or the launching of vessels from the coastal zone by the National Sea Rescue Institute or Lifesaving South Africa for the purposes of carrying on training exercises and other uses in the public interest. Accordingly, the members of the NSRI or Lifesaving South

Africa may conduct training activities using vehicles in and launching vessels from the coastal zone without having to apply for a permit or exemption.

4. Recreational Use Areas

- 4.1 The designation of a recreational use area is the function of the Deputy Director-General of the Department of Environmental Affairs and Tourism: Branch Marine and Coastal Management ("the DDG").
- There are two ways in which an area may be designated a recreational use area. Firstly, the DDG may by notice designate an area of the coastal zone a recreational use area. Secondly, a manager of a coastal protected area or a local authority may apply to the DDG requesting that an area of the coastal zone under their authority or jurisdiction, respectively, should be designated a recreational use area. There is no stipulated or prescribed application form.
- 4.3 The purpose of having an area designated a recreational use area is to identify those coastal zones where vehicles may be utilised under permit to promote organised recreational sport fishing competitions sanctioned by the South African Shore Angling Association or to accommodate physically disabled persons. The Department remains opposed to leisure driving in the coastal zone.
- 4.4 Before designating recreational use areas, the DDG will consider the environmental and socioeconomic implications of designating such areas. The Department will not designate recreational use areas to facilitate *leisure driving* in the coastal zone.
- 4.5 The Department's policy on designating coastal zones as recreational use areas is predicated upon five broad principles. The five principles include
 - · The purpose of designating a coastal zone a recreational use area;
 - Empowerment initiatives:
 - Environmental sustainability and duty of care;
 - · Rights of the public;
 - Enforcement.

- 4.6 Purpose of designating a coastal zone a recreational use area. The Department intends designating certain coastal zones as recreational use areas to promote organised recreational sport fishing competitions.
- 4.7 Empowerment. Local authorities and managers of coastal protected areas must be able to demonstrate that the designation of a coastal zone as a recreational use area will empower local communities and in particular historically disadvantaged communities, such as through employment initiatives and affirming local businesses, particularly those owned and managed by historically disadvantaged persons.
- 4.8 Environmental sustainability and duty of care. The designation of a coastal zone as a recreational use area must support the principles set out in section 2 ("principles") of the National Environmental Management Act of 1998 ("NEMA"). The Department will at all times adhere to the precautionary management principle when determining whether it is appropriate for a coastal zone to be designated a recreational use area. Of further relevance are the steps to be taken by local authorities and managers of coastal protected areas in respect of ensuring that significant harm to the environment is not caused. However, where some harm to the environment is anticipated, it must be demonstrated how this harm will be avoided, alternatively minimised.
- 4.9 Rights of public. The designation of a coastal zone as a recreational use area must not seriously and adversely affect the rights of the public to beneficially utilise the coastal zone.
- 4.10 Enforcement. The Department will not designate recreational use areas, unless the authority seeking the designation clearly establishes that it is capable of enforcing the Regulations and implementing any conditions attached to the record of decision.

Permits (See Annexure 1)

- The Department will only consider an application for a permit for use of a vehicle in the coastal zone for one of the following objectives:
 - To carry on a non-recreational activity in terms of the Marine Living Resources Act;
 - To conduct scientific research;
 - To carry on a tourism business;
 - To access private property; or

- To produce an advertisement, feature film, still photograph or television programme;
- To transport a physically disabled person; or
- To carry on an organised recreational sport fishing competition.

Permits will only be issued after careful consideration is given to the impacts of proposed vehicle use on the environment, the public interest and the public's enjoyment of the coastal zone. If considered necessary or appropriate to issue a permit, reasonable conditions will be imposed on the applicant to minimise possible negative impacts of vehicle use in the coastal zone and the public's enjoyment thereof. The Department may require an applicant to submit an environmental assessment in terms of NEMA in order to support its application if the proposed vehicle use has the potential to cause significant environmental impacts.

- 5.2 All applications for permits must be made to the DDG.
 - 5.3 Specific criteria set out in the Regulations apply to each category of permit. Application fees must be paid in respect of some of the categories. A specific application form exists for each category of permit and <u>applications may only be made on these application forms</u>. Forms are available at the Department:

Location	Authority	Contact Details
Marine and Coastal Management, Foretrust Building, Foreshore, Cape Town	The Department of Environmental Affairs and Tourism: Branch Marine and Coastal Management	The Deputy Director: Integrated Coastal Management
		Email: <u>vehicleuse@deat.gov.za</u> Tel: 0861 123 626 www.deat.gov.za

Vehicle use criteria: Commercial activity in terms of the Marine Living Resources Act

- Persons who wish to apply for a permit to use a vehicle in the coastal zone to carry on a nonrecreational activity in terms of the Marine Living Resources Act 18 of 1998 ("the MLRA") must pay an application fee, demonstrate that they satisfy certain requirements and provide certain information. Permits in terms of this criterion are intended to facilitate the effective and efficient utilisation of commercial fishing rights in the seaweed, beach seine and gillnet fisheries.
 - Application fee: The fee has been stipulated at R500 (five hundred rand) by the DDG and is payable in favour of the Marine Living Resources Fund.
 - Substantive requirements:

- (a) The purpose of the proposed vehicle use must be to enable the applicant to effectively utilise a fishing right, permit or exemption issued in terms of the MLRA. In other words, the applicant must show that without access to a vehicle in the coastal zone, harvesting the resource will not be economically viable or physically possible;
- (b) The proposed vehicle use should not cause significant harm to the environment. Applicants have to demonstrate that the area of intended use does not contain sensitive areas such as estuaries, river mouths, or breeding areas for fauna or sensitive vegetation; and
- (c) The proposed vehicle use must not pose a threat to the safety of members of the public who wish to use the coastal zone for bathing or other recreational reasons.

□ Information required (this must be provided):

- (a) A copy of the applicant's right, permit or exemption granted in terms of the MLRA; and
- (b) A detailed map of the area (1:50 000) with the area of intended use clearly indicated.
- Duration of Permit: A permit will generally be granted for the duration of the right, permit or exemption issued in terms of the MLRA. The permit may be transferred on application to the DDG.

Vehicle use criteria: Scientific research

- Tertiary and recognised research institutions that are organs of state need not apply for a scientific research permit but must inform the Department as provided for under *paragraph*3.2.1. Other persons who wish to apply for a permit to use a vehicle in the coastal zone to carry on scientific research must demonstrate that they satisfy certain substantive requirements and provide certain information.
 - □ Substantive requirements (these requirements must be satisfied):
 - (a) The proposed vehicle use must be necessary for the scientific research to be carried out effectively;
 - (b) The proposed vehicle use must not cause significant harm to the environment; and
 - (c) The proposed vehicle use may not pose a threat to the safety of members of the public who wish to use the coastal zone for bathing or other recreational reasons.

Information required (this must be provided):

- (a) A detailed research proposal authorised by the sponsor of the scientific research must be provided; and
- (b) A detailed map of the area (1:50 000) with the area of intended use clearly indicated.
- Application fee: There is no application fee.
- Renewal of permit: A permit granted for scientific research may be renewed by the DDG. The permit holder must satisfy the DDG that the substantive requirements remain satisfied. This may be done by way of a short affidavit.

Vehicle use criteria: Private property

Persons who wish to apply for a permit to use a vehicle in the coastal zone for the purposes of accessing private property must demonstrate that they satisfy certain substantive requirements and provide certain information. Permits may be issued for a specified period and will be for the property concerned and not for the owner of the property. Should the property be sold, the new owner need not apply for a permit unless it has expired.

□ Substantive requirements (these requirements must be satisfied):

- (a) Buildings or improvements on the property must have been lawfully constructed. Access will not be allowed to coastal private properties constructed in violation of any law;
- (b) The person seeking access must have a legal right to access or use the private property;
- (c) The person seeking vehicular access must demonstrate that no other reasonable alternative access route to the private property exists;
- (d) The proposed vehicle use should not cause significant harm to the environment; and
- (e) The proposed vehicle use must not pose a threat to the safety of members of the public who wish to use the coastal zone for bathing or other recreational reasons.

Information required (this must be provided):

- (a) Proof that the person applying has a clear legal right to access or use the private property concerned;
- (b) A detailed map of the area (1:50 000) with the area of intended use clearly indicated.
- Application fee: There is no application fee.

- Application fee: The application fee stipulated by the DDG is R150 (five hundred rand). The application fee is payable in favour of the Marine Living Resources Fund.
- Substantive requirements (these requirements must be satisfied):
 - (a) The applicant must be a physically disabled person whose functional mobility prevents him or her from being able to walk on beach surfaces. <u>Applicants</u> are required to obtain written certification that they are physically disabled from the National Council for Persons with Physical Disabilities in South <u>Africa</u>. Its contact details are as follows and the Council has local area offices;

The contact details for the National Council for Persons with Physical Disabilities are as follows:

The National Director
Tel: (011) 726 8040
Fax: (011) 726 5705

Email: ncppdsa@cis.co.za

- (b) The proposed vehicle use should not cause significant harm to the environment; and
- (c) The proposed vehicle use must not pose a threat to the safety members of the public who wish to use the coastal zone for bathing or other recreational reasons.
- Information required (this must be provided):
 - (a) A written certification from the National Council for Persons with Physical Disabilities in South Africa confirming that the applicant is a physically disabled person;
- Duration of Permit: A permit may be issued for a maximum period of three years.
- Renewal: A permit for a physically disabled person may be renewed by the DDG at no fee. The permit holder must satisfy the DDG that the substantive requirements remain satisfied. This may be done by way of a short affidavit.

Vehicle use criteria: Organised Recreational Sport Fishing Competitions

5.10 The Department recognises that vehicles may be required to access certain parts of the coastal zone by national or provincial sport fishing organisations that organise national or provincial sport fishing competitions. The Department also recognises that certain scientific research organisations rely on sport fishing competitions for fish data. The Department will accordingly consider granting permits authorising vehicle use in the coastal zone to transport participants participating in organised recreational sport fishing competitions held under the auspices of the South African Shore Angling Association.

- Application fee: The application fee stipulated by the DDG is R200 (two hundred rand) per vehicle per organised recreational sport fishing competition.
 The application fee is payable in favour of the Marine Living Resources Fund.
- Substantive requirements (these requirements must be satisfied):
 - (a) The vehicle use must be necessary for the purpose of holding the organised national or provincial recreational sport fishing competition;
 - (b) The proposed vehicle use should not cause significant harm to the environment; and
 - (c) The proposed vehicle use must not pose a threat to the safety of the members of the public who wish to use the coastal zone for bathing or other recreational reasons.

☐ Information required (this must be provided):

- (a) Proof that the fishing competition is sanctioned by a recognised national or provincial sport fishing organisation and will be held under the auspices of the South African Shore Angling Association;
- (b) Whether the competition will be overseen by a scientific research or conservation body;
- (c) A code of conduct or similar document issued by the organisers that regulates the use of vehicles by participants; and
- (d) A detailed map of the area (1:50 000) with the intended area of use clearly indicated.
- Duration: Permits will not be issued for periods in excess of 12 months, provided that the permit shall only be issued for specified organised recreational sport fishing competitions. Permits are not transferable.
- Renewal: A permit for organised recreational sport fishing competitions may be renewed by the DDG against payment of a fee of R200 per vehicle. The permit holder must satisfy the DDG that the substantive requirements remain satisfied.
- 5.11 As a general rule vehicle use will not be permitted in areas considered sensitive or inappropriate, including:

- Beaches used by members of the public for passive forms of recreation such as bathing and strolling;
- Mangrove forests, wetlands, saltmarshes, estuaries, river mouths, or any other areas of fragile, rare, relict or vanishing vegetation;
- Beaches with unsuitable physical attributes or natural barriers such as steep gradients, rocky headlands, ledges, wave-cut rocky platforms;
- Areas providing habitat for sensitive species such as turtle nesting sites during nesting season (October-February), and bird roosting and nesting sites;
- Sites of cultural significance, including archeological and palaeontological sites, such as shell midens; and
- Protected areas such as coastal parks, coastal nature reserves and marine protected areas.

6. Licences (See Annexure 3)

- 6.1 Persons intending to operate a boat launching site must make application for a licence in terms of regulation 6 if the operator intends to use vehicles or allow their use by members of the public for the purposes of boat launching (or landing).
- 6.2 Operators are required to lodge separate applications for each boat launching site they wish to have licenced.
- 6.3 Applications must be made to the Park Manager where the launch site falls within the jurisdiction of a national park or an area determined to be of national or international significance such as a world heritage site. In all other circumstances, applications should be made to the provincial authority responsible for environmental affairs. Where the applicant is the Park Manager, then the application must be made to the DDG.
- 6.4 Licences will be issued for a maximum period of 5 years (60 months). An application fee of R5000 (five thousand rand) is applicable for each application made. Licences are renewable, subject to a renewal fee of R1000 (one thousand rand) being paid.
- 6.5 Applications for a boat launching site licence <u>may only be made on stipulated application</u>
 <u>forms</u>. These forms are available from the Park Manager concerned, the Department (where it has jurisdiction) or the respective provincial departments responsible for environmental affairs.

Location	Authority	Contact Details
Kwa-Zulu Natal	The Department of Agriculture and Environmental Affairs	The Coastal Management Office, Department of Agriculture and Environmental Affairs, Private Bag X9059, Pietermantzburg, 3200 Tel: (033) 355-9100
Eastem Cape	The Department of Economic Affairs, Environment and Tourism	The Department of Economic Affairs, Environment and Tourism, Private Bag X0054, Bisho, 5605 Tel: (040) 609-3200
Western Cape	The Department of Environmental Affairs and Development Planning	The Department of Planning: Provincial Authority Western Cape, Private Bag X9083, Cape Town, 8000 Tel: (021) 483-3911
Northern Cape	The Department of Agriculture, Nature Conservation, Land Reform and Environmental Affairs	The Department of Agriculture, Nature Conservation, Land Reform and Environmental Affairs, Private Bag X6102, Kimberley, 8300 Tel: (053) 807-4800
Marine and Coastal Management, Foretrust Building, Foreshore, Cape Town	The Department of Environmental Affairs and Tourism: Branch Marine and Coastal Management	The Deputy Director: Integrated Coastal Management Email: vehicleuse@deat.gov.za Tel: 0861 123 626 www.deat.gov.za

6.6 Persons wishing to launch boats from properly licenced boat launching site need not seek authorisation for their vehicle use within the area of the boat launching site. This type of vehicle use is a permissible use.

Criteria applicable to evaluating applications for boat launching site licences

Persons who wish to apply for a boat launch site licence must pay an application fee, satisfy certain substantive requirements and provide certain information.

- Application fee: An application fee of R5000 is applicable.
- Substantive requirements (these must be satisfied):
 - (a) The applicant must demonstrate that section 24(4) of NEMA has been fully complied with; and
 - (b) The applicant must demonstrate that the proposed boat launching site will not cause significant harm to the coastal zone.
- ☐ Information required (this must be provided)
 - (a) Applicants must submit an environmental management plan (EMP) to the relevant authority. The EMP must provide details in respect of:
 - measures adopted to minimise impacts associated with vehicle use in boat launching site;

- measures taken to control vehicle access to the boat launching site;
- how vehicle use will be regulated in the boat launching site, including safety measures applicable to other users of the coastal zone;;
- measures taken to ensure compliance by vehicle users with general fishing permit conditions and the provisions of the MRLA; and
- initiatives to be undertaken to ensure compliance and proper and reliable monitoring of the impacts on the environment.
- Renewal: A licence granted may be renewed by either the Park Manager or the applicable provincial authority. A renewal fee of R1,000 is applicable for each site licenced in terms of regulation 7. The licence holder must satisfy the Park Manager or the applicable provincial authority that the substantive requirements remain satisfied. This may be done by way of a short affidavit.

7. Exemptions (See Annexure 4)

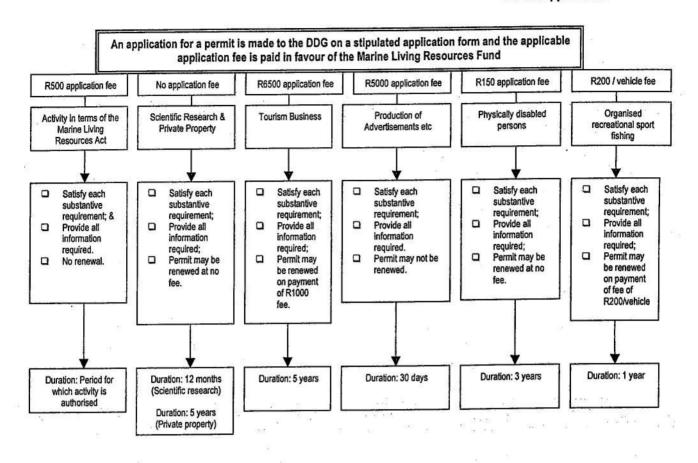
- 7.1 An application for an exemption in terms of regulation 20 is a request to the Minister of Environmental Affairs and Tourism to exempt the applicant from having to comply with the requirements of regulation 6, 7 or 8 of the Regulations.
- 7.2 An Exemption application form is available from the Department of Environmental Affairs and Tourism: Branch Marine and Coastal Management.

Location	Authority	Contact Details
Marine and Coastal Management, Foretrust Building, Foreshore, Cape Town	The Department of Environmental Affairs and Tourism: Branch Marine and Coastal Management	The Deputy Director: Integrated Coastal Management Email: yehicleuse@deat.gov.za Tel: (021) 402-3911 www.deat.gov.za

- 7.3 There is no application fee for an exemption application.
- 7.4 An exemption application must contain sufficient information establishing that should an exemption be granted -
 - Significant harm to the coastal zone will not be caused;

- The rights of the public to use and enjoy the coastal zone will not be affected; and
- The vehicle use is in the public interest or in the interest of protecting the

ANNEXURE 1 Permit Applications



ANNEXURE 2 Section 24(4) of NEMA

Compliance with section 24(4) requires, at a minimum:

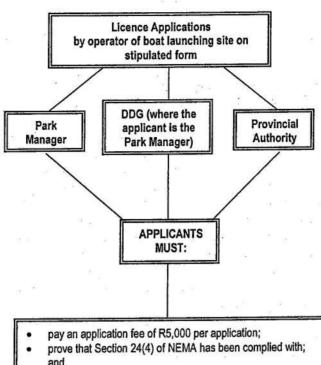
- Investigation of the environment likely to be significantly affected by the proposed activity and alternatives thereto. The applicant must provide information regarding the geographical area affected by the application, the coastal features (e.g. dunes or inter-tidal zone) affected by the application and the fauna and flora affected by the application. The applicant must explain the purpose of the application and relate this specifically to the area affected, i.e. elaborate on why it is necessary for the application to be made in respect of the affected area or environment in preference to other areas or environments. Should any of the relevant environmental investigations be of a highly complex or technical nature, the applicant may be required to submit any aspect of its consultant's findings to an independent expert for review.
- Investigation of the potential impact of the activity and its alternatives on the environment and assessment of the significance of that potential impact. The applicant must, on the basis of information and data which are already available, clearly indicate the potential impact resulting from the application on coastal features, fauna and flora. Cumulative effects should also be investigated. This requires an investigation of secondary or indirect as well as primary or direct impacts. For example, vehicle use has direct physical impacts on the environment. Secondary impacts result if access results in an increase in fishing effort. The environmental and socio-economic impacts resulting from the application must be compared to the impacts which would result if the application were not to be made, and where relevant, to the impacts resulting from alternative activities.
- Investigation of mitigation measures to keep adverse impacts to a minimum, as well as the option of not implementing the activity. After identifying the potential impacts associated with the application, the applicant must specify measures for mitigating each impact. If it is not possible to mitigate certain impacts, the applicant must clearly indicate this. The applicant must also indicate the anticipated effectiveness of specific mitigation measures. The applicant must relate the environmental impacts mitigated by the introduction of requisite measures to the state of the environment which would result if the application were not to be made.
- Public information and participation by all interested and affected parties, including all applicable organs of state. The applicant must design an appropriate public information and participation process. The exact nature of each process should be informed by:
 - the size and type of area affected by the application (e.g. urban or rural area);
 - · which communities are affected by the application; and
 - which stakeholders are affected by the application (e.g. tourism sector).

Independent review of the application will generally be the responsibility of the Department or the provincial environmental authority. The applicant is responsible for attempting to resolve conflicts between different sectors or interest groups affected by the application. Alternatively, should there be irreconcilable differences between such sectors or groups, the applicant must clearly summarise the positions of the various parties and make appropriate recommendations, taking these differences into account.

- Reporting on gaps in knowledge, the adequacy of predictive methods and underlying assumptions, and uncertainties encountered in compiling the required information. The applicant is responsible for clearly indicating the above in the application, regarded as self explanatory.
- Investigation and formulation of arrangements for the monitoring and management of impacts, and the assessment of the effectiveness of such arrangements after their implementation. Applications for recreational use areas and boat launching sites must be supported by an environmental management plan which includes details in respect of measures adopted to:
 - mitigate environmental impacts associated with vehicle use;
 - regulate or control vehicle access and use in the affected recreational use area or boat launching site, including associated permit systems;
 - ensure vehicle users comply with control measures and permit conditions;
 - ensure that the environmental impacts of vehicle use are monitored in order to ensure that such use is environmentally sustainable.

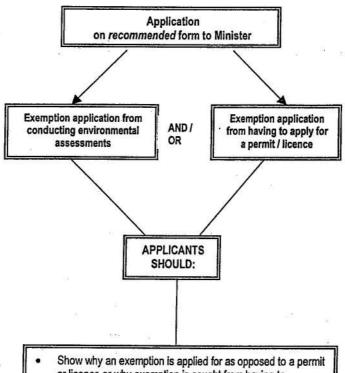
The relevant authority or authorities are responsible for ensuring that the requirements of section 24 (g), (h) and (i) are complied with. These requirements are regarded as self explanatory.

ANNEXURE 3 Boat Launching Site Licence Applications



- provide an environmental management plan.

ANNEXURE 4
Exemptions Applications



- Show why an exemption is applied for as opposed to a permit or licence or why exemption is sought from having to undertake an environmental assessment;
- demonstrate that the intended vehicle use will not cause significant harm to the environment;
- show that the intended vehicle use will not prevent members of the public from enjoying the coastal zone in safety; and
- show that the intended use is in the public interest, alternatively in the interests of protecting the environment.

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