



Western Cape  
Government

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# Estuary Management Forum Workshop

Workshop Report

March 2016



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# 1 Introduction

## 1.1 Background

The National Environmental Management: Integrated Coastal Management Act (No. 24 of 2008) as amended, places the management of estuaries primarily on the shoulders of municipalities and provincial lead agents. Considering the above and taking into account Sections 33, 34, 45, 47 and 49 of the ICM Act (dealing with the National Estuaries Management Protocol (NEMP), Estuarine Management Plans and Coastal Management Programmes, the authorities are designated responsibility for the development of Estuary Management Plans (EMP's) and coordination of the implementation process.

Mainstreaming estuarine management involves the processes by which societies, businesses and government can be brought to recognise the full functions, services and benefits derived from ecosystems and the natural environment and then to act to give these values appropriate effect in decision making. The Western Cape Provincial Government's Department of Environmental Affairs and Development Planning (DEA&DP) is in the process of fulfilling its mandate to adopt a Provincial Coastal Management Programme (PCMP) for managing the coastal zone in the Province. The PCMP is a five (5) year strategic document, and its purpose is to provide all stakeholders and organisations with an integrated, coordinated and uniform approach to coastal management in the Province.

An essential part of the PCMP is estuary management. Estuarine Management Forums (EMFs) have been conceptualised by DEADP through the C.A.P.E Programme as a non-legislated advisory body to facilitate the implementation of the EMPs. However, in order to legitimize these EMFs, DEADP is currently funding a project to develop the institutional framework for EMFs to enable their role in estuary management. This framework will include:

- Criteria for EMFs to formally adopted by DEADP;
- Clarity on the duties and responsibilities of EMFs;
- Generic terms of reference and legal foundation of EMFs including various requirements for appropriate registration and financial and administrative management;
- The process for identifying stakeholder participants;
- Reporting lines and procedures to Municipal Coastal Committees; and,
- Sustainable funding models for the operation of EMFs.

In addition, a number of initiatives have assisted in the development of EMPs for Cape estuaries since the late 1990s. At first, these EMPs were fragmentary and not consistent between estuaries. With the promulgation of the National Estuarine

Management protocol in May 2013, a more consistent approach was fostered. The publication of the Guidelines for the Development and Implementation of Estuarine Management Plans in 2015 further supported the development of comparable, scientifically rigorous and socially equitable plans. There is now a legislated set of minimum requirements for the compilation of an EMP which has greatly assisted in ensuring scientific rigour and consistency across EMPs.

DEA&DP has embarked upon a comprehensive review of sixteen existing EMPs and the formulation of seventeen outstanding plans as part of an overall project to develop a framework in which estuary management is to be implemented in the province.

The project objectives are:

1. The development of a coherent and holistic Estuary Management Framework and Implementation Strategy for the Western Cape Province, including the identification and development of institutional mechanisms;
2. The development and finalisation of Estuary Management Plans for priority estuaries; and,
3. The development of mouth management plans for priority estuaries.

In the process of meeting these objectives, there is a need to:

1. Adopt a strategic approach which addresses critical issues requiring urgent attention or selecting strategies that can demonstrate progress or tangible targets in the short –term while ensuring the effective long- term sustainable management of estuaries in the Western Cape;
2. Identify innovative strategies related to the sustainable development of livelihoods with the aim of growing the Province's blue and green economic opportunities ; and,
3. Address institutional strengthening, clarification of roles and responsibilities, education and capacity building, improving planning, prevention of inappropriate development and law enforcement and compliance.

During the development of EMPs, in the Province, considerable and varied challenges to effective implementation have been experienced. Conversely, there have also been many success stories. The lessons learned in the management of the challenges and the successes are clearly vital to achieving the objectives of the PCMP and its estuary management framework. This valuable knowledge and expertise is held by a small number of experienced individuals and bodies across the province.

In order to harness these learning experiences, and to provide inputs to the Estuary Management Framework and Implementation Strategy, the DEA&DP decided to

host a two-day workshop with relevant stakeholders representing Estuary Management Forums (EMFs).

## 1.2 Objectives of the Workshop

The workshop was geared towards informing the development of operational guidelines to enhance the functioning of management processes by identifying provincial approaches and processes as well as transferable or adaptable best practices, challenges, and solutions within and across regions. Participants included representatives of existing Environmental Management Forums (EMFs), local authorities, Western Cape Provincial authorities and representatives from National Departments and organs of state (CapeNature, SANParks, etc.).

The workshop was intended to facilitate:

1. Discussion of challenges and successes experienced by the different Estuary Management Forum representatives;
2. The identification of common challenges in estuary management;
3. The identification of generic solutions that can be implemented (including action plans); and,
4. The formulation of recommendations for the drafting of operational guidelines for EMFs.

The workshop was held at Monkey Valley Resort in Noordhoek on 14 and 15 March 2016 and was facilitated by Errol Cerff, Erik Botha, Ingrid Eggert and Kozette Myburgh. The Draft Programme which was used to guide the proceedings is contained in Appendix 1. The list of delegates who participated is contained in the attendance registers in Appendix 2.

This document details the outcomes of the proceedings.

## 2 Workshop Outcomes

### 2.1 Opening

The workshop commenced with presentations from:

- Ms Sue Middleton: Chief Director Fisheries Operational Support: Department of Forestry and Fisheries (DAFF);
- Mr Ewald van Wyk: Cape Nature (Berg River);
- Ms Helen Jordaan: City of Cape Town, Beach Amenities;
- Mr Vernon Gibbs-Hall: Eden Municipality;
- Mr Pierre de Villiers: Cape Nature, Berg River;
- Ms Felicity Strange: Verloerenvlei EMF;

- Ms Suzanne du Plessis: Olifants EMF;
- Mr Charles Malherbe West Coast District Municipality; and,
- Mr Gerard Cilliers: Department of Water and Sanitation (DWS).

Each delegate presented their perspective on the successes and failures of Estuary Management plans (EMPs) and Estuary Management Forums (EMFs). In particular Ms Middleton detailed how significant DAFF viewed estuaries and their functioning and the assistance her department could provide in their management.

Mr Cilliers related the current and planned activities of his department in DWS in monitoring estuary water quality. The presentations of each speaker are contained in a separate package entitled EMF Presentations.

## 2.2 Issues identification

The workshop deliberations commenced with a plenary session to identify key issues for further discussion. This resulted in the identification of four key issues:

- Roles and Responsibilities of EMFs;
- Communication, Collaboration and co-ordination of and between EMFs;
- Prioritisation; and,
- Funding.

The comments for delegates incorporated into each of these key issues are depicted in the figures below.

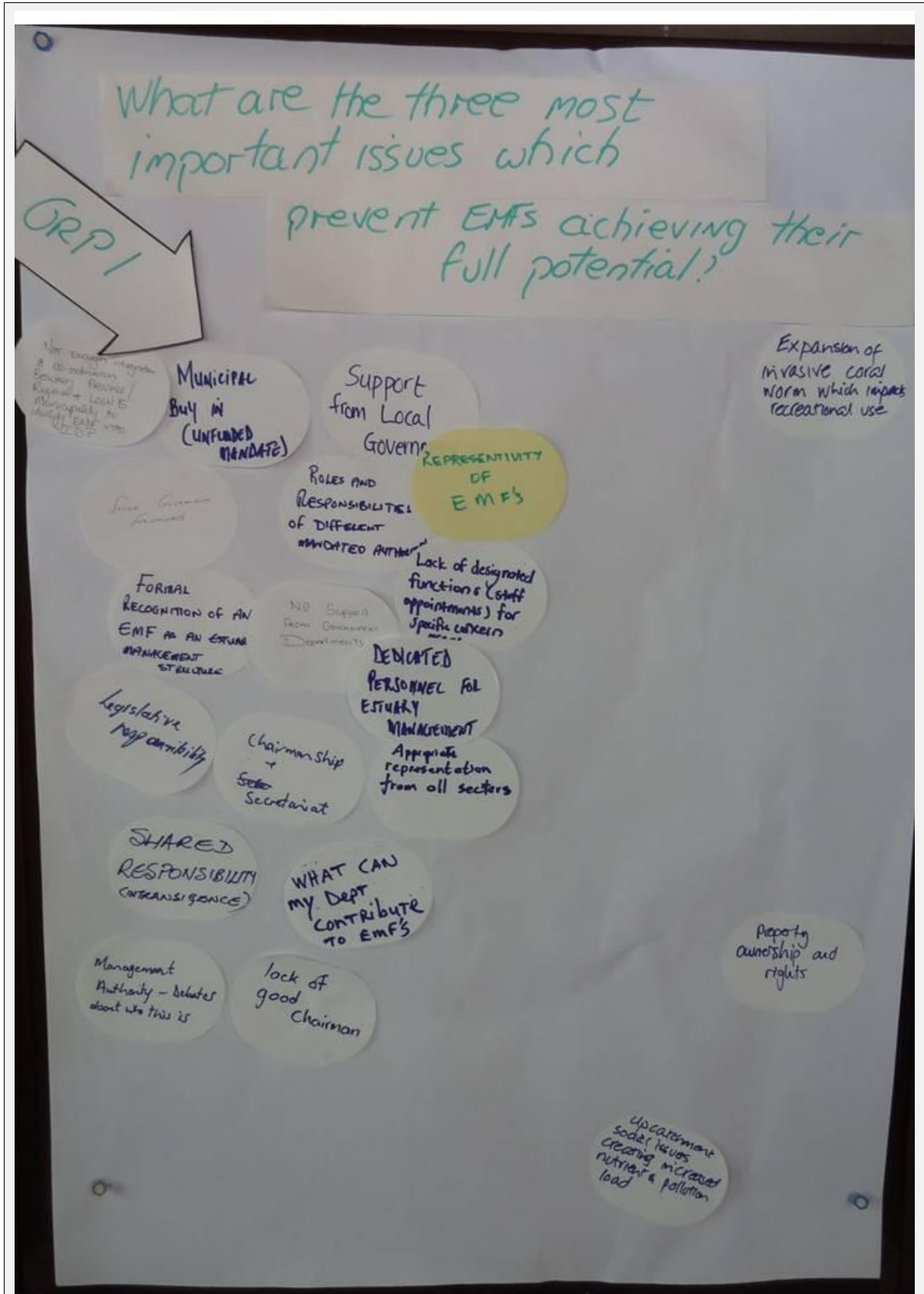


Figure 3-1: Key Issue 1 - Roles and Responsibilities



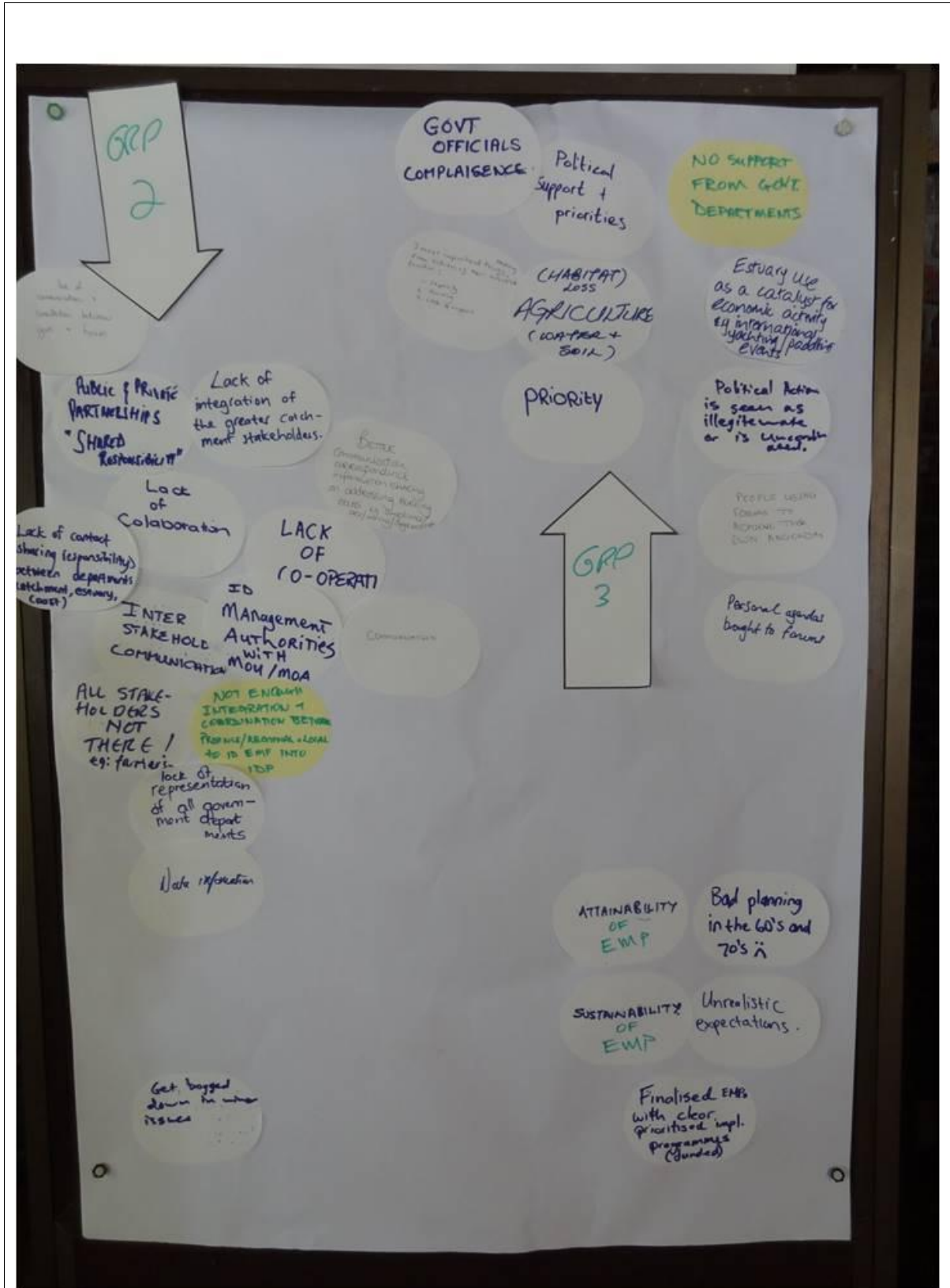


Figure 3-2: Key Issue 2: Communication and Co-ordination and Key Issue 3: Prioritisation

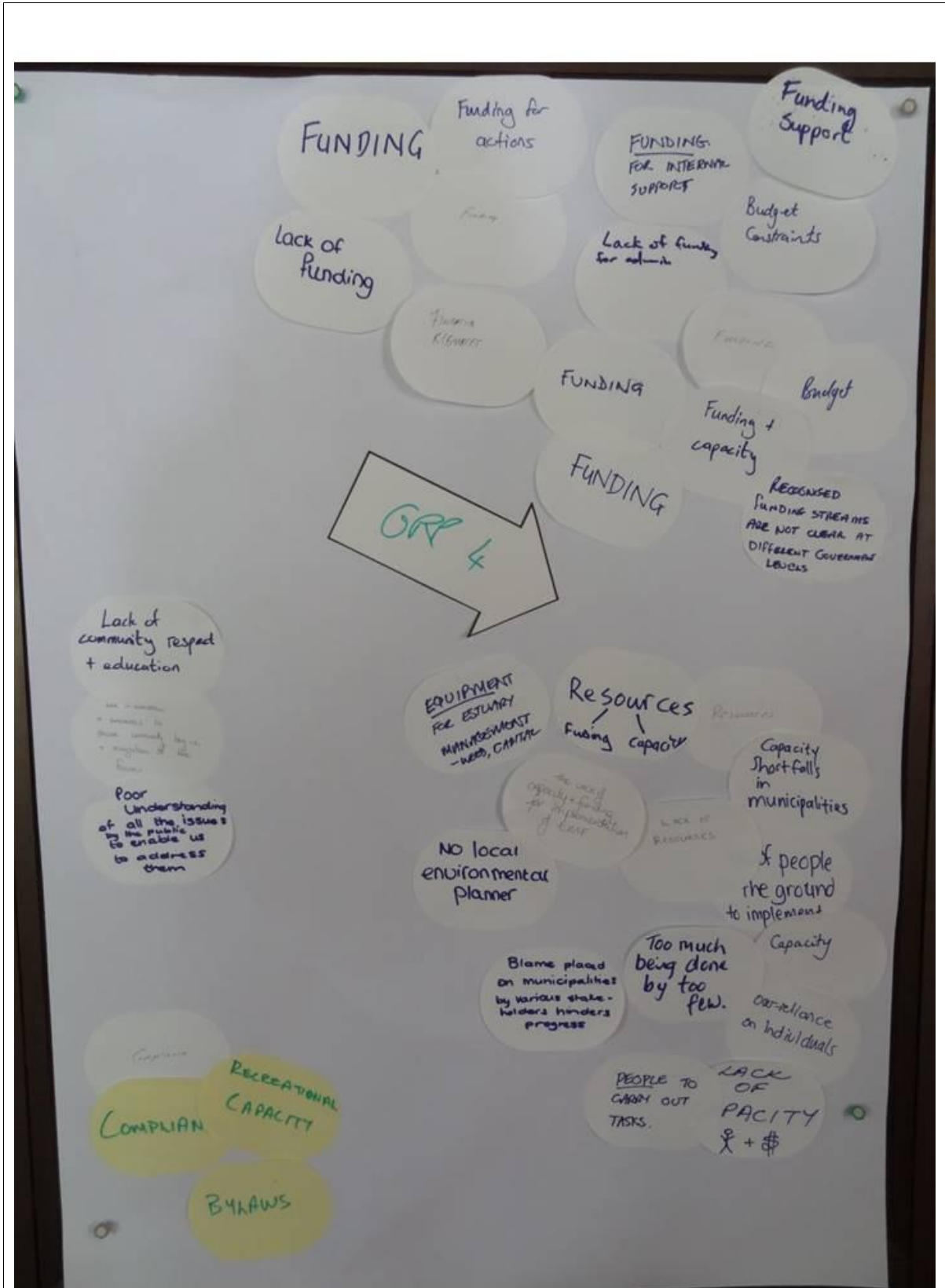


Figure 3-3: Key Issue 4: Funding

The remainder of the workshop was used to firstly distil the roots causes of the issues and the consequences of them and finally recommendations for solving the problems.

Each of these will be dealt with separately in the sections below.

## 2.3 Roles and Responsibilities

Issue and consequence	Proposed solution / feedback
<ul style="list-style-type: none"> <li>• <b>The EMPs have not been signed off and therefore have no legal standing- they are not mandatory and the municipalities are at liberty to implement the recommendations as they please.</b> <ul style="list-style-type: none"> <li>• Local authorities (B municipalities) don't acknowledge estuaries as critical environments and therefore don't prioritise them or put them in the IDPs</li> <li>• The EMFs are not recognized- they are regarded as "nice to haves"</li> <li>• The EMPs specify activities and responsibilities for various different government departments at different spheres. Because the EMP is not mandatory as yet only some aspect and activities are implemented.</li> <li>• ICM defines the lead agencies for various aspects of estuary management but does not detail exactly what they must do.</li> <li>• There is not real budget and resource allocation.</li> <li>• There is no clarity on the identity or location of the co-coordinating agency for the implementation of the EMP</li> <li>• The EMP objective sand activities have not been prioritized- there is no distinction between critical activities and "nice to haves".</li> <li>• The EMPs are biased towards biophysical issues and do not give sufficient guidance/ attention to institutional issues.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• All EMPs are at this stage in draft form and have not been finalized or signed off by the Minister. Many of the difficulties experienced by the EMFs are a consequence of this status of the plans.</li> <li>• DEADP is facilitating the finalization or development of plans for priority estuaries.</li> <li>• The draft EMPs will need to be improved so that all the allocation of responsibilities have been clearly addressed as well as roles and responsibilities. DEADP will be playing the role of quality review in this regard.</li> <li>• There is a need to engage with other national departments from a provincial perspective so that the complete extent of engagement can be discussed and approved at a senior level in reach organisation. This will result in a more coherent and consistent engagement from the departments with associated budgets and resource allocation.</li> </ul>
<ul style="list-style-type: none"> <li>• Roles and Responsibilities of the EMFs are not clear- do they have a compliance management function? Are they part of implementation? <ul style="list-style-type: none"> <li>• The mandates, structure,</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• All EMPs are at this stage in draft form and have not been finalized or signed off by the Minister. Many of the difficulties experienced by the EMFs are a consequence of this status of the</li> </ul>

Issue and consequence	Proposed solution / feedback
<p>responsibilities, funding and function of the EMPFs is not clear.</p> <ul style="list-style-type: none"> <li>• Is the EMF and advisory committee or does it have management functions?</li> <li>• The EMF is a voluntary body and can be replaced by an estuary advisory committee is necessary</li> </ul>	<p>plans.</p> <ul style="list-style-type: none"> <li>• The following was provided as clarification to answer the issues raised.</li> <li>• <b>Legitimisation of the EMF</b> – The ICM designates the Municipal Coastal Committee (MMC) is responsible for delegating an agency to be the management authority for each estuary. This is usually a department of the municipality. The management authority can appoint an advisory committee (the EMF) to assist and advise it in the management of the estuary. This, coupled with the signed EMP provides legitimacy to the EMF and confirms its existence, mandate and function.</li> <li>• <b>Lines of reporting</b> – the EMF reports directly to the management authority. It is preferable the there is a single person/ position in the authority to takes responsibility for this function. Any issues that require escalation are reporting to the MCC or PCC. The management authority also reports back on progress to the EMF</li> <li>• <b>Functions</b> – The EMF: <ul style="list-style-type: none"> <li>○ Is an advisory committee</li> <li>○ Serves as a watchdog/ monitor of the implementation f the EMP and has an oversight role in this regard;</li> <li>○ Provides advice to the management authority, both in response to a request from the authority and in the event of an issue being identified by the EMF;</li> <li>○ May notify the management authority if conditions change i.e a new invasive species and make recommendations on actions to be taken;</li> <li>○ Assist with prioritisation of EMF recommended activities/ actions;</li> <li>○ Is involved in the dissemination of the information to the community;</li> <li>○ Assists in the review of EMPs every 5 years</li> <li>○ Is the home of the breaching committee, if there is one.</li> </ul> </li> <li>• <b>Structure</b> – <ul style="list-style-type: none"> <li>○ There was debate about whether the chair should be a private or public person. No decision was</li> </ul> </li> </ul>

Issue and consequence	Proposed solution / feedback
	<p>made.</p> <ul style="list-style-type: none"> <li>○ There is a need to a “constitution” for the EMF which describes roles and responsibilities and any mechanisms to ensue impartiality by the chair and officers. It must also specify actions to be taken for arbitration should the need arise.</li> <li>○ It must also detail frequency of meeting, budgets and how virtual members engage.</li> <li>● <b>Representivity</b> - The following must be included the EMF: <ul style="list-style-type: none"> <li>○ All government departments who have a mandate in the estuary (e.g. mining). Some of these may have virtual attendance- i.e. via electronic media to facilitate engagement;</li> <li>○ All NGOs in the area or associated with the estuary;</li> <li>○ All community based organisations;</li> <li>○ Any communities which are not organized;</li> <li>○ Any other funders of the MCC; and'</li> <li>○ Specialists (these may be p[art of the provincial task team).</li> </ul> </li> </ul>

## 2.4 Communication and Collaboration

Issue and consequence	Proposed solution / feedback
<p><b>1. A general reluctance and a sense of reticence to share information with others. This is experienced throughout all spheres of governmental departments, specialists, consultants and other organs of state (e.g. conservation groups). An assumed reason that was put forward is the feeling of 'having an advantage over others' that comes with being in possession of information.</b></p>	<ul style="list-style-type: none"> <li>● Development of a number of policies / plans to standardise communication across EMFs. The following policies / plans were identified: <ul style="list-style-type: none"> <li>- General communication plan</li> <li>- Media liaison policy</li> <li>- Emergency communication plan</li> </ul> </li> <li>● Investigate slotting into existing meetings to raise awareness of estuary management. Mention was made of sub-council, MINMAYCO, MINTEC meetings.</li> <li>● Investigate options for greater level of sharing of celebrations and recognition of efforts as this is a strong motivator. Municipal reporting could be used in this regard, as well as newsletters, websites, notes/letters of</li> </ul>

Issue and consequence	Proposed solution / feedback
<p><b>2. Methods of distribution of information are not always appropriate to reach the full target audience. For instance, most rural areas and disadvantaged communities do not have access to email. Alternative methods (which are often more costly) must be employed to communicate with these stakeholder groupings.</b></p>	<p>encouragement/gratitude or as agenda items in EMF meetings</p> <ul style="list-style-type: none"> <li>• Roadshow: Firstly targeted at management authorities, municipalities and organs of state to clarify statutory requirements, roles and responsibilities, but can later be expanded to deliver a broader message of awareness to a larger audience</li> <li>• Annual repeat of the workshop as it provides a platform for all parties involved to assess estuarine management in general.</li> <li>• Annual repeat of the workshop as it provides a platform for all parties involved to assess estuarine management in general.</li> <li>• Investigate the possibility of a newsletter for each estuary for sharing of pertinent information and raising general awareness. <ul style="list-style-type: none"> <li>- Investigate the possibility of a newsletter for each estuary for sharing of pertinent information and raising general awareness. Chat forum for EMF members to share lessons learnt, ask for advice and discuss common challenges.</li> <li>- Data portal to house a 'library' of information available on estuaries</li> <li>- Comprehensive 'contacts' page where roles and responsibilities of EMF members, officials and other stakeholders can be clarified and where a comprehensive list of contact details can be provided for relevant parties in relation to specific emergency situations / law enforcement breaches.</li> <li>- Opportunity to leave comments (not to be available on the web, but to be channelled to an email address).</li> </ul> </li> </ul> <p>Consideration must be given to rural areas with limited internet connectivity (sponsorships for wifi was mentioned as an option). Attendees were divided in opinion on whether the website must be housed on an existing governmental</p>

Issue and consequence	Proposed solution / feedback
	<p>site (e.g. DEADP site) or whether it must be completely separated from government platforms, and clearly required more investigation.</p>
<p><b>3. For numerous reasons, information is also not appropriately received by the full intended target audience. The reasons include:</b></p> <ul style="list-style-type: none"> <li>- Time constraints of people to read through voluminous information, especially given the voluntary nature of involvement from civil society</li> <li>- Constraints in abilities to interpret technical information received</li> <li>- General lack of interest in estuarine matters</li> <li>- Other needs with a higher priority</li> <li>- Lack of context for the message being put across</li> <li>- Differing strong opinions on matters (leading to bias and/or misinterpretation of the message)</li> <li>- Representatives on an EMF not appropriately disseminating the information from meetings back to the constituents they represent</li> </ul>	<ul style="list-style-type: none"> <li>• Timely dissemination of EMF meeting minutes to allow maximum time for action items to be addressed. Skills must be developed to capture minutes during the meeting as this will allow for immediate approval, signoff and dissemination.</li> <li>• Annual repeat of the workshop as it provides a platform for all parties involved to assess estuarine management in general.</li> </ul>
<p><b>4. Communication is costly when the compilation time, communication material and methods of communication are taken into account.</b></p>	<ul style="list-style-type: none"> <li>• Investigate the use of a central point of connection / communication for each estuary by setting up a dedicated email account (e.g. admin@breedeestuary...) for receipt of all queries and dissemination of information, noting not to overburden existing EMF members with additional tasks.</li> </ul>
<p><b>5. Lack of formal mandate in EMP that places a communication responsibility on all parties.</b></p>	<ul style="list-style-type: none"> <li>• Investigate standardisation of reporting requirements for estuaries (PCC reporting was mentioned).</li> </ul>
<p><b>6. Clearly defined job descriptions are required for EMF members to ensure responsibilities for communication is clearly understood.</b></p>	<ul style="list-style-type: none"> <li>•</li> </ul>
<p><b>7. Inappropriate tone of communication.</b></p>	<ul style="list-style-type: none"> <li>• At the start of each EMF meeting, the Chairperson must reiterate the rules of engagement / code of conduct during the meeting to assist with setting an appropriate tone for discussions during the meeting.</li> </ul>

## 2.5 Prioritisation

Issue	Consequences/ Possible solution
<p>1. Prioritisation of estuaries on different levels of government - On national level, prioritisation of estuaries management is limited to policy determination.</p>	<p>Officials are not aware of protocols / EMPs (or choose to ignore why forums are set up, how many etc). They attend EMFs from compliance perspective only.</p> <p>ICM training programme underway therefore pollution and research directorates are aware, but not on higher level. The directorates may work within estuaries, but are not involved in reality.</p> <p>They refuse responsibilities due to perceiving estuaries not being part of the sea etc.</p> <p>Initiative should come from DEA to have briefing / manual to inform officials.</p>
<p>2. Representatives on EMFs don't always go back and give feedback to their respective communities/user groups</p>	<p>Prioritised issues are not attended to.</p> <ul style="list-style-type: none"> <li>• Functional representation on EMF's - It is the user group responsibility to identify a representative and if this person is not giving adequate feedback, they should identify another</li> <li>• Better education/awareness of civil society to engage with government</li> <li>• Feedback to forum from CMA workshops</li> <li>• The utilisation of existing protocols, e.g. organisations would have communication protocols to give feedback on meetings that members attended</li> <li>• Emphasising the importance of feedback at the Forum already(e.g. stipulating in TOR)</li> <li>• EMF should agree on the information to be disseminated back to respective user groups</li> <li>• Representative user groups should be constantly updated</li> <li>• Where there are not protocols, e.g. fishing community, other means of communication must be explored eg: <ul style="list-style-type: none"> <li>○ Social media</li> <li>○ Posting minutes on a notice board at the estuary (for this there needs to be an designated person on the EMF to do this)</li> </ul> </li> <li>• MCC</li> </ul>
<p>3. Lack of educational awareness</p>	<p>Apathy where the public doesn't realise the benefits of a well-run estuary and therefore it isn't seen as important / a priority</p> <ul style="list-style-type: none"> <li>• DEADP making information available on their website (legislation / contacts etc)</li> <li>• Districts can co-ordinate signage in standardised way to include interpretative information about estuaries, but context specific</li> <li>• EMF must identify issue needing attention and outsource / using representative on forum who can initiate / organise projects e.g. WESSA may get funding for school project and can improve educational awareness of estuaries through these projects</li> <li>• Latching onto exiting awareness programmes and environmental calendar events, e.g. National Marine week / Coastal Clean-up day</li> </ul>



	<ul style="list-style-type: none"> <li>Using SALGA initiative to educate councillors and municipal managers on importance of estuaries</li> <li>Roadshows to all organisations with management mandates – including CMAs and Coastal committees</li> </ul>
4. Not adequate prioritisation of estuaries to ensure adequate functioning / integration of recreational and economic activities associated with estuaries	<p>Impacts on recreational and economic activities</p> <ul style="list-style-type: none"> <li>A cost benefit analysis (involve educational institutions)</li> <li>Work with government departments to influence policy changes and planning mechanisms Involve planning departments at municipalities to impose land use conditions</li> <li>Training of voluntary coastal officers as EMIs for compliance monitoring and law enforcement</li> </ul>
5. Inadequate monitoring of water quality (not regarded as priority) Even where there is monitoring protocols in place, follow up is not prioritised and data management is lacking.	<ul style="list-style-type: none"> <li>Ecological and health issues may arise</li> <li>Impacts on recreational and economic activities</li> <li>No action taken on issues arising</li> <li>No accountability for achieving EMP objectives</li> <li>DWS and other institutions does monitoring</li> <li>Standardisation of monitoring and reporting information for easier understanding and comparison.</li> <li>Training of individuals directly involved with concerned estuary to interpret results is essential</li> <li>Results should also be shared between EMFs to compare with each other</li> <li>Discussion of results at EMF should be a standing item on estuaries prioritised by DWS</li> </ul>
6. Personal agendas - (lack of proper terms of reference for the EMF could result in this and a lack of proper representation by the various stakeholders could lead to this)	<p>May drive prioritisation of the less pressing issues</p> <ul style="list-style-type: none"> <li>Voting for prioritising issues</li> <li>Limit member representation of user groups within EMF (e.g. only one designated person per user group)</li> </ul>
7. Complexities within the catchment, including past inequalities / upstream activities / impacts	<p>Takes precedence over estuary management</p> <ul style="list-style-type: none"> <li>Tasking CMA representatives at forums to prioritise and address issues resulting from upstream activities</li> <li>Engaging other forums or agencies involved with user groups, e.g. agricultural unions</li> <li>Pursue compliance monitoring of water uses through CMAs and Working for water / Wetlands programmes</li> <li>Linking state of river reporting with estuaries</li> </ul>
8. Prioritising short term gains to address livelihoods / population pressure / economic activities	<p>Long terms goals of healthy estuary is not realised</p> <ul style="list-style-type: none"> <li>The purpose of the EMP was highlighted under this issue and that there are legal mechanisms in place to prevent negative impacts of matters pursuing short term gains. Such short terms gains (whether livelihood needs or greed) should not be in conflict with the EMP</li> <li>The EMF is not regarded as a body which is able to comment on development proposals, as it represent a number of mandates, but can advise management authorities to comment on development proposals that do not take the importance of estuaries into account.</li> </ul>
9. There is not a functional link between spatial planning on regional /	<p>Conservation zoning is not applied, leading to ineffective law enforcement (e.g allowed usage /development limitations of zones that are not clearly defined).</p>

municipal level and EMPs	<ul style="list-style-type: none"> <li>Planners to be represented on EMF</li> <li>A tight link between the regional and municipal planning instruments (e.g. SDFs, IDPS) is needed.</li> </ul>
10. Constraints within local government e.g. resource issues / capacity issues / funding issues	<p>Prioritisation of specific issues within estuaries not being realised</p> <p>If the EMF identifies priorities according to the EMP, then addressing those priorities becomes institutionalised.</p>
11. There are not always political will to prioritise estuary management.	<ul style="list-style-type: none"> <li>Political leadership apathy</li> <li>Management authorities not incorporating / prioritising estuaries as part of their mandate</li> <li>May be resolved if there are mechanisms in place to provide clear mandates for those involved- linking to institutional issues and communication.</li> <li>Building relationships with political leadership and expose them to issues</li> <li>Informing leadership / authorities about socio-economic and environmental issues relevant to estuaries and associated impacts on communities</li> <li>Educating constituencies about estuaries and have them put pressure on their leadership</li> </ul>

## 2.6 Funding

Issue and consequence	Proposed solution / feedback
<p>1. <b>Not all funding requirements are planned for adequately during the development of the EMP.</b></p> <ul style="list-style-type: none"> <li>Impacts on the overall implementation of the EMP, and the provision of operating funds for the EMF in particular.</li> <li>Affects the affordability of the EMP in general and individual (costly) interventions in particular.</li> <li>Smaller municipalities (managing authorities) often don't have the revenue base to implement all aspects of the EMP within the timeframes allowed / required.</li> <li>Not all role players are fully aware of their financial obligations towards the implementation of the EMP – this speaks to the 'functional arms' of management authorities.</li> <li>Alternative funding avenues and sources are not explored and left untapped.</li> <li>Distinction needs to be drawn between long term / continuous maintenance and sporadic /</li> </ul>	<p>The following potential solutions were proposed:</p> <ul style="list-style-type: none"> <li>Investigate co-opting NOGs / NPOs onto the EMF in order to enable the leverage and channelling of private / alternative funding</li> <li>Registration / constitution of the EMF as a (refer taxable categories) could allow the body to receive, retain and use private funding. It could also enable the EMF to apply for financial assistance from local and provincial authorities on an ad hoc or project specific basis</li> <li>Access estuary based revenue sources such as boat licenses, jetty fees and slipway fees and retain these monies in the EMF for application on the estuary. NGOs / NPOs can serve as collection agencies for these.</li> <li>The EMFs can actively solicit private funding, including through such sources as IT Crowd.</li> <li>Identify departments funding for EMP implementation has been budgeted for and allocated.</li> </ul>

Issue and consequence	Proposed solution / feedback
<p>emergency interventions as these often get funded from different sources and are budgeted for under different line items.</p>	<ul style="list-style-type: none"> <li>• EMPs and EMFs should identify priority management activities and communicate such to the mandated managing authorities.</li> </ul>
<p><b>2. Operating costs of the EMF are not catered for adequately.</b></p> <ul style="list-style-type: none"> <li>• Private members “self-fund” their participation, resulting in a drain on their personal resources. This is particularly relevant in the case of the executive (Chair and Secretariat).</li> <li>• Impacts on the sustainability (and consequently continuity) of the EMF as private individuals cannot continue to absorb the costs.</li> <li>• Can impact on the representivity of the EMF if members of impoverished communities cannot afford to attend forum meetings and events.</li> </ul>	<p>Although this issue was clearly of major concern to many EMF members, it also became clear that the term “operating costs” has to be defined and formalised (based on the functions of the EMF and its members as assigned by the EMP).</p> <p>EMF members cannot be paid to fulfil their functions (even the executive), however, the general feeling was that participant's direct expenses should at least be covered. These would typically include:</p> <ul style="list-style-type: none"> <li>• Travel costs</li> <li>• Venue (if not provided by the managing authority)</li> <li>• Catering</li> <li>• Communications such as designing and hosting of websites, e-mail accounts, printing costs etc.</li> </ul> <p>Funding for the above should / could come from:</p> <ul style="list-style-type: none"> <li>• Refer point 1</li> <li>• The EMFs provide a service to the Managing Authorities and, as such, should be assisted by these authorities where appropriate. He managing authorities need no provide for this assistance in their annual budgets.</li> <li>• The potential also exists for EMFs to investigate private funding for certain of their activities and the feeling was that potential funding conduits should be investigated and established.</li> </ul>
<p><b>3. Funding is required for larger scale forums (such as this workshop).</b></p> <ul style="list-style-type: none"> <li>• Overarching and crosscutting issues are not shared in open forum where they can be debated and resolved.</li> <li>• Provincial and national authorities don't get to engage in discussion with end-users and EMF members regarding issues and challenges experienced by them.</li> <li>• An opportunity to share and disseminate information regarding</li> </ul>	<p>The general feeling was that EMFs should motivate for, and petition DEA and DEADP in this regard. The direct participation of DEA and other national departments (DAFF) should also be encouraged.</p> <p>There is also a need to investigate was whereby the cost of these forums can be reduced, including:</p> <ul style="list-style-type: none"> <li>• Consolidation of various fora in order</li> </ul>

Issue and consequence	Proposed solution / feedback
policy and practice developments in the sector is lost.	to avoid duplication or repetition. <ul style="list-style-type: none"> <li>• Rotate venues to make it more equitable for all participants.</li> </ul>
<p><b>4. There is a lack of funding for compliance monitoring and enforcement.</b> (Note: This refers to compliance with both the EMP and general environmental legislation.)</p> <ul style="list-style-type: none"> <li>• Impacts on provision for equipment and running costs (vehicles, fuel etc.)</li> <li>• Insufficient training of law enforcement officials on overall issues.</li> <li>• Lack of integration between various law enforcement agencies resulting in the overall law enforcement effort focussing on narrow areas under individual jurisdiction and grey areas not being covered.</li> <li>• Little in the way of visible policing creates an inviting environment for criminal activity.</li> </ul>	<p>It was felt that the EMF could play the following roles in addressing this issue:</p> <ul style="list-style-type: none"> <li>• Lobby for the deployment of additional EMIs and Fisheries Compliance Inspectors.</li> <li>• Provide feedback to law enforcement agencies regarding end user and community perceptions and needs relating to law enforcement.</li> <li>• Establish citizen monitoring groups</li> <li>• Source / motivate for funding to capacitate and train voluntary contributors to law enforcement, such as voluntary Peace Officers.</li> <li>• Apply pressure to various government agencies to fulfil their respective mandates in terms of law enforcement as stipulated in the EMFs.</li> </ul>
<p><b>5. There is inadequate funding for research and monitoring.</b></p> <ul style="list-style-type: none"> <li>• This is / can often not be budgeted for during the planning phase of the EMPs as the need for research into specific issues can arise at any time given that estuaries are very dynamic systems and also the fact that resource use patterns can change over time.</li> </ul>	<p>Research and monitoring functions as described in the EMPs are being fulfilled by mandated government agencies such as DAFF, CapeNature and DWS. However, it was felt that additional areas of research are often required or the potential to widen the knowledge base presents itself. The sector is well positioned to direct research into estuarine management and the potential roles that the EMFs can fulfil in this regard are:</p> <ul style="list-style-type: none"> <li>• Identify the need for new research.</li> <li>• Approach and coordinate requests for research with tertiary institutions and potential funders such as WRC.</li> <li>• Investigate links between biophysical research requirements and other initiatives from managing authorities (i.e. engineering requirements for hydrodynamic studies).</li> <li>• Raise awareness amongst user groups of research being conducted.</li> <li>• Assist in disseminating findings of research programmes.</li> <li>• Initiate and coordinate citizen science programmes in conjunction with specialist contributors and EMF members.</li> </ul>
<p><b>6. EMFs are currently not able to tap into public assistance or financial / direct</b></p>	<p>This issue is discussed under point 1 above.</p>

Issue and consequence	Proposed solution / feedback
<p><b>support</b></p> <ul style="list-style-type: none"> <li>• Opportunities for public / private funding and direct assistance do exist but are not accessible to EMFs and are lost as a result.</li> <li>• Income generated from the benefit use of the estuaries is normally channelled into authority coffers where it cannot be ring-fenced.</li> </ul>	<p>Additional suggestions / inputs made in this regard are:</p> <ul style="list-style-type: none"> <li>• Investigate the potential for using CBA based exercises for estuaries in an attempt to determine the benefit value resources and potentially inform funding mechanisms and sources .</li> </ul>
<p><b>7. Funding for positions/ staffing in various tiers of government is inadequate.</b></p> <ul style="list-style-type: none"> <li>• Key functions and roles are not fulfilled and authority mandates not met.</li> <li>• Actions planned for in and required in terms of the EMPs are not executed.</li> </ul>	<p>The role of the EMFs in this regard was seen to be to provide feedback to the relevant authorities and government agencies regarding the impacts that capacity issues on their side is having on end users.</p>
<p><b>8. Estuarine management (EMPs) need to dovetail with IDPs, SDFs and other authority planning and management structures</b></p> <ul style="list-style-type: none"> <li>• Uncoordinated planning results in budgets not taking all required expenditure into account.</li> <li>• Integration of estuarine management budgets get done in isolation of other financial planning processes.</li> </ul>	<p>Suggested solutions are:</p> <ul style="list-style-type: none"> <li>• Legislative structures and planning processes have the potential to incorporate EMP planning and implementation into their overall functioning.</li> <li>• EMFs can be a key agencies in requesting, coordinating and facilitating this integration process.</li> </ul>
<p><b>9. Management authority funding and expenditure needs to be better coordinated and controlled.</b></p> <ul style="list-style-type: none"> <li>• Funds are budgeted for but often not allocated or spent, resulting in activities not taking place and functions not being fulfilled.</li> </ul>	<p>EMFs should fulfil an oversight function and alert managing authorities to the occurrence and consequence of administrative shortcomings.</p>
<p><b>10. Funding of estuarine management (read EMPs) is not a political priority.</b></p> <ul style="list-style-type: none"> <li>• Without the political will to fund estuarine management, the implementation of EMPs becomes highly challenging.</li> </ul>	<p>The suggested role of the EMFs in this regard are:</p> <ul style="list-style-type: none"> <li>• Distilling and prioritising issues on a local level and communicating these on political forums.</li> <li>• Educating constituencies and local councillors on the value of estuaries, EMPs and AMFs to the local community.</li> <li>• Build relationships in operating streams of managing authorities.</li> </ul>

## 3 CONCLUSIONS AND THE WAY FORWARD

### 3.1 Summary of outputs from key issues

In conclusion the key issues which arose from the workshop are summarised below.

#### **Roles and Responsibilities**

- The lack of clear mandate and adoption of the EMPs. This largely results from the fact that none of them have been signed by the minister and therefore have no legal status and cannot be used in the budget or resource planning cycle unless by choice on the part of the municipality.
- Lack of clarity on the roles and function of the EMF. Once again this largely results from attempting to implement draft EMPs and should improve once the EMPs are finalized.

#### **Communication and co-operation**

- A lack of effective communication leads to a general state of confusion, a lack of awareness of responsibilities (primarily in government and EMF members) and rights (especially by property owners in the vicinity of estuaries) as well as duplication of efforts and general inefficiencies.
- Methods of distribution of information are not always appropriate to reach the full target audience. For instance, most rural areas and disadvantaged communities do not have access to email
- An inappropriate tone used in communicating leads to people being offended and contributes to a general feeling of being unappreciated.

#### **Prioritisation**

- In general estuaries are not prioritised by management agencies. They fall between other issues and do not receive the necessary recognition / funding / capacity etc.
- Within EMFs functional issues are not effectively prioritised and brought back to the relevant role players for action, impacting on resource use.
- Lack of educational awareness and apathy on behalf of user groups as well as government.
- Lack of political will from political leadership, as well as management authorities to prioritise estuaries.

#### **Funding**

- Not all funding requirements or avenues are planned for adequately during the development of the EMP which impacts on the overall implementation of the EMP.
- Operating / running costs of the EMF are not catered for adequately, resulting in private members having to "self-fund" their participation.

- EMFs are currently not constituted (registered) in a way that enables them to tap into public assistance or financial / direct support or to enable the leverage and channelling of private / alternative funding.

## 3.2 Overarching themes for further investigation

As a result of the workshop, a number of overarching themes emerged which require consideration. These are presented below.

1. Variable commitment and participation by other national departments in the EMPs and EMFs was noted as a significant problem. This results in objectives of the EMPs not being achieved. Mechanisms to ensure compliance and involvement in the implementation of EMPs by other government departments need to be explored. Possible solutions are:
  - a. Involvement of the national departments with DEADP at a Provincial level. Specific requirements of each department can then be detailed and agreed upon by senior departmental staff- this enables budget and time allocation more efficiently.
  - b. Getting buy-in at a project or task specific level is more practical for departments than open-ended attendance at meetings or open-ended commitment. It facilitates planning.
  - c. There needs to be engagement with the political structures and communities. A Roadshow is proposed by DEADP but this cannot be a once-off but must be a continual process to foster understanding and buy-in.
  - d. It is possible that small videos showing success stories in estuaries in a similar vein to those produced by George Davis for HIV could be produced to raise awareness on the estuaries and their importance.
2. The lack of awareness of the importance of estuaries to the economy by local authorities, national departments and political structures was seen as a major impediment to prioritizing budgets and actions for estuary management. There needs to be a mechanism to show-case the value of estuaries to all relevant government departments. DEA Estuaries programme is already embarking upon such an initiative but this needs to be expanded specifically for the Western Cape.
3. There is a need to finalise, update and obtain sign-off of the EMPs urgently as they form the base guideline document for estuary management. Many of the issues raised at the workshop will be satisfied once the EMPs are finalized. DEADP is currently facilitating the revision of some EMPs and the development of others to facilitate this.
4. Following on from the finalization and adoption of the EMPs, the EMFs need to be supported and constituted. One of the key impediments to this was identified as funding. The details of the funding requirements need to be

determined and mechanisms to meet these needs explored. Government may not be the most efficient source of such funding but in order to obtain other funding the EMFs need to either co-op NPOs or NGOs, or become such organisations themselves. The advantages and requirements of the various types of NPO. NGO need to be explored to determine which model would be most beneficial for the EMFs.

5. The gathering of representatives in one venue was found to be very useful by the delegates for networking and sharing. There needs to be a regular forum to foster this sharing in the future. There is a need to keep the momentum going with continual communication and support
  - a. This could be augmented through the use of an estuaries web-page. There is such a web-page hosted by the National Wetlands Society which could be useful.
  - b. DEADP has an estuary link but it is not suitable for debate.



## Appendix 1: Draft Programme

## Appendix 2: Attendance registers