Government Gazette
Staatskoerant

REPUBLIC OF SOUTH AFRICA
REPUBLIEK VAN SUID AFRIKA

Regulation Gazette **No. 11721** *Regulasiekoerant*

Vol. 709 **26** **July / Julie** **2024** **No. 50985**

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AIDS HELPLINE: 0800-0123-22 Prevention is the cure

IMPORTANT NOTICE:

THE GOVERNMENT PRINTING WORKS WILL NOT BE HELD RESPONSIBLE FOR ANY ERRORS THAT MIGHT OCCUR DUE TO THE SUBMISSION OF INCOMPLETE / INCORRECT / ILLEGIBLE COPY.

NO FUTURE QUERIES WILL BE HANDLED IN CONNECTION WITH THE ABOVE.

Contents

No.		Gazette No.	Page No.
	GOVERNMENT NOTICES • GOEWERMENTSKENNISGEWINGS		
Forestry, Fisheries and the Environment, Department of / Bosbou, Visserye en die Omgewingsake, Departement van			
R. 5067	National Environmental Management: Air Qulity Act (39/2004): Consultation on the Draft Second-Generation Highveld Priority Area Air Quality Management Plan	50985	13

government printing
Department:
Government Printing Works
REPUBLIC OF SOUTH AFRICA

HIGH ALERT: SCAM WARNING!!!

TO ALL SUPPLIERS AND SERVICE PROVIDERS OF THE GOVERNMENT PRINTING WORKS

It has come to the attention of the *GOVERNMENT PRINTING WORKS* that there are certain unscrupulous companies and individuals who are defrauding unsuspecting businesses disguised as representatives of the *Government Printing Works* (*GPW*).

The scam involves the fraudsters using the letterhead of *GPW* to send out fake tender bids to companies and requests to supply equipment and goods.

Although the contact person's name on the letter may be of an existing official, the contact details on the letter are not the same as the *Government Printing Works*'. When searching on the Internet for the address of the company that has sent the fake tender document, the address does not exist.

The banking details are in a private name and not company name. Government will never ask you to deposit any funds for any business transaction. *GPW* has alerted the relevant law enforcement authorities to investigate this scam to protect legitimate businesses as well as the name of the organisation.

Example of e-mails these fraudsters are using:

PROCUREMENT@GPW-GOV.ORG

Should you suspect that you are a victim of a scam, you must urgently contact the police and inform the *GPW*.

GPW has an official email with the domain as **@gpw.gov.za**

Government e-mails DO NOT have org in their e-mail addresses. All of these fraudsters also use the same or very similar telephone numbers. Although such number with an area code 012 looks like a landline, it is not fixed to any property.

GPW will never send you an e-mail asking you to supply equipment and goods without a purchase/order number. *GPW* does not procure goods for another level of Government. The organisation will not be liable for actions that result in companies or individuals being resultant victims of such a scam.

Government Printing Works gives businesses the opportunity to supply goods and services through RFQ / Tendering process. In order to be eligible to bid to provide goods and services, suppliers must be registered on the National Treasury's Central Supplier Database (CSD). To be registered, they must meet all current legislative requirements (e.g. have a valid tax clearance certificate and be in good standing with the South African Revenue Services - SARS).

The tender process is managed through the Supply Chain Management (SCM) system of the department. SCM is highly regulated to minimise the risk of fraud, and to meet objectives which include value for money, open and effective competition, equitability, accountability, fair dealing, transparency and an ethical approach. Relevant legislation, regulations, policies, guidelines and instructions can be found on the tender's website.

Fake Tenders

National Treasury's CSD has launched the Government Order Scam campaign to combat fraudulent requests for quotes (RFQs). Such fraudulent requests have resulted in innocent companies losing money. We work hard at preventing and fighting fraud, but criminal activity is always a risk.

How tender scams work

There are many types of tender scams. Here are some of the more frequent scenarios:

Fraudsters use what appears to be government department stationery with fictitious logos and contact details to send a fake RFQ to a company to invite it to urgently supply goods. Shortly after the company has submitted its quote, it receives notification that it has won the tender. The company delivers the goods to someone who poses as an official or at a fake site. The Department has no idea of this transaction made in its name. The company is then never paid and suffers a loss.

OR

Fraudsters use what appears to be government department stationery with fictitious logos and contact details to send a fake RFQ to Company A to invite it to urgently supply goods. Typically, the tender specification is so unique that only Company B (a fictitious company created by the fraudster) can supply the goods in question.

Shortly after Company A has submitted its quote it receives notification that it has won the tender. Company A orders the goods and pays a deposit to the fictitious Company B. Once Company B receives the money, it disappears. Company A's money is stolen in the process.

Protect yourself from being scammed

- If you are registered on the supplier databases and you receive a request to tender or quote that seems to be from a government department, contact the department to confirm that the request is legitimate. Do not use the contact details on the tender document as these might be fraudulent.
- Compare tender details with those that appear in the Tender Bulletin, available online at **www.gpwonline.co.za**
- Make sure you familiarise yourself with how government procures goods and services. Visit the tender website for more information on how to tender.
- If you are uncomfortable about the request received, consider visiting the government department and/or the place of delivery and/or the service provider from whom you will be sourcing the goods.
- In the unlikely event that you are asked for a deposit to make a bid, contact the SCM unit of the department in question to ask whether this is in fact correct.

Any incidents of corruption, fraud, theft and misuse of government property in the *Government Printing Works* can be reported to:

Supply Chain Management: Ms. Anna Marie Du Toit, Tel. (012) 748 6292.
Email: **Annamarie.DuToit@gpw.gov.za**

Marketing and Stakeholder Relations: Ms Bonakele Mbhele, at Tel. (012) 748 6193.
Email: **Bonakele.Mbhele@gpw.gov.za**

Security Services: Mr Daniel Legoabe, at tel. (012) 748 6176.
Email: **Daniel.Legoabe@gpw.gov.za**

Closing times for **ORDINARY WEEKLY** *REGULATION GAZETTE* 2024

*The closing time is **15:00** sharp on the following days:*

- **28 December 2023,** Thursday for the issue of Friday **05 January 2024**
- **05 January,** Friday for the issue of Friday **12 January 2024**
- **12 January,** Friday for the issue of Friday **19 January 2024**
- **19 January,** Friday for the issue of Friday **26 January 2024**
- **26 January,** Friday for the issue of Friday **02 February 2024**
- **02 February,** Friday for the issue of Friday **09 February 2024**
- **09 February,** Friday for the issue of Friday **16 February 2024**
- **16 February,** Friday for the issue of Friday **23 February 2024**
- **23 February,** Friday for the issue of Friday **01 March 2024**
- **01 March,** Friday for the issue of Friday **08 March 2024**
- **08 March,** Friday for the issue of Friday **15 March 2024**
- **14 March,** Thursday for the issue of Friday **22 March 2024**
- **20 March,** Wednesday for the issue of Thursday **28 March 2024**
- **27 March,** Wednesday for the issue of Friday **05 April 2024**
- **05 April,** Friday for the issue of Friday **12 April 2024**
- **12 April,** Friday for the issue of Friday **19 April 2024**
- **19 April,** Friday for the issue of Friday **26 April 2024**
- **25 April,** Thursday for the issue of Friday **03 May 2024**
- **03 May,** Friday for the issue of Friday **10 May 2024**
- **10 May,** Friday for the issue of Friday **17 May 2024**
- **17 May,** Friday for the issue of Friday **24 May 2024**
- **24 May,** Friday for the issue of Friday **31 May 2024**
- **31 May ,** Friday for the issue of Friday **07 June 2024**
- **07 June,** Friday for the issue of Friday **14 June 2024**
- **13 June,** Thursday for the issue of Friday **21 June 2024**
- **21 June,** Friday for the issue of Friday **28 June 2024**
- **28 June,** Friday for the issue of Friday **05 July 2024**
- **05 July,** Friday for the issue of Friday **12 July 2024**
- **12 July,** Friday for the issue of Friday **19 July 2024**
- **19 July,** Friday for the issue of Friday **26 July 2024**
- **26 July,** Friday for the issue of Friday **02 August 2024**
- **01 August,** Thursday for the issue of Thursday **08 August 2024**
- **08 August,** Thursday for the issue of Friday **16 August 2024**
- **16 August,** Friday for the issue of Friday **23 August 2024**
- **23 August,** Friday for the issue of Friday **30 August 2024**
- **30 August,** Friday for the issue of Friday **06 September 2024**
- **06 September,** Friday for the issue of Friday **13 September 2024**
- **13 September,** Friday for the issue of Friday **20 September 2024**
- **19 September,** Thursday for the issue of Friday **27 September 2024**
- **27 September,** Friday for the issue of Friday **04 October 2024**
- **04 October,** Friday for the issue of Friday **11 October 2024**
- **11 October,** Friday for the issue of Friday **18 October 2024**
- **18 October,** Friday for the issue of Friday **25 October 2024**
- **25 October,** Friday for the issue of Friday **01 November 2024**
- **01 November,** Friday for the issue of Friday **08 November 2024**
- **08 November,** Friday for the issue of Friday **15 November 2024**
- **15 November,** Friday for the issue of Friday **22 November 2024**
- **22 November,** Friday for the issue of Friday **29 November 2024**
- **29 November,** Friday for the issue of Friday **06 December 2024**
- **06 December,** Friday for the issue of Friday **13 December 2024**
- **12 December,** Thursday for the issue of Friday **20 December 2024**
- **18 December,** Wednesday for the issue of Friday **27 December 2024**

LIST OF TARIFF RATES

FOR PUBLICATION OF NOTICES

COMMENCEMENT: 1 APRIL 2018

NATIONAL AND PROVINCIAL

Notice sizes for National, Provincial & Tender gazettes 1/4, 2/4, 3/4, 4/4 per page. Notices submitted will be charged at R1008.80 per full page, pro-rated based on the above categories.

Pricing for National, Provincial - Variable Priced Notices		
Notice Type	**Page Space**	**New Price (R)**
Ordinary National, Provincial	1/4 - Quarter Page	252.20
Ordinary National, Provincial	2/4 - Half Page	504.40
Ordinary National, Provincial	3/4 - Three Quarter Page	756.60
Ordinary National, Provincial	4/4 - Full Page	1008.80

EXTRA-ORDINARY

All Extra-ordinary National and Provincial gazette notices are non-standard notices and attract a variable price based on the number of pages submitted.

The pricing structure for National and Provincial notices which are submitted as **Extra ordinary submissions** will be charged at R**3026.32** per page.

GOVERNMENT PRINTING WORKS - BUSINESS RULES

The **Government Printing Works** (**GPW**) has established rules for submitting notices in line with its electronic notice processing system, which requires the use of electronic *Adobe* Forms. Please ensure that you adhere to these guidelines when completing and submitting your notice submission.

Closing Times for Acceptance of Notices

1. The *Government Gazette* and *Government Tender Bulletin* are weekly publications that are published on Fridays and the closing time for the acceptance of notices is strictly applied according to the scheduled time for each gazette.

2. Please refer to the Submission Notice Deadline schedule in the table below. This schedule is also published online on the Government Printing works website www.gpwonline.co.za

   All re-submissions will be subject to the standard cut-off times.
   All notices received after the closing time will be rejected.

Government Gazette Type	Publication Frequency	Publication Date	Submission Deadline	Cancellations Deadline
National Gazette	Weekly	Friday	Friday 15h00 for next Friday	Tuesday, 15h00 - 3 working days prior to publication
Regulation Gazette	Weekly	Friday	Friday 15h00 for next Friday	Tuesday, 15h00 - 3 working days prior to publication
Petrol Price Gazette	Monthly	Tuesday before 1st Wednesday of the month	One day before publication	1 working day prior to publication
Road Carrier Permits	Weekly	Friday	Thursday 15h00 for next Friday	3 working days prior to publication
Unclaimed Monies (Justice, Labour or Lawyers)	January / September 2 per year	Last Friday	One week before publication	3 working days prior to publication
Parliament (Acts, White Paper, Green Paper)	As required	Any day of the week	None	3 working days prior to publication
Manuals	Bi- Monthly	2nd and last Thursday of the month	One week before publication	3 working days prior to publication
State of Budget (National Treasury)	Monthly	30th or last Friday of the month	One week before publication	3 working days prior to publication
Extraordinary Gazettes	As required	Any day of the week	*Before 10h00 on publication date*	*Before 10h00 on publication date*
Legal Gazettes A, B and C	Weekly	Friday	One week before publication	Tuesday, 15h00 - 3 working days prior to publication
Tender Bulletin	Weekly	Friday	Friday 15h00 for next Friday	Tuesday, 15h00 - 3 working days prior to publication
Gauteng	Weekly	Wednesday	Two weeks before publication	3 days **after** submission deadline
Eastern Cape	Weekly	Monday	One week before publication	3 working days prior to publication
Northern Cape	Weekly	Monday	One week before publication	3 working days prior to publication
North West	Weekly	Tuesday	One week before publication	3 working days prior to publication
KwaZulu-Natal	Weekly	Thursday	One week before publication	3 working days prior to publication
Limpopo	Weekly	Friday	One week before publication	3 working days prior to publication
Mpumalanga	Weekly	Friday	One week before publication	3 working days prior to publication

GOVERNMENT PRINTING WORKS - BUSINESS RULES

Government Gazette Type	Publication Frequency	Publication Date	Submission Deadline	Cancellations Deadline
Gauteng Liquor License Gazette	Monthly	Wednesday before the First Friday of the month	Two weeks before publication	3 working days **after** submission deadline
Northern Cape Liquor License Gazette	Monthly	First Friday of the month	Two weeks before publication	3 working days **after** submission deadline
National Liquor License Gazette	Monthly	First Friday of the month	Two weeks before publication	3 working days **after** submission deadline
Mpumalanga Liquor License Gazette	Bi-Monthly	Second & Fourth Friday	One week before publication	3 working days prior to publication

Extraordinary Gazettes

3. *Extraordinary Gazettes* can have only one publication date. If multiple publications of an *Extraordinary Gazette* are required, a separate Z95/Z95Prov *Adobe* Forms for each publication date must be submitted.

Notice Submission Process

4. Download the latest *Adobe* form, for the relevant notice to be placed, from the **Government Printing Works** website www.gpwonline.co.za.

5. The *Adobe* form needs to be completed electronically using *Adobe Acrobat* / *Acrobat Reader*. Only electronically completed *Adobe* forms will be accepted. No printed, handwritten and/or scanned *Adobe* forms will be accepted.

6. The completed electronic *Adobe* form has to be submitted via email to submit.egazette@gpw.gov.za. The form needs to be submitted in its original electronic *Adobe* format to enable the system to extract the completed information from the form for placement in the publication.

7. Every notice submitted **must** be accompanied by an official **GPW** quotation. This must be obtained from the *eGazette* Contact Centre.

8. Each notice submission should be sent as a single email. The email **must** contain **all documentation relating to a particular notice submission**.

   8.1. Each of the following documents must be attached to the email as a separate attachment:

      8.1.1. An electronically completed *Adobe* form, specific to the type of notice that is to be placed.

         8.1.1.1. For National *Government Gazette* or *Provincial Gazette* notices, the notices must be accompanied by an electronic Z95 or Z95Prov *Adobe* form

         8.1.1.2. The notice content (body copy) **MUST** be a separate attachment.

      8.1.2. A copy of the official **Government Printing Works** quotation you received for your notice. *(Please see Quotation section below for further details)*

      8.1.3. A valid and legible Proof of Payment / Purchase Order: **Government Printing Works** account customer must include a copy of their Purchase Order**. Non-Government Printing Works** account customer needs to submit the proof of payment for the notice

      8.1.4. Where separate notice content is applicable (Z95, Z95 Prov and TForm 3, it should **also** be attached as a separate attachment. *(Please see the Copy Section below, for the specifications)*.

      8.1.5. Any additional notice information if applicable.

GOVERNMENT PRINTING WORKS - BUSINESS RULES

9. The electronic *Adobe* form will be taken as the primary source for the notice information to be published. Instructions that are on the email body or covering letter that contradicts the notice form content will not be considered. The information submitted on the electronic *Adobe* form will be published as-is.

10. To avoid duplicated publication of the same notice and double billing, Please submit your notice **ONLY ONCE.**

11. Notices brought to **GPW** by "walk-in" customers on electronic media can only be submitted in *Adobe* electronic form format. All "walk-in" customers with notices that are not on electronic *Adobe* forms will be routed to the Contact Centre where they will be assisted to complete the forms in the required format.

12. Should a customer submit a bulk submission of hard copy notices delivered by a messenger on behalf of any organisation e.g. newspaper publisher, the messenger will be referred back to the sender as the submission does not adhere to the submission rules.

QUOTATIONS

13. Quotations are valid until the next tariff change.

    13.1. ***Take note:*** **GPW**'s annual tariff increase takes place on ***1 April*** therefore any quotations issued, accepted and submitted for publication up to ***31 March*** will keep the old tariff. For notices to be published from 1 April, a quotation must be obtained from **GPW** with the new tariffs. Where a tariff increase is implemented during the year, **GPW** endeavours to provide customers with 30 days' notice of such changes.

14. Each quotation has a unique number.

15. Form Content notices must be emailed to the *eGazette* Contact Centre for a quotation.

    15.1. The *Adobe* form supplied is uploaded by the Contact Centre Agent and the system automatically calculates the cost of your notice based on the layout/format of the content supplied.

    15.2. It is critical that these *Adobe* Forms are completed correctly and adhere to the guidelines as stipulated by **GPW**.

16. **APPLICABLE ONLY TO GPW ACCOUNT HOLDERS**:

    16.1. **GPW** Account Customers must provide a valid **GPW** account number to obtain a quotation.

    16.2. Accounts for **GPW** account customers **must** be active with sufficient credit to transact with **GPW** to submit notices.

        16.2.1. If you are unsure about or need to resolve the status of your account, please contact the **GPW** Finance Department prior to submitting your notices. (If the account status is not resolved prior to submission of your notice, the notice will be failed during the process).

17. **APPLICABLE ONLY TO CASH CUSTOMERS:**

    17.1. Cash customers doing **bulk payments** must use a **single email address** in order to use the **same proof of payment** for submitting multiple notices.

18. The responsibility lies with you, the customer, to ensure that the payment made for your notice(s) to be published is sufficient to cover the cost of the notice(s).

19. Each quotation will be associated with one proof of payment / purchase order / cash receipt.

    19.1. This means that **the quotation number can only be used once to make a payment.**

GOVERNMENT PRINTING WORKS - BUSINESS RULES

COPY (SEPARATE NOTICE CONTENT DOCUMENT)

20. Where the copy is part of a separate attachment document for Z95, Z95Prov and TForm03

20.1. Copy of notices must be supplied in a separate document and may not constitute part of any covering letter, purchase order, proof of payment or other attached documents.

The content document should contain only one notice. (You may include the different translations of the same notice in the same document).

20.2. The notice should be set on an A4 page, with margins and fonts set as follows:

Page size = A4 Portrait with page margins: Top = 40mm, LH/RH = 16mm, Bottom = 40mm; Use font size: Arial or Helvetica 10pt with 11pt line spacing;

Page size = A4 Landscape with page margins: Top = 16mm, LH/RH = 40mm, Bottom = 16mm; Use font size: Arial or Helvetica 10pt with 11pt line spacing;

CANCELLATIONS

21. Cancellation of notice submissions are accepted by **GPW** according to the deadlines stated in the table above in point 2. Non-compliance to these deadlines will result in your request being failed. Please pay special attention to the different deadlines for each gazette. Please note that any notices cancelled after the cancellation deadline will be published and charged at full cost.

22. Requests for cancellation must be sent by the original sender of the notice and must accompanied by the relevant notice reference number (N-) in the email body.

AMENDMENTS TO NOTICES

23. With effect from 01 October 2015, **GPW** will not longer accept amendments to notices. The cancellation process will need to be followed according to the deadline and a new notice submitted thereafter for the next available publication date.

REJECTIONS

24. All notices not meeting the submission rules will be rejected to the customer to be corrected and resubmitted. Assistance will be available through the Contact Centre should help be required when completing the forms. (012-748 6200 or email info.egazette@gpw.gov.za). Reasons for rejections include the following:

24.1. Incorrectly completed forms and notices submitted in the wrong format, will be rejected.

24.2. Any notice submissions not on the correct *Adobe* electronic form, will be rejected.

24.3. Any notice submissions not accompanied by the proof of payment / purchase order will be rejected and the notice will not be processed.

24.4. Any submissions or re-submissions that miss the submission cut-off times will be rejected to the customer. The Notice needs to be re-submitted with a new publication date.

GOVERNMENT PRINTING WORKS - BUSINESS RULES

Approval of notices

25. Any notices other than legal notices are subject to the approval of the Government Printer, who may refuse acceptance or further publication of any notice.

26. No amendments will be accepted in respect to separate notice content that was sent with a Z95 or Z95Prov notice submissions. The copy of notice in layout format (previously known as proof-out) is only provided where requested, for Advertiser to see the notice in final Gazette layout. Should they find that the information submitted was incorrect, they should request for a notice cancellation and resubmit the corrected notice, subject to standard submission deadlines. The cancellation is also subject to the stages in the publishing process, i.e. If cancellation is received when production (printing process) has commenced, then the notice cannot be cancelled.

Government Printer Indemnified Against Liability

27. The Government Printer will assume no liability in respect of—

27.1. any delay in the publication of a notice or publication of such notice on any date other than that stipulated by the advertiser;

27.2. erroneous classification of a notice, or the placement of such notice in any section or under any heading other than the section or heading stipulated by the advertiser;

27.3. any editing, revision, omission, typographical errors or errors resulting from faint or indistinct copy.

Liability of advertiser

28. Advertisers will be held liable for any compensation and costs arising from any action which may be instituted against the Government Printer in consequence of the publication of any notice.

Customer inquiries

Many of our customers request immediate feedback/confirmation of notice placement in the gazette from our Contact Centre once they have submitted their notice – While **GPW** deems it one of their highest priorities and responsibilities to provide customers with this requested feedback and the best service at all times, we are only able to do so once we have started processing your notice submission.
GPW has a 2-working day turnaround time for processing notices received according to the business rules and deadline submissions.
Please keep this in mind when making inquiries about your notice submission at the Contact Centre.

29. Requests for information, quotations and inquiries must be sent to the Contact Centre ONLY.

30. Requests for Quotations (RFQs) should be received by the Contact Centre at least **2 working days** before the submission deadline for that specific publication.

GOVERNMENT PRINTING WORKS - BUSINESS RULES

Payment of cost

31. The Request for Quotation for placement of the notice should be sent to the Gazette Contact Centre as indicated above, prior to submission of notice for advertising.

32. Payment should then be made, or Purchase Order prepared based on the received quotation, prior to the submission of the notice for advertising as these documents i.e. proof of payment or Purchase order will be required as part of the notice submission, as indicated earlier.

33. Every proof of payment must have a valid **GPW** quotation number as a reference on the proof of payment document.

34. Where there is any doubt about the cost of publication of a notice, and in the case of copy, an enquiry, accompanied by the relevant copy, should be addressed to the Gazette Contact Centre, **Government Printing Works**, Private Bag X85, Pretoria, 0001 email: info.egazette@gpw.gov.za before publication.

35. Overpayment resulting from miscalculation on the part of the advertiser of the cost of publication of a notice will not be refunded, unless the advertiser furnishes adequate reasons why such miscalculation occurred. In the event of underpayments, the difference will be recovered from the advertiser, and future notice(s) will not be published until such time as the full cost of such publication has been duly paid in cash or electronic funds transfer into the **Government Printing Works** banking account.

36. In the event of a notice being cancelled, a refund will be made only if no cost regarding the placing of the notice has been incurred by the **Government Printing Works**.

37. The **Government Printing Works** reserves the right to levy an additional charge in cases where notices, the cost of which has been calculated in accordance with the List of Fixed Tariff Rates, are subsequently found to be excessively lengthy or to contain overmuch or complicated tabulation.

Proof of publication

38. Copies of any of the *Government Gazette* or *Provincial Gazette* can be downloaded from the **Government Printing Works** website www.gpwonline.co.za free of charge, should a proof of publication be required.

39. Printed copies may be ordered from the Publications department at the ruling price. The **Government Printing Works** will assume no liability for any failure to post or for any delay in despatching of such *Government Gazette*(s)

GOVERNMENT PRINTING WORKS CONTACT INFORMATION

Physical Address:	**Postal Address:**	**GPW Banking Details:**
Government Printing Works	Private Bag X85	**Bank:** ABSA Bosman Street
149 Bosman Street	Pretoria	**Account No.:** 405 7114 016
Pretoria	0001	**Branch Code:** 632-005

For Gazette and Notice submissions: Gazette Submissions:	**E-mail:** submit.egazette@gpw.gov.za
For queries and quotations, contact: Gazette Contact Centre:	**E-mail:** info.egazette@gpw.gov.za
	Tel: 012-748 6200
Contact person for subscribers: Mrs M. Toka:	**E-mail:** subscriptions@gpw.gov.za
	Tel: 012-748-6066 / 6060 / 6058
	Fax: 012-323-9574

DEPARTMENT OF FORESTRY, FISHERIES AND THE ENVIRONMENT

NO. R. 5067 **26 July 2024**

NATIONAL ENVIRONMENTAL MANAGEMENT: AIR QUALITY ACT, 2004 (ACT NO. 39 OF 2004)

CONSULTATION ON THE DRAFT SECOND-GENERATION HIGHVELD PRIORITY AREA AIR QUALITY MANAGEMENT PLAN

I, Dr Dion Travers George, Minister of Forestry, Fisheries and the Environment, hereby invite comments on the draft second generation Highveld Priority Area Air Quality Management Plan, in terms of section 19(4), read with sections 56 and 57 of the National Environmental Management: Air Quality Act, 2004 (Act No. 39 of 2004).

The draft second-generation Highveld Priority Area Air Quality Management Plan builds on the progress of the first-generation plan, and incorporate targeted strategies to manage air quality more effectively and by specific stakeholders, namely:

(a) Any person conducting a listed activity.
(b) Any person operating a controlled emitter.
(c) Any holder of a right or permit related to a prospecting operation, exploration operation, mining operation, or production operation as defined in section 1 of the Mineral and Petroleum Resources Development Act, 2002 (Act No. 28 of 2002).
(d) Any person conducting reclamation and
(e) Any department of state or administration in the national, provincial, or local sphere of government.

The plan provides interventions and measures aimed at improving air quality through implementation of emission reduction targets by identified stakeholders to attain and sustain compliance with national ambient air quality standards. The emissions reduction targets to be attained by 2030 from the 2019 baseline include:

Sector	2030
Industry	40% Reduction on the baseline
Residential Waste Burning	100% Reduction on the baseline
On-road Vehicle Sources	30% Reduction on the baseline
Residential Fuel Burning	30% Reduction on the baseline
Biomass Burning	30% Reduction on the baseline
Agriculture	20% Reduction on the baseline
Windblown Particulates	40% Reduction on the baseline

The draft second-generation Highveld Priority Area Air Quality Management Plan incorporates improved monitoring and evaluation mechanisms for tracking the progress made by identified stakeholders in achieving the goals set out in the plan. These mechanisms are supported by improved coordination, compliance monitoring and enforcement through the proposed priority area enforcement regulations.

In addition to the draft second-generation Highveld Priority Area Air Quality Management Plan, the Highveld Priority Baseline Assessment Report has also been developed as an annexure to the plan. The baseline assessment report provides a comprehensive analysis of the current state of air quality in the Highveld Priority Area based on historical air pollution trends from 2007 to 2020, information on atmospheric emissions sources as of 2019 as well as air dispersion modelling outcomes that informed the development of emission reduction targets stipulated in the draft plan.

Copies of the draft second generation Highveld Priority Area Air Quality Management Plan and draft Highveld Priority Area Baseline Assessment Report can be accessed on the South African Air Quality Information System website: https://saaqis.environment.gov.za.

Members of the public are invited to submit to the Minister, within 30 days from the date of the publication of this Notice in the Government *Gazette*, or in a national newspaper, whichever date is the later date, written comments on, or objections to the second-generation Highveld Priority Area Air Quality Management Plan to any of the following addresses:

By post to: The Director-General: Department of Forestry, Fisheries and the Environment
Attention: Ms Nyasi Ramashia
Private Bag X447
PRETORIA
0001

By hand at: Ground floor (Reception); Environment House 473 Steve Biko Road, Arcadia, 0083

By e-mail: Nramashia@dffe.gov.za

To request a copy of the draft AQMP, and for any enquiries in connection with the notice, kindly contact Mr Victor Loate at (012) 399 8507 / cell: 066 081 6205 or by e-mail: VLoate@dffe.gov.za

Comments received after the closing date may be disregarded.

DR D T GEORGE, MP
MINISTER OF FORESTRY, FISHERIES AND THE ENVIRONMENT

forestry, fisheries & the environment

Department:
Forestry, Fisheries and the Environment
REPUBLIC OF SOUTH AFRICA

DRAFT SECOND-GENERATION HIGHVELD PRIORITY AREA AIR QUALITY MANAGEMENT PLAN

EXECUTIVE SUMMARY

On 23 November 2007, the Highveld Priority Area (HPA) was declared in terms of section 18.1. (a) and (b) of the National Environmental Management Air Quality Act, NEMAQA (Act No. 39 of 2004) (Republic of South Africa, 2004) (see Figure E-1). The declaration was triggered by air quality in the area that has consistently exceeded National Ambient Air Quality Standards. The HPA is also considered one of the major oxides of nitrogen (NO_x) hotspots in the world (Wenig, 2003; Lourens, 2012) and it was previously estimated that over 80% of sulphur dioxide (SO_2) and NO_x emissions in South Africa are from the Mpumalanga Province (Wells, 1996; NAEIS).

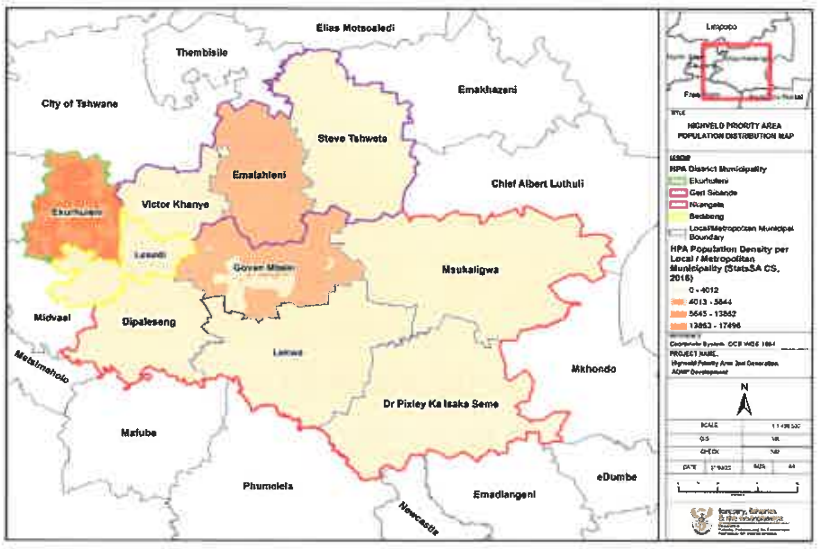


Figure E-1: Locality map depicting the geographical extent of the Highveld Priority Area.

FIRST GENERATION HIGHVELD PRIORITY AREA AIR QUALITY MANAGEMENT PLAN

SUMMARY OF FIRST GENERATION HPA AQMP

Following the declaration of the priority area, a first-generation Air Quality Management Plan (AQMP) was developed in 2012 in term of sections 19 (1) (a) and (b) of NEMAQA. The first-generation AQMP was developed to provide a strategic direction for the implementation of air quality interventions in the HPA, as well as an essential blueprint for action to reduce emissions in the area. The AQMP described the state of air quality in a priority area, sources of air pollution in the priority area, how air quality has been changing over the years, and what could be done to ensure improved air quality in a priority area. It provided the goals and objectives for a priority area and prescribes short- to long-term policies and controls to improve air quality in a priority area.

Air quality monitoring trends from the first-generation HPA AQMP indicated elevated concentrations of particulate matter (PM_{10}), NO_x and SO_2 occurring in the central and northern parts of the HPA. A comprehensive emission inventory was developed for the HPA, and included industry; residential fuel burning, mines and quarries, transport

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(motor vehicle emissions), biomass burning and, burning and smouldering coal dumps (spontaneous combustion) emissions. Industrial sources were the largest contributor of emissions in the HPA, accounting for 89% of PM_{10}, 90% of NOx and 99% of SO_2. Dispersion modelling was used to determine regions of concern for ambient air quality in the HPA at a regional scale. Nine hotspot areas in the HPA where ambient air quality standards for SO_2, NO_2, PM_{10} and O_3 are consistently exceeded were identified based on the modelling results. These hotspot areas included eMalahleni, Kriel, Steve Tshwete, Ermelo, Secunda, Ekurhuleni, Lekwa, Balfour and Delmas, resulting from emissions emanating from industries, residential fuel burning, vehicle, mining, and cross-boundary transport of pollutants into the HPA.

The first-generation HPA AQMP presented health risk estimates derived from historic literature that were directly relevant to the HPA based on 2002 data for two major areas, namely the Mpumalanga Highveld, and Johannesburg and the City of Ekurhuleni. Although the literature was rather dated at the time, the City of Ekurhuleni extended to a far greater population than considered in the extent of the Highveld Priority Area, which is still the case today. The key findings from the health risk assessments included proxies for respiratory hospital admissions from residential coal burning, wood burning, power generation as well as ambient concentrations in Johannesburg, the City of Ekurhuleni and Mpumalanga province. The study also highlighted that hospital admissions with respiratory conditions were estimated to be significantly higher in the Johannesburg and City of Ekurhuleni conurbation (more than 34 000 cases) when compared to admissions in the Mpumalanga Highveld as a whole (more than 8 600 cases).

An air quality management capacity assessment was undertaken as part of the first-generation HPA AQMP development process. Main findings included that the Mpumalanga Department of Economic Development and Tourism and Gauteng Department of Agriculture and Rural Development are both confident in implementing NEMAQA, however, require extensive capacity building.

SUMMARY OF THE HIGHVELD PRIORITY AREA HEALTH STUDY

A health study was conducted to determine the potential for health effects from ambient air pollution in communities in the HPA. The study was commissioned by the Department of Forestry, Fisheries and the Environment (the department or DFFE) with the purpose of identifying the communities and vulnerable population groups mostly impacted by air pollution. The study comprised local and regional assessments to have a better understanding of the risks and impacts of air pollution on human health in the HPA. For this purpose, the report investigated the exposure of communities living near air quality monitoring stations (AQMS), and sources of SO_2, NO_2, particulate matter PM_{10} and $PM_{2.5}$ were considered. The study had three main assessments undertaken which include: (1) Human Health Risk Assessment; (2), Child Health Study; and (3) Community Survey.

The regional study involved the assessment of human health risks resulting from exposure to air pollution. Local studies comprised a community survey in seven communities, namely eMalahleni, Ermelo, Etwatwa, Grootvlei, Middelburg, Tembisa and Tsakane, in the priority area and a child health study.

Mortality attributed to air pollution was determined for two scenarios, which include the baseline scenario for PM_{10} and $PM_{2.5}$ and the NAAQS threshold (in other words, calculating the mortality rate if the local municipality met the current NAAQS scenario for PM_{10} and $PM_{2.5}$. StatsSA population, mortality data, and the modelled ambient

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concentrations were used as input in the baseline scenario. The PM_{10} and $PM_{2.5}$ attributable mortality decrease in meeting the annual NAAQS were then estimated and provided the following results:

- Based on simulated Hazard Quotients (HQ), the central, and towards the eastern parts of the Highveld Priority Area are at risk of the negative health impacts of exposure to SO_2. Within these areas, the communities most at risk are primarily located near intense industrial SO_2 emission sources.
- Based on simulated Hazard Quotients, a large portion of the western part of the Highveld Priority Area is at risk of the negative health impacts of exposure to PM_{10}. Within this western region, the communities most at risk are primarily located in the City of Ekurhuleni, the Govan Mbeki Local Municipality, and the Msukaligwa Local Municipality.
- The City of Ekurhuleni and the Govan Mbeki Local Municipality are the main vulnerable areas in the HPA. The main conditions affecting vulnerability to the effects of air pollution in these areas are population characteristics and socio-economic conditions.
- The estimated attributable mortality decrease in meeting the annual NAAQS for PM_{10} is 5125 people and 4881 people for $PM_{2.5}$.
- The largest percentage attributable to deaths from not meeting PM_{10} annual NAAQS occur in the City of Ekurhuleni and the Govan Mbeki Local Municipality. If the annual NAAQS for PM_{10} is met, all-cause mortality in the City of Ekurhuleni is expected to decrease by 18.75%.
- For $PM_{2.5}$, the largest percentage attributable to deaths from not meeting $PM_{2.5}$ annual NAAQS occur in the City of Ekurhuleni. If the annual NAAQS for $PM_{2.5}$ are met, all-cause mortality in the City of Ekurhuleni is expected to decrease by 16.62%.

The abovementioned results are consistent with the health impacts detailed in the first-generation HPA AQMP, which found that the City of Ekurhuleni, eMalahleni, Steve Tshwete, and Secunda are areas with large populations possibly at risk from the ambient concentrations of SO_2 and PM_{10}. Hospital admissions with respiratory conditions were estimated to be significantly higher in the Johannesburg and City of Ekurhuleni conurbation (more than 34000 cases) when compared to admissions in the Mpumalanga Highveld as a whole (more than 8600 cases).

During the 2015 and 2016, the department conducted a mid-term review of the first-generation HPA AQMP through collaborative engagements with stakeholders within the priority area to assess whether progress had been made in implementing the AQMP and identify any shortfalls (Department of Environmental Affairs, 2017). The findings of the mid-term review indicated that, although most of the interventions in the AQMP had been implemented, air quality in the area did not improve significantly to a level where the air quality was brought into compliance with the air quality standards. The mid-term review recommended the development of the second-generation HPA AQMP build upon the strengths and successes of the first-generation AQMP.

SECOND GENERATION HIGHVELD PRIORITY AREA AIR QUALITY MANAGEMENT PLAN

The development of the second-generation AQMP was commissioned by the department during 2021. The plan is aimed at establishing emission reduction targets, based on a better understanding of the impact on ambient air quality in the HPA due to various emission reductions (brought about by interventions), that will ensure further improvement and eventual compliance within the priority area.

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HPA BASELINE – AMBIENT AIR QUALITY

The number of monitoring stations have increased from 23 to 49 since the gazetting of the first-generation AQMP, and most of these air quality monitoring stations are reporting ambient data in real-time to the South African Air Quality Information System (SAAQIS) https://saaqis.environment.gov.za/. An assessment of historical ambient air quality data from 2007 to 2020, for Gert Sibande District Municipality, Nkangala District Municipality, as well as the City of Ekurhuleni was undertaken to assess ambient air quality trends in the region. The main findings from critical pollutants are as follows:

Particulate Matter

- **Daily trends:** While there has been a clear improvement in ambient air quality monitoring in some areas, ambient PM_{10} levels are still elevated over many areas in the HPA with daily exceedances of PM_{10} NAAQS (75 µg/m³). These elevated concentrations typically coincide with periods of low temperatures and stable atmospheric conditions associated with the winter months.
- **Annual trends:** Some areas have experienced significant improvements for PM_{10} and $PM_{2.5}$, namely Club, Camden and Elandsfontein from 2013 to 2020. However, very little-to-no improvement and even further deterioration has taken place at some sites, namely Bosjesspruit and Majuba. It is, therefore, recommended that more focused and strategic attention and intervention is paid in these areas.

Sulphur Dioxide (SO_2)

- **Monthly trends:** Monthly average trends show typical annual cycles with the highest SO_2 level peaking in the winter and the lowest levels in summer. Winter peaks at eMalahleni have consistently been the highest in the area, and nearly double the regional average. The priority area monthly average shows a noticeable and gradual decrease across the region, especially in the winter peaks. On average, these winter peaks have decreased from around 25 ppb in 2009 to around 13 ppb in 2019.
- **Annual trends:** Annual average SO_2 concentrations have been relatively higher than the other declared priority areas. The highest concentrations occurred in areas such as eMalahleni and Komati. Since 2007, annual SO_2 levels have decreased significantly in Ermelo, Hendrina, Secunda, eMalahleni, eMbalenhle and Phola. However, areas including Middelburg, Elandsfontein, Grootvlei, Komati and Leandra have seen significant increases in SO_2 levels during the same period. The rest of the stations showed that, even though there have been inter-annual variations, the levels of SO_2 have remained relatively unchanged over the entire period.

Nitrogen Dioxide (NO_2)

- **Hourly trends:** The hourly NO_2 NAAQS of 106 ppb was seldom exceeded after 2012 with these exceedances taking place at the Elandsfontein and Club ambient monitoring stations. It is also important to note that consistent exceedances of the NAAQS were noted at Club prior to 2012 with a clear improvement, thereafter, again speaking to the development of the priority area AQMP and the subsequent implementation from 2012 having an important bearing on the observed improvements.
- **Annual trends:** Annual average ambient NO_2 concentrations recorded at the AQMS of concern were well within the annual average NAAQS of 21 ppb except for exceedances taking place at the Verkykop, Ermelo, as well as Secunda Air Quality Monitoring Stations.

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Ozone (O_3)

- **Eight-hour running averages:** There has been a clear improvement in ambient monitoring from 2012 onwards. While this clear improvement is evident, exceedances of the eight-hour O_3 running average NAAQS of 61 ppb was evident prior to 2012, with exceedances occurring at the Club and Bosjesspruit AQMS. Improved measurements were noted from 2016 to 2019. However, these measurements are still above the eight-hour running average O_3 NAAQS.

HPA BASELINE - EMISSIONS INVENTORY

Emissions were quantified for all main sources within the HPA for 2019, as well as sources from the surrounding areas to form input into air quality modelling. A comparison was made between the first-generation AQMP emission inventory and the 2019 emission inventory, which is the foundational input for the development of the second-generation HPA AQMP. Based on this comparison the main findings are:

- There are significant changes in emissions quantities between the first-generation AQMP emission inventory and the 2019 emission inventory, resulting in significantly less total emission quantified for SO_2 and NO_x in 2019.
- For PM_{10}, changes in emission quantities between the first-generation AQMP emission inventory and the 2019 emission inventory are minimal, with only a 6% reduction being experienced. This is due to increased emissions from industries, residential fuel burning; and biomass burning, with industries noted to have the most pronounced increase (14% increase or 15 388 tpa). At the same time, significant reductions in estimated PM_{10} emissions are also noted for on-road vehicle emissions and wind-blown particulates with 85% and 23% reductions respectively.
- It is also important to note that the 2019 emission inventory incorporates both emission sources and pollutants previously not quantified in the first-generation AQMP emission inventory, yet clear emission reductions were still noted across all three pollutants.

PHOTOCHEMICAL MODELLING

The Comprehensive Air Quality Model with Extensions (CAMx) photochemical model was used to simulate current ambient concentrations of pollutants within the HPA to assess ambient air quality on a more comprehensive spatial scale than what can be achieved with monitoring stations. Areas of elevated concentrations can be identified for expanded monitoring and when viewed within the context of the emission inventory, likely contributing sources are targeted for intervention strategies. A summary of the main findings for each pollutant pertaining to the modelling is detailed below:

Particulate matter (PM_{10} and $PM_{2.5}$)

- As illustrated in Figures E-2 and E-3, both the simulated PM_{10} and $PM_{2.5}$ concentrations tend to have similar characteristics in the spatial distribution of exceedances.
- For annual NAAQS, the same areas are also predicted to be impacted though the spatial extent is reduced for PM_{10}, while it has become even more extended for $PM_{2.5}$ exceedances.
- In terms of 24-hour exceedances, the central part of the HPA, in areas such as Secunda and west of Ermelo, as well as the north (eMalahleni) to north-west regions, the concentrations for PM_{10} and $PM_{2.5}$ are exceeding the permissible number of exceedances, with a large portion of Gauteng (including the Vaal Triangle Priority Area) predicted to be impacted by both pollutants.

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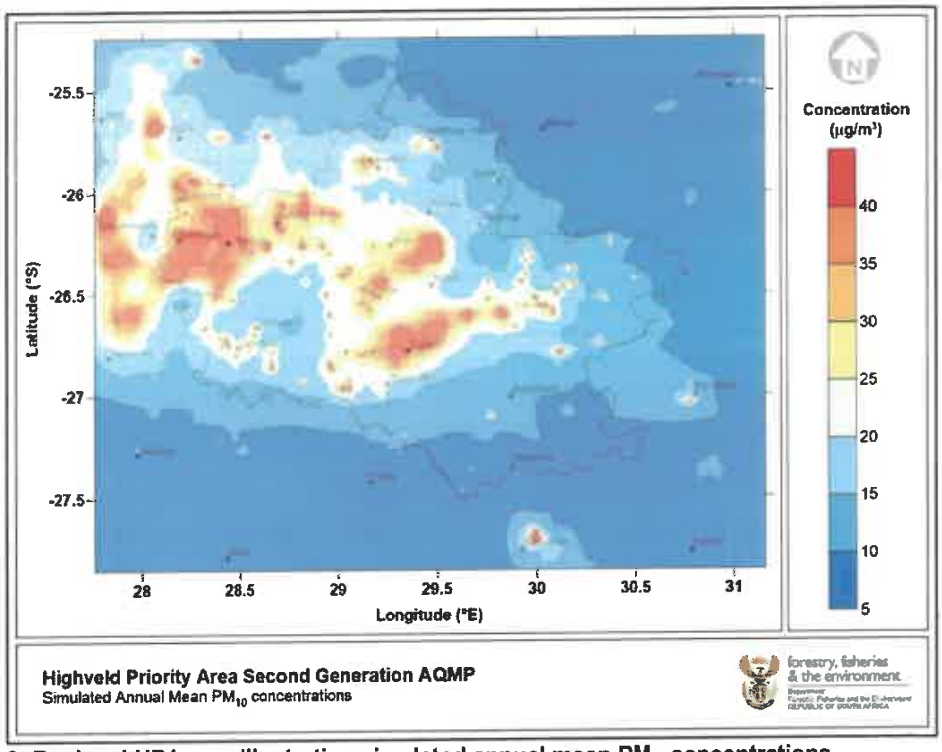


Figure E-2: Regional HPA map illustrating simulated annual mean PM_{10} concentrations.

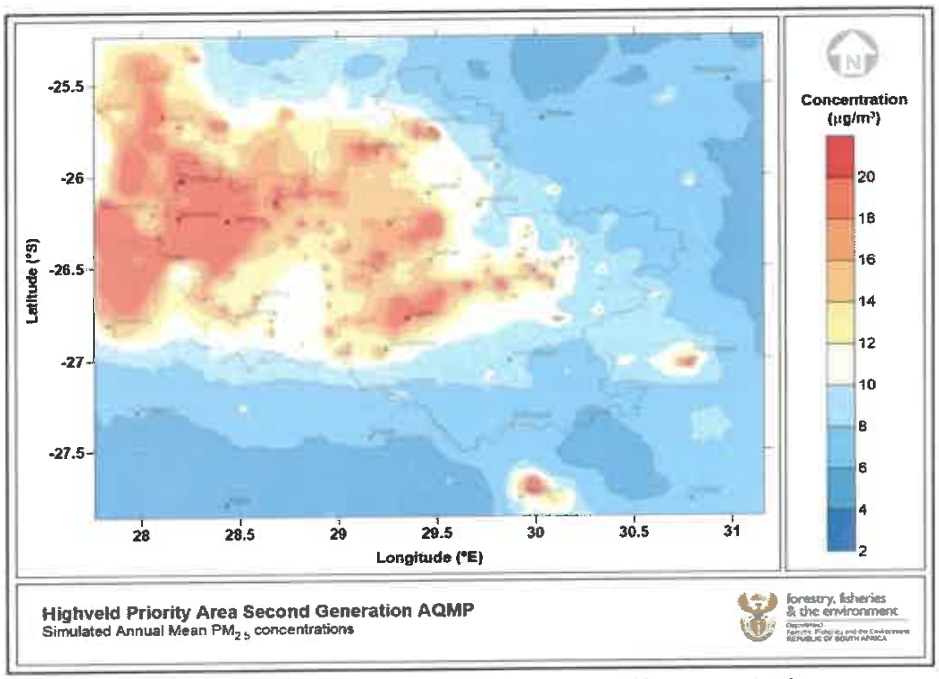


Figure E-3: Regional HPA map illustrating simulated annual mean $PM_{2.5}$ concentrations.

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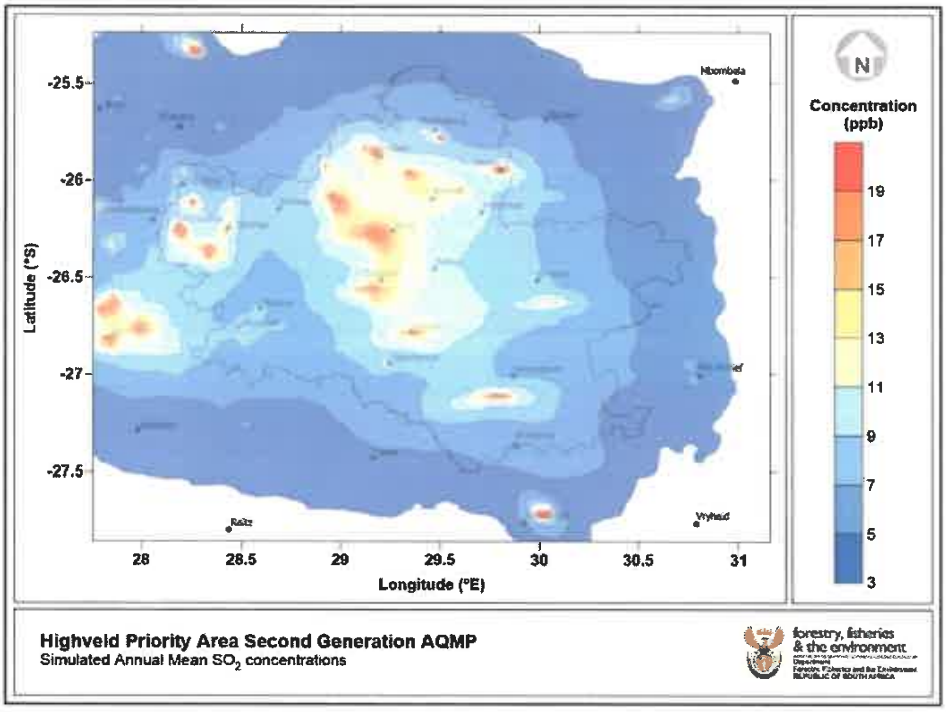


Figure E-4: Regional HPA map illustrating simulated annual mean SO_2 concentrations.

Sulphur Dioxide (SO_2)

- The annual SO_2 NAAQS (19 ppb) is exceeded primarily over the west (Sasolburg area, part of the Vaal Triangle Priority Area) with Secunda, eMalahleni, Witbank and the City of Ekurhuleni also illustrating pronounced areas of exceedance (Figure E-4).
- A hotspot to the north of Secunda seems to stand out from the other spots within the Highveld Priority Area and occurs for all average periods, with daily impact having the largest spatial extent bulging northward towards the boundaries of the HPA.
- Other Highveld Priority Area bounded hotspots, such as areas around Amersfoort, eMalahleni and the City of Ekurhuleni, become more significant regarding the 24-hour Frequency of Exceedance as they become more spatially extended.
- Various other hotspots are also predicted at the edges of the modelling domain over the west (Sasolburg area, part of the Vaal Triangle Priority Area) and the north-western region, which are outside the Highveld Priority Area.

Nitrogen Dioxide (NO_2):

- For annual NAAQS of NO_2 (21 ppb), limited number of areas were simulated to be impacted by the exceedances of the annual standard, including Secunda and in the north-western part of the HPA where a few numbers of hotspots were predicted in areas around Gauteng.

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Ozone (O_3):

- The simulated annual O_3 concentrations over the modelling domain indicate a generally lower O_3 concentration towards the centre of the HPA, with distinct elevated concentrations towards the outer border of the modelling domain.

SOURCE APPORTIONMENT STUDY

The department commissioned an HPA Source Apportionment Study (SAS) during July 2021 with the objective of better establishing the contribution from all emission sources to particulate matter loading in the HPA. The SAS was designed to assess ambient air quality, identification of major pollution emission sources (as well as emission profiles for the identified sources) through receptor modelling and to apportion the contributions of the various emission sources to the ambient air concentrations. Results from the SAS in the HPA were to guide and assist with emission reduction strategies in various regions within the HPA. However, the equipment used to sample particulate matter was found to be misrepresenting measurements due to factory faults, and the study was withdrawn.

EMISSION REDUCTION ASSESSMENT

Identifying and developing appropriate emission reduction targets that are likely to result in compliance with the NAAQS is important for the development of feasible interventions i.e., activities resulting in emission reductions at specific emission source categories intended to achieve compliance with the NAAQS in the HPA. There was a need to examine the potential future scenarios of emission reductions and to investigate consistent emission reduction options. Proposed emission reductions were modelled to assess the impact on achieving ambient standard compliance in the HPA. DFFE arranged a 2-day workshop involving the stakeholders in the HPA. The stakeholders were tasked with developing, refining, and characterizing a set of realistic emission reductions that encompass a wide range of conceivable futures. Various approaches and rationales were used to develop emission reductions for the following emission source categories:

(i) Industry
(ii) Mining and Reclamation Operations
(iii) Transport Emissions
(iv) Residential Fuel Burning
(v) Residential Waste Burning
(vi) Biomass Burning; and
(vii) Agricultural Emissions.

Table E-1 summarizes the emission reduction targets, which were composed of a series of revisions to emission source categories. An emission reduction targets for the year 2030 were investigated for all emission source categories aligned to the draft Priority Area Regulations.

Table E-1: Summary of emission reductions applied to the baseline towards compliance by 2030.

Sector	2030 Emission Reduction Target from 2019 Baseline
Industry	40%

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Sector	2030 Emission Reduction Target from 2019 Baseline
Mining and Reclamation Operations	40%
Mobile Sources	30%
Residential Fuel Burning	30%
Residential Waste Burning	100%
Biomass Burning	30%
Agriculture	20%

To gain an understanding around the relationship of ambient air quality in the HPA to the various emission reductions (brought about by interventions), photochemical modelling was used to translate the emission reduction targets to changes in ambient pollutant concentrations. The main findings from the emission reduction modelling are as follows:

- Simulated concentrations for PM_{10} and $PM_{2.5}$ indicate that through the emission reductions, the regions of exceedances are reduced considerably. However, there are still areas where the frequency of exceedance is above the permissible limit, especially in Ekurhuleni and Johannesburg regions.
- SO_2 concentrations, exceedances in the 1-hour, 24-hour, and annual baseline SO_2 NAAQS are observed primarily towards the west (Sasolburg area, part of the VTAPA), Secunda, Kriel, eMalahleni, Middelburg and Ekurhuleni. However, in the 2030 emission reduction scenario, the regions of exceedances shrink considerably with the Sasolburg and Kriel being the only areas with clearly persistent exceedances.
- Simulated NO_2 concentrations indicate that only the NAAQS for the baseline annual average is exceeded around Sasolburg and Secunda. The region of exceedances around these two areas does not reduce significantly in the 2030 emission reductions. Most reductions in ambient are seen further afield from both Sasolburg and Secunda.
- Simulated O_3 concentrations are generally lower towards the centre of the priority area, with distinct elevated levels towards the outer border of the modelling domain for the 2019 baseline. The 2030 emission reductions illustrate a similar profile with a slightly smaller spatial extent. Ozone remains problematic in the 2030 emission reduction scenario possibly due to the transboundary impacts into and out of the HPA, making it a regional management issue.

EMISSION REDUCTION PLAN

Based on the results from the emission reduction modelling, strategies were identified to develop feasible emission reduction interventions with the potential to improve the quality of air quality in the HPA. This was done using the goal setting and Objectives and Key Results (OKRs) model, which provides a structured approach to goal setting, tracking progress, and fostering a culture of accountability and continuous improvement towards achieving the desired emission reduction outcomes. In addition to this, the PESTEL framework was used to identify and analyse external factors that are likely to impact the success of the emissions reduction plan for the Highveld Priority Area. The tables below provide sector specific emission reduction plans, which are based on the following conditions: (1) Objectives; (2) Key results; and (3) Levels of responsibility.

The above-mentioned conditions will assist in both the implementation and performance tracking of each emission reduction plan. These sector-specific emission reduction plans will apply to the following stakeholders identified in section 3(2) of the draft Priority Area Regulations:

a. any person conducting a listed activity under NEMAQA;

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b. any person operating a controlled emitter (including small-scale char and small-scale charcoal plants, temporary asphalt plants and small boilers);
c. any holder of a right related to a prospecting operation, exploration operation, mining operation and production operation under the Mineral and Petroleum Resources Development Act 2002, (Act No.28 of 2002) (MPRDA);
d. any person conducting reclamation; and
e. government departments, organs of state and relevant national, provincial, and local spheres of government within the boundary of the priority area.

Industries

Target 1: Reduce emissions from industrial sources (from the 2019 baseline) by 40% in 2030.

Table E-2: Emission Reduction Activities for Industrial Sources

Objectives	Key Activities/Opportunities	Responsibility
Reduce emissions from industries	Compliance with the minimum emission standards and other atmospheric emission licence conditions.	Identified stakeholders in regulation 3(2)(a) and 3(2)(b).
	Assessment of compliance monitoring reports.	Identified stakeholders in regulation 3(2)(e): DFFE, Provinces, Metros, Districts and Local municipalities
	Development and implementation of emission reduction plans.	Identified stakeholders in regulation 3(2)(a) and 3(2)(b).
	Monitor and enforce compliance.	Identified stakeholders in regulation 3(2)(e): DFFE, Provinces, Metros, Districts and Local municipalities
	Identify opportunities and incentive schemes to support industries to implement air quality improvement initiatives.	Identified stakeholders in regulation 3(2)(e): DTIC, DFFE, Provinces, Metros, Districts and Local municipalities
	Establish incentive schemes for energy efficiency improvements and fuel switching that directly reduce air emissions.	Identified stakeholders in regulation 3(2)(e): DTIC, DFFE, Provinces, Metros, Districts and Local municipalities

Notes: DTIC – Department of Trade, Industry and Competition, DFFE – Department of Forestry, Fisheries and the Environment

Domestic Waste Burning

Target 2: Eliminate all emissions from domestic waste burning (from the 2019 baseline) by 2030.

Table E-3: Emission Reduction Plan for Domestic Waste Burning

Objectives	Key Activities/Opportunities	Responsibility
Reduce domestic waste burning emissions	Development and review of Integrated Waste Management Plans (IWMP)	Identified stakeholders in regulation 3(2)(e): Provinces, Metros, Districts and Local municipalities
	Implementation of updated Integrated Waste Management Plans (IWMP)	Identified stakeholders in regulation 3(2)(e): Provinces, Metros, Districts and Local municipalities
	Development and Implementation of emission reduction plans	Identified stakeholders in regulation 3(2)(e): Provinces, Metros, Districts and Local municipalities
	Improve public awareness on waste minimization, reuse, recycling and about the health impacts of waste.	Identified stakeholders in regulation 3(2)(e): Provinces, Metros, Districts and Local municipalities
	Initiation of projects/programmes for Waste diversion	Identified stakeholders in regulation 3(2)(e): Metros, Districts and Local municipalities

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Vehicle Emission Sources

Target 3: Reduce emissions from on-road vehicles from the 2019 baseline by 30% in 2030.

Table E-4: Emission Reduction Plan for Vehicle Emissions

Objectives	Key Activities/Opportunities	Responsibility
Reduce emissions from vehicles	Conduct awareness campaigns and provide support on measures to reduce transport emissions (e.g., use of public transport, lift clubbing etc.).	Identified stakeholders in regulation 3(2)(e): DOT, DFFE, Provinces, Metros, Districts and Local municipalities.
	Implementation of the Clean Fuel II fuel specifications.	Identified stakeholders in regulation 3(2)(e): DMRE
	Introduction of vehicle fleets with cleaner fuels.	Identified stakeholders in regulation 3(2)(a), 3(2)(b) and 3(2)(e): Industry, DFFE, Provinces, Metros, Districts and Local municipalities
	Development and Implementation of emission reduction plans	Identified stakeholders in regulation 3(2)(e): Metros, Districts and Local municipalities

Notes: DOT – Department of Transport, DMRE – Department of Mineral Resources

Domestic Fuel Burning

Target 4: Reduce domestic fuel burning emissions from the 2019 baseline by 30% by 2030.

Table E-5: Emission Reduction Activities Towards Reducing Domestic Fuel Burning Emissions

Objectives	Key Activities/Opportunities	Responsibility
Reduce domestic fuel burning emissions	Conduct public awareness on air pollution	Identified stakeholders in regulation 3(2)(e): Local municipalities, DOH
	Conduct public awareness on indoor air pollution	Identified stakeholders in regulation 3(2)(e): DOH
	Solar Water Heating (SWHs) installed in beneficiary households in participating municipalities	Identified stakeholders in regulation 3(2)(e): DMRE
	Households electrified with grid.	Identified stakeholders in regulation 3(2)(e): DMRE
	Develop and implement emission reduction and management plan	Identified stakeholders in regulation 3(2)(e): DHS and DMRE

Notes: DHS – Department of Human Settlements, DOH – Department of Health

Forestry and Veld Fire (Biomass) Burning

Target 5: Reduce biomass burning emissions from the 2019 baseline by 30% by 2030.

Table E-6: Emission Reduction Plan for Biomass Burning

Objectives	Key Activities/Opportunities	Responsibility
Reduce biomass burning emissions	Develop and finalize a national strategy for reducing emissions from deforestation and forest degradation (REDD+)	Identified stakeholders in regulation 3(2)(e): DFFE
	Establish partnerships with Fire Protection Associations that enforce the Veld and Forest Fires Act 1998 (Act No. 101 of 1998).	Identified stakeholders in regulation 3(2)(e): Municipal Fire departments, traditional leaders/local government
	Develop and implement emission reduction and management plan	Identified stakeholders in regulation 3(2)(e): Metros, Districts and Locals (Where applicable)
	Conduct education and awareness campaigns in the communities on the impact and prevention of veld fires.	Identified stakeholders in regulation 3(2)(e): DFFE, Fire Protection Associations

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Agriculture

Target 6: Reduce emissions from agricultural activities (from the 2019 baseline) by 20% in 2030.

Table E-7: Emission Reduction Activities on Agricultural Emissions

Objectives	Key Activities/Opportunities	Responsibility
Management of the release of ammonia and particulate dust from agricultural activities.	Conduct awareness campaigns on the impact of ammonia on the environment and measures to reduce the use of inorganic fertilizers.	Identified stakeholders in regulation 3(2)(e): Provinces, Metro/District and Local Government, farmers associations
	Develop and implement emission reduction and management plan.	Identified stakeholders in regulation 3(2)(e): DALRRD
	Application of crop residue management techniques e.g., incorporation of crop residue into the soil.	Farmers
	Establishment of firebreaks on farmlands.	Farmers

Notes: DALRRD – Department of Agriculture, Land Reform and Rural Development

Windblown Dust

Target 7: Reduce windblown dust emissions from residential areas (from the 2019 baseline) by 40% in 2030.

Table E-8: Emission Reduction Activities for Windblown Dust Emissions in Residential Areas

Objectives	Key Activities/Opportunities	Responsibility
Reduce windblown dust emissions in residential areas	Identify unpaved roads with high traffic activity and implement mitigation measures to minimise dust on these roads.	Identified stakeholders in regulation 3(2)(e): Local municipalities
	Plant vegetation near unpaved roads to serve as a dust barrier.	Identified stakeholders in regulation 3(2)(e): Local municipalities
	Create partnerships between municipalities and stakeholders on upgrading unpaved roads in low-income settlements.	Identified stakeholders in regulation 3(2)(a), 3(2)(b) and 3(2)(e): DOT, Industry, DFFE, Provinces, Metros, Districts and Local municipalities
	Plant trees outside the forest footprint	Identified stakeholders in regulation 3(2)(e): DFFE
	Increase the number of hectares approved for afforestation	Identified stakeholders in regulation 3(2)(e): DFFE

Target 8: Reduce windblown dust emissions in mining areas (from the 2019 baseline) by 40% in 2030.

Table E-9: Emission Reduction Plan for Mining Emissions

Objectives	Key Activities/Opportunities	Responsibility
Reduce emissions from mines	Effective implementation of National Dust Control Regulations	Identified stakeholders in regulation 3(2)(c)
	Development and Implementation of emission reduction plans and EMPs	Identified stakeholders in regulation 3(2)(c)
	Implementation of the rehabilitation strategy (derelict and ownerless mine sites)	Identified stakeholders in regulation 3(2)(e): DMRE, DFFE
	Monitor and enforce compliance in terms of MPRDA	Identified stakeholders in regulation 3(2)(e): DMRE

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Table E-10: Emission Reduction Plan for Mine Reclamation Emissions

Objectives	Key Activities/Opportunities	Responsibility
Reduce emissions from mining reclamation processes	Effective implementation of National Dust Control Regulations	Identified stakeholders in regulation 3(2)(c) and 3(2)(d)
	Development and Implementation of emission reduction plans and EMPs	Identified stakeholders in regulation 3(2)(c) and 3(2)(d)
	Implementation of the rehabilitation strategy (derelict and ownerless mine sites)	Identified stakeholders in regulation 3(2)(e): DMRE, DFFE
	Monitor and enforce compliance in terms of MPRDA	Identified stakeholders in regulation 3(2)(e): DMRE

Education, Awareness and Resource Mobilisation

Table E-11: Emission Reduction Plan for education, awareness and resource mobilisation

Objectives	Key Activities/Opportunities	Responsibility
To promote education	Provide materials to guide training across the priority area with a view to creating a generation of climate, environment, and health-conscious citizens and green economic operators.	Identified stakeholders in regulation 3(2)(e): DFFE
	Capacitate authorities and stakeholders.	Identified stakeholders in regulation 3(2)(e): DFFE
To promote awareness	Follow up on plans/ programmes and reduction commitments to ensure that the emission reduction commitments in the plans of stakeholders are fully implemented.	Identified stakeholders in regulation 3(2)(e): Authorities
	Support better governance on air pollution by offering new insights into overall pollution levels and impacts and by monitoring whether emission reduction plans implementation is on track to achieve the agreed objectives.	Identified stakeholders in regulation 3(2)(e): DFFE/DOH
	Enable local authorities to share best practices, success stories and experiences to drive improvement.	Identified stakeholders in regulation 3(2)(e): DFFE
	District, Provincial and National Compliance and Enforcement Officers should conduct campaigns on a yearly basis: • At least two campaigns a year as individual entities. • At least one campaign a year as a joint entity.	Identified stakeholders in regulation 3(2)(e): DFFE
	Evaluate and, where necessary, strengthen the provisions on public participation and access to justice.	NGOs
	Provide updated best practices to make tangible progress in identifying and reducing exposure to environmental risks in vulnerable groups.	NGOs
To promote resource mobilisation	Explore donor funding opportunities and government partnerships with other governments (bilateral agreements on environment etc.) and get support from them with clear guidance on their funding, and tools.	Identified stakeholders in regulation 3(2)(e): DFFE
	Mobilisation of private capital for environmentally sustainable investments that support the zero pollution objectives.	NGOs

Notes: NGO – Non-Government Organisation.

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MONITORING AND EVALUATION OF AQMP IMPLEMENTATION

Monitoring involves tracking the progress made by identified stakeholders in achieving the goals set out in the second-generation AQMP. Monitoring is key in determining whether the rate of implementation of the current emission reduction measures needs to be increased or whether the current emission reduction plan or strategy needs to be revised. The monitoring process will commence once the implementation of the second-generation AQMP for the HPA has begun. The identified stakeholders are required to submit progress reports on an annual basis to verify progress made, identify any challenges being experienced in implementing the emission reduction measures, come up with remedial actions and adjust timeframes so that the challenges are dealt with in the regulated reporting timelines. The submission of progress reports on an annual basis is also important in facilitating transparency and accountability amongst the identified stakeholders.

In addition to the above, the following activities will be carried out to complement the annual progress reports and further assist in the monitoring process:

(1) **Ambient Air Quality Monitoring:** The monitoring of ambient air quality is crucial for assessing pollutant concentrations and identifying areas where air quality standards are exceeded in the HPA. The ambient air quality data collected from the HPA monitoring network must be subjected to rigorous quality assurance and quality control processes to ensure accuracy and reliability. The monitoring results should be reported regularly to relevant authorities and stakeholders to provide insights into air quality trends, and exceedances of air quality standards, and to identify areas requiring further intervention.

(2) **Emissions Inventory Tracking:** As part of the monitoring process, the second-generation HPA emissions inventory will have to be continuously updated. Regularly updating the emissions inventory is vital to capture changes in emissions over time and to assess the effectiveness of emission reduction measures. It also allows for the identification of emerging sources and trends, supports the evaluation of the second-generation HPA AQMP, and facilitates the tracking of progress towards achieving the air quality goals set in the AQMP and

(3) **Inter-governmental and Stakeholder Engagement:** This involves engaging with relevant stakeholders so as to gather diverse perspectives on the effectiveness of the AQMP identify challenges, and gather feedback for improvement. There are several forums in place in the Highveld Priority Area to ensure inter-governmental communication and cooperation as well as engagement with various stakeholders. These forums will be used optimally to ensure the successful and continuous and successful implementation of the second-generation HPA AQMP.

Evaluation is an essential element of the AQMP implementation as it allows for a thorough assessment of the AQMP including the shortcomings and strengths evident in the implementation. It involves assessing whether the goals set out in the second-generation HPA AQMP have been achieved. The following activities will be carried out as part of the evaluation process:

(1) The annual progress reports submitted by the identified stakeholders should be assessed against the emissions reduction targets set out in the second-generation HPA AQMP. This will help determine whether there is a need to make operational or functional changes that will improve the performance of the identified stakeholders in reducing their emissions; and

(2) The annual progress reports submitted by the identified stakeholders will be compared with the state of air reports (ambient air quality monitoring data) so as to determine whether there has been progress made in meeting the National Ambient Air Quality Standards in the Highveld Priority Area.

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TABLE OF CONTENTS

EXECUTIVE SUMMARY II
FIRST GENERATION HIGHVELD PRIORITY AREA AIR QUALITY MANAGEMENT PLAN ii
SUMMARY OF FIRST GENERATION HPA AQMP ii
SUMMARY OF THE HIGHVELD PRIORITY AREA HEALTH STUDY ii
SECOND GENERATION HIGHVELD PRIORITY AREA AIR QUALITY MANAGEMENT PLAN iii
HPA BASELINE – AMBIENT AIR QUALITY iv
HPA BASELINE - EMISSIONS INVENTORY v
PHOTOCHEMICAL MODELLING v
SOURCE APPORTIONMENT STUDY viii
EMISSION REDUCTION ASSESSMENT viii
EMISSION REDUCTION PLAN ix
MONITORING AND EVALUATION OF AQMP IMPLEMENTATION xiv
TABLE OF CONTENTS XV
LIST OF FIGURES XVII
LIST OF TABLES XVIII
ABBREVIATIONS, SYMBOLS AND UNITS XIX
1 INTRODUCTION 1
1.1 General Description of the Highveld Priority Area 1
1.1.1 Topography 2
1.1.2 Climatic Conditions 3
2 ASSESSMENT OF THE FIRST-GENERATION AQMP 5
2.1 Ambient Air Quality Monitoring 5
2.2 Emission Inventory 5
2.3 Air Dispersion Modelling 5
2.4 Pollution and Health 5
2.5 Air Quality Management Capacity 6
2.6 Summary of the Highveld Priority Area Health Study 6
3 SECOND-GENERATION HPA AQMP BASELINE ASSESSMENT 8
3.1 Ambient Air Quality 8
3.1.1 Particulate Matter: 8
3.1.2 Sulphur dioxide (SO_2) 9
3.1.3 Nitrogen dioxide (NO_2): 10
3.1.4 Ozone (O_3): 11
3.2 Emissions Inventory 12
3.3 HPA Photochemical Modelling 13
3.3.1 Particulate Matter (PM_{10} and $PM_{2.5}$): 15
3.3.2 Sulphur Dioxide (SO_2): 16
3.3.3 Nitrogen Dioxide (NO_2): 16
3.3.4 Ozone (O_3) 16
4 SECOND-GENERATION HPA AQMP: EMISSION REDUCTION ASSESSMENT 17
4.1 Emission Reduction Targets 17
4.2 Emission Reduction Modelling 18
4.2.1 Industry and Energy Generation 18
4.2.2 Mining and Windblown Dust 18
4.2.3 On Road Vehicles 19

This gazette is also available free online at www.gpwonline.co.za

4.2.4 Residential Fuel Burning 19
4.2.5 Residential Waste Burning 20
4.2.6 Forest and Veld Fire – Biomass Burning 20
4.2.7 Agricultural Emissions 21
4.3 Emission Reduction Simulations – 2030 Ambient Air Quality Levels 21
4.3.1 SO_2 Emission Reduction Simulation 22
4.3.2 PM_{10} Emission Reduction Simulation 26
4.3.3 $PM_{2.5}$ Emission Reduction Simulation 28
4.3.4 NO_2 Emission Reduction Simulation 30
4.3.5 O_3 Emission Reduction Simulation 32
5 SECOND-GENERATION HPA AQMP: EMISSION REDUCTION PLAN 34
5.1 Industries and Energy Generation 36
5.2 Domestic Waste Burning 36
5.3 Vehicle Emission Sources 37
5.4 Domestic Fuel Burning 38
5.5 Biomass Burning 39
5.6 Agriculture 39
5.7 Windblown Dust 41
5.7.1 Residential Areas 41
5.7.2 Mining and Reclamation Sectors 42
5.8 Education, Awareness and Resource Mobilisation 43
6 SECOND-GENERATION HPA AQMP: MONITORING AND EVALUATION 45
6.1 Monitoring 45
6.1.1 Ambient Air Quality Monitoring 45
6.1.2 Emissions Reduction and Management 45
6.1.3 Inter-governmental and Stakeholder Engagement 45
6.2 Evaluation 46
7 CONCLUSIONS 48
8 REFERENCES 49

This gazette is also available free online at www.gpwonline.co.za

LIST OF FIGURES

Figure 1-1: Map depicting the geographical extent of the Highveld Priority Area. 2
Figure 1-2: Topography of the Highveld Priority Area 3
Figure 1-3: Monthly average, maximum and minimum temperatures at selected monitoring stations in the Highveld Priority Area (2007-2020) 4
Figure 4-3: Annual average SO2 trends in Nkangala between 2007 and 2020 (NAAQS: 19 ppb). 10
Figure 4-5: Annual average O_3 trends in Gert Sibande between 2007 and 2020. 11
Figure 4-6: Schematic diagram of the CAMx modelling system. 14
Figure 4-7: Weather Research and Forecasting (WRF) Parent Domain (12km), Weather Research and Forecasting Nested (WRF) Domain (4km), CAMx Parent Domain (6km), CAMx Nested Domain (2km). 15
Figure 5-1: Concentration maps indicating annual simulated SO_2 concentrations for the (a) baseline and (b) 2030 Emission Reduction Target. 23
Figure 5-2: Concentration maps indicating 1-hour simulated SO_2 concentration exceedance counts for the (a) baseline and (b) 2030 Emission Reduction Target. 24
Figure 5-3: Concentration maps indicating 24-hour simulated SO_2 concentration exceedance counts for the (a) baseline and (b) 2030 Emission Reduction Target. 25
Figure 5-4: Concentration maps indicating annual simulated PM_{10} concentrations for the (a) baseline and (b) 2030 Emission Reduction Target. 26
Figure 5-5: Concentration maps indicating 24-hour simulated PM_{10} concentration exceedance counts for the (a) baseline and (b) 2030 Emission Reduction Target. 27
Figure 5-6: Concentration maps indicating annual simulated $PM_{2.5}$ concentrations for the (a) baseline and (b) 2030 Emission Reduction Target. 28
Figure 5-7: Concentration maps indicating 24-hour simulated $PM_{2.5}$ concentration exceedance counts for the (a) baseline and (b) 2030 Emission Reduction Target. 29
Figure 5-8: Concentration maps indicating annual simulated NO_2 concentrations for the (a) baseline and (b) 2030 Emission Reduction Target. 30
Figure 5-9: Concentration map indicating 1-hour simulated baseline NO_2 concentration exceedance counts. 31
Figure 5-10: Concentration maps showing annual simulated O_3 concentrations for the (a) baseline and (b) 2030 Emission Reduction Target. 32
Figure 5-11: Concentration maps indicating 8-hour simulated O_3 concentration exceedance counts for the (a) baseline and (b) 2030 Emission Reduction Target. 33

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LIST OF TABLES

Table E-10: Emission Reduction Plan for Mine Reclamation Emissions xiii
Table 1-1: Total annual precipitation (mm/annum) at selected monitoring stations in the HPA (2011-2020) 4
Table 4-1: Emission inventory summary for all sources within the Highveld Priority Area (tpa – tonnes per annum) 13
Table 5.2: Emission (kt/a) for each emission reduction target in the nest domain for industrial emissions..... 18
Table 5-3: Emission (kt/a) for each emission reduction target in the nest domain for windblown particulates emissions..... 19
Table 5-4: Emission (kt/a) for each emission reduction target in the nest domain for mobile sources emissions. 19
Table 5-5: Emission (kt/a) for each emission reduction target in the nest domain for residential fuel Burning emissions..... 20
Table 5-6: Emission (kt/a) for each emission reduction target in the nest domain for residential waste burning emissions..... 20
Table 5-7: Emission (kt/a) for each emission reduction target in the nest domain for biomass burning emissions. 21
Table 5-8: Emission (kt/a) for each emission reduction target in the nest domain for agricultural emissions. 21
Table 6-1: Emission Reduction Activities for Industrial Emissions..... 36
Table 6-2: Emission Reduction Plan for Domestic Waste Burning Emissions..... 37
Table 6-3: Emission Reduction Plan for Vehicle Emissions..... 38
Table 6-4: Emission Reduction Activities Towards Reducing Domestic Fuel Burning Emissions 38
Table 6-5: Emission Reduction Plan for Biomass Burning..... 39
Table 6-6: Emission Reduction Activities on Agricultural Emissions..... 40
Table 6-7: Emission Reduction Activities for Windblown Dust Emissions in Residential Areas..... 41
Table 6-8: Emission Reduction Plan for Mining Emissions..... 42
Table 6-9: Emission Reduction Plan for Mine Reclamation Emissions..... 42
Table 6-10: Plan for Education, Awareness and Resource Mobilisation 43
Table 7-1: Monitoring Mechanisms for the second-generation HPA AQMP. 46
Table 8-3: Emission reduction targets for the HPA..... 48

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ABBREVIATIONS, SYMBOLS AND UNITS

°C	Degree Celsius
AEL	Atmospheric Emissions Licence
AQMP	Air Quality Management Plan
AQMS	Air Quality Monitoring Station
CoE	The City of Ekurhuleni
CO	Carbon Monoxide
CO_2	Carbon Dioxide
DEA	Department of Environmental Affairs, South Africa
DFFE	Department of Forestry, Fisheries and the Environment
EIA	Environmental Impact Assessment
EMP	Environmental Management Programme
g/kg	Gram per kilogram
GHGs	Greenhouse gases
GLCs	Ground Level Concentrations
GN	General Notice
HPA	Highveld Priority Area
I&AP	Interested and affected parties
ISO	International Organisation for Standardisation
$kg.yr^{-1}$	Kilograms per year
$\mu g/m^3$	Micro grams per cubic meter (concentration)
MES (S21)	Minimum Emission Standards (S21 MES): List of Activities which Result in Atmospheric Emissions from the National Environmental Management: Air Quality Act, 2004 (Act No. 39 of 2004)
MSW	Municipal Solid Waste
N/A	Not applicable
n/av	Not available
NAAQS	National Ambient Air Quality Standards (South Africa)
NAEIS	National Atmospheric Emissions Inventory System
NAQO	National Air Quality Officer
NCAR	National Centre for Atmospheric Research
NEM: AQA	National Environmental Management: Air Quality Act, 2004 (Act No. 39 of 2004)
NO	Nitrogen Oxide
NO_2	Nitrogen dioxide
NO_x	Oxides of Nitrogen (expressed as NO_2)
PM	Particulate Matter
PM_{10}	Particulate Matter with an aerodynamic diameter of ≤ 10 micrometers
$PM_{2.5}$	Particulate Matter with an aerodynamic diameter of ≤ 2.5 micrometers
PMT	Project Management Team
ppm	Parts per million (g/Mg)
PSD	Particle Size Distribution
PSC	Project Steering Committee
SA/RSA	South Africa
SAS	Source Apportionment Study
SANRAL	South African National Roads Agency SOC Ltd
SANS	South African National Standard

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SO_2	Sulphur dioxide
SO_x	Oxides of sulphur
$Tg.yr^{-1}$	Terra Grams per Year
TOC	Total Organic Compounds
TSP	Total Suspended Particulates (also refers to particulate matter with reference to this report)
US/USA	United States of America
US-EPA	United States Environmental Protection Agency
VOC	Volatile Organic Compound
WHO	World Health Organisation

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1 INTRODUCTION

On 23 November 2007, the Highveld Priority Area (HPA) was declared in terms of section 18(1) (a) and (b) of the National Environmental Management Air Quality Act, 2004, (Act No. 39 of 2004) (NEMAQA). The declaration was triggered by air quality in the area that has consistently exceeded National Ambient Air Quality Standards (NAAQS). The HPA is also considered one of the major oxides of nitrogen (NO_x) hotspots in the world (Wenig, 2003; Lourens, 2012) and it was previously estimated that over 80% of sulphur dioxide (SO_2) and NO_x emissions in South Africa are from the Mpumalanga Province (Wells, 1996; NAEIS).

Following the declaration of the priority area, a first-generation Air Quality Management Plan (AQMP) was developed in 2012 in term of section 19 (1) (a) and (b) of NEMAQA. The first-generation AQMP was developed to provide a strategic direction for the implementation of air quality interventions in the HPA, as well as an essential blueprint for action to reduce emissions in the area. The AQMP described the state of air quality in a priority area, sources of air pollution in the priority area, how air quality has been changing over the years, and what could be done to ensure improved air quality in a priority area. It provided the goals and objectives for a priority area and prescribes short- to long-term policies and controls to improve air quality in a priority area.

Air quality monitoring trends from the first-generation HPA AQMP indicated elevated concentrations of particulate matter (PM10), NOx and SO_2 occurring in the central and northern parts of the HPA. A comprehensive emission inventory was developed for the HPA, and included industry; residential fuel burning, mines and quarries, transport (motor vehicle emissions), biomass burning and, burning and smouldering coal dumps (spontaneous combustion) emissions. Industrial sources were the largest contributor of emissions in the HPA, accounting for 89% of PM_{10}, 90% of NOx and 99% of SO_2. Dispersion modelling was used to determine regions of concern for ambient air quality in the HPA at a regional scale. Nine hotspot areas in the HPA where ambient air quality standards for SO_2, NO_2, PM_{10} and O_3 are consistently exceeded were identified based on the modelling results. These hotspot areas included eMalahleni, Kriel, Steve Tshwete, Ermelo, Secunda, Ekurhuleni, Lekwa, Balfour and Delmas, resulting from emissions emanating from industries, residential fuel burning, vehicle, mining, and cross-boundary transport of pollutants into the HPA.

Between 2015 and 2016, a mid-term assessment of the HPA AQMP was undertaken by the department in conjunction with stakeholders within the priority area. This evaluation sought to measure the progress achieved in implementing the AQMP and recognise any shortfalls (Department of Environmental Affairs, 2017). The outcome of this mid-term review revealed that while numerous measures from the AQMP had been executed, the air quality situation had not notably improved to a degree where the Minister would consider discontinuing the priority status of the area. Furthermore, the mid-term evaluation recommended the review of the plan to establish a second-generation HPA AQMP. The new plan would build upon the achievements and effective aspects of the 2012 AQMP. The AQMP seeks to design emission reduction strategies grounded in a deeper comprehension of the correlation between ambient air quality within the HPA and the diverse emission reductions attributed to various interventions. These strategies are intended to facilitate further enhancements in air quality and eventual alignment with the NAAQS in the area.

1.1 General Description of the Highveld Priority Area

The HPA encompasses the following municipalities and provinces, as illustrated in Figure 1-1:

- The City of Ekurhuleni (CoE) in the Gauteng province.

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- Lesedi Local Municipality (LM) situated within the Sedibeng District Municipality (DM) of Gauteng province.
- Victor Khanye, Steve Tshwete, and eMalahleni Local Municipalities (LMs) in the Nkangala District Municipality (DM) of Mpumalanga province.
- Govan Mbeki, Dipalaseng, Msukaligwa, Lekwa, and Pixley ka Seme Local Municipalities (LMs) located in the Gert Sibande District Municipality (DM) of Mpumalanga province.

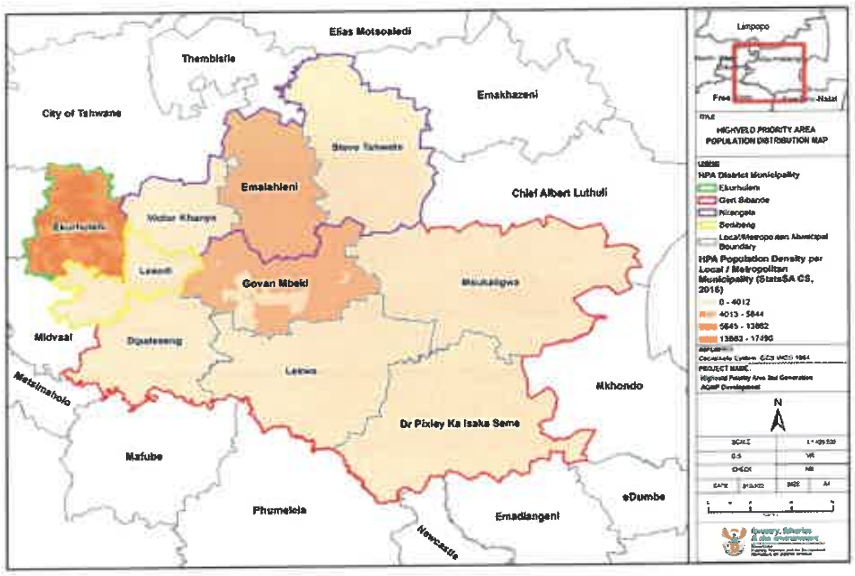


Figure 1-1: Map depicting the geographical extent of the Highveld Priority Area.

1.1.1 Topography

The geographical features of an area contribute significantly to how air pollutants disperse. In regions with hilltops and open spaces, moderate winds tend to scatter pollutants effectively. However, in valleys and low-lying areas, like the HPA, air movement struggles to penetrate, leading to the entrapment of pollutants and consequently higher pollution levels. The dispersion of pollutants over complex terrains, unlike flat landscapes, is more intricate due to interactions between the atmosphere and the landscape's shape at various scales.

The HPA is situated on South Africa's elevated inland plateau. The terrain in the HPA is generally flat or gently rolling (as shown in Figure 1-2). It gradually slopes from around 1,400 meters in the northwest within Delmas, EMalahleni, and Steve Tshwete local municipalities, to roughly 1,500 meters in the central parts, and slightly over 1,600 meters in the east within Msukaligwa. The elevation rises to 1,800 meters in the southeast within Pixley Ka Seme. The southern region of the HPA descends to about 1,400 meters into the Vaal River basin. This predominantly level landscape is intermittently dotted with relatively small hills and rocky formations.

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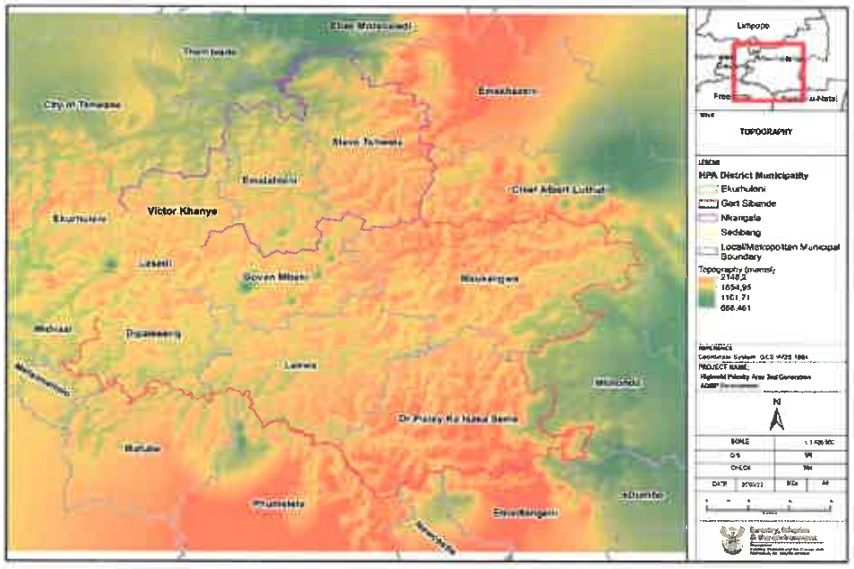


Figure 1-2: Topography of the Highveld Priority Area

1.1.2 Climatic Conditions

The extent to which air pollution will accumulate or disperse in the atmosphere is dependent on the degree of thermal and mechanical turbulence within the earth's boundary layer. Dispersion comprises vertical and horizontal components of motion. The vertical component is defined by the stability of the atmosphere and the depth of the surface mixing layer, whereas the horizontal dispersion of pollution in the boundary layer is primarily a function of the wind field.

The wind speed will determine both the distance of downwind transport and the rate of dilution because of plume dispersion. The generation of mechanical turbulence is similarly a function of the wind speed, in combination with the surface roughness. The wind direction and the variability in wind direction, will determine the general path pollutants follow, as well as the extent of crosswind spreading. Therefore, pollution concentration levels fluctuate in response to changes in atmospheric stability, concurrent variations in the mixing depth and to shifts in the wind field.

Spatial variations, and diurnal and seasonal changes, in the wind field and stability regime are functions of atmospheric processes operating at various temporal and spatial scales. There is a predominance of northerly and north-easterly winds over the HPA region, with average wind speeds varying between 2 m/s and 7 m/s.

The warmest temperatures in the area occur from December to February, while the coldest are in June or July (Figure 1-3). Rainfall varies across the HPA, with higher areas in the east averaging around 900 mm, and about 650 mm in the west. Rainfall mainly occurs as showers and thundershowers in summer (October to March), peaking in January. Winters are generally dry, but there's still some rainfall Table 1-1).

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Table 1-1: Total annual precipitation (mm/annum) at selected monitoring stations in the HPA (2011-2020)

Station	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
Camden	589.7	529,7	774,9	374,9	335,3	125,7	67,8	494,9	338,1	-
Elandsfontein	513,7	530,8	-	286,3	167,6	84,0	49,9	495,5	249,1	354,7
Ermelo	1 323,7	1 644,8	303,5	204,0	44,3	47,2	658,8	528,6	599,1	358,1

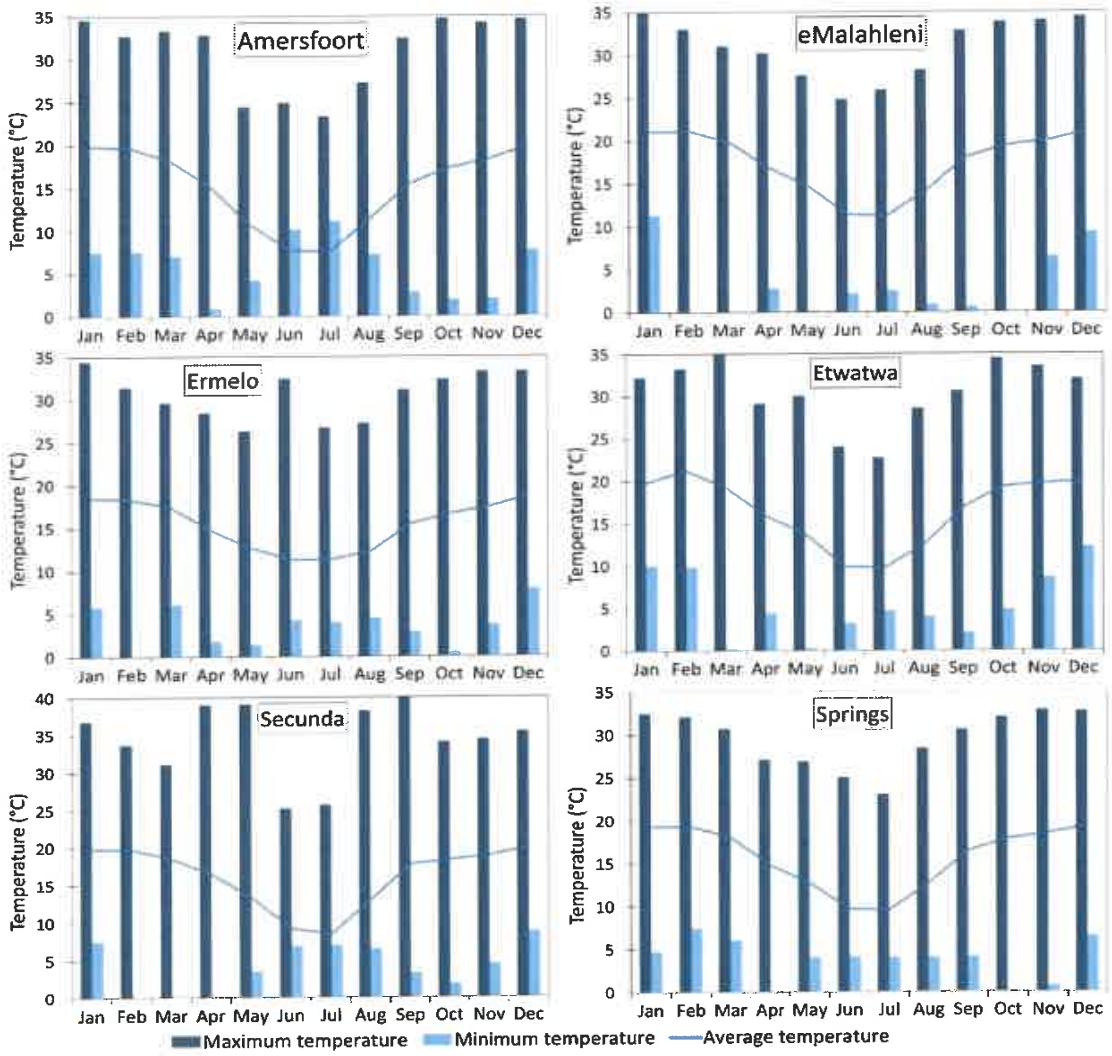


Figure 1-3: Monthly average, maximum and minimum temperatures at selected monitoring stations in the Highveld Priority Area (2007-2020)

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2 ASSESSMENT OF THE FIRST-GENERATION AQMP

2.1 Ambient Air Quality Monitoring

During the formulating the first-generation HPA AQMP, a total of twenty-three (23) air quality monitoring stations were considered to assess the trends in ambient pollution. These stations had varying monitoring periods and different levels of data completion. An examination of these monitoring stations demonstrated that increased concentrations of PM_{10}, NO_X, and SO_2 were recorded in the central and northern parts of the HPA.

2.2 Emission Inventory

The first-generation HPA AQMP estimated emissions from seven different sources:

- Industry.
- Residential fuel burning.
- Mines and quarries.
- Transport (motor vehicle emissions).
- Biomass burning.
- Burning and smouldering coal dumps (spontaneous combustion).

Among these sources, industries were identified as the primary emission contributors within the HPA, being responsible for 89% of PM_{10}, 90% of NO_X, and 99% of SO_2 emissions.

2.3 Air Dispersion Modelling

The CALPUFF model suite was used during the development of the first-generation HPA AQMP to determine regions of concern for ambient air quality on the HPA at a regional scale. Nine extensive areas (hotspots) in the HPA where ambient air quality standards for SO_2, NO_2, PM_{10} and O_3 are consistently exceeded were identified based on the modelling results. These hotspots areas include eMalahleni, Kriel, Steve Tshwete, Ermelo, Secunda, Ekurhuleni, Lekwa, Balfour and Delmas and result from a combination of emissions from industries, residential fuel burning, vehicle, mining, and cross-boundary transport of pollutants into the HPA.

2.4 Pollution and Health

The initial version of the HPA AQMP included health risk assessments taken from the research conducted by Scorgie, Annegarn, and Burger (2004). These assessments were directly applicable to the HPA and were based on data from 2002, focusing on two significant regions: the Mpumalanga Highveld, and Johannesburg along with the City of Ekurhuleni (Scorgie et al., 2004). Although the data might be somewhat dated, it remains relevant.

Notably, at the time of the research, the City of Ekurhuleni encompassed a much larger population compared to what was considered within the extent of the HPA. This remains consistent even today. The key findings from the health risk assessments are as follows:

- Respiratory hospital admissions were estimated to result primarily from residential coal, followed by wood burning (56% and 21%, respectively) in Johannesburg and the City of Ekurhuleni.
- Power generation activities were estimated to be the primary driver for hospital admissions in the Mpumalanga province, with a 51% contribution, followed by the Sasol Secunda complex at 17% and residential coal burning also made a significant contribution (12%).
- The City of Ekurhuleni, eMalahleni, Steve Tshwete, and Secunda are the areas with large populations possibly at risk from the ambient concentrations of SO_2 and PM_{10}.

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- Hospital admissions with respiratory conditions were estimated to be significantly higher in the Johannesburg and City of Ekurhuleni conurbation (more than 34 000 cases) when compared to admissions in the Mpumalanga Highveld as a whole (more than 8 600 cases).

2.5 Air Quality Management Capacity

An initial capacity assessment undertaken as part of the first-generation HPA AQMP development process found that Mpumalanga Department of Economic Development and Tourism (MDEDET) and Gauteng Department of Agriculture and Rural Development (GDARD) required extensive capacity building. Needs were expressed by MDEDET for capacity building in the areas of monitoring, modelling, emission inventory development and the assessment of emission impacts. GDARD only expressed needs in the development and application of the Atmospheric Emission Licence (AEL) function.

Similarly, in 2014, the Department of Environmental Affairs (DEA) conducted a Status Quo Report to Evaluate the Requirements for Municipalities and Provinces to Effectively Perform Air Quality Functions. The report's findings highlighted the existing challenges within both municipal and provincial government levels concerning the comprehensive implementation of the NEMAQA. The report emphasized that the capability of air quality functions is significantly influenced by three key factors: limitations in human resources, inadequate budget allocation, and insufficient technical resources. These factors are equally critical for municipalities to efficiently carry out their primary air quality management tasks.

2.6 Summary of the Highveld Priority Area Health Study

A HPA health study was conducted by DFFE to support the implementation of air quality management in the region. The research encompassed both local and regional evaluations, enhancing comprehension of the risks and consequences of air pollution on human health within the HPA. The report specifically investigated the exposure of communities residing near air quality monitoring stations and emission sources of atmospheric pollutants such as SO_2, NO_2, as well as particulate matter PM_{10} and $PM_{2.5}$.

The study comprised three primary assessments:

- Human Health Risk Assessment (HHRA) to identify potential health risks for the entire HPA population associated with the physical and chemical attributes of air pollutant concentrations.
- Child Health Study; and
- Community Survey aimed to gauge the overall impact of air pollution on human health within the HPA.

The main findings of this study are summarised below:

- Based on simulated Hazard Quotients (HQs), the central and towards the eastern parts of the HPA are at risk to the negative health impacts of exposure to SO_2. Within these areas, the communities most at risk are primarily located near intense industrial SO_2 emitters.
- Based on simulated HQs, a large portion of the western part of the HPA is at risk to the negative health impacts of exposure to PM_{10}. Within this western region, the communities most at risk are primarily located in the Ekurhuleni, Govan Mbeki, and the Msukaligwa.
- The Ekurhuleni and Govan Mbeki are the main vulnerable areas in the HPA. The main conditions affecting vulnerability to the effects of air pollution in these areas are population characteristics and socio-economic conditions.

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- If the annual NAAQS for PM_{10} and $PM_{2.5}$ are met, estimated attributable mortality in the HPA is expected to decrease to 5 125 people for PM_{10} and 4 881 people for $PM_{2.5}$.
- The largest percentage attributable to deaths from not meeting PM_{10} annual NAAQS occur in the Ekurhuleni and Govan Mbeki. If the annual NAAQS for PM_{10} is met, all-cause mortality in Ekurhuleni is expected to decrease by 18.75%.
- For $PM_{2.5}$, the largest percentage attributable to deaths from not meeting $PM_{2.5}$ annual NAAQS occur in the City of Ekurhuleni. If the annual NAAQS for $PM_{2.5}$ are met, all-cause mortality in Ekurhuleni is expected to decrease by 16.62%.

The abovementioned results are consistent with the health impacts detailed in the first-generation HPA AQMP, which found that the Ekurhuleni, eMalahleni, Steve Tshwete, and Secunda are areas with large populations possibly at risk from the ambient concentrations of SO_2 and PM_{10}. Hospital admissions with respiratory conditions were estimated to be significantly higher in the Johannesburg and Ekurhuleni conurbation (more than 34 000 cases) when compared to admissions in the Mpumalanga Highveld as a whole (more than 8 600 cases).

The analysis for impact assessment was carried out on a local municipal level, assuming that the entire population within a municipality was exposed to the same average annual ambient PM concentrations. However, it's important to note that this assumption may not always align with the actual situation. This introduces an element of uncertainty into the assessment, potentially leading to either overestimation or underestimation of the determined impacts.

While the health study is acknowledged as a comprehensive effort, it's considered a foundational step in accurately determining health impacts within the HPA.

Furthermore, there have been prior and ongoing studies focused on estimating the effects of pollution on mortality in the HPA. It will be valuable to compare the methodologies, inputs, and conclusions of these studies. This comparative analysis holds significance in enhancing our understanding of the impacts of PM pollution on mortality within the HPA and eventually refining the accuracy of impact estimations.

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3 SECOND-GENERATION HPA AQMP BASELINE ASSESSMENT

As part of the development process for the second-generation AQMP, an initial baseline assessment was carried out. The technical report containing the details of this baseline assessment can be accessed through South African Air Quality Information Systems (SAAQIS). The primary objective of this baseline assessment served a dual purpose: firstly, to determine the status of air quality within the HPA, and secondly, to evaluate whether the interventions established by the first-generation HPA AQMP yielded improvements in ambient air quality.

The key findings presented in this section predominantly stem from the background assessment, the analysis of ambient air quality across the HPA, the 2019 emission inventory, and the related photochemical modelling. These elements collectively provided a comprehensive understanding of the prevailing air quality status within the HPA, along with insights into the contributions from various sources to the levels of ambient pollution.

3.1 Ambient Air Quality

Since the declaration of the HPA and subsequent development of the first-generation AQMP in 2012, there has been an improvement in ambient air quality monitoring. The number of monitoring stations has increased from twenty-three (23) to forty-nine (49) (as reported on SAAQIS) since the gazetting of the first-generation HPA AQMP. An assessment of historical ambient air quality data spanning from 2007 to 2020 was conducted for the Gert Sibande, Nkangala, as well as Ekurhuleni, with the aim to assess trends in the region. A detailed analysis of ambient air quality trends may be found in the HPA AQMP Baseline Assessment Report.

The main findings are as follows:

3.1.1 Particulate Matter:

- Daily averages: The analysis of the available monitored data (2007-2020) illustrates that while there was a clear improvement in ambient air quality monitoring since the development of the HPA AQMP and implementation of the HPA AQMP, ambient PM_{10} levels are still elevated over many areas in the HPA with exceedances of the PM_{10} daily NAAQS of 75 $\mu g/m^3$. These elevated concentrations typically coincide with periods of low temperatures and stable atmospheric conditions associated with the winter months.
- Annual trends: The analyses of the annual trends illustrate that some areas have witnessed significant improvements in PM_{10}, namely Club, Camden and Elandsfontein from 2012 to 2020. On the other hand, very little-to-no improvement and even further deterioration has taken place at some sites such as Komati, Bosjesspruit and Majuba. It is, therefore, recommended that these areas require more focused and strategic attention and intervention in terms of compliance and enforcement in respect of all regulated activities, including communities.

Figure 4-1 indicates that non-compliance with the annual PM_{10} standard is observed in all stations, with few exceptions. There is a distinct increase in measured ambient PM_{10} concentrations in 2018 and 2019 with decreased measured concentrations in 2020 coinciding with decreased monitoring at various air quality monitoring station.

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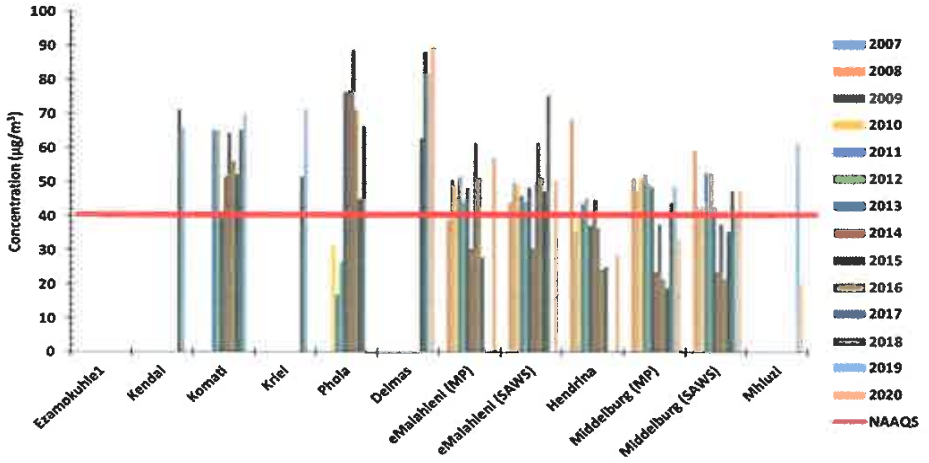


Figure 4-1: Annual average PM_{10} trends in Nkangala between 2007 and 2020 (NAAQS: 40 µg.m^{-3}).

Figure 4-2 below illustrates numerous instances where the $PM_{2.5}$ annual NAAQS was exceeded at all air quality monitoring station during the period under review. Significant $PM_{2.5}$ annual averages are also noted between 2018 and 2019 with a distinct reduction in 2020 in some of the stations.

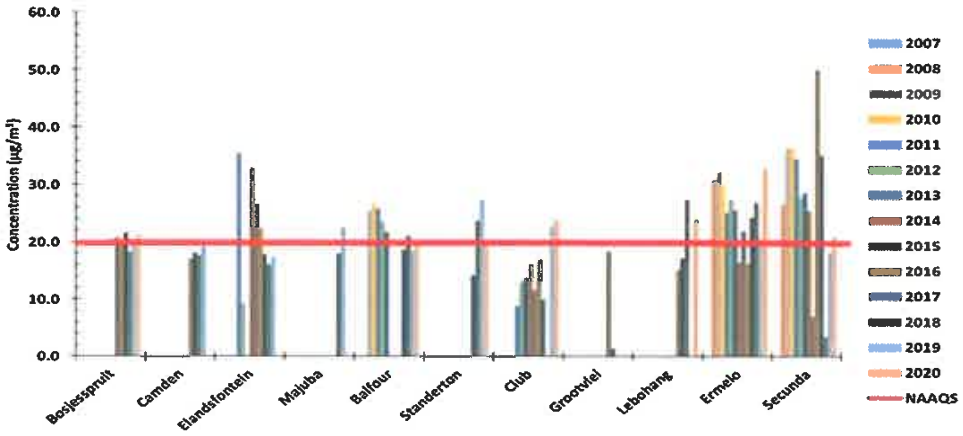


Figure 4-2: Annual average PM $_{2.5}$ trends in Gert Sibande between 2007 and 2020 (NAAQS: 20 µg.m^{-3}).

3.1.2 Sulphur dioxide (SO_2)

- Hourly averages: While there was a clear improvement in ambient air quality monitoring since the development and implementation of the HPA AQMP, the hourly averages for SO_2 still show several exceedances of the hourly NAAQS of 134 ppb. These exceedances occur at a large majority of stations for most of the years under review. What is also evident is a clear decrease in the level of monitoring in 2020 with only three stations with useable data.
- Daily averages: Unlike the hourly concentration detailed above, an increased level of compliance with the daily NAAQS of 48 ppb is noted. What is also clear is a pronounced increase in compliance from 2014 to

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2020 with consistent compliance noted at Club, Bosjesspruit, Camden and Majuba. Again, what is also evident is a clear decrease in the level of monitoring in 2020 with only three stations with useable data.

- Annual trends: Annual average ambient SO_2 concentrations indicate adequate compliance with the annual NAAQS of 19 ppb, which was evident even prior to the development and implementation of the first-generation HPA AQMP.

Figure 4-3 indicates that a majority of air quality monitoring station in the Nkangala DM were determined to illustrate continuous and consecutive periods of compliance with an instance of non- compliance noted at both eMalahleni and Komati stations with a single non-compliance noted at Hendrina in 2009.

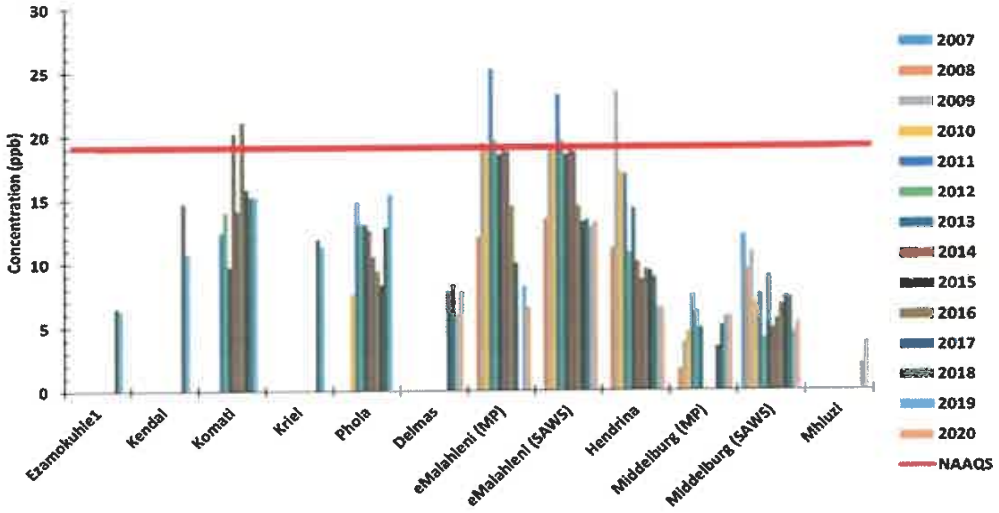


Figure 4-3: Annual average SO2 trends in Nkangala between 2007 and 2020 (NAAQS: 19 ppb).

3.1.3 Nitrogen dioxide (NO_2):

- Hourly averages: The hourly NO_2 NAAQS of 106 ppb was seldom exceeded after 2012 with these exceedances taking place at the Elandsfontein and Club AQMSs. It is also important to note that consistent exceedances of the NAAQS were noted at the Club AQMS prior to 2012 with a clear improvement, thereafter, again speaking to the development of the priority area AQMP and the subsequent implementation from 2012 having an important bearing on the observed improvements.
- Annual trends: Annual average ambient NO_2 concentrations recorded at the AQMS of concern were well within the annual average NAAAQS of 21 ppb, with the exception of exceedances taking place at the Verkykop, Ermelo, as well as Secunda Air Quality Monitoring Stations.

Figure 4-4 indicates seldom instances where the annual NO_2 NAAQS was exceeded by various air quality monitoring station with the with the Secunda site illustrating less pronounced exceedances in 2016 and 2017.

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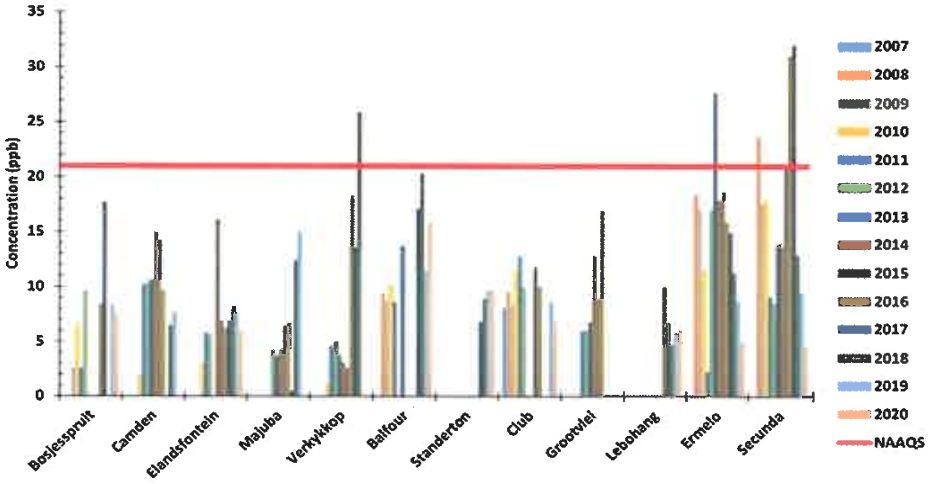


Figure 4-4: Annual average NO_2 trends in Gert Sibande between 2007 and 2020 (NAAQS: 21 ppb).

3.1.4 Ozone (O_3):

- Eight-hour running averages: There is a clear improvement in ambient monitoring from 2012 onwards. While this clear improvement is evident, exceedances of the eight-hour O_3 running average NAAQS of 61 ppb was evident prior to 2012 with exceedances occurring at the Club and Bosjesspruit. Improved measurements are noted from 2016 to 2019. However, these measurements are still above the eight-hour running average O_3 NAAQS.

Figure 4-5 below indicates improved O_3 from 2011 onwards with most air quality monitoring station recording annual average O_3 concentrations below 40 ppb from 2013 onwards. No enforceable annual O_3 NAAQS has not been promulgated in South Africa.

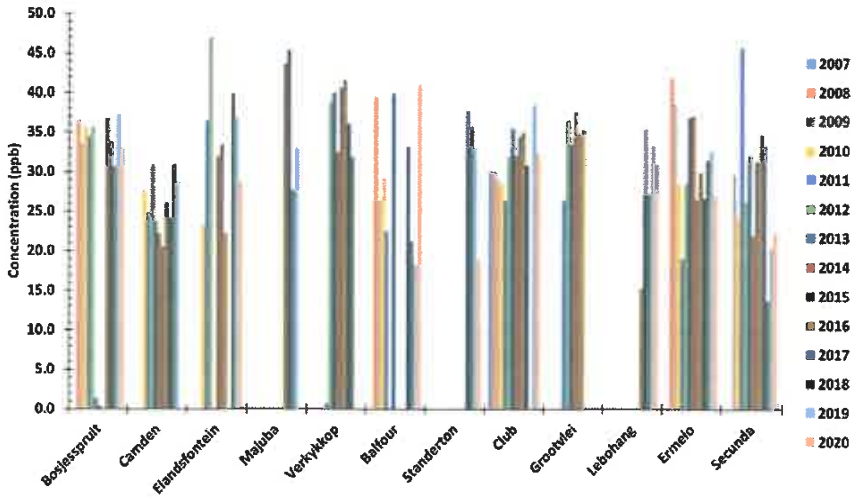


Figure 4-5: Annual average O_3 trends in Gert Sibande between 2007 and 2020.

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3.2 Emissions Inventory

An emission inventory was compiled with dual objectives; firstly, to demonstrates emissions originating within the HPA, tailored for air quality management within the priority area. Secondly, it encompasses emissions from neighbouring regions, serving as input for atmospheric modelling. A detailed report on the compilation of the emissions inventory may be found in the HPA AQMP Baseline Assessment Report. Emissions were quantified for all primary sources within the HPA, as well as those from the surrounding regions to contribute to air quality modelling. The presented emission inventory focuses exclusively on the sources within the HPA. These include the following:

- Industrial and energy generation sectors: Sources of air pollutants represent mostly stationary facilities operating under licences or registration, of which the emissions are reported to the authorities annually (Section 21 and Section 23 sources). A total of 866 individual point sources were identified across 117 facilities in the HPA, mostly in Ekurhuleni and the Nkangala DM. The industrial emission inventory was compiled from 2019 emission inventory reports submitted to the National Atmospheric Emission Inventory System (NAEIS).
- Windblown dust: Particulates are the typical form of pollutants associated with mining activities. Open-cast mining, which forms the bulk of mining activities in the Mpumalanga region, can emit pollutants near ground-level over potentially large areas. The recent surge in the need for Critical Minerals in consumer countries (Nwaila, 2021), coupled with improved mineral extraction methods, presents an opportunity for mine dumps, tailing and stockpile reclamations. This process involves the extraction of residual minerals from mine dumps or tailings storage facilities (especially gold and platinum group mineral dumps), usually through a method called hydraulic mining. The disturbance and movement of tailings material during mineral retrieval can generate dust, which can become airborne and contribute to particulate emissions. To quantify these windblown particulate emission rates, the Airborne Dust Dispersion Model from Area Sources (ADDAS) developed by Airshed Planning Professionals (Burger, 2011) was utilized. The sources of windblown particulates include exposed topsoil areas.
- Transport related emissions: Accounting for vehicles travelling on arterial and main roads, national freeways, secondary roads, slipways, off- and onramps and streets. Use was made of SANRAL national counts for 2016 and the Mpumalanga Road Assets Management System (MP RAMS) traffic count data (2019 update). A top-down and bottom-up approach was followed.
- Residential fuel burning: Fuel combustion for energy use in the residential environment in the HPA. Both a top-down (for gas and paraffin) and bottom-up (for wood and coal) approach was used for residential fuel use emissions. Community Survey 2016 data were used to proportionally disaggregate national fuel consumption to provincial and then SAL geographic units.
- Residential waste burning: Residential waste combustion for energy use in the residential environment in the HPA. A bottom-up approach was used for residential waste burning emissions. Community Survey 2016 data were used to proportionally disaggregate national fuel consumption to provincial and then SAL geographic units.
- Biogenic volatile organic compounds (VOC): The CAMS global emissions dataset was used to provide biogenic VOC emission estimates. These emissions were simulated using the MEGAN model.
- Agricultural ammonia: The CAMS global emissions dataset was used to provide NH_3 emission estimates from agriculture (livestock [animal excreta], soils [fertiliser application] and agricultural waste burning).
- Forest and Veld Fire – Biomass burning: Biomass burning emissions from large-scale agricultural burning and natural fires for 2019 were obtained from the Fire Inventory from NCAR (FINN). This dataset uses

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active fire count observations, landcover cover from MODIS sensors and estimated fuel consumption to quantify biomass burning emissions.

- Spontaneous combustion related emissions: Currently, there is no acceptable standard method for estimating emissions from spontaneous combustion. This is due to the difficulty in obtaining reliable measurements in coal mining areas. For the HPA, emissions emanating from spontaneous combustion were estimated by multiplying emission rates obtained from Cook and Lloyd (2012), with the area of each coal mine operating in the HPA.

Table 4-1 below provides a summary of the total annual emissions from each sector covered in the HPA emissions inventory.

Table 4-1: Emission inventory summary for all sources within the Highveld Priority Area (tpa – tonnes per annum)

Emission Source	CO	NO_x	NMVOC's	SO_2	$PM_{2.5}$	PM_{10}
On Road Vehicles	13 321	38 093	913	734	837	-
Residential Waste Burning	2 892	221	-	87	628	665
Residential Fuel Burning	130 054	3 769	-	9 092	19 228	19 741[b]
Windblown Particulate	-				30 465	104 901
Biomass Burning	98 018	1 438		1 080	9 901	10 290
Industry and Energy Generation	107 360	790 620	226 000	1 277 290	64 730	127 170
Spontaneous Combustion	7 815	149		924 [a]		
Total	**359 460**	**834 290**	**226 913**	**1 289 207**	**125 789**	**262 767**

Note: [a] Emissions are estimated as SO_X
[b] Emissions are estimated as the sum of PM_{10} and $PM_{2.5}$

3.3 HPA Photochemical Modelling

The Comprehensive Air Quality Model with Extensions (CAMx) chemical air quality model was used to simulate current ambient concentrations of pollutants within the HPA to assess ambient air quality on a more comprehensive spatial scale than what can be provided with monitoring stations. Areas of elevated concentrations can be identified for expanded monitoring and when viewed within the context of the emission inventory, likely contributing sources are targeted for intervention strategies.

The CAMx is a computational tool used for simulating and predicting chemical air quality. It's designed to model the complex interactions of various pollutants in the atmosphere, including pollutants emitted from sources like vehicles, industries, and natural processes. CAMx takes into account factors such as emissions, meteorology, chemical reactions, and atmospheric dispersion to provide insights into how pollutants disperse, react, and contribute to air quality levels in a specific region. This model is widely preferred since it is employed by researchers, environmental agencies, and policymakers to assess the potential impacts of different emission reduction strategies and to formulate effective air quality management plans.

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Figure 4-6 summarises the input data requirements of CAMx, whilst Figure 4-7 illustrates the CAMx grid configuration used for simulations. A parent grid of ~6 km resolution extends over much of the eastern half of South Africa, while a nested grid of ~2 km resolution caters for simulation over the HPA. CAMx was run over the HPA from 2018 to 2020.

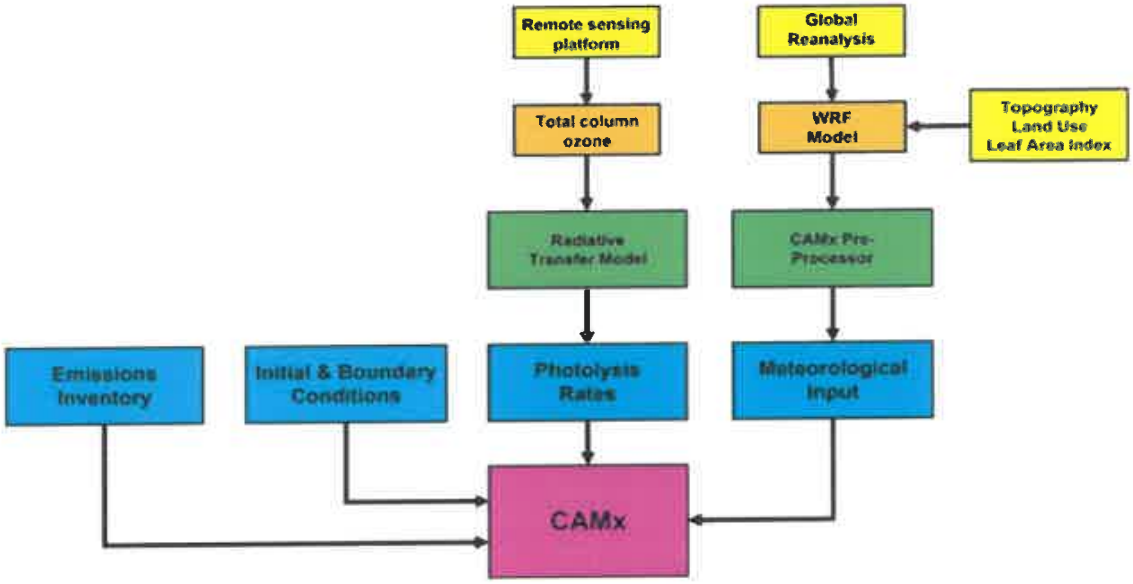


Figure 4-6: Schematic diagram of the CAMx modelling system.

CAMx requires gridded meteorological data for the required meteorological parameters. The data are required on an hourly basis and, as such, the most preferred way to generate this information is via a meteorological model. The Weather Research and Forecasting Model (ARW core) was used to generate meteorological data for input into CAMx.

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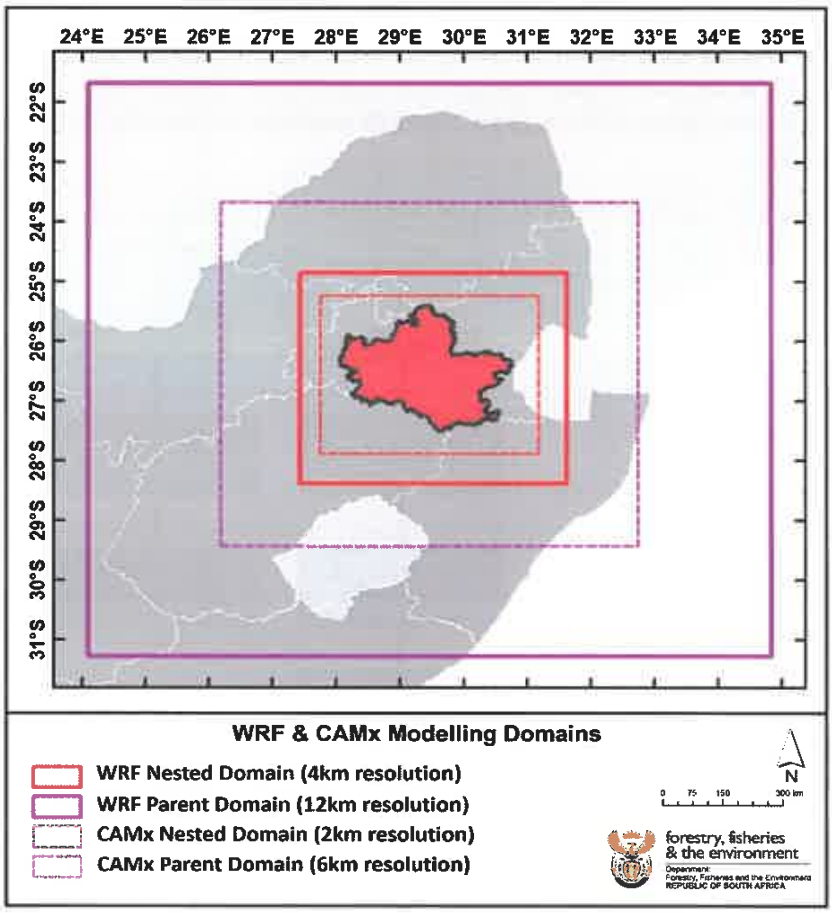


Figure 4-7: Weather Research and Forecasting (WRF) Parent Domain (12km), Weather Research and Forecasting Nested (WRF) Domain (4km), CAMx Parent Domain (6km), CAMx Nested Domain (2km).

Concentration maps of pollutants have been prepared using the time-averaging applicable to each pollutant according to the NAAQS. A summary of the main finding for each pollutant is detailed below.

3.3.1 Particulate Matter (PM_{10} and $PM_{2.5}$):

- For PM, both the simulated PM_{10} and $PM_{2.5}$ concentrations tend to have similar characters in the spatial distribution of exceedances.
- For annual NAAQS, the same areas are also predicted to be impacted though the spatial extent is reduced for PM_{10}, while it has become even more extended for $PM_{2.5}$ exceedances (Figures 5-4 and 5-6).
- In terms of 24-hour exceedances, the central HPA region in areas such as Secunda and west of Ermelo, as well as the north (eMalahleni) to north-west regions, the concentrations for PM_{10} and $PM_{2.5}$ are exceeding the permissible number of exceedances, with a large portion of Gauteng (including the VTAPA region) predicted to be impacted by both pollutants (see Figures 5-5 and 5-7).

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3.3.2 Sulphur Dioxide (SO_2):

- It is noted that annual SO_2 NAAQS (19 ppb) is exceeded primarily over the west (Sasolburg area, part of the VTAPA) with Secunda, eMalahleni, Witbank and Ekurhuleni also illustrating pronounced areas of exceedance (Figure 5-1).
- A hotspot to the north of Secunda seems to stand out from the other spots within the HPA and occurs for all average periods, with daily impact having the largest spatial extent bulging northward towards the HPA boundaries (see Figure 5-1).
- Other HPA bounded hotspots, such as areas around Amersfoort, eMalahleni and Ekurhuleni, become more significant with regard to the 24-hour Frequency of Exceedance as they become more spatially extended (Figure 5-3).
- Various other hotspots are also predicted at the edges of the modelling domain over the west (Sasolburg area, part of the VTAPA) and the north-western region, which are outside the HPA region.

3.3.3 Nitrogen Dioxide (NO_2):

- For annual NAAQS of NO_2 (21 ppb), limited number of areas were simulated to be impacted by the exceedances of the annual standard, including Secunda and in the north-western part of the HPA where a few numbers of hotspots were predicted in areas around Gauteng, as indicated by the red spots (Figure 5-8 and Figure 5-9).

3.3.4 Ozone (O_3)

- The simulated annual O_3 concentrations over the modelling domain indicate a generally lower O_3 concentration towards the centre of the HPA region, with distinct elevated concentrations towards the outer border of the modelling domain (Figure 5-10).

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4 SECOND-GENERATION HPA AQMP: EMISSION REDUCTION ASSESSMENT

Feasible strategies were identified to create emission reduction plans aimed at addressing the seven significant emission sectors that contribute to the current air quality challenges in the HPA. These complexes encompass various sectors:

i. Industry and Energy Generation;
ii. Mining and Windblown Dust;
iii. On Road Vehicles;
iv. Residential Fuel Burning;
v. Residential Waste Burning;
vi. Biomass Burning;
vii. Agricultural Emissions.

To ensure effectiveness, it was necessary to examine potential future stages of emission reductions and explore consistent combinations for reduction. The formulated emission reduction strategies were then subjected to modelling in order to evaluate their impact on achieving compliance with ambient air quality standards in the HPA. Stakeholders were tasked with collaboratively developing, refining, and characterizing a practical set of emission reduction strategies that encompassed a diverse array of potential scenarios. Drawing upon the collective input from stakeholders, the department subsequently presents a concise summary of modifications and a focused set of actionable tasks.

Guided by this collaborative effort, the recommended measures for emission reduction were outlined. This process aimed to ensure a comprehensive approach to improving air quality and minimizing the impact of the identified problem complexes in the HPA.

4.1 Emission Reduction Targets

The objective of reducing atmospheric emissions in the HPA is to achieve the overall compliance with National Ambient Air Quality Standards by 2030:

Objective	Year achieved
To achieve compliance with National Ambient Air Quality Standards	2030

During a two-day workshop involving HPA stakeholders, diverse methods and justifications were employed to analyse the emission source categories under examination. Table 5-1 provides a summary of the emission reduction goals, encompassing a set of modifications to the emission source categories. Within this context, distinct emission reduction targets were explored. Notably, the 2030 Target represents the designated moment when all emission source categories should successfully attain the predetermined emission reduction levels.

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Table 5-1: Emission reduction targets for the HPA

Sector	2030
Industry and Energy Generation	40% Reduction on the baseline
Residential Waste Burning	100% Reduction on the baseline
On-road Vehicle	30% Reduction on the baseline
Residential Fuel Burning	30% Reduction on the baseline
Biomass Burning	30% Reduction on the baseline
Agriculture	20% Reduction on the baseline
Windblown Dust	40% Reduction on the baseline

4.2 Emission Reduction Modelling

Emission reduction modelling was undertaken for the seven previously mentioned source categories, employing the CAMx model. The foundational emission inventory for this modelling was based on the 2019 HPA emission inventory. This served as the baseline against which emission reduction targets were evaluated using the CAMx model. The following detailed reductions were applied and modelled:

4.2.1 Industry and Energy Generation

By 2030 all industrial and energy generation sources will have reduced their emissions by 40% compared to the baseline of 2019. Table 5-2 details emissions for the 2030 emission reduction targets.

Table 5.2: Emission (kt/a) for each emission reduction target in the nest domain for industrial emissions

Emission Target	PM_{10}	$PM_{2.5}$	SO_2	NO_x	CO	VOC	NH_3
Baseline	168.8	83.7	1541.2	929.5	912.8	281.6	1.0
2030 (i.e., 40% Reduction on the baseline)	101.3	50.2	924.7	557.7	547.7	168.9	0.6

4.2.2 Mining and Windblown Dust

The first-generation HPA AQMP (2012), conducted a dust-related emissions inventory study based on a characterization of open dust sources over a defined time span. The investigation, completed in accordance with US-EPA AP42 requirements, discovered that dust created by mine haul roads accounted for 93.3% of total emissions from the mine, with topsoil handling accounting for the next biggest source. In contrast, the dust-related emissions listed in the second-generation HPA AQMP focused on emissions from exposed topsoil and mine reclamation processes, which include mine dumps, rather than haulage highways. As a result, emission reduction objectives and efforts are now aligned with exposed topsoil, mine reclamation processes, and mine wastes.

Given this, the erosion losses from grassed slopes measured by Blight (1989) were found to be in the order of 100 t/ha/year compared to uncontrolled slopes from which losses of up to 500 t/ha/year were recorded (DFFE, 2020). This relates to an 80% control efficiency due to effective vegetation cover. According to the Australian National Pollutant Inventory (NPI, 2012), the control efficiency of vegetation is 40% for non-sustaining vegetation and 90% for re-vegetation. For the purpose of emission reduction modelling, a control efficiency of 40% to be achieved by

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2030 was applied to all tailings storage facilities (TSFs) within the HPA. Table 5-3 details PM10 emissions for the 2030 emission reduction targets.

Table 5-3: Emission (kt/a) for each emission reduction target in the nest domain for windblown particulates emissions

Emission Target	PM_{10}	$PM_{2.5}$	SO_2	NO_X	CO	VOC	NH_3
Baseline	118.9	32.7	-	-	-	-	-
2030 (i.e., 40% Reduction on the baseline)	71.3	19.6	-	-	-	-	-

4.2.3 On Road Vehicles

This modification in the emission sector only applies to the 2030 emission reduction objective. It was based on a variety of assumptions supported by the City of Joburg Vehicle Emissions Control Strategy and Action Plan (CoJ, 2021), as CoJ vehicle emissions account for a major amount of total HPA vehicle emissions. The strategy outlines specific emission reduction targets and interventions, such as activities to reduce annual vehicle mileage, passenger vehicles, and high emitter vehicles older than 15 years, all of which are expected to reduce vehicle emissions by more than 30%. Table 5-4 shows emissions for the 2030 emission reduction objective.

Table 5-4: Emission (kt/a) for each emission reduction target in the nest domain for mobile sources emissions

Emission Target	PM_{10}	$PM_{2.5}$	SO_2	NOx	CO	VOC	NH_3
Bassline		1.7	1.6	79.2	28.1	1.9	
2030 (i.e., 30% Reduction on the baseline)	-	1.2	1.1	55.4	19.7	1.3	-

4.2.4 Residential Fuel Burning

Residential fuel burning: As stated in the second-generation VTAPA AQMP (DFFE, 2020), electrification of informal settlement households would not necessarily result in a decrease in solid fuel use, while it should also be noted that residents of informal settlements are not the only users of fossil fuels as part of residential fuel burning. Furthermore, given the present economic and global climate, transitioning from coal to LPG is not a financially realistic alternative for many South Africans. As a result, the installation of ceilings/insulation mechanisms, as proposed by the Department of Human Settlements (DHS) report on the Evaluation of the Impact of Human Settlements Development Programmes on the Environment (2nd Ed) (DHS, 2017), would be a feasible intervention to mitigate the effects of climate change. Coupled with this intervention could be the implementation of low smoke stoves through the *Basa njengo Magogo* campaign piloted by the DM, which is essentially a top-down fire lighting method for mbawula stoves as short- to medium-term solution to address domestic fuel burning while insulation gathers momentum. In the conventional bottom-up fire ignition approach, the order of preparing a fire is paper, wood then coal, however with the Basa njengo Magogo method the order is reversed with a few pieces of coal placed on the top. The idea is that the fire burns from the top down, improving the combustion of the coal through increased oxygen flow created by an updraft through the fire, requiring less coal to reach cooking temperature and

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resulting in up to 50% less smoke emissions. Significant reductions in particulates (87%) and CO emissions have been noted, with little to no effect on CO_2 emissions (WSP, 2020). A 30% reduction derived from the emission reduction target analysis exercise is detailed in Table 5-5 below.

Table 5-5: Emission (kt/a) for each emission reduction target in the nest domain for residential fuel Burning emissions.

Emission Target	PM_{10}	$PM_{2.5}$	SO_2	NOx	CO	VOC	NH_3
Baseline	54.7	53.3	25.0	10.2	360.1	37.9	-
2030 (i.e., 30% Reduction on the baseline)	38.3	37.3	17.5	7.1	252.1	26.5	-

4.2.5 Residential Waste Burning

As a result of poor municipal solid waste collection rates, informal garbage burning was recognized as a significant cause of air pollution at a local level within the HPA, as described in the Stats SA Community at a Glance Reports (2016). Intervention measures to reduce this low-level emission source are consistent with the government's goal of collecting 100% of municipal solid trash by 2030. As a result, no emissions are projected for residential waste burning in 2030 (See Table 5-6), which is consistent with the DFFE's Chemicals and Waste Management Directorate initiatives, which aim to achieve complete residential waste collection by 2030.

Table 5-6: Emission (kt/a) for each emission reduction target in the nest domain for residential waste burning emissions.

Emission Target	PM_{10}	$PM_{2.5}$	SO_2	NOx	CO	VOC	NH_3
Baseline	2.2	2.1	0.3	0.7	9.7	-	-
2030 (i.e., 100% Reduction on the baseline)	0	0	0	0	0	-	-

4.2.6 Forest and Veld Fire – Biomass Burning

Although the second-generation HPA AQMP made use of NCAR's Fire INventory (FINN), which provides daily, high-resolution fire emissions data for atmospheric chemistry models, emissions from biomass burning are difficult to quantify due to the seasonal and irregular nature of this emissions source. Furthermore, unplanned fires are a natural component of many ecosystems' functioning and fire prevention strategies can be useful in preventing uncontrolled human-caused fires, as envisaged in the National Veld and Forest Fire Act, 1998 (Act No 101 of 1998) (WSP, 2020). Public awareness and outreach initiatives are a low-cost method of avoiding unintentional fires and teaching people about the hazards and consequences for air quality and human health. Community forums, television, radio, and other kinds of media are all possibilities. The following interventions are proposed for the HPA to implement:

- Seasonal restrictions on burning practices.
- Emission reduction techniques (e.g., stipulating the use of specific burning techniques such as 'backburning' for increased combustion efficiency, etc.).
- Meteorological scheduling to optimize the atmospheric dispersion potential (e.g., middle of the day).
- The role of the fire services in air pollution control needs to be identified in the Local Municipalities.

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- Each local Fire Department should maintain and update a database of the locations of veld fires and the extent of the areas burnt. This will assist with the quantification of biomass burning emissions.
- Public awareness among farm owners should be raised about the dangers associated with uncontrolled fires and the implications for air quality and human health.

The reduction derived from the emission reduction development analysis exercise for biomass burning emissions is detailed in Table 5-7.

Table 5-7: Emission (kt/a) for each emission reduction target in the nest domain for biomass burning emissions.

Emission Target	PM_{10}	$PM_{2.5}$	SO_2	NOx	CO	VOC	NH_3
Baseline	48.8	44.7	4.8	5.7	402.3	-	5.4
2030 (i.e., 30% Reduction on the baseline)	34.2	31.3	3.4	4	281.6	-	3.8

4.2.7 Agricultural Emissions

Agriculture emits ammonia (NH_3) into the atmosphere as a result of the volatilization of livestock waste and inorganic mineral fertilizers. The following planned agricultural NH_3 emission reduction strategies in the HPA are aimed at lowering NH_3 volatilization:

- Solid manure composting prior to application to agricultural fields. The frequency of mechanical turning of composted manure must be kept to a minimum during the composting process. This has the advantage of minimizing NH_3 losses while also boosting compost quality since nitrogen is conserved.
- Appropriate application of manure and fertilizer. Manure or fertilizer applications should be done shortly before a light rain on a cool, overcast day, or in the early morning or evening, to avoid smothering the soil.

These techniques should be shared with farmers in the HPA to ensure that agricultural emission reduction targets are achieved.

Table 5-8: Emission (kt/a) for each emission reduction target in the nest domain for agricultural emissions.

Emission Target	PM_{10}	$PM_{2.5}$	SO_2	NOx	CO	VOC	NH_3
Baseline	-	-	-	-	-	-	39.6
2030 (i.e., 20% Reduction on the baseline)	-	-	-	-	-	-	31.7

4.3 Emission Reduction Simulations – 2030 Ambient Air Quality Levels

To gain an understanding around the relationship of ambient air quality in the HPA to the various emission reductions (brought about by interventions), photochemical modelling was used to translate the emission reduction targets to changes in ambient pollutants levels. The following maps illustrate the impact on ambient air quality

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resulting from the emission reduction targets. Pollutants shown are PM_{10}, $PM_{2.5}$, SO_2, NO_2, and O_3. For each pollutant, only the relevant averaging periods are shown (i.e., only averaging periods for which there is a NAAQS).

For each averaging period, the first map shows the baseline concentrations, whereas the second map illustrates the 2030 Emission Reduction Target simulation that is seen as a cumulative result, and thus the percentage decrease from baseline to the 2030 Target shows the total reduction.

4.3.1 SO_2 Emission Reduction Simulation

For SO_2 concentrations (Figure 5-1), it is noted that the annual baseline SO_2 NAAQS (19 ppb, indicated by the red isopleths) is exceeded primary towards the west (Sasolburg area, part of the VTAPA) with Secunda, Kriel, eMalahleni, Middelburg and Ekurhuleni also illustrating areas of exceedances. Exceedances were also simulated around Tutuka and towards the south of Amersfoort. In terms of the 2030 Target, the spatial extent of the areas of exceedance is smaller with more localized exceedance hotspots that persist in the west of the HPA as well as the central HPA (Secunda).

The frequency of exceedances (1-hour and 24-hour) indicated in Figures 5-2 and 5-3 are also more to the west and central part of the HPA in the baseline which shrinks considerably in the 2030 Target with the Sasolburg and Kriel being the only areas with clearly persistent frequency of exceedance in the 2030 emission reduction target.

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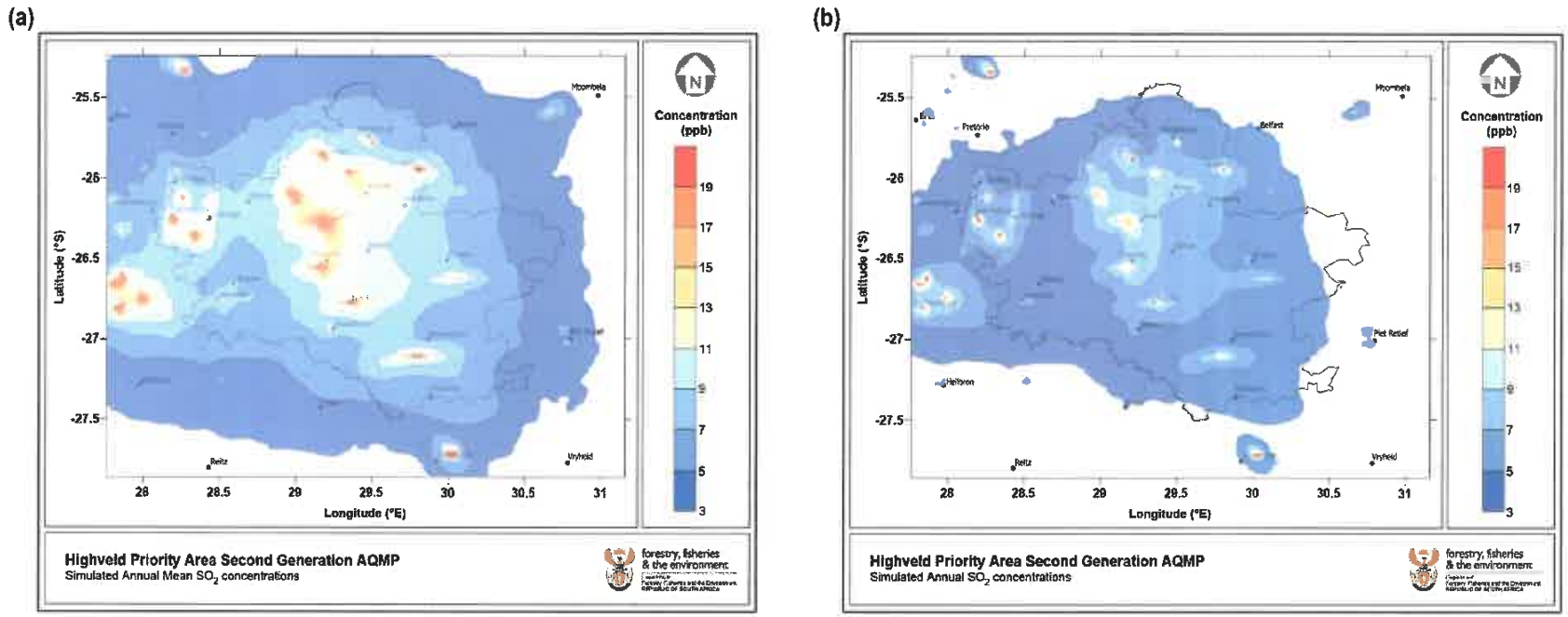


Figure 5-1: Concentration maps indicating annual simulated SO_2 concentrations for the (a) baseline and (b) 2030 Emission Reduction Target.

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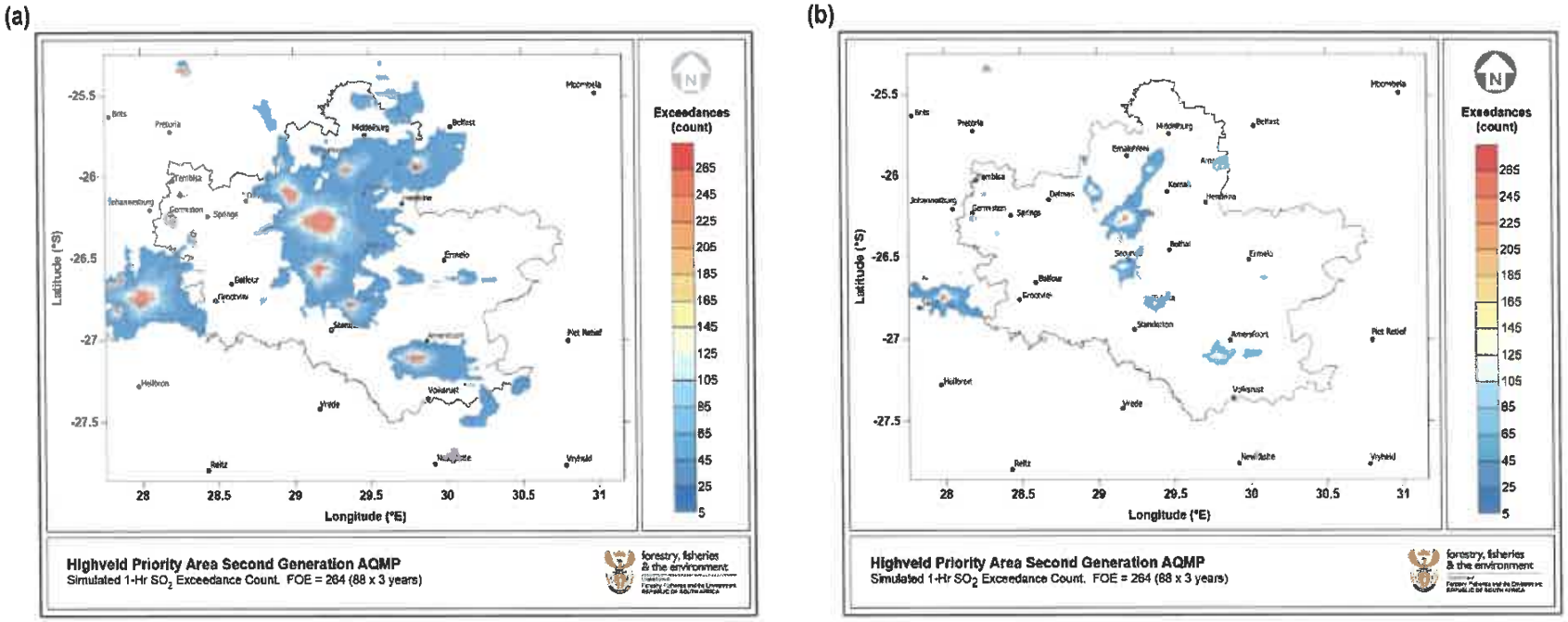


Figure 5-2: Concentration maps indicating 1-hour simulated SO_2 concentration exceedance counts for the (a) baseline and (b) 2030 Emission Reduction Target.

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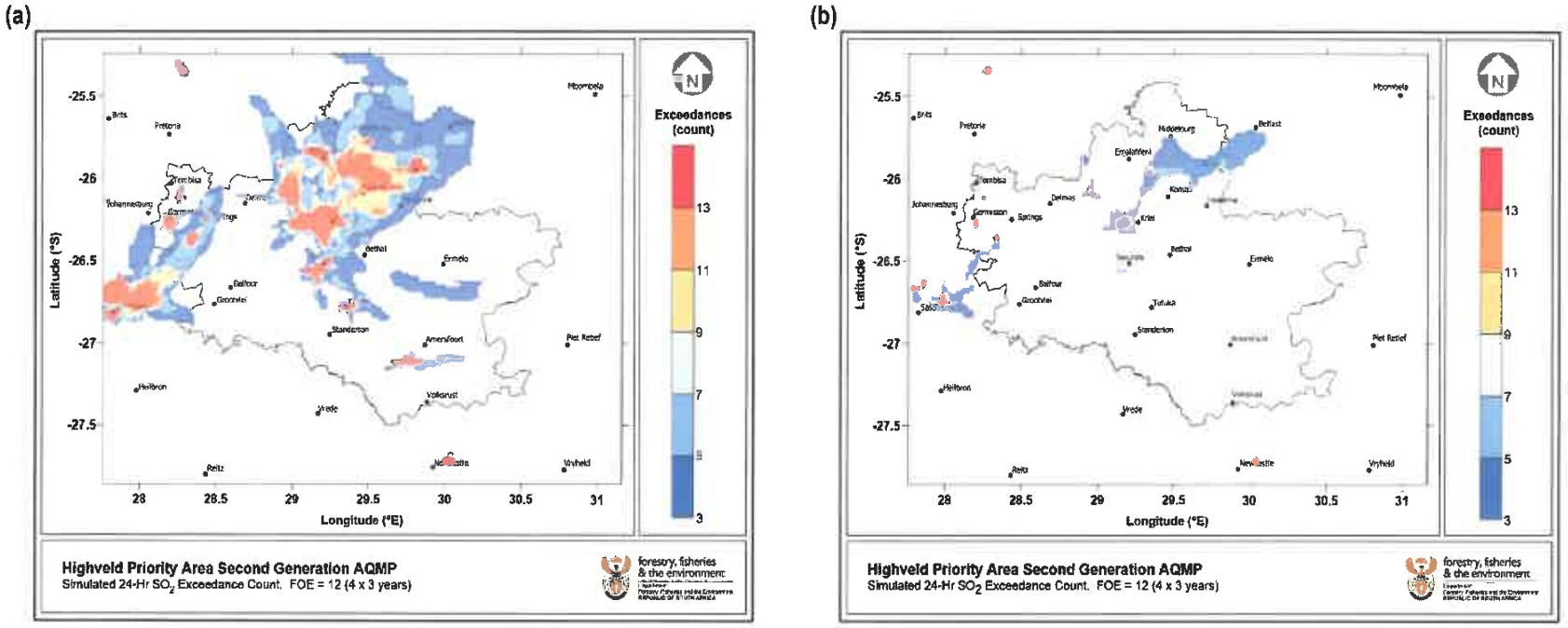


Figure 5-3: Concentration maps indicating 24-hour simulated SO_2 concentration exceedance counts for the (a) baseline and (b) 2030 Emission Reduction Target.

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4.3.2 PM_{10} Emission Reduction Simulation

For the baseline (Figure 5-4), high PM_{10} concentrations (NAAQS is 40µg/m^3, indicated by the red isopleths) are simulated over the central and western region of the HPA (Secunda, Tutuka, Kriel and majority of Ekurhuleni, Johannesburg, Vereeniging, and Tshwane). There are also smaller regions around eMalahleni, Middelburg and Ermelo. While these regions are reduced considerably in the 2030 emission reduction target for the annual mean. The same can be said for the frequency of exceedance in the baseline and 2030 emission reduction target (Figure 5-5) where the frequency of exceedances are still persistent in the 2030 emission reduction target albeit the spatial extent is noticeably smaller.

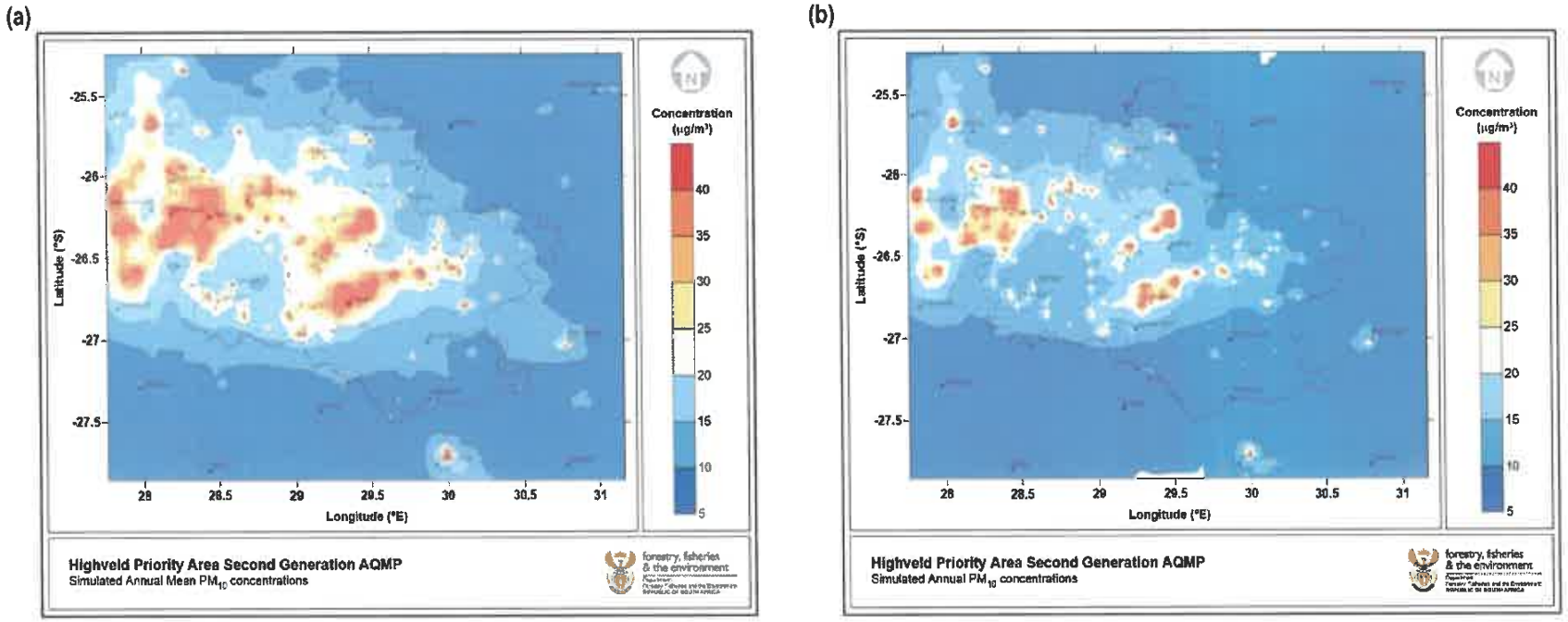


Figure 5-4: Concentration maps indicating annual simulated PM_{10} concentrations for the (a) baseline and (b) 2030 Emission Reduction Target.

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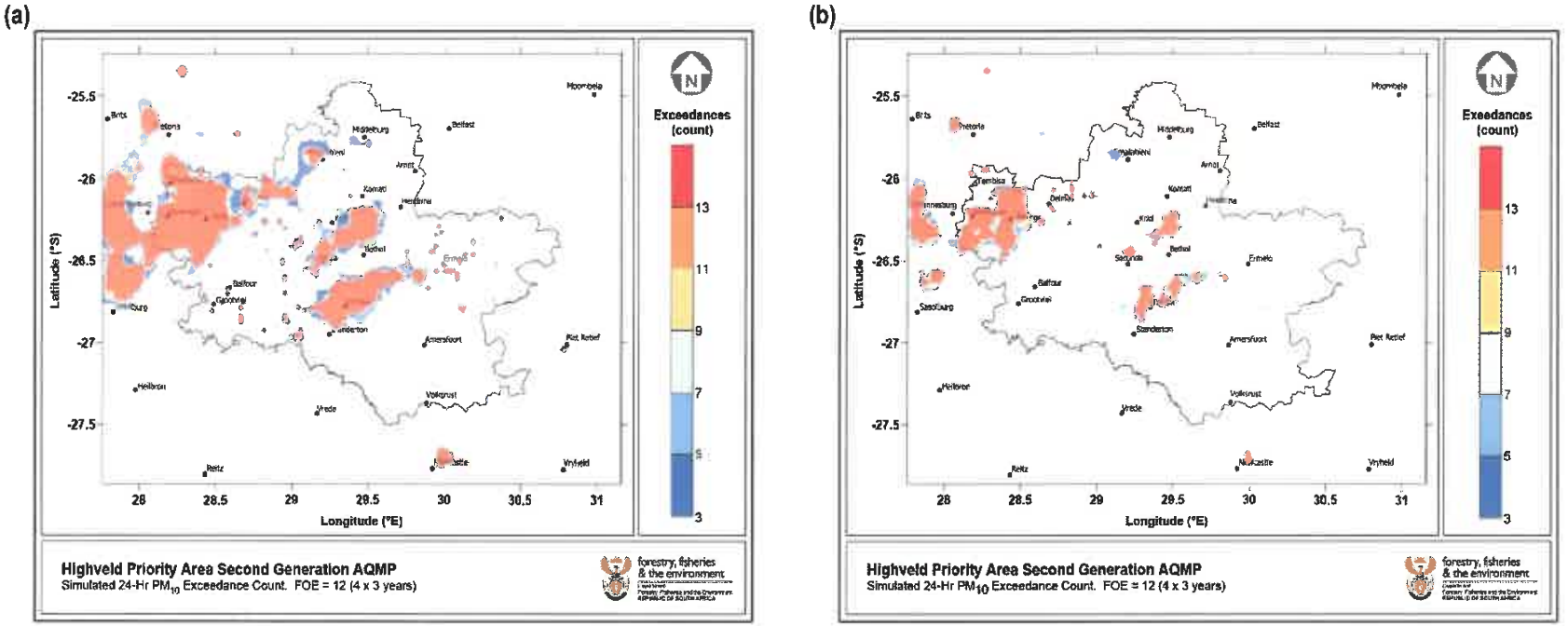


Figure 5-5: Concentration maps indicating 24-hour simulated PM_{10} concentration exceedance counts for the (a) baseline and (b) 2030 Emission Reduction Target.

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4.3.3 $PM_{2.5}$ Emission Reduction Simulation

Both the simulated annual mean PM_{10} and $PM_{2.5}$ (Figures 5-4 and 5-6) concentrations tend to have a similar character in the spatial distribution. High $PM_{2.5}$ concentrations (NAAQS is 20µg/m³, indicated by the red isopleths) are simulated over the central and western region of the HPA (Secunda, Tutuka, Kriel and majority of Ekurhuleni, Johannesburg, Vereeniging, and Tshwane). There are also smaller regions around eMalahleni, Middelburg and Ermelo. Once again, the regions of exceedances are reduced considerably in the 2030 emission reduction target for the annual mean (Figure 5-7). The same can be concluded for the frequency of exceedance in the baseline and 2030 emission reduction target where the frequency of exceedances are still persistent in the 2030 emission reduction target albeit the spatial extent is noticeably smaller. However, there are still areas where the frequency of exceedance is above the permissible limit which are centralised to the west of the HPA in the Ekurhuleni and Johannesburg regions.

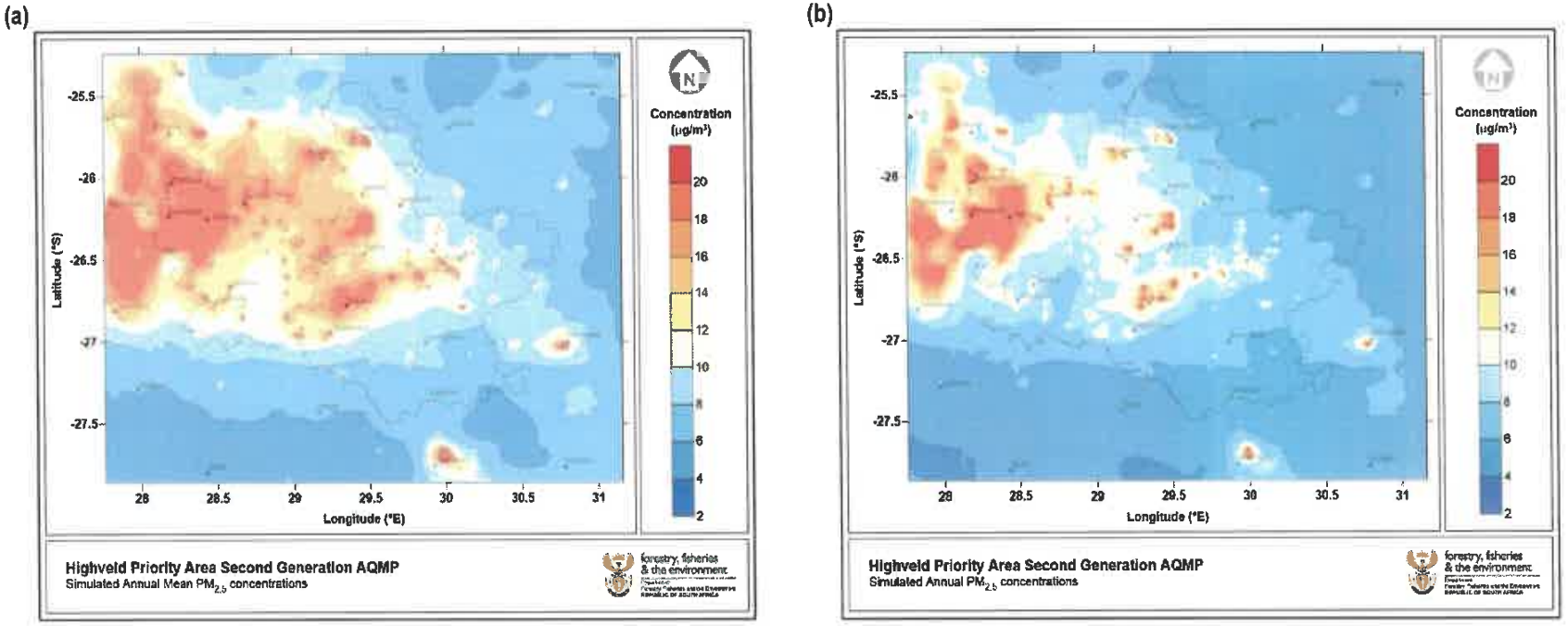


Figure 5-6: Concentration maps indicating annual simulated $PM_{2.5}$ concentrations for the (a) baseline and (b) 2030 Emission Reduction Target.

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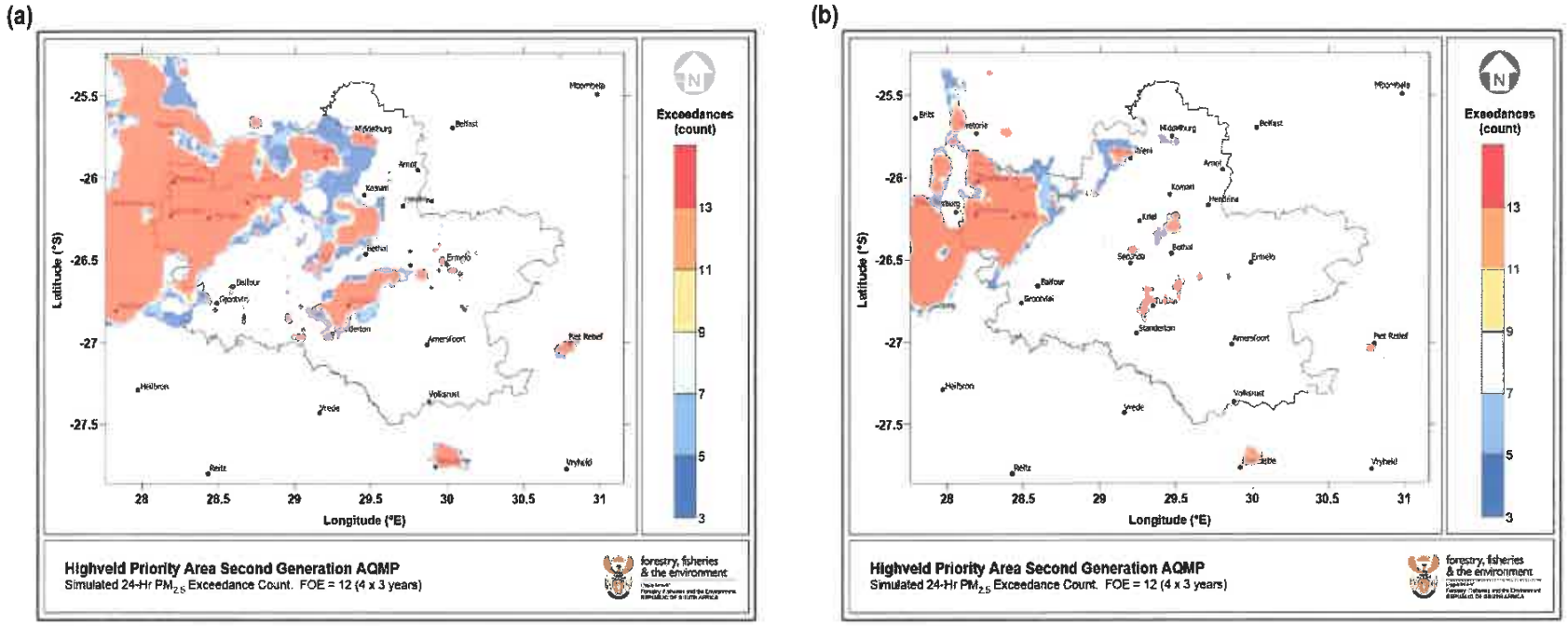


Figure 5-7: Concentration maps indicating 24-hour simulated $PM_{2.5}$ concentration exceedance counts for the (a) baseline and (b) 2030 Emission Reduction Target.

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4.3.4 NO_2 Emission Reduction Simulation

The NAAQS of NO_2 (21 ppb, indicated by the red isopleths) highlights the areas above the NAAQS. These regions include Secunda, Sasolburg. NO_2 images also highlight that most of the HPA are complying with the annual NO_2 NAAQS which is particularly true for the 2030 emission reduction target (Figure 5-8). The permissible number of exceedances is 264, and the red isopleth indicates regions exceeding this permissible number of exceedances.

Simulated 1-hour results as illustrated indicate no regions in the HPA exceeding the permissible number of exceedances for both the baseline and 2030 emission reduction targets (Figure 5-9).

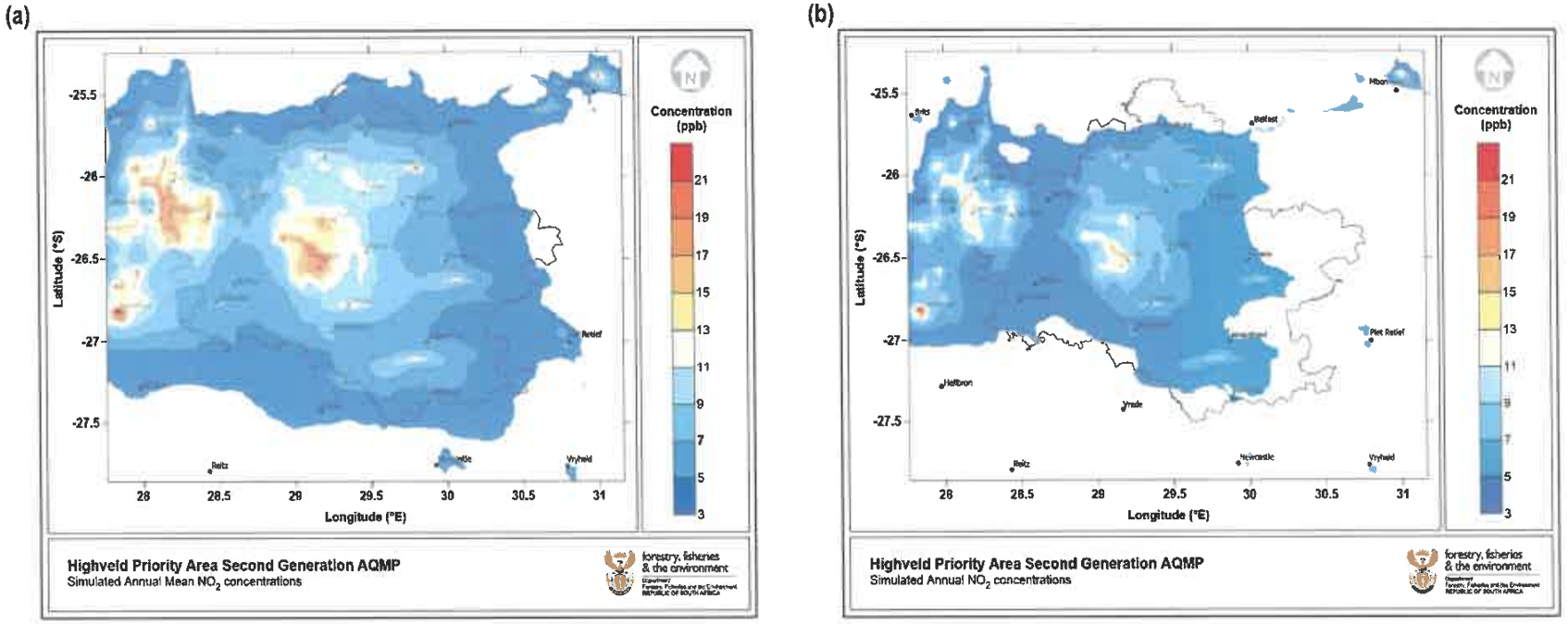


Figure 5-8: Concentration maps indicating annual simulated NO_2 concentrations for the (a) baseline and (b) 2030 Emission Reduction Target.

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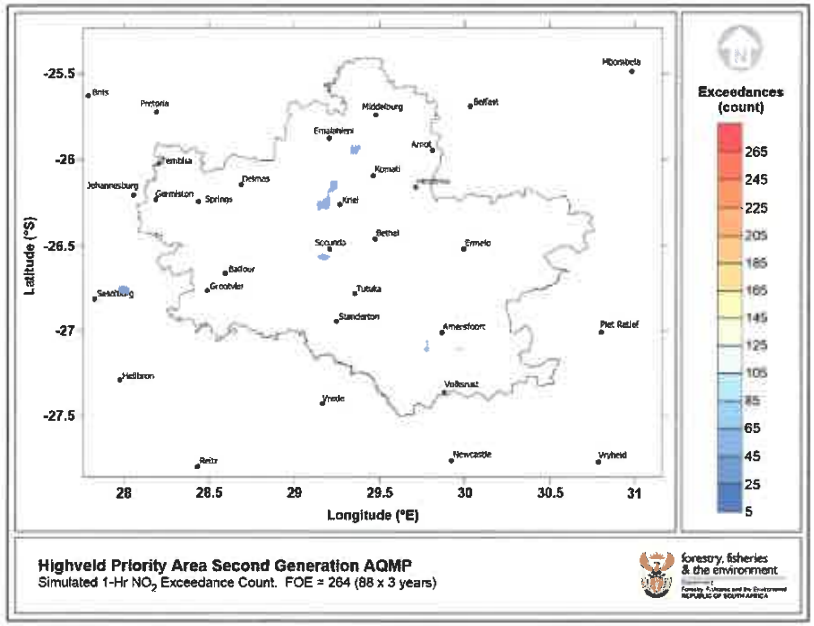


Figure 5-9: Concentration map indicating 1-hour simulated baseline NO_2 concentration exceedance counts.

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4.3.5 O_3 Emission Reduction Simulation

The simulated annual O_3 concentrations (Figure 5-10) over the modelling domain indicate a generally lower O_3 concentration towards the centre of the HPA region, with distinct elevated concentrations towards the outer border of the modelling domain for the baseline. The 2030 emission reduction target illustrates a similar profile with a slightly smaller spatial extent. It should be noted that the O_3 simulations are applicable for the current modelling domain, as well as the boundary conditions utilised. If the modelling domain is increased and the boundary conditions are updated, the simulated ambient O_3 could be adjusted. In terms of the permissible frequency of exceedance (Figure 5-11), the spatial extent remains similar.

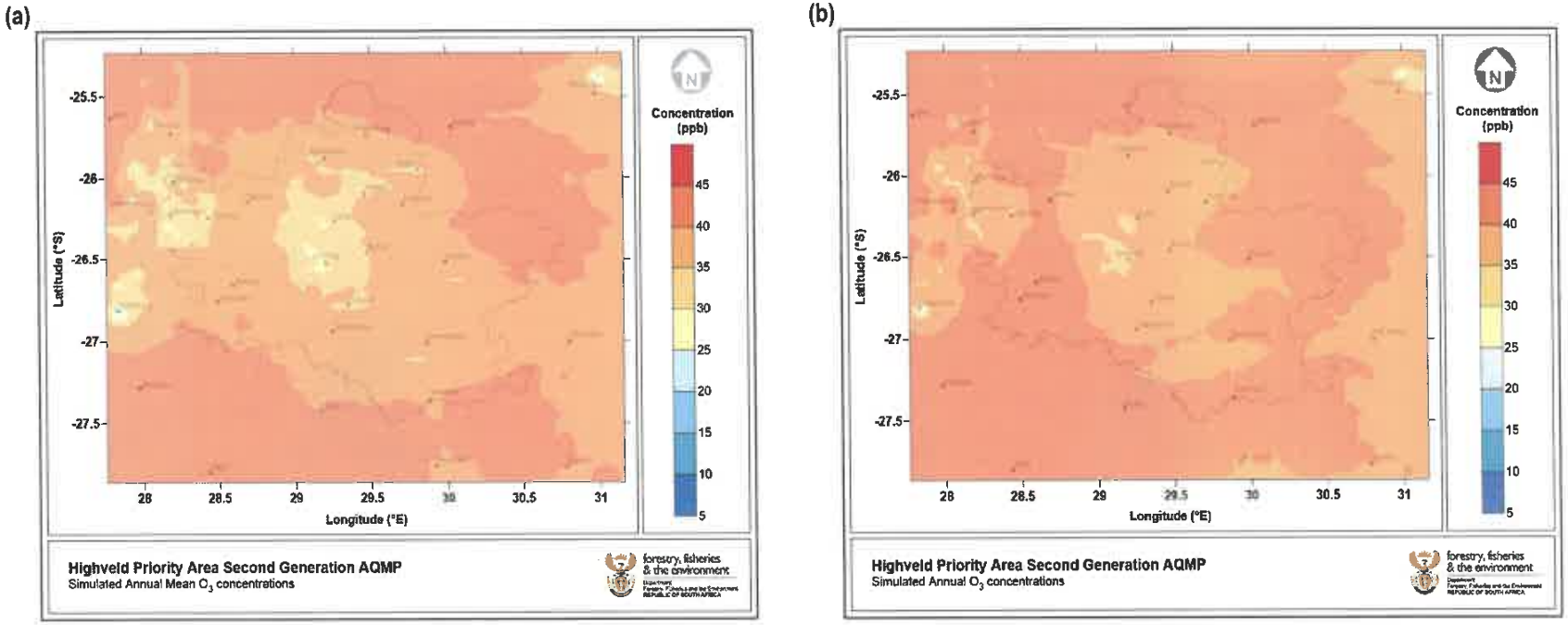


Figure 5-10: Concentration maps showing annual simulated O_3 concentrations for the (a) baseline and (b) 2030 Emission Reduction Target.

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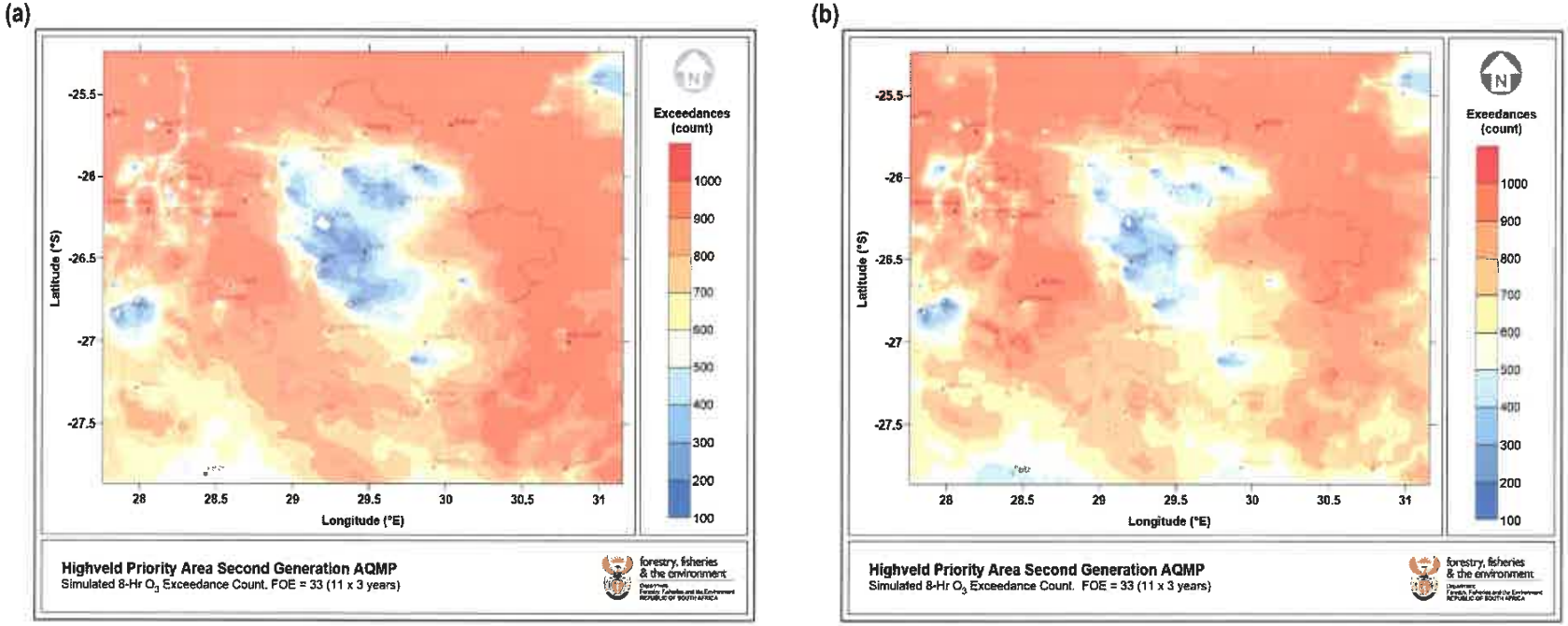


Figure 5-11: Concentration maps indicating 8-hour simulated O_3 concentration exceedance counts for the (a) baseline and (b) 2030 Emission Reduction Target.

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5 SECOND-GENERATION HPA AQMP: EMISSION REDUCTION PLAN

The main objective of the air quality management program in the Highveld Priority Area is to establish emission reduction strategies to attain and sustain compliance with national ambient air quality standards. This is pursued in alignment with the Constitutional principle of progressively realizing improvements in air quality. The AQMP serves as a comprehensive framework for the implementing spheres of governments, departments and industries within the HPA.

Setting the right goals and paving the way to achieving them is critical for realising effective air quality management in the HPA. A combination of the Objectives and Key Results (OKR) and goal setting techniques was utilized. The Goal Setting and Objectives and Key Results (OKRs) model can be applied to the emission reduction targets in the HPA to provide a structured framework for goal setting, tracking progress, and achieving desired outcomes.

Goal Setting: The first step was to define clear and measurable goals for emission reduction in the HPA. These goals should be specific, time-bound, and aligned with the overall objective of reducing emissions. For example, the goal is to achieve a 40% reduction in emissions from the industry and energy generation sectors by 2030.

For Objectives: Objectives are specific, actionable outcomes that contribute to the overall goal. Each objective should be ambitious yet achievable and should align with the emission reduction targets set for different sectors in the HPA. For instance, objectives include achieving industry compliance with the 2020 MES, reducing windblown particulates by 40%, and reducing emissions from mobile sources by 30%.

For Key Results: Key Results are measurable milestones or metrics that indicate progress towards the objectives. They provide a way to track and evaluate the effectiveness of the strategies and initiatives implemented. Key results should be quantifiable, time-bound, and specific. For example, key results could include the percentage of industries complying with the 2030 emission reduction target, the percentage reduction in windblown particulates, or the reduction in emissions from mobile sources in tonnes.

By applying the Goal Setting and OKRs model, the emission reduction targets for the HPA can be transformed into actionable objectives and key results. This provides a structured approach to goal setting, tracking progress, and fostering a culture of accountability and continuous improvement towards achieving the desired emission reduction outcomes.

A brief overview of the PESTEL framework was conducted. In addition to formulating objectives and highlighting pivotal accomplishments in realizing the goals of the emission reduction plan, it's crucial to account for external influences that could significantly affect the plan's execution. These external influences encompass political, economic, social, technological, environmental, and legal (PESTEL) factors. Although not exhaustive, the PESTEL framework was employed as a crucial tool to recognise and assess external elements that may exert an influence on the effectiveness of the emission reduction plan in the HPA. These external factors include but are not limited to:

Collaboration and Stakeholder Engagement: For emission reduction measures to be successful, collaboration and stakeholder engagement with a variety of stakeholders is essential. The strategy encourages inclusivity and makes sure that all viewpoints and areas of expertise are taken into account by the multi-stakeholder, implementation task team and the committee. Participants in regular meetings and workshops are encouraged to communicate, share knowledge, and work together to develop and implement practical solutions.

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Policy and Regulatory Framework: To promote emission reduction, strong policies and Regulations were established. The strategy places a strong emphasis on the implementation of the requirements of the Priority Area Regulations.

Education and Awareness: Raising public awareness about the impacts of air pollution and the benefits of emission reduction is a key component of the strategy. Public awareness campaigns and educational programs target different audiences, including students, community members, and industry professionals. By disseminating information about emission reduction initiatives and success stories, the strategy aims to foster behaviour change and promote a culture of sustainability.

Political buy-in: Political buy-in will be crucial in the implementation because it involves getting the support and commitment of key stakeholders, such as managers, employees, customers, and suppliers. Without their buy-in, it will be difficult to execut successful implementation. Political buy-in can help to ensure that all parties are aligned with the same goals and objectives, leading to better communication, collaboration, and cooperation. It can also help to overcome resistance to change and foster a sense of ownership among stakeholders. Ultimately, political buy-in is important because it can mean the difference between the success or failure of implementation.

The tables in the sections below provide sectors specific emission reduction plans which are based on the following conditions:

- Objectives
- Key results
- Levels of responsibility

The above-mentioned conditions will assist in both the implementation and performance tracking of each emission reduction plan. It's important to acknowledge that the Minister of Forestry, Fisheries, and the Environment intends to establish Regulations for the Implementation and Enforcement of Priority Area Air Quality Management Plans, as outlined in section 20 read in conjunction with section 53(a), (o), and (p) of the National Environmental Management: Air Quality Act, 2004 (Act No. 39 of 2004). These Regulations are applicable to stakeholders who bear responsibilities as designated in this priority area air quality management plan. These stakeholders encompass:

(a) Any person conducting a listed activity;
(b) any person operating a controlled emitter;
(c) any holder of a right or permit related to a prospecting operation, exploration operation, mining operation, or production operation as defined in section 1 of the Mineral and Petroleum Resources Development Act, 2002 (Act No. 28 of 2002);
(d) any person conducting reclamation; and
(e) any department of state or administration in the national, provincial, or local sphere of government.

The emission reduction plan is coordinated with the application of these Regulations as they pertain to the assignment of responsibilities. The stakeholders identified in the AQMP will be obligated to formulate and submit an emission reduction and management plan. This emission reduction and management plan aims to minimize, prevent, and manage emissions, contributing to the achievement of emission reduction targets stipulated in the priority area air quality management plans.

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5.1 Industries and Energy Generation

The proposed strategies to reduce industrial emissions in the HPA were developed in line with the 2020 Minimum Emission Standards (MES). The strategies that have been proposed to reduce industrial emissions in the HPA are detailed in Table 6-1 below.

Target 1: Reduce emissions from industrial sources (from the 2019 baseline) by 40% in 2030.

Table 6-1: Emission Reduction Activities for Industrial Emissions

Objectives	Key Activities/Opportunities	Responsibility
Reduce emissions from industries	Compliance with the minimum emission standards and other atmospheric emission licence conditions	Identified stakeholders in regulation 3(2)(a) and 3(2)(e).
	Assessment of compliance monitoring reports	Identified stakeholders in regulation 3(2)(e): DFFE, Provinces, Metros, Districts and Local municipalities
	Development and Implementation of emission reduction plans	Identified stakeholders in regulation 3(2)(a) and 3(2)(b).
	Monitor and enforce compliance	Identified stakeholders in regulation 3(2)(e): DFFE, Provinces, Metros, Districts and Local municipalities
	Identify opportunities and incentive schemes to support industries to implement air quality improvement initiatives.	Identified stakeholders in regulation 3(2)(e): DTIC, DFFE, Provinces, Metros, Districts and Local municipalities
	Establish incentive schemes for energy efficiency improvements and fuel switching that directly reduce air emissions.	Identified stakeholders in regulation 3(2)(e): DTIC, DFFE, Provinces, Metros, Districts and Local municipalities

Notes: DTIC – Department of Trade, Industry and Competition, DFFE – Department of Forestry, Fisheries and the Environment

5.2 Domestic Waste Burning

The proposed strategies to reduce residential waste burning emissions in the HPA were adapted from the National Waste Management Strategy (NWMS) 2020 and the Industry Waste Tyre Management Plan 2024 (IndWTMP), which provides government policy and strategic interventions for the waste sector. The NWMS is supported by three strategic pillars which are Waste Minimisation, Effective and Sustainable Waste Services, and Compliance, Enforcement and Awareness. The IndWTMP provides the requirements for the implementation of effective and efficient waste tyre management in South Africa. The IndWTMP seeks to establish a waste tyre processing sector in South Africa which will reduce the negative environmental impacts of waste tyres and support enterprise development and job creation in a circular economy. The strategies that have been proposed to tackle the challenge of domestic waste burning are detailed in Table 6-2.

Target 2: Eliminate all emissions from domestic waste burning (from the 2019 baseline) by 2030.

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Table 6-2: Emission Reduction Plan for Domestic Waste Burning Emissions

Objectives	Key Activities/Opportunities	Responsibility
Reduce domestic waste burning emissions	Development and review of Integrated Waste Management Plans (IWMP)	Identified stakeholders in regulation 3(2)(e): Provinces, Metros, Districts and Local municipalities
	Implementation of updated Integrated Waste Management Plans (IWMP)	Identified stakeholders in regulation 3(2)(e): Provinces, Metros, Districts and Local municipalities
	Development and Implementation of emission reduction plans	Identified stakeholders in regulation 3(2)(e): Provinces, Metros, Districts and Local municipalities
	Improve public awareness on waste minimization, reuse, recycling and about the health impacts of waste.	Identified stakeholders in regulation 3(2)(e): Provinces, Metros, Districts and Local municipalities
	Initiation of projects/programmes for Waste diversion	Identified stakeholders in regulation 3(2)(e): Metros, Districts and Local municipalities

5.3 On Road Vehicle Emission Sources

Continual growth in the transport sector is likely to have an increasing impact on air quality which will in turn lead to significant negative human health impacts through the increased risk of respiratory diseases, heart disease and lung cancer. The proposed strategies to reduce transport emissions in the HPA were adapted from the Green Transport Strategy for South Africa (2018-2050) and the 2014 South Africa's Greenhouse Gas (GHG) Mitigation Potential Analysis. The strategies that have been proposed to reduce vehicle emissions in the HPA are detailed in Table 6-3 below.

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Target 3: Reduce emissions from on-road vehicles (from the 2019 baseline) by 30% in 2030.

Table 6-3: Emission Reduction Plan for Vehicle Emissions

Objectives	Key Activities/Opportunities	Responsibility
Reduce emissions from vehicles	Conduct awareness campaigns and provide support on measures to reduce transport emissions (e.g., use of public transport, lift clubbing etc.).	Identified stakeholders in regulation 3(2)(e): DOT, DFFE, Provinces, Metros, Districts and Local municipalities.
	Implementation of the Clean Fuel II fuel specifications.	Identified stakeholders in regulation 3(2)(e): DMRE
	Introduction to vehicle fleets with cleaner fuels	Identified stakeholders in regulation 3(2)(a), 3(2)(b) and 3(2)(e): Industry, DFFE, Provinces, Metros, Districts and Local municipalities
	Development and Implementation of emission reduction plans	Identified stakeholders in regulation 3(2)(e): Metros, Districts and Local municipalities

Notes: DOT – Department of Transport, DMRE – Department of Mineral Resources

5.4 Domestic Fuel Burning

Domestic fuel burning in South Africa is an air polluting activity that can expose communities to respiratory diseases. The intensity of this activity is highest amongst low-income/poor communities. The key drivers of this activity include the lack of financial resources to afford cleaner fuel options and the need for space heating due to poor housing insulation. The strategies that have been proposed to tackle the challenge of domestic fuel burning in low-income settlements are detailed in Table 6-4 below.

Target 4: Reduce domestic fuel burning emissions from the 2019 baseline by 30% by 2030.

Table 6-4: Emission Reduction Activities Towards Reducing Domestic Fuel Burning Emissions

Objectives	Key Activities/Opportunities	Responsibility
Reduce domestic fuel burning emissions	Conduct public awareness on air pollution	Identified stakeholders in regulation 3(2)(e): Local municipalities, DOH
	Conduct public awareness on indoor air pollution	Identified stakeholders in regulation 3(2)(e): DOH
	Solar Water Heating (SWHs) installed in beneficiary households in participating municipalities	Identified stakeholders in regulation 3(2)(e): DMRE
	Households electrified with grid.	Identified stakeholders in regulation 3(2)(e): DMRE
	Develop and implement emission reduction and management plan	Identified stakeholders in regulation 3(2)(e): DHS and DMRE

Notes: DHS – Department of Human Settlements, DOH – Department of Health

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5.5 Biomass Burning

The proposed strategies to reduce biomass burning emissions in the HPA were adapted from the National Veld and Forest Fire Act 1998 (Act No. 101 of 1998) which seeks to promote sustainable forest management, reduce food security threats, and prevent or minimise harm to the environment. The strategies that have been proposed to reduce biomass burning emissions in the HPA are detailed in Table 6-5.

Target 5: Reduce biomass burning emissions from the 2019 baseline by 30% by 2030.

Table 6-5: Emission Reduction Plan for Biomass Burning

Objectives	Key Activities/Opportunities	Responsibility
Reduce biomass burning emissions	Develop and finalize a national strategy for reducing emissions from deforestation and forest degradation (REDD+)	Identified stakeholders in regulation 3(2)(e): DFFE
	Establish partnerships with Fire Protection Associations that enforce the National Veld and Forest Fire Act 1998 (Act No. 101 of 1998.	Identified stakeholders in regulation 3(2)(e): Municipal Fire departments, traditional leaders/local government
	Develop and implement emission reduction and management plan	Identified stakeholders in regulation 3(2)(e): Metros, Districts and Locals (Where applicable)
	Conduct education and awareness campaigns in the communities on the impact and prevention of veld fires.	Identified stakeholders in regulation 3(2)(e): DFFE, Fire Protection Associations

5.6 Agriculture

The proposed strategies to reduce agricultural emissions in the HPA were adapted from the 2019 Actionable guidelines for the implementation of climate smart agriculture in South Africa which seeks to increase food production whilst reducing the risk of harm to the environment. The strategies that have been proposed to reduce agricultural emissions in the HPA are detailed in Table 6-6 below.

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Target 6: Reduce emissions from agricultural activities (from the 2019 baseline) by 20% in 2030.

Table 6-6: Emission Reduction Activities on Agricultural Emissions

Objectives	Key Activities/Opportunities	Responsibility
Management of the release of ammonia and particulate dust from agricultural activities.	Conduct awareness campaigns on the impact of ammonia on the environment and measures to reduce the use of inorganic fertilizers.	Identified stakeholders in regulation 3(2)(e): Provinces, Metro/District and Local Gov, farmers associations
	Develop and implement emission reduction and management plan.	Identified stakeholders in regulation 3(2)(e): DALRRD
	Application of crop residue management techniques e.g., incorporation of crop residue into the soil.	Farmers
	Establishment of firebreaks on farmlands.	Farmers

Notes: DALRRD – Department of Agriculture, Land Reform and Rural Development

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5.7 Windblown Dust

5.7.1 Residential Areas

Due to the prevailing dry conditions experienced in South Africa, windblown dust emissions are a significant nuisance problem to communities residing in urban and peri-urban areas. The strategies that have been proposed to reduce windblown dust emissions in the HPA are detailed in Table 6-7 below.

Target 7: Reduce windblown dust emissions from residential areas (from the 2019 baseline) by 40% in 2030.

Table 6-7: Emission Reduction Activities for Windblown Dust Emissions in Residential Areas

Objectives	Key Activities/Opportunities	Responsibility
Reduce windblown dust emissions in residential areas	Identify unpaved roads with high traffic activity and implement mitigation measures to minimise dust on these roads.	Identified stakeholders in regulation 3(2)(e): Local municipalities
	Plant vegetation near unpaved roads to serve as a dust barrier.	Identified stakeholders in regulation 3(2)(e): Local municipalities
	Create partnerships between municipalities and stakeholders on upgrading unpaved roads in low-income settlements.	Identified stakeholders in regulation 3(2)(a), 3(2)(b) and 3(2)(e): DOT, Industry, DFFE, Provinces, Metros, Districts and Local municipalities
	Plant trees outside the forest footprint	Identified stakeholders in regulation 3(2)(e): DFFE
	Increase the number of hectares approved for afforestation	Identified stakeholders in regulation 3(2)(e): DFFE

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5.7.2 Mining and Reclamation Sectors

Pollutants typically emitted from mining activities are particulates, with smaller quantities associated with vehicle exhaust emissions. The proposed strategies to reduce particulate emissions from mines in the HPA were adapted from the National Dust Control Regulations, 2013. The strategies that have been proposed to reduce mine emissions in the HPA are detailed in Table 6-8 below. Additionally, strategies specifically aimed at reducing emissions induced by mine reclamation processes within the HPA are outlined in Table 6-9.

Target 8: Reduce windblown dust emissions in mining areas (from the 2019 baseline) by 40% in 2030.

Table 6-8: Emission Reduction Plan for Mining Emissions

Objectives	Key Activities/Opportunities	Responsibility
Reduce emissions from mines	Effective implementation of National Dust Control Regulations	Identified stakeholders in regulation 3(2)(c)
	Development and Implementation of emission reduction plans and EMPs	Identified stakeholders in regulation 3(2)(c)
	Implementation of the rehabilitation strategy (derelict and ownerless mine sites)	Identified stakeholders in regulation 3(2)(e): DMRE, DFFE
	Monitor and enforce compliance in terms of MPRDA	Identified stakeholders in regulation 3(2)(e): DMRE

Table 6-9: Emission Reduction Plan for Mine Reclamation Emissions

Objectives	Key Activities/Opportunities	Responsibility
Reduce emissions from mining reclamation processes	Effective implementation of National Dust Control Regulations	Identified stakeholders in regulation 3(2)(c) and 3(2)(d)
	Development and Implementation of emission reduction plans and EMPs	Identified stakeholders in regulation 3(2)(c) and 3(2)(d)
	Implementation of the rehabilitation strategy (derelict and ownerless mine sites)	Identified stakeholders in regulation 3(2)(e): DMRE, DFFE
	Monitor and enforce compliance in terms of MPRDA	Identified stakeholders in regulation 3(2)(e): DMRE

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5.8 Education, Awareness and Resource Mobilisation

Education, awareness, and resource are key enablers for achieving the goals set out in the emission reduction plan for the HPA. Education and awareness are important as they enable capacity development (i.e., through training and workshops) and behavioural change amongst stakeholders. Resource mobilisation will play a crucial role towards managing air quality in the HPA as adequate funding and resources are necessary for the implementation of the emission reduction strategies introduced in the plan. Mobilising resources also facilitates collaboration among various stakeholders which leads to a more comprehensive and coordinated approach to implementing the emission reduction plan. Table 6-10 below provides an outline of the proposed strategies to promote education, awareness, and resource mobilisation.

Table 6-10: Plan for Education, Awareness and Resource Mobilisation

Objectives	Key Activities/Opportunities	Responsibility
To promote education	Provide materials to guide training across the priority area with a view to creating a generation of climate, environment, and health-conscious citizens and green economic operators.	Identified stakeholders in regulation 3(2)(e): DFFE
	Capacitate authorities and stakeholders.	Identified stakeholders in regulation 3(2)(e): DFFE
To promote awareness	Follow up on plans/ programmes and reduction commitments to ensure that the emission reduction commitments in the plans of stakeholders are fully implemented.	Identified stakeholders in regulation 3(2)(e): Authorities
	Support better governance on air pollution by offering new insights into overall pollution levels and impacts and by monitoring whether emission reduction plans implementation is on track to achieve the agreed objectives.	Identified stakeholders in regulation 3(2)(e): DFFE/DOH
	Enable local authorities to share best practices, success stories and experiences to drive improvement.	Identified stakeholders in regulation 3(2)(e): DFFE
	District, Provincial and National Compliance and Enforcement Officers should conduct campaigns on a yearly basis: • At least two campaigns a year as individual entities. • At least one campaign a year as a joint entity.	Identified stakeholders in regulation 3(2)(e): DFFE
	Evaluate and, where necessary, strengthen the provisions on public participation and access to justice.	NGOs

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Objectives	Key Activities/Opportunities	Responsibility
	Provide updated best practices to make tangible progress in identifying and reducing exposure to environmental risks in vulnerable groups.	NGOs
To promote resource mobilisation	Explore donor funding opportunities and government partnerships with other governments (bilateral agreements on environment etc.) and get support from them with clear guidance on their funding, and tools.	Identified stakeholders in regulation 3(2)(e): DFFE
	Mobilisation of private capital for environmentally sustainable investments that support the zero pollution objectives.	NGOs

Notes: NGO – Non-Government Organisation

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6 SECOND-GENERATION HPA AQMP: MONITORING AND EVALUATION

6.1 Monitoring

Monitoring involves tracking the progress made by identified stakeholders in achieving the goals set out in the second-generation HPA AQMP. Monitoring progress is key in determining whether the rate of implementation of the current emission reduction measures needs to be increased, or whether the current emission reduction plan or strategy needs to be revised. The monitoring process will commence once the implementation of the second-generation AQMP for the HPA has begun.

The identified stakeholders are required to submit progress reports on an annual basis to check the progress made, identify any challenges being experienced in implementing the emission reduction measures, come up with remedial actions and adjust timeframes so that the challenges are dealt with in the regulated reporting timelines. The submission of progress reports on an annual basis is also important in facilitating transparency and accountability amongst the identified stakeholders.

In addition to the above, the following activities should be carried out to complement the annual progress reports and further assist in the monitoring process:

6.1.1 Ambient Air Quality Monitoring

The monitoring of ambient air quality is crucial for assessing pollutant concentrations and identifying areas where air quality standards are exceeded in the HPA. All monitoring networks, including private stations, must form part of the Monitoring system, and their availability must be guaranteed until the priority area is undeclared. The ambient air quality data collected from the HPA AQMS monitoring network must be subjected to rigorous quality assurance (QA) and quality control (QC) processes to ensure accuracy and reliability.

The monitoring results should be reported regularly to relevant authorities and stakeholders to provide insights into air quality trends, and exceedances of air quality standards, and to identify areas requiring further intervention.

6.1.2 Emissions Reduction and Management

As part of the monitoring process, the second-generation HPA emissions inventory will have to be continuously updated. Annual updating the emissions inventory is vital to capture changes in emissions over time and to assess the effectiveness of emission reduction measures. It also allows for the identification of emerging sources and trends, supports the evaluation of the second-generation HPA AQMP, and facilitates the tracking of progress towards achieving the air quality goals set in the AQMP.

Annual progress reports on emission reduction measures/interventions from identified stakeholders must be incorporated in the AELs. The annual updating of the emissions inventory would also enable the effective operation of NAEIS with current, accurate and credible data. Compliance monitoring and enforcement of regulatory tools (e.g., NDCR) must be utilised.

6.1.3 Inter-governmental and Stakeholder Engagement

This involves engaging with relevant stakeholders to gather diverse perspectives on the effectiveness of the AQMP, identify challenges, and gather feedback for improvement. There are several forums in place in the HPA to ensure inter-governmental communication and cooperation as well as engagement with various stakeholders. These forums should be used optimally to ensure the successful and continuous and successful implementation of the second-generation HPA AQMP. Action for these forums could include:

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1. ***Inter-governmental forums***

- HPA Authorities should meet to set clear targets with implementation timeframes and accountability for non-performance.

2. ***Stakeholder forums***

- The Multi-Stakeholder Reference Group (MSRG) should continue to meet bi-annually but with a focus on information communication and awareness raising, track clear targets for implementation and hold responsible parties accountable for non-performance.
- The Implementation Task Team (ITT) quarterly meetings should serve as interim follow-ups on specific actions as well as consequences for actions not taken.

Table 7-1 is a summary of the Monitoring Mechanisms proposed to be included in the second-generation HPA AQMP.

Table 7-1: Monitoring Mechanisms for the second-generation HPA AQMP.

Monitoring Mechanisms	NEMAQA Regulatory Tools	Principals
Ambient air quality monitoring	• NAAQS • SAAQIS	• Effective operation of monitoring networks with current, accurate and credible data. • All monitoring networks (including private stations must form part of the Monitoring & Evaluation system) and their availability must be guaranteed until the PA is undeclared. • Effective operation of SAAQIS for information dissemination.
Emissions Reduction and Management	• Priority Area Regulations • NAEIS • AEL • NDCR	• Emission reduction interventions incorporated AELs. • Compliance monitoring and enforcement of regulatory tools. • Effective operation of NAEIS with current, accurate and credible data.
Inter-governmental Coordination and Stakeholder Engagement	• MSRGs • ITT • Priority Area Committee • Intergovernmental Relations (National/Provincial/Local)	• Adequate government capacity for effective implementation of AQMPs. • Inclusion of sector departments with role and responsibilities in the AQMP and Priority Area Regulations.

6.2 Evaluation

Evaluation is an essential element of the AQMP implementation as it allows for a thorough assessment of the AQMP including the shortcomings and strengths evident in the implementation. It involves assessing whether the goals set out in the second-generation HPA AQMP have been achieved. The following activities should be carried out in the evaluation process:

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1. The annual progress reports submitted by the identified stakeholders should be assessed against the emissions reduction targets set out in the second-generation HPA AQMP. This will help determine whether there is a need to make operational or functional changes that will improve the performance of the identified stakeholders in reducing their emissions.
2. The annual progress reports submitted by the identified stakeholders should be compared with the state of air reports (ambient air quality monitoring data) to determine whether there has been progress made in meeting the NAAQS in the HPA.

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7 CONCLUSIONS

A second-generation AQMP has been developed for the HPA. The plan describes the current state of air quality in a priority area, sources of air pollution in the priority area, how air quality has been changing over the years, and what could be done to ensure clean air quality in the priority area. It also provides the goals and targets for the HPA and prescribes medium-term emission reduction plans, targeting specific sectors, and that will ensure further improvement and eventual compliance within the area. The development of the second-generation HPA AQMP followed a five-phase approach with each task or output having a verifiable indicator and a means of verification.

The main objective of the Air Quality Management Program in the Highveld Priority Area is to attain and sustain compliance with national ambient air quality standards. Key emission reduction targets for the second-generation HPA AQMP are summarised in Table 8-1. These targets will be achieved through the implementation of several interventions by stakeholders listed in the Priority Area Regulations.

Table 8-3: Emission reduction targets for the HPA

Sector	2030
Industry	40% Reduction on the baseline
Residential Waste Burning	100% Reduction on the baseline
On-road Vehicle Sources	30% Reduction on the baseline
Residential Fuel Burning	30% Reduction on the baseline
Biomass Burning	30% Reduction on the baseline
Agriculture	20% Reduction on the baseline
Windblown Particulates	40% Reduction on the baseline

The monitoring process will commence once the implementation of the second-generation AQMP for the HPA has begun. This will involve the submission of progress reports by identified stakeholders on an annual basis for the first five years. In between these five years, annual evaluation will be conducted through the assessment of annual progress reports submitted by the identified stakeholders. The outcomes of these evaluations will help inform and guide the stakeholders as to whether there is a need for a revision of the second-generation HPA AQMP.

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