

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









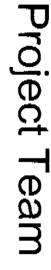




Alison Todes, Human Sciences Research Council Presentation to the Planning Africa Conference, Cathy Oelofse, University of KwaZulu-Natal Vicky Sim, eThekwini Municipality 21- 24 March 2006, Cape Town.

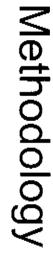


- and Development Commission 2004/5 Research undertaken for the KZN Provincial Planning
- environmental management and planning, and its Concern about disjuncture and divide between consequences for (sustainable) development
- Main focus was on analysis on unpacking the whether there is a need to take steps to integrate planning and environmental management in KZN ˈproblem´ - rather than recommendations. Establish

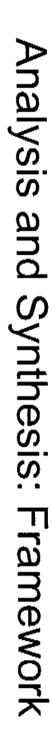


#### Project Leader

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- Core Team
- Pravin Amar Singh, Pravin Amar Development Planners cc
- Mlungisi Hlubi, Architecture, Planning and Housing, UKZN
- Cathy Oelofse, Centre for Environmental Management, UKZN Vicky Sim, Centre for Environmental Management, UKZN
- Reference Group and Special Consultants
- Stephen Berrisford, planning law and policy consultant, Johannesburg
- Pat Luckin, planning consultant, Port Shepstone
- Dr. Merle Sowman, Environmental Evaluation Unit, UCT



- Reference group meeting:
- Literature review
- Focus groups
- Legal review
- Provincial analysis
- 4 local municipal case studies
- Synthesis and analysis



Draws on 'institutional' accounts, so

competencies) of planning and environmental systems (rules, tools, examines the 'hard infrastructure' or formal elements laws, procedures, institutional responsibilities

and the 'softer elements' : practices, relationships, discourses that shape policy on the ground actors, networks, conceptual understandings and



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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 past and present and identity, so current practice reflects influence of Both have evolved in terms of their purposes, nature
- 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:
- planning as 'managing change in the built and natural environmental sustainability' ie. land development environment... towards human development and
- processes the development legacy, through collaborative planning planning as integrated development planning - addressing



- 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 sustainability as not only 'green' issues, but an dimensions integration of social, economic and ecological
- However practice is more technically based

### Management Purposes of Planning and Environmental

- 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



- 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 strategic environmental base) leads to conflicts on the ground 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'. overlap in the 'management of change in the built environmental management, but core areas of differences in the purposes of planning and
- overlap and duplication Ironically, integrated understandings and more 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



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



# Tools: Regulatory Machinery

- Different purposes? Planning applications as proposals vs EIAs 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 face problems
- assessment and leveraging of approval? Better decisions? Different perspectives? Or partial

# Tools: Regulatory Machinery

- Quality of assessment falling short of policy principles
- and IAPs Dual process is confusing and costly for developers
- decision-making authorities and appeal processes Potential for contradictory outcomes: different
- EIAs Need for better environmental assessment outside of



- 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



- environment are a problem Institutional divides between planning and
- Poor intergovernmental relationships
- Environment as national and provincial, planning as provincial and local. Initiatives to integrate require sustained action,

attention and high level support

### Capacities and Resources

11.75 - 14.22 - 14.22 - 16.27

- Insufficient people with the necessary skills, knowledge and experience
- Lack of capacity worse in smaller municipalities and in environmental sector
- systems what really can be supported? Raises serious questions about sustainability of





- professional bodes

Different policy communities and nodes of identity

- registration requirements
- links to national and international discourses
- languages and discourses
- education and training
- methodologies
- 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:
- Different interpretations of sustainability
- receive different emphasis Ecological, economic, social and governance dimensions
- 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



- 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
- and frustration undermines business confidence Lengthy and uncertain processes engender costs
- De facto illegal development
- Paradox of fragmented systems remains
- Limited capacity ineffectively used

#### Management? Integrating Planning and Environmental

- Any solution must take account of severe limits in terms of administrative capacity
- Need to decide what the really critical tasks are, and what can be supported
- A more streamlined process won't be without conflicts
- development But need greater clarity on the values that guide

### Meanings of Integration

- Merging of environmental management and planning: single discipline, professional practice, processes
- incorporation of environmental concerns in planning Mainstreaming of environment into planning:
- Institutional integration: single department
- Co-ordination: improving vertical and horizontal links between agencies and processes