

UNIVERSITY OF KWAZULU-NATAL

**TOWARDS CLEAN, ATTRACTIVE AND WELL-
MAINTAINED METROPOLITAN CITIES: A CASE STUDY
OF ETHEKWINI MUNICIPALITY**

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DECLARATION



I, Nirmala Govender declare that

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DEDICATION

This Doctoral effort is dedicated to my beloved parents:

My cherished, beloved and wonderful mother,

The late Mrs Sivapathy Govender,

And my beloved and caring father,

The late Mr Gengayan Govender.

You have both been the driving force and inspiration

In all my successes in life,

and I am forever blessed by your infinite love.

I also dedicate this Doctorate to my Guru and God,

Bhagawan Sri Sathya Sai Baba,

who is and has been my infinite guide and guardian

throughout my life.

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ABSTRACT

Numerous cities around the world encounter challenges with urban degeneration, especially those related to dilapidated buildings, dumping and littering. The African continent and South Africa, in particular, have had many challenges triggering urban degeneration over the years. The end of apartheid in South Africa in 1994, resulted in an influx of people into the main city centres of municipalities, largely with expectations of job opportunities; access to basic services; financial, economic and social opportunities, and access to urban living quarters. Municipalities, however, have limited budgets and resources to fully cater for the burgeoning needs of the population. Municipal mandates are predominantly focused on the delivery of basic services, including housing, water and sanitation, and electricity; regrettably, cleaning up the environment and maintaining infrastructure are not a priority. Taking into consideration these circumstances, the study examines the ways, in which metropolitan municipalities address dilapidated buildings, dumping, littering, damaged infrastructure, unkempt neighbourhoods, and ultimately, urban degeneration, within the context of the eThekweni Municipality.

eThekweni Municipality is the third largest metropolitan city in South Africa, and the largest city within the KwaZulu-Natal Province. This study concentrates on three wards within the inner-city of Durban, which is the main Central Business District of eThekweni Municipality. The inner-city was purposively selected, as it provided a combination of residential, business and tourism areas and has experienced many challenges related to urban degeneration.

The research strategy used in this study was a descriptive, mixed methods, convergent design case study approach. Converging data from both qualitative and quantitative processes provided a holistic approach to the study. Quantitative data was obtained from questionnaires interviews with respondents as well as from the secondary analysis of data obtained from the municipality. The latter included data from call-logging of faults from the eThekweni Area Based Management Unit; media data from mainstream and local newspapers and radio stations; fines issued by the municipality on littering and dumping; municipal reports on inner-city projects and programmes; relevant legislation and the Municipal Services and Living Condition Survey questions on the cleanliness of the city. Qualitative data was extracted from semi-structured interviews and survey questionnaires administered to councillors,

management, ward committee members and external respondents from the hospitality/entertainment industry.

The study involved a critical analysis of the projects and programmes of the eThekweni Municipality, which is a metropolitan located within South Africa, and diagnosed that the objectives of keeping the city clean, attractive and well-maintained, cannot be accomplished in an unsystematic manner. The strategies, programmes and projects which are currently in place within the municipality, have only touched the surface of a well-intended vision of ‘A caring and liveable city’. Many of the projects are fashioned on international best practices but fail within the African context. The study contends that emphasis on crucial and basic issues will inspire the regeneration of the inner-city spaces and infrastructure in a sustainable manner.

The study identified that many of the challenges, which have resulted in the increasing rate of degeneration, arise from ineffective regulations and enforcement; outdated service levels and monitoring; the lack of education initiatives for employees and the public; ineffective leadership and governance; the lack of involvement of the public and business in keeping the city clean and well-maintained, and most importantly, the lack of patriotic behavior patterns of citizens, mostly arising as a result of the history of the country.

The key recommendations for municipalities, identified through the study, include ensuring an integrated strategic plan for urban regeneration within a proactive policy environment; increasing resources dedicated to waste management; implementing enforcement and consequence management strategies; stimulating change in behavior patterns of citizens, business, as well as municipal employees; empowering communities through effective communication and technological tools, with ongoing awareness and education sessions, and ensuring an effective performance management, and monitoring and evaluation process.

An ‘Integrative Transformative Model’, focusing on the assimilation of various core processes and identifying key role-players who have a common understanding of the outcomes of the actions directed towards regeneration, is offered as a panacea for a clean, well-maintained and attractive city.

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LIST OF ACRONYMS

ABM	Area Based Management
ANC	African National Congress
CBD	Central Business District
CCTV	Close Circuit Television
CID	City Improvement District
CIPFA	Chartered Institute of Public Finance
COGTA	Department of Co-operative Governance and Traditional Affairs
CSW	Cleansing and Solid Waste
DEA	Department of Environmental Affairs
DHA	Department of Home Affairs
DPME	Department of Planning, Monitoring and Evaluation.
EMI	Environmental Management Inspectors
EPWP	Expanded Public Works Programme
EU	European Union
FIFA	<i>Fédération Internationale de Football Association</i> or International Football Association
GDP	Gross Domestic Product
GOR	Government of Rwanda
HDA	Housing Development Agency
IDP	Integrated Development Plan
IFAC	The International Federation of Accounts

IODSA	The Institute of Directors Southern Africa
ITM	Integrative Transformative Model
iTRUMP	Inner-city Thekwini Regeneration and Urban Management Programme
IWMP	Integrated Waste Management Plan
JDA	Johannesburg Development Agency
LAP	Local Area Plan
LED	Local Economic Development
MDB	Municipal Demarcation Board
M & E	Monitoring & Evaluation
MSLCS	Municipal Services and Living Conditions Survey
MURP	Mayoral Urban Regeneration Programme
NASHO	National Association of Social Housing Organisation
NGO	Non-Governmental Organisation
NPC	National Planning Commission
NPM	New Public Management
NSSD	National Strategy for Sustainable Development
PIE	Prevention of Illegal Eviction Act
PWC	Price Waterhouse Coopers
QOL	Quality of Life
RSA	Republic of South Africa
SACN	South African Cities Network
SALGA	South African Local Government Association
SAPS	South African Police Services

SDB	South Durban Basin
SDG	Sustainable Development Goal
SPSS	Statistical Package for Social Sciences
UIP	Urban Improvement Project
UN	United Nations
UNDP	United Nations Development Programme
UK	United Kingdom
UMZ	Urban Management Zone
USAID	United States Agency International Development
WEF	World Economic Forum
WHO	World Health Organisation
3R	Reduce, Reuse and Recycle

CHAPTER 1 : INTRODUCTION AND OVERVIEW

1.1 Introduction

Urban degeneration is a challenge that is experienced in many cities, throughout the world. The massive and complex movement congregation of the population into the urban environment tends to be disordered, leading to untidy spaces; scarcity of resources; air pollution; health concerns; increased traffic challenges; deteriorating and ageing infrastructure, and inadequate waste management (Chourabi, Nam, Walker, Gil-Garcia, Mellouli, Nahon, Pardo & Scholl, 2012:2289). This shift of the population from primarily rural areas to urban areas, is projected to continue into the future, and has resulted in more than half the population now living in urban areas (Chourabi et al., 2012:2289). As a result of productivity patterns and urban growth, many cities have a challenge, with underused land or distressed and declining urban areas, which result in the city's liveability, image and productivity dwindling (World Bank, 2018).

The South African Cities Network (SACN) has indicated that one of the main difficulties experienced by South African Cities is 'urban management' (SACN, 2016b:53). Furthermore, the SACN have identified that government in South Africa has concentrated on "free-market economic strategies" in addressing regeneration, rather than social policies (SACN, 2016b:19).

South African metropolitan municipalities have been challenged to respond to urban degeneration in a sustainable manner; however, resources are focused on the critical basic service delivery issues, such as housing, water, sanitation and electricity, rather than regeneration efforts. The attention to the provision of basic service delivery has been exacerbated by the ongoing service delivery protests in South Africa. Therefore, South African metropolitan municipalities are continuously challenged by the ability to effectively address urban degeneration.

Based on the various challenges and circumstances currently being experienced by cities, the purpose of this research study was to evaluate the efficacy of the strategies, programmes and projects implemented by the eThekweni Metropolitan Municipality, to address urban degeneration, in the form of littering, dumping and dilapidated buildings, within the inner-city

of Durban. Furthermore, the research identified and focused on those matters which required clarification gained from the research process regarding the challenges faced. This was intended to enlighten future endeavours on city regeneration practices. To reinforce this process, the research ultimately sought to offer an integrative model to effectively address urban regeneration within the South African context.

1.2 Aim and objectives of the study

The aim of this research study was to determine the efficacy of the strategies, programmes and projects implemented by the eThekweni Municipality in addressing dumping, littering, and problem buildings, which ultimately result in urban degeneration. Municipal leadership and governance, as well as the historical legacy of South Africa, was also reflected on, as contextual factors, with the ultimate aim of recommending an Integrative Transformative model to address urban degeneration.

The objectives of the research were:

- To critically evaluate the gap between the mandatory obligations for the eThekweni Municipality concerning urban degeneration and the tangible strategies, programmes and projects actually implemented by the municipality, specifically related to unclean streets, dumping and dilapidated buildings.
- To evaluate the efficacy of the strategies, programmes, projects and policies implemented, as well as the enforcement of by-laws within the eThekweni Municipality, which address urban degeneration.
- To determine whether the leadership and governance processes impact on urban regeneration within the eThekweni Municipality.
- To establish whether other stakeholders, viz., citizens and business, have actively contributed towards addressing urban regeneration.
- To design an integrative transformative model which could serve as a guideline to sustainably transform city spaces to be clean, attractive and well-maintained.

This study therefore advanced that cities will become more manageable, well-maintained and attractive, once a comprehensive model incorporating the critical success factors of sustainability, changed social behaviour, partnerships, and leadership, is implemented.

1.3 Key Research Questions

1. Is there a gap between the mandatory requirements of South African cities to address urban decay and what has been implemented at the eThekweni Municipality?
2. Are the strategies, programmes, projects and by-laws implemented by the eThekweni Municipality sustainable, adequate, and effective in ensuring that the city is clean, attractive and well-maintained?
3. Has the eThekweni Municipal leadership implemented effective governance processes to ensure a clean, attractive and well-maintained city, in line with the city vision, which is to be the most caring and liveable city by 2030?
4. Have citizens and corporate organisations contributed sufficiently and effectively towards ensuring a clean, attractive and well-maintained city?
5. Which factors need to be considered for the development of a model, which cities can implement, to ensure that transformed city spaces remain clean, attractive and well-maintained?

1.4 Research Problem

“Ubiquitous urban poverty and urban slum proliferation, so characteristic of Africa’s large cities, is likely to become an even more widespread phenomenon under current urban development trajectories, especially given the continuing and significant shortfalls in urban institutional capacities” (UN-Habitat, 2014:7)

This research argued that although strategies, programmes and projects aimed at addressing urban degeneration within cities are implemented, these are failing to ensure that cities are sustainably clean, attractive and well-maintained.

The wasteful behaviour of humans needs to be scrutinised and reformed, to ensure sustainable living conditions (Nayak, 2015:134). Almost all human activities generate waste in some way or another, and as countries expand economically, technologically and socially, the generation of waste increases, as the population increases, and urbanisation and industrialisation occur (Nayak, 2015:134). The movement of the population into cities increases the demand and perpetually rising necessity for basic services. Cities are emerging much more rapidly than many city managements are able to handle, and budgetary resources cannot withstand the ever-increasing necessities of expanding cities. Therefore, the continuing ingress of people from neighbouring areas, cities and countries plays a major role in the degeneration of cities.

African cities are still in a developmental state, and considerable emphasis is being placed on economic success and the need to provide accommodation for the growing municipal population. One of the occurrences in African cities, is the explosion or expansion of urban slums, which is further exacerbated by the lack of institutional capacity within cities (UN-Habitat, 2014:7). Maintaining the status of being considered a clean, attractive and well-maintained city, however, is a colossal challenge encountered by many African cities in this era.

South Africa in particular, is encumbered by its history, which has cast an indelible mark on the majority of its people, who were taught to defy government; hence, small acts like littering and dumping have continued into the democratic era. The end of apartheid in South Africa has also created a haven for foreigners from the African Continent, and numerous individuals have settled illegally within the inner-cities, invading and hi-jacking buildings, and trading illegally on the streets of the inner-city. Owners of buildings neglect properties within the municipality, and these buildings have become a haven for people seeking accommodation, as well as an environment for prostitution and drugs.

While many endeavours are being made by municipal officials to halt the extent of urban degeneration, through cleaning up of the streets daily and attempting to enforce by-laws, the lack of resources hampers efforts. Another critical issue is the extent of political will to address the challenges that the city experiences daily.

The researcher, who resides within the City of Durban, has observed instances when the city has been clean and attractive, and has witnessed that additional efforts were directed towards

refining the appearance of the city, during international events. Examples include the “*Fédération Internationale de Football Association*” (FIFA, or International Football Association) World Cup in 2010, the Top Gear Festival from 2012 to 2014 and the International Aids Conference in 2016, when it was conspicuously apparent that the city was clean, tidy and attractive for these international events. This view is corroborated by Reddy (2015:336), who stated that the 2010 World Soccer Cup in South Africa, reflected “a great unifying force and demonstrated high levels of political commitment and will”, which led to the event being tremendously successful. After the end of these events, however, the condition of the city has deteriorated, with an increase of litter on the streets, and greater urban degeneration.

Sustainability and efficacy of strategies and programmes implemented to address urban decline, problem buildings and the cleanliness of cities, are critical success factors for cities. Cities have mandatory obligations and both the political and administrative mechanisms of the city, must have the sagacity to navigate towards an optimal and sustainable environment. However, city budgets are limited and cannot cope with reviving city spaces. The support and active participation of business, as well as the public, are therefore essential in such an endeavour.

Crime, beggars and drug addicts are also rampant in the city and can be associated with the state of cleanliness and maintenance within the inner-city; however, the research did not explicitly focus on these issues, as they were separate research topics and could have deviated from the emphasis of the study.

The key reason for emphasising littering, dumping and problem buildings in this study, was that these issues were regularly highlighted in the media, as core challenges experienced by citizens on a regular basis. The research focused on two main streams, namely, the cleanliness of the city and the maintenance of the infrastructure and buildings. Both, in the researcher’s opinion, ultimately led to an assessment of the attractiveness of the city. It is the researcher’s submission that the efficacy of any regeneration programme is dependent on these core issues initially, for the programme to be sustainable and effective in the long term. It was also contended that research needed to be extended to evaluate the social behaviour patterns of South African citizens regarding littering, dumping and problem buildings, and ultimately, urban degeneration within South African cities.

In order to address many of these challenges, municipal leadership must understand that a clean, attractive and well-maintained city can be the catalyst toward economic growth, social well-being and environmental stability. Without an effective integrated and sustainable framework specific to South African cities, which addresses the challenges of cleanliness of streets and attractiveness of urban spaces, cities will continue to look and feel filthy and dilapidated.

The research problem of this study was addressed through the critical analysis of the strategies, projects and programmes of the eThekweni Municipality, which is a metropolitan municipality located in South Africa, and the diagnoses was that the objectives of keeping the city clean, attractive and well-maintained, cannot be accomplished in an unsystematic, uncoordinated manner.

1.5 The Study Area

The location chosen for this research study was the eThekweni Municipality, which is the “third largest city in South Africa, and the largest city within the Province of KwaZulu-Natal”, and has an approximate population of 11 million people (eThekweni Municipality, 2016h:3-4). eThekweni Municipality is one of eight metropolitan municipalities within South Africa, with a population of approximately of 3.7 million inhabitants (eThekweni Municipality, 2016h:3-4). The study site for this research covered wards located within the inner-city of the eThekweni Municipality, which is known as Durban.

For the purpose of this research, the names ‘Durban’ and ‘eThekweni Municipality’ were used interchangeably, as is common amongst citizens. Durban is the main central business district in the eThekweni Municipality. The inner-city area encompasses the eThekweni Municipal wards 26, 27 and 28 (eThekweni Municipality, 2016g:2). The purpose for selecting this study site, was that it incorporates the main central business district of the eThekweni Municipality (eThekweni Municipality, 2016g: 30). The site selected also had a specific Local Area Plan, which detailed the urban regeneration programme planned for this area and provided a credible and manageable area for the research study.

Data applicable to the three wards chosen provided sufficient information for the study, and the respondents from the wards selected provided adequate and sufficient responses to the

survey questionnaire. Furthermore, the inner-city area has been a focal point for the municipality's 'Clean My City' programme, being the centre of the municipality's activities.

The inner-city area of Durban, which is the main Central Business District in the eThekweni Municipality, is a vibrant buzz of activity, consisting of business, educational institutions, one of the biggest ports in South Africa, a small craft harbour, many entertainment and restaurant establishments. It is also the seat of the eThekweni Municipal Council, which is housed at the Durban City Hall (eThekweni Municipality, 2016g:30-35,214).

According to the eThekweni Inner-city Local Area Plan, the inner-city is rich in opportunities and culture, and is a complex and diverse zone of the city (eThekweni Municipality, 2016g:30). The strategic location of the inner-city area is served by major transportation networks (eThekweni Municipality, 2016g:30-35, 214). Tourism plays a critical role in the city and is supported by the Ushaka Marine World, which is located in the inner-city (Durban Tourism, 2018). The inner-city of Durban also incorporates the iconic Moses Mabhida Stadium; The International Convention Centre; Government Offices and Facilities; the Municipal Court, High Courts and Magistrates Courts; legal offices; social facilities; various retail stores and markets; the beach promenade and coastline; museums and libraries; parks and gardens, and various clinics and hospitals (eThekweni Municipality, 2016g:30-35, 214). With the wide coverage of economic activities, tourism and social facilities, the inner-city was the ideal study site for research of this nature.

The area covered by the wards selected included the following areas: The Point area which is located in the south; the Umgeni River which is north of city centre; Umgeni Road located in the west; and the boundary in the east is the coastline (eThekweni Municipality, 2016g:2). The study location excluded all other wards within the eThekweni Municipality, as well as the secondary business districts in the municipality. This area is depicted in Figure 1.1 which reflects the actual view of the area and a graphic depiction in Figure 1.2.

Figure 1.1: Study area of eThekweni Municipality wards 26, 27 and 28



Source: Adapted from eThekweni Municipality (2016g:4)

Figure 1.2: Graphic area coverage of eThekweni Municipality wards 26, 27 and 28



Source: Adapted from eThekweni Municipality (2016g:4)

1.6 Significance of the research

A clean, attractive and well-maintained city attracts considerable economic development and tourism opportunities for the region in which it is located. Furthermore, cities are reliant on economic growth to sustain itself and growing business opportunities, tourism and active citizenry are essential mechanisms for an emergent city. A flourishing and economically stimulated city, which is clean, attractive and well-maintained, will inevitably become an

investment zone. When there is an increase in investment within a region, economic growth and development are stimulated, resulting in an escalation in the population. This resultant urbanisation and industrialisation, as well as the rising living standard of citizens, contribute to an increase of waste being generated daily in cities (Adeoti & Peter, 2015:8).

With the movement of people into cities, the condition of the city environment is critical in order to ensure a place for its residents to live, work and play. eThekweni Municipality's vision is "to be the most Caring and Liveable City by 2030" (eThekweni Municipality, 2016f:1), and with the aim of addressing this vision, the political and administrative leadership have identified the importance of ensuring a clean, attractive and well-maintained city (eThekweni Municipality, 2017e:1). The visible involvement of the City Manager and the Mayor in the major clean-up programmes in the city is an indication of the commitment of the city leadership in keeping the city clean.

A plan was also launched to rejuvenate the city, the purpose of which was to implement a "regeneration programme to reclaim abandoned buildings and urban spaces, attract new innovative investment and ideas, social housing and the connectivity and integration of different modes of transport" (eThekweni Municipality, 2015a). This plan was part of the eThekweni Municipality's Long-Term Development Framework (eThekweni Municipality, 2015a). However, while the eThekweni Municipality has implemented many such efforts to address the cleanliness of the city, as well as urban decay within the inner-city of Durban, these programmes have not been sustainable.

On a continuous basis, clean-up programmes have been implemented to address litter, dumping and filth in the cities. This was reiterated by the Mayor of eThekweni Municipality, who advocated the state of cleanliness of the eThekweni Municipality, by requesting the officials to put in more effort in cleaning up the city (Mbanjwa, 2017:3). The state of buildings and criminal activities on the main roads leading to Point Waterfront Development are 'dodgy' and the buildings are ugly, with suspicious movements by inhabitants, which have raised concerns by investors (Ndaliso, 2017:1). eThekweni Municipality has undertaken to "clamp down on littering, begging, sleeping in parks, noise, urinating in public and a host of other nuisance behaviours" (Dawood, 2017:1). Although the by-laws of the city are being enforced, people are still in contravention of the by-laws, and more than 31 000 charges were issued since the implementation of the by-laws in March 2016 (Dawood, 2017:1). Furthermore, more than 3000

beggars have been charged a fine of R200, and a fine of R5000 was issued to a resident for illegal dumping (Dawood, 2017:1).

Numerous gaps are still apparent in the programmes being implemented by the city, which included the lack of involvement of local formal and informal businesses, in ensuring that the city was clean and well-maintained. The pavements have also become dumping grounds to informal traders, who throw their litter where they trade (Nair, 2017:6). Furthermore, the apparent lack of participation, as well as apathy by communities and residents, result in continuous dumping and littering on the streets (Nair, 2017:6). Nair (2017:6) also indicated that residents have failed to take ownership of the city and have allowed it to deteriorate. Continuous clean-up programmes by the city are not a sustainable practice, as a copious amount of finance is required to fund these programmes.

Therefore, the significance of the study was that it addressed the challenges endured by the municipalities, in combating urban degeneration. It recommended that a comprehensive model be implemented to ensure an integrated approach, to maintain clean, attractive and well-maintained cities, while at the same time addressing matters of urban decline in a structured manner.

1.7 Research Methodology

Kothari (2004:8, 37) indicated that Research Methodology encompasses Research Design and Research Methods. The research design, research strategy, sampling strategies and data collection and analysis process for this study, are briefly described in this section.

1.7.1 Research Design

Research Design is the selection of types of procedures of inquiry, found within qualitative, quantitative and mixed methods approaches (Creswell, 2014:31); they are processes of “collecting, analysing, interpreting and reporting data in research studies” (Creswell & Plano Clark, 2018:103). The method of inquiry utilised for this research study was the mixed methods, convergent, case study approach. Creswell (2003:18) specified that “strategies of

inquiry” are employed in the mixed methods approach, which involves the arrangement of data either concurrently or consecutively, to obtain a better understanding of the research problem. The mixed methods convergent case study design encompasses the collection and analysis of sets of data, which is merged or analysed using joint displays or comparison discussions (Creswell & Plano Clark, 2018:187). The convergent mixed method approach in this study included the secondary analysis of quantitative data obtained from the municipality; and the analysis of data obtained from a qualitative perspective, which included interviews and questionnaires administered.

These methods provided a view of the cleanliness and attractiveness of the inner-city of eThekweni Municipality, from the perspective of management and the councillors; from the perspective of members of the ward committees, and from the perspective of the business community within the inner-city. This data was used to corroborate and triangulate the findings from the quantitative methods. The reason for utilising the mixed methods approach and collecting both qualitative and quantitative data, was to verify the results which provided greater comprehension regarding the case study.

1.7.2 Research Strategy

The category of strategy used for this research was a descriptive case study, with a convergent mixed-methods approach. Descriptive case studies define a “phenomenon or intervention and the real-life situation in which it occurred” (Maree, 2016:82). Kothari (2004:2) confirmed that descriptive research describes the characteristics of a particular situation, and this strategy proved suitable for this research study, as the study concentrated on the inner-city of eThekweni Municipality. The descriptive research used provided an in-depth view of the municipality’s mandatory obligations, as well as the strategies, projects and programmes undertaken to respond to urban degeneration especially issues of littering, dumping and problem buildings.

The mixed methods case study design is one in which both quantitative and qualitative data collection, results and integration, provide support for the case study (Creswell & Plano Clark, 2018:185). The mixed methods approach is a very challenging process, due to the complexities of the approach (Creswell & Plano Clark, 2018:103).

1.7.3 Sampling Strategies

Kothari (2004:55) states that although it is unlikely that the whole universe can be examined, suitably accurate results can be obtained by selecting a portion of the universe. This process is called sampling.

Secondary analyses of municipal reports which were sampled, were undertaken. This included judgement sampling of call-logging of faults from the Area Based Management Unit, where only the calls specific to the inner-city of Durban were selected for the sample. Non-probability, purposive sampling of media data from both main-stream and local newspapers, and radio stations, which focused on urban degeneration specifically litter, dumping and bad buildings, was used for the quantitative analysis. A random sample was then chosen for the qualitative analysis. The full population of fines issued within the three wards selected, was analysed. Purposive sampling of municipal reports regarding the projects and programmes related to inner-city re-generation, and solid waste programmes, were undertaken. All legislation and 'Quality of Life' surveys directed towards waste management and cleanliness of the city were also selected.

The qualitative data sample selection for interviews, included purposive sampling of management from Units involved in urban regeneration, waste management, informal sector, and keeping the city clean and safe. Furthermore, purposive sampling was used to identify and undertake interviews with councillors, and management from the hospitality industry. Purposive sampling was undertaken to select ward committee members for the questionnaire survey.

1.7.4 Data Collection

Data and access to respondents was primarily obtained from the eThekweni Municipality, which is the locality of the case study. The researcher of this study is employed at a senior management level at the eThekweni Municipality, and obtained written permission to gain access to anonymised municipal reports, and to contact the respondents for research purposes. Quantitative data was collected from reports provided by the eThekweni Municipality on programmes and projects directed towards keeping the city clean, attractive and well-

maintained. Secondary analysis of the reports and data obtained from the municipality was undertaken. Qualitative data was obtained using interview questionnaires, from management and councillors. Management actively involved in the inner-city regeneration programme, waste management, tourism, area-based management and the informal sector programmes were interviewed. Furthermore, interviews were conducted with senior management responsible for strategic decision making in the municipality. Semi-structured interviews were also conducted with municipal councillors, including the Chairpersons of the Human Settlements and Infrastructure Sub-committee, Economic Development and Business Support Sub-committee, Community Services Sub-committee, Emergency Services Sub-committee, Governance and Human Resources Sub-committee, and the Municipal Public Accounts Committee (MPAC). Survey instruments were employed to collect data from ward committees, and survey-type questionnaires were used to collect data from the entertainment/hospitality industry.

1.7.5 Quality Control of Data

For the quantitative method, help-desk statistics were analysed and compared to the media monitoring analysis to ensure validity and reliability of the statistics. Questionnaires and surveys were validated with senior officials to ensure corroboration. Questionnaires and surveys were piloted prior to commencing the exercise in order to ensure reliability and integrity of the process.

1.7.6 Data Analysis

The mixed methods analysis of data comprises of a separate analysis of quantitative data by utilising quantitative methods, and qualitative data by utilising qualitative methods, which are then combined or integrated (Creswell & Plano Clark, 2018:305). Kothari (2004:122) indicates that “information and data gathered during the data collection phase of the research should be edited, coded, classified and tabulated”, so that they can be analysed and can identify “patterns of relationship that exist in the data-groups”. The quantitative data collected was analysed with the Statistical Package from the Social Science (SPSS) programme and Microsoft Excel. Statistical tests were conducted and used for descriptive analysis. The qualitative data obtained from interviews, questionnaires and surveys were thematically coded and analysed. All

digitally recorded data was transcribed and then stored safely and confidentially, and only accessible to the researcher via password control.

1.8 Ethical Considerations

The ethical principles and guidelines of the University of Kwa-Zulu Natal were implicitly and explicitly adhered to, and permission was obtained from the eThekweni Municipality to conduct interviews and questionnaires with the officials of the municipality. All information obtained from the interviews and questionnaires was maintained in a safe location and was treated as confidential; this information was not divulged to third parties. Informed consent was given by all respondents for all information obtained. Anonymity and human dignity were ensured during the entire research process.

1.9 Limitations of the study

The topic of this Doctorate in Administration is ‘Towards a clean, attractive and well-maintained city’; the study was undertaken utilising the convergent mixed methods, case study strategy. However, considerable reliance was placed on the qualitative segment of the study. This resulted in much of the information being interpreted. Limitations therefore existed within the study. Generalisations in a case study are limited, as was in the case study of the eThekweni Municipality, and only three wards were selected for the study out of the two hundred and ten wards within the municipality. This was based purely on the location of the wards, which fell within the inner-city area of Durban. Therefore, inferences could not be generalised to all wards in the municipality, as each ward varied in nature, depending on the geographic location, and social, political and economic environment within the ward. The number of management personnel involved in programmes related to the study, was limited through purposive sampling. Management personnel were selected based on roles and responsibilities within the municipality. The effect of these limitations was that they could have impacted on the dependability and validity of the research.

1.10 Explanation of key concepts

Clean city: Towns and cities must have clean and pristine environments, which lead to a positive attitude and to investment and development and eventually wealth creation (The Foundation for the Development of Africa, 2018). ‘Clean city’ refers to the cooperative effort to improve the city’s appearance, to encourage compliance to business and property owner legislative compliance, and to enforce environmental and safety regulations (City of Berkeley, 2018). From the perspective of this study, ‘clean’ refers to the state of cleanliness of the city environs, rubbish-free streets, well-maintained buildings, and clean and neat city spaces. It refers to a city that is aesthetically appealing to the beholder.

Developmental Local Government is defined in the Local Government White Paper as having the following characteristics:

Local Government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives (Republic of South Africa, 1998b:23).

Environment: is:

“...the surroundings within which humans exist and that are made up of –

- i) the land, water and atmosphere of the earth;
- ii) micro-organisms, plant and animal life
- iii) any part or combination of (i) and (ii) and the inter-relationships among and between them; and
- iv) the physical, chemical, aesthetic and cultural properties and conditions of the foregoing that influence human health and well-being”

according to the National Environmental Management Act.

(Republic of South Africa, 1998a:8).

Gentrification:

Gentrification starts with an increased capital investment into an area, which results in a rise in property value, ultimately causing demographic changes, primarily in the form of displacement, class transformation and physical transformation in that area (SACN, 2016b:12).

Precinct Management:

Precinct management in its broadest form is about the day to day operational management of a small, specific portion of the urban environment. It is focussed on areas which are small enough to be defined in terms of walking distance, and around areas which have been identified as significant hubs of urban activity, characterised by mixed land-use, and modal interchanges (National Treasury, 2014:6).

Sustainable Development: One of the first definitions of Sustainable Development states that Humanity has the ability to make development sustainable to ensure that it meets the needs of the present without compromising the ability of future generations to meet their own needs (United Nations, 1987:16).

The National Strategy for Sustainable Development (NSSD) provides further insight into sustainable development, which it describes as the development path, and is long term, and “improves the quality of life of current generations”, while ensuring that “future generations” have options and capacity for development and promoting co-ordination across sectors, ensuring vertical spatial linkages in order to ensure that all levels of efforts and governance support each other, through partnership between business, "government, non-government”, communities and “voluntary organisations” (Republic of South Africa, 2011a:9).

Slum Household: This refers to a household

...in which the inhabitants suffer one or more of the following ‘household deprivations’: lack of access to improved water source, lack of access to improved sanitation facilities, lack of sufficient living area, lack of housing durability and lack of security of tenure (UN-Habitat, 2016b:2)

Urban Decay:

This... is the steady deterioration of a previously functional city or town. Urban decay could be caused by deindustrialization, economic breakdown, and failure of businesses, leading to increased crime rates, growing unemployment, and rising poverty This is evidenced by abandoned buildings, and trash and rubble on the streets (Newsmax, 2010).

Urban Regeneration: This is “a process to address urban decay, especially in inner-city areas, in order to revitalise the whole physical, social and economic environment of this area” (NASHO, 2013:10).

Urban Renewal: Urban renewal refers to the correction of urban decay in the urban areas, slum clearance and the rescuing of both the fabrics and functions of the Central Business District (CBD). The term ‘urban renewal’ refers to the renewal of the decayed parts of an urban centre on behalf of, and with the tacit co-operation of, the people who live and work there (Eni & Abua, 2014:129).

Urbanisation: This is a multidimensional concept, which is the increased movement of populace into towns (UN-Habitat, 2014:22).

Waste: According to the National Environmental Management Act: Waste Act; Waste means

“any substance, whether or not that substance can be reduced, re-used, recycled and recovered -

(a) that is surplus, unwanted, rejected, discarded, abandoned or disposed of;

(b) which the generator has no further use of for the purposes of production;

(c) that must be treated or disposed of; or

(d) that is identified as a waste by the Minister by notice in the Gazette,

and includes waste generated by the mining, medical or other sector, but -

(i) a by-product is not considered waste; and

(ii) any portion of waste, once re-used, recycled and recovered, ceases to be

Waste”

(Republic of South Africa, 2009c:16).

Well-maintained: This term refers to the up-keep and maintenance of the environment and buildings in the city, to ensure that sufficient funds are allocated to repairs and maintenance of the buildings in the city.

1.11 Structure of the Thesis

1.11.1 Chapter One: Introduction and overview

The first chapter of this study provides an overview and introduces the field of study. The aims and objectives, research problem and questions, and the significance of the research are also located in this chapter. In addition, the chapter provides details on the locality of the study, a summary of the research methodology, and ethical considerations. Key concepts are defined, the limitations of the study are outlined, and a structure of the thesis is provided. Lastly, the chapter provides the contribution of the study to municipal governance and a conclusion to the chapter.

1.11.2 Chapter Two: Conceptual Frameworks and Global Perspectives: Towards Clean, Attractive and Well-Maintained Metropolitan Cities

This chapter explores an international perspective on the research topic, with the conceptual framework by King III (Institute of Directors Southern Africa [IODSA], 2017) used as the basis for this study. This is compared to other international frameworks, highlighting issues from a governance and management view; models which provide a view of urban regeneration are also presented. The chapter articulates the various programmes undertaken by cities in other parts of the world, including cities within the African Continent.

1.11.3 Chapter Three: Legislative and Policy Framework for Local Government Transformation and Regeneration in South Africa

The third chapter of the thesis delineates the status of South African Local Government pre- and post-1994, by providing a brief history of Local Government under apartheid rule and then the transformation under a democratic rule, clearly highlighting the legacies from the apartheid era, and the subsequent challenges encountered. Detailed information on metropolitan municipalities is provided for context within the research topic. Throughout the chapter, the researcher identifies the applicable legislative and policy framework underpinning the study; this includes the three levels of legislative and policy structure. The first level of legislative and policy structure is at the National level, which impacts on Local Government; the second

level highlights the specific legislation related to urban regeneration and the final level reviews the local level of legislation and policies, which applies to the eThekweni Municipality, related to the research topic. The chapter also highlights the impact of leadership both administrative and political on the urban landscape, reflecting on the challenges encountered by towns and cities within the new democratic government; the impact of democratisation on the city's sustainability, and how the increasing movement of people into cities has impacted on the urban and economic environment. Local government's ability to deal with urban decay is also discussed. The literature review identifies the difficulties faced by Local Government in addressing the needs of the increased numbers of residents within the cities and addresses the effect of city transformation on the economy of the region. The context of using the eThekweni Municipality as a case study, is discussed and the efficacy of programmes rolled out by the eThekweni Municipality to address the needs of society, local economic development and the challenges in environment, are outlined. From a Public Administration perspective, the chapter provides an overview of the governance arrangements which are in place within the eThekweni Municipality, identifying not only the organisational structure for the units involved in the relevant processes, but also the various initiatives addressing urban regeneration.

1.11.4 Chapter Four: Research Methodology

An overview of the research design, development of research instruments and research participants is presented in this chapter. In addition, the sample design and piloting of research instruments are explained.

1.11.5 Chapter Five: Data collection, presentation and analysis

Chapter Five details the data collection process, as well as the analysis of information, and interpretation of results from the research and key findings. The objectives of the research are contextualised, and the descriptive analysis of the interviews and surveys undertaken with the key respondents, reflecting both qualitative and quantitative information, is provided. The key legislative and regulatory data is analysed and cross-referenced to implementation programmes. The presentation of the analysis of data on the strategies, programmes and projects is arranged according to the various themes of the research study. Additional findings identified by the respondents and research are also articulated. The chapter presents the

challenges and recommendations gathered from the data collection and literature review process.

1.11.6 Chapter Six: Towards a model for clean, attractive and well-maintained Metropolitan Cities

This chapter puts forward the model which defines this thesis. It discusses the various fundamentals, which constitute the model recommended for implementation by municipalities, as well as all other levels of Government. These include the effective role of leadership, partnerships with business, integrated internal processes and effecting change in the minds and attitudes of the public.

1.11.7 Chapter Seven: General conclusions and recommendations

Chapter Seven proposes some interesting conclusions and recommendations. It urges Local Government to consider the implementation of the model recommended by the study, in order to ensure a sustainable, integrated approach towards a clean, attractive and well-maintained city.

1.12 Contribution of the research study to Municipal Governance

This research study topic has great relevance to municipal governance, especially in the African context. Over recent years, it has become apparent that one of the critical areas of concern for municipal government has been the deteriorating condition of cities. This has been exasperated by the influx of people into cities, who are seeking employment and economic opportunities. Municipalities are struggling to maintain city infrastructures and enforce the cleanliness of cities. Different solutions have been implemented; however, these have not been sustainable. This study aims to provide municipal government with a potential solution on the governance of keeping cities clean, attractive and well-maintained.

1.13 Conclusion

This first chapter introduced the aims, objectives and research questions identified for the study. An overview of the methodology selected for the study is provided. A brief discussion of the of the problem statement and the significance of the study is discussed, with an overview of the research design and methodology presented. The operational terminologies and structure of the thesis is also provided. The chapter provides the foundation for the study and offers an overview of the research study. The next chapter focuses on conceptual frameworks and global perspectives on clean, attractive and well-maintained Metropolitan Cities.

CHAPTER 2 : CONCEPTUAL AND THEORETICAL FRAMEWORKS; AND INTERNATIONAL PERSPECTIVES ON REGENERATION OF CITIES IN SOUTH AFRICA

2.1 Introduction

This chapter provides an international view of the research topic. The first part of the chapter addresses three theoretical frameworks on governance and public management, as well as two conceptual frameworks specifically aimed at revitalising cities through urban regeneration. The next part of the chapter identifies the initiatives, which international cities and cities in the African Continent, including South Africa, have embarked on to approach urban regeneration. The specific issues identified in this section relate to how these cities have addressed the general cleanliness of cities, including the issues of littering, dumping and problem buildings, which is the focus of this study. The researcher endeavoured to critique the frameworks, as well as extract inferences by the various global cities, in relation to the theoretical and conceptual frameworks identified for the study.

2.2 Theoretical and Governance/Public Management Frameworks

2.2.1 Overview

Various Governance and Public Management Frameworks exist within the literature. The main framework used as a basis for this study, was the corporate governance framework, as articulated in King III (IODSA, 2009). However, this study also drew on extrapolations from specific theoretical and governance frameworks, which correlated with the research study. This included the conceptual framework by the International Federation of Accountants and the Chartered Institute of Public Finance and Accountability (IFAC & CIPFA, 2014); and the New Public Management framework as articulated by Pollitt (1995). The specific urban regeneration frameworks identified in the study included the urban regeneration framework recommended by Roberts (2017), and the framework on urban regeneration as conceived by the World Bank (2018).

2.2.2 King III and King IV Framework

The King III framework on Corporate Governance is a significant evolution in corporate governance for organisations embracing the King principles, and furthermore provides guidance and an assessment on governance for cities (IODSA, 2009:9-10). The King framework first appeared in the King III report in 2009, which was subsequently replaced by the King IV report, which became effective in 2017 (IODSA, 2017). However, the Institute of Directors South Africa have indicated that the central viewpoint and concepts which are currently promoted by King III, will remain the same and that organisations should continue following King III, as it stands (IODSA, 2017:1).

According to the IODSA, King IV is built on the content of King III and only new developments will be additional in King IV (IODSA, 2017:1). King IV was launched in 2017, during the current research study, and there are no apparent changes to the governance model as set out in King III. Therefore, King III was the main point of reference from a governance perspective in this study, as it set out the King III framework in a succinct and understandable manner.

The King framework, a development of South Africa, is an internationally recognised framework and encompasses governance principles for both private and public organisations. The King Code of Governance, known as the King III report highlights the main principles for governance in private and public organisations (IODSA, 2009:17). King III has become essential, as a result of the changing developments in international governance (PricewaterhouseCoopers [PWC], 2009:3). The focus of the King report has been to steer organisations to report on the extent to which the economic life of the community is positively or negatively affected, and also ways in which the organisation proposes to improve the positive aspects and eliminate potential negative effects on the economic life of the community (PWC, 2009:3).

Professor Mervyn King stated that the “philosophy of the Report revolves around leadership, sustainability and corporate citizenship” (PWC, 2009:3). These three criteria are essential for governance within an organisation. When applied to the research topic, it was apparent that these three elements were critical for a successful campaign against urban decline, dirty streets and bad buildings.

A comparative study of other international frameworks, in relation to the principles identified in the King III (IODSA, 2009) framework, also provided a relevant perspective for the study. The additional international theoretical frameworks included the ‘Governance in the Public Sector’ framework (IFAC & CIPFA, 2014); and the Public Administration Theory of New Public Management (Pollit, 1995). The comparative study highlighted the similarities between the King framework and the Governance in the Public Sector framework. Furthermore, although the King III framework has received international acclaim, and could stand alone as the paradigm for this study within the South African context, the additional governance and public management perspective afforded comparable perspicacity into the research topic.

2.2.2.1 King III principles

The key principles in King III for corporate governance are “leadership, sustainability and corporate citizenship” (IODSA, 2009:10). These three constructs, which underpin this study, are highlighted in Table 2.1.

Table 2.1: King III key principles for corporate governance

King III Principles	Details
Leadership	“Good Governance is about effective leadership in ensuring sustainable economic, social and environmental performance”.
Sustainability	“Sustainability is one of the most important sources of both opportunities and risks for businesses; and decision-makers must understand that nature, society, and business are interconnected in complex ways. A fundamental shift is required to ensure sustainability as current methods of addressing sustainability are not sufficient”.
Corporate Citizenship	“Responsible corporate citizens must protect, enhance and invest in the well-being of the economy, society and the natural environment”.

Source: Adapted from IODSA (2009:10-11)

The key principles as highlighted in Table 2.1: King III key principles for Corporate Governance, provide the cornerstone for any organisation which intends proper and good governance. The value of implementing each key principle, within an organisational environment is detailed as follows:

Leadership:

One of the objectives of this research was to provide an analysis and evaluation of the leadership and governance processes at municipal level, in dealing with urban degeneration. Leadership in any organisation serves as the foundation for governance, and good leadership ensures the successful operation of an organisation. At the Local Government level, the principle of leadership, highlights the role of municipal leadership at both political and administrative levels, with the Mayor and councillors, representing the political level and employer of the organisation, and the Municipal Manager and top level of management, who represent the administration component of the municipality.

For the municipality to be effective in ensuring that the city is clean, attractive and well-maintained, good governance at the Political and Administrative levels is critical. According to King III, Good Governance is about effective leadership in ensuring “sustainable economic, social and environmental performance” (IODSA, 2009:10-11).

The leadership of an organisation is responsible for reviewing the corporate values of the organisation. Leaders need to delineate strategy, be responsible for direction, and establish the ethics and values which encourages and guide practices and behaviour on sustainable performance (PWC, 2009:2).

Sustainability:

The next principle of King III is Sustainability, which is a vital moral and economic obligation, and which has a critical interface with strategy and control (IODSA, 2009:20). Applying the principle of sustainability provides “both opportunities and risks for business”, and it is critical that there must be a fundamental shift, in the way organisations address issues of sustainability, taking into cognisance the interconnected, complex and integrated view of “social, economic and environmental” impacts (IODSA, 2009:11-30).

It is imperative that metropolitan municipalities consider the impact of urban degeneration on the environment, business and society, and put into place necessary strategies that address sustainability when dealing with these challenges. Outcomes must be defined in terms of “sustainable economic, social and environmental benefits”, and implementable good practices dealing with “transparency, reporting and audit”, to deliver effective accountability (IFAC & CIPFA, 2014).

The European Union (EU) has commended the King framework, as the principles lends support to “citizens and municipalities who want to make cities and towns clean and healthy, green and pleasant, efficient and sustainable, well-managed and democratic” (EU, 2010:7). Incorporating sustainability and social change in a strategic and articulate way, results in greater prospects and efficacies, and benefits both business and society (PWC, 2009:2).

Corporate Citizenship:

Responsible corporate citizens must “protect, enhance and invest in the well-being of the economy, society and the natural environment” (IODSA, 2009:117). Although King III indicates that “Responsible corporate citizenship implies an ethical relationship between the company and society in which it operates”, there is still a lack of confidence by communities about the practices and intentions of big business, while business organisations are concerned that sustainability reporting is not achieving their goals in a lucrative manner (PWC, 2009:5).

This study uncovered the reaction of citizens and corporate citizens towards urban decline, bad buildings and dirty streets, providing a critical perspective on the impact of city programmes on the lives of citizens and corporate citizens of the city.

Therefore, the three critical elements as identified by King III provided the basis for the study and the recommendations for the framework. Leadership, sustainability and corporate citizenship are vital for any model which is aimed at governing an organisation.

2.2.3 Good Governance in the Public Sector Framework

The “Good Governance in the Public Sector Framework” was developed in partnership, by IFAC & CIPFA. The purpose of the framework was to present ‘a standard guideline for good governance in the public sector, which will improve accountability and assist in better service delivery’ (IFAC & CIPFA, 2014).

The framework lends support to the King III framework. It identified that the ultimate purpose of public sector entities is the realisation of planned results, while acting in the interests of the public at all times (IFAC & CIPFA, 2014). The direct comparison to King III was that corporate citizenship is a critical element and organisations have legal and moral obligations towards the

economic, social and environment in which they operate. The critical criteria which must be effected in order to act in the interest of the public are:

- A. “Behaving with integrity, demonstrating strong commitment to ethical values, and respecting the rule of law;
- B. Ensuring open-ness and comprehensive stakeholder engagement;
- C. Defining outcomes in terms of sustainable economic, social, and environmental benefits;
- D. Determining the interventions necessary to optimise the achievement of the intended outcomes;
- E. Developing the entity’s capacity, including the capability of its leadership and the individuals within it;
- F. Managing risks and performance through robust internal control and strong public financial management;
- G. Implementing good practices in transparency, reporting, and audit, to deliver effective accountability”.

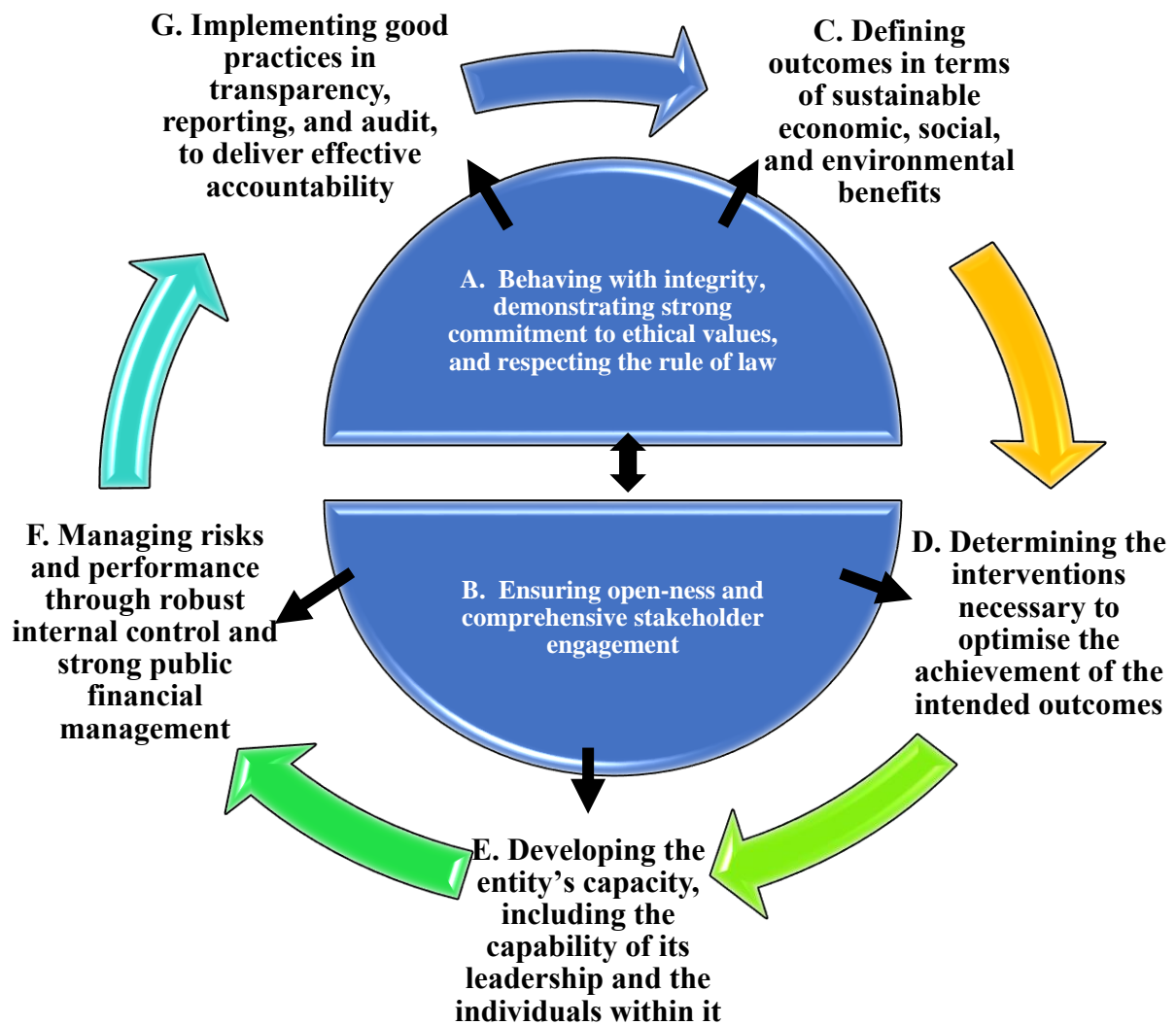
(IFAC & CIPFA, 2014)

This supportive framework provides organisations with principles, which should be implemented to address critical areas of focus and should assist with decision-making. The main components of this framework as identified in Figure 2.1, are behaviour, commitment and respect, as well as open-ness and engagement. Ethics, transparency and accountability are fundamental in any organisational environment. The Good Governance in the Public Sector framework clearly deems these qualities as necessary for public sector organisations. Municipalities are often embroiled with issues of fraud and corruption, lack of commitment by leaders, non-compliance and a lack of community involvement in the programmes and projects of the organisation. The framework established the groundwork which Local Government should entrench, in order to overcome the many challenges experienced.

The criteria surrounding the two main components show that public sector organisations should establish sustainable, environmental and social outcomes, and develop capacity and capabilities in the organisation and ensure proper leadership. A comparison between King III and the Good Governance in the Public Sector framework revealed that leadership is a common factor. The framework also highlighted issues of risk, performance and strong public financial

management. Figure 2.1 reflects how the principles in this framework interact and align with each other:

Figure 2.1: IFAC and CIPFA’s Principles for Good Governance in the public sector



Source: Adapted from IFAC & CIPFA (2014)

2.2.4 New Public Management

Robinson (2015:4) posited that 21st century public administration is experiencing intense transformation, in both first world countries, as well as within emerging economies. Therefore, the reformation efforts of developing countries must consider the transformation challenges experienced, in order to selectively apply the appropriate offerings of the various public

management models available, while ensuring that the citizens' interests and needs are suitably addressed (Robinson, 2015:4). The United Nations Development Forum Global Centre for Public Service Excellence provides details on the various public management models available (Robinson, 2015:4-14).

The characteristics of certain of the models are sketched by Osborne (2006, as cited in Robinson, 2015:5) as follows: "Public administration as bureaucratic; ...New Public Management as minimalist and competitive, ...and New Public Governance as pluralist". The Public Administration Model operated in countries like Singapore and China; however, other countries were challenged with a deterioration in governance and effectiveness of public administration (Robinson, 2015:5).

The NPM Model which was regarded as competitive and minimalist, came to the fore due to the limitations of the public administration model in dealing with a competitive market economy. This model is used as a comparative governance model for this study. The principles on NPM are referred to by Pollitt (1995:134) and are as follows:

- Cost cutting, capping budgets and seeking greater transparency in resource allocation;
- Disaggregating traditional bureaucratic organisations into separate agencies;
- Decentralisation of management authority within public agencies;
- Separating the function of providing public services from that of purchasing them;
- Introducing market and quasi market-type mechanisms;
- Requiring staff to work to performance targets, indicators and output objectives;
- Shifting the bias of public employment from permanency towards term contracts, performance-related pay and local determination of pay and conditions, and
- Increasing emphasis on service 'quality', standard setting and 'customer responsiveness'

According to Pollitt (1995:133), the NPM Model seeks to modernise the administration of public sector organisations, and although each element of the framework can be deployed separately, the elements have a strong interaction with each other.

2.2.5 Urban Regeneration Process

Roberts (2017:11) identify six themes, which have dominated urban regeneration in the past and these include: “Physical Conditions and Social Response; Housing and Health; Social Welfare and Economic Progress; Urban Growth or Shrinkage; Environmental Awareness; and Urban Policy”. Roberts (2017:17) also confirms that the urban challenges experienced by cities continues to put pressure on policy-makers, developers, planners and citizens. Even though the constantly evolving nature of regeneration is apparent, the six themes identified by Roberts (2017:18) provide the basis for a definition for urban regeneration, as follows:

A comprehensive and integrated vision and action, which seeks to resolve urban problems and bring about a lasting improvement in the economic, physical, social and environmental condition of an area, that has been subject to change or offers opportunities for improvement.

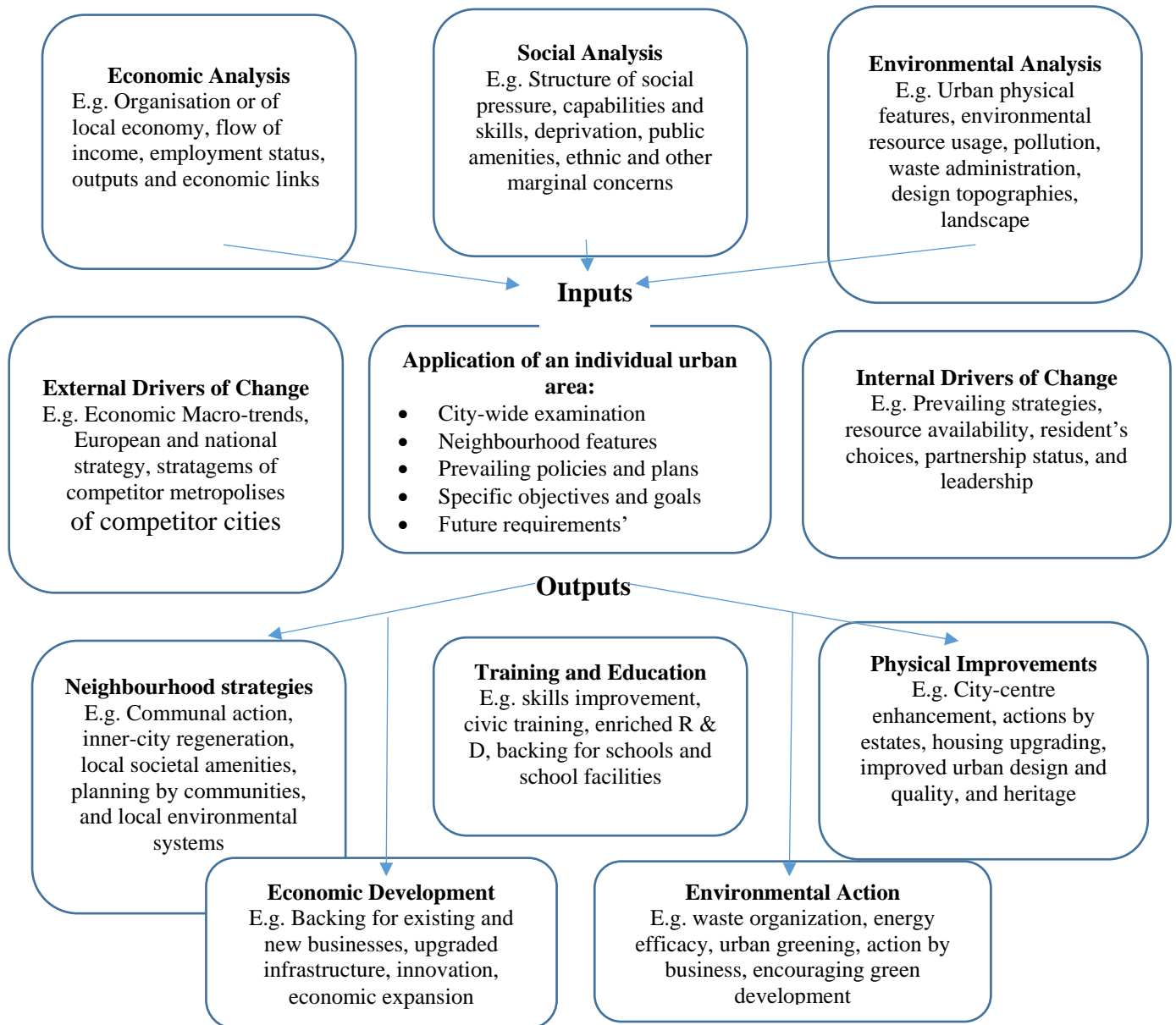
Based on this definition of urban regeneration, various themes and factors are apparent in the process of urban regeneration (Roberts, 2017:22).

The framework reflected in Figure 2.2 identifies as a starting point that intense research is required to analyse the economic, social and environmental spectre. The analysis then informs the external drivers of change, the application of an individual urban area, and the internal drivers of change, and ultimately leads to neighbourhood strategies, training and education, physical improvements, economic development and environmental action (Roberts, 2017:23).

The framework by Roberts (2017:23) on the urban regeneration process is all-encompassing, and identifies many aspects intended to address urban degeneration, especially for European Cities. The essence of the framework is found in its complexity, which could prove to be too intricate for municipalities of developing nations to implement sustainably. A diverse set of resources is required to undertake the

implementation of such a framework, which is untenable for municipalities in third world countries, due to inadequate funding, a lack of resources and high population densities. The framework provided by Roberts (2017:23) on urban regeneration is as follows:

Figure 2.2: Urban Regeneration Process by Roberts

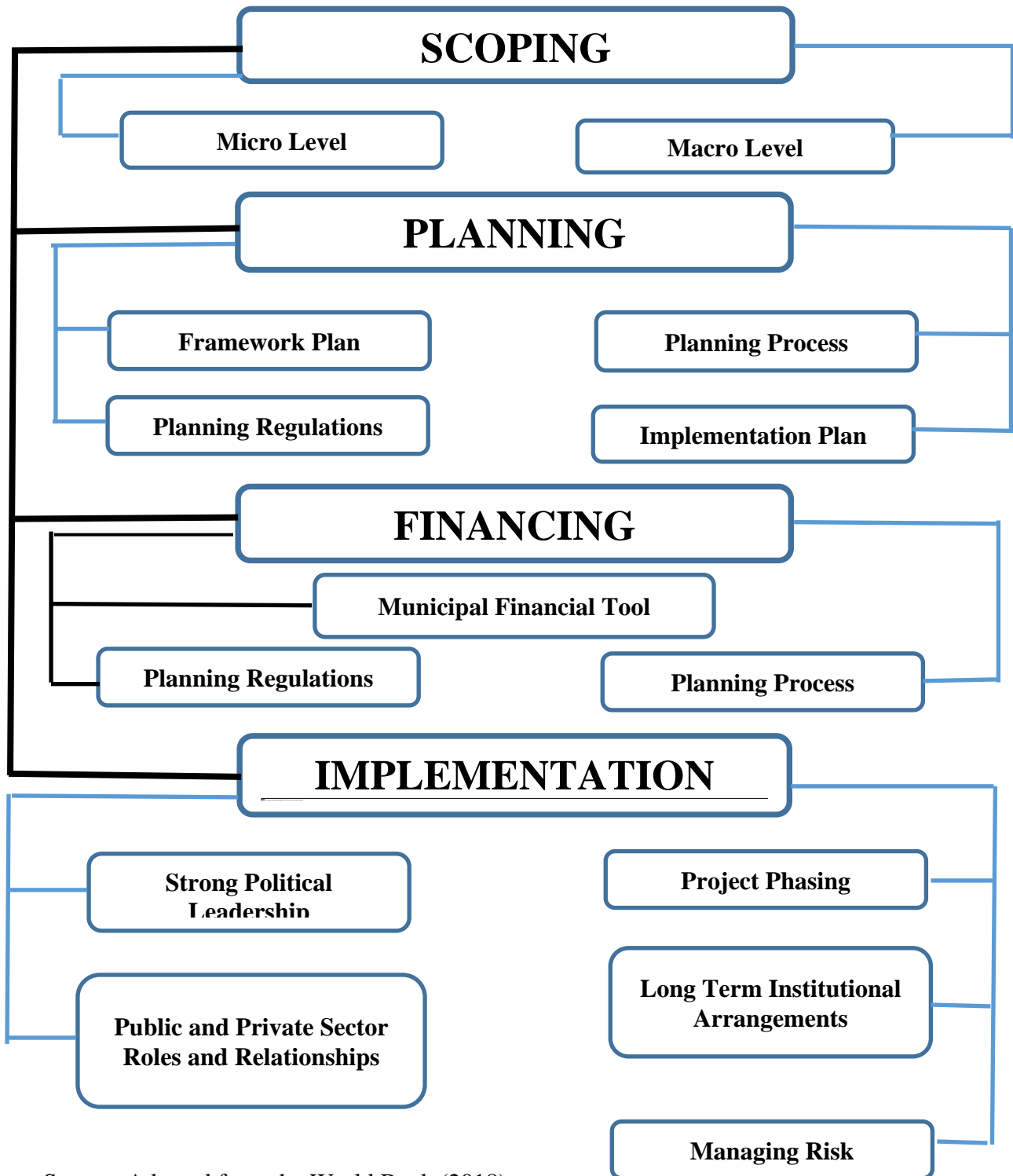


Source: Adapted from Roberts (2017:23)

2.2.6 World Bank Urban Regeneration Framework

The World Bank Urban Regeneration Framework is reflected in Figure 2.3 below.

Figure 2.3: World Bank Urban Regeneration Framework



Source: Adapted from the World Bank (2018)

The World Bank indicates that the revitalisation of city centres from congested dilapidated areas, to modern cities with financial centres, is the visible manifestation of success in the state of the city (World Bank, 2018).

A decision tool is required in order to identify the sequence of actions required for a regeneration and transformation process, which are identified as having four distinct phases, viz., scoping, planning, financing and implementation (World Bank, 2018), as articulated in Figure 2.3.

The Scoping Phase (World Bank, 2018): This phase entails a strategic assessment to ascertain and stimulate rejuvenation, by analysing the core issues which are critical for the city's future, in order to convey strategic direction for regeneration.

The Planning Phase (World Bank, 2018): This phase establishes the long-term context which balances the vision and planning principles, and facilitates negotiation between private, public and the community sectors. There must be a defined regulatory process in order to assure the private sector to invest and take risk, as well as to assure communities that service delivery will occur.

Financing Phase (World Bank, 2018): Large scale urban regeneration projects are multifaceted and necessitate vast resources to be planned and implemented successfully. However, few cities have access to such resources such as finance and technical capabilities, which necessitate partnerships with the private sector to provide such, as well as to share risks. Consequently, cities seek alternative funding sources and processes, as reflected in Figure 2.3. The last phase identified by the World Bank, is the **Implementation Phase**, and requires strong political leadership, in order to have the regeneration programme approved (World Bank, 2018). Political leadership is central in ensuring the success of the urban regeneration process and greater cohesion (World Bank, 2018). Regeneration is a long-term process and the transformation process requires political leadership to manage the change and ensure engagement and participation of the local communities, non-profit organisations, and both informal and formal businesses (World Bank, 2018).

The framework recommended by the World Bank provides a theoretical resolution for urban regeneration, which identifies the project life cycle approach. While the many factors identified in the model are applicable to any city environment, and have the potential to

clinically address urban degeneration, the researcher is of the opinion that the social issues are not sufficiently covered in this framework, and this is one of the main contributing factors in undertaking sustainable urban regeneration.

2.2.7 Summary

The frameworks on urban regeneration were intended to complement the theoretical frameworks on governance and management, and provided a more introspective view of urban regeneration, for the purposes of this research. According to Roberts, Sykes & Granger (2017:3), there is “no one size fits all” theoretical framework on urban regeneration, for both advanced and less developed nations. Accordingly, an exploration into potential theoretical practices has recognised that there are many factors which impact on urban change; according to Roberts (2017:24), most theoretical frameworks on urban transformation only provide a fraction of insight into what is seen to be a vibrant and multifaceted process. This study therefore focused on the critical elements identified in all the frameworks to build a sustainable approach for cities to become and remain clean, attractive and well-maintained.

2.3 Sustainable Development Goals (SDGs)

Constant urbanisation has led to considerable challenges, which include the growth in the “number of slum dwellers, air pollution snowballing, insufficient basic services and infrastructure to provide for the growing urban population, and unplanned urban sprawl which makes cities more vulnerable to disasters” (United Nations, 2017b:13). The growth of “slum dwellers, worsening air quality and insufficient basic urban services and infrastructure”, occurs as urbanisation increases, and subsequently, improved urban planning and a transport system which is efficient, is required (United Nations, 2018:24).

The United Nations Development Programme (UNDP) establishes that the SDGs are ‘Global Goals’, which are meant to stimulate a global reaction to “end poverty, protect the planet and ensure that all people enjoy peace and prosperity” (UNDP, 2019). The SDGs are inter-related and are meant to achieve partnerships and to logically ensure that the choices made will result in a sustainable improvement of life, especially for future generations. All countries are required to adopt guidelines and targets, based on priorities as well as “environmental

challenges of the world at large” (UNDP, 2019). However, efforts need to be increased so that “urban inhabitants” have adequate and safe housing, basic services and clean air, and “live in resilient and sustainable communities” (United Nations, 2018:24)

Muzenda, Ntuli & Pilusa (2012:149) iterate that globalization, population and economic growth as well as rapid urbanisation in the developing world, tend to increase the challenges encountered by cities. Progress on the Sustainable Development Goal Number 11 specifies that as of May 2017, one hundred and forty-nine (149) countries in the world were producing Urban Policies to address SDG Goal 11 challenges (United Nations, 2017b:13).

The Local Government Development Agenda is about making “municipal spaces more socially inclusive, economically productive, environmentally sustainable and resilient to climate change and other risks”, as defined by the ‘Sustainable Development Goals Vision 2030’ (South African Local Government Association [SALGA], 2016:15-16). There are seventeen sustainable development goals and Goal 11 is to “make cities and human settlements inclusive, safe, resilient and sustainable”, which consists of the following focus areas:

- Ensuring access for all to adequate, safe and affordable housing and basic services and upgrade slums;
- Providing access to safe, affordable, accessible and sustainable transport systems for all, notably by expanding public transport;
- Enhancing inclusive and sustainable urbanisation and capacity for participatory, integrated and sustainable human settlement planning and management;
- Strengthening efforts to protect and safeguard the world’s cultural and natural heritage;
- Significantly reducing the number of deaths and the number of people affected and decrease and the economic losses caused by disasters;
- Reducing the adverse per capita environmental impact of municipalities, including by paying special attention to air quality and municipal and other waste management;
- Universal access to safe, inclusive and accessible, green and public spaces;

- Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning;
- Increase the number of municipalities adopting and implementing plans towards mitigation and adaptation to climate change and resilience to disasters, and
- Support least developed municipalities, including through financial and technical assistance, in building sustainable and resilient buildings utilising local materials

(SALGA, 2016:15-16).

The United Nations has documented that when monitoring Goal 11, it was identified that volumes of solid waste generated increases with the growth in urban inhabitants, as consumers' incomes grow with the economy (United Nations, 2018:24). Managing solid waste has been identified by the United Nations as a massive challenge in urban areas of certain regions. The collection, treatment and disposal of waste, is limited in sub-Saharan Africa, which impacts on the health of the population (United Nations, 2018:24). With much emphasis being placed on achieving the SDGs, a prerequisite for cities is to establish an approach to address these goals (United Nations, 2017c:25). The effect of climate change is that it challenges all countries to achieve sustainable development, and the agenda for sustainable development is aimed at achieving full implementation of the SDGs by 2030 (United Nations, 2017c:5).

2.4 The international perspective of initiatives implemented to address urban degeneration

Urbanisation globally, has attracted numerous challenges for cities. Internationally and in South Africa, cities have either struggled to confront urban degeneration or have succeeded in liberating city spaces. While many of the first world countries have been successful in liberating city spaces, the cities struggling with urban degeneration are based mostly in third-world countries.

The success of certain cities globally in regenerating urban space, has resulted in economic growth and development, increase in tourism and investment, and liveable cities for the citizens

of the city. The success of projects in certain cities in tackling urban degeneration, has been the design of complex urban regeneration processes, which are reliant on the public sector, financial resources and buy-in from the communities and business sector, and which also ensure the sustainability of regeneration efforts (World Bank, 2018).

Ranging from regularity and policy implementation, leadership initiatives, political interventions, information technology support and the common sense of the residents, cities have implemented the applicable solutions required to regenerate cities. Tallon (2010, as cited in Roberts, 2017:18) posits that regeneration programmes are often fragmented and not every challenge is resolved. The World Bank states that the inclusion of the private sector in urban regeneration projects is critical for the success of the project (World Bank, 2018). African cities in particular, have challenges unique to the African environment, and very few cities have been able to sufficiently address the urban degeneration challenge. A selection of cities in countries across different continents, including cities in the continent of Africa, have been examined in order to understand the process that was followed in order to achieve urban regeneration success.

2.4.1 India

With India experiencing a rapid growth in population, a lack of public awareness, inadequate budget for programmes and disorganised Local Governments, the cities in India have been challenged to identify responsible ways to manage the increasing waste generated (Nayak, 2015:134). Furthermore, India is also challenged with urban degradation. In order to address these challenges, city officials in India have embarked on several urban regeneration projects at the city level.

The governance framework which is being implemented by the Office of the Prime Minister of India is intended to improve the quality of life of people (PMINDIA, 2018). The Governance Framework underpins the improvement programmes being implemented. In addition, innovative collaborative partnerships with stakeholders including the public and private sectors and civil society is stimulated, in order to improve the quality of lives. The main pillars considered for effective governance, in ensuring that India is improved through the various programmes instituted are as follows:

- Pro-people agenda

- Pro-active in responding to the needs of society
- Participative citizenry
- Inclusivity
- Equal opportunity for all youth
- Sustainable Development in protecting the environment
- Transparency using technology for visibility and responsiveness

(PMINDIA, 2018).

The governance framework implemented by the Prime Minister of India has ensured that India makes huge advances in ensuring sustainable transformation of the cities of India. However, Nair & Sharma (2017) maintain that when embarking on modernising cities, the focus has been on the dominant paradigm of development. Participation by local communities in ensuring that they become city-smart is not a factor. As each city has specific developmental needs, varying socio-political conditions, and unique cultures in India, it is not possible to have a centralised model of urban development. The local situation and indigenous data should allow inclusivity and for everyone to participate and negotiate in the social process of regeneration (Nair & Sharma, 2017).

The governance framework implemented by India clearly delineates issues of leadership, participation and sustainability, as recommended by King III. The framework is also highly comparable to the Governance Framework by IFAC and CIPFA, as it refers to transparency, stakeholder engagement and environmental sustainability, which are critical for any governance process.

The Clean India campaign called Swachh Bharat Abhiyan, implemented by the National Government of India in 2014, has functioned phenomenally towards ensuring that Indian cities are clean and attractive. The Swachh Bharat Abhiyan is the most significant cleanliness campaign by the Government of India, and the Prime Minister of India, Shri Narendra Modi, has led the initiative from the front (PMINDIA, 2018).

The Swachh Barat Abhiyan is in line with Mahatma Gandhi's dream of a hygienic and clean India, and the Prime Minister gave the message that the people of India should not litter, neither must they let others litter, by picking up the broom himself and cleaning up the streets

(PMINDIA, 2018). Citizens are becoming more active in cleanliness activities, giving them a sense of responsibility (PMINDIA, 2018). Different sections of society have joined the movement of cleanliness: Bollywood actors, sport-persons, industrialists, government officials, Non-Governmental Organisation (NGOs), local community centres and spiritual leaders. Various types of programmes have been used to disseminate the awareness, including plays, music, digital platforms, and social media (PMINDIA, 2018).

During an interview conducted on the 15th November 2017, Mr V. Balamwar¹, the Deputy Commissioner of Solid Waste Management of the Great Mumbai Municipality, articulated the process which is currently being followed in Greater Mumbai to ensure that the city is clean. Within the streets of Mumbai, Clean-up Marshals, are responsible for specific areas, in order to keep the city clean, and secure. Instant fines are issued for those who are found to be dumping or littering (Balamwar 2017, personal communication, 15 November). This is part of the Swachh Bharat programme which is run nationally in India. The Deputy Commissioner (Balamwar, personal communication, 15 November 2017), also indicated that collection and separation of solid waste is at source level, with a 95% collection rate daily, which includes mopping up and cleaning up the area. Composting occurs at residential level, and land-fill sites are used for waste disposal (Balamwar, personal communication, 15 November 2017). Recycling is given directly to recyclers, and there are thirty (30) waste processing centres which are managed by NGOs. Waste is transported in two (2) stages, first transported to a designated area, so that waste pickers can choose what they want, and second, to landfill sites which are bio-reactor sites (Balamwar, personal communication, 15 November 2017).

Mr J. Paul² (personal communication, 15 November 2017), the consultant to the City of Greater Mumbai, explained that waste disposed at the landfill sites is immediately processed into methane gas. This programme, in conjunction with the Swachh Bharat Programme, has created a sense of civic responsibility and has resulted in the areas within the City of Mumbai being clean and neat. The municipality also includes keeping the city clean as part of the school curriculum (Balamwar, personal communication, 15 November 2017).

¹ Mr Vijay Balamwar, the Deputy Municipal Commissioner responsible for Solid Waste Management in the Municipal Corporation of Greater Mumbai, was interviewed on 15th November 2017 on waste management

² Mr Jayson Paul is the Business Development Head of Antony Lara Solution P Ltd, a consultant contracted to Greater Mumbai Municipality dealing with waste management and conversion of waste at landfill sites, through a process with Bio-reactors, was interviewed on 15th November 2017.

The City Commissioner for Solid Waste in the City of Bangalore in India, Mr Sarfaraz khan Sardar³ (personal communication, 22 November 2017), indicated that the solid waste programme which was implemented within one small town, was so successful, that it was now being implemented city-wide within Bangalore. Waste is segregated by the citizens, who officially participate in cleaning up the city (Sardar, personal communication, 22 November 2017). At a micro level, wet waste is collected door-to-door daily in each ward, by an auto driver, who then sells the wet waste to farmers for composting. Dry waste is also picked up by utility vehicles and taken to a site where rat-pickers can remove items they require (Sardar, personal communication, 22 November 2017), Rat-pickers are people who scrounge through waste, identifying and taking away any material which they can use or resell. After the rat-pickers have taken whatever they require, the dry waste is then routed to land-fill sites (Sardar, personal communication, 22 November 2017).

Essentially, the government officials of Bangalore have incorporated processes which were previously un-manageable, into the formal system of waste management, which then ensures that the city is clean and economic opportunities are created for the residents of the city.

2.4.2 United Kingdom

Since 1998, towns and cities in the United Kingdom have undergone major regeneration, where steel and glass buildings ascended overnight and cranes dominated the horizon (Jones and Evans, 2013:2). Entire older districts and buildings were demolished to make way for urban development. This was accompanied by a spirit of positivity, as regeneration was seen as a way to be rid of past faults and for attractive, sustainable places to emerge for “people to live, work and play in” (Jones and Evans, 2013:2). However, the credit crunch in 2008 slowed down progress (Jones and Evans, 2013:2). Subsequently, cities have undergone major improvements and changes, thus making them more attractive to visitors, and to assist in building the city brand to generate investment (Jones and Evans, 2013:2). Cities in the United Kingdom (UK) have therefore physically transformed, to places where people live, play and do business, as part of the economic development of the area.

³ Mr Sarfaraz khan Sardar, the Joint Commissioner of Health and Solid Waste Management in the City of Bangalore, was interviewed on 22nd November 2017 on the Waste Management processes in Bangalore.

The UK has had several versions of urban regeneration, either from a National Government level or from a Local Government perspective; however, the principles of urban regeneration have been about ensuring the economic, social and environmental regeneration of its cities.

The involvement of business in inner-city regeneration is also critical to address 'Clean City Programmes', as highlighted by the City of London as a key process for cities to follow (City of London, 2016). The City of London launched the successful 'Clean City Award Scheme' in 1994, for all businesses in the City of London, with the intention of raising the profile of waste management and recognising and rewarding good practices to "Reduce, Reuse and Recycle" (City of London, 2016). The benefits of the programme were "not only to assist in environmental impacts, and in keeping the city clean, but also to assist businesses to save money through waste management practices" (City of London, 2016). The role of corporate business in ensuring cities are clean, attractive and well-maintained, was therefore seen as a critical factor which needs to be considered by cities, to maximise efforts to improve the environmental conditions within cities.

The UK's process is aligned to the governance frameworks and the regeneration frameworks highlighted in this study. The issues of sustainability, environmental impacts and involvement of business are critical elements which align to the frameworks serving as a basis for this study.

Other useful tools used by London and other British cities are the waste campaigns, which are novel ways to address the issue of litter in London. The 'Love Essex' campaign is one such example, where the entire community came together to address the litter challenge in Essex County. The campaign entailed partnerships with all district and borough councils, the Essex County Council, Keep Britain Tidy, food outlets including KFC, McDonalds, Dominos and 300 local businesses (Zero Waste Scotland, 2018). The campaign involved combining enforcement warnings with education, and regular pick up of litter from local business and councils, which resulted in the decline of litter specifically from fast food packaging by more than 40% (Zero Waste Scotland, 2018). The change in behaviour was from fines issued for littering (Zero Waste Scotland, 2018).

Another tool identified is the one implemented in Scotland and Wales, where a Non-Profit organisation called Living Streets, implemented a project called 'Community Street Audits', which was a way to assess the quality of city spaces and streets by people who regularly used them, instead of those who managed them (Living Streets, 2016).

We involve small groups of local residents, traders, councillors and officers who assess a route on foot, following which a detailed report is produced with recommendations.

The intention of the Living Streets project is to ensure that the streets are congestion and pollution free; decrease risks of social seclusion and illnesses which are preventable and ensure that walking is the obvious choice for the population (Living Streets, 2016).

The Birmingham City Council and Keep Britain Tidy organisations have also rolled out a programme linking waste management with funding charities. This involved raising funds for local charities, while keeping litter off the streets of Birmingham (Perchard, 2015). Litter bins were turned into charity collection tins, where the increase in litter in bins, resulted in more money being raised for charity (Perchard, 2015). This led to additional waste being deposited in charity bins over a three-month period, with a reduction of litter in the streets by 40% (Perchard, 2015). This campaign caused a behavior change in people, who now opted to choose the bins over the streets to dispose of litter (Perchard, 2015).

The elements identified by Britain in keeping the cities clean included partnerships with business, participation by the local communities, innovative and exciting ways to clean up the cities and collaboration with the local councils, which are aligned to both the governance and urban regeneration frameworks used in this study.

2.4.3 Netherlands

The Dutch approach for urban regeneration is based on governance issues of environmental sustainability, education, and social cohesion, which can be traced to the theoretical and conceptual frameworks which served as a foundation for this study.

The Dutch District Approach, which was implemented by the Dutch government in 2007, is a regeneration programme to improve the forty most deprived districts in Netherlands, which were located in 18 large cities (Ruijsbroek, Wong, Kunst, van den Brink, van Oers, Droomers & Stronks, 2017:2). The National government provided funding, support and expert advice (Ruijsbroek et al., 2017:2). Local authorities could implement suitable interventions, based on

the challenges at a local level, which were in line with national government (Ruijsbroek et al., 2017:3). The priorities identified by national government included education safety and social cohesion, employment, housing and the physical neighbourhood environment (Ruijsbroek et al., 2017:3). Implementation started in 2008, and although funding was terminated in 2012, after 5 billion euros were spent, certain cities continued with the interventions at the target districts (Ruijsbroek et al., 2017:3). The Dutch clearly indicate that education and an integrated approach are required for the implementation of a regeneration programme (Ruijsbroek et al., 2017:2).

2.4.4 Australia

According to Newton and Thomson (as cited in Ruming, 2018:16), urban regeneration has materialised as a leading urban policy in many Australian cities. The dependence on the private sector to bring about urban regeneration gives power to the private sector in shaping the form and function of the city, which may result in medium to low income households being forced out, in order to make way for profitable locations to be regenerated, which in turn intensifies social disparity and inequality (Ruming, 2018:16).

However, despite reliance on the private sector, the state is ultimately the facilitator for urban change (Jones & Evans, 2013:14). Huston and Darchen (2014:273) state that the Government needs to steer social transformation, and projects which are supported by community social development, are more credible. Ruming (2018:17) argues that the planning system is the primary mechanism for governments to promote and manage urban regeneration within cities. Furthermore, that directing development within designated central areas is the answer to the various economic, social and environmental challenges experienced by cities.

However, looking at the whole of Australia, it is difficult to pin-point a specific formula for urban regeneration, as each city is unique and there are no simplistic regeneration formulae (Huston & Darchen, 2014:273). This concurred with the assertion by Roberts et al. (2017:3), that the solution to urban regeneration is not limited to one concept. However, in line with Robert's (2017:23) Urban Regeneration Process, the Australian model also covers business involvement, community social development, environmental issues and sustainability issues.

Part of the regeneration programme of any city, is the process to deal with waste and waste management. The Government of Australia issued a National Waste Policy in November 2009, which is intended to be an efficient, articulate, and environmentally responsible method to Waste Management in Australia, sets the resource recovery and waste management direction till 2020 (Government of Australia, 2018).

The National Waste Policy aims are to reduce or avoid waste generation disposal, inclusive of hazardous waste; for waste to be managed as a resource; to make certain that a scientific, safe and environmentally sound process is used to treat, dispose, recover and re-use waste, and to ensure “energy conservation and production, water efficiency and productivity of land, as well a decline in greenhouse gas emissions” (Government of Australia, 2018).

The Waste Policy categorizes six key focus areas to manage waste nationally, and each region identifies the relevant strategies to implement (Government of Australia, 2018). The six areas are:

Taking Responsibility for reducing health, environment and safety footprint of goods and materials in the supply chain process; Improving market efficiency for waste and recovered resources; Pursue sustainability to achieve social, economic and environmental benefits; Reduction of hazardous waste and risk through safe, consistent and accountable waste recovery, handing and disposal; Tailoring solutions regionally to manage, recover and re-use waste; and providing evidence regarding national waste and resource recovery data in order to educate and inform behavior change in communities (Government of Australia, 2018).

Local Government in Australia has used the National Waste Management Policy, and in many cases, adapted the policy for use, based on the circumstances within the municipal area.

Lamb, Mountjoy, Brindley, & Shadforth (2011) comment that Local Government has a central role to play in the provision of waste and recycling services to households in Australia. Baseline data was published in 2011 regarding the waste and recycling activities and performance at a local level (Lamb et al., 2011). Although councils have collected waste and recycling data for internal use, information is also required for benchmarking and external stakeholders (Lamb et al., 2011).

The data collected on waste management and recycling is of value to municipalities, as it provides opportunities to improve services (Lamb et al., 2011). Information provided to the public also included the location of recycling stations, and information about litter prevention and management within communities (Lamb et al., 2011). Local Government's role in litter prevention is aimed at "supporting behavioral change; ensuring clean-up and maintenance of infrastructure of Storm-water pipes; and the collection and disposal of dumped litter, collection and disposal of litter, enforcement of no littering through local laws, collection and disposal of waste, street cleaning, provision of litter collection infrastructure" (Lamb et al., 2011).

Australia also has a dedicated Clean Up Day, which has become the largest community-based event to clean up the environment (Clean Up Australia, 2018). Australians have spent more than 33 million hours, cleaning up the environment on Clean Up Day (Clean Up Australia, 2018). Through this initiative, the United Nations Environment Programme, 'Clean Up the World' was launched in 1993, and nearly 30 million people in 80 countries around the world have participated in Clean Up the World Programme (Clean Up Australia, 2018). From being just a clean-up programme, the focus is now on preventing rubbish from entering the environment and having campaigns to clean-up everyday (Clean Up Australia, 2018).

2.4.5 Japan

Japan is very diverse compared to many cities facing urban decay challenges. Due to the focused attention on living conditions, the reason for urban regeneration projects is totally opposite to the experiences in African cities, as an example. Where African cities are facing challenges of accommodating urbanisation, Japan is planning for a decrease in population (Balaban & de Oliveira, 2014:869). Balaban & de Oliveira (2014:869) state that with the projected decrease in population, the focus in Japan is now in creating more compact and sustainable places. However, with urban challenges from previous periods of increased urbanisation in Japan, which created disaster vulnerability, degeneration within cities and urban sprawl requires more attention (Balaban & de Oliveira, 2014:869). In response to the challenges, Balaban & de Oliveira (2014:874) used two cities in Japan as case studies, to track urban regeneration and established that city revitalisation plans have been implemented to address these challenges in cities in Japan. Specific projects, initiated prior to the roll out of legislation or new environmental technologies, had to incorporate requirements like water

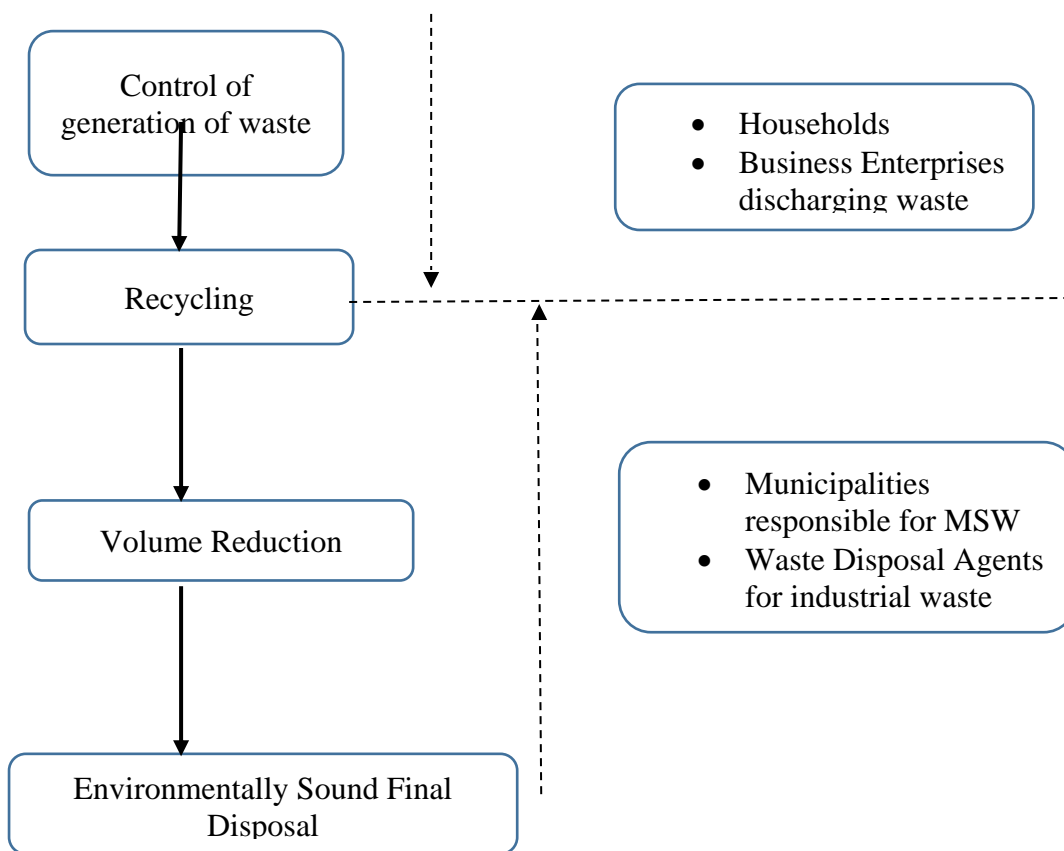
recycling, smart grids and green buildings, as the projects progressed (Balaban & de Oliveira, 2014:874). Participation and political commitment are also critical elements in the framework for urban regeneration (Balaban & de Oliveira, 2014:874). The case studies used in this research confirmed that through facilitation of policies, urban regeneration could trigger climate change. Interventions could stimulate upgrades to existing environments, which in turn could change the form and structure of cities to impact climate change (Balaban & de Oliveira, 2014:874).

Urban regeneration is not the only challenge which Japan has addressed through simple frameworks, but it has also initiated models to ensure clean streets and neat and tidy public spaces. Many visitors to Japan have problems disposing of trash, while on the streets of its cities, as there is a lack of dustbins (Tanaka, 1999:12). However, the streets continue to remain clean and tidy. This phenomenon was as a result of the Japanese generating too much of waste, which then resulted in the Japanese Waste Management laws being introduced during the 1990s, targeting waste management problems and introducing strict new recycling laws (World Economic Forum [WEF], 2018). This was after it was identified that the material recovery rate for municipal solid waste was only 5.6 % in 1996, and much of the waste collected were containers and packaging (Tanaka, 1999:12). Furthermore, the landfill sites were filled with electronic appliances (Tanaka, 1999:12). This brought about Waste Management laws which focused on “waste reduction, promotion of recycling, volume reduction by intermediate treatment and environmentally sound final disposal” (Tanaka, 1999:12). The Packaging Waste Recycling Law aimed at promoting the collection and recycling of containers and packages separately, as well the Home Electric Appliance Recycling Law, which were promulgated in 1995 and 1998 respectively (Tanaka, 1999:12).

The intention through the Waste Management Laws was to increase recycling to the highest level, so that zero waste was generated within the cities of Japan (Tanaka, 1999:12). The basic principles of waste management in Japan provide that waste collected by waste disposal agents, as well as the municipalities, is sorted, with recyclables extracted into the recycling route (Tanaka, 1999:12). Where it is not possible to sort out the recyclables, incineration as an intermediate treatment is promoted in order to prolong the service life of landfill sites, and the energy derived is used for resource conservation (Tanaka, 1999:12). The residue left is then finally environmentally disposed of (Tanaka, 1999:12). This simple but effective process is reflected in Figure 2.4, where the basic principles of waste management are reflected.

Figure 2.4 illustrates that waste generated by households and businesses are controlled at the point of waste generation and then recycled. The municipalities responsible for household waste, and the waste disposal agents responsible for industrial waste ensure that the separated waste results in waste reduction either through recycling or through incineration, which is then finally disposed of in an environmentally friendly manner (Tanaka, 1999:12). This limits waste and encourages recycling at all levels (Tanaka, 1999:12).

Figure 2.4: Japan’s Basic Principles of Waste Management



Source: Adapted from Tanaka (1999:12)

The various pieces of legislation which were promulgated by the Japanese Government in order to strengthen the efforts to ensure zero waste is reflected in Table 2.2. One of the first laws promulgated in Japan in the 1900s, was the Dirt Removal Law for waste disposal by municipalities and regional governments, which assisted in ensuring effective health measures and public hygiene (Tanaka, 1999:12). Subsequently in 1954, in order to ensure hygienic living environments, the Public Cleansing Law was put into place, which was followed by in 1970 by the Waste Disposal and Public Cleansing Law, which addressed domestic environmental

preservation (Tanaka, 1999:12). Japan’s current waste management legislation is therefore encompassed in these two laws and the basic legislative framework for environmental conservation was created (Tanaka, 1999:12). The legislation which followed since 1991, then addressed environmental preservation at a global level, the recycling of packaging and home equipment, as well as the proper disposal of industrial waste (Tanaka, 1999:12).

Table 2.2 reflects the Legislative Framework implemented in Japan for waste management, which supports the basic principles of waste management:

Table 2.2: Japan’s Waste Management Legislative Framework

Year	Purpose	Law
1900	Public Hygiene Measure	Dirt Removal Law
1954	Living Environment Preservation	Public Cleansing Law
1970	Domestic Environment Preservation	Waste Disposal and Public Cleansing Law
1991	Global Environment Preservation	Promotion of resource recycling and reuse
1995	Extended Producer Responsibility (EPR)	Promotion of separate collection and recycling of packaging waste (Package Waste Recycling)
1997	Proper disposal of industrial waste	Amendment of Waste Disposal and Public Cleansing Law
1998	Extended Producer Responsibility (EPR)	Law for recycling specific home equipment into new products (Home Electric Appliance Recycling Law)

Source: Adapted from Tanaka (1999:12)

With the introduction of the waste management laws in Japan, a cultural change took place, where ‘not littering’ is a part of Japan’s culture and the Japanese people started taking rubbish home to dispose of, when they were out and about (WEF, 2018). This type of behaviour is very apparent in the behaviour patterns of the Japanese. In the 2018 FIFA World Cup in Russia, the Japanese spectators cleaned up the stadium, after a match in which Japan participated (IB Times UK, 2018). Each Japanese spectator had a bag which was used to dispose rubbish which was picked up after the game, leaving the stadium clean and neat (IB Times UK, 2018). Martin

(2018) reports that football fans from Japan still cleaned up the stadium, despite their defeat in the FIFA World Cup.

The inbuilt discipline and the behaviour of the Japanese people has many lessons for the rest of the world, and the simple basic frameworks used and supported by the Japanese people to ensure that the cities in Japan are clean, attractive and well-maintained, are reflected in the state of the cities of Japan. The Japanese frameworks lay the foundation for beautiful cities and can be used as an example and benchmark for any city in the world.

The Japanese example is very methodical and finds comparison with the World Bank Model. Not all countries can be so meticulous and systematic in its approach to urban degeneration, due to external influences; however, Japan has been able to undertake its processes, with the co-operation of its citizens, and in conjunction with corporate business organisations.

2.5 African Continental Perspective

As observed by the United Nations, Africa will cease to be a rural continent, as traditional rural-based societies in sub-Saharan Africa start fading, “with more than half of its approximately 700 million people predicted to move to urban areas by 2030” (Funsho, Adegoke, & Adewale, 2013:2). Based on the current rural-urban trends, urbanisation is not orderly or sustainable for African countries, as informal sector enterprises and informal settlements proliferate, despite the implementation of urban development plans by African cities (Funsho et al., 2013:2).

Bafana (2016a) reports that African cities have experienced a massive population growth, which has compelled African governments to deal with a range of development challenges. Africa has urbanised rapidly between 1995 and 2015, more than any other less developed part of the world (UN-Habitat, 2016a:7). Funsho et al. (2013:2) concur that the rapid frequency of urbanisation over the past century, has created more slums in the major cities of developing countries, where there is a large contingent of rural-urban migration.

The influx of people into urban African cities creates many governance challenges and the capacity of African cities is compromised, which spares little time for National Government to

respond to the challenges (Kanhema, 2016). The rapid urbanisation in Africa is driven by rural-urban migration, natural increase, reclassification of rural areas, conflicts and disasters in some countries and spatial expansion of urban settlements (UN-Habitat, 2016a:14). Furthermore, as African cities are some of the poorest in the world, the resources available to construct and maintain adequate infrastructure, as well as provide public services, are not sufficient for the growing population (UN-Habitat, 2016a:14). The urbanisation of African Cities leads to overcrowding, crime and pollution amongst other challenges (Bafana, 2016a). Rapid urbanisation, particularly in developing countries, causes challenges related to inefficient land-use patterns, and cities which grow horizontally, are stressed in dealing with the mass influx of population into cities. This leads to un-sustainable living conditions, due to congestion and pollution (Bafana, 2016a). Furthermore, rural-urban migration intensifies poverty and inequality, and causes a strain on water, transportation, and garbage collection services (UN-Habitat, 2016a:13).

2.5.1. Rwanda - Kigali

Rwanda, a country riddled with death and destruction in 1994, is now emerging as the cleanest country in the African Continent. It is difficult to imagine such a feat, but Rwanda, a landlocked country in Africa, has succeeded in doing this. As many as 800 000 people were murdered over a three-month period (History, 2009), and the country was left devastated (Global Grassroots, 2018).

Rwanda's remarkable recovery, after the 1994 genocide, from absolute economic, political and social collapse, is seen to be one of the African Continent's most amazing and inspiring achievements (United States Agency International Development [USAID], 2015:5).

Since the aftermath of the Genocide, the Government of Rwanda (GOR), has committed to confront its development challenges, by undertaking a broad-based economic and social transformation programme, which it is anticipated will ensure equitable and sustainable development for the entire country (USAID, 2015:5). As a result of this commitment, there are noticeable outcomes, such as the extended political stability and peace in the country, along with social and economic progress, which has resulted in Rwanda having one of the highest annual economic growth in Africa (USAID, 2015:5).

However, Rwanda is still one of the world's poorest and most densely inhabited countries (USAID, 2015:5) and Kigali has approximately 70% of its area classified as rural (Ngabonziza, 2018). This has resulted in rural-urban migration, and Evariste, Theogene & Ferdinand (2017:575) point out that “negative consequences of migration are the increase in crime”; congestion within the city; and the increase of slum areas, which consequently attracts pollution. Consequently, this has led to environmental degradation, as migrating people create settlement in areas by reclaiming swamps and cutting down trees (Evariste et al., 2017:575).

Furthermore, one of Rwanda's threats is its limited access to public infrastructure namely, roads, water and energy, which is an ongoing challenge for the country (Republic of Rwanda, 2013:20). Bafana (2016b) states that the genocide of 1994 has deprived the country of years of development and demolished infrastructure and crippled essential services.

The transformation of Kigali therefore, is due to the resolute efforts by the government to ensure national unity and realising a new vision for the country (Bafana, 2016b). Rwanda's Vision is as follows:

Vision 2020 aspires for Rwanda to become a modern, strong and united nation, proud of its fundamental values, politically stable and without discrimination amongst its citizens (Republic of Rwanda, 2013:9).

In order to achieve this vision, the country needs to develop suitable infrastructure to support Local Economic Development and community development (Republic of Rwanda, 2013:9). Thus, despite approximately 70% of Kigali being rural, its population has grown to 1.2 million people, who are relatively young (Ngabonziza, 2018).

Bafana (2016b) confirms that Kigali is one of the continent's rising cities, as it is organised and clean, and has become a progressive metropolitan, achieving success in the social, environmental and economic areas. The government adopted a Development Master Plan in 2013, with the City of Kigali constructing new buildings, which are replacing the outdated ones (Bafana, 2016b), thereby, successfully addressing urban degeneration. With its tarred and dual-carriage roads, access to Kigali has resulted in it attracting many international conferences. Furthermore, the UN-Habitat awarded its 2008 Scroll of Honour to Kigali for

clearing out slums, upgrading of urban amenities, especially refuse collection, and providing water, sanitation, and housing to its people (Bafana, 2016b).

Various initiatives are currently visible in Kigali, which include that the young people of the City of Kigali, are preserving its cleanliness and contractors are seen to be cleaning the streets around the clock, with night trucks sweeping the dust on the road and mopping up the mud (Ngabonziza, 2018). Policies have been implemented and are enforced through fines issued for littering, spitting, urinating, damaging trees or infrastructure and walking on the grass (Ngabonziza, 2018).

Aside from these environmental actions, the Kigali City Government have banned non-biodegradable plastics from being imported (Bafana, 2016b). In addition, one of the most notable actions taken by the Government is the designation of a cleaning day, once a month, where residents clean the city streets and neaten up the surroundings (Bafana, 2016b).

Spencer and Rurungwa (2012:1007-1041) state that the impact of tourism has received a major boost for both the economy and the environment, but the employment benefits for its population is still to be experienced. Incoming international investment is also part of Rwanda's development plan, and this process is intended to improve modern infrastructure, and ensure basic service delivery to the residents of Kigali, including transportation, water and sanitation, and energy (Bafana, 2016b).

Kigali was designated as one of six African cities to be part of the '100 Resilient City' initiative by the Rockefeller Foundation, which focuses on addressing urbanisation, globalisation challenges and climate change, through addressing infrastructure development for water, sanitation, and public health (Bafana, 2016b). In addition, planning is critical to ensure sustainability of the cities in Rwanda, and Kigali being the main city, leads the way with the development master plan guiding growth and expansion every five years until 2014 (Bafana, 2016b). The plan for 2013 to 2018 highlights rapid and effective urban development, with improvement in administrative structures and financial hubs (Bafana, 2016b). The master plan also ensures preservation of the environment for future generations, by using natural cycles to provide adequate infrastructure for water, water purification, drainage, and biogas extraction from waste and recycling to all residents, including informal settlements (Bafana, 2016b).

In implementing its Smart City initiative, approximately 487 buses, in the City of Kigali were connected to 4G internet, allowing passengers free, full and high-speed access to the internet (Bizimungu, 2016). This initiative is meant to change the lifestyles of city dwellers and visitors and also improves service delivery, business continuity, entertainment and staying connected (Bizimungu, 2016).

With its focus on development, economically, socially and environmentally, and utilising the benefits of government leadership, international investment, information technology, communities working together and focusing on a new vision for Rwanda, the City of Kigali provides a very good example of how a city can transform itself, which is aligned to the World Bank Framework.

2.5.2. Lagos - Nigeria

Lagos is the commercial and economic centre of Nigeria and is one of the most crowded cities in the world, with an estimated 15 million people living in the city. According to Funsho et al. (2013:2), it is estimated by the United Nations that the population in Lagos will by the year 2015 increase to 25 million, which will result in relentless gross squalor and degradation of the city. Many parts of the City of Lagos are fraught with informal human settlements which lack basic infrastructure, access to clean drinking water, waste disposal, electricity and have succumbed to harsh environmental and health hazards (Duthiers & Kermeliotis, 2012).

Funsho et al. (2013:2) state that the urban decline in Lagos is triggered predominantly by urbanisation, but that environmental complications result mainly from unplanned land use, lack of open space, swampy built areas, poor control over flood plains, sub-standard housing and weak development control.

Overwhelmed by the growth in population, disintegrating infrastructure and growing slum areas, several schemes have been undertaken by Lagos authorities in order to revive the city and its facilities (Duthiers & Kermeliotis, 2012 and Funsho et al., 2013:11). Funsho et al. (2013:9) state that the main concerns of the Lagos State Government are the shortage of basic infrastructure and services; inferior housing, dirty and disorganised society, and the high levels of crime. These security concerns prompted the demolishing of informal settlements, which

unfortunately resulted in communities becoming homeless and displaced (Duthiers & Kermeliotis, 2012). However, Duthiers & Kermeliotis (2012) state that residents felt they were paying the price for an ambitious urban renewal process. On the other hand, Agbola et al. (2007, as cited in Funsho et al., 2013:11) confirm that there was vast support for the destruction of the “squatter settlement by environmentalists”, with the proviso that those affected will be resettled by government. Many also feel that for Lagos to be developed into a world class city and to become Nigeria’s economic and commercial centre, informal settlements will have to be demolished (Duthiers & Kermeliotis, 2012). Unfortunately, the resettlement was not properly organised, and the residents were forcibly moved into incomplete government housing, thereby exacerbating Lagos’s challenges (Funsho et al., 2013:11).

In order to address these challenges of urbanisation and slum development, planning strategies and resources, as well as community participation are required (Funsho et al., 2013:11). As part of this process, Lagos sees the development of a ground-breaking business and residential development, located along the coastline, which will stimulate employment opportunities for 150 000 people, and accommodation for 250 000 people (Duthiers & Kermeliotis, 2012).

The city has also launched a rapid-transit system with buses, while work has started on developing a dependable, and inexpensive urban rail system (Duthiers & Kermeliotis, 2012). Furthermore, new garbage trucks have been deployed to recover many tons of waste which was generated daily (Duthiers & Kermeliotis, 2012). Lagos has to develop quickly in order to accommodate its swiftly growing population and to provide education, jobs and suitable infrastructure or deal with the risk of social mayhem (Duthiers & Kermeliotis, 2012).

According to Adeoti & Peter (2015:8), Lagos, the most populous city in Nigeria is undertaking an effective and sanitary collection and disposal of solid waste, and also ensuring that street furniture, open space landscape and beautification exercise are carried out in order to ensure that the city is and looks clean. Therefore, in order for Lagos to develop into an advanced city, the following elements must exist, viz., cooperative leadership of government at all levels, the inclusion of communities at the outset of the execution of programmes regarding environmental planning, the relocation of residents prior to clearing out slums, quality assessments to be implemented, and most importantly implementing an inclusive and cohesive regeneration strategies (Funsho et al., 2013:11-14). An example of how communities get involved cleaning up the city is provided by Hunt (2018), who writes of a Nigerian man, living

in one of the world's most polluted cities in Nigeria, and who has been lauded as leading by example for cleaning up the community, due to the inaction by government. Furthermore, he is getting other youth to join him on his endeavour to clean up the city (Hunt, 2018).

According to the Associated Press media, Lagos is immersed in waste, with piles of garbage on streets, along the waterways and lagoons, and outside homes, generating rancid smells and creating an eyesore (Associated Press, 2014). Furthermore, due to the electricity shortages in the city, the use of diesel generators creates a haze of black exhaust (Associated Press, 2014). However, Lagos is transforming these challenges into an advantage, by converting waste into methane gas and then into electricity (Associated Press, 2014). The waste management programme by the City of Lagos, includes recycling of waste in order to clean the biggest city in Nigeria, the country with a "population of approximately 170 million people" (Associated Press, 2014). Waste collected is taken to a dump site, where scavengers or "resource providers" are allowed to take what they want and can be resold (Associated Press, 2014). Approximately 45 percent of the waste generated is organic material, which is fermented, and the gas is turned into light, which does not produce a black exhaust (Associated Press, 2014). The remaining waste is used as compost (Associated Press, 2014).

Lago's example is not any different to other African cities, as comparisons of its implementation plans, to address urban degeneration, is prevalent in all the frameworks which are used for this study. Implementation of the frameworks, however, may not be suitable for such a highly populated area.

2.5.3. South Africa

The SACN state that in addressing urban challenges and more specifically the blight and deterioration in the inner cities of South Africa, global solutions have been sought by the metropolitan cities (SACN, 2016b:26). The City Improvement District (CID) model emerged as a best practice, which has been successful in both the South African cities of Johannesburg and Cape Town. However, Beall et al. (2002, as cited in SACN, 2016b:45), caution that there is frequently a biased vision of capital and property investors looking at value and returns, which may conflict with the inner-city occupants. Benit-Gbaffou (as cited in SACN, 2016b:45) indicates that CIDs provide a method of institutionalised arrangement between public and

private organisations. The partnerships between public and private organisation, facilitate efficient urban development, service delivery and decision-making (Houghton as cited in SACN, 2016b:45).

Another country-wide event, which was scheduled in 2018 in South Africa, was the ‘Let’s Do It’ civic-led movement, which originated in Estonia in 2008 and which is now a world-wide movement with approximately 160 countries participating (Van Zyl, 2018). World Clean-up Day is observed internationally, and part of the programme is to understand waste management, separation of waste and also the economic value that can be obtained from waste (Van Zyl, 2018).

2.5.3.1 Johannesburg

In the instance of the City of Johannesburg, the City Improvement District concept was implemented post-1994, in order to address the issues of regeneration in the inner-city regions (Peyroux, 2012:183). According to Bethlehem (2013:17), the City of Johannesburg underwent massive degeneration within its inner-city from the 1980s onwards. During the ten-year period, many jobs were lost, and companies declined (Bethlehem, 2013:17). The area was left to disintegrate, even during the post-apartheid years (Duff, 2014). Downtown Johannesburg used to be fraught with high-rise slums, streets filled with trash, and violent crime, and the area degenerated and was neglected, due to the withdrawal of foreign investment in South Africa in the 1980s, when many businesses moved out of the CBD (Duff, 2014). The devaluing of property afforded opportunities for the transformation of inner-city buildings to housing rental which was affordable (Bethlehem, 2013:17).

From 1995 to the year 2000, the concept of the ‘Unicity’ emerged to overcome the acrimonious ‘legacy of apartheid’ (Peyroux, 2012:185). During this period between 1995 and 2000, the Johannesburg inner-city had an economic decline and was undergoing physical degradation, with increasing crime, poor public transport and a lack of parking facilities, resulting in major department stores, large companies and even the Johannesburg Stock Exchange relocating to suburbs (Tomlinson, 1999 and Beavon, 2004, as cited in Peyroux, 2012:185). The former ‘whites’ only areas became suburban economic nodes, depriving the inner-city of economic

growth, with office spaces in the inner-city becoming vacant and rent, property values and municipal rates falling (Tomlinson, 1999 and Beavon, 2004, as cited in Peyroux, 2012:185). In 2001, the Johannesburg Development Agency (JDA) was created to deal with inner-city regeneration (Bethlehem, 2013:19). CIDs were introduced, which allowed for levies to be collected “to fund private sector management of the area” (Bethlehem, 2013:19). Investment by large corporates, retail business and the increase in residential conversions aided the city revive itself (Bethlehem, 2013:20-24).

2.5.3.2 Cape Town

The City of Cape Town initiated Africa’s biggest Clean-up Event in July 2018, when the streets of Langa were cleaned up by the community (Shoprite Holdings, 2018). This is but one programmes, which has been implemented in the City of Cape Town. Various Central Business Districts, community nodes and central business areas were identified as declining, by the Cape Town Mayoral Urban Regeneration Programme (MURP), and in 2015 the Integrated Urban Management Plan was introduced in order to upgrade the areas which were increasingly regressing (City of Cape Town, 2019). The focus of the area-based programme was to regenerate various areas in Cape Town, in order to improve the lives of communities which have been recognised as “neglected and dysfunctional and are seen to be degenerating rapidly” (Gail Jennings, 2017: page). The programme includes improving the socio-economic conditions, the quality of life and to improve the safety conditions in specific areas and public spaces. Part of the programme in the partnerships with communities, is the public infrastructure and facilities maintenance programme, in order to create a facility for effective private and public investment (Gail Jennings, 2017).

2.5.3.3 Msunduzi

In 2017, the Msunduzi Municipality, with its Mayor and municipal teams set out to clean the streets of the city, with the Mayor’s overalls bearing the message of “Play your part. Keep our city clean” (Madlopha, 2017). The clean-up was the beginning of a project to deal with the rapid urban degeneration in the city, which had caused many businesses to move away from the city (Madlopha, 2017). Business owners were urged to become more involved in cleaning up the city and were requested to report vagrants sleeping on pavements and outside business

premises, so that they could be removed (Madlopha, 2017). Furthermore, the city was embarking on a Business District-Problem Building Programme, which aimed to address the derelict and decrepit buildings, and which do not comply with the city's "architectural heritage" (Madlopha, 2017). In addition, the city planned to acquire all strategic locations and buildings within the city centre for investment purposes, as part of the Strategic Land Acquisition Programme (Madlopha, 2017).

2.6 Conclusion

The process followed in this research included the identification of various theoretical and conceptual frameworks, which afforded diverse insights into urban transformation, leadership, management and governance approaches, while also ascertaining the elements adopted by various global cities. However, most of the frameworks on urban regeneration have been specifically designed to address strategies for first-world countries and have limited focus on challenges experienced by third world cities, especially within the African context. Nevertheless, the various elements of the frameworks which are relevant to the study area, supported the foundation for the study. The frameworks have also been critiqued in terms of applicability to Local Government organisations. The Sustainable Development Goals are also a critical input into the process of regeneration. Countries are submitting progress reports on the implementation of the targets for the Sustainable Development Goals, and it has been identified that much more needs to be done to address the various challenges experienced, especially the effect of urbanisation. Chapter Two has also provides an international and continental view of the way countries have addressed urban degeneration. An association between the frameworks identified, and the processes adopted by the various cities, allowed the researcher an opportunity to identify the elements of the frameworks, which were successfully adopted by global cities. This insight proved invaluable for the creation of a conceptual model to address urban regeneration. The conceptual model delivers the basis for an integrated, transformative and sustainable approach to address more rudimentary and operational issues involved in urban regeneration, which was the focus of this study.

CHAPTER 3 : LEGISLATIVE AND POLICY FRAMEWORK FOR LOCAL GOVERNMENT TRANSFORMATION AND URBAN REGENERATION IN SOUTH AFRICA

3.1 Introduction

“Since the advent of democracy in 1994, South Africa has made a decisive break with the past. Far reaching political, economic and social changes have reversed many of the long-term trends set in motion by decades of colonialism, apartheid and inequality” (Republic of South Africa, 2008b:12).

Chapter Three conveys a review of the legislative and policy framework underpinning Local Government in South Africa. The history of Local Government prior to 1994 is reflected on in the literature review, as well as the metamorphosis of cities post-1994, taking into consideration the impact of the changing political and administrative leadership. Furthermore, Local Government transformation is appraised, and specific details on Metropolitan Government are provided. The chapter puts into context the role of Local Government in the restructuring and transformation process, taking into account urbanisation and its impact on the economic, societal and specific environmental conditions. The objective of this study was to review the efficacy of the programmes implemented in addressing urban decay, with emphasis on bad buildings, dirty streets and dumping. However, an exploration of Local Government restructuring and transformation was necessary to provide context to the study. The chapter also reviews environmental sustainability within cities in dealing with urban decay, the challenges cities encounter, and the efficacy of the programmes implemented by cities in addressing societal needs, local economic development and environmental challenges. The chapter ends with the contextualisation of eThekweni Municipality as a case study, with a view of the wards focused on in the study. It reviews the efficacy of the strategies, projects and programmes implemented by eThekweni Municipality in addressing the issues of cleanliness, as well as whether the city is well-maintained. The governance arrangements within eThekweni Municipality are highlighted, reflecting on the organisational structure as well as process flows within each structure, which address elements of urban regeneration. Finally, views of the public are provided regarding the efficacy of strategies, programmes and projects implemented to deal with urban decay.

3.2 South African Local Government Status prior to 1994

“Apartheid has fundamentally damaged the spatial, social and economic environments in which people live, work, raise families, and seek to fulfil their aspirations” (Republic of South Africa, 1998b:13).

The year 1994 heralded a new era for South Africa. This was a consequence of the first democratic elections held in South Africa, which resulted in the African National Congress (ANC) being successful in the South African National General Elections. Prior to 1994, Local Government structures were already in existence within the Republic of South Africa (Christopher, 1999:301). However, as South Africa was consumed by apartheid rules, these structures were in existence to primarily serve the minority white population of the country and did not cater for the entire population, of which the black population was the largest number (Christopher, 1999:301).

Preceding the first democratic elections held in South Africa in 1994, the National Party Government of South Africa, which was made up of white membership, ruled the country between 1948 to 1994 (Christopher, 1999:301). It was during the year 1948 that Apartheid was introduced; however, the policy of segregation was already in place by this time (Republic of South Africa, 1998b:22).

One of the National Party’s main legacies which still prevails today, approximately twenty-five years later, is urban residential segregation. This was based on the 1950 Population Registration Act, separating Whites, Indians, Coloureds and African people, as well as the Group Areas Act of 1950, which provided for the zoning of urban areas and allocation of areas according to the racial groups identified (Christopher, 1999:301).

The Group Areas Act was the main piece of apartheid legislation which “instituted strict residential segregation and compulsory removal of black people to own group areas” (Republic of South Africa, 1998b:22), and “formalised geographical and racial segregation”, thereby protecting “existing white municipalities from the influx of Africans” (Republic of South Africa, 2014c:16). Christopher (1999:301) indicates that there were large scale property expropriations and approximately 1.7 million individuals were removed by force from urban areas to accommodate the much smaller white population, which was allocated up to seven and

half (7.5) times more space than the African population. The Group Areas Act prevented the permanent location of Africans in urban locations through the implementation of the pass system, which allowed the reservation of a sustainable municipal revenue allocation for white-only areas through the separation of townships from the development of commerce and industry (Republic of South Africa, 1998b:22). The White Paper on Local Government indicates that the tax base was limited, due to retail and industrial developments being only based in white areas (Republic of South Africa, 1998b:23).

The Black population was legally barred from owning land and was located on the outskirts of the urban areas (Christopher, 1999:301-302). Apartheid laws were designed to limit the financial burden borne by prosperous white municipalities, of maintaining black areas which were disadvantaged by imposing spatial segregation, policies for the management of white municipalities, and controlling the influx of blacks (Republic of South Africa, 1998b:22). The erstwhile South African Local Government, generated revenue “through property taxes and the delivery of services to residents and business”, and this was advantageous to the white municipalities, as delivery of services was to a small population (Republic of South Africa, 1998b:23).

Leading up the 1980s, attempts were made to change “local government in the African, Coloured and Indian areas” (Republic of South Africa, 2014c:16), and by the 1980s, the apartheid planners were nearly complete with total racial segregation of the urban areas (Christopher, 1999:304). During the 1980s, South Africa experienced unrest and protests against this apartheid system of government and rent and service charges boycotts escalated in an attempt to break down the system (Republic of South Africa, 2014c:16). However, by the end of 1980s, there was catastrophe in local government, and many attempts were made by Government to address the “political unease, which included the introduction of new institutional structures, for example, the joint services boards and the regional services councils”, which channelled “funds to black local authorities” (Republic of South Africa, 2014c:16).

The watershed transformation moment came in 1990, when the National Party realised that it was unable to “sustain its racist ideology and system of apartheid”, due to the extensive protests, as well as international sanctions enforced against South Africa (Republic of South Africa, 2014c:16). The “Local Government Negotiation Forum” was created through

negotiations, having been “driven largely by strong local civic movements”, in both black and white local authorities (Republic of South Africa, 2014c:16).

The previously banned anti-apartheid liberation organisations and movements were emancipated in 1990, bringing about the start of a new period. Furthermore, the Interim Measures for Local Government Act in 1991 was passed to ensure a Local Government which was non-racial (Thornhill, 2015:99). The South African apartheid laws were eventually repealed in 1991, after a long struggle (Christopher, 1999:300). In 1993, the introduction of the Local Government Transition Act, supported by new legislation and through unique negotiations, resulted in the development of the structure of local government, which is mostly what is in place today (Republic of South Africa, 2014c:16).

However, the National Party’s legacy of segregation of areas is still visible more than twenty-five years after the abolishment of apartheid. In the 2017 Land Audit Report for South Africa, it is revealed that 72% of the total of 37 078 289 *ha* of Agricultural Holdings and Farm Land, are owned by White individuals, 15% by Coloureds, 5% by Indians and only 4% of the land by Africans, who make up the largest population in South Africa (Republic of South Africa, 2017a:7). Furthermore, the Land Audit Report indicates further that of the total of 722 667 *ha* erven land, 49% is owned by Whites, 30% by Africans, and 8% each by Coloureds and Indians (Republic of South Africa, 2017a:12).

The advances made in South Africa since 1994 must not be down-played, as much has been done to improve the lives of the people of South Africa. However, the transition to a democratic Local Government, has placed much pressure on municipalities, due to the legacies of the past. Furthermore, the transition into democracy ignored the influence that apartheid had on the South African People. A new government was elected, and the expectation was that the South African people would move forward with new ideals, into the new South Africa. However, the challenges and ingrained behaviour patterns of the people were not adequately addressed in the transition. The resultant protest type behaviour patterns still exist today, and this is apparent in the haphazard conditions within South African cities currently. It is only through good corporate governance, incorruptible leadership and joint efforts by the public and government, that municipalities will succeed in the endeavour to overcome the challenges that the government of the past era had foisted on it. A review of the changes in Local Government post-apartheid, provided a foundation for this research study.

3.3 An overview of South African Local Government post-1994

“Local Government in South Africa is assigned a crucial role of rebuilding local communities and environments, as the basis for a democratic, integrated, prosperous and truly non-racial society” (SALGA, 2015:11).

Local Government has evolved tremendously over the last few decades, and as it is the sphere of government at the coal-face of service delivery in South Africa, it could be seen to have the most responsibility in ensuring access to basic services. From the perspective of being responsible for providing services to just a minority of people in the country, to now serving an estimated population of 56.52 million (Statistics South Africa, 2017:1), South African Local Government has had to evolve radically, and dynamically change over time, and has had to respond politically, legally and constitutionally for transformation within the country. The necessity for organised Local Government, therefore, is recognised as crucial to sustain the transformation and evolving responsibilities of Government (SALGA, 2015:12).

Prior to finalising the Local Government White Paper and the introduction of Local Government legislation, the Organised Local Government Act, was enacted in 1997. This Act laid the foundation for the various Local Government legislation, including the Local Government Municipal Systems Act of 2000; the Local Government Municipal Finance Management Act of 2003; the Local Government Municipal Structures Act in 1998, and the Intergovernmental Relations Act in 2005. The roles and responsibilities for Local Government are encompassed in these pieces of legislation, as well as in the Constitution of South Africa. The interim phase for Local Government resulted in the number of municipalities reducing from 1000, which were the transitional councils, to 843 (Steytler, 2005, cited in Reddy, 2015:325). In the year 2000, when Local Government, as envisaged by the Constitution was established through the Local Government Municipal Structures Act of 1998, there was a drastic reduction to two hundred and eighty-four municipalities, which were then reduced in 2011 to two hundred and seventy-eight municipalities (SALGA, 2015:31-34). In 2016, there was a further reduction in the total number of municipalities to two hundred and fifty-seven (Municipal Demarcation Board [MDB], 2017:09).

A holistic view of South Africa reflects that in 2016, government is divided into three spheres, namely, the National, Provincial and Local Governments, and the country is divided into nine provinces (Republic of South Africa, 2014c:42-44) and two hundred and fifty-seven municipalities (MDB, 2017:9). Table 3.1 reflects the different categories of municipalities, from 2000 to 2016, as reported by the Municipal Demarcation Board of South Africa.

Table 3.1: Number of municipalities determined or re-determined since 2000

Effective as from the Local Election Date	No. of Category A Municipalities	No. of Category B Municipalities	No. of Category C Municipalities	Total
2000	6	231	47	284
2006	6	231	46	283
2011	8	226	44	278
2016	8	205	44	257

Source: Adapted from Municipal Demarcation Board (2017: 09)

Table 3.1 reflects that the number of municipalities have decreased substantially since the year 2000. The Municipal Demarcation Board indicate that boundaries of municipal boundaries are reviewed at a minimum every five years (MDB, 2017:17). Table 3.1 also shows the results of this review, as in 2016, there was a decrease to two hundred and fifty-seven municipalities in South Africa, which comprises eight Category A municipalities, two hundred and five Category B municipalities, and forty-four Category C municipalities. Although there are eight Category A municipalities in South Africa, these are located in only five of the major Provinces. Four Provinces do not have a Category A municipality in its boundaries (National Government of South Africa, 2019).

Thornhill (2012, as cited in Nzimakwe, 2015:71), indicates that prior to the 1996 Constitution, South Africa already had an established system of Local Government, which, however, did not favour the Black, Coloured and Indian citizens, whose local authorities were not financially maintained, due to the policies of Parliament and Provincial legislation at the time. Therefore, the Constitution of the Republic of South Africa in 1996 provided for a re-defined Local Government system, in order to address the needs of the nation. Specifically, Section 151 and 152 of the Constitution pronounce on the status and objectives of Local Government in South Africa, indicating that it consists of municipalities, which have a right to govern the affairs of

the communities, and which are subject to Provincial and National legislation (Republic of South Africa, 1996:77).

As a result of the Constitutional pronouncement, and from the year 2000, after the Local Government Municipal Structures Act promulgated the new look Local Government, the intended “wall-to-wall” Local Government (Reddy, 2015: 325) ensured that every geographic area within the country was municipalised and that all citizens within South Africa, had to be provided with basic services, by the relevant municipality. Furthermore, the obligation of Local Government is to provide various municipal services to the communities within a geographic area of authority, and this is subsidised to a great extent by the equitable share of National Revenue, allocated by National Treasury to all municipalities (Nzimakwe, 2015:72). According to Du Toit (2002, as cited in Nzimakwe, 2015:72), the grant allocation by National Treasury to all municipalities improved the financial position of the rural and smaller urban municipalities, allowing them to provide services to poor households in a financially sustainable manner. However, the most notable changes have occurred at Metropolitan Municipalities.

3.4 Metropolitan Municipalities

The Constitutional change of re-defining municipalities, in conjunction with the Local Government Municipal Structures Act, resulted in rural areas being integrated into Local Government, especially metropolitan municipalities, thereby ensuring the provision of services to all citizens.

The Local Government Municipal Structures Act of 1998, which was a game-changing piece of legislation for Local Government, provides for three categories of municipalities, namely, Category A metropolitan municipalities, which have high density populations, as well as several business districts and industrial areas; Category B municipalities, into which category most of the country’s municipalities fall, and Category C municipalities, which are district municipalities (Republic of South Africa, 1998c:10).

Pillay, Reddy & Mohamed Sayeed (2015:35) indicate that Local Government is a legally bound, formal government structure, which has a defined geographic location, occupied by a

population and which has an autonomous institutional structure. Currently, there are eight (8) metropolitan municipalities or 'Category A' municipalities in South Africa, namely Johannesburg, Tshwane (Pretoria), Ekurhuleni (East Rand), Nelson Mandela (Port Elizabeth), Cape Town, Buffalo City (East London) Mangaung (Bloemfontein), and eThekweni (Durban) (Nzimakwe, 2015:65).

The Municipal Demarcation Board illustrates that 'Category A' municipalities are metropolitan municipalities and "are governed by single councils" (MDB, 2017:8); The Constitution of Republic of South Africa, Section 155 indicates that Category A municipalities have "exclusive municipal executive and legislative authority in its area" (Republic of South Africa, 1996:104).

The Municipal Structures Act identifies that areas which must have Category A municipalities are areas which can reasonably be regarded as an urban area with a dense populace, concentrated movement of goods, services and people, widespread development, and numerous industrial and business areas; an area for which an integrated development plan is appropriate; an area with economic activity and multifaceted economy; and an area which has robust and interdependent economic and social linkages (Republic of South Africa, 1998c: 13).

According to the South African Institute of Race Relations, a Category A municipality can be classified as a Metropolitan when it has more than 500 000 voters and which has been established to manage South Africa's highly urbanised areas (South African Institute of Race Relations, 2014:3). The institutional structure as envisaged by the "electoral system introduced in the 2000 Local Government elections, ensured a non-racial democratic Local Government". A 50% proportional representation and 50% elected local representation, by means of a ward-based system was introduced for local municipalities and metropolitan municipalities (Thornhill, 2015:103). The ward-based system in metropolitan municipalities is applied through different localities which are called wards, and service delivery is administered by the municipality to the various wards (South African Institute of Race Relations, 2014:3).

The United Nations contends that "strong and financially autonomous" metropolitan governments are allowed to holistically ensure service delivery and to enhance the built environment, so that National and Provincial Government can be more active in supporting smaller municipalities (UN-Habitat, 2016a:113). However, Local Government in South Africa has been greatly challenged since democratisation, due to a greater demand of services. This

demand is as a result of the massive increase in population, requiring basic municipal services, and the “movement of people from rural areas into towns and cities, which has given rise to unemployment and poverty, and an escalation in homelessness and informal settlements” (Nzimakwe, 2015:73). Thornhill (2015:102) confirms that the eight metropolitan municipalities in South Africa are densely inhabited, with the three Gauteng Metropolitan municipalities having an estimate of 7.5 million residents, which is about 85% of the provincial population. In the case of the Eastern Province, the metropolitan municipality generates over 70% of the provinces gross geographic product, while the unemployment rate is 45.3% (Statistics SA, 2010 as cited in Thornhill, 2015:102). Thornhill (2015:102) therefore concludes that the provinces in South Africa are highly dependent on the economic leverage of the metropolitan municipalities located within the provincial boundaries. Furthermore, Thornhill (2015:102) observes that due to the disproportional population distribution within South Africa, attempting to structure a uniform system is challenging.

Reddy (2008b:45) states that metropolitan municipalities have had many “urban problems” which include “poverty, lack of basic needs, infrastructural deficiencies and backlogs, and lack of human and financial resources”. These challenges, according to Reddy (2008b:45-52), have had a crippling effect on municipalities’ ability to undertake mandated functions, and special consideration should be given metropolitan municipalities, which are the engines of economic growth in the country as well as having large populations.

These challenges have also resulted in ongoing service delivery protests within municipalities in South Africa. The major concerns of the public, which result in the service delivery protests are the lack of housing, the lack of electricity and water, poor or no indoor toilet facilities, and unemployment, especially youth unemployment (Pillay et al., 2015:52). As a result of the focus of Local Government on meeting these social basic delivery needs of the larger population in cities, the state of cleanliness of cities has taken a back seat and there has been an onset of urban decay. This was mostly due to buildings deteriorating as a result of overcrowding and squatting, and property owners not maintaining the buildings (Beavon, 2004, cited in Didier, Morange & Peyroux, 2013:124).

Urban Regeneration Planning is theoretically to be found in the strategic plans of metropolitan municipalities, but the plans differ in scope and in implementation across municipalities (National Association of Social Housing Organisation, 2013:15). Therefore, the responsibility

of Local Government since 1994 has been severely strained over the years, in attempting to provide adequate basic services, infrastructure, employment and a clean, well-maintained environment to the citizens of South Africa, especially at metropolitan municipality level.

The starting point for Local Government is the legislative and policy framework, which provides the basis for good governance, and democratic leadership.

3.5 Legislative and Policy Framework underpinning Local Government

“It is a remarkable feat that a single, unified Local Government system has been designed and established from the fragmented, undemocratic, unaccountable and racially divided system that was inherited” (Republic of South Africa, 2014c:7).

The Department of Co-operative Governance and Traditional Affairs indicates that from a policy perspective, infrastructure and service delivery are operationalised within the Planning Framework of National Government (Republic of South Africa, 2009a:35). The five-year Strategic Framework provides guidance for government’s programmes over the medium term, supported by the long-term framework, which is over 15 years, and directs the annual programme of action (Republic of South Africa, 2009a:36). This is intended to enhance policy coherence and coordination in order to facilitate the agenda of government (Republic of South Africa, 2009a:36). For successful service delivery performance, value-for-money, and expanded access to basic service delivery, improvements are required at all three levels of government, with the available scarce resources (Republic of South Africa, 2009a:36).

Several policy initiatives for development have been introduced by the South African Government since 1994, including the following:

- Reconstruction and Development Programme (RDP) (1994)
- Growth, Employment and Redistribution Programme (GEAR) (1996)
- Accelerated Shared Growth Initiative for South Africa (ASGISA) (2006)
- Medium Term Strategic Framework (MTSF) (2009)
- New Growth Path (NGP) (2011)

- National Development Plan (NDP) (2012)
(Meyer & Venter, 2014:81-82).

The Local Government Turnaround Strategy was also introduced as a framework for Local Government to improve the way it operated (Republic of South Africa 2009b:4). Certain key priorities post-2011, towards Vision 2014, have seen the significant reduction of infrastructure backlogs; “affordable access to universal basic services; formalisation of all informal settlements”; the elimination of violent service delivery protests, and cleaner cities, with the management of waste in a way that supports the creation of employment and wealth (Republic of South Africa 2009b:23-24). These policies have been the cornerstone for development of the Country as a whole and have influenced most decisions at a Local Government level.

SALGA also confirmed in its 15-year review that with the introduction of crucial legislation, the formation of a “single bargaining chamber” for the negotiation of salaries and wages for municipalities was required (SALGA, 2015:13). Councillors and administrators with minimal or no experience of municipal operations or legal framework were entering the Local Government sector for the first time (SALGA, 2015:13). Furthermore, this process transpired “within an environment of massive spatial reconfiguration” and during the formation of new systems and structures, resulted in a momentous exodus from the past apartheid practices (SALGA, 2015:13).

In addition to the policy framework, which set the agenda for the South African Government, several pieces of legislation were enacted prior to and after 1994, in order to set the foundation for a democratic South Africa. These various pieces of legislation shaped the backbone for the South African Local Government to operate within, taking into consideration the injustices of the past. These include the Constitution of the Republic of South Africa, the White Paper on Local Government, the Local Government Municipal Structures Act, the Local Government Municipal Systems Act and the Local Government Municipal Finance Management Act.

3.5.1 The Constitution of the Republic of South Africa, 1996

The Constitution of the Republic of South Africa was legislated in 1996, and Chapter Seven (7) of the “Constitution provides for the establishment of Local Government within all the

territories of South Africa”. Municipal councils have control of the “executive and the legislative authority”, and have the right to govern the communities, subject to the “legislation and regulation of National and Provincial Government”, which in turn should not impede or compromise the municipality’s ability to perform its functions or exercise its powers (Republic of South Africa, 1996:77).

The objectives of the Constitution for Local Government are:

- a. to provide democratic and accountable government for local communities;
- b. to ensure the provision of services to communities in a sustainable manner;
- c. to promote social and economic development;
- d. to promote a safe and healthy environment; and
- e. to encourage the involvement of communities and community organisations in the matters of Local Government

(Republic of South Africa, 1996:77).

As part of its mandate, Local Government is also required to configure and manage administration, budgeting and planning processes, with the intention of ensuring that basic needs are provided to communities, and to stimulate “social and economic development of the community” (Republic of South Africa, 1996:77).

The Constitution’s Schedules Four (4) and Five (5) provide a definition of the municipal powers and functions which Local Government can implement (Republic of South Africa, 1996:141-145). Schedule Four (4) lists powers which are the competence of both National and Provincial government, giving both the legislative right over these powers and functions, and the executive authority over municipalities to perform these functions effectively. The function and powers applicable to this study, which are detailed by the legislation are electricity and gas reticulation, water and sanitation services, municipal public works, storm-water management services in built-up areas, municipal public transport, municipal health services, trading regulations, municipal planning, building regulations, firefighting services, air pollution, and local tourism. Schedule Five (5) provides municipalities right over “Beaches and amusement facilities; Billboards and the display of advertisements in public places; Cleansing; Control of public nuisances; Control of undertakings that sell liquor to the public; Fencing and fences;

Licensing and control of undertakings that sell food to the public; local amenities; Local sport facilities; Markets; municipal parks and recreation; municipal roads; Noise pollution; Public places; Refuse removal, refuse dumps and solid waste disposal; Street trading; Street lighting; and Traffic and parking” (Republic of South Africa, 1996:142-145).

It is imperative that all three spheres of government work in harmony to ensure critical services are delivered in a co-ordinated fashion in order to achieve the objectives of the Constitution of South Africa.

3.5.2 The White Paper on Local Government, 1998

The White Paper on Local Government (Republic of South Africa, 1998b:14) provided the foundation for a new developmental Local Government system, which was established within the framework of the Constitution. The White Paper intended for the new Local Government System to be “committed to working with citizens, groups and communities to create sustainable human settlements which provide for a decent quality of life and meet the social, economic and material needs of communities in a holistic way” (Republic of South Africa, 1998b:14). However, the White Paper indicates up-front that even though the Constitution of South Africa commits government to reasonably ensure that all South Africans have access to water, housing, food, social security, education and health care, the actual result at that juncture was that many communities were divided, living in poverty, and living considerable distances away from services and opportunities (Republic of South Africa, 1998b:45).

Nevertheless, the White Paper is the central policy document in South Africa which provides a vision of what the political intention was during the creation of the Local Government legislation after the start of democracy (SALGA, 2015:23).

The White Paper (Republic of South Africa, 1998b:53) further outlines that the four key developmental outcomes for Local Government are as follows: “Provision of household infrastructure and services; Creation of liveable, integrated cities, towns and rural areas; Local economic development; and Community empowerment and redistribution”.

The South African Local Government Association has indicated that in order to accomplish the development outcomes, municipalities need to ensure that the following inter-related

processes are in place, viz., “the integrated development plan (IDP), performance management, and community and stakeholder participation” (SALGA, 2015:24).

However, twenty years after the White Paper was gazetted in South Africa, many metropolitan municipalities country-wide are still struggling to achieve these objectives. One of the reasons is that due to spatial biases ensuing the unjust apartheid legacy, many areas are beleaguered with poverty, inadequate Local Government capacity and infrastructure, as well as overwhelming service delivery backlogs. Therefore, many municipalities are struggling to produce credible IDPs, and also have limited resources and capacity to provide sufficient basic services, and effectively monitor and account for performance (SALGA, 2015:24). SALGA contends that without sufficient programmes by National and Provincial Government for the promotion and support of Local Government, the challenge of achieving the development objectives will remain (SALGA, 2015:25).

3.5.3 The Local Government: Municipal Demarcation Act, 1998

The Local Government Municipal Demarcation Act was enacted in 1998 and led the way for Municipalities to be geographically re-demarcated through the establishment of the Municipal Demarcation Board (MDB), which is an independent, juristic authority (Republic of South Africa, 1998d:8-9). Demarcation was done in terms of Section 4(a) of the Municipal Demarcation Act 27 of 1998, and the MDB determined the municipal outer boundaries for all municipalities (MDB, 2017:7) The number of municipalities in 2011 was reduced to 278, following the demarcation process as indicated in the Local Government Municipal Demarcation Act of 2000 (Municipal Demarcation Board, 2017:9). In 2016, the MDB further reduced the number of municipalities to two hundred and fifty-seven (Municipal Demarcation Board, 2017:9).

3.5.4 The Local Government: Municipal Structures Act, 1998

The main objective of the Local Government Municipal Structures Act, which was legislated in 1998, is to provide for core principles, processes and mechanisms which are necessary to equip municipalities to progress towards the social and economic prosperity of its citizens (Republic of South Africa, 1998c:1). The Local Government Municipal Structures Act is one

of the most important Acts which provides clarity for the structures of municipalities as they exist currently.

The Local Government Municipal Structures Act also provides direction on the categories of municipalities defined in the constitution, viz., metropolitan municipalities, local municipalities and district municipalities. The Act offers clarity on the powers and functions of municipalities and regulates the internal systems and structures of Local Government (Nzimakwe, 2015:61).

3.5.5 The Local Government: Municipal Systems Act, 2000

The Local Government: Municipal Systems Act 32 was enacted in the year 2000 and focuses on the administration, internal systems and context within which municipalities are required to operate (Nzimakwe, 2015:61). Also, in order to achieve the Constitutional objectives, the Local Government Municipal Systems Act presents the requisite for municipal planning to be developmentally oriented, so that in conjunction with other organs of state, Local Government can contribute towards the fundamental rights regarding the environment, housing, property, education, health, water and social services (SALGA 2015:62-63).

The Local Government Municipal Systems Act requires that a system of cooperative governance must exist to ensure alignment between integrated development planning of municipalities, and provincial and national government planning. Legislatively, municipalities are also required to undertake public consultation on the formulation, the implementation and overall performance of the municipality (SALGA 2015:62-63).

The objectives of the Local Government Municipal Systems Act (Republic of South Africa, 2000:3) are:

- a. To provide core principles, tools and procedures in order to enable municipalities to uplift communities socially and economically; and ensuring affordable access to basic services.
- b. To provide a legal environment for the municipality's political and administrative structures, to work with the communities

- c. To provide a mechanism for municipal powers and functions to be performed and exercised.
- d. To ensure public participation;
- e. To provide a framework for developmental Local Government which includes planning, performance management, resource mobilisation and organisational change.
- f. To ensure the development of a local public administration and human resource development framework;
- g. To ensure that municipalities implement service tariffs, and credit control policies to empower the poor by providing an outline for the provision of services, service delivery agreements and municipal service districts;
- h. To ensure credit control and debt collection are in place;
- i. To introduce an environment for support, monitoring and standard setting by other spheres of government;
- j. To provide for legal matters for Local Government;

3.5.6 The Local Government: Municipal Finance Management Act, 2003

The Local Government: Municipal Finance Management Act (MFMA) was promulgated in 2003. Its objectives are to ensure “sound and sustainable management of the financial and fiscal areas of Local Government”, including the entities of the municipality, and to establish treasury norms and standards for the local sphere of government (Republic of South Africa, 2003:3). The MFMA provides for the reformation of the financial management processes at municipal level, which includes the regulation of “municipal budget processes, financial accounting, reporting, auditing, and borrowing” (Nzimakwe, 2015:62).

3.5.7 The Intergovernmental Relations Framework Act, 2005

The Intergovernmental Relations Framework Act was enacted in 2005 and its main objectives is to provide a framework for all levels of government, viz., National, Provincial and Local Government, as well as all organs of state, to enable co-ordination in the implementation of policy and legislation, “including effective provision of services, coherent government,

monitoring the implementation of policy and legislation and the realisation of national priorities” (Republic of South Africa, 2005:3).

3.5.8 The National Development Plan 2030

The National Development Plan states that the “vision of Developmental Local Government” is critical (Republic of South Africa: 2012:435). However, the expectations required of Local Government are more than their financial and administrative capacity, with has led to a loss of confidence (Republic of South Africa: 2012:436). The NDP recommends a change of four crucial areas: “An enabling framework for Local Government; a proactive approach to improving intergovernmental relations; a long-term approach to building capacity and mainstreaming citizen participation” (Republic of South Africa: 2012:436).

The National Development Plan also recommends the following phases to reinforce Local Government:

- Develop systems to strengthen Local Government, including recruitment systems, operational guidelines for routine tasks, staffing frameworks for municipal functions, standard assessment procedures for recruiting new staff and guidelines on salary levels.
- Municipalities need to tailor capacity-building strategies and staffing budgets to their core functions, and link their municipal skills plans to their IDPs.
- Strengthen national and provincial support and oversight.
- Take a more long-term approach to building Local Government capacity.
- Focus IDPs on the core municipal priorities and ensure the production of IDPs is led by Local Government staff.
- Ensure participation in IDPs is deliberative so communities are engaged in prioritising and making trade-offs.
- Municipalities need to engage communities in their own spaces.

(Republic of South Africa: 2012:438).

The legislative context for Local Government as iterated above, underpins the changes which have transpired within the urban landscape of South Africa, since 1994.

3.6 The impact of the changing Political and Administrative Leadership on the Urban Landscape

“Proximity to the centre of patronage and of redistribution, rather than of economic development, has driven the explosive growth of African capitals since independence” (Bekker & Therborn 2011:193).

In Africa, the growth of large cities is argued to be spearheaded by those seeking preferential access to political elites, which could result in government contracts, public sector jobs, higher wages in cities, construction contracts, embassies, and media (Turok & McGranahan, 2013:470). In South Africa, specifically, this phenomenon is widely spread, and the changing political dispensation has resulted in a total transformation of the social and economic conditions, which has impacted every citizen within South Africa.

The urban landscape is intricate and vibrant, and cities and towns also generate change in the physical, “social, economic and environmental landscape” and are not exempt from external stimuli, which force change, or the internal stimuli that exist within urban areas and which can fuel growth or decay (Roberts, 2017:9). These patterns of urban decline are visible in many African cities and South Africa, in particular, which has been besieged with inner-city degeneration, especially since the country’s transition into a democracy in 1994. Disinvestment in inner-city areas, and “white middle-class flight” from central business areas, are some of the challenges concerning urban planning and development, experienced by cities, relating to historic patterns of decentralisation, segregation, and sub-urbanisation (SACN, 2016b:19).

Mini (2014) elaborates that even though new patterns of segregation, for example, gated communities in urban areas, have also emerged since 1994, the legacies of apartheid are still very prevalent in South Africa. Therefore, despite the improvements made by Local Government since 1994, there are many challenges which still exist that require critical attention (Reddy, 2015:339-340). These factors include availability, capacity and performance of human resources; service delivery failures and infrastructure backlogs; degree of economic

activities; the negative impacts of demographic change; the varying spatial location of municipalities with challenges between rural and urban environments, and the prevailing apartheid-based socio-economic legacies (Republic of South Africa, 2009a:21-22).

Reddy (2015:324) states that while certain municipalities in South Africa have been successful, Local Government has over the years been in “distress”. This is as due to most municipalities in the country not being able to effectively undertake service delivery, thereby resulting in local communities progressively losing confidence in Local Government (COGTA as cited in Reddy, 2015:324). The urban landscape in particular, was largely impacted by the changes which came with freedom. This is confirmed in the Twenty-year review of South African Local Government by the Department of Planning, Monitoring and Evaluation, which indicates that there is progressive pressure endured by municipalities, due to the dynamic nature of movements in populations across the country, and furthermore, that the demographic movement of the population directly impacts the economic and fiscal aspects in a municipality (Republic of South Africa, 2014c:42).

Local Government experienced the effect of change more than any other sphere of government, as institutions at Local Government level had the unenviable task of managing service delivery to the vast majority of the citizens, who had relocated to cities and towns (Republic of South Africa, 2012:29). Since 1994, there has been a 10 percentage points decrease in South African people residing in rural areas, while the population living in urban areas is about 60 percent (Republic of South Africa, 2012:29). This is a global trend and the urban populace is estimated to be 70 percent by 2030 (Republic of South Africa, 2012:29).

Municipalities have been sluggish in responding to urban expansion challenges in an innovative way (SACN, 2016a:147). Middleton, Goldblatt, Jokoet & Palmer (2011:21) highlight that although custodianship of the environment was being fostered on Local Government, the municipal circumstances were not conducive, due to funding, skills and capacity being under increasing pressure in all areas of municipal functions. Issues involving the environment and the need to improve performance in this area have always been a lagging priority in comparison to the need for service delivery, development and economic growth (Middleton et al., 2011:21). Waste Management has often suffered, due to the focus on providing basic services (Middleton et al., 2011:22). Mannie and Bowers (2014:427) state that

increasing costs, limited budget and searching for alternative “fit for purpose” solutions remain the main challenge that municipalities encounter in ensuring an effective waste service.

In addition, the democratisation of the Republic of South Africa brought with it the epic task of overhauling all of its policies, frameworks and planning processes. The White Paper on Local Government in 1998 and legislation and policy frameworks with supporting programmes introduced, were to manage the formation of a “distinctive, interrelated and interdependent” local government as a sphere of government (Republic of South Africa, 2014c:14). The direct spin-off is that transformation within cities impacts the economy of the region.

3.7 Addressing the impact of City Transformation on the Economy of the Region

“Much vulnerability stems from the conditions of the built environment and associated service and infrastructural deficits facing poor residents in particular” (UN-Habitat, 2014:236)

The SACN indicates that substantial degeneration and the shortage of social and capital investment, as well as physical investment, are still experienced within South African Central Business Districts, after two decades under democratic rule (SACN, 2016b:19). This is mainly due to the decline in property values within CBDs, resulting in lower property taxes and higher financial constraints, which has resulted in private sector gentrification trends (SACN, 2016b:19).

In its State of Local Government Report, however, the Department of Cooperative Government and Traditional Affairs (COGTA), counters that only a few municipalities experience higher levels of population growth and economic activity, which provide better institutional strength, as well as stability in the municipalities (Republic of South Africa, 2009a:34). Meanwhile, most municipalities are much weaker economically and have limited human resource capacity, which portrays a slanted image of municipalities, as the challenges experienced by most of the municipalities reduce the impact of the few effective municipalities. But COGTA also asserts that the more urban and comparatively steady municipalities, are now being challenged by the increase in urban population growth, as well as new household formations, which require better

infrastructure planning and more credible interface and participation with communities (Republic of South Africa, 2009a:34).

The SACN confirms that urbanisation in the “global North was driven by industrialisation, whereas, Africa’s urbanisation is an urbanisation of poverty, as individuals and families migrate to cities to escape rural poverty, conflict or other hardships” (SACN, 2016a:24). 40% of the world’s urban growth is taking place in slums, as most African cities are subject to massive population growth, which cities are not prepared for and cannot absorb (WEF, 2015:31).

In its report on Sub-National Doing Business (SNDB) in South Africa, the World Bank has indicated that South Africa made noteworthy progress over the last two decades in moving from a state of apartheid towards democracy (World Bank, 2015b:1). The political transition and policy reforms have brought economic growth for a few privileged persons, as well as prospects for all of society, in particular those previously excluded (World Bank, 2015b:1). Furthermore, with South Africa being the second largest economy in the continent, contributing to about 15% of Africa’s Gross Domestic Product (GDP), it is closely integrated with the global economy, and provides opportunities for growth and development (World Bank, 2015b:1). The provinces in South Africa, one of them being KwaZulu-Natal, matched or surpassed the national average GDP growth rate of 4% between 2001 to 2011 (World Bank, 2015b:2). With eThekweni Municipality being the largest metropolitan municipality in KwaZulu-Natal, it is a major contributor towards the growth rate (World Bank, 2015b:2).

There are, however, several issues that need to be addressed within the cities, including the relics of the past and the spatial divide between the underserved areas and the developed areas; the resulting service delivery protests which are widespread, and the ongoing labour unrests (World Bank, 2015b:2).

In order to hasten progress, and to be a more inclusive society, South Africa needs to move from political freedom into economic strength for all (Republic of South Africa, 2012:109). Boussaa (2017:48) states that while urban regeneration contributes to enhancing the city’s urban identity, it is also able to revitalise the area economically. Urban regeneration should also focus on being less harmful to the environment. Regeneration is a long-term ambition

involving the rectification of difficulties in obsolete urban areas, by improving both the economy and the physical environment (Boussaa, 2017:48).

According to the National Planning Commission; in order to pursue economic and social goals, a well-structured development planning process should be used for the development of sustainable communities, in order to help to ensure optimally managed natural resources and identify environmental risks (Republic of South Africa, 2012:203).

3.8 How has the increasing influx of people into cities impacted on the urban and economic environment?

“Cities can be crucibles of enormous creativity and economic dynamism, and also sites of deep social divide, poverty and disadvantage” (SACN, 2011:6).

Cities may be centres of economic development and facilitators for innovative and inclusive processes, but they also experience critical challenges ranging from pollution to poverty (Ki-Moon, 2016: iii:). Urbanisation and economic growth have no simple direct relationship, and the probability of urbanisation promoting economic growth will depend on the infrastructure and institutional arrangements (Turok & McGranahan, 2013:478). Cooke et al. (1998, as cited in Turok & McGranahan, 2013:468), relate that “it is more efficient to provide hospitals, sewage treatment facilities and universities in large cities than in low density settlements, which are spread over distances”, as dysfunctional systems as well as insecure water supplies and power cuts escalate business costs, deter private investment and reduce productivity. ‘Enabling policy’ on the relationship between urbanisation and economic development is therefore critical, especially with the “increase of the world’s population into major cities and towns” (Turok & McGranahan, 2013, 465-479).

Meagre living circumstances were very common in Europe and North America in the twentieth century, until hygienic water and sanitation as well as proper housing were introduced, which improved the health and welfare of the communities, setting the stage for more sustainable urban forms (Sanderson, Walston & Robinson, 2018). The alleviation of poverty was due to people migrating from the rural areas to the towns and cities as a result of people seeking economic opportunities (Glaeser, 2011 and Angel, 2012, as cited by Sanderson et al., 2018).

Cities provide people with a variety of employment opportunities for those who have specific skills and preferences (Sanderson et al., 2018).

The movement of people into and within municipalities impact on the planning, budgeting and service delivery, as the municipalities have insufficient data, or lack the skills to analyse data (Republic of South Africa, 2012:104). Inter-governmental efforts on service delivery and planning are ineffective due to municipalities not fully understanding indigent communities as well as lacking financial and human resources and capacity to “plan for population dynamics” (The African Centre for Migration and Society, 2011, as cited in Republic of South Africa, 2012:104). COGTA has indicated that Local Economic Development (LED) is of vital importance to cities; however, the lack of specific skills required to “shape and direct economic growth” has impacted on cities growth and development (Republic of South Africa 2009a:38). A new approach is required which will balance between competitive LED and LED required for the welfare of the citizens (Republic of South Africa 2009a:38).

In many cities around the globe, private bodies in the form of CIDs, have taken responsibility for the management of many inner-city areas, as there are limited public funds or municipal capacity to keep the inner cities clean (SACN, 2016b:19-20). Hoyt (2006, as cited in SACN, 2016b:45) defines CIDs as “publicly sanctioned yet privately directed organisations that have no power to impose taxes and provide collective services.” The CIDs provide cleaning, security and place-making services to develop public areas in identified geographic locations, to improve the experiences of pedestrians and residents, draw investors and tourists, elevate the city’s competitive prospects, and ensuring clean, attractive and safe inner-city precincts (Hoyt, 2006 & Peyroux, 2006; 2008) (cited in SACN, 2016b:45).

Turok & McGranahan (2013:479) encourage Governments to establish ways to enable urbanisation, in order to facilitate contribution towards growth, poverty reduction and environmental sustainability, instead of rather than just allowing or preventing urbanisation.

3.9 Addressing sustainable development and the environment within cities

The National Framework for Sustainable Development states that the South African development path currently being pursued, as well as current living habits, have components of unsustainable practices, which are not viable in the long term (Republic of South Africa,

2008b:13). In the year 2008, there was “inequitable distribution of wealth and resources”, where only a minority of the citizens had access to “sophisticated infrastructure and reliable services”, and many persons still lived in degraded environments (Republic of South Africa, 2008b:7). However, the National Framework also indicates that there has been a vast improvement after democracy in 1994 (Republic of South Africa, 2008b:7). Twenty-five (25) years later, however, challenges continue to exist not only in the cities, but also in the poorest of areas, especially the informal settlements.

The growth in economic activity relies on utilising natural resources, which results in the degradation of the environment at increasing rates, with inevitable consequence of prejudicing future development objectives and economic growth (Republic of South Africa, 2008b:7). Managing cities, as they expand, becomes progressively complicated, due to the rapid scale of urbanisation, increased population and urban transformation (SACN 2016a:21).

In order to achieve higher levels of inclusion and integration, metropolitan municipalities need to drive development, and physical and spatial transformation (SACN 2016a:47). However, municipalities are struggling to implement National policies and frameworks, aimed at urban development, for the maximisation of economic growth and social justice, within the context of the unique developmental conditions and needs of the municipality (SACN, 2016b:66). One of the complications highlighted by Middleton et al. (2011:4), is that economic growth which occurs as cities grow, results in unsustainable levels of consumption, thereby increasing pollutant and waste generation.

Ehrenfeld (2003, as cited in Sanderson et al., 2018) state that as urbanisation occurs, more reliance is placed on national or foreign supply chains, thereby resulting in economic relationships overpowering the environmental costs of consumption. This effectively means that waste materials generated by humans are released into the environment (Sanderson et al., 2018), which could lead to pollution and have dire effects on the health and well-being of humanity.

The increase in the population within cities exponentially increases the levels of pollution within cities, due to the increase in waste generated. This is confirmed by Middleton et al. (2011:4), who state that with urbanisation and the natural population growth, the increasing levels of poverty and unemployment increase pressure on natural resources, resulting in the

deterioration of the quality of the environment, “land degradation, poor water quality and poor air quality”, thereby making communities more vulnerable to environmental change, ultimately impacting on the health of South African communities (Middleton et al., 2011:4). This increase in pollution contributes towards urban decay within the cities.

Enoma and Idehen (2018:71) identify that while cities are fundamental to “socio-economic and physical development of countries”, many cities, especially those in developing countries, often fail this agenda. This is mainly due to unruly physical growth, commonly known as decay, decline, rot and sprawl (Enoma & Idehen, 2018:71). Urban decay is interpreted as a state of “urban squalidness characterised by decrepit structures, poor amenities condition, overcrowding, under provision of amenities and general deterioration of the urban environment” (Enoma & Idehen, 2018:1).

These types of complications are most prevalent in Metropolitan Governments in South Africa, which were faced with many challenges since 1994; when democratic change resulted in city administrations having to provide municipal services with limited resources, to a much larger population than they were formerly equipped to serve. South African cities are required to provide infrastructure and basic services for the increasing population, as well as deal with challenges of informal settlements, escalating housing problems, impacts of climate change and the deteriorating environmental conditions (SACN, 2016b:8). The current state of cities is testament that the cities have not been able to cope with these expectations.

The Constitution of the Republic of South Africa provides that “every person has the right to an environment, which does not harm their health and well-being; and to have the environment protected for the benefit of present and future generations, by preventing pollution and ecological degradation” (Republic of South Africa, 1996:9). Furthermore, Local Government is required to “promote a safe and healthy environment” for its citizens (Republic of South Africa, 1996:77). However, although “the basic rights of citizens” are articulated in Chapter Two (2) of the Constitution, the constitutional rights of the people of South Africa requires all levels of government to be actively involved in ensuring that the rights of its citizens are fulfilled (Republic of South Africa, 1996:5).

As far back as 2008, the National Government identified the need to implement a sustainable development strategy for South Africa. The necessity for South Africa, to “collectively

implement the national vision for sustainable development, through multiple actions across all sectors and stakeholders”, is to protect the natural resources, in order to ensure that future generations have enough resources available (Republic of South Africa, 2008b:3). The strategy also outlines that if the “next generation are left with degraded economic, social and environmental assets and less wealth, it could result in an unsustainable future” (Republic of South Africa, 2008b:3). Cities must also focus on sustainable development by addressing economic, social and environmentally sustainable programmes.

3.10 Efficacy of programmes rolled out by Cities to address societal needs, local economic development and the environmental challenges

“Judgements about patterns of urbanisation need to be based on social and environmental considerations as well as market-based economic calculations”
(Turok & McGranahan, 2013:479).

Urban growth is normally accompanied by a number of consequent factors which include inner-city decay; slum formation; the sprawling of informal settlements on the peripheries of the city; fragmented construction by private developers and informal inhabitants; increase in gated societies and commune developments and the relocation of essential service businesses to residential areas (UN-Habitat, 2014:240). Poor living conditions, which include social disorder and deterioration in physical living environments, could impact on the physical and mental health of residents (Ruijsbroek et al., 2017:2).

In order to instigate a change in the urban landscape, it is imperative that leadership, both politically and administratively, focus energy and resources towards improving the environmental state of the city. Urbanisation, in economics and sociology, is a characteristic of development (Jones, 2013, as cited in Sanderson et al., 2018), while environmentalists believe it is the movement of people from rural to urban areas, which results in increase in consumption and impacts on the environment (Rees & Wackernagel, 1996 as cited in Sanderson et al., 2018). Middleton et al. (2011:3-4), however, caution that development and economic growth achieved at the expense of the environment is not sustainable.

Urban renewal programmes are most cities response to address the issues of dirty city streets, urban slum areas, dumping and bad buildings. Greer (1965, as cited by Eni & Abua, 2014:129), iterates that urban renewal is the total of all public and private activities, which are undertaken to give the urban area the necessary face-lift or rehabilitation.

Sanderson et al. (2018) postulate that cities are critical to ‘global conservation strategy’, as urban growth within cities is the lever which concurrently re-configures the population, eradicates poverty and provides a momentum in innovation, but in turn could potentially impact on the environment and pollution. This is confirmed by Güneralp and Seto (2013), who point out that urbanisation, especially that of protected areas, is a concern for the environment. Cities therefore need to understand the balance between economic growth, and environmental conservation. Sanderson et al. (2018) go on to propose that these urban conservation undertakings allow cities to reduce destruction to the environment locally, as well as make cities more attractive and appreciated by tourists and residents. Cities have addressed this through green infrastructure agendas, land-use planning, and restoration and education programmes (Sanderson et al., 2018).

Adeoti and Peter (2015:12) point out that growing urbanisation, as well as the natural increase, swift economic development and growth momentum, have led to an urban waste predicament. The challenge identified is that developing countries have failed to manage solid waste effectively, especially waste which is less degradable, and which is being generated increasingly (Adeoti & Peter, 2015:12). It has therefore become a massive challenge to manage waste within cities.

Climate change has caused many health-related risks for human beings, which has been intensified by poverty, which includes poor sanitation, fires, flooding, risks of waterborne disease, and malnutrition (Republic of South Africa, 2012:211). This is also caused by Informal Settlements which are located on the urban peripheries and are located away from economic opportunities, and which trap communities in locations, where there is limited opportunity for upward mobility and “a lack of basic water and sanitation services” (Turok & McGranahan, 2013:478-479). With the ongoing movement of people into cities, all looking for better opportunities, the level of waste generated by this swelling population increases dramatically. Without proper infrastructure and facilities to manage waste, cities are faced with pollution, litter and dumping. Furthermore, urban decay sets in, as the funding to

continuously renovate and upkeep infrastructure within continuously growing cities, is directed towards the critical needs of “basic service delivery, which include the provision of water, sanitation facilities, electricity and transportation”. Therefore, balancing the high level of urbanisation into cities, against the Constitutional right to have a clean space ‘to live, work and play in’, is a major challenge which cities experience.

The actions of metropolitan municipalities, in the pursuit of transforming urban spaces into clean, habitable, well-maintained and attractive areas and the efficacy of these programmes, are therefore critical. The role of leadership in cities and the role of various stakeholders who influence the success of ventures into improving and cleaning up city spaces is also of vital importance in addressing the challenges faced by Local Government.

3.11 Challenges faced by Local Government in addressing the needs of increasing citizenry of cities and society as a whole

“Local Government has a critical role to play in rebuilding local communities and environments, as the basis for a democratic, integrated, prosperous and truly non-racial society” (Republic of South Africa, 1998b:13).

Local Government has experienced ongoing challenges within the social and economic sphere, since South Africa became a democratic republic in 1994. These challenges have not only hampered service delivery and other needs of society, but also impacted on the functioning of municipalities in South Africa.

The National Planning Commission identifies that the Constitution provides for the “re-allocation of powers and functions” for more diversity on the implementation of development priorities (Republic of South Africa, 2012:45). In the case of Southern Africa, the United Nations indicates that the main challenges which urban planning face, relate to inadequate infrastructure, service delivery challenges, urban sprawl, poverty and inequality, segregation, substantial housing backlogs, urban slums and the proliferation of informal settlements within the city centres (UN-Habitat, 2014:13). The lack of urban services therefore remains a prominent feature of African cities (Bekker & Therborn, 2011:194).

In the State of Local Government Report for 2009, it is indicated that the persistent problems in service delivery and governance, which continue to be at the forefront of municipality's development challenges despite support programmes, include:

- Massive backlogs and service delivery challenges in for example, water and sanitation, and housing;
- A lack of accountability to communities, and poor communication;
- Fraud and corruption;
- Challenges in financial management, including the “negative audit opinions”;
- Increasing “violent service delivery protests”;
- “Weak civil society” organisations;
- Political in-fighting, and
- A lack of scarce skills

(Republic of South Africa, 2009a:4).

Many of these challenges have given rise to the ongoing service delivery issues which Local Government is encountering daily within municipalities. During the year 2018, protest actions are reported almost daily within municipalities. The frenzy of protests is crippling not only the municipal operations but also impacts on traffic and infrastructure. Protestors find that the first method of action is to topple and break the bins, strewing dirt all over the roads and side-walks, leaving behind a stench on the city streets. An article in a Daily Newspaper highlights that whilst that Mayor of eThekweni indicates the “Durban is damn clean”, sub-contractors in waste removal were striking and were dumping rubbish on the streets of Durban (Mpanza, 2018:5). Municipal departments are sorely challenged in dealing with this type of chaos, which is a regular occurrence in the inner-city of Durban.

There are too many challenges identified at Local Government level to enumerate in this study; therefore, only those relevant to the study are identified and highlighted in this section. The factors relevant to this study are challenges which are both external and internal to the Local Government organisations. External factors identified through the literature review include, amongst others, the growth of cities due to urbanisation, service delivery protests, social cohesion, the dirty condition of the streets and inadequate living areas of most people within

cities. Internal factors within the municipalities are financial constraints, skills shortage, and governance and political interference. These challenges are detailed below.

3.11.1 Urbanisation

The World Population studies of 2009 (United Nations, 2010, as cited by Turok and McGranahan, 2013:475), indicate that 81% of African Governments consider that urbanisation is unwarranted and have implemented policies to reduce rural-urban migration. This is mostly as a result of the social tensions, physical squalor, and overcrowding in cities, as well as the spread of crime and disease (McGranahan et al., 2009, as cited in Turok and McGranahan, 2013:475).

Urban areas in South Africa remain hampered by a legacy of racial segregation, poverty and exclusion from social and economic opportunities (Republic of South Africa, 2014b:67). However, the urban population in cities are growing larger and younger (Republic of South Africa, 2016:15). Many cities within the African continent have been experiencing this phenomenon increasingly over the years, according to the United Nations, and the “highest increase in population in the world between now and 2050, will occur in Africa” (United Nations, 2017a:3). The Department of Home Affairs (DHA) also reveals that the overall immigration into South Africa has increased steadily over the years, as this allows migrants access to rapid transport, communications, economic and professional opportunities, and safety (Republic of South Africa, 2017b:72). The steady increase in city populations points to the ongoing challenges which metropolitan municipalities, especially in African Cities, are experiencing in accommodating the growing population. Turok & McGranahan (2013:479) contend that urban congestion and overcrowding creates economic constraints; hampers productivity; deters private investment; worsens living conditions; instigates the spread of disease and social unrest; and generates dissatisfaction.

The increased rate of urbanisation and rising migration into cities, however, not only results in risks, but also opportunities for the migrants, communities and governments concerned (International Organisation for Migration, 2015:1). “Cities are places of concentrated economic activity, cultural diversity, learning, innovation and creativity, which attract a growing

population seeking employment and access to urban amenities, but this puts pressure on land and resources” (Republic of South Africa, 2016:15).

Municipalities, therefore, have the challenge of not only providing housing, but also basic services and infrastructure to meet the needs of the growing numbers. Urbanisation also results in more waste being generated within the cities, which then requires additional waste management services, which cities are unable to provide due to limited budgets. This is confirmed by the Department of Planning, Monitoring and Evaluation in its 20-year review, where it is stated that high levels of waste generation and pollution is as a result of growing levels of urbanisation “which poses risks to the environmental sustainability of urban settlements” (Republic of South Africa, 2014b:67).

3.11.2 Living conditions

“Fifty-nine (59) percent of urban residents in Sub-Saharan Africa, are estimated to live in slums and it is projected that by 2050, urban dwellers in Africa would increase to 1.2 billion” (UN-HABITAT, 2016b:8).

To further challenge cities, the World Health Organisation (WHO) identifies that a healthy city is one which is continuously establishing and refining social and physical spaces to improve the living conditions within communities and with the challenge of urbanisation, cities are confronted with the daunting task of ensuring healthy environments, through effective solid waste management for its entire geographic area (WHO 2016).

However, litter and scavenging at landfill sites compromise operations, and current waste disposal solutions do not adequately cover health, safety and environmental challenges (Mannie & Bowers, 2014:429). When urban land is used inefficiently, due to haphazard and poor planning and development, it contributes to environmental degradation, higher carbon emissions due to long travel distances and air pollution (Turok & McGranahan, 2013:479).

Slums are also multiplying due to urbanisation and the shortage of cheap land and housing within cities (SACN, 2016a:25). A typical example of an urban slum area within the inner-city in Durban (as observed by the researcher), is the illegal occupation of abandoned buildings,

which now resemble slum areas, due to the dirty and unhealthy living condition within the buildings. With the increase in “residential informality” the poor have become more vulnerable due to pitiable living conditions which affects their well-being (SACN, 2016a:25).

The UN-Habitat have maintained that while urban improvement management agencies assist the more privileged areas to gain immediate access to service providers, poor residential areas are plagued by housing problems and informal slums, and enforcement is often undertaken by community forums, local youth gangs or mobs (UN-Habitat, 2014:240). With the increased number of persons occupying urban spaces, and the resultant social and environmental stresses, it is vital to safeguard the ongoing management of urban spaces (SACN, 2016b:45). Furthermore, there is space for collaboration around building and maintaining the city and place-making, which will provide cities with an understanding on the use and maintenance of urban spaces. However, civil society has not been sufficiently included in this collaboration (SACN, 2016b:46).

3.11.3 Financial Constraints

The lack of funding for the management of waste in developing countries is one of the main challenges faced by cities (Adeoti & Peter, 2015:10). Financial constraints and inadequate grants or funding from National Treasury also plagues Local Government (Mannie & Bowers, 2014:432). The National Department of Planning, Monitoring and Evaluation (DPME) Twenty-year Review identified that besides the capacity shortages within municipal treasury offices, more attention is required to be placed on “poor financial management capacity in key service delivery departments” (Republic of South Africa, 2014c:47). This then impacts on the capacity for reliable decision making in line with good governance principles, which are directed at an improved sustainability of municipal finance (Republic of South Africa, 2014c:47). There has been an improvement in Local Government’s overall financial health; however, this is not an optimal situation (Republic of South Africa, 2014c:47).

In many countries, municipal solid waste management is a challenge, as not all cities collect all the waste generated and only a portion of the waste collected is properly disposed of, which results in water, land and air pollution impacting negatively on human health and the environment (Muzenda et al., 2012:149). Kumar, Praneeth, Sumanth, Venkatesh & Lohith,

(2018:22) add that the increase in pollution on a daily basis leads to health hazards and that a more efficient and effective garbage management system is required by cities. However, the financial cost to ensure an effective and efficient waste management service is high and there is a limited budget normally allocated to this service.

3.11.4 Governance and Political Interference

A contributing factor towards urbanisation and increased levels of development in cities is the concentration of political power, and one of the challenges of this is the increase in people and businesses seeking political favours (Turok & McGranahan, 2013:470).

Some of challenges identified in South Africa in the years since democratisation, by DPME are the “lack political leadership; ...political interference and ...patronage” (Republic of South Africa, 2014c:10). Other Local Government challenges identified by DPME are the lack of coherent policies, complex reporting demands and that many municipalities have weak institutional abilities (Republic of South Africa, 2014c:10). The DPME also observed that the problems experienced by Local Government also include inefficient and ineffective municipal administration, condoning political interference, poor leadership (administration and political); weak compliance; the inability of Local Government to respond to the complex demands and expectation of the citizens; “a declining skills base to deal with socio-economic legacies and service delivery failures” (Republic of South Africa, 2014c:10).

There is poor communication by municipalities with communities; role confusion by ward councillors versus Mayors, Speakers, Chief Whips and proportional representative councillors, “a lack of transparency in mayoral committee work, and weak or ineffective ward committees” (Republic of South Africa, 2014c:10). Brandt & Katz (2017) state that if not managed well, the prevailing pressure on municipal services and systems, as well as “social tension between newcomers and existing residents”, will be intensified.

The State of Local Government in 2009 by the Department of Cooperative Governance and Traditional Affairs, indicates that the effective functioning of a municipality, starts with the effectiveness, capability and integrity of political leadership in municipalities (Republic of South Africa 2009a:10).

This process however, has been hindered by the “politicisation of the municipal bureaucracy”, which has in turn hampered service delivery and lowered confidence in Local Government (Reddy, 2015:334). The National Planning Commission have identified that the primary challenge in differing performance at local, provincial and national structures is capacity challenges, which is affected by a lack of skills, an unstable administrative leadership, political-administrative tension, and the lack of authority and accountability (Republic of South Africa, 2012:408). Where political connections instead of capability is used to determine employment outcomes, then competent candidates will not be appointed. This then results in poorly qualified staff in senior positions appointed through political motivation, and consequently the financial affairs of municipalities are inadequately managed (Thornhill, 2013 as cited by Reddy, 2015:334).

Furthermore, the State of Local Government indicates that the main causes for distressed governance processes at municipalities, are the tensions between the administration and politicians; the inadequate capability of many councillors in dealing with Local Government demands; inadequate support systems and resources, and accountability measures; inadequate “separation of powers between political parties and administration”; and lack of compliance between the legislative and regularity frameworks for municipalities (Republic of South Africa, 2009a:10). The report also specifies that factionalism within political parties and divided interests have resulted in new political alliances, which in turn have contributed to the increase in municipal functional deterioration (Republic of South Africa, 2009a:10).

In addition, COGTA has identified that the lack of ethics, values and principles by both officials and politicians reflects their appetite for accruing wealth at the expense of disadvantaged communities (Republic of South Africa, 2009a:10). The vision of the White Paper on Local Government has been shattered, as communities are highly irate over poor service delivery, poor political governance, and poor institutionalisation of systems (Republic of South Africa, 2009a:10-11). Accountability systems are now ineffective and unreachable to citizens; social institutions have been ineffective in growing municipal oversight and accountability; citizens

have lost confidence and trust in Local Government; and citizens feel alienated from Local Government. This is clearly reflected in the increase of service delivery protests action by citizens (Republic of South Africa, 2009a:11-12).

In order to create a more “capable and developmental state”, one of the main areas which needs to be focused on, is the stabilisation of the political-administrative interface (Republic of South Africa, 2012:410). Furthermore, the NPC states that the public service needs to be professional in order to serve government and must be “sufficiently autonomous to be insulated from political patronage”, which requires clear separation of the role of political principle and administrative head (Republic of South Africa, 2012:410).

3.11.5 Skills Shortage

The National Planning Commission has identified several problems experienced by Local Government, viz. political interference in administrative decision-making, lack of capacity, lack of financial resources and weak administrative processes (Republic of South Africa, 2012:45). In addition, the State of Local Government report indicated that Local Government administration is undermined by several challenges at the professional level, including attracting appropriately qualified and proficient technical and management professionals; the decline of municipal professional associations; and poor linkages between tertiary education sector and municipalities (Republic of South Africa, 2009a:66).

Mannie & Bowers (2014:428) confirm that there is a lack of waste planning; and waste management knowledge and that there is a lack of suitably qualified individuals in waste management at Local Government. Furthermore, weak leadership and administration results in waste infrastructure initiatives not planned for; failure to implement simple cost-effective solutions, limited solutions available to deal with waste management, which leads to forcing clients to use traditional approaches (Mannie & Bowers, 2014:428-429).

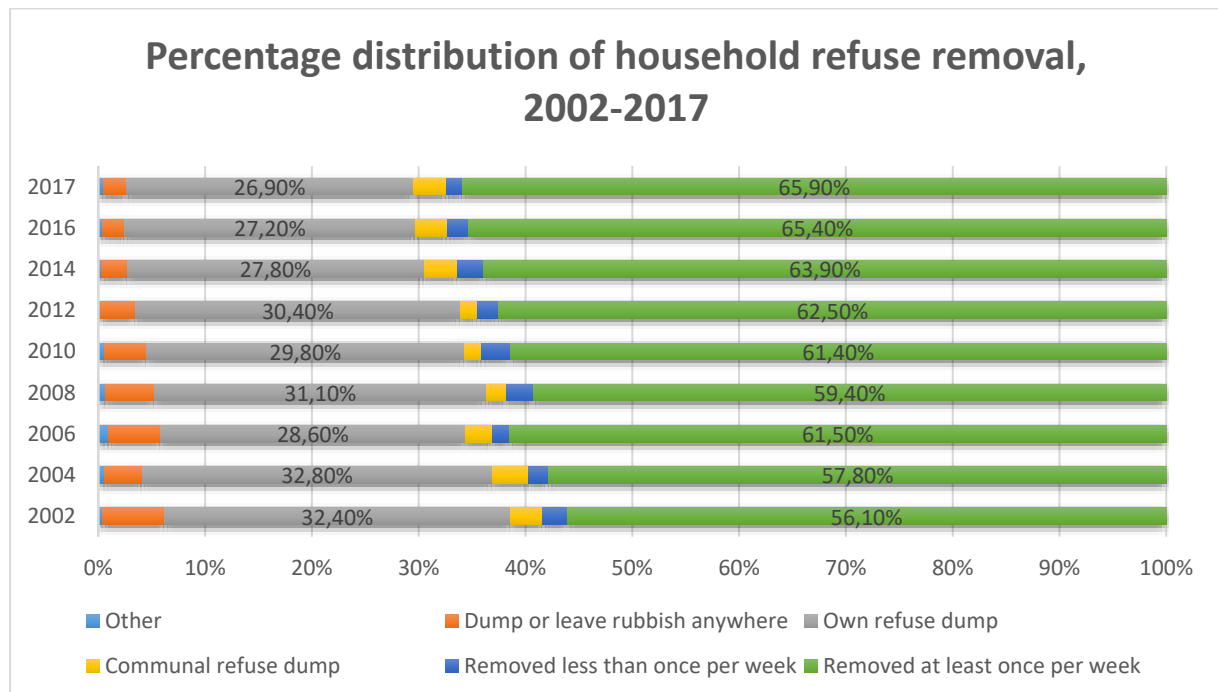
3.11.6 Waste Management

Both developed and developing countries are faced with problems related to waste and waste management (Nayak, 2015:134). Nayak (2015:138), indicates that waste which is generated daily by every single person, impacts on the environment through climate change, water

pollution and other forms of pollution. This is due to nearly all products which are consumed these days, being packaged, which then encourages a ‘throw-away’ society. The packaging waste that is discarded impacts on the environment, the economy and on public health. The waste disposed, could have detrimental environmental impacts as landfills cause air, water and soil pollution, consumes land space, causes emission of greenhouse gases, and incineration releases dangerous air pollutants (Nayak, 2015:134). As solid waste exists all over the place and is generated everywhere, the challenge of the safe management of waste is an international phenomenon (Rada, 2016: xvii).

Statistics South Africa state that it is very important for maintaining the environmental hygiene of neighbourhoods, by ensuring the proper disposal of household waste and refuse (Statistics South Africa, 2018:44). In 2001, the South African Government established a target of “providing all households with access to refuse removal services by 2012” (SALGA, 2015:68). The 2017 General Household Survey by Statistics South Africa portrays the following statistics for access to refuse removal from 2002 to 2017, which is over a 15-year period reflected in Figure 3.1.

Figure 3.1: The Percentage Distribution of Household Refuse Removal, 2002-2017



Source: Adapted from Statistics South Africa (2017: 44)

TABLE 3.2: The Percentage Distribution of Household Refuse Removal, 2002-2017

	2002	2004	2006	2008	2010	2012	2014	2016	2017
Other	0.40%	0.60%	1.00%	0.70%	0.60%	0.20%	0.30%	0.40%	0.50%
Dump or leave rubbish anywhere	5.80%	3.50%	4.80%	4.60%	3.90%	3.30%	2.40%	2.10%	2.10%
Own refuse dump	32.40%	32.80%	28.60%	31.10%	29.80%	30.40%	27.80%	27.20%	26.90%
Communal refuse dump	3.00%	3.40%	2.50%	1.90%	1.60%	1.60%	3.10%	3.00%	3.10%
Removed less than once per week	2.30%	1.90%	1.60%	2.50%	2.70%	2.00%	2.50%	2.00%	1.50%
Removed at least once per week	56.10%	57.80%	61.50%	59.40%	61.40%	62.50%	63.90%	65.40%	65.90%

Source: Adapted from Statistics South Africa (2017: 44)

The target set in 2001 “providing all households with access to refuse removal services by 2012” is far from being achieved, and households are now affected by the lack of service delivery. Household refuse removal increased from 55.4% households in 2001 (SALGA, 2015:68) to 62.5% households in 2012 and increased further to 65.9% in 2017 (Statistics South Africa, 2017:44). Figure 3.1 and Table 3.2 reveal the gradual increase over the 15-year period of the various types of refuse removal, and the detailed analysis of household refuse removal. Table 3.2 above reflects a gradual increase in the waste removed at least once a week. However, the 2012 target is far from being achieved, even in the year 2018.

South Africa experiences the phenomenon of large amounts of waste being produced by industries and businesses, as well as individuals daily, which requires waste to be managed in a comprehensive manner, thereby restricting or preventing the harmful impact of waste on the environment and on the health of individuals. (eThekweni Municipality, 2016:10). The South African Local Government Association in its 15-year review indicated that the non-provision of services in underserved areas results in “unregulated dumping and burning of waste”, which in turn contributes to soil and air pollution (SALGA, 2015:69).

The fundamental challenge experienced by cities is exactly how to manage the non-stop waste generated, particularly in developing countries, which do not have adequate public service infrastructure to manage waste, and where poverty and informal unplanned settlements created increased unmanaged waste (Nayak, 2015:134).

3.11.7 Social Cohesion

DPME has indicated that weak leadership, weak human resources and financial capacity, patronage politics, mismanagement and corruption are the key reasons which destabilise “inclusive, participatory local governance” (Republic of South Africa, 2014c:46). The current lack of “inclusive, participatory local governance” is due to the misconception of public participation, which is seen as a compliance event, with very little relevant information provided to communities, which is what is required for robust participation in the process of prioritisation and trade-offs (Republic of South Africa, 2014c:46). Feedback to communities after the consultative process is complete, is also lacking (Republic of South Africa, 2014c:46). This assessment by the DPME reflects that social cohesion, is one of the central factors which Local Government needs to focus on, in order to address the many challenges experienced by city administration.

3.10.7.1. Service Delivery Protests

The State of Local Government report, points out that protests by communities are not limited to the poor municipalities (Municipal IQ, as cited in Republic of South Africa, 2009a:12). Pillay et al. (2015:52) reflects on research which indicates that communities feel that they are not being taken seriously, and are reluctant to participate in Local Government, as they have lost confidence in Local Government. The State of Local Government Report further advises that councillors are recognised by the communities as arrogant and insensitive to community needs; that there is a lack of an effective complaints management system; and service delivery or the quality of client interface are all the reasons for the increase in protest action (Republic of South Africa, 2009a:12). Furthermore, the lack of housing and cost of services are the main concerns of the communities (Republic of South Africa, 2009a:12). Where municipalities have underperformed, communities have lost confidence and have resorted to service delivery protests (Pillay et al., 2015:52). It is also identified that the poor performance of municipalities is related to corruption; skills shortage; “the interference of politicians in administration; the lack of political will”; struggles within political parties; weak administrative systems; intergovernmental relations challenges; and that South Africa is viewed as the “protest capital of the world” (Pillay et al., 2015:51). Buccus (2011, as cited in Pillay et al. (2015:53), stresses that there is not much proof that Local Government is responding to communities’ challenges seriously, which reflects that there is poor governance by municipalities in addressing the

service delivery protests, and it is predicted that the protests will continue. This prediction has been confirmed in the year 2018, as service delivery protest action occurred almost daily.

The Department of Planning Monitoring and Evaluation in its Medium-term Strategic Framework confirms that the “social, psychological and geographic elements of apartheid continue to shape the lives and outlook of many South Africans” (Republic of South Africa, 2014d:35). Xenophobia, racism and gender-based violence is stimulated by a breakdown in values, competition for scarce resources, massive poverty, inequality of opportunities, competition and scarce resources, gender, racial and sexual prejudices and stereotypes (Republic of South Africa, 2014d:35). There is a tendency for citizens to relinquish their wellbeing to Government, as a result of the apartheid legacy (Republic of South Africa, 2014d:35). Notwithstanding that South Africa has experienced independence and democracy for two decades, and that government has made numerous attempts to address the negative element of the past, social cohesion is still a challenge (University of Cape Town, 2018).

3.11.8 Responding to the challenges

The literature review identified key elements for the research study, which are the mandatory obligations of municipalities in ensuring clean and healthy living spaces for its residents; the characteristics of sustainable practices in cities; the role of leadership; and the involvement of business stakeholders in clean up campaigns. The current gap identified is the lack of an integrated, strategic approach to address matters of urban decay; and clean, attractive and well-maintained cities.

In attempting to address these challenges, several studies and interventions have been commissioned by Government. One of these studies, is by the Department of Cooperative Governance and Traditional Affairs, which is the State of Local Government Report, wherein it is stated the transformation of Local Government has been the biggest task undertaken during the process of democratic governance change since 1994 (Republic of South Africa, 2009a:70). Incredible progress is evident, nevertheless, there is still much to be undertaken before all municipalities are able to function fully, effectively, efficiently, responsively and sustainably (Republic of South Africa, 2009a:70). The Report also identifies various challenges experienced by Local Government, which needed to be addressed through an urgent and

comprehensive Local Government Turn-around Strategy (Republic of South Africa, 2009a:45).

The Department of Local Government and Traditional Affairs introduced the Local Government Turnaround Strategy (LGTAS) in 2015 (SALGA, 2015:105). The LGTAS identified the critical areas which need to be focused on by all municipalities and the completion of a monthly report to COGTA, to address deficiencies identified (SALGA, 2015:105). The objectives of the LGTAS was “to ensure that municipalities provided basic services to communities; to build a clean, effective, efficient, responsive and accountable Local Government; to improve professionalism and performance at municipal level; to improve National and Provincial Government policy, support and oversight; and to strengthen partnerships between civil society, communities and Local Government” (Republic of South Africa, 2010:3).

However, over the years and with the change in political leadership at COGTA, this process slowly fell away, to be replaced by a ‘Back to Basics programme’, which is currently in place at municipalities. The Back to Basics programme, which was launched by the President in 2014, measures the different pillars of the municipality on a monthly basis and the results are reviewed at council level, as well as at Provincial and National levels (eThekweni Municipality, 2016i:1). The pillars measured are “Putting People First and Engaging with Communities; Delivering Basic Services; Good Governance; Sound Financial Management; Building Capable Institution” (eThekweni Municipality, 2016i:1). Support is then provided to those municipalities which are not functional, by Provincial Departments (eThekweni Municipality, 2016i:1).

Measures to improve the situation are being implemented continuously by National Government to address the challenges faced by Local Government, however, challenges as identified in the study, continue to prevail on a daily basis. These challenges induce high levels of strain on Local Government to deliver on its mandate of providing services to the people of South Africa. Attention is then focused on delivering basic services, whilst at the same time, moving resources away from keeping cities clean and attractive.

3.12 The impact of democratisation on the city's sustainability and ability to deal with urban decay, post 1994.

“As a country we have taken tremendous strides towards the achievement of sustainable development, however, as we increasingly face the impacts of a globalised world, there is still much to be achieved” (Republic of South Africa, 2008b:3)

According to the Twenty-year Local Government Review, the organisational structure for government in South Africa was formed in 1996, soon after the country adopted the first democratic Constitution (Republic of South Africa, 2014a:10). A historically rare opportunity was provided for South Africa to transform Local Government, post-1994, as the Constitution provided for Local Government to be the third sphere of government (Republic of South Africa, 1998b:9-10). National, Provincial and Local Government were implemented as three elected spheres of government, with specific functionalities, and were required to work in conjunction with each other in a system of cooperative governance (Republic of South Africa, 2014c:17).

However, Local Government were left with too many apartheid era legacies, which included inheriting racially segregated municipalities, which were being managed on uneven revenue bases, and which did not provide for accountability (Republic of South Africa, 2014c:17). This is emphasised by SALGA during its fifteen Year-Review of Local Government in South Africa, wherein it emphasises the difficulties experienced in democratising Local Government due to the state of affairs, prior to 1994, which has inevitably informed and shaped the transformation process (SALGA, 2015:11). Characteristics bequeathed to the new government included too many weak and too many Local Governments, black local authorities which were not democratic or accountable, centralised finance and administration functionalities for Local Government which served only 20% of the population, displaced “urbanisation, and fragmented, unequal spatial” geographies and settlement patterns (Republic of South Africa, 2014c:17). Furthermore, municipal boundaries had to be redrawn, in order to deracialise and rationalise municipalities; Local Government had to be operationalised into areas which had never experienced this level of government; basic services of water, electricity, sanitation and refuse removal required to be extended to all citizens; and new structures need to be established (SALGA, 2015:11).

These inherited challenges from the apartheid era, have placed a huge burden on municipalities since the dawn of the new era in 1994. Local Governments are struggling to ensure sustainability, as well as address urban decay within towns and cities, due to pressures brought on by limited budgets and increased service delivery requirements. The Department of Planning, Monitoring and Evaluation indicates that decay and growth within urban spaces continuously takes place, and the consequence of this is a “dilapidated urban core” within urban inner cities and towns all over the world (Republic of South Africa, 2014b:67).

The protection of the environment is a critical Local Government priority, however the responsibility of Local Government to accommodate the ever-increasing population is a predicament for cities. Cities have a responsibility to provide sufficient infrastructure, service delivery, social housing as well as other basic services places to the vast and growing population, but the quandary is whether to deliver services or protect the environment.

The Minister of Environmental Affairs and Tourism (2006, cited in Middleton et al., 2011:4) has stated the following regarding the environment:

The state of our environment will determine the level of our prosperity now and for future generations. As we strive to address social equity and economic development in the years to come, our ability to improve the state of the environment and secure environmental sustainability will shape our future.

The SACN points out that the key to sustainable and liveable cities is the on-going maintenance of the built environment within these cities (SACN, 2016b:45). Furthermore, that the increase in urban population is placing incredible demand for land, housing, infrastructure and basic services (SACN, 2016b:45). This speed of urbanisation, with the weak revenue base and lack of administrative and technological capacity, which municipalities must deal with, could prevent the provision and maintenance of the built environment from meeting its demand (SACN, 2016b:45).

South Africa’s main land-use spatial planning tool is the spatial development framework, which informs the Integrated Development Plan (IDP) for each municipality (UN-Habitat, 2014:239). The IDP’s developed by municipalities are required by legislation and the Spatial Development Plan for the municipality is a critical component of the IDP. The Integrated

Development Plans are intended to provide direction on the democratisation process within cities, and strategic direction on the city's ability to address sustainability challenges. Land use management is a formal process, however informal settlements and urban slums within the cities are still widespread and have increased the urban sprawl and sporadic piecemeal development which has resulted in urban change in South Africa in the last two decades (UN-Habitat, 2014:239). This is a very relevant and an ongoing challenge faced by metropolitan municipalities and secondary cities in South Africa, due to the increased numbers of previously marginalised South Africans, as well as foreigners advancing into the cities, seeking economic opportunities and living spaces.

The spatial frameworks of cities prioritise nodal and corridor spatial developments, whilst the IDP provide details on the development programmes and budget allocations at municipal ward level (UN-Habitat, 2014:239). Furthermore, the United Nations indicate that inner-city slums and urban decay further intensifies sprawl, as many of the key functions and businesses are located outside the country's city centres, resulting in satellite nodes and urban development corridors (UN-Habitat, 2014:7).

In South Africa, prior to democratisation, resources were exploited in an unjust manner and many communities were barred from economic prospects and benefits whilst "the natural environment was degraded" (Republic of South Africa, 2012:198-199).

Middleton et al. (2011:4) points out that the South African economy has an intense impact on the environment, as the key primary sectors which are essential for economic growth, viz. mining, agriculture and forestry contribute severely to environmental degradation. Furthermore, resources are demanded to address the unsustainable levels of consumption, especially energy and water, which leads to increased generation of waste and pollutants. Natural areas are also being urbanised in all parts of the country for human settlements (Middleton et al., 2011:4)

The National Framework for Sustainable Development has confirmed that there is an accelerated commitment to sustainable development since 1994 (Republic of South Africa, 2008b:13). With the South African Constitution requiring "ecologically sustainable development", this has resulted in a number of policies and procedures being implemented,

resulting in the reversal of the right of a minority race, to exploit the natural resources of the country (Republic of South Africa, 1996:9).

The National Framework for Sustainable Development also reveals that the economic growth path has led to increasing levels of resource consumption and waste generation (Republic of South Africa, 2008b:13). This leads to a global environmental crises and consequent adverse impacts on the economy and society at large, which point to the weaknesses and failures of state of governance systems and industrial practices worldwide, which prevent the progressive consumption of eco-systems and resources, which is critical for continued wellbeing and survival of the people of the world (Republic of South Africa, 2008b:13).

Therefore, although cities are finding it challenging to become sustainable and to address urban decay, the country, must identify ways to utilise resources from the environment to sustain the economy whilst being competitive and meeting service delivery needs (Republic of South Africa, 2012:199). Underpinning the efforts to deal with urban decline, are the legislative and policy framework, directed towards waste management and urban regeneration.

3.13 Legislative and Policy Framework directed towards Urban Regeneration and Waste Management

“The Constitution of the Republic of South Africa mandates Local Government to: provide democratic and accountable government for local communities, ensure the provision of services to communities in a sustainable manner, promote social and economic development, promote a safe and healthy environment and encourage the involvement of communities and community organisations in the matters of Local Government” (SALGA, 2015:11)

A remarkable and widespread legislative and policy framework was established by the National Government in 1994, which allowed municipalities to establish a sound platform for municipal processes and allowed the establishment of systems, thereby strengthening their overall institutional capability (Republic of South Africa, 2014c:7).

Nevertheless, the political and constitutional structure of local government has demonstrated to be more difficult in its implementation of its declaration of “democratic accountability, and the delivery of services to improve the lives of citizen” (Republic of South Africa, 2014c:7).

Middleton et al. (2011:5) states that there is a concentrated resolve to ensure that the management of environmental legislation is at the lowest possible level, which is the Local Government level. Local Government's core function needs to be understood as part of the functioning of the state and its three-sphere government system as a whole. Section 156(1)(a) of the Constitution, read with Schedule 5, allocates accountability for cleansing, solid waste disposal, refuse removal and dumping of refuse to Local Government (Republic of South Africa, 1996:79, 141-145). Accordingly, solid waste management in South Africa is predominately a Local Government function (National Treasury, 2011 & SALGA, 2015:63). The National Association for Social Housing Organisation indicates that South Africa does not have a robust policy framework which could provide guidance towards urban regeneration (NASHO, 2013:31). In contrast though, there is in place legislation dealing with waste management and the environment, as well as problem buildings and illegal eviction.

The laws which serve as the foundation for the environment; waste management and problem buildings in South Africa, is currently governed by means of several pieces of legislation, including:

- Hazardous Substances Act (Act 5 of 1973)
- Health Act (Act 63 of 1977)
- National Building Regulations and Building Standards Act (No 103 of 1977)
- Environment Conservation Act (Act 73 of 1989)
- Occupational Health and Safety Act (Act 85 of 1993)
- National Building Regulations and Building Standards Amendment Act (No 49 of 1995)
- The South African Constitution (Act 108 of 1996)
- Prevention of Illegal Eviction from and Unlawful Occupation of Land (Act No 19 of 1998)
- National Water Act (Act 36 of 1998)
- The National Environmental Management Act (Act 107 of 1998)
- Local Government Municipal Structures Act (Act 117 of 1998)
- Local Government Municipal Systems Act (Act 32 of 2000)

- Mineral and Petroleum Resources Development Act (Act 28 of 2002)
- National Environmental Management: Protected Areas Act (no. 57 of 2003) and Protected Areas Amendment Act (2004)
- National Environmental Management: Air Quality Act (No. 39 of 2004)
- National Environmental Management: Waste Act (Act 59 of 2008)
- National Environmental Management: Waste Amendment Act, 2014 (Act 26 of 2014)
- National Environmental Management: Integrated Coastal Management Act (No. 24 of 2008)

As identified, numerous pieces of legislation regulate Local Government's responsibilities concerning the management of the environment and solid waste. However, not all pieces of legislation are relevant to this study and it is not possible to provide details of all pieces of environmental legislation. Therefore, only the National Building Regulations Act and its amendment Acts; the National Environmental Management Act (and various amendments to this Act); the Waste Act and its amendment Act; and the Prevention of Illegal Eviction from and Unlawful Occupation of Land Act are detailed here, as part of this study.

In South Africa, the National Environmental Management Waste Act Number 59, of 2008 was enacted in March 2009 (Republic of South Africa, 2009c:1). The National Environmental Management Act and various amendments to this Act, details the impressions of participatory, cooperative and developmental environmental governance and identifies enabling structures (Republic of South Africa, 2009c:18). The Act also further deals with compliance and enforcement, providing "for Environmental Management Inspectors (EMIs), environmental impact assessment and strategic environmental assessment" (Republic of South Africa, 2009c:72).

The Waste Act establishes the role of both National and Provincial Government; and National Government's competence to legislate is established by the Constitution, to effect national strategy, uniform norms and standards and ensure the right to an environment, which is not harmful to health and well-being of the people of South Africa (SALGA, 2015:63). Furthermore, Provincial Government is required to implement the National Waste Management Strategy, Standards and Norms; whilst Local Government is required to "provide sustainable delivery of services subject to National and Provincial regulations and standards" (SALGA, 2015:63).

The objectives of the Environmental Management Waste Act are:

- (a) “to protect health, well-being and the environment by providing reasonable measures for—
 - (i) minimising the consumption of natural resources;
 - (ii) avoiding and minimising the generation of waste;
 - (iii) reducing, re-using, recycling and recovering waste;
 - (iv) treating and safely disposing of waste as a last resort;
 - (v) preventing pollution and ecological degradation;
 - (vi) securing ecologically sustainable development while promoting justifiable economic and social development;
 - (vii) promoting and ensuring the effective delivery of waste services;
 - (viii) remediating land where contamination presents, or may present, a significant risk of harm to health or the environment: and
 - (ix) achieving integrated waste management reporting and planning;
- (b) to ensure that people are aware of the impact of waste on their health, well-being and the environment;
- (c) to provide for compliance with the measures set out in paragraph (a)\ and
- (d) generally, to give effect to section 24 of the Constitution in order to secure an environment that is not harmful to health and well-being”.

Owoeye (2013:1) provides the perspective that the Environment is the sum of all “external condition and influences to which an organism is subjected”, and encompasses “primarily of man and his cultural and socio-economic lifestyles, the condition of housing, other environmental sub-systems, and the concern of various institutional management”.

The National Environmental Management Waste Act intends:

to provide reasonable measures for the prevention of pollution and ecological degradation and for securing ecologically sustainable development; to provide for institutional arrangements and planning matters; to provide for national norms and standards for regulating the management of waste by all spheres of government; to provide for specific waste management measures; to provide for the licensing and control of waste management activities; to provide for the remediation of contaminated land; to provide for the national waste

information system; to provide for compliance and enforcement; and to provide for matters connected therewith (Republic of South Africa, 2009c:2).

Amendments to the National Environmental Management Act (NEMA) 107 of 1998 has vast implications for all government departments. The repeal of Section 48 of the Principal Act 2017 of 1998, which had provided reprieve for Organs of State, in as far as any criminal liability is concerned, now has far reaching consequences for Organs of State (Republic of South Africa, 2013: 26). The repeal of this Section of NEMA, implies that the NEMA Act is now binding to all Organs of State, who can “be held criminally liable for committing any offences under NEMA”, thereby making it possible for the Organ of State to be “investigated, prosecuted and sentenced” (eThekweni Municipality, 2014a:298).

The Prevention of Illegal Eviction from and Unlawful Occupation of Land Act No 19 of 1998 (the PIE Act), was promulgated to “prohibit unlawful eviction; to provide for eviction procedures of unlawful occupants and to repeal the Prevention of Illegal Squatting Act of 195” (Republic of South Africa, 1998e:7). The most important section of the PIE act which impacts on municipalities is Section 4 (7) which states the following:

If an unlawful occupier has occupied the land in question for more than six months at the time when the proceedings are initiated, a court may grant an order for eviction if it is of the opinion that it is just and equitable to do so, after considering all the relevant circumstances, including, except where the land is sold in a sale of execution pursuant to a mortgage, whether land has been made available or can reasonably be made available by a municipality or other organ of state or another land owner for the relocation of the unlawful occupier, and including the rights and needs of the elderly, children, disabled persons and households headed by women.
(Republic of South Africa, 1998e:7)

This section of the Act clearly indicates that the eviction of persons illegally occupying land or buildings, can only be undertaken, if relocation arrangements have been made, to accommodate the unlawful occupier of the property. This then places the impact and cost directly in the hands of Local Government, who have jurisdiction over all land and buildings in each of the municipalities.

3.14 Context of eThekweni Municipality inner-city as a case-study

“The vision of the City is that by 2030, eThekweni will be Africa’s most Caring and Liveable City” (eThekweni Municipality, 2016a)

KwaZulu-Natal is estimated to have “19.6% of the total population of South Africa” in 2017, which is 11 million people. This is the second highest percent of the population in a province, with Gauteng having 25.3%. (Statistics South Africa, 2017:3). Out of the estimated 11 million of the population in KwaZulu-Natal, an estimate of 3.7 million people, reside in the eThekweni Municipality (eThekweni Municipality, 2016h:3-4).

EThekweni Municipality is located over an expanse of approximately 2 297km² (Statistics South Africa, 2016).

EThekweni is known as the home of Africa's best-managed, busiest port and is also a major centre of tourism because of the city's warm subtropical climate and extensive beaches (eThekweni Municipality, 2016a)

3.14.1 The History of Durban

The history of Durban reflects that in nineteen hundred, Durban had a “sewerage system, hardened road and water reticulation” (eThekweni Municipality, 2016b). “Many people from the then Transvaal travelled using the railway system and vacationed in the town, establishing Durban as a major tourist destination” (eThekweni Municipality, 2016b). British troops disembarked at Durban, when the colony experienced conflicts (eThekweni Municipality, 2016b).

Durban was gained the status of being a city, in 1935, after a number of suburbs became incorporated into the town (eThekweni Municipality, 2016b). After World War II, Durban “was defined largely by the implementation of apartheid and the struggle for equal humanity that ensued” (eThekweni Municipality, 2016b). When the Group Areas Act was implemented, the City Council took a decision to build formalised communities, and African workers, were housed in large townships, in the south and north of the city. This legacy has resulted in

widespread informal settlements in the region, which still continues today (eThekweni Municipality, 2016b).

South Africa had its first democratic election in 1994, which transformed Durban holistically, and in 1996 the Durban Metropolitan Region came into being, by incorporating large areas situated in the west, north and the south of the city. Durban became a Unicity in the year 2000, due to further expansion (eThekweni Municipality, 2016b). Heese and Alan (2007), as cited by in Reddy (2008a:89) reported that “demand for services exceeded supply, as there was a large infrastructural backlog in the city, which had used its reserves to address the backlogs, as the tax base, was not as dynamic as the vibrant economies of Gauteng cities”.

eThekweni Municipality has also had many such challenges of addressing social, economic and material needs of employees and communities. Nair (2017:6) opines that the Durban Central Business District has deteriorated with dilapidated buildings dominating the skyline. The buildings in the city have become derelict and they have been high-jacked by drug lords, prostitutes and street children (Nair, 2017:6). Criminal activities and the state of buildings in the inner-city of Durban, due to poor management and illegal squatters has been raised as a concern for investors (Ndaliso, 2017:1).

Other issues experienced by the eThekweni Municipality relate to by-law enforcement and compliance, general cleanliness, verge maintenance, illegal land use, illegal businesses, and potholes (eThekweni Municipality, 2016f:3). One of the most crucial factors in moving towards a greener and more sustainable economy, is the behaviour change of everyday South Africans, who should be driven by an increasing attentiveness towards sustainable development, and social and environmental responsibility (Republic of South Africa, 2012:200). However, as social cohesion, subsequent to democracy has not been effectively addressed by government, behaviour patterns of the population has not altered, since the days of apartheid.

3.14.2 Governance Arrangements

Within South Africa, municipalities have municipal councils, which are responsible for decision making; and municipal management and employees, who implement the decisions determined by the municipal council (Nzimakwe, 2015:63). Therefore, Governance within

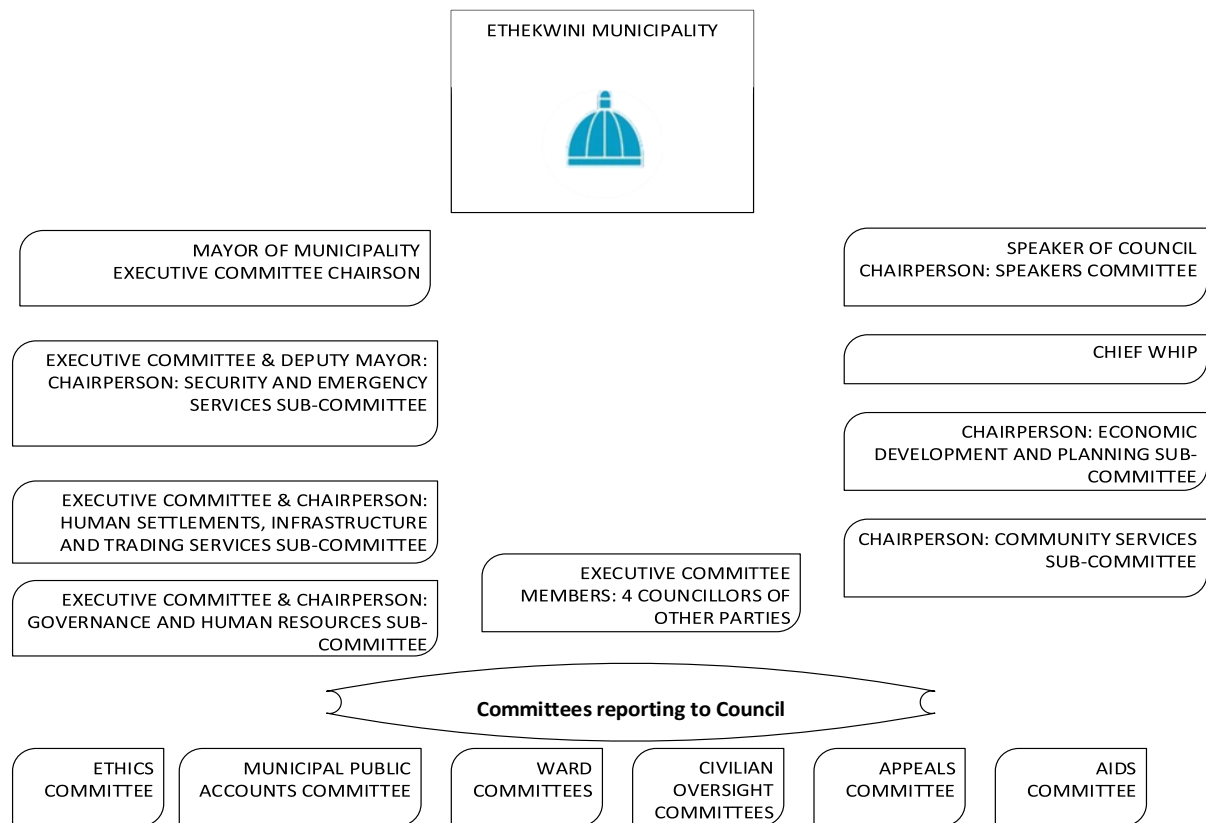
municipalities, include both the political and administrative components. According to Nzimakwe (2015:63), the greater metropolitan regions have metropolitan municipalities as Local Government, which is the case within the eThekweni Municipality. The governance arrangements for the eThekweni Municipality starts at the municipal council level, and the elected council members, which are the political component, are legislatively allowed to “pass by-laws and approve policies” for the municipality (Nzimakwe, 2015:63). Not only are municipal councils allowed legislative authority, the councils also exercise executive authority, within the geographical space of the municipality, as provided for by the Constitution of South Africa (Nzimakwe, 2015: 64).

3.14.2.1 Political Governance

The eThekweni Municipal Council was elected in August 2016, for a period of 5 years. The municipality is a Category A municipality, classified as a metropolitan municipality and is led by the African National Congress (ANC). The municipality functions within a “Collective Executive System, combined with a Ward Participatory System” (eThekweni Municipality, 2019b). The Mayor of the eThekweni Municipality is supported by the Executive Committee of Council, which is a multi-party committee. The Executive Committee, with the other Committees of Council provide governance oversight, over all processes within the municipality (eThekweni Municipality, 2019b).

The structure for the political governance component for the eThekweni Municipality is reflected in Figure 3.2.

Figure 3.2: Political Governance: eThekweni Municipality



Source: Adapted from eThekweni Municipality (2019a)

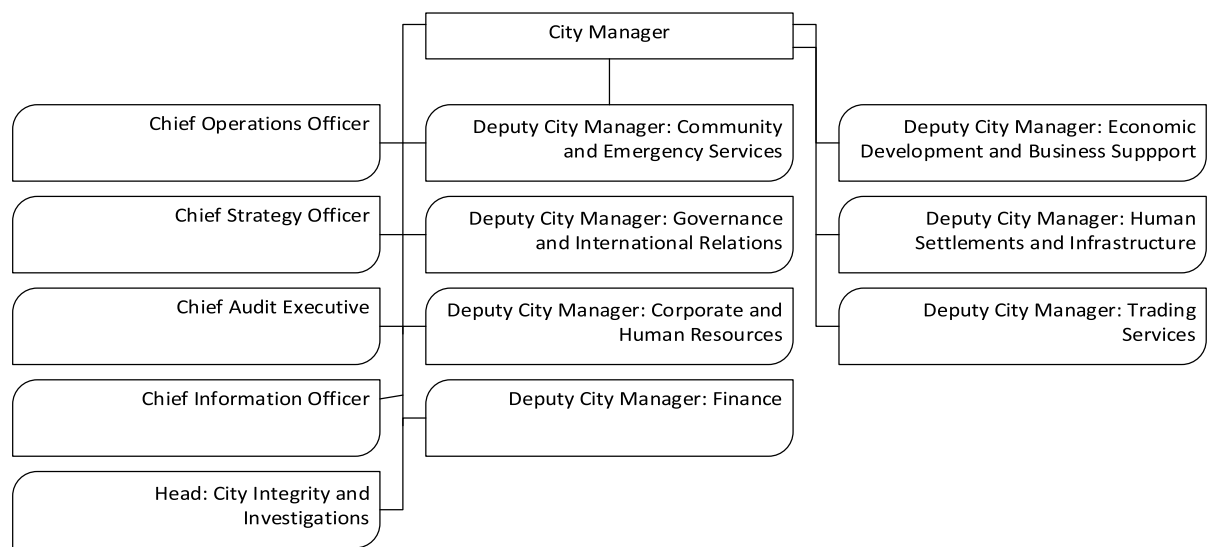
According to Figure 3.2 above, it is clearly reflected that the Mayor is the Chairperson of the Executive Committee of the Municipal Council, and is supported by the other eleven members, which are the Deputy Mayor, the Speaker of Council, the Chief Whip and four other African National Congress (ANC) councillors, as well as four councillors representing the other parties of Municipal Council, proportionally. Figure 3.2 also reflects on the various committees which report directly to council, and which include the Ethics Committee, the Municipal Public Accounts Committee, Ward Committees, Civilian Oversight Committees, Appeals Committee and the Aids Committee.

3.14.2.2 Administrative Governance

The first level of the administrative governance structure is the overall high level of the organisation, which reflects the City Manager, who is the Accounting Officer. As reflected in Figure 3.3, reporting directly to the City Manager, are the Senior Management team, comprising of the Chief Operations Officer, the Chief Strategy Office, the Chief Audit

Executive, the Chief Information Officer and the Head: City Integrity and Investigations (eThekweni Municipality, 2015e:3). The municipality also has seven clusters, which are overseen by Deputy City Managers and include Community and Emergency Services, Economic Development and Business Support, Governance and International Relations, Human Settlements and Infrastructure, Corporate and Human Resources, Trading Services and Finance (eThekweni Municipality, 2015e:3).

Figure 3.3: eThekweni Municipality Organisational Structure



Source: Adapted from eThekweni Municipality (2015e:3)

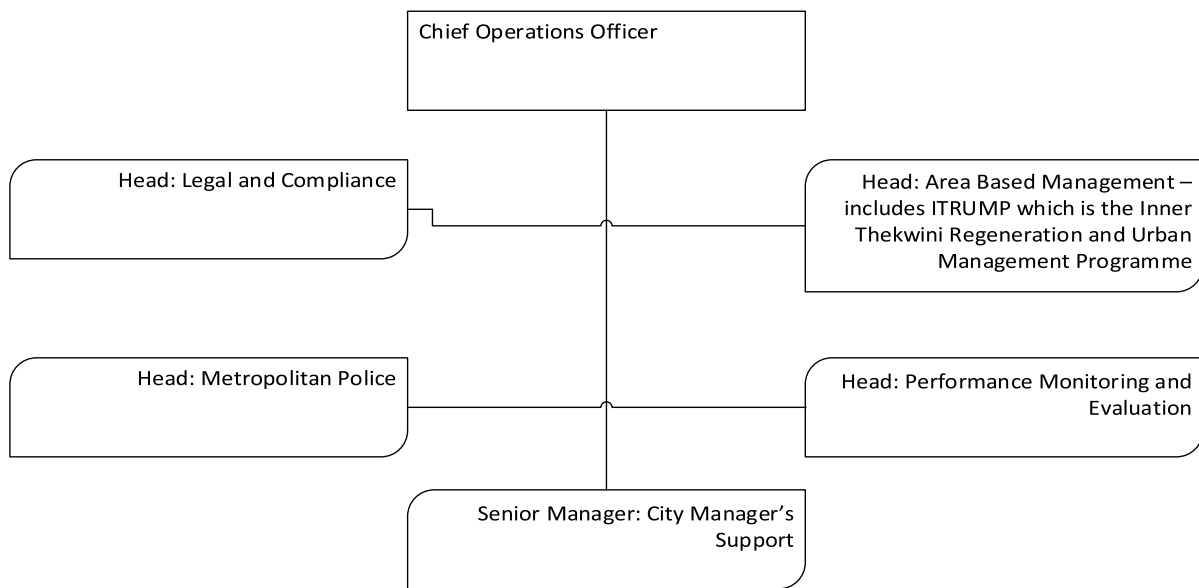
3.14.2.3 Structure of units responsible for urban regeneration and initiatives implemented by eThekweni Municipality

EThekweni Municipality encompasses a number of units or departments, which undertake strategies, programmes and projects to address urban regeneration. These include the Area Based Management Team, the Urban Management Zone Team, the Urban Regeneration Team, the Waste Management Team and the Enforcement Team. Due to the extensive nature of the metropolitan municipality, each of these Units have different reporting lines and structures. Ultimately though, all the Units report to the City Manager, who is the Accounting Officer of the municipality. The Units which were relevant to the study have been extracted from the main organisational structure of the municipality, in order to reflect the reporting lines, as well as the various initiatives implemented by the municipality.

A) Chief Operations Office

The Chief Operations Office, which reports directly to the City Manager, as reflected in Figure 3.3 above, and has various units reporting into the structure. Area Based Management, Legal and Compliance, the Metropolitan Police, and the Performance Monitoring and Evaluation Unit reports directly to the Chief Operations Office, as reflected in Figure 3.4 below.

Figure 3.4: Chief Operations Office



Source: Adapted from eThekwini Municipality (2015e:4)

Although all units within the Chief Operations Office have a role to play in addressing urban regeneration, the focus will be on the Area Based Management Unit and the Metropolitan Police Unit, which have greater responsibilities towards urban regeneration. The details of the initiatives undertaken by these units are detailed as below:

i) Area Based Management Unit (ABM)

The ABM Unit is responsible for reporting issues of maintenance and cleanliness, to the Units responsible for undertaking the necessary action. There are several Area Based Management teams reporting within the unit, which include Cato Manor, South Durban Basin (SDB), inner-city Thekwini Regeneration and Urban Management Programme (iTRUMP), Inanda, Ntuzuma, Kwa-Mashu (INK) and the Rural and Traditional Areas (eThekwini Municipality,

2019b). In addition, the Urban Management Zone programme is located within the Area Based Management Unit. The iTRUMP office, which deals with problem buildings, within the inner-city of the municipality, the Urban Zone Management (UMZ) Team, dealing with challenges within the inner-city and the ‘Clean and Maintain My City Campaign’ which is facilitated by the ABM Unit, are most relevant for this study.

a) Clean and Maintain My City Campaign

The ABM Unit facilitates the Clean and Maintain My City Campaign. The intention of the Clean and Maintain My City Campaign is:

To design and implement a long-term attitude modification programme, using communications and community mobilisation, to establish a sustainable culture of general cleanliness, compliance to by-laws and adherence to environmental protocols – thus making Durban the most caring and livable city in Africa by 2030 (eThekweni Municipality, 2013a:2).

The municipality’s Clean and Maintain My City programme started in 2012 and was re-launched by the eThekweni Mayor in 2016, when he pleaded with the communities of the eThekweni Municipality that “Attitudes MUST be changed, and actions MUST be taken” to not litter (eThekweni Municipality, 2016f:1).

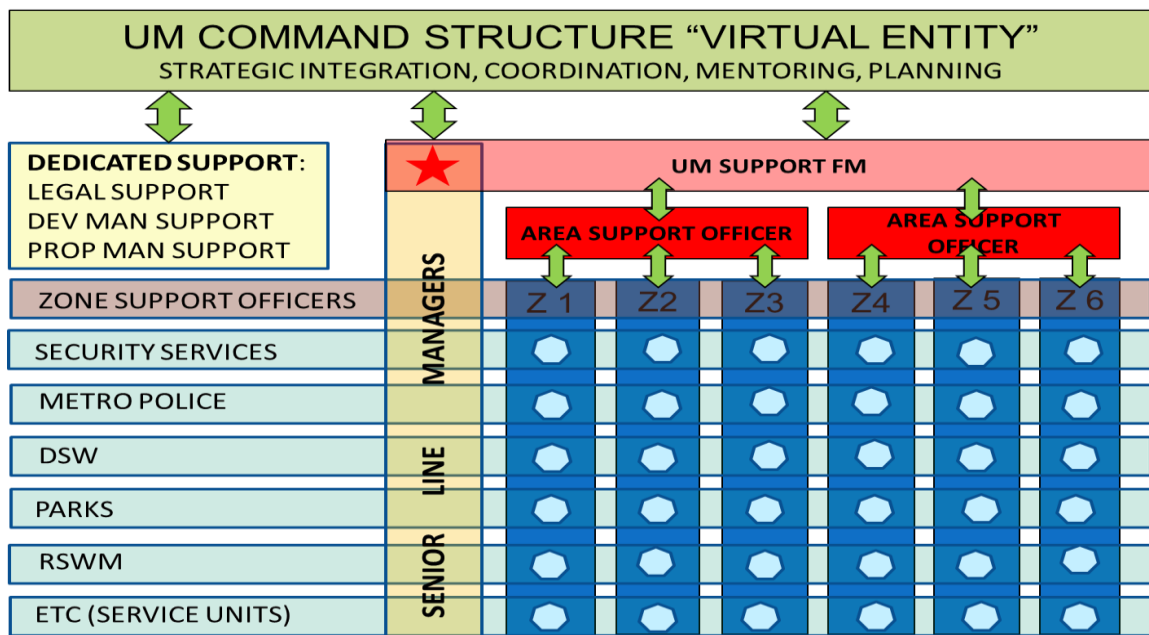
The objective of the campaign is to have stakeholders “take charge of the spaces in which they live, play and work” (eThekweni Municipality, 2016f:1) and the focus of the interventions is on urban renewal, community and social upliftment, communications and community mobilisation and enforcement (eThekweni Municipality, 2016f:3)

b) Urban Management Zones

eThekweni Municipality has implemented Priority Zones, which operate the same way as Precinct Management or the CID functions and are known as the UMZ programmed and is managed by the ABM Unit. The primary intention of the Priority Zone Project was to manage, safeguard, protect and develop council assets (Edkins, 2013:25). The Priority Zone Plan includes once off clean-ups, which consists of “litter picking, poster and sticker removal,

painting of light poles, weed removals, removal of vagrants, pothole and paving repairs, monitoring and reporting of illegal activities, and all-day security and patrols at night” (Edkins, 2013:41). Figure 3.5 reflects the process followed in the Urban Management Zone Structure, which reflects the Dedicated Support, Zone Support Officers, the various units involved, as well as the Area Support Officers responsible for each Zone.

Figure 3.5: Urban Management Zone Structure



Source: Adapted from eThekwini Municipality (2013b)

c) iTRUMP - Inner-city Thekwini Regeneration and Urban Management Programme

‘iTRUMP’ deals with regeneration within the inner-city area which covers the “Umngeni River in the north, the Beachfront and Point to the East, Victoria Embankment to the South and Warwick Avenue, Umngeni Road to the west” (eThekwini Municipality, 2018a). iTRUMP is an Area Based Management Programme for the inner-city of Durban and was implemented in order to strengthen the regeneration of the inner-city (eThekwini Municipality, 2018a).

The inner-city eThekwini Regeneration and Urban Management Programme concentrates on six key outcomes which are “increasing economic activity; reducing poverty and social isolation; making the inner-city more viable; effective and sustainable urban management; improving safety and security and developing institutional capacity” (eThekwini Municipality, 2018a).

ii) Metropolitan Police Unit

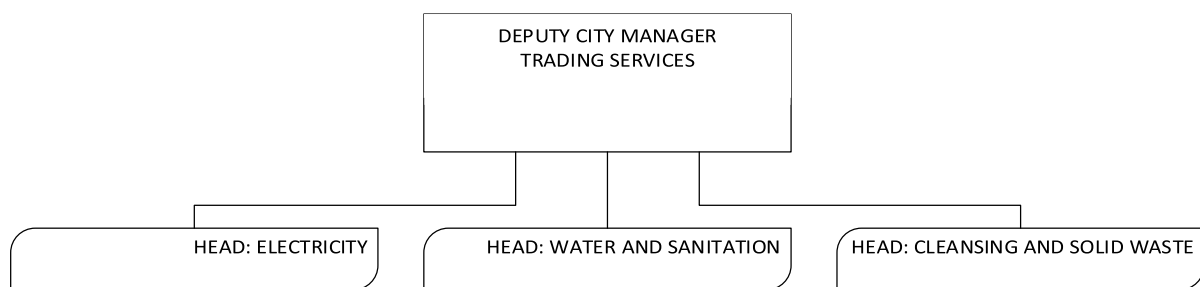
In addition to the various programmes, which have been implemented by the city to address the challenges around urban degeneration, By-laws and the enforcement of By-laws has been identified as a critical element, within the municipality.

The Metropolitan Police is the enforcement agent for the municipality. Enforcement is a critical aspect for the municipality. By-laws have been implemented by the city and it is important that enforcement of these by-laws occur. The eThekweni Municipality Metro Police Unit, have been mandated with the enforcement of these by-laws and during April 2017, embarked on vigorously enforcing the By-laws (Nkabane, 2017:2). Metro Police issued two thousand, two hundred and thirteen (2213) fines for a range of transgressions within the city and the Police indicated that they will be taking a zero-tolerance approach by initiating various enforcement operations (Nkabane, 2017:2).

B) The Trading Services Cluster

The Trading Services Cluster, which reports directly to the City Manager is articulated in the figure below:

Figure 3.6: Trading Services Organisational Structure



Source: Adapted from eThekweni Municipality (2015e:12)

The Trading Services Cluster is overseen by the Deputy City Manager, who reports directly to the City Manager. Figure 3.6 reflects the Electricity, Water and Sanitation and Cleansing and Solid Waste, who report directly to the Deputy City Manager.

For purposes of the study, only the programmes undertaken by the Cleansing and Solid Waste Unit, were articulated, and although, the Electricity and Water and Sanitation Units also contribute towards Urban Regeneration, these were not discussed in this study.

i) Cleansing and Solid Waste Unit

The Waste Management Unit, which is known as the Cleansing and Solid Waste Unit (CSW) reports directly to the Trading Services Cluster, which is overseen by a Deputy City Manager, who reports to the City Manager.

The mission of the CSW Unit according to the Strategic City Review Information Gathering for CSW is:

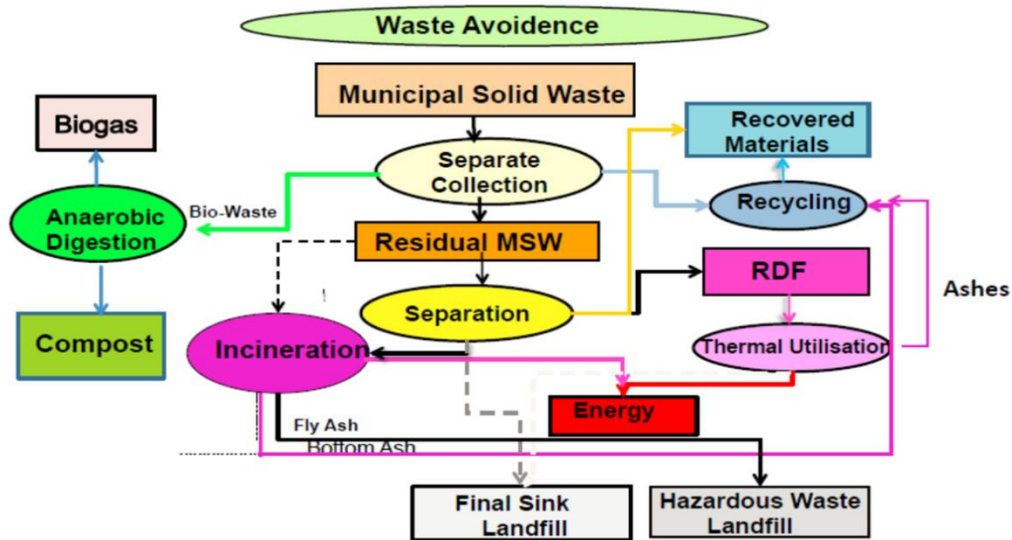
To protect the environment and enhance the health of the communities of eThekweni Municipality, by providing reasonable measures for the prevention of pollution and ecological degradation, and to ensure compliance and enforcement through an environmentally acceptable, cost effective and sustainable waste management service recognising waste as a valuable resource (Rampersad, 2018:2).

The core functions of the CSW Unit is to collect and transport industrial, commercial and domestic waste; provide and manage skips and wheelie bins; manage landfills, garden sites, and transfer stations; recover methane gas produces from landfills to use as a source of energy for electricity generation; clean streets and remove litter; recycling services through orange bags; manage illegal dumping; community education and awareness programmes (Rampersad, 2018:3). The following figure reflects the Municipal Services Waste Management Technologies, which is a strategy for the eThekweni Municipality.

Figure 3.7: eThekweni Municipality Waste Management Technologies

WASTE MANAGEMENT TECHNOLOGIES

Concept for sustainable MSW Management



Source: Adapted from Cleansing and Solid Waste (2018)

Figure 3.7 reflects the strategy for Waste Avoidance from waste separation to composting and biogas, to recovering materials through recycling, and creating Energy, as well as separating to Sink Landfill and Hazardous Waste Landfill.

The CSW Unit have also undertaken a number of cleaning programmes within the inner-city of Durban. The latest of these operations is the Operation Spring Clean eThekweni or '*Khuculul'iTheku*' project.

a) Operation Spring Clean eThekweni/ '*Khuculul'iTheku*'

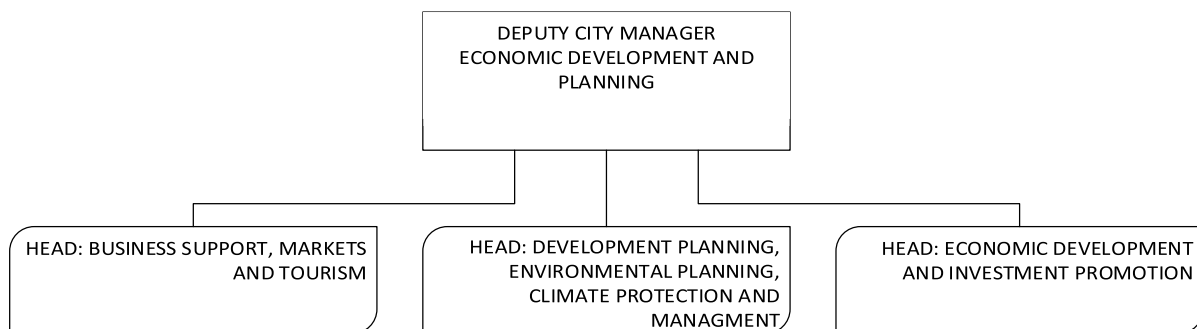
In 2017, the city launched the Operation Spring Clean eThekweni/ *Khuculul'iTheku* project. The Mayor of eThekweni Municipality requested the residents and officials of the municipality to take ownership of the city in cleaning up the city (eThekweni Municipality, 2017e). Durban needs urgent attention regarding issues of crime, dirt and crime and that the city is negatively affected by filthy streets, bad buildings, illegal activities and contravention of by-laws (eThekweni Municipality, 2017e). Therefore, the municipality embarked on a holistic clean-up

campaign in September 2017, known as *Khuculul'iTheku* (eThekweni Municipality, 2017e). The objectives of the Operation Spring Clean/ *Khuculul'iTheku* is to get buy-in from municipal units, stakeholders, business and communities in eThekweni Municipality; promote good waste management practices; and create a sense of responsibility and ownership towards the environment (eThekweni Municipality, 2017a:2).

C) The Economic Development and Planning Cluster

The Economic Development and Planning Cluster has three units which includes the Business Support, Markets and Tourism Unit; the Environmental Planning, Climate Protection and Management Unit; and the Economic Development and Investment Promotion Unit, as reflected in Figure 3.8 below.

Figure 3.8: Economic Development and Planning Cluster



Source: Adapted from eThekweni Municipality (2015e:6)

The Unit most involved in Urban Regeneration is the Development Planning, Environmental Planning, Climate Protection and Management Unit. Three of the programmes undertaken by the Unit are the Urban Improvement Programme, the Urban Regeneration Programme, and the Radical CBD Clean-up Programme which is detailed as follows.

i) Urban Improvement Projects (UIP)

In 2008, the UIP project was established in partnership with the eThekweni Municipality in certain areas, including the Umhlanga area. The partnership aimed to be a similar concept to

the Cape Town Partnership project and New York's Partnership programme (eThekweni Municipality, 2017b:1-2). The reason for establishing such a project was to address challenges encountered which included a lack of investment and business confidence; low affordability levels; and poorly managed infrastructure (eThekweni Municipality, 2017b:1). The main objectives of the project were to create economic opportunities, brand and market the eThekweni region, restore investor confidence, secure property values, act as a catalyst for social and environmental sustainability and ensure that safety and security measures are in place (eThekweni Municipality, 2017b:4-6).

ii) eThekweni Municipality Inner-city Regeneration Strategies

One of the main programmes which the eThekweni Municipality is rolling out is the inner-city Regeneration Plan, which is detailed in the inner-city Local Area Plan (LAP) for the city (eThekweni Municipality, 2016g:1). The inner-city LAP, as part of its strategic input has identified numerous challenges, which the eThekweni Municipality is facing (eThekweni Municipality, 2016g:32, 51-52). The key challenges related to this urban renewal study, which was identified by the inner-city LAP, is the increased management of waste generation experienced by the city, with the influx of people into its borders; a lack of pride of the residents of the city; bad buildings; street sleepers; congested pedestrian space; and infrastructure degradation (eThekweni Municipality, 2016g:32, 51-52).

The Urban Renewal programme focuses on restoring the city to a better condition through the Urban Management Plan by focusing on the following:

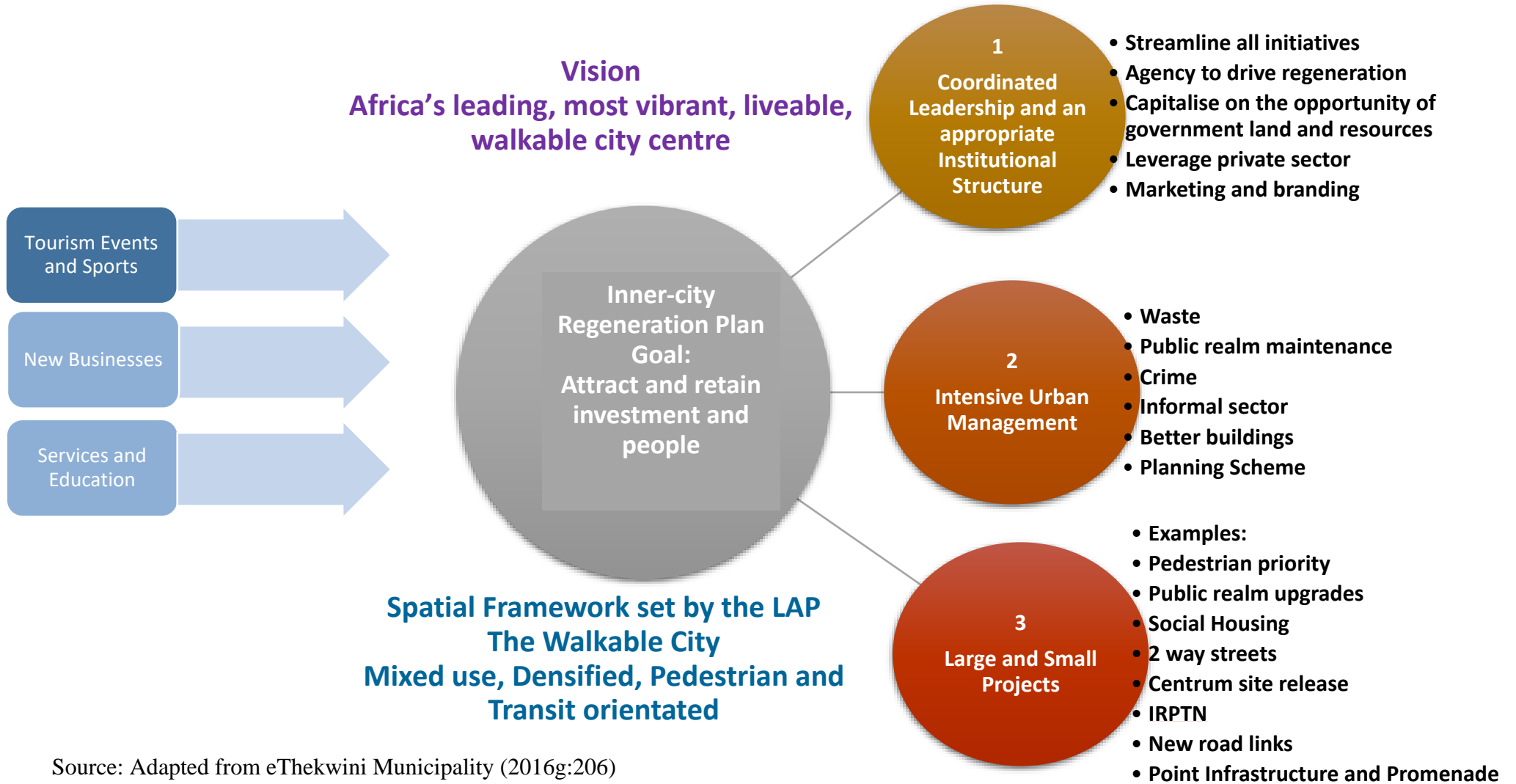
- a revitalisation plan based on critical issues identified, for each zone;
- Community and Social upliftment, focusing on safety and security, underground city, and homeless people living in the streets;
- Communications and community mobilisation, which focuses on instilling civic pride, changing attitudes and behaviour on issues of litter, pollution, dumping, by-law compliance and mobilising support on the 'Clean and Maintain My City' vision".
- Enforcement – monitoring of compliance with by-laws

(eThekweni Municipality, 2016f:3)

The eThekweni Municipality introduced the programme within the inner-city, to address the challenges of urban decay, unclean city streets and bad buildings (eThekweni Municipality, 2017c:3). The eThekweni Municipal Council approved the first phase of the Inner-city Local Area Plan and Regeneration Strategy to be implemented, which is focused on revitalising the inner-city so that “Durban can be Africa’s most leading, vibrant, and walkable city by 2040, by addressing safety, security, and bad buildings” (eThekweni Municipality, 2017c:3).

A partnership with the Durban Chamber of Commerce and Industry and the Urban Renewal Office is intended to ensure that businesses partner with the municipality to stimulate the regeneration programme, with the Mayor being the political champion (eThekweni Municipality, 2017c:3).

Figure 3.9: eThekweni Municipality Inner-city Regeneration Strategies



The main goal of the inner-city Regeneration strategy, as reflected in Figure 3.9 is “to attract new and retain existing investment and people within the inner-city of eThekweni”; and primary strategies were identified after stakeholder engagement (eThekweni Municipality, 2016g:205). The primary strategies are synchronised leadership and a suitable structure; concentrated urban administration; and both small and large projects (eThekweni Municipality, 2016g:205). The intention is that the components of the strategies working together, must achieve the vision of the inner-city, which is to be “Africa’s leading, most vibrant, liveable, walkable city centre” (eThekweni Municipality, 2016g:205). Each of the strategies have components aligned to them, as reflected in Figure 3.9.

iii) Radical CBD Clean-Up

A short term programme, which supported the urban regeneration programme of the city, was implemented between August 2017 to June 2018, and “focused on getting the basics right by integrating and up-scaling city initiatives”; set a foundation for the roll-out of the Urban Regeneration Master Plan 2040; sought to restore confidence in city management and change perceptions of the inner-city; and focused on five (5) initiatives of crime reduction & safety, city cleansing, building partnerships with key stakeholders, and communication, education and awareness (eThekweni Municipality, 2017j:2).

The Radical CBD clean-up was implemented by the municipality in 2017, as it was identified that the current state of the eThekweni CBD was as a result of economic decline, congestion due to inefficient transportation; increased crime, grime; and ineffective regulation of the informal trade, taxi industry, traffic and land use which has resulted in urban degeneration through vacant and badly maintained buildings; squatting, illegal conversions and overcrowding; high levels of poverty, drug and alcohol abuse, and inadequate public spaces; illegal dumping and littering and poorly maintained public areas (eThekweni, 2017j:3).

The key clean-up activities included an holistic approach towards urban management; continuous 24/7 security provision within the precinct; media education and awareness; awareness of By-laws, enforcement regarding illegal land use, bad buildings, nuisance, informal trading, environmental health and outdoor advertising; renovation of city-owned

buildings and upgrading of the public realm; and creating partnerships with the private sector, NGO's and property owners on encouraging the management of waste (eThekwini, 2017j:6).

3.14.3 Legislation, Policy Framework and By-laws guiding eThekwini Municipality

The implementation of the various strategies, programmes and projects of the municipality is supported by the legislative framework for South African Local Government, and the eThekwini Municipality has also introduced various policies and by-laws which are applicable within the municipal environment. These include:

- a. The eThekwini Municipality Integrated Waste Management Plan (IWMP).
- b. The Waste Removal By-law
- c. The Nuisance and Behaviour in Public Places By-law
- d. The Storm-water Management By-law
- e. The Problem Building By-law
- f. The Informal Trading By-law

a. The eThekwini Municipality IWMP guides waste management for the municipality. The purpose of the IWMP (eThekwini Municipality, 2016l:10) is to establish the following:

- Objectives and priorities for waste management
- Targets for collection, minimisation, re-use & recycling
- Approaches to planning for new disposal facilities
- Methods of decommissioning existing waste disposal sites

b. The Waste Removal By-law was introduced in 2016 and covered the following matters: the provision of removal services for both domestic and commercial waste; providing temporary waste storage; inclusion and regulation of removal of contractors for collection and removal of waste; garden refuse sites; proper arrangements for special industrial, hazardous and health care waste; recycling; disposal of building waste; commitments for event waste; waste management plan obligations; waste disposal site behaviour; and penalties for offences (eThekwini Municipality, 2016d:6). "The penalty for non-compliance is set at an amount not exceeding R500 000 or imprisonment not exceeding 10 days for each day the offence continues, or both penalties" (eThekwini Municipality, 2016d:49).

c. The Nuisance and Behaviour in Public Places By-law, regulated in 2015, deals with “conduct and behaviour of persons in public places; lists prohibited conduct; applies in some instances to private premises; and introduces a warning notice for conduct which cannot be stopped immediately” (eThekwini Municipality, 2016e:15-16). “The fine imposed for non-compliance is an amount not exceeding R40 000 or imprisonment not exceeding 2 years, or both penalties” (eThekwini Municipality, 2016e:26).

d. The Storm-water Management By-law was regulated in 2017 in order to “regulate storm-water management systems; provide measures to adapt to climate change and densification; protection and preservation of the natural environment; provision for rainfall and storm-water developments to be done in a safe and sustainable manner, while pursuing economic development” (eThekwini Municipality, 2017f:2). Non-compliance attracts a “penalty of an amount not exceeding R10 000 or imprisonment not exceeding 6 months or both penalties” (eThekwini Municipality, 2017f:13).

e. By-laws on Problem Buildings have also been regulated by the City Council. The Problem Building By-law adopted by the Municipal Council “provides for procedures for declaring a ‘Problem Building’ as well as dealing with the rehabilitation of buildings” (eThekwini Municipality, 2016e:4). The penalty for “non-compliance is set at an amount not exceeding R500 000 or imprisonment not exceeding 3 years, or both penalties” (eThekwini Municipality, 2015c:16).

f. The Informal Trading By-law was issued in 2014 and amended in 2017. The essence of the Informal Trading by-law is to “afford opportunities to trade informally, identify informal trading spaces, providing for trading permits on municipal property, prohibiting informal trading in specific areas, regulating the conduct of traders, ensuring measures for health and safety, and identifying offences and penalties for non-compliance which is a fine not exceeding R5000 or imprisonment not exceeding one year or both” (eThekwini Municipality, 2014b:2; eThekwini Municipality, 2017g:2).

The challenges faced by the city, however in ensuring compliance to the legal framework includes the effective enforcement of both the legislation and the by-laws.

Without proper enforcement capabilities or resources, even the most advanced legislation will fail. Furthermore, Mannie and Bowers (2014:431) contend that there is failure to fully comprehend the national, provincial, and Local Government regulations and the legislative framework; and that officials who are tasked with waste management responsibilities do not have a clear understanding in order to implement the legislation as required. This then impacts on the cleanliness of the city streets.

3.14.4 The challenges arising from the urban regeneration initiatives implemented by eThekweni Municipality

The City of Durban has initiated numerous programmes concerning the clean-up of city spaces, including the Clean and Maintain My City campaign (eThekweni Municipality, 2016f:1), and has also attempted to enforce by-laws concerning problem buildings and litter over the years, nevertheless, these efforts seem to be unsustainable in the long term. Programmes which have been implemented previously by eThekweni Municipality, also includes the 'Keep Durban Beautiful' programme, verge garden competitions, and in 2017 the *Khuculul'iTheku* holistic clean-up project. However, these programmes and projects are not seen to be sustainable, as there is continuous media feedback that the city is filthy and plagued by bad buildings and urban decay.

Given that the Units involved in the cleaning and maintaining the city, are in different clusters, it is apparent that this has led to a situation of silo mentality. Many of the projects related to urban regeneration are undertaken within the units, without involving other units, undertaking projects with the same ultimate aim.

By-laws have also been implemented by the eThekweni Municipality; however, the city has been faced with several challenges regarding the enforcement of these by-laws. Municipal records reveal that many of the fines for non-compliance to the by-laws was written off, for various reasons, in subsequent years.

Another challenge as reported in February 2017, was that the City of Durban was filled with uncollected rubbish bags, which was not collected by Durban Solid Waste, due to strike action by the Solid Waste staff (Uncollected rubbish, 2017:2). Streets around tourist attractions were

also filthy with heaps of refuse, and the rubbish bags were attracting rats and gave off a bad stench (Uncollected rubbish, 2017:2). The spoke-person at the Cathedral in one of the streets which was filled with rubbish bins, complained that cleanliness in the area was an ongoing problem, as once the streets are cleaned, it becomes dirty ‘a few moments later’ (Uncollected rubbish, 2017:2).

According to the eThekweni Municipality “Management is aware of the issues concerning crime, dirt and grime, that streets are filthy, that there are problem buildings, illegal activities and that there are contraventions of by-laws” (eThekweni Municipality, 2017e:1). The challenges confronted by the city include crime and grime, abandoned and invaded buildings, traffic congestion, informal traders, migration of businesses out of the central business district and road safety particularly for pedestrians (eThekweni Municipality, 2015a). It is apparent, therefore, that the eThekweni Municipality has implemented many initiatives to address the cleanliness of the city and urban decay, but these have not been successful in sustaining a clean, attractive and well-maintained city.

3.14.5 Profile of each inner-city ward identified for the study

The focus of the study is concentrated on three wards, which are located within the inner-city of Durban. These are wards 26, 27 and 28. The following ward information is obtained from the Metro Ezasegagasini ‘Know Your Ward’ insert in The Mercury Newspaper.

3.14.5.1 Ward 26

Ward 26 has 10 092 formal households, which are mainly high rise flat-type households situated in North Beach, South Beach, the Durban Station area and the Point waterfront area of Durban, South Africa (Payet, Mbatha & Dimba, 2018:14-15). The ward is made up of a population of 22 544 Blacks, 1 439 Coloured, 6 458 Indian and 3 539 Whites (Payet et al., 2018:14-15). The main features of the ward are the Point Water Development project, including the Ushaka Marine World, which is a world class water park and sea world (Payet et al., 2018:14-15). The Port of Durban is also situated in the ward, and the newest developments in the ward includes the new cruise liner terminal; the R300 million promenade extension;

Residential Development on the beachfront; upgrades to streets and sidewalks; and an extension to the Magistrates Court (Payet et al., 2018:14-15).

Communities have access to 2 municipal clinics, library facilities, a public swimming pool, 22 parks and play-lots (Payet et al., 2018:14-15). Furthermore, that “99% of the households in the wards have access to water, sanitation and electricity and 100% of the households have access to solid waste services” (Payet et al., 2018:14-15). The main challenges identified in the ward is the “lack of accommodation; underdeveloped privately owned buildings; derelict buildings; high levels of crime; homelessness; and vagrancy” (Payet et al., 2018:14-15).

3.14.5.2 Ward 27

Ward 27 is made up of the following areas: Greyville and Morningside. The ward councillor of the area indicates that Statistics South Africa classifies the area as one of the most integrated and diverse areas in the city (Payet et al., 2018:14-15). There are 10 259 households in the area, which are made up most of White and African households. EThekweni Municipality estimates that there are 9 954 Whites, 6 813 Blacks, 4 955 Indians and 1007 coloured inhabitants in the ward (Payet et al., 2018:14-15).

The main projects in the area are the Greyville Tennis Club; park upgrades; and maintenance and upgrade programmes (Payet et al., 2018:14-15). The challenges which are encountered in the ward include old infrastructure, leading to the water-loss and water outages in the area; lack of a community hall; high levels of crime; prostitution; vagrancy; derelict buildings; illegal developments; and general cleanliness of the area (Payet et al., 2018:14-15). “99% of the households in the wards have access to water, sanitation and electricity and 100% of the households have access to solid waste services” (Payet et al., 2018:14-15).

3.14.5.3 Ward 28

This ward includes the Berea and Central Durban area (Payet et al., 2018:14-15). The ward has two old age homes, student accommodation, taxi ranks, residential and business, which includes formal and informal business (Payet et al., 2018:14-15). The ward comprises of 16 762 Blacks, 799 Coloureds, 3 921 Indian and 1215 Whites (Payet et al., 2018:14-15). Major

projects in the area include the upgrade of the Warwick Market; the Thokoza Women's hostel; taxi rank revamps which is part of the inner-city regeneration plans; and facilities for informal traders selling meat, beads and mealies (Payet et al., 2018:14-15).

The main concerns in the ward are high levels of crime, cleanliness off the streets and derelict buildings (Payet et al., 2018:14-15). The communities have access to 3 municipal clinics; 2 library facilities; and 22 parks and play-lots. 99% of the communities have access to Water and Sanitation, and Electricity and 100 % have access to solid waste services (Payet et al., 2018:14-15).

The analysis of each ward, provided consensus, that derelict buildings and the general cleanliness are some of the main concerns within the inner-city. The contributing factors towards the derelict buildings and general cleanliness of the area are the homelessness, illegal street trading, informal traders, crime and vagrancy problems (Payet et al., 2018:14-15).

3.15 Conclusion

Chapter Three of this research study provides an overview of Local Government and the status of Local Government prior to 1994. Various legislation enacted over the years since 1994, was to ensure that Local Government has a relevant legal foundation on which to operate, as well as to address urban regeneration. However, the legislation has had to be amended over the years, in order to address the changing circumstances within South Africa. Many of the founding legislation, for example, the Constitution of the Republic of South Africa, however, has stood the test of time.

Political and administrative leadership is critical in order to ensure sustainable development, as well as address the impact of democratisation. The challenges experienced by Local Government are have impacted on by the transformation within cities, especially due to the influx of people into urban areas which further impacts on the economy of the region. The efficacy of the programmes rolled out by cities and the context of the eThekweni Municipality, as a case study is included in this chapter. Of critical importance to the study was the Governance arrangements which is followed by the municipality. Both the Political and Administrative Governance responsibilities are essential for any city to transform and improve,

with the legislative and policy framework forming the basis for operations within the municipality. Wards are the level of Local Government, where service delivery and challenges can be identified and measured, and an overview of wards identified in this research are provided.

CHAPTER 4 : RESEARCH METHODOLOGY AND DESIGN

4.1 Introduction

The first three chapters of this research sought to provide a background to the research, as well as the literature review, which considered the international perspective, the African Continent outlook and the South African view, in terms of addressing urban degeneration and waste management within cities. Frameworks implemented by other cities in ensuring clean, attractive and well-maintained cities, have also been discussed to provide an all rounded view of the research problem. Utilising the eThekweni Municipality as a case study is also contextualised in the previous chapter. Chapter Four then provides the research methodology, which was applied in order to extract the relevant data to support the research findings.

Kothari (2004:8) states that research methodology includes the research methods employed, as well as the “logic behind the methods” utilised for the context of the research, and an explanation of “a particular method or technique” being used instead of another, in order that the research outcomes can be evaluated by both the researcher and readers of the research.

According to Ivankova, Creswell & Clark (2016:306), people’s appreciation of everyday matters and problems are enhanced if research is designed and conducted thoroughly, so that it contributes to extending the reader’s knowledge base. Therefore, research must be undertaken with diligence and must be a methodical examination, so that any fact, event, behaviour or theory can be discovered, interpreted or revised (Rajasekar, Philominathan & Chinnathambi, 2013:2). Kothari (2004:8) postulates that research methodology provides a systematic way to resolve a research problem, and research methods are the techniques used in conducting the research.

This descriptive case study took an empirical stance, as it provided a practical view of the eThekweni Metropolitan Municipality’s programmes and projects dealing with keeping the city clean, attractive and well-maintained. Surveys and interviews were carried out and various stakeholder perspectives were sought.

The chapter details the various systematic approaches of examination and analysis, embarked on in order to provide a basis for the context within which the research was undertaken. The process followed in the research was critical, as it facilitated the achievement of the research objectives and aims, which were as follows:

- To critically evaluate the gap between the mandatory obligations for the eThekweni Municipality concerning urban degeneration; and the tangible strategies, programmes and projects actually implemented by the municipality, specifically related to unclean streets, dumping and dilapidated buildings.
- To evaluate the efficacy of the strategies, programmes and projects implemented, as well as the enforcement of by-laws within the eThekweni Municipality, to address urban degeneration.
- To determine whether the Leadership and Governance processes impact on urban regeneration within the eThekweni Municipality.
- To establish whether other stakeholders, viz., citizens and business have actively contributed towards addressing urban regeneration.
- To design an integrative transformative model which could serve as a guideline to sustainably transform city spaces to be clean, attractive and well-maintained.

Details of the methodology, design, research instruments used, data collection processes, including the samples identified, as well as an understanding of the choice of samples, and the analysis of the data, are provided in this chapter.

4.2 Research Method

A mixed methods convergent case study approach was identified for the study into the projects and programmes employed by the eThekweni Metropolitan Municipality, in addressing the state of cleanliness, maintenance of infrastructure and the attractiveness of the inner-city. In order to obtain a comprehensive understanding of the case, it was imperative to obtain the results from analysing both qualitative information from the stakeholders as it impacted the problem identified, as well as quantitative information from the various sources available from the eThekweni Municipality. A mixed methods approach includes the following core processes: collection and analysis of both qualitative and quantitative data in response to the

research questions; integration of both forms of data and results; organisation of procedures into research designs and framing the procedures within theory or philosophy (Creswell & Plano Clark, 2018:44).

4.2.1 Case Study Approach

A case study involves the all-inclusive scrutiny of a case, which could comprise an organisation, an individual or a community (Bryman, 2012:45; Kothari, 2004:113; Nieuwenhuis, 2016:81). Data in case-studies are normally thorough, widespread, and diverse and can focus at a specific point in time or over an extended period (Neuman, 2014:40). This is corroborated by Kothari (2004:113), who states that it is a form of “study in depth rather than breadth”. Furthermore, case study research investigates in detail one or more sets of cases, by concentrating on the various details of the case including internal features and circumstances, which occur around the case (Vaughan, 1992, as cited in Neuman, 2014:40; Kothari, 2004:113). Vaughan (1992, as cited in Neuman, 2014:42) further finds that the case-study approach aligns the view from the micro level to the macro level. Typically, the mixed methods case study approach is where qualitative and quantitative data is gathered and converged in order to examine the case (Creswell & Plano Clark, 2018: 171).

However, some of the limitations of the case study approach have been identified by Kothari (2004:116) and these include the fact that case studies can rarely be compared to other cases; there are no set procedures or rules followed in the gathering of data; case studies are more time-consuming and expensive; the process is subjective; the usefulness of data is questionable as the case study is based on a number of assumptions, and case studies are regarded as having limited scope with respect to the area covered. Furthermore, case studies cannot be generalised and cannot be duplicated for other cases (Bryman, 2012:69-70).

Nevertheless, Kothari (2004:116) points out that the limitations can be de-limited or removed, especially if the researcher is consciously aware of the challenges and is well-trained in collecting, classifying and processing data. Furthermore, in recent times, quantitative and statistical methods have been applied to case studies, which make them popular (Kothari, 2004:116).

Of importance to this research study was the remark by Walton (1992 as cited in Neuman, 2014:42), which pointed out that case studies are utilised to exhibit a contributing view of “how general social forces shape and produce results in particular settings”, or as Kothari (2004:113) points out, that the objective of case studies is to “locate the factors that account for the behaviour-patterns of the given unit as an integrated totality”. This was apt for this research study, as the procedures were aimed at reviewing the general social activities and behaviour patterns within the eThekweni Municipality, which resulted in the state of cleanliness and attractiveness of the city.

The strength of case studies is that it provides thought clarity, as well as a link between theoretical or intangible concepts, with the tangible details of the case that is observed. Furthermore, it provides the ability to regulate the measures of the theoretical concepts to real-life experiences and recognised principles of evidence (Neuman, 2014:42).

Kothari (2004:115) also offers details of further advantages of using the case-study methodology, which include the following: various methods of research, depending on the prevailing conditions, can be employed including questionnaires, in-depth interviews, and review of documents, amongst others; it provides a full appreciation of the unit being studied; it allows a view of behaviour patterns; it allows the “history of the social unit and its relationship with social factors and forces involved in its surrounding environment” to be traced; it allows hypotheses formulation; it facilitates the in-depth study of “social units”; it provides the opportunity to recommend improvement measures for the relevant study case; it allows an understanding of social change over time; and it allows “the drawing of inferences” and assists in ensuring that the research process continues.

Additional strengths of utilising the case-study approach as mooted by Walton (1992 as cited in Neuman, 2014:42), are that “case studies are likely to produce the best theory”. This was quite relevant for this research, as Neuman (2014:42) indicates that as the details of the case study become familiar, new theories can be shaped or current theories can be reshaped for new or complex cases. Furthermore, the intricacies of social activities or the cause and effect of the process can be observed, providing broader clarifications of the case, and a depiction of multifaceted events which occur, over an extended period and for the area which is being researched (Neuman, 2014:42).

The case study approach was adopted for this research, as it provided an opportunity for the researcher to obtain an expanded and comprehensive understanding of the circumstances surrounding the state of cleanliness, structural maintenance and attractiveness of the inner-city of the municipality. It also provided a viewpoint for the municipality and the participants involved in the study. The case study on which this research is based, provided an overview of the impact of social activities on the area of research. Case studies regularly employ both quantitative and qualitative research approaches (Bryman, 2012:68), which was the research design that was employed in this study. The quantitative data was collected and analysed separately from the qualitative data, which included surveys and interviews. The data analysed in each of these methods was then corroborated. The data was integrated from both the qualitative and quantitative results, in a convergent design, which is a process described by Creswell & Plano Clark (2018:187-188) as a mixed methods convergent design. The convergent design process was useful in this study, as the researcher had access to the quantitative data instruments, as well as to the participants in the research study. The strength of using a complex mixed methods case study design is that it provides an in-depth and practical understanding and conclusion of the case study (Creswell & Plano Clark, 2018:188). Furthermore, the convergent design is the most ‘popular’ core design for case study projects (Creswell & Plano Clark, 2018:187).

4.2.2 Descriptive Research

The approach used in this case study employed a descriptive research basis which according to Nieuwenhuis (2016:82) reflects “an intervention or phenomenon and the real-life context in which it occurred”.

Kothari (2004:2) states that:

Descriptive research includes surveys and fact-finding enquiries of different kinds. The major purpose of descriptive research is the description of the state of affairs as it exists at present.

Kothari (2004:3) elaborates that “descriptive research uses survey methods including comparative and correlational methods”. Therefore, as this is a descriptive case study of the eThekweni Municipality, it involved actual life research taking into consideration the living

experiences of the citizens of the municipality, which is applied research, according to Rajasekar et al. (2013:8).

Neuman (2014:38) elaborates that descriptive research provides a depiction of the circumstances, social setting or relationship, and the outcome of the study should provide a response to the research question. Furthermore, descriptive researchers gather data through content analysis, surveys, field research and historical-comparative research leading to the question of why things are the way they are (Neuman, 2014:38). This research study used the elements of content analysis, field research as well as surveys, amongst other tools, to obtain a description of the situation.

4.3 Research Design

In order to navigate through this complex world, as well as adjust to varying circumstances, knowledge is important; and research, if designed adequately and conducted thoroughly, will assist in extending the knowledge base, ensuring a better understanding of the challenges and the real-world circumstances (Ivankova et al., 2016:306). Kothari (2004:32) posits that research design provides the researcher the opportunity to shape ideas in such a way that they will assist in the identification of flaws and inadequacies in the process.

Creswell (2014:41) advances that there are three main methods to research design and these are the qualitative approach, the quantitative approach and the mixed method approach. This view is supported by Ivankova et al. (2016:307), who argue that both quantitative and qualitative are established methods of research design, and the mixed methods approach is emerging in status.

The research design for this study encompassed the mixed methods convergent case study design, which involved the collection and analysis of sets of data which was merged or analysed, using joint displays or comparison discussions, as indicated by Creswell & Plano Clark (2018:187) and Leedy & Ormrod (2016:261-263).

Creswell (2014:31) points out that research design encompasses plans and procedures for undertaking research, which will include decisions on “broad assumptions”, right through to

“detailed methods” of how data was collected and analysed. The research design should provide details of the research problem, the sources and the information connected to the problem, and the time frame and cost budget (Rajasekar et al., 2013:22-23). Furthermore, research design underpins the entire research (Rajasekar et al., 2013:22), and provides clarity on, ‘the what, where, how much and by what means’, concerning research study (Kothari, 2004:33). Rajasekar et al. (2013:22) also state that the research design will assist in ensuring that there is ease in research through a systematic approach.

Creswell (2014:32) elaborates that the central postulation is that the blend of qualitative and quantitative procedures of inquiry affords a comprehensive appreciation of the research problem, rather than if only one method was used. Applying the mixed methods design approach can also provide a logical advantage especially with multifaceted research questions (Driscoll Apiah-Yeboah, Salib, & Rupert, 2007:26). This research used the quantitative method of closed ended survey questionnaires, secondary analysis of data, as well as the interpretive qualitative method of in-depth interviews in order to corroborate or legitimise the research findings. This triangulation process of the results provided a basis of confirmation of the findings. Bryman (2012:633) indicates that triangulation or “greater validity”, denotes that both quantitative and qualitative research could be merged in order to corroborate the research findings.

The reason for having used the mixed methods case study approach was that it afforded a quantifiable view of the processes employed by the municipality to address urban decay, unclean streets and problem buildings, as well as a qualitative view of the citizens, councillors and management in the municipality. The research approaches followed in the study are elaborated on in the next section of the study.

4.3.1 Quantitative Research

Quantitative research studies are of an experimental or descriptive nature and descriptive studies provide associations between variables (Ivankova et al., 2016:307; Brannen, 2016:5-8). The relationships or associations between the variables are tested using numerical data (Charles & Mertler, 2010, as cited in Ivankova et al., 2016:307; Brannen, 2016:5). Rajasekar et al. (2013:9), advise that quantitative methods are centred on the extent of “quantity or

amount”, are numerical in nature, is iterative, is presented as tables and graphs, is conclusive, and examines the “what, where and when of decision making.”

Bryman (2012:35-36) states that quantitative research can be interpreted as a strategy which accentuates quantification in the gathering and analysis of data, which emphasises the testing of theories, and represents an interpretation of social reality as an external, and rational certainty.

The objective of quantitative research is to provide clarification between variables and describe trends (Ivankova et al., 2016:307). Procedures are developed to escalate the probability that the information collected will be appropriate to the question asked and will be trustworthy and unbiased (Selltiz et al., 1965, as cited in Davies & Huges, 2014:9). Moreover, as the sample size is usually large, and randomly chosen, it can be likened to the population (Ivankova et al., 2016:307).

Quantitative research can also be seen to have a certainty, which allows for conclusions to be made with a specific level of likelihood, and quantitative results tend to allow the researcher a feeling of completeness in the task (Davies & Huges, 2014:10). Additional advantages of a quantitative research approach are that resources and time are saved, when using statistical data as a tool for analysis, and that generalisation is possible, as the interpretation of research findings of a sample can be reflective of the population (Daniel, 2016:94). Furthermore, Shank and Brown (2007, as cited in Daniel, 2016:94) state that due to its clear objectives and guidelines, these research methods can be replicated at any time or place, resulting in the same findings.

One of the limitations of quantitative research, however, is that there is no assurance that a research study will result in reliable, relevant and unbiased information (Selltiz et al., 1965, as cited in Davies & Huges, 2014:9). In addition, the instrument is a “pre-determined and finely-tuned technological tool” which results in “much less flexibility, imaginative input and reflexivity” (Brannen, 2016:5). Furthermore, a possible flaw of the quantitative research approach is that the researcher is not “detached” from those participating as the researcher is an “observer” (Daniel, 2016:94). Berg and Howard (2012, as cited in Daniel, 2016:94) propose that certain observations by the researcher may not be the experiences or opinion of the participants. The quantitative approach was chosen as one of the approaches for this study, due

to the availability of existing municipal data and statistics, which is used regularly in descriptive research (Neuman, 2014:49) and addresses the core research question on the programmes and projects being undertaken by the municipality.

4.3.2 Qualitative Research

There is an inclination amongst researchers to argue that qualitative research tends to have more of a human element and is in harmony with modern social understanding (Davies & Hughes, 2014:9). This view is supported by Bacon-Shone (2015:40), who iterates that the qualitative method is perhaps more involved with the circumstances of the situation rather than the statistics, and this provides a rich perspective which is difficult to attain with quantitative procedures. Furthermore, the methodological inquiry process adopted in exploring a problem in a qualitative study provides the formulation of a multifaceted, holistic view, with an analysis of words detailing the understanding of the participants in their natural situation (Bacon-Shone, 2015:41).

Qualitative research is therefore associated with “analytic induction” (Brannen, 2016:6). Rajasekar et al. (2013:9) have defined qualitative research as being concerned with qualitative phenomenon, involving quality and some of its features are that it is non-numerical, applies reasoning, uses words and its purpose is to obtain the meaning and feeling, which is descriptive of the situation; it is also exploratory and examines the how and why of decision-making.

Other important characteristics of qualitative research are that it is typically led by theoretical concepts; the research questions and the methodologies generate further theories (Bergman & Eberle, 2010; Daniel, 2016:93, Brannen, 2016:5-6); it is clearly linked to social scientific viewpoints (Bergman & Eberle, 2010; Daniel, 2016:93); the research context is provided; it is bound by an ethical framework (Bergman & Eberle, 2010); it provides a comprehensive explanation of the phenomena being studied (Leedy & Ormrod, 2016); data is collected in a manner which does not influence the subject being observed (Ledford & Gast, 2018:11), and the observations cannot be generalised (Brantlinger et al., 2005, as cited in Ledford & Gast, 2018:12). In addition, Denzin & Lincoln (2012, as cited in Davies & Hughes, 2014:10) state that qualitative research “locates the observer in the world”, where the world is a series of

representations, which viewed in their natural setting, allows the researcher to interpret them as they are understood by the participants.

On the other hand, there are also disadvantages related to qualitative research. These include the observation that qualitative researchers interpret the social world as changing, and therefore they do not generalise the observations, which raises issues of efficacy (Brantlinger et al., 2005 as cited in Ledford & Gast, 2018:12; Daniel, 2016:93, Brannen, 2016:8-9), especially if the findings could relate to similar locations; the research cannot be replicated (Leedy & Ormrod, 2014 as cited by Daniel, 2016:93; Brannen, 2016:8-9); there is no means of verifying the observations (Daniel, 2016:93), and the explanations of phenomena are based on the interpretations of the researcher (Leedy & Ormrod, 2014 as cited by Daniel, 2016:93).

However, qualitative research affords a wider appreciation of behaviour and provides a large expanse of data regarding real life situations and people (Berg & Howard, 2012 as cited in Daniel, 2016:93; Davies & Hughes, 2014:10; Bacon-Shone, 2015:41). Unique information is collated by the researcher (Daniel, 2016:93) and a factual descriptive view of the situation is provided (Johnson & Christensen, 2012, as cited in Daniel, 2016:93).

Qualitative research therefore formed one of the arms of this study and was identified as critical to the research, as it offered the perspective of the various stakeholders within the municipality using the qualitative technique of in-depth interviews.

4.3.3 Mixed Methods Approach

Brannen (2016:3) contends that many researchers believe that the research process is a “messy and untidy business, which rarely conforms to models set down in methodology textbooks”. Bryman (2012:629) indicates that there is an argument that methods of research cannot be mixed however that most researchers have successfully used the mixed methods approach, and Bryman (2012:628) confirms that technically more prominence is given to the strength of using both methods. Researchers should be flexible and should choose a variety of different methods which are suitable to examine the research problem (Burgess, 1984, as cited in Brannen, 2016:11). According to Bryman (2012: 628), the mixed methods approach incorporates or mixes both qualitative and quantitative research methods within one research project and the data derived should be “mutually illuminating”.

Although there should be some reservation regarding mixed methods being the total solution for any study, it could offer a well-rounded appreciation of the phenomenon, instead of just one method being used (Bryman, 2012:645). Furthermore, using the mixed methods approach will often increase confidence levels in the research findings, especially when a triangulation exercise is undertaken (Bryman, 2012:638). The choice of using the mixed methods approach for this study was linked to its ability to triangulate data which was gathered from various sources, including “interviews, observations and document analysis” (Creswell, 2014:259), and provided validation for the findings in this study.

Based on this understanding, the mixed methods approach with both qualitative and quantitative methods was used in this study, due to the vast field of varying data sources available to gain an appreciation of the research problem.

4.3.3.1 Triangulation

The use of triangulation reinforces dependability as well as provides validity (Merriam, 1998, as cited in Creswell, 2014:259). The data in this research study was collected using both qualitative and quantitative research approaches, which then provided the opportunity to triangulate the data to obtain confirmation or corroboration. The findings in this research were corroborated using multiple sources of data which were collected to be analysed in the research study (Bryman, 2012:633; Creswell, 2014:251). Denzin (1970, as cited in Bryman, 2012:392), refers to a method that utilises “multiple observers, theoretical perspectives, sources of data, and methodologies”, however, Bryman (2012:392) advances that the focus has been data sources and the various techniques of investigation. Bryman (2012:392) advocates that triangulation can be implemented transversely for any set of research strategies. Webb et al. (1966, as cited in Bryman, 2012:392) confirm that the results of examination by using one method in research, are cross-checked against the results of another research approach. The approach used in this study to triangulate data was the corroboration of data collected from the qualitative approach of in-depth interviews, to the data obtained from the quantitative approach of secondary analysis of documentation.

Brannen (2016:11-12) refers to two different types of triangulation:

- Multiple Methods which can be ‘within-method’ or ‘between methods’. Within-method is where the identical method is used for varying times or participant, and between-methods is where different methods are used to the same study object or participant.
- Multiple Data sets is where varying methods are applied, either though using the same method at different times, or with different items or populations.

In the case of this research study, both multiple methods and multiple data-sets are utilised in order to triangulate data.

4.3.3.2 Validity

Bryman (2012:47) indicates that validity refers to the “integrity of the conclusions” that emanates from a research study and provides an explanation of the main types of validity, which are:

- “Measurement Validity” is also referred to as ‘Construct Validity’. This relates mainly to quantitative research and whether the measurement being used is apt for the concept that is being measured, and if not, observing that the research findings will be uncertain. Furthermore, by assessing the measurement validity, reliability is presumed.
- “Internal Validity” is the subject of “causality”. This refers to whether a conclusion on a “causal relationship” between two or more variables is meaningful and “genuine”; (Bryman, 2012:47) and is not caused by something else.
- “External Validity” is whether the outcomes of the research study can be “generalised” beyond that research perspective (Bryman, 2012:47).
- “Ecological Validity” is “whether social scientific findings” are relevant to a person’s natural, everyday social environment (Bryman, 2012:47).

Validity is therefore whether the mechanism which is employed to measure, truly meaningfully measures the actual concept being researched or measuring something else (Bacon-Shone, 2015:54; Leedy & Ormrod, 2016:104). The probability of obtaining statistical meaning when analysing data, and the degree to which significant conclusions can be drawn from the data, are influenced by the validity and reliability of the measurement instruments used (Leedy & Ormrod, 2016:103).

4.3.3.3 Reliability

Personal prejudice is controlled by choosing dependable, reliable and valid measures and using consistent techniques for collecting data from the sample (Ivankova et al., 2016:308; Leedy & Ormrod, 2016:107). Furthermore, by using consistent techniques, the research information will eliminate personal responses and will include a standardised, fixed configuration (Ivankova et al., 2016:308; Leedy & Ormrod, 2016:107).

Reliability is about whether the outcomes of the study can be recurrent and are consistent (Bryman, 2012:46; Bacon-Shone, 2015:53; Leedy & Ormrod, 2016:107). In addition, Bryman (2012:47) adds that both validity and reliability are different, but are also linked, as the measure is not valid unless it is reliable. Ledford and Gast (2018:14), however, state that one of the main threats to the internal validity of findings is the absence of reliability of measurement, especially where the results cannot be replicated. Therefore, Ledford & Gast (2018:14) recommend replication as a possible way to address the issue of reliability. If this cannot be established, then the findings cannot be considered trustworthy. Leedy & Ormrod (2010:29) conclude that “both validity and reliability, then reflect the degree to which we may have error in our measurements”.

Kariuki (2017:156) recommends that in order “to ensure that validity and reliability are not compromised, and threats are minimised”, researchers must regulate the choice of respondents as well as use a particular type of “experimental research design” to regulate possible prejudice by the researcher, inconsistency of instrumentation, unrepresentative samples, and unreliable testing procedures.

4.4 The Research Process

The research process aimed to address each of the objectives identified in the study. The legislation and regulations which bound the municipality in ensuring a clean, attractive and well-maintained environment were identified and compared to the actual programmes and projects which have been implemented to ensure compliance. Quantitative data was available to the researcher from the municipality, as well as from respondents, which included an analysis of surveys undertaken with ward committee members. The secondary analysis of quantitative data included the Area Based Management help-desk reports, reports on fines issued, Municipal Services and Living Conditions Survey (MSLCS) reports and Media Monitoring reports. Heaton (2008:33-45) indicates that secondary analysis of data includes the use of existing data, which can be used inspect fresh or supplementary questions for qualitative and quantitative data. Concurrently, the collection of primary data in the form of in-depth interviews with management and councillors, and questionnaires undertaken with external businesses, were undertaken. Both qualitative and quantitative approaches were used in the entire process of data collection and analysis.

4.4.1 Sample Design

A sample design is a plan which details the techniques and procedures to be adopted, in order to select the items for the sample from a specific population, as well as the size of the sample, which is the number of items which will be included in the sample (Kothari, 2004:14). Sample designs, which are selected for the research study, must be reliable and suitable, and must be identified prior to the collection of data (Kothari, 2004:14). The first step in the sample design process is to identify the target population or the universe which is to be focused on (Kothari, 2004:14).

4.4.1.1 Universe/Target Population

Kothari (2004:55) states that “All items in any field of inquiry constitute a Universe or Population”. Although the universe is either limited or infinite, the inclusion of all items in the selection will result in the highest level of accuracy being achieved, with nothing left to chance; however, this is not possible in practice, due to the resources required to undertake such a task

(Kothari, 2004:55). Additionally, if the population is small, then there is no need to undertake a sample survey (Kothari, 2004:55). Ideally, it is best if the universe is finite, as it will promote scientific sampling. In the case of this study, the populations used for the various categories of data being analysed were from a finite universe.

For the first step of the research approach, which encompassed an overview of the mandatory obligations of the municipality in addressing urban decay, unclean streets and problem buildings, the universe for this aspect was all legislation relevant to Local Government. This step was relevant to the research study as it provided a foundation for the research, and the municipality was measured against these criteria to determine if it is compliant to the requirements set out.

Cheng & Phillips (2014:371) argue that analysing existing data is a cost-effective method to make total use of data that has already been collected, to either address new questions or to provide a more distinctive assessment of the primary results. In line with this statement, the next step of the study included an analysis of secondary data on the customer complaints on issues of urban degeneration especially problem buildings, dumping and litter. The universe identified in the data collection process in this quantitative component, was weekly and monthly statistical datasets between the financial years 2013/2014 to 2017/2018 for wards 26, 27 and 28, on calls logged by the Area Based Management office.

The next secondary analysis was the response of the municipality in addressing issues of non-compliance of by-laws by the citizens regarding urban decay, unclean streets and problem buildings. Monthly 'Fines issued' data sets, for the period 2013 to 2018, for wards 26, 27 and 28, were obtained from the Metropolitan Police Unit for secondary analysis.

The population for additional secondary qualitative analysis of data was the Quality of Life (QOL) surveys known as MSLCS for the years 2013 to 2018. This annual survey is compiled by the Strategy Unit of the municipality and covers the entire municipality, and all the annual surveys were analysed. Furthermore, the population for the monitoring of media articles was all articles from mainstream newspapers, local newspapers, local radio stations and social media, which highlighted urban degeneration, with specific emphasis on litter problems and problem building issues within the eThekweni Municipality for the period 2013 to 2018, relevant to the selected wards, and compiled by the Communications Unit of the municipality.

The secondary analysis of the qualitative MSLCS reports and media articles also lent to the triangulation of information between the quantitative secondary analysis of data from the Call Centre statistics and the Unit reports.

The target population for the semi-structured, in-depth interviews, was all the officials of the municipality. The target population for the interviews with councillors was a combination of the twelve Executive Committee Councillors of the eThekweni Municipality; the eleven Municipal Public Accounts Committee, and the six ward councillors for the inner-city of the municipality; which was a universe of twenty-nine councillors. The universe for the surveys undertaken with ward committee members was the eleven members of each of the three ward committees of wards 26, 27 and 28 in eThekweni Municipality. The target population for the questionnaires of the management of external hospitality institutions was unknown, due to the large number of formal and informal business located in the CBD of the inner-city of Durban, and most of these businesses were impacted by the lack of cleanliness of the city.

Due to the complex nature of the research design, various data populations were assessed to determine if samples or entire populations was required for the study. Each of these were assessed separately and samples were determined wherever required.

4.4.1.2 Sampling

A sample is a portion of the universe which is selected for investigation (Bryman, 2012:187). Kothari (2004:55) states that the selection process or sampling procedure is the selection of a sample of respondents, which represents the entire population; and the optimal sample is that which is within budget, representative, reliable, flexible, and efficient. Sampling selection can be undertaken with either a probability or a non-probability approach (Bryman, 2012:187).

a) Probability Sampling

Probability sampling is also known as random sampling and is when each unit of the population has the same chance of being included in the sample (Kothari, 2004:15; Bryman, 2012:187). Creswell (2014:215), states that random sampling is utilised in quantitative research for choosing units from the universe, therefore ensuring proper exemplification of the population.

Kothari (2004:15) also indicates that estimation errors can be measured from a random sample, which means that the sample has the same characteristics or configuration as the universe. Probability sampling also provides each unit in the universe an equal chance of being chosen to be in the sample and each selection is an independent selection with the same probability of being selected (Kothari, 2004:15).

The following are the types of probability sampling:

- Simple Random Sampling: This is the simplest form of probability sampling where each item has the same chance of inclusion in the sample (Bryman, 2012:190). Kothari (2004:15) indicates that this is also known as chance sampling.
- Systematic Sampling: The population is stratified by a specific criterion (Bryman, 2012:191). For example, every n^{th} item is chosen, until the desired number for the sample is obtained (Kothari, 2004:15).
- Stratified Sampling: This type of sampling is used if the population is not homogeneous; then the universe is stratified into various independent sub-populations or strata, and simple random sampling is used to select a sample.
- Cluster/Area Sampling: The populations are stratified into clusters or areas (Bryman, 2012:193; Kothari, 2004:16). The clusters or groups are then selected for the sample, which makes the sampling process much easier and effective, particularly for personal interviews (Kothari, 2004:16).

Probability sampling techniques allow generalisation of findings from the sample to the population (Bryman, 2012:195).

b) Non-probability Sampling

Non-probability sampling does not use random sampling, and this means that certain part of the population has a greater chance of being selected as compared to others (Bryman, 2012:713). Non-probability sampling is also referred to as purposive sampling, deliberate sampling, or judgement sampling (Kothari, 2004:15). Furthermore, the researcher is responsible for the selection of the sample, which can be purposively chosen at the judgement of the researcher (Kothari, 2004:15).

There are different types of non-probability sampling, which include:

- Quota Sampling – Bryman (2012: 715) states that this is a non-random way of sampling based on the proportion of people in the various categories, and that this type of sampling is rarely applied in research, but used mostly commercially, where sampling is according to different categories, but the sample is selected by the researcher (Bryman, 2012:203). The selection of the sample is not random but is at the researcher's discretion and an inexpensive and convenient type of sampling (Kothari, 2004:59).
- Convenience Sampling – The researcher chooses this sample as there is ease of access to the researcher (Bryman, 2012:710; Kothari, 2004:15).
- Snowball Sampling – Here a small group of units are used to identify additional units (Bryman, 2012:716)

Qualitative research normally embraces a non-probability sampling strategy (Brannen, 2016:17). For qualitative non-probability sampling, the sampling error cannot be projected, as there is always the potential for bias (Kothari, 2004:59). Therefore, this type of sampling is mostly adopted for small studies and provides the advantage of time and money saved (Kothari, 2004:59).

c) Sample Selection

Addressing the objective of examining the obligatory scope of a metropolitan municipality, in dealing with unclean streets and dilapidated buildings, required the analysis of the current legal framework applicable to Local Government. As specific legislation related to the topic, judgement sampling was utilised by the researcher in identifying the applicable legislation. To meet the requirements of the second objective, of critically evaluating the gap between the mandatory obligations for the eThekweni Municipality regarding urban decay, unclean streets and problem buildings and the tangible strategies, programmes and projects actually implemented by the municipality, all legislation which was identified for the first objective and was compared to the strategies, programmes, projects and regulation, and interrogated to identify potential gaps.

The third objective of the research required an evaluation of the efficacy of the actual strategies, programmes and projects implemented and the enforcement of by-laws within eThekweni Municipality to address urban decay, unclean streets and problem buildings.

To this effect, the ABM call-log datasets for secondary analysis for the three wards selected for this study was obtained and the weekly datasets were analysed. These included help-desk statistics for Cleansing and Solid waste, Parks, Metro Police, Architecture, ITRUMP, and Urban Renewal. The total monthly datasets of fines issued for dumping, littering, problem buildings and non-compliance to related by-laws for the period 2013 -2018, for wards 26, 27 and 28 was used for the study.

The media communication selected from media monitoring, for quantitative analysis is based on all communication on urban degeneration within the inner-city of Durban for the five-year period selected. Media communication for the inner-city of Durban for each financial year was selected from the media communications collated for the entire municipality. The media communication list was then stratified into items dealing with urban degeneration. The selection was undertaken using key words to select the population which were ten key words; namely littering, dumping, rubbish, garbage, refuse, filthy, decay, dilapidated, buildings, and clean. The selection was also limited to media articles regarding the inner-city of eThekweni Municipality and resulted in the entire selection being used for quantitative analysis.

Thereafter a 10% random sample was chosen to highlight the qualitative content of the media reports. This was undertaken by choosing every 10th item on each financial year's list of media communications on urban degeneration in the inner-city of Durban.

All the MSLCS reports over the study period were used for the study as the MSLCS is an annual exercise.

The objective of providing an analysis and evaluation of the operations as well as leadership and governance processes in dealing with urban degeneration within the eThekweni Municipality, was met by undertaking purposive judgement sampling techniques for in-depth interviews. Purposive sampling was undertaken to select officials from various pre-identified departments within the eThekweni Municipality who were directly involved in urban regeneration projects and programmes. Judgement sampling is identified by Kothari (2004:15)

for use in qualitative research. Two respondents each from Enforcement (Metro Police and Urban Management Zone); and the Safer Cities and iTRUMP; the Engineering Unit; the Solid Waste Unit, Economic Development and Business Support; Development Planning; Area Based Management and from a Strategic perspective were identified based on their involvement in city regeneration projects. Judgement sampling was also used to identify the ten respondents for the interviews with eThekweni Municipal councillors, as the councillors in the Municipal Public Accounts Committee and Executive Committee were specifically targeted due to the oversight role played.

Each ward committee was made up of 10 ward committee members and the councillor of the ward. Purposive sampling was used to identify four members of each ward committee for each of the three wards to complete the surveys. The ward committees experience most incidents of urban degeneration, as they live in the wards selected for the study. Furthermore, purposive sampling was used to identify the five hospitality organisations within the selected site, which was the Durban International Convention Centre, Ushaka Marine World, Moses Mabhida Stadium, the Royal Hotel and the Suncoast Cinema Complex for the questionnaires.

4.4.2 Data Collection and Research Instruments

The study utilised various research instruments to provide a 360-degree view of the study. This entailed the use of both quantitative and qualitative methods. Each of the research instruments was detailed with the justification of using the adopted method for the collection of the data. All reports were obtained from the departments collecting the data, and reliance on completeness and validity of data was dependent on the municipal departments' collection procedures. While some of the collection processes were simple data input into Microsoft Word or Excel by the departments involved, other processes involved data collection by external service providers who had used scientific methods for the collection of data. The secondary analysis of the data collected in the form of reports and documents from the municipal departments, was used to further analyse the data obtained.

4.4.2.1 The Data Collection Process

Data collection is one of the critical areas of a research study (Bryman, 2012:12). Data collection methods can include interviews, surveys, questionnaires, secondary analysis of information, and the researcher determines in advance what information is required, in order to design the research instruments required (Bryman, 2012:12).

As the mixed methods approach was used for this study, quantitative information was accessed from the eThekweni Municipal Management and subjected to secondary analysis. This data included information from Solid Waste Management reports; Metropolitan Police Unit's statistics on fines issued; ABM information on projects in the various areas; UMZ statistics on responses to identified challenges in the city around urban decay and clean city issues, and the Inner-city Local Area Plan from the Development Planning Unit.

Secondary research in the form of media reports, accessed from the Communications Unit and the MSLCS from 2013 to 2018, was obtained from the Office of Strategic Management and used as a comparison to the stakeholder interviews.

Primary data was collected through interviews, surveys, and questionnaires. Semi-structured, in-depth interviews were conducted with the sixteen officials of the eThekweni Municipality, who were involved in ensuring that the city is clean, attractive and well-maintained. This included two respondents each from enforcement; the Safer Cities and iTRUMP; the Engineering Unit; the Solid Waste Unit; the Economic Development and Business Support Units; the Planning and Development Unit; the ABM programme and from a Strategic perspective.

Interviews were conducted with councillors and survey questionnaires were administered to ward committee members. Data was also collected in the form of questionnaires completed by five management from eventing/hotel/tourism facilities in the three wards identified for the study.

4.4.2.2 Piloting of Research Instruments

The interview questions, questionnaires and the survey instruments were piloted with municipal staff within the Monitoring and Evaluation (M & E) Unit, prior to the commencement of data collection. Staff from the M & E environment were involved in the piloting, due to their vast knowledge of the research topic and experience in interviewing as well as collecting data for the M & E programmes of the municipality. The staff were accessible to the researcher as she is employed in the M & E Unit of the municipality. Once feedback was received, the instruments were duly modified.

4.4.2.3 Analysis of Legislative and Regulatory Data

The legislative and regulatory body of knowledge supporting clean, attractive and well-maintained cities was the foundation on which municipal procedures were based on to ensure that urban degeneration was addressed. The first objective of the research was to examine the obligatory scope of the metropolitan municipality's responsibility to address urban decay with reference to unclean spaces and dilapidated buildings. National legislation, as well as Local Government by-law regulations, were obtained by undertaking a desk-top review. The documents were obtained from government websites and were also accessible through the eThekweni Municipality's website. The applicability of the legislation was identified through the responses of the various municipal programmes and were therefore relevant to this study. The response of eThekweni Municipality's compliance with the requirements of the legislation was obtained through various sources, which included the interviews with senior management, programme and project reports from the municipal units, as well as the municipal by-laws.

4.4.2.4 Secondary analysis of Helpdesk Data

Urban degeneration is tackled within the inner-city through constant monitoring of problems which cause urban decay. The calls were logged by means of a helpdesk based in the Area Based Management offices. The helpdesk reports, which were used for the secondary analysis, were obtained from the Area Based Management Team. The ABM Unit of the municipality focused on several different areas within the municipality. One of the main areas was the Urban Management Zone programme within the inner-city, which covered the wards selected

in this study. Permission was obtained by the researcher who is a part of this Senior Management team of the municipality to utilise the data for the study. The quality of the data was acceptable as it was obtained directly from the operations team, which undertook the UMZ programme within the city. The original set of data was collected by the operations team, who have zonal officers in the various areas collecting data on all the faults within the inner-city. This data was then issued to management for action to be taken on the faults identified. The data was also presented on a weekly basis to the senior management team of the city, for decision-making regarding the challenges and availability of resources to address the challenges. The report was used for decision-making and reporting purposes. The data was received in a monthly format and had to be re-sorted using Microsoft Excel into an annual basis for analysis purposes. Only statistics on data were received from the unit, and the details regarding the category of fault and the number of faults were identified. Details of the faults were not provided, but the statistics provided by the Unit were sufficient for the study. Consistency was ensured through comparing the categories of monthly data for each year. The entire dataset for the inner-city was utilised in this analysis, as the total datasets were available and provided a clear overall picture of the number of faults identified and addressed within the inner-city. The department was however not monitoring the number of outstanding calls brought forward each month.

4.4.2.5 Secondary analysis of Municipal Fines Data

The municipal fines issued for littering, dumping and problem buildings are discussed in this section. Fines were issued by the Metro Police Unit in the case of littering and dumping, while summons, notices and orders were issued through a joint operation of the various departments involved in operations, which was led by the Area Based Management team and included representation from the Metro Police, South African Police Services, Engineering, Water, Electricity and various other departments.

(a) Analysis of Fines Data for littering and dumping

EThekweni Municipality's Metropolitan Police Unit issued fines for non-compliance to by-laws within the municipality. Fines are issued for offences committed and were monitored for analysis and decision-making. When assessing the data to determine the quality of data and

whether the data is acceptable for secondary use, it was established that the data met both criteria.

The fines issued since 2013 to 2017 were requested from the Metro Police Unit of eThekweni Municipality for study and analysis purposes. The fines issued database for the period 2013 to 2017, were sorted and used for this analysis. The original dataset was a record of all fines issued for By-law non-compliance and was used as a source of data for secondary analysis for the study. The information was kept anonymous; in accordance with the ethical consideration, the names of the persons who received the fines were excluded from the report, and only the location, date, and value of the fines were provided to ensure confidentiality. The objective was to establish the number of fines issued for the offences in each of the wards identified and not whom the fines were issued to.

It was not possible to determine if there was any missing fines data, as fines were recorded at the Metro Police offices, and reliance was placed on the processes followed by the Unit. A limited number of entries were recorded as unknown for the location field, and these were excluded from the study. It is the research's opinion that due to the very low number of unknown entries, there was no impact on the secondary analysis of the data.

The data was sorted according to years in which the fines were issued. Once stratified into the 5 years starting 2013 to 2017, the data was sorted according to streets, which was the only location information recorded by the Metro Police Unit. Ward information obtained from the Geographical Information System, was then allocated, by the researcher to the street addresses, and the data was finally sorted according to the wards.

The population for the fines issued included all fines issued for littering and dumping within eThekweni Municipality. The records were stratified according to wards. The wards used in the study, which are wards 26,27 and 28 in the inner-city, were then specifically selected based on the study. All fines issued in the specific wards sampled have been included in the analysis.

b) Analysis of profiled problem buildings

Notices and fines for bad buildings was another aspect covered by the ABM Unit. The iTRUMP Section, located in the ABM Unit, handled the profiling of problem or bad buildings within the city. The reports of all buildings profiled was maintained by the iTRUMP manager, and the researcher of this study was provided with only the total number of buildings profiled and the number of buildings issued with fines or notices. The report on problem buildings reflected all buildings monitored by management, in order to ensure that every building which have succumbed to degeneration have been identified, with the fines and summons issued reflected on the report. The names of the problem buildings were kept anonymous in the report, in the interests of confidentiality. Data was received for each quarter over the five-year period and was sorted into annual segments. Validity and accuracy of the statistics received was not verified by the researcher and reliance was based on the iTRUMP team, who are the primary collectors of the data. Due to the low number of entries, it was necessary to utilise the entire population for the study.

4.4.2.6 Secondary Analysis of Municipal Services and Living Conditions Survey (MSLCS)

The MSLCS or QOL survey is undertaken on an annual basis by eThekweni Municipality. The objective of the survey is to obtain an appreciation of the public's view on the living conditions or quality of life within eThekweni Municipality utilising pre-determined criteria ranging over all services within the municipality (eThekweni Municipality, 2018c:6). The MSLCS was undertaken on behalf of the municipality by an independent service provider each year, thereby providing an objective view of perceptions of the citizens of the municipality regarding their satisfaction with municipal services and living conditions. According to Eureka Market Research Specialists the objective and purpose of the survey was to obtain the perception of residents regarding "their living conditions, their satisfaction with municipal services and with their neighbourhoods, and their satisfaction with the quality of their own lives" (EThekweni Municipality, 2014c:6).

The following Table 4.1 reflects the sample size per year of the MSLCS:

Table 4.1: Sample size for the MSLCS

Year	Sample Size
2013/2014	1200
2014/2015	1194
2015/2016	1200
2016/2017	1195
2017/2018	1200

Source: Adapted from eThekweni Municipality (2014c:6, 2015d:5, 2016k:4, 2017k:6, 2018c:10)

The sample size formula used was for a known population and the confidence level for the sample was set annually at 95% with the allowable sample error set at 3%. Random sampling was used, and face-to-face interviews were conducted within rural, informal and formal areas (eThekweni Municipality, 2018c:10). This process was followed for the past seven years.

The MSLCS provided an overview of the perceptions of a sample of the population on questions regarding household socio-economic conditions, household services and needs, home improvements, efficiency of the municipality and billing, personal well-being, services and facilities in the communities, transport and observations of the City of Durban (eThekweni Municipality, 2018c:25-136). A code of ethical conduct was followed, in all years that the surveys were conducted by the service providers who undertook the surveys (eThekweni Municipality, 2018c:15-16). Team-members were required to sign non-disclosure agreements and the questionnaires were safeguarded; respondents were assured anonymity, and were free to decide to participate without coercion, and full knowledge of the objectives were provided to the participants (eThekweni Municipality, 2018c:15-16). The surveys were quantitative in nature and in-depth reasons were not provided, which limited the richness of the surveys (eThekweni Municipality, 2018c:17).

Only one question derived from the MSLCS was applicable to the study, as the focus areas for the surveys did not specifically identify the three wards selected for the study. The question which related to the study was whether the participants believed that the CBD had a litter problem and the severity of the litter problem. The data was selected from the period under

review, and a trend analysis of the perceptions over the period of study was provided in the analysis. The data was relevant to the study as it specifically asked the question being considered in the study. Anonymity was ensured as only the statistical data, which was summarised in the original study, was used for the trend analysis.

4.4.2.7 Media Reports – secondary analysis

The media monitoring reports from eThekweni Municipality's Communications Unit reflect a summary of all media articles regarding the municipality, which were obtained from regional and local newspapers, for the period under review. The media monitoring report is utilised by senior management to understand the views of the public about the municipal activities. Utilisation of the media monitoring was useful in the study, as it provided a view of the public's opinions. Reliance was placed on the data as it was identified and presented by the Communications Unit to the senior management team for decision making purposes. The reports were stratified according to ten key words related to the study, namely, littering, dumping, rubbish, garbage, refuse, filthy, decay, dilapidated, buildings, and clean.

The selection was further limited to only media articles related to the inner-city of eThekweni Municipality. As this reduced the number of articles substantially, it was possible to analyse the entire selection per annum, based on the stratification for the quantitative analysis. In the secondary analysis, which was undertaken for a quantitative analysis of information, the data was summarised and did not compromise any confidentiality issues. The articles were pre-classified as 'positive', 'negative' or 'neutral' to the municipality, by the Communications Unit. The qualitative analysis was based on a 10% sample of articles and every 10th article was in the study was chosen. The analysis reflected articles which were already included in the public realm due to the articles being already published in the media, and therefore did not compromise on issues of confidentiality. However, the authors details were not identified in the study to ensure confidentiality.

4.4.2.8 Ward Committee Surveys – primary data

The selection of four ward committee members for each of the three wards was done through the secretary of the each of the three ward committees selected for the study. The researcher

had no input in terms of which member of each of the committees would be selected for the surveys and these were purposively, but objectively selected by each secretary of the ward committees. The survey instrument used was fashioned similarly to the interviews with councillors in order to ensure correlation of data.

4.4.2.9 Hospitality Questionnaires – primary data

Survey questionnaires were developed for the data collection from external sources of management of hotels, entertainment and hospitality industry, as well as eventing venues, in order to ensure a holistic view of hospitality type industry in the study location. The survey questionnaires included some questions which were similar to the ward committee surveys, but also included questions related to business environment within eThekweni Municipality's inner-city area.

4.4.2.10 Unit Programmes and Projects – secondary analysis

Various reports were analysed to obtain details of the strategies, programmes, projects and by-laws which have been implemented by eThekweni Municipality, in order to address the issues of littering, dumping, problem buildings and urban regeneration. These reports were obtained from the management of the various departments.

4.4.2.11 Semi-structured Interviews with Management – primary data

Interview instruments with Management were semi-structured in order to gather sufficient data on the views of management as well as to identify the extent of strategies, programmes and projects which are currently implemented in the municipality. According to Nieuwenhuis (2016:93), semi-structured interviews are used to corroborate data evolving from other data sources, whereby open-ended questions are followed with further probing or clarification type questions.

4.4.2.12 Interviews with Councillors – primary data

Interview instruments with the various councillors of eThekweni Municipality were semi-structured and included both open and probing questions and were notified to be confidential in nature and that no names will be mentioned in the study. This allowed the unfettered collection of data from councillors who were willing to share their opinions of the strategies, programmes and projects of eThekweni Municipality.

4.5 Analytical Approach

This research followed an inductive approach, which is where theory is a product of research, (Bryman, 2012:18). Creswell (2014:234) describes the inductive process as a process where the researcher shapes themes or patterns comprehensively through organising the data, progressively into units of information. Bacon-Shone (2015:15) confirms that induction is where theories are generated from observations. This research followed the process, where a theory or model was developed from the observations or data collected during the study.

4.6 Data Management and Analysis

Data analysis for the purposes of this research study, was the processing and analysis of the data so that findings could be documented for the study (Kothari, 2004:18). The data collected was processed and analysed in accordance with the purpose of the research plan. This was essential in ensuring that all relevant data was ready for comparisons and analysis (Kothari, 2004:32). Creswell (2014:177) confirms that the strategy for convergent mixed methods means that the qualitative and quantitative databases are separately analysed and converged. Creswell & Plano Clark (2018:317) also refer to “Data Consolidation or Merging”, which is effectively the joint review of both qualitative and quantitative data types and is used in a mixed methods study. Furthermore, reference was made to “Data Integration”, which was described as “where qualitative research interfaces with quantitative research” and provided further insight and a better understanding of the findings, through the convergence of results from both personal experiences and from statistical data analysis (Creswell & Plano Clark, 2018:318-319). The representation of the results, which have been integrated, were reflected as descriptive words, as well as visual displays, containing both qualitative and quantitative results which were

combined to respond to the “mixed methods research question” (Creswell & Plano Clark, 2018:319-320). The Statistical Package for Social Sciences (SPSS) Programme as well as Microsoft Excel was used to analyse the quantitative data.

The qualitative data obtained during the study was reviewed and coded for processing using NVIVO software, which is a tool used for the analysis of qualitative data. Data obtained from the surveys with the ward committee members, and the interviews from eThekweni Municipality officials and completed questionnaires from external respondents were analysed and coded using themes or content analysis. Coding, according to Kothari (2004:123), is “a process of assigning numerals or other symbols to answers”, so that responses can be specifically allocated to a limited number of appropriate “categories or classes”. Kothari (2004:122) also observes that coding is necessary for efficient analysis leading to smaller number of classes which contain the critical information required for analysis.

Various scaling methods have been identified for qualitative research. Trochim (2006) states that “all qualitative data can be coded quantitatively”, and that anything that is qualitative can be “allocated meaningful numerical values”. These values can then be analysed to obtain “greater insight into the meaning of the data” (Trochim, 2006). A method to assign meaningful numerical values is through measurement scales. The scaling method used for this research study is the Likert Scale. Likert (1932) cited in Clason and Dormody, (1994:31-2), proposed a summative scale for the assessment of survey respondents’ attitudes. Likert’s individual sample scale had five response alternatives: “Strongly Approve, Approve, Undecided, Disapprove and Strongly Disapprove” and also noted that the descriptors could be anything and that “the number of alternatives is also open to manipulation” (Clason & Dormody, 1994:32). The use of the Likert scale proved beneficial when surveying the public in the various wards of eThekweni Municipality, as it provided a means of measuring the feedback of the respondents.

4.7 Ethical Considerations

Ethics needs to be considered throughout the research process. Bryman (2012:130) states that ethical matters occur during various periods during research, and cannot be overlooked, due to issues of integrity. The ethical principles and guidelines of the University of KwaZulu-Natal

was implicitly and explicitly adhered to, and permission was obtained from the eThekweni Municipality to conduct interviews and questionnaires with the officials of the municipality. All information obtained from the interviews and questionnaires were maintained in a safe location, was treated as confidential and was not divulged to third parties. Informed consent forms were given to all respondents for data gathered through interviews, questionnaires and surveys. This was to ensure that there was voluntary and informed participation. Anonymity and human dignity were ensured during the entire research process, as well as the right to privacy. All necessary precautions were taken to ensure that the research report did not allude to any of the participants and the respondents' participation was strictly confidential. Verbal assurance was also provided to all respondents to the effect that the names of respondents will not be mentioned in the research study, in order to ensure voluntary and informed participation. Furthermore, all participants were informed that they would not be exposed to any physical or psychological harm. Findings were reported in an unbiased and honest manner and without any misrepresentations. The researcher triangulated various sources of data in order to prevent bias or prejudice. Therefore, all aspects of ethics were followed in this study.

4.8 Limitations of the Study

One of the main limitations of the study, was the geographic location which limited the study to the inner-city of eThekweni Metropolitan Municipality. This constrained the extent to which the findings could be generalised to the entire municipal area, or other municipalities. Nevertheless, the study provided much needed insight into the efficacy of the programmes and projects within the municipality; the effectiveness of leadership, the extent of participation by communities and the public, as well a way forward in effectively addressing grime and urban decline.

The study was also limited to specific areas of urban degeneration, which have had the most impact on the eThekweni Municipality over the years, since South Africa became a democracy. These issues were littering, dumping and problem buildings. Any other form of degeneration was excluded from the study in order to ensure sufficient coverage of the main areas of concern identified by the researcher.

4.9 Conclusion

The research methodology and design utilised to achieve the objectives of the study, were presented in this chapter. The purpose of the collection of data in a mixed methods case study is to develop answers to the research questions (Creswell & Plano Clark, 2018: 270). Creswell and Plano Clark (2018:270) also stress the importance of providing enough detail of the qualitative and quantitative procedures for data collection in the research methodology and design section of the research study, as this will provide the readers with an understanding of the procedures undertaken, as well as to make “judgements about their quality”, which process was followed in this study.

Ethical standards were complied with throughout the research process as all the appropriate and required permissions were obtained prior to undertaking each aspect of the research. Data was collected through a mixed methods convergent approach in order to triangulate and ensure relevance and validity (Kothari, 2004:73-74).

CHAPTER 5 : DATA COLLECTION, ANALYSIS AND INTERPRETATION OF RESULTS

5.1 Introduction

Chapter Five of this research study details the data collection, analysis and interpretation of results from the research. The first section is the introduction, which includes a description of the way the objectives were addressed and provides a graphical depiction of the objectives against the data collection process. This is followed by a descriptive analysis of the key respondents, which includes both internal and external participants, and the municipal activities included in the study. The particulars of the key legislation underpinning the research topic is analysed against the resultant actions by the municipality. The analysis and comparison of the various qualitative and quantitative data collected, are presented according to the various themes of the research study.

Quantitative analysis of data was undertaken through the secondary analysis of various municipal data sources. Quantitative Data was also sourced for analysis from the surveys and structured questionnaires, undertaken with the hospitality/entertainment industry respondents and ward committee members of the three wards selected for the study. Qualitative information was gathered for secondary analysis from Municipal Units on projects and programmes; media analysis reports, and semi-structured, in-depth interviews with municipal management and municipal councillors. Questionnaires and surveys were analysed using a combination of various software. The chapter therefore aims to reflect the processes used in the research design against the theoretical background of research methodology.

5.1.1 Addressing the Objectives

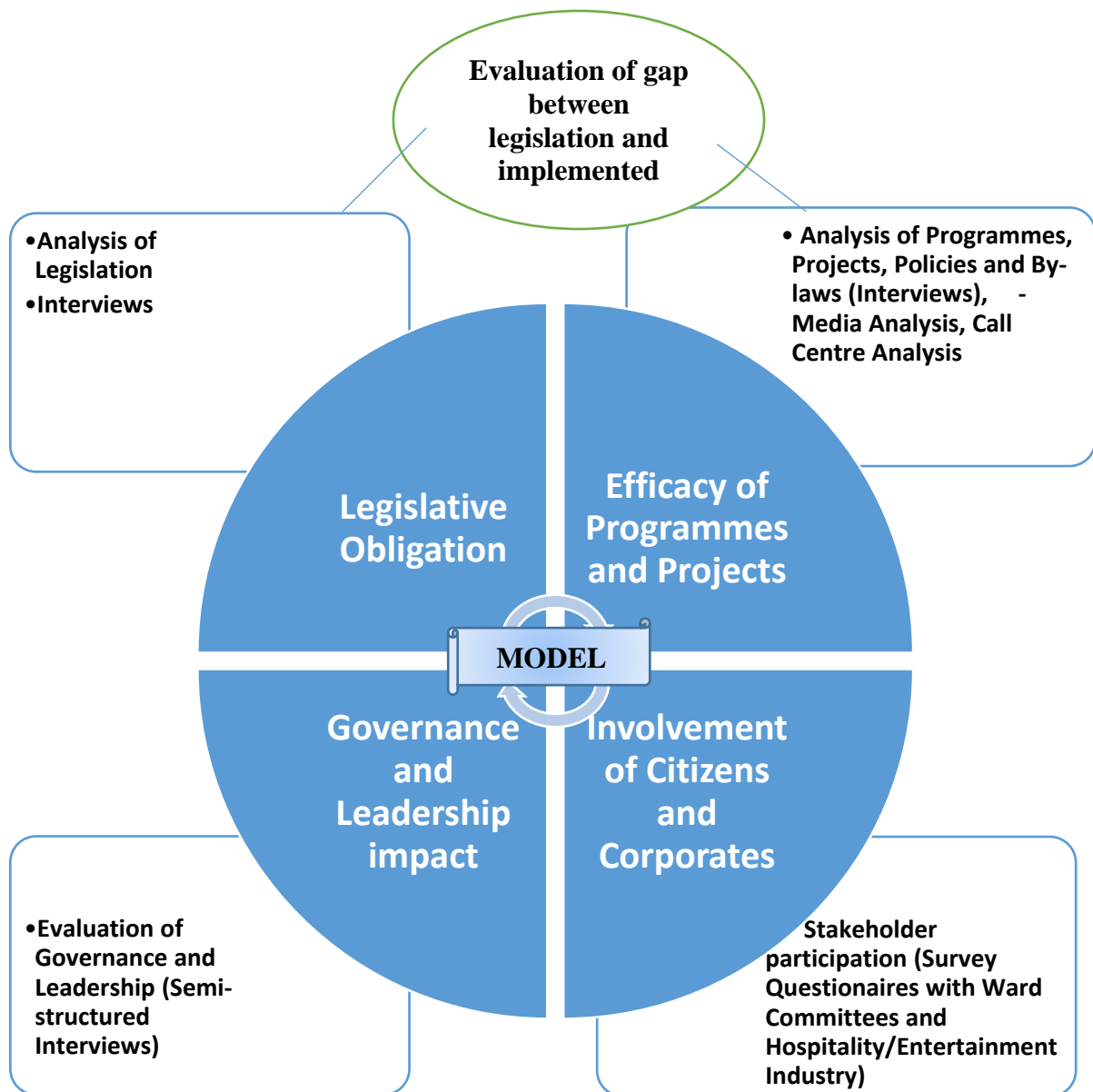
The objectives of this study are re-iterated in this section and the research design is articulated against the objectives.

Objectives of the research study

- A) To critically evaluate the gap between the mandatory obligations for the eThekweni Municipality concerning urban degeneration; and the tangible strategies, programmes and projects actually implemented by the municipality, specifically related to unclean streets, dumping and dilapidated buildings.
- B) To evaluate the efficacy of the strategies, programmes, projects and policies implemented, as well as the enforcement of by-laws within eThekweni Municipality, to address urban degeneration.
- C) To determine whether the leadership and governance processes impact on urban regeneration within the eThekweni Municipality.
- D) To establish whether other stakeholders, viz., citizens and business have actively contributed towards addressing urban regeneration.
- E) To design an integrative transformative model which could serve as a guideline to sustainably transform city spaces to be clean, attractive and well-maintained.

Figure 5.1 reflects the way in which the objectives were addressed through the data collection and analysis phases. The first two objectives of the study related to the legislative obligations, the efficacy of the programmes and projects, and the gap between the legislation and the actual implementation of the programmes and projects. Interviews with management and councillors of the municipality were undertaken to address the third objective, which reviewed the impact of leadership and governance within the organisation. The fourth objective on the participation and perception of the external stakeholders, specifically the hospitality/entertainment industry stakeholders, and the ward committees within the specific wards chosen for the study were addressed through survey questionnaires. Figure 5.1 reflects each of the objectives as addressed by specific research methods to analyse the data. Analysis of data from the various research methods chosen for the study culminated in the establishment of an integrative transformative model to ensure that the city spaces are clean, attractive and well-maintained.

Figure 5.1: Addressing the research objectives through data collection and analysis



Source: Author's own

5.2 Descriptive Statistics of the Interview and Survey Respondents

5.2.1 Overview

Interviews and surveys were undertaken with both internal and external respondents to provide a complete perspective of the efficacy of the various strategies, programmes and projects undertaken by the municipality to address urban degeneration. The selection of the internal

respondents included municipal management and councillors, while the external respondents included management from the hospitality/entertainment industry and ward committee members.

5.2.2 Categories of Respondents

The various categories of respondents are detailed in this section, reflecting the number of research study respondents in each category of the interview or survey questionnaire data collection method. Table 5.1 identifies the category of respondents to the interviews and survey questionnaires, the number of respondents per category, as well as the method used to collect the data per category.

Table 5.1: Respondents to interviews and survey questionnaires

Category of Respondent	Number of Respondents	Data Collection Method
eThekwini Municipality: Senior Management/ Heads of Units and Supervisors	16	In-depth, semi-structured interviews
eThekwini Municipality Councillors	10	Semi-structured interviews
External: Hospitality/Entertainment Industry Management	5	Survey and interview questionnaire
Ward committee members from wards 26, 27 and 28	12	Survey instrument
Total number of respondents	43	

In-depth, semi-structured interviews were undertaken with 16 eThekwini Municipality management, who are engaged in the various strategies, projects and programmes which address cleanliness, problem buildings and urban degeneration within the inner-city of the municipality; semi-structured interviews were carried out with 10 councillors who provide oversight over the strategies, programmes and projects, and survey questionnaires were conducted with management from 5 hospitality/entertainment industry operations located within the inner-city. Surveys were undertaken with 12 ward committee members from the three wards within the inner-city study location.

5.2.3 Municipal Activities and Respondents included in the study

Table 5.2: Municipal activities represented in the study

eThekwini Municipal Activities represented in the study
Area-Based Management
Development Planning
Economic Development and Business Support
Enforcement (Police and Urban Management Zone)
Engineering (Roads and Storm-water)
Safer Cities and iTRUMP
Solid Waste Management
Strategy (Chief Strategy Office and Deputy City Manager)

Eight municipal activities were included in the study as reflected in Table 5.2. Two respondents from each category of these activities were interviewed for the study, thereby representing units from the municipality which were engaged in activities related to or impacted by cleaning up the city or dealing with bad buildings. Sixteen Management respondents from eight activities were therefore included in the study.

5.2.4 Type and number of councillor respondents

Figure 5.2: Type and number of eThekwini councillor respondents

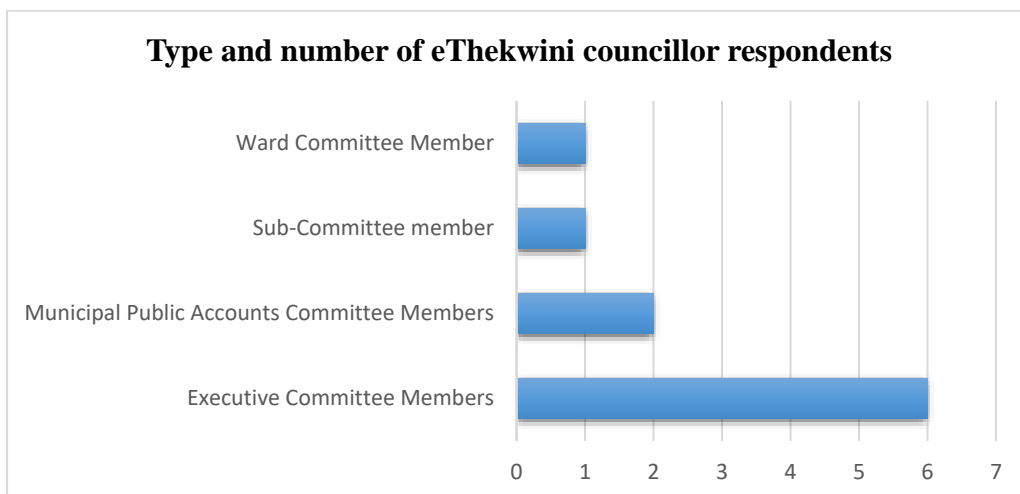


Figure 5.2 reflects the type of councillors who were interviewed. The sample consisted of one ward councillor, a sub-committee member, two Municipal Public Accounts Committee members and six executive committee councillors. The ward committee members formed part of the sub-committees, and the Executive Committee councillors are also chairpersons of each of the five Council Sub-Committees. These committees were: Human Settlements and Infrastructure; Governance and Human Resources; Community Services; Safety and Security; Economic Development and Planning.

5.2.5 Hospitality/Entertainment Industry Respondents

Five hospitality/entertainment industry management staff were included in the study. The respondents represented the industries reflected in Table 5.3, which are located within the research study area.

Table 5.3: Hospitality/Entertainment Industry

Hospitality/Entertainment Industry
The International Convention Centre
A Stadium
The Marine Theme Park
A Hotel
A Cinema Group

These industries covered the major types of hospitality or entertainment industry in the research area, and these businesses were impacted by the lack of cleanliness within the city.

5.2.6 Ward Committee Respondents

Figure 5.3: Ward committee members - number of years residing in the neighbourhood

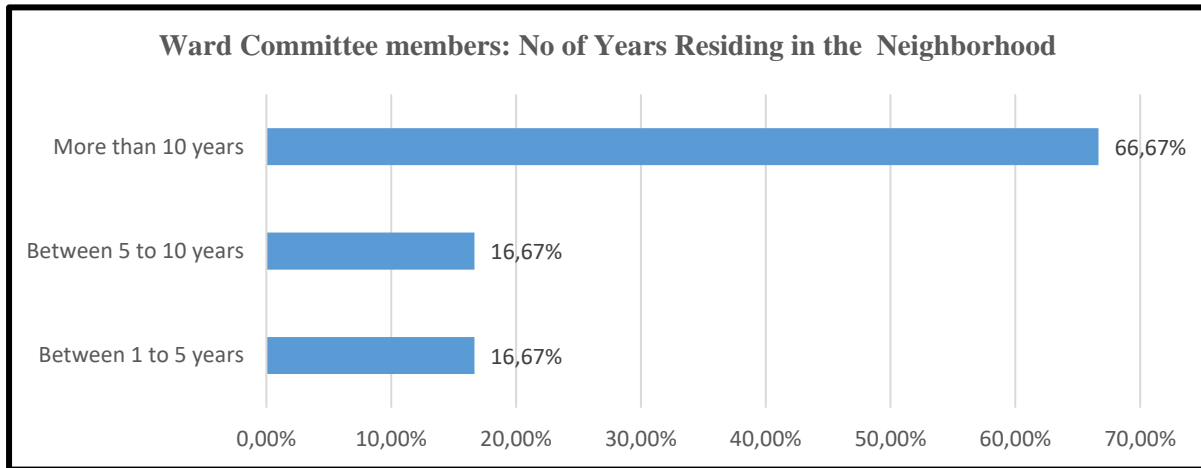


Figure 5.3 indicates the range of years within which the 12 ward committee respondents from the three wards identified in the study area have resided in the ward identified. The analysis of the number of years that these respondents lived within their wards, reflected that 67% of the respondents lived in their wards for more than 10 years, while 17% each lived in the ward between 1 to 5 years and between 5 to 10 years. This indicated that most of the respondents lived more than 5 years in the wards and had a much better appreciation of the challenges experienced within the wards.

5.3 Legislative and Regulatory Data

5.3.1 Overview

The first objective of the research required an examination of the obligatory scope of the municipality in dealing with urban degeneration and evaluating the gap between the mandatory obligations and the municipal programmes and projects addressing these issues.

In order to address this objective of the research study, specific legislative and regulatory data associated with the study topic, was collected for analysis. The legislation was obtained online including from the eThekweni Municipality website.

5.3.2 Legislation and Regulatory Data Sources

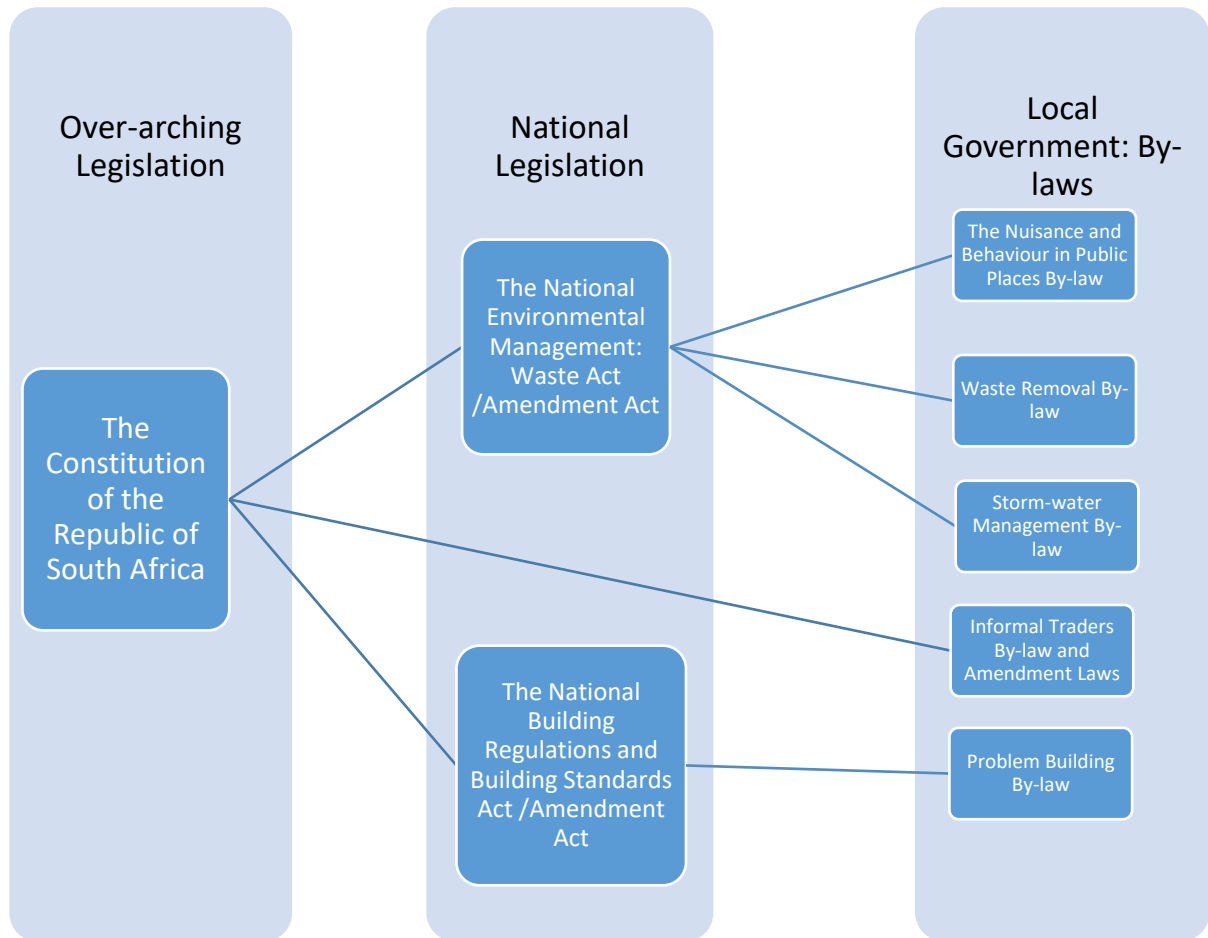
Table 5.4: Legislation and regulatory data sources

Legislation and Regulatory Data Sources	Year
South African National Legislation:	
The Constitution of the Republic of South Africa	1996
The National Environmental Management: Waste Act	No 59 of 2008
The National Environmental Management: Waste Amendment Act	No 26 of 2014
The National Building Regulations and Building Standards Act	No 103 pf 1977
National Building Regulations and Building Standards Amendment Act	No 49 of 1995
eThekwini Municipality:	
The Problem Building By-law	2015
The Nuisance and Behaviour in Public Places By-law	2015
Waste Removal By-law	2016
Storm-water Management By-law	2017
Informal Traders By-law and Amendment Laws	2014/2017

Table 5.4 reflects the specific legislation which applied to eThekwini Municipality's responsibilities in addressing urban decay.

A graphic depiction of the various levels of legislation, which applied to the municipality is also reflected in Figure 5.4 below.

Figure 5.4: Legislation and by-laws addressing Clean, Attractive and Well-maintained South African Cities



Source: Author's Own

Figure 5.4 reflects that the overarching legislation for all Government organisations in South Africa, is the Constitution of the Republic of South Africa, which assigned various responsibilities to Local Government concerning urban decay. The next level of legislation is National Legislation, which were the National Environmental Laws and the National Building Regulations and Building Standards Act. The National Building Regulations and Building Standards Act provided for the advancement of uniform laws related to building of structures within the Local Government area, and for the prescription of building standards (Republic of South Africa, 1995:3).

As a further layer to the National Legislation, the by-laws gazetted by each municipality is the next level of compliance. The municipal by-laws, focused on compliance with the requirements of the National Legislation and the Constitution of South Africa. The municipal

by-laws highlighted in Figure 5.4 comprised a few different by-laws. The Nuisance and Behaviour in Public Places By-law is intended to regulate the “conduct and behaviour of persons on public places” (eThekweni Municipality, 2016e:4). The Waste-removal By-law provides for the “collection and removal of domestic waste and business waste”; ...encourages “the recycling of waste” and seeks to “impose penalties for dumping and other offences”, amongst other provisions (eThekweni Municipality, 2016d:6). The Storm-water Management By-law provides for the protection and preservation of the natural environment (eThekweni Municipality, 2017f:2). The Problem Building By-law provides for the identification, declaration and rehabilitation of dilapidated buildings (eThekweni Municipality, 2016e:4). The Informal Trading By-law and Amendment By-laws, which restrict and “prohibit informal trading in certain areas”, regulate the “conduct of informal traders” and provide measures to ensure health and safety (eThekweni Municipality 2014b:2; eThekweni Municipality, 2017g:2).

5.3.3 Implementation of Mandatory Obligations by eThekweni Municipality

An evaluation of the gap between the mandatory obligations for eThekweni Municipality regarding urban decay, with specific reference to unclean spaces and problem buildings and the tangible programmes and projects which have been implemented by the municipality, is itemised in Table 5.5.

Table 5.5: Implementation of mandatory obligations

Mandatory obligations	Programmes, projects, policies and by-laws implemented for compliance
The Constitution of the Republic of South Africa, 1996:141-145, Schedule 5, Part B	
Cleansing	Waste Removal By-laws, Cleansing programme by Cleansing and Solid Waste Unit
Control of Public Nuisances	The Nuisance and Behavior in Public Places By-law, Enforcement of by-laws by Metropolitan Police Unit
Public Places	The Nuisance and Behaviour in Public Places By-law, Enforcement of by-laws by Metropolitan Police Unit
Removal of refuse	Waste Removal By-laws, Cleansing programme by Cleansing and Solid Waste Unit

Mandatory obligations	Programmes, projects, policies and by-laws implemented for compliance
Refuse Dumps	Waste Removal By-laws, Cleansing programme by Cleansing and Solid Waste Unit
Solid waste disposal	Waste Removal By-laws, Cleansing programme by Cleansing and Solid Waste Unit
Street Trading	Street Trading By-laws, Business Support and licensing
The National Environmental Management: Waste Act No 59 of 2008; Waste Amendment Act No 26 of 2014	
Awareness Campaigns: Capacity building for promotion of the recycling of waste in all urban settlements and rural settlements	Media campaigns, Solid waste programmes and education programmes
The National Building Regulations and Building Standards Act No 103 of 1977:18-19, and Amendment Act, 1985	
Demolition or alteration of building based on architect or professional engineers' assessment	<ul style="list-style-type: none"> • Problem Buildings by-law • iTRUMP assessment of buildings in the inner-city • ABM nightly programmes identifying problem buildings and fining the owners • Inner-city Regeneration Programme
eThekweni Municipality By-laws	
The Problem Building By-law	Municipal Enforcement
The Nuisance and Behavior in Public Places By-law	Municipal Enforcement
Waste Removal By-law	Municipal Enforcement
Storm-water Management By-law	Municipal Enforcement
Informal Traders By-law and Amendment Laws	Municipal Enforcement

The analysis of the legislation and regulations impacting on the study indicated in Table 5.5 revealed that all legislation was enforced in one way or another, through programmes and projects, as well as implementing municipal by-laws.

In order to evaluate the efficacy of the strategies, programmes and projects identified, both qualitative and quantitative processes were undertaken, which included the secondary analysis of municipal data, interviews and surveys.

5.4 Analysis of efficacy of Strategies, Programmes and Projects

5.4.1 Overview

This section provides an overview of the various strategies, programmes and projects which have been implemented by the eThekweni Municipality to address urban degeneration, with specific emphasis on littering, dumping and bad buildings. The data for this analysis was obtained from reports of the various units identified in the study. This process involved the secondary analysis of these reports. Furthermore, the analysis also provided the views of the respondents, from the interviews and surveys undertaken, as a primary mode of data collection.

5.4.2 Clean City

5.4.2.1 Strategies, Programmes and Projects

The Cleansing and Solid Waste Unit have several strategies, programmes and projects to address the issues of litter and dumping within the city, as indicated by management during the interviews, and these included structured sweeping and cleaning, litter picking, separation at source. The information from the interviews was corroborated by the reports obtained from the units, as reflected in the Governance Arrangements section of the study. Furthermore, it was highlighted during the interviews that high impact streets are litter picked, swept with mechanical and manual sweepers, and that the pavements of high tourist areas are washed. Additionally, management indicated that Education Officers are stationed at all beach areas, and have access to a fully equipped educational bus, which flights environmental education.

In 2012, the eThekweni Municipality embarked on a project named ‘Clean and Maintain My City Campaign’, which was highlighted in many of the interviews with Management and councillors. The intention of the campaign was to clean up the city spaces, with the face of the Mayor as the lead in the project. The ABM team, as emphasised during the interviews by municipal management, oversees the ‘Clean and Maintain My City Campaign’ in the city, in collaboration with several other critical units, which included the Cleansing and Solid Waste Unit, the Metro Police Unit, and the Business Support and Development Planning Unit amongst others.

One of the programmes which was implemented in 2017, was the Operation Spring Clean eThekweni or *Khuculul’iTheku*, described by the management respondent from the Cleansing and Solid Waste Unit as a holistic clean-up campaign.

The next programme implemented by the municipality is the Radical CBD Clean-Up programme, which was undertaken by the Urban Regeneration team between August 2017 to June 2018, with the intention to set the foundation for the Urban Regeneration Master Plan. Management and councillors did not mention this programme in the interviews.

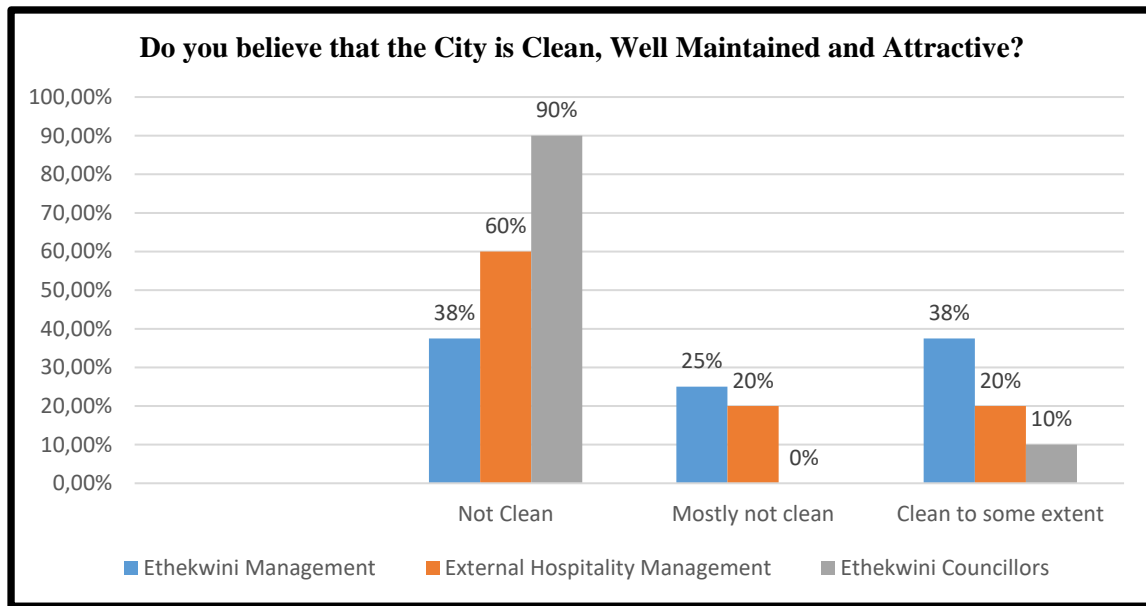
5.4.3 Is the City Clean?

The views of the public, business, management, councillors and ward committee members regarding the strategies, programmes and projects detailed, questioned the efficacy of such programmes and projects and whether the city was indeed clean. Many of the reasons for the dissatisfaction with the state of the city are articulated next.

5.4.3.1 Do you believe that the city is clean, attractive and well-maintained?

One of the questions responded to by the interviewees was ‘Do you believe that the City of Durban is clean, attractive and well-maintained?’ This question was included in three categories of respondent interview questionnaires, including the in-depth interviews with management, interviews with councillors and survey questionnaires with the hospitality/entertainment industries as reflected in Figure 5.5.

Figure 5.5: Do you believe that the City is Clean, Attractive and Well-maintained?



According to Figure 5.5, more than 60% of management who were interviewed, agreed that the city was either ‘not clean’ or ‘mostly not clean’. Less than 40% of management stated that the city was ‘clean to some extent’. Interestingly, the responses in the various categories of management differed according to the roles that are undertaken by each category of management. Management, who were directly involved in cleaning up the city and were addressing urban degeneration, as well as bad buildings, were those who indicated that the city was ‘clean to some extent’. Strategic management interviewed indicated that the city was ‘mostly not clean’, while the management, who managed programmes which were impacted by the state of cleanliness of the city, indicated that the city was ‘not clean’.

One of the eThekwini Managers, who specified that the city was ‘clean to some extent’, also indicated that the main cause of the city getting dirty, was that the rubbish generated by the vast number of people who visited or patronised the city on a daily basis, exceeded the available resources required to clean the city on an ongoing basis. Several eThekwini Management also expressed views that the city was not clean. A respondent to the interviews commented:

No, the city is not clean. Because we have uncontrolled informal trade and uncontrolled taxis. It makes it very difficult for pedestrians to walk and motorist’s battle to drive freely in the inner- city. We have bad buildings and the public realm infrastructure is damaged. It’s a filthy city, honestly speaking, with few patches of cleanliness. But in totality, it is not very clean or well-maintained.

Another Management Respondent concurred:

No, certain areas are clean, but most are not. Because, on the one hand, our mode of delivery is not effective. We can't maintain the service levels that are required on the ground. At the same time, our service levels are not adequately explicit and not properly monitored and enforced. On the other hand, unfortunately our educational initiatives don't seem to be making an impact on the prevalent culture that's explicit out there.

Several managers were also of the opinion that it also depended on the time of day, as to when the city was clean. It was identified that the city started off being clean in the morning, but by midday, it was filthy. Dumping was also highlighted by many of the managers, as contributing to the unsightly view of the city.

The view of management was supported by the hospitality/entertainment industry respondents and one stated as follows:

The city is not clean, there's rubble everywhere. Not just the people begging – but there are people bothering delegates. The street children are smoking and are scaring delegates. Delegates have had iPads stolen. Security do go around, but we need more security – and visibility of policing. We need to be picking up papers and cans.

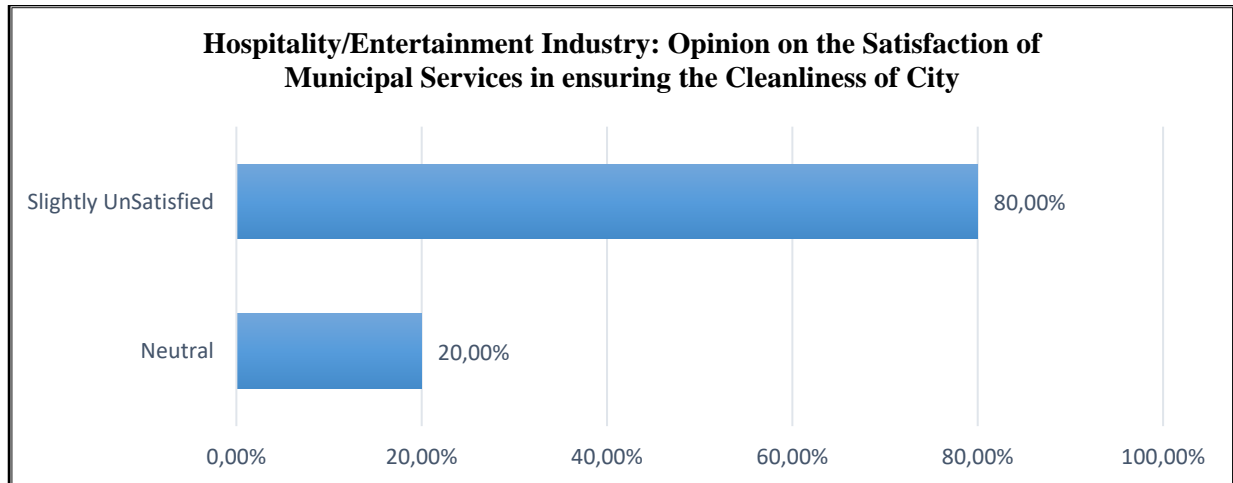
The external hospitality/entertainment industry management survey interviews, as reflected in Figure 5.5, identified that 20% of the respondents believed that the city was 'clean to some extent'; 60% of the respondents believed that the city was 'not clean', and 20% of the respondents believed that the city was 'mostly not clean'. The following reflects a selection of comments from the hospitality/entertainment industry management, on whether the city is clean, attractive and well-maintained:

Not clean enough, not attractive or well-maintained. Cleanliness is a collective effort and cannot be achieved in isolation. Certain parts of Durban are certainly well-maintained; however, the inner-city and central Durban have deteriorated over the years and this is something that continues to prevail over time.

These qualitative comments from the interviews with the hospitality/entertainment industry respondents clearly triangulate with the quantitative data from the survey opinion of the

hospitality/entertainment respondents, on satisfaction of municipal services in ensuring the cleanliness of the city, which is reflected in Figure 5.6.

Figure 5.6: Hospitality/Entertainment Industry - Opinion on the Satisfaction of Municipal Services in ensuring the cleanliness of the City



From Figure 5.6, it is noted that 80% of the respondents were slightly unsatisfied with the municipal service in cleaning up the city, while 20% were neutral.

These statistics were further elaborated on by one of the hospitality/entertainment industry respondents, who indicated that:

People don't look at this precinct outside of the city. If there is a problem in the city, then there is a problem in the stadium.

This comment identified that the state of cleanliness in the city impacted on the businesses in the vicinity. Confirming this, a hospitality/entertainment industry respondent indicated:

Cleanliness has a material impact on our business, especially because the venue from which we operate is for entertainment and relaxation, and part of that requirement is to have an environment which is conducive to a positive image of cleanliness, hygiene and to be well-maintained to make it inviting to consumers. If the environment is not inviting, this will naturally impact on our consumers looking to visit the venue, which negatively impacts the business concerned.

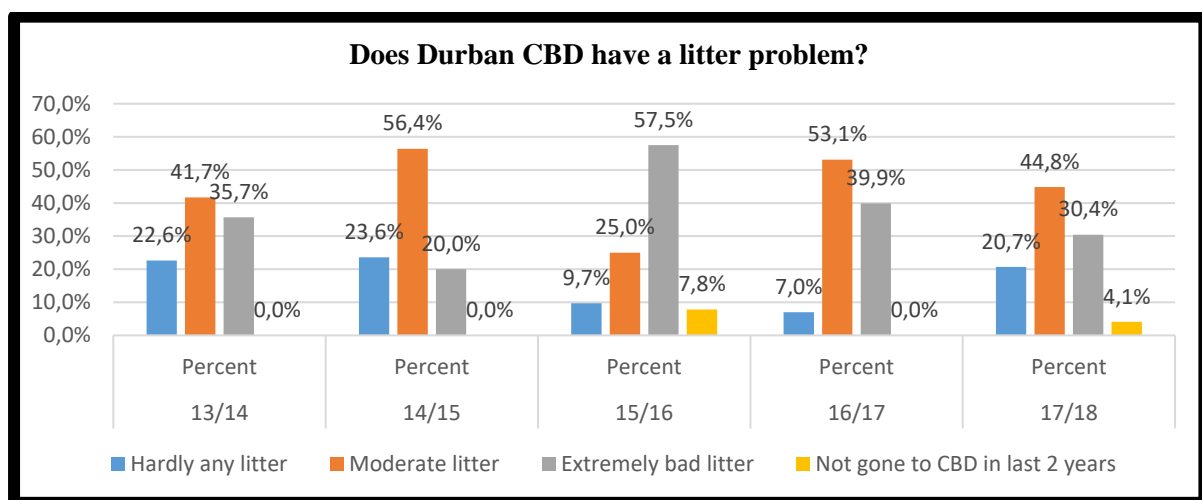
The councillors of the eThekweni Municipality further elaborated on whether the city was clean or not, and the opinions obtained corroborated with both the management and the hospitality/entertainment industry respondents' opinions. The previous Figure 5.5: 'Do you believe that the city is clean, attractive and well-maintained?', also reflects that 90% of the councillors felt that the city was 'not clean', while 10% indicated that the city was clean. This was further elaborated on by the responses from councillors, where an eThekweni councillor respondent indicated as follows:

No, it is not clean. I think we need to educate people. If you go out, you will notice people don't care, as they dump whatever they're eating anywhere. Those who are selling along the road, they don't have bins to make sure that those who are buying fruit or other food, don't throw it anywhere, when they are done.

Therefore, the consolidated majority view from municipal management and councillors, as well the respondents from the hospitality/entertainment industry, was that the city was not clean and that the respondents were not satisfied with the strategies, programmes and projects undertaken by the municipality.

5.4.3.2 Municipal Services and Living Conditions Survey

Figure 5.7: Municipal Services Living Conditions Survey: Does Durban CBD have a litter problem?



Source: Adapted from eThekweni Municipality (2014c:26, 2015d:32, 2016k:34, 2017k:29, 2018c:51)

The MSLCS undertaken annually by the municipality, requires a response to the question: ‘Does Durban CBD have a litter problem?’ The CBD of eThekweni Municipality comprises the wards identified for the study. The statistics from the survey, as indicated in Figure 5.7, revealed that from 2015/2016, there has been a steady decline in the consensus that there is an extremely bad litter problem. However, for 2016/2017, between 75% to 90% of the residents in the eThekweni Municipality believed that there was either a moderate or extremely bad litter problem in the CBD.

Respondents from the various units driving the strategies, programmes and projects to clean the city, indicated that the city has embarked on projects, where teams from various units clean up the spaces and places in the city; however, a Senior Manager who was interviewed provided insight into the regeneration projects and programmes which are operational within the city:

The problem with those initiatives is that they are reactionary and populist and draw resources from other areas and are not sustainable.

This was supported by another respondent:

When people come in early in the morning or late in the evening, they see the worst. We are reactive as a city.

Another response from a management interview was as follows:

Sustainability is about ownership and joint management of a situation, and not about the city’s problem alone. At the moment there is too much emphasis on the city not doing its work.

The Clean and Maintain My City Campaign was also critically assessed during the interviews with respondents. One of the issues raised was that the programme was not sustainable, as pointed out by one councillor respondent, who indicated that the Clean and Maintain My City campaign was limited, and that constant cleaning was needed:

We are only doing campaigns and not doing enforcement. There are not enough bins. Give the bins to businesses to sponsor and maintain the bins. Make them a hands-on group. We need aggressive action and clean up. Civic pride is required.

Another respondent commented:

I think we should have done something different because the 'Clean My City Campaign' was more of dirt removal; it wasn't educational in terms of people who are littering. It's important that you educate people and you let people be part of the project in such way that they can discipline one another. If one is throwing dirt, particularly the informal Street Traders, they should be disciplined and be able to discipline their customers by saying 'I've given you this carry bag, please don't throw it down'. The campaign was good in terms of a once-off cleaning project, yes. But in terms of educating people not to litter, this was not there.

One respondent articulated the challenges with having Clean and Maintain My City event type campaigns:

Yes, I think the negative tendency is that when it's an event, people don't take it as an everyday type of behaviour, that they expected to follow. It's a once-off project, and then that's it. We say let's clean our street and after that it goes down. So, it shouldn't be an event. When it's an event, you don't provide and offer coverage for the city. It's selected areas that benefit.

This view was further supported by another respondent:

I think it took off in the positive, but somehow, it's just like any other program that you start, and if you are not sustaining it and you're not continuing it, it sorts of fizzles out and it dies. So that campaign too, we don't hear about it. I think it's something that should be done every week and every month, and it should be an 'in your face' kind of campaign. If you walk in the streets in the city centre, you will see people eat a banana and throw the peel on the floor, peel an orange and throw the peel on the street. Their attitude is 'Oh, there are workers to clean up'. Really? Why should workers be cleaning up after you, when they could be really doing the more serious clean-ups?

This triangulated with the hospitality/entertainment industry respondents' comments, where a respondent provided a comment on the Clean and Maintain My City Campaign:

There has been an impact and it has helped, but the Clean My City Campaign is not sustainable. The city must acknowledge what is not working.

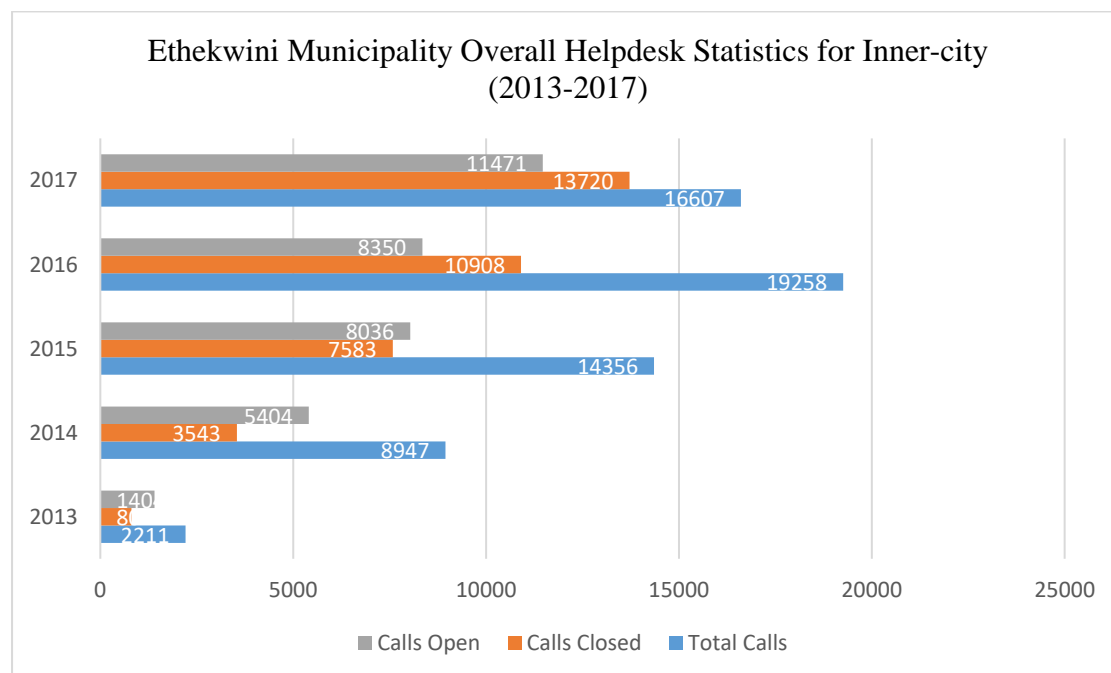
5.4.4 Well-Maintained City

Projects have also been implemented by the city to ensure that the city is well-maintained. Maintenance projects included infrastructure projects, as well as projects related to urban regeneration. Furthermore, many of the infrastructure projects in the city were privately-owned projects, which were monitored by the municipality to ensure that these were well-maintained.

5.4.4.1 Urban Management Zones/Priority Zones

The Urban Management Zone Programme as highlighted by management, logged faults within the inner-city. Zone Support Officers identified the faults and problems and log these, to be further dealt with by the relevant unit. The Help-Desk Statistics for the inner-city for the years 2013 to 2017 are reflected in Figure 5.8. According to the ABM Unit, statistics were monitored at a weekly operations meeting, which was chaired by the City Manager since 2012. However, it was mentioned by a respondent, that was also recently changed, with the change in the appointment of another City Manager, and the meeting was now held every second week, with the focus on various operational matters and dashboards.

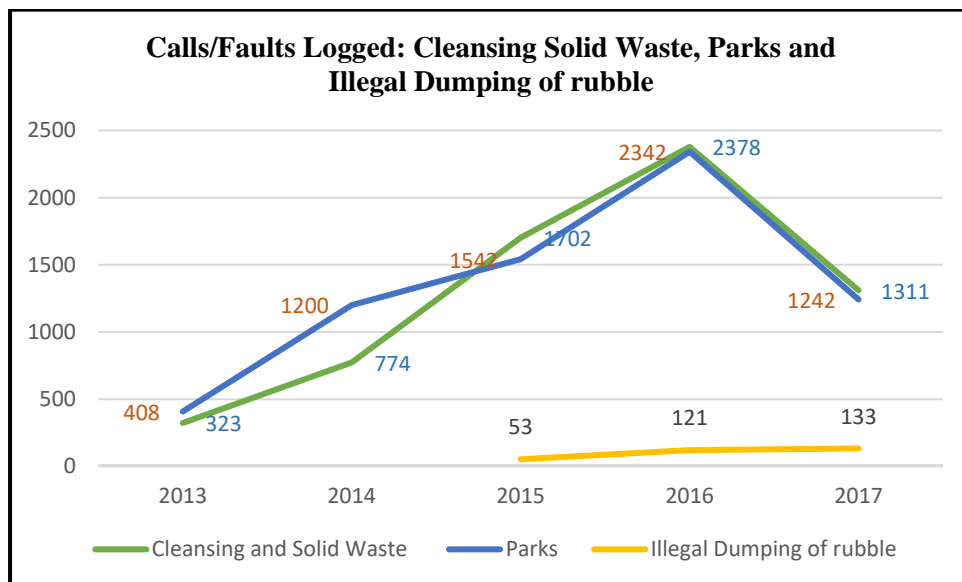
Figure 5.8: eThekweni Municipality overall help-desk statistics for the inner-city (2013-2017)



Source: Adapted from eThekweni Municipality (2013; 2014d; 2015b; 2016j; 2017h)

The analysis of the help-desk statistics revealed that the faults identified in the inner-city was increasing at a steady rate over the years, but dropped slightly in 2017, as reflected in Figure 5.8 above. These calls related to faults regarding advertising and signage; architectural matters; business services; business licencing; Close Circuit TV (CCTV), Coastal Storm-water and Catchment Management; Cleansing and Solid Waste; Development and Planning; Electricity; eThekwini Transport Authority; Water Services; Health; Housing; illegal dumping of rubble; iTRUMP; Metro Police, Parks; Real Estate, Roads and Storm-water; Roads provision, and Urban Renewal. The number of calls closed have also steadily increased, especially with the close monitoring by senior management. However, the number of calls which remain open at the end of each month was a challenge, as these were also increasing. As the Unit was not monitoring the number of outstanding calls brought forward each month, it was not possible to track the actual number of calls outstanding at the end of each year. The number of open calls reflected the monthly calls opened at the end of each month. Since the end of 2017, the municipality has been monitoring the number of calls brought forward each month, which provided a more accurate figure of the outstanding calls at the end of the month.

Figure 5.9: eThekwini Municipality calls/faults logged – Trends regarding Cleansing and Solid Waste, Parks and the Illegal Dumping of Rubble within the Inner-city (2013 – 2017)

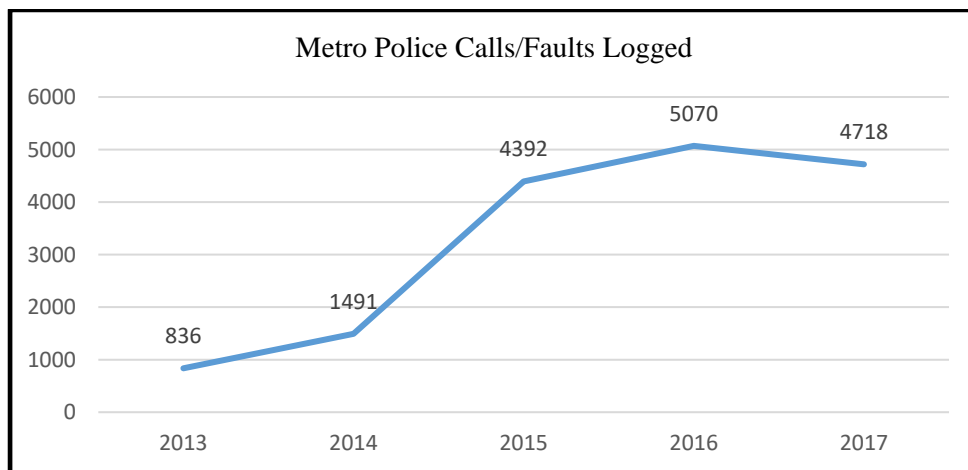


Source: Adapted from eThekwini Municipality (2013; 2014d; 2015b; 2016j; 2017h)

Figure 5.9 reflects the trends of the calls/faults logged over the 5-year period from 2013 to 2017, specifically related to Cleansing and Solid Waste, Parks, and the Illegal Dumping of

Rubble. The statistics revealed that from 2013 to 2016, there has been a consistent increase in faults logged for both the Cleansing and Solid Waste Unit and for the Parks Unit. Cleansing and Solid Waste faults included litter and non-collection of rubbish bags. Parks faults included calls regarding verges not cut and overgrown trees. From 2016 to 2017, faults for both the Cleansing and Solid Waste Unit, as well as the Parks Unit, decreased concurrently. Over the period of 2015 to 2017, illegal dumping of rubble was logged and there was a steady increase in the number of incidents logged. This reflects the ongoing challenges with dumping, littering and the condition of the environment.

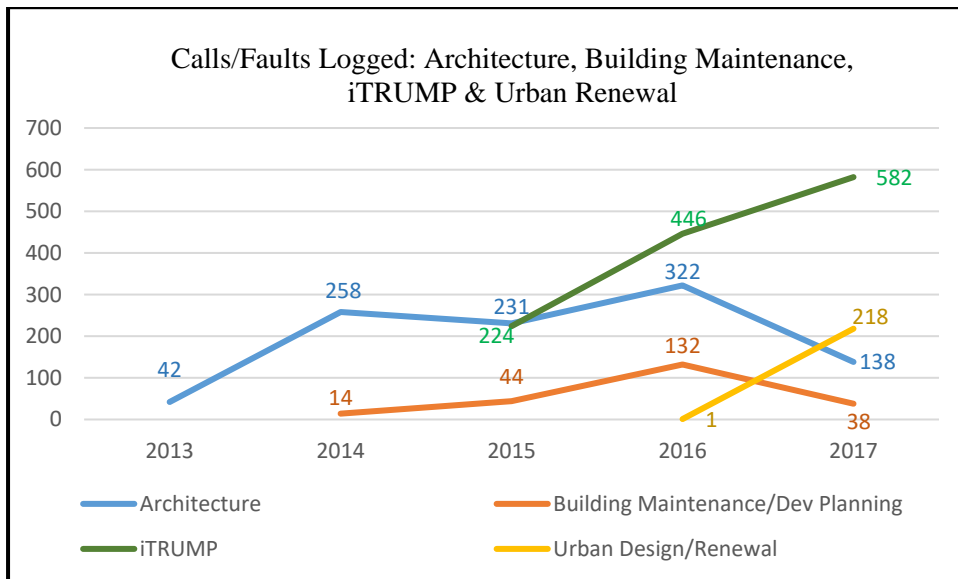
Figure 5.10: eThekweni Municipality Metro Police Calls Logged



Source: Adapted from eThekweni Municipality (2013; 2014d; 2015b; 2016j; 2017h)

Figure 5.10 reflects the Metro Police Calls/Faults logged over the five-year period from 2013 to 2017. The faults raised for Metro Police included by-law enforcement, illegal occupation of buildings and vagrancy. Figure 5.10 reveals that issues raised for Metro Police calls have increased consistently from 2013 to 2016, with a slight decrease in 2017.

Figure 5.11: eThekweni Municipality Calls/Faults Logged for Architecture, Building Maintenance, iTRUMP and Urban Renewal

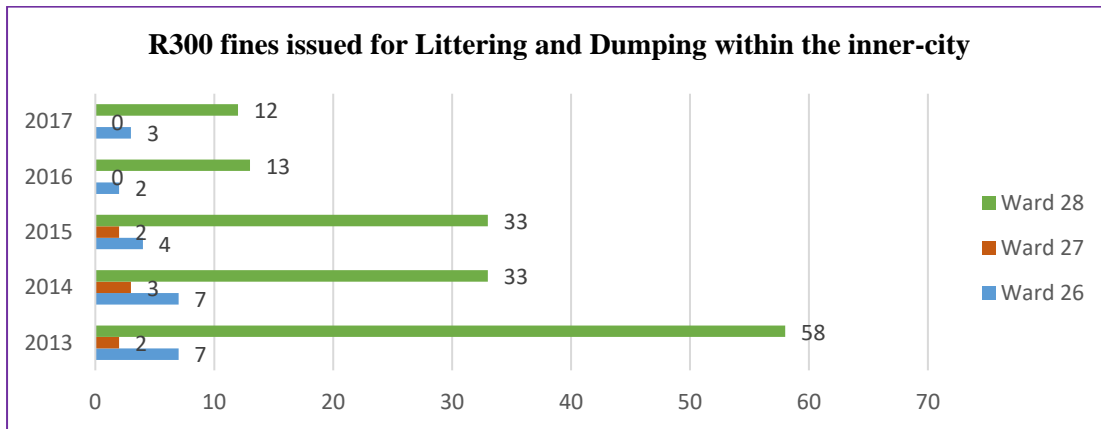


Source: Adapted from eThekweni Municipality (2013; 2014d; 2015b; 2016j; 2017h)

Figure 5.11 reflects the calls logged for architecture, building maintenance issues, problem buildings and urban renewal. The number of faults for architecture fluctuated over the period, with the number of faults increasing from 42 in 2013, to 322 in 2016; whereas in 2017 the number decreased to 138 faults logged. Figure 5.11 also provides a total view of all calls logged around problem buildings which peaked in 2016 at 132 faults logged. The calls logged dropped drastically in 2017 to 38 calls logged. Urban Design faults logged has increased drastically from 1 fault logged in 2016 to 218 faults in 2017. There has been a consistent increase in the number of faults logged for iTRUMP from 2015 to 2017, with the number of faults increasing from 224 in 2015 to 582 faults in 2017.

5.4.4.2 Fines for Littering and Dumping prior to the new By-laws

Figure 5.12: eThekweni Municipality – R300 Fines issued for Littering and Dumping within the inner-city

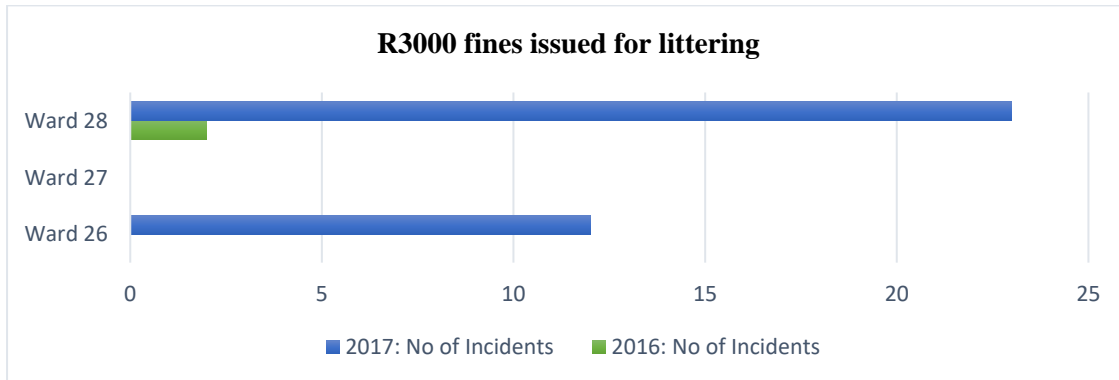


Source: Adapted from eThekweni Municipality (2018d)

Through the enforcement of by-laws, the issuing of fines of R300 each for littering and dumping incidents within the inner-city, as reflected in Figure 5.12, revealed that ward 28 is the ward with the highest number of fines issued for littering and dumping. Interestingly, these fines have been consistently decreasing, over the five-year period from 2013, when 58 fines were issued, to only 12 fines in 2017. A similar phenomenon is reflected in wards 26 and 27, which revealed a decrease in the R300 fines issued for littering and dumping. Ward 27 has the lowest number of fines issued over the five-year period. However, it must be noted that the by-laws were revamped in 2016, with a different fine structure, which could have accounted for the low numbers in 2016 and 2017.

5.4.4.3 Fines Issued within the Inner-city for Littering subsequent to the new By-laws being promulgated in 2016

Figure 5.13: eThekweni Municipality – R3000 fines issued for littering

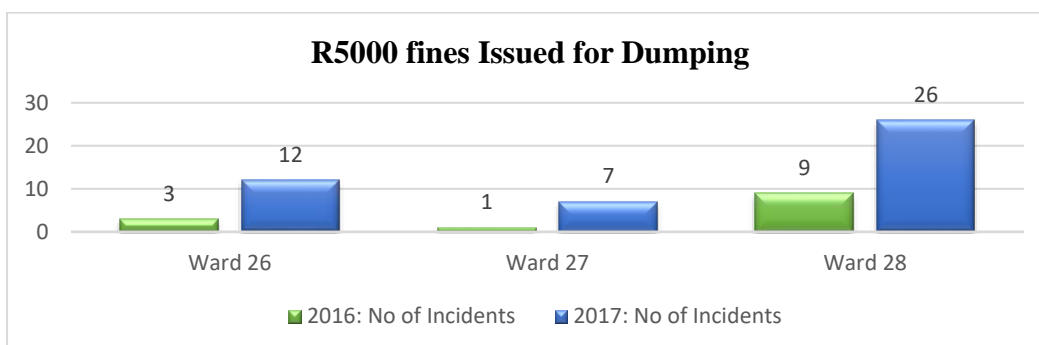


Source: Adapted from eThekweni Municipality (2018d)

With the implementation of the new by-laws in 2016, the period analysed for the R3000 fines issued was from 2016 to 2017. The fines have increased substantially to R3000 per incident for littering. As reflected in Figure 5.13, ward 28 had the highest number of fines issued for littering, with 23 fines issued in 2017 for littering, compared to 2 in 2016, while ward 26 reflected 12 incidents in 2017. Ward 27 had no fines issued for littering for both 2016 and 2017.

5.4.4.4 eThekweni Municipality: Fines Issued for Dumping subsequent to the By-Laws being promulgated in 2016

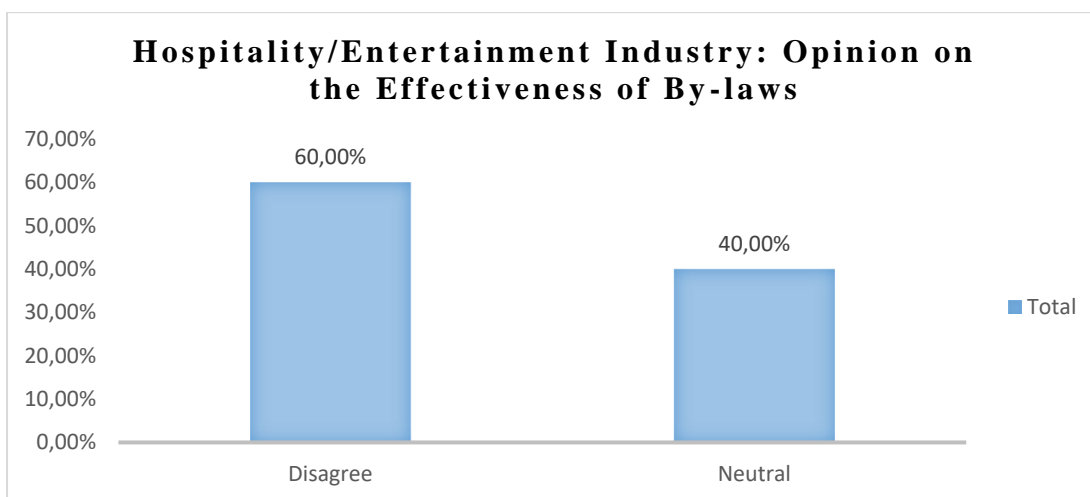
Figure 5.14: eThekweni Municipality- R5000 fines issued for dumping



Source: Adapted from eThekweni Municipality (2018d)

The fines for dumping also increased substantially in 2016 onwards, due to the implementation of the new by-laws. As reflected in Figure 5.14, ward 28 featured prominently with 26 incidents of dumping in 2017, compared to 9 in 2016. Ward 26 reflects 12 fines issued in 2017, which was a massive increase from 3 in 2016. Ward 27 incidents have increased in 2017 to 7 incidents of dumping, which was the highest that ward 27 has experienced in all categories of fines. Fines for dumping increased drastically from 2016 to 2017, which was a concern for the senior management team, as this reflected an increase in dumping. On the other hand, it could have reflected an increase in monitoring of dumping.

Figure 5.15: Hospitality/Entertainment Industry-Opinion on the effectiveness of enforcement of by-laws



Survey questionnaires with the hospitality/entertainment industry, as reflected in Figure 5.15, revealed the following: 60% of the hospitality/entertainment industry respondents who undertook the survey questionnaire, disagreed that the by-laws were effectively enforced. 40% of the respondents were neutral. This was corroborated by the comments from the hospitality/entertainment industry respondent, who commented on improving the process:

Education for business in the city is required, and a tougher stance on institutions that do not comply; stricter fines must be imposed, so that they will comply.

Another respondent believed that enforcement was the problem and not the by-laws:

By-laws are sufficient, but what is happening on the ground is not sufficient, as there are no human resources for enforcement.

Concerns were also raised by respondents about the efficiency of the police in enforcing the by-laws:

What is it about people who find it difficult to throw their rubbish in a rubbish bin? Refuse collection in informal settlements and in the township is sporadic at best. In informal settlements, it is virtually non-existent. In European cities, if you litter, you get fined immediately. We don't do that. You just look past it. I mean you can stand next to a Metro cop and throw stuff on the floor and he will do nothing.

A Councillor corroborated this view:

Enforcement is about the carrot and stick approach. Big and small business must deal with the consequences of not complying. By-laws must be enforced, and consequence management must be implemented for non-compliance to by-laws. By-laws are sufficient, but enforcement is the issue. We need Police to enforce. DSW must also have enforcement officers to enforce by-laws.

Consequence Management is highlighted was a critical area for enforcement, as well as a critical element for the city, especially with traders and businesses who displayed their goods from inside their stores on the pavements, which then congested the pavements. This was articulated by a councillor as follows:

Let's go and tell the community about our by-laws. They don't know. For example, if they urinate in public, what are the consequences? Those people who trade on the pavements, block the pavements. What is the consequence to those who sell without the permission? What are the consequences for shop owners, who sell their stocks on the pavements? They need to know that if we catch them, we will just take their permit for the shop?

On the other hand, several respondents also highlighted that the sufficiency of by-laws was also a matter of concern, as one manager noted:

By-laws adopted by the city are not sufficient. Processes with by-laws are long, arduous and lax. Taxis park on one lane and are a permanent fixture. There is no presence of police. There is jaywalking and people have a very lax attitude.

In agreement with this, another respondent commented on the sufficiency of by-laws as follows:

There is a need to review all by-laws as they are not sufficient and can't be enforced.

Furthermore, a respondent also highlighted the challenges surrounding the enforcement of by-laws:

We need visible policing and constant enforcement of by-laws.

Another respondent indicated that: “*Visibility – prevents contraventions*”

This view was also highlighted by a different respondent:

By-laws are not punitive enough... We need visible policing. Visibility and constant enforcement of by-laws.

The by-laws received much comment during the interviews and most respondents believed that by-laws were not sufficient for the circumstances in the city. This was highlighted by a Senior Manager respondent:

I would say that the by-laws are not sufficient at this stage. But those that exist are incapacitated by a lack of punitive tariffs. There is room for more by-laws, for example a Recycling By-law. We need that. Our by-laws do not talk much about that.

A respondent confirmed this belief:

By-laws are problematic. Do not put a by-law that you cannot enforce. Put a by-law that makes sense to 90% not to 10% of the people of the city. By-laws need to be balanced. We are an African city. Rolls Royce By-laws cannot work, as these are dysfunctional and not implementable.

This view was shared by other respondents as well. Another example provided by a respondent highlighted the Informal Trader By-law, which required trading to take place only during specific hours. The respondent indicated that trading activities take place between 6:30pm to 7pm, as contracts with the informal traders also require trading to end at 7pm. It was mentioned that with the change in the way people work and the movement around the city after 7pm,

several informal business activities took place, well after the contracted hours of business. Taxis operate well into the night to transport people to their homes. Many of these commuters chose to purchase from the informal traders on their way home, and traders therefore stay open to accommodate these commuters. Therefore, there was already non-compliance, as informal business activities took place long after the contracted hours. Furthermore, the respondent pointed out that the informal activities after hours also created additional litter on the streets. The respondent concluded that the by-laws were clearly not viable for the activities which took place within the city.

Further corroboration was obtained from a respondent who indicated that the Municipal Legal Unit had not confirmed with Metro Police on how to implement the 'Illegal Traders By-laws' within the city. The respondent indicated that the by-law stated that permits were required for the informal traders, and if an illegal trader was identified, they were taken to the South African Police Services (SAPS). However, once their Identification Document was produced, SAPS released them. SAPS case numbers were provided for infringement of the By-laws, but these were not investigated, as SAPS were under resourced. Furthermore, illegal traders' goods were impounded and were properly recorded, and the trader was issued with a receipt. However, Metro Police did not have labourers to load the goods onto trucks. There were insufficient trucks for the removal of impounded goods. In addition, if the goods were perishable, the goods were required to be stored in cold-storage, which was not available. So, these challenges, which were faced by the enforcement officers, was an indication that the by-laws were not supported by the necessary tools required to enforce them. With all these challenges, the respondent concluded therefore that the by-laws have failed the city.

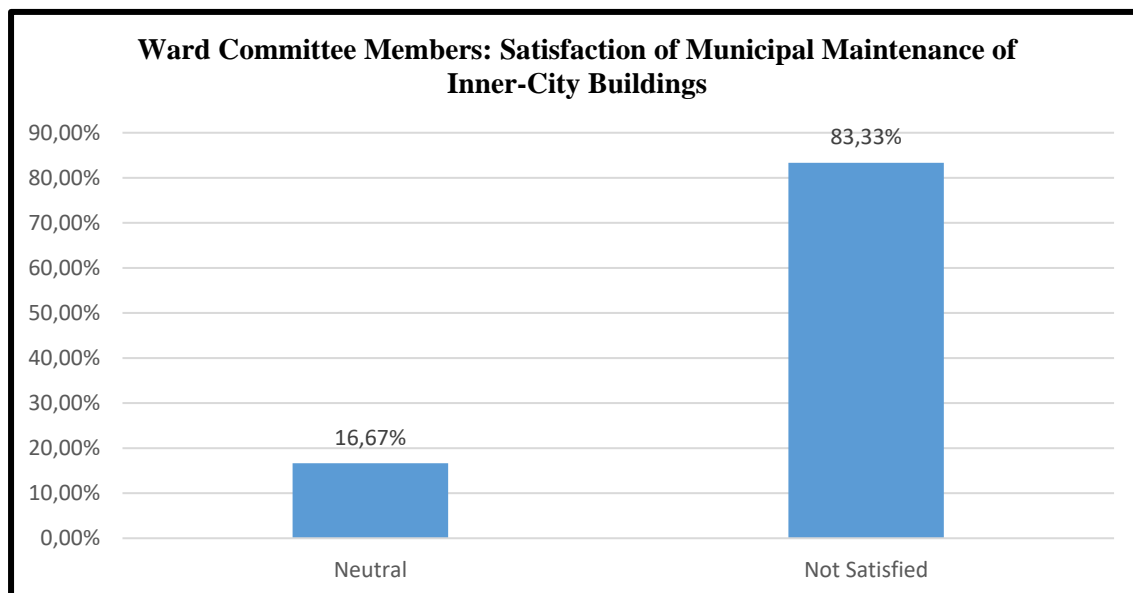
A respondent indicated that resources for enforcement were also only deployed for a 40-hour week, and due to budgetary constraints, there was limited overtime available to undertake enforcement after hours.

Clearly, the views by internal and external respondents reflected that by-laws were either insufficient or were not enforced effectively, and that there were insufficient resources to effectively implement the by-laws.

5.4.5 Is the city well-Maintained?

As articulated by management of the municipality, there were several dilapidated buildings in the city. The buildings which were abandoned by businesses moving out of the Central Business District, were now run-down; they had no electricity and water and were illegally occupied. These buildings had illegal connections to electricity and water, which was a challenge for the city.

Figure 5.16: Ward committee members-satisfaction with municipal maintenance of buildings in the inner-city



As reflected in Figure 5.16, 83% of ward committee members were not satisfied with the municipality ensuring the maintenance of buildings, while 17% are neutral. This view was corroborated by a manager from the municipality:

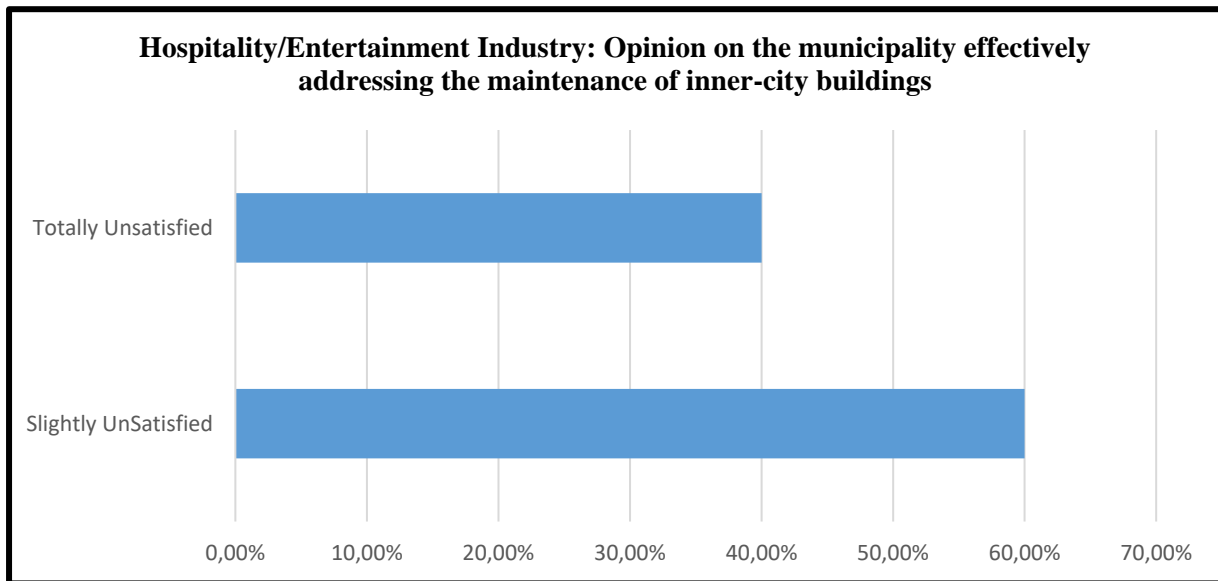
Facilities management is missing in the city and things fall between the cracks. Managers are not trained to manage the facilities in this city. There is a need for a centralised Facilities Management within the city. The problem is now, as all cities are facing urban decay and bad buildings, due to buildings having reached the end of their life-cycle. Furthermore, there is insufficient maintenance budget as priorities are elsewhere.

An important observation by one of the Hospitality/Entertainment Industry respondents was as follows:

On the bad buildings, I really believe that the challenge is that we fear the law, instead of using the law to work in our favour. With the 'Prevention of Illegal Eviction' (PIE) legislation in place, we have really been fumbling with buildings that have been hijacked. That piece of legislation specifies that when people are evicted, you have to find them alternative accommodation, similar or better, at the cost of council, even if it is private buildings. PIE is limiting the city as it exonerates everyone else but the city. It is an expectation that we must make our city attractive, but at the same time, this tool does not work for us... One other problem is that this tool has really given space to slum-lords to facilitate the hijacking of more buildings, because they make more money. They know that they can never be touched. They sub-divide the rooms with up to 6 people sleeping on one room. This legislation has facilitated slum-lordism in the city, but it has caused us to lose more money, as once we have evicted people, it means that we must appoint security on a full-time basis to guard the buildings from re-invasion.

This view was supported by the survey with the hospitality/entertainment industry respondents. Figure 5.17 indicates that 40% of the hospitality/entertainment industry respondents were 'Totally Unsatisfied' with the municipality's handling of the maintenance of buildings, and 60% were 'Slightly Unsatisfied'. Overall, the dis-satisfaction is reflected as 100% by the hospitality/entertainment respondents.

Figure 5.17: Hospitality/Entertainment Industry: Opinion on the Municipality effectively addressing the maintenance of inner-city buildings



A senior manager at the municipality stated the following:

My opinion is that we are dealing with the aftermath. There are no building performance monitoring processes within the municipality, whereby you can have early detection of a building and appropriate action is taken immediately to avoid its degeneration. That's one; secondly is the enforcement. It's a bit weak. There's no enforcement and sadly, I think it might be a sign of social ills, whereby any investor in one of the buildings won't find it worthwhile to manage and maintain the building, because people have invaded the buildings. So, the social ills can actually result in disillusion on the part of the owner of the building, to just abandon it.

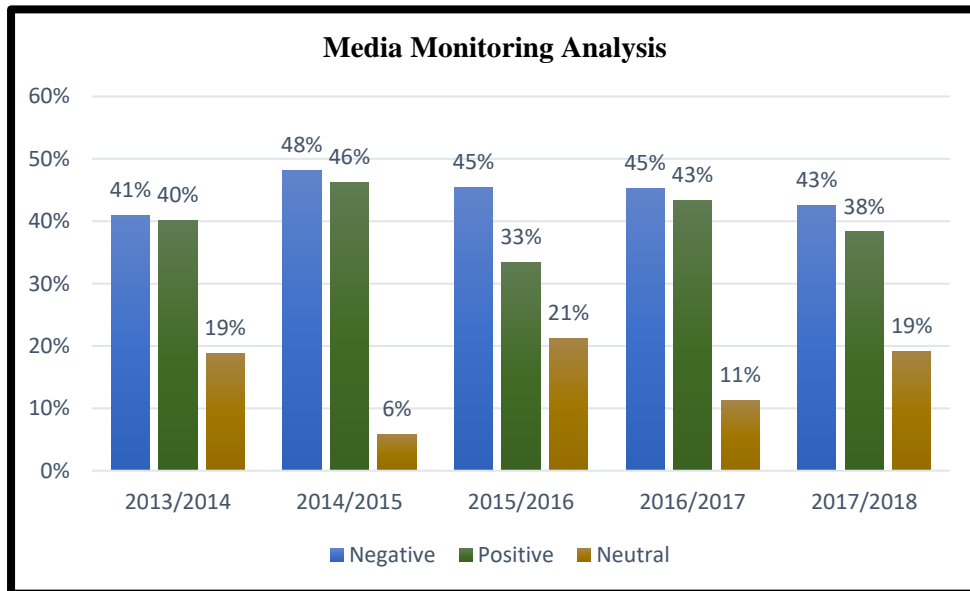
A manager also succinctly indicated:

Bad buildings attract social ills.

Therefore, it is apparent that problem buildings were a problem for the city which was not addressed effectively.

5.4.5.1 Media Reports – Secondary Analysis of Quantitative Data

Figure 5.18: Media Monitoring Analysis



Source: Adapted from eThekweni Municipality (2018e)

The municipality collated and analysed media articles and news coverage for the municipality on a weekly basis. The analysis of the media reports indicated in Figure 5.18, reflected that the negative media received on the state of the inner-city regarding cleanliness, litter, dumping and problem buildings, remained fairly within the same range over the five-year period under review. Negative media ranged between 41% to 48% with the 14/15 year, had the highest number of negative media reports in comparison to positive and neutral media. The positive media also fluctuated over the five-year period, with the 14/15 financial year peaking over the 5-year period at 46%. In comparison, the period 14/15 had the lowest percentage of neutral media. The results reflect that the negative media had decreased consistently since the 2014/15 financial year to the 2017/2018 financial year. Negative media had also decreased from 43% in 2016/2017 to 38% in 2017/2018.

5.4.5.2 Qualitative Analysis of Media Articles on Urban Degeneration within the Inner-city of Durban

Table 5.6: Media articles on urban degeneration within the inner-city of Durban

Year	Negative	Positive	Neutral	Total	10% sample
2013/2014	50	49	23	122	12.2
2014/2015	25	24	3	52	5.2
2015/2016	15	11	7	33	3.3
2016/2017	24	23	6	53	5.3
2017/2018	20	18	9	47	4.7

Source: Adapted from eThekweni Municipality (2018e)

Table 5.6 identifies the number of communication media reports for the period under review, reflecting the number of negative, positive and neutral communications per annum.

For the period 2013/2014, the 12 items selected reflected that 5 were negative, 5 were positive and 2 were neutral. The positive communications covered the Green City Strategy, which included an Annual Verge Competition and nine residents recognised for greening the city; the clamp down on illegal businesses and problem buildings in the city; a challenge by eThekweni Municipality to its citizens to join the ‘Clean My City’ initiative by the municipality, and to clean up their city; the municipality informed its citizens that people who were caught littering and urinating in public would be fined, and the urban improvement programme by the municipality was lauded.

The negative comments included an article about the councillor of ward 28, who was intent on removing drug addicts, and other criminals who frequent the park in the area, and who were littering the area; however, he had not yet met with the Municipal Manager or the Mayor to obtain assistance. There was another article where the writer complained that orange bags with recyclable items were left on the curb and were not removed for weeks; a complaint that the city was full of litter, and where were the street sweepers and that the unemployed should be employed to clean the city; a complaint from a business owner about the litter and rubbish in the vicinity of his business, and a complaint about the dilapidated street signs in the city.

Three articles in 2014/2015 were rated as positive, which included an article by the city to convert problem buildings; a report back by the municipality that the cleaning up the of city attracts foreigners, and an article that the Mayor of Durban joins people in cleaning up the city.

Two negative articles included an article by City Watch regarding the growing vagrancy and illegal dumping which was attracting rats and mosquitos, and an article commenting on the R22 million that Durban Tourism is investing in a partnership with National Geographic, when the beachfront area is full of litter and grime.

The one negative article which was randomly selected for the 2015/2016 financial year was an appeal by a pupil for assistance to help clean up the city, as she had requested the city on numerous occasions to clean the city and had highlighted that the vagrants were the main cause of the litter on the street. The positive article randomly chosen was an indication that the teams will continue cleaning the banks of the river and beaches after heavy rains have washed down debris.

Two positive articles were sampled for 2016/2017: the city clean-up of the beach toilets in preparation for the festive season, and a communication from the municipality that Durban Solid Waste Unit staff will be working a 24-hour shift cycle in order to keep the beaches and city clean over the festive season. Two negative articles sampled reflected that the city streets are littered with animal and human faeces, mounds of rubble, broken wooden posts, and metres of yellow and orange plastic which were left unattended for months, and that changing the name of the city will achieve nothing if the municipality do not clean up the city and the beachfront.

In 2017/2018, there were two negative articles sampled and these included one article which highlighted that the recent flooding of the city was caused by the clogged storm-water drains, which were a consequence of people littering, and municipal workers sweeping refuse into the drains. The second article indicated that the city must first clean up the CBD before businesses can be expected to return to the city. Only one article selected in the random sample highlighted the city's plan to rejuvenate the inner-city of Durban, through the Radical Durban Central District Clean-up and Safety Programme, which is part of the implementation of the Mayoral Inner City Intensive Urban Management Plan.

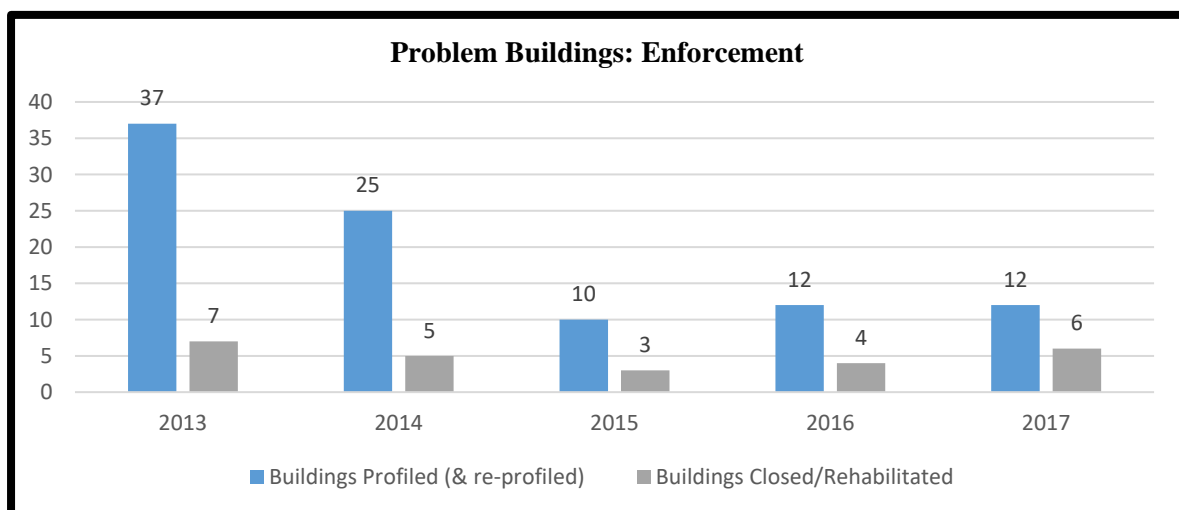
The analysis of the media communication reflected that most of the positive communication was made by the city itself. This reflects a bias, as not many articles from the public were positive.

5.4.6 Attractive City

A programme which was intended to improve on the attractiveness of the city was that undertaken by the iTRUMP team within the ABM Unit, which undertook weekly raids of the bad buildings within the inner-city area. It was highlighted in the Management interviews that weekly clean-ups were organised during the day, and that weekly night raids for illegal activities in problem buildings were also part of the iTRUMP project. Management indicated that the weekly raids of the problem buildings in the city were the responsibility of the iTRUMP Team. This was corroborated by the problem buildings enforcement data obtained from the iTRUMP team, which provided details on the raids on Problem Buildings (eThekweni Municipality, 2018b). Respondents indicated that the objective was to keep the inner-city clean through various projects and programmes, including the Urban Improvement Forums, which were introduced to work in a joint manner to clean up the city.

In order to upgrade the city and improve on its attractiveness, the city had also embarked on an Inner-city Regeneration Programme, which was part of the roll-out of the inner-city LAP, as has been articulated in the governance arrangements of the city.

Figure 5.19: Problem Buildings Enforcement



Source: Adapted from eThekweni Municipality (2018b)

Figure 5.19 reflects that the number of buildings profiled or re-profiled decreased drastically over the five-year period. This was due to the programme falling away and being re-instated

with just one senior manager, with a very limited team, as was indicated by a management respondent.

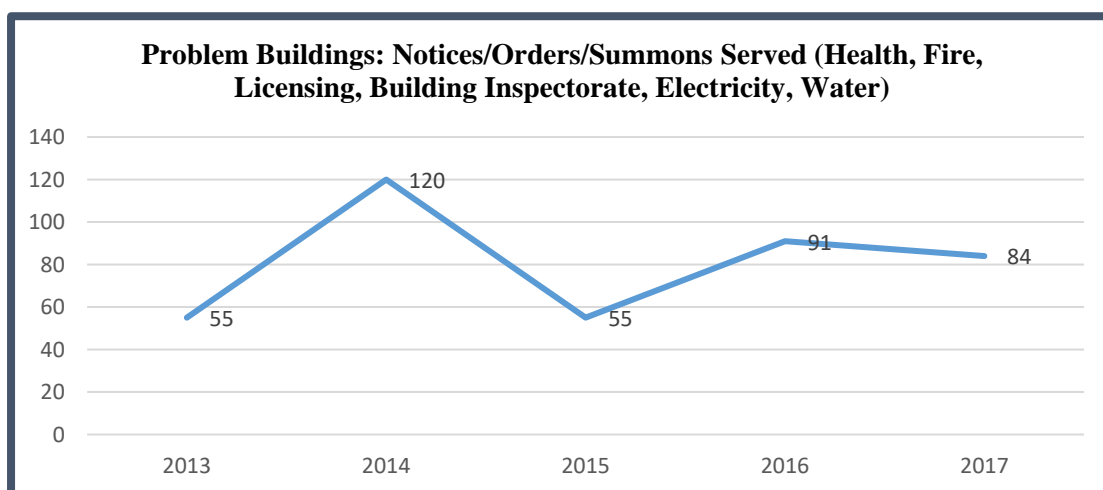
A respondent indicated that an integrated team which was made up of various departments, conducted raids of the problem buildings after hours to identify illegal activities. Fines and notices were issued, but the challenges remained, as the illegal activities continued within the city. The city was also following up the matter with the courts, where rehabilitation of buildings was required.

This is corroborated by a Councillor as follows:

As the city, we have started with a program to deal with bad buildings and we have started with the government-owned ones. They have donated some of the building to us and we are going to change those buildings...we believe that if the buildings are kept clean, the city will be booming again. This will increase participation of the public and even businesses within the city.

5.4.6.1 Problem Buildings Notices, Orders and Summons Served

Figure 5.20: Problem Buildings Notices, Orders and Summons Served



Source: Adapted from eThekweni Municipality (2018b)

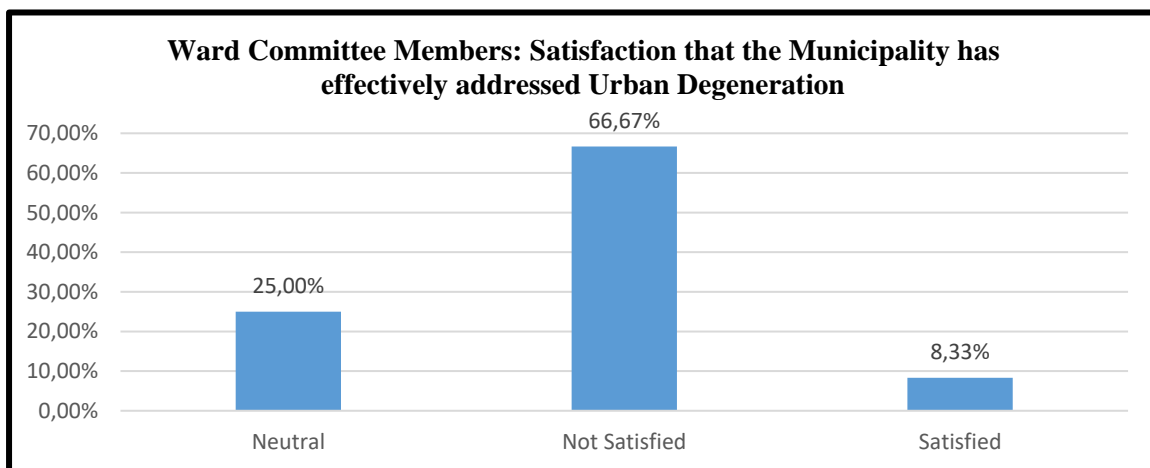
Notices, orders and summons served for problem buildings within the inner-city have fluctuated over the five-year period. Figure 5.20 highlights that the highest number of notices,

orders or summons issued was in 2014, at 120, and this decreased drastically by more than 50% to 55 in 2015. At the end of 2017, 84 notices, orders and summons were served.

5.4.7 Is the City Attractive?

Ward committee members also provided views on the satisfaction of the services provided by the municipality, in dealing with urban degeneration as illustrated in Figure 5.21.

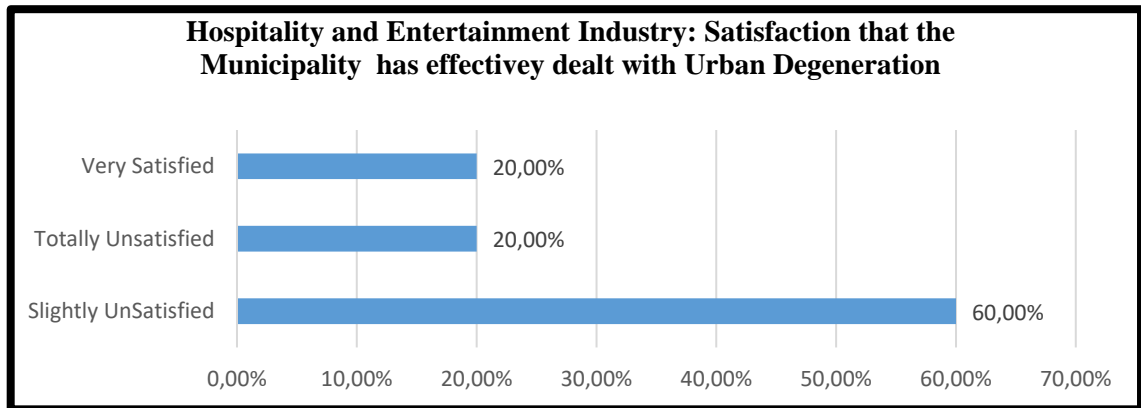
Figure 5.21: Ward committee members – Levels of satisfaction that the municipality has effectively addressed urban degeneration



The survey, as illustrated by Figure 5.21 indicated that 67% of the ward committee members were 'not satisfied' with the municipality's programmes in dealing with urban degeneration. This view was also supported by the Hospitality and Entertainment Industry respondents, where 60% were 'slightly unsatisfied' and 20% were 'totally unsatisfied' with the programmes managed by the municipality in dealing with urban degeneration as illustrated in Figure 5.22.

Although city officials had elaborated that many programmes and projects were undertaken to deal with litter, dumping and problem buildings, the opinion of the public was that this was not satisfactory.

Figure 5.22: Hospitality/Entertainment Industry – Levels of satisfaction with the municipality in addressing urban degeneration



5.4.8 Have the Leadership and Governance Processes ensured a Clean, Attractive and Well-maintained City?

Respondents also deliberated over issues of leadership and governance in keeping the city clean, attractive and well-maintained. One respondent indicated that:

It's all about the issue of governance. The governance systems are not effective; or I would say the governance systems in Africa are self-serving. The systems that are put in place might be okay, but it is the governing behaviour in Africa or African leadership that is self-serving. This gives birth to poverty, frustrations, lack of jobs, and inwardly, the people have a resentment of the government's governance systems. They will then end up doing things that are contrary to the government. So, it's all around the governance behaviour. And enforcement systems are also compromised, by unknown social contracts that exists between those in power and some ordinary people.

Issues of politics was also highlighted as a concern by respondents:

Well, there is some level of participation, especially at the ward level, where Councillors are participating. But my challenge is, is the participation with an objective of getting more votes rather participation of changing this scenario?

A Manager responded that the city’s challenges were in the hands of the leadership:

But our Educational initiatives are lacking, and you need strong leadership, and to go through the right channels and some of these things need to be repeated by Political parties.

5.4.9 Do the Citizens and Business actively contribute towards keeping the City Clean, Attractive and Well-maintained?

5.4.9.1 Citizens and Business participation in cleaning up spaces

One of the most profound findings from the responses obtained in the study was about the participation of the public and business in cleaning up the city, which were directly related to the issue of educating the citizenry on cleaning up the city and addressing urban degeneration. Figure 5.23 reflects ward committee members’ opinions on whether citizens participated in cleaning up the city.

Figure 5.23: Ward committee members opinion on whether citizens participate in cleaning-up city spaces

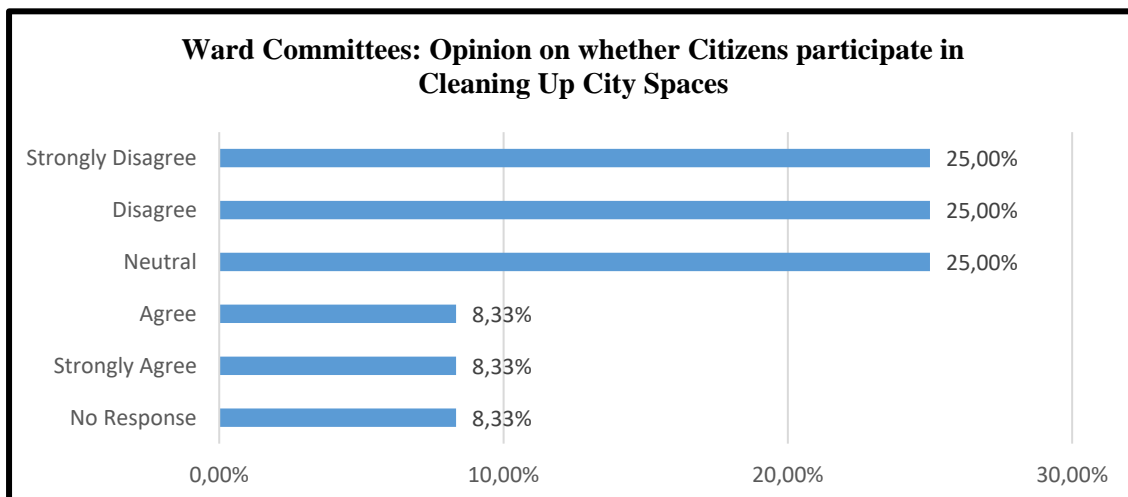


Figure 5.23 reveals that 50% of the members reflected varying degrees of disagreement, while 33% were neutral or did not provide a response. Only 17 % of the ward committee members agreed that citizens participated in cleaning up the city.

The issue of public participation in cleaning up was one of the most emphasized during the interviews and surveys on the issue of educating the public. A respondent highlighted that one of the main challenges in the city was the sentiment by the public itself, that it they were not responsible for cleaning-up the city. It was highlighted as one of the un-intended consequences of the municipality continuously cleaning up the city, leading to the notion that only government was responsible for cleaning up the city. A comment from a respondent was that citizens relied totally on the government and felt that if cleaning was done in one area, then it must be done in other areas as well. Furthermore, as highlighted by several of the respondents, the attitude and response by communities was that by littering, they were creating jobs. Respondents across the board found this unacceptable, and their responses is succinctly summarised by a statement by of one respondent:

The public is our biggest problem. A lot of the public think that by throwing litter, you are creating jobs?

A respondent further criticised the public by stating that:

Unintended consequences occur, where people become reliant on the city to clean-up and believe that by dumping, they are creating jobs.

This phenomenon of the public expecting government workers to clean-up after them, was a common problem highlighted by many respondents:

Communities have a bad attitude towards the role of the State, where they expect the State to do everything. 'Let me just throw paper on the ground, the state will come and pick it'. 'Because the state has not given us accommodation, let's invade'. So, it's about the perception of the role of the state in their lives, which is wrong. That's one; secondly, it's a lack of an effective justice system that serves as a deterrent to the behaviour of our residents.

A Senior Manager corroborated this behaviour:

Some people would anecdotally say that we are creating jobs. So, the culture of civil disobedience, and that we are creating jobs, has created its own culture of people littering.

The hospitality/entertainment industry respondents also concurred with this view:

The major upliftment is at the promenade, but we need to maintain and keep the area clean by educating the people. The city is dirty.

Another Manager perceived rather, that there was a lack of understanding by the public of the role of the city in cleaning up:

Ratepayers are unhappy. A lot is about their lack of understanding of the roles of the city officials and what the city can or cannot do. The public have very little understanding of their role or responsibilities as community members. If someone dumps a heap of rubbish, does it become the city's responsibility to constantly clean up?

The factor of education to address the community's attitude regarding littering, was highlighted as one of the methods in dealing with urban degeneration:

We need to educate the public and we have not done enough.

Ward Committee members recommended that the city provides information and education to communities in order that they participate in cleaning the city. One Councillor summed up the argument by indicating that we need:

Educational awareness. We must have educational awareness.

A respondent identified that even with people joining clean up campaigns, the missing factor was educating the people:

People, when you are saying come and clean, they don't see any need to go and participate. But even those who come to participate, you can see that you need more time for them, so that you can educate them, because it's very important for an individual to understand that you cannot eat an apple, and then throw it in the road or you cannot finish drinking and just throw it on the road.

In corroboration of these views, a ward committee member indicated:

The city should try to teach the community to participate in cleaning the city.

Dumping was also highlighted by a manager who indicated that challenges arose due to the lack of education:

If you say illegal dumping is a problem, then how do you deal with illegal dumping, as it involves education; public education leading to behaviour change, and those things don't happen overnight.

One of the respondents believed that the education drive was in place previously, but it that it was no longer in place:

They just dump dirt and think that someone else will come and take it away. They don't understand where it goes and the impact of this. We need consistent education, like we did in the Middle 90s and late 90s and I don't know why it seems to have stopped, but it needs to be more aggressive so that people understand.

A respondent indicated this view:

I think that it's very, very important for communities to have ongoing and consistent education, around the environment, because people forget. As long as we allow for a gap and a lull, people forget.

Another recommendation by a respondent was the issue of public pride:

Ownership of the city – means getting people involved and building civic pride. The biggest measure of building pride is where citizens are willing to take action to keep the city clean through voluntary action.

Nevertheless, education was the most critical recommendation by the respondents:

The public is not participating in cleaning up the city. Councillors should call on businesses and public and have awareness sessions. Education is required and enforcement especially for the informal traders is required.

This was corroborated by an official, who also reprimanded all business:

Some of the businesses are not taking responsibility - both formal and informal businesses.

A respondent also indicated that formal businesses were adding to the challenges faced by the city:

The central city is dirty. Taverns are not cleaning up their environment. The bottles are not thrown into the igloos, newspapers are dumped. Governing bodies should have recycling measures.

One of the apparent challenges identified by a respondent is the crowding of pavements by formal business owners, who sell their goods on the streets in competition with the informal traders:

Some of these business people take their stock outside of the building and add to the clumsiness of the area.

A respondent suggested:

Businesses could do a lot more. The city can offer an incentive on rates, when businesses form Urban Improvement Precinct's (UIPs). UIPs work and must be implemented. Businesses need to recognise that a clean city is advantageous.

5.4.9.2 Informal Traders and Illegal Traders

The behaviour of illegal traders was raised by some of the respondents, as a concern and the increase of informal traders within the city centre was a huge problem, since the city had not catered for increased ablution facilities. Respondents mentioned that many of these traders' worked for more than 9 hours during the day, and the lack of ablution facilities was a problem for these people.

Furthermore, respondents also highlighted that there has been an influx of illegal informal traders who had taken over the side-walks and were obstructing pedestrian traffic. These traders were creating grime on the streets. Respondents mentioned that the trader obstruction on the side-walks had also attracted crime, and safety had become a challenge in the city.

Management commented that there had been an influx of illegal traders:

Illegal informal traders...are taking space, and sidewalks are obstructed.

A Councillor also indicated that:

The traders are always untidy. DSW must run a programme for traders. They give customers packets which are thrown away. There must be awareness amongst the informal traders, and they must be the eyes and ears of the city. Businesses have complained about the dirt, which collects at the crevices and there is no inspection of the sidewalks.

Management have also indicated that informal traders were creating much of the problem on the streets of the city:

Not only is trader education lacking, in essence Durban Solid Waste have been executing functions like they have done, for the last 30 to 40 years, but the circumstances on the ground have changed substantially. So, the culture of civil disobedience and 'that we are creating jobs' has created its own culture of littering.

A ward committee member stated:

Vendors must be trained and taught about cleanliness, as in most cases, they dump their dirt on the road blocking the pavements.

Another ward committee member indicated that:

I personally think the municipality should monitor street vendors, as they are the ones who contribute to the uncleanness of the city.

Related to the influx of informal and illegal traders, has been the challenge of degeneration of buildings in the inner-city. Respondents indicated that as more people enter the city, the need for accommodation increased, and this resulted in buildings being taken over to provide cheap accommodation for people doing business in the city. This has been one of the main challenges within the city. It was also the focus of this research study and is elaborated on in the next section.

5.5 Additional Findings

5.5.1 Use of technology

A respondent also referred to the use of technology, which the city had in place in the form of CCTV cameras which were placed around the entire city and were monitored from the municipality's Disaster Management Centre. The respondent indicated that the Metro Police had two persons based at the Disaster Management Centre, but that they were civilians. They did not have any policing knowledge and were not willing to go to court to testify of any wrongdoing that is observed. Therefore, any dumping or illegal activity which contributed towards the degeneration of the city, could be viewed on the CCTV cameras but no action was taken.

5.5.2 Un-coordinated services

A fundamental finding highlighted by the various categories of respondents was the lack of co-ordinated services and action within the municipality. In the case of grass cutting, one respondent indicated that the tender processes were not right as they provided a very narrow scope. It was highlighted that tenders were awarded for the appointment of contractors to cut and remove only the grass. Refuse was then left behind and was an eyesore. Refuse tenders, on the other had only required pick up and recycling. Therefore, the respondent concluded that there was no co-ordinated effort to keep the city clean.

In evaluating these programmes, one of the respondents provided the following view:

Programmes were not sufficiently defined, because business units were doing their own thing, in an uncoordinated fashion. It is not very clear what agenda we are pursuing in dealing with the challenges in the inner-city. There is the duplication of resources, which has led to the work not being done, as it was intended to be done. As a result, there is no impact, hence my response that the city is very dirty.

In agreement, another respondent provided a similar response:

All the programs implemented by the city, starting with its My City Campaign etc., started with the best intentions and worked for the moment that it happened, which started with intensive clean-ups and campaigns, but these were not sustainable.

The interviews with management and councillors identified several different programmes being implemented by the municipality, but these appeared to have been done in an isolated manner. This was identified by a respondent:

The intention is good but are fragmented with various initiatives implemented by different departments. Communication is not effective within the municipality.

An interview with a Councillor identified opportunities:

There should be collaboration between departments; Parks and DSW must work together. No silo mentality. Parks must have a framework to cut long grass, ensuring that timing and sweeping is integrated. Street sweepers should not sweep dirt into storm-water drains, thereby blocking the drains and causing flooding during the rainy season. Education of street sweepers is required. Storm-water drains need nets to prevent dirt from entering drains, so that dirt collects on the roads.

A Councillor also stated:

I find that officials all want to work in their little silos, and they want to be Chiefs; there's not enough Indians on the ground, you know, so everybody wants to be a big deal and wants to impress the Mayor. No, No, No, it's not the Mayor that you need to impress, it's the citizens that you need to impress. And the Mayor will then be impressed, when she sees that her citizens are impressed.

These comments which were corroborated by both management and councillors, reflected that although there are programmes and projects rolled out by the municipality, many were duplicated and undertaken in silos, thereby losing the impact of the programmes. It was identified by many respondents that there was a lack of collaboration or integration between departments to address municipal-wide challenges.

It was clear from the responses by the management within the metropolitan municipality, that the programmes and projects which have been implemented were good programmes and

projects, but as these are undertaken in isolation, the efficacy and impact of the programmes was lost.

5.5.3 Outdated service standards, procedures and structures

Another critical issue which was highlighted during the interviews, was that the city was still using old techniques and methods to clean the city, which were not addressing the critical issues; the crux of which is encapsulated by a management respondent, as follows:

As a municipality, we are not meeting the service levels required and we are applying service levels from 40 years ago, and hoping that they will work, even though the circumstances have changed.

Another respondent reiterated this point:

For the number of people coming in to the city, we have a problem on how we clean. We use older methods to clean. We need to provide a different type of service. Currently, we have street cleaners and litter pickers. They don't come with high pressure cleaning or chemicals.

The structure of the municipality also impeded the regeneration of the city:

Structures are out-dated in dealing with the challenges in the 2017. Where there is illegal dumping of rubble, the Durban Solid Waste Unit is relying on the Roads Department. However, Senior Management have requested that this responsibility rests with DSW, which is not equipped, as rubble damages the compactor on the trucks.

The un-coordinated, silo type processes, which were articulated by the respondents, resulted in a number of the challenges, which hampered the city's programmes in addressing urban degeneration.

5.5.4 Social Cohesion: Behaviour patterns emanating from the apartheid era

Arising from the interviews, it was established that social cohesion within South Africa has been ignored as a potential contributor towards the state of uncleanliness of the city. This issue was raised by both management and councillors as a contributing factor towards people littering and dumping. A senior manager interviewed indicated:

Back in the apartheid days, we didn't have so many people coming into the CBD. Protest politics has played a role somewhere. People were encouraged to be civilly disobedient. And the culture of civil disobedience included things like littering.

Another Manager said:

So, I think the history has contributed a lot in the sense that for one, the liberation struggle was about sabotage, and that has continued even to the present day. Secondly, the education and the settlement patterns. The settlement pattern of the people was clustered living. They were left to live in poor housing environments, and in informal settlements, and they grew up in an environment that is not so clean, because of the settlement pattern and that turns into a habit. And they don't see anything wrong. It influences their behaviour and they don't see anything wrong with their behaviour or habit. Also, social cohesion was very restricted from a historical point of view, which gave very little room, time and opportunity for the oppressed to see the other side of the World and they envy it and say, this is what we should live like in terms of cleanliness and order. So social cohesion was very limited.

A Councillor also corroborated this view:

I think that it looks like as though people are saying 'It's My Government. I can do what I want.' Like the way the taxis park! Really, is that acceptable? It's just an inconvenience to people. Yes, and we allow it to just happen and I think that when the Metro Police start giving people tickets, there should be a whole year in education that precedes that.

This is further supported by a Councillor, who summed up the challenge as follows:

All I think is that it goes back to where we are coming from. While we were still fighting for democracy in this country, there has never been a transition, to educate the mind-sets of people. We just moved on as if nothing happened. I think people are still having anger and behaviour issues.

Thus, one of the major findings from this research was that social behaviour was a major contributory factor to the state of decay within the inner-city. As this was not adequately addressed by either National or Local Government, the problems have persisted, thereby festering the degeneration within the inner-city.

5.5.5 Homelessness

One of the challenges faced by the city was the issue of the homeless, who live on the streets of inner-city. A relevant issue raised by Management during the interviews, was that of homeless people who contributed towards degeneration within the city, as indicated below:

The homeless cause a problem in the city and there is an ongoing operation with the police to clean up, as the homeless are leaving blankets, waste and cardboards on the streets and the man-holes, which is a headache for the city.

A Councillor respondent supported this view:

These are areas of grave concern and we are besieged by the vagrants and that unfortunately destroy the city.

5.5.6 Lack of budget

The behaviour of the public was not the only challenge confronted by the city. Funding the initiatives to keep the inner-city clean was a major challenge for the city, as one respondent indicated:

With competing interests, solid waste management is lagging behind, as priorities for the city is the provision of housing, electricity, water and sanitation. The environment is taking a back seat. As much as leadership has placed emphasis on the environment, when it comes to budgeting, the main priority is housing. Political

imperatives take precedent with limited funding. Therefore, more funds mean a cleaner city.

5.6 Challenges identified from the findings

Numerous challenges were identified during the research study. These have been listed below and have been categorised into main types of challenges. These challenges were utilised to inform the integrative transformative model to address urban degeneration within South African cities.

Challenges

- There was a lack of involvement by business and informal trade in cleaning up city spaces.
- Public realm infrastructure was damaged increasing the problem of bad buildings.
- The city was filthy due to dumping and littering.
- There was a lack of leadership and governance.
- Social Cohesion was not sufficiently dealt with resulting in homelessness and street children.
- There was a lack of education and lack of ownership by citizens.

5.7 Recommendations by the various categories of respondents

Numerous recommendations were identified by the respondents which are articulated next.

A Manager recommended that the city

...has a specialised unit that deals with bad buildings, and which is fully resourced in order to improve turnaround time.

Furthermore, a recurrent recommendation by management was the concept of Precinct Style Management to be implemented within the inner-city:

For bad buildings, we need to divide the city into a distinct number of blocks, which must be cordoned-off, and then get every city department to go in and determine the challenges. The Development and Planning Unit needs to check every building

for issues of non-compliance, cleanliness, and must issue fines, and undertake By-law enforcement. If we keep doing that, then people will get the message that there are huge fines to be issued, that by-laws are being encroached on and that the city is enforcing its by-laws. By-law enforcement is needed, as we can't sustainably be cleaning up. We need to have a huge publicity drive to get the public to participate.

Several respondents also advocated for the UMZ Programme which was in place in 2010 during the World cup, when the city was clean and immaculate.

Do an analysis of the UMZ model! Although it was not politically favourable in those years, there is a wealth of knowledge about the program and we need to take the positives, and re-capture the model.

One respondent commented on the visibility of the Municipal officials:

Walk-around the city. Get line departments and police officials who will fine and enforce the by-laws, as we are walking and show the citizens of Durban, that here's a management team, walking and taking immediate action and we must do this sustainably.

Another manager indicated that the city will improve, if it:

...activates enforcement capabilities and Urban Improvement Precincts are strengthened.

A recommendation on the involvement of the public was provided by one of the managers as follows:

The public need to be trained as area ambassadors, within the different wards, thereby inculcating the culture of cleanliness. The public must be encouraged to take a photo, write-up what the challenge is and 'WhatsApp' the municipality of the challenge. Ownership of the city means getting people involved and building civic pride. The biggest measure of building pride is where citizens are willing to take action to keep the city clean through voluntary action.

A Councillor interviewed provided a recommendation in dealing with bad buildings:

There should be a clause in the rates policy regarding the raising of rates for landlords of derelict buildings. Real Estate should raise the rates.

A ward committee member recommended that the municipality:

Allows scavengers to participate in recycling.

Another recommended the Expanded Public Works Programme (EPWP) teams participate:

We have a lot of EPWPs. Let's make them the ambassadors of the cleaning, to clean our city. They can wear a bright colour and go street by street and stop at every corner, to challenge people. 'No, no, no! Don't litter, just take this thing to the bin and if you don't, then there is an enforcement in this city'.

A ward committee member recommended that:

The city must try to work with neighbourhood communities to address urban decay, cleanliness and problem buildings.

Another ward committee member recommended that the city facilitates:

Integrated programmes of cleaning and maintaining the neighbourhood, which must involve the communities, business people, local leaders and the municipality.

5.8 Conclusion

This chapter provided the findings from the mixed methods data analysis process, by having determined whether the strategies, programmes and projects of the eThekweni Municipality responded to the legislation. The views of the respondents on whether the implemented strategies, programmes, projects are working effectively and efficiently were provided. Furthermore, views on whether the leadership of the city were impacting on the cleanliness of the city, and whether the citizens and corporate business within the city were actively involved in ensuring that the city is clean, attractive and well-maintained was articulated. The Mixed Methods design ensured that the findings from both qualitative and quantitative methods converged to integrate the results. The analysis revealed that although numerous strategies, programmes and projects were implemented by eThekweni Municipality, these were not seen to be effective. Furthermore, the results of enforcement of the by-laws indicated the various challenges that the city experienced. Additionally, challenges identified by the research reflected that there was a lack of appropriate leadership, as well as a lack of involvement of citizens and business in cleaning up the city.

The following chapter provides details on the inferences of these findings to the study topic.

CHAPTER 6 : TOWARDS A MODEL FOR CLEAN, ATTRACTIVE AND WELL-MAINTAINED METROPOLITAN CITIES

6.1 Introduction

It is imperative that South African metropolitan municipalities address the issue of urban decline urgently, especially dumping, littering, and problem buildings, in order to prevent cities and towns from stagnating and becoming dilapidated and unkempt. Arising from the findings identified in this study, it was apparent that the eThekweni Municipality had struggled with degeneration within the inner-city over the years, and its roll-out of strategies, programmes, projects, policies and by-laws, was very not effective in addressing the challenges. An integrated and holistic solution was required to be implemented in order to transform the public places and spaces in the city, as well as influence the citizens of the city to ensure a sustainably clean, attractive and well-maintained city.

Chapter Six offers an Integrative Transformative Model (ITM) for Municipalities to implement, in order to address the challenges identified. The chapter is divided into seven sections: Section One introduces the chapter; Section Two summarises the results from the research, and relates the core findings to the literature review and the theoretical frameworks; Section Three details the main challenges cities experience in keeping cities clean, attractive and well-maintained; Section Four provides the criteria for an enabling environment for Local Government in South Africa; Section Five details the advantages of implementing an Integrative Transformative Model; Section Six presents the Integrative Transformative Model, and finally, Section Seven provides a conclusion to this chapter.

6.2 Summary of main research results in relation to the research questions and integration with the literature review and theoretical frameworks

The main results of the research study are summarised in this section. The results were also synchronised with the literature review and the theoretical frameworks which underpin this research. This triangulation of information provided for the validity of the research results.

6.2.1 Ineffective enforcement of regulations concerning informal and illegal traders

The ineffective enforcement of regulations concerning informal and illegal traders were highlighted by many of the interview respondents, as having contributed towards the city being dirty and unkempt. Although municipal by-laws were implemented, enforcement of the by-laws was the challenge. The issue of informal traders was also iterated as a factor in the structure of the local economy in the Urban Regeneration Framework by Roberts (2017), which was articulated in the Theoretical Framework Chapter. The triangulation of the argument between the various forms of data collection provided credence to this result in the research. Findings in the research confirmed that the effective enforcement of regulations concerning informal and illegal traders contributed towards ensuring that the city was clean, attractive and well-maintained.

6.2.2 Increase in grime and littering

Grime, littering and dumping were highlighted during various points in this study. The issues raised in the interviews included the increase in waste generation, illegal dumping and the lack of waste management by the city. The literature review clearly identified that cleanliness of spaces and prevention of pollution and litter, were key to the regeneration of a city. EThekweni Municipality had implemented several strategies, programmes and projects to deal with the issues of littering, dumping and pollution; however, these were not effective, as identified in results of the study. To corroborate this finding, the study identified littering and dumping as priorities in various countries, including India, Britain, Australia, Japan and Rwanda. This was further validated by the framework by Roberts (2017:23) on urban regeneration, which identified waste management and pollution as critical areas to focus on in regenerating spaces.

6.2.3 Inadequate and badly maintained infrastructure and public spaces

Problem buildings and poorly maintained urban spaces were focused on in this research and were highlighted as having contributed towards urban degeneration in the inner-city. The rise in the number of people seeking jobs and economic opportunities, increased the need for cities to augment the accommodation offering within the inner-city, and was one of the reasons that there has been an increase in the number of bad buildings which were occupied as cheap

accommodation for people working within the inner-city. Building owners were not maintaining buildings and the buildings had deteriorated. Another issue raised regarding open spaces was the uncut verges and overgrown trees, which attracted crime. The framework provided by Roberts (2017:23) on Urban Regeneration, highlighted urban physical quality as an issue for consideration in developing an urban regeneration framework, which supported the finding.

6.2.4 Inadequate and Outdated Service Levels and a lack of Monitoring

Significant problems have plagued the eThekweni Municipality including the process flows and operating procedures, which were implemented, but were not being properly monitored. One example was the concerns raised by respondents of municipal street sweepers, who sweep solid waste into drains, instead of picking up the waste. This, in turn, resulted in blockages in the storm water drains and caused floods when it rained. The finding was also confirmed by the municipality in the responses to concerns raised in the media. Moreover, there were operating procedures in place for most street cleaning activities, but there was a lack of resources to ensure proper implementation and monitoring. Most of the clean-up programmes of the municipality were identified as once-off and reactive and were seen to be ineffective by the respondents to the study. Similarly, the lack of co-ordinated services was raised by respondents as a concern. The example provided is the case of the clean-up of verges, where the tender processes only provided for grass cutting and removal of grass. The tender did not consider the removal of other solid waste, which was left on the pavements, once the grass was cut and removed. Therefore, when contractors cleaned up the verges, solid waste was left behind, and very often, the waste was swept into the storm water drains. The issue of outdated service standards, operating procedures and structures were highlighted in the findings, as well as in the literature review of the study. The theoretical framework provided by Roberts (2017:23) on Urban Regeneration, also highlighted the review of existing strategies as a matter to be included in a regeneration programme.

6.2.5 Lack of enforcement of by-laws and ineffective by-laws

Enforcement of by-laws was another matter which received much attention, not only by the external respondents to the study, but also by the management respondents interviewed during the study. Additionally, many of the media articles highlighted the lack of enforcement as a challenge for the city. Another matter raised by both the external and internal respondents to the study, was that municipal by-laws were insufficient and ineffective. The by-laws needed to be reviewed and updated based on the prevailing circumstances. This matter was triangulated through the theoretical framework provided by Roberts (2017:23) on Urban Regeneration which highlighted that existing strategies must also be considered in regeneration programmes.

6.2.6 Lack of educational initiatives for the public

Most of the ward committee members identified that the public were not participating in clean-up programmes within the city, and several respondents identified that the public did not believe that they should be involved in clean-up programmes. Furthermore, the attitude of the public, as identified in the study, was that they were creating jobs by throwing dirt and litter on the streets. Therefore, the lack of education on clean-up programmes arose as a concern of councillors and management alike. Educating stakeholders on roles and responsibilities regarding urban regeneration was a critical recommendation by many of the stakeholders. The factor of education was seen as a panacea to many of the challenges experienced by the eThekweni Municipality. Although the eThekweni Solid Waste Department undertook educational programmes targeted at the public, many of the respondents questioned the effectiveness of the education drive. This finding was supported by the theoretical framework provided by Roberts (2017:23) on Urban Regeneration, which highlighted community training as a matter to be considered in a regeneration programme.

6.2.7 Ineffective leadership and governance

Leadership and governance were highlighted in the study through the conceptual framework as well as via the respondents to the study. Some of the respondents highlighted that gathering votes was the main concern for leadership at the municipality. DPME also highlighted these challenges in the years since democratisation, which included “the lack of political leadership;

political interference and patronage” (Republic of South Africa, 2014c:10). DPME also identified challenges at Local Government, such as inefficiency and ineffectiveness in municipal administration, condonation of political interference, with poor leadership (administration and political), weak compliance, and the inability of Local Government to respond to the complex demands and expectation of the citizens (Republic of South Africa, 2014c:10). The elements of leadership and governance were highlighted in the King Framework (IODSA, 2009:10-11), as the critical factor in an organisation, which provided a point of triangulation for the challenge identified.

6.2.8 Behaviour patterns of stakeholders

Behaviour patterns of citizens have been highlighted by several respondents as having contributed towards urban degeneration. One of the unintended consequences of the municipality continuously cleaning, was that the public relied on the daily clean-up and therefore continued to intentionally litter and dump. The lack of pride of residing in the city was an element raised in the study by respondents. The research indicated that the public did not participate in cleaning up the city, to the extent that it should have. The World Bank (2018) highlighted that the relics of the apartheid era have resulted in widespread service delivery protests, and resultant behaviour patterns. Civic pride was not apparent within eThekweni Municipality, as the media had identified vagrancy, squatting, drug addicts and criminal behaviour within the inner-city, which also contributed to urban degeneration. This was triangulated by the criteria in Robert’s (2017:23) framework, which highlighted that citizen engagement was one of the areas which needed to be focused on when establishing a regeneration framework for the municipality.

6.2.9 Involvement of business in keeping the city clean

Many of the respondents interviewed in the study highlighted that both formal and informal business within the inner-city of Durban, were responsible for the current state of decline and decay. Media communication reflected that business owners often complained about the state of cleanliness of the city, but the contradiction, as identified by some of the respondents, was that there was a lack of involvement of business owners in programmes on cleaning up and maintaining the city spaces. It was apparent that businesses had also become complacent and

believed that the municipality was responsible for the cleaning up the city and urban regeneration. Business owners complained about degeneration and infrastructure which was damaged, but very few were involved in clean-up programmes within the city, as was indicated by the interviews. The focus on business was also highlighted in the King (IODSA, 2009:10-11) framework, which detailed corporate citizenship as one of the areas which needed to be addressed.

6.3 Main challenges experienced in keeping the city clean, attractive and well-maintained

“The Local Government model is advanced, progressive, and transformative. Unfortunately, it is not working well in practice. There are a variety of reasons for this, including the lack of capacity, inability to raise enough revenue, inadequate intergovernmental fiscal transfers, the complexity of the two-tier model of district and local municipalities, inadequate community participation, undue party-political interference in municipalities and corruption” (Carrim, cited in Republic of South Africa, 2014c: 43).

Municipal management is challenged daily by various issues concerning urban decline, problem buildings, and dirty streets and pavements, which hamper the transformation of cities. Management of municipalities are required to manage not only the services offered to the growing urban population, but also the limited resources available to administer city services, as well as the enforcement of city by-laws, which are the underlying factors for the increasing levels of inner-city decay.

Transformation is about economic, social and spatial change for the people (SALGA, 2016:25). In addressing the impact of economic transformation within the city, the Chairperson of the 2015 eThekweni Municipality Finance and Procurement Committee, stated that the inner-city portrayed a poor image to visitors, which was the reason it needed to be improved: “Tourists stay in CBD hotels and visit a number of amenities in the area. The state of the inner-city says what the city is about. It is most vital that we address this, especially by reclaiming derelict and abandoned buildings” (eThekweni Municipality, 2015a).

DPME identified several challenges experienced by Local Government in its 20-year review. Although this review took place in the year 2014, the challenges identified were still highly relevant four years later. The governance challenges identified by DPME in 2014 reflect on the lack of political leadership and political oversight, as well as inefficient and ineffective administrations at Local Government level (Republic of South Africa, 2014c:30). These were recognised by National Government as key to the difficulties at municipalities. The issues regarding political and administrative leadership has resulted in another challenge identified, which was the declining trust in local government, mostly due to service delivery failures and the incapacity to provide a response to intricate “policy demands”. (Republic of South Africa, 2014c:30). The King III framework (IODSA, 209:10-11) highlighted leadership and governance as critical to the organisation. At municipal level, this reflected on the political and administrative leadership in the city. By following the King Code of good corporate governance, municipalities can transform into ideal Local Government organisations.

Accountability is key to the success of any organisation. The challenges recognised by DPME in its review clearly reflected that the lack of communication and understanding of the community’s needs was central to the negative perception of Municipalities. This was revealed in the service delivery protests, which were discussed in the research study, and brought to fruition the findings of the 2014 review by DPME. Consequence management and performance management also contributed towards the lack of trust in Local Government (Republic of South Africa, 2014c:33-34).

The Auditor-General of South Africa also identified that consequence management was key to accountability. If the actions of those officials who were responsible for service delivery were deficient, then consequence management needed to take place. The fact that the Auditor-General has identified that consequence management and internal control was lacking in many municipalities, accounted for the poor performance of municipalities. The findings of the Auditor-General, as listed in the 2014 review by DPME were “A general lack of consequences for poor performance; Mayors and councillors are not responsive to the issues identified by the audits and do not take recommendations seriously; and municipalities are slow in taking up responsibilities and do not take ownership of implementing key controls. If this widespread root cause is not addressed, it will continue to weaken the pillars of governance” (Auditor-General of South Africa, 2012 as cited in Republic of South Africa, 2014c:34).

Capacity and skill shortages were identified by DPME in 2014. This was an ongoing issue for many years, and even though recognised by National Government as a challenge hindering service delivery, not much has been done since 2014 to address the challenge. Listed below are some of the challenges which DPME identified in the 2014 review, which was highly prevalent in many municipalities (Republic of South Africa, 2014c:35).

Financial constraints at municipalities was the foundation for many challenges experienced by Local Government. Due to the inability to generate enough revenue from its customer base, as well as non-revenue service delivery, municipalities struggled to maintain high levels of performance. On many occasions, non-compliance to Supply Chain Management policies took root in municipalities in order to fast track services, and these led to unauthorised, irregular and/or fruitless and wasteful expenditure. Many municipalities were therefore challenged with qualifications on the Annual Report and Annual Financial Statements due to non-compliance (Auditor-General of South Africa, 2012 as cited in Republic of South Africa, 2014c:36).

Indeed, the most critical challenge experienced by local government was that of service delivery constraints. Many of the service delivery constraints have had dire consequences over the years, with the increase in service delivery protests, as identified in the study. The list of challenges as identified by DPME in 2014 have gained momentum over the years and have created unmanageable municipalities to date. These included the “Inability to deliver core services; Lack of infrastructure and appropriate service standards; Neglect of maintenance and repairs of municipal infrastructure; Increasing population growth, escalating urbanisation, increasing municipal services demand and infrastructure maintenance loads, and the predominance of slow budget growth and slow economic growth and high levels of backlogs” (Republic of South Africa, 2014c:39-40).

The list of challenges as identified in the 20-year review was not finite, and DPME had recognised that there was still much to be done to address the challenges (Republic of South Africa, 2014c:40). Many of the challenges directly resulted from cities not undertaking efficient service delivery. However, more importantly in the context of this study, was that these challenges had hindered many cities from being clean, attractive and well-maintained.

One of the recommendations by the DPME was that participatory local governance needed to be revitalised and for the improvement of processes at Local Government level there needs to

be an integration of institutional, political and community faced interventions, which must be directed at the governance challenges (Republic of South Africa, 2014c:46). The underlying cause of many of the governance issues which plagued South African cities, was the problem of the silo-mentality of within Municipal departments which needed to be addressed in an integrated manner.

6.4 Criteria for creating an Enabling Environment for South African Local Government

“Developmental Local Government is Local Government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives”
(Republic of South Africa, 1998b:23).

Many cities in the world, have created enabling environments in order to implement sustainable projects, which needed to run consistently to ensure that cities were clean, attractive and well-maintained. The African Continent has had challenges, with very few cities accomplishing this supportive process. More especially, in addressing issues of urban degeneration, South Africa has encountered serious complications. According to various government publications, Local Government organisations must ideally have various conditions or aspire to the various conditions, in order to provide an enabling environment to address challenges.

This enabling environment as envisaged in Section 152 of the Constitution of the Republic of South Africa, indicates that municipalities, within its financial and administrative capacity, must endeavour to achieve the objects of Local Government, which are:

- “...to provide democratic and accountable government for local Communities
- to ensure the provision of services to communities in a sustainable manner
- to promote social and economic development;
- to promote a safe and healthy environment; and
- to encourage the involvement of communities and community organisations in the matters of Local Government”

(Republic of South Africa, 1996:77).

In addition to the Constitution of the Republic of South Africa, The National Department of Planning, Monitoring and Evaluation, in its 20-year review, identified the following aspirations for Local Government:

- “Improving Governance within Local Government
- Improving cooperative governance
- Improving accountability and participatory governance
- Increased and improved municipal management
- Improved delivery of services”

(Republic of South Africa, 2014d:44-48).

In 2016, SALGA detailed the 2030 draft strategic vision for Local Government which was identified as “re- igniting our commitment and plan to realise Sustainable Local Government (2030)” (2016:23). One of the goals highlighted by SALGA was Sustainable, Inclusive Economic Growth and Spatial Transformation, which was meant to address apartheid planning; however, one of the concerns surfacing from SALGA’s study was the pace of change experienced by the citizens (SALGA, 2016:25).

Similarly, many programmes of government, were not able to sufficiently address the issues which were experienced on a daily basis within cities. The intentions of government in addressing the core needs of society, which were also not effectively achieved, allowed challenges of urban degeneration, especially problems of dumping, littering and problem buildings to go unnoticed. An integrative transformative model to address the sustainable regeneration and integration of cleaning programmes within cities was therefore a critical need, especially within metropolitan cities.

6.5 Potential benefits of implementing an Integrative Transformative Model

Cities need to be clean, attractive and well-maintained, in order to attract foreign and local investment. Economic Development is a critical element of any city, and in order to grow economically, the foundation required is a clean and well-maintained city. As South African cities have unique challenges arising from the country’s historical context, the recommended model offered in this study provides a transformative opportunity to achieve a clean, attractive

and well-maintained maintained city. The advantages or potential benefits of implementing the model are discussed next.

6.5.1 Clean and well-maintained living and playing spaces

Habitable living spaces, which are clean and well-maintained, align to the vision of eThekweni Municipality, which is to be the most “Liveable and Caring City in Africa by 2030”. By ensuring clean and well-maintained spaces for people to live, work and play in, the city is pursuing its aim to be a caring city; and improving the quality of life and health of its citizens. The citizens of a city are the rate-payers of the municipality and the municipality is dependent on the rates base to ensure financial stability, and to provide good living conditions. Therefore, an Integrative Transformative Model which addresses urban regeneration, will auger well for the eThekweni Municipality in ensuring a liveable and caring city.

6.5.2 Increased tourism

Tourism is a unique opportunity for a city to advertise itself to the world. In today’s technologically savvy world, every picture, video or image, captured by tourists at vacation destinations is circulated for the world to view. This is a wonderful marketing opportunity for a city to portray a good image to the public and at an international level, which will improve tourism and consequently the economy. Once the city is clean and attractive, and using the benefits of the exchange currency, South Africa has the opportunity to represent itself to the world as a cost-effective, clean, attractive and well-maintained tourist destination. The City of Durban in particular has many benefits for the tourism industry, as it projects itself to be “Durban – The Warmest Place to Be” (Durban Tourism, 2018); it is also a Port City and a sea-side destination, which offers cruising and beach destinations, and it has the benefit of having direct international flights arriving within the municipal boundaries.

6.5.3 Investment and Economic Development opportunities

Being recognised as a ‘Clean City’ is a great advantage, as this reputation attracts global attention. Competing with other major cities in the world places the city on an international platform, which attracts various opportunities for the municipality. The Durban International Conference Centre (Durban ICC), is one of the key attractions of eThekweni Municipality and the city benefits immensely from having a world class conferencing facility. The eventing and conferencing facility at the Durban ICC not only boost tourism and economic development, but also contributes substantially towards the gross domestic product of the province.

Local and international investors are continuously identifying prospects for investment purposes, and by implementing the ‘Integrative Transformative Model for Regeneration’, cities can attract considerable investment opportunities. Investment into the city is essential for local economic development and growth, which in turn will raise job creation. Citizens, communities and business will have a better perception of the city, and a clean and attractive city will instil a sense of civic pride and ownership of the city. Vandalism, dumping and littering will be deterred and this, in turn, will result in a sustainably clean, attractive and well-maintained city.

6.5.4 Fostering recycling

As cited in the National Development Plan, the National Waste Management Strategy advocates the establishment of a waste-management system through the swift expansion of recycling infrastructure, and by motivating the composting of organic domestic waste in order to bolster economic activity in poor urban communities (Republic of South Africa, 2012:203). The integrative model will foster recycling and will motivate organic waste to be used for economic activities.

6.6 The Integrative Transformative Model in addressing Urban Regeneration

“The solution to a Local Government system that is in distress lies in a combination of institutional, political and community-focused interventions, primarily aimed at addressing the underlying governance challenges” (Republic of South Africa, 2014c:46).

This study identified two core issues experienced by cities which needs to be addressed in order for the city to be considered 'attractive' economically, socially and physically. These core issues revolve around two main themes: the first is around clean spaces and streets, and the second is around the maintenance of infrastructure within the city. The research identified that the economic, social and physical attractiveness of a city is contingent on these processes functioning successfully. As established from the findings, a city is reliant on urban regeneration, as well as ensuring that it is clean and free from litter and dumping, in order to achieve a sense of attractiveness. However, urban regeneration and clean-up programmes within the city were found to be ineffective, as established by the findings from the study.

Evans (2005, as cited in Ruming, 2018:3) argues that urban regeneration is the alteration of commercial, residential or open spaces, which reveals indications of social, physical or economic deterioration. Similarly, Karadimitriou et al. (2013, as cited in Ruming, 2018:3), indicate that urban regeneration addresses the requirement for physical, social and economic urban change, as a result of a receding welfare state. Providing further clarity, Kumar & Singh (2017:1) indicate that urban regeneration is the endeavour to reverse deterioration in urban areas, by improving the physical configuration, functional, socio-cultural, environmental, as well as the economy of those areas, resulting in better lives for communities.

Fundamentally, all these authors point to urban regeneration and conventional cleaning as a panacea for the challenges faced by communities or areas related to social, physical or economic decline. Ruming (2018:4) emphasizes that in the past, the principal motive for urban regeneration has been the upgrading of property in order to physically enhance the area, which was seen to be a solution to address urban decline challenges in the form of upgrading abandoned property or disadvantaged communities.

Providing a potential solution, Bunce and Furbey (2004 & 1999 respectively, as cited in Ruming, 2018:3), allude that this can be achieved through policy interventions, which are directed towards blighted communities and places. At the operational level, Hing and Gunggut (2012:951) recommend a 'Anti-litter Bug Campaign' as an alternative to improve, as well as to maintain, cleanliness in the urban environment.

Evans and Jones (2008, as cited in Ruming 2018:4) argue that this type of regeneration in cities is seen as a remedy to improve cities, especially for financially challenged governments.

However, Leary and McCarthy (2013, as cited in Ruming, 2018:4) intimate that the priorities of the business-sector are given precedence over other critical issues. Property-based improvements are often criticised, due to its failure to address societal and economic needs, which may have been the main cause of degeneration originally (de Magalhaes, 2015, as cited in Ruming, 2018:4). At a more operational scale, Hing and Gunggut (2012:950) postulate that conventional cleaning is not always successful in dealing with litter and urban decline, as it does not focus on the actual challenge. Furthermore, the conventional cleanliness campaigns fail for the following reasons: these campaigns do not generate revenue, or fail to educate participants on proper disposal methods; there is no intention to stop littering or dumping, as there is no awareness programmes of the negative effects of littering; enforcement is not stressed; the root cause of the problem which is the people who litter, is not emphasised; it only relies on the strategy of cleaning up, and finally, it sends the wrong signal to people, in that it allows people to litter and to assume that the authorities will clean up (Hing & Gunggut, 2012:953).

In the researcher's opinion, the ideal panacea to address the challenges and recommendations in ensuring a clean, attractive and well-maintained city, is to implement an integrative approach to urban regeneration, rather than a sophisticated theoretical response or even a conventional approach, as offered by other researchers. Although many benchmarked strategies and mainstream approaches have been implemented by South African cities to deal with the ongoing degeneration within cities, the programmes and projects associated with these strategies have proven to be futile within the South African context. The following comment highlights exactly what the country has been experiencing over the last 24 years: "Perhaps the biggest problem is that we decreed an advanced vision and system of Local Government and expected it to materialise" (Commentator as cited in Republic of South Africa, 2014c:12).

The United Nations "argues for a radical re-imagination of African approaches to urbanism, both to strengthen the positive impacts of Africa's current multiple transitions and to improve urban living and working conditions" (UN-Habitat, 2014:7). Therefore, the SACN have advocated for "new approaches, that give consideration to more inclusive and ongoing management in their planning and budgeting stages, are vital to creating effective transformation" (SACN 2016b:51). More research to identify new effective approaches for developers and urban dwellers will be beneficial (SACN 2016b:51). Community participation

and engagement consequently result in ensuring inclusive urban management (SACN 2016b:51).

Surmising from the frameworks, the literature review, as well as the data obtained in the research study, four core issues were identified in this study, which are Leadership and Governance; Partnerships; Integrated Internal Processes; and Social Behaviour Patterns. These are the rudimentary matters which must be addressed within the South African environment, as South African cities are unique, given their unjust history of apartheid, which still influences current circumstances. Taking into consideration the various research offered, as well as the views of government departments, the recommended approach towards urban regeneration therefore, is to manage the challenges of litter, dumping and problem buildings by means of addressing these four core issues as identified in the study.

6.6.1 Leadership and Governance

The foundation for a model to effect change within an organisation and externally, are the leadership and governance processes within the organisation. The organisation must address the intentions of leadership, and steps must be taken to improve on leadership and governance within the organisational environment. Leadership and governance underpin and support any initiative being embarked on within an organisation. The calibre of leaders is of utmost importance, as priorities must be identified for the good of the organisation. Without the proper leadership, direction and guidance, an organisation is deemed to fail in its endeavours. To assist leadership and governance, the organisation must implement Monitoring and Evaluation processes which will assist organisational leaders with governance and to make critical and professional decisions which will inspire change. Therefore, one of the most critical factors or elements required for an Integrative Transformative Model, is ethically good and strong leadership, which will support and sustain good governance processes within the organisation.

Municipal Context: Leadership and Governance underpin every process within the Local Government Organisation. Both political and administrative leaders must govern the municipality, so that communities and citizens at large are prioritised. As servants of the people, the traits of municipal leadership are unique, as the fundamental aspect is ‘servant leadership’, which is a contrast to private sector organisations. Therefore, for any endeavour to be successful, leadership and transparent governance in an organisation, must support all other elements of

the process. Leaders need to focus on delivering services to the communities, rather than seeking opportunities to increase the wealth of the corrupt and unscrupulous.

6.6.2 Partnerships

Any transformative process in an organisation relies on strategic partnerships, which are trustworthy, invested and committed fully to the process. Strategic partnerships with the private business, non-governmental organisations, the public and other state organisations, are necessary for the organisation to embark on any programme successfully. By creating partnerships, the organisation ensures that several stakeholders are invested in the programme and become active participants. This will ensure that the programme is sustainable in the long term.

Municipal Context: This element of partnerships is necessary in any municipality. Not only from a collaborative process, but also due to the skills and knowledge, which can be transferred to municipal employees. In the case of regeneration and keeping the city clean, partnerships with formal and informal business is critical. Urban Improvement Districts (UIP) are an example of a successful model which incorporates partnership between business and Local Government. Formal Business within a district can form a partnership and engage the services of a contractor who will undertake cleaning, maintenance and security services for the area. In exchange, municipalities can offer rebates to these customers who are actively involved in cleaning up the city. Another partnership can be formed with informal businesses to ensure that they assist in keeping the city clean. Discounts on business licences can be negotiated with informal business, if they contractually agree to keep the spaces around their business clean and educate their customers to throw any dirt into bins. Partnerships can also be formed with non-profit organisations to engage them to become actively involved in clean-up programmes. Partnerships with the public and community-based organisations are also a very important element for the organisation and will assist to foster civic pride.

6.6.3 Integrated Internal Processes

Integrated Internal Processes begins with an integrated strategy, which seeks to establish integrated internal plans and processes, and which averts silos within an organisation. This requires departments to collaborate and align processes in addressing integrated plans and urban spatial planning. The organisation needs to review all processes and operating procedures within the organisation and determine dependencies, as well as linkages. Plans need to be developed around these dependencies and linkages, to ensure the smooth operation of the organisation's processes and procedures. The success of an organisation is dependent on internal processes which must be synchronised to achieve the goals of the organisation. Of critical importance is that the organisation must have effective by-laws and policies which are implementable and enforceable. This must be supported by leadership and governance, as well as technological tools and legal processes.

Municipal Context: Before embarking on a regeneration programme, departments must team up and create an integrated and integrative plan, which requires departmental collaboration, in order to address all aspects of cleaning up and regenerating inner-city spaces. For example, when verges are cut, the Municipal Parks Department requires the Municipal Solid Waste Department to clean up any solid waste afterwards. Furthermore, municipal street sweepers must be trained not to sweep the solid waste into the storm water drains. Therefore, a collaborative plan should be devised which should include the Municipal Parks Department responsible for the cutting of verges, the Municipal Solid Waste Department responsible for street sweeping and picking up of litter, as well as the Municipal Storm Water Department who are responsible for ensuring that the optimal working of the storm water, which will prevent flooding in the events of any major rainfall.

Technology plays an essential role in the success of any municipal endeavour, as it improves the effectiveness of data collection and analysis. The fourth industrial revolution provides for potential improvements in municipal governance as well as in the way the municipality operates. Additionally, by using technologies which allow information to be obtained easily, for example, drone technology to identify areas of dumping, there will be an improvement in response times for the municipality. Artificial Intelligence, virtual reality and robotics are some of the disruptive technologies of the 4th Industrial Revolution, which must be considered for incorporation into current business processes, in order to improve service delivery. Ring-fenced

funding must also be incorporated into the integrative internal processes, as this will allow Urban Improvement Districts to be implemented, bad buildings to be inspected and action taken against transgressors and additional equipment for clean-up programmes to be acquired.

6.6.4 Social Behaviour Patterns

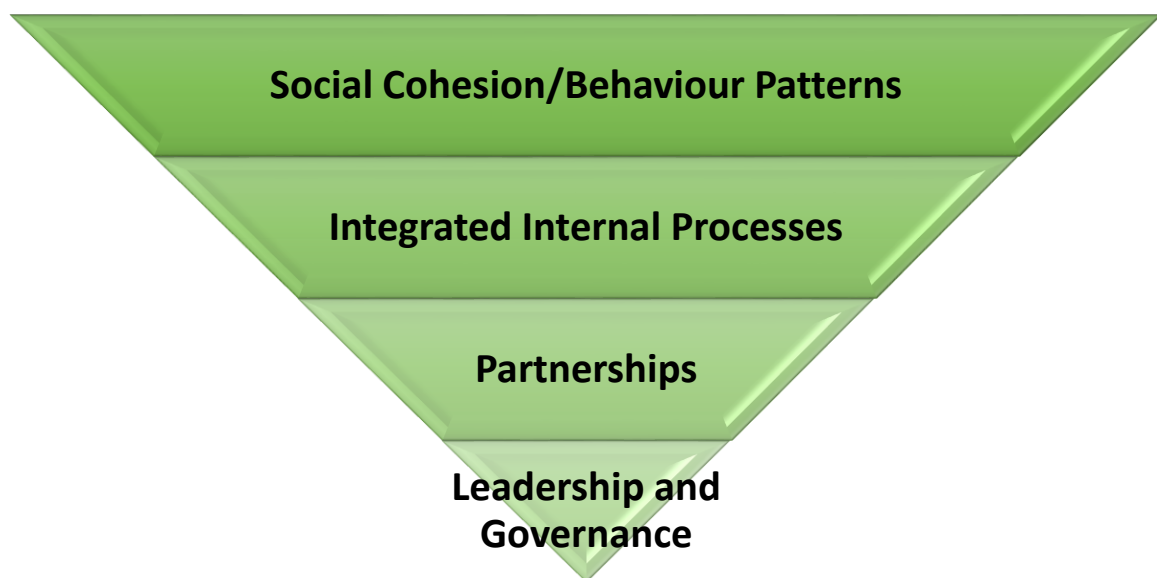
Conceivably, the most important element of the model, is the social behaviour patterns of not only the public and corporate business but also the employees of the organisation. A programme driven to inspire positive change in social behaviour patterns and instil civic pride, will enhance the success of any project. Programmes inspiring social change in the behaviour patterns of the organisation's employees, where training sessions, as well as awareness sessions are scheduled for all employees, on roles and responsibilities and the contribution of employees towards the strategy of the organisation, must be implemented. A sense of pride must be instilled within employees through social media and communication. Messages of pride about the organisation must appear on all organisational correspondence and notice boards. Employees must be continuously reminded of their roles and responsibilities in the programme. Similarly, programmes must be implemented to address the ethos of the public and corporate business on responsibilities related to ensuring the environment is clean, attractive and well-maintained.

Municipal Context: A programme driven to inspire positive change in social behaviour patterns, instil civic pride and have the various stakeholders to take ownership of the spaces around them, will lead towards a much cleaner, well-maintained and attractive inner-city. Training and awareness must ensure that all municipal employees are aware of the impact of their jobs, especially on littering, damaging of municipal property. Also, employees must be made aware that the consequences of not working in accordance with standard operating procedures, could result in negative consequences for the organisation and the city. Employees must be encouraged to share such information on the impact of littering, dumping and damaging property, with family and friends, and to become the ambassadors of the organisation. The organisation must post subtle messages to foster pride in the city and its cleanliness. The public and business must be encouraged to participate in cleaning up the spaces where they live, work and play. Communities must become involved from the planning stage of a programme. Furthermore, the public and business need to be notified of the impact of non-compliance to

by-laws. The most challenging aspect of social change is changing behaviour patterns which persist from the apartheid era. Education drives which foster civic pride and subtle messages of pride, for example “My City, My Responsibility”, must be constantly in the view of the public.

Figure 6.1 reflects the elements identified as crucial for an Integrative Transformative Model to address urban regeneration.

Figure 6.1: Elements for an Integrative Transformative Model to address core issues of urban regeneration



Source: Author's Own

Each element of this model, as reflected in Figure 6.1, is enriched with a multitude of factors, which must be tailored to each city's needs and must ideally include the following features:

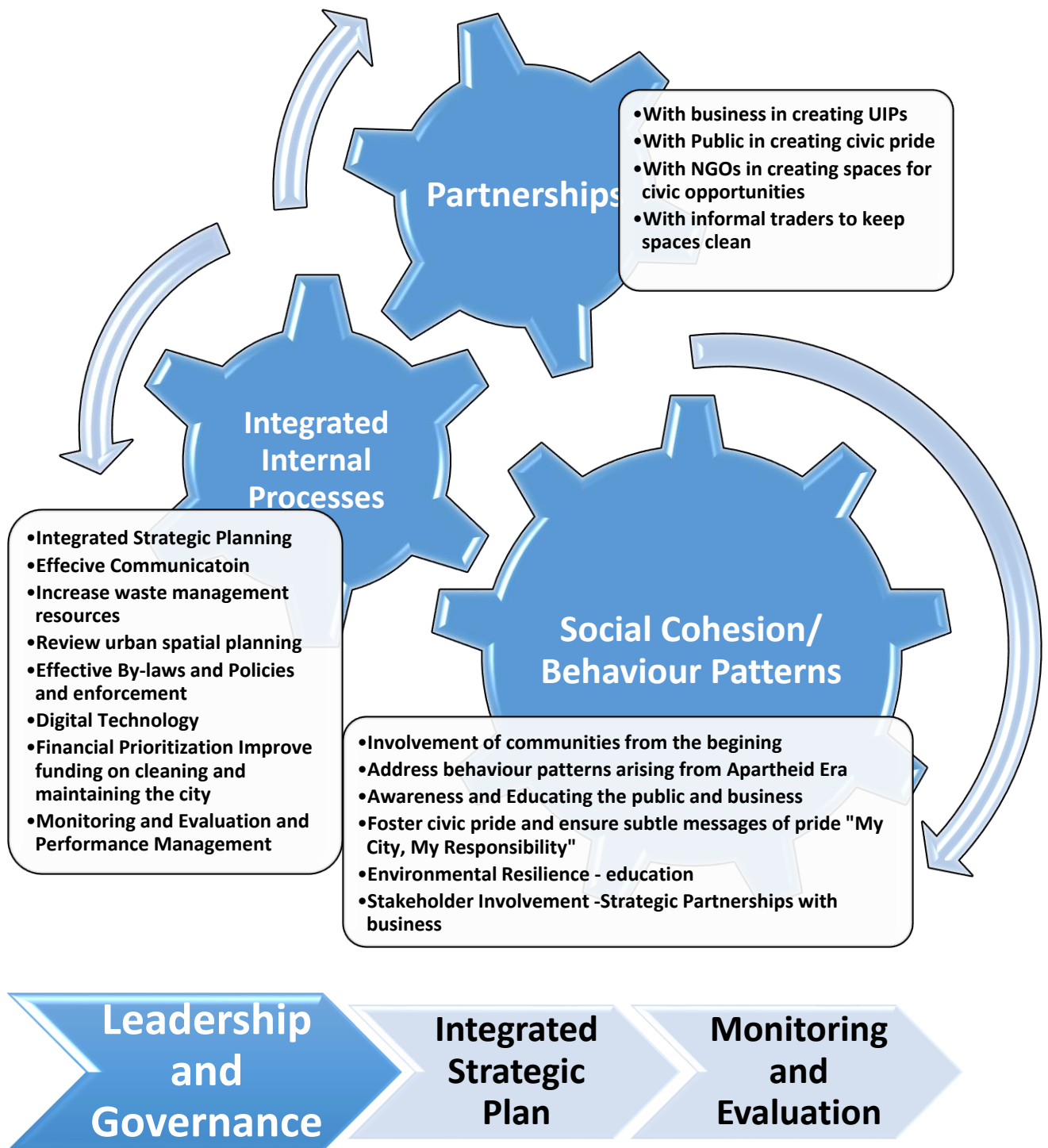
- Leadership and Governance responsibilities
- Integrated Strategic Planning
- Communication across different platforms
- Stakeholder involvement and partnerships
- Education of employees and public
- Instilling pride in the city and influencing social behaviour patterns
- Encouraging participation, and involvement from the beginning of the process.

- Education on laws and impacts to the environment, economy
- Effective by-laws and policies
- Use of digital technology
- Monitoring and Evaluation

To further elaborate on the elements identified for the model, Figure 6.2: The Integrative Transformative Model (ITM), is presented as the recommended model to address urban degeneration. The model is reflected as the cogs of the wheel, which are underpinned by leadership. This is a critical analogy, as it depicts the cogs working together, but only with the leadership and governance elements underpinning them.

Figure 6.2 reflects the four elements of the model with the details of each element:

Figure 6.2: Integrative Transformative Model (ITM) to address urban regeneration



Source: Author's own

6.7 Conclusion

This chapter presented the Integrative Transformative Model (ITM) for addressing urban regeneration, emanating from this study. It is a recommended model for cities to address basic issues first, prior to embarking on large, financially burdening projects, which will only be hampered by these basic issues. The chapter identified the main research results, which were then synchronised with the literature review and the theoretical frameworks. The main challenges experienced by cities were also highlighted, with the criteria for an enabling environment for Local Government. The potential benefits of implementing a basic operational model for cities were identified, prior to presenting the actual ITM to address urban degeneration. The ITM addresses four critical areas of focus: Leadership and Governance, the foundation for the model; the elements of Partnerships; Integrated Internal Processes and the most important of all, Social Behaviour patterns. These four fundamental issues need be addressed initially, to enable a successful urban regeneration programme. The implementation of the Integrated Transformative Model is the recommendation of this study to address urban regeneration within cities.

CHAPTER 7 : GENERAL CONCLUSIONS AND RECOMMENDATIONS

“We often think that the problem we have in front of us just started yesterday, but the legacy that has brought in this idea of exclusion is now being fed by a consumerist, capitalist agenda; without understanding historical discourses we are shooting in the dark and being completely arrogant about our knowledge and about how we are moving forward. We tend to be engaged and fixated with the notion of development as quantitative – those small things on the ground – emotions, anger, feelings, irritations, depressions – our country is facing depression right now. The anger is a sign of depression. But we seem to not be able to recognise that. There is a lack of a new imagination – partly a lack of being able to see the beauty of what is already there. If you can’t recognise something of being of worth, then you will always want to build something new over it, it is the eradication of what exists and then something new” (SACN, 2016b:5).

7.1 Introduction

This final chapter provides the general conclusions and recommendations from the research study findings. This research study provided an evaluation of the strategies, programmes and projects undertaken in the inner-city of Durban, located within the eThekweni Municipality, with the objective of developing a model for cities to implement a sustainable solution to start addressing urban regeneration with specific emphasis on eradicating littering, dumping and problem buildings. Chapter Six of this study provided the details of the model.

This chapter reviews the general conclusions in the context of the questions of the study. The research questions of this study are:

1. Is there a gap between the mandatory requirements of South African cities to address urban decay and what has been implemented at eThekweni Municipality?

2. Are the strategies, programmes, projects and by-laws implemented by eThekweni Municipality sustainable, adequate, and effective in ensuring that the city is clean, attractive and well-maintained?
3. Has the eThekweni Municipal leadership implemented effective governance processes to ensure a clean, attractive and well-maintained city, in line with the city vision, which is to be the most caring and liveable city by 2030?
4. What are the citizens and corporate businesses experiences and concerns regarding urban decay, bad buildings and the cleanliness of the city and have citizens and corporate organisations contributed sufficiently and effectively towards ensuring a clean, attractive and well-maintained city?
5. Which factors need to be considered for the development of a model which cities can implement to ensure that transformed city spaces remain clean, liveable well-maintained and attractive?

The general conclusions provided in this chapter indicate that all the objectives of the study have been achieved. The design of this chapter is as follows: the first section provides general conclusions evolving from the chapters in this research study; the second section articulates the gaps emerging during the research; the third section provides overall recommendations; the fourth section provides potential areas for further research, and the fifth section concludes the study.

7.2 Overall General Conclusions

This research study proceeded to evaluate the strategies, programmes and projects directed toward urban regeneration and cleaning programmes within eThekweni Municipality, and aimed to provide an Integrative Transformative Model (ITM) for cities to address issues of littering, dumping and problem buildings.

The first chapter of the research provided an overview of the research context and an introduction to the importance of the field of study. One of the conclusions from Chapter One is that many of the challenges associated with littering, dumping and problem buildings can be associated with the consequential impact of apartheid and its influence on the behaviour patterns of people.

The second chapter is divided into three sections: the first section analyses various frameworks dealing with governance, leadership, public management and urban regeneration. The general conclusion is that the various theoretical frameworks provide diverse insights into urban transformation, and that no one framework can be utilised to inspire urban change. The second section explores the steps being taken by international cities to address urban degeneration with emphasis on littering, dumping and problem buildings. Some of the general conclusions from these sections is that the following factors were critical measures in the improvement of urban spaces: implementing governance frameworks; leadership as the protagonists in cleaning up the cities; integrated planning is essential; programmes on behavioural change are required; political commitment is vital; public participation needs to be in place, and partnerships with business and communities are required as well as youth involvement. The third section provides a perspective of cities on the African Continent, which have implemented regeneration processes. Cities on the African continent have relied on international frameworks, more suited to first world countries, to deal with urban degeneration, and not many cities in Africa have been able to sustainably keep cities clean and tidy.

Chapter Three provides an overview of the various legislation underpinning Local Government in South Africa, and specifically legislation addressing urban regeneration and waste management. It also focuses on metropolitan municipalities. The overall conclusion of this section is that since 1994, the various pieces of legislation have been enacted, but now require amendment based on changing circumstances within South Africa. The chapter provides the status and history of South African Local Government pre- and post-1994, as well as an analysis of the impact of political and administrative leadership on the urban landscape; the impact of democratisation on the city's sustainability and ability to deal with urban degeneration, and how the increasing influx of people into cities has impacted on the urban and economic environment. A literature review on challenges faced by Local Government in addressing the needs of increasing citizenry of cities and society, and the impact of city transformation on the economy of the region, is provided. An overview of the contextual view of using the eThekweni Municipality as a case study is provided and the efficacy of programmes rolled out by the eThekweni Municipality to address societal needs, local economic development and the environmental challenges, is outlined. The chapter closes with a review of the initiatives that the eThekweni Municipality has applied to ensure that the city is clean, attractive and well-maintained. Some of the general conclusions of Chapter Three is that social cohesion is one of the main challenges faced by cities and furthermore, that the influx of people

into South African cities, seeking social and economic opportunities, has resulted in cities physically deteriorating, and that Local Government are not fully equipped to deal with these changes.

Chapter Four presents the research methodology engaged to undertake the research study, which was a mixed methods convergent case study approach. Chapter Five offers an analysis of the data and the findings from the research and Chapter Six presents the proposed Integrative Transformative Model for addressing urban degeneration in the form of litter, dumping and problem buildings. The literature review and the theoretical frameworks presented constitute the basis for the model, and it is concluded that the implementation of the Integrative Transformative Model will assist cities to efficiently overcome the blight within cities currently.

Most frameworks underpinning the research are either focused on one aspect of the study or are too cumbersome to be properly implemented by city administration. Therefore, a simple model, focusing on the core elements for change, is the priority in leading to the path towards a clean, attractive and well-maintained city. The study findings identified that a silo-mentality, the lack of participation by the public, the lack of partnerships with business and community-based organisations, and the inability to adequately address social behavioural change, are the key elements which have prevented sustainable change within cities. As a follow up on these findings, the next section provides the gaps recognised by the research study, which were derived from the objectives. This is followed by the recommendations and areas for further research.

7.3 Gaps emerging from the Research Study

7.3.1 Objective 1: To critically evaluate the gap between the mandatory obligations of eThekweni Municipality concerning urban degeneration and the tangible strategies, programmes and projects implemented by the municipality, specifically related to unclean streets, dumping and dilapidated buildings

Arising from the results of the literature review and the findings of the study, it is apparent that although the municipality has in place strategies, programmes and projects to address the

various pieces of legislation, these have not sufficiently addressed the requirements of the legislation. The municipality is in a compliance mode, which fails to bring about a change in the municipal environment. Furthermore, the question is whether legislation is facilitating a clean, attractive and well-maintained environment, or if it is hindering progress, through contradiction. A typical example is that Local Government is required to protect the environment; however, it is the legislated responsibility of Local Government to accommodate the ever-increasing population within cities. Government must review legislation with a view to synchronising its key objectives of service delivery against environmental concerns.

7.3.2 Objective 2: To evaluate the efficacy of the strategies, programmes, projects and policies implemented, as well as the enforcement of by-laws within the eThekweni Municipality, to address urban degeneration

A common saying is that ‘insanity’ is doing the same thing repeatedly, expecting different results. This seems to be the case with the strategies, programmes and projects rolled out the by eThekweni Municipality in addressing urban degeneration. The study has clearly revealed that although the management of the implementing departments of the municipality believe that the programmes and projects are effective; this was not the view of the public, councillors and management who were not directly involved in the programmes. Furthermore, media communication and an observation of the inner-city negate this view. The responses from councillors, representatives from the hospitality industry, ward committee members and management of the municipality, revealed that the strategies, programmes and projects were not effectively addressing littering, dumping and problem buildings. The numerous complaints regarding littering, dumping and problem buildings, as well as the negative media on these issues, provided a clear picture of the reality on the ground. Furthermore, the view is that by-laws were not being properly enforced. Another clear gap is that the strategies, programmes and projects were not being monitored and evaluated to determine efficacy. Undertaking campaigns for example, the ‘Clean My City Campaign’ is expensive, as articulated by Hing & Gungut (2012:952), who indicate that such programmes include providing free t-shirts, caps and meals to participants, but that this will not be reciprocated or educate the participants. The conclusion is that the city has failed to focus on the underlying problems leading to an unkempt city.

7.3.3 Objective 3: To determine whether the leadership and governance processes impact on urban regeneration within eThekweni Municipality

The governance framework which supported this research, highlighted the importance of leadership and governance in an organisation. Leadership and governance underpin all processes within an organisation. The literature review, especially from the Department of Monitoring and Evaluation and the Department of Cooperative Governance and Traditional Affairs, clearly indicates that government is fully aware that there are numerous challenges surrounding the effectiveness, capability and integrity of political leadership at municipalities. Unfortunately, this has also filtered down to the administrative component of municipalities as well. The impact of good leadership and governance was therefore not visible at a municipal level. Some would go so far as to state that many political figures reflect apparent leadership, but only during elections. Furthermore, the Monitoring and Evaluation processes within the municipality must be enhanced, in order to provide significant information for decision-making. Therefore, much needs to be accomplished at the political and the administrative levels to ensure competent and effective leaders, who will transform the city.

7.3.4 Objective 4: To establish whether other stakeholders, viz., citizens and business, have actively contributed towards urban regeneration

The objective of citizen and business participation has had much exposure in this study. The apparent lack of citizens and business involvement in ensuring that the inner-city is clean, attractive and well-maintained, is reflected in the state of dilapidation of the city. Citizens have a pre-conceived idea that they are contributing towards job creation by littering and dumping. Businesses have the impression that they are paying rates, and therefore the municipality is responsible for cleaning up the streets and the environment. An overview of the available research literature has identified that focused research on the influence of social behaviour patterns of South African citizens and its consequential impact on urban degeneration, specifically dealing with litter, dumping and problem buildings in post-apartheid South Africa, was a gap which must be addressed to assist cities to deal with these challenges satisfactorily. The gap in understanding and addressing this challenge was perhaps one of the more profound issues which has arisen from this study.

7.4 Recommendations

7.4.1 Integrated Strategic Planning

An Integrated Strategic Plan is critical for a municipality to tackle urban degeneration and is the starting point for any initiative. It is important to determine what needs to be achieved, how it will be achieved, the resources required to achieve the goal, the stakeholders to partner with and the financial resources required for the Strategic Plan. The involvement of the public in its strategic plan will be of considerable advantage to the city, as there will be buy-in from the public. Integrated plans must consider all cross-cutting processes within the entire plan and ensure that sufficient consideration is given to inter-dependent tasks. All parallel processes must be aligned for implementation. Once an integrated plan has been formed, a timeline for implementation must be set and agreed on and must be communicated to all stakeholders. Monitoring and Evaluation of such a plan is crucial to achieve success.

7.4.2 Proactive policy environment

To ensure that the municipality remains clean, attractive and well-maintained, it is important to have proactive policies to address environmental issues. This will ensure sustainability of practices and processes and provides a model for all units. Such policies must be subject to regular annual reviews, as the environment is continuously changing, and policies need to be adapted accordingly. Policy frameworks lend support to the initiatives being undertaken for urban regeneration and allow the municipality to implement crucial changes within a legislated environment.

7.4.3 Increase resources in waste management

As urbanisation occurs within cities, levels of pollution increase as more waste is generated. This in turn, contributes towards urban degeneration within the cities, as waste management is overburdened. Therefore, increased resources for waste management are required. Furthermore, a dedicated Cleaning Project Officer should be allocated per zone within the inner-city, with a task team cleaning each zone daily. Shifts should be considered so that all 24 hours can be covered by the cleaning team. Technological tools must be implemented to

assist in the management of waste. Furthermore, recycling should be enforced, and better measures taken to ensure that there is minimum waste transported to landfill sites.

7.4.4 Enforcement and Consequence Management Strategies

Urbanisation also causes an increase in illegal occupation of buildings, illegal water, sanitation and electricity connections, and increased waste within inner cities. This has consequentially resulted in deteriorating environmental conditions within inner-cities. Landlords neglect to upgrade buildings, due to the high costs involved, and many of these abandoned buildings have been hijacked and illegally occupied, resulting in massive deterioration of the buildings.

Another issue around enforcement is that the Waste Management Unit cannot cope with the increased waste generated in the city. There is continuous dumping and littering plaguing the city, which results in a very unattractive city. The attitude of the public is also a concern, as littering and dumping is not considered a wrong-doing by the public.

Although the municipality has by-laws in place to address litter, dumping and problem buildings, the city still needs to properly enforce them. However, critical to this process of enforcement is ensuring that there are enough staff to enforce the by-laws. The municipality's multi-unit task-team dealing with the urban degeneration issues must be enhanced. Furthermore, consequence management strategies need to be identified and enforced. Naming and shaming should be implemented, so that the public will know that the city is serious about its programmes and that those who are non-compliant will be found responsible and fined or imprisoned. This will send a strong message to those persons who ignore the by-laws.

7.4.5 Changing behaviour patterns internally and externally, and empowering communities

The historical situation in South Africa plays a huge role in current behavior patterns towards littering, dumping and problem buildings within cities, as advised by the respondents to the research study. This is an area which is lacking in research material, and assumptions will be made based on the feedback from several respondents. The belief is that the change-over from the apartheid era to democracy brought about several changes to the lifestyles of people,

especially those moving to cities. However, the perception is that government did not fully address the need for social cohesion in the new democracy. The unintended consequences of moving to a democracy, without addressing how people perceived the new living and urban circumstances, have resulted in rebellious behavior patterns, which are still surfacing some 25 years after democracy.

To change behavior patterns, well-thought out plans need to be implemented, with an understanding that behavior change does not happen overnight.

In order to address this underlying cause of urban degeneration, it is important that the municipality creates a comprehensive strategic plan which will integrate programmes and projects aimed at changing mind-sets and behavior patterns internal to the organisation as well as to the public, with subtle messages of keeping the environment clean; raising awareness and perception of clean spaces; facilitating programmes which will enhance the sense of pride and ownership within the city; discouraging anti-social behavior of dumping, littering, squatting, vandalism, graffiti and illegal connections, and inspiring community perception and participation in neighborhood programmes and prevention programmes.

Critical for the city, is the utilisation of the potential of its more than 27 000 employees of the municipality in fostering the message of keeping the city clean, attractive and well-maintained. The city's biggest asset in this venture is its employees, and by inspiring the employees to be ambassadors of the city, the city will not only be impacting on its employees, but also their families and friends with the message to keep the city clean.

7.4.6 Effective Communication and Technology

Effective communication is essential for any strategy to be achieved. All stakeholders need to be kept informed of all programmes and projects being implemented by the municipality, and the communication must encourage participation. Therefore, a proper communication plan must be created which will allow appropriate and regular communication with communities. Social media is a powerful tool, which can be used to communicate effectively the messages of keeping the city clean and attractive. Technology can also be used to provide the public with a tool to alert the municipality of areas that need to be cleaned, where there is dumping,

if there are any illegal activities taking place in buildings and similar issues. By placing the responsibility in the hands of the public, the municipality will build pride and ownership over time.

7.4.7 Awareness and Education sessions with public and business

One of the strongest recommendations arising from the results of the research, is the issue of awareness and educating the public. To provide the public and businesses with the opportunity to understand the reasons why they should not litter, or dump, education and awareness sessions should be held within the city for different groups of people. Strategic communication messages which provide the public and businesses with ideas of how to keep the city clean, should be shared across all platforms. Education is critical to effectively curbing litter and dumping. If the staff, public and businesses are not properly educated on how to keep the city clean, the inner-city will continuously be a dump site.

7.4.8 Monitoring and Evaluation and Performance Management

Monitoring and Evaluation and Performance Management are critical elements of any programme or project. An adage of Performance Management is that ‘what gets measured gets done’. It is apparent that the strategies, programmes and projects which are undertaken by the eThekweni Municipality to clean the inner-city, have not been properly managed, monitored or evaluated. By monitoring the targets set by the departments to clean up the city and evaluating the implementation or impact of the strategies, programmes or projects aimed at ensuring that the city is clean, attractive and well-maintained, the city will have an appreciation of the strategies, programmes and projects, and whether the goals and targets set out have been achieved. Monitoring will also determine the reasons why any part of the strategies, programme or project are not working effectively. Evaluating the strategies, programmes or projects will provide an analysis of the value add of the project, whether the project has impacted on beneficiaries; and whether the ultimate goals of the programmes or projects have been achieved. It will also highlight the strengths, weaknesses, opportunities and threats of programmes. Performance Management provides an avenue to manage the performance of all employees involved in the processes. This will allow the municipality to make decisions on

how the programme is managed, how to change the programme, and whether to continue with the programme or to terminate it.

7.4.9 ‘Block by Block’

In addition to the recommendations above, further innovative recommendations are included, as recommended by a company called *Block by Block*, which is a concept using a computer game, *Minecraft*, to plan public space with community involvement (Block by Block, 2018). The following recommendations which are being used by other cities, can prove to be useful for municipalities to regenerate inner cities.

- **“Think small like Singapore”** - by doing little things like having stickers in bathrooms to remind people to flush the toilet; informing the public of the fines if they litter and forbidding chewing gum sales (*Block by Block*, 2018). By consistently reminding people of these small things, Singapore has become one of the cleanest cities in the world.
- **“Recycle well like Adelaide, Australia”** - by reiterating recycling, which has considerably reduced Adelaide’s dependence on landfills, which also makes for cleaner living conditions (*Block by Block*, 2018).
- **“Remove graffiti quickly like Minneapolis, Minnesota”** - By removing graffiti, like Minnesota, which is regarded as one of the cleanest cities, with one project that ensures the removal of graffiti within 24 hours (*Block by Block*, 2018).
- **“Spread environmental awareness like Reykjavik, Iceland”** – by adopting green cleaning programs, which were introduced in Iceland’s government, encouraging many businesses to implement environmental policies and to encourage employees to ensure cleanliness in their everyday work and travel (*Block by Block*, 2018).

These recommendations by *Block by Block* provide simple solutions, as bench-marks for cities to emulate.

7.5 DPME Recommendations – Twenty-year review of Overcoming challenges at Local Government level

Another source of recommendations was provided by the South African Department of Planning, Monitoring and Evaluation in its twenty-year review in 2014:

7.5.1. “Improving governance”

All municipalities are not the same and in order to differentiate between various municipalities and the circumstances in which they operate in, The National Development Plan advises that it is vital to determine whether internal or external factors impact on the municipalities. Different solutions will then have to be identified, based on these factors (Republic of South Africa, 2014c:46). The political- administrative interface needs to be stabilised and Local Government needs to be strengthened by creating an enabling model for this level of government, which will encourage civic participation and ensure oversight from national and provincial government (Republic of South Africa, 2014c:46).

7.5.2. “Improving accountability and participatory governance”

DPME recommends the revitalisation of participatory local governance in South Africa through an amalgamation of community-focused interventions, and institutional and political interventions. Local communities must be provided with relevant information and feedback in order to actively participate in deliberation processes. (Republic of South Africa, 2014c:46).

7.6 Further research areas

Current research needs to be extended as follows:

- To identify the consequential impact of apartheid regarding social behaviour patterns, on urban degeneration within South African cities.
- To identify gaps in cleaning and maintenance programmes by municipalities.
- To investigate the effective involvement of communities and businesses in cleaning programmes and reporting dumping, litter and vandalism.

- To identify the type of awareness and education programmes which will work best within the South African context.
- To investigate the effective enforcement of by-laws within municipalities.
- To explore the role of employees of an organisation in influencing public awareness and behaviour
- To examine the role of disruptive technologies in municipal governance

7.7 Conclusion

This chapter presented general conclusions arising from the findings of the research study. The gaps identified in processes at the eThekweni Metropolitan Municipality, as a result of analysing the objectives against the results, were also presented. Several recommendations were made which aims to provide Local Government with a back-to-basics approach in dealing with littering, dumping and problem buildings. These recommended mechanisms are meant to streamline some of the more complicated frameworks and processes available to Local Government currently. The intention in making these recommendations is to focus is on crucial issues which are hampering progress daily; and by planning to focus on these in an integrated manner progress will be made in achieving a clean, attractive and well-maintained inner-city.

Overall, the research study used a complex and integrated process of data collection in order to ensure a complete and holistic view of the challenges experienced by cities in addressing urban degeneration. The recommendations provided are an enhancement of the Integrative Transformative Model, which is offered as a panacea for cities struggling to conquer urban degeneration, and which seeks to provide basic solutions for cities to successfully address urban regeneration.

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Annexure 1: Language Editor Letter

THE WRITING STUDIO
Writing and Editing Practice

Certificate MAY 2019
TO WHOM IT MAY CONCERN
29 MAY 2019

This dissertation, entitled **TOWARDS CLEAN, ATTRACTIVE AND WELL-MAINTAINED METROPOLITAN CITIES: A CASE STUDY OF eTHEKWINI MUNICIPALITY**, has been edited and reviewed to ensure technically accurate and contextually appropriate use of language for research at this level of study.

Yours sincerely

A handwritten signature in blue ink that reads "Connie Israel". The signature is fluid and cursive, with a long horizontal stroke at the bottom.

CM ISRAEL, BA Hons (UDW) MA (UND) MA (US) PhD(UNH)
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Annexure 2: Ethical Clearance Approval



07 November 2017

Ms Nirmala Govender (8728329)
Graduate School of Business & Leadership
Westville Campus

Dear Ms Govender,

Protocol reference number: HSS/1958/017D

Project title: Towards clean, attractive and well-maintained Metropolitan cities: A case study of eThekweni Municipality

Approval Notification – Expedited Approval

In response to your application received on 18 October 2017, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol has been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number.

PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully


.....
pp Dr Shenuka Singh (Chair)

/ms

Cc Supervisor: Professor Purshottama Sivanarain Reddy
Cc Academic Leader Research: Dr Muhammad Hoque
Cc School Administrator: Ms Zarina Bullyraj

Humanities & Social Sciences Research Ethics Committee

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100 YEARS OF ACADEMIC EXCELLENCE

Four (4) Campuses:  Edgewood  Howard College  Medical School  Pietermaritzburg  Westville

Annexure 3: Gatekeepers Letter



Pod 1, Second Floor, Intuthuko Junction, 750 Mary Thipha Street, Umkhumbane, Cato Manor, Durban 4001.
Tel: 031 522 4513, Fax: 031 261 3405, Fax to email: 086 265 7160, Email: mile@durban.gov.za, Website: www.mile.org.za

For attention:
Chair of Ethics Committee
College of Law and Management Studies
School of Management, Information Technology and Governance
University of KwaZulu Natal
Westville Campus
Durban
4001

27 September 2017

RE: LETTER OF SUPPORT TO Ms N. GOVENDER, STUDENT NUMBER 8728329 - GRANTING PERMISSION TO USE eTHEKWINI MUNICIPALITY AS A CASE STUDY

The City Manager, eThekweni Municipality and MILE has considered a request from Ms Nirmala Govender to use eThekweni Municipality as a research study site leading to the awarding of a Doctor of Administration degree (D.Admin) entitled : "Towards Clean, Attractive, and Well-maintained Metropolitan Cities: A Case – Study of eThekweni Municipality "

We wish to inform you of the acceptance of her request and hereby assure her of our utmost cooperation towards achieving her academic goals; the outcome which we believe will help our municipality improve its service delivery. In return, we stipulate as conditional that she presents the results and recommendations of this study to the related unit/s on completion of her research study, accompanied by her academic supervisor.

Wishing Ms Govender all the best in her studies.


Mr Sipho Nzuza
City Manager
eThekweni Municipality


Collin Pillay
Program Manager: MILE
eThekweni Municipality



Annexure 4: Management Questionnaire

Management Semi-Structured In-depth interview On Urban Decay, Problem Buildings and Unclean streets

You are hereby kindly invited to participate in a research study Semi-Structured In-depth Interview on urban decay, problem buildings and unclean city streets in Durban. The Interview is being conducted by an official of the eThekweni Municipality, Nirmala Govender, as part of a Doctoral Thesis research study, and it is expected that the results of the study will produce a sustainable model, which cities will be able to implement to address urban decay.

This interview will be treated with the utmost confidentiality and will not be divulged except for providing statistics for the research study.

- The interview is intended to obtain your responses of challenges and experiences as well as your participation in programmes within the inner-city of Durban, which address urban decay, cleaning up the streets and similar matters.
- The interview will take approximately 20 to 30 minutes of your time.
- The interview is not intended to harm any person, nor are there any risks involved.
- Please be advised that there is no compensation for the completion of the interview.
- All information obtained from the interviews will be summarised to identify the overall responses from the citizens of the inner-city of Durban.
- It is expected that the results of the research study will be considered for implementation by the city in order to address issues of urban decay, unclean streets and problem buildings.
- Information obtained from the study, will be submitted to the University of Kwa-Zulu Natal, the educational institute through which this study is taking place, for safe-keeping and will be destroyed after five years.
- The information will be kept confidential and will not be used for any other purposes.
- Please be advised that participation in this interview is voluntary and you are not obliged in any manner to participate in the study.
- There will also be no penalty or loss of any benefits if you do not want to participate in the study.
- Once you agree to participate in the interview, you may stop participating at any time and there will be no consequences.

In the event of any queries or questions please contact the following person:

Nirmala Govender
Cell: 082 462 4221
Email: nirmala.govender@durban.gov.za

Kindly sign as an indication of accepting the terms of the interview as listed above.

Participants name: (optional) _____

Participants signature: _____

Date: _____

List of questions to be examined in the semi-structured in-depth interviews with management of the eThekweni Municipality

1. Do you believe that the City of Durban is Clean, attractive and well-maintained?
2. What are your views regarding the programmes and projects which have been implemented in order to address issues of urban decay including bad buildings, dumping and litter on streets?
3. What programmes and projects have been implemented by your department in order to ensure that the city is clean, attractive and well-maintained?
4. What was the impact of the programmes/projects on the community/to the city?
5. Were the programmes/projects meant to be a once off programme/project or an ongoing project?
6. Do you believe that the programmes/projects were successfully implemented and are they sustainable?
7. Is the city cleaner, more attractive and better maintained now that the programmes and projects have been implemented?
8. Was the public accepting and participative in your programme/project?
9. What were the negative aspects of the implementation of the project?
10. Do you think that the By-laws adopted by the city are sufficient and address the issues of dumping, littering and bad buildings? If not, why not?
11. What are your recommendations to make the city more effective in enforcing by-laws related to littering, dumping and bad buildings?
12. Do you have any knowledge of other cities or countries who have successfully implemented programmes dealing with urban decay, dumping and litter?
13. Do you think there could have been other ways to successfully implement the projects?
14. Has the eThekweni City Leadership implemented effective governance processes to ensure a clean, attractive and well-maintained city, in line with the City Vision, which is to be the most caring and liveable city by 2030?
15. Do you think the leadership of the city are on actively participation in ensuring a clean city?

16. What are the citizens and corporate's experiences and concerns regarding urban decay, bad buildings and the cleanliness of the city and have citizens and corporate organisations contributed sufficiently and effectively towards ensuring a clean, attractive and well-maintained city?
17. Do you think the public and corporates should be more involved in cleaning up the city?
18. Which factors need to be considered for the development of a model which cities can implement to ensure that transformed city spaces remain clean, attractive, liveable and well-maintained?
19. Any other issues you would like to raise concerning the research topic of 'Clean, attractive and well-maintained cities'?

THANK YOU FOR YOU TIME AND CONSIDERATION

Annexure 5: Councillor Questionnaire

Interview with Councillors on Urban Decay, Problem Buildings and Unclean Streets

You are hereby kindly invited to participate in a research study interview on urban decay, problem buildings and unclean city streets in Durban. The interview is being conducted by an official of the eThekweni Municipality, Nirmala Govender, as part of a Doctoral Thesis research study, and it is expected that the results of the study will produce a sustainable model, which cities will be able to implement to address urban decay. This interview will be treated with the utmost confidentiality and will not be divulged except for providing statistics for the research study.

- The interview is intended to obtain your responses of challenges and experiences as well as your participation in programmes within the inner-city of Durban, which address urban decay, cleaning up the streets and similar matters.
- The interview will take approximately 20 to 25 minutes of your time.
- The interview is not intended to harm any person, nor are there any risks involved.
- Please be advised that there is no compensation for the completion of the interview.
- All information obtained from the interviews will be summarised to identify the overall responses from the citizens of the inner-city of Durban.
- It is expected that the results of the research study will be considered for implementation by the city in order to address issues of urban decay, unclean streets and problem buildings.
- Information obtained from the study, will be submitted to the University of Kwa-Zulu Natal, the educational institute through which this study is taking place, for safe-keeping and will be destroyed after five years.
- The information will be kept confidential and will not be used for any other purposes.
- Please be advised that participation in this interview is voluntary and you are not obliged in any manner to participate in the study.
- There will also be no penalty or loss of any benefits if you do not want to participate in the study.
- Once you agree to participate in the interview, you may stop participating at any time and there will be no consequences.

In the event of any queries or questions please contact the following person:

Nirmala Govender

Cell: 082 462 4221

Email: nirmala.govender@durban.gov.za

Kindly sign as an indication of accepting the terms of the interview as listed above.

Participants name: (optional) _____

Participants signature: _____

Date: _____

List of questions to be examined in the interviews with councillors of the eThekweni Municipality

1. Do you believe that the City is Clean, Attractive and well-maintained? If not, why not?
2. What are your views around the Clean and Maintain My City Campaign and is it effective?
3. What is your opinion regarding the use of technology in identifying areas that are not clean, dumping or areas of urban decay?
4. What other programmes, projects and technologies are you aware of that have been implemented by the Municipality in order to address the issue of a clean, attractive and well-maintained city? Do you think they are effective?
5. What do you believe are the impacts of the programmes/projects/technologies?
6. Do you believe that the city cleaner, more attractive and better maintained now that the programmes/ project/technologies has been implemented?
7. Do you believe that the public are accepting and participative in the programmes/projects?
8. Do you believe that there are effective governance processes in place to ensure a clean, attractive and well-maintained city, in line with the City Vision, which is to be the most caring and liveable city by 2030?
9. What in your opinion are the citizens and corporate's experiences and concerns regarding urban decay, bad buildings and the cleanliness of the city and have citizens and corporate organisations contributed sufficiently and effectively towards ensuring a clean, attractive and well-maintained city?

10. Do you think Africa and South Africa in particular has a different experience in terms of keeping cities clean, and why is it different to other cities in the world?
11. Do you think the that the Apartheid era has impacted on the behaviour of our citizens when it comes to keeping the city clean and neat?
12. Which factors do you think need to be considered for the development of a model which cities can implement to ensure that transformed city spaces remain clean, attractive, liveable and well-maintained?
13. Any other issues which you consider necessary that you would like to raise?

THANK YOU FOR YOU TIME AND CONSIDERATION

Annexure 6: Hospitality/Entertainment Industry Survey Questionnaire

Questionnaire for Hospitality/Entertainment Industry on Urban Decay, Problem Buildings and Unclean streets

You are hereby kindly invited to participate in a research study questionnaire on urban decay, problem buildings and unclean city streets in Durban. The questionnaire is being conducted by an official of the eThekweni Municipality, Nirmala Govender, as part of a Doctoral Thesis research study, and it is expected that the results of the study will produce a sustainable model, which cities will be able to implement to address urban decay, with specific emphasis of dumping, littering and problem buildings.

This questionnaire will be treated with the utmost confidentiality and will not be divulged except for providing statistics for the research study.

- The questionnaire is intended to obtain your responses of challenges and experiences as well as your participation in programmes within the inner-city of Durban, which address urban decay, cleaning up the streets and similar matters.
- The questionnaire will take approximately 10 to 15 minutes of your time.
- The questionnaire is not intended to harm any person, nor are there any risks involved.
- Please be advised that there is no compensation for the completion of the questionnaire.
- All information obtained from the questionnaires will be summarised to identify the overall responses from the citizens of the inner-city of Durban.
- It is expected that the results of the research study will be considered for implementation by the city in order to address issues of urban decay, unclean streets and problem buildings.
- Information obtained from the study, will be submitted to the University of KwaZulu Natal, the educational institute through which this study is taking place, for safe-keeping and will be destroyed after five years.
- The information will be kept confidential and will not be used for any other purposes.
- Please be advised that participation in this questionnaire is voluntary and you are not obliged in any manner to participate in the study.
- There will also be no penalty or loss of any benefits if you do not want to participate in the study.
- Once you agree to participate in the questionnaire, you may stop participating at any time and there will be no consequences.

In the event of any queries or questions please contact the following person:

Nirmala Govender
Cell: 082 462 4221
Email: nirmala.govender@durban.gov.za

Kindly sign as an indication of accepting the terms of the questionnaire as listed above.

Participants name: (optional) _____

Participants signature: _____

Date: _____

Kindly complete the following questions for the questionnaire. Please tick or cross the relevant box.

**1. Do you believe that the City of Durban is Clean, attractive and well-maintained?
If not, why not?**

2. In which ward is your organisation situated in?

Ward 26

Ward 27

Ward 28

I don't know

**3. Do you believe the ward/area in which your organisation is situated in is clean,
attractive and well-maintained? And why?**

4. What has been the impact of the state of cleanliness of the city, to your business?

**5. Has there been much improvement in the environment in the area as far as you
are aware? (Please place an X in the box chosen)**

No, it's degenerated badly

No, slight degradation

No changes

Yes, improved slightly

Yes, major upliftment and improvement

6. How satisfied are you with the following municipal services in the ward in which your organisation is situated in?

Questions – Satisfaction with the following in your area:	Very Satisfied	Satisfied	Neutral	Slightly Un-satisfied	Totally unsatisfied
Solid Waste Removal – Collection of garbage					
Please provide reasons only for dis-satisfaction:					
Street Sweeping					
Please provide reasons only for dis-satisfaction:					
Cleanliness of city					
Please provide reasons only for dis-satisfaction:					
Verge cutting					
Please provide reasons only for dis-satisfaction:					
Condition of buildings					
Please provide reasons only for dis-satisfaction:					
Collection of Re-cycling					
Please provide reasons only for dis-satisfaction:					
Road Conditions – potholes/manholes					
Please provide reasons only for dis-satisfaction:					
Condition of Pavements					
Please provide reasons only for dis-satisfaction:					
Condition of Parks and Trees					
Please provide reasons only for dis-satisfaction:					
Condition of Public Green Spaces					
Please provide reasons only for dis-satisfaction:					
Condition of Beaches					
Please provide reasons only for dis-satisfaction:					
Cleanliness of open spaces					
Please provide reasons only for dis-satisfaction:					

7. How satisfied are you that the City Council have effectively dealt with urban decay, street cleaning and maintenance of buildings in eThekweni?

(please place an X in the chosen box)	Very Satisfied	Satisfied	Neutral	Slightly Un-Satisfied	Totally Unsatisfied
Urban Decay					
Problem Buildings					
Street Cleaning					

8. Please respond to the following statements by placing a X. One opinion per statement please.

The condition of my place of business is in:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Is clean most of the time					
Is well-maintained					
Is attractive					
Has no litter problem					
Has no Dumping					
Buildings are well-maintained					
Has no urban decay					
Citizens participate in cleaning					
Businesses clean up the area around their trading spaces					
Beaches are clean					
Beach promenade is clean					
Has enough bins					
Has sufficient public toilets					
Public toilets are clean					
Public toilets are open all the time					
Potholes are repaired quickly					
Your opinion on the following:	Strongly Agree	Agree	Neutral/ or not aware	Disagree	Strongly Disagree
The 'Clean My City' campaign by the Municipality is effective					
I am aware of the Municipal bylaws					
The by-laws are being enforced effectively by the City					
The organisation has participated in the City clean up campaigns					
Businesses in the city are involved in cleanup programmes					

- 9. What programmes has your organisation implemented to ensure that the city or ward that your organisation is in, is clean, attractive and well-maintained?**
- 10. What has been the impact of these programmes to your organisation?**
- 11. Do you think that the city/ward is now much cleaner after the implementation of your programmes?**
- 12. What do you think are the negative aspects/unintended consequences of your programme to the City?**
- 13. Do you think the by-laws of the city are sufficient and effective?**
- 14. What are your recommendations to the City to improve the by-laws and cleaning of the city?**
- 15. Do you think the City of Durban compares favorably to other international cities in your line of work?**
- 16. Do you have knowledge of other cities in the world which have implemented successful programmes to clean up their city?**
- 17. Do you think the city has effective governance processes to tackle the state of cleanliness in the city?**
- 18. Do you believe that the current leadership of the city are effective in cleaning up the city?**
- 19. What factors should be considered if the city develops a model to keep the city clean, attractive and well-maintained?**
- 20. Any other issues you would like to raise concerning the topic of clean, attractive, and well-maintained cities?**
- 21. What changes would most improve your ward/area?**

THANK YOU FOR YOU TIME AND CONSIDERATION

Annexure 7: Ward Committee Survey Questionnaire

Ward Committee Survey Questionnaire on Urban Decay, Problem Buildings and Unclean Streets

You are hereby kindly invited to participate in a research study survey on urban decay, problem buildings and unclean city streets in Durban. The survey is being conducted by an official of the eThekweni Municipality, Nirmala Govender, as part of a Doctoral Thesis research study, and it is expected that the results of the study will produce a sustainable model, which cities will be able to implement to address urban decay. This survey will be treated with the utmost confidentiality and responses will not be divulged except for providing statistics for the research study.

- The survey is intended to obtain your responses of challenges and experiences as well as your participation in programmes within the inner-city of Durban, which address urban decay, cleaning up the streets and similar matters.
- The survey will take approximately 15 to 20 minutes of your time.
- The survey is not intended to harm any person, nor are there any risks involved.
- Please be advised that there is no compensation for the completion of the survey.
- All information obtained from the surveys will be summarised to identify the overall responses from the citizens of the inner-city of Durban.
- It is expected that the results of the research study will be considered for implementation by the city in order to address issues of urban decay, unclean streets and problem buildings.
- Information obtained from the study will be submitted to the University of KwaZulu Natal, the educational institute through which this study is taking place, for safe-keeping and will be destroyed after five years.
- The information will be kept confidential and will not be used for any other purposes.
- Please be advised that participation in this survey is voluntary and you are not obliged in any manner to participate in the study.
- There will also be no penalty or loss of any benefits if you do not want to participate in the study.
- Once you agree to participate in the survey, you may stop participating at any time and there will be no consequences.

In the event of any queries or questions please contact the following person:

Nirmala Govender
Cell: 082 462 4221
Email: nirmala.govender@durban.gov.za

Kindly sign as an indication of accepting the terms of the survey as listed above.

Participants name: (optional) _____

Participants signature: _____

Date: _____

Kindly complete the following questions for the survey. Please tick or cross the relevant box.

1. What is your gender?

Female

Male

I prefer not to respond

2. Which ward do you live in?

Ward 26

Ward 27

Ward 28

I live in another Ward (specify)

3. Which ward do you work in/ are employed in?

Ward 26

Ward 27

Ward 28

In another ward (specify)

I don't know

4. In what type of community do you live in?

City or urban community

Suburban or residential

Rural

Informal Settlement

Other (please specify)

5. How long have you lived in this neighborhood?

- Less than one year
- Between one (1) year to five (5) years
- Between five (5) years to ten (10) years
- More than ten (10) years

6. Has there been much improvement in the environment and living conditions in the area you live in, since you moved in?

- No, it's degenerated badly
- No, slight degradation
- No changes
- Yes, improved slightly
- Yes, major upliftment and improvement

7. How satisfied are you with the following municipal services in your neighbourhood?

Questions – Satisfaction with the following in your area:	Satisfied	Neutral	Not Satisfied	Reasons for not being satisfied
Solid Waste Removal – Collection of garbage				
Street Sweeping				
Verge cutting				
Condition of buildings				
Collection of Re-cycling				
Road Conditions – potholes/manholes				
Condition of Pavements				
Condition of Parks and Trees				
Condition of Public Green Spaces				
Condition of Storm-water				
Cleanliness of open spaces				

8. How satisfied are you that the City Council have effectively dealt with urban decay, street cleaning and maintenance of buildings in eThekweni?

	Satisfied	Neutral	Not Satisfied
Urban Decay			
Problem Buildings			
Street Cleaning			

9. Please respond to the following statements by ticking one opinion per statement.

My neighborhood:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
Is clean most of the time					
Is well-maintained					
Is attractive					
Has no litter problem					
Has no Dumping					
Buildings are well-maintained					
Has no urban decay					
Citizens participate in cleaning					
Businesses clean up the area around their trading spaces					
Beaches are clean					
Beach promenade is clean					
Has enough bins					
Has sufficient public toilets					
Public toilets are clean					
Public toilets are open all the time					
Potholes are repaired quickly					
Your opinion on the following:	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
The 'Clean My City' campaign by the Municipality is effective					
I am aware of the Municipal bylaws					
The by-laws are being enforced effectively by the City					

I have participated in the City clean up campaigns					
Businesses in the city are involved in cleanup programmes					

10. What changes would most improve this neighborhood?

11. Do you believe that the Municipality is effectively dealing with litter, dumping, problem buildings and urban decay in the Inner-city?

12. Any other issues you would like to mention regarding urban decay, cleanliness of the city and problem buildings?

THANK YOU FOR YOU TIME AND CONSIDERATION