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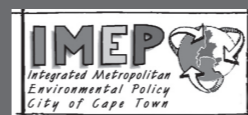
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COASTAL ZONE MANAGEMENT STRATEGY



Coastal Zone Management Strategy



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EXECUTIVE SUMMARY



Currently the coastal zone of Cape Town is not subject to any specific or holistic management programme and no broad vision and management principles exist for the coast as a whole. Current management of this resource is fragmented, uncoordinated and to a degree reactive. This is by-and-large as a result of the historic and current structure of the dispensation, which has resulted in a number of departments managing fragmented sections of the coast and no department taking overall management responsibility.

To ensure that the coastal zone of Cape Town is protected, enhanced and optimised, a new and integrated approach to coastal management is needed. This requires recognising the coast as a specific management entity with unique and specific management attributes for which management responsibility must be assigned.

On the 31st October 2001 the City of Cape Town (CCT) formally adopted the first Integrated Metropolitan Environmental Policy (IMEP) along with its implementation strategy, the Integrated Metropolitan Environmental Management Strategy (IMEMS). This IMEMS requires that the CCT develops detailed sectoral strategies to meet the commitments made in the sectoral approaches by giving effect to the environmental principles in IMEP.

During the IMEP development process six priority strategies were identified, and endorsed by Council, for implementation within two years of the adoption of IMEP. One of these strategies is the Coastal Zone Management Strategy. Council has committed itself to developing and implementing a citywide Coastal Zone Management Strategy by October 2003 with the aim of protecting, optimising and enhancing this unique and valuable asset.

The strategy identifies the need for:

- An integrated Coastal Zone Technical Coordinating Committee that develops plans, programmes and actions
- Responsible persons for implementation on-the-ground
- Implementation of programmes and actions to meet the Coastal Management Strategic Objectives

The Coastal Zone Management Strategy is founded on the development of programmes and actions that will meet the Coastal Management Strategic Objectives. These Coastal Management Strategic Objectives include:

- Development and implementation of Sustainable Coastal Management Plan's (SCMP's) at each of the 43 Coastal Management Units
- Blue Flag
- Coastal Recreation Plan
- Estuary Management
- Coastal Water Quality
- Coastal Legislation
- Coastal Education and Awareness
- Conservation of Natural Coastal Areas
- Development in the Coastal Zone
- Coastal Engineering

For each of the Coastal Management Strategic Objectives, the goals and principles are outlined as well as the approach for implementation.

The final section of the report details the implementation, monitoring and review of the Coastal Zone Management Strategy.



To ensure that the coastal zone of Cape Town is protected a new and integrated approach to coastal management is needed.



INTRODUCTION

DOCUMENT OVERVIEW AND PURPOSE



This document presents a proposed integrated approach to coastal zone management and sets the framework for the management of this unique and valuable asset.

This document:

- Introduces the concept of an identifiable coastal zone as a specific entity requiring management
- Sets the context for coastal zone management in the CCT
- Highlights the value of the coastal zone
- Introduces the concept of “strategy”
- Presents an institutional management framework that will facilitate an effective and efficient Coastal Zone Management Strategy
- Recognises the importance and role of partnerships
- Identifies the strategic objectives of the Coastal Zone Management Strategy
- Presents an approach for each Coastal Management Strategic Objective
- Sets the measuring, monitoring and review of the Coastal Zone Management Strategy

1.1 Document Overview

This Coastal Zone Management Strategy, once endorsed by Council will form the management framework, targets and goals for the integrated management of the CCT’s coastal zone.

1.2 Definition of a Coastal Zone for the City of Cape Town

There are many definitions for defining a coastal zone. The most broadly accepted definition of the coastal zone, as defined in the National White Paper for Sustainable Coastal Development in South Africa, is “that area where the marine environment interacts, influences and affects the terrestrial environment”.

Using this broad definition it would be realistic to demarcate a coastal zone that in places could be 50 – 100km wide extending from the beach to the first significant mountain range. The purpose of the CCT Coastal Zone Management Strategy is to focus management on specific coastal issues. As such, a pragmatic and management oriented coastal zone for the CCT was defined and mapped using defined mapping conventions. In addition, the coastal zone was divided into 43 coastal zone management units based on the geophysical characteristics as well as the coastal use, i.e. commercial, residential, recreational or rural (coastal zone map attached as Annexure A).

The coastal zone and coastal zone management units for the CCT were revised and finalised through an internal participatory review process.

1.3 Context

Cape Town has 307 km of coastline stretching from Silverstroom Strand in the north-west to Kogel Bay in the south-east including two of the largest bays in South Africa, namely Table Bay and False Bay (both recognised internationally as World’s Most Beautiful Bays). A number of coastal processes take place along this coastline including:

- Wave processes
- Nearshore currents and circulation
- Offshore sediment transport
- Aeolian or windblown sediment transport
- Upwelling

Key biophysical features of the coastline in Cape Town include:

- Dunes
- Coastal erosion
- High levels of marine biodiversity
- High levels of terrestrial biodiversity
- Estuaries
- Contrasting water temperatures between the Atlantic and False Bay coasts



The coastline of the CCT is arguably one of its greatest economic assets.





- Building and infrastructure maintenance problems related to erosion, windblown sand and wave action
- Interference of physical coastal processes caused by development
- Safety and security problems
- Inappropriate development
- Inappropriate recreational use
- Litter and waste
- Degrading beach infrastructure and facilities
- Vandalism of beach facilities
- Loss of recreational opportunities and scenic beauty due to sprawling urban development
- Inequalities in access to the coast and associated opportunities

Understanding the unique value that the coast offers to Cape Town and considering the pressures currently on that resource, the CCT is required to take urgent and focussed action to reverse the current trends and secure the coastal asset. Significant opportunity exists to initiate and implement management interventions that will enhance, protect and optimise this resource. However, for this to be successful, an integrated, holistic, centralised and citywide coastal strategy must be adopted, implemented, resourced and championed to give additional value to national policy implementation.

1.4 Legislation and Delegation

The coastal zone is administered by a number of government organisations with overlap of jurisdiction and function. In Cape Town the marine environment (that below the low water mark) is administered by the Department of Environmental Affairs and Tourism's Marine and Coastal Management.

The area between the low water mark and the high water mark has been delegated (Sea Shores Act) to the Western Cape Nature Conservation Board for administration. Above the high water mark is the responsibility of the City of Cape Town, although certain functions remain with other government departments (such as the setting of policy to govern vehicle access to the beach).

As such, the CCT Coastal Zone Management Strategy has been developed within relevant national and provincial legislation. This section briefly describes the main legislation relevant to the coast.

The coast has multiple uses and provides a variety of goods and services to the City. These goods and services are central to the economy of the City and its wellbeing. The goods and services provided by the coastline include amongst others:

- Tourism and recreation
- Residential areas
- Discharge of stormwater
- Economic and employment opportunities
- Events (e.g. water sports)
- Industrial and commercial uses (e.g. harbours and commercial fishing, restaurants)

The coastline of Cape Town is arguably one of its greatest economic assets and has the potential, if protected and harnessed, to play a significant role in the economic development and prosperity of the City. However, the coastal resource of Cape Town is currently faced with many pressing issues including:

- Fragmentation and loss of natural areas
- Degradation of terrestrial ecosystems due to recreational activities and inappropriate development
- Loss of indigenous vegetation due to the spread of alien invasive vegetation
- Erosion and damage to sensitive coastal dune systems
- Areas of poor marine water quality as a result of domestic and industrial wastewater discharges, stormwater discharges and malfunctioning sewerage systems
- Loss of marine resources due to poaching

1.4.a The Constitution of South Africa (Act 108 of 1996)

Section 24 of the Constitution states that all South Africans have the right to a healthy environment which is protected, for present and future generations, from ecological degradation. The Constitution further presents an overarching obligation to sustainable environmental management, which calls for local government to provide services in a sustainable manner, provide a safe and healthy environment for all communities, promote social and economic development and ensure transparent governance.

1.4.b Municipal Systems Act (Act 32 of 2000)

The Municipal Systems Act (MSA) has certain implications and obligations for environmental management by local government, which must be accommodated and reflected in the institutional framework and policies of the local government authority.

1.4.c National Policy for Sustainable Coastal Development in SA

The Policy sets out a vision for the coast, and principles, goals and objectives for coastal management, together with a Plan of Action for implementation. In essence, this Policy aims to achieve sustainable coastal development through a dedicated and integrated coastal management approach, in partnership with all South Africans.

1.4.d Draft Coastal Zone Policy for the Western Cape

A Draft Provincial policy aimed at promoting sustainable coastal development and long term benefits from the sustainable utilisation of the coastal resources.

1.4.e Sea Shore Act (21 of 1935)

The Sea Shore Act guarantees the public status of the sea and sea shore by ensuring that they are inalienable, ensuring the principle of public heritage.

1.4.f National Environmental Management Act (107 of 1998)

The National Environmental Management Act (NEMA) states that local government should develop strategies to protect natural and cultural resources (which constitute and sustain the metropolitan area) but at the same time proactively address poverty.

1.4.g Marine Living Resources Act (18 of 1998)

The Marine Living Resources Act principles, amongst others, include the need for sustainable and equitable utilisation of marine resources, the need to promote sustainable development of the fisheries industry, the need to protect marine biodiversity and improved participation of all stakeholders in decision-making processes.

1.4.h Environmental Conservation Act (73 of 1989)

The objectives of this Act are to reduce potential negative environmental impacts of activities related to development, and to promote sustainable development. Sections 21, 22, and 26 of this Act set out procedures for Environmental Impact Assessment (EIA) that must be complied with in order for activities, as defined in the Act, to commence. A number of Council activities fall within the EIA Regulations, such as water supply and wastewater treatment works.

1.4.i Other Acts that relate to local authorities and coastal management

- Atmospheric Pollution Prevention Act (Act No. 45 of 1965).
- Hazardous Substances Act (Act No. 15 of 1973).
- National Water Act (Act No. 36 of 1998)
- Health Act (Act No. 63 of 1977)

1.4.j Legislation under development

There are two pieces of legislation that are currently being drafted that will have significant implications for local authorities and their management of the coast. These are:

- The Biodiversity Bill
- Coastal Management Bill

1.4.k International Context

South Africa is signatory to a number of specific international agreements, such as the Biodiversity Convention and World Heritage Convention and it is incumbent on local authorities to give local effect to such conventions by adopting appropriate management strategies.



This Policy aims to achieve sustainable coastal development in partnership with all South Africans.





1.5 Concept of "Strategy"

A strategy is defined as "a systematic plan of action to accomplish a specific goal".

The CCT Coastal Zone Management Strategy therefore sets out to be a systematic, integrated, multi-disciplinary organised approach to ensure that the CCT coastal zone is managed, protected and enhanced while social and economic opportunities are optimised. The Coastal Zone Management Strategy process is represented in the diagram below:

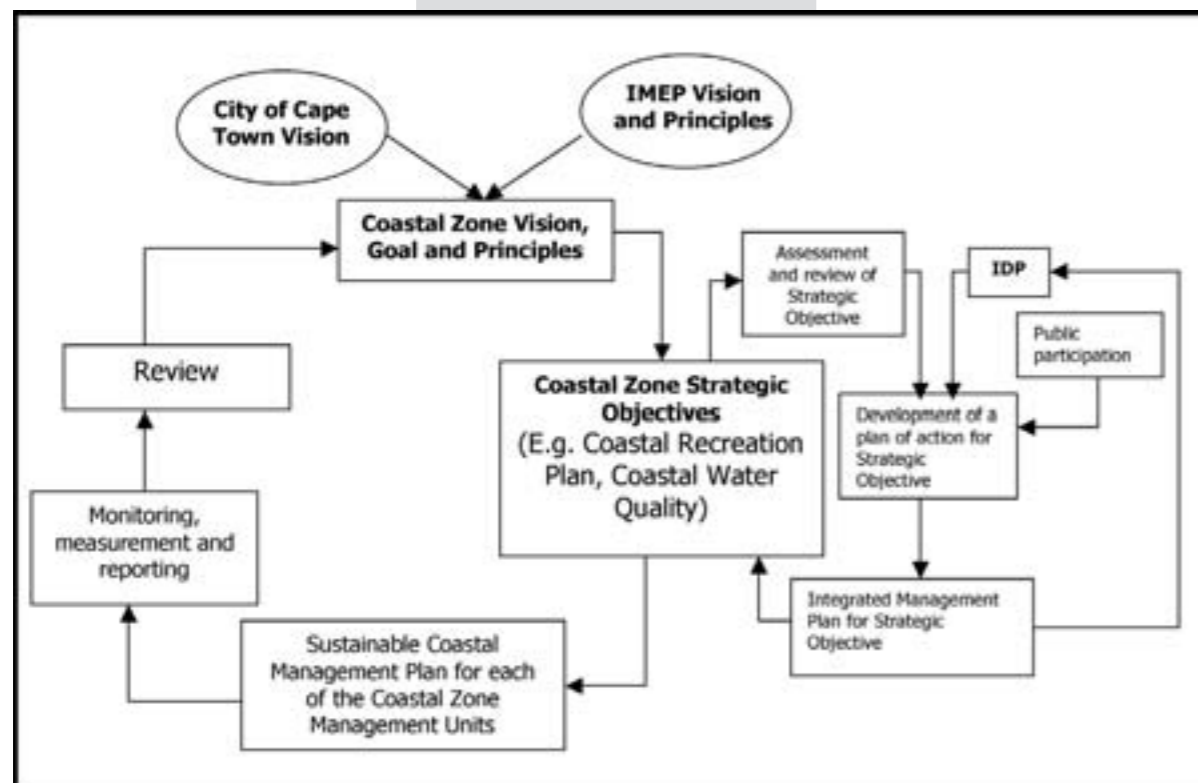


Fig 1 Coastal Zone Management Strategy Process

1.6 Meeting the City of Cape Town's Strategic Vision, Mission and Values

The strategy contributes to the following points outlined in the CCT's strategic direction:

- Poverty reduction
- Economic development, tourism promotion and physical/infrastructure development
- Employment creation
- Good governance
- Improving health, safety and security
- Financial sustainability
- Partnerships
- Communication

The Coastal Zone Management Strategy contributes to the following statements in the CCT Vision:

- A sustainable city – a city that offers a future to our children and their children
- A dignified city – a tolerant, non-racist, non-sexist city
- An accessible city – a city that extends the benefits of urban society to all and builds the capacity of its people
- A credible city – a well governed city trusted by its people
- A competent city – a city with skills, capabilities and a competitive edge
- A prosperous city known for its ability to compete in the world of the 21st century and its commitment to the challenges facing South Africa, the Southern African Development Region and the African continent

The Coastal Zone Management Strategy contributes to the following Mission of the City:

- Responsible decision making
- Viable, affordable and sustainable city services
- Dignity and meaningful engagement with City structures
- Fair access to the benefits of urban society and capacity building opportunities
- Trustworthy, accountable, efficient and transparent city government
- The ability to contribute to global, regional, national, provincial and local economic growth and development
- The opportunity to benefit from national and provincial partnerships

Further, the Coastal Zone Management Strategy is driven by the following City Values:

- A clear sense of direction and purpose
- Partnerships at all levels of city life
- Openness, accountability and transparency
- Decisions and actions that will take the needs and abilities of future generations into account
- Efficiency, effectiveness and responsiveness

1.7 Historic approach to coastal management

To date, management of the coastal zone has been undertaken in a fragmented approach by-and-large as a result of the structure of the previous dispensation. Under the previous dispensation no less than six local government administrations were responsible for the management of the coast, and within each administration a multitude of departments and line functions. Little coordination and integration of efforts and approaches between these departments, line functions and administrations took place which has resulted in a fragmented and localised approach to coastal management. This approach in turn lead to a situation where no clear authority or responsibility for coastal management existed.

The formation of a Unicity alone will not address this historical fragmented management of the coastal zone. The integration of line functions and the recognition that the coastal zone is a distinct management area with specific management needs, is central to the effective protection, enhancement and optimisation of the coastal zone.



A competent city – a city with skills, capabilities and a competitive edge





1.8 An Integrated Approach – The Coastal Zone Management Strategy

The Coastal Zone Management Strategy offers a unique opportunity to introduce a paradigm shift including:

- A coordinated and integrated approach to coastal zone management from a citywide perspective
- Recognition of the coastal zone as a distinct and unique management area
- Recognition of the coastal asset in terms of economic and social development
- The establishment of a multi-disciplinary coordinating coastal management team
- Responsibility, accountability and action
- Centralised planning and budgeting around coastal issues
- Equitable access to our coast and its associated economic and social opportunities
- Participative, open and transparent approaches to coastal zone management
- Creative, dynamic and new approaches to coastal zone management

1.9 Towards Integration of Coastal Initiatives

1.9.a Within the CCT

The first aim of the Coastal Zone Management Strategy is to consolidate and integrate existing coastal initiatives, management plans and policies to ensure that they are all aligned within a common framework and goal. The intention is to build on existing initiatives and work completed in the past. It is, however, important to understand at this point that streamlining and integration of current initiatives will also introduce a new way of working which will require active participation and support across service delivery units and clusters within the City of Cape Town. A refocus and prioritisation of current initiatives to align them within this common proactive Coastal Zone Management Strategy could mean letting go of projects that are not contributing to the common objectives. This is especially important considering current budgets and capacity restraints.

1.9.b With National and Provincial Coastal Initiatives

It is imperative that the CCT integrates with both National and Provincial government on coastal management issues and initiatives. Participation by the CCT in various Coastcare initiatives, the Provincial Coastal Programme and active membership on the Interim Western Cape Coastal Committee is essential in facilitating the integration of the CCT Coastal Zone Management Strategy with these broader initiatives. This integration and communication will be further enhanced by the invitation from the CCT to the Interim Western Cape Coastal Committee for provincial representation on the CCT Coastal Zone Technical Coordinating Committee.

1.9.c With the Cape Peninsula National Park (CPNP)

The CPNP manages a significant portion of the coastline between Silwerstroom Strand in the north-west and Kogel Bay in the south-east. It is therefore imperative that the CCT and CPNP integrate and align their approaches to coastal management to ensure continuity and overlap of management practises along the coastline. This integration and communication will be enhanced by the invitation from the CCT to the CPNP to be represented on the Coastal Zone Technical Coordinating Committee.

1.9.d With the Ports Authority

Three ports administered by the Ports Authority, and one Naval Base, exist within Cape Town's coastal zone. Ports are essential components to the economy of the City and the region but are also identified as sources of significant impact, particularly as pollution sources, on the coastal zone. It is essential therefore to develop working partnerships between the Ports Authority and the CCT and between the Simons Town Naval Base and the CCT to integrate and align management practices to minimise the impact of Ports on the coastal zone. These partnerships must be established as part of the relevant SCMP for each area and at a strategic level when port expansion and growth is planned.

1.10 Integration, support and coordination between IMEP Strategies

The implementation of IMEP is given effect through the development and implementation of a number of IMEP strategies. These strategies are developed not only to give effect to various environmental issues, but also in support of each other especially where there are significant areas of overlap. None of the strategies must be seen in isolation but rather in the cumulative effect all of the IMEP strategies have on the broad environment of Cape Town.

This integration and coordination between strategies in meeting a common goal is particularly significant with respect to Coastal Zone Management. In particular, both the Biodiversity Strategy and Environmental Education and Training Strategy will give effect to, and address, coastal zone issues and these strong links of common purpose, overlap and shared responsibility between strategies are key principles in the implementation of IMEP.



1.11 Strategy Role-players

A successful Coastal Zone Management Strategy will require an integrated and participative approach with input from a wide range of role-players from within Council and external to Council. These role-players will have different levels of input, some driving and owning the process with others participating around specific issues.

Distinction between those levels at this point has relevance to responsibilities and degrees of influence and interest through the delegation of roles in the development and implementation of the strategy.

The following CCT Directorate should be considered as the driver/custodian of the Coastal Zone Strategy:

- Community Facilities

The following CCT line functions should be considered as key partners in the strategy:

- Planning and Environment
- City Parks and Nature Conservation
- City Police
- Emergency Services
- Economic Development and Tourism
- City Health
- Water Services
- Solid Waste Management
- Transport, Roads and Stormwater (Catchment Management)

Key stakeholders in the Coastal Zone Strategy should include amongst others:

- Cape Peninsula National Park
- Sub-Councils
- Coastcare (Department of Environmental Affairs and Tourism)
- Marine and Coastal Management
- Western Cape Nature Conservation Board
- Western Cape Provincial Administration
- NGO's and CBO's (e.g. WESSA)
- Academic and research institutions
- The public

The implementation of IMEP is given effect through the development and implementation of a number of detailed strategies.



THE STRATEGY

VISION

To be a city that leads by example through recognising the coastal zone as a unique and significant natural asset in the City. To commit to the management of this resource in an innovative and integrated manner that will ensure the environmentally sustainable functioning of the natural systems while optimising the economic and social benefits.



GOAL

- Effective, efficient and transparent management of the coastal zone
- Sustainable development of the coastal zone
- To ensure that Cape Town is recognised as having some of the best beaches in the world
- The maintenance of an appropriate balance between the built, rural and wilderness coastal areas
- To optimise social and economic benefits from the coastal zone

2.2 Guiding Principles for coastal management

The following guiding principles underpin the strategy:

- National Policy for Sustainable Coastal Development in South Africa
- Focussed and goal orientated management
- Multi-disciplinary coordinating team
- Responsibility, accountability, action
- Equitable access to the coast and to the associated opportunities
- Promotion of social and economic opportunities matched by responsibility
- Partnerships
- Equity and justice
- Creativity and a focus on proactive as opposed to reactive management
- Sustainable development
- Continuous improvement

2.3 Management structures for the Coastal Zone Strategy

The Coastal Zone Strategy will be managed according to the institutional management structures depicted in the following flow diagram (Figure 2). The dotted lines indicate positions that will only become established if and when additional external funding is secured. In the event that no additional external funding is secured, the position of coastal coordinators will fall away and implementation will occur through the Director: Community Facilities and the appropriate staff in that Directorate.

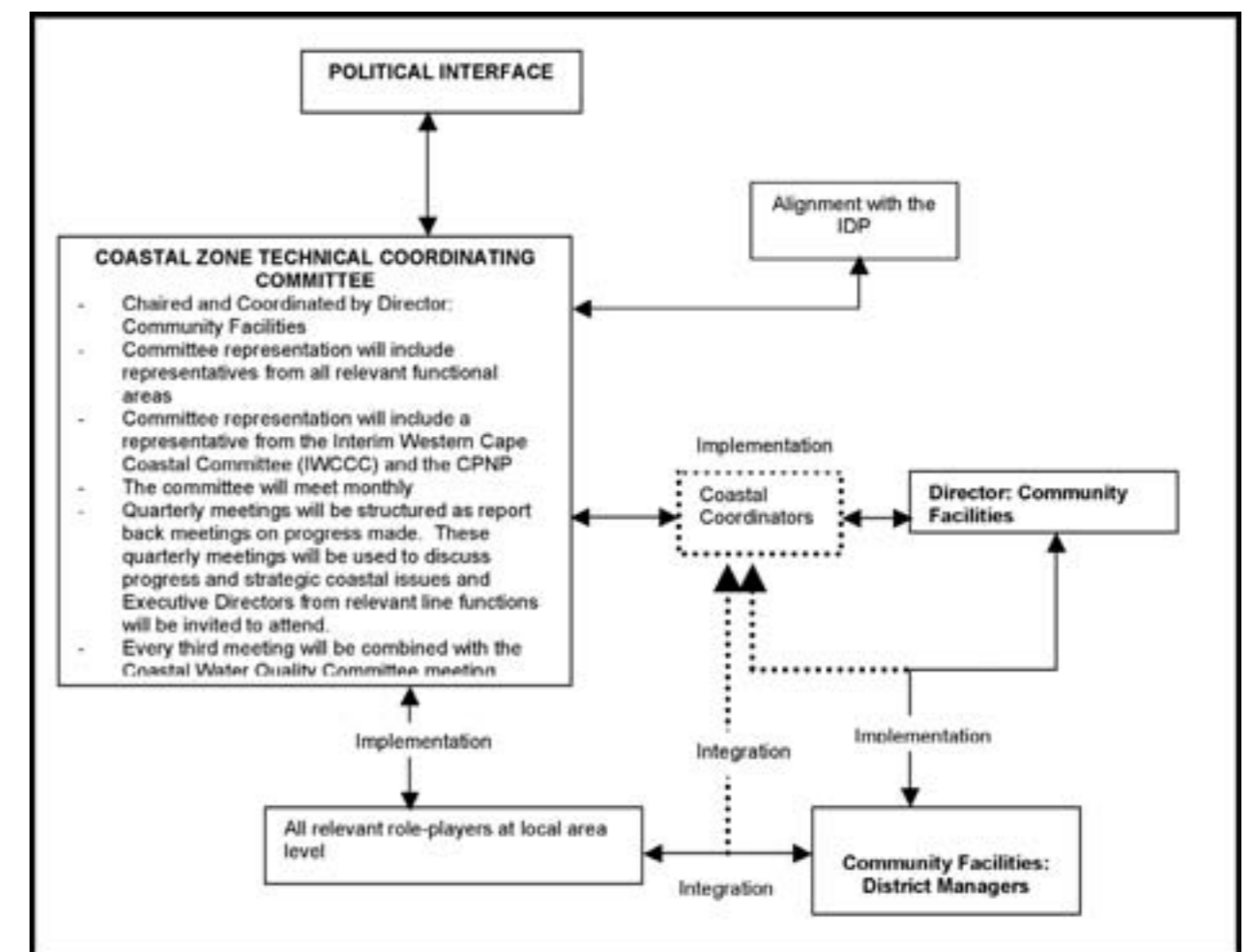


Fig 2 Management structures for the Coastal Zone Strategy





2.3.1 Political Level

a. Council

All relevant documents, programmes and policies will be presented to Council for adoption and endorsement.

b. Executive Mayor, Mayoral Committee and Mayoral Committee Members

All issues around budgets, business plans and the identification of priorities will take place through the relevant Mayoral Committee Member and the Mayoral Committee.

c. Section 80 Portfolio Committees

All documents that relate to policy and monitoring will be submitted to the relevant Section 80 Portfolio Committees for adoption and endorsement. In addition, at a minimum, progress in the implementation of the Coastal Zone Management Strategy will be reported on annually to the relevant committees. In the case of the Coastal Zone Management Strategy all reports will be sent to the Planning and Environment Committee and the Health, Amenities and Sport Committee. Where appropriate, other Section 80 Committees will also be consulted.

d. Sub-Councils

All relevant documents will be put to Sub-Councils as part of the stakeholder and public participation process.

2.3.2 Director: Community Facilities

Community Facilities will be the owner/custodian of the Coastal Zone Management Strategy. The Director will have the following roles and responsibilities:

- Overall coordination and facilitation of the strategy
- Chair of the Coastal Zone Technical Coordinating Committee

2.3.3 The Coastal Zone Technical Coordinating Committee

This committee will meet monthly and will be chaired by the Director: Community Facilities. The Director may nominate a coordinator of the committee. All line functions within the City of Cape Town, that influence, manage or impact on the coastal zone, will be represented on the committee by a nominated official. In addition, a representative from both the Interim Western Cape Coastal Committee and the Cape Peninsula National Park will be invited to sit on the Coastal Zone Technical Coordinating Committee. At a minimum the committee must include representatives from:

- Planning and Environment
- City Parks and Nature Conservation
- City Police Services
- Emergency Services
- Economic Development and Tourism
- City Health
- Water Services
- Transport, Roads and Stormwater (Catchment Management)
- Interim Western Cape Coastal Committee
- Cape Peninsula National Park

This committee will have the following roles and responsibilities:

- Strategy development
- Development of policies, action and programmes for coastal management themes
- Development of a generic Sustainable Coastal Management Plan (SCMP)
- Approval of SCMP's for each coastal zone management unit
- Monitoring of strategy and management plans
- Advisory function
- Empowerment and expertise support
- Production of an annual Coastal Zone Management Strategy Report
- Driver and communication of the strategy in each of the committee members' respective line function. This includes ensuring that the Coastal Zone Management Strategy is included in relevant line function budgets and business planning.
- Establishment of Task Specific Working Groups where necessary

2.3.4 Task Specific Working Groups

Smaller Task Specific Working groups will be established by the Coastal Zone Technical Coordinating Committee to address each of the Coastal Zone Management Strategic Objectives. These Task Specific Working Groups will be established as the need arises and will focus on preparing policies, by-laws and programmes to be implemented on the ground through the Sustainable Coastal Management Plans and broad coastal programmes.

2.3.5 Coastal Coordinator/s

Coastal Coordinator/s (no more than three but possibly only one depending on funding) have been included in the proposed structure. External funding is currently being sought to fund these positions on a contract basis for a period of two years. Coordination of the strategy, and to create momentum, in the initial stages will require considerable capacity and commitment. This will be the role of the coastal coordinator/s. In the event that external funding is secured the coastal coordinator/s will have the following role/s:

- Report directly to the Director: Community Facilities
- Provide a coastal management service to the District Managers: Community Facilities
- Coordinate coastal meetings, forums and undertake the secretariat function
- Develop the SCMP's for each coastal management unit
- Coordinate the development of policies, actions and programmes for management themes
- Coordinate the production of an annual State of the Coast Report
- Ensure integration of the Coastal Zone Strategy with other IMEP strategies
- Seek funding and partnership opportunities
- Responsible for communication and awareness around the Coastal Zone Strategy
- Alignment of the City's coastal initiative with National and Provincial initiatives
- Capacity building of CCT staff and Councillors

In the event that external funding is not secured, these post/s will fall away and the responsibilities will be absorbed by the Coastal Zone Technical Coordinating Committee and District Managers: Community Facilities.

2.3.6 Coastal Zone Management Unit Managers

The coastal zone of Cape Town has been divided up into 43 Coastal Zone Management Units (CZMU) to facilitate and focus on the ground management. A Sustainable Coastal Management Plan (SCMP) will be prepared for each CZMU (see section 2.4 below for detail on SCMP's). The District Managers: Community Facilities will be responsible for one or more Coastal Zone Management Units. They will be responsible for the implementation of the coastal zone strategy in their area, which includes:

- Identifying a person responsible for each Coastal Zone Management Unit
- Development and implementation of SCMP's
- Implementation of coastal policies, actions and programmes
- Ensuring compliance
- Reporting and record keeping
- Development of service agreements with other line functions
- Overall coordination for their coastal area
- Integration with relevant role-players at the local area level



Production of an annual Coastal Zone Management Strategy Report.





2.4 Implementation Structure

The Coastal Zone Strategy will be implemented through the Coastal Zone Management Strategic Objectives and given effect through the SCMP's at each of the coastal zone management units. These SCMP's are discussed in greater detail below.

Public and stakeholder participation is considered an essential component of the Coastal Zone Management Strategy and will take place around specific coastal programmes and in the implementation of the SCMP's.

2.4.a Identification of coastal zone management issues

A State of the Coast Report was completed in 2001. This report forms the basis for the identification of key coastal management issues. Effective management of these coastal issues will enhance, protect and optimise the coastal resource. The key issues identified are listed below and have been divided up into broad categories of Coastal Facilities, Coastal Activities and Coastal Features.

Coastal Facilities Management Themes include:

- Coastal resorts
- Blue Flag initiative
- Appropriate development and design of infrastructure
- Environmental Management Systems for CCT installations that impact the coastal resource
- Harbour management and partnerships
- Legislation to govern industry and commerce that impacts on the coastal zone

Coastal Activity Management Themes include:

- Coastal Recreation
- Vendor management
- Safety and security
- Film and event management
- Optimising social and economic opportunities in the coastal zone
- Disaster management

Coastal Features Management Themes include:

- Marine water quality
- Waste management (litter and illegal dumping)
- Coastal Education and Awareness
- Estuaries
- Coastal dune management
- Conservation of natural coastal resources

2.4.b Identification of coastal management strategic objectives

The Coastal Zone Management Strategy will address each of the key coastal issues identified above in one of two ways. Firstly, those issues for which a broad city-wide programme is needed, are identified as Coastal Management Strategic Objectives. Strategic Objectives, where appropriate and efficient, will include two or more of the coastal themes identified in the State of the Coast Report. For each Strategic Objective an Action Plan will be developed as an outcome of this strategy (this is detailed in the next section of the strategy) giving effect to the relevant coastal issue.

Secondly, key coastal issues that are area specific and related to operational management on the ground, will be addressed through the development and implementation of Coastal Management Unit Sustainable Coastal Management Plans (SCMP's). The development of an SCMP for each of the 43 Coastal Management Units in itself is deemed a Strategic Objective (outcome) of the strategy.

The following are identified as Coastal Management Strategic Objectives:

- Development and implementation of SCMP's at each of the 43 Coastal Management Units
- Blue Flag
- Coastal Recreation Plan
- Coastal Recreation Plan
- Estuary Management
- Coastal Water Quality
- Coastal Legislation
- Coastal Education and Awareness
- Conservation of Natural Coastal Areas
- Development in the Coastal Zone
- Coastal Engineering

The Blue Flag initiative is an obvious fit within the Coastal Recreation Plan but has been separated out as an individual Strategic Objective to ensure successful and focussed effort in achieving Blue Flag status in the short term.

2.4.c Sustainable Coastal Management Plans (SCMP's)

Detailed management plans will be developed for each of the 43 coastal management units (Map attached as Annexure A). These management plans will give effect to the key coastal issues in that specific coastal unit by developing on-the-ground management procedures. These management plans are called Sustainable Coastal Management Plans (SCMP's) and are based on the principles and formats of Environmental Management Plans (EMP's) and Environmental Management Systems (EMS). The SCMP's will be implemented by the relevant responsible person who will have been delegated as manager for that particular coastal management unit.

SCMP's define a new integrated approach in which the coast is managed holistically, by including natural, economic, social and administrative matters in one management plan. These SCMP's will also ensure accountability, responsibility and consistency in operational management and integration and communication between service delivery units. At a minimum each SCMP will include a management procedure for the following:

- Beach cleansing (waste, litter, organic debris)
- Safety and security (law enforcement)
- Emergency and disaster procedures
- Film and event management
- Coastal dune management (sandy shores)
- Community and stakeholder communication and participation
- Integration and communication between service delivery units
- Amenities quality control (ablutions etc)
- Water quality monitoring
- Signage procedure
- Document and record keeping

Where appropriate, the following operational management procedures must be developed at a minimum:

- Wind blown sand management
- Marine mammal carcass management
- Communication, integration and partnerships with harbours

Additional operational management procedures will be developed and added to each SCMP as and when needed.

2.4.d Measuring, monitoring and review

An integral part of the Coastal Zone Management Strategy is the need to measure and monitor the strategy through the use of agreed indicators. The results of the measuring and monitoring must inform the review of the strategy and be widely reported on. This is discussed in greater detail in Section Four of this document.

In addition to the monitoring and review of the overall strategy, each Action Plan for the Coastal Management Strategic Objectives must be measured, monitored and reviewed. The methods for monitoring and measuring, and the identification of indicators, must take place in the initial planning stages of the Action Plan.

The strategy, and all the relevant components of the strategy, must be reviewed on an agreed cycle. The purpose of the review is to assess the success of the strategy and its individual components and make improvements and adjustments where necessary to ensure a cycle of continued improvement.

2.4.e Reporting

The results of the measuring and monitoring, and performance of the various components of the Coastal Zone Management Strategy will be reported on in an annual State of the Environment Report.

2.5 Budget and business planning

Critical to the success of any strategy, programme or initiative is the role of budgets and business planning. As part of the Coastal Zone Management Strategy, a business planning exercise must be undertaken by the Coastal Zone Technical Coordinating Committee to ensure that coastal issues and budgets are reflected on the relevant budgets and business plans of all line functions and Directorates responsible for coastal management.

Linked to the issue of business planning and budgets is the need for clear and mandated responsibility for the day-to-day management of the coastal zone. This principle of clear lines of reporting and responsibility must be part of budgeting and business planning.



Communication, integration and partnerships with harbours.



STRATEGIC OBJECTIVES



The Coastal Management Strategic Objectives are the core of the Strategy and form the key outcomes and deliverables. Unless each of the Strategic Objectives are met, the coastal zone in Cape Town will remain under pressure and is likely to deteriorate as an asset in the long-term.

However, the CCT cannot achieve the Strategic Objectives alone - creating and working in partnerships with a wide range of organisations and individuals is the fundamental principle underpinning the Strategy and each of the Strategic Objectives. Shared responsibility in managing and maintaining the coastal asset is a key principle that underpins the success of the strategy. A range of meaningful partnerships with a wide range of organisations and individuals must be developed, established and maintained. Working together in partnerships with other organisations, institutions and individuals will enhance the CCT's ability to manage and protect the coastal zone.

This co-operation and integration will avoid the duplication of efforts and inefficiency, ensure that common vision and purpose are shared and share limited resources skills and capacity.

More specifically the CCT, must actively seek help and partners for all of the Coastal Management Strategic Objectives in:

- Project and programme development and implementation
- Expertise
- Capacity
- Information sharing
- Funding and resources
- Capacity and training
- Technology

Key partnership principles include:

- Empowerment, pride and a sense of ownership amongst Cape Town communities of their coastline
- Participation in National and Provincial coastal programmes
- Economic development of disadvantaged communities through the optimising of the economic potential of our natural assets
- Capacity building and shared responsibility

3.1 Sustainable Coastal Management Plans

This Strategic Objective refers to the development and implementation of a Sustainable Coastal Management Plan (SCMP) at each of the identified Coastal Management Units.

Based on the format of an Environmental Management Systems (EMS), using an impacts and assets register and developing associated operational management procedures to address the identified issues, the SCMP aims to ensure responsibility, accountability, consistency and a continual improvement in the standard of coastal operational management. In addition, the SCMP's aim to ensure that the wide range of service delivery units responsible for aspects of coastal management integrate and communicate through the application of one agreed management plan.

GOAL

The goal of this Coastal Management Strategic Objective is to develop and implement SCMP's at each of the 43 Coastal Management Units within a five-year period. Further, the goal is to ensure coastal management accountability and responsibility, continual improvement in operational management standards and integration and communication between service delivery units.

PRINCIPLES

- Operational management responsibility and accountability
- Consistency in operational management
- Coordination, communication and integration between service delivery units
- Public and stakeholder communication and participation

APPROACH

For each Coastal Management Unit:

- Working with on-the-ground operational managers across service delivery units for each Coastal Management Unit, develop a Coastal Impacts/Assets register for that Coastal Management Unit.
- Using the Impacts/Assets register to identify coastal issues that may be deemed "significant".
- Develop operational management procedures for each of the coastal issues deemed significant.
- Each operational management procedure must be signed by the Director for the responsible service delivery unit.
- Assign responsibility for the implementation of the management procedure to a responsible person
- Implement the SCMP through a series of training workshops for the staff who will be implementing the SCMP.
- Audit and review the SCMP every six months.

In certain instances and locations, it may be effective to adopt a regional approach to the development and implementation of SCMP's. In this case the following will apply:

- Where it is considered efficient and effective, and to the benefit of streamlining management and capacity, the SCMP's for adjoining Coastal Zone Management Units may be consolidated into one SCMP for the region.
- The development of regional SCMP's (consolidation of adjoining SCMP's into one SCMP) must be considered as a longer-term approach that will evolve through the implementation of individual SCMP's.

3.2 Blue Flag

This Strategic Objective refers to working towards achieving Blue Flag Status at appropriate beaches in Cape Town.

Blue Flag is an international quality/standards grading system for beaches and is an initiative that is being driven at a National level by Coastcare and the Wildlife and Environment Society of South Africa (WESSA). Blue Flag is fundamentally a tourism initiative and due to tourism constituting one of the biggest industries in Cape Town, it is imperative that Cape Town achieves Blue Flag Status at appropriate beaches. This Coastal Management Strategic Objective must be closely integrated with, and support, the Coastal Recreation Plan Strategic Objective.

GOAL

The goal of this strategic objective is to consistently have a minimum of two beaches awarded Blue Flag status every season.

PRINCIPLES

- Ensure that Cape Town continues to be recognised internationally as having some of the best beaches in the world
- Tourism and economic development in disadvantaged areas
- Clean, safe and marketable beaches of the highest standard
- Participation in national and provincial coastal initiatives

APPROACH

- Identify and nominate a CCT Blue Flag Coordinator
- Through consultation and evaluation identify a minimum of two appropriate beaches for Blue Flag Status.
- Using the Blue Flag criteria, assess the necessary actions that must be put in place to ensure compliance.
- Prepare a business model for each of the proposed beaches, including a budget, to be placed before Council for support.



To consistently have a minimum of two beaches awarded Blue Flag status every season.



- Implement interventions and actions to ensure Pilot Blue Flag Status at the nominated beaches.
- On completion, prepare a report highlighting lessons learned so that a CCT Blue Flag implementation manual may be prepared for other beaches.

3.3 Coastal Recreation Plan

The coast is arguably the greatest recreational asset in Cape Town. Recreation on the coast not only fulfils a social need for communities living in Cape Town but contributes significantly to economic growth, employment, tourism and the marketability of Cape Town as an international destination for visitors and business.

Recreation on the coast takes place in many different locations and in many different forms. It is imperative that the CCT develops a coastal recreation plan that supports, promotes and ensures associated services are provided for the wide range of coastal recreation, while managing conflict between recreation forms and limiting inappropriate recreation activities.

GOAL

Develop a Coastal Recreation Plan that provides a high level of support services to the wide range of coastal recreation forms taking place along the coastline while managing the social and environmental impacts that may occur. In addition the Coastal Recreation Plan must promote and enhance the coastal recreation opportunities in the CCT, particularly amongst disadvantaged communities.

PRINCIPLES

- Equitable access to recreation opportunities
- Promotion of common good
- Recognition of the social value of quality recreation
- Safe, healthy and secure recreation opportunities
- A high standard of service delivery and support

APPROACH

Develop and implement a City-wide Coastal Recreation Plan that amongst others:

- Undertakes a Coastal Recreation Situational Assessment to establish baseline information and identify the various forms of recreation taking place, the geographic distribution and locations, the current service provision in support of recreation, and user-groups and organisations
- Develops appropriate policies and municipal by-laws to support and develop the recreation opportunities on the coast
- Promotes self regulation by organisations/clubs of their members (recreation and sports clubs)
- Develops and implements a transparent and integrated Beach Vendor Policy
- Develops and implements a Coastal Resorts Policy that will optimise the potential benefits to the broad

community of the coastal resorts in Cape Town, and ensure coastal resorts are run efficiently, effectively and managed to a high standard

- Includes a programme to support and enhance life saving across the City through the development of a CCT Life Saving Programme. This programme must be developed with the intention to play a supportive role to existing organisations and programmes
- Works closely with the Coastal Management Strategic Objective: Legislation is developing and enforcing municipal by-laws that regulate and promote coastal recreation
- Actively promotes and supports disadvantaged communities in realising coastal recreation opportunities

3.4 Estuary Management

Estuaries play a significant role in the coastal zone as essential components to healthy ecosystems, as nurseries to many fish species and as key recreation nodes.

Estuaries are unique in that they are transition and mixing zones between the salt water and freshwater environments, thus creating unique and important habitats. The unique environment created within estuaries, the role estuaries play in the broader coastal ecology, the fact that estuaries are often the recipients of effluent created higher up in the river catchment, and their role as recreation nodes, have resulted in estuaries having been singled out as an important strategic objective in the management of the coastal zone.

GOAL

To develop and implement management plans for each of the estuaries in Cape Town and thereby work towards ensuring their ecological health, their role in biodiversity conservation and optimising their value as recreational nodes.

PRINCIPLES

- Healthy, clean and safe environments
- Recognition of the importance of estuaries in the health of coastal ecosystems
- Recognition of the importance of estuaries as key recreation points
- Recognition of the role that estuaries play as nurseries for many species

APPROACH

Through working and integrating with Catchment Management Forums, City Health, Scientific Services, the Wastewater Department and other relevant Directorates, and working closely with the Biodiversity Strategy, develop a management plan for each estuary taking into account:

- Area specific environmental and social issues
- Recreation
- Catchment and stormwater management

The management plan for each estuary must include:

- Mechanisms for monitoring the health of the estuary (this must include fauna and flora indicators)
- Commitment to a continual improvement
- Emergency response mechanisms
- Clear accountability and responsibility for implementation of the management plan

The final estuary management plan must be integrated into the relevant SCMP for that area.

3.5 Coastal Water Quality

The quality of water along the coast and specifically at recreation nodes and high use areas is central to any strategy managing the coast. Further, in-shore coastal water quality is by and large influenced and affected by terrestrial activities and the management thereof.

This includes stormwater management, industrial effluent, wastewater discharge and effluent out-falls. This coastal management strategic objective, aims to ensure that in-shore coastal water is monitored and measured and actions put in place where water quality exceeds legislated guidelines.

GOAL

In-shore coastal water quality of a high standard and regular measuring and monitoring at sampling points. In addition, efficient and effective corrective action where water quality exceeds the relevant legislation.

PRINCIPLES

- A healthy environment for the communities of Cape Town
- Healthy and functional coastal ecosystems
- Measuring, monitoring and reporting
- Accountability and corrective action

APPROACH

The approach to managing coastal water quality is threefold:

- Continued monitoring, reporting and corrective action on coastal water quality through the long-standing and operating Coastal Water Quality Committee convened by the Catchment Management Department. Current water quality monitoring regimes are to be built into the relevant SCMP's, as are health warning systems, appropriate signage and corrective action (where appropriate).
- Continued implementation of the Catchment, Stormwater and River Management Strategy through the various, already established, Catchment Management Forums.
- The promotion and facilitation of the development of Environmental Management Systems (EMS) at all of the CCT Wastewater Treatment Works.

3.6 Coastal Legislation

Legislation is one of the key tools for managing and protecting the natural assets of the CCT. However, for legislation to be effective it must be appropriate, serve the common good and take local area issues into account. In addition, legislation is only effective as a tool if it is both enforceable and actively enforced by authorities.

GOAL

The goal of this Coastal Management Strategic Objective is to ensure that national legislation is enforced, to assess and review existing local government legislation, and to put in place effective enforcement of legislation.

PRINCIPLES

- For the common good
- Enforcement
- Natural asset management

APPROACH

The approach to this Coastal Management Strategic Objective must include the following:

- Compliance and implementation of all National legislation as it relates to the coast by the CCT.
- A review of all existing municipal by-laws that relate to the coast.
- Drafting of new, appropriate and effective municipal by-laws that will ensure consistency, enforcement and intentions for the common good.
- Inclusion of all relevant legislation, and the responsible persons for enforcing it, in the SCMP's.
- Capacity building of law enforcement officials (City Police) regarding coastal legislation.
- Enforcement of legislation. As part of the SCMP for each area a record will be kept of all successful prosecutions.

3.7 Coastal Education and Awareness

One of the underlying principles within this strategy is the role of partnerships and the importance of shared responsibility. These principles are particularly important at the community and individual level.

With a history of Apartheid, poor education levels and exclusion many communities and individuals are still removed from the coast as something which is a personal asset to them economically and socially. As such it is imperative to empower people, encourage participation and instil a sense of pride and ownership over the coastal asset at a community and individual level. One of the key mechanisms for achieving this is a coastal education and awareness programme.



A healthy coastal environment for the communities of Cape Town.



GOAL

The goal of this Coastal Management Strategic Objective is to ensure a high level of education and awareness of coastal issues and instil a sense of pride ownership of the coastal asset amongst all of Cape Town's communities. In addition, to ensure that communities and individuals are empowered so that they may actively participate in the management and sustainable use of the coastal resource.

PRINCIPLES

- Knowledge and education empowers individuals
- Participation in local issues
- Pride and ownership of natural resources
- Individual and collective responsibility for natural assets

APPROACH

The approach to this Coastal Management Strategic Objective has a number of facets, namely:

- Integration with the CCT Environmental Education and Training Strategy which will have a significant coastal education focus
- Integration with, and support of, NGO's, the Marine and Coastal Educators Network and Coastcare initiatives
- Continued participation by the CCT in events such as National Marine Week
- Active participation by the CCT in national initiatives such as the Coastcare Adopt-a-Beach programme
- Appropriate and informative coastal signage
- Consultation and communication with communities and community organisations as part of each SCMP
- Continued reporting of coastal issues in the Annual State of Environment Report and Annual Coastal Water Quality Report

3.8 Conservation of Natural Coastal Areas

To ensure an appropriate mix of developed and natural coastal areas, to enhance and protect coastal biodiversity, and maintain appropriate levels of natural recreational areas, a programme of identifying, securing and managing natural coastal areas is needed. This Coastal Management Strategic Objective aims to achieve that.

GOAL

To identify, secure and manage appropriate natural coastal areas for the purpose of enhancing and protecting coastal biodiversity and maintaining natural coastal areas for recreation social purposes.

PRINCIPLES

- Protection and enhancement of coastal biodiversity and ecological processes
- High standards of natural resource management
- Protection of natural resources and opportunities for future generations

APPROACH

Working in partnership with the CCT Biodiversity Strategy:

- Using an appropriate methodology and suitable criteria, identify coastal areas that must be conserved and protected as natural coastal areas.
- Ensure that appropriate conservation status is applied to the identified areas.
- Ensure public and community participation in the management and ownership of these areas.
- Develop and implement appropriate conservation management models and tools. These conservation management models and tools must be financially sustainable.
- Actively integrate and partner with a wide range of partners, in particular, the Cape Peninsula National Park and the Western Cape Nature Conservation Board.

3.9 Development in the Coastal Zone

One of the key threats to sustainable coastal management, and sustainable coastal use, is inappropriate development in the coastal zone. Appropriate development along the coast is essential to the realisation and optimising of social and economic opportunities that the coast presents. Poorly planned and inappropriate development in the coastal zone however is likely to result in disruption of coastal processes, the degrading of environments and limit the equitable access of communities to the coastal resource.

GOAL

The goal of this Coastal Management Strategic Objective is to ensure that only appropriate development that is in the best interests of the common good is approved in the coastal zone. Further, to ensure that where development has taken place in the coastal zone, the developers and property owners meet their coastal management responsibilities.

PRINCIPLES

- Coastal assets are for the common good
- Equitable access to all communities
- Responsibility and accountability
- Sustainable and appropriate development

APPROACH

There are three integrated facets to the approach for this strategic objective:

- Integrating with the Spatial Development Framework (SDF), and CMOSS, adopt and fix the defined coastal zone boundary as the Urban Edge.
- Develop and prepare planning approval guidelines for development proposals within the coastal zone.
- On a regular basis monitor and assess existing developments in terms of them meeting their agreed coastal management responsibilities. In cases where responsibilities are not being met, or are below standard, ensure that appropriate corrective action is taken and enforced.

3.10 Coastal Engineering

The CCT administers and is responsible for a wide range of infrastructure (in addition to buildings and resorts which are excluded from this Strategic Objective) within the coastal zone. This infrastructure includes, seawalls, retaining walls, boardwalks, walkways, slipways, stormwater outfalls, parking areas and access points. Much of this infrastructure is old and being in the transition zone between the marine and terrestrial environments is exposed to significant amounts of weathering, abrasion and erosion. Ongoing maintenance and monitoring of this infrastructure is required.

GOAL

To develop an ongoing maintenance and monitoring programme for coastal infrastructure. In addition, to ensure that the funds required for the maintenance and monitoring programme are budgeted for in each annual CCT budget.

PRINCIPLES

- High standard of service delivery
- Maintenance of existing infrastructure
- Protection of infrastructure and real estate from the marine environment
- Access to the coastal zone

APPROACH

- Undertake a status quo assessment of all existing infrastructure
- Use this status quo assessment to develop a maintenance and monitoring programme for the coastal infrastructure

Ensure that sufficient funds are allocated for this maintenance and monitoring programme on each annual Community Facilities budget.

IMPLEMENTATION AND MONITORING OF THE STRATEGY

4.1 Implementation

A number of projects, initiatives and programmes are currently underway that will support or contribute to the strategy. However official implementation of the Coastal Zone Management Strategy for the CCT will begin on the date that the strategy is adopted and endorsed by the relevant Council committees. The implementation of the strategy is a long-term initiative and implementation and success must therefore be measured in years rather than months.

4.2 Monitoring

The success and implementation of the strategy must be reported on to Council by the lead Directorate, Community Facilities, in an annual Coastal Zone Management Strategy report. For each Coastal Management Strategic Objective, indicators will be identified as part of the Action Plans and Programmes to measure and monitor both the state of the coastal resource as well as the success of the various management programmes implemented.

Monitoring and measuring the implementation and success of

the Coastal Zone Management Strategy in its entirety however will be measured through the reporting to Council and publicly in the Annual State of the Environment Report. The annual Coastal Zone Management Strategy report will be prepared and submitted to Council and will be made available to the public on request. The following key performance indicators will be included in the report:

- Record of minutes for each of the monthly Coastal Zone Technical Coordinating Committee meetings
- Number of coastal zone policies, programmes and action plans developed and implemented
- Number of SCMP's developed and implemented
- Annual capacity, expenditure and resources committed to coastal zone management
- Progress in meeting each of the goals for the ten Coastal Management Strategic Objectives

4.3 Review

The Coastal Zone Management Strategy (this document) will be reviewed every five years. Revision to the strategy will be done as required to ensure a cycle and commitment to continued improvement



The next date of review for this strategy is October 2008.



CONCLUSION

The coastal zone of Cape Town is a unique and valuable asset that if managed effectively and correctly will continue to offer a multitude of social, environmental and economic opportunities to local, national and international communities. The management approach presented here is based on the fundamental principle that the coastal zone is a unique and specific entity that requires specific and holistic management.

A successful Coastal Zone Management Strategy will ensure that our unique coastal asset is managed in such a way that the economic and social opportunities it presents are optimised while its environmental integrity is maintained.

For this strategy to be successful, it requires commitment of capacity and resources by Council and the relevant line functions to the management of the coastal zone. Further, a successful strategy will depend on the establishment of solid partnerships with organisations and communities throughout Cape Town.





Cape Town's natural environment is known for its beauty and biodiversity, providing essential resources and offering natural assets on which much of our economy depends.



Our rich history of people and their culture, religious, political and economic practices has given us a particular and precious heritage in Cape Town.



Cape Town has an impressive and constantly evolving urban environment. We need to create a more equitable and harmonious living environment.



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