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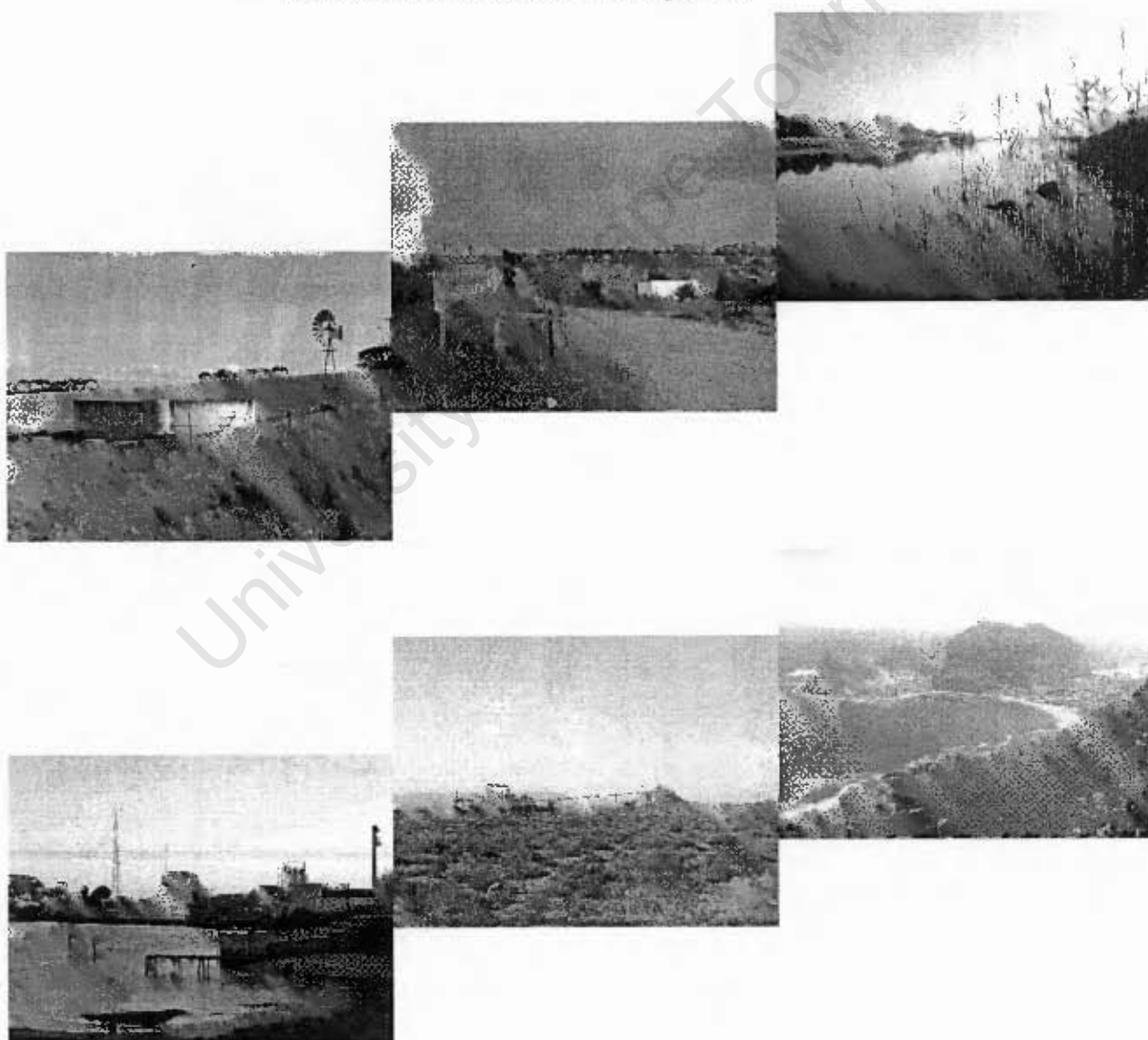
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Addressing Sustainable Development Issues in Integrated Development Plans in the Western Cape Province

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(I) Abstract

The integrated development plan (IDP) has been described as a key tool to ensure the incorporation of sustainability considerations at the local planning level within government. In the South African context this suggests a linking of planning and environmental management functions within local level government. Various theoretical studies have been conducted regarding the incorporation of environmental and sustainability concerns in the integrated development planning process. Evidence from these studies indicates that consideration of the environment and sustainability issues is largely inadequate. Furthermore, the need to consider the environment as a cross-cutting issue has not been realized at the local government level, subsequently the environment is still considered as a separate sector or as an add-on after plan and project formulation. These findings are further indicative of the fact that a gap exists between policy and practice at the local government level. In terms of sustainability concerns and the integrated development plan, there are few empirical studies that provide evidence to support these claims. The broad aim of this study has been to determine to what extent sustainability concerns are being incorporated into Integrated Development Plans (IDP) at the metropolitan, district and local municipal authority level within the Western Cape Province of South Africa.

To address the aim of this study, four main methods were employed. Firstly, a literature review was carried out to provide the theoretical and conceptual basis for the research. Secondly, the legislative and policy context in South Africa in terms of integrated development plans, environmental management and planning was examined. Thirdly, an analytical framework was developed based on a set of environmental and sustainability questions that need to be taken into consideration during each phase of the IDP process. Fourthly, this analytical framework was used to review and analyse a sample of IDP documents within the Western Cape Province. Lastly, interviews were conducted with various key officials at all three levels of government involved in different aspects of the IDP in the Western Cape.

The key finding emanating from this study is that environmental considerations are not routinely nor adequately incorporated into the IDP processes examined despite the existence and legislation and guidelines to do so. Another major finding is that South Africa, and more specifically the Western Cape Province, is not ready for the wholesale integrated approach to development planning that has

been adopted in other countries. There are still large-scale human capacity and financial issues at the local level that frustrate the proper functioning of municipal government. A learning approach that raises awareness amongst local officials, and ensures that the necessary capacity exists at the local government level is required. Furthermore, there is a lack of awareness amongst local officials with regard to the importance of taking sustainability and environmental considerations into account in the developmental agenda. Thus, it may be necessary to begin by establishing the need for an integrated approach at the local level within the Western Cape. This further highlights the issues that are currently frustrating alignment between the various spheres of government. Cooperative governance needs to be promoted across the various spheres to improve implementation at the local level. This lack of cooperation further frustrates the relationship between district and local municipalities.

The information obtained during this study is presented in seven chapters. The first chapter provides the rationale and context for the study as well as the methodology. The following three chapters deal with the theoretical and conceptual review of all relevant literature, including previous studies conducted on this topic. The fourth chapter deals with the concept of developmental local government and the need for a new approach to local level planning. The fifth chapter presents the findings of the study based on information that was obtained during the review of the IDP documents and the interview process. The sixth chapter discusses the various findings and draws on information from the analysis, literature review and key legislative documents. The final chapter presents the conclusions of the study.

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(IV) List of Abbreviations

DEA&DP	Department of Environmental Affairs and Development Planning
DEAT	Department of Environmental Affairs and Tourism
DFA	Development Facilitation Act
DLGH	Department of Local Government and Housing
DPLG	Department of Provincial and Local Government
ECA	Environmental Conservation Act
EIA	Environmental Impact Assessment
IDP	Integrated Development Plan
LA21	Local Agenda 21
LGMSA	Local Government: Municipal Structures Act
LGTA	Local Government Transition Act
LUPO	Land Use Planning Ordinance
NEMA	National Environmental Management Act
NSDP	National Spatial Development Perspective
NSSD	National Strategy for Sustainable Development
PGDF	Provincial Growth and Development Framework
PGDS	Provincial Growth and Development Strategy
SDF	Spatial Development Framework
WSSD	World Summit on Sustainable Development

Chapter 1: Introduction, Aims and Objectives, Methodology

1.1. Background and Introduction

In South Africa the fields of planning and environmental management¹ have undergone many changes over the years to develop into the processes, policies and legislation that exist today. It is essential to remember that both of these disciplines are products of their combined history, a history that still effects how these disciplines function and interact. Planning and environmental management have adapted over time and in so doing have broadened their scope and embraced varying policies and principles. With the transition to democracy in South Africa, in 1994, there was a major renewal and reform of past planning laws and approaches to planning (Glazewski 2005). In South Africa's recent history, the ideology that has had a large and lasting effect on planning was that that was followed during the apartheid era. During this time planning followed the principles of separation, social control and functionalism (Sowman and Brown 2006, Todes *et al* 2005, Urquhart 2001). During this period many of the forced removals and the subsequent loss of access to natural resources by many people was done under the auspices of environmental conservation (Sowman *et al* 1995). The legacy of apartheid policies and plans did, and still does, constrain the addressing of environmental issues (Sowman and Brown 2006, Todes 2003). The historical lack of concern for environmental constraints, coupled with fragmented and segregated settlements, provides constraining factors for socio-economic development in South Africa today (Todes *et al* 2005).

Environmental Management has moved beyond a purely conservationist approach to tackle various concerns, many of which emanate from South Africa's apartheid history (Sowman and Brown 2006, Todes 2003). A major shift in focus is noticeable within South Africa's key environmental framework act namely, the National Environmental Management Act of 1998, which clearly states that, 'Environmental management must place people and their needs at the forefront of its concern, and

¹ Environmental Management refers to the discipline that advocates for the environmental component of sustainability. Environmental Management refers to the comprehensive framework for assessing and managing each phase of an action that affects or interacts with the environment (including biophysical, institutional, and socio-economic components) (DEAT 2002). In this report environmental management is used to contrast with the more social and economic role adopted by the planning profession.

serve their physical, psychological, developmental, and social interests equitably.’ The focus of environmental legislation is to promote economic and environmental gains, particularly for previously disadvantaged people, thus righting the wrongs of the past (Glazewski 2005).

The new democratic government of South Africa is faced with many challenges in the process of reconstruction, redistribution and development (Binns and Nel 2002). These challenges are exacerbated by the tensions that exist within many sectors including those of planning and environmental management (Sowman and Brown 2006). One of the ways in which the government plans to tackle these challenges is through the de-centralization of governmental functions. Local government has thus been handed a broadly redefined role as developmental local government (Pieterse and van Donk 2008). The relevant departments will thus be given more responsibility for development as it is the primary level of democratic representation (Binns and Nel 2002). New approaches to governance that have accompanied the transition to democracy have introduced new forms of planning and development subscribing to the principles of decentralization, public participation, equity, social and environmental justice, co-operation and integration (Sowman and Brown 2006, Harrison 2001). As in most countries, these concepts have entered into the South African policy and developmental discourse, starting at the national level these concepts have filtered down to local level government (Sowman and Brown 2006).

The integrated development plan is the key planning tool in South Africa at the local government level (Sowman and Brown 2006). This planning tool seeks to incorporate the principles of sustainable development into local level planning. Through the integrated planning approach local government should be able to achieve an optimal allocation of scarce resources between sectors and geographic areas, and across the population, to promote sustainable growth, equity and the empowerment of the poor and marginalized (Todes *et al* 2005, CSIR Environmentek 2001, Oranje *et al* 2000). In this study, sustainable development is defined according to the Brundtland Commission (1987) as “development that meets the needs of present generations without compromising the ability of future generations to meet their needs.” Sustainable development thus focuses on three broad principles namely; economic viability and efficiency, ecological sustainability² including the conservation of

² Sustainability refers to the optimal use of natural resources to achieve a balance between social, economic and environmental needs. Sustainability can be viewed as the path that needs to be taken to achieve sustainable development. In this study sustainability in terms of governance refers to the role of political will, policy and democratic stakeholder input.

biodiversity and the maintenance of ecological integrity, and social sustainability which incorporates social justice and equity (CSIR Environmentek 2001). Increasingly it has been recognized that attainment of socio-economic and ecological sustainability is dependant on the prevailing governance framework (Todes *et al* 2005). Consequently, a fourth dimension can be added to the notion of sustainable development, the notion of governance which refers to political will, the role of policy and the democratization of stakeholder input (Todes *et al* 2005). This study investigates the links between the integrated development plan and sustainability criteria.

There is a strong focus in this research on environmental management considerations. This is due to the strong focus of environmental management, in the South African context, on all aspects of sustainable development. Environmental tools and assessments, as implemented in South Africa, strive towards a holistic approach whereby consideration is given to environmental, social and economic factors (Glazewski 2005). Thus, environmental management focuses on the interaction of these various factors in a holistic manner (Urquhart 2001). Environmental assessment³ attempts to investigate the complex relationships that exist between these factors such as, the way in which economic activities, livelihoods and social processes interface with the natural environment, and how the environment impacts on social and economic processes (Roberts and Cowell 2001). The scope, complexity and interrelatedness of environmental considerations presents enormous challenges for government in dealing with environmental issues.

Integrated development plans are considered to be a key tool to incorporate sustainability considerations into local level planning (Todes *et al* 2005, CSIR Environmentek 2001). In the South African context this suggests a linking of planning and environmental management functions within local level governance. Various theoretical studies have been conducted regarding the incorporation of environmental and sustainability concerns in the integrated development planning process. Evidence from these studies indicates that consideration of the environment and sustainability issues is largely inadequate (Todes 2004, Robinson *et al* 2003, Sowman 2002, Binns and Nel 2002). Furthermore, the need to consider the environment as a cross-cutting issue has not been realized at the local government level, subsequently the environment is still considered as a separate sector or as an add-on

³ Environmental Assessment refers to the process involved in identifying and analyzing environmental impacts associated with a proposal and attempting to balance the complex relationship that exists between economic, social and environmental concerns.

after plan and project formulation (Sowman and Brown 2006, Sowman 2002). These findings are further indicative of the fact that a gap exists between policy and practice at the local government level (Todes *et al* 2005). In terms of sustainability concerns and the integrated development plan, there are few empirical studies that provide evidence to support these claims. This study aims to investigate the progress that local government is making in terms of incorporating sustainability and environmental concerns into the integrated development plan (IDP).

1.2 Aim and Objectives

The broad aim of this study has been to determine to what extent sustainability concerns are being incorporated into integrated development plans (IDP) at the metropolitan, district and local municipal authority level within the Western Cape Province of South Africa.

The objectives of this research, as well as how these objectives will be achieved, are outlined in this section. The first objective was to review and discuss the literature of relevance to the relationship between environmental sustainability and planning, with particular reference to the IDP processes and the international perspective. The focus will be on the conceptual and theoretical issues underlying planning and environmental management, as well as the differences between the two philosophies, approaches and methods. This literature provides contextual information regarding environmental management and planning in South Africa. The literature further explores the history of planning that lead to the development of the IDP process.

The second objective was to examine the legislative and policy frameworks relevant to integrated development planning and environmental management in South Africa. This objective will require a review of the policy and legislative documents describing the mandated responsibility of municipal officers in terms of the IDP process and environmental management responsibilities. These documents further describe the institutional framework within which the various governmental spheres function, and their roles and responsibilities in terms of environment and planning.

The third objective was to develop an analytical framework comprising a number of questions that interrogate the extent to which sustainability considerations have been considered at each stage of the IDP process. To develop this framework, the sustainability literature as well various governmental

guideline documents produced regarding the IDP process will be reviewed. This framework will then be used to assess the extent to which environmental sustainability issues have been incorporated into selected IDPs of the various local level government authorities selected for review.

The fourth objective was to assess the levels of understanding of sustainability requirements of the IDP and key issues frustrating incorporation of environmental issues in local planning processes. To achieve this objective, interviews were conducted with various key officials at the local government level in the Western Cape, at the provincial level and at the national government level.

The final objective was to identify the key opportunities and constraints for incorporating sustainability issues into the IDP process, and then to make recommendations regarding the way forward for the IDP in terms of environmental sustainability.

1.3. Method

1.3.1. Literature Review

The literature review was a major method employed during this study as it formed the theoretical and conceptual base for further investigation. The main areas focused on in the literature review included; the debates surrounding the concept of sustainable development, questions and criteria that can be used to assess sustainability performance, theoretical issues underpinning the relationship between environmental management and planning in South Africa, and the new role for developmental local government in South Africa.

1.3.2. Legislative and Policy Review

The legislative and policy context in South Africa was examined to determine the mandated responsibility of the local government level in terms of planning and environmental management in South Africa. Furthermore, the legislative and policy context provide the framework for the IDP process and gives guidance regarding the mandated content of the IDP document. The institutional framework within which the various governmental spheres function, and their roles and responsibilities in terms of environment and planning are also discussed.

1.3.3. Development of an Analytical Framework

An analytical framework (figure 1) was developed based on various environmental and sustainability issues / questions that need to be taken into consideration during each phase of the IDP process. This set of questions was informed by the literature review. The framework is divided into the various

phases of the IDP process and describes the main planning events, and various questions that need to be answered during each phase of the IDP process to assess sustainability performance. These questions, which are set out in column three (figure 1) of the analytical framework, were informed by the review of the sustainable development literature. The framework further sets out the various environmental tools, such as strategic environmental assessments, sustainability indicators and spatial development frameworks, that can be used in each phase of the IDP process to achieve the planning outcomes described in the framework. This framework has been largely informed by the various governmental guideline documents that have been produced with regard to the IDP process. These guideline documents divide the IDP into its various phases and then focus on the activities that need to be carried out in each phase to ensure that sustainability considerations are addressed. Subsequent to the original guide series produced in 1999, a number of guides have been developed dealing with specific environmental concerns.

Process/Phase	Task/Planning/Action	Guiding/Practical/Steps of the Planning/Action	Tools
Preparation Phase	- Clarification of roles and responsibilities - Establishment of organisations and partners - Design of a program for the planning phase - Selection of mechanisms and procedures for community and stakeholder participation in the planning phase - Identification of national and international funding agencies - Engaging with media and public relations to ensure alignment with their requirements - Development of a budget for the planning phase	- Constitute a steering committee for environmental strategic direction - Constitute Provincial and National environmental sub-committees for the municipality - Constitute a steering committee in the participatory process - Allocate responsibilities of environmental goals (DEAP) clearly, direct the work - Participatory structures should allow for the development of a budget over time - How should budget be allocated to cover all the environmental issues that will be required	- Steering committee - Understand the scope - Creation of participatory structures and processes
Analysis Phase	- Compilation of existing information - Community and stakeholder level analysis - Reconciling the compilation of existing information and the community/stakeholder analysis - Thematic/priority analysis - Qualitative analysis - Environmental analysis - Socio-Economic Analysis - Identification of municipal priority issues - Priority analysis of priority issues	- What are the key environmental assets in the municipality, how do they assist in local development - What are the key resources that must be protected from development - What is the state of municipal resources and what are the current trends of natural and economic dynamics across the patterns - How do economic activities, livelihoods and social processes interface with the natural environment - How does the environment impact on social and economic activities. Do environmental problems hinder development - How do sustainable development of development and policies - What are the key environmental issues that are likely to affect sustainable development in the area - What are the key environmental issues, policies and programs that must be implemented	- Environmental Overview - State of the Environment Reporting - Strategic Environmental Assessment - Sustainable Livelihoods - Environmental sensitivity mapping - Socio-Economic Studies - Environmental Check up
Formulation of Strategies	- Formulation of the vision and objectives - Development of the Localised Strategic Outlook - Formulation of the development strategies - Identification of projects	- How can the environmental opportunities and constraints in the analysis phase be addressed in order to achieve the key objectives identified - What are the implications of a strategy for the environment and the sustainability objectives - What are the key environmental policy and strategies - What are the key objectives of national, provincial and local environmental policy, strategies and programs for the future - How can a strategy be implemented - Current state of environment considered	- Reference to SDA - Environmental Audit - GIS for spatial data - Municipal stakeholder workshops - Consultation, stakeholder meetings
Project Phase	- Constitution of project task teams - Discussion of preliminary budget per project - Designing project proposals	- Do projects meet sustainability criteria and objectives - Are the proposed projects likely to result in any significant environmental impacts - Are there mitigation measures that could minimise or avoid harmful environmental impacts - Are environmental assessments that will be required being integrated - Do task teams include people with knowledge/skills about environmental issues - Are environmental concerns used as guiding factor - Are sustainability indicators used as part of the project evaluation	- Environmental Impact Assessment - Socio-Economic Assessment - Environmental Guidelines - Sustainability Indicators
Integration Phase	- Screening of all project proposals - Integration of projects and programs - Completion of integrated sector programs	- Are the potential benefits of the project mutually reinforcing - Are the outcomes of the project likely to be sustainable in the long term - Are the cumulative impacts of the suite of projects being considered in terms of the environmental analysis undertaken in Phase 1 of the DEAP process - Are there clear indicators for monitoring the progress made towards achieving the objectives of the project - Do the institutional, financial and human capacity exist for the effective implementation of the project - Integration of environmental concerns	- Environmental monitoring program - Environmental guidelines, standards and policies - Environmental Management Plan
Approval	- Preparing a memorandum for submission to the provincial and national government - Developing a strategy for national coordination - Facilitating coordination for comments from the cabinet - Incorporating or responding to comments from the cabinet - Final adoption of the strategic outlook - Developing a summary of the DEAP		- Environmental Review - Public Review
Review Phase	- Mid-term and final review/evaluation - Feedback to stakeholders		- Community based monitoring - Indicators of effectiveness
Implementation	- Environmental management and resources plan - Development of monitoring system		

Figure 1: The analytical framework that was developed to guide the review of various IDP documents (Source: CSIR and GTZ 1998; DEAT 2002; CSIR Environmentek 2004).

1.3.4. Review of IDP Documents

The analytical framework (figure 1) formed the basis for the review a representative sample of IDP documents within the Western Cape Province. A total of eleven IDP documents were reviewed and this sample included 5 district municipalities (Cape Winelands, West Coast, Overberg, Central Karoo and Eden District Municipality), 4 high capacity local municipalities (Stellenbosch, Swartland, Cape Agulhas and Knysna Local Municipality), 1 low capacity local municipal (Swellendam Local Municipality) and the Cape Town metropolitan IDP. The IDP documents were reviewed in terms of the various environmental and sustainability questions as set out in column three of the analytical framework. The review process of the various IDP documents indicated that there is a disjuncture between the expected level of sustainability consideration and that which has been achieved within the IDP documents.

Interviews

A total of twenty five interviews were conducted amongst government officials involved in various aspects of the IDP. The length of the interviews varied from 45 to 90 minutes, and the data was captured by the researcher. Depending on the willingness of the interviewee to divulge information, the majority of these interviews were of a semi-structured nature. A list of questions (appendix B) was drawn up beforehand which was used to guide the discussion and which needed to be answered during the course of the discussion. These questions were based on the various sustainability questions as presented in the analytical framework (appendix A). The interviewees were given sufficient opportunity to raise their own concerns, and issues, and to rephrase any questions posed by the interviewer. A list of interviewees, with their title, affiliation and date interviewed is listed in Appendix A. In the analysis chapter, specific statements have not been attributed to individuals to ensure anonymity. This was necessary to instill confidence in interviewees so that they could speak freely regarding the issues facing government.

1.4. Sampling Strategy

The aim of the research project is to determine whether sustainability concerns are being incorporated into integrated development plans (IDP) for metropolitan, district and local municipalities in the Western Cape Province. To determine this, a sample of 11 IDPs from the Western Cape Province were reviewed, and various local official from these municipalities were interviewed. The Western Cape is made up of one metropolitan municipality, five district municipalities, and twenty five local

municipalities. Due to time constraints not all of these municipalities could be interviewed. Representatives from the City of Cape Town municipality were interviewed since this is the only metropolitan in the province. Representatives from all five of the district municipalities were also interviewed. Representatives from one local level municipality from each district were also interviewed. To further ensure a meaningful sample at the local level, the interviewer ensured that officials from both low capacity and high capacity local municipalities were interviewed. Ultimately, the sample only included one low capacity local municipality in the form of Swellendam Local Municipality. It can however be argued that the limited attention to environmental sustainability issues in the larger municipalities indicates that it is unlikely that the situation would have improved in the smaller, low capacity municipalities in view of their limited capacity and absence of dedicated environmental management professionals. A total of eleven municipalities were included in this study.

Within each municipality, the IDP manager and the environmental officer, where one existed, were interviewed. In the absence of a dedicated environmental officer, a person recommended by the IDP manager was interviewed. This person was generally within the planning department of the municipality. The IDP manager was interviewed to determine how the IDP process is conducted within the various municipalities. This included issues surrounding the use of external consultants during the process and how the various sector departments fed information into the document. Interviews with the IDP managers also provided insight into their knowledge and interest regarding environmental issues. The environmental officer was interviewed to provide more detailed insight into the environmental issues within the municipal area as well as the different strategies in place to deal with environmental concerns. Furthermore, the environmental official provided information regarding their involvement in the IDP formulation process and how the various environmental sustainability issues are addressed and incorporated into the IDP document.

Various key officials within National and Provincial government were interviewed to gain an understanding of National and Provincial government's role in the IDP process. This included their interaction with the local level and the role they played in reviewing the IDP documents. Selected officials from the environmental and various sector planning departments at the provincial level were interviewed to gain a better understanding of the link between provincial and local level departments.

In total, six officials from provincial and national government were interviewed (appendix B). These interviews provided insights into the challenges with regard to inter-governmental relations and implementation of environmental sustainability policy at the local level.

1.5. Analysis

The above sampling strategy informed the analysis phase of this study. The analysis was largely qualitative, based on the review of the various IDP documents against the questions posed in figure 1 and the information obtained from interviews. The review of IDP documents in terms of the questions posed in figure 1 lead to the clustering of key issues that emerged into various themes. These themes are presented in tables 2 and 3. This was done in a systematic way to determine the key trends and issues facing local level government. The interview process allowed these key themes to be explored further and gave local authorities the opportunity to comment and add insight into the issues identified during the IDP document review process.

1.6. Study Area



Figure 2: Map of the Western Cape Province indicating the various district and local municipalities (Source: CNdV Africa 2005).

The focus of this research was on understanding the extent to which environmental issues have been or are being incorporated into integrated development plans in the Western Cape. The Western Cape is a largely coastal province bordered by the Northern and Eastern Cape provinces. This study was conducted in the five Western Cape district municipalities namely; West Coast, Cape Winelands, Overberg, Eden and Central Karoo. One local municipality within each district was included in the study, namely; Swartland from the West Coast, Stellenbosch for the Cape Winelands, Swellendam from the Overberg, Knysna from the Eden district, and Prince Albert from the Klein Karoo district (figure 2).

1.7. Limitations to the Study

One of the major limitations of conducting interviews as a research method is that the information generated is based on people's perceptions and opinions regarding a given topic. People are social actors or agents, and their attitudes and beliefs as well as their actions and statements are influenced by their social interactions. People's perception of an issue is thus influenced by their social interactions and the structures within which they function. In a governmental context, the policy and institutional structures within which people function have an influence on their opinions and perceptions. It is essential that the policy and institutional structures are thus considered during research. One way in which these limitations can be overcome is through the inclusion of multiple opinions. The current research project focused on more than one person within each municipality. The inclusion of persons from the various spheres of government further ensured that opinions were clarified. Furthermore, the review of the IDP documents allowed for facts to be checked and for statements to be made explicit.

A further limitation of this study is the fact that during the time of this study, the municipalities were busy conducting the annual review of their IDPs. Most of the municipalities had just completed the public comment phase and were awaiting council approval. It is therefore important to note that some of the IDP documents used were still in a draft format. It is also important to note that certain municipalities had not progressed far enough to have a draft copy available, in these instances the 2006 - 07 cycle document had to be reviewed and used as the basis for the interview. One of the areas covered during the interview process dealt with the major changes that had occurred between the 2006

- 07 cycle and the current 2008 - 09 cycle. In this way any issues that may have been missing in the out-dated documents were covered during interviews.

1.8. Structure of Dissertation

The information obtained during this study is presented in seven chapters. The first chapter sets out the rationale and context for the study as well as outlines the methodology. The following three chapters deal with the theoretical and conceptual issues underpinning the research by reflecting on all relevant literature, including previous studies conducted on this topic. The second chapter discusses the rhetoric surrounding sustainable development, local Agenda 21 and the relationship between environmental management and planning in South Africa. The third chapter deals with the legislative and policy context of local government and the IDP process. It further discussed the legislative mandate for local government in terms of environmental management and planning. The fourth chapter deals with developmental local government and the need for a new approach to local level planning. The fifth chapter presents the findings of the study based on information that was obtained during the review of the IDP documents and the interview process. The sixth chapter discusses the various findings of this study and pulls together information from the analysis, literature review and key legislative documents. The final chapter presents the conclusion and recommendations of the study.

Chapter 2: Conceptual and Theoretical Ideas Underpinning the Study

2.1. What is sustainability?

Sustainability has become a key phrase in the legislative and policy rhetoric of South Africa and indeed globally. The concept of sustainability has infiltrated the planning and development arenas but the implementation of sustainability principles and the achievement of sustainability goals remain elusive (EEU 2007, Sowman and Brown 2006). A sustainability agenda needs to recognize the importance of maintaining the natural resource base of a country whilst developing and enhancing the social capital, and building the economy (Brown 2006; DEAT 2003).

Sustainability, as a concept, along with the principles of sustainable development was first introduced into the global mindset during various conferences held in the 1980's and 1990's (Todes *et al* 2005) and were consequently incorporated into the conference documentation that further explored and defined these concepts. These documents included the World Conservation Strategy (1980), the Brundtland Report (1987), and the United Nations Conference on Environment and Development (1992), better known as the Rio Earth Summit (Mebratu 1998). These international events took place at a time when people's conceptualization of the linkages between environmental issues and development were changing (Sowman *et al* 1995). Historically, environmental issues and development had been viewed as mutually exclusive and as potentially conflicting (Todes 2004, Sowman 2002). However, in the 1970's the inter-relationship between environmental issues and development began to be realized (Todes *et al* 2005). The cumulative negative impacts of inappropriate and haphazard development were beginning to take their toll on many natural systems, whilst the mirror effect of degraded and hazardous natural environments were beginning to impact on human welfare and quality of life (Kates *et al* 2005, Roberts and Colwell 2001).

Increasingly it was realized that development decisions that ignored environmental constraints and opportunities lead to increasing risks and the majority of costs being born by the poor (Brown 2006, DEAT 2003, Coetzee 2002, Mebratu 1998, Bartelmus 1996,). There are various definitions of sustainable development but the most widely quoted, and best known, is from the Brundtland Report (1987) that states: "Sustainable development is development that meets the needs of present generations without compromising the ability of future generations to meet their needs" (WCED

1987). The Brundtland Commission (1987) places considerable emphasis on the meeting of basic needs. Sustainable development is thus first and foremost about ensuring that all people, both rich and poor, and today as well as in the future, can have their basic needs met (Naess 2001). The major area of contention in the sustainability debate refers to whether economic growth and development can continue without exceeding the ability of the natural resource base to support growth and thus achieve sustainability (Kates *et al* 2005, Naess 2001). Many environmental ecologists argue that there is an inherent incompatibility between high levels of economic growth and sustainable lifestyles (Todes 2004, Sowman 2002). Development will not be sustainable if we do not heed the limits of the natural environment however, it is also important to acknowledge that sustainability will not be attained without development that brings about a reduction in poverty levels, and greater social equality and fairness (Coetzee 2002, Sowman 2002). The core of the Brundtland report is based on the assertion that social equity, environmental integrity and economic growth can be maintained if the key principles of sustainability are applied (Todes *et al* 2005, DEAT 2003).

The Brundtland Report is based on three broad principles of sustainability. The first of these is economic sustainability. This refers to economic viability and integrity and focuses on economic growth which occurs at a rate that does not exceed the ability of social and natural systems to support this growth (Todes *et al* 2005, DEAT 2003, Bartelmus 1996). The second broad principle refers to ecological sustainability which encompasses the conservation of biodiversity and the maintenance of ecological integrity. This principle aims to limit the use of natural resources to a level that allows nature to regenerate and minimizes the use of non-renewable resources (Brown 2006, DEAT 2003, Naess 2001). Lastly, the concept embraces the principle of social sustainability which refers to social justice and equity (Kates *et al* 2005). This stresses the role of community participation and the value and functioning of social networks and social capital, with an emphasis on protecting the needs and interests of the most vulnerable groups in society (Todes *et al* 2005, DEAT 2003). A possible fourth dimension of reference to the concept of sustainability is that of governance. Governance refers to political will, the role of policy, legal compliance, and the democratization of stakeholder input during decision making (Todes *et al* 2005). The nature of governance arrangements within a country plays an important role in determining how the three key principles of sustainability are negotiated or how trade-offs between the three are made (Sowman 2008, pers. comm.).

The concept of sustainability contains strong elements of distributive ethics, which focuses on the distribution of benefits and burdens over time (Kates *et al* 2005). This includes the distribution across time or between generations, as well as spatially, within generations (Todes 2004, Naess 2001). Meeting the basic needs of all people across generations has two important implications. Firstly, in order to secure the option for future generations to meet their needs, present generations need to limit their encroachment on the natural environment and curb their consumption of natural resources (Mebratu 1998). Secondly, increased material consumption in developing countries needs to be accompanied by reduced consumption in developed countries to ensure that the environmental load on the planet as a whole is kept within sustainable limits (Naess 2001).

Since the introduction of sustainable development as a concept, many initiatives have taken place at the local, national and international levels in an attempt to address the various aspects of the environmental challenges facing society (Bartelmus 1996). There have been a number of localized success stories. However, their impact is minimal when measured against the enormity of the global environmental challenge (Mebratu 1998). One of the major criticisms of the concept is the fact that there is limited guidance as to how sustainable development should be achieved or measured (Barbour and Brownlie 2002). The measurement of what constitutes sustainability is therefore uncertain, especially due to the fact that no targets or standards are available against which to evaluate environmental outcomes or performance (Barbour and Brownlie 2002). The ambiguity of the concept has led to increasing levels of frustration globally, including amongst the various groupings of people trying to promote the concept (Kates *et al* 2005). Despite beliefs during the 1980s that the concept would fade out with time, the influence of the concept in the development discourse has increased. This is particularly noticeable in national and international policy development, where the concept has become the core element of the policy documents of governments, international agencies and business organizations (Bartelmus 1996). The wide spread use of this concept coupled with its vagueness, has resulted in a widening of the discourse on the concept of sustainable development, resulting in a wide variety of definitions and interpretations (Mebratu 1998).

Recent literature on sustainable development has further explored the meaning behind these concepts, certain authors view sustainable development to imply an end point whereas the concept of sustainability implies a pathway, or a direction in which to progress (Todes *et al* 2005, O' Riordan *et*

al 2000). To move towards sustainability, one needs to apply the goals and principles of sustainable development, this will lead to an improved quality of life for citizens whilst protecting the integrity of natural systems (Brown 2006; Todes *et al* 2005). To promote sustainability decision-makers need to develop a long term vision and consider the broader implications of their actions (Naess 2001). Recognition of the inter-linkages and interdependencies between economic growth, social equity and environmental integrity needs to be developed. These interdependencies need to be acknowledged within a system of integrated governance (EEU 2007). Governance⁴ systems should encourage an environment with greater social equity and promote the health and well-being of all citizens, whilst maintaining the capacity of the natural environment to provide the goods and services upon which development depends (EEU 2007). Effective management of these interdependencies requires a significant change in current governance trends and practices, and an accurate valuation of natural, human and social capital assets (Glasson 1995).

The scope, complexity and interrelatedness of environmental concerns highlight the difficulty for government in dealing with these challenges (Todes 2004). In general, policy documents produced within government are ad hoc, sectoral and segmented (Glasson 1995, Bartlett 1993). Past approaches has seen the administration of these policies charged to various agencies, each with its own mandate (Bartlett 1993). The consequence of this is that government has acted largely at cross purposes, leading to small results that are often ineffectual (Bartlett 1993). International experience has indicated that one of the key underlying causes of environmental degradation is sectoral policies and simplistic, fragmented and compartmentalized thinking within government (Bartlett 1993). Many observers feel that sustainable development is a challenge that remains to be confronted; this is particularly true at the regional level (Glasson 1995). For the past two centuries economic growth has occurred to the detriment of the environment (Mebratu 1998). Proponents of economic growth have largely only regarded the environment as a storehouse of resources and as a sink for waste (Roberts and Colwell 2001). Changing the course of development and economic growth will take time. In certain instances a planning horizon of 25 years has been viewed as realistic which is way beyond the

⁴ In this context governance refers to the process of giving direction to society, in other words the more managerial role of government. This should be based on open, transparent, and mutually beneficial relationships between government and other role-players in society. It highlights the need for effective coordination between the various spheres of government and the accountability of government to citizens.

target date of most public policy (Roberts and Colwell 2001). To overcome these factors, policies and policy making must become comprehensive and integrated.

More recently, the World Summit on Sustainable Development (WSSD) in Johannesburg in 2002 reaffirmed the international and local commitments to sustainable development (Todes *et al* 2005). A major focus of this summit was reviewing progress with respect to the actions and commitments articulated in Agenda 21, the long term action plan for sustainable development that emanated from the Rio earth Summit in 1992. During the World Summit on Sustainable Development in 2002 various countries, including South Africa, made renewed commitments to Agenda 21. This was taken further to identify the various mechanisms and actions needed to ensure implementation of its recommended outcomes. In order to move away from the unsustainable developmental path of the past it is necessary to review the technocratic and sectoral approaches to planning and promote a more holistic and integrated approach (Sowman 2008, pers. com.). Furthermore, it is necessary to adopt an approach that interacts with local communities in terms of the various aspects of sustainable development. South Africa viewed the integrated development plan as its response to the call for a local level action plan, and thus showcased this planning tool at the World Summit on Sustainable Development (Todes 2004, DEAT 2003, Coetzee 2002). However, the integrated development plan has been largely criticized due to its inadequate consideration of environmental concerns and limited public participation (Todes 2004, Binns and Nel 2002, Sowman 2002).

2.2. Local Agenda 21

The inception of local agenda 21 occurred in 1992 when one hundred and seventy nine countries signed a global action plan for sustainable development (CSIR and GTZ 1998). Agenda 21 has been described as one of the more unexpected outcomes of the Rio Earth Summit. The main aim of the summit was to set global agendas and instigate international treaties, which was accomplished to a limited extent (Selman 1998). The chapter regarding Agenda 21 was a small item for discussion but ended in large scale action for sustainable development at the municipal level (Selman 1998). The main impetus for the growing initiatives surrounding local government was the realization that local governments can make a large contribution to sustainable development (Glass 2002). This is mainly due to the fact that local governments are responsible for the planning for and controlling of some key elements involved in promoting sustainability. Local government is also the government level closest

to the people and thus in touch with issues that exist at the local level. This includes development, resource use, waste, water and energy use and management, and land use control (Glass 2002). Agenda 21 is based on the theory that developmental issues can only be appropriately addressed through participatory local planning processes and cooperation (Todes 2004, CSIR and GTZ 1998). Broad public participation in decision making, the encouragement of active citizenship, and improving the quality of life of indigent citizens are fundamental prerequisites for sustainable development (Todes 2004). Local governments must thus undertake a consultative planning process with their populations to achieve a consensus with regards to the planning agenda (CSIR and GTZ 1998). These planning processes must establish participatory structures that allow for the continued interaction with local government over the long-term and are deeply rooted within communities (Todes 2004). Action for local sustainability requires a commitment to primary environmental care which assumes that individuals and communities at the local level are well placed to assess the needs of and to conserve their local natural resources (Selman 1998). Furthermore, emphasis is placed on the development of partnerships between local government and civil society. In terms of social and economic sustainability in a developing country context, the provision of basic needs is essential. Initiatives to address poverty and to redress historical and social injustices become critical (Todes 2004). Similarly the promotion of local skills, talents and capacities is essential. Environmental sustainability concerns lead to a focus on conservation of biodiversity and the maintenance of ecological integrity. The integrated development plan that has been introduced at the local government level within South Africa has been presented as South Africa's version of Local Agenda 21 (Coetzee 2002).

2.3. The Expanded Role of Local Government in Sustainable Development

There are a number of competing issues vying for governmental attention within the planning context of South Africa. Accelerated economic development is necessary to ensure increased employment and competitiveness in the international environment (Turok and Watson 2000). Massive backlogs still exist in terms of infrastructure and services. It is essential that the basic needs of the population are met to deal with the inequalities of the past (CNdV Africa 2005). Challenges surrounding housing provision need to be addressed to deal with the escalating urbanization and the associated dire living conditions of many people (Turok and Watson 2000). Furthermore, congestion in the transport system has lead to a crisis situation and a high level of dissatisfaction amongst the population (CNdV Africa

2005). These various planning challenges can be coupled with the fact that there is large scale fragmentation in local administrations that require rationalization and more effective management (Turok and Watson 2000). The pressure that is subsequently being placed on government for short-term delivery threatens to overshadow the very real need that exists for long-term planning and sustainability considerations. Despite increasing realization and widespread concern regarding the need for change within the built environment, consistent policies and programs have yet to be developed and implemented (Turok and Watson 2000).

The South African constitution recognizes three distinct spheres of government, namely; national, provincial and local. In the current democratic system of South Africa the local level of government has been handed an expanded mandate. The South African system mirrors what is happening globally, local government is viewed as the sphere closest to the public and is therefore charged with the key role of addressing the social and economic needs of the people (Sowman and Brown 2006; Hooper *et al* 1999). In its expanded context, local government is playing a much more significant role in resource and environmental management (Hooper *et al* 1999). An emerging reality is that local government could become the dominant force in managing local resources (Hooper *et al* 1999). Local government plans will therefore be dealing with a wider range of activities than ever before. One of the key ways that local government will meet the sustainability challenge is through spatial planning within the integrated development planning context (Todes 2004). In terms of integrated planning, there are three broad components of sustainability, namely: the inclusion of environmental and social concerns in economic policy, intergenerational and intragenerational equity, and the need to adopt a balanced approach to development that incorporates environmental, social and economic concerns (Roberts and Colwell 2001). Sustainability should thus be viewed as a framework to guide decision making and ultimately to ensure that local governments are following a path to sustainable development (Roberts and Colwell 2001, Todes 2004). Any framework approach for local government should however take into account the considerable diversity of regional and local situations that requires specific attention to guide effective development (Roberts and Colwell 2001). One of the distinguishing characteristics that have been noted in successful attempts at planning for sustainable development is a bottom-up as opposed to a top-down approach (Todes 2004). A major concern that has been raised in the South African context relates to the lack of capacity and resources at the local level. Local level government in South African has been handed a much expanded

mandate but few interventions have been successfully implemented to deal with the resource and capacity constraints that exist at the local level.

2.4. The Historical Context of Planning and Environmental Management in South Africa

In South Africa the fields of planning and environmental management have undergone many changes over the years to develop into the processes, policies and legislation that exist today. It is essential to remember that both if these disciplines are products of their combined history, a history that still effects how these disciplines function and interact. Planning and environmental management have adapted over time and in so doing have broadened their scope and embraced varying policies and principles. Today, planning has largely taken on a participatory and developmental approach moving beyond a strict focus on physical planning (Todes *et al* 2005). Planning now places a greater emphasis on tools such as integrated development plans and Spatial Development Frameworks to incorporate the ideals of local economic development, public participation, social justice, and integrated planning (Sowman and Brown 2006). Environmental Management has moved beyond a purely conservationist approach to tackle various concerns, many of which emanate from South Africa's apartheid history. A major shift in focus is noticeable within South Africa's key environmental framework Act namely, the National Environmental Management Act of 1998 which clearly states that, 'Environmental management must place people and their needs at the forefront of its concern, and serve their physical, psychological, developmental, and social interests equitably.' The focus of environmental legislation is to promote economic and environmental gains, particularly for previously disadvantaged people, thus righting the wrongs of the past (Glazewski 2005).

The post-apartheid era brought about a drastic change in policy with a complete shift away from ideologies of racial segregation (Lane *et al* 1998). This was in keeping with international trends to promote a shift towards a more integrated and holistic approach. A major change came about with the introduction of the concept of sustainable development, which has subsequently infiltrated many policies and laws. Of particular relevance to this study are the Development Facilitation Act of 1995, the Municipal Systems Act of 2000, the White Paper on Spatial Planning and Land Use Management of 2001, and the National Environmental Management Act of 1998 which clearly illustrate the inclusion of this sustainable development rhetoric (Todes *et al* 2005). The new democratic ideologies within South Africa coupled with the concept of sustainable development discuss widely and place

emphasis on the need for the development of local government, participation, poverty alleviation, social justice, and environmental conservation (Urquhart 2001). In the early 1990's in South Africa there was wide discussion surrounding the need to consider environmental issues in planning in increased efforts to move away from the land-based control approach of the past (IDRC 1995). Up until this time environmental issues were not high on the political agenda (IDRC 1995). There is however an emerging perspective that views environmental issues as deeply political as they are concerned with access to and utilization of natural resources and issues surrounding environmental and social justice (Sowman *et al* 1995).

2.5. The Planning Context

Planning has undergone a long evolutionary process that can be traced to the 1920's. During the 1920's and 1930's town planning systems were based largely on British Models and focused on physical planning and land use control (Todes *et al* 2005, Sowman and Brown 2006). During this time Provincial Town Planning Ordinances were introduced that focused on structure plans, zoning schemes and the subdivision of land. The post-war period brought about a change in the form of modernist planning principles which encouraged a control-orientated, centralized, and fragmented approach (Todes *et al* 2005). It has been largely argued that during this period, planning in South Africa did not take environmental concerns into consideration (Todes 2003). In 1973 the national Department of Planning became the Department of Environment and Planning in an attempt to address the co-ordination of legislation relating to physical planning, pollution control and the conservation of natural resources (Todes *et al* 2005). This can therefore be highlighted as a period during which environmental concerns began to be taken seriously and the fields of planning and environmental management began developing in parallel. Unfortunately the excess of overlapping policies and structures that exist between planning and environmental management today indicate that this attempt was unsuccessful (Urquhart 2001).

Planning during the apartheid period was governed by the ideologies of separation, social control and functionalism (Sowman and Brown 2006, Todes *et al* 2005, Urquhart 2001). This led to the development of settlements that were, and still largely are, segregated and fragmented both racially and functionally (Urquhart 2001). Today we are faced with the inefficient structures of our cities where the working population live in areas that are far removed from their place of work. This is

coupled with the siting of informal settlements in environmentally unsuitable areas, often adjacent to polluting industries, or in low-lying areas prone to flooding. The legacy of apartheid policies and plans did and still does constrain the addressing of environmental issues (Todes 2003). During this period many of the forced removals and the loss of access of many people to natural resources was done under the auspices of environmental conservation (Sowman *et al* 1995). These activities, albeit done under the banner of environmental conservation, were nothing more than racially-based land-use controls ultimately leading to the negative connotations still associated with environmental management today (Sowman and Brown 2006).

New approaches to governance that have accompanied the transition to democracy have brought with them new forms of planning and development that prescribe to the principles of decentralization, public participation, equity, social and environmental justice, co-operation and integration (Sowman and Brown 2006, Harrison 2001). As in most countries, these concepts have entered into South African policy and developmental discourse, starting at the national level these concepts have filtered down to local level government (Sowman and Brown 2006). The principles of environmental management and sustainability are supposed to be considered during the planning activities at the municipal level. The integrated development plan is considered to be the key planning tool to achieve these goals at the local government level (Todes *et al* 2005). However, success in embracing these concepts within the integrated development planning process has been limited (Sowman and Brown 2006, Todes *et al* 2005, Urquhart 2001).

The history of planning in South Africa has left a trail of disjointed, segregated and environmentally unjust settlement patterns (Urquhart 2001), due to the fragmented approach adopted during apartheid. A common criticism of planning in South Africa is that it has not sufficiently dealt with environmental concerns and that the principle of sustainability has not played a key role within planning policies (Urquhart 2001). According to the Planning Professionals Act of 2002, the main focus of planning is on “the initiation and management of change in the built and natural environment across a spectrum of areas... in order to further development and environmental sustainability.” The new concepts that are guiding changes within planning legislation as discussed above do not appear to be informing site-level decision making (Sowman and Brown 2006). There is little evidence to suggest that the three pillars of sustainability, namely environmental protection, social responsibility

and economic efficiency, are being taken into account. One of the major areas of contention currently in terms of planning and environmental management refers to the design and layout of low cost housing (Wynberg and Sowman 2007). It has been suggested that insufficient attention to environmental concerns has produced poor living conditions. This can be noted as a key concern due to the need to address the issues of inequality, and social and environmental justice that are currently facing South African society. Examples from land reform in South Africa suggest that environmental sustainability is not influencing the planning and decision making processes (Wynberg and Sowman 2007). The increasing amount of pressure placed on government to meet land reform targets coupled with inappropriate environmental assessment procedures have contributed to the neglect of environmental concerns (Wynberg and Sowman 2007). The pressure to deliver has been noted in various other sectors to, and often leads to inadequate attention given to long term environmental sustainability concerns (Sowman 2008, pers. comm.).

2.6. The Environmental Management Context

The base for environmental management in South Africa lies within the National Environmental Management Act (NEMA) while the Environmental Impact Assessment (EIA) regulations that have been promulgated under this Act play a major role in regulating development applications (Brown 2006). The notion of sustainable development has been embraced by the Constitution and the NEMA, but the tools and mechanisms for addressing and incorporating the concept into policy and decision making processes have not been clearly established (Barbour and Brownlie 2002). The current EIA regulations have received much criticism from many varied fields ranging from government departments to environmental professionals. The main positive attribute of the current EIA regulations in South Africa is that they fulfill a real need that existed within the development community. That is a need for a system of enforced impact assessment that ensured significant environmental impacts emanating from inappropriate developments would be mitigated or avoided (Sowman and Brown 2006). These regulations therefore brought into sharp focus the need to take into account the impacts of development on the natural environment (Urquhart 2001). Unfortunately this positive attribute is outweighed by a list of shortcomings.

In this sense, the EIA process has been described as reactive, undemocratic, technocratic, unconstitutional and “nothing more than a delay tactic” (Claasen 2001). It can further be argued that

the regulations rely too heavily on scientific analysis largely ignoring the subjective nature of planning, development and decision making. This can be described as a largely reactive and technocratic approach to environmental management, which largely marginalizes the voices of communities (Todes *et al* 2005, Claasen 2001). EIA regulations allow for site-specific, project-level information whilst effective land-use planning requires input at a strategic, macro-level (Hill 2004, Barbour and Brownlie 2002, Glasson 1995). The current approach towards EIA in South Africa involves investing substantial resources, in terms of both time and finances, into trying to control impacts at the end of the planning and development process, as opposed to addressing them further “upstream” in the planning process (Barbour and Brownlie 2002). Thus the ability of the EIA regulations to improve decision making is limited to individual projects (Hill 2004, Barbour 2002). It is questionable as to whether this can translate into improvement in land-use planning at a broader municipal or metropolitan scale (Barbour 2002, Glasson 1995).

The limitations of the EIA process have been recognized by the academic community however, the general lack of sensitivity to environmental issues does not allow for the rejection of the EIA process (Barbour 2002). In South Africa the environmental impact assessment process is a key tool contained within the legislation and provides an essential means to prevent unsustainable and inappropriate development from going forward without a certain level of assessment (Sowman and Brown 2006). Another point of concern is the lack of regulation of the environmental management profession, resulting in the uneven quality of EIAs and the skills of those performing them (Claasen 2001). The lack of overarching strategic level assessment results in the various environmental impact assessments not taking into account the cumulative effects of development (Urquhart 2001). There is a need to shift the emphasis from a project-level environmental impact assessment to planning level strategic impact assessments that will focus on achieving sound, integrated spatial planning (Hill 2004, Urquhart 2001, Glasson 1995). Emphasis should therefore be placed on proactive, integrated and continual consideration of environmental issues during policy, plan and program formulation, rather than a retrospective focus on projects (Todes *et al* 2005, Barbour and Brownlie 2002). Current trends have resulted in a reactive approach to sustainable development, rather than encouraging a proactive, integrated approach to sustainable development that would inform the early phases of policy, plans and development proposals (Urquhart 2001).

2.7. The Relationship between Planning and Environmental Management

Present day issues that are associated with planning, environmental management and sustainability need to be considered within their historical context, some of these issues are specific to South African history whilst others are more universal (Sowman and Brown 2006). During the apartheid years many racially-based land use controls and forced displacement of people were done under the auspices of planning and environmental management (Sowman and Brown 2006, Todes *et al* 2005). Large scale reform of both planning and environmental management has occurred but the legacy from the apartheid era has lead to wide spread mistrust. Further, the historical lack of concern for environmental constraints coupled with fragmented and segregated settlements provides constraining factors for socio-economic development (Sowman and Brown 2006). We have inherited urban areas that are extremely inefficient in terms of resource use and the natural flow of resource systems. A lack of understanding of the need to incorporate environmental management concerns and the sustainability agenda exists within local government; consequently these concepts seldom inform planning at the local level (Todes *et al* 2005). There is however the potential for planning systems to help protect and enhance the environment. Experience from the United Kingdom indicates that planning has protected the environment through the direct and unintended function of protecting green belts, prevention of urban sprawl, and mitigation of adverse impacts of development (Cowell and Owens 2006). Ultimately, planning can be viewed as serving the sustainable development agenda through the pursuance of new objectives, such as higher densities and mixed-use development, the use of new tools, such as spatial development plans and integrated development plans, and the involvement of local communities, primarily at the local level (Cowell and Owen 2006)

Overlaps and repetition between planning and environmental management procedures have become a major source of discussion. It is arguable that these issues are contained within the institutional framework that allows for this lack of integration (Barbour and Brownlie 2002). A primary issue relates to the requirement that applicants must obtain permission from both the planning and the environmental authority (Todes *et al* 2005, Barbour 2002). The involvement of two different authorities leads to inconsistent decision making and institutional conflict. The duplication in effort during the application process leads to delays for both government and developers (Głazewski 2005). Due to the general lack of coordination between planning and environmental management there is little certainty as to the outcome of any specific development proposal (Claasens 2001). A major

obstacle to the process of integration exists due to the inability and unwillingness of the various spheres of government to cooperate with each other and to coordinate their activities (Claasens 2001). A lack of cooperation also exists between provincial departments and the broader government system (Todes *et al* 2005). Duplications between planning permissions and environmental impact requirements, leads to institutional conflict, a confused and frustrated public, and one-sided decision making (Todes *et al* 2005).

A further trend that impedes the integration of environmental management and sustainability issues into planning is the intolerance between professionals working in the planning and environmental fields (Sowman and Brown 2006). When one explores the source of these fundamental differences it is possible to trace these tensions back to the educational bases of these two disciplines. Arguably from as early as the 1960's, environmental and planning curricula have been taught using very different conceptual frameworks and ideologies (Todes *et al* 2005). This history of segregated education has lead to the development of different professional cultures, culminating in the lack of understanding and cooperation between the two professions. The current trend that seeks an integrated approach is thus striving against years of segregation and the very frameworks upon which both professions are based (Sowman 2002). These fields have largely developed in parallel within South Africa. From an early stage, planners and environmentalists approach the developmental agenda differently and enter their respective fields from entirely different perspectives (Sowman 2002). Ultimately, the practices within each field, coupled with the rhetoric and philosophies behind each lead to hostilities and a lack of cooperation (Claasen 2001). This intolerance born from a lack of understanding and cooperation provides serious constraints to the incorporation of environmental concerns and sustainability agendas into planning (Sowman and Brown 2006).

The lack of capacity associated with the planning and environmental management fields has been put forward numerous times as a source of frustration between the planning and environmental management disciplines (Todes *et al* 2005). In summation, there are insufficient people with the required skills, knowledge and experience to deal with the workload created by the two processes (Todes *et al* 2005). This issue has been noted at a provincial and local government level, but is increasingly evident at the municipal level, particularly in the small rural municipalities (Urquhart 2001). South Africa's environmental legislation has been described as groundbreaking and indicates

the will to move development in a sustainable direction. However the lack of governmental capacity affects the extent to which this very ambitious legislation can be achieved (Todes *et al* 2005). This capacity problem raises serious questions regarding the sustainability of planning and environmental systems. Particular focus needs to be given to regulation of these systems in the context of what can actually be achieved and supported by provincial and local government (Todes *et al* 2005).

A factor that further exacerbates the existing contention between environmental management and planning is that of the various cross cutting issues that need to be considered in development planning (Sowman 2002). This problem is not novel to South Africa and creates problems globally when government policy introduces cross-cutting issues such as environment, gender and poverty (Sowman and Brown 2006). The major problem with these factors is their very cross cutting nature in that they cut across traditional sectors of administration and traditional professional disciplines (Todes *et al* 2005). These factors thus require cooperation and coordination between sectors, within governmental departments and between the various spheres of government. To implement cross-cutting issues, it is necessary to have these issues championed and to find ways to mainstream them into existing processes (Sowman and Brown 2006). In South Africa, the history of sector planning coupled with the lack of integration between disciplines, provides potentially insurmountable obstacles to mainstreaming (Sowman 2002).

The fields of environmental management and planning are both concerned with the management of change within the natural and built environment coupled with the management of human interventions (Sowman and Brown 2006). Both disciplines hope to influence this management in a way that leads to an improved quality of life for all residents and safeguards against the decline of those natural resources that are essential to human well-being (Todes *et al* 2005). Recent policy documents pertaining to both disciplines express the inclination to fundamentally change past planning and environmental management practices that have lead to unsustainable resource use, and unjust settlement patterns (Todes *et al* 2005). Planning has largely embraced more developmental and participatory approaches that move beyond the realm of physical planning (Todes *et al* 2005). A greater emphasis is now being placed on economic and social development with a stronger focus on strategic integrated planning (Todes *et al* 2005). Environmental management has moved beyond the purely conservationist perspective of the past. All current environmental legislation states that

developmental activities should not occur at the expense of the poor, the environment or future generations (Glazewski 2005). The highest law of South Africa, the Constitution, clearly supports the notions of integration, participation and co-operation as fundamental to achieving sustainable development (Todes *et al* 2005). To achieve these fundamental ideals co-operation needs to occur between the fields of environmental management and planning. There is a clear attempt to achieve this legislatively but emphasis needs to be placed on changing institutional arrangements, shifting mindsets, and developing effective tools to achieve this on the ground.

A further perspective on the relationship that has developed in terms of planning and environmental management comes from Mutual Adjustment Theory (Hill 2004). Mutual adjustment theory takes the view that the differences and hostilities associated with this relationship may not in fact be a negative outcome and that the decentralized decision making associated with conflict and mutual adjustment may lead to better outcomes and decision making processes (Hill 2004). Ultimately, this depends on whether one seeks co-operation or more conflicted processes as a better form of governance. Thus, to implement cross-cutting issues it is necessary to have these causes championed and mainstreamed but it does not necessarily mean that planning and environmental management need merge into one profession. Consequently, the hostilities associated with this relationship rather than full scale mainstreaming can lead to a more robust process and better outcomes (Sowman and Brown 2006).

2.8. Towards a New Approach to Local Level Planning

The post-apartheid government of South Africa is faced with many challenges in the process of reconstruction, redistribution and development. These challenges are exacerbated by the many inequalities that exist within many sectors including those of planning and environmental management. One of the ways in which the government plans to tackle these challenges is through the de-centralization of governmental functions. Local government will be given more responsibility for development as it is the primary level of democratic representation (Binns and Nel 2002). The most important tool that local level government will use to achieve its developmental goals is the integrated development plan. Integrated development planning is the process within which municipalities prepare a strategic development plan for the following five year period (Sowman and Brown 2006). The integrated development plan (IDP) is thus the product of this process and informs all planning, budgeting, management and decision making within the municipality (Barbour 2002, Todes 2003). If

properly conceived and implemented the IDP should enable the prioritization of community needs and issues, effective delivery through the alignment of projects to budgets, and more efficient and accountable operations through the implementation of a performance based management system (Robinson *et al* 2003).

At the local authority level the integrated development plan provides an ideal tool to facilitate the inclusion of environmental management at the strategic planning level (Barbour and Brownlie 2002). The legislation and guide material upon which IDPs are based suggests that they should contribute towards sustainable development (Todes 2003). Environmental assessment at this level could ensure that municipal plans, strategies and projects take existing environmental problems and threats into account whilst protecting and managing those environmental assets that exist in a given area (Barbour 2002, Robinson *et al* 2003). In South Africa, strategic plans have been criticized for their lack of attention to environmental and sustainability issues. There is evidence to suggest that adequate consideration of the environment and sustainability concerns in IDPs is unusual (Sowman 2002). The fault in this instance may lie with the environmental analyses that are being conducted to inform the IDP process (Barbour 2002). The majority of environmental analyses that are conducted provide spatial information regarding the type and location of open space. This information is valuable but it needs to go further to include a critical assessment of the potential consequences of alternative development options (Barbour 2002). Environmental issues are often compartmentalized and not considered in a holistic fashion, at other times they are merely added in as an afterthought as opposed to influencing the planning process. Often other issues such as housing and economic development tend to dominate, thus largely ignoring pressing environmental concerns.

The IDP process has thus far provided limited and insufficient information regarding environmental resources and constraints that are likely to affect the delivery of services for future development (Barbour 2002). This points largely to the short-comings of the environmental analysis that has been used during the IDP process (Robinson *et al* 2003). Further consideration needs to be given to the fact that this developmental agenda as facilitated through the IDP process has placed a considerable burden of responsibility on the local tier of government (Binns and Nel 2002). Careful consideration needs to be given to the capacity and financial constraints experienced by smaller local authorities

(Urquhart 2001). An attitude of learning and growth coupled with training and financial assistance may be necessary to achieve the goals as set out by our National government.

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Chapter 3: Legislative and Policy Context

This section deals with the broad policy and legal framework that deals with local government functions with regard to planning and environmental in particular, and with specific reference to the integrated development plan. The point of departure is the Constitution of South Africa. The discussion then focuses on relevant national and provincial legislation as well as the relevant municipal legislation. This document also deals with the draft legislation of relevance to this topic. The various policy documents at the national and provincial level that guide the local integrated development plans are also discussed. Finally, a brief synopsis regarding the implications of the various legislative and policy requirements is given.

3.1. The Constitution of the Republic of South Africa Act 108 of 1996

The Constitution is the supreme law of South Africa, environmental decision-making is therefore required to be consistent with its values and principles.

The Constitution includes: an environmental right that is elevated to the status of a fundamental human right; a description of the three spheres of government (national, provincial, local) as being interdependent and sets out principles of cooperative governance that must guide intergovernmental relations; identifies which tier of government is competent to make and enforce environmental laws; facilitates the bringing of legal actions to protect the environment by increasing access to information concerning the environment, and allowing greater access to courts, including making provision for class actions; and entrenches the right to lawful, reasonable and procedurally fair administrative action.

All environmental decision-making must be consistent with the environmental right, contained in the Bill of Rights. Section 24(a) of the Constitution states that everyone has the right to an environment that is not harmful to their health or well-being. Section 24 (b) places a duty on the State to protect the environment “for the benefit of present and future generations, through reasonable legislative and other measures that – (i) prevent pollution and ecological degradation; (ii) promote conservation; and (iii) secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development.” The environmental clause identifies the dependence of

humankind and the economy on the natural resource base of the country and embodies the key principles underpinning sustainable development. This includes the satisfying of basic human needs within a limited ecological framework and in a manner that does not endanger the quality of life of future generations (Glazewski 2005).

Of relevance to the achievement of sustainable development is the Constitutional principle of co-operative governance, which recognises the three spheres of government as distinctive but interdependent. All spheres of government and all organs of state within each sphere must exercise their power and perform their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere. For the first time in South Africa, provision has been made for autonomous local government with its own constitutionally guaranteed and independent existence, powers and functions (Glazewski 2005). It further places an emphasis on intergovernmental assistance and support, as there is a need for co-operation and consultation both within and between the various spheres of government to ensure effective governance. Although legislative and executive competences for the environment as a whole rest with the province, specific aspects have been entrusted to local governments. This includes the authority to make by-laws (sec. 156) which provides a vehicle for strategic planning. However, all by-laws must be consistent with both national and provincial legislation and relevant policies.

The Constitution also places an emphasis on provinces to lend support to local government, there is a further obligation placed on both the national and provincial government to use legislative and other means to monitor, support and strengthen the capacity of municipalities to perform their functions and manage their affairs. The national and provincial governments also have an oversight function in relation to the execution of municipal powers and functions.

Local government derives its roles and obligations primarily from the Constitution. While the environment has been identified as a matter of concurrent national and provincial competence, the Constitution additionally provides a clear mandate for local government to take on environmental management responsibilities. Section 152(1) states that the objectives of local government include "... the provision of services to communities in a sustainable manner... and to promote a safe and healthy environment".

The Constitution's section 24 (b), read with section 152(1), imposes a duty on local government to protect the environment through reasonable legislative and other measures. Legislative measures would include measures imposed in terms of national or provincial legislation, or by-laws, for which the local government has the requisite law-making and enforcement powers. "Other measures" would include policies, strategic plans, and guidelines. The integrated development plan is categorized as a strategic local development plan and thus classified under the Constitution as a measure used to achieve environmental protection.

3.2. The National Environmental Management Act 107 of 1998 (NEMA)

The National Environmental Management Act (NEMA) was promulgated to fulfill the duty placed upon the State by virtue of the Constitutional environmental right to protect the environment through "reasonable legislative measures". It is also intended to give effect to the co-operative governance imperative contained in the Constitution.

Chapter 1 of NEMA develops a set of principles that focus on sustainable development, environmental justice and equity, participation and empowerment, and on the preservation of ecological integrity. The act adopts a people centered approach to sustainability however it also argues for the consideration of social and economic dimensions alongside ecological aspects (Todes *et al* 2005). Several of these principles stress the importance of ecological sustainability.

Section 2 of NEMA sets out numerous principles that must be applied throughout South Africa to any action carried out by any organ of state that may significantly affect the environment. These principles serve as the general framework, within which environmental management and implementation plans must be formulated, the core principles include: Environmental management must place people and their needs at the forefront of its concern, and serve their physical, psychological, developmental, cultural and social interests equitably; Development must be socially, environmentally and economically sustainable.

Certain government departments, listed in Schedule 1 of NEMA, along with every province, are required to prepare Environmental Implementation Plans (EIPs) within a year of promulgation of

NEMA, and every four years thereafter. Every national department listed in Schedule 2 of NEMA is required to prepare an Environmental Management Plan (EMP) in the same timeframe. The purpose of these plans is to: co-ordinate and harmonise environmental policies, plans, and programmes; to minimize the duplication of procedures and functions; give effect to the principle of cooperative governance; prevent unreasonable action by provinces; and to secure the protection of the environment across the country as a whole.

The local government is not empowered at present to grant environmental authorizations or enforce the duty of care by way of issuing directives; however, all organs of state are obliged to apply the principles contained in NEMA when performing actions that may significantly affect the environment (Glazewski 2005). Local authorities do however have a number of other mandates and tools, such as local level by-laws, many of which are even stricter than DEAT or provincial authorities. Thus, the NEMA principles must be applied to all municipal decisions that relate to the interpretation and implementation of NEMA and other legislation concerned with environmental management and protection, where the outcome of the decision-making process may have a significant environmental effect.

Furthermore, municipalities have no obligations to produce EIPs or EMPs. However, each provincial government is required to ensure that the municipalities within its province comply with the provincial EIP, adhere to the relevant EIPs and EMPs, as well as to national environmental management principles in the preparation of any policy, programme or plan, including integrated development plans.

3.3. The Environmental Impact Assessment (EIA) Regulations

The Environmental Impact Assessment (EIA) regulations were promulgated under the NEMA in 2006 to replace the previous regulations under the Environmental Conservation Act 73 of 1989 (ECA). The EIA regulations aim to address the lack of clarity that was experienced with the previous regulations, streamline the EIA process, provide more specific requirements for public participation and improve the content, quality and independence of EIA reports. In addition, timeframes for authorities have been stipulated for the various processes.

The most significant difference between the old regulations and the NEMA EIA regulations is the separation of listed activities into two categories, the first list requiring the applicant to undertake a basic assessment, whilst the second list requires the applicant to undertake scoping and a full environmental impact assessment. The requirements for such environmental assessments are detailed in Chapter 3 of the regulations.

The NEMA EIA regulations also provide for the amendment of an environmental authorisation, lodging of an appeal against the granting of, or refusal to grant, an environmental authorisation, exemption of applicants from certain requirements and the withdrawal of environmental authorisations.

The NEMA EIA Regulations now include requirements for Environmental Management Frameworks (EMFs) to be developed by the provincial government for geographic areas, aimed at promoting more strategic decision-making. These EMFs must contain information about the status and attributes of the particular geographical area, and the environmental management priorities of the area must be taken into consideration when evaluating environmental authorisations. Municipalities will need to ensure alignment of integrated development plans and Spatial Development Frameworks with these EMFs.

3.4. The Intergovernmental Relations Framework Act 13 of 2005

The object of this Act is to provide context to the principle of co-operative government as set out in chapter three of the Constitution. This Act therefore sets out a framework for the national, provincial and local government, and all organs of state within those governments, to facilitate co-ordination in the implementation of policy and legislation. This includes; coherent government, effective provision of services, monitoring and implementation of policies and legislation and the realization of national priorities. Furthermore, all organs of state must strive to co-ordinate their actions when implementing policy and legislation that affects the material interests of other governmental spheres.

3.5. The Development Facilitation Act 67 of 1995 (DFA)

The DFA is the flagship statute which sets out the overall framework and administrative structures for planning throughout the country. The act is set out in such a way to allow individual provinces to enact more detailed planning laws and regulations to meet their own specific needs and circumstances,

while retaining overall national uniformity and consistency (Glazewski 2005). The DFA is viewed as an interim measure to fast-track land development processes and to facilitate RDP-type projects. It further sets up the various normative principles to guide land development and planning in South Africa. The act establishes the various processes for developing land development objectives (LDO) and setting up land development tribunals.

The act is underpinned by a set of principles which can be effectively sub-divided into two groups: namely, general principles for land development, and general principles for decision making and conflict resolution. These principles apply to the state and to local authorities alike, and are to guide the administration of all land use plans. The land-development principles are extensive and broad-ranging and reflect the ideals and aspirations of a democratic South Africa (Glazewski 2005). The principles incorporate various sound planning norms such as discouraging urban sprawl and encouraging the development of more compact towns and cities. Provision is also made for public participation in the local development process. An interesting and possibly unique principle as set out in section 3j, discusses the fact that “each proposed land development area should be judged on its own merits and no particular use of land... should in advance or in general be regarded as being less or more important or desirable than any other use of land”. Furthermore, this section specifically recognizes conservation as a legitimate use of land.

Apart from discouraging urban sprawl, the land development principles include a number of specific principles which relate to environmental considerations (Glazewski 2005). Thus policies, administrative practices and laws, as set out in section 3 a, b and c, are obliged to “encourage environmentally sustainable land development practices and processes”, as well as promoting “the sustained protection of the environment”. In terms of land development objectives, these need to be formulated for all local government areas. The subject matter that the LDO need to cover are set out in detail and cover aspects such as, services and facilities relating to public transport, water, health and education. In terms of urban and rural growth, the LDO must ensure “the sustained utilization of the environment” and the “optimum utilization of natural resources.”

3.6. Land Use Management Bill 2008

The objectives of the Land Use Management Bill as set out in section 3 are to “provide for a uniform, effective, efficient and integrated regulatory framework for land use and land management which promotes the public interest.” Furthermore, the act aims to “promote co-operative governance, socio-economic benefits, and the achievement of land reform objectives.” The directive principles as set out in section four states that the principle of efficiency must be utilized to promote “the best use of available resources, balanced economic development, compact sustainable human settlements, and to discourage urban sprawl.” Finally, section four deals with the principle of sustainability, namely “to promote the sustainable management and use of resources, including the creation of synergy between economic, social and environmental concerns.” However, this Bill contains a number of controversial provisions and is being revised to address inputs received from different stakeholders.

3.7. Local Government: Municipal Structures Act 117 of 1998

The Municipal Structures Act sets out clear tasks for the district and local municipalities. According to section 83.3 of this Act, “A district municipality must seek to achieve the integrated, sustainable and equitable social and economic development of its area as a whole by: ensuring integrated development planning for the district as a whole; promoting bulk infrastructural development and services for the district as a whole; building the capacity of local municipalities in its area to perform their functions and exercise their powers where such capacity is lacking; and promote the equitable distribution of resources between the local municipalities in its area to ensure appropriate levels of municipal services within the area”.

The Act also refers to integrated development plans, in section 84.1, which it defines as “a plan aimed at the integrated development and management of a municipal area”. The integrated development plan is referred to in the functions and powers of executive committees, which include the imperative that these committees address priority needs through the integrated development plan.

3.8. Local Government: Municipal Systems Act 32 of 2000

The Act expands on the constitutional role of local government by establishing an enabling framework to assist municipalities in meeting their Constitutional and other legislative obligations. It echoes the Constitutional requirement of cooperative governance and places further emphasis on

provincial support. To achieve effective co-operative government, local government must seek to develop common approaches for local government as a distinct sphere of government, and enhance cooperation, mutual assistance and sharing of resources amongst municipalities. The local government is obligated to deliver services in an environmentally sustainable manner and engage in strategic planning by compiling integrated development plans and Spatial Development Frameworks, which must be aligned with and complement the development plans and strategies of other organs of state, specifically the National and Provincial spheres of government. Furthermore, integrated development plans must integrate and co-ordinate other plans relevant to the development of the municipality; align the resources and capacity of the municipality with the implementation of the plan and; form the policy framework and general basis on which annual budgets must be based.

According to section 26 of the Municipal Systems Act, an integrated development plan should contain: “the municipal councils vision for the long term development of the municipality, with special emphasis on the municipality’s most critical development and internal transformation needs; an assessment of the existing levels of development in the municipality, which must include an identification of communities which do not have access to basic municipal services; the councils development priorities and objectives for its elected term, including its local and economic development aims and its internal transformation needs; the council’s development strategies which must be aligned with any national or provincial sectoral plans and planning requirements binding on the municipality in terms of legislation; a spatial development framework which must include the provision of basic guidelines for a land use management system for the municipality; the council’s operational strategies; applicable disaster management plans; a financial plan, which must include a budget protection for at least the next three years; and the key performance targets determined under this legislation.”

3.9. The Promotion of Access to Information Act 2 of 2000 (PAIA)

The main purpose of this act is “to give effect to the constitutional right of access to any information held by the state and any information that is held by another person and that is required for the exercise or protection of rights”. The right of access to information is particularly important in the environmental context, as much governmental decision making has direct or indirect consequences on

the environment. Section 31 of the National Environmental Management Act further entrenches the right of access to information pertaining to the environment.

3.10. The Promotion of Administrative Justice Act 3 of 2000 (PAJA)

This Act together with the Just Administrative Action clause of the Bill of Rights codifies and creates a new framework for administrative law in South Africa (Glazewski 2005). Thus, “everyone has the right to administrative action that is lawful, reasonable and procedurally fair. Everyone whose rights have been adversely affected by administrative action has the right to be given written reasons”. In terms of environmental issues, the PAJA controls the administrative processes involved in permits and quotas. Under this Act all persons may ensure that they are treated in a procedurally fair manner.

3.11. Provincial Legislation

3.11.1. The Western Cape Land Use Planning Ordinance 15 of 1985 (LUPO)

Local government is responsible for certain land use approvals (including those in respect of applications for zoning, sub-divisions and the amendment of structure plans). There is thus an opportunity for alignment between land use applications and applications for environmental authorisation under the NEMA EIA Regulations. This is due to the similarities between the information required for the two application processes and the obligation imposed on decision-makers under the NEMA EIA Regulations, specifically regulation 6, to conclude agreements for the coordination and alignment of similar decision-making processes.

Under LUPO, local authorities must prepare and submit a structure plan, in respect to the land situated in its jurisdiction, which must be reviewed every ten years. The structure plan set up by a local authority must be consistent with the criteria set out in the Physical Planning Act, 88 of 1967 and its successor, the Physical Planning Act, 125 of 1991.

With regard to applications for the rezoning and/or sub-division of land, either the Administrator⁵ or, if authorized by the provisions of a structure plan, a municipal council, may grant or refuse such application by an owner of land.

⁵ References to the “Administrator” must now be read to mean the Provincial Minister (MEC) responsible for planning.

There is also an obligation to align land use approvals under LUPO with the provisions of the Air Pollution Prevention Act, which limits the powers of local governments to approve building plans for the construction of chimneys and other openings for emissions unless the construction or installation complies with stipulated requirements.

3.11.2. The Western Cape Planning and Development Act 7 of 1999 (WCPDA)

The Western Cape enacted this Act in 1999 but it has not come into effect yet. Until the WCPDA comes into force, the Western Cape will continue to apply the Land Use Planning Ordinance. The WCPDA is based on a set of general planning and development principles which aim to constitute frameworks, norms and standards relating to coordinated planning and development. Principle six deals with sustainable development and encourages the principles of sustainable development by: “promoting development within the fiscal, institutional and administrative means of the province; promoting the establishment of viable communities; promoting sustained protection of the environment; meeting the basic needs of all communities in a sustained manner; and ensuring the safe use of land”. Furthermore, principle seven deals with the principles of environmental protection and provides that development should harmonise with the ecological characteristics of the environment. It places particular emphasis on development planning that heeds the carrying capacity restrictions in a given area.

3.12. National Policies

3.12.1. The White Paper on Spatial Planning and Land Use Management

This document outlines the Minister of Land Affairs’ proposals for the rationalization of the planning legislation in South Africa (Todes *et al* 2005). This new system would focus on the municipal IDPs with greater emphasis on the land use management aspects. The White Paper further proposes a system of land use regulation based on the concept of a land use regulator. This function would generally fall to the municipality, but may in specified circumstances fall to the MEC. The White Paper proposes that it will prevail over all existing provincial planning legislation.

In terms of the White Paper, spatial planning is seen as a high level integrative, strategic function that is not the preserve of only one department. Under section 3.1 land development planning is intended to “enable government, and especially local government, to formulate policies, plans and strategies for

land-use and land development that address, confront and resolve spatial, economic, social and environmental problems of the country.”

3.13. Policy and Strategy Context

3.13.1. The National Strategy for Sustainable Development (NSSD)

The purpose of this framework is to pronounce South Africa’s national vision for sustainable development and indicate its intended interventions to re-orientate South Africa’s development path towards sustainability. It does not present detailed strategies or actions, but rather proposes national vision, principles, trends, strategic priority areas and a set of implementation measures that will enable and guide the development of the national strategy and action plan.

The Vision of the NSSD is as follows:

South Africa aspires to be a sustainable, economically prosperous and self-reliant nation state that safe guards its democracy by seeing to the fundamental human needs of its people, by managing its limited ecological resources responsibly for current and future generations, and by advancing the efficiency of integrated development planning and governance through collaboration nationally, regionally and globally.

The NSSD presents a set of principles that includes, amongst others, social equity, efficient and sustainable utilisation of natural resources, and consultation and participation. Priority areas for action are identified as: enhancing systems for integrated planning and implementation; sustaining our ecosystems and using resources sustainably; investing in sustainable economic development and infrastructure; creating sustainable human settlements; responding appropriately to emerging human development, economic and environmental challenges.

3.13.2. The National Spatial Development Perspective (NSDP)

A key national framework policy that guides development and planning is the National Spatial Development Perspective. The NSDP was endorsed by cabinet in 2003 and describes the national spatial development vision of the government. It is a guideline for identifying infrastructure investment and development spending across government. The NSDP acknowledges that most local governments do not stand a chance of successfully dealing with challenges such as poverty on their

own. From the viewpoint of the NSDP, the answer lies in the categorization of space which is concerned less with the urban or rural status of spaces than with their economic state. The NSDP does not use the labels of “urban” and “rural” but prefers the economically functional categories such as, “developmental potential” and “need”. It proposes that governmental spending on fixed investments beyond requirements to provide basic services, should be focused on localities of highest social need (i.e. poverty) and economic growth and/or potential in order to attract private sector investment, stimulate sustainable economic activities and create long-term employment opportunities. Critical to the sustainability of such investments would be consideration of the environmental resource opportunities and constraints.

Although the NSDP does not have the status of a national development plan, it is designed to act as an indicative planning tool for all spheres of government. At a National scale the NSDP advocates capital investment in areas of growth potential, with an emphasis on providing basic services and access to social services and human resource development in areas of need and less potential. The NSDP should inform the development plans of the three spheres of government, specifically the municipal IDP.

3.13.3. Ikapa Elihlumayo: The Western Cape Provincial Growth and Development Strategy (PGDS)

This initiative focuses on strengthening growth sectors, resource management and implementation strategies. The key pillars of the proposed development path are growth, equity, empowerment and environmental integrity. The key purpose of the growth and development strategy is to grow the economy of the Western Cape through catalytic socio-economic interventions that will increase wage employment and per capita income, strengthen actors, grow new enterprises, raise skills levels, reduce disparities, and broaden meaningful economic participation by all. The growth and development strategy calls for a paradigm shift from welfare dependence to economic self reliance by growing the economy and increasing employment. The PGDS is the pivotal planning mechanism to guide investment decisions and development spend of multiple stakeholders towards realising the vision of shared growth and integrated development in the Western Cape. This Strategy identifies the strategic basis for planning, budgeting and making trade-offs of multiple actors within the Province, presenting a clearly articulated plan of action and basis for a sustainable development trajectory. In the South African context of resource scarcity, growing inequality and increasing environmental degradation,

making strategic choices on where and how to invest scarce resources in order to maximize social and economic returns is an imperative.

3.13.4. The Western Cape Provincial Spatial Development Framework (PSDF)

The provincial SDF aims to address urbanization pressures on natural resources, economic and social divisions within the cities and towns of the province. It further provides a policy context for urban development and environmental resource protection. The purpose of the provincial SDF is to: be the spatial expression of the Provincial Growth and Development Strategy; guide municipal (district, local and metropolitan) integrated development plans (IDPs) and Spatial Development Frameworks (SDFs) and provincial and municipal Spatial Development Plans (SDPs); help prioritise and align investment and infrastructure plans of other provincial departments, as well as national departments' plans and programs in the province; provide clear signals to the private sector about desired development directions; increase predictability in the development environment, by establishing “no go”, “maybe” and “go” areas for development; and, redress the spatial legacy of apartheid.

3.13.5. The Sustainable Development Implementation Plan (SDIP)

The aim of the SDIP is to provide a clear and sound action plan to ensure that the principles of sustainable development are effectively embedded in the policies, strategies, programmes and projects of the Western Cape Government. The vision of the SDIP is closely aligned to the broader strategic framework of the National government, as defined by the Constitution, the National Framework for Sustainable Development and other key documents. It further takes the strategic framework for the Western Cape Province, as defined by the Provincial Growth and Development Strategy as its point of departure. Sustainability is at the heart of the Western Cape's programme for action, and the SDIP's purpose is to help implement the PGDS with a focus on sustainability. The SDIP lists a number of sustainable development principles that should guide the development and implementation of policy and strategy within the Western Cape.

The vision for the SDIP is as follows:

For the Western Cape Province, sustainable development will be achieved through implementing integrated governance systems that promote economic growth in a manner that contributes to greater

social equity and that maintains the ongoing capacity of the natural environment to provide the ecological goods and services upon which socio-economic development depends.

3.14. Synopsis

The explicit right to a clean and healthy environment has significant ramifications for the practice of development planning (CSIR Environmentek 2004). Due to the fact that the Constitution is the highest law of the land, all government action must strive to meet the requirements of this clause. The many changes within the three administrative spheres of government coupled with the changing political climate has brought about significant opportunities for mainstreaming sustainability into the various policy frameworks at all levels of government (EEU 2007). The most significant change in terms of government function has been the devolution of power of land-use planning to municipal level. The mandatory obligation placed on district and local municipalities to develop integrated development plans provides the opportunity to mainstream sustainability issues into land-use planning (Sowman & Brown 2006).

According to the Constitution, local government must plan and develop municipal areas in order to obtain various objectives. These include; ensuring the sustainable provision of services, promoting social and economic development, promoting a safe and healthy environment, giving priority to the basic needs of communities and encouraging involvement of communities. The notion of developmental government does however dictate that municipalities do not have to address these various issues on their own. Municipalities should strive to be more developmental by cooperating and establishing partnerships with all roleplayers that may contribute to the development of an area (Coetzee 2002). According to the Municipal Systems Act, the newly established municipalities in South Africa consist of the structures, functionaries and administration of the municipality, as well as the community within the municipal area.

There are many challenges associated with government restructuring and the plethora of new planning and environmental legislation. Much of the new legislation is innovative and unique, and the implications with regard to implementation are not fully understood (CSIR Environmentek 2004). At the provincial level, the demarcation of new provincial structures has left certain institutions severely under-resourced, whilst at the municipal level; the newly identified municipalities lack the capacity to

incorporate sustainability concerns effectively into land-use planning (CSIR Environmentek 2004). These various issues need to be addressed through capacity development, the development of standards, effective knowledge management, and coordination between implementing agencies (Urquhart 2001).

Current spatial planning policy and legislation in the Western Cape is in a state of flux. As with much of South African legislation it reflects the attempts that have been made to move away from the previous apartheid regime to the current democratic dispensation (Glazewski 2005). According to the Western Cape Provincial Spatial Development Framework (2005), spatial planning is regulated under three levels, firstly the overarching policy and legislation which includes the Development Facilitation Act and the Land Use Planning Ordinances, secondly, the spatial development frameworks and structure plans, and thirdly the various zoning schemes (CNdV Africa 2005). In some cases new planning laws have been promulgated but have not as yet been implemented, an example of this is the Western Cape Planning and Development Act. The structure plans that were approved under the Land Use Planning Ordinances (LUPO) are supposed to be replaced by the Spatial Development Frameworks of each municipality. These Spatial Development Frameworks should be developed as part of the integrated development planning process and approved in terms of the Municipal Systems Act. However, if these plans are separated from the IDP process and require statutory status they must be approved in terms of the Land Use Planning Ordinance of the Western Cape (CNdV Africa 2005). The most detailed level of planning guidance to date is in the form of zoning schemes that are promulgated in terms of LUPO. Under these schemes, real rights are conferred that significantly impact on the value of properties due to the fact that they dictate what activities may be carried out on the property in question (Glazewski 2005). In many instances zoning schemes reflect an outdated vision of how settlements should develop. There are currently a number of municipalities that are rationalizing their zoning schemes, including Stellenbosch, Knysna and the City of Cape Town in an attempt to update the various land uses within the municipal area.

Due to the fact that the planning legislation created prior to 1994 remains in place, the old system of planning assessment based on amenity, need and desirability continues (Todes *et al* 2005). The Development Facilitation Act is an exception to the rule as it was implemented post 1994 as an interim act to facilitate restitution (Urquhart 2001). The DFA was focused mainly on providing

mechanisms for the rapid delivery of land for housing. It was never intended as the basis for a comprehensive planning system (Harrison 2001). According to the DFA local government planning activities are required to shift away from control of land use to a broader, more developmental role. The Local Government Transition Act presents IDPs as the key tool to consolidate the land development principles and the Land Development Objectives of the Development Facilitation Act, and to give them practical reality by requiring the various types of local authorities described in the DFA, to formulate IDPs and also to carry out certain environmental duties (Glazewski 2005).

Under the Municipal Systems Act, the purpose of the integrated development plan is to ensure faster and more appropriate service delivery whilst providing a framework for economic and social development in the municipal area. The National Department of Provincial and Local Government views integrated development planning as a key tool to contribute towards eradicating the developmental legacy of the past, making developmental local government work and fostering cooperative governance. According to the White Paper on Spatial Planning and Land Use Management, integrated planning for sustainable management of land resources should ensure; “that development and developmental programs are holistic and comprehensive so that all facets in relation to land resources and environmental conservation are addressed and included, that all activities and inputs are integrated and coordinated with each other, combining the inputs of all disciplines and groups, and that all actions are based on a clear understanding of the natural and legitimate objectives and needs of individual land users to obtain maximum consensus.” The process associated with the integrated development plan is viewed conceptually as a collaborative planning approach in which technical knowledge is combined with citizen participation and consensus building to bring together and balance various interests.

The legislation does not make reference to a legally defined system of strategic environmental management. However, according to various authors, the intention is that environmental elements and the concerns of sustainability are incorporated into the various planning processes at the provincial and local level (Todes *et al* 2005, Glazewski 2005, Urquhart 2001). These planning processes include; the Provincial Growth and Development Strategy, the district and local integrated development plans, the Spatial Development Frameworks, and the emerging Land Use Management Systems. South Africa’s emerging framework of environmental legislation is progressive and in line with the

emerging international trends regarding sustainable development. The sustainability rhetoric has entered the national and provincial policy arena and is beginning to filter through into national, provincial and local level plans. One of the major factors that are discussed throughout national and provincial legislation and policy documents is the need for alignment between the various spheres of government in terms of policy and planning documents, and the need for integration of policy documents at all levels of government. To achieve alignment and integration at the local government level it is essential that municipalities ensure that these various legislative requirements and policy documents are informing local level planning and development. The main tool to ensure this alignment and integration is the integrated development plan.

Chapter 4: The IDP Planning Process: A New Approach to Local Level Planning

4.1. The Role of Local Government

The Constitution of South Africa cleared the way for fundamental transformation at the local government level within South Africa (Glazewski 2005). One of the major changes was the setting out of the developmental mandate for local government, and the establishment of local government as an autonomous sphere of authority, although subject to the supervision of the provincial and national spheres (Harrison 2001). The reconstruction of local government provided many challenges due to the large scale fragmentation brought on by the apartheid past (Todes *et al* 2005). Coupled with this were the issues surrounding status, finance, capacity and legitimacy (Harrison 2001). In the period between 1998 and 2000 the South African government prepared the necessary structures to pave the way for local government. This was achieved through the promulgation of new legislation on local government, the redrawing of municipal boundaries to ensure the integration of rural and urban areas, and the construction of new metropolitan authorities (Harrison 2001, Oranje *et al* 2000). The integrated development plan was initially introduced as an instrument to assist local authorities with transformation, and in fulfilling the objectives of the nationally sponsored Reconstruction and Development Program (RDP) (Harrison 2001). Various tensions and ambiguities have arisen around the idea of integrated development planning; this is mainly due to the politics surrounding its creation, and the general ambiguity surrounding the role of local government in South Africa (Harrison 2001).

4.2. What is the Integrated Development Plan (IDP)?

Integrated development planning is a participatory planning process that aims at producing a strategic development plan to guide and inform all planning, budgeting, management and decision making in a municipality (Todes *et al* 2005, CSIR Environmentek 2001, Oranje *et al* 2000, CSIR and GTZ 1998). Through this approach developmental problems and solutions are viewed in an integrated, holistic and multi-dimensional way (Todes 2004, Coetzee 2002). This approach seeks to support the development of appropriate strategies and give effect to the notions surrounding developmental local government, in order to achieve the optimal allocation of scarce resources between sectors and geographic areas and across the population in a manner that promotes sustainable growth, equity and the empowerment of the poor and marginalized (Todes 2004, DEAT 2003, CSIR and GTZ 1998). IDPs allow municipalities to weigh up their obligations to allow for systematic prioritization and resource

allocation (CSIR and GTZ 1998). In the context of great inequalities, IDPs provide a framework for municipalities, and other spheres of government operating in the area, to prioritize their actions around meeting urgent needs (Todes 2004, Oranje *et al* 2000). In this manner it is the key planning tool in South Africa that hopes to incorporate the principles of sustainable development. The key emphasis in the IDP approach is on the principle of inclusive and representative consultation and participation, the development of a clear strategic direction, and a strong focus on implementation (Coetzee 2002). The major goal of the IDP process is to have an end product that is a practical plan that addresses the major issues in a region in a strategic way (CSIR Environmentek 2001, Binns and Nel 2002). Many of the environmental problems and concerns within society impact at the local level, these issues are further affected either positively or negatively by the decisions that local government makes and the way it acts on them (Coetzee 2002). As the governance level that is closest to the public and viewed as being in touch with local concerns, municipal level government has been mandated with the role of integrated development planning (DEAT 2003).

Two key concepts that are currently being discussed in the literature and are of relevance to the integrated development planning approach are those of integration and participation. In the United Kingdom, large scale reform of local government has lead to a focus on “repopularising local government” by ensuring that modern councils are in touch with people and emphasizing that public participation in debate and decision making is useful (Abram & Cowell 2004). Furthermore, local government needs to focus on integration, to ensure that policymaking is more strategic and reorientate service provision to meet the needs of citizens (Abram & Cowell 2004). This discourse is not limited to the United Kingdom and can be traced across several European democracies, North America and New Zealand (Abram & Cowell 2004; Hooper *et al* 1999). In many of these countries, integration and public participation are seen as key elements in reviving public confidence in government (Abram & Cowell 2004; Hooper *et al* 1999). Internationally, the actual task of ensuring integration and public participation has largely been handed to the local government level and the situation is no different in South Africa. Another similarity between international case studies and the South African situation is the fact that central government agencies have made numerous rhetorical appeals regarding the need for integration and participation but have not offered significant advice as to how these concepts should best be realized at the local level (Abram & Cowell 2004).

4.3. The IDP Process

The IDP is a statutory requirement for all local authorities (Todes 2004). One of the key outcomes of the IDP is to provide a basis for budgeting and to direct all municipal activity over the five year planning period (Robinson *et al* 2003). Local municipalities have a small share of governmental funds but through vertical integration the IDP is supposed to guide provincial and national spending at the local level (Todes 2004). The IDP incorporates a strategic viewpoint with a spatial component, in the form of a spatial development framework, and a set of programs and plans to be implemented over the five year period (DEAT 2003). Various guide packs have been developed by the Department of Local and Provincial government in an attempt to assist municipalities in the formulation of their IDP document (Oranje *et al* 2000). It should be noted that these guides have largely been criticized due to their strong emphasis on process as opposed to content. Furthermore, these guides lack specific guidance regarding the key cross-cutting issues that municipalities should be addressing (Todes 2004).

According to these guides, each IDP should undergo five key phases of preparation (table 1). “The first phase focuses on the analysis of the current situation. During this phase there is a strong focus on identifying and understanding key issues rather than gathering huge amounts of information that will not be used. This information forms the basis for the development of strategies that will address key problem areas. This then is the second phase. The strong focus in this phase is the identification of the desired future state and how to practically get there. This is essential to avoid the development of a plan that outlines the existing situation but does not take strategic steps to achieve the desired state. The third phase, known as the projects phase, aims to flesh out the strategic ideas into concrete proposals and goes into considerable detail with regard to budgets and responsible agencies. The strategic vision is thus turned into identified projects. The focus of the integration phase is to ensure that the projects can work together as an integrated five year plan to achieve the overall strategic vision. The final phase allows all sectors to review the product and ensures that the key identified issues are properly addressed before the plan is approved. A strong focus of the approval phase should be horizontal and vertical coordination between various government departments. Horizontal coordination should occur between adjacent municipalities, and should be facilitated by a district level planning summary. Vertical coordination should occur through input from the provincial and national government that ensures policy compliance. Further focus is given to public participation during this phase. The public sector is given the opportunity to review the final product to ensure that it addresses

any concerns that they have raised. This is an essential process as it ensures public buy-in for the final product (CSIR Environmentek 2004).”

Table 1: This table describes the IDP planning process, including the various phases of the process, the activities that are achieved during each phase and the strategic focus of the phase.

Phase	Activities During Phase	Strategic Focus
Preparation	Clarification of roles and responsibilities. Design program for the planning process, including public participation.	Strategic Planning
Analysis	Identify and understand key issues through various analyses. In-depth analyses of priority areas.	
Strategies	Formulation of vision and objectives. Formulation of development strategies.	
Projects	Formulation of project task teams. Allocation of preliminary budgets. Design of project proposals.	Packaging projects and programs
Integration	Integration of projects and programs. Compilation of integrated sector programs.	
Approval	Provide an opportunity for comments from provincial and national government. District level workshops for horizontal co-ordination. Incorporating or responding to comments from the public, district and various spheres of government. Final adoption by municipal council. District level summaries of local IDPs.	
Implementation of the IDP	Institutional reorganization to focus resources around priority areas. Development of monitoring system.	Operational
Monitoring and Evaluation	Has vertical and horizontal coordination occurred? Feedback to stakeholders.	Monitoring and continuous improvement

It is essential to remember that this five phase process culminates in the production of a five year planning document. One of the most important phases that will largely determine the success of this document is still to come, and that is the implementation phase. Implementation can only occur after approval, this phase requires institutional reorganization to focus resources around priority areas that

have been identified in the planning process (Coetzee 2002). It is essential that the reorganization process results in clear accountability for progress toward achieving set targets (CSIR Environmentek 2004). An important component of this process is the development of a sound monitoring system. This system should provide clear data to allow for feedback into the planning process, thus facilitating adaptive management. The monitoring system should feed into the lines of accountability and should be used to examine performance (DEAT 2003).

4.4. The Spatial Development Framework

As part of the integrated development plan, municipalities are legislated under the Municipal Systems Act to prepare a spatial development framework (SDF). The primary purpose of a municipal SDF is to represent the spatial goals of the local authority that results from an integrated consideration of the various spatial implications of various sectoral issues (Barbour 2002). The sectoral issues that are raised in the SDF inform the spatial planning of the integrated development plan for that municipal region (Barbour 2002). The SDF can further be viewed as a mechanism to resolve conflicts surrounding land-use objectives (Barbour 2002). Many of the conflicts surrounding environmental concerns and land-use planning can be solved at an early planning stage through the incorporation of a Strategic Environmental Assessment into the SDF (Barbour 2002). This could be viewed as a proactive way of considering environmental issues as opposed to the reactive, project focused approach that is used during the environmental impact assessment approach (Sowman & Brown 2006).

4.5. The Benefits of an Integrated Planning Approach

Past approaches to planning in South Africa followed hierarchical, centralized and ad hoc patterns (Sowman 2002). In an attempt to move away from past practices large scale decentralization has occurred with many governance functions moving to the local level, with a stronger focus on a strategic approach (Robinson *et al* 2003, Todes 2004, Sowman and Brown 2006). In South Africa the integrated planning approach was introduced as a key planning tool to assist local level government in fulfilling their new expanded role (Sowman and Brown 2006, Harrison 2001, Oranje *et al* 2000). The emerging consensus amongst environmental professionals is that the integrated planning process can lead to more sustainable and effective outcomes than project-based approaches with ad hoc interventions (Harrison 2001). The approach used during integrated development planning emphasizes

planning which is multi-faceted, long-term and participatory (Robinson *et al* 2003, Harrison 2001). Further, statutory requirements have been put in place in an attempt to be more comprehensive and strategic in promoting local government (Harrison 2001). A final innovative strategy used during integrated development planning is the requirement that budgets be linked to the objectives and vision as set out by the IDP (Todes 2004). This therefore emphasizes financial management and the prioritization of expenditure (Robinson *et al* 2003). Thus the proposed function of integrated development planning is to; determine mutually agreed upon policy programs and objectives, align scarce financial and human resources with these projects, ensure the vertical and horizontal integration within local government and at a provincial and national level, ensure the transparent interaction between local government and residents, and to make local government accountable (Robinson *et al* 2003). Meeting these requirements and responsibilities places immense strain on local government, this is further exacerbated by the historically inequitable patterns of development throughout South Africa, the wide spread reorganization of municipal boundaries and the scarce financial and human resources at the local level (Sowman and Brown 2006, Todes 2004).

The necessity behind the use of an integrated planning process should be explored from the perspective of what is involved in coordinating projects that will achieve strategic results within the municipal area (Robinson *et al* 2003). To achieve real measurable results at a local level it is essential to move away from the fragmented project approach in which projects do not link to one another and do not address the causal issues within the area (Robinson *et al* 2003). Through an integrated approach, plans can be mutually reinforcing and lead to a strategic approach that addresses the real issues (Sowman 2002). The attainment of a strategic approach requires good internal linkages between sectors, well-coordinated action within local government, and alignment with other spheres of government (Todes 2004, Robinson *et al* 2003). Integrated development has a further focus on cross-cutting issues, such as gender, poverty and the environment (CSIR and GTZ 1998). These cross-cutting issues form the basis of many issues within a local government area and thus need to be addressed in order to adopt a strategic response (Coetzee 2002). Due to the strategic nature of the IDP process and the emphasis on linkages and coordination, this approach allows for explicit links to be made between a merely planning orientated perspective and one that focuses strongly on implementation (Robinson *et al* 2003).

In this manner the IDP process is steering South African government in the direction of intergovernmental planning and budgeting. Through this local level, participatory approach government is provided with a view of prioritized needs of communities at a grass roots level (Robinson *et al* 2003, Oranje *et al* 2000). A knowledge base regarding the developmental potentials and constraints across the country can begin to emerge. Ultimately a very useful and structured form of interaction can be achieved with other spheres of government and with other municipalities (Todes 2004).

4.6. The Disjuncture between the Environment and Planning: The Need for an Integrated Planning Tool

The concept of sustainable development has been part of policy and legislative rhetoric within South Africa for the past decade however a common understanding of the concept within the governmental context is still lacking (Todes 2004). Broad definitions of sustainable development have largely been agreed upon but the application of this concept to projects, programs and plans within various professional disciplines varies greatly (Todes *et al* 2005, DEAT 2002). Many of the vision statements of municipalities and documents guiding local governmental activities contain much of the sustainability rhetoric; however in practice the need to address past inequalities and provide necessary services overshadows sustainability considerations (Sowman and Brown 2006). A limited understanding exists regarding the linkages between environmental management, planning, and human welfare. Municipal agendas therefore tend to ignore the need for mainstreaming environmental issues and take on a short term vision (Sowman and Brown 2006). Further, the devolution of power to the municipal level has not been coupled with sufficient capacity building leading to limited capacity in the environmental field, both in terms of human resources and technical expertise (Sowman and Brown 2006, DEAT 2002).

Due to the lack of internal expertise in many local municipalities external consultants are brought in to produce IDPs (CSIR and GTZ 1998). An appropriate support system to facilitate the production of IDPs at the local level has not been put in place, external planning consultants thus provided the only means of support (CSIR and GTZ 1998). A possibly more productive approach would be the inclusion of consultants in a supportive role of municipal officers to facilitate the completion of the IDP process within the municipality (Binns and Nel 2002). The use of consultants at the local authority level does

not always achieve positive results. It does not encourage capacity building within the local authority and consultants often do not have a full understanding of the social, political and economic context of the area (Binns and Nel 2002). Further planning consultants tend to use a traditional town planning approach as opposed to a supportive and capacity building approach, which allows for participatory and strategic planning (CSIR and GTZ 1998). Many questions have been raised as to the readiness of local governments, planning and environmental professionals to embrace and deal with these changes effectively (O’Riordan *et al* 2000). South African legislation has given considerable consideration to notions of sustainability, the institutional capacity, knowledge base and capacity to manage processes is however lacking (Hamann *et al* 2000).

Traditional forms of planning have left a legacy of disjointed, inefficient, and environmentally unjust settlement patterns. Certain authors argue that by ignoring the various environmental concerns, planning has lost sight of its original social and ecological goals (Sowman and Brown 2006, Todes *et al* 2005, Robinson *et al* 2003). Strategic plans have largely been criticized for their lack of attention to environment and sustainability concerns; this includes IDPs (Todes *et al* 2005). Key global issues are frequently absent from regional plans, the focus is often sectoral as opposed to integrated, and lacks a strong understanding of interactions and conflicts (Todes 2004). Evidence is beginning to show that the incorporation of environmental and sustainability concerns within the integrated development planning process is unusual and largely inadequate (Todes 2004, Sowman 2002). The need to consider the environment as a cross cutting issue has not been realized, subsequently the environment is still considered as a sector or as an add-on after project formulation (Sowman 2002). Consideration needs to be given to the fact that IDPs have a very wide ambit and cover a number of issues, thus allowing for a very weak consideration of these various issues (Hamann *et al* 2000). Historically environmental concerns have not been given adequate consideration and may therefore need a stronger driver than the IDP to ensure their inclusion in planning (Todes 2004). This is particularly true in a developing country context where issues such as housing dominate other concerns. Further, sustainability considerations are seen as ‘green agendas’ of little concern to local people.

Environmental management approaches have also been criticized due to their narrow focus on biophysical aspects without taking broader sustainability concerns into account (Hamann *et al* 2000). Further criticism has been leveled at the fact that certain environmentalists feel that integrated

environmental management can in certain instances replace planning (Brown 2006). It has however been argued that environmentalists do not have the knowledge base and experience to create well performing settlements (Todes *et al* 2005). This argument once again highlights the need for an interdisciplinary approach to planning that takes into account all aspects of sustainability (Todes 2004). This should be considered in light of the fundamental differences in rhetoric and philosophies that abound from professionals that deal with spatial and socio-economic concerns as opposed to those that deal with the natural environment (Claassen 2001, Sowman 2002). This indicates that a gap exists between policy and practice. The various legislative enactments call for the integration of environmental concerns into municipal planning and decision making processes but the mechanisms for achieving this integration have not been identified (Sowman 2002).

Much of the literature indicates that there is a greater need for the integration of environmental concerns into planning. Any amount of integration does however require large scale cooperation and a change in the knowledge base of planners (Todes *et al* 2005). One approach that has been put forward is the incorporation of environmental concerns at every stage of the planning process (Sowman 2002). In this way the environment would be mainstreamed within the planning process and would be a cross-cutting issue that informed all planning decisions. This is largely what the integrated development process has set out to achieve. However, as previously stated, the capacity of local level officials coupled with the profile of the environment and the acceptance of these issues amongst the public suggests that there is insufficient impetus to ensure that the environment is seriously considered (Todes 2004, Sowman 2002). Ultimately, to achieve sustainability within the integrated development plan recognition needs to be given to the need for a paradigm shift that will guide planning to a more integrated approach (Todes 2004). The emphasis is then placed on a gradual process of change in a locally appropriate direction, through learning and adaptation, the building of shared understandings and partnerships, and improving management towards sustainability (Robinson *et al* 2003).

Chapter 5: Analysis

5.1. Introduction

This chapter draws together the information that was attained during the document analysis and interview processes. The interview process and the analyses of the various IDP documents were based on a sustainability framework (figure 1) that was developed from the various governmental guide documents that have been produced at the provincial and national level. Interviews were conducted with various municipal officials at the district and local level throughout the Western Cape, as well as selected provincial and national officials. Interviews were of a semi-structured nature in order to give officials the opportunity to raise issues that were of relevance to them. The IDP documents from the various district and local municipalities were analyzed according to the analytical framework in figure 1. A total of eleven IDP documents were reviewed, see tables 2 and 3 for a complete list of IDP documents. The main focus of this framework is on assessing the sustainability questions that need to be considered during each phase of the IDP process, with an emphasis on environmental issues. The information contained in the IDP documents was thus used to contextualize the information gained during the interview process. The information presented below is an amalgamation of the information gained from the interviews as well as the information attained from the systematic review of the IDP documents; the key issues have been grouped into themes. It is presented below in a discursive format under a number of headings derived during the interview and analysis process. Specific statements have not been attributed to specific individuals to ensure anonymity of all individuals interviewed.

5.2. Review of IDP Documents

In terms of the review of IDP documents, it is pertinent to examine the framework that was established to guide this research (figure 1). This framework was developed from the various governmental environmental sustainability and IDP guidelines that have been produced at the provincial and national level to guide local level function (CSIR and GTZ 1998; DEAT 2002; CSIR Environmentek 2004). Further insight was gained from the sustainability literature (Bond *et al* 2001; Barbour and Brownlie 2002; Glass 2002; Naess 2001; Sowman and Brown 2006). The majority of these guidelines are based on the method of breaking the IDP process into its relevant phases and then describing the activities necessary during each phase (CSIR and GTZ 1998). This framework was used to guide interviews at the local, district, provincial and national level. This framework was

further used to analyze the various IDP documents of the metropole, district and local municipalities. Relevant to this discussion is the viewpoint expressed by the various municipal officials regarding these guideline documents. As noted later in this chapter and embroidered upon in the discussion, most officials are of the opinion that these guides are too time consuming and require a level of capacity that is not currently available at the local level. Furthermore, the level that these documents talk to may not be appropriate within the current local government context. Table 2 and 3 below give a summary of the review of the IDP documents selected for this study. It should be noted at this time that interviews with municipal officials quickly highlighted the gap between what was expected of the IDP process, as highlighted in figure 1, and what was occurring on the ground, as highlighted in tables 2 and 3. Thus, the tables below do not contain the level of detail on environmental sustainability performance as the initial framework document envisaged due to the limited attention to environmental and sustainability considerations in most of the IDP documents. The information presented in table 2 and 3 is discussed further under the various sustainability headings in this chapter. Sustainability rhetoric has entered local level policy documents but implementation of this concept is not yet occurring within many local level municipalities. IDP documents have yet to make the link between economic activities, livelihoods and social processes, and how these interface with the natural environment. The majority of municipalities have yet to deal with the contextual issues surrounding current development trends and their impact on the environment, and the sustainability of these processes.

Table 2 Summary of findings from the review of the metro and district IDP documents (Source: Various IDP Documents, see reference list).

Metro and District Municipalities	Consideration of Provincial and National environmental sustainability Policy Documents	Identify key environmental assets underpinning development	Identify trends affecting sustainable development	Consider the implications of proposed strategies for sustainable development and the environment	Consider the desired state of the environment	Horizontal and vertical alignment achieved between governmental spheres	Institutional reorganization to focus resources around priority issues	The level of incorporation of Strategic Development Frameworks into IDP documents.	Development of monitoring system
City of Cape Town	Policy documents interpreted in terms of local context and incorporated into document	State of the city addressed and environmental assets listed	New key focus area added dealing with energy efficiency and sustainability	All strategies refer to environmental opportunities and constraints	A long term planning horizon of 30 to 40 years is considered which incorporates the state of the environment	Provincial and National gov leave City to deal with issues independently. No interaction with surrounding districts	Incorporation of new Strategic Focus Area and required budgetary alignment	The SDF has been used to spatially define IDP outcomes	Service Delivery and Budget Implementation Plan as per legislation
Cape Winelands	Policy docs interpreted in terms of local context and incorporated into document	Environmental assets identified in terms of current trends and pressures	Various environmental, social and economic trends addressed	Strategies take into account sustainability and environmental constraints	Addresses long term vision but lacks specific long term environmental goals	Document talks to provincial and national strategies. Local municipal IDPs incorporated	Budgets aligned with various key outcomes.	Developed an implementation framework to assist municipalities in incorporating SDF	Performance management to enhance organizational efficiency and effectiveness
West Coast	Policy documents interpreted in terms of local context and incorporated into document	Environmental consideration limited to biodiversity considerations	Sustainable development not linked to key trends	Limited number of strategies talk to environmental and sustainable development considerations	Desired state of the environment not considered	Interaction with provincial government limited. Local IDPs incorporated in document	Budget aligned with key project outcomes	SDF still to be completed for district	Monitoring system not mentioned in document.
Central Karoo	Information regarding policies not included in document	Document mentions environmental opportunities, threats and weaknesses	Economic, social and environmental trends not linked to sustainable development	Proposed strategies do not take sustainability and environmental considerations into account	There is no long term environmental vision mentioned	Good working relationship with local municipalities. Very isolated from other districts	Serious capacity constraints and associated lack of reorganization.	SDF included as appendix, not incorporated into IDP	No monitoring system discussed in IDP document
Overberg	Policy documents interpreted in terms of local context and incorporated into document	Document discusses the various environmental opportunities and constraints in the area	Trends not sufficiently linked to sustainable development concerns	Sustainable development mentioned but not explored in sufficient detail in context of proposed strategies	Long term vision linked to environmental policy but not sufficiently detailed	Horizontal alignment with province problematic. Local structures for alignment not currently in place	Financial viability and allocation strongly linked to project outcomes	SDF incorporated but currently being updated	Service Delivery and Budget Implementation Plan as per legislation, not mentioned in document
Eden	Policy documents interpreted in terms of local context and incorporated into document	Document does not refer directly to environment as a limiting factor	Sustainable development mentioned in vision but not linked to trends	Sustainable development and environment considered under various strategies	Desired state of the environment not discussed	Horizontal alignment with province limited. Relationship with local municipalities limited	Budgets linked to various project outcomes	Currently reviewing the SDF.	Monitoring system not discussed in document

Table 3 Summary of findings from the review of the local IDP documents (Source: Various IDP Documents, see reference list).

Local Municipalities	Consideration of Provincial and National environmental sustainability Policy Documents	Identify key environmental assets underpinning development	Identify trends affecting sustainable development	Consider the implications of proposed strategies for sustainable development and the environment	Consider the desired state of the environment	Horizontal and vertical alignment achieved between governmental spheres	Institutional reorganization to focus resources around priority issues	The level of incorporation of Strategic Development Frameworks into IDP documents.	Development of monitoring system
Stellenbosch	Policy documents interpreted in terms of local context and incorporated into document	No discussion regarding environmental assets	New strategy known as "Stellenbosch Futures Strategy" to focus on sustainable development	Sustainable development and environmental considerations are beginning to infiltrate proposed strategies	The sustainable futures strategies considers a longer term planning horizon.	No alignment with other municipalities. Limited interaction with district	Budget linked to project outcomes	SDF has not been approved and not incorporated into IDP	Monitoring system not mentioned in document
Swartland	Policy documents interpreted in terms of local context and incorporated into document	Environment considered in terms of biodiversity priority areas	Concept considered in municipal vision but not linked to current trends	Proposed strategies not linked to sustainable development and environment	Future state of environment considered in terms of Macro strategy	Limited interaction with other local and district municipality	Budget linked to long term strategic ad operational objectives	SDF incorporated as spatial component of IDP. Done in detail for various towns in area	Performance indicators and targets incorporated in document
Prince Albert	Policy documents interpreted in terms of local context and incorporated into document	No discussion surrounding environmental assets	Sustainable development not discussed	Proposed strategies do not consider sustainable development	Future state of the environment not discussed	Good working relationship with the district and surrounding local municipalities	Lack of capacity preventing institutional reorganization	SDF has not been approved and not yet incorporated	In process of developing a performance management system.
Swellendam	Policy documents interpreted in terms of local context and incorporated into document	No discussion surrounding environmental assets	Sustainable development not discussed	Proposed strategies do not consider sustainable development	Future state of the environment not discussed	Limited interaction with surrounding local municipalities and district municipality	Budget linked to proposed projects	SDF has not been completed	Monitoring systems not discussed in the document
Knysna	Policy documents interpreted in terms of local context and incorporated into IDP	Environmental assets identified and linked to long term vision	Sustainable development considered in various local trends	Sustainable development and environment considered in limited strategy context	Desired state of the environment linked to the 2020 vision for the area	Minimal interaction with surrounding local municipalities. Poor alignment with district	Budget linked to project outcomes	SDF informing spatial component of IDP	Monitoring systems not discussed in the document

5.3. Capacity Issues at the Local Government Level

One of the major discussion points raised during the interview process dealt with the issues surrounding the IDP process itself. These issues ranged from problems surrounding human and financial capital to challenges during the IDP review process. A major issue that exists at the local government level refers to the serious capacity problems, these problems are not restricted to local municipalities but exist at the district and at the local municipal level. In 2007, eleven municipalities were on Provinces critical list and in need of an intervention. The critical list that is set up by the Department of Provincial and Local Government consists of municipalities that are experiencing a collapse in the structural framework within the municipality. This collapse in the structural framework leads to a break-down in function at the local level. The Provincial department thus has to intervene to ensure that the municipality produces an IDP for that cycle. The provincial strategy to assist municipalities on the critical list consists of a three step plan. Firstly the provincial consultant identifies the gaps in knowledge in the municipality, secondly they determine the way forward for the municipality, and lastly they set up an IDP document for the municipality. The critical list in 2007 included; West Coast District, Central Karoo District, Overberg District, Eden District, Witzenberg, Matzikamma, Cederberg, Beaufort West, Laingsburg, Prince Albert, and Kannaland. Currently there are four municipalities on the critical list, namely; Saldanha, Oudtshoorn, Matzikamma, and Kannaland. The removal of many of these municipalities from the critical list could be construed as positive change occurring within the Western Cape, and the improvement in performance levels of many of these municipalities in terms of their IDP process. However, to determine how the various municipalities are conducting their IDP processes it is necessary to investigate them in more detail.

In terms of the five district municipalities within the Western Cape, all of these institutions are conducting the IDP process as part of their internal function, and are therefore not using the services of external consultants. All of the district municipalities have at least one person with a dedicated environmental function that deals with the various environmental issues at a regional scale. It should however be noted that the Eden District municipality currently has a vacancy for a dedicated environmental officer and that this role is being fulfilled by the spatial planning department. In the Central Karoo District the Local Government Support Officer is fulfilling the function of environmental officer, and there is no dedicated environmental officer with a specific focus on regional issues.

At the local level the situation varies between districts. The use of external consultants to prepare the IDP document is not openly discussed as it constitutes a form of non-compliance. This is due to the fact that the compilation of an IDP for a municipal area is part of the mandated function of the municipality in question. The use of external consultants is often due to a degree of misconception that exists amongst municipal IDP managers. This misconception centers around the lack of understanding regarding what the IDP document is supposed to contain and ultimately achieve. Responses from most interviewees at the local government level suggested that municipal officials do not feel that they have the capacity and knowledge to correctly articulate the issues within their municipal area. Many officials are of the opinion that the IDP document must be highly technical but this would largely defeat many of the objectives of the IDP. The IDP document should be written in such a way that it is accessible to a range of stakeholders including the general public. The IDP document should therefore cover all the necessary issues in a comprehensive manner but should not be a highly academic and technical document. Of the six local municipalities that formed part of this study, one of the municipalities received help from the Department of Provincial and Local Government. None of the local municipalities in the study used external consultants for the development of their IDPs but three used external consultants to conduct the socio-economic analysis of their municipal area. Information provided by the Cape Winelands District and the Central Karoo District did however indicate that certain local municipalities within these districts were still relying on external consultants to develop their IDP.

It has also become apparent that provincial and national government do not have the capacity to fulfill their constitutional mandate of aiding local government. National officials feel that there is only so much that the national government can do to aid the other governmental spheres, it is now important for local government to commit to its function. Each sphere of government only receives a certain amount of funding and has to budget accordingly. The National sector has its own mandate to fulfill and cannot commit all funds to the local level. Certain municipalities are beginning to take a proactive approach and the national government is seeing improvement in these areas. The various spheres of government are no longer viewed as being independent and it is time for them to function together effectively.

5.4. Lack of Environmental Capacity Within Western Cape Municipalities

The situation at the local municipal level with regard to environmental capacity varies greatly between municipalities. Of the six local municipalities within the study, only two have a dedicated environmental officer. The best case scenario that exists when there is a lack of environmental competency is if the environmental function is handled by the town planner. In other instances the environment has been placed in structures such as the Community Development Department, whilst other municipalities only deal with the environment on a project by project base as is necessary under the National Environmental Management, Environmental Impact Assessment Regulations. Information provided by the various district municipalities indicated that in the West Coast District and Central Karoo District none of the local municipalities have a dedicated environmental officer. In the Eden District four of the local municipalities do not have dedicated environmental officers whilst in the Overberg district two of the local municipalities have a dedicated environmental officer.

These capacity constraints are in the form of human and financial resources. At the district level, recent restructuring processes have lead to a lack of income with an associated lack of funds for project implementation. Furthermore, human capacity at the local government level provides a serious constraint to municipal functioning. The lack of personnel in certain positions leads to a breakdown in project implementation, whilst the lack of skills leads to inappropriate projects and unsustainable outcomes. It is the responsibility of the local municipality to incorporate an environmental position within their organizational structure and to budget for it accordingly. In many cases it is necessary to convince councillors as to the need of such a person. From a provincial perspective, the Department of Provincial and Local Government can only point out the issues to the municipal manager and impress on them how important it is to consider environmental opportunities and constraints. The IDP manager must then either deal with these issues or ensure that the necessary skills are acquired to achieve the realization of these issues.

The IDP is viewed as an overarching plan for the municipal area, and as such the various sector plans within the municipality are highlighted in the IDP. To develop the IDP, the various sectors within the municipality present the issues within their sector to the IDP committee, and propose various plans to deal with these issues. The IDP is thus made up of these various sector plans. Each sector within the municipality has a forum which facilitates discussion amongst stakeholders, presents the opportunity

for issues and concerns to be raised, and then allows for strategies to be developed to deal with these issues. These forums represent the grass roots level at which the various concerns within the municipality are highlighted. These forums provide the opportunity for comment and input from civil society and the private sector. Within the Western Cape municipalities there was a large amount of variation as to how input from the private sector and civil society at large was brought forward at these forums. In certain cases, all members of the public were welcome to attend these meetings and raise issues whilst in other instances, comments from civil society could only be brought before these forums through the correct channels such as civil society awareness groups. Without the presence of these forums the various sectoral issues within the municipality would not be brought before the IDP committee and would thus not be highlighted in the IDP document. If sectoral issues are not brought forward into the IDP then they will not receive funding from the municipal budget and will continue to be an issue. With any of the sectoral issues in local government a “champion” has to exist at the grass roots level otherwise the issue will not be dealt with. As is clear from the above discussion, in many instances an environmental “champion” does not exist within local municipalities.

In many instances, the opinion of local municipal officials is that municipalities do not have a large affect on the natural environment due to the fact that their only impact is in the urban context. All development, infrastructure and services that the municipality is involved with happens within an urban environment which is already a highly disturbed and fragmented environment, thus concern for environmental issues is not high. In these circumstances the only form of environmental analysis that occurs is when an Environmental Impact Assessment (EIA) is required. The general consensus is that due to the highly regulated nature of project development this is sufficient to ensure environmental protection, and a higher level environmental strategic planning approach is not necessary.

5.5. The Challenges Facing the IDP Review Process

The main way that the national and provincial governmental spheres interact with the local level is through the IDP review process, whereby sectors can engage with the process, identify gaps and put strategies in place to deal with them. The review process has taken place since 2005. From 2005 till 2007 the review process was conducted at the national level. All of the various sector departments at the national level were involved in the process; this includes the sectors of transport, agriculture, tourism, environment, economic development and planning to name a few. The process incorporated

all of the nine provinces throughout South Africa and the various IDP documents, at the district and local level, were reviewed. The national departments then mobilized the various provincial departments and encouraged the attendance of all the various branches that had a bearing on the IDP process within provincial government. The involvement of various specialists was also encouraged. The engagement process was run over a week long period with each province having a dedicated room. The various sector departments, branches within province and specialists were then given the opportunity to rotate between the nine provinces. All of the nine provinces were reviewed in this way and comment was delivered on each of the IDP documents. When the process originated the national government was still experiencing capacity issues which frustrated the process to an extent but improvement was noted over time.

The process is currently being driven at the provincial level. All of the IDPs within a province are commented on by the provincial departments, this information is then presented to the national government level who then compiles a report for cabinet. The various national sector departments are given the opportunity to engage with the process at the provincial level. The engagement process is now handled on a district by district base. The provincial sector authorities have the opportunity to review the IDP document before the engagement process and then have the opportunity to ask the municipal officials various questions. The process tends to revolve around economic, procedural and infrastructure related issues. Many of the district and local municipalities feel that the strong focus on procedural and economic concerns is a flaw in the review process. There is a perceived lack of depth in the way that the review process is conducted due to the fact that there is no focus on the content of the document. There are currently no set criteria or mechanisms to assess the environmental context of IDPs. Sustainability rhetoric is articulated in the policy, vision and statements used in terms of economic growth and development but there are as yet no fixed environmental criteria. The Department of Environmental Affairs and Development Planning are currently working on developing a fixed set of environmental criteria for the Western Cape.

During the 2005 - 07 timeframe, a template for the review process was developed at the national level. This template focused on the main developmental challenges for the municipal area, the key driving forces for economic development and the proposed inter-governmental action. The review panel then considered the policy recommendations and considerations for national government. Certain

provinces have continued to use the template that was designed at the national level whilst others have broken away and designed their own template. In 2007, various sector departments at the national level also designed their own templates. The process of incorporating all of these various sectoral and ultimately provincial templates into a consolidated report has proved challenging. The risk that exists is that if the provincial department does not understand the information as presented by a sector they will merely leave this information out of the review document. Engagement should thus be occurring between the various sector departments and province to ensure alignment under the provincial template.

5.6. Issues Frustrating Alignment Between the Various Spheres of Government

In terms of engagement between the various spheres of government, the national department has to be mindful of the fact that the local government level is a sphere of government in its own right. National government therefore has to walk a very fine line to ensure that they do not undermine the authority of the local government level. The national government cannot take on a “big brother role” because all of the various governmental spheres are equally important in terms of effective governmental functioning. One of the main structures that has been initiated at the national level to assist with capacity constraints at the local level are the Local Government Support Officers (LGSO). These officials are from the national Department of Environmental Affairs and Tourism and have been placed in the various district municipalities throughout the country. These officials form part of a social response program to deal with the lack of capacity at the local level and the associated lack of proper function of the local municipality. These officials have been tasked with: assisting and guiding municipalities on environment and tourism planning and in the implementation of initiatives from the Department of Environmental Affairs and Tourism; arranging capacity building initiatives for municipalities; ensuring the alignment of environment and tourism programs with municipal planning tools; and engaging with the various relevant stakeholders in their municipal region. There has however been a level of misinterpretation from certain municipalities regarding the purpose of these officials. Certain municipalities have viewed these officials as “spies” that have been placed at the local level to report back to national government. This is due to the political differences that exist between the local and national level and the associated variation in political ideologies that lead to a level of insecurity at the local level. As a result certain local municipalities have frustrated the engagement process by not including the Local Government Support Officer in meetings or by

preventing them from voicing their opinion. During the interview process, it was noted that good working relationships are beginning to develop between the Local Government Support Officer and the district level official in various areas. In particular, LGSOs in the Cape Winelands and Central Karoo districts have established good partnerships with district officials that have lead to successful collaborations around various projects. These working relationships were not as well established at the local level but this may require more time for the LGSOs to establish themselves in the district.

At the provincial and national level tensions exist due to the rumors surrounding the dissolving of the provincial sphere of government. This has been considered at the national level in a bid to streamline governmental functioning. This has affected the interaction between the provincial and local spheres as the provincial government does not interact regularly with the local level. The instability in the various spheres of government is thus frustrating the cooperative governance requirement. Furthermore, there is a lack of understanding between the various governmental spheres in terms of functioning. One of the main reasons behind this is due to the variability with regard to time frames within the various spheres. The National government tends to function much slower than local government. The local level government needs to react quickly to deal with issues at the local level that are raised by civil society, whereas national government is engaged with policy processes that occur much slower. This is indicative of the different functions at the various municipal levels and leads to a level of frustration in terms of alignment between spheres. This issue can be linked to the various alignment problems that exist between local, provincial and national government. The IDP document at the local level is supposed to be informed by provincial and national policy but these various spheres of government operate in different time frames further frustrating the alignment process.

One of the key responses during the interview process indicated that the level of frustration with regard to governmental alignment is beginning to manifest in the form of people no longer believing that inter-governmental relations can work. Local government officials are beginning to feel that the priorities between the various spheres of government differ too substantially for the governmental spheres to ever align properly. The information contained in table 2 indicates that at the district level there is a limited amount of interaction with provincial government. It also indicates that the more rural district municipalities have a better working relationship with their local level counterparts. In

general alignment between the local and district level is poor. Table 3 indicates that at the local level there is very limited interaction between the various local municipalities is limited. Local officials feel that there needs to be alignment with municipal priorities, as these are the issues that are identified at the grass roots level. Budgetary planning at all spheres should be based on these issues to ensure the bottom up approach within government that has been specified by legislation. There is a large amount of rhetoric within South African legislation and policy documents surrounding alignment but in practice there are still many obstacles to achieving it.

5.7. The Role of the District Municipality and Issues Frustrating Effective Functioning

A large scale municipal restructuring exercise took place throughout South Africa in 2000 to allow, for the first time, a local government system that covered the entire country. Thus the various consolidated municipalities were created within each province. This further fulfilled the legislative mandate as set up by the Constitution, and gave effect to the various local level structures, such as the A, B and C municipalities⁶. The main role of the district municipality as visualized by the Department of Provincial and Local Government was as a strategic enabler for the local municipalities. The purpose of the district level IDP is to “provide a window into the District”. An important function of the IDP is to showcase the various strategies at the local municipal level. The District level IDP is thus a combination of the various strategies from the local level and the strategies raised by the district level sectoral departments. The district level IDP should be viewed as the “master plan” for the region, with implementation happening at the local level and the district taking on a more strategic role. In this manner, the district municipalities should be providing the strategic visioning for the region that is then realized through implementation at the local level.

The district municipality should be playing a further role in minimizing the capacity constraints that exist at the local level through initiatives such as Shared Service Centers. In this way the skills and knowledge that exist in a particular local municipality or at the district level are shared throughout the district, facilitating alignment between these various local level structures and the proper functioning at the local level. Initiatives such as these negate the need for an official handling every sectoral

⁶ A municipality: A municipality that has exclusive municipal executive and legislative authority in its area.

B municipality: A municipality that shares municipal executive and legislative authority in its area with a category C municipality within whose area it falls.

C municipality: A municipality that has municipal executive and legislative authority in an area that includes more than one municipality.

function in every local level municipality, as local level functioning will be aligned and efficient. There is currently a lack of control at the local level in terms of budget spending, alignment with the district level will thus allow for a greater level of control in terms of what is actually happening at the grass roots level within government. Many provincial and local level officials voiced the opinion that the district municipalities have not in fact been fulfilling these functions.

In terms of the relationship between the district and local municipal level various issues exist. One of the major stumbling blocks frustrating the alignment process is the political differences that exist between district and local municipalities. These major issues relate to the different ideologies of the two main political parties in the Western Cape. For example, the Eden District Municipality shows political allegiance to the Democratic Alliance party whilst many of the local municipalities show allegiance to the African National Congress. This situation is not unique to the Eden district and can be noted throughout the Western Cape. These political issues are frustrating the engagement process between the local and district level. Furthermore, these political influences are affecting technical functioning at the local level.

The second major issue affecting local level government functioning is the funding disparities that exist between the district and local level. In 2007, the districts resource base was removed. The district relies entirely on provincial and national government for funding. This has largely left the district municipality incapacitated in terms of the budget that they have available to ensure project implementation at the local level. Thus, the district no longer has funding available for the local level municipalities. Budgetary alignments are one of the major ways that the district ensured cooperation from the local municipalities. To gain funding from the district, the local municipalities had to ensure that they were following the strategic vision as set out by the district. The situation that now exists is that many of the local municipalities have more funding available to them than the district and they therefore no longer see the need for interaction and cooperation with the district municipality. In effect, too much power has been removed from the district level. In certain rural municipalities in the Western Cape there is still a strong reliance on the district due to the severe capacity and budgetary restraints in the area. In these circumstances, the local municipalities need all the support that the district can offer.

Local municipalities need to realize the important strategic role that the district can play in addressing issues that affect the entire region. Furthermore, district municipalities can fulfill an important role in conducting a broader strategic assessment of the opportunities and constraints that exist in the region. Certain services and initiatives can be handled more effectively at the regional scale. A major consideration in terms of district functioning should be the various cross-cutting issues that are not delimited by municipal boundaries and thus provide a challenge throughout the region. One example of this is the various environmental concerns that should be handled at the district level in the form of state of the environment reports, waste disposal strategies, regional water constraints and energy supply strategies. Once these documents have been produced at the district level they can be contextualized at the local level. The adoption of a holistic plan focused at the regional scale that takes into account the totality of issues is needed to ensure local level functioning.

Within the Western Cape Province, local municipal opinion of the role or value of district municipalities is varied. The role that local municipality's feel that the district should be playing and the role that they are actually fulfilling vary to a large extent. Many of the local municipalities feel that they do not receive sufficient support from the district, and that the district is not ensuring that the correct Inter-Governmental Relations Forums are in place to ensure interaction between the district and the various local municipalities. The district municipalities should be interacting with the local level in terms of project development and implementation but this is not occurring. In certain districts forums have been put in place to facilitate discussion around various regional issues. These discussions are however dominated by procedural considerations and therefore do not get around to content specific problems. The district municipality needs to establish a planning framework for the region to, manage, regulate and consolidate municipal activity. Furthermore, many local municipalities had not been given the opportunity to view and comment on the district level IDP.

5.8. Public Participation and Partnering

In terms of the sustainability agenda, public participation is essential to ensure an inclusive and representative process. One of the main objectives of the IDP process is to ensure that public participation occurs to inform the IDP process. In this way public opinion is reflected in setting priorities and determining the developmental path of municipalities in local level government functioning. Responses from interviews with local level IDP managers indicated that to facilitate the

public participation process, local municipalities advertise the engagement processes according to the legislative requirements of the Municipal Systems Act. In terms of this Act, any event that must be notified to the community must be done so in the local newspaper or in a newspaper of the area, or by means of radio broadcasts covering the municipal area. These notifications must be in the official language of the area which is determined by the council. These notices must also be displayed at the municipal offices. In terms of the format of public meetings, local municipalities have moved away from general public meetings to a ward committee approach. The various areas within a municipality are divided into wards, and members of the communities are elected onto a ward committee to represent the community. This is viewed as a more structured form of public participation as feedback from the community is filtered through the ward committees before being presented to the municipality. The ward committee approach is therefore a more streamlined and efficient way to ensure public participation. The local municipalities interact with the public through ward committees and then feed this information into the district level IDP. The local municipalities thus drive the public participation process which leads to strategic formulation at the district level. A number of local level IDP managers expressed the opinion that the public participation processes that they were conducting complied with legislative requirements but were insufficient to ensure a thorough participation process. This was largely due to the fact that public participation at the local level does not incorporate the ideas surrounding awareness raising and community empowerment.

In terms of the integrated development planning process and the various guideline documents, the level of engagement with the public should be occurring at a broad scale and should be dealing with strategic, planning issues. In-depth engagement, around specific issues, should be occurring within the various sector departments of the municipality. In this way key issues are addressed on sector by sector bases and then fed into the IDP. The quality of the interaction with the public is more constructive and intensive at a sector level where individuals can address the key issues that they feel are pressing within the municipal area. Feedback from interviews indicates that the situation on the ground varies from this ideal. The ward committees in the various municipalities meet on a monthly basis to discuss the various issues raised by the general community. An issue that exists in terms of general public engagement is the apathetic attitude that the general public tends to have towards issues within their municipal area. As with all generalizations there are exceptions but it does raise the question regarding how representative these ward committees are. The general consensus at the local

municipal level is that individuals only attend community meetings if an issue is affecting them personally. The majority of issues raised focus on service delivery, infrastructure development and housing backlogs. Discussion around strategic, cross-cutting issues such as environmental concerns is rare to nonexistent. The main focus of municipalities thus falls to operational issues as opposed to taking a more strategic approach.

One of the perceptions that exist amongst the general public is that the response time of local government is too slow. The dynamics within the community tend to be more mobile than that of local government. Thus, many communities do not feel that the municipality deals with the issues brought forward in a timely and efficient manner. In the IDP context, municipalities only engage with the ward committees on an annual base, and thus only engage with these issues in the timeframe laid out by the IDP process. The ward committees meet monthly but nothing can be done about the issues raised until the yearly engagement with local government on IDP issues. Due to the fact that issues within the community are not dealt with in a timely fashion, community trust in local government has deteriorated. This then could be one of the factors contributing to the community's apathetic attitude towards engagement processes.

Another issue surrounding the public engagement process is that of public awareness raising. One of the fundamental questions in this regard is how much responsibility lies with the municipality in terms of building capacity within the local community to enable the public to participate in the affairs of the municipality. The Department of Provincial and Local Government has attempted to deal with this issue through initiatives such as The Community Based Planning Project. Through initiatives such as these the municipality should be drawing the public's attention to all aspects of their living environment. Furthermore, engagement should take on a more interactive format whereby individuals in the community are engaged in discussion regarding issues of concern and are given the opportunity to provide solutions to these issues. In this way the municipality can draw public attention to the strategic issues at hand and facilitate meaningful dialogue.

To ensure that public participation is taken to the strategic level, linkages between the district and local municipal level have to be in place. These linkages are normally in the form of the IDP coordinating committee. Due to the high turnover of staff at the district level many of these

committees are not functioning as they should. In many instances the turnover at the IDP manager level has led to the breakdown in functioning of these structures. The endurance of these committees needs to be ensured so that the loss of staff does not affect large-scale municipal functioning. Another problem that has been noted in terms of the IDP coordinating committee is one of attendance. More specifically, the district municipalities tend to have trouble getting the various ward committees and the relevant provincial stakeholders to attend these meetings. The district municipalities can not just be a reflection of local municipalities as they have their own mandates to fulfill. The district municipality cannot prescribe what the local municipality does in terms of public participation. Local municipalities are supposed to have a structured public participation process in place to inform local level planning. Proper engagement at the local level is thus essential to ensure that the district is informed in terms of specific, local level issues. An effective public participation process is the only way to ensure that issues from the grass roots level are taken through the correct structures to the district level to allow for strategic investigation and solutions at a regional level.

Many local level IDP managers expressed the opinion that engagement with the public surrounding sector specific issues should be occurring within the relevant sector. An example that was given was that of the environmental issues that may exist in a municipal area, in terms of these issues any major public engagement should be happening within the sector concerned. These were thought to be the sectors of agriculture and tourism. In municipalities where there is an environmental sector, the main forum for public participation is Conservation Groups. An example of this is the Overberg Integrated Conservation Group. This can however be linked to the issues surrounding the sectoral approach adopted at the local level, and the fact that environmental issues are being restricted to certain sectors as opposed to be recognized as cross-cutting. In the Western Cape not many of these groups exist at the local level. A major stumbling block for the forums that exist at the district level is obtaining buy-in from the local level. The lack of appropriate structures at the local level creates further problems in terms of implementation. In terms of public involvement, the general public can not go directly to the IDP forum therefore issues must be raised through the appropriate forums.

A primary objective of the local IDP department is to establish partnerships with the private sector in an attempt to gain financial support, facilitate skills development, and set up mentoring opportunities. Relationships and shared initiatives can be developed with businesses, learning institutions, research

facilities and any number of other private institutions. In certain instances relationships have been developed but have yet to result in actual projects. Various IDP managers at the local level were of the opinion that municipalities need to take a more proactive and creative approach in terms of relationship building to help reach the various IDP objectives. There is insufficient funding available in municipal budgets to achieve these objectives on their own therefore partnering with the private sector is essential. It is not currently the function of any one person within an IDP department to develop relationships in the private sector. Most officials do not have the time to spend working on and building the necessary relationships to achieve project partnerships. Another issue that is related to the partnering issue is that of the analyses that are conducted in the municipal area and the fact that municipalities need to be aware of the needs that exist in their area before they can approach the private sector with partnering initiatives. A careful and thorough socio-economic and environmental analysis, followed by a strategic vision that is linked to various projects is needed. To encourage partnering the municipality has to show that it is aware of the issues within the area and has adopted a strategic vision to deal with these problems. These projects can then be presented to the private sector to encourage investment and development.

5.9. The Challenges to Incorporating Environmental Sustainability Considerations

The major issue in terms of environmental sustainability at the local government level has to do with the unclear mandate surrounding environmental management. In terms of interviews conducted with local municipalities, environmental management is not viewed as a core responsibility, and is referred to as an unfunded mandate. Generally, local municipalities are of the impression that environmental concerns should be handled by provincial and national government. One of the major constraints raised by all local and district municipalities in the province was the lack of funding available for environmental management. The budget provides a clear indication of whether or not the environment is being taken seriously. The amount of funding allocated to environmental concerns in the majority of municipal budgets is minimal at best, and generally nonexistent. There is a growing recognition amongst the district municipalities and the Cape Town metropolitan municipality as to the importance of taking environmental concerns into account however this view is not generally shared by local municipalities. Due to the fact that local government has been handed the new role of developmental governance it is necessary for them to consider the various cross-cutting issues within an area, which includes environmental management issues.

In terms of the Environmental Impact Assessment regulations under the NEMA, it is essential that local government develops an understanding of these regulations and ensures these are considered during the IDP process. The main reasoning behind this is that municipalities are the first level of government to interact with developers. Municipalities are not responsible for applications in terms of the EIA regulations but through their understanding of the process they can facilitate a smoother application process. Many municipalities are claiming that the EIA process frustrates development and prevents them from reaching their development targets. Through an understanding of the regulations and through the incorporation of the relevant legislation, municipalities can ensure that the process runs smoothly and thus facilitate the approval of these applications. This therefore provides one example of how the proper incorporation of the relevant legislation will lead to the better functioning of local level government. An important issue here is the fact that if proper environmental analyses are incorporated at the analysis phase of the IDP process then there should not be projects identified in the document that are unsustainable.

Certain district municipalities are making progress in terms of the environmental analysis being conducted at a regional scale to inform Strategic Environmental Assessments and Environmental Management Frameworks as noted in table 2. The main function of an integrated development plan is to determine where the municipality's very limited resources will be best spent. In order to know what the most critical issues in an area are and to align resources accordingly, analyses of the area must be carried out. More importantly these analyses must be of a high quality to ensure accurate information. The Central Karoo District is currently developing a biodiversity plan in collaboration with the Department of Environmental affairs and Development Planning. This information will then be used to feed into a Strategic Environmental Assessment for the district; ultimately the district is hoping to develop an Environmental Management Framework (EMF). The development of an EMF for the district will reduce the need for so many project level EIAs. The Cape Winelands District has completed a Strategic Environmental Assessment for the region; this was done in cooperation with the Council for Scientific and Industrial Research (CSIR). It is hoped that the Strategic Environmental Assessment will provide the necessary information to move beyond need identification and strategizing to implementation and partnering with the private sector. One issue that is not currently clear at the district level is whether these environmental initiatives will be taken further to inform the IDP and ultimately to inform project development for the municipal region. As noted in table 2,

further effort needs to occur at the district level to ensure that institutional reorganization occurs around identified priority areas.

Once again the issue of function and capacity is frustrating the application of these environmental analyses. Research is beginning to note the development of strategic environmental documents at the district level which then need to be implemented at the local level through local municipalities. However, as previously discussed there is a lack of environmental competence at the local level. This leads to a break-down in implementation due to the fact that financial and human capacity is not made available at the local level. As noted in table 3 there is a lack of incorporation of strategic documents into the various local IDP documents. Officials at the national level feel that this lack of implementation of strategic documents raises questions regarding local government's responsibility. Local municipalities spend tax payer's money to develop these projects but nothing is done to ensure implementation. Currently, many of these projects are nothing more than documents that get paid lip service in other governmental documents, such as the integrated development plan. These plans need to be implemented to ensure that the funds spent were not wasted and thus ensure responsibility for the project. The impression that national government has is that in many instances the prevailing attitude at the local level is that once the document has been developed the municipality has fulfilled its mandate. Municipalities need to realize that their function entails more than just producing documents and that implementation has to occur to accomplish strategic change, growth and development.

One of the major issues that exist at the local level in terms of legislative mandate centers on compliance. Local municipalities view their function in terms of compliance, thus they focus on fulfilling their mandate so as to ensure compliance from a legislative perspective. This therefore provides a very rigid structure within which municipalities function. If a task is not mandated then municipalities will not carry it out. Furthermore, when provincial departments put forward a particular project that requires assistance from the local level, municipalities expect the relevant department to provide funding at the local level. This is not how national and provincial government envisages funding for the local level to work. Local government needs to budget for these projects and thus use its own funding to ensure project implementation. All three spheres of government receive funding

and all three spheres have to budget accordingly to ensure that they fulfill their various functions. At the local level most funds are being used for basic service provision to the neglect of other issues.

In many instances the lack of implementation can be linked to the political environment of an area. Political instability leads to managers, decision makers and councilors not developing in their roles within government, thus project follow through is not occurring. The IDP review process conducted by provincial government is not helping this situation either. The review process largely focuses on procedural issues and whether a document has actually been produced, the presence of a document does not however mean that strategic change is occurring. The political agenda dictates a focus on compliance and budget alignment and not on content. The general opinion at the local level is that these engagement processes are further encouraging municipalities to look no further than meeting compliance requirements. The focus needs to be shifted from compliance to implementation and determining what real, strategic change is occurring at the grass roots level.

One of the major debates surrounding environmental management has to do with the cross-cutting nature of environmental issues. In terms of municipal functioning, the approach has always been sector specific and thus does not facilitate the adoption of a cross-cutting approach to issues. During IDP formulation, all of the various sectors within the municipality are supposed to input information regarding their sector into the document. This is considered to be an ideal way to develop a strategic view for the municipal area, and to ensure that all sectors are moving in the same direction. The approach mentioned above does not however allow for discussion surrounding the effect that various projects have on the environment. It also does not allow for the various environmental opportunities and constraints within the area to be examined and discussed. There is still a heavy emphasis in most municipalities on conservation-related aspects. The environment is generally considered in terms of the “green agenda” with limited focus on brown and grey issues. Statements such as “preservation of pristine environments” are common, but what do these statements mean in terms of the developmental role of local government. When environmental projects do occur, they are created in a vacuum and are generally supported by external funding.

A major stumbling block in terms of sustainability is the focus of municipalities on “getting jobs done” as opposed to “doing the best possible job”. Local level officials raised the point that due to the

blurring of lines between the political and administrative aspects of government, the political agenda is influencing the administrative functioning of government. From a political perspective, the more people who receive basic services the better. The focus is not on sustainable project roll out but on getting as many projects finished as quickly as possible. The focus at the local level is on tangible or visible delivery; therefore alternatives that may deliver a more sustainable but potentially more costly or time consuming project are overlooked. Examples of this can be seen when one examines a number of the housing projects that have been rolled out throughout the Western Cape. Certain officials at the district level have noted that the long term sustainability of these projects is not considered therefore many of these projects deteriorate over time and end up as another poorly planned settlement. These housing projects need to be about more than just providing shelter; they need to address the underlying social, environmental and economic issues in underprivileged areas. Consideration needs to be given to issues such as greening, open space development, alternative sewerage options, passive thermal design in low cost housing, and alternative service delivery methods to ensure more sustainable projects and outcomes. From an economic perspective, municipalities need to focus on projects in these areas that are labour intensive. These projects could be in the form of alien plant removal, greening of public open space, and road paving. Labour intensive projects will help to improve the social fabric of these areas through job creation and the returning of dignity to previously unemployed people.

5.10. The Need for a Spatial Planning Tool

Officials at the provincial level expressed the opinion that a major need that exists in the integrated development plan is a stronger focus on spatial planning to make it more spatially explicit. To achieve this, all municipalities are supposed to put together a Spatial Development Framework (SDF); furthermore these municipal SDFs must be aligned with the provincial SDF. The National Spatial Development Perspective is another guiding document that strongly informs local level SDFs. The Western Cape Provincial SDF is viewed as a best practice document as it is in line with all the relevant legislation and deals with all the spatial issues in the Western Cape. The municipal SDF is supposed to fulfill the function of a strategic guiding tool, however in many municipalities the process is only completed because it is mandated under the Municipal Systems Act 32 of 2000. Thus the usefulness of the tool in terms of integrated planning has not been recognized. Table 2 and 3 indicate that national and provincial environmental policy has been incorporated into local level documents but

the question remains as to whether this policy is being implemented at the local level. According to the provincial planning department, the biggest challenges facing municipalities in terms of the SDF are the urban edges around towns and integration of land use. Integration of land use refers to the incorporation of social housing into preexisting areas, the blending of residential and business use, and the densification of towns to facilitate the protection of natural areas and agricultural resources. Approval of urban edges around towns is a provincial competence. Thus, urban edges are one of the ways that the provincial sphere interacts with the SDF documents at the local level. Urban edges are further linked to development approval at the local level. In terms of environmental impact assessments, if the urban edge for a municipality has not been approved at the provincial spatial planning level they will not receive approval for development. In identifying projects or programmes during the IDP development process, officials need to be guided by the various provincial and national framework and policy documents.

Currently there is an insufficient amount of forward planning occurring at the municipal level which leads to debates surrounding development. Explicit planning coupled with a detailed and well laid out Spatial Development Framework would allow municipalities to have a clear idea of where development should and should not be occurring. Furthermore, this spatial vision for the area would indicate what kind of development should be encouraged. Provincial level officials felt that, currently the Spatial Development Frameworks that are being produced are not done in sufficient detail to fulfill the forward planning function. Municipalities are supposed to conduct strategic environmental assessments to inform the SDF for their municipality. A major concern in this regard is that these strategic environmental assessments are merely being added on to SDFs as appendices and are not informing the spatial development frameworks. In certain district and local municipalities, the Spatial Development Frameworks were formulated before the National Spatial Development Perspective and the Provincial Spatial Development Strategy, therefore the information contained in the municipal frameworks need to be updated. Many municipalities are still undergoing this process. Appreciation of the need to incorporate this spatial information is improving in some regions. Biodiversity information sourced from the South African National Biodiversity Institute is being incorporated into these frameworks to provide a conservation perspective. Provincial officials indicated that previously many of these frameworks were merely incorporated as well designed maps but current thinking is moving towards layered maps that will allow for land-use prioritization.

Due to the lack of planning capacity within local government, the spatial development frameworks are mostly being conducted by external consultants. A concern that has been raised at the provincial spatial planning level is that a conflict of interest may arise in terms of the consultants that are used to develop these SDFs. A real concern lies in the fact that consultants may use the opportunity to set urban edges in favorable positions to allow for planning approval of their developments. One way of dealing with this is through ensuring a very active role for the municipality and public during the development of the SDF however in most instances the project is merely handed to consultants and the municipality is only involved in project hand over upon completion. The provincial SDF was also developed by consultants however the various provincial planning departments played a very active role in the project development. Many officials at the provincial level indicated that there has been a large scale loss of planning capacity at the provincial level. Other officials were however of the opinion that the planning capacity to achieve these projects exists at the provincial level but that the amount of administrative issues involved in any project prevented planners from achieving their outcomes and thus lead to the need for external planning consultants.

5.11. A Sector Focused Versus a Strategic Approach

Currently the approach that is used to develop an integrated development plan is sector specific. The various sector departments focus on their individual mandates and push their own agendas. The main focus is on the legislative requirements and thus each sector within the legislation is covered accordingly. Thus, the end product tends to be compartmentalized according to each sector and does not talk to one strategic vision. Furthermore, the various cross-cutting issues, such as the environment, gender and poverty that affect all sectors, are not discussed and addressed. The IDP is not meant to be all encompassing, it is meant to be a focused, strategic document that dictates where the municipality's limited resources will be best spent. Thus, the IDP needs to focus on the critical issues that exist within the municipal area. The major issues that tend to be on the critical list of any municipality refer to services, infrastructure and the lack of skills at the local level. To determine what the critical issues are within the municipality, focus needs to be given to the various analyses that need to be done in the municipal area. This is one of the key activities that needs to be conducted at the outset of the IDP process. This reflects back to previous discussions regarding the need for quality analyses to ensure that correct information is being fed into planning strategies. As discussed under the section on the lack of environmental capacity, a local level official championing the environmental

cause needs to exist to ensure that an environmental analysis in the form of a strategic level assessment is carried out. Ultimately the IDP needs to be viewed as a strategic plan for the region and must incorporate projects that are feasible at the local level. There is however a lack of planning capacity at the local level, a strong need exists for people to capacitate local government staff to identify the critical issues in the area and then develop strategies that will deal with these issues in consultation with communities. Planning within a region needs to address the various service and infrastructure backlogs whilst taking into account resource scarcity and the lack of skills. All of the various sectors and spheres within government have used the integrated development planning concept as a means to achieve their various mandates. The various interviews with government officials coupled with the review of the IDP documents indicated that the strategic focus and meaning of the process has largely been lost.

It has been noted by officials at the provincial level that economic development is not the role that developmental local government should be playing. Focus would be better placed on creating an environment that is conducive for economic development and growth. Focus should therefore be placed on issues such as sufficient resources, infrastructure, safety, public transport and other factors that encourage development. This would then create the right environment for investment and development. Government focus has strayed to the manifestations of problems in society such as unemployment as opposed to focusing on the underlying drivers of these issues. Therefore, government interventions focus on job creation strategies as opposed to focusing on the underlying issues, such as lack of investment potential. The drivers underlying these issues need to be addressed, and to achieve this government must achieve a more strategic approach. In this case the underlying issue refers to a lack of development and growth leading to unemployment, but government should not be creating jobs they should be creating the required environment to encourage development. One example of how this has manifested within government can be found in the Local Economic Development departments that exist at all levels of government. The focus of these departments is on local level project development to achieve job creation. Their focus should however be on socio-economic analyses to provide insight into the strategic investments that are required in areas to facilitate growth and development. Furthermore, a dedicated function should involve the conducting of various environmental analyses that are necessary to determine the opportunities and constraints imposed by the environment in a particular area. These departments should be gathering the specific

information that is required at the local level to make strategic decisions regarding sustainable development and growth. For example areas with growth potential need to be recognized so that development can be focused here. Furthermore, these departments need to determine what skills, training and capacity building should be occurring in each municipal area. Once again, municipal function has become too involved in the political agenda. In terms of politics, job creation looks better than strategies to encourage external investment. Many of these politically driven projects are not sustainable and ultimately do not lead to long-term employment.

In line with the National Spatial Development Perspective, the ultimate overarching strategy for IDP is a simple matrix development, within any municipal area there are areas with growth and development potential and there are those areas that do not have growth potential. In areas with growth potential, the municipality needs to be investing in capital to encourage development. In areas without potential the focus needs to be on skills development to capacitate the population and allow for skilled people to move to areas that have growth potential. Thus, through a strategic planning approach these areas of greatest potential can be identified and municipal resources can be aligned accordingly.

The National Department of Environmental Affairs and Tourism views the IDP review process as the major way that the IDP can be improved as it allows for the various sectors to engage with the process. However, many of the district and local municipalities have criticized the review process and feel that it does not add value to their IDPs. As previously discussed, most of the criticism of the review process has to do with the lack of depth in the way that the documents are reviewed. There is too much emphasis placed on the actual process and insufficient attention is paid to the content of these plans. The review of the various IDP documents (table 2 and 3) highlighted the lack of focus on the environmental sustainability dimension. The monitoring and review processes for the IDP needs to undergo a shift in focus in order to move in a more strategic direction. The main focus of the review process is on legislative compliance which further encourages the sector approach followed by municipalities. To achieve an integrated approach municipalities need to realize the importance of considering cross-cutting issues. The engagement process with provincial and national government needs to focus on adding value to IDP document and steering these documents in a strategic direction.

5.12. Conclusion

This section has highlighted the various challenges and issues facing IDP development at the local government level. All of these issues impact on the consideration and incorporation of environmental sustainability criteria in IDPs. These issues further point to the general lack of understanding and knowledge regarding the sustainable development concept and how to address environmental issues at the local government level. The issues surrounding resource and capacity constraints are largely frustrating the proper functioning of developmental local government. Discussion around strategic, cross-cutting issues such as environmental concerns is rare to non-existent at the local level. The main focus of municipalities thus falls to operational issues as opposed to taking a more strategic approach.

Chapter 6: Discussion

Many recent studies on sustainable development indicate that sustainability is something that we should be striving towards, thus sustainable development should be viewed as the developmental path that needs to be taken to become a sustainable society (O' Riordan *et al* 2000). Due to the ever changing, dynamic nature of society it is essential to develop a mindset that focuses on sustainability in an attempt to move in a sustainable direction. To ultimately achieve sustainability it is necessary to apply the goals and principles of sustainable development which will lead to an improved quality of life for citizens whilst protecting the integrity of natural systems (Todes *et al* 2005).

The constitution indicates that the success of the integrated development plan must be assessed in terms of the extent to which it promoted; democratic and accountable government, the provision of services to communities in a sustainable manner, social and economic development, a safe and healthy environment, and the involvement of communities in matters of local government. The Constitution further indicates that these objectives need to be pursued within the financial and administrative capacity of the municipality (Oranje *et al* 2000).

As noted in the literature, the concept of sustainable development has undergone much criticism due to the fact that there is limited guidance as to how sustainable development should be achieved or measured (Barbour and Brownlie 2002). The measurement of what constitutes sustainability is uncertain, especially due to the fact that no targets or standards are available against which to evaluate environmental outcomes or performance (Barbour and Brownlie 2002). The ambiguity of the concept has lead to increasing levels of frustration globally, including amongst the various groupings of people trying to promote the concept (Kates *et al* 2005). Varying disciplines tend to interpret this concept differently, and researchers have noted different meanings of the concept playing out in the fields of environmental management and planning (Todes *et al* 2005). The different aspects of sustainability, namely social, economic, environment and even governance, tend to be embraced to varying degrees within these disciplines. Much of South Africa's current governmental policy is embracing a common discourse of sustainability, there are however a number of varying imperatives in policy between the disciplines of environmental management and planning (Todes *et al* 2005). The current study noted these various issues surrounding the concept of sustainable development manifesting in IDP

documents in varying ways these included, the weak incorporation of environmental considerations during project formulation and ultimately development, when environmental issues are considered the focus is narrow and does not take into account economic and social considerations, a lack of integration and alignment between and within the various governmental spheres, poor participatory processes and a lack of participation from the broader community leading to a level of apathy, and a limited amount of institutional and human capacity within government,

6.1. The Disjuncture Between Planning and Environmental Management

As discussed in the literature review, the fields of planning and environmental management have evolved over time in terms of their focus, purpose and identity. Both disciplines are products of their individual and shared history, a history that still influences the way in which these disciplines interact today (Sowman 2002). These similarities and differences have led to overlap in certain areas, but to divergence and conflict in other areas. Historically, planning was based on ideologies of separation, social control and functionalism, and in so doing played a fundamental role in creating the apartheid landscape (Sowman and Brown 2006, Todes *et al* 2005, Urquhart 2001). Past approaches to planning were technically based with limited possibility for participation (Todes *et al* 2005).

Many authors have commented on the lack of consideration of environmental considerations during this period (Sowman and Brown 2006, Todes 2003, Urquhart 2001). New approaches to governance that have accompanied the transition to democracy have brought with them new forms of planning and development that subscribe to the principles of decentralization, public participation, equity, social and environmental justice, co-operation and integration (Sowman and Brown 2006, Harrison 2001). Planning has taken on a new form which focuses on strategic or forward planning, and includes tools such as strategic spatial planning and design, and broader integrated development planning, that focuses on social and economic development (Todes *et al* 2005). According to the White Paper on Spatial Planning and Land Use Management, land development planning should focus on, enabling government and especially local government, to formulate policies, plans and strategies for land-use and land development that address, confront and resolve the spatial, economic, social and environmental problems of the country.

Environmental management as a discipline only emerged in the 1970's and consequently developed in parallel to planning (Todes *et al* 2005). Past approaches to environmental management focused largely on conservation, waste management and pollution control. During the apartheid years many racially-based land use controls and forced displacement of people were done under the auspices of planning and environmental management (Sowman and Brown 2006, Todes *et al* 2005). Today, environmental policy and legislation in South Africa has adopted an integrative, holistic and proactive approach to environmental management, which focuses on public participation and requires the input of expert opinion (Glazewski 2005). The actual practice of environmental management has however been described as highly technical and reactive (Glasson 1995, Claasen 2001, Barbour 2002, Sowman 2002, Todes *et al* 2005). Recent legislation and policy surrounding both planning and environmental management calls for an integrated approach to both disciplines. The highest law of South Africa, the Constitution, clearly supports the notions of integration, participation and co-operation as fundamental to achieving sustainable development (Todes *et al* 2005). To achieve these fundamental ideals co-operation needs to occur between the fields of environmental management and planning. There is a clear attempt to achieve this legislatively but emphasis needs to be placed on changing institutional arrangements, shifting mindsets, and developing effective tools to achieve this on the ground (Sowman and Brown 2006).

One of the key ways in which the new democratic government of South Africa intends to meet this challenge is through the integrated development planning process at the local government level. However, in order to assess the feasibility of this approach it is necessary to consider the various areas of conflict and overlap that exist in terms of environmental management and planning. The fields of environmental management and planning are both concerned with the management of change within the natural and built environment coupled with the management of human interventions (Sowman and Brown 2006). Recent policy documents pertaining to both disciplines emphasize the need for consideration of sustainability criteria, and both are required to balance the diverse range of economic, social and ecological concerns (Todes *et al* 2005). However, as has been noted in the analysis chapter of this study, the reality of planning is that it is strongly influenced by political processes which lead to the marginalization of ecological dimensions in favor of economic and social concerns. Many authors have noted that in terms of sustainability, these concepts are only weakly represented, and

strategic planning concepts are weakly developed in integrated development plans at the local level (Sowman and Brown 2006, Todes *et al* 2005).

The thrust of planning in the new democratic government is on proactive approaches, and on the development of strategic plans which in terms of our policy imperatives requires the incorporation of sustainability principles. However in many local municipalities the only environmental analysis that occurs is during the Environmental Impact Assessments that have to be performed at the project level. Many local officials expressed the opinion that due to the highly legalized process involved in attaining environmental authorization there was no need for them to concern themselves with environmental analyses in the IDP process. However, the integrated development plan is a long term strategic document that develops a vision for the municipal area. Under this vision, the municipality must determine the developmental direction it wishes to take. Only considering the environment at the project level will ultimately frustrate the developmental vision for the municipal area as the environment will become a limiting factor. This will, in turn result in land-use conflicts that will increase over time (Barbour 2002). To ensure sustainable development and growth a strategic level assessment of the environment is essential.

Recent academic literature has highlighted concerns regarding the various shortcomings of the EIA process (Glasson 1995, Claasen 2001, Barbour 2002, Sowman 2002, Todes *et al* 2005). In particular, the EIA process fails to address issues such as the suitability of a project or the cumulative affects of projects (Glasson 1995). In light of the need for accurate, strategic analyses feeding into integrated planning at the municipal level, the EIA process is considered to be insufficient to fulfill these requirements. Without a strategic policy that is informed by an assessment of the regions environmental resource opportunities and constraints, municipalities will not be in a position to identify a developmental path or a long term vision that is sustainable (Barbour 2002). Environmental analyses need to emphasize proactive, integrated and continual consideration of environmental issues to inform policy (Barbour and Brownlie 2002). Thus the reactive and sometimes defensive approach of these environmental analyses comes into conflict with the planning approach based on planning for delivery and future development (Todes *et al* 2005).

The IDP process has thus far provided limited and insufficient information regarding environmental resources and constraints that are likely to affect the delivery of services for future development (Barbour 2002). This points largely to the short-comings of the environmental analysis that has been used during the IDP process (Robinson *et al* 2003). Further consideration needs to be given to the fact that this developmental agenda as facilitated through the IDP process has placed a considerable burden of responsibility on the local tier of government (Binns and Nel 2002). Careful consideration needs to be given to the capacity and financial constraints experienced by smaller local authorities (Urquhart 2001). The interview process conducted in this research indicated that an attitude of learning and growth coupled with training and financial assistance may be necessary to achieve the goals as set out by our National government.

6.2. The Role of Developmental Local Government

Many provincial officials expressed the opinion that the challenge that exists at the municipal level is to understand their local economic base and how to unlock its full potential. To achieve this objective municipalities need to establish the key issues and challenges in their municipal area based on sound socio-economic and environmental analyses of their municipal area. This challenge in particular highlights the need for strategic planning within municipal areas. More importantly this indicates the need for good quality analyses feeding into strategic planning documents.

The interview process and IDP analyses undertaken in this study highlighted the fact that many municipalities have yet to complete any form of analyses of the existing situation in their particular municipal area. Precise, current information is required to determine the economic situation, the restrictions placed on development due to environmental opportunities and constraints, and the way forward. As per the National Spatial Development Perspective there are two main considerations in terms of growth and development. This refers to whether an area is experiencing growth or decline. Those areas that have growth potential need to be encouraged and growth must be facilitated through capital investment. In areas that are stagnating or showing a decline, any investment should take on the form of skills development, capacity building and awareness raising to enable people to move to areas of growth potential (CNdV Africa 2005). A further aspect that needs to be understood and applied in terms of growth and development is the restrictions to growth based on the resource base, as well as the potentials for growth if natural resources are used in a sustainable manner.

This then raises discussion around the proper functioning of government in general and what government's role is in ensuring the sustainable growth and development of its communities. Developmental local government should be focusing on what developmental issues need to be addressed in order to ensure functional, integrated sustainable communities whose basic service needs have been met, thus allowing the population to be capacitated through education and skills development. This would lead to the provision of an attractive environment for investment from the private sector to allow for job creation and growth. The main focus of government at all levels should thus be on providing an attractive environment for investment. Growth and development can not be sustained in the long run if it does not take sustainable development principles into consideration. In the debate surrounding the correct role for developmental local government, there is a growing realization that the basic services and core infrastructure that municipalities provide are critical to the larger policy concerns surrounding unemployment and inequality (Pieterse and van Donk 2008). International experience indicates that improved resource and environmental management outcomes can be achieved if government agencies take a longer term view, consider whole systems as opposed to considering components in isolation, and coordinated and integrate their activities with one another (Hooper *et al* 1999). Ultimately it is essential that developmental local government has an understanding of all the various environmental and social dimensions occurring in their municipal area in order to ensure that economic initiatives are or will be sustainable.

In light of the various challenges facing developmental local government that were raised by local level officials, it is possible to make an argument supporting the assumption that South Africa should still be considered as a developing country despite the progress that has been made in certain areas. It is thus important to recognize that many studies conducted on broader Local Agenda 21 issues and more specifically on the integrated development planning process are focused in a developed country context (Sowman and Brown 2006). As Sowman and Brown (2006) note the application of first world approaches, models and tools are not always transferable to the developing world context. This should not however be viewed as a barrier to developmental progress at the local authority level in South Africa. What this does indicate is that South Africa may not be ready for the wholesale integrated approach adopted by other countries (Sowman and Brown 2006). Rather a learning approach that raises awareness amongst local officials, and ensures that the necessary capacity exists should be adopted. As discussed below, establishing the need for an integrated approach at the local level may

be an essential first step that has yet to be achieved in the Western Cape. Ultimately an attitude of adaptive management may be necessary to deal with the unique developmental challenges facing the province.

6.3. Institutional and Capacity Constraints at the Local Level

Certain officials at the local level raised the point that a major role of the IDP department is to develop partnerships with the private sector to encourage private funding. The issue of partnerships at the local level needs to be given greater consideration. To ensure the long term sustainability of the IDPs strategic vision, partnerships should be considered as an initial requirement during the IDP process. This is not however occurring due to capacity constraints. The time and effort required to achieve these partnerships dictates that a dedicated official is needed to fulfill this task. Local municipalities have a small share of governmental funding, but through vertical integration the IDP is supposed to guide provincial and national spending at the local level (Todes 2004).

There are serious capacity constraints at the local government level which affects the efficient operation of the municipality. Without sufficient human capacity the various systems that are necessary to ensure the proper functioning of the institution will not run efficiently. The current research indicated that this is largely the case in many municipalities in the Western Cape. Many local authorities are so weak institutionally that they struggle to perform the most basic functions of management and service delivery (Harrison 2001). The lack of capacity further affects the extent to which the ambitious aims of legislation can be achieved (Todes *et al* 2005) In view of this, the expectation of achieving a sophisticated level of integrated and coordinated planning seems premature (Harrison 2001). These capacity constraints raise questions regarding the sustainability of planning and environmental systems, and should encourage a greater focus around what can actually be achieved and sustained at the local level (Todes *et al* 2005).

Broader studies surrounding Local Agenda 21 initiatives indicate that a capacity for continuance is essential within the process to ensure that the process itself is sustainable (Selman 1998). A number of municipalities in the study group indicated that various aspects of the integrated development planning process had not occurred during that cycle due to the absence of certain officials. The necessary forums and systems to ensure that the IDP process runs effectively do not display this

capacity for continuance. This is largely due to the lack of structural mechanisms that are necessary to maintain function following the departure of key personnel. Selman (1998) describes the need for a “self-perpetuating internal dynamic to engender sufficient energy and commitment in order to assure spontaneous continuation into the future.” Due to the large amount of political instability experienced in many municipalities in the Western Cape, this self-perpetuation is essential to ensure proper municipal function.

It is further essential that municipalities become efficient in terms of service delivery and operating of the institution (Oranje *et al* 2000). This can only be achieved through the streamlining of municipal functions and having the correct systems in place. The internal competency and capacity of municipal staff will play a significant role in ensuring the effective and efficient running of the institution and will ultimately provide for the financial viability of the municipality. The financial viability of the district municipalities within the Western Cape has already been brought into question. As determined in this study, district municipalities no longer have an independent source of revenue and thus rely on funding from the national and provincial level. In the opinion of certain provincial officials, district municipalities have not fulfilled their role as strategic planner for the various municipal areas; therefore the district level municipalities may be removed during the next municipal council elections. The lack of strategic planning on behalf of the district has been linked to the perceived inefficient expenditure of budgets at the local level, according to provincial and national officials. Local municipalities need to place more stringent controls on how funds are spent; one of the ways of achieving this is through coordination with the other spheres of government to achieve streamlining and better municipal functioning.

Provincial officials indicated that capacity building programs that have been set up by the various provincial sectors have not produced any significant results at the local level. These programs are focused around various sectoral concerns that are important to the given department at a particular time. A more strategic approach towards capacity building may be necessary. One of the current initiatives run by the national Department of Environmental Affairs and Tourism focuses on the provision of capacity at the local level. A local government support officer has been placed in each of the district municipalities throughout the Western Cape. Their major function is to determine what gaps exist in terms of environmental capacity within the various local municipalities and to collate and

circulate a capacity building analyses report to the various branches of DEAT. Another of their major functions are to ensure that DEAT funded projects are implemented effectively at the local level. This initiative could be viewed as a step in the right direction. However an audit of capacity throughout the local municipalities that incorporates all sectors followed by a focused capacity building program would be more effective. There is a need to move away from these sector approaches to develop an institution that has the capacity to work effectively as a whole to address the various key issues within the area.

To aid municipalities in fulfilling their new mandate as developmental local government and to deal with the multitude of teething problems associated with the integrated development plan, the Department of Provincial and Local Government developed a guide series (DEAT 2002). This series dealt with the IDP process in a number of steps and encouraged municipal strategizing around key questions and issues. These guides have largely been successful in encouraging municipalities to undergo the correct process; they have however fallen short of achieving an integrated approach that considers the cross-cutting issues in the municipal area. Subsequent to this guide series, a number of sector specific guides have been developed. Many officials at the local, district and provincial level voiced the opinion that these sector specific guides are too time and resource consuming. A major constraint that is raised repeatedly is the lack of capacity at the local level, thus these various guides that demand time and input from the already constrained staff are unreasonable.

To achieve positive results, national and provincial departments need to identify certain key deliverables and indicators to accompany capacity building. It is essential that departments begin to measure the progress that is being made in order to ensure effectiveness. The National Department of Environmental Affairs and Tourism has developed various guideline documents over time in an attempt to assist local government in including environmental considerations in their various processes. One of these projects is in the form of an Environmental IDP Toolkit that discusses the various environmental tools and strategies that can be used to incorporate environmental concerns into the various phases of the IDP process. An issue that has been raised by the various district and local municipalities regarding projects of this nature is the lack of project roll-out and awareness raising that should compliment a project such as this. In discussions with various municipalities it became apparent that the majority had never heard of these toolkit initiatives let alone seen or used the

document. To ensure that these projects are being successful and to encourage positive change at the local level it is necessary to ensure project roll-out.

6.4. The Need for an Integrated Approach

According to the Municipal Systems Act, municipalities are required to align with sector specific legislation that is of relevance to their development strategies. This should not be interpreted to mean that every piece of sectoral legislation needs to be incorporated in every municipality's integrated development plan. Rural areas should not for example feel the need for the inclusion of a traffic management strategy. As noted by this study, municipalities have to analyze their current situation and align their scarce resources with the issues that will have the greatest impact. Todes (2004) stated that, in the context of great inequalities and scarce resources, IDPs provide the framework for municipalities, and other spheres of government operating in the area, to prioritize their actions around addressing urgent needs.

Research conducted in Australia and Canada has indicated that to ensure an integrated approach to dealing with issues one first needs to establish a need for an integrated approach (Hooper *et al* 1999). Firstly, people need to be convinced of the fact that there is a serious problem with regard to issues such as scarcity or degradation. The interviews conducted in the Western Cape indicated that a limited understanding exists regarding the linkages between environmental management, planning and human welfare. The municipal agenda therefore tends to ignore the need for mainstreaming due to a lack of understanding surrounding the concepts of sustainable development and environmental management as cross-cutting issues, and takes on a short term vision (Sowman and Brown 2006). Establishing the need for an integrated approach can thus be viewed as an essential step due to the fact that people will not be willing to align scarce resources and time with an issue unless it is judged to be serious (Oranje *et al* 2000, Hooper *et al* 1999). Secondly, it is necessary to establish that sufficient linkages or connections exist among the causes that the extra effort of an integrated approach will generate proportional benefits (Bond *et al* 2001, Hooper *et al* 1999). Finally, it is necessary to determine the value added through an integrated approach. This can be achieved by examining the inefficiencies associated with an un-coordinated approach, and by noting the lack of progress due to the fragmented, sectoral approach used previously (Hooper *et al* 1999).

In the case of municipal function in the Western Cape, the extreme lack of human and financial resources coupled with the various service and infrastructure backlogs highlights the need for an integrated approach. It has become increasingly apparent that the sector approach of the past is inefficient and is not producing the necessary results. The need for an integrated approach must be established in a systematic way to stand up to criticism from those agencies and individuals who will ultimately feel threatened by this approach (Bond *et al* 2001). It is necessary to anticipate resistance from these individuals as the integrated approach will be viewed as leading to intrusion into certain individuals areas of traditional responsibility (Hooper *et al* 1999, Sowman 2002, Todes *et al* 2005). For many local authorities the IDP is just another unfunded mandate from national government and there is a lack of acceptance regarding the need for a sensible planning tool. Thus it is essential to indicate the practical value of the IDP, and to indicate the link between planning and environmental management (Harrison 2001, Sowman 2002). In terms of issues such as long term sustainability and environmental challenges a cross-cutting, integrated approach is essential (Todes *et al* 2005).

6.5. Enhancing Public Participation

As indicated during the interview process, the core function of the municipal government level is still to provide access to basic services to their communities. Over the past ten years the role of government has changed dramatically, leading to the large-scale decentralization and devolution of power to the local level (Sowman and Brown 2006). Municipalities are now required to support National Government programs of action to provide services to all households. The massive backlog in services and infrastructure coupled with the ever increasing rate of urbanization has lead to a large strain being placed on municipal resources (Pieterse and van Donk 2008). Major investments are required throughout the Western Cape over the short and medium term to sustain the required high level of basic service delivery. As noted during discussions with the various municipalities, there are still major backlogs in terms of service delivery and the municipalities are constantly struggling to meet demands in this regard. During the various public participation processes conducted as part of the IDP annual review process in the various local municipalities the majority of issues raised focused on service delivery. Arguably, people will not begin to focus on strategic issues until their basic service related needs are met.

One issue that should be raised at this time is the responsibility of municipalities to provide for capacity building of communities to ensure effective public participation. According to the Municipal Systems Act; “A municipality must develop a culture of municipal governance... with a system of participatory governance, and must for this purpose encourage, and create conditions for, local community to participate in the affairs of the municipality.” Furthermore: “the municipality must contribute to building the capacity of the local community to enable it to participate in the affairs of the municipality.” One way that this has been addressed is through initiatives run by the Department of Provincial and Local Government (DPLG). These so called community based planning initiatives encourage municipalities to focus community attention on all aspects of their living environment. In this way municipalities should be educating communities regarding all the various factors that have an impact on and in turn are impacted on by the community. Through this initiative communities can envisage the broader context of planning within the municipal area, and will develop an appreciation of the inter-linkages between the various factors. Through community awareness and empowerment the apathetic attitude of society can be altered to one of participation and interest (Williams 2006).

International experience indicates that successful locally based projects are largely due to the ability of local community institutions to clearly articulate their needs to local government institutions (Hooper *et al* 1999). In this way locally based, community focused and government supported projects can be initiated. There are three variables that need to be considered in terms of active citizen participation. Firstly, the willingness of government to permit power to diffuse away from the center and thus allowing citizens power surrounding issues in their community (Selman 1999). Secondly, that citizens will be prepared to work selflessly and cooperatively on sustainability issues and lastly, that local government will readily respond to citizens expectations regarding improved quality of services and service delivery (Selman 1999).

In terms of the Municipal Systems Act, the municipality consists of three components, namely; the council, the officials and the community. The analyses of the IDP documents selected for this study indicated that many of the current integrated development plans talk to two components of this municipal structure, namely the council and the officials. In this way the IDP outlines what government’s combined efforts will be to improve the level of development within communities. No responsibility is however placed on the third component, the community. It has become increasingly

apparent that government on its own cannot succeed in meeting the developmental challenges that face all municipalities in the Western Cape. Clear projects that identify how communities can contribute to development and growth need to be established. Emphasis should also be placed on the development of partnerships with the private sector to facilitate project implementation. The level of apathy amongst the population is clearly evident in the lack of participation and feedback that municipalities receive during public participation processes linked to the review and preparation of IDPs. A level of community empowerment and education is needed to ensure that communities are capable of communicating effectively with local government to achieve real change in the local environment.

6.6. Intergovernmental Relations

In terms of the strategic plans that municipalities need to prepare to guide development, the issues that are addressed within these plans need to be determined at the local level. To ensure that planning documents are addressing the key strategic issues within an area it is essential to focus attention at the local level. The provincial and national government levels are too far removed from the local level to be in touch with the day to day issues. Todes (2004) noted that one of the distinguishing characteristics of successful plans for sustainable development has been a bottom up as opposed to a top down approach. To achieve this, governmental functions surrounding service delivery have been devolved to the local level. However, this research determined that in many instances the sector departments from other spheres of government are forcing their agenda at the local level.

To realize the complexities involved in governmental interaction it is necessary to consider the tensions and ambiguities that are associated with the conceptualization of the IDP. This relates to the politics behind its creation and the ambiguities surrounding the general role of local government in South Africa. The role of local government is noticeably indistinct due to the fact that it is supposed to be an autonomous sphere of government acting within a system of cooperative governance (Harrison 2001). Thus, a careful balance needs to be struck to ensure that local government acts separately whilst still cooperating with the other spheres of government. At the same time, national government needs to ensure that it plays a guiding role at the local level without frustrating the independent functioning of the local level. According to the Constitution, all spheres of government must exercise

their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere.

At its inception, the IDP was viewed as an instrument to bring local authorities in line with the positions and requirements of the Reconstruction and Development Program of national government (Harrison 2001). The role of local government has expanded and changed over time and the IDP has developed into a more strategic tool. However, the ambiguities associated with its inception still frustrate inter-governmental relations. Many local level officials expressed the opinion, that for inter-governmental relations to function effectively issues that are identified at the local level need to be prioritized by all spheres of government. The various sector departments cannot expect local government to implement every project developed at the provincial and national level as this will detract from focusing on municipal functions. The sector specific approach further detracts from the need to consider various cross-cutting issues such as environmental sustainability.

A certain amount of resistance to power sharing often frustrates inter-governmental relations. Horizontal coordination is essential to ensure that agencies within government achieve integration of their various mandates, interests and responsibilities (Hooper *et al* 1999). However, many of the local municipalities in the Western Cape noted that horizontal integration was not occurring within the district and that there is a general lack of will to achieve integration and alignment. Vertical coordination between national, provincial and local government is often frustrated by constitutional issues, power sharing and the balance of vertical power in the country (Hooper *et al* 1999). This is further exacerbated by the political difference between the various governmental levels.

The various spheres of government tend to be protective over their constitutional rights and responsibilities (Claasen 2001). However, it should be noted that the Constitution and the Inter-Governmental Framework Act places an emphasis on intergovernmental assistance and support, as there is a need for cooperation and consultation both within and between the various spheres of government to ensure effective governance. As pointed out by various provincial and national level officials these spheres of government do not have the capacity to fulfill their mandated responsibility of supporting the local government level. In terms of integrated planning, the various planning and environmental management functions that are required for sustainable development have been

mandated to different spheres of government. Environmental management is a provincial and national competence whilst planning is a provincial and local competence. It is thus possible to attribute the confusion and frustration surrounding integrated planning back to the constitutionally mandated functions of the various spheres of government. Many officials expressed the opinion that the roles of the various governmental spheres need to be made more explicit within legislation to ensure proper function. As discussed by Todes *et al* (2005), the chances of solving these issues through legal means at the provincial level are slim; the focus should thus be on the improving of institutional relationships.

6.7. The Standardised Approach to Reviewing IDPs

One of the major issues raised by local level officials during the interview process was the criteria used to review IDPs at the provincial level. The review criteria focus largely on the process that municipalities undergo during IDP formation and do not review the content of the document in terms of the local context. If the municipality does not address every sector concern then they receive a poor review from province which subsequently is reported to the national sphere who compiles a report for cabinet. This is one of the key factors frustrating an integrated approach within government. Government agencies have been known to develop and apply standardized approaches to assessment and problem solving, due to the fact that a standardized approach is easiest to justify (Hooper *et al* 1999). In this way all regions are treated the same and no one is advantaged, however a standardized approach does not address issues surrounding context. It may be necessary to custom design solutions to deal with the importance of context, and those aspects that are specific to time and place (Hooper *et al* 1999).

In the context of the IDP, municipalities must be encouraged to address the issues that are most pressing in their municipal area. A framework approach for local government thus needs to be aware of the considerable diversity of regional and local situations that require specific attention to guide effective development, thus a degree of flexibility is essential (Roberts and Colwell 2001). The review process conducted by provincial authorities must thus address integrated development plans within their specific context. A standardized approach to review that forces all sectoral issues will not facilitate an integrated and coordinated approach. Various authors have criticized the IDP process for its lack of focus on priority issues, and have further emphasized the need for an integrated approach to

facilitate an understanding of the inter-related issues in an area (CSIR Environmentek 2004, Todes 2004, Robinson *et al* 2003, Binns and Nel 2002, Sowman 2002). IDPs have further been criticized for their failure to respond to the local context. It is arguable that the review process is encouraging the current standardized approach that does not sufficiently deal with the challenges surrounding integration.

Broad research conducted on Local Agenda 21 policies has indicated that a focus on processual approaches can become ends in themselves (Selman 1999). In this way the document will end up containing generalized principles and statements which lack political credibility or strong commitments from the various roleplayers (Selman 1999). In this manner, the document also runs the risk of being owned by everyone and by no one. If this occurs then no one feels responsibility for the process and more importantly there will be no one championing the implementation of strategies. For effective implementation to occur, institutional reorganization around the priority areas that have been identified needs to occur (Coetzee 2002). A certain level of ownership and responsibility towards the process is essential to achieve these goals. The value of an IDP needs to be assessed in terms of its contribution to the performance of a municipality in pursuing its developmental mandate (Harrison 2001). Research further suggests that Local Agenda 21 initiatives must be judged on their ability to articulate with relevant official policies and to yield identifiable products (Selman 1999).

6.8. Integration of Planning and Environmental Management Principles

Any development that is occurring within the Western Cape needs to take into account planning principles surrounding densification, urban edges and spatial planning to ensure that development is occurring in a responsible and sustainable way. Experience from the United Kingdom has indicated that planning can be viewed as serving the sustainability agenda through the pursuance of new objectives, such as higher densities and mixed use developments, the use of new tools and the involvement of local communities (Cowell and Owen 2006). The challenge surrounding service and infrastructure provision and the associated challenge facing provincial government in terms of housing provision highlights the need for sustainable thinking. The development of settlements that do not consider employment provision, resource opportunities and constraints, waste disposal, water scarcity, green belt development, public open spaces and community development will not solve the current challenge (CNdV Africa 2005). Planning officials at the local level raised the point that,

housing, infrastructure and service provision have to take a long-term strategic planning approach that is based on sustainability principles to ensure that these settlements do not become sterile and even hostile environments.

To improve the general attitude towards concepts of sustainable development, strategies need to do more than just improve the ambient quality of people's lives but must further rebuild people's trust in and identification with local government (Selman 1999). To achieve these goals, projects linked to the integrated development plan must focus on long term sustainability. Furthermore, the IDP cannot be a wish list of projects that are unlikely to see fruition as this will lead to public disenchantment. One of the weaknesses of the IDP process is that it is frequently poorly linked to implementation, and the lofty ideals of this approach are not necessarily translated into the day to day workings of local government (Todes *et al* 2005). This study noted that the majority of municipalities in the Western Cape are not taking the essential step to ensure implementation which requires institutional reorganization to focus resources around priority areas.

One of the major points of contention in terms of the EIA process as raised by the various municipal officials interviewed is the delays caused to development. The use of a strategic assessment of environmental considerations to inform IDPs and SDFs would improve the efficiency and performance of EIAs (Barbour and Brownlie 2002). In this way project proposals that are consistent with these approved policy documents should not require an EIA as long as they comply with the associated development guidelines, standards or environmental quality objectives (Barbour and Brownlie 2002). This point was further highlighted by officials in the provincial spatial planning department. Municipalities are not legally obliged to gain provincial approval of their spatial development frameworks; however provincial approval of these documents and especially the urban edges around towns expedites the planning approval process. A further process that municipalities can undergo is to develop their spatial development frameworks under the structure plan process at the provincial level. In this way municipal SDFs can become policy documents that hold legal weight. Developments that comply with the standards as set out by the legalized SDF would then not have to undergo an environmental impact assessment.

Based on the above discussion regarding the lack of awareness of environmental issues and the lack of capacity at the local level it is prudent to question how well environmental considerations are being handled in the various planning documents that are being produced at the local level. As mentioned above spatial plans, urban edge studies and densification policies are meant to be the key tool for ensuring the inclusion of environmental issues. However the current lack of capacity coupled with the conflicted history of the planning and environmental disciplines raises questions as to whether the environment is receiving the necessary attention within these planning tools. The IDP document analyses conducted in this study indicated that, currently, the strategic environmental assessments that are conducted at the municipal level to inform SDFs are added on as appendices as opposed to informing the document. Many authors are of the opinion that by ignoring the various environmental concerns, planning has lost sight of its original social and ecological goals (Sowman and Brown 2006, Todes *et al* 2005, Robinson *et al* 2003).

As indicated by Todes *et al* (2005) there is no doubt that a need exists for a spatial tool that incorporates environmental assets, non-negotiable areas where development should not occur, and areas which require different levels of assessment for development. Such a tool would be invaluable for spatial planning and for site level decision making. As noted in this study, the appreciation of the need to incorporate spatial information is improving in the Western Cape. Biodiversity information sourced from the South African National Biodiversity Institute is being incorporated into these SDFs to provide a conservation perspective. Previously many of these frameworks were merely incorporated as well designed maps but current thinking is moving towards layered maps that will allow for land-use prioritization.

However, the key question is how to ensure that the process is handled correctly to ensure incorporation into integrated development plans. Barbour (2002) suggested that the fault in these instances may lie with the environmental analyses that are being conducted to inform the IDP process. Research for this study indicated that most local level authorities are not conducting environmental analyses, those that have been conducted are superficial with a focus on the conservation agenda. A large number of environmental analyses that are conducted provide information regarding the type and location of open space. This information is valuable however analyses needs to be taken further to

include a critical assessment of the potential consequences of the various developmental options (Barbour 2002).

6.9. The Environmental Sustainability Challenge

Urban growth and development is placing increasing pressure on the natural environment. Densification strategies, urban edge studies and Spatial Development Frameworks reflect the real ways in which urban development impacts on the natural environment. In terms of the Municipal Systems Act municipalities must provide a safe and healthy environment for their communities and ensure that development is occurring in a sustainable manner however, local government perception is that environmental issues do not fall under the specific competence of the local level and are thus viewed as an unfunded mandate. The interview process conducted during this research indicated that most local level officials struggle to make the link between their municipal function and the need to consider environmental opportunities and constraints. Due to the heavy emphasis on the “green agenda” which focuses on pristine environments and conservation issues many officials do not see the link between the environment and municipal functions. The “brown and grey agendas” which deal with waste disposal, sewerage, water supply and the urban environment in general are not sufficiently linked to the environmental resources on which they depend. The environment is thus still viewed as a separate sector and is not seen as the cross-cutting concern that it is (Todes *et al* 2005).

One of the major issues that exist within local government is that of environmental capacity. It is also possible to note that the issues surrounding environmental competency and a holistic consideration of the environment is not isolated to the local sphere of government. One of the ways that this has manifested is through the random linking of the environmental sector with other sectors throughout government (Sowman 2002). The various provinces throughout South Africa have linked their environmental departments with a number of other departments. There is no set criteria as to where the environmental concerns are best placed within the governmental structure and the placement of the environment has occurred in a haphazard manner. In the Western Cape, the environmental department has been linked to that of development planning which is arguably an appropriate place to ensure that environmental concerns are considered during strategic planning for the province. In other provinces, the environment has been linked to such departments as agriculture and tourism.

As has been noted, many local municipalities in the Western Cape lack an environmental official. Due to the lack of understanding surrounding environmental issues and the general lack of awareness the need exists for an environmental champion at the local level. As noted by Todes *et al* (2005), planner's attitudes regarding environmental concerns and sustainability issues play a critical role in the incorporation of these issues at the local level. It is essential that environmental concerns and sustainability issues are championed at the local level due to the fact that awareness around these issues and the importance of incorporating them into local level planning is still limited. Without the appropriate officials in place the environmental opportunities and constraints will not be considered.

At the local authority level the integrated development plan provides an ideal tool to facilitate the inclusion of environmental management at the strategic planning level (Barbour and Brownlie 2002). The legislation and guide material upon which IDPs are based suggests that they should contribute towards sustainable development (Todes 2003). Environmental assessment at this level could ensure that municipal plans, strategies and projects take existing environmental problems and threats into account whilst protecting and managing those environmental assets that exist in a given area (Barbour 2002, Robinson *et al* 2003). This discussion has highlighted the various issues that exist at the local authority level within the Western Cape in terms of sustainability considerations in the IDP process. The various research methods undertaken in this study highlighted the issues that exist at the local government level. Various theoretical studies conducted on the IDP process by other authors have highlighted similar issues and reinforce the need to address many of these at the local level.

Chapter 7: Conclusion

This study has sought to determine to what extent sustainability concerns are being incorporated into integrated development plans at the metropolitan, district and local municipal authority level within the Western Cape Province of South Africa. To achieve this aim four main activities were undertaken. The first of these was to review and discuss the literature of relevance to the relationship between environmental sustainability issues and planning, with particular reference to the IDP processes. The second activity involved a review of the legislative and policy frameworks relevant to integrated development planning and environmental management in South Africa. The third process was to develop an analytical sustainability framework comprising a number of questions that must be applied to each stage of the IDP process. This framework was then used to undertake an analysis of the extent to which sustainability principles had been incorporated into the IDP documents that formed part of this study. The fourth activity was to conduct interviews with various key officials at the local government level in the Western Cape, at the provincial level and at the national government level in order to assess the levels of understanding of sustainability requirements of the IDP and key issues frustrating incorporation of environmental issues in local planning processes. These semi-structured interviews, analysis of the IDP documents and the review of the IDP documents fed into the analysis phase which dictated the various points for discussion in this document. From the analysis and discussion a number of key conclusions can be drawn.

Developmental local government is what local authorities in South Africa are striving for. However through discussions with governmental officials it became apparent that local government has largely lost sight of this goal. The core function of municipal authorities is still to provide access to basic services to their communities. Thus to achieve developmental local government, municipalities need to focus on the developmental issues that are fundamental within their local area to ensure functional, integrated, sustainable communities. A major issue that has arisen with current IDPs is the weak consideration that is given to various key issues and more importantly how these issues relate to one another. This is due to the fact that the IDP is following a sector approach, coupled with the forcing of provincial and national agendas at the local level. As stated time and again in various policy documents, the role of integrated development planning is to support the development of appropriate strategies and give effect to the notions surrounding developmental local government, in order to

achieve the optimal allocation of scarce resources between sectors and geographic areas and across the population in a manner that promotes sustainable growth, equity and the empowerment of the poor and marginalized. The key point to raise here is that the focus should be on appropriate strategies; this refers to strategies that are appropriate to the specific context within the municipal area. It is unfortunate that integrated development plans have lost their main focus due to the inclusion of sector specific legislation. It is essential that government begins to focus on what can actually be achieved at the local and provincial levels.

The review process that is conducted by provincial government to assess municipal progress in terms of the IDP documents has largely been criticized at the local level. Many national and provincial officials feel that the review process is contributing to improving the IDP process and allowing for the various sectors to engage with the process. It has however been proposed that the review process focuses too strongly on procedural issues without addressing the performance of the municipality. Furthermore, the review process does not consider the content of IDPs in terms of a strategic approach to development that takes into account the various cross-cutting issues, such as environmental sustainability criteria. Furthermore, the review process does not assess the substantive content of IDPs nor does it take into account the appropriateness of strategies based on the particular context of the municipality. The value of an IDP needs to be assessed in terms of its contribution to the performance of a municipality in achieving its developmental outcomes. This review process has also encouraged the manifestation of the sector approach used by most local authorities. The review process therefore needs to adapt to the specific context of each local municipality in order to make constructive comments regarding the IDP document. The standardized approach that has been used to date is not effective in encouraging the developmental outcomes necessary at the local level.

Inter-governmental relations were another area that caused concern for many officials. The division of responsibility of planning and environmental management functions between the three spheres of government has caused large scale confusion and fragmentation in municipal functioning. Environmental management is mandated to the provincial and national level whilst planning is mandated to the provincial and local level. Municipalities are thus often of the opinion that environmental issues are an unfunded mandate and thus fail to give these issues adequate attention. However, it is questionable as to how easily planning and environmental management can be

separated and whether it is wise to do so. To achieve effective strategic planning in an area it is essential to take into account the various limiting and cross-cutting issues that effect growth and development. The exclusion of environmental concerns would be unwise and unadvisable, and would ultimately lead to unsustainable outcomes and frequently protracted long term financial implications to local authorities. Many municipal officials feel that for inter-governmental relations to work, priority must be given by all spheres of government to the issues identified at the local level. Indeed, to achieve a bottom-up approach whereby the issues raised by communities infiltrates and affects government function it is essential that priority issues are identified by the local level. These issues must then be mainstreamed throughout municipal functioning to ensure prioritization. The current crisis of capacity within the local government sphere does however indicate that a wholly decentralized approach is premature. As discussed below, efforts to capacitate the local level in an integrative manner should take priority to better enable government to fulfill its developmental role.

A key challenge that exists at the local government level is to develop an understanding of the local economic base and how to unlock its full potential. To accomplish this it is necessary that strategic analyses are conducted within the area so as to ensure that accurate information is being fed into strategic planning documents. Officials at the provincial level pointed out that many municipalities are not taking the analyses of an area far enough. Analyses need to include critical assessments of the potential consequences of the various developmental options for an area, taking into account the opportunities and constraints to development as dictated by the natural resource base. Linked to this is the need for municipalities to realize what factors are limiting to growth and development and thus take these factors into account. Local level officials are still struggling to make the link between municipal functions and environmental constraints and opportunities. With regard to environmental sustainability issues, emphasis in the IDP document still tends to focus heavily on the green agenda and conservation initiatives. The brown and grey environmental issues, such as recycling, waste water and sewerage treatment, that links to municipal function is largely ignored. The lack of awareness surrounding the real impacts that development and growth have on the environment will continue to be a limiting factor. Interviews with officials indicated that certain municipalities are becoming more receptive to ideas surrounding environmental constraints.

Certain IDP documents are beginning to talk to the sustainability agenda and on incorporating sustainability rhetoric into the municipality's long term vision. Municipalities are however still a long way from grappling with the key questions, such as: how are economic activities, livelihoods and social processes interfacing with the natural environment; how is the environment impacting on social and economic processes and systems, and do environmental problems increase the levels of citizen vulnerability. The inclusion of sustainability rhetoric and the consideration of these issues in certain circumstances is indicative of positive change. Sustainability rhetoric has entered local level policies in the form of the long term vision, but strategies to give affect to this vision are lacking, indicating the limited understanding of sustainability and environmental concerns that persists at the local level.

The lack of capacity generally at the local government level was raised during all interviews as a major problem. In many municipalities there is insufficient human capacity to ensure that the various systems that are necessary to ensure the proper functioning of the institution are running efficiently. Certain municipalities in the Western Cape are so weak institutionally that they struggle to perform their basic tasks of management and service delivery. In the context of environmental management there are severe capacity constraints with many local authorities lacking a dedicated environmental officer. The lack of awareness surrounding the need for environmental consideration coupled with the lack of capacity does not bode well for sustainability considerations. There are currently attempts underway by various national sector departments to determine what gaps exist in terms of capacity. This is once again a much sector based exercise and does not focus on the capacity problems that exist throughout the municipalities. To attain an integrated and holistic organization, capacity throughout the system needs to be examined with a focus on what structures need to be put in place to facilitate an integrated approach. A real need that exists is to move away from the sectorised approaches of the past to develop an institution that has the capacity to function effectively as a whole to address the various key issues in the area.

A final area of concern in terms of governmental function is the level of interference in terms of political agendas. A key point raised by officials was the blurring of boundaries between the political and administrative roles of government. These roles are obviously linked but at the same time they should be functioning independently. The first area where this has manifested is in the relations between the local and district municipal level. In this instance the differing political allegiance of the

district and local level is frustrating horizontal integration and preventing the district municipality from playing an active role at the local level. This is mainly due to the level of mistrust due to a differing political agenda. Political differences have also frustrated relations between the local and national level, as initiatives from the national level are greeted with hostility and skepticism. This leads to a lack of cooperation and frustrates initiatives from the national level. The political agenda is further influencing the developmental function of government in general. As discussed above developmental local government should focus on providing an environment that is conducive to investment through service delivery, infrastructure, and community empowerment. Unfortunately due to the strong influence of the political agenda projects tend to focus on the manifestations of problems in society such as unemployment, as opposed to addressing the underlying issues and thereby improving the overall investment potential of an area. Politically driven projects do not tend to be sustainable and lack the long term vision necessary to improve local development.

The ideals behind integrated development planning that link to Local Agenda 21 are consistent with sustainability thinking. Integrated development planning emphasizes an understanding of local developmental issues in a complex, cross-sectional, holistic way, thus formulating context specific, locally appropriate plans. Prioritization of locally appropriate issues and the institutional reorganization to focus resources around these issues is essential to achieve an integrated approach. In the South African context it is becoming clear that further guidance surrounding policy implementation is essential. The success of this approach further depends on officials with the planning knowledge to draw the various cross-cutting issues together to address the key action areas in a local situation. Due to the lack of clarity surrounding environmental concerns, a clear linking of environmental concerns to development planning is necessary. Discussions within government need to begin focusing on what the implications for sustainability will be if economic development strategies do not begin to consider these cross-cutting concerns.

A key factor that may be missing in local government's quest for sustainable development is the linking of the various principles of sustainable development to the developmental agenda. To encourage an integrated approach that deals with sustainability concerns it is necessary to establish the need for an integrated approach. Referring back to the various guideline documents that have been developed and the indifferent attitude of local level officials in terms of these documents it is possible

to deduce that these documents have not stated the case for integration clearly enough. The connections between economic development, social problems and environmental constraints have not been explicitly discussed. It is essential to sufficiently establish the connections between these various issues to highlight the need for an integrated approach. Without a clear rationale and explicitly stated case for integration, local officials will continue to neglect the need for mainstreaming and taking a long term perspective. Furthermore, the already strained relations between the various spheres of government indicate that a systematic approach is essential to ensure that all spheres of government view an integrated approach as the best way forward.

The integrated development plan has made progress in many areas. The linking of key concerns to budgets at the local, provincial and national level indicates the will to progress forward. In certain municipalities, officials are beginning to make explicit the direction in which the municipality should be moving whilst developing a longer term vision coupled with the five year planning horizon. Although little progress has been made in achieving an inter-sector approach, discussions surrounding integration and a more holistic approach are permeating the various spheres of government. From a provincial planning perspective, more emphasis is being placed on producing documents that will function as an effective management tool at the local level that links the needs of the community to the constraints of cross-sector issues, as opposed to producing lengthy project lists that cannot be supported by the local budget. Emphasis thus needs to be placed on a gradual process of change that takes into account locally appropriate development, through learning and adaptation. Focus needs to be placed on the building of shared understanding between all levels of government, and partnership building with the private sector. In this way government can improve its progress towards the goals of sustainable development.

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Chapter 9: Appendices

9.1. Appendix A:

The various officials interviewed, their title within government, their affiliation and the date interviewed.

Name	Position	Affiliation	Contact Number	Date Interviewed
Leon Fourie	IDP Manager	Stellenbosch Municipality	(021) 808 8140	16 April 2008
Martin Albertus	DEAT Environmental Officer	Cape Winelands Municipality	082 884 4095	17 April 2008
Faith Arendse	IDP Manager	Cape Winelands Municipality	(021) 888 5199	17 April 2008
Amy Davison	Co-ordinator Environmental Resources Management	City of Cape Town	(021) 487 2135	23 April 2008
Walton Carelse	IDP Manager	City of Cape Town	(021) 400 2907	23 April 2008
Danie Lambrechts	Acting IDP Manager	Overberg Municipality	(028) 425 1157	07 May 2008
Francois Kotze	Environmental Officer	Overberg Municipality	(028) 425 1157	08 May 2008
Bridgette Salo	IDP Manager	Cape Agulhas Municipality	(028) 425 1919	08 May 2008
Estelle Burger	IDP Manager	Swellendam Municipality	(028) 514 1100	09 May 2008
James Engel	Deputy Director of Community	Swellendam Municipality	(028) 514 1100	09 May 2008

	Development			
Lluwellyn Kotze	IDP Manager	Eden Municipality	(044) 803 1300	12 May 2008
Henri Hill	Spatial Planning	Eden Municipality	(044) 803 1300	12 May 2008
Sandile Ngqele	IDP Manager	Knysna Municipality	(044) 3026 560	13 May 2008
Greg Mcculloch	Environmental Officer	Knysna Municipality	(044) 3026 447	13 May 2008
Lizelle Liesig	IDP Manager	Central Karoo District	(023) 449 1000	02 June 2008
Japie Kritzinger	IDP Support Unit	DLGH	(021) 483 3568	17 June 2008
Nina Navarro Brito	IDP Manager	West Coast Municipality	(022) 433 8449	02 June 2008
Madoda Mmfene	DEAT Environmental Officer	West Coast Municipality	(022) 433 8500	03 June 2008
Charles Malherbe	Environmental Officer	West Coast Municipality	(022) 433 8449	03 June 2008
Jan Willem van Staden	IDP Manager	Swartland Municipality	082 324 5917	03 June 2008
Phillip Grobler	IDP Support Unit	DPLG	(021) 483 3386	30 May 2008
Jenitha Badul	Environmental Official	DEAT		21 May 2008
Joos Roloefse	Environmental Official	DEA&DP	(021) 483 4627	02 June 2008
Ruth Massey	Principle Environmental Planner	DEA&DP	(021) 438 5582	01 July 2008

9.2. Appendix B:

The questions posed during the semi-structured interview process.

Interview Questions: District and Local Municipalities

1. Was the development of the IDP outsourced to external consultants or was it conducted as part of the municipal function?
2. Who was in charge of managing the process?
3. Was an IDP committee put in place and did it include all municipal heads of department?
4. What National and Provincial legislation was considered during the IDP process?
5. What National and Provincial policy documents were considered?
6. What form of public participation are you conducting to inform the IDP?
7. How does the municipality facilitate public engagement?
8. What level of involvement is there from the public? What are the major concerns of the public?
9. Is there engagement from green groups in the municipal area?
10. What environmental analyses are being conducted in the municipal area?
11. What is the current status of your municipal Spatial Development Framework?
12. Who developed the Spatial Development Framework?
13. Is the Spatial Development Framework influencing decision making in terms of IDP projects and spatial considerations?
14. Are the environmental opportunities and constraints taken into account during project formulation?
15. Does the municipal vision include sustainability considerations?
16. What role do you think the District municipality should be playing in terms of local level governance?
17. Are partnerships being created with various external role players?
18. What level of alignment exists between the district and local levels?
19. What level of alignment exists between the various local municipalities in the district?

20. Is the environment becoming a cross-cutting issue within the municipality?
21. How is feedback to the public facilitated?
22. What input do you receive from National and Provincial government in terms of reviewing the IDP document?
23. What support does the municipality receive from National and Provincial government, in terms of funding, capacity building, etc?
24. What strategic steps should be taken to improve the IDP process?
25. Are there any indications that strategic change is occurring in terms of the environment?
26. Are there any project success stories in the municipal area?
27. What environmental projects are currently underway in the municipality?
28. Have there been any major changes in the municipal area from the 2006/07 to the current 2008/09 cycle?