

## **Coastal Management – A Case Study from Ilembe District in South Africa**

### **Introduction**

The South African Government and the public in general have long since recognised the importance and significance of the environment, and for the purpose of this paper – its Coast. As in other Coastal Countries, the Coast is one of many special national assets mainly because it has various benefits and because of its potential for development with the commensurate economic and other spin-offs.

Part of the transformation that South Africa has faced during its ten years of democracy related very strongly to the legislative and institutional changes that it has had to go through. In light of the new democratic government that came into being in 1994, much work done around legislation beckoned a new style of governance which now embraces principles of accountability, transparency, co-operation and integration. In relation to the theme of this paper, the development of the “White Paper for Sustainable Coastal Development<sup>i</sup> in South Africa” (the White Paper) was closely linked to the somewhat elevated status that the “environment” began to enjoy not only in South Africa but internationally as well. Essentially, the White paper recognises the important role that the Coast can play in transforming the South African Society and economy. The White Paper sets out a policy including a vision, principles and goals, which aim to achieve sustainable coastal development in South Africa. The policy in turn sets in place various procedures for the South African government to achieve sustainable coastal development through an integrated approach to coastal management. The policies and legislative developments share, as a key feature, the engagement of civil society groups for purposes of ensuring a meaningful public participation, and the promotion of partnerships between the state and the private sector and co-operation between government institutions. In short, the policy promotes holistic thinking by promoting a co-ordinated and integrated coastal management, which views the coast as a system. It proposes introducing a new style of management that seeks to respond to coastal diversity, is facilitatory, involves co-operation and shared responsibility with a range of actors, and learns from experience.

To implement components of the White Paper, a new draft Coastal Management Bill makes provisions for the institutions needed for integrated coastal management. The next section will provide an overview of the coastal co-ordinating structures that either exist or are being promoted in the province of KwaZulu-Natal (KZN) in order to support Sustainable Coastal Development in-line with the White Paper and the draft Coastal Management Bill and touch on the functioning of existing structures.

### **Institutions set up to Support Sustainable Coastal Development:**

In terms of the Bill, co-ordinating structures are envisioned in three spheres<sup>ii</sup>:

The Provincial Sphere: A Provincial Coastal Co-ordinating Committee (PCC) which has been in operation for sometime in the Province.

The District and Metropolitan Sphere: District municipalities and the Metropolitan Municipality would play a co-ordinating role in their districts. It is envisioned that district co-ordinating structures for coastal issues will provide stronger links between the province and municipalities and will provide a forum to address district coastal issues.

The Local Sphere: Coastal concerns vary greatly from local area to local area. It is envisioned that a variety of types of local co-ordinating structures will be necessary to deal with particular issues.

The functions of the KZN PCC<sup>iii</sup> with regards to coastal and marine issues are:

- Monitor, advise and influence national, provincial and local policy and legislation formulation.
- Identify governmental and non-governmental coastal stakeholders in the Province.
- Promote and facilitate integration, cooperation and coordination between all governmental and non-governmental stakeholders.
- Promote education and awareness with regard to coastal management issues amongst all stakeholder groups.
- Promote, facilitate and identify research and information collection initiatives (eg. coastal databases).
- Promote and advise on stakeholder capacity building and empowerment.
- Monitor, advise on and promote integrated planning and management processes.
- Monitor and advise on the control of, and compliance with policy and legislated implementation procedures.
- Communicate information on coastal policy and management.
- Promote sustainable coastal development and tourism.
- Promote initiatives that contribute to poverty alleviation.

KwaZulu-Natal has led the way as a PCC that performs the functions discussed above and has been in operation for many years prior to the policy being published. As a result of the successful functioning of this group, the policy has proposed the establishment of similar groups in all the provinces.

Future development of these areas is dependent on sustainable management of the coastal resource in a manner that meets the needs of the areas concerned. Some of the major benefits that the districts/metro will experience from the establishment of a functioning coastal co-ordinating structure are:

- The existence of a co-ordinating structure that will foster formal links between the local, district/metro, provincial and national spheres of government regarding coastal management. This will result in improved dialogue on the many national and provincial activities that impact on coastal management in the districts/metro. For instance, the districts would be fully informed of the implementation of Regulations relating to the Control of Vehicles in the Coastal Zone and would provide an opportunity to influence the implementation of the regulations in their districts/metro.
- A co-ordinating structure would provide a forum for the various stakeholders in the district/metro to co-ordinate and jointly plan coastal activities in the district/metro. This would assist the district/metro in preventing mutually incompatible activities and promoting sustainable development of the coast for the benefit of its citizens.
- A co-ordinating structure would allow stakeholders in the districts/metro to play a role in decision-making regarding the selection and implementation of nationally and provincially funded coastal development projects in the districts/metro. For instance, district stakeholders would assist in identifying potential coastal development projects within their district for the Sustainable Coastal Livelihoods Programme<sup>iv</sup> (SCLP).

Policy of the Organisation of District Coastal Co-ordinating Structures ie. District Coastal Working Groups, allows for them to be established in a manner that best serves the district concerned. In particular the use of existing structures that the districts have established to play a co-ordinating role in the district is encouraged. Possible structures are IDP Forums or Land Use Management Forums. In addition to its existing functions a forum that is co-ordinating coastal issues should undertake the functions similar to that identified under the PCC with a focus on the District itself and with the inclusion of a channel of communication with the PCC regarding the various issues reported on.

The District structure (based on the PCC requirements) requires that membership should consist of the following sectors:

*Government:* Representatives of all local governments in the district/metro and any provincial and national government bodies that have district offices in the area that plays a significant role in coastal management

*Statutory bodies and Parastatals:* Representatives of any statutory body and/or parastatal that has a regional body in the area that has a significant interest in the management of the coast in the district.

*Civil Society:* Representatives of any civil society organisation that has a regional body in the area that has a significant interest in the management of the coast in the district.

At a local level, coastal co-ordinating structures could take a number of different forms, depending on the area concerned. The Province has recommended the establishment of Coastal Community Associations as laid out in the Draft National Coastal Management Bill which allows for the establishment of Coastal Community Associations (CCA). The Draft Bill intends CCAs to be legally established to build co-management by providing a means for communities or other groups of people with a common interest in a particular area of the coastal zone to organise themselves. CCAs will be formed to regulate and manage the use of particular coastal resources in an area, with the approval of the MEC of the province concerned.

### **An Overview of the KwaZulu-Natal Coastal Management Programme:**

In KwaZulu-Natal, the Department of Environmental Affairs, Coastal Management Unit, with the support and funding from Provincial Government, National Government and DFID is leading the way in terms of the establishment of a Provincial Coastal Management Programme, which in essence sets out a process for the Province to reach the objectives of the White Paper. The overall goal of the programme is to *“provide increased social, environmental and economic benefits to society on an equitable and sustainable basis through effective co-operative governance by Civil Society and the State”*.

The programme has a number of objectives relating to the establishment of a detailed workplan, establishment of regional working groups, adaption of the White Paper into a KZN coastal policy document, to define and validate coastal management issues in KZN through an analysis of coastal aspects of municipal Integrated Development Plans (IDPs) and ensure their integration, to design systems for co-operative partnerships in coastal management between civil society and government, to design a public relations campaign promoting the coast, and to design an integrated provincial coastal management programme that provides a specific framework for and direction to the policy and partnership.

A key aspect of the goal of the programme is the development of appropriate institutions to support coastal management in the Province. A case study of one such institution, the Ilembe Coastal Working Group follows.

### **The Ilembe Coastal Working Group**

Via the above programme, support has been provided to the Ilembe District Municipality to establish an institutional structure at District level to engage various roleplayers within the District and to “promote and preserve values” on the environment, and more specifically on the coast. The process for establishment of the Ilembe Coastal Working Group (CWG) began in early 2003 with the inaugural meeting being held in May 2003. Approval for the establishment of this group was granted at Portfolio and Executive Committee level. The Manager: Planning (the author) was appointed as the Chair of this group. With the

assistance of the Provincial Department and consultants appointed to assist, a detailed terms of reference were drawn up and adopted by the group. The terms of reference cover *inter alia* the status, functions, membership and mode of operation of the group. A significant change in the way things are done at meetings (as discussed in more detail below) contributed to the success of the group, in that there had been agreement that agenda items will be submitted to the Chair two weeks before the agenda is distributed and per pro-forma. The proforma item provides members with information on the title, description, strategic nature, additional detail, recommendation, contact person and gives a time-frame for the discussion, in that the Chair is able to better manage the meeting. The agenda has been divided into sections dealing with and which is aligned to the Plan of Action as outlined in the White Paper; viz.

- Institutional and Legal – Relevant Policy and Legislative Process, Integrated Planning and Management, Compliance
- Awareness, Education and Training – Awareness and Education Activities, Capacity Building and Empowerment
- Information and
- Projects.



**Figure One: Location of Ilembe District Municipality**

The Ilembe CWG was the first of all the District CWGs to be set up in the Province. In total four have now been set up and stakeholders in the fifth area (uMkhanyakude) passed a resolution at the end of their Coastcare Induction Workshop to set up a Working Group in that district. Approximately a year has passed since the inception of the Ilembe CWG, which may still be early to draw on conclusive lessons learnt, but being the Chair of the Group and having participated in the KZN PCC, and discussed issues with various role-players, even with the short duration of the CWG, there are some lessons being learnt and there have been some in-roads made, as set out below.

### **Lessons Learnt**

In general there has been positive feedback from role-players on the setting up of the Ilembe CWG. Much of this can be attributed to the group being able to fulfill its functions as set out in its terms of reference viz. the group is able to deliver on its intended outcomes, issues identified are, in the most part satisfactorily resolved, and identified actions are undertaken. Overall, the feeling within the Ilembe District Municipality is that the establishment of its CWG has been successful and there is confidence that it will contribute to the success of the Municipality as a whole.

Nonetheless, a number of issues have been identified that would need a concerted or focussed effort in order to ensure the on-going success of the Ilembe CWG and to ensure that the group functions in a manner that will effectively contribute to the objectives of the White Paper. These relate to;

**Institutional Capacity** – It is apparent that at the District (and Local) levels, institutional arrangements for coastal management are still in the process of being developed. Although, via the group there has been capacity building, in that discussions at meetings provide an opportunity for people to develop their skills and experience, existing resources and skills to undertake this function are grossly inadequate. In undertaking a “Coastcare Induction Programme” within the Ilembe District, the Department of Environment and Tourism (DEAT) has assisted role-players within Ilembe by equipping them with the information required to make informed decisions on coastal management. However, this is a process that needs to be built on with participants at the programme agreeing that the District should invest in similar exercises on a yearly basis and outside of the formal CWG meetings which will give members an opportunity to discuss issues in further detail and receive training on identified issues. Opportunities exist for the District to convene workshops on specific issues and to establish an information sharing system, which is operating to a limited extent with relevant information on training workshops/courses by outside departments and agencies being forwarded to CWG members via email etc.

**Human Resources** – These are limited, not only at the District but also at the Local, Provincial, and National Levels. All levels are characterised by staff shortages, lack of skills, inadequate resources etc. This inhibits the relevant role-players in achieving their objectives, in that there is inadequate capacity to see issues through to completion or to deal with issues of a more strategic nature. Actions are more reactive than proactive. As a case in point, I Chair the Ilembe CWG, take notes at meetings, prepare minutes and agendas and follow-up on actions identified. However, plans are afoot to appoint more staff at Provincial and at the District level and it is hoped that this will help reduce the pressure being placed on a handful of officials.

**Financial Resources** – Although various programmes which are being rolled out by the National Department offer opportunity to Municipalities to achieve the objectives of the white paper viz. Sustainable Coastal Livelihoods Programmes, Working for the Coast, Blue Flag, and so forth, the long-term sustainability of these projects are questionable. Most coastal Municipalities do not have adequate funding to continue or pick up these projects once funding has been discontinued. As a result, projects are not being integrated within Integrated Development Plans (IDPs) and the Budgets of Municipalities. In the case of the Blue Flag Initiative, Ilembe has had to play an instrumental role in terms of facilitating the project, which is a function of the Local Municipality and has made provision within its own budget to assist the Municipality to fulfill some of the requirements of the project, for which the Local Municipality does not have funding.

**Understanding of Coastal Functions and Actions of Various Role-players.** – Although the Ilembe CWG has been largely successful as an institution that co-ordinates the interactions of various coastal managers ie. those who are involved in coastal management on a day-to-day basis, the road ahead is still not clearly defined. The array of coastal managers is wide and include those people that work in the different spheres of government, albeit National, Provincial, District or Local government in any of the areas that are a part of coastal management. This would include tourism, economic development, development control, land-use planning, catchment management, engineering and the like. It would also include the public, who maybe organised as community based or non-government organisations who are actively involved with the coast.

The need for integration of activities between the various government Departments and other role-players remains urgent. It is acknowledged that there are different demands on the Coast and there is a need to balance these demands in a sustainable and effective manner by realising the various opportunities presented by the Coast in terms of employment, tourism, economic spin-offs and environmental aspects. In setting up the Ilembe Coastal

Working Group and chairing the group, this has been one of the key challenges being faced. There has been some success in achieving co-ordination, but not enough to reach the desired output/ integration. Within the Ilembe District Municipality itself, this has been a particular challenge for me as Chair of the CWG. As the environment falls within my line-function, the responsibility for the CWG and relevant actions “rests solely on my shoulder”. In conducting a number of meetings since the inception of the CWG, it has become apparent that I cannot address the issues and concerns raised by members on my own. This has been an important learning lesson for me, in that I have had to play a lead role in terms of referring issues to other relevant line-functions to address. An example of this situation “surfaced” in the submission of an item by the Chairperson of the KZN PCC, on the management of household sewerage systems on the Ilembe Coast. In essence, the point raised in her submission related to the inadequate management of household sewerage on the coast due to inappropriate systems in place resulting in effluent seepage onto the Coast.

In terms of the powers and functions of Municipalities, the water and sanitation function (previously that of Local Municipalities) was taken over by District Municipalities in July 2003. At the time that this issue was raised, the Manager: Water Services (operating under considerable capacity constraints) was still having to deal with the handover of the function from the previous entity, operational and maintenance issues within the entire District and the relevant demand in terms of service backlogs which is the general characteristic of post-apartheid South Africa. In order to ensure that the issue would be adequately addressed, I had to bring the matter to his attention, set up a meeting of the relevant role-players, draw up an agenda, take minutes of the meeting and assist in its on-going functioning. The positive aspect of this being that the relevant responsible official within the Water Services Authority and Water Service Provider are now aware of this issue and as evident at the last meeting are in the process of addressing this issue by building a new sewerage treatment works and planning for the upgrade of septic tanks on the Coast. This meeting has also provided an opportunity to the Manager : Water Services to put in place a working group of “technical” people to assist him in undertaking his specific function by not only raising issues of concern but by also assisting in developing solutions. Agreement at the last meeting was for the work-group to meet on an on-going basis with a commitment to the integration of activities of the various role-players.

On the whole, there has been a marked improvement in the co-ordination and co-operation between the various role-players. The challenge remains for the commensurate integration of activities between the district and its local entities. The clarification of roles and responsibilities is has been identified as a necessary way forward, with a resolution taken at the last CWG meeting for the roles and responsibilities of the different agencies to be clearly defined. The Ilembe CWG and similar types of forums are thus providing an opportunity to build awareness and understanding of what is required and how this should be implemented and managed jointly. In the process community consultation is occurring, and this is resulting in increased awareness and trust within the community and between various role-players.

**Legislation** – At present, legislation pertaining to coastal management is fragmented and is administered by a range of different government departments and agencies. Options are being considered by National government to legally entrench the coastal policy and formalise the institutions set-up and needed for integrated coastal management. The issue of the legal standing of the KZN PCC and the Ilembe CWG has been discussed at meetings on a number of occasions. Various questions have arisen around the commitment and responsibilities of the various roleplayers. As a case in point, one of the issues raised related to the extraction of water from rivers, which was not being adequately controlled or monitored by the responsible Department of Water Affairs and Forestry (DWAFF). Basically, developers were issued permits for water extraction and it was clear that they were exceeding what was permitted resulting in water flow in rivers being reduced to a “trickle”. The issue was referred to the responsible official to respond to, and which was done inadequately. His lack of

attendance at the meeting where the issue was being discussed prevented him from responding to further queries and benefitting from local knowledge. One is aware that this maybe related to the Department's own capacity constraints, however, the official missed out on the opportunity to network with members of the community who could assist and act as a watchdog thereby assisting with his capacity constraints. It is submitted that the delayed promulgation of the Coastal Management Bill will further confuse mandates and weaken the impact of operating structures such as the Ilembe CWG.

**Leadership** – It is no secret that in order to implement policy, there is a need for someone to take an active interest in the Coast and have the determination and a true commitment to dealing with and championing these issues. In addition, there is a desperate need for strong political commitment. In the case of Ilembe, a resolution was taken by Council to establish a CWG. The attendance and participation of Councillors at the Coastal Induction Programme for instance, was an indication of the importance that they attribute to the coast of Ilembe. The strong political buy-in within the District and the relevant Portfolio Committee has been instrumental in taking the process forward. Not wanting to sound parochial -- but in discussion with Ms Margaret McKensie<sup>v</sup> some of the success of the Ilembe CWG is also due to the drive and commitment to the process of coastal management as displayed by the Chair of the Group (myself). Essentially, one needs a leader who is committed to the process and takes it forward. For instance, if one makes a comparison with the other groups operating in the Province, it is evident that the two successful CWGs are Ilembe and eThekweni Metro. Both of these are chaired by officials who have taken on coastal co-ordination as their responsibility. uThungulu and Ugu are chaired by Councillors who have such a broad range of pressures and responsibilities on them (including the fact that they are not full time) and it is evident that they don't focus on ensuring meetings happen or actions are followed-up on. One needs to also recognise that this commitment and drive is shared by the Chair of the KZN PCC (Ms Tandi Breetzke), who is instrumental in the success of the Ilembe CWG by being able to comment on and deal with issues in a competent and informed manner.

**Action Orientated** – In setting up the CWGs, there has been a concerted effort to avoid it being a “talk shop” (ie. lots of talk-no action). As in the case of the KZN PCC, the formal structure of the agenda and agenda items is designed to support a more action orientated approach and is working in the case of Ilembe, as the meeting re-inforces this approach. The “agenda item system” (covered previously) has therefore helped to make things work better. In essence, a member needs to be serious enough about the issue to write about it in advance (if a person cannot prepare something in advance - is the issue really that important to them and if it isn't, why should everyone else's time be spent on it ?). Other participants have sufficient time to investigate and prepare a response to the item through the advantage of the advanced notice. So it should be possible for the issue to be addressed in a substantive way in the meeting instead of having a discussion which cannot resolve the issue because “we need more information” . In addition, people submitting an agenda item are required to indicate what action they would like to be taken with regards to the issue - this then forces people to think ahead and not just moan about a problem but say “this is the problem and this is the possible solution”. The other important thing about avoiding a “talk shop” is that people can actually do the things that are agreed upon mutually. In the case of Ilembe, the group has been relatively successful at delivering on identified actions. In essence, there is a move away from policy and structures to action, which has improved the credibility of this structure.

**Transfer of Substantive Information** - The Ilembe CWG meetings include a number of presentations on issues that impact on the district and also include report backs from the provincial sphere of government about things they are doing. This is really important as it increases the capacity of stakeholders and ensures that they are better informed in order to make more useful inputs on issues. This specific aspect is an important step towards

ensuring that members and officials regulating development along the coast are mindful of the concept of integrated coastal management and the goal of sustainable coastal management. The CWG provides an opportunity for attention to be focussed on planning decisions at the Local level in that it acts as the watchdog for development and assists local residents in forming networks and connections to relevant officials who are able to act on issues of concern, who would have otherwise not been accessible and/or unknown to the public.

**Status and Connection** - The Ilembe CWG is a politically mandated Committee and also has a connection to the Provincial Committee. As a result, the political committees can ask for an issue to be raised with the district or the provincial (or even national) sphere. This is important as it means that concerns in the CWG have somewhere to go. For instance, I was able to directly raise the issue of the turning down of the Tugela Recreational Use Area (RUA) application at the KZN PCC in the presence of national representatives. In addition, I was able to discuss the various options available ie. to appeal the decision or re-submit the application, and ascertain an appropriate way forward. This links back to the "talk shop" issue. Without these formal connections the CWG would have no where to go to take its issues forward.

**Reflection and Re-inforcement of Positive Aspects/Achievements** - There is a need to celebrate our successes and note when we have moved forward. Often what happens is that things have improved a lot, but people haven't really realised this and do not think that progress has been made. In the Ilembe CWG meetings, important steps are noted as a way forward, but it may even be useful to try and monitor better against the functions of the CWG on a formal basis in order to give everyone a pat on the back and to make people realise the value of the institution. The writing of this paper was part of this intention.

**Commitment from all role players** – Although most members within the group have demonstrated their commitment to the group, the attendance and interaction of local municipalities is limited and probably linked to their own capacity constraints. The fact that some of the locals do not really participate, does detract from the success of the Ilembe CWG as certain issues cannot be addressed at the meeting itself. This issue comes back to status of the Ilembe CWG - basically it is not taken seriously enough by some of the role players and this links back to issues of achievement, friction between municipalities in regards to powers and functions and so forths.

### **Challenges:**

Some of the challenges confronting the existing institutional arrangements in the implementation of the coastal management programme have been covered in part under the discussion on lessons learnt. This section develops this discussion further:

- *Developing institutional capacity and commitment* - at national, provincial, district and local levels. The challenge in terms of getting local government structures to take ownership and understand that they have a responsibility and an important role to play in coastal management needs the ongoing support and effort of national and provincial structures. In the case of Ilembe, foundations have been put in place but there is a need to appoint more staff and to include the principles of sustainable coastal management into relevant job descriptions and into official mandates.
- *Co-ordination and Co-operation between the various spheres of Government* – has to be improved and more needs to be done to ensure that intentions/efforts are integrated. Although within the Ilembe CWG, officials have shown commitment to working together, "the government" and politicians need to ensure that the principles of co-operative governance are firmly entrenched within the South African society. The principles of co-operative governance and the interaction between the various

spheres of government are laid down in Chapter 3 of the Consitution of South Africa (1996)<sup>vi</sup>. There are however, a myraid of examples that still exist where co-ordination is still weak, where province is bypassed to reach local municipalities etc., thus leading to confusion and disillusionment on the ground. Presently, the South African government is working on legislation dealing specifically with the issue of co-operative governance. It is unfortunate that without this, the chances of the situation improving is bleak. It is anticipated that institutions such as the Ilembe CWG will then present an opportunity for this to happen and will be taken more seriously.

- Developing human resources and understanding of Integrated Coastal Management issues – is integral to the success of the policy. Added to this is the building of stakeholders understanding together with partners and government. The Ilembe CWG has started to experience a change in this regard, with a more integrated approach to coastal management. There is still a challenge and opportunity presented in terms of changing the thinking of coastal stakeholders to form partnerships to “integrate environmental and developmental imperatives that have been typically separated”<sup>vii</sup>. The remarkable response to the training undertaken via the Coastal Induction Programme reaffirms that this is a critical issue and demonstrates that there is still much to do. This would inturn enable and encourage greater stakeholder influence on coastal planning and decision-making, which is already happening but to a limited extent and needs to be re-inforced.
- Development of partnerships amongst coastal stakeholders in an effort to foster co-responsibility for coastal management (which is central to the Plan of Action set out in the White paper) - Inroads have been made in this regard, as demonstrated in partnerships formed between local municipalities and private clubs in the management of boat launch sites. A more recent example which is still in its infancy, is a partnership between the private sector and local residents in the implementation of an aquaculture/ fish-farming project in Amatikulu within the Ilembe District. There is however, still a major challenge ahead in terms of transformation and being able to engage with major landowners on Ilembe’s coast to diversify access to and ownership of the Coast, and to reduce constraints on government officials and other stakeholders in terms of available financial resources. Private-public partnerships are central to the long-term viability of sustainable coastal management and needs to be pursued with more vigour. One is mindful that this is linked to and depends on factors such as corporate social responsibilty and the incentives that the South African government can provide to foster these partnerships.

## Conclusion

Although it may appear that there are many difficult challenges ahead for the KZN PCC and Ilembe CWG (and the South African Government) in the management of its urban regions and in particular with regard to its efforts to promote and preserve the principles of good coastal management, one is confident that the environment will only get better. There are already signs (although not significant) that the capacity of members has been enhanced, and structures and systems in place are undertaking improved coastal management practice which had been augmented by increased understanding and commitment of stakeholders to the principles of integrated and people-centred coastal management.

Already, we have made great strides in the field of coastal management. Some 5 years ago, coastal management in KZN and within Ilembe was undertaken in an ad-hoc and unco-ordinated manner. With the setting up of institutions such as the KZN PCC and the Ilembe CWG this has changed. The existing institutions are functioning efficiently and are beginning to successfully fulfill the objectives of the White Paper on an incremental basis. The members of these committees are committed to developing and implementing an integrated

coastal management approach with the aim of achieving sustainable coastal development, often described as an ongoing process of “coastal governance”. The institutions within which we currently work provide the basis for a partnership between the different spheres of government - across all sectors, the private sector and the broader public including coastal communities, which is paramount to achieving the goal of sustainable coastal development. The milestones achieved in regard to setting up such institutions holds much promise for the next decade of a democratic South Africa in the management of its Coast.



**Figure Two: A photo of Amatikulu Estuary within the Amatikulu Nature Reserve**

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<sup>i</sup> The White Paper on Sustainable Coastal Development defines sustainable coastal development as the process through which current and future generations build their capacity to realise their human potential, within the context of maintaining diverse, healthy and productive coastal ecosystems.

<sup>ii</sup> In terms of the Municipal Structures Act (2000), South Africa has been categorised into national government, provincial government, district municipalities and local municipalities. A province consists of various district municipalities, which is a separate sphere of government made up of a number of local municipalities. The district and local municipality may share the same area of jurisdiction but have different powers and functions, both at the local level.

<sup>iii</sup> As derived from the Terms of Reference for the KwaZulu Natal Provincial Coastal Committee

<sup>iv</sup> Sustainable Coastal Livelihoods Programme is a DFID funded project that encourages projects that are people-centred, holistic, dynamic, building on strengths, macro-micro links and are sustainable.

<sup>v</sup> Quoted from an email dated 22 June 2004 received from Ms Margaret McKensie, independent consultant working on the KZN Coastal Management Programme.

<sup>vi</sup> Section 41 (1) requires that all spheres of Government must co-operate with one another in mutual trust and good faith by fostering friendly relations; assisting and supporting one another; consulting one another and co-ordinating actions with one another

<sup>vii</sup> Glazewski and Sowman (1998) *Review of Legislative and Institutional Arrangements for Coastal Policy in South Africa*, Coastal Management Policy Programme, South Africa.