

**TOWARDS INTEGRATED SUSTAINABLE
DEVELOPMENT PLANNING:**

***The integration of the Agenda 21 principles and
approach into Integrated Development Planning
at District Scale : A case study of the Ugu District
Integrated Development Plan (KwaZulu-Natal)***

A PRAGMATIC APPROACH.

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LIST OF ACRONYMS

ANC	African National Congress
CBO	Community Based Organisation
CDS	Commission for Sustainable Development
CSIR	Council for Scientific and Industrial Research
DBSA	Development Bank of Southern Africa
DEAT	Department of Environmental Affairs and Tourism
DLA	Department of Land Affairs
DPLG	Department of Provincial and Local Government Affairs
DFA	Development Facilitation Act No 67 of 1995
EIA	Environmental Impact Assessment
EMS	Environmental Management System
EXCO	Executive Committee (of the Council)
GEAR	Growth, Employment and Redistribution Programme
GIS	Geographic Information Systems
ICLEI	International Council for Local Environmental Initiatives
IDP	Integrated Development Plan
IFP	Inkatha Freedom Party
IIED	International Institute for Environment and Development
INLA21 CC	Interim National Local Agenda 21 Co-ordinating Committee
IWMP	Integrated Waste Management Plan
ISDP	Integrated Sustainable Development Plan
ISRDP	Integrated Sustainable Rural Development Programme
KZNNCS	KwaZulu-Natal Nature Conservation Services
LA21	Local Agenda 21
LDO	Land Development Objectives
LGTA	Local Government Transition Amendment Act
MSA	Municipal Structures Act
NEMA	National Environment management Act
NPO	Non-profit Making Organisation
NLA21CC	National Local Agenda 21 Co-ordinating Committee
PIMS	Planning and Implementation Management Services
ORI	Oceanographic Research Institute
PDA	KwaZulu-Natal Planning and Development Act
RDP	Reconstruction & Development Programme
SIA	Social Impact Assessment and
SEA	Strategic Environmental Assessment
SDI	Spatial Development Initiative
SoE	State of the Environment
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
USAID	United States Agency for International Development
WESSA	Wildlife and Environment Society of South Africa
WSDP	Water Services Development Plan

CHAPTER ONE

AGENDA 21 AND THE SOUTH AFRICAN INTEGRATED DEVELOPMENT PLAN AN INTRODUCTION

1.1 Background to the Study and Research Problem

In 1992, the leaders of 179 countries came together in Rio de Janeiro, Brazil, in order to participate in the United Nations Earth Summit on the Environment and Development (ICLEI, 1996:i). The Summit was a hallmark conference focused on advancing democratic governance, the mainstreaming of gender equity and sustainable forms of living and acting across the planet. Central to the process was a spirit of hope and achievement since it brought together divided spheres of interest such as **environment and development**, North and South, state and civil society, gender and development.

One of the important outcomes of the conference was a global “programme of action for sustainable development”, called Agenda 21- ***the action plan for socially, economically and ecologically sustainable development for the 21st century*** (UN, 1993). Agenda 21 is made up of the Rio Declaration on the Environment and Development, encompassing 27 sustainable development principles and a Programme of Action consisting of 40 chapters. The 40 chapters of the action plan for sustainable development are divided into four sections (UN, 1993). They are:

- ☒ The Social and Economic Dimensions
- ☒ The Conservation and Management of Resources for Development
- ☒ Strengthening the role of Major Groups (e.g. Women, Children, Indigenous People, Non-Government Organisations, Local Authorities, Workers, Trade Unions, Business and Farmers)
- ☒ Means of Implementation.

Approximately 68% of Agenda 21 principles require municipal level action for implementation. Consequently, a substantial portion of Agenda 21 needs to be translated into Local Agenda's 21 at the local, district and metropolitan spheres of governance in order to succeed. Chapter 28 of Agenda 21 explains the basis for such local action as follows:

"Local authorities construct , operate, and maintain economic, social, and environmental infrastructure, oversee planning processes, establish local environmental policies and regulations, and assist in implementing national and sub-national environmental policies. As the level of governance closest to the people, they play a vital role in educating, mobilising and responding to the public to promote sustainable development" (UN, 1993:233).

The four key local authority oriented Agenda 21 targets which were set in 1992 state that:

- "(a) By 1996, most local authorities in each country should have undertaken a consultative process with their populations and achieved a consensus on a local Agenda 21 for the community;
- (b) By 1993, the international community should have initiated a consultative process aimed at increasing co-operation between local authorities;
- (c) By 1994, representatives of associations of cities and other local authorities should have increased levels of co-operation and co-ordination with the goal of enhancing the exchange of information and experience among authorities;
- (d) All local authorities in each country should be encouraged to implement and monitor programmes which aim at ensuring that women and youth are represented in decision making, planning and implementation processes." (UN,1993:233).

In preparation for the second international conference, the "World Summit on Sustainable Development" (here-after, WSSD), which was held in Johannesburg in August 2002, a global survey on municipal sustainable development planning activities was conducted by ICLEI (2002). The aim was to establish how much progress had been made on implementing Agenda 21 as agreed to by the nations of the world ten years previously. For the purpose of the survey, Local Agenda 21 (LA21) was defined as:

" a participatory, multi-stakeholder process to achieve the goals of Agenda 21 at the local level ***through the preparation and implementation of a long term, strategic plan that addresses priority local sustainable development concerns***"(ICLEI 2002:6)

The LA21 survey revealed that there has been a dramatic increase in the number of LA's 21 since 1992. (ICLEI, 2002: 1-29). As of December 2001, 6, 416 municipalities had formal commitments to, or were actively involved in LA 21 strategic planning as defined above. This represents 63% (or 113 out of 179) of the countries represented at Rio. 45% of municipalities in Africa stress sustainable development as the focus. Almost 100% of Sweden's municipalities have integrated LA 21 into their planning processes. On average, 61% of municipalities report LA21

from the development planning perspective (ICLEI 2002:14). However the survey reveals that in South Africa, there are only 20, or 0,3% of the world total LA's 21. Approximately 4 municipalities have integrated Agenda 21 into their Integrated Development Planning (IDP) processes (LA21 Data Base, 2002). Approximately 92% of South African LA 21 initiatives are project based or located outside of the IDP process (LA21 Data Base, 2002). This scarcity of explicit LA's 21 within the context of Integrated Development Planning is of concern to the researcher given the extent of LA21 training which has occurred within South Africa over the past five years¹. This 'anomaly' or 'problem' of the scarcity of the explicit integration of Agenda 21 principles and approach within the IDP process comes to the fore in the following context .

The South African government proclaimed its commitment to Agenda 21 at the Earth Summit in 1992. The National Agenda 21 Campaign was initiated in 1995. During June 1997, the Kwa-Zulu Natal Department of Local Government and Housing, the department which is responsible for Integrated Development Planning, launched a LA 21 conference at the International Convention Centre in Durban. The objective was to secure commitment from local authorities to LA 21 and to expose local planners to LA21. There -after a series of training programmes were conducted throughout the country in order to train local authority, officials, Councillors, planners and members of civil society on LA21.

These LA21 training programmes took place within the broader policy and legislative context of developmental local government. Developmental local government from this perspective means that municipalities are tasked with:

- ⊗ providing sustainable service delivery and sustainable development ²;
- ⊗ promoting safe and healthy environments;
- ⊗ providing democratic and accountable governance;
- ⊗ ensuring community participation and partnership formation at local level.

¹ A participant at the LA21 training workshop held within the Ugu District in July 2000 noted that she had attended six LA21 training courses over the past five years!

² Sustainable development imperatives are inscribed in a range of legislation pertinent to IDP's. For example: The Bill of Rights, The Constitution of South Africa Act No 108 of 1996 sections 152 and 153, The Development Facilitation Act No 67 of 1995, The National Environmental Act No 107 of 1998, The White Paper on Local Government and the Green Paper on Development Planning.

The key tool for delivering developmental local government is the IDP. The LA21 training programmes discussed the similarities between the Agenda 21 and the IDP processes and argued for the integration of Agenda 21 principles into the IDP process. Although Agenda 21 training stressed the need for such integration, there is not much evidence of this occurring within IDP processes which have been completed throughout the country. Sowman reviewed the first round of IDP's which occurred during 2001 and ***found "little evidence" of the integration of Agenda 21 principals and approach within the IDP process (2002:83)***. She states that "environment is still treated as a separate, issue" in IDP's and that it is largely understood in "bio-physical" or "green" terms (Sowman 2002:84). A scan of the recently completed Comprehensive Integrated Development Plans in KwaZulu-Natal, supports Sowman's findings (2002).

1.2 Research Topic

It is within this context of the imperatives of integrating the principles and approach of Agenda 21, of sustainable development planning, into Integrated Development Planning, that the researcher became interested in analysing an IDP process with an emphasis on the extent to which Agenda 21 principles and approach have been integrated into the process. There has been a great deal of emphasis on Agenda 21 and its importance to the IDP process. Some key local research has been conducted in relation to this topic by Sowman (2002) and Todes (2002). However the work of Sowman (2002) is exploratory and generic in nature, particularly in relation to the IDP process. In addition, important LA21 principles agreed to at Rio are not addressed in Sowman's paper on sustainability principles in relation to the IDP process (2002).

The work of Todes (2002) is deep and focused yet circumscribed by the principles of sustainability as contained in the brief for the study as defined by Sowman's work³. Notwithstanding the importance of the work of Todes (2002) and Sowman (2002),

³ Todes A (2002) Governance and Sustainability: An Assessment of the Ugu District Integrated Development Plan in *How Agenda 21 Can Add Value to Development Planning -The Summit Institute for Sustainable Development , World Summit for Sustainable Development*, Cape Town: Environmental Evaluation Unit. This report was based on a brief in which the concept of sustainability was circumscribed by the client, the Environmental Evaluation Unit: University of Cape Town, Department of Traditional and Local Government (DTLG) and The United Nations Development Programme.(UNDP)

this dissertation can be seen as a first pragmatic attempt at exploring an approach to LA21 as 'Integrated Sustainable Development Planning' at district scale from the empirical perspective of a development planning practitioner. This 'insider perspective' may lead to insights for "Integrated Sustainable Development Planning" (ISDP) at the pragmatic level of analysis. On the practical front, the insights may be applicable to the IDP review process which is currently underway. Central to this dissertation is the intention of exploring the possibilities of deepening the integration of Agenda 21 principals and approach into the IDP process from a practitioners perspective so that 'Integrated Sustainable Development Planning' can be achieved. The study is therefore entitled:

TOWARDS INTEGRATED SUSTAINABLE DEVELOPMENT PLANNING:

The integration of the Agenda 21 principles and approach into Integrated Development Planning at District Scale : A case study of the Ugu District Integrated Development Plan (Kwa-Zulu Natal) - A PRAGMATIC APPROACH.

1.3 Research Question

The research question is:

To what extent have the principles and approach of Agenda 21 been integrated into the Ugu District Integrated Development Plan and how can the Agenda 21 principles and approach be more effectively integrated into Integrated Development Planning at district scale in the future?

1.3.1 Subsidiary Questions

In supporting the main research question, the following subsidiary questions can be asked:

1. What are the requirements for integrating the principles and approach of Agenda 21 into IDP processes from the perspective of policy, legislation and international agreements?
2. What guidelines are available for integrating the principles and approach of Agenda 21 into IDP processes?

3. What are the main strengths and weakness associated with the available guidelines for integrating the principles and approach of Agenda 21 into IDP processes at district scale?
4. In the light of questions above, how can the principles and approach of Agenda 21 be more effectively integrated into Integrated Development Planning at district scale in the future?

1.4 Research Argument

This study started with a 'hypothesis' that:

The integration of Agenda 21 principles and approach into district level Integrated Development Planning, as is required by policy, legislation and international agreements, does not occur largely due to the abstract nature and lack of clarity surrounding Agenda 21. As will be shown this hypothesis is largely vindicated, since in the case of the Ugu District IDP, the Agenda 21 approach and principles were integrated into the IDP to the extent that they were translated into clear, empirical examples of issues carrying exemplary validity across the scope of the district planning endeavour.

1.5 Research Method

The investigation into the integration of Agenda 21 principles and approach into the Ugu District IDP takes the form of an 'instrumental case study'. An 'instrumental case study' is usually undertaken in order "to provide insight into an issue or to provide refinement of theory" (Starke, 1994:237). The case study provides insight into 'sustainable development planning'. The case study can also be used to refine the scope, understanding and subsequent integration of 'Agenda 21 principals and approach' into an IDP process. The 'case' is not used as an example for the development of grand theoretical generalisation. On the contrary, it an example of a contingent 'planning process' which carries exemplary validity. The case is an example of pragmatic planning practice which is used to develop 'middle ground theory' on Integrated Sustainable Development Planning and agency in relation to planning practice. Central to the methods used are immanent critique and content

analyses, which focus on the IDP guidelines and the case study process in relation to the Agenda 21 principles and approach. The content analyses entails:

An analysis of the Ugu IDP phases in the light of a conceptual framework for Integrated Sustainable Development Planning (ISDP). The ISDP approach is based on an immanent critique of the IDP guide lines with a focus on Agenda 21 and the Agenda 21 guidelines for sustainable development planning as developed by the International Council for Local Government Environmental Initiatives (ICLEI). The analysis answers questions 1, 2 and 3 above. This is augmented by:

- ⇒ An analysis of unedited video footage of public reactions to the Ugu IDP presentations.
- ⇒ An analysis of edited video footage of responses made by leaders and key officials to the question, 'What do you understand by sustainability in relation to the IDP?' This question was asked specifically for the video footage prepared for the World Summit on Sustainable Development in Johannesburg, 2002.
- ⇒ Detailed analysis of unedited video footage used to review the IDP with 80 members of the NPO/CBO sector. Here four discussion groups were formed in order to assess the IDP process with an emphasis on sustainability.

The research method is thus qualitative in nature. The method has its weaknesses. It focuses on the approach and principles of Agenda 21 in relation to the Ugu District IDP. The IDP process has only recently been completed and hence the empirical implementation and monitoring assessments cannot be made. A follow up study in this regard will be required in order to address these gaps in an Agenda 21 assessment. The video material prepared for the Summit focuses mainly on key officials and leadership interviews. The views of some, but not all, middle management are contained in the footage. This was not augmented by individual interviews without the camera which would have strengthened the content analysis. In addition, interviewees may have been conscious of the fact that they were participating in an issue which was to be 'show-cased' and hence a degree of bias towards a 'favourable impression' of 'sustainability' may well have crept into the answers. One unintended consequence of this 'bias' may well be that participants are

now 'conscientised' towards the importance of sustainability which can only auger well for the IDP and the integration of Agenda 21 principals into the process. Attempts to control for such 'bias' are based on the researchers judgement of interviewee 'sincerity, truthfulness, authenticity and known 'empirical correctness' of elements of the cases stated. However, the approach is 'pragmatic' and informed by a critical social theory lens, therefore the voices of the speakers are regarded as valid in their own right since they reveal and conceal their unique approaches to sustainability. Therefore this 'insider analysis' does not pretend to be 'scientific' in the traditional sense. As Stake so aptly says, "qualitative researchers are guests in the spaces of the world. Their manners should be good and their code of ethics strict"(Stake 1994:244).

1.6 Rationale for the Ugu District Case Study

The Ugu District IDP was show-cased at the World Summit on Sustainable Development as an example of an integrated development plan in South Africa representing a "South African planning and development response to LA21" (Coetzee 2002: 11). It is also seen as an example of an "institutionalised municipal and development response to the Local Agenda 21 Programme" (Coetzee 2002:4). There are a total of twenty Agenda's 21 in South Africa, most of which represent a project based focus (ICLEI, 2002:06). Sowman points out that:

"despite the provisions in the constitution, as well as various policies and laws, environmental issues are not being routinely integrated into local government planning processes. While the Municipal Systems Act 2000 adopts the definition of "environment" and "sustainable development" provided in NEMA and requires local authorities to integrate sustainability principles into the integrated planning (IDP) process, there is little evidence that this is being done " (2002:83-84).

The concerns of Sowman represent a challenge to the planning profession. An analysis of the Ugu District case of integrating Agenda 21 into the IDP may provide the first step in addressing this "problem/anomaly" surrounding the IDP process. The study may also contribute towards an approach leading towards Integrated Sustainable Development Planning. The dissertation focuses on the extent to which the Agenda 21 principles and approach are integrated into the Ugu IDP and hence can also provide insights into what still needs to be done in the future, so that the

Agenda 21 principles and approach can be more effectively integrated into the Ugu IDP process.

The Ugu District IDP has been heralded in as "an example of good practice" as "innovative" and as a "huge step forward in what was standard practice in the past" (Todes, 2002:29). Careful analysis and reflection upon this process with the pragmatic intent of improving and building on the lessons to be learnt from the plan warrants a dissertation focused upon the extent to which the principals and approach of Agenda 21 have been integrated into the plan. Unpacking the experiences in this early example of an Integrated Sustainable Development Plan (ISDP) may well lead to improved planning practice in this domain.

1.7 Chapter Outline

CHAPTER ONE:

AGENDA 21 AND THE SOUTH AFRICAN INTEGRATED DEVELOPMENT PLAN AN INTRODUCTION

This chapter serves as an introduction to the dissertation. It sets the scope, approach and basic outline of the dissertation. The background to the study is discussed. The research 'anomaly/problem' and its associated research topic are outlined. The research question, subsidiary questions and method is presented. The rationale for the study is provided within its research context. The chapter outlines of the dissertation are presented in sequence and then a brief contextual introduction to the notion of an IDP in the 'New South Africa' is presented. The conclusion to the chapter links chapter one to chapter two.

CHAPTER TWO:

FROM THE 'PRACTICE MOVEMENT' THROUGH 'NEW ENVIRONMENTALISM' AND INTEGRATED DEVELOPMENT PLANNING TO INTEGRATED SUSTAINABLE DEVELOPMENT PLANNING – A CONCEPTUAL FRAMEWORK

This chapter outlines the conceptual framework in which the case study is located. The objective of the chapter is to draw together pertinent threads of an emerging

form of planning theory which is broadly called the '**Practice Movement**' and strands of an approach called '**New Environmentalism**', which is basic to Agenda 21 and sustainable development planning (Watson, 2002; Healey, 1997). The intention is also to clarify the important concepts of these two strands of theory. The 'Practice Movement' emphasises '**plurality**', '**webs of relationships**' and '**the space of appearance**' through a '**collaborative**', '**communicative**', '**pragmatic**' form of planning. 'New Environmentalism' stresses *the 'environment as a cultural conception', the 27 principles of Agenda 21 and 'sustainable development planning'*. These concepts are clarified and the 27 principles of Agenda 21 are outlined in section 2.1, From the 'Practice Movement' and 'New Environmentalism' to Sustainable Development Planning. The Practice Movement stresses the pragmatic nature of planning practice. Planning as 'communicative action' is outlined. The emphasis is on agency, the fragility of planning practice and new democratic 'ways of doing things'. The intent is a transformative, emancipatory form of planning practice.

A central theme of this chapter is that one cannot apply the principles and approach of Agenda 21 'as abstract rules' to a planning process. One needs to clarify the social construction of Agenda 21 and what this means for an IDP process. The Agenda 21 approach to the 'sustainable development challenge' facing municipalities as presented in the Agenda 21 planning guide is outlined. The approach is then extended to a focus on the formation of a pathway toward sustainability for sustainable development planning.

In section 2.2, From Sustainable Development Planning to Integrated Sustainable Development Planning the Sustainable Development Planning Guide as developed by the International Council For Local Environmental Initiatives is discussed in relation to the Integrated Development Planning Guides as developed by the South African National Department of Provincial and Local Government (ICLEI, 1996; DPLG, 2001). The intention in this section is to develop an approach toward 'Integrated Sustainable Development Planning'. The guidelines for a sustainable development plan (SDP) and an IDP are subjected to an immanent critique. The abstract and confusing treatment of Agenda 21 within the DPLG guidelines is discussed and the phases of the two kinds of planning are analysed in sequence.

The intention is to develop a fusion of horizons between these two forms of planning. The 'managerial' approach of the IDP is called into question. The conclusion to the chapter is presented in section 2.3, From A Conceptual Framework for Integrated Sustainable Development Planning to the Communicative Action of an Integrated Development Plan. The threads of the immanent critique and the approach to Agenda 21 are drawn together in the conclusion. The conclusion to the chapter serves to link the conceptual framework to the case study, which is addressed in chapter three.

CHAPTER THREE :

FROM INTEGRATED SUSTAINABLE DEVELOPMENT PLANNING TO THE COMMUNICATIVE ACTION OF AN INTEGRATED DEVELOPMENT PLAN - THE CASE STUDY OF THE UGU DISTRICT INTEGRATED DEVELOPMENT PLAN

The objective of the chapter is to outline the context in which the IDP is located and to address the question of the extent to which the principles and approach of Agenda 21 have been integrated into the planning process. In section 3.1, The Planning Context is outlined. Here the policy, legislative, socio-cultural, economic, ecological, institutional and political context is briefly described. Planning at the district scale of local government is clarified. In section 3.2, The New Era and the Ugu IDP, the link between the Ugu IDP and the Interim IDP (IIDP) is made. The phases of the IDP are briefly described with an emphasis on the Agenda 21 approach to the process. In section 3.3, Agenda 21 and the Analysis of the Communicative Action of the Ugu IDP, the stages of the IDP are analysed in sequence. The emphasis is on the extent to which the principles and approach of Agenda 21 have been integrated into the planning process. Section 3.4, From the Communicative Action of the Ugu IDP Towards an Integrated Sustainable Development Plan, is the conclusion to the chapter. It links chapter three to chapter four.

CHAPTER FOUR :

CONCLUSION AND RECOMMENDATIONS - FROM A CASE STUDY OF THE UGU DISTRICT IDP TO INTEGRATED SUSTAINABLE DEVELOPMENT PLANNING - A PRAGMATIC APPROACH

The objective of this chapter is to draw the core elements of study together into a general conclusion and to provide recommendations. The general conclusion is presented in section 4.1, General Conclusion to the Case Study of the Ugu District IDP. In section 4.2 Towards Integrated Sustainable Development Planning at District Scale - a Pragmatic Approach the recommendations are made. The recommendations focus on how the approach and principles of Agenda 21 can be more effectively integrated into Integrated Development Planning at a district scale in the future so that an approach towards Integrated Sustainable Development Planning at district scale can be achieved.

1.8 The 'New South Africa' and the 'New Planning Process - the IDP'

The aim of this section is to provide a brief contextual introduction to the notion of an IDP in the 'New South Africa'. Two years after the Earth Summit, in April 1994, all the citizens of South Africa went to the polls to cast their vote, most of whom for the first time ever. This was an emotional and exhilarating time. The nations of the world watched with bated breath as young and old, men and women, formed long patient queues at polling stations in remote, poverty stricken 'rural areas' and in the more affluent 'white areas'. Hence the 'New South Africa' was officially born. The new Government of National Unity, made up of all political parties who had more than 5% of the national vote, set out to reconstruct and develop the 'New South African' institutional, legislative and development landscape. The people had after all voted for a government which promised to redress the imbalances of the past.

One of the important elements of this reconstruction process is the IDP. In rapid succession two important pieces of legislation were introduced which fundamentally changed the face of planning in the new era. The first was the Development Facilitation Act No 67 of 1995 (DFA) and the second was the Local Government Transition Amendment Act (Second Amendment) No 97 of 1996 (LGTAA). The DFA carried forward the notion of sustainability which was set as the first principle of the

Reconstruction and Development Programme (RDP). Here the call is for integrated and sustainable programmes which address the legacy of apartheid in a coherent and purposeful way (RDP 1994:4). Planning based on segregation of people and land gave way to planning based on integration, sustainability and mixed land use. The LGTAA introduced the notion of integrated planning, budgeting and management. In terms of this Act, all municipalities are required to prepare Integrated Development Plans (IDP). The concept of 'Integration' carries with it an interesting contemporary history of 'story lines'. 'Story lines' are created during debate when people engage in discussion about meaning and hence communicatively constitute reality. There are three basic 'story lines' about IDP's.

1. The first RDP 'story line' is that Integrated Development Planning addresses fragmentation particularly at the institutional level. Here the focus is on inter-sectoral collaboration and integration particularly in the physical sense with a strong emphasis on the spatial expression of development interventions.
2. The second 'story line' is that IDP is a process not a product. Here IDP's are not primarily physical products but rather, 'business plans' expressing the process undertaken and the route to implementation.
3. The third 'story line' which can be seen as exhibiting the reality of the prevalent 'discourse- coalition' is that an IDP is a tool to be used for 'reinventing government'. Here 'dysfunctional apartheid bureaucracies' must give way to the business oriented, 'entrepreneurial spirit of efficient, effective management by objectives'. The IDP is thus a 'management tool' serving the new form of government oriented toward efficient effective governance. The IDP will be integrated with a new form of 'performance management system' and the emphasis will be on 'key performance indicators'. Here delivery and measurement is thematic. This study delves into the notion of an IDP as a management tool. It pits the notion of 'management' held in the DPLG guidelines against the insights to be gleaned from the Agenda 21 approach of 'Sustainable Development Planning' in forging a pathway towards 'Integrated Sustainable Development Planning'.

1.9 Conclusion: From Agenda 21 and the IDP Process to a Conceptual Framework for Integrated Sustainable Development Planning

This dissertation is analytical in nature. It is located within the context of contemporary notions of Integrated Development Planning and sustainability. Central to the question of the extent to which the Agenda 21 principles and approach have been integrated into an IDP is the exploration of a 'new way of planning' called Integrated Sustainable Development Planning. The supporting questions call for an exploration into the available guidelines for such an endeavour. In this context, Sowman poses a challenge to the planning profession (2002) . Namely, the anomaly surrounding the paucity of IDP's exhibiting the Agenda 21 principles and approach within the fabric of the plans. This anomaly is approached through a focus on the case of the Ugu IDP. It functions as an 'instrumental case study' so that it can provide a pragmatic planning practitioner with some space for reflection and learning on how the principles and approach of Agenda 21 have been, and can be, more effectively integrated into an IDP. The method of analysis is qualitative in nature and informed by critical social theory which Practice Movement planners 'periodically raid' in order to 'make sense' of their endeavours in striving to learn from practice in order to improve planning practice. This pragmatic approach to the Agenda 21 principles and approach is initiated in chapter two, the conceptual framework for Integrated Sustainable Development Planning.

CHAPTER TWO

FROM THE 'PRACTICE MOVEMENT' THROUGH 'NEW ENVIRONMENTALISM' AND INTEGRATED DEVELOPMENT PLANNING TO INTEGRATED SUSTAINABLE DEVELOPMENT PLANNING – A CONCEPTUAL FRAMEWORK

2.0 Introduction

This chapter outlines the conceptual framework in which the case study is located. The objective of the chapter is to draw together pertinent threads of an emerging form of planning theory called the '**Practice Movement**' and strands of an approach called '**New Environmentalism**'. **New Environmentalism** is basic to Agenda 21 and sustainable development planning (Watson, 2002; Healey, 1997). The intention is also to clarify the important concepts of these two strands of theory. The 'Practice Movement' emphasises '**plurality**', '**webs of relationships**' and '**the space of appearance**' through a '**collaborative**', '**communicative**', '**pragmatic**' form of planning. 'New Environmentalism' stresses that the '**environment as a cultural conception**', '**the 27 principles of Agenda 21**' and '**sustainable development planning**'. These concepts are clarified and the 27 principles of Agenda 21 are outlined in section 2.1, From the 'Practice Movement' and 'New Environmentalism' to Sustainable Development Planning. In section 2.2, From Sustainable Development Planning to Integrated Sustainable Development Planning the Sustainable Development Planning Guide, as developed by the International Council For Local Environmental Initiatives (ICLEI, 1996), is discussed. It is discussed in relation to the Integrated Development Planning Guides as developed by the South African National Department of Provincial and Local Government (DPLG, 2001). The intention is to develop an approach toward 'Integrated Sustainable Development Planning'. The conclusion to the chapter is presented in section 2.3, From A Conceptual Framework for Integrated Sustainable Development Planning to the Communicative Action of an Integrated Development Plan. The conclusion to the chapter serves to link the conceptual framework through content analysis and the rationale for the research as outlined in chapter one and to the case study, which is addressed in chapter three.

2.1 From the 'Practice Movement' and 'New Environmentalism' to Sustainable Development Planning.

2.1.1 The Practice Movement and Critical Social Theory

The 'Practice Movement' is a distinctive approach to planning theory, which is characterised by the study of planning practice and practitioners' modes of "communicating" or "framing" planning issues or planning processes. (Healey, 1997; Watson, 2002; Liggett, 1996; Innes, 1995; Forester, 1989; Hoch, 1996; Hiller, 1996). Innes (1995) and Watson (2002) point out that the "context bound narratives" of planning practice can be seen as textured "stories" or a number of "story lines" which serve the important function of providing insights into planning practice. One of the assumptions of this approach is that "*planners learn from practice in order to improve practice*" (Watson, 2002:8). Planning theorists working within this tradition document and analyse planning debates, communication extracts, daily activities and "fully contextualised case studies of planning initiatives" (Watson, 2002:8).

Within the 'Practice Movement', the planning theorist's "goal should be to develop a new type of critical, reflective practice which is both ethical and creative" (Innes cited in Watson 2002:8). Scholars working within this paradigm can be roughly understood as drawing their inspiration from 'critical social theorists' such as Hannah Arendt (1982), Jurgen Habermas (1987), Richard Bernstein (1986), and Michel Foucault (1977). These scholars share an approach to social theory, which is dedicated towards resisting modes of domination, pervasive instrumental rationality, and repressive social institutions. The modernist promise of 'scientific', 'rational comprehensive' and 'value neutral' planning is rejected by 'Practice Movement' practitioners. They draw upon the work of the critical social theorists for direction and possible solutions to methodological questions.

The Practice Movement is "pragmatic" in nature and dedicated towards finding the "spaces in which democratic planning practice can be institutionalised" (Hoch 1996:43). The idea is to "uncover examples of planning practice that are both competent and democratic, and then to explore who the practitioners were who did it, what actions they took to make it happen, and what sorts of institutional conditions

helped or hindered their efforts. The results of this sort of research can provide us with knowledge about the architecture of free spaces in the midst of existing power relations" (Hoch, 1996:42).

2.1.2 The Practice Movement, Contingency and Agency

Hoch (1996) stresses the contingent nature of the pragmatic-planning endeavour. He says that pragmatic planning practice is not based on "necessary" and "certain knowledge" but rather on "descriptions, reasons and beliefs that others can recognise and use to guide their actions" (Hoch, 1996:30). This 'common sense' notion of practice was central to the work of Arendt (1958). Her contribution to critical theory was to stress the 'plurality' and contingency of speech and action within the web of relationships, which are constantly being constituted and reconstituted in everyday life. Central to Arendt's concept of 'plurality' is a particular understanding of **human agency**. Habermas says in this regard:

"I learnt from Hannah Arendt how to approach the theory of communicative action....plurality concentrates on intersubjectivity of acting in concert, where multiple perspectives of participants who occupy inevitably different standpoints, are reciprocally connected. The unifying power of intersubjectivity preserves the plurality of individual perspectives; even in the case of violent repression intersubjectivity cannot be replaced by a higher order of subjectivity." (1980:128)

This is particularly relevant to planning in the South African context where planning processes bring together unique people who also speak different languages and use different frames of meaning in their constitution of 'meaningful and appropriate' planning practice. Healey (1993) points out that frames of meaning are localised yet constantly changing and open to reconstitution. She says "it can never be possible to construct a stable, fully inclusionary consensus, and the agreements we reach should be recognised as merely temporary accommodations of different and adapting perceptions" (Healey, 1993:239). These 'temporary accommodations' may well represent the **force** of more articulate or persuasive arguments. In this instance, Hiller (1996), would argue that a local planning practice might well exhibit 'accommodations' around 'appropriate forms of planning' from the patriarchal perspective of male dominated rural South Africa. Here planning practice exhibits patterns of dominance within planning practice. The intent of the Practice Movement is to reveal such patterns of dominance using concepts such as Arendt's notion of

'plurality', so that irrepressible and unique "voices" can be heard. The objective is to develop a new form of planning practice, which is driven by a theory of practice with emancipatory intent. An emancipatory intent underlies critical social theory, which the Practice Movement planners periodically 'raid' in order to construct a new democratic form of planning from within the profession. This approach resembles the activity of 'rebuilding the planning boat while sailing on the ocean'.

2.1.3 The Practice Movement, Plurality, Power and Communicative Action

As Foucault argues, "few of us consent completely to the imposition of power" (Foucault cited in Hoch, 1996:43). In the social construction of our worlds and institutions, we tend to resist relations of domination in ways which may be "neither dramatic or obvious" (Hoch, 1996:44). For Arendt, the roots of such resistance stem from the inescapable "plurality" and "natality" of a life of action (1958:30). She holds that plurality and natality are the conditions for the possibility of resistance to imposed relations of domination. She says, "human plurality, the basic condition for both action and speech, has the twofold character of equality and distinction" (Arendt, 1958:175). She explains that 'distinction' is that aspect of plurality that enables us to name things, to say what something is by pointing out distinctions. She says:

"Whereas all organic life already shows variations and distinctions, even between specimens of the same species, only ***man can express this distinction and distinguish himself, and only he can communicate himself and not merely something*** – thirst or hunger, affection or hostility or fear" (Arendt, 1958: 78)⁴.

The crucial aspect of plurality is captured as follows:

"In man, other-ness which he shares with everything that is, and distinctness, which he shares with everything alive, become uniqueness, and ***plurality is the paradoxical plurality of unique beings***" (Arendt, 1958:176).

Speech and action are the modes through which plurality is communicatively revealed when people come together and reciprocally unite their different viewpoints

⁴ Here Arendt is deliberately distancing her position from the famous Hegelian starting point of 'Being and Nothing' in the first section of the Phenomenology of Mind which is usually studied by students of "dialectics". Her answer to Hegel and Marx is that a phenomenology of everyday speech, action and judgement provides the basis for concrete "grounding" necessary for the link between "theory" and "practice" in the search for "praxis". This discovery is critical to her notion of human agency and is the foundation to the entire edifice of Habermas' convoluted notion of communicative rationality. In her study of Totalitarianism, Arendt asks a basic planning question: 'What are the spatial and temporal conditions for human action and freedom?' (See "The Neglected Heritage of Critical Theory" in Luckin, 1989: 16-42).

intersubjectively. Plurality is revealed in the manner in which men/women insert themselves into the world. Arendt's point is that it is only through word and deeds that men/women insert themselves into the world. Reality is hence communicatively created through the insertion of the 'who' one is into the web of human relationships, which she calls the "space of appearance." This disclosure of the 'who' in contradistinction to the 'what' someone is, (i.e. ones qualities, gifts, talents and shortcomings which may be displayed or hidden) **is implicit in everything one says and does.** Thus through acting and speaking, one reveals ones unique identity. Arendt says:

"This insertion is not forced upon us by necessity, like labour, and it is not prompted by utility, like work. It may be prompted by the presence of others whose company we may wish to join, but it is never conditioned by them; its impulse springs from the beginning, which came in to the world when we were born and to which we respond by beginning something new. **To act means to begin, to take the initiative, to set something in motion**"⁵ (1958: 177 emphasis mine).

Action, as the beginning of something new, is the actualisation of the human condition of natality. The birth of every individual holds for Arendt the possibility of something new and unpredictable entering the 'public realm', the 'space of appearance' or the 'life-world' in Habermas' or the 'Practice Movement' language (Forester, 1989, 1996, 1997; Healey, 1996; Hoch, 1996; Hiller, 1996; Mandelbaum, 1996). The 'space of appearance' is the space where deeds and words are seen and heard by fellow beings. Thus for Arendt, birth is the actualisation of the human condition of natality and speech is the actualisation of the human condition of plurality. Through speech, the unique being is distinguished from others who form the intersubjective realm of the "space of appearance." Although an act may be perceived in its "brute

⁵ Here Arendt is addressing Heidegger's "Being and Nothing" where he attempts to deal with identity difference and human agency which eludes him. Consequently his contribution to social theory was to legitimate totalitarianism and theories based on necessity and the collective singular subject of history such as, 'Spirit' in Hegel, or 'Mankind' producing and re-appropriating externality in Marx through Adorno to Horkheimer - which Arendt strove to overcome. She rejected these 'labour' and 'work models' of action based on 'necessity' and 'utility' as appropriate for transformative action. The context was Nazi Germany, where human life seemed to have no value and Hitler and his henchmen seemed to have lost their capacity for judgement. The importance of these concepts for planning practice is that development planners work at the interface between theory, practice and the webs of relations constituted in the lives of people. This explains the outrage that drives Bond the planner in "Unsustainable South Africa" where utility and necessity frame the efficient, effective rendering of services for World Bank programmes (2002). "Unsustainable South Africa" (Bond 2002) - is one of the most significant books written for planners to date.

physical appearance" without the verbal accompaniment, it only "becomes relevant through the spoken word where the actor and others announce what he does, has done and intends to do"(Arendt 1958:179). **This concept of action or "praxis" as communicative action is different in kind to other forms of action where speech only plays a minor role such as in warfare, in mathematics or certain kinds of teamwork.** As Arendt says:

"Thus, it is true that mans capacity to act, and especially to act in concert, is extremely useful for the purposes of self-defence or in the pursuit of interests; but if nothing more were at stake **than to use action as a means to an end**, it is obvious that the same end could much more easily be attained in mute violence, so that action seems a not very efficient substitute for violence, just as **speech, from the viewpoint of sheer utility**, seems a awkward substitute for sign language as in mathematics or other scientific disciplines" (1958:179).

2.1.3.1 Conclusion : The Communicative Action of Development Plans, 'Story Lines' and the 'Fragility of Planning Initiatives'

On the basis of the concepts of plurality, natality and the 'space of appearance', the 'Practice Movement' can account for the agent revealing character of intersubjective communication as the medium through which different, unique perspectives are united and revealed. Plurality is stressed so that the notion of subjectivity which is held by materialism, which overlooks the disclosure of unique individuals though abstractions such as 'Species Beings', or 'Mankind' as in Marx, or 'Spirit' as in Hegelian scholars, or 'Community' as in contemporary planning, are avoided. Habermas draws attention to the discovery of the concept of plurality in the work of Arendt when he says; "I learnt from Arendt how to approach the theory of communicative action.....I see in it a sharp analytic instrument for saving the Marxist tradition from its own productivist aberrations" (1980:129). A similar statement can be made about the 'Practice Movement' where the concept of plurality provides valuable insight into human agency and the 'pragmatic creation of spaces' which are resistant to modes of domination within planning practice. Therefore, for the 'Practice Movement', the ***'communicative action of development plans' entails the production of 'practice stories' or 'story lines' and 'voices' which reveal and conceal the plurality of their conception (Healey,1996; Forester 1996[b]; Watson 2002).***

Natality stresses the fact that action is unpredictable and often 'a new beginning', which sets something in motion. This accounts for the 'fragility' of human affairs, and the 'fragility' of planning initiatives, in that any act or word occurs in the multiplicity of human relationships. The specific act becomes boundless through the various reactions and subsequent actions of others in the 'web of human relations'. Therefore the 'fragility' of new planning initiatives and processes needs to be appreciated and communicatively strengthened and re-framed if democratic planning practice is to be carried forward.

Planning practice is 'fragile' and 'Practice Movement' planners seek to anchor democratic action plans in the 'spaces of appearance', where forms of repression can be communicatively resisted. The 'Practice Movement' seeks 'new ways of living', 'shaping and the framing of spaces' through 'collaborating' or 'communicative action' in the fragmented world of disenchantment and political competition for 'projects' and power. Here, the notion that the world is a logical place amenable to rational, scientific planning based on 'facts' waiting to be collected, and values to be 'controlled for', so that predictable planning can occur, is rejected. On the contrary, new forms of planning are 'frail' and contingent upon 'credible practice stories', with attention to planning ethics so that democratic forms of planning can continually come to the fore and possibly survive in the face of domination and force. Forester explains, that in telling credible practice stories,

"planners render practical and political judgements, not in their minds, but in their deeds as they come to be responsible for reporting or failing to report events, for recommending or failing to see options, for identifying threats and opportunities or failing to" (Forester 1996[b]: 221).

The communicative action of planners operates in the realms of ethical discourse not simply in identifying right from wrong, but more importantly in their reflections of what is relevant and what is not, in their "responsive awareness or insensitivity". Consequently, their communicative work reflects a responsible attitude towards norms and principles or their blatant and often "callous disregard of them." (Forester 1996[b]: 221)

2.1.4 New Environmentalism, Agenda 21 and the Practice Movement

The '**New Environmentalism**' approach similarly recognises that the way in which we view 'the environment' is not the result of 'objective facts' or the 'Universal Laws of Nature'. On the contrary, our notion of the environment arises from the way in which we "look at the world and our place in it"(Healey,1997:183). The way in which we view 'the environment' is inter-linked with our pre-occupations of daily living and the social construction of webs of relationships within the world of pragmatic actions. This is the perspective which informs the social construction of Agenda 21 and the Rio Summit of 1992 (Khosla,2002; Jobson,2002; South African Women's National Coalition, 2002).

The approach set for the Brundtland Report of 1989 also underlies the social construction of the Earth Summit. As Healey so aptly says, the Brundtland Report attempts to "interweave the biospheric dimensions of environmental care with a concern for the sustainability of human social relations" (1997:183). Agenda 21 resonates with a concern about the extent to which, "the way we live now" both globally and locally, are "**reproducible** in the long term" (Healey,1997:184). Underlying this concern is a moral notion of 'how we ought to live'. Central to the social construction of Agenda 21 is a concern with improving the quality of life based on ethical grounds and not simply in terms of material welfare. Khosla makes this point when she explains that despite the changed terrain of global governance between the "Earth Summit of 1992" and the "World Summit on Sustainable Development of 2002, women did take Rio home and are organising to ensure that their concerns are placed firmly on the agenda of the WSSD" (2002:17).

Unlike 'ecocentric fundamentalism' or the 'deep green movement', which stress the priority of '**Nature**' over people, 'New Environmentalism' deliberately stresses the importance of a plurality of ways of living and understanding the world. The 'eco-centric fundamentalists' in contrast, call for a radical attack on current modes of development, production, and consumption from the moral high ground of being 'One with Nature' or 'Gaia' or 'The Planet Earth'. They tend to be co-opted by modern forms of 'radical socialism' which similarly call for a radically transformed society devoid of the capitalist mode of production and consumption. This 'eco-socialist'

approach ignores plurality, human agency, and communicative action. 'Eco-socialism' then flounders on the grounds of their own 'productivist aberrations' as Habermas would say, in their call for a "**rational reordering** of the space economy in a way that confronts capitalism's neo-liberal discourses"(Bond,2002:422; Harvey,1995:405). The form and content of this 'rational re-ordering of capitalism' is not addressed by Bond (2002) and Harvey (1995) beyond the call to 'join them' in their 'rationally ordered' 'Nature-Land' (Bond 2002:421)⁶. 'New Environmentalism' in contrast, entails the task of discovering new ways of living and acting in the world, which are "mutually sustaining rather than collectively destroying" (Healey,1997:184). Khosla highlights the social construction of hope and inspiration surrounding the Earth Summit. She says that during this process:

" many years of hard work, networking, organising and 'word-smithing' had brought critical consensus on issues of importance to the North and South. It brought together the divided movements of the environment and development. The Rio Summit also changed the modus operandi of negotiations at the UN. This was the first time civil society organisations were able to participate significantly in official UN proceedings. Women, through the Women's Action 21, provided unparalleled leadership at the Rio Conference and created new space and synergy for civil society participation in UN conferences" (2002:17).

She stresses that the Earth Summit constituted an approach based on governance oriented toward an "equitable and sustainable planet"(Khosla,2002:17). Through the UN Commission on Sustainable Development (CSD) established at Rio, the formal inclusion of the 'voices' of the marginalized, such as women, youth, indigenous people, trade unions, farmers, science and technology communities, local authorities and NGO's has progressively expanded in UN activities and in Summits (Jobson, 2002:81; ICLEI,1992). As Jobson points out, "sustainable development is a multilateral issue and demands a global solidarity between the peoples that inhabit the planet presently and in the future" (2002:84).

One of the core planning insights to be gleaned from this approach is that before we can set about developing 'key performance indicators' or 'targets' for sustainable

⁶ For Bond, the 'sustainable development discourse' can simply be reduced to 'neo-liberalism' captured via the frustrations of an environmental economist, Herman Daly. (2002:30). Bonds' critical analyses of the status quo are incisive and enlightening despite the paucity of a cogent synthesis around his tentative yet feasible alternatives within the sphere of his critique. However, an empirically founded synthesis of the "sustainability discourse" is required instead of the counterfactual productivist abstraction based on neo-liberal environmental economics which is then conveniently the condition of the neo-liberal demise!

planning processes, we need to understand “how we think about ourselves, our place in the world, our societies and our values” (Healey, 1997:184). Healey stresses that we need to work out why we have become sensitive to certain “environmental threats”, why we treat certain attributes as “unalienable” or “sacred” and not others (Healey, 1997:184). We **collectively** need to arrive at an understanding of what needs to be accorded priority in our local and global environment before we can devise policies, plans and strategies to ‘protect’ or ‘alienate’ these priorities. This perspective offers the possibility of addressing environmental issues from a communicative, collaborative, pragmatic planning viewpoint. Within this context, ecological issues are treated in conjunction with economic, social, institutional and spatial dimensions. Central to this approach is the notion that environmental considerations cannot be treated in a desktop manner, ‘outside of planning’ or as abstract principles which can ‘**add value**’ to planning processes ‘ex post facto’. Sustainability, and what this means within a local context, needs to be mainstreamed and communicatively negotiated within an integrated planning process so that plurality, local knowledge, rights, obligations and new and appropriate modes of development can emerge.

‘New Environmentalism’, underlying Agenda 21, needs to be distinguished from the notion of the ‘environment as a stock of assets’ (Bond, 2002; Pierce, 1989; Summers, 1991). The notion of the environment as an economic asset is central to ‘contemporary neo-liberal economic environmentalism’, which then defines sustainability as maintaining or enhancing the stock of environmental assets so that its depletion is avoided wherever possible. Within this asset-based approach economic development proceeds as long as we are able to ‘compensate for the loss’ or ‘create new asset holdings’. Therefore ‘the polluter pays’ and environmental management is a matter of ‘calculating the environmental costs and benefits’. Action then means identifying asset stocks, developing systematic audits and engaging in command and control planning through ‘development-control and regulation’. This approach to the environment is technically complex to implement and reduces ‘the environment’ to the ‘externality effects’ of economic actions (Pearce, D, Marakandra A and Barber, D, 1989; Bond, 2002.) Here the plurality of ways of living, acting and understanding in the world is screened out of focus. **Therefore, modes of communication leading to collaborative decisions on what are ‘unalienable’**

from a cultural, social and ecological, rather than an economic perspective, cannot be addressed.

Basic to 'New Environmentalism' is the understanding that the principles of Agenda 21 were communicatively negotiated covering long and arduous routes by a plurality of participants. Some of the principles cannot simply be selected, in an ad hoc manner, and then used according to any particular notion of sustainability which is not located within the communicative context of Agenda 21's pragmatic construction⁷. On the contrary, all twenty-seven principles need to be considered when issues relating to the sustainability of development within a locality are addressed. 'New Environmentalism' then calls upon the Practice Movement to decipher the context of sustainability at the local level through an inclusive approach to the Agenda 21 principles and the kind of sustainable development planning which was developed within this context. The 27 principles are briefly summarised and the "Local Agenda 21 Sustainable Development Planning Guide" is then discussed (ICLEI, 1997).

2.1.4.1 The Twenty Seven Principles of Agenda 21

The opening statement to the 'Plan of Implementation' developed at the WSSD in Johannesburg in September 2002 states that

"We strongly reaffirm our commitment to the Rio principles, the full implementation of Agenda 21, and the Programme for the Further Implementation of Agenda 21" (WSSD 2002:1).

Within the Plan of Implementation, frequent reference is made to the principles and chapters of Agenda 21. The 27 principles are summarised in Table No.1, overleaf, and are shown in full in Appendix 1

⁷ The empirical fact that the nations of the world and the 'major groups' (marginalised people) periodically come together at 'Summits' to re-negotiate Agenda 21, to assess the progress and possible solutions, however imperfect this communicative process may be, is in keeping with 'New Environmentalism'. Agenda 21 and its context of communicative action cannot be dismissed (as 'Blah, Blah', as Bond (2002) and media sceptics attempt to do) but carries the potential of a 'space of appearance' for planning practice.

TABLE No.1 SUMMARY OF THE 27 PRINCIPLES OF AGENDA 21 (Source: Adapted UN 1993:9)	
1	People Centred Approach
2	Rights to appropriate resources- pursuant to Environmental Policy
3	Intergenerational Equity
4	Environmental protection integral to development process / Biodiversity
5	Essential task of eradicating poverty - Meet the needs of people
6	Special attention to the environmentally vulnerable people
7	Partnerships - focus on responsibilities of developed countries pressure on environment
8	Reduce and eliminate unsustainable patterns of consumption and production
9	Capacity building - exchange of innovative technologies
10	Participation at relevant levels -decision making- access to judicial / administrative justice
11	Enact and apply environmental legislation and standards in context
12	Support open economic systems and trade
13	Liability and compensation for pollution and risks
14	Co-operate in the prevention of substances causing degradation and human risk
15	Precautionary approach shall apply - Lack of knowledge is not a valid reason for lack of preventative activities.
16	Internalisation of environmental costs with polluter bearing costs of pollution
17	Apply EIA's / monitoring /evaluation procedures
18	Disaster management
19	Trans-boundary information timely notification of disasters/ pollution issues
20	Women have a vital role in management and development -full participation
21	Creativity , ideals of youth - also global mobilisation of youth partnerships
22	Focus of indigenous people-knowledge-traditional practices, culture and participation
23	Protection of people and resources under oppression, domination
24	Warfare - protection of people and environment in terms of international law
25	Peace, development and environmental protection indivisible
26	Peaceful dispute resolution
27	Co-operation / partnership to fulfil above and development of international laws accordingly

2.2 From Sustainable Development Planning to Integrated Sustainable Development Planning

2.2.1 Sustainability 'story lines' and the Integrated Development Planning Guide Packs

The "Local Agenda 21 Planning Guide: An Introduction to Sustainable Development Planning" was developed by the International Council for Local Environmental Initiatives (ICLEI,1996). This work can be viewed as a discourse which was produced within a 'Practice Movement' approach to planning given the 'learning from practice' approach which is used. This work entailed extensive consultation with local municipalities and planners through out the world.

Sustainable Development Planning is an empirical planning approach, which was “derived from real-life Local Agenda 21 planning efforts around the world” (ICLEI, 1996:i). It was tested and reviewed over a five-year period by municipal professionals and planners from 14 countries (ICLEI,1996:ii). The approach is set out in a ‘Guide’ with planning elements, methods and tools. It proceeds in a step by step fashion in order to clarify important planning issues. The generic approach is meant to guide communicative action and to be modified to fit local circumstances. While the steps are set out in logical sequence, it is stressed that they are “not presented as a strictly chronological ‘recipe’ for action. In many instances, the key elements of a sustainable development planning process are to be undertaken simultaneously.” (ICLEI,1996:5). The focus of the ‘Guide’ is on planning elements that are applicable to “rich and poor” communities and “aspects which are not appropriate in the developing world were not included” (ICLEI,1996:5). The ‘Guide’ outlines the concept of sustainable development and sustainability, the elements of sustainable development planning and makes use of worksheets, matrices, and case studies.

In many ways the “Sustainable Development Planning Guide” (ICLEI,1996) is similar to the ‘Guide Pack’ developed during 2001 for Integrated Development Planning in South Africa (DPLG,2001). The ‘Guide Pack’ similarly outline the elements of the planning process and makes use of worksheets and matrices. However, there are important differences between the two approaches concerning Agenda 21. In the South African context, Agenda 21 is briefly discussed in ‘Guide Pack V’ called “Sectors and Dimensions.” This document deals with “**guidance on how to relate other, non IDP – specific general policy guidelines or sector policies to the IDP process**” (DPLG,2001 [a]). Within Guide V and 111, there are at least five contradictory ‘story lines’ about Agenda 21, development planning and sustainability.

1. The first ‘story line’ is that “Local Agenda 21 can make a **value adding contribution** to integrated development planning in terms of enriching the planning process” (DPLG,2001[a]: 14 emphasis in text).
2. The second is that integrated development planning is the South Africa response to Local Agenda 21 (DPLG,2001[a]: 14). What this means in concrete terms is not discussed.

3. The third 'story line' is that integrated development plans "will assist municipalities to focus on the **environmental sustainability** of their development strategies" (DPLG,2001[a]: 14 emphasis in text). Here the 'environment' in the classical 'green' sense seems to be implied.
4. The fourth 'story line' emphasises **sustainable growth**, and **equitable development**, participation, integrated sectoral strategies for the allocation of scarce resources, and empowerment of the poor, and marginalised (DPLG, 2001[a]: 14).
5. The fifth 'story line' in Guide 111, is that "Municipal strategies and projects have to comply with the principal of **an ecologically sustainable development process** meaning that any utilisation of natural resources should not negatively affect the possibility of present and future generations to satisfy their needs" (DPLG,111,2001:53 emphasis in text). Here 'sustainable development' means the utilitarian harnessing of 'the fruits of Nature', understood as a 'resource' used to meet present needs in a way which does not negatively affect the future generations ability to meet their needs.

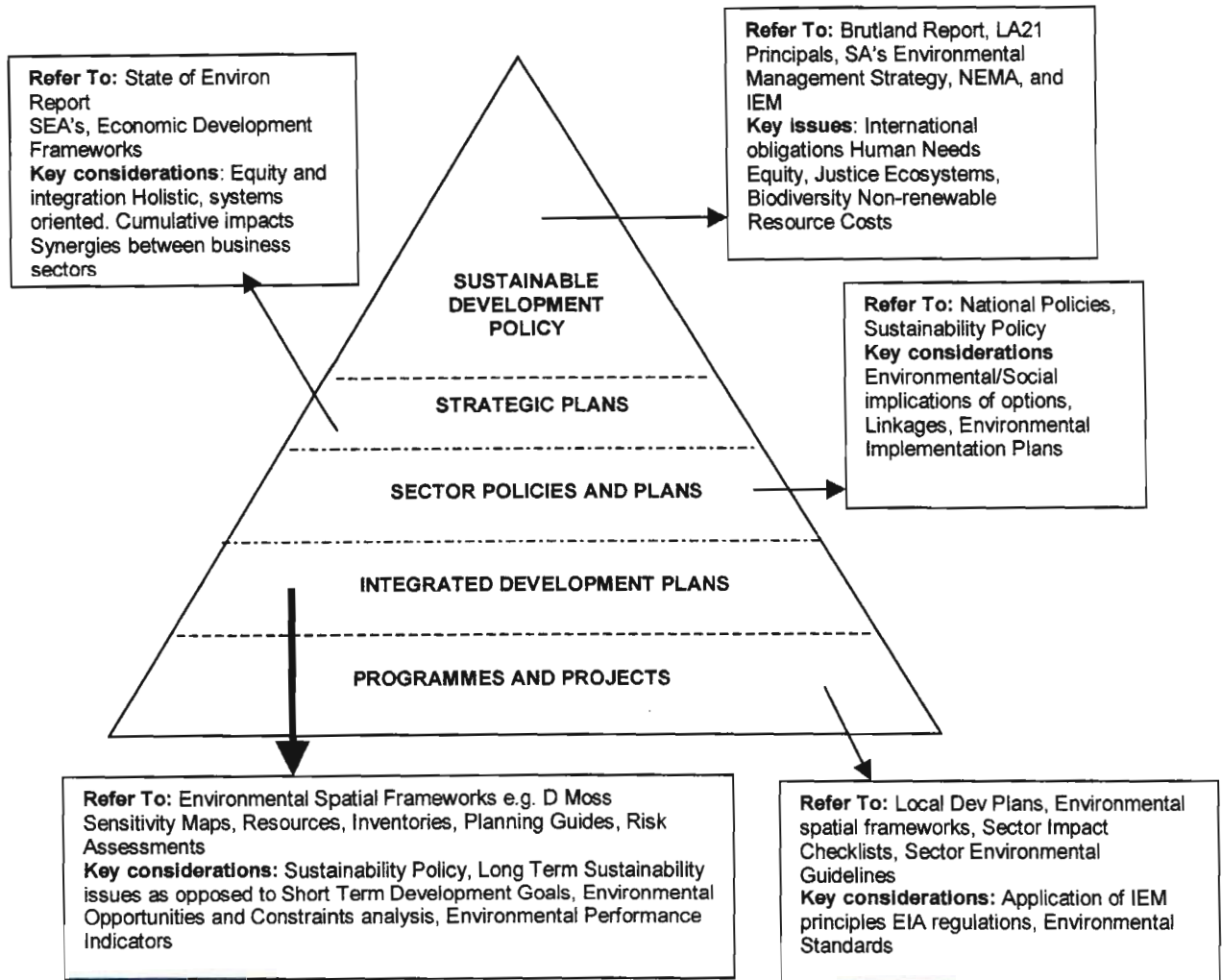
These 'story lines' display confusion between neo-liberal, modernist, utilitarian, growth theory, and traditional 'green' environmental and social justice concepts. This is further compounded when an attempt is made to address 'development dimensions' in the context of 'relevance'. From the perspective of 'relevance', sustainability is screened out of focus and the traditional planning approach based on listing social, economic, institutional and **environmental dimensions** is thematic. Once more, a 'green' approach is brought into focus.

In sum, the Guide serves to obscure rather than to clarify integrated development planning in relation to Agenda 21. The abstract, ad hoc eclectic approach serves to render Agenda 21 inaccessible to the reader. As Sowman says in relation to the new IDP process,

"Many municipalities are struggling with the concepts and procedures and although the various manuals and guidelines produced to assist local government make reference to environmental issues, there is little guidance on exactly 'how' and 'when' **environmental issues** need to be incorporated" (2002:193 emphasis mine).

Extensive reviews of IDP's reveal that the traditional notion of 'the environment' as a separate section of the IDP is the norm (Sowman,2002:193). Sowman points out that "there appears to be no predetermined methodology or framework for incorporating" sustainability or sustainable development into the IDP processes (2002:193). She has started to develop an approach for such integration in her most recent work (Sowman,2002:181-198). However, the proposed approach reveals an abstract understanding of the IDP process which does require modification given the location of the IDP in her 'hierarchical schema' of the local government planning endeavour as shown in Figure 1.

Figure No 1: Integrating Environmental issues into Local Government Planning Processes (Modified from Sowman 2002:196).



Sowman's view of the local government planning process as shown in Figure 1, vividly displays a lack of clarity surrounding the new IDP approach in relation to policy, strategic planning, sector planning, programmes and projects (2002). The implicit 'story line' in Figure 1 above is that strategic plans, IDP's, projects and programmes are different processes. Sowman argues that

"inserting environmental issues into the hierarchical process would be the most efficient way of integrating environmental issues into the complete range of activities taking place in local government" (Sowman, 2002:193).

Here her initial distinctions between sustainability, sustainable development, and the environment are no longer in focus. Once again, the environment in the traditional 'green' sector sense is thematic. In addition, this approach represents a fragmented view of the IDP process, which is abstract and divorced from the empirical processes, occurring within municipalities. On the contrary, the IDP guidelines state that IDP's should:

- ☒ be strategic cross-sector development plans
- ☒ incorporate localised application of national guidelines and policy
- ☒ incorporate **integrated** spatial frameworks, strategic sector plans, programmes and projects, key performance indicators and budgets
- ☒ incorporate institutional re-alignment in keeping with the spatial frameworks, programmes, projects and budgets.

From the perspective of the 'Practice Movement' and 'New Environmentalism' one way of redressing the abstract treatment of sustainability and sustainable development planning is the fusion of horizons between the perspectives as outlined by Sowman, the Guide Pack and the LA21 Sustainable Development Planning Guide (2002; DPLG, 2001; DPLG, 2001[a]; ICLEI, 1996).

Urquhart & Atkinson (2002) and Coetzee (2002) have started such a process. However, on the one hand, Coetzee (2002) repeats the abstract 'story line' discussed above that the IDP is a 'South African response to LA21'⁸. Urquhart and Atkinson (2002) focus on LA21 as 'adding value' to the IDP process. Coetzee's work, which was specifically developed for the WSSD, is based on that of Urquhart & Atkinson (2002). It focuses on new and additional ways "to strengthen sustainability" in each phase of the IDP process (2002:16-20). However, the principles of LA21 are still not addressed systematically and the approach is premised upon the IDP as a 'municipal management tool'. Central to this approach is the new neo liberal development discourse of Growth, Employment and Redistribution (GEAR). On the one hand,

⁸ Why then we may well ask, as Sowman (2002) and the recent ICLE (2002) research so clearly reveal, are there so few examples of Agenda 21 based IDP's in South Africa?

'entrepreneurial government' is high on the agenda. On the other hand, 'managing redistribution' is the 'story line' which is, as Watson so aptly says, "as much concerned with 'global positioning' as it is with addressing poverty and unemployment" (Watson,2002:87). These 'story lines' of IDP's as 'public management tools' addressing 'resource allocation' and 'performance management' seem to "exacerbate the existing tendency towards functional and departmental fragmentation" within local government (Watson 2002:86-87). This stems from an approach to governance which stresses incentive based management and short term service contracts. Consequently, this "indicator driven, management-by-results approach to public management (or 'managerialism') has been subject to wide ranging critique" (Watson,2002:86; Rhodes,1997 cited in Watson,2002:161; Bond, 2002). Central to the critique is the fact that 'managerialism' tends to encourage line function bureaucracies and the development of hierarchical power bases. Consequently, the communicative formation of inter-organisational networks and the possibility of collaborative planning are substantially truncated. Here "the threat of dominatory action" stemming from the planning process is increased (Watson,2002:87).

One way out of this impasse of planning induced fragmentation and domination is the fusion of the two planning horizons. The intention is to draw on the strengths and insights to be gleaned from the two sets of planning guides when appropriated from the perspective of the 'Practice Movement' and 'New Environmentalism'. This possible new horizon is called 'Integrated Sustainable Development Planning'. The first step in developing the integrated approach is to clarify the concepts of sustainable development and sustainability. Thereafter the stages of the IDP as outlined in the Guide Packs (DPLG,2001) are discussed in relation to the Sustainable Development Planning stages (ICLEI,1996).

2.2.2 From Sustainable Development to Sustainability and Communicative Judgement

The Sustainable Development Planning Guide 'story line' is that a clear understanding of the 'sustainable development challenge' facing local municipalities is required. This 'story line' unfolds as follows: There are three distinct development

processes. They are "economic development, community development and ecological development" (ICLEI,1996:1). Ecological development '**reproduces**' biological diversity and the "climatic conditions necessary for life on our planet" (ICLEI,1996:1). Community development '**reproduces**' "communities, families, educated and responsible citizens and civilisation itself" (ICLEI,1996:1). Current forms of economic development are compromising these reproductive processes throughout the world. Consequently, sustainable development should be seen as a program of action oriented toward "local and global economic reform - a program that has yet to be fully defined" (ICLEI,1996:1). The challenge then is to collaborate in forming new ways of doing things so that economic development does not undermine the ecological and 'community' reproductive processes.

The notion of 'community development' within the approach needs to be amended. It implies an integrated "place-based social community" (Healey,1997:79). This idea of a 'place-based community' is largely a counterfactual abstraction used by planners to conjure up the ideal of the 'traditional village' where everyone shared the same moral order and system of meaning. Here everyone 'lived happily ever after' since people 'knew their place', followed the rules of 'tradition, honour and co-operation'. However, where place- based communities did occur, they were usually locales of class, race and gender oppression. Today, the socio-cultural development of local people may entail a shared space, but their socio-cultural relations in post modernity are diverse and extend across regions, nations and the world. Consequently, our actions may have local, regional and global implications. Therefore, 'socio-cultural development' is substituted for 'community development' in Figure No 2, which depicts the sustainable development challenge discussed in the Guide.

FIGURE 2: THE SUSTAINABLE DEVELOPMENT CHALLENGE (Modified ICLEI, 1996:2)

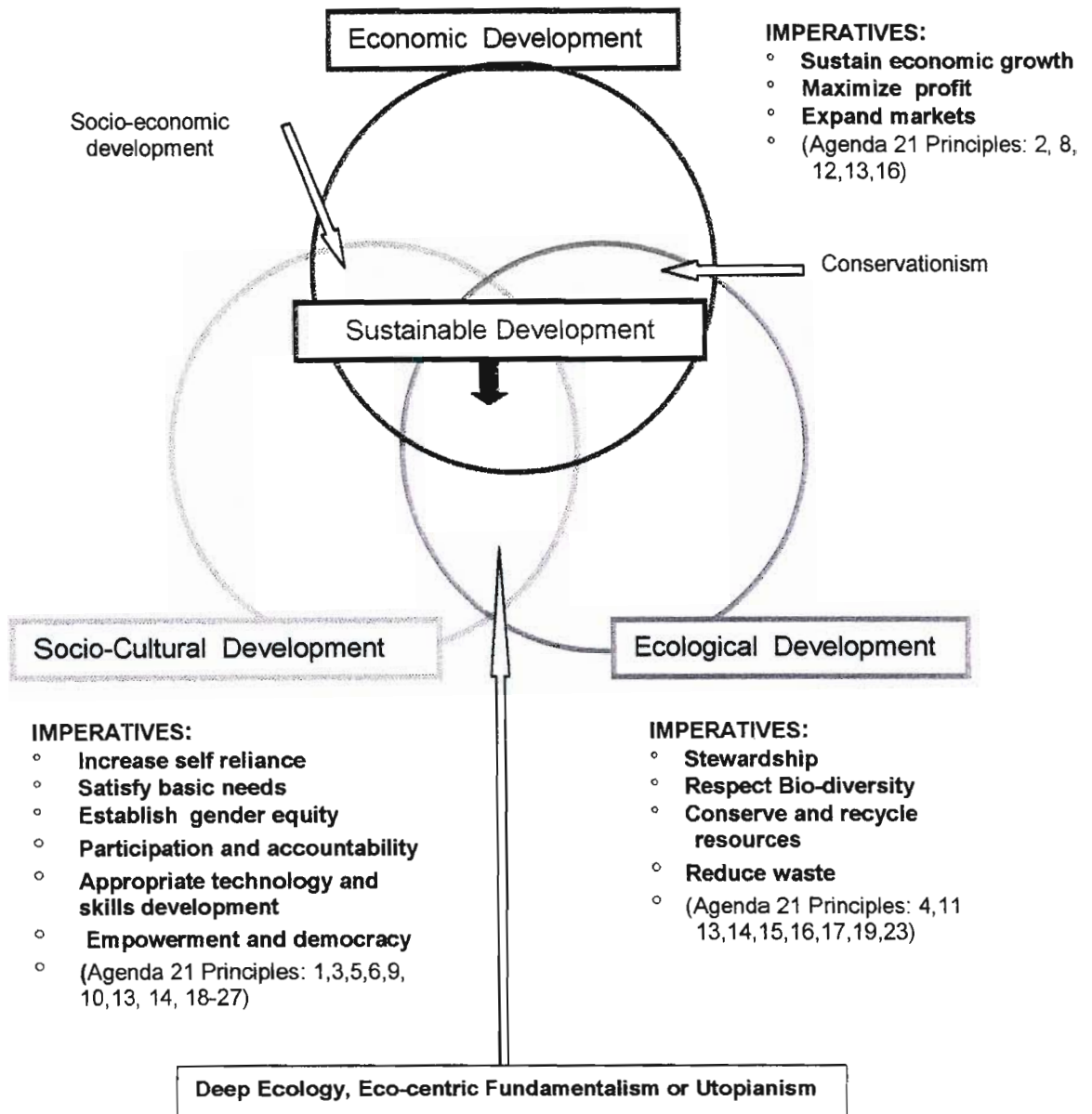


Figure 2 illustrates that there are three distinct sets of development imperatives within the three development processes. The complexities of the development processes are recognised but simplified for heuristic purposes. Economic development is based on the imperatives of market expansion and sustained profit. The Agenda 21 Principles: 2, 8, 12,13,16 are raised in this context. The imperatives of socio-cultural development are to meet basic human needs and interests, increase economic and gender equity, develop self-reliance, accountability, social cohesion,

appropriate skills development, and empowerment. The Agenda 21 principles: 1,3,5,6,9, 10,13, 14, 18-27 are basic to this realm Ecological development is based on the imperatives of biophysical stewardship, ensuring bio-diversity, and respect for the complexities of the biophysical world. The Agenda 21 principles: 4,11 13,14,15,16,17,19,23 are raised here. The imperatives of the three development processes often contradict one another. For example, the "global expansion of markets and the international integration of national economies through structural adjustment programmes and free trade agreements can undermine" the socio-cultural development imperatives of self reliance, empowerment and meeting basic needs (ICLEI,1996:2).

The challenge of sustainable development is to mediate the conflicts, which arise as a result of the different development imperatives. This entails an action oriented approach which is **negotiated between decision makers and stakeholders** so that an integrated pathway can be found which enables people to address issues such as poverty, loss of bio-diversity, alienation and disease.

O' Riordan, Preston-Whyte, Hamann, and Manqele (2000) have developed a perspective on the sustainable development challenge, which stresses the formation of a pathway to sustainability. They hold that **sustainability is not an objective or principle** but rather the communicative formation of a pathway, which civil society and government enter into in order to address the sustainable development challenge.⁹ Central to this pathway towards sustainability are the Agenda 21 principles. The four pillars of the approach are stewardship, securing the local economy, empowerment, and revelation. The precautionary principle entails stewardship. This means taking care of the biophysical life support systems, which provide fertility and absorb waste. The sustainability pathway links a durable local economy to "precaution (or stewardship) and community empowerment" (O'Riordan et al 2000:130). Empowerment entails the communicative generation of self-respect, dignity, and the capability to reach authentic agreements on decisions that take into

⁹ O'Riordan (et al) hold that the pathway towards sustainability is based on "deliberative mechanisms that are discussed by means that guarantee self respect and enhance self esteem of participants and is fully inclusionary - i.e. entails mechanisms for involvement explicitly set out to ensure full representation of interests, even where interests have to be searched out and empowered" (O'Riordan et al 2000:130). This approach is systematically in keeping with the emancipatory intent of the pragmatic approach to planning understood as communicative action.

account the legitimate needs interests and aspirations of others. In order to achieve this there need to be "networks of communication and trust that allow the few to speak on behalf of the many" (O'Riordan et al,2000:130). There also needs to be an educational and consciousness-raising process so that the self-confident voices of the marginalised can be revealed. Revelation entails the recognition of common futures and the communicative formation of value, liability and solidarity. Thus, the pathway towards sustainability entails networks of connection between ecological stewardship, socio-cultural well being, and economic enterprise.

The links between the elements of the pathway can be understood as the communicative formation of judgement (Arendt,1982)¹⁰. Central to this process is men/women's capacity for deciding on courses of action based on debate and conflict resolution. This occurs in a public arena or the 'space of appearance' where participants declare their agreement or disapproval to alternative ways of doing things. During this process of communicative action, unique individuals reciprocally enter into discussion with one another and decide on actions based on arguments. The arguments presented entail validity claims to truthfulness, sincerity, normative rightness and 'known concrete correctness' (Healey, 1997; Forester 1989). The conditions under which communicative judgement occur is mutual recognition trust solidarity, friendship, and basic 'common sense'.

The notion of 'common sense' derives from the work of Arendt who confronts Kant in her understanding of 'common sense' as 'community sense'. For Arendt (1958), 'community sense' is never private since one judges as a member of a socio-cultural network of unique people. Judgement in this sense requires an **"enlarged mentality"** whereby participants within the debate invoke their **"imagination and representative thinking"** which enables them to **"think in the place of"** the 'concrete and generalised others' (Arendt 1982:69). Judgements are made in the public realm. It entails the process of "wooing" the consent of others through providing reasons and 'stories' for ones stance. These 'story lines' can then be validated, respectfully acknowledged, accorded solidarity, or rejected. It is only through communicative judgement that people are able to decide on what is 'ecologically and socially tolerable and what is not', what 'taking care means and what it does not mean.' Here communicative judgement emphasises plurality and the narrative interpretative structure of action. Central to this process is recognition of

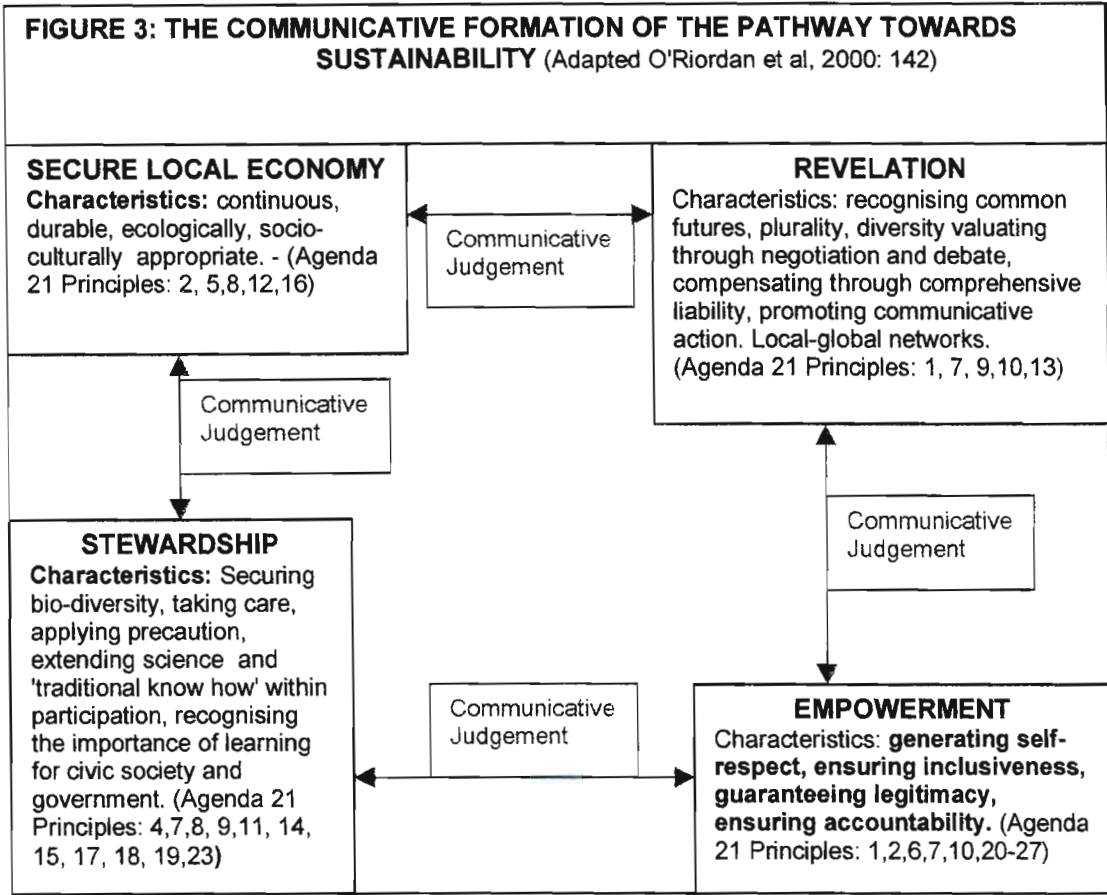
¹⁰ See Appendix 2: Communicative Judgement, Understanding and Meaning in the work of Hannah Arendt

'concrete others', concrete life histories, associations of solidarity and friendship. The emphasis is on linking the Kantian notion of rights and entitlements with Arendt's focus on responsibility, bonding, sharing and friendship. This means that Kantian 'judgement' based on the 'generalised other' and 'formal reciprocity' of rights, obligations and entitlements is linked with the 'concrete other'. Here the 'complimentary reciprocity' of care respect, solidarity and individual recognition¹¹ is also thematic. The principles of Agenda 21 are contextualised within the process of communicative judgement underway in specific locales. This approach to communicative judgement is implicit in the work of the practice movement scholars such as Watson (2002:8), Healey (1997:238), Forester (1989), Hoch (1996), Hiller (1996) and Innes (1995).

Communicative judgement was exercised on a large scale in the year before the launch of the WSSD. Here people from all over the world debated via the electronic media and at specifically arranged fora on their different positions about the pathway to towards global and local sustainability.

The elements of the communicative formation of a pathway towards sustainability are shown in Figure 3.

¹¹ Here a focus on plurality means that the traditional 'ethical principles' as in the work of Hobbes, Kant and Habermas suppresses the 'ethics of care' in the name of the 'generalised other'. This is understood from the viewpoint of the right bearing adult male administering institutional principles where concrete individuality is irrelevant. The 'ethics of care' and the 'concrete other' stresses modes of action where respect, solidarity and care are communicatively achieved. Traditional, ethnic, racial or religious groups are not by definition based on an 'ethic of care'. Without the integration of an 'ethic of care and an ethic of rights', one is left on the one hand with imposed decisionism or naïve naturalism, both of which are inappropriate for development planning. From the perspective of transformative planning, entailing the 'generalised' and 'concrete other' however, one can say that planning based on justice without solidarity is blind (Benhabib 1986:342-359). Transformation based on freedom from oppression and humiliation without care, recognition, ~~respect~~ and friendship is empty.



2.2.3 Towards Integrated Sustainable Development Planning (ISDP)

The IDP is a statutory requirement of local government. Therefore local, district and metropolitan Councils prepare IDP's. IDP's should be in keeping with International Agreements, National, and Provincial policy and legislation.¹² There are five phases in the IDP process and four phases to the Sustainable Development Plan (SDP) (DPLG 2001; ICLEI 1996). The corresponding phases of the two forms of planning are shown in Table No 2.

¹² See Appendix 3 for a list of international agreements which have implications for IDP's

TABLE No 2: PHASES OF THE IDP AND SDP PLANNING PROCESSES	
Integrated Development Planning (IDP)	Sustainable Development Planning (SDP)
Phase 0a: Preparation: Process Plan	Phase 0a: Partnership Formation
Phase 1: Analysis	Phase 1: Community Based Issue Analysis
Phase 2: Strategies	Phase 2: Action Planning
Phase 3: Projects	Phase 2: Action Planning
Phase 4: Integration,	Phase 2: Action Planning
Phase 5: Approval	
Implementation, Monitoring and Evaluation	Phase 3: Implementation & Monitoring
Phase 0b: IDP Review & Review Process Plan	Phase 4: Evaluation & Feedback

The first four phases are discussed in sequence so that an approach towards Integrated Sustainable Development Planning (ISDP) can be formulated. Thereafter, the subsequent phases are briefly outlined with an emphasis on the ISDP.

2.2.3.1 Phase 0: Preparation and Partnership Formation

In preparation for a district level IDP, "two distinct documents" need to be prepared¹³. They are the Process Plan and the Framework Plan. The Framework Plan is developed in order to ensure that district and local IDP's are aligned and inform one another. The Guide Pack emphasises that Process Plans are 'management tools' for municipalities and should serve as "business plans" or "operational plans" for the IDP process (DPLG,11,2001:7). These plans are "highly standardised" providing an overview, in businesslike format, of "what has to happen when, by whom, with whom and where, and it should include a cost estimate" (DPLG,11, 2001:7). The "outcome" of the preparation process should:

"not only be a document, (the Process Plan) but also a **well prepared management, confident of the planning task ahead**. The preparation process requires ***some consultation with those role players who are expected to participate or to be consulted in the planning process:...*** Managing **these consultation** processes and getting all role players on board of the IDP process is definitely a major preparation task. With some concentrated efforts, ***a time span of one month should, nevertheless be sufficient.***" (DPLG,11, 2001:10 emphasis mine).

¹³ District Municipalities are required to prepare both Framework and Process Plans for the IDP process while local municipalities only prepare a Process Plan.

The Process Plan includes procedures for community consultation and for the alignment of planning activities and associated costs. The 'organisational structures', and the roles and responsibilities of participants are specified. The role of Council is to make the decisions. Civil society organisations and service providers advise and indicate spheres of interest. Three 'organisational structures' are suggested. They are the Steering Committee, Technical Task Teams and the Representative Forum. The Steering Committee consists of the heads of line departments, the IDP Manager, planning officials, and portfolio Councillors. The role of the Steering Committee is to consider technical advice, appoint planning consultants, and develop terms of reference for research. The Task Teams are made up of technical sector officials, representatives from line function committees and "resource persons from civil society **if the municipality considers it appropriate**" (DPLG,1,2001, 47, emphasis mine). The Task Teams address technical planning issues. The Representative Forum is made up of **nominated representatives** from civil society, from traditional leadership structures, Councillors, representatives from business, and a range of service providers stemming largely from local, provincial and national sector departments. The role of the Representative Forum is to monitor progress, provide comments on the planning process, and to align programmes and projects with potential funding sources.

Healey would call these guidelines elements of the 'hard infrastructure of institutional design' (1997). Practice Movement planners 'pay attention' to such 'abstract structures' of development plans since the "power of dominant groups is often embedded " within them (Healey,1997:312). It is therefore not surprising that Urquhart points out that:

"lessons learnt from LA21 indicate that preliminary consultation with stakeholders and residents on the most appropriate mechanisms and procedures for public participation is advisable before finalising the Process Plan" (2002:44).

This 'adding on' of a LA 21 insight does not address the implicit domination and abstract nature of the 'managerial approach' that evokes her sense of alarm. Access to the arenas of debate for those " **who are given** the opportunity to become part of the organisational arrangements" can be denied by the brokers of power and patronage administering the process in the name of 'efficient' and 'effective governance' and 'management' (DPLG,11, 2001:10). The basic concern from a

Practice Movement perspective is that institutional design needs to ensure that all potential participants are accorded access rights to administrative justice in relation to establishing a planning process.¹⁴ This can hardly be achieved within the "consultation" time-span set at four weeks for IDP Process and Framework planning. The only public participation requirement for these plans is that a public notice needs to be issued inviting comment after the plans have been developed¹⁵. Here the guidelines are silent about public participation procedures although rights to administrative justice are stipulated in the Bill of Rights, which is binding on all activities of governance.¹⁶ It seems as though the Bill of Rights and the Constitution was overlooked in the construction of the 'managerial approach' to Process and Framework planning. This reduction of Process and Framework planning to the logic of 'effective efficient business management' is taken up again after the SDP preparation phase is outlined.

In stark contrast to the IDP preparation phase, the SDP preparation phase focuses on establishing partnerships for **collaborative designing** and implementation of the planning process. Here the intent is for the municipality to enter into partnerships with civil society in order to chart the pathway towards sustainability. Basic to this process is the launching of an extensive sustainability education or 'consciousness-raising' program. Therefore, an essential ***element that is missing from the IDP preparation phase is a sustainability empowerment process***¹⁷. SDP's are contingent upon the success of the partnership formation and learning about sustainability. Consequently the SDP draws on **socio-cultural and scientific knowledge bases** and adopts a systemic approach in contrast to the 'managerial approach' of the IDP. Central to the SDP process is the realisation that the ***sustainability of municipal services is contingent upon the reproduction of ecological, socio-cultural and socio-economic processes***. For example the

¹⁴ Efficient management is not necessarily co-terminus with 'Administrative Justice'.

¹⁵ The Guide Pack stipulates that the only prescribed participation procedures are "the receipt, processing and consideration of petitions and complaints and the public notice of council meetings" (DPLG 1, 2001:46). The guidelines to participation in general from phase one onwards encourage the inclusion of marginalised groups and women, taking needs and diversity into account and using local knowledge. "Empowerment" is understood as participating in a "public event" where "interests are negotiated and compromises are found" (DPLG 1, 2001).

¹⁶ See Appendix 4: Extract of Guidelines for Public Participation in IDP's

¹⁷ This crucial aspect of the process is enshrined in principles 9, 10, 20 and 21 and **Chapter 3 on 'Combating Poverty'** and particularly in Chapters 5-10 and 12-39 of Agenda 21; The White Paper on Local Government calls for 'participatory action research'. This is contingent upon capacity building;

sustainability of municipal services such as water provision and pollution control are contingent upon:

- ⊗ **ecological-systems** such as rivers, watersheds, wetlands and geological conditions and;
- ⊗ **socio-cultural systems** such as traditional spiritual practices and settlement preferences, and;
- ⊗ **socio-economic systems** such as traditional and commercial agriculture, trade and industry.

The interrelations of the three systemic spheres are stressed in the empowerment programme. Therefore, the SDP preparation process focuses on concrete partnership formation accompanied by learning about the reproduction of systemic processes.

Like the IDP process, the SDP preparation phase is based on the principle that within the rapidly changing environment of globalisation:

"Services are increasingly provided through the co-ordinated efforts of service users, local authorities, private investors, local business, interest groups, religious groups and international development and financial institutions" (ICLEI, 1996:13)

Central to the SDP approach however, is the realisation that international finance and development agencies influence policy formation and forms of governance. This usually takes the form of stringent structural adjustment conditions based on abstract management approaches and limited community participation.¹⁸ Hence, in the SDP process, attention is focused on a **specific kind** of partnership formation. The SDP partnership formation process requires a clear and practical understanding of the sustainability challenge facing the municipality. Partnership formation based on

Section 16 (b) of the Municipal Systems Act, No. 33 of 2000 calls for capacity building for participatory governance.

¹⁸ Bond (2002) explains that multinational institutions such as the World Bank 'frame' the manner in which government policy is developed and conflicts are mediated throughout the developing world. For example, the World Bank is the :

"co-ordinator of and leverage-point for donor resources.., a 'Knowledge Bank' source for information, a facilitator of civil-society involvement and promoter of a limited version of 'community participation' in water projects. The Bank is also a government policy adviser, an investor in privatised water infrastructure (through the International Finance Corporation), a host to numerous African Water Utilities Partnerships, " (Bond 2002:273)

Here water is reduced to an 'economic good' so that governments are advised not to cross subsidise the water supply processes in order to meet the needs of the poor since this entails 'inefficient management, excessive administration, lack of competition and unnecessary political interference in the market'. This 'managerial approach' is drawn upon from across the globe where the "Bank's World Water Forum has become the leading international forum for applying market solutions to water related problems" (Bond,2002:273)

mediating conflicting interests and the genuine empowerment of stakeholders lies at the heart of the SDP preparation phase. The SDP requires the communicative formation of a pathway towards sustainability. Therefore, the processes of stewardship and revelation through empowerment processes and conflict resolution as discussed above are thematic. The communicative formation of partnerships is also contingent upon gender-based equity, local knowledge, and the creativity of the youth, children, and marginalised groups (ICLEI,1992:217-243). As occurs in the IDP process, participatory fora and working groups are established. This SDP approach can be seen as the **"soft infrastructure" of institutional design where the agency of a plurality of participants is thematic** (Healey,1997:312). Here the networks of a plurality of participants communicatively engage one another in the public realm in order to develop partnerships and fora based on shared meanings and understanding of the sustainability challenge facing municipalities. This makes for a diversity of forms of institutional arrangements that are context specific. This can hardly be seen as a "highly standardised" process where 'organisational structures' are defined prior to the process 'by efficient, effective managers' (DPLG,11, 2001:7).

However, the exemplary focus on substantive institutional design in the formation of partnerships in the SDP is constrained by the 'hard infrastructure' of formal policy and abstract governance systems. This raises the important questions of ethics, of rights and duties and of the design of planning institutions to safeguard them. Therefore the **"soft infrastructure" of the SDP preparation process** needs to be integrated with the **"hard infrastructure of institutional design" of the IDP Process Plan**. The intent is to challenge the abstract approach to planning within which the IDP process is embedded (Healey,1997:312). The intention is to safeguard planning rights and duties and to secure legitimacy and accountability through an Integrated Sustainable Development Planning (ISDP) process.¹⁹

There are four basic areas that should be attended to in the institutional design of an ISDP Process Plan. They are:

1. "The nature and distribution of rights and duties.
 2. The specification of criteria for redeeming challenges.
-

3. The control and distribution of resources
4. Spheres of competencies" and learning (Healey,1997:294).

These aspects of institutional design are addressed in turn.

2.2.3.1.1 Rights and Duties in an ISDP Process Plan

Attention to rights and duties entails ensuring that the diversity of rights of "voice" and influence are catered for in the Process Plan. This includes:

- ☒ the right to opportunities for debate and to communicatively frame the ISDP Process and Framework discourse in public arenas;
- ☒ the right to good quality sustainability information and capacity building;
- ☒ the right to respectful consideration of the systemic components of service provision locally, provincially, nationally and internationally; and
- ☒ the right to call governance agencies and financial institutions to account for failure with respect to such rights.

Government officials and agencies are duty bound to administrative justice. In the wake of the public endorsement of the Earth Summit in 1992 and the WSSD of 2002 officials are duty bound to operate on the basis of openly agreed upon sustainability principles. They are obliged to report and to provide cogent argument for actions. They are obliged to account for failure to communicate and for inattentive behaviour concerning sustainability principles.

These rights and duties are stipulated in the ISDP Process and Framework Plan section on roles and responsibilities. Paying attention to rights and duties in relation to the ISDP process ensures that potential participants are accorded the right to be empowered about sustainability and to be involved in process planning. This sets the basis for the legitimacy of the Process Plan. In this context, the soft infrastructure of SDP as discussed above, will not be constrained and can flourish.

2.2.3.1.2 Criteria for Redeeming Challenges in the ISDP Process

The criteria for the validity of challenge in an ISDP Process planning entail a focus on ***recognising the diversity of claims for attention*** as opposed to "adversarial

¹⁹ This could also be read as linking 'agency' to 'structure' in planning methodological terms

advocacy" or the destructive 'mobilisation' of angry citizens denied access to basic services²⁰ (Healey, 1997:305; Bond 2002). The ISDP Process Plan highlights the importance of the communicative judgements of a diversity of stakeholders ranging from the local, provincial, national and international spheres. An ISDP Process Plan entails the procedure of the recording of arguments, contextualised stories, and reasons for process decisions (ICLEI 1996). In justifying 'reasons', individuals administering governance are required to acknowledge the diversity of forms of argument so that technical, moral and expressive modes of reasoning are accommodated. This broadens the approach to the process when compared with 'managerial' validity claims of 'efficiency' and 'cost effectiveness'. In the ISDP Process Plan 'management' occurs within an ethical context based on the communicative redemption of validity claims to truthfulness, normative rightness, comprehensibility, aesthetic quality and empirical correctness. (Healey, 1997; Innes, 1995; Forester, 1989; Hoch, 1996). Therefore Process planning cannot be imposed upon participants from above in the name of "well prepared management, confident of the planning task ahead" as though planning and 'effective', 'efficient' management are co-terminus (DPLG, 11, 2001:10).

2.2.3.1.3 The control and distribution of resources in the ISDP process

The ISDP process pays attention to resources in relation to the exercising of rights and duties. In addition to councillor allowances, resources are also required for members of civic organisations and marginalised groups in order for them to participate effectively in the planning process. Resources are required for making sure that good quality systemic information is made available and to provide for redress and conflict resolution. The control of such resources is vested in the municipality, which carries the duty to administer resources in a just manner. Administrative justice does not entitle the municipality to enter into agreements with international funding agencies in a manner which is detrimental to the needs and interests of marginalised and poverty stricken stakeholders²¹. Paying attention to

²⁰ See for example Bonds' 'Unsustainable South Africa' where claims for attention in relation to services are simply ignored by officials and 'managers' (2002)

²¹ See for example the World Bank's callous rejection of 'lifeline' water supply to the poor through viable cross subsidisation on the grounds of 'cost effectiveness' and that 'poor people want to pay' as discussed by Bond (2002).

administrative rights and duties in Process planning obviates the abrogation of such rights. As Healey points out in relation to the systemic design of planning institutions, "formal systems are often seen as immovable constraints, powerful systems which are just - 'there' " (1997:314). The Practice Movement approach emphasises that formal systems and the constraints embedded in them are never cast in stone, as the radical socialists will have us believe. Formal systems are socially constituted and re-constituted through communicative action and the power of communicative judgement of participants and 'managers' of the process. Management of international funding and the validity of the locus of expenditure are subject to the claims of truthfulness, sincerity, normative rightness, and empirical costs in the ISDP. Therefore, in the ISDP the management of programme alignment and the funding allocation process is informed by the validity claims of communicative judgement and not 'managerialism'.

2.2.3.1.4 Spheres of competencies and learning

The complexities of the ISDP process means that clear networks of co-ordination need to be developed. This means that:

- ⊗ National sphere communicative action deals with International Conventions, policy and legislation and their impacts on local places.
- ⊗ Provincial and local governance communicative action deals with their spheres of competencies and impacts on local places.
- ⊗ Representative fora are put in place for balanced participation of all major groups as called for in Agenda 21. Here official discourse is moderated by appropriate local, diverse economic, socio-cultural and ecological knowledge bases.
- ⊗ Numerous smaller, focus groups of 15-20 people drawn from the range of technical and 'lay' stakeholders are put in place for more detailed work. Here the emphasis is on balanced representation so that technical knowledge informs every day life and global knowledge.
- ⊗ Ongoing capacity building and communication media are put in place to facilitate relevant capacity building throughout the planning process.
- ⊗ Direct community level participation is strengthened in a realistic, systemic manner.

The responsibilities and 'tasks' of each sphere of communicative action is negotiated and formalised. Formal partnership agreements are entered into for funding, task allocations and learning.

2.2.3.2 Phase 1: Analysis in an ISDP

Analysis in the ISDP builds on the sustainability empowerment programme of the preparation phase. During the empowerment programme a strategic, concrete approach to sustainability is encouraged given the potential complexity of the domain. The stakeholder fora develop a preliminary integrated sustainability vision, which includes their core values and Agenda 21 principles. The vision is refined at the end of the analysis phase and during action planning. The theme that runs through the ISDP analysis phase is the ***communicative agreement upon relevant, strategic systemic analysis***. (ICLEI, 1996:43-96).

Both the IDP and the ISDP guidelines stress high intensity community participation with a focus on issues and the causal relations between issues²². However, the understanding of analysis in the two planning processes is different *in kind* and not simply in degree. In the ISDP, issue analysis is understood from the perspective of communicative action. Here stakeholders communicatively constitute issues and issue analysis processes. During debate participants clarify and exchange knowledge about issues. This entails a synthesis between concrete local knowledge and wisdom about different issues and technical specialist knowledge. The focus is on the ***systemic analysis of issues***. Consequently, specialists translate technical systemic information into an understandable form for participatory issue analysis and local wisdom informs technical knowledge. ***Stakeholders also gather relevant baseline systemic information***. Baseline information is not limited to 'abstract facts and figures' such as how many households have access to water or the 'perception of the correctness' of such 'facts and figures' as is thematic in the IDP guide lines. In the ISDP ***relevant*** baseline, information would include information such as the ***impact*** of alien vegetation, HIV/Aids, cultural practices, and trade upon the water supply process. Such systemic baseline information is important for objectives,

²² The Guide Pack emphasises intensive community participation at ward level for local municipality IDP's. District level IDP's use summaries of local level issue analysis to inform the district level participation processes.

strategy, and indicator development in Action Planning and for the Monitoring and Evaluation phases of the ISDP process.

The ISDP process rejects "uncritical reliance upon the assessments of experts" (ICLEI, 1996:43). Instead it creates the conditions for the mediation of 'scientism' with local 'know how' and concrete and **relevant** ways of framing and creating meaning about what issues are and how they can be addressed with attention to 'common sense'. The ISDP issue analysis focuses on what issue analysis means for the work ahead for concrete sustainable living and stewardship within the context of systemic data requirements and localised strategic guidelines and legislation.

The IDP guidelines, in contrast, emphasise that baseline analysis information is not 'collected' during community participation workshops. The IDP analysis phase is clearly divided into three levels of analysis. They are, Municipal, Community and In-depth levels of analysis. Municipal level analysis stresses a 'rapid current reality assessment' based on existing data²³. This is largely desktop collation of existing information by 'technical officers within the municipality'. The information is meant to include a scan of '**environmental**' problems and threats, basic economic sector trends and **constraints to development**, poverty trends and problems; gender and HIV/AIDS trends (DPLG,111,2001:31-38). The Guide stresses that the 'output' should,

"not include research related to unknown information. It should provide a quick overview of relevant data i.e. one should not attempt to maximise information, but to select that which is crucial for planning and decision making. Sector-specific data requirements should at this stage be considered only to the extent which is necessary to identify service gaps."(DPLG, 111,2001:33).

The 'rapid current reality assessment' is presented at IDP Community and Representative Forum workshops so that the coverage of the assessment can be 'checked and reconciled' with community and stakeholder 'perceptions' of needs, issues and problems. The guide says that:

²³ However, there are few municipalities which hold 'current reality' data which is relevant to sustainability development planning. Much of the 'existing information' (in the categories stipulated) within municipalities, revolves around municipal boundaries or sector specific administrative areas which have changed substantially. Much of the current policy and legislative data requirements was not captured in previous planning analyses.

"challenging people with the facts is crucial in achieving precise results of a participatory process. Those who conduct the participatory workshops should know the current reality in the area" (DPLG,111,2001:31).

Workshops should focus on issues and levels of service options and "not on the providing of information" for analysis. Here the communicative formation of what the 'current reality' is and how it is constructed by the "expert facilitator who knows what the reality is", is screened out of focus (DPLG,111,2001:31). In the ISDP in contrast, the 'current reality' information is built up during the communicative formation of what issues are and what they mean. Here community based mapping and a range of community based analysis tools are used²⁴. This is augmented by specialised research that is commissioned for areas where information is needed. This usually includes a strategic environmental assessment. The strategic environmental assessment emphasises current socio-economic, gender, and social impact assessment. This would include HIV/AIDS; settlement and service related issues in the context of **systemic impacts**.²⁵

In the IDP guidelines, community level analysis is focused on perceptions of problems, needs, and issues **with an emphasis on the level of development of the area, service standards and the extent of service gaps**. Prioritisation of needs/ issues/ problems is thematic²⁶. Here **certain kinds of perceptions**, oriented towards the 'level of development and service standards' are tapped. ISDP practitioners reject this reduction of the inter-subjective construction of issues to the social psychology of individualistic 'perceptions'. In IDP issue analysis, 'issues' are strictly mediated by a focus on circumscribed 'levels of services and development' by the 'skilled facilitator' who "knows the current reality in the area" (DPLG,111,2001:31). If the facilitator 'knows the current reality', why is he/she conducting a workshop? Eventually however, at the municipal level of analysis, issues "can be summarised under headings like economic, environmental, social and institutional aspects" (DPLG,111,2001:31). Here the traditional fragmentation of planning information rears its outdated sectoral head. In addition, as much of this

²⁴ Photographs, site visits, simple diagrams, inexpensive three-dimensional models are useful in this regard. Agenda 21 examples from developing countries display a large array of 'good practice' examples of such tools. A range of more technical analyses which augment the community based issue analysis are held in the guide.

²⁵ Central to the research commissioned would be a brief stipulating gendered, systemic impact analysis. Basic to an SEA is community participation, cumulative impact assessments and the social dimensions of the study area.

²⁶ How does one 'prioritise' **the six basic human needs** ?

information as possible should be "spatialised" and "differentiated by population groups" (DPLG, 111,2001:29). One could well ask what this 'spatialisation' would look like and mean in a complex world of systemic networks of communicative action. Here compilations of 'existing information and differentiation by population groups' may well be out of phase with the reproduction of current economic, socio-cultural and ecological relations expressed spatially.

In-depth issue analysis of important needs/ issues/ problems is engaged in once the 'current reality' information is 'reconciled' with 'community perceptions' and the specialist's analysis of the municipality as a 'management institution'. This is the work of the 'Technical Task Teams' assisted largely by sector officials. In-depth issue analysis focuses on the 'underlying causal aspects of issues'. This occurs in the context of the full range of analysis information. Such analysis may require additional issue specific detailed information gathering depending on the issue. Here the guide stresses that in depth studies "have to be determined by those in charge of decisions, rather than consultants commissioned with doing the analysis" (DPLG 2001:26-39). The intent is to decide on what "municipal government needs to know better in order to arrive at realistic management strategies and projects in phase two and three".²⁷ (DPLG 2001:26). This abstract fusion of the 'hard infrastructure of institutions' with the 'soft infrastructure of planning consultation' in IDP analysis is oblivious to the interrelation between structuring forces of institutions and human agency. Instead, planning is reduced to a technical exercise of 'rational management' based on those 'bits' of 'information' necessary for its purpose. Sustainability and the principles of Agenda 21 are certainly not a focus in IDP analysis conceived as 'rational municipal management' mediated by the municipal data base of rational 'facts and figures' and the 'perceptions' of social psychology.

In sum, the ISDP approach is oriented towards integrated, concrete, strategic systemic analysis. This occurs in the context of a communicatively conceived vision of a pathway towards sustainability. The 27 principles of Agenda 21 are considered by planning participants in this process. The vision is communicatively revised in the

²⁷ This emphasis is to some extent a reaction to 'rational comprehensive' planning and the production of voluminous unrealistic planning documents many of which are never implemented. However, ISDP's stress a focus on **relevant concrete** information based on appropriate technical knowledge which is usually out sourced given the paucity of appropriate information within municipalities.

light of concrete participatory systemic analysis. This analysis includes systemic baseline data collection that incorporates relevant data requirements for localised guidelines on international agreements, national and provincial policy, and legislative requirements. Appropriate concrete methods of analysis are used in addition to the more technical methods. Local and technical analysis is integrated and mutual learning about systemic issue relations is thematic. Systemic **baseline** data is crucial for subsequent stages of the ISDP process.

2.2.3.3 Phase 2&3: Action Planning, Strategies & Projects in an ISDP

2.2.3.3.1 The ISDP and the Sustainability Vision

Action Planning is the central core of the ISDP. All activities of the previous phases are preparatory work for this phase. Action Planning addresses systemic issues within the context of the vision for a sustainable future. Therefore, successful action planning is contingent upon the **quality** of systemic issue analysis, and the **quality** of partnership formation, which ensures a widely shared vision. The vision is contingent upon the web of relations between those with a 'stake' in the planning process. The challenge of sustainable development planning is to develop a vision appropriate to the municipal area of jurisdiction on the one hand and on the other hand to recognise that systemic issues do not 'respect' administrative boundaries. They form a web of connection between local, district, provincial, national, and international stakeholders. The ISDP fora therefore review the vision during action planning. The strategy phase of the IDP similarly focuses on addressing important issues and starts with the Representative Forum developing a 'preliminary long term vision'. Vision building limited to this level of analysis can hardly be widely 'owned' as in the ISDP where the vision is reviewed systematically by participants. This 'review' entails the exercise of reflective communicative judgement where participants 'act locally but think globally'. This calls for **strategies, which carry exemplary validity**, that are discussed in the following section.

2.2.3.3.2 The ISDP and Strategies as 'Transformative Story Lines'.

Action planning is communicative action in the established ISDP fora, which entails:

- ⊗ constituting strategic objectives for addressing key issues;
- ⊗ specifying targets and triggers for each objective;
- ⊗ constituting strategies in order to achieve objective targets;
- ⊗ developing formal implementation agreements between partners.

In the ISDP the values and principles embodied in the vision are considered in conjunction with the important issues in order to establish practical and achievable objectives in the short (1year), medium (2-5 years), and longer term (5-20 years). This distinction emphasises that not all objectives are achieved simultaneously and that appropriate local-global connections are made over time. This is in keeping with the five-year horizon for objectives and the long-term horizon of the vision required for an IDP.

ISDP action planning and IDP strategies and projects phases are roughly similar in form but not in content. They are similar in that objectives, targets, strategies, and projects are developed in the light of localised strategic guidelines. In the IDP, localised strategic guidelines are developed so that spatial, institutional, local economic, environmental, poverty alleviation and gender dimensions are considered. The intention is to facilitate alignment with national and provincial policy and legal requirements. In the ISDP, localised guidelines are communicatively constituted in the analysis phase so that the information requirements for application in action planning can realistically be made. The data requirements for IDP's in relation to localised guidelines are not highlighted in the analysis phase. Therefore, appropriate strategies may not be developed for localised guidelines in the IDP, since appropriate information may not be available if it does not emerge in community issue analysis. Global-local inter-relation of issues, indigenous knowledge / culture and children's development rights are thematic in Agenda 21. They are included in the localised guidelines for the empowerment programme of the ISDP (ICLEI, 1996:217-249). This Agenda 21 approach is not mentioned in the IDP guidelines on Agenda 21.

The major difference between the two kinds of planning in relation to localised guidelines is the interpretation of Agenda 21, the environment, and sustainability. In the IDP, the 'minimum output requirement' for strategies and projects is a concise

document of 3-5 pages which "demonstrates the application of NEMA principles"²⁸ and Local Agenda 21" (DPLG, 111,2001:53). The IDP guideline frames the relevant guideline for the 'environment' as follows:

"Municipal strategies and projects have to comply with the principal of **an ecologically sustainable development process** meaning that any utilisation of natural resources should not negatively affect the possibility of present and future generations to satisfy their needs" (DPLG, 111,2001:53 emphasis in text)²⁹.

This reduction of Agenda 21 and NEMA to a principle of 'resource management' is similar to the discussion in section 2.1.4 where 'contemporary neo-liberal economic environmentalism' stresses 'resource management'. This logically leads to 'command and control planning' and high intensity municipal regulation. The IDP strategy would need to 'regulate the use of natural resources' if the guideline is taken seriously. Therefore, the development of 'resource audits' would be one aspect of the strategy formulated by the Task Team working under abstract management instruction. This would require vast data banks of 'resource management' data. Target setting would be needed to measure 'increase or decrease in resource use'. This guideline implies a highly technical, complex and expensive strategy, which could not realistically be monitored. This can hardly be a sound conceptual base for the new creative form of strategy development, which the guidelines so enthusiastically call for (DPLG, 111, 2001:45-46). NEMA clearly stipulates that "development must be socially, environmentally and ecologically sustainable" (1998:2.2). Therefore, localised guidelines based on conceptual confusion are misleading. They can result in unrealistic strategies, expectations, and inappropriate expenditure. The implications of this guideline for the development of 'resource frames' could mean that municipalities develop inappropriate strategies for acquiring funds. What is required is creative yet realistic and effective strategy formulation based on 'common sense', as Arendt (1982) would say.

Therefore, in the ISDP, strategies are 'transformative story lines'. They are forms of communicative action which 'make a difference' (Healey, 1997;Forester, 1989). This

²⁸ NEMA is the National Environmental Management Act No 107 of 1998. Here the definition of sustainable development in Chapter 2(2) clearly states that "**development must be socially, environmentally and economically sustainable**". This is in the context of "environmental management... must place people and their needs at the foreground of its concerns, and serve their **physical, psychological, developmental, cultural and social interests equitably**."

²⁹ In the context of the abstract and confusing approach to these concepts discussed under section 2.2.1, it seems as though the last example of the five different interpretations is the favoured one.

entails setting a process in motion through which existing ideas and ways of doing things are reflected upon and new ones are created which are widely owned by stakeholders. As Healey so aptly says in relation to strategies:

"To be effective in achieving social ownership, new ideas and organising routines need to grow out of the specific concerns of stakeholders. They must be capable of becoming embedded in local knowledge. They must develop with the grain of contingencies"(1996:269).

Therefore, strategies as 'transformative story lines' need to become embedded in the concrete knowledge bases of stakeholders. They need to become mobile and circulate through the webs of stakeholder relationships thus framing and re-framing both 'local wisdom' and 'scientific' concepts. Hence, stakeholder participation in numerous focused fora is required in the ISDP in contrast to 'Technical Task Team' strategy formulation with low level participation in the IDP³⁰.

However, as Healey points out:

"if too little is changed, the effort merely reproduces the status quo. If the activity goes too far, it may reach beyond the social and political acceptability of stakeholders and float away into irrelevance" (1996:269).

If 'transformative story lines' chart a path between these two extremes, they carry substantial power. Consequently, the communicative formation of strategies requires the communicative ethic of judgement in order to ensure that the transformative power is carried forward and is not reduced to domination and force. 'Transformative story lines' are hence redeemed by participants through raising the validity claims of communicative judgement. These are the claims to truthfulness, sincerity, normative rightness, and 'known empirical correctness'. This 'common sense' insight of Arendt (1982) holds the key to successful strategies. Strategies must 'make sense' to 'partners' such as women, managers, politicians, business people, NGO's, and children who have a 'stake' in the strategy. For example, a transformative strategy designed to address the systemic issue of wetland pollution in rural areas x and y would entail new ways of constructing and locating pit latrines. Here the strategy must **'make sense'** in terms of changing a routine way of doing things. It must 'make

³⁰ See Appendix 4 Page 6 of 6 where Phase 2 entails low level participation and official discourse is dominant with "selected stakeholder and resource people".

sense' operationally in the sense of realistic costing and in terms of general understanding. The transformative 'story line', would be:

'The wetland is polluted because the children do not use pit latrines. They do not use pit latrines because they are afraid of the darkness and the fittings are inappropriate. People get cholera when they drink polluted water from the stream. Wetlands provide a water filtering service at no cost to the Municipality. ***We can fit pit latrines with transparent roofs. Then the light will shine through. We can make internal changes to pit latrines to accommodate child friendly usage. We can also fit them with biogas units for lighting at night. We can use the night soil, which is safe, for our community gardens and then cut down on the cost of fertiliser. Pit latrines can be located out of the food plain and wetlands. This will cost R 2, 800.00 per unit and we have a budget of R 3.5million.*** People can then drink clean water from the stream stemming from wetlands x and y and they will not get cholera. The dragonflies will also come back to the wetlands because they need clean water to survive'. (Here the validity claims to truthfulness, sincerity, normative rightness, and 'known empirical correctness' are validated)

Since communicative judgement entails the communicative redemption of validity claims in the development of credible 'story lines', 'management' can be placed within the broader context of trust, legitimacy and 'pragmatic truth.' This is hardly possible in the IDP where 'Technical Task Teams' are expected to 'present' the 'polished objectives and strategies' to an 'official discourse forum' for rubber stamping at speed³¹. As Healey points out:

"The rational planning process imagines technical teams serving representative politicians. These teams undertake analytical and evaluative work in their offices. This leads to ideas for tools with which to manage the environment 'out there'. This environment is brought into planning work in a controlled way through the collection and manipulation of data. No attention is given to the way the 'outside world' is brought into the planning office through the experience of team members"(Healey, 1997:253)

The communicative action of strategy development is an iterative process. Here the vision, objectives, and strategies are 'framed' and 're-framed' in the light of creative synergy which occurs when participants exercise their capacity for communicative judgement. In stark contrast to the IDP process, participants bring 'the outside' understanding of systemic issues into debate so 'the inside' and 'outside' are mutually constituted. A sense of 'ownership' occurs when a transformative story line

³¹ The IDP guide calls for two sessions of 'debate'. One for objectives and one for strategies. This is commendable but the representatives of the forum are largely government officials and a few selected representatives from other sectors who participate at the discretion of municipal 'management'. They deal with 'Task Team' formulated objectives and strategies. Low intensity participation is called for in the

'makes sense' and participants can be said to have formed a new 'cultural community' around the strategy (Healey, 1997:278). In the process of communicative judgement, participants invoke their imagination and capacity for representative thinking. This enables them to think in the place of those who are absent or silent wherever they may be located, locally or globally. Using representative thinking a participant raises the strategy as an example for 'absent others to consider' in the participant's 'mind eye' as it were (Arendt 1982). Strategies, which carry exemplary validity, are the ones that are likely to be more strongly 'owned' and can be implemented with more 'sense of assurance and legitimacy' ³². This sets the context for implementation agreements since the strategy will 'make sense' to the partners **who are** managers, technicians, politicians, international funding agencies, NPO's or local lay people. Therefore, in the ISDP formal implementation agreements are more readily made with partners who travel along the preparation, analysis, and strategy-making path towards sustainability. Implementation is discussed in 2.2.3.4. after projects and indicators are addressed

2.2.3.3.3 Projects and Indicators in the ISDP.

Appropriate ISDP projects are designed. The emphasis is on intensive partner/community level participation as the IDP guidelines recommend. The participants set sustainability indicators for projects. This includes specialists and lay people. Sustainability indicators measure qualitative and quantitative changes in the systemic relations between issues in the light of objectives and strategies set. They are a composite of the economic, socio-cultural, ecological and institutional dimensions. Like strategies, they need to 'make sense' to the participants who measure and monitor the desired changes which the strategy is designed achieve. For example, dragonflies near wetlands x and y indicate clean water in the everyday life of the rural project participants (Oelofse et al, 1998). The reduction of cholera in the area and the frequent use of the pit latrines by the children **indicate** that the strategy is achieving its objective. Noticing children who do not use the pit latrine acts as a **trigger** for corrective management. Sustainability indicators are different in kind to

participation guidelines which is also contradicts the intent as set out in the opening pages to the guidelines on strategy formulation. See Appendix 4, page 6 of 6 and DPLG 111, 2001:45-47

³² Exemplary validity means the strategy can be used as a good example which can be used in other contexts. It is valid in terms of the validity claims of communicative judgement. 'Good practice' carries exemplary validity from which others learn.

the input-output resource based indicators discussed in the IDP guide. The IDP project guidelines call for 'input resource indicators' such as '% of budget spent' or 'x number contractors used'. The 'output indicators' measure 'resources' such as 'x number of y built' or 'human resources' such as 'x number of women employed'. This reduction of indicators to measurable entities of 'resources' and with validity claims to 'viability' for 'efficient, effective management' means that technical scientific ways of doing things (i.e. instrumental rationality) dominates the project formation discourse in the IDP guidelines. Sustainability in the systemic sense is not addressed. The passive **"clients"** of such IDP planning cannot realistically be involved in the monitoring of such indicators (DPLG,111,2001:77). Performance management under these conditions would be impressive if the 'numbers are correct'. However, here indicators indicate 'information' for the consumption of 'management' and funding agencies, not their 'clients' sitting outside of planning waiting for not-so-benevolent patronage, as Healey would say. In the ISDP, management indicators are placed within the broader framework of sustainability. They are considered in the systemic composite sense with ecological and socio-cultural indicators. The **systemic impact** of projects is then indicated and subjected to communicative judgement. **Substantive systemic elements of projects** and not 'indicators' are judged so that appropriate new ways of making and doing is considered in the light of every day meaning. Here participants are no longer 'clients' or 'beneficiaries' but partners in the management of their domain. They observe the incidence of dragonflies and the activities of children because they have a 'stake' in a new way of living. Officials and politicians no longer hide their outdated sectoral heads in shame. Since 'ghost toilet towns' and 'white elephant projects' cease to scar the spatial landscape. They are judged to be unsustainable by planning participants who have 'no stake' in them. Funding partners appreciate the merit of investing in the locality because they have a 'stake' in sustainable projects. They recognise the relational capacity of the municipality judging its performance on composite indicators where 'management numbers' and budget figures take their rightful place.

2.2.3.4 Integration and Approval in the IDP and the ISDP

The SDP guidelines do not discuss 'integration' as a separate section or phase of planning. The vision, issue analysis, objectives, target, triggers, strategies, projects

and partnerships are consolidated into a "Framework Action Plan" in the SDP (ICLEI, 1996:107). The plan is presented in narrative format with easy to read charts showing issues, objectives, targets strategies, projects and budgets for final ratification by the various fora. The Framework Action Plan also holds an appendix of the important partnership agreements established for implementation and a framework for periodic evaluation in the SDP (ICLEI, 1996:107).

The major difference between the two processes lies in the integration principles adopted. The integration principle throughout the ISDP is the sustainable systemic interrelation between the ecological, socio-cultural, economic, institutional and spatial dimensions. The integration principle within the IDP guidelines in contrast is efficient, effective, rational management and cost-effectiveness. Consequently, the IDP guidelines focus on management **and technical viability**. The ISDP in stark contrast entails communicative action, and communicative ethics oriented towards sustainability where management is included within the **sustainability focus**. Here stakeholders monitor indicators measuring socio-cultural, ecological, economic and institutional dimensions which include the 'technical viability' of programmes and projects.

The IDP guidelines develop an extensive set of activities largely around alignment needed to produce an integrated plan for approval purposes. Some of these guidelines are useful for an ISDP if they are appropriated from the perspective of preparing a document for approval. The guideline stress that the integration phase is largely a consolidation phase of work completed. It entails cross checking objectives, targets, strategies, projects, and alignment so that policy and legal requirements and viability are met. Alignment horizontally with sector departments and vertically with district and local municipalities is checked. The information is presented in a series of tables of integrated programmes. Small 'Task Teams' of 2-3 people prepare the documents and 'present' them to the Representative Forum. The IDP Representative Forum members comment on the documents on the basis of the following recommended 'out put' criteria:

- ☒ 'methodology' understood as consistency, completeness and operational elements;
- ☒ compliance with guidelines and objectives

- ☒ feasibility/viability
- ☒ alignment horizontally with sector departments and vertically with district and local municipalities.
- ☒ indicators which are correctly calculated
- ☒ addressing the constraints and potentials for economic and gender development
- ☒ addressing the impact of HIV/AIDS adequately
- ☒ structuring the institution appropriately to meet the implementation requirements (DPLG 2001:82-100)

These recommended 'criteria' are oriented towards technical management and viability. Sustainability is not addressed. The thirteen elements of the 'consolidated operational strategy' required for IDP approval are:

1. **Revised Project Proposals** for implementation or further feasibility study.
2. **Consolidated Sectoral Programs & Plans**, which include sector specific and cross - sector projects. This also includes summaries and project listing stemming from distinct plans such as the required Integrated Waste Management Plan (IWMP), Water Services Plan (WSDP), and Integrated Transport Plan (ITP).
3. **A Five-Year Action Programme**, which is a phased overview of the projects and proposed project, costs for all potential partners.
4. **An Integrated Monitoring and Performance Management System** which includes development and performance indicators, targets and milestones.
5. **An Integrated Institutional Programme**, which indicates the changes, needed for implementation of the IDP.
6. **A Five-Year Financial Plan** for the Municipality which includes the capital and operational budget of the municipality, and serves to link the IDP to the budget.
7. **A Five-Year Capital Investment Programme** which shows the potential and actual capital investment from all sources and serves to co-ordinate public investments.
8. **An Integrated Poverty Reduction and Gender Equity Programme** which shows all poverty reduction projects and how gender equity is a component of these projects
9. **An Integrated Local Economic Development Programme** dealing with the promotion of local economic development.
10. **An Integrated HIV/AIDS Programme** which shows the strategies developed to address the pandemic in the Municipal area of jurisdiction
11. **A Disaster Management Plan** as a separate plan attached to the IDP.
12. **An Integrated Environmental Management Programme** which demonstrates compliance with legislation and policy and "serves as a basis for environmental impact monitoring" (DPLG,2002:82
13. **An Integrated Spatial Development Framework** which addresses spatial disparities and is used for land use management and "spatial co-ordination."(DPLG, 2001:82)

The first ten elements of the IDP and ISDP are similar in name, bearing in mind the **differences in kind** between the two approaches as discussed in sections 2.2.3 - 2.2.3.3.3. Throughout the phases discussed in sections 2.2.3 - 2.2.3.3.3, the IDP guidelines systematically reduce planning to the rational calculation of **means** in

order to achieve an **end - the IDP understood as 'an efficient, effective and integrated management tool'**. The **means** are:

- ⊗ IDP issue analysis guidelines where community based 'issue analysis' is reduced to 'service levels and perceived levels of development', 'needs', and 'problems' that are mediated by the 'skilled facilitator' who "knows the current reality in the area" (DPLG,111,2001:31).
- ⊗ IDP guidelines where 'Technical Task Teams' 'present' the 'draft objectives and - strategies' to an 'official discourse forum.'
- ⊗ IDP guidelines where municipal strategies and projects are to comply with the principal of ***an ecologically sustainable development process***
- ⊗ IDP guidelines where indicators are measurable entities of 'resources' and with validity claims to 'viability' or 'feasibility'
- ⊗ IDP guidelines where financial sustainability means the 'financial durability' of the municipality

This means-ends approach to planning means that ***instrumental rationality*** underlies the IDP guidelines throughout the phases discussed. Consequently, the collation of the first ten elements of the 'consolidated operational strategy' will simply reflect a refinement and checking of the elements making up the '***Integrated Instrumentally Rational Operational Strategy***'. Central to the presentation of the first ten elements of the ISDP in contrast, is the questioning of the instrumental rationality underlying the IDP guidelines discussed thus far. Hence, the first ten elements of the 'Sustainable Operational Strategy' of an ISDP would reflect collation of systemic interrelation of projects and programmes. For example, in the ISDP the Consolidated Sectoral Programme shows the main sector, related sectors, partners and sustainability management. An example of such a Consolidated Sectoral Programme is shown in Table No 3.

TABLE NO 3. CONSOLIDATED SUSTAINABLE SECTORAL PROGRAMME											
PROJECT	Major Sector	Related Sectors & Partners						Sustainability Management			
		W	T	ED	G	C	E	S-C	I	EL	EC
Housing Programme											
1 At y	Housing	DWAF	DoT	DoE	WB, H	COM y	Eskom	✓	⊗	✓	✓
2 At a	Housing	DWAF	DoT	DoE	EU	COM a	Biogas	✓	✓	✓	✓
3 At b	Housing	DWAF	DoT	DoE	WB, K	COM b	Eskom	✓	✓	⊗	✓
4 At c	Housing	DWAF	DoT	DoE	WB, H	COM c	Eskom	✓	✓	✓	⊗
Sanitation Programme											
5 Proj m	Sanitation	DWAF	DoT	DoE	-	COM M	Biogas	⊗	✓	✓	✓
6 Pit latrine	Sanitation	DWAF	DoT	DoE	WB, K	COM a	Biogas	✓	✓	✓	✓
Economic Development											
7Harbour	Tourism	DWAF	DoT	X	EU			⊗	✓	✓	✓
8 Hotel z	Tourism	DWAF	DoT	D	EU	COM b	Eskom	✓	✓	✓	✓
9 At p	Tourism	DWAF	DoT	X	WB, H	COM c	Biogas	✓	✓	⊗	✓
10 Hotel z	Tourism	DWAF	DoT	R	WB, H	COM c	Eskom	✓	✓	✓	✓
Related Sector and Partnership Key: W= Water, T= Transport, ED =Education , G= Global, C= Community, E= Energy, WB= World Bank, EU = European Union											
Sustainability Management Key: S-C = Socio-cultural, I= Institutional, EL= Ecological , EC= Economic											

Table No 3 shows that when sustainability is the focus, only four out of the ten proposed projects can be implemented since they are judged to be sustainable. In an IDP, where sustainability is screened out of focus and economic efficiency and viability is the focus, there are nine potential projects to be implemented. This theme runs through the range of ten elements of the operational strategy required for an IDP. The Disaster Management Plan is similarly developed within the approach to sustainability outlined above and is not discussed further. The **Integrated Environmental Management Programme** in an ISDP is replaced with a simple list of projects requiring EIA's, SIA or SEA's where high impacts are expected.³³ 'Environmental Management' is integrated into the plan from the start and is therefore basic to the ISDP. A SEA is required for the spatial development framework, which is now discussed.

³³ An EIA is Environmental Impact Assessment , SIA is Social Impact Assessment and SEA is Strategic Environmental Assessment.

2.2.3.4.1 The IDP and ISDP Spatial Framework

The integrated spatial framework of the ISDP is *different in kind* to the IDP spatial development framework. The central difference is that the ISDP is based on spatial planning understood as communicative relational judgement and pragmatic interconnection over space and in time. The spatial dimension is not an 'outside, physical' or 'ecological realm of resources' amenable to objectified 'land use and development management' (DPLG, 111,2001:53-97). In the IDP guidelines, the task of spatial planners is to manage 'spatial structure' 'out there' through reducing economic, socio-cultural and ecological relations to 'solutions to problems.' In this instrumental approach, the spatial expression of 'solutions' and issues are reified as automatically determining outside forces directly shaping the socio-economic world in a simple linear cause-effect way. Here socio-cultural-ecological relation is screened out of focus. Consequently the desired 'spatial form', where the rationally conceived strategies 'fix' the problems, like a technician fixes a broken stove, are shown in the spatial framework. This notion of the municipal area as a single material object, amenable to localised strategic 'fixing' in keeping with restructuring guidelines and policies for a space-time container, is questioned in the light of the complex dynamics of change. On the contrary, the reproduction of ecological, socio-cultural and economic relations extend across and beyond the municipal boundary and are complex and often unpredictable. (Watson 2002, Graham and Healey 1999, Healey 1997).

The ISDP is oriented towards "collective concerns about spatial co-existence and the spatial organisation and qualities of places" and new ways of living (Healey, 1997:69). The focus is on links between economic, ecological and socio-cultural dimensions of *interrelations expressed spatially*. The spatial framework has an impact on a wide range of people who have 'a stake' in a locality, from local, district, provincial, national and global perspectives. Raising the validity claims to communicative judgement and ethics including reflective, representative thinking validates the communicative action of the spatial framework. Therefore, it contains scientific, socio-cultural and expressive representations of spatial relation. It shows 'new, concrete ways of doing things' which participants understand and 'own'. Attention is paid to the qualities of places for people in firms, on farms, in homes and

a diversity of economic sectors. Attention is paid to new and dynamic interests in specific kinds of infrastructure and design. Attention is paid to gender, children and marginalised people's relational interests that are expressed spatially. Therefore dumping people in polluted inhospitable places away from the cherished locales of 'eco-tourists', for example, no longer occurs. The elements of the spatial framework can be shown through simple and clear overlays so that a flexible use of different combinations of places and interests can be viewed at a time. Basic models and photographic material with 'before and after' drawings and perspectives can be used. The spatial framework can redress the imbalances of the past and the requirements of the localised spatial guidelines such that convenient, ethical, socio-cultural and gendered ways of living and being can be achieved. However, these spatial guidelines stemming from the DFA need to reflect relevance from the stakeholders' perspective³⁴. They cannot be followed as rules or *criteria of necessity*. A Practice Movement approach stresses the *contingency* of localised guidelines. Attention is accorded to the contingencies of dynamic socio-cultural-ecological-economic relations. Therefore the hard infrastructure of spatial structure is 're-framed' by the soft infrastructure of the agency of a plurality of reflective communicative judgements and new learning and re-framing the meaning of space, places and ways of acting. Unless stakeholders have a 'stake' and are respectfully present in the spatial framework, it will not be legitimate and will be undermined or ignored. Therefore, as Healey says,

"spatial planning efforts should be judged by the qualities of the process, whether they build up relations between stakeholders in urban region space, and whether the relations enable trust and understanding to flow among stakeholders and generate sufficient support for policies and strategies to enable these to be relevant to the material opportunities available and the cultural values of those involved, and have the capacity to endure over time" (Healey 1997:71).

What the sustainability spatial framework in the ISDP draws attention to is the importance of the co-ordination of activities between spheres of governance, partnerships and everyday living. Basic to such co-ordination is the communicative

³⁴ DFA is the Development Facilitation Act No 67 of 1995 which stipulates spatial restructuring requirements based on European notions of compact cities, corridors, spines and nodes. However, these spatial re-structuring elements are still confined to an instrumental approach where the planner 'manipulates space' in order to 'fix' problems such as segregation of people and places. Such 'solutions' may not be relevant from the perspective of participants and the reproduction of ecological-socio-cultural-economic interrelation in a dynamically changing world or from the perspective of a relatively static rural environment.

action of spatial strategies 'as transformative story lines'. This means that spatial frameworks do not 'endure over time' as Healey holds because they are contingent and 'fragile'. Arendt's insight into natality stresses that communicative action is unpredictable and the possibility of a 'new way of doing things' is ever present 'in time'. Hence spatial frameworks based on 'transformative story lines' are framed and re-framed in time, in keeping with the contingencies of socio-cultural-ecological-economic interrelations. Co-ordination processes take heed of such a changing environment through which people and their life-worlds are dynamically constituted and re-constituted. This occurs in the light of new information and elements of the past that may be meaningful and are re-learned. Consequently, co-ordination entails the development of meaningful, yet contingent organising routines and styles of connecting networks.

Co-ordination based on 'transformative story lines' carry emancipatory power as opposed to co-ordination conceived of as the "partisan mutual adjustment of autonomous, self-centred, rationally calculating individuals" in the IDP and to some extent in the SDP guidelines (Healey, 1997:285; ICEI, 1996; DPLG, 2001). In the IDP, potential transformative power is reduced to technical domination by the means used to achieve ends. Here there are "losers" who are the "clients" of service "executing agencies" performing "low-input, high-output, high-leverage services," expressed spatially (DPLG 2001:44-66)³⁵. Co-ordination in the ISDP means that sustainability management is pragmatic and realistic with responsibilities for task definition as close to the experience of the task performed as is possible. This does not mean that 'bottom-up' planning replaces 'top-down' planning. On the contrary, 'common sense' tells us that local networks soon develop their own power bases and lose their accountability and legitimacy. Central to co-ordination is the development of local, provincial and national sustainability competencies **for local sustainability**.

³⁵ See for example the case study on Page 64 of the IDP guidelines where strategies are narrowly defined by the agency 'serving its client' with various options of service delivery. The options are: pay; create jobs so that people can pay; educate people about paying; develop new easy to read bills; cut off services when payment is still not forth coming.' (DPLG, 111, 2001:64).

What about life-line services and cross subsidisation, we may well ask as Bond (2002) does?

The potential for planning as communicative action is contained in the descriptions of strategy making as 'debate' or 'new ways of going'. However communicative action is oriented towards understanding, creating meaning and transformation of spatial relations. **Strategies understood as 'space making', like a craftsman makes a stool using means to achieve ends, is still a rational instrumental approach to spatial planning** (DPLG, 111, 2001:45-47).

changes. This means realistic representation on the fora for the exercise of such competencies as sketched in section 2.2.3.4.³⁶ The connection of agency with structure as discussed under the metaphors of the 'soft infrastructure of agency' and the 'hard infrastructure of institutional design' is extended in the ISDP. It is extended the beyond boundaries of governance so that co-ordination involves different networks of connection. They deal with "qualities of local environments from the perspective of everyday life, the business world and the biosphere, rather than from the point of view of the producers and deliverers of government services" (Healey 1997:307). Given the complexities of sustainability planning and the potential for utopian thinking, the pragmatic approach to co-ordination is hence important.

This brings the discussion to the approval stage. The draft document is distributed as widely as is possible for public comment. Appropriate summary and full copies of the ISDP are distributed to stakeholders for comment at least one month before final documents are compiled. Appropriate media such as radio and newspaper notice is required. Then amendments are made and the document is submitted to council for approval and to the provincial and national authorities for final comment.

2.2.3.5 Phase 4: Implementation, evaluation and feedback in the ISDP

The implementation, evaluation and feedback sections of the SDP guide are extensive and stressed as a neglected field of planning guidance. However, here they are briefly summarised as:

- ☒ Institutional reform to support implementation partnerships expressed in the plan.
- ☒ Formal partnership agreements.
- ☒ Review and monitoring of policy changes required in terms of the plan.
- ☒ Adequate documentation of implementation activities.
- ☒ Performance management and monitoring with partners.
- ☒ Evaluation, review and feedback on implementation between fora and partnerships.
- ☒ Adjustments are made to the plan where necessary.

³⁶ Therefore national representation of officials dealing with global atmospheric changes is as important as local representation based on slow moving subsistence agriculture.

2.3 Conclusion: From A Conceptual Framework for Integrated Sustainable Development Planning to the Communicative Action of an Integrated Development Plan.

The conceptual framework for 'Integrated Sustainable Development Planning' is based on the work of the 'Practice Movement', 'New Environmentalism' and an immanent critique of the IDP and SDP guidelines. From a Practice Movement perspective one cannot simply apply the principles and approach of Agenda 21 as "abstract decontextualised rules" to a planning process. (Watson 2002:8). One needs to clarify the social construction of Agenda 21 and what this means for an IDP process. 'New Environmentalism' reveals that Agenda 21 resonates with a concern about the extent to which "the way we live now," both globally and locally, are **"reproducible"** in the long term" (Healey, 1997:184). Underlying this concern is a moral notion of 'how we ought to live'. Central to the social construction of Agenda 21 is a concern with improving the quality of life based on ethical, systemic, yet contingent and new ways of doing things. Agenda 21 is based on premise that the way in which we view the 'environment' is rooted within our pre-occupations of daily living. This entails the social construction of webs of relationships within a world of pragmatic actions which are informed by an 'ethic of care' and an 'ethic of rights and duties' (Healey, 1997; Arendt, 1985; Benhabib 1986). This Agenda 21 approach is in keeping with planning entailing communicative judgement. The Agenda 21 approach is distinguished from 'eco-socialism', the 'deep green movement', and 'neo-liberal economic environmentalism' that ignore plurality, human agency, and communicative action.

From section 2.1.1-2.1.3 planning as a form of pragmatic, ethical, communicative action is discussed. Pragmatic planning practice is not based on 'necessary' and 'certain' knowledge that is held to be 'true and exact'. On the contrary, pragmatic planning practice acknowledges that an IDP oriented toward 'how we ought to live' is contingent upon the 'descriptions and reasons' which 'stakeholders' recognise and can relate to in guiding their actions. A Practice Movement approach includes the concepts of plurality and natality so that the possibility of 'new ways of doing things' can be communicatively constituted in the public planning fora. This occurs through unique participants who express who they are and what they need to do in order to

transform existing ways of doing things. Natality highlights that the communicative action of a planning process is contingent, and often a new beginning, setting something new in motion. This occurs in the multiplicity of human relations and hence means that new planning processes are fragile and need to be strengthened through further communicative action in the planning fora. One way of strengthening democratic forms of planning practice is through the communicative creation of 'credible planning story lines' where the plurality of participants is accorded respectful recognition.

The Agenda 21 'story line' of the 'sustainable development challenge' as presented in the SDP guide is clarified and extended to a focus on sustainability and the communicative judgement of the formation of a pathway towards sustainability. Central to the communicative formation of the pathway towards sustainability, are the twenty-seven Agenda 21 principles. The four pillars of the approach are stewardship, securing the local economy, empowerment, and revelation. The pathway towards sustainability entails networks of connection between ecological stewardship, socio-cultural well being, and economic enterprise. The links between the elements of the pathway can be understood as the communicative formation of judgement. Central to this process is the **plurality of unique** men/women's capacity for deciding on courses of action based on debate and conflict resolution. It is only through communicative judgement that unique and specific people are able to decide on what is 'ecologically and socially tolerable and what is not' on what 'taking care means and what it does not mean.' Here communicative judgement emphasises a plurality of modes of action. Central to this process is the **recognition** of 'concrete others', concrete life histories, associations of solidarity and friendship. The emphasis is on linking the notion of 'rights and entitlements' with 'responsibility, bonding, sharing and friendship' (Arendt, 1982; Benhabib 1986; Healey 1997). This means that Kantian 'judgement' based on the '**generalised other**' and the 'formal reciprocity' of **rights, obligations and entitlements** is linked with the '**concrete other**' and the 'complimentary reciprocity' of **care, respect, solidarity and individual recognition**. This approach to judgement, and by implication to agency and structure, is necessary for planning understood as communicative action so that the 'oughts' of a planning process are concretely linked to the 'is' of planning issues and context. This enables the researcher to ask to what extent the planning participants and partners

are able to chart the pathway towards sustainability without charges of utopianism, dogmatism, or domination. A focus on the 'concrete' and 'generalised other' is implicit, yet not clarified in the work of the Practice Movement scholars such as Watson (2002:8), Healey (1997:238), Forester (1989), Hoch (1996), Hiller (1996) and Innes (1995).

The IDP and Agenda 21 (SDP) guidelines are analysed through immanent critique so that a new fusion of horizons between the two approaches is developed. The immanent critique reveals that there are five different 'story lines' about Agenda 21 in the IDP Guide Packs. These 'story lines' display confusion between neo-liberal, modernist, utilitarian, growth theory, and traditional 'green' environmental and social justice concepts. The approach to Agenda 21 is piecemeal, abstract and confusing. Agenda 21 is obscured and rendered inaccessible to the reader. The fifth 'story line', that strategies and projects should comply with the principal of **"an ecologically sustainable development process"** is the dominant approach of Guide Pack 111 which deals with guidelines to the various phases of the IDP (DPLG,111,2001:53).

The immanent critique of the phases of the IDP and SDP in section 2.2.3 results in a fusion of horizons between the IDP and SDP so that an approach towards an ISDP can be developed.

In the IDP guidelines the Preparation Phase is a "highly standardised" process where "organisational structures" are defined prior to the planning process 'by efficient, effective managers' (DPLG,11, 2001:7). The abstract nature and implicit domination of the 'managerial approach' means the access to the arenas of debate is truncated. A Practice Movement approach calls for institutional design, which ensures that all potential participants are accorded access rights to administrative justice in relation to establishing Process and Framework Plans. A number of basic elements of an ISDP approach to institutional design are developed. They address:

- a sustainability capacity building program which is initiated as a first step to the ISDP. Preliminary fora are negotiated. A preliminary sustainability vision is developed.
- the preparation process where mechanisms for the exercise of rights, duties, care, respect and solidarity are communicatively agreed to;

- ⊗ the preparation process where mechanisms for redeeming challenges to administrative justice and the distribution of resources for participation are communicatively established;
- ⊗ the preparation process where the various spheres of competencies and learning opportunities are agreed upon;
- ⊗ the preparation process where networks of partnership formation and appropriate context specific fora are formalised. Here the agency of a plurality of partnerships is thematic.

Therefore in the preparation phase the hard infrastructure of institutional design in the IDP Process Plan is integrated with the soft infrastructure of the SDP process so that the agency of a plurality of partnerships is thematic. Here the fora are communicatively constituted and are not imposed 'from above'.

The IDP guidelines reduce the analysis phase to a rapid instrumentally rational collection of 'current reality' data oriented towards 'rational municipal management' mediated by the out dated database of 'facts and figures' and the 'perceptions of community members'. Here planning is reduced to a technical exercise of rational management 'devoid of any notion of human agency and the potential for new ways of doing things. The ISDP approach is oriented towards integrated, concrete, strategic systemic analysis. This occurs in the context of the communicatively conceived sustainability vision. The 27 principles of Agenda 21 are considered by planning participants in this process. The vision is communicatively revised in the light of concrete participatory systemic analysis. This analysis includes systemic baseline data collection that incorporates relevant data requirements for localised guidelines on international agreements, national and provincial policy, and legislative requirements. Appropriate, concrete methods of analysis are used in addition to the more technical methods. Local and technical analysis is integrated and mutual learning about systemic issue relations is thematic. Here action research is based on the premise that issues are communicatively constituted. The cumulative impacts of issues and their underlying causal linkages are brought to the fore. Such systemic baseline data is crucial for subsequent stages of the ISDP process.

The subsequent phases of an ISDP are highly iterative. The strategies, projects and integration phases revolve around strategic action planning with strategies which

'carry exemplary validity'. Strategic action planning is contingent upon the quality of the systemic baseline data and the quality of the partnership formation process. Where these two activities are successful, objectives, strategies, projects, and programmes are more likely to be appropriate and relevant to stakeholders.

The strategic vision of an ISDP differs fundamentally from an IDP vision. The ISDP vision is focused on sustainability and ensures that participants think 'globally but act locally'. An Agenda 21 approach stresses the global-local connections and the rights of children, marginalised groups, indigenous and technological knowledge bases, and local cultures. This focus is not evident in the IDP guidelines. The IDP guidelines call for a summary of 3-5 pages on the 'application' of Agenda 21 understood as an 'ecological' imperative to ensure that resources are 'well managed' by 'municipal management', which is highly unlikely. The guideline, which is based on conceptual confusion, can result in mismanagement of funds and command and control planning.

The ISDP focuses on strategies as 'transformative story lines'. They are understood as forms of communicative action 'which make a difference'. Strategies as 'transformative story lines' become embedded in the knowledge bases of stakeholders, circulate through webs of relationships, and exhibit exemplary validity. Strategies as 'transformative story lines' make sense to a plurality of stakeholders since they 'have a stake' in 'the new way of doing things'. They make sense operationally, at the level of costs, and in terms of general understanding and cultural meaning. Participants then 'have a stake' in monitoring and managing the projects which they communicatively constitute. Therefore, management is placed within the broader context of communicative action oriented towards forming a pathway towards sustainability. Only projects, which accord with the systemic interrelation of ecological, socio-cultural, economic and institutional sustainability screening, are implemented. Management by participants with a 'stake' in the project is thematic.

Strategies carry exemplary validity when the Agenda 21 principles and processes they embody can be 'raised' as an examples for 'absent others to consider' in the participant's 'mind eye', as it were (Arendt, 1982). Strategies, which carry exemplary validity, are the ones that are likely to be more strongly 'owned' and can be

implemented with more 'sense of assurance and legitimacy'. This occurs through the process of communicative judgement where participants invoke their imagination and capacity for representative thinking. This enables them to think in the place of those who are absent or silent wherever they may be located, locally, nationally, or globally. Here 'transformative story lines' are redeemed by participants who respond positively to the validity claims of communicative judgement. These are the claims of truthfulness, sincerity, normative rightness, and 'known empirical correctness' of a 'transformative story line'. This communicative action of strategies is carried forward into projects and programmes which must 'make sense' to participants in the planning process. The project indicators in an ISDP are a composite of the economic, socio-cultural, ecological and institutional dimensions. Sustainability in this sense is not addressed in the IDP project formulation phase. In the IDP guidelines, project indicators are reduced to measurable entities of 'resources' with validity claims to 'viability' and 'efficiency'. Here instrumental rationality dominates the project formulation process and the Agenda 21 principles and approach are screened out of focus. This is particularly relevant to the consolidated sectoral programme of the ISDP where projects are screened for sustainability management. As is shown in Table No 3, projects that are potentially unsustainable cannot be identified in the IDP process if the guidelines are adhered to.

The integration principle for an IDP within the guidelines is efficient, effective rational management oriented toward cost-effectiveness and technical viability. This is in keeping with the approach adopted throughout the phases of the IDP. The guidelines systematically reduce the planning process to the rational calculation of **means used** in order to achieve the **end - an 'efficient, effective and integrated management tool - the IDP'**. This **means-ends** approach to planning means that **instrumental rationality** informs the IDP guidelines through the planning phases. Consequently the possibilities for an Agenda 21 approach and principles is substantially truncated since the instrumental rationality of the managerial approach screens the possibility of the communicative formation of a pathway towards sustainability out of focus. The integration principle throughout the SDP process, in contrast, is sustainable systemic interrelation between the ecological, socio-cultural, economic, institutional and spatial dimensions. These differences in kind between the two processes have implications for spatial planning and co-ordination.

Spatial planning in the IDP guidelines is premised upon the reification of the scope of the planning endeavour where the 'municipal area' is seen as a 'single' object or 'thing' 'out there' which is amenable to strategic 'fixing'. Here the Universal Cartesian Planner sits outside of planning in his / her office and tinkers with the fragmented spatial form of the municipality like a 'carpenter fixing a broken stool'. Such outdated notions of spatial form and content are called into question by the communicative, transformative approach of the ISDP where ecological, socio-cultural and economic dimensions are interrelated in a complex, contingent, and unpredictable manner.

In the ISDP, the focus is on the links between the dimensions of interrelation which are expressed spatially. This may well exhibit fragmentation and difference since the sustainability expressed spatially has an impact on a wide range of people who have 'a stake' in a locality, from local, district, provincial, national and global perspectives. The communicative action of the spatial framework is validated by raising the validity claims of communicative judgement and ethics including reflective, representative thinking. It shows 'new, concrete ways of doing things' which participants understand and 'own'. Attention is accorded to the qualities of places for people in firms, on farms, in homes and a diversity of economic sectors (Healey 1986). Attention is accorded to new ways of addressing interests in specific kinds of infrastructure and design oriented toward sustainability. Attention is accorded to gender, children, and marginalised peoples' relational sustainability interests, which are expressed spatially.

The spatial framework is oriented toward convenient, ethical, socio-cultural and gendered ways of living. However, such 'spatial guidelines' stemming from the DFA need to reflect relevance from the stakeholders' perspective. They cannot be followed as rules or **criteria of necessity**. A Practice Movement approach stresses the **contingency** of localised spatial guidelines. Attention is accorded to the contingencies of dynamic socio-cultural-ecological-economic relations. Therefore the hard infrastructure of spatial structure is 're-framed' by the soft infrastructure of the agency of a plurality of reflective communicative judgements and new learning, and re-framing the meaning of space, places and ways of acting. Unless stakeholders have a 'stake' and are respectfully present in the spatial framework, it will not be legitimate. The sustainability spatial framework in the ISDP draws attention to the co-ordination of activities between spheres of governance, partnerships, and everyday

living. A pragmatic and realistic approach to co-ordination is essential for sustainability planning given the complexity of the domain. Therefore, task definition is localised where possible with attention to provincial, national and international competencies and representation on the appropriate ISDP fora.

From the viewpoint of the conceptual framework of the ISDP, the communicative action of the Ugu IDP can now be assessed to the extent to which it encompasses the Agenda 21 principles and approach. This is addressed in chapter three.

CHAPTER THREE

FROM INTEGRATED SUSTAINABLE DEVELOPMENT PLANNING TO THE COMMUNICATIVE ACTION OF AN INTEGRATED DEVELOPMENT PLAN - THE CASE STUDY OF THE UGU DISTRICT INTEGRATED DEVELOPMENT PLAN

3.0 Introduction

This chapter addresses the communicative action of the Ugu District Integrated Development Plan. The objective of this chapter is to outline the context in which the IDP is located and to address the question of the extent to which the principles and approach of Agenda 21 have been integrated into the planning process. In section 3.1, The Planning Context is outlined. Here the policy, legislative, socio-cultural, economic, ecological, institutional and political context is briefly described. Planning at district scale of local government is clarified. In section 3.2, The New Era and the Ugu IDP, the link between the Ugu IDP and the Interim IDP (IIDP) is made. The phases of the Comprehensive IDP are briefly described with an emphasis on the Agenda 21 approach to the process. Extracts from the IDP documents are shown. In section 3.3, Agenda 21 and the Analysis of the Communicative Action of the Ugu IDP, the stages of the IDP are analysed in sequence. The emphasis is on the extent to which the principles and approach of Agenda 21 have been integrated into the planning process. The video material prepared for the WSSD and the NPO IDP assessment workshop is analysed. This augments the content analysis of the IDP. The emphasis in the video material analysis is on the views of sustainability and the systemic approach to Agenda 21. Section 3.4, From the Communicative Action of the Ugu IDP Towards an Integrated Sustainable Development Plan, is the conclusion to the chapter. It links chapter three to chapter four. Chapter four addresses the question of how the approach and principles of Agenda 21 can be more effectively integrated into the IDP process at a district scale in the future.

3.1 The Planning Context

3.1.1 The Policy and Legislative Context

The government of South Africa is constituted as national, provincial and local spheres of governance. 'Local government' in this context includes metropolitan, district and local municipalities. Legislative authority of the national sphere vests in

Parliament, of the provincial sphere in the nine provincial legislatures¹ and in the local sphere in the municipal councils. In terms of the constitution, the role of the national and provincial spheres is to provide the policy and legislative framework for development planning. Provincial government also provides a provincial development framework for co-ordination of sectoral programmes at provincial level. Local government is responsible for preparing Integrated Development Plans. Central to the constitution of 'spheres of governance' is the premise that the spheres are distinct, interdependent and interrelated. Therefore co-operative governance is promoted and mechanisms for dispute resolution are in place. All spheres of government have legislative and/or executive and administrative authority over matters pertaining to the 'environment'. Consequently, all spheres of government are required to promote co-operative governance particularly in relation to sustainability. Therefore, co-operative governance, particularly in the field of sustainable development planning, is vital.

Agenda 21, Sustainable Development, and Sustainability are referred to in a range of policy and legal documents in South Africa. The most recent being the commitment to Agenda 21. The opening statement to the 'Plan of Implementation' developed at the WSSD in Johannesburg in September 2002 states that:

"We strongly reaffirm our commitment to the Rio principles, the full implementation of Agenda 21 and the Programme for the Further Implementation of Agenda 21" (WSSD 2002:1).

In this communicatively constituted document the imperative of government is to strive to ensure that the principles and approach to Agenda 21 are implemented locally, provincially, nationally and globally. "Local Action 21", the action statement constituted by local government representatives at the WSSD, stresses commitment to Agenda 21 in the wake of "the horrors of global poverty and environmental disruption" (WSSD, 2002:3). Here local government representatives stress the need for a "profound shift in the current development model to one based on true equity and deep reverence for the processes of nature" (WSSD, 2002:4). One of the important outcomes of the WSSD is the broadening of local government commitment to Agenda 21 beyond the confines of Chapter 28 of Agenda 21. The call is for Local Government to play a leading role in implementing all Agenda 21 principles and processes.

¹ There are nine provinces in South Africa namely Kwa-Zulu Natal, Eastern Cape, Free State, Gauteng, Mpumalanga, Northern Cape, Limpopo, North West and Western Cape.

The Constitution of the Republic of South Africa Act No 108 of 1996 indicates that development planning is required to ensure the provision of sustainable services. Section 24 of the Bill of Rights, which applies to all law, and binds the legislature, executive, judiciary, and all organs of state, requires government to secure sustainable development. Sustainable development is clearly defined in the National Environmental Management Act No 107 of 1998, which states that **"development must be socially, environmentally and economically sustainable"** (NEMA, 1998:Chapter 2{2}). This **systemic** definition of **'sustainable development'** is binding on all municipalities, provincial sector plans and on national programmes and projects.

The notion of the Integrated Development Plan was introduced into South Africa through the Local Government Transition Amendment Act (Second Amendment) No 67 of 1996. Central to the concept of the IDP is the premise of 'integration' **between** sectors, budgeting, implementation and management. This means cross-sector interrelation so that sector plans are not developed in isolation. The Act also calls for integrated land use, transport, infrastructure, local economic and 'environmental' planning. The notion of integrated planning is further called for in the Green Paper on Local Government in 1997 and the White paper on Local Government in 1998. Here the emphasis is on redressing the spatial imbalances of the past and on sustainability. The Local Government Municipal Systems Act (MSA) No 32 of 2000 stipulates the integration of budgets, performance management, community participation and sectoral planning. In section 26(d), the MSA indicates that all sector legislation is binding on an IDP. Therefore in an IDP, **'development must be socially, environmentally and economically sustainable'** as called for in NEMA and in Agenda 21.

3.1.2 The IDP and Planning Scales

The development of an IDP occurs at the local 'sphere' of governance. Local governance includes metropolitan, district and local municipalities. Corresponding to these three forms of municipality are three scales of planning. They are the

metropolitan/ district, sub-district ² and local scales. Planning at the **metropolitan/ district scale** is broad and serves to set the basic context for development and for the co-ordination of planning which occurs at the more detailed local level. Consequently, planning at district scale is usually broad and strategic in nature. The focus is on district wide issues / processes and the **cumulative impact of issues** across the district in the socio-cultural, economic and ecological sense. This broad focus means that district scale planning can be abstract and difficult to grasp for many people. The extent of the district means there are a range of different kinds of issues which have an impact on the district as a whole which individuals in specific locales may not be aware of. The vast distances also means that potential participants find it difficult to participate in planning activities. Therefore, direct participation of all people at district scale planning processes is often not practically feasible. However, representation on appropriate planning fora and the use of reflective communicative judgement is one way of addressing the participation issue. The Agenda 21 principles and approach are applicable at any scale of planning. At district scale, the challenge is to co-ordinate alignment of planning processes across the district in a meaningful way.

Planning at sub-district or sub-regional scale lies between the district and local scale of planning. Here the district is divided into a few smaller geographical areas and the scale of planning is focused on providing more detail than at district scale planning. For example, the Ugu district / region was divided into four sub-regions for which the Izingolweni, Phungashe, Turton and Umzumbe sub-regional plans were developed. These plans are still broad brushed but contain more detail when compared with a district or regional scale plan. However, they remain at a fairly abstract level and the geographic area is still large.

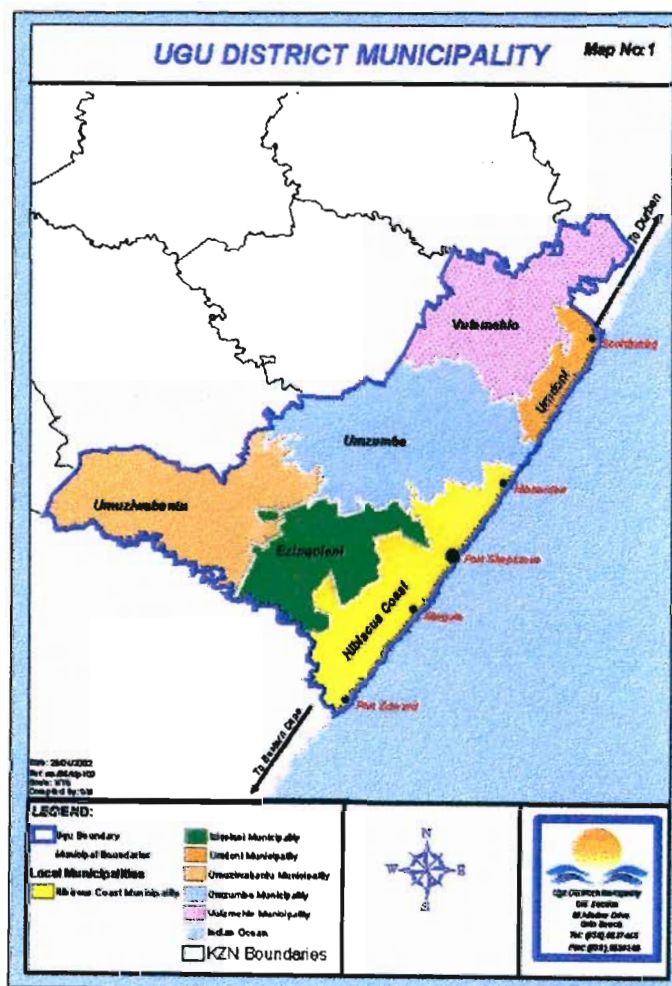
Planning at local municipality scale is more specific and detailed. Here planning is more concrete and participants often know one another and can identify more easily with local issues that they have in common. Travelling to meetings is not so problematic and people can more easily participate in the planning process and discuss issues that are of an immediate nature.

² This was previously called the sub-regional planning scale where a region is comprised of a number of sub-regions. In the case of Ugu, the region was divided into four sub-regions. Here a 'region' should not be confused with the notion of regional planning understood as wider than the national level in the international arena.

One of the challenges associated with district and local scale planning from the perspective of systemic interrelationships is the realisation that systemic connections are often not confined to cadastral or political boundaries. One of the important challenges of integrating the Agenda 21 principles and approach into district scale planning is to appreciate that issues and processes may have provincial, national and international levels of connection and impact.

3.1.3 The Socio-Cultural, Economic and Ecological Context

Ugu District Municipality comprises six local municipalities as shown in Map No. 1. The municipality is located south of eThekweni Metropolitan Council in the Province



of KwaZulu-Natal. The **isiZulu word "Ugu" means, "coast."** The municipality is 5866 km² in extent with a coastal strip of 112 kilometres, which is periodically segmented by 42 estuaries and associated coves, wetlands, coastal forest and ridges. The coastal strip is 4-8 km wide and is more developed relative to the vast rural inland area. The population is estimated to be approximately 687,735 with 102,237 households. The vast majority, 70% of the population lives in the traditional rural area, with 15% in the urban coastal strip and 15% on commercial farms.

54% of the population are women most of whom live in abject poverty in the rural area. In the wake of the HIV/AIDS pandemic there is a zero growth rate in the district. There is a high incidence of migration out of the area, particularly of men who seek work in the neighbouring metropolitan area. The unemployment rate is in the region of 35-40%. There are high levels of poverty in the traditional rural areas. This is particularly evident in certain sections of Umzumbi, Umuziwabantu, Ezinqoleni and Vulamehlo where more than 73% of the female population are poverty-stricken 'heads of households'. Sanitation deficits in these households are as high as 91%. In the wake of the HIV/AIDS pandemic gender differentiated poverty is deepening as young girls abandon schooling in order to take care of siblings and 'head households'.

The coastal strip comprises several holiday towns based on the seasonal tourist trade, light industry and farming. Port Shepstone is the administrative centre and small scale-manufacturing node. Commercial farmlands are prominent in the western inland areas of Umuziwabantu Municipality, along the coast between Port Edward in the south, Port Shepstone in the central and Scottburgh in the north. Farming is based on sugar cane, bananas, tea, coffee and nuts. Commercial farmlands are largely owned by white and to a lesser extent by Indian farmers. Small-scale emerging sugar cane farmers occupy land west of Scottburgh and Port Shepstone. Forestry occurs in the western and north-western inland areas. Smallholdings based on mixed farming and export products such as tomatoes and cucumbers occur along a coastal strip adjacent to the coastal tourist towns. The rural inland area with its rugged yet breathtaking landscapes is characterised by small-scale and subsistence farming with dispersed settlements. In general the land use pattern is diverse including significant conservation areas, forestry, commercial and subsistence agriculture, light and medium industry, tourism, commerce, formal, informal and traditional settlement. Numerous 'controversial developments' have scarred the enchanting coastal strip that is made up of hard rocky and soft sandy coves of

beachfront. In the rural areas, the landscape is periodically marred by scarring caused by inappropriate sand winning for road construction purposes. Many of the rural schools, official buildings, and homesteads are located within wetlands with concomitant drainage and land use management problems. Although 90% of the land is highly fertile, about 22% are degraded grasslands with 15.5% unprotected yet undisturbed grasslands. 22,3% of the land is under forest with 29,5 % under cultivation. The urban area of 12,7% is owned largely by the 'White' and 'Indian' people.

3.1.4 The Institutional and Political Context

In the wake of severe violence and institutional instability before and shortly after the election of a democratic government in South Africa in 1994, the new District Municipality deliberately set about fostering co-operative governance. Central to this process is mutual recognition and co-operation as opposed to previously antagonistic relations between the IFP and ANC Councillors. The District Mayor, an IFP member, was unanimously voted into office across the board setting the stage for good working relations between the two dominant political parties in the district. The ANC Planning and Environment Committee chair was also Mayor of the Margate Transitional Local Council before the new demarcation process through which the District Municipality was established. His knowledge of planning issues and experience in mediation provides a cordial and systematic planning environment. Council was also streamlined from 220 Councillors to 34 with a small executive of six. Two development planners are contracted, through Provincial Local Government grant funding, to the Municipal Managers' office. Their task is to facilitate developmental local governance based on development planning. The Municipal Manager enthusiastically supports the planning process.

Since 59% of the land falls under traditional leadership, traditional leaders are encouraged to participate in planning matters throughout the district. The working relations are cordial. They are based on long standing recognition and respect accorded to traditional leaders although they do not participate directly in municipal governance. There are 38 traditional authorities in the district that are managed by their four regional authorities. The four regional authorities and the Department of

Traditional and Local Governance officials participate in the IDP Representative Forum. Traditional leaders also participate in community meetings.

The Municipality is governed by a full-time executive committee. Each member of the executive committee presides over a specific portfolio committee. They are:

1. Health, Human Resources and Safety Committee;
2. Planning and Environment Committee;
3. Tender Committee;
4. Audit Committee;
5. Water & Sanitation Committee;
6. Tourism & Economic Development Committee.

In addition to the statutory committees, a Labour Forum, Management Forum, Skills Development Committee and an HIV/AIDS Committee have been established.

There are a total of 418 people employed by the municipality. The operating budget is in the region of R118m with a capital budget of R19m per year. The operating income of R94m and capital budget of R19m derives largely from water and sanitation services.

Eighty five percent (85%) of the staff compliment (314) are located in the Water Services Division and the Water Services Agency. The remainder of the staff work in the Corporate Services, Finance and the Municipal Managers Office. The municipal services are largely water and sanitation supply and district level co-ordination of Tourism, Development and Development Planning. The Finance Department, community development officers and development planning staff actively support the four newly established rural municipalities which are under resourced. Support is also accorded to the two coastal municipalities on an ad hoc basis. With the exception of the Ezingoleni Municipality, consultants prepared the IDP's for the local municipalities. A Planning and Implementation Management Centre (PIMS) has been established in the district through national government funding grants. The two PIMS Centre planners undertook the Ezingoleni IDP and provided the Ugu development planners with some support during the IDP process.

3.2 The New Era and the UGU IDP

3.2.1 The interim IDP

In the wake of the local government elections of 5 December 2000, municipalities across the country embarked upon transformation and restructuring. The IDP process was seen as a basic tool to facilitate re-alignment and to focus the new council upon its task of developmental local governance. The IDP process was hence conceived as consisting of two related activities. Firstly, to produce an Interim IDP called the IIDP and then to embark upon the more extensive 'comprehensive' IDP. The IIDP was to be completed by 31, March 2001 and the 'Comprehensive IDP by May 2002.

The main goals of the IIDP were:

- o To provide a mechanism for the establishment of the new municipality through an Establishment Plan which is an element of the IIDP.³
- o To initiate the process of integrated planning, management and budgeting through linking the sector budgets with the projects and programmes in the IIDP.
- o To provide for capacity building of the new Councillors, many of whom had never been involved in planning processes.
- o To provide a stepping stone in preparation for the comprehensive IDP which was to follow the IIDP.

The IIDP served as an opportunity to rapidly re-assess previous planning processes such as the 'Regional' and 'Sub-Regional' development planning objectives, strategies and projects in the light of the new municipal boundary. Before 2000, the Ugu District Municipality was called the 'Ugu Regional Council'. The boundary changes were not major with the district acquiring a small segment of additional rural land in the North. Boundary changes thus did not have much impact on existing information held in the Regional and Sub-regional planning documents used for the IIDP process. These two sets of documents were completed in October 1999 and January 2000 by highly respected and competent consultants respectively.

³ The two Ugu development planners undertook the establishment plans with the local rural municipalities. The development planner undertook the IIDP with the Ezinqoleni Municipality whilst working on the Ugu IIDP. Consultants were appointed to the other five municipalities for the IIDP and the Ugu development planners assisted at the workshops and with GIS back up.

The IIDP was thus initiated with confidence by the two development planners within the district municipality. The senior development planner had been appointed during the final stages of the planning process and was familiar with the work completed. The development planner had been deeply involved in the two planning processes. She had drafted the planning briefs for both processes and was familiar with the content and approaches undertaken. She was appointed by the Department of Land Affairs (DLA) to monitor the sub-regional planning process on their behalf as the funding stemmed from DLA. The approach was that land reform would be integrated into a sub-regional planning process as opposed to the development of a separate set of land development objectives (LDO's).

- ☒ There was an explicit requirement ***that the Sub-regional Plans be based on an Agenda 21 approach***. Two of the four the plans mentioned Agenda 21 in the opening pages of the documents. The approach was not carried forward to subsequent stages of the planning process in any of the documents. When enquiries were made, the responses were that the consultants had found the request to be either 'unreasonable' or that an 'IDP is an approach to LA21 anyway!' However, 'the environment' is shown in all these plans as a sector and the 'integration' phases of the plans are largely sectoral in nature.

The IIDP process involved a rapid technical approach based on a scan of available information, listing of projects and a two day 'workshop' with Council and senior officials. The intent was to complete the process at speed given the rather unrealistic time scale set for the IIDP process. The development planner was appointed to Ugu in February 2000 and the IIDP process was required by 31 March 2000!⁴. The IIDP process was used to introduce Councillors to project evaluation on the basis of developmental criteria as opposed to political competition as had been observed in the previous round of planning where 'turf' disputes dominated the prioritisation processes.

⁴ She worked as a 'Technical Assistant', seconded to the Council via The Department of Land Affairs for two years prior to the appointment in February 2000 as development planner.

3.2.2 A Brief Overview of the Ugu Comprehensive IDP

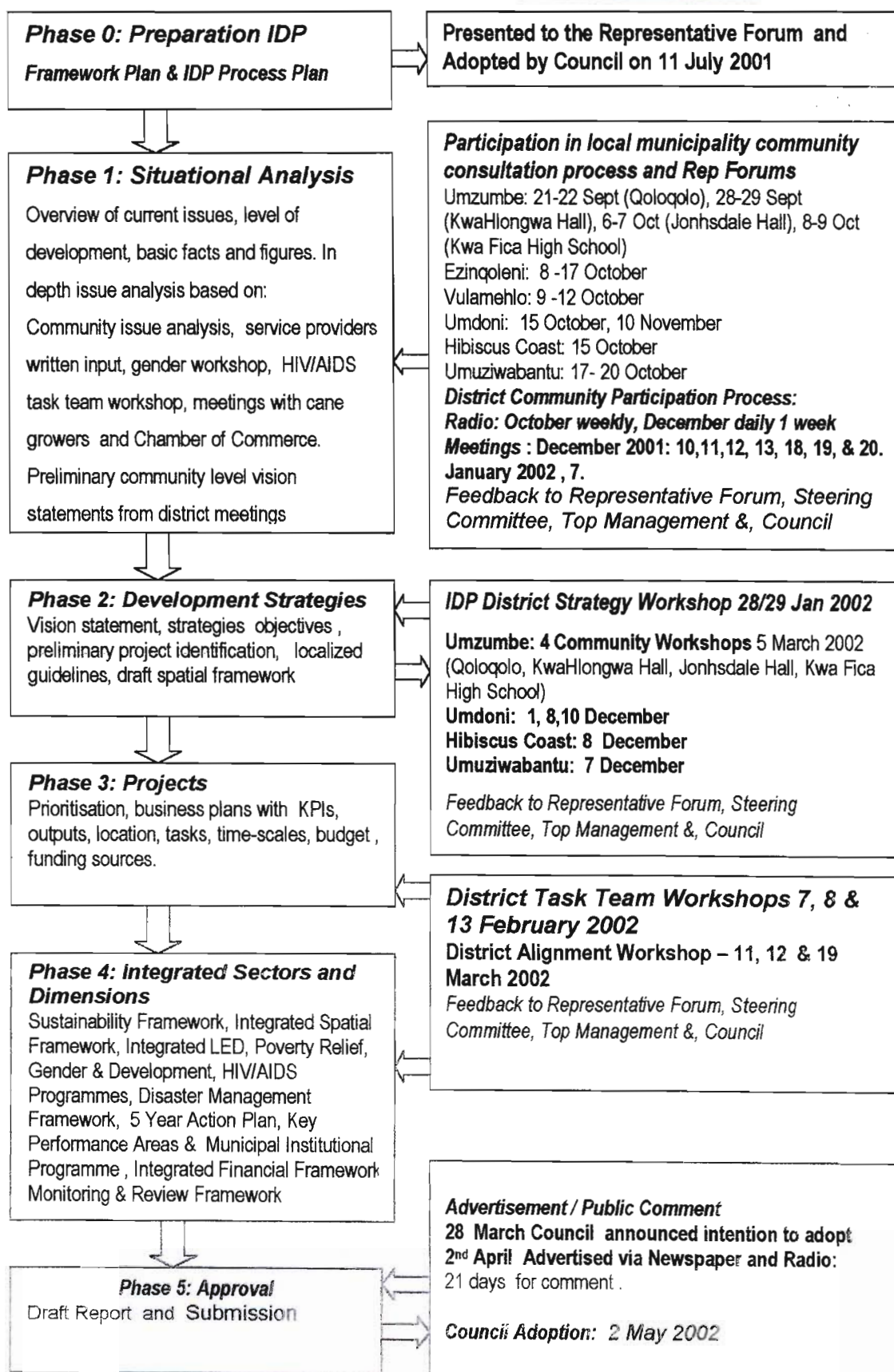
The planning process was understood as being oriented toward the development of a strategic plan that would:

- ⊗ *"Firmly place the trajectory of development on a path towards sustainability*
- ⊗ *Make a meaningful and sustainable impact on the provision of appropriate physical infrastructure*
- ⊗ *Establish equitable opportunities for all the inhabitants of the district*
- ⊗ *Vigorously attack the high levels of poverty in the district*
- ⊗ *Adopt an advocacy approach towards people who are marginalised."* (Ugu IDP 2001b:3)

The development planner and the senior development planner (now the IDP Manager) largely undertook the five phases of the planning process. This in-house approach was supported by the IDP Steering Committee. The Chairman of the committee played a leading role in the community participation process. The planning process was based on the conviction that a 'bottom-up' Agenda 21 approach be adopted. This was enthusiastically supported by the Municipal Manager and the IDP Steering Committee, which is made up of the heads of department, senior Councillors, and various sector departments who attended on a need basis. The intention was to develop an integrated district level plan based on intensive participation in the local municipality planning and participation processes. In a sense, this was a pragmatic solution to the fact that the two planners were tasked with assisting the local rural municipalities develop their IDP's with their consultants. The Water Services Development Plan (WSDP) was to feed directly into the IDP process and unfolded in conjunction with the IDP process. The development planner was a member of the WSDP steering committee so that the link between the two plans could be strengthened. A SEA was commissioned in order to strengthen the IDP's throughout the district and to build the GIS database⁵. The phases of the planning process in relation to the community consultation process is shown in figure 4, overleaf.

⁵ Uddi Development Planning Consultants prepared the Strategic Environmental Assessment (SEA) and Stewart Scott prepared the Water Services Development Plan (WSDP).

FIGURE 4. THE PLANNING PHASES, COMMUNITY CONSULTATION AND OUTPUT (Adapted Ugu IDP 2002b:6)



The work was divided up as follows:

Phase 0: Process Plan and Framework Plan

Institutional diagram, Gantt Charts & LA21 focus - Development Planner

Budgeting and roles and responsibilities - IDP Manager

Phase One: Analysis

Situational analysis - IDP Manager assisted by PIMS Centre.

In depth cross - sector issue analysis and LA21 focus - Development Planner.

The Strategic Environmental Assessment - UDIDI and KZN Wildlife (Cathy Kay). - Managed by the Development Planner and supported by the GIS section.

Participation processes and workshops - Planning Division and GIS section supported by the Planning and Environment Committee Chairman, PIMS Centre, Coastal IDP managers and rural municipal managers.

Collation of participatory information - Development Planner

Phase Two: Development Strategies

Development strategies. Localised guidelines and LA21 focus - Development Planner

Participation processes and workshops - Planning Division, GIS section and supported by the Planning and Environment Committee chairman, senior officials, PIMS centre, national IDP Task Team representative, provincial and national sector officials, rural municipal managers and coastal municipality IDP managers.

Collation of participatory information - Development Planner

Phase Three: Projects

Sustainability Framework, 'niche' market project sheets; HIV/AIDS, Gender and Development & Water services project sheets - Development Planner and Municipal Engineer

Economic Development, Tourism and Finance project sheets - IDP Manager, Development Planner and & Director of Finance

Phase Four: Integrated Sectors and Dimensions

The Integrated Sustainability Framework; Spatial Development Framework; The Integrated Poverty Relief, Gender and Development Programme; Integrated HIV / AIDS Programme; Disaster Management Framework; Five-Year Action Plan and Composite List of Sectors and Dimensions: Development Planner

The Integrated Local Economic Development Programme; Municipal Institutional Programme; Institutional Plan and Communication Framework; Monitoring, Evaluation and Review Framework: IDP Manager and Communications Manager

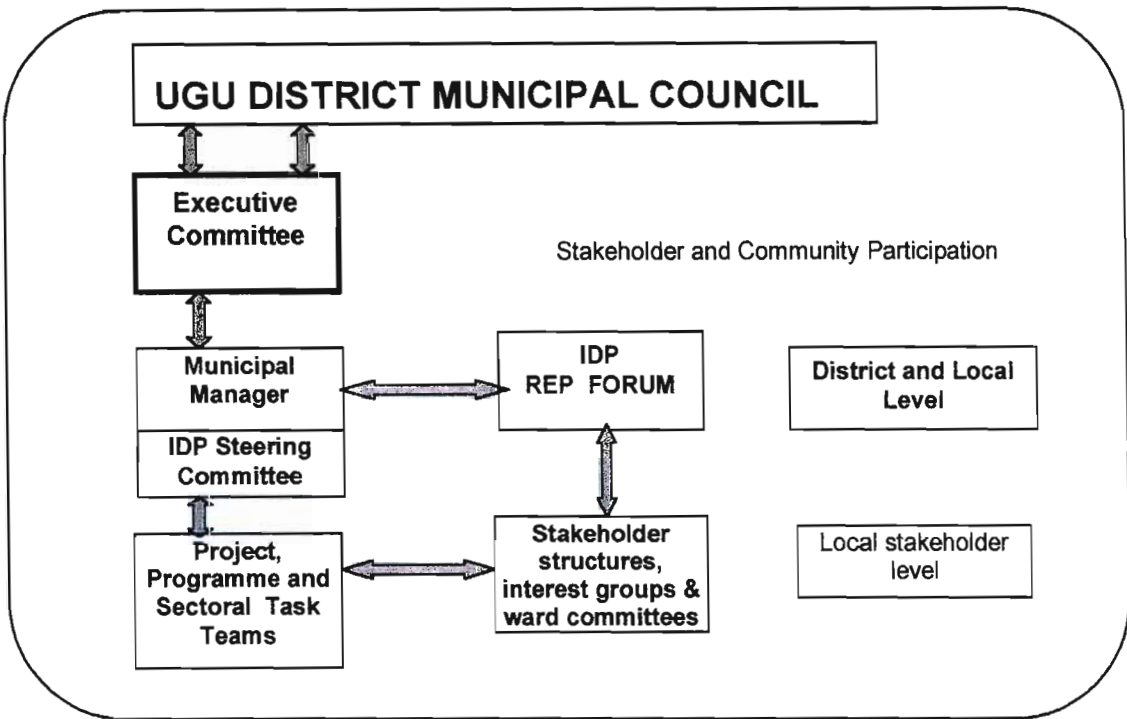
Executive Summary: Development Planner

Phase Five: Approval: IDP Manager and Development Planner

3.2.2.1 Overview of Preparation Phase

In general, the Process and Framework Plans follow the IDP guidelines discussed in chapter two. The Institutional arrangements shown in Figure 5 are almost identical to those discussed in section two in relation to the IDP guidelines for institutional arrangements.

Figure 5: IDP Institutional Arrangements (Source: Adapted Ugu 2002:3)



The arrows in Figure 5 indicate the flow of information between institutional structures. The IDP Representative Forum was constituted through an amendment to the terms of reference of the existing Housing / Service Providers Forum stemming from the regional planning process. The Ugu Deputy Mayor chairs the forum. Housing and land reform issues are standing items on the agenda that is augmented with IDP matters. The forum comprises all Municipal Managers and Mayors, Steering Committee members, PIMS centre, IDP consultants to municipalities and various government and para-statal service providers, a few NPO's, the four regional authority traditional leaders (Amakhosi) and the Chamber of Commerce.

Since the process was conducted at speed, there was minimal consultation with stakeholders about the process and institutional arrangements. Local municipal representatives were exposed to the content of Process and Framework Plans for the first time at the Representative Forum meeting of 10, July 2001. Here the plans and proposed approach were 'presented'. There was no planned work shopping. Comments were requested at the meeting. Representatives accepted the plans without much discussion or critique. Council adopted the Process and Framework Plans on 11, July 2001. The LA 21 approach is shown in Figure 6.

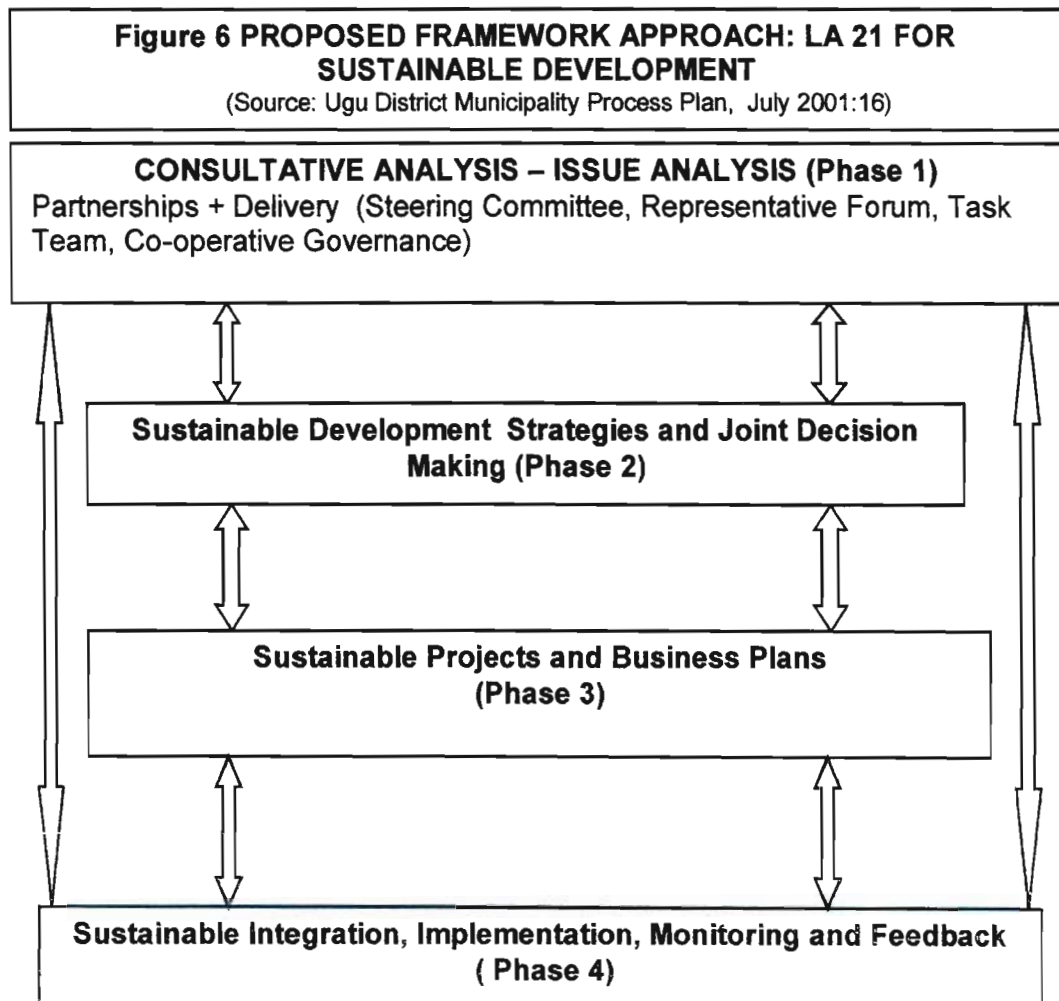


Figure 6 indicates that the intent was to base each phase of the IDP on the Agenda 21 principles and approach. After the experience with Agenda 21 in the sub-regional planning process, the development planner acquired funds from the National Department of Environmental Affairs for a preparatory Agenda 21 capacity building programme. The success in acquiring the funds was largely due to Dr. Merle Sowman of the Environmental Evaluation Unit of the University of Cape Town who

enthusiastically supported the idea. Merle was responsible for managing the funding and training of Agenda 21 programmes throughout the country. Several meetings were held with the University of Durban Westville facilitators and the workshop was finally launched in August 2001 after the Framework Plan had been adopted. All Municipal Managers, senior officials, IDP Managers, Mayors, members of Executive Committees, Planning Committees, several provincial and national sector officials, business, NPO's and consultants were invited to the workshop. There was 100% attendance and stakeholders were keen to learn about Agenda 21. However, the facilitators presented highly abstract material to the stakeholders. This occurred despite the fact that during two successive meetings with the facilitators it was stressed that relevant, concrete material was of paramount importance to the newly elected Councillors and officials who are sceptical about 'green' issues. Participants soon lost interest and by lunch time most of them had left. Agenda 21 and its relevance in the district were thereby questioned.


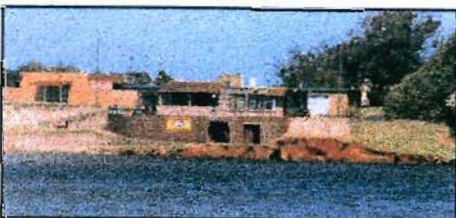

The development planner discussed the failure of the workshop at the IDP Steering Committee and mooted the idea of developing an IDP based on photographic material and systematic translation of all material into isiZulu as the process unfolded. This was fully supported by the chairman and with some scepticism by some of the committee members. However, since Agenda 21 had already been accepted as a basis for the IDP in the Framework Plan, the development planner argued that it would be shortsighted to abandon the approach on the grounds of one setback. One of the reasons for the firm support accorded to the idea was that the development planner had accompanied the chairman to a 'peoples housing' site where she photographed severe flooding of houses, foundation problems, poor building standards and design. The people were angry and wanted redress. These photographs were subsequently used in the IDP as the first set of issues stemming from a local community.



3.2.2.2 Overview of the Analysis Phase



In keeping with the IDP guidelines, the existing information stemming from the IIDP, and sub-regional and regional plans was used to develop the 'existing reality' information. This was augmented by basic information held in the PIMS database. Empirical information was gleaned from the consultation processes at local and

district level. Additional information was acquired through local ongoing activities such as the gender workshop, HIV/AIDS Task Team workshop, informal sector workshop, and the SEA workshop. Letters were sent to service providers, NPO's, CBO's and the business sector requesting detailed input into the Analysis Phase. In depth cross-sector issue analysis was developed. In depth issue analysis summary sheets record a description of the issue, local communities perspective of the issue, the district perspective, causal/correlation elements and possible solutions and linkages between sectors. Central to this process was the use of photographic material of issues as they emerged from the community workshops, the SEA and issues that arose outside of the planning process⁶. For example, during early December 2001, storm water issues came to the fore after heavy rainfall. The development planner was contacted by local businesses who were concerned about the impact that this was having on tourism. The photographs of the flooded main road in Margate, the prime coastal attraction in the district, were used in the analysis phase and the issue was brought into the IDP. Poor water management and the inappropriate location of roads in watercourses and in wetlands are the underlying causal factors for the flooding of the shops. The photographs were also used for the development of localised guidelines that are discussed in the overview of the strategies phase in next section. These photographs were particularly useful in overturning the urban-rural divide between negative poverty related 'rural' issues and more 'mundane' green or 'upmarket' urban issues. Issue analysis strove to display the rural-urban, socio-cultural, economic and ecological interconnection. This **systemic interconnection** was constantly brought to the fore in the various meetings such as the community consultation process, the representative forum meetings and the alignment meetings. The in-depth issue analysis was an ongoing aspect of analysis and was built up as the process unfolded. Each new issue with its photographic expression of multi-sectoral, systemic impact and linkages was taken to the next community and forum meeting for cross-sector discussion. Some of the service providers called the development planner to photograph issues they were concerned about and the camera became an important part of analysis. Three examples of the issue analysis sheets are shown overleaf. The intention was to provide an integrated view of issues highlighting economic, social, ecological, spatial and institutional systemic interrelation. The example issue analysis sheets are now shown and the core issue clusters are then outlined.

⁶ The Development Planner and GIS Specialist accompanied the SEA consultants on field trips

No.1	TOURISM, ECONOMIC DEVELOPMENT AND POVERTY (LA21 FOCUS)	
ISSUE: 1	THE IMPORTANCE OF TAKING ADVANTAGE OF COASTAL AND INLAND TOURISM ASSETS	
<p>Ugu District Municipality area comprises 100 km of sandy beaches, bays and lagoons stretching from Scottburgh to Port Edward. The vast inland areas of relatively poor rural communities have received little benefit from the coastal tourism corridor. There are numerous inland resources with potential Eco-tourism/ Heritage/Game Reserve development- "Green Flag" opportunities. Coastal resources include the Sardine Run, Golfing, Scuba, Diving Whale/ Dolphin/Bird Watching and potential Ocean Harvesting –Margate has achieved "Blue Flag" status. "Blue Flag" potential status of many beaches needs to be developed. The LA21 issue is that the existing coastal tourism products, facilities and pristine attractions need to be upgraded protected and appropriately marketed to meet the quality demands of local people and the domestic and international tourist.</p>		
<p>The photograph shows how a pristine beach, coastal forest and needs of small-scale farmers are put under threat through inappropriate sand winning by DoT for national road construction Hibberdene area. (C Kay: Photograph 1986)</p>		
Importance: Community and Stakeholder Perspective		Ugu District Municipality Perspective
<ol style="list-style-type: none"> 1. Communities located in Umzumbe, Hibiscus Coast, Vulamehlo and Umuziwabantu stressed the importance of the coastal and inland tourism assets. 2. There is a need for appropriate lifesaver, fishing, 4x4 adventure and recreational facilities - particularly at St Michaels and inland along the potential "tourism trails". 3. Capital injection into public tourism facilities is minimal. 4. Local & District support for the "Banana Express" as a vital link between inland and local tourism. Funds are needed to maintain the infrastructure. 5. KZN- Natal Tourism Authority stressed the above - Primary tourism node – Port Edward – Port Shepstone and inland to Kwa Fodo and secondary nodes including Mfangisale, Ndwebu Mountain, Mtwalume Bay, Ingeli and Weza Forest Nature Trails. 		<ul style="list-style-type: none"> • Ugu District Municipality stresses the need to retain and develop the tourism through harnessing the resource base. • Importance of the "Banana Express" to tourism base. • Marketing & branding of the tourism products stressed • Cultural/ Heritage and Eco – Tourism - associated alien vegetation clearance - issue, important to the Municipality. • Economic empowerment through community-based tourism/ alien vegetation clearance is stressed in Tourism Business Plan. • Importance of significance assessments for inland and coastal tourism trails. • A business growth and retention programme is important • Stress need for Total Quality Management and ISO 14,000 <div data-bbox="905 1004 1359 1220">  </div> <p>(LA21 issue) Foundation Erosion of St Michael's lifesavers building resulting from the natural flow of the Umhlanga River – Note access barriers to building for a person with disabilities (Photograph: South Coast Herald: October 2001)</p>
		
<p>6. LA 21 issue- incorrect water course diversion resulting in flooding after rainfall during peak holiday periods at the District's prime tourist destination – Margate (Photograph by Frank Moodley and printed in South Coast Herald: December 2001)</p>		
Important "causes / correlated factors", effects and linkages of priority issue		
<p>Some "causal / correlated factors" for stressing the importance of taking advantage of coastal and inland resources are:</p> <ul style="list-style-type: none"> ⇒ The Communities, Tourism Associations, Life Saver and Cultural Heritage Clubs, Municipality, KZN Tourism Authority realise that the "South Coast" is the second most important domestic tourist destination in KZN. ⇒ Possible factors correlated with the "underdevelopment" of the inland "potential linkages" is the changing demands of the tourism industry, the new focus on "adventure products", safety and security perceptions, previous Euro-centric approach to tourism, the need to complete the feasibility studies to a standard where products can be launched with confidence. <p>Lack of funding to launch significance assessments for tourism trails and business growth and retention programme.</p>		
<p>Important linkages:</p>		
<ol style="list-style-type: none"> 1. Safety/security perceptions management inland development 3. Environmental management and inland significance assessments 5. Skills development /community based tourism and poverty relief 7. Storm management & Tourism/ economic impact 		<ol style="list-style-type: none"> 2. Road network development 4. Tourism & local business growth and retention (job creation). 6. Farm produce, packaging, markets and tour operators (SMME's) 8. Understanding of natural coastal/inland forces and impact on Tourism and the economic base of the district. (Skills development, IT,
Related Vision and Objective Elements		Problem Solving Potential and Initiatives
<p>⇒ Ugu District Municipal Vision elements such as 'crime free' viable tourism, sports and recreational facilities, TQM</p> <p>OBJECTIVES FOR THE VISION OF THE COMPREHENSIVE IDP NEED TO BE SET</p>		<ul style="list-style-type: none"> ⇒ Speeding up of feasibility studies for inland tourism products. ⇒ Linking related projects into "Adventure/heritage/ beach and bush clusters". ⇒ Appropriate infrastructure development and maintenance ⇒ Marketing, Branding, Guide training. ⇒ Gender & Barrier Free Access check in each initiative/ strategy design
<p>Important Alignment Notes: (1) Check SEA issues alignment – Coastal / Inland (2) Water Plan issues alignment for each strategy is needed (3) Electricity supply for potential SMME's, tourism products, water management and tourism infrastructure</p>		

No. 2	TOURISM, ECONOMIC DEVELOPMENT AND POVERTY (LA21 FOCUS)
ISSUE: 2	THE ISSUE OF LOCAL ECONOMIC DEVELOPMENT AND POVERTY ALLEVIATION (HIV/Aids focus)
<p>Across the district, communities emphasise high levels of poverty and unemployment. Central to the LA 21 approach is the alleviation of poverty which is focused and calls for specific, locality based measures/ initiatives and a National level / Provincial level intervention. Poverty alleviation is closely associated with social welfare and health related development planning. The impact of HIV/Aids on impoverished communities means that planning and implementation funds will need to be re-directed towards alleviating increasing levels of deprivation, youth programmes and children's specific needs in the face of the pandemic and poverty.</p>	
Importance: Community and Stakeholder Perspective	Ugu District Municipality Perspective
<ol style="list-style-type: none"> 1. A recurring issue in all local municipalities is a call for community gardens, poultry projects cultural villages, workshops for the handicapped, small scale farming projects, brick making projects and sewing projects to alleviate poverty, 2. There is emphasis on the lack of employment for the youth who then turn to crime. Associated with this issue is rape and HIV/AIDS, which is brought to the fore in community consultation (Ezinoleni, Umzumbe, Vulamehlo, Umuziwabantu). 3. Poverty alleviation on the basis of genuinely sustainable projects, which are properly managed, is repeatedly stated in meetings. "White Elephant" projects, which do not address poverty, were also mentioned often. 4. Departments of Health, Agriculture, SAPS and Social Welfare stress the need for LED and food security in order to reduce crime, poverty related illness /primary health care and welfare.  <ol style="list-style-type: none"> 5. The photograph illustrates the LA21 issue of addressing polluted water and food in relocating the pit latrine in the foreground on the left. The wetland should be managed so that it can serve its water purifying function and enable access to clean water and uncontaminated food production. (Photograph: Ugu Planning Division) 	<ul style="list-style-type: none"> • Intensive drive for funding for small scale, home based projects and HIV/Aids relief funding initiatives- e.g. sewing projects for clothing, home based care products, food security projects and creative solutions to dire situations. • A co-ordinated data base on available resources and networking with "best practice" initiatives locally and internationally. • Training, skills development and business management skills for potential micro enterprises. • The importance of the above for women, children and people with disabilities. • The importance of district level and localised rural micro enterprises co-ordination and support.  <ul style="list-style-type: none"> • The LA21 issue in the photograph above is the invader species in the background. They are depleting the wetland of its nutrients for food production and hampering the natural water filtering cycle, which is important for users down stream. Note invader species in the immediate foreground (Photograph: Ugu Planning Division)
Important "causes / correlated factors", effects and linkages of the priority issue	
<p>Some "causal / correlated factors" mentioned at community meetings and the IDP representative forum are:</p> <p>⇒ The "causes" of rural poverty are complex. Most of the "causes" are a mix of production, market and ideological forces. Basic to poverty in the Ugu District are access barriers to skills development, to knowledge, to markets, to land, to services, to water, to health services and basic human rights. Therefore, appropriate strategies need to be put in place to redress the imbalances of the past. The effects are that the youth turn to crime. There is loss of parental control and traditional values.</p> <p>⇒ The effects of access barriers over long periods of time are increased vulnerability and consequently health impacts of unprecedented monumental dimensions. Therefore concrete and workable strategies are needed to address deepening levels of poverty and human suffering.</p> <p>Important linkages:</p> <ol style="list-style-type: none"> 1. To basic water, sanitation and appropriate home care. 2. Appropriate agricultural advice and support. 3. Linkages with an appropriate district health system (DHS) 4. Local micro enterprise and skills development. 5. Appropriate LUM's 	
Related Vision and Objective Elements	Problem Solving Potential and Initiatives
<p>⇒ Ugu District Municipal Vision elements- "the imbalances of the past will have been seriously addressed", TQM</p> <p>OBJECTIVES FOR THE VISION OF THE COMPREHENSIVE IDP NEED TO BE SET</p>	<p>⇒ Potential for "Good Practice" wetland cultivation model in context of poverty alleviation and HIV/Aids victims relief</p> <p>⇒ Job creation through alien vegetation management</p> <p>⇒ Appropriate infrastructure development and maintenance</p> <p>⇒ Creating a sense of "Place", Gender & Barrier Free Access check – in design</p>
<p>Important Alignment Notes:</p> <ol style="list-style-type: none"> 1. Water Plan issues alignment for each strategy is needed 2. Electricity supply for potential micro enterprises and DHS alignment. 	

No.6	INFRASTRUCTURE AND CEMETERIES (LA21 FOCUS)	
ISSUE: 6	THE PROVISION OF SUSTAINABLE ROADS, CEMETERIES AND ENERGY	
<p>The road network forms the core-structuring element of the IDP spatial framework. Central to sustainable barrier free access, is the principal that roads should function as "corridors" and not mere conveyors of traffic. They should facilitate convenient, integrated living environments based on common sense, safety and economic practicalities. Corridors should not function to separate people and facilities. Numerous sections of the road network could be transformed into activity spines where the traffic could be slowed down for stopping and buying, viewing scenery, the dolphins and whales and inland majestic vistas and traditional homesteads. A genuine corridor serves to strengthen the local economic base and contribute to a "sense of place" and "uniqueness" through appropriate planting and buildings. Presently the coastal strip functions as a fast conveyor and as the alternate to the N2. Consequently numerous accidents occur. The inland roads are largely hazardous and poorly maintained with gravel deteriorating rapidly at important intersections. Access is dangerous along the main conveyors and the roads are pitted and overgrown with rampant alien vegetation across the district. In addition, the network is severely scarred through large-scale excavations by the DoT. Indigenous flora along roads is also rapidly in decline.</p> <p>Throughout the rural areas there is a call for electricity. Cemeteries are a contentious issue within the district. Traditional burial on site is the norm and people are resistant to alternatives. The pollution of ground water and wetlands through inappropriate burials is common. The Municipal cemetery is seen as being too expensive for the average citizen. The road network is not conducive to convenient access to potential cemeteries and the electricity supply for possible cemetery management is not in place in the rural areas</p>		
Importance: Community and Stakeholder Perspective		Ugu District Municipality Perspective
<ol style="list-style-type: none">1. Coastal communities have consistently called for traffic lights at dangerous sections along Marine Drive.2. Rural communities call for the upgrading of roads and bridges.3. The transport committees are not genuinely representative and they do not function optimally.4. Bridges need to be repaired in the local municipalities.5. There is a need for additional space for cemeteries in traditional areas.6. There is a need for a cemetery in the Umdoni Municipal area.7. Traditional and coastal cemeteries are a priority issue.		<ul style="list-style-type: none">• The transport forums and DoT debate around participation in the IDP is ongoing. There is a need to resolve this issue in the light of the IDP and funding allocations, access to development sites• An additional cemetery site is required in the district.• The burial costs are of concern given that only the more affluent are able to afford a cemetery service.• Appropriate PPP's; arrangements need to be considered.• Energy supply is high on the agenda given the health hazards associated with the burning of wood.• There is a marked depletion of coastal forest due to the firewood need. Alternatives need to be considered.
		
<p>The photograph shows the LA21 issue of severe scarring in the rural areas as a consequence of sand winning.</p>		<p>This photograph shows the LA 21 issue of indigenous forest wood, as a source of energy is unsustainable and detrimental to child health – Asthma and skeletal pressure.</p>
Important "causes / correlated factors", effects and linkages of the priority issue		
<p>Some "causal / correlated factors" mentioned at community meetings and the IDP representative forum are:</p> <p>Correlated with the impact of HIV/Aids, the pollution of watercourses and the need to establish an affordable cemetery in the District. This is closely associated with the need to establish appropriate burrow pits for sand wining</p> <p>Important linkages:</p> <ol style="list-style-type: none">1.Environmental management, alien vegetation clearance and alternative sources of energy.2.Road network/ genuine corridor development.3.Regulatory reviews and an appropriate land use management system throughout the district. Alignment is required.		
Related Vision and Objective Elements		Problem Solving Potential and Initiatives
<p>⇒ Ugu District Municipal Vision does contain elements of the concept of sustainability. However the mission means sustainability through TQM.</p> <p>OBJECTIVES FOR THE VISION OF THE COMPREHENSIVE IDP NEED TO BE SET</p>		<p>⇒ Alien vegetation clearance along coastal road</p> <p>⇒ Promoting corridor development.</p> <p>⇒ Cemetery investigation</p> <p>⇒ DoT high-level negotiations.</p> <p>⇒ Gender & Barrier Free Access check in each initiative/ strategy design</p>
Important Alignment Notes:		
<ol style="list-style-type: none">1. Check SEA issues alignment – Coastal / Inland2. Water Plan issues alignment for each strategy is needed3. Electricity supply for potential SMME's, tourism products, water management and tourism infrastructure		

The clusters of inter-sector issues that were summarised for the objectives and strategies workshop are outlined. Extracts from the Ugu IDP are shown in *Italics*.

1. Inter-sector cluster: The importance of tourism, agriculture, economic development and poverty relief

Issue: *"THE IMPORTANCE OF TAKING ADVANTAGE OF COASTAL AND INLAND TOURISM ASSETS"* (Issue Sheet No.1, Ugu IDP, 2002:45)

The Municipality contains 114 km of scenic beaches, bays and lagoons extending from Scottburgh to Port Edward. The poverty stricken rural communities receive little benefit from the coastal tourism corridor. The majestic inland resources with potential Eco-tourism/ Heritage/Game Reserve development and "Green Flag" potential development lies dormant. The LA21 issue is that the existing coastal and inland attractions need to be upgraded, protected and appropriately developed to meet the needs of local people, domestic and international tourists. The systemic interrelation between elements of the issue are shown through the photograph as follows:

"The photograph shows how a pristine beach, coastal forest and needs of small-scale farmers are put under threat through inappropriate sand winning by DoT for national road construction in the Hibberdene area". (C Kay: of KZN NCS, Photograph 1986) (Issue Sheet No. 1, Ugu IDP, 2002:45)

2. Inter-sector cluster: Tourism, economic development and poverty

Issue: *THE ISSUE OF LOCAL ECONOMIC DEVELOPMENT AND POVERTY ALLEVIATION-LA21 FOCUS and HIV/AIDS Focus* (Issue Sheet No. 2, Ugu IDP, 2002:46)

Communities stress poverty and unemployment across the district. Poverty alleviation is a central focus of the sustainability approach in all the interviewee statements made on the video footage for the WSSD. The issue analysis sheet addresses this issue as follows:

"Central to the LA 21 approach is the alleviation of poverty which is focused and calls for specific, locality based measures/ initiatives and national/ provincial level intervention. Poverty alleviation is closely associated with social welfare and health related development planning. The impact of HIV/AIDS on impoverished communities means that planning and implementation funds will need to be re-directed towards alleviating increasing levels of deprivation,

youth programmes and children's specific needs in the face of the HIV/AIDS pandemic and poverty" (Ugu IDP Issue Sheet No.2, 2002:46).

In issue sheet No 2, poverty is linked to water and health issues in relation to food production at the subsistence level. The photographs in issue sheet No 2 show the systemic relation between sanitation, the pollution of the wetland where the family is harvesting a 'madumbe' crop and competing with alien vegetation for water resources. Poverty is also related to sustainable agriculture development, safety and security, rape, 'White Elephant Projects' and HIV/Aids in the issue sheet.

3. Inter-sector cluster: Tourism, economic development and poverty

Issue: *THE ISSUE OF LOCAL ECONOMIC DEVELOPMENT AND JOB CREATION (Issue Sheet No.3, Ugu IDP, 2002:47)*

"The LA21 issue is that the high level of unemployment needs to be addressed through sustainable investment / manufacturing / industrial initiatives. This means appropriate location, healthy and safe working conditions and pollution management" (Issue Sheet No.3, Ugu IDP, 2002:47).

4. Inter-sector cluster: Health, waste removal, water and sanitation

Issue: *AN INTEGRATED HEALTH, WATER, WASTE REMOVAL, SANITATION SYSTEM (Issue Sheet 4, Ugu IDP, 2002:48)*

"The interconnection between these four services logically calls for an integrated approach. Health care facilities, specifically mobile clinics and clinic facilities, were repeatedly brought to the fore at community meetings. Access to appropriate health care is high on the agenda. The outbreaks of cholera and the need to treat water appropriately have linked these sectors in the minds of the communities. The current service standards are (i) One clinic per 7500 people (500 households); (ii) One clinic per 5-kilometre influence radius and (iii) Mobile clinics should be used to fill the gaps. These standards need to be reviewed empirically in the light of topography and suitable "catchments" need to be established bearing in mind the changing population profile and impact of HIV /AIDS on planning norms and assumptions" (Issue Sheet No. 4, Ugu IDP, 2002:48).

The community challenged the existing 'service standards' during issue analysis. The emphasis was on the standards for health services in relation to topography.

5. Inter-sector cluster: Land, agriculture and housing

Issue: *RURAL HOUSING DELIVERY AND HOUSING DELIVERY IN GENERAL (Issue Sheet 5, Ugu IDP, 2002:49)*

Poor housing delivery particularly in the rural areas is of concern. So called 'peoples housing' is inappropriate in terms of design, foundations, location and building standards. Photographs showing houses with cracks in the walls and rising damp were used. The old apartheid notion of 'out of sight out of mind' and location of housing in wetlands, adjacent to the highway and on poor soils is still the norm in the district housing development plans developed by consultants. (Issue Sheet No. 5, Ugu IDP, 2002:49).

6. Inter-sector cluster: Infrastructure and cemeteries

Issue: *THE PROVISION OF SUSTAINABLE ROADS, CEMETERIES AND ENERGY (Issue Sheet No.6, Ugu IDP, 2002:50)*

The issue of access to cemeteries, poor road construction and access to energy is raised. The pollution of ground water and wetlands through inappropriate burials is common. People rely on wood gathered from indigenous forests for making fires, which causes indoor pollution and respiratory problems. Related issues are stated in issue sheet No 6 as follows:

"Presently the coastal strip functions as a fast conveyor and as the alternate to the N2. Consequently numerous accidents occur. The inland roads are largely hazardous and poorly maintained with gravel deteriorating rapidly at important intersections. Access is dangerous along the main conveyors and the roads are pitted and overgrown with rampant alien vegetation across the district. In addition, the network is severely scarred through large-scale excavations by the DoT. Indigenous flora along roads is also rapidly in decline." (Issue Sheet No. 6, Ugu IDP, 2002:50).

7. Inter-sector cluster: Land, agriculture and housing

Issue: *LAND, AGRICULTURE, AND LAND REFORM DELIVERY (Issue Sheet No. 7, Ugu IDP, 2002:51)*

The issue of a slow and ad hoc land reform delivery based on a demand driven approach is raised. There is a need for an integrated, sustainable land reform delivery process linked to LED and SMME programmes oriented towards poverty reduction and sustainable agricultural development (Issue sheet No. 7, Ugu IDP, 2002:51).

8. Inter-sector cluster: Finance & institutional sectors.

Issue: *THE NEED FOR A FINANCIAL AND INSTITUTIONAL PLAN (Issue Sheet 8, Ugu IDP, 2002:52)*

Concerns around non-payment of services, funds for delivery, appropriate staffing and role confusion is raised. (Issue sheet No. 8, Ugu IDP, 2002:52).

Numerous sets of vision statements were developed at the end of each issue discussion meeting with communities. These statements were fed into a district wide vision. This was one of the ongoing elements of the plan since visions were stressed by the Municipal Manager. The Municipality was also undertaking a series of customer care and change management workshops. The planners were actively involved in this process and fed the information into the IDP.

In sum,

The analysis phase is dualistic in nature with an emphasis on the one hand by the development planner on systemic issue analysis based on photographic material and action research. On the other hand the IDP manager, assisted by the PIMS centre, focused on 'desk top' analysis based on existing data held in the planning documents within the municipality. The SEA information was fed into the strategies phase since it was not completed in time for the analysis phase work.

3.2.2.3 Overview of the Strategies and Projects Phases

The development of objectives and strategies was based on:

- ☒ Issue sheets which were printed on a plotter so that large posters could be used for discussion at the two day intensive workshop on the 28/29, January 2002, as

shown in Figure 2. Participants were also provided with issue sheets and supporting maps and overlays. .

- ☒ The vision statements stemming from various community meetings as listed in Figure 2 were consolidated into a preliminary vision for the workshop.
- ☒ Localised sustainability guidelines.

Localised strategic sustainability guidelines were developed based on the issue analysis sheets. Here the Agenda 21 approach was strengthened through linking the issue analysis to the strategic provincial biodiversity focus on threatened and endangered species and landscapes. The vision and localised sustainability guidelines are cited directly from the IDP document so that the linkages made can be shown.

VISION

"By 2009 Ugu will have developed sustainable agriculture, tourism, and commerce with balanced infrastructure and social amenities. Its people will be empowered through education, skills development, good health and safety. There will be sufficient water services and land for development, investors and settlement. The imbalances of the past, gender equity, and the needs of the youth, the elderly and people with disabilities will have been seriously addressed." (Ugu IDP 2001:51).

This vision is based on the previous regional development plan vision. However, there was considerable debate surrounding the vision. The emphasis, particularly on sustainability and the marginalised is new. The changes appear to be small but the emphasis is different in kind from the previous approach.

An extract from the localised guidelines reads as follows:

"Localised Sustainability Guidelines:

The Local Agenda 21 approach focused upon a range of ways of interpreting issues and the subsequent development of objectives and strategies that could be put in place in order to promote sustainable development. During issue analysis, photographs were used to highlight the unsustainable components of important issues. For example, "peoples housing" was identified as costly and inappropriate. Road building had resulted in soil erosion, pollution of drinking water and contributed to the scarring of the rural landscape with tourism development potential.

Watercourse diversion and poor storm water management has resulted in the flooding of roads, restaurants, and shops during the peak tourism periods.



The first photograph shows tourists attempting to cross a flooded main road in Margate during peak tourism season. Poor storm water management and the inappropriate location of roads along watercourses are the underlying causal factors (Photograph by Frank Moodley –Printed in South Coast Herald: December 2001) The second photograph shows poor road construction in the Ntimbankulu Forest -Umzumbi area (Photograph By C Kay- KZN NCS)

Such "development" is not sustainable if the IDP is to address issues of poverty, social justice, healthy living environments, economic viability, and job creation. The localised Agenda 21 guideline stresses the developmental task of the IDP as that of changing the direction of local development towards sustainability. Sustainable development is "development which meets the needs of the present without compromising the ability of future generations to meet their own needs" (Urquhart and Atkinson 2000:16). The guideline calls for a new path of development, which strives to ensure **social, economic, ecological and institutional sustainability** across the district. The localised sustainability guidelines and their accompanying criteria for formulating objectives and strategies to address the cluster of inter-sector issues are the:

- ⊗ Sustainable conservation and harnessing of natural assets;
- ⊗ Combating poverty by enabling the poor to achieve sustainable livelihoods;
- ⊗ Sustainable agriculture, tourism, rural and urban development;
- ⊗ Sustainable land and human settlement development;
- ⊗ Sustainable infrastructure development;
- ⊗ Sustainable social services, health, water and sanitation provision;
- ⊗ Sustainable financial and institutional development" (Ugu IDP, 2002: 53-54).

The localised sustainability guidelines were also used to develop the Ugu District Sustainability Framework, which is summarised in a set of maps which are called the:

- Ugu District Municipality Sustainability Framework: Birds & Medicinal Plants Map No 14
- Ugu District Municipality Sustainability Framework: Forests and Grasslands and Mammals Map No 15
- Ugu District Municipality Sustainability Framework: Landscape Map No 16
- Ugu District Municipality Spatial Development Framework Map No 17

The Sustainability Framework Maps No 14, 15, 16 and 17 function as localised district wide guidelines for strategic objectives and strategy development. Note that the spatial development framework is held to be part of the sustainability framework. Examples of potential objectives are shown within the localised guidelines. They include:

- ☒ *"Protecting the local rare bird populations, shown in red, yellow and pink on Map No 14 from extinction while harnessing their local and international visitor attraction potential. (E.g. Blue Swallow shown in red, Umuziwabantu - the western section of Ugu District and the Eastern sections of Umzimkhulu) **Cross municipal boundary co-operation is important to the success of strategies based on this guideline.***
- ☒ *Protecting and harnessing potential medicinal plant resources for potential medicinal plant nurseries supplying the local, provincial and national traditional healing industry.*
- ☒ *Sustainable poverty alleviation through the employment opportunities developed in the management of medicinal plant propagation. and bird population conservation.*
- ☒ *Conserving the forests, grasslands, endangered vegetation, mammals and landscapes for sustainable eco-tourism based on indigenous inland and coastal forests, landscapes, game viewing and craft production grounded on indigenous plants."* (Ugu IDP, 2002: 53-55)

The sustainability framework stresses the strategic importance of linking the poverty alleviation to empowerment of the marginalised and the stewardship of "medicinal plants, birds, mammals, various animal and plant species, landscapes, grasslands, wetlands, estuaries and forests at a local level although the data was derived from the provincial strategic environmental assessment process"(Ugu IDP, 2002: 55) .The spatial development framework should be considered in this context. In addition, the

WSDP overlays of potential and existing water schemes are also intended to be considered with the population distribution mapping in the context of the sustainability framework guidelines. This strategic, pragmatic approach was carefully outlined at the strategy workshop of 28/29 January 2002.

The workshop opened with a discussion of cross cutting principles. They were the importance of sustainability, HIV/AIDS, burial practices and the importance of taking up a position on people with disabilities. The issues and photographic examples were presented leading into the localised sustainability guidelines. Participants were asked to form eight focus groups based on the **inter-sector issue clusters** discussed under the analysis overview section (3.2.2.2) of this dissertation.

Participants reacted to the inter-sector clusters. The main debate was around the linkage of agriculture with tourism. Eventually it was decided to place agriculture with land and land reform. The importance of keeping poverty linked to tourism and economic development as well as to land issues was agreed upon. Before participants started work in the breakaway groups, it was agreed that paying attention to barrier free access, gender and HIV/AIDS were three cross cutting areas of focus for all strategies and for the spatial framework. The traditional leaders also agreed with the principle that pit latrines are to be constructed with each new allocation of land for settlement. The sensitive issue of burials, crematoria and cemeteries was discussed at length. In the context of traditional practices, crematoria were rejected and the final strategy was to promote small localised cemeteries that are accessible and in keeping with Zulu custom.

The objectives and strategies workshop produced uneven results. Some groups developed innovative objectives and strategies and others, particularly the tourism group, had difficulties. The Land and Agriculture group was focused and the 'Inkhosi' participated actively in the group. Overall, the difficulties around strategy formation seemed to be that there was not really enough time set aside for systematic yet creative work. The participants were 'rushed' and some of them, particularly the tourism group, did not seem to have enough local knowledge around the issues and to participate effectively.

The draft strategies developed were reworked and presented at subsequent local municipality alignment workshops during February 2002 and March 2002. Issues,

objectives, strategies, and potential projects were consolidated into one sheet. They were then refined by the development planner and presented to the task teams for a second time for alignment and further refinement. This occurred at district alignment workshops with local municipalities 7-13 February 2002 and at the district level alignment workshops on 11-19 March 2002. After alignment the objectives, strategies and project lists were presented to the Representative Forum for final alignment and preliminary prioritisation. The prioritisation criteria for the prioritisation of projects in the light of the objectives and strategies were:

Rate each project on a 0-5 scale for each section. 0 = poor, 3 = average & 5 = good.

A SPATIAL ALIGNMENT: Is the project appropriately located within the spatial framework?

B SUSTAINABILITY:

Economic sustainability: Is the project economically sustainable?

Social sustainability: Does the project promote social cohesion? Does the project improve the social conditions of people? Is the project gender sensitive? Does it address the needs of youth and children or barriers to access?

Ecological sustainability: Does the project have a positive effect on the environment? For example, does it rehabilitate an area; improve a river or a range of animals. Does it prevent erosion, pollution, and health hazards?

C TRIGGER DEVELOPMENT: Does the project unlock other projects or development?

D JOB CREATION: Does the project improve job opportunities?

An extract of the consolidate strategies and projects Table 3.01 with the priority rating shown in red is shown overleaf.

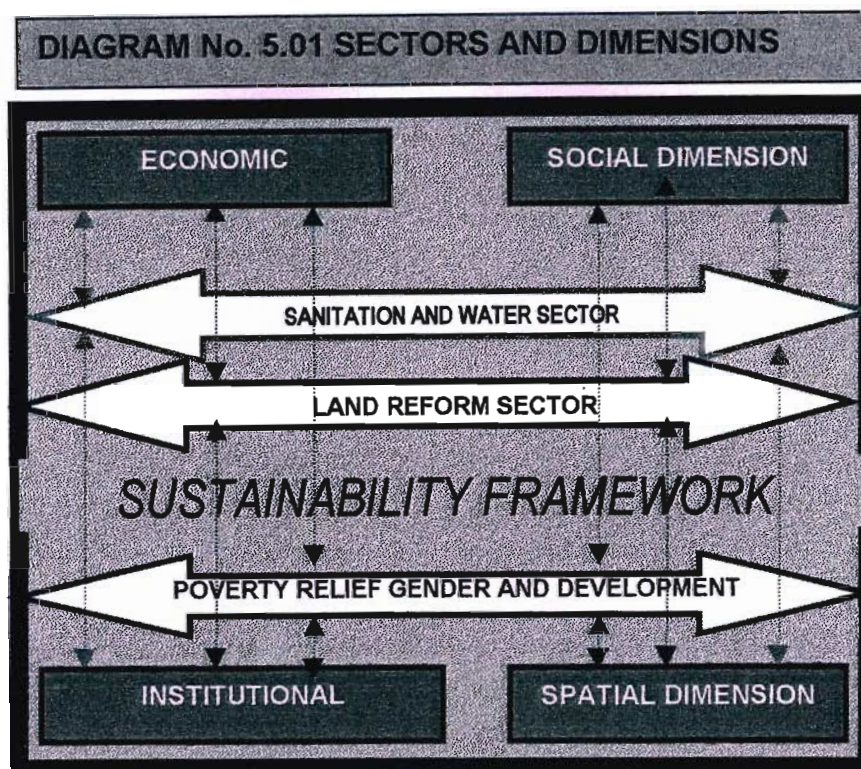
Table No 3.0.1		SUSTAINABLE TOURISM, AGRICULTURE, ECONOMIC DEVELOPMENT AND POVERTY RELIEF			
PRIORITY ISSUE	Under-utilization of inland and coastal assets, Historical focus on beach tourism RELATED ISSUES (1) Environmental degradation and associated health risk.				
KEY LOCALISED LA 21 SUSTAINABILITY GUIDELINES – LINK TO KPI'S	<input checked="" type="checkbox"/> Sustainable harnessing of natural assets <input checked="" type="checkbox"/> Gender equity guidelines <input checked="" type="checkbox"/> Localised strategic development guidelines emphasising the spatial dimensions shown in Map No 17 and LED guidelines <input checked="" type="checkbox"/> Disaster management link to development, prevention, preparedness, incident response and rehabilitation				
STRATEGY	OBJECTIVES	No	PROJECT NAME & Guideline output	CODE	
S9. Maintain and Improve coastal belt with simultaneous identification and development of tourism & agric products in the hinterland.	To maintain and increase current share of domestic tourism	37	Unlocking Umzimkhulu Water Front Area (Hibis)	1 T1	
		38	Securing" blue flag" status for main beaches (Hib, Um+ Umd)	1 T2	
	To maintain and create new jobs and income opportunities in the tourism, agricultural and associated sectors.	39	Business growth and retention program on ISO 14000 principles (6 Projects)	1 T3	
		40	Est.Umzinkulu Game Reserve	1 T4	
		41	Explore cultural village options along the coast	1 S/T5	
		42	Active support & complementing the SDI	P T6	
S10. Prepare marketing plan aimed at international, local and low season markets	To maintain and increase current share of domestic tourism	43	Develop district wide branding cross municipality.	1 T7	
		44	Maintain District Marketing Association	1 T8	
		45	Explore a district level sports complex	1 S1	
		46	Initiate S.A. Host Programme	1 S/T9	

3.2.2.4 Overview of the Integration Phase

During the integration phase there was a focus on alignment and the final checking of projects and programmes that were consolidated as called for in the MSA. The alignment workshop was held on 11/12 March 2002. Here the draft spatial framework was discussed again and project proposals from various municipalities and service providers were checked and aligned. One of the concerns of the meeting was that the Hibiscus Coast Municipality representatives were not in attendance. The local municipality representatives were not sure about many of their projects since project definition was underway. The meeting was well attended. Much of the detailed information around projects and budgets was not forthcoming. However, all the proposed projects were discussed and accepted. Further focused discussions between sector officials were required. Integration was then started as a technical 'desk top' exercise with communication between officials via the electronic media. The Water Services Plan and the SEA elements were checked and fed into the plan along the way and during integration. One of the problematic issues surrounding the SEA was that it was largely a rational comprehensive integration of most of the issues and projects stemming from the previously developed Coastal Management Plan which was part of the Regional Development Plan of 1999. A strategic focus needed to be found after the SEA was completed. This was a 'desk top' exercise conducted by the development planner. The approach was fed into the strategy tables. The Hibiscus Coast Municipality chairman of the Executive Committee and some key officials and Councillors attended the SEA workshop. Here the consultant was confronted with difficult questions from the representatives stemming from Vulamehlo, Umuziwabantu, Umzumbe Municipalities. The chairman of the IDP Steering Committee called upon the development planner to facilitate a resolution. This occurred, and photographic issues from these municipalities were highlighted, in order to provide a more balanced approach. The Councillors were then more settled since the poverty issues and rural concerns were stressed from a social justice perspective using photographs. Barrier free access was also stressed in relation to the admiralty reserve and the inequitable appropriation of coastal resources was highlighted. The Hibiscus Coast Municipality Councillors were pleased with this focus since they had not previously been alerted to these issues.

Integration focuses on the integration of **sectors** (e.g. water, sanitation, tourism, land reform, agriculture, education, health) and **development dimensions** (e.g. social,

spatial, economic, institutional, political). "The major integrating principle is the LA21 principle of sustainability. **The sustainability framework forms the foundation to the IDP.** Sectors in relation to dimensions and the sustainability framework are illustrated in diagram No. 5.01" (Ugu IDP,2002b: xxix)



Central to the sustainability framework is the premise that the IDP is tasked with changing the trajectory of development so "**that poverty and social justice can genuinely be addressed while the economic base of the district is strengthened**" (Ugu IDP 2002b:xxx).

The cross-sectoral programmes are aimed at:

- *"Sustainable gender equity and barrier free access across all sectors*
- *Sustainable conservation and harnessing of natural assets*
- *Combating poverty by enabling the poor to achieve sustainable livelihoods*
- *Sustainable agriculture, poverty alleviation, tourism, and economic development*
- *Sustainable land reform and human settlement development*
- *Sustainable infrastructure development*
- *Sustainable social services, health, water and sanitation provision*
- *Sustainable financial and institutional development"* (Ugu IDP, 2002xxx)

The integrated and sustainable set of Programmes and Frameworks are:

- ⊗ *"The Integrated Sustainability Framework*
- ⊗ *The Integrated Spatial Development Framework*
- ⊗ *The Integrated Local Economic Programme*
- ⊗ *The Integrated Poverty Relief, Gender and Development Programme*
- ⊗ *The Integrated HIV/AIDS Programme*
- ⊗ *The Disaster Management Framework*
- ⊗ *The Consolidated Five Year Action Plan*
- ⊗ *The Municipal Institutional Programme*
- ⊗ *The Integrated Financial Management Framework*
- ⊗ *The Monitoring and Review Framework"* (Ugu IDP,2002b: xxx).

In addition to the premise that each programme and project needs to exhibit sustainability, a specific set of projects was developed for the 'sustainability framework'. This framework addresses the issue of high levels of poverty, inappropriate management of coastal and inland resources, pollution, storm water and wetland management. An extract of the sustainability framework as held in Table No. 3.01 is shown overleaf.

Table No 3.01	SUSTAINABILITY FRAMEWORK: TOURISM, ECONOMIC DEVELOPMENT, AGRICULTURE AND POVERTY			
PRIORITY ISSUE	High levels of poverty – RELATED ISSUES (1). Undeveloped employment opportunities (2). Under-utilisation of inland and coastal assets (3) and historical focus on beach tourism.			
KEY LOCALISED LA 21 SUSTAINABILITY GUIDELINES – LINK TO KPI'S	<input checked="" type="checkbox"/> Sustainable conservation and harnessing of natural assets <input checked="" type="checkbox"/> Combating poverty by enabling poor people to achieve sustainable livelihoods <input checked="" type="checkbox"/> Gender equity guidelines <input checked="" type="checkbox"/> Sustainable LED and poverty relief guidelines			
STRATEGY	OBJECTIVES	No	PROJECT NAME & Guideline output	CODE
S1. Develop an Integrated environmental management / sustainable livelihood development programme for entire District	<ul style="list-style-type: none"> To maintain and create new jobs and income opportunities in the, agricultural, tourism and associated sectors To Create at least 1 500 new permanent income opportunities of which at least 1200 should be located in the rural areas with specific focus on disadvantaged groups (At least 50% women) 	1	Ocean based sustainable livelihoods feasibility study one project per LM	SFO1
		2	Inland Sustainable livelihoods feasibility study identifying at least one project per municipality	SFA1
		3	Environmental management / hands on education programme for community driven ocean harvesting.	SFE1
		4	Community based ocean harvesting monitoring programme	SFM1
		5	Environmental management / hands on education programme for community driven agricultural enterprises for sustainable livelihoods	SFE2
		6	Community based agricultural enterprises monitoring programme	SFM2
S2. Maintain and improve coastal belt with the simultaneous identification and development of tourism products based on environmental assets	<ul style="list-style-type: none"> To maintain and increase the current share of domestic tourism by 1% 	7	Significance assessments for tourism trails as per SEA and Coastal Management Plan of 2000	SFT1
		8	Archaeological significance assessments and management programme between local municipalities as per SEA and Coastal Management Plan of 2000	SFT2

3.2.2.5 Overview of Approval, Monitoring and Evaluation

The IDP was advertised as required in March 2002. There were no comments on or amendments to the plan. It was approved by council on 2 May 2002, submitted to the MEC for comment and is now under review. The Disaster Management Framework, Institutional Programme and Monitoring and Review Framework need to be further developed. A Disaster Management Plan is to be commissioned.

The Performance Management System is to be developed. This system is to be informed by the issues raised in the Institutional Programme. Implementation and management are based on the following:

- ⊗ The IDP Manager located within the Municipal Manager's office is to champion and monitor the IDP. An IDP managers' forum is to be established to facilitate this.
- ⊗ The IDP steering committee will monitor the Annual Work Programme (AWP)
- ⊗ The Executive Committee and the Audit Committee is to monitor progress through quarterly summary reports
- ⊗ The IDP Representative Forum will be maintained to monitor implementation.
- ⊗ The first review of the implementation programme is initiated three months before the start of the 2004/05 financial year.
- ⊗ Review and monitoring also occurs through the budgeting process.
- ⊗ The communication strategy needs to be initiated for the participatory elements of the plan. This falls within the scope of work for the Speaker, Deputy Mayor and the Mayor. They lead the public participation process of the IDP and Budget in consultation with the IDP Steering Committee.

There is extensive support for the plan by senior officials and Councillors. The major issue facing the Ugu District Municipality and the development planners is that the estimated cost of implementing the projects within the IDP is in the region of R900m. Some of the projects are high profile 'Flag Ship' type projects stemming from the local coastal municipality IDP's. The extent to which funds can be obtained for these projects remains to be seen. A potential source of approximately R407m for redressing the imbalances of the past is estimated to be potentially available from service providers located within government. There are numerous focused sustainable livelihoods and pilot export processing projects within the sustainability framework. The extent to which dedicated staff and funds are allocated to this

domain will determine the success of the poverty alleviation programmes. The Ugu District has been defined as a 'node' requiring dedicated funding in terms of the 'Nodal Delivery Programme'. This means that 35% of government funding should be allocated to a 'node' before it is dispersed elsewhere. This will increase the likelihood of allocations for projects focused upon poverty alleviation.

3.3 Agenda 21 and the Analysis of the Communicative Action of the Ugu IDP.

This section addresses the extent to which the principles and approach of Agenda 21 have been integrated into the Ugu District IDP. It makes use of the conceptual framework developed for the case study. On the one hand, analysis draws on the video material that records the participants' communicative action with regard to the IDP. On the other hand, the IDP process is viewed as a form of communicative action and attention needs to be accorded to what is said and what is left unsaid.

3.3.1 Analysis of Preparation Phase

1. The Process and Framework Plan preparation process was rushed and 'presented', in completed form, to the Representative Forum. There was no timeous preparation to enable participants to exercise their capacity for communicative judgement on the plans. There was no negotiation of roles and responsibilities or the re-framing of roles and responsibilities. Therefore, the initial formation of firm partnerships based on communicative action was compromised. To some extent, the unrealistic deadlines set by national government for the completion of Process and Framework Plans, without timeous guidelines, meant that the planners were hard pressed to perform on time when the guidelines did eventually reach them. Consequently, the participation process that is basic to the Agenda 21 approach was compromised.
2. The attempted capacity building programme was not appropriately designed for the participants and was not in keeping with the Agenda 21 principles or approach. Consequently, consultants working on local municipal IDP have simply ignored Agenda 21 from that point onwards. Abstract, academic presentations to people working under pressure serves to alienate, rather than 'woo' them as Arendt would have said. Two of the Municipal Mayors simply shook their heads in

disgust and left soon after tea. There was no acknowledgement or basic understanding of the day to day experiences of rural people who may find merit in the approach to Agenda 21 outlined in chapter two.

3. Where Agenda 21 is mentioned, such as in the Umdoni Municipality IDP, it was abstractly stated and not followed through in the planning process. This means that planning professional have difficulty in coming to grips with Agenda 21 in abstract form.
4. The impact of the approach on the PIMS planners was that they shied away from attempting to address the approach accepted so easily at the Representative Forum. It was only after some persuasion, by the development planner, the preparation of photographic material, and the translation of basic words into IsiZulu that the PIMS centre planners reluctantly attempted to use an Agenda 21 approach. However, these early attempts were not carried through into the subsequent planning phases of the local IDP, which they dealt with.
5. The soft infrastructure of institutional design where the agency of a plurality of participants is thematic is eclipsed in the IDP. The debates over 'what things mean' in the everyday lives of unique individuals are screened out of focus in the preparation phase. The principle of **participation (10)**⁷, with rights to administrative justice that is basic to Agenda 21 is lacking in the hard infrastructure of institutional design in the preparation phase of the IDP.

3.3.2 Analysis of the Analysis Phase

The thread that runs through the Ugu IDP analysis phase is the attempt, on the one hand to adhere to the confines of the 'managerial' approach and on the other to systematically address activities from the Agenda 21 perspective of communicative action and action research. There are therefore two dominant voices amid the other voices in the IDP. They are voices of the development planner and the IDP manager. On the one hand, the analysis phase reproduces the 'state of reality' report as called for in the guidelines. Here there is no attempt at systemic interrelation of issues. Housing, energy, water, transport, education and 'environment' sectors are discussed in sequence. Here one could argue, in an abstract way, that a concern for the Agenda 21 principles relating to a **people centred approach (1)**; **environmental**

⁷ The numbers in brackets refer to the number associated with each principle listed in section 2.1.4.1 on page 13

protection (4); poverty (5); gender (20) and youth (21) are raised in this aspect of the analysis phase. However, they are not addressed in a systemic sense in the 'current reality' section of the analysis phase. Whether they are treated in, a systemic manner in subsequent phases needs to be considered. On the other hand, the in-depth issue analysis sheets display a systematic approach to systemic interrelation. For example, Issue Sheet No 1 addresses the issue of unsustainable infrastructure related to health, to indigenous forests, to the rights of children, to access to cemeteries and cemeteries in relation to wetlands. Here the Agenda 21 principles relating to a **people centred approach (1); rights to appropriate resources (2); environmental protection (4); poverty (5); special attention to vulnerable people (11); prevention of health risks (14); internalisation of costs (16); women (20) and youth (21)** are raised. Particular people in Ugu have 'a stake' in the issues discussed. They have 'a stake' in the content of the issue sheet since the issues described derive from fieldwork and from discussions. These discussions were about a particular community garden with women in Phungashe, about sand winning right next door to the community garden which is polluting the water they need to drink and wash with on a day to day basis. The photograph vividly displays the extent of the damage caused by government 'service providers' hastily plundering a 'natural resource' in their task of 'delivering roads' to rural people. The issue sheet also speaks to 'urban fathers' of young children who are concerned about access and accidents. Therefore, the data collection is systemic and based on the communicative formation of issues based on discussions and simple action research. Video footage of the IDP launch and the NPO workshop reveals that people easily identify with the visual material presented and do not find a systemic approach difficult to follow when it is placed into visual medium. Participants in the smaller NPO working groups all voice the concerns around participation in the stages of the IDP process. There was a concern that the IDP had been competed yet only one or two people out the group of 80 knew anything about an IDP or what it entails. Although the workshop was designed to debate the content at systemic issue level, the participants re-framed the discussion around the importance of participating in the process from the start. Therefore the institutional structure, as shown in Figure 5 in the Preparation Phase, became the focus of debate. A communicatively amended institutional structure was developed so that an NPO forum is inserted alongside the Representative Forum. Representation was called for in the IDP Steering Committee. The NPO's also call for Observer status at the Exco and Council level. The NPO's in

the district are now working towards partnership formation with the District Municipality.

In sum,

1. The 'current reality' analysis in keeping with the guidelines encouraged a 'desk top' approach based on what is rapidly becoming outdated data. Rural and Urban participants find it difficult to validate the information and they often do not have a 'stake' in such information. Where the information called for in the current reality report is useful is in the context of investment, business mobility and 'niche' market opportunities. Such relevant 'current reality' data is not contained in planning documents held within the municipality.
2. The sectoral approach to 'desk top' data collation reveals that the range of Agenda 21 principles brought to the fore in issue analysis is reduced in comparison with systemic, hands on basic field observations and discussions with people. The sectoral 'desk top' sections of the analysis phase are largely based on instrumental rationality.
3. The systemic approach adopted during in-depth issue analysis did not provide adequate transfer of systemic analysis capacity to participants. One participant in the gender workshop said *'yes, you are right about the child and the smoke in our homesteads, but we don't know about wetlands and how they can clean water for us-we need someone with knowledge about that before we can see that.'* Therefore the Agenda 21 principle (9), the approach to **knowledge transfer** based on technical and 'lay' people conducting group issue analysis is missing in the Ugu IDP.
4. Systemic issue analysis, based on simple observation and 'common sense', served to make issues concrete and identifiable to a range of stakeholders as they emerged from the community meetings and focused discussions.
5. The SEA was not in keeping with the Agenda 21 approach. Therefore cumulative systemic impact of issues could not be assessed. The SEA did not address the social elements of an SEA or the impact of HIV/AIDS on the socio-economic domain although this was called for in the brief. 'Consultation' with the 'presentation' of issues was the basic approach as opposed to participation with community based mapping in relation to systemic interrelation between issues. Baseline data was not collected due to time constraints. Once again, key Agenda 21 principles were ignored as a consequence of the unrealistic time

the district are now working towards partnership formation with the District Municipality.

In sum,

1. The 'current reality' analysis in keeping with the guidelines encouraged a 'desk top' approach based on what is rapidly becoming outdated data. Rural and Urban participants find it difficult to validate the information and they often do not have a 'stake' in such information. Where the information called for in the current reality report is useful is in the context of investment, business mobility and 'niche' market opportunities. Such relevant 'current reality' data is not contained in planning documents held within the municipality.
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limitations imposed upon the SEA process. IDP Steering Committee members displayed concern about the abstract approach and patent lack of concrete coverage of the 'deep rural' areas. This was corrected through further field work. However, the approach adopted by the consultant was largely an instrumental 'desk top' integration of existing information into the report which was augmented by a few field trips to collect photographic material. The Municipal Manager was particularly concerned when an abstract 'green' vision was 'presented' to the Steering Committee for ratification. This was corrected by the development planner in the SEA stakeholder meeting when vision statements were debated towards the end of the meeting.

6. The translations into IsiZulu were vital to the process and accord with principle (22) which stresses a focus on **indigenous people, knowledge and culture**. However, attention to the 'concrete other' and 'local knowledge and culture' is not palpable or adequately addressed in the analysis phase. Therefore the communicative action of the analysis phase, particularly in the 'current reality' and SEA aspects of the plan, is largely formal and does not exhibit the plurality of 'voice' as called for in the Agenda 21 approach.
7. Sustainability for a dedicated community development officer means:
 - 'search for information with the people in the area'
 - 'utilise local resources'
 - 'support and learn from local people'
 - 'train people and build a team, train each and everyone in that team, develop what we call - *train the trainer for sustainability*'
 - 'know every stakeholder and learn what they need' (WSSD video material)

This concrete, 'common sense' approach is stated with passion and dedication. Unfortunately, the voice of the community development officer is not contained within the Ugu IDP documents.

3.3.3 Analysis of the Strategies, Projects and Integration Phase

The integration phase is largely a collation of strategies and projects into a series of programmes and frameworks. The Agenda 21 principles and approach addressed in the strategies and projects phase are applicable to the integration phase. Therefore these two phases are considered together. Central to the integration phase is the sustainability framework which is discussed with the strategies phase since it

encompasses eight strategies and thirty six projects which are designed to avoid further inappropriate and unsustainable development programmes.

The development of objectives, strategies and potential projects proved to be more difficult in the strategies workshop than anticipated. Many of the participants were not able to integrate the in-depth issue analysis with their objectives and strategies tasks. The notion of strategies as 'transformative story lines' is not evident in the work stemming from the strategies workshops. Objectives and strategies were developed for the IDP. This occurred through a 'desk top' approach based on the draft strategies developed by the workshop participants.

The initial strategies for the water and sanitation issues developed in a rigid technical format largely following the service level requirements set in legislation and by service providers. Here strategy development is in keeping with the instrumental approach of the IDP guide-lines as discussed in chapter two. This means that there was no real debate around the appropriateness of the standards set. Alternative and creative systemic interrelation between water related issues and ecological-socio-cultural dimensions of strategies did not materialise in the strategies workshop. However, the list of 50 strategies with their associated objectives and preliminary projects were considered at the Task Team meetings with local municipalities on 7, 8, 13 and 22 January 2002. Here the Agenda 21 focus was presented as an overview to the Hibiscus Coast, Umdoni, Vulamehlo and Umzumbe Municipalities before the strategies were considered in sequence. Unfortunately this was not done with the Ezinqoleni and Umuziwabantu Municipalities since the facilitators at these meetings did not anticipate the need for such an approach.

In general, the Municipalities embraced the sustainability theme, but still experienced difficulty with the abstract language of the sustainability framework objectives and strategies. They were all ratified as high priority however. The subsequent Representative Forum meeting in March did not allow enough time to debate the strategies adequately. Representatives ratified and scored the proposed projects in a rather mechanical manner at speed. Therefore the communicative judgement of the process was largely eclipsed. In the subsequent 'pre-Council' objectives and strategies assessment meeting, breakaway groups were formed. Participants debated and provided reasons for each score allocated to projects discussed in relation to objectives and strategies. Here, for the first time, communicative

judgement was set in motion and the Councillors experienced a sense of empowerment. The validity claims to truthfulness, sincerity, normative rightness and 'known concrete correctness' were implicitly raised in judging the reasons given for each particular score. The mechanical calling out of scores and immediate ratification which occurred in the Representative Forum meeting was eclipsed. As the chairman of the Hibiscus Coast Municipality Executive Committee pointed out *"at last we are beginning to engage in genuine debate and to look at strategies and projects together on the basis of sustainability criteria and not political expediency- that was tiring, but a good start- we still have a long way to go!"* (discussion with development planner after the session).

The communicative recognition of the 'concrete other' was not brought into the analysis and strategies phase documentation. The document is based largely on formal language with few traces of the rich and textured expression of concerns that came to the fore in the workshops with community members and to a lesser extent at Representative Forum meetings. The expressive language is held in the heads of the planners who may chose to 'ignore' or 'show its relevance' within the plan. For example, on many occasions women and men stressed the rising incidence of rape and of child rape as "enough is enough - this must stop!" There is no trace of this issue in the IDP although there was a lengthy discussion around this issue at the strategies workshop. In addition, the IDP Manager creatively appealed to a captive audience of traditional leaders with a simple yet powerful idea of 'first build an pit latrine before settlement'. However this important 'story line' is not reflected in the IDP and hence will probably not be monitored or strengthened.

The final strategies and preliminary projects phase exhibits a strong emphasis on sustainability and the Agenda 21 principles. The theme running through the objectives and strategies phase is the systemic interrelation of ecological, socio-cultural, economic and spatial dimensions. The localised guidelines focus on the pathway towards sustainability which sets the tone of this phase. The approach is **people centred (1)** with an emphasis on **social justice and poverty alleviation (5)** and meeting basic needs. Since 88% of the population are in need of core service delivery. The objectives and strategies are focused on sustainable delivery of the inter-sector clusters of issues (Ugu IDP, 2002b:6). A strong focus on poverty and

'poverty alleviation' runs through the interviews held in the video footage developed for the WSSD. As the Director of Planning and the Environment says:

'poverty is a concept which is highly related to ourselves as a municipality...the main objective of the Integrated Sustainable Rural Delivery Programme is poverty alleviation. There needs to be a thorough and intensive training and a proper understanding of communities as a matter of urgency and priority so that they have a proper understanding of projects and their implementation' (WSSD video footage).

The delivery of water and sanitation strategies makes up 58% of the budget with an additional 8% focused on 'free lifeline' water supply (Todes 2002). The social facilitators dealing with sanitation delivery are to be trained in Agenda 21 principles and the social facilitation staff within the Water Agency are focused on this **capacity building programme (9)**. There are strong, **established partnerships (7)** with CMIP, DWAF, and the American Board Mission and the Municipality in this regard. The Water Agency has developed a focused roll out programme with detailed business plans developed three years in advance of delivery so that funding arrangements are firmly in place when budgets are allocated by DWAF and CMIP. The effective story line is that 'Ugu can deliver water and sanitation at speed and are well prepared to take on additional funding which other municipalities may not be ready to handle'. This story line has permeated the NPO sector as is expressed on the video material where the NPO leader of the plenary session responded to critique about water delivery with " *No you can't say that-Ugu is good at water - we all know that it's the best in KwaZulu-Natal! - they need more money so that they can do more.*" There was general acknowledgement on this point. The water provision infrastructure is a core element of the sustainability framework where strategies (S14 & S15) link water provision to health and social welfare concerns. Here principles (14) and (6) relating the Agenda 21 approach to **the prevention of health risks** and **special attention to vulnerable people** is taken into account. However, the IDP stresses that "*the low delivery on sanitation was one of the most distressing aspects of the community consultation process*" (Ugu IDPb,2002:14). This is associated with the unrealistic funding guideline which is hampering delivery throughout the country (discussion of with community development officers - January 2003). This issue should have come to the fore in the strategies phase, but because the Community Development Officers were not involved in the process, this issue has not been addressed in the IDP.

The sustainability framework, which is central to the Integration phase, is focused on redressing the imbalances of the past based on the Agenda 21 principles and approach. For example the issue of **taking advantage of inland and coastal assets** is addressed by a number of strategies (S1, S2, S3, S4, S6, S6, S7 as shown in Table 3.01 in Appendix 5) which take the following principles into account:

- ☒ **Rights to appropriate resources within the confines of environmental legislation and policy, (2), (11);**
- ☒ **Apply EIA's, monitoring and evaluation procedures, (17);**
- ☒ **Reduction of unsustainable modes of consumption, (8).** For example the current plunder of ocean resources by 'illegal', Durban based, fishermen with well equipped boats is addressed by a local community based project aimed at sustainable livelihoods - Project No 1.
- ☒ **Environmental protection/ biodiversity and development as inter-linked processes (4)** is thematic throughout the sustainability framework with an emphasis on the strategic aspects of **threatened species, vulnerable people and job creation (6), cultural elements (22)** and alien vegetation clearance linked to job opportunities (4) and **capacity building (9)** as outlined spatially through the sustainability framework maps which express:
 - ⇒ *"Protecting the local rare bird populations, ..while harnessing their local and international visitor attraction potential. Protecting and harnessing potential medicinal plant resources for potential medicinal plant nurseries supplying the local, provincial and national traditional healing industry.*
 - ⇒ *Sustainable poverty alleviation through the employment opportunities developed in the management of medicinal plant and bird population conservation and propagation.*
 - ⇒ *Conserving the forests, grasslands, endangered vegetation, mammals and landscapes for sustainable eco-tourism based on indigenous inland and coastal forests, landscapes, game viewing and craft production grounded on indigenous plants" (Ugu IDP, 2002: 53-55).*
- ☒ The full **participation of women, youth and people with disabilities** in the development process - **principles (20); (21) and (6)** are crosscutting elements of the IDP and are systematically addressed at strategies, objectives and project level.

The systemic approach is carried into the following elements of the integration phase of the Plan:

- ⊗ The integrated local economic development program;
- ⊗ The consolidated five-year action program;
- ⊗ The Integrated poverty relief and gender program; and
- ⊗ The integrated institutional and financial program

Capacity building (9) is integrated into each detailed project sheet as is shown in the two examples of detailed project sheets held in Appendix 6.

The 'Strategic Development Framework' is seen as a component of the Sustainability Framework. The 'Strategic Development Framework' provides the spatial guidelines for project location and core land use management guidelines. The intention is that the overlays of the Sustainability Framework maps and principles are used in conjunction with the Strategic Development Framework.

The three development corridors of the Strategic Development Framework were discussed at length in the strategies and alignment workshops. Given the steep topography and high costs involved in road and bridge construction, the strategic decision taken was that linkages between the corridors would be a difficult to achieve. The Framework shows 'land potential' with an emphasis on agricultural development. A series of nodes, and potential Light Industry/Agro-industry locations are shown. A growth and retention program is advocated for the coastal strip.

Through the use of the Strategic Development Framework in conjunction with the strategic bird, landscape, medicinal plant, mammals, forest and grassland overlays, the following cross-sectoral programs/ interventions are considered:

- ⊗ *"sustainable gender equity and barrier free access across all sectors*
- ⊗ *Sustainable conservation and harnessing of natural assets*
- ⊗ *Combating poverty by enabling the poor to achieve sustainable livelihoods*
- ⊗ *Sustainable agriculture, poverty alleviation, tourism, and economic development*
- ⊗ *Sustainable land reform and human settlement development*
- ⊗ *Sustainable infrastructure development*
- ⊗ *Sustainable social services, health, water and sanitation provision*
- ⊗ *Sustainable financial and institutional development"* (Ugu IDP, 2002b:2)

Here the IDP is tasked with changing the trajectory of development so *"that poverty and social justice can genuinely be addressed while the economic base of the district*

is strengthened" (Ugu UDP 2002b:2). This cluster of strategic development guidelines and potential project locations encompass the Agenda 21 principles of a **people centred approach (1), rights to resources within the confines of environmental policy (2), poverty reduction (5), special attention to vulnerable people (6), partnership formation (7), environmental protection and Biodiversity (4), capacity building (9) and the prevention of risks (14)**. This must be viewed within the context of the range of integrated Sustainability Framework projects and programs such as:

- ⊗ Focused feasibility studies and capacity building relating to ocean harvesting and inland sustainable livelihoods;
- ⊗ Tourism trails sensitivity and archaeological significance assessments;
- ⊗ State of the environment assessments;
- ⊗ Soil erosion, grazing and medicinal plant management programs;
- ⊗ Water management;
- ⊗ Pollution and pesticide management;
- ⊗ Land use, recycling, alien plant, waste, and road management;
- ⊗ A district wide monitoring and maintenance program.

The **Disaster Management Framework (18)**, which is developmental in nature, is to be further developed within this context. The Agenda 21 approach of systemic interrelation throughout these processes is basic to the work to be initiated.

The photograph of the 'child with the forest on his head', as it was coined in the NGO workshop, has become the symbol of the Ugu IDP. It was is on the front cover of the WSSD material, the front cover of the IDP, and was used to open the address on the IDP in the National Heath Workshop. This photograph is symbolic of **intergenerational equity (3)** with an emphasis on the socio-cultural-ecological linkages. Here the future of the children of the district is highlighted in relation to school attendance, the indoor pollution caused by wood harvesting, the need to protect indigenous forests for tourism and job creation and the general impact of unsustainable energy related practices on child health. The Municipal Manager highlights these issues in his definition of sustainability in the video footage used for the launch of the IDP and in the WSSD video material. The more abstract local-global linkages are not addressed in the IDP.

3.3.4 Analysis of the Approval, Monitoring and Evaluation Phases

One of the most striking features of the approval phase is that there are no comments from the MEC with regard to the Agenda 21 approach adopted in the plan. These aspects of the plan were accepted as 'good practice' since the IDP was selected for display at the WSSD. This uncritical approach is of concern to the researcher. One explanation for the lack of critique relating to the Agenda 21 focus is that the Provincial planning staff who provide comment on behalf of the MEC also experience difficulties in appropriating abstract Agenda 21 knowledge from the literature at hand.

Monitoring of the implementation process is to occur through the Planning Division and through the IDP Steering Committee review of the Annual Work Plan (AWP) developed for the Municipality. The most striking feature of the AWP is that there are no performance indicators within the draft AWP which refer explicitly to sustainability. This is still to be developed and therefore cannot be analysed further. An important aspect of this process will be the extent to which sustainability indicators are explicitly developed.

3.3.5 Conclusion to the Analysis of the Communicative Action of the Ugu IDP

1. The analysis of the preparation phase reveals that the Agenda 21 approach of partnership formation was compromised through reducing the process to a 'top down' approach which is antithetical to an Agenda 21 approach. The participants were hence not able to exercise their capacity for communicative judgement.
2. The Agenda 21 capacity building program was based on abstract principles and inappropriate material which resulted in alienating participants and consultants.
3. The soft infrastructure of institutional design where the agency of a plurality of participants is thematic, is eclipsed in the IDP. The debates over 'what things mean' in the everyday lives of unique individuals is screened out of focus in the preparation phase.
4. The **principle of participation (10)**, with rights to administrative justice which is basic to Agenda 21 is lacking in the hard infrastructure of institutional design in the preparation phase of the IDP.

5. The dualistic nature of the IDP stems from following the guidelines on the one hand and adopting an Agenda 21 approach on the other. This meant that appropriate socio-economic baseline research was not commissioned. Therefore the quality of the analysis was compromised since relational baseline information important for strategies relating to 'niche markets' and the business sector are missing. Therefore more appropriate Agenda 21 informed, local economic strategies, projects and spatial framework could not be formulated. The outdated 'economic base' theory dominates the LED strategies and the spatial framework. However, sustainable livelihood and pragmatic feasibility studies around 'niche' markets with an Agenda 21 focus is thematic.
6. Video footage reveals that participants are able to identify with systemic analysis when it is presented in a visual medium.
7. The Agenda 21 systemic approach and basic action research augmented by photographic material and translations into isiZulu focuses on issue analysis which people have a 'stake' in. This is vital for the development of strategies, projects and programs.
8. Strategies as 'transformative story lines' is not thematic in the IDP and hence the permeation of strategies into the everyday lives of participants which is necessary for subsequent management and monitoring of projects on the basis of sustainability indicators is eclipsed in the IDP.
9. The sectoral approach to 'desk top' data collation reveals that the range of Agenda 21 principles brought to the fore in issue analysis is reduced in comparison with systemic, hands on basic field observations and discussions with people. However the systemic approach was not extensive enough to allow for participant learning and recording of baseline data in the field as called for in the Agenda 21 approach.
10. Councillors did exercise their capacity for communicative judgement at the last workshop of project prioritisation which is a significant achievement for the IDP process.
11. The communicative action of the IDP is dualistic. On the one hand the language is formal and abstract and does not accord with the barrier free approach advocated in the IDP. On the other hand the photographic material is concrete and serves to clarify some of the principles and the Agenda 21 approach.
12. The Monitoring and Evaluation process is not adequately structured to ensure that the principles and Agenda 21 approach are thematic and subject to systemic

monitoring. The danger hence exists for the monitoring process to be reduced to abstract 'managerialism' and consequently the 'frailty' of the Agenda 21 planning process is not sufficiently realised or strengthened.

13. The IDP addresses approximately 48% of the principles entailed within the Agenda 21 approach. The analysis of the extent to which the principles and approach is integrated into the IDP can be summarised as shown in Table No 4

TABLE NO.4: EXTENT TO WHICH AGENDA 21 PRINCIPLES AND APPROACH ARE INTEGRATED INTO THE UGU IDP					
		IDP PHASES			
No.		0	1	2&3	4
-	Systemic Approach	⊗	✓	✓	✓
1	People Centred Approach	✓	✓	✓	✓
3	Intergenerational Equity	⊗	✓	✓	✓
2	Rights to appropriate resources- /Environmental Policy	II	✓	✓	✓
4	Environmental protection /development process / biodiversity	II	✓	✓	✓
5	Essential task of eradicating poverty - Meet the needs of people	II	✓	✓	✓
9	Capacity building - exchange of innovative technologies	⊗	II	II	II
11	Enact and apply environmental legislation and standards in context	II	✓	✓	✓
14	Co-operate-prevention of degradation / human risk	⊗	II	✓	✓
17	Apply EIA's / monitoring /evaluation procedures	⊗	-	✓	✓
20	Women -full participation	II	✓	✓	✓
6	Special attention to the environmentally vulnerable people	II	✓	✓	✓
22	Focus of indigenous people-/knowledge/ practices, culture	II	II	✓	✓
7	Partnerships -	II	II	II	II
8	Reduce / eliminate unsustainable patterns of consumption &production	⊗	II	II	II
10	Participation -decision making- access to judicial / administrative justice	II	II	II	-
12	Support open economic systems and trade	⊗	⊗	⊗	⊗
13	Liability and compensation for pollution and risks	⊗	⊗	⊗	⊗
15	Precautionary approach	⊗	⊗	⊗	⊗
16	Internalisation of costs with polluter bearing costs of pollution	⊗	⊗	⊗	⊗
18	Disaster management	-	II	II	II
19	Trans-boundary information timely notification	-	II	II	II
21	Creativity ,youth -/global mobilisation of youth partnerships	II	II	II	II
23	Protection of people and resources under oppression, domination	-	-	-	-
24	Warfare/protection/ international law	-	-	-	-
25	Peace, development and environmental protection indivisible	-	-	-	-
26	Peaceful dispute resolution	II	II	II	II
27	Co-operation / partnership for above/ international laws accordingly	⊗	⊗	⊗	⊗
Key: ✓ Included II requires further attention ⊗ not included - Not applicable					

Table No 4 shows that approximately 50% of the principles entailed in the Ugu IDP are adequately addressed. The rest either require further attention, or have not been addressed at all. Principle No 12 is one of the most contentious principles of Agenda 21. Developing countries do not necessarily benefit from such open systems of trade.

However, this contentious principle is complex and beyond the scope of the study and is not discussed further. The question of how the approach and principles of Agenda 21 can be more effectively integrated into Integrated Development Planning at a district scale in the future is addressed in the next chapter.

CHAPTER FOUR

CONCLUSION AND RECOMMENDATIONS - FROM A CASE STUDY OF THE UGU DISTRICT IDP TO INTEGRATED SUSTAINABLE DEVELOPMENT PLANNING - A PRAGMATIC APPROACH

4.0 INTRODUCTION

The objective of this chapter is to draw the core elements of the study together into a general conclusion and to provide recommendations. The general conclusion is presented first and the recommendations are then made. The recommendations focus on how the approach and principles of Agenda 21 can be more effectively integrated into Integrated Development Planning at a district scale in the future.

4.1 General Conclusion to the Case Study of the Ugu District Municipal IDP

The preceding chapters of this work are oriented towards an analysis of the extent to which the principles and approach of Agenda 21 have been integrated into the Ugu District IDP. In chapter two a conceptual framework for Integrated Sustainable Development Planning (ISDP) is developed. Integrated Sustainable Development Planning is derived from the work of the Practice Movement, New Environmentalism and an immanent critique of the IDP and SDP guidelines. The intention of chapter two is to provide a conceptual framework which takes up the challenge which Sowman (2002) presents to the planning profession. This challenge revolves around the problem / anomaly of the lack of the explicit and systematic integration of the principles and approach of Agenda 21 into the IDP processes. This challenge exists despite extensive Agenda 21 training which occurred throughout the country over the past five years and the more recent focus on Agenda 21 world wide through the WSSD which was hosted in South Africa during August 2002.

The study started with a hypothesis that the integration of the principles and approach of Agenda 21 into integrated development planning does not occur, despite the legal and policy imperatives for this to happen, due to the abstract nature and lack of clarity surrounding Agenda 21. This hypothesis is largely vindicated since the analysis of the IDP guidelines in chapter two reveal an abstract and ad hoc treatment of Agenda 21. This renders the Agenda 21 approach inaccessible to

planning consultants and PIMS planners working at speed to develop IDP's with municipalities and their constituencies. The analysis of the Ugu IDP process reveals that the Agenda 21 training facilitators alienated eager and willing participants through an abstract approach to Agenda 21.

'New Environmentalism' which informs Agenda 21, stresses that the way in which we view 'the environment' is not the result of 'objective facts', 'Universal Laws of Nature' or abstract decontextualised principles which are 'applied' to planning activities. On the contrary, Agenda 21 resonates with a concern about the extent to which "the way we live now", both globally and locally, is "**reproducible** in the long term" (Healey, 1997:184). Underlying this concern is a moral notion of 'how we ought to live'. Central to the social construction of Agenda 21 is a concern with improving the quality of life based on ethical grounds and not simply in terms of material welfare. This Agenda 21 approach is in keeping with the pragmatic planning approach which is oriented towards a new form of planning practice which is ethical and creative and harbours the intent of transformation and democracy. Therefore in chapter two, the 'Practice Movement' concepts of **'plurality', 'natality' 'webs of relationships' and planning as a 'collaborative', 'pragmatic' form of 'communicative action and judgement'** are clarified. The concepts of plurality and natality, gleaned from the work of Hannah Arendt (1986), enables 'Practice Movement' practitioners to develop an understanding of human agency. Planning practice understood as the communicative action of a plurality of concrete individuals encompasses the agency of planning participants and practitioners and harbours the potential for 'new ways of doing things'. The concept of plurality provides insight into the pragmatic creation of 'spaces' that are resistant to modes of domination within planning practice. Practitioners working from this perspective are dedicated toward resisting modes of domination, pervasive instrumental rationality and repressive social institutions. The IDP guidelines, developed by the South African National Department of Provincial and Local Government (DPLG, 2001), similarly aim at 'new ways of doing things'. One of the intentions of the DPLG guidelines is to provide guidance on a new form of efficient, effective, and democratic planning practice in the wake of apartheid planning. The IDP guidelines are analysed in chapter two in conjunction with the guidelines gleaned from Agenda 21 planning practice understood as 'sustainable development planning'. The method of immanent critique is used so that a new fusion of horizons between the two approaches is developed.

The immanent critique reveals that the IDP guidelines place an abstract, confusing notion of Agenda 21, devoid of its communicatively conceived and ratified principles, into an approach which is primarily based on instrumental rationality. Throughout the phases of the IDP discussed in chapter two, the guidelines systematically reduce planning to the rational calculation of **means** in order to achieve the **end** of 'an efficient, effective and integrated management tool'. The **means** are:

- ⊗ IDP issue analysis guidelines where 'issue analysis' is reduced to 'service levels and perceived levels of development', 'needs' and 'problems' which are mediated by a 'skilled facilitator' who "knows the current reality in the area" (DPLG,111,2001:31).
- ⊗ IDP guidelines where 'Technical Task Teams' 'present' the 'draft objectives and strategies' to an 'official discourse forum' for rapid ratification devoid of the communicative formation of a 'new way of doing things' which may question prescribed 'service standards' and notions of the 'current reality statistics.'
- ⊗ IDP guidelines where municipal strategies and projects are to comply with the principle of ***an ecologically sustainable development process***. Here the sustainability and systemic interrelation of socio-cultural, economic, institutional and spatial dimensions are screened out of focus.
- ⊗ IDP guidelines where indicators are measurable entities of 'resources' and with validity claims to 'viability' or feasibility. Here validity claims to sustainability in the systemic sense is screened out of focus.
- ⊗ IDP guidelines where financial sustainability means financial durability of the municipality.

This means-ends approach to planning means that ***instrumental rationality*** informs the IDP guidelines through the planning phases. Consequently the possibilities for an Agenda 21 approach and principles is substantially truncated since the instrumental rationality of the managerial approach screens the possibility of the communicative formation of a pathway towards sustainability out of focus.

The immanent critique reveals that when the SDP is understood from the perspective of communicative action and communicative judgement, a pathway towards sustainability can be developed which places 'management' into an appropriate perspective which is in keeping with the systemic imperatives of the National Environmental Management Act No 107 of 1998. Here the definition of sustainable development in Chapter 2(2) clearly states that development should be

socially, ecologically and economically sustainable. The notion of the sustainable development challenge held in the SDP guide is clarified and extended to a focus on the communicative formation of a pathway towards sustainability. Central to the communicative formation of the pathway towards sustainability are the Agenda 21 principles. The four pillars of the approach are stewardship, securing the local economy, empowerment, and revelation. The pathway towards sustainability entails networks of connection between ecological stewardship, socio-cultural well being, and economic enterprise. The links between the elements of the pathway can be understood as the communicative formation of judgement. Central to this process is men/women's capacity for deciding on courses of action on the basis of debate and conflict resolution. It is only through communicative judgement that people are able to decide on what is 'ecologically and socially tolerable and what is not', what 'taking care means and what it does not mean.' Here communicative judgement in an ISDP emphasises plurality and the creation of strategies understood as 'credible story lines' which are contingent and exhibit fragility. Central to this process is the recognition of 'concrete others', with concrete life histories and associations of solidarity and friendship. The emphasis is on linking the Kantian notion of 'rights and entitlements' with Arendt's focus on responsibility, bonding, sharing and friendship (Arendt, 1982). This means that Kantian 'judgement' based on the '**generalised other**' with 'formal reciprocity' of **rights, obligations and entitlements** is linked to the '**concrete other**' entailing complimentary reciprocity of **care, respect, solidarity and individual recognition**. This gendered approach to judgement and by implication to agency and structure is necessary for planning understood as communicative action so that the 'ought's of a planning process are concretely linked to the 'is' of planning issues and context. This enables the planning participants and partners to chart the pathway towards sustainability without charges of utopianism, dogmatism or domination. A focus on the 'concrete' and 'generalised other' is implicit, yet not clarified in the work of the Practice Movement scholars such as Watson (2002:8), Healey (1997:238), Forester (1989), Hoch (1996), Hiller (1996) and Innes (1995).

The integration principle for an IDP within the guidelines is efficient, effective, rational management and cost-effectiveness. Consequently the IDP guidelines focuses on **management and technical viability**. This approach to management is shown to mean rationally instrumental 'managerialism' in the IDP guidelines. The integration

principle throughout the SDP process is sustainable systemic interrelation between the ecological, socio-cultural, economic and spatial dimensions. The SDP and IDP guidelines are used to show that an ISDP can be developed so that 'management' can be placed within a broader approach of contingent and fragile, yet concrete, communicative action and judgement. Here the 'soft infrastructure' of the SDP process is integrated with the 'hard infrastructure of institutional design' of the IDP process in order to address the abstract approach to planning within which the IDP process is embedded. An approach to the ISDP is therefore developed entailing communicative action and communicative ethics oriented towards sustainability where management is included within the **sustainability focus**. This has implications for:

- ⊗ learning about sustainability in the empowerment programme required before the ISDP is initiated;
 - ⊗ the preparation process where mechanisms for the exercise of rights, duties, care, respect and solidarity are communicatively agreed to;
 - ⊗ the preparation process where mechanisms for redeeming challenges to administrative justice and the distribution of resources for participation are communicatively established;
 - ⊗ the preparation process where the various spheres of competencies are agreed upon.
 - ⊗ data collection for analysis which is systemic in nature. Here technical and local cultural knowledge bases mutually inform one another;
 - ⊗ strategy formulation, projects and indicators in the phases of an ISDP process.
- From a 'Practice Movement' perspective, the communicative action of an ISDP entails the production of 'strategies as transformative story lines' and of management based on concrete partners with a 'stake' in implementation and monitoring. The communicative action of the Ugu IDP phases were analysed from this perspective.

The extent to which the Ugu IDP encompasses the Agenda 21 principles and approach is addressed in chapter three. The Ugu IDP is shown to exhibit a 'top down' approach to preparation which is antithetical to the Agenda 21 approach. During Process and Framework planning participants are not afforded the opportunity to exercise their capacity for communicative judgement. The attempted Agenda 21

capacity building programme was not in keeping with the Agenda 21 approach and served to alienate rather than empower participants.

The four phases of this first attempt at an ISDP entail a dualistic approach. There is an abstract managerial approach and a concrete systemic approach within the Ugu IDP. The communicative action of the systemic elements of the approach to in-depth issue analysis, strategy, project and integration processes are in keeping with an Agenda 21 approach. Here approximately 48% of the principles of Agenda 21 are integrated into the approach. However, only 50% of these principles are addressed adequately and 52% of the principles are not addressed at all. The dualistic approach influenced the manner in which socio-economic and socio-cultural data was addressed. Appropriate baseline socio-economic and socio-cultural data was not collected hence strategies oriented towards systemic interrelation based on such baseline data could not be developed. However, pragmatic 'sustainable livelihood' feasibility studies are suggested.

A significant achievement of the plan is that Councillors did exercise their capacity for communicative judgement with regard to the sustainability framework in particular and the other frameworks and programmes in general. Another significant aspect of the plan is that a concrete photographic approach was used in order to clarify and build up the systemic approach from an extensive community participation process. The use of photographic material enabled participants to come to grips with a systemic analysis and made the Agenda 21 approach and principles immediate and understandable. Although the photographs were taken of individual issues located at specific locales, they carried exemplary validity across the district thus vindicating the initial 'hypothesis' of the study. This is particularly relevant for district scale planning where the level of analysis is usually abstract and removed from day to day lives of a range of participants. Therefore the 'bottom up' approach augmented with specialist studies such as an SEA, although it was not appropriately conducted in the systemic sense, can overcome the traditional difficulties associated with the district scale planning. The communication processes in the past have revealed that participants have difficulty relating to 'issues at district scale'. The use of photographic material to clarify the systemic impacts of issued issues which carry 'exemplary validity across the district' does mean that the traditional 'problem' of scale in relation to the understanding of planning issues is not particularly difficult to overcome. Possible

global-local linkages between issues could similarly be treated through visual media and should then be understandable to participants. This was not attempted in the plan.

Video footage of the NPO workshop and the IDP launch reveals that participants are able to understand systemic analysis when it is presented or discussed in a visual medium. The video footage of individual interviews of a range of senior management and political figures reveals that there is a broad understanding of the concept of sustainability within the district. However, the focus is largely on poverty in relation to sustainability, the local economy and the sustainability of projects. This accounts for the strong political and institutional support for the concrete Agenda 21 approach and the principles integrated into the plan. However, the understanding of the local economy has not been adequately addressed in the systemic sense in the Ugu IDP. The video footage showing the Ugu Municipal Manager reveal that his enthusiastic support for the Agenda 21 approach is based on a deeper understanding of principle three, of 'intergenerational equity'. This principle has become the symbol of the Ugu IDP through the photograph of the 'child with the forest on his head' as it was coined at the NPO workshop.

The Monitoring and Evaluation process of the Ugu IDP is not adequately structured to ensure that the principles and Agenda 21 approach are thematic and subject to systemic monitoring. The danger hence exists that the monitoring process could be reduced to abstract 'managerialism'. An important issue is that the 'frailty' of this first attempt at an Agenda 21 planning process is not sufficiently realised. The approach needs to be substantially strengthened in the IDP review process. The recommendations on how the Agenda 21 principles and approach can be more effectively integrated into Integrated Development Planning at district scale in the future, is now addressed.

4.2 Recommendations - Towards Integrated Sustainable Development Planning at District Scale - a Pragmatic Approach

This section sets out to answer question four stated in chapter one of how the approach and principles of Agenda 21 can be more effectively integrated into Integrated Development Planning at a district scale in the future. One of the aims of this study is to recommend an approach to Integrated Sustainable Development

Planning from the pragmatic perspective of the 'Practice Movement'. The recommendations address the findings of the content analysis of the case study as presented in chapter three and the key reflections stated in the general conclusion.

4.2.1 TOWARDS INTEGRATED SUSTAINABLE DEVELOPMENT PLANNING AT DISTRICT SCALE - A PRAGMATIC APPROACH

As stated in chapter one, unpacking the process of integrating the principles and approach of Agenda 21 into the Ugu IDP affords the opportunity to learn from practice in order to improve on practice in the future. This first fragile attempt at Integrated Sustainable Development Planning can possibly be strengthened through the following recommendations, which are discussed by planning phase:

4.2.1.1 Preparation Phase Recommendations

- ☒ An **extensive Agenda 21 empowerment programme** should be undertaken as the first step in the preparation process. The materials used should be easy to understand, translated into isiZulu where appropriate, and multimedia in nature. For example, photographs, video material, community based diagrams and simple models should be used.
- ⇒ At district scale, appropriate geographic areas, such as 'population or water catchment areas' should be selected for the empowerment process so that systemic interrelation between ecological, socio-cultural, economic and spatial dimensions can be practically addressed by the appropriate 'stakeholders'.
- ⇒ Appropriate and relevant communication media need to be used. For example: radio announcements, announcements at schools and at church gatherings, loud speaker hailer, newspaper stories, flyers and notices should be used. Here common sense and reflective communicative judgement should prevail.
- ⇒ Sustainability should not be understood as an objective or principle as is stated in some sections of the Ugu IDP. Sustainability should be consistently clarified as **the communicative formation of a pathway** which stakeholders enter into in order to address the sustainable development challenge. Here the twenty-seven principles and approach of Agenda 21 should be clarified in

a concrete way using the visual media mentioned above. Concrete examples of issues stemming from the 'catchment areas' should be used and debated with participants in the empowerment programme. Applicable principles to be focused upon are then decided upon by participants. This provides guidance on the approach and who the necessary 'stakeholders' should be in the design of the fora (institutional structures) for the Framework and Process Plans.

- ⇒ The four pillars of the approach entailing stewardship, securing the local economy, empowerment and revelation need to be agreed to in a concrete and practical way by participants.
 - ⇒ Empowerment entailing the communicative generation of self-respect, dignity, and the learning about the systemic interrelation of processes and of the legitimate needs, interests, and aspirations of others needs to be established.
 - ⇒ The communicative judgement of the example systemic processes needs to be engaged in so that capacity building on decision making can be established as early as possible. Here special attention needs to be accorded to the 'voices' and role of the "Major Groups" as stated in the Agenda 21 approach (ICLEI 1992). Major groups include women, youth, children, indigenous people, trade unions, farmers, science and technology communities and NPO's / CBO's.
 - ⇒ The '**concrete other**' entailing **complimentary reciprocity** needs to be stressed. Here respect, care, friendship, sharing, solidarity and individual recognition, needs to be seen as just as important as the values of formal reciprocity dealing with rights, obligations and entitlements. The 'generalised other', based on formal reciprocity, is thematic in the Ugu IDP.
 - ⇒ The empowerment programme should clarify a potential pathway towards sustainability entailing networks of connection between ecological stewardship, socio-cultural well being, appropriate spatial, institutional interrelation and economic enterprise.
- ⊗ **Framework and Process Plans** should be developed after the empowerment program based on establishing partnerships for collaborative designing and implementation of the Framework and Process plans. Participants need to be capacitated to exercise their communicative judgement for addressing the following:

- ⇒ The specification of appropriate fora required for the district context planning process.
- ⇒ The refinement of media / communication mechanisms developed during the capacity building process.
- ⇒ Systemic institutional design for sustainability based on 'an ethic of rights' and a 'ethic of care' with attention to:
 - ❖ appropriate 'district catchment area' locales / arenas for debate;
 - ❖ At district scale, Councillors should be allocated 'catchment constituency areas' which includes their own homesteads. This would ensure that they are accountable to specific populations within the allocated 'catchment constituency areas' since it is difficult to involve all people throughout the district directly in planning processes;
 - ❖ good quality sustainability information and the right to call government agencies, financial institutions and stakeholders to account for failure with respect to the 'ethic of rights' and the 'ethic of care';
 - ❖ the recognition of the diversity of claims for attention;
 - ❖ management, understood within a broader ethical sustainability approach with validity claims to truthfulness, normative rightness, comprehensibility, aesthetic quality, efficiency and effectiveness and empirical correctness;
 - ❖ resources that should be made available for meaningful participation by marginalised groups. This includes resources for sustainability information and for the redress in the cases where such rights are abrogated;
 - ❖ formal partnership agreements for funding, task allocation, learning , monitoring and managing sustainability planning as it unfolds;
 - ❖ there should be balanced participation of major groups, particularly gender, youth, children and people with disabilities as called for in Agenda 21;
 - ❖ co-ordination that should be based on appropriate spheres of competencies;
 - ❖ appropriate time allocation for debate and public scrutiny of Framework and Process Plans.
- ⊗ In addition to the listing of all applicable legislation and policy, the international conventions and agreements should be included in the list.

- ☒ There should be a listing of possible applicable 'good practice LA 21 planning and project examples' for consideration as the process unfolds.

4.2.1.2 Analysis Phase Recommendations

Analysis based on a dualistic approach of 'managerialism' and 'systemic' interrelation should be avoided. The **Agenda 21 perspective of communicative action, systemic interrelation and action research is required**. A systemic approach should be adopted throughout the phases of the ISDP and management should be placed within this broader approach. This should facilitate more extensive attention to the principles of Agenda 21.

- ☒ All of the principles should be considered and addressed where relevant. The analysis of the Ugu IDP reveals that in addition to the principles addressed, specific attention should be accorded to the following Agenda 21 principles which are not addressed adequately in the IDP:
 - ⇒ capacity building and knowledge transfer of systemic sustainability relations (9); risk prevention (14); indigenous knowledge (2); unsustainable consumption and production (8); the precautionary approach (15); pollution costs (16); disaster management (18); cross boundary information (19); creative mobilisation of the youth (21); dispute resolution (26) and partnership formation including potential international partners (27).
- ☒ Basic action research is necessary. Here working groups addressing 'technical' and local cultural knowledge and wisdom need to gather baseline systemic information in a manner which entails learning and the transfer of knowledge to participants.
- ☒ Baseline information relevant to localised guidelines for international agreements, national and provincial policy, and legislative requirements should be collected. The Agenda 21 approach is also necessary for the various sector plans for appropriate integration to occur. Therefore the district development planners and sector officials should jointly write sector consultant briefs.
- ☒ Baseline information needs to be augmented by appropriately designed more technical research such as an SEA with an emphasis on:
 - ⇒ cumulative impacts of strategic systemic interrelated issues;
 - ⇒ participation and not abstract 'consultation';

- ⇒ socio-cultural impact assessment;
- ⇒ basic yet important community based mapping of issues;
- ⇒ Essential strategic economic, ecological trend analysis informed by **current statistics**, macro-economic policies and HIV/AIDS **systemic impact** information.
- ⊗ **The communicative judgement of service standards in particular** and of the data collected in general is required in the various fora.
- ⊗ Development of a vision with systemic interrelation of socio-cultural, economic, ecological, spatial and institutional elements should be an important component developed towards the end of the analysis phase.

4.2.1.3 Strategies, Projects and Integration Phase Recommendations

- ⊗ The ISDP strategies are understood as concrete, 'transformative story lines' developed through communicative action and reflective communicative judgement.
- ⊗ Strategies and projects must 'make sense':
 - ⇒ from an operational perspective in the sense of realistic costs and design;
 - ⇒ in that they change routine ways of doing things;
 - ⇒ they must be generally understood;
 - ⇒ they should build trust and legitimacy;
 - ⇒ they should be in keeping with appropriate sustainability service standards, which means that existing sanitation standards need to be changed so that costs are realistically set.
 - ⇒ water standards should facilitate cross subsidisation so that 'lifeline' water services can be realistically supplied as occurs in the Ugu IDP.
 - ⇒ strategies and projects need to exhibit exemplary validity so that they can provide for district wide 'stakes' in the spatial framework and in management functions. They can then be used as 'good practice examples' for planning practices elsewhere.
- ⊗ The ISDP indicators need to be practical and are a composite of ecological, socio-cultural and economic dimensions. The systemic impact of projects needs to be measured.
- ⊗ The participants involved in project formulation should measure and monitor the systemic impacts. Management should thus be placed within the broader

perspective of communicative action and judgement where the validity claims of communicative judgement is thematic. Therefore narrow 'managerialism' should be avoided.

- ⊗ The ISDP strategies should exhibit the following Agenda 21 principles:
 - ⇒ People, gender, youth, children and marginalised groups as a focus (1) (20) (6); intergenerational equity (3); rights and 'care' towards resources (2); strive towards biodiversity (4); capacity building (9); meeting basic needs, social justice and eradicating poverty (5); attention to vulnerable people (6); be in keeping with environmental legislation and policy (11) (17); prevent risks (14); - as shown is in the Ugu IDP.
 - ⇒ The following Agenda 21 principles which are not adequately addressed in the case study should be exhibited in an ISDP:
 - ❖ addresses partnership formation locally and internationally (7) (27); reduce unsustainable patterns of consumption and production where possible; entail the precautionary approach (15); pollution costs (16); disaster management (18); timely cross boundary information (19); creative mobilisation of the youth (21); and dispute resolution (26).
- ⊗ The ISDP integration principle is the sustainable systemic interrelation between ecological, socio-cultural, economic, spatial and institutional dimensions. The narrow instrumental rationality of the IDP process, particularly in the strategies and integration phases, is questioned.
- ⊗ A more systematic sustainability framework should be developed with attention to the linkages between the spatial framework and the sustainability framework. The approach should be focused on sytemic interrelation of dimensions and sectors.
- ⊗ Local-global linkages between objectives, strategies, project and sectoral plans should be addressed systematically.
- ⊗ Appropriate institutional restructuring to address the Agenda 21 principles and approach should occur. Thus appropriate staff, such as an LA21 officer, located within the Municipal Manager's office needs to be appointed. Existing staff should be capacitated to address the Agenda 21 principles and approach throughout their work in a phased way.
- ⊗ The greatest challenge for the ISDP is acquiring the necessary funds for implementation. A specific 'means of implementation unit' dedicated to addressing the funding requirements as called for in the Agenda 21 approach needs to be established (ICLEI 1996:23-288)

4.2.1.4 Approval Phase Recommendations

- ☒ The provincial staff assessing the ISDP on behalf on the MEC require Agenda 21 training so that they can assess the plan appropriately.

4.2.1.5 Implementation, Monitoring and Review Phase recommendations

- ☒ Appropriate ISDP indicators need to be developed for the Annual Work Plan (AWP) so that sustainability monitoring can occur. This means that composite indicators need to be developed as discussed under the project phase above.
- ☒ The review process should systematically address the recommendations identified above.
- ☒ The sector plans and performance management system, which is being developed, should be in keeping with the recommendations for the ISDP as discussed above.
- ☒ The IDP guidelines need to be reviewed in the light of the ISDP discussed in this study so that the instrumental rationality and 'managerialism', which is called into question, is corrected.

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- ☒ The IDP guidelines need to be reviewed in the light of the ISDP discussed in this study so that the instrumental rationality and 'managerialism', which is called into question, is corrected.

APPENDIX 1:

THE 27 PRINCIPLES OF AGENDA 21

The twenty-seven principles are spelt out in the document entitled 'Earth Summit, **Agenda 21**, the United Nations Programme of Action From Rio' (ICLEI 1993). The emphasis is placed on 'Agenda 21' and the reader is invited to study Agenda 21 – "the programme of action for sustainable development world-wide...in conjunction with the Rio Declaration on Environment and Development, which provides the context for its specific proposals" (UN1993: 3). The Rio declaration entails the participants commitment to the following 27 principles of Agenda 21 which are cited directly from the text.

"PRINCIPLE 1

Human beings are at the center of concerns for sustainable development. They are entitled to a healthy and productive life in harmony with nature.

PRINCIPLE 2

States have, in accordance with the Charter of the United Nations and the principles of international law, the sovereign right to exploit their own resources pursuant to their own environmental and developmental policies, and *the* responsibility to ensure that activities within their jurisdiction or control do not cause damage to the environment of other States or of areas beyond *the* limits of national jurisdiction

PRINCIPLE 3

The right to development must be fulfilled so as to equitably meet developmental and environmental needs of present and future generations.

PRINCIPLE 4

In order to achieve sustainable development, environmental protection shall constitute an integral part of the development process and cannot be considered in isolation from it.

PRINCIPLE 5

All States and all people shall cooperate in the essential task of eradicating poverty as an indispensable requirement for sustainable development, in order to decrease the disparities in standards of living and better meet the needs of the majority of the people of the world.

PRINCIPLE 6

The special situation and needs of developing countries, particularly the least developed and those most environmentally vulnerable, shall be given special priority. International actions in the field of environment and development should also address the interests and needs of all countries.

PRINCIPLE 7

States shall cooperate in a spirit of global *partnership* to conserve, protect and restore *the* health and integrity of the Earth's ecosystem. *In view of the different* contributions to global environmental degradation, States have common but differentiated responsibilities. The developed countries acknowledge the responsibility that they bear in *the* international pursuit of sustainable development in view of the pressures their societies place on the global environment and of the technologies and financial resources they command.

PRINCIPLE 8

To achieve sustainable development and a higher quality of life for all people, States should reduce and eliminate unsustainable patterns of production and consumption and promote appropriate demographic policies.

PRINCIPLE 9

States should cooperate to strengthen endogenous capacity building for sustainable development by improving scientific understanding through exchanges of scientific and technological knowledge, and by enhancing the development, adaptation, diffusion and transfer of technologies, including new and innovative technologies.

PRINCIPLE 10

Environmental issues are best handled with the participation of all concerned citizens, at the relevant level. At the national level, each individual shall have appropriate access to information concerning the environment that is held by public authorities, including information on hazardous materials and activities in their communities, and the opportunity to participate in decision-making processes. States shall facilitate and encourage public awareness and participation by making information widely available. Effective access to judicial and administrative proceedings, including redress and remedy, shall be provided

PRINCIPLE 11

States shall enact effective environmental legislation. Environmental standards, management objectives and priorities should reflect the environmental and developmental context to which they apply. Standards applied by some countries may be inappropriate and of unwarranted economic and social cost to other countries, in particular developing countries.

PRINCIPLE 12

States should cooperate to promote a supportive and open international economic system that would lead to economic growth and sustainable development in all countries, to better address the problems of environmental

degradation. Trade policy measures for environmental purposes should not constitute a means of arbitrary or unjustifiable discrimination or a disguised restriction on international trade. Unilateral actions to deal with environmental challenges outside the jurisdiction of the importing country should be avoided. Environmental measures addressing trans-boundary or global environmental problems should, as far as possible, be based on an international consensus.

PRINCIPLE 13

States shall develop national law regarding liability and compensation for the victims of pollution and other environmental damage. States shall also cooperate in an expeditious and more determined manner to develop further international law regarding liability and compensation for adverse effects of environmental damage caused by activities within their jurisdiction or control to areas beyond their jurisdiction.

PRINCIPLE 14

States should effectively cooperate to discourage or prevent the relocation and transfer to other States of any activities and substances that cause severe environmental degradation or are found to be harmful to human health.

PRINCIPLE 15

In order to protect the environment, the precautionary approach shall be widely applied by States according to their capabilities. Where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation.

PRINCIPLE 16

National authorities should endeavor to promote the internalization of environmental costs and the use of economic instruments, taking into account the approach that the polluter should, in principle, bear the cost of pollution, with due regard to the public interest and without distorting international trade and investment.

PRINCIPLE 17

Environmental impact assessment, as a national instrument shall be undertaken for proposed activities that are likely to have a significant adverse impact on the environment and are subject to a decision of a competent national authority.

PRINCIPLE 18

States shall immediately notify other States of any natural disasters or other emergencies that are likely to produce sudden harmful effects on the environment of those States. Every effort shall be made by the international community to help States so afflicted.

PRINCIPLE 19

States shall provide prior and timely notification and relevant information to potentially affected States on activities that may have a significant adverse trans-boundary environmental effect and shall consult with those States at an early stage and in good faith.

PRINCIPLE 20

Women have a vital role in environmental management and development. Their full participation is therefore essential to achieve sustainable development.

PRINCIPLE 21

The creativity, ideals and courage of the youth of the world should be mobilized to forge a global partnership in order to achieve sustainable development and ensure a better future for all.

PRINCIPLE 22

Indigenous people and their communities and other local communities have a vital role in environmental management and development because of their knowledge and traditional practices. States should recognize and duly support their identity, culture and interests and enable their effective participation in the achievement of sustainable development.

PRINCIPLE 23

The environment and natural resources of people under oppression, domination and occupation shall be protected.

PRINCIPLE 24

Warfare is inherently destructive of sustainable development. States shall therefore respect international law providing protection for the environment in times of armed conflict and cooperate in its further development, as necessary.

PRINCIPLE 25

Peace, development and environmental protection are interdependent and indivisible.

PRINCIPLE 26

States shall resolve all their environmental disputes peacefully and by appropriate means in accordance with the Charter of the United Nations.

PRINCIPLE 27

States and people shall cooperate in good faith and in a spirit of partnership in the fulfillment of the principles embodied in this Declaration and in the further development of international law in the field of sustainable development" (UN 1992:9-11).

APPENDIX 2:

COMMUNICATIVE JUDGEMENT, UNDERSTANDING AND MEANING IN THE WORK OF HANNAH ARENDT

For Arendt, understanding is the process whereby men/women come to reconcile themselves with the world in which they live. Arendt holds that “**the result of understanding is meaning**” which is generated through the process of living and reconciling oneself to one's actions and sufferings (Arendt 1982:94). This activity becomes problematical in a century in which totalitarianism comes to the fore. Arendt says:

“But confronted with the horror of totalitarianism, we suddenly discover the fact that we have lost our tools of understanding. Our quest for meaning is at the same time prompted and frustrated by our inability to originate meaning.”(Arendt 1982:94)

Arendt is referring to the horrors of the Nazi era which she lived through. She was requested to report on the trial of Adolf Eichmann in 1961. She views Eichmann as an **example** of a man whose capacity for thought and judgement had atrophied since he was unable to distinguish between good and evil. This prompted her to develop an extensive investigation into the question of judgement. She came to the conclusion that Eichmann could not be dismissed as a 'subhuman creature' as Jaspers thought. She holds that judgement can only function where those judged are neither “beasts or angels” but men/women who live and act in society. (Arendt 1982:96). She states the epigraph of modernity as follows:

“No-one has the right to judge somebody else. What public opinion permits us to judge and even to condemn are trends, or whole groups of people . the larger the better, in short, something so general that distinctions can no longer be made, names no longer named. Thus we find, for instance a flourishing of theories of collective guilt or collective innocence of entire peoples. All these cliches have in common that they make judgement superfluous and that to utter them is devoid of all risk. This goes with the reluctance everywhere to make judgements in terms of individual moral responsibility.” (Arendt 1982:99)

The atrophy of the capacity for judgement is precisely what made Eichmann's activities possible in the first place, she argues. Arendt views the crisis of totalitarianism as a

crisis in understanding which is co-terminus with a crisis in judgement. Judgement and understanding are held to be so closely related that "one must describe both as the subsumption of something particular under a general rule"(Arendt 1982:95). The basic issue for Arendt is that there are no general rules in terms of which one can take one's bearings. In a manner similar to Max Weber, she describes a disenchanted world in which traditional norms and values have become empty and man's basic common sense seems to have atrophied. She holds that under conditions such as these, when the sources of meaning appear to have dried up, judgement comes into its own. She invokes Augustine's concept of natality, and explains that Augustine, when confronted with a similar crisis of meaning, discovered the hope of a new beginning. The essence of action then becomes that of making a new beginning and **understanding** for Arendt becomes the

"other side of action, namely that form of cognition, in distinction from many others, by which acting men (and **not men who are engaged in contemplating some progressive or doomed course of history**) eventually can come to terms with what irrevocably happened and can be reconciled with what unavoidably exists" (1982:96 emphasis mine).

Judgement comes into its own since the understanding process is intimately related to one's capacity for imagination. Through the creative potential of the imagination men/women are able to distance themselves from those facts which are close at hand and provide the space in which understanding can function. Imagination allows for both proximity and distance so that judgements can be made. For Arendt the imagination prepares the particular for the operation of "reflection" which "is the actual activity of judging something" (Arendt 1982:68). Thus the particular is made immediately present to one's inner sense so that it can be judged. The "example", in the "Critique of Judgement", fulfils a similar function to the "schema" in Kant's "Critique of Pure Reason". Arendt develops a communicative interpretation of Kant's work to explain the function of the "example" in the judging process. She proceeds as follows: Kant's greatest discovery is the role the imagination plays in the cognitive faculties of men/women. His basic premise is that the faculty of imagination **"provides schemata for cognition and examples for judgement"** (Arendt 1982:80). For Kant, there are two aspects of experience and knowledge. Namely intuition (sensibility) and concepts (understanding). Arendt explains that the "intuition always gives us something particular; the concept

makes this particular known to us" (Arendt 1982:80). For example, if one says "this book", it is as though the intuition says "this" and the understanding adds "book". The "this" pertains to a specific entity or item, while "book" identifies the item and makes the object communicable. Arendt asks: How do the two faculties come together? Kant's answer is that the synthesis of the manifold occurs through the imagination which unites the elements into a certain content. This synthetic unity occurs through the image or "schema" which the imagination provides "for the concept". Thus, for Kant, the imagination is the **"faculty of synthesis in general"** (Arendt 1982:81). Arendt holds that without the "schema", one would not be able to recognize anything in the manifold of things since everything would be a "this". The important aspect which she wants to stress is that particulars are communicable. She asks, what makes particulars communicable? The answer is that in perceiving a particular entity everyone has a schema of the entity in their "mind's eye" as it were. This schema is then characteristic of many particulars. The schemata which each person holds are the products of the synthetic imagination. No schema can be brought to the fore in and of itself. All agreement and disagreements must then pre-suppose that the communicators are speaking about the same thing, such that we who are many, come "together on something that is the same for all" (Arendt 1982:83). This interpretation of Kant's work in a communicative frame of reference is extended in the analysis of reflective judgement, as follows: Arendt highlights the fact that determinate judgements subsume a particular under a general rule, while reflective judgement in contrast, "derives the rule from the particular" (1982:83). Through the schema, one perceives a universal in the particular, Arendt argues. Through the example, in reflective judgement one rises from the particular to the general. This requires an enlargement of mind or as Arendt puts it, an "enlarged mentality" (1982:83). Exemplary validity is achieved through the appropriate choice of the example. Arendt asks after the standards of the operation of **reflection**, and Kant's answer, she points out, is that of **"approbation and disapprobation"** (Arendt 1982:69). In other words the **formal declaration of approval or disapproval**, the 'Yes! No!' response of the subject. The criterion of judgement is its **communicability** and the standard of judgement is common sense. Arendt follows Kant in her understanding of common sense as 'community sense'. This **community sense is never private since one judges as a member of a community**. This requires an "enlarged mentality" whereby one's imagination and representative thinking enables one to "think in

the place of everybody else", Arendt argues (1982:69). Judgements are made public. Through a process of "wooing" the consent of others, one strives for an agreement or validation through public debate.

In sum:

Judgements come into their own under conditions of crisis. Through the creative ability of the imagination one is able to raise the particular to the anticipated general opinion and say "Yes" or "No" to the opinion expressed. The formal declaration of approval is validated to the extent to which it can be publicly discussed and argued for, through presenting *reasons for the "Yes/No" response to the example*. One can only "woo" or "court" the agreement of others, Arendt argues. Here understanding and judgement are co-terminus and one creates meaning in a utilitarian world. Arendt holds that without judgment through which the world is rendered intelligible,

"the space of appearance would simply collapse. For it is by constantly pronouncing judgements that we are able to make sense of the world and ourselves. If we forfeited our faculty of judgement, through love or diffidence, we would be sure to lose our bearings in the world" (Arendt 1982:101)

The power of judgement for Arendt is grounded on the potential agreement between communicators. The dialogue, central to reflective judgment, is understood as an anticipated communication with others with whom one must ultimately come to an agreement. Opinion and judgement are held to be the most important faculties of men/women which have been neglected in philosophical and political thought, she notes.

APPENDIX 3:

INTERNATIONAL ENVIRONMENTAL AGREEMENTS WHICH MAY HAVE IMPLICATIONS FOR IDP FORMULATION

(Adapted: LA 21 South Africa www.egs.uct.za/la21)

In addition to the endorsement of:

- ✕ the 27 Principles and 40 chapters of Agenda 21 established at Rio in 1992 and the Johannesburg Declaration of Sustainable development, and;

- ✕ the WSSD Plan of Implementation of 2002,

The Department of Environmental Affairs, Agriculture and Tourism implement and monitor participation in the following legally enforceable international environmental agreements:

- ✕ Convention on Fishing and Conservation of the Living Resources of the High Seas (Geneva, 1958),
- ✕ Convention on the Conservation of the Living Resources of the south-east Atlantic (Rome, 1969),
- ✕ Convention of the Prevention of Marine Pollution by Dumping of Wastes and Other Matter (London, 1972),
- ✕ Protocol on Substances that Deplete the Ozone Layer (Montreal, 1987),
- ✕ Convention on Biological Diversity (Rio de Janeiro, 1992),
- ✕ Basal Convention on the Control of Trans-boundary Movements of Hazardous Wastes and their Disposal (1994),
- ✕ Convention to Combat Desertification
- ✕ Convention on International Trade in Endangered Species (CITES).
- ✕ FAO agreement to promote compliance with international conservation and management measures by fishing vessels on the high seas
- ✕ MOU on Antarctic Co-operation between India and South Africa

The following conventions relate to research or negotiations in which South Africa is participating in.

- ✕ The Framework Convention on Climate Change and the Kyoto Protocol;
- ✕ The Convention on Prior Informed Consent;
- ✕ The Convention on Persistent Organic Pollutants;
- ✕ The Intergovernmental Forum on Chemical Safety; and
- ✕ The Bamako Convention.

APPENDIX 4:

EXTRACT OF GUIDELINES FOR PUBLIC PARTICIPATION IN IDP'S (GUIDE 1, 2001:45-50)

9.1 EXISTING LEGAL AND POLICY FRAMEWORK

The *Constitution* stipulates that one of the objectives of municipalities is “to encourage the involvement of communities and community organisations in the matters of local government”.

The White paper on Local Government (*WPLG*) emphasises the issue of public participation. It goes into some detail on how to achieve public participation and of the role local government has to play to ensure the involvement of citizens in policy formulation and designing of municipal programmes, as well as implementation and monitoring and evaluation of such programmes. Public participation is meant to promote local democracy. While the *WPLG* emphasises that the municipalities themselves should develop appropriate strategies and mechanisms to ensure participation, some hints on how are given, such as:

- ☒ forums of organised formations (especially in the fields of visioning and on issue-specific policies, rather than on multiple policies);
- ☒ *structured stakeholder participation* in council committees (in particular in temporary issue-oriented committees);
- ☒ ***participatory action research***, with specific focus groups (for in-depth information on specific issues); and
- ☒ formation of *associations* (especially among people in marginalised areas).

There are guidelines reflected in these hints. Firstly, participation should be a structured process rather than a process of public mass meetings. Secondly, public participation should focus on certain specific processes, and is not equally useful in all fields of municipal management.

Local government is not only expected to find its own ways of structuring participation, but is expected to become active in encouraging and promoting participation, ***especially when it comes to the participation of marginalised groups and women.***

While the *MSA* defines a municipality as a “corporate entity” which consists not only of its “structures, functionaries and administration”, but also of its “communities, residents and ratepayers”, it differentiates clearly between the roles and responsibilities of the “governing structures” (which form a separate legal personality), and the communities, residents and ratepayers.

The public participation chapter of the *MSA* is guided by the principle that formal representative government must be complemented by a system of participatory

governance. Participation in the decision-making processes of the municipality is determined to be a *right* of communities, residents and ratepayers. Integrated development planning is emphasised as a special field of public participation.

The decision on appropriate mechanisms, processes and procedures for public participation is largely left to the municipality. The only prescribed participation procedures are the receipt, processing and consideration of petitions and complaints and the public notice of council meetings. No procedures are prescribed for participation in the integrated development planning process.

Municipalities are requested to create conditions for public participation and, moreover, to encourage it. The only prescribed tool for promotion of public participation, however, is the dissemination of information on mechanisms and matters of public participation, on rights and duties of residents and on municipal governance issues in general.

9.3 PRINCIPLES OF PUBLIC PARTICIPATION

- a) The elected *councils* are the *ultimate decision-making forum* on IDP's. **The role of participatory democracy is to inform, negotiate and comment on those decisions**, in the course of the planning/decision-making process.
- b) Public participation has *to be institutionalised* in order to ensure that all residents of the country have an *equal* right to participate. Institutionalising participation means:
 - ☒ setting clear minimum requirements for participation procedures which apply for all municipalities by means of regulations, and
 - ☒ providing a legally recognised organisational framework.
- c) *Structured participation*: Most of the new municipalities are too big in terms of population size and area to allow for direct participation of the majority of the residents in complex planning processes. Participation in integrated development planning, therefore, needs clear rules and procedures specifying who is to participate or to be consulted, on behalf of whom, on which issue, through which organisational mechanism, with what effect.
- id) *Diversity*: The way public participation is institutionalised and structured has to provide sufficient room for diversity, i.e. for different participation styles and cultures. While there has to be a common regulatory frame for institutionalised participation in the country, this frame has to be wide enough for location-specific adjustments to be made by provinces and municipalities.
- e) *Promotion of public participation* by municipal government has to distinguish between:

- ✘ *creating conditions* for public participation, which is a *must* for all municipalities (in line with the MSA), and
- ✘ *encouraging* public participation, which *should* be done in particular with regard to disadvantaged or marginalised groups and gender equity in accordance with the conditions and capacities in a municipality.

9.4 THE FUNCTIONS AND CONTEXT OF PUBLIC PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING PROCESS

Participation in the integrated **development planning process** is **only one of several arenas of participatory interaction** between local government and citizens. **Other means** of ensuring participatory local government are:

- ✘ *offering people choices* between services;
- ✘ *citizen and client-oriented ways of service delivery* and public administration;
- ✘ *partnership* between communities/stakeholder organisations and local authorities in implementation of projects; and
- ✘ giving residents the right of petition and complaint and obliging municipal government to respond.

Participation in the development of municipal IDPs has to be seen within this wider context. It serves to fulfil **four major functions**:

- a) *Needs orientation*: ensuring that people's needs and problems are taken into account.
- b) *Appropriateness of solutions*: using the knowledge and experience of local residents and communities in order to arrive at appropriate and sustainable problem solutions and measures.
- c) *Community ownership*: mobilising local residents' and communities' initiatives and resources, and encouraging co-operation and partnerships between municipal government and residents for implementation and maintenance
- id) *Empowerment*: Making integrated development planning a public event and a forum for negotiating conflicting interests, finding compromises and common ground and, thereby, creating the basis for increased *transparency and accountability* of local government towards local residents.

These functions must always influence the choice of appropriate procedures and mechanisms for public participation.

9.5 TOOLS, PROCEDURES AND MECHANISMS, FOR AN INSTITUTIONALISED AND STRUCTURED PROCESS OF PUBLIC PARTICIPATION.

Structured participation is largely based on the existence of a set of organisations with certain rights in the planning process. While the organisational arrangements may differ widely in detail from area to area, the following minimum requirements have to be regulated.

- a) *Ward Committees* are the organisational framework through which communities in geographical areas can participate in the planning process.
- b) Stakeholder organisations which represent certain social, economic, gender or environmental interests have to be registered as “*Stakeholder Associations*” (at municipality level) through which they can participate in the planning process.
- ic) The council and the chairperson of the IDP Committee have to make sure that all relevant groups and all social strata are given the opportunity to be adequately represented. Unorganised groups should be represented by “advocates” (e.g. social workers, NGOs, resource persons who have done studies on such groups, etc.)
- id) All Ward Committees and Stakeholder Associations should be represented on the “*Representative IDP Forum*” which will form a formal link between the municipal government and the public. The Representative IDP Forum should be a permanent organisation which is also in charge of monitoring the performance during IDP implementation. Meetings of the IDP Forum have to be attended by the IDP Committee members and by the councillors.
- e) *IDP committees* and their technical, project/programme-related *subcommittees* or task teams may include representatives from ward committees and stakeholder associations or resource persons from civil society if the municipality considers it appropriate. Such representatives may be permanent (sub-) committee members or be invited on a temporary issue-related basis.

For category A and C municipalities different institutional arrangements will apply. Districts can build on the participation processes of the local councils within the area of jurisdiction. Metropolitan municipalities may need one additional stage of participation on a sub-metropolitan level.

9.6 GUIDELINES FOR CREATING CONDITIONS FOR PUBLIC PARTICIPATION

The MSA requires municipalities to disseminate information on processes and procedures and on matters of concern. Transforming this general requirement to the integrated development planning process means that each municipality has to follow at least the following procedures.

- a) The residents have to be informed on the integrated development planning process as a whole, and on crucial public events related to that process through:
 - ☒ public announcements (appropriate media to be determined in the “work plan”); and
 - ☒ ward committees and stakeholder associations.
- ib) Councillors have to inform the communities within the area of the ward, through a public ward-level meeting.
- ic) The Representative IDP Forum has to be involved at least once in each major stage of the drafting process.
- id) The community and stakeholder representatives have to be given adequate time (2-4 weeks) *to conduct meetings or workshops* with the groups, communities or organisations they represent, before the issue is dealt with by the Representative

IDP Forum. **This is to give a fair opportunity for legitimate representative participation**, but it does not necessarily involve the municipal governments in community or stakeholder level workshops.

- e) **Draft planning documents** have to be accessible for every resident, and everybody has the right to submit written comments. There must be a time period of at least four weeks for ward committees, stakeholder associations and interested groups and residents to discuss the draft document publicly, and to comment on it before the Representative IDP Forum deals with the draft.
- f) The IDP committee has to inform the ward committees and stakeholder associations on the way the comments were considered, or on reasons why they were not considered by the Representative IDP Forum, before the draft is submitted to the council for approval.
- g) Council meetings on the approval of integrated development planning must be public meetings.

9.7 GUIDELINES ON THE ENCOURAGEMENT OF PUBLIC PARTICIPATION

The municipal government, through its IDP committee and its Councillors, should use all appropriate means, above and beyond creating the necessary conditions, to encourage public participation. As it will be a struggle for most municipalities to provide the minimum conditions, and ensure the involvement of the major role-players from within municipal government, and as participation is a right but not a duty of residents, the ability to actively encourage public participation at community level will be limited in most places.

Active encouragement should therefore focus on those social groups which are not well organised and which do not have the power to articulate their interests publicly. This could mean poverty groups, or women, or specific age groups (youth, orphans, aged people). The municipality has to identify the groups and determine appropriate ways of ensuring their representation in the Representative IDP Forum.

9.8. GUIDELINES ON PHASING PUBLIC PARTICIPATION

Public participation is not equally relevant and appropriate in each stage of planning, and not all participation procedures are equally suitable for each planning step. **To limit participation costs, to avoid participation fatigue, and to optimise the impact of participation**, the mechanisms of participation will have to differ from stage to stage. The following guidelines can help municipalities to decide on appropriate tools for the right step:

Planning phase	Required intensity of participation			Mechanisms
Analysis	☆	☆	☆	<input checked="" type="checkbox"/> Community and stakeholder meeting <input checked="" type="checkbox"/> Sample Surveys <input checked="" type="checkbox"/> Opinion Polls
Strategies			☆	District level workshops of IDP committees with representatives of sector departments and selected representatives of stakeholder organisations and resource people.
Project Planning			☆	<input checked="" type="checkbox"/> Technical sub-committees with a few selected representatives of stakeholder organisations /civic society (District level IDP)
	☆	☆	☆	<input checked="" type="checkbox"/> Intensive dialogue between technical sub-committee and affected communities / stakeholders (Local level IDP)
Integration			☆	<input checked="" type="checkbox"/> By Representative IDP forum
Approval	☆	☆	☆	<input checked="" type="checkbox"/> Broad public discussion/consultation process within all community stakeholder organisations <input checked="" type="checkbox"/> Opportunity for comments from residents
Monitoring of Implementation		☆	☆	<input checked="" type="checkbox"/> By Representative IDP forum

Level of Involvement.

☆	☆	☆	High intensity: communities, stakeholders, residents, users and partners.
	☆	☆	Medium intensity: Involvement of Representative IDP Forum.
		☆	Low intensity: Small technical committees with selected representatives of the public.

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APPENDIX 5:

EXTRACT OF SUSTAINABILITY FRAMEWORK STRATEGIES TABLE No. 301

Table No 3.01		SUSTAINABILITY FRAMEWORK: TOURISM, ECONOMIC DEVELOPMENT, AGRICULTURE AND POVERTY			
PRIORITY ISSUE	High levels of poverty – RELATED ISSUES (1). Undeveloped employment opportunities (2). Under-utilisation of inland and coastal assets (3) and historical focus on beach tourism.				
KEY LOCALISED LA 21 SUSTAINABILITY GUIDELINES – LINK TO KPI'S	<input checked="" type="checkbox"/> Sustainable conservation and harnessing of natural assets <input checked="" type="checkbox"/> Combating poverty by enabling poor people to achieve sustainable livelihoods <input checked="" type="checkbox"/> Gender equity guidelines <input checked="" type="checkbox"/> Sustainable LED and poverty relief guidelines				
STRATEGY	OBJECTIVES	No	PROJECT NAME & Guideline output	CODE	
S1. Develop an Integrated environmental management / sustainable livelihood development programme for entire District	<ul style="list-style-type: none">To maintain and create new jobs and income opportunities in the, agricultural, tourism and associated sectorsTo Create at least 1 500 new permanent income opportunities of which at least 1200 should be located in the rural areas with specific focus on disadvantaged groups (At least 50% women)	1	Ocean based sustainable livelihoods feasibility study one project per LM	1 SFO1	
		2	Inland Sustainable livelihoods feasibility study identifying at least one project per municipality	1 SFA1	
		3	Environmental management / hands on education programme for community driven ocean harvesting.	1 SFE1	
		4	Community based ocean harvesting monitoring programme	2 SFM1	
		5	Environmental management / hands on education programme for community driven agricultural enterprises for sustainable livelihoods	1 SFE2	
		6	Community based agricultural enterprises monitoring programme	2 SFM2	
S2. Maintain and improve coastal belt with the simultaneous identification and development of tourism products based on environmental assets	<ul style="list-style-type: none">To maintain and increase the current share of domestic tourism by 1%	7	Significance assessments for tourism trails as per SEA and Coastal Management Plan of 2000	1 SFT1	
		8	Archaeological significance assessments and management programme between local municipalities as per SEA and Coastal Management Plan of 2000	1 SFT2	

Table No 3.01		SUSTAINABILITY FRAMEWORK: TOURISM, ECONOMIC DEVELOPMENT, AGRICULTURE AND POVERTY			
PRIORITY ISSUE	Under utilisation and poor management of inland and coastal assets – RELATED ISSUES (1). High levels of poverty (2) Undeveloped employment opportunities				
KEY LOCALISED LA 21 SUSTAINABILITY GUIDELINES – LINK TO KPI'S	<input checked="" type="checkbox"/> Sustainable conservation and harnessing of natural assets <input checked="" type="checkbox"/> Gender equity guidelines				
STRATEGY	OBJECTIVES	No	PROJECT NAME & Guideline output		CODE
S3 Integrate the use of open space across the district	<ul style="list-style-type: none">To develop an open space system linked to catchment management and facilitate an appropriate working for water programme (At least 50% women)Linked - To create a "sense of place"	9.	Commission a detailed State of Environment Assessment in order to develop a district-wide open space system based linked to catchment management (Incorporate catchments, open spaces, ecologically sensitive areas, wetlands heritage and cultural resources,)	1	SF1
S4 Develop an appropriate Conservation and Rehabilitation Programme	<ul style="list-style-type: none">To manage natural assets appropriatelyTo maintain and create new jobs and income opportunities in the associated sectors, (At least 50% women) To create a "sense of place"	10	Commission an Environment Audit - criteria and indicators that are in keeping with the DFID requirements for international funding. World Bank 'Best Practice'. Initiate procedures for proclaiming protected areas.	1	SF2
		11.	Adopt appropriate Sand Winning requirements	2	SF3
		12	Soil erosion management programme	2	SF4
		13	Initiate a monitoring programme using the Audit data	2	SF5
		14	Initiate an appropriate rehabilitation programme	2	SF6

Table No 3.01	SUSTAINABILITY FRAMEWORK: TOURISM, ECONOMIC DEVELOPMENT, AGRICULTURE AND POVERTY				
PRIORITY ISSUE	Decline in amenity – RELATED ISSUES (1). Barriers in accessing resources (2) Inappropriate storm water and wetland management (3) Poor management of inland and coastal assets (dunes, wetlands, alien invasive vegetation)				
KEY LOCALISED LA 21 SUSTAINABILITY GUIDELINES – LINK TO KPI'S	<input checked="" type="checkbox"/> Sustainable barrier free access <input checked="" type="checkbox"/> Sustainable core infrastructure maintenance <input checked="" type="checkbox"/> Sustainable amenity development <input checked="" type="checkbox"/> Harnessing of natural assets <input checked="" type="checkbox"/> Gender equity guidelines				
STRATEGY	OBJECTIVES	No	PROJECT NAME & Guideline output		CODE
S5 Create a sense of place throughout the district	• To redress the poor levels of amenity	15	Tree planting pilot programmes (One per Municipality)	1	SF7
	• To redress the access barriers of the past	16	District wide solutions for storm water management impact on tourism sector programme	1	SFI1
	• To redress the impact of poor storm water management on amenity and core tourism attractions.	17	Develop a programme to enhance aesthetic attributes of the district (e.g., guidelines on visual amenity, dune management, vegetation planting, upgrading of settlements	2	SF8
		18	Alien invasive plant removal programme	2	SF9
		19	Establish appropriate access to beaches and inland amenities	2	SF 10

Table No 301	SUSTAINABILITY FRAMEWORK: TOURISM, ECONOMIC DEVELOPMENT, AGRICULTURE AND POVERTY				
PRIORITY ISSUE	Poorly co-ordinated agricultural development and inappropriate pesticide, medicinal plant usage.				
KEY LOCALISED LA 21 SUSTAINABILITY GUIDELINES – LINK TO KPI'S	<input checked="" type="checkbox"/> Sustainable harnessing of natural assets <input checked="" type="checkbox"/> Gender equity guidelines <input checked="" type="checkbox"/> Poverty alleviation and LED guidelines				
STRATEGY	OBJECTIVES	No	PROJECT NAME & Guideline output		CODE
S6 Promote sustainable agricultural development	<ul style="list-style-type: none"> To co-ordinate an agricultural development programme To promote access to land for potential small scale farmers To promote sustainable soil and pesticide management in the district. To promote the use of indigenous medicinal plants in redressing the economic imbalances of the past. To strive to ensure that the access to needs of small-scale farmers are addressed so that they can become economically empowered. 	20	Initiate Agricultural Development Forum	1	SFA2
		21	Develop data base of potential small scale farmers/willing sellers	1	SFA3
		22	Develop appropriate agricultural development skills transfer programmes	1	SFA4
		23	Develop range of pilot "good practice/soil & pesticide management / agricultural projects"	1	SFA5
		24	Develop "good practice grazing" management programme	1	SFA6
		25	Enter into agreements with Traditional Authorities and healers on sustainable harvesting of muthi plants	1	SFA7
		26	Establish indigenous/muthi plant nursery	1	SFA8
		27	Upgrade and maintain access roads as called for by small cane growers- (shown on Map No 7)	1	SFI1
		28	Upgrade and maintain access roads as called for by medium scale cane growers - (shown on Map No 7)	1	SFI2

Table No 3.01		SUSTAINABILITY FRAMEWORK:			
PRIORITY ISSUE		LAND AND HUMAN SETTLEMENT DEVELOPMENT			
KEY LOCALISED LA 21 SUSTAINABILITY GUIDELINES – LINK TO KPI'S		Poorly co-ordinated agricultural development and inappropriate pesticide, medicinal plant usage (1) Environmental degradation and associated health risk.			
STRATEGY		OBJECTIVES	No	PROJECT NAME & Guideline output	CODE
S7. Establish a integrated Land Use Management System which is user friendly, tourist, community and environmentally sensitive		<ul style="list-style-type: none"> To strategically harness environmental resources and reduce health hazards by 10% p.a. To empower citizens of Ugu in the appropriate management of land. To develop sustainable waste management and recycling systems 	29	Establish an integrated Admiralty Reserve, off road vehicle, landscape, bird, medicinal plant, wetland, whale and dolphin watching management approach	1 SFL1
			30	Establish District Wide Land Use Management Forum	1 SFL3
			31	Establish district wide LUM's research and capacity building programme	1 SFL2
			32	Barrier free access, gender equity and needs of people with disabilities integration project linked to Land Use Management policy and agreements.	1 SFL3
			33	Initiate appropriate burrow pit location study	1 SF14
			34	Commission appropriate land-fill site study, waste management and recycling programmes	1 SF15
			35	Develop district wide agreements on appropriate road maintenance, waste removal and building standards	1 SF16
S8 Promote sustainable infrastructure development		<ul style="list-style-type: none"> To strategically harness environmental resources and reduce health hazards by 10% p.a. To improve the level of monitoring and maintenance of key resources, buildings and infrastructure 	36	Establish an appropriate, district wide monitoring and maintenance programme	1 SF17

APPENDIX 6:

EXTRACT OF DETAILED PROJECT SHEETS

Project Title:	Alien invasive plant removal project																CODE	SF:7a		
Location Description:	District Wide																			
Priority Issues Addressed:	Degraded environment and "lack of a sense of place"																			
Municipal Level Objectives Addressed:	To provide sustainable infrastructure/ environment and "sense of place " for economic and tourism development																			
Strategy Contributed to:	Create a sense of place throughout the district																			
Project Objective: (What will this project contribute to the municipal level objective?)(Why do this Project?)									Project Indicators: (How to measure the achievement of the project objective)											
To manage alien invasive plants at key tourism sites, routes and economic development locations									1.Successful alien invasive clearance in key tourism/ economic development areas. 2. Providing at least 200 temporary jobs p.a. 3. At least 50% allocation of the 200 jobs filled by poverty stricken women.											
Outputs / Deliverables			Responsible Agency/Person					Timing												
								2002	2003			2004			2005			2006		
								Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
1. Alien vegetation management at key tourism sites, routes and economic development locations			1. DM/LM - Co-ordination																	
1.1 Public / Private "adopt a section of road"- Partnership			2.Private sector/ Chamber of Commerce																	
1.2 Local – alien plant management capacity building			3.Private sector agent (PDI)																	
1.3 Indigenous vegetation replacing removed aliens			4. .Private sector agent -(PDI)																	
Costs Indicate Estimated Capital and Operational Costs			Budget Estimates					Source of Finance												
			2002	2003	2004	2005	2006													
1.1.1 Public /Private agreement – advertising/publicity (OB)			R2,000					1. DM/ Private Sector/ DEAT												
1.2.1 Training material preparation (OB)			R10,000					2. DM / Private Sector/ DEAT/DWAF- "Working for Water"												
1.2.2 Training			R100,000	R100,000	R50,000	R20,000	R20,000	3. DM/ Private Sector/ DEAT/DWAF – "Working for Water"												
1.2.2 Clearance equipment chemicals (CB)			R20,000	R20,000	R20,000	R20,000	R20,000	4. DM/ Private Sector/ DEAT/DWAF – "Working for Water"												
1.3.1 Indigenous plant nursery development (CB)			R100,000	R50,000	R50,000	R50,000	R50,000	5. DM/ Private Sector/ DEAT/DWAF – "Working for Water"												
1.3.2 Removal and replacement programme (OB)			R100,00	R200,000	R300,000	R300,000	R300,000	6. DM/ Private Sector/ DEAT/DWAF – "Working for Water"												
COST: Operational R1,480,000 ; Capital -R400,000			R330,000	R350,000	R420,000	R390,000	R390,000	TOTAL COST R1,880,000												

Project Title:	Sustainable agricultural development																CODE	SFA: 8				
Location Description:	District Wide																					
Priority Issues Addressed:	Lack of economic opportunity and unemployment																					
Municipal Level Objectives Addressed:	Create at least 1 500 new permanent income opportunities of which at least 1200 should be located in the rural areas with specific focus of disadvantaged groups																					
Strategy Contributed to:	Promote sustainable agricultural development																					
Project Objective: (What will this project contribute to the municipal level objective?)(Why do this Project?)									Project Indicators: (How to measure the achievement of the project objective)													
1. To create job opportunities through diversifying agricultural development throughout the district									1.At least 1200 new jobs in the rural areas with a specific focus on PDI 2. At least 50% allocation of the1200 jobs filled by poverty stricken women.													
Outputs / Deliverables			Responsible Agency/Person						Timing													
									2002		2003			2004			2005			2006		
									Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
1. Sustainable agricultural development in the Ugu District			1. DM / LM/DOT/Private farmers & small scale farmers																			
1.1 Sustainable Agricultural Forum			DM –co-ordination, stakeholders , DEAA, DoT, DLA,SA,DEAT,TA																			
1.2 Data base of small scale farmers- willing sellers			Small scale farmers, DM																			
1.3 Agreements with traditional Authorities and Healers			DM,TA, Traditional Healers																			
1.4 Appropriate agricultural skills transfer			Private sector farmers, service providers, DEAA, DoT, SA																			
1.5 "Good Practice" programmes			DEAA, Cedara, UDN, DEAT, IDC donors, World Bank																			
Costs: Estimated Capital and Operational Costs			Budget Estimates					Source of Finance														
			2002	2003	2004	2005	2006															
1.1 Strategic, action based Forum with a secretary			R5,000	R5,000	R5,000	R5,000	R5,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK														
1.2 Develop data base of all potential farmers/sellers in district			Internal					DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK														
1.3 Agreements with TA			R50,000	R50,000				DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK														
1.3.1Agreements with traditional healers on muti plant harvesting			R1,000	R1,000	R1,000	R1,000	R1,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK														
1.4.1 Development of training materials			R5,000	R5,000	R5,000	R5,000	R5,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK														
1.4.2 Hands on training programme			R200,000	R200,000	R200,000	R200,000	R200,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK														
1.5.1 Good practice data base			R50,000	R50,000	R1,000	R1,000	R1,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK														
1.5.2 Good practice soil management programme			R100,000	R100,000	R100,000	R100,000	R100,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK														
1.5.2 Good practice grazing programme			R100,000	R100,000	R100,000	R100,000	R100,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK														
1.5.2 Local Market access programme			R50,000	R50,000	R50,000	R50,000	R50,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK														
1.5.3 Niche market export market programme			R50,000	R50,000	R50,000	R50,000	R50,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK														
1.5.4 Land legal: at least on e farm per municipality p.a			R1,000,000	R1,000,00	R1,000,000	R1,000,000	R1,000,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK														
COST :			R1,611,000	R1,611,000	R1,611,000	R1,611,000	R1,611,000	TOTAL COST R8,055,000														

APPENDIX 1: THE 27 PRINCIPLES OF AGENDA 21

The twenty-seven principles are spelt out in the document entitled 'Earth Summit, **Agenda 21**, the United Nations Programme of Action From Rio' (ICLEI 1993). The emphasis is placed on 'Agenda 21' and the reader is invited to study Agenda 21 – "the programme of action for sustainable development world-wide...in conjunction with the Rio Declaration on Environment and Development, which provides the context for its specific proposals" (UN1993: 3). The Rio declaration entails the participants commitment to the following 27 principles of Agenda 21 which are cited directly from the text.

"PRINCIPLE 1

Human beings are at the center of concerns for sustainable development. They are entitled to a healthy and productive life in harmony with nature.

PRINCIPLE 2

States have, in accordance with the Charter of the United Nations and the principles of international law, the sovereign right to exploit their own resources pursuant to their own environmental and developmental policies, and *the* responsibility to ensure that activities within their jurisdiction or control do not cause damage to the environment of other States or of areas beyond *the* limits of national jurisdiction

PRINCIPLE 3

The right to development must be fulfilled so as to equitably meet developmental and environmental needs of present and future generations.

PRINCIPLE 4

In order to achieve sustainable development, environmental protection shall constitute an integral part of the development process and cannot be considered in isolation from it.

PRINCIPLE 5

All States and all people shall cooperate in the essential task of eradicating poverty as an indispensable requirement for sustainable development, in order to decrease the disparities in standards of living and better meet the needs of the majority of the people of the world.

PRINCIPLE 6

The special situation and needs of developing countries, particularly the least developed and those most environmentally vulnerable, shall be given special priority. International actions in the field of environment and development should also address the interests and needs of all countries.

PRINCIPLE 7

States shall cooperate in a spirit of global partnership to conserve, protect and restore *the* health and integrity of the Earth's ecosystem. In view of the different contributions to global environmental degradation, States have common but differentiated responsibilities. The developed countries acknowledge the responsibility that they bear in *the* international pursuit of sustainable development in view of the pressures their societies place on the global environment and of the technologies and financial resources they command.

PRINCIPLE 8

To achieve sustainable development and a higher quality of life for all people, States should reduce and eliminate unsustainable patterns of production and consumption and promote appropriate demographic policies.

PRINCIPLE 9

States should cooperate to strengthen endogenous capacity building for sustainable development by improving scientific understanding through exchanges of scientific and technological knowledge, and by enhancing the development, adaptation, diffusion and transfer of technologies, including new and innovative technologies.

PRINCIPLE 10

Environmental issues are best handled with the participation of all concerned citizens, at the relevant level. At the national level, each individual shall have appropriate access to information concerning the environment that is held by public authorities, including information on hazardous materials and activities in their communities, and the opportunity to participate in decision-making processes. States shall facilitate and encourage public awareness and participation by making information widely available. Effective access to judicial and administrative proceedings, including redress and remedy, shall be provided

PRINCIPLE 11

States shall enact effective environmental legislation. Environmental standards, management objectives and priorities should reflect the environmental and developmental context to which they apply. Standards applied by some countries may be inappropriate and of unwarranted economic and social cost to other countries, in particular developing countries.

PRINCIPLE 12

States should cooperate to promote a supportive and open international economic system that would lead to economic growth and sustainable development in all countries, to better address the problems of environmental

degradation. Trade policy measures for environmental purposes should not constitute a means of arbitrary or unjustifiable discrimination or a disguised restriction on international trade. Unilateral actions to deal with environmental challenges outside the jurisdiction of the importing country should be avoided. Environmental measures addressing trans-boundary or global environmental problems should, as far as possible, be based on an international consensus.

PRINCIPLE 13

States shall develop national law regarding liability and compensation for the victims of pollution and other environmental damage. States shall also cooperate in an expeditious and more determined manner to develop further international law regarding liability and compensation for adverse effects of environmental damage caused by activities within their jurisdiction or control to areas beyond their jurisdiction.

PRINCIPLE 14

States should effectively cooperate to discourage or prevent the relocation and transfer to other States of any activities and substances that cause severe environmental degradation or are found to be harmful to human health.

PRINCIPLE 15

In order to protect the environment, the precautionary approach shall be widely applied by States according to their capabilities. Where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation.

PRINCIPLE 16

National authorities should endeavor to promote the internalization of environmental costs and the use of economic instruments, taking into account the approach that the polluter should, in principle, bear the cost of pollution, with due regard to the public interest and without distorting international trade and investment.

PRINCIPLE 17

Environmental impact assessment, as a national instrument shall be undertaken for proposed activities that are likely to have a significant adverse impact on the environment and are subject to a decision of a competent national authority.

PRINCIPLE 18

States shall immediately notify other States of any natural disasters or other emergencies that are likely to produce sudden harmful effects on the environment of those States. Every effort shall be made by the international community to help States so afflicted.

PRINCIPLE 19

States shall provide prior and timely notification and relevant information to potentially affected States on activities that may have a significant adverse trans-boundary environmental effect and shall consult with those States at an early stage and in good faith.

PRINCIPLE 20

Women have a vital role in environmental management and development. Their full participation is therefore essential to achieve sustainable development.

PRINCIPLE 21

The creativity, ideals and courage of the youth of the world should be mobilized to forge a global partnership in order to achieve sustainable development and ensure a better future for all.

PRINCIPLE 22

Indigenous people and their communities and other local communities have a vital role in environmental management and development because of their knowledge and traditional practices. States should recognize and duly support their identity, culture and interests and enable their effective participation in the achievement of sustainable development.

PRINCIPLE 23

The environment and natural resources of people under oppression, domination and occupation shall be protected.

PRINCIPLE 24

Warfare is inherently destructive of sustainable development. States shall therefore respect international law providing protection for the environment in times of armed conflict and cooperate in its further development, as necessary.

PRINCIPLE 25

Peace, development and environmental protection are interdependent and indivisible.

PRINCIPLE 26

States shall resolve all their environmental disputes peacefully and by appropriate means in accordance with the Charter of the United Nations.

PRINCIPLE 27

States and people shall cooperate in good faith and in a spirit of partnership in the fulfillment of the principles embodied in this Declaration and in the further development of international law in the field of sustainable development" (UN 1992:9-11).

APPENDIX 2:

COMMUNICATIVE JUDGEMENT, UNDERSTANDING AND MEANING IN THE WORK OF HANNAH ARENDT

For Arendt, understanding is the process whereby men/women come to reconcile themselves with the world in which they live. Arendt holds that “**the result of understanding is meaning**” which is generated through the process of living and reconciling oneself to one's actions and sufferings (Arendt 1982:94). This activity becomes problematical in a century in which totalitarianism comes to the fore. Arendt says:

“But confronted with the horror of totalitarianism, we suddenly discover the fact that we have lost our tools of understanding. Our quest for meaning is at the same time prompted and frustrated by our inability to originate meaning.”(Arendt 1982:94)

Arendt is referring to the horrors of the Nazi era which she lived through. She was requested to report on the trial of Adolf Eichmann in 1961. She views Eichmann as an **example** of a man whose capacity for thought and judgement had atrophied since he was unable to distinguish between good and evil. This prompted her to develop an extensive investigation into the question of judgement. She came to the conclusion that Eichmann could not be dismissed as a 'subhuman creature' as Jaspers thought. She holds that judgement can only function where those judged are neither “beasts or angels” but men/women who live and act in society. (Arendt 1982:96). She states the epigraph of modernity as follows:

“No-one has the right to judge somebody else. What public opinion permits us to judge and even to condemn are trends, or whole groups of people . the larger the better, in short, something so general that distinctions can no longer be made, names no longer named. Thus we find, for instance a flourishing of theories of collective guilt or collective innocence of entire peoples. All these cliches have in common that they make judgement superfluous and that to utter them is devoid of all risk. This goes with the reluctance everywhere to make judgements in terms of individual moral responsibility.” (Arendt 1982:99)

The atrophy of the capacity for judgement is precisely what made Eichmann's activities possible in the first place, she argues. Arendt views the crisis of totalitarianism as a

crisis in understanding which is co-terminus with a crisis in judgement. Judgement and understanding are held to be so closely related that "one must describe both as the subsumption of something particular under a general rule"(Arendt 1982:95). The basic issue for Arendt is that there are no general rules in terms of which one can take one's bearings. In a manner similar to Max Weber, she describes a disenchanted world in which traditional norms and values have become empty and man's basic common sense seems to have atrophied. She holds that under conditions such as these, when the sources of meaning appear to have dried up, judgement comes into its own. She invokes Augustine's concept of natality, and explains that Augustine, when confronted with a similar crisis of meaning, discovered the hope of a new beginning. The essence of action then becomes that of making a new beginning and **understanding** for Arendt becomes the

"other side of action, namely that form of cognition, in distinction from many others, by which acting men (and **not men who are engaged in contemplating some progressive or doomed course of history**) eventually can come to terms with what irrevocably happened and can be reconciled with what unavoidably exists" (1982:96 emphasis mine).

Judgement comes into its own since the understanding process is intimately related to one's capacity for imagination. Through the creative potential of the imagination men/women are able to distance themselves from those facts which are close at hand and provide the space in which understanding can function. Imagination allows for both proximity and distance so that judgements can be made. For Arendt the imagination prepares the particular for the operation of "reflection" which "is the actual activity of judging something" (Arendt 1982:68). Thus the particular is made immediately present to one's inner sense so that it can be judged. The "example", in the "Critique of Judgement", fulfils a similar function to the "schema" in Kant's "Critique of Pure Reason". Arendt develops a communicative interpretation of Kant's work to explain the function of the "example" in the judging process. She proceeds as follows: Kant's greatest discovery is the role the imagination plays in the cognitive faculties of men/women. His basic premise is that the faculty of imagination **"provides schemata for cognition and examples for judgement"** (Arendt 1982:80). For Kant, there are two aspects of experience and knowledge. Namely intuition (sensibility) and concepts (understanding). Arendt explains that the "intuition always gives us something particular; the concept

makes this particular known to us" (Arendt 1982:80). For example, if one says "this book", it is as though the intuition says "this" and the understanding adds "book". The "this" pertains to a specific entity or item, while "book" identifies the item and makes the object communicable. Arendt asks: How do the two faculties come together? Kant's answer is that the synthesis of the manifold occurs through the imagination which unites the elements into a certain content. This synthetic unity occurs through the image or "schema" which the imagination provides "for the concept". Thus, for Kant, the imagination is the **"faculty of synthesis in general"** (Arendt 1982:81). Arendt holds that without the "schema", one would not be able to recognize anything in the manifold of things since everything would be a "this". The important aspect which she wants to stress is that particulars are communicable. She asks, what makes particulars communicable? The answer is that in perceiving a particular entity everyone has a schema of the entity in their "mind's eye" as it were. This schema is then characteristic of many particulars. The schemata which each person holds are the products of the synthetic imagination. No schema can be brought to the fore in and of itself. All agreement and disagreements must then pre-suppose that the communicators are speaking about the same thing, such that we who are many, come "together on something that is the same for all" (Arendt 1982:83). This interpretation of Kant's work in a communicative frame of reference is extended in the analysis of reflective judgement, as follows: Arendt highlights the fact that determinate judgements subsume a particular under a general rule, while reflective judgement in contrast, "derives the rule from the particular" (1982:83). Through the schema, one perceives a universal in the particular, Arendt argues. Through the example, in reflective judgement one rises from the particular to the general. This requires an enlargement of mind or as Arendt puts it, an "enlarged mentality" (1982:83). Exemplary validity is achieved through the appropriate choice of the example. Arendt asks after the standards of the operation of **reflection**, and Kant's answer, she points out, is that of **"approbation and disapprobation"** (Arendt 1982:69). In other words the **formal declaration of approval or disapproval**, the 'Yes! No!' response of the subject. The criterion of judgement is its **communicability** and the standard of judgement is common sense. Arendt follows Kant in her understanding of common sense as 'community sense'. This **community sense is never private since one judges as a member of a community**. This requires an "enlarged mentality" whereby one's imagination and representative thinking enables one to "think in

the place of everybody else", Arendt argues (1982:69). Judgements are made public. Through a process of "wooing" the consent of others, one strives for an agreement or validation through public debate.

In sum:

Judgements come into their own under conditions of crisis. Through the creative ability of the imagination one is able to raise the particular to the anticipated general opinion and say "Yes" or "No" to the opinion expressed. The formal declaration of approval is validated to the extent to which it can be publicly discussed and argued for, through presenting ***reasons for the "Yes/No" response to the example***. One can only "woo" or "court" the agreement of others, Arendt argues. Here understanding and judgement are co-terminus and one creates meaning in a utilitarian world. Arendt holds that without judgment through which the world is rendered intelligible,

"the space of appearance would simply collapse. For it is by constantly pronouncing judgements that we are able to make sense of the world and ourselves. If we forfeited our faculty of judgement, through love or diffidence, we would be sure to lose our bearings in the world" (Arendt 1982:101)

The power of judgement for Arendt is grounded on the potential agreement between communicators. The dialogue, central to reflective judgment, is understood as an anticipated communication with others with whom one must ultimately come to an agreement. Opinion and judgement are held to be the most important faculties of men/women which have been neglected in philosophical and political thought, she notes.

APPENDIX 3:

INTERNATIONAL ENVIRONMENTAL AGREEMENTS WHICH MAY HAVE IMPLICATIONS FOR IDP FORMULATION

(Adapted: LA 21 South Africa www.egs.uct.za/la21)

In addition to the endorsement of:

- ✕ the 27 Principles and 40 chapters of Agenda 21 established at Rio in 1992 and the Johannesburg Declaration of Sustainable development, and;

- ✕ the WSSD Plan of Implementation of 2002,

The Department of Environmental Affairs, Agriculture and Tourism implement and monitor participation in the following legally enforceable international environmental agreements:

- ✕ Convention on Fishing and Conservation of the Living Resources of the High Seas (Geneva, 1958),
- ✕ Convention on the Conservation of the Living Resources of the south-east Atlantic (Rome, 1969),
- ✕ Convention of the Prevention of Marine Pollution by Dumping of Wastes and Other Matter (London, 1972),
- ✕ Protocol on Substances that Deplete the Ozone Layer (Montreal, 1987),
- ✕ Convention on Biological Diversity (Rio de Janeiro, 1992),
- ✕ Basal Convention on the Control of Trans-boundary Movements of Hazardous Wastes and their Disposal (1994),
- ✕ Convention to Combat Desertification
- ✕ Convention on International Trade in Endangered Species (CITES).
- ✕ FAO agreement to promote compliance with international conservation and management measures by fishing vessels on the high seas
- ✕ MOU on Antarctic Co-operation between India and South Africa

The following conventions relate to research or negotiations in which South Africa is participating in.

- ✕ The Framework Convention on Climate Change and the Kyoto Protocol;
- ✕ The Convention on Prior Informed Consent;
- ✕ The Convention on Persistent Organic Pollutants;
- ✕ The Intergovernmental Forum on Chemical Safety; and
- ✕ The Bamako Convention.

APPENDIX 4:

EXTRACT OF GUIDELINES FOR PUBLIC PARTICIPATION IN IDP'S (GUIDE 1, 2001:45-50)

9.1 EXISTING LEGAL AND POLICY FRAMEWORK

The *Constitution* stipulates that one of the objectives of municipalities is “to encourage the involvement of communities and community organisations in the matters of local government”.

The White paper on Local Government (*WPLG*) emphasises the issue of public participation. It goes into some detail on how to achieve public participation and of the role local government has to play to ensure the involvement of citizens in policy formulation and designing of municipal programmes, as well as implementation and monitoring and evaluation of such programmes. Public participation is meant to promote local democracy. While the *WPLG* emphasises that the municipalities themselves should develop appropriate strategies and mechanisms to ensure participation, some hints on how are given, such as:

- ☒ forums of organised formations (especially in the fields of visioning and on issue-specific policies, rather than on multiple policies);
- ☒ *structured stakeholder participation* in council committees (in particular in temporary issue-oriented committees);
- ☒ ***participatory action research***, with specific focus groups (for in-depth information on specific issues); and
- ☒ formation of *associations* (especially among people in marginalised areas).

There are guidelines reflected in these hints. Firstly, participation should be a structured process rather than a process of public mass meetings. Secondly, public participation should focus on certain specific processes, and is not equally useful in all fields of municipal management.

Local government is not only expected to find its own ways of structuring participation, but is expected to become active in encouraging and promoting participation, ***especially when it comes to the participation of marginalised groups and women.***

While the *MSA* defines a municipality as a “corporate entity” which consists not only of its “structures, functionaries and administration”, but also of its “communities, residents and ratepayers”, it differentiates clearly between the roles and responsibilities of the “governing structures” (which form a separate legal personality), and the communities, residents and ratepayers.

The public participation chapter of the *MSA* is guided by the principle that formal representative government must be complemented by a system of participatory

governance. Participation in the decision-making processes of the municipality is determined to be a *right* of communities, residents and ratepayers. Integrated development planning is emphasised as a special field of public participation.

The decision on appropriate mechanisms, processes and procedures for public participation is largely left to the municipality. The only prescribed participation procedures are the receipt, processing and consideration of petitions and complaints and the public notice of council meetings. No procedures are prescribed for participation in the integrated development planning process.

Municipalities are requested to create conditions for public participation and, moreover, to encourage it. The only prescribed tool for promotion of public participation, however, is the dissemination of information on mechanisms and matters of public participation, on rights and duties of residents and on municipal governance issues in general.

9.3 PRINCIPLES OF PUBLIC PARTICIPATION

- a) The elected *councils* are the *ultimate decision-making forum* on IDP's **The role of participatory democracy is to inform, negotiate and comment on those decisions**, in the course of the planning/decision-making process.
- b) Public participation has *to be institutionalised* in order to ensure that all residents of the country have an *equal* right to participate. Institutionalising participation means:
 - ☒ setting clear minimum requirements for participation procedures which apply for all municipalities by means of regulations, and
 - ☒ providing a legally recognised organisational framework.
- c) *Structured participation*: Most of the new municipalities are too big in terms of population size and area to allow for direct participation of the majority of the residents in complex planning processes. Participation in integrated development planning, therefore, needs clear rules and procedures specifying who is to participate or to be consulted, on behalf of whom, on which issue, through which organisational mechanism, with what effect.
- id) *Diversity*: The way public participation is institutionalised and structured has to provide sufficient room for diversity, i.e. for different participation styles and cultures. While there has to be a common regulatory frame for institutionalised participation in the country, this frame has to be wide enough for location-specific adjustments to be made by provinces and municipalities.
- e) *Promotion of public participation* by municipal government has to distinguish between:

- ☒ *creating conditions* for public participation, which is a *must* for all municipalities (in line with the MSA), and
- ☒ *encouraging* public participation, which *should* be done in particular with regard to disadvantaged or marginalised groups and gender equity in accordance with the conditions and capacities in a municipality.

9.4 THE FUNCTIONS AND CONTEXT OF PUBLIC PARTICIPATION IN THE INTEGRATED DEVELOPMENT PLANNING PROCESS

Participation in the integrated **development planning process** is **only one of several arenas of participatory interaction** between local government and **citizens**. Other means of ensuring participatory local government are:

- ☒ *offering people choices* between services;
- ☒ *citizen and client-oriented ways of service delivery* and public administration;
- ☒ *partnership* between communities/stakeholder organisations and local authorities in implementation of projects; and
- ☒ giving residents the right of petition and complaint and obliging municipal government to respond.

Participation in the development of municipal IDPs has to be seen within this wider context. It serves to fulfil **four major functions**:

- a) *Needs orientation*: ensuring that people's needs and problems are taken into account.
- b) *Appropriateness of solutions*: using the knowledge and experience of local residents and communities in order to arrive at appropriate and sustainable problem solutions and measures.
- c) *Community ownership*: mobilising local residents' and communities' initiatives and resources, and encouraging co-operation and partnerships between municipal government and residents for implementation and maintenance
- id) *Empowerment*: Making integrated development planning a public event and a forum for negotiating conflicting interests, finding compromises and common ground and, thereby, creating the basis for increased *transparency and accountability* of local government towards local residents.

These functions must always influence the choice of appropriate procedures and mechanisms for public participation.

9.5 TOOLS, PROCEDURES AND MECHANISMS, FOR AN INSTITUTIONALISED AND STRUCTURED PROCESS OF PUBLIC PARTICIPATION.

Structured participation is largely based on the existence of a set of organisations with certain rights in the planning process. While the organisational arrangements may differ widely in detail from area to area, the following minimum requirements have to be regulated.

- a) *Ward Committees* are the organisational framework through which communities in geographical areas can participate in the planning process.
- b) Stakeholder organisations which represent certain social, economic, gender or environmental interests have to be registered as “*Stakeholder Associations*” (at municipality level) through which they can participate in the planning process.
- ic) The council and the chairperson of the IDP Committee have to make sure that all relevant groups and all social strata are given the opportunity to be adequately represented. Unorganised groups should be represented by “advocates” (e.g. social workers, NGOs, resource persons who have done studies on such groups, etc.)
- id) All Ward Committees and Stakeholder Associations should be represented on the “*Representative IDP Forum*” which will form a formal link between the municipal government and the public. The Representative IDP Forum should be a permanent organisation which is also in charge of monitoring the performance during IDP implementation. Meetings of the IDP Forum have to be attended by the IDP Committee members and by the councillors.
- e) *IDP committees* and their technical, project/programme-related *subcommittees* or task teams may include representatives from ward committees and stakeholder associations or resource persons from civil society if the municipality considers it appropriate. Such representatives may be permanent (sub-) committee members or be invited on a temporary issue-related basis.

For category A and C municipalities different institutional arrangements will apply. Districts can build on the participation processes of the local councils within the area of jurisdiction. Metropolitan municipalities may need one additional stage of participation on a sub-metropolitan level.

9.6 GUIDELINES FOR CREATING CONDITIONS FOR PUBLIC PARTICIPATION

The MSA requires municipalities to disseminate information on processes and procedures and on matters of concern. Transforming this general requirement to the integrated development planning process means that each municipality has to follow at least the following procedures.

- a) The residents have to be informed on the integrated development planning process as a whole, and on crucial public events related to that process through:
 - ☒ public announcements (appropriate media to be determined in the “work plan”); and
 - ☒ ward committees and stakeholder associations.
- ib) Councillors have to inform the communities within the area of the ward, through a public ward-level meeting.
- ic) The Representative IDP Forum has to be involved at least once in each major stage of the drafting process.
- id) The community and stakeholder representatives have to be given adequate time (2-4 weeks) to conduct meetings or workshops with the groups, communities or organisations they represent, before the issue is dealt with by the Representative

IDP Forum. **This is to give a fair opportunity for legitimate representative participation**, but it does not necessarily involve the municipal governments in community or stakeholder level workshops.

- e) **Draft planning documents** have to be accessible for every resident, and everybody has the right to submit written comments. There must be a time period of at least four weeks for ward committees, stakeholder associations and interested groups and residents to discuss the draft document publicly, and to comment on it before the Representative IDP Forum deals with the draft.
- f) The IDP committee has to inform the ward committees and stakeholder associations on the way the comments were considered, or on reasons why they were not considered by the Representative IDP Forum, before the draft is submitted to the council for approval.
- g) Council meetings on the approval of integrated development planning must be public meetings.

9.7 GUIDELINES ON THE ENCOURAGEMENT OF PUBLIC PARTICIPATION

The municipal government, through its IDP committee and its Councillors, should use all appropriate means, above and beyond creating the necessary conditions, to encourage public participation. As it will be a struggle for most municipalities to provide the minimum conditions, and ensure the involvement of the major role-players from within municipal government, and as participation is a right but not a duty of residents, the ability to actively encourage public participation at community level will be limited in most places.

Active encouragement should therefore focus on those social groups which are not well organised and which do not have the power to articulate their interests publicly. This could mean poverty groups, or women, or specific age groups (youth, orphans, aged people). The municipality has to identify the groups and determine appropriate ways of ensuring their representation in the Representative IDP Forum.

9.8. GUIDELINES ON PHASING PUBLIC PARTICIPATION

Public participation is not equally relevant and appropriate in each stage of planning, and not all participation procedures are equally suitable for each planning step. To **limit participation costs, to avoid participation fatigue, and to optimise the impact of participation**, the mechanisms of participation will have to differ from stage to stage. The following guidelines can help municipalities to decide on appropriate tools for the right step:

Planning phase	Required intensity of participation			Mechanisms
Analysis	☆	☆	☆	<input checked="" type="checkbox"/> Community and stakeholder meeting <input checked="" type="checkbox"/> Sample Surveys <input checked="" type="checkbox"/> Opinion Polls
Strategies			☆	District level workshops of IDP committees with representatives of sector departments and selected representatives of stakeholder organisations and resource people.
Project Planning			☆	<input checked="" type="checkbox"/> Technical sub-committees with a few selected representatives of stakeholder organisations /civic society (District level IDP)
	☆	☆	☆	<input checked="" type="checkbox"/> Intensive dialogue between technical sub-committee and affected communities / stakeholders (Local level IDP)
Integration			☆	<input checked="" type="checkbox"/> By Representative IDP forum
Approval	☆	☆	☆	<input checked="" type="checkbox"/> Broad public discussion/consultation process within all community stakeholder organisations <input checked="" type="checkbox"/> Opportunity for comments from residents
Monitoring of Implementation		☆	☆	<input checked="" type="checkbox"/> By Representative IDP forum

Level of Involvement.

☆	☆	☆	High intensity: communities, stakeholders, residents, users and partners.
	☆	☆	Medium intensity: Involvement of Representative IDP Forum.
		☆	Low intensity: Small technical committees with selected representatives of the public.

APPENDIX 5:

EXTRACT OF SUSTAINABILITY FRAMEWORK STRATEGIES TABLE No. 301

Table No 3.01		SUSTAINABILITY FRAMEWORK: TOURISM, ECONOMIC DEVELOPMENT, AGRICULTURE AND POVERTY			
PRIORITY ISSUE	High levels of poverty – RELATED ISSUES (1). Underdeveloped employment opportunities (2). Under-utilisation of inland and coastal assets (3) and historical focus on beach tourism.				
KEY LOCALISED LA 21 SUSTAINABILITY GUIDELINES – LINK TO KPI'S	<input checked="" type="checkbox"/> Sustainable conservation and harnessing of natural assets <input checked="" type="checkbox"/> Combating poverty by enabling poor people to achieve sustainable livelihoods <input checked="" type="checkbox"/> Gender equity guidelines <input checked="" type="checkbox"/> Sustainable LED and poverty relief guidelines				
STRATEGY	OBJECTIVES	No	PROJECT NAME & Guideline output		CODE
S1. Develop an Integrated environmental management / sustainable livelihood development programme for entire District	<ul style="list-style-type: none">To maintain and create new jobs and income opportunities in the, agricultural, tourism and associated sectorsTo Create at least 1 500 new permanent income opportunities of which at least 1200 should be located in the rural areas with specific focus on disadvantaged groups (At least 50% women)	1	Ocean based sustainable livelihoods feasibility study one project per LM	1	SFO1
		2	Inland Sustainable livelihoods feasibility study identifying at least one project per municipality	1	SFA1
		3	Environmental management / hands on education programme for community driven ocean harvesting.	1	SFE1
		4	Community based ocean harvesting monitoring programme	2	SFM1
		5	Environmental management / hands on education programme for community driven agricultural enterprises for sustainable livelihoods	1	SFE2
		6	Community based agricultural enterprises monitoring programme	2	SFM2
S2. Maintain and improve coastal belt with the simultaneous identification and development of tourism products based on environmental assets	<ul style="list-style-type: none">To maintain and increase the current share of domestic tourism by 1%	7	Significance assessments for tourism trails as per SEA and Coastal Management Plan of 2000	1	SFT1
		8	Archaeological significance assessments and management programme between local municipalities as per SEA and Coastal Management Plan of 2000	1	SFT2

Table No 3.01		SUSTAINABILITY FRAMEWORK: TOURISM, ECONOMIC DEVELOPMENT, AGRICULTURE AND POVERTY				
PRIORITY ISSUE		Under utilisation and poor management of inland and coastal assets – RELATED ISSUES (1). High levels of poverty (2) Undeveloped employment opportunities				
KEY LOCALISED LA 21 SUSTAINABILITY GUIDELINES – LINK TO KPI'S		<input checked="" type="checkbox"/> Sustainable conservation and harnessing of natural assets <input checked="" type="checkbox"/> Gender equity guidelines				
STRATEGY		OBJECTIVES		No	PROJECT NAME & Guideline output	CODE
S3 Integrate the use of open space across the district		<ul style="list-style-type: none">To develop an open space system linked to catchment management and facilitate an appropriate working for water programme (At least 50% women)Linked - To create a “sense of place”		9.	Commission a detailed State of Environment Assessment in order to develop a district-wide open space system based linked to catchment management (Incorporate catchments, open spaces, ecologically sensitive areas, wetlands heritage and cultural resources,)	1 SF1
				S4 Develop an appropriate Conservation and Rehabilitation Programme		<ul style="list-style-type: none">To manage natural assets appropriatelyTo maintain and create new jobs and income opportunities in the associated sectors, (At least 50% women) To create a “sense of place”

Table No 3.01	SUSTAINABILITY FRAMEWORK: TOURISM, ECONOMIC DEVELOPMENT, AGRICULTURE AND POVERTY			
PRIORITY ISSUE	Decline in amenity – RELATED ISSUES (1). Barriers in accessing resources (2) Inappropriate storm water and wetland management (3) Poor management of inland and coastal assets (dunes, wetlands, alien invasive vegetation)			
KEY LOCALISED LA 21 SUSTAINABILITY GUIDELINES – LINK TO KPI'S	<input checked="" type="checkbox"/> Sustainable barrier free access <input checked="" type="checkbox"/> Sustainable core infrastructure maintenance <input checked="" type="checkbox"/> Sustainable amenity development <input checked="" type="checkbox"/> Harnessing of natural assets <input checked="" type="checkbox"/> Gender equity guidelines			
STRATEGY	OBJECTIVES	No	PROJECT NAME & Guideline output	CODE
S5 Create a sense of place throughout the district	☞ To redress the poor levels of amenity	15	Tree planting pilot programmes (One per Municipality)	SF7 1
	☞ To redress the access barriers of the past	16	District wide solutions for storm water management impact on tourism sector programme	SF11 1
	☞ To redress the impact of poor storm water management on amenity and core tourism attractions.	17	Develop a programme to enhance aesthetic attributes of the district (e.g., guidelines on visual amenity, dune management, vegetation planting, upgrading of settlements	SF8 2
		18	Alien invasive plant removal programme	SF9 2
		19	Establish appropriate access to beaches and inland amenities	SF 10 2

Table No 301		SUSTAINABILITY FRAMEWORK: TOURISM, ECONOMIC DEVELOPMENT, AGRICULTURE AND POVERTY			
PRIORITY ISSUE	Poorly co-ordinated agricultural development and inappropriate pesticide, medicinal plant usage.				
KEY LOCALISED LA 21 SUSTAINABILITY GUIDELINES – LINK TO KPI'S	<input checked="" type="checkbox"/> Sustainable harnessing of natural assets <input checked="" type="checkbox"/> Gender equity guidelines <input checked="" type="checkbox"/> Poverty alleviation and LED guidelines				
STRATEGY	OBJECTIVES	No	PROJECT NAME & Guideline output		CODE
S6 Promote sustainable agricultural development	<ul style="list-style-type: none">To co-ordinate an agricultural development programmeTo promote access to land for potential small scale farmersTo promote sustainable soil and pesticide management in the district.To promote the use of indigenous medicinal plants in redressing the economic imbalances of the past.To strive to ensure that the access to needs of small-scale farmers are addressed so that they can become economically empowered.	20	Initiate Agricultural Development Forum	1	SFA2
		21	Develop data base of potential small scale farmers/willing sellers	1	SFA3
		22	Develop appropriate agricultural development skills transfer programmes	1	SFA4
		23	Develop range of pilot “good practice/soil & pesticide management / agricultural projects”	1	SFA5
		24	Develop “good practice grazing” management programme	1	SFA6
		25	Enter into agreements with Traditional Authorities and healers on sustainable harvesting of muthi plants	1	SFA7
		26	Establish indigenous/muthi plant nursery	1	SFA8
		27	Upgrade and maintain access roads as called for by small cane growers- (shown on Map No 7)	1	SFI1
		28	Upgrade and maintain access roads as called for by medium scale cane growers - (shown on Map No 7)	1	SFI2

Table No 3.01	SUSTAINABILITY FRAMEWORK:				
	LAND AND HUMAN SETTLEMENT DEVELOPMENT				
PRIORITY ISSUE	Poorly co-ordinated agricultural development and inappropriate pesticide, medicinal plant usage RELATED ISSUES (1) Environmental degradation and associated health risk.				
KEY LOCALISED LA 21 SUSTAINABILITY GUIDELINES – LINK TO KPI'S	<input checked="" type="checkbox"/> Sustainable harnessing of natural assets <input checked="" type="checkbox"/> Gender equity guidelines <input checked="" type="checkbox"/> Poverty alleviation and LED guidelines				
STRATEGY	OBJECTIVES	No	PROJECT NAME & Guideline output		CODE
S7. Establish a integrated Land Use Management System which is user friendly, tourist, community and environmentally sensitive	<ul style="list-style-type: none"> To strategically harness environmental resources and reduce health hazards by 10% p.a. To empower citizens of Ugu in the appropriate management of land. To develop sustainable waste management and recycling systems 	29	Establish an integrated Admiralty Reserve, off road vehicle, landscape, bird, medicinal plant, wetland, whale and dolphin watching management approach	1	SFL1
		30	Establish District Wide Land Use Management Forum	1	SFT3
		31	Establish district wide LUM's research and capacity building programme	1	SFL2
		32	Barrier free access, gender equity and needs of people with disabilities integration project linked to Land Use Management policy and agreements.	1	SFL3
		33	Initiate appropriate burrow pit location study	1	SF14
		34	Commission appropriate land-fill site study, waste management and recycling programmes	1	SFI5
S8 Promote sustainable infrastructure development	<ul style="list-style-type: none"> To strategically harness environmental resources and reduce health hazards by 10% p.a. To improve the level of monitoring and maintenance of key resources, buildings and infrastructure 	35	Develop district wide agreements on appropriate road maintenance, waste removal and building standards	1	SF16
		36	Establish an appropriate, district wide monitoring and maintenance programme	1	SFI7

APPENDIX 6:

EXTRACT OF DETAILED PROJECT SHEETS

Project Title:		Alien invasive plant removal project																CODE		SF:7a							
Location Description:		District Wide																									
Priority Issues Addressed:		Degraded environment and "lack of a sense of place"																									
Municipal Level Objectives Addressed:		To provide sustainable infrastructure/ environment and "sense of place " for economic and tourism development																									
Strategy Contributed to:		Create a sense of place throughout the district																									
Project Objective: (What will this project contribute to the municipal level objective?)(Why do this Project?)										Project Indicators: (How to measure the achievement of the project objective)																	
To manage alien invasive plants at key tourism sites, routes and economic development locations										1.Successful alien invasive clearance in key tourism/ economic development areas. 2. Providing at least 200 temporary jobs p.a. 3. At least 50% allocation of the 200 jobs filled by poverty stricken women.																	
Outputs / Deliverables		Responsible Agency/Person						Timing																			
								2002		2003			2004			2005			2006								
								Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4		
1. Alien vegetation management at key tourism sites, routes and economic development locations		1. DM/LM - Co-ordination																									
1.1 Public / Private "adopt a section of road"- Partnership		2.Private sector/ Chamber of Commerce																									
1.2 Local – alien plant management capacity building		3.Private sector agent (PDI)																									
1.3 Indigenous vegetation replacing removed aliens		4. .Private sector agent -(PDI)																									
Costs Indicate Estimated Capital and Operational Costs		Budget Estimates					Source of Finance																				
		2002	2003	2004	2005	2006																					
1.1.1 Public /Private agreement – advertising/publicity (OB)		R2,000					1. DM/ Private Sector/ DEAT																				
1.2.1 Training material preparation (OB)		R10,000					2. DM / Private Sector/ DEAT/DWAF- "Working for Water"																				
1.2.2 Training		R100,000	R100,000	R50,000	R20,000	R20,000	3. DM/ Private Sector/ DEAT/DWAF – "Working for Water"																				
1.2.2 Clearance equipment chemicals (CB)		R20,000	R20,000	R20,000	R20,000	R20,000	4. DM/ Private Sector/ DEAT/DWAF – "Working for Water"																				
1.3.1 Indigenous plant nursery development (CB)		R100,000	R50,000	R50,000	R50,000	R50,000	5. DM/ Private Sector/ DEAT/DWAF – "Working for Water"																				
1.3.2 Removal and replacement programme (OB)		R100,00	R200,000	R300,000	R300,000	R300,000	6. DM/ Private Sector/ DEAT/DWAF – "Working for Water"																				
COST: Operational R1,480,000 ; Capital -R400,000		R330,000	R350,000	R420,000	R390,000	R390,000	TOTAL COST R1,880,000																				

Project Title:	Sustainable agricultural development										CODE	SFA: 8							
Location Description:	District Wide																		
Priority Issues Addressed:	Lack of economic opportunity and unemployment																		
Municipal Level Objectives Addressed:	Create at least 1 500 new permanent income opportunities of which at least 1200 should be located in the rural areas with specific focus of disadvantaged groups																		
Strategy Contributed to:	Promote sustainable agricultural development																		
Project Objective: (What will this project contribute to the municipal level objective?)(Why do this Project?)						Project Indicators: (How to measure the achievement of the project objective)													
1. To create job opportunities through diversifying agricultural development throughout the district						1.At least 1200 new jobs in the rural areas with a specific focus on PDI 2. At least 50% allocation of the1200 jobs filled by poverty stricken women.													
Outputs / Deliverables	Responsible Agency/Person	Timing																	
		2002	2003			2004			2005			2006							
		Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
1. Sustainable agricultural development in the Ugu District	1. DM / LM/DOT/Private farmers & small scale farmers																		
1.1 Sustainable Agricultural Forum	DM –co-ordination, stakeholders , DEAA, DoT, DLA,SA,DEAT,TA																		
1.2 Data base of small scale farmers- willing sellers	Small scale farmers, DM																		
1.3 Agreements with traditional Authorities and Healers	DM,TA, Traditional Healers																		
1.4 Appropriate agricultural skills transfer	Private sector farmers, service providers, DEAA, DoT, SA																		
1.5 "Good Practice" programmes	DEAA, Cedara, UDN, DEAT, IDC donors, World Bank																		
Costs: Estimated Capital and Operational Costs	Budget Estimates					Source of Finance													
	2002	2003	2004	2005	2006														
1.1 Strategic, action based Forum with a secretary	R5,000	R5,000	R5,000	R5,000	R5,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK													
1.2 Develop data base of all potential farmers/sellers in district	Internal					DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK													
1.3 Agreements with TA	R50,000	R50,000				DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK													
1.3.1Agreements with traditional healers on muti plant harvesting	R1,000	R1,000	R1,000	R1,000	R1,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK													
1.4.1 Development of training materials	R5,000	R5,000	R5,000	R5,000	R5,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK													
1.4.2 Hands on training programme	R200,000	R200,000	R200,000	R200,000	R200,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK													
1.5.1 Good practice data base	R50,000	R50,000	R1,000	R1,000	R1,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK													
1.5.2 Good practice soil management programme	R100,000	R100,000	R100,000	R100,000	R100,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK													
1.5.2 Good practice grazing programme	R100,000	R100,000	R100,000	R100,000	R100,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK													
1.5.2 Local Market access programme	R50,000	R50,000	R50,000	R50,000	R50,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK													
1.5.3 Niche market export market programme	R50,000	R50,000	R50,000	R50,000	R50,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK													
1.5.4 Land legal: at least on e farm per municipality p.a	R1,000,000	R1,000,00	R1,000,000	R1,000,000	R1,000,000	DM/LM, DEAA,DEAT, DOT,DLA,IDC,LAND BANK													
COST :	R1,611,000	R1,611,000	R1,611,000	R1,611,000	R1,611,000	TOTAL COST R8,055,000													

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