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Collaboration and by-laws enforcement in the City of Johannesburg

By

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This is a research report for the School of Public and Development Management, University of the Witwatersrand, in partial fulfilment of the requirements for the Master's Degree in Public and Development Management

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ABSTRACT

The post-1994 era in South Africa meant that apartheid laws such as the Group Areas Act could no longer restrict the movement of people into the urban areas where they moved in search of economic opportunities. In addition, migrant workers and asylum seekers were also keen to benefit from the expanding economy of Johannesburg. In later years, housing shortages and unemployment resulted in people residing in Johannesburg's public open spaces. However, residing in public open spaces is an infringement of the by-laws of the City of Johannesburg.

The Johannesburg Metropolitan Police Department is mandated by legislation to enforce by-laws. Due to the magnitude of the challenge of homelessness, it has become difficult for the police to enforce those by-laws. Based on the shift from conventional to modern policing strategies, collaboration with other stakeholders will assist the municipal police in ensuring that the enforcement of by-laws is effective.

For this research project, the researcher utilised the qualitative approach. The sample used comprised one respondent from a non-governmental organisation and five officials from the City of Johannesburg Metropolitan Council.

The key findings indicated that lack of collaboration is a factor leading to the Johannesburg Metropolitan Police Department experiencing challenges in enforcing by-laws. The findings also showed that while attempts are being made by various stakeholders to address homelessness, such endeavours are not effective because they lack proper guidelines that inform multi-stakeholder collaboration.

The recommendations cover a broader area of utilisation of development strategies and planning to review policing approaches in the City with the objective of improving by-law enforcement. Recommendations will also propose that collaboration should be a phenomenon so dynamic that stakeholders need to approach it from academic and other related perspectives.

DECLARATION

I hereby declare that this dissertation is my own unaided work and that I have given full acknowledgement to the sources that I have used.

_____

Matome Baholo

_____

Date

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I would like to acknowledge the following people for having contributed enormously towards this research project:

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CHAPTER ONE
INTRODUCTION

1.1 BACKGROUND

This research project seeks to conduct qualitative research in the suburb of Melville in the City of Johannesburg. The research seeks to explore what requirements stakeholders would have of a stakeholder collaboration approach to dealing with by-law enforcement with respect to homelessness in public open spaces.[1]

Homelessness is a global phenomenon experienced in both developed and developing nations. Homelessness is more concentrated in the world's wealthiest cities than cities in low income countries and it is estimated that between 100 million and one billion people in the world are homeless as a result of socio-economic factors that are closely linked to unemployment and poverty (Olufemi, 1998). The increase in the number of homeless people, both in the United States of America, for example, and internationally, can be attributed to the neglect of basic human needs informed by modern capitalistic systems which marked the decline of the welfare state and the rise of the neo-liberal economic arrangements which do not accept the responsibility to provide citizens with decent and habitable housing, good health care and stable employment (Wright, 2000).

In Japan, for example, homelessness is described as sleeping in public spaces that include streets, river belts, parks and train stations. According to the government survey of 2002, there are more than 25 000 homeless

[1] Public Open Spaces refers to the green environment such as parks, cemeteries, open green areas, street trees and conservation areas owned and managed by the City of Johannesburg.

people across the country and this group is largely comprised of middle-aged men and elderly single men. Furthermore, the survey confirmed that the majority of men interviewed had completed compulsory education or junior high school. The problem of homelessness in Japan became noticeable in the 1980s as a result of high rates of unemployment in the construction industry (Hasegawa, 2005).

The post-1950 era in the African continent was characterised by high levels of urbanisation. According to the World Bank Regional Report (2001), approximately half of the African population will be urbanised by 2025 and during the next quarter century the urban population will be growing almost as twice as fast as the general population, thus creating more challenges for human settlement agencies.

In the period between 2000 and 2010, the Southern Africa region was declared the most urbanised part of the continent, with the growth rate increasing from 53.8 per cent to 58.7 per cent. This process of urbanisation became known as the 'urbanisation of poverty'. The rationale behind the urbanisation of poverty was informed by high rates of unemployment, homelessness, and the extremely poor living conditions in informal settlements (United Nations, 2010).

Between 1960 and 1965, South Africa transformed from a primary industrial economy based on agriculture and mining to a secondary industrial economy fundamentally based on manufacturing. This influenced a massive inward movement of people from rural areas to the extensive urban area previously known as the Pretoria-Witwatersrand-Vaal Triangle (Fair, 1979).

In his speech at the World Urban Forum in Barcelona in 2004, the Executive Mayor of Johannesburg, Councillor Amos Masondo, clearly indicated that Johannesburg, like many other cities in the world, faces the challenges of

unemployment and poverty, linked to urbanisation and migration (Masondo, 2004). Socio-economic challenges often result in homelessness and vagrancy and thus become a challenge that local authorities are compelled to address. One emerging approach in dealing with the challenge of homelessness by the authorities has been the development of multi-stakeholder collaborations.

The phenomenon of multi-stakeholder collaboration has been a central point of engagement internationally by academics and professionals, with the objective of measuring the significance of partnerships between the state, local authorities, communities and business entities in the sphere of business and non-government interventions (Kaner, Watts and Frison, 2008).

It is therefore imperative that problems emanating from homelessness be viewed as a challenge that could be dealt with through partnerships between local government and other role-players in a more systematic and collaborative manner.

The City of Cape Town, for example, is adopting a Cape Town Partnership strategy that views homelessness and vagrancy as a social problem that can be effectively addressed by means of safety and security by-laws while considering initiatives around socially developing homeless people (Dryer, 2003).

1.2 BACKGROUND TO THE STUDY

The post-1994 era in South Africa meant that apartheid laws such as the Group Areas Act could no longer restrict the movement of people into the urban areas that were looking for economic opportunities. In addition, migrant workers and asylum seekers also developed an interest to benefit from the expanding economy of Johannesburg and the surrounding areas (Landau, 2006).

The City of Johannesburg's Metropolitan Municipality was established in December 2001 following the nation-wide local government elections. It was preceded by the Greater Johannesburg Metropolitan Council, including its Metropolitan Local Councils and the Midrand Metropolitan Local Council. The municipality is located in South Africa's commercial and industrial heartland of the Gauteng Province. It is the largest metropolitan area whose boundaries extend from Orange Farm in the south to Midrand in the north. The City is adjacent to two other metropolitan centres, namely Tshwane to the north and Ekurhuleni to the east (City of Johannesburg, 2001). The long-term vision and strategic direction of the City of Johannesburg is underpinned by the 2030 Growth and Development Strategy which aims to ensure that the world-class city realises its objectives of good governance, economic development and job creation, inner city regeneration, public safety and service delivery excellence and customer care (City of Johannesburg, 2003).

Those less fortunate in the exploration of such opportunities would often find themselves unemployed and thus face, among other social challenges, the further challenge of homelessness (Olufemi, 1998). This resulted in desperate people beginning to invade public open spaces in Johannesburg in search of some form of accommodation.

The issue of public open space invasion in Johannesburg is managed legally through the mechanism of the City of Johannesburg Public Open Spaces by-laws (Provincial Gazette Extraordinary number 179 of 2004), which defines a person as being in contravention of the by-laws if he/she camps or resides in a public open space (Gazette, 2004).

In the South African metropolitan cities, the municipalities are generally referred to as 'metropolitan councils' with law enforcement executed by city

police departments popularly known as ‘metro police’. The metro police departments have a threefold mandate:

1. Traffic Policing and Management;
2. Policing of municipal by-laws and regulations;
3. Crime prevention (Rauch, et al., 2001).

In 2001 the Gauteng Province MEC for Safety and Liaison established a municipal police service (Johannesburg Metropolitan Police Department) in terms of Section 64 A(4) of the South African Police Service Act of 1995 (Act No. 68 of 1995) to operate within the area of jurisdiction of the Johannesburg Metropolitan Council (Gazette, 2001). The Johannesburg Metropolitan Police Department was expected to concentrate on its fundamental mandates that include by-law enforcement. In the City’s Growth and Development Strategy, one of the priorities is to deal with by-law infringements. The Johannesburg Metropolitan Police Department has a ‘broken window approach’[2] of dealing with challenges of homelessness alongside the bigger issues of crime. With regard to this thinking, the prevention of open space by-laws infringements has a knock-on impact that assists the municipal police to reduce more serious crime (City of Johannesburg, 2001).

Melville is one of Johannesburg’s oldest suburbs established early in the 20th century and intended to accommodate the white working class of the time. Melville has over the years developed into a modern suburb characterised by cosmopolitan trends such as many restaurants, traffic congestion, busy nightlife, guest houses, as well as residential property. It finds itself in a strategic location surrounded by the University of

[2] The “broken window approach” is based on criminological theory which suggests that anti-social behaviour should be closely monitored and evaluated so that minor criminal activity cannot be allowed to escalate into more serious crime (Chappell, Monk-Turner and Payne, 2011). In this particular context it means that the management of by-law infringements by the Johannesburg Metropolitan Police Department will prevent the escalation of serious crimes in the future.

Johannesburg, the South African Broadcasting Corporation, Media 24 offices, Campus Square Shopping Centre and Milpark Clinic. Melville is a mixed-used commercially vibrant area catering for entertainment, tourism and hospitality, social and business activities. It is also home to one of Johannesburg's nature reserves called Melville Koppies. This public open space is a tourist attraction with the status of a national heritage site and is managed and maintained by the Johannesburg City Parks in partnership with the local community (City of Johannesburg, 2008).

Homelessness is a problem in this area and a joint effort between the City of Johannesburg and residents was launched to tackle this challenge. After identifying the vagrants as orphans, drug addicts, the unemployed and vulnerable children, a workshop attended by role-players including non-government organisations, churches, the South African Police Service and the Metro Police was held on 31 August 2011 to identify a permanent solution to the problem. The workshop focused more on the environmental aspect of homelessness and how the public inadvertantly contributes to the circumstances of vagrancy by giving cash and hand-outs to vagrants (Malinga, 2011).

It is in light of the current high numbers of homeless persons that the Johannesburg Metropolitan Police Department finds it difficult to cope with this challenge.

1.3 PROBLEM STATEMENT

The invasion of Public Open Spaces by homeless people in the City of Johannesburg, and the suburb of Melville in particular, has since the abolition of apartheid laws in 1994 created a problem for the enforcement of the municipal by-laws by the Johannesburg Metropolitan Police Department. The Johannesburg Metropolitan Police Department is the sole law enforcement agency within the boundaries of the City with the mandate to enforce municipal by-laws in public open spaces. Therefore, lack of

collaboration with other stakeholders makes it difficult for the Johannesburg Metropolitan Police Department to enforce the by-laws.

According to the City of Johannesburg, during the 2010/2011 financial year, a total of 12,211 homeless persons were removed from public open spaces by the Johannesburg Metropolitan Police Department's By-laws Enforcement Unit (City of Johannesburg, 2011)[3]. This is indeed a strain on the organisation and reflects poorly on its performance especially on the service delivery scorecard. The public service operates within budgetary constraints (Mohr, Fourie and Associates, 2008) and it is therefore difficult for the Johannesburg Metropolitan Police Department to effectively enforce by-laws across the City when taking account of its size, especially where no formal stakeholder collaboration is in place.

Broad research has been done on stakeholder collaboration internationally (Koontz, 2005) but limited research work has been done that emphasises the significance of the collaboration of individual stakeholders in the development of a model by various role-players to address homelessness in the public open spaces. This research will be exploratory in nature given the limited amount of data on the subject revolving around collaboration initiatives in managing homelessness in public open spaces of Johannesburg.

A partnership between public and private institutions provides the potential for effective ways of enhancing the provision of public goods (Zadek, 1993).

This paper aims to explore what stakeholders articulate as important with regard to developing a collaboration model that could effectively address homelessness in public open spaces. Such a form of collaboration could prepare future leadership in the City of Johannesburg to identify the means

[3] By-laws are regulations, ordinances or rules or a legislative act enacted at the municipality or local government level with the aim of providing a framework to manage the affairs and the services by a particular municipal authority.

of overcoming existing by-laws constraints, and vagrancy in particular. Based on the outcomes of this research, the objective would therefore be to contribute towards the development of a multi-stakeholder model that would suggest to the City of Johannesburg, and the Metro Police in particular, that such a model should be considered as a future strategy for dealing with homelessness in public open spaces.

1.4 PURPOSE STATEMENT

The purpose of this research is to investigate factors leading to the lack of collaboration in the enforcement of the by-laws in the City Of Johannesburg, to present, interpret and analyse the findings, and finally to recommend strategies for consideration in the enforcement of municipal by-laws enforcement in the City of Johannesburg.

1.5 RESEARCH QUESTION(S)

According to Badenhorst (2010), research questions are not interview questions but guiding questions that examine the research problem and also give the reader some idea of the scope of the study. This research study will make use of one key research question which attempts to address the purpose of this research project and this will be followed by the sub-questions. The open-ended questions will be used for the research interviews.

1.5.1 Key research questions

The following are the key research questions of the study:

- What are the factors leading to the lack of stakeholder collaboration in the enforcement of by-laws in the City of Johannesburg?
- What are the trends in the enforcement of by-laws in the City Of Johannesburg?
- What are the strategies for consideration in the enforcement of by-laws in the City of Johannesburg?

1.5.2 The sub-questions

The following are the sub-questions of the study:

- What is the general understanding of stakeholder collaboration?
- What are the needs, the understanding and the thinking of various stakeholders in contributing towards the collaboration?
- What would the responsibility, accountability and roles of various stakeholders be in terms of their status?
- How can the elements of the envisaged collaboration be measured going forward?
- Which primary stakeholders can contribute effectively towards the reduction of homelessness in public open spaces and why?
- Would it be ideal to institutionalise the collaboration model and incorporate it as part of City policy towards dealing with homelessness?

The interview questions are include as an appendix.

1.6 CONCLUSION

This chapter introduced the thinking behind the concept of collaboration from the international, continental and South African perspectives with a focus on homelessness. The background to the policing of homelessness in the City of Johannesburg was explained in relation to the relevant legislation. The problem statement identified the challenge of the implementation of by-laws enforcement to address homelessness as a sole responsibility of the Johannesburg Metropolitan Police Department. The purpose of this research project was presented and the three research questions presented, followed by the sub-questions.

CHAPTER TWO
LITERATURE REVIEW

2.1 INTRODUCTION

The literature review in this research report centres around the body of knowledge aligned to the phenomenon of collaboration in general and looks at stakeholder [4] collaboration specifically with the aim of interrogating partnerships between police and communities in order to gain insight into best practices in the United States of America. This chapter begins with the introduction of the concept of literature review, its definition, significance and the body of knowledge, and concludes with various dimensions of the theoretical framework.

2.2 WHAT IS LITERATURE REVIEW?

Literature review is the summarising and integration of available documents, whether published or not, on the research topic which s information, thoughts, data, ideas and evidence written from a particular position to clarify certain objectives or to express particular views on the nature of the topic to be investigated. It also provides familiarity with a body of knowledge so that credibility can be established and this could result in learning from other researchers with possibilities of stimulating new ideas (Neuman, 2011).

[4] Freeman (1984) describes a stakeholder(s) as any group or individual who positively or negatively affects or is affected by a particular achievement of the organisation's objectives. They are vital to the survival and success of the organisation, and the organisation would cease to exist without their support.

2.3 THE SIGNIFICANCE OF LITERATURE REVIEW IN RESEARCH

Literature review provides an overview of a specific field of inquiry because it asks questions related to the prevailing theories and hypothesis and also assists the potential researcher to identify the key research question, focus on the topic of inquiry, and understand the existing conceptual frameworks. Furthermore, literature review shows the potential researcher how the prevailing thoughts and ideas fit into his/her research project and how his/her inputs agree or differ from them. It also directs the researcher to any methodological flaws in research generally, inconsistencies in theory and findings, and areas relevant to future studies (Gall, Borg & Gall, 1996).

In addition, Hart (1999, as cited in Boote & Baile, 2005) is of the view that other practical reasons for reviewing literature include:

- Distinguishing what has been done from what needs to be done;
- Discovering important variables relevant to the topic;
- Synthesizing and gaining a new perspective;
- Identifying relationships between ideas and practices;
- Establishing the context of the topic or problem;
- Rationalizing the significance of the problem;
- Enhancing and acquiring the subject vocabulary;
- Understanding the structure of the subject;
- Relating ideas and theory to applications;
- Identifying the main methodologies and research techniques that have been used; and
- Placing the research in an historical context to show familiarity with state-of -the-art developments (p. 130).

2.4 DEFINITION OF COLLABORATION

Ring and Van de Ven (1994) cited in Thompson and Perry (2006, p. 23) define collaboration as, “a process in which autonomous actors interact through formal and informal negotiation, jointly creating rules and structures governing their relationships and ways to act or decide on the issues that brought them together; it is a process involving shared norms and mutually beneficial interactions”.

Furthermore, Butterfield, Reed and Lemak (2004) views inter-organisational collaboration as a situation where a group of autonomous stakeholders of a problem domain consult in an interactive process which is guided by shared rules, principles, norms and structures to collectively act and decide on matters related to that domain.

2.5 THE RATIONALE BEHIND COLLABORATION

Multi-stakeholder collaboration is a global phenomenon to which academics and professionals have over the years devoted much attention in trying to measure the significance of partnerships between government institutions, local community and other stakeholders in the realm of business and non-government activities (Kaner, Watts and Frison, 2008).

An emerging trend has been to implement collaborative arrangements between public and private entities with the ultimate objective of enhancing effective service delivery. The collaboration of various institutions is this era’s source of hope since globalisation processes have resulted in greater complexity, interdependence and scarce resources (Rocha and Jacobson, 1998; Zadek, 2006). It is through collaboration that various actors, diverse in nature as they may be, make it possible for the current generation to identify ways of effectively addressing challenges of governance.

By working together, multi-organisational partnerships can draw on the broad range of resources, skills and expertise to address challenges that communities experience. Furthermore, partnerships will improve the efficiency and effectiveness of community-orientated services and enhance the capacity of role-players to bring diverse actors together to resolve difficult community dilemmas (Provan, Veazie, Staten and Teufel-Shone, 2005).

Partnerships are crafted because of their comparative advantage over government institutions in responding to the continuing unresolved problems of local communities. It is in light of the disillusionment with conventional state interventions that a niche for the emergence of decentralised institutions became a norm (Lubell, Schneider, Scholtz and Mete, 2002).

While some institutions have not been proactive in engaging communities meaningfully on a long term basis, the trend towards partnerships (sometimes referred to as 'new social partnerships') characterised by dialogue, consultation and collaboration between business and community compelled them to reconsider their stance and thus became part of the solution to stimulate and enhance a stable, healthy and strong community sector (Loza, 2004). Non-government organisations, corporations and government are increasingly engaging one another in recognition that shareholder and societal value are intertwined, thus creating an enabling environment to deal with the complexities of the community through generation of social capital. It is therefore imperative to understand that no single sector can effectively respond to business or wider social challenges and opportunities.

According to Gajda (2004), the collaboration between business, non-profit organisations, health and educational institutions is increasing and is advocated as a powerful strategic tool to achieve a vision that would not be

possible if organisations or entities with common interests worked in silos. The collaboration effort here is viewed as a key method for achieving short, medium- and long-term goals through collective partnerships rather than working independently.

Multi-stakeholder collaboration, on the other hand, is a broadly employed method for addressing complex societal issues and also for facilitating organisational innovation and performance. Collaboration is embraced across many sectors of society as a fundamental strategy to encourage innovation, conserve financial resources, strengthen multiple relationships and reach significant outcomes and envisaged impact. It is through collaboration that a variety of entities tackle societal problems, accomplish tasks, and reach goals that fall outside core mandates of any individual organisation working unilaterally (Woodland and Hutton, 2012).

Dryfoos (1998, cited in Gajda, 2004), for example, suggests that to solve violence in schools effectively there should be interventions and responses from community partnerships with education authorities. To achieve this, the need for shared organisational effort to address school safety was realised in the United States of America when the Federal Department of Education, Health and Human Services, together with Justice launched a collaborative alliance called the Safe School/Healthy Students Initiative with a more integrated and community-based approach. This project targeted projects that included community inputs to foster safety and healthy youth development.

The Canadian Environmental Act of 1988 has, for example, responded to the need for sustainable environment development by creating multi-stakeholder organisations that would develop consensus decision-making in a 'bottom-up'[5] planning model which enabled the Canadian Federal

[5] Bottom-up theory is based on the argument that there must be a paradigm shift in influencing decision-making, meaning that decision-making should be encouraged from the lower ranks (in this context at community level) and not from the centre.

Government to empower local communities in improving and protecting the natural heritage. Such partnerships foster linkages and integration of multiple skills in scientific, management and socio-economic disciplines (Robinson, 1997).

2.6 MULTI STAKEHOLDER PROCESS AND ANALYSIS

Multi-stakeholder collaboration processes are broadly fundamental elements of addressing the following dynamics:

- The objective is to bring together all primary role-players in an innovative form of communication and decision finding (which is closely linked to decision-making) structure on a pertinent issue;
- They are informed by the recognition of the importance to achieve equity and accountability in communication between partners;
- They involve acceptable and balanced representation of three to four stakeholder groups and their opinions;
- Democratic principles of transparency and participation receive priority, and
- The effective development of partnerships and strengthening of networks between and amongst stakeholders is emphasised (Hemmati, 2002).

The primary step of the stakeholder analysis is to create an awareness of the multiple and diverse role-players, and a clear understanding of their involvement and interest in the collaboration, through analysis, identification and profiling of all stakeholders via their involvement which will later create a situation where it is easier to measure each actor's interest, needs, concerns, culture and possible indicators for potential resistance (Lee, 2011).

Table 1: Explanation of the stakeholder analysis

STAKEHOLDER PROFILING	STAKEHOLDER COMMUNICATION NEEDS	STRATEGIC PLAN
Identify stakeholders: • Potential • Interest • Issues and Concerns • Readiness • Expertise • Experience • Skills	**Indicate:** • Project approaches and time perspectives • Project goals • Responsibilities and deliverables	**Execute:** • Stakeholder assessment • Stakeholder structure development • Involvement of principles from various organisations • Provision of progress reports • Opportunity for buy-in

2.7 COMMUNITY POLICE COLLABORATIONS

2.7.1 Defining community policing

Community policing can be defined as “a philosophy and not a specific tactic; a proactive; decentralised approach designed to reduce crime, disorder; and fear of crime, by involving the same officer in the same community on a long term basis” (Trojanwicz and Carter, 1988, p.17). Trojanwicz and Bucqueroux (1990, p.5, cited in Kumar 2012) reinforces the definition of, “community policing as a new philosophy of policing, based on the concept that the police officers and private citizens working together in creative ways can help solve contemporary community problems related to crime, fear of crime, social and physical disorder and neighbourhood decay… community policing rests on the belief that only by working together

will people and community be able to improve quality of life in the community, with police not only as enforcers, but also as advisors, facilitators, and supporters of new community-based police-supervised initiatives".

On the other hand, Kappler and Gains (2005) explains community policing as an attempt to improve on the traditional policing systems which were less effective and subsequently created dissatisfaction among communities. This policing model sought to reconnect police to the communities by encouraging innovative, proactive, collaborative and strategic approaches that will be effective in dealing with the dynamics of crime prevention. In addition to definitions stated above, Skojan (2006) describes community policing as an organisational vision and plan primarily guided by community participation, problem solving and decentralising. This notion placed emphasis on the fact that community policing can be viewed as a collaboration between the police and the community that will enhance problem identification and solutions.

2.7.2 Community-police relations

The concept of community policing can be traced back to the 1950s and 1960s where community-police relations were emphasised to address social challenges. The community policing programmes encouraged the increased engagement and interaction between communities and local police with the objective of solving crime problems (Green, 1987, cited in Liou and Savage, 1996).

A community policing paradigm has in the last four decades emerged as a broadly accepted model for the police and citizens to interact with the objective of dealing with crime within local communities (Kumar, 2012). The increased need for better policing services and safety and security led to the continued evolution and reform in police strategies in democratic

nations. The ineffectiveness and failures of the traditional policing methods put pressure on police authorities to adopt modern policing approaches that are characterised by problem-oriented policing and community involvement to meet challenges of modernisation and change. With the improvement of policing in the United States of America, the 19^{th} and 20^{th} centuries experienced a progressive movement towards the need to do away with traditional policing methods. This advocacy of new and effective methods led to the rapid exchange of ideas in policing techniques across the world. Community policing therefore became one of the policing models and programmes that received global acceptance and was implemented worldwide (Kumar, 2012).

The thinking behind community policing has been viewed by various researchers and practitioners alike as neighbourhood-oriented policing, community or residents-based policing and problem-oriented policing considered to be more modern, progressive and contemporary (Leighton, 1991). Community policing is a preferred policing strategy because its approach to addressing crime and other law enforcement challenges seems to be modern and not traditional. Traditional policing methods are no longer relevant and effective due to the fact that today's societal needs and expectations are more complex and can only be addressed by methods that are equal to the task (Liou and Salvage, 1996).

According to Vito, Walsh and Kunselman (2005), the community policing phenomenon should be characterised by a partnership between the police officers on the beat and the community they serve with the primary objective of improving the quality of peoples' lives through the use of strategies crafted to improve neighbourhood solidarity and broad safety. This undertaking reinforces the expectation that police and the local community will work closely and form a bond that will enable the law enforcement foot soldiers and residents to share a common purpose in addressing social ills as a collective rather than as isolated entities. This kind of partnership

allows the police to understand community challenges and therefore be able to respond to them in a creative and strategic manner.

Community policing is about the concretising of relationships between the police and members of the community or non-governmental organisations. This partnership entails the understanding of the citizen's definition of their social problems and being aware of the daily challenges facing them. Social activity that is more co-ordinated and systematic can lessen the existence of environmental crime threats that impact adversely on the quality of life. This vision can only be attainable if community policing is implemented because public needs will be integrated with police resources (Jiao, 1998).

The relations between the community and police can be described as a collaboration initiative between the police and community that aims to identify and solve community problems as a collective. The paradigm behind community policing endeavours to bring to the fore the vision of improving the past policing models by reconnecting the police and the communities through innovation, collaboration, proactiveness and change in strategy to enforce the law (Schneider, Chapman and Shapiro, 2009). In addition the community police initiative is explained as having three dimensions characterised by police partnerships, a problem-solving approach and organisational decentralisation in that it is, "a system approach to policing with the paradigm of instilling and fostering a sense of community, within a geographical neighbourhood, to improve the quality of life. It achieves this through the decentralisation of the police and the implementation of a synthesis of three key components..." (Oliver, 1998, p. 51, cited in Sommerville, 2009).

Formation of community-based policing and building collaborative partnerships between local law enforcement agencies and communities has been central to a number of national strategies worldwide (Sagant and Shaw, 2010). Such a partnership encourages the citizen participation in

policing functions to accomplish the ultimate outcome of safe communities, or communities that see themselves as equivalent partners who contribute towards public confidence in policing. The non-conventional approach to city policing holds that law enforcement authorities cannot afford to operate autonomously, but must collaborate with the broader society to shape their mandate better (Thacher, 2001).

Community policing also requires that police authorities take non-reactive strategies to repress crime, fear and general disorder while the community in return takes a proactive approach in aiding the police and other state organs to realise their objectives. In this setup that is more of exchange process in nature, communities have better input in setting organisational goals, objectives and vision for identifying priorities for action (Trojanwicz and Bucqueroux, 1990, cited in Vito, et al, 2005).

This decentralised approach allows police strategies and planning to effectively contribute toward community safety and security aligned to the diverse needs of the local people. The thinking behind decentralised policing methods compels the authorities to commit themselves to problem-solving partnerships with communities in addressing challenges related to crime, lawlessness and the quality of life. The decentralisation initiative is supposed to empower not only one stakeholder but both law enforcers and citizens to collectively become accountable and responsible for the crime challenges that are prevalent in communities (Reiss, 1992).

In contrast to the traditional policing techniques and tactics, community policing moves the focus of police routine from general patrols and normal services to an approach that is defined by the will to resolve community problems. The authorities need to go beyond the scope of responding to crime activity and be proactive and understand the social and law enforcement concerns of the community before the situation becomes overly challenging. This undertaking by Vito, et al. (2005) is engaged

broadly in Table 2 below by Clarke and Eck (2005) where there is some elaboration on differences between traditional and modern policing (community policing) approaches:

Table 2: Differences in policing techniques

Strategic Approach	**Enforcement Focus**	**Objective**	**Logic**	**Technique**
Community Policing	General crime trends including social disorder and public confidence informed by the needs of the community. Problem-oriented policing Intelligence led policing Broken window approach.	Proactive crime prevention and increased public confidence in the police. Problem-oriented policing. Intelligence-led policing. Broken window approach.	Public support and collaborative approach will impact on effective policing. Crime prevention is more effective than enforcement. Organisational transformation is encouraged.	Institutionalised problem- solving approaches through partnership guided by organisational reform. Police work is done with community involvement.
Traditional Policing	Concentration on serious crimes and traffic rules infringements	Reduce serious crimes and traffic violations by responding to incidents that have already occurred Social crimes not a priority.	Increased enforcement and police visibility without partnership with community.	Routine patrols, rapid response, arrests and investigations.

		Unilateral decision-making on addressing serious crimes and traffic violations.		

As indicated earlier in the discussions and specifically in the attempt to define community policing as a philosophy that enhances organisational strategies, Scheider, Chapman and Shapiro (2009) outlines the key elements that give shape to community policing by emphasising that it is important to support organised partnerships and problem-solving approaches to address community concerns such as crime and lawlessness:

- Community policing is a philosophy and community policing should not be confused with traditional programmes of law enforcement within the society, but should be perceived as an overarching philosophy that guides and inform all the dynamics of police business including broader programmes and strategies;
- Promotion of organisational strategies where community policing encourages commitment to reforms in organisational structures to institutionalise its implementation by aligning all the efforts to support partnerships and problem-solving in a proactive manner by focusing on areas such as training, technology, deployment plans, change management and performance management, to name a few;
- Support is needed for the systematic use of partnerships since community policing places a strong emphasis on multi-stakeholder collaboration by treating the community as primary stakeholders. A range of other stakeholders (with secondary status) can be drawn from government entities and non-profit

organisations with the sole aim of bringing skills and resources to address public safety concerns via collaborative problem-solving. To sustain such collaborations, community policing needs to ensure that all programmes are geared toward creating trust between the police and the community;

- Problem-solving techniques within community policing initiatives must be guided by law enforcement imperatives that engage proactive problem-solving methods as opposed to traditional methods that isolate residents by unilaterally reacting to crime situations;
- To adopt modern techniques so that immediate conditions that give rise to public safety issues can be proactively dealt with. Immediate threats to public safety and security need to be resolved by developing and adopting less conventional approaches through innovation and proactive means. For example, instead of intervening after a crime incident has occurred, police should be able to detect those potential threats that could be informed by social challenges such as unemployment, poverty and lack of education.

Ponsaers (2001), cited in Kumar (2012) is of the view that, compared to the traditional approaches which are reactive in nature, community policing is more effective in that it is community-based and proactive. Instead of waiting for communities to report criminal activity to the police, modern police techniques are effective because the deployment of human and material resources in the field are done strategically and proactively to engage the community, with the objective of identifying challenges and other matters requiring police attention before any occurrence. This exercise bears testimony to the greater effectiveness of crime prevention than responses to crime scenes.

Scheider, et al (2009) acknowledges that other policing strategies and innovations were designed to have a narrow focus on police business which was based on operational dynamics without carefully taking into consideration broader police activities that are supposed to be channelled towards the need of community members. Thus, community policing as stated previously can enhance its philosophy because of the potential to bring about the expected outcomes such as improved management systems, accountability, problem-solving, intelligence-led policing and improved organisational structure.

While community policing is a global adopted phenomenon, police in theory must be viewed as legitimate to win citizen co-operation and trust for them to enforce the law. Common understanding of successful policing is based on the fact that citizen support for police initiatives must be the norm because community co-operation is viewed as a critical factor for the envisaged implementation of community policing programmes (Eck, Rosenbaun and Griffin, 2003). It may be concluded that citizen support and willingness to co-operate with authorities is a factor that can contribute positively toward police being viewed as legitimate. The successful integration of police into communities will assist police using the informal networks (residents) to effectively deal with crime or prevent crimes before they take place. However, this initiative may not be effective in poor communities where crime rates are high and there is a history of limited trust between communities and the police (Sadd and Grinc, 1994, cited in Hawdson, et al. (2003).

Efforts to increase the willingness to co-operate with police may lead to the perception of police legitimacy impacting on crime trends significantly. There is a correlation between perceived legitimacy of police and the willingness from citizens to be law-abiding. Whenever law enforcers are perceived to be respectful, concerned about both the community and crime aspects affecting them, and are in possession of legitimate authority,

residents are likely to portray positive behaviour towards them. This positive attribute of police legitimacy can lead to decreased crime activity both directly and indirectly by increasing the citizen co-operation and trust (Tyler, 1990).

The study by Liou and Savage (1996) on the Citizen Perception of Community Policing Impact in the City of West Palm Beach, Florida in the United States of America revealed some positive findings that showed significant support for community policing programmes and their direct impact on perceptions:

- After the implementation of the Community Policing programmes, 32 per cent of respondents indicated that crime is decreasing;
- An increase of 31 per cent of respondents indicated that police work is improving. The changes of perceptions were found to be statistically significant because the perceptions were shared among a variety of demographic and community and community groups;
- Over 85 per cent of respondents were positive about the improvement of their neighbourhood and over 88 per cent indicated strongly that community-police relations were improving;
- The positive findings of this survey provided useful data to policy makers and researchers for future projects in the development of community policing programmes;
- The study also gave an indication that there is always great potential to the next level whereby fear of crime is reduced while the relationship between the community and police is improved;
- Finally, all the positive findings will assist policy makers to evaluate the quality of police service, especially in reviving citizen co-operation, confidence and trust in police and other government services.

It must be noted that gains made in the collaboration endeavours by both police and the citizens through community policing need to be appreciated. However, some gaps may appear in the processes and it is incumbent upon all stakeholders in the partnership to work closely and develop measures that address those challenges. Terpstra (2008) identifies some of the problems and contradictions that could have a negative impact on community policing programmes:

- The resource dependencies between stakeholders may lead to unbalanced and dominant influences within the collaboration. Conflicting views, unclear expectations about roles and responsibilities in terms of resources allocation and usage could derail the intentions of the partnership. For example, the police may see their role in the partnership as that which is strictly operational as opposed to co-ordinating all aspects relating to community policing programmes;
- Citizens are expected to be highly committed as a group but dynamics of diversity in those groups are often overlooked. Conflicting interests of various groups may impact on issues related to limited representation, thereby creating more challenges.

On the other hand, Crawford (1997) cited in Muniz (2011) postulates that group diversity in relation to political power and financial wealth could bring tensions into the partnership. Powerful, well-connected and wealthy individuals may take leadership positions and indirectly influence police to respond to their needs by leveraging resources. It is essential that the community does not allow any form of exclusion to disrupt the objectives of the partnership; they must stand up and take ownership of community policing programmes.

An interesting example of collaboration with the City of Johannesburg was the formation of the park safety unit in 2007 to protect both the environment and visitors who utilise parks and open spaces. The Park Rangers Unit consists of sixty-four personnel made up of City Parks and Johannesburg Metro Police officials. The unit is provided with back-up by local South African Police Service stations should the need arise. The unit's main task is to oversee the entire city, including parks, cemeteries and conservation areas. Officers concentrate on enforcing the by-laws on vagrancy, littering, public drinking, and other contraventions (City of Johannesburg, 2009).

2.8 THEORETICAL FRAMEWORK

2.8.1 What is theory?

Oakesshott (2004) describes theory as originally a Greek word characterised by key words which attempt to give it a significant meaning in the following manner:

Thea: that which is seen as an occurrence;
Theorein: observation of action in process;
Theoros: a bright observer who studies what is going on and tries to attach meaning to it through a series of questions;
Theoria: the act or process or procedure that seeks to understand what is going on; and
Theorema: what could be the outcome or conclusion reached after understanding what is going on, and that outcome is viewed as a theorem.

Oakesshott (2004) explains theory as assumption(s) or an ideology that accompanies action. Theory provides ideas and concepts to explain what we observe and how we understand the relationships between those concepts.

2.8.2 The significance of theory in research

Theory plays an important role in forming the core argument of any academic work. Adams and Buetow (2014) emphasises that theory application in academic writing and especially research report writing, can be best presented by adopting an approach that explains the theoretical framework in a number of layers. These layers give a clear explanation of the significance of theory activity throughout the writing process:

1st layer: Background theories: These types of theories assist the student with the formulation of research questions by providing background data in the literature of that particular field. Background theories provide explanation to the information that already exists and they can also serve as a guide that provides a starting point for further investigation. They familiarise the researcher with relevant literature that will make it possible for various ideas and concepts to have comprehensible relationships.

2nd layer: Grand theories: These are original theories that can be traced back to the era of great thinkers such as Newton, Werber, Einstein, Piaget, and others (Turner and Boynes=, 2001, cited in Adams and Buetow (2014). The grand theories are seen as broader ideas that influenced the birth of the family of theories. They are of a large and broad scale, hence, the word grand. For example, Freud's theory of "unconscious" in the field of psychology did not only permeate in the school of psychology, but also into philosophy, literature, sociology, et cetera.

3rd layer: Translational theories: The middle point between background and grand theories are the translational theories. They serve as middle range theories by adapting and translating the fundamental ideas of grand theories by making them relevant to the specific issues and challenges while the key areas of study are being pursued. They differ from background theories in that they use general theoretical frames rather than focussing

deeply on problem areas to be addressed or engaged (Merton, 1968, cited in Adams and Buetow, 2014).

4th layer: **Foundational theories:** There are some resemblances between grand theories and the foundational theories but the difference is that the latter shape the process by which a research project is conducted while the former shape key concepts and ideas.

5th Layer: Methodology: Research methodologies, separated from methods, borrow from foundational theories in setting the parameters that define the nature of how a research question should be approached. Methodologies give direction in determining the assumptions that underpin the conduct of a research. They attempt to answer the questions related to what, how, who and why in shaping the key research question.

2.8.3 Specific theories to the study

Collaboration as a process of stakeholder interaction towards a collective goal is shaped by theoretical undertakings that put emphasis on the preconditions, process and outcomes of collaborations. The theoretical underpinnings of collaboration are limited to the six theoretical perspectives, i.e. resource dependence, institutional economics, strategic management or social ecology, institutional and political theories (Wood and Gray, 1991).

The theoretical perspective on resource dependence addresses the question of whether stakeholders collaborate in order to achieve their objectives without increasing dependence while the framework on institutional economics guides the organisations' role in addressing social challenges and how individual actors are tasked with responsibility to contribute towards resolving those problems. The social ecology theoretical perspective focuses on strategy to limit threats and capitalise on opportunities to realise their ultimate goal. The microeconomics paradigm

concentrates on organisational efficiency while interaction with other stakeholders is taking place. Institutional or organisational theory seeks to address the alignment of the organisations' mandates and the environment. Finally, political theory centres on the power dynamics in terms of who has the power to influence the resources that affect the organisation and the overall domain (Wood and Gary, 1991).

For this research report, the following theories will be engaged in an attempt to formulate a theoretical framework that will support the fundamental aspects of this research relating to the problem statement, purpose and the research question.

2.8.3.1 Stakeholder theory

The stakeholder theory was originally developed by R. Edward Freeman in 1984. This theory identifies and models the relationship between managers and a group of stakeholders inside and outside the organisation. In its traditional form, the approach to doing business as informed by corporate law recognised stakeholders as stockholders who own the firm, and the firm having an obligation to put their interests first with the objective of increasing the value of investment returns. This traditional model implied that companies only addressed the needs and interests of stakeholders in the form of investors, stockholders, suppliers and customers and excluded those external parties that did not have a direct influence on the core business (Stieb, 2009).

This traditional school of thought in business law holdsthe view that the managers in firms possess a special relationship with stockholders. By virtue of owning shares in the company, stockholders are automatically entitled to certain rights and privileges which should be implemented by management. A narrow identification of stakeholders is given here and it simply explains that stockholders have only a financial stake in the firm in

the form of stocks and bonds, and they expect capital returns from their investment (Freeman, 1984).

However, stakeholder theory expands the involvement of other role-players that includes the public sector, political groups, trade associations and communities. To some extent, stakeholder theory views competitors as stakeholders. This theory holds strategic value in that it attempts to integrate both the resource-based view and the market-based view as well, and it does not exclude socio-political aspects (Freeman, 1984).

In giving support to Freeman's stakeholder theory which provides a more holistic approach to stakeholder identification, Berle and Means (1932) states that, "Corporations have ceased to be merely legal devices through which the private business transactions of individuals may be carried on. Though still much used for this purpose, the corporate form has acquired a larger significance. The corporate has, in fact, become both a method of property tenure and a means of organising economic life. Grown to tremendous proportions, there may be said to have evolved a 'corporate system' which has attracted to itself a combination of attributes and powers, and has attained a degree of prominence entitling it to be dealt with as a major social institution". The interpretation of this quote takes a stance against the old thinking behind the role of the firm and its relationship with other external stakeholders. Not only those who are shareholders should be viewed as stakeholders of the firm, but communities must be recognised as well.

Employees perform their work through their various skills and in return for their labour they expect wages, security, insurance and benefits. Suppliers contribute materials that ensure business success. Customers exchange goods and products of the firm and in return they become beneficiaries of that process. The wider identification and definition of stakeholders should therefore include those other groups that can be directly or indirectly

affected or not affected by the firm. The broader scope of stakeholder identification becomes more inclusive because it is local communities who benefit from the firm's social responsibility programmes, for example, the government, and civil group competitors since it is not always correct to assume that the interests of the competitors are always in conflict. Stakeholder theory moves away from the narrow view of stakeholder identification to a more inclusive approach of the modern corporation.

Stakeholder theory argues that those who benefit financially directly from the business proceeds should be viewed differently as being stakeholders rather than just stockholders, and that other stakeholders should be given considerable decision-making powers (Stieb, 2009). Furthermore, the stakeholder enabling principle dictates that the firm will be managed in the interest of all its stakeholders identified as employees, investors, customers, government and the communities. The role of managers and the firm should also be clearly redefined in terms of the stakeholder theory. Managers have the responsibility to safeguard the welfare of the corporate by ensuring that they balance the multiple claims of conflicting stakeholders. On the other hand, the firm's main purpose is to ensure that the welfare of all stakeholders is realised to the maximum, irrespective of moral or social constraints that could emerge (Freeman, Donaldson and Werhane, 2002).

This theory will not be used for this research project. In principle it is relevant to the phenomenon of stakeholder dynamics but it was initially developed by Freeman to address the business environment and not the public sector in the form of municipalities.

2.8.3.2 Conceptual Framework: Political theory

While stakeholder theory on collaboration was highlighted earlier, the political theory will take centre stage in this research undertaking as part of the conceptual framework because local government organisational

strategy, guided by policy, is informed by decisions of those powerful individuals and groups holding political power. Stakeholder theory is also pertinent to this research undertaking but the power of politics supersedes and dominates all aspects of multi-stakeholder alliances.

In general, political theories explain and evaluate life as it is lived in communities and they predict future patterns of behaviour in various groups. While there are a number of different theories in the realm of political science, most of them are either shaped by normative or empirical approaches. Normative approach or analysis seeks to ask the questions that are based on value and attempts to address political objectives by suggesting “what ought” to be done against “what is” to be done. The normative approach lacks political pragmatism and is loaded with idealistic tendencies which are less meaningful. The empirical approach, on the other hand, aims to identify real world dynamics with a view to establish “what is” rather than “what ought to be”. This approach confirms the need to justify the measurement of factual information of what is as opposed to what ought to be (Garner, Ferdinand and Lawson, 2012).

Mintzberg, Ahlstrand and Lampel (1998) explains the political theory as underpinned by the power school of thought which is characterised by power dynamics of individuals and groups in organisations. This theory is based on the notion that organisational strategy formation is influenced by a process of negotiation between power holders (those who have influence over resource allocation) inside the organisation or between the organisation and its external stakeholders. Politics and power are used as powerful tools to negotiate strategies. While the benefit of the organisation is considered, power and politics are central in the achievement of strategic objectives. Mintzberg is supportive of this theory since it allows the organisation to opt for lower dependencies, thus discouraging monopoly. Through macro power dynamics, organisations are able to strategize collectively and collaboratively and this has potential in promoting

democratic values. However, it must be noted that roles of power and politics are overstated, thus at times superseding fundamental organisational strategies.

Mintzberg et al (1998) further engages the notion of power and politics as a political game that gives rise to the spheres of micro and macro influences in collaborative adventures. The micro power views organisational strategy as an interaction that contributes towards indirect and direct force to negotiate the interests of the organisation and its partners at an internal level while the macro power utilises strategy as a tool to advance organisational welfare by controlling and manipulating external partners through political dominance. This dominance in the partnership or coalition is often fuelled by different agendas and interests of different individuals and groups in that the more influential sectors (those who have a final decision on resource allocation) will get a bigger share of control, resulting in the other group becoming weak and dormant. The imbalances caused by power relations and dynamics will eventually have an impact on the roles and positions in the alliance with results of significant shifts in the balance of power. The school of politics and power has a role to play in ensuring that organisational strategy can be realised, although some negative aspects are in evidence.

Mintzberg, et al (1998) indicates that on the positive side organisations can adapt to the changing environment and be more competitive, be able to negotiate with advantage and have control over their compatriots. In this situation, collective strategies can be formulated through networks, joint ventures, strategic alliances and strategic sourcing. The strategic value of negotiations over persuasion can also be realised. On the negative side, as discussed earlier, organisations can only take decisions and fail to formulate good strategies because through constant political bargaining and negotiating processes, the outcome will be positions and not shared visions since political interests might blur the fundamental strategic focus.

2.9 CONCLUSION

This chapter has attempted to engage the body of knowledge relating to the phenomenon of collaboration from a generic approach to the more specific view of policing through partnerships by various stakeholders. A comprehensive undertaking on the significance of the theoretical framework in writing a research report received attention as well. In the next chapter, the fundamental design approaches are addressed specifically on qualitative research approach while the key elements of quantitative and mixed methods are also summarised.

CHAPTER THREE
RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter discusses the research methodology by firstly discussing the generic conceptualisation of social science research methods, namely quantitative and qualitative methods. Secondly, the section provides a detailed account of how the research process was carried out by looking at the research design, data collection, data analysis, sampling techniques and the selection of respondents. The researcher will also discuss how data will be analysed and how the reliability and validity will be maintained.

3.2 WHAT IS RESEARCH METHODOLOGY?

Research methodology can be described as a scientific tool to study how the roadmap of a research project is designed with the objective of solving a research problem in a systematic manner (Rajasekar, Philominathan and Chinnathambi, 2013).

3.3 RESEARCH METHODS

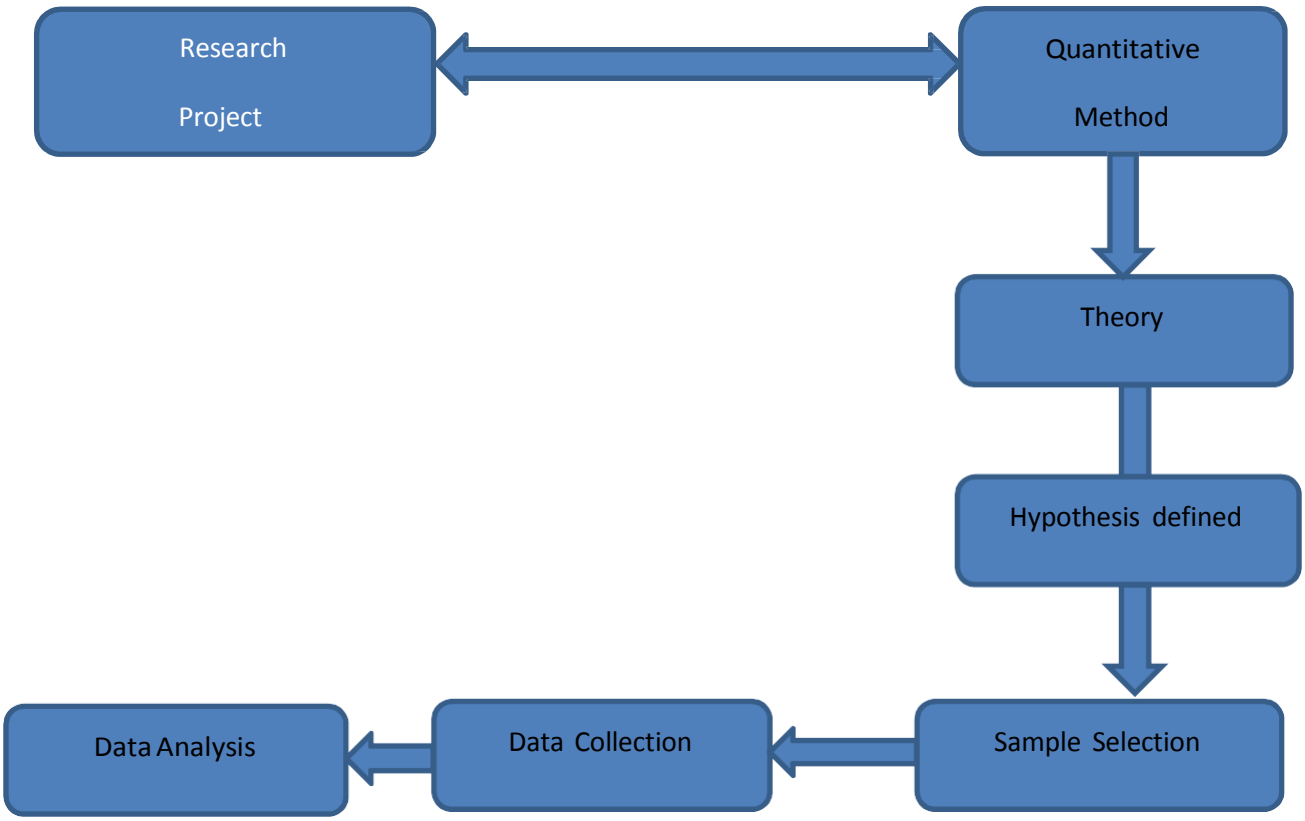
3.3.1 Quantitative method

The quantitative method is described as the traditional, the positivist, the experimental or the empirical approach (Creswell, 1994). In quantitative research, a research problem moves from a theoretical shape to a more realistic and practical shape by way of creating a link between theory and research problem through hypothetical analysis. In addition to investigating causal relatedness of social problems and theory, quantitative approach looks at variation and prevalence, and quantifies the distribution of social phenomena.

Furthermore, Creswell (1994) is of the view that quantitative research utilises a deductive form of logic that seeks to test hypothesis generalisation where concepts and variables are tested through a cause-effect approach. This notion is supported by Willing (2008) in that cause-effect approach is significant in qualitative research because the method indicates that there is a clear relationship between the world and the human understanding of the world. Therefore, in quantitative research the key aim of the research is to construct objective knowledge and understanding of the world. This further suggests that the objective of quantitative research is to generalise about the entire population by studying a relatively small sample using the sampling technique (Mouton, 1996).

Figure 2 below depicts the description of quantitative research as explained by Kalof, Dan and Dietz (2008, p.85).

Figure 1: Overview of quantitative research



The above matrix indicates that quantitative research methods assume a linear form where data is collected and used to support or refute theory. As clearly indicated in Figure 1 above, quantitative research begins with a theory to be tested. Once a theory is identified and defined, the hypothesis to be tested is defined as well. The sample from which information will be collected is identified, and then data collection using a structured instrument is conducted. Data collected is subsequently analysed using mathematical and statistical concepts. Results from the collected data are linked to the theory through the defined hypothesis. The theory is either refuted or proven, based on the results, implying that quantitative research uses 'top-down' logic. Generalisation to other situations can also be made based on results.

Generalisation in quantitative research is made possible by closed research instruments and consistent research methodology measured through validity and reliability. The theory underlying the quantitative research approach is adopted from the hard sciences such as physical science where a phenomenon is taken and tested in the laboratory for a scientific conclusion. Creswell (1994) suggests that this thinking was earlier favoured by scholars such as Comte, Mill, Durkheim, Newton and Locke. Their view is that the quantitative approach, though borrowing from hard sciences, makes certain assumptions about social realities. Creswell (1994) believes that quantitative researchers control bias and are systematic and scientific in their approach. The quantitative reporting uses a formal vocabulary that is impersonal and argues from facts gathered in the study without drawing on their values and understanding of the social reality.

Quantitative research, on the other hand, is applicable to phenomena that can be best described and expressed in terms of quantity through measurement and numbers (Kothari, 1990). Golafshani (2003) describes quantitative research, also known as logical positivism, as a technique that

engages experimental methods and quantitative undertakings that test the hypothetical generations with emphasis on the measurement and analysis of causal relationship between variables. Johnson and Christensen (2008) stipulates the elements and characteristics of quantitative research in the following manner:

- Quantitative research tests the hypothesis, engages the cause and effect and makes predictions at the end;
- Specific variables are studied and statistical relationships are shown;
- It focuses on numbers and statistics;
- Quantitative data is based on exact measurements employing structured and validated data collection tools;
- Findings are generalised and can be applied to other groups; and
- It is descriptive, explanatory and predictive.

3.3.2 Qualitative method

Qualitative and quantitative may have different approaches in research but have some complementary elements as well. Both researchers adopting qualitative and quantitative research are tasked to gather and analyse collected data in a systematic social life. These two styles of research differ mainly in the nature of data collected. The qualitative research deals with soft data which is basically in the form of spoken words, sentences, pictures or symbols, while the quantitative research method employs data gathering in the form of numbers (Neuman, 2011).

The qualitative method was developed as a counter-research approach to the quantitative school of thought. This method is also referred to as the constructivist or naturalist approach (Mouton, 2006). Other social sciences researchers view the qualitative method as the interpretative approach (Troachim, 1994; Leedy and Ormrod, 2005). Unlike in quantitative research

where generalisation is the norm, qualitative research is inductive. Thus, qualitative method departs from the fundamentals of observation and open questions to conclusions that support or criticise theory using the narratives of the informants. The nucleus of qualitative research is characterised by the understanding of the peoples' (informants) experiences, meanings attached to phenomena and their understanding of processes. Categories are developed from the informants rather than from the researcher. Results derived from qualitative research are context-rich (Creswell, 1994).

Leedy and Ormrod (2005) emphasises that qualitative research seeks to answer questions that are aligned to complex social reality from the participant's point of view rather than that of the researcher. Qualitative researchers argue that the best way to understand a social phenomenon is to look at it from a natural context, which means that for researchers to understand a social phenomenon to its fullest potential, they need to be immersed in it (Troachim, 1994).

Furthermore, qualitative research focuses mainly on qualitative phenomena relating to social or human behaviour. Qualitative research is mostly applied in the realm of behavioural sciences with the objective of behaviour through investigation (Kothari, 1990). Qualitative research can be identified through its aims and objectives which are directed towards understanding some factors of social life and applied techniques and methods that generally generate words rather than numbers, as its data for analysis, which may seem not to be sufficiently precise. Common with qualitative research is that findings lack vigour and its results can be generalised (Green, 2007).

Undertakings from qualitative research literature indicate that qualitative researchers are concerned with the meaning in context or in the "real life-world', thus bringing to light the fact that such research is context-bound and covers views as expressed by individual human beings. In the qualitative research approach, the researcher builds the reality around social life and

applies own understanding of the social phenomenon by using the respondent's acknowledgement of social reality as the lens. Therefore, the qualitative method appreciates the fact that multiple interpretations can be derived from a variety of available social situations (Kalof, Dan and Dietz, 2008).

Figure 2: Overview of qualitative research adopted from Kalof, Dan and Dietz, 2008, p. 85).

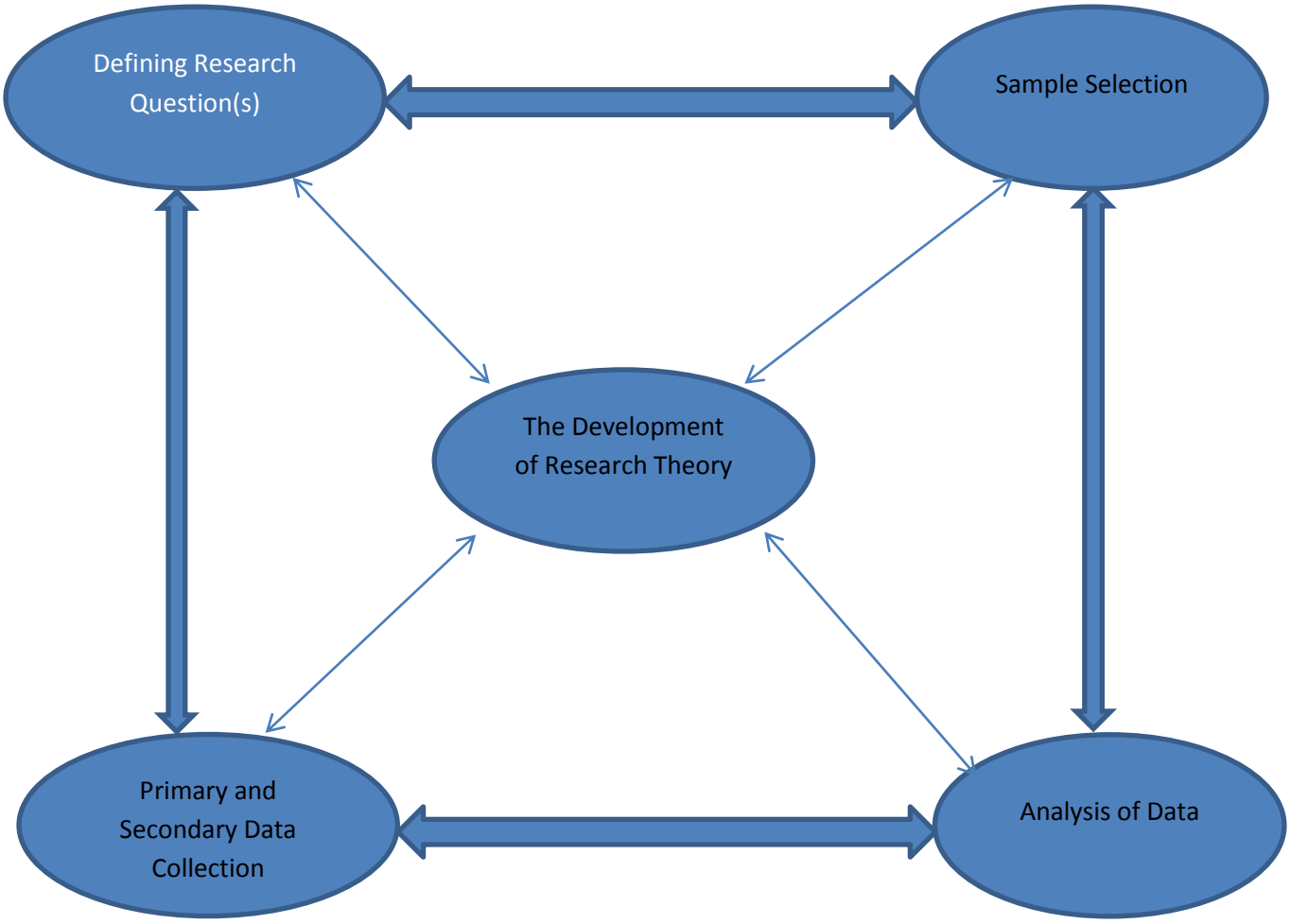


Figure 2 suggests that defining a research question and developing theory are inseparable in qualitative research are closely linked to the collection of data. Berg (1998) cited in Kalof et al, agrees that once a qualitative researcher gathers and

qualitative researcher gathers and analyses the initial data she or he may be compelled to search for more information that could result in the modification of the interview guide, further leading into possible alteration of sampling arrangements. Based on the qualitative analogy, the researcher observes social life events and amasses concrete data. After its collection, data is broken down to understand and appreciate phenomena and theory is subsequently generated. It can also be appreciated from Figure 2 above that qualitative research is non-linear and adopts a bottom-up rationale, implying that data collected is specific and the theory generated is general.

Creswell (1994) advises that qualitative researchers should at any given time be honest when interpreting social reality and rely on voices and interpretations of the informants. Again, in the qualitative method, the researcher is very active and engages with the informants to generate a detailed understanding of the social reality under investigation. Through ethnography, the distance between the researcher and the informants is reduced. The language used to report for qualitative research utilises researcher value-laden vocabulary with words such as discover, understanding, and meaning. According to Creswell (1994), qualitative language is personal and informal.

3.4 RESEARCH DESIGN

This research study is of a qualitative nature since its focus is more on the exploration of the social reality, which is vagrancy in public open spaces, thus supporting Heath (1997) with an undertaking that qualitative research, through the lens of a qualitative researcher, attempts to address human phenomena or behaviour from a variety of research perspectives that could be realised via discretion, exploration, investigation or interpretation. This notion is further expanded by Struwig and Stead (2001) who suggest that qualitative research centres around the issue being researched from the dimension of research participants who are not viewed as subjects with an inferior role in the research process, but significant participants whose views

will receive in-depth analysis, thus preventing the report from being anecdotal. Furthermore, this research study will employ the case study method with the objective of bringing into the fold the narrative analyses.

According to Tellis (1997), case study is a multi-perspective analysis which is generally characterised by not just considering the voice and perspectives of participants but also the relevant groups of respondents and the interaction between them. He also holds a view that a case study can be looked at as a triangulated research strategy since it is mainly encompassing dynamics that should be related specifically to data, theory and the investigators or researchers.

While case study is a popular design in its own right, it has its own limitations and pitfalls. According to Neale, Thapa and Boyce (2006), case studies can be lengthy as they provide detailed information about a case in narrative form because during interview sessions it is difficult to interrupt respondents; furthermore, some scientists hold a view that they lack vigour and it is difficult to generalise from one case to another. This case study is within the confines of the City of Johannesburg's public open spaces since it will be conducted by looking at the Johannesburg Metropolitan Police Department.

Jonas (2005) explains narrative analysis as a method of qualitative research in which the researcher presents stories of the research subjects while trying to comprehend the relationship between the experience of the individuals and their social realities, a method in which the investigator has brought out relationships between respondents and text, as well as between text and society (Franzosi, 1998).

The researcher in this research study intends to employ narrative analysis as a principal method through interviews to access narratives from respondents in contributing towards answering the core research question

related to vagrancy challenges, and documents such as reports, media articles and photos will be employed at a secondary level to complement narrative analysis while endeavouring to tell the story of vagrancy. This text analysis will remain part of the secondary data.

3.5 SAMPLING

Qualitative research focuses fundamentally on the richness of data and it is in this kind of arrangement that the researchers generally select samples purposefully rather than randomly (Struwig and Stead, 2001). Further input on the richness of data is made by Neuman (2011) who emphasises that the qualitative researcher's main focus is to identify cases that will enhance what the researchers learn about the processes of social life in a particular or specific context.

The researcher's preferred form of purposeful sampling in this research study is characterised by maximum variation sampling approach because the diversity of the respondents is selected with the objective of finding core experiences and expertise related to the issue of vagrancy. In this research undertaking, six participants are interviewed and serious consideration is given to their experience with regard to vagrancy in Melville and the broader understanding of by-laws enforcement challenges. The profiling of the participants in terms of their significance towards this research work is done in chapter four.

3.6 DATA COLLECTION

Qualitative researchers may use different approaches in data collection and the frequently employed method is that of interviews depending on the purpose and aims of the study. The three main types of interviews include the standardised interviews, the semi-standardised interviews and the standard interviews (Berg, 1995, cited in Stead, 2001). The researcher used primary data in the form of semi-structured interviews for this study as

predetermined questions allow each participant to respond in a systematic and consistent way. This being the case, the respondents were given an opportunity to discuss issues beyond the confines of the questions. This technique gave the researcher an opportunity to obtain multiple responses that made for rich data. Secondary data based on material such as newspaper articles and reports were engaged.

The interviews were conducted individually with each participant from July 2014 to July and January 2015 and they each lasted for one hour at most.

The study was conducted at venues that suited the participants best and they were assured that their names will not be revealed in the research report emanating from the interviews.

While the researcher primarily made notes during interviews, permission from the participants to tape-record the interviews was obtained so that accurate transcripts and interpretations are later available. The final report will be made available to participants.

The interviewees were approached two weeks before the interviews and reminded a week before the time. The researcher informed the participants about the research topic so that they could come prepared. The researcher also gathered more information on vagrancy and multi-stakeholder collaboration so as to facilitate the interview process without difficulty.

The purpose of the interviews was to understand the central themes of the participants towards dynamics of homelessness and the significance of partnerships. Finally, the researcher did not offer opinions on the topic but encouraged the participants to provide detailed information.

3.7 DATA ANALYSIS

Methods of data analysis in qualitative research enable the researcher to arrange and bring meaning to all the sources of data such as interview transcripts and documents. The interview transcripts should be typed verbatim and not edited to be grammatically correct (Struwig and Stead, 2001).

The researcher in this regard analysed the data using hard-copy transcripts. Once the raw data was in place, the researcher organised the data into themes or categories through coding. Coding of data was informed by the following themes: the global thinking behind multi-stakeholder collaboration and its significance; multi-stakeholder collaboration at local government level; partnerships with police at local level; challenges in partnerships; and the practical lessons that could be learned from other countries.

3.8 LIMITATIONS

The researcher's aim was to include Chubb (Private Security Company) and other public utilities in the interview process but due to the expected size of the research project (which is a 25% mini research report) this was not possible.

While this research project is of a small scale, the researcher negotiated with the employer to grant him study leave during the interviews period. This required the university to supply an official document to indicate that such a project will be taking place.

Issues relating to logistics of the project such as funding, transport, and recording equipment were covered by the researcher.

3.9 VALIDITY

Validity in qualitative research can be explained as the extent to which peers and other academics can rely on the concepts, methods or the basis of the study for the purpose of theory and empirical research. According to Struwig and Stead (2001), there are no widely accepted guidelines for testing validity in qualitative research since this is a contentious issue. The researcher, however, utilised the findings of this research study not to generalise but to have a deep understanding of the phenomenon under investigation and derive useful lessons in order that its scope can allow the study to be used beyond the City of Johannesburg.

3.10 CONCLUSION

This chapter addressed the fundamental aspects of undertaking the actual research project by firstly outlining the two different research approaches that included the qualitative and quantitative methods. Mixed research methods were not considered. Furthermore, guidelines in conducting qualitative research such as research design, sampling, limitations and validity were also engaged. The sections to follow in this report will deal with the collection of data, analysis, findings and finally the conclusion.

CHAPTER FOUR
PRESENTATION OF RESULTS

4.1 INTRODUCTION

The chapter presents a layout of the data obtained from the newspaper articles as well as the respondents. By-laws scenario will be briefly discussed and its alignment with the conceptual framework will be engaged. This research undertaking is of qualitative nature and the data was obtained manually.

The data obtained from the newspaper articles in 2009 (secondary data) focuses on homelessness and by-laws infringements in public open spaces in the City of Johannesburg while the respondents (primary data) will cover a wide range of themes ranging from the phenomenon of collaboration to the need of partnerships to address by-laws infringements. Profiling of various respondents will be made in this chapter to give a clearer picture of the diverse backgrounds of the respondents and also how such backgrounds can contribute towards rich data.

4.2 THE ENFORCEMENT OF BY-LAWS

The issue of public open space invasion in Johannesburg is managed legally through the mechanism of the City of Johannesburg Public Open Spaces by-laws (Provincial Gazette Extraordinary Number 179 of 2004), which defines a person as being in contravention of the by-laws if he/she camps or resides in a public open space (Gazette, 2004).

In the South African metropolitan cities, the municipalities are generally referred to as ‘metropolitan councils’ with law enforcement executed by city police departments popularly known as ‘metro police’. The metro police departments have a threefold mandate:

- Traffic Policing and Management
- Policing of municipal by-laws and regulations
- Crime prevention (Rauch, et al., 2001).

In 2001 the Gauteng Province MEC for Safety and Liaison established a municipal police service (Johannesburg Metropolitan Police Department) in terms of Section 64A(4) of the South African Police Service Act, 1995 (Act No. 68 of 1995) to operate within the area of jurisdiction of Johannesburg Metropolitan Council (Gazette, 2001). The Johannesburg Metropolitan Police Department was expected to concentrate on its fundamental mandates that include by-law enforcement. In the City's Growth and Development Strategy one of the priorities is to deal with by-laws infringements. The Johannesburg Metropolitan Police Department has a 'broken window approach'[6] of dealing with challenges of homelessness alongside the bigger issues of crime. In terms of this thinking, the prevention of open space by-laws infringements has a knock-on impact that assists the municipal police to cut out more serious crime (City of Johannesburg, 2001).

4.3 BY-LAWS ENFORCEMENT AND THE CONCEPTUAL FRAMEWORK

During the collection of data, the researcher was given an opportunity to realise the sound association between the notion of by-laws enforcement and the theory utilised to form the basis of conceptual framework. The Political Theory put emphasis on human capital and its power dynamics to make decisions in ensuring that collaboration among various stakeholders becomes a reality.

[6] The "broken window approach" is based on criminological theory which explains that anti-social behaviour should be well monitored and evaluated so that less criminal activity cannot be allowed to escalate into more serious crime (Chappell, Monk-Turner and Payne, 2011) . In this particular context it means that the management of by-law infringements by the Johannesburg Metropolitan Police Department will prevent the escalation of serious crimes in the future.

Mintzberg, Ahlstrand and Lampel (1998) explains the political theory as underpinned by the power school of thought which is characterised by power dynamics of individuals and groups in organisations. This theory is based on the notion that organisational strategy formation is influenced by a process of negotiation between power holders (those who have influence over resource allocation) inside the organisation or between the organisation and its external stakeholders. Politics and power are used as powerful tools to negotiate strategies. While the benefit of the organisation is considered, power and politics are central in the achievement of strategic objectives. Mintzberg, et al. (1998) is supportive of this theory since it allows the organisation to opt for lower dependencies, thus discouraging monopoly. Through macro power dynamics, organisations are able to strategize collectively and collaboratively and this has potential in promoting democratic values. However, it must be noted that roles of power and politics are overstated, thus at times superseding fundamental organisational strategies.

Mintzberg, et al (1998) further engages the notion of power and politics as a political game that gives rise to the spheres of micro and macro influences in collaborative adventures. The micro power views organisational strategy as an interaction that contributes towards indirect and direct force to negotiate the interests of the organisation and its partners at an internal level while the macro power utilises strategy as a tool to advance organisational welfare by controlling and manipulating external partners through political dominance. This dominance in the partnership or coalition is often fuelled by different agendas and interests of different individuals and groups in that the more influential sectors (those who have a final say on resource allocation) will get a bigger share of control, thus resulting in the other group becoming weak and dormant. The imbalances caused by power relations and dynamics will eventually have an impact on the roles and positions in the alliance with results of significant shifts in the balance of power. The school of politics and power has its role in ensuring that

organisational strategy can be realised; however, some negatives can be identified.

Mintzberg, et al (1998) indicates that on the positive side of things organisations can adapt to the changing environment and be more competitive, be able to negotiate with advantage and have control over their compatriots. In this situation collective strategies can be formulated through networks, joint ventures, strategic alliances and strategic sourcing. The strategic value of negotiations over persuasion can also be realised. On the negative side, as discussed earlier, organisations can only take decisions and fail to formulate good strategies because through constant political bargaining and negotiating processes, the end product will be positions and not shared visions since political interests might blur the fundamental strategic focus.

The formation of the metropolitan police department and their mandated roles emanates from political decisions which were informed by the powers vested in individuals or a group of powerful leaders. However, the latter statement does not undermine consultations with other stakeholders but confirms that those political heads have a final say in decision-making.

4.4 DATA COLLECTION

4.4.1 Component 1: Research documents

Table 3 below presents a summary of information from a range of newspaper articles.

Table 3: Summary of data from newspaper articles

	Newspaper & date	Article	Writer
1.	Northcliff Melville Times Week ending 09-01-2009	Focus on the real problems- Dogs off leash	Objector of Roosevelt Park
2.	The Citizen 22-01-2009	Cricketers, vagrants solve park problem- Homeless people becoming part of the solution Collaboration with cricketers at Hilson Park in highlands North Vagrants to keep the park clean in return for incentives	Noni Mokati
3.	Rosebank Killarney Gazette Week ending 23-01-2009	To fence or not- Vagrancy at Zoo Lake Enforcement of by-laws	Kate Henry
4.	Randburg Sun North Week ending 13-02-2009	Beware- driveway danger- Robberies in and around Golden Harvest Park in Northgate Collaboration between ADT Security Company, Honeydew police and the local community to address crime in the park	Jack Birch
5.	Randburg Sun South	Vagrant headaches-	Justine McCabe

	Week ending 13-02-2009	Homeless squatters responsible for litter, robberies and house robberies Randburg police working closely with community around parks in Jim Fouche Drive and Ysterhout Street	
6.	Randburg Sun North Week ending 13-02-2009	Beware driveway danger- Robberies in and around Golden Harvest Park in Northgate Collaboration by Honeydew SAPS/ADT security and community	Jack Birch
7.	Randburg Sun South Week ending 13-02-2009	Homeless squatters- Litter/crime house hobbies- Randburg SAPS working closely with community around Parks in Jim Fouche Drive/Ysterhout street	Justine McCabe
8.	Northcliff Melville times Week ending 13-02-2009	Mind you off-leash brigade- Bylaw dogs on leashing	Grant Bruce
9.	Randburg Sun South Week ending 20-02-2009	Vagrancy rampant- Homelessness a serious problem	John Tailor
10.	Randburg Sun North Week ending 20-02-2009	River raids rise again- Thing behind collaboration with private security companies/police/JMPD/JCPZ to fight crime	Jack Birch
11.	Fourways Review Week ending 20-02-2009	Illegal land investigation- Illegal land squatting in Magaliessig	Zaheera Walken

12.	Joburg East Express (vol:6 no.09) 24-02-20009	Bylaw- Public drinking	Unknown
13.	Fourways Review Week ending 01-05-2009	Keeping park clean- Unsafe environment in Jukskei Park Criminal element use parks as hideout	Natasha Bezuidenhout
14.	Randburg Sun Week ending 01-05-2009	Stiff fine for tree fellers- Illegal tree cutters should be heavily fined	Unknown
15.	The Citizen 05-05- 2009	How long until parks are overrun again- Homeless people a nuisance with drug usage and alcohol abuse in the park	Lucy by email
16.	Joburg East Express Week ending 05-05-2009	Penalties for illegal tree felling- Illegal tree cutting by individuals	Unknown
17.	Randburg Sun weekending 29- 05-2009	Park patrol pays off- House breaking as a result of homeless people living at Golden Harvest Park	Jack Birch
18.	Citizen 02-06-2009	Joburg parks get greener and safe- The green fields project joint venture between ward committee at ward 99 under councillor Don Forbes and JCPZ	Dominique Valente

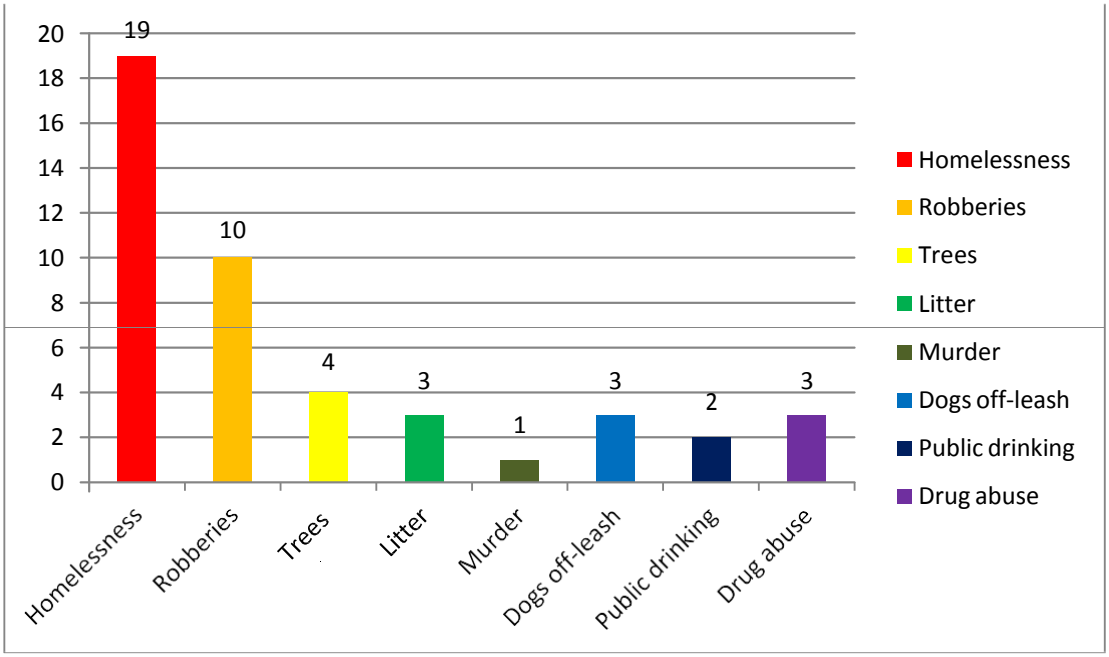
		Delta Park and Emma Park improvement project to address security concentrate vagrancy illegal Parking	
19.	Rosebank Killarney Gazette Weekend 05-06-2009	Don't nail the trees- Posters on trees	Shorties
20.	Dobsonville urban News 5-06-2009	Heavy fines to be issued to illegal tree advertisers- Illegal advertisement on trees	Naughty Maluleke
21.	Randburg Sun Week ending 3-07-2009	The root of Vagrancy- Randburg area vagrancy high Root cause unemployment Proposal: all stakeholders in the community business council police will have to come to the party to address the issue	Solomon Saohatse
22.	Midrand Reporter Week ending 10-07-2009	Can't go to the park- I never saw them coming up from behind me at all Crime- armed robbery	Concerned mother
23.	Midrand Reporter Week ending 24-07-2009	Make parks safe- Drug abuse by youth in parks	Kevin of Vorna Valley
24.	The Star 21-08- 2009	Number smash and grab incidents is decreasing around Melville Koppies-	Angelique Serrao

		Collaborative work between Parkview police and Melville Koppies Reserve Chairperson yielded in the reduction of handbag snatching blame on displaced person hiding in the area	
25.	Randburg Sun Week ending 28-08-2009	Windsor Park chaos- Homelessness and drugs	Jeremy Gray
26.	Sandton Chronicle Week ending 25-09-2009	Vagrancy Jukskei River- Homeless / displaced males bathing naked in public	Paul Freathy
27.	Rosebank Killarney Gazette Week ending 25-09-2009	Vagrancy in Killarney	Kate Henry
28.	North Eastern Tribune Week ending 02-10-2009	A home to go to- Vagrancy Paterson Park	Amanda Watson
29.	Fourways Review Week ending 30-10-2009	Leash war debate- Dogs off leash	Jim Spilling
30.	Rosebank Killarney Gazette Week ending 13-11-2009	Murder in the park- Murder James and Ethel Gray Park Melrose	Kate Henry
31.	Randburg Sun Week ending 20-11-2009	Fence off the Park- Fencing of public open spaces along Pampoenspruit to control vagrancy	Dave Harwood
32.	Randburg Sun	Damnable vagrants everywhere-	L Brand

	Week ending 20-11-2009	Many vagrants in Robin Hill in Cherry Road	
33.	Sandton Chronicles Week ending 04-12-2009	Sullied spruit shambles- Homeless people living at the spruit Illegal dumping of rubbish at Braamfontein Spruit Environment hazard Collaboration between JMPD/JCPZ community and other COJ department to resolve problems	Abed Ahmed

Table 4: Graphical representation of data from the articles relating to number of infringements of the by-laws and the law in parks

Homelessness	**19**
Robberies	**10**
Trees	**4**
Litter	**3**
Murder	**1**
Dogs off-leash	**3**
Public drinking	**2**
Drug abuse	**3**



The above summary of newspaper articles provides secondary data which indicates the extent to which homelessness (19 complaints in total) is common in the City of Johannesburg and further shows the frustration by community members in terms of the lack of by-laws enforcement. According to the communities, there is a need for collaboration among various stakeholders to help in resolving the homelessness issue which a by-law

infringement. It is therefore significant to indicate that of the eight infringements captured from the articles, homelessness is most listed.

(The soft copy of all the articles used is available)

4.4.2 Component 2: Responses from interviews

Interviews were conducted with six individuals from different backgrounds and one was selected from a non-governmental organization in Melville but also serving in Ward 87 Committee for Social Development. The remaining respondents are officials in the City of Johannesburg and serve in different departments. The respondents' profiles presented below in Table 5 attempts to explain their roles in their respective organisations and why they were considered for participation in this research project.

Table 5: Profiling of respondents

Participant	Organisation/ Institution	Portfolio	Reason(s) for selection	Method to access participants
Director	Johannesburg Metropolitan Police Department	Head of Joburg City Safety Programme	One of the core mandates of JMPD since 2001 is to enforce City by-laws and it is in light of the Director's experience of many years in this portfolio that the researcher strongly believes that he can contribute significantly to the study. The researcher also views the Director as an expert in the field of research relating to city policing strategies	Telephonically Email Physical visit to her office
Senior Manager	Johannesburg City Parks and Zoo	Head of Academy	In 2007 a joint by-law enforcement unit (Park Rangers/Parks Patrol Unit) was established to address public open space by-laws contraventions comprising City Park's Rangers and JMPD officers. The Stakeholder Liaison Senior Manager played a pivotal role in the establishment	Telephonically Email Physical visit to his office

Participant	Organisation/ Institution	Portfolio	Reason(s) for selection	Method to access participants
			of this unit and through consistent engagements with law enforcement agencies and other stakeholders in the City, one is confident that his participation in the study will add great value. He has been playing an important role of a facilitator City-wide in terms of bringing politicians, City officials and other stakeholders to forge a way forward in dealing with vagrancy	
Acting Director	Department of Community Development : Human Development Unit	Head of Human Development Unit	The Human Development Unit has been tasked by the City of Johannesburg to champion the facilitation of shelter for homeless people in Johannesburg. Much of the focus was on street children and vagrants in the Inner City Region. It is only resent that interest was shown on addressing vagrancy in the public open	Telephonically Email Physical visit to his office

Participant	Organisation/ Institution	Portfolio	Reason(s) for selection	Method to access participants
			spaces. The participant will shed light as to how the department's mandate can add value to the multi-stakeholder collaboration in dealing with challenges f vagrancy	
Manager	Johannesburg Metropolitan Police Department	Petitions Officer and GIS specialist	The participant was selected because of his in-depth understanding of by-laws from policy and implementation perspectives. He also has amassed experience in stakeholder engagements.	Telephonically Email Physical visit to his office
Superintendent	Johannesburg Metropolitan Police Department	Head of By-Laws Enforcement Unit	The respondent is responsible for the operational duties including strategic planning and the enforcement of by-laws. The Parks Patrol Unit falls under his jurisdiction and has experience in homelessness challenges.	
				Telephonically Email

Participant	Organisation/ Institution	Portfolio	Reason(s) for selection	Method to access participants
				Physical visit to his office via appointment
Director	**Dansazania**	Director	Dansazania is non-profit organisation based in Melville.This organisation's role is to address the needs of homeless people in the area of Melville and focuses more on ensuring that the government, private sector and community work together in a collaborative manner to tackle homelessness.	Email Telephonically Physical visits

The data collected through interviews has been arranged under the following themes:

- Participants understanding of the local government's initiatives to work with community.
- The need to address homelessness through collaboration.
- Key stakeholders in ensuring the success of collaboration.
- Participants view on benefits of collaboration.

4.4.2.1 Theme 1

Participants' understanding of the collaboration with communities.

Respondents were asked: **What is your understanding of the local government initiative to work with community and organized community?** The purpose of this question was to establish if the respondents are familiar with any collaboration understanding between the municipality and the community.

The five respondents indicated that over the years the City of Johannesburg has been working with communities on projects relating to development. It was further highlighted that the local government is best placed to work with communities in a more collaborative way.

The Joburg Growth and Development Strategies and the Integrated Development Planning were used as examples. Mention was made that between 2008 and 2014 communities were more intensely engaged on strategies to develop the City than ever before. One respondent was concerned that while communities are normally consulted to participate, the engagements are not on an ongoing basis and are mostly characterized by inconsistency.

While supporting the City's initiative to include community participation in the Integrated Development Planning and the Growth and Development Strategy to enhance service delivery, one participant directly addressed the issue of safety and security in public open spaces. His view was that the key focus of the City's budget implementation plans on safety, which included by law enforcement, should be centred on community participation. Involvement of community (civil groups, residents, educational, institutions, business) will ease the work of municipal police to enforce by-laws because the locals know the dynamics of their surroundings better than the authorities. The participant also gave an example of the Joburg Inner City Park Safety Forum which sits monthly to work out action plans and strategies to address by-laws challenges and particularly homelessness. The forum is represented by officials from the City of Johannesburg's Metropolitan Police Department, City Parks and Zoo, Community Development, and the South African Police Service.

Another example of the importance of consultative processes as alluded to by the three respondents was that of the City's new approach to enforcing by-laws and preventing crime. It is known as the 10+ Ward Policing Plan. This plan places ten metro police offices in each ward to work with the local communities in addressing law enforcement challenges. The strategy allows the police to engage with all groups in the community and developstrategic plans collectively.

Emphasis was also made by the five participants employed in the City that while different departments have different mandates, it is important that inter-departmental collaboration is systematically adopted to address homelessness in the City's public open spaces. For example, the metro police would enforce by-laws by removing the homeless people in the parks. After being removed, Social Development would then profile them

accordingly and provide shelter. While in the shelter, the health department would come in and address health issues such as drug addiction and illness.

One participant outside government employment explained that while the concept of collaboration is generally understood, there is a serious need to develop a model in the city that will be used as a yardstick to understand challenges of the collaboration relating to the budget, research and development. Such a model will ensure that collaborative work is done in a systematic and orderly way.

4.4.2.2 Theme 2

The need to address homelessness through collaboration

Participants were asked: **What kind of assistance would the Johannesburg Metro Police Department need from other stakeholders to effectively address homelessness in public open spaces.**

This question was asked to specifically allow the respondents to identify mechanisms that would make collaboration with police possible through contributions by various stakeholders.

One respondent's view was that it is true that police cannot in isolation be successful to resolve the homelessness problem through enforcement. Her view was that the non- governmental institutions should act as catalysts in addressing homelessness. The involvement of non-governmental organizations will assist in ensuring that trust between enforcement agencies/local government departments is realised. Homeless people perceive police as hostile officials and intervention of trained and qualified social workers from non-governmental organizations could normalise the situation. She supported law enforcement in public open spaces but

highlighted the fact that homelessness is a socio-economic problem that needs a multi-organizational approach.

Most of the respondents were also of the view that homelessness is a complex and difficult challenge that cannot be resolved through law enforcement only. Homelessness is a generational issue which is deep and impacts significantly on society's resources, opportunities and support systems. They believe that law enforcement should be linked to a range of interventions that include social, economic, support, and structural considerations.

The subject of multi-agency planning and implementation through urban management was cited as a way forward to assist law enforcers in addressing homelessness. The police plan must be aligned to strategies of other departments and once this becomes possible, wasting taxpayers' money could be prevented. The respondent highlighted two examples of partnerships initiated by departments in the City of Johannesburg to work collaboratively with the metro police. He reported that the Johannesburg City Parks and Zoo and the Johannesburg Metro Police Department joined hands in 2008 to form a joint parks patrol unit to improve on the execution of by-laws enforcement. Another example was that of the Inner City Park Safety Forum with the same objective but with more than two departments represented. Broader discussion on the forum is attempted later.

One participant indicated that while stakeholder partnership is necessary in assisting the municipal police, it is vital to also draw on global practices and trends. Such lessons may be of benefit to the local context. The participant also indicated that the role of business cannot be overlooked. Fundraising to erect more shelters for homeless people could minimize the need to enforce the by-laws on homelessness in public open spaces because the more people that are housed, the more encroachment in parks will be reduced.

4.4.2.3 Theme 3

The key stakeholders to ensure the success of collaboration

The question asked was: **Which stakeholders are most central in contributing positively towards the reduction of homeless people in public open spaces.**

There was evident consensus from all the respondents that while the mandate of by-laws enforcement in the City of Johannesburg lies with the Johannesburg Metropolitan Department, other stakeholders play a pivotal role in ensuring that the problem of homelessness is addressed effectively.

One respondent held a strong view that the non-governmental organizations should play a central role since they are more capacitated through human capital and other resources and also that the government bureaucracy was not an issue in their sector. She envisaged the creation of a "Halfway House" institution where the homeless persons could be removed from public open spaces and sheltered there. According to her, the Halfway House would be an institution that would provide needy people with the following

- Rehabilitation on drugs and alcohol abuse
- Life skills
- Mental health
- HIV and AIDs treatment
- Professional personnel social workers, councillors, doctors, legal advisors, psychologists and volunteers.

Government departments would then come in as secondary role-players to give a support function, for example, budget allocations for municipal departments in the City would be partly utilized to support the Halfway House with additional funding for projects. Departments such as the

metropolitan police department would regularly visit the institution to ensure that criminal activities related to drug abuse or dealing are dealt with. The Home Affairs Department would be helpful in addressing matters relating to foreign nationals.

Respondents employed by the City of Johannesburg viewed the issue of central stakeholders differently from the other respondent. They believed that the City is the custodian of development locally and its departments and municipal owned entities should be central in leading all collaborative efforts in addressing homelessness in the following manner.

The Johannesburg Metropolitan Department is tasked with the responsibility of the enforcement of by-laws as per the provincial Gazette Extraordinary number 179 of 2004 (Gazette, 2004) but this does not mean they should work in silos. Homelessness is not a problem for one organization, but a societal problem that requires a collective approach by all the stakeholders concerned because no single organisation is best placed to resolve the challenge of homelessness alone. As the custodian of safety and security in the City's public open spaces, the police need to craft the best way of collaborating with other role-players and holding them accountable for their mandates.

The Department of Community Development also plays a central role in dealing with homelessness. After being removed by municipal police from public open spaces, the homeless person should be placed in shelters. While at the shelters; profiling procedures would then be conducted. If the mandate of the community development department is carried out well, the work of the police will be made easy. This department is then able to work closely with the housing department for future planning with regard tohousing the homeless. He respondents also reported that the Johannesburg City Parks and Zoo should be considered as a key because this municipal owned entity is mandated by the City to manage and maintain

all public open spaces that include parks, cemeteries, road islands and nature conservation areas. City Parks and Zoo are not responsible for by-laws enforcement but can play an important role in that operational responsibilities could contribute to crime prevention through environmental design.

The participants also indicated that even though community structures are not a formal part of government they also play a significant role in the collaboration, for example, the church plays an important function in ensuring that the homeless and destitute people are given food and shelter. Mention was made of the Central Methodist Church in Johannesburg Central Business District which has over the years accommodated Zimbabwean nationals who were not able to have access to accommodation and food. Non-government organizations and businesses have contributed other resources. The business community would also add value by creating employment opportunities by empowering the homeless persons with skills development.

One of the respondents acknowledged the key roles that the local government departments could play in addressing homelessness but took issue with the provincial government for not taking the responsibility of dealing with homelessness. According to him, the City of Johannesburg does not have a primary mandate to address homelessness. He argued that the province's Social Development Department is the custodian of managing the dynamics of homelessness in Gauteng and they shift the responsibility to the City. He also believed that based on the status quo, collaboration efforts should go beyond the city. The National and Provincial governments should be directly involved because they decide on policy and budgets.

4.4.2.4 Theme 4

Participants' views on benefits of collaboration

Respondents were asked: **What benefits are there to be realised through multi-stakeholder collaboration?**

This question was asked to establish whether respondents understood the significance of collaboration and the benefits attached to it.
All the participants supported the notion of stakeholder collaboration and were able to point out different benefits that could generally improve the manner in which the Johannesburg Metropolitan Police could carry out its duties effectively through engaging other city departments and the community at large.

The researcher noticed the optimism of the respondents when an opportunity was presented to them to share their views on the benefits of collaboration in that two of them made the following opening statements:

- Many hands make work light.
- An individual cannot make it alone, we have to work together - animals hunt together, we need to learn from them.

One respondent who has a strong research background indicated that collaboration efforts addressing homeless people in public open spaces have theoretical benefits in the development of research. According to Powell and Vagias (2010), public involvement and review can improve research validity, clarity and appropriateness. Furthermore, the research outcomes can be useful for managers and stakeholders especially during the formative stages of social science research.

The overall input of the respondents on the benefits of collaboration can be summarised in the following manner:

- Lives of the homeless people will improve.
- Service delivery will be effective.
- Multi-agency collaboration will assist in improving on weaknesses of other stakeholders.
- Cohesion will be encouraged.
- Informal and formal communication processes will build trust among stakeholders.
- Collaboration will enhance organisational commitment towards resource sharing.
- Better understanding of complex challenges facing various role-players will be known and dealt with.
- Community structures will be empowered to present integrated solutions to address homelessness.
- Collaboration will impact on the City's policy formulation processes.
- Relationship of feedback to the metropolitan police department in relation to consistency and follow-up will be established.
- Monitoring and evaluation of projects will be done collectively.
- Party political agendas could be minimised.
- Overall improvement on communication among stakeholders will be realised.

4.5 CONCLUSION

This chapter's main focus was on presenting data obtained from the newspaper articles and the respondents through interviews. The data was analysed manually, and a graph and tables were used. The following chapter will interpret and analyse the data presented.

CHAPTER FIVE
INTERPRETATION OF THE RESULTS

5.1 INTRODUCTION

In this chapter the researcher will analyse and interpret data collected from the newspaper articles and the interviews. The interpretation of the findings will be presented to provide answers to the research question.

In this research undertaking information was sourced from six respondents; one was from a non-government organisation and the remaining five were from various departments in the City of Johannesburg. The respondents were selected due to their experience and knowledge relating to the challenge of homelessness in the City and particular at Melville. Information was sourced from 33 newspaper articles dating from January to December 2009; 31 of the articles engaged are from the community newspapers and 2 from the national newspapers.

5.2 THE CONCEPTUAL FRAMEWORK IN LINE WITH THE DATA ANALYSIS AND INTERPRETATION

During the analysis and interpretation of data, the researcher observed the sound association between the notion of by-laws enforcement and the theory utilised to form the basis of conceptual framework. As indicated earlier in the previous chapters, the Political Theory emphasised human capital and its power dynamics to make decisions in ensuring that collaboration among various stakeholders becomes a reality. Data interpreted points to the fact that even though consultative processes were followed towards the advancement of the Growth and Development Strategy and the Integrated Development Planning, the final decision would come from the Office of the Mayor and his Mayoral Committee.

Mintzberg, Ahlstrand and Lampel (1998) explains the political theory as underpinned by the power school of thought which is characterised by power dynamics of individuals and groups in organisations. This theory is based on the notion that organisational strategy formation is influenced by a process of negotiation between power holders (those who have influence over resource allocation) inside the organisation or between the organisation and its external stakeholders. Politics and power are used as powerful tools to negotiate strategies. While the benefit of the organisation is considered, power and politics are central in the achievement of strategic objectives. Mintzberg is supportive of this theory since it allows the organisation to opt for lower dependencies, thus discouraging monopoly. Through macro power dynamics, organisations are able to strategize collectively and collaboratively and this has potential in promoting democratic values. However, it must be noted that roles of power and politics are overstated, thus at times superseding fundamental organisational strategies.

Mintzberg, et al (1998) further engages the notion of power and politics as a political game that gives rise to the spheres of micro and macro influences in collaborative adventures. The micro power views organisational strategy as an interaction that contributes towards indirect and direct force to negotiate the interests of the organisation and its partners at an internal level while the macro power utilises strategy as a tool to advance organisational welfare by controlling and manipulating external partners through political dominance. This dominance in the partnership or coalition is often fuelled by different agendas and interests of different individuals and groups in that the more influential sectors (those who make the final decision with regard to resource allocation) will get a bigger share of control thus resulting in the other group becoming weak and dormant. The imbalances caused by power relations and dynamics will eventually have an impact on the roles and positions in the alliance, resulting in significant shifts in the balance of power. The school of politics and power has its own

role to play in ensuring that organisational strategy can be realised, albeit with some negative aspects.

Mintzberg, et al (1998) indicates that on the positive side of things organisations can adapt to the changing environment and be more competitive, be able to negotiate with advantage and have control over their compatriots. In this situation collective strategies can be formulated through networks, joint ventures, strategic alliances and strategic sourcing. The strategic value of negotiations over persuasion can also be realised. On the negative side, as discussed earlier, organisations can only take decisions and fail to formulate good strategies because through constant political bargaining and negotiating processes, the end product will be positions and not shared visions since political interests might cloud the fundamental strategic focus.

5.3 OBSERVATIONS ON AREAS OF IMPROVEMENT AS PER THE COLLABORATIVE INITIATIVES

The interpretation of data based on the findings showed some attempts by the Johannesburg Metropolitan Police to collaborate with other stakeholders. In chapter four the following examples were given:

- The collaboration between the Johannesburg Metropolitan Department and City Parks and Zoo led to the establishment of a joint parks patrol unit which comprised Park Rangers and Metro officers. This partnership needs to be given credit because it is the first of its kind in the City and it is believed it will grow in strength over the period to improve the enforcement of by-laws in public open spaces.
- The Inner City Park Safety Forum is one important collaborative project that brings together relevant stakeholders once in a month to develop and execute strategies aimed at dealing with by-laws enforcement related to homelessness.

- The 10-plus Ward system is the proposal from the Executive Mayor to ensure that 10 metro police officers are deployed in each ward within the City boundaries to enforce by-laws, manage traffic policing and support crime prevention. The police work closely with the community and the respective ward councillor to ensure that communities are safe. The partnership is viable but more time is needed for it to be more effective as it came into effect only in 2013.

5.4 INTERPRETATION OF NEWSPAPER ARTICLES RESULTS

The researchers chose to concentrate on gathering much information from the community newspapers because the challenge of by-laws enforcement in relation to homelessness in the City of Johannesburg is experienced within residential areas where the journalists are able to continuously work with communities and follow up on their stories. National papers may prioritise headline making stories that are related to politics, the economy, crime, corruption and sports, thereby treating homelessness as a lesser priority. The call for collaboration between the community and police authorities was also made.

5.4.1 Articles related to homelessness

Table 3 in chapter four gives the summary of complaints related to by-laws and general lawlessness in the public open spaces.

Between January and December 2009, 45 articles reported on various law infringements and 19 of them were related to homelessness. Homeless people were referred to as “vagrants” in most articles. The researcher preferred to use homeless people because they do not just idle in public open spaces but live there since they do not have homes.

Articles on homelessness make up 42% of the 8 categories of the infringements reported. The percentage represents a high number and this

could be indicative of the fact that homelessness is a challenge in the public open spaces and the municipal police are therefore finding it difficult to enforce by-laws, and this translates into the need for collaboration.

5.4.2 Articles related to robberies

Articles reporting on stories associated with robberies were 10 in total and second highest to homelessness stories. In interpreting the information contained in those articles, the researcher could establish that robberies that took place are attributed to the homeless people residing in public open spaces. The only incident where there is no clarity is a Midrand report of 10 January 2009. The writer of the article does not identify homeless people as robbers but the trend of infringements generally implicates the homeless persons. The homelessness issue gives rise to other criminal activities such as robberies.

5.4.3 Articles on illegal tree felling and dogs off-leash

The by-law infringements of illegal tree cutting and dogs-off leash in public open places were engaged by the researcher with the objective of using this information to establish a comparison between stories reported the most and the stories reported the least. In other words, the researcher needed to use other trends on by-laws contravention to support the problem statement on the notion that homelessness is a challenge that cannot be resolved by the Johannesburg Metropolitan Police Department alone.

5.4.4 Articles on litter, public drinking and drug abuse

The newspaper articles reported 3 littering, 2 public drinking and 3 drug abuse stories in public open spaces. All combined, these reported stories form only 17% of the 45 cases. Homelessness still heads the list. The writers of these articles attribute littering, public drinking and drug abuse to

homelessness. This is an indication that the municipal police find it a difficult task to enforce by-laws on their own without collaborating with other stakeholders.

5.4.5 Article on murder

The article on murder reported in the Rosebank Killarney Gazette of the week ending 13 November 2009 does not implicate homeless people but was used by the researcher for comparison. Murder is scheduled as a serious crime and not a by-law infringement, and is not life in public open spaces. Only one case was reported by the 33 newspapers. The researcher was convinced that serious cases such as murder are not a serious problem in parks and public open spaces. By-laws infringements are a challenge in general and homelessness in particular seems to be more problematic. Collaborative interventions by stakeholders should be considered to resolve this challenge.

5.5 THE CALL FOR COLLABORATION

In the 33 newspaper articles used as sources for secondary data, 11 of them gave indications of how local communities viewed collaborating with law enforcement agencies and other stakeholders as being important in addressing homelessness in public open spaces. Multi-agency intervention can be effective in dealing with homelessness through collaboration.

5.6 INTERPRETATION OF INTERVIEW RESULTS

The researcher will utilise the data collected from the interviews by placing it in the themes from chapter four. They are:

- Participants' understanding of the local governments initiatives to work with community.
- The need to address homelessness through collaboration.

- Key stakeholders in ensuring the success of collaboration.
- Participants' views on the benefits of collaboration.

Interviews were conducted with one respondent from a non-governmental organisation and five officials from different departments in the City of Johannesburg.

5.6.1 Theme 1

The participants understanding of the local government initiatives to work with the community

Multi-stakeholder collaboration is a global phenomenon that academics and professionals have over the years devoted much attention in trying to measure the significance of partnerships between government institutions, local community and other stakeholders in the realm of business and non-government activities (Kaner, Watts and Frison, 2008).

A trend has been developing to implement collaborative arrangements between public and private entities with the ultimate objective being to enhance effective service delivery. The collaboration of various institutions is this era's source of hope since globalisation processes have resulted in greater complexity, interdependence and scarce resources (Rocha and Jacobson, 1998; Zadek, 2006). It is through collaboration that various actors, diverse in nature as they may be, make it possible for the current generations to vest their hopes and aspirations for effectively addressing challenges of governance.

The respondents reported that over the years the City Of Johannesburg has been working closely with communities collaboratively on projects relating to developmental agendas. This input resulted in the researcher concluding that the respondents are aware of the City's initiatives in general to

collaborate with the community but issues of multi-agency approach in dealing with safety and security in the public open spaces is not well addressed. In other words, the researcher acknowledges that respondents are conscious of the partnership between the City and communities, but collaboration on by-law enforcement is not well addressed.

The 2030 Growth and Development strategy of the City of Johannesburg has in its vision public safety. In terms of the growth strategy, good governance can be achieved through safety and security deliverables. The Integrated Development Planning is also aligned to service delivery in the short term. The researcher's analysis is that while the strategies are put in place for short and long term development the factors leading to the lack of collaboration in enforcing by-laws are not given sufficient attention. Greater focus seems to be on economic and social development rather than collaboration efforts to address by-laws enforcement. The views by respondents on collaboration are that to ensure that by-laws are enforced in a sustained and effective manner, the notion of working together must not just be for the sake of meeting scorecard requirements.

The overall input by all the respondents is that collaboration is significant but it was not clear as to how sustainable models could be crafted to ensure successful partnerships. What is encouraging to the researcher is that the notion of collaboration is being embraced but more effort is needed to adopt specific models on collective strategies to ensure that public open space by-laws are well enforced to address homelessness.

5.6.2 Theme 2

The need to address homelessness through collaboration

The previous theme engaged collaboration between the City of Johannesburg and other stakeholders, especially communities in a more

generic approach to specifically look at the understanding of collaboration. This theme will expand on this by not only looking at the envisaged necessary assistance to the police, but also the examples given by respondents to practically initiate collaborative mechanisms to address homelessness.

In 2008, the Johannesburg City Parks and Zoo and the Johannesburg Metropolitan Police Department launched a combined parks patrol unit comprising Park Rangers from the City Parks and Zoo and the metropolitan police officers from the Johannesburg Metropolitan police department (City of Johannesburg, 2010). The main objective of the unit was to ensure that by-laws are enforced in public open spaces and this would translate into general safety and security. The rangers' responsibility is to patrol the parks and other public open spaces and become the ears and eyes of law enforcement agencies. They also educate the public on by-laws and act as park ambassadors.

The researcher understands that the partnership involving the park rangers and the metro police officers had good intentions of ensuring that by-laws enforcement is executed but it is unclear whether the partnership is effective or not. The respondent who raised this matter during the interviews might not have blatantly indicated that more needs to be done in terms of this endeavour. The researcher analysis is that due to the widespread problem of homelessness in the City, the Johannesburg Metropolitan Police Department is not coping with enforcing by-laws. The partnership is currently in force but more strategies need to be crafted to make it possible for this collaboration effort to be effective.

The same respondent also gave the example of the Inner City Parks Safety forum as a collaborative initiative among the City's departments and other external stakeholders. Again, no clear indication was made to address its effectiveness. The by-laws enforcement challenges related to

homelessness are growing and the question is whether these partnerships lack proper guidelines for collaboration or not. Do individual stakeholders have full commitment in terms of committing resources to assist those weaker partners or is it a situation of lack of accountability from individual stakeholders. To this effect, the researcher acknowledged that the will to collaborate does exist among stakeholders. However, what is lacking is the systematic way of conducting the envisaged collaborative business. Collaboration for the sake of doing it will lead to the failure of having effective by-laws enforcement.

The 10-plus Ward system is an interesting example reported on the current examples of stakeholder collaboration between the municipal police and the community. The researcher acknowledges that the City is showing keen interest in partnering with communities to address law and by-laws enforcement but again the respondent could not explicitly explain how this strategy is implemented and whether it is systematic and effective. There is no clear presentation of how various stakeholders in this collaboration will have some interface of their various roles and responsibilities. This scenario leads to complications in realising the ultimate objectives of the partnership, hence failure.

5.6.3 Theme 3

The key stakeholders to ensure the success of collaboration

There was evident consensus from all the respondents that while the mandate for by-laws enforcement in the City of Johannesburg lies with the Johannesburg Metropolitan Department, other stakeholders play a pivotal role in ensuring that the problem of homelessness is addressed effectively.

The input by the respondent from the non-governmental organization lacked the basic understanding of how service delivery is a legislative mandate

given to local government for execution. The enforcement of by-laws by the municipal police is informed by the Provincial Gazette of 2004.This Gazette does not at any stage make indication for the enforcement of by-laws to be executed by the private sector. Her wish to remove homeless people from public open spaces to house them in shelters constitutes by-laws enforcement. The other factor that raised concern was the suggestion of a "Halfway House" as the ultimate solution for homelessness. Halfway House is a concept and cannot be viewed as a practical intervention towards collaborative initiatives. The researcher is of the view that the latter respondent is not well informed on the roles and responsibilities of local government especially on service delivery aspects associated with partnerships on by-laws enforcement.

The participants employed by the City of Johannesburg municipality agreed unanimously that the municipality is the custodian of service delivery. Their input on putting collaborating responsibility on the shoulders of the departments and municipal-owned entities is significant in that other external stakeholders cannot influence the process of budgets and policy making directly. While the Growth and Development Strategies and the Integrated Development Planning processes involved public participation, the final decisions emanate from the office of the Executive Mayor and the Mayoral Committee. Budget allocations are done at this level and the Office of the City Manager engages various departments and municipal owned entities on annual budgets.

The researcher employed some analysis on this matter and realized that the fundamental challenge is whether relevant departments and municipal owned entities understand their roles and responsibilities to collaborate successfully. Is there accountability by each stakeholder on ensuring that the municipal police are partnered with to address homelessness? Is there any thinking to have an interface of various mandates to ensure successful collaboration? The answer is in the negative. All the stakeholders need to

understand that while collaboration is broadly embraced, its effectiveness will not happen naturally. Formal approaches that speak to the principles and other dynamics of collaboration need to be seriously considered.

5.6.4 Theme 4

Participants' views on the benefits on collaboration

The researcher noticed energetic expression from the respondents when they were requested to share their views on the benefits of collaboration. Two components of benefits were indicated - the theoretical and non-theoretical inputs.

The theoretical benefits of collaboration in general contribute towards the development of social science research. Research should be able to produce knowledge that is applicable outside of the research setting with implications that go beyond the sample group that took part in the research (Barker, Pistrang and Elliot, 2002). Collaboration should be substantively discussed at the professional and academic levels.

Research collaboration on homelessness and by-laws enforcement can be useful to managers and stakeholders who will be key role-players in the effort to create partnerships. The success of partnerships that could be informed by research may have greater impact on policy making by the City's political and administrative principals.

The second component of benefits as indicated in chapter four covers a wide spectrum of goals outside the research mainstream. The benefits in this category address issues relating to:

- Service delivery
- Communication
- Community empowerment
- Policy
- Politics
- Trust
- Roles and responsibilities
- Accountability
- Collaborative ideas
- Relationships
- Social cohesion.

5.7 CONCLUSION

This chapter focused on the analysis and interpretation of data obtained from both secondary and primary sources. The respondents and the newspaper articles indicated how homelessness is a serious challenge for law enforcers and also how widespread it was. It is clear from these findings that without collaboration between the municipal police and other stakeholders, by-laws enforcement will continue to present challenges.

CHAPTER SIX
CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

In this concluding chapter, the researcher reflects on the findings related to the factors leading to the lack of collaboration in the enforcement of by-laws by the City of Johannesburg. The chapter will provide a summary of the main findings that emerged in the research study, and is divided into two sections, namely:

- Conclusions: the researcher's conclusions will be presented based on the research findings.
- Recommendations: the researcher will present the recommendations and final remarks on research undertaken.

6.2 CONCLUSIONS

6.2.1 Conclusion on the purpose of the research

As indicated earlier, the purpose of this study is to investigate factors leading to the lack of collaboration in the enforcement of the by-laws in the City of Johannesburg with the objective of presenting, interpreting and analysing the findings, and finally to recommend strategies for consideration in the enforcement of municipal by-laws.

The researcher's interpretation of data sourced both from the newspaper articles and the respective respondents points to the fact that lack of collaboration between the municipal police and other stakeholders is the main reason why by-laws cannot be enforced effectively. Different mandates of various stakeholders should not impede collaboration, but should be used to collectively craft strategies that address homelessness in

public open spaces. For example, if the municipality enforces by-laws by removing the homeless persons, the social development cluster would assist with the profiling and provision of shelter by working closely with the Department of Home Affairs and the Department of Housing. The Department of Health intervention will be on rehabilitation and medical treatment for various ailments. This kind of partnership can only be successful if it is properly modelled according to the principles of collaboration.

6.2.2 Conclusion on literature review

The literature that the researcher engaged in the study provided an overview of a specific field of inquiry because it asks questions related to the prevailing theories and hypothesis and also assists the potential researcher to identify the key research question, focus of the topic of inquiry and understand the existing conceptual frameworks. Furthermore, literature review shows the potential researcher how the prevailing thoughts and ideas fit into his/her research project and how his/her inputs agree or differ from them. It also directs the researcher to any methodological flaws in research generally, inconsistencies in theory and findings, and areas relevant to future studies (Gall, Borg and Gall, 1996).

The researcher was exposed to various definitions and descriptions of collaboration that broadened the fundamentals of this phenomenon which is viewed as a negotiated partnership guided by shared rules, principles, norms and structures. The researcher was also given an opportunity to understand the rationale behind collaboration which speaks to the significance of partnerships between stakeholders. Processes and analysis of collaboration also received attention.

Finally this chapter presented the best practice of collaboration from a global perspective by giving examples of community policing strategies that are

viewed as modern strategies that locate communities as central to policing interventions. Lessons learned from the examples given globally need to be adopted locally by contextualizing them to the City's environment as they would add value towards using collaboration in City to enforce by-laws effectively

6.2.3 Conclusion on research methodology

Research methodology is described as a specific tool to study how the road map of a research project is designed with the objective of solving a research problem in a systematic manner (Rajasekar, Philominathan and Chinnathambi, 2013).

Qualitative and quantitative may have different approaches in research but have some complementary elements as well. Researchers adopting either qualitative or quantitative research are tasked to gather and analyse collected data in a systematic social life. These two styles of research differ mainly in the nature of data collected. The qualitative research deals with soft data which is basically in the form of spoken words, sentences, pictures or symbols, while quantitative research method employs data gathering in the form of numbers (Neuman, 2011).

The researcher's use of the qualitative approach enabled him to gain valuable information from the study, especially from the contributions made by the respondents. The secondary data obtained from the newspaper articles also yielded the results expected from the study in that they were in support of respondents' views on factors leading to the lack of collaboration in the enforcement of by-laws in the city. The articles reported broadly on different by-laws infringements but mostly homelessness, and showed some instances of collaboration initiatives between the community and law enforcement agencies. Where there was no indication of the actual collaboration, the articles showed the need for collaboration through the

views of residents and the community at large. It is therefore significant to conclude that lack of collaboration is a factor that leads to the municipal police being unable to enforce by-laws effectively.

During the interviews, the respondents were at liberty to verbalise their experiences, where at some point they resorted to their indigenous language to get their message across. Respondents were also guaranteed confidentiality and this allowed them to express their emotions without being discriminated against.

6.2.4 Conclusion on data collection and interpretation

The researcher used both newspaper articles and interviews to obtain information with the aim of addressing the research questions that sought to establish the following:

- What are the factors leading to the lack of collaboration in the enforcement of by-laws in the City of Johannesburg?
- What are the strategies for consideration in the enforcement of by-laws in the City of Johannesburg?

The researcher understood that the Growth and Development Strategy together with Integrated Development Planning are the key drivers of development in the City and have the public safety component as one of the priorities. In implementing these strategies the City consulted with various communities on implementation. The engagement processes are purely on a consultation basis and not on collaborative processes that would empower the community and other stakeholders to directly influence the enforcement of by-laws.

6.3 RECOMMENDATIONS

6.3.1 Recommendation1

It is recommended that the growth and Development Strategy of the City be reviewed so that it can encourage well planned collaborative strategies between City departments and other stakeholders. It must not only be owned by politicians and technocrats, but it should be a shared vision where communities can have ownership of service delivery undertakings such as by-laws enforcement.

6.3.2 Recommendation 2

It is recommended that the Office of the City Manager becomes the champion overseeing collaboration processes to ensure that all relevant departments apply their mandates in a systematic manner to address homelessness. Furthermore, the Office of the City Manager should ensure that all participants are held accountable in their involvement in the collaboration endeavours.

6.3.3 Recommendation 3

It is recommended that a sub-directorate supervised by the Office of the City Manager be established to strictly focus on projects related to collaboration on by-laws enforcement.

6.3.4 Recommendation 4

Since homelessness is an international problem, it is recommended that:

- The results of this study be used as a model within the City of Johannesburg and other metropolitan cities in the Gauteng Province

and nationally in addressing the enforcement of by-laws on homelessness.

- The Cities in the Southern African Development Community and the entire continent use the findings of this research to address the challenge of homelessness.

6.3.5 Recommendation 5

It is recommended that the results of this research be utilised by the community of researchers locally and beyond to develop further research on the collaboration to enforce by-laws with the view of curbing homelessness.

6.4 FINAL REMARKS

This chapter attempted to summarise the entire research study by looking at various themes contained in the five chapters with the objective of responding to the purpose statement, research methodology and findings.

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APPENDICES

APPENDIX A

PARTICIPANT'S REQUEST SHEET

Dear Participant

My name is Matome Harold Baholo. I am registered for the degree of MM-P&DM with the University of the Witwatersrand. I am conducting this study for the purpose of meeting the partial requirements for the above mentioned degree. My Research Topic is **"Collaboration and by-laws enforcement in the city of Johannesburg"**.

The purpose of this research is to investigate factors leading to the lack of collaboration in the enforcement of the by-laws in the City Of Johannesburg, to present, interpret and analyse the findings, and finally to recommend strategies for consideration in the enforcement of municipal by-laws enforcement in the City of Johannesburg. The research outcomes will be shared with the Johannesburg City Parks and Zoo, Johannesburg Metropolitan Police Department and the respondents by making available the copy of the final research document on request.

You have been selected by the researcher to be part of the research project because of your knowledge and experience in by-laws challenges relating to homelessness in the City of Johannesburg. Your valuable participation will contribute significant information that will assist in making recommendations on addressing homelessness. The data obtained may also add value to the City's policy formulation on by-laws.

Your participation in the study is voluntary and you will not be coerced to take part in the study. Your identity will be kept confidential and no reference will be made to your name. Please be informed that the interview material

will be stored in a safe place that is only accessible to the researcher. The maximum time that the interview will take will be approximately an hour.

Kind regards
Matome Harold Baholo

Please feel free to contact me on **0722410981/0116838231** for further enquiries.

APPENDIX B

INTERVIEW QUESTIONS

1. What is your understanding of the local government initiative to work with community, and organised community?
2. What kind of assistance would the Johannesburg Metropolitan Police Department need from the other stakeholders to effectively address homelessness in public open spaces?
3. Which stakeholders are most central in contributing positively towards the reduction of homelessness in public open spaces?
4. Which primary stakeholders have influence over important resources outside the partnership to assist through those networks to address homelessness?
5. Among the members of the collaboration, which institutions would have a strong relationship and why?
6. How would the level of trust among the stakeholders be sustained since they will be coming from different backgrounds?
7. Would the diverse political backgrounds of various stakeholders have a negative impact on a collective decision making?
8. What benefits are there to be realised through multi-stakeholder collaboration?