



**Western Cape  
Government**

Department of Environmental Affairs  
and Development Planning



# **Western Cape Provincial Coastal Management Programme 2022 - 2027**

April 2022





Department of Environmental Affairs and Development Planning

## Western Cape Provincial Coastal Management Programme 2022 - 2027



**Cover Image:** Sea cave in Waenhuiskrans, Western Cape, South Africa  
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## LIST OF ABBREVIATIONS AND ACRONYMS

### **Biodiversity Act**

National Environmental Management:  
Biodiversity Act, 2004 (Act No. 10 of 2004);

### **BCC**

Benguela Current Commission

### **BGIS**

Biodiversity Geographic Information System

### **CML**

Coastal Management Line

### **COP**

Conference of Parties

### **DEA&DP**

Department of Environmental Affairs and  
Development Planning

### **DFFE**

Department of Forestry, Fisheries and  
Environment (Formerly known as Department  
of Environment Forestry and Fisheries/  
Department of Environmental Affairs)

### **Environment Conservation Act**

Environment Conservation Act (Act No. 73 of  
1989)

### **EFZ**

Estuarine Functional Zone

### **GDP**

Gross Domestic Product

### **HWM**

High-Water Mark

### **I&AP**

Interested and Affected Party

### **HWC**

Heritage Western Cape

### **HIA**

Heritage Impact Assessment

### **ICM**

Integrated Coastal Management

### **GIS**

Geographic Information System

### **GPS**

Geographic Position Software

### **IORA**

Indian Ocean Rim Association

### **NEM: ICMA**

National Environmental Management:  
Integrated Coastal Management Act (Act  
No. 24 of 2008 as amended by Act No.36 of  
2014)

### **IDP**

Integrated Development Plan

### **LBRCT**

Lower Breede River Conservancy Trust

### **MEC**

Member of the Executive Council

### **MINTEC**

Ministerial Technical Committee

### **MPA**

Marine Protected Area

### **MSP**

Marine Spatial Planning

### **MSP Act**

Marine Spatial Planning Act 16 of 2018

### **Municipal Systems Act**

Local Government: Municipal Systems Act  
(Act No. 32 of 2000)

### **NCC**

National Coastal Committee

### **NCMP**

National Coastal Management Programme

**NHRA**

National Heritage Resources Act, 1999 (Act No. 25 of 1999)

**NEMA**

National Environmental Management Act (Act No. 107 of 1998) (as amended)

**NGO**

Non-Governmental Organisation

**NHRA**

National Heritage Resources Act (Act 25 of 1999)

**NWA**

National Water Act (Act No. 36 of 1998)

**NWMS**

National Waste Management Strategy

**PAES**

Protected Area Expansion Strategy

**PCC**

Provincial Coastal Committees

**PCMP**

Provincial Coastal Management Programme

**PLS**

Public Launch Site

**Protected Areas Act**

National Environmental Management: Protected Areas Act (Act No. 57 of 2003)

**PSG**

Provincial Strategic Goal

**SANBI**

South African National Biodiversity Institute

**SAMPI**

South African Multidimensional Poverty Index

**SDF**

Spatial Development Framework

**SDI Act**

Spatial Data Infrastructure Act (Act No. 54 of 2003)

**Seashore Act**

Seashore Act (Act No. 21 of 1935, as amended 1984, 1993)

**SEMA**

Specific Environmental Management Act

**SoC**

State of the Coast

**SMA**

Special Management Area

**SPLUMA**

Spatial Planning and Land Use Management Act (Act No. 16 of 2013)

**SWOT**

Strengths, weaknesses, opportunities and threats

**The Constitution**

The Constitution of the Republic of South Africa (Act No. 108 of 1996)

**VCO**

Voluntary Coastal Officer

**WCPCASP**

Western Cape Provincial Coastal Access Strategy and Plan (2018)

**WG7**

Working Group 7 (Oceans and Coasts) of MINTEC





Robberg Nature Reserve - Scott Ramsay

## GLOSSARY OF TERMS

**"Admiralty Reserve"** means any strip of land adjoining the inland side of the High-Water Mark which, when the NEM: ICMA took effect, was state land reserved or designated on an official plan, deed of grant, title deed or other document evidencing title or land-use rights as "Admiralty Reserve", "government reserve", "beach reserve", "coastal forest reserve" or other similar reserve;

**"adverse effect"** means any actual or potential or cumulative impact on the environment that impairs, or may impair, the environment or any aspect of it to an extent that is more than trivial or insignificant;

**"aircraft"** means an aircraft as defined in terms of Section 1 of the NEMA;

**"archaeological"** means material remains resulting from human activity which are in a state of disuse, which are on land and older than 100 years, including artefacts, human remains and artificial features and structures. It includes rock art such as paintings and engravings which are older than 100 years as well structures and artefacts associated with military history which are older than 75 years. Also included are wrecks, being a vessel or an aircraft, or part thereof, on land or in the maritime cultural zone of the Republic as described under Definitions in the NHRA;

**"biodiversity"** or **"biological diversity"** has the same meaning ascribed to it in the Biodiversity Act;

**"blue economy"** means marine-based economic development that leads to improved human well-being and social equity, while significantly reducing environmental risks and ecological scarcities;

**"coastal access land"** means land designated as coastal access land in terms of Section



18(1), read with Section 26, of the NEM: ICMA;

**"coastal activities"** means activities listed or specified in terms of Chapter 5 of the NEMA which take place -

- (a) In the coastal zone; or
- (b) Outside the coastal zone but have or are likely to have a direct impact on the coastal zone;

**"coastal environment"** means the environment within the coastal zone;

**"coastal management"** includes-

- (a) the regulation, management, protection, conservation and rehabilitation of the coastal environment;
- (b) the regulation and management of the use and development of the coastal zone and coastal resources;
- (c) monitoring and enforcing compliance with laws and policies that regulate human activities within the coastal zone; and
- (d) planning in connection with the activities referred to in paragraphs (a), (b) and (c);

**"coastal management line"** means a line determined by a MEC in accordance with Section 25 of the NEM: ICMA in order to demarcate an area within which development will be prohibited or controlled in order to achieve the objects of the NEM: ICMA or coastal management objectives;

**"coastal management objective"** means a clearly defined objective established by a coastal management programme for a specific area within the coastal zone which coastal management must be directed at achieving;

**"coastal planning scheme"** means a scheme that-

- (a) reserves defined areas within the coastal zone to be used exclusively or mainly for specified purpose; and
- (b) prohibits or restricts any use of these areas in conflict with the terms of the scheme;

**"coastal protected area"** means a protected area that is situated wholly or partially within the coastal zone and that is managed by, or on behalf of, an organ of state, but excludes any part of such a protected area that has been excised from the coastal zone in terms of Section 22 of the NEM: ICMA;

**"coastal protection zone"** means the coastal protection zone contemplated in Section 16 of the NEM: ICMA;

**"coastal public property"** means coastal public property referred to in Section 7 of the NEM: ICMA

**"coastal resources"** means any part of-

- (a) the cultural heritage of the Republic within the coastal zone, including shell middens and traditional fish traps; or
- (b) the coastal environment that is of actual or potential benefit to humans;

**"coastal waters"** means-

- (a) internal waters, territorial waters, exclusive economic zone and continental shelf of the Republic referred to in Sections 3, 4, 7 and 8 of the Maritime Zones Act, 1994 (Act No. 15 of 1994), respectively; and
- (b) an estuary;

**"coastal wetland"** means —

- (c) any wetland in the coastal zone; and
- (d) includes —
  - (i) land adjacent to coastal waters that is regularly or periodically inundated by water, salt marshes, mangrove areas, inter-tidal sand and mud flats, marshes, and minor coastal streams regardless of whether they are of a saline, freshwater or brackish nature; and
  - (ii) the water, the subsoil and substrata beneath, and bed and banks of, any such wetland;

**"coastal zone"** means the area comprising coastal public property, the coastal protection zone, coastal access land, coastal protected areas, the seashore and coastal waters, and includes any aspect of the environment on, in, under and above such area;

**"competent authority"** means a competent authority identified in terms of Section 24C of the NEMA;

**"cultural heritage"** means any place or object of aesthetic, architectural, historical, scientific, social or spiritual value or significance;

**"development"** means any physical intervention, excavation, or action, other than those caused by natural forces, which may in the opinion of a heritage authority in any way result in a change to the nature, appearance or physical nature of a place, or influence its stability and future well-being, including—

- (a) construction, alteration, demolition, removal or change of use of a place or a structure at a place;
- (b) carrying out any works on or over or under a place;
- (c) subdivision or consolidation of land comprising, a place, including the structures or airspace of a place;
- (d) constructing or putting up for display signs or hoardings;
- (e) any change to the natural or existing condition or topography of land; and
- (f) any removal or destruction of trees, or removal of vegetation or topsoil;

**"dumping at sea"** means—

- (a) any deliberate disposal into the sea of any waste or material other than operational waste from a vessel, aircraft, platform or other man-made structure at sea;
- (b) any deliberate disposal into the sea of a vessel, aircraft, platform or other man-made structure at sea;
- (c) any storage of any waste or other material on or in the seabed, its subsoil or substrata; or
- (d) any abandonment or toppling at site of a platform or other structure at sea, for the sole purpose of deliberate disposal, but "dumping at sea" does not include —
  - (i) the lawful disposal at sea through sea out-fall pipelines of any waste or other material generated on land;
  - (ii) the lawful depositing of any substance or placing or abandoning of anything in the sea for a purpose other than mere disposal of it; or
  - (iii) disposing of or storing in the sea any tailings or other material from the bed or subsoil of coastal waters generated by the lawful exploration, exploitation and associated off-shore processing of mineral resources from the bed, subsoil or substrata of the sea;

**"dynamic coastal processes"** means all natural processes continually reshaping the shoreline and near shore seabed and includes —

- (a) wind action;
- (b) wave action;
- (c) currents;
- (d) tidal action; and
- (e) river flows;

**"ecosystem-based adaptation"** is the use of biodiversity and ecosystem services as part of an overall adaptation strategy to help people to adapt to the adverse effects of climate change;

**"effluent"** means —

- (a) any liquid discharged into the coastal environment as waste, and includes any substance dissolved or suspended in the liquid; or
- (b) liquid which is of a different temperature from the body of water into which it is being discharged;

**"environment"** means "environment" as defined in the NEMA;

**"environmental authorisation"** means an authorisation granted in respect of coastal activities by a competent authority in terms of Chapter 5 of the NEMA;

**"estuary"** means a body of surface water—

- (a) that is permanently or periodically open to the sea;
- (b) in which a rise and fall of the water level as a result of the tides is measurable at spring tides when the body of surface water is open to the sea; or
- (c) in respect of which the salinity is higher than fresh water as a result of the influence of the sea, and where there is a salinity gradient between the tidal reach and the mouth of the body of surface water;

**"Estuarine Functional Zone"** this includes the estuarine open water area, estuarine habitat (sand and mudflats, rock and plant communities) and floodplain area. The 2018 National Biodiversity Assessment has demarcated estuarine functional zones for all estuaries, but these demarcations should be verified on-site whenever high-resolution determinations are necessary.

**"eustatic sea-level rise"** or changes are global sea level changes related to changes in the volume of water in the ocean. These can be due to changes in the volume of glacial ice on land, thermal expansion of the water, or to changes in the shape of the seafloor caused by plate tectonic processes

**"Exclusive Economic Zone"** means the Exclusive Economic Zone of the Republic referred to in Section 7 of the Maritime Zones Act (Act No. 15 of 1994);

**"Gazette"** when used in relation to —

- (a) the Minister, means the Government Gazette;
- (b) the MEC, means the Provincial Gazette; and
- (c) a municipality, means the Provincial Gazette of the province in which the municipality is situated;

**"Gender Equality"** means that women and men have equal conditions for realising their full human rights and for contributing to, and benefiting from, economic, social, cultural and political development. (DWYPD (Department of Women, Youth and Persons with Disabilities), 2015)

**"Gender Equity"** is the process of being fair to men and women. To ensure fairness, measures must often be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level playing field.

**"Gender mainstreaming"** is the process of assessing the implications of any planned action, including legislation, policies, budgets and programmes, in all areas and at all levels, for women, men, boys and girls. It involves the integration of gender considerations into all structures; systems and processes; organisational decisions and activities; but in lived experience.

**“green economy”** means an economy that aims at reducing environmental risks and ecological scarcities, and that aims for sustainable development without degrading the environment;

**“harbour”** means a harbour proclaimed in terms of any law and managed by an organ of state;

**“heritage resource”** means any place or object of cultural significance

**“High-Water Mark”** means the highest line reached by coastal waters, but excluding any line reached as a result of —

- (a) exceptional or abnormal weather or sea; or
- (b) an estuary being closed to the sea;

**“land unit”** means a cadastral entity which is capable of registration in the deeds registry in terms of the Deeds Registries Act, 1937 (Act No. 47 of 1937);

**“littoral active zone”** means any land forming part of, or adjacent to, the seashore that is —

- (c) unstable and dynamic as a result of natural processes; and
- (d) characterised by dunes, beaches, sand bars and other landforms composed of unconsolidated sand, pebbles or other such material which is either un-vegetated or only partially vegetated;

**“Low-Water Mark”** means the lowest line to which coastal waters recede during spring tides;

**“MEC”** means the member of the Executive Council of a coastal province who is responsible for the designated provincial lead agency in terms of the NEM: ICMA;

**“Minister”** means the national Minister responsible for environmental affairs;

**“municipality”—**

- (a) means a metropolitan, district or local municipality established in terms of the Local Government: Municipal Structures Act (Act No. 117 of 1998); or
- (b) in relation to the implementation of a provision of this Act in an area which falls within both a local municipality and a district municipality, means —
  - (i) the district municipality; or
  - (ii) the local municipality, if the district municipality, by agreement with the local municipality, has assigned the implementation of that provision in that area to the local municipality;

**“National Estuarine Management Protocol”** means the national protocol concerning the management of estuaries contemplated in Section 33 of the NEM: ICMA;

**‘nature-based Solutions’** defined by IUCN as actions to protect, sustainably manage, and restore natural or modified ecosystems, that address societal challenges effectively and adaptively, simultaneously providing human well-being and biodiversity benefits.

**“operational waste”—**

- (a) means any waste or other material that is incidental to, or derived from, the normal operation of a vessel, aircraft, platform or other man-made structure and its equipment; and
- (b) excludes any waste or other material that is transported by or to a vessel, aircraft, platform or other man-made structure which is operated for the purpose of disposing of that waste or other material, including any substances derived from treating it on board, at sea;



**“organ of state” means-**

- (a) any department of state or administration in the national, provincial, or local sphere of government
- (b) any other functionary or institution-
  - (i) exercising a power or performing a function in terms of the Constitution or a provincial constitution; or
  - (ii) exercising a public power or performing a public function in terms of any legislation, but does not include a court or a judicial officer;

**“pollution”**. means any change in the environment caused by—;

- (a) substances;
- (b) radioactive or other waves; or
  - (i) noise, odours, dust or heat. Emitted from any activity, including the storage or treatment of waste or substances, construction and the provision of services, whether engaged in by any person or an organ of state, where that change has an adverse effect on human health or well-being or on the composition, resilience and productivity of natural or managed ecosystems, or on materials useful to people, or will have such an effect in the future;

**“port”** means any of the ports of Richards Bay, Durban, East London, Ngqura, Port Elizabeth, Mossel Bay, Cape Town, Saldanha Bay, Port Nolloth or a port which has been determined as such in terms of Section 10 (2) of the National Ports Act 12 of 2005;

**“prescribe”** means prescribe by regulation;

**“protected area”** means a protected area referred to in Section 9 of the Protected Areas Act (Act No. 57 of 2003);

**“Protected Areas Act”** means the National Environmental Management: Protected Areas Act (Act No. 57 of 2003);

**“provincial lead agency”** means a provincial organ of State designated by the Premier of the province in terms of Section 38 of the NEM: ICMA as the lead agency for coastal management in the province;

**“public launch site”** means a site listed in terms of regulation 2 of the Management of Public Launch Sites in the Coastal Zone, 2014, as a site where a vessel may be launched by members of the public in the coastal zone, but excludes a privately used launch site;

**“sea”** means -

- (a) the high seas;
- (b) all coastal waters; and
- (c) land regularly or permanently submerged by sea water, including—
  - (i) the bed, subsoil and substrata beneath those waters; and
  - (ii) land flooded by sea water which subsequently becomes part of the bed of coastal waters, including the substrata beneath such land;

**“seashore”** subject to Section 26 of the NEM: ICMA, means the area between the Low-Water Mark and the High-Water Mark;

**“small scale fishers”** means persons that fish to meet food and basic livelihood needs, or are directly involved in harvesting or processing or marketing of fish, traditionally operate on or near shore fishing grounds, predominantly employ traditional low technology or passive fishing gear, usually undertake single day fishing trips, and are engaged in the sale or barter or are involved in commercial activity.

**"small scale fishing community"** means an established socio-cultural group of persons who are, or historically have been, fishermen and -women, including ancillary workers and their families; have shared aspirations and historical interests or rights in the harvesting, catching or processing of marine living resources; have a history of shared Small Scale fishing activity but, because of forced removals, are not necessarily tied to particular waters or geographic area; and were or still are operating near or in the seashore or coastal waters where they previously enjoyed access to marine living resources, or continue to exercise their rights in a communal manner in terms of an agreement, custom or law; and who regard themselves as a community".

**"special management area"** means an area declared as such in terms of Section 23 of the NEM: ICMA;

**"the Act"** refers to the National Environmental Management: Integrated Coastal Management Act (Act No. 24 of 2008 as amended by Act No.36 of 2014);

**"vessel"** means a waterborne craft of any kind, whether self-propelled or not, but does not include any moored floating structure that is not used as a means of transport by water;

**"waste"** means any substance, whether or not that substance can be re-used, recycled or recovered—

- (a) that is surplus, unwanted, rejected, discarded, abandoned or disposed of;
- (b) that the generator has no further use of, for the purposes of production, reprocessing or consumption; and
- (c) that is discharged or deposited in a manner that may detrimentally impact on the environment;

**"Vulnerable Groups"** will include: persons with disabilities, older persons, vulnerable women and orphans.



Long Beach, Noordhoek – Zanele Jam-Jam

## 1. INTRODUCTION

### 1.1. Towards a “second generation” PCMP

The Western Cape Provincial Coastal Management Programme (PCMP), 2016 has been systematically implemented over the past five years and according to budget availability. It has been developed and implemented in line with the requirements of the Integrated Coastal Management Act, Act 24 of 2008, the National Guide to the Development of Coastal Management Programmes in South Africa (DEA, 2012), the underlying principles of integrated coastal management (ICM), the White Paper for Sustainable Coastal Development in South Africa (DEAT, 2000) as well as the National Coastal Management Programme (DEA, 2014). The PCMP as per requirements of the National Environmental Management: Integrated Coastal Management Act No 24 of 2008 (NEM: ICMA) must be reviewed at least every five years.






This second-generation PCMP builds upon the strengths and successes of the 2016 PCMP and is informed by inputs received through stakeholder engagement and a gender analysis that has incorporated a human rights-based approach. The programme supports the implementation of current legal mandates, policies, strategies, and projects, specifically in respect to enabling local Government and creating a clearly mandated transversal system closely linked to the green and blue economy. It aims to optimise the economic potential of the coastal environment underpinned by improved protection, access, spatial planning, land use management and sustainable development of our coastal assets, particularly in the context of the impacts of climate change.

## 1.2. Strategic alignment

The PCMP is a transversal initiative which will contribute to the implementation of the Sustainable Development Goals, the National Development Plan 2030, National Spatial Development Framework, OneCape 2040, the Medium-Term Strategic Framework 2019-2024, the Provincial Spatial Development Framework, the Western Cape Government Provincial Strategic Plan 2019-24 (PSP), and the Western Cape Recovery Plan 2021. The PCMP is the subsector response to climate change to ensure implementation of proactive strategies to drive resilience in coastal protection and development for adaptation. The implementation of the PCMP will also contribute to the PSP Vision Inspired Priorities (VIPs).

For the 2020-2025 term the Department is well aligned with, and contributes to all five the VIPs in the Western Cape Government's Provincial Strategic Plan 2019-2024 as per the linkage to the PCMP priority areas shown in Table 2 below:

**Table 1 PCMP contributions to Vision Inspired Priorities of the PSP**

VISION INSPIRED PRIORITIES	PCMP PRIORITY AREAS
 <p><b>VIP 1: Safe and Cohesive Communities</b></p>	<p><b>Priority Areas 3 and 4</b></p> <p>These priority areas promote resilient communities through response to impacts of climate change as well as safe, equitable and sustainable public access to the coast and its resources.</p>
 <p><b>VIP 2: Growth and Jobs</b></p>	<p><b>Priority Areas 1 and 8</b></p> <p>Enabling a sustainable Oceans Economy is prioritised to support growth, jobs and recovery. The various capacity building initiatives that the Department facilitates and supports as well as the EPWP and 'Working for' Programmes along the coast contribute to both employment in marginalised communities as well as growth through education initiatives.</p>
 <p><b>VIP 3: Empowering People</b></p>	<p><b>Priority Areas 1, 3 and 8</b></p> <p>Our municipal support programme and the various capacity building, advocacy and education initiatives empowers the youth, communities as well as officials from various organs of state.</p>
 <p><b>VIP 4: Mobility and Spatial Transformation</b></p>	<p><b>Priority Areas 3 and 4</b></p> <p>The implementation of the WCPCASP facilitates transformation through ensuring that the public's right to access coastal public property and its resources is secured. The transformation of our coastal communities is facilitated through informing the nature and location of future development along the coast.</p>
 <p><b>VIP 5: Innovation and Culture</b></p>	<p><b>Priority Areas 6 and 8</b></p> <p>The protection of our coastlines through these PA's aims to secure coastal ecosystems that preserves our ecological infrastructure. Maintaining these ecosystems is important to our small-scale fishing communities and for various cultural practices dependent on the coast.</p>

The Mission of the Department is: To promote a resilient, sustainable, quality and inclusive living environment in support of human well-being, with the intended impact in the Departmental Strategic Plan (2020-2025) of "resilient and sustainable environment enabling inclusive and transformative spatial economy. To enable the Western Cape province to achieve a more resilient and sustainable



environment, that will also empower an inclusive and transformative spatial economy, the Department will be focussing on the following six Strategic Priority Areas in the 2020-2025 period:

- Spatial Transformation and Managed Urbanisation
- Climate Change and Water Security
- Waste Management
- Biodiversity Management and Coastal Management
- Environmental Compliance and Law Enforcement
- Efficient, Effective and Responsive Governance

The Department's Programme 5 (Biodiversity Management) within Budget Vote 9 (Environmental Affairs and Development Planning) which incorporates Biodiversity and Coastal Management mandates, and functions of the Department and CapeNature has as its five-year outcome: *Improved biodiversity conservation and coastal management for the resilience of ecosystems goods and services*. The PCMP will directly enable the achievement of the related targets which are: -an effective Western Cape Coastal Management Governance System and 75% of coastal municipalities integrate coastal ecological infrastructure priorities into IDPs.



Berg Estuary – Zanele Jam-Jam

## 2. INTEGRATED COASTAL MANAGEMENT

### 2.1. Understanding Integrated Coastal Management

The coast has been acknowledged as a complex and valuable national asset for many years, yet remains one of the most threatened environments, subjected to both natural and human-made pressure. Integrated Coastal Management (ICM) provides an appropriate framing to solve complex coastal problems (Shi, et al., 2004). ICM was conceptualised in the early 1970s in an interdisciplinary context as a result of the collective input from economic, social and natural sciences, and various non-government organisations (NGOs) and international organisations (Billie, 2008) (Nichols, 1999). At the core of the ICM philosophy are two 'pillars', namely governance and reliable knowledge (Olsen, 2003), which are used to manage the coastal area using an integrated and inclusive approach, taking cognisance of all aspects of the coastal zone, including geographical and political boundaries, in an attempt to achieve sustainable coastal development. More recent approaches to ICM emphasise building institutional adaptive capacity as the critical "pivot" to enabling sustainable and resilient coastal development. Adaptive capacities are the social and technical skills and strategies of individuals and groups that are directed towards responding to environmental and socioeconomic changes, hence responsiveness to changing governance and environmental systems is crucial.

ICM is both a public and private sector responsibility and as such all citizens of the country must be encouraged to play their part.

Governance: "the whole of public as well as private interactions that are taken to solve societal problems and create societal opportunities. It includes the formulation and application of principles guiding those interactions and care for institutions that enable them" (Kooiman & Bavinck et al., 2005, p.30).

ICM is evolving globally, however it has been noted that with ICM initiatives the world over, progress on implementation beyond establishing a policy and legal framework remains a challenging task, (Sowman & Malan 2018). In South Africa, although significant progress has been made in policy developments, institutional restructuring and development of coastal programmes and plans, these are still in the early days of implementation, with the first NCMP and WC: PCMP only being adopted in 2014 and 2016 respectively. The 2018 Western Cape State of the Coast Report (SOCR) further showed that coastal and estuarine systems in the WC are in a state of decline and the further development of a SOCR reporting system in the country is still in process of development. Unfortunately, budget constraints have curtailed further development of the WC SOC Reporting system.

ICM requires the development of policies, regulations, norms and standards, to advance the implementation of legislation with the aim of promoting the conservation of the coastal environment and to maintain the natural character of coastal landscapes and seascapes (DEA, 2012). It is critical that decisions on integrated coastal management take into account scientific knowledge and not only co-operative governance and socio-economic requirements. ICM can be considered as a multidisciplinary process that brings all those involved in the development, management and use of the coast within a framework which facilitates the integration of their interests and responsibilities, where the aim is to achieve common objectives and to provide programmes for the protection and sustainable management of coastal resources and environments (SECRU, 2001).

## 2.2. The Purpose of Integrated Coastal Management

The purpose of ICM, is to put forward a framework that all stakeholders utilise to improve the sustainable management of coastal systems. Furthermore, ICM is to ensure that the development and use of natural resources in the coastal zone is socially and economically justifiable, as well as being ecologically sustainable. According to the Joint Group of Experts on the Scientific Aspects of Marine Environmental Protection (GESAMP, 1996), *is to improve the quality of life of human communities who depend on coastal resources while maintaining the biological diversity and productivity of coastal ecosystems* (DEA&DP, 2016).

Thus, the ICM process must integrate government with the community, science with management, and sectoral with public interests in preparing and implementing actions that combine investment in development with the conservation of environmental qualities and functions.

According to Sowman and Malan, 2018, the principles underpinning South Africa's new approach to ICM are consistent with international norms for ICM. These principles are expanded to enhance the public nature of the coast, provide equitable and managed access to the coast for all citizens, protect the coast from harm, facilitate joint management, and ensure that coastal goods and services benefit the poor.

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### 2.2.1. Implementation of Integrated Coastal Management

Since its genesis in the 1970s, ICM has been implemented at virtually all geographic levels and contexts, is supported by an organised community of scientists and practitioners (Bille, 2008). By 2002, almost 700 ICM related initiatives were underway and in various stages of implementation, however even with the appropriate enabling legislation there is still no guarantee that the ICM objectives will be achieved. Several challenges have been identified by academics, e.g., lack of intersectoral integration across government departments with a coastal mandate; poor support for local implementation from spheres of government higher up; inadequate observance and enforcement of coastal legislation, etc., which all contribute to undermining efforts to advance ICM (Sowman & Malan, 2018). It is further noted that little progress has been made in putting in place an overall coastal monitoring system, and the current collection of data is fragmented and incomplete. Despite resource challenges the Western Cape Government is committed in further developing the State of the Coast reporting mechanisms to highlight, monitor and evaluate the successes and failures for coastal management in the province.

Important components of ICM are cooperation, coordination, building adaptive capacity and integration, as well as adherence to international agreements which relate to the management of the coastal zone, the latter being a crucial component of successful ICM initiatives. While ICM projects have been implemented there is still a lack of information on the successes and failures of ICM implementation within the various spheres of governance. Resources should be provided focussing on the evaluation of ICM implementation and outcome-orientated indicators to improve adaptive management in ICM. Sowman and Malan (2018) conclude that implementation of ICM in South Africa thus far have focused on regulations regarding marine boundaries (such as international waters), coastal and estuarine boundaries (spatial planning, Coastal Management Lines and Estuary Functional Zones) marine, coastal and estuary pollution (such as oil spills and waste / sewage spillage), maintenance of certain norms and standards (such as related to water quality and monitoring) and behaviour with reference to dumping, incineration and protocols to be followed during Section 30A emergency situations, Section 30 emergency incident and natural disasters.

### 2.2.2. Direct and indirect value of the coast

The National Spatial Development Framework (NSDF) highlights some pressures along the coast and speaks to the need to strengthen existing coastal development corridors, including the Garden Route coastal corridor (Mossel Bay to Nelson Mandela Bay). This corridor continues to be earmarked for key developments related to tourism, high-value rural resource production, port, airport and small harbour development. Coastal developments as listed in the NSDF will have to be managed sustainably as the transportation, tourism and economic activities will have an impact on the sensitive coastal environment or coastal public property. The NSDF lists several key activities that will take place near coastal areas such as large commercial wind and solar energy farms being built near the ocean and various aquaculture activities. The activities need to be managed sustainably. The NSDF indicates that critical water resources such as Berg and Breede are under increased pressure from agriculture activities, domestic use, and drought conditions. The NSDF further notes that there is a need to avoid approving applications and proposals for land-uses that reduce stream flow or affect water quality (e.g. large plantations) in Strategic Water Source Areas.

The economic value of the South African coast, as a resource, is considered in the Operation Phakisa: Ocean Economy Lab, which has indicated a potential value of R177 bn in GDP could theoretically be unlocked through the various workstreams by the year 2033 (IGD, 2018). Operation Phakisa identified the important role players within the various sectors of South Africa's oceans and coast economy and has established a number of workstreams and delivery units that all work towards

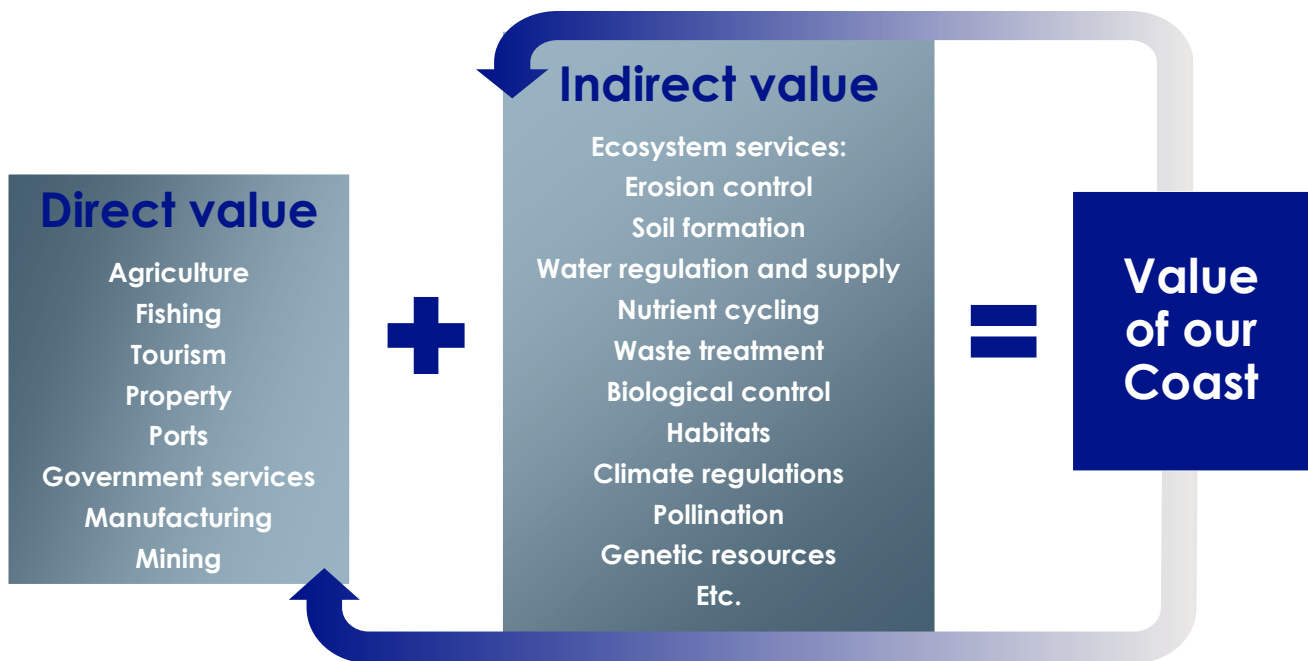


achieving the goals as set out during the Operation Phakisa LaB process that began in 2014. The Western Cape Government actively engages within the various Operation Phakisa workstreams.

According to the City of Cape Town (CCT) Report on Knowing the Coast which references a report from Urban-Econ (2017), on Economic inputs into the Coastal Economic & Spatial Strategic Framework for the City of Cape Town, Cape Town makes a significant contribution to the Gross Domestic Product (GDP) of the country. Economic activities that occur along the Cape Town coastline include types of land use activities (i.e., residential property, retail, office and industrial property, infrastructure, recreational activities, tourism and natural assets). The Cape Town's coastline contributes approximately R40 bn per annum ( $\pm 10.7\%$  to GDP/annum) to the GDP (Urban-Econ, 2017), this is made up of developmental and natural capital. Ecosystems often directly contribute to the real economy (such as GDP and employment) and damage to ecosystems erodes natural capital and can also have profound impacts on the livelihoods of those dependent on natural capital even if this is not always reflected in commonly used economic statistics. The CCT boasts some of the most sought-after property in the world and this largely relates directly to the amenity values associated with the CCT's natural assets which are reflected in property prices. These values mainly include aesthetic or sense of place values primarily in the form of views and recreational values (Urban-Econ, 2017).

Various initiatives have attempted to place an economic value on the services provided by the coast, with the White Paper initially estimating the annual value of both direct and indirect benefits as R168 bn and R134 bn, respectively. According to the WWF, South Africa's, coastal goods and services alone are estimated to contribute over a third, 35 %, to our gross domestic product (GDP). Unlocking this value is therefore considered important to support the National Development Plan 2030 objective to eliminate poverty and reduce inequality, by growing the economy and creating more jobs.

Direct value is generated by the main sectors operating in the coast, namely fishing; agriculture; ports; tourism, mining, property, government services and manufacturing. While the direct economic value of the ocean and coast is a significant opportunity to unlock, from a sustainability perspective, the indirect value of the ocean and coast from an ecosystem-services perspective cannot be underestimated or under-valued. Indirect benefits of coastal ecosystem-services include erosion control; waste treatment; soil formation; water regulation and supply; nutrient cycling; biological control; habitats; pollination; climate regulation; genetic resources; gas regulation and existence value (Figure 1).



**Figure 1 Schematic representation of the Direct and Indirect value that the coast provides**

Estuaries are a significant coastal asset as nursery grounds for many species of birds, fish, and other animals, as well as the water filtration and the socio-economic benefits that it provides. These unique characteristics make estuaries among the most valuable types of ecosystems on earth (Raw, et al., 2021).

According to the Berg River Estuary Valuation report published March 2021, which recognises the Berg River Estuary as one of the top three most important estuaries in South Africa, qualifies the goods and services of this estuary as worth at least R378 million per year and the asset value of the Berg River Estuary as currently just over R5 bn.

The full value of the Berg River estuary goes beyond economic outputs, such as the value of carbon storage to the rest of the world. The extensive salt marsh habitat provides significant carbon sequestration and the opportunity for additional carbon sequestration through rehabilitation of degraded salt marsh habitat, potential area for rehabilitation in excess of 1000 ha, has potential to lock an estimate of between 4.7–26.1 t CO<sub>2</sub> eq per ha in one year (Adams, et.al., 2021). The Berg River Estuary Valuation report provided just one example of the value that estuaries provide to the Western Cape province; noting that there are many other large estuaries which also contribute to the Western Cape economy. Further work is required to determine to what extent investments should be made to achieve estuary health gains in the most cost-efficient way.

Climate change impacts (e.g., sea-level rise, increased wave heights, increased in frequency and magnitude of storm events, increased temperatures, lower rainfall), poor land use decisions lead to habitat destruction. Furthermore, mining places tremendous pressure on the ecological functioning of this sensitive ecosystem and therefore the value of the estuaries requires careful management to protect its value and sustain the services it produces.

The ICM recognises the significance of conserving the coastal environment and maintaining the natural attributes of coastal landscapes and seascapes, and to ensure that development and use of natural resources within the coastal zone is socially and economically justifiable and ecologically sustainable.

### 2.2.3. Climate Change Adaptation and Disaster Risk Management

The coastal zone is a dynamic interface between land and ocean, with powerful natural forces at play. Extreme coastal processes such as tidal extremes, wave and wind erosion, coastal storm surges, wave overtopping and flooding therefore inherently put people, property and economic activities at risk. The situation is, however, compounded by the multi-dimensional nature of human induced climate change that will affect local extreme weather conditions and long-term climatic patterns.

The Western Cape's weather and climate is determined in the main by low-pressure frontal systems sweeping past from the South-West, and occasionally by high-pressure cells over the interior that block the movement of the low-pressure systems. Expectations are that the frontal systems could be displaced poleward over time, with a commensurate decrease of rainfall in the winter rainfall regions. However, the increased sea surface temperatures could mean increased storm activity and slightly stronger winds. More certain and significant change is expected over land though, with an increase in all temperature indices (average, minimum, maximum and extremes) and slow but steady decline in rainfall. At the same time the thermal expansion of the oceans will result in rising sea levels and associated coastal erosion. Recent studies indicate that climate change will result in 0.25m – 0.75m of eustatic sea level rise by 2040-2060 around the Western Cape, with associated swash run up of roughly 3.0m – 3.5m above the mean sea level (excluding tidal influence).

Even more disconcerting is the expectation that extreme climate change will lead to the crossing of biophysical thresholds, triggering runaway climatic change events. One of these is abrupt and dramatic sea level rise that would result from the destabilisation and melting of ice sheets in Antarctica and Greenland. The melting of the Antarctic's vulnerable Thwaites Glacier is already responsible for 4 % of global sea level rise, and scientific assessments of newly detected fissures on the surface of this glacier expect the ice sheet to break apart further within the next 5+years. This could raise global sea level rise by 65 centimetres (Voosen, 2021).

The Western Cape's coastal ecosystems, including estuaries will be affected by the predicted changes in key climatic parameters such as rainfall and temperature, affect ecosystems functioning, as well as social and economic prosperity. It is important to recognise that these changes which may coalesce, and compound risk are not 'future' problems - the changes are already being experienced in observed global warming in increasing average temperatures and in extreme weather events, with concomitant effects on ecosystems. In recent years the Western Cape has experienced several extreme temperature events; the most recent occurrence took place in January 2022 in the City of Cape, with temperatures reaching a high of approximately 40°C (Howie, 2022) and (Cupido, 2022). The impacts resonate throughout our social and economic systems, affecting our infrastructure, our livelihoods, the quality of estuarine environments and the attractiveness of our coastal recreational assets.

Adaptation of social and economic activities in response to the threats posed is therefore unavoidable. However, while the Western Cape Government cannot control the rate of global warming, it does have the opportunity to choose how to respond to manage local impacts. As an early adopter of coastal adaptation approaches, the Western Cape Government has a role to play in protecting the public good and in providing clear guidance to the private sector regarding the adopted measures to ensure a climate resilient and future-proof local economy.

It is essential for the Western Cape to adopt proactive coastal adaptation strategies as opposed to a reactive 'sit back and wait' response. The latter will involve significant costs of responding to disasters rather than a disaster risk reduction approach. The impacts of the increased frequency and magnitude of storm surges has already resulted in reactive measures in some areas. This is evidenced by the requirements to replace damaged infrastructure or restoring degraded ecosystems where such are failing to keep up with the changes taking place, both in terms of the scale of change and the cost of responses required (DEA&DP, 2018). Adapting to the changing environment does not need to come at a cost. Appropriately planned and managed, adaptation responses can bring about co-benefits such as restored catchments for water security and restored dune systems for

lower cost coastal defences. Looking after natural resources offering climate change protection also improves the attractiveness of the coast as a tourist destination and increases coastal property values.

A report on The Economic Risks and Opportunities of Climate Resilient in the Western Cape (DEA&DP, 2018) investigated the various economic cost of climate change on the WC economy as well as the climate response options that will turn cost into opportunity. The report shows that proactive adaptation to the impacts of climate change can optimise opportunities for social upliftment, economic growth and protection of infrastructure to the extent that any costs are more than offset by the potential savings. The report states "...A critical aspect that emerged was the impact that climate adaptation investment will have on households, confirming the link between social well-being and economic growth and / or stability in the province. A declining economy because of climate change impacts and a failure of the WCG to respond appropriately could have major impacts on consumer prices and the cost of living...". This applies even to capital intensive built infrastructure investments that aim to address a particular risk or threat, these investments could be costly, however if well-directed and implemented appropriately this approach could assist in protecting vulnerable households. Other potential investments that can bear fruit in respect of reducing the risks can take the form of institutional programmes, or the use of nature-based solutions that invest in natural capital. It is, however, clear that the co-benefits of Nature-based responses make it possible to deliver a high magnitude of benefits to a large proportion of the population, but for a relatively low cost.

### Overarching goal of Nature-based Solutions (NbS)

NbS are intended to support the achievement of society's development goals and safeguard human well-being in ways that reflect cultural and societal values and enhance the resilience of ecosystems, their capacity for renewal and the provision of services. NbS are designed to address major societal challenges, such as food security, climate change, water security, human health, disaster risk, social and economic development. (Commission on Ecosystem Management, n.d.)

Coastal management consequently forms a key part of disaster management strategies. The Disaster Management Act (Act 57 of 2002) includes the requirement for climate change adaptation to be part of all Disaster Management Plans at all levels of government, and this includes **Ecosystem-based Adaptation (EbA) responses**. As a key focus, the PCMP contributes to the overall objective of increasing the social and economic resilience of communities (DEA & SANBI, 2016).

**Ecosystem-based adaptation:** is the use of biodiversity and ecosystem services as part of an overall adaptation strategy to help people to adapt to the adverse effects of climate change. Ecosystem-based adaptation uses the range of opportunities for the sustainable management, conservation, and restoration of ecosystems to provide services that enable people to adapt to the impacts of climate change. It aims to maintain and increase the resilience and reduce the vulnerability of ecosystems and people in the face of the adverse effects of climate change. Ecosystem-based adaptation is most effective when appropriately integrated into broader adaptation and development strategies (DEA and SANBI, 2016).

The Western Cape Climate Change Response Strategy Gender Assessment (DEA&DP, 2018) indicates that the secondary and tertiary impacts of natural disasters are not equally distributed or experienced by all sectors of society alike. Impacts are likely to be more pronounced amongst inherently vulnerable people, including the poor and women. According to the 2018 report, women and men experience the effects of climate change differently. In most instances, women are economically marginalised and are side-lined the most from economic opportunities and this



impacts their ability to swiftly adapt to climate change impacts or natural disasters. Across the whole world, women's vulnerability to climate change is increased by their lack of access and control of resources, lower education, poorer health, and their low participation in decision-making processes. Climate change intensifies the existing inequities (UN WomenWatch,2009) and (DEA&DP, 2018). Research should be undertaken to establish the key vulnerabilities to inform strategic and programmatic responses.

#### **2.2.4. Compliance and Enforcement**

Enforcement of environmental laws in South Africa was given a significant boost in 2005 with the establishment of the Environmental Management Inspectorate, popularly known as the "Green Scorpions". In a regulatory context where the lack of cooperation between government departments frequently blamed for the lack of enforcement, the Inspectorate is a real feat: its member institutions – the Department Forestry, Fisheries and Environment (DFFE), South African National Parks, Isimangaliso Wetland Park, all nine provincial environment departments, four provincial conservation agencies and even a few municipalities – all cooperate on the monitoring and enforcement of compliance with the NEMA and the subordinate statutes and regulations covering protected areas, biodiversity, waste, air quality and coastal management. The Environmental Management Inspectorate share standard training, standard operating procedures, a logo and a newsletter, an annual Environmental Management Inspectorate Lekgotla (national conference) and quarterly meetings. They also report on compliance information in a standard format into the annual National Environmental Compliance and Enforcement Report.

There are however several key challenges that Environmental Management Inspectors (EMIs) face even at the provincial level in the Western Cape. Many environmental crimes and violations still go unpunished, and in the absence of effective deterrence, continue to be committed by natural person/s and / or companies. This is powerfully demonstrated in '*Full Disclosure: the truth about corporate environmental compliance in South Africa*' (CER, 2015). The Environmental Management Inspectorate does not have a legal mandate over environmental compliance of mining operations as this is the purview of officials in the Department of Mineral Resources and Energy (DMRE). Unfortunately, we also see a trend in diminishing budgets for environmental authorities' compliance and enforcement units. This inevitably means that fewer inspections can be conducted, inspection reports take longer to finalise, fewer notices and directives are issued, and fewer criminal convictions are secured. If an enforcement response cannot be immediate and predictable, companies will continue to take risks with violations.

South African environmental laws are enforced through a combination of administrative enforcement and criminal prosecution as the route to punishment for environmental violations. Criminal prosecution of environmental crimes is slow and difficult, particularly in an already overburdened criminal justice system. Criminal prosecution requires collecting evidence that will withstand the burden of proof required in criminal cases, namely beyond reasonable doubt. It also, crucially, requires the cooperation of both the South African Police Service and individual prosecutors in the National Prosecuting Authority, many of whom are not well-acquainted with environmental laws. Further requirements are judges and magistrates who are willing to impose maximum penalties for crimes that are often not, in our socio-political context, considered particularly serious.

In the Western Cape, the enforcement of the NEM: ICMA has been challenging due to capacity constraints within the Department. Where possible, for alleged unlawful activities that occurred within the coastal protection zone, enforcement action is conducted in terms of the NEMA both the national and provincial authorities are mandated to enforce the NEM: ICMA and matters that would be best enforced in terms of the NEM: ICMA were referred to the national department or the relevant local authorities.

The DFFE responded to the need to address the poor compliance and enforcement environment by establishing, under Operation Phakisa, a Marine Governance workstream to focus on ocean and coastal compliance and enforcement actions. The Department is one of many key stakeholders who participate in Operation Phakisa: Initiative 5, which focuses on the Enhanced and Coordinated Compliance and Enforcement Programme. Initiative 5 has been identified as a suitable structure to coordinate the optimisation of inter-departmental functions, roles and responsibilities to include compliance, monitoring and enforcement in an integrated manner.

Initiative 5 creates a platform via a working group to provide opportunities for an integrated and coordinated approach in addressing unlawful fishing practices as well as other illegal activities within the coastal and ocean environment by creating systems, processes and practices that allow for detection of infringements (as well as prevention capabilities) followed by a co-ordinated and integrated response to deal with them. This is being achieved through integrating compliance and enforcement activities focussing on, amongst others, the monitoring and associated enforcement activities related to Illegal Unregulated and Unreported (IUU) fishing activities, whale watching, , illegal activities within Marine Protected Areas (MPAs), pollution events, illegal effluent discharges, illegal structural developments within the terrestrial coastal zone (including erection of erosion protection measures), off-road vehicle driving in the coastal area, unlawful launching of vessels, encroachment onto coastal public property, prohibition of public access to coastal public property, including the introduction of alien and invasive species through the ballast systems.

The Department has since capacitated and designated Departmental coastal officials as EMIs who, with support from relevant Directorates and other organs of state, will promote the enforcement of the NEM: ICMA in the Province. The Sub-Directorate Coastal management will continue to provide a supportive role to local government to explore the delegation of certain provisions contained in the NEM: ICMA to local level government.

### 2.3. Gender and Human Rights Gap Analysis

The Department of Environmental Affairs and Development Planning (DEA&DP) as part of its 5 Year Strategic Plan has committed to improve gender mainstreaming in the Department. The Departmental Gender Equity Strategic Framework (GESF) was developed to guide gender mainstreaming in the Department between 2020 and 2025. The GESF set a goal to include gender or aspects thereof in all newly developed and reviewed policy documents, programmes, and research projects. During 2020, the WCG reinvigorated its commitment to a Human Rights-based approach and the Department therefore undertook to incorporate all human rights-based "priority" groups into its gender mainstreaming approach.

In the preparation of the PCMP, a gender gap analysis was undertaken with the inputs of experts in the field. According to DEA&DP's (2022) Gender and Human Rights Gap Analysis Report there are several key challenges that are present in the coastal management sector. Women's roles in the coastal tourism, shipping industries and fishing industries are invisible and marginalized (Kotze, *et al.*, 2018). In some cases, efforts to protect marine and coastal resources have had unintended consequences of exclusion of vulnerable groups. For example, Women in Struisbaai have lost access to their traditional fish traps due to estuary protection measures. In the Olifants estuary context some older fishers have lost trust in government's promises of fisheries transformation and are not given a chance to participate in the management of the resource. The COVID-19 Social Relief of Distress grant has done little to meet the needs of small-scale fishers.

There are areas where women, youth and the disabled still need to be prioritised within state interventions, for example:

- The Department of Public Works and Infrastructure (DPWI) Repair and Maintenance Programme in the Western Cape reports that a total of 894 jobs has been created since the programme's inception; with 98 women, 475 Youth and 796 men being employed; of these three (3) were people with disabilities.
- Although disabled persons participate within CapeNature's EPWP coastal tourism projects, these numbers are low due to the nature of the work required.
- Men occupy most of the positions within aquaculture projects that have been expanded on under Operation Phakisa.

The Government has made significant progress in advancing gender and human rights within some projects for example: Women, youth and disabled persons are the majority of participants in the Working for the Coast Programme, under the DFFE, which places an emphasis on coastal clean-ups, alien invasive plant clearing, environmental education and awareness. Youth and people of colour are prioritised within aquaculture projects under Operation Phakisa and that can be seen as a positive. Women and youth were the majority to participate in CapeNature's coastal tourism EPWP projects related to the upgrade of tourism facilities and offerings within Goukamma, De Hoop, Rocherpan, De Mond and Kogelberg.

There is limited published disaggregated information on the participation of women, youth and disabled individuals in coastal tourism, coastal infrastructure projects, and shipping activities (Kotze, et al., 2018). Similarly, there is a paucity of data that highlights disabled and elderly people's access issues along the coast in the Western Cape context. This is compounded by a general lack of information on how many men and women work in the coastal management and development sector (coastal tourism, coastal infrastructure projects).

The Gender and Human Rights Analysis highlighted some of the gender mainstreaming successes in the province, i.e., women are well represented on the Western Cape Provincial Coastal Committees and Provincial Estuary Task Team, being in the majority. Women are encouraged to participate in these platforms and provide their technical expertise. Various NGOs in the province support the empowerment of women in the coastal zone, for example the Institute for Poverty, Land and Agrarian Studies (PLAAS) develop training manuals to assist women in using alternative marine resources that would enable them to adapt to negative changes in fish resources availability due to climate change.

The gender gap analysis highlighted several key recommendations for the 2022-2027 Provincial Coastal Management Programme. Table 3 below summarises the key recommendations for the revision of the PCMP and how they align with the relevant priority area.

**Table 2 Alignment between Gender and Human Rights Gap Analysis recommendations and relevant Priority Area**

NO	GENDER AND HUMAN RIGHTS GAP ANALYSIS RECOMMENDATION	RELEVANT PRIORITY AREA
01	Promote vulnerable groups and women's empowerment and involvement in the aquaculture, coastal tourism, coastal education and small-scale fisheries sectors. (Priority Areas 1 and 8).	<b>Priority Areas 1 and 8:</b> DEA&DP to promote sustainable coastal livelihood opportunities / projects / programmes for communities ensuring improved participation of women, youth and vulnerable groups in the Western Cape
02	Ensure that investment opportunities for the green and blue economy sectors prioritise women and vulnerable groups (Priority Area 1).	<b>Priority Area 1:</b> DEA&DP to encourage CapeNature, DEDAT and DFFE to collect disaggregated data in terms of coastal work creation projects.

NO	GENDER AND HUMAN RIGHTS GAP ANALYSIS RECOMMENDATION	RELEVANT PRIORITY AREA
03	Ensure that gender and human rights priorities are mainstreamed to any update / review of the Western Cape Coastal Access Strategy and Plan and any other subsidiary strategies / policies developed (Priority Areas 3 and 4).	<p><b>Priority Areas 3 and 4:</b></p> <p>DEA&amp;DP need to engage with municipalities to implement the WPCASP which promotes universal coastal access for priority groups (women, youth, elderly and disabled person) needs when it comes to access of the coast.</p> <p>DEA&amp;DP to apply a gender lens during the review, update, or implementation of coastal disaster risk plans.</p>
04	Gender and human rights issues to be considered in operational plan/s for each listed Public Launch Site (PLS) and other coastal access areas if appropriate (Priority Areas 3 and 6).	<p><b>Priority Areas 3 and 6:</b></p> <p>DEA&amp;DP to apply the gender and human rights lens during the review of operational plans under Priority Area 3. DEA&amp;DP to encourage the City of Cape Town to implement universal coastal access projects for the benefit of priority groups.</p>
05	DEA&DP to support an integrated education approach that target learners (including special needs) in coastal specific educational / capacitating events (Priority Area 8).	<p><b>Priority Areas 7 and 8:</b></p> <p>DEA&amp;DP to educate Youth and build their awareness to instil a sense of ownership and an appreciation of the value of the coast and our coastal cultural heritage</p>
06	Support and promote youth and gender programmes that provide the coastal management colleagues gender and human rights mainstreaming skills (Priority Area 8).	<p><b>Priority Area 8:</b></p> <p>DEA&amp;DP to participate in the youth and gender programmes where relevant.</p>
07	Engage gender and human rights organisations / research institutions to identify, compile and disseminate case studies in best practice and lessons learned in gender and human rights mainstreaming and integrated coastal management (Priority Area 1).	<p><b>Priority Area 1 and 8:</b></p> <p>Research partnerships for documenting the sustainable use and intrinsic value of the coast (possible equitable share for women in the coast, Economic access for various subgroups in the coast) concluded.</p> <p>Develop case studies / articles on the value of the coast. (incl. relevant issues and gender in the coastal and estuarine space).</p>
08	Support the relevant organisations or departments in implementing mentoring programmes for young estuarine and coastal scientists regarding career pathing in the coastal management sector (Priority Areas 5,6,7, 8 and 9).	<p><b>Priority Areas 5,6,7, 8 and 9:</b></p> <p>DEA&amp;DP will develop &amp; disseminate gender responsive / sensitive training materials on estuarine management to municipalities</p>

## 2.4. The evolution of Integrated Coastal Management in South Africa

The coastal zone is acknowledged as the fulcrum around which a vast proportion of South Africa's economic and development activity centres (DEAT, 2000). Socio-economically, the 3 000km coastal area of South Africa varies in terms of the socio-economic situation of coastal communities; by use; and by user groups. The goods and services provided by South Africa's coast are best conceived of as a limited resource in terms of the needs of its people – if the length of the South African coast were to be divided by its population, approximately six centimetres of coastline would be allocated per person (DEA, 2010). The principles of ICM are entrenched in notions of inclusivity, public participation and the welfare of all stakeholders and the coastal environment.



The first indications of a shift towards ICM and more equitable management of South Africa's resources came in 1998, with the formulation of South Africa's preeminent environmental legislation, the NEMA. NEMA's primary objectives include the promotion of a co-ordinated approach to matters affecting the environment by ensuring that cooperative governance, as well as co-ordinating mechanisms and institutions, are implemented as a matter of priority (DEA, 2014). Shortly thereafter in 1998 and 2000, South Africa's first ICM policies emerged in the form of the Coastal Policy Green Paper and the White Paper for Sustainable Coastal Development respectively. The White Paper was founded on a national vision for the coast that includes the socially justified sharing of benefits derived from a resource-rich coastal area without compromising the ability of future generations to access those benefits (Glavovic, 2006). Above all, the White Paper promotes ICM, which in its most basic form, represents an acknowledgement that the coastal zone functions as an interconnected system (which includes human activity), and calls for coordinated, integrated and systemic management, whilst simultaneously promoting sustainable coastal development (DEAT, 2000).

The White Paper for Sustainable Coastal Development in South Africa, adopted by cabinet in 2000, was instrumental in laying the foundation for the implementation of ICM in South Africa, but its status as a policy document meant that it had little to no legal application. It was therefore necessary to promulgate a dedicated coastal management act, in order to address the need for unique and stand-alone management of this diverse and sensitive spatial area. The NEM: ICMA was therefore published in 2009 as a Specific Environmental Management Act (SEMA) under the umbrella of the NEMA. Its principles mirror those of the Coastal White Paper, and its publication and subsequent enforcement represents a new approach to managing the activities of people in South Africa's coastal zone.

The NEM: ICMA is the first legal instrument of its kind in South Africa, dedicated to managing the coastline in an integrated fashion and ensuring the sustainable use of the coast's natural resources. It is also intended to raise public awareness of the complexities of the coastal area, thereby promoting active participation in coastal management. Sowman and Malan (2018) reviews ICM progress in South Africa and indicates that the country has advanced in providing an enabling policy and legal framework for ICM, however there is still a lack of guidance in advancing implementation. There is still a requirement for explanatory guidelines or regulations to be developed, in order to implement certain provisions of NEM: ICMA. The uncertainty in the "HOW to" and insufficient capacity in ICM designated institutions is delaying the sustained implementation of ICM. The NEM: ICMA places great emphasis on the benefits of cooperation and shared management responsibilities. More specifically, the objectives of the NEM: ICMA and their descriptions are shown in Table 4.

Table 3 Objectives of the Integrated Coastal Management Act

OBJECTIVE	DESCRIPTION
<b>Determine the coastal zone of South Africa</b>	Previously a number of different and often conflicting boundaries were being used to control different activities along the coast. The NEM: ICMA clearly spells out the boundaries of the different zones and describes procedures for adjusting these boundaries.
<b>Provide within the framework of the NEMA, for the coordinated and integrated management of the coastal zone by all spheres of government in accordance with the principles of cooperative governance</b>	Previous management efforts in the coastal zone have lacked co-ordination, common purpose and accountability due to, among others, poorly defined responsibilities, sectorial approaches, fragmented legislation and inadequate enforcement of legislation. The NEM: ICMA thus provides for ICM within the framework of the NEMA and this is provided for throughout all three spheres of government.
<b>Preserve, protect, extend and enhance the status of coastal public property as being held in trust by the State on behalf of all South Africans, including future generations</b>	Coastal public property is held in trust by the State for the benefit of all South Africans, including present and future generations (inter-generational and intra-generational equity).
<b>Secure equitable access to the opportunities and benefits of coastal public property</b>	The NEM: ICMA ensures that the public has the right of physical access to coastal public property, as well as access to the benefits and opportunities provided by the coastal zone. While not advocating unrestricted access under any circumstances, the NEM: ICMA describes the manner in which such access is to be managed.
<b>Give effect to South Africa's obligations in terms of international law regarding coastal management and the marine environment</b>	The NEM: ICMA provides for compliance with international laws relating to coastal management and the marine environment.

While the NEM: ICMA provides for compliance with international laws relating to coastal management and the marine environment, it is noted that the Convention for the Co-operation in the Protection and Development of the Marine and Coastal Environment of the West and Central African Region ("Abidjan Convention"), which was signed on 23 March 1981 in Abidjan, Côte d'Ivoire and which came into effect on 5 August 1984, now via the so-called revitalisation program, calls for *inter alia* closer collaboration with government agencies implementing projects. The principle objective of the Convention is to provide a framework for comprehensive, environmentally-sound coastal area development and to protect the marine environment and the coastal areas of the West and Central African region (IW:LEARN, 2013). At the Conference of Parties (COP) 11 meeting held in Cape Town in March 2014, the Abidjan Contracting Parties agreed to promote "Blue Growth" as a pathway to sustainable development in Africa. Blue Growth promotes the sustainable management, development and the prudent use of oceans, seas and coasts and should unlock potential economic growth if well managed (fisheries/mariculture, coastal tourism, industries and oil extraction) (UNEP, 2014). The implementation of these initiatives is being implemented via the Ocean Economy component of Operation Phakisa, which is a government initiative focussing on four growth areas; offshore oil and gas exploration; marine transport and manufacturing; aquaculture and marine protection services and ocean governance. The proposed management of South Africa's ocean space continues via various initiatives, namely:

- The extended continental shelf claim (South Africa has lodged further claims under international law to extend its sea bottom rights to certain parts of the continental shelf);

- The National Management of the Oceans White Paper, published in May 2014; and
- The Marine Spatial Planning Act, Act 16 of 2018.

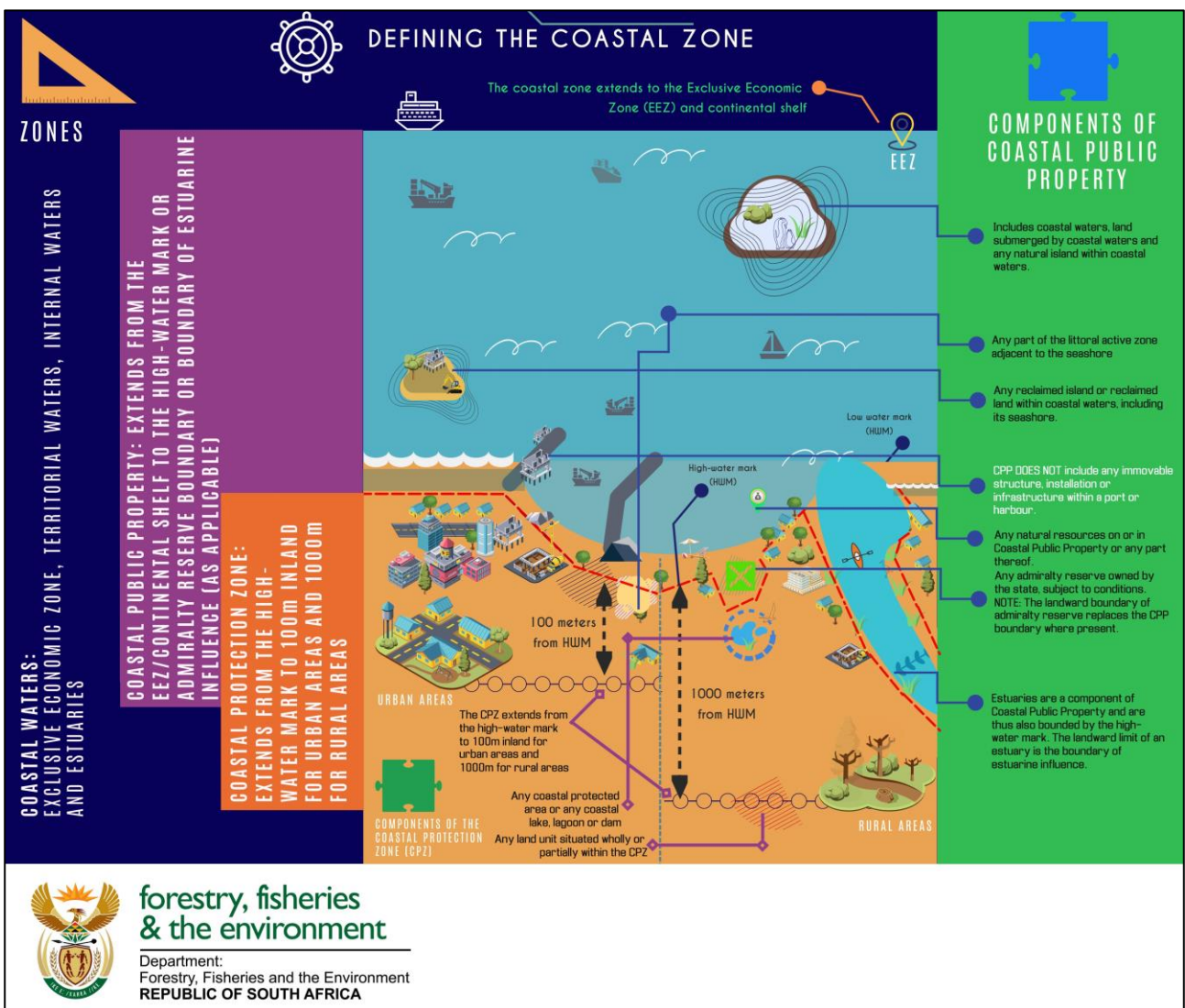
The Marine Spatial Planning (MSP) system within South Africa, while relatively new, will under the Marine Spatial Planning Act No. 16 of 2018, provide a framework for the development of marine sector plans. The role of marine sector plans will be to specify the overall development objectives and priorities for each marine sector i.e. a plan that will guide where and when uses occur in the ocean. These marine sector plans will summarise the national spatial and sector priorities that each marine sector (naval, commercial (fishing, aquaculture, etc.), leisure and offshore activities (mining, renewable energy generation, etc), would like to see translated into marine area plans. MSP will be implemented through a regulatory system which will provide for guidelines and spatial regulations that will steer development within a marine area plan. The negotiation and consultation process in the development of these marine area plans will be critical to ensure that all sectors are treated fairly. Four (4) marine planning areas have been identified and will cover the South African Exclusive Economic Zone i.e. The western the southern, the eastern and Prince Edward Islands.

## 2.5. Defining the Coastal Zone

As a result of inconsistencies with regards to understanding of the boundaries and spatial aspects of the coastal zone, the NEM: ICMA provides a uniform national definition which is deemed critical for setting the stage for practical implementation. Accordingly, the coastal zone in terms of the NEM: ICMA is made up of coastal waters; coastal public property; the coastal protection zone; coastal access land; coastal protected areas, the seashore and coastal waters and special management areas.

The various features of the coastal zone, their constituents, characteristics, responsible authority and authority responsible for adjustment, if applicable, is detailed in Figure 2 and Table 5 while Appendix A sets out a Table which defines the coastal zone in terms of the NEM: ICMA.

Figure 2 The Coastal Zone of South Africa



Source taken from the National Coastal Management Programme (DFFE, 2022)

The Coastal Planning schemes is a NEM: ICMA tool which can be used to achieve identified coastal management objectives, for example, to maximise the economic potential of ports and small craft



harbours. Coastal planning schemes, in general, can define areas which may exclusively or mainly be used for a specified purpose or activity, as well as restrict or prohibit certain activities in, or uses of, a specified zone (Celliers, *et al* 2009). A coastal planning scheme may form and be enforced as part of any land use scheme adopted by a municipality. As the provincial Minister / MEC or municipality may establish a coastal planning scheme up to 500m below the high-water mark of the sea after consultation with the national Minister, the NEM: ICMA requires that coastal planning schemes and municipal land use schemes are consistent with each other. A coastal planning scheme would be informed by the purpose and sensitivities of all the zones as well as tools provided for in the NEM: ICMA including coastal management lines as well as zonation maps that form part of estuary management plans.

The various zones provided for in the NEM: ICMA is dependent on the position of the high-water mark of the sea. There have been long running debates on the criteria that must be considered when delineating the high-water mark, especially since the movement of the high-water mark inland of property boundaries results in the loss of private property to coastal public property. In order to provide clarity regarding this the office of the Chief Surveyor-General issued an updated Advisory Note dated 15 October 2021 clarifying the position of the high-water mark for spatial planning and decision-making purposes. Although the low-water mark of the sea may define municipal geographical boundaries, it is less controversial and is defined by the lowest point that the water reaches at spring low tide.

When the Department delineated the coastal management lines for the West Coast, Overberg and Garden Route District Municipalities, the coastal protection zone ('CPZ') as well as other constituents of the coastal zone were also delineated. The CPZ was delineated in alignment with Section 16 of the NEM: ICMA that stipulates the composition of the CPZ. The CPZ for the three coastal districts, along with other spatial data including the coastal risk data for the Province, may be viewed on the Departmental web-based viewer that is accessible via the following URL:

<https://westerncapegov.maps.arcgis.com/apps/webappviewer/index.html?id=8f2793f9e36e423e85dd0337a554c02f>

The Department in collaboration with the City of Cape Town has established the City's coastal urban edge as a coastal management line in terms of the requirements of the NEM: ICMA which is a major step towards the promotion of coastal resilience. The City had initiated the technical delineation of a coastal management line prior to the enactment of the NEM: ICMA. This coastal management line is being administered through the legal framework developed by the City. This legal framework includes policies, inclusion in the City's SDF, the land use management scheme as well as the City's Coastal By-law.

## 2.6. Roles and responsibilities

Implementation of coastal management requires an enabling cooperative governance framework. As environmental management is deemed to be a concurrent legislative responsibility in terms of the Constitution between national and provincial government, however it is recognised that coastal management is more than just environmental management it also integrates related municipal mandates like managing recreational activities (such as boating), land-use planning and management, stormwater, local amenities, public places, cleansing, beaches and amusement facilities, public nuisance, street trading, traffic and parking amongst others as per Schedule 5 of the Constitution. The NEM: ICMA assigns roles and responsibilities to all three spheres of government in respect to the management of the coastal zone. It also provides for the delegation of power or duty and the revoking of any delegation issued. Mandatory roles and responsibilities were unpacked in the 2014 NCMP and Table 5 presents updated version of these roles and responsibilities. Specific

chapters and sections of the NEM: ICMA applicable to each sphere of government are identified and attached as Appendix B. The National Estuarine Management Protocol, 2021 (NEMP) has recently been amended to ensure its constitutional compliance with Schedules 4 and 5 of the Constitution of the Republic of South Africa Act (Act No. 108 of 1996, The Constitution). The amended NEMP assigns the Provincial Lead Agencies as Responsible Management Authorities where an estuary falls within the boundary of a municipality and where an estuary is within a protected area or is identified as part of a protected area expansion strategy, the management authority responsible for that protected area must develop an Estuary Management Plan in consultation with the relevant government departments.

Funding the implementation of the applicable sections of the Act assigned to provincial and local Government need be undertaken using budgets allocations motivated for through the provincial and local government budgeting cycles. Funding is also made available via the Working for the Coast Programme of the DFFE Expanded Public Works Programme.

Roles and responsibilities of municipalities and the distinction between what is required of metro and district versus local municipalities is less clear. The NEM: ICMA defines municipality as detailed in the text box below. As such responsibilities assigned to Municipalities are automatically assigned to Metropolitan (City of Cape Town) and District municipalities (Garden Route, Overberg and West Coast). Should capacity exist at a local government level, district municipalities can assign certain provisions to local municipalities.

#### **Definition of Municipality in terms of the ICM Act**

##### **Municipality means**

- (a) a metropolitan, district or local municipality established in terms of the Local Government: Municipal Structures Act (Act No. 117 of 1998); or
- (b) in relation to the implementation of a provision of this Act in an area which falls within both a local municipality and a district municipality, means —
  - (i) the district municipality; or
  - (ii) the local municipality, if the district municipality, by agreement with the local municipality, has assigned the implementation of that provision in that area to the local municipality.

It is important to note that the functions and powers of municipalities are assigned in terms of Sections 156 and 229 of the Constitution of the Republic of South Africa Act (Act No. 108 of 1996, The Constitution). When two municipalities have the same fiscal powers and functions with regard to the same area, an appropriate division of those powers and functions must be made in terms of national legislation, namely, the Municipal Structures Act (Act No. 117 of 1998). This Act assigns responsibility for the adjustment of the division of functions and powers as well as the resolution of disputes between district and local municipalities to the MEC for Local Government of the respective province. Any action taken should be done after consultation and via notice in the Government Gazette. The Municipal Systems Act (Act No. 32 of 2000) therefore further directs district and local municipalities to co-operate, assist and support each other wherever possible. Although there are specific powers in the NEM: ICMA that require assignment between relevant organs of state (e.g., designation of coastal access land and estuary management), the municipal responsibilities assigned in the NEM: ICMA are aligned to the municipal responsibilities as set out in Schedules 4 and 5 of the Constitution.

**Table 4 National, Provincial and Local Government roles and responsibilities in terms of the NEM: ICMA**

ASPECT		RESPONSIBILITIES
<b>NATIONAL GOVERNMENT ROLES AND RESPONSIBILITIES</b>		
1	<b>The management of coastal public property</b>	Ensuring the state as a public trustee, provides for the protection, management and enhancement of coastal public property as an indalienable area within the coastal zone that belongs to the citizens of South Africa. This achieved by developing regulations to control the use of coastal public property, determine and adjust the boundaries of coastal public property as deemed appropriate, as well as designation and inclusion of certain portions of state-owned land as coastal public property, to achieve the objectives of the NEM: ICMA.
2	<b>The National Estuarine Management Protocol</b>	Ensure that the National Estuarine Management Protocol (No. 533 of June 2021 as amended) is implemented and that for each estuary along the SA coast has Estuarine Management Plans, which meet the minimum requirements as prescribed, are put in place in collaboration with responsible authorities appointed for Estuary Management Plan (EMP) development and implementation.
3	<b>The National Coastal Committee</b>	Establishment of the National Coastal Committee (NCC) (currently operating as Working Group 7 (WG7)), determination of its powers and appointing representatives for the Committee.
4	<b>Monitor the appointment of provincial lead agencies</b>	Ensure that provincial lead agencies for ICM are established and functioning on a continual basis.
5	<b>Development and Implementation of the National Coastal Management Programme</b>	Develop an NCMP aligned with the contents of the NEM: ICMA (Published in March 2015).
6	<b>Consistency and alignment between the NCMP and other statutory plans</b>	Ensure that any plan, policy or programme adopted by an organ of state that may affect coastal management is consistent and aligned with the NCMP.
7	<b>Consultation and public participation</b>	Ensure meaningful consultation with government and other coastal stakeholders.
8	<b>Environmental authorisations for coastal activities</b>	Where an environmental authorisation is required for listed activities within the coastal zone, the competent authority must take into account all relevant factors listed in Section 63(1) of the ICM Act. Ensure that where an environmental authorisation is not required for coastal activities, the Minister considers listing activities that may require a permit or license in terms of Section 63(6).
9	<b>Discharge of effluent into coastal waters</b>	Ensure that point source discharges of effluent are effectively assessed, controlled and monitored.
10	<b>Dumping of waste into coastal waters</b>	Prohibit incineration at sea and ensure that the overall intent of Section 70 and 71 of the NEM: ICMA is understood by stakeholders.
11	<b>Emergency dumping at sea</b>	Ensure that consideration is given to emergency situations relating to the dumping of waste at sea.
12	<b>The National Action List</b>	The selection of and prioritisation of certain substances by the MEC that will allow for the effective screening of waste proposed for marine disposal according to its potential effect on human health and the marine environment.
13	<b>Determination of national</b>	Establish powers of Ministers and MECs and procedures to be followed in determining appeals.

ASPECT		RESPONSIBILITIES
	<b>appeals powers</b>	
<b>14</b>	<b>Prescribing regulations and fees</b>	Develop regulations for the management of activities within coastal public property and consult the Minister of Finance before making any regulations which will entail expenditure of funds in future years, application fees, or regulations imposing fees, costs or any other charges.
<b>15</b>	<b>General provisions applicable to regulations</b>	Specify general procedures relating to regulations, including penalties for contraventions.
PROVINCIAL GOVERNMENT ROLES AND RESPONSIBILITIES		
<b>1</b>	<b>Management of the coastal protection zone</b>	Ensuring the protection, management and enhancement of the coastal protection zone. This achieved by developing regulations to control the use, determine and adjust the boundaries of the coastal protection zone as deemed appropriate, as well as designation and inclusion of certain portions of provincially controlled state-owned land as coastal public property to achieve the objectives of the ICM Act. This may also include the appointment of voluntary coastal officers.
<b>3</b>	<b>Establishment of coastal management lines</b>	Establish coastal management lines by notice in the Gazette to restrict or prohibit certain activities that may have an adverse effect on the coastal zone.
<b>4</b>	<b>Marking coastal boundaries</b>	The MEC may determine or adjust any coastal boundary related to CPZ, CML and coastal access land. Any boundaries determined or adjusted in terms of Section 26 of the NEM: ICMA by the MEC must be communicated to municipalities so that they must include these in zoning maps and / or land use schemes.
<b>5</b>	<b>Designation of provincial lead agencies</b>	In collaboration with the Premier, ensure that provincial lead agencies for coastal management are designated and function effectively to promote and coordinate coastal management within a coastal province.
<b>6</b>	<b>Establishment and functioning of Provincial Coastal Committees</b>	Establishment of the Provincial Coastal Committee (PCC), determination of its powers and appointing representatives for the Committee.
<b>7</b>	<b>Development and Implementation of PCMPs</b>	Develop PCMPs aligned with the contents of the NEM: ICMA and NCMP.
<b>8</b>	<b>Consistency and alignment between PCMPs and other statutory plans</b>	Ensure that any plan, policy or programme adopted by an organ of state that may affect coastal management is consistent and aligned with PCMPs, which in turn is aligned with the NCMP.
<b>9</b>	<b>Consultation and public participation</b>	Adequate consultation and public participation precede the exercising of a power by the MEC, which the NEM: ICMA requires to be exercised in accordance with this section.
<b>10</b>	<b>Environmental authorisations for coastal activities</b>	Coastal management issues considered in terms of Section 63 of the NEM: ICMA and requirements of this section complied with before an environmental authorisation is issued in terms of Chapter 5 of the NEMA.
<b>11</b>	<b>Implementation of national Regulations</b>	Implement national Regulations, for example, list public boat launch sites that may be used by the public to access the coastal zone.
<b>12</b>	<b>Regulations by MECs</b>	Develop regulations for the management of activities within the coastal protection zone and specify general procedures relating to regulations, including penalties for contraventions.
<b>13</b>	<b>Information and Reporting on Coastal Matters</b>	Prepare a report on the state of the coastal environment in the province which must contain any information prescribed by the Minister.



ASPECT		RESPONSIBILITIES
14	<b>Co-ordination of actions between provinces and municipalities</b>	Liaise with coastal municipalities in the province to co-ordinate actions taken in terms of this Act by provincial organs of state in the province with actions taken by municipalities.
<b>LOCAL GOVERNMENT / MUNICIPAL ROLES AND RESPONSIBILITIES</b>		
1	<b>Access to coastal public property</b>	Ensuring that the public has equitable access to coastal public property by designating coastal access land, designate in by-laws strips of coastal access land to promote access to CPP along the coast, withdraw inappropriate coastal access land and follow an environmentally sensitive and socially responsible process in designating coastal access land.
2	<b>Coastal management line demarcation on zoning maps</b>	Delineate coastal management lines in Spatial Development Frameworks and municipal zoning / land use scheme maps (should participate in any provincial coastal management line determinations, but this is discretionary; work with relevant provincial department to determine municipal coastal management lines which the province must Gazette). Contribute to the implementation of legal framework associated with coastal management lines.
3	<b>Determining and adjusting coastal boundaries of coastal access land</b>	Ensure specified considerations are taken into account when determining or adjusting a coastal boundary of coastal access land.
4	<b>Marking coastal boundaries on zoning maps</b>	Delineate coastal boundaries determined or adjusted in terms of Section 26 of the NEM: ICMA on zoning scheme maps and in Spatial Development Frameworks, where applicable and appropriate.
5	<b>Municipal CMPs</b>	Prepare and adopt a municipal CMP for managing the coastal zone or specific parts of the coastal zone in the municipality.
6	<b>Consistency and alignment between Municipal CMPs and other statutory plans</b>	Ensure that any plan, policy or programme adopted by an organ of state that may affect coastal management is consistent and aligned with municipal coastal management programmes, which in turn is aligned with provincial coastal management programmes and the national coastal management programme and ensure that IDPs (including its spatial development framework) is consistent with other statutory plans (See Section 52 (1)(a-f) of the NEM: ICMA) adopted by either a national or a provincial organ of state.
7	<b>Consultation and public participation</b>	Adequate consultation and public participation precede the exercising of a power by a municipality, which this Act requires to be exercised in accordance with Section 53 of the NEM: ICMA.
8	<b>Implementation of land use legislation in coastal protection zone</b>	Section 62 of the NEM: ICMA obliges any organ of state that is implementing any legislation that regulates the planning or development of land, in a manner that conforms to the principles of cooperative governance contained in Chapter 3 of the Constitution, apply that legislation in relation to land in the coastal protection zone in a way that gives effect to the purposes for which the protection zone is established as set out in Section 17 of the NEM: ICMA. Furthermore, SPLUMA requires that a land use scheme must comply with environmental legislation.

Source: Adapted from DEA (2014) and updated in terms of amendments to the NEM: ICMA 2014 (effected in May 2015).



Berg Estuary – Zanele Jam-Jam

### 3. THE WESTERN CAPE COAST: A NATIONAL ASSET

#### 3.1. Situational Analysis

##### 3.1.1. Introduction

The NEM: ICMA was developed to promote ecologically, socially and economically sustainable coastal development and resource use, as well as to control inappropriate development along our coast. In South Africa, all three spheres of Government are mandated to develop CMPs, which are essentially policy or strategy documents that contain a system of principles to guide decisions and achieve outcomes relating to the coastal environment. CMPs consist of three core components, these being a situational analysis (sometimes referred to as a status quo assessment or inventory analysis), a vision and objectives setting component (which includes public consultation), as well as a programme of implementation which includes specific strategies and coastal management objectives.

A State of the Coast report (SOCR) provides useful data and a summary for reviewing/understanding the status quo of the Western Cape coastal environment. The inaugural SOCR for the Western Cape was finalised in 2019. A summarised State of the Coast Report is available on our departmental website at URL:

[https://www.westerncape.gov.za/eadp/files/atoms/files/State%20of%20the%20Coast\\_SUMMARY\\_07062019\\_web.pdf](https://www.westerncape.gov.za/eadp/files/atoms/files/State%20of%20the%20Coast_SUMMARY_07062019_web.pdf)

The SOCR was divided into 9 themes and the below table gives an overall indication of the state/outlook for each theme.

Table 5 Outlook for each theme identified in the Western Cape State of the Coast Report 2018

THEME	OUTLOOK	DESCRIPTION
<b>Coastal Biodiversity and Protection</b>	<b>TERRESTRIAL DECLINING</b> <b>MARINE HIGH CONCERN</b>	Data indicates that species and ecosystems are still facing decline. Of great concern and high priority is the significant data deficiency and low levels of protection in the marine realm.
<b>Estuaries</b>	<b>HIGH CONCERN</b>	Activities occurring within the catchment, development in the EFZ and exploitation of estuarine resources has resulted in more than half of the estuaries in the Western Cape experiencing high levels of degradation.
<b>Coastal Economy</b>	<b>IMPROVING</b>	There has been significant economic growth, as well as a 40 % overall increase in the population size over period of 15 years from 2001 to 2016. Although pressures have increased due to this growth, some coastal municipalities are being responsive to these pressures and are improving internal environmental management capacity.
<b>Coastal Resource use</b>	<b>HIGH CONCERN</b>	Approximately half the commercially exploited species in the Western Cape are considered to be of concern and have declining populations (IUCN Red Data List).
<b>Coastal Land use</b>	<b>IMPROVING</b>	The minor increase in hard, non-vegetated surfaces in the coastal zone infers that there is a move towards more sustainable land use.
<b>Pollution and Waste</b>	<b>HIGH CONCERN</b>	The pollution data limitations of the current SOCR does not permit clear observations of the state of pollution and waste within the province, and this remains a high concern.
<b>Coastal Vulnerability</b>	<b>IMPROVING</b>	The coast is under increasing pressure from development in high-risk coastal areas, as well as climate variability and change. However, the measures that are being implemented (CML, CPZ, etc.) indicate that policy makers and planners are taking precautions to minimise the impacts of projected climate change manifestations.
<b>Cooperative governance</b>	<b>STEADY</b>	The lead agent, DEA&DP, has set up structures such as the Provincial Coastal Committee, which support and enable co-operative governance. All district municipalities and lead agent have prepared and adopted Coastal Management Programmes.
<b>Awareness, Education and Training</b>	<b>IMPROVING</b>	The framework is contained in Priority Area 8 of the WCCMP (2016). Current efforts are evident as awareness, education and training campaigns and programmes are run by DEA&DP.

The evaluation of coastal drivers, pressures and impacts facilitate the identification and prioritisation of management interventions that are required to ensure that activities in the coastal zone are sustainable and meet the coastal management objectives provided in the Western Cape Coastal Management Programme. Priority response actions are aimed at ensuring that the Western Cape achieves the mission statement of the Western Cape Coastal Management Programme.

Priority actions emanating from the evaluation of the nine coastal themes include:

- Sustainable coastal land-use and ocean-based activities;
- Sustainable coastal resource utilisation;
- Coastal pollution prevention and management;
- Good governance; and
- Inclusive stakeholder consultation (e.g., inclusion of research institutes and citizen science efforts)

### 3.1.2. Socio-economic context

According to the 2021 Municipal Economic Review and Outlook the population of the Western Cape is expected to increase by an average of 1.4 per cent from 7.1 million in 2021 to 7.3 million in 2023 and 7.5 million in 2025. The province has three coastal district municipalities and one coastal metropolitan municipality. The Cape Metro area has a population of 4.7 million in 2021. The population is expected to increase at an average annual rate of 1.6 per cent, reaching 4.8 million people in 2023 and 5.0 million people in 2025. The West Coast District has a population of 467 175 people in 2021 and it is expected to increase by 2.2 per cent from 122 658 households in 2021 to 133 882 in 2025, which is 0.9 percentage points higher than the district's estimated population growth rate over the same period. Overberg District's population is estimated at 304 963 people in 2021. The population of the Overberg District is expected to increase by an average annual rate of 1.5 per cent from 304 963 in 2021 to 323 058 in 2025. The Garden Route District Municipality is the third most populated District in the Western Cape, after the Cape Metro and the CWD. The population in the GRD is expected to increase by an annual average growth rate of 0.5 per cent from 627 917 people in 2021 to 641 094 people in 2025. The Municipal Economic Review and Outlook indicates that coastal municipalities have a range of economic activities such as tourism, fishing, shipping activities, property development.

In 2020 and 2021, the COVID-19 pandemic severely disrupted the global economy, restricted the movement of people, closed businesses causing a national and global recession. The WCG, during the last two (2) years have implemented the Provincial Recovery Plan and with the improved vaccination rate in the WC and the fight against the pandemic showing signs of success, the economy is reopening and recovering. South Africa's real GDP growth is estimated at 1.8 per cent in 2022, 1.6 per cent in 2023 and 1.7 per cent in 2024. The Western Cape economy has outperformed that of South Africa but has not substantially diverged from the national trajectory. The Provincial economy contracted by 5.5 per cent in 2020 and recovered with an estimated growth of 5.3 per cent in 2021 and a forecast of 1.4 per cent growth in 2022. The rebound is clouded by the COVID-19 pandemic, and the discovery of new variants which compromise travel to and from South Africa, and slow progress in the vaccine rollout which reinforces uncertainty and poses risks to economic recovery (WCG, 2022).

The Western Cape Recovery Plan was developed to respond to the needs of the people arising from the pandemic. The Recovery Plan aims to implement the strategy for an effective response to the pandemic in four areas:

- COVID-19 Recovery
- Jobs
- Safety
- Wellbeing

The Department through inter alia, the implementation of this second generation PCMP will play a supportive role in achieving the objectives, not only for the Recovery Plan, but also for the Western Cape Provincial Strategic Plan and the five (5) Vision-inspired Priorities (VIPs) of Safe and Cohesive Communities; Growth and Jobs; Empowering People; Mobility and Spatial Transformation; and Innovation and Culture. See section 1.2 and Table 2 above which has elucidated the links between the VIPs and the Priority Areas of the PCMP.

As with South Africa as a whole, the Western Cape is haunted by the legacy of development and economic opportunities not having taken place on an equitable basis. This is evidenced by a large contingent of poor communities that rely directly on coastal resources to sustain their livelihoods. Unemployment, gender inequality and increasing pressure to meet the demand for basic services are other social issues that affect the Western Cape coastline (DEA&DP, 2013). High levels of in-



migration drive the demand for public services like health care and education as well as needs for housing opportunities and access to basic services in the province.

Urbanisation in the Western Cape seems to be following typical differential urbanization patterns. The assumption is that this trend should seemingly continue for the next cycle of census data to be measured and analysed i.e., 2017 to 2021 period where it is expected that growth rates will be highest in small settlements (+- 30 % of these settlements are located along the coast). Urbanisation directly affects biodiversity and the state of the coast. The use and conversion of coastal land and catchments are considered a permanent effect of growth and development and urban land-use change remains one of the primary drivers of habitat loss and species extinction. Coastal areas in the Western Cape are desirable places to live and work, therefore increasing urbanisation will result in further developments along the coast (ribbon development) which will impact service delivery efficiencies and impact the aesthetic appeal and tourism potential of coastal areas (WCG, 2021).

Statistics SA is currently conducting a National Census (Census 2022), once the data is released the Department will be able to analyse further urbanisation trends and the impacts on coastal communities and towns including the Metro. There are however various factors that could have an impact on the results of a census, these could include the impact of crime in primary settlements; the residual negative effects of the Covid-19 pandemic; impacts of interest rates and the housing markets; accessibility of transport; reduction in tourism; increased unemployment rates; political instability; financial constraints of public and private sectors, including households; etc. (WCG, 2021).

The 2020 recession has left the WC with more socio-economic challenges, and data from the WCG (2021) Provincial Economic Review and Outlook Report points to increased poverty and inequality in an already highly impoverished and unequal country. The close linkages between impoverishment and attainment of education levels means that the levers for wellbeing - early childhood development will play a key role in a more equal educational attainment. Working within the context of constrained budget growth, the WC will need partnerships, innovative policies and strategies that increase the use of technology and improved spatial planning and resilience to strengthen economic activities.

### **3.1.3. Natural coastal environment**

The coastline of the Western Cape is arguably the most diverse of South Africa's four coastal provinces, which is unsurprising given its length (over 1000km) and the fact that it lies between the Atlantic and Indian oceans. Biophysically, the coastline of the Western Cape consists of sandy beaches interspersed with occasional rocky outcrops, headlands and wave-cut platforms. The biggest drivers of the high levels of marine biodiversity and endemism in the Western Cape are the prevailing cold Benguela and warm Agulhas currents, which provide varied and rich habitats that support a large and nationally significant commercial fishing industry (DEADP, 2013). In addition, the interaction between these currents and the location of the province in the mid-latitudes, results in a mild Mediterranean climate for the province (DEADP, 2013) where biodiversity is pronounced and coastal, estuarine and marine areas are characterised by varied habitat types.

Testament to the habitat variability and high levels of use and multiple pressures on coastal resources in the Western Cape, critically endangered marine habitats are distributed along the West Coast nearshore, Garden Route and Overberg offshore areas, as well as on the continental shelf edge of the Western Cape. Coastal development has been identified as the biggest pressure on coastal ecosystems, while fishing is the biggest pressure that affects most inshore and offshore ecosystems (DEADP, 2013).

Terrestrial vegetation types are also under pressure in the Western Cape, with 30 % of the vegetation types that occur there categorised as threatened, over 80% of inland wetland and estuarine

ecosystem types, and over 60% of river and seashore ecosystem types are listed as threatened, according to the NBA 2018. Estuarine habitats show the signs of increasing pressure in the Western Cape through levels of habitat modification, where nearly 70 % of estuaries display high or medium levels of modification. Furthermore, climate change impacts such as reduced rainfall amongst others could further degrade the health of estuaries.

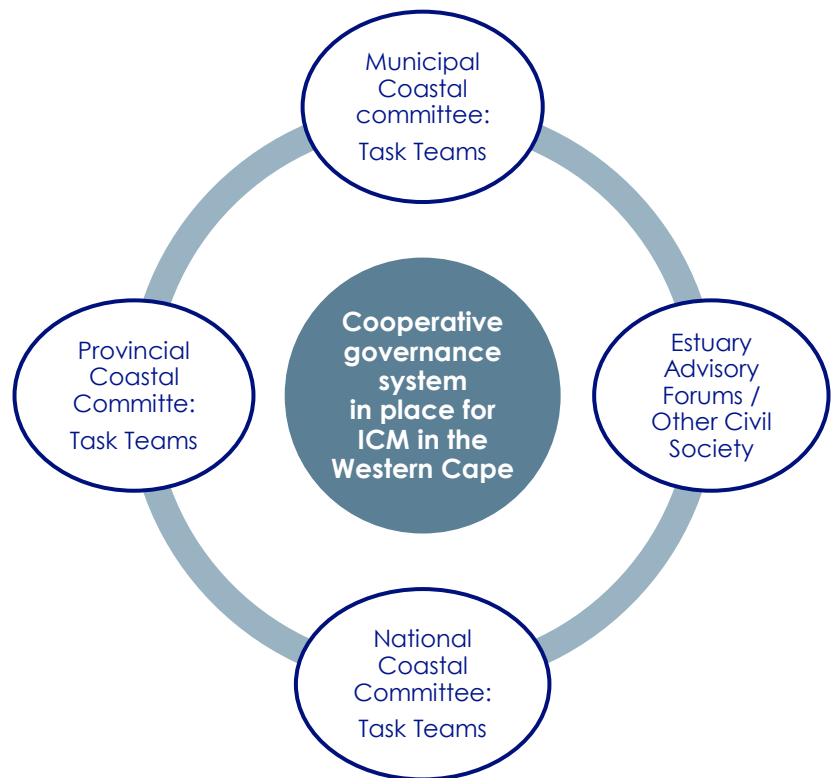
Given that the majority of South Africa's fishing industry is concentrated in the Western Cape, this pressure is particularly acute along the coastline under the jurisdiction of the Western Cape. The effects on coastal resources are visible through declining marine resources stocks, changes to marine species assemblages, water pollution and alteration of the natural coastal processes such as longshore sand transportation (DEA&DP, 2013).

In terms of conservation and protection of national coastal and marine biodiversity, significant progress has been made through the declaration of 20 new Marine Protected Areas, in 2019, improving the overall percentage of marine habitat protection to 5 % (NBA, 2019).

In the face of a changing global climate and the presence of naturally dynamic coastal processes, the safety of settled coastal areas in the Western Cape is increasingly compromised by marine storm surges, terrestrial flooding, shifting dunes and coastal erosion events. This is further evident in the increasing response by government and coastal stakeholders and the development and implementation of management tools, such as CMPs, Coastal Management Lines (CMLs), EMPs and the continued involvement and function of various coastal governance forums in the Western Cape.

**3.1.4. Institutional environment and coastal governance**

Integrated coastal management is the policy framework within which management of South Africa's coast takes place. In general terms, the purpose of ICM is to ensure that the development and use of natural resources in the coastal zone is socially and economically justifiable, as well as being ecologically sustainable. Aligned with this approach, the NEM: ICMA is the first legal instrument of its kind in South Africa, dedicated to managing the coastline in an integrated fashion and ensuring the sustainable use of the coast's natural resources. It is also intended to raise public awareness of the complexities of the coastal area, thereby promoting active participation in coastal management. The NEM: ICMA places great emphasis on the benefit



**Figure 3 Cooperative governance system in place for ICM in the Western Cape**

of cooperation and shared management responsibilities between all three spheres of government, civil society, non-governmental organisations, conservation authorities and other stakeholders in the coastal area. This is the essence of coastal governance.

ICM in South Africa is supported through well-established governance structures at all spheres. These are necessary to enable transversal and integrated action that allows government and civil society to communicate and contribute to shared coastal management objectives. These governance arrangements are made at national, provincial and municipal government levels in the establishment of coastal committees. Figure 3 provides for a process flow on the interactions between these committees.

### 3.2. The vision and mission statement for the Western Cape Coast

The vision and mission statements of the 2016 PCMP were reviewed and proposed to remain largely unchanged, with only compliance promotion as an additional input. The current vision and mission reflect a greater recognition of the unique integral values of the coast and place more focus on the need for collaboration in coastal management activities. The Vision and Mission in keeping with Western Cape Policy as detailed in section 1.2, is:

#### The Vision

Our celebrated Western Cape Coast for life, for all, forever!

#### Mission Statement

The health, productivity and diversity of natural systems and unique sense of place and diverse cultural heritage of the coast are protected and promoted in a spirit of stewardship, caring and shared responsibility.

The Western Cape coast is diverse, rich, unique and resilient and is respected and celebrated.

The inherent value of the coast is equitably and sustainably unlocked by optimising access, livelihoods and economic and social benefits.

The coast and its inhabitants are recognised as valuable assets and nurtured through compliance promotion and enabling, innovative, integrated, cooperative and adaptive management interventions.

#### 3.2.1. Guiding principles for the management of the Western Cape Coast

Guiding principles for the management of the Western Cape Coast, which emanate from the national environmental management principles set out in Section 2 of the NEMA, are proposed to guide planning, management and decision making in the coastal zone. Applicable principles, as well as the NEMA principles, are therefore defined in Table 7: Guiding principles for management of the Western Cape coast.

These principles as set out in Table 7 must be applied in a balanced manner and implementation should promote the conservation, protection or sustainable development of the coastal environment. The complexity of decision making in the coastal environment does, however, need to be acknowledged and therefore, only those principles or objectives relevant to the decision or action contemplated must be applied.

Table 7 Guiding principles for management of the Western Cape coast

Principles applicable to integrated management of Western Cape coast
<b>NEMA: As per Chapter 1 of NEMA 107 of 1998 the following principles apply:</b>
(2) Environmental management must place people and their needs at the forefront of its concern, and serve their physical, psychological, developmental, cultural and social interests equitably.
(3) Development must be socially, environmentally and economically sustainable.
(4)(a) Sustainable development requires the consideration of all relevant factors including the following: <ul style="list-style-type: none"> <li>(i) That the disturbance of ecosystems and loss of biological diversity are avoided, or, where they cannot be altogether avoided, are minimised and remedied;</li> <li>(ii) that pollution and degradation of the environment are avoided, or, where they cannot be altogether avoided, are minimised and remedied;</li> <li>(iii) that the disturbance of landscapes and sites that constitute the nation's cultural heritage is avoided, or where it cannot be altogether avoided, is minimised and remedied;</li> <li>(iv) that waste is avoided, or where it cannot be altogether avoided, minimised and re-used or recycled where possible and otherwise disposed of in a responsible manner;</li> <li>(v) that the use and exploitation of non-renewable natural resources is responsible and equitable, and takes into account the consequences of the depletion of the resource;</li> <li>(vi) that the development, use and exploitation of renewable resources and the ecosystems of which they are part do not exceed the level beyond which their integrity is jeopardised;</li> <li>(vii) that a risk-averse and cautious approach is applied, which takes into account the limits of current knowledge about the consequences of decisions and actions; and</li> <li>viii) that negative impacts on the environment and on people's environmental rights be anticipated and prevented, and (where they cannot be altogether prevented, are minimised and remedied.</li> </ul>
(b) Environmental management must be integrated, acknowledging that all elements of the environment are linked and interrelated, and it must take into account the effects of decisions on all aspects of the environment and all people in the environment by pursuing the selection of the best practicable environmental option.
(c) Environmental justice must be pursued so that adverse environmental impacts shall not be distributed in such a manner as to unfairly discriminate against any person, particularly vulnerable and disadvantaged persons.
(d) Equitable access to environmental resources, benefits and services to meet basic human needs and ensure human well-being must be pursued and special measures may be taken to ensure access thereto by categories of persons disadvantaged by unfair discrimination.
(e) Responsibility for the environmental health and safety consequences of a policy, programme, project, product, process, service or activity exists throughout its life cycle.
(f) The participation of all interested and affected parties in environmental governance must be promoted, and all people must have the opportunity to develop the understanding, skills and capacity necessary for achieving equitable and effective participation, and participation by vulnerable and disadvantaged persons must be ensured.

**Principles applicable to integrated management of Western Cape coast**

- (g) Decisions must take into account the interests, needs and values of all interested and affected parties, and this includes recognising all forms of knowledge, including traditional and ordinary knowledge.
- (h) Community wellbeing and empowerment must be promoted through environmental education, the raising of environmental awareness, the sharing of knowledge and experience and other appropriate means.
- (i) The social, economic and environmental impacts of activities, including disadvantages and benefits, must be considered, assessed and evaluated, and decisions must be appropriate in the light of such consideration and assessment.
- (j) The right of workers to refuse work that is harmful to human health or the environment and to be informed of dangers must be respected and protected.
- (k) Decisions must be taken in an open and transparent manner, and access to information must be provided in accordance with the law.
- (l) There must be intergovernmental co-ordination and harmonisation of policies, legislation and actions relating to the environment.
- (m) Actual or potential conflicts of interest between organs of state should be resolved through conflict resolution procedures.
- (n) Global and international responsibilities relating to the environment must be discharged in the national interest.
- (o) The environment is held in public trust for the people, the beneficial use of environmental resources must serve the public interest and the environment must be protected as the people's common heritage.
- (p) The costs of remedying pollution, environmental degradation and consequent adverse health effects and of preventing, controlling or minimising further pollution, environmental damage or adverse health effects must be paid for by those responsible for harming the environment.
- (q) The vital role of women and youth in environmental management and development must be recognised and their full participation therein must be promoted.
- (r) Sensitive, vulnerable, highly dynamic or stressed ecosystems, such as coastal shores, estuaries, wetlands, and similar systems require specific attention in management and planning procedures, especially where they are subject to significant human resource usage and development pressure.

**Batho Pele Principles**

<b>Access</b>	Offering integrated service delivery
<b>Openness and Transparency</b>	Creating a culture of collaboration
<b>Consultation</b>	Listening to customer problems
<b>Redress</b>	Apologizing when necessary
<b>Courtesy</b>	Service with a smile



<b>Principles applicable to integrated management of Western Cape coast</b>	
<b>Service Standards</b>	Anticipating customer needs
<b>Information</b>	Going beyond the call of duty
<b>Value for money</b>	Delivering solutions
<b>Guiding principles extracted from the NCMP 2014</b>	
<b>National Asset</b>	The coast must be retained as a national asset, with public rights to access and benefit from the opportunities provided by coastal resources.
<b>Economic Development</b>	Coastal economic development opportunities must be optimised to meet society's needs and to promote the wellbeing of coastal communities.
<b>Social Equity</b>	Coastal management efforts must ensure that all people, including future generations, enjoy the rights of human dignity, equality and freedom.
<b>Ecological Integrity</b>	The diversity, health and productivity of coastal ecosystems must be maintained and, where appropriate, rehabilitated.
<b>Holism</b>	The coast must be treated as a distinctive and indivisible system, recognising the interrelationships between coastal users and ecosystems, and between the land, sea and air.
<b>Risk Aversion &amp; Precaution</b>	Coastal management efforts must adopt a risk averse and precautionary approach under conditions of uncertainty.
<b>Accountability &amp; Responsibility</b>	Coastal management is a shared responsibility. All people must be held responsible for the consequence of their actions, including financial responsibility for negative impacts.
<b>Duty of Care</b>	All people and organisations must act with due care to avoid negative impacts on the coastal environment and coastal resources.
<b>Integration &amp; Participation</b>	A dedicated, co-ordinated and integrated coastal management approach must be developed and conducted in a participatory, inclusive and transparent manner.
<b>Cooperative Governance</b>	Partnerships between government, the private sector and civil society must be built in order to ensure co-responsibility for coastal management and to empower stakeholders to participate effectively.
<b>Differentiated Approach</b>	Recognising that the implementation of integrated coastal management is contextual. While a generic standardised management framework is important, mechanisms of implementation cannot be rigid ("fit-for-all").
<b>Adaptive Management Approach</b>	Incrementally adjusting practices based on learning through common sense, experience, experimenting, and monitoring ("learning-by-doing").



Berg Estuary – Zanele Jam-Jam

## 4. THE IMPORTANCE OF COASTAL MANAGEMENT PROGRAMMES

In the 2004 PCMP, ICM is "...largely a governance process rather than a technical endeavour. Integrated coastal management is about defining, balancing and applying societal values to the use of resources, and trying to modify human behaviour rather than exclusively identifying technical problems then applying technical solutions to them..." ( WCG, 2004).

Implementation of the inaugural programme was focussed on setting up governance processes and institutional arrangements, in some instances with greater success than others. All the coastal District Municipalities have established Municipal Coastal Committees (MCCs) that meet on a quarterly basis. Participation at these MCCs must be actively encouraged to strengthen coordination and the effectiveness of cooperative governance. While the 2004 programme was goal and strategy driven and the 2016 PCMP was priority action-orientated within a strategic context, the 2022 -2027 PCMP aims to further build and expand on opportunities and partnerships in achieving the priority actions and objectives.

### ICM Act requirements of a PCMP

- (1) A PCMP must—
- (a) be a provincial policy directive for the management of the coastal zone in the province
  - (b) provide for an integrated, coordinated and uniform approach to coastal management in the province; and
  - (c) be consistent with—
    - (i) the NCMP and
    - (ii) the national estuarine management protocol.
- (2) A PCMP must include—
- (a) a vision for the management of the coastal zone in the province, including the sustainable use of coastal resources
  - (b) the coastal management objectives for the coastal zone in the province and for specific parts of the coastal zone
  - (c) priorities and strategies—
    - (i) to achieve the coastal management objectives of the province
    - (ii) to assist in the achievement of the national coastal management objectives as applicable in the province
    - (iii) to develop estuarine management plans for estuaries in the province; and
  - (d) performance indicators to measure progress with the achievement of those objectives.
- (3) A PCMP may include a programme of projected expenditure and investment by the provincial government in order to implement the PCMP.

(Source: ICM Act)

#### 4.1. Role and purpose of this Provincial Coastal Management Programme

The Western Cape PCMP fits within a framework of coastal management programmes (CMPs) that, according to the NEM: ICMA, must be developed both nationally and for all municipalities and provinces with coastal borders. The PCMP must be in line with the NCMP and the National Estuarine Management Protocol, whilst municipal CMPs (developed at the metro or district municipal level or at local municipal level in consultation with the district municipal level) must in turn be consistent with the relevant PCMP and NCMP. The NCMP is intended to provide a policy directive for coastal management on a national level, while provincial and municipal CMPs are intended to provide for coastal management on a regional and local level, respectively. Whereas the NCMP has a largely strategic focus, the PCMP should be equally strategically focused while enabling implementation (DEA, 2012). The requirements for the development of a PCMP are set out in Section 47 of the NEM: ICMA and are further expanded upon in the draft DEA Guideline for the development of CMPs.

The Western Cape PCMP strives to provide a uniform approach to coastal management within the province, ensuring consistency with the NCMP and National Estuarine Management Protocol. The Western Cape PCMP maintains synergy with national goals and objectives in the provincial outcomes, provide guidance on the alignment of municipal outcomes and collate provincial needs and issues to formulate priorities, action plans and strategies.

#### 4.2. Outcomes of this Provincial Coastal Management Programme

This PCMP updates and builds on the 2016 Western Cape PCMP and incorporates updated provincial policies and direction applicable to the Western Cape coastal zone. It provides an updated, coherent, integrated and coordinated framework and directive for coastal management and decision-making, as per the NEM: ICMA legislative requirements. It provides an updated vision for the Western Cape Coast, taking cognisance of national principles, provincial priorities and identifies priority areas for implementation with accompanying objectives and implementable and measurable required actions. It further prioritises management guidelines to manage and utilise coastal resources and identifies research priorities.





Klein Brak river– Cape Nature, Keith Spencer

## 5. PRIORITIES FOR COASTAL MANAGEMENT

### 5.1. Introduction

This section details the incorporation and alignment with existing plans and identifies provincial priorities in response to burning issues raised. It sets out the goals, objectives, strategies and actions required, and provides direction for achieving the vision and mission of sustainable coastal development through integrated coastal management in the Western Cape. It also identifies measurable indicators to assess performance in respect to the achievement of the goals identified.

### 5.2. Strategic alignment with super-ordinate strategies and plans

Applicable existing plans and strategies have been reviewed and expanded upon in section 1.2. A synopsis is provided below in respect to key issues of international, national, provincial and local relevance to this PCMP.

**Table 8 Key issues of relevance to the Western Cape PCMP abstracted from existing international plans and strategies**

SUSTAINABLE DEVELOPMENT GOALS 2015 - 2030
<p><b>15-year plan</b></p> <p><b>Relevant SDG Goals to Coastal Management</b></p> <ul style="list-style-type: none"> <li>• End poverty in all its forms everywhere</li> <li>• Conserve and sustainably use the oceans, seas and marine resources for sustainable development</li> <li>• Ensure availability and sustainable management of water.</li> </ul>
<p><b>Relevant indicators</b></p> <ul style="list-style-type: none"> <li>• Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable</li> <li>• By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters.</li> <li>• Create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions</li> <li>• By 2025, prevent and significantly reduce marine pollution of all kinds, in particular from land-based activities, including marine debris and nutrient pollution</li> <li>• By 2020, sustainably manage and protect marine and coastal ecosystems to avoid significant adverse impacts, including by strengthening their resilience, and take action for their restoration in order to achieve healthy and productive oceans</li> <li>• By 2020, conserve at least 10 per cent of coastal and marine areas, consistent with national and international law and based on the best available scientific information</li> <li>• Provide access for small-scale artisanal fishers to marine resources and markets</li> <li>• By 2020, protect and restore water-related ecosystems, including mountains, forests, wetlands, rivers, aquifers and lakes</li> </ul>
<p><b>Key themes relevant to the South African context</b></p> <ul style="list-style-type: none"> <li>• Promoting conservation</li> <li>• Securing ecologically sustainable development.</li> <li>• Promoting justifiable economic and social development.</li> <li>• War on poverty</li> <li>• Enhancement of social protection</li> <li>• Estuarine management</li> </ul>

**Table 9 Key issues of relevance to the Western Cape PCMP abstracted from existing national plans and strategies**

MEDIUM TERM STRATEGIC FRAMEWORK 2019 -2024	2030 NATIONAL DEVELOPMENT PLAN	NATIONAL SPATIAL DEVELOPMENT FRAMEWORK
<p>MTSF 2019-2024 aims to address the challenges of unemployment, inequality and poverty through three pillars:</p> <ol style="list-style-type: none"> <li>1. Achieving a more capable state</li> <li>2. Driving a strong and inclusive economy</li> <li>3. Building and strengthening the capabilities of South Africans</li> </ol> <p><b>Priorities include:</b></p> <ul style="list-style-type: none"> <li>• A capable, ethical and developmental state</li> <li>• Economic transformation and job creation</li> <li>• Education, skills and health. Consolidating the social wage through reliable and quality basic services</li> <li>• Spatial integration, human settlements and Local Government</li> <li>• Social cohesion and safe</li> </ul>	<p><b>Key issues</b></p> <ul style="list-style-type: none"> <li>• Economic Reconstruction and Recovery</li> <li>• Job creation</li> <li>• Education</li> <li>• Health</li> <li>• Rural development</li> <li>• Fighting crime</li> <li>• Gender-based violence</li> <li>• Land reform</li> <li>• Anti-corruption</li> <li>• Government and opportunities for youth</li> <li>• National Development Plan 2030</li> <li>• National Infrastructure Plan</li> <li>• The New Growth Path - policy aimed at enhancing growth, employment creation and equity.</li> <li>• Industrial Policy Action Plan</li> <li>• Resolving the energy challenge</li> <li>• The outcomes approach - Cabinet-approved approach to</li> </ul>	<p><b>The NSDF</b> speaks to the multitude of needs and challenges facing the country, their underlying causes, and the factors inhibiting change, and provides detailed guidance on responding to all of these. Priority actions for the next five-year cycle relate to process and institutional arrangements, policy-level agreement and developmental interventions. Matters for Further Attention and/or Engagement include:</p> <ul style="list-style-type: none"> <li>• The development of norms and standards to further the aims of the NDP and the implementation of the NSDF;</li> <li>• Guidelines on (1) the consideration of spatial planning in land reform processes, and (2) post-land reform development strategies;</li> <li>• The preparation of clear,</li> </ul>



MEDIUM TERM STRATEGIC FRAMEWORK 2019 -2024	2030 NATIONAL DEVELOPMENT PLAN	NATIONAL SPATIAL DEVELOPMENT FRAMEWORK
<p>communities</p> <ul style="list-style-type: none"> <li>• A better Africa and world</li> <li>• Spatial Integration, Human Settlements and Local Government: Environmental management and climate change</li> <li>• Four interrelated outcomes:                             <ul style="list-style-type: none"> <li>— GHG emission reduction.</li> <li>— Municipal preparedness to deal with climate change</li> <li>— A just transition to a low carbon economy.</li> <li>— Improved ecological infrastructure.</li> </ul> </li> </ul>	<p>service delivery</p> <ul style="list-style-type: none"> <li>• Government opinion pieces on current issues</li> <li>• Local Government Elections 2016</li> <li>• Elections 2014</li> <li>• 20 years of freedom and democracy (2014)</li> </ul>	<p>integrated and multi-sectoral policy guidance around fossil fuel energy generation and related fossil fuel extraction, transitioning to a low-carbon economy as per Chapter 5 of the NDP, and working towards the achievement of National climate change reduction targets, for example the targets set in South Africa's Nationally Determined Contribution (NDC) under the Paris Agreement;</p> <ul style="list-style-type: none"> <li>• The relation of the MPRDA to (1) SPLUMA in general, and (2) the NSDF, PSDFs, RSDFs and MSDFs in particular;</li> <li>• The role of SPLUMA in the guiding of infrastructure investment in the context of the Infrastructure Act, 2014 and the Government Immovable Asset Management Act, 2007;</li> <li>• The mainstreaming of gender and social inclusion in spatial planning at all scales, and the nuanced data/spatial information input required to support and enable this;</li> <li>• The role of traditional authorities in championing and furthering the National spatial development vision and development objectives as set out in the NSDF;</li> <li>• The identification of 'regional development anchors' and 'rural service towns' as provided for in the NSDF's 'regional-rural model', through joint, collaborative intergovernmental engagement and multi-stakeholder consultation; and</li> <li>• The (1) relationship between National Spatial Development Planning and Marine Spatial Planning and (2) ways by which the two can be coordinated, harmonised, and aligned.</li> </ul>

2014 NATIONAL STRATEGY FOR SUSTAINABLE DEVELOPMENT	2014 NATIONAL CMP	OUTCOME 10:
<ul style="list-style-type: none"> <li>• Five year revolving strategy, action plan and interventions</li> <li>• Strategic priorities</li> <li>• Enhancing systems for integrated planning and implementation</li> <li>• Sustaining our ecosystems and using natural resources efficiently</li> <li>• Towards a green economy</li> </ul>	<p>The overall goal of Integrated Coastal Management is to improve the quality of life of human communities who depend on coastal resources while maintaining the biological diversity and productivity of coastal ecosystems. It is a process that unites government and the community, science and management, sectoral and public interests in preparing and implementing</p>	<p><b>Environmental assets and natural resources that are well protected and continually enhanced:</b></p> <p><b>Output 1:</b> Enhanced quality and quantity of water resources</p> <p><b>Output 2:</b> Reduced greenhouse gas emissions, climate change impacts and improved air/atmospheric quality</p> <p><b>Output 3:</b> Sustainable environmental</p>

2014 NATIONAL STRATEGY FOR SUSTAINABLE DEVELOPMENT	2014 NATIONAL CMP	OUTCOME 10:
<ul style="list-style-type: none"> <li>• Building sustainable communities</li> <li>• Responding effectively to climate change</li> </ul>	<p>an integrated plan for the protection and development of coastal ecosystems and resources.</p> <p>Priority areas include:</p> <ul style="list-style-type: none"> <li>• Effective planning for coastal vulnerability to global change (including climate change)</li> <li>• Ensuring equitable public access in the coastal zone</li> <li>• Integrating the management of estuaries</li> <li>• Managing pollution in the coastal zone</li> <li>• Establishing coastal monitoring and reporting systems to inform decision-making</li> <li>• Establishing mechanisms for effective compliance and enforcement</li> <li>• Provision of coastal information and research</li> <li>• Strengthening awareness, education and training to build capacity</li> <li>• Strengthening partnerships for ICM</li> </ul>	<p>management</p> <p>4. <b>Output 4:</b> Protected biodiversity</p> <p>Measures specific to the Department of Agriculture, Forestry and Fisheries:</p> <ul style="list-style-type: none"> <li>• The total area (about 1 million square km) of the Exclusive Economic Zone (EEZ) in which fishing and any form of harvesting and extraction is prohibited will be increased from less than 1% to 3% offshore. Clear targets set for the number of kilometres of coast to be cleaned and rehabilitated</li> <li>• To protect ecosystems and threatened species and rebuild stocks, Ecosystem Approach to Fisheries (EAF) management system and recovery strategies will be implemented to ensure the recoveries of 10% of hake, abalone and rock lobster stocks from the current levels by 2014.</li> </ul>

MARINE SPATIAL PLANNING ACT		
<p>Marine Spatial Planning Act No.16 of 2018 provides for:</p> <ul style="list-style-type: none"> <li>• framework for marine spatial planning in South Africa</li> <li>• development of marine spatial plans</li> <li>• institutional arrangements for the implementation of marine spatial plans</li> <li>• governance of the use of the oceans by multiple sectors other matters connected therewith</li> </ul>		

Table 10 Key issues of relevance to the Western Cape PCMP abstracted from existing provincial plans and strategies

ONE CAPE 2040	WESTERN CAPE PROVINCIAL STRATEGIC PLAN 2019 -2024
<p><b>Thirty- year Plan</b></p> <p><b>Vision &amp; priority actions</b></p> <ul style="list-style-type: none"> <li>• High skills, connected and collaborative &amp; innovation driven</li> <li>• Resource efficient &amp; resilient</li> <li>• An inclusive and competitive economy</li> <li>• High employment rate &amp; growing incomes</li> <li>• Improved quality of life overcoming legacy issues</li> <li>• Responsive to environmental risks</li> </ul> <p><b>Priority actions</b></p>	<p><b>The Provincial Strategic Plan (PSP)</b> sets out the Western Cape Government's (WCG) vision and strategic priorities. The PSP 2019-2024 builds on the firm foundations that were put in place during the last two terms of office.</p> <p><b>Vision-Inspired Priorities (VIP):</b></p> <ul style="list-style-type: none"> <li>• Safe and cohesive communities</li> <li>• Growth and Jobs</li> <li>• Empowering People</li> <li>• Mobility and Spatial Transformation</li> <li>• Innovation and Culture</li> </ul>

ONE CAPE 2040	WESTERN CAPE PROVINCIAL STRATEGIC PLAN 2019 -2024
<ul style="list-style-type: none"> <li>• Transition from a dirty to a clean economy is paramount</li> <li>• Safe and efficient public transport and embracing of non-motorised transport</li> <li>• Energy security from renewable sources</li> <li>• Upgrading low income rental stock, gap housing and private-sector driven integrative efforts</li> <li>• Consciously empowered community leaders are required</li> <li>• Enhance municipal service delivery in poor settlements</li> </ul>	<p>To realise the intended impact of these priorities calls for a committed and capacitated workforce ready to do things in a different way. This VIP focusses on both the provincial and municipal spheres of government and is based on the Joint District Approach and the Whole of Society Approach, which create shared spaces to mobilise resources, knowledge, and creativity with the private sector and civil society.</p>

WESTERN CAPE PROVINCIAL RECOVERY PLAN	2014 WESTERN CAPE PROVINCIAL SPATIAL DEVELOPMENT FRAMEWORK
<p>The Recovery Plan is based on four themes:</p> <p><b>COVID RECOVERY:</b> The pandemic is still with us; existing health measures must continue, and new ones put in place, and we must also deal with the secondary impacts of COVID-19 on the delivery of health services.</p> <p><b>JOBS:</b> The economic impact of COVID-19 has been severe. We can only recover if our economy grows and our citizens generate income.</p> <p><b>SAFETY:</b> This is the overarching theme for the Provincial Strategic Plan, and it is equally relevant going forward. It is inextricably linked with Wellbeing, as Safety cannot be achieved if basic human needs are not met.</p> <p><b>WELLBEING:</b> Government must ensure that the basic human needs of our citizens are realised, as guaranteed in the Constitution.</p>	<p><b>Five - year plan</b></p> <p><b>Transversal planning tool and Western Cape spatial agenda</b></p> <p><b>Spatial Goals</b></p> <ul style="list-style-type: none"> <li>• More inclusivity, productivity, competitiveness and opportunities in urban and rural space-economies</li> <li>• Better protection of spatial assets (e.g., cultural and scenic heritage landscapes and strengthen resilience of natural and built environments</li> <li>• Improved effectiveness in the governance of its urban and rural areas</li> </ul> <p><b>Spatial Vision</b></p> <ul style="list-style-type: none"> <li>• Educating Cape</li> <li>• Working Cape</li> <li>• Green Cape</li> <li>• Connecting Cape</li> <li>• Living Cape</li> <li>• Leading Cape</li> </ul> <p><b>Spatial Framework and Themes</b></p> <ul style="list-style-type: none"> <li>• Sustainable use of the Western Cape's spatial assets</li> <li>• Opening-up opportunities in the provincial space-economy</li> <li>• Developing integrated and sustainable settlements</li> </ul>

WESTERN CAPE CLIMATE CHANGE RESPONSE STRATEGY – VISION 2050: A VISION FOR A RESILIENT WESTERN CAPE	STATE OF ENVIRONMENT OUTLOOK REPORT FOR THE WESTERN CAPE PROVINCE 2018
<p>The Western Cape Climate Change Response Strategy is being revised to adjust the provincial response to the unfolding climate emergency, and the need for a just transition to a low-carbon and climate resilient economy. The aspiration is to be a net zero emissions province by 2050, resulting in a resilient economy and society that will thrive despite the shocks and stresses posed by climate change.</p> <p>The strategy is centred on <b>four Guiding Objectives</b> defining the direction of climate change response action for the region, with corresponding targets and actions:</p> <ul style="list-style-type: none"> <li>• Effective response to the climate emergency</li> <li>• An equitable and inclusive transition to net zero emissions by 2050</li> <li>• Investment in natural capital to reduce climate risks and increase socio-economic resilience</li> <li>• Exemplary governance to a just and inclusive transition</li> </ul>	<p>The SOER 2018 describes the current state of the coastal zone in the Western Cape and interpret the environmental changes that are evident along the coastline.</p> <p>A selected number of key indicators have been included in the document, based on the indicators used in the 2013 SOEOR and additional key indicators identified through the SOCR study which will inform future iterations of the SOEOR.</p> <p><b>Pressures:</b></p> <ul style="list-style-type: none"> <li>• Human settlements and increased water demand</li> <li>• Tourism</li> <li>• Resource extraction (legal and illegal) and use (living resources; off road driving; mining etc.)</li> <li>• Climate change</li> </ul>

WESTERN CAPE CLIMATE CHANGE RESPONSE STRATEGY – VISION 2050: A VISION FOR A RESILIENT WESTERN CAPE	STATE OF ENVIRONMENT OUTLOOK REPORT FOR THE WESTERN CAPE PROVINCE 2018
<p>A <b>climate resilient coastline</b> is envisaged, which is strongly supported by functional coastal ecosystem services. Coastal resilience will protect people and infrastructure from extreme natural events and sea level rise and enhance the economic value of the coast.</p> <p>Specifically, <b>reducing coastal risks and public liability</b> through the implementation of coastal management lines in spatial planning, and managed coastal retreat where necessary, is seen as part of the response to the global Climate Emergency.</p>	<p><b>Critical areas for action:</b></p> <ul style="list-style-type: none"> <li>• Implement key coastal management plans and estuary management plans</li> <li>• Protect sensitive marine and estuarine ecosystems</li> <li>• Development of sustainable coastal livelihoods programme</li> <li>• Extend Blue Flag beach programme</li> <li>• Designate coastal access land/strips where equitable and sustainable access is required</li> <li>• Institutional strengthening across all spheres of government to enable effective coastal and estuary management including compliance and enforcement</li> <li>• Co-ordinated monitoring of estuarine and coastal environment</li> </ul>

2019 GREEN ECONOMY INDICATOR REPORT
<p><b>This report aims to:</b></p> <ul style="list-style-type: none"> <li>• Provide stakeholders with a solid basis for assessing the Western Cape Government’s work in the Green Economy; and</li> <li>• Contextualise the WCG policy and strategy response to the Green Economy.</li> <li>• The report:</li> <li>• Identifies the Green Economy issues that are most material to the Western Cape, focusing on the role for provincial government specifically; and</li> <li>• Prioritises report topics in line with the Green is Smart Strategy Framework and the Western Cape Green Economy Indicators</li> </ul> <p><b>Green Economy interventions over the last three-year period include:</b></p> <ul style="list-style-type: none"> <li>• Green Economy Coordination</li> <li>• The Provincial Biodiversity Economy Strategy (PBES)</li> <li>• Economic Water Resilience</li> <li>• Financial Mechanisms and Models Toward Improving Economic Water Resilience Project Implementation Plan</li> <li>• Energy security and Smart-Grids</li> <li>• Smart Procurement Programme (SPP)</li> <li>• Sustainable Infrastructure Development and Finance Facility (SIDAFF)</li> </ul>

**Table 11 Key issues of relevance to the Western Cape PCMP abstracted from existing local plans and strategies**

2014 CITY OF CAPE TOWN COASTAL MANAGEMENT PROGRAMME	2016 OVERBERG DISTRICT MUNICIPAL COASTAL MANAGEMENT PROGRAMME
<p>Programmatic approach consisting of operational guidelines: Single document with individual chapters dedicated to specific aspects to allow easy review/updating</p> <p>Includes:</p> <ul style="list-style-type: none"> <li>• Policy and principles;</li> <li>• Institutional accountability and responsibility;</li> <li>• Legislative components; and</li> <li>• Specific management and operational procedures, for example:             <ul style="list-style-type: none"> <li>— Coastal and Sea Defence Decision Framework</li> <li>— Marine and Environmental Law Enforcement Strategy</li> <li>— Large Marine Animal Stranding Protocol</li> <li>— Shark Safety</li> <li>— Blue Flag</li> <li>— Trek-net Fishing Protocol</li> <li>— Dune Management</li> </ul> </li> </ul>	<p><b>Five- year plan</b> Includes a vision and coastal management objectives per identified priority area</p> <ul style="list-style-type: none"> <li>• Nine priority areas were identified with respective overarching goals, namely:</li> <li>• Facilitation of Coastal Access</li> <li>• Compliance &amp; Enforcement</li> <li>• Estuaries</li> <li>• Land and Marine-based Sources of Pollution &amp; Waste</li> <li>• Cooperative Governance &amp; Local Government Support</li> <li>• Climate Change, Dynamic Coastal Processes &amp; Building Resilient Communities</li> <li>• Natural Capital &amp; Resource Management Social, Economic &amp; Development Planning</li> <li>• Education &amp; Capacity Building</li> </ul> <p>Implementation Strategies have been developed</p>

2014 CITY OF CAPE TOWN COASTAL MANAGEMENT PROGRAMME	2016 OVERBERG DISTRICT MUNICIPAL COASTAL MANAGEMENT PROGRAMME
<ul style="list-style-type: none"> <li>— Coastal Signage and Information</li> <li>— Coastal Cleaning Protocol</li> <li>— Coastal Monitoring Programme</li> <li>— Education, Awareness, and Training</li> <li>— City of Cape Town Events Policy</li> </ul>	according to each priority area and involved identification of specific actions, activities or projects, role-players, estimated budget requirements, priority rating and indicators towards effective management intervention.

SECOND GENERATION WEST COAST COASTAL MANAGEMENT PROGRAMME 2019 – 2024	2021 DRAFT REVIEWED GARDEN ROUTE DISTRICT COASTAL MANAGEMENT PROGRAMME
<p><b>Five- year plan</b> Includes a vision, objectives, strategies, priorities and performance indicators</p> <ul style="list-style-type: none"> <li>• Strategies and associated actions grouped according to themes:</li> <li>• Cooperative governance and institutional arrangements</li> <li>• Facilitation of coastal access</li> <li>• Coastal planning and development</li> <li>• Compliance, monitoring and enforcement</li> <li>• Estuary management</li> <li>• Natural resource management</li> <li>• Heritage resource management</li> <li>• Pollution control and management</li> <li>• Socio-economic development</li> <li>• Awareness, education, training, capacity building and information</li> <li>• These actions have been developed based on the Situational Analysis and stakeholder consultation.</li> </ul>	<p><b>Five-year plan</b> Includes a vision and coastal management objectives</p> <p>Coastal management action plans include: Management strategies for:</p> <ul style="list-style-type: none"> <li>• public access</li> <li>• Infrastructure, Spatial Planning and Development</li> <li>• Biodiversity, Protection and Enhancement</li> <li>• Heritage resources management</li> <li>• Disaster Management</li> <li>• Water quality and quantity</li> <li>• Institutional arrangements</li> <li>• Compliance and enforcement</li> <li>• Education and awareness</li> <li>• Economic development</li> <li>• Tourism and recreation</li> <li>• Sustainable livelihoods</li> <li>• Research</li> </ul>

### 5.3. Stakeholder engagement process

Internal departmental engagements as well as engagements with all the district municipal coastal committees, estuary meetings and provincial coastal committee meetings during 2021 assisted in evaluating whether the 2016 PCMP priorities, plans and programmes are still relevant. The review was initiated with a horizon mapping exercise with national and provincial lead agencies for coastal management from KwaZulu-Natal, Eastern Cape, Northern Cape and Western Cape. Following the horizon mapping exercise there were internal engagements with sector departments in the Western Cape Government to identify future plans and programmes within those departments that could be supported by the PCMP. This was followed by engagements with Non-Governmental Organizations (NGOs) such as PLAAS (Institute for Poverty, Land and Agrarian Studies) and Masifundise, as well as Wildlife and Environment Society of South Africa (WESSA) and World Wildlife Fund for Nature (WWFsa) to identify relevant projects and aligned objectives. The PLAAS also assisted in identifying and highlighting gender mainstreaming recommendations for implementation.

An initial draft PCMP was presented to the PCC in the last quarter of the financial year 2021/22 and comments were incorporated into the Draft prepared for PPP. The amended draft WC: PCMP 2022-2027 published for a 30-day commenting period and the comments and responses received will be included in the final draft WC: PCMP 2022-2027.



## 5.4. Priority Areas

The White Paper for Sustainable Coastal Development proposed key themes for action as the implementation framework for CMPs. This approach was adopted for the inaugural version of the Western Cape PCMP in 2004. In line with the structure of the draft Guide to the Development of CMPs in South Africa (DEA, 2012), the implementation framework has been amended to reflect priority areas for implementation for the current ICM cycle. This approach of priority areas and an implementation framework has been incorporated into this amended PCMP. Additionally, the implementation framework was assessed through a gender lens, in order to mainstream gender into PCMP outputs where relevant.

Accordingly, in order to adequately identify ICM priorities and objectives for the Western Cape province, the Department utilised the outcomes and recommendations of the Provincial SOCR as a Situational Analysis Assessment to evaluate the status of the Western Cape coastline. In conjunction with the stakeholder engagement undertaken, the review identified and established the Western Cape priorities for coastal management, as well as the associated coastal management objectives and implementation strategies. The Priority Areas identified have been confirmed through the engagements with stakeholders. The planning aspect has been moved to Priority Area four (4) as this was identified as being more appropriate in terms of contribution to resilient communities and responses to coastal processes and impacts from sea-level rise. Additionally, after further consultation with Heritage Western Cape Priority Area six (6) was amended to specifically address heritage.

Nine priority areas are described below, for further detail on implementation strategies for each priority area, refer to section 6:

### PRIORITY AREAS FOR COASTAL MANAGEMENT

<b>Priority Area 1:</b>	Social and economic development;
<b>Priority Area 2:</b>	Partnership, cooperative governance and local government support;
<b>Priority Area 3:</b>	Facilitation of coastal access;
<b>Priority Area 4:</b>	Climate change, dynamic coastal processes and planning resilient communities;
<b>Priority Area 5:</b>	Land and marine-based sources of pollution and waste;
<b>Priority Area 6:</b>	Natural and cultural heritage resource management;
<b>Priority Area 7:</b>	Estuary management;
<b>Priority Area 8:</b>	Capacity building, advocacy and education;
<b>Priority Area 9:</b>	Compliance, monitoring and enforcement.

### 5.4.1. Priority Area 1: Social and economic development

**Goal: Economic development and work creation opportunities are promoted**

The support, enhancement, or development of mechanisms pursuing social upliftment and economic development in ways that enhance and sustain the value of the coast as a resource, while sustaining the integrity of the coastal environment is a priority. Coastal management interventions primarily focus on job creation through opportunities through the blue economy/Operation Phakisa, including small harbour development, coastal tourism product enhancement and coastal maintenance work creation. Research to deepen the understanding of the value the coast and that support gender equity within the coastal livelihoods space is considered a key objective of supporting coastal livelihoods.

Working with key partners and stakeholders in coastal management is key to strengthen the effectiveness of collectively alleviating poverty and supporting livelihood development within coastal communities.

#### **5.4.2. Priority Area 2: Partnership, cooperative governance and local government support**

**Goal: Promote institutional innovation for cooperative governance in integrated coastal management that advances an inclusive agenda for vulnerable groups**

The coastal environment connects various role-players that represent various sectors, private or public, terrestrial and or coastal waters.

Cooperative governance, as prescribed in the NEM: ICMA requires a coordinated and cooperative approach between various tiers and sectors of government and other stakeholders. Partnerships is considered key to strengthen the effectiveness of achieving desired coastal objectives using combined institutional functions along with key stakeholders.

Coastal committees are therefore seen as a vital integrated platform to address challenges and opportunities between government and other stakeholders with a vested interest in coastal management. The linkages between coastal management and the IDP and Joint District and Metro Approach (JDMA) is also seen as key to ensure effective co-planning co-budgeting and co-implementation between spheres of government therefore promoting co-operative governance in the coastal management space. The establishment of intergovernmental task teams, stakeholder forums and partnerships, focused on challenges, e.g., mining, degradation of Verlorenvlei and the industrial complex in Saldanha Bay enables innovative approaches to problem solving.

#### **5.4.3. Priority Area 3: Facilitation of coastal access**

**Goal: Promote coastal access which is reasonable, equitable and sustainable.**

While the facilitation of coastal access is a municipal function in terms of the NEM: ICMA, the Western Cape Government is a key role-player in building commitment and providing guidance and support to municipalities to allow them to effectively facilitate, implement, maintain and monitor coastal access. This priority area includes ensuring that the public has a reasonable and equitable right of access to the coast and its resources as well as the management of such access.

The Department, in terms of the Western Cape Provincial Coastal Access Strategy and Plan, finalised the Coastal Access Audits for the West Coast, Overberg and Garden Route districts (2019). These audits were conducted in collaboration with both the local and district municipalities and was aimed at identifying areas of conflict, areas where the public currently and historically access the coast, as well as identifying infrastructure requirements to facilitate such public access to the coast.

As municipalities have not designated coastal access land through a by-law, as required in terms of Section 18(1) of the NEM: ICMA, the Department has developed a draft Coastal Access By-law to assist municipalities in this regard. The by-law specifies the process that must be followed by municipalities to designate coastal access land and also sets a framework for the management thereof.

#### **5.4.4. Priority Area 4: Climate change, dynamic coastal processes and planning for resilient communities**

**Goal: Promote resilience to the effects of dynamic coastal processes, environmental hazards and natural disasters through sustainable planning for resilient communities and coastal settlements.**

The vulnerable and sensitive Western Cape coastal zone is increasingly being threatened by increasing demands for development, the exploitation of resources and the effects of global climate change (e.g., wave overtopping, coastal inundation, sea level rise and increase in frequency and magnitude of storm events). Resilience of both the natural and cultural environment and the communities living there is the focus of this priority area which proposes that development is both properly planned and managed to avoid exposure to the significant risks associated with dynamic coastal processes. A uniform response is required to assessing and responding to coastal vulnerability as well as in respect to the rehabilitation of coastal areas. This response needs to address existing development at risk as well as avoiding risk for future development along the coast. This uniform response includes when and where government will consider intervention such as planned retreat or engineering solutions for coastal protection.

#### **5.4.5. Priority Area 5: Land and marine-based sources of pollution and waste**

**Goal: Minimise the impacts of pollution on the coastal environment.**

Coastal areas are particularly vulnerable to the negative impacts of pollution, being the end or collection point in various solid and liquid waste streams. This pollution emanates from both the marine environment, as a result of shipping and commercial fishing activities, and from land-based sources, as a result of effluent discharges, urban stormwater and littering. This priority area aims to minimise the impacts associated with pollution in the coastal environment by proposing and implementing appropriate pollution control, water quality monitoring, water quality improvement interventions, disaster/emergency response planning and co-ordination of activities, supporting the implementation of the Western Cape Sustainable Water Management Plan and waste management measures.

#### **5.4.6. Priority Area 6: Natural and cultural heritage resource management**

**Goal: Ecosystem goods and services and cultural assets are sustained as the basis for coastal economic development and livelihoods.**

The ecosystem goods and services of the Western Cape coastal zone provide a variety of benefits to society, visitors and tourists. It brings together natural and cultural heritage management, land use planning, water management, biodiversity conservation, and the future sustainability of industries like agriculture, mining, tourism, fisheries and forestry. It is therefore critically important that the natural functioning of the coastal ecosystem be allowed to continue to ensure protection of the coastal resources. Further, the rich cultural heritage of the coast needs to be re-discovered and celebrated. Conservation efforts should be aimed at promoting sustainable livelihoods and sustainable utilisation, protection and rehabilitation of ecologically sensitive coastal areas and cultural resources. Cooperative governance and partnerships with conservation agencies and other relevant organizations are vital to ensure success.

#### 5.4.7. Priority Area 7: Estuary management

**Goal:** Co-ordinated and integrated estuarine management optimises the ecological, social and economic value of these systems on an equitable and sustainable basis.

Estuaries, which are under increasing pressure from human activities, modification and degradation, and are considered amongst the most threatened ecosystems in the world. These sensitive, highly productive and diverse ecosystems are of critical importance in the provision of ecological social and economic benefits in the Western Cape. With specific estuarine habitats providing blue carbon sinks, there is an ever-increasing need to protect and restore these complex systems. This priority area focusses on the requirements of the National Estuarine Management Protocol in order to ensure implementation of strategic priorities, EMP implementation and development of new EMPs for improvement of estuarine health in the Western Cape. Innovation-driven problem solving is required in the context of the complex and dynamic estuarine arena and strong linkages with research and academic institutions should assist in informing best practise in estuarine management.

#### 5.4.8. Priority Area 8: Capacity building, advocacy and education

**Goal:** Develop capacity and promote public awareness and education for integrated coastal management.

Coastal management covers a range of aspects that cut across all spheres of government, coastal stakeholders and affects a broad spectrum of individuals that experience and enjoy the coast. It is essential to gain appreciation and support for coastal policy and management through capacity building, advocacy and education. Capacity building is required at all levels, including all spheres of government, stakeholders and civil society. It is essential to recognise the important contributions of partners to achieving aims and promote collaboration between all other relevant role-players. The coordination among relevant government sectors and between government and other stakeholders in the coastal management sectors need to be strengthened. Effective awareness, education and training programmes for all stakeholders will assist in improved coastal governance in South Africa.

#### 5.4.9. Priority Area 9: Monitoring, compliance and enforcement

**Goal:** To monitor the state of the coast and promote compliance with coastal and other regulations.

A final key priority of this PCMP, in keeping with the NCMP, is compliance with and enforcement of the NEM: ICMA and the exploration of new and innovative ways to strengthen capacity and collaboration in respect to compliance, enforcement and monitoring within the coastal zone of the Western Cape. The recently appointed EMIs within the coastal management team of the Department will promote the enforcement of the NEM: ICMA in collaboration with our partners in national, provincial and local government. The baseline for the compliance and enforcement targets will be established within the first two years after the adoption of this amended PCMP.

## 5.6. Performance indicators for monitoring progress on implementation of the PCMP 2022-2027

If used correctly, indicators serve both as a corrective function during the project cycle - enabling timely adjustments - and/or as a guide to structuring future projects more effectively (DEA, 2012). With this in mind, the priority areas for implementation and the five-year plan of action include output indicators. Furthermore, to keep abreast and respond to challenges and changing conditions the Department drafts an Annual Implementation Report for the PCMP, this report reflects on the financial year and provides an overview on progress and challenges per Priority Area and Output Indicator as relevant.

## 5.7. The development of the programme

A five-year implementation programme is included in section 6 below. This five-year programme provides detailed direction for achieving the coastal management vision, mission and goals per identified priority area during the next five years of the ICM cycle. These priority areas, coastal management objectives and implementation strategies address the key issues of concern and build upon directives outlined during the various engagements with coastal stakeholders and the outcomes of the SOCR and should be considered holistically and not in isolation from one another.

Core jurisdiction of this provincial programme vests with the Western Cape DEA&DP, however, implementation is undertaken transversally within the Western Cape Government Departments and in partnership with CapeNature, national and local gas well as all other relevant coastal stakeholders. This five-year programme has undergone a review internally within the Western Cape Government and CapeNature as well as with national and local government partners.





## 6. THE FIVE-YEAR PROGRAMME: PRIORITY AREAS, COASTAL MANAGEMENT OBJECTIVES AND IMPLEMENTATION STRATEGIES

### 6.1. Priority Area 1: Social and economic development

PRIORITY AREA 1: SOCIAL AND ECONOMIC DEVELOPMENT		
<b>Goal:</b>	Economic development and work creation opportunities are promoted	
1. <b>Coastal Management Objective:</b> 1. Recognise and unlock the strategic value of coastal assets and investment in the green and blue economy		
Implementation Strategy	Output Indicators	Time Frame
1.1 Develop mechanisms to recognise the economic value of coastal assets (including cultural-, tourism-, recreational- and amenity values)	1.1.1 Research partnerships for documenting the sustainable use and intrinsic value of the coast (possible equitable share for women in the coast, Economic access for various subgroups in the coast) concluded. 1.1.2 Develop case studies / articles on the value of the coast. (incl. relevant issues and gender in the coastal and	2025/26  Biennially starting

	estuarine space).	2023/24
1.2 Support the development of responsible tourism products in the coastal zone	1.2.1 Four existing responsible tourism offerings upgraded (CapeNature)	2025/26
	1.2.2 Three new responsible tourism offering developed (CapeNature)	2025/26
	1.2.3 DEA&DP and CapeNature support to WESSA in the Blue Flag and Green Coast Programme	Ongoing
	1.2.4 DEA&DP support to WESSA in the development of at least five (5) sites for awarding of Green Coast status in the Western Cape	2025/26
	1.2.5 DEDAT to implement the District Tourism Product development action plans aligned to the WC Tourism Strategy.	Ongoing
	1.2.6 DEA&DP to support DEDAT with their role, value and monitoring and reporting requirements in promoting responsible tourism activities in the coastal zone	Ongoing
1.3 Promote sustainable coastal livelihood opportunities / projects / programmes for communities ensuring improved participation of women, youth and vulnerable groups in the Western Cape	1.3.1 Facilitate the implementation of co-management mechanisms for public launch sites and access to designated/approved small scale fishing community areas	Ongoing
	1.3.2 Promote and support sustainable coastal livelihood opportunities / projects / programmes in Aquaculture sector, Small Harbours, Public Launch Sites, Tourism Adventure products and Small-scale Fishers in partnership with relevant organisations	Ongoing
1.4 Identify and facilitate investment opportunities for the development of the green and blue economy along the coast	1.4.1 Three opportunities along the Western Cape Coastline aligned to the Western Cape Ocean Economy Strategy, are supported by DEDAT, recording the participation of vulnerable groups.	Ongoing

2. Coastal Management Objective: Identify and develop inclusive and pro-poor opportunities for work creation in integrated coastal development and management		
Implementation Strategy	Output Indicators	Time Frame
2.1 Identify and facilitate the implementation of priority dune-, estuary- and sediment management as well as waste management and clean-up work creation projects. (Identify priorities; facilitate relevant approvals; facilitate consultation processes; facilitate relevant training and capacity building initiatives; assist municipalities in motivating for the funding; and, support successful implementation)	1.1.1. 2.1.1 Numbers of projects / numbers of beneficiaries / numbers of Full time equivalent (FTE) (specific targets still to be determined; planning and monitoring to enable the collection of disaggregated data on economic opportunities for vulnerable groups)	2025/26
2.2 Identify and facilitate the implementation of work creation projects for priority construction and maintenance of proclaimed fishing harbours and listed public launch sites	2.2.1 Numbers of projects / numbers of beneficiaries / numbers of Full time equivalent (FTE) (specific targets still to be determined; planning and monitoring to enable the collection of disaggregated data on economic opportunities for vulnerable groups)	2025/26
2.3 Identify and facilitate the implementation of priority coastal- and estuary monitoring projects (cross- reference to Priority Area 9) as a focus for work creation and skills development	2.3.1 Numbers of projects / numbers of beneficiaries / numbers of Full time equivalent (FTE) (specific targets still to be determined; planning and monitoring to enable the collection of disaggregated data on economic opportunities for vulnerable groups)	2025/26

## 6.2. Priority Area 2: Partnerships, Cooperative governance and local government support

PRIORITY AREA 2: PARTNERSHIPS, COOPERATIVE GOVERNANCE AND LOCAL GOVERNMENT SUPPORT		
<b>Goal:</b>	Promote institutional innovation for co-operative governance in integrated coastal management that advances an inclusive agenda for vulnerable groups	
1. Coastal Management Objective: Promote Western Cape Government as well as local Government objectives through participation in the National Coastal Committee		
Implementation Strategy	Output Indicators	Time Frame
1.1 Ensure formal nomination and representation of the	1.1.1 Official letters of nomination issued by Head of	As required

Western Cape at the National Coastal Committee and MinTech Working group 7 and relevant Task Teams	Department	
1.2 Ensure that relevant issues from Municipal Coastal Committees (MCCs), the Western Cape Provincial Coastal Committee and WC Ocean Economy Working Group are elevated to the National Coastal Committee and Working Group 7	1.2.1 National Coastal Committee and Working Group 7 work plan/s addresses the priority issues identified by the Western Cape: PCC, WC Ocean Economy Working Group and Western Cape: MCC's	Ongoing

2. <b>Coastal Management Objective:</b> Co-ordinate and support Provincial and Municipal Coastal Management Structures		
Implementation Strategy	Output Indicators	Time Frame
2.1 Formally appoint Western Cape Provincial Coastal Committee (PCC) members	2.1.1 Official letters of appointment issued by Head of Department	As required
	2.1.2 Convene and record at least four Western Cape Provincial Coastal Committee (PCC) meetings per annum	Ongoing
2.2 Ensure coastal representation at, and support to, Western Cape Oceans Economy Working group facilitated by DEDAT	2.2.1 Deployment and support of coastal representatives to the WC Ocean Economy Working Group	Ongoing
2.3 Ensure provincial representation at, and support to, Municipal Coastal Committees (MCC)	2.3.1 Deployment and support of provincial representatives to all MCCs	Ongoing
2.4 Provide provincial support to coastal municipalities for performance compliance reporting	2.4.1 Review and assess municipal compliance reporting submissions through the SIME / TIME/JDMA and IPSS Platforms	As required
	2.4.2 Utilise the SIME / TIME/JDMA and IPSS platforms to formulate support initiatives	As required

3. <b>Coastal Management Objective:</b> Promote and support the development of intergovernmental processes, structures and mechanisms to enable integrated coastal management		
Implementation Strategy	Output Indicators	Time Frame
3.1. Clarify and promote mechanisms for intergovernmental cooperation and support	3.1.1. Support the operations of intergovernmental structures where integrated coastal management is promoted.	As required

3.2. Support the Western Cape Estuary Task Team	3.2.1. Deployment and support of provincial representatives to the Western Cape Estuary Task Team	Ongoing
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4. Coastal Management Objective: Promote and support advisory bodies, inclusive of civil society, to enable effective co-operative governance		
Implementation Strategy	Output Indicators	Time Frame
4.1. Ensure provincial representation and support to advisory bodies	4.1.1. Deployment and support of provincial representatives at these committees e.g., Biosphere Reserves, Water Quality Trusts, Estuary Advisory Forums, Protected Areas Advisory Committees, Working for the Coast Project Advisory Committees, newly identified bodies	Ongoing

5. Coastal Management Objective: Develop and promote partnerships for integrated coastal management		
Implementation Strategy	Output Indicators	Time Frame
5.1. Develop partnerships with the private sector to incentivise sustainable and climate resilient coastal development and management	5.1.1. A strategy for incentivising sustainable and climate resilient coastal developments, compiled in partnership with Insurance companies	2024/25
5.2. Management agreements with implementation partners to address capacity constraints	5.2.1. Concluded Cooperation agreements/ MoU / partnership agreements for selected initiatives.	As required
5.3. Cultivate partnerships with local and international funding organisations	5.3.1. Support International and National Conventions SA are signatories to (IORA, BCC, etc)	As required
	5.3.2. Facilitating and support funding proposals which promote the implementation of the PCMP.	As required



## 6.3. Priority Area 3: Facilitation of coastal access

PRIORITY AREA 3: THE FACILITATION OF COASTAL ACCESS		
<b>Goal:</b>	Promote coastal access which is reasonable, equitable and sustainable	
1. <b>Coastal Management Objective:</b> Enable physical public access to the sea, and along the seashore, on a managed basis		
Implementation Strategy	Output Indicators	Time Frame
1.1 Implement the Western Cape Coastal Access Strategy and Plan. This strategy proposes to ensure provincial consistency, entrenches the municipal responsibility, and supports municipal implementation	1.1.1 Ensure the spatial information relating to the audit of existing and historical access and cultural resources is available to all 1.1.2 Coastal access land is designated where required 1.1.3 Continue with implementation of the Overberg Coastal Access Pilot Study 1.1.4 Report Biennially (every 2 years) on the status of coastal access, land designation and management 1.1.5 Western Cape Access Strategy and Plan Updated	Ongoing  As required 2022/23  2022/23 and Biennially 2025/26
1.2 Assist local Government to implement the Western Cape Coastal Access Strategy	1.2.1 Complete and circulate the Model Coastal Access By-Law to Municipalities 1.2.2 Support local Government to include coastal access audits in SDFs 1.2.3 Support local Government to implement recommendations and outcomes of coastal access audits	2021/2022  As required  As required
1.3 Implementation of Public Launch Site regulations	1.3.1 Review the Public launch Site listing Notice every 5 years 1.3.2 Support Ministerial approval of an operational plan for each listed Public Launch Site (PLS). 1.3.3 Monitor and report on the implementation of operational plans for PLS	2022/23 As required  Annually

#### 6.4. Priority Area 4: Climate change, dynamic coastal processes & planning for resilient communities

PRIORITY AREA 4: CLIMATE CHANGE, DYNAMIC COASTAL PROCESSES & PLANNING FOR RESILIENT COMMUNITIES		
<b>Goal:</b>	Promote resilience to the effects of dynamic coastal processes, environmental hazards and natural disasters through sustainable planning for resilient communities and coastal settlements.	
1. <b>Coastal Management Objective:</b> Ensure that coastal planning, development and management minimises the exposure of people, infrastructure and economic activities to significant risk from dynamic coastal processes		
Implementation Strategy	Output Indicators	Time Frame
1.1. Ensure that provincial spatial planning supports coastal resilience through inclusion into the PSDF	1.1.1. PSDF includes the WC coastal policy on the implementation of coastal management lines and other appropriate responses to improve coastal resilience	2024/25
1.2. Spatial performance indicators inform ongoing progress reporting on improved coastal resilience planning and land use decision-making in the province	1.2.1. Coastal risk information incorporated into reviewed local SDFs, Municipal land use schemes and Estuarine Management Plans	Ongoing As required
	1.2.2. Report on spatial performance indicators in the coastal risk zones	As required
	1.2.3. Support the Provincial Disaster Management Centre with spatial data for coastal risk and vulnerability	As required
2. <b>Coastal Management Objective:</b> Develop a systematic approach to assessing and responding to coastal vulnerability, risks and damage		
Implementation Strategy	Output Indicators	Time Frame
2.1. Develop a provincial protocol for coastal vulnerability-, risk- and damage assessment and response	2.1.1. Provincial Coastal Protocol for response to coastal vulnerability, risk and damage	2023/24
2.2. Develop a priority programme for response to coastal priorities, based on coastal vulnerability analysis and in terms of the provincial protocol	2.2.1. Programme developed to inform infrastructure investment and achieve the goals of the coastal management programme and to support work creation	2024/25

3. <b>Coastal Management Objective:</b> Enable the protection of, and investment in coastal assets through coherent development planning and decision-making		
Implementation Strategy	Output Indicators	Time Frame
3.1. Identify the appropriate legal mechanism to implement Coastal Management Lines (CML) and coastal risk information	3.1.1. Regulatory framework for implementation of CML and coastal risk information endorsed by the provincial Minister	2022/23
3.2. Facilitate the implementation of the identified legal mechanism for CMLs and coastal risk information	3.2.1. Development of policy for the implementation of Coastal Management Lines 3.2.2. Establishment of the CML West Coast, Garden Route and Overberg Districts by the MEC 3.2.3. Support National Government and SANParks with the establishment of CMLs in national parks located within the WC	2022/23 2023/Ongoing As required
3.3. Facilitate the protection and management of Coastal Public Property (CPP)	3.3.1. Support National Department/s to expand CPP in the Western Cape. 3.3.2. Support the National Department in developing and implementing a system of Coastal Use Permits to replace the Seashore Act	As required As required
3.4. Identify and prioritise active management objectives and/or interventions to respond to the impacts of dynamic coastal processes, exacerbated by climate change	3.4.1. Coastal Vulnerability and Risk Assessment analysis finalised and informs both strategic and immediate environmental and development planning as well as prioritising management interventions	Ongoing

### 6.5. Priority Area 5: Land and marine-based sources of pollution and waste

PRIORITY AREA 5: LAND AND MARINE-BASED SOURCES OF POLLUTION AND WASTE		
<b>Goal:</b>	Minimise the impacts of pollution on the coastal environment	
1. <b>Coastal Management Objective:</b> Implement pollution control- and waste management interventions in order to prevent, minimise and strictly control harmful discharges into coastal ecosystems		
Implementation Strategy	Output Indicators	Time Frame
1.1. Support the Implementation of the Western Cape Sustainable Water Management Plan (SWMP)	1.1.1. Participate in quarterly steering committee meetings 1.1.2. Support the implementation of priority activities identified by the SWMP 1.1.3. Annual report on the co-ordination of water quality monitoring in estuaries 1.1.4. Annual report on the water quality improvement programmes (Breede, Berg, etc.) 1.1.5. Support the implementation of identified priority water quality improvement interventions in support of the SWMP outcomes and any other identified estuaries.	Ongoing As required Annually Annually Annually
1.2. Promotion of appropriate mechanisms to alleviate potential pollution	1.2.1. Development of programme to address water quality concerns in prioritised estuaries inclusive of stormwater management and education/awareness raising around agricultural runoff and littering amongst others	2023/24
1.3. Support disaster risk reduction and management response for pollution incidents for coastal areas and estuaries across relevant spheres of government	1.3.1. The national strategy for disaster risk reduction and management response for pollution incidents implemented in the Western Cape province (oil spill contingency, sewage spills and load shedding and WWTW) 1.3.2. Develop an incidence response protocol for pollution events specific to Western Cape 1.3.3. Support all spheres of government in Disaster Management / Response Joint Operation Centre activities	As required 2023/24 Ongoing

## 6.6. Priority Area 6: Natural and cultural heritage resource management

PRIORITY AREA 6: NATURAL AND CULTURAL RESOURCE MANAGEMENT		
<b>Goal:</b>	Ecosystem goods and services and cultural assets are sustained as the basis for coastal economic development and livelihoods	
<b>1. Coastal Management Objective:</b> Expand and effectively manage a system of coastal protected areas		
Implementation Strategy	Output Indicators	Time Frame
1.1. Explore the designation of Special Management Areas (SMAs) in terms of the ICM Act for prioritised areas	1.1.1. Feasibility report on the establishment of SMAs for identified priority areas	2024/25
1.2. Identify and implement mechanisms for appropriate protection status of priority areas including expansion of MPAs as identified in the WC Protected Area Expansion Strategy (PAES)	1.1.2. Implementation of appropriate mechanism / vehicle for the protection / conservation of identified priority areas	2025/26
	1.1.3. Expansion of no-take/exclusion zones within existing Betty's Bay, Goukamma and Robberg MPAs through proclamation	2022/23
	1.1.4. Investigate and implement if appropriate the expansion of priority Protected Areas through the proclamation (Keurbooms Estuary, De Mond (Heuningnes), Bot River Estuary, Klein Estuary, Verlorenvlei, Part of Oliphant's).	2026/27
	1.1.5. Research, identify and plan for protection of priority estuary, coastal and nearshore areas in partnership with CapeNature and DFFE (as informed by the National Biodiversity Assessment).	2023/24
<b>2. Coastal Management Objective:</b> Promote the conservation and responsible management of heritage resources situated within the coastal area		
Implementation Strategy	Output Indicators	Time Frame
2.1. Develop and implement a programme for identification, protection, revitalisation and celebration of coastal cultural assets (heritage database, plans for management)	2.1.1. Support Heritage WC. in the identification and mapping of known declared heritage resources 2.1.2. Support the development of Conservation / Heritage Management Plans for sites identified in the Western Cape, e.g., The Cradle of Human Culture.	Ongoing As required



2.2. Facilitate the rehabilitation of prioritised damaged or degraded coastal cultural sites	2.2.1. Implementation and monitoring of rehabilitation / management programmes for prioritised areas	As required
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### 6.7. Priority Area 7: Estuarine management

PRIORITY AREA 7: ESTUARINE MANAGEMENT		
<b>Goal:</b>	Coordinated and integrated estuarine management optimises the ecological-, social- and economic value of these systems on an equitable and sustainable basis	
<b>1. Coastal Management Objective:</b> Implementation of estuarine management in the Western Cape		
Implementation Strategy	Output Indicators	Time Frame
1.3. Develop & disseminate gender responsive / sensitive tools, guidelines, model by-laws & training materials on estuarine management to municipalities	1.3.1. Municipal estuarine management guideline & training module developed & disseminated 1.3.2. Develop a legally vetted model estuary protection & management by-law for municipalities 1.3.3. Research & develop sustainable estuarine management financing policy brief & guide, including user pays models & associated regulatory framework (through assistance with partners).	2023/24 2022/23 2024/25
1.4. Promote co-operative governance through strategic partnerships	1.4.1. Strategic partnerships & high-level co-operative estuarine management protocol established with National Departments & their agents (e.g., DFFE, DWS, DALRRD, DPWI, DOH, SANParks, DMRE, BGCMA and CMAs), provincial authorities and key stakeholders focussing on addressing key priorities 1.4.2. Co-operative governance promoted through annual reporting on estuarine management performance, regulatory compliance & emerging priorities to Working Group 7 (Estuaries Task Team) and Western Cape Estuary Task Team	2023/24 Ongoing
1.5. Support the implementation of the Estuarine Management	1.5.1. Report on EMP implementation that includes	Annually

Plans in the Western Cape	<p>recommendations for continuous improvement submitted</p> <p>1.5.2. Responsible Management Authorities established for each estuary in the Western Cape (with appropriate implementation protocols established, where relevant)</p> <p>1.5.3. Existing approved EMPs implemented and integrated into relevant planning documents (PCMP, MCMP, Park management plans, IDPs)</p> <p>1.5.4. Co-operative governance and relationship building for regional estuarine role players through engagements every 6 months through relevant forums</p> <p>1.5.5. Quarterly electronic communication to regional estuarine role players</p> <p>1.5.6. Relevant EMPs reviewed and updated, where necessary, at least every 5 years</p> <p>1.5.7. Support the implementation of the CapeNature estuary governance tool process in priority estuaries in the Western Cape.</p> <p>1.5.8. Support well-functioning Estuary Advisory Forums which operate in accordance with the Institutional framework.</p>	<p>As required</p> <p>As required</p> <p>Bi-Annually</p> <p>Quarterly</p> <p>As required</p> <p>Ongoing</p> <p>Ongoing</p>
1.6. Develop EMPs for the remaining estuaries on a prioritised basis	<p>1.6.1. Priority EMPs developed for identified estuaries</p> <p>1.6.2. EMPs approved by the MEC/Minister</p>	<p>As required</p> <p>As required</p>

<b>2. Coastal Management Objective:</b> Improve the formal protection status of estuaries / Ensure that priority habitats associated with estuaries are protected		
<b>Implementation Strategy</b>	<b>Output Indicators</b>	<b>Time Frame</b>
2.1. Expand formal protected areas both terrestrial and aquatic zones (MPAs, Nature reserves, national parks, etc.) in the Western Cape PAES including priority estuaries where appropriate	<p>2.1.1. Western Cape PAES identifies priority estuaries as part of the strategy</p> <p>2.1.2. Support the establishment of Protected Areas declarations for Olifants, Verlorenvlei, Berg, Bot, Klein, Heuningness (extension), Breede, Goukou (extension), Goukamma (extension), Keurbooms (extension), Uilkraals, Palmiet and Rooi-Els.</p>	<p>As required</p> <p>Ongoing</p>

	2.1.3. Update priority list of estuaries requiring formal protection. 2.1.4. Investigate the protection of priority habitats like salt marsh, peatlands, etc through declaration under NEMBA or other relevant legislation and produce a feasibility report	As required 2023/24
2.2. Include priority biodiversity habitats associated with estuaries into the Western Cape Provincial Spatial Biodiversity Plan and other relevant planning documentation	2.2.1. The Western Cape Provincial Spatial Biodiversity Plan and any update thereof includes priority estuary habitats and estuarine CBAs included in the NBA	As required
2.3. Investigate other mechanisms for improving protection of estuaries (Ramsar, Green coast, OECMs, SMAs)	2.3.1. Report on the potential mechanisms for further protection of estuaries and the development of a case study with partners	Ongoing

<b>3. Coastal Management Objective:</b> Address high priority threats to estuaries		
<b>Implementation Strategy</b>	<b>Output Indicators</b>	<b>Time Frame</b>
3.1. Make the case for enhanced fisheries and invertebrate harvesting management / compliance promotion	3.1.1. Motivate the development of an estuarine specific fisheries and invertebrate policy brief including priority management actions	2023/24
	3.1.2. Elevate the developed policy brief to WG7 for consideration and action	2024/25
3.2. Ensure the delineation of CMLs and Floodlines	3.2.1. Support the development/establishment of floodlines for priority estuaries, including: Piesang, Swartvlei, Rietvlei/Diep, Houtbaai, Sand, Zeekoe, Lourens, Rooiels, Palmiet, Klein, Uilkraals, Goukou, Wilderness, Groot (Wes), Knysna.	As required
	3.2.2. Floodlines incorporated in EMPs, municipal spatial development plans and land use schemes.	Ongoing
	3.2.3. Floodlines and coastal risk information communicated and made available via GIS for planning and development decision making	Ongoing
3.3. Promote improved freshwater supply to estuaries	3.3.1. Support the DWS/CMA's in ensuring that Ecological classification & reserve determination needs for priority	Ongoing

	estuaries are identified	
	3.3.2. Support the DWS/CMAs in ensuring that Ecological classification & reserve determination studies completed for priority estuaries	Ongoing
	3.3.3. Support the DWS/CMAs in ensuring that Estuarine environmental flow requirements are embedded in catchment allocations and monitor implementation	Ongoing
3.4. Promote improved estuarine water quality & reduced health risk	3.4.1. Support the DFFE in the evaluation of the status of water quality monitoring & regulatory compliance with discharge permits evaluated at priority estuaries	Ongoing
	3.4.2. Where monitoring is inadequate or regulatory compliance inadequate, action is mobilised through strategic partnerships & co-operative estuarine management protocols	Ongoing
3.5. Promote restoration of blue carbon sink habitats	3.5.1. Salt marsh, seagrass, peatlands and submerged macrophyte habitats restoration initiatives implemented in priority estuaries (Berg, Olifants, Klein brak and Gourits) through partnerships	Ongoing

<b>4. Coastal Management Objective:</b> Support improved regulatory compliance & policing of activities that impact estuaries		
<b>Implementation Strategy</b>	<b>Output Indicators</b>	<b>Time Frame</b>
4.1. Enhance regulatory compliance & disaster/risk response capacity	4.1.1. Support integrated compliance and enforcement operations on priority estuaries (e.g. Operation Phakisa operations)	Ongoing

<b>5. Coastal Management Objective:</b> Implement provincial estuarine monitoring and reporting systems		
<b>Implementation Strategy</b>	<b>Output Indicators</b>	<b>Time Frame</b>
5.1. Establish Western Cape Estuaries Monitoring Evaluation and Reporting system in support of any national initiatives	5.1.1. Estuarine performance management system (scorecard) prepared & adopted	2022/23
	5.1.2. State of estuaries data sources, data collection responsibilities, templates & systems, & data repositories identified & established	2025/26
	5.1.3. Estuarine management & regulatory compliance data sources, data collection responsibilities, templates & systems, & data repositories identified and established	2025/26
	5.1.4. Protocol for accessing, storing & analysing estuary data from multiple role-players developed	2025/26
	5.1.5. Estuarine monitoring actions coordinated (including citizen science)	Ongoing
	5.1.6. All data collected & evaluated annually; monitoring / data improvement needs identified	Ongoing
	5.1.7. Estuarine management prioritisation tool updated based on new data e.g., NBA / State of reports	As required

### 6.8. Priority Area 8: Capacity building, advocacy and education

<b>PRIORITY AREA 8: CAPACITY BUILDING, ADVOCACY AND EDUCATION</b>		
<b>Goal:</b>	Develop capacity and promote public awareness and education for integrated coastal management	
<b>1. Coastal Management Objective:</b> Educate Youth and build their awareness to instil a sense of ownership and an appreciation of the value of the coast and our coastal cultural heritage		
<b>Implementation Strategy</b>	<b>Output Indicators</b>	<b>Time Frame</b>
1.1. Develop partnerships for coastal environmental education programmes to engage Youth	1.1.1. Develop new partnership agreements with relevant organisations	2024/25
1.2. Promote and support environmental events	1.2.1. Six environmental events supported	Annual



<b>2. Coastal Management Objective:</b> Build political and stakeholder support for effective coastal management		
<b>Implementation Strategy</b>	<b>Output Indicators</b>	<b>Time Frame</b>
2.1. Develop and disseminate popular materials to support the implementation of the PCMP	2.1.1. PCMP summary distributed to Stakeholders	2022/23
2.2. Identify, compile and disseminate case studies in best practice and lessons learned in integrated coastal management	2.2.1. Three best practice cases developed and disseminated to coastal stakeholders.	2025/26
2.3. Update the Western Cape Government departmental coastal management webpage	2.3.1. A webpage produced and maintained on the Western Cape Government site	Annually

<b>3. Coastal Management Objective:</b> Undertake a prioritised capacity development programme to support the implementation of the NEM: ICMA in the Western Cape		
<b>Implementation Strategy</b>	<b>Output Indicators</b>	<b>Time Frame</b>
3.1. Develop and implement a programme to build capacity of provincial- and local Government and partners for coastal and estuarine management	3.1.1. Facilitate councillor capacity building utilizing existing municipal platforms	Annually
	3.1.2. Facilitate and support capacity building for other coastal partners / stakeholders	Annually
	3.1.3. Support the DFFE in the development of national Regulations to appoint Voluntary Coastal officers	As required
3.2. Promote internal and / or external training / joint operation sessions for Environmental Management Inspector/s (EMIs) to support the implementation of the NEM: ICMA	3.2.1. Two sessions facilitated and / or participated in per annum focussed on implementation of the NEM: ICMA.	Annually

## 6.9. Priority Area 9: Monitoring, compliance and enforcement

PRIORITY AREA 9: MONITORING, COMPLIANCE AND ENFORCEMENT		
<b>Goal:</b>	Monitor the State of the Coast (SoC) and promote compliance with coastal- and other regulations	
<b>1. Coastal Management Objective:</b> Establish a system for SoC monitoring and reporting		
Implementation Strategy	Output Indicators	Time Frame
1.1. Align a set of indicators and systems for monitoring and reporting for the SoC with the National SoC system	1.1.1. Indicators for SoC report developed aligned with the National Norms and Standards	As required
1.2. Report on the SoC for the Western Cape	1.2.1. Updated provincial SoC completed	2022/23
1.3. Develop an online monitoring and reporting system in partnership with Centre E-Innovation	1.3.1. Provincial online platform for SoC monitoring and reporting 1.3.2. Feasibility report on developing citizen science-based information- and monitoring platform/s (web-based, spatially referenced, and mobile enabled)	2025/26 2025/26
<b>2. Coastal Management Objective:</b> Promote compliance of conditions of approval of authorised coastal activities as well as enforce relevant environmental legislation (including management plans)		
Implementation Strategy	Output Indicators	Time Frame
2.1. Develop a compliance and monitoring framework strategy for coastal and estuary compliance and enforcement.	2.1.1. Development of an operational process flow (MoU) for coastal and estuary compliance monitoring and enforcement	2022/23
	2.1.2. Establish the baseline for the sector targets and indicators for enforcement of the NEM: ICMA	2023/24
	2.1.3. Coastal and Estuary compliance database managed and supports quarterly and annual reports	Annually
	2.1.4. Ensure that coastal and estuary priority areas are included in the National Environmental Compliance and Enforcement Strategy/Districts	Annually
2.2. Facilitate partnerships and protocols for cooperation with all spheres of government to enable improved	2.2.1. Participation at relevant Western Cape NEM: ICMA Compliance and Enforcement Task Team meetings (e.g.,	As required

<p>compliance management and enforcement of activities in coastal areas</p>	<p>Operation Phakisa Enforcement meetings)                  2.2.2. Initiate and participate in joint enforcement operations and under OP operations                  2.2.3. Reports on joint operations compiled quarterly                  2.2.4. Explore the delegation of the NEM: ICMA provisions to local Government</p>	<p>As required                   Quarterly                  2024/25</p>
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<b>3. Coastal Management Objective:</b> Promote effective, accessible and coordinated research as well as promote access to information		
<b>Implementation Strategy</b>	<b>Output Indicators</b>	<b>Time Frame</b>
<p>3.1. Foster partnerships with research institutions which support priority coastal and estuary research</p>	<p>3.1.1. Research priorities for coastal and estuarine management identified and communicated to relevant stakeholders.                  3.1.2. Research MoUs with partners concluded</p>	<p>Annually                   As required</p>
<p>3.2. Facilitate the estuarine management science-policy interface</p>	<p>3.2.1. Strategic partnerships with research institutions used to monitor and drive research that address estuarine management questions                  3.2.2. Regular information sharing &amp; networking events bringing researchers, municipalities &amp; estuarine managers together are facilitated (for example annual estuary management workshop/research day or WC Estuary TT)</p>	<p>Ongoing                   Annually</p>



Goukamma Nature Reserve - Scott Ramsay

## 7. IMPLEMENTATION AND REVIEW OF THE WESTERN CAPE PCMP

Implementation of this PCMP is driven by the Western Cape Government's commitment to the requirements of the various relevant international frameworks (the SDGs) national superordinate strategies and plans (National Development Plan, NCMP and Operation Phakisa), as well as the Western Cape provincial strategic goal of “*a safe Western Cape where everybody prospers*” The implementation of the 2022 PCMP supports specifically the Vision-Inspired Priority 2: Growth and Jobs within the coastal context by prioritising job creation within the programme, while the 2022 PCMP focus of ensuring that climate change risk exposure on the coastline is considered in land-use planning and decision-making supports Vision-Inspired Priority 4: Mobility and Spatial Transformation by ensuring that infrastructure is appropriately installed and protected from climate change risks. These form the fulcrum for the PCMP priority areas which will enable quantifiable and measurable outcomes.

The PCMP is the key vehicle through which the lead agency for coastal management, will achieve its strategic priorities as articulated in the Departmental Strategic Plan 2020 to 2025.

ICM is a dynamic multi-disciplinary and iterative process to promote sustainable management of coastal zones covering the full cycle of information collection, planning, decision-making, management and monitoring of implementation (Pickaver et al, 2004). Monitoring the overarching transversal success of the implementation of this PCMP is critical and the five-year programme will be continually reviewed by the Western Cape PCC and, at the end of each financial year an implementation report on progress and challenges will be produced and presented to the PCC and submitted to the Head of the Department for reporting purposes. Indicators, and the means of collecting information, will be refined over time. One of the biggest constraints to developing progress indicators seems to be the low level of awareness of the implicit value of coastal systems and the shortage of personnel trained to plan for and manage the sustainable use of the resources generated by coastal ecosystems, (Pickaver et al, 2004). ‘Environment Outlook’ reporting, including

the SOCR will also play a significant role in the monitoring of the success of the Western Cape PCMP.

Following endorsement and acceptance of this updated PCMP, the next substantive amendment occurs five years after its publication, in compliance with the requirements of the NEM: ICMA. Review of the progress of implementation will be ongoing and interim amendments to the programme may be required and undertaken in consultation with the Western Cape PCC.



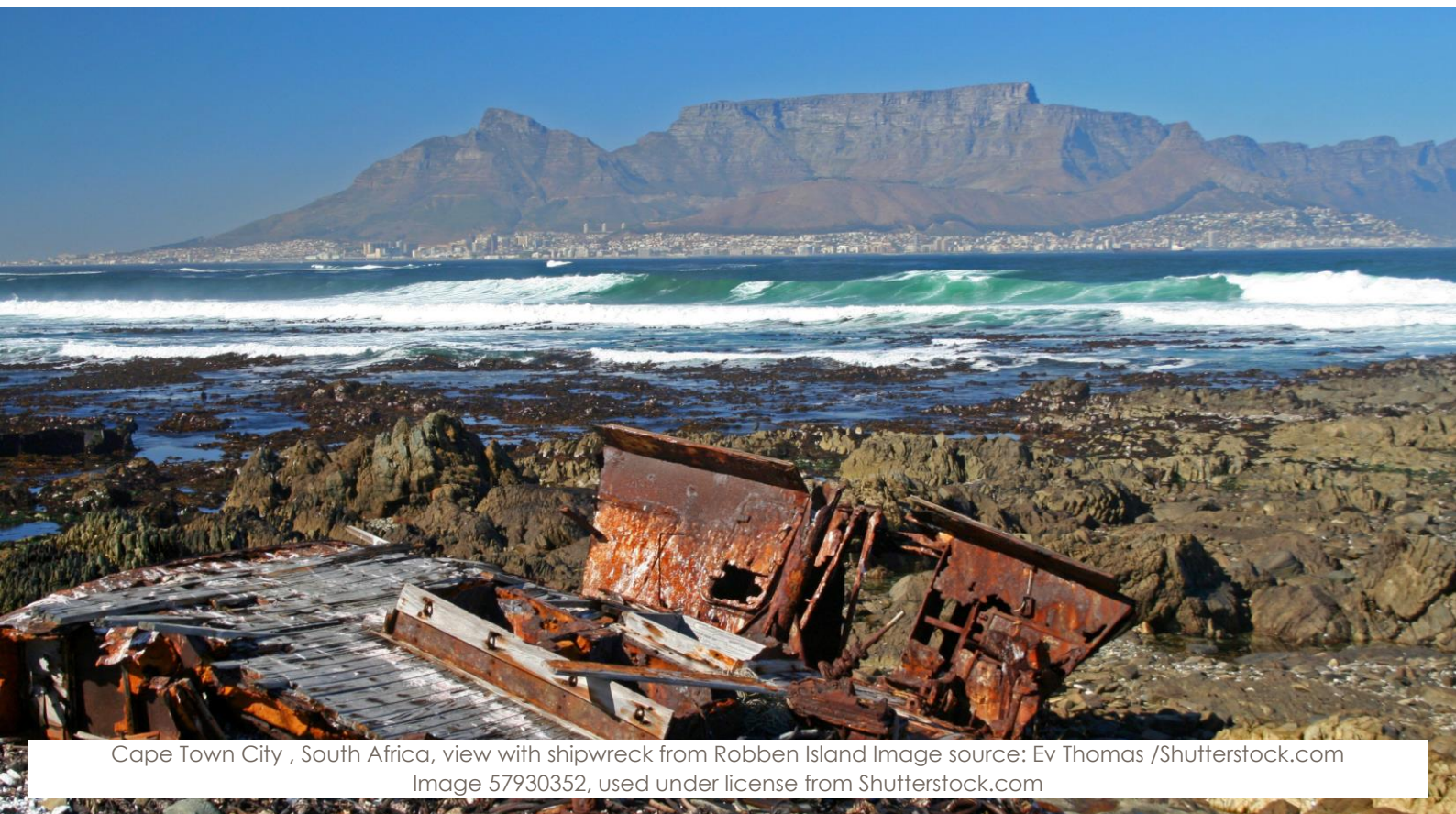


Laaiplek - Erosion

## 8. CONCLUSIONS

Managing the uniquely complex and sensitive environments that comprise the coastal zone is a challenging task, requiring strategic coastal management objective setting, definitive and implementable goals and on-going monitoring of indicators to ensure effectiveness and improve efficiency. The Western Cape coastal zone is diverse, not only in terms of its natural and social environments, but also in terms of the challenges that it faces, and as such, an approach as described above becomes crucial when striving towards sustainability of coastal development and growth. This PCMP, is intended to function as an integrative planning and policy instrument, and a means to manage the diverse array of activities that occur in the coastal zone, without compromising environmental integrity or economic development.

Effective implementation of the priority strategies contained in this PCMP will make a significant contribution towards the achievement of ICM in the Western Cape. ICM in the Western Cape will continue to secure the coast as a unique economic differentiator in a future-proofed and inclusive blue economy enabling *"a safe Western Cape where everybody prospers"*.



Cape Town City , South Africa, view with shipwreck from Robben Island Image source: Ev Thomas /Shutterstock.com  
Image 57930352, used under license from Shutterstock.com

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## 10. APPENDICES

### Appendix A: Defining the coastal zone in terms of the Integrated Coastal Management Act

Feature	Constituents	Characteristics/Purpose	Authority Responsible	Authority Responsible for Adjustment
Coastal Public Property	<ul style="list-style-type: none"> <li>▪ Coastal Waters</li> <li>▪ Land submerged by coastal waters, including:                             <ul style="list-style-type: none"> <li>○ Land flooded by coastal waters which subsequently becomes part of the bed of coastal waters; and</li> <li>○ The substrata beneath such land;</li> </ul> </li> <li>▪ Any natural island within coastal waters;</li> <li>▪ The seashore, including;                             <ul style="list-style-type: none"> <li>○ The seashore of a natural or reclaimed island; and</li> <li>○ The seashore of reclaimed land;</li> </ul> </li> <li>▪ Subject to Section 66A, any admiralty reserve owned by the State;</li> <li>▪ Any land owned by the State declared under Section 8 to be coastal public property;</li> <li>▪ Land reclaimed in terms of Section 7C; or</li> <li>▪ Any natural resources on or in any coastal public property of a category mentioned above.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Aims to improve access to coastal resources, protect sensitive coastal ecosystems, promote functioning of natural coastal processes.</li> <li>▪ Ownership vests in the citizens of the Republic and must be held in trust by the State.</li> <li>▪ Any natural person has a right of reasonable (pedestrian) access to coastal public property and its resources.</li> </ul>	<p><b>The State which includes all three spheres of Government</b></p>	<p><b>Minister of Environmental Affairs</b> in accordance with Section 27 of the NEM: ICMA by notice in the Gazette (the power of the Minister to determine or adjust the inland coastal boundary of coastal public property in terms of Section 27, includes the power to make any consequential change to an adjoining coastal boundary of the coastal protection zone or coastal access land)</p>

Feature	Constituents	Characteristics/Purpose	Authority Responsible	Authority Responsible for Adjustment
The Coastal Protection Zone	<ul style="list-style-type: none"> <li>▪ Sensitive coastal areas, as declared in terms of Section 21 of the Environment Conservation Act (Act No. 73 of 1989);</li> <li>▪ Any part of the littoral active zone that is not coastal public property;</li> <li>▪ Any coastal protected area, or part of such area, which is not coastal public property;</li> <li>▪ Any rural land situated wholly or partially within one kilometre of the High-Water Mark (HWM) which is zoned as agricultural or undetermined;</li> <li>▪ Any urban land unit that is situated completely or partly within 100 metres of the HWM;</li> <li>▪ Any coastal wetland, lake, lagoon or dam which is situated completely or partially within a land unit situated within 1000 metres of the HWM that was zoned for agricultural or undetermined use, or is within 100 metres of the HWM in urban areas;</li> <li>▪ Any part of the seashore which is not coastal public property (including all privately owned land below the HWM);</li> <li>▪ Any Admiralty Reserve which is not coastal public property; and</li> <li>▪ Any land that would be inundated (submerged or covered) by a 1:50 year flood or storm event (this includes flooding caused by both rain storms and rough seas).</li> </ul>	<ul style="list-style-type: none"> <li>▪ To protect the ecological integrity, natural character, and the economic, social and aesthetic value of the neighbouring coastal public property;</li> <li>▪ To avoid increasing the effect or severity of natural hazards</li> <li>▪ To protect people, property and economic activities from the risks and threats which may arise from dynamic coastal processes such as wave and wind erosion, coastal storm surges, flooding and sea-level rise;</li> <li>▪ To maintain the natural functioning of the littoral active zone;</li> <li>▪ To maintain the productivity of the coastal zone; and</li> <li>▪ To allow authorities to perform rescue and clean-up operations.</li> </ul>	<b>The State which includes all three spheres of Government</b>	<b>MEC</b> (Member of Executive Council) of a coastal province who is responsible for the designated provincial lead agency) in accordance with Section 28 of the NEM: ICMA by notice in the Gazette
Coastal Access (servitude) Land	<ul style="list-style-type: none"> <li>▪ Land designated as such in terms of Section 18(1) of the NEM: ICMA</li> </ul>	<ul style="list-style-type: none"> <li>▪ Intention of coastal access land is to ensure that the public can gain access to coastal public property in perpetuity via public access servitudes.</li> </ul>	<p><b>District Municipalities are responsible for the designation of coastal access land but by this may be devolved to Local Municipalities by agreement.</b></p> <p><b>Management of coastal access land is a local municipal function.</b></p>	<b>Municipality</b> in accordance with Section 29 of the NEM: ICMA by notice in the Gazette
Coastal Waters	<ul style="list-style-type: none"> <li>▪ The internal waters, territorial waters, exclusive economic zone and continental shelf of the Republic referred to in Sections 3, 4, 7 and 8 of the Maritime Zones Act (Act No. 15 of 1994) (Maritime Zones Act), respectively, and, an estuary.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Intention is for the State to control activities in coastal waters in the interests of all South African citizens.</li> </ul>	<b>National Government</b>	N/A



Feature	Constituents	Characteristics/Purpose	Authority Responsible	Authority Responsible for Adjustment
Coastal Protected Areas	<ul style="list-style-type: none"> <li>▪ A protected area that is situated wholly or partially within the coastal zone and that is managed by, or on behalf of an organ of state, but excludes any part of such a protected area that has been excised from the coastal zone in terms of Section 22 of the NEM: ICMA</li> </ul>	<ul style="list-style-type: none"> <li>▪ Coastal protected areas are managed via the Protected Areas Act; and</li> <li>▪ Intended to augment the coastal protection zone.</li> </ul>	<b>National or provincial conservation agencies</b>	N/A
Special Management Areas	<ul style="list-style-type: none"> <li>▪ An area declared as such in terms of Section 23 of the NEM: ICMA.</li> </ul>	<ul style="list-style-type: none"> <li>▪ May prohibit certain activities from taking place within such a management area in order to:                             <ul style="list-style-type: none"> <li>○ Achieve the objectives of a coastal management programme;</li> <li>○ Facilitate the management of coastal resources by local communities;</li> <li>○ Promote sustainable livelihoods; or</li> <li>○ Conserve, protect or enhance coastal ecosystems and biodiversity</li> </ul> </li> </ul>	<b>National Government (may appoint a Manager)</b>	<b>Minister of Environmental Affairs</b> in accordance with Section 23 of the NEM: ICMA by notice in the Gazette
Estuary	<ul style="list-style-type: none"> <li>▪ Is a body of surface water-                             <ul style="list-style-type: none"> <li>○ that is permanently or periodically open to the sea;</li> <li>○ in which a rise and fall of the water level as a result of the tides is measurable at spring tides when the body of surface water is open to the sea; or</li> <li>○ in respect of which the salinity is higher than fresh water as a result of the influence of the sea, and where there is a salinity gradient between the tidal reach and the mouth of the body of surface water.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>▪ Estuaries are rich in resources, biodiversity and habitat provision;</li> <li>▪ They provide the link to the hinterland and the catchment;</li> <li>▪ Their state is often referred to as the report card for the catchment as a whole;</li> <li>▪ They require integrated and dedicated management tools; and</li> <li>▪ Local input in an advisory capacity.</li> </ul>	<b>National, Provincial, Local Government or conservation agencies, as per the National Estuarine Management Protocol, 2021</b>	N/A

Feature	Constituents	Characteristics/Purpose	Authority Responsible	Authority Responsible for Adjustment
Estuarine Functional Zone	<ul style="list-style-type: none"> <li>▪ Estuarine Functional Zone (EFZ) is defined in the NEMA EIA Regulations, 2017 (GN No. 324 of 07 April 2017) and is spatially depicted in the National Estuaries Layer, available from the South African National Biodiversity Institute's (SANBI) BGIS website (<a href="http://bgis.sanbi.org">http://bgis.sanbi.org</a>) (Government Gazette No. 33306, Notice No. R 546, 10 June 2010); and</li> <li>▪ The estuarine functional zone is by default approximated as the 5m topographical contour (i.e. 5m above mean sea level), but should be confirmed by on-site verification, especially in smaller estuaries.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Consists of habitats that are located adjacent to an estuary but that supports both the physical and biological processes within an estuarine system and includes open water area, estuarine habitat (sand and mudflats, rock and plant communities) and floodplain area.</li> </ul>	<b>National, Provincial, Local Government or conservation agencies</b>	
Littoral Active Zone	<ul style="list-style-type: none"> <li>▪ The littoral active zone is defined in the NEM: ICMA and is located adjacent to the seashore (extending inland from the high-water mark), is unstable and dynamic because of coastal processes.</li> </ul>	<ul style="list-style-type: none"> <li>▪ <u>is characterised by dunes, beaches, sand bars and other landforms composed of unconsolidated sand, pebbles or other such material which is either unvegetated or only partially vegetated.</u></li> </ul>	<b>The State which includes all three spheres of Government</b>	N/A
High-Water Mark (HWM)	<ul style="list-style-type: none"> <li>▪ The HWM is the highest line reached by coastal waters, but excluding any line reached as a result of-                             <ul style="list-style-type: none"> <li>○ Exceptional or abnormal weather or sea conditions; or</li> <li>○ An estuary being closed to the sea</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>▪ <u>The position of the HWM moves over time</u></li> <li>▪ <u>Characterised by the highest point that the seawater reached at spring high tide</u></li> <li>▪ <u>Defines the seaward boundary of most coastal properties or properties abutting tidal rivers (estuaries).</u></li> </ul>	<b>Surveyor-General (as custodian of the HWM) where it is necessary to depict the position of the HWM on diagrams, general plans and sectional plans where the HWM was surveyed by a professional land surveyor on behalf of the landowner</b>	<b>Surveyor-General where it is necessary to adjust the position of the HWM on diagrams, general plans and sectional plans where the HWM was surveyed by a professional land surveyor on behalf of the landowner</b>
Low-Water Mark (LWM)	<ul style="list-style-type: none"> <li>▪ The LWM is the lowest line to which coastal waters recede during spring tides</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>		

## Appendix B: Specific sections of the NEM: ICMA assigned to the three spheres of government

Table 62 Specific sections of the NEM: ICMA assigned to the three spheres of government

	National Government	Provincial Government	Local Government
	Sections of the Act	Sections of the Act	Sections of the Act
<b>Chapter 1 – Interpretation, Objectives &amp; Application of the Act</b>	6	-	-
<b>Chapter 2 – The Coastal Zone</b>	7, 8, 9, 11, 12, 13, 14, 15(1), 21, 23, 24	8, 11, 13, 14 (b),15 (1), 16, 17, 20, 22, 25	14 (b),15 (1), 18, 19, 20, 25
<b>Chapter 3 – Boundaries of Coastal Areas</b>	26, 27, 30, 31,32	25, 26, 28, 30, 31, 32	26, 29, 30, 31, 32
<b>Chapter 4 – Estuaries</b>	33	As per the Protocol	
<b>Chapter 5 – Institutional Arrangements</b>	35, 36, 37, ,	38, 39, 40, 41, 43	42
<b>Chapter 6 – Coastal Management</b>	44, 45, 51, 52, 53, 54, 56,	46, 47, 51, 52, 53, 54, 55, 56	48, 49, 50, 51, 52, 53, 55, 56, 57
<b>Chapter 7 – Protection of the Coastal Environment</b>	58, 59, 60, 61, 63, 64, 65, 66, 67, 68	59, 60, 61, 63, 64, 67, 68	62
<b>Chapter 8 – Marine and Coastal Pollution Control</b>	69, 70, 71, 72, 73		
<b>Chapter 9 – Appeals</b>	74, 75, 76, 77, 78	74, 75, 76, 77, 78	
<b>Chapter 10 – Enforcement</b>	82	82	82
<b>Chapter 11 – General Powers and duties</b>	83, 85, 86, 89, 90, 92, 93, 94A	84, 83, 85, 88, 91, 92, 93, 94	
<b>Chapter 12 – Miscellaneous Matters</b>	95, 96		

## Appendix C: Objectives identified in the West Coast District Coastal Management Programme

The second-generation West Coast District and local municipal CMPs, were prepared and endorsed prior to this PCMP, it was released in 2019 and endorsed by the West coast district Council. The second-generation CMP identifies ten themes / objectives, and groups its identified strategies and actions accordingly. These are as follows:

Table 13 West Coast District Objectives

West Coast District Coastal Management Objectives		Description	Links to Western Cape priority areas
1	<b>Cooperative governance and institutional arrangements</b>	This theme has overarching importance for the effective implementation of coastal management objectives and strategies. Effective cooperative governance requires the participation of all public sector agencies and departments with responsibility for coastal management, from national through to local government levels. There is a need for co-responsibility, and integrated and coordinated decision making and planning. In addition, ongoing skills transfer and capacity building, especially related to practical implementation of programmes and processes is required. This will assist in ensuring compliance with international conventions, protocols and agreements	2
2	<b>Facilitation of coastal access</b>	The NEM: ICMA (Section 49) identifies the facilitation of coastal access as a key issue, and this is particularly applicable to the WCDM CMP. Emphasis needs to be placed on the promotion and management of access to coastal public property, the promotion and facilitation of equitable access to coastal resources and coastal public property, and the need to meet the objective of ensuring access whilst promoting custodianship and stewardship of the coastal zone.	3
3	<b>Coastal planning and development</b>	Due to the ever-increasing demand for ocean and coastal space as well as the manifestation of climate change impacts, appropriate coastal planning is required to ensure that all forms of development align with the NEM: ICMA principles and resilient to climate change. This requires that measures which emphasise local economic development opportunities are put in place. But planning and spatial development must focus on sustainable and equitable development, and the approval process must take this into consideration	4
4	<b>Compliance monitoring</b>	In order to ensure that coastal management objectives are being implemented and that	9

West Coast District Coastal Management Objectives	Description	Links to Western Cape priority areas
<b>and enforcement</b>	coastal legislation is being complied with, compliance, monitoring and enforcement strategies need to be developed. Ensuring compliance with applicable coastal legislation requires the promotion of the Environmental Management Inspectorate, including facilitation, training and designation of Environmental Management Inspectors by the WCDM. This will contribute to ensuring that the coastal zone is managed effectively. The selection of indicators and the implementation of monitoring programmes are required in order to assess progress towards achieving the CMP vision and objectives. In order to evaluate the findings of these monitoring programmes, Section 93 of the NEM: ICMA requires that State of the Coast Reporting be carried out. State of the Coast Reporting will inform the subsequent reviews of the WCDM CMP and future coastal planning processes.	
5	<b>Estuary management</b> Although the WCDM does not have a high number of estuaries, the estuaries are heavily impacted and of high value. These estuaries require the establishment and implementation of strategies to improve the management and protection of estuarine resources, increase their resilience to climate change impacts as well as the need to secure sufficient financial resources to fund and implement the identified actions, research projects, other initiatives and the advisory forums.	7
6	<b>Natural resource management</b> The effective management of natural resources needs to include the maintenance of ecosystem integrity and health, adaptation and mitigation to climate change impacts, the assessment and effective management of coastal protected areas, including marine protected areas, as well as the identification and rehabilitation of damaged and degraded coastal ecosystems and habitats	6
7	<b>Heritage resource management</b> The WCDM coastline has a wealth of heritage resources that require protection and management in order to preserve them for the benefit of future generations. Heritage resource management in the coastal zone is an important aspect of coastal management in the WCDM.	6
8	<b>Pollution control and management</b> This requires both effective management and effective prevention strategies, with an emphasis on reducing and responding to both land based and marine based sources of pollution in the coastal zone. Ensuring adherence to the waste management hierarchy of "reduce, reuse, recycle", will help reduce solid waste in particular. The effective management of waste within the coastal zone requires cooperation between various departments within the Local and District municipalities, provincial and National government	5



West Coast District Coastal Management Objectives	Description	Links to Western Cape priority areas
	departments, as well as coastal communities	
9 <b>Socio-economic development</b>	The coastal zone is important to society, and to the economic development of all coastal communities. It is important that the socio-economic environment along the coastline is well managed and supported to ensure that all coastal communities receive the full benefit of the resources that the coastal zone provides and also start to become resilient to the impacts of climate change. The identification and exploitation of sustainable livelihood opportunities is equally important to capitalise on the benefits offered by the coastline	1
10 <b>Awareness, education, training, capacity building and information</b>	These are important actions to implement, as this will help to facilitate the cooperative management of the coastal zone, which is required to successfully implement an integrated coastal management strategy. The generation of internal capacity within the West Coast DM, to effectively manage the coast is also vital in ensuring that the objectives and strategies set out in the CMP are implemented. Through the facilitation of knowledge production and exchange, the promotion of knowledge sharing of coastal issues, and instilling a sense of ownership of the coastal zone amongst all stakeholders, the municipalities can create an increased awareness among various key coastal stakeholders	8

Source: Extracted from the West Coast District Second Generation CMP 2019 - 2024

## Appendix D: Objectives identified in the City of Cape Town Coastal Management Programme

Table 14 City of Cape Town Coastal Management Policy Directives

City of Cape Town Coastal Management Policy Directive details	Description	Links to Western Cape priority areas
<b>1</b> <b>Common asset</b>	<p>The City will protect the right of all people to access the coastline; manage the coastline at all times in the best interests of all and not to the sole benefit or interest of individuals or groups; in all decisions relating to the development of the coast, careful consideration will be given to protecting and preserving unique heritage sites, consistent with the City's policies and National law; and ensure that future development is appropriately set back from the coastline consistent with the City's Spatial Development Framework.</p>	3
<b>2</b> <b>Access</b>	<p>The City will: formally designate Public Coastal Access Land at appropriate locations along the length of the City's coastline in accordance with the NEM: ICMA; ensure lateral coastal public access by acting against encroachment of private property into coastal public open space; where sea defence mechanisms are required, apply an integrated approach to ensure that where possible access to, and the amenity value of the coast is retained and promoted, and ensure that formalised public access points are appropriately distributed along the length of the coastline to facilitate public access for all residents.</p>	3
<b>3</b> <b>Optimise economic &amp; social opportunities</b>	<p>The City will: prioritise long term economic planning and gain over short term gain to avoid the generation of risk to the City and its residents; address the inequalities of the past through promoting appropriate coastal nodal development as detailed in the City's Spatial Development Framework to connect communities to the coastline; assess economic and social development opportunities on the coast in a holistic manner that understands the coastline as a complex system that has diverse opportunities and constraints determined by factors outside of our control; optimise and invest the immense potential of Integrated Coastal Management to create long term sustainable employment opportunities across a range of sectors including</p>	1

City of Cape Town Coastal Management Policy Directive details	Description	Links to Western Cape priority areas
	coastal management, ecotourism, coastal risk reduction and coastal rehabilitation; invest in appropriate infrastructure that supports a wide range of economic and social development activities and opportunities; rectification of historically made inappropriate planning decisions through appropriate regulations, strategies and building codes , and identify and facilitate development of nodal growth points with the intent to optimise the socio-economic benefits of accessing coastal resources.	
4	<b>Coastal Recreation</b> The City will: promote and support coastal recreation by maintaining, investing in and developing infrastructure and services that facilitate appropriate coastal recreation opportunities; manage the coast as a shared environment that supports a wide range of recreational activities; where necessary to reduce conflict, congestion, improve safety or reduce environmental social or heritage impact, determine appropriate and defined use zones for various forms of coastal recreation where necessary; where a form of coastal recreation is negatively impacting on the economy, social values and quality of the environment, ban that form of recreation in its entirety or from various locations, and regulate and enforce any recreation activities that require permits from any sphere of government.	1
5	<b>Natural coastal processes, fauna and flora</b> The City will: ensure that future coastal development is guided to protect coastal processes and systems; develop and implement a Coastal Overlay Zone as part of the City's Integrated Zoning Scheme to provide an appropriate land use management framework to protect our coastal systems and to manage areas at risk from coastal hazards both along built and un-built stretches of coastline; invest in the on-going rehabilitation of degraded dune systems, beaches, estuaries, coastal corridors, rocky shores and coastal wetland systems; implement Estuary Management Plans that recognise and manage the vital contribution of estuaries to supporting the health of coastal ecosystems, water quality maintenance, the provision of marine species nurseries and the provision of protection against coastal erosion and storm surge damage; play an active role in any activity or process regulated by other spheres of government that have an impact on the City's coastline. This may include the issuing of permits for seine netting, proclamation of Marine Protected Areas etc.; designate highly	6

City of Cape Town Coastal Management Policy Directive details	Description	Links to Western Cape priority areas
	valuable and sensitive natural coastal spaces or coastal heritage sites as Coastal Conservancy land as part of the Coastal Overlay Zone, and undertake coastal waste management in accordance with a Beach Cleaning Operational Protocol that recognises the importance of retaining functional ecological systems while meeting the social and economic needs of high recreation nodal points.	
6	<p><b>Heritage, identity and sense of place</b></p> <p>The City will: consider all new coastal developments with regards their potential impact on this unique and irreplaceable landscape; take into account architecture, colour, form and position when considering coastal development applications; Ensure all signage design and location does not overtly detract from the coastal landscape; Ensure that any future coastal defences for the protection of private and public properties and City infrastructure are strategically managed by the City in the interests of Cape Town and its residents.</p>	4
7	<p><b>Risk management and mitigation</b></p> <p>The City will: apply a consistent, cautious and risk averse approach in responding to the pressures caused by coastal erosion and storm surges; favour soft engineering approaches over hard engineering solutions where possible; require all new coastal developments and changes to existing developments to incorporate mitigation of and/or adaptation to coastal climate change impacts as part of their approval process; ensure that coastal defences to protect private property from the threat of coastal erosion is compliant with the relevant legislation; not approve coastal defence structures if the risk of shoreline erosion for adjacent areas is influenced; retain the option of managed retreat over defence; require that coastal defences be proven to reduce risk prior to being approved; favour coastal defences which are reversible, flexible, do not negatively impact on sense of place or aesthetics, and have other positive knock-on effects, and undertake a broadly consultative process with the public when deciding on sea-defence interventions.</p>	4
8	<p><b>Coastal land alienation and acquisition</b></p> <p>Where coastal land is unsuitable for development, either due to zoning or for environmental reasons, state ownership of coastal land will be consolidated. This includes acquisition by the City of land falling within its jurisdiction. Refer to the City of Cape Town's Coastal Land Alienation and Acquisition Policy.</p>	1

City of Cape Town Coastal Management Policy Directive details	Description	Links to Western Cape priority areas
9	<p><b>Coastal safety and security</b></p> <p>The City will: actively seek to work with all relevant spheres of government and law enforcement agencies by promoting an inter-agency marine and coastal law enforcement approach; protect and support the legal marine and coastal resource consumption activities while actively targeting all illegal resource consumption; develop its own marine and coastal law enforcement capacity and resources; consolidate City Regulations and By-laws to facilitate effective coastal law enforcement; increase visible coastal law enforcement and policing, and ensure appropriate informative regulatory signage is located across the coastline.</p>	8



## Appendix E: Objectives identified in the Garden Route District Coastal Management Programme

The Garden Route District CMP, is currently being reviewed, the 2012 District CMP and the current draft identifies 13 coastal management objectives (CMO) and are detailed as follows:

**Table 15 Garden Route District CMP Objectives**

Eden District Coastal Management Objectives		Description	Links to Western Cape priority areas
1.	<b>Public Access</b>	Reasonable and equitable access to the coastal public property for all must be recognized as a basic human right and must be achieved without being to the detriment of the environment or infringing on the individual rights of people (landowners?)	3
2.	<b>Infrastructure, Spatial Planning &amp; Development</b>	Existing infrastructure and developments within the coastal zone must be maintained or upgraded (rehabilitated) so as to prevent degradation of the environment and all existing spatial planning strategies must be strictly enforced. All future infrastructure and developments should be restricted to land already zoned for that purpose and no new zonings should be considered within the coastal protection zone. Future spatial planning strategies must consider the coastal protection zone as a no-go area for infrastructure or developments and setback lines must be determined as a matter of priority.	1
3.	<b>Biodiversity Protection, Conservation &amp; Enhancement</b>	Biodiversity must, as a minimum, be protected and conserved through innovative spatial planning strategies, a network of protected & conservation areas, proactive management and the prevention of over exploitation. Ultimately, biodiversity should be enhanced through alien eradication, reintroduction & nurturing of indigenous fauna & flora and rehabilitation programmes	6
4.	<b>Heritage Resources</b>	The diverse heritage resources of Eden need to be recognized, protected and shared with all its people and visitors.	1
5.	<b>Disaster Management</b>	Disaster management will be implemented in a coordinated manner that involves all role players to ensure the health and safety of people, the integrity of property and infrastructure and the maintenance of ecosystem functioning.	4
6.	<b>Water Quality &amp; Quantity</b>	Organs of state must cooperate to ensure that water resources are managed in such a way as to ensure a clean and healthy environment that supports ecosystem functioning and the safety and well-being of all users.	5

Eden District Coastal Management Objectives		Description	Links to Western Cape priority areas
7.	<b>Institutional Arrangements</b>	The CMP must be implemented cooperatively and effectively by all spheres of government and civil society, through cooperation, increased capacity (personnel and awareness) and the prioritization of funds for coastal management.	2
8.	<b>Compliance &amp; Enforcement</b>	Compliance with all legislation will be ensured through visible enforcement and made more effective via increased capacity, awareness and proactive interaction with stakeholders.	9
9.	<b>Education &amp; Awareness</b>	The value of the Garden Route District environment and its people must be communicated at all levels of basic education and within communities, and a culture of learning, cooperation and sense of ownership fostered between organs of state and civil society.	8
10.	<b>Economic Development (Job Creation)</b>	Confidence and an enabling environment must be created in the Garden Route District in order to attract private investors and government programmes to boost the economy, create jobs and raise the profile of the area; all within a framework that preserves the integrity of Garden Route's environment and its people.	1
11.	<b>Tourism &amp; Recreation</b>	The Garden Route District should be recognized as the jewel of the Western Cape and all the tourism and recreational opportunities should be pursued in a way that contributes to the enjoyment of all its users, a culture of environmental awareness and a responsibility to promote the benefit of the local economy.	1
12.	<b>Sustainable Livelihoods</b>	Manage existing subsistence activities and promote additional opportunities in a way that ensures compliance with legislation and responsible utilization of resources.	1
13.	<b>Research</b>	All management interventions need to be informed through scientific research aimed at addressing Garden Route District-specific and not generic issues. Tertiary-based research should be encouraged to provide a better understanding of the Garden Route District environment, its people and their interaction.	8

Source: extracted from the 2021 Draft Garden Route CMP

## Appendix F: Priority areas identified in the Overberg District Coastal Management Programme

The 2016 Overberg District CMP, identifies 9 priority areas with accompanying coastal management objectives (CMO) and are detailed as follows:

**Table 16 Overberg District Municipality CMP priority areas**

Overberg District Coastal Management Objectives		Description	Links to Western Cape priority areas
1.	<b>Facilitation of coastal access</b>	The facilitation of coastal access is a municipal function in terms of the ICM Act, and coastal municipalities are required to effectively implement, maintain and monitor coastal access. This priority area includes ensuring that the public has an equitable right of access to the coast and its resources as well as the management of such access	3
2.	<b>Compliance and enforcement</b>	In keeping with the NCMP, certain compliance and enforcement of the aspects of the ICM Act are assigned to municipalities.	9
3.	<b>Estuaries</b>	Estuaries, which are under increasing pressure from human interference, modification and degradation, are considered amongst the most threatened ecosystems in the world. These sensitive, yet highly productive and diverse ecosystems are of critical importance in the provision of ecological social and economic benefits in the ODM. This priority area focuses on the requirements of the National Estuarine Management Protocol which prioritises the development of estuary management plans.	7
4.	<b>Marine and land based sources of pollution and waste</b>	Coastal areas are particularly vulnerable to the negative impacts of pollution, being the end or collection point in various solid and liquid waste streams. This pollution emanates from both the marine environment, because of shipping and commercial fishing activities, as well as from land-based sources, because of effluent discharges, urban stormwater and the 'throw-away' mentality that pervades our society. This priority area aims to minimise the impacts associated with pollution in the coastal environment by proposing and implementing appropriate pollution control and waste management measures.	5
5.	<b>Cooperative governance and local government support</b>	Cooperative government and governance, mandated by the South African Constitution, is prescribed in the coastal environment by the ICM Act. The Act promotes stakeholder engagement and co-operation via the implementation of the provincial and municipal cross-sectorial, multi-factor CMPs and the formal cooperative governance structures established via the ICM Act, namely coastal management committees. Cooperative	2

Overberg District Coastal Management Objectives	Description	Links to Western Cape priority areas
	governance, in contrast to cooperative government, includes collaboration and partnerships between all forms of government and business, the private sector, research institutions and civil society (including traditional leadership).	
6. <b>Climate change, dynamic coastal processes and building resilient communities</b>	The vulnerable and sensitive Overberg coastal zone is increasingly being threatened as a result of rising demands for development, the exploitation of resources and the effects of global climate change (e.g. flooding, sea level rise and increase in storminess). Resilience of both the environment and the communities living there is the focus of this priority area, which proposes that development is both properly planned and managed to avoid exposure to the significant risks associated with dynamic coastal processes. A uniform response is required to assessing and responding to coastal vulnerability as well as in respect to the rehabilitation of coastal areas.	4
7. <b>Natural capital and natural resource management</b>	The ecosystem goods and services of the Overberg coastal zone contribute an enormous amount of tangible and intangible benefits to residents and visitors. These benefits cannot be measured in purely economic terms, and the protection, conservation and continued ecological functioning of this natural capital is an asset to the district beyond measure. It is thus critically important that the natural functioning of the coastal system and its resources be allowed to continue with minimum anthropogenic interference. Of particular conservation concern are environmental assets that promote sustainable livelihoods, which must be sustainably utilised, adequately protected and appropriately rehabilitated.	6
8. <b>Social, economic and development planning</b>	A cornerstone of effective Integrated Coastal Management is the promotion of a balance between sustainable, viable and appropriate development and the protection of coastal resources/assets, including the natural, social and cultural environments. A focus on social upliftment and economic development and effective planning is critical in the continued fight to alleviate poverty and to generate sustainable livelihoods in the ODM.	1
9. <b>Education and capacity building</b>	The recognition of the value of the coast, shared ownership of the coastal zone and accompanying shared responsibility and need to facilitate co-operation can only be effectively implemented if awareness is created and coastal managers and stakeholders are effectively trained. Applied training and capacity-building of coastal managers and other stakeholders as well as accessible and co-ordinated research are required to ensure effective cooperative governance and government under this Priority Area.	8

Source: extracted from the Overberg CMP.





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