



ENVIRONMENTAL PLANNING: INTEGRATION AND COORDINATION FRAMEWORK

ENVIRONMENTAL MANAGEMENT UNIT



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ENVIRONMENTAL PLANNING: INTEGRATION AND COORDINATION FRAMEWORK

1. INTRODUCTION



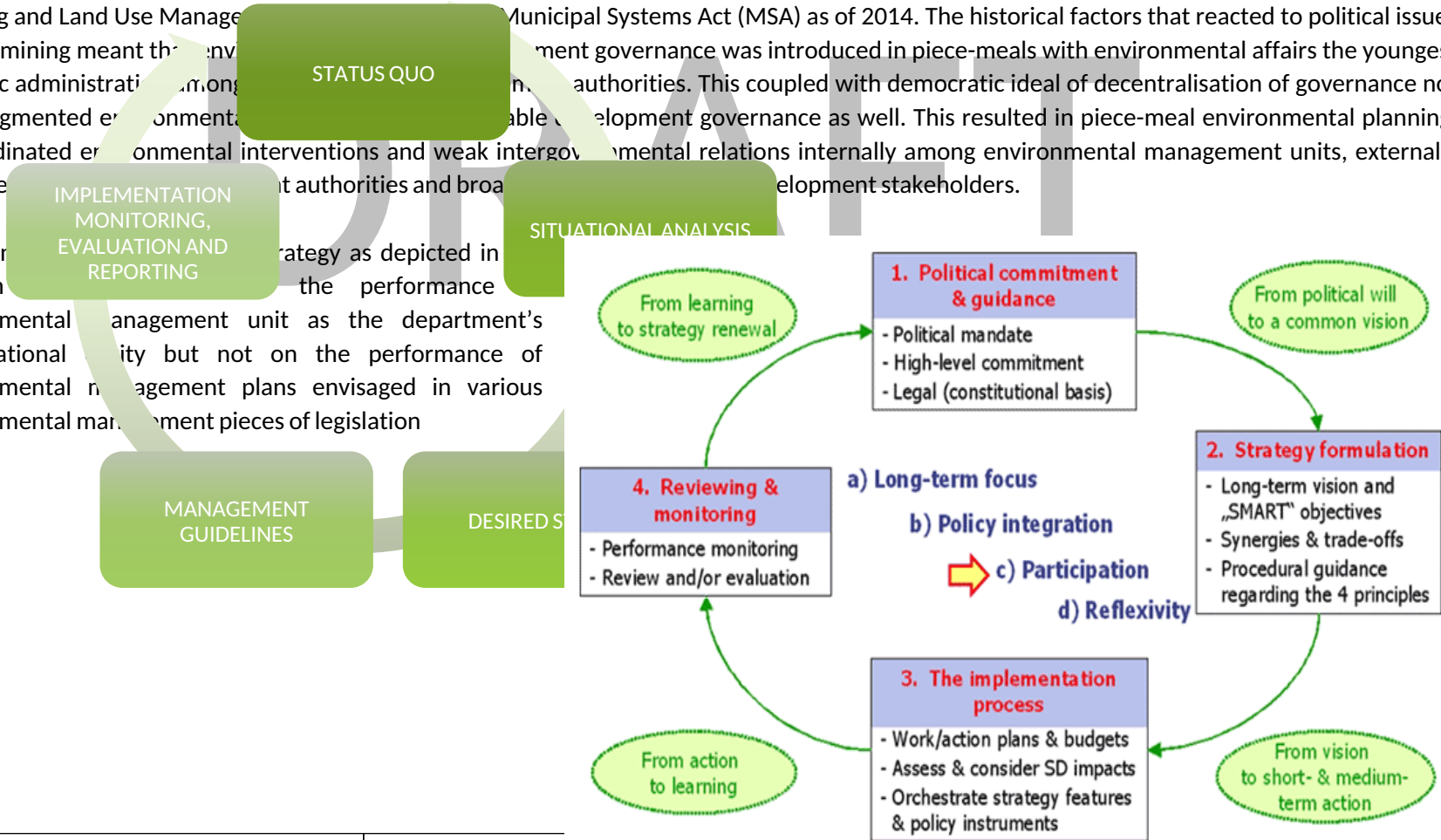
political vehicle that makes decisions for the people of this country.

The Republic of South Africa (RSA) has adopted sustainable development as the environmental management approach. RSA ratified international agreements from United Nations Conference Conventions such as Rio Declaration, Joburg Plan of Action and Rio +20's Future We Want. It has made sustainable development a human right as section 24 of the RSA Constitution Act of 1996 and implemented through National Environmental Management Act (NEMA) of 1998. RSA in NEMA defines sustainable development as "the integration of social, economic and environmental factors into planning, implementation and decision-making so as to ensure that development serves present and future generations." Environmental Affairs has broad intricately linked functions that include managing government in delivering environmental services delivery systems to ensure that the people of the province enjoy environmental rights as espoused in the Bill of Rights of the RSA Constitution Act, managing the ecological infrastructure in a manner that it delivers the ecosystem services for the current and future generations, and lastly it manages the performance environmental governance systems as

2. PROBLEM STATEMENT

Environmental management in the country and province is structured following functional approach of organisational models that includes planning, organising, leading and control. Sustainable development advocates integration of economic, social and environmental as well as governance factors into development management. With the advent of democratic order in the Republic of South Africa, decentralisation of governance became a tool of ensuring transparency, inclusivity and other democratic ideals. Decentralisation is contrary to the sustainable development integration ideal, the democratic institutional arrangement for sustainable development implementation leads to disintegrated sustainable development governance and it continues to be broken down; the case in point is the separation of local government development planning which is now regulated by Spatial Planning and Land Use Management and Planning Municipal Systems Act (MSA) as of 2014. The historical factors that reacted to political issues such as mining meant the environment management governance was introduced in piece-meals with environmental affairs the youngest of public administrative functions among the national authorities. This coupled with democratic ideal of decentralisation of governance not only fragmented environmental management but also sustainable development governance as well. This resulted in piece-meal environmental planning, uncoordinated environmental interventions and weak intergovernmental relations internally among environmental management units, externally among environmental management authorities and broader development stakeholders.

The more... strategy as depicted in diagram... the performance... environmental management unit as the department's organisational... but not on the performance of environmental management plans envisaged in various environmental management pieces of legislation



The fragmentation of sustainable development governance means disintegrated planning, decision-making and implementation and it does not facilitate effective sustainable development implementation. The country has realised the problem and has adopted cooperative government captured in the RSA Constitution Act, Intergovernmental Relations Framework Act (IGRFA) of 2000 and NEMA chapter 3. The problem in environmental management is implementation of cooperative environmental governance systems provisions located in the various pieces of legislation and is not necessarily enforceable.

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Table 1: SUMMARY OF ENVIRONMENTAL LEGISLATION AND INSTITUTIONAL ARRANGEMENT

ENVIRONMENTAL MANAGEMENT ISSUES	POLICY	INTERVENTIONS	INTERGOVERNMENTAL RELATIONS ARRANGEMENT	MONITORING	EVALUATION AND REPORTING
DISCIPLINE /INTEGRATION INSTRUMENTS	NATIONAL ENVIRONMENTAL MANAGEMENT ACT	INTERGRATED ENVIRONMENTAL PROGRAMME [IEP]	PROVINCIAL COMMITTEE FOR ENVIRONMENTAL COORDINATION [PCEC]	ENVIRONMENTAL IMPLEMENTATION AND MANAGEMENT PLAN [EIMP]	PROVINCIAL ENVIRONMENT OUTLOOK REPORT
Air quality management	National Environment Management: Air Quality Act	AQMPs	Air quality officers forum Environmental health forums	AQMP Action plan indicators	AQM chapter: based on ambient air quality status quo and outlook
Climate change management	National Climate Change Policy	CCRS	Climate Change Council AWG	CCRS action plan indicators	Climate change management chapter: based on climate change status quo and outlook
Coastal management	National Environment Management: Integrated Coastal Management Act	Coastal management plans and estuary management plans	National, provincial and municipal coastal committees	CMP action plan indicators	Coastal management chapter: based on state of coast report
Biodiversity management	National Environment Management: Biodiversity Act	Bioregional plans and biodiversity management plans	Biodiversity management forums	BRP action plan indicators	Biodiversity management chapter: based on state of biodiversity reports
Pollution, waste and chemicals management	National Environment Management: Waste Act	Integrated waste management plans and hazardous chemicals management plans	Waste officers forum	IWMP & other action plans indicators	Waste management chapter: based on state of waste management and outlook report

Invasive alien species management	National Environment Management: Biodiversity Act	Invasive alien species monitoring, control and eradication plan	Biodiversity management forums	Action plan indicators	Biodiversity management chapter: based on state of biodiversity reports
Protected areas management	National Environment Management: Protected Areas Act	Protected areas management plans	Biodiversity management forums	Action plan indicators	Biodiversity management chapter: based on state of biodiversity reports
Water resource management	National Environment Management: National Water Act	Water resource management plans	Catchment management forums	Action plan indicators	Water resource management chapter: based on state of terrestrial and marine ecosystems reports
Development management	KZN Development and Planning Act	IEM TOOLS [SEMP/EMP/DIRECTIVES]	IDP forums, Planning Law Forum and EMI forums	Action plan indicators	Governance status quo and outlook report

3. METHODOLOGY

The development of strategy followed the methodology outlined below:

Step 1: Problem analysis and definition: Based on observation, informal discussions, policy and literature review, the problem of elusive integration and cooperative government in environmental management was analysed and was an important input if formulating problem statement as outlined in section 2 this document.

Step 2: Existing policy strengths and weaknesses: analysis of the legislations and implementation tools provided for in the legislation were also analysed at a high-level and assisted in compiling section 5 of the document

Step 3: Selecting suitable solution: having evaluated the policy implementation tools as discussed below, the selected was solution was to formulate the strategy for internal cooperation among the environmental units within the department and it public entities that will ensure integrated environmental planning, coordinated intervention efforts, efficient and cost-effective environmental reporting as well as cooperative environmental governance.

4. PURPOSE OF THE STRATEGY

The purpose of the environmental planning integration and coordination framework, first, is to establish the basis on which the different planning units in environmental management formulate their operational plans and execute their implementation plans. Secondly, the framework aspires to

integrate the specific environmental planning into a broader and tactical-level framework that is user-friendly to the development planning authorities. Thirdly, the framework seeks to coordinate environmental governance to ensure efficiency and effectiveness of environmental programme as well as coordinated accountability for the resources allocated to the environmental programme. Fourthly, the framework endeavours to coordinate interventions at implementation for synergised output and efficient and efficient resource utilisation. Lastly, the strategy attempts to identify the areas and cooperation with other environmental managing authorities with aim of designing lasting intergovernmental protocols that include national government departments as well public entities. ***The framework is solely based on the current mandates and responsibilities and is not assigning new mandates but seeks to coordinate environmental management through integrated planning, monitoring, interventions and reporting.***

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5. AVAILABLE POLICY AND THEORETICAL TOOLS

5.1 THEORY: A Springer-Verlag book: Governance as a Trialogue: Government-Society-Science in Transition Trialogue, Turton *et al* and customised definition of environmental governance “is the process of informed decision-making that enables trade-offs between competing users of a given resource so as to balance protection with beneficial use in such a way as to mitigate conflict, enhance equity, ensure sustainability and hold officials accountable (Turton et al, 2007b).

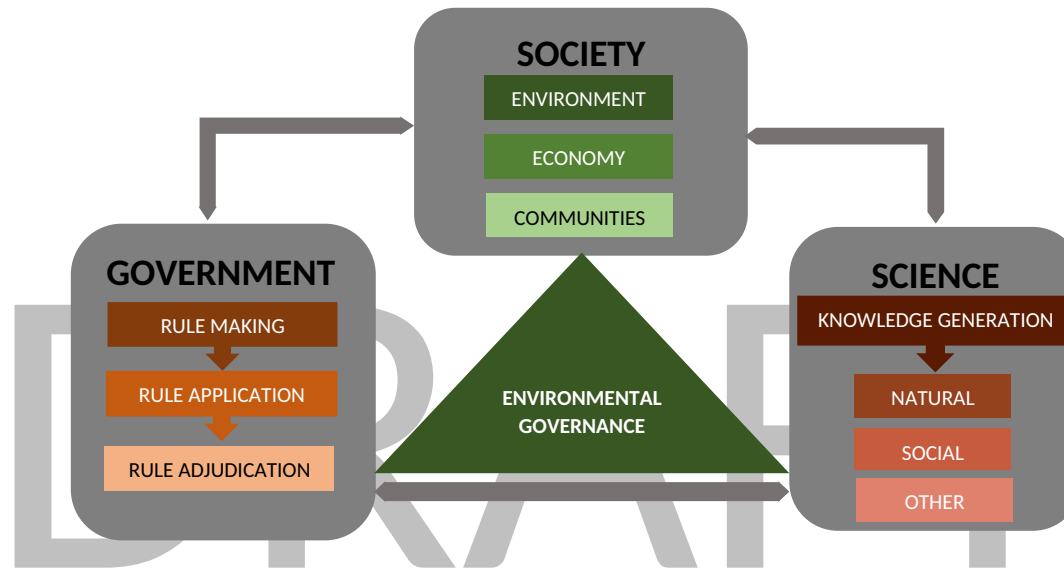


Figure 4: turton's environmental governance interfaces model

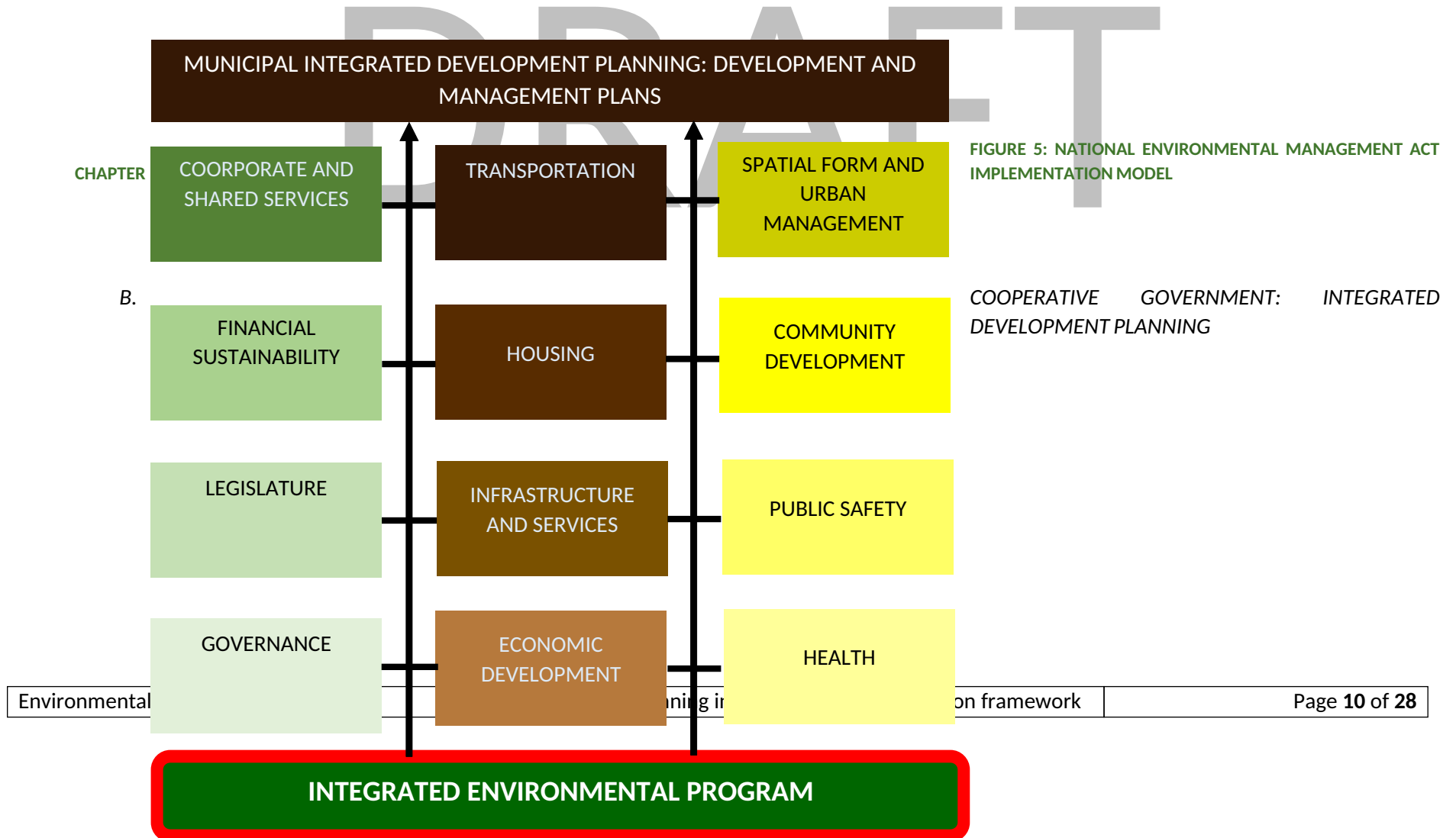
5.2 LEGISLATION:

A. COOPERATIVE GOVERNMENT: ENVIRONMENTAL PLANNING BASED ON CONTINUOUS IMPROVEMENT MODEL



Environmental Implementation and Management Plan (EIMP) is provided for in NEMA, chapter 3, section 11 to ensure that all the development management policies, programs, plans and processes (PPPP) that potentially have detrimental effects on the environment are assessed and proper environmental management guidelines are factored into development PPPP's implementation frameworks. It also serves to ensure that all environmental management policies, programs, plans and processes are assessed for socio-economic impact and proper development management guidelines are factored into implementation into environmental PPPP's implementation frameworks.

Key issue: This solution has compliance enforceability limitations.



Environmental discipline-specific planning requirements are located in various pieces of legislation as summarised in table 1 above, and the responsibility to plan for the environment is shared amongst three spheres of government. To overcome the problem of having large number of environmental plans attached to the municipalities' integrated development plans (IDPs) provided for in Municipal Systems Act (MSA), MSA regulations provide for Integrated Environmental Program (EIP) which aims to consolidate at a high-level environmental planning so as to facilitate effective and coordinated municipal environmental mandate implementation.

Key issue: The solution requires strong intergovernmental relations to outline cooperation protocols which are challenging when the mandate is national rather than provincial.

C. COOPERATIVE GOVERNMENT: INSTITUTIONAL ARRANGEMENT

Institutional arrangement legislative provisions for environmental governance for each environmental discipline are located in various discipline-specific pieces of legislation as summarised in table 1 above. In an attempt to coordinate the activities of the various environmental cooperative governance institutions, the KwaZulu-Natal Office of the Premier through provincial EXCO resolution established Provincial Committee for Environment Coordination (PCEC) following IGRFA provisions. The committee serves as a link amongst various actors within the province and the national IGR structures.

Key issue: the solution requires Office the Premier to run facilitate the structure and the department to provide content, a model that is not successful up to this point.

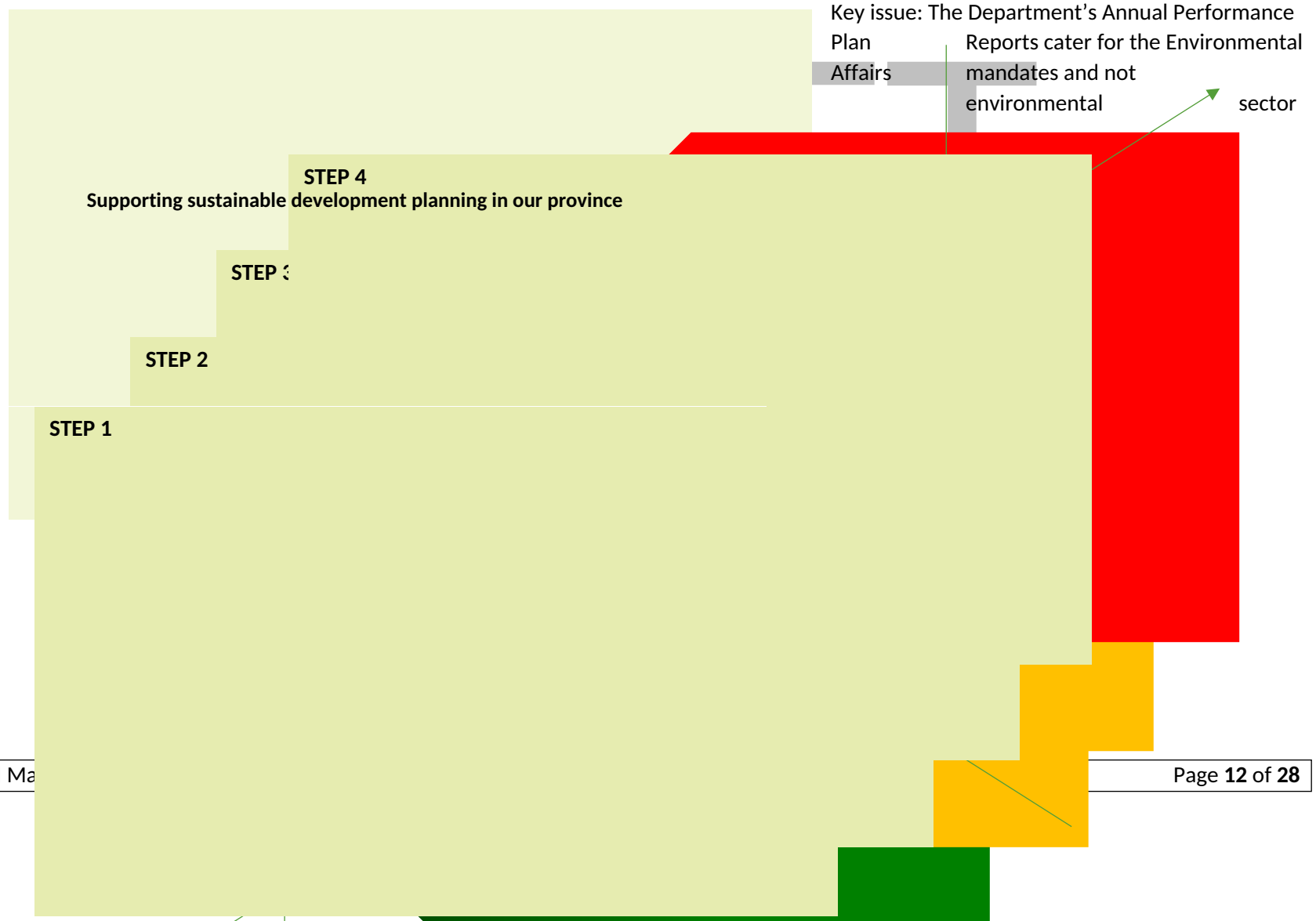
D. COOPERATIVE GOVERNMENT: GOVERNANCE PERFORMANCE MONITORING

Provisions are made for the monitoring of the performance of cooperative environmental government systems are provided for in chapter 3 of NEMA in the form of Environmental Implementation Plan, the performance of environment as an ecosystems is provided in various pieces of environmental legislation, and performance of Environmental Affairs is a mandate of the Presidency under Department of Performance Monitoring And Evaluation where Environmental Affairs has the reporting responsibilities on Outcome 10 Delivery Agreement. These monitoring frameworks intricately overlap and as such are perceived as redundant multiple reporting.

Key issue: The Department's Budgets cater for the Environmental Affairs plans and not environmental sector plans. Example, the MEC is responsible for the environmental management in the province and keeps environmental information that affects the province but has no clear legal jurisdiction on water management.

E. COOPERATIVE GOVERNMENT: ENVIRONMENTAL REPORTING

The Environment Outlook Report consolidates discipline-specific environment monitoring programs reports. The Annual EIMP Compliance Report monitors the action plan of the provincial EIMP which implements environmental cooperative government. Outcome 10 Delivery Agreement quarterly reporting monitors the performance of the Ministry of Environmental Affairs as the environmental services delivery authority. These are intricately linked and causes a lot of confusion due to inconsistent reporting, that is different statistics for the same issue is reported.



mandates.

5.3 SUSTAINABLE DEVELOPMENT IMPLEMENTATION PROCESS: KZN PROVINCE

Sustainable development is an approach to environmental management that has been adopted by the country and is implemented through various legislations including environmental management legislation. Agenda 21

6. ENVIRONMENTAL PLANNING: IMPLEMENTATION FRAMEWORK STRATEGY

6.1 ENVIRONMENTAL PLANNING VISION

To implement the environmental management programme in an informed and coordinated manner for the enhancement of enjoyment of the environment right espoused in the constitution of the republic.

6.2 ENVIRONMENTAL PLANNING GOALS

Goal 1: to have coordinated environmental planning system that will streamline the efforts of the environmental branch at management, implementation and decision-making levels.

Goal 2: to have functional intergovernmental structure that serve as an efficient and effective vehicle for consultation of environmental stakeholders in formulation of environmental policies.

Goal 3: to have effective and efficient environmental reporting regime culminating into environmental outlook report in compliance with access to information right.

Goal 4: to implement a stakeholder-relevant and results-driven integrated environmental management programme in the district municipalities of KwaZulu-Natal.

Goal 5: to implement a budgeting system that resources the environmental management program of action as informed by national, provincial and local governments programs of action.

6.3 ENVIRONMENTAL PLANNING VALUES

- Democracy
- Transparency

- Equity and justice
- Cooperative governance
- Sustainable development
- Integrated planning and decision-making
- Coordinated support

6.4 ENVIRONMENTAL PLANNING ISSUES

- 6.4.1 uncoordinated environmental planning
- 6.4.2 uncoordinated intra-/intergovernmental planning
- 6.4.3 uncoordinated environmental reporting
- 6.4.4 uncoordinated resource allocation
- 6.4.5 no clear environmental management programme of action that is understood by the actors that are supposed to implement it.

6.5 STRATEGY SCOPE

The strategy shall apply to all units under the environmental management branch. The heads of units shall be responsible for the management and implementation of the strategy.

6.6 ENVIRONMENTAL PLANNING INTEGRATION FRAMEWORK

A. *POLICY STATEMENT*: The specific environmental management plans must satisfy the requirements of applicable legislations as well as requirements of this strategy. The strategy is applicable to all disciplines of environmental management under the MEC responsible for Environmental Affairs. The head of discipline is responsible for the development, implementation and maintenance of the specific environmental plan applicable to the discipline. The head of environmental planning, governance and information management is responsible for the development, implementation and maintenance of integration policies, programs, plans and processes insofar as environmental inter-disciplinary matters are concerned.

Table 2: Specific environmental management plans provided for in environmental policies

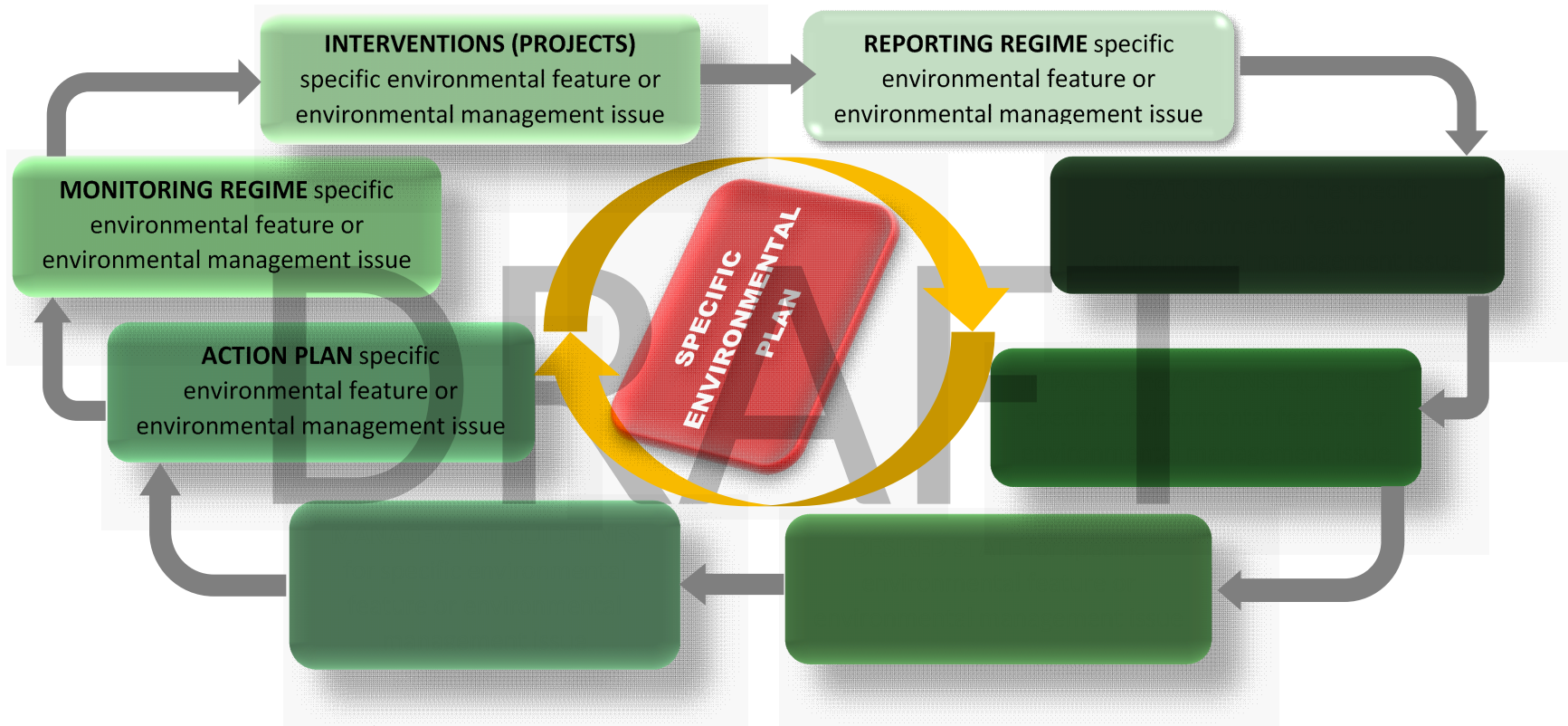
Heads of Disciplines	Plan
Air quality management	Provincial air quality management

Biodiversity management	Provincial biodiversity management framework
Climate change management	Provincial climate change strategy and action plan
Coastal management	Provincial coastal management plan
Compliance monitoring and enforcement	Provincial compliance monitoring and enforcement strategy and action plan
Empowerment and advisory services	Provincial environmental Education, awareness and capacity building strategy and action plan
Environmental impact management	Environmental impact management strategy and action plan
Environmental planning, governance and information management	Integration plans: Provincial integrated environmental planning integration and coordination framework and action plan
Invasive and alien species management	Invasive and alien species monitoring, eradication and control plan
Pollution, chemicals and waste management	Provincial Pollution, chemicals and waste management plan

B. PROCESSES

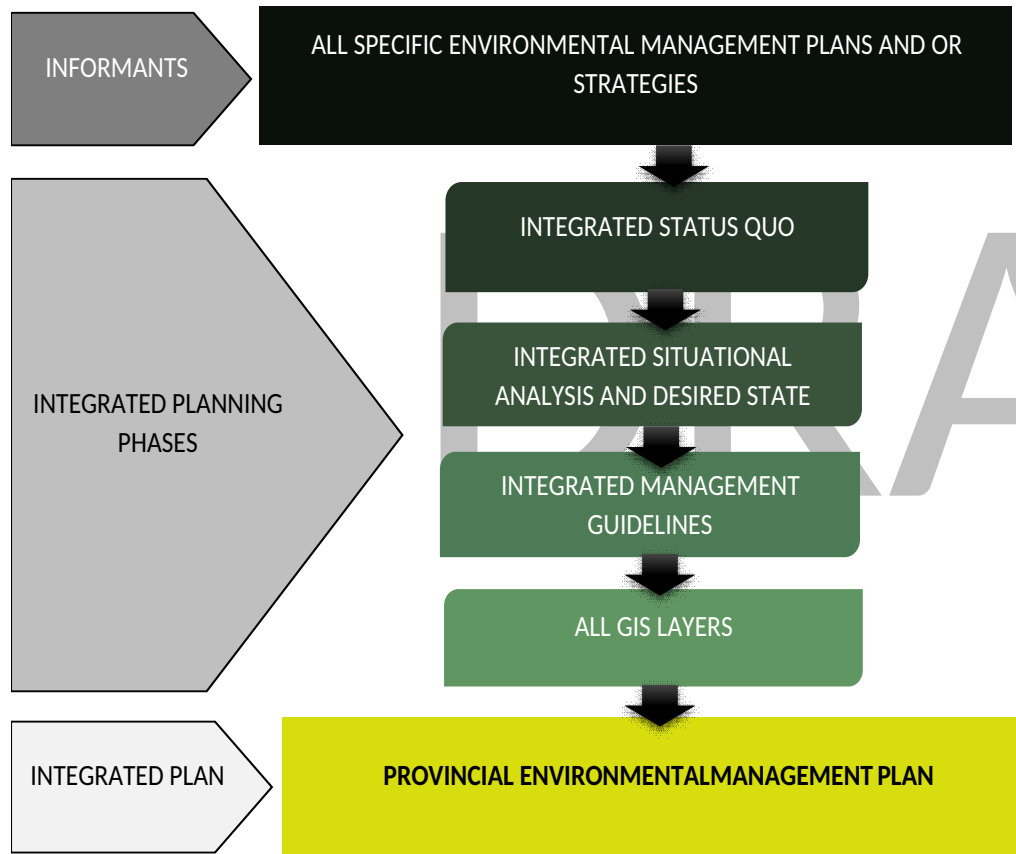
B1. Planning process and contents of plans

- i. *Status quo*: Each plan shall establish the status quo of the specific environmental issue of environmental management.
- ii. *Impacts and consequences*: each plan shall outline significant adverse impacts, aggravating human activities and consequences on the environment
- iii. *Desired state*: the plan shall describe the desirable state of the environmental issue of management and desired outcomes.
- iv. *Management guidelines*: the plan shall contain issue management guidelines mapping the way from status quo to desired state
- v. *Action plan*: the plan shall have comprehensive action plan that listing objectives, describing indicators, outlining tasks, apportioning roles and responsibilities, allocating resources, setting timeframes and managing review of the plan.
- vi. *Monitoring regime*: the monitoring plan based on continuous improvement



- vii. *Interventions and/or projects*: the interventions on process issues as well as on outcomes issues that may be necessary to implement the plan or take the plan towards desired outcomes.
- viii. *Reporting regime*: reporting shall include annual monitoring reports of a governance process or environmental outcome as well as the periodic states of environment reports that shall contribute to environment outlook report.
- ix. *Technology*: the GIS interactive tool for each plan.
- x. *Maintenance regime*: each plan shall be reviewed after the completion of the environment outlook chapters and prior to the publishing of the environment outlook report

B2. Integration process



B2.1 PROVINCIAL ENVIRONMENTAL MANAGEMENT PLAN

The plan be made up of the content requirements envisaged in NEMA, chapter 3 provisions as well as the following, taken from plan in table 1 above:

- Consolidated summary status quo of each environmental feature and/or environmental management issue/priority.
- Consolidated summary impacts and/or consequences for each environmental feature and/or environmental management issue/priority
- Consolidated summary desired state of each environmental feature and/or environmental management issue/priority.
- Consolidated management guidelines for impacts and/or consequences for each environmental feature and/or environmental management issue/priority
- GIS interactive tool of the plan

B2.2 PROVINCIAL INTEGRATED ENVIRONMENTAL PROGRAMME

The programme shall be made up of interventions and/or projects sourced from each specific environmental management plan. The programme shall be reviewable after the conclusion of resource prioritisation and allocation process of environmental management branch.

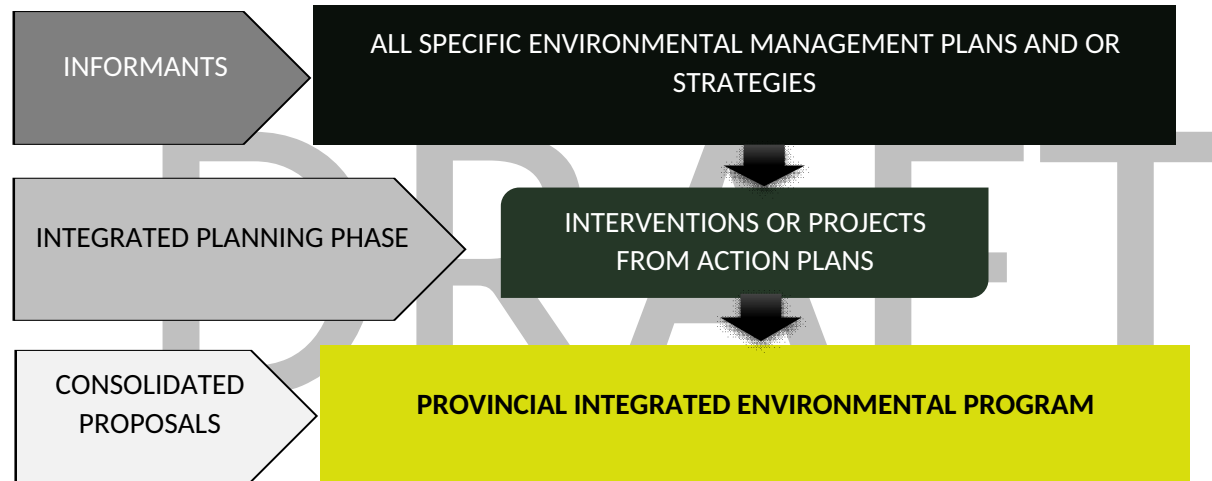
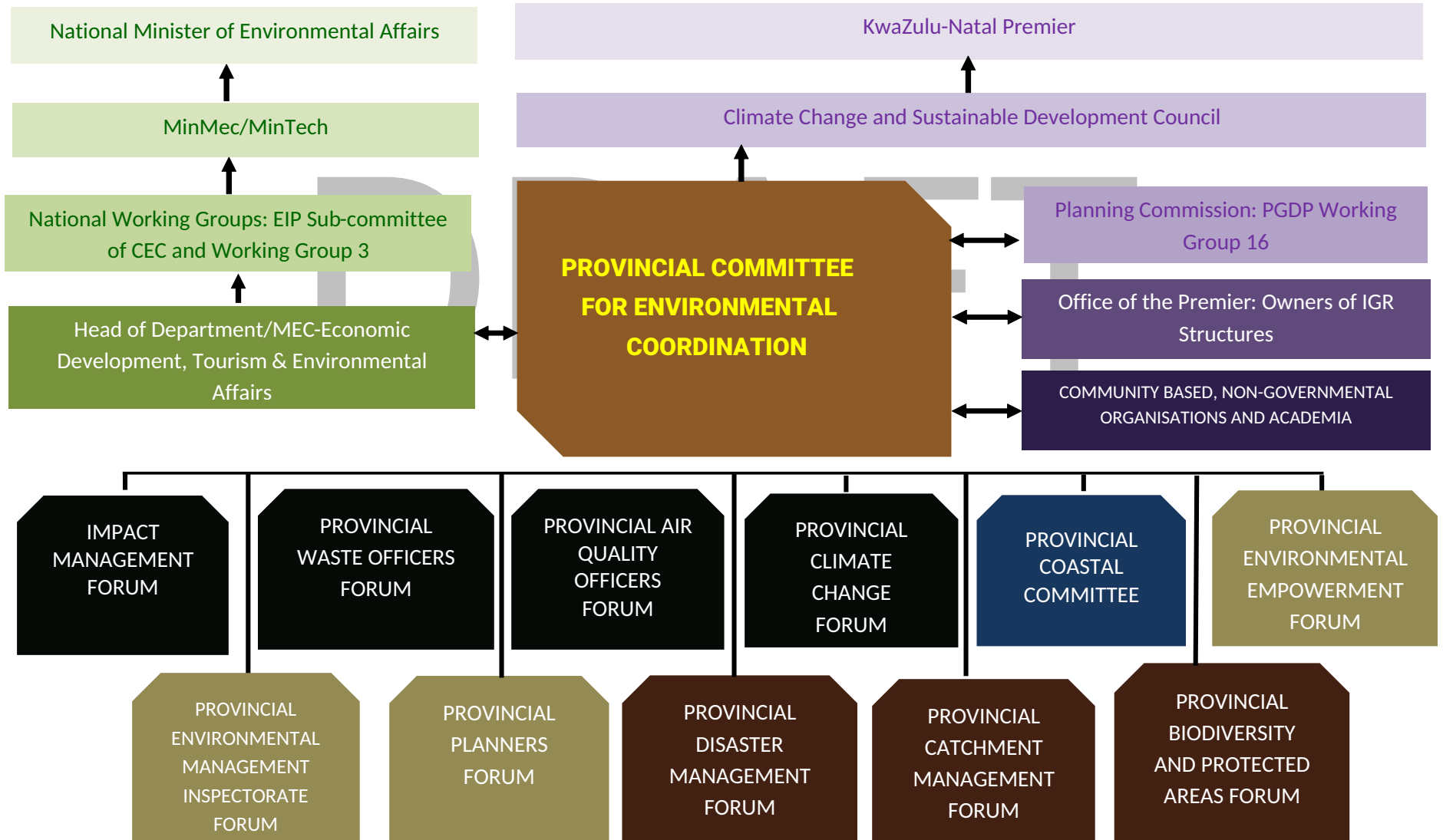


Figure 4: provincial integrated environmental program

B2.3 PROVINCIAL COMMITTEE FOR ENVIRONMENTAL COORDINATION

The committee shall be run as per approved Terms of Reference. The content of the PCEC meetings shall be provided by the environmental disciplines heads in the form of monitoring reports and cooperative government issues. The chairpersons and/or secretariats of the specific environmental IGR structures shall present the representative IGR structures.

PROVINCIAL COMMITTEE FOR ENVIRONMENTAL COORDINATION INTERGOVERNMENTAL NETWORK /LINKAGES

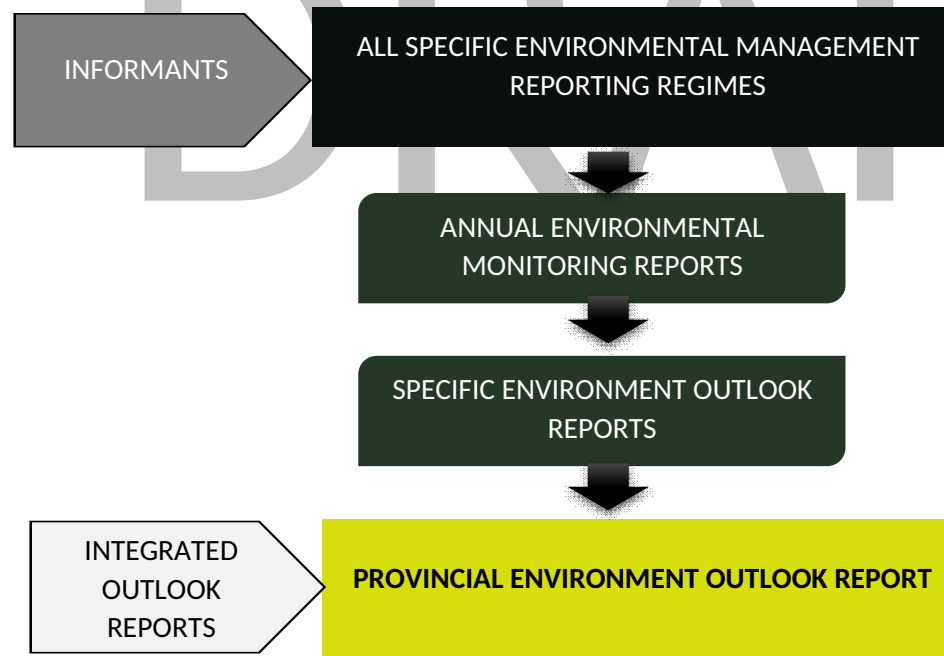


B2.4 PROVINCIAL ENVIRONMENTAL AND MANAGEMENT PLAN

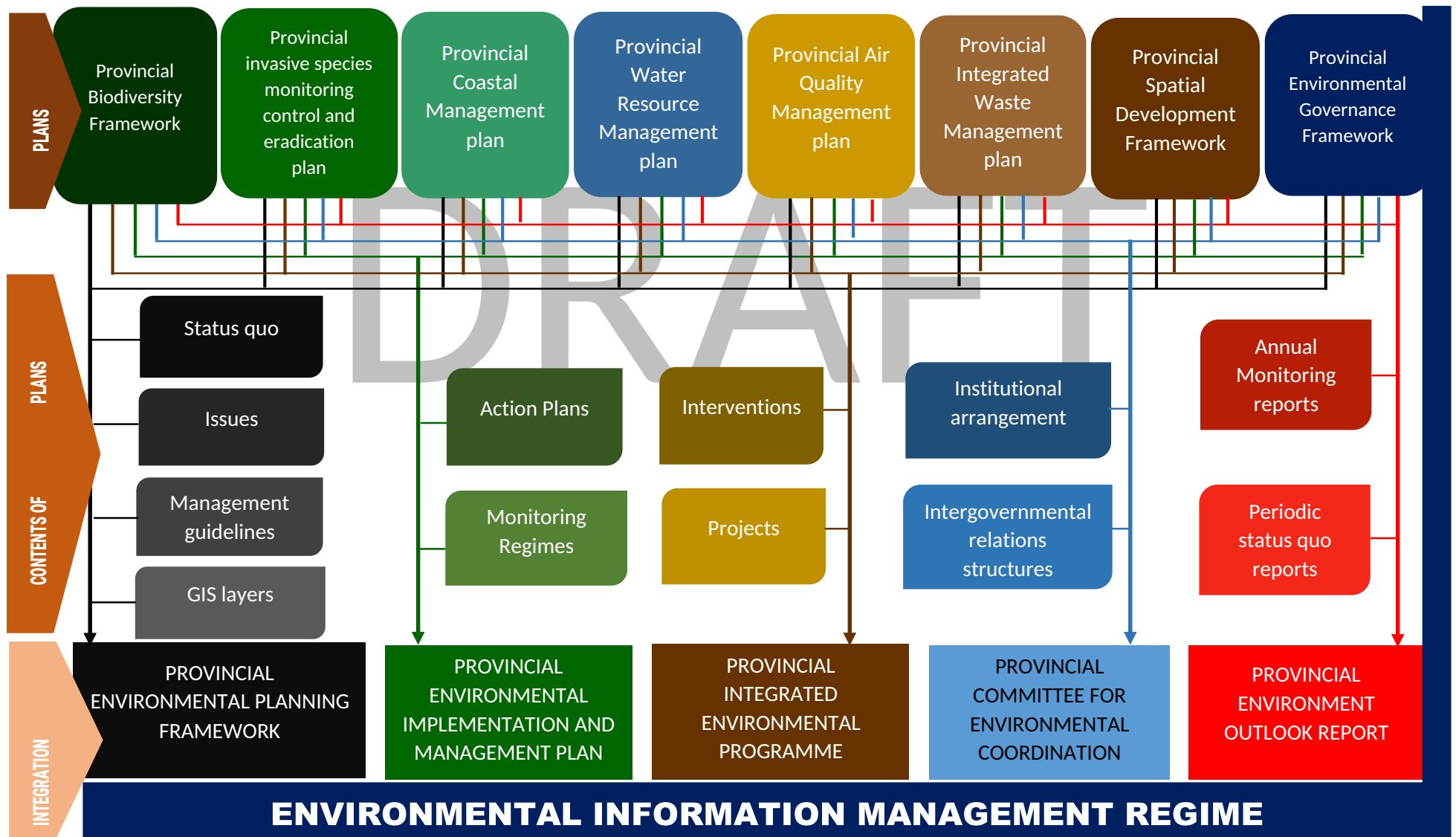
The content of the EIMP shall be made up of assessment of provincial policies, programmes, plans and processes as well as provincial action plans of these policies, programs, plans and processes in various development authorities as per NEMA, chapter 3 read with schedule 1 and 2.

B2.5 PROVINCIAL ENVIRONMENT OUTLOOK REPORT

Each environmental discipline shall be responsible for the chapter in the environment outlook report based on its programme and statistical forecasting systems.



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C. REQUISITE OPERATIONAL ADJUSTMENT(S)

C1. Planning synchronisation process

Table 3: synchronisation of environmental planning processes

MTSF PERIOD/ACTIVITY	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Reviewing or developing specific environmental plans and integration plans	☒				
Compiling monitoring or compliance reports	☒	☒	☒	☒	
Compiling specific environment outlook report chapters					☒
Publishing of environment outlook report	☒				

C2. Resource allocation and prioritisation

Table 4: prioritisation of resources for resource allocations

MTSF PERIOD/PRIORITISATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Reviewing or developing specific environmental plans and integration plans	☒				
Compiling monitoring or compliance reports	☒	☒	☒	☒	
Compiling specific environment outlook report chapters					☒
Publishing of environment outlook report	☒				

C3. Learning and growth

The induction programme and on-going training programmes specific to environmental branch shall include training courses on environmental planning, monitoring and reporting. Strategic partnerships that include higher education institutions shall be established to ensure accreditation of environmental programmes and to ensure that graduates are better prepared for the environmental planning function. The training committee shall be responsible for the training programmes.

C4. Environmental planning coalition

Standing Committee Environmental Planning and Coordination shall be established to implement the framework. The committee shall be made up of the heads environmental sections/disciplines or the chosen delegated officials. The chairperson shall be decided by the Head of the Environmental Management Branch based on recommendations of the standing committee members.

7. STRATEGY DEVELOPMENT ACTION PLAN

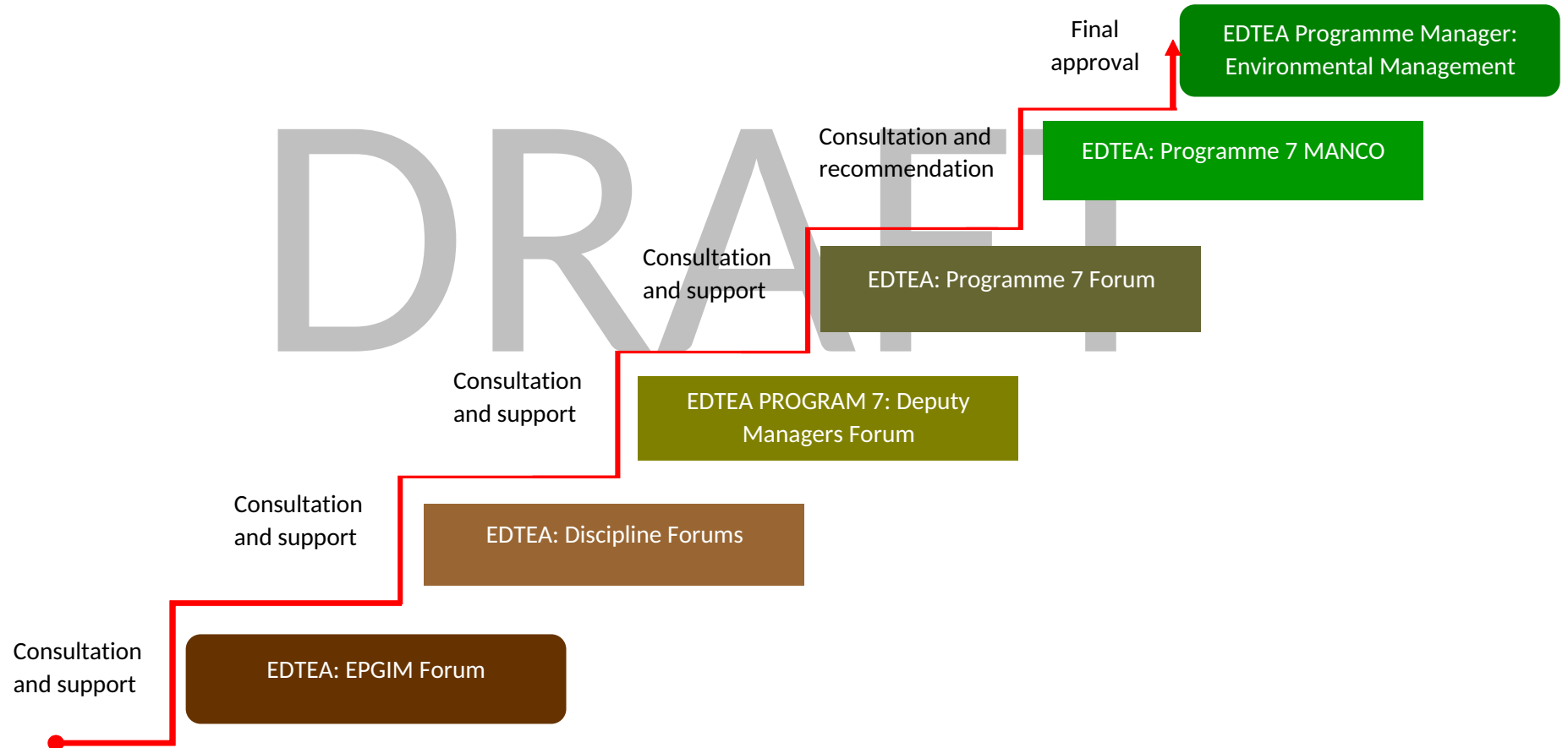
OBJECTIVE	ACTIONS	INDICATOR AND TARGET	RESPONSIBLE OFFICIAL
To compile a strategy that integrates environmental planning, streamlines environmental governance and coordinates intervention efforts	<ul style="list-style-type: none">• Review legislation• Review planning and governance theories and best practices• Draw up the strategy	Draft strategy compliant with best practices in terms of formats by end of first quarter of 2015/16 reporting period	Mdu Zondo
To consult all the relevant stakeholders of the strategy on the strategy by end of second quarter	<ul style="list-style-type: none">• EPGIM to draw up the consultation plan• Implement consultation• Generate a consultation report	Consultation report by the end of the second quarter of 2015/16 reporting year	Mdu Zondo
To have the strategy approved by the fourth quarter of 2015/16 reporting	<ul style="list-style-type: none">• Incorporate consultation recommendations and finalise the	Approved strategy by the end of last quarter of 2015/16 reporting year	Mdu Zondo

period	strategy <ul style="list-style-type: none"> • EPGIM to ascertain approval procedures • Subject the strategy to approval procedures. 		
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8. APPROVAL PROCESS

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Approval hierarchy shall follow the consultation process as follows:



9. STRATEGY IMPLEMENTATION FRAMEWORK

GOALS AND OBJECTIVES	INTERVENTIONS	INDICATORS	TARGETS	RESPONSIBILITY
Goal 1: to have coordinated environmental planning system that will streamline the efforts of the environmental branch at management, implementation and decision-making levels.	Environmental Information management strategy State of environment reports linked with MTSF planning cycle Annual environmental reports based on specific environmental management plans.	Approved and functional information strategy and system. Percentage of specific environmental action plan implemented	Approved strategy and system by March 2017/18	EPGIM: Information Management All disciplines
Goal 2: to have functional intergovernmental structure that serve as an efficient and effective vehicle for consultation of environmental stakeholders in formulation of environmental policies.	Environmental governance strategy Intergovernmental protocols with external environmental management authorities	Approved environmental governance strategy Implementable IGR protocols % incorporation of environmental IGR structures into the PCEC	Approved environmental governance strategy by March 2017/18 100% incorporation by 2019	EPGIM: Environmental governance All disciplines
Goal 3: to have effective and efficient environmental reporting regime culminating into environmental outlook report in compliance with access to information right.	Environmental reporting systems	Approved reporting system Number of annual specific environmental monitoring reports compiled Percentage of specific state of environment reports compiled and approved	March 2017/18 100% implementation of action plans by 2020	EPGIM: Information Management All disciplines
Goal 4: to implement a stakeholder-relevant and results-driven integrated environmental management programme in the district municipalities of KwaZulu-Natal.	Provincial integrated environmental programme [IEP]	Approved provincial integrated environmental programme [IEP] Percentage of integrated environmental program implemented	March 2017/18 100% implementation of IEP by 2020	All disciplines
Goal 5: to implement a budgeting system that resources the environmental management program of action as informed by national, provincial and local governments programs of action.	Coordinated environment-specific budget allocation approval procedure	Approved budget allocation approval procedure	March 2016/17	EPGIM: Programme 7 MANCO

10. STRATEGY REVIEW

The strategy shall be reviewed at the final year of the MTSF period and approved on the first year of the following MTSF period. The strategy review shall be informed by policy changes as well as strategic priority and direction changes.

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