

UNIVERSITY OF KWAZULU-NATAL

Title

Exploring the integration of homeless citizens in the Integrated Development Plan of eThekweni Municipality, the case study of the Qalakabusha Project.

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A dissertation submitted in partial fulfillment of the requirements for the degree of
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In the School of Built Environment and Development Studies

Supervisor: Dr. Sandile Mbokazi

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DECLARATION

This research has not been previously accepted for any degree and is not being currently considered for any other degree at any other university.

I declare that this Dissertation contains my work except where specifically acknowledged

Student Name: **Lindani Sthembele Maphumulo**, Student Number: **211525876**

Signed.....

Date.....

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In Him we walk, in Him we speak; in Him we find our being, my strength cometh from above, I can do all through Christ who strengthens me, there is nothing impossible with God. First and for most I would like to send my endless appreciation and thanks-giving to God for caring me up to this far. Never should I have made it without him.

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DEDICATION

I would like to dedicate this thesis to all homeless people in the globe, especially the Durban Homeless people. This thesis serves as a form of encouragement to everyone who is on the street or facing the tough time of their lives that when you have a dream and you work hard to achieve your dreams, regardless of what life throws unto you, you can overcome anything and reach your destiny. I was once temporally homeless, living and selling on the street for years, but I had a dream, here I am today, from the University of Life to the University of KwaZulu Natal.

I dedicate this thesis to all tax rank hawkers/sellers.

I dedicate this thesis to all orphans who have no one to take care of them, who have not seen their parents, all orphans who lived without parents that their future is not in their circumstances, but it is in their hands, wake up and change your situation.

I dedicate this thesis to all poor families and children, if you work hard and believing God for your life, you can change the landscape of your families.

I dedicate this thesis to rural communities, disadvantaged locations.

Seeing all these social ills, and experiencing these difficult situations motivated me to be the person I am today. My fellow orphans, homeless people, poor families, you have encouraged me to change my life to change your lives.

ABSTRACT

Street homelessness is recognized as one of the major social issues that is confronted globally, in Africa and South Africa in particular. Less attention is paid to the phenomenon in research, development projects, policies and even lesser attention from academic institutions. Applying qualitative research methods, this research explored the participation of homeless people in development policies using the case study of the Qalakabusha project in Durban and their role in the Integrated Development Plan (IDP) of eThekweni Municipality. Convenient sampling was employed to select participants, data was collected through individual/ in-depth and group interviews. Thematic data analytical tool is used to analyses data. A total of 20 participants (homeless individuals) and five Key Informants made up of 2 government officials, and 3 NGO officials took part in the study. The Integrated Development Approach (IDA) informs the arguments presented in this paper. The IDA theoretical framework maintains that communities should inform, drive, and own their development through full participation and decision making on matters affecting their lives. The participants indicated that the major causes for being on the street were poverty, job seeking/ unemployment, family matters and the use of drugs among other drivers. There were different views on the phenomenon as expressed by the street homeless people, government officials, and NGO officials in the effectiveness of the Qalakabusha project. However, some participants believed that the programme has reasonably assisted them regardless of the challenges on the ground such as lack of resources, clashes in the mandates among stakeholders and a lack of the direct participation of homeless people. Most homeless people reported that they did not participate in the IDP and Qalakabusha project initiation process. Some were not sure what government does to assist them, but remembered the brutality and forced removals they experience from Metro police and government security agencies. Government officials argued that homeless people did not directly participate in the IDP and Qalakabusha Project initiation, but were involved during consultations and research was conducted to gather their views. The study explored the participation of homeless people in the development policies intending to raise awareness regarding the involvement of disadvantaged communities in development projects and policies. The study recommended for further research in finding homeless friendly and cost-effective strategies in dealing with homelessness, as well as recommending a multidisciplinary approach in addressing homelessness

LIST OF ABBREVIATIONS

AIDS	: Acquired Immunodeficiency Syndrome
ANC	: African National Congress
BWI	: Baltimore/Washington International
CBD	: Central Business District
CBO	: Civil-Based Organizations
CDW	: Community Development Worker
CESCR	: Committee on Economic, Social and Cultural Rights
Cllr	: Councillor
CoC	: Continua of Care
COGTA	: Co-operative Governance and Traditional Affairs
DoH	: Department of Health
DSD	: Department of Social Development
ECOSOC	: Economic and Social Council
EPWP	: Expanded Public Works Programme
FBO	: Faith-Based Organizations
GST	: General System's Theory
HIV	: Human Immunodeficiency Virus
HSRC	: The Human Social Research Council
HUD	: Department of Housing and Urban Development
ICD	: Integrated Community Development
ICRW	: International Centre for Research on Women
ID	: Identity Document
IDA	: Integrated Development Approach
IDP	: Integrated Development Plan
ILO	: International Labour Organisation's
iTRUMP	: The Inner City EThekweni Regeneration and Urban
KPA	: Key Performance Areas

KZN	: KwaZulu Natal
LHCC	: Local Homeless Coordinating Committees Management Programme
NBA	: Need Based Approach
NDP	: National Development Plan
NGO	: Non-Governmental Organization
PCD	: People-Centered Development
RBA	: Rights-Based Approach
RDP	: Reconstruction and Development Programme
SA	: South Africa
SAPS	: South African Police Services
PMS	: Performance Management System
SHCC	: State Homeless Coordinating Committee
TB	: Tuberculosis
UK	: United Kingdom
UN	: United Nations
UNCTAD	: United Nations Conference on Trade and Development
UNDP	: United Nations Development Programme
UNICEF	: United Nations International Children's Emergency Fund's
USA	: United State of America
WHO	: World Health Organization
WTO	: World Trade Organization

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CHAPTER ONE

1. INTRODUCTION

1.1 Background

This study focuses on the homeless communities, specifically street homeless people, also referred to as street dwellers, those sleeping on rough open spaces such as the streets, parks, and bridges in the inner city of Durban, South Africa (SA), in KwaZulu-Natal (KZN) province. The study chooses the street homeless people as the target population in this study to represent disadvantaged communities because of their experiences of living on the street and are the worse of the poorest in the South African social sector (Cross *et al*, 2010). Street homelessness is more complex and uneven than all other forms of homelessness because street homeless people are mobile and have no single place to stay. As a result, the statistics for street homeless people is limited, unreliable, and very difficult to quantitate.

Homelessness is one of the socio-economic issues to receive the necessary attention from the politicians, policy-makers, practitioners, academics and civil societies. This phenomenon according to Wentzel (2009) is multi-layered and complex, strongly embedded in the societal socio-economic and socio-political consequences. Statistical evidence shows that homelessness in South Africa is a slow-moving unfortunate situation causing difficulties in government and civil society, primarily increasing along with sizes of shack housed population (Cross *et al*, 2010). The number of people who reside on the streets, inadequate housing, and service delivery protests is evidence of the seriousness of homelessness in South Africa and around the globe. The increasing vagrant population and service delivery demand increases while there is a reduction in government social welfare services expenditures.

There is a lot of stigmas attached to homelessness and myths that affect addressing this phenomenon, all of which challenge the effectiveness of strategies to eradicate or mitigate phenomena. In many cases, homeless people are seen as the problem that needs to be dealt with and blamed for their circumstances, not perceived as people facing a particular challenge. Seager and Tamasane (2010) point out that there is too much stigma attached to people who are homeless with the assumption that they are alcoholics, substance abusers, or mentally ill/challenged, which consequently blame them for their condition instead of perceiving them as victims of homelessness. According to Egan (2013), a person is not the problem and you address the issue, not the person. Homelessness is the condition that a person faces; the majority

of participants indicated it to be a stage in life that a person goes through, not who the person is.

Pathological understanding of homelessness limits the participation of homeless people as part of the community in the formulation and implementation of development policies, particularly that directly affects them. In addition to the limitations caused by this blaming game against homeless people, Naidoo (2010) emphasizes that there is no clear and single definition of homelessness, hence the South African government has a challenge in capturing the complexity of social and economic circumstances of street homelessness. The failure to providing an evidence-based definition of homelessness is one of the major constraints in addressing it. Although it is a global social ill, how it is demarcated and conceptualized differs for each continent, country, and provincial cities/regions. There are many factors causing homelessness, of which according to Cross and Seager (2010) they include unemployment, family issues, lack of shelter and housing, and abuse or violence factors. Therefore, there are relatively numerous categories of homelessness, which make it difficult to define its inhomogeneous terms. The lack of constitutional definition from both globally and the South African constitution results in a failure to address homelessness meritoriously from policy level to practice level.

The Human Social Research Council (HSRC) (2015) emphasizes the consideration of psychosocioeconomic drivers and outcomes of homelessness to develop relevant interventions, arguing that the homeless cannot be understood by focusing solely on the concept of shelter or home. Paying too much attention to housing or shelter in defining and understanding homelessness becomes the hindrance in the holistic reflection of other factors that connect to homelessness. These factors include among other substance abuse, family dysfunction and conflict, mental and physical health issues, criminal affiliation, poverty, unemployment, and a lack of social security. Therefore, the above statement indicates that homelessness is the product of many other issues. These factors are both the causes/drivers and outcomes/consequences of homelessness (HSRC, 2015). In addition to that, the most neglected by the government social services and other institutional supports are the homeless youth aged 18 to 35, adult, and old age people living in the street/homeless. However, that does not consider the impact of having little access to resources such as education, social grants, Identity Documents (IDs), housing, and basic human rights.

1.1.1 Conceptualization of Homelessness

There are many delineations of homelessness. Homelessness is the condition that includes having no access to sustainable, permanent and adequate shelter, which involves rough sleeping on open spaces such as streets, parks, under bridges. HSRC (2016) includes those who stay in shacks, informal settlements, hostels, and backyards. Toit (2010) defines homelessness as encompassing rough sleeping on the streets, those who stay in inadequate housing, institutions such as prisons, hospitals, and institutions of care of which they have no place to return to on their discharge. Vagrancy refers to the state of having no shelter, home or house; it is a condition of distance from any immediate family and community social tie. Bagwell (2013) note that the most visible form of homelessness is the rough sleeping on the street, terming it as street homelessness. The street homelessness is the most vulnerable group of homeless people; affected and suffers in various forms.

Street homeless people are part of the population in the city and beyond, they have formed their community. In a paper by Naidoo (2010) that reviewed the government responses to street homelessness in South Africa, one of the challenges in the study was the inadequate information regarding the size of the street homeless population, and no data appear to be available on the census. Based on the study definition of homelessness for data collection, homeless people were those living on the street, public toilets and bridges. There are many other difficulties in quantitating street homeless people in addition to the mobility and unevenness in the places in which street homeless people reside.

The failure to define and quantify street homeless people is one of the limitations in addressing homelessness. In 2010, 11 391 homeless persons were counted, however, these figures may not be accurate due to the mobility and other challenges that were experienced in counting them, which may result to undercount (Naidoo, 2010). The Human Social Research Council 'HSRC' (2015) argues that defining homelessness is constrained due to the verities in the state of homelessness, categorizing homelessness into primary, secondary and tertiary, stating that the key determinant is the period spent living in the street. As the purpose of this study stated above, the term street homeless people or homelessness will be used referring to those who sleep rough on streets, pavement, under trees, sparks, pipes, bridges, and abandoned vacant buildings in the city of Durban.

The uncertainty on what exactly constitutes homelessness results in the ambiguity in the interventions to end it. As a result, the current policies, practices, and interventions to homelessness are costly. Cities spend a lot of resources in addressing homeless people and

providing short-term assistance such as law enforcement, shelters, feeding schemes and rehabilitation rather than addressing the root causes for each person individually. Gaetz (2012) points out that the cost towards addressing homelessness is both direct and indirect; arguing that direct cost includes the provision of shelters and other services while the indirect cost includes the increased use in services such as health, policing and criminal justice. One can argue that some of the factors leading to the failure to end homelessness are the application of top-down approaches. In many instances, homeless people are not involved and integrated into the initiation processes in finding suitable solutions to their condition; they treated like subjects not as active stakeholders in policy development processes.

Failure to address homelessness affects the functioning of South African cities. The impact of vagrancy is on not only the safety and movement of residents, but it also hinders the business's potential, tourism, investments, and the potential contributions that the homeless people may have in the development of the city and country at large. The negative effect of visible street homelessness according to Cross *et al* (2010) includes among others, the destruction of economic investment in the metro core zones, resulting in unemployment leading to an increase to street dwellers, producing insecure cities. His Worship, the Mayor, Cllr James Nxumalo states that addressing safety and security improves nightlife, attracts tourists from visiting certain areas at night, and deals efficiently with the effects of homelessness (eThekweni Municipality, 2014). The fear arises mostly from the terror of the street homeless people.

The question is whether the street homeless people feature in the development plan as part of the society or problem to deal with. Is the forceful removal of homeless people an inclusive approach and in the best interest of both the municipality and the street homeless people? Similarly, O'Donoghue and Louw-Potgieter (2013) vividly described the homeless in South Africa as uninvited guests, who fear to join the party, but who are the skeletons at the feast, describing that homeless people are the excluded poorest who enter unobserved and stand by gaunt and starved. The findings in the study reflect that street homeless people in the city of Durban do not get the opportunity to have a meaningful influence in the decision-making process to issues affecting them in the Integrated Development Plan (IDP) at the national and local level.

1.1.2. Conceptualization and a brief definition of development concerning homelessness

Development is the process towards, and the outcome of positive change; it includes among others the economic, social, environmental/natural, and political development. According to

Green and Haines (2015), development refers to the process of structural change, distribution of resources, improved institutional function, and the attempt to balance economic growth with social justice and environmental preservation. There is no clear-cut definition of development, it is nebulous, and defined in various terms, and some define development as community improvement and modernity (Miletzki and Broten, 2017). Similarly, Robinson and Green (2011) argue that development or what constitutes development has several manifestations. Development can mean modernization, urbanization, industrialization, social and political transformation, technological improvement, and economic growth. Phillips and Pittman (2015) state that development is both the process and the outcome, the process toward change is also important as the outcome. Therefore, one may argue from a sociological perspective that development can be referred to as the movement that empowers local people to take charge of their environment, locality, and surrounding, it is a process that leads to social cohesion; it encompasses economic, social, and political stability. Therefore, the focus is not only on success, but the learning process is also crucial in development.

Members of the community affected by the changes must always be at the center of development. Development according to Swanepoel and De Beer (2011) should benefit every individual in the society affected by the development project. However, the rate of homelessness, ignorance, and stigmatization towards indicates that street homeless people continue to have less benefit in development. South Africa adopted the developmental state model, hence declared as the developmental state. As part of this commitment, it adopted the IDP from the national, provincial and local governments to ensure full participation of South African citizens in development policies and initiatives. eThekweni Local Municipality initiated Qalakabusha Project in 2014 as a means to provide a holistic, integrated and interdisciplinary approach to homelessness in the city of Durban (Shembe, 2014). The integrated development plan is one of the policies that aim to integrate all members in the society to ensure full representation and democratic principles as the South African government has committed itself to be the people-centered government. However, in the IDP and the Qalakabusha Project, the involvement/participation of street homeless people in the process is to define unclearly.

The development practice is informed by development policies such as the IDP to guide the process and the outcome. Thus, this research project explored how the homeless people considered as key stakeholders in the IDP of eThekweni municipality using the case study of the Qalakabusha Project (the fresh start programme). Qalakabusha is an initiative by eThekweni

Municipality Safer Cities Department collaborating with other stakeholders aiming to address homelessness.

1.1.3. Conceptualization and a brief definition of participation

Integration is the process involving, including, mixing or putting together direct components: it means becoming an integral part of something or as a whole. According to Ilievski (2015), integration refers to the process of organizing different components, unifying, uniting, and putting together more than one group to work towards a common goal. The essence of integration is that each part makes the whole, therefore, if one of the parts lacks, the entire unit falls. Everyone in society according to the integration process has a role to play. This led to the argument by Ilievski (2015) that promoting integrated community results in building a political community, united in its contents, through the inauguration of the same frame of rules, establishment of common institutions with the power of decision-making. Integration and participation are closely related concepts; the common factor between the two is that of the equal shared decision-making power, however, participation goes deeper to refer to the process of full involvement in all processes in the community projects and being able to influence decision-making.

In the process of being involved, influencing, the platform that enhances full decision-making power, participation refers to the process of assuming an influential role in the development process. According to Phillips and Pittman (2015) accomplishing participation takes numerous forms, which include among others, completion of surveys, volunteering in a project, attending a public meeting, serving on a committee or a task force. Similarly, Tesoriero (2010) states that it is also about assuming a greater responsibility for your development; having a role in decision-making; and influencing development activities. Participation can be in the form of a stakeholder, representative participation, deliberate participation, direct, and democratic. Participation refers to community engagement, which is a process through which individuals are empowered to help generate positive change within their community through decision-making skills and strategies, communication, problem-solving, and governance. Swanepoel and De Beer (2011) also include participatory democracy as one of the driving forces to participation, arguing that participation refers to the access to full decision-making processes in all stages of the project from the planning/initiation stage, implementation stage to monitoring and evaluation stage. Stakeholder participation can be individuals, representatives of groups, body or organization. Hence, Robinson and Green (2011) point out that identifying

stakeholders is an important step to ensure the success of the project, as experts of their own lives who have rich information, they have a responsibility of decision-making as people who affected by such decisions. Therefore, participation becomes the central technique in ensuring effective and democratic development.

1.1.4. Conceptualization and a brief definition of integrated development

Integrated development refers to the process towards positive change that is inclusive, participatory, and consisting of diverse groups of stakeholders and the public who are affected by the problem to be addressed or the surrounding. Hence, Choi (2013) states that models of community development that bring hopes must include elements of integration, such as layered financing, joint development, shared accountability, or coordinated services. Integrated development leads to capacity building and sometimes referred to as a capacity-building model.

Integrated development enforces the principles stated by Phillips and Pittman (2015) which includes self-health responsibility, trust, and participation as central in development practice. These principles enhanced by integrated development, enable local people to take charge and be part of their development and to have shared accountability or responsibility. Dhamotharan (2009) further emphasized that the integrated community development considers the community as the important sector in the process of development, not as subject to development. Local people are perceived as stakeholders in the development processes. Therefore, effective development ensures the integration of the affected bodies in development policies formation and practice.

1.2. The context of the study

Homelessness is a global socio-economic issue facing many cities worldwide and South Africa is among the affected countries. It is a multifarious phenomenon, which makes it difficult to provide the actual statistics of homeless people. In 2002, Baumann *et al*, (2002) estimated about one million people were homeless in Southern Africa, declared the poorest and these numbers have been increasing. Correspondingly, the South African provincial cities experience the number of increasing homeless citizens. Furthermore, Mangayi (2014) states that people living on the streets in the South African urban areas increased from 52% of the population in 1990 to an estimated 65% to 67% in 2014. Therefore, it is by no coincidence that the number of homeless people is increasing along with the increase of the city's population and the number of people migrating to the cities in South Africa.

A study conducted in Durban by the HSRC in 2016 collaborating with Safer Cities Department, counted a total estimate of 1974 street living homeless population, and 1959 of homeless people living shelters (Desmond *et al*, 2016). In 2008, approximately one thousand individuals reported sleeping on street pavements in beachfront, Esplanade - Umbilo, Overport, Sandile Thusi (Argyle) and Umgeni Road (Mohamed, 2008). The above estimate indicates the number of streets in which the majority of the street homeless people found in Durban. This approximation also shows the number of people on the streets in Durban who have no access to housing. However, the nature of housing is different, defining access to housing requires a clear distinction on the meaning of housing.

Ownership, the sustainability and the adequateness of a shelter or housing remain central in categorizing a person as homeless; living in a shelter does not mean a person has a home because it is not sustainable, and a person who lives in a shelter does not have direct ownership. In 2007, an estimated 7.5 million South Africans had no access to secure and adequate housing and 2.4 million lived in an informal (Chenwi, 2007). The literature on homelessness reveals that people who have limited access to adequate housing are also categorized as homeless. Street homeless people fall under this category of thousands of people with no housing or shelter. Regardless of the availability of shelters in the city, the affordability to pay those shelters leads to street homeless people to have no access to accommodation irrespective of their availability. Hence, Bredenoord and Lindert (2010) state that approximately over 2.8 billion people globally are without adequate shelter or decent housing and there is a possible increase by the year 2030. The inequality in South Africa is also visible in the degree of street homelessness, while there are city dwellers who afford to pay the rents of up to ten thousand rand whereas there is an individual who cannot afford overnight pay for shelters of about ten rand per night.

As much as housing becomes the central topic in the arguments around homelessness, housing is not a defining factor; relatively it is a determinant because homelessness judged based on access to housing/shelter. As noted by Bredenoord and Lindert (2010) that housing policies and the overall urban socio-economics conditions are closely related. Therefore, the issue of housing and homelessness remains the economic, social, political and an environmental problematic reality for the disadvantaged members of the society. Addressing homelessness requires a holistic understanding of the causality and inclusive interventions founded on the root causes of it.

The statistical presentation of homeless people is crucial for policy formation to intervene effectively to homelessness. The South African population at large is approximately 57, 52 million in 2018, representing an overall increase of 1, 55% between 2017 and 2018 (Statistics South Africa, 2018). The estimated 10 000 to 50 000 homeless people are homeless in South Africa, and these numbers fluctuate (HSRC, 2015). This means that approximately 1 out of 5495.69 at a minimum and 1 out of 1099.138 at maximum in South Africa is homeless. The increase in population also increases the homeless population. The first estimate conducted by HSRC in 2008 excluded those who are from the rural areas and the second estimate conducted by HSRC in 2015 was inclusive to those within marginalized and rural areas. However, the unevenness on the data of the homeless population is due to the nature of it and depends on how each study during the census has defined homelessness. As a result, HSRC (2015) concluded that the South African census data on the homeless is almost non-existent, unreliable and unsuitable to provide actual numbers of the homeless people in South Africa. The constant changes and mobility of homeless communities make it hard to produce a fixed number of homeless people.

Numerous interventions in South Africa address homelessness. Civil-Based Organizations (CBOs), Non-Governmental Organizations (NGOs) and Faith-Based Organizations (FBOs) have been working directly with homeless people in providing various services such as shelters, a feeding scheme, rehabilitation, family reunification and treatment for diseases. Toit (2010) states that among the interventions implemented, eThekweni Municipality provides street children programmes, and relocation/enforcing minimum standard requirements in shelters. The Department of Social Department (DSD) established the health and social needs of the homeless. The Metro police had to change its role from harassing to protecting the homeless, and research conducted to find a medium to long-term solutions in consultation with the homeless. However, there have been minor changes in the state of homelessness in Durban.

Pauly *et al* (2012) mentioned that being homelessness is strongly associated with being poor. The local government development policies prioritize the poor and vulnerable groups in society. However, homeless people still find themselves unable to escape poverty. Homeless people are financially poor, asset-deprived, and some are mentally challenged, and physically poor. For instance, one of the main purposes of the national department of housing and the local government is to prioritize the poor, and street homeless people are supposedly at the first in the housing benefits. Furthermore, the Housing Act 107 of 1997 and Housing Amendment

Act 4 of 2001, stipulates that the department anticipate prioritizing the needs of the poor in the housing development. The Act further articulate that to ensure representation and participation of communities, especially the poor in the formulation of the Act and the implementation, the department must consult with the affected individuals and communities (Housing Act 107 of 1997 and Housing Amendment Act 4 of 2001). South Africa is the developmental state, and the integrated development plan ensures the full participation of all citizens and those affected.

The homeless people do not have housing benefits because they can sustain the cost or afford the cost of housing such as electricity and water due to unemployment and the missing documents that are required to access housing benefits. EThekwini municipality has been active in providing temporal shelters and emergency shelters (Khoza, 2014). Having reconnoitered these various interventions, which seemed to be limited in ending homelessness, the question is what best possible solution to address homelessness.

1.2.1. Location of the study

This study conducted in Durban, which is the largest city in the Province of KwaZulu-Natal (KZN), South Africa. Durban is on the eastern coastline of South Africa and is among the rapidly growing cities in the world (Hills, 2015). The eThekwini Metro Municipality spans an area of approximately 2 297km² and is home to some three and a half million people (Statistics South Africa, 2018). Due to the complexity of homelessness, especially the street homeless people, there is no reliable data on the actual number of people residing on the streets in Durban because of the mobility and unsteadiness nature of street homeless people. Hence, the Human Social Research Council (2015) concluded that the census on homelessness does not almost exist. However, the growing number of immigrants to the city of Durban and the increasing population is an indicator of the possible increase in the number of the street homeless population.

The case study of the Qalakabusha Project was used for the exploration of the integration of street homeless citizens in the Integrated Development Plan as the initiative by eThekwini Municipality Safer Cities Department. Qalakabusha Project is the integrated and multidisciplinary approach that aims to address homelessness in Durban. In April 2014 eThekwini Municipality "launched the Qalakabusha Intervention Programme, an integrated approach which seeks to help people living on the streets of Albert Park and surroundings with psycho-social treatment and skills development interventions" (Qalakabusha, Fresh Start

Programme Launch issued by the Head of Communications, Ms. Tozi Mthethwa, eThekweni Municipality, 2014). Since the implementation of this project, there are still many street homeless people on the streets in Durban and they seem to be growing in numbers. Therefore, this research project explores the extent to which street homeless people were involved in all the processes from the planning phase to the evaluation phase of the project. To ensure cost-effectiveness, the voices of the affected group were heard and used in the process. The question is whether the homeless people invited as the stakeholders in the decision-making process in the project or they only interviewed them for information gathering purposes?

1.2.2. Qalakabusha Project

The Qalakabusha Project is a collaborative initiative between government departments and the private sector including the high learning institutions academics to provide holistic intervention to homelessness in Durban (Clean My City Qalakabusha Social Intervention Plan, 2014). Clean My City Qalakabusha Social Intervention Plan (2014) aimed at reducing homelessness through initiatives such as outreach and reception services, screening and psychosocial support, treatment and rehabilitation services, skills development and opportunities, ID and birth registration, reunification and reintegration, shelters and halfway houses among others. The success of this intervention debated due to the number of homeless people that are still residing in the street in Durban. However, there are changes in the zones in which the homeless people reside because of the implementation of law enforcement in some of the zones where the homeless community resides.

Irrespective of the effort and the interventions mentioned above, there is still a huge gap in the literature, policy, and practice based on the rising statistics of homeless people, and little evidence of the homeless community driving their development. The street homeless people in the past and currently treated as a problem to avoid or deal with. This limits policymakers from realizing the potential and the contribution that homeless people possess if they brought as part of honored citizens of the country, to whom they share equal rights according to the Constitution of the Republic of South Africa (1996) Chapter 2, the Bill of Rights. The Bill of Rights emphasizes fighting against any sort of discrimination regardless of class, socio-economic status, race, gender, or any other identity. It is for that reason that there is a need to value the street homeless people and take into consideration their circumstances and situations.

1.3. The rationale for the study

After gaining independence and democracy, the ruling party affirmed South Africa as a developmental state. The former president His Excellency Thabo Mbeki declared SA government to be the people-centered government. The integrated development model was adopted to include the most marginalized, disadvantaged and vulnerable groups in the society. The former Mayor of eThekweni Municipality James Nxumalo stated that South Africa celebrated the 20th anniversary of South Africa is a democratic state and introduced that every municipality to institute an Integrated Development Plan (IDP) (Integrated Development Plan, 2014/15 Review). This approach is assumed to be participatory, democratic, and along the lines of social justice.

Each municipality is obligated to produce the IDP informed by legislature, national and local government vision and mission statement. On the address by former Mayor of eThekweni Municipality, Cllr James Nxumalo, he asserted the municipality will respond effectively to the local challenges, and by 2030, eThekweni would enjoy the reputation of being Africa's most caring and livable city, where all citizens live in harmony (IDP, 2014/15 Review). On the key challenges mentioned in the IDP, homelessness is not mentioned. It assumes to address homelessness through the provision of housing, other issues related to social welfare services. The current IDP for 2017/2021 recognizes the issues faced by the homeless community but does not provide plans as solutions to deal with those issues. Therefore, one may ask how to address homelessness effectively without recognizing it as one of the key challenges facing the city although the city continues to experience it pre and post-democracy.

The IDP is a national strategy implemented at a local level whereby local governments are given autonomy to implement the strategies to address socio-economic issues facing their localities based on the global agenda, national standards, and local interests. The IDP influenced by the 2015 global development agenda aligns with the national and provincial strategic plan, international institutions, and organizations (Integrated Development Plan, 2014/15 Review). Thus, the United Nations and African Union play hug roles in influencing South African policy development. The aim of an IDP is to have a unifying strategy from global, national, and local levels that allows local communities and the government to influence change. The IDP construction is methodological, automatically excluding homeless people from participating in its formulation because there are no bodies in the parliament representing mainly the homeless people.

The above discussion indicates that the national government plays a central role in the formation of the IDP and the local government as the body representing the national government at a local level inherits such a strategy. IDP for eThekweni municipality plans aligns with the objectives of the National Development Plan with the focus on speeding up economic growth, job creation and service delivery (Integrated Development Plan, 2014/15 Review). However, there is a lack of evidence on how homeless people directly benefit from this policy as compared to other communities. Cross *et al* (2010: 06) argue that there is conflicting demand for government to encourage investment in the Durban CBD, which contradict with its mandate to create a homeless free society policy to address poverty, the clash is between the rights, the needs of the homeless and economic growth. The study by HSRC (2016) demonstrated that street homeless people are unemployed, have little access to service delivery, and economic growth strategies because they are regarded as hindering economic progress in the city by being a threat to investment and local businesses. One cannot deny entirely that the government tried to address homelessness indirectly by supporting NGOs that provide services to homeless people and directly by initiating the integrated intervention as part of IDP.

The Safer Cities department initiated Qalakabusha Project together with other stakeholders from government departments, civil society, private sector, and Non-Governmental Organizations (NGOs) as the reflection of this policy in the implementation of the integrated intervention to ensure the holistic approach to homelessness. As a result, the former Major of eThekweni Municipality, James Nxumalo applauded the people that had come in numbers for taking the first step towards improving their lives. He said that the Municipality is committed to helping them break out of any social ills such as drug abuse, loitering, crime and vagrancy" (Qalakabusha, Fresh Start Programme Launch issued by the Head of Communications, Ms. Tozi Mthethwa, eThekweni Municipality, 2014). However, one may argue that this initiative has not been relatively successful as it aimed in addressing homelessness. Furthermore, the initiative presents itself to be focusing on creating a safer city more than addressing homelessness but assuming to be helping homeless people.

There are three main rationales of this study, firstly is that there is lack of participation of the street homeless people in the development policies and as a result, they do not benefit and enjoy the fruits of development as full members of the society. Secondly, there is a gap in the literature in exploring the integration of homeless citizens in development policies, and

therefore, overlook the potential contribution of the street homeless people. Thirdly, there is no official evaluation of the Qalakabusha Project released since the project launched in 2014. Qalakabusha Project is used as a case study because it a strategy informed by the IDP of eThekwini municipality.

1.3.1. Lack of participation of street homeless people in the development policies formulation

Participation refers to the ability to take part in the action and to be involved as an integral part that influences the whole system. In development, context participation refers to taking part, being involved, and included in the decision-making process from the beginning to the end and beyond. According to Swanepoel and De Beer (2011), participation is more than involvement because when people are involved, they are limited to certain conditions. However, when people participate, they take part fully in all aspects of the project and decision-making processes. Participation is a human right and social justice practice. Development policies and initiatives must advocate for the poorer of the poor voices to be heard (Swanepoel and De Beer, 2011) and (Ife, 2013). Contrary, development policies marginalize the poor and do not get equal share in the fruits of development (Swanepoel and De Beer, 2011). Participation is a principle and an ethical value in development discipline.

The street homeless people are one if not the most marginalized group of the society in the city setting. Based on the bylaws and forceful removal of the street homeless people, one can argue that the development, urbanization, industrialization, and changes in the city are not homeless friendly. Shembe (2014) the manager of the eThekwini Safer Cities on her presentation of the Qalakabusha Project, states that 354 homeless people were interviewed and profiled before the initiation of Qalakabusha Project. This indicates no direct participation of street homeless in the entire initiation and all stages of the project as key stakeholders. The stakeholders in the project were government departments, ward committees, volunteers, associations, civil-based organizations, faith-based organizations, and policing agencies (Shembe, 2014).

The hypothesis is that the failure is not particularly on the absence of homeless people on the list of stakeholders, the failure is on the inability to include homeless people as stakeholders in the formulation of the IDP of eThekwini Municipality. Equally, the failure to include homelessness in the strategic plan and objectives as well as areas of focus in the policy document that inform the practice.

1.3.2. Limited literature that explores the participation or integration of homeless people in development policies

There is a variety of literature on the experiences of homeless people, the causes of homelessness, the cost of homelessness, and possible solutions to end homelessness. However, there is limited literature that explores the participation and integration of homeless citizens in the development of policies and the initiation of development projects. The Durban homeless survey by Mohamed (2008) focused on how South Africans and Africa's Refugees-Migrants struggle to survive on the streets, and the study by the HSRC (2015) unpacked the experiences of homelessness. The South African Homeless People's Federation does not indicate the effort to ensure the representation and inclusion of homeless people in the South African policies and parliament but remains the platform for discussion and relations. The attention is mostly on homeless children and women. For example, the study by Lefeh (2008) focused on the South African government responses to the plight of street children, providing an analysis of policy development and implementation in Johannesburg. Other studies and literature focus on the diverse responses to homelessness, including government responses, NGO and CBO responses to homelessness.

The Republic of South African is a democratic state, it embraces democratic principles of social justice, human right, non-discrimination, representativeness, and it is the government of the people, which is for the people and by the people. As Swanepoel and De Beer (2011) argued that, it is the democratic right of people to participate in the local project. Therefore, participatory democracy in the driving principle in the formulation of policies, local people have the legal right to influence policies and to be involved in all processes on the formation of development policies and projects that affect their lives. Nevertheless, there is no literature express the extent homelessness people allowed to exercise this constitutional right to influence decisions and policies as well as to participate as stakeholders in the initiations of the projects that aim to address their condition of homelessness.

1.3.3. No official evaluation of the Qalakabusha Project has been released since the project was launched in 2014

Qalakabusha Project launched in April 2014; it officially has four years of full existence. The project has been running since its launch. There has been no press statement on the evaluation of the programme. There should be an evaluation of IDP projects and the results should be accessible to the public because it is their constitutional right to know about the projects and

budgeting of their local municipality. Integrated Development Plan (2014/15 Review) recognize this obligation, stating the Performance Management System (PMS) is an electronic tool in place as per the requirement of the national legislation to monitor the implementation of the IDP projects, monitor the IDP objectives achievements. PMS efficiency in measuring projects such as Qalabusha Project is questionable due to the nature of the project.

The monitoring and evaluation of social interventions or projects should be able to capture the transition of people affected and the progress of the project. However, the assumption is that PMS is efficient because of its ability to measure performance against predetermined targets, it increases accountability, early warning signs, learning, improvements and better decision making (Integrated Development Plan, 2014/15 Review). Participation ensures decision making power all levels and stages from planning (initiation stage), to implementation and to monitoring and evaluation process, to have the power to influence decision making (Swanepoel and De Beer, 2011). There are many arguments about the PMS regarding the participation of homeless people in evaluating the policy and the projects under this policy.

PMS used in the IDP is exclusive to the public; it is not accessible especially to those who are vulnerable and marginalized groups such as homeless people. This study bridges that gap by indirectly providing information on the effectiveness of this project since its launch in 2014 through interviews consisting of the Qalabusha Project stakeholders. These participants included government officials, the homeless people who are the beneficiaries of the project, and the NGOs that work directly with homeless people to give their observation on the changes they have experienced as the result of the project. This study helps to close this gap by indirectly evaluating the effectiveness of the Integrated Development Plan and the extent to which marginalized groups or homeless people integrated into the formation of the IDP and in all processes of the policy.

1.4. Problem Statements

The problem is not the street homeless people but is the systematic and institutional functions that exclude them as people who are out of the social norms of the country. Hence, Collins (2015) argue that the multiple systematic failures are foundational causes of homelessness in South Africa, in addition to individual misfortune. In support, Cross *et al* (2010) observe this gap by arguing that these catastrophes are a reflection of the paralyzed systematic policies targeting homelessness, coupled with misrepresentation and lack of information, leading to poor interventions. The focus is on the street children, taking them to the home of care

(eThekweni Municipality, Integrated Development Plan, 2015). This does not consider their emotional and psychological support that they get from no one except their primary support system, which is their parents.

1.4.1. Homeless Statistics and Studies

Studies of homelessness conclude that providing actual statistics of homeless people is a challenge due to the mobility of people affected by this condition. The prevalence of homelessness differs among nations. In South Africa, the number of homeless people is increasing along with the increasing number of immigrants in the cities. According to Statistics South Africa (2018), a portion of people, living in urban areas has steadily increased from about 60% in 2007 to about 66% in 2017. One should note and acknowledge the effort to address homelessness in South Africa, nevertheless, there has been little change experienced by those living on the street.

In a study of local metropolitan government responses to homelessness in South Africa, Toit (2010) shows that in Johannesburg and Tshwane, 48.4% homeless people had a home that was too far and too costly to travel to the city daily to look for opportunities, 32.5% had no permanent home, and 19.1% were temporarily homeless. Furthermore, Naidoo (2010) reveals that over 1.8 million dwellings in South Africa were categorized as living in inadequate housing in 2001. This indicates the nature of homelessness as well as the irregularity in the statistics across studies in different localities.

Durban suffers from homelessness at all ages, from children to old age people who live on the streets, parks and other outside spaces and the rest informal shelters. The numbers vary; however, Sewpaul *et al* (2012) estimate that there are approximately 3 000 children and youths living on the streets of Durban. A 2016 study conducted in Durban by the HSRC (2016), shows that there were 3933 streets and shelter-living people in the city of Durban in February 2016 and 88% were male and 87% were blacks. This excludes those living in the inadequate housing, shacks, but include those who live in the shelters designated for homeless people in Durban CBD.

1.5. Underlying assumptions

- Very few people who are living on the street or homeless because they do not have homes, but they left homes for different reasons, and the failure to understand the root

causes of homelessness result in the failure to address this problem and end up addressing street homeless people not the problem.

➤ The integrated development plan of eThekweni municipality has not done enough to integrate homeless people as valuable members of society.

➤ The inability to include affected people in the development policies formation process and initiatives that aim at addressing their problems is one of the shortcomings for effective development. The failure to address homelessness in Durban is deeply rooted in the exclusion of homeless people as the key stakeholders in the development policies and projects that aim to address their condition.

➤ If homeless people are key stakeholders in the development policies and initiatives, there will be huge potential for Durban to be safe a city and many other developmental benefits.

1.6. Main Aim of the research

This research aims to explore the integration of homeless people as part of the main society in the development policies, namely; the integrated development plan of eThekweni municipality.

1.7. Research objectives

The objectives of the study are:

- To determine how homeless people participate in eThekweni Municipality's development initiatives and planning.
- To determine the effectiveness of eThekweni Municipality integrated development planning processes in addressing homelessness.
- To assess the development benefits of featuring street homeless people as stakeholders in developing policies and initiatives.

1.8. Research questions

The critical research questions of the study are:

- What is the nature of the participation of homeless people in development initiatives and planning?
- How effective is the integrated development planning process of eThekweni Municipality in addressing homelessness in the city?

- What are the development benefits of including homeless people as key stakeholders in the formulation of development policies and initiatives?

1.9. Organization of this Research

This research project consists of five chapters. **Chapter One** introduced the study by providing background information on the subject, the chapter started by discussing the context of this study, the location and the background in the state of homelessness in Durban. This followed by the discussion of the three main rationales for this study, which are; lack of participation of the street homeless people in the development policies. Secondly is the gaps in the literature that explore the integration of homeless citizens in development policies and resulting in the potential contribution that street homeless people overlooked. Lastly, no official evaluation of the Qalakabusha Project has been released since the project was launch in 2014. The problem statement was outlined thereafter arguing that the problem is not the street homeless people, however, it the systematic and institutional exclusion that street homeless people face. This followed by underlying assumptions that motivated the study based on the rationale for this study. The main aim of the study and the objectives of the study accompanied by research questions outlined thereafter together with the brief introduction of the research method adopted.

Chapter Two focuses on the literature review and theoretical framework that guided and informed the study. The first component of chapter two, which is the literature review, reveals that there are many interventions directed to address homelessness globally and locally. Homelessness interconnects with other socio-economic issues. However, there is still a gap in addressing this issue. This chapter further discusses these arguments in the literature. The second component of the chapter further discusses the main theoretical framework applied in this study, namely, the integrated development approach.

Chapter Three outline the research methodology. It begins by discussing why and how the study applied qualitative research methods. The chapter further discusses why and how the adopted the interpretative paradigm. Followed by the discussion of the purposive sampling as used to identify the key study informants for data collection. In line with the qualitative research, interpretive paradigm and purposive sampling, the data collection technique used a semi-structured interview. This chapter will next explain how it has used thematic techniques to analyze the qualitative data is. This chapter further outlines the anticipated value of the study

as well as the trustworthiness of the study in terms of dependability and reliability. Lastly, discusses the ethical considerations.

Chapter Four discusses and analyses data using the thematic analyses. The chapter uses themes raised from the observations and interviews as subheadings. The chapter begins with participant's demographic presentation, followed by data analysis and discussion under five key themes, namely; the different perceptions of homelessness, programmes, policy and stakeholders in homelessness, Qalakabusha Project, Integrated Development Plan, and participation. The data is analyzed using the theoretical framework to locate and understand the information and experiences of the participants. The chapter uses literature to compare the information gathered with other studies and existing literature.

Chapter Five focuses on the conclusions based on how the study met its objectives and measured what the study intended to measure centered on the aim of this study. This chapter also provides the significance of this study based on the intended aim in terms of practice, research, and policy based on the study findings and conclusions. The study concludes by providing insight into the research subject and the research project by summarizing the key argument and issues highlighted in the study.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1. Introduction

Homelessness is a global social issue shared by various nations and continents. Nature and factors that lead to homelessness differ across countries. While homeless is common even in developing countries. The experiences of homelessness according to Black (2017) are a worldwide problem, irrespective of a country's economic status. Black arguing in the richest nations, people who work low paying jobs do not afford to pay for expensive rents and end up on the street. Whereas, in the poor countries most homeless people reside in inadequate housing, informal settlements, backyards, and shelters among others. The most visible group of homeless people are those who live in open spaces such as the streets, pavements, parks, under the bridges, and pipes. However, homelessness is a broad concept. Khoza (2014) states that being homeless goes beyond mere lack of accommodation, it includes material conditions and standards, emotional and physical wellbeing, social relations, control, and privacy. The effects of the distance from family ties, such as the notions of warmth, comfort, stability, and security found within a home setting. The focus of this dissertation is on street homelessness, which includes those who live on the street and open spaces in the city of Durban.

Factors such as the irregularity of homeless people in the places they stay limits providing statistics on homelessness. There are no authentic statistics for homeless people as some are homeless temporally and others change location on several occasions. Naidoo (2010) argues that the failure of the South African government to intervene effectively is due to the failure to differentiate between street homelessness and inadequate housing. Thus, the paucity of information due to various factors, causes, and categories of homelessness restrictions the interventions. People who live on the streets are homeless although some of them have families and relatives as well as homes elsewhere.

The literature on street homeless often ignores that the homeless are a community. Therefore, they have constitutional rights to be involved in the processes of local community development, especially on issues affecting them. The Integrated Development Plan (IDP) is an inclusive and participatory development policy that is an obligation of both local and national governments to address the needs of the affected people in their localities. The former Mayor of eThekweni Municipality, James Nxumalo applauded the IDP as an effective tool, stating that as a result of this policy, the municipality achieved numerous social, spatial, environment and economic development developments (Integrated Development Plan Review 2014/15). This

development policy supposedly is holistic, with an interdisciplinary approach and consult all members of the society before its formulation and implementation. However, it does not mention homelessness in any socio-economic issues that eThekweni municipality addressing in the previous IDPs. However, the current IDP of 2018-2022 has highlighted homelessness as one of the issues faced by the municipality but it also does not deliver a plan of action on homelessness, nor is it included in the key challenges addressed according to municipality prioritization (eThekweni Municipality, 2021/2022 IDP).

This chapter reviews the literature concerning homelessness, integrated development plan, and how homeless people participate in the formulation of this policy and how their needs addressed by global literature and local lessons. This chapter begins by providing various definitions of homelessness; it also reviews the literature on the causes of homelessness, discusses the interventions that are in place nationally and in Durban, and lastly concludes with a brief overview of the South African constitution and the legal aspect of homelessness.

2.2. Definitions of Homelessness

There are many definitions of homelessness, it is a multifactorial phenomenon, and a simple definition may exclude certain groups who regard themselves as homeless, resulting in under or misrepresentation of the homeless population. Sewpaul *et al* (2013) broadly define homelessness as comprising of four characteristics including public disclosure of personal destitution, the abandonment of a futurist orientation, ceding one's entitlement to private and personal space and the sense of permanence concerning personal and social relations, question one's ability to gain protection. Seager and Tamasane (2010) add that in defining homelessness we should consider that it is not a permanent state, but rather a lifecycle, and seasonal condition.

Black (2014) and Khoza (2017) agree that homelessness homogeneous definition excludes other people who classify themselves as homeless because of variation on its causes and nature of homelessness. In South Africa, Naidoo (2010) categories the homeless population into three groups, namely; informal settlement dwellers, temporary overnight sleepers and detached homeless people. Those in the informal settlement include but are not limited to those living in inadequate housing. The temporal overnight sleepers include those who are working part-time jobs that do not afford them to go home regularly or to pay for temporal accommodation however intermittently visit home. The detached homeless people may also include but are not limited to those in chronic and total homelessness. The bellow table below indicates a summary of various conceptualization of homeless.

Various Terms of Homelessness	Definitions
Absolute Homelessness	These are people who sleep in the street, one or more nights per week, and those making use of shelters designated for the homeless (Seager and Tamasane, 2010)
Temporal Homelessness	Mangayi (2014) labels this kind of homelessness as transitional homelessness, stating that it comprises people who do not have permanent jobs, who temporally work part-time jobs that do not afford them accommodation or transport to go back home every day in their townships. They work jobs such as parking guides, vendors, collectors of papers and cans, as well as job seekers. Toit (2010: 02) refers to them as "temporary overnight sleepers".
Chronic Homelessness	Mangayi (2014) states that these are people who suffer from mental illness, diseases, who do not have social networks and support. It includes people who fled from home due to personal or domestic problems such as abuse, conflicts, death of important people such as families, spouses, or loved ones.
At-Risk Homelessness	Focus Island (n.d), and Tipple and Speak (n.d) maintained that people who are from the street residing in transitional or supportive housing, hospital or other institution such as mental health or substance abuse treatment facility or prison can be defined as a homeless person. However, the Research and Strategy Development for the Homeless Summit (2015) categories this type of homelessness as not the actual homelessness but near homelessness, stating that people in such accommodation are at risk of becoming homeless any day.
Inadequate Housing or Hidden Homelessness	the "UN-Habitat and other United Nations agencies emphasize inadequate shelter alongside lack of shelter as an aspect of the homeless condition, bringing the world's vast informal settlements into the homelessness arena" (Cross et al, 2010: 07). According to Naidoo (2010), Dladla et al (2004), Bagwell (2013), Toit (2010), Focus Island (n.d), and Tipple and Speak (n.d) homelessness includes families or individuals living in an inadequate or sub-standard housing, lack of permanent shelter, inadequate living arrangements, those living in squatter/shack housing, informal settlements, mobile homes, refugee and other emergency camps, and unsuitable accommodation.
Street Homelessness	This group of people is known as street dwellers. According to the Cape Town Street People Policy (2004: 04) street includes in this context include open spaces, bridges, pavements, river banks among others.
Roofless and Houseless	Human Social Research Council (2015) argues that defining homelessness with the idea that a home mean the same as a house will exclude the range of people when defining being homeless as being roofless, arguing that a more inclusive definition of

	homelessness should distinguish the home from a house, stating that a home means a more secured, and private place, therefore people from informal settlement, backyards, and shelters can be included in such definition of homelessness
Detached Homelessness	Naidoo (2010: 131) also emphasizes that "Homelessness is a condition of 'detachment from society, characterized by the absence or attenuation of the affiliative bonds that link settled persons to a network of interconnected social structures".
Economic Homelessness	This “refers to people being homeless and unemployed, sometimes even having a home in another part of the country but being on the streets of the city in search for a sustainable livelihood” (Research and Strategy Development for the Homeless Summit, 2015: 03)
Social or Situational Homelessness	This “refers to people who are homeless as a result of domestic violence or abuse, refugees or asylum seekers, people released from prison or psychiatric hospitals with no place to go to” (Research and Strategy Development for the Homeless Summit, 2015: 03)
Inclusive Definition of Homelessness	Seager and Tamasane (2010: 64) summarize the definition by stating that “Homelessness can be regarded as a continuum, ranging from people who may be at risk of becoming homeless to those who currently have absolutely no shelter of their own and live and sleep on the streets”.

2.2.1. Absolute Homelessness

The common factor in the definition of homelessness is the lack of housing/shelter and distance from immediate family and relative's support. A 2008 HSRC study defined homelessness as street dwellers living in the open space, sleep on the street several occasions, on in the shelters for homeless people (Human Sciences Research Council, 2008). Seager and Tamasane (2010) approve this definition and termed it absolute homelessness, excluding those informal structures, arguing that it includes among others those sleeping in doorways, cars, temporary cardboard or plastic shelters. Cross *et al* (2010) agree with absolute homelessness definition in their study by describing absolute as true homelessness or rooflessness. This basic definition of homelessness refers to the condition of having no home and shelter, or permanent housing. However, this definition can be very narrow and exclude many other people who regard themselves as homeless. The Focus Island (n.d), Tipple and Speak (n.d), and Bagwell (2013) state that sleeping roughly in open spaces is the most visible form of homelessness. This is the most acceptable or agreed global definition of homelessness. Homelessness links to the lack of housing or shelter.

2.2.2. Temporal Homelessness

Some homeless people temporarily sleep on the street overnight, for short periods such as immigrants who come in the city to look for jobs, or people who are working piece jobs that do not afford the accommodation. Desmond and Timol (2016) emphasize that immigrants who come to look for jobs in a foreign country end up living on the streets generally have homes in their origin country that they can return to. Mangayi (2014) labels this kind of homelessness as transitional homelessness, stating that it comprises people who do not have permanent jobs, who temporarily work part-time jobs that do not afford them accommodation or transport to go back home every day in their townships. They work jobs such as parking guides, vendors, collectors of papers and cans, as well as job seekers. Toit (2010) refers to them as temporary overnight sleepers. Not everyone who is on the street is without a family or a home. In agreement, Desmond and Timol (2016) summarizing the results of their study on homelessness in Durban, argued that the majority is homeless in the city but have homes somewhere else. Hence, some homeless people may deny that there are homeless. Therefore, rather than referring them homeless, they can be conceptualized as houseless.

2.2.3. Chronic Homelessness

Chronic homelessness is a condition of being without a family or a home. Chronic homelessness is relatively permanent homelessness. Mangayi (2014) states that people who suffer from mental illness, diseases, who do not have social networks and support, people who fled from home due to personal or domestic problems such as abuse, conflicts, death of important people such as families, spouses, or loved ones, and supportive people can be referred to as chronically homeless. This group remains homeless for long periods. Toit (2010) refers to this category as detached homelessness. On the contrary, according to Day *et al* (2014), the period is important to consider in order before defining a person as chronically homeless, arguing that a person must have a disabling condition for a year to 4 years living on the street. Individual experiences are more important to define a person homeless because homelessness varies based on its nature and visibility as well as its conditions.

2.2.4. At-Risk Homelessness

People are staying in the home of care, shelters, transitional houses, hospitals, and public institutions such as old age homes, children's homes, and orphanages are homeless. Desmond and Timol (2016) in their study counted people who live in shelters as homeless. Focus Island (n.d), and Tipple and Speak (n.d) agree that a person originally from the street residing in transitional or supportive housing, hospital or other institution such as mental health or substance abuse treatment facility or a jail/prison are homeless. However, the Research and

Strategy Development for the Homeless Summit (2015) categories this type of homelessness as not the actual homelessness but near homelessness, stating that people in such accommodations such as hospital, prison, and other institutions are at risk of becoming homeless any day.

The variation in homelessness suggests that homelessness can be viewed in different forms. There are five categories of at-risk homelessness presented by Seager and Tamasane (2010) namely; at-risk renters, at-risk homeowners, street homeless, shelter homeless, and by-choice homeless. Near homelessness and at-risk homelessness is interchangeable. This group of people is regarded as homeless because they do not own or have other alternatives after their release from institutions. Cross *et al* (2010) concur and view risk homelessness as pre-homelessness such as people in insecure or shared accommodation. Therefore, this definition highlights the challenge of having no ownership of housing or accommodation in a sustainable period as the form of homelessness, and a risk factor toward becoming homeless.

2.2.5. Inclusive Definition of Homelessness

A more inclusive definition of homelessness will accommodate all the above definitions which comprise those with a shelter but inadequate, and those without a shelter at all. Hence, Seager and Tamasane (2010) summarize the definition by stating that homelessness is a sequential process which begins with being at risk of being homeless, to becoming homeless and to absolutely no shelter, house, or place to stay that you own, live and sleep, hence ending up sleeping on the street. In short, Wentzel (2009) states that homelessness is complex as it includes persons who are roofless, houseless, living in insecure, and inadequate accommodation. Similarly, according to the Texas Homeless Network (2009), the US Department of Housing and Urban Development (HUD) describes homeless persons as those who live in homeless temporal designated residences, and those that are without permanent fixed, regular, and adequate nighttime accommodation. However, this paper focuses on those living in the streets, pavements, under-bridges, parts, and all open spaces in the city of Durban, and living in the designated shelters for the homeless.

Some writers disagree with these many definitions of homelessness. For example, Hills (2015) argues that most definitions lack broader understanding, not taking into account other important aspects such as emotions and warmth, by focusing only on two dimensions as significant indicators of homelessness, namely lack of control and privacy, and poor material conditions. These definitions have no comprehensive consideration of the law influences, policies, and legislative definition and its role in defining homelessness. When homelessness is defined,

human misery is merely technical and defined in legal terms (Hills, 2015). This suggests that no solitary definition of homelessness. This broader concept definition is best in context, what constitutes homelessness in that particular location, intervention and policy mandate.

2.3. Causes of Homelessness

The varieties in the factors that cause homelessness, leading to diversity in the nature of it. A clear knowledge of such causes results in fruitful interventions. Several influences cause a person to be homeless (Khoza, 2014). Becoming homeless takes place after a series of life-long events that a person goes through before being on the street. When a person is homeless, it is because of a chain of experiences that in the end lead to homelessness. Hills (2015) divide causes of homelessness into three based on International Labour Organization's (ILO) schema, apportioning it to immediate, underlying and structural causes, mentioning that immediate cases include drastic family income, or parent lost, or continuous domestic violence. Hills (2015) further outlines that underlying causes include chronic poverty, cultural expectations or norms, or glorious life desire and structural factors include social exclusion, regional inequalities, development shocks, and structural adjustment. However, the most basic definition of homelessness in terms of having no access to housing or accommodation suggests that the determining factor or the cause of homelessness regardless of what was the leading factor is having no access to housing, shelter or accommodation. Housing is relevant to all types of homelessness, whether it temporal, inadequate housing or chronic homelessness. Below subtopics discuss different causes of homelessness as appearing in most literature.

2.3.1. Lack of housing

The common factor is having no adequate physical structure called a house. Being houseless is an obvious and visible indicator of being homeless, and loss of access to housing is the primary cause of homelessness. Hence, Wentzel (2009), Day *et al* (2014) and Khoza (2014), state that lack of affordable and adequate housing supply causes homelessness. Furthermore, Cross and Seager (2010) and Mangayi (2014) argues that in addition to the lack of housing factor, the Group Areas Act of 1950 and apartheid bylaws eviction or forced removal of people in their houses historically lead communities homeless in South Africa. Consequently, homelessness is contemporary caused by the government gap in the subsidization of low-cost housing as well as the chronic housing shortage in South Africa (Lemanski, 2011). The central cause and the indicator of homelessness is the absence of housing; people are homeless because they cannot afford the payments for housing. In Texas, for example, the structural changes in the housing marks left many people homeless due to unemployment, relied on friends and

relatives for shelter (Bersett, n.d). The indicator, the cause and the outcome to define homelessness is the absence of housing.

2.3.2. Migration as a cause of homelessness

Lack of housing according to Mangayi (2014) is due to the number of people migrating to the big cities in South Africa as the result of urbanization and globalization, the government cannot deal with such influx, and these people cannot afford to pay rents. Correspondingly, Wentzel (2009) argues that people rural settlements and immigrants find conditions in the city not favorable, and face difficulties in securing accommodation, costing them to squat in makeshift shacks built on land unsuitable for human settlements with no access to essential services. Immigrant's unaffordability of housing links to many other factors such as unemployment, poverty, and political instability amount others.

2.3.3. Unemployment as a cause of homelessness

Unemployment is one of the major cause of homelessness; joblessness interconnects many other factors such as poverty, inequality, migration, and lack of skills of which they are also the causes of homelessness. Wentzel (2009) mentions unemployment coupled with a lack of qualification as one of the causes of homelessness. Cross *et al* (2010) maintain that some persons end up permanently homeless due to an increase in unemployment, arguing that many people are living in the margins through government social assistance or grants, and temporary jobs. Day *et al* (2014), Cross and Seager (2010), and Mangayi (2014) argue that unemployment relates to not only being unable to afford the cost of living such as paying the rent or building a house but also goes far more than that. Unemployment factors include people who migrate for job search, or retrenchment, dismissal, income shortfall, and any other economic factors related to employment.

2.3.4. Poverty as a cause of homelessness

Poverty is both the root cause and the outcome of homelessness. Khoza (2014), Black (2017) and Khalema *et al* (2016) emphasize that poverty and unemployment play a major role in leading people on the street. These scholars argue that homelessness is not just a matter of housing market structural failures; rather embedded in the crises of poverty and unemployment that does not afford people adequate, permanent and sustainable housing or shelters. Similarly, Sewpaul *et al* (2012) emphasize the combined contribution of poverty combined and other structural causes and factors such as illiteracy, abuse, and HIV/AIDS to be the leading factors towards causing homelessness. On the other hand, Moyo *et al* (2015) disagree that poverty and unemployment are the primary causes of homelessness. The argument is that poverty itself is

the socio-economic issue caused by some factors, either structural, institutional, or systematic; therefore, it cannot blame on homeless poverty but the root causes of poverty.

People from the poverty-stricken backgrounds leave their homes and go to the big cities to escape their financial status and to seek opportunities such as studying, business, or as a way of relief from the stress they face in their local communities. According to Black (2017), hunger can lead people to wonder on the street and in the process; they become homeless, arguing that people who were facing poverty as the cause of homelessness are people usually with little education, and lacking skills capacity for well-paying jobs. Therefore, poverty due to lack of employment, opportunities, skills, and education people leave their homes to seek a better life and end up homeless as they cannot afford a house. Cross et al (2010) summarize this by arguing that poverty is both the cause and effect of street homelessness. People on the street, inadequate housing, backyards, and informal settlement symbolize poverty; these dwellings are the outcome of poverty. People who lost their breadwinners, sources of income, financial, and social support fall into poverty by these circumstances leading them to be homeless.

The categorized as poverty-stricken people that, those who are beggars on the street, those who wear dirty clothes and collecting material for recycling or working as car parking quads. They carry both the badge of being homeless and the badge of poverty in addition to many other personal and individual stressors. Mangayi (2014) also points out the lack of skills and partial or no education as the cause of poverty and homelessness, arguing that poverty alone is a complex phenomenon to address, worse when combined with homelessness. Many factors interconnect with poverty.

2.3.5. Inequality and Apartheid in South Africa

Inequality is one of the legacies of apartheid. The Bantu Education Act, 1953, Group Areas Act of 1950 and many other apartheid policies separated blacks from many opportunities, which left them vulnerable. Homelessness in South Africa according to Moyo *et al* (2015) is in connection to the historic context of colonial and apartheid legacies of migrant labor, controlled urbanization policies and the creation of racially segregated residential areas. Similar to Moyo *et al* (2015) argument shift the blame to apartheid laws instead of blaming homelessness to the issues of mental illness, poverty, and simple marginalization. Collins (2015) point to the apartheid as the bottom rock in the South African context, arguing that even in the current economic system there is a continuation of growing economic inequality in government policies. Discrimination, separation of blacks, forced removal, cheap labor, and

slavery lead to many black South Africans to be without homes and separated from their families and relatives.

The literature reveals that the majority of homeless people are black. Baumann *et al* (2002) emphasize that rapid globalization has increased the gap between wealthy and poor arguing that due to poverty; there are huge inequalities in housing provision. Similarly, Sewpaul *et al* (2012) blame the neoliberal economic policies and say that policies such as the Growth Employment and Redistribution (GEAR) and the Accelerated Shared Growth Initiative contributed to a society that is divided into a few ultra-rich and a majority of poor people in South Africa. Instead of being pro-poor, these policies are pro-rich and favors the elite at the expense of the poor.

2.3.6. Family Problems as a cause of homelessness

Family-related problems are some of the major causes of homelessness. Family factors according to Cross and Seager (2010) include deaths, disputes, marriage, divorce, family relationships, family influence, and any other negative changes in the family. Wentzel (2009) identifies the breakdown of relationships, physical or sexual abuse as one of the causes of homelessness from the family perspective. Desmond e (2016) in a Municipality funded study of homelessness in Durban shows that out of the 4000 homeless population on their study second majority of people who are homeless in Durban cited family disagreement as a major reason for their homelessness. The study reveals that out of 1959 people living on the street in Durban, 20% came due to family problems or disagreements, similar to those in shelters, out of 1974 people living in the shelters in Durban 20% came for the same reason. Other international studies seem to concur with this study. For example, in a study conducted in Texas, USA, 56.3 respondents had no families (Bersett n.d). In addition to that, Mangayi (2014) emphasizes the issue of violence or abuse, losing family ties or disintegration as the cause of homelessness. Similarly, Hills *et al* (2016) emphasize those family-related matters that drive people to the street include among other, parental neglect, physical and sexual abuse, and extreme poverty. Family-related factors are very complex and connected to other interpersonal malfunctions within the family setting.

2.3.7. Personal Pathological Causes

A common belief is that homeless people choose to be homeless. The position of the pathological approaches bases the human defiance on biological and psychological differences, stating that its rules in the mind, hormones, personality, brain, neurotransmitters or genetic makeup of the individuals (Rimke, 2010). Cross *et al* (2010), Khoza (2017), Blacks (2014) and

HSRC (2015), disapproves this myth arguing that other people are on the street due to structural causes and systematic causes such as poverty, unemployment, and inequality, nevertheless some people do choose to be homeless. Hills (2015) recognizes indirect voluntary reasons and forces such as depression, abnormal personalities and risk behaviors, substance dependency, looking for excitement and fun, not wanting to follow rules, and wanting independence that leaves a person with no other choice but the street.

The pathological approaches that inform most practices in address homelessness derived school of thoughts that causes of homelessness can be a personal choice, some people voluntarily choose to go on the street if they fail to adapt to their life situations or just to explore life somewhere else without thorough preparations. Cross and Seager (2010) term voluntary homelessness as an aspirational factor, arguing that it includes seeking for a better life, independence, excitement, and any other life-improvement factors that may lead a person to go on the street. Some voluntary choice to go on the street but not all. However, some people face consequences of their unpleasing behaviors such as crime, drug addictions that force them to be on the street, rejected by the community and families whereby they volunteer to go on the street to get freedom and have easy access to these things.

The disability may lead to homelessness if the conditions of a disabled person do not allow functionality or are further disabling the individual to function in society. Wentzel (2009) points out that homelessness is double-sided in its causes and effects as health problems may contribute to homelessness and conditions on the street may worsen or cause health problems, adding that deinstitutionalization of mentally ill people contributes to homelessness. According to Moyo *et al* (2015), mental illness can cause homelessness and vice versa, indicating that homelessness and mental illness as interdependent variables. Similarly, Wentzel (2009) mention mental problems among the causes that may lead to homelessness. Day *et al* (2014) term this cause as disabling condition as one of the causes for homelessness. Hence Moyo *et al* (2015) point out that life on the street is likely to produce and aggravate symptoms of mental illness. Day *et al* (2014) further argue that lack of health insurance can cause homelessness, especially in the case of mental health and illness.

Substance abuse is both a cause and a coping mechanism. Substance abuse may drive people to homelessness, or people may use it to cope with the stress and depression that comes with being homeless. Seager and Tamasane (2010) clarify this by further arguing that, for instance, the consequences of the abuse of substances such as alcohol may lead to homelessness and vice-versa, the desperation of being homeless may, in turn, cause them to turn to alcohol.

Correspondingly, Desmond and Timol (2016) on the study of homelessness by HSRC in Durban showed that the third large group of people who are homeless in Durban came on the street due to substance abuse. The study reveals that out of 1959 people living on the street in Durban, 11% came due to substance abuse, dissimilar to those in shelters, out of 1974 people living in homeless shelters in Durban only 4% came for the same reason. This indicates that the majority of people who abuses substance are on the street as compared to those in shelters.

2.3.8. Social Welfare and Policies

Inadequate implementation of social services policies such as social assistance grants for people who are needy and deserving may lead a person on a street. For instance, in the case of orphans, or elders with no income. Sewpaul *et al* (2012) add that inadequate implementation of policies to strengthen communities and families is one of the contributing factors to homelessness. Sewpaul *et al* (2012) believe that the South African adoption of neoliberal economic policies based on capital accumulation than welfare and social development excludes the majority from economic activities and causing homelessness with the gap it creates between the rich and poor. Similarly, Collins (2015) argues that South African history has led to the current democratic government to deal with pressure from the expectations to deal with legacies of the apartheid policies through provision of care, demolishing the margins that deprived and disadvantaged black people which have not been fulfilled. In terms of policies, and social services, one can agree that South Africa is not enough prepared to accommodate increasing homelessness in the cities (Cross *et al*, 2010). Furthermore, Naidoo (2010) argues that these policies care less about addressing social and economic obstacles or individual capacities that cause or exacerbate the condition of being homeless. Interestingly, Wentzel (2009) states that urbanization contributes to homelessness because the economic policies turn a blind eye on social factors constituting vagrancy. Considering the current state of homelessness, developmental policies are argued not to be strong and reliable pro-poor policies, favorable to the homeless and vulnerable groups.

2.4. Homeless Participation, Effects, and Benefits in Development Initiatives and Planning

2.4.1. The nature of participation of homeless people in development initiatives and planning

South African history provides a painful exclusion of the black population in the development of the country and denied access to resources. Democracy brought along not only political freedom but also social change in terms of participation and involvement of the communities

who were previously disadvantaged. Such transformation is tracked through development initiatives from the first democratic government policies, that aimed at addressing among others, social inequalities, infrastructural scarcities, and economic change. However, as Nzula (2016) argues, social and economic policies cover relatively issues of homelessness, the South African legislature does not directly address it. The Bill of Rights has the responsibility to ensure that the rights of the homeless citizens. The social welfare policies, as well as some of the pro-poor, policies which aim at making South Africa a developmental state fail to be inclusive of the underprivileged communities such as street dwellers.

The rise of organizations, associations, forums, and other forms of representation for the homeless people in the cities of South Africa is one of the remarkable movement from the year 2000 to current. Leading to the formation of the South African Homeless People's Federation (uMfelandawonye 'we die together'). More establishments were born out of political movement stated by Khan and Pieterse (2004), namely; Homeless People's Alliance (HPA) Homeless People's Federation, People's Dialogue and uThsani Fund. Many cities started to recognize homelessness as the social ill to deal with collaboratively between governments and other structures. As the result, strategies such as the implementation of halfway houses, shelters designated for the street dwellers or night settlers, food schemes, rehabilitation services, family reunification programs emerged strongly in the year 2005 onwards. Other provinces in South Africa supported these formations through inclusive engagement with the homeless community to resolve their issues.

The Tshwane Homeless Forum Policy and Strategy in 2011 is one of local policy establishment achieved, which focused on the homelessness, and lack of adequate shelter in the city of Tshwane. The city of Cape Town through various engagement with the local municipality and homeless representatives formulated city policy on homelessness. This relevant legislative framework for the city of Cape Town referred also as the Street People's Policy of 2014 (Nzula, 2016). Such evidence points out that there have been improvements in the participation of homeless people in the local development processes.

Participation in the development initiatives and planning can be questioned even though some provinces have a progressive record in terms of policy formation, however, the research shows that most of the strategies in addressing homelessness are not homeless friendly (HSRC, 2016). This include among others, the application of by-laws such as forceful removal, violence attached from metro and law enforcement agencies, arrest, and city infrastructure development.

In the newsletter published by eThekweni Municipality (2018), following the establishment of an integrated council programme of action and multi-sectoral partnership to support the needs of the homeless in the City being lauded at an Executive Committee meeting 23 October at the Durban City Hall. There was no indication of the participation of homeless people in that meeting, however, the meeting that meant to address homeless issues. The majority of homeless individuals do not feel safe in the city and are scared of their lives due to the traumatic experiences from public and local municipality's treatment that dump them in the far places, transported by trucks.

The nature of participation is not direct involvement, but representative. Based on the South African democratic representative government, the homeless forums and associations remain a major platform for the voice of the homeless people in Durban. The task team formed by eThekweni municipality working together with other stakeholders comprises of community members, business people, non-governmental organizations as well as a representative from the University of KwaZulu-Nata (eThekweni Municipality, 2018). Homeless people were not part of the task team, but general public community members. The IDP of eThekweni Municipality informed by the 2016 HSRC study in Durban, believed to have involved homeless people as part of the research steering committee and their voices raised through both quantitative samples and qualitative research. Qalakabusha Project deals with issues of safety in the city and is a holistic approach to addressing homelessness in Durban. However, in the formation of this project, homeless people were not directly involved; the project is as the result of the consultation through interviews and homeless profiling which took place before the initiation of the Qalakabusha Project.

2.4.2. The effect of the integrated development planning process of eThekweni Municipality in addressing homelessness in the city

eThekweni Municipality vision for 2030 is to make Durban Africa's most livable city, where all citizens live in harmony, to be achieved by growing the city's economy and meeting people's needs, high quality, and equal opportunities. The IDP for 2019/2020 geared toward achieving this vision through socio-economic programs. Regardless of numerous service, delivery protests and charges laid against senior leaders in the local municipality. One cannot ignore the progress in some areas of development. The homeless task force established by eThekweni Municipality together with other stakeholders aimed at meeting the needs of the homeless through sustainable interventions (eThekweni Municipality, 6 March 2019). The current IDP

2019/2020 includes among others, increase access to shelters for the homeless, street vending infrastructure, increase access to health care, collaboration with local organizations that provide services for the homeless, increased number of drop-in centers, easy access to rehabilitation, and family reunification programs.

The homeless community also benefits from programs and projects offered by the municipality to the public. This includes workshops, training, supports and local economic development initiatives that are a part of the IDP strategies. In the newsletter published by the eThekweni municipality on the 6 March 2019, it indicated that the municipality, the city has secured a building in Grayville to house homeless women and children, the building owned by the Department of Human Settlements. However, stigma might restrict the involvement of the homeless people including low self-esteem, lack of awareness, and negative treatment that goes with living on the street. Therefore, these initiatives may not be effective and beneficial to the homeless community.

2.4.3. The development benefits of including homeless people as key stakeholders in the formulation of development policies and initiatives

Stakeholders consist of a group of people who are or may be affected by the change, they have decision-making powers, there are contributors and influence the destinies of the project. There are many benefits of involving local citizens as drivers of their development. There is no evidence of direct involvement of homeless people in eThekweni municipality policies and initiatives, except being research participants and forming part of the research steering committee for HSRC 2016 study funded by the municipality. Bottom-up approaches are more effective in addressing local needs. Hence, the South African government also promotes people-centered approaches and IDP as the driving tool. The advantages of grassroots development include local ownership. Communities value development projects and initiatives if they have a sense of ownership. As a result, they protect local developments and take charge of the programs. The benefits of local participation according to Green and Haines (2015) are that it assists in the formulation of goals and objectives, ensures that community issues and concerns are taken into account, generates a feeling of ownership of the plan amongst inhabitants, enables communities to express their needs, aspirations, priorities, and preferences. Participation facilitates the formulation of planning proposals and implementation programmes supported by the community. It creates a better understanding of the development process and encourage

the community to meet challenges and use opportunities for active involvement in local initiatives, achieves consensus on priorities regarding projects and development programmes.

Communities consist of experiential knowledge and are experts of their localities; they contribute richly to support local development. Thus, valuing local assets, embracing local resources is crucial. Development is about learning, as communities give their skills, and professionals bringing expert knowledge, communities learn and gain new skills that will sustain them in the future. The benefits of involving the homeless are that it opens a platform for consultations and engagement that helps communities generate mutual understandings, build relationships, identify shared needs and implement agreed actions (Smith, 2016). As a result, 25 homeless attended a three-month brick-layering course as a way of skills development, says the Acting Deputy City Manager of Corporate and Human Resources Dr. Mpilo Ngubane (eThekweni Municipality, 6 March 2019). The recipients, who are also part of a brick layering training program, they will have work opportunities after completing the course. Meaning, one of the benefits of involving homeless communities is to achieve sustainable development and livelihood. Bringing along employment opportunities, exposure, and awareness. Hence boosting the local industry.

There are also challenges in involving homeless people as key stakeholders. Street homeless people are diverse, hence catching up with groups and various individual interests may be a shortcoming. Dealing with the complexity of homelessness and homeless people require intensive resources and capacity. The issues of power-struggle emerge because of such diversified opinions. Hence, the dominant role players in the Multi-Sectorial Task Team, who will act decisively to address the issue of homelessness in eThekweni, consist of no homeless people (eThekweni Municipality, 2018). The elite turn to dominate in the decision-making, leaving some members voiceless, as they fear identified as unruly. Lack of awareness regarding their rights and responsibilities result in homeless communities not participating meaningfully in the policies and local initiatives. The majority of homeless people are without proper education, lack institutional knowledge.

2.5. Durban Interventions to Homelessness

Due to the complexities in the causes and the nature of homelessness, solutions to it requires in-depth knowledge of this phenomenon together with research through consultations with the affected people. One can agree with the claim by the HSRC (2016) study that homelessness is a complex phenomenon, and how we define it to determine what intervention to employ to

address it. Stating that what considered as the drivers of homelessness, its outcomes, and who is defined as homeless, have a radical impact on the types of interventions employed to support homeless individuals. Therefore, there is a need for a clear definition, profound conceptualization as well as what constitutes homelessness based on the root causes and factors that affect it.

In South Africa, there are four prominent examples of addressing homelessness by the metropolitan municipalities that are remarkable. Such as Johannesburg, eThekweni, Cape Town, and Tshwane. Toit (2010) on the study of local metropolitan government responses to homelessness in South Africa outline the responses for these four municipalities. Indicating that in Johannesburg the Department of Social Development is the one that was responsible for homelessness, coordinating civil society responses and transitional housing to serve between 4000 and 6000 who are homeless due to social dependency, and 12 to 15 shelters, responding to complaints, enforcing bylaws, and displacing. However, noticeably Johannesburg does not have an inclusive and holistic approach that addresses all factors around homelessness. In eThekweni municipality, according to Toit (2010), the Department of Housing was responsible for homelessness. Providing street children programmes, relocation, and enforcing minimum standard requirements in shelters, with a belief that people are homeless due to the lack of low-cost housing and social dependency. Based on the contextual background for both municipalities, there is a huge difference in what each sees as the problem and who shall be responsible for homelessness.

Many other strategies can be noted in Durban, which include the feeding scheme and shelters provided by individuals, faith-based organizations, the Qalakabusha Project (meaning, 'fresh-start'), and the transitional houses. The growing number of people migrating to the city including the homeless result in the shortage of infrastructure to accommodate the influx. The transitional housing is the national strategy implemented by local and provincial governments. Dube (2015) also observe that transitional housing in KwaZulu-Natal accommodates mostly poor street traders, tourist, or visitors because there is either short term, or are for overnight rentals. Signifying that the street homeless people who have no means of income besides begging for food and money from the passing feet automatically excluded from such transitional housing benefits.

2.6. Legal Aspect of Homelessness

Homeless people share equal human rights as all citizens of South Africa. They have rights to housing. Naidoo (2010) argues that South Africa's Constitution is the only legal reference to

debate the legality of homelessness. Homelessness understood widely concerning housing and linked with the lack of access to housing. Naidoo (2010) further states that a constitution is a good tool in addressing apartheid legacies of discrimination and neglect through the provision of shelter and social services to homeless people. Therefore, in understanding the rights of homelessness, their access to housing as provided in the constitution play a huge role. Section 26 of the Bill of Rights cited by Naidoo (2010) maintains that everyone has the right to have access to adequate housing. Paradoxically, Sewpaul (2012) argues that children and youths living on the streets denied access to shelter and security, relatively deprived of their fundamental rights. Homeless people have rights to housing, social services, to receive dignified treatment, and respect. However, street homeless people are the country's most vulnerable and the poorest, not only materially poor; they are also often deprived of basic knowledge about their rights as citizens and as city dwellers, and of their capacities to change their situation (Dube, 2015). Their condition of homelessness denies homeless people these rights.

The absence of a constitutional definition of homelessness and exclusive legal document that protects the rights of homeless people causes the failure for government and the public to recognize constructively homeless people. Cross *et al* (2010) point out that there is no clear knowledge about the rights of the poor in the city. Homeless people supposedly featured around the people with inadequate housing, or within the vulnerable and poor group in general. However, not all homeless people have no home and not all of them come from poor backgrounds and families. In addition to that, Tipple and Speak (n.d) argue that homeless is illegal in many countries, sleeping on the street illegal and punishable by imprisonment, and street dwellers are moved out of the city visible areas because there are seen as compromising the attractiveness and are the disgrace of the city. The forced removal and arrest of homeless people mean that homelessness criminalized or illegal in South Africa. Whereas raids on squatter settlements take place to clear development, and land for more valuable uses (Tipple and Speak, n.d). Moreover, according to Cross *et al* (2010), the tension is caused by conflicting interests between dealing with roots causes or reduction of poverty as a human rights issue or whether prioritize investments. Therefore, the government response may not be favorable to homeless people.

During the forceful removal, homeless people indicate that they lose many of their belongings including valuable documents. The social survey conducted by Sewpaul *et al* (2012) shows 75.2% of participants claimed to have no IDs, as a result, there are denied their rights to

citizenship, they cannot vote, secure a job, they practically have no socio-economic rights. Hills (2015) raises serious concerns about the violence and harassment by the Durban Metro brutality against street children, the abusive towards the young people. Stating that police does not respect the protection of children's rights, and the police are not above the law to make acceptable the abuse of children on the street, violating the Bill of Rights.

Children and women are the most vulnerable group of the homeless population, woman suffer rape, easy access to diseases. Hence, Hills (2015) maintained that crises on the street that includes sexual abuse, rape and one's rights to his/her body require substantial attention. According to Sewpaul (2015), it is difficult to address such issues because violation of such rights is steered by those in authorities, dehumanizing children's rights as provided for by South Africa's Constitution, the United Nations Convention on the Rights of the Child among others. Section 28 of the Bill of Rights provides children's rights against any harm, abuse, neglect, including rights to receive love, care, and shelter. Street children have limited access to such rights due to the nature of their environment.

The United Nations Convention on the Rights of the Child (CRC) cited by Hills (2015) further proclaims that if a child has no access to family environment, he or she must be provided special protection and assistance by the State. The constitution specifically protects any kind of mistreatment against children and women. Every child according to the South African constitution has the right to basic nutrition, shelter, basic health care services and social services provided in section 28 of the Constitution's Bill of Rights (Naidoo, 2010). The literature indicates the exclusion, isolation, and ill-treatment of homeless people in public social services, especially in the health care sector. This practice and negative experiences of the homeless people contradict section 27 of the SA constitution that provides everyone the right to have access to healthcare services, sufficient food and water, social security and social assistance, among others. The literature and the research reveal that homeless people are unequally treated and fairly in the public facility as compare to their counterparts.

Homelessness relates to issues of health in general and mental health because of drugs or as the leading factor to homelessness. Freeman (2013) cited by Moyo *et al* (2015) while acknowledging the progress in the South Africa services, however, maintain that the rights and the mental health are poorly visited in the policy implementation. Furthermore, the White Paper for the Transformation of the Health System (1997) cited by Wentzel (2009) identifies that attaining full access to health care services as one of its goals in Chapter 1.1. The White Paper

promotes equity, accessibility, and utilization of health services, emphasizing the increased access to integrated health care services for all South Africans, especially rural, peri-urban and urban poor and the aged vulnerable groups. The question will be the realization of these rights as the literature reveal the gap in the implementation of policies in South Africa coupled with the scarcity in the availability of resources.

The rights of homeless people with mental illness must be considered in three perspectives, first from a human rights perspective in general, homeless people as the vulnerable group and lastly in terms of mental health rights. The South African Mental Health Care Act No 17 of 2002 cited by Moyo *et al*, (2015) maintain the rights of persons with mental illness must be protected from discrimination; receive care and services in the communities where they reside, which include those residing on the street. This is the same for people with special needs such as children, women, and people with disabilities. Furthermore, the Disability Rights Charter of South Africa (2008), the Bill of Rights of the Constitution of the Republic of South Africa (1996), and Moyo *et al* (2015) provide that everyone have rights to basic health care services, sufficient food and water, adequate housing, social security, and social services among others. Therefore, this suggests that the dignity and worth of the homeless population should be first be prioritized to gain access.

2.7. The lived experiences, beliefs, myths, and attitudes towards homelessness

The majority of street homeless people have little access to resources due to the stigma, low self-esteem and negative attitude towards homelessness. According to Donoghue and Potgieter (2013), homeless people find it difficult to integrate with mainstream society. Such isolation is due to that many of them do not necessarily take care of their hygiene because of the unavailability of free service areas or individual choice. In many occurrences, pathological perception is applied, homeless not seen as victims but as alcoholics, drug abusers, unemployed, criminals, inadequate or mentally ill (Tipple and Speak, n.d). Generally, being homeless is associated with someone who cannot take care of himself or herself and hardly taken seriously.

Lack of shelter reduces the safety and security of the street homeless people. As argued by Day *et al* (2014) in agreement with Tipple and Speak (n.d) that homes people are exposed to physical and sexual abuse due to lack of secure accommodation. According to Donoghue and Potgieter (2013), homeless people face hunger, malnutrition, disease, crime, abuse, violence, mental illness, and unable to access government services. In addition to that, their daily lived

experiences of being called by names, being abused physically, sexual, and emotional has led to the internalization of their lives as not normal to the public, which restricts access to public services. This worsened by attitudes they get from officials in those public service institutions such as hospitals and clinics.

Street homeless people are the reflection of all three global socio-economic challenges; namely poverty, unemployment, and inequality. Homeless people according to Wentzel (2009) are not able to purchase food, no secure, safe storage, and appropriate facility to prepare food, poor diet, vulnerable to chronic diseases, and no financial means. Due to having no financial capacity. This indicates the complicatedness of this condition. The condition of homelessness interconnects with other difficulties and may lead to more glitches. Therefore, as compared to the public, homeless people have a short life expectancy and suffer multiple health-related issues than other normal citizens. Hence, Wentzel (2009) describes these as the triple burden that the homeless suffer from. One can agree that being homeless is not just a matter of being roofless or houseless, but it compromises other human concerns and needs that go beyond just the mere lack of shelter such as health.

The psychological impact of homelessness has strong effects and affects the emotional state of homeless people. These psychological and emotional experiences may lead to low self-esteem. Sewpaul et al. (2012: 251) cited by Hills (2015) conclude that being on the street exposes people to danger, hurting, and are vulnerable to killings that take place in the gangsters. Correspondingly, Day et al (2014) take it further by stating homeless people face traumatic events, worsening their condition, and limited access to necessary resources and support. Implying that the internalization of the experiences accompanied by traumatic events that street homeless people face worsen their condition to the point of self-neglect and denial.

Exposure to homelessness early in life, while you are still a child, increases the chances of believing that the street is your home. Homelessness, therefore, becomes intergenerational exposed to it in their early years of life and run the risk of falling to the circle. Day et al (2014) note the physical and psychological maturity of the children makes them more vulnerable to homelessness because it interrupts their schooling, impedes the development of positive peer and mentoring relationships, or exposes them to dangerous or unhealthy environments. Thus, many street children and youth are without education. As indicated above, women and children are the most vulnerable members of the homeless community. Hereafter as noted by Day et al (2014) that street children are likely to become homeless later in their life, early exposure in

their childhood has long-term effects. These lived experiences are likely the same across cities and countries.

Seager and Tamasane (2010) cited by Donoghue and Potgieter (2013) in their study found that homeless people have experienced assault and injury, some are disabled, faced with depression, are at high risk of getting HIV, and other sexually transmitted infection/diseases, vulnerable to rape and commercial sex. Access to health is a human right in South Africa, and such service is supposedly accessible to every individual. Seager and Tamasane (2010) study show that in addition to experiences of injuries and other difficulties, participants reported not treated well at the hospitals, nurses treat them differently. In the same study, another participant reported that one day slept on the floor the whole night and was assisted 4 a.m.; some reported many cases of abuse and called names such as smelly by the staff. This illustrates that being homeless limit the affected population from enjoying anthropological benefits that enjoyed by all other human beings.

There is a belief that street homeless people have mental disorders that is why they decide to go on the street. Even historically in the late twentieth century, homeless people according to Mangayi (2014) believed to be mentally ill or suffered from psychological problems. Moyo et al (2015) agree that the condition of the homeless may be the result of mental illness; equally, the conditions of the street are likely to produce and increase mental illness. Other reasons for unacceptable treatment are that they blamed for their circumstances either treated as crazy or foolish people. However, this may not be the case considering the number of causes of homelessness mentioned above, mental illness is just a small portion in the causes of homelessness, and it cannot define the homeless society entirely.

The assumption between mental illness and lack of housing led to the conflict between what to prioritize in addressing homeless between treatments first and housing provision first. Henwood *et al* (2010) observed that there a contrast between choosing philosophies of housing first or treatment first program. Homeless people suffer from being roofless and experience ill health because of respiratory infections, dermatological problems, as well as the risk of exposure to HIV and Tuberculosis (Moyo et al, 2015). This is a challenge in the policy formation and intervention in terms of prioritizing between giving homeless people housing and accommodation or treatment first then accommodation, or accommodation than treatment. Therefore, there is a need for conscious raising in matters of homelessness including its

definition, causes, and nature of homelessness to change attitudes, beliefs, and myths regarding street homeless people.

There is a belief that street homeless people who are the beggars are indolent to work, they want easy and cheap things. The belief being that even if assisted, they will go back on the street because they enjoy their lives on the street. Khoza (2014) and Desmond et al, (2016) agree that there is belief that homeless enjoy seeking public mercy, they do not want to help themselves, there are lazy, lack decision making, do not have skills capacity to secure employment, no willingness to look for work, and there are not ready to work towards legitimate earnings, some sold their RDP houses. These beliefs may be evidence in the way many street homelessness people blamed for their circumstances. One can argue that such an attitude denies them access to housing and other benefits from the department of human settlement. Therefore, in most cases, they are a problem to be treated or avoided.

THEORETICAL FRAMEWORK

2. Integrated Development Approach (IDA)

Theories play an important role in both the formulation of development policies and practices. In exploring the integration of street homeless people in development policies and practice, this study uses grassroots or bottom-up approach, namely; the integrated development approach (Dhamotharan, 2009). The argument is that participation/integration is central in the formulation of development policies and practice; it is a human right issue, a development practice ethical principle, social justice, a democratic principle, and a technique in ensuring effective development.

Without a good framework to guide, it may be hard to understand the participation and involvement of homeless people in development policy, their inclusion and potential contribution to development policies. People-centered development introduced the importance of homeless people participation in the integrated development approach. There are many similarities between the two approaches, they both emphasize participation, ownership, and local driven development. The integrated approach according to Arikawei and Etigbamo (2005) is a comprehensive, inclusive, participatory, and effective community development model. The distinction is that people-centered development only focuses on local driven development whereas integrated development emphasizes inclusive development, collaboration, inter/multidisciplinary, collaborative development, and holistic development. Therefore, in exploring the integration of homeless people in the development policies, especially in the integrated development plan, this theory provides a robust framework for this study in exploring policy formulation and as the development strategy.

2.1. Brief Definition of the Integrated Development Approach

In an event where communities feel ownership of their progress, it minimizes the frustration and service delivery protests. Citizens have the right to a choice or chance to make decisions on the developmental needs that affect their lives. The integrated approach, according to Arikawei and Etigbamo (2005), Swanepoel and De Beer (2011), Philips and Pittman (2015), and Ife (2013) emphasize the involvement of affected community members to participate in programs and activities for the provision of human needs taking consideration the physical infrastructures, emotional, socio-political, economic and technological needs that concern the affected community. Therefore, it is a holistic and sustainable approach to development and a policy construction technique. Hence, Arikawei and Etigbamo (2005) continue to argue that

the Integrated Community Development (ICD) model brings about changes in the human capacity to increase activities and efficiency in human and material wellbeing for societal growth and development, in all spheres of life. This model is not only a model for practice but is also a framework for research and tool for strategic planning in the development policies formation and project implementation.

2.2. Advantages of the Integrated Development Approach

There are many other local development advantages of the integrated development approach in addressing and understanding homelessness. The historical background of the South African apartheid-era signifies the implementation of this model due to its advantages in addressing legacies of the past. Dhamotharan (2009) points out that our history of exclusion does not allow approaches that distance communities in the process of addressing and supporting their livelihood, rather an integrated holistic approach that is historically appropriate. This model leads to the empowerment of local people, which enables them to take charge in the future not to be dependent on professionals and government. It emphasizes collaborative effort and partnership.

This framework used in this study to explore the inclusion, participation, and involvement of homeless people in development practice, policy, and research. Community members or the groups affected by change become important stakeholders in the decision-making, planning, implementation, and evaluation process of the projects and policies. Arikawei and Etigbamo (2005) point out that this model increase communication, which fuels progressive development where people get a chance to express their ideas, feelings, and opinions, arguing that communication, therefore, becomes an integral part of this approach. Without a community, progress can be restricted; mostly the frustration of the public is due to the government's miss/under-communication with the community they serve. Similarly, Swanepoel and De Beer (2011) emphasize that it is important for community practitioners not to work for the people but to work with the people, thus the relationship becomes the mutual learning process where local people learn from the professional perspectives as they also bring their local, indigenous, and experiential knowledge.

The advantages of integrated community development include increased awareness of community issues, creating an active citizen, the involvement of the marginalized groups in the society, increase use of local assert such as social capital, natural, financial, human, and physical capitals, among others. Dhamotharan (2009) maintains that integration plays a

significant role in the communities in the four major areas including synergy between top-down policies/programs and bottom-up planning, coordination between different sectors and organizations, multi-stakeholder cooperation and lastly the rural-urban linkages. Arikawei and Etigbamo (2005) argue that this model open opportunities to train community members on innovations in the field of community development, increasing awareness and sensitization on community issues, mobilization of local residences, open a platform for discussion, to engage in diverse community issues, holistic assessment, and interventions.

There are fundamental principles of this model that are useful in ensuring the effectiveness of its implementation. The core elements of the integrated community development include capacity development, sustainable development, productivity enhancement, integration, and participation that contributes to the capacity building of the concerned people, irrespective of instant success or failure (Dhamotharan, 2009). The feeling of ownership brings satisfaction to people if they are involved and if they are allowed to fully participate in the project, more importantly, if it is their ideas or project initiated by community members themselves. Dhamotharan (2009) continues to argue that when communities take ownership of the local projects, have full decision-making powers to decide on the direction of the initiatives, they give their best effort and protect the community because they are motivated to give their best efforts to achieve the goal and move toward their vision.

Many tools and strategies employed in the implementation of this approach. This model links to democratic principles, South African development policies such as the integrated development plan, the national development plan, and social welfare or social service assistance. It also linked to participatory methods such as participatory research appraisal, participatory rural appraisal, and participatory democracy. Therefore, in an integrated approach as described above, Dhamotharan (2009) states that in the community development process, different stakeholders become involved, including community members, local leaders, and organizations, local and central government authorities, training institutes among others. In evaluating the implementation of the declaration of South Africa as the developmental state, this theoretical framework in this study explores the inclusion of homeless citizens.

In the integrated development approach, community members gather the information, analyze it, and assess their community, brainstorm ideas and strategies to end their problems. Community members in the integrated approach to development are an asset. Swanepoel and De Beer (2011), Philips and Pittman (2015), and Ife (2013) put emphasize on valuing local

resources, knowledge, assets, stating that local people contribute extensive indigenous knowledge as experts on their natural, social, and historical context with potentials, solutions, and challenges, and make locally viable suggestions regarding project design at all stages. Communities gain skills and reduce dependency on social welfare services, increase youth development, local economic development, and realization of local potentials. This theory is useful in informing the policy and raising awareness to government officials on the possible ways they can deal with homelessness.

2.3. The critic of the Integrated Development Approach

Various shortcomings remain strong as critics of IDA in the research, practice, and policymaking. The concept of participation in the IDA does not deal with issues of elite domination and does not propose strategies to address equity and equality between age groups, races, gender and socio-economic status that are fundamental hindrances of participation. Tesoriero (2010) maintain that in most occasion government will see participation as a barrier to their agenda while community worker sees participation as the power to influence decision making by the public citizens, arguing that power lingers in the hands of the power holders, terming it as the new tyranny of participation. This, therefore, suggest that participation is about the power to make or influence decisions without any resistance and hindrances. The IDA has thus far failed to demolish these power struggles among different stakeholders due to limited tools provided in the framework to deal with such challenges of participation.

The IDA definition of participation is limited to the involvement of different stakeholders as an integral part. This form of participation is inclusive particularly if participation has a broader scope to mean full decision-making powers. Inclusiveness runs the risk of co-opting which limits human rights and leads to unjust processes (Tesoriero, 2010). There are many forms of participation and practiced in various forms, and hence Arnstein's (1969) ladder of participation cited by Hurlbert and Gupta (2015) tries to categorize these different forms of participation. However, IDA remains a justifiable tool in the policy development and the analysis of development projects due to its advantage in bringing different role players, and practice of multidisciplinary development approach that allows all the meaningful participants who are affected or that will be affected by the change to influence decision making.

In conclusion, this chapter provides that various factors cause homelessness; hence, homogenously terms cannot define it. The interventions that applied to address homelessness are mostly on social welfare and pathological approaches including law enforcement. These

strategies are influenced and pushed by eThekweni Municipality bylaws and development agenda of urbanization city spaces. NGOs and the government are dominating role players. However, there is less literature that explored the participation of homeless people, academic conceptualization, and most studies focused on the lived experiences of the homeless community rather than solution-seeking.

CHAPTER THREE

RESEARCH METHODOLOGY

The theoretical framework discussed above suggests that participation and direct integration of key stakeholders is the key to community-based development. Hence, this study adopts a participatory research method/approach and strategies in collecting data. This chapter begins with a discussion of the research design used, and continue to justify the adoption and application of research paradigm, sampling and data collection. The chapter further outlines its anticipated value, validity, and concludes with the limitations of this study.

3.1. Research design - Qualitative Design

The Development Studies discipline is about the lived experiences of the people. Hence, Seelos and Mair (2014) state that research influences the efforts to solve environmental, social, and economic justice issues, and to strive for social change, arguing that social research plays a significant role in the development process and social change. Similarly, Laws *et al* (2013) maintain that qualitative research methods dominate in Development Studies to understand the lived experiences of the people to influence change. According to Bickman and Rog (2009) cited in Guest *et al* (2013) research normally used in qualitative studies as an educational process that identifies, and understands problems to provide solutions based on empirical evidence. It touches the real-life experiences of the people. Therefore, to understand the lived experiences of the homeless people concerning development issues and policies, there is a need for a research method that explores their lived experiences at hand, through spoken language, observation, in a natural setting.

In exploring the participation of street homeless people and their integration in the development policies, their experiences in terms of participation in the formulation of the policy and development initiatives are crucial to capture their inner feelings, real-life experiences, and thoughts. This experiential knowledge is beneficial to inform the policy. The study employs the interpretive paradigm, as it includes taking people's subjective experiences importantly with the understanding that it reflects their actual world and what is real for and to them (Blanche *et al*, 2011). Therefore, this study takes such a stance to understand the lived experiences of the street homeless people in the developmental state era and what they feel about development taking place in the city, and how they are benefiting from development projects. Therefore, as part of qualitative research, the study adopts qualitative method because it focuses in "making sense of people's experiences by interacting with them and listening carefully to what they tell

us (epistemology) and making use of qualitative research techniques to collect and analyze information (methodology)” (Blanche *et al*, 2011: 173). Therefore, this study uses these tools in ensuring dependability by selectively collecting data from the street homeless people, the government officials, and NGOs that are actively involved in working directly with homeless people specifically in the Qalakabusha Project.

This study applied a qualitative research method to explore holistically the street homeless people's perceptions, feelings, and experiences concerning eThekweni municipality IDP using the case study of the Qalakabusha Project together with those who are responsible for the policy implementation, or stakeholders. Babbie (2013) highlights the four main purposes of social research, stating that social studies describe and answer socio-economic questions; but it can also be exploratory, answering the questions of causality and exploring the lived experiences. Laws *et al* (2013) adds that qualitative research identifies with critical research and explanatory questions as compared to the quantitative approach, which is positivist. Taylor *et al* (2015) state that human beings are not just bodies, in the human being there are internal feelings, thoughts, ideas, and motives, and the qualitative method is vital in studying social life. Therefore, studies that seek to explore human beings should consider their feelings, thoughts, experiences, and motives to understand the broad range of systems and multi-layered phases of their lives.

This study adopts an exploratory stance by seeking to explore the lived experiences of homeless people concerning their participation in development policies, using the case study of the Qalakabusha Project as the initiative of the Integrated Development Plan for eThekweni municipality. Qualitative research seeks to find issues at hand; it collects data in a spoken language, and through observation, therefore capturing inner feeling and experiences. The qualitative method is used in this study because qualitative researchers according to Guest *et al* (2013) adopt sociological epistemology by being interested in the social constructs to reflect on participants meaning, how people make sense of their world, their experiences on their environment. It allows a researcher to probe more on the participant's answers to meet the study objectives and answer research questions. Babbie and Mouton (2010) state that qualitative research is conducted in the natural setting of social actors by paying focus on process rather than outcome, therefore the actor's standpoint from the insider's perspective is emphasized as well as in-depth or thick descriptions and understanding of actions and events. As Guest *et al* (2013) state that qualitative research helps to gain detailed information, particularly open-

ended question's advantage is to probe participant's responses, in-depth observation of behavior, non-verbal responses, experience, and beliefs. Therefore, what the participant says is central than what the researcher thinks, the participant owns the interview process by being allowed to express themselves to the maximum.

This research design is used because the study collected data in the spoken language by interviewing the street homeless street people, the government officials, and NGOs who work directly with street homeless people to understand their feeling, thoughts, ideas, experiences in terms of participation, and motives in development policies. The qualitative method used in this study explored how the homeless benefitted from Qalakabusha Project as implemented under the Integrated Development Plan policy. Parkinson and Drislane (2011) cited in Guest *et al* (2013) maintains that qualitative research uses a narrative method to explore participant observation or case studies to improve setting or practice through data collected in text, images, or sounds format. The reason for using the qualitative method as outlined by Taylor *et al* (2015) among others, is that qualitative researchers pay attention to the meaning of people and things as attached in the lives of people. Qualitative research form basis on understanding and formulation of concepts and insights from the data collected is holistically.

The qualitative approach was appropriate and relevant for this study because it takes issues at hand, and allows for exploration through an interpretative narration of participant's spoken words. As a result, Guest *et al* (2013) state that “it involves an interpretive, naturalistic approach to the world. This means that qualitative researchers study things in their natural settings, attempting to make sense of, or to interpret, phenomena in terms of the meaning people bring to them”. Qualitative research according to Guest *et al* (2013) locates the observer in the world of the observed, it allows for the researcher to immerse with the study population through rapport building and flexible data collection techniques that require research to have full knowledge of the community they research. This method assisted in getting full information from all parties who have different experiences on the same policy, the homeless people being the affected community, government officials being the implementers of the policy, and NGO workers as the independent bodies or stakeholders in the projects that aim to address issues of homelessness in Durban such as the Qalakabusha Project. The sample population becomes the participants than to be respondents.

There are many advantages of qualitative research, which made it relevant to this study. This does not mean that there are no disadvantages of qualitative research compared to quantitative

research. However, the nature of this research allowed for qualitative research for its credibility and its ability to measure what it intended to measure to answer the study questions and to meet the objectives. Another advantage of this study as cited by Guest *et al* (2013: 21) is the inductive and flexible nature of qualitative data collection methods that offers unique advantages compared to quantitative methods. Through open-ended questions, the researcher in the study was able to open the platform for the participants to speak freely about the subject.

3.2. Research Paradigm: Interpretive Paradigm

This study interpretatively explores people's subjective experiences from both service providers and service beneficiaries. The interpretative perspectives "start from the position that our understanding of reality, including the domain of human action, is a social construction by human factors and that this applies equally to researchers" (Guest *et al*, 2016: 05). For this research, the interpretive paradigm adopted to allocate the researcher in the context and realities of participants through an interpretation of what the participants say. Hence, the study uses in-depth interviews as research methods.

There are many advantages of the integrative paradigm for this study because people's social issues inform the IDP, and projects formulated to address issues as defined by affected people. One of the advantages interpretative perspective is to capture the experiences of homeless people regarding their participation, integration or involvement in integrated development. The interpretive paradigm seeks to understand and interpret the experiences of the people from the natural setting. Interpretive paradigm as Blanche *et al* (2011) mentioned above, takes people's subjective experiences seriously as a reflection of their reality, gaining insight through engaging with the people to listen sensibly, as they tell their stories, and making use of qualitative research techniques to collect and analyze information. Similarly stemming from a hermeneutic tradition, Guest *et al* (2013) state that this approach is interested in interpreting deeper meaning represented from personal narratives or observed behaviors and activities. Therefore, this was relevant to this study since it seeks to understand the experiences of the street homeless people in terms of their integration and participation in the Qalakabusha Project.

This research presents its findings in a narrative form, making interpretive paradigm relevant for the study through one on one engagements. In that process, some of the information presented by participants may be emotional which requires emphatic engagement from the researcher. The interpretive paradigm uses empathetic and observer subjectivity epistemology,

which allows the researcher to engage in the natural setting and to utilize such personal experiences in the study findings (Blanche *et al*, 2011). The experiences of the government officials in terms of their engagement with the street homeless people play a vital role in understanding holistically the involvement of street homeless people in the policy and the project, the advantages, and limitations.

The use of this paradigm, therefore, provides many advantages in answering the research questions and meeting the study objectives, it is scientifically appropriate for qualitative studies and applied research in social science. An interpretative paradigm according to Guest *et al* (2013) takes a stance that realities are multifaceted, there is no single reality, therefore an effort must be brought to reveal complexities instead of one-sided reality to ensure in-depth understanding through multiple validities, and use of dialogue to interpret events. Hence, there are multiple participants in this study from different experiences and sectors: homeless people, NGO officials, and municipal workers.

3.3. Sampling Strategy – Purposive: Convenient and Snowballing

The purpose of sampling is to identify the study units or the segment to participate in the study from a larger study population. Guest *et al* (2013) state that sampling, also known as units of analyses helps to identify the relevant groups or community as well as individuals to be the participants in the research on the bases of their ability to provide rich information to represent the entire population of the study at which you look for variability. Sampling defines the relevant candidates for the study from the larger population informed by research objectives, and the aim of the study.

Purposive sampling targets key informants, those with rich information such as government officials, leaders, and identifies target population or sample. Researchers decide to select purposively participants or cases judged typical of the population or particularly knowledgeable about the issues to be studied (Babbie and Mouton, 2010). The convenient sampling refers to the participants as defined in the study who are easily accessible or convenient to reach by the researcher. Snowballing is referring to a chain of connections and referrals whereby the study participants refer and identify members of their community or group for the study. Hence Guest *et al* (2013) state that the snowball or chain referral uses participant's social networks to recruit other participants. These strategies used to identify the study participants and reach them to participate in the study. The participants would call each other to come and participate in the study.

The study had 25 participants were chosen to participate in in-depth interviews. This number was chosen because it was enough to capture different perspectives and experiences for this study. Three groups of people interviewed to represent different perspectives and experiences with their diverse roles and experiences of homelessness. These groups consisted of twenty adult homeless people, men, and women from the age eighteen and above who had been on the street for four years or more as the Qalakabusha project was launch four years ago in 2014. The purpose of choosing this group of homeless people is because the Qalakabusha Project was initiated mid-2014, which is more than two years old. The homeless people were reached through convenient sampling as the researcher was involved with working with the homeless people and attending homeless forum meetings, had a relationship with some of the homeless people, who suggested other members that they know through snowballing or referral strategy.

The interviews took place in the streets of South Beach, Durban, and organization premises. Due to operational difficulties such as getting organizations that were willing to participate in the study, the research took three years to complete. The interviews lasted an average of 45 minutes. Some participant did not want to be interviewed alone, there were interviewed in pairs, in groups, and some would leave before the focus group interview session would finish. The researcher allowed the interview process to be natural, voluntary, and flexible, hence had to adjust on the methods to accommodate pairs and groups. Some participants interviewed alone would invite others and stay during the session with others as well to make comments. However, the person was only counted once even if he or she decided to come for a second time when was interviewing others. The homeless community is a small community where everyone is likely to know many of its members.

This research anticipates informing policy and practice. Therefore, homeless people as the affected community are central to provide their own experiences of the policy and projects that aim to address their condition. The research that intends to inform policy according to Guest *et al* (2013: 43) should "consider including (a) individual who would be most affected by any policy change to emerge from your study findings and (b) individual who have control over policy about your research and study site(s)". Hence, the study interviewed two government officials who work in the Qalakabusha Project. The government officials identified through convenient sampling as the researcher had previously engaged with government officials who work in the Qalakabusha Project. The purpose of interviewing the government officials was to get their perceptions and experiences of working with homeless people, their inclusion in the policy and the project.

Other stakeholders who worked with homeless people were also important in giving an insight into their roles, government roles, homeless people participation, and private stakeholder's involvement. Thus, the study interviewed three officials from two organizations who work directly with homeless people to share their experiences of how homeless people play a role as stakeholders in addressing their condition.

3.4. Data Collection Technique- Semi-Structured Interviews

The prior-prepared interview questions used in the study to guide the interviewer on the important aspects of the research that this study intended to interrogate. A semi-structured interview involves developing an interview schedule or a list of topics and subtopics involving both closed but mostly open-ended questions in advance to guide the interview (Blanche *et al*, 2011). Another defining attribute of qualitative research according to Guest *et al* (2013) it is the probing or questioning style of open-ended and conversational observation. Therefore, the interview questions were prepared before the interview to guide participants to talk about what the study intends to measure. These questions were open-ended, some of the short-answer questions used to get the demographic information of the participants. The researcher used an audio recording device to catch and reminded of important points raised by participants during the interview for the analysis purposes.

This research is about the lived experiences of the homeless people, their participation in policy and development projects, therefore, quantitative or statistical methods were not applicable for this study. The reason for applying this technique as mentioned by Guest *et al* (2013) is because it corresponded with this study design as there were focus groups, participant observation or in-depth interviews which are the most commonly used methods in applied qualitative enquire. They are relevant data collection methods in qualitative research as there allow for both the researcher and the participants to immerse in the study topic, the participants drive the process, it is flexible, and it allows a researcher to explore in-depth on the topic.

This data collection method was used because it allowed a researcher to probe more on the answers or responses provided by the participants to find out what is going on, and what really going. Hence Guest *et al* (2013) maintain that the use of open-ended questions allows the participant to talk limitlessly about their experiences, which are followed-up by probes on the responses of the participants and in-depth interview summons relatively most qualitative data collection activities. The probing allows connecting the responses of a participant to the research objectives and in answering the research questions. The inductive inquiry, as opposed

to the deductive, inquiry, is explorative, dig deep; seek in-depth in its nature. Moreover, probing is at the center and core for qualitative research.

3.5. Method of data analysis- Thematic Analysis

There were many variations among what participants saw as important in their lives and their experiences within the development context. Thematic analysis was the relevant data analysis methods for this study as it helps to draw together different themes that were highlighted by participants. The thematic process according to Guest *et al* (2013) uses collected textual data identifies themes and code those themes, and then interpreting the structure and content of the themes, which allows the researcher to be familiar and dunk into the data. Because qualitative research and research findings depended on the information that participants gave, there was a need for analysis method that is inductive to indicate the connections or themes from the findings.

Thematic analysis is used in qualitative studies because it helps to analyze qualitative data in depth by categorizing themes. Blanche *et al* (2011) state that this involves the following five steps of analyzing findings, namely; familiarization and immersion, inducing themes, coding, elaboration, and interpreting and checking. Therefore, the researcher got familiar with the data through continuous engagement with the data including conducting interviews, transcribing, deriving themes and analyzing the data. In addition to that, Guest *et al* (2013) characterize of the inductive thematic analyses is based on its primary concern for participants flexible storytelling to voice out their experiences comprehensively, it is requiring time because it is inductive, and there are set of procedures designed to carefully identify and examine themes from textual data. Based on the above definition, its inductiveness, these methods were relevant for this qualitative study. This was used as the researcher gets involved in the analysis of findings using audio-recorded and transcribed interviews to familiarizing himself with the data.

Thematic analysis is relevant to policy-based studies, or that aim to inform policy and practice because it draws its analyses from the voices of the people, by identifying the links. Guest *et al* (2013) state that the inductive thematic analysis recommended for a program or policy-based research. The development policy aims to address the needs of the people; therefore, applied social research is concerned with presenting the needs and voices of the people to inform policy and practice. Because of the qualitative nature of this study, and the objectives of this research, thematic analysis was the relevant tool for data analysis. This study relied upon the information

provided by participants through interviews and analysis based on what was common, contradicting, and rose as important themes, coded using the thematic analysis.

3.6. The anticipated value of the study

This is a conscious-raising study and the study aimed to enhance policy formulation in Durban and for eThekweni municipality to address development issues holistically by involving the least or vulnerable societies in development strategies.

3.7. Dependability, Reliability, Credibility, and Trustworthiness

Dependability refers to the ability of the study to give convincing results. It is dependable because experiences change over time, the experiences are subject to change as time and life changes, but the experiences that people went through remain in their memories. Dependability according to Blanche *et al* (2011) refers to the degree to which the reader can be convinced that the findings did indeed occur as the researcher says they did; the dependability criterion relates to the consistency of findings. Therefore, this implies that if the same participants or homeless people in this context interviewed in the future even if they are no longer homeless, they will still provide dependable or same information of experiences while they were still homeless. Dependability was applied through interviewing homeless people, both government and NGO officials who are working directly with homeless people. Dependability used in some studies interchangeably with reliability, especially the mixed methods studies.

Reliability also refers to the ability of the study to yield the same results if it applied some other time, or by another researcher using the same technique and participants. Blanche *et al* (2006) define reliability as the consistency of the results. Similarly, Babbie (2013) states that reliability assured when a particular technique, applied repeatedly to the same object, gives the same results every time. In a slightly similar perspective, Bitsch (2005) cited by Anney (2014) refers to reliability to a consistency of results over time. However, reliability is normally applicable in quantitative work; hence, this study uses dependability because it is a relevant method in this qualitative study to measure the trustworthiness of the study. Therefore, the trustworthiness of the study is determined by both the dependability and credibility of the study. The result can be trusted because the group of people interviewed can be traced, and information provided by participants was based on their personal experiences, which may not be easily forgotten by those affected.

Credibility refers to the degree to which the research is convincing and that its findings can be trusted. Credible research according to Blanche *et al* (2011) produces convincing and believable findings. Credibility usually used interchangeably with validity, which refers to the degree at which the researched evidence adequately reflects the true meaning of the studied phenomenal (Babbie, 2013). In this case, the term credibility used because the study relies upon spoken words in a form of interviews; it is, therefore, dependable because it reflects the real voices of the people who are involved in the Qalakabusha Project and homeless people. This study applied data triangulation, to ensure its dependability, credibility, and trustworthiness by reviewing government IDP, articles, and interviewed homeless people as they are directly affected, and government official and Non-Government Organizations who work directly with homeless people.

3.8. Ethical Considerations

Protection of people and their rights including causing no harm is more important than the information required from participants. This study followed ethical considerations of causing no physical, psychological, emotional, and financial harm to participants. The essential purpose of research ethics according to Neuman (2011) is to protect the welfare of research participants while research ethics, however, involves more than a focus on the welfare of research participants and extends into areas such as scientific misconduct and plagiarism. To ensure compliance with ethics, the researcher informed the participants that the knowledge obtained would be used only for the research, the information would be stored in the researcher's laptop and for five years (per university rules) and be destroyed thereafter. The researcher explained that this information will not be given to a third party (confidentiality maintained) while also stressing that they have the right to remain anonymous throughout the research project.

The purpose of the research explained and informed the participants that participation was voluntary and that they could withdraw anytime. Participants asked to sign informed concern form and oral informed consent given to accommodate those who were illiterate. Participants informed also that the interviewer would the interviews if they grant permission. The participants had time to ask questions for clarity, to sign the concern form once they understood and were satisfied with the information given to them. None of the participants influenced and forced to sign, it was clear to all participants that there are no direct benefits of participating or disadvantages of not participating in the study. Therefore, the study ensured beneficence and

justice in a manner in which it conducted in terms of the treatments of participants and the collection of data through interviews based on the observed ethical guidance.

3.9. Study Limitations

The participants were hardly available during the day when research conducted. This was due to hustling that they normally run on the street with tins, cardboards, car guarding, and other activities that keep them busy and hard to reach. To get participants, the researcher had to interview them in groups either where they seated or while there were in their hustling activities of the day. However, this study applied convenience sampling which landed the project to get the participants. Some participants interviewed in the food bays where they were waiting to get the food. The individual independent stakeholder from the academic perspective who has been part of the Qalakabusha Project intervention could not be found to be interviewed to share his/her own experiences and perception of the integration of homeless people in the project and policy. Most academics who were part of the project initiation had retired from their institutions and some unable to trace.

This study faced challenges in accessing municipal information and some government and NGO officials were resistant to participate. Secondly working with homeless people is not easy because they can be deceptive, and safety the researcher not guaranteed. However, to address these challenges, firstly both interviews and online documents of the municipality used. Secondly, the interviews were done in a safe public space where audio recording not interrupted.

CHAPTER FOUR

ANALYSIS INTERPRETATION AND DISCUSSION OF FINDINGS

4.1. Introduction

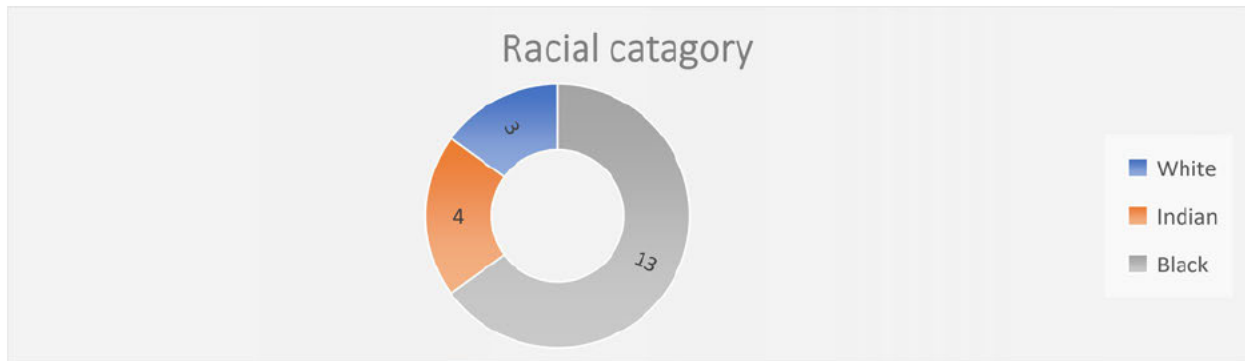
This chapter provides a thematic analysis of the findings from the research project conducted to explore the integration of homeless people in development initiatives using the Qalakabusha Project in Durban as a case study. The chapter organized into four major themes emerging from the responses of the participants. Namely; the different perceptions of homelessness, programmes, policy and stakeholders in homelessness, Qalakabusha Project, Integrated Development Plan, and participation. These themes supported and discussed using subthemes. The chapter begins by providing the demographic presentation of the study participants, followed by themes and subtopics as a method of data analysis and discussion of findings. The analysis in this section precedes the following sequence, firstly is the presentation of the findings. Followed by the analysis of the findings. Lastly guided by the study objectives and critical research questions, this chapter presents the discussion of the findings concerning the literature and the theoretical framework. The chapter concludes with an overall summary of the finding's analysis.

4.2. Participants Demographic Presentation

The demographic representation below ensured that various and diverse groups were interviewed and participated in the study. As per the qualitative research design discussed in the previous chapter, the intention was not to reach statistical representatively; however, this research sought perspectives from different groups in terms of their race, age, gender, and their duration on the streets. In total, the study had 25 participants, and 20 of whom consisted of the street homeless community. The street homeless participant's demographics were as follows.

4.2.1. Racial Groups

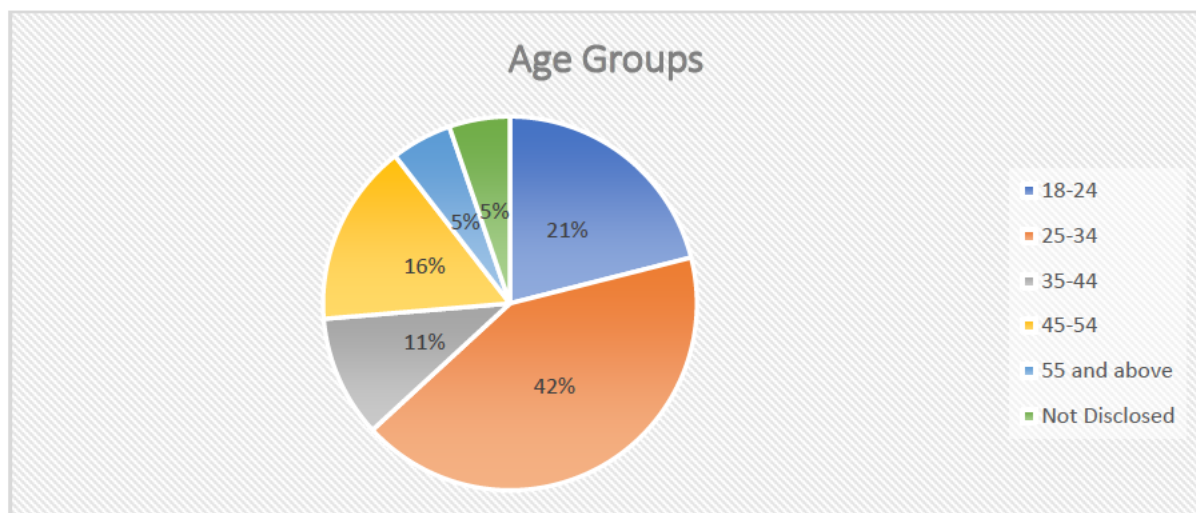
Figure 1: Sunburst chart indicating the racial groups of the street homeless participants in the study.



The majority of the study participants were the Blacks, followed by Indians, and Whites being the least. These numbers resonate with findings from a recent HSRC study (2016) which also indicated that Blacks are the majority in the street homeless community in Durban. This could be due to various reasons such as Durban dominated by Blacks in general in terms of population size and Indians. Another interpretation can be that most of the Black communities in the province and the city are experiencing predominantly most of the causes of homelessness and some are living under risk factors related to the historical background of South Africa and Durban in terms of racial differences.

4.2.2 Age Groups

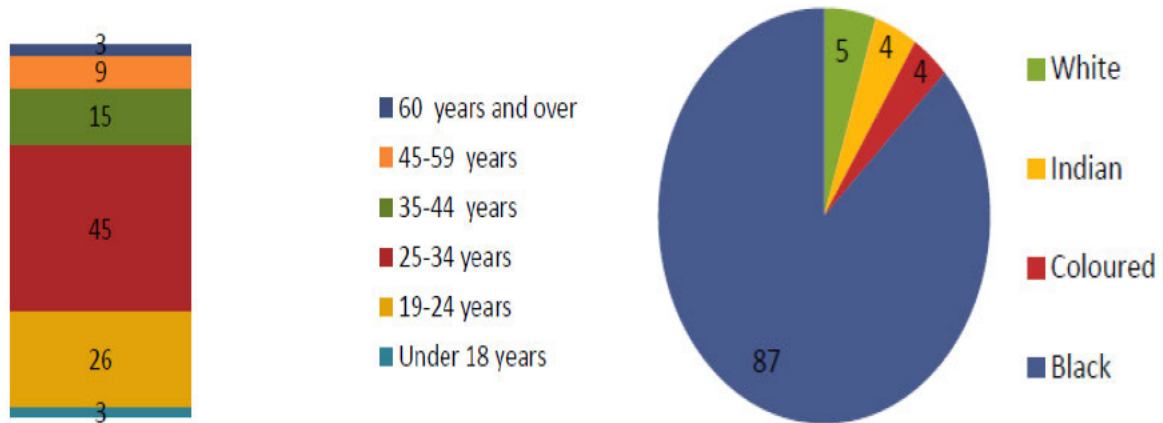
Figure 2: Pie chart indicating the age groups of the street homeless participants in the study



The young adult group from the age of 25 to 34 were the majority in the study. Correspondingly, the study by HSRC (2016) demonstrated that the youth from the age of 18 to 34 are the predominant on the street homeless people in Durban. As noted in the previous chapter that due to their daily hustling activities, the age of 18 to 24 was hardly available for

participating in the study. The age 45 and above group were normally available in the homeless zones waiting for food or people to offer them money.

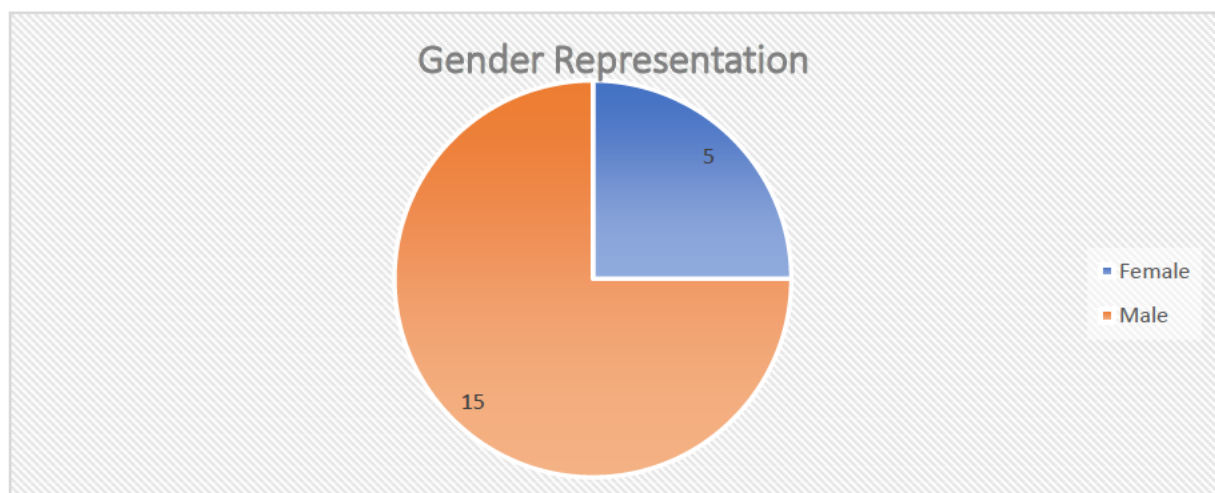
To support the above findings, the study by HSRC (2016) in Durban indicated the different racial and age groups of the homeless community in different zones within Durban CBD, where out of 3933, 1974 were street living people excluding those in a shelter were as follows;



The majority is between age 19 to 34 years residing in the street and homeless shelters, the Blacks consist of 87% on the street, and 62% in shelters, the majority of other racial groups are in the shelters (HSRC, 2016). The homeless community is a multicultural, multiracial, and consisting of various age groups. This indicates the seriousness of socio-economic challenges and that homeless people are a community with special needs.

4.2.3. Gender Representation

Figure 3: Pie chart indicating gender representations of the street homeless participants in the study.



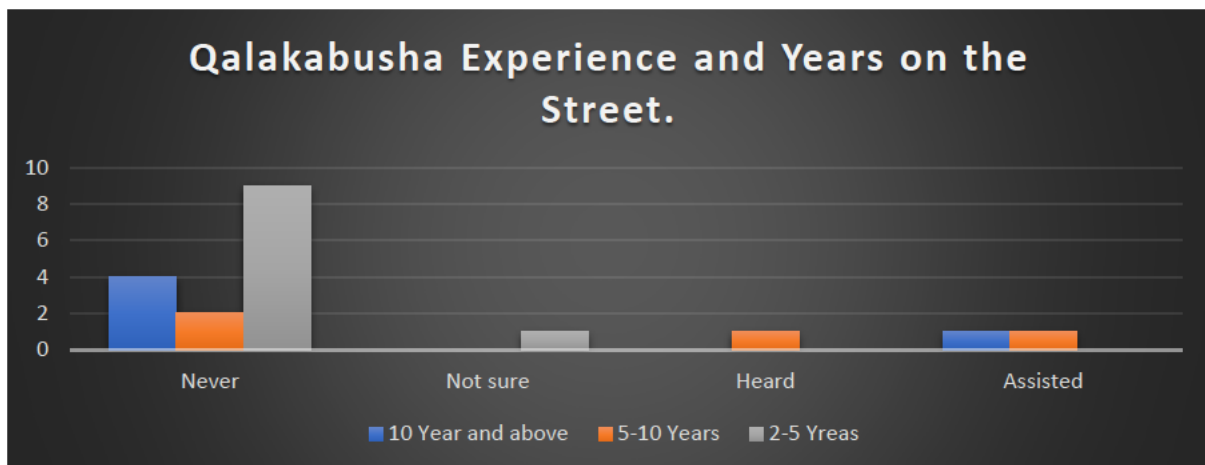
Concerning gender, male participants dominated the study with 85% of participants compared to 15% of their counterparts. Hence, Nzula (2016) states that there are more men and then women on the streets. A Social Worker in the Qalakabusha provided that they find it hard to get females to participate in their activities. This was supported by the officials from the NGOs who claimed that females and children are usually dealt with by specific organizations that specialize in women related matters and females on the street. One stated that:

“If you mix girls and boys it becomes chaotic... We network with other organizations regarding the girls... The girls on the street are not the same as normal girls; they need someone who can specifically concentrate on assisting them”. Participant 10 (NGO Official).

The females are a sensitive group in the homeless population and are usually hard to find. In the study presented by HSRC in Durban in 2016, females are the minority on the street and the males are the majority. Hence, the females were the fewest participants in this study.

4.2.4 Participant’s knowledge/experience of Qalakabusha Project

Figure 4: Graph indicating participants’ knowledge of Qalakabusha and their duration living on the street



Most of the street homeless people indicated that they have no knowledge and experience of the Qalakabusha Project. The majority never heard of it, nor ever been assisted by the project. Some were not sure because there are many services provided by NGOs.

4.3. Perceptions of Homelessness

The way homelessness defined and understood determine who to consider homeless in the interventions. It is therefore important to first explore the different perceptions of

homelessness, and various definitions affect the involvement of the street homeless people. There are various perceptions of what constitutes homelessness that participants indicated in this study. There were many views from the participants in terms of the definition, experiences, and factors influencing homelessness. Khalema et al (2016) indicate that due to various causes of homelessness and its nature, homelessness is perceived in various forms. This supported by HSRC (2015) study that explored pathways to homelessness; it concluded that a solid definition runs the risk of excluding other members of the community who regard themselves as homeless. Therefore, these definitions help in understanding who participated in the Qalakabusha and why.

This section of the chapter consists of various factors in the process of conceptualizing the different perceptions of homelessness. These subthemes include among others the definition of homelessness, various causes of homeless, and other related factors such as family and home that emerged from the participant's perception of what they believe constitutes homelessness.

4.3.1. Definitions of Homelessness

This study revealed that homelessness is defined in many ways depending on the personal experience and exposure at the time. When the participants asked about their understating of homelessness, it became clear that homeless people have personalized their condition and see themselves as the definition of homelessness. For instance, Participant 2, (is a white male, at the age 58, and never had a home in his whole life) defined a homeless person as:

“Someone homeless is like, we brought it to ourselves.

Being homeless according to this definition means failing to take positive decisions. This definition according to Hills (2015) is indirect voluntary homelessness, whereby a person resolved to be on the street due to failure to manage life stressors or negative decision-making. Other participants proclaimed being homeless as ascribed to self-blame and personal conditions. Participants 1 also shared this perception:

“A homeless person is one who does not have a home, who stays on the street, who sleeps on the street, or wherever, some sleep in the shelter... I can define it as something painful”. Participant 1 (Age 23, Female, with 5 years on the street).

Khalema et al (2016: 6) in the study of homelessness in Durban also found that "the street-living people considered themselves underprivileged and vulnerable and that people look at them as outcast or underclass". Participants 1 and 2 defined homelessness in terms of personal

experiences, what they experience daily from the causality perspective. This indicates how street homeless people have internalized their condition. This is likely to hinder their participation in development due to the feeling of being inadequate, self-blame, and depression.

Other participants took a wider approach to define homelessness. The majority associated homeless with the lack of shelter or accommodation, living on the street, begging for survival and being lonely with no help from family members. Participants argued that a homeless person:

"Is a person without a place to stay, without shelter, and sleeping outside". Participant 14 (African Male, age 26 and 10 years on the street).

"It is a person who lives on the street, and who does not have a shelter or a place to sleep". Participant 3 (White Male, age 50, and has lost count of how many years on the street).

"Is a person who is lonely and alone with no one to support". Participant 15 (African Male, age 28 and 5 years on the street).

The participant has defined homelessness in terms of visible public symptoms such as being dirty, carrying bags around, the so-called 'Amaphara and Oshoshoba'. In other words, for these participants, homelessness is visible from one's physical appearance. Advancing this point participant 5, 21 and 19 respectively, argued that:

"You will see them hanging around in parks, in various places". Participant 5 (Indian Male, age 35 and 12 years on the street).

"There is 'ushoshoba' and 'iphara'. For me, I differentiate between them because 'iphara' will be seen in a mall carrying sacks, walking everywhere being dirty, smoking Wonga, and drugs but 'ushoshoba' still has a conscience and does not use drugs, his on the street looking for a job ... They sleep everywhere even outside in the railway". Participant 21 (African Male, age 22 and 5 years on the street).

"A person who is 'iphara' is worse, they deal with cardboards". Participant 19 (African Male, age 28 and 16 years on the street).

"It is easy to identify them... it must be within your capacity as a person who is working with them". Participant 22 (Government Official)

The Focus Island (n.d), Tipple and Speak (n.d), and Bagwell (2013) categorize it as visible homelessness. This study revealed that living on the street does not mean that a person does not have a home or family. You can have home and family but still, be homeless in the city:

"I have a home but it more like I do not have a home because I am here". Participant 1.

"Maybe you got a family, but your family does not want to be with you". Participant 7 (Indian Male, age 36, and 4 years on the street).

"See for example for me, I got a family. I got two brothers. They got married, now they take care of their own". Participant 8 (Indian Male, age 52 and 30 years on the street).

Participant 22 who is a government official and other participants took a different perspective to support that some street homeless people do have families and homes. Arguing that some left home not because they were abused or there were issues such as poverty that had unbearable consequences, which then forced them to leave home, it was their personal choice. Other participants argued that they have supportive families, but left home for the pursuit of financial independence arguing that:

"They do have homes; we just call them homeless for lack of a better word". Participant 22.

"I do have a home, I cannot lie, and it's nice to stay at home because I have my room". Participant 6 (African Male, age 27 and 8 years on the street).

"Not everyone who lives on the street has no home. Some live on the street due to personal reasons. We call them homeless because a person is sleeping on the street at that moment". Participant 12 (NGO Official)

The research indicates that most of the so-called homeless people are only houseless in the city. The majority have homes somewhere. This includes people who fled from home due to various family-related reasons, crime, drugs, and loss of loved ones, poverty and seeking employment among others. Hills (2015) labelled Participant 6's perception as a 'voluntary homelessness' because the participant decided to leave home even though the home was in good condition. The Qalakabusha Social Worker and the NGO officials support that some people who live on the street do have homes. Mangayi (2014) and Naidoo (2010) defined this as temporal or overnight homelessness. Sewpaul *et al* (2012) in the study conducted with street children in Durban indicated that some street homeless people are confused about what they would consider home between the street and their original homes. They find conditions of their homes with families not favorable as compare to the street, while on the other hand, they find a street to be friendlier regardless of the painful experiences they face on certain occasions (Sewpaul *et al*, 2012). In a seminar presentation, Desmond (2016) was in support of the responses of Participants 12, 22, and 6. Hence, Desmond argued that most of the homeless people have homes somewhere else, do go home some of them to visit, some flee home due to shortage of resources, and some embarrassed to go back home because they have nothing to bring home.

The above definitions of homelessness from the participants indicate the intricacy in conceptualizing homelessness. Some of the homeless people deny that they are homeless because they have families; however, they see their residence on the street as a life situation they are facing which will soon pass. Participant 1 strongly believed that one day she will have her own family and that she is not homeless because she had a family even though she did not stay with them and she has been on the street for more than two years without seeing them. On the other hand, Participant 2 declares himself as homeless because he never had a home even though he has children and a family, but he lived on the street, therefore, he sees himself as homeless.

Other participants went further to define homelessness as people who live on the street without families, shelter and limited means of survival. Dube (2015) believed that people, who leave their homes searching for jobs and find themselves on the street or in a shelter, cannot be defined as homeless. Participant 3 concurred:

“If you have a place to sleep, whether you sleep in shack or backyard including the shelter, you are not homeless”. Participant 25 (African Female, age 41 and 7 years on the street).

Contrary, the literature and other participants defined those living in shelters and inadequate housing as homeless. That includes those living in places such as the pavements, streets, gutters, benches, railway stations, bus terminals, parks, and bridges. The common belief is that homelessness simply means a lack of a home, not family. However, Dube (2015) goes beyond the mere lack of home and define homelessness as those without adequate shelter, but includes people living in shelters, the streets, abandoned buildings and other open places not designated for human dwelling. Correspondingly, the government officials when defining homelessness for their criteria in the Qalakabusha Project argued that;

“Is a person that you find without any place to sleep and as the result would sleep anywhere, be it on the street, be it on a shelter, under the bridge, or wherever, but he does not have a fixed place of abode. That person can be homeless temporarily or could be homeless permanently. A person that is homeless permanently is a person that would not have a place back where you would call home”. Participant 11 (Government Official)

HSRC (2015) study of homelessness in Durban supports that there are various categories of homeless, which includes temporal homelessness, chronic/permanent or absolute homelessness, and inadequate housing, ranging from primary, secondary to tertiary homelessness. The literature and Dube (2015) reveals that not everyone dwelling on the street

is homeless completely, some are temporally residing on the street to seek opportunities, some street trading, and some are baggers. The researcher probed the participants whether the government considers people who have homes and families elsewhere to be homeless. Contradictory to Participant 3 who believed that people in a shelter or who have homes elsewhere are not homeless, the government officials responded by saying that;

“They are homeless. If they are on the street on the number of occasions, I regard them as homeless”. Participant 11.

“If they have stayed here for 6 months or 9 months there are homeless”. Participant 22.

In a report presented to the Durban Homeless Forum, Jennifer (2016) defined a homeless person as someone who is usually poor and frequently on the move from one temporary dwelling situation to another. Homeless people live in various spaces, under freeway overpasses, sleeping in parks, dilapidated buildings, subway tunnels, on sidewalks. According to Dube (2015) corresponding to the above participant's definitions, homelessness constitutes both the absence and inadequate housing. Therefore, the defining element is constant access to affordable and adequate housing, lack of accommodation ownership, living in a shelter designated for homeless people, and living on the street as the obvious overall determining perception.

4.3.2. Various Causes of Homelessness

The causes are the key determiner in terms of defining a person homeless. Some people do not regard themselves homeless because they on the street to hustle and go back home. Some define themselves as homeless because they sleep in the street. Hence, some would not participate in homeless forums or engage Qalakabusha and other homeless platforms because they see themselves as not homes because they have homes back where they come from. Some who have homes leave home to be on the street for mercy to get government attention for services. Some do not have homes but do not participate because they do not want to be homeless. As the participants were telling their stories and knowledge of the Qalakabusha Project, many highlights indicated the influence of the causes in participating and to the lack of information about the project. The researcher asked them about the causes of homelessness:

“I did not do the right things; I did the wrong things”. Participant 2.

“The other person you find that is smoking Wonga, a rock, and drama drugs. You wake up in the morning you are short-tempered, you busy conflicting with people”. Participant 6.

Participant 6 argued that the use of drugs drove him to the street because he had to afford the smoke and hustle. This indicates that one of the causes of homelessness is a lack of discipline, substance abuse, and failure to make positive life choices. The study conducted by HSRC (2016) in Durban, maintained that causes differ to each subgroup. The research further indicates that children are the highest group with 11% who just wanted to be on the street and the substance abuse to be common across subgroups. Similarly, participants emphasized from their experiences that:

“Others just run away and end up being the same as those who do not have families”.
Participant 24 (African Female, age 30 and 3 years on the street).

“Sometimes the person was just escaping the abuse while is having parents”.
Participant 13 (NGO Official).

Participant 10 stated that various reasons can lead someone to the street. Those factors include among others lost family, poverty, and job-seeking, and seeking better opportunities. The majority were homeless due to seeking employment opportunities. The homeless people used their personal experiences and NGOs official working with homeless people mentioned that:

“You find that in that society he does not receive enough support because he has no parents, or maybe he is staying with additional families or relatives. He does not get the basic needs well, for example, just-food. So, then they end up being on the street because they lack those things”. Participant 10.

“We came here looking for jobs, but now we cannot find jobs, it now hard to go back home”. Participant 20 (African Male, age 18 and 2 years on the street).

“What makes me stay here on the street is that I haven’t found the job yet”. Participant 25 (African Female, age 41 and 7 years on the street).

“I do not have money to go pay for rent, for now, I can say I am suffering, I am desperate, but once I get a job, things will start to change”. Participant 17 (African Male, age 27 and 10 years on the street).

The HSRC (2015) study revealed how homelessness defined and understanding of its various causes determine what interventions to employ in addressing it. Similar to help-seeking behavior, people look for assistance based on how they define their condition guarded by its causes. The other participant pointed gaps in the service delivery by government departments to provide basic needs and assistance to prevent the causes of homelessness. Blaming the municipality, the participant argued that;

"We end up having 'amaphara' because no-one is assisting us. It because of the municipality that fails to play their role". Participant 18 (African Male, age 24 and 8 months on the street).

Mental disorder or disturbance was highlighted as one of the causes of homelessness by Participant 12 from the drop-in center making as an example of one of the beneficiaries at the center who is cleaning their yard. However, the government official and other homeless participants took another position arguing that understanding causes will lead to more understanding of the different categories of homelessness. Participant 11 mentioned that during the profiling process for the Qalakabusha Project some participants indicated that they are on the street for the following reasons;

"There were abusing drugs, I did not have a place, and those who said they just found comfort here, and there are people that are foreign nationals... The issue initially was that I was looking for a job. None of them was saying the reason why they are on the street is that I did not have a home, most of them were saying I was on the street because I was looking for employment. Most of them were saying we had a family dispute". Participant 11.

"You find that even the parents themselves are poor, you all poor at home, and you don't have a home". Participant 24.

This shows different causes of homelessness including migration, drug abuse, being without a home or shelter, voluntary, job seeking and unemployment, and family-related factors. Wentzel (2009) also emphasized the same causes of homelessness as common among the homeless community. Countless forces can lead to homelessness in addition to the above-mentioned causes. However, due to the nature of this research project, the focus was on the participant's knowledge, experiences, feelings regarding their participation in the development policies particularly the IDP and Qalakabusha Project. The above finds show that unemployment was the leading factor, followed by substance abuse and family-related causes.

4.3.3. Family and Home Perceptions

Homelessness is usually associated with orphans and a lack of family members. However, one of the interesting responses by the participants is when they mentioned that they do have homes and families, including their spouse, children, relatives, and parents. Hence, those with families might not participate or not seek assistance from Qalakabusha, to benefit from government developments for the homeless. Furthermore, some of the participants mentioned that they are still in contact with their families. For instance, participant 3 mentioned that:

"I have a family, my daughter phoned me and said, my mother does not want you to contact us again, I respected their rights and choice, since then, I have never had any contact with them". Participant 3.

"I got one brother, but he is not here, he is gone overseas". Participant 2.

While other participants never mentioned anything about their homes, participant 1 articulated that they have a home, but could not proceed to stay at home due to various reasons. As participant 1 aptly put it

"You see my home is not home, so that why I say I see myself as someone without a home. I was abuse, everything bad was happening to me. When I finished matric, I just decided to stay on the street". Participant 1.

"Am alone up here". Participant 2.

The response by participants 1 and 3 provide intense evidence of family-related factors such as neglect, and it proves that some of the people who are homeless are having families but decided to flee their homes due to uncontrollable circumstance. As indicated by Hills (2015) that some of the young persons on the street who often not feeling sate at home find a street to be new safer home, belonging and with freedom, arguing that the homeless may live in houses but feel homeless and live on the streets and feel home. Similarly, Participant 1 indicated that she does have a family around Durban, but she cannot call them a family due to abuse by some of the family members. When Participant 1 asked if she considers herself homeless, she was confused because the street is better than a former home according to the participant.

Participant 6 supported other participants by arguing that he does have family and home. However, due to him having to take responsibility as a grown-up person, he had to leave his home to hustle on the street and he does go home occasionally. Similar to Participant 8 who claimed that his family members are rich, but he cannot stay with his siblings because they are now married. Participants stated that;

"My home is in Mkhomazi, but my child is here in Clermont with my Aunty. I am forced to hustle". Participant 6.

"They got married; they have to take care of their own". Participant 8.

"There is an entire family". Participant 17.

During the data collection, no question that asked whether participants have families or not, throughout the discussion, the family-related matters were highlighted to be significant to the majority of participants. Day *et al* (2014) call it family homelessness. The scholars agree that family factors are significant, researchers including Wentzel (2009), Day *et al* (2014), and

Moyo *et al* (2015) indicate that family-related abuse is one of the crucial family factors including relationship breakdown and lost. Family is an entity characterized by comfort, security, and privacy, once a person lacks this within the family setting can resort to homelessness if there was no prior preventative assistance.

4.4. Programmes, Policy, and Stakeholders in Homelessness

The integrated development approach takes the position that every member of the society, particularly those affected by a change should be involved as key stakeholders in the development process. Furthermore, homeless people as beneficiaries must assume a key role in decision-making processes in the matters affecting their lives such as policies and projects. As discussed in chapter two, the integrated approach in development places emphasis on an interdisciplinary or multidisciplinary approach in both policy formation and practice (Arikawei and Etigbamo 2015).

The city infrastructural and economic development initiatives directly affect street homeless people as daily users of the city and city dwellers. As discussed in chapter two, the eThekweni IDP supposedly adopts community participatory model. This research eager to examine how the Qalakabusha project dealt with the participation of homeless people in the design and implementation of the project.

4.4.1. Qalakabusha Project

4.4.1.1. Homeless people and their knowledge on Qalakabusha project

The major research questions seek to understand how effective is the integrated development planning process of eThekweni Municipality in addressing homelessness in the city, using Qalakabusha as the case study of analysis. The majority of homeless people in this study indicated that they had no knowledge and never heard of Qalakabusha. Some participants who occasionally go home indicated that they might have been home at the time the project initiated in 2014; some indicated that they travel from place to place in the streets of the city and they might have missed the project. Still, the majority claimed no knowledge of the project. NGOs and government officials also confirmed the lack of knowledge about Qalakabusha stating that most people are unaware of the project name that assisted them. Participants asked about their knowledge of the project, and some of the participants responded by saying that:

“Maybe I was at home at that time, so I might have missed it... But I have never come across such, even to meet a person who says comes from Qalakabusha or been assisted by Qalakabusha”. Participant 6.

"No, I know nothing about that project, we never heard about that". Participant 4 (Indian Male, age 54 and 31 years on the street).

"I have heard about that thing, but I never had a full explanation about it. I heard about it on the radio". Participant 16 (African Male, age 28 and 3 months on the street).

"No, they do not know Qalakabusha, but they know that there is a municipality. The name Qalakabusha is not usually used". Participant 12.

"The story of Qalakabusha they do not know". Participant 13.

There is limited literature that focuses on the project and homeless people's participation experiences. The HSRC (2016) study in Durban CBD acknowledged the Qalakabusha Project but mentioned nothing about the participation of homeless people. EThekwini municipality IDP 2012/2016 does not mention under social development nevertheless under risk management and safety. In the 2017 to 2021 IDP of eThekwini municipality, Qalakabusha is mentioned to be part of the social policing and social crime prevention as the response to address drugs and substance abuse.

The findings from the HSRC (2016) study that seeks to understand homelessness in Durban featured in the current IDP with recommendations from the study participants. These recommendations are not contained in any programme planned in the IDP. There is no clear execution guide for these recommendations. However, Participant 10 believed that the project is at the best interest of the homeless community arguing that;

"They stand for those people; they are working in the best interest of the homeless". Participant 10.

Mostly the government and NGO officials were able to answer the questions concerning Qalakabusha Project. Participant 10 supported by municipality officials and other NGOs staff members agree to have participated and been part of the initiation of the project, stating that;

"I was involved... They put me through to the social services with the young homeless people from 11 years to 18 years old... For me, I was doing the referrals". Participant 10.

"We are working with people who are above 18 years. When a child comes, I must refer that child. Qalakabusha is a programme under Social Development, which is a strategy that developed for homeless people. So Qalakabusha has 7 stages and those stages are for homeless people, we do outreach and we do intake and follow-up assessment". Participant 22.

"After we did the profiling, we analyzed that profiling, and we identified various interventions that we could come up with to deal with the problem that was at hand at

a time. So, Qalakabusha than came to effect from that angle, then we identified various interventions, and then we started the intervention itself which is Qalakabusha". Participant 11.

Participant 11, 10, and 22 agreed that to have been involved in the project. Participant 11 indicated homeless people indirectly participated because the project was the result of the profiling process conducted in 2013 that gave birth to the Qalakabusha Project in 2014.

4.4.1.2. The effectiveness of the Qalakabusha Project in dealing with homelessness

The study objective is to determine the effectiveness of the eThekweni Municipality's integrated development planning processes in addressing homelessness. The programme not been officially evaluated and homeless people did not have a say on how the project should be run from the beginning. This brought the researcher to the question of the effectiveness of the project in dealing with homelessness and meeting its objectives. The Qalakabusha Social Worker and the NGO staff members, who have been involved in the project, asked about the effectiveness of the project. Despite the mere fact that the majority of the participants indicated that they are not aware of the project, the Qalakabusha and NGO officials believed that the project has been effective. For instance, participant 11 aptly put it:

"When we started it [Qalakabusha project] was an effective programme, well implemented, and there were pillars that were poorly implemented and there were pillars that we could not even start implementing them. The general assessment will say it [Qalakabusha project] was effective 50% not 100% because curtain pillars of the interventions were not well implemented". Participant 11.

"This thing [project] is very effective, but it requires the person to be motivated and dedicated to it. Others are not committed, as I told you, this thing [project] is a process". Participant 22.

"Qalakabusha does work for homeless people". Participant 12.

This means that there has been no official report on the evaluation of the project since 2014. In as much as the project officials believe that the project has been effective since its inception in 2014, no record demonstrates that it has been effective particularly on the homeless people, who mentioned that there are not aware of the project. Swanepoel and De Beer (2011), Philips and Pittman (2015) and Ife (2013) emphasize monitoring and evaluation of the local project, that projects must be evaluated. Furthermore, the effectiveness of the project can be questioned because, since its inception, the project has never been evaluated hence, there is no empirical evidence and record of homeless people who have benefited from the project and those who

have not. However, the current IDP estimated that 1800 homeless people benefited from the Qalakabusha programme since it was initiated in 2014 (eThekweni municipality adopted IDP for 2017/18 to 2021/22).

When Qalakabusha introduced, various interventions planned such as social interventions, law enforcement, and urban management. The Qalakabusha conducted Drug and Substance abuse awareness campaigns at Albert Park, 72 people reached and assisted 25 admitted to Newlands Park Centre, 3 reunified with families, 2 rape victims referred to hospital for assessment, treatment and referral, children received outpatient detoxification at Kwa Mashu Poly Clinic /Simama supported by ICARE, (Shembe, 2014). However, participants and literature maintain that there is no relative reduction of homelessness as the result of the project, pointing out that;

“I wouldn't say there is a reduction of homelessness with Qalakabusha because what drives you to be on the street is an issue that has not been resolved. We have not yet come to that level of assistance to say we have reduced the number of people who are on the street. Right now, we are saying we have +-4000 people who are on the street. I cannot rather say that we have reduced, or we have not reduced it”. Participant 11.

“Slowly but surely people are getting the help. I do have success stories but they not that much, but this programme is very effective provided the person is motivated and committed. I would not say that the number is decreasing because statistically when the programme started, they had 4000 homeless people. I have helped +/-30”. Participant 22.

Participant 10 believed that there are some parts of the projects that are effective, regardless of challenges, stating that;

“Even though we do not see the reduction. Nevertheless, I think another thing is that Qalakabusha is new, and Qalakabusha is a long process. It going to be a very long process”. Participant 10.

Nonetheless, Participant 11 believes that the project is comprehensive enough, multidisciplinary, and holistic to address all the needs of the homeless people. In the report by Safer Cities, it is stated that the interventions were holistic in the sense that following services were provided, namely; outreach and reception services, screening and psychosocial support, treatment and rehabilitation services, skills development and opportunities, ID and birth registration, reunification and reintegration, shelters and halfway houses (Shembe, 2014). Participant 11 denied that the project was able to engage homeless people as direct co-initiators of the project. However, agreed that the project can assist homeless people stating that;

"It [Qalakabusha project] captures all their needs, with the seven pillars; each one of them addresses their needs". Participant 11.

NGO Officials, Participant 10 agree with Participant 11 that the project does assist homeless people, arguing that;

"Although you cannot help all, all least you can see that something is happening because it is like there is no one who is looking after them, who care for them, who is doing follow up about them. Qalakabusha, I think it a very good thing [initiative] that they are doing". Participant 10.

"If only we have enough resources, and support from other stakeholders, we would be able to move 100 miles from where we are right now. So, the stakeholders that are supposed to be playing their roles are not playing their parts, simply because there is no policy framework in place that talks to homelessness". Participant 11

Participant 11 continued to argue that they work very closely with the NGOs and shelters in Durban. The Participant indicated that their work is to support those organizations and build a partnership with them; therefore, their work does not clash with any of the other stakeholder's involvement with homeless people. Stating that;

"On my observation, the strategies that we use are complimenting other strategies that other organizations are doing. The organizations are on the ground in dealing with homelessness, they are dealing with issues of shelters, issues of food security for homeless people, issues of health services, and IDs. Participant 11.

"Yes, we work with them in terms of assisting the homeless. We have the same idea because they had a problem since the I Care has been there, but the municipality was unable to work with the I Care because I Care only deals with children. Once the person reaches the age of 18 is out of the I Care, we then come in to help. Participant 13.

Other participants argued that there are clashing in the scope of work as Qalakabusha focused on the adult group of homeless people, stating that;

"There are clashes because for us as organizations had a desire of working with homeless people, especially our wish was the young stars and kids that stay in the homeless shelters. Therefore, Qalakabusha does not cater to those kids. Participant 13.

"Well they gave their reasons and there were reasons that the adult and kids must not meet... Only the kids that are drug addicts we refer them to I Care". Participant 12.

Based on the challenges stated above and the clashed with other stakeholders, one can rightfully argue that the Qalakabusha programme is seemingly a top-down and need-based approach from its actualization. The statement made by project initiators that they tell the homeless community that you have a need, and this is what we must assist you, probably failing to accept

that assistance will lead to forceful removal and arrest. The characteristics of the needs-based approach according to Jonsson (n.d) include meeting and satisfying the needs through charity. Probing from the above response, the researcher asked what might be the challenges for the project not to be effective enough as it initially aimed, and for the achievements, the project has thus far what might be the strength.

4.4.1.3.Strengths and weaknesses of the Qalakabusha Project

One of the weaknesses of the Qalakabusha Project highlighted by various officials is that it unfulfilled promises. Participants when asked according to their observation what the strengths and weaknesses of the project are. One stated that;

"The strength of Qalakabusha is attacking the homeless people areas that were feared by other people, which is a huge strength. However, I will not lie, they have empty promises in Qalakabusha, and I hate that when you promise people something and then do not do it. But then if they cannot do something that is why they contact professionals, to fill up those gaps". Participant 10.

"Oh my God I will not lie to you, I do not know what Qalakabusha's strengths and weaknesses are because the only service we have right now from Qalakabusha it only the social workers". Participant 13

The statement, therefore, agrees that without a policy framework that directly deals with homelessness it becomes difficult to work on unrelated policies such as the clean my city initiative, infrastructural development, radical economic transformation, and social welfare in general. Some of these initiatives, policies, and strategies hardly address the needs of homeless people. Swanepoel and De Beer (2011) emphasize the political will as an important factor particularly in the development from below. Political will be judged based on the policies developed to fight against that social ill. Based on the government participant stated that it is not clear who is the responsibility to deal with homelessness in the government structures, arguably the Qalakabusha Project was not built on the homeless friendly environment, economically, politically, and socially.

Participant 11 and 22 responses indicated that the departmental challenges are on the will; the resources are the channel to other priorities such as urbanization and infrastructural development. Thus, leaving behind Qalakabusha with limited resources, particularly financial resources to employ enough staff for the project and to strengthen the interventions based on the pillars of the project. Hence, one of the government officials asserted that the IDP priorities are in line with the eThekweni municipality vision and mission statement of making Durban

the warmest city through infrastructure development, tourism, investment, social welfare services for city dwellers by intensifying access to social services. Some of these policies are not homeless friendly and fail to be mindful of this group of the community in the city.

4.5. Integrated Development Plan

The study questions include exploring the nature of participation of homeless people in development initiatives and planning. There are various options and perceptions concerning the extent the municipal developmental frameworks are inclusive of homeless people. However, Participant 10 and Participant 22 believed that the IDP is inclusive of homeless people compared to the other government official who argued that homeless people are not directly involved. Thus, when the Participants asked if the developmental policies of eThekweni municipality or the IDP is inclusive of homeless people, they stated that;

"Qalakabusha will tell you that homeless people are involved. You see policies are big and dealt with by senior management and Qalakabusha is on a ground level. Social development is Key Performance Areas (KPA) 4, when IDP goes up I am not sure what follows but homeless people are there. Participant 22.

During the data collection process, the government officials reflected their dissatisfaction with the IDP of the eThekweni municipality and its inability to meet the needs of the poor with the focus on economic and infrastructural development. However, the IDP is the credited policy in meeting the needs of the poor as the integrated development framework. One participant stated that previously the IDP process neglected homeless people, nonetheless, it is recently considerate of this group, stating that;

"Quite recently the issue of urbanization has become a risk in the city, it has been identified as a major challenge as well within the IDP, and the Rapid Urbanization has a direct influence on homelessness. It incorporated into our quite recent IDP, and some strategies constructed right now to deal with homelessness as well. I would say yes we have acknowledged as the city that we need to prioritize issues of homelessness equal to those issues that our city deals with". Participant 11.

NGO officials, Participant 10 similarly to Participant 11 acknowledges that there are challenges to the participation and inclusiveness of homeless people in the formation of policies and projects. Coming from a different perspective, Participant 10 believed that most the of challenges come from the elite dominating the processes and discomfort from the homeless community to interact with certain stakeholders whom they have no good relationship with such as the police, stating that;

“The majority of homeless people do not trust something that has certain people like the police. It is better if you involve them in the community projects”. Participant 10.

Participant 11 stated that there is currently a paradigm shift in the integration of homeless people into the policy. The homeless in the past according to the participant where the people that do not concern the city, but there are contemporary considerations for homeless people. However, this did not tell how they have been involved in the current policy formulation and development of the IDP. However, Participant 11 insisted that there is a change in the understanding towards homeless friendly IDP and the importance of homeless integration, stating that;

“There is a paradigm shift that is happening as we speak right now to say we have a challenge that we all need to deal with as opposed to saying this is not our problem which was possible before. It was something that says this is not our problem, this is somebody else problem, and taking into consideration as well that as a city at a local government level we do not have the mandate to deal with these issues, the social development issues are not our competency in the local government, they sit at a provincial and national government. I mean it has been treated as such that provincial and national government need to deal with these issues, but they have a direct impact on the city, hence now the city is looking in cooperating certain interventions and policies to address the issue of homelessness because it has a direct impact to the city right now. If the mandate of the city was to deal with homeless people, there would have policies that would be directed to that”. Participant 11.

The clashes of who shall deal with homelessness between local, provincial and national governments have been at the expense of the affected community and the city at large. This indicates no policy that directly deals with homelessness. The Qalakabusha Project originated as the crisis intervention strategy after the discovery of the seriousness of homelessness in Durban, not based on a particular policy framework. However, the IDP is the guarding policy framework for all development strategies within the municipality, which by default as the project initiated by the municipality; the project featured as part of the integrated development strategy in dealing with homelessness in Durban CBD. Therefore, the participant indicated that in the IDP Key Performance Areas (KPA), homelessness and Qalakabusha dealt with under KPA 4. Mobala (2016) rightfully states that IDP unfolds the number of policies that are born out of it at the local government. As Participant 11 mention that;

“The IDP is one policy. It one framework that drives our plans in the city”. Participant 11.

Molaba (2016: 17) in the study that was determining the role of community participation in the IDP process of Lepelle-Nkumpi Local Municipality provided the legal frameworks that proposition the inclusion of the local community in the municipal policies and projects, particularly the IDP which included;

Constitution of the Republic of South Africa (Act 108 of 1996). The White Paper on Local Government (1998); Municipal Structures Act (Act 117 of 1998). Municipal Systems Act (Act 32 of 2000). Reconstruction and Development Programme (RDP); Promotion of Access to Information Act (Act 2 of 2000). Municipal Finance Management Act (Act 56 of 2003). The White Paper on Developmental Local Government; National Development Plan; National Policy Framework for Public Participation of 2005. Draft White Paper on the Transformation of Public Service Delivery of 1997, and Traditional Leadership and Governance Framework Act 41 of 2003.

Participant 11 acknowledged that homeless people have never been directly involved in the IDP of eThekweni municipality which is the South African local government umbrella policy. On the study that assessed the role of public participation in the IDP in Thulamela municipality Siphuma (2009) maintained that the public consequently does not embrace the activities of the municipality if they were not initially involved, arguing that the lack of participation by the beneficiaries leads to no direct public ownership on the municipal projects. Swanepoel and De Beer (2011) emphasize that communities participate is they feel that the control in the ownership of the project, it is important to them and that it is addressing their prioritized needs. The projects in each municipality emanate from the IDP, and other supporting policies are as a result of it. One can conclude on the above findings that there is no direct integration of the homeless people in the government development policies at eThekweni municipality.

The participation theme bellow will expand perfectly on the analyses of the integration and participation of homeless citizens in the development policies, particularly the IDP and Qalakabusha Project. The White Paper on Local Government (1998) among the challenges facing local municipalities is the issues of integration, the relationship between municipalities and local communities, the White Paper is calling for municipalities to be conscious of such divisions to adopt strategies that promote integration and participation of marginalized and excluded groups in community processes. The participants asked what the weakness of the IDP in terms of integrating homeless people and regarding the recent changes or the paradigm shift taking place, what are the strengths of the current IDP. Participant 11 replied by pointing out that the answer is the same as those of the Qalakabusha Project arguing that;

"The IDP strength is that it has located the issues of urbanization, the risk of urbanization, as a challenge, and the issue of social ills as a challenge. Although it is not specific to say homelessness is an issue, it talks about social ills. In the social ills, homelessness included. It does not say the homelessness, but I know that in our next IDP the issue of homelessness will come in as a social ill that is well articulated".
Participant 11.

The 2012 – 2017 IDP of eThekweni municipality has not mentioned the issues of homelessness among the priorities of the city. However, the current IDP for 2017/2021 recognizes issues of homelessness as the result of the 2016 study that facilitated by HSRC in 2016 but does not provide it as part of city priorities and key social issues. The White Paper on Developmental Local Government as cited by Molaba (2016) prioritizes a vision of a developmental local government that employs people-centered development, a people-driven approach in finding sustainable solutions to meet the basic needs and improve the quality of life of the local members.

In the absence of the policy framework that guards the participant on the people in the activities, the projects are likely to either fail or be ineffective. Tipple and Speak (n.d: 01) argue that strategies to end homelessness usually fail or become ineffective because there are "frequently developed without a full understanding of the needs of homeless people or the personal, social or cultural context within which homelessness is experienced". However, the IDP does address issues of housing and human settlement with no direct consideration of the homeless group and how the city plan to accommodate homeless people or to address issues concerning homelessness either through social welfare intentions, housing or within its mandate of the city development.

This research project finds indicates that street homeless people have not been engaged in the IDP formation and strategic planning by the municipality. Whereas the integrated community development model mandated to follow each step of community development, namely, planning, organizing, implementation, monitoring, and evaluation, to effectively and successfully integrate various elements or components and role players in the processes (Arikawei and Etigbamo, 2015). The affected members are to be part of all stages of development. The government officials and homeless people asserted that street homeless people it not consulted or been involved in the IDP of the eThekweni municipality. Such participation exclusion is controversial to the Constitution of the Republic of South Africa (Act 108 of 1996), section 152(1) (e). This Act according to Molaba (2016) encourages the involvement of communities and community organizations in local government matters.

The majority had no idea of the IDP. Arikawei and Etigbamo (2015) state that community members should be encouraged, fully mobilized to participate equally in the entire process for integrated development to bring successful improvement in the implementation of the programme at the community level. This requires intense engagement with communities which may involve some public education on the community programmes procedures and their participation.

4.6. Participation

The majority of the homeless people interviewed stated that they had never participated in any development planning or heard of anything from the municipality except being assaulted and forcefully removed from their sleeping zones in the streets of Durban. They stated:

"I never had an opportunity, no one asked me about these things, and I have never been involved in any of these things". Participants 2.

"No, they think 'siyididi' (useless) here. They think we are mentally ill, instead, they will ask you what happened to a car that has a damaged window. However, something good related to development, no. I have never been a call to a meeting to ask what we want. I have never come across a situation like that". Participant 6.

Participant 7 responded with anger pointing were wounded by the metro police. Other participants also responded similarly, saying that they do not have any contacts with the municipality, they have never been involved in anything that the municipality is doing, stating that;

"I do not even understand things from the municipality... Maybe it because I live on the street, you cannot participate in things because you are dirty, you are wearing like this". Participant 1.

"Never, no. How do I participate when they assault us outside? Must I participate when they assault me outside? You can see what they did over here". Participant 7.

"They consult us through black jerks (municipality securities)". Participant 23.

Participant 5 stated he had not been a call to participate but would like to participate whenever there is an opportunity. Supported by Participant 6 who appreciated to be allowed to car guard arguing that if he is given a chance to participate in something he would like to participate, stating that;

"As long as there are meetings and projects that will be able to assist us, we will defiantly participate in. Participant 5.

"I am doing car-guard due to the municipality assistance". Participant 6.

Due to the harsh treatment, they receive from the municipality, many participants stated that they would never participate in the municipality's development planning programmes. Participant 7 stated that he does not want anything to do with the municipality; he will never participate in anything they do. The way treated on the street by the municipality according to him, makes him hate anything that has to do with the municipality. Therefore, the municipality treatment towards homeless persons prevents them from engaging as partners in matters related to addressing their condition. Supported by other participants stated that;

“Never... (Violently). We have no voice to speak with them”. Participant 7.

"They give us hard times those people. I have never been; you want me to go to their offices? They will lock us up and get us charged". Participant 4.

“Instead of the municipality to do what is supposed to be doing, but instead they fight with us. There is nothing that solved by violence. The people who are here have brains, some of them are educated, and they know everything. What the municipality is doing is wrong, we are people from South Africa, you must talk to people, and you must not assault them”. Participant 19.

Due to the conflictual relationship that homeless people have with the municipality, some organizations lose the trust of the homeless people if they discover that those organizations have a relationship with the municipality. A staff member at the drop-in center confirmed this and indicated that whenever homeless people saw her jumping off the municipality vehicle she had to assure them that she was not selling them out, stating that:

“The homeless wanted nothing to do with the municipality because of operation ‘khuculula iTheku’ because they claimed the municipality is abusing them, is moving them, so they hate the municipality. Talking about the municipality got them angry. We had to explain that the Safer Cities programme is the unit of the municipality that supports them, favors them, and does not want them to see them being on the street. These are the ones who organized to hear their grievances”. Participant 13.

Homeless people's oppression and internalized poverty is another obstacle to their participation. Oppression according to Mullaly (2002) refers to the politically, economically, socially and culturally domination of subordinate groups in society by a powerful group. The socio-economic status of homeless citizens becomes the hindrance to participating effectively and recognized as important stakeholders and community members in the municipality jurisdictions. While Silver *et al* (2010) acknowledge the issues of power struggle limiting participation between the elite and the marginalized, conceptualizing it as consensus versus conflict. Participation according to Arnstein (1969) is a categorical term for citizen power,

which means redistribution of power that enables future inclusion of the have-not citizens from the political and economic processes, to determine the sharing of benefits, information, the setting of goals and policies, and resources allocation.

Being poor means having less power and it has become a disadvantage in the current system. Participation is supposedly the instrument to empower the poor and disadvantaged as a capacity-building strategy in development. Silver *et al* (2010) mention that participation is a representation of grassroots resistance to powerful elites and neo-liberalization. Rather than seeing participation as either consensus-building or conflicts of interest, as either a top-down or bottom-up process, the evidence suggests that it can be all of these". Participant 3 replied the same with other participants that he never heard about the municipality whereas he has been on the street for more than two years homeless. Saying that

"It my first-time hearing about the municipality. I never had anything to do with the municipality expect when the metro come and move us. Who we are to be taken seriously, we just street people. I have never". Participant 3.

The psychological internalization of their condition as less valued people is a serious hindrance to street homeless people's participation. Dominelli (2002) points out that internalized oppression has many negative side effects including denial and self-neglect leading to more personal exclusion to societal structures. This has repercussions for social justice and human rights expulsion facing homeless people. The participant above sees his community of homeless people as nothing among the residences of eThekweni municipality and considered in anything that the municipality is doing in their areas. One can argue that the people have not internalized their condition, based on the responses, they do not participate because there is no conducive environment for them to do so. They mentioned being oppressed, which also speaks about the lack of a conducive environment.

On the other hand, the government officials and the NGO staff members claimed there during the initiation of Qalakabusha, there was a consultation of homeless people a long time ago. One of them stated:

"I wouldn't say there were involved because it was the information that we gathered from them during the initial processes, there were involved during the profiling, but what came out of that profiling was the technocratic analysis of the problem and then we came up with the intervention, then when we were intervening, we were intervening directly... They were involved as the respondents that gave rise to Qalakabusha and then there were involved as the recipients of the project. So not in the actual processing of the project". Participant 11.

This participant assumed that as the project came as the result of the profiling of the homeless people, therefore, they were involved as the respondents that informed the decision of the municipality to initiate Qalakabusha. Kemmis *et al* (2014) approve that this is another form of participation, arguing that this is called participatory research, which commonly used in applied action research and community-based learning to identify local problems and interventions. However, according to Tesoriero, (2010) community participation refers to full decision making and the ability to influence change, either representative or deliberate participation, the central part is people representation of their voices throughout the project stages.

The participants were further asked if their opinions and contributions as stakeholders would make a difference in the municipality policies, particularly the IDP and in their lives. The majority saw no use of being involved because they not taken seriously. Siphuma (2009) emphasizes that the important consideration for public participation is control; therefore, the feeling of not taken seriously will affect their power in thinking, acting, and controlling the action in the collaborative effort. Some agreed that they could have a positive contribution if they can be involved in stakeholders and members of the community. Some participants mentioned that they have skills that can help the municipality save money to hire contractors and to give them jobs to have an income as a way in which they can participate, stating that;

"If the homeless people sit in the meetings, tell what they need, if we can be part of it and say this is what we want, and the municipality should call us, work with us... We are people too, we think, we can come up with something. If you take a homeless person who stays in the shelter and asks them to work on the wall, give them paints, and to fix the windows, prepare them something to eat then we can be able to do something". Participant 3.

"For example, we can be the ones cleaning the city. Let us say I have a skill in cooking, if there is a function somewhere, they call me to cook". Participant 17.

Similarly, others pointed out that they have skills that they contribute to the development of the city if they a chance to participate and to make their own lives better. Arguing that due to their condition of being on the street, they hardly get jobs, if they do, they are underpaid compared to other people. Stating that;

"I was working for the public works department for 19 years of service; I am qualified in carpentry, road works, etc. I do buildings. We got skills. The only this is that we can't get a job". Participant 8.

"I am a nurse. I was in the theatre for 10 years. Participant 9 (White Female, age and years not disclosed).

"I am a professional carpenter. I just do not have the tools. I went around looking for companies, it just hard because you do not have ID... There are business people on the street; there are people who had their businesses. People who have potential, it's just that sometimes things happen in life we don't know". Participant 5.

"There is a lot I can help with in the community. I can encourage people not to abuse drugs, those who want to play soccer, who want to sing, because I did most of the things, I did play soccer, I have sung". Participant 6.

Participant 16 also indicated that if there were a chance, he would like to participate, stating that;

"It can depend on what development. Participant 16.

The participants as one of the hindrances towards participation also highlight the racial issues and age restriction. The age-related hindrances according to Cachadinha *et al*, (2011) include a level of education, health, personal restrictions as well as a physical social environment that can hinder the social participation of older persons that tends to decrease with age. However, in the fight against aged exclusion, in 2009, the DSD proposed a new holistic, and positive developmental approach to aging which also seeks to keep older persons in their families and communities as long as possible and promotes the full participation of older persons in developmental processes (Jordan, 2009). Nevertheless, aged street homeless people feel they do not benefit from such programmes.

"Because I am white now, I am not racist don't get me wrong I can't work, but if I am given the opportunity I would like to work". Participant 3.

"If you are 'shoshoba' you are not part of the society; you are not part of the normal people. You do not benefit from the municipality because they are against you. You have no proof of residence; you have nothing". Participant 15.

The participant feels that with the focus on black empowerment, the poor white minority does not get equal opportunities as blacks, similarly the focus on the youth disadvantage those who are non-youth from gaining access to government opportunities. Schuermans and Visser (2005) challenge the normalized position that whites are wealthy, and agree that post-apartheid, the focus has been on non-white, neglecting the white minority South Africans, where the government tries to address marginalized communities grappling with apartheid induced poverty, unemployment, and homelessness, among other issues. Correspondingly, the "research released by the University of South Africa's Bureau for Market Research, estimated that at least 400 000 whites---or about ten percent of the white population-- currently live below

the poverty line, as compared to none in 1990" (Schuermans and Visser, 2005: 259). Participant 2 believes that if they can be involved, they will contribute positively to the change in the city. Stating that,

"It can be helpful... At my age now, I do not know how I would participate... I am already almost 60 now. Who will worry about me now at my age?" Participant 2.

Participant 1 when she asked the same question about how she would like to participate, saw it as impossible as she is clueless of what the municipality does, she has never been involved in anything or had any engagement with the municipality. Research shows that the involvement of the disadvantaged groups is minimal in the IDP. Williamson and Sithole (2006) argue that the so-called decentralized developmental policy, the IDP has proven itself to be not representing those in the margins because of its representative participation which allows certain groups to participate in the confined official spaces, excluding the vulnerable, therefore the elites gain more power and control in the decision-making process and planning.

The lack of knowledge of the participants is not surprising because the IDP Guide Pack (n.d) makes it clear in the IDP principles of public participation that the elected council is the ultimate decision-making forum on IDPs. The public participation is institutionalized and structured because most of the new municipalities are too big in terms of population size and areas to allow for direct participation of most of the residents in complex planning processes. eThekweni Municipality is one of the biggest municipalities in KwaZulu-Natal province.

Sebei (2013) argued that public citizens have a role to play in the policymaking process, which includes stages namely; agenda setting, policy formulation, policy legitimation, policy implementation, policy evaluation, and change. Since homeless people denied being involved in any of these stages of Qalakabusha, the government official was asked about the participation of homeless people in the IDP of eThekweni municipality. Participant 11 agreed that homeless people have not been directly taking part in the development policies, the IDP in particular. Participant 11 concluded by maintaining that local communities consulted, which can be part of the public consultation process:

"I do not think that it has ever happened that a specific community wanted to integrate the voices of the homeless in community-based planning. So, there are NGOs that are involved who are servicing the homeless people, who could be, could have been the mouthpiece of the homeless people, but not the homeless direct, so they represent the case of homeless people. Because it is not an easy population to work with to say come, homeless people. If you call homeless people, you are calling every person who stays

in a shack, that person will say I am homeless because I also do not have a place that is why I say there are categories of homelessness". Participant 11.

"The homeless people are too busy, you can't put them in the boardroom and say you must sit in meetings this thing will help you with which it is still going to take time. I think they were included only through the study... It was fine to engage with them through the research for them to say what they want". Participant 22.

The literature in chapter 2 indicated that one of the challenges to street homeless people's participation includes the failure to have a constitutional and working definition of homelessness. Consequently, the government official participant claims that homeless people are not an easy population to work with, which is one of the causes of no direct participation. The City of Tshwane experienced the same challenge in providing a working definition for its projects to combat homelessness (De Beer and Vally, 2015).

To conclude this theme, it is evident that the street homeless people have not been directly involved in the IDP processes and Qalakabusha Project. It assumes that through profiling, NGOs and other general public engagement platforms, the concerns of homeless people issues raised in the IDP and gave rise to the Qalakabusha Project. The based on the larder of participation, the integrated development model, and the IDP guard, the municipality project has not included the homeless people as key stakeholders and role-players of their development. One can argue that the incapability of the municipality to address homelessness emanates from the exclusion of homeless people as the group of people or community have an opportunity to drive and own the processes of their change. However, this analysis does not suggest that the municipality is doing nothing to assist homeless people.

4.6.1. Age

The age indicated as one of the factors that play a crucial role in their reasons for not being able to participate in the municipality projects, particularly those that aim to address their homeless condition, and the IDP. Participant 4 when he was asked how he would like to participate he replied by saying his old now, he does not see the need to participate. This was common among those who have reached the old age stage. Cachadinha *et al.*, (2011) observe that participation does decrease with aging. Participants stated that;

"No, am 54, how would I participate". Participant 4.

"I am already almost 60, I mean, who's going to worry about me now at my age".
Participant 3.

There are old age homes that the participants may apply for, instead, the street for them become the viable option. One may argue that the processes towards accessing the homes may be frustrating and the criteria are not homeless person friendly. Hence Wentzel (2009), Donoghue and Potgieter (2013), Sewpaul (2012) and Naidoo (2010) acknowledged that homeless community experiences deprive them of access to basic human services. The process criteria for the government-subsidized homes by the DSD positions that it can accommodate; “Older people who are very frail and in need of full-time attendance in an old age home. People who receive an old age grant. Females who are 60 years and older, and males who are 65 years and older” (Department of Social Development, 2017). Which automatically excludes the majority of the old age homeless persons. The steps for the old age home application include that an aged person'

Have to apply directly to the home itself, as every home as its requirements and fee structure. The Department of Social Development screens the applicants and will subsidize those who are very frail or disabled and who need assistance. The final decision about admitting a person made by the organization that manages the home. Those who do not need a subsidy for their board and lodging fees can also apply directly to the home. It is then up to the management of the home to decide whether to accept the person (Department of Social Development, 2017).

According to the Aged Persons Act, 1967 (Act no 81 of 1067) cited by Jordan (2009: 6) which "provides for the protection and welfare of certain aged and debilitated persons, for the care of their interests, for the establishment and registration of certain institutions and the accommodation and care of such persons in such institutions". The Department of Social Development has tried to ensure that elderly people's participation is encouraged. The participant's age groups ranged from 18 years old to 60 years old with a minimum of 2-year experience living on the street.

4.6.2. Hopelessness

In this context, hopelessness defined as the state of losing hope and not believing that something positive can still occur in the homeless condition in Durban and to homeless people. This subtheme discovered to be in two forms. The first form was the homeless people who had no hope about their lives to be changed and that they can participate in the development of the city, in the project initiation and development policies. The other form of hopelessness was from the officials who sometimes believe that reducing and ending homelessness is almost impossible and difficult to work with the diverse groups of homeless individuals. Stating that;

“The street community I don’t see the thing they can do”. Participant 1.

The hopelessness by the participant indicates that some of the homeless people do not see that they have a role to play in the development initiatives. However, one of the roles of community development workers (CDW) is to bring hope to the community. These roles of a CDW according to Swanepoel and De Beer (2011) in addition to ensuring participation and working with communities include guide, to facilitate, advise, advocate, and to be an enabler. One can argue that the homeless community is denied access to the development of the city. The experiences of the participants and the literature show that the homeless community is the victim of the development that should also benefit them. To minimize such conflicts, Swanepoel and De Beer (2011) identifies four principles to encourage participation in people-centered development, emphasizing the importance of integrated development to ensure that development is multifaceted.

Participants indicated that homelessness is impossible to end, as much as the municipality has strategies to deal with homelessness, however, the attitude is that it is impossible and difficult to end homeless, particularly working with the homeless community. Maintaining that;

"We cannot end homelessness. I mean street homelessness. Because all the time the cities will always be the hub for economic activity, and there is no guarantee that when you go to the cities you will get the job". Participant 11.

"Homeless people, you cannot finish them. Because even the mentality is not the same". Participant 15.

"This is a thing of ending homelessness is hard. Because there are two groups, yes you can finish 'oshoshoba', but you cannot finish 'amaphara', because amaphara they are focused on Wonga. If you want to finish 'amaphara', you must finish Wonga first because there are just here for Wonga. However, the only thing that the government can finish is 'oshoshoba'. The biggest struggle of 'oshoshoba' is a place to stay, if they can get accommodation, the jobs will come. Because now it hard to get a job if you sleep on the street". Participant 21.

"Homelessness will never end when we come to reality. Yesterday we sent someone home, in Nquthu but today two whites' people arrived... There are people whom we have managed to get them jobs, but they left those jobs to go back on the street.... The problem is that it people from Cape Town, and people Johnsonburg, its people from far places". Participant 13.

The participant indicates that homelessness is among the socio-economic issues that are not only locally based but also global economic crises such as unemployment and urban cities facing overpopulation, which leave some, people houseless and become homeless in the search for new adventures and opportunities. Contrary to the above participants, other participants

believed that homelessness could end. When they were asked if they think homelessness can end, they stated that;

“Yes, it can be ended”. Participant 4.

“A person why wouldn’t go to the shelter when there is shelter provided, as am telling that a shelter will mean the end of homelessness”. Participant 24.

“The biggest problem with homeless people is drugs. There are a lot of contributing factors even negligent or absent parents contribute, but I am very positive that everything is possible. Participant 22.

The studies confirm that unemployment, substance abuse, migration, and job-seeking are among the top pathways to homelessness (Desmond, *et al.*, 2016). This subtheme derived from numerous questions whereby the participants showed signs of hopelessness in their responses. No specific question in the research schedule that required participants to talk about their hope in ending homelessness.

4.6.3. No Responses

There were instances where the participants chose not to respond because the question was either uncomfortable with them in terms of revealing the information that they assume will cause harm, some questions the participants certainly had no response to them because they did not know the answer. Blanche *et al* (2011) state that qualitative research and ethnography are interested in the analysis and collecting data through spoken language and observation, therefore the researcher pays attention to the unspoken language. The street homeless people had most of the questions that they indicated to have no response. The academics agree that having no response in the research question is a response. Sullivan (2011) refers to it as blank subjectivity, which looks to the moment of conversation exchanges, lines of text, and is interested in the construction of these moments. There is always a reason for not having a response and that information is paramount important in the research data analysis. Hence, participants have the right to withdraw at any stage of the research, the information provided prior, and reaction can be used in the data analysis.

Participants were asked how they would like to participate and how homeless people can contribute to the development of the city. The participants were further asked about the best interests of street people or their needs. Participant 2 responded by stating he had no experience of working with the municipality, he does not know. Participants stated that;

“Don’t know, I can’t give you the direct answer”. Participant 2.

“I don’t know”. Participant 25.

These are some of the challenges in addressing homelessness because some of the few homeless individuals do not know what actual assistance they require based on their needs. Ife (2016) argues that development is about empowerment; empowering the disadvantaged to take charge of their development, distribution of power from the have to the have not. Swanepoel and De Beer (2011) as a result, emphasizes the public education role as a way of empowering local communities. Therefore, an integrated, participatory strategy that is inclusive of the homeless community as key drivers can minimize the risk of imposing what the government officials and NGOs assume is in the best interest of the homeless community.

4.7. CONCLUSION

The majority of the homeless people indicated negative experiences with the municipality and had limited knowledge of the Qalakabusha Project. The concept of homelessness only applied to their current condition of living on the street, not necessarily to mean the absence of families. One may argue that most of the participants are houseless, not homeless, as the majority have homes and families elsewhere. Khalema et al (2016) study revealed that the government representatives perceive homeless people as those living and sleeping on the street daily, who usually lack basic needs, job skills, no shelter, and financial instability. Hence, this study focused on sleeping on the street pavements, bridges, and open spaces in the city.

This chapter explored various lived experiences of homeless people, by interrogating their participation in the Qalakabusha Project as a case study of analysis to understand their integration in the development policies, using the Integrated Development Plan of eThekweni. It revealed that the homeless people's experiences of humiliation, disgrace, embarrassment, dishonor, suspicion, and disrespect hindered their participation in development. Homelessness according to Mangayi (2014) and Hills (2015) is not a soft option as a lifestyle choice because, during clean-ups in the city, the homeless bullied by police when raids conducted, they feel unloved and unwanted, shunned, ignored, frequently suffer poor self-esteem, and loneliness. Homeless people are exposed to injury and assault through beatings, stabbings, and vehicles (Hills, 2015). Furthermore, survival techniques on the street draws attention, picking food in the rubbish bins, recyclable items like cardboard, glass, and tins, being hungry, dirty, addicted, cold and wet in winter, prostitution, petty crime, jobless, unskilled (Mangayi, 2014). All the

experiences of making them seen as waste and making the city look dirty add up to their inferiority, internalized sense of hopelessness and the feeling of being useless.

The dominant experience was that homeless people engage in antisocial behaviors such as crime, prostitution, and drug abuse as the coping mechanism to be able to survive on the street. Durban's Street-Wise, an organization caring for homeless youth in Durban state that children and young man living in the street are vulnerable to abuse and exploitation by the public, expose to harassment, assault by members of both the Metro Police and the SAPS, premature death, robbery, gang violence and sexual assault done by elder ones (Hills, 2015). Homeless people do not face this brutality only among themselves; also, government officials have brutally attacked street homeless people. Therefore, homeless people develop survival strategies to deal with the challenges of survival they face on the street, their homes.

CHAPTER FIVE

CONCLUSIONS AND SIGNIFICANCE OF THE STUDY

5.1 CONCLUSIONS

This dissertation aimed to explore the extent to which street homeless people are integrated into the development plan of eThekweni municipality. The Qalakabusha project was used as the case study of analysis as one of the projects facilitated by the municipality to address homelessness in Durban. The assumptions that motivated the study were as follows;

- A. Very few people who are living on the street or homeless because they do not have homes, but they left homes for different reasons, and the failure to understand the root causes of homelessness result in the failure to address this problem and end up addressing street homeless people not the problem.
- B. The Integrated Development Plan of eThekweni has not done enough to integrate homeless people as valuable members of society.
- C. The inability to include affected people in the development policies formation process and initiatives that aim at addressing their problems is one of the shortcomings for effective development. The failure to address homelessness in Durban is deeply entrenched on the exclusion of homeless people as the key stakeholders in the development policies and projects that aim to address their condition.
- D. If homeless people brought as key stakeholders in the development policies and initiatives, there will be a lot of potentials for Durban to be a safer city and many other developmental benefits.

The study employed qualitative methods, mostly semi-structured interviews and thematic tools to analyze the findings. Study participants included different role players such as government officials, the street homeless community, NGOs and academic personnel working with homeless people. Therefore, the objectives that guided the study interview schedule were;

- A. To determine how homeless people participate in eThekweni Municipality's development initiatives and planning.
- B. To determine the effectiveness of eThekweni Municipality's integrated development-planning processes in addressing homelessness.

- C. To assess the development benefits of featuring street homeless people as stakeholders in developing policies and initiatives.

To prove this, the Integrated Development Model is used in this research as the framework. The approach is a holistic model that brings the social, economic, political and technological development to advance the desired quality of life and change in the society" (Arikawei and Etigbamo, 2005). Municipal Integrated Development Plans (IDPs) are a practical example of the application of this model. Scholars such as Ife (2016) argue for development strategies that are considerate of the global social issues that affect local communities by emphasizing principles that value local resources and connect them with global development.

This dissertation sought to examine how the poorest segments of society participate in development planning by interrogating the participation of street homeless people in development. Philips and Pittman (2015) maintain that development practice must always seek to maximize participation as a concept for development from below, empowerment, and consciousness-raising processes while increasing community ownership and inclusive development. Similarly, Swanepoel and De Beer (2011) refer to participation as the central principle in the development practice and for meaningful change. This principle embedded in the democratic and grassroots development model. Participation in this context refers to the process of integration, where different role players in the development processes take part in full decision making in all phases of development, including affected communities. However, the literature indicates that participation is a myth, the elite tends to benefit from the strategies and policies aiming to empower those at the margins, as the result, the voices of the marginalized communities are not included in the development planning.

This chapter concludes the research findings and discusses the significance of the study in research, policy, and practice. The chapter is organized according to the research objectives and research questions. The conclusions based on the research themes, theoretical framework, and study questions/objectives.

5.1.1. Homeless People's Participation in eThekweni Municipality's Development Initiatives and Planning

There has been a great transformation in understanding and created a platform for the homeless community to participate in the development of the city. Comparing the past IDPs and current, IDP for 2017-2021, the homeless community is recognized as an important concern of the city

and their voices collected through the participatory research conducted by the HSRC in Durban, which the current IDP borrows. Round visits were by the research steering committee conducted in 2016 by HSRC to validate the findings with the participants (Desmond, 2016). However, this research project demonstrated that there is still no direct participation of the homeless people in the planning, execution, and evaluation of development plans, particularly those that seek to address issues of homelessness. The homeless participants interviewed were people who have been on the street for more than four years. Their residence in the streets coincided with the planning and launch of Qalakabusha. The majority indicated to have had no relationship with the municipality and the findings indicate that they have not participated in the municipality's development planning process.

According to Rampersad (2014) and Shembe (2014), the formation of the Qalakabusha project on the IDP came because of the profiling of the homeless community in Durban. Meaning that the strategy was not mainly to address homelessness, but to deal with the safety of the city and the clean-ups that were taking place at Albert Park (Wonga Park) to enforce the bylaws and safety of the city. The integration of other services under the seven pillars of the project aimed at supporting the homeless people through the process of cleaning the city while forceful removal applied.

There are different forms of participation, and the approach used in the Qalakabusha project is justified to have applied representative and consultative participation. The integrated development model and participation recognized this form of participation by arguing that depending on the context, deliberate and direct participation may not always be applicable such as when dealing with larger a community (Arnstein, 1969). However, my findings show an extremely limited application of participation in an integrated development model that informed the IDP's initiatives to combat homelessness.

5.1.2 The effectiveness of eThekweni Municipality's Integrated Development Planning processes in addressing homelessness.

The research findings showed that there are three main challenges in the effective implementation of the Qalakabusha project and the IDP. However, there are also some success stories as well. These challenges are the same for both the Qalakabusha project and the IDP in general. The first obstacle is that there are limited resources allocated for addressing homelessness. This connected to the second challenge, which is that homelessness was not the

mandate of the municipality, but provincial and national governments. The last challenge is that working with the diverse and disorganized homeless community with various unique needs was a stabling block.

5.1.2.1. Challenges of the Qalakabusha Project

The participant from government officials mentioned that there are limited resources directed to addressing homelessness in the municipality budget and for the Qalakabusha project. The resources include human and financial capital, and physical infrastructure to deal with the influx of homeless people coming to the city and to implement all pillars of the project effectively. The NGOs play a crucial role to cover the gap in terms of resources to expand the work with disadvantaged communities. Collaboration with other government departments such as DSD, and rehabilitation centers, and NGOs including the business sector was in place to address the issues of limited resources. Such extension and sharing of responsibility as part of ensuring the integration process in the project and to provide the interdisciplinary services.

The findings indicated that the majority of the homeless community has no direct engagement with the municipality except the police when they are being removed from the streets. The homeless community has little experience assisted by the municipality to address homelessness effectively. The findings indicated that dealing with homelessness was not initially the mandate of the local municipality. Hence, the bylaws applied in dealing with the issue and limited resources channeled to the Qalakabusha project. Therefore, homelessness was previously not included in the IDP except the current IDP for 2017 to 2021 after the recognition of homelessness and a shift in the understanding of homelessness.

The homeless community is a diverse group. This is due to different pathways to homelessness to each individual and their backgrounds. Working with a diverse group with conflicting interests and needs becomes a challenge particularly when using a blanket approach. The Qalakabusha project hence is a multi-strategic programme with seven pillars to address dominant issues affecting homeless people and support them to regain their lives through rehabilitation, skills development, and family reunification (Shembe, 2014). Homeless forums and committee's initiation established to close this gab.

5.1.2.2. A successful story of the Qalakabusha Project?

There has been no official Qalakabusha project evaluation report made accessible to the public. The statistics of people who have benefited from the programme in the IDP report give the

figures of how many homeless persons reached through the project and which pillars successfully implemented. The current eThekweni municipality adopted IDP for (2017/18 to 2021/22) as discussed in chapter four indicate 1800 reached in Qalakabusha programme since 2014, 200 referred to rehabilitation centers, 78 drug and substance abuse awareness programmes and capacity building workshops conducted, seventeen Local Drug Action Committees established. This brief review of the project beneficiaries only shows the list of pillars of the Qalakabusha project that implemented and the number of people who benefited.

One can argue that the Needs-Based Development framework informed the approach because the project aimed at addressing crises at hand discovered through profiling of the homeless community, not initiated by homeless people themselves. Whereas, the integrated development that informs the activities of the municipality and the IDP is according to Dhamotharan (2009) is a capacity and sustainable development model, an integrated and participatory approach. The model focuses on locally driven development. As a result, the numbers quoted by the Municipality do not tell us about the impact it had on beneficiaries, such as moving them out of the street, finding jobs, and not relapsing from drug addiction. However, the data also shows that the programme was effective in the skills development as stated in eThekweni municipality adopted IDP for (2017/18 to 2021/22: 59) that "through the Skills Development programme offered by one of the partners 47 drug users have started their businesses and two are in permanent employment". Nevertheless, the majority of participants have no clue of what Qalakabusha project is, none has indicated to have been reached or benefited from the project.

5.1.2.3. A Paradigm shift in dealing with homelessness?

The current IDP reflects that there has been a change in the thinking around ways in which homeless addressed. This change informed by the research findings on the study conducted by the HSRC in partnership with the safer cities department. Since then, homeless forums and public participation enforced by participatory research strategy adopted and public discussions with all relevant sectors, government departments, and private sectors and NGOs. Dhamotharan (2009) maintains that communities are motivated to excel when they have powered to decide on the modalities and strategies of local projects. The establishment of the Durban Homeless forum, HSRC 2016 research steering committees consisting of few members from the homeless community, and public engagement including homeless people assumed to have led to the recognition of homelessness in the current IDP of eThekweni municipality.

One may argue that the integrated development model featured successfully in the current IDP. The paradigm shift is also evident in the proposed plans, which according to eThekweni municipality adopted IDP for (2017/18 to 2021/22: 59) and a study by Desmond, *et al* (2016) includes;

Support in accessing employment opportunities and skills development programmes. To standardize municipalities' approaches to shelter provision and regulation. Referral center/helpdesk for homeless people. Adopt alternative enforcement approaches towards street and shelter living. Improve public awareness of the nature and extent of homelessness. Improve access to basic service. Engage in partnerships with NGO's and CBO's that work closely with homeless people to assist.

These plans not declared implemented under the Qalakabusha project. They proposed after the review of the project and recognition of the issues of homelessness as the social ill affecting the city of Durban. There is no current proposed project to undertake these plans, hence Qalakabusha project remains the only activity and structured programme dealing with homelessness.

5.1.3 Street Homeless People as Stakeholders in Development Policies and Initiatives

There are many advantages and opportunities mentioned by participants in the study regarding the potential and possible positive contributions homeless people can have if they are allowed to participate fully as role players and key stakeholders in the IDP and projects that are aimed at addressing homelessness. There were also a few challenges that prevent homeless people from participating meaningfully in the city development project planning and policies. The previous chapters and section dealt mostly with the challenge and negative experiences; hence, this section will be concluding these opportunities or potentials.

This study indicated that if homeless people are involved as key stakeholders in the development processes and projects of the city, it could enhance social capital and lead to capacity building as well as skills development. Philips and Pittman (2015) argue that social capacity facilitates and leads to development, citizen's abilities to organize and mobilize resources for the accomplishment of common goals. The participants stated that their involvement would mean they can do many skilled jobs, and the government will not have to hire companies as they have different skills in terms plumbing, construction, catering, car guarding, security, and many other skills they have which can be mobilized to get them jobs and improve their skills.

Homeless participants indicated their willingness in participating in the building of the shelters for the homeless. Correspondingly, eThekweni municipality 2017-2022 IDP proposed the regulated and standardized shelters for homeless people as per the recommendations provided by homeless participants in the study conducted by Desmond, et al., (2016). The data and literature showed that having a shelter designated for homeless people would lead to easy access to social services. They can also earn salaries to afford good accommodation and to go back home. Featuring homeless people, therefore, have many opportunities for mobilizing skills and positive response from the affected citizens. Philips and Pittman (2009: 06) believe that when communities are capacitated, they can "work together effectively to develop and sustain strong relationships; solve problems and make group decisions; and collaborate effectively to plan, set goals, and get things done". This will mean street homeless people themselves take direct ownership of their change and city development.

Participation has different levels and meanings. Development can take place effectively when all members of the community and affected citizens reach a stage where they can exercise deliberative and have participatory democracy. This stage according to the Arnstein's ladder of participation and Philips and Pittman (2015), it refers to a stage where there is citizen's control and has delegated power. The advantages of this stage include community-taking ownership of the development process and their socio-economic status change. The participants indicated that if they are part of the initiatives, they could be able to say what they want to meet their needs and be physically involved in the planning process of the municipality. The various issues and different expectations can be resolved.

The potentials in featuring homeless people in the development policies formulation and planning are that it increases chances for the effective use of resources to address directly the immediate and long terms needs of the homeless people. These resources include human, economic, social, environmental and physical infrastructure. According to Philips and Pittman (2015) and Swanepoel and De Beer (2011), people are likely to participate if they feel the issue is important, it will bring meaningful change, and when diverse skills, talents, and interests are considered. As the result, mobilization of local resources and local industry applied to ensure sustainable development, and minimize the chances of external communities and stakeholders to benefit from the local resources as local and affected people for their benefits use them.

5.2. SIGNIFICANCE OF THE STUDY

This section presents the significance of the study based on the problem statement discussed in chapter one, the aim of the study, and the implication of the study outlined in chapter three. Applied research according to Ritchie et al (2014) utilizes the acquired knowledge to contribute to change and to solve the problem at hand, therefore research is significant to the degree that it seeks to improve practice in the current issues to provide solutions. Relevantly, this study is applied research aimed to improve grassroots and democratic local development in dealing with vulnerable and disadvantaged societies by exploring the current practice and approaches of the city of Durban in addressing homelessness. As stated in the introductory chapter, this study was motivated to explore the participation of the homeless community in development planning due to the researcher's experience as a homeless person in the past. The Qalakabusha project was used as the case study of analysis to explore strategies employed in addressing homelessness in Durban. The significance of the study is categorized into three main classifications: contribution to research gaps, the potential impact on the development policies of eThekweni municipality, and improving development practice.

5.2.1 The Role of Study in Exploring Homeless Development Model

Homelessness is a global phenomenon; its impact is evident across the globe and nationwide. In the US, the state of Utah has done extensive work in addressing homelessness by developing a framework, or developmental model that assists in addressing homelessness. Day *et al* (2014: 06) maintain, "Utah has a ten-year plan to end both chronic and veteran homelessness by the end of 2015. Chronic homelessness has declined 72 percent since 2005 and chronic homelessness among veterans has reached an effective zero". This calls for further research on global lessons, and assessment of local context as to what model applied to address homelessness for each geographical context. This study has identified the gap in the failure in including the homeless communities as full participants in development planning and the importance of involving the affected groups.

In South Africa, other provinces such as Gauteng Province in the city of Tshwane and Cape Town in the Western Cape Province using the participatory tools and platforms have done good work around issues of homelessness. Through homeless summits and forums, these provinces have been successful in developing local policies that deal directly with homelessness. These models of intervention are crucial to note in addressing and finding suitable models as per the

recommendations provided by the participants in this study and other local studies conducted in Durban.

The contribution that the study by the HSRC in Durban collaboratively with the safer cities department had in the current IDP of eThekweni municipality indicates the significance of the information sharing session and participatory research in finding a relevant model for addressing homelessness in Durban. There has been little investment in solution finding events, which are wider research-based, and solution-seeking such as research indaba for homelessness to gather different views on what action possible to address homelessness. The city of Tshwane Homeless Summit and the Cape Town homeless policy are the result of such gatherings where the practical guidelines discussed through full homeless participation and stakeholders involved.

The research shows that non-governmental organizations play a huge role in addressing homelessness in terms of providing rehabilitation services, social assistance, and health care services. In the study by Nzula (2016) that aimed to provide a platform for the homeless to share their experiences of services in a manner that could influence services to the homeless to make them more relevant, efficient and effective, the Khulisa Social Solution proved to play a huge role in addressing homelessness. Ulleberg (2009: 09) maintains, "NGOs increasingly demand that government priorities change by paying more attention to those people who have not yet been reached. They act therefore as innovators, critics, advocates and policy partners". The Qalakabusha project as stated by Shembe (2017) is a multi-disciplinary initiative consisting of the patterns from government departments, academics, NGO, FBO and private sectors including iTRUMP, Volunteers from Department of Community Safety and Liaison, Youth Ambassadors, Community Care Givers, Metro Rail, and Albert Park Community Crime Prevention Association. This research project indicated that there is a need to strengthen the work of NGOs and other non-profit organizations such as FBOs through research-based practice to bridge the gap in addressing homelessness.

The study participants provided how NGOs can improve and areas for support to the government in the fight against homelessness working collaboratively with the private sector. One cannot deny the role of the private sector in addressing homelessness. Ulleberg (2009) in the paper that outlines the role of NGOs in the education sector acknowledged that the private sector has a huge influence in terms of their decisions, their recommendations and their willingness to fund NGO activities. Hence, Shembe (2014) in the presentation of the

Qalakabusha Project made clear that the private sector from the business side in Durban has come on board in addressing homelessness in Durban. The private sector also assumes the responsibility in the fight against the homeless as the research findings have indicated. One can argue that the current NGOs practice does not result in ending homeless, rather it supports homeless communities and expand their access to services. This paper makes a call to move from a massaging approach to cure strategies.

This dissertation shows that homeless people have skills and talents, which are significant for the development of the city and their personal development. Hence, Sadiki (2016) maintains that interventions that aim to address homelessness should focus on skills development to conquer unemployment. Therefore, this research briefly provided the skills mapping and identification of various talents. That may assist in developing programmes that focus on specific skills development and targeted capacity development for talented individuals. The assumption is that the majority if not all homeless communities are still employable, and some are potential entrepreneurs. Their condition of homelessness may be disadvantaging and marginalize them from exercising their potential. Therefore, equity and equality in development according to Swanepoel and De Beer (2011) must balance. This would require creating an enabling environment to facilitate the growth of homeless people from the strength-based and asset-based perspective. As a result, their participation in development remains sustainable, effective in terms of productivity, and self-resilience.

5.2.2 The Significance of the Study in Influencing Policies that enforce Participatory Democracy and Practice

Meaningful participation highlighted as a crucial component in the study to create an environment that deals with issues of elite domination in the process of policy formation and development planning. As a core guiding principle of planning development programmes, Swanepoel and De Beer (2011: 29) urge planners not to “mobilize people to play a minor role in a project and to fill a subordinate position, concerning professionals, bureaucrats, and donors. If people are not the main role players, there is something wrong with their participation". According to Margot and Gupta (2015), Arnstein's ladder of participation, citizen control, and delegated power is an effective strategy for cost-effective practice when all mechanisms are in place to deal with challenges in participatory democracy and practice. The findings suggest that the homeless community must own Qalakabusha and other projects targeting homeless communities, the role of government is to facilitate the process and put all

resources to their exposure while dealing with issues of capacity development and meaningful involvement such as addressing conflict of interests and diverse groups within the homeless community and other stakeholders involved.

The IDP (2017-2021) indicated some success and -challenges in implementing the project as well as other study participants. This study's objective was to provide brief reporting on the effectiveness of the Qalakabusha project and its process in addressing homelessness. The study indicated the significance of continuous progress monitoring and evaluation from the early stages of development. This allows for adjustments in the plan to fast-forward or implement it differently based on daily, monthly, and quarterly feedback, which are both statistics-based, qualitative, and social change experienced. Development is both a means and an end, a process and an outcome (Philips and Pittman 2015). This means that the process is an iterative learning curve that is fundamentally important.

5.2.3. Allocation of Resources, the IDP, and City Development Priorities

There has been a great transformation in the attitude around homelessness from the government officials and stakeholders involved in homelessness. This shift is evident in the data and research conducted by HSRC (2016) study in Durban as well as the current IDP. However, there is still a gap in the prioritization of homelessness as one of the socio-economic issues in the current IDP (2017-2021) and other development initiatives. This includes the allocation of resources such as funds to facilitate the programmes aimed at addressing homelessness. A policy is a guideline document providing frameworks on the implementation of the strategized plan. However, the execution of such plans paralyzed by the absence of supporting resources such as financial resources.

The Cape Town homeless policy and Tshwane homeless policy have demonstrated the need to have a homeless based policy framework that will deal with various issues such as attitude, development initiatives, and support services. These policies collectively find a solution through the deliberate and democratic participation of homeless people in the forums, summits, research committees, and as key stakeholders in the process of dealing with homelessness. This significance of the study was to bring the diverse views from various stakeholders as a way of indicating the importance of eThekweni municipality to collaboratively design practical guidelines or review of the current development policies to be homeless considerate or friendly. In addition to that, the study's significance was to awaken stakeholders to be sensitive to the

needs of the homeless community and to provide both pro-active and preventative methods in ending homelessness.

5.3 Participants Recommendations

The participants had their recommendations on what they think should happen to assist homeless people and to end homelessness. The question was asked during the data collection about what participants think could end homelessness. Other recommendations aroused from the discussions as participants were sharing their experiences. The majority recommended shelters. Other services also recommended such as social services, safety, and security, employment among others.

The paramount need of the homeless community is to have a home, a shelter where they can feel safe. Similar to the study in Durban, an easily accessible, appropriately, free and safe shelter highlighted as one of the immediate needs of the homeless community (Desmond, *et al.*, 2016). The literature indicates that housing is always seen as the greatest and first priority of the houseless, the street homeless people (Toit, 2010), (Naidoo, 2010), (Sewpaul, 2012), and (Moyo *et al.*, 2015). Participant 10 emphasizes that it is hard to get assistance or employment without proper shelter. Participants proposed to enlarge the drop-in centers to be full time in the corners of Durban. Stated that homeless people can be assessed, and receive proper screening.

Most of the participants indicated that finding a job would change their life circumstances. The majority indicated job-seeking as their primary cause of being homeless. It was clear in these study findings and supported by the literature that finding a job, housing or shelter is the primary need of the homeless community. Participants acknowledged that in addition to housing, having a homeless designated shelter would add up many other advantages such as reaching out easily to the homeless community, skills development, and family reunification and rehabilitation. Hence, Desmond *et al.*, (2016) argue lack of skills capacity for well-paying jobs, and hunger may lead to homeless. Hence, the majority of the homeless people have requested assistance in finding jobs, suggesting that having employment will help street living people to escape homeless condition.

Other participants also emphasized have a drop-in center for homeless people and shelters that are accessible through collaboration with government departments, businesses, and NGOs. Participant 11 proposed the plans for integrating homelessness in the next IDP, working

collaboratively, in partnership with the public, and private sectors. This strategy was successfully adopted in the 2017/2021 IDP under the Social Development strategies, stating that the municipality has "Encompassed in the Social Development Plan, programmes targeting the homeless such as Drop-in Centers, shelters, job creation, and skills development, policy development, and targeted services are receiving priority (eThekweni municipality adopted IDP for 2017/18 to 2021/22: 385).

5.4. CONCLUSION

Homelessness is defined in various forms to include the groups of people who live in inadequate housing, at risk of homelessness, back yards, informal settlements, street dwellers, and abandoned buildings among others. This research focus was on the street homeless people which include those living in the street pavements, bridges, shelters designated for homeless people, parks, and any other open spaces in the street of Durban CBD that are not designed for human settlements. The study explored the participation of street homeless people in the IDP of eThekweni Municipality using the Qalakabusha project as the case study of analysis. The study findings indicated that the majority of homeless citizens in Durban had little experience of participating in the programme initiation and the IDP. Other participants who were government officials claimed that homeless people indirectly participated through research and community-based learning process when the IDP was developed. This research finding indicated that homeless people indirectly participated. The research concludes by arguing that some challenges faced by the project and the city in addressing homelessness are due to a lack of direct participation by homeless citizens to drive their development as people who are directly affected. This paper also acknowledges the effort that made in Durban in addressing homelessness, which include among others establishment of drop-in centers, hiring of social workers focused on Qalakabusha project, the implementation of some pillars on the Qalakabusha, transitional houses, and involvement of other organizations and government departments, including private sector in assisting homeless people.

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DATE: 29 September 2016

Dear Mr Martin Xaba

I am Lindani Maphumulo, a Masters student in the School of Built Environment and Development Studies, studying the Masters in Development Studies Research formally requests permission to interview officials in your department who are involved in the Qalabusha Project and to use the data collected from the department. I would like to use this data for my Masters dissertation entitled: "Exploring the integration of homeless citizens in the Integrated Development Plan of eThekweni Municipality, the case study of Qalabusha Project". The aim of this research is to explore the extent in which homeless people are integrated as part of the main society in the development policies, the Integrated Development Plan of eThekweni municipality.

Thank you

Kindly Regards

Lindani Maphumulo

lindanismaphumu@gmail.com

0768830623

Name of Supervisor: Dr Mvuselelo Ngcoya
School of Built Environment and Development Studies
Email: Ngcoyam2@ukzn.ac.za
Tel number: 031 260 2917

Permission to use data Granted by:

Name: _____

Signature: _____

Date: 29/09/2016

NAME OF DEPARTMENT

Built Environment and Development Studies, University of KwaZulu-Natal, Howard College Campus, Durban 4041



29 September 2016

Mr Umdani Maphumulo (211525876)
School of Built Environment & Development Studies
Howard College Campus

Dear Mr Maphumulo,

Protocol reference number: HSS/1561/016M

Project title: Exploring the participation of homeless citizens in the Integrated Development Plan of eThekweni Municipality: The case of the Qalabusha Project

Full Approval – Expedited Application

In response to your application received on 01 July 2016, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol have been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number.

PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

.....
Dr Shenika Singh (Chair)

/ms

Cc Supervisor: Dr Mveselele Ngcoya
Cc Academic Leader Research: Professor Oliver Mtsheni
Cc School Administrator: M Nzolo

Humanities & Social Sciences Research Ethics Committee

Dr Shenika Singh (Chair)

Westville Campus, Govan Mbeki Building

Postal Address: Private Bag 254-001 Durban 4000

Telephone: +27 (0) 31 261 9387/9386/4557 Facsimile: +27 (0) 31 260 4809 Email: msr@ukzn.ac.za / senman@ukzn.ac.za / msa@ukzn.ac.za

Website: www.ukzn.ac.za



100 YEARS OF ACADEMIC EXCELLENCE

Founding Campuses: Ethekwini Howard College Mtsheni School Pietermaritzburg Westville

INFORMED CONSENT

RESEACH TITTLE: Exploring the integration of homeless citizens in the development polices, the case study of the Integrated Development Plan of eThekwini Municipality.

Dear Madam/Sir

My name is Lindani Maphumulo, a student studying Masters in Development Studies Research in the School of Build Environment and Development Studies at the University of KwaZulu Natal, Howard Collage Campus.

You are being invited to consider participation on the above mentioned study. This study is part of my research project conducted as requirement for my Master's Degree completion. My intention is to explore the integration of homeless citizens in the development polices, the Integrated Development Plan of eThekwini Municipality, using the case study of Qalakabusha Project. The study looks forward to interview 25 participants, consisting of 20 homeless populations, 2 government officials, 2 NGO workers, and 1 individual stakeholder.

You are selected on the basis of providing experiential and rich information on this project. You would be required to participate in a personal audio-recorded interview of about one hour maximum in which you would be responding to questions that I have prepared. The transcript and the information will be stored on my personal computer. It will be destroyed within a year upon completion of my study. Your participation in this study will be strictly confidential. To ensure this confidentiality, you will be assigned pseudonym when discussing findings in the research report.

There are no direct benefits for you in this study, however, the study will contribute in knowledge production and to inform development policies that aim to address the needs on the homeless people. There are no risks or harm associated with participating in this study, but you might be asked questions that you are not comfortable with, in such cases, you are free not to answer some of the questions that you feel uncomfortable answering.

Your participation will take place at a time and place that is convenient to you and in the language you are comfortable and best expressive in.

Please note that your participation is voluntary; it is not mandatory as you are free to choose not to participate. You have the right to withdraw from the study at any stage you want without giving reasons for withdrawal. There will be no rewards for participation, nor would there be any negative consequences should you decide to withdraw. If you choose to refuse to participate, you will not be at any disadvantage. Similarly, choosing to withdraw at any point during the research will not leave you disadvantaged in any way. However, the information you have provided before withdrawal will be used for the purposes of the study.

If you agree to participate, with your permission, I would like to audio-record the interview to help me remember all the information you provided.

For any queries before, during and after the interview, you can contact me on 0768830623, Email: lindanismaphumulo@gmail.com.

You can contact the research project supervisor, Dr Mvuselelo Ngcoya Office: Memorial Tower Building (MTB) F224, Email: Ngcoyam2@ukzn.ac.za, Tel: 031-260 2917.

Or the UKZN Human Social Science Research Ethics Committee, the Research Office at;

<u>Anusha Marimuthu</u> - SAO:BREC Tel: (031) 260 4769 Fax: (031) 260 4609	<u>Prem Mohun</u> - SAO:HSSREC Tel: (031) 260 4557 Fax: (031) 260 4609	<u>Mariette Snyman</u> - Admin:AREC Tel: (031) 260 8350 Fax: (031) 260 4609
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If you are interested in participating, please kindly complete the attached consent form.

Sincerely

Lindani Maphumulo

0768830623

CONSENT FORM

I..... (full-names) on this date
hereby confirm that I understand the content of this document and the nature of the research project, and I consent to participating in the research project.

I understand that I will be required to participate in a personal interview of about one hour. The interviews will be audio-recorded and transcribed. I also understand that:

- ✓ My participation is voluntary.
- ✓ I have the right to withdraw from the research at any stage I want.
- ✓ There will be no rewards for participation, nor will there be any negative consequences should I decide to withdraw.
- ✓ Strict confidentiality will be maintained.

Select by ticking the applicable box;

1. I also hereby consent to have this interview audio recorded [].
(Or) Do not consent to have this interview audio recorded [].
2. Assign me a pseudonym in the research report [].

My signature below indicates my willingness and permission to participate.

Signed at _____ (Place) on the day of _____ (Date)

(Signature)

(Print name)

ISAZISO SESIVUMELWANO

ISIHLOKO SOCWANIGO: Ukuhlolwa Kokubandakanywa Kwezakhamuzi Ezingenamakhaya Kuzinqubomgomo Zentuthuko, Isifundo Ohlelweni Iwentuthuko Edidiyele Kumasipala Wasethekwini.

Madam Othandekayo / Mnumzane

Ngiyabonga ukuthi ucabange ukubamba iqhaza kulolu cwaningo okukhulunywe ngazo ngenhla. Lengxoxo nothile iyingxenywe yocwaningo lwami engilwenza njengo mfundi ezifundweni zethuthuko esikoleni seBuilt Environment Kanye neDevelopment Studies KwiNyuvesi yaKwazulu Natali, esikhungweni saseHoward. Inhloso yami ukuhlola ukuhlanganiswa kwezakhamuzi kuzinqubomgomo zentuthuko, isifundo ohlelweni iwentuthuko edidiyele kumasipala wasethekwinii.

Wena ukhethiwe ngesisekelo solwazi olunzulu kanye nolucebile ongalinikeza kuleproject. Uyacelwa ukuba uhlanganyele kwingxoxo nothile eqoshiwe engeke indlule kwihola lapho ozobe khona uphendula emibuzweni engiyilungiselele. Umbhalo kanye nolwazi luzogcinwa kwi computer yami siqu. Liyobhujiswa ungakapheli unyaka sengiqedile izifundo sami. Ukubamba kwakho iqhaza kulolu cwaningo kuyobe kuyimfihlo. Ukuqinisekisa lokhu nokugcinwa kwemfihlo, uzonikezwa igama lomfakela lapho kuxoxwa okutholakele imibiko yocwaningo.

Iqhaza lakho liyokwenzeka ngesikhathi nasendaweni ekahle kuwe futhi ngolimi okwazi kahle ukuzethula kulo nokukhululekile kulo.

Sicela uqaphele ukuthi iqhaza lakho liwukuzithandela; akuyona impoqo njengoba ukhululekile ukukhetha ukungahlanganyeli. Unelungelo ukuba uhoxe kunoma yisiphi isigaba ofuna ngaso ngaphandle kokunikeza izizathu zalokho. Akuyikubakhona imivuzo ekubambeni iqhaza, futhi ngeke kube khona noma yimuphi umuphumela ongemuhle uma unquma ukuhoxa. Uma ukhetha ukunqaba ukuhlanganyela, ngeke uze ubhekiseleke phansi. Ngokufanayo, uma ukhetha ukuba ukuhoxe noma yingasiphi ikhathi socwaningo ngeke ubhekiseleke phansi nanoma ngayiphi indlela. Nokho, ulwazi olunikezile ngaphambi ukuhoxa luzosetshenziswa ngenhloso yocwaningo.

Ngabe uba nemibuzo ngaphambi, ngesikhathi nangemva kwengxoxo nothile, ungaxhumana nami ku 0768830623, Imeyili: lindanismaphumulo@gmail.com. Kungenjalo, ungaxhumane Nomqondisi Wocwaningo, Dr. Mvuselelo Ngcoya: Ihhovisi, Memorial Tower Building (MTB) F224: Imeyili: Ngcoyam2@Ukzn.ac.za. Inombolo yocingo: 031-260 2917.

Noma uxhumane hhovisi UKZN Human Social Science Research Ethics Committee;

Anusha Marimuthu - SAO:BREC Tel: (031) 260 4769 Fax: (031) 260 4609	Prem Mohun - SAO:HSSREC Tel: (031) 260 4557 Fax: (031) 260 4609	Mariette Snyman - Admin:AREC Tel: (031) 260 8350 Fax: (031) 260 4609
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Uma unothando lokubambeni iqhaza, sicela ngomusa ugcwalise ifomu lemvume.

Ngobuqotho

Lindani Maphumulo



IFOMU LEMVUME

Mina (Amagama aphelele) ngalolu suku Ngiyafunga ukuthi ngikuqondile okuqukethwe kule dokhumenti futhi nobunjalo bocwaningo, futhi ngiyavume ukuba yingxenye yalolucwaningo.

Ngियाqonda ukuthi kuyodingeka ukuba ngibambe iqhaza ezinhlakeni eziningi sengcoxo siqu ihora linye. Ingxoxo nothile izoqoshwa iphide ikopishwe. Ngियाqonda futhi ukuthi:

- Ukuhlanganyela kwami kwenziwa ngokuzithandela.
- Nginelungelo ukuba ngihoxe ekungeneleni ucwaningo noma yisiphi isigaba engifuna kuso.
- Akuyikubakhona imivuzo ekubambeni iqhaza, futhi ngeke kube khona noma yimuphi yemiphumela engemihle uma ngingquma ukuhoxa.
- Izimfihlo ngokuphelele zizogcinwa.

Khetha ngophawu lokukhomba okusebenzayo

1. Ngiyavuma futhi ukuba lengxoxo iqoshwe { }
Noma angivumi ukuba lengxoxo iqoshwe { }
2. Ngiphe igama lomfakelo kucwaningo { }

Isiginesha yami engezansi ibonisa ukuzimisela kwami futhi imvume ukubamba iqhaza

Isayinwe _____ (Indawo) Kulolusuku _____

_____ (Isiginisha)

_____ (Igama)

INTERVIEW SCHEDULE

Introductory question

Name and Surname :

Name of Department :

Services provided by Department :

Current Position in a Department :

Year of service and experience :

Preferred language :

1. May I use a recording device to help me remember later what we talked about?

YES/NO

2. For your own safe and confidentiality, should I use your real name or assign you pseudonym in the research report?

YES/NO

Core-research question

1. What is your definition of homelessness?
2. What is your involvement with the homeless people?
3. Were you involved in the initiation of Qalakabusha project?
4. If yes in question 3. What role did you play?
5. Where the homeless people involved in the entire initiation of the project?
6. If yes in question 5. What role did they play?
7. How effective is the project in addressing homelessness?
8. Do development policies and the Integrated Development Plan (IDP) inclusive of the homeless people?
9. Were the homeless people involved in the formation of the development policies, especially the IDP and the Qalakabusha project?
10. Do you see any changes in the reduction of homeless people as result of the project?
11. Does the project at the best interest of the homeless people?
12. Do you think the work that you or your department is doing complement or clashes with the strategies used by other organizations to end homelessness in Durban?

13. Please elaborate on the answer above.

Concluding questions and recommendations

14. What do you think are the strengths and challenges of your or department's work with homeless people?

15. What do you think are the strengths and challenges of the development polices, especially the IDP?

16. What do you think are the strengths and challenges of the Qalakabusha Project?

17. What best can be done to improve the participation of homeless people in development policies and projects?

18. What do you think can be done to end homelessness in Durban?

.....**Thank You**.....

.....**The End**.....

INTERVIEW SCHEDULE

Introductory question

Name and Surname :

Name of Organization :

Services provided by organization:

Current Position in an organization:

Year of service and experience :

Preferred language :

3. May I use a recording device to help me remember later what we talked about?

YES/NO

4. For your own safe and confidentiality, should I use your real name or assign you pseudonym in the research report?

YES/NO

Core-research question

19. What is your definition of homelessness?

20. What is your involvement with the homeless people?

21. Were you involved in the initiation of Qalakabusha project?

22. If yes in question 3. What role did you play?

23. Where the homeless people involved in the entire initiation of the project?

24. If yes in question 5. What role did they play?

25. How effective is the project in addressing homelessness?

26. Do you think the development policies and the Integrated Development Plan (IDP) is inclusive of the homeless people?

27. Do you think were the homeless people involved in the formation of the development policies, especially the IDP and the Qalakabusha project?

28. Do you see any changes in the reduction of homeless people as result of the project?

29. Does the project at the best interest of the homeless people?

30. Do you think the work that you or your organization is doing complement or clashes with the strategies used by the government to end homelessness in Durban?

31. Please elaborate on the answer above.

Concluding questions and recommendations

32. What do you think are the strengths and challenges of you or your organization's work with homeless people?

33. What do you think are the strengths and challenges of the development policies, especially the IDP?

34. What do you think are the strengths and challenges of the Qalakabusha Project?

35. What best can be done to improve the participation of homeless people in development policies and projects?

36. What do you think can be done to end homelessness in Durban?

.....**Thank You**.....

.....**The End**.....

INTERVIEW SCHEDULE

INTRODUCTORY QUESTIONS

1. What language will be comfortable in expressing yourself?
 - Uluphi ulimi ozokwazi ukuzethula kahle ngalo?
2. May I use a recording device to help me remember later what we talked about?
 - Ngingaqopha yini ukuze ngikwazi ukukhuphumba esikhulume ngakho esikhathini esizayo?
3. For your own safe and confidentiality, should I use your real name or assign you pseudonym in the research report?
 - Mayelana nokuphepha nokugcina iminingwane yakho iyimfihlo, ngingasebenzisa yini amagama akho angempela, noma ngenza igama lomfakela kumbiko wocwaningo?

DEMOGRAPHIC INFORMATION

DIRECTIONS: Please answer each question as accurately as possible by filling in the space provided.

CORE-RESEARCH QUESTIONS

4. According to you, how will you define being homeless or being a street person?
 - Ngokwakho, ungakuchaza kanjani ukungabi nakhaya noma ukuba umuntu wasemqwaqweni?
5. Based on your answer above, are you homeless or are you a street person?
 - Ngokwempendulo yakho ngasenhla, ngabe awunakhaya noma ungumuntu wasemqwaqeni?
6. Do you participate in the development planning and initiatives of eThekweni Municipality?
 - Uyaba yingxenye ekuhlelweni kwentuthuko nasezintweni ezenziwe uMasipala weTheku?
7. If yes, how do you participate?

- Uma yebo, uba ingxenye kanjani?
8. If no, what do you think are the hindrances towards your participation?
- Uma cha, ucabanga ukuthi iziphi izinqinamba ekubeni yingxenye kwakho?
9. How would you like to participate in the local development and in development policies formulation?
- Ungathanda ukuba yingxenye kanjani ekuthuthukisweni kwendawo kanye nesekwenziwe kwemiqulu yentuthuko?
10. Based on your own observation and experiences, is there anything that has been done assist you as the street community?
- Ngokubuka kwakho and nangokwazi kwakho, ikhona into eseke yenziwa ukunizisa ngebahlale basemugwaqweni?
11. Are you able to participate in decision making or consulted by the municipality?
- Ngabe niyakwazi ukuba yingxenye ekuthathweni kwezinqumo noma umasipala uxhumane nani?
12. What are the intervention that has been done by the municipality?
- Ukuphi ukungenelela oseke kwenziwa umasipala?
13. What do you think will be the benefit if street community can be involved as key stakeholders in development policies formulation?
- Ucabanga ukuphi iyiphi inzuzo uma umphakathi wasegwaqeni ungabandakanyeka njengamalunga aqavile ekuwenziwe kwemiqulo yentuthuko?
14. What potential do street people have in the development of the local community?
- Ikuphi ongenziwa abahlali basemgwaqeni ekuthuthukisweni komphakathi?

CLOSURE AND RECOMMENDATION

15. What do you think should be done to address the issue of homelessness?

- Ucabanga ukuthi ikuphi okungenziwa ukuxazulula ungabinamakhaya?

16. What is the best interest of the street people and the help they need?

- Ikuphi okufunwa abantu basemuqwageni Kanye nosizo baludingayo?

17. What do you think about being homeless?

- Ucabangani ngokungabi nakhaya?

...END...

CHAPTER ONE

1. INTRODUCTION

1.1 Background

This study focuses on the homeless communities, specifically street homeless people, also referred to as street dwellers, those sleeping on rough open spaces such as the streets, parks, and bridges in the inner city of Durban, South Africa (SA), in KwaZulu-Natal (KZN) province. The study chose the street homeless people as the target population in this study to represent disadvantaged community because of their experiences of living on the street and are the worse of the poorest in South African social sector (Cross *et al*, 2010). Street homelessness is more complex and uneven than all other forms of homelessness due to the fact that street homeless people are mobile and have no single place to stay. As a result, the statistics for street homeless people is limited and unreliable and very difficult to quantitate.

Homelessness is one of the socio-economic issues to receive necessary attention from the

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