



COASTAL ACTION PLAN 4: MANAGEMENT OF COASTAL CONSERVATION AREAS

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1. INTRODUCTION

Coastal conservation areas play an important role in protecting the biodiversity of the coastal habitats and maintaining a coastal corridor for the movement of coastal fauna. The BCM is unique in that large areas of the coastal zone are formally protected by coastal state forests, marine conservation areas and local municipal reserves. In addition to these state managed conservation areas, privately owned nature reserves also exist within the BCM and assist in mainlining the natural biodiversity.

The coastal conservation areas also play a vital role in protecting the natural aesthetic value of the coastal zone, thereby maintaining the natural value of the coast for tourism purposes. These conservation areas can also play a valuable educational role and should be promoted as sites for schools as well as public education and awareness programs.

1.1 LAYOUT OF THIS REPORT

Objectives

This section introduces the management of coastal conservation areas as well as outlines the overall objectives of this Action Plan.

Institutional and legal frameworks

This section outlines the current level of institutional involvement and capacity of all relevant government departments for management of coastal areas as well as the relevant legislation.

Coastal conservation area management strategy

This section outlines the management required for the conservation of protected areas, ensuring a balance between developed and natural areas. Also discussed in this section is the protection of biodiversity while still promoting public access to the conservation areas.

Key performance indicators

This section outlines the key performance indicators for land conservation and educational and public facilities as well as a summary of the actions arising from this Coastal Action Plan.

1.2 OBJECTIVES THIS ACTION PLAN

The overall objectives of this action plan are as follows:

1. To ensure balance between developed and natural coastal areas
2. To ensure protection and conservation of sensitive coastal areas and biodiversity
3. Efficient management of conservation/protected areas
4. Ensure and improve public access to conservation areas & information
5. Identify additional sensitive areas in need of protection



2. CURRENT INSTITUTIONAL AND LEGAL FRAMEWORK

2.1 AUTHORITIES

2.1.1 EASTERN CAPE PARKS BOARD

The Eastern Cape parks Board has recently been established and has taken over the responsibility for management of the coastal state forests previously managed by the Department of Economic Affairs Environment and Tourism. Although the East London Coastal State Forests are proclaimed under the National Forests Act the responsibility for management of these areas has been delegated to the Eastern Cape Parks Board. They currently play an active role in management of these areas and have several field rangers who undertake patrols within all the areas under the management of the ECPB. Table 2.1 below indicates the coastal reserves within the BCM which are currently managed by the ECPB.

Table 2.1: Coastal State Forest Reserves within the BCM area

Reserve Name	Size / extent
Kwelera	Between Kwelera-Gonubie Estuaries
Blue Bend	Between Bonza Bay-Nahoon
Cove Rock	Between Hickmans-Igoda estuaries
Gulu	Between Igoda-Mcantsi estuaries
Christmas Vale	Between Ncera- Shelbertsstroom
Tyolomnqa	Between Kaysers Beach-Tyolomnqa estuary
Hamburg	50ha

2.1.2 MARINE & COASTAL MANAGEMENT

Two marine closed areas have been proclaimed within the BCM boundaries under the Marine Living Resources Act. The responsibility for managing these marine closed areas lies with the Marine and Coastal Management branch of the National Department of Environmental Affairs and Tourism. Although they are closed marine areas shore based fishing and bait collection is permitted with only boat based consumptive activities being prohibited within these areas. Inspectors and rangers from the East London Marine and Coastal Management office currently undertake regular patrols within these areas, additional management effort is limited as they are currently open areas for shore based activities. Table 2.2 below provides details on the two marine closed areas.

Table 2.2: Marine closed areas within the BCM

Name	Location	Size	Description
Christmas Rock	Extends Between Christmas Rock & Gulu Mouth. 12km shorelength	Extends for 3 nautical miles offshore on a bearing of 145 ^o true north at each point	Only prohibits boat based resource utilisation. Rock and surf fishing, spearfishing and bait collecting is permitted from the shore
Nahoon Point	Extends between Nahoon Point and Gonubie Point 10km shorelength	Extends for 3 nautical miles offshore on a bearing of 145 ^o true north at each point	Only prohibits boat based resource utilisation. Rock and surf fishing, spearfishing and bait collecting is permitted from the shore

2.1.3 BUFFALO CITY MUNICIPALITY

Several local municipalities have been proclaimed (Table 2.3 below) which are managed by the local authority, namely the Buffalo City Municipality. Management of these reserves is currently undertaken by the Social Services Department by two divisions, namely the Amenities Division and the Integrated Environmental Development division. Adequate funding has been allocated for nature reserve management within the BCM and many activities which will see the upgrading of the existing are being passed by Council. The



following activities are currently being implemented or will be in the near future in the existing local nature reserves.

- New fences
- New bird hides and upgrading of existing bird hides
- Removal of alien invasive plants
- Replacement of tree tags
- Upgrading of useful plant gardens

The BCM has involved local environmental organizations in the management of these reserves to ensure an open and transparent management approach and to ensure that important issues are not overlooked.

Table 2.3: Local Municipal reserves within the BCM

Name	Size	Managing body
Potters Pass	6ha	Department of Integrated Environmental Development
Nahoon estuary	16ha	Amenities Division
Nahoon Point		Amenities Division
Quinera Estuary	9ha	Department of Integrated Environmental Development
Gonubie Wetland	8ha	Department of Integrated Environmental Development

2.2 LEGISLATION

National forests act

National Forest Act provides for conservation and sustainable forestry management. In order to achieve this, the Act provides for special measures to protect trees and forests, and states that '.....no person may cut, disturb, damage, or destroy any living tree in or remove any such tree from a natural forest....' unless a license to do so has been issued or an exemption has been granted. This act is administered by the Department of Water Affairs and Forestry.

National Environmental Management: Protected Areas Act 57 of 2003

The Protected Areas Act mainly provides for the following; namely:

- declaration of nature reserves and determination of the type of reserve declared;
- cooperative governance in the declaration and management of nature reserves;
- a system of protected areas in order to manage and conserve biodiversity; and
- the utilization and participation of local communities in the management of protected areas.¹

The Protected Areas Act dictates that local protected areas must be managed by the municipality itself or management must be assigned to a municipal entity. Furthermore the municipality is required prepare a management plan for a local protected area and submit a copy of the plan to the MEC for environmental affairs in the province for approval.

Marine Living Resources Act

MLRA is the chief statute dealing with conservation and management of marine living resources. The objects of MLRA are as follows:

¹ Section 2.



- to provide for the conservation of marine ecosystem,
- to provide for long-term sustainable utilization of marine living resources;
- to provide for the orderly access to exploitation, utilization and protection of certain marine living resources; and
- to provide for the exercise of control over marine living resource in a fair and equitable manner to the benefit of all citizens of South Africa.

Eastern Cape Protected Areas Bill, 2002

The objectives of the Bill inter alia include the following; namely:

- declaration and management of protected areas within the framework of NEMA and the Protected Areas Act;
- give effect to international agreements on protected areas which are binding on the Republic; and
- to provide for co-operative governance in the declaration and management of protected areas.

Municipalities have limited responsibilities in terms of the Bill. For example, when BCM receives requests from private landowners to have their land declared protected areas, the relevant Member of Executive Council (MEC) must consider such request.² That is a BCM is just a conduit to the MEC.

If BCM is responsible for the management of any local protected area, it will have to observe the norms and standards prescribed in section 5 of the Bill. A failure to do so may result in the relevant MEC intervening in the management of such a protected area.³

Eastern Cape Environmental Conservation Bill, 2002

The Bill is informed by the following needs; namely:

- achieve optimum and ecologically sustainable development of the environment;
- conserve the environment and its living natural resources for both present and future generations;
- apply precautionary approaches in respect of the management and development of the environment and its living natural resources; and
- utilize the environment and its living natural resources to achieve sustainable economic growth, human resource development, employment creation and a sound ecological balance consistent with the development objectives of the Provincial government; the need to protect the ecosystem as a whole, including species which are not exploited; the need to preserve biodiversity; the need to minimize pollution of the air, soil and water;

A local authority (e.g. BCM) will have the following powers under the Act, for example it may:

- Designate persons as environmental conservation rangers within its area of jurisdiction;⁴
- Issue permits to hunt problem animals in urban areas in certain circumstances;⁵ and

² Section 63(2).

³ Section 77(1).

⁴ Section 10.

⁵ Section 43(1).



- If authorised by MEC, make regulations concerning the use of the seashore; the removal of material from the seashore; the prevention or regulation of discharging upon the seashore anything liable to be a nuisance or danger to public health; the control and coastal conservation of the seashore and the prescribing of fees for any act upon or in relation to the seashore and coastal conservation area.

The bill provides further that a municipality may in terms of municipal by-laws declare protected areas, provided that such a declaration is not in conflict with any declaration made under the Bill and is in accordance with the norms and standards contained in section 5.⁶

Cape: Nature Conservation Ordinance 19 of 1974

The Nature Conservation Ordinance is applicable in the Eastern Cape.⁷ Local authorities have limited powers and duties under the Nature Conservation Ordinance. Local authorities are charged with establishing local nature reserves and for exercising various powers and performing various duties in respect of those local nature reserves.⁸ Local authorities have various responsibilities in respect of the protection of wild animals, fish and flora under the Ordinance.⁹

2.2.1 STRATEGIC ASSESSMENT OF BIODIVERSITY IN THE EASTERN CAPE

These extracts have been taken from the Amatole ICZMP prepared by Arcus Gibb.

A biodiversity strategy was developed by DEAET in June 2004 to create an integrated, co-ordinated and uniform approach to biodiversity management, to identify options for conservation and to guide provincial and municipal conservation plans.

The assessment noted that about 10.3% of the potential surface area of land and estuarine areas in the Eastern Cape will shortly be under some form of conservation protection as national, provincial or local nature reserves. Although the coastline is under-developed, it is generally well conserved. In the BCM coastal region the East London Coast Reserve covers 23 500ha (5.8% of the Eastern Cape coast) (22%)(DEAT 2004).

Strategies for biodiversity conservation on a provincial level were listed as:

1. Validation of biodiversity conservation vision and goals with stakeholders;
2. Lobbying of biodiversity concerns with a range of provincial and national departments;
3. Broaden the support base for biodiversity conservation particularly in private industry, district and local municipalities, private land owners and local communities
4. Integrate biodiversity conservation more strongly with IDPs.
5. Strengthen the capacity of conservation officers to enable them to engage stakeholders, manage ecosystems for biodiversity conservation, enforce biodiversity laws and policies, engage with the private sector to explore opportunities for the sustainable commercial use of biodiversity;

⁶ Section 65(1).

⁷ Note: The whole of this Ordinance was substituted by section 1 of the Western Cape Nature Conservation Laws Amendment Act 3 of 2000 with effect from 1 April 2000. At the time of writing I had not established whether Conservation of Amendment Law is applicable in Eastern Cape.

⁸ Section 7.

⁹ For example, see sections 14 and 75.



6. Explore opportunities to sustainably use and manage biodiversity resources that have economic potential such as medicinal plants, succulents, bulbous plants, reptiles, water, marine and freshwater organisms and timber;
7. DEAET should support and participate in the Community-Based Natural Resource Management (CBNRM) Forum;
8. The Eastern Cape government should lobby for a larger share of the national biodiversity conservation budget;
9. Support biome-scale projects such as STEP, SKEP and C.A.P.E.;
10. Use biosphere reserves and conservancies to extend protection areas;
11. The final biodiversity strategy should engage all important role players in a more detailed strategic planning process.

Priorities for biodiversity conservation management in the Amathole coastal zone include:

- Expansion of the Wild Coast Conservation area;
- Implementation of a conservancy network along the Great Fish River catchment, from the Great Fish estuary into the Amatola mountains in close collaboration with STEP;
- A detailed planning exercise for the Great Fish River conservancy;
- Collaborative management pilot projects at Dwesa, Mkambati and Pondoland by implementing DEAT's CBNRM guidelines to develop the capacity of communities and officials to engage in co-management;
- Develop the capacity of all role players in biosphere reserve (and other) areas to manage ecosystems effectively;
- Investigate and implement economic incentives for biodiversity conservation for private land owners and communities;
- Halt the unsustainable use of medicinal plants through promoting a close working relationship between traditional healers, plant traders and government departments;
- Draw up a systematic inventory of local and traditional knowledge about biodiversity resources to serve as a baseline and to prevent their sole use by commercial operators.



3. COASTAL CONSERVATION AREA MANAGEMENT STRATEGY

The coastal zone of the BCM is well conserved by formally protected nature reserves. These reserves play a vital role in the conservation of the coastal thicket and grassland vegetation and protect these areas from future development. These conservation areas also play an important role in providing public facilities at these areas in order to promote nature based activities. Although protected certain of these reserves are subject to intensive resource utilisation such as wood collection and are becoming over exploited.

In order to achieve the objectives set out in this action plan a consolidated management effort and common vision is required actions are recommended.

3.1 COORDINATED MANAGEMENT OF CONSERVATION / PROTECTED AREAS WITHIN BCM

Management of the coastal conservation areas is currently divided between MCM, ECPB and BCM as well as between divisions within BCM. Management objectives and strategies for the conservation areas within the BCM need to be aligned to ensure a common vision and approach to management. In order to do so a communication strategy needs to be established between all role players involved in management of these areas. The most effective manner to promote coordinated management is through the establishment of a forum on which all managers are represented.. The following actions are recommended in order to promote :

1. Establish a Conservation Area Management Forum within the BCM which involves all role players and key stakeholders. Key participants must include the ECPB, MCM BCM IED & Amenities divisions as well as a representative from the Proposed BCM Coastal Management Unit and key environmental groups such as the Buffalo City Environmental Trust, Border Wild Flowers Society, Birding Society and WESSA should be invited to participate in regular meetings.
2. Initiate quarterly Conservation Area Management Forum meetings
3. The problems around the management of local municipal reserves need to be resolved. This needs to be undertaken through proactive interaction between all current departments/division involved in management of these reserves and agreement needs to be reached on a common management strategy and possibly department for all local reserves. Departments/divisions to be involved should include Social Services, Amenities, IED, IEMU and the proposed CMU.
4. Develop and appropriate communication strategy for circulation of information between all participants on the forum and ensure that the BCM CMU is aware of all new activities occurring in reserves within the coastal zone.
5. Establish a common vision and guiding principles for management of coastal reserves in the BCM
6. Undertake an audit of all public facilities and amenities within the existing reserves and identify those in need of repair and upgrading as well as those reserves which require additional public facilities to improve access and promote environmental education
7. Ensure appropriate training of all coastal reserve rangers within provincial and local reserves
8. Identify additional capacity and funding requirements to ensure successful management of coastal reserves
9. Identify research within the coastal reserves and establish a working relationship with research institutions



10. Investigate sources of funding for initiating research projects within coastal reserves.
11. Management authorities must promote the use of nature reserves for educational purposes and coordinate with the Educational officer of the proposed BCM CMU to investigate possible methods for enhancing their educational value

3.1.1 ENSURING A BALANCE BETWEEN DEVELOPED AND NATURAL COASTAL AREAS

The BCM coastline is currently well balanced between natural and built environments due to the existence of formally protected areas. In order to maintain this balance urban expansion and urban sprawl need to be carefully monitored and strict development guidelines need to be implemented to ensure the protection of natural coastal areas and conservation areas. Coastal Action Plan 1: Spatial Development and Planning (CAP1) has identified sensitive coastal areas and provided development assessment guidelines for future use in the coastal zone. These provide a good basis for ensuring the protection and management of conservation areas in the BCM. In order to ensure a balance between built and natural coastal areas the following actions need to be implemented:

1. Adoption and implementation of CAP 1
2. Identify possible extensions to the existing coastal reserves to increase the boundary of the coastal public property (See CAP1).
3. Investigate the feasibility of new conservation areas within the coastal zone. Possible areas include the Kiwane estuary and the area between Gulu and Igoda estuaries.
4. Ensure all coastal development proposals submitted to BCM are aligned with CAP1
5. Establish a programme for monitoring development within the coastal zone
6. Facilitate the establishment of Estuary Management Forums and promote local involvement in management of estuarine areas

3.1.2 TO ENSURE PROTECTION AND CONSERVATION OF SENSITIVE COASTAL AREAS AND BIODIVERSITY

Although the BCM coastline is well protected by proclaimed reserves additional sensitive and dynamic coastal areas are in need of further protection from development. The following actions are recommended:

1. Undertake an audit of types of coastal habitats currently protected by existing reserves and identify those habitat types in need of further protection
2. Assess the current habitat status of the existing coastal reserves
3. Investigate the feasibility of establishing Estuarine Protected Areas (EPA) and Estuarine Conservation Areas (ECA) within the BCM coastline
4. Investigate the feasibility of establishing a Marine Protected Area (MPA) within the BCM
1. Undertake an audit of alien invasives along the coastline
2. Develop an alien eradication programme
- 5.

3.1.3 PROMOTE PUBLIC ACCESS AND USE OF CONSERVATION AREAS

Public access to coastal reserves needs to be promoted through appropriate advertising in order to increase the awareness and promote their value to the public. Additional facilities, signboards and information boards may be required in order to do this. The following management recommendations are suggested:



1. Involve Eastern Cape and Buffalo City Tourism Department in advertising coastal reserves (local and provincial)
2. Provide appropriate signage indicating access points to reserves and permitted activities at each site
3. Identify suitable sites in the conservation areas for tourism promotion through the provision of public amenities and facilities
4. Identify the need for additional educational facilities within the coastal reserves once the proposed facilities have been established within the Nahoon reserves. If required identify suitable sites for the development of additional educational facilities in coastal reserves
5. Ensure the maintenance of existing facilities at acceptable level
6. Identify new facility requirements within coastal reserves to support tourism
7. Advertise the location of reserves and the roles and functions they offer (education, hikes etc.)
8. Determine the managing authority for the Kiwane resort area
9. Investigate the establishment of a community based tourism venture at Kiwane in the Hamburg coastal reserves
10. Develop a coastal reserve information brochure and including conservation areas, activities and services offered and species checklists



4. KEY PERFORMANCE INDICATORS

1. LAND CONSERVED

This indicator reports on the area of land conserved and the types of conservation areas.

- Number/area of provincial reserves in BCM coastal zone
- Number/area local reserves in BCM coastal zone
- Number/area marine protected areas in BCM

2. Educational and public facilities

This indicator reports on the number and type of facilities available within coastal reserves.

- Number of educational facilities in reserves
- Number of reserve rangers capacitated to undertake educational roles
- Number of reserves with tourism accommodation available
- Number of reserves with picnic facilities and amenities

**Table 4.1:** Summary of actions arising from the coastal conservation areas action plan

	ACTION	IMPLEMENTING AUTHORITY	TIMEFRAME	PRIORITY
1	Establish a Conservation Area Management Forum within the BCM which involves all role players and key stakeholders. Key participants must include the ECPB, MCM BCM IED & Amenities divisions as well as a representative from the Proposed BCM Coastal Management Unit and key environmental groups such as the Buffalo City Environmental Trust, Border Wild Flowers Society, Birding Society and WESSA should be invited to participate in regular meetings.	BCM Social Services & IEMU	Short	HIGH
2	Initiate quarterly Conservation Area Management Forum meetings	BCM Social Services/IEMU	Short	HIGH
3	The problems around the management of local municipal reserves need to be resolved. This needs to be undertaken through proactive interaction between all current departments/division involved in management of these reserves and agreement needs to be reached on a common management strategy and possibly department for all local reserves. Departments/divisions to be involved should include Social Services, Amenities, IED, IEMU and the proposed CMU.	BCM Social Services/IEMU	Short	Critical
4	Develop an appropriate communication strategy for circulation of information between all participants on the forum and ensure that the BCM CMU is aware of all new activities occurring in reserves within the coastal zone.	BCM IEMU	Medium	Medium
5	Establish a common vision and guiding principles for management of coastal reserves in the BCM	BCM IEMU	Medium	Medium
6	Undertake an audit of all public facilities and amenities within the existing reserves and identify those in need of repair and upgrading as well as those reserves which require additional public facilities to improve access and promote environmental education	BCM Social Services	Medium	Low
7	Ensure appropriate training of all coastal reserve rangers within provincial and local reserves	BCM Social Services	Short	High
8	Identify additional capacity and funding requirements to ensure successful management of coastal reserves	BCM Social Services	Medium	Medium



	ACTION	IMPLEMENTING AUTHORITY	TIMEFRAME	PRIORITY
9	Identify research requirements within the coastal reserves and establish a working relationship with research institutions	BCM Social Services	Medium	High
10	Investigate sources of funding for initiating research projects within coastal reserves.	BCM Social Services	Medium	Medium
11	Management authorities must promote the use of nature reserves for educational purposes and coordinate with the Educational officer of the proposed BCM CMU to investigate possible methods for enhancing their educational value	BCM Social Services	Medium	Low
12	Adoption and implementation of CAP 1	BCM CMU & Planning	Short	Critical
13	Identify possible extensions to the existing coastal reserves to increase the boundary of the coastal public property (See CAP1).	BCM CMU	Long	Medium
14	Investigate the feasibility of new conservation areas within the coastal zone. Possible areas include the Kiwane estuary and the area between Gulu and Igoda estuaries.	BCM CMU	Medium	Medium
15	Ensure all coastal development proposals submitted to BCM are aligned with CAP1	BCM IEMU	Short	Critical
16	Establish a programme for monitoring development within the coastal zone	BCM CMU	Short	High
17	Facilitate the establishment of Estuary Management Forums and promote local involvement in management of estuarine areas	BCM CMU	Medium	Medium
18	Undertake an audit of types of coastal habitats currently protected by existing reserves and identify those habitat types in need of further protection	BCM CMU	Short	HIGH
19	Assess the current habitat status of the existing coastal reserves	BCM CMU	Short	High
20	Investigate the feasibility of establishing Estuarine Protected Areas (EPA) and Estuarine Conservation Areas (ECA) within the BCM coastline	BCM CMU	Medium	Medium
21	Investigate the feasibility of establishing a Marine Protected Area (MPA) within the BCM	BCM CMU	Medium	Medium
22	Undertake an audit of alien invasives along the coastline	BCM IED	Medium	High
23	Develop an alien eradication programme for conservation areas	BCM IED	Medium	High
24	Involve Eastern Cape and Buffalo City Tourism Department in advertising	BCM CMU	Medium	Medium



	ACTION	IMPLEMENTING AUTHORITY	TIMEFRAME	PRIORITY
	coastal reserves (local and provincial			
25	Provide appropriate signage indicating access points to reserves and permitted activities at each site	BCM Social Services	Medium	Medium
26	Identify suitable sites in the conservation areas for tourism promotion through the provision of public amenities and facilities	BCM CMU	Medium	Medium
27	Identify the need for additional educational facilities within the coastal reserves once the proposed facilities have been established within the Nahoon reserves. If required identify suitable sites for the development of additional educational facilities in coastal reserves	BCM Social Services & CMU	Long	Low
28	Ensure the maintenance of existing facilities at acceptable level	BCM Social Services	Ongoing	High
29	Identify new facility requirements within coastal reserves to support tourism	BCM CMU & Tourism	Short	High
30	Advertise the location of reserves and the roles and functions they offer (education, hikes etc.)	BCM Tourism	Short	Medium
31	Determine the managing authority for the Kiwane resort area	BCM CMU	Medium	Medium
32	Investigate the establishment of a community based tourism venture at Kiwane in the Hamburg coastal reserves	BCM CMU	Medium	Medium
33	Develop a coastal reserve information brochure and including conservation areas, activities and services offered and species checklists	BCM CMU	Medium	Medium



5. REFERENCES

DEAT 2004

Arcus Gibb 2005