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CHAPTER

Todes, A. 2005. The Relationship between Environment and Planning in KwaZulu-Natal", Paper presented to the Environmental Decision-Making Workshop, School of Environmental sciences, University of KwaZulu-Natal, Durban, September.

#### Relationship between Environment and Planning in KwaZulu-Natal

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#### Project Team

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#### Background

Concern about disjuncture and divide between consequences for (sustainable) development environmental management and planning, and its

explain why disjunctures/divides exist Research sought to analyse/unpack the problem and

Commissioned by the KZN PPDC





































#### Methodology

Reference group meeting: conceptualising environmental management and planning and their

See .

problems in the relationship

relationship;

how they might be addressed

#### Literature review

SA literature, and some international

#### Focus groups

- 4 sessions with environmentalists, planners and developers.
- key issues/problems/concerns in the relationship between environmental management and planning in KZN
- similarities in orientation, approach, activities nature of environmental management and planning - differences and
- Issues analysis and discourse analysis

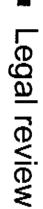












#### Provincial analysis

- strategic planning and environmental management interviews and document review considering:
- processing of site level development applications through planning and environmental systems

### 4 local municipal case studies:

- eThekwini
- Okhahlamba
- Umkhanyakude
- Hibiscus Coast
- document review and interviews, considering:
- institutional context, strategic planning/environmental management; and processing of site level applications





# Analysis and Synthesis: Framework

- Draws on 'institutional' accounts, so
- examines the 'hard infrastructure' or formal elements competencies) of planning and environmental systems (rules, tools, laws, procedures, institutional responsibilities,
- and the 'softer elements': practices, relationships, discourses that shape policy on the ground. actors, networks, conceptual understandings and



Purposes of planning and environmental management

environmental management Tools and mechanisms of planning and

Distribution of responsibilities

Resources and capacity.

Networks, practices and discourses

- Both have evolved in terms of their purposes, nature and identity, so current practice reflects influence of both past and present
- divergence There are areas of overlap, but also conflict and
- Planning has shifted from physical planning and land approach. use regulation, to a facilitative and developmental
- Strategic planning is emphasised, while land use remaining largely unreformed regulation has been relatively marginalised,



- Scope, nature and purpose of planning has been debated, but two main strands in SA legislation:
- environmental sustainability' ie. land development environment... towards human development and planning as 'managing change in the built and natural
- planning as integrated development planning addressing processes the development legacy, through collaborative planning

- Environmental management emerged later than planning in the 70s, and in parallel to it
- Initially focused on 'green' issues and on project level environmental assessments
- Ecological modernisation as the dominant conceptual tramework
- NEMA is integrated and holistic, and emphasises integration of social, economic and ecological sustainability as not only 'green' issues, but an dimensions
- However practice is more technically based





effect to NEMA principles The purpose of environmental management is to give

although the emphasis on reactive site-level decision-Introduces new proactive approaches (EIPs), making remains

### Management: Overlaps and Conflicts Purposes of Planning and Environmental

- Policy principles in legislation use similar definitions of sustainability
- But environmental management has stronger focus and integrate diverse concerns. on ecological issues, while planning has to balance
- Planning in IDP processes is collaborative, with outcomes. political decisions - can't ensure sustainable
- Dominance of 'forward' planning vs environmental the ground strategic environmental base) leads to conflicts on management as site level assessment (with weak









### Management: Overlaps and Conflicts Purposes of Planning and Environmental

- Brown versus green agenda is evident, but both planners and environmentalists are increasingly broadening their scope
- and natural environment'. differences in the purposes of planning and overlap in the 'management of change in the built environmental management, but core areas of
- Ironically, integrated understandings and more overlap and duplication holistic approaches also extends the possibility of
- complex relationship





- Regulatory system for planning and environmental management in relation to land development
- EIAs and HIAs
- Planning Applications in terms of the Ordinance
- Township establishment in terms of LFTE
- Development applications in terms of DFA
- PTOs and development applications in Ingonyama
- Strategic plans at a provincial and municipal level
- PGDS
- IDPs, SDFs and LUMs
- some strategic environmental plans

## Tools: Regulatory Machinery

- Parallel systems (mainly ElAs/planning) causing Policy is aligned, but overlaps in assessment duplication and inefficiency
- almost no assessment in others (history of fragmentation) Dual assessments in some areas combined with
- Little attention to enforcement



processes



# Tools: Regulatory Machinery

- Different purposes? Planning applications as proposals vs ElAs as assessments?
- Overlaps may be less common than generally assumed
- But where there is overlap, processing times increase significantly, and there is pressure on DFA processes
- Initiatives to streamline processes (DAEA/DTLGA) face problems
- assessment and leveraging of approval? Better decisions? Different perspectives? Or partial

# Tools: Regulatory Machinery

- Quality of assessment falling short of policy principles
- Dual process is confusing and costly for developers and IAPs
- decision-making authorities and appeal processes Potential for contradictory outcomes: different
- Draft new EIA regulations to rationalise?

### Tools: Strategic Plans

- Legally defined system of plans
- Intention to embed environment/sustainability in planning and initiatives to assist
- But generally environmental dimensions of strategic weakly represented plans are poorly developed and sustainability is
- Will reflect political processes and interests, and planners' focus
- are generally poorly represented But IDPs are relatively new, and cross-cutting issues

### Tools: Strategic Plans

- Implementation/operational issues IDPs and SDFs often poorly linked to
- drawn into IDPs (eg. coastal management) Existing strategic environmental plans not necessarily
- would be invaluable, but problems with existing Environmental plan/mapping of assets/conditions resources

# Distribution of Responsibilities

Institutional divides between planning and environment are a problem

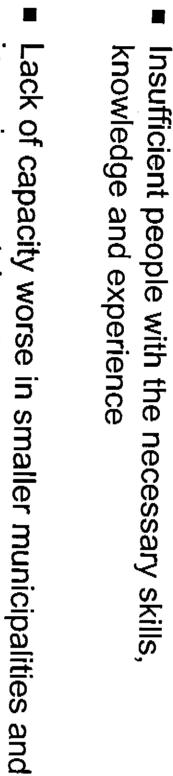
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- Poor intergovernmental relationships
- Environment as national and provincial, planning as provincial and local.
- Relationships between environmental authorities and DTLGA are co-operative
- applications have broken down But streamlined process for EIAs and planning

# Distribution of Responsibilities

- Marginalisation of strategic environmental elements Divides within environmental sector: careful about in DAEA, but still seen as their mandate
- Overlapping mandates: Best Practices Commission assumption that a single department is a solution
- and eThekwini hub and spoke system as solutions? Requires high level overall abilities and judgement





in environmental sector

systems - what really can be supported? Raises serious questions about sustainability of























# Networks, Practices and Discourses

Role of individuals

- Different policy communities and nodes of identity
- professional bodes
- registration requirements
- links to national and international discourses
- languages and discourses

- education and trainingmethodologies
- culture of work and effect of past practices







# Discourse analysis of focus groups showed:

- Suspicion and hostility by some planners and environmentalists who see each other in stereotyped ways
- But others see convergence around sustainability
- Significant areas of agreement around need for integration and problem areas to be addressed:
- duplication of processes
- time delays
- poor communication and co-operation between authorities
- capacity constraints and lack of resources
- lack of baseline environmental information
- poor integration of environmental issues in plans
- lack of connection between strategic plans and assessments
- conflicting interests and agendas









# Networks, Practices and Discourses

- Different interpretations of sustainability
- Ecological, economic, social and governance dimensions receive different emphasis
- Can be real conflicts between different dimensions
- And different interests and sources of power
- Contradictory imperatives in government policy
- Will play out however the relationship is structured

#### Development Consequences for (Sustainable)

- Weak incorporation of environmental concerns in development
- Environmental issues seen narrowly: social and economic dimensions neglected
- Limited real impact of sustainability ideas
- Duplicated participatory processes alienate public
- Lengthy and uncertain processes engender costs and frustration - undermines business confidence
- De facto illegal development
- Paradox of fragmented systems remains
- Limited capacity ineffectively used