

**GUIDELINES FOR THE TRAINING OF PARTICIPANTS IN THE  
CLEAN COMMUNITY SYSTEM**

**by**

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**Submitted in accordance with the requirements  
for the degree of**

**MASTER OF EDUCATION**

**in the subject**

**DIDACTICS**

**at the**

**UNIVERSITY OF SOUTH AFRICA**

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**NOVEMBER 2010**

## **DECLARATION**

I declare that

**GUIDELINES FOR THE TRAINING OF PARTICIPANTS IN THE CLEAN COMMUNITY  
SYSTEM**

Is my own work and that all the sources I have used or quoted, have been indicated and acknowledged by means of complete references.

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**Signature**

**(Mr G. C. Caws)**

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**Date**

## **ABSTRACT**

The Clean Community System (CCS) is a method of waste management education widely used in the USA by the Keep America Beautiful organization. The CCS has been applied by the eThekweni Municipality since 1981. The training of staff and volunteers in the CCS has to date been limited and based on the American model. The aim of this study is to provide guidelines for the training of participants in the Clean Community System in the South African context. This will be achieved by a study of two community groups that have successfully applied the CCS. The results of the research will be compared with the principles of the CCS and relevant literature. The conclusions drawn from the study will provide guidelines for the training of participants in the CCS.

## **KEY WORDS**

Clean Community System

Waste management

Facilitation

Engagement

Community

Triple Bottom Line

Standards

Infrastructure

Education

Enforcement

## **ACKNOWLEDGEMENTS**

In presenting this dissertation, I wish to express my sincere gratitude and appreciation for support from the following people:

1. Prof C. P. Loubser, my supervisor, for his guidance, encouragement, interest and hospitality throughout the duration of my studies.
2. To my colleagues at DSW and to the many community members for their advice and encouragement.
3. To my family and friends for their interest and support for my efforts.

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## LIST of ACRONYMS

ABCD	Asset Based Community Development
AMAFA	Previously the National Monuments Council
CBD	Central business District
CBO	Community Based Organisation
CCC	Clean Community Committee
CCS	Clean Community System
DEAT	Department of Environmental Affairs and Tourism - South Africa
DSW	Durban Solid Waste, the Cleansing & Solid Waste Department of the eThekweni Municipality, the municipal area of the City of Durban
DSW Education	The education section of DSW
EIA	Environmental Impact Assessment
IWM	Integrated Waste Management
KAB	Keep America Beautiful
KDBA	Keep Durban Beautiful Association, later renamed as the DSW Education Section
METRO POLICE	The police force of the eThekweni Municipality. Mainly used to enforce the municipal by-laws.
NGO	Non-Government Organisation
PI	Photometric Index Litter Survey
SAPS	South African Police Service/ later South African Police Force (2010)
SVCG	Sea View Conservation Group
SWM	Solid Waste Management
WAG	Warners Action Group



# CHAPTER ONE

## INTRODUCTION

### 1.1 Aims and Objectives

The rapid urbanisation following the Industrial Revolution in the second half of the nineteenth century led to a significant increase in solid waste being generated. By the turn of the twentieth century waste management was seen as one of the biggest problems faced by local authorities in the USA ([www. Wikipedia/wiki/History of Waste Management](http://www.Wikipedia/wiki/History_of_Waste_Management)). This led to a number of new approaches to waste management being developed. Aab (Naude 2005: 24) describes a similar scenario having taken place in South Africa. The current approach to waste management is referred to as Integrated Waste Management which covers a broad spectrum where waste is effectively managed from its source to its final disposal. Aspects such as education and waste minimisation (recycling, reuse, reducing etc) have become integral parts of the waste management process. Previously they had been regarded as non-essential 'add ons' to the waste process.

DSW – eThekweni Municipality, formally known as Durban Solid Waste, is the Cleansing and Solid Waste Department of the eThekweni Municipality. It has adopted Integrated Waste Management as its strategy in managing the city's solid waste. To this end, it has an Education and Waste Minimisation section which is an integral part of DSW structures.

The roots of the DSW Education section can be found in The Keep Durban Beautiful Association (KDBA), which, since 1980, has been using The Clean Community System (CCS) in achieving its aim of promoting effective waste management in the city. KDBA became part of DSW in 1 January 1993.

The Clean Community System was developed by the Keep America Beautiful organisation which provided the initial training to the Keep Durban Beautiful Association. This was confirmed by the founding Director of KDBA, Mari van der Merwe, when interviewed in 2007. It is fully explained in Chapter 2.

As the geographical brief of the DSW Education Section significantly increased in size from that of the former "City of Durban" to the boundaries of the present "eThekweni Municipality", the need to decentralise and expand the education and waste minimisation programme and make it more community based in order to reach the whole population became apparent. This move was very much in line with current thinking as Beall (1997:1) states "The clarion call of present times is for citizens to take on more responsibility for development, their own and that of wider society".

This led to an increase in staffing of the Education section and the need to train more participants (professional and volunteers) in the Clean Community System. The total staff complement of the DSW Education Section in 2010 is 36 members. If one adds to

this an undetermined but large contingent of volunteers to the staff total, it follows that a large number of adults need training in environmental education from a waste perspective. The nature of the training would be on waste issues and in environmental education itself. Much of the work of these participants would be aimed at adults rather than school children.

## **1.2 Problem Statement**

The key to a successful waste education programme is the implementation of the Clean Community System, which has been adopted by the DSW Education Section as the underpinning method to be used.

The success of the programme to date has rested on a few participants, who are conversant with the Clean Community System, and who have been able to drive and guide a programme. A number of campaigns in South Africa have had limited success or have folded over the years. There are many reasons for their demise but most appeared to lack a particular commitment to waste education based on particular principles. In contrast, in Durban the essential tenets of the Clean Community System have been consistently applied. Examples of campaigns that have closed are Keep Johannesburg Beautiful, Fairest Cape Association, Keep Pretoria Beautiful and the Keep South Africa Beautiful organisation.

An analysis of the previous careers and backgrounds of Education Officers who worked for the DSW Education Section during the period 2000 to 2010 revealed that they came from a wide variety of backgrounds. Of the 28 Education Officers who had held office, eleven had a teaching background and six had been Assistant Education Officers. The rest came from a variety of backgrounds that included Social Workers and Environmental Health Officers. The duties of an Education Officer in the Solid Waste Education field are broad and no formal course exists to cover the demands of the job. The specific job description of each Education Officer is unique but still falls within the parameters of waste education. Prior experience before appointment has usually been limited to some experience as a volunteer. On appointment, most appointees to date have had limited experience in the field of solid waste management education. Six had previously been Assistant Education Officers and two teachers had been volunteers with the section. The rest of the staff had no prior experience in waste management education. Training that exists has to be done by in-service training.

Staff training at present is limited:- a new staff member is given a brief introduction to the Clean Community System and an overview of current generic programmes. The Clean Community System component is often of a theoretical nature which is still based on the initial training received from Keep America Beautiful in the early 1980's. This presentation is usually limited to about two hours. The rest of the training is usually an overview of generic education programmes being promoted by the section. This orientation will be followed up by an informal mentorship provided by fellow education officers. At best this mentorship is haphazard and is totally reliant on the commitment of

the mentor. There has been no attempt to review the Clean Community System in terms of the South African context.

A number of institutions offer courses in environmental education. Rhodes University ([www.ru.ac.za](http://www.ru.ac.za)) and the University of South Africa ([www.unisa.ac.za](http://www.unisa.ac.za)), for example, offer a range of courses on environmental education. The professional courses are the Advanced Certificate in Education specializing in Environmental Education as well as Bachelors, Honours and Master courses with specialization in Environmental education. There are shorter certificate courses in environmental education which are offered that do not lead to a full professional qualification. However, a review of the published syllabuses of these courses is that the focus tends to be at school/ youth level with some provision made for adult environmental education. The Clean Community System approach is not mentioned. The potential for increasing the effectiveness of adult waste environmental education could be enhanced by training within the Clean Community System.

The researcher has, since 2002, been a service partner on a number of courses offered by the Department of Community Development and Adult Learning at the University of Kwa Zulu Natal. This has afforded him the opportunity to gain some experience in environmental education with an adult focus. The focus, however, tended more towards community development rather than environmental education.

Although the DSW Education Section has stayed faithful to the basic tenets of the Clean Community System, this has been through chance rather than design. There has been a small corps of staff and volunteers who have worked for many years and kept the concept alive as too many participants have only a cursory understanding of the Clean Community System. The lack of an effective training programme in the Clean Community System has prevented it from becoming an intrinsic part of Waste Management Education.

The above concerns highlight the need for a better planned and standardised training of professional staff and adult volunteers in environmental education, particularly of the Clean Community System in the South African context.

Hence the essential problem with the implementation of the Clean Community System is that the training of participants is inadequate.

### **1.3 Aim of the Research**

The aim of the research is to provide guidelines for the training of staff and volunteers who are charged with implementing the Clean Community System in the South African context.

The central feature of these guidelines is that they will include the key competencies required by those working on the Clean Community System. The guidelines should start from a theoretical base but include practical applications of the Clean Community

System. Bridging the gap between theory and practice is important. The theory provides the parameters within which a campaign will work and will keep the programme on track over an extended period. All too often one finds that a community programme loses its way because the original purpose has been forgotten and the programme becomes subject to the whims and fancies of the driving personalities.

Whilst the development of standards and guidelines on the Clean Community System is the overarching aim of the research, another auxiliary aim will be included. There will be an opportunity to review the manifestation of the Clean Community System in the South African context. This will be achieved by reflecting on two sample communities and their respective performances in terms of the Clean Community System model. These are the Seaview Conservation Group and the Warners Action Group (generally known as WAG).

It is important to note that the final result will not necessarily be a prescribed course. It would rather provide key recommendations to be used in devising a generic component for a course. Provision must be made to make a course appropriate for a target audience.

Although the identified competencies will essentially come from a waste management perspective, the expectation is that there will be enough common ground to benefit generic courses in the environmental field.

## **1.4 Research methods and design**

### **1.4.1 Choice of Methodology**

Leedy (1993: 139) states: "All research methodology rests upon a bedrock axiom: The nature of the data and the problem for research dictate the research methodology." Leedy continues to point out that the nature of the data will dictate the methodology used in the study. He recommends that one fundamental question be considered as a starting point when considering a research design. The decision must be made as to whether the methodology used should be qualitative or quantitative. This view is supported by Dawson (2009:14) and Cohen and Manion (1994:8).

Leedy (1993:145) describes qualitative research as using "principally verbal data". The sources, for example, can be historical studies, descriptive studies and case studies. He describes quantitative research as using "principally numerical" data. He cites experimental studies and statistical analytical studies as examples of sources. Leedy points out that qualitative and quantitative research are not exclusive research approaches in opposition to each other. He quotes Eisner in his 1991 work in supporting the view that the difference between the two approaches lies in emphasis in approach. This does not mean that elements of either design cannot be used in support of a research project. Dawson (2009: 14 - 19) supports Leedy's point that qualitative research is drawn from verbal data pointing out that it explores 'attitudes, behaviour and experiences'. She emphasised the point that qualitative and quantitative research

should be considered on equal terms and that neither can be considered better than the other. She also gives examples of qualitative research methodologies such as Action Research, Ethnography and Grounded Theory. Cohen and Manion (1994:8) see qualitative research as an approach that 'emphasises the relativistic nature of the social world'.

The sources for this research lie in archives, the views of people and the practical results of projects within particular case studies. For this reason the researcher has decided that for this topic it should be qualitative. The cases to be used in the study are existing bodies which manifest themselves in everyday life. In order to obtain the most relevant data it will be necessary to use methods that are qualitative in nature.

The rationale behind this decision is largely supported by the work of Elliot Eisner as outlined in Leedy (1993:141). He contends that qualitative research should be field focussed. He also contends that qualitative studies display the use of expressive language and the presence of voice in the text. These two features are entirely compatible with the aims of this study.

#### **1.4.2 Core Research Method**

As stated in the previous section, the core research method selected for this topic is the Case Study Method. Methodology has also been drawn from Action Research when considering designs for a method of research. Dawson (2009:17) states that in action research, 'the researcher works in close collaboration with a group of people to improve a situation in a particular setting'. The role of the researcher is that of facilitator. The group reflects on the situation and an intervention programme is developed. Dawson's description is supported by Collins (1998: 2).

Yin (1994:19) is supported by Cohen and Manion (1994: 106) that the position of case studies as a research method in itself has gained a great deal of credibility in recent times. The key factor in case studies is highlighted by Cohen and Manion (1994:106):

".... the case study researcher typically observes the characteristics of an individual unit [in this case, the community groups]. The purpose of such observation is to probe deeply and to analyse intensively the multifarious phenomena that constitute the life cycle of the unit with a view to establishing generalisations about the wider population to which that unit belongs."

This quotation is totally in line with the intended research topic whereby two community groups (Warners Action Group and Seaview Conservation Group) are studied with a view to establishing generalisations about community groups. The two case studies are studied in terms of the framework of the Clean Community System, the environmental education method upon which the two case studies are facilitated by the facilitating organisation (DSW Education).

Yin (1994:19) maintains that the Case Study Method is a method of research in its own right. He goes to great lengths justifying this point of view. He states “One pitfall to be avoided, however, is to consider case study designs to be a subset or variants used for other strategies, such as experiments.”

He contends that case research designs had not been codified and that the first edition of his book is an attempt to move in this direction. The view that the case study method is a research method in its own right runs counter to traditional thought but has gained much credence in recent years.

Other writers also support the view that Case Study Research is a credible method. Shuttleworth (2008) maintains that it is a good method of testing whether theories work in practice. He responds to the criticism that case studies are too narrow for generalisations by stating that case studies produce realistic responses to theory. Another advantage he cites is that case studies are flexible enough to introduce new components to a study and are not restricted to proving or disproving an hypothesis.

A Danish writer, Bent Flyvbjerg from the University of Aalborg wrote a paper in 2004 entitled “Five Misunderstandings of Case Study Research”. The most relevant point made to this study is that he counters the claims that theoretical knowledge is more important than practical knowledge and that single case studies cannot contribute to scientific development.

As two cases will be included in this study, it will be classed as a multiple case study. Replication logic, as opposed to sampling logic, will be applied. The benefit of the multiple case study method is that the conclusions drawn will have added weight because the pool of evidence is wider.

The two cases used in this study are early projects of this type for the DSW Education Section. Other similar projects have started recently but are still in their infancy. In time this study has the potential to be continued when other community groups can be studied in the same way.

## The Research Process

The steps to be taken in undertaking the research topic are outlined below. The purpose is to organise the process of research in a logical way. It is based on Figure 2.5 of Yin (2003: 50)

### Step One:

- Selection of case studies i.e.:  
Case Study One – Warners Action Group (WAG)  
Case Study Two – Sea View Conservation Group  
Design data collection protocol

#### Step Two

- Conduct first case study
- Conduct second case study

#### Step Three

- Write individual reports for each case study

#### Step Four

##### Analysis of data:

- Drawing cross-case conclusions
- Consider results in terms of the Clean Community System

#### Step Five

- Design recommendations for a training programme in terms of the study.
- Prepare final report in terms of the study.

### **1.4.3 Data Collection**

The window period for the detailed analysis will be for the years 2001 to 2007. There will, however, be references to later occurrences where it is appropriate.

#### **1.4.3.1 Documentation**

A comprehensive set of documentation exists at the DSW Education office since the inception of both groups. The minutes/ notes taken at all meetings since inception are available and a great deal of correspondence, media articles and photographs are accessible. Although documentation may have the risk of bias and selectivity, it does have particular value in that it offers a broad overview of the subject matter. Particular points of note may be corroborated by other sources. It would be particularly useful in building up a time line where influential occurrences can be identified or recorded. Local government records are also available for verifying data such as population figures, housing and infrastructural details as well as maps.

#### **1.4.3.2 Interviews**

The use of interviews with relevant stakeholders will form an important part of the study. They will take the form of open-ended and focussed interviews, depending on the need. Their particular value will be to clarify points and to verify information gleaned from other sources of evidence.

The participants for the interviews will be selected on the basis of their close involvement with the case studies. They will not be identified in the research by their names but rather by an assigned non de plume.

### **1.4.3.3 Participant Observation**

The role of participative observation must be recorded in this proposal as in both case studies the researcher is inextricably involved. As Yin (2003: 95) states: "Participant observation provides certain unusual opportunities for collecting case study data, but it also involves major problems."

The major opportunities he highlights are the possibility to gain access to events, personalities and records that exist on the group. Another advantage is the opportunity to see reality from "inside" the groups. It allows one to reflect on the joys, frustrations, pressures and "internal politics" that members of the group experience. This would greatly assist in the providing of practical guidelines for the training of facilitators which is an aim of this study. My personal experience is that the most difficult aspect that facilitators experience when working with community groups is coping with the emotional highs and lows that occur with the members of a group.

The problems associated with participant-observation have to do with the bias of the data produced. By being involved the participant-observer may have difficulty in assuming the role of the unbiased observer. This may be caused by the observer becoming too involved in the process and becoming lost in the life of the group and failing to observe the situation from an outside perspective.

The challenges of participant-observation as described by Yin (2003: 94) have caused the researcher to critically reflect upon his role in the study. One essential element is that any observations made must be verified by other sources. It is important that the observer is aware at all times of the potential for bias in the observations.

From a personal point of view, although the researcher has been a participant-observer in both groups, his role has been that of facilitator rather than that of participant. This role has required that he constantly had to play a facilitative or monitoring role in the group. To play this role effectively, vigilance and monitoring are an integral part of the process. It is necessary for the facilitator to distance himself from the group at times. The researcher is satisfied that his role in the groups will not compromise the study as a whole.

### **1.4.4 Data Analysis**

The data obtained for this study will be described and analysed in a number of steps. The steps are based on a model designed by Yin (2003: 50).

Step One: The first step will essentially be a descriptive analysis of each case study in which the aims, activities and interventions of the case studies will be analysed. The primary source of data at this stage will be the documentation available.

The documentation will be analysed from two perspectives. Firstly, the data will be analysed in chronological order. This will provide an historical perspective of the



community group in the case study. This historical profile should provide a view of the dynamics experienced by the group as an entity in itself. Secondly, the data will be analysed thematically. Each project or intervention will be analysed individually. This will give an indication of the success or otherwise of the project and its impact on the topic at hand. The reviewing of the case studies from two perspectives will add to the value of content gleaned from the studies.

Step Two: The next step will be to analyse the data in terms of the Clean Community System. The data from the descriptive analysis will be reflected upon in terms of the four components of the Clean Community System i.e. standards, infrastructure, enforcement and education. The purpose will be to explore possible correspondence between the core educational method and the manifestation on the ground.

Step Three: The data collected will be analysed in terms of a Logic Model. The particular logic model format used for this study will be that of the Kellogg's Logic Model. ([www.wkkf.org](http://www.wkkf.org)). The details of the Kellogg's Logic Model are explained in the literature review of this study (Chapter 3).

Each case will be analysed in a separate logic model. Then the common features between each case study will be consolidated into a single logic model.

Step Four: The conclusions drawn from the case study analysis will be compared to the theories explained in the literature review. The purpose of this exercise is to enhance the validity of the conclusions drawn from the case studies.

Step Five: The validity of the Clean Community System in the South African context will be tested by matching the outcomes of the case study against the principles of the Clean Community System.

Step Six: Recommendations will be made for the training of participants in the Clean Community System.

## **1.5 Summary**

The aim of the dissertation is to provide guidelines for a new course in the field of adult environmental education. The course will be utilized for the training of participants in the Clean Community System. By using the original model developed by Keep America Beautiful and case studies as manifested in the South African context, guidelines will be drawn up to provide adult environmental educators with a sound basis from which to carry out their very important work.

## CHAPTER TWO

### CONTEMPORARY WASTE MANAGEMENT STRATEGIES

#### 2.1 Introduction

As this study is focused on the waste issue it is important that the topic is viewed in the light of current strategies being adopted in solid waste management. A sound understanding of current waste management policies is essential for the effective designing and implementation of environmental education programmes from a waste perspective.

The key overarching strategy being recommended is the concept of 'Integrated Waste Management' which is applied internationally. It is rapidly growing in South Africa. The Clean Community System is a proven approach to waste management education (KAB 1980: 9) that is used in Durban by the DSW Education Section. Both these strategies are explained in this chapter.

#### 2.2 The Waste Issue – An Overview

The generation of waste in South Africa is now governed by the National Environmental Management: Waste Act, 2008 (Hall 2009:3). The notion that waste management is now given credibility as an environmental issue is highlighted by the background to the Act. The Act is based on Section 24 of the Constitution which refers to the environmental rights of citizens in South Africa (Hall 2009:3).

##### 2.2.1 Towards a definition of waste management

Waste management refers to 'the collection, transport, processing, recycling or disposal, and monitoring of waste material' ([www.wikipedia.org/wiki/waste\\_management](http://www.wikipedia.org/wiki/waste_management)). The term 'waste' usually concerns materials that are manmade and are no longer considered of use. Waste management is the human activity that is undertaken to reduce the effect of waste on the environment and for health or aesthetic reasons. This study is concerned with solid waste, which is in itself a sub-discipline of waste management.

##### 2.2.2 Types of Waste

The classification of waste

There are two broad categories of waste (Naude 2005: 41):

**General Waste:** This is the biggest category of waste, which cannot be considered a threat if disposed of in the correct manner. It includes most domestic waste and commercial waste.

Hazardous Waste: This is waste that can be considered a threat if disposed of as general waste. Hazardous waste includes medical waste and products made of certain chemicals. Hazardous waste is classified into categories and dealt with according to specific regulations.

New products may lead to new methods of disposal being developed. An example of this is e-waste. The development of computers and cellular phones has led to the need for new waste management strategies for such products.

### **2.2.3 Disposal**

The final disposal of waste is an extensive subject and includes a number of strategies. The most important method of disposal in South Africa is landfilling (Naude 2005: 30). Naude (200: 31) notes some alternatives to landfilling such as incineration and microwaving but these are done on a very limited scale in South Africa.

The forerunner of the landfill was the open dump. In a landfill waste is buried under strictly controlled conditions.

The site of a landfill is chosen under strict conditions. The hydro-geological conditions of the site and town planning policies are taken into account. The waste is buried on a special liner to prevent water and ground pollution. The waste is stacked in a pre-determined manner and provision is made for leachate and groundwater run-off capture. Gasses emitted from landfill are mainly methane and carbon dioxide. The gasses are captured and the most common method of disposal is flaring. New developments in this area include the use of landfill gas to generate electricity. A pioneer in this field is the eThekweni Municipality which has three landfill gas to electricity plants in operation. A leading example is the Mariannhill Landfill Site which produces one megawatt of electricity a day. It is fed into the city's electricity grid.

After closure a landfill site is monitored by the owner for 50 years. During this period the buried waste decomposes and subsides. The closed landfill surface is not stable enough for building upon and is usually used for recreational or agricultural purposes.

Naude (2005: 30) notes technologies used in landfills in South Africa today vary in standards in what she describes as 'first and third world technologies'. The cost of landfilling determines the technology used. The eThekweni Municipality operates landfill sites according to the highest international standards.

### **2.2.4 Waste Minimisation**

Waste minimisation has become an integral part of the waste industry in South Africa. It is the concerted attempt to reduce the amount of waste produced by people (Naude 2005: 24). It goes further into the reduction of energy consumed in manufacture as well. Recycling is an important part of waste minimization. Development in technology has resulted in an increasing number of materials that are being recycled. The most viable

products are paper, plastics, metals, glass and motor oil. Despite the growth of recycling in South Africa a number of challenges remain. Recycling is essentially market driven and is subject to demand and economic factors such as transport. Apart from commercial ventures, recycling is also promoted by government agencies and environmental organizations.

### **2.2.5 Other Waste Related Activities**

The local management of waste is usually managed by the local government structure. The waste is collected by a network of specially designed vehicles that take the waste to a disposal point. Street sweeping and the management of illegal dumping are also a function of the local municipality.

The waste industry is not confined to the public sector. A number of businesses provide waste services to the community. These services include waste collection, recycling and consultation on waste management. The Institute of Solid Waste Management of Southern Africa is a professional body of practitioners in the waste industry in Southern Africa. It has achieved much in the waste field since its inception in 1976.

([www.iwmsa.co.za](http://www.iwmsa.co.za))

### **2.2.6 The eThekweni Municipality's Cleansing and Solid Waste Department**

This study stems from the work of the eThekweni Municipality's Cleansing and Solid Waste Department. Hence this brief profile offers a context for the study. The city's Cleansing and Solid Waste department was branded as DSW during the period of the City of Durban. The branding was so successful that the brand was retained after the change to the eThekweni Municipality. DSW serves the city's population of about 3.1 million people with a comprehensive waste service including collection, landfill site management, street sweeping, business contracts and waste minimization programmes and community education programmes.

DSW has three divisions, each under a Deputy Head. The sections are Operations, Plant and Disposal and the Strategic Section. The Education Section falls under the auspices of the Strategic Division. DSW collects approximately 1.5 million tons of waste a year through a network of 347 trucks. The department maintains three permitted landfill sites at Bisasar Rd, Mariannhill and Buffelsdraai. The remaining landfill space available is projected to extend for the next 70 years. These sites have leachate treatment plants and 'gas to electricity' installations. ([www.durban.gov.za](http://www.durban.gov.za))

	HEAD	
Deputy Head – Operations	Deputy Head – Plant & Disposal	Deputy Head – Strategic & New Areas
- Collection of waste	- Fleet Maintenance	- Education/ & Waste Minimisation
		- Sales & Marketing
		- Services to New Areas
		- Bulk Refuse

A national campaign that has been adopted by the eThekweni Municipality is that of Batho Pele. The Batho Pele campaign is a campaign to improve the standard of service delivery within the civil service. The English translation for Batho Pele is 'People First'. The campaign is based on eight principles which are promoted widely within the civil service.

The mention of Batho Pele is included in this study as it has wide ranging implications. As is demonstrated later, the principles of Batho Pele endorse the council's response to many facets of the Clean Community System.

The eight principles of Batho Pele as promoted by the eThekweni Municipality are:

- Consultation

Communities will be consulted about the level and quality of the services they receive and where possible they will receive a choice about the services offered.

- Service Standards

Citizens will know the level and quality of the services they can be expected to receive.

- Access

Citizens should receive access to the services to which they are entitled

- Courtesy

Citizens are entitled to be treated with courtesy and consideration.

- Information

Citizens are entitled to receive accurate information.

- Openness and Transformation

Citizens should be told how government departments are run, cost and the names of the officials in charge.

- Redress

Attempts should be made to redress substandard service.

- Value for Money

The public service should be run efficiently in order to provide the best value for money.

The information was drawn from the intranet website of the eThekweni Municipality [www.durban.gov.za](http://www.durban.gov.za)

In summary, the principles of Batho Pele are a guideline for achieving an efficient public service. Waste services are a critical part of the public service and are therefore an integral part of the Batho Pele campaign. Batho Pele endorses consultation with the community and this is a fundamental principle on which the Clean Community System is based.

### **2.3 Integrated Waste Management**

The concept of Integrated Waste Management (IWM) was adopted by the South African Government as the key strategy in addressing solid waste issues in the country. The first document was published in 1999 and the final draft was published in 2000. It remains the South African Government's core strategy for waste management.

Definition of Integrated Waste Management:

"The main goal of integrated waste management (IWM) is planning to optimise waste management by maximising efficiency and minimising environmental impacts and financial costs" (DEAT 2000:6).

Integrated Waste Management, of which education is an important part, promotes the strategy that waste issues should be managed from source to final disposal. This is often referred to as the 'cradle to grave policy'. By source, it is meant that when an article is first created, the final waste disposal of the article and its potential environmental impact should be borne in mind. The key element that IWM brings into waste management is that the eventual disposal of waste is considered at the time of manufacture. Traditionally the waste issue was only considered when the product became waste.

Integrated Waste Management considers the waste stream in its entirety and considers each aspect of waste management as part of a comprehensive whole rather than in isolation. Thus manufacture, collection, education, waste minimisation and disposal are considered part of one functioning entity. The effect is that all aspects of waste management become aligned with each other and greater efficiency is achieved.

A key idea referred to by DEAT (2009:17) is that of the Waste Hierarchy. The guideline states that waste provision should as far as possible reflect this hierarchy:

- Avoid or reduce waste.
- Re-use
- Recycle
- Treat
- Dispose Responsibly

The list should be considered from the top down. This first priority should be to avoid or reduce waste. Here the necessity of a product is considered and its possible impact on the waste stream is considered at an early stage of its working life. This approach has significantly reduced the size of the waste stream. The next step would be to re-use the waste in its present form. If this is not possible then the option of recycling should be explored. The next step would be to treat the waste. If the preceding options are not possible the final step would be to dispose responsibly. The value of promoting the Waste Hierarchy as a tool is that it provides an easily followed process whereby the volume of waste disposed should be markedly reduced.

In Section 5.6.9 of “A Framework for the National Waste Management Strategy” (DEAT 2009:19) Waste Management Officers are given authority to establish community based programmes with a brief that includes what is described as a “public awareness campaign”. This gives provision for the education component of waste management which allows the Clean Community System to be put in place.

A comprehensive set of guidelines published by DEAT (2000) and DEAT (2009) details a framework in order for Integrated Waste Management to be implemented in South Africa. Responsibilities for the implementation of IWM have been defined at national, provincial and local government level. The national government is responsible for promulgating and implementing legislation and policy for implementation in the country whilst the responsibilities of the province are primarily for hazardous waste and the integration and co-ordination of the waste policies of local government. Local government is primarily responsible for the management of general waste. Most major municipalities in South Africa have been developing Integrated Waste Management Plans.

The eThekweni Municipality has a comprehensive 231 page document highlighting its Integrated Waste Management Plan. It can be viewed on the website [www.durban.gov.za](http://www.durban.gov.za). It was adopted as official policy in 2004. The document recognised that the pace of the roll out would be subject to financial constraints from the budget and the capacity to ensure the implemented services could be sustained.

The eThekweni Municipality's Integrated Waste Management Plan specifically reports on the work of the DSW Education Section and endorses its aims and methodology which are essentially drawn from the Clean Community System.

## **2.4 The Clean Community System**

### **2.4.1 Introduction**

An inherent feature of waste management is that it is inextricably linked to the behaviour of the community. Waste is generated by people and it is an environmental issue. Hence the solution to the waste management issue lies in addressing the behaviour of people. This is in contrast to many other environmental issues where the absence of mankind allows a natural process to survive.

The Clean Community System is explained at this point in the study as its basic tenets are fundamental to the waste education techniques practised in this study. [The following literature review has been undertaken within the context of the Clean Community System.]

### **2.4.2 Outline of the Clean Community System**

The Clean Community System has been adopted by the DSW Education Section as the method used in its waste management education programme.

### **2.4.3 Historical Perspective**

The Clean Community System came to Durban from the Keep America Beautiful (KAB) organisation. This was confirmed by the founding Director of KDBA, Mari van der Merwe, in an interview in 2007. KAB is the umbrella body in the USA for organisations which have similar aims to DSW Education. The section is affiliated to Keep America Beautiful. The significance of having an historical perspective of the Clean Community System is that it highlights the development of environmental education from a waste perspective and illustrates the value of the Clean Community System as a method in environmental education.

According to Mari van der Merwe, the founding Director of the Keep Durban Beautiful Association, when interviewed in 2007, the initial focus was on developing a cleanliness ethic through litter abatement. The brief was later extended to include all waste issues such as recycling and dumping. The rationale behind the move was that litter is regarded as a symptom of a waste management problem. Litter is waste not properly managed whilst “litter in a bin” is waste properly managed. Thus the Clean Community System can be seen as a method to promote effective waste management.

Keep America Beautiful (KAB) was formed in 1953 and its stated purpose on its website ([www.kab.org](http://www.kab.org)) is “... a national non-profit community improvement and educational organisation with a network of more than 540 local, state wide and international affiliate programs that educates individuals about litter prevention and ways to reduce, re-use, recycle and properly manage waste materials”.



As outlined in the Keep America Beautiful Pre-certification Manual (KAB1980:9), during its first two decades the focus of Keep America Beautiful was on a series of public educational campaigns and projects supporting clean ups. By 1972 it was realised that clean ups alone were not enough to achieve KAB's aims and a more comprehensive approach to address the issue was needed. Keep America Beautiful then set up a research fund to look into this issue, with a special emphasis on programmes that could be implemented locally and in manageable proportions. Essentially the research revealed that whilst, over a twenty year period, there was heightened awareness about litter, the efforts of KAB failed to show a sustained result of less litter.

The broad conclusion was that incorrect waste management is a social problem rooted in people's behaviour. The most obvious manifestation of this problem is in littering. Previous efforts tended to be project based rather than programme based. The effect of this was that the impact of efforts was fragmented rather than seen as part of a comprehensive whole. The focus of the projects was on awareness and it did not necessarily mean that attitude change would follow. The previous efforts lacked a component whereby there were results from which progress could be measured. This reinforced the perception the litter was a permanent condition. This in turn hampered efforts to generate resources to address the issue. There was no clear definition of litter which led to unfounded scapegoating and blame-placing. The research also identified that the solution to the problem was believed to be removing litter rather than stopping the litter getting there in the first place.

Amongst other findings, the results of this research highlighted three norms which predominated in people's attitude towards handling waste. People felt that it was acceptable to litter when:

1. The public felt no sense of ownership towards the property.
2. When they knew someone else would clean up after them.
3. Where litter has already accumulated.

The need to change norms and attitudes in people's behaviour was identified. The outcome of this research was the development of the Clean Community System which applied techniques of behavioural science in addressing waste management education issues.

The Clean Community System was rolled out in the USA in 1976 after a successful pilot study. Initial results concluded that the system had resulted in a significant reduction in litter abatement.

The above information is supported on the website [www.kab.org](http://www.kab.org).

The Keep Durban Beautiful Association was formed in September 1980. According to Mari van der Merwe (Pers Comm 2007), the catalyst which led to the forming of the Association and its sister organisation in Cape Town, The Fairest Cape Association, was the pressure brought on by a few "greenies" for deposit legislation in 1978/ 79. The

Packaging Council of South Africa employed Mr Dave Jackson, who formed the Keep South Africa Beautiful organisation. Contact was made with Clean World International and Keep America Beautiful (KAB) in order to obtain support. Training was provided by KAB and in time The Keep Durban Beautiful Association became an affiliated member of KAB in 1982. The implementation of the Clean Community System followed and continues to this day (2010).

In America, the Clean Community System is nowadays referred to as the 'Keep America Beautiful System'. A websearch, however, reveals that many locally based affiliates to KAB in the USA which refer to the 'Clean Community System'.

#### **2.4.4 Fundamental Principles**

The Clean Community System is based on clearly defined goals and definitions. The GOAL of the Clean Community System is to create a sustained litter reduction. (KAB:1980: 35). As noted earlier litter is now referred to in the total waste management context.

The definition of the Clean Community System is - 'The Clean Community System is a behaviourally-based systems approach to changing attitudes and practices relating to waste handling' (KAB 1980:35).

The above are supported by the Mission Statement of Keep America Beautiful, namely to: Engage individuals to take greater responsibility for their community environments ([www.kab.org](http://www.kab.org)).

The Clean Community System is referred to as using the normative system change process. A norm is an accepted pattern of behaviour. It is an unwritten rule which is supported and reinforced by general public behaviour. The purpose of the system is to change community norms in such a way as to make effective waste management an accepted norm. The most visible norm in poor waste management is littering. In the context of waste management the phenomenon of littering and dumping was not regarded as unacceptable. The purpose of the Clean Community System is to make effective waste management an acceptable norm in the community.

#### **2.4.5 Implementation of the Clean Community System**

Addressing the issue of incorrect waste management is a lot more complex than it appears at first. There are many misconceptions about waste management in the mind of the public.

The following examples of these misconceptions are largely anecdotal but they are heard regularly by Waste Education Officers in conversations or brought up at meetings.

- “If I do not litter I am taking a job away from somebody”. This is a very common comment heard in Durban.
- “It is the government’s problem as I pay my rates and taxes”. A comment frequently heard. The person is actually abdicating responsibility for the problem.
- A particular group is responsible for the problem. Another comment frequently heard. The most common groups that are blamed are certain race groups, school pupils, smokers and informal traders. It often refers to a group to which the speaker does not belong.
- Money can solve the problem. Before the introduction of the concept of Integrated Waste Management the belief was that money could solve the problem. The idea was that by budgeting enough money, the problem could be solved. No cognisance was given to the possibility of reducing the size of the problem. The result is that there is an escalation of the problem and the cost. This approach addresses the manifestation rather than the cause (people) of the problem. Later on it will be demonstrated that much can be achieved on a limited budget.

#### **2.4.6 Essential Components for Achieving Effective Waste Management**

In order for effective waste management to take place, the Clean Community System advocates that there are four components which should be in place.

These components are referred to in the Clean Community System Manual (1980: 42) and on the KAB website ([www.kab.org](http://www.kab.org)). The terminology used here is in the South African context but is the local equivalent of the American terminology. The KAB website in 2010 now refers to the following ‘components’ as being ‘pressure points for behavioural change’.

##### **A. Standards:**

Standards and rules regarding effective waste management must be set. These are usually in the form of laws, ordinances and by-laws at national, provincial and local government levels. They can, however, also take the form of informal agreements between parties. For example, in 2005, recyclers represented on the KZN Recycling Forum agreed not to accept wet cardboard from sellers. The practice of ‘dunking’ cardboard in streams in Durban to make it heavier was causing major pollution in Durban’s streams. An informal agreement such as this went a long way towards alleviating the problem. Once the standards are set a baseline from which to move forward is created.

The eThekweni Municipality (Durban) has a comprehensive set of by-laws covering waste management. These are based on the former City of Durban by-laws. When the local government structures were changed to form the eThekweni Municipality an updated set of by-laws was produced to cover the whole municipality. During the update the education staff was given the opportunity to give input into the revision process. It

also proved to be a training opportunity as all staff became more familiar with the by-laws.

## **B. Facilities:**

In order for effective waste management to take place, the correct facilities and technologies for waste must be available. These facilities and technologies cover a wide field. It includes a collection and a disposal system. From the collection component the facilities would include properly equipped and staffed vehicles and an efficient collection system. The disposal system would include not only the management of landfill sites but a network of garden refuse sites and transfer stations. Recycling facilities can be added to this as well.

The eThekweni Municipality has an efficient and growing network of landfill sites, transfer stations and garden refuse sites throughout the city. There are areas not served but there is a plan to cover these areas. One anecdote highlights the need for appropriate facilities. Prior to July 2004 there were no facilities for dumping builder's rubble between the airport and Umkomaas. The closest facility was in Chatsworth which meant that a stretch of forty kilometres of urban development did not have a facility for dumping builder's rubble. The result was that dumping of builder's rubble was rife in the area. In July 2004 skips were placed for builder's rubble in all garden refuse sites in the area. With an appropriate education programme the problem had eased considerably by 2006.

## **C. Education**

An ongoing education program must ensure that the community is aware of correct waste management practice.

Broadly speaking, an education program should follow three stages:

- Making the public aware of the issues.
- Persuading people that it is in their personal interest to prevent littering, dumping etc
- Finally, causing behavioural change.

(KDBA: Undated publication)

## **D. Enforcement:**

Standards and rules must be enforceable and appropriate action must be taken. An important aspect is that enforcement must be regular and consistent. This is usually done by the SAPS and the Metro Police. Certain municipal officials are classified as 'peace officers' and have the powers to fine and enforce by-laws. There is provision for increasing the number of peace officers in the council organogram.

Concern has been expressed in a number of circles that there is insufficient enforcement in waste management in the eThekweni Municipality. This is particularly noted with regard to dumping. This concern was expressed and noted on six occasions in the 2006 minutes of the Isipingo Enviro-Forum and in the author's monthly reports to management in May, June, July and November of 2006.

Enforcement in 2006 is the weakest component of the Clean Community System as manifested in the eThekweni Municipality. Attempts started being made in April 2006 to offer courses to increase the number of peace officers. It is a two week course and is being offered regularly. The first three full time enforcement officers took up their posts on 1 July 2009.

## **2.5 The Implementation of the Clean Community System in Durban (eThekweni Municipality)**

The agency implementing the Clean Community System in Durban is the Durban Solid Waste (DSW) Education Section, which is in a public-private sector partnership with the Association of Clean Communities Trust. Before explaining how the Clean Community System is implemented, it is essential to give some background to the organisations involved in the process.

The operational costs (i.e salaries, administration, telephones etc) of the education programme are met by DSW. A basic tenet of the Clean Community System is that a waste education programme should be community driven. To achieve community input at the highest level, the Association of Clean Communities trust was formed. The main function of the trust is to fund waste education and waste minimisation projects run by the Education Section. As a municipal department DSW itself cannot legally fund raise so this role is met by the trust. It also provides an oversight and a networking role for the educational projects it funds.

The result of the public-private sector partnership concept is that it enables the principles of the Clean Community System to be met by ensuring community input into an education program which are essentially a council function.

## **2.5 Conclusion**

The issue of waste management has clearly moved into the realm of being an environmental issue. Mistakes were made in the past and many communities today lack the infrastructure to provide a comprehensive environmentally friendly waste management plan. This, together with increasing volumes of waste being generated, makes waste a significant threat to the environment.

The embracing of the strategy of Integrated Waste Management as a national waste policy places education firmly as an integral part of the waste sector. Waste management education has gained recognition as an important component in environmental education. The Clean community System has proved to be a most

effective method of educating the community on the issue of waste and therefore is a central part of this study.

# **CHAPTER THREE**

## **LITERATURE REVIEW**

### **3.1 Introduction**

The purpose of this chapter is to develop a deeper understanding of the context in which the topic at hand manifests itself. This is achieved by reviewing relevant literature. In broad terms, this chapter covers three fields of study. Firstly, the topic is placed in the context of prevailing trends in environmental education. Definitions of environmental education are reviewed and the outcomes of significant conferences are explained. Secondly, community mobilisation and action is an essential feature of the Clean Community System (CCS). It is becoming increasingly evident that there is much common ground in the manner that community environmental groups and community based development organisations manifest themselves. Thus a number of writings on community development are reviewed, particularly those in the context of waste management. Thirdly, a number of writings give a theoretical basis to practical ideas in implementing the Clean Community System. These are reviewed in order to provide practical guidelines for implementing such programmes.

It is important to note that the primary focus of the Clean Community System is working with adults in the community who are interested in addressing environmental issues.

### **3.2 Environmental Education**

#### **3.2.1 Definition**

There are a number of versions as to how environmental education should be defined. The definition selected for this study is that offered by the International Union for the Conservation of Natural Resources (IUCN) (1972).

As quoted by Loubser, Le Roux and Dreyer (2007: 9) the definition offered by the IUCN is as follows:

“Environmental Education is a process during which values are discovered and concepts explained in order to develop skills and attitudes pertaining to an appreciation of the relationship between man, his culture and his biophysical environment. Environmental education also includes the practice of decision making and the formulation of a personal code of conduct on matters affecting the quality of the environment.”

This definition is particularly pertinent as it ties in with the definition of the Clean Community System which states that “it is a behaviourally-based systems approach to changing attitudes and practices relating to waste handling” (KAB 1980: 35).

### 3.2.2 Principles of Environmental Education

The Tbilisi Conference in 1977 (UNESCO 1980: 69-70) produced 12 principles for environmental education. These principles were later confirmed by the Moscow congress. UNESCO (1988: 6) proposed that these principles provided a basic framework for all environmental education at all levels.

The twelve principles as quoted in Loubser et al (1996: 44) are:

Principle 1 – Environmental education should view the environment in its totality.

Principle 2 – Environmental Education should follow an inter-disciplinary approach.

Principle 3 – Environmental Education should sensitise learners to the environment, teach knowledge and skills and clarify values.

Principle 4 – Environmental Education should look at major environmental issues in a local, national and international perspective.

Principle 5 -- Environmental Education should concentrate on current and potential situations and at the same time maintain an historical perspective.

Principle 6 – Environmental Education should help learners to discover the causes and symptoms of environmental problems.

Principle 7 – Environmental Education should give learners the opportunity to help to plan their own learning experiences and to take decisions.

Principle 8 – Environmental Education is an ongoing process.

Principle 9 – Environmental Education should emphasise every individual's responsibility towards the environment.

Principle 10 – Environmental Education should emphasise the value of co-operation for solving environmental problems.

Principle 11 – Environmental Education should emphasise the complexity of environmental problems and so make people realise that there is a need for critical cognitive skills.

Principle 12 – Environmental Education should use a large number of teaching approaches and strategies for teaching and learning.

These twelve principles are not explained at this point but will rather be referred to later in the study in order to validate a relevant point.

The point being made is that the value of environmental education has been validated at the highest international level through many bodies and forums.

In addition the Tbilisi Summit and the Agenda 21 (Earth Summit) held in Rio de Janeiro in 1992 also stressed the importance of environmental education for sustainable development. Other conferences which played a significant role in entrenching the place of environmental education were the Stockholm Conference (1972) and the Moscow Conference (1987).



### **3.2.3 The Legislative Framework for Environmental Issues in South Africa**

This study focuses on Environmental Education particularly from the waste management perspective. The following is a brief outline of the legal framework within which environmental issues in South Africa are addressed from a waste perspective.

#### **3.2.3.1 Environment Conservation Act (ECA Act 73 of 1989) and Environment Conservation Amendment Act (Act 50 of 2003) as quoted in [www.acts.co.za](http://www.acts.co.za)**

The purpose of this act is to provide for effective environment protection and control of the environment. Certain sections refer specifically to waste management.

Section 1: Provides for definitions regarding waste management.

Section 19: Prohibits littering and establishes guidelines on the removal of litter.

Section 20: Deals with waste management. It also refers to the classification and disposal of waste.

Section 21: Deals with activities that require Environmental Impact Assessments (EIAs).

Section 24: Makes provision for regulations regarding littering.

#### **3.2.3.2 The National Water Act (NWA, Act 36 of 1998) and the Health Act (Act 63 of 1977) also refer to waste issues.**

**3.2.3.3 The National Waste Management Strategy is the South African government's vision for an integrated approach to waste management. This encompasses the notion of effective waste management from source to disposal.**  
[www.environment.gov.za](http://www.environment.gov.za)

##### **3.2.3.3.1 Integrated Waste Management**

The concept of Integrated Waste Management has been adopted by the South African Government as the key strategy in addressing solid waste issues in the country. This has been explained in greater detail in chapter 2.

### **3.2.4 Polokwane Declaration on Waste Management**

The Polokwane Declaration was the outcome of a conference held at Polokwane, Limpopo Province, South Africa on 26 – 28 September 2001. Essentially the declaration re-affirms the need for the prioritisation of waste management for all South Africans. It also sets the goal of stabilizing waste generation and reducing waste disposal by 50% by 2012. It also aims at zero waste by 2022. This was to be achieved by developing what is referred to as a Zero Waste plan. This declaration was an important milestone and the waste targets are still (2009) being referred to in waste circles in South Africa.

### 3.2.5 Summary

South Africa has comprehensive legislation on environmental issues as described by the Environment Conservation Act (ECA Act 73 of 1989), the Environment Conservation Amendment Act (Act 50 of 2003), the National Water Act (NWA, Act 36 of 1998) and the Health Act (Act 63 of 1977) ([www.acts.co.za](http://www.acts.co.za)). These acts cover the management of waste.

Such frameworks and declarations provide a sound basis for Environmental Education from a waste perspective to take place. The existence of such frameworks is fully in keeping with the 'component' foundation of the Clean Community System as referred to in section 2.3 of Chapter 2 of this study.

### 3.3 The role of the Education Officer in Waste Management Education.

The Education Officers of DSW Education Section play a key role in implementing the Clean Community System. Hence it is necessary to review the job description of the Education Officer as the training for this post is a critical part of this study.

The following are the duties as laid down in the council regulations.

1. Work closely with sub-committees of the Clean Community Committee (CCC) on the implementation of the identified projects.
  - Source information relevant to the problem/ sector being targeted through a specific project.
  - Recruit members for the sub-committee.
  - Meet regularly with the chairman.
  - Assist in the development of a systematic plan.
  - Provide the required skills; through workshops, developing training manuals, brochures etc.
  - Provide the required materials.
  - Assist with the allocation of responsibilities.
  - Monitor implementation of agreed upon activities.
  - Analyse the results of and encourage the members of the committee to focus on these.
  - Provide positive reinforcement.
  - Ensure sustainability of efforts.
  - Revisit and replan.
  - Prepare reports on the activities of the committee.
2. Represent the Keep Durban Beautiful Association (KDBA) at meetings, and forums, such as:
  - Meetings called by KDBA and others by the local government departments and the private sector.
  - Speak and commit on behalf of the Association within the parameters of individual portfolios.

3. Promote the activities of the Keep Durban Beautiful Association.
  - Seek public support specifically for programmes for which responsible.
  - Undertake speaking engagements.
  - Organise and participate in conferences and exhibitions.
  - Seek media coverage.
  - Organise competitions.
4. Prepare reports, summaries, other data etc for the sub-committee meetings.
  - Administer own portfolios.
5. Undertake related assignments.
  - Participate in relevant national, international days.
  - Participate in generic waste management education programmes.

#### Comments on the job description

This job description was approved in 1998 and some of the terminology has become a little dated. The essence of the job description, however, indicates the key role played by the Clean Community System in the Education Officer's job. The notional time allocated to Section number one, that specifically refers to the duties involving the Clean Community System is 4 hours a day, which is half a working day. The other tasks are also relevant in terms of the Clean Community System. The job description of the Education Officer confirms the commitment of DSW to the Clean Community System and the need for training for Education Officers in the system.

### **3.4 Community Development Theories**

This section reviews relevant writings on the theory of community development. The Clean Community System is based on the notion of addressing the environmental issue of waste management through changing the attitudes and norms of the people in the community. This is in keeping with Principle 2 of the Tlilibisi Conference which states that Environmental Education should follow an inter-disciplinary approach. Hence the following writings show an important link with environmental groups. By exploring the link between community development and environmental education the principle is taken in its widest context.

Another feature of the following community development theories is that they provide some key insights in approaching environment education where adult and community participation is necessary.

#### **3.4.1 Asset Based Community Development**

The notion of asset based community development (ABCD) is championed by Northwestern University in the United States of America. This university is the home of The Asset-Based Community Development Institute. The co-directors are John L.

McKnight and John Kretzmann, whose landmark guidebook, *Building Communities from the Inside Out* (1993), had a significant impact on the community development thinking.

The author first came into contact with the asset based approach when he was a service partner on a University of Kwa-Zulu Natal course 'Community Development for Sustainability' as described by O'Brien and Caws (2008: 41 – 61). As service partner, third year community development students undertook practical environmental waste management education projects, and demonstrated the potential of linking community development to waste management education.

The following two papers reviewed the outline of the concept of asset-based development.

**3.4.1.1 Bergdall, T. 2003. *Reflections on the Catalytic Role of an Outsider in 'Asset Based Community Development'*. Available from:**

**<http://www.sesp.northwestern.edu/abcd>. [Accessed 8 January 2009]**

On reflection this is a key text in the literature review.

In this article the acronym for Asset Based Community Development is ABCD. Bergdall (2003: 1) states 'ABCD focuses on the strengths and capacities of local communities. It rests on the conviction that sustainable development emerges from within a community, not from outside, by mobilizing and building upon local resources'.

In contrast, he sees that conventional development work is characterised by being needs based. In other words, there is an intervention from an outside agency which tends to focus on what is wrong in the community. The next step is an attempt to mend these problems. Bergdall (2003: 1) refers to the term of 'charitable fixers'. He believes that the real effect of this approach is to encourage the community members to denigrate themselves and make their situation appear as bad as possible in order to obtain more assistance. The result is that the relationship built up is not conducive to sustainable development.

A central feature of Bergdall's focus is on the role that outsiders can play. He proposes outsiders can be effective in the role of being 'catalysts' in precipitating ABCD. This is a very significant point for this study as the Environmental Education Officer must be aware of the extent to which they are outsiders and catalysts in the communities in which they work.

In rural communities an insider is clearly someone who lives in a community and an outsider does not. It is not as clear in urban and peri-urban areas, although residency remains a primary qualifier. Other factors such as being a long term worker or being a member of a community's social circles can qualify one as being an insider.

Ideally community development exercises should start spontaneously but this does not occur very often. The ideal, according to Bergdall, is for the facilitator (in this topic's

case, the Education Officer), to provide the minimum external stimulus to create momentum to get an intervention going. The emphasis is on 'minimum stimulus'. The intervention should be led by the community itself with the facilitator providing expertise and motivation in a supportive role only. The facilitator should not take over and the community drivers should not be submissive to the facilitator.

Behaviour is based on the way a community views themselves in the world. This self-image can be positive or negative. Bergdall advocates an approach whereby the community self-understanding evolves from passively waiting for intervention to one of becoming 'active agents in their own development'. This is a critical point in terms of waste education. The notion that government is responsible for waste services pervades all sectors of society and is a challenge regularly met by all Education Officers.

Bergdall views the role of the facilitator as that of the catalyst to bring about change. A firm principle for the facilitator from outside the community is that they don't do anything directly for the people. The task is rather for the facilitator to encourage the people to do things on their own. An interesting point is that Bergdall believes that a facilitator should lead by stepping back. Although this does not sound like conventional leading, his point is that the facilitator could create a climate in which the facilitator is the catalyst that enables the community to drive their own development. The facilitator only intervenes to provide expertise or to ensure that the project continues.

In his paper Bergdall identifies a number of practical activities 'that are far easier to talk about than to do'. Facilitators, as catalysts, enable the community to look at itself. In order to achieve this he suggests:

1. The community needs to identify strengths and capacities that may have been overlooked in the past. (This is in striking contrast to the traditional SWOT analysis as the weaknesses and threats have been left out). He suggests various methods of noting these strengths and capacities. Critical are these lines by Bergdall 'Key to them all, however, is a basic principle: Catalysts do not do the mapping, they facilitate community residents to map the assets themselves.
2. The catalyst connects people with each other and their existing resources. Bergdall warns that all residents have something to contribute and facilitators must guard against a clique 'representing' the community.
3. The next step is to establish a realistic overview of the situation in the community. This should be done through discussion with the community. Bergdall says that, in his experience, the residents tend to focus on the needs and problems of the community rather than the positives. This is a real challenge for the facilitator. In this way the community's sense of victimisation is re-enforced rather than being seen as a way forward.

4. The next step is to develop practical plans for action based on the community's existing resources. These should be realistic and become a rallying point for community action.
5. Bergdall believes that people learn best by learning and reflecting on the experience. He maintains that the basic principle for facilitators is 'Don't do anything for the people that they can do themselves'.
6. Bergdall believes that it is essential for outsiders (facilitators) to build a genuine relationship of trust with the local community. There is no easy formula to do this but credibility is largely built up through a track record of performance. A facilitator must be upfront with the community about his purpose for getting involved and the facilitator must be consistent in his relationship with the community.
7. A further point is that 'outsiders are not insiders'. Once again this potential barrier can be overcome by the integrity of the facilitator.

Bergdall believes that facilitators (catalysts) have an agenda. He recommends that they be bold in declaring this agenda. For example, in terms of this study, Environmental Education Officers should be upfront about their commitment to environmental issues. They must not dominate but display integrity by being firm and not compromising what they stand for.

Whilst Bergdall strongly pushes the point that a community determines the community development programmes themselves, he recognises that external material support may be necessary at some point. He stresses the point that, when external support is accessed, that the community remains the driving force in the project. He uses the term 'leveraging' to describe how the community obtains the support.

He believes that timing of the arrival of the support is critical. His experience from working in Africa is that external support (aid) as a general rule should come later rather than sooner. He bases this point on perception and self-image of the community. The image of a 'needy client' is deeply entrenched and it is easy for the community to lose the initiative to drive the projects themselves. This is borne out in this study. WAG, one of the case studies, was in existence for about five months before the need for support was necessary.

### **Reflections on Bergdall's Paper**

The significance of Bergdall's paper is that he focuses on the role of the catalyst or facilitator. This has a direct bearing on the topic as the Environmental Education Officer working with communities frequently has to adopt the role of facilitator or catalyst. At DSW Waste Education, no provision is made to train staff to be effective facilitators.

The other point is that Bergdall emphasises the assets or the strengths of a community. This is in sharp contrast to most initiatives which focus on solving problems.

Although it is not the focus of his paper, Bergdall stresses the importance of the community making their own decisions. This serves to support the readings that follow and is entirely in line with the basic tenets of the Clean Community System.

**3.4.1.2 McKnight, J. 1986. *Looking at capacity, not deficiency*. In: *Revitalizing our cities*. Lipsitz (Ed.). The Fund for an American Renaissance and the National Center for Neighbourhood Enterprise. Washington, DC. Pages 101-106.**

In this short article, John McKnight examines the focus of community and economic development projects in New York. He contends that the major beneficiaries of most of these projects are the professional consultants who are employed to devise strategies to address the issues at hand.

The transition from a theoretical base into a practical programme is a challenge for education officers in the waste education field. This section reviews strategies that enable projects to be implemented in the field. One study he highlights is a medical project. Only 37% of the money spent on the project actually reached the people in need.

McKnight (1986: 104) contends that the reason for this state of affairs is that people have focussed on deficiency rather than capacity. In other words, when an issue arises, the focus is on what is wrong and on how the problem can be addressed. The beneficiaries become bystanders and have no say in addressing the issue.

On the other hand, if the focus on the community is shifted towards capacity a different approach evolves. The community members themselves become participants in the process. An intervention is designed with the strengths of the community in mind.

McKnight suggests four basic policies:

1. The funds made available should be what McKnight describes as 'unhooked' from the control of the service professionals. In other words, the local community should have a greater say as to how funds are allocated.
2. The funds allocated should be used in more versatile and creative ways. Very often allocated funds come with very strict guidelines as to how they should be spent. There should be more flexibility to allow funds to be spent more appropriately to local conditions.
3. There should be a transition phase which enables funds to be withdrawn gradually until the beneficiaries are financially independent. Too often funding stops abruptly and the projects fail.
4. Greater control over resources should be at community level.

As a specialist in community development, McKnight believes that creativity at local level is the key to addressing many issues. McKnight's suggestions are most appropriate to addressing waste management issues. In a diverse city such as Durban there is no 'one size fits all' solution to its waste management needs. The need to focus on the capacity of the community rather than the deficiencies within a community is a key factor to keep in mind when addressing waste management issues.

#### Comments on McKnight's paper

The significance of McKnight's paper is that he focuses on the control of resources in terms of Asset Based Community Development. His contention that resources (especially financial) frequently remains in the hands of the funder is important to note. His guidelines are important to note when Education Officers and volunteers apply for funding.

### 3.4.2 People Centred Development

**Korten, D. C. & Klaus, R. ed 1984. People-Centred Development. Hartford, Connecticut Kumarian Press**

Korten and Klaus (1984: 176 – 188) reviewed various case studies in the rural Indian Sub-continent. The chapter based on his findings advocates the value of the Learning Process Approach. His conclusions show that a large number of commonalities exist between the Learning Process Approach and the Clean Community System. Hence, the scope for environmental education based on these approaches becomes very evident.

Korten and Klaus (1984: 176) maintains that in the 1970's the actual outcome of community projects, which were intended to be based on effective participation of the rural poor, generally did not meet expectations. They enjoyed little or no support from the intended community.

He contends that the lack of performance of these projects stemmed from four general factors:

“a) Reliance on centrally based organisations which have little capacity to respond to diverse community defined needs or to build community skills and values;  
b) Inadequate investment in the difficult process of community problem-solving capacity;  
c) Inadequate attention to dealing with social diversity;  
d) Insufficient integration of the technical and social components of development action.”

One of the main barriers mentioned is that money made available by agencies comes with strings attached. These are usually in the form of time frames and the need for short- term results is emphasised. This is often because sponsoring agencies need to report to funders who want to see the results of their funding. The result of such barriers is that the projects lack the essential “ingredients” for sustained development.



Korten outlines three successful projects in Asia which illustrate his conclusions. The key to the success of these programmes was that each of these programmes found a particular solution for each site which was appropriate to its time and circumstance. This to a large extent depended on “trial and error” underpinned by a strong sense of purpose and values. He also contends that an organisational blueprint which could be replicated did not become evident. Instead, the process which each organisation experienced in achieving success should be highlighted.

Korten distinguishes two broad approaches to development i.e. the Blueprint Approach and the Learning Process Approach.

### **The Blueprint Approach**

Korten contends that this approach reflects the textbook way of how development is supposed to work. This approach is based on the notion that researchers will, after pilot studies and data gathering, provide the most cost effective designs for achieving given outcomes. The outcomes are well defined and the intended project is carefully planned and implementation is strictly according to design.

Korten believes that the Blueprint Approach has severe limitations. In Korten’s case studies based on rural development projects the Blueprint Approach fails to take heed of areas which tend to have multiple objectives, changing environments and unpredictable costing factors. In the rural development context the Blueprint Approach is deemed to be inadequate.

As will be illustrated later in this study, the Blueprint Approach to environmental education is not always the best approach. The generic programmes that are usually widely on offer often fail to take heed of prevailing local conditions. In other words the “one size fits all approach” does not necessarily achieve maximum impact.

### **The Learning Process Approach**

Korten’s case studies suggest that the blueprint approach never played more than an incidental role in their development. Each successful case study was a result of a long term learning process in which local communities “and programme personnel shared their knowledge and resources to create a fit between needs, actions and the capacities of existing organisations”. The successful programmes were largely a result of a trial and error approach.

Korten describes three stages through which the programmes pass. Of note is that he uses the words “roughly” when describing the elements of each stage.

#### **Stage One: Learning to be effective:**

Highly qualified personnel visit the sites and get to know the issues in question from the beneficiary’s perspective. They try out some approaches to address needs which are

jointly identified. Mistakes will be common and expected. Remedial action will be necessary. Resources used will be high in relation to results achieved.

### **Stage Two: Learning to be efficient:**

As insights are gained as to what to do, the focus tends to shift towards working more efficiently. Generally projects are tackled more efficiently. Expansion starts and there is a handing over of tasks to the less qualified participants in the programme.

### **Stage Three: Learning to Expand**

The next phase is that group goes through are efforts at expanding its activities to include more people. It requires building into an organisation the necessary capacity to cope with this growth.

The stages identified by Korten are a simplification of what may be in reality 'a very disorderly and an intuitive process'.

One noteworthy feature in the manifestation of the above process is that successful groups had a significant continuity of personnel. This is in stark contrast to groups identified using the Blueprint Approach which tended to have a high turnover of personnel.

Another feature of the learning organisation is the approach to errors. The Learning Organisation tends to view errors as opportunities for growth where in many organisations errors are hidden in some way or that blame is placed on a 'guilty party'. This ultimately leads to the degeneration of an organisation.

### **3.4.3 Korten's 'Generations Framework' for Community Development.**

**Korten David C. 1990. Getting to the 21<sup>st</sup> Century. Hartford Connecticut Kumarian Press.**

Korten (1990: 141-161) looks at how volunteer organisations 'mature' through various stages as they become established. He maintains that these organisations face strategic choices which have to be made in order for the organisations to be effective.

At the outset he points out that it is essential for an agency's work to be based on a development theory. He quotes Tim Brodhead in support of this argument. Organisations without a theory tend to become assistance agencies rather than a true development agency. This manifests itself when the organisation tackles the symptoms rather than the root causes of the problem. The organisation falls into the trap of only servicing highly visible needs. A fine example of this is referred to in the Keep America Beautiful Manual (1980: 3-4). Prior to the introduction of the Clean Community System

the organisation's programmes failed to address the root problem of littering i.e. that people's attitudes and not litter is the problem.

On the same line of thinking, an organisation cannot have a significant strategy if it is not based on a sound development theory. The theoretical basis provides the foundation on which the strategy is based.

The above points made by Korten are particularly relevant to the topic of this dissertation. He points out that the three global crises are poverty, environmental destruction and social disintegration. In this case the crisis being addressed is that of environmental destruction. The theoretical basis of the agency being studied is the Clean Community System (CCS). As discussed in Chapter 2, the CCS was originally developed by Keep America Beautiful to tackle the root causes of the problem of littering.

### **Korten's Generations Framework**

In his studies of development Korten came to the conclusion that large donors were good at transferring money but lacked expertise in facilitating the change process.

The result was that he saw new patterns developing in successful projects which included greater community involvement. In his case studies he identified 'three stages of strategic orientation' that the organisations worked through. Each of these stages moved the organisation further away from the notion of alleviating the symptoms of the problem and moved towards tackling the root cause of the problem.

Korten maintains that this framework is a 'useful tool for considering the strategic choices facing their organisations'.

### **Generation One: Relief and Welfare**

In first generation strategies the NGO is directly involved in strategies to alleviating the problem. Typical examples first generation strategies are soup kitchens, clinics and other forms of humanitarian assistance. In the context of this study it would be a community clean up where no education is offered. Korten makes a point that the 'doer' is the NGO and the recipients are merely the 'acceptors' and have little say in the process.

Historically first generation strategies have been in existence a very long time. Churches offered much of the early assistance. The rationale behind first generation strategies is that the lives of the people will improve once they are back on their feet. Korten describes this belief as 'far removed from reality'. There is a tendency to develop a culture of reliance rather than a self-reliant culture.

The fundamental problem of first generation strategies is that the alleviation of the problem is temporary. Those fed in the soup kitchen will soon be hungry and the area cleaned up by the community will start degenerating again.

This does not mean that first generation strategies are entirely without merit. The researcher is of the view that, in the environmental context, activities such as clean ups are of value in that they raise the profile of the problem, generate enthusiasm and create a track record for the NGO in a short space of time. It is important that first generation theories are not seen as an end in itself. They can be run in parallel with second, third and fourth generation strategies.

Korten believes that donors and governments are more interested in first generation strategies as the results are quickly evident and have a higher profile. Second and third generation theories tend to show results over a longer period and therefore enthusiasm has often waned.

### **Generation Two: Small scale self-reliant development**

Korten describes second generation strategies 'focus the energies of the NGO on developing the capacities of people to better meet their own needs through self-reliant local action'.

A typical second generation strategy is a small community group being mentored by a development agency. What distinguishes the second generation strategy from the first generation one is the emphasis on self-reliance. The intervention of the agency is usually described as an attempt to empower the community.

Some second generation strategies have done so since they were established. However, most second generation strategies started pursuing first generation strategies and evolved into second generation strategies as the strategy progressed. The notion of charity creating independence being the prime reason for the change.

Second generation strategies usually focus on community groups and works on the basic assumption that local inertia is the root of the problem in the community. The core function of the NGO is that of facilitator or mobiliser of a local group which will ostensibly run the project. The development of capacity is a core function of the NGO.

An inherent risk in this strategy is that NGO interventions are what Korten describes as 'little more than handouts in a sophisticated guise'. The NGO fails to pull back and give the participants free rein and dependence sets in.

Korten points out that the assumptions of second generation strategies may be over simplistic. Often local power structures are inhibiting factors in attaining true self-reliance.

The issues relating to second generation strategies are particularly significant in this study as it appears that many local environment groups have the characteristics of second generation strategies with the umbrella body fulfilling the role of the intervening NGO.

### **Generation Three: Sustainable Systems Development**

Third generation strategies evolve out of the shortcomings of second generation strategies. Essentially these are that an NGO cannot hope to benefit more than a relatively few communities and that the presence of the facilitating NGO tends to be necessary for the sustainability of the project. As the second generation strategies tend to function at micro level, restrictions placed by structures at macro level tend to restrict progress.

The third generation looks further than local communities and seeks to change policies at local, national and global levels. This may involve interaction with major international agencies.

Korten later introduced a fourth generation which seeks to promote global change. This is beyond the scope of this dissertation.

### **Comments on Korten's Generation Strategy**

At the outset Korten describes his generation theory as a framework contributing towards understanding development strategies. Swart and Venter, writing in Coetzee, Graaff, Hendricks, and Wood (2001: 489), reviewed a number of writer's comments and criticisms of Korten's generation theory.

1. Korten places a lot of emphasis on organisations passing through a 'time line' from one generation to the next. This is seen as a weakness in the framework.
2. Another criticism is that first generation strategies are portrayed as being less important than second and third generation strategies. In fact, Swart and Venter suggest that all generations have value and should be used appropriately to the local situation.
3. Despite the criticisms, Swart and Venter propose that the emphasis on the historical perspective be dropped and suggest an approach in which first, second and third generations can be used in parallel according to identified needs.
4. The comments made by Swart and Venter are very relevant to this topic. As will be described in chapters three and four, the DSW Education Section has strategies working at all three generational levels at the same time.

In conclusion, despite the criticisms of the Generations Strategy, the framework has the potential to become a powerful tool in the training of environmental education officers. The value lies in that it is an easy way of assessing the value of projects.

### **3.4.4 Engaging the Community on Waste Issues**

**Beall, Jo 1997. *Social Capital In Waste – A Solid Investment?* Journal of International Development**

Beall (1997: 951) begins her article with the statement “The clarion call of the present times is for citizens to take on more responsibility for development, their own and wider society”. This profound statement highlights the fundamental premise on which the Clean Community System is based. [That is, in the waste context, the cleanliness of a community is determined by the community themselves].

Beall suggests that decentralisation and civic engagement have become key issues in solid waste management (SWM). She cites Gandy in 1994 on his point that that at one time governments took primary responsibility for environmental issues. The emphasis has now shifted to the responsibility now being mainly with individual citizens. She mentions that Batley (1996) points out that a solid waste management solution “can also include citizens mobilising to solve problems of solid waste management themselves”. This is entirely in keeping with the fundamental premise of the Clean Community System.

Beall then goes on to use two case studies of involving community based projects in SWM. Although the Durban projects have had no contact with the projects the studies of Bangalore (India) and Faisalabad (Pakistan) show striking similarities to what has occurred in Durban.

#### **Social Capital and Waste Collection in Bangalore**

Beall’s research in Bangalore involved the study of two CBO’s involved in neighbourhood cleanliness and an NGO involved with street children who were waste pickers.

The essential issue at hand was that, with increasing demand for services, the Bangalore City Corporation (the municipal authority) was unable to cope. The solution was to sub-contract waste collection to private operators and encourage community participation. The significance of this response is that the eThekweni Municipality adopted a very similar response in trying to cover unserved areas in previously disadvantaged areas. Waste collection in these areas was allocated to private contractors.

Bangalore has a huge informal economy based on waste recovery and recycling. Although not to the same extent, the eThekweni Municipality has seen a proliferation of waste ‘reclaimers’ (previously scavengers) who survive on informal recycling initiatives.

A network of CBO’s and NGO’s grew with an interest in waste issues. The underlying reason for the formation of these organisations was the concern for poverty reduction and social justice. As will be described later in the study, the prime mover for similar

organisations in Durban was for environmental concerns. Programmes relating to poverty alleviation were very much in evidence but tended to be seen as a valuable spin-off rather than as a core function of the programme.

The NGO's projects focussed on the encouraging communities to take care of their own waste problems. One of the NGO's (REDS) started off by providing an outlet where waste pickers could sell their waste at advantageous prices. This was a similar scheme to Durban's Buy back centres. This scheme was not entirely successful because waste pickers tended to maintain a hold over their pickers and they found it difficult to change agents.

Another problem experienced was the over reliance on paper recycling. As the scheme grew and with the increase in imported paper the price for waste paper plummeted as the market got flooded. A similar problem occurred in Durban in 2005. A major recycling factory burnt down in Swaziland and prices dropped by 75% for a year and this made the waste 'reclaimers' vulnerable. Schemes were devised to get the waste separated at source.

Beall identified a number of issues which led to these projects having mixed success. These will be important to bear in mind when the analysis of this study is undertaken. Firstly, householders were unwilling to separate at source. A number of reasons were identified for this. Another reason was that householders did not see waste management as their issue but rather that of the Bangalore City Corporation. The need for community participation was not perceived.

Beall particularly notes that there was what she describes as a 'fundamental contradiction' between the different partners in the schemes. All stakeholders did not become involved for the same reason. This led to a lessening of the efficiency of the programme.

Another point made was the discrepancies in power and resources of the stakeholders in the projects.

Beall's paper shows marked similarity in the manifestation of the challenges facing the cities that she has studied with those of the author's hometown of the eThekweni Municipality.

### **3.4.5 Perceptions of Needs by the Community**

**Wade, J. L. 1989. *Felt Needs and Anticipatory Needs: Reformulation of a Basic Community Development Principle*. Journal of the Community Development Society.**

In his article Wade (1989) distinguishes between the notion of 'felt' and 'anticipatory' needs in a community. Wade defines 'felt needs' as the 'changes deemed necessary by people to correct the deficiencies they perceive in their community'. He mentions the

methodology whereby deficiencies in the community are identified and a programme is developed to correct these deficiencies as being a manifestation of felt needs. Wade regards this methodology as being suitable for stable communities whereby the future could be regarded as fairly predictable. Wade believes that this methodology is an excellent way of improving social amenities but he believes it has become irrelevant when addressing the more central challenge of creating a new future.

Wade proposes that in order to address this situation the concept of 'felt' needs to be replaced by the idea of anticipatory needs. The idea of anticipatory needs shifts the emphasis from correcting the perceived wrongs of the past towards developing a new future. The idea of anticipatory needs is more pro-active than re-active. Wade states that 'anticipatory needs are derived from an understanding of where one wants to go'. To quote Wade 'the process of defining anticipatory needs involves specifying the steps necessary to create a path into the community's desired future. The result is that the community development process becomes the methodology for taking steps into the future.

Wade concludes that is critical for community development practitioners to look at the way needs are assessed.

In terms of this study Wade's paper is relevant because it ties in with the Clean Community System. It is also in line with the thinking behind the asset based approach advocated by Bergdall and the various writings of Korten that have been reviewed.

### **3.4.6 The Characteristics of Successful Non- Profit Organisations**

**Grant, H. M. & Crutchfield, L. R. 2007. *Creating High Impact Non-Profits*. Stanford Social Innovation Review.**

The article by Grant and Crutchfield (2007) titled Creating Successful Non- Profit Organisations provide sound guidelines for running a successful non-profit organization. The sub-title of the article is an excellent summary of the essence of the research. It states "Conventional wisdom says that scaling social innovation starts with strengthening internal management capabilities. This study of 12 high-impact nonprofits, however, shows that real social change happens when organizations go outside their own walls and find creative ways to enlist the help of others."

In this paper the authors studied twelve highly successful non-profit organizations with a view to understanding what made them successful. Examples of these nonprofits are Habitat for Humanity and Environmental Defence. In this study they note that the impact of these nonprofits can be regarded as twofold. Firstly, there are the impacts that can be assessed by tangible measures which can be largely statistical. There are, however, the intangible impacts such as the impact that the organisation has on policy etc. In many cases the 'intangible' impacts have been neglected by critics.



The authors assumed that the success of these nonprofits would rest on factors such as sound management, branding, budgets and mission statements. This was not the case. Although elements of the above were evident in the study, there was not enough evidence to find a consistent thread. Some organizations were decidedly weak in the conventional areas of success.

The authors realized that they “had discovered a new way of understanding the sector and what enables the best nonprofits to create lasting social change”. The authors believe that the secret of the success of these non-profits is how they work in all sectors in society. The key to the success is how these organizations work in the wider community rather than the efficiency in which they manage their own internal operations.

Grant and Crutchfield identified common patterns in the way that these organizations work. They eventually consolidated their findings into six patterns which are summarised here.

### **1. ‘Serve and Advocate’**

The successful organizations usually start out by providing effective service programmes in their particular field of interest. However, they begin to add policy advocacy to their programme in order to achieve greater impact. Other non-profits begin by being a policy advocacy group and add in service programmes later. A common feature of nearly all the non-profits studied revealed that a strong combination of both advocacy and service programmes enhanced its impact.

### **2. Make Markets Work**

Traditionally most non-profits tend to try to raise funds through appealing to corporate world’s social responsibility programmes for funding. The more activist type of organization tends to see the business world as an enemy which should not be touched.

The successful nonprofits have an approach to the business world in which they form a partnership which has a win-win type of scenario. The non-profit emphasizes the benefits that their organization has for its corporate partner. The benefits manifest themselves in three ways. The non-profit can help the business change its behaviour on a large scale. This is particularly effective in environmental issues. Other non-profits have built partnerships with businesses to gain access to resources for their projects. These can be in terms of cash, in-kind donations and access to services or resources. Other nonprofits run businesses in order to fund their own programmes.

### **3. Inspire Evangelists**

High impact nonprofits build large networks (communities) in order for them to achieve their goals. They work on spreading their message to supporters who in turn become informal ambassadors for the organisation. These ambassadors spread the word in

their own circles and the credibility of the organisation grows. The studied non-profits all had built up a strong supporter network despite a number of challenges in achieving this.

#### **4. Nurture Non-profit Networks**

Traditionally non-profits tend to view other nonprofits as competition for scarce resources. The successful ones, however, tend to build up networks of co-operation with other like-minded organisations. They share wealth, resources and expertise because it is in their own best interests. There was clear evidence of sound networking between successful organisations. Some of these networks are formal and some of these networks are informal but the common understanding is that more can be achieved through collective action.

#### **5. Master the Art of Adaptation**

All the successful non-profits researched by Grant and Crutchfield (2007: 38) proved to be very good at adapting their tactics when necessary to increase their rate of success. This means that they are sensitive to changing circumstances and have learned to listen and learn and then modify their tactics in response to changes they perceive. This ability to adapt does not mean that there is no firm ground to work on. The way they adapt is only considered after careful evaluation and is done in an orderly way.

The authors are clear that all researched non-profits followed four critical steps in adaptation which they term the 'Cycle of Adaptation'. These are:

- They listen to feedback from external environments and seek opportunities for improvement or change.
- They innovate and experiment, developing new ideas or improve upon older programmes.
- They evaluate and learn what works with the innovation, share information and best practices across their networks.
- They modify their plans and programmes in an ongoing process of learning and developing. This process helps them sustain their impact.

#### **6. Share Leadership**

The leaders of all these organisations showed charismatic leadership but did not let their egos take over. They also cultivated a strong second in command and developed leaders within their organisation.

Grant and Crutchfield (2007: 39) note that all the non-profits studied do not follow the six common patterns to the same degree. These patterns are evident to some degree. Underpinning these patterns is evidence that they have all have in place several basic management principles in order to sustain their impact. They have developed financial resources, invest in their human resources and have built up a reliable infrastructure.

The authors note that the nonprofits surveyed have an 'unwavering commitment to creating real impact'. They describe it as 'audacious idealism grounded in real pragmatism'. The authors believe that the six elements outlined in the paper can transform the non-profit from making slow incremental change to using its potential to make maximum impact.

### **Reflections on Grant and Crutchfield's paper in terms of this study.**

Although Grant and Crutchfield's study focussed on successful nonprofits that operated on a large scale, the six practices identified by them appear to be relevant at the micro or local level. The case studies in this dissertation will be reviewed in terms of these practices.

The principles of the Clean Community System appear to be applicable to this paper.

## **3.5 Practical Implementation**

The involvement of the community is an important feature of the CCS, The success of any initiative will depend on the ability of a community to achieve its objectives. This section looks at various approaches for practical implementation of community involvement in environmental issues. At face value some of these papers do not directly refer to environmental issues, but the inherent principle has environmental implications.

### **3.5.1 Starting a successful community group**

A community group is established in order to address certain issues of concern to the particular community. The writers of the next article maintain that the potential for a project to be a success is determined at a very early stage of the initiative. The following two articles offer perspectives that ensure successful community projects.

#### **3.5.1.1 Starting Inclusive Groups.**

**Community Development Academy 2002. *Building Communities from the Grassroots Handbook*. Pretoria. Community Development Academy.**

The writers (not identified) of this article on Starting Inclusive Groups (Community Development Academy 2002) believe that the success of a programme or project depends on its beginning. A project or working group develops when people have a common concern. The composition of the initial group has a considerable impact on all areas of a project working group. The recommendation is that the group is made up of diverse members of the community. A group from a similar background tends to be seen as exclusive and closed to the rest of the community. Whereas members from different backgrounds have their own networks, make the project working group more inclusive and ultimately more effective.

The writers have identified four cardinal rules for successful development and implementation of projects within the community. These 'rules' are useful in evaluating the performance of groups.

The cardinal rules are:

1. People need to be aware of the issues and the purpose for the establishment of the group. These issues should never be assumed.
2. People must believe that they have a reasonable opportunity to make a difference if they are going to take part.
3. People must have some idea on how to make a difference in community issues and projects.
4. People must have access to accurate information which they trust.

The implication of the above is that there is a need for education to ensure that people in the community have a basic understanding of these rules.

Another point that is stressed is that some projects take time to be successful. Eagerness to get going often results in impatience among participants.

When a group is started it is important that the stakeholders be identified. The stakeholders are the people who have a vested interest in the project and will ensure a successful conclusion to the project.

A key concept is that of empowerment whereby the community are enabled to work collectively to guide the future of their community.

### **3.5.1. 2 The Value of Positioning a Group**

**Ries, A, & Trout, J. 2001 *Positioning: The Battle for your Mind* McGraw – Hill. New York**

A book on marketing may appear at face value a strange inclusion for a study on environmental issues. However. Ries and Trout's book 'Positioning: The Battle for your Mind' (2001) offers a marketing perspective which is of significant value to community groups and those involved in environmental work.

In the foreword to this book, Dr Philip Kotler of Northwestern University describes the book as being a 'seminal book on the subject' of positioning. He contends that when the authors wrote the first articles on positioning in the magazine, *Advertising Age*, in 1972 it was a start of a revolutionary new idea in marketing.

Ries and Trout describe the approach to marketing that they advocate as positioning. This approach quickly became an integral part of marketing as a discipline. Positioning can be applied to a wide range of fields. Examples of its application mentioned in the

book cover politics, business, countries, services and personalities. It is also applicable to environmental issues.

Before explaining how positioning works, some practical examples are cited. The motor car industry illustrates the concept well. The Cadillac is positioned as an upmarket car. When General Motors introduced a cheaper model, the Cimarron, it did not succeed because the perception of the public was that a Cadillac is an expensive car and the Cimarron was not really a Cadillac. In the same way Volvo positioned itself as a safe vehicle and Volkswagen as a cheap car. Volkswagen's more expensive models do not sell nearly as well as the 'Beetle' or the "Golf" because of the public perception that it is a cheap, economical car.

The focus of traditional advertising and marketing was on the product or service being sold. The virtues of the product were promoted. With positioning the focus shifted to the mind of the individual. In other words, the perception the person has of a product was regarded as important. The rationale behind the thinking is that the individual was being subjected to an overload of information and the chances of an advertisement being noticed were slim.

The main methodology behind the positioning is to narrow the focus in order to promote what the product stands for. Ries and Trout cite many examples from many spheres where positioning has been applied. This has huge implications for the environmental world.

Reflections on Positioning as applied to environmental organisations.

There is a key message that the concept of positioning offers environmentalists. That is, that whilst subscribing to the broad field of environmental issues, an environmental organization should narrow its focus and concentrate on what it does best. The field of environmental issues is huge and no single organization can hope to adequately address all issues at hand. A viable solution is to focus on one issue and to do it properly. This will also free up space for others to address other issues and avoid duplication and competition.

A fine example of this occurring in Durban has been the eThekweni Environment Team in Durban. For the past four years a number of Environmental Education organisations have formed this network group in which the various groups keep in contact, share resources and co-operate. The key to the success of this team is that each group or organisation has a clearly defined position in the field of environmental education. For example, DSW has positioned itself as the waste environment specialists, Umgeni Water as the water environment specialists and the eThekweni Parks Dept as the Parks/ biodiversity specialists. By positioning themselves clearly the organisations become secure in their role in environmental education and this lends itself to co-operation between various organisations. The spin-off is that the whole community of environmental education grows.

By good marketing an environmental organisation can also position itself in the community. An example of this is the Cleansing and Solid Waste Department of the eThekweni Municipality. In the early 1990s the then Durban Solid Waste went on a branding and marketing drive to position itself as the waste managers of Durban. Strong branding, including logos, uniforms and colour coded vehicles made DSW a prominent brand in the city. So successful was the branding that when the Durban City Council expanded to the eThekweni Municipality the name DSW stayed and remains a top brand in the city. Anecdotal evidence is that many residents appear surprised when they find that DSW is actually a council department.

The application of positioning can be of benefit to environmental groups, both small and large.

### **3.5.2 Environmental Outreaches to Businesses**

There has been a significant movement in recent times for businesses to be practising sound environmental policies. This in turn requires staff training and a commitment to environmental issues. On the marketing side a company stands to benefit if it is perceived to be 'Green'. Other writings have illustrated that companies that are environmentally sound are not financially prejudiced.

Environmental education initiatives focussing on business and industries has not been given much attention by the DSW Education. During the past ten years it has mainly been in the form of the odd presentation, requests for sponsorship and participation in the Adopt a Spot scheme. There has been no focused, sustained programme aimed at Business and Industry as such for many years. The first initiatives to formally revive a "Business and Industries Programme" began in 2009.

An often ignored point is that local businesses are often inextricably part of the community. This is especially true of small businesses where the owners are often local residents. The case studies will reveal the extent to which businesses have been involved in local community projects.

Two significant works on the issue, 'Lean and Green' by Pamela J. Gordon and 'The Triple bottom Line' are reviewed here. These have formed the basis on which the new 'Business and Industries' programme has been kick started.

#### **3.5.2.1 The Relationship between Environmental Education and Business**

**Lotz-Sisitka, H. 2005. Environmental Education in Training and Industry, in Environmental Education, some South African Perspectives. Pretoria: Van Schaik**

The chapter by Heila Lotz-Sisitka (Loubser 2005: 162 – 172) provides a useful introductory perspective on the relationship between business and the environment. The first point she makes is that industry forms what she describes as a 'paradoxical role'. On the one hand, industry is an important wealth creating sector of society whilst

on the other hand, it has a history of being a major polluter and has a negative impact on the environment.

Since the 1990s, however, the business and industrial sector have come under increasing pressure to follow safe environmental practices. This has been as a result of a number of studies and reports, both internationally and in South Africa, which are critical of industry's environmental practices. The pressure on industry has been to go beyond the confines of the law in terms of safe environmental practices. Lotz-Sisitka describes business being encouraged to 'strive beyond producing waste-free products from waste-free factories'. This point is relevant to this study as waste is a central issue.

The result of this pressure on industry was the need for industry to seriously pay attention to environmental issues in their respective factories. Larger companies were required to become ISO 14001 compliant and the need for staff to implement the standards generated a service industry in environmental training. The ISO 14001 program has been criticized for serving private interests and as being rather too reactive in nature.

Lotz-Sisitka concludes by recommending that 'environmental education and training in industry requires more than the application of specific methods, and the provision of content or skills. What is required is a careful thought about the role of environmental education and training in contributing actively to improved environmental management'.

### **Reflections on Lotz-Sisitka's writings relevant to this study:**

Lotz-Sisitka focuses mainly on the impact of industry on a global and a national level whilst this study deals with businesses operating within the local community. The point at hand is that the staff of industries implementing ISO 14001 live in a community and those staff have a raised environmental awareness. This has been mentioned on a number of occasions in Warner Beach where many residents work at the local Toyota factory.

Secondly, the chapter illustrates the need for local businesses to become environmentally conscious. One of the main environmental issues that a local business needs to address is that of waste. The same principles applicable for large businesses would be applicable at local level.

### **3.5.2.2 Sound environmental practices in Industry**

#### **Gordon, P. J. 2001 *Lean and Green* – San Francisco: Berrett-Koehler**

In her book, *Lean and Green*, Gordon (2001) sets out to debunk the myth that profitability of businesses is negatively affected by environmental policy and practice. She identifies two groupings of those who share this view. On the one hand, there are the cynics who state "Following those increasingly stringent regulations will wipe out our

profitability!” (Gordon 2001: xi). On the other hand there is a polarized view that business and environment are poles apart and are enemies.

Gordon’s research reveals many businesses which have saved a fortune through sound business practice. She studied twenty corporations which had introduced sound environmental practices. Of relevance to this study is that a number of the companies studied had reviewed their waste management practices which resulted in a positive effect on profitability. One example is the Apple Computer Corporation of California which now recycles 97.3% of all incoming materials. Another is the NEC Corporation of Tokyo, Japan where their Zero Waste programme has saved 0.2% of product costs. The Polaroid Corporation in Scotland is quoted as saving about 3.8 million pounds a year by re-using and recycling the suppliers shipping boxes.

Gordon contends that there are monetary benefits to sound wasteful practices in terms of savings and in profitability. Another benefit she highlights is that “Lean and Green” thinking is protecting an organization’s good reputation (Gordon 2001:10). A company’s credibility can be enhanced by sound environmental practices. A sound environmental policy also makes a company less vulnerable to criticism in environmental terms.

The result of Gordon’s study is that she identified what she terms “Four Steps to Lean and Green” (Gordon 2001:12). Her stated purpose is to make green practices as easy as possible for companies to participate in such programmes.

The significance of Gordon’s work for this study is that it provides practical suggestions based on sound research and is presented in an accessible manner.

The steps are:

1. “Question wasteful practices, and design Lean and Green steps to benefit profit and planet”
  2. “Gain endorsement for Lean and Green ideas using business language”.
  3. “Collaborate throughout the organisation to meet Lean and Green goals”.
  4. “Measure your organisations’ Lean and Green progress, and strive continuously to improve”.
- (Gordon 2001:12).

Gordon goes on to elaborate each step. Points of note when looking at the steps are:

### **1. Questioning wasteful practices**

- Promoting creative thinking on wasteful practices must be encouraged throughout the organisation.
- Staff at all levels and designations must be encouraged to participate. Some successful ideas quoted were the brainchild of machine operators and clerks who had no particular environmental designation.



- Some good ideas were very obvious and simple. All that is sometimes needed is a slight tweak of a particular process.
- Company rules may need to be adapted to make provision such changes.
- The exchange of ideas with competitors is to be encouraged.

## **2. Gain Lean and Green endorsement by using business language.**

- Ideas should be introduced with profits in mind. The suggestion is that one starts with a suggestion that has the highest rewards first.
- Changing environmental policy into environmental practice is often a very difficult hurdle in a company.
- All environmental suggestions should be linked to sound business practice.
- Caution must be taken to ensure that the environmental benefits do not overshadow the business benefits. There are many examples where the overzealous environmentalist has compromised a good idea by overlooking the business side of a suggestion.
- Key considerations when putting a case in business terms are reducing costs, increasing sales and preventing environmental mistakes which might damage the company.
- Proposals must be relevant to the company.
- The full implications of a suggestion must be considered. Sometimes short term benefits may create longer term problems.

## **3. Collaborate to achieve Lean and Green goals**

- The message of a lean and green organisation should spread throughout an organisation.
- The first step is to get the leaders of the organisation to endorse environmental initiatives.
- The quote by Walt Rosenberg, Compaq Computer's director of environmental affairs, in Gordon (2001:44) endorses this approach "If you don't have commitment from top management first – to measure it, financially support it and talk it – the rest is a waste of time".
- The first approach to these leaders should be emphasise sound business principles rather than environmental values.
- Gordon believes that this is necessary because her research reveals that fewer than half of the Lean and Green organisations that she researched had leaders with strong environmental goals in the beginning.

## **4. Track Progress for Environment and Profit**

- Gordon says that all "lean and green" projects should be measured in terms of environmental and financial benefits.

- Measuring the projects is very important as it will help a business to meet its environmental goals. It will also be beneficial in justifying and backing up various projects and policies.
- The method used in measuring or tracking the environmental project should be appropriate to the project in mind.

Gordon then goes on to explain how companies can develop environmental policies and management systems, citing many examples being research along the way.

Gordon's study shows how businesses themselves can be environmentally sound and the way that it can be achieved. The employees themselves are part of the wider community and can take a sound environmentally conscious work ethic 'home' after working hours.

### **3.5.2.3 The Value of the Triple Bottom Line in Environmental Education for Business.**

**Henriques, A. & Richardson, J. *The Triple Bottom Line – does it all add up?* 2004 London/ Sterling VA Earthscan**

The notion of the 'Triple Bottom Line' is a powerful tool in the environmental education field which to date has not come to the fore in South Africa. The Triple Bottom Line is described in detail by Henriques and Richardson in the book 'The Triple Bottom Line – does it all add up?' (2004).

The term 'triple bottom line' was first coined by John Elkington in 1994. Essentially the term is an attempt to bring three dimensions of business together. The traditional 'bottom line' (i.e..profit) is the economic bottom line. In parallel to the economic bottom line, Elkington proposed that there were two other 'bottom lines' which should be given equal status. These are the social responsibility (Corporate Social responsibility) and environmental bottom lines. The critical point that Elkington makes regarding the Triple Bottom Line is that all three components (financial, social and environmental) are of equal importance. This is a significant departure whereby the usual view is that the financial bottom line is key to any business.

During the late 1980s there was a movement in thinking towards recognising the importance of Corporate Social Responsibility and environmental sustainability in business practice. The Brundtland Report in 1987 defined sustainability as quoted in Henriques and Richardson (2004: 17) as 'development that meets the needs of the present world without compromising the ability of future generations to meet their own needs'. This report was important in its own right in that it highlighted the responsibility of businesses to have sound environmental practises.

The significance of the 'triple bottom line' notion is that it articulated a complex concept in a relatively simple way. This enabled the idea to take off and gain widespread recognition. Adams, Frost and Webber writing in Henriques and Richardson (2004: 20)

believe that the 'triple bottom line' is a management tool. They cite examples where the cost benefits of sound environmental policies are illustrated. This is in keeping with the previous reading by Gordon.

The issue of reporting on the triple bottom line also must be considered. There are internationally recognised standards for financial accounting mentioned which is beyond the scope of this study.

#### **3.5.2.4 The Triple Bottom Line in Practice**

**Caws, G.C. 2008. *The Triple Bottom Line – A Valuable Tool For Promoting Effective Waste Management In Businesses. (Paper presented at Wastecon '08 – 7 October 2008) Durban.***

The paper by Caws (2008) gives an outline of the concept of 'The Triple Bottom Line' and then cites a case study of how the Triple Bottom Line has worked in practise.

The example cited is the Vintage Car Wash in Malvern, Durban. Essentially the car wash was implementing the Triple Bottom line. The social responsibility aspect included free car washes for SAPS vehicles, support for a display by the local Scout Group and support for various charities. On the environmental side, a comprehensive recycling programme was introduced. All waste possible was recycled. This resulted in reducing the waste contract of the business from 5 bins a week to two. The financial saving at the time of the study was R206.10 a month. The money generated from the Mondi igloo amounted to about R600 a year. This was given to charity. The recycling programme generated publicity and assisted in the business's marketing programme.

All elements of the triple bottom line had a reciprocal effect on the other. This was beneficial to the business as a whole.

The significance of the paper is that it highlights the point that a small business which is rooted in the community can effectively implement an environmental programme which is actually of benefit to the business as a whole.

#### **3.5.2.5 A Case Study of the Triple Bottom Line in Practice**

**DSW Education Section. 2010. *Case Study: Southway Mall, Sea View/ Rossburgh in Business and Industries Handbook (Draft Edition). Durban***

The following study by the author (DSW Education Section: 2010) reports on a suburban shopping centre and how it has used the principles of the Triple Bottom Line to the mutual benefit of the business, the community and the environment. This report is particularly relevant as the shopping centre has worked closely with the Sea View Conservation Group which is a case study reported on in Chapter 4.

The Southway Mall in the Rosburgh/ Sea View area is a suburban shopping centre. It has 35 shops with the anchor tenant being Checkers. There are two restaurants and a general mix of stores.

Southway Mall is the key shopping area for the suburbs of Sea View, Rosburgh and Bellair. The owners, Artemis Properties, are very community conscious and have a long standing track record of implementing the 'Triple Bottom Line'. The programme run at this centre demonstrates the value of the 'triple bottom line' concept to an enterprise and how this can become a part of the Clean Community System.

### **The Environmental Bottom Line**

The Southway Mall management has demonstrated its commitment to environmental issues. The mall has a contract with DSW for the removal of waste. With the approval of the mall management, DSW have placed a recycler, Constantia Waste, on site. This recycler is responsible for the sorting of the waste generated on site. The recyclable goods are recovered and the remaining waste is sent to landfill.

The following information was provided by DSW and Constantia Waste during January, February and March 2010.

Total waste recycled	20.6	tons
Total waste to landfill	9.6	tons*
Total waste generated	30.2	tons**

Percentage of waste generated that is recycled in the centre = 68%

\*The total waste to landfill is calculated on the collection of 160 bins per month by DSW at an average of 20kg per bin. That is the norm for DSW waste.

\*\*The anchor tenant, Checkers, has a separate contract which is not under the control of the Southway Mall management. Their waste volumes are not included.

The recycling initiative is a win-win situation for all parties. Southway Mall has a reduced waste bill as they are only charged for their waste that goes to landfill. DSW has the benefit of saving landfill space and Constantia Waste, the recycler, has the benefit of sourcing material.

As part of their maintenance routine the mall staff regularly collect the litter on the pavements surrounding the mall. This enhances the appearance of the mall and the local community.

### **The Social Responsibility Bottom Line**

Southway Mall management has been involved in an ongoing partnership with the Sea View Conservation Group, a local group concerned with environmental issues in the

community. The main joint venture between Southway Mall and the Sea View Conservation Group has been the annual Art Competition. Each year an environmental theme is chosen and local schools are invited to submit entries. Themes such as litter, leaves and entrances have resulted in very successful events. Other partnerships have included heritage promotions of Sea View, tree planting ceremonies and articles published in the mall newsletter.

The partnership between the Sea View Conservation Group and Southway Mall has been of benefit to both parties. The joint projects have enabled the Sea View Conservation Group to significantly raise its profile in the community. At the same time Southway Mall has been able to position itself as an environmentally responsible, community based mall.

### **The Financial Bottom Line**

The direct financial benefit of Southway Mall's environmental policy is the saving on the waste bill. Whilst it is difficult to measure, the marketing benefits of the partnership with the Sea View Conservation Group is believed to have contributed to an increased foot count at the mall. This in turn leads to improved financial benefits to the mall.

#### **3.5.2.6 Waste Minimisation Clubs in Practice**

**Barclay, S and Buckley, C. 2006. *A Guide to establishing and managing waste minimization clubs in South Africa*. Gezina /Pretoria: Water Research Commission**

The Water Research Commission undertook a feasibility study into establishing waste minimization clubs in South Africa. The purpose of the clubs was to promote cleaner production in industry. The book by S. Barclay and C. Buckley (2006) is a report and a handbook on the waste minimization clubs.

During the period 1998 to 2000 the Pollution Research Group of the University of Kwa Zulu Natal established two pilot studies of waste minimization clubs. One pilot study was from the metal finishing industry and the other was cross sectoral. A waste minimization club in terms of this study is a group of companies that work together to reduce waste and in the end to save money. The stimulus for the project came from the Water Research Commission following the example set by 130 waste minimization clubs in the United Kingdom and the Netherlands. The clubs usually met bi-monthly and the main function was to share information and ideas on waste minimization within their respective companies and to receive training. The results of the sharing of information are of mutual benefit to all involved.

This reviewed handbook gives detailed guidelines and examples into the formation and management of these clubs. An interesting chapter of the book is on what are termed barriers and drivers. Barriers are factors that inhibit companies from joining and working with the club. Examples of barriers cited in the book are the non-attendance at meetings, competition between club members and the lack of perception of the need for

waste minimisation. Examples of drivers for a waste minimisation club would be the possibility of financial savings, reduced pollution, pressure from authorities and ISO requirements. An exercise is given to assist the participants in identifying possible barriers and drivers for the club. As each barrier is discussed suggestions are given as to addressing each issue.

The book has an extensive appendix providing practical examples of document deemed necessary for a waste minimisation club. These would be of great value to a start up club.

The final section is of particular value to this study and has relevance to both the business and to community groups. It is entitled 'Where to Now? This section offers suggestions for the future of the after an estimated two year period when the initial objectives have been achieved and the initial momentum starts to fade. This is also a problem faced by community groups.

The solutions offered are:

- Extending the lifetime of the club by asking for extra funds and time to address an issue.
- Bringing in new ideas by changing the membership of the club. The new members will have different perspectives on issues and may rejuvenate the club.
- The focus of the club could change to address new issues that are pressing.
- The present club could start mentoring and assisting new clubs.
- The merging of two or more clubs.
- If the initial needs of the club have been met, it may be necessary to close the club. This should not be seen as a failure but rather as the successful conclusion of a project.

The results of the pilot studies suggest that waste minimisation clubs are a good option for addressing waste minimisation in business. A feature of the waste minimisation club project is the potential for environmental issues to bring together companies that are in competition with each other to address a common goal.

### **3.5.2.7 Comment on Environmental Outreaches to Businesses**

A key point made by John Elkington in Henriques and Richardson (2004) is that the three components of the 'Triple Bottom Line' are of equal importance.

This has been demonstrated by the environmental policy of Southway Mall and its hands on support for the Sea View Conservation Group. This, in turn, has contributed positively to the financial standing of Southway Mall.

The Clean Community System requires the community to set the standard of waste management that is acceptable to them. This the Southway Mall has achieved by setting its own environmental standards with regard to waste and cleanliness by going beyond the demands of municipal by-laws. The partnership with the Sea View

Conservation Group demonstrates the potential for business to become part of a community waste education programme.

### **3.6 Research Tools and Methods**

In order to evaluate the Clean Community System in terms of the topic in hand, an appropriate research method must be selected. The following offer insights into evaluating case studies.

#### **3.6.1 Analysing Case Study Evidence**

**Yin Robert K 2003 *Case study research: Design & Methods* Third Edition. Thousand Oaks: Sage**

Yin (2003: 109 – 139) reviews the various methods of analysing case studies in a research project. The challenge, he contends, is that in case study research, which is qualitative by nature, 'there are few fixed formulas or cookbook recipes to guide the novice' (2003:110). This is opposed to statistical research where a number of approved formulas exist. He mentions a number of techniques such as pattern matching, explanation building and time –series analysis.

Of particular relevance to this study is his mention of logic models. According to Yin, 'the logic model deliberately stipulates a complex chain of events over time' (2003:127). As the events are placed in a chronological sequence they are viewed in a cause-effect- cause effect pattern.

Joseph Wholey was an early advocate of the logic model approach in the late 1970s. He saw the cause and effect outcomes in three stages. The first stage was the immediate outcome leading later to intermediate outcomes and finally to ultimate outcomes. He saw the logic model as being appropriate in a number of ways. The most appropriate version for this study being the program-level logic model. This is where it enables an analysis of data for group projects.

The logic model analysis technique used in this study is the logic model developed by the W.K. Kellogg Foundation. A further discussion of this model follows in the next section.

#### **3.6.2 The Kellogg's Logic Model**

**W.K. Kellogg Foundation. 2004. *Logic Model Development Guide*. Battle Creek. W.K. Kellogg Foundation [www.wkkf.org](http://www.wkkf.org) (Accessed March 2009)**

The W.K. Kellogg Foundation has developed its Logic Model Development Guide (2004) as a tool to improve capacity in programme evaluation. The premise behind the programme model is 'good evaluation reflects clear thinking and responsible programme management' (W.K. Kellogg Foundation: 2004).

The 'Logic Model Development Guide' (2004) is the key document published by the Kellogg Foundation as an aid for users.

As quoted in the 'Logic Model Development Guide' (2004) the programme logic model is defined as 'a picture of how your organisation does its work – the theory and assumptions underlying the programme. A programme logic model links outcomes (both short and long-term) with programme activities/ processes and the theoretical assumptions/ principles of the programme'.

The 'Logic Model Development Guide' explains the value and place of the logic model clearly. It states: 'Community based initiatives operate in complex environments where the scientific certainty of 'proof' is seldom attainable'. The logic model format is particularly helpful in getting to the essence of a situation where this proof is not attainable.

The introduction to the guide states that 'the ability to identify outcomes and anticipate ways to measure them provides all programme participants with a clear map of the road ahead'.

A Basic Logic Model has five components and these components are divided into two broad sections. These components follow on after a problem or an issue is identified and the desire for addressing the issue is expressed.

### **Section A: Planned Work**

1. **Resources or Inputs** include all the resources needed for the project. The range of resources is comprehensive and includes material, in kind resources, facilities, equipment as well as less tangible resources such as aims & objectives, policies and attitudes of the target community.
2. What the Logic Model describes as '**Programme Activities**' are actually the interventions planned by the group to address the issue of concern. The nature of the programmes is determined by the issue of concern in terms of the resources at hand. The actual activities that take place may be diverse as long as they address the issue at hand.

These first two components (resources and programme activities) are planned and determined by the group itself. To a point they can be predicted by the group.

### **Section B: Intended Results.**

3. **Outputs** are the direct results of the programme activities and describe the immediate results of the intervention. They do not describe the long term impact that the intervention has on the project as a whole but rather focus on the immediate impact of the activity. If considered in terms of the Clean Community



System the outputs may be described in a variety of ways such as participation by the community, bags collected at a clean up or pamphlets distributed.

4. **Outcomes** are benefits gained by the planned interventions. The short term benefits are those that have been gained in 1 to 3 years of implementation whilst longer term benefits are those gained over a 4 to 7 year period. In terms of the Clean Community System the outcomes may include less dumping, reduced litter in the streets, more attractive spots and enhanced services from a local authority.
1. The **impact** is the change that has taken place over a long period of time, usually after a 7 to 10 year period. The impact may intended and within the terms of the original aims but it may have unintended impacts as well. Any project is established with the purpose of achieving stated aims. However, the impact of the interventions may have results that were not intended. In current language these results could be referred to as 'spin-offs'. These spin-offs may be either positive or negative and will provide further opportunities for interventions.

Once a logic model has been written up in the terms described in Steps one to five above, the logic model describes the basic manifestation of a programme chronologically from its start until the end of the window period of study. The terms 'if....then....' are used as a technique to explain the action and results of the process.

The Kellogg's Logic Model offers the following well-known acronym as a guideline in evaluating the Outcomes and Impacts – SMART:

- Specific – The results must be clearly defined in a specific way.
- Measurable – The result must be able to be measured.
- Action-Oriented – The intervention must directly address the issue at hand.
- Realistic – The intervention must be practical and able to be implemented.
- Timed – The interventions must be implemented in terms of time frames.

The Kelloggs Logic Model uses common terms such as it being a 'roadmap' to assist the evaluator in the analysis of the programme. The end result is that it can be used to assess the achievement of objectives and ultimately lead to programme improvements. The logic model analysis takes into account human, financial and other interventions in its layout.

The Logic Model Development Guide offers some points which point out errors that community workers tend to make. The workers often see the planned activities or interventions as an end in itself. Too often the implementers become so wrapped up in the activities that the initial purpose of the invention becomes lost. Any intervention must always be reviewed with the overall purpose in mind.

### **3.6.3 Reporting Case Studies**

**Yin Robert K 2003 *Case study research: Design & Methods* Third Edition. Thousand Oaks: Sage**

Yin (2003: 141 – 165) provides an overview of possible methods of reporting case studies. Yin emphasizes that the suggestions he makes are appropriate for applying to case studies, rather than providing generic methods of reporting applicable to all fields of study.

Yin identifies six possible illustrative structures for use in case study compositions' (2003:151). The purpose of these structures is to provide a basis for organising the content of the report. The intention of the structures is to assist the writer in composing a report of academic value rather than falling into the trap of telling a story of what had occurred.

A summary of structures relevant for consideration in this study are as follows:

#### **The Linear-Analytic Structures**

This is the standard format used in writing research reports. The report starts with the problem statement and continues with the literature review, collection and analysis of data and finally the conclusions and recommendations from the findings.

#### **Comparative Structures**

A comparative study repeats a number of facts from the same case study more than once. Each repetition, however, reflects on the case study from a different perspective. This affords the researcher the opportunity to analyse a particular occurrence in a comparative way. The value of a particular occurrence may come to the fore in one perspective but not in another. The use of comparative structures lends itself to a more thorough analysis of a case study.

#### **Chronological Structures**

The chronological structure presents the events reported on in a case study in a chronological sequence over time. The value of this approach is that cause and effect sequences become readily apparent. The reporting of the case study in a time sequence makes it possible to view the case study in the broader context in which the case study occurred. Certain political and economic conditions are examples of the outside influences that may impact on the case study findings. Yin warns of one 'pitfall' to this approach. There is a tendency for researchers to pay more attention to early events and not enough attention to the later ones.

#### **Unsequenced Structures**

An unsequenced structure is one where the data collected for a case study is not presented in a chronological format. The data is presented in another format in order to highlight certain aspects of the case study. An example of this format would be to present the data thematically. Many case studies would have a number of activities happening at the same time. In order to highlight the value of each individual activity, the data for each activity would be collected and analysed separately and independently of the others. The format of the report would now be in various sections according to the activity. The order in which these sections are presented is not of any importance.

In terms of this study the identification of the different illustrative structures for a case study offer the writer new insights to writing the report. The case studies in hand lend themselves to being approached from two perspectives, the chronological and the unsequenced approach. The chronological approach gives insight into the path taken by the groups during the window period. The unsequenced approach offers insight into the value of the various projects and interventions undertaken by the groups. As this study covers two case studies the comparative approach makes the consolidation of the analysis of the two case studies possible.

### **Procedures in validating the case study**

One procedure recommended by Yin (2003: 159) in validating a case study is to have the participants or informants review the draft text of the case study. The participants have a valuable role to play in confirming the actual facts in the case study. On the other hand, the participant may disagree with the researcher's interpretation and conclusions drawn from these facts. The researcher needs to be careful in distinguishing between these two. Yin believes such a procedure will add to the construct validity of the study.

### **3.6.4 Developing a Curriculum**

**Lotz - Sisitka, H. 1999. *Developing curriculum frameworks. A source book on environmental education amongst adult learners. Book 1.* Howick: Share-Net.**

The booklet written by Lotz-Sisitka (1999) offers an insight into the principles of curriculum development with particular reference to environmental education. The views expressed by her are particularly relevant to this study as they provide a context into which the recommendations of this study may be applied.

Lotz-Sisitka points out that environmental education is seen as a key response to environmental issues. She cites the Tbilisi principles and Agenda 21 as being critical in placing the importance of environmental education on the world environmental agenda.

A recurring theme in this booklet is that the development of a curriculum in environmental education should not be seen as a once off exercise. A curriculum should rather be regarded as an ongoing, open-ended process. A curriculum at one time was viewed as a body of knowledge that was considered necessary to be taught in order for

the objectives to be achieved. The curriculum at this time was content based and little attention was paid to the empowering the students as to how to apply the knowledge gained.

The change in approach to developing a curriculum was caused by a number of factors. At a global level there has been a shift towards democratization and this has impacted on institutional and social life. From a curriculum development point of view, this has meant that the input of the participants on the content of a course has become acceptable. At the same time there was a change in the understanding of the term 'environment'. This term previously emphasized the realm of the bio-physical world. The approach to the environment has since widened to include a complex and diverse range of bio-physical and social issues that are inextricably linked. The focus of this study, being waste management education, is a particular result of this trend. At one time waste management would not have been considered an environmental issue. This in turn brought a new perspective on environmental education and its content. The content of a curriculum was not based on the knowledge alone but there was a new emphasis on how the students responded to the environment as well.

The result of these trends was a major shift in thinking in the development of the curriculum in environmental education. This was particularly evident in courses aimed at adults. The growth in the concept of 'life long learning' has brought credibility to adult learning and education. There was a realization that adults have practical experience and insights that could be shared and of value to a course. The need for a course to be relevant to the local context was also now taken into consideration when developing a curriculum. The linking of theory and practice became an important factor in a course. This led to a need for a course to be flexible so as to make provision for including the local situation and the input of the participants.

The stated aim of this study is to provide guidelines rather than a formal curriculum on the training of participants in the Clean Community System. The value of this booklet by Lotz-Sisitka is that it offers a perspective on the development of a curriculum that will ultimately include the recommendations from this study.

### **3.7 Reflections on the Literature Review in terms of the Clean Community System**

The core environmental issue being studied is that of waste management. By definition, the Clean Community System addresses the root cause of poor waste management which is a manifestation of inappropriate human behaviour. The readings show that the potential to use community development theory as a theoretical base from which to develop an environmental education programme is very strong. The overlap between community development theory and environmental education theory is clear when approached from a waste perspective.

There is much common ground when comparing the writings reviewed in the Community Development Section of this literature review. Of note is that the reviewed

writers based their studies on observing projects in the U.S.A., Africa and the Indian sub-continent. This adds to the validity of the common ground as the studies cover three continents in both first and third world communities. The term 'project' is used in the context of any intervention, initiative or project that occurs in the community development/ environmental education context.

An analysis of the common ground mentioned above reveals several key elements deemed by the writers to be essential for successful projects. These key elements, explained below, should be included in a training programme for environmental education officers. The key elements identified below will be considered as potential indicators for a successful environmental education programme.

1. The project must be community driven.

The contention that development projects must be driven by the community themselves is an important theme of the writings of Bergdall (Paragraph 3.4.1.1), Korten (Paragraph 3.4.2 & 3.4.3) and McKnight (Paragraph 3.4.1.2) and this is entirely in keeping with the Clean Community System. Korten sees this as what he terms the 'Learning Process Approach' as opposed to the 'Blueprint Approach' which is a pre-designed approach at macro-level and does not take local conditions into account. In his 'Generation Theory', Korten sees community driven participation as a more ideal type of intervention. Both Bergdall and McKnight use the term "community driven" to describe an important criteria for intervention. Beall (Paragraph 3.4.4) supports this view by taking the approach that citizens should take more responsibility for their development themselves. Tbilisi Principle number 3 also promotes that environmental issues should be addressed at a local level.

2. The project must be built on the strengths of the community.

The basic thinking here is that a strategy for development must be built on the strengths and assets of a community. Both Bergdall and McKnight are advocates of Asset Based Community Development which is championed by Northwestern University in the USA. McKnight describes this approach by advocating a focus on capacity rather than deficiency. Korten is not as explicit in advocating the asset-based approach. However, both his 'Learning Process Approach' and his 'Generation Theory' emphasise building on the strengths of the community. The rationale behind this thinking is that by improving and 'polishing' what is already working well there is a greater chance for success and driving progress forward. By focussing on weaknesses, Bergdall believes that it helps instilling a culture of victimisation and inhibits the potential for addressing issues themselves.

3. The project programme must be determined by the community

This is a key position where both the Clean Community System and a number of writers on Community Development meet. The CCS sets out to encourage individuals to make informed decisions and responsibility for the way that their waste is managed. Korten

fully supports this view in that the Learning Process Approach which he identified is based on the notion that the programme must be determined by the community. He believes that programmes determined by outsiders generally have little chance of success. This view is also supported by McKnight in his research.

4. The facilitator/ catalyst must play a supportive but not dominant role

In the context that the projects should be community determined and driven, the role of the facilitator must be considered, in the case of this topic the Education Officer. The role of the Education Officer is very important but should be subtle in approach. Bergdall refers to the facilitator as providing a 'minimum stimulus' to keep things on track. Their task is to keep momentum going and provide the technical expertise which the community lacks. The intervention by the facilitator must be done in such a way that the community ownership of the project is not threatened.

5. Facilitating agencies must follow a policy of providing minimum support.

The justification for this element is the same as for the previous element but the difference lies in that the role of the agency itself is considered. In this case it is the DSW Education Section. There is a possibility for an agency to make too much support available and the local project becomes overwhelmed and impact is lessened. This can take many forms such as finance, materials and promotional items. The low key support from an agency is often more effective than high profile exercises.

6. The facilitating agency must be open as to their aims and objectives.

A facilitating agency will have its own aims and objectives. The same stands for the group with which the facilitating group is interacting. At some point there needs to be some agreement between the two otherwise the possibility of conflict will arise. The recommendation from the writers is that the facilitating agency should be upfront from the outset as to its own aims and objectives. Some sort of leeway should be left for both parties to address issues that are not the same. In effect a balance should be achieved which can only be addressed at local level.

### **3.8 Conclusion**

The aforementioned six points identified by the literature review provide a basis for comparison with the outcomes of the case studies. The case studies will be examples of local manifestations of the Clean Community System in the South African context whilst the sources of the literature review are drawn from international sources. The common ground identified between the literature review and the case studies in the context of the Clean Community System will assist in highlighting competencies needed for training in the Clean Community System.

## CHAPTER FOUR

### COMMUNITY GROUPS AND THE CLEAN COMMUNITY SYSTEM

#### 4.1 Introduction

The purpose of this chapter is to analyse the case studies in order to determine whether the two community groups operated in terms of the Clean Community System. The two community groups will be studied separately using the primary sources of minutes, correspondence and interviews with stakeholders. The data collected will be analysed in terms of the principles of the Clean Community System and by the use of the Kelloggs Logic Model.

#### 4.2 The Role of Community Groups in the Clean Community System

The Clean Community System focuses on changing the norms and attitudes of a community towards waste management. This implies that the facilitator of the Clean Community System must work with the community.

The first task when working with communities leads to the central question “What is a community?” Collins Gem English Dictionary (1998:105) defines a community as “all the people living in one district; group with shared origins or interests; the public society.” Two other dictionaries consulted, [www.dictionary.com](http://www.dictionary.com) and [www.yourdictionary.com](http://www.yourdictionary.com), refer to the term community as being a group of people sharing a common geographical location. They also refer to a community as being people who have shared interests that are not necessarily geographical.

With the dictionary definition in mind and reviewing the various projects of the DSW Education Section, it can be viewed that community groups can be categorised into two broad groupings: ([www.wikipedia.org](http://www.wikipedia.org))

- a) Communities of Place
- b) Communities of Interest.

The rationale behind the identification of these groupings follows.

##### 4.2.1 Communities of Place

Communities of place occur when members of a community are in close geographical proximity share a common interest on an issue and work together to address this issue. The members of the community may be residents, business owners or anyone who has an interest in that community.

The important factor is that they are in close physical proximity and the concerns of a local community (in geographical terms) are paramount.

The DSW Education Section has facilitated or worked with a number of community groups over the years. Two of them, the Warners Action Group (WAG) and the Sea View Conservation Group have been selected as case studies for this dissertation. Others include Keep Tongaat Beautiful, Keep Verulam Beautiful, Inhlansi Development Organisation (Ilfracombe), Danganye Youth Group (Umnini/ Danganye), Folweni Health Committee (Folweni) and the Thulubone Community Organisation (Umgababa).

The size and area of the community is determined by the members of the community themselves. It is decided upon by the interests of the community members and their capacity to deal with the issues in the area. The examples of community groups facilitated by DSW Education show that the group could be a single street, a suburb, a political ward or a constituency.

This is a very important point to consider. It is very easy for a facilitator to look at a map and arrange perceived communities according to suburbs or boundaries such as rivers or roads, whilst in reality these demarcated areas may not reveal the true community spirit.

Another complicating factor is that of political boundaries such as council wards. With population distribution and the gerrymandering of council wards or constituencies natural communities are frequently dissected.

The two sample studies are a case in point. The community of Warner Beach as represented in the first case study is part of two council wards, being Wards 97 and 98 of the eThekweni Municipality. The boundary between the two wards cuts right through one community of residential areas, shops, schools and other facilities. The ward councillors actually represent two different political parties and the wards as a whole have very different profiles. Ward 98 has essentially semi-rural characteristics with the Warner Beach portion being a small suburban portion whilst ward 97 is essentially suburban throughout. (eThekweni 2007:65)

The second sample of the community group (Sea View) is represented by two council wards which join at the traffic intersection in the middle of the community. Fortunately, both wards are fairly similar in terms of characteristics but it does pose a problem ensuring the right councillor is approached for an issue that arises. (eThekweni 2007:97)

#### **4.2.2 Communities of Interest**

Communities of interest occur when the key 'bonding agent' of a group is not geographical proximity but rather their membership of an organisation or individuals subscribing to an ideal. The members may be spread geographically but consider themselves part of a group. These groups are powerful tools in environmental education as their influence can spread over a large area.

The writer has personal experience of being a member of a community of interest. As a long standing member of the Scout Movement he has a close network of friendship that



spreads over the whole of Kwa-Zulu Natal with contacts spreading even wider. This has been used to advantage in his environmental work as the Scout Movement promotes environmental education. Through networking and the channels offered by the Scout Movement a great deal of effective environmental education has occurred. With careful management Communities of Interest can be turned into a 'win-win' situation for both the environmental educator and the other organisation as the mandates of both organisations can be fulfilled. Care must be taken by the environmental education facilitator not to 'hijack' another organisation for one's own benefit.

Examples of communities of interest with which DSW Education has had successful programmes are the Anglican Church, Islamic (particularly through Channel Islam International Radio Station), the Methodist Church, the Women's Institute, the Scout Association and the Wildlife and Environment Society (WESSA).

#### **4.2.3 Reflection on the role of Community Groups in the CCS**

With a diverse population exceeding 3 million people in the eThekweni Municipality and limited resources, the DSW Education Section is hard pressed to reach the entire population of the city in terms of waste management education.

The facilitation of community groups is a powerful tool in reaching the community at large. Local community groups can meet the needs of a particular area that may otherwise not be reached by the section. The role of the Education Officer can be that of facilitator or mentor. By identifying local conditions an appropriate waste education programme can be developed for a community.

The distinction between Communities of Place and Communities of Interest is an important step in implementing the Clean Community System. There is a tendency for Communities of Interest to be neglected in favour of Communities of Place. This is because projects tend to be organised into geographical areas of operation rather than through target markets based on Communities of Interest. The DSW Education Section is a case in point. The staff is allocated the geographical areas of responsibility with little attention being paid community networks operating across these geographical boundaries. The potential of working with Communities of Interest is often not fully realised. Although there is a clear distinction between the two, it must be noted that Communities of Interest can add value to local community groups. They can often provide the catalyst for starting a program in a geographical area.

The distinction between the two types of communities poses some problems in the management of a city wide programme with more than one education officer. An example of this is with DSW Education. There is a staff complement of 14 Education Officers who have been delegated specific geographical areas of responsibility. At the same time the Education Officers have co-ordinating portfolios with overall responsibility for particular programme across the municipality. Examples of these portfolios are schools, Adopt a Spot, the Scout Movement and the Anglican Church.

The solution has been the close co-operation between education officers. The broad guideline is for the Programme Co-ordinator to work on policy issues whilst the local Education Officer is responsible for projects done locally in a community. If there is a possibility that the 'boundary' may be crossed, the onus lies on each education officer to inform the other officer of what is happening. This policy has largely been successful but its potential has not been fully realised.

Another important consideration is that the size and composition of the community group depends upon the group itself. The widely used slogan in environmental circles "Think Globally, Act Locally" ([www.wikipedia.org](http://www.wikipedia.org)) is appropriate in this instance.

All too often the powers that be try to artificially create a community group and this group does not ultimately meet expectations. As illustrated by the following case studies the groups that evolve from particular concerns generated by the community have greater potential for success. This assertion is supported by various writings included in the literature review.

The value of empowering volunteers in community groups to become part of a community waste education programme cannot be underestimated. It is, however, a very neglected concept in practice. The role of the Education Officer is to facilitate this process. The role of the Education Officer, as facilitator, is to identify a potential situation and create conditions for an initiative to develop and prosper. The following two case studies will be studied with a view to exploring the potential of community groups as a vehicle for waste management education in terms of the Clean Community System.

### **4.3 Case Study No 1: WARNERS ACTION GROUP (WAG)**

#### **4.3.1 Background**

The Warners Action Group (WAG) is a community group based in Warner Beach, a suburb in the eThekweni Municipality, some 35 km south of the Durban CBD. Warner Beach is a middle class coastal suburb situated along the coast and, with the neighbouring suburbs of Doonside, Illovo Beach and Winklespruit, formed the former municipality of Kingsburgh. During the 1990s it became part of the eThekweni Municipality. The hinterland is semi-rural which is becoming increasingly urbanised.

#### **4.3.2 Formation**

The Warners Action Group (commonly known as WAG) was formed by the initiative of WA, a prominent local resident with long standing family, social and business interests in the area. In an interview in 2008, WA described how she was discussing the various problems of Warner Beach with SAPS Inspector WE. He suggested that she start a group of residents in order to address her concerns. He based his suggestion on the experience he gained as a police officer addressing the inner city Albert Park area of

Durban. Hence the Warners Action Group (WAG) was born. This information was confirmed by WE in a 2010 interview.

In early 2001 WA contacted the then Keep Durban Beautiful Association and requested support. The researcher, a new Education Officer who had taught for 12 years at the local school, was assigned to the project by the then Education Co-ordinator (WA). WA continued to be a mainstay of WAG until she emigrated to Australia. At the time of writing she still maintains contact with WAG.

The first formal meeting took place on 10 October 2000. WA was elected as chairperson.

#### **4.3.3 Aim of the Warners Action Group (WAG)**

The aim of Warners Action Group is to make Warner Beach a safer and more attractive place for locals and tourists alike so that the area may grow and strengthen (Caws 2001: 2). WAG has never had a constitution, or financial capacity in the form of cash or a bank account. It is essentially a network of interested stakeholders with a commitment to the community. These features are unusual in community groups and, at the time of writing, it has been in existence for nine years.

The window period for this study is for the period 2001 to 2007. There are also post 2007 updates as appropriate. The window period was selected on the grounds that it reviewed the community group from its inception through the first seven years of its existence. The second case study, the Sea View Conservation Group, also started during the same year and is reviewed for a similar period. Thus the two case studies are compared during the same period when the eThekweni Municipality went through significant restructuring. The seven year time frame enables the analysis of the case studies in terms of outputs, outcomes and impact as described by the Kelloggs Logic Model in Section 4.3.8 of this chapter.

#### **4.3.4 Historical Profile**

The content of the Historical Profile and the following Project Profile was drawn from the minutes of the meetings held by the Warners Action Group (WAG) since its inception in 2001. The Historical Profile is designed to gain an historical perspective of WAG as a total entity. The Project Profile is designed to analyse the individual projects undertaken by WAG.

The historical perspective was discussed with WG and WA during July 2010 and deemed as being a fair reflection of the events described. The full WAG Historical Analysis working document is included in Appendix A.

##### **4.3.4.1 Pre- The Year 2001**

As described in 4.2.2 above this was the period when WAG was formed.

#### 4.3.4.2 The Year 2001

The year 2001 saw much progress in the establishing of WAG. WA contacted KDBA (Keep Durban Beautiful Association) for support. The researcher, Guy Caws, was delegated to work with WAG. In order to kickstart a programme, he prepared a proposal for WAG highlighting possible projects that could be tackled (Appendix 1). This was presented for discussion at the meeting of 20 February 2001. The proposal proved to be a catalyst for devising an intervention program.

A number of issues were identified by the committee as possible projects to be undertaken. These included the painting of the tunnel under the railway line between Kingsway and Elcock Rd, the recognition of various special days and security issues.

A number of minor projects were successfully undertaken by April. These quick successes became a motivating factor for the members of the committee.

The first projects included:

- Motivating for the lights at Winklespruit Beach to be repaired.
- Addressing the rat problem at Winklespruit Beach.
- The start of the Adopt a Spot programme with Full House Furnishers and St Winifred's Methodist Church.
- A successful clean up in collaboration with Kingsburgh Centre on World Environment Day in June which involved large numbers of the community.
- The 'Tag a Motorist' programme launched with support of the South Coast Sun newspaper.

The key project of the year was the cleaning up and repainting of the "King Kars Tunnel". This tunnel had long been the eyesore of the area and was a centre for littering, drug peddling, public urinating, graffiti, loitering and general undesirable behaviour. The tunnel was repainted in bright colours. This was a joint project involving schools, businesses and WAG members. This provided a 'feel good' esprit de corps for WAG.

Publicity in the community was significant in 2001. During the year 15 articles appeared in the media. These were mainly in the South Coast Sun, an important newspaper in the community. The value of the publicity extended to 500 column centimetres with an advertising value of approximately R11 000.

A breakfast was held for key stakeholders to publicise the aims of WAG and a talk was presented at the WESSA AGM. WF, a local resident, started a news network by email in the community. The aim of this publicity was to establish the positioning of WAG as a vehicle for improving Warner Beach.

There was also progress in building up a working relationship with council officials. This was something of a departure for a number of WAG members. There was a tendency to regard council officials as adversaries and vice versa. However, by co-operating with council officials a positive response was elicited from them and there was a tendency to get the job done.

During the year attempts were made at various projects which were not successful or failed to get off the ground. There were attempts to get a skateboard rink in the community and to provide facilities for work seekers who gathered along Kingsway. By 2010 neither of these projects had come to fruition. These projects, however, did not overshadow the success of other projects and did not have a negative effect on WAG.

The role of the DSW Education Officer evolved during 2001. The author was new to the job and working with community projects in this way was relatively new to KDBA. There was a need for the Education Officer to 'feel' his way as the relationship between WAG and KDBA unfolded. It slowly moved into a relationship where the Education Officer adopted the role of facilitator in support of the group. WAG did not have a formal link with KDBA but rather an informal bond developed.

The Key reflections for 2001 are:

- It could be considered that 2001 was a successful year for WAG. This was the first year of a major roll out of projects. The notion of WAG gained momentum and motivation was high.
- The early success of the tunnel project created a momentum for WAG which enabled the group to entrench its position in the community.
- The development of a track record of successful and visible projects improved the profile and credibility of WAG amongst the community.
- A critical point should be made at this stage. The mandate of the DSW Education Section is that of environmental education from the perspective of waste management. A cursory look at the activities of WAG during 2001 will reveal that a number the projects undertaken strayed from DSW Education's waste management/ environmental focus. Typical examples of these activities are security concerns and dealing with various shortfalls in service delivery.

WAG was formed by the community to address more than the waste issue. In terms of the aims of WAG (as stated in 4.2.3), issues such as security are included in its agenda. A fundamental principle of the Clean Community System is that the community sets the agenda. Waste is an integral part of the community and addressing waste issues impacts on other issues at the same time. In this light DSW Education could support such a group as long as waste and beautification issues remain a significant part of the agenda. This situation was to continue through the window period. This line of thinking is in keeping with Principle 1 of the Tbilisi Conference of 1977 (Loubser et al 1996: 44 - 50) which refers to environmental education being viewed in totality.

#### **4.3.4.3 The Year 2002**

The year 2002 saw WAG trying to create a special identity for Warner Beach to address the perception that it was a suburb of neighbouring and better known Amanzimtoti. After much discussion it was decided to call it Warners Village – a better place to be. The thought was to try to create a ‘village feel’ to Warner Beach. This idea was work shopped and later in the year a logo competition was held in conjunction with the South Coast Sun newspaper. Some tee shirts were printed. Although the logo was not sustained the notion of Warner Beach as a community as such was sustained.

The year 2002 saw the start of a number of projects which were to be sustained for a number of years.

The entrance to Warner Beach is in a small valley below the senior primary school. This area was unkempt and the steep bank below the school field was seriously infested with alien vegetation. This bank was clearly visible from the road. One of the volunteers started an alien plant removal project on this bank, which had a number of spin-offs. Firstly, the concerned volunteers started the Upper South Coast Conservancy and the cleaning of the entrance to the village. WO, the founder of the conservancy confirmed in an interview on 6 July 2010 that the conservancy was formed as a direct result of WAG. The purpose of the conservancy was to concentrate on a particular issue.

The issue of security continued to be a central theme. There was an on/ off representation at the local Community Policing Forum. One volunteer seriously investigated the concept of Urban Improvement Precincts. This was an attempt to employ local security in the area and receive a rates rebate for the effort. The project did not get off the ground because there were a number of uncertainties in guaranteeing the project. It did, however, highlight the importance that that community gave to security issues. It was found that the email network maintained by WF was starting to upset WAG members. She was not coming to meetings and the information being spread was sometimes a commentary rather than an accurate statement of the facts. She was also sending reports of crime in her road, Ellcock Rd, to East Coast Radio’s crime watch slot and these were broadcast. Crime in Warner Beach got a large amount of publicity as a result of her diligence and this was not in proportion to the rest of the city. Property sellers found a resistance to buying in Warner Beach as it was beginning to be perceived as a crime ridden area. After a while the email network was quietly dropped. The lesson learnt from this exercise was that publicity should be carefully managed and that people doing the publicity should do so in terms of the aims of the organisation.

The relationship with a number of council employees continued to grow. One difficulty incurred was that this was during a period of huge transition with regards to staffing. The whole council model was changing from the South Local Council to the eThekweni Municipality. Functions were being reshuffled between departments and officials were being transferred or their portfolios changed. This resulted in much confusion and

frustration from all sides. At the time of writing (2010) this situation had improved considerably as the structures of the new municipality had become established.

The Winklespruit Beach Pool became a bone of contention in the community as it was continually closed due to the old equipment continually breaking down. Another problem was the Strelitzia Hall which was burnt down in 2002. The burnt out shell of the hall was left standing and was unsightly. Conflicting responses were being received from the council as to the future of the hall and the site. This was destined to continue for some years to come.

On the positive side there were opportunities to introduce new systems to the public. A prime example was that the writer found that WAG was an ideal vehicle to introduce the standardised systems of DSW to the community. Previously the South Operational Entity had a different system of waste collection. For example, the various colour bags used by DSW were introduced to the community. Examples are the black bags (domestic waste), beige bags (street sweepers) and blue bags (garden refuse). There was confusion in the community about this system. A publicity programme supported by WAG was designed to address the issue.

Once again the year produced a number of failed projects or those that did not come up to expectations. A Christmas decoration programme had very limited effect. The efforts to manage the work seekers along Kingsway (the main street) opposite the shops met with problems. Many ideas were being introduced but to no avail.

The key reflections of 2002 are:

- The need by WAG members to create an identity for Warner Beach and put across the point that it was not a suburb of Amanzimtoti.
- The creation of an 'icon' for Warner Beach in the form of the Warner Beach sign at the entrance to the town was used to support the previous point. This was done as a type of Adopt a Spot programme.
- Lack of understanding by the community of the services offered by the council. There was a disparity between the expectations and the actual services offered by the council. Examples of these services included:
  - The frequency of the waste collection service provided.
  - That free waste collection was for domestic waste only. It did not include garden refuse.
  - The street sweeping policy.
  - The verge cutting programme by the Parks Dept.

The relationship between the community and the council improved once these issues were clarified. This was largely because the expectations of the residents became realistic.

- Not every project can be successful but that there should be sufficient successful projects for momentum to be maintained.

#### **4.3.4.4 The Year 2003**

The year 2003 was characterised by attempts to find a way forward with a variety of projects. The South Operational Entity was rapidly being disbanded and local departments were coming under the direct control of the central departments based in Durban. The resultant staff transfers and new reporting structures created much uncertainty amongst the community members and council officials alike. This year the services were being standardised according to eThekweni Municipality standards. On waste issues waste collection was changed from twice a week to one day a week and the day of service changed. In general WAG was struggling to find out the level of services to expect from the council. In effect the first component of the CCS (standards) was in a state of flux and causing a ripple effect on the whole waste management structure of the community.

Two guest speakers from the council came to the meetings. WH, the DSW Operations Manager, spoke on DSW services which improved the understanding of waste services. WJ gave a talk on the iTrump project for central Durban. At this stage the DSW Education Officer compiled what became known as the 'Minimum Standards Document'. This outlined the responsibilities of various departments and what services residents could expect. Contact names and telephone numbers were included. The Upper South Coast Conservancy started an alien plant removal project and the greening of the village entrance. BP sponsorship was obtained.

The Zero Tolerance Campaign was expanded beyond the role of security. Inspiration was taken from the American 'Broken Window' concept and the 'Front Porch Alliance'. Issues such as littering, urinating in public and dumping were given priority.

The Anti-Toll Project was raised for the first time. This was in support of a campaign against the tolling of the local N2 road as part of a mining project in the Transkei. Although WAG was not the lead organisation on this issue, it lent its support in opposition to the toll road.

The key reflections of 2003 are:

- The major restructuring of the eThekweni Municipality caused much confusion, complaints and a drop in service delivery. This is an indicator of the importance of adequate by-laws being in place for effective waste management to take place. This concurs with the fundamental principles of the CCS.
- The introduction of the Minimum Standards Document was a significant step to community education. It assisted in creating realistic expectations from the council amongst members of the public.
- The number of projects attempted was significantly less this year. An indication that the WAG committee was becoming more focussed in the projects it attempted.



#### 4.3.4.5 The Year 2004

The year 2004 focussed more on specific projects, a number of them being waste and beautification related. DSW started upgrading their garden refuse sites to meet the city's standards. An important public education program was undertaken in tandem with this upgrade. Recycling drop-off points were introduced at the sites. The issue of dumping, especially builder's rubble, was raised by WAG members. The area between the formal suburb of Warner Beach and the semi-rural area of Lovu had long been a problem area for dumping. On investigation by DSW it was found that the nearest formal dumping site for rubble was about 30km away in Chatsworth. This was identified as the primary cause of the dumping of builder's rubble. Residents doing small building jobs had nowhere to dump their rubble and did not know of the Chatsworth site. DSW placed containers specifically for rubble at the garden refuse sites. Publicity was given to this through the South Coast Sun and a 'knock and drop' of pamphlets in the area. Official 'NO DUMPING' signs were placed at strategic points. Small posters were placed at pay points in hardware shops informing residents on the dumping facilities available. This campaign was further refined in 2006 when the building plans department agreed attach a letter from DSW giving the details for dumping building rubble facilities. The problem eased considerably in a short time due to the education program and the upgrading of facilities.

Another issue that was to continue for some time regarded the cutting of verges. When grass verges were cut a lot of litter was exposed. The litter was not picked up by Parks because they believed that it was not their function, but rather that of DSW. DSW, however, were not told where Parks were cutting so the litter was left unpicked. After much mediation it was agreed that Parks would inform DSW where they would be cutting. The situation met with varying degrees of success. This is an example of how bureaucracy can impede service delivery and cause frustration in the community.

The issue of illegal street posters was seen as a problem in the area. All posters were supposed to have council approval and this would be indicated by a sticker. WAG was concerned that these posters were spoiling the area. A WAG member, Peter Stephenson, pursued the issue. The Upper South Coast Conservancy, which was allied to WAG, obtained permission to become the official vendor of the council to remove illegal posters.

WAG assisted the town planning consultants in public participation regarding the future of Warner Beach.

The key reflections of 2004 are:

- The lack of building dumping facilities for builder's rubble highlighted the need for correct facilities when addressing waste issues. This case demonstrates how the components of the Clean Community System are key indicators for effective waste management. The lack of standard by-laws and adequate facilities in the Warner

Beach area impeded service delivery and hampered education and enforcement programs.

- The issue of the grass cutting and the picking of the exposed litter demonstrates how bureaucracy can impede service delivery. The issue at hand here is the need to cut red tape.
- The manner in which WAG addressed the issue of illegal signage showed how creatively an issue can be resolved to the benefit of all parties.

#### **4.3.4.6 The Year 2005**

In summary there was not much new activity in 2005. At the first meeting a discussion took place as to whether WAG should continue. It was felt that was worth continuing. There was a lack of confidence that the town planning proposals would actually come to fruition. There were various ideas that were discussed such as the need for a buy back centre, the painting of the bridge under the freeway and concerns about the tatty appearance of second hand shops.

Key reflections for 2005 are:

- There were very few new ideas and limited outcomes.
- It was becoming a talk shop around various issues. The approach evolved more towards getting the council to fix problems.
- The plans by the consultants generated a great deal of enthusiasm but doubt persisted that anything would come of these plans.
- The job seeker issue, which had been a bone of contention since the start of WAG, once again came to the fore. Working with a local NGO, AMCUP, was mooted. However, a partnership did not come into being.
- The links with the SAPS strengthened with the new idea of Sector Policing coming into action. An SAPS representative briefed WAG and there was regular representation on the CPF. This was a positive move towards crime prevention in the community.
- Attendance had settled to a group of seven residents who had been on the committee for some time. At times frustration was expressed that progress was slow.
- Looking back, it can be seen that WAG's concern involved long term projects. The taxi rank, mooted in 2005, was completed in 2008. The town planning proposals, the first round of which was started in 2005, only seriously gained momentum in 2008.
- Projects which did not make much progress were the job seekers and the state of the second hand shops.

#### **4.3.4.7 The Year 2006**

The activity of WAG increased during 2006. A couple of new members joined and this improved input. New activities included the idea of the Neat Street and a new outdoor classroom was established at Tecoma Pre-Primary. At the end of the year 20 projects were evaluated, many of which had made progress.

Key reflections for 2006 are:

- There were a number of projects that were maintained on an ongoing basis. The new council dispensation was becoming established and channels of communication with various officials had been established so it was relatively easy to address what would have been a difficult process in previous years.
- In retrospect, a number of ideas were mooted in 2006 started taking root a year or two later. The 'Neat Street' idea mooted by WK became more accepted during 2008. The flyers used for dumping became generic in many projects in the city.

#### **4.3.4.8 The Year 2007**

WAG met regularly during 2007 but little was produced in the way of results. Much of the discussion centred around issues such as road maintenance, verge cutting etc One function held was on Arbor Day when an avenue of trees was planted along the road near the turn off 137 entrance. A public meeting in the town hall where the Premier of Kwa Zulu Natal spoke attracted interest. The murder of a prominent resident generated much interest and resulted in the formation of the CCPO, a local security organisation. In many of these initiatives WAG was on the wings.

Key reflections for 2007 are:

- A few new members came who tended to be talkers rather than doers and expected the council to do all the work.
- Many of the previous concerns were resolved so some of the initial momentum that started WAG had been lost.
- Some council initiatives were happening at a macro level and WAG input was not needed at this stage.

#### **4.3.4.9 Post 2007**

After the window period of 2007 WAG continued to function. The group facilitated the public participation process of the new town planning scheme. The construction of the upgrade started in April 2010. This promised upgrade provided motivation for members to continue the work of WAG. Projects included the beautification of neglected areas and the improvement of private properties in the light of the Warner Beach upgrade. Many of the long term projects continued.

#### **4.3.4.10 Reflections on the Historical Profile of WAG**

- WAG continued to function throughout the window period and gained a great deal of credibility in the community.
- After the departure of the founder of WAG, WA, for Australia there was a lapse in its performance. The writer, as facilitator, had to intervene until a new core group had settled in to place.

- Whilst a core group consistently attended meetings, a number of people joined for a short time and seemed to lose interest.

### **4.3.5 Project Profile**

This is an analysis of the significant projects undertaken by the Warners Action Group (WAG). The projects are the interventions undertaken by WAG to address issues identified in terms of the aims of the group.

#### **4.3.5.1 Subway at Ellcock Rd**

This was one of WAG's first successful projects and continued to some extent through the period under study. The area in question is relatively small. It linked the main road and CBD of Warner Beach with Ellcock Road and the beach via a pedestrian subway under the railway line.

The area was chosen as a WAG project for a number of reasons. Ellcock Road is home to a number of Bed and Breakfast and backpackers establishments and patrons of these establishments had to walk through this subway in order to get to the local shopping centre. The subway and adjacent area had become a haven for undesirable elements in the community with drug dealing, urinating and loitering being a major problem. It was unpleasant for locals and tourists to pass through this area. The public toilets between the subway and the beach were also neglected and added to the problem.

WAG decided to clean up as its project. There two broad areas of concern involved the appearance and security issues in the tunnel.

The key person who attended to the security issues was WL who lived in a flat looking directly on to the tunnel. A persistent woman with a 'no-nonsense approach' monitored the activities on an almost 24 hour basis and called the police and generally put pressure on everyone to intervene. In a short while the undesirable elements had moved on. A security guard was placed at the toilets and this helped the situation.

The appearance of the subway became a fine example of a community project. WAG decided to paint the subway. Formal permission was difficult to obtain but eventually the project went ahead as there were no official objections. Sponsorship was obtained from various sources. Volunteers scrubbed the walls and a local high school painted murals on the walls. Paint and brushes were supplied by various local hardware stores, meals and refreshments were provided by two local take away stores and the learners who painted were accommodated at the local backpackers. Videos for evening entertainment were given by the local video shop. The outline of the murals were drawn free of charge by a local artist. An arrangement was made with the beach department that the attendant of the nearby toilets would wash the subway every week. The garden service which maintained the adjacent flats agreed to mow the grass verge leading to the subway.

The result was that the subway was attractive, clean and bright. Comment from all quarters was most positive. This area was monitored by WAG for the next seven years. The consensus is that the area has never degenerated to the same extent again. The original paint work had become faded and the tunnel was repainted in 2008. From all accounts this was a very successful project.

Key reflections of this project are:

- It was successful because it addressed a specific need that was identified in the community. This is in line with key principles of the Clean Community System.
- There was extensive buy in from the community because the sponsors identified with the perceived need.
- The project leaders had the capacity to undertake the project.
- The project provided a high profile track record for WAG which enabled the Group to undertake other projects.
- This project was WAG's first success and it had a motivating effect on members of WAG to continue their work.

#### **4.3.5.2 Adopt a Spot**

This is a generic programme of the DSW Education Section with co-operation of the Parks Department. The adoptee adopts a spot and undertakes to keep it clean and in some cases beautify it. Adopt a Spot was one of the first programmes implemented in the Warner Beach area in 2001. It was not done in a big way but rather on a selective basis.

There were four key adopted sites in the Warner Beach area. These sites had a significant impact on the community.

Full House Furnishers (since closed) adopted a spot across the road from the shop. They cleared an area which enhanced views of the sea from the shop. It had an unexpected spin off. The neighbouring businesses started clearing their frontages as well. In a few weeks about two hundred metres of unkempt bush was removed revealing an attractive street with magnificent sea views. The clearing of the bush stopped litter becoming entangled in the bush. The shop keepers along the cleared frontage felt that the security on this stretch of road had improved as criminals had lost their bush hiding place.

St Winifred's Methodist Church adopted Morton Lane which gave a beautiful appearance to the entrance to the church. Security was also improved with the clearing of the bush.

Warner Beach Senior Primary School adopted a bank fronting on the main rd Kingsway. This bank had previously been infested with alien plants.

Tecoma Pre-Primary School is tucked away from the main street and is not easy to find. By adopting the turn off to their road, Tecoma managed to raise its profile and beautify what was previously a drab area.

Key reflections of the Adopt a Spot programme in the WAG area:

- The four key sites were well maintained and had a significant impact on beautifying and keeping the area litter free.
- By using the programme selectively, the adopted areas gained maximum exposure for both the adoptees and the programme, thereby creating a win-win situation.
- There were spin offs where some sites were maintained but the adoptees elected not to have boards erected as they felt that the boards were unattractive. Another gentleman now maintains a bench at a view site in memory of his mother in law who loved that spot.
- Over the years there were a number of approaches to adopt spots that did not come to fruition. The recommendation is that the adoptees should be checked out thoroughly before the application is accepted.
- In summary, the Adopt a Spot programme is of value if it is undertaken by adoptees who are prepared to manage their site for a sustained period.

#### **4.3.5.3 Beach Programme**

Warner Beach has a long stretch of pristine beaches from Doonside to the Illovo River Mouth. This area can best be described as the defining feature of the area. Besides being the key economic generator of the area, it is essential to the social fabric of the community. Fishing, surfing, swimming and lifesaving are important activities with a number of social clubs giving organisation and structure to these activities. Informal activities such as walking or relaxing are important as well. Therefore, it is essential that the environmental quality of the beaches is maintained.

During 2001 and 2002 there was some uncertainty as to the management of the beaches. The responsibility eventually moved from the Cleansing and Solid waste Department of the South Operational Entity to the eThekweni Municipality Parks, Leisure and Cemeteries Department. During this period issues such as maintenance budgets, staffing and infrastructural development were uncertain and standards slipped. Once the eThekweni Municipality's structures became established, the standard of service delivery improved markedly.

Much of the attention of WAG was focussed on Winklespruit Beach. Here the infrastructure was found in particular to be lacking. The facilities such as toilets were old. Lighting was a problem at night and this led to undesirable activities. The beaches got dirty and there was evidence of dumping near the car park. The rocks on which the pool was situated were constantly littered with broken glass, cigarette butts, fishing refuse etc. lying in between the rocks. The filtration equipment for the pool was old and broke down continually. This was first reported in 2001 and because it had not been handed over to the eThekweni Municipality, it was only properly repaired in 2005. This

was only because of much pressure from WAG. The re-opening was celebrated by WAG with a small function to celebrate the victory.

The performance of the cleaning staff varied a great deal. Two cleaners in particular were noted by WAG. WM worked hard to keep the pool clean even when it broke down on a regular basis. He was featured in the South Coast Sun for his efforts. WN was quite a revelation. She took control of the cleaners and enforced performance. She also exercised strict discipline over the informal traders, ensuring that they cleaned up after they had finished their day's work. She also took car registration numbers of people who were dumping illegally. In time a full time lifesaver was appointed to the beach. Contact was also made with the Winkle Lifesaving Club.

One controversial project was the poverty alleviation programme in which a team of beach cleaners was hired to clean the beaches in the Winklespruit, Warner Beach area. This was contracted out to a company that exercised very little control. The cleaners spent hours chatting and hanging around the Ellcock Rd toilets. The local residents became angry at the waste of money. The government official who was responsible for these projects objected to local residents complaining. Unfortunately the beach staff were blamed as these workers wore the same colour uniform. The whole exercise proved to be a bad example of how an initiative with worthwhile intentions can go wrong.

The infrastructure also came to the attention of WAG. Because of WAG pressure, the parking area was resurfaced and lines were repainted. The street lights were replaced and repositioned. The end result of these efforts was a much more attractive beach area. Each item was addressed to the correct department with a specific request.

The huge tides of March 2005 caused much damage to Winklespruit Beach in particular. The pipes and cables to the pool were washed away and damage to the beach area was significant. The council did make funds available to have the damage repaired quite speedily.

Key reflections of the beach programmes are:

- Focal areas such as a beach are of critical importance to a community. Such areas should be identified and receive special attention. This is an example of Asset Based Community Development in practice.
- The maintenance of infrastructure and the cleaning of the area are of importance to a community.
- The recognition of workers who work well is an effective tool for motivation.
- Community pressure can be effective. Complaints should be specific and addressed to the correct department.

#### **4.3.5.4 Special Days**

Special days are commemorated to mark special events. In environmental terms, these special days are held to highlight a particular environmental issue. A useful guide 'A Year of Special Days' is published annually by Sharenet (A subsidiary of the Wildlife and Environment Society of South Africa) lists these events. This has allowed for adequate planning and gives structure to projects. Special days commemorated by WAG that were of special significance included:

- In 1991, in conjunction with the Kingsburgh Centre, a major clean up was held involving 200 children from various schools. It did much to highlight the litter issue and forged a strong partnership between Kingsburgh Centre, council departments and WAG.
- Arbor Days in various years proved successful.

Key reflections regarding special days are:

- They provided a vehicle for highlighting particular issues in a community.
- They encouraged participation by WAG members.
- They maintained the profile of WAG in the community.

#### **4.3.5.5 Security**

Security issues were a regular topic at most WAG meetings. Although the essential focus of WAG is environmental, concerns regarding crime became part of the discourse in the community and addressing crime was viewed by the community as a critical issue. Many initiatives were tried independently of WAG. There was a serious attempt for the area to be declared an Urban Improvement Precinct. The Zero Tolerance campaign also had a limited effect. Two moves were the most effective. Firstly, a member of WAG became the official representative on the Amanzimtoti Police Station's Community Policing Forum. Secondly, an SAPS officer was appointed sector commander for Warner Beach and started attending WAG meetings. Both initiatives brought WAG into the loop of crime prevention strategies in the community.

In July 2006 the CPF suggested that WAG become a sub-committee of the CPF. This would have meant that WAG would have to expand its area of focus. After much discussion it was decided that WAG would not become a sub-committee of the CPF but would retain its representation on the forum. This was a significant decision. Firstly, it would have meant changing WAG's primary focus from community improvement to crime prevention. Secondly, it was not certain that WAG had the capacity to deal with a larger focus area. There was an essential conflict that had to be resolved. The SAPS saw WAG as a vehicle to achieve their own aims whilst WAG saw crime issues as only one of their concerns. By becoming a formal CPF sub-committee much of WAG's work would be lost. Once WAG had made its position known the working relationship with the SAPS improved markedly.



The notion that 'crime and grime go together' was used by WAG. The policy was that a clean and attractive environment had a positive effect on crime related issues.

Key reflections regarding security are:

- By linking with formal structures such as the SAPS and CPF enabled WAG to have better input into crime initiatives in the broader context. At the same time information gleaned from these structures enabled WAG to make more informed decisions on such matters.
- Sector policing can be effective in building up a network.
- The need for a community group to stay faithful to its aims is important. Attempts to make WAG a sub-committee of the CPF demonstrated how an organisation may use another organisation for their particular purposes. This is in effect a 'hijack' attempt and is not uncommon.
- The understanding of the distinction between SAPS and Metro Police competencies is important.

#### **4.3.5.6 Schools**

There is one school in the Warner Beach area with two high schools and three primary schools in the surrounding area. These schools have been supportive of WAG initiatives over the years without taking a leading role in its activities. The support has mainly been the participation in special functions and providing venues for meetings. The local pre-primary school, Tecoma Pre-Primary established an outdoor classroom on its campus. It has proved to be a popular venue for outdoor classroom activities. Teacher's Workshops were held there and a number of classes visited the classroom from other schools.

Key reflections from school participation:

- Validation from school management gives credibility to community initiatives.
- Expectations of school support must be realistic. Schools come under a lot of pressure to participate in a number of community projects. When schools are asked to participate, the request should be specific and have some benefit to the school.

#### **4.3.5.7 Skateboard Rink**

This is a project that failed to materialise. During 2001 and 2002 skateboarding was very much in vogue with teenagers who frequented the streets playing on skateboards. This was perceived to be a traffic hazard. A number of attempts were made to establish a rink for skateboarders in the area as it was felt that it would 'keep the youth off the streets'. None of these came to fruition. Enthusiasm waned for the project and the number of skateboarders declined.

Key reflections on the skateboarding issue:

- Not all projects are successful.
- Skateboarding, although always fairly popular, was only a mass activity for a short period of time. The problem itself went away as its popularity declined. The lesson is that effort should not be wasted on issues that are likely to be of a temporary nature.

#### **4.3.5.8 Alien Plant Eradication/ Conservancy**

The Upper South Coast Conservancy was a direct spin off from WAG. It was formed by a WAG member, WO, with a focus on removing alien plant vegetation. The initiative was modelled on the Kloof Conservancy in the outer west of Durban. Sponsorship was obtained from BP petrol. A sign was erected and the funds raised were used to remove alien vegetation from Kingsway, the main road running through Warner Beach. A large bank at the entrance to the suburb had a large concrete sign on the bank noting 'Warner Beach'. This sign has been there for many years (the author remembers it from the 1960s). It had fallen into disrepair and was renovated by WAG and the conservancy.

An unusual fund raising project was undertaken by the Conservancy with the blessing of WAG. Illegal signage was a problem in Warner Beach/ Amanzimtoti area. The enforcement of by-laws relating to illegal signage was weak and there was a proliferation of signs throughout the area causing much eye pollution in the community. On investigation it was found that enforcement was a problem in the outlying areas due to staff shortages. WO pursued the issue. The result was that the Upper South Coast Conservancy was appointed the official remover of signs in the Warner Beach/ Amanzimtoti area. For each sign removed the conservancy was paid R6. The funds raised were used for conservancy and WAG projects. It took some time to obtain council approval but it was a worthwhile exercise. It raised funds for a year or two during 2005 and 2006. The funds raised dwindled as illegal erectors became aware of this by-law and felt the impact of this enforcement.

Key reflections of the conservancy and illegal signage initiatives:

- Projects that develop from the initial group should be encouraged. The key factor is that the Upper South Coast Conservancy had a clear focus of alien plant removal. By working in close co-operation with WAG, the two groups complemented each other. WAG maintained its own focus and saw the work of the Upper South Coast Conservancy as addressing part of its aims. There was no jealousy between the groups.
- The fund raising initiative of collecting illegal signage demonstrated the possibilities created by 'thinking out of the box'. This was a typical 'win-win' situation whereby the aims of WAG, the Upper South Coast Conservancy and the signage department of the eThekweni Municipality were achieved by creative thinking.

#### **4.3.5.9 Job Seekers**

The issue of the job seekers congregating in Kingsway at the Hawthorne Rd intersection was discussed at, at least ten WAG meetings. The issue was one of the

issues that led to the founding of WAG in 2001. The issue is that a large number of job seekers congregate at the site every morning in the hope of securing a casual job for the day. The numbers can be anything up to 50 on a given day. The site where they congregate is in the CBD opposite a number of convenience stores. A number of issues and perceptions arose from the job seeker's presence. These included concern for the unemployed, security, littering and the possibility of criminal elements hanging out amongst the innocent. The proximity of the job seekers site is very close to the Ellcock Rd tunnel as mentioned in 4.3.5.1. The job seekers became implicated in the problems of the tunnel. Many of the accusations were not founded on fact but were hard to dispute as the issue became part of the local folklore.

Some serious efforts were made to resolve the problem. The police made a serious attempt to weed out criminal elements from the genuine job seekers. This was largely successful. Another attempt was made to move the job seekers to another site. The fundamental problem was that the people offering work still came to the original site to collect workers for the day. It proved an impossible task to get the employers to go elsewhere and so resolving the site issue became a twofold problem.

Contact was with labour brokers, a Cape Town based organisation called 'Men at the Side of the Road' and a local organisation called AMCUP. All had lofty ideals but the actual implementation failed. By 2008 nothing concrete had been achieved. The one positive aspect is that local residents appeared to become less concerned about the issue.

Key reflections on the job seeker issue are:

- There was minimal progress on the issue from 2001 to 2007.
- The difficulty of changing local habits is highlighted by the issue.

#### **4.3.5.10 Warners Village**

This project developed as an attempt to create an identity for Warner Beach. At this time (2001) neighbouring Amanzimtoti had a high profile and Warner Beach was perceived to be of secondary importance.

Community pride in Warner Beach grew steadily during the window period as a result of WAG's beautification projects. This was further improved with the Warner Beach upgrade which started in 2010.

Key reflections on the Warners Village project are:

- The original plans for the project failed but the objectives of the project were achieved through other projects.
- The self-perception of the Warner Beach community was enhanced through a number of projects involving beautification and upliftment.

#### **4.3.5.11 Visits by Council Officials**

On a regular basis WAG invited management officials from various council departments to address the group. The officials included WP – Manager of Community Services for the South Operational Entity, WH – Manager of DSW, WR of Informal Trade, WS and WT of Health Department and MU, the Beach Manager. The officials were asked to explain the services provided by their respective departments. A discussion would follow and the official would be asked how they saw the role which community groups such as WAG could play in support of their department.

Key reflections on visits by council officials are:

- WAG members developed a greater understanding of council procedures by meeting council officials.
- Lines of communication were established between council officials and the community.
- Expectations of the community became more realistic.
- A number of officials were distinctly nervous on arrival, expecting an aggressive attitude from the WAG members. When the tone was found to be civil and friendly, attitudes changed and a foundation for future co-operation was developed.
- On balance this exercise proved to be of mutual benefit to both WAG and council officials.

#### **4.3.5.12 New Regional Shopping Centre**

Although not of critical importance this issue should be noted as much time was spent on the issue. Essentially, three developers were in the running to build a huge regional shopping centre in the area. There was much debate. In the end the Arbour Town project in Umbogintwini prevailed and was set to open in November 2008. The neighbouring Galleria project opened in November 2009. The impact on Warner Beach was not great as the businesses in Warner Beach had a different profile to those in the shopping centre.

#### **4.3.5.13 Addressing the Illegal Dumping Issue**

The issue of dumping raised its head from time to time. A strip of land between the formal suburb and the informal/ semi-rural area became an area of major dumping. Much of it was builder's rubble. Upon investigation it was discovered that there were no facilities for dumping rubble in the South Operational Entity. The nearest facility was in Chatsworth some 30km away. DSW responded by putting in skips for builder's rubble at two garden refuse sites. A budget was set aside to clear dumping. The educational intervention was to place signs at all till points at hardware stores in the area. No Dumping signs and flyers personalised to particular streets where dumping was bad were also introduced. The effect was that there was a definite improvement in the dumping in the area.

A DSW Law Enforcement Officer was appointed on 1 July 2009. This was the first attempt to seriously focus on the enforcement component of the CCS. By July 2010 a number of culprits had been fined and there was a marked improvement in certain areas.

Key reflections regarding dumping are:

- It highlighted the tenet of Clean Community System regarding facilities. The dumping of builder's rubble in particular was a problem because there were no facilities for dumping in the area. This was emphasised because of the improvement in the dumping situation after the facilities were introduced.
- The intervention of flyers also had an impact. Comments and queries came to the office after they were introduced.
- 'No Dumping' billboards are also read. The DSW office numbers changed and there were a number of complaints that the numbers were incorrect on old boards.
- Enforcement was a problem as dumping frequently occurred after hours.
- The improvement in the situation after the appointment of a DSW Law Enforcement Officer is an indication of the relevance of the enforcement component of the CCS.

#### **4.3.6 Personalities**

A number of people contributed to WAG over the years. The following are people whose contribution can be considered of exceptional value.

- WA can be considered the founder of WAG. Her contribution to WAG was extensive. She chaired WAG until her emigration to Australia in 2005. At the time of writing she maintains contact with WAG.
- Inspector WE was a member of the SAPS stationed at Amanzimtoti Police Station. WA (2008 interview) credits his suggestion that she galvanise community action as being the initial impetus for starting WAG.
- WO is a local businessman who is also involved in the local Methodist Church. He became involved WAG in 2001 and quickly became one of its mainstays. WO is a man of action who likes quick results. His particular contribution was to focus on the entrance to Warner Beach and the Upper South Coast Conservancy was started on his initiative.
- Guy Caws, the researcher, is the facilitator from the DSW Education Section who has been involved with WAG from its early days.
- WL was largely responsible for the success of one of WAG's early projects, that of the King Kars tunnel. Known locally as the 'Eye in the Sky', she monitored the activities in the tunnel and led the campaign for its clean up.
- WC is a retired local resident who is very involved in civic affairs. He belongs to many organisations and is the WAG representative on the Community Police Forum. His expertise in civic affairs has had a great impact on WAG.
- WB is a quiet member of WAG who has worked very hard to ensure the success of many projects. She is a member of the Methodist Church.

- WG is a retired teacher who is one of the great icons of the community. She leads certain projects and is a member of the Anglican Church and a prominent Lion. Her support of WAG has added much credibility to WAG.

### **4.3.7 Interviews with key players of WAG**

At the time of writing WAG had been in existence for nine years. A number of personalities, who had had been involved with WAG for a considerable time, were still able to be contacted. This section deals with their views as expressed in an interview or a written response to a questionnaire.

#### **4.3.7.1 Interviews with volunteers**

In order to gauge the attitudes of WAG members on the performance of WAG the following questions were put to four long standing members of WAG who formed the core group of WAG since its inception. Three were interviewed and one responded in writing.

1. Since your involvement with WAG do you feel better empowered to deal with an issue on your own?
  - All respondents answered 'yes' to this question.
  - WG: 'I now have a better understanding of services and channels in dealing with issues.' This thought was echoed by all respondents.
  - Respondents agreed that they have a better understanding of council matters.
  - WB: 'I [now] have no compunction to get on the phone to address an issue.'
  - WAG is seen as a platform to get things done in the community.
2. Do you have a better knowledge of your rights as a resident in terms of dealing with council related issues?
  - All answered yes.
  - WG: 'Largely because of WAG'
  - WO: 'World Cup has shown that things can get done'.
  - The establishment of regional centres and the easy access to council telephone numbers have helped as well.
3. Do you have a greater understanding of waste issues such as littering, collection etc?
  - WG: 'Now see the bigger picture of waste including knowledge of recycling and about landfills'.
  - WB: 'Have always recycled. But more people now recycle.'

- WO agreed that he had learnt a lot but was unsure of the general public awareness.
  - WC: 'in particular about the problems encountered by Council to get residents to participate in waste collection and the reduction of littering.'
4. Do you think that WAG has fostered better relations between the residents and council officials?
- Three respondents agreed. One felt that it was hard to tell.
  - WG: 'By approaching the right people they are more amenable.' She cited certain officials.
  - WO feels that he has a better understanding of council officials and their challenges, particularly with labour issues.
  - WC felt that the impact of WAG is 'miniscule' in relation to what is needed in reality. Suggests that more WAG type projects are needed.
5. What are the successes that you feel that WAG has had?
- Generally all respondents expressed the view that the biggest impact has been an accumulation of addressing 'everyday things' which have contributed to the improvement of Warner Beach. This was in contrast to huge high profile projects. Some examples of these 'everyday things' mentioned were the maintenance of street lights, the signage project, Winkle Beach Pool upgrade, tree planting and the tunnel clean up.
  - Respondents believed that WAG has raised the status and profile of Warner Beach and the awareness created has placed Warner Beach higher on the agenda in council considerations.
  - WAG has credibility and is a good starting point to deal with issues. The community are conscious that people are working for them.
  - All believe that WAG activism over the years and its input into the community participation process has led to the council approving the R20 million upgrade of Warner Beach which started in April 2010. Some cautioned that WAG was not entirely responsible for this but agreed that its contribution was significant.
  - The improvement of verge cutting was noted as a success, although it was felt that WAG was not entirely responsible for this. (This point is confirmed by WD of the Parks Department later in this chapter.)
6. What are the disappointments that you feel that WAG has had?
- The difficulty in getting owners to improve the outward appearances of unkempt buildings in the CBD area was a common concern.
  - The failure to get second hand dealers to improve their shop displays. Wares are piled on the veranda, block the pavement and look untidy.

- Shoddy workmanship in earlier council projects such as the paving at the entrance to the village and the paving around the Winkle pool.
- No progress was made on the work seeker issue.
- One respondent felt that there was still too much dumping, littering and graffiti.

7. Did you at times wonder what you were doing and when you look back you actually achieved something?

- It is not clear that all respondents understood the question which was intended to corroborate David Korten's belief that community development by communities is actually a very disorderly process.
- A point made was that members become very excited and expectations are raised during the initial planning phase of a project. Then there is a lag while the finer details are worked out and administration procedures are followed. During this period the community see very little progress and become frustrated. However, when the project comes to fruition there is a great deal of satisfaction. That middle period (which of necessity can be an extended period) leads to community cynicism and frustration.
- One respondent noted his frustration that, for a period, WAG became involved in issues out of the initial mandated area and neglected Warner Beach issues.
- Generally the time that it takes for issues to be resolved is a source of frustration.

8. Significant quotes from volunteers:

- 'Two frustrated voices have a bigger impact than one'  
WB
- 'If you don't try, then you are as apathetic as everyone else'  
WB
- 'A vast improvement in the general appearance of the section of Warner Beach area concentrated on by WAG.'  
WO
- 'Without WAG Warner Beach will still be a 'sleepy hollow'.  
WO

#### **4.3.7.2 Council Officials**

With the major restructuring in local government during the period 2001 to 2010 there were only two council officials who worked with WAG during this entire period.

WV was the Area Cleansing Officer. He is a helpful person who enjoys working with the community. He expressed the view that WAG members are keen to help and 'don't go to the newspaper'.



The other official is WD, the Chief Horticulturist in charge of the Warner Beach area.

During the early years of WAG WD came in for much criticism over the poor performance of his department and his poor response to the public. WD was asked to respond to the questions below in writing regarding his relationship with WAG. He is an academic and his response is included below in full as it offers insight into the issue at hand.

The response is as follows:

From: WD

Re: Questionnaire

Date: 29/06/2010

As a Council Official:

1. Do you feel that you have a positive relationship with WAG members / residents at present?

Yes, I would characterize the relationship as one of constructive engagement.

2. Do you feel that your relationship with WAG/ residents has improved during the past five years?

Yes, there has been a marked improvement over the past five years. In the past a typical response from our side would have been: What are they moaning about now? But the relationship is now constructive, productive and cordial.

3. Have enquiries and complaints increased or decreased over the last five years? If so, to what extent?

Yes, there has been a dramatic decrease in the number of complaints. A primary reason for this is that the verge maintenance has been outsourced and the whole area now receives 7 verge maintenance cycles between September and May each year. The verge maintenance contract includes cutting, raking and removing. In the past there was always a lag before the cuttings were removed and this was a source of much unhappiness.

When residents phone to enquire about verge maintenance, we are able to tell them when the grass will be cut as per the contract. Residents generally understand when we tell them that we are following a cycle. Previously when verges were maintained by Municipal staff, 3 maintenance cycles between September and May each year was the

norm. Pressure from Wag, the local press and residents motivated us to request funding and outsource the verge maintenance.

It is difficult to give exact stats with regard to the decrease in complaints as the figures vary from month to month. I would estimate that the verge complaints have decreased by about 70% over the last 5 years. The approach from the public has changed and the phone calls are now generally polite and expectant rather than angry.

4. Has your capacity to deliver improved over the past five years?

Yes, the funding to outsource verge maintenance has improved the quantity and quality of work. Outsourcing has allowed the municipal staff to be concentrate on high profile tourist areas and pay attention to detail. Our image in the press has improved and relations with residents are much better.

5. How would you assess the impact of WAG in the Warner Beach community over the past five years?

It has been positive, and constructive

6. Has WAG been of assistance to you over the past five years?

Yes, we have developed a positive working relationship.

Key Reflections from interviews with WAG players are:

- All players regard the WAG initiative as being worthwhile.
- The key successes of WAG have been the ability to address a number of issues that are specific and on a relatively smaller scale. The cumulative effect of these smaller projects has resulted in a significant impact on the community as a whole.
- All respondents believed that they have a better understanding of local government issues through their involvement with WAG. This is of note because the respondents all have years of community involvement behind them.
- Active members of WAG believe that they have been empowered to address issues concerning the community.
- Both the Parks Horticulturist and the community members noted the improvement in the verge cutting service.
- The evidence suggests that WAG has been a catalyst in improving the relationship between council officials and members of the community.
- All respondents noted that they have learned a great deal about waste issues. This indicates that the DSW mandate to of waste management education has been achieved.

#### **4.3.7.3 Key Reflections in terms of the essential components of the Clean Community System:**

The facilitation of WAG by DSW was undertaken in terms of the Clean Community System. In order to determine the effectiveness of the CCS as a method of environmental education the key reflections of the WAG project are reviewed in terms of the components of the CCS. This provides an indication of the relevance of the CCS as a waste education method in South Africa and will highlight some guidelines for a training programme.

##### **A. Standards:**

- The laws and by-laws of Warner Beach are in place and provide a suitable framework for effective waste management practices.
- During the transition period from the Borough of Kingsburgh to its incorporation into the eThekweni Municipality there was some confusion as to which laws applied. This situation improved when the eThekweni Municipality became fully operational as a single entity.
- A lack of knowledge by the community on council services was perceived by WAG. This led to the 'Minimum Standards Document' project which outlined the services provided by the council. It had a positive effect on the community in terms of the understanding of the applicable by-laws. This proved a useful project in terms of a community education programme.

##### **B. Infrastructure:**

- This steadily improved since DSW standards were introduced to the Warner Beach area. Of special note was the upgrading of Garden Refuse site facilities which alleviated the severe dumping of garden refuse and builder's rubble in the area. Previously the facilities were poor and there was no provision for the removal of builder's rubble.
- There was also a significant partnership with the Parks Department. WAG undertook to enhance the entrance to the suburb. Parks supplied the plants from the nursery and operate their regular maintenance schedule whilst WAG provided special plants and decoration over and above what Parks could provide. This was in keeping with the 'minimum standards' policy outlined below. This partnership developed at local level and was not 'imposed' from a higher level.
- Often facilities, especially those which involve construction, take time to be completed. There is usually a 'quiet' period when the plans are being drawn up and tenders are called. People think that nothing is happening. Community members often get frustrated at the long wait between a project's initiation and its eventual completion.
- The engagement with council officials on specific projects such as the Winkle Pool, Strelitzia Hall and Parks services shows how a community can have input on a council related issue. The essential feature of these engagements is that the relationship between both parties was cordial.

- The building up of a working relationship between council officials and community members can be a mutually beneficial experience.
- Maintenance of key areas such as beaches are of cardinal importance to the success of a community.
- The assessment of the waste management infrastructure in terms of its adequacy should be included in a training programme on the CCS.

### **C. Education:**

- DSW had two education officers allocated to the greater Warner Beach area. One Education Officer is specifically allocated to Warner Beach. Their role is to facilitate community efforts in waste management education.
- WAG had an ongoing directory outlining which department is responsible for a particular competency. This was compiled by individual enquiry and visits by officials to WAG meetings. A contact list had been compiled of department officials and their responsibilities. This list was promoted in the community.
- A further project was to determine the responsibilities and the services that can be expected from a department. This was effective in creating realistic expectations in the community on what services could be expected from the council.
- The preceding project formed the basis for community education and the planning of projects. The purpose was to educate the community to understand council services.
- The effectiveness of this programme is borne out by the comments of Wendy Reddy, the receptionist who has received all the DSW complaints since 2000. Her comments were thus:

‘There has been a large drop in the number of complaints received in all depots compared to the year 2001. Over the years complaints have dropped drastically and currently it is low.’

‘Residents are much better informed now than 2001. The residents know which is the removal days and which bags to use. Most of the complaints received are for delivery of black bags or bags not removed on time. No major complaints received lately compared to 2001.’

(email response to question on 19 January 2010)

- The above points led to the policy of ‘minimum standards’. This meant that WAG would hold officials responsible for their responsibilities but, at the same time, WAG would design their projects in such a way that a project would enhance the services normally provided by the council.
- WAG also developed a strong network with local structures such as schools, Lions, churches, WESSA, the Community Police Forum and council officials. Many WAG projects were undertaken in collaboration with such organisations.
- The standing of WAG in the community grew to the point where WAG convened the public participation meetings for Warner Beach upgrade projects.

- It is important to note that the programmes chosen by WAG showed a mix between high profile, short term projects such as clean-ups and longer projects with a lower profile. Very often the higher profile projects sustain motivation while the slower, more effective projects are being undertaken. In terms of the 'Generations Framework' described by Korten in Chapter 3.4.3, this would indicate that projects from each generation be run concurrently with each other. This supports the view by Swart and Venter (Chapter 3.4.3) that Korten over emphasised the historical timeline aspect when describing his Generations Framework.
- One project can spin off to another. The planned programmes should be flexible enough to be adapted during their implementation phase. At the same time members should be on the lookout for new opportunities to arise. It is important that opportunities are seized when they become apparent.
- The creation of an identity and an 'icon' for the community will assist in developing a community program. Certain features are held dear by a community and an improvement in these features will have a very positive impact on groups' credibility. Sometimes disproportionately so. A WAG example would be the clean up of the King Kars Tunnel and the entrance to the suburb. This is compatible with Asset Based Community Development
- Activism on selected issues is important. WAG used activist tactics to gain attention on certain issues. A prime example was the demolition of the Strelitzia Hall. A strongly worded article in the South Coast Sun gained the attention of the authorities and the building was demolished.
- The use of special days is a good way to draw attention to a particular issues. For example, National Clean Up Week held in September is a suitable time to highlight issues such as littering and dumping.

#### **D. Enforcement:**

- This was initially a major issue between 2001 and 2005. During this period there was uncertainty as to which laws applied, the old 'Kingsburgh by-laws' or the new 'eThekweni by-laws'. To add to the confusion responsibility for enforcement changed with the restructuring of departments. This resulted in a lot of 'passing the buck' by council officials. WAG were effective activists in trying to clarify the issues for the community and holding officials responsible.
- There was a shortage of qualified enforcement officials in the area. A particular problem encountered by WAG is lack of performance by Health officials. This was partly alleviated in July 2009 with the appointment of a DSW Law Enforcement officer in the south.
- The understanding of the distinction between SAPS and Metro Police competencies is important. T
- he experience of WAG with regard to the enforcement of waste issues highlights the need clear policy of enforcement. This is compatible with the CCS.

#### **4.3.7.4 Reflections on WAG in terms of the Clean Community System**

- The activities of WAG are clearly community driven. This is entirely in keeping with the fundamental principles of the Clean Community System, Korten's Learning Process Approach and Asset-Based Community Development.
- The role of the DSW Education Officer was essentially that of facilitator, but because of his long standing personal commitment in the community of over 20 years, his role became blurred and his role was that of an integral part of the group. This could be both an advantage or disadvantage for the group, It took a conscious effort on the part of the writer to retain the role of facilitator in the group.
- The mixing of visible projects with lower profile, long term projects ensured that motivation had been maintained over an extended period.
- The concept of 'minimum standards' proved a powerful tool in determining the value of a project and ensured that WAG was not duplicating council responsibilities. It also has a function of ensuring council standards were maintained and in the medium term a sound relationship was built up between municipal officials and the community.
- Networking is a powerful tool.
- During the days of the transition from previous council structures to the eThekweni Municipality there was a period of uncertainty in terms of standards, facilities and enforcement. Whilst these components of the Clean Community System were in a state of flux, WAG and DSW Education had difficulty with its community education campaigns. This is a practical illustration of how the four components of the Clean Community System are interlinked.

#### **4.3.8 Logic Model of the WAG Case Study**

The work of the Warners Action Group (WAG) is now evaluated over the prescribed window period in terms of the Kellogg's Logic Model. As explained in Chapter 3 the model provides a streamlined view of the project whereby the linking of the problem statement with the activities, outputs, outcomes and impacts can be assessed. The window period of seven years is long enough to evaluate the project from its genesis to the impact stage.

#### **Clarifying Programme Theory**

##### **1. Problems or issues**

There was a perception in the community that the potential of Warner Beach was not being realised. There was also frustration that the services provided by the municipality were sub-standard. The issues highlighted referred particularly to services provided by the Waste, Roads and Parks Departments.

##### **2. Community Needs/Assets**

a) Needs:

- Regular verge maintenance, street sweeping, litter picking, potholes in the roads.
- Special features neglected.

b) Assets:

- Beautiful beaches.
- Unique shopping characteristics of CBD including frontage & buildings.
- Strong community identity.
- Community volunteers willing to make a contribution.

### 3. Desired result

a. Outputs:

- 8 identified sites to be improved.
- Bins installed in area.
- Improved service delivery from council i.r.o. waste management, verge cutting and road maintenance.
- Upgrading of Winkle Beach facilities.
- Environmental Education in Schools.
- Businesses to have waste contracts & support community programmes.
- Community Education programs for waste and recycling.

b. Outcomes:

- Short term:
  - Identified sites improve.
  - Council addresses specific issues identified by the community.
  - Co-operation between council officials and the community.
- Long term:
  - Enhanced services by the council.
  - Community participation in the development of Warner Beach

c. Impacts:

- Efficient council services.
- A more attractive Warner Beach lending itself to development.

### 4. Influential factors

- Community Residents – action/ support.

- Council Departments – service delivery.
- Support from DSW Education Section - advice.
- Institutions such as schools and businesses.
- Volunteer organizations such as WESSA, Lions and churches.
- Budgets - especially the council.
- Support from the media, especially the South Coast Sun newspaper, in terms of communication and attitude.

## **5. Strategies**

- Developing a partnership between residents and council officials.
- Community involvement in projects.
- Targeted projects within the capacity of WAG.

## **6. Assumptions**

- Council has the capacity to improve services.
- Community support.
- The Clean Community System will work.
- Budgets are limited.

## **7. Demonstrating the Programme's Progress**

### **7.1 Resources**

The following resources were needed in order to accomplish a set of activities planned with the short and long term outcomes and impacts in mind:

- Aim of WAG clearly established.
- Theoretical base in terms of the Clean Community System.
- Active committee members from the community.
- Support from the DSW Education Section in terms of expertise and administration.
- Publicity through the South Coast Sun newspaper.
- Support from many municipal officials.
- Large network within the community.

### **7.2 Activities**

The programme's activities designed in order to address the issues stated in the problem statement:

- Subway clean up
- Adopt a Spot
- Recognising Special Days



- Addressing security issues.
- Winkle Beach programme.
- Schools programmes
- Drawing up of 'Minimum Standards' document.
- Anti-Toll Project
- Recycling initiatives
- Verge cutting concerns.
- Business Concerns
- Council town planning initiatives.
- Conservancy/ Alien Plant programmes
- Job seekers initiative.
- Meetings with council officials.
- Strelitzia Hall problems.
- Illegal signage removal.
- Entrance to Warner Beach programme.
- Responses to dumping.

## **8. Program Evaluation Questions and Indicators**

### **Focus Areas**

#### **Activity**

- Activities to address the identified areas of concern.

#### **Sources for Evaluation**

- Documentation
- WAG members
- Council Officials

#### **Questions**

##### **A. Documentation**

1. The activities named above are evaluated in terms of the reports in the minutes of WAG meetings.

##### **B. WAG/ Community members**

1. Since your involvement with WAG do you feel better empowered to deal with an issue on your own?
2. Do you have a better knowledge of your rights as a resident in terms of dealing with council related issues?
3. Do you have a greater understanding of waste issues such as littering, dumping etc?

4. Do you think that WAG has fostered better relations between the residents and officials?
5. What are the successes that you feel that WAG has had?
6. What are the disappointments that you feel that WAG has had?
7. Did you wonder what you were doing and when you look back and find that you actually achieved something?

### C. Council Officials

1. Do you feel that you have a positive relationship with WAG members / residents at present?
2. Do you feel that your relationship with WAG/ residents has improved during the past five years?
3. Have enquiries and complaints increased or decreased over the last five years? If so, to what extent?
4. Has your capacity to deliver improved over the past five years?
5. How would you assess the impact of WAG in the Warner Beach community over the past five years?
6. Has WAG been of assistance to you over the past five years?

## 9. Evaluating the Application Process

The Kellogg's Logic Model offers the following well-known acronym as in evaluating the Outcomes and Impacts – SMART:

- Specific
- Measurable
- Action-Oriented
- Realistic
- Timed

The above mentioned guidelines were borne in mind during the evaluation process.

## 10. Programme Results

### 10.1 Outputs

Results that the planned activities produced

- Subway had reduced crime, generally much cleaner and less loitering.
- Adopt a Spot programme resulted in cleaner sites at various strategic points in the suburb.
- The provision of bins and lighting, together with the improvement of road surfacing and an overhaul of the swimming pool was achieved through the Winkle Beach project.
- Environmental education took place in three local schools through various initiatives.

- Minimum Standards Document of council services was compiled and made available.
- The Anti-Toll project got the support of WAG.
- Recycling centre established at DSW Garden Refuse Site.
- Extra bins were placed in the CBD.
- The verges along Kingsway received more cuts and a litter picking schedules increased.
- Evidence that some businesses in the CBD had made attempts to improve their shop frontages. Officials improved monitoring of by-laws. All businesses had waste contracts.
- WAG was consulted by planners of the town planning scheme for Warner Beach and assisted in convening the public participation meetings.
- Alien plants were removed from the bank below the school.
- Very little progress was evident with the Job Seekers Initiatives.
- WAG and local council officials co-operated on a number of community projects.
- Strelitzia Hall shell demolished largely through WAG pressure.
- Illegal signs removed on an ongoing basis.
- Entrance to Warner Beach is attractive.
- Dumping complaints are down.
- Provision for the dumping of building waste was introduced. WAG supported an education campaign.

## **10.2 Outcomes**

The outcomes determined the extent to which the desired changes occurred in a 1-3 and a 4-6 year time frame.

### **Short term**

- A number of sites are more attractive in the area.
- Greater understanding of council services by the community ie expectations of community were more realistic.
- Improvement of facilities in certain areas.
- WAG has been able to influence key decisions in the area as noted, for example, by the request by town planners to host public participation meetings and the request for comments by the South Coast Sun newspaper.
- The state of Winklespruit Beach was much improved in terms of bins, road surfaces and lighting.
- Relationship between WAG and local council officials much improved. This is demonstrated by officials approaching WAG for advice on their own initiative.

### **Long term**

- WAG had major input into the town planning scheme for Warner Beach and generated much community participation. The new developments began in 2010.

- Improvement of facilities in certain areas continued.
- All the short term outcomes were sustained over an extended period. The subway project had some lapses during this period.

### **10.3 Impact**

The impact that the abovementioned interventions have had over an 8 to 10 year period.

- Verge maintenance in the CBD. The main street of the CBD, Kingsway, was given priority status in terms of maintenance and has been well maintained on an ongoing basis for a sustained period.
- Verge maintenance in residential areas: In 2002 verges in residential areas were cut 3 times a year. These were increased to 5 cuts a year by 2007 and to 7 cuts by 2009. The exposed litter is now also collected.
- Services by the Cleansing & Solid Waste Department (DSW) were also brought up to the overall eThekweni standard. Services are consistent.
- A dedicated litter picker was assigned to the key area of the CBD and new litter bins were placed and serviced.
- Greater understanding of council services by the community. This is demonstrated by fewer residents making enquiries at the wrong department and queries being more realistic.
- A major upgrade of the Warner Beach area is taking place. The first phase, starting in 2009 will cost R20 million. City Architects acknowledged the input from WAG in the public participation process.

#### **4.3.9 Reflections on WAG**

The work of the Warners Action Group (WAG) was based on the principles of the Clean Community System (CCS). This stemmed from the long term facilitation and support from the DSW Education section. The Clean Community System provided a focus for the areas on which WAG could concentrate. The use of the four guiding principles (Standards, Infrastructure, Education and Enforcement) of the CCS provided a format on which the issues at hand could be addressed. The interventions and activities during the window period could all be seen in terms of one the guiding principles.

- The contribution of WAG in achieving its stated aim is demonstrated in terms of the Kellogg's Logic Model. The six bulleted items in the Impact section of the analysis can be traced through all stages of the logic model. In terms of the aim of WAG the Kellogg's Logic Model reveals that WAG has had significant success in achieving its original purpose.
- The case study of Warner Beach illustrates the potential for the Clean Community System as an effective method for waste management education in the South African context. The four guiding principles of the CCS enable the strengths and weaknesses of the waste situation to be highlighted. It also provides for

opportunities to be identified for further attention in achieving a sound integrated waste management system.

- The value of applying community development theories in environmental education has possibilities which are neglected at present and should be explored. One which comes to the fore in this case study is the concept of Asset Based Development (referred to in 3.4.1 of this study). WAG used this concept to good effect by focussing its activities on improving the assets of the suburb. The Learning Process Approach of David Korten (referred to in 3.4.2) was certainly manifested by WAG. There was certainly not a planned approach initially as there was no role model. Progress was made on what seemed to be an ad hoc basis which eventually took shape into a more streamlined approach. This is in line with Korten's writings. One weakness, on the personal reflection of the writer, is that he probably did not always strictly follow the role of facilitator and was often too much of an integral part of the committee.
- The fundamental purpose of the DSW Education Section is waste management education. This goal was achieved as all respondents reported a greater insight into waste issues since their involvement with WAG. In accordance with the recommendation of Bergdall in Chapter 3.4.1.1, the facilitator was always open as to the waste management aspect of the DSW Education Section of his facilitation.

#### **4.4 Case Study No 2: Sea View Conservation Group (SVCG)**

##### **4.4.1 Background**

The Sea View Conservation Group (SVCG) is situated in Sea View, a suburb some ten km south of the Durban CBD. Sea View is a relatively small suburb straddling the 'Old Main Line' and Sarnia Rd and is about three kilometres long. The community of Sea View is divided into two municipal wards – Wards 65 and 66. They meet at the Sarnia Rd/ Titren Rd intersection which is in the centre of the natural community. At the time of writing (2009) both councillors are long standing and belong to the Democratic Alliance party.

Sea View is a very old community with a history dating back to at least 1836, when it is recorded that the area was the home of the legendary 'white' Zulu chief, John Dunn (Bulpin 1954:165). There are many old buildings in the suburb, with about 46 listed buildings, particularly of the 'Union style' wood and iron buildings being a feature of the area. It has dense natural vegetation with open spaces in the valleys and large trees in the gardens.

Historically, Sea View was a 'white' area which could be considered middle to lower class residents. The local school was a dual medium English/ Afrikaans school which transformed into an English medium school during the 1990s. Today, Sea View is a diverse community in economic, ethnic and social terms.

#### **4.4.2 Formation**

The Sea View Conservation Group was formed at a meeting on 29<sup>th</sup> August 2001. A resident of Sea View, SA, read a brief article on the Keep Durban Beautiful Association in a local publication called 'The Grapevine'. She was concerned about the litter in Redhill Rd and phoned the KDBA office for assistance. The author took her call and arranged to meet her on 14 April 2001. The author actually met her son, SB, on Wednesday 14 August 2001 at 8h30. The meeting of the 29<sup>th</sup> August 2001 was agreed upon. The venue changed from WA's home to the Sea View Primary School and 22 people attended. Of the original 22, five were still in contact with the SVCG in 2009. The resolution of this meeting was to form a group to address issues in the area with a particular focus on the environment. The major concerns were littering and illegal dumping. These core initial concerns prompted the DSW Education Section to facilitate this group as the concerns were directly related to its mission.

#### **4.4.3 Aim of the Sea View Conservation Group (SVCG)**

One of the early projects of the Sea View Conservation Group (SVCG) was to write a Mission Statement and define its aims.

The preamble to the mission statement states that 'The Sea View Conservation Group is concerned about the whole of our living environment'.

The Mission Statement of the Sea View Conservation Group is:

'To create, develop and maintain a healthy, safe and attractive environment in which we live.

To achieve this we aim:

- To promote a clean environment.
- To conserve the natural environment.
- To preserve the built environment.'

(Minuted on 31 October 2002)

The window period for this study is from the formation of the Sea View Conservation Group in August 2001 until December 2007. At the time of writing (2009) the Group was still in existence and reference is made to later activities.

The Sea View Conservation Group's Mission Statement and defined set of aims formed a basis from which the group has functioned throughout its existence. It operates on limited resources. There is a bank account to finance the 'Litter Picker' project. Otherwise it has no other financial commitments. Other financial and administrative are met by the members on a voluntary basis or some limited support is sought.

#### **4.4.4 Historical Profile**

The historical profile was drawn up from a document search of the minutes and records of the SVCG. The purpose of tracking the SVCG from an historical perspective is to gain an insight into the life cycle of a community group. This will offer perspectives on the sustainability of a community based conservation group. The document search was discussed with SD, a long standing member of the SVCG and deemed as valid.

##### **4.4.4.1 The Year 2001**

The year 2001 is the year that the Sea View Conservation Group was formed. From an initial query by a resident the group was firmly established within six months.

The members of the group soon formed a team and identified areas of concern. The group was named and the first chairman and secretary were elected. The main concerns were the state of the vacant property at 107 Titren Rd, various properties in Marnevale Rd, the 'Red Hill Dip' and the maintenance of verges. Attempts were made to contact various officials with varying degrees of success. The determining of the broad policies of the council and the identification of responsible council officials was accomplished.

The SVCG saw the need to publicise their work and raise their profile in the community from the first meeting. There was a lack of a regular local community newspaper in the area. Sea View was on the border of the areas covered by the Southlands Sun and the Queensburgh News. The distribution of both papers in the area was unreliable. As this approach proved unsatisfactory a community newsletter was written by the group and distributed on a 'knock and drop' basis. The first such newsletter was published in November 2001.

Key reflections on 2001 were:

- The Sea View Conservation Group was community driven from the outset.
- Attempts to formalise the name and purpose of the group were initiated at an early stage.
- The role of the DSW Education Officer was essentially that of facilitator and advisor. This is 'ideal' in terms of the Clean Community System.
- Efforts to meet council officials and establish council policies on issues (such as grass cutting) were difficult to achieve. The officials proved friendly but rather vague on detail. The council itself was restructuring at the time.
- There were attempts to publicise the group from the outset. The newsletter was a significant step in the right direction. Community clean ups were effective in recruiting new volunteers.

#### **4.4.4.2 The Year 2002**

After a formation year the Sea View Conservation Group really got down to business in 2002 and a number of interventions that were introduced continued for years in the future.

A significant start to 2002 was the formation of a sub-committee to determine the Aims and Objectives of the Sea View Conservation Group. The final draft was agreed upon in October 2002. The DSW Education facilitator was not on this sub-committee and the final document was entirely produced by the members themselves.

Community Cleanups were a feature of 2002. They were held in February, April and August. They proved to have a number of benefits. The efforts had an immediate impact on improving the area. The sites chosen were highly visible in the community and had the effect of raising the public profile of the Sea View Conservation Group. New members were also recruited and the SVCG network increased.

From the outset the amount of litter in the Redhill Rd/ Sea View Rd area was a particular concern. A decision was made to employ a litter picker on a weekly basis (Thursdays) to cover designated roads in Sea View. A cursory check of the nature of the litter revealed that it consisted mainly of chip packets, sweet wrappers etc. The litter bags were supplied by DSW who also agreed to collect the bags. The payment was met by a number of residents in the area. The need to open a bank account and a simple accounting system of the funds raised was addressed. This project still continues at the time of writing (2010).

The publicity for the SVCG proved a challenge and the group had to use a number of means to maintain their profile in the community. The SVCG produced its own newsletter which was distributed in their local community from time to time. Another vehicle for publicity was through displays in Southway Mall on Saturday mornings. There were initiatives to produce a website of the group. It started well but fell into disuse and was discontinued.

The concern regarding the built heritage also received attention. A mini conference on the buildings of Sea View was held on 24 September 2002 to co-incide with Heritage Day. Various topics regarding architectural heritage and buildings were discussed. The minutes describe it as a 'great success'. The conference was successful in that it educated members of the community on the architectural heritage of Sea View. To date this knowledge had been confined to a few volunteers. Buildings of historical value were being monitored by members on a regular basis.

A number of minor items were handled on an ongoing basis throughout the year.

Key reflections on 2002 were:



- The aims, objectives and mission statement of the Sea View Conservation Group were determined and accepted by the Group.
- Employment of a litter picker on a weekly basis. This was done in conjunction with the Cleansing & Solid Waste Department. An example of how a community project can enhance or add value to standard council services.
- Serious attempts were made to get publicity through publishing a newsletter and a display at Southway Mall.
- A number of exercises aimed at litter reduction/ waste management took place.
- Built environment was addressed through the addressing issues at individual properties and a mini –conference.
- There was general confusion regarding the standards of council services in terms of service policy and identifying responsible officials.

#### **4.4.4.3 The Year 2003**

An important feature of 2003 was that the focus was given to the built environment. There are a large number of listed buildings in Sea View and there were a few members of the Sea View Conservation Group who had a particular interest in architectural heritage. They were strong on expertise with a qualified architect, an artist and town planners in their midst. They were members of the Architectural Heritage Association and had direct links to AMAFA KZN. The link resulted in the Sea View Conservation Group being consulted by AMAFA on a number of demolition permits in the area.

A record of the listed buildings in the area was compiled. Particular buildings which were referred to the SVCG by AMAFA were discussed. There were attempts to identify buildings in poor repair. Strategies were devised to address these issues.

The growth of interest in the built environment led to an interesting feature of the Sea View Conservation Group. They tended to view the local environment as a whole rather than the conventional focus on the natural environment only. The employment of the litter picker continued. The Rosburgh Triangle received special attention as it was at the entrance to the suburb. The link with Southway Mall was continued. There was frequent confusion as to which department was responsible for a particular competency. A cultural heritage walk of Sea View was held and proved successful.

Key reflections of 2003 were:

- The built environment came to the fore.
- Litter issues continued to be addressed.
- The Rosburgh Triangle Project indicated the attempts to address a designated area as a whole.
- There was much confusion as to which municipal officials were responsible for Sea View in their respective fields. This had continued since the inception of the group and resolution of the problem was difficult.

#### **4.4.4.4 The Year 2004**

The year 2004 cannot be described as particularly active. The minutes appear long on complaints and short on solutions. The problems reported included littering, barking dogs, traffic congestion and the Rossburgh Triangle. There appeared to be a lack of the previous momentum of the group. The Group appeared to be sustained by long standing projects such as the litter picker, Rossburgh Triangle and the interest in the built heritage. A tour of historical school buildings proved successful.

Key reflections of 2004 were:

- Very little activity took place.
- Long term projects sustained the Group.
- Faithful volunteers continued to attend meetings.
- During this period there was a huge emphasis on the built environment and the SVCG had neglected its aims of addressing natural environment issues.

#### **4.4.4.5 The Year 2005**

The year 2005 saw an increase in activity. The routine activities such as supporting the litter picker, Rossburgh Triangle and preserving the built heritage continued. A number of highlights, however, were added to the year's programme. These included the Arbor Day Art Competition held at the Southway Mall. The competition, which attracted over 400 entries, raised the Sea View Conservation Group's profile and generated much interest in the community. It proved to be the first in a series of annual art competitions, projects and promotions in collaboration with the Southway Mall management. The art competition also strengthened the relationship with local schools. A very successful tour of nearby Stainbank Castle was held. The issues concerning the responsibilities of the Parks Department were addressed. These included verge cutting and the improvement of George Codner Park.

Key Reflections of 2005 were:

- Ongoing long term projects continued.
- Special events, such as the Art Competition and the tour of Stainbank Castle, sustained interest in and raised the profile of the Sea View Conservation Group.
- The need to understand council services, particularly those of Parks, was emphasised.
- The return of activities other than those of the built environment revived the momentum of the group. This emphasises the point that the original aims and mission statement of the group played a fundamental role in maintaining its longevity.

#### **4.4.4.6 The Year 2006**

2006 was another fairly active year for the group. The routine activities were sustained through the year. Two high profile activities held were the Art Competition and a Clean up of the Titren Rd/ Sarnia Rd intersections. The focus of the group during this period was clearly on the built environment. AMAFA, the provincial body which controls the maintenance of buildings, used the Sea View Conservation Group as an advisory panel for issues of listed buildings in the area. Such issues included demolitions and alterations to listed buildings. The focus on the built environment, however, was not necessarily to the detriment of the other aims of the group. There was a more balanced perspective on the activities of the group. A successful meeting was held with councillors from all three wards covering the suburb. They were briefed on all issues pertaining to the group.

Key Reflections of 2006 were:

- Ongoing long term projects continued.
- Special events, proved to be the highlights of the year.
- The value of the Sea View Conservation Group was highlighted by the recognition afforded by AMAFA.

#### **4.4.4.7 The Year 2007**

The ongoing programmes continued through 2007. Liaison with the Parks dept continued with a visit from the area manager. Trucking issues and illegal land use came to the fore during this year. The cancellation of the Art Competition due to a teacher's strike was a loss to the Group in terms of a significant activity and a lost opportunity for publicity. The concern over land use and buildings took central stage during the year.

There was a serious blockage of a stream caused by the local Engen Garage encroaching on open space to provide parking for its super link customers. This caused an environmental threat. The SVCG joined in a campaign to rectify the problem. This was a fine example as to how united community action can be used to address an issue.

Key Reflections of 2007 were:

- Routine projects continued and sustained the organisation.
- The power of community action on a significant issue was emphasised with the Engen Garage stream blocking episode.
- Non- conforming land use, building issues and trucking became significant issues.

#### **4.4.4.8 Post 2007**

Post 2007 saw a revival in enthusiasm by the members of the SVCG. The activity saw a better balance between the three main aims of the SVCG. The routine projects

continued. The 2009 focus on cleaning up Titren Rd was successful and by 2010 a number of clean up campaigns were held. Three new members who were in their twenties joined the group and put a new perspective on certain issues.

#### **4.4.4.9 Reflections on the Historical Profile of the SVCG**

- The SVCG developed two types of interventions. On the one hand there were ongoing projects such as the litter picker and the built environment projects. On the whole these were low profile but effective methods of addressing issues. They were not in themselves sufficient to sustain the momentum of a group.

On the other hand there were a number of short term projects such as the annual art competition and the regular clean up campaigns. Although the value of these projects were of relatively limited duration they had the benefit of keeping the volunteers involved and raising the public profile of the SVCG.

This demonstrates the importance of a group developing a mix of high and low profile activities in their activities as described by Korten's Generation Theory.

- The SVCG consistently remained faithful to its aims.

#### **4.4.5 Project Profiles**

The following projects are a summary of the key interventions of the Sea View Conservation Group that were designed by the volunteer members to achieve the aims of the group as stated in its Mission Statement.

##### **4.4.5.1 Aims & Objectives Sub-Committee**

This sub-committee was set up early in 2002 and met for a short time with a specific mandate. The committee produced a Mission Statement that included the Aims of the Sea View Conservation Group. The document was accepted and minuted on 31 October 2002.

Key Reflections on the Aims & Objectives sub-committee are:

- The Mission Statement was adopted early in the life of the group. It defined the scope of the work of the group and gave it direction.
- The Mission Statement was referred to on a regular basis and continued to provide a sound guideline from which to operate.
- The value of this exercise should not be underestimated. Although difficult to measure, the exercise of clearly stating the aims and the mission statement is likely to have ensured the longevity of the Sea View Conservation Group.

#### **4.4.5.2 Litter Picker**

This was one of the first projects undertaken by the Sea View Conservation Group. It started in April 2002 and continued through to the time of writing. On establishing that the routine of the DSW street sweeping programme only swept the residential roads on an irregular basis, the Group decided to employ a litter picker on a weekly basis (Thursdays) to cover identified roads. An agreement was reached with the DSW Area Cleansing Officer for Sea View. DSW provided litter bags and a spike and agreed to collect the bags. The Group would pay the litter picker and manage the project. Over the years there have been two litter pickers and about 8 to 10 residents contribute an average of R50 a month to the project. The impact was immediate and has been sustained for eight years. At times the co-ordinator has carried the project financially but the shortfall was usually made up in time. For a short time it was expanded to include the Folkestone Rd area.

Key Reflections on the Litter Picker Project:

- This is an example of how the community can provide an enhanced service over and above that provided by the municipality. An essential part of the project was that the DSW service was expected to continue. This emphasises the point that volunteer interventions are not expected to do the work of the council. It is rather to enhance a service that can already be expected.
- Although only a small number of residents contribute regularly to the project, its impact has been marked.
- This is an example of how a volunteer project can be sustained for an extended period (9 years to date).

#### **4.4.5.3 Houses/ Land Use Issues**

The third aim outlined in the Mission Statement of the Sea View Conservation Group is 'to preserve the built environment'. This aim has received a great deal of attention from the Sea View Conservation Group. This project includes preserving listed buildings, illegal land use and monitoring neglected property. During the window period the minutes reflect that at least 25 properties and buildings had received attention. Other properties have been monitored on an informal basis. There was a project to compile a data base of listed buildings in the Sea View area.

AMAFA KZN – the built heritage council for Kwa Zulu Natal sought the advice of the Sea View Conservation Group on a number of occasions. The work of the Group was recognised by AMAFA by the awarding of a trophy in 2005. A number of issues were addressed. This is another example of the potential for government structures and volunteer groups to work together successfully.

The sale of listed buildings was monitored to ensure that illegal demolishing or alterations did not occur. Attention was also paid to listed buildings falling into disrepair.

Owners were encouraged to improve the situation. A mini conference on building issues was held in 2002.

Land use was also monitored. Business licence applications were monitored and appropriate actions carried out. There were also instances of residential properties being used for light industrial purposes or for other business reasons. Another issue was that of 'shack farming' where a building owner would rent accommodation on a room by room basis or allow shacks to be built in the yard. Water, sanitation and electricity were doubtful and this lowered the tone of the whole community.

Illegal dumping sites were addressed when required.

Key Reflections of this project are:

- Members of the group had expertise in this field with an architect and town planner in their midst. This expertise was passed on to other members of the SVCG and this resulted in an effective campaign to preserve and enhance the built environment.
- The inclusion of a built environment aspect to a conservation initiative has led to an holistic approach to addressing a community's environmental issues.
- The built environment was identified as the community's particular assets and was used as a focal point in the work of the SVCG. This is in keeping with the theory of Asset Based Community Development.
- The over emphasis on the built environment at the cost of other aims had a negative effect on the SVCG. This problem was addressed in due course.

#### **4.4.5.4 Partnership with Southway Mall**

Southway Mall is the major shopping centre in the area. The first owners operated through a managing agent which made the addressing of issues difficult. The second owner undertook a major refurbishment of the centre and strict standards were applied with regard to maintenance and management of the centre. It transformed from a run-down shopping centre to a smart fresh centre which became the centre of the community. With the refurbishment came a firm commitment to environmental policies. The centre has also done much to promote its image as being part of the Sea View community. They had a newsletter for the community and allowed generous space for the Sea View Conservation Group and environmental issues. The centre's waste management system included a comprehensive recycling programme.

The Sea View Conservation Group has received good support from both the owners and tenants of the centre. It became a major vehicle for promoting the Group and in terms of sponsorship. An annual schools art competition was convened by the Sea View Conservation Group in conjunction with DSW and Southway Mall. The theme is always environmental and has attracted up to 400 entries. There have also been static displays on the Sea View community and its heritage. All these events have done much to promote the work of the SVCG. New members were recruited and an awareness of

community issues was generated. A long term project to green the centre and its surrounds is gaining momentum. The centre litter picks the pavement surrounding the centre and has promised support for a gardening project in the community. Sponsorship in cash and in kind has been received from the tenants of the centre.

The management of Southway Mall are satisfied that the partnership between the Mall and SVCG has been of benefit to the Mall. As described elsewhere in this study, the Southway Mall operates according to the principles of the Triple Bottom Line.

[A post script to the study is that the Southway Mall was awarded a trophy by the Association of Clean Communities trust for its contribution to environmental issues.]

Key Reflections of the Southway Mall project are:

- An example of how the business community can become involved in a community environmental programme on a number of fronts.
- A key factor is that the partnership between the SVCG and Southway Mall has been a win-win situation for all parties involved. Both the centre and the SVCG have benefited through the publicity generated by the community projects and an opportunity was provided for the Southway Mall to position itself as being part of the Sea View community. Something that had not been achieved until this time.
- The management of the Southway Mall have demonstrated to a fair degree the value of “Triple Bottom Line” as outlined in section 3.4.2.3 of Chapter 3. They have displayed social responsibility commitment (sponsorships in a number of ways) and environmental commitment (Supporting the SVCG, comprehensive waste management programme, greening the centre) which have undoubtedly contributed to the financial bottom line of the centre.
- The promotions at the Southway Mall have contributed greatly to maintaining the profile of the SVCG in the community.

#### **4.4.5.5 Contact with Schools**

Contact with local schools was sporadic. Local schools Bellair Primary, Hillary Primary and Sea View Primary were regular participants in the Art Competitions at Southway Mall. Sea View Primary is the main school in the community. Good relations were built up with the principal, Mr Raymond Andrews, The school held a number of environmental programs where the DSW Education Section became involved. From time to time there has been some contact with Rosburgh High. The situation at Phambili High School was cause for concern. The building, which has historical value, was very dilapidated and falling into a state of advanced disrepair. Despite concerted efforts by the SVCG no progress had been made in improving the situation.

Key reflections on Contact with Schools:

- The Art Competition was the key contact with local schools.

- Contact with schools, although cordial, could not be considered a key focus of the SVCG.

#### **4.4.5.6 Parks Department**

The issues that concerned the Parks Dept centred on two areas – verge cutting and ‘George Codner Park’. The verge cutting programme was unclear at the outset and it was eventually established that the Parks Depot for Sea View was in Chatsworth. Over the years the number of verge cuts increased from 3 to 5 to 7 per season. The litter exposed by the cutting was a contentious issue. The SVCG add its voice to city wide dissatisfaction regarding verge cutting. The standard of verge cutting gradually improved during the window period.

‘George Codner Park’ is actually a large empty piece of land on the corner of George Codner and Coedmore Roads. It belongs to three different departments and had become seriously overgrown. It was seen by the local residents as unsightly and a security threat. Much buck passing occurred between various responsible departments. Eventually a SVCG volunteer convened a meeting between various departments and a way forward was found to establish a maintenance plan. Relations between the SVCG and the Parks Dept improved after SC, the Parks Manager, attended an SVCG meeting on 20 October 2007.

Key reflections on working with Parks Dept are:

- The inability to clarify the services and standards offered by the Parks Dept caused much confusion and unrealistic expectations among residents.
- Once services were understood and a meeting was held between key officials, a platform was established for co-operation and progress to be made.
- Sub-standard service from a high profile department creates a negative perception of council services as a whole. It can be concluded that the Parks Dept is one of the municipal departments that the public perception of municipal standards is built upon.

#### **4.4.5.7 Finances**

The SVGC has a bank account with its sole purpose being to facilitate the payment of the litter picker. Residents pay directly into the bank account. A set of books is kept to ensure that this public money is accounted for. The only other finances needed over the period were the odd sponsorship acquired to pay for a newsletter or a special project. Over the 7 year period under review, this total did not exceed R1000. There were a number of ‘in kind’ donations.

Key reflections of the Finances of the SVCG are:

- The need for finance has been minimal.
- This demonstrates how much can be achieved on a minimal budget.



#### **4.4.5.8 Publicity**

This was an ongoing challenge for the SVCG. There was no regular regional newspaper covering the area. It fell on the periphery of the Queensburgh News and the Southlands Sun areas and distribution was unreliable. The SVCG published its own newsletter from time to time and use was made of the Southway Mall Newsletter during its existence. The most effective method of keeping in the public eye was the through the exhibitions and displays at the Southway Mall. Suitable signage was used during clean ups and other community projects.

Key reflections on Publicity for the SVCG are:

- The lack of a single medium for publicity forced the use of a number of avenues for publicity.
- The need for ongoing public exposure for community groups is important. An effective publicity programme increases volunteer support and enhances the credibility of a group in the community.

#### **4.4.5.9 Rossburgh Triangle**

This small area is at the entrance to Sea View and is outside a major railway station and is an 'island' between three major highways. It was a dirty, congested area and for many years had a very rough hotel. Another problem was that it became a trucking centre and people were burning wire for scrap metal in the area. Government responsibility was lacking. The area was on the border of two municipal wards, two police stations and most council departments. As a result there has been much buck passing and lack of services. The SVCG persisted and eventually some departments started taking action. The hotel was demolished, street sweeping became regular and municipal by-laws were enforced. The upgrade of the station and the demolition of the hotel helped. By no means a beautiful area, there has been significant improvement in the area.

Key Reflections on the Rossburgh Triangle Projects are:

- This area demonstrates how peripheral areas can become neglected by departments.
- The project is a demonstration of how local community action, through persistence, can successfully address an issue.

#### **4.4.5.10 Traffic Congestion**

Sea View is a residential area bordered by major trunk roads and industrial areas. There is also a quarry on one side of the suburb and trucks driving through the suburb cause dust and damage roads. There is also a problem with large trucks stopping at shops or sleeping overnight. They cause damage to pavements and roads whilst their speed is a road hazard. This was especially evident during the trucking boom when

private tuckers tried to make private homes a depot. It was a continual struggle of intervention by the SVCG to address the problem. Regular lobbying of council departments was necessary. The economic depression of 2009 helped ease the situation as well.

Key reflections on the Traffic Congestion issue are:

- Poorly managed traffic, especially of commercial and industrial vehicles, can lead to the deterioration of an area.
- Addressing this issue is not easy and requires knowledge of the appropriate by-laws and persistence to ensure that the by-laws are enforced.

#### **4.3.5.11 Visits by Council Officials to SVCG meetings.**

The problem with council departments covering Sea View is that their headquarters are scattered and that the geographical boundaries of departments do not coincide. This is in contrast to the other case studies, where all departments had similar geographical areas of responsibility and were based in close proximity to each other. This afforded easier inter-departmental co-operation.

In the case of Sea View, for example, the Metro Police and Parks are based in Chatsworth whilst the Roads and Health Officials are based in the centre of the city. The SVCG did manage to get a couple of officials to attend meetings. Notably departments were DSW, Parks and Health. In all cases the officials expressed a willingness to work with the SVCG on their projects and a healthy relationship started to develop.

Key Reflections Meetings with Council Departments are:

- The SVCG had difficulty in identifying the responsible officials.
- Once the officials had been briefed on the work of the SVCG, co-operation and support was readily forthcoming.
- The value of building constructive partnerships with council officials was highlighted. This approach is preferred to a demanding and critical approach that is often used.
- The volunteers who attended the meetings with the council officials improved their understanding of council policies and the challenges that these officials face.

#### **4.4.5.12 Tongaat-Hulett Stakeholder Forum**

The Tongaat-Hulett Sugar Refinery is situated on the border of Sea View and Montclair residential suburbs. The factory is old and a number of pollution related complaints came to light. To address the issues the Health Dept convened a Stakeholder Forum which first met on 23 April 2006. By all accounts the first meeting was tense as the community attendees were unhappy with the situation. The Forum continued to meet on a quarterly basis. The refinery owners went to great lengths to address the concerns of

both the municipal officials and the community. SK, the SVCG representative, reported at the November 2009 SVCG meeting that many of the issues had been resolved and that the initiative of the forum could be considered a success.

Key Reflections of the Tongaat-Hulett Stakeholder Forum are:

- Stakeholder Forums are a valuable tool for addressing pressing environmental issues.

#### **4.4.6 Personalities**

A number of other people contributed to the SVCG during the window period. The following are people whose contribution can be considered of exceptional value.

- SE is a local resident who became involved with the SVCG from its inception. He is a qualified town planner. His particular interest lay in land use, buildings and in organising clean ups. He has served two terms as chairperson.
- SK is an architect whose practice is in Sea View. He lives in a neighbouring suburb. He is an architectural historian and he has a strong network and knowledge of council procedures particularly in the fields of building. He represented the SVCG on AMAFA and the Tongaat-Hulett's Stakeholder Forum. A founder member, he served as chairman for a number of years.
- SD and SG (Husband and wife) are local residents who joined shortly after the foundation of the SVCG. SG was particularly involved in the Art Competitions. SD represented the Group on the Ratepayers Association and the Community Policing Forum. They were involved in most of the SVCG projects.
- SF was a founder member who managed the Litter Picking project from its inception. Although she seldom attended meetings, she worked very hard for the SVCG.
- SA started the initiative which saw the foundation of the SVCG. Although ill health curtailed her work, she maintained contact with the SVCG for about 8 years.
- SH is a writer who provided intermittent support for the SVCG for many years. Her writing skills and networking contacts were particularly valuable for the SVCG.

Key Reflections on the Personalities involved in the SVCG:

- A key feature of the volunteers is the longevity of their involvement. A core group of workers in 2009 had been involved for eight years.

- The volunteer membership possesses expertise in a number of fields that are compatible with the aims of the SVCG. Of particular note are those who had town planning and building industry knowledge.
- The functions of the SVCG were carried out by a strong core of volunteers who put much time and effort into the SVCG.

#### **4.4.7 Interviews with Stakeholders**

##### **4.4.7.1 Interviews with volunteers**

In order to gauge the attitudes of SVCG members on the performance of SVCG the following questions were put to two long standing members of the SVCG. The SVCG had a higher turnover of volunteers and only two were prepared to offer their views in an interview.

1. Since your involvement with SVCG do you feel better empowered to deal with an issue on your own?
  - Both respondents answered 'yes' to this question, although SK had some prior knowledge of council channels.
  - SD cited two other members as leading the way in dealing with council issues. He believed that they provided an example as to how to deal with council officials.
  - Both have gained a better knowledge of the workings of a number of council departments and their respective competencies They have also developed contacts with various officials.
2. Do you have a better knowledge of your rights as a resident in terms of dealing with council related issues?
  - Both answered yes.
3. Do you have a greater understanding of waste issues such as littering, collection etc?
  - Both answered yes.
  - They both mentioned that they had a greater awareness of the broader issues of waste such as hazardous waste and new technologies and sustainability.
  - SD, a practicing architect felt that, although he had always been aware of waste issues, his understanding of waste had come to the fore.
4. Do you think that the SVCG has fostered better relations between the residents and council officials?
  - On the whole the relationship has improved.
  - SD felt that some officials were still lax in their work.

- The Ward 65 was praised for his work.
5. What are the successes that you feel that SVCG has had?
- There is an awareness in the community that there is a pressure group working for them.
  - The work with the built environment was cited by both respondents as being of note. This was justified by the recognition by AMAFA of the SVCG's work. SD believed that 'People are now more comfortable living in Wood and Iron homes.'
  - Successful clean up campaigns over a long period.
  - The annual Art Competition.
  - People are more aware of the history and heritage of the area.
  - The SVCG has a high degree of credibility in the area. Perhaps more than the actual work produced.
6. What are the disappointments that you feel that SVCG has had?
- Slow pace of getting things done.
  - The SVCG has not sufficiently reached the entire community. The group has not engaged with residents widely and actively enough.
  - SK felt that the SVCG had become too 'pedestrian.' He felt that the group tends towards 'fire fighting' i.e. Addressing issues when they become problems rather than being pre-emptive.
  - SK also felt that he had higher expectations of the group. Would like to see more working towards a vision.
7. Did you at times wonder what you were doing and when you look back you had actually achieved something?
- SD: Not in terms of the aims and goals of the SVCG. They remained constant.
  - Both respondents believed that the SVCG was a worthwhile exercise.
8. The researcher had a separate and unstructured interview with SE who was a founding member of the SVCG who served two terms as chairman. The discussion with SE highlighted the following points:
- The clean ups were very important as visible action motivates and publicizes the group.
  - He was very firm in his belief that engaging constructively with municipal officials on an issue works. He felt that the response from most officials had improved. He commented that an official has responsibility over a large area and that a direct approach from the SVCG made the issue stand out and increased the likelihood of the issue being addressed.
  - He believed that the success of the SVCG was due to the fact that at all times the issues took precedence over the organisation.

- He was also convinced that activism works.

#### 4.4.7.2 Council Officials

The Sea View area, being closer to the centre of the city, has very few officials dedicated to the area. The author attempted to interview SM, the Area Cleansing Officer for more than ten years. It was difficult to keep him to the topic. He was very much in favour of the SVCG and saw his dealings with the group and he felt that he had a sound relationship with the group.

His comments were as follows:

- ‘Wonderful. They (the SVCG) take an interest in the environment.’
- ‘Sees it as a partnership between DSW Operations, DSW Education and the community.’
- ‘(SVCG are) not parasites expecting DSW to do everything.’
- Key Reflections from interviews with SVCG players are:

The interviews with SVCG players were limited in number but the comments expressed by the respondents were well considered and articulate.

- All agreed that the SVCG was a worthwhile exercise.
- The membership of the SVCG has always been made up of members from diverse backgrounds. There are those who favour intellectual pursuits and those who prefer the practical ‘hands on’ type of work. Whilst always remaining on friendly terms, a certain tension has existed between the two groups. The two respondents came from the different groups.
- The built environment programme was viewed as particularly successful for the group. Apart from saving listed buildings it offered an opportunity for the group to promote the local history and heritage of the area. This in turn strengthened the position of the SVCG in the community.
- The clean up campaigns were noted as being successful as they added to the profile of the SVCG as well as making an impression on the environment. The individual members also felt that they had contributed something by participating in these exercises. This is an example of how Korten’s First Generation projects are of value. They kept the profile of the group high whilst the lower profile projects such as monitoring listed buildings and opposing demolition applications continued. This gives credence to the assertion by Swart and Venter (Chapter 3.4.3) that different generation projects can be run in parallel to great effect.
- All respondents believed that the SVCG had credibility in the community.
- The slow pace of getting things done was noted as an issue.
- The DSW mandate of waste management education had been addressed as respondents reported that they had learnt about waste issues from their time with the SVCG. The extent of the improvement in the community as a whole was uncertain.

- The rather clichéd response from the DSW Area Cleansing Officer highlighted the potential for a partnership to be developed between municipal officials and the community. The official was not threatened by the SVCG and valued its input.

#### **4.4.8 Key Reflections in terms of the essential components of the Clean Community System as manifested by the Sea View Conservation Group:**

##### A. Standards

- Council by-laws were well established and adequate.
- The residents had difficulty in accessing these by-laws and policies. Public awareness of the by-laws is poor.
- The aims of the Sea View Conservation Group are laid out in its Mission Statement.

##### B. Facilities

- The Cleansing and Solid Waste Dept(DSW) was well equipped to provide their services. The limited number of street sweepers is the most restricting factor in terms of the facilities offered.
- Waste Collection is regular and efficient.
- The SVCG enhanced the street sweeping programme by providing an extra litter picker in the area. DSW provided the necessary equipment to for the litter picker to do her job.
- The Parks department is the other major department dealing with the natural environment in Sea View. It has an established routine of services that are offered.
- Other departments such as Roads and City Estates offer standard services to the suburb.

##### C. Education

- DSW has an education officer allocated to the area. His role is to facilitate community efforts in environmental (essentially waste) education.
- The newsletter published by the Sea View Conservation Group played a significant role in educating the community.
- Displays and events run in collaboration with the Southway Mall had a significant educational role.
- There were ongoing efforts to educate the youth through the schools. All local schools had some contact with the SVCG or DSW Education.
- A review of the activities of the SVCG indicates that the SVCG programme is comprehensive and has continued for an extended period. There is a significant educational aspect to the SVCG programme.

##### D. Enforcement

- The structures for the enforcement of by-laws were in place.
- The actual enforcement of the by-laws is lacking in many areas.
- The appropriate officials who enforce the by-laws are not easily accessible for a complaint to be lodged.
- It took some time for SVCG members to identify the relevant departments dealing with a particular issue. Once the correct official was identified, the effectiveness of the enforcement carried out was frequently questioned by the community.

#### **4.4.9 Reflections on the Sea View Conservation Group in terms of the Clean Community System**

- The activities of the SVCG are clearly community driven. This is entirely in keeping with the fundamental principles of the Clean Community System, Korten's Learning Process Approach and Asset-Based Community Development.
- The role of the DSW Education Officer was essentially that of facilitator. This is particularly evident as the author had no involvement in the Sea View community prior to his involvement with the SVCG.
- The concept of 'minimum standards' proved a powerful tool in determining the value of a project and ensured that SVCG was not duplicating council responsibilities. A prime example of this is the Litter Picker programme.
- Networking is a powerful tool. The SVCG was represented on various bodies.
- There was great uncertainty by the Sea View residents as to the competencies of various council departments. Although the members of the SVCG are clearer, it is still a problem in the community at large.

#### **4.4.10 Logic Model of the Sea View Conservation Group Case Study**

The work of the Sea View Conservation Group is now evaluated over the prescribed window period in terms of the Kellogg's Logic Model. As explained in Chapter 3 the model provides a streamlined view of the project whereby the linking of the problem statement with the activities, outputs, outcomes and impacts can be assessed. The window period of seven years is long enough to evaluate the project from its genesis to the impact stage.

#### **Clarifying Programme Theory**

##### **1. Problems or issues**

The suburb of Sea View, Durban was perceived to be in a poor state by the local community. The trigger for action was the litter in Redhill Rd. At the initial meeting issues such as litter, dumping, illegal land use and the state of verges were identified as problems.

##### **2. Community Needs/Assets**



Needs:

- Regular verge maintenance, street sweeping, litter picking, illegal dumping, enforcing of by-laws regarding land use particularly with regard to houses.
- Special features neglected.

Assets:

- An old suburb with many old buildings of historical architectural value. At one stage 46 buildings were listed as being of historical value, many being of the 'union style' wood and iron type. .
- The suburb has all the basic municipal services but the quality of the services was not of an acceptable standard in many instances.

### **3. Desired result**

a. Outputs:

- 6 identified sites to be improved.
- Bins installed in area at pre-determined sites..
- Improved service delivery from council by identifying the relevant responsible officials for the area.
- Monitoring of council services.
- Addressing illegal dumping.
- Community education programs.
- Environmental Education in Schools.
- Promote recycling and the Bellair Garden Refuse Site

b. Outcomes

- Short term:
  - Identified sites improved.
  - Promotion of the work of the Sea View Conservation Group.
  - Council successfully address specific issues identified by the community.
  - A relationship of co-operation between council officials and the community be developed.
- Long term:
  - Enhanced services by the council.
  - Community participation in developing Sea View

c. Impacts:

- Efficient council services.
- A healthy, safe and attractive Sea View as expressed by the aims of the group.

#### **4. Influential factors**

- Community Residents.
- Council Departments.
- Support from DSW Education Section.
- Institutions such as schools and businesses.
- Volunteer organisations such as Ratepayers Assoc and Community Policing Forum.
- Budgets, especially for providing council services.

#### **5. Strategies**

- Engagement between residents and council officials.
- Community participation.
- Targeted projects within the capacity of SVCG.

#### **6. Assumptions**

- Council has the capacity to improve services.
- Community support.
- The Clean Community System will work.
- Budgets are limited.

#### **7. Demonstrating the Programmes Progress**

##### **7.1 Resources**

The following resources were needed in order to accomplish a set of activities planned with the short and long term outcomes and impacts in mind

- Mission Statement and Aims of Sea View Conservation Group clearly established.
- Theoretical base in terms of the Clean Community System.
- Active committee members from the community.
- Support from the DSW Education Section in terms of expertise and administration.
- Support from the local business.
- Network within the community.

##### **7.2 Activities**

The programme's activities designed in order to address the issues stated in the problem statement:

- Employment of a litter picker.
- Addressing housing issues.
- Traffic congestion issues.
- Monitoring and advising actions on houses of architectural value.
- Contact with schools
- Meetings with Council Officials
- Drawing up of a Minimum Standards Document.
- Addressing problems in the 'Red Hill Dip'.
- Co-operation with Southway Mall.
- Ongoing Publicity Campaign to raise awareness of identified issues.
- Addressing illegal dumping.
- Monitoring pubs and taverns in the area.
- Monitoring & addressing illegal resident issues.
- Organising community clean up campaigns.
- Organising events to promote local heritage.
- Verge cutting concerns.
- Representation on other community bodies such as the Community Policing Forum, the Tongaat-Hulett Stakeholder Forum and the local Ratepayers Association.
- Tackling specific areas such as the Rosburgh Triangle and George Codner Park.
- Tree planting programmes.

## **8. Programme Evaluation Questions and Indicators**

### **Focus Areas**

#### **a) Activity**

- Activities to address the identified areas of concern.

#### **b) Sources for Evaluation**

- Documentation
- SVCG members
- Council Officials

#### **c) Questions**

##### **A. Documentation**

The activities named above are evaluated in terms of the reports in the minutes of Sea View Conservation Group meetings. The SVCG newsletter provided supplementary documentation.

##### **B. SVCG/ Community members**

The following questionnaire was presented to long term volunteers on their involvement with the SVCG.

1. Since your involvement with the SVCG do you feel better empowered to deal with an issue on your own?
2. Do you have a better knowledge of your rights as a resident in terms of dealing with council related issues?
3. Do you have a greater understanding of waste issues such littering, collection etc?
4. Do you think that SVCG has fostered better relations between the residents and the officials?
5. What are the successes that you feel that SVCG has had?
6. What are the disappointments that you feel that SVCG has had?
7. Did you wonder what you were doing and when you look back you actually achieved something?

### C. Council Officials

An attempt will be made to interpret the views of some council staff who have worked with the SVCG.

## 9. Evaluating the Application Process

The Kellogg's Logic Model offers the following well-known acronym as in evaluating the Outcomes and Impacts – SMART:

- Specific
- Measurable
- Action-Oriented
- Realistic
- Timed

The above mentioned guidelines were borne in mind during the evaluation process.

## 10. Programme Results

### 10.1 Outputs

Results that the planned activities produced

- Mission Statement with Aims of the SVCG established.
- Employment of a litter picker continued for 8 years.
- Monitoring and advising actions on houses of architectural value – issues were addressed when listed buildings came under threat.
- Addressing housing issues. Reports on 23 buildings minuted as situation being formally addressed. Others were discussed and acted upon on an informal basis.

- Traffic congestion issues. Especially trucking. Metro Police were contacted.
- Monitoring and advising actions on houses of architectural value. Ongoing as and when required.
- Contact with schools – contact maintained with all local schools on an ongoing basis.
- Meetings with Council Officials – 4 officials attended meetings. Greater co-operation became evident.
- Drawing up of a Minimum Standards Document - Not comprehensive but a basic list was established.
- Addressing problems in the 'Red Hill Dip' - Limited progress. As this proved to be a steep site.
- Co-operation with Southway Mall – offered support for annual art competition and various publicity initiatives.
- Ongoing Publicity Campaign such as newsletters and displays at the shopping centre.
- Addressing illegal dumping – done on a one to one basis.
- Monitoring pubs and taverns in the area - Objections lodged with liquor applications.
- Monitoring & addressing illegal resident issues - Slow progress. Relevant departments contacted.
- Organising community clean up campaigns – 5 clean ups during window period. Areas were much cleaner. Result not totally sustainable. Good publicity value.
- Organising events to promote local heritage. Two local heritage tours of Sea View held.
- Verge cutting concerns – Complaints made to Parks on the standard of verge cutting.
- Representation on other community bodies such as the Community Policing Forum, the Tongaat-Hulett Stakeholder Forum and the local Ratepayers Association. This proved effective in networking.
- Tackling specific areas such as the Rossburgh Triangle and George Codner Park - Both these areas were cleaner and better serviced.
- Tree planting programmes - Mainly with Southway Mall. Three trees planted.

## **10.2 Outcomes**

The outcomes determined the extent to which the desired changes occurred in a 1-3 and a 4-6 year time frame.

It is interesting to note that many projects initiated by the SVCG continued to be monitored for a long time after the actual work on the project ceased. The members of the group clearly took a long term view of issues.

### **Short term**

- Addressing housing issues. Problems addressed as they arise especially with non-conforming of by-laws. Three houses continued to be problematic after an extended period. Efforts continued.
- Traffic congestion issues. Trucks park overnight on verges causing littering, damage to verges etc. Enforcement has only had temporary effect. The depression in 2009 has alleviated the problem to some extent as fewer trucks were in evidence.
- Meetings with Council Officials – 4 officials attended meetings. Greater co-operation with those departments became evident following those meetings.
- Organising community clean up campaigns – 5 clean ups during window period. Areas were much cleaner. Limited sustainability. Good publicity value.
- Organising events to promote local heritage. Two local heritage tours on Sea View held.
- Tackling specific areas such as the Rossburgh Triangle and George Codner Park. Both these areas were cleaner and better serviced.

### **Long term**

- Mission Statement with Aims of the SVCG referred to on an ongoing basis. The format of the agenda from 2008 was revised to reflect the aims of the SVCG.
- Employment of a litter picker by the community has continued for seven years. A number of residents pay towards her wage. The amount of litter being collected has reduced.
- Monitoring and advising actions on houses of architectural value – Credibility of this initiative is evidenced by AMAFA referring applications for alteration and demolition in the Sea View area to the SVCG on a regular basis.
- Contact with schools – contact maintained with all local schools on an ongoing basis has been sustained throughout the period, albeit some schools only intermittently. Special note on the work of Sea View Primary which actively supported the work of the SVCG.
- Drawing up of a Minimum Standards Document – The list was not comprehensive but a basic list was established. The SVCG has developed a good knowledge of the functions of council departments.
- Addressing problems in the 'Red Hill Dip' - Limited progress made. Council tried to sell property but there were no takers due to steepness.
- Co-operation with Southway Mall – offered support for annual art competition and various publicity initiatives on an ongoing basis. The mall management expanded their environmental program to include litter picking and recycling.
- Ongoing Publicity Campaign such as newsletters and displays at the shopping centre – The public profile of the SVCG was maintained.
- Addressing illegal dumping – Various interventions were undertaken as and when required.
- Monitoring pubs and taverns in the area – Public notices were monitored and objections lodged with liquor applications.

- Monitoring & addressing illegal resident issues - Slow progress. Relevant departments contacted.
- Verge cutting concerns - After slow progress cuts by Parks were increased from 3 per season in 2001 to 7 by 2009. This was a result of much lobbying throughout the city. SVCG also lodged objections.
- Representation on other community bodies such as the Community Policing Forum, the Tongaat-Hulett Stakeholder Forum and the local Ratepayers Association. This proved effective in networking. The idea of a lead organisation on an issue started to take hold. Other groups would support the lead group which would spearhead a campaign on a particular issue.
- Tree planting programmes - Mainly with Southway Mall. Three trees planted and the value of trees was promoted.

### **10.3 Impact**

The impact that the abovementioned interventions have had over an 8 to 10 year period.

- The Sea View Conservation Group was entering this period at the time of writing and the long term impact of some interventions was becoming evident.
- Verge maintenance in residential areas: In 2002 verges in residential areas were cut 3 times a year. These were increased to 5 cuts a year by 2007 and to 7 cuts by 2009. The exposed litter was also collected. The SVCG was not the only complainant on this issue but certainly added their voice to the issue.
- Greater understanding of council services by members. The SVCG members had built up a considerable relationship between a number of council departments and the SVCG. The eThekweni Municipality by this stage had passed through the 'Transitional Local government' phase and services provided by the council were standardised and the placement of officials had resulted in a more stable workforce. This led to an opportunity to foster better relations with officials.
- The number of complaints regarding DSW services and illegal dumping had dropped markedly during the period under review.

### **4.5 Reflections on the SVCG**

The evidence suggests that the basic principles of the Clean Community System (CCS) were successfully applied by the Sea View Conservation Group (SVCG). This stemmed from the long term facilitation and support from the DSW Education Section. The willingness of the members of the SVCG to take ownership of the SVCG was another contributing factor.

The Clean Community System provided a focus for the areas on which the SVCG could concentrate. The use of the four guiding components (Standards, Infrastructure, Education and Enforcement) of the CCS provided a format on which the issues at hand

could be addressed. The interventions and activities during the window period could be interpreted as relevant in terms of one the guiding principles.

A review of the work of the Sea View Conservation Group over the seven year window period indicates that the group can be regarded as a successful case study on the Clean Community System.

#### **4.6 Conclusion**

The analysis of the two case studies reviewed in this chapter reveals that both case study groups operated in terms of the Clean Community System. The two groups were formed on the initiative of the community and operated independently of each other. The common ground between the two case studies will be explored in the next chapter.



## **CHAPTER FIVE**

### **TOWARDS THE TRAINING OF PARTICIPANTS IN THE CLEAN COMMUNITY SYSTEM**

#### **5.1 Introduction**

Thus far the various sections of this study have been discussed in relative isolation from each other. This chapter attempts to link the various sections with a view to corroborating the evidence provided prior to making the final recommendations of this study. This will be achieved by comparing the findings of the two case studies evaluated in Chapter 4. The common ground between the two case studies will be identified and in order to identify local manifestations of the Clean Community System. These local manifestations will be tested against the conclusions drawn from the literature survey in Chapter 3 and the principles of the Clean Community System. This comparison will give the results from the case studies a broader theoretical base.

#### **5.2 Comparing the Two Case Studies**

This section compares the case studies, The Warners Action Group(WAG) and the Sea View Conservation Group (SVCG), from their genesis to the end of the window period. Provision is also made for relevant post window period notes which were observed at the time of writing in 2010. The purpose of the section is to identify key commonalities between the two groups in the context of the principles of the CCS. The identified common features will add weight to the final recommendations of this study.

##### **5.2.1 Formation**

In both groups the initiating spark came from one person who was resident in the community. The initiators were WA (WAG) and SA (SVCG). Both were involved in local community circles and the initial complaint came from frustration arising from issues that stemmed from their perception of poor municipal services. In the case of the SVCG the main issue of concern was litter whilst with WAG there were a range of problems that included litter and other waste related issues.

From a complaint or request to the office, the DSW Education Section seized the opportunity and assigned an education officer to address the complaint. The result of the intervention by the DSW Education Officer was the formation of the two groups. The role of the Education Officer became that of facilitator. This continued for an extended period.

The time period is also of note. Both groups were formed independently of each other during 2000 and 2001. At that point the eThekweni Municipality was in its infancy and was classified as a 'Transitional Local Council'. This was a lengthy period when a number of municipalities were being amalgamated into a single Metro Council. There

was much re-structuring on the go and various responsibilities were being shifted between departments. Officials were also changing their functions within their own departments and for a number of years there was not a uniform service standard across the municipality. The standardization of municipal services was rolled out over a number of years and was only achieved in 2006. It can be assumed that both groups were formed as a result of frustration by members of the community.

The two 'founding ladies' left the community after a few of years but the two groups continued their work, This is an indication that the management of the groups were not 'one man bands' that would only survive the service of the founder.

The groups were essentially operating in 'Communities of Place' as described in chapter 4.2. There is some evidence, however, that 'Communities of Interest', played a limited role with both case studies. The support offered from AMAFA, the Anglican Church and the WESSA demonstrates this.

Key reflections:

- Although it was one person's initiative that started the group, there was sufficient common cause in the community for a group to develop. The key principle of the project being 'community driven' is reflected here. This is highlighted in a number of readings in the literature review and confirmed in Chapter 3.6. The longevity of both groups is clear. At the time of writing both groups had been operating for nine years and there has been a low turnover of core membership. The point illustrated here is in keeping with the principles of the Clean Community System.
- The ability of the education officer to seize an opportunity and run with it is demonstrated in both groups. A potential project can be developed from ad hoc, unplanned situations.
- The Clean Community System principles of 'Standards' and 'Infrastructure' were lacking at the time of formation. As explained earlier it was a time of transition and uncertainty. This uncertainty led to frustration which ultimately led to community action. The support offered by the facilitator provided a platform for the group to be action orientated rather than activist oriented.

### **5.2.2 Aims and Objectives:**

A significant feature is that both groups formulated their aims and objectives at an early stage. They were clearly stated and regarded as important to the group. WAG's aim is very brief and the SVCG's is a little longer. Both, however, are not long but are to the point.

Both groups went through periods of high activity and periods of low activity. The stated aims of the groups were retained during these 'highs' and 'lows' as well as a turnover of membership. This point is substantiated by the Community Development Academy which states that people must be clear of the purpose for the establishment of the group (Ch 3.5.2).

The geographical boundaries were clearly defined. From time to time there were temptations in both groups to become involved in activities outside the geographical area of the group. On the whole these temptations were resisted. The general feeling of each group at the time was that an increase in the demarcated area would affect the group's capacity to deliver.

Key Reflections:

- The value of clearly stated aims is important. This gave the group a sense of direction and purpose.
- The importance of maintaining 'positioning' maintained the strength of both groups. The straying from stated aims and boundaries could be considered a threat to the group. Both case studies were very strong on this point.

### **5.2.3 Management and Finances**

The management of both groups is very similar in nature. They tended to be structured on an informal basis.

The members are drawn from volunteers in the community. The term 'membership' is debatable as the volunteers do not sign up and commitment is not defined. A core group of up to eight members, however, seemed to establish themselves as the driving force behind in the group. There are also volunteers who come for a short while to work on a particular issue. They tend to drift away after a limited period and many remained part of the group's network.

Both groups meet monthly and the meetings are attended by the DSW Education Officer whose role is that of a facilitator. Minutes of meetings are kept. There is not an hierarchical structure in either group. Apart from a chairman, leadership tends to be in the hands of a 'project convenor' who is responsible for a particular project.

The question of finance plays a very limited role in both groups. WAG has no finances at all. SVCG has a bank account through which the litter picker is paid. All administration costs are met by the members themselves, sponsorship in kind from small businesses and with a little administrative support from the DSW Education facilitator.

The position of chairperson changed in both groups. With the SVCG the chairperson rotated every few years. A weakness WAG is the 'facilitator' became the chairman at one stage. This is not ideal as the group should be community driven. There was ample opportunity, however, for volunteers to make an impact.

Key Reflections:

- The informal structure suited both groups.
- The delegation of responsibility proved successful. The use of ‘project convenors’ to organise individual projects worked well. This gave members ownership of the issue at hand and a reason to attend meetings. The convenors tended to have a special interest or expertise in field of their convening project.
- Much can be achieved on a limited budget. Both groups had little financial input as such.
- The success of the groups depended on the physical input of the volunteers.

#### **5.2.4 Strategies**

Both groups took cognisance of the assets of the area. WAG saw the beaches and sea views as assets to be developed and SVCG were particularly proud of their wood and iron buildings. This is in keeping with the Asset Based Approach highlighted by Bergdall (Referred to in Ch 3.4.1.1). There was a marked effort in both groups to improve and develop the community’s assets as opposed to rectifying the faults of the area.

Both Groups had a common approach to dealing with the municipality. With regard to services, they felt a need to clarify the nature and frequency of the services afforded by the council. This is referred to earlier as ‘minimum standards’. Once these were established they devised an appropriate strategy to address an issue. This strategy avoided the creating of unrealistic expectations which had previously resulted in much dissatisfaction on all sides.

A cordial relationship was developed between council officials and the group members. This was achieved by inviting officials to attend meetings and through general courtesies being observed. The main thrust was to remove suspicion that WAG or SVCG members were a threat to the officials. In time this approach paid rich dividends.

Key Reflections:

- The key strategy is to build on the assets of the community as opposed to addressing the problems only.
- A clear understanding of the extent and limitations of municipal services and functions must be developed.
- A non-threatening relationship between municipal officials and the community should be encouraged.

#### **5.2.5 Interventions**

Both groups developed a programme of activities that addressed issues peculiar to their respective areas. The selection of the programmes came directly from the needs of the area as perceived by the members of the group. The activities tended to address parochial issues only and very seldom did they address mass concerns of the wider community. An exception to this was the WAG support for opposing a tollgate at Prospecton.

Common elements in the respective programmes were.

- The groups' activities were not designed to take the place of services provided by the municipal departments. Once the groups had established 'minimum standards', activities were designed to enhance the services offered by the municipality. The municipality was still expected to carry out its mandated services. Very often the group's activities were undertaken in co-operation with the municipal department concerned.
- Both groups were successful at planning activities that were within their capacity to achieve.
- In both groups two trends of activities emerged. Some activities were ongoing for a considerable time (ie up to nine years). An example would be the monitoring of land use. These projects were often of a low profile. Another group of activities were specific interventions to address a specific issue. These were of shorter duration and often had a higher public profile. The shorter, higher profile activities were often good motivators which maintained the momentum of the group whilst the longer term activities tended to have greater impact.
- The informal structure suited both groups.
- The delegation of responsibility proved successful. The use of 'project convenors' to organise individual projects worked well. This gave members ownership of the issue at hand and a reason to attend meetings.
- Much can be achieved on a limited budget. Both groups had little financial input as such.
- The success of the groups depended on the physical and 'in kind' input of the volunteers.
- The key strategy is to build on the assets of the community as opposed to addressing the problems only. The identification and developing of community assets offers a vision for the group to work towards and puts a positive spin on its activities.
- A clear understanding of the extent and limitations of municipal services and functions must be developed.
- A non-threatening, constructive relationship with municipal officials should be encouraged.

### **5.2.6 Results of Interventions**

The results of the interventions are reflected upon in terms of the components of the Clean Community System

#### **A. Standards:**

- Both groups initially had difficulties in determining council standards during the 'transitional local council stage'. This emphasises the importance of the 'standards' component of the CCS.

- Community knowledge of council services was often lacking and the expectations of the community in terms of what could be provided were unrealistic.
- Once the 'minimum standards' were determined, the relationship between the group members and council officials became cordial.

#### B. Infrastructure

- Essentially the basic infrastructure provided to the community by the council was adequate in terms of equipment and staffing. Actual service delivery was lacking at times by the municipality. Discipline of Parks staff was very lax for most of the window period.

#### C. Education

- The mandate of the DSW Education Officer facilitating the two case studies is in itself a community education programme. Other education programmes provided by the section added to a comprehensive programme.

#### D. Enforcement

- The actual enforcement of by-laws was lacking for a long time. This started to improve by 2009 when there was an increased willingness by officials to enforce by-laws. The appointment of Law Enforcement Officials by DSW actually aided this process.

#### Key Reflections:

- The work of the two case studies, WAG and SVCG, has been in keeping with the terms of the principles and four components of the Clean Community System.

#### **5.2.7 Credibility**

It is not easy to assess the credibility that the two groups have developed within their respective communities. There are, however, some indicators that both groups have credibility and standing in the broader community. The Sea View Conservation Group is the local reference group for the KZN branch of AMAFA. WAG facilitated the public participations process for the new developments in Warner Beach. The South Coast Sun newspaper frequently seeks and publicizes the opinion of WAG on various issues. Neither group has had a problem in getting sponsorship for projects. The interviews with participants revealed that there was a firm belief that both groups had a high level of credibility in their respective communities. One significant point made was that the credibility of the groups was possibly greater than the actual performance of the group.

Key Reflection:

- Both WAG and the SVCG have credibility and standing in their respective communities.

### **5.3 Linking the Case Studies to the Literature Review**

This section considers the key reflections of the Literature Review (Chapter 3) and analyses them in terms of the case studies.

#### **5.3.1 The project must be community driven**

Both case studies under review were initiated and sustained by the community members themselves. As mentioned earlier (Ch 3.6.1) the term 'community driven' was emphasised by three writers. The key members of the both case studies were consistently the driving force behind the success and longevity of the groups.

A feature that Korten identifies with the Learning Process Approach is a 'substantial continuity of personnel'. In both WAG and the SVCG at least 50% of the regular attendees of committee meetings had been attending for more than five years. Many of those who moved on still retained some link with their respective groups.

Membership of both groups is totally voluntary and members must be satisfied with the results of the group's work in order to remain involved.

#### **5.3.2 The project must be built on the strengths of the community.**

The key concept in the literature review emphasising this point is Asset Based Community Development (ABCD). To repeat Bergdall's statement referred to in Chapter 3.4.1.1: 'ABCD focuses on the strengths and capacities of local communities. It rests on the conviction that sustainable development emerges from within a community, not from outside, by mobilizing and building upon local resources'.

As noted in 5.5 of this chapter, the community members of both case studies emphasised the assets in their respective communities from the outset. Whilst they had various concerns, the assets were seen as potential starting points from which to proceed.

The theoretical base provided by Asset Based Community Development is validated by the case studies in that there is evidence that ABCD manifested itself without the awareness of its existence by the case study participants.

### **5.3.3 The project programme must be determined by the community**

The programmes devised by both case studies were determined by the members of the group themselves. This is in keeping with the Clean Community System and, in particular, the writings of David Korten.

Neither group was presented by the facilitator with a 'blueprint' on which to develop a programme. Instead both groups operated on what Korten describes as the 'Learning Process Approach'. The aim and purpose of each group was clear but the modus operandi was not. The entire process was based on essentially a 'trial and error' approach. Standard committee procedures were followed but issues were addressed in a way that was thought best to achieve a goal. Many interventions were tried with varied success. On balance, however, there were enough successes to ensure that motivation was sustained. This is best described by Korten in what is in reality 'a very disorderly and intuitive process' (Korten 1984:184).

The key point is that progress was made in a programme that was determined by the members of the respective group.

When reflecting on the nature of the programme devised by the community groups, Korten's "Generations Framework" becomes evident. In both groups there is a mix of first, second and third generation activities. As suggested by Swart and Venter (Ch 3.4.3 of this study) it is not necessary to view each generation as part of an historical time line but rather as a type of activity. The first generation activities had a short term benefit on the issue when compared to the benefits of second and third generation activities. The most important effect of generation one is that the activities are usually high profile and play a significant role in maintaining motivation. Both case studies have recruited volunteers through first generation activities.

The value of understanding Korten's generation theory is reinforced by the KAB research in the 1970s (KAB: 1980) that clean up promotions alone were not sufficient to create a sustained reduction in litter. Clean ups are first generation interventions and are not to be regarded as the sole method of waste management education.

### **5.3.4 The facilitator/ catalyst must play a supportive but not dominant role**

The author was the facilitator of both groups. He found this role challenging in some respects. This was particularly evident with WAG. Once the founder, WA, emigrated to Australia there was a void in leadership to drive the programme. The members of the committee were willing to work but no one stepped forward to take up WA's mantle. This was resolved by the facilitator taking a hands-on role in terms of co-ordinating activities. Members of the committee still determined the programme and were willing to convene individual projects on behalf of the WAG committee. By increasingly delegating projects and duties to individuals, the author was able to withdraw from the central decision making role and once again place it in the hands of the community.



The role of the facilitator when working with the Sea View Conservation Group followed conventional lines. This was the result of strong chairmanship throughout its existence. Both chairmen had 100% attendances at meetings during their time in office. They showed sound leadership by following up items discussed at meetings and by ensuring that all activities were well organised. The facilitator provided an advisory role in terms of his expertise in various fields. The need to intervene to ensure that the group kept to its original mandate did not occur.

### **5.3.5 The facilitating agency must follow a policy of providing minimum support.**

The facilitating agency can be seen as being successful in this regard. The main support offered was in terms of mentorship and offering advice along the lines of following the correct channels for volunteers to follow when addressing council issues. Limited administrative support in terms of printing minutes and mailing was provided. The total financial cost to DSW was minimal.

### **5.3.6 The facilitating agency must be open as to their aims and objectives.**

The facilitating agency in this study is the DSW Education Section. DSW, being the cleansing and solid waste unit in the eThekweni Municipality, has a high profile in the community and its mandate is clear. Although the brief of the facilitation was essentially in terms of waste management objectives, some latitude was given by the facilitator to address broader council issues as well. This was largely successful as over the window period waste issues were constantly part of the discourse.

Both groups in the case studies were kept informed of the latest developments within DSW. They were periodically invited to functions such as the Trust AGM.

## **5.5.2 Positioning**

In Chapter 1.3 of this study the author refers to the problem of community programmes losing their way because their original purpose had been forgotten. The marketing concept of positioning as proposed by Ries and Trout (2001) addresses this issue.

The commitment to positioning is evident in the case studies. Both groups had stated their aims and objectives early and remained faithful to them. Both groups at times came under pressure to extend their brief to include other activities. The Community Police Forum at one stage proposed that the WAG define its boundaries in keeping with the sector policing boundaries. This was rejected as it was felt that the group did not have the capacity to address issues over a larger area. The Sea View Conservation Group regularly received queries from the neighbouring suburbs of Bellair and Hillary. Follow up on such queries was kept to a minimum.

The view of positioning as advocated by Ries and Trout is supported by Peters and Waterman in their seminal work 'In Search of Excellence' (1982: 292-305). They studied a number of large companies that had acquired other companies or diversified into

other fields. The conclusion drawn from their analyses of these companies is that the companies that had expanded into fields that were very different from the parent company's original field tended to be the least successful. Those companies that confined their activities to their narrow field of expertise continued to be successful. The message is that the most successful enterprises were those that confined themselves to their original mandate. Peters and Waterman call this technique 'Sticking to the Knitting'.

By sticking to their original position, the Sea View Conservation Group and WAG actually strengthened their role in the community. The capacity to perform would have been severely hampered by trying to address issues beyond their mandate and capacity.

### **5.5.3 The Triple Bottom Line**

The Sea View Conservation Group and WAG both received support from businesses on an ad hoc basis over an extended period. The most significant partnership was developed between the Sea View Conservation Group and the local shopping centre, Southway Mall. As the relationship developed, the management of the mall consciously adopted an environmentally friendly policy. This partnership provides a good case study demonstrating how the notion of the 'Triple Bottom Line' can be used as a powerful tool in environmental education.

### **5.4 Logic Model of Combined Case Studies**

In order to determine the common ground that exists between the Sea View Conservation Group and the Warners Action Group, the common ground that manifests itself between the two logic models is now incorporated into a single logic model.

## **Clarifying Programme Theory**

### **5. Problems or issues**

At the time of the inception of the formation of each group, the perception in each community was that the services provided by the municipality were not up to standard. Although there were common issues in both communities, there were also concerns peculiar to both areas. The common denominator was that most of the issues were linked to a municipal service that was lacking. Waste management, the central concern of DSW Education, was an issue with both groups.

### **6. Community Needs/Assets**

#### **a) Needs:**

- Regular verge maintenance, street sweeping, litter picking, potholes in the roads were specific concerns to both groups.

- Both groups identified special features in their respective community which were perceived to be neglected.
- Both groups felt that their area was neglected in comparison to other neighbourhoods.

b) Assets:

- Both groups identified features which were seen as an asset to the area but not fully exploited. Warner Beach identified the beautiful beaches and the unique shopping area. Sea View identified the unique architecture, especially the wood and iron buildings.
- Both communities had a core of residents who had a desire to improve the area.

## 7. Desired result

a. Outputs:

- The aims & objectives of the group are defined.
- Council officials responsible for certain functions need to be identified.
- Lobby for enforcement of by-laws.
- Improved service delivery from council.
- Identified sites to be improved.
- Bins installed in area.
- Environmental Education in Schools.
- Businesses to have waste contracts & support community programmes.
- Community Education programs for waste and recycling.
- Publicity in the form of media coverage to gain support for group activities.

b. Outcomes:

- Short term:
  - Identified sites improve.
  - Council addresses specific issues identified by the community.
  - Co-operation between council officials and the community.
  - Increased support from the community.

Long term:

- Enhanced services by the council.
- Community participation in enhancing the community.

c. Impacts:

- Efficient council services.
- An attractive, environmentally sound community.

## **8. Influential factors**

- Community Residents.
- Council Departments.
- Support from DSW Education Section.
- Institutions such as schools and businesses.
- Volunteer support from community organisations.
- Budgets especially from the council.
- Support from the media.

## **5. Strategies**

- Developing a partnership between residents and council officials.
- Community involvement in projects.
- Targeted projects within the capacity of the Group.

## **6. Assumptions**

- Council has the capacity to improve services.
- The community will support their initiative.
- The Clean Community System will work.
- Budgets are limited.

## **7. Demonstrating the Programme's Progress**

### **7.1 Resources**

The following resources were needed in order to accomplish a set of activities planned with the short and long term outcomes and impacts in mind

- Aim of Group clearly established.
- Theoretical base in terms of the Clean Community System.
- Active committee members from the community.
- Support from the DSW Education Section in terms of expertise and administration.
- Publicity through various means.
- Support from many municipal officials.
- Large network within the community.

## 7.2. Activities

The programmes activities designed in order to address the issues stated in the problem statement:

- A programme of activities was devised by each community group. This is in keeping with the tenets of the Clean Community System.

Common threads in the programme of activities were:

- Recognising Special Days.
- School programmes
- Drawing up of a 'Minimum Standards' document
- Recycling initiatives
- Verge cutting concerns.
- Business Concerns
- Council town planning initiatives.
- Meetings and maintaining contact with council officials.
- Responses to dumping.

### Programme Evaluation Questions and Indicators

#### Focus Areas

##### Activity

- Activities to address the identified areas of concern.

#### Sources for Evaluation

- Documentation
- Group members
- Council Officials

#### Questions

##### A. Documentation

The activities named above are evaluated in terms of the reports in the minutes of the Group meetings.

##### B. Group/ Community members

1. Since your involvement with WAG/ SVCG do you feel better empowered to deal with an issue on your own?
2. Do you have a better knowledge of your rights as a resident in terms of dealing with council related issues?
3. Do you have a greater understanding of waste issues such as littering, collection etc?

4. Do you think that WAG/ SVCG has fostered better relations between the residents and the officials?
5. What are the successes that you feel that WAG/ SVCG has had?
6. What are the disappointments that you feel that WAG/ SVCG has had?
7. Did you at times wonder what you were doing and when you look back you actually achieved something?

### C. Council Officials

An attempt will be made to interpret the views of some council staff who have worked with WAG and the SVCG.

### **Evaluating the Application Process**

The Kellogg's Logic Model offers the following well-known acronym as in evaluating the Outcomes and Impacts – SMART:

- Specific
- Measurable
- Action-Oriented
- Realistic
- Timed

The above mentioned guidelines were borne in mind during the evaluation process.

### **Programmw Results**

#### **1. Outputs**

Results that the planned activities produced:

- WAG initiated ten projects unique to Warner Beach in addition to those listed below.
- SVCG initiated eleven projects unique to Sea View in addition to those listed below.

Activities that were similar in both case studies:

- Recognising Special Days – both groups linked activities to special days.
- School programmes – Schools in Sea View and Warner Beach had waste education programmes. WAG/ SVCG as groups are supported by their respective schools.
- Drawing up of a 'Minimum Standards' document- WAG compiled the most comprehensive document.
- Both groups promoted recycling initiatives.
- Provision of bins – Extra bins placed in both case study areas.
- Verge cutting concerns at a local level– Both groups monitored the standards in their respective areas. Both groups lobbied for an increase in verge cuts.

- Business Concerns – Businesses in both communities showed support for the work of the Group concerned.
- Council town planning initiatives. WAG took a major role. SVCG to a lesser extent.
- Meetings and maintaining contact with council officials. Lines of communication were established by both groups.
- Responses to dumping. On going.

## **2. Outcomes**

The outcomes determined the extent to which the desired changes occurred in a 1-3 and a 4-6 year time frame.

### **Short term**

- A number of sites are more attractive in the area. These were in terms of areas cleaned or adopted by a SVCG/ WAG initiative.
- Greater understanding of council services by the community. Complaints were reported to have decreased. Community made more realistic requests at meetings.
- Improvement of facilities in certain areas. Services such as waste collection and verge cutting were now equal to those provided across the city. Road maintenance was a problem at times.
- Relationship between WAG/ SVCG and local council officials much improved. In both cases members had open access and support from local officials.

### **Long term**

- Both groups had ongoing programmes that were sustained for more than four years. Examples are the litter picker (SVCG), monitoring of land use(SVCG) and the public participation in the Warner Beach Town Planning process (WAG).
- Improvement of facilities in certain areas continued.
- Both groups had very sound networking with other local community groups for many years. This was essentially sustained because of the strong positioning of the groups.
- The cordial relationship developed by both groups with local council officials is a hallmark of both groups. The relationship is characterised by co-operation rather than confrontation.
- Most of the short term outcomes were sustained over an extended period. There were some lapses during this period but projects were revived when necessary.

## **3. Impact**

The impact that the abovementioned interventions have had over a period of 8 to 10 years.

By the end of the window period both WAG and the SVCG were entering the time when the impact of the groups could be measured. Some of the impacts are measured because they take place after the window period but at the time of writing.

- Verge maintenance in residential areas: In 2002 verges in residential areas were cut 3 times a year. These were increased to 5 cuts a year by 2007 and to 7 cuts by 2009. The exposed litter is now also collected. This was a city-wide issue to which both groups lent their voice.
- Services by the Cleansing & Solid Waste Department (DSW) were also brought up to the overall eThekweni standard. Services became consistent.
- Greater understanding of council services by the community. This is demonstrated by fewer residents making enquiries to the wrong department and the queries were regarded as being more realistic.
- A major upgrade of the Warner Beach area started. The first phase, starting in 2010 will cost R8.5 million. City Architects acknowledged the input from WAG in the public participation process.
- AMAFA regularly consulted the SVCG became on issues relating to architectural heritage of the area. This intention of the SVCG project to was to preserve the architectural heritage of the area. The success of the project is reflected in that the SVCG had become an integral part of the process of preservation.

## **5.5 Conclusions from the Case Study Analysis**

### **5.5.1 Narrative Summary**

At the time of writing this research both the Warner Beach Action Group (WAG) and the Sea View Conservation Group (SVCG) had been in existence for nine years. The two groups had been operating independently of each other during this period and any contact between the two was incidental. The facilitator recalls only one occasion when members of the two groups met informally at an Annual General Meeting of the Association of Clean Communities Trust. The only common link was their facilitation by the same facilitator from the DSW Education Section.

The commonality between the two groups is that they were both formed within nine months of each other and continued through the period 2001 to 2010. The formation of the groups took place during a time of significant change within the local government structures. The way in which both groups were formed suggests that it was a community response to the prevailing uncertainties at the time. There is evidence that similar frustrations were being experienced by the two groups at the same time. The verge cutting programme was the most notable example of this.

The longevity of both groups is an indication of their success. Being voluntary groups, the members must have believed that the volunteering of their services was worthwhile as a significant number of members in both groups gave of their time for a number of years. The path travelled by the two groups was not always smooth and the quality of their performance varied from time to time. The facilitator notes that there were times



with both groups when he felt that closure was imminent. At these critical times members of the group would come forward and affirm its relevance and a revival would occur.

The analysis of both communities revealed that, whilst operating independently of each other, a number of common features in their respective modus operandi emerged. This occurred in spite of the fact that the facilitator followed the principle that the community members themselves would determine the programme of the group.

A summary of these common features is as follows:

- Waste issues were a common feature. Hence the need for waste management education was apparent.
- Concerns that municipal services were not up to standard.
- The identification of community assets was seen as means to enhancing the community. The notion of Asset Based Community Development was a strong feature in both communities.
- The case studies positioned themselves firmly in the community. The aims and objectives were established with set geographical boundaries.
- The programmes were community driven.
- The adopting of a non-threatening stance between council officials and the community group proved beneficial.
- The members of both community groups became more realistic in their expectations as to what could be achieved by the group and by council officials. This was a result of the 'Minimum Standards' project which established basic the basic services offered by the council.
- The input of local business was important but not fully exploited by the community groups.
- A significant number of the issues addressed could be categorised as being part of a component of the Clean Community System.
- Both groups were facilitated and supported by the DSW Education Section.

The key elements identified in the Literature Review (Ch 3.6) of this study provide a sound theoretical base from which the common features between the case studies are a practical manifestation. This link provides a basis for which the training of participants in the Clean Community System can be determined.

## **5.6 Linking the Case Study Analysis with the Clean Community System**

### **5.6.1 Introduction**

The Clean Community System is an approach to environmental education which has a proven track record in the United States of America. Although it has been implemented in South Africa for nearly thirty years, the system has yet to be included as a formal part of an environmental education course. The Clean Community System is based on community action with the stress on adult participation. Most courses, however, are

designed for the training of teachers who include environmental education as part of their school curriculum. The lack of a course focussing on the environmental education of adults has also limited its inclusion in the environmental education curriculum.

The Clean Community System as a method of environmental education is validated by this quote from Recommendation No 1 of the Tbilisi Conference: “ Environmental Education should look outward to the community. It should involve the individual in an active problem-solving process within the context of specific realities” ([www.unesco.org](http://www.unesco.org)). This quote is fully in line with the basic tenets of CCS and validates its relevance at a macro level.

### **5.6.2 The Clean Community System in the South African Context**

The DSW Education Section has been using the Clean Community System for nearly thirty years but to date there has been no attempt to review its relevance in the South African context. Current training in the CCS is based on the original material obtained from training received from Keep America Beautiful in the early 1980s.

As stated in the chapter 1.3, that whilst the overarching aim of the research is the provision of guidelines for the training of participants in the Clean Community System, this study lends itself to providing a review of the Clean Community System in the South African context.

The guidelines provided by this study are essentially intended for implementation within South Africa and specifically by the eThekweni Municipality. Should the basic tenets of the Clean Community System prove inadequate for South African conditions, it would have a direct bearing on the outcomes of this study.

### **5.6.3 Reviewing the Fundamental Principles of the Clean Community System from a South African Perspective**

The reference in chapter 2.2 of this study to the National Waste Management Strategy of South Africa has a direct bearing on the question at hand. It specifically empowers waste managers to establish community based programmes to encourage effective waste education. This point validates in principle, at a national level, that the Clean Community System is appropriate for implementation in South Africa. Hence the goal, definition and mission of the CCS can be regarded as valid.

The true test for the appropriateness of the CCS, however, lies in the practical application of the system in South Africa. This can be done by evaluating the success of the system at work on a local level. One indicator is the Photometric Index Litter Survey, which is a measure of street litter in a community.

### **5.6.3.1 The Photometric Index Litter Survey (PI)**

The Keep Durban Beautiful Association was required in 1983 to conduct a Photometric Index Litter Survey (PI) in order to become a certified affiliate of the Keep America Beautiful organisation. The survey measures the surface street litter in a city and is thus a key indicator of the effectiveness of the Clean Community System.

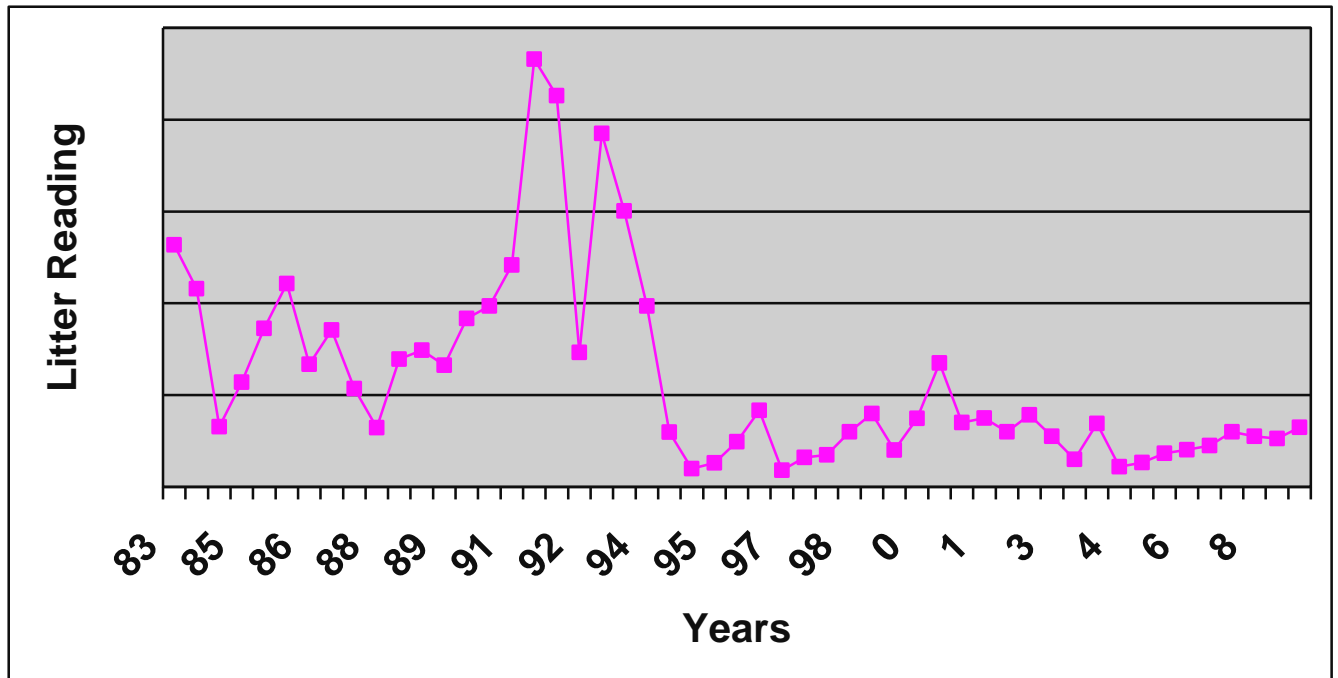
The Photometric Index was first developed by Keep America Beautiful and adapted by the Institute of Solid Waste Management for South African conditions. The survey was developed by KAB to measure the success or otherwise of the CCS. At this time the main focus of KAB was litter abatement. The extension of the mandate to effective waste management came later. It does, however, remain a key indicator of the effectiveness of a campaign.

The baseline survey was undertaken in Durban in December 1983 and by December 2009 a total of 53 readings had been undertaken. In a nutshell each reading involves taking 120 photographs of street sites (pavement or street) selected by random sampling. Thirty photos each are taken in the categories of residential, industrial, commercial, and 'other' areas. 'Other' areas include bus ranks, parks and recreational areas. The photographs are projected on to a grid on a screen and an index is determined. This index represents a percentage of the street surface of the city that is littered. It is also possible to determine the types of litter recorded during a survey.

The results of a survey are compared with the initial baseline survey taken in December 1983. Although short term trends can be monitored, the recommendation is that the real value of the PI should be determined by reviewing the results over an extended period to determine trends. There is only limited benefit to analysing the change from one reading to the next.

The results of the PI indicate that there was an improvement of 75.3% in the street litter of the city between December 1983 and July 2009.

Graphically the results can be illustrated as follows:



**Figure 5.1 Photometric Index of the eThekweni Municipality: Total Scores from 1983 to 2009**

By category the results of the PI during the window period are as follows:

- Residential areas improved by 87%
- Industrial areas improved by 66.7%
- Commercial areas improved by 82.5%
- 'Other' areas improved by 79.8%
- The overall improvement is 75.3%

Very clear trends emerge when one considers that the residential areas category was recorded as the cleanest category in eight of the ten previous readings whilst the industrial areas category was the worst performer in eight of the ten previous readings.

The results could result from the main focus of the DSW Education Section being on residential areas with projects involving community groups and schools. Business and industries have received limited attention in terms of waste management education. There has been, however, a significant improvement by DSW in terms of service to businesses and industries during the same period. This included the introduction of waste contracts with improved bins specifications and recycling programmes. This category nevertheless still has recorded the lowest improvement in the litter situation.

The other feature of the PI is that it enables an analysis of the types of litter identified in a survey. This assists in the planning of specific programmes to address certain

issues. For example, at one time there was a special category for 'ring pulls' i.e. the seals that were once used to seal beer and cool drink cans. When the can was opened the seal came off and the seals produced a significant amount of litter. The 21<sup>st</sup> survey in January 1994 revealed that ring pulls accounted for 2.9% of the city's litter. Today the seals are made in such a way that they do not come off the can. Ring pulls do not feature in later surveys as they do not produce litter.

The growth and promotion of recycling has had a profound effect on litter. One indicator is that of cooldrink type cans. The 1994 survey indicated that 7.8% of litter was cans. This had reduced to 2% by July 2009. During this period the 'Collect a Can' campaign came became really effective. Metal of any sort did not really feature by the 2009 surveys and this coincided with the development of the metal recycling industry.

Types of Litter - July 2009

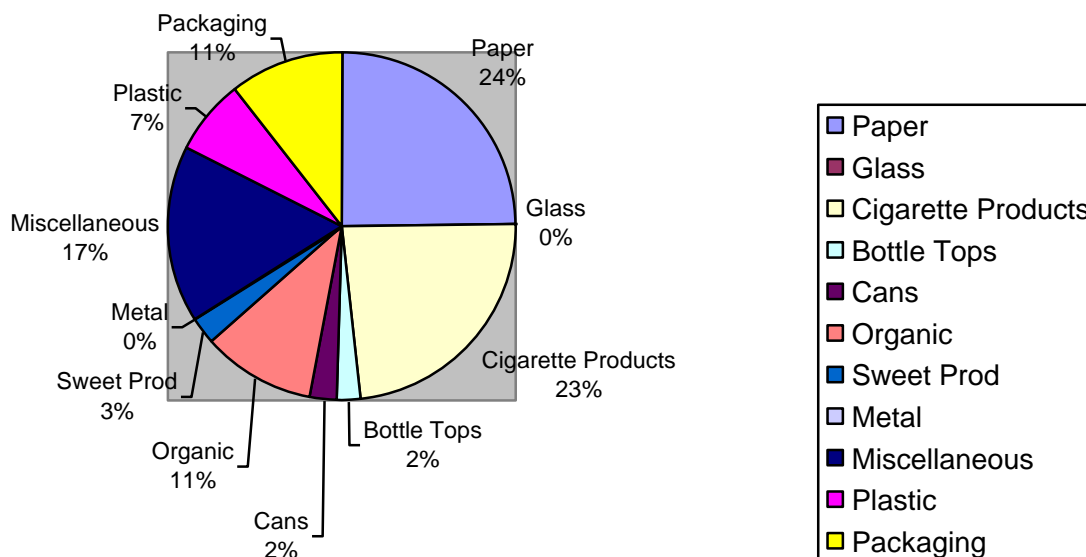


Figure 5.2: Types of Litter in the PI survey July 2009

The impact of legislation is also apparent in this survey. Since the plastic shopping bag legislation came into being very few shopping bags are noted in the plastics category of the PI. The increasingly strict legislation on smoking together with it becoming increasingly socially unacceptable is reflected in the PI results. During the 1980s cigarette products were consistently reflected as being over 40% of the city's litter. By the 2000s this total had dropped to lower than 30% in every survey.

## Reflection on the results of the PI

The positive results reflected by the PI cannot solely be ascribed to the implementation of the Clean Community System. The awareness of and concern for environmental issues has grown internationally during the period under consideration. The point, however, is that the CCS focuses on waste management education and that it was consistently implemented in the city over a period of nearly thirty years.

It is therefore reasonable to conclude that the results of the PI provide a strong indicator that the CCS is a valid method for waste management education in South Africa.

### 5.6.3.2 Reviewing the Case Studies in terms of the Clean Community System

The success of the practical application of the CCS at local level is dependent upon the consideration of the four components of the CCS namely standards, facilities, education and enforcement. The addressing of waste management issues in terms of the four components is considered to be a fundamental practice for the implementation of the CCS.

The reviewing of the case studies in Chapter 4 provided for reflection of interventions in terms of the components of the CCS. This offered an opportunity to determine whether all four components of the CCS were manifested in the interventions of the community.

The table below is a summary of the number of reflections mentioned in each category of the Clean Community System.

Component	WAG	SVCG
Standards	3	3
Facilities	7	5
Enforcement	3	5
Education	12	5

Figure 5.3

The placing of all reflections on the case study in accordance with the components of the CCS indicates that waste issues had been addressed in terms of the CCS components. The above table is an indication that all four components are relevant to a waste education campaign.

The value of the four components lies in the application of a waste education campaign based on the CCS. The four components can be used as a basis for a comprehensive checklist which enables participants to get to the root of the problem. An example of this would be in addressing the problem of illegal dumping. This is a problem in both case studies. The laws were in place to enforce dumping and the DSW Education Section mounted a campaign to educate the community on the evils of dumping. The problem

persisted. Two weaknesses were highlighted by the four components. There was a lack of facilities for legal dumping and enforcement was weak. Once these aspects were addressed the problem of illegal dumping eased markedly in both areas. This was particularly noted in the Warner Beach area.

In the light of the outcomes of the two case studies, the evidence suggests that the four components of the CCS are valid guidelines for use in developing an effective waste education campaign.

When reviewed in the South African context, there is a marked correspondence between the fundamental tenets of the Clean Community System and its application. Despite the limited application of the Clean Community System in South Africa, it can be viewed as a valid method of waste education in the country.

## **5.7 The Current Status of the Training of Education Officers in the Clean Community System**

The major exponent of the Clean Community System in South Africa has been the DSW Education Section and its predecessors. The section has a staff complement of 35. The section has a Manager, Senior Education Officers, Education Officers and Assistant Education Officers. The education staff is supported by two administration staff. The education staff is tasked to implement the CCS as part of their job descriptions.

As the CCS is such an important aspect of the education officer's work, the question of the quality of training they receive arises. On appointment the expectation is that no staff member has prior knowledge or training in the CCS. This is because the new staff come from a wide variety of backgrounds and professions and training in waste management education is limited.

The staff is given an introductory presentation on the CCS as part of their induction training to the section. The new staff employed between 2007 and 2010 were given a presentation on the CCS which lasted two hours. The presentation was a theoretical overview which covered the goals, aims and components of the CCS. In February 2008 all the staff were given a refresher presentation of the CCS which lasted two hours. Apart from the ad hoc mentioning of the CCS this is the total training offered to the staff during the period 2007 to 2010.

### **5.7.1 Assessing the Training of Professional Education Officers in the Clean Community System**

A voluntary questionnaire was sent to the DSW Education Officers (excluding 18 Assistant Education Officers) in order to establish their opinions on the quality of the training they received on the Clean Community System. This was undertaken in July 2010. There were six respondents with work experience ranging from 9 months to 7 years in the waste education field. Although this is a small sample it must be considered

that there are very few Waste Education Officers in South Africa and the comments made by the respondents are to the point and relevant.

The comments from the questionnaire are summarised as follows:

Question One:

1. On your appointment or in February 2008 you were given a two hour presentation on the Clean Community System.

All staff agreed that they had received the training with the exception of one staff member who was appointed but did not receive any formal induction. He was the sole appointee at the time of taking up his position. When he heard about the CCS he read up on the topic on his own initiative.

- 1.1 Do you view this training as adequate for your needs as an Education Officer? Expand if you wish.

- All respondents agreed that the training was adequate but a general opinion expressed was that it was not entirely satisfactory and lacked a practical component.

- 1.2 Do you believe that the Clean Community System is relevant in your daily work?

- All respondents agreed that the CCS is relevant to their daily work.
- The more experienced Education Officers saw it as a means to changing attitudes and achieving a sustainable programme.

- 1.3 Do you evaluate your projects in terms of the Clean Community System?

- All respondents noted 'yes'.
- Two noted that it is not appropriate for all their projects – a valid point.
- Respondents felt that the four components provided guidelines from which to evaluate the projects.

2. When considering future training needs in the Clean Community System, would you like to the following to be considered:

- 2.1 More theory on the Clean Community System?
- 2.2 More guidance in putting the Clean Community System into practice?
- 2.3 How to evaluate your projects in terms of the Clean Community System?
- 2.4 Case Studies in the Clean Community System?

- Respondents did not see the need for more theory on the CCS unless some new or updated information came to light.



- More guidance was needed in putting the CCS into practice.
- More guidance was requested on how to evaluate projects in terms of the CCS. It must be noted that there no standard format is provided by the section on evaluating program in terms of the CCS.
- There was a very positive response to the suggestion that case studies be included in the training. There was particular interest in local case studies.
- A specific request for field visits to local CCS projects was noted.

### Reflection on Staff Training

The general trend of the replies is encapsulated by a Senior Education Officer, in the following response:

‘The presentation [on the CCS] is a good outline and overview. It helps one understand the concept and relate it more clearly to one’s own ideology and practice. It helps to put ones action into a theoretical base. It is adequate for an overview, however it will be more beneficial to visit a community based group where the theory is practiced to see the effects in practice.’

Despite the staff training in the CCS being limited, there is a high degree of awareness of the CCS amongst the staff. There is clear belief amongst education staff that the CCS is a valuable method for implementing an effective waste management education programme. There does, however, appear to be a gap between the theoretical understanding of the CCS and its implementation in practice.

### **5.7.2 The training of volunteers in the Clean Community System**

The training of volunteers in the CCS has not been explored for some time by the DSW Education Section. The author attended one workshop as a volunteer in the 1980s but this was not continued. Currently the focus is to ensure that the CCS is used by professional staff to reach and empower volunteers. As at the time of writing no consideration has been given to training volunteers formally in the CCS. The principles of the CCS are applicable to the volunteer sector and there is good reason to include volunteers in a formal CCS training program.

### **5.7.3 Reflection**

The DSW Education Section subscribes to the CCS and commitment is well supported by its staff. The level of awareness of the CCS by the volunteer corps of the DSW Education Section is unknown but is suspected to be very low.

The evidence suggests that, whilst the CCS has been successfully applied, its full potential has not been fully realised by the DSW Education Section. The key to unlocking this potential lies in training and will form part of the recommendations of this study.

## **5.8 Options for Training Participants in the Clean Community System**

### **5.8.1 Introduction**

The characteristics of potential practitioners and participants in the Clean Community System will be varied. This is because the CCS is rooted in a local community that is unique and the only common feature of the participants of the CCS would be a concern for the environment. Thus it would be inappropriate for a training program for participants in the CCS to be restricted to a single format. The nature of the CCS is such that a single type of training may not meet the needs of all potential participants. Therefore a number of options should be made available for the training participants in the Clean Community System.

### **5.8.2 Possible Formats for Training of Participants in the CCS.**

This section offers some scenarios in the possible format that training in the CCS can take place. The actual training of participants in the CCS can take place both within the education and the training context.

There is a distinction between education and training but, as noted by Lotz-Sisitka (Loubser et al 2005: 165), the differences between the two have become blurred in recent times with the introduction of the National Qualifications Framework (NQF) in South Africa.

Essentially training is based on the acquisition of skills that can be applied to accomplish a particular task. Education takes training one step further in that it provides insight into the reasoning and rationale behind the skills being trained and offers an opportunity for critical thinking and development.

- The CCS as part of a tertiary education course

The CCS has the potential to be included in an environmental education course offered at tertiary level. This would be particularly suited for students who intend working in the adult or non-formal education sector. It is suggested that the CCS be included as an approach to environmental education. The CCS would be suited for courses in environmental education for teachers, environmentalists, community development workers and for the waste education courses offered to environmental health students at universities of technology.

- Workshops and Short Courses

Workshops and short courses are a powerful tool for promoting environmental education. They are usually limited in time from a few hours to a couple of days. They serve the purpose of ongoing development for current practitioners or as an introduction for new entrants into the field. Workshops and short courses may be prepared for a specific audience or for a general audience. The CCS may be

included as part of a programme or as a specifically designed workshop on the CCS. The value of workshops and short courses on the CCS is that they have the potential to reach a large number of people in a relatively short period of time. People attending workshops tend to be already working in the field and the possibility of the skills taught being put into practice immediately is high.

A standardised generic workshop has the flexibility to be held at various venues over a wide geographical area. The generic program should be flexible enough to allow for minor tweaking to make it suitable for a specific audience.

- Presentations

Presentations are short talks by a speaker on the topic of the CCS. The length of time available seldom extends beyond an hour. Presentations are frequently made at meetings where the presenter is invited as the guest speaker. The background of an audience of such presentations may be varied and may include professional staff or members of volunteer organisations such as service groups. The main value of presentations is that of sensitising an audience to the concept of the CCS. The presenters of such presentations are advised to be available for follow up after the presentation has taken place. This may provide an opportunity to make contacts from which a comprehensive CCS program may develop. The ongoing use of presentations on the CCS has the potential to raise the profile of the CCS in a community.

- Refresher programmes

The training courses available on the CCS should not be limited to introductory courses on the theory of the CCS. As indicated by the responses from the Education Officers of the DSW Education Section, there is a need for training beyond the theoretical framework of the CCS. Among the suggested were the evaluation of projects in terms of the CCS and case studies of successful CCS projects.

The recommendation is to build up a portfolio of presentations, workshops and courses on the Clean Community System. This will ensure that the ongoing training of participants in the CCS will be sustained.

### **5.8. 3 Factors for Consideration in Developing a Course**

The following factors should be taken into account before the final arrangements and content of a training session is determined.

- Target audience

The characteristics of the target group receiving the training will affect the manner in which the training is offered. A number of factors such as language,

the type of community, economic level, education level and the standard of local government services in the area must be taken account when the presenter is drawing up a training session. The overriding factor to be considered is that the training must meet the needs of the participants.

- Time

The content of the training will be subject to time constraints. The time, place and venue will need to be determined in conjunction with the participants. A suitable time for working volunteers may be in the evenings or over weekends, whilst for professional practitioners training during business hours may be more suitable. An appropriate time will ensure maximum attendance on a course.

- Budget

There is likely to be a budget constraint for any training. The financial factors needed to be taken into account include the facilitator's salary, venue hire, transport for facilitators and volunteers, refreshments and the cost of handouts and workbooks. The lack of a substantial budget need not be a deterrent in training. It is possible to undertake effective training on a very limited budget.

- Developing a Curriculum

The term 'curriculum' in this section is used in the sense that it is the structure and content that makes up a course or presentation on the CCS. The final content of the curriculum will be subject to the constraints and opportunities of the target audience, time allocation and budget available.

Lotz-Sisitka (1999), as discussed in chapter 3.7, favours an open-ended curriculum which is subject to review and development. This approach is recommended for training participants in the CCS. By its very nature the outcome of a Clean Community System program will be determined by the community members themselves. This means that the curriculum would teach the core principles of the CCS and allow sufficient latitude for local conditions to be considered as part of the training program.

## **5.9 Reflection**

There are many factors to be considered when developing a training programme for participants in the Clean Community System. The primary consideration being that the needs of the participants be met. The constraints placed by resources should be taken into account when the content of the programme is compiled. The content of the programme should be drawn from the recommendations contained in chapter six.

# CHAPTER SIX

## RECOMMENDATIONS

### 6.1 Introduction

The recommendations of this study should be reviewed in the context in which the Clean Community System has been designed. Historically the CCS has been used as a method of environmental education from a waste management perspective with the target group being the adult sector of the community. It is a method of non-formal education which is well suited to empower voluntary groups where the participants have a concern for waste issues. It must be noted that, although the CCS has traditionally been developed and applied to waste management education, the potential for its basic principles to be applied in other fields of environmental education is apparent. This is, however, beyond the scope of this study.

There is a twofold purpose to the recommendations that follow. During the phases of introducing, promoting and sustaining the CCS the guidelines are recommended for the use of the professional officer of an agency that facilitates the project. The other purpose of the training will be to support the volunteer in implementing the CCS within the community itself. The volunteer may be working with a facilitator or working on his/her own initiative.

The recommendations that follow include a 'specific guidelines' section. The stated guidelines give specific suggestions that may be included when covering the recommendation. The facilitator of the course may select appropriate guidelines for inclusion in a training course. This will be done in accordance with the needs of the target group of participants.

### 6.2 Recommendations

#### 6.2.1 'That the Clean Community System be promoted as a valid method of non-formal waste management education in South Africa'

##### Motivation

The results of this study indicate that the Clean Community System has been successfully applied over an extended period by the eThekweni Municipality through the DSW Education Section. This is the only instance in South Africa where the Clean Community System has been fully subscribed to and implemented for a sustained period. Other agencies have been exposed to the CCS but none have embraced the CCS and applied it in full.

The Keep America Beautiful organisation has nearly 600 affiliated organizations using the 'Keep America Beautiful System'. This is a localized name for the Clean Community

System and the same principles are applied. Thus the potential for the CCS to be a worthwhile method of environmental education is clearly evident.

The reason for the limited application of the CCS in South Africa is a result of the small number of environmental education agencies whose primary focus is that of waste management education. There is no umbrella organisation that supports a national waste education programme in South Africa. The last serious attempt was the Keep South Africa Beautiful campaign that folded many years ago.

This situation is expected to change with the introduction of Integrated Waste Management as a national strategy for waste management in South Africa. It has made waste management education an integral part of the waste management process. It can be expected that there will be an increasing demand for waste management education as the roll out of Integrated Waste Management continues. The Clean Community System is in a strong position to meet this need.

This study indicates that the potential of the CCS has not been fully realized in South Africa and is a viable method of waste management education.

#### Specific Guidelines

- The value of the CCS in waste education needs to be promoted widely in waste circles. This can be achieved through presentations at conferences and workshops on waste management.
- The number of participants being trained in the CCS needs to be increased. This can be achieved by making available training workshops and through the inclusion of the CCS in environmental education courses. These courses could be both formal and non-formal.
- Current participants should be encouraged to become ambassadors of the CCS and promote it at every level on an ongoing basis.

#### **6.2.2 'A theoretical background to the Clean Community System should form part of the training of participants.'**

##### Motivation

The key players in applying the Clean Community System are likely to be the professional officials of the agency providing the education. In the case of the DSW Education Section, the officials are designated Education Officers. The task of these officials will be to implement an effective waste management education program using the Clean Community System. The evidence from this study suggests that Education Officers have found the theoretical training that they had received in the CCS of value.

In order to effectively implement the CCS, the educator will have a twofold task. Firstly, he/ she would have to ensure that a programme is being run according to the principles of the CCS. This would entail reflection and facilitation of the process as it unfolds. Secondly, the educator would have to train and mentor other role players in the waste sector on the application of the CCS. The other role players would include volunteers and officials from waste management departments. In order to carry out this function, it is therefore essential that the officials have a thorough understanding of the theory of the CCS.

### Specific Guidelines

- The goal and definition of the CCS should be included in a training programme. They provide the essential principles on which the CCS is based.
- The components of the CCS should be part of the theoretical and practical training in the CCS. The evidence from the case studies suggests that the four components of the CCS (standards, infrastructure, education and enforcement) provide a sound strategy from which to build an effective waste management education program. Each component forms part of what could be considered a 'check list' from which to proceed. The facilitator should guide the role players in reviewing the status quo of their community's waste issues in terms of each component. As needs or gaps in the waste system in terms of each component emerge, suitable interventions should be devised to address these perceived weaknesses.
- Case studies where the CCS has proved successful should be included in the training programme. The case studies will assist in bridging the gap between theory and practice. This was a possibility identified by the 2010 DSW Education staff. The case studies should preferably be local and the possibility of field trips for participants should be explored.
- The evaluation of programmes and projects in terms of the CCS is an aspect that is still in its infancy at the DSW Education Section. The CCS provides a clearly defined framework through which an intervention programme can operate. This framework in turn offers an opportunity to assess the effectiveness of an initiative. The result of a sound assessment will provide opportunities for remediation and a direction for the initiative to proceed. The Kelloggs Logic Model as used in Chapter 4 and Chapter 5 in this study offers another sound method of evaluating community projects.

It is essential that the CCS become part of the culture of the educational agency that has subscribed to it as its fundamental approach. The DSW Education Section has adopted the CCS to the point that the application of the CCS is formally written into the job description of each education staff member.

The actual value of the CCS could become neglected by the participants during their daily routine of work. The concept of the CCS should be inculcated in participants of the programme. This will not be achieved by formal training sessions alone, the participants should be reminded at all times of the CCS. It should be mentioned at every opportunity and the terminology of the CCS should be reflected in the minutes and publications of the agency concerned. An indication of this can be seen in the directory of KAB (2010). Many local affiliates in the USA have included the term 'clean community system' as part of their name. Periodic refresher training on a more formal basis will reinforce this culture.

### **6.2.3 'The facilitator must be trained in facilitating skills.'**

#### Motivation

A fundamental principle that emerged throughout the study is that a project should be community driven. The evidence shows that this principle is totally compatible with the CCS and is recommended by a number of writers involved in community development. The facilitation should be in evidence from the start of the project through to determining the programs and its eventual outcomes.

A high level of facilitation competence by a facilitator is necessary to ensure a successful project driven by the community. At all times the facilitator should play a supportive and not a dominant role in his dealings with the community. Bergdall (Ch 3.4.1.1) describes this as 'leading by stepping back'. The key role for the facilitator is to create a climate that is conducive for the community to operate a programme effectively. The facilitator and the facilitating agency should provide minimum support and intervene only when particular guidance and expertise is needed by the community.

#### Specific Guidelines:

- At the inception of his/ her involvement with the group, the facilitator must be upfront as to the agenda of the agency he/ she represents. In the case of the DSW Education Section, the primary agenda is waste management education especially in terms of litter abatement, dumping, recycling and community beautification. This approach is honourable and, by the facilitator being upfront, the possibility of problems developing at a later stage could be pre-empted. This view is supported by Korten (Ch3).
- The facilitator must be aware that his/ her role is not necessarily easy for an individual to adopt. With their expert knowledge at hand, it is easy for a facilitator to dominate proceedings and therefore compromise the principle of a community driven programme. The experience of the researcher as facilitator is that it takes a conscious effort to ensure that this role is adopted.



- The role of the facilitator should be supportive rather than dominant. Bergdall (Chapter 3.6 of this study) refers to the facilitator's role as being one of providing 'minimum stimulus'. This does not detract in any way from the importance of the facilitator's role but rather defines its function. The term 'minimum stimulus' does not mean that the facilitator abdicates responsibility. It rather advocates a 'watch dog role' where the facilitator observes and intervenes only where and when it is necessary.
- Bergdall (Chapter 3.4.1.1 of this study) believes that the credibility of the facilitator is largely built up through a track record of working with the community. This credibility is earned through integrity and by the facilitator showing respect for the community participants.

#### **6.2.4 'The facilitator must ensure that the project is community driven.'**

##### Motivation

The principle that a program must be community driven is a recurring theme throughout this study. The value of the principle is supported by various writers and from the analysis of the case studies.

The fundamental principle of the CCS is that members of a community should take responsibility for the state of cleanliness of a community themselves. This principle of an environmental education method is also supported by writers on community development. This clearly demonstrates the value of using community development techniques to address environmental issues. This involves the setting of a standard as well as developing and participating in appropriate interventions to address identified issues.

The Goal and Definition of the CCS is supported by the Mission of Keep America Beautiful which is 'Engaging individuals to take greater responsibility for their community environments'. ([www.kab.org](http://www.kab.org)). This approach is further supported in the environmental education context by Principle 9 of the Tbilisi Conference which states that 'Environmental Education should emphasise every individual's responsibility towards the environment'. (Loubser et al 1996: 44).

A number of views expressed in the Literature Review (Chapter 3) support the notion that a programme driven by the community is a very effective method of addressing an issue. This is in contrast to a programme whereby an intervening agency imposes a pre-planned program. The weakness of a pre-planned generic program is that it does not necessarily take local conditions into account. The local conditions include the attitude and values of the community members as well as the physical and social conditions of a community.

The result of the case study analysis, together with the supporting literature review, confirms that a waste education programme in terms of the Clean Community System should be driven by the community.

### Specific Guidelines

- The specific issues that need addressing should be identified by the members of the community with the facilitator providing minimum input in terms of expertise only. The issues that are identified should not be confined to the problems of a community. The assets of a community should be identified as advocated by the concept of Asset Based Community Development. A successful program could be built around projects that enhance the assets of the community.
- The programme of activities should be developed from the identified needs and expectations of the community. The activities are actually interventions designed to address the needs of the community.
- The number and nature of the projects should be determined by the capacity of the group to deliver. This point is explored more fully in recommendation number five.
- A point to note is that the facilitator should ensure that all participants in the project have an input into the proposed activity. On the one hand the facilitator must ensure that his/ her role must be not be dominant, but on the other hand the facilitator must ensure that other parties do not exert undue influence on a group in order to achieve their own agenda. The other party may come from another interest group or it may be a dominant person in a group who overrides the will of other participants. The facilitator's intervention in such cases will ensure that a project is truly community driven.
- At all times the participants should refer back to the original aims and mission of the group. This will ensure that the initiative remains faithful to its original mandate. A deviation from this guideline should be agreed upon by the group as a whole and only in special circumstances. A useful technique is for the aims of the group to be included in its standard letterhead. This will serve the function of being a continual reminder to readers of the correspondence.

#### **6.2.5 'The facilitator must ensure that the participants determine the capacity of the group to deliver.'**

##### Motivation

The effectiveness and longevity of a community group will depend on the ability of the group to function within the bounds of its capacity to deliver. The term 'capacity' refers to resources in terms of manpower, finance and the legal boundaries which enable a group to deliver on its purpose. These resources are by definition limited.

There is frequently a gap between the expectations of the members of a group and the extent to which the group is actually able to deliver. The challenge is to keep the individual participants' expectations realistic so that they can be successfully achieved.

The specific areas where the capacity should be determined are:

- Aims and objectives.
- Geographical boundaries.
- Financial considerations.
- Manpower – the number of participants involved as well as the time and the skills that these participants have to contribute to a project.
- Material resources such as administrative facilities and implements such as spades, rakes and plastic bags.

The evidence from the case studies suggests that the ability to match expectations with delivery is an essential element of success in a community based education program.

#### Suggested Guidelines

The outcomes of this study suggest the following should be included in a practical exercise:

- **Aims and Objectives.** The aims and objectives of a group must be decided upon soon after its formation. The result should be a clearly stated document and need not be long. The aims and objectives must be minuted and all future activities should be undertaken in terms of this document.
- **Geographical Boundaries:** In tandem with the aims and objectives it is suggested that clearly demarcated geographical boundaries be determined. The evidence from this study suggests that a vague geographical boundary can affect the effectiveness of a group.
- **Finance:** This will largely depend on the needs of the group. The examples of the SVCG and WAG demonstrate that much can be achieved with very little money. However, if a group be in need of finance it is essential that all legal accounting procedures are observed.
- A point to note is that there is a tendency for groups to become over enthusiastic during the group's early stages and have unrealistic expectations as to what can be achieved. If the result of a group's performance falls short of its expectations, the enthusiasm of the participants is likely to wane. It is advisable for the group to decide upon a limited number of key interventions and undertake them successfully. A proven track record of successful smaller interventions will provide a platform from which to tackle more ambitious projects.

## 6.2.6 'The need to develop a relationship of constructive engagement with officials from local government structures.'

### Motivation

The early minutes of both case study groups and the interviews with volunteers revealed a singular lack of understanding amongst the general populace of the workings of a municipality. Apart from a general perception that the council was responsible for issues such as waste collection and road and verge maintenance, there was little understanding of the nature of these services. A great deal of confusion existed as to which department was responsible for a particular competency. The knowledge of members of the public as to the frequency and quality of the services provided by the council was unclear and expectations were often unrealistic.

Furthermore, residents did not know the channels to follow when addressing an issue. There were frequent reports of telephone calls being forwarded from one official to the other and little would be achieved. This resulted in much frustration and residents had a poor perception of council performance.

The simultaneous interventions by both the eThekweni Municipality and the case study groups were largely successful in addressing the issue and provide a strategy that could be replicated. The essential factor in addressing this issue proved to be one of constructive engagement. In the case studies, community members adopted an approach of constructive engagement with officials. The officials were approached in a polite but firm manner and expressed an intention to resolve an issue. The issue was discussed until a mutually acceptable outcome was agreed upon. The community members found that this approach was successful and that council officials would reciprocate in the similar manner. The eThekweni Municipality's Batho Pele ([www.durban.gov.za](http://www.durban.gov.za)) campaign, aimed at improving service delivery, is compatible with this approach. It endorses staff consultation and communication with residents.

The training component of implementing this recommendation involves empowering residents in their understanding of council issues and on how to address such issues. A thorough understanding of the operations of a local government structure provides a sound platform upon which to build a community waste education program.

### Specific Guidelines

- The concept of 'Minimum Standards' should become part of a community education program. The concept of minimum standards was pioneered by WAG. The group embarked on an exercise where the specific competencies were identified for each municipal department as applicable to the specific community. The information was compiled into the 'Minimum Standards Document' that outlined the responsibilities of key departments and included such information as the frequency of service and the facilities available. The document was made available to the community and assisted in making the expectations of the

community realistic. The educational value of such a document proved significant. An example of a Minimum Standards Document is included in Appendix E.

- Contact with officials: A contact list of local officials should be drawn up. The list should include names of relevant officials with their contact details and be updated periodically. It should be used on the same basis as the Minimum Standards Document.
- The development of a partnership between municipal officials and the community: The relationship between the municipal officials and the community should be cordial. The community approach to municipal officials should not be threatening but conducted in a firm but positive light. The evidence suggests that such a culture may take some time to develop but in the end it is worthwhile.
- The Batho Pele campaign, explained in chapter 2.2.6 of this study lends itself to effective engagement with the community.
- The preceding guidelines should be viewed as techniques available for use in a comprehensive community education program.

### **6.2.7 'Community Development Theory and theory from other disciplines should be considered for inclusion in a Clean Community System training program'**

#### Motivation

The Clean Community System is a method of environmental education that is intended for implementation in a community. By its very nature, a community is a complex system with an integrated network of functions and issues manifesting themselves simultaneously. These issues would include social services, residential facilities and economic functions. As a whole all these activities potentially have an impact on the environment. The situation needs constant monitoring and appropriate action taken when necessary.

The rationale behind including theories from various disciplines in an environmental education program is as follows:

- The waste issue, which the CCS addresses, is an integral part of any community.
- The practical focus of the CCS is on community action and this calls for a greater understanding of the workings of a community. This is confirmed by the definition of the CCS which states: 'The Clean Community System is a behaviourally-based systems approach to changing attitudes and practices relating to waste handling'. (Keep America Beautiful 1980:35).
- The addressing of the waste issue, whilst primarily being an environmental issue, forms part of the development of a community. Thus cognisance should be taken

of interventions on other issues happening in the community in order to make the waste education program part of an integrated whole.

- Many techniques used by other disciplines can be successfully applied in the waste management context. As mentioned in Recommendation number Four, the notion of community driven programs is found in a number of disciplines. An awareness of these techniques will add value to a CCS programme in a community.

#### Specific Guidelines:

The following community development theories could be put to good use when developing an effective waste management program in terms of the Clean Community System. There is evidence that they were successfully applied by the case studies in this research.

- Asset Based Community Development (As described in chapter 3.4.1): The notion of Asset Based Community Development is particularly valuable when starting a programme. A community group is usually formed to address concerns in a community and initial meetings tend to emphasise the failings in a community and an early meeting is likely to end up being a complaints session. This results in a reactive programme being developed where issues are addressed as they occur. The strategy of Asset Based Community Development is for the assets of an area to be identified and a programme of action to be built around the improving the assets. Specific concerns are addressed in the context of developing a community rather than that of reacting to the failings on problem areas in a community.
- The case studies both identified the community's assets at the outset. The ABCD strategy was put to good use as a platform for developing a successful program. This strategy is expanded upon in chapter 5.5 of this study.
- A major benefit to employing the Asset Based Community Development approach is that it provides a positive vision for a group to work towards. The intangible benefit of community pride comes into play here.
- Korten's Learning Process Approach: Korten advocates 'The learning Process Approach' as opposed to the 'Blueprint Approach'. He dismisses the Blueprint Approach whereby a particular formula is applied with little consideration to the reality of the situation. He advocates what he refers to as the 'Learning Process Approach' where a facilitator guides a process where the community group decides upon its own program in terms of its capacity and needs. This will result in a unique program within the parameters of a broad waste education strategy. This approach may be tedious but the evidence suggests that it has long term benefits. The details of the approach are described in Chapter 3.4.2 of this study.

- Korten's Generations Framework: Despite some criticisms Korten's Generations Framework (Explained in chapter 3.4.3) provides a useful tool for actually designing projects. The value of defining interventions in terms of the generation's framework is that interventions from different generations fulfil different objectives. The final outcome in designing a program should reflect a balance between projects of different generations.
- Positioning: The notion of clearly positioning a group in the community adds strength to its performance. Once the mandate of a group is defined an opportunity is created for a group to become specialists in the community on a particular issue. This will enhance the effectiveness of a waste education campaign. By clearly defining its positioning, the group can co-operate with other community groups to each other's mutual benefit. This will avoid duplication and add greater value to the community as a whole.

### **6.2.8 'That the business sector be actively integrated into a community waste education programme.'**

#### Motivation

The economic sector is an integral part of a community but seldom is included in community environmental programmes. Large industries work towards achieving ISO 14 000 status but smaller commercial enterprises to date have had little incentive to support community environmental initiatives other than observing local by-laws. The notion of environmental issues being costly is debunked by Pamela Gordon in her book 'Lean and Green (2001) as described in Chapter 3.4.2.2.

The geographical focus of the CCS is on a local community where there will usually be a number of smaller businesses satisfying a local clientele. The owner and staff of these businesses are often local residents as well. Thus a local business can be viewed as an integral part of a community. The case studies revealed very little evidence that local businesses are included in local environmental initiatives at the outset. The involvement of businesses in environmental programs is usually confined to the community tapping a local business for sponsorship. Scant attention is usually paid to involving the proprietor into the environmental reasons behind the requested sponsorship. This is an opportunity lost to the cause. Apart from having financial resources the owner of a business has his/ her own network of connections that could be used to the benefit of the waste education campaign.

The waste issue is common to all businesses and has the potential for being the catalyst for integrating a business into a community environmental education campaign. A number of examples of how a business became an integral part of the Clean Community System are outlined in this study. Of particular note is the partnership between Southway Mall and the Sea View Conservation Group, the Vintage Car Wash project and the tunnel clean up in Warner Beach. The common feature of these projects is that the businesses showed significant buy in to the projects for environmental

reasons and that their efforts were rewarded by adding value to their respective businesses.

An important concept in the industrial sector is the formation of waste minimization clubs as outlined in chapter 3.5.2.6. These clubs provide a good example of how co-operation between businesses can promote effective waste management.

Despite criticism as being simplistic, the Triple Bottom Line (Referred to in ch 3.5.2.3/ 4) has proved to be a useful way of promoting environmental involvement in businesses. It clearly explains to a potential participant the possibilities of becoming involved in an environmental program.

### Specific Guidelines

- A potential business participant in a Clean Community System program must be thoroughly briefed on the environmental reasons for becoming involved in a project. It is essential to get a business to buy in to the project. The environmental benefit and the potential benefit to a business should be covered.
- The use of the Triple Bottom Line in briefing the business sector is highly recommended.
- During the briefing of a business participant the full spectrum of waste issues should be covered. This should include the topics of in-house waste facilities, waste removal, recycling, staff training and waste audits.
- The participant should be well prepared when meeting a businessman. The meeting should be conducted along business lines and an outcome should be determined.
- The importance of follow up must be emphasized.

### **6.2.9 'The need for networking is essential to achieve maximum penetration in a community waste education programme.'**

#### Motivation

A successful community education programme needs to achieve maximum penetration in a community. By their very nature community groups tend to be made up of limited numbers. The case studies of WAG and the SVCG are a case in point. Both groups have functioned with a core group of less than ten members. The impact of these groups in the community, however, is significant as the number of participants is out of proportion to the size of the population as a whole. This was largely achieved through the effective networking with other structures in the community.

The Oxford Dictionary (2005:984) defines networking as 'to try to meet and talk to people who may be useful to you in your work'. Work in this instance will apply to the work of a community group.



The potential for networking by a group of volunteers gives rise to opportunities for promoting a group's aims. A community is a complex network of structures, groups and organisations pursuing different goals and functions. There is an incidence of overlap in the functions of these groups. The key to networking is for a group to tap into another group's resources and co-operate on a project that is of mutual benefit of both groups.

Some examples of networking that were reported in this study were with local schools, Community Police Forums, local businesses, religious organizations and with service organizations such as Lions and Scouts. All of these organisations have an environmental component to their work. This offers an opportunity for a group to provide their expertise on waste issues to another group when required. The spin off from this co-operation will be of benefit to the community as a whole.

The concept of networking is most successful if the mandate of the co-operating organisations is clear. This is where the concept of positioning comes into play. This enables the groups to complement each other's work rather than be in competition with each other. This sentiment was best described by Mr Des Biggs when he alluded to the success of the SVCG being that the issues took precedence over the organization.

#### Specific Guidelines

- Developing a network: Once a group has decided on a project the possibility of inviting other groups or organisations to take part should be considered.
- 'Connections': Most participants in community groups belong to other structures in a community. These 'other' structures are likely to be churches, schools and service organisations. Participants in the CCS should be encouraged to share their waste management knowledge with the wider community. At all times participants in a waste management education programme should seek new opportunities to promote sound waste management.
- Presentations and workshops: A very effective method of waste management education is for participants to give presentations on waste management as a guest speaker at meetings of various organisations. Many organisations find it a challenge to find guest speakers for their meetings. The writer, as education officer, is regularly invited to speak at meetings and functions. Presentations were given to churches, the Woman's Institute, Community Police Forums, Neighbourhood Watch meetings and an Afrikaner Sakekamer meeting. The combined audience of these presentations is quite significant and the impact is greater as the audiences tend to be the 'movers and shakers' of a community.
- A recommendation is that a generic presentation be prepared for participants to take to presentations. This will give the speaker confidence and it will standardise the content and quality of the presentation. The generic presentation would then be tailored to suit the nature of the audience concerned.

- The benefits of networking should be included as a topic on CCS training courses. The benefits of networking by a group can be promoted by the facilitator.

### **6.3 Limitations on the Study**

- The DSW Education Section is the only environmental agency in South Africa that has consistently applied the Clean Community System for an extended period. Although it is extensively used in the USA, the CCS has a limited footprint in South Africa. The result is that there is no sister agency in South Africa which offers an opportunity for a comparative study at present.
- This study has been limited to two case studies. They are the longest standing facilitated groups of the DSW Education Section. The other groups being facilitated by this section are in their infancy and do not have a sufficient track record for study at the time of writing.
- The number of participants active in the two case studies was small. The number of participants in each group of the case study was at no stage larger than about eight members at any particular time. This provided a relatively small pool of participants in the programmes. The number of participants is, however, typical of a community group of this nature.

### **6.4 Recommendations for Future Research**

The limited application of the Clean Community System to date opens up a rich field for further research. Further research will, in turn, assist the CCS in achieving its full potential.

- A study of the application of the Clean Community System on a broader scale will add to the body of knowledge regarding the CCS in South Africa. With the roll out of the Integrated Waste Management System in South Africa there is a possibility of further programs based on the CCS being established. This will provide an opportunity to study a CCS programme from its inception.
- A number of agencies focusing on waste management education were established during the 1980s and 1990s and failed. A study to reveal the reasons for their failure could be of value.
- There are a number of individual programmes at local level that follow the principles of the CCS. A portfolio of case studies on these programs will offer a multiple case study on the CCS.

- A study on evaluating individual projects in terms of the CCS. This is a particular need for professional practitioners of the CCS. The recommendations will enhance a particular programme and add value to the concept of the Clean Community System as a whole.
- A study of business participation in community environmental education programs. The existence of and the potential for local community businesses to be included in environmental education is a field for exploration. This can be done in the context of the CCS.
- To date the Clean Community System has been used in the context of waste management education. The evidence suggests that the fundamental principles of the Clean Community System may have a broader application than waste management education. The possibility of using the principles of the Clean Community System for other community based education programmes should be explored. The possible programmes are in the field of water and sanitation, soil erosion and road safety.

## **6.5 Conclusion**

The guidelines for training participants in the CCS as discussed in the recommendations provide a framework for implementing successful community education programmes. All too often community education programmes start with a great deal of enthusiasm and the best of intentions but fail to be sustained over a significant period. The failure to sustain such programmes is a consequence of the lack of understanding on the part of participants of the dynamics and issues involved in working as a community group. The knowledge of environmental issues, in this case waste, may well be in place together with the desire to achieve a successful programme. The problem lies in actually putting the aims into practice.

The recommendations in this chapter can broadly be seen in two parts. The first part deals with the following:

- The need to promote the CCS as a method of waste management education.
- The need for a theoretical understanding of the CCS.

The second part deals with the issue of the actual management of a programme on the ground. Some of the issues involved are:

- The need for facilitation skills on the part of the facilitator.
- That the project needs to be community driven.
- Recommendations and guidelines for running a successful program.

The Clean Community System is well placed to bridge the gap between theory and practice. The practical guidelines offer a way forward to community groups who are addressing waste issues. The practical guidelines are underpinned by the theoretical

basis provided by the CCS. A sound knowledge of waste issues will further support such an initiative. At all times the unique characteristics of each program should be borne in mind.

The recommendations of this study create something of a paradox. The very nature of the waste issue makes it inextricably a part of the urban environmental consideration and has an immediate impact on other environmental issues. The recommendations, however, continually point towards clearly setting out of aims and the demarcation of the limits of the project at hand. This does not suggest that other environmental issues are not important. The value of maintaining focus on waste issues is that concentrating on one issue is more effective than trying to cover a number of issues at once. The strong positioning on waste allows space for other role players to concentrate on another issue without fear of duplication or competition. It should at all times, however, be remembered that the waste issue is part of the wider environmental problem.

## **6.6 Concluding Remarks**

The magnitude of the global environmental problem is no longer a matter of debate. This has been confirmed by countless studies worldwide. The urgency of the global environmental problem has been given wide media coverage which has raised public awareness on the issue.

The extent of the environmental problem has required the specialization of environmentalists to concentrate in a particular field. The issue of waste has now been recognized as an important environmental issue. In the South African context much has been achieved at a national level in the drafting of the National Waste Management Act and the adopting of Integrated Waste Management as a national strategy. By its very nature much of the waste problem occurs at a local level. Thus the maxim 'Act globally, think locally' comes into play. Whilst the legislative framework at national level is in place, the situation on the ground, however, gives cause for concern. A number of municipalities have waste management facilities that meet international standards but there are a large number of municipalities that have substandard facilities.

The ultimate solution to the waste issue is to develop a sound waste management ethic in the community at large. This would be a proactive step towards reducing waste and addressing problems such as littering and illegal dumping. This means that the development of an effective waste management education programme needs to go hand in hand with the improvement of waste facilities. Without the education component a waste management programme would be reactive and, in the end, little would be achieved. This has been achieved by the recognition of Integrated Waste Management as a national strategy. The challenge now lies in the roll out of the strategy at all levels of government. There is a long way to go.

The main subject of this study, the Clean Community System, is well placed to provide a strategy for effective waste management education. It has a proven track record both internationally and in South Africa. The principles and components of the CCS offer a comprehensive strategy for introducing waste management education to a community.

Thus the provision of guidelines for training of participants in the CCS is contributing towards solving the global environmental problem.

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## APPENDICES

### APPENDIX A

#### WAG HISTORICAL PROFILE ANALYSIS

##### HISTORICAL PROFILE 2001

Month	Meetings	Notes
February	7/ 02/ 01 20/ 02/ 01 26/ 02/01	<ul style="list-style-type: none"> <li>■ Shortlisting of projects</li> <li>■ Two Sun articles</li> <li>■ WF becomes involved &amp; starts email network.</li> <li>■ Guy Caws (GC) from DSW/ KDBA becomes involved</li> </ul>
March	5/ 03/01 12/03/01	<ul style="list-style-type: none"> <li>■ WO becomes involved and becomes a prime mover in WAG</li> </ul>
April	9/ 04/ 01 23/04/01	<ul style="list-style-type: none"> <li>■ One Sun article.</li> <li>■ Toti High &amp; Warner Beach SP School show first signs of interest.</li> <li>■ Permission granted for tunnel painting.</li> <li>■ Winkle Beach:               <ul style="list-style-type: none"> <li>- Lights in the car park repaired.</li> <li>- Rat problem addressed</li> <li>- First positive networking with council officials.</li> </ul> </li> </ul>
May	21/05/01	<ul style="list-style-type: none"> <li>■ 5 Sun articles</li> <li>■ Tag a motorist started.</li> <li>■ BBC shuts &amp; opens again.</li> </ul>
June	11/06/01	<ul style="list-style-type: none"> <li>■ Full House Furnishers Adopt a Spot - has strong ripple effect.</li> <li>■ One Sun article</li> <li>■ Information Breakfast hosted by WAG</li> <li>■ DSW talk at WESSA AGM</li> <li>■ Successful Clean up</li> </ul>
July	2/ 7/ 01 23/ 7/01	<ul style="list-style-type: none"> <li>■ Subway painted – huge impact on community.</li> <li>■ 4 Sun articles</li> <li>■ 2 Mercury articles</li> <li>■ Looking at skateboard rink</li> <li>■ Contact with neighbourhood watch.</li> <li>■ Problems at Winkle highlighted</li> <li>■ Letterhead devised</li> </ul>
August	13/08/01 27/ 08/ 01	<ul style="list-style-type: none"> <li>■ Security at tunnel gets going.</li> <li>■ Policy statement on CPF – not a sub committee</li> <li>■ Workers at the side of the road – labour broker attends.</li> </ul>

		<ul style="list-style-type: none"> <li>■ Suggest Winkle lifesavers get involved.</li> <li>■ Warners Village concept mooted.</li> </ul>
October	8/ 10/01 22/ 10/ 01	<ul style="list-style-type: none"> <li>■ Beach campaign started. Blue Flag status mooted.</li> <li>■ Shop beautification</li> <li>■ Breakfast workshop</li> <li>■ Visit by a WP of Health Dept.</li> </ul>
November	12/ 11/ 01	<ul style="list-style-type: none"> <li>■ Boundaries of WAG discussed.</li> <li>■ First brochure on waste services by DSW</li> </ul>
December	2/ 12/ 01	<ul style="list-style-type: none"> <li>■ Report back on various issues during the year.</li> </ul>

### HISTORICAL PROFILE 2002

Month	Meetings	Notes
January	22/01/02	
February	11/02/02	<ul style="list-style-type: none"> <li>■ Work seeker council meetings</li> <li>■ Warners Village Concept – logos, brochures discussed etc</li> <li>■ Crime &amp; Grime month – Launch of Adopt a Spot at the tunnel.</li> </ul>
March	25/03/02	<ul style="list-style-type: none"> <li>■ Early contact with councillors.</li> <li>■ Alien Plant project – the start of a conservancy.</li> </ul>
April	15/04/02	<ul style="list-style-type: none"> <li>■ Various projects continued.</li> </ul>
May	6/05/02 27/05/02	<ul style="list-style-type: none"> <li>■ Labour issue runs into trouble.</li> <li>■ Good progress with conservancy</li> <li>■ Group maintaining Warners sign.</li> <li>■ Warners logo competition held.</li> <li>■ Complaints about Park's cleaning.</li> </ul>
June	24/ 06./ 02	<ul style="list-style-type: none"> <li>■ Christmas promotion</li> <li>■ Various small projects eg maintenance etc</li> <li>■ Wall of St Mary's Church – loiterers sitting on it.</li> <li>■ Community Plans discussed</li> </ul>
July	15/ 07 02	<ul style="list-style-type: none"> <li>■ Committee of job seekers formed.</li> <li>■ Alien plant control discussed.</li> <li>■ Skateboard rink mooted.</li> <li>■ Expansion of Warners Village concept.</li> <li>■ Security – possibilities of Urban Improvement Precincts being investigated.</li> <li>■ Railway bridge opposite St Mary's Church a threat</li> </ul>
August	12/ 08/ 02	<ul style="list-style-type: none"> <li>■ Job seekers – difficult to organise.</li> <li>■ Alien plant control - good progress.</li> <li>■ Security – contact with SAPS volunteers.</li> <li>■ Work on Warners Village concept.</li> </ul>
September	16/ 09/ 02 30/09/02	<ul style="list-style-type: none"> <li>■ Efforts to improve contact with South Entity. List of officials produced.</li> <li>■ First comments about the proposed toll road.</li> <li>■ Concern re WF's email system.</li> </ul>

		<ul style="list-style-type: none"> <li>■ Big Arbor Day celebration hosted by Amanzimtoti High School.</li> <li>■ Strelitzia Hall – query as to what is happening to the shell of the building.</li> </ul>
October	14/10/02	<ul style="list-style-type: none"> <li>■ Winkle Pool a problem</li> </ul>
November	11/11/02 25/11/02	<ul style="list-style-type: none"> <li>■ Various routine projects discussed.</li> <li>■ Strelitzia area becoming a taxi stop with loitering, hanging around etc</li> <li>■ Introduction of bag concept.</li> </ul>

### HISTORICAL PROFILE 2003

Month	Meetings	Notes
January	20	<ul style="list-style-type: none"> <li>■ Huge changes to municipal staff re-structuring</li> <li>■ Various issues discussed briefly</li> </ul>
February	24	<ul style="list-style-type: none"> <li>■ BP Sponsorship obtained</li> <li>■ Baggies Beach Improving</li> <li>■ Concern re town entrance</li> <li>■ Job seekers – WA met with WW who is mooting a project</li> </ul>
March	24	<ul style="list-style-type: none"> <li>■ Minimum Standards Document – available for review</li> </ul>
May	3	<ul style="list-style-type: none"> <li>■ Warners Entrance – possible link with Parks and YMCA</li> <li>■ Zero Tolerance Day Mooted.</li> <li>■ Anti Toll Project – First mention of long term project.</li> </ul>
May	26	<ul style="list-style-type: none"> <li>■ Presentation from DSW Manager</li> <li>■ Mainly routine</li> </ul>
June	30	<ul style="list-style-type: none"> <li>■ Zero tolerance day report back</li> <li>■ Safer Cities concept discussed</li> <li>■ Logo/ Tee shirts for Warners Village</li> </ul>
July	28	<ul style="list-style-type: none"> <li>■ Plan of Zero Tolerance Campaign</li> </ul>
September	29	<ul style="list-style-type: none"> <li>■ Guest speaker – WJ from iTrump Project</li> <li>■ Meetings getting too long – agenda trimmed and guest speakers minutes.</li> </ul>
October	27	<ul style="list-style-type: none"> <li>■ Many issues briefly addressed</li> <li>■ Had a WAG float on a float parade.</li> </ul>
December	1	<ul style="list-style-type: none"> <li>■ Website possibilities discussed.</li> </ul>

### HISTORICAL PROFILE 2004

Month	Meetings	Notes
January	26	<ul style="list-style-type: none"> <li>■ Minor feedback on many items.</li> <li>■ Recycling at Garden Refuse sites to be started in June.</li> </ul>
February	23	<ul style="list-style-type: none"> <li>■ Upgrading of Ellcock Rd/ tunnel area with MOTHS.</li> </ul>

		<ul style="list-style-type: none"> <li>■ No Dumping signs placed at various hardware shops.</li> <li>■ Informal traders – uncertainty of their rights.</li> </ul>
March	29	<ul style="list-style-type: none"> <li>■ Recycling discussed</li> <li>■ Adopt a Spot started.</li> <li>■ General report backs.</li> </ul>
April	26	<ul style="list-style-type: none"> <li>■ Success at Winkle Beach – WN cleaning well and maintenance of parking is improving.</li> </ul>
May	31	<ul style="list-style-type: none"> <li>■ CPF needs a rep</li> <li>■ Concern of state of second hand shops.</li> </ul>
June	28	<ul style="list-style-type: none"> <li>■ Routine feedback on a number of issues.</li> </ul>
July	26	<ul style="list-style-type: none"> <li>■ Routine feedback on a number of issues.</li> </ul>
September	26	<ul style="list-style-type: none"> <li>■ Grass cutting reveals litter.</li> </ul>
October	25	<ul style="list-style-type: none"> <li>■ Speaker – WR of Informal Trade gave guidelines on the formalisation of street traders.</li> <li>■ Speaker from the Town Planning Consultants for Warner Beach.</li> </ul>
November	29	<ul style="list-style-type: none"> <li>■ WAG/ Upper South Coast Conservancy officially sign removers.</li> <li>■ Opening of recycling facilities.</li> </ul>

#### HISTORICAL PROFILE 2005

Month	Meetings	Notes
February	28	<ul style="list-style-type: none"> <li>■ Lack of confidence that the town planning scheme will be put into practice.</li> <li>■ Amanzimtoti Publicity Assoc. will now fall under eThekweni Municipality.</li> <li>■ Taxi Rank at Winklespruit mooted.</li> <li>■ Role of WAG discussed-agreed to continue.</li> </ul>
March	29	<ul style="list-style-type: none"> <li>■ Comprehensive discussion on second hand shops.</li> <li>■ Search for a buy-back centre site.</li> </ul>
April	25	<ul style="list-style-type: none"> <li>■ Routine meeting</li> </ul>
May	30	<ul style="list-style-type: none"> <li>■ Painting of bridge under freeway mooted.</li> </ul>
July	26	<ul style="list-style-type: none"> <li>■ Another public meeting for Warners – members promoting.</li> </ul>
August	29	<ul style="list-style-type: none"> <li>■ Involvement of AMCUP with Job seekers.</li> </ul>
September	29	<ul style="list-style-type: none"> <li>■ Presentation from AMCUP on their plans.</li> </ul>
October	31	<ul style="list-style-type: none"> <li>■ Visit by Town Planning Dept</li> </ul>
November	28	<ul style="list-style-type: none"> <li>■ Round up of year's activities.</li> </ul>

## HISTORICAL PROFILE 2006

Month	Meetings	Notes
January	30	<ul style="list-style-type: none"> <li>■ Dumping a project for year. San Gabriel flyer written &amp; distributed.</li> <li>■ First mention of Tecoma Pre-primary outdoor classroom</li> </ul>
February	27	<ul style="list-style-type: none"> <li>■ Good reponse from community to San Gabriel flyer.</li> </ul>
March	27	<ul style="list-style-type: none"> <li>■ Guest speaker WU of Beaches.</li> </ul>
May	9	<ul style="list-style-type: none"> <li>■ Routine issues addressed.</li> </ul>
May	29	<ul style="list-style-type: none"> <li>■ Complaints about Strelitzia Hall growing – looks awful and crime.</li> </ul>
June	26	<ul style="list-style-type: none"> <li>■ Fencing Winkle Pool causes concern.</li> </ul>
July	31	<ul style="list-style-type: none"> <li>■ SAPS want to link WAG to CPF (Community Policing Forum. Not agreed to.</li> <li>■ Neat Street idea introduced by WK.</li> </ul>
Oct	2	<ul style="list-style-type: none"> <li>■ Routine minor issues discussed</li> </ul>
Oct	30	<ul style="list-style-type: none"> <li>■ Verge cutting by contractors – new development.</li> <li>■ Dumping of builder's rubble signs placed in hardware stores.</li> </ul>
Nov	29	<ul style="list-style-type: none"> <li>■ General concern that Warner Beach has become scruffy.</li> <li>■ Review of 2006 projects.</li> <li>■ Thank you function held – went well.</li> </ul>

## HISTORICAL PROFILE 2007

Month	Meetings	Notes
January	29	<ul style="list-style-type: none"> <li>■ Health Staff Lindiwe Ngubane &amp; Lennon Pillay attended.</li> <li>■ Feedback on church petition.</li> </ul>
February	26	<ul style="list-style-type: none"> <li>■ Focus on Kingsway in 2008.</li> </ul>
March	26	<ul style="list-style-type: none"> <li>■ Routine matters discussed.</li> </ul>
April	23	<ul style="list-style-type: none"> <li>■ Walkabout tour took place. Members to follow up various issues.</li> </ul>
May	23	<ul style="list-style-type: none"> <li>■ Routine matters discussed.</li> </ul>
June	25	<ul style="list-style-type: none"> <li>■ Follow up of issues from walkabout.</li> </ul>
September	3	<ul style="list-style-type: none"> <li>■ Routine matters discussed only</li> <li>■ Successful Arbor Day function held at the entrance to the town.</li> </ul>

October	1	■ Routine meeting again
October	29	■ Routine meeting
November	26	■ Routine meeting



## APPENDIX B

### WAG PROJECT TRACKING ANALYSIS

Project	First mention	Frequency Discussed at Meetings	Notes
Subway	12/03/01	***** *****	<ul style="list-style-type: none"> <li>■ Permission &amp; sponsorships to paint the tunnel obtained.</li> <li>■ Sponsorships include paint, meals.</li> <li>■ Lighting upgraded</li> <li>■ Trying to maintain a cleaning routine.</li> <li>■ WL monitoring the activities in the tunnel.</li> <li>■ Discussion with MOTHS about improving the area.</li> <li>■ Toilets cleaning being monitored. This issue came up regularly in 2005.</li> <li>■ Refurbishing of tunnel mooted in 2006. Possible theme of 2010 Soccer World Cup.</li> </ul>
Adopt a Spot	12/0301	*****	<ul style="list-style-type: none"> <li>■ Full House Furnishers</li> <li>■ St Winifred's Methodist Church (link security)</li> <li>■ Warner Beach Senior Primary</li> <li>■ Tecoma Pre-Primary School adopting a spot.</li> </ul>
Beach programme	12/03/01	*****	<ul style="list-style-type: none"> <li>■ Possibility of Blue Flag beaches discussed.</li> </ul>
Special Days	12/03/01	*****	<ul style="list-style-type: none"> <li>■ World Environment Day 09/06/01 – Highly successful at Kingsburgh Centre with 200 children taking part.</li> <li>■ Marine Day 27/ 01/01</li> <li>■ Successful Arbor Day reported.</li> </ul>
Security	12/03/01	All meetings	<ul style="list-style-type: none"> <li>■ Crime Watch explored</li> <li>■ Community Policing Forum</li> <li>■ BBC on/ off</li> <li>■ Consideration of reservists – not policy.</li> <li>■ Guy attended meeting of Impala</li> </ul>

			<ul style="list-style-type: none"> <li>■ Park Neighbourhood Watch</li> <li>■ Urban Improvement Precincts.</li> <li>■ Zero Tolerance Day – fairly successful.</li> <li>■ Visits by SAP staff becoming more regular in 2004.</li> <li>■ Start of sector policing concept (2004).</li> <li>■ Station Commander SAPS visited in 2005.</li> <li>■ Sector commander passed away.</li> </ul>
Christmas Decorations	12/ 03/ 01	*	
Winkle Beach	23/04/01	***** *	<ul style="list-style-type: none"> <li>■ Lights to be repaired.</li> <li>■ Not yet under Metro control(Aug 01)</li> <li>■ Met with Winklespruit Lifesavers Club</li> <li>■ State of cleanliness of beaches discussed.</li> <li>■ Car Guard training</li> <li>■ WM praised as a council worker cleaning the pool through article in the Sun.</li> <li>■ Worker WN making a significant impact on performance of council staff.</li> <li>■ Pool upgraded in 2005.</li> <li>■ Huge damage to beaches in March 2007.</li> </ul>
Schools	21/05/01	*****	<ul style="list-style-type: none"> <li>■ Schools to take part in 2001 Kingsburgh Centre clean up.</li> <li>■ 2 pupils do work experience with DSW education.</li> <li>■ Tecoma Pre-Primary opens new outdoor classroom.</li> </ul>
Promotional Breakfasts	21/05/01	*	
Skateboarders	21/05/01	*****	<ul style="list-style-type: none"> <li>■ One member to investigate.</li> <li>■ More than one proposal.</li> <li>■ By 2004 enthusiasm beginning to fade – no progress.</li> </ul>
Alien Plant/ Conservancy	11/06/01	*****	<ul style="list-style-type: none"> <li>■ BP Sponsorship obtained</li> <li>■ Sign erected in January.</li> </ul>
Lions float parade	11/06/01	*	<ul style="list-style-type: none"> <li>■</li> </ul>

Job Seekers	Prior 2001	*****	<ul style="list-style-type: none"> <li>■ Labour brokers attend.</li> <li>■ Amcup presents its plans.</li> </ul>
Tag a Motorist	13/08/01	*	
Warners Village	27/08/01	*****	<ul style="list-style-type: none"> <li>■ Beautification of shops etc</li> <li>■ Tee shirts printed.</li> </ul>
Visits by Council officials	22/10/01	*****	<ul style="list-style-type: none"> <li>■ WP of South Entity – Community Services</li> <li>■ WH – DSW</li> <li>■ WR – Informal Trade.</li> <li>■ WW – Town Planning</li> <li>■ WS &amp; WT from Health.</li> </ul>
New Regional Shopping Centre	12/11/01	*****	<ul style="list-style-type: none"> <li>■ Proposed major shopping centre was discussed.</li> <li>■ Big debate between three options.</li> </ul>
Strelitzia Hall	20/1/3	*****	<ul style="list-style-type: none"> <li>■ By 2004 the burnt out wreck of the building was still standing.</li> <li>■ Uncertainty remains in 2007</li> </ul>
Illegal Signage	20/1/3	*****	<ul style="list-style-type: none"> <li>■ Procedures identified for removal of signage.</li> <li>■ WAG/ Upper South Coast Conservancy confirmed as official removers of illegal signage.</li> <li>■ The above scheme worked well in 2005.</li> </ul>
Informal Traders	20/1/3	*****	<ul style="list-style-type: none"> <li>■ Policy needed</li> <li>■ Traders started being registered in 2004.</li> </ul>
Entrance	24/ 2/ 2	*****	<ul style="list-style-type: none"> <li>■ Poor state</li> <li>■ Possible link with Parks &amp; YMCA</li> <li>■ Clearing and drainage extended to the bridge.</li> <li>■ Painting of bridge under freeway begins.</li> </ul>
Minimum Standards Document	24/2/2	***	<ul style="list-style-type: none"> <li>■ Being Prepared</li> </ul>
Anti-Toll Project	3/5/3	*****	
Recycling	26/ 1/4	*****	<ul style="list-style-type: none"> <li>■ Recycling facilities opened at garden refuse sites in December 2004.</li> </ul>

			<ul style="list-style-type: none"> <li>■ Buy Back Centre at Bhekuwandle near Doonside being planned at an AIDS project called MEDSA..</li> </ul>
Fish farming	26/1/4	**	<ul style="list-style-type: none"> <li>■ Mooted as an idea to promote nutrition in the area.</li> </ul>
Graffiti	26/1/4	*****	<ul style="list-style-type: none"> <li>■ Starting to become an issue.</li> <li>■ General cleanup need in 2005.</li> </ul>
Cutting of verges.	23/2/4	*****	<ul style="list-style-type: none"> <li>■ Seems to be a city wide problem.</li> <li>■ Cuts increased to 5 a year.</li> <li>■ Cut verges expose litter – start on an inter-departmental debate as to who clears the litter – Parks or DSW? Attempts to get co-operation partially successful in 2005.</li> </ul>
Business Concerns	31/5/4	*****	<ul style="list-style-type: none"> <li>■ Concerns re state of second hand shops with regards to pavement encroachment, licensing etc.</li> <li>■ Strategy plan to deal with second hand shops first mooted (2005).</li> <li>■ By laws pertaining to displaying wares on pavement first mooted.</li> </ul>
Town Planning	25	**	<ul style="list-style-type: none"> <li>■ Presentation on Warner Beach Plans by consultants</li> <li>■ Cynicism about it happening in the community.</li> <li>■ New Taxi Rank at Wnklespruit first mooted.</li> </ul>
Dumping	30/1/6	**	<ul style="list-style-type: none"> <li>■ Response</li> </ul>
Neat Street	30/ 1 / 6	*	<ul style="list-style-type: none"> <li>■ Concept introduced by WK . First project Winifred Dr</li> </ul>

Ward Committees	29	****	<ul style="list-style-type: none"> <li>■ To be formed.</li> <li>■ Contact difficult</li> </ul>
Zero Tolerance	28/7/3	***	<ul style="list-style-type: none"> <li>■ Campaign extended to include more than security.(2003)</li> </ul>

## APPENDIX C

### SEA VIEW CONSERVATION GROUP

#### HISTORICAL PROFILE

##### HISTORICAL PROFILE - 2001

Month	Meetings	Notes
Pre – Aug 01		<ul style="list-style-type: none"> <li>■ SA contacts G.Caws at DSW.</li> <li>■ Public meeting is arranged.</li> </ul>
August	29/ 8/ 09	<ul style="list-style-type: none"> <li>■ Public meeting held –22 attend.</li> <li>■ Concerns were identified and a way forward was suggested. (Annexure)</li> </ul>
September	26/ 9/09	<ul style="list-style-type: none"> <li>■ Efforts to ascertain relevant officials gets underway.</li> <li>■ Initial schools contact.</li> <li>■ Identification of problem areas.</li> <li>■ Group starts forming with name, aims etc</li> </ul>
October	24/ 10/ 09	<ul style="list-style-type: none"> <li>■ Meeting with Parks official.</li> <li>■ Health Inspector visited 10 Marnevale Rd.</li> <li>■ Divided areas of responsibility between members.</li> <li>■ Proposal that good work by council be acknowledged.</li> <li>■ Suggestion that community contribute towards 'litter picker'.</li> </ul>
November	8/ 11/ 09	<ul style="list-style-type: none"> <li>■ Attempts to work with local council officials.</li> <li>■ Flyer publicity discussed.</li> <li>■ Property at the top of Titren Rd – clean up proposed.</li> <li>■ Redhill Dip. Problem area.</li> <li>■ Newsletter discussed.</li> </ul>
December	6/12/09	<ul style="list-style-type: none"> <li>■ School Open Day</li> <li>■ Redhill Dip discussed.</li> <li>■ Posters and flyers.</li> <li>■ Tour suggested.</li> </ul>

##### HISTORICAL PROFILE - 2002

Month	Meetings	Notes
January	31	<ul style="list-style-type: none"> <li>■ Approach to Southway Mall</li> </ul>
		<ul style="list-style-type: none"> <li>■ Attempts at publicity.</li> </ul>

		<ul style="list-style-type: none"> <li>■ Aims &amp; objectives sub-committee formed.</li> </ul>
		<ul style="list-style-type: none"> <li>■ Illegal dumping noted.</li> </ul>
		<ul style="list-style-type: none"> <li>■ First Clean up planned in Titren Rd</li> </ul>
		<ul style="list-style-type: none"> <li>■ Heritage Walk planned</li> </ul>
		<ul style="list-style-type: none"> <li>■ 'Shack farming' first noted.</li> </ul>
February	28	<ul style="list-style-type: none"> <li>■ Positive response from Southway Mall tenants.</li> <li>■ Successful clean up in Titren Rd</li> <li>■ Aims and objectives accepted.</li> <li>■ Attended Ward assessment meetings.</li> <li>■ Area of responsibility defined.</li> </ul>
March	20	<ul style="list-style-type: none"> <li>■ Newsletter planned.</li> <li>■ Attempts to network with other organisations.</li> <li>■ Clean up worthwhile.</li> <li>■ Looking into employing a weekly litter picker and verge cutters.</li> </ul>
April	25	<ul style="list-style-type: none"> <li>■ Agnes, a litter picker has been employed once a week.</li> <li>■ Information breakfast confirmed.</li> </ul>
May	30	<ul style="list-style-type: none"> <li>■ Display at Southway Mall went well.</li> <li>■ Various issues discussed.</li> <li>■ Concern over illegal land use.</li> </ul>
June	27	<ul style="list-style-type: none"> <li>■ Report backs on KDBA AGM and Umbilo conservancy.</li> <li>■ Discussion on Kloof Conservancy</li> <li>■ Mural idea dropped.</li> <li>■ Appointment of portfolios eg litter, fund raising, publications, publicity.</li> </ul>
July	25	<ul style="list-style-type: none"> <li>■ Siting of litter bins,</li> <li>■ Auditing of listed houses.</li> <li>■ Display planned for 27 July.</li> <li>■ Clean up planned.</li> </ul>
August	29	<ul style="list-style-type: none"> <li>■ Successful Clean up held on 27 July.</li> <li>■ Discussed Jacobs Ladder.</li> <li>■ Heritage conference 24 September.</li> <li>■ General discussion.</li> </ul>
September	26	<ul style="list-style-type: none"> <li>■ Mini Heritage conference deemed a great success.</li> <li>■ Flyer for Litter Picker distributed.</li> <li>■ Looking into extra verge cutting.</li> <li>■ Newsletter discussed.</li> <li>■ Link with ratepayers mooted.</li> </ul>
October	31	<ul style="list-style-type: none"> <li>■ Adoption of Mission Statement</li> <li>■ Attempts at law enforcement.</li> </ul>
November	28	<ul style="list-style-type: none"> <li>■ Bank account started.</li> </ul>

		■ Unrestrained dogs.
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### HISTORICAL PROFILE - 2003

Month	Meetings	Notes
February	6	<ul style="list-style-type: none"> <li>■ Bank account opened.</li> <li>■ Litter problems discussed in detail.</li> <li>■ Vacant land overgrown.</li> <li>■ Listed buildings discussed.</li> <li>■ Publicity key issue.</li> <li>■ Ratepayer report back.</li> </ul>
March	27	<ul style="list-style-type: none"> <li>■ Rossburgh Triangle attempts to get responsibility from officials.</li> <li>■ Wood and iron house at 10 Marnevale Rd. monitored.</li> <li>■ List of wood and iron houses made.</li> <li>■ Newsletter tips for dogs.</li> <li>■ Approach to schools re littering.</li> </ul>
April	24	<ul style="list-style-type: none"> <li>■ Rossburgh Triangle – problem with getting departments to take responsibility.</li> <li>■ Newsletter discussed.</li> <li>■ Sponsorship discussed.</li> <li>■ Attempts to network with various organisations.</li> </ul>
May	29	<ul style="list-style-type: none"> <li>■ Still problems with depts.</li> <li>■ 10 Dowland Ave on list.</li> <li>■ Verge cutting exposed litter.</li> <li>■ State of MOTH Hall, Phambili School and cnr Sarnia/ Titren discussed.</li> </ul>
June	26	<ul style="list-style-type: none"> <li>■ Various issues discussed in general.</li> </ul>
July	31	<ul style="list-style-type: none"> <li>■ Guest Speaker: Graham de Kock – Building Control Officer.</li> <li>■ Heritage Walk was successful.</li> <li>■ Schools: Phambili &amp; Rossburgh.</li> <li>■ Southway Mall upgrade discussed.</li> </ul>
August	28	<ul style="list-style-type: none"> <li>■ Trying to obtain a grass cutting policy.</li> <li>■ Planting of trees in Southway Mall planned.</li> <li>■ MOTH Building came under discussion.</li> </ul>

### HISTORICAL PROFILE - 2004

Month	Meetings	Notes
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March	25/3/4	<ul style="list-style-type: none"> <li>■ Feeling that litter is getting worse.</li> <li>■ Exploring inserts in the 'Grapevine' paper.</li> <li>■ Informal Trader at corner of Redhill/ Sarnia Rds generates litter.</li> <li>■ Phambili High School dilapidated.</li> <li>■ Troublesome dogs can be referred to Metro Police or Health.</li> </ul>
April	29/4/4	<ul style="list-style-type: none"> <li>■ Traffic congestion is a problem at the moment.</li> </ul>
May	27/5/4	<ul style="list-style-type: none"> <li>■ Rossburgh Triangle: Huge list – ratepayers involved as well.</li> <li>■ Number of routine issues addressed.</li> </ul>
July	1/7/4	<ul style="list-style-type: none"> <li>■ Heritage tour of local schools organised.</li> <li>■ Dumping in Marnevale Rd.</li> </ul>
	29/7/9	<ul style="list-style-type: none"> <li>■ Rossburgh Triangle – officials walkabout.</li> <li>■ Traffic from Coedmore Quarry a problem.</li> </ul>
August	26/8/9	<ul style="list-style-type: none"> <li>■ Various ongoing items discussed.</li> </ul>
September	30/9/4	<ul style="list-style-type: none"> <li>■ Walkabout in Rossburgh Triangle well attended. Certain items actioned.</li> <li>■ Heritage school walk went well.</li> </ul>
December		<ul style="list-style-type: none"> <li>■ 3 key issues noted for Rossburgh Triangle.</li> </ul>

#### HISTORICAL PROFILE - 2005

Month	Meetings	Notes
January	20/1/ 05	<ul style="list-style-type: none"> <li>▪ Feedback on December issues received.</li> <li>▪ Determine council policy re litter.</li> <li>▪ Verge cutting issues discussed.</li> <li>▪ Stainbank Castle visit proposed.</li> <li>▪ Plan for 2005 programme suggested.</li> </ul>
February	17/ 2/05	<ul style="list-style-type: none"> <li>▪ Rossburgh Triangle improving – wire burners a problem.</li> <li>▪ Government owned vacant land needs maintenance.</li> <li>▪ Verge privatisation.</li> </ul>
March	17/ 3/ 05	<ul style="list-style-type: none"> <li>▪ Routine matters discussed.</li> <li>▪ Stainbank Visit successful.</li> <li>▪ MOTH Hall problems discussed.</li> </ul>
April	28/ 4/ 05	<ul style="list-style-type: none"> <li>▪ Review of previous month's issues.</li> </ul>
May	19/ 5/ 05	<ul style="list-style-type: none"> <li>▪ Basically a continuation of previous month's agenda.</li> </ul>
June	23/ 6/ 05	<ul style="list-style-type: none"> <li>▪ Some improvement in the Rossburgh Triangle area noted.</li> </ul>

		<ul style="list-style-type: none"> <li>▪ Arbor Day planned for September 2005 in conjunction with Southway Mall.</li> </ul>
August	25/ 8/ 05	<ul style="list-style-type: none"> <li>▪ George Codner Park had some success. Meetings with various officials yielded results.</li> <li>▪ Art competition in conjunction with Southway Mall. Theme: 'Celebrate the Leaf'.</li> </ul>
September	13/9/05	<ul style="list-style-type: none"> <li>▪ Arbor Day programme very successful. 400+ entries received. Tree planted by Deputy Mayor.</li> </ul>
November	17/ 11/ 05	<ul style="list-style-type: none"> <li>▪ Plan for clean up at Titren/ Sarnia Rd intersection.</li> <li>▪ George Codner Park cleaner.</li> </ul>

#### HISTORICAL PROFILE - 2006

Month	Meetings	Notes
January	26/ 01/ 06	<ul style="list-style-type: none"> <li>▪ Comment on 174 Sarnia Rd change of land use.</li> <li>▪ State of Phambili School</li> </ul>
February	23/ 02/ 06	<ul style="list-style-type: none"> <li>▪ Successful litter pick 18/ 2</li> </ul>
April	19/ 04/ 06	<ul style="list-style-type: none"> <li>▪ Large meeting attended by some councillors.</li> <li>▪ Councillors briefed on: Rossburgh Triangle, George Codner Park, MOTH Hall, Coedmore Castle Phambili School, Various buildings, Tongaat-Hulett Stakeholder Forum.</li> </ul>
May	18/ 5/ 06	<ul style="list-style-type: none"> <li>▪ George Codner Park making progress. Push for an official park. Titren/ Sarnia – Area had poor facilities for taxi drivers. Safety problems highlighted.</li> <li>▪ Tongaat-Hulett Stakeholder Forum established to address environment issues in the area.</li> <li>▪ Proposed conference on Wood and Iron Buildings was mooted.</li> </ul>
August	27/ 8/ 9	<ul style="list-style-type: none"> <li>▪ Routine matters discussed.</li> </ul>
September	28/ 9/ 6	<ul style="list-style-type: none"> <li>▪ Art Competition Prepared.</li> <li>▪ Meeting Parks Manager.</li> </ul>
November	16/ 11/ 6	<ul style="list-style-type: none"> <li>▪ Art Competition Success</li> <li>▪ Detailed discussion on various buildings.</li> </ul>

		<ul style="list-style-type: none"> <li>▪ Railway embankments concern.</li> </ul>
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### HISTORICAL PROFILE - 2007

Month	Meetings	Notes
February	15/ 2/ 7	<ul style="list-style-type: none"> <li>▪ SE resumed the chair.</li> <li>▪ Updates on a number of buildings.</li> <li>▪ Dumping in Rosewarne Rd area. Solved by cleaning, contact and a false camera.</li> <li>▪ Concern over verges.</li> </ul>
		No minutes available till June
June	21/ 6/ 7	<ul style="list-style-type: none"> <li>▪ Community Dev students from UKZN studying the area.</li> <li>▪ Art competition proposed.</li> <li>▪ Trucking becomes an issues</li> </ul>
July	26/ 7/ 7	<ul style="list-style-type: none"> <li>▪ Art competition postponed due to teacher's strike.</li> <li>▪ Problem with blocking stream under Edwin Swales Dr – Ratepayers and Councillor involved.</li> <li>▪ Railway embankments becoming a problem.</li> <li>▪ Arbor Day proposed.</li> </ul>
October	20/ 10/ 7	<ul style="list-style-type: none"> <li>▪ Concern over Bellair Station.</li> <li>▪ Visit by Parks Manager.</li> <li>▪ Work on blocked stream on Edwin Swales.</li> </ul>
November	8/ 11/ 7	<ul style="list-style-type: none"> <li>▪ Took form of AGM.</li> <li>▪ Report back.</li> <li>▪ Review of year's progress.</li> </ul>

## APPENDIX D

### SEA VIEW CONSERVATION GROUP

#### PROJECT TRACKING

Project	First mention	Frequency Discussed at Meetings	Notes
Schools contact	29/8/01	*****	<ul style="list-style-type: none"> <li>■ Initial contacts made</li> <li>■ Sea View presentation</li> </ul>
Council Officials contact	29/8/01	*****	<ul style="list-style-type: none"> <li>■ Early contact with Parks/ DSW</li> </ul>
Minimum Standards	29/8/01	****	<ul style="list-style-type: none"> <li>■ Attempts to establish a verge cutting policy.</li> <li>■ Attempts to ascertain how illegal dumping is handled.</li> </ul>
Red Hill Dip	29/8/01	****	<ul style="list-style-type: none"> <li>■ This area is seen as a problem.</li> </ul>
Marnevale Rd	29/8/01	****	<ul style="list-style-type: none"> <li>■ 10 Marnevale Rd is a dilapidated house of historical value. Owner demolished the house illegally and a rates block was placed on the property. Issue still continues in 2009.</li> </ul>
Southway Mall	31/1/2	*****	<ul style="list-style-type: none"> <li>■ First approach to Shoprite in Centre.</li> <li>■ Positive response from tenants.</li> <li>■ Display in May 2009 generated a great deal of interest.</li> <li>■ Working on increasing tree planting.</li> <li>■ Arbor Day 2005</li> </ul>
Publicity	31/1/2	***** *****	<ul style="list-style-type: none"> <li>■ Approach to Queensburgh News.</li> <li>■ Own newsletter regular feature over the years.</li> <li>■ Display at Southway Mall successful.</li> <li>■ Article in Southway Mall News</li> </ul>
Illegal Dumping	31/1/2	*****	<ul style="list-style-type: none"> <li>■ In Railway Rd vicinity.</li> <li>■ Complaints about poor response from Helpline.</li> <li>■ Rosewarne Rd</li> </ul>
Aims & Objectives sub committee	31/ 1/ 2	****	<ul style="list-style-type: none"> <li>■ Committee to determine set up.</li> </ul>

Pubs in the area	31/1/2	*	<ul style="list-style-type: none"> <li>■ Concern expressed at the increasing number.</li> </ul>
“Illegal residents”	31/1/ 2	*	<ul style="list-style-type: none"> <li>■ Identified that people living in garages in the area was widespread.</li> </ul>
Clean ups	31/1/2	*****	<ul style="list-style-type: none"> <li>■ Titren Rd Feb 02</li> <li>■ April 02</li> <li>■ Folkestone/ Jacobs ladder Aug 02</li> <li>■ 05 – determine council policy.</li> <li>■ 18/ 2/ 6. Focus on the Titren/ Sarnia Rd intersection.</li> </ul>
Heritage	31/1/2	*****	<ul style="list-style-type: none"> <li>■ First heritage walk takes place</li> <li>■ Heritage conference 24/9/2</li> <li>■ Schools architectural visit attended by 15 people.</li> <li>■ Tour of Stainbank Nature Reserve buildings a success.</li> <li>■ Tour of Stainbank Castle.</li> </ul>
Litter Picker	25/4/2	***** *****	<ul style="list-style-type: none"> <li>■ A litter picker was employed by the SCG on Thursdays. Bags were supplied and collected by DSW.</li> <li>■ Expanded for a while to Folkestone Rd 2006.</li> </ul>
Allocation of portfolios.	27/6/2	*	<ul style="list-style-type: none"> <li>■ Became a feature of the group.</li> </ul>
Verge Cutting	26/9/2	*****	<ul style="list-style-type: none"> <li>■ Concerns regarding the verges expressed.</li> <li>■ Difficulty in clarifying who is responsible in council.</li> <li>■ Attempts to look at privatisation of verge cutting.</li> </ul>
Ratepayers Association	26/9/2	*****	<ul style="list-style-type: none"> <li>■ Made contact with the ratepayers Association.</li> <li>■ SVGC Rep appointed.</li> <li>■ Feedback at meetings.</li> </ul>
Unrestrained Dogs	28/11/2	**	<ul style="list-style-type: none"> <li>■ Complaints about noise of Redhill Rd dogs at night.</li> <li>■ Channels established. – refer to Metro Police.</li> </ul>
Finances	28/11/2	****	<ul style="list-style-type: none"> <li>■ Bank account opened to pay Litter Picker.</li> </ul>
Rosburgh Triangle	27/3/2	***** *****	<ul style="list-style-type: none"> <li>■ Area is a mess at entrance to Sea View.</li> <li>■ Area falls between areas in a number of departments. And wards</li> <li>■ Well attended walkabout 17 Sept. Items were action for individual</li> </ul>

			<p>attention.</p> <ul style="list-style-type: none"> <li>■ Council Depts address various issues.</li> </ul>
Housing Issues/ Land use issues	8/11/01	<p>***** ***** ***</p>	<ul style="list-style-type: none"> <li>■ The state of individual properties became a central focus of the SVGC with regard to by law infringements, plans and preserving the cultural heritage.</li> <li>■ SVCG forged strong links with AMAFA Heritage Council. Providing advice to AMAFA on demolitions etc.</li> <li>■ 57 Titren Rd</li> <li>■ 10 Marnevale – Building Demolished.</li> <li>■ 10 Dowland Ave-demolition</li> <li>■ 98 Marnevale Rd</li> <li>■ Phambili High School – condition</li> <li>■ Vacant Land in Titren belongs to Province.</li> <li>■ MOTH Hall Building.</li> <li>■ 69 Sea View Rd</li> <li>■ Revivalist (old NGK) Church</li> <li>■ Vacant property cnr Folkestone/ Sarnia.</li> <li>■ Government owned vacant land needs clearing.</li> <li>■ 174 Sarnia Rd</li> <li>■ 25 Stainbank Ave – threatened listed building</li> <li>■ 12 Folkestone Rd Amafa request – turned down.</li> <li>■ 25 Bedford Ave – Listed building part of dev.</li> <li>■ 98 Marnevale Rd – illegal alterations.</li> <li>■ Bellair Station – neglect</li> <li>■ 4 Ash Grove</li> <li>■ 4 First Street , Hillary</li> <li>■ Panel Beater – Marnevale Rd.</li> <li>■ 97 Marnevale Rd – burnt to the ground.</li> <li>■ 2 Bridge Rd – rooms rented out with poor facilities.</li> <li>■ 20 Dering Rd.</li> </ul>
Trees	28/11/3	*****	<ul style="list-style-type: none"> <li>■ Planting of trees in Southway Mall planned.</li> <li>■ A small nursery started.</li> </ul>
Informal Trader	25/3/4	****	<ul style="list-style-type: none"> <li>■ Informal Trader at Bus Stop (cnr Redhill/ Sarnia Rd)</li> </ul>

			<ul style="list-style-type: none"> <li>■ Trader given bags and spoken to. Much improved.</li> </ul>
Traffic Congestion	27/5/4	*****	<ul style="list-style-type: none"> <li>■ Major traffic congestion experienced with road developments.</li> <li>■ Trucking from Coedmore Quarry a major issue.</li> <li>■ Pedestrians on M7a problem as bridge is a security risk.</li> <li>■ Old Rossburgh Hotel area</li> </ul>
'George Codner Park'	17/ 3/ 5	***** **	<ul style="list-style-type: none"> <li>■ Concern of state of Park.</li> <li>■ Aug 05 - Meetings with various officials yielded results. Park much cleaner.</li> <li>■ Second meeting Aug 06.</li> </ul>
Special Days	23/ 6/ 05	*	<ul style="list-style-type: none"> <li>■ Arbor Day 05 celebrated.</li> </ul>
Tongaat-Hullett Stakeholder Forum	23/ 4/ 6	****	<ul style="list-style-type: none"> <li>■ Established to work on issues in that area. Meets quarterly.</li> <li>■ In Nov 2009 it was reported as a great success.</li> </ul>
Art Competition at Southway Mall	25/ 8/ 5	*****	<ul style="list-style-type: none"> <li>■ Planned for September 05 Theme: Leaves</li> <li>■ October 06. Theme: Entrances.</li> <li>■ Sept 07 cancelled due to teacher's strike.</li> </ul>
Blocking of Stream on Edwin Swales Drive	26/ 7/ 9	*	<ul style="list-style-type: none"> <li>■ Stream running under road blocked by illegal earth works by Engen Garage.</li> <li>■ Joined Cllr and Ratepayers Assoc in campaign.</li> </ul>

## **APPENDIX E**

### **EXAMPLE OF WAG MINIMUM STANDARDS DOCUMENT**

WAG Summary of Services Provided by

Ethekwini Municipality in the Warner Beach/ Winklespruit Area

January 2005 Update

#### **Aim**

To record the services provided by the Ethekwini Municipality in order to provide a guide to minimum standards.

Regional Centre Kingsburgh

Customer Service Centre:



1. General telephonic and walk in queries and complaints pertaining to any Unit which is dealt with and/ or passed on to relevant Unit to respond to and copy of the action is taken back. Telephone: Reshma Naidoo 913 4506/ Bobby Poran 913 4505/ Gail Davies 913 4516.
1. Hall Bookings: Bobby Poran Tel 913 4505. Civic Centre Amanzimtoti and Activities Room Amanzimtoti Library.
1. Business Licences: Reshma Naidoo 913 4506. Licences for:
2. Perishable foodstuffs (Restaurants, Take Aways, Taverns, B&B's etc) cost R200;  
Health & Entertainment ( Pool tables, Disco's, Night - Clubs, Coin Operated machines, Massage Parlours etc) cost R200 ; Hawking Perishables (Vendors, Hot Dog) stands on a fixed site cost R25;

Applications are circulated to various departments. Turn around time about 4 weeks. Applicants should bring ID, Building/ Site Plan, Landlord consent, Proof of ownership. Licences are issued once -off but proof of operating is required annually.

1. Water and Electricity - Telephonic queries only.  
Faults/ Electricity/ Water/ Sewage - 080 1313 013.  
Accounts Queries: 080 1311 811.  
Street Lights: 080 033 1022. Responds in 3 to 5 working days.

#### Walk in Counters:

- \* Account Queries
- \* Account Transfer & termination
- \* Registration of new tenants
- \* Acceptance of new applications & change overs
- \* Adjustments of accounts
- \* Disconnections/ Reconnections
- \* Applications for flowlimiters and restricters.
- \* Credit agreements
- \* Updating and maintaining database
- \* Debtors Control

## Waste and Refuse Collections

1. Household: Once a week as per roster.  
Domestic waste in black bags - free collection and issue of bags.  
Garden Refuse - to be placed in Blue Bags available at certain stores eg Shoprite, Illovo Nursery, Victory, Pick and Pay, DSM Spar.  
Additional removals can be arranged.
2. Businesses: Must have a contract which will state collection times. Skips can be hired for rubble, large garden refuse clearance for short & long term needs DSW Waste Consultant: Vernon Poobalan

Tel 913 4533/ 084  
083 501 2186.

4097162 or Arthiee Manick Tel 913 4513/

3. Street Sweeping: General business areas daily. Residential areas ad hoc or on request. Placed in beige bags.
4. Dumping: Dumping can be reported to DSW South office at 913 4539 (Ernest).
5. Garden Refuse Sites: School Rd (Doonside) & Nyati Rd  
Residents are allowed one free visit a day. Businesses have to pay.
6. Recycling: Drop off points have been established at the School Rd and Nyati Rd Garden Refuse Sites. A Buy Back Centre has opened in Isipingo.
7. Enquiries: All Enquiries to be channelled through Basdaw at 913 4530 or Ernest Gangadaran at 9134539.

## Health Services

1. Channel all queries through Emmanuel Nundee Kasen Tel 913 4587 (Manager Winkle, Warners, Toti) or General Enquiries Tel 913 4575
2. Works on a wide range of issues. Will forward complaint to correct channel if necessary.
3. Some areas covered by health dept are vermin control, food, animals, burning, day care centres, B&B's, overgrowth on private property, buildings (with building inspectors), sewage & sanitation.
4. Initial response within two days. Although sometimes the legal procedure for follow up can be lengthy.

## Parks and Gardens

1. Manager: Bruce Blake Tel 913 4579
1. Complaints Tel 913 4572 - ask for a reference number.
2. Keith Walters 913 4604 ; Mike Haskins 913 4543 (In charge of Kingsburgh area)
1. Main areas include parks, verges and cemeteries.

## Beaches and Recreation

1. Manager: Mickey Sadler Tel 913 4555

2. All beach services being brought under a beach cleaning unit.
3. Priority areas that are cleaned daily: Isipingo, Amanzimtoti, Warners and Winkle.  
Other areas cleaned weekly or on need. River flooding and debris causes problems.
4. Beach Toilets: As per above. Vandalism problems
5. Winkle pool cleaned on Wednesdays. Problematic maintenance. Funds for upgrade have been requested.

## Works

1. Complaint Tel 913 4556 - Request a reference number.
2. Main areas of work include roads and storm water drainage.

## Building Plans

1. Plans are submitted to Kingsburgh Regional Centre Tel 913 4501
2. Hours: 8h30 - 12h30 (lunch) 13h00 - 15h00.
3. Enquiries: Illovo Office, Tel 913 4300
4. Special consent/ relaxation: ask for Roshan/ Logie  
Building Plans - ask for Wayne Edwards

## **APPENDIX F**

### **KEEP DURBAN BEAUTIFUL ASSOCIATION**

#### **A PROPOSAL FOR**

#### **WARNERS ACTION GROUP (WAG)**

**Prepared by Guy Caws, Education**

**February 2001**

### **BACKGROUND TO PROPOSAL**

The Warners Action Group (WAG) contacted The Keep Durban Beautiful Association (KDBA) for support on the environmental concerns of the Warner Beach area. In due course Mr Guy Caws, an Education Officer of KDBA, was appointed to liaise with WAG. Meetings were held with various stakeholders and this report has been compiled.

### **AIM OF THE WARNERS ACTION GROUP (WAG)**

The aim of the Warners Action Group is to make Warner Beach a safer and more attractive place for locals and tourists alike so that the area may grow and strengthen.

The support offered by KDBA is primarily in the fields of environmental and waste management issues.

### **SUGGESTIONS FOR CONSIDERATION**

#### **1. RAILWAY SUBWAY BETWEEN KINGSWAY AND ST WINIFRED'S BEACH**

This subway has become spoiled by loitering, graffiti and foul smells. A suggestion is that a company be approached to paint the whole subway lead in ethnic style. This can include the in from Ellcock Road. Sponsorship boards and signs indicating the route to the beach and to the shops can be included. A company or the South Operational Entity could be approached to disinfect the subway very regularly as a special project.

#### **2. ADOPT A SPOT**

This campaign has been very successful in the Durban area. It entails an interested party (schools, businesses, community groups, concerned citizens etc) adopting a particular site and undertaken to keep it clean over a sustained period. A sign boards will be erected acknowledging the input of the

interested party. Various promotions such as competitions are available to the participants in this scheme.

Some suggested spots in the WAG area are:

- Parking lot of the St Wins Methodist Church in Morton Lane.
- The verge of King Kars could be enhanced.
- The little lane between Ocean Call caravan Park and the NGK Camp leading to a bridge.
- The “Warner Beach” sign on the bank below Somerset Lane.
- The Chimney Tree.
- The land opposite the robots and Hypersure.
- The tennis club/ soccer field near the lagoon.

### 3. CAR GUARDS

A small training function could be held to teach them to do the following:

- Say welcome to Warner Beach/ Winkle spruit
- Offer the visitors (not give) them a litter bag.
- Give them an A5 pamphlet with ‘Welcome to Warner Beach/ Winklespruit – Please Keep it Clean’ on the one side and a shopping guide / advertisements on the back.

This is important as the Car Guards are the frontline for tourists coming to the area. Their welcome will immediately enhance goodwill in the area. Perhaps they could meet on a fairly regular basis for training but also provide feedback on the situation in the area.

### 4. BEACH PROGRAM

KDBA has implemented various successful programs on Durban’s beaches. These programs could be adapted for local use.

### 5. BINS

A review of the bin situation should be undertaken in terms of placement, condition, visibility, adequacy and clearing. Bins should be brightened up to be made more visible with stickers, bright colours etc.

### 6. SCHOOL PROGRAM

KDBA offers a comprehensive schools program for pre-primary, junior primary, senior primary, and high schools. The program offers the following:

- Awareness materials such as posters and lapels.
- A Pre-primary schools kit.
- Support material for the School Environment Policy.
- Primary School Policy.
- The Doorstep Environment Program

- Reduce and Recycle Manual
- Training in poster making and story writing.
- Guideline for running crowd events.
- Access for Adopt a Spot program.
- A resource centre on relevant themes.
- Educational Tours to landfill sites, transfer stations and waste management sites.

The program is designed to be run as part of the curriculum or as an extra mural activity. The local Wildlife Society is trying to promote environmental issues in local schools. A joint effort between WESSA and KDBA can be negotiated and endorsement by WAG would enhance the credibility of such a program.

## 7. CROWD VENUES

KDBA offers guidelines on coping with the litter aspect of crowd events. The local surf lifesaving clubs hold major functions from time to time. With the correct publicity, these events could be transformed into major crowd pullers to the area.

## 8. BUSINESSES

Businesses could participate in the following ways:

- Ensure that their own waste is handled correctly.
- Participate in programs such as Adopt a Spot.
- Sponsor various ventures in kind or in cash. Keep in mind that due recognition should be given to sponsors.

## 9. WASTE MINIMISATION

The idea of recycling is taking hold and our Waste Minimisation Section is in a strong position to encourage effective recycling in the area. Elna Morley of the local WESSA branch has been tasked with a similar assignment.

## 10. PROMOTIONS

A portfolio of promotional material can be devised. This could include pamphlets, brochures, labels, stickers, mugs and tee shirts. These all help to create a positive identity for the area. KDBA are centering their promotional work along the idea of NONO the litter bin. The cost of such material could be shared amongst the stakeholders. During peak seasons there could be a kiosk at critical points disseminating information about the area. Litter awareness could be promoted from these spots. A portable display board on WAG activities could be made and put on display at the library and various shopping centres. The relationship with the Sun is to be encouraged.

## 11. SPECIAL DAYS

There are a number of environmental days that are observed during a year. WAG could devise activities to mark these occasions. Eg World Environment Week (4-10 June), Arbor Day (1-7 September), National marine Week (15-25 October).

## 12. MISCELLANEOUS PROJECTS

- Tag a Motorist – a system whereby motorists littering are observed and reported by the public.
- Residents in retired person’s complexes can be encouraged to do gardening/ beautification projects in the area.
- Adult DEP – An award scheme for adults participating in KDBA activities.
- Projects devised by community group deg Guides, Scouts, Round Table, Rotary, Lions, Child Welfare, Lions Clubs etc

### **IMPLEMENTING THE PROGRAM – A step by step approach**

1. Review the proposals on the project or any other ideas that have been submitted.
2. Make a short list of the ideas that are to be implemented.
3. Divide the short listed ideas into two categories;
  - a. Those that can be implemented in a short time. These are motivational and will get the show on the road but may not necessarily be of long term value.
  - b. The items that can implemented after a relatively longer time of preoaration.
4. Compile an action list. An example is provided below. It must include deadlines and the person responsible.

#### ACTION LIST

Project:	Date
----------	------

Number	Item	Who	Deadline

The Action Sheet is reviewed at every meeting with the people mentioned in the who column being asked to account for their actions.

A separate action sheet can be compiled for each theme eg environment, safety, street mile etc and these action sheets can be attached to the agenda.

## **SUGGESTED PRIORITY LIST FOR WAG PROJECT**

### **SHORT TERM**

Subway between Kingsway and St Winifred's Beach

A few Adopt a Spot sites.

Car guard training

Schools program

Launch function

### **MEDUIM TERM**

World Environment Week Activities: 4 – 10 June 2001

Business review of waste collection

Bin upgrade

A program of events for the whole of 2001

A few long term projects for a three year program

Any program should be constantly reviewed to maintain enthusiasm and effectiveness.