

**ENVIRONMENT AND PLANNING:
An Evaluation of How the Different Visions and Plans for
Clansthal Align with the eThekweni Integrated
Development Plan**



**Dissertation submitted in partial fulfilment of the
Degree of Honours of Science in the
School of Environmental Sciences,
University of KwaZulu-Natal**

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October 2007

ABSTRACT

This research examines the issue of environment and planning in Clansthal where a large residential development, “The Shoals” development, has been proposed. It aims to examine how the different visions and plans for Clansthal align with the eThekweni Integrated Development Plan principles and goals. This study was selected due to concerns raised by the Clansthal Conservancy regarding the effect which a development like “The Shoals” could have on the area, particularly the natural environment. Clansthal is an area in which environment management and planning holds a particular relevance. Planning is undergoing a change in South Africa, moving away from processes which controlled land use, to processes in which integration is promoted, and especially the integration of sustainability. Legislation has been developed in order to facilitate the achievement of integration of environment and planning, as well as the integration of sustainability. In terms of planning in Clansthal, broad planning tools such as the eThekweni Integrated Development Plan, Spatial Development Framework and South Spatial Development Plan were reviewed with the intention of drawing out the key principles and goals which should guide planning in Clansthal. The issue of governance, consisting of a range of stakeholders, was explored in Clansthal and the different visions and plans which the stakeholders proposed for Clansthal, were aligned with the principles and goals of the broad planning tools. It was found that the vision of the developer aligns well with the broad planning tools; however this was found due to the fact that the broad planning tools are pro-development, and are weak in terms of sustainability. It was concluded that the vision of the Conservancy and the residents, which does align with the broad planning tools, is most appropriate for Clansthal.

PREFACE

The experimental work described in this dissertation was carried out in the School of Environmental Sciences, University of KwaZulu-Natal, Howard Campus, from March 2007 to October 2007, under the Supervision of Ms. Cathy Oelofse.

This study represents the original work by the author and has not otherwise been submitted in any form, for any other degree or diploma, to any other University.

Where use has been made of the work of others, it is duly acknowledged in the text.

Signed

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Acronyms

EIA:	Environmental Impact Assessment
EMP:	Environmental Management Plan
IDP:	Integrated Development Plan
NEMA:	National Environmental Management Plan
SDF:	Spatial Development Framework
SSDP:	South Spatial Development Plan

ACKNOWLEDGEMENTS

I wish to thank my supervisor Cathy Oelofse for all her guidance and support throughout the duration of this work. The encouragement which I received from her is much appreciated.

I would like to extend my thanks to the Clansthal Conservancy, who provided valuable assistance and insight to this research. I would especially like to thank Quinn Mann for setting up interviews for us and taking us around Clansthal. His knowledge of the area has contributed greatly to this research. I also wish to thank him and his wife for inviting us into their home and providing us with a lovely lunch when we visited the area. I also wish to thank Sean Chester for providing us with a place to stay when we were in Clansthal.

I would like to thank my fellow students who I worked with on this research. I am grateful for all their help, especially when it came to conducting the interviews. Thank you for sharing your valuable knowledge with me.

Finally, I am most grateful to my family for their continual support and encouragement and for bearing with me when I became stressed. I also wish to thank my boyfriend Schagen for sticking by me and bearing with me throughout this year.

1. Introduction:

1.1. The Evolution of Planning in South Africa

South Africa began its transition to democracy in 1994 and this transition was accompanied by new forms of governance, planning and development have emerged, to overcome the problems associated with apartheid planning (Sowman & Brown, 2006; Odendaal, 2002). Apartheid planning of the past tended to focus on physical planning and land use control; it was reactive and resulted in segregation along the lines of race and created a landscape which was spatially uneven (Sowman & Brown, 2006; Harrison & Todes, 2001; Agyemang, 2002; Kahn et al., 2002). The priority in planning was focussed on spatial and physical issues, thus limiting the ability to address environmental issues, which were largely overlooked, particularly the distribution of limited resources. Hence, a fundamental transformation of apartheid planning practices was required (Sowman & Brown, 2006; Todes et al., 2005; Agyemang, 2002).

New legislation and policies have been introduced to enhance and support democratisation and transformation in South Africa (Odendaal, 2002). Planning has been transformed to conform to the new ideology being adopted in the country to promote efficient and integrated land development (Sowman & Brown, 2006; Odendaal, 2002). A key legislation in the transformation of the planning process is the Development Facilitation Act of 1995 which called for integrated development to occur (Sowman & Brown, 2006; Agyemang, 2002). Following from this, the Municipal Systems Act 32 of 2000 provides for Integrated Development Plans (IDP) to be produced (Sowman & Brown, 2006; Agyemang, 2002; Todes, 2004; Robinson et al., 2003; Harrison & Todes, 2001). The IDP has been introduced in South Africa as a strategic plan to assist local governments in ensuring service delivery and the promotion of economic development over a five year period (Todes, 2004; Visser, 2001). The IDP has been introduced essentially to assist local government in addressing transformation issues taking into account social and economic needs of communities and to shift away from land use control towards a broader developmental role (Sowman & Brown, 2006).

1.2. Environment and Planning

One of the main goals for the new South Africa is to achieve development, however the pressure for development is causing environmental concerns to be ignored (Sowman & Brown, 2006). In spite of this, there is a growing interest internationally in the concepts of environmental management and sustainability and legislation is being implemented in South Africa to manage environmental and sustainability issues (Todes et al., 2005). Important in this is the National Environmental Management Act 107 of 1998 which provides for the inclusion of sustainable development into planning and development processes (Sowman & Brown, 2006). This is becoming increasingly significant in South Africa and there is a pressing need for principles of sustainable development and concerns for sound environmental management to be considered in planning processes so that local problems can be understood (Sowman & Brown, 2006; Todes et al., 2005; Todes, 2004).

In this light, legislation is being developed to aid the convergence of spatial planning and environmental issues, to enable development to occur without neglecting environmental concerns (Kahn et al., 2002). As such a key departure for creating an environmental legal framework is the Constitution of South Africa Act 108 of 1996, which contains the Bill of Rights in which an environmental section (section 24), is included giving everyone the right to have the environment protected, allowing present and future generations to enjoy this benefit through reasonable measures of pollution prevention and the prevention of ecological degradation, through promoting conservation and securing development and use of resources which is ecologically sustainable (Sowman & Brown, 2006; Brownlie et al., 2005).

1.3. Motivation for Study

The Clansthal Conservancy is situated on the South Coast of KwaZulu-Natal. The area of Clansthal has been earmarked for development, which comes as no surprise due to the rising pressure for development in pristine coastal environments in South Africa. "The Shoals" is a large residential development which has been proposed for the Clansthal area (Chester, pers. comm., 2007). Due to concerns for the

environment and the impact large developments could have on the Clansthal area, the Clansthal Conservancy approached the University of KwaZulu-Natal with the goal of developing an Environmental Management Plan for the area. The Conservancy feels that due to the fact that Clansthal has been described as having a unique ecosystem as it contains agricultural land, indigenous forests, estuaries and marine systems, it is feared “The Shoals” development could be a major threat to the area (Chester, pers. comm., 2006). The Clansthal Conservancy falls within the eThekweni Municipality and it is located on the southern boundary of the edge of the municipal area. This is viewed as an advantage as the Conservancy is therefore managed by the various planning regulations and policies including the eThekweni IDP. The focus of this research paper will be to consider the visions and goals of the Clansthal Conservancy, and the proposed development in reaction to the visions and goals of the IDP. In a time when environmental management and sustainability is gaining more importance, especially in the planning arena, it is relevant to consider how the visions and plans for areas co-ordinate with the IDP, which can be seen as a primary tool to achieving development while tackling environmental issues (Todes, 2004).

1.4. Research Aims and Objectives

The aim of this study was to examine how the different visions and plans for Clansthal align with the eThekweni IDP principles and goals. This aim was achieved by contextualising the challenges facing the Clansthal area which forms the baseline information for the study. There are three specific objectives which were set out for this study. The first was to investigate the key environmental policies that could shape the vision for the Clansthal Conservancy. The next was to review the eThekweni IDP and the Spatial Development Framework (SDF) in order to abstract key principles and goals. The final objective was to examine the different visions and plans proposed for the area with the purpose of relating them to the IDP and SDF principles and goals.

1.5. Structure of the Paper

In this research paper, the aims and objectives which have been set out above provide the framework which guides the development of this study. Chapter one provides the introduction to the study. In this chapter, the evolution of planning in South Africa is explained as well as the interaction of the environment and planning. A motivation for the study is also provided. Chapter two which follows provides the theoretical framework for the research. The theory which this study draws on, relates to the conceptualisation of the relationship between environmental management and planning. It considers the evolution of environmental management and planning in South Africa, as well as the links between the two spheres. The theory of IDPs and SDFs is presented. This chapter then considers the integration of sustainability into planning, particularly the IDPs. Finally, issues of local governance and an explanation of Environmental Assessments are provided. In the third chapter, the background to the research is given. This includes information on the broad study area which is the eThekweni Municipality and a description of the location and geography of Clansthal within the municipality. This chapter also provides relevant information about the Clansthal Conservancy as well as “The Shoals” development. Chapter four of this research paper deals with the methodology which was used in order to achieve the objectives which were set out to reach the aim of this study. This chapter contains an explanation of the general methodology which was undertaken as well as specifics on interviews conducted, and reviews and investigations which were carried out. This is then followed by chapter five which contains the results of the study. Contained in this chapter is the finding of the contextualisation of the challenges, the investigation of the legislation, policy and governance issues, the review of the broad planning tools, and the visions and plans which have been proposed by the various stakeholders. Chapter Six provides the conclusions which were drawn from the findings in the results chapter along with a discussion of the conclusions which were drawn. The way forward for Clansthal along with the recommendations for planning and environmental management is included in this chapter to bring this study to an end.

2. Theoretical framework

2.1. Introduction

This chapter deals with the theory that provides the framework under which this research has taken place. The theory relates to the conceptualisation of environmental planning and management. This chapter begins by discussing the theory on environmental management and planning as this is the general theme in which the theory for this research is grounded. It explores how environmental planning as well as environmental management has evolved in South Africa. The links between environmental management and planning in South Africa are explored. The discussion turns to focus more specifically on planning and in this manner the attention is on the common approach to planning in South Africa today, which is that of Integrated Development Planning. SDFs, which form part of IDPs are reflected on at this point. To bring this chapter to a close, the discussion is directed at the integration of sustainability into planning and specifically into the IDP process. This theory is valid as sustainability has become an important principle around the world and in South Africa.

2.2. Environmental Management and Planning in South Africa

In recent times there has been a significant increase globally, in awareness and concern for the environment with a particular focus on biophysical issues, due to a recognition that environmental resources are under pressure (Miller & de Roo, 2004; Selman, 1992). It is recognised that one of the key causes of environmental degradation are local actions which tend to cumulate and have adverse effects on the biophysical realm in particular (Selman, 1992). There is also the problem of increasing demands on resources facing decreasing resource availability and increasing demands for spatial development which can have detrimental impacts on the environment (Swilling, 2007; Dal Cin, 2004; Nadin, 2003). As a result of this realisation, there has been an acknowledgement that society has a moral commitment to protect the environment, to improve the quality of life for present and future generations (Miller & de Roo, 2004; Selman, 1992). This is in line with the

current imperative of sustainable development, which calls for development to occur in a way that does not limit the opportunities for future generations (Swilling, 2007; Miller & de Roo, 2004; Selman, 1992). Sustainable development is the leading discourse today, as a way of providing solutions to environmental problems, in spite of the fact that the definition and implementation of the concept is contested (Swilling, 2007; Todes et al., 2007). There is a concern that development is currently occurring in a fragmented manner which causes negative consequences and as a result, there is a growing focus on examining the ability of planning to address these issues (Harrison & Todes, 2001).

Planning is constantly evolving and this can be seen as a result of globalisation. In South Africa as a result of colonisation, apartheid and the new open economy, planning is developing in order to overcome the challenges associated with these phenomena (Nadin, 2003; Odendaal, 2002). Planning is undergoing a transformation in South Africa, to find processes which are more appropriate in the African context and which can cope with the changes being experienced in Africa (Todes, 2004; Odendaal, 2002). It is turning towards bottom-up planning and paying more attention to environmental and social issues which have tended, in the past to take a back seat to economic interests (Todes, 2004). Previously, the development and growth of cities within defined municipal boundaries had been the main priority to endorse, which has more often than not occurred at the expense of the biophysical environment (Kahn et al., 2002; Campbell, 1999). Until South Africa reached its new democracy in 1994, the ideology was that of the management and control of development (Todes et al., 2005). The planning approach adopted needs to shift away from this ideology and should rather manage and facilitate development, in line with the emerging land use management systems to overcome the historical challenges of past planning practices (Todes et al., 2007; Kahn et al., 2002). South African planning, before the introduction of the new democracy, was top-down, controlled and uneven (Todes et al., 2005; Robinson et al., 2003). In the past, planning used tools such as land-use design and control, which was very much dominant in apartheid planning, however conflicts do not always originate from spatial issues but involve social and economic issues as well (Partadário & Voogd, 2004; Campbell, 1999). These tools which were previously used, that were essentially reactive, have been recognised as being inappropriate to manage the

kind of development challenges being experienced today (Kahn et al., 2002). In the context of South Africa, the success of planning is dependent on the identification of goals to be achieved (Odendaal, 2002).

To define planning is a difficult task, as meanings vary according to the particular context in which they are used, but certain elements remain stable (Nadin, 2003). Spatial planning can be described as a course of action which determines how activities are distributed over the land (Nadin, 2003). Environmental planning can be defined as a way in which to balance land-use with urban environmental quality (Archibugi, 1997). A balance is also required to be reached between the conflicting interests of achieving environmental protection and appropriate development and in South Africa, achieving goals of transformation (Todes et al., 2007; Todes et al., 2005). In order to reach this balance, planners are required to address the tensions created by the competing aims for attaining sustainable development, which is considered to be the present objective of planning (Miller & de Roo, 2004; Campbell, 1999). The competing aims of sustainable development are environmental protection, economic development and the achievement of social equity (Todes et al., 2007; Nadin, 2003; Campbell, 1999). This is applicable to Clansthal, as the area is earmarked for development which should occur in a sustainable manner, in which the unique environment of Clansthal is protected, while still allowing for economic development and social equity to be achieved. Planners are required to reduce the external impacts which could arise from incompatible land uses, such as placing industrial areas adjacent to residential areas, which is solved using orderly planning, by separating conflicting land uses (Miller & de Roo, 2004). Improving the management of balancing the aims in order to enhance the quality of the urban environment can be seen as the purpose of environmental planning and the role of planners today (Archibugi, 1997; Campbell, 1999).

With the intention of realising the aims, planning has to do with anticipating potential impacts, in other words it must be proactive and operate in a strategic manner (Agyemang, 2002; Kahn et al., 2002; Selman, 1992). This can be achieved by adopting formal procedures, which should be rational and efficient (Selman, 1992). KwaZulu-Natal has adopted formal procedures for planning processes through provincial legislation (Harrison & Todes, 2001). The various legislations are

important to consider in Clansthal as they could shape the vision of the area. Formal procedures such as legal and technical remedies are insufficient to solving environmental problems, as it is necessary to consider the broader social, political and historical contexts (Dal Cin, 2004; Selman, 1992). As such, it is necessary to consider issues of local governance in Clansthal, as well as considering the views of the various stakeholders present. Planning should be flexible and accommodating, while still offering a sense of certainty (Kahn et al., 2002). One of the concerns planning attempts to overcome is the conflicting effects of sectoral policies, through coordination and the affective management of development (Nadin, 2003). To ensure appropriate development occurs, planning should intervene in development processes, with the intention that the outcomes reached will be better for society (Agyemang, 2002). An issue influencing the success of planning which should be considered is the degree of guidance which planning offers to decision-making (Harrison & Todes, 2001). To summarise, planning is concerned with making provisions for the future, as well as developing and protecting the environment, while also improving the quality of life of societies by making appropriate decisions and providing ways to achieve this (Dal Cin, 2004). For that reason, it is important to take into account the broad planning tools which are applicable to Clansthal, to ensure appropriate decisions are made, so as to have appropriate development in the area.

In the past, there were problems with how to deal with the management of land, especially in rural contexts and the benefits of strategic approaches were commonly overlooked (Kahn et al., 2002). Planning has tended to have a narrow scope in which environmental issues were excluded (Dal Cin, 2004; Miller & de Roo, 2004). Planning is no longer being understood as a narrow process but is rather a broad, all encompassing process (Todes et al., 2005). A major criticism of planning in South Africa is that ecological issues are inadequately addressed, therefore the purpose of environmental planning is not being achieved and what is needed is for a balance to be reached between development goals and environmental concerns (Todes et al., 2005; Archibugi, 1997). This is often difficult to achieve, due to limits placed on planners such as fiscal and professional constraints, which restricts the capacity of planners to effectively deliver the necessary outcomes (Sowman & Brown, 2006; Miller & de Roo, 2004; Agyemang, 2001; Harrison & Todes, 2001; Campbell, 1999). In Clansthal, this lack of capacity is being experienced due to the fact that Clansthal

is a small area at the edge of the municipality and is not seen as a priority area to be dealt with.

There is a growing recognition amongst planners that environmental problems are as a result of interactions with social and economic problems and this requires integration (Partadário & Voogd, 2004). Planners need to ask themselves where they stand on the protection of the environment, in order that their priorities may be understood by the various environmental, economic, social and political parties who are involved with planners, as the various professions tend to know little of the scope of other professions (Todes et al., 2007; Campbell, 1999). In this sense, planners and environmental managers should work together to assist in the needs of both systems (Sowman & Brown, 2006). This is what is needed in Clansthal so that the environment, which has been identified as an important part of Clansthal, may be protected, while still allowing development to take place. This is useful so that the goal of sustainability can be realised, by addressing the areas which are under represented and overcoming the constraints of planners, which could be either professional or personal in the sense of the priorities they have chosen (Miller & de Roo, 2004; Campbell, 1999). This leads to three types of planners: the environmental planner, economic planner or equity planner (Campbell, 1999).

Environmental management is a practice which is tasked with ensuring that resources are efficiently allocated and also that projects are successfully and effectively put in place (Selman, 1992). Environmental management has evolved over the years moving away from the narrow role of conservation of the environment, and is recognised as embracing ecological issues as a bottom line (Todes et al., 2007; Todes et al., 2005). The focus of the practice of environmental management in South Africa has been on environmental assessment, of which Environmental Impact Assessments (EIA's) are a major component, however EIA's tend to be reactive (Todes et al., 2007; Todes et al., 2005; Brownlie et al., 2005). In relation to planning, environmental management is involved with implementing plans to achieve the goals of sustainability at the planning level (Todes et al., 2007; Selman, 1992). Environmental management has taken on a broader, more comprehensive role (Todes et al., 2005).

The integration of environmental management and planning has and is being considered as a way in which to address environmental problems more effectively; however there is no set way to achieve this convergence (Miller & de Roo, 2004). There is an international trend being experienced, towards converging planning and the environment (Kahn et al., 2002). The main problem is that planning and environmental management have evolved as parallel processes, resulting in a divide between the two, which needs to be overcome for the two processes to be converged in order that the environment may be protected (Swilling, 2007; Todes et al., 2007; Todes et al., 2005; Dal Cin, 2004; Kahn et al., 2002). The separation is due to the fact that there has been a divide of responsibility into different administrative or institutional systems, for environmental management and planning (Dal Cin, 2004; Kahn et al., 2002). As a result of environmental management and planning not being appropriately integrated, the two have tended to compete against one another, with duplication of processes occurring, which hampers efficiency being achieved and results in further problems emerging (Todes et al., 2007; Todes et al., 2005). It is important that environmental management and planning be recognised as complex activities, which are diverse fields that are continually evolving, which presents a difficulty for attempting to bring the two practices together (Partadário & Voogd, 2004; Selman, 1992). Issues of capacity of professionals and governments need to be considered, when looking at converging planning and environmental management fields (Todes et al., 2007; Todes et al., 2005). In the face of this, tangible convergence is being achieved through legislative developments, which are aided by the new democracy and the implementation of the new constitution in South Africa (Todes et al., 2005; Partadário & Voogd, 2004; Kahn et al., 2002). It should be noted that in terms of legislation, there is not one law or policy which is charged for environmental protection, but rather a variety of legislative pieces (Selman, 1992).

In 1996, The Constitution of South Africa (Act 108) was promulgated which provided a new way forward for laws and policies to be developed, allowing environmental concerns to be addressed more strongly and broadly (Todes et al., 2007; Brownlie et al., 2005). The promulgation of the National Environmental Management Act (NEMA) of 1998 is an important framework legislation, which guides all other legislation in the country through a set of principles (Todes et al., 2007; Brownlie et al., 2005). There is also a need to have a single coordinating administrative system,

to manage the convergence of environmental management and planning (Kahn et al., 2002). In order to integrate the two processes certain principles have been suggested, namely: to expand comprehensiveness so that a wide range of issues may be addressed; the development of good baseline data; a participatory approach; the inclusion of alternatives so that the most appropriate option may be selected and objectives must be balanced to avoid competing aims (Miller & de Roo, 2004).

Increasingly in South Africa, the need to address the fragmented spatial patterns of the past is being recognised and the solution, which is being offered, is to integrate development processes (Harrison & Todes, 2001). As a result, there has been a shift towards forms of integrated planning, with environmental issues being encapsulated into planning processes (Todes et al., 2005; Todes, 2004). Integrated planning presents a means of overcoming the differences between environmental management and planning (Partadário & Voogd, 2004).

2.3. Integrated Development Plans

The shift to integrated planning is being experienced throughout the world and is a means of moving away from *ad hoc* approaches, which have tend to be hierarchical in nature and inflexible, that have been practised in the planning arena (Robinson et al., 2003; Harrison & Todes, 2001). Planning is now adopting an approach which is participatory and developmental, considering issues such as economic and social issues, not just physical issues (Todes et al., 2007; Todes at al., 2005). This is relevant to Clansthal, where a range of stakeholders are being seen to become involved in shaping the future plans of the area. As part of the international trend, integrated planning has been introduced in South Africa in the form of IDPs, which serves as the foundation for development planning (Robinson et al., 2003; Harrison & Todes, 2001). The eThekweni IDP should form the basis for planning in the Clansthal area. Integrated planning, decentralisation and strategic planning are principles that have come from overseas countries, which attempting to implement in the South African context, could prove to be difficult in terms of efficiency of implementation and appropriateness of the principles (Odendaal, 2002). The concept of IDPs has been used internationally for a while, but it was not introduced in South Africa until recently due to a lack of institutional capacity as a result of the African context. However,

through the IDPs this is now beginning to be overcome (Robinson et al., 2003). Today, IDPs are a requirement by law, and they are implemented to ensure that there is institutional and spatial integration (Harrison & Todes, 2001). IDPs need to be understood in terms of the planning as well as the political contexts, and the overall context of South Africa (Robinson et al., 2003; Odendaal, 2002).

There appears to be a general agreement that integrated planning results in outcomes which are more sustainable and effective (Robinson et al., 2003; Agyemang, 2002). To strengthen this, planning is beginning to focus on principles of sustainability and is introducing plans which emphasise a strategic approach such as IDPs and SDF (Todes et al., 2005; Harrison & Todes, 2001). IDPs are considered to be a new type of planning, which is aimed at achieving integrated development through bottom-up, participatory approaches (Todes, 2004). The preparation of IDPs was first suggested under the Local Government Transition Act 2nd Amendment of 1996 (Sowman & Brown, 2006; Agyemang, 2002). IDPs are aimed at local governments and are a statutory requirement under the Municipal Systems Act of 2000 (Swilling, 2007; Sowman & Brown, 2006; Agyemang, 2002; Todes, 2004; Robinson et al., 2003; Harrison & Todes, 2001). The Municipal Systems Act compels every municipality to produce an IDP, which forms the hub of planning in the municipality (Brownlie et al., 2005; Robinson et al., 2003; Kahn et al., 2002; Harrison & Todes, 2001). For Clansthal, this is the eThekweni IDP, the current one being for the period 2006 to 2011. There are set elements which are required by legislation to be included in IDPs, but it is important that the IDPs have an element of flexibility to them, allowing for innovation to be built in with a range of methods being used (Robinson et al., 2003). This will aid the process of full integration in planning and environmental management being achieved, especially if the link is made from the planning phase to the implementation phase (Robinson et al., 2003; Harrison & Todes, 2001).

IDPs are a move away from the technocratic, sectoral approaches of planning in the past, which failed to include consultation with local people (Sowman & Brown, 2006; Agyemang, 2002). In order for Clansthal to have a successful future, it is important that the local stakeholders are consulted with, which IDPs call for. It is intended to be a plan to overcome the apartheid legacy through redressing poverty and inequality to

achieve new objectives of redistribution and growth, to create cities for all citizens unlike apartheid cities which were for a particular community (Todes, 2004; Agyemang, 2002; Visser, 2001). The events occurring in Clansthal provide a unique opportunity to implement these new objectives proposed by IDPs. IDPs provide a way to bring together and also direct the actions of the local authority to a more developmental role (Sowman & Brown, 2006; Harrison & Todes, 2001). IDPs act as management tools, to be used by the municipality to develop local government, to address transformation and overcome the issue of limited capacity (Sowman & Brown, 2006; Agyemang, 2002). The IDP of a municipality supersedes all other plans guiding planning and development in an area (Sowman & Brown, 2006). This is why it is appropriate to consider the eThekweni IDP when looking at proposed developments in Clansthal. IDPs involve analysis to assess current levels of development and to identify needy communities (Robinson et al., 2003). They also involve development strategies, which set out priorities and objectives, along with projects to realise these development strategies (Robinson et al., 2003). Explicit to IDPs is the element of integration, between and within sectors of government, from national down to local levels, and between planning and budgeting (Robinson et al., 2003; Kahn et al., 2002; Harrison & Todes, 2001). Finally, IDPs require approval (Robinson et al., 2003).

A primary aim of IDPs is the integration of development and management of an area, and integration of local government with provincial and national government (Todes et al., 2005; Robinson et al., 2003; Visser, 2001). In this sense it can be noted that IDPs are inter-sectoral plans focussed on a co-ordinated, holistic approach (Sowman & Brown, 2006; Brownlie et al., 2005; Robinson et al., 2003; Agyemang, 2002; Odendaal, 2002). IDPs place accountability on officials and emphasise local economic development (Sowman & Brown, 2006; Robinson et al., 2003). This is particularly relevant to Clansthal where eThekweni officials have not taken a great deal of an interest in Clansthal, as it is a small area at the tip of the municipality, where local economic development is not seen as a priority. An IDP is a plan to assess the current situation of an area according to the available resources, skills and capacities of the area, as well as the needs of communities, in order to allocate resources to meet those needs through selected developments, over a five year period (Sowman & Brown, 2006; Todes, 2004; Robinson et al., 2003; Agyemang,

2002; Visser, 2001). Essentially, the purpose of developing an IDP is to identify priority development needs of a municipality, through a process of consultation with stakeholders and it therefore should have the objective of empowering people (Brownlie et al., 2005; Robinson et al., 2003; Odendaal, 2002; Harrison & Todes, 2001). In line with attempts to empower people, IDPs should also attempt to increase the role of women and traditional leaders (Odendaal, 2002). The IDP is a process to create a common vision, which is the goal municipalities would like to meet in the future and this is linked to budgets so as to meet the needs of the community (Todes et al., 2007; Sowman & Brown, 2006; Robinson et al., 2003; Agyemang, 2002; Odendaal, 2002; Visser, 2001). In Clansthal, there are a variety of stakeholders, each with a specific vision for the area and it is relevant to consider how these visions align with the eThekweni IDP.

To achieve integration there must be a departure from plans, programmes and projects which do not connect, but should rather link together so as to deal with strategic issues more appropriately (Robinson et al., 2003). Integration is reached through coordination within local government and between the different spheres of government (Robinson et al., 2003). Currently no formal institutional mechanisms exist in order to aid this integration (Harrison & Todes, 2001). Successful integration involves the understanding of cross-cutting issues such as gender, race and poverty which advise the social, economic and biophysical aspects of development (Robinson et al., 2003). In terms of spatial integration, there needs to be networks and linkages connecting places (Robinson et al., 2003). Integration is essentially achieved by creating links between planning and implementation, where there is a consensus about what needs to be addressed (Robinson et al., 2003).

There has been a worldwide increase in interest in the value that spatial frameworks can bring to guide and support development (Robinson et al., 2003; Harrison & Todes, 2001). As a result, one of the requirements for IDPs is that a SDF must be included in the IDP and produced by each municipality (Swilling, 2007; Todes et al., 2007; Brownlie et al., 2005; Kahn, et al., 2002). SDFs are essentially a legal requirement for local authorities to undertake (Todes et al., 2005). Spatial frameworks have been incorporated into IDPs at various scales and the level at which they are implemented also determines the nature and role of the spatial

framework (Harrison & Todes, 2001). SDFs are integrated into the IDP process and are a method of achieving full integration and coordination (Robinson et al., 2003). A SDF is intended to specify land-use patterns, which are appropriate for different areas within a municipality, and hence it can act as a guide for future developments in a municipality (Todes et al., 2007; Brownlie et al., 2005; Robinson et al., 2003). SDFs are most effective if they are prepared early in the process of planning and decision-making, taking on a strategic approach, when emphasis can be placed on relationships and links to environmental issues, so as to integrate these into the early stages of decision-making processes (Robinson et al., 2005). As a result, SDFs can be seen as strategic frameworks in which infrastructure, services and environmental assets can be outlined up front before development occurs, which support a proactive approach (Robinson et al., 2005). The SDF tends to be broad, but it is useful in that it gives direction to policies for growth and development of municipalities (Kahn, et al., 2002). It is important that SDFs meet the requirements of NEMA in that they take into consideration the need for sustainability (Brownlie et al., 2005).

SDFs provide a medium for the public to influence decisions, regarding which areas require public sector investment in infrastructure and services and this will then inform IDPs (Robinson et al., 2003; Harrison & Todes, 2001). The purpose of spatial frameworks is to lessen spatial inequalities through allocating public sector support and providing a foundation for public/private partnerships (Harrison & Todes, 2001). Spatial frameworks are intended to guide land use management and the effective allocation of resources (Harrison & Todes, 2001). These conditions should be achieved through integration into policies, plans and programmes with consistent decision-making (Harrison & Todes, 2001). It should be noted that in post-apartheid South Africa there are no spatial frameworks which guide development at a national level, the spatial frameworks which are implemented occur at the provincial or local level (Harrison & Todes, 2001). In the eThekweni municipality, SDFs have been prepared and it is therefore relevant to refer to them, when considering development in the Clansthal area.

The introduction of IDPs into the South African planning process has been reasonably good, with most municipalities producing and completing an IDP,

however the setting up of SDFs has been rather slow and of limited use, with many municipalities only in the process of preparing a SDF (Brownlie et al., 2005; Harrison & Todes, 2001). It could be said that this is due to the fact that spatial planning is not considered to be of importance and hence there is no strong guide pack available (Robinson et al., 2003). As a result spatial frameworks are not achieving the level of guidance for allocating services as is required (Harrison & Todes, 2001). Some reasons found as to why IDPs have not been successful is due to a mismatch of information or that the information was inappropriate, a misinterpretation of concepts or methods, lack of capacity of municipalities and lack of support for municipalities to deal with arising issues (Agyemang, 2002).

It has been observed that most IDPs and SDFs have failed to properly deal with environmental matters and also social issues in their processes, focusing more on physical, spatial matters (Brownlie et al., 2005; Todes et al., 2005; Odendaal, 2002). There is a tendency towards an approach which leads to development first and impact assessment later, particularly with IDPs where development is explicit in these (Swilling, 2007). As a result these formal tools tend to have a pro-growth, pro-development ideology, with a weak sustainability outlook (Swilling, 2007). IDPs and SDFs tend to be too broad and consequently fail to guide decision-making (Todes et al., 2005). This should be taken into account when considering these planning tools in Clansthal. IDPs are criticised due to integration not being achieved to the degree that it should be taking place, but this is being strengthened with legislation supporting the integration being introduced, and it should also be recognised that IDPs are relatively new (Todes et al., 2007; Todes et al., 2005; Todes, 2004). One of the problems with achieving integration is that there are poor links between planning and the implementation process (Todes et al., 2007; Robinson et al., 2003).

2.4. Integration of Sustainability into the Planning Process

The importance of integrating sustainability into planning is evident by the rising focus being placed on environmental issues and sustainable development internationally, and a range of initiatives are emerging to facilitate this integration (Todes et al., 2007; Todes et al., 2005). Today, it is widely acknowledged that sustainability is a goal to be achieved, however some argue as to whether this is

something which planners should be concerned about, as the goal may be too far away for planners to transform it into achievable steps in the short run (Todes et al., 2007; Campbell, 1999). On the other hand, sustainability can be seen as useful as it provides the long term planning goal and is also a means of bringing together the various concerns about the environment (Campbell, 1999). The importance of sustainability can be observed by the fact that it is recognised in laws and policies as a central component of environmental management and also planning (Todes et al., 2005). One way, in which sustainability could be introduced, particularly in South Africa is through IDPs, however this implementation is still weak (Sowman & Brown, 2006). It has been noted that an essential element of developing IDPs is planning for the environment and sustainable development (Sowman & Brown, 2006). IDPs are intended to promote sustainability, equity and the empowerment of the poor and marginalised (Sowman & Brown, 2006; Agyemang, 2002). Principles of sustainable development and sound environmental management are requirements in South Africa, under the Constitution Act of 1996 and the National Environmental Management Act of 1998 (Sowman & Brown, 2006). In NEMA it is stated that development must occur in a manner which is environmentally, as well as socially and economically sustainable (Brownlie et al., 2005). As a result it is necessary for IDPs, as well as SDFs to act in accordance with NEMA and the Constitution by including sustainability and environmental considerations as an obligation (Brownlie et al., 2005).

Sustainable development is viewed as a significant concept which should form the foundation of IDPs, however the implementation of sustainability into IDPs is still weak (Robinson et al., 2003). Sustainability refers to the integration of economic, social and ecological issues, which should occur as cross-cutting issues in planning and the IDP specifically (Todes, 2004). In terms of planning, certain sustainability issues need to be addressed, such as the rising demand for urban development, which is inclined to cause fragmentation and sprawl leading to the separation of urban functions and economic development (Nadin, 2003). To achieve sustainable development, the issue of increasing amounts of neglected areas and the failure to protect important environmental areas, needs to be dealt with in planning processes (Nadin, 2003). To accomplish this, methods of planning need to change, which is

why there is being a turn towards integrated planning approaches such as IDPs (Todes et al., 2005; Nadin, 2003).

Time and again there has been an acknowledgement of the importance to link planning and sustainable development (Nadin, 2003). In spite of this, planning in South Africa has failed to adopt sustainable development as the fundamental tenant (Todes et al., 2005). The World Commission on Environment and Development (1987) has acknowledged this link, where environmental planning was identified as a tool to incorporate the environment into development strategies and in the UN's Agenda 21, recommendations have been made as to how integrated planning can be used to overcome issues (Nadin, 2003). The main barriers to achieving integration of sustainability are a limited understanding of what sustainable development is and the interconnectedness of ecological, social and economic issues, as well as reluctance amongst professionals to seek alternative practices for integration (Sowman & Brown, 2006). An important factor for achieving the integration of sustainability is capacity building to support the planning process and help the objectives of sustainable development to be reached (Agyemang, 2002). In a similar sense, the institutional arrangements of sectors plays an important role in the integration of sustainability and inter-sectoral integration is required (Sowman & Brown, 2006). The degree to which sustainability is reached in planning is dependent on the degree to which the principles of sustainability are met (Nadin, 2003). It is also a function of the spatial scale at which planning takes place, as planning can occur at different scales, from a national down to a local scale (Brownlie et al., 2005; Nadin, 2003).

For sustainability to be integrated into the planning process there is a need to overcome the barriers mentioned and there must be willingness to adopt new and different methods (Sowman & Brown, 2006). Innovation is required in planning policy to effectively take action for sustainability; however a conservative approach which represents weak sustainability is commonly taken (Nadin, 2003). It is relevant to consider the degree to which sustainability has been integrated into plans for Clansthal. Innovative actions are being found to meet market demands in a more sustainable manner, resulting in a trade off between environmental interests and short term economic gains (Nadin, 2003).

The integration of sustainability into the planning process is being facilitated by the development of legislation, which is providing an enabling atmosphere for this integration to occur (Sowman & Brown, 2006). For sustainability to be appropriately integrated into IDPs, it should be incorporated into every stage of the IDP process (Sowman & Brown, 2006; Todes, 2004). The Department of Environmental Affairs and Tourism has produced a document entitled *Strengthening Environmental Sustainability in the IDP Process*, as a guide for integrating sustainable development and sound environmental management into IDPs (Swilling, 2007; Sowman & Brown, 2006). The extent to which these issues are integrated into IDPs can, however be contested and progress in this area is still required, but it can be argued that there has been great progress in this area since the apartheid era (Sowman & Brown, 2006; Todes, 2004).

To facilitate the successful integration of sustainability into planning, inter-sectoral coordination is required which employs a holistic approach to deal with this aspect in planning (Sowman & Brown, 2006; Nadin, 2003). In this regard, it can be seen that issues of governance become important which relate to determining at what levels activities should be taking place and how they are co-ordinated (Nadin, 2003). The capacity of governments is an important factor to achieving integration of issues of environment and sustainability which in South Africa, tends to be limited (Sowman & Brown, 2006). Government at the local level has greater knowledge of the local environment and how to effectively allocate resources to bring about the appropriate changes through consultation with the local stakeholders, but there is also a need to gain more environmental expertise and build decision-making capacities (Sowman & Brown, 2006; Nadin, 2003). This research focuses on environmental decision-making at the local level by exploring environmental management and planning in Clansthal. At the regional level, issues are addressed which relate to principles and policies (Nadin, 2003). The national level has a facilitating role and is tasked with creating the right conditions for the local and regional levels to act by creating the overall strategic direction and building capacity (Sowman & Brown, 2006; Nadin, 2003). At the higher scales, environmental management functions need to be aligned in conjunction with planning and economic development functions (Sowman & Brown, 2006).

2.5. Local Governance

Environmental problems are most evident at the local level and so are a major issue for local governments to deal with (Swilling, 2007). The nature of governments has been hierarchical, with the national government at the top controlling the lower scales, down to local government, in a regulatory framework (Swilling, 2007; Visser, 2001). In South Africa, governance is arranged into three spheres: national, provincial and local, where there is co-operation present between them and no hierarchical relationships exist (Sowman & Brown, 2006; Visser, 2001). The sphere of local government is understood as being closest to the public and is more able to address their needs (Sowman & Brown, 2006). Local governance in particular, is about a network of stakeholders who are all involved in informing decision-making, in this manner, it represents a shift away from the top-down hierarchical nature of government which has tended to be dominant (Hajer, 2004). As such, at the local level, IDPs are required to be developed which promote local governance in that they call for consultation to occur, involving all stakeholders, allowing them to have a say in how the city is developed (Visser, 2001). This is the process which should occur in Clansthal, where there are a variety of stakeholders each with an opinion of what should happen to the area.

Local governance has emerged due to recognition of the value which the public and other actors can bring to improve the knowledge of formal systems of decision-making (Hajer, 2003). Local governance refers to an interactive form of governance, where public, private and civil stakeholders work in partnership outside of constitutional rules (Hajer, 2004; Hajer, 2003). In other words, local governance involves a network of actors who engage in a process of participation to make decisions which they all agree on (Hajer, 2003). In the decision-making process for environmental management and planning, there are ultimately two systems which play a role in the final outcomes, the 'hard infrastructure' and the 'soft infrastructure' (Todes et al., 2007). The 'hard infrastructure' refers to the formal systems which are present, while the 'soft infrastructure' refers to the intangible aspects such as social movements which have an effect on relationships in practice (Todes et al., 2007). This applies to Clansthal, where it is apparent that there are both the 'soft

infrastructures' of which the Conservancy and the residents are a part and the 'hard infrastructure' in which the officials, developer and consultant operate.

2.6. Environmental Assessment

The most dominant way in which environmental concerns are integrated into decision-making in South Africa is through Environmental Impact Assessment (EIA). The development of EIA in South Africa has been relatively slow compared to the rest of the world. The promulgation of the Environmental Conservation Act 73 of 1989 (ECA) was the introduction in South Africa of regulations for activities which may have detrimental impacts on the environment, and this act made provisions for Environmental Impact Assessments to be undertaken in the country (Todes et al., 2007; Sowman et al., 1995). EIA in South Africa was a voluntary process until 1997, when the ECA promulgated regulations making EIAs formally required by law (Swilling, 2007; Todes et al., 2007; DEAT, 2006; Brownlie et al., 2005). Since the implementation of formal EIAs, much has been learnt, suggesting that the approach being used was no longer acceptable, calling for a review of the regulations in order that a more holistic, multidisciplinary and participatory approach can be adopted (DEAT, 2006; Sowman et al., 1995). The review began in 2000 and led to the new regulations for EIA, which sets their content and scope, being promulgated under the National Environmental Management Act 107 of 1998 (NEMA) (Swilling, 2007; DEAT, 2006). These regulations were implemented in 2006 (DEAT, 2006). The application for "The Shoals" development in Clansthal was placed prior to the implementation of the new regulations, and hence the EIA process, which the development is required to follow is that of the old regulations.

EIA is an instrument of environmental policy for the regulation of activities (Sowman et al., 1995). It is seen as a tool which can be used to improve environmental quality (DEAT, 2006). EIAs use a systematic process in order to identify the potential positive impacts so as to optimise those, and also to identify and minimise potential negative consequences, which are associated with a proposed activity on the environment (DEAT, 2006; Jay et al., 2006). It is the assessment of the effects expected to occur as a result of certain activities, and attempts to control the impacts at the end of the process of planning and development (Jay et al., 2006; Brownlie et

al., 2005). EIAs tend to have a narrow focus in which cumulative effects and environmental sustainability are not adequately addressed (Todes et al., 2007; Brownlie et al., 2005). EIAs are a tool for environmental management and as a result are not well integrated into planning, in fact the systems of planning and environmental assessment, function as parallel processes which causes duplication and inefficiency, hampering the success of environmental protection (Todes et al., 2007). EIAs are also criticised for failing to question the need for particular developments in an area (Todes et al., 2007). This is relevant to Clansthal where an EIA is under way, and as a result, it is necessary to consider this process of EIA in terms of the planning schemes for the area.

2.7. Conclusion

It is important to consider the context of South Africa when looking at making changes to various practices, as South Africa may follow the international trends of planning, environmental management and sustainability which may not be relevant to situations in South Africa (Sowman & Brown, 2006; Odendaal, 2002). To achieve greater success in the future, there is a need to gain greater understanding of the nature, language, processes, decisions and tools of planners as well as environmental managers that are used in the IDP process (Sowman & Brown, 2006). Nevertheless, there is great potential for planning to play a role in the attainment of sustainable development, but this requires changes to be made to the planning process (Nadin, 2003). This requires that the necessary structures are set up as well as capacity building to occur, to ensure effective governance to assist the integration of sustainability into the planning process (Nadin, 2003; Agyemang, 2002). The theories presented here of environmental management and planning, IDPs and the integration of sustainability into the IDP process, along with theory of local governance and environmental assessment, were drawn on in this research paper. These theories were used in order to gain insight into how the visions and plans for Clansthal fit with the eThekweni IDP principles and goals.

3. Background

3.1. Introduction

This chapter presents the background of the study which is necessary in order to place the research in its local context. The focus of this research is on Clansthal and it reflects on “The Shoals” residential development which has been proposed for the area.

3.2. The eThekwini Municipality

On the coast of the province of KwaZulu-Natal, South Africa, the eThekwini Municipality is to be found (South Africa Business Guidebook, 2007). It covers a large area of about 2 297 km², although it accounts for only 1.4% of the area of KwaZulu-Natal (South Africa Business Guidebook, 2007; Todes et al., 2005; Van Huyssteen, 2005; Diederichs et al., 2002). The municipality extends from Umkomaas in the south, just including the village of Clansthal at the southern tip, to Tongaat in the north, and across to Cato Ridge in the West (Todes et al., 2005; Van Huyssteen, 2005). The area has a diverse topography, ranging from the flat coastal plains in the east to steep escarpment in the west, which supports a range of ecosystems (South African Business Guidebook, 2007). The eThekwini Municipality suffers from problems of unemployment and poverty just like most other municipalities, and is experiencing pressure from development which is presenting a threat to planning and environmental management of the area (Todes et al., 2005; Diederichs et al., 2002). Despite the problems which the municipality may experience, it is generally considered to be a success in terms of strategic planning (Van Huyssteen, 2005). In terms of planning, a report has been produced on the eThekwini catchments as a strategic tool for planning (Diederichs et al., 2002). In this report, the catchments of the municipality were rated as either in a good condition, moderate or poor condition and as such classified as green, orange or red, respectively (Diederichs et al., 2002). The Mahlongwa and Mahlongwana catchments in Clansthal were included in this report and were two of only three catchments in the municipality which received a ‘green’ rating, the Umgababa catchment being the third (Diederichs et al., 2002).

3.3. The Geography of Clansthal



Figure 1: Locality map of Clansthal on the South Coast of the eThekweni Municipality

Clansthal is located between the aMahlangwana River in the North and the aMalongwa river system in the South. It is bounded to the West by the N2 and to the East by the Indian Ocean (Chester, pers. comm., 2006). The locality of Clansthal can be observed from the map that is presented in Figure 1. Clansthal is located on the southern boundary of the eThekweni Municipality and is on the South Coast of KwaZulu-Natal. It is situated in between Umkomaas and Scottburgh, and is directly

opposite the Aliwal Shoal Marine Protected Area. The R102, a provincial main road, cuts through Clansthal, which is regarded to be a small village consisting of only 109 households (NMH Consulting, 2006). Formal settlements occur in the coastal zone as well as the area inland of the R102 (Diederichs et al., 2005).

Clansthal is a unique area in terms of the environment as it contains valuable marine and land-based environmental assets (Clansthal Conservancy, 2007b). There are three undisturbed beaches which are located in the area of Clansthal and these are flourishing with biodiversity (Clansthal Conservancy, 2007b). The beaches have many rock outcrops upon which marine life is thriving, and new rock outcrops have recently been exposed through the storms, beginning in March, which are changing the coastline (Mann, 2007, pers. comm.). Clansthal has a high population of fish and attracts many fishermen to the area; however the conservancy is concerned about the effects of over fishing, and has proposed that the area be declared a 'no take' marine zone, to become a nursery so as to increase the fish populations in the area (Clansthal Conservancy, undated). Plate 1 illustrates a portion of the coastline of Clansthal, showing the rock outcrops and the fishermen to be found on them.



Plate 1: Fishermen on the rock outcrops of the coast of Clansthal.

Clansthal has a diverse landscape from the sea, to the beach, to the land. In terms of the land, a variety of ecosystems exist beginning at the beach interface with the dune vegetation (Mann, 2007, pers. comm.). Present in the area are coastal dune forests, estuarine forest, grasslands, wetlands, riverine vegetation and swamplands, and these are host to an array of wildlife, such as birds, butterflies, blue duiker, otter, and it is even believed that a leopard is present in the area (Crankshaw, 2007). The natural environment of Clansthal can be depicted in Plate 2. Clansthal contains two rivers, the aMahlongwa and aMahlongwana Rivers, and many small tributaries (Mann, undated). The catchments in the area are of a good quality, as the assessment undertaken of the eThekweni Catchments rated these as 'green', which adds to the fact that Clansthal has a valuable environment (Diederichs et al., 2005). As a result of this unique environment, the Clansthal Conservancy has been established in order to protect the environment. There are also agricultural lands present in the area, with the main agricultural practice being the cultivation of sugarcane (Diederichs et al., 2005).



Plate 2: View of the natural landscape of Clansthal.

In the Clansthal area, a large gated residential development has been proposed namely “The Shoals” and an Environmental Impact Assessment (EIA) is currently

being undertaken in this regard. The Clansthal Conservancy is concerned with the effect this development could have on the area, and has raised various objections and comments to the EIA scoping report (Clansthal Conservancy, 2007a). As an honours Student from the University of KwaZulu-Natal, this study has been undertaken to consider the issues facing the Clansthal area.

3.4. The Clansthal Conservancy

The Clansthal Conservancy has evolved from the Greenpoint Conservancy which was very small, comprising mere eight properties located in Greenpoint Drive. It was then voted to expand the Conservancy from the aMahlongwana River to Greenpoint in which the Clansthal village would be incorporated (Clansthal Conservancy, undated). Today, the Conservancy now extends from the aMahlongwana to the aMahlongwa River (Crankshaw, 2007). The Conservancy operated as many other conservancies, focussing on issues such as alien vegetation clearing, but has been mobilised into greater action due to realisation that Clansthal is under threat of development. The Clansthal Conservancy is contesting the need for a large residential development in the area; they believe that there is a better choice, which would be to maintain the area as a green, natural area for recreation and eco-tourism (Crankshaw, 2007).

The strategy employed by the Conservancy is for land as well as marine conservation (Clansthal Conservancy, undated). This is due to the fact that the Conservancy has realised they have a responsibility to protect the environment, and can play an important role in environmental management (Clansthal Conservancy, n.d.). The Conservancy is involved in the clearing of alien vegetation and has managed to get this initiative funded by the Department of Water Affairs *Working for Water* project (Clansthal Conservancy, undated). The Conservancy prides itself as being part of the first successful bio-control project in South Africa, to eradicate triffid weed using *pareuchaetes insulate*, a moth from Florida whose caterpillars eat the triffid weed (Clansthal Conservancy, undated). It has been noticed that since the removal of alien vegetation, biodiversity has been flourishing in the area, with weavers, red bishops, butterflies and even blue duiker returning to the area (Crankshaw, 2007). One of the plans for Clansthal is to develop a nature trail in the

aMahlongwana River Valley, and it is hoped this will be achieved by creating a partnership with the eThekweni Environmental Management Department, SAPPI, Crookes Brothers and with some funding from Coastcare through the Reunion Island Institute (Clansthal Conservancy, undated). The Conservancy is also committed to eliminating crime from the area (Clansthal Conservancy, undated). The Clansthal Conservancy is situated opposite the Aliwal Shoal Marine Protected Area, and as a result is committed to marine conservation and has proposed that a no-take zone be declared along the coast of Clansthal, in order to have a nursery for marine life (Crankshaw, 2007; Clansthal Conservancy, undated).

3.5. “The Shoals” Development

The development which has been proposed for the area of Clansthal is “The Shoals” Residential Estate (NMH Consulting, 2006)¹. It has been proposed on a plot of land which is 71ha in size and is located inland of the coastal village of Clansthal. The site falls between the N2 freeway which is to the west of the plot and to the east is the R102, which is a provincial main road. The land upon which “The Shoals” has been proposed has been used as farmland on which sugar cane has been farmed. The surrounding land uses of the site are a mixture of residential properties, sugar cane farms and some indigenous forests.

The land on which “The Shoals” is proposed is strongly undulating and comprises ridges, hilltops, dune deposits and drainage basins. The site contains very little indigenous vegetation but there is some coastal forest and wetland vegetation present on the property. The site also contains some indigenous wetland grasses, bulrushes and other sedges as well as a swamp forest which is characterised as a threatened wetland type with a high biodiversity value. These have been identified as important for conservation and hence accommodation has been made for these in the planning of the development. This has been achieved by applying suitable buffer zones between these features and the development which is planned. A disadvantage of the site, which presents a threat to the indigenous vegetation, is that

¹ The information presented in this section is drawn from the draft scoping report of “The Shoals” development (NMH Consulting (2006). Environmental Impact Assessment for the Proposed “The Shoals” Residential Estate, *Draft Scoping Report*.)

the area is riddled with alien invasive species. These include, amongst others, *Chromolaena odorata* (triffid weed) and lantana.

The plan for “The Shoals” development is to develop a residential estate, a small commercial node, an administration area, a club house, a spa or lodge and open space of rehabilitated natural vegetation. The plan is to have approximately 259 residential properties of a minimum size of 1200m² on the site. It is planned that approximately half of the plot size of the individual properties be set aside as open space gardens, where it will be encouraged for property owners to plant indigenous vegetation or preferably, maintain and rehabilitate the space as indigenous bush. It is also planned to have approximately 33 units of medium density residential use, with 50% of the unit space rehabilitated to indigenous bush. It is intended that “The Shoals” development will contain a spa or lodge which will cover 35% of the zoned area allowing the rest to remain as open space.

The plan also allows for a limited commercial zone which is intended to include a small convenience store, and allows for the possibility of having small businesses, such as a doctor’s room and an interpretive centre. This will be for the use of the residents of the estate and it is intended that half of the space remain as open space. The proposal provides for an administration block for security personnel and administrative purposes. This will also include a service yard and storage area for garden maintenance equipment and general services. Mitigation measures will be taken in order to prevent pollution.

In the proposal, it is stated that 37% of the property is set aside as a private conservation reserve. This comprises of the drainage lines, wetlands, indigenous coastal forests, buffer zones and green corridors. A major part of the plan for the development is to have rehabilitation of the land. This will be achieved through alien plant eradication, soil stabilisation and allowing natural succession to occur. Along with this, nature based recreational activities will be encouraged to take advantage of the natural environment. The activities which will be encouraged include bird watching and nature walks. This has been included in the proposal so as to achieve sustainable development as a key principle of “The Shoals” Residential Estate.

The proposal for the development of “The Shoals” Residential Estate has been submitted for consideration as a Development Facilitation Act application. The application is currently in the scoping phase of the Environmental Impact Assessment. It has been submitted to the Department of Agricultural and Environmental Affairs (DAEA) in terms of the EIA regulations for the Environmental Conservation Act 73 of 1989. The application was made in 2006, with acknowledgement of receipt of the application by DAEA given on 17 February 2006. The EIA application was made in terms of the old regulations for Environmental Impact Assessments.

4. Methodology

4.1. Action Research Process

This chapter provides the methodology which was employed in order to collect and analyse the data to form the results of the research. The research approach adopted here is considered to be action based research. Action based research is undertaken in order to solve a real problem which has been identified in order to generate information that can be used by academics and perhaps more importantly the community where the issue lies in order to lead to a change and improved effectiveness (Coghlan, 2007; Mokuku, 2002; Kitchen & Tate, 2000; Wellington, 2000). Action research is a process which continuously evolves and involves cycles of planning, acting, evaluating and reflecting (Coghlan, 2007; Wellington, 2000).

The aim of this research project was decided on due to an issue raised by the Clansthal Conservancy. This research aligns with the action based research paradigm as the results generated will feed back into the Clansthal Conservancy in order to improve the effectiveness of the Conservancy. The consultant for “The Shoals” development has also requested to view the research paper to see whether there are any issues raised in the research which could be considered in terms of the development. The overarching method of data collection which was used is that of qualitative data collection as the data is in the form of words either from interviews conducted or from documents reviewed (Kitchen & Tate, 2000). The analysis of the results was done in a qualitative manner in which the results of the objectives were linked together and related to the literature in order to achieve the overall aim of the study.

An initial meeting with the Clansthal Conservancy was carried out on 10 March 2007, in which background information on the Conservancy was gathered. In this meeting the issues facing the Clansthal area and its Conservancy was explained by the members of the Conservancy. The Clansthal Conservancy felt that there was a need to develop an Environmental Management Plan (EMP) for the area, in order to address all the issues which they identified as facing the area. In light of the issues

raised, the group of four students, including myself, who had become involved then decided on different projects which were relevant to Clansthal. In this sense, this study is part of a broader group of studies contributing information to the Clansthal Conservancy such as environmental services, sustainability indicators and sustainability assessments of proposed developments for Clansthal. This specific study looks at the different visions and plans for Clansthal and an initial sense of the Conservancy's vision for the area was gained in this first meeting. This was the first step in the action research process in which the problem was identified in order that planning of the aim for the research and the objectives could be undertaken.

4.2. Contextualising the Challenges

With the purpose of reaching the aim of this study, it was first necessary to contextualise the challenges facing the south coast and Clansthal in particular. This was undertaken in order to reveal the baseline data for the results of this study. A brief summary was provided in this regard. The data was collected through interviews conducted with the various stakeholders, the details of which are presented below. Information was also gained through examining the scoping report of "The Shoals" development as well as the eThekweni Catchments: A Strategic Tool for Planning report. The information collected included details of Clansthal such as the geography of the area. Information was also collected on the value of Clansthal to the different stakeholders who have an interest in the area.

The next objective involved the investigation of the key environmental policies and legislation which could influence the vision for Clansthal. These were accessed and reviewed and then were examined in order to reveal key criteria and elements of the legal framework that could shape the vision for Clansthal. The key environmental policies and legislation are those which directly impact on the Clansthal Conservancy. These were the National Environmental Management Act 107 of 1998, the Municipal Systems Act 32 of 2000, the Development Facilitation Act 67 of 1995, the National Water Act 36 of 1998, the eThekweni Catchments: A Strategic Tool for Planning report, the Conservation of Agricultural Resources Act 43 of 1983, the Marine Living Resources Act 18 of 1998, and the South Durban Basin: Coastal Management Plan. The issue of governance was also explored by examining the

interviews which were conducted with the Clansthal Conservancy committee members and the residents of the Clansthal area.

4.3. Legal frameworks and Governance in Clansthal

The examination of the key legal frameworks for Clansthal is presented in the results, section 5.2, by giving a brief summary of each of the different policies and legislation. The summary includes a brief explanation of the relevance of the legal framework to the Clansthal area. It presents the various sections of the legislation or policy which apply to the Clansthal area and briefly explains what the sections contain. To explore the issue of governance, questions were included in the interview processes which are explained below. The questions which were included in the interviews covered issues of responsibility for management of the environment and the role of the Clansthal Conservancy.

4.4. Reviewing the Broad Planning Tools

One of the objectives of this research was to review the eThekweni IDP and the SDF and at a smaller scale, the South Spatial Development Plan (SSDP). This was completed so as to abstract the key principles and goals proposed for the area. The first step in achieving this objective involved accessing the IDP, SDF and SSDP. The eThekweni IDP for the period 2006 to 2011 was accessed online through the municipality's website, www.ethekwini.gov.za. The first set of limitations was then experienced at this point in attempting to access the SDF and the SSDP. These could not be accessed as they are still in draft form and not available to the public. In an attempt to overcome this, a meeting was set up on 6 August 2007, with Mr. Gcina Makhubu, a planner involved in drafting the SSDP who informed me he was not permitted to provide me with a copy of the plan. A second meeting was set up on 3 September 2007, in order to conduct an interview to gain the data on the SSDP required for the study. In terms of the SDF, a summary of its features is provided in the IDP which was drawn on to abstract the key principles and goals. Information on the SDF was also gained from the interview with Mr. Makhubu. Once the data had been accessed, it was reviewed which was necessary in order to identify the key principles and goals which inform the IDP, SDF and SSDP of eThekweni. This task

was required as the data collected forms the basis upon which the different visions and plans for the Clansthal Conservancy were correlated.

In order to review the eThekwini IDP, a framework was developed upon which to undertake the review. The first step in the process, involved the identification of the principles and goals, which was drawn out from the various sections of the IDP. In the next step, groups were decided on according to the spheres of sustainability, to form the basis upon which the key principles and goals were abstracted. As a result, the key principles and goals were chosen based on environmental, social, economic and governance importance and the overarching principles and goals which were also drawn out. Finally, these were grouped into a table based on the different spheres that were developed in the previous step. A summary was then prepared on the key principles and goals which are proposed in the IDP for the eThekwini municipality. In the same manner, the SDF, through the summary provided in the IDP, along with the information from the interview with Mr. Makhubu, was reviewed.

To overcome the issue of not being able to gain a copy of the SSDP, an interview was organised with Mr. Makhubu, the planner involved in developing the SSDP, as an alternative approach to access the data required of the key principles and goals. The interview was conducted at Mr. Makhubu's office which is located in the City Engineers building, on 3 September 2007. It was decided to use an interview guide approach which is an open-ended interview (Kitchen & Tate, 2000). For the interview guide, a few key open-ended questions were set, which were then probed further during the interview based on the type of information being provided by the respondent to explore particular issues further and gain all the appropriate data (Kitchen & Tate, 2000). The information gathered through this interview was then categorised according to the overarching principles and goals, environmental, social, economic and governance principles and goals. A summary was also given explaining what the principles and goals mean for the south coast of eThekwini.

The data collected through the review of the eThekwini IDP and SDF and the data collected from the interview regarding the SSDP, was then correlated in order to reveal relationships between the different sources. This was used to produce the

overall principles and goals, against which to align the visions and plans proposed for the Clansthal Conservancy to achieve to aim of the study.

4.5. Examining the Visions and Plans for Clansthal

With the purpose of examining the different visions and plans proposed for the area, in order to fulfil the final objective, interviews were conducted with key stakeholders. In order to cover the full range of views, the stakeholders interviewed consisted of the Clansthal Conservancy committee members, the Clansthal residents, officials from the eThekweni municipality, the developer and the consultant. Table 4.1 below provides information on the list of respondents who were interviewed. The draft scoping report by the consultant and the comments on the draft scoping report by the city was also examined. In this manner a mixing of methods was used, which represents a triangulation approach to data collection, which allows for more reliable results to be obtained, as a variety of sources have been used (Wellington, 2000). The interviews essentially provided the individuals views of the visions and plans for Clansthal. The interviews were conducted on a group of Conservancy members which when combined and relationships examined, revealed the overall view of the Conservancy. In the same way individual residents were interviewed and through correlating their responses, the overall view of the residents of Clansthal was arrived at. The draft scoping report and the comments on the draft scoping report were examined in order to corroborate the views of eThekweni, the consultant and the developer.

Interviews which took the form of structured questions were conducted. There was a group of four students including the writer who were involved in research on the Clansthal Conservancy, as a result, a questionnaire was developed which included questions regarding each person's project. The questionnaire consisted of open-ended questions which allowed the respondents to fully express his or her opinions and attitudes to the matter and it also included some closed questions (Kitchen & Tate, 2000).

Table 4.1: List of Respondent

NAME	CATEGORY	ORGANISATION	DATE
Keith Cunningham	Conservancy Member 1	Clansthal Conservancy	19 August 2007
Angela Kightley	Conservancy Member 2	Clansthal Conservancy	19 August 2007
Rob Crankshaw	Conservancy Member 3	Clansthal Conservancy	19 August 2007
John Forest	Conservancy Member 4	Clansthal Conservancy	19 August 2007
Quinn Mann	Conservancy Member 5	Clansthal Conservancy	19 August 2007
Sean Chester	Conservancy Member 6	Clansthal Conservancy	20 August 2007
Respondent 1	Resident 1	Resident of Clansthal	19 August 2007
Respondent 2	Resident 2	Resident of Clansthal	20 August 2007
Respondent 3	Resident 3	Resident of Clansthal	20 August 2007
Respondent 4	Resident 4	Resident of Clansthal	20 August 2007
Respondent 5	Resident 5	Resident of Clansthal	20 August 2007
Respondent 6	Resident 6	Resident of Clansthal	20 August 2007
Respondent 7	Resident 7	Resident of Clansthal	20 August 2007
Respondent 8	Resident 8	Resident of Clansthal	20 August 2007
Respondent 9	Resident 9	Resident of Clansthal	20 August 2007
Respondent 10	Resident 10	Resident of Clansthal	20 August 2007
Respondent 11	Resident 11	Resident of Clansthal	20 August 2007
Respondent 12	Resident 12	Resident of Clansthal	20 August 2007
Andrew Mather	City Official 1	Coastal Development Branch	3 September 2007
Gcina Makhubu	City Official 1	Planning Branch	3 September 2007
Penny Croucamp	City Official 1	Environmental Management Branch	3 September 2007
Narend Singh	Developer	The Shoals Residential Development	14 September 2007
Neville Hattingh	Consultant	Blue Environment	17 September 2007

This involved purposive sampling techniques as the key stakeholders were known. During the data collection process, it became clear that in terms of interviewing the residents, a snowballing technique was used as a result of the Conservancy members suggesting which residents we should contact. This technique often has a problem of bias with people suggesting others who think the same way as they do, however, the Conservancy members were suggesting residents who they felt would provide a range of responses. Their motive for doing this was because the results of these studies will feed back into the Conservancy so they want reliable results which

they can trust and use effectively. The residents' interviews also involved convenience sampling, as the Clansthal area has a fairly small population of permanent residents, making it difficult to apply other sampling techniques as it became problematic to find households where residents were at home. A sample size of 12 households was used, which represents approximately 10 percent of the households in Clansthal as there are only 109 houses in the area. Six Conservancy committee members were interviewed and it was found that the structured questionnaires had evolved into structured open-ended interviews, as the respondents elaborated on the structured, prepared questions giving the answers they wished (Kitchen & Tate, 2000). The interviews took place at venues which were convenient for the respondents which were their offices and in terms of the Conservancy committee members and the residents it was their homes. These were organised at times which are convenient for them.

In order to examine the draft scoping report and the comments on the draft scoping report, a similar framework to that used in the review of the IDP was employed. In this process of data collection, the possible visions and plans were first identified from the various sections of the documents. It was then necessary to draw out the elements which would form the key visions and plans which were decided on according to the spheres of sustainability. As a result, the key visions and plans were decided on based on environmental, social and economic importance. These were grouped into a table based on the different spheres decided on for both the draft scoping report and the comments on the draft scoping report. The information was then combined with the information collected from the interviews with the officials and the consultant.

Once the interviews were completed, they were then coded and using Microsoft Excel, relationships were analysed through graphs and tables where appropriate. The areas which were appropriate to this study regarding the visions and plans for the Clansthal area were extracted from the data. It was then necessary to compare the responses from the different stakeholders and in order to achieve this a table was set up to correlate the visions and plans proposed by the different groups, which was divided into residents, the Conservancy committee, officials combined with the data from the comments on the draft scoping report, the developer and the consultant

combined with the information from the draft scoping report. This was conducted in order to reveal relationships between the groups which were then discussed. The relationships which were revealed were then correlated to the principles and goals of the broad planning tools. This was achieved through means of a table so as to reveal the relationships which were then discussed.

4.6. Limitations to the Study

The limitations experienced in this research project were due to the fact that this study was action based research. This constrained the study as the work conducted is undertaken with real people in which one has to work around their schedules. This caused problem with attempting to set up meetings with the Conservancy committee members, the developer, the consultant and the officials who are always very busy. Issues were also experienced as the Clansthal area is a small village, with many of the households being used as holiday homes or weekend retreats. This made it difficult to find permanent residents who were at home. It should be noted that all the residents who we did manage to get hold of were very receptive and friendly and willing to answer the questions. Constraints were also experienced due to the fact that the interviews were conducted as a group effort with fellow students. Interviews were conducted as a group, to avoid interviewing each stakeholder four times which would become an annoyance for the stakeholders. In this sense, it was difficult to produce a questionnaire which covered the issues required for each project and was not too lengthy. This project was also constrained due to the fact that the SDF and SSDP could not be accessed; this limitation has been described above.

4.7. Conclusion

The research which has been conducted takes the form of action based research, in which qualitative data collection was used. The methods have been described for collecting data on contextualising the challenges facing Clansthal, investigating the legal frameworks influencing Clansthal and local governance of the area, reviewing the broad planning tools and examining the different visions and plans for Clansthal. Limitations were experienced while conducting the research as a result of this being an action based research project as well as working in a group.

5. Results and Discussion

5.1. Introduction

The results chapter examines how the different visions and plans for the Clansthal Conservancy align with the eThekweni IDP principles and goals. This chapter begins by contextualising the challenges facing the south coast and Clansthal in particular. This forms the baseline data from which to assess the results that were exposed from the research. Following from this, a brief summary is then given of the various policies and legislation which could guide decision-making in the Clansthal area, and shape the vision for Clansthal. The broad planning tools which are the IDP, SDF and the SSDP are then reviewed, with the key principles and goals abstracted. Finally, the issue of local governance was explored in which the visions and plans of the various stakeholders were examined. These different elements were analysed so as to achieve the aim of the study.

5.2. Contextualising the Challenges Facing Clansthal

Clansthal is located between the aMahlongwa and the aMahlongwana Rivers. The land use surrounding these catchments is primarily agricultural, but along the coastal strip, there is some formal settlements which also extend inland (Diedrichs et al., 2002). The topography of the land is dominated by a landscape which has been shaped by a steep, young water course as the area contains approximately 465 tributaries (Mann, undated). The majority of these, drain into the two main rivers, leaving five small streams which pass through the site of the proposed Shoals development, and drain out into the sea (Mann, undated; NMH Consulting, 2006). The soils of Clansthal originate from Dwyka tillite, giving sandy clay loams which are shallow and fine grained, and which have slow intake rates and high run off rates. Along the seashore there are rock outcrops of dolerite, Pietermaritzburg shale, Dwyka tillite and some glacial boulders embedded with other rocks (Mann, undated)

The natural environment in Clansthal is largely characterised as good, relative to other areas. It is not pristine for the reason that there has been poor maintenance,

but there is evidence of environmental protection. Some feel that the natural environment in Clansthal is degraded due to issues of pollution, presence of alien invasive species and poor maintenance, as well as the fact that people have been building on the dunes. The beach is regularly covered in litter and the main culprits are believed to be the fishermen who can be seen in Plate 3 below (Mann, 2007, pers. comm.). It is believed the environment is “degraded but saveable” (Conservancy Member 5, 19 August 2007). The key threat to the environment of Clansthal is found to be development. The key environmental assets which have been identified in Clansthal include wildlife such as blue duiker and even leopard. Clansthal also has large areas of indigenous vegetation and has seven different biomes, “the sea and seashore, dune forest, estuarine forest, wetlands, grasslands, riverine vegetation and swampland” (Conservancy Member 5, 19 August 2007).



Plate 3: Fishermen on beach, believed to be the main cause of litter.

Clansthal consist mainly of coastal forest and dune forests, also dominant in the area in terms of vegetation, are agricultural products, which is mainly sugar cane followed by some eucalyptus plantations and some local farming of products such as pepperdews. The farming of these products has led to the clearing of natural vegetation which has also led to a decrease in biodiversity. There are also issues of

fertilizers and pesticides being released into rivers and ground water systems. In terms of the Mahlongwana River, the Conservancy rated its quality as good as there is natural vegetation present and it supports diverse wildlife. According to the eThekweni Catchments report (Diedrichs et al., 2002); both the Mahlongwana and the Mahlongwa river catchments were given a 'green' rating which means that these catchments are in a good condition. The catchment area is able to provide a number of services such as treating pollutants, reducing flood peaks, providing refuge to wildlife and also providing recreational opportunities.

Clansthal has experienced problems on the coast with the recent storms which began in March "but not as much as the other areas" (Conservancy Member 5, 19 August 2007). The storms have changed the coastline and led to the destruction of habitats as well as caused damage to properties. The storms caused massive waves to hit the coast which has damaged the dune vegetation along the coastline, such as in Plate 4 below. It was found in this research through the interviews conducted, that those coastal properties where the dune vegetation had been maintained did not experience damage to their properties. The damage to one property where dune vegetation had not been present, caused the foundation to become exposed, and this can be seen in Plate 5 below. In this Figure, it can also be seen that steps have been taken to prevent further damage, by placing sandbags in front of the property. According to Mather, the best structures to use to prevent damage by waves are those which mimic the slope of the beach, which is something that is soft and flat, such as sandbags, the best option being to rebuild the dune systems (Mather Interview, 3 September 2007).

Clansthal has also experienced problems with flooding which has damaged some beachfront properties, although the river catchments were identified as having a low flood risk in the catchments report (Diedrichs et al., 2002). The floods which do occur, take place subsequent to an intense rainfall event as a result of the nature of the geology and the slope of the area. The dominant soil type in Clansthal has a slow infiltration rate and a high runoff rate, and the area is characterised by the presence of many steep slopes (Mann, undated).



Figure 5: Wave damage to dune Vegetation.



Figure 6: Damage to a property in Clansthal from recent storms, with sandbags to prevent further damage.

Clansthal is valued for the fact that it is undeveloped and has a natural environment with many environmental assets. These are maintained by the Conservancy through developing a sense of community responsibility and developing a relationship with the municipality. The Conservancy also hopes to educate people about the environment and so help to conserve it. The majority of the residents of Clansthal are concerned about the shifting edge of the coastline which shows their concern and value for the area. Clansthal is valued for how it is at the moment, most people do not wish for it to change, they “like it the way it is” (Resident 2, 20 August 2007). Clansthal is a largely undeveloped area within the eThekweni municipality, which for many of the people living within Clansthal, is seen as a benefit.

5.3. Policy, Legislation and Governance

Legislation and policies provide a way to protect the environment as well as bring together environmental management and planning (Todes et al., 2005; Partadário & Voogd, 2004; Kahn et al., 2002). As a result, the key environmental policies and legislation have been investigated as these could impact on the future of Clansthal.

The National Environmental Management Act 107 of 1998

This Act provides the general framework for environmental management and implementation plans. It provides guidelines for the protection of the environment as a result, it is important that these guidelines are followed in Clansthal where the environment is valued highly. This Act serves to guide all other legislation in the country (Brownlie et al., 2005). The National Environmental Management Act (NEMA) essentially applies to the actions of all organs of state that may significantly affect the environment.

Section two of chapter one provides the National Environmental Management Principles and some of the key principles are outlined here. NEMA states that environmental management must place people and their needs at the forefront of concerns and serve their interests equitably. It also states that development must be socially, environmentally and economically sustainable which relates to disturbance of ecosystems, pollution and degradation of the environment, impacts on the environment and people’s rights, and states that a risk averse and cautious approach

be applied. Another principle is that environmental management must be integrated and involves the selection of the best practicable environmental option. The pursuit of environmental justice is also included as a principle which aims to not unfairly discriminate the vulnerable and disadvantaged. There must be equitable access to environmental resources, benefits and services, with participation of all interested and affected parties promoted and decisions made which consider their interests needs and values. Therefore it is important to examine the views of the residents and the different stakeholders in Clansthal. NEMA proclaims that the impacts, social, economic and environmental, of activities must be considered, assessed and evaluated and decisions which are taken must be made in an open and transparent manner with access to information provided. The environment is held in public trust for the people and any costs to the environment must be paid by those responsible for the harm. It also states that sensitive, vulnerable, highly dynamic or stressed ecosystems such as coastal shores, estuaries or wetlands, require special attention in management and planning procedures. These ecosystems are present in Clansthal and hence it is relevant for official to place considerable attention on activities which occur in the area.

Chapter 5 deals with Integrated Environmental Management and states that there must be integration of principles of environmental management into all decision-making. The objective is to identify, predict and evaluate the actual and potential impacts on the environment so as to minimise any negative impacts and maximise the benefits, through considering risks, consequences, alternatives and options for mitigation of activities. This is particularly relevant to Clansthal where a large development has been proposed. An EIA is being undertaken as a way to assess the impacts which this could have on the environment. NEMA states that alternative must be considered and the Clansthal Conservancy has proposed an alternative for the area which therefore, should be taken into consideration.

Compliance, Enforcement and Protection are set out in Chapter Seven of the National Environmental Management Act. It declares that every person who causes, has caused or may cause significant pollution or degradation of the environment must take reasonable measures to prevent it from occurring, continuing or recurring, or if this cannot happen then it should be minimised and rectified.

The Municipal Systems Act 32 of 2000

This Act provides the core principles, mechanisms and processes which are necessary in order to enable municipalities to achieve social and economic upliftment of local communities. Chapter Two of the Act provides the legal nature of municipalities which is that of cooperative government. It also provides the rights and duties of municipalities which extends to members of the local community and municipal administrations, and provides that these are subject to the Constitution, other provisions of this Act and other applicable legislation. The municipal functions and powers are then given in Chapter Three, which includes the provision, monitoring and regulation of municipal services, the promotion and undertaking of development and promoting a safe and healthy environment. Community participation is also provided for in Chapter Four of the Act.

The Municipal Systems Act is a key legislation as it provides for IDPs to be developed in Chapter Five, namely that IDPs are a requirement by law (Harrison & Todes, 2001). The Act states in section 23 that municipal planning must be developmentally orientated. Plans should link, integrate and co-ordinate while aligning the resources and capacity of the municipality with the implementation of the plan. Section 26 sets out the core components of IDPs which should include a vision for the long term development of the municipality. This is central to research being undertaken in Clansthal, which investigates the different visions and plans proposed by different stakeholders so as to align them with the eThekweni IDP. IDPs must include an assessment of the existing level of development with the identification of communities which do not have access to basic municipal services. They also need to contain a SDF, which has also been examined in this research in Clansthal, guidelines for land use management systems, disaster management plans, financial plans and key performance indicators and targets. The Chapter gives particulars of a framework for integrated development planning such as the specification of principles to be applied and for a co-ordinated approach. This suggests that there is an opportunity to develop a broader strategic approach, around what should guide development in an area.

Municipal services are explained in Chapter Eight of the Act. Priority is given to the basic needs of the local community, and it aims to promote the development of the local community. The Act states that municipal services must be equitable and accessible. Legal standing is given to the Act in Chapter 11 which deals with legal matters and allows for prosecution of offences to occur.

The Development Facilitation Act 67 of 1995

It is necessary to consider this piece of legislation as the Environmental Impact Assessment of “The Shoals” development has been submitted in terms of this Act. The purpose of the Act is to introduce measures to facilitate and speed up the implementation of reconstructive and development programmes and projects in relation to land. It also provides general principals to govern land development. These are provided in section three of the Act and include that policy, administrative practice and laws should provide for urban and rural land development and also facilitate the development of formal, informal, existing and new settlements. There should also be the promotion of efficient and integrated development in terms of social, economic, institutional and physical aspects, as well as the contribution to the development of more compact cities with a diverse combination of land uses and environmentally sustainable land development practices and processes should be encouraged. It is also stated that community members who are affected by land development should actively participate in the process of land development.

Chapter Four specifies land development objectives, these should relate to the standard of services such as public transport, water, health and education facilities. Objectives are also set out in relation to rural and urban growth which includes the sustained utilisation of the environment, the optimum utilisation of natural resources and the overall density of settlements. These have influenced the development in Clansthal, as the original proposal was for a denser residential development. These objections are influencing the proposed development as sustainability is being promoted in the proposal. The Act states that a local government body or MEC may require environmental evaluation to be carried out to assess the likely impacts of any land development objective upon the environment. The land development procedure is given in Chapter Five which involves the land development application, the consideration of application by tribunal which may impose conditions on the land

development such as environmental evaluations. There are also procedures for the erection of buildings and engineering services.

The National Water Act 36 of 1998

The purpose of the Act is provided in section two and it is to ensure that the national resources are protected, used, developed, conserved, managed and controlled. This is relevant as Clansthal is situated between two river systems, the Mahlongwa and the Mahlongwana. In the Act, sustainability and equity are identified as the central guiding principles for water resources in the country. Another fundamental principle is to recognise the basic human needs of present and future generations.

Chapter Two provides for water management strategies and part two is of particular importance as it provides for catchment management strategies. These are required to be developed for water resources, and hence should be developed for Clansthal. The management strategy must set principles for allocating water to existing and prospective users where all matters relevant to the protection, use, development, conservation, management and control of water resources is taken into account. This strategy must consider the class of the water resource as well as quality objectives. The protection of water resources is provided in Chapter Three of the Act.

eThekwini Catchments: A Strategic Tool for Planning

This report is in line with part two of Chapter Two of the National Water Act which has been explained above. The eThekwini Catchments strategy provides a process for assessing, incorporating and monitoring environmental sustainability and has recognised that catchments are affected by consequences of development. Water quality has been identified as a key indicator of the condition of the environment. As a result, this strategy undertakes a 'status quo' assessment which categorises catchments as 'green', which are in good condition, 'orange' for catchments in moderate condition and 'red' for poor condition. This then determines the strategic planning response to be undertaken.

The Mahlongwa and the Mahlongwana catchments of Clansthal have both been given a 'green' catchment rating, primarily because the conditions of the catchments

were found to be good. Only three catchments in the eThekweni Municipality were given this green rating and it is interesting to note that two of them are located in Clansthal. The strategic response for these 'green' catchments is to ensure that pressures on the catchments do not increase to such an extent that will cause the status to change to orange. This can be achieved by restricting urban development and rather encouraging low impact tourism or recreational development that will take advantage of the good environmental quality. As a result it is relevant to reflect on the need for residential developments in Clansthal.

The Conservation of Agricultural Resources Act 43 of 1983

This Act provides for the combating of weeds and invader plants which is relevant to Clansthal as the area has issues with alien invasive species. Section five of the Act deals with the prohibition of the spreading of weeds and states that no person shall sell, agree to sell or offer, advertise, keep, exhibit or deliver to any person, any weeds. The dispersal or the causing of or permitting weeds to be dispersed is also prohibited through this Act. If this occurs that person will be guilty of an offence. Control measures are provided for under section 6 of the Act. Section ten deals with the rendering of advice and explains that any officer, member of a conservation committee or authorised person may enter land to render advice relating to the control of weeds and invader plants. Beacons and marks may be erected in order to apply the advice rendered.

The Marine Living Resources Act 18 of 1998

This Act provides for the conservation of marine ecosystems and the long term sustainable use of marine living resources. Some of the principles and objectives from section two include the need to conserve marine living resources for both present and future generations, the precautionary approach to management and development must be applied and the need to preserve marine biodiversity. Clansthal has proposed that the area be declared a 'no take' marine zone so as to preserve marine life, which aligns with the principles proposed in this Act. Chapter Three provides for the management of marine living resources and part two deals with local fishing in terms of subsistence and recreational fishing, which is present in Clansthal. Marine Protected Areas (MPA's) are outlined in Chapter Four which will apply to the Aliwal Shoal Marine Protected Area opposite Clansthal. According to the

Act, MPA's are declared in order to protect fauna and flora and the physical features on which they depend and also to facilitate the management of fisheries. In this regard, no person shall, without permission fish, take or destroy any fauna and flora in any MPA.

South Durban Basin: Coastal Management Plan

eThekweni Coastal Management Plans are intended to be formulated for the whole of the municipality's coastal areas in order to determine what is worth conserving and how to undertake conservation (Mather Interview, 3 September 2007). The South Durban Basin Coastal Management Plan is the first of these and can be used as a guidance of what these plans argue for. It is hoped that coastal management plans will be used to inform zoning of land use in other areas (Mather Interview, 3 September 2007). A coastal management plan for Clansthal could be used as an alternative planning tool which is more specific to the area as IDPs tend to be too broad (Todes et al., 2005). Clansthal is a very small area and as a result a broad planning tool such as an IDP or SDF has the risk of not addressing all the issues in the area. Coastal management plans could be more relevant to Clansthal as it is situated in a coastal zone, therefore many of the issues in Clansthal relate to the coast.

Coastal Management Plans involve the identification of the study area and give an assessment of it in terms of the assets, facilities and features, key issues and risks. A vision must be formulated as well as a coastal use zoning plan which identifies uses or activities for different zones. Development and management strategies are then formulated for the area giving the development responses, strategic and operational management. Roles must also be identified with respect to municipal, economic, social and environmental objectives and for the provision of guidance for the use of resources in the area, identification of actions and levels of investment to protect and enhance ecosystems.

The policies and legislation which have been presented represent the 'hard infrastructure' which should guide planning and development in Clansthal (Todes et al., 2007). In Clansthal, decision-making with regards to planning and development is also being influenced to a certain degree by the people who make up the

stakeholders in the area. This relates to issues of governance and can be referred to as the 'soft infrastructure' (Todes et al., 2007).

Issues of Governance

The main consensus amongst the residents and the Conservancy committee members is that the body who is taking charge in Clansthal to manage the environment is the Clansthal Conservancy. The residents recognised that the Clansthal Conservancy is addressing the challenges facing the area, "the Conservancy is trying very hard to control and organise things" (Resident 11, 20 August 2007). It was revealed through the interviews that some of the residents do not know who is responsible, or simply think that no one is managing the environment in Clansthal. The Clansthal Conservancy feel that apart from them being responsible for the management of the environment, the municipality and Ezemvelo KZN Wildlife are also taking responsibility. When asked who should be responsible for managing the environment, it was found that the Conservancy feel it is their responsibility to manage the environment. They also feel the eThekweni municipality and the local community should take responsibility, respondent 1 feels that "every property owner needs to play their part" (Conservancy Member 1, 19 August 2007); while respondent 3 feels it should be a "partnership between government and the community" (Conservancy Member 3, 19 August 2007). The residents feel strongly that the municipality should be responsible for managing the environment and addressing the challenges in Clansthal, one respondent commented that "the municipality should be, but they are not" (Resident 3, 20 August 2007). It was also revealed that the respondents believe it should be a body of people. This is in line with the idea of governance, which involves a network of stakeholders who are involved in decision-making (Hajer, 2003). They also recognise that the Conservancy should be responsible for managing the environment as well as addressing the challenges in Clansthal.

From this it is clear that the Clansthal Conservancy plays a clear role in managing the environment in Clansthal. To gain a better understanding of this, the Clansthal Conservancy committee members were asked what their role in the area is. Their main role which was identified is to monitor development in the area. They consider this to be the imperative at the moment due to the proposed Shoals residential

development, which they feel poses a threat to the environment of Clansthal. Respondent 3 explains their role is to “monitor activity that may pose a risk to the community constitution” (Conservancy Member 3, 19 August 2007). An essential role for the Conservancy involves conservation with the protection of natural resources. They effectively have a multifaceted role which includes such actions as monitoring security and crime, control of alien invasive vegetation as well as looking out for the interests of the community and building a relationship with government, which has been identified by the Conservancy as good to relatively good as “Clansthal holds a low priority for them” (Conservancy Member 2, 19 August 2007).

The Environmental Management Branch of the eThekweni municipality has stated that they know the Clansthal Conservancy exists but apart from that, they know very little about them. The municipality is aware of the concerns which the Conservancy has regarding the proposed development and the various impacts it could have on Clansthal. They are also aware of the projects they undertake in the area to protect the coast. According to Penny Croucamp of the Environmental Management Branch of the eThekweni municipality, there are a lot of conservancies and therefore the municipality cannot deal with all of them individually. Conservancies are meant to be under the supervision of Ezemvelo KZN Wildlife as the municipality does not have the time to deal with them all². The municipality should however review this position due to the fact that NEMA state areas with vulnerable ecosystems such as coastal shores and wetlands, which Clansthal contains, should be given special attention. This confirms the view of the Clansthal Conservancy who recognised that they are not the main concern for the municipality. It should be noted that this could be due more to lack of capacity of the municipality than the municipality not recognising Clansthal as having an importance for eThekweni. It is widely recognised that the government’s capacity is limited (Sowman & Brown, 2006; Nadin, 2003).

According to the residents, what they know about the Conservancy is that their role is the protection of the environment, they are “trying to keep the environment as natural as possible” (Resident 9, 20 August 2007). Many of the residents of Clansthal feel that they do not know much about the role of the Clansthal Conservancy but they do

² This information was drawn from an interview with Penny Croucamp (Croucamp Interview, 3 September 2007).

know that they set goals and objectives to achieve such as controlling security in the area, wanting to encourage tourism through developing hiking trails and trying to control development in Clansthal. Many of the residents stated that they do have involvement with the Conservancy in that they attend meetings and receive the newsletters. Respondent 1 stated that the Conservancy “ask our opinion and try to keep us informed” (Resident 1, 19 August 2007). It is interesting to note that although many of the residents are involved with the Conservancy, they feel they do not know much about their role. This shows the Conservancy needs to perhaps attempt to increase the participation of the residents, getting them involved in what they do in the area instead of simply reporting back on what they have achieved. This is however difficult to achieve, as people tend to only take an interest in things when issues arise which directly affect them. Most people will only get involved in attempting to make a change in things that directly impact on their lives.

5.4. Broad Planning Tools: IDP, SDF, SSDP

A review of the broad planning tools which are used to guide the planning of the city was conducted. The planning tools which were reviewed included the eThekweni IDP and its associated SDF and the SSDP which is directed at a smaller scale, encompassing the Clansthal area. Through this review, the key principles and goals were abstracted and then were analysed to reveal how these broad planning tools influence the future of Clansthal.

IDPs provide as a means to guide development planning (Robinson et al., 2003; Harrison & Todes, 2001). Accordingly, it is necessary to review the IDP so as to determine the principles and goals it contains which will guide the visions and plans for Clansthal. A summary of the key principles and goals which were abstracted from the IDP has been presented in Table 5.1 below. The results have been grouped according to the overarching principles and goals, environmental, social, economic and governance principles and goals. These have been further explained to clarify what these principles and goals mean in terms of the IDP, and what they mean for the eThekweni municipality and for Clansthal.

Table 5.1: eThekweni Integrated Development Plan key principles and goals

OVERARCHING	ENVIRONMENTAL	SOCIAL	ECONOMIC	GOVERNANCE
Sustainability: balance social, economic, environmental needs	Clean green city	Safe, healthy and secure environment	Economic development and job creation	Overcome ineffective and inefficient local government
Africa's most caring and liveable city, where all citizens live in harmony	Land use management: increase densities, reduce sprawl	Access to services	Ensure access to economic opportunities	Good governance
	Maintain ecological integrity: ensure development occurs within carrying capacity of natural environment	Have basic needs met	Skills development	
	Develop a culture of recycling	Feel protected	Develop ecological and related tourism	
	Sustaining the natural and built environment	Caring City: protect marginalised	Economically successful city	
		Democratic and equal city	Smart City: improve knowledge and access to info	
		Empowering citizens	Financial viability and sustainability	
		Celebrate cultural diversity		
		Quality living environment		

The overarching principle which was abstracted from the eThekwini IDP is sustainability. It has been recognised that many development practices which are occurring today are still unsustainable. This is a challenge that the IDP is hoping to overcome. In order to do this, the IDP is considering ways in which to balance to social, economic and environmental needs of the eThekwini municipality so as to become more sustainable. This is in accordance with the recognition of the need for planning to adopt principles of sustainability (Todes et al., 2005; Harrison & Todes, 2001). This is an important consideration to make in Clansthal where the current state of the area is one which is undeveloped, presenting a unique opportunity to incorporate sustainability from the outset of any plans for the area. Initiatives which are implemented must be guided by this principle of sustainability, in such a way that resources are managed so as to not prejudice the capacity to implement further initiatives in the future. Provisions need to be made for the future as well as for developments to occur in the present while the environment is being protected (Dal Cin, 2004). To facilitate the process of making provisions for the future, it is necessary to consider the visions of the different stakeholders, to get a sense of their desired future and attempt to accommodate this in plans. It is intended with the IDP that the issue of sustainability should feed into social and economic developments as well as ecological considerations.

The overarching goal for the eThekwini municipality to achieve is to become Africa's most caring and liveable city, where all citizens live in harmony. It is important that people feel proud of the city that they live in and this is achieved through addressing the various environmental, social, economic and governance principles and goals which have been identified. This overarching goal forms part of the vision for the eThekwini municipality.

Creating a common vision for the municipality is the essential element of IDPs (Sowman & Brown, 2006; Robinson et al., 2003; Agyemang, 2002; Odendaal, 2002; Visser, 2001). This common vision would be most effectively reached by considering the visions of the different stakeholders. In this manner the people will feel included in the planning process, which will help them to feel proud of their city, and make the city more caring and liveable. This should be applied to Clansthal so that it can be an area where all citizens live in harmony.

Both physical as well as biophysical principles and goals have been classified in the environmental category for the key principles and goals abstracted from the IDP. The first is the principle of a clean and green city. By achieving various goals it is hoped that the people of eThekweni may enjoy a clean and green city, which will aid in the achievement of the goal of the municipality. Clansthal has been given a 'green' rating in terms of the catchments in the area, which were classified as being in a good condition. It is therefore important that this be maintained in Clansthal and that plans for the area do not compromise this state. The next principle that was abstracted was that of land use management, which is to be used to increase densities of the city and to reduce sprawl. It can be argued that developing a new residential estate in Clansthal which is situated at the edge of the city, represents urban sprawl. Through land use management, it is intended that development will not be controlled but rather managed and facilitated; ensuring resources are efficiently allocated (Kahn et al., 2002; Selman, 1992). The driving force behind this is the overarching principle of sustainability to ensure that people live in harmony with the environment. By doing this it is intended to reduce the fragmentation of development which has been inclined to dominate South African cities causing negative impacts (Harrison & Todes, 2001).

It was revealed that a key principle is to maintain ecological integrity. This principle once again draws on sustainability and calls for the balancing of social, economic and environmental needs. The maintenance of ecological integrity involves the efficient use of resources which is important as resources are decreasing while the demand for them is increasing (Dal Cin, 2004; Nadin, 2003). In this sense it is important to ensure that all forms of development occur within the carrying capacity of the natural environment. This principle is essential in Clansthal, where a development has been proposed in an area where the natural environment is valued highly. By maintaining the ecological integrity and working within the carrying capacity of the environment, will have benefits for the city in that the cost of engineering will decrease and it will reduce the costs associated with natural disasters. Clansthal has been impacted by extreme waves; as a result it is important to take into account these conditions when proposing developments for the area. By maintaining the ecological integrity, will help to retain an attractive city so as to

achieve the vision for the municipality. A goal which emerged through the review of the IDP was to develop a culture of recycling. This must be encouraged within society and to successfully achieve this, more opportunities must be created for recycling waste in all possible sectors. In this manner, management of the city will be more efficient and will contribute to the sustainability of the municipality. The final key environmental principle uncovered from the IDP is to sustain the natural and built environment. This will add to the sense of place of an area which should be maintained. Clansthal has a particular sense of place, and it is feared that development will change this. This principle involves the promotion of sustainable and integrated social, economic and environmental land use management. The IDP has recognised that the health of the earth is at risk and could even be in a crisis situation, this is in line with the global concern for the environment, so it is necessary to balance the different goals (Miller & de Roo, 2004; Campbell, 1999; Selman, 1992). It is necessary to sustain services which have no human substitutes such as clean air, it is also necessary to sustain open space assets and realise that some developments cannot exist in harmony with the natural assets. This is significant to Clansthal which has a healthy open space system, consisting of forests and wetlands in good condition, which is feared, will be threatened by development.

A social principle which came out of the review of the IDP is that of a safe, healthy and secure environment. This is critical to achieving quality of life for citizens (Miller & de Roo, 2004; Selman, 1992). The Constitution of South Africa expresses that all citizens have the right to be safe, healthy and secure environment and the government must protect these rights. By applying this principle, it will aid the municipality in creating a caring city where everyone feels safe and that their health and security needs are being met. The Clansthal Conservancy is currently taking steps to applying this principle, by addressing the issue of crime in the area. The next principle identified is access to services. It is intended that all citizens should have access to services, and in particular this should be access to municipal, health and educational services. This is due to an acknowledgement that access to basic household and community services is not optimal. It has been recognised that services need to be expanded in Clansthal, particularly with regards to sewage. A goal which was revealed is to have basic needs met. It is important that the people of eThekweni should be able to feel that their basic needs are met which will help to

improve their quality of life and will help eThekweni to become Africa's most caring and liveable city. Following from this, it was revealed that one of the goals for eThekweni is for the citizens to feel protected. This is part of creating a caring and liveable city. It is clear from the IDP that one of the principles is a caring city. This is particularly focussed on the consumer and it involves protecting the marginalised, those who are vulnerable, such as the poor as well as women and adolescents which is a concern of IDPs, to identify needy communities and meet their needs (Sowman & Brown, 2006; Todes, 2004; Robinson et al., 2003; Agyemang, 2002; Visser, 2001).

A democratic and equal city is a social principle abstracted from the IDP. This principle stands for the promotion of non-racism, non-sexism and overall achieving a more tolerant citizenry. This is aligned with the current objective of planning which is to overcome the historical challenges of the past (Kahn et al., 2002). A key social principle drawn from the IDP is empowering citizens, which is also one of the objectives of IDPs (Brownlie et al., 2005; Robinson et al., 2003; Odendaal, 2002; Harrison & Todes, 2001). Empowerment can be achieved in Clansthal by ensuring participation of the community in the planning process, and considering their future visions for the area. Empowerment is vital to enable the people of eThekweni to realize their full potential. This shall be achieved by developing the municipality into a centre of learning where training is provided for other local authorities. This is based on a smart and learning city concept to bridge the digital divide and have the municipality be a competent, efficient learning institution where all stakeholders have access to learning opportunities this is to reach the new objective to create a city for all citizens through redistribution and growth (Todes, 2004; Agyemang, 2002, Visser, 2001). The manner, in which the planning process is currently occurring in Clansthal, provides a great opportunity for learning, especially if multiple stakeholders are included in decision-making. It is important to overcome the spatial inequalities in education, and increase communities' consciousness about their role in economic and job creation. A further principle for the municipality is to celebrate cultural diversity. In doing this, conditions must be created to realise opportunities for sports, arts and culture as well as heritage. This is important for personal growth, community solidarity and economic advancement, as there is potential for income opportunities in these fields. Finally, a social principle for the eThekweni municipality is a quality living environment. This refers to ensuring that all households' have

equitable and appropriate access to household and community facilities, and access to home ownership should be facilitated. This represents the central mandate of the municipality, to have fully serviced, well maintained, quality living environments which are sustainable. This is the purpose of environmental planning, to enhance the quality of the urban environment (Archibugi, 1997; Campbell, 1999). It is important that this be pursued in Clansthal as the environment, natural and urban, is highly valued.

The economic principles and goals begin with economic development and job creation. The purpose of this is to develop the economic wealth of eThekweni to achieve the material well-being of its citizens. This relates to strong economic growth and sustainable job creation to address the challenge of relatively high levels of poverty which has been experienced in the municipality. IDPs are intended to redress poverty and inequality as an objective (Todes, 2004; Agyemang, 2002; Visser, 2001). eThekweni must build on the strengths and opportunities it has such as its port, the coastline and the subtropical weather. Clansthal is situated on the coast, therefore economic development which can occur in the area should be related to the coastal assets. Linked to this, a goal was uncovered which is to ensure access to economic opportunities. Clansthal is regarded to be an affluent area, however it is in a rural surrounding and hence economic opportunities should be provided for the poorer communities of the surrounding areas. This should be achieved within a deeply-embedded framework of sustainability. A further economic goal which was abstracted from the IDP is for skills development. This is important in order to overcome the issue of limited capacity which exists all over South Africa and IDPs provide a means of achieving this (Sowman & Brown, 2006; Agyemang, 2002). Another economic goal which the review of the IDP revealed was to develop ecological and related tourism. The Clansthal Conservancy has proposed that hiking trails be set up in the area to take advantage of the unique environment, in the form of ecotourism (Crankshaw, 2007; Clansthal Conservancy, n.d.). This is due to recognition that large economic benefits can be gained from the natural resources of the city which can be used for tourism and hence economic development. This should be done in a way to retain the natural assets while still benefiting from the natural environment. It can be seen that the principle of sustainability is operating here.

It was exposed through the IDP that one of the principles is an economically successful city. Methodologies need to be adopted which contribute to local economic growth and job creation. BEE and SMME development should be promoted in this regard with support provided to local businesses. It is important that IDPs emphasise local economic development (Sowman & Brown, 2006; Robinson et al., 2003). The eThekweni IDP revealed that a principle to be adopted is that of a smart city. In this sense, access to information must be improved and the knowledge of all citizens should also be improved. The final economic principle which was abstracted from the IDP is that of financial viability and sustainability. The municipality needs to arrive at, and present a stable and accurate financial position as well as ensure that the financial position is viable in the long run. Financial requirements must be fulfilled which requires the capital budget to be redirected for expenditure on new development. To stay financially sustainable, challenges need to be addressed and there must be alignment with the sustainable development strategy of the city. IDPs are linked to budgets; it allocates resources and selects developments based on the budget to meet the needs of communities (Sowman & Brown, 2006; Todes, 2004; Robinson et al., 2003; Agyemang, 2002; Odendaal, 2002; Visser, 2001). In this regard, it is necessary to consider the relevance of a large residential development in Clansthal, in terms of the needs of the communities.

In the category of governance, a key goal to achieve is to overcome ineffective and inefficient local government. The Clansthal Conservancy has intervened in the area to take over where the local government has not been present. In this manner, the Conservancy is making use of local capacities and knowledge to manage the environment. This is due to a challenge which was uncovered that local government in the municipality is dominated by ineffectiveness, inefficiency and is still inward-looking. IDPs provide a means of overcoming this by placing accountability on officials (Sowman & Brown, 2006; Robinson et al., 2003). It is important that local government becomes involved in Clansthal, as important decisions need to be made which affect the future of the area. These decisions can only be effectively made if officials are involved in Clansthal and understand the challenges facing the area. A principle which was revealed is for good governance. In order to apply this principle, it is necessary to develop a strong institution, through the creation of tools, which can

support consultative and participatory local governance. As a result tools should be developed to enable the Clansthal Conservancy to work together with local government and this relationship should be strengthened. It is important that the people of eThekwini have access to the municipality. This principle should filter through all the other principles and goals which have been identified.

The SDF is required to be prepared and included in IDPs and as a result is also a relevant planning tool to consider which will influence the visions and plans for Clansthal (Brownlie et al., 2005; Kahn et al., 2002). The SDF for the eThekwini municipality is in the process of being developed and so could not be accessed. In order to review the SDF to abstract the key principles and goals, the summary of the spatial frameworks defining features, presented in the Integrated Development was used, and the information was also supplemented through conducting an interview (Appendix 1). Table 5.2 below shows the key principles and goals, these have been categorised according to the environmental, social and economic principles and goals.

Table 5.2.: Spatial Development Framework key principles and goals

ENVIRONMENTAL	SOCIAL	ECONOMIC
Compact city model: curb urban sprawl & promote compaction	Accessibility & convenience in more densely populated areas	Durban CBD & SDB to play dominant roles in terms of jobs & rates. Small satellite centres play support roles
Secure agriculture and upper catchments environmental assets		Support for an informal economy at Warwick Junction
Upper catchment open space area: to provide free services & supports health of core urban area		Infrastructure excess capacities utilised

The environmental principles and goals of the SDF can be categorised as those relating to the built environment and those relating to the biophysical environment. The SDF revealed that one of the principles is for a compact city. The SDF is based on a compact city model which has the goal to curb the sprawl of the city so as to

promote the compaction of the city which is more efficient. This shall be achieved through the zoning of land uses in the SDF which will ensure more effective use of facilities, reducing the need to build new facilities. A compact city means that fragmented development with its associated negative consequences is avoided (Harrison & Todes, 2001). The proposed residential development in Clansthal will essentially be a development on the edge of the municipality, and as such does not add to the compact city model.

In terms of the biophysical environment, one of the goals is to secure environmental assets of agriculture and the assets of upper catchments. By doing this, less pressure may be placed on the environmental resources (Miller & de Roo, 2004; Selman, 1992). Associated with this is the principle of having an upper catchment open space area. This is intended to provide free services to the city as well as supporting the health of the city. Clansthal contains open space areas such as wetlands, forests, and dunes, which have been identified as being able to treat pollution, reduce flood peaks and protect the land from storm seas (Diederichs et al., 2002). Services are vital for the functioning of a city and it is an advantage for the city if these can be provided for free as this will save costs which can be used in other sectors. The environmental services of Clansthal have been investigated and the value of these, for the municipality, has been assessed (Martel, 2007). By securing the environmental services, it will help to sustain the health of the city so that the quality of life of the population may improve (Miller & de Roo, 2004; Selman, 1992).

Linked to the idea of having a compact city is the social goal of emphasising accessibility and convenience in areas which are more densely populated. The SDF has recognised that for the successful and efficient functioning of the city, access to services, facilities and opportunities must be improved and made more convenient. This has been recognised as a need for Clansthal. By having more densely populated areas, people will live closer to amenities and job opportunities, so achieving the goal of accessibility and convenience. This will help to improve the quality of life of the citizens of eThekweni municipality (Miller & de Roo, 2004; Selman, 1992).

When it comes to the economic sphere, the main focus is on investment, in other words which areas need to be invested in. It was found that the focus is for the Central Business District in Durban and South Durban Basin to play the dominant role for the provision of jobs and rates for the city. A principle which was revealed from this was the development of economic support roles which shall be achieved through small satellite centres. A further economic principle which was revealed is support for an informal economy. The SDF mentions supporting the informal economy at Warwick Junction specifically. These economic goals are not relevant to Clansthal, which suggests that a planning tool should be developed which is more specific to a coastal village like Clansthal. For example, a Coastal Management Plan could prove to be more relevant to inform land use planning in areas such as Clansthal (Mather Interview, 3 September 2007). A goal which was uncovered in the SDF is to utilise excess infrastructure capacities. This will help to ensure that eThekweni is operating efficiently so as to achieve the desired outcomes for the municipality.

In the planning arena, there is a hierarchy of planning tools with spatial plans for local areas at the lowest level. The SSDP is being developed for the area on the south coast of the eThekweni Municipality, which will include Clansthal. It is still in draft form so an interview (Appendix 1) was conducted in order to reveal the key principles and goals which will guide the future of Clansthal. The results of this have been summarised in table 5.3 below. The table reveals that there are various principles and goals for the area which can be divided into the overarching, environmental, social, economic and governance principles and goals.

It was revealed that the overarching principle which is guiding development in the southern region of eThekweni is sustainable development. This is the current requirement for all cities around the world to achieve (Swilling, 2007; Miller & de Roo, 2004; Selman, 1992). The goal for the south coast is to achieve balanced development which takes into account the capacity of the south, and what developments can be accommodated in terms of the services available in the area. This is to ensure that the goal of sustainable development may be achieved. The stakeholders in Clansthal has recognised in their visions, that sustainable development must be pursued. This is to ensure that the current state of Clansthal,

as an area with a vast natural environment, may be conserved, while still providing for the needs of the present and future generations. Another principle which needs to be considered is the uniqueness of an area, and it is hoped that the south will be a unique area (Makhubu Interview, 3 September 2007). Clansthal has been identified as a unique area by the stakeholders, and as a result the goal is to maintain this uniqueness into the future. The views around this uniqueness are however contested, as the developer wishes to capitalise on this aspect, while the Conservancy and residents feel development will challenge the uniqueness of Clansthal. This is an issue which will guide how the vision of an area is determined, as the plans for an area will be influenced by what attributes the area holds and how they can be utilised to enhance the value of the area. The issue of utilisation is causing conflicts in Clansthal between the different stakeholders.

Table 5.3.: South Spatial Development Plan key principles and goals

OVERARCHING	ENVIRONMENTAL	SOCIAL	ECONOMIC	GOVERNANCE
Sustainable Development: balanced development	Nodal development to compact city	Safeguard public amenities	Increase job provision in the South	Integrate sectors
Consider uniqueness of area	Strategic role of the South: link plans to other areas	Upgrade service delivery & accessibility	Enhance tourism projects	
	Efficient development		Enhance economic role of the South	
	Protect the natural environment			

The principles and goals in the SSDP for the environment comprise both the built and the biophysical environment; however the built environment seems to dominate in this instance. It was found that one of the principles around the built environment is that of nodal development so as to achieve the goal of a compact city as this allows for more efficient management of the city as development is not fragmented which tends to have negative consequences (Harrison & Todes, 2001). Once again, it is necessary to consider the proposed development in terms of contributing to urban

sprawl, as Clansthal is on the edge of the municipality. There should be a hierarchy of activity nodes, determining what activities should occur where. It was also revealed that the South needs to have a strategic role in eThekweni, where it is linked to the plans for the central, northern and western areas of eThekweni. This issues should be considered and act as a guide to development in Clansthal. An important principle which was exposed is the principle of efficient development. In today's world and particularly in South Africa there is an imperative for development, development is becoming unavoidable (Dal Cin, 2004; Nadin, 2003). In order to reduce any negative impacts of development and for development to become more sustainable it is important that the principle of efficient development be applied (Miller & de Roo, 2004; Harrison & Todes, 2001; Selman, 1992). If development goes ahead in Clansthal it is vital that it be efficient. It was also uncovered that a principle incorporated into the SSDP is to protect the natural environment. This is in line with the evidence that the environment is under pressure and hence it is important that it be protected (Miller & de Roo, 2004; Selman, 1992). The natural environment of Clansthal is recognised to be very important, but it has been noted that the environment is under pressure; therefore it is crucial that this principle be applied.

The social principles should be considered in terms of the role of Clansthal as a unique and undeveloped area in the city. Two key social principles and goals were revealed from the SSDP, the first principle is to safeguard public amenities. Services are vital as they affect the quality of life of individuals in a community (Miller & de Roo, 2004; Selman, 1992). As a result it is important to protect and maintain the public services. Linked to this, a goal was uncovered in the SSDP which is to upgrade service delivery and accessibility. One of the challenges facing the south coast is the issue of service delivery. Services such as water and electricity are available in Clansthal; the main issue is around sewage and the capacity of Clansthal to service a new development. Most of the south coast is rural in nature with services and infrastructure being neglected and access to these has been limited for many people in these areas. As a result it is necessary to upgrade and rehabilitate the services and infrastructure as well as improve accessibility.

In the economic sphere, a key goal abstracted from the SSDP is to increase job provision in the South. The issue of job provision is something which the whole of

South Africa is trying to deal with. In the south such as in Clansthal, this issue is particularly relevant as most people have to travel to other areas, mainly Durban, for jobs. It was also revealed that tourism projects on the south coast should be enhanced to take advantage of the coast, while also providing a means to create jobs. This is one issue which the Clansthal Conservancy is attempting to deal with by creating hiking trails through Clansthal. It should be noted that enhancing tourism projects may be problematic due to the current level of services in the area and the proximity to urban centres. A principle which was uncovered is the enhancement of the economic role of the south. An important consideration to make when thinking about the future of Clansthal and the south is the economic role which this area should be playing in the city. As a result a result it is relevant to consider what type of development would be appropriate for Clansthal, taking into consideration the environmental assets of the area.

In terms of governance, one principle was revealed through the SSDP, which is the integration of sectors. A key challenge limiting the effectiveness of governance and the ability to overcome environment problems is that integration of departments is not being achieved (Miller & de Roo, 2004). It has been recognised that in order to suitably protect the environment there needs to be the integration of environmental management and planning (Todes et al., 2005; Dal Cin, 2004; Khan et al., 2002). In line with this, the SSDP has recognised that the integration of sectors is an important factor to achieve. The events occurring in Clansthal could be seen as an opportunity to bring about integration of sectors, to compel the different sectors to work together as a result of the challenges being experienced in Clansthal.

Each of the principles and goals which were abstracted from the different broad planning tools has been aligned to produce the combined table which follows below. Table 5.4 below shows the overall key principles and goals which should be guiding planning in the Clansthal area. It has been recognised that for planning in South Africa to be a success, it is necessary to identify goals and in light of this the key principles and goals were drawn out of the broad planning tools (Odendaal, 2002). It has also been recognised that issues around planning are not only related to spatial elements but also involve social, ecological and economic issues (Partadário & Voogd, 2004; Campbell, 1999). In order to reflect this, the principles and goals which

were abstracted were categorised according to the overarching principles and goals, environmental, social, economic and governance principles and goals.

Table 5.4.: Key principles and goals to guide planning in Clansthal

OVERARCHING	ENVIRONMENTAL	SOCIAL	ECONOMIC	GOVERNANCE
Sustainability	Land use management: compact city	Safe, healthy and secure environment	Economic development and job creation	Overcome ineffective and inefficient local government
Africa's most caring and liveable city, where all citizens live in harmony	Maintain ecological integrity: ensure development occurs within carrying capacity of natural environment	Access to services	Ensure access to economic opportunities	Good governance
Consider uniqueness of area	Sustaining the natural and built environment	Caring City: protect marginalised	Develop ecological and related tourism	
		Democratic and equal city	Economically successful city	
		Empowering citizens	Financial viability and sustainability	
		Celebrate cultural diversity		
		Quality living environment		

The overall principle of sustainability relates to Clansthal it is currently undeveloped, therefore development which may occur in the future should be sustainable development. The principle of a caring and liveable city also applies as planning in Clansthal should be undertaken in a manner which cares for the people, and aims to make Clansthal a place where all citizens can live in harmony. The principle of a compact city is relevant to consider, in terms of developments in Clansthal adding to

urban sprawl. The maintenance of ecological integrity should also be applied to Clansthal as the natural environment is important to the area. The principle of sustaining the natural and built environment is relevant to Clansthal as the people in the area do not wish for it to change.

It is relevant to consider the principle of a safe, healthy and secure environment as Clansthal, experiences problems with crime and the Conservancy is taking steps to mitigate this. Access to services should be considered in Clansthal as the current level of services is not optimal and there is an issue about the capacity of the services to support a large residential development. The principle of a quality living environment applies to Clansthal as the quality is already high and this should not be reduced. Economic development and job creation in Clansthal should be considered in terms of taking advantage of the coast. Access to economic opportunities should also be provided for the poor communities who live in the surrounding areas. The idea of ecological and related tourism has been considered by the Clansthal Conservancy as they have proposed a hiking trail to be developed in the area. In terms of governance, a principle is to overcome ineffective and inefficient local governance which is relevant in Clansthal where the municipality has not been very involved, which needs to change. It is also important to apply the principle of good governance and in Clansthal this should be achieved by building a relationship with the conservancy.

In the past environmental and social issues took a back seat to economic interest, but through combining the broad planning tools, it was revealed that the economic interests are not as dominant, which is something which planning today is trying to achieve (Todes, 2004). It can now be seen that the social issues are now dominating, which could be because planning is becoming more bottom-up (Todes, 2004). It should be noted that the environmental issues still seem to come after the economic issues. In this sense it could be said that planning still has quite a narrow scope as the environmental issues are not as dominant (Dal Cin, 2004; Miller & de Roo, 2004). It is evident through considering the broad planning tools that a pro-growth or pro-development stance has been adopted. These tools appear to have a position of weak sustainability, as the environmental, economic and social spheres are not well balanced, focusing more on the technical aspects (Swilling, 2007; Todes

et al., 2005). Planning should be concerned with reaching a balance between environmental protection and appropriate development to improve the quality of life of societies (Todes et al., 2005; Dal Cin, 2004).

5.5. Local Governance

Local governance is about a network of stakeholders who are all involved in informing decision-making, it is a shift away from the top-down hierarchical nature of government, which has tended to be dominant (Hajer, 2004). In the Clansthal area, the stakeholders who should make up the network of local governance are the Conservancy committee members, the local residents, officials and as a result of the proposed development, the consultant and the developer should also make up the stakeholders. These groups all have an interest in “The Shoals” development and have different visions and plans for the area. The different visions and plans proposed have been examined so as to align them with the principles and goals of the broad planning tools. This was achieved through conducting interviews (Appendix 2-7), and examining reports. The results of this are presented in table 5.5 which follows below.

Through undertaking interviews with the residents of Clansthal, it was revealed that their overall vision for Clansthal is to have an area of limited development, where the natural environment is conserved. The residents are concerned that if developments occur in Clansthal it will change the village character to a town, they feel it will “lose its rural character and it will be like living in a town again” (Resident 1, 19 August 2007). Residents enjoy living in Clansthal because it is undeveloped and they “don’t want to live in a concrete jungle” (Resident 1, 19 August 2007), and “prefer small town life” (Resident 10, 20 August 2007). Residents are willing to accept some development but it should “be sensitively developed, developers must be eco-friendly” (Resident 8, 20 August 2007). Residents do not want “another Ballito” (Resident 3, 20 August 2007). Many identified that their preferred vision would be for the area to remain the same and would like nothing to be changed, “to maintain its natural state” (Resident 5, 20 August 2007). They enjoy the peace and quiet of the area which they are concerned will be disturbed by large developments.

Table 5.5.: The different visions and plans proposed by the stakeholders

SPHERE OF SUSTAINABILITY	RESIDENTS	CONSERVANCY COMMITTEE MEMBERS	OFFICIALS	DEVELOPER & CONSULTANT
Overarching	Retain village character	Retain village character	Provide a different function	Create a unique area
				Sustainable development
Environmental	Limit development	Place biodiversity first – appropriate residential development to support this	Low impact, low density residential	Have a development which considers the environment
	Conserve the environment	Conserve the environment	Conserve the environment	Conserve the environment
Social	Have a safe living environment	Have an exemplary community		Have a safe living environment
				Area for everyone to enjoy
				Social integration of communities
	Improve infrastructure and service supply		Improve infrastructure and service supply	Maintain services
Promote peace and quiet	Promote peace and quiet		An upmarket estate lifestyle	
Economic		Appropriate development to contribute to economy	Low density tourism – take advantage of coast	Enjoy benefits of job creation
				Enhance financial sustainability of area
Governance		Have development in line with IDP	Improve control over land	
		Change attitude of authorities to Clansthal		

The environment is considered to be very important to the residents of Clansthal. They have recognised that the area is high in biodiversity and there is evidence of environmental protection, one respondent commented that “we already have gotten rid of so much, we must keep it and enhance it” (Resident 9, 20 August 2007). They like the area because of the natural environment and they want to see the environment improved and enhanced in the area. A great deal is being done to conserve the environment such as the removal of alien vegetation and pollution control. The residents are concerned that large developments will have a negative impact on the environment and want to “maintain its natural state” (Resident 5, 20 August 2007).

Residents have said they want a safe living environment with increased security and more permanent residents. They also want the infrastructure and service supply to be improved which they are worried big developments will threaten. It is recognised that it is problematic to develop on a poor service base, and the SSDP has acknowledged that there is an issue of a lack of services in the south coast. Residents want the tranquillity of the area to be promoted. They feel “Clansthal is unknown by so many people and development will make it a sought after area” (Resident 3, 20 August 2007).

The Conservancy has developed a formal vision which is “the viable integration of human and natural resources to create a structure of interdependent growth for the future” (Clansthal Conservancy, 2007b). It was revealed though interviewing the Clansthal Conservancy committee members that their vision aligns with that of the residents, for an area of limited development, where the natural environment is conserved. Overall they are of the same opinion of the resident, as they would like to see the village character of the area retained and they feel the proposed development is “inappropriate for Clansthal” (Conservancy Member 2, 19 August 2007). They feel development “can destroy what Clansthal is and what it could be” (Conservancy Member 4, 19 August 2007). Their vision is to place biodiversity first, and is willing to accept appropriate residential development to support the biodiversity of the area. They like it that Clansthal is undeveloped, however if development has to happen, they want to control the size and type of it, to be a

“model of sustainable development, green living and lifestyle” (Conservancy Member 2, 19 August 2007).

The Conservancy identified that the environment is important to Clansthal as it has intrinsic value, being the “last place of natural coastline” (Conservancy Member 3, 19 August 2007) and is an area of high biodiversity containing “seven of the nine biomes” (Conservancy Member 5, 19 August 2007). Their vision is to enhance and restore the natural environment and “be an example of how it can be done” (Conservancy Member 3, 19 August 2007). Clansthal has precious marine and land-based environmental assets with undisturbed beaches, which need to be preserved and regenerated (Clansthal Conservancy, 2007b). In this sense, they want “a stop to further destruction of land based resources” (Conservancy Member 2, 19 August 2007).

The vision for Clansthal is to have an “exemplary community” (Clansthal Conservancy, 2007a), in which the “someone else fix it attitude” is changed (Conservancy Member 1, 19 August 2007). In this sense the Conservancy want to “encourage everybody to look after their immediate environment” (Conservancy Member 3, 19 August 2007). The Conservancy also want to promote peace and quiet in Clansthal, which they feel will be disturbed by large developments. The Clansthal Conservancy are willing to have appropriate development which will contribute to the economy of the community (Clansthal Conservancy, 2007b). Through the interviews it was revealed that the Conservancy will accept development which is in line with the IDP and hope that the attitudes of the authorities towards Clansthal will change.

The vision which was revealed from interviews with the officials of eThekweni Municipality is to develop the area into something unique in which the environment is conserved. Their vision is to have Clansthal perform a different function for the municipality, “in terms of being a more natural environment” (Croucamp Interview, 3 September 2007). They “want the south to be a unique area” (Makhubu Interview, 3 September 2007). What they don’t want, just as the residents stated, is another Umhlanga (Makhubu Interview, 3 September 2007). The municipality would like to have special areas set aside for different land uses, in this sense “it would be nice to

have small coastal villages existing” (Croucamp Interview, 3 September 2007). They are “trying to get a balance between highly developed, developed and undeveloped sections of the coast” (Mather Interview, 3 September 2007). For Clansthal, the vision is to have low density residential or tourism development which identifies all the sensitive areas and protects them from development (Croucamp Interview, 3 September 2007; Makhubu Interview, 3 September 2007).

The officials want the environment in Clansthal to be conserved. Clansthal has a coastal value as well as “patches of coastal forest and dune scrub” which needs to be conserved (Croucamp Interview, 3 September 2007). The officials are “looking at the natural resource base and trying to protect and enhance it” (Croucamp Interview, 3 September 2007). In terms of developments, there are concerns around infrastructure and service capacity of the area to cope with new developments. It has been recognised that if developments do occur in Clansthal, they will change the nature of the area. From an economic perspective, officials feel that tourism should be developed within the area which takes advantage of the coast. There is also a need to improve control over the land, particularly with respect to traditional authorities (Makhubu Interview, 3 September 2007).

According to the developer and the consultant of “The Shoals” development, their vision is to rehabilitate the environment, and have an area for people to enjoy the environment within an estate lifestyle. It is hoped to “create a unique area” (Hattingh Interview, 17 September 2007) looking at a mixture of land uses, “to be an area for everyone to enjoy” (Singh Interview, 14 September 2007). The developer is hoping to create a country atmosphere for “The Shoals” and does not want Clansthal to become another Ballito, which appears to be the common consensus amongst all the stakeholders. Singh (Interview, 14 September 2007) believes that Clansthal has “untapped potential for sustainable development” and is proposing a development which is guided by sustainable development. In this sense, the vision is to have a development which considers the environment. The developer has recognised the importance of the natural environment, as it contains pristine forests as well as some wetlands. The vision is to ensure that “no further environmental degradation of the area” occurs and “whatever can be preserved should be for future generations” (Singh Interview, 14 September 2007). As a result, the consultant has mapped

environmental features first, placing buffers around them and then divided the land up for development (Hattingh Interview, 17 September 2007). In this way, the vision is to conserve the environment of Clansthal.

The vision is to have a safe living environment, and in order to do this a levy has been proposed which will provide funds for crime prevention, litter control as well as the control of alien vegetation (Hattingh Interview, 17 September 2007; Singh Interview, 14 September 2007). It is also hoped that Clansthal will become an area for everyone to enjoy, as it is currently “a preserve of a small, tightly knit community with only a select number of families to enjoy the ambience” (Singh Interview, 14 September 2007). The development will impact the sense of place of the area but this is trying to be softened through aesthetic means (Hattingh Interview, 17 September 2007). It is hoped that there will be social integration of communities with the new community becoming well integrated with the old (Singh Interview, 14 September 2007). It is planned that services will be maintained, but this will be focused on the site of the development (NMH Consulting, 2006). It is planned that “The Shoals” will be an “upmarket housing development” (NMH Consulting, 2006), which will allow Clansthal to enjoy the benefits of job creation and enhance the financial sustainability of the area.

5.6. Aligning the Visions and Plans for Clansthal

In order to determine how the different visions and plans align, and how they align with the broad planning principles and goals, which should guide planning in Clansthal, it is necessary to combine them so as to make comparisons. To facilitate the comparison, the information of the different visions and plans, along with the principles and goals was correlated in table 5.6 below. From the table, it appears that the visions and plans presented by the developer in conjunction with the consultant align most with the broad planning principles and goals. The visions and plans of the residents, Conservancy committee members and officials do align with some of the principles and goals, but to a lesser degree than compared to the developer and consultant. It can be argued that the developer’s vision theoretically aligns best. This is due to the fact that the developer has to follow formal procedures, as a result of Environmental Impact Assessments being required by law

(Swilling, 2007; Todes et al., 2007; DEAT, 2006; Brownlie et al., 2005). Therefore in order to obtain approval, the proposal must comply with policies and legislation as well as the planning tools. This is evident by the fact that the original proposal contained more houses, approximately 400, which was forced to be reduced (Hattingh Interview, 3 September 2007). In contrast, the residents and Conservancy are operating in an informal, ad hoc manner. Their plans and visions for the area have not followed formal structures such as legislation and planning tools. The Conservancy is guided by what they want to see happening in the area.

It should be noted that a component of IDPs is the creation of a vision which the municipality should aim to achieve (Sowman & Brown, 2006; Robinson et al., 2003; Agyemang, 2002; Odendaal, 2002; Visser, 2001). The vision for the eThekweni municipality according to the IDP is that “by 2020 eThekweni Municipal Area will enjoy the reputation of Africa’s most caring and liveable city, where all citizens live in harmony” (eThekweni Municipality, 2006). The visions and plans for Clansthal should be considered in light of this overall vision for eThekweni.

In terms of the overarching principles and goals, it was revealed that all the stakeholders agree that Clansthal needs to be a unique area in the eThekweni municipality. The vision of the officials is that Clansthal should be a unique area in that it should provide a different function in the city, while the residents and Conservancy’s vision is that Clansthal will be a unique area by retaining the village character. The developer and consultant’s vision have the same opinion that Clansthal shall be a unique area. Their vision explicitly supports the principle of sustainability; the concept continually arose when investigating the visions and plans proposed by the developer and consultant for Clansthal. This aligns with the principles and goals of the broad planning tools for sustainable development. Sustainable Development is the current objective of planning around the world, which has been recognised by the developer, and could account for the fact as to why this principle was highly promoted (Miller & de Roo, 2004; Campbell, 1999).

In the sense of the environmental sphere of sustainability, all the stakeholders are in agreement that the natural environment of Clansthal should be conserved which is in alignment with the broad planning principle of sustaining the natural and built

environment. In terms of development, the resident's vision is to limit development of the area which could be seen to align with the goal of having a compact city. On the other hand, the rest of the stakeholders do see development occurring in the area but their vision is to have development maintain the ecological integrity of Clansthal as proposed through the principles and goals of the broad planning tools. From this it can be suggested that the stakeholders, particularly the residents and the conservancy, do not see a need for a large residential development in Clansthal. They have realised that in today's world development has become unavoidable and as a result call for development not impact the environment.

In the social sphere, the stakeholders' visions are mixed according to what is of importance. In general, it was found that infrastructure and service supply should be enhanced in the future which is a goal in accordance with the broad planning tools. In line with creating a quality living environment according to the broad planning tools, the resident's and Conservancy's vision is to promote an atmosphere of peace and quiet in Clansthal. The developer and the consultant plan to achieve a quality living environment in Clansthal by having a development which has an upmarket estate lifestyle. The developer and consultant's vision places the most importance on the social sphere, and as a result it is possible to argue that this aligns well with the broad planning tools, in which social issues were found to be dominant. It can be assumed that the developer has placed emphasis on the social sphere so as to win support for the proposed development. Decision-making is now influenced by a network of stakeholders, in the form of local governance (Hajer, 2004; Hajer, 2003). It is possible that this has been recognised by the developer and so has emphasised the issues which people can relate closest to.

According to the economic sphere of sustainability, the residents do not place emphasis on plans and visions for the economy of Clansthal. This could be due to the fact that the residents of Clansthal are rather affluent and consequently do not require economic development. It could also be accounted to the fact that the residents of Clansthal feel that the environmental and social issues are more important to Clansthal. Opposing this, the developer and consultant plan to have the proposed development provide benefits of job creation as well as enhancing the financial sustainability of Clansthal which aligns with the broad planning tools. The

plan for the area according to the officials is to enhance low density tourism activities, while the Conservancy's vision is to simply have appropriate development to contribute to the economy.

In relation to governance, the developer and consultant as well as the residents, do not make considerations for this sphere. The official's plan is to improve control over the land, while the Conservancy's plan is to have development which is in line with the IDP and their vision is to change the attitudes of authorities to Clansthal. The Clansthal Conservancy has considered the roles of governance as the Conservancy is involved in management of the area, and feel that management should be improved through having the local government take greater control in Clansthal.

Table 5.6.: Comparison of the different visions and plans proposed for Clansthal against the key principles and goals for the area

SPHERE OF SUSTAINABILITY	GUIDING PRINCIPLES & GOALS	RESIDENTS VISION	CONSERVANCY VISION	OFFICIALS VISION	DEVELOPER & CONSULTANT VISION
Overarching	Sustainability				Sustainable development
	Africa's most caring and liveable city, where all citizens live in harmony				
	Consider uniqueness of area	Retain village character	Retain village character	Provide a different function	Create a unique area
Environmental	Land use management: compact city	Limit development			
	Maintain ecological integrity: ensure development occurs within carrying capacity of natural environment		Place biodiversity first – appropriate residential development to support this	Low impact, low density residential	Have a development which considers the environment
	Sustaining the natural and built environment	Conserve the environment	Conserve the environment	Conserve the environment	Conserve the environment
Social	Safe, healthy and secure environment	Have a safe living environment			Have a safe living environment
	Access to services	Improve infrastructure and service supply		Improve infrastructure and service supply	Maintain services
	Caring City: protect marginalised		Have an exemplary community		

	Democratic and equal city				Social integration of communities
	Empowering citizens				
	Celebrate cultural diversity				Area for everyone to enjoy
	Quality living environment	Promote peace and quiet	Promote peace and quiet		An upmarket estate lifestyle
Economic	Economic development and job creation				Enjoy benefits of job creation
	Ensure access to economic opportunities				
	Develop ecological and related tourism			Low density tourism – take advantage of coast	
	Economically successful city		Appropriate development to contribute to economy		
	Financial viability and sustainability				Enhance financial sustainability of area
Governance	Overcome ineffective and inefficient local government		Have development in line with IDP	Improve control over land	
	Good governance		Change attitude of authorities to Clansthal		

6. Conclusion and Recommendations

6.1. The Aim of the Study

Examining how the different visions and plans for Clansthal align with the eThekweni IDP principles and goals, was the aim of this study. This was achieved by first contextualising the challenges facing Clansthal, followed by investigating the key environmental policies and legislation which could shape the vision for Clansthal. The broad planning tools, which included the eThekweni IDP, the SDF and the SSDP were reviewed and these were then related to the different visions and plans which were proposed by the different stakeholders in Clansthal.

6.2. The Challenges of Clansthal Revealed

It was revealed through the data that the area of Clansthal, which is located between two rivers, the Mahlongwa and Mahlongwana, is currently occupied by agricultural land uses with a small residential community present in the area. It was found that that the natural environment in Clansthal is a very important aspect of the area, and that the greatest challenge facing Clansthal is development. This is threatening the environment, causing a decrease in biodiversity of the area, and challenging the sense of place of Clansthal. One way in which the dominant image of Clansthal, which is that of an area of natural environment, can “remain as pristine as it can” (Resident 3, 20 August 2007), is through legislation (Todes et al., 2005; Partadário & Voogd, 2004; Kahn et al., 2002). In terms of environmental management, environmental assessment is the dominant manner in which to manage the impacts which developments place on the environment, which is achieved through EIAs (Todes et al., 2007; Sowman et al., 1995). The events in Clansthal should be seen as an opportunity to undertake an EIA in a manner which can be used as an example for EIAs in other areas.

6.3. The Role of Legislation, Policy and Governance

There are a lot of different legislation and policies which can be drawn on to provide protection of Clansthal's environment, such as the framework legislation of NEMA which guides environmental protection, the Municipal Systems Act and the Development Facilitation Act. This has been as a result of the transition to the new democracy, which has allowed for new laws to be implemented and the environmental sector has in one way benefited through the promulgation of legal frameworks to support it (Todes et al., 2005; Partadário & Voogd, 2004; Kahn et al., 2002; Selman, 1992). Having a wide range of legislation and policy can also be viewed as a limiting factor as there is the issue of capacity to consider when it comes to implementing and enforcing these elements (Todes et al., 2005). In relation to protecting the environment it becomes hard to implement and manage all these different structures, which are considered to be the 'hard infrastructure' (Todes et al., 2007). It was found that in Clansthal the role of the municipality is fairly limited, and the Clansthal Conservancy has taken over where the municipality should be acting. It was found that the Clansthal Conservancy plays a dominant role in the area as the Conservancy is taking charge of controlling activities in Clansthal, which is referred to as the 'soft infrastructure' (Todes et al., 2007).

6.4. The Role of the Broad Planning Tools

Apart from legislative mandates to control what occurs on the ground, planning tools also exist in order to distribute activities, and in terms of environmental planning, to strike a balance between environmental protection and appropriate development (Todes et al., 2005; Nadin, 2003). This was identified as key in Clansthal as the environment is important in the area, and if development must occur it should be suitable according to the context of area. The planning tools which have been investigated are the eThekweni IDP, the SDF and the SSDP. These plans provide a means of guiding development in an area, and as such can be drawn on to guide development in Clansthal (Robinson et al., 2003; Harrison & Todes, 2001). This research has presented a means to illustrate how these broad planning tools can be used in guiding development, through investigating the plans for Clansthal. Through reviewing these broad planning tools, key principles and goals were abstracted to

reveal the elements which guide planning of eThekweni and hence should guide planning in Clansthal. It was revealed that the key overarching principle is that of sustainability. Both the IDP and SSDP identified that there should be balanced development that leads to sustainable development, which is the current imperative (Swilling, 2007; Miller & de Roo, 2004; Selman, 1992). As Clansthal is currently undeveloped it is important to pursue sustainability in all future developments. The vision of the eThekweni IDP also forms part of the overarching principles and goals, which is to be Africa's most caring and liveable city, where all citizens live in harmony. It can be suggested that this vision will be achieved by taking into consideration what the different stakeholders want for Clansthal. The SSDP revealed that it is important to consider the uniqueness of an area and it is evident that Clansthal is a unique area.

In the environmental sphere, a principle of land use management was revealed through the IDP, SDF and SSDP, which calls for a compact city to be developed. In terms of this, it could be argued that a large residential development is inappropriate as it will contribute to urban sprawl. It was also found that it is important to maintain the ecological integrity of an area, in this manner the SSDP is calling for efficient development and in terms of zoning of the SDF, the environmental assets of upper catchments should be secured. The IDP is calling for development to occur within the carrying capacity of the environment. A key principle is that of sustaining the natural and built environment which means the natural environment should be protected, according to the SSDP and having upper catchments open space area according to the SDF. These issues need to be tackled in Clansthal as there is constantly a conflict between achieving environmental protection and appropriate development (Todes et al., 2007; Todes et al., 2005). Ultimately, it can be argued that appropriate development, will be that development which allows for the environment to be protected and conserved. It is vital that only development which is appropriate, in this regard, be implemented in Clansthal.

Social principles and goals have been emphasised in the IDP. The key principles which it revealed are for a caring city where the marginalised are protected, a democratic and equal city, empowering citizens, to celebrate cultural diversity and have a quality living environment. All the planning tools revealed that there should

be access to services and a safe, healthy and secure environment was revealed as a key principle according to the IDP and SSDP. A purpose of an IDP and spatial frameworks is to consider the needs of communities and allocate resources to meet those needs (Sowman & Brown, 2006; Todes, 2004; Robinson et al., 2003; Agyemang, 2002; Harrison & Todes, 2001; Visser, 2001). By meeting the social principles which were abstracted from the eThekweni IDP and the spatial frameworks of the SDF and SSDP, the needs of the people of Clansthal shall be met.

It was determined that the economic principles and goals were not very relevant to Clansthal, and the stakeholders of Clansthal do not view economic issues as vital to deal with in the area, however it is important to consider these, as conflicts in environment and planning can arise do to economic issues (Partadário & Voogd, 2004; Campbell, 1999). A key economic goal which was revealed is to have economic development and job creation which the SDF is promoting through Durban's CBD and SDB, while the SSDP states that for the south there should be increased job provisions. Linked to this there should be access to economic opportunities which the SDF says should be achieved by providing support for the informal sector. A goal is to develop ecological and related tourism and according to the SSDP, tourism projects should be enhanced in the south. A key principle is to create an economically successful city with the economic role of the south enhanced according to the SSDP. Finally in the economic sphere it was revealed that financial viability and sustainability are important principle which the SDF revealed can be achieved utilising excess infrastructure capacities. These economic issues should be considered as NEMA states that development must be economically sustainable (Brownlie et al., 2005). As such, in the decision-making process for "The Shoals" development, the stakeholders need to consider whether it is relevant for Clansthal.

In the sphere of governance, a key goal is to overcome ineffective and inefficient local government through integrating sectors as stated by the SSDP. The IDP revealed that a key principle is simply good governance. These relate to issues of capacity of government and can restrict environmental management and planning practices (Todes et al., 2007; Todes et al., 2005). This needs to be addressed in Clansthal in order that environmental management and planning may be effective.

These broad planning tools form part of the 'hard infrastructure', and as such it was found that they are very technical and still have quite a narrow scope as the environmental issues are not as dominant (Todes et al., 2007; Dal Cin, 2004; Miller & de Roo, 2004). There is an attempt to integrate sustainability into the planning process, especially through developing legislation, to achieve a more holistic approach (Sowman & Brown, 2006; Nadin, 2003). In spite of this, it appears that the broad planning tools represent weak sustainability and it is evident that a pro-growth or pro-development stance has been adopted (Swilling, 2007; Todes et al., 2005). This is a challenge which needs to be overcome, and is particularly relevant to Clansthal where the environmental concerns need to outweigh the social and economic issues.

6.5. The Visions and Plans of Clansthal Revealed

Through looking at the different visions and plans of the different stakeholders, it was found that overall, each of the stakeholders has a similar vision for Clansthal. They all agree that the natural environment should be conserved but then diverge slightly when it comes to development of the area. The residents and Conservancy committee members want to limit development while the officials and the developer along with the consultant have a vision which promotes development in Clansthal. When looking at the different visions and plans in relation to the broad planning tools, it was found that the vision according to the developer and the consultant aligns best, but this was accounted to the fact that the broad planning tools are pro-development and weak with regards to sustainability. This vision can be said to align, as the developer and consultant are required to comply with the planning tools and with legislation in order to gain approval, so will ensure that the principles and goals of these are covered in at least some manner by the proposal. It is important to consider the appropriateness of the proposed development for Clansthal by considering how the other stakeholders feel about the area and development. Planning is concerned with guiding decision-making and one of the factors which should influence effective decision-making is the inclusion of local governance, which is a network of stakeholders, to make it a participatory process (Todes et al., 2005; Dal Cin, 2004; Hajer, 2004; Harrison & Todes, 2001). As a result, the views of the

Conservancy and the residents of Clansthal need to be taken seriously by the decision-making authority.

The broad planning tools which should guide the area revealed that it is necessary to consider the uniqueness of an area. The developer is meeting this, as the vision is to create a unique area through developing a country atmosphere and having a mix of land uses. The developer does not want Clansthal to become another 'Ballito'. It can be argued that even though the developer seems to be meeting this principle in theory, it is questionable as to how this will relate in practice, and it could be said that in the end it will be like any other large gated development. The residents and the Conservancy are of the opinion that having a development like "The Shoals" will change the village character of Clansthal, which is what makes the area unique; the Conservancy believes that the proposed development is inappropriate for the area. It is vital to find appropriate development and it can be argued that the residents and Conservancy are in the best position to determine what is appropriate as they know the area best (Todes et al., 2007; Todes et al., 2005). Planning should reach decisions which protect the environment and provide outcomes which are best for society (Dal Cin, 2004; Agyemang, 2002).

The officials are of the opinion that to create a unique area, Clansthal should perform a different function; it should be a more natural area. It can be said that the residents' and Conservancy's vision is more aligned with this as they do not wish for more development, they wish for the area to remain as natural as possible. The developer is attempting to keep the area more natural by rehabilitating natural areas and maximising open space on the site, but this is mainly due to the fact that sustainability and environmental considerations are a requirement by legislation and included in the planning tools (Brownlie et al., 2005).

In terms of the overarching principle of sustainability, the developer and consultant's vision explicitly aligns with this principle, having sustainable development as a guiding principle for the development. This also aligns with the sustainability principle which is contained within NEMA and the National Water Act. The other stakeholders did not bring up the issue of sustainability in their visions and plans for the area; however it can be argued that their visions and plans are implicitly guided

by sustainability. As a result it can be concluded that although the developer and consultant address the overarching principles and goals of the broad planning tools in a more comprehensive manner, it is arguable as to the degree these will be carried out in practice. While the developer is required to include these elements, the residents and Conservancy who have not developed a vision in a formal setting, have developed a vision which is all about sustainability. As a result it can be said that the residents and Conservancy's vision aligns to the greatest degree as sustainability is entrenched in the vision and not just added to meet requirements as can be argued with the vision of the developer and consultant.

It was revealed through the broad planning tools that one of the environmental principles is to maintain ecological integrity. In the light of this, the officials' vision is to have low density residential or tourism development where sensitive areas are protected from development. This aligns with the vision of the Conservancy where the goal is to keep the area in a form which reflects the current scale and sense of place of Clansthal. However, the Conservancy's vision is to have appropriate development which is able to support the biodiversity of the area, and as such it can be seen that sustainability is entrenched in this. It can be said that that the vision of the developer conforms to that of the Conservancy and aligns with the principle to maintain ecological integrity as the developer is considering the environment in the development by recognising and protecting the pristine forests and the wetlands. The driving force behind this has been legislation forcing the developer to maintain ecological integrity (Brownlie et al., 2005).

A further principle which was revealed was to sustain the natural and built environment, the Conservancy, the residents and the officials have their visions aligned with this in that they wish to improve and enhance the environment of Clansthal. The residents and the Conservancy are of the opinion that large developments will have a negative impact on achieving this goal. The developer seems committed to achieving this goal as the vision is to have no further environmental degradation of the area but to preserve it by buffering the environmental features. In practice, an Environmental Management Plan will need to be developed and this will have to be very strict so that this goal may be reached.

The vision of the residents seems to align with the principle of having a compact city, as they like that Clansthal is undeveloped, but at the same time they realise development is almost unavoidable these days, so will accept some development as long as it is eco-friendly. Therefore it can be concluded that the proposed 'The Shoals' development is acceptable for the area in terms of the environmental sphere as the vision aligns with the principles and goals. In terms of the environmental sphere, all the proposed visions align with the principles and goals. It is necessary to note that the proposed development will only be acceptable if these promises which have been made in the proposal are put into practice.

In terms of the social sphere, one of the principles is to have a safe, healthy and secure living environment which the vision of the residents aligns with as they wish to live in a safe area which has increased security and more permanent residents to enhance the feeling of safety. The developer and consultant's vision also aligns with this principle and to also address the concerns of the residents by planning to charge a levy which will be used to fund crime prevention. It can be said that by allowing "The Shoals" development to go ahead, there will be more permanent residents which is what is wanted for the area.

One of the goals from the broad planning tools is access to services, which the residents have recognised in their vision, and are concerned that big developments will threaten this; the officials are also concerned about the capacity of the area to cope with new developments. This is a problem as developments are placing increased demand on resources and services (Swilling, 2007; Dal Cin, 2004; Nadin, 2003). The developer and consultant have also recognised this goal and plan to maintain services but have limited this to the site of the development. This could present an issue as services will be secured inside the development, while those on the outside may suffer from the impacts of lack of services. Thus it seems that this is one goal which is not appropriately addressed by the visions and plans of the stakeholders.

A social principle is for a quality living environment, the vision of the residents and the Conservancy is that a quality living environment is one which promotes peace and quiet. As a result they are concerned that large developments will destroy this

and hence not meet the principle of a quality living environment. This is something which should be improved for present and future generations (Miller & de Roo, 2004; Selman, 1992). The developer plans to have an upmarket housing development which will provide a quality living environment to those who will be living in the gated estate. As such it will be a quality living environment for the elite and does not provide for the communities on the outside. The visions of the stakeholders seem to conflict on this principle. By looking at the National Environmental Management Act, one of the fundamental principles is to place peoples needs first and what the people of Clansthal need is peace and quiet which the proposed development will conflict.

If it is concluded that the proposed development is inappropriate for Clansthal, as it is not what the people need since it will destroy the peace and quiet of the area and because the issue of access to services is not addressed, then the vision of the Conservancy must be looked at, as the vision which aligns best with the broad planning tools. Developments should be selected which meet the needs of communities (Sowman & Brown, 2006; Todes, 2004; Robinson et al., 2003; Agyemang, 2002; Visser, 2001). The Clansthal Conservancy's vision is to have an exemplary community who take responsibility for their area. This vision aligns with the principle of the broad planning tools for a caring city. As a result, this vision can be said to call for the local community to take responsibility for security of the area.

On the other hand, the developer's vision is to let Clansthal be an area for everyone to enjoy, not just the small community which is currently there, this can be said to align with the principle to celebrate cultural diversity. Then again the proposed development is for an upmarket estate, which will essentially only accommodate the elite; hence it will result in diversity. The developer's vision is also for the social integration of the old residents with the new residents in order to have a democratic and equal city aligning with the principle of the broad planning tools. It is necessary to argue that a gated development will not aid in the achievement of integration as it will be cut off from the rest of the community. To be democratic and equal the views of all the stakeholders need to be considered and it is necessary to consider what they need and they have expressed that they do not need development (Sowman & Brown, 2006; Todes, 2004; Robinson et al., 2003). So from a social perspective although the vision of the developer and consultant addresses more of the social

principles and goals, it is necessary to consider what legislation states, the Municipal Systems Act calls for social upliftment and NEMA says peoples needs must come first hence the residents vision aligns best in terms of the social sphere.

Economically, an important principle is an economically successful city, which the vision of the Conservancy aligns with, in that it calls for development to contribute to the economy of the area. This also aligns with the Municipal Systems Act which calls for economic upliftment of municipalities. The officials' vision for Clansthal is for tourism development which takes advantage of the coast and this aligns with the goal of the broad planning tools, to develop ecological and related tourism. On the other hand the developer and consultant plan to have the proposed development bring the benefits of jobs to Clansthal which is in line with the principle of economic development and job creation. It is arguable as to the extent of job creation, as most of the jobs will be short term. Based on the issue of job creation, it is also planned that the proposed development will enhance the financial sustainability of Clansthal in line with the principle of financial viability and sustainability, and as such this is questionable. From this it can be concluded that the vision of the developer and consultant aligns with the broad planning tools, but this is mainly due to the fact that developers are driven by a profit motive. It is necessary to consider environmental issues; however the environment should not be traded-off in favour of economic interests (Sowman & Brown, 2006; Nadin, 2003).

In terms of governance, it has been recognised that there is a problem of a lack of capacity (Sowman & Brown, 2006). For the sphere of governance, neither the residents nor the developer and consultant addressed the principles and goals of the broad planning tools. The officials' vision for Clansthal is to improve control over the land which is in line with the principle to overcome ineffective and inefficient local government which the Conservancy's vision also aligns with. The Conservancy calls for development to be in line with the IDP. The Conservancy's vision also aligns with the principle of good governance as it wishes to change the attitudes of the authorities towards Clansthal. It can therefore be concluded that the Conservancy's vision aligns to the greatest degree with this sphere.

6.6. What This Means for Clansthal

The vision and plans of the developer and consultant appear to align well with the overarching, the environmental and the economic principles and goals, while the residents' vision aligns best with the social principles and goals and the Conservancy's vision aligns with the governance sphere. It can be concluded that although the visions and plans of the developer and the consultant aligns well with the principles and goals of the broad planning tools, this is due to the fact that legislation and the planning tools compel the developer to align with these 'Hard infrastructure' (Todes et al., 2007). In fact these 'hard infrastructure' are pro-growth and pro-development, with a technical focus and a weak sustainability outlook (Todes et al., 2007; Dal Cin, 2004; Selman, 1992). Therefore, the visions and plans of residents and Conservancy are more appropriate for the area as sustainability was found to be entrenched within the visions and plans.

It is very important that the role of the Conservancy is recognised as the Conservancy plays a key role in the management of the area. The Conservancy wants "a vision that places biodiversity first and development within that" and hence has developed a vision which is "the viable integration of human and natural resources to create a structure of interdependent growth for the future" (Clansthal Conservancy, 2007b). From the data it was found that this is what the developer is proposing. The vision is to rehabilitate the environment and have an area for people to enjoy the environment within an estate lifestyle. However this vision applies more to those that will be living within the estate and does not extend to the whole of Clansthal. The developer has taken the environment into consideration by marking off sensitive areas and placing buffers around them and then planned the development. Importance has been placed on rehabilitation and having sustainable development guiding the Proposed Shoals development. In this sense, the vision and plans of the developer and consultant aligns with the broad planning tools and also aligns with the Conservancy's vision. However, it is questionable as to whether this will be applied in practice and hence it can be concluded that the Conservancy's vision aligns best with the broad planning tools. This is due to the fact that it is their desire to achieve the principles and goals set out in the planning tools, they are not

being forced to do so to gain approval as the developer is, therefore it is more likely that this vision will be realised on the ground.

Although it has been found that the vision of the developer aligns with the vision of the Conservancy, the Conservancy is not of that opinion; in fact the Conservancy has stated that the proposed development is inappropriate for Clansthal. Therefore it can be concluded that the developer needs to improve participation of the Conservancy within the proposed plans. The developer needs to recognise the role of the Conservancy in Clansthal to have a development that integrates well with the surrounding area and the community. The developer and the Clansthal Conservancy should develop a relationship with each other, deliberative governance is required. This is so that the Conservancy may attain its imperative of identifying with developers, appropriate residential development to support its vision and the developer, by providing appropriate development, will be able to receive acceptance for the proposed development. It is also important that for the proposed “The Shoals” development to be a success in the area, if it is allowed to go ahead, the developer must carry out its vision, by protecting the environment and incorporating sustainability until the very end. In this manner, the IDP’s vision which is “by 2020 eThekweni Municipal Area will enjoy the reputation of Africa’s most caring and liveable city, where all citizens live in harmony” will be best aligned.

6.7. The Way Forward

The visions and plans of the different stakeholders in Clansthal have been aligned with the IDP along with the other broad planning tools. It was concluded that the vision of the residents and the Conservancy is most appropriate for Clansthal. It was also determined through this that the vision of the developer aligns well with the broad planning tools which was found to be as a result of these tools having a pro-development and weak sustainability stance. As a result, the way forward for future research into environment and planning could be to examine alternative frameworks which could guide planning in areas. It was suggested that Coastal Management Plans could be more appropriate for Clansthal, and these could be examined in future research.

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Appendices

Appendix 1:

Interview guide on SSDP

⇒ Principles and goals used to guide visions and plans

1. What things do you consider to be important to the South Coast?

2. What things do you think need to change about the South Coast?

3. What are the key challenges facing the South Coast?

4. How are these issues planned to be addressed?

5. How important is the natural environment to the South Coast?

6. What issues guided the development of the SSDP?

7. What do you consider to be the preferred vision for Clansthal and the South Coast?

8. How do you think developments like “The Shoals” development will impact on the Clansthal area?

9. What key issues do you think need to be considered when new developments are proposed for areas like Clansthal?

Appendix 2:

Questions for residents

Section A: General questions on Clansthal

1. Please list three things that you like about Clansthal.

2. Please list three things you would like to change about Clansthal.

3. How important is the natural environment to Clansthal?

Very important	
Fairly important	
Not important	

Explain your answer.

4. How would you characterise the natural environment in Clansthal?

Pristine/ Natural	
In a good condition	
Degraded	

Explain your answer.

5. What are the key challenges facing the Clansthal area?

6. Do you feel that these challenges are being addressed?

7. If yes, by whom are these challenges being addressed?

8. If no, who do you think should be addressing these challenges?

9. Do you know about the Clansthal Conservancy? What do you know about it?

10. If yes, have you had any involvement with the Conservancy, or been requested to be involved?

11. If so, how have you been involved?

12. Are there ways in which your local knowledge is utilised to manage or measure the environment in Clansthal?

Section B: Indicators and quality of environment

1.1. How would you rate the quality of the Mahlongwana River?

Good	
Average	
Poor	

1.2. Are you aware of pollution in the Mahlongwana River? What type of pollution?

1.3. If so, how often have you seen pollutants in the Mahlongwana River?

Daily	
Weekly	
Monthly	
Quarterly	

1.4. Where does this pollution come from?

2. Who is responsible for managing the environment in Clansthal?

3. Who should be responsible for the management of the environment in Clansthal?

Section C: Environment

1. Why did you move to Clansthal?

2. If you own a coastal property, is there natural dune vegetation present?

3. Are you concerned about the shifting edge of the coastline (i.e. further wave damage)? Explain.

4. What was the approximate cost of the damage caused by the March 2007 extreme waves?

5. What opportunities are there for ecotourism in Clansthal?

6. What kind of leisure activities exist for residents and tourists in and around Clansthal?

7. What are the critical environmental assets in the Mahlongwana Catchment?

8. Are you aware of exotic or alien invasive species within the Clansthal area?

9. How do you feel about the conversion of sugar cane to other land use in the Clansthal area?

Section D: The future of Clansthal

1. What is your preferred vision for Clansthal in the future?

2. What key issues do you think need to be considered when new developments are proposed for areas like Clansthal?

3. Are you aware that a residential development called “The Shoals” has been proposed for the Clansthal Area?

4. If yes, how do you feel about a large gated estate being developed in this area?

5. Have you attended any meetings related to the proposed Shoals Development?

6. Have you provided any input for the proposed Shoals Development?

7. How do you think developments like “The Shoals” development will impact on the sense of place and identity of the area?

Section E: Demographic information

1. How long have you lived in Clansthal?

2. Where did you live before you moved to Clansthal?

3. Do you know your neighbours? Do you interact with them, on what basis?

4. Does Clansthal have a good community feeling? Explain your answer.

5. Do you own this property?

Yes		No	
-----	--	----	--

6. Do you rent this property?

Yes		No	
-----	--	----	--

7. Age

<30	30-40	41-50	51-60	61+

8. Income

<R5000	R5001-R15000	R15001-R25000	R25001+

9. Gender

Male		Female	
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10. Family structure of household. Please give numbers

Adults	
Children	

Appendix 3:

Questions for Clansthal Conservancy

Section A: General questions on Clansthal

1. Please list three things that you like about Clansthal?

2. Please list three things you would like to change about Clansthal?

3. How important is the natural environment to Clansthal?

Very important	
Fairly important	
Not important	

Explain your answer.

4. How would you characterize the natural environment in Clansthal?

Pristine/ Natural	
In a good condition	
Degraded	

Explain your answer

5. What are the key challenges facing the Clansthal area?

6. a) Are any of these issues being measured/ monitored?

6. b) If yes, how are they being measured?

7. Do you have records and where are these kept? Who uses them?

8. What is the role of the Clansthal Conservancy in the area?

9. Are there ways in which your local knowledge is utilized to manage or measure the environment in Clansthal?

10. Who is responsible for managing the environment in Clansthal?

11. Who should be responsible for the management of the environment in Clansthal?

12. What kind of relationship does the Conservancy have with the local authority tasked with managing this area? Explain.

Section B: Environmental Services

1. What are the critical environmental assets in the Mahlongwana Catchment?

2. How does the Clansthal Conservancy aim to maintain and enhance the environmental services provided by the critical environmental assets?

3. What was the approximate cost of the damage caused by the March 2007 extreme waves?

4. What impacts has the storm damage had on Clansthal?

5. How would you rate the quality of the Mahlongwana River?

Good	
Average	
Poor	

Explain your answer.

6. a. Are you aware of pollution in the Mahlongwana River?

6. b. If so, how often have you seen pollutants in the Mahlongwana River?

Daily	
Weekly	
Monthly	
Quarterly	

6. c. Where does this pollution come from?

7. a. Does the Mahlongwana River flood?

7. b. If so, how often and when?

8. What impacts does this flooding have on Clansthal?

9. Which properties are susceptible to flooding during rainfall events?

10. What is the condition of the Mahlongwana estuary?

Good	
Average	
Poor	

11. Describe the ecology and organisms of the estuary?

12. Describe the type of vegetation in the area?

13. What agricultural products are farmed in the Mahlongwana Catchment?

14. Do these products impact on the environment? Explain.

15. How do you feel about the conversion of sugar cane to other land use in the Clansthal area?

16. What kind of leisure activities exist in and around Clansthal?

17. Do you think that there is a market for Eco-tourism in the Clansthal area?

Explain your answer.

Section C: Development Alternatives

1. What environmental benefits can the proposal for alternative land use, proposed by the Conservancy for “The Shoals” site, bring to Clansthal?

2. What socio-economic benefits can the proposal for alternative land use, proposed by the Conservancy for “The Shoals” site, bring to Clansthal?

3. What is your preferred vision for Clansthal in the future?

4. a) How do you feel about "The Shoals" Development?

4. b) What aspects, if any, of the proposed Shoals Development are acceptable to you?

5. How do you think developments like the proposed Shoals development will impact on the sense of place and identity of the area?

Section D: Demographic information

1. Do you live in Clansthal?

2. If yes, how long have you lived in Clansthal?

3. How long have you been a member of the Conservancy?

4. Age

<30	30-40	41-50	51-60	61+

5. Gender

Male		Female	
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6. Occupation

Appendix 4:

Questions for Andrew Mather

1. During March and June 2007 the eThekweni coastline experienced extreme wave conditions. Do you think the coastline is at vulnerable to similar risks future events?
2. When was the last time a similar event occurred along the eThekweni coastline?
3. What was the estimated cost of damage caused to the eThekweni coastline by the 2007 extreme waves?
4. How were these cost figures determined?
5. Are there any cost figures for eThekweni's south coast?
6. What structures can be used to protect the coastline from such damage?
7. What is the approximate cost of these structures?
8. Which of these structures do you think are most effective?
9. What measures can be undertaken by the general public so as to proactively minimise coastal damage?
10. Were areas with natural vegetation on the primary dunes along the coastline as prone to damage as areas which have modified by human activity?
11. In terms of coastal maintenance, which areas along the eThekweni coastline have the highest cost?
12. Which areas along the eThekweni coastline have the lowest cost in terms of coastal maintenance?

13. Which is most costly in terms of coastal damage along the eThekweni south coast?

- A. A river catchment with high levels of sediments transported into the ocean.
- B. A river catchment with low levels of sediments transported into the ocean.

Please give a reason for your answer

14. Along the Clansthal coastline, the morphology of the coastal zone has changed due to the erosion of sand banks. Do you think that this form of damage will be permanent?

15. When looking at eThekweni's southern coastal zone, what do you consider critical environmental assets?

16. Are there any measures taken by eThekweni to protect these critical environmental assets? Please explain answer.

17. How would you rate the quality of the coastline at Clansthal?

18. It is a well known fact that the coastal zone is facing pressure to transform from a natural to developed state. What implications would this have in terms of coastal damage?

Appendix 5:

Questions for Penny Croucamp

1. a. What is the value of Clansthal to the city?

1. b. How do you feel about the current developments proposed for Clansthal?

2. What are the key environmental assets in Clansthal?

3. What are the key environmental challenges in the area?

4. Clansthal was considered one of only two green catchments in the city- How should this shape/ or play a role in future decision making in the area?

5. Are you aware of the Clansthal Conservancy? What do you know about the Conservancy? Do you/ should you have a relationship with the Conservancy?

6. What are your views on the scoping phase for “The Shoals” Development- should this be a full EIA? Is your position still the same as stated in your latest e-mail?

Appendix 6:

Questions for Narend Singh

1. What three things do you like about Clansthal?
2. What three things would you change in Clansthal?
3. What is your vision for the Clansthal area?
4. What is your vision for the development you have proposed?
5. For how long have you owned the land here?
6. What are the critical environmental issues (biophysical and social) that need to be addressed in decision making in Clansthal?
7. What could be done to ensure that the views of all stakeholders in Clansthal are addressed in relation to all future development plans?
8. What should the role of the eThekweni Municipality be?
9. What is the status of “The Shoals” development application?
10. What critical issues have emerged in relation to this proposal?
11. Why have you joined the Conservancy?
12. What do you think the role of the Conservancy in the area should be?
13. What do you hope to achieve as a member of the Conservancy?
14. How do you feel about the alternatives proposed for “The Shoals” land by the Conservancy?
15. Could “The Shoals” EIA be used to develop a more integrated and deliberative approach to environmental decision making in the area? Explain your answer.

Appendix 7:

Questions for Blue Environmental Consultants

1. What are the critical environmental issues (biophysical and social) that need to be addressed in decision making in Clansthal?
2. What is your vision for the Clansthal area?
3. What is the developer's vision for the Clansthal area?
4. What could be done to ensure that the views of all stakeholders in Clansthal are addressed in relation to all future development plans?
5. What should the role of the eThekweni Municipality be?
6. Does the IDP/SDF shape environmental decision making in the area?
7. What is the status of "The Shoals" development application?
8. What critical issues have emerged in relation to this proposal?
9. What are your views on the role of the Conservancy in the area?
10. How do you feel about the alternatives proposed for "The Shoals" land by the Conservancy?
11. Could "The Shoals" EIA be used to develop a more integrated and deliberative approach to environmental decision making in the area? Explain your answer.