3. COMMUNITY AND SOCIAL DEVELOPMENT SERVICES DEPARTMENT
FEEDBACK OF THE RESEARCH REPORT ON HOMELESSNESS AND THE
REQUEST FOR APPROVAL FOR THE REVIEW OF THE CURRENT CITY OF
TSHWANE HOMELESSNESS POLICY AND APPROVAL FOR THE DRAFT
STREET HOMELESSNESS POLICY
(From the Mayoral Committee: 7 December 2016 and Council: 26 January
2017)

1. PURPOSE

The purpose of the report is to inform Council about the outcome of the research on
Homelessness within the City, and to obtain approval of the reviewed City of
Tshwane Homelessness Policy.

2. STRATEGIC OBJECTIVES

The report addresses the following Strategic Objectives:

Strategic objective 3: "To fight poverty, build clean, healthy, safe and sustainable
communities"

3. BACKGROUND

The City of Tshwane is experiencing a growing problem of Homelessness within its
area of jurisdiction. According to South African Cities Network report published
during 2010, an estimated 200,000 people who are homeless in South Africa are
found in big cities for practical reasons. The Statistics South Africa report published
during 2012 estimates that there are 6, 244 homeless people within the City of
Tshwane alone.

The Human Science Research Council (HSRC) report published during 2010
estimates that 43% of homeless people in Tshwane have homes at the periphery
areas of the city and subsequently are marginalised from economic opportunities.
The HSRC, 2010 report further asserts that some of homeless people do not afford
to travel between their places of stay and the economic opportunities daily and opt
to rather sleep on the streets. HSRC, 2010 states that 32% of this category of
people have no permanent homes and 19% are temporarily stranded on the street.

The respective institutions focusing on homeless programs and various research
reports cites the main causes of street homelessness as lack of affordable
accommodation, unemployment, substance abuse, mental illness and poverty.

Women and children falls within a group that is most affected by homelessness due
to their vulnerability, hence they are prioritised for placement and accommodation in
in shelters. Men are more visible and easily identifiable when they are homeless.
The City of Tshwane has partnered with University of South Africa, University of Pretoria and the Tshwane Homeless Forum to find a sustainable solution to a problem of Homelessness. The mentioned parties assessed the effectiveness of the current policy and strategic interventions on homelessness within the City during 2014. The baseline assessment conducted by the parties revealed that the current policy and strategic interventions were not responsive to the homelessness problem and need to be reviewed.

4. DISCUSSION

The City commissioned a context specific survey to define the problem of homelessness within its area of jurisdiction, to assess the effectiveness of the current policy and strategic interventions and to recommend the evidence based programs to homelessness.

A research report detailing the observations as well as findings and recommendations that include policy, strategic and program interventions that respond to a problem of homelessness as defined by the City is attached as annexure A.

4.1 Summary of Research Findings and Recommendations

The research revealed the below-mentioned gaps in the current policy and strategic framework that guides a response to a problem of homelessness within the City:

Key Research Findings:

- There are a number of stakeholders involved in the Homeless programs within the city, but the effort of the mentioned organisations is not coordinated which renders the response ineffective and inefficient;

- The homeless program in the City is not adequately funded, therefore the planned interventions are not implemented;

- The current approach to address homelessness is not integrated, which means that one or more instead of a combination of the psycho-social, spiritual, physical and economic, housing or spatial aspects of people's well-being are addressed;

- Lack of adequate facilities and / or infrastructure to accommodate different categories of homeless people, including the transitional and the chronic ones;

Key Research Recommendations:

- That the City should review the Homeless Policy and strategy to ensure that the interventions are more responsive and context specific;

- That the city must institutionalise and coordinate a multi-stakeholder response to a problem of homeless;
• That a coordinated evidence based response to homeless needs to be adequately resourced for effective interventions to occur.

The attached report together with reviewed policy and strategy were presented at the international homeless day commemoration held during October 2015. The commemoration culminated in the signing of a social pledge committing the City, Tshwane Homeless Forum, UNISA, University of Pretoria and Business Sector to a program of addressing a problem of homelessness within the City.

A research report is submitted to the Mayoral Committee for noting, and the reviewed policy, and the strategy are submitted for approval in principle for final approval by Council before implementation.

5. COMMENTS OF THE STAKEHOLDER DEPARTMENTS

5.1 COMMENTS OF THE CHIEF FINANCIAL OFFICER

Cognisance is taken of the contents of the report.

It is indicated in the report that there is currently no budget for the homeless programme and that it is envisaged that the programme will be funded in next coming financial years, through submissions from the Regions, as the implementing arm of the City of Tshwane.

It should be noted that the Regions, as the implementing arm of this programme should submit a funding request for this programme through the normal IDP and MTREF budgeting process as well as to provide sufficient motivation for their inclusion and possible funding in the MTREF, thereby ensuring that this programme is also given the opportunity to compete with all other projects for prioritizing within the limited financial resources available.

The Group Financial Services Department will gladly render further financial comments on future reports in this regard.

5.2 COMMENTS OF THE CHIEF OF POLICE

The purpose of the report is:

- To present the 2015 research report on homelessness.
- To request approval for the review of the current CoT Homelessness policy
- To request adoption of the draft Street Homelessness Policy and Strategy

The Tshwane Metro Police Department (TMPD) takes cognisance of the content and importance of the report. The TMPD further supports the recommendations as outlined in the report as well as the envisaged initiatives to be taken towards addressing homelessness in the City.

5.3 COMMENTS OF THE GROUP HEAD: GROUP LEGAL AND SECRETARIAT SERVICES
The purpose of the report is to:

- present the 2015 research report on the Homelessness Policy;
- request approval for the review of the current CoT Homelessness Policy and;
- request adoption of the Draft Street Homelessness Policy and Strategy.

The report aims to contribute to strategic objective 3 pertaining to fighting poverty, build clean, healthy, safe and sustainable communities. It transpires from the report that a homelessness research was conducted and presented during the World Homelessness Day on 10 October 2015, after a resolution was taken on the issue by relevant parties, as noted in the report. The findings are that the current CoT Homelessness Policy needed a review in order to respond to the latest needs and developments.

In accordance with sections 6(2)(a) and 4(2)(j) of the Municipal Systems Act, 32 of 2000, (the Act) the administration of a Municipality must be responsive to the needs of the local community and must contribute together with other organs of state to the progressive realisation of the fundamental rights contained in section 26 of the Constitution (which section provides that everyone has the right to have access to adequate housing).

Section 50(2) of the Act provides that a Municipality, in administering its affairs, must strive to achieve the objects of local government as set out in section 152(1) of the Constitution and comply with the duties set out in sections 4(2) and 6 of the Act.

A Municipality exercises its legislative or executive authority by developing and adopting policies, plans, strategies and programmes, including setting targets for delivery (section 11(3)(a) of the Act).

The attached Draft Street Homelessness Policy and Strategy was examined and it complies with the CoT’s legislative and constitutional obligations and mandate.

In view of the above the recommendations are supported.

5.4 COMMENTS OF THE GROUP HEAD: ECONOMIC DEVELOPMENT AND SPATIAL PLANNING

The Economic Development Department takes cognisance of the feedback on the research undertaken on the homelessness within the area of jurisdiction of Tshwane. The review of the current Tshwane homelessness policy and approval for the draft street homelessness policy and strategy is supported.

5.4.1 CITY PLANNING AND DEVELOPMENT

The City Planning and Development Department has, in principle, no objection to the recommendations of the report.

5.5 COMMENTS OF THE HEAD: ENVIRONMENTAL AND AGRICULTURAL MANAGEMENT
Cognisance of the report is taken and the recommendations are supported.

5.6 COMMENTS OF THE HEAD: HOUSING AND HUMAN SETTLEMENT

The purpose of the report is noted. This department has no objection and report is supported.

5.7 COMMENTS OF THE HEAD: REGIONAL OPERATIONS AND COORDINATION

Cognisance is taken regarding the content of the report. The recommendations are supported.

6. IMPLICATIONS

6.1 HUMAN RESOURCES

Homelessness programme falls with Social development. It is envisaged that the seven CoT regions will implement the programme. In addition, there are already NGOs which are playing a key role with respect to the homelessness programme in the City.

6.2 FINANCES

There is currently no budget for the homeless programme. It is envisaged that the programme will be funded in the next coming financial years, through submissions from the regions, as the implementing arm of the City.

6.3 CONSTITUTIONAL AND LEGAL FACTORS

The implementation of the revised homeless policy and strategy is within the legislative mandate mentioned below:

In terms of sections 6(2)(a) and 4(2)(j) of the Municipal Systems Act (MSA), 32 of 2000, the administration of a Municipality must be responsive to the needs of the local community and must contribute together with other organs of state to the progressive realisation of the fundamental rights contained in section 26 of the Constitution. The mentioned section provides that everyone has the right to have access to adequate housing. Section 50 (2) of the MSA, Act provides that a Municipality, in administering its affairs, must strive to achieve the objects of local government as set out in section 152 (1) of the Constitution and comply with the duties set out in sections 4 (2) and 6 of the Act. A Municipality exercises its legislative or executive authority by developing and adopting policies, plans, strategies and programmes, including setting targets for delivery per section 11(3)(a) of the Act).

6.4 COMMUNICATION

Public meetings, public participation, workshops and all CoT media platforms will be used to spread information. Media platforms of partners in dealing with homelessness will be used.

6.5 PREVIOUS COUNCIL OR MAYORAL COMMITTEE RESOLUTIONS
On the 28 March 2013, the Mayoral Committee approved the Homelessness Policy.

7. CONCLUSION

It can be concluded that there is a need for a new policy directive which will take into consideration the latest trends and development as well as best practice methods in dealing with homelessness.

IT WAS RECOMMENDED (TO THE MAYORAL COMMITTEE: 7 DECEMBER 2016):

That it be recommended to Council:

1. That the current Homelessness Policy be rescinded;
2. That a reviewed City of Tshwane Street Homelessness Policy be approved in principle for final approval by Council;
3. That a revised City of Tshwane Homelessness Strategy be approved;
4. That the City must institutionalise and coordinate multi stakeholder response to the problem of homelessness.

IT WAS RECOMMENDED (TO COUNCIL: 26 JANUARY 2017):

1. That the current Homelessness Policy be rescinded;
2. That a reviewed City of Tshwane Street Homelessness Policy be approved in principle for final approval by Council;
3. That a revised City of Tshwane Homelessness Strategy be approved;
4. That the City must institutionalise and coordinate multi stakeholder response to the problem of homelessness;
5. That a public participation process be conducted;
6. That the final City of Tshwane Homelessness Policy be submitted to Council detailing the financial implications with regards to the implementation of the policy; and
7. That the implementation of the City of Tshwane Homelessness Policy be subject to the availability of funds.

IT WAS RESOLVED (BY COUNCIL: 26 JANUARY 2017):

That the report be withdrawn.
During consideration of this item by Council on 30 March 2017, and after the following Councillors addressed Council on this matter, it was resolved as set out below:

AA Ndlovana
TE Mabusela
PB Hlatshwayo
NM Mhlongo
TP Mogale
MMC IP Du Plooy

ANNEXURES:

A: Draft Street Homelessness Policy
B. Current City of Tshwane Homelessness Policy

RESOLVED:

1. That the current Homelessness Policy be rescinded.

2. That the revised Homelessness Policy for the City of Tshwane be approved in principle.

3. That the revised Homelessness Policy be subjected to a public participation process.

4. That the City institutionalise and coordinate multi stakeholder response to the problem of homelessness.

5. That the final Homelessness Policy for the City of Tshwane be submitted to Council for approval.
STREET HOMELESSNESS POLICY
FOR THE CITY OF TSHWANE

2017

Developed through a collaboration between the City of Tshwane, the University of Pretoria, the University of South Africa, and the Tshwane Homelessness Forum
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PART 1: BACKGROUND & PURPOSE OF POLICY

1.1 BACKGROUND

The City of Tshwane adopted a Tshwane Homelessness Policy in 2013. The Executive Mayor requested a revision of this Policy in September 2014. This document is the outcome of that revision and makes allowance for the following:

- The significant changes in the homeless landscape and the profile of the city’s homeless people over the past few years
- The inputs into the 2013 Policy document through an extensive public participation process
- The outcomes of an intensive research process between November 2014 and May 2015. This process included
  - focus group discussions with officials, politicians, NGO leaders, private sector, police and street homeless people;
  - the documentation of 20 current practices (i.e. projects, services, interventions) that address homelessness;
  - the retrieval of 100 narratives of homeless and former homeless people; and
  - a health status assessment of 500 homeless people

Building on the 2013 Policy and incorporating elements of it, and considering the research findings and the inputs from a wide range of role players, this revised Policy Document (henceforth referred to as “the Policy Document) and a related Strategic Plan were crafted for the City of Tshwane by a research team from the University of Pretoria and the University of South Africa.

1.2 THE PURPOSE OF THE POLICY DOCUMENT

The purpose of the Policy Document is to ensure the effective implementation of integrated mechanisms to address street homelessness in the City of Tshwane.
PART 2: POINTS OF DEPARTURE & GUIDING PRINCIPLES

2.1 POINTS OF DEPARTURE

The Policy Document is informed by the Constitution of the Republic of South Africa, 1996 (as amended) and the Tshwane 2055 Strategy.

2.1.1 Constitution of South Africa

The following extracts from the Constitution acted as important points of departure for the Policy Document.

Firstly, the Bill of Rights, contained in the Constitution, states in clause 10: “Everyone has inherent dignity and the right to have their dignity respected and protected”. With regard to housing it states in clause 26.1 that “everyone has the right to have access to adequate housing”, whilst clause 26.2 emphasizes that “(t)he state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right.”

With reference to this specific clause, Justice Albie Sachs (2009:177) links the constitutional imperative to the challenge of homelessness. He says the following with reference to a specific case where 1,000 homeless people were displaced:

“The right of access to adequate housing would have no meaning if a thousand people... were left without a place to lay their heads and without even minimal shelter, only a spot on a dusty ground and a few pieces of protective plastic sheeting.”

Secondly, in Chapter 7, clause 152 of the Constitution, the objectives of local governments are clearly spelt out:

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

The above emphasis on human dignity and the right of access to adequate housing, as well as the stated objectives of local government to ensure the provision of services in a sustainable manner, to promote social and economic development and a safe and healthy environment, as well as the encouragement of communities and community organizations to be involved in matters of local government, are all contained quite explicitly in the Policy Document.
2.1.2 Tshwane 2055 Strategy

The Tshwane 2055 Strategy has a very clear and bold mission statement. It envisions that

“(i)n 2055, the City of Tshwane is liveable, resilient and inclusive”, its “citizens enjoy a high quality of life, have access to social, economic and enhanced political freedoms” and they are “partners in the development of the African Capital City of excellence”.

2.1.3 Summary

The Policy Document, informed by the Constitution and the Tshwane 2055 mission statement, aims to

(i) assert the ‘right to the city’ of all who live in it, including those who are the street homeless of any age, gender, race, or nationality;

(ii) provide guidelines for the way in which the city can ensure access to high quality of life as well as social, economic and political freedoms, for the street homeless population in its diverse expressions; and

(iii) provide guidelines and opportunities for the way in which these objectives could be ensured through broad-based partnerships between diverse role players, in order to

• practice responsible and ethical citizenship, and
• display compassion, generosity and justice.
2.2 GUIDING PRINCIPLES

Building on the above points of departure the guiding principles of the Policy Document are the following:

2.2.1 The city as home for all

The Policy Document asserts the city as home for all who live in it, thus including the street homeless population, regardless of the causes of their homelessness and whether they find themselves on the streets temporarily or chronically. The Policy Document envisions a safe and secure environment for all who live in the city, both those currently living in permanent housing and those who are homeless. It therefore seeks to (a) advance the social, economic, spatial and political inclusion of street homeless people, thereby ensuring their enhanced and holistic freedoms as envisioned in the Tshwane 2055 document, and (b) aims to ensure an enabling institutional environment for facilitating such broad inclusions.

2.2.2 Affirming the human dignity of every person

The Policy Document departs from a strong conviction that the human dignity of every person in the City of Tshwane, including those in precarious living conditions such as street homeless people, should be protected, upheld and advanced. This implies real and proper access to psycho-social care, diverse housing options, and economic opportunity for street homeless people, ensuring their empowerment, whilst at the same time protecting their rights. In doing so the City of Tshwane will commit itself to people-centred development in the spirit of ubuntu thus turning its 2055 vision into reality.

2.2.3 Bridging the gap of disparity

The Policy Document will facilitate access to those urban resources and assets that street homeless people were previously denied. This will include access to psycho-social care and to housing and economic infrastructure, as well as measures to secure a proper budget and investments to address street homelessness in the city.

The Policy Document will also provide an opportunity for the city to be good stewards of its resources, sharing it more equitable and providing opportunities for its citizens (both individual and corporate) to practice compassion and generosity in ways that do not perpetuate street homelessness but help break the cycles for as many people as possible.
2.2.4 Encouraging and Practising Collective Citizenship

The Policy Document intends to address street homelessness by facilitating a broad-based partnership for implementing strategic objectives and by providing an enabling environment in which both individuals and corporate citizens (NGOs, religious organizations, business, universities) can contribute towards the implementation of policy ideals.

2.2.5 Advancing social justice and holistic freedom

The policy Document recognizes that homelessness is both a global phenomenon, and a legacy of the ‘apartheid city’, and that it needs to be addressed not only through charitable interventions but through the creation in areas of opportunity in the city, of socio-economic and other infrastructure that will contribute to the all-encompassing, future-oriented restructuring of the city of Tshwane. Against this backdrop the Policy Document aims to advance opportunities for street homeless people – opportunities that are socially just, that affirm their dignity and rights, and that provide them with access to social, economic, physical and legal infrastructure.
3.1 CONTEXT OF HOMELESSNESS

- South Africa’s six metropolitan municipalities – Cape Town, Ekurhuleni (East Rand), eThekwini (Durban), Johannesburg, Nelson Mandela and Tshwane (Pretoria) – have strong economies compared to the national economy in terms of Gross Value Added (GVA) output (SACN 2006:3:8-9). Yet these municipalities also have large numbers of unskilled immigrants and rural migrants and historically their economies found it difficult to absorb immigrants (SACN 2004:51). These municipalities also have a large percentage of the national population living below the minimum living level (SACN 2006:2-17). According to Du Toit (2008) many of these people would constitute the street homeless population nowhere more visible than on the pavements of our metropolitan municipalities.

- Street homelessness is characterized by the absence of strong social networks, often by unemployment, and in many cases social, health and psychological problems (Aliber 2002:12). Since homelessness is likely to increase in the foreseeable future, and since it affects the well-being of not only homeless people but of the general public, it is critical to ask how best municipalities, in partnership with a range of other role players, should respond to homelessness, how to structure themselves to respond effectively, what factors influences responses, what kind of responses can facilitate prevention and reduction of homelessness, and where such interventions should be located.

- It is important to note that significant interventions on homelessness already exist in the City of Tshwane. Existing interventions and services should not be duplicated but strengthened, complemented, and where possible replicated. In addition, gaps should be identified and new interventions designed to address such gaps.

- Street homelessness in Tshwane needs to be understood as part of a global phenomenon of rural-urban and cross-border migration (cf. Saunders). Policy and Strategy need to take this into account accepting that solutions for homelessness will not be found overnight. It is a long-term challenge to create and sustain integrated, well-managed mechanisms that will facilitate sustainable pathways out of homelessness.
Street homelessness today is also an expression of the apartheid city structure. Apartheid legislation restricted black social mobility and with the demise of apartheid many poor people opted to migrate to the city in the hope of better futures for themselves. Currently the spatial patterns of homelessness also demonstrate how people congregate in so-called “areas of opportunity” where the likelihood of socio-economic alternatives is better than in rural areas, urban townships or informal settlements. Any policy will therefore also have to consider the longer-term spatial transformation required to provide real and well-located access to opportunity for excluded and vulnerable populations.

According to Statistics South Africa’s 2012 Census there are 6,244 homeless people in the City of Tshwane. 53,78% (3358) are male and 46,22% (2886) are female. 32,1% comes from within Gauteng Province and 15,8% of street homeless people are foreign nationals. An alarming figure is that of 21,4% of street homeless people being older than 65 years. 31,4% are under the age of 25 years old. These statistics need to be considered in all policies and strategic directives.

The face of homelessness has changed substantially over the past 20 years and is still changing (cf. Part 4 below). The location of homeless people is also changing; instead of only the central city areas, other “areas of opportunity” such as Centurion, Garsfontein and Sinoville, as well as more recently incorporated areas into the municipality such as Bronkhorstpruit, also show evidence of growing numbers of street homeless people.

Research indicates that there is a close link between homelessness on the one hand and levels of education, literacy and skills on the other. It also indicates that health vulnerabilities are significantly higher among street homeless people.

The emphasis of the Policy Document is on understanding pathways in and out of homelessness with a view of preventing and reducing the phenomenon. One of the indicators for effective implementation of the Policy Document will be the length of time a person remains on the street before s/he has gained entry into one of the facilities / centres established to address homelessness.
3.2 INSTITUTIONAL CHALLENGES

Besides the challenge presented by homelessness itself, there are also institutional challenges that the city needs to respond to.

3.2.1 The lack of an adequate budget and strategy to ensure implementation of the Policy

3.2.2 The lack of a coherent homelessness policy and strategy at the regional and national government levels

3.2.3 A lack of appropriate by-laws, the way in which implementation of by-laws dehumanize homeless people, and the lack of alignment between different departments of the City of Tshwane and different law enforcement agencies

3.2.4 Bureaucratic constraints in government responses to homelessness instead of innovative, entrepreneurial proactive responsiveness

3.2.5 The lack of standardized policies, procedures or guidelines for the management, monitoring and evaluation of programmes dealing with homelessness

3.2.6 The uncoordinated approach of service providers, NGOs and government departments, in dealing with homelessness

3.2.7 The lack of evidence-based information to address misconceptions and to inform strategy

3.2.8 Lack of State funding for programmes addressing homelessness

3.2.9 Lack of capacity amongst service providers to know how to access government funding

3.2.10 Lack of accountability of some service providers in terms of legislation and to their beneficiaries

3.2.11 The absence of a regulatory body to keep service providers accountable

3.2.14 The growing challenge of homelessness which generally outweighs available services, programmes and the capacity of service providers and local governments
PART 4. DEFINITION

4.1 DEFINITION

For the purpose of the Policy Document, street homeless people are regarded as all those people

- Who live on the streets (on pavements, under bridges, in bushes or next to rivers or spruits),
- who fall outside a viable social network of assistance, and
- who are therefore not able to provide themselves with shelter at a given time or place.

This Policy is focusing on street homelessness and not on people living in informal settlements or sub-standard housing, although there are close links between these living conditions.

There are different categories of street homeless people. Over the past 15 years the face of homelessness has rapidly changed, although the traditional form of homelessness still exists (i.e. individuals who have opted out of society due to personal misfortune, emotional and/or psychological problems, lack of education and/or substance abuse). The next section deals with the distinctions that can be made.

4.2 CATEGORIES OF STREET HOMELESS PEOPLE

Various factors contribute to the changing face of homelessness, including the legacy of the past (housing developments built too far from centres of economic development), unemployment levels (economic migrants from other parts of the country and the rest of Africa), political displacement (refugees and asylum seekers), victims of the housing backlog (homeless citizens) and the destruction of family units due to HIV/AIDS (orphans, the childless or abandoned aged), or the stigma that is related to HIV/AIDS.

These factors led to the marginalization of people, while the inability to provide proof of residence works against access to employment, shelter, and services such as banking, the purchase of a cell phone, medical treatment, and so forth.
The **economic homeless** is the largest percentage of homeless people today. They are those that were forced from their homes (where they may have been unable to earn a living and support their families) onto the streets of more economically viable and vibrant areas, where they search for new economic opportunities.

The **situational homeless** are people who are temporarily homeless due to abusive situations at home, illness, or natural disasters like floods or fires. Increasingly this group also includes refugees and asylum-seekers.

- The 2013 Policy and the HSRC research on homelessness (2010) refer to both the above categories as the *transitional homeless*. However, the pathways into homelessness of these two groups are often distinct and require distinct interventions. That is why this Policy Document differentiates between the two groups in order to ensure the most appropriate interventions.

The **chronic homeless** are people who live on the streets for long periods of time, sometimes permanently, due to substance abuse, chronic mental illness, or by choice. For some of the chronic homeless people, such as those living with mental illness or frail elderly people, long-term alternatives need to be created and the Policy Document makes provision for that.

Lastly, literature indicates that there is a large group of **near homeless** people who are always living on the verge of homelessness, people who share an overcrowded room or apartment, who were evicted, engage in survival sex, and so forth.

**4.3 FROM HOMELESSNESS TO HOME**

“**Home**”, on the other hand, is characterized by three domains, i.e. the physical domain (i.e. a dwelling that meets the needs of a person and his/her family); the social domain (i.e. privacy and social relationships); and the legal domain (right and security of occupation). This Policy Document is seeking to give expression to all three these domains through physical/housing, psycho-social and legal/institutional interventions, complemented by appropriate support for economic sustainability.
Although the Constitution of the Republic of South Africa clearly states that the objectives of local government is to “promote social and economic development” and “to promote a safe and healthy environment” for all who live in it, thereby including street homeless people, it is important to note that there is currently no national or provincial policy that addresses homelessness in a holistic, integrated and coherent manner. However, there is no reason why the empowering delegations of the Municipal Systems Act cannot be utilised to address the enormous challenges which the City of Tshwane faces with regard to street homelessness.

This Policy Document has built on the 2013 Policy adopted by the City of Tshwane. However, it incorporated changes based on the following:

- The significant and continuous changes with regard to homelessness during the past 15 years.
- Inputs from the public in an extensive participation process.
- Recent and ongoing research findings (including new conceptual perspectives, homeless and former homeless narratives, current practices, and a comparative policy analysis)

Viewing the 2013 Policy against the backdrop of other local, national and international policy documents, the following documents were specifically reflected upon and considered in drafting the current Policy Document:

- The Constitution, 1996 (as amended)
- City of Tshwane Homelessness Policy 2013
- City of Tshwane Draft Homelessness Policy 2011
- City of Tshwane Informal Traders Policy
- City of Tshwane Integrated Poverty Reduction and Community Development Strategy
- National Development Plan
- Integrated Urban Development Framework (Draft September 2014)
- National Mental Health Policy Framework
- Social Housing Policy
- Women’s Shelter Policies
- Street People Policy (City of Cape Town 2013)
- Shelters for the Urban Homeless: A Handbook for Administrators and Policymakers (Delhi, India)
- Youth Homeless Policy (Ireland)
- Homelessness Policy in Europe, United States, United Kingdom and Australia:

Special attention was paid to the language of different policies. Some policies articulated a humane vision couched in language focusing on human dignity and social justice. Other policies seemed more clinical and technocratic in nature, weakening the personhood and dignity of street homeless people, even if unintentionally so. *This Policy Document seeks to affirm the human dignity of and social justice for all who live in the city, including the street homeless people.*

In addition, the team responsible for the revision of the Policy also considered the following key legislative documents:

- The Draft White Paper on Refugees of 1998
- Housing and human Settlements Department and Human Settlements Department Act (Act no. 107 of 1997)
- The White Paper on Local Government, 1998: The promotion of social development through recreational and community facilities
- Criminal Procedures Act
- Social Assistance Act, No. 59 of 1992
- Gauteng Street Children Shelters Act (1998)
- National Health Act
- National Environmental Health Act
- The Aged Persons Act, 81 of 1967
Specific gaps are addressed in this Policy Document, that were identified both in response to the 2013 Policy but also in view of new information that surfaced since 2013. In this regard attention should be drawn to the following:

- An emphasis on “all who live in the city”, not excluding any person who finds him/herself living on the street.
- A more holistic approach including psycho-social, economic, housing and institutional considerations.
- A more holistic approach to housing through a continuum that acknowledges the diverse faces of homelessness.
- Emphasis on inter-departmental, inter-governmental and inter-sectoral interventions.
- Emphasis on broad-based partnerships in the research, development and eventual implementation of a Street Homelessness Policy.
- Recommending an appropriate implementation vehicle that will be rooted in a broad-based partnership with clearly delegated responsibilities and powers.
- Proposing an on-going methodology for implementation and innovation, rooted in an evidence-based action-reflection cycle.
- Emphasizing the importance of translating policy into strategy and actions, with adequate resources allocated and/or secured for this purpose.
- A clear social justice paradigm proposing a shift from welfare to investment into proper, accessible and dignifying psycho-social, health, economic and physical infrastructures, that will facilitate sustainable pathways out of homelessness.
- Identifying the elderly, people living with chronic mental illness and boy children as groups currently not adequately addressed by existing practices even though some practices could be fine-tuned to address these specific needs.
- Identify the growing reality of homelessness in relation to substance abuse particularly amongst the youth.
- Identify and align vacant land or buildings owned by government to the implementation of the Policy Document.
- Including specific protocols for the running of transit centres, outreach programmes and food kitchens, as well as drop-in or assessment centres.
- Including specific guidelines for differentiating between different housing types.
PART 6: VISION, MISSION, OBJECTIVES & PRIORITY AREAS

6.1 VISION
The complete integration of street homeless people into the City of Tshwane’s mainstream society through activities and interventions aimed at the prevention and management of street homelessness and the facilitation of sustainable pathways out of street homelessness.

6.2 MISSION
To provide equitable, appropriate and sustainable policies, services, programmes and benefits,

in partnership with homeless people, different institutions, services providers, and the community at large,

through a holistic and integrated developmental approach,

based on specific points of departure and guiding principles,

preventing and reducing street homelessness,

enhancing the quality of life of street homeless people in Tshwane,

and contributing to a liveable, resilient and inclusive city.
6.3 AIM AND OBJECTIVES

The **aim** of the Policy Document is

- to prevent and reduce street homelessness
- through effective, appropriate and holistic responses
- both addressing emergencies and creating long-term infrastructure to break the cycle of homelessness

The **objectives** of the Policy Document are

- to humanize the approach to street homelessness
- to identify needs for care and support, to facilitate the provision of appropriate care, and to prevent homelessness whenever possible
- to provide sustainable, long term solutions to homelessness through a holistic re-integration strategy and action programme
- to move towards the systematic integration of street homelessness into all policies, plans, programmes and strategies at all levels and within all sectors and institutions of government
- to develop and promote a coordinated, inter-sectoral, interdisciplinary and integrated approach in designing and executing programmes and intentions regarding street homelessness – thus ensuring alignment between and coordination of policies and actions to facilitate greater synergy in addressing street homelessness
- to conduct on-going research and make reliable and up-to-date information on homelessness available in the City of Tshwane in order to inform policy makers and facilitate programme design, implementation, monitoring and evaluation.
6.4 PRIORITIES (POLICY DIRECTIVES)

Five priorities need to be considered for interventions:

*Priority 1:* creating, developing and sustaining access to **diverse housing options** that are affordable, accessible and well-located.

*Priority 2:* facilitating **economic opportunity** through life and vocational skills training, an internship programme, job placements and job creation.

*Priority 3:* ensuring appropriate and accessible **psycho-social and health care infrastructure**

*Priority 4:* facilitating an on-going **advocacy, education and awareness-programme** in order to build an informed, aware and responsible citizenry enabling constructive alternatives for street homeless people.

*Priority 5:* ensuring appropriate **institutional infrastructure**, i.e. implementation vehicles for coordination and action, partnerships, on-going research capacity, monitoring and evaluation, communication, and sustainable sources of finance.

These priorities do not appear in any specific sequence since most of the actions will have to be performed simultaneously as part of an all-embracing strategy. This strategy is best captured in the table below, entitled “A continuum of care and empowerment”.

It proposes both a phased approach as well as key elements that need to be part of an all-embracing and integrated strategy, addressing physical, psycho-social and economic dimensions of street homelessness. These elements are all contained in the proposed Action Plan.
**A continuum of care & empowerment**

<table>
<thead>
<tr>
<th></th>
<th>Pre-phase</th>
<th>Phase 1</th>
<th>Phase 2</th>
<th>Re-integration</th>
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</thead>
<tbody>
<tr>
<td><strong>Psycho-social-spiritual</strong></td>
<td>Socially &amp; emotionally disconnected</td>
<td>Street outreach</td>
<td>Volunteering</td>
<td>Contributing neighbours &amp; citizens</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Drop-in/assessment centres</td>
<td>Participation in social networks, churches and community forums</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Street health care</td>
<td>Reconciled with children and family</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Counselling &amp; referrals</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Support groups</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Physical</strong></td>
<td>Homeless</td>
<td>Overnight shelter</td>
<td>Social housing</td>
<td>Secure housing tenure</td>
</tr>
<tr>
<td></td>
<td>Near homeless</td>
<td>Transitional housing</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Economic</strong></td>
<td>Unemployed</td>
<td>Skills training</td>
<td>Employment access</td>
<td>Long-term employment</td>
</tr>
<tr>
<td></td>
<td>Underemployed</td>
<td>Employment preparation</td>
<td>SMME-creation</td>
<td>Sustainable livelihoods</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Internships</td>
<td></td>
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</tbody>
</table>
**PART 7: ACTION PLAN**

*Priority 1*: creating, developing and sustaining access to **diverse housing options** that are affordable, accessible and well-located

<table>
<thead>
<tr>
<th>Programmes</th>
<th>Strategic indicators</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td><em>Transit Centres</em> providing emergency, overnight accommodation in different regions of the city</td>
<td>1. reduce no of inhabitants in Struben St shelter to 300; improve intake criteria &amp; support programme; fast-track transition into second phase or society 2. implement two additional transit centres in Region 3 with capacity for 100 people (central &amp; Moot) 3. implement a transit centre in region 2 (Sinoville/Annlin), 3 (Monument Park) and 7 (Bronkhorstspruit), 4. implement basic transit centres in other regions as per the identified need</td>
<td>CoT Suitable NGO City of Tshwane &amp; NGO Local NGOs w support of CoT</td>
</tr>
<tr>
<td><em>Transitional housing programmes</em> tailor-made for specific groups (3-12 mths)</td>
<td>1. support existing transitional housing programmes in the city – women (3), girl children (2), mental health (1), terminal illness and frail care (1), children (2) 2. create a transitional housing programme for men (25 – 30 beds) 3. identify and replicate mental health programme elsewhere in the CoT (2x) 4. create a boy child transitional house in Sunnyside (25 boys)</td>
<td>Various NGOs COT TLF</td>
</tr>
<tr>
<td><em>Affordable, well-located social housing options</em> in different regions of the city, but particularly in areas of opportunity</td>
<td>1. support existing social housing portfolio in the city 2. support the creation of 5-6 new social housing projects in areas of opportunity (region 2, 7, 5, 6 &amp; 3 [east]) 3. support the creation of 350-400 social housing clusters focusing on the elderly (1,200 people) 4. ensure a % of social housing units/living quarters that cater for people earning below R1,500 pm</td>
<td>YCH &amp; HCT COT; GDH; GPF</td>
</tr>
<tr>
<td><em>Fair access to land and property</em></td>
<td>1. facilitating access to public land and property (CoT; GDH; DPW) for implementation of strategic housing projects</td>
<td>CoT GDH DPW</td>
</tr>
</tbody>
</table>
**Priority area 2:** facilitating **economic opportunity** through life and vocational skills training, an internship programme, job placements and job creation

<table>
<thead>
<tr>
<th>Programmes</th>
<th>Strategic indicators</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Skills training programmes to be rolled out at every drop-in/assessment centre, transit centre &amp; transitional housing programme</td>
<td>1. providing access to life, social and vocational skills training at all centres throughout the city</td>
<td>Popup</td>
</tr>
<tr>
<td></td>
<td></td>
<td>TLF PEN CoT</td>
</tr>
<tr>
<td>Access to internships, job placements and entry level jobs</td>
<td>1. develop an employment database</td>
<td>Centres</td>
</tr>
<tr>
<td></td>
<td>2. ensure in-house internship and job opportunities in the different partner organizations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>3. facilitate access to entry level jobs and other job placements</td>
<td>Centres</td>
</tr>
<tr>
<td>Recycling project(s) co-owned by (former) street homeless people and the CoT to run across all regions of the city</td>
<td>1. identify and support the existing recyclers in the different regions 2. create regional recycling depots co-owned by the recyclers and the CoT 3. train the recyclers and the public in the responsibilities and benefits of this project</td>
<td>CoT PEN</td>
</tr>
<tr>
<td>Two or more “street markets” based on existing informal activities</td>
<td>1. create “street markets” with shower and ablution facilities and proper off-the-street parking along Solomon Mahlangu, Dely &amp; Zambesi Roads, supporting and ‘formalizing’ existing entrepreneurial activity</td>
<td></td>
</tr>
<tr>
<td>Economic development through internships, employment and enterprise development</td>
<td>1. developing relationships with supportive businesses prepared to support economic development of street homeless people 2. identify internship and employment opportunities on an on-going basis 3. identify enterprise development opportunities as possible joint ventures between business, entrepreneurs and street homeless people</td>
<td>CoT THF Centres</td>
</tr>
</tbody>
</table>
**Priority area 3:** ensuring appropriate and accessible **psycho-social and health care infrastructure**

<table>
<thead>
<tr>
<th>Programmes</th>
<th>Strategic indicators</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Street work and outreach programmes in every region of the city</td>
<td>1. Street outreach teams actively present on the streets in every region where applicant&lt;br&gt;2. Providing information on available services to street homeless people&lt;br&gt;3. Providing information on street homelessness – no and trends – to the research and policy team (being the eyes and ears of the project)</td>
<td>TLF&lt;br&gt;PEN&lt;br&gt;Centres</td>
</tr>
<tr>
<td>Drop-in/assessment centres in every region of the city, as applicable, to serve as one-stop advice, information and referral centre for street homeless people</td>
<td>1. Information and advice&lt;br&gt;2. Trauma debriefing and counselling&lt;br&gt;3. Referrals to services, jobs &amp; housing&lt;br&gt;4. Support to access identity and other legal documents&lt;br&gt;5. Support to access grants&lt;br&gt;6. Employment advice and recruitment centre</td>
<td>TLF&lt;br&gt;PEN&lt;br&gt;CMR&lt;br&gt;Centres</td>
</tr>
<tr>
<td>Professional counselling services / facilities available at all centres throughout the city</td>
<td>1. Identify implementing partners to provide this essential service to all centres&lt;br&gt;2. Implement counselling access at all centres</td>
<td>Coram Deo&lt;br&gt;PEN&lt;br&gt;Echo&lt;br&gt;TLF</td>
</tr>
<tr>
<td>Support programmes for people with substance abuse problems</td>
<td>1. Drug counselling and support groups&lt;br&gt;2. Referrals to existing programmes and rehabilitation centres&lt;br&gt;3. Detox centre for 10-12 people whilst waiting to be placed</td>
<td>CoT&lt;br&gt;Centres</td>
</tr>
<tr>
<td>A street health care programme in different regions, tailor-made for the needs of street homeless people</td>
<td>1. Creating street care unit&lt;br&gt;2. Identifying hosts in every region (multiple hosts in region 3)&lt;br&gt;3. Implementing a street health care programme, assessing and supporting street homeless people across the CoT</td>
<td>CoT&lt;br&gt;UP Health Sciences&lt;br&gt;Sediba Hope&lt;br&gt;Other NGOs</td>
</tr>
<tr>
<td>Family reconciliation programmes in every region linked to existing centres</td>
<td>1. Identify existing family reconciliation programmes&lt;br&gt;2. Train all centres to be able to do family reconciliation work&lt;br&gt;3. Family visits and family mediation</td>
<td>TLF&lt;br&gt;CMR&lt;br&gt;Other NGOs</td>
</tr>
</tbody>
</table>
**Priority area 4:** facilitating an on-going advocacy, education and awareness-programme in order to build an informed, aware and responsible citizenry enabling constructive alternatives for street homeless people

<table>
<thead>
<tr>
<th>Programmes</th>
<th>Strategic indicators</th>
<th>Responsibility</th>
</tr>
</thead>
</table>
| Training programmes on rights and responsibilities for homeless people    | 1. design a training programme  
2. run on-going training workshops in every centre (at least quarterly)         | UP/UNISA  
THF  
TLF  
PEN  
Thirisano  
Other NGOs |
| Legal advice and legal aid services for street homeless people            | 1. availaing a panel of legal advisors to centres  
2. referring homeless people to available legal professionals | THF  
LHR  
Other NGOs |
| Training programmes for NGO workers, CoT officials, law enforcement agencies and refugees and asylum-seekers on the rights, responsibilities and processes pertaining to refugees | 1. design a training programme  
2. run on-going training workshops in every centre, in the COT, etc (at least twice a year) | LHR  
UNHCR  
UNISA/UP  
THF  
Other NGOs  
COT  
Dept of Home Affairs |
| Training programmes for public managers and law enforcement officers on dealing with homelessness | 1. design a training programme  
2. training public managers and law enforcement officers on the relevant acts and policies relevant to homelessness (at least 1pa) | UP/UNISA  
LHR  
THF  
CoT  
Other NGOs |
| Ongoing community education programmes                                   | 1. design a training programme (drawing from the above)  
2. offer community education in different regions upon request | UP/UNISA  
THF  
CoT |
| Ongoing awareness-raising projects on homelessness and homeless interventions | 1. design an awareness-raising project  
2. implement the project city-wide to reach most people and have maximum impact | UP/UNISA/TUT  
CoT  
THF  
Other NGOs |
**Priority area 5:** ensuring appropriate **institutional infrastructure**, i.e. implementation vehicles for coordination and action, partnerships, on-going research capacity, monitoring and evaluation, communication, and sustainable sources of finance

<table>
<thead>
<tr>
<th>Programmes</th>
<th>Strategic indicators</th>
<th>Responsibility</th>
</tr>
</thead>
</table>
| Establishing a broad-based body for implementation and action – "Tshwane Partnership for the Homeless" | 1. develop and approve a constitution  
2. nominate members  
3. implement the implementation body | CoT  
THF  
UP/UNISA |
| Develop and implement a data management system | 1. develop a data management system  
2. implement and manage the data management system | Implementing body  
THF |
| Establishing an interdepartmental task team | 1. identify relevant departments and champions from departments  
2. facilitation of municipal coordination meetings  
3. coordination of services and interventions between departments | CoT |
| Ongoing development of the Tshwane Homelessness Forum | 1. strengthen the institutional capacity of the THF  
2. ensure participation of all relevant role players in the Forum  
3. ongoing coordination of services and interventions between NGOs | THF  
CoT |
| Actions for the creation, development and maintenance of broad-based partnerships | 1. continue to identify possible new partners  
2. ensure strategic meetings and invitations for new partners to join | Implementation body  
CoT / THF |
| On-going research and innovation programme | 1. secure long-term homelessness research capacity  
2. assessing trends, monitoring statistics & documenting interventions on an on-going basis  
3. closing the loop between action, reflection, research and revised policy/strategy | UP/UNISA  
CoT  
THF  
Other NGOs |
| Actions for the establishment and maintenance of a resourcing programme | 1. annually ensuring a CoT and provincial budget to be distributed between organizations for implementation  
2. lobbying provincial and national government for allocating funds earmarked for homelessness  
3. broker funding and investments from private sector and other donor agencies | Implementing body  
CoT  
THF  
UP/UNISA  
Other NGOs |
| A public communication programme focusing on responsible citizenship | 1. quarterly and annual reports on progress, included in My City  
2. web and social media presence with regular updates  
3. using billboards, newspapers and other media to communicate and create awareness | Implementing body  
CoT  
THF  
UP/UNISA  
Other NGOs |
PART 8: INSTITUTIONAL FRAMEWORK FOR IMPLEMENTATION, MONITORING & EVALUATION

Section 11(3) of the Municipal Systems Act, Act 32 of 2000, empowers a municipality to develop, adopt and revise policies, plans, strategies and programmes and to set targets for delivery. The successful implementation of a street homelessness policy will depend on the institutional arrangements that are created to support it. This Policy Document proposes institutional arrangements that will build on different strengths in the city, including the municipality, civil society, the private sector and institutions of higher education.

8.1 IMPLEMENTATION BODY—“TSHWANE PARTNERSHIP FOR THE HOMELESS”

A broad-based implementation vehicle is proposed by the Policy Document, i.e. a representative body that is empowered to steer and oversee implementation of the Homelessness Policy and Strategy. Known as the Tshwane Partnership for the Homeless, and positioned in terms of the appropriate statutory provisions, it will comprise of a broad base of role players, brought together through a social contract:

- 4 representatives from the City of Tshwane (cf. 9.2)
- 4 representatives from the Tshwane Homelessness Forum (cf. 9.3)
- 3 representatives from the research community (cf. 9.4)
- 2 representatives from business
- 3 representatives of other relevant government departments

This body will meet quarterly to report back, assess progress and provide leadership and guidance to the process. It will be empowered with a secretariat provided by the City of Tshwane. Actual implementation of different actions will be undertaken in the partnership and delegated to different responsible partners.

8.2 INTERDEPARTMENTAL TASK TEAM: CITY OF TSHWANE

Due to the complexity of homelessness and the fact that many different departments need to contribute to the over-all objectives and effective implementation of such objectives, an Interdepartmental Task Team is proposed for the City of Tshwane. Its role will be to drive and coordinate the process in local government and it includes representatives (champions) mandated from different departments. The Interdepartmental Task Team will be convened by the Executive Mayor’s Office and comprise of different departments:
• Executive Mayor’s Office
• Community and Social Development
• Health
• Housing
• Economic development
• Safety and Security
• Research and Innovation
• Communication and Marketing

Each Department in the city will make provision for the implementation and/or support of services and programmes within its annual operational budget. Departmental involvement will be coordinated by the Interdepartmental Task Team.

8.3 TSHWANE HOMELESSNESS FORUM

In a similar way to the coordinating body in the municipality, the Tshwane Homelessness Forum will serve as coordinating body for civil society partners, i.e. NGOs, CBOs, FBOs, religious organizations and homeless people themselves. They will coordinate services and actions and provide peer support and accountability. In terms of homelessness, the City will require of its implementing partners to be active members of the Tshwane Homelessness Forum.

8.4 ACADEMIC COMMUNITY

The three tertiary institutions in the city will continue to partner with the City of Tshwane in terms of research, internships and other related contributions to the implementation of the Policy Document.

8.5 PRIVATE SECTOR

The private sector will contribute to the implementation of the Policy Document through economic development, internships and employment opportunities, and financial partnership.
8.6 OTHER GOVERNMENT DEPARTMENTS

The Policy Document provides for the participation of other government departments in the successful implementation of this project, i.e. Gauteng Departments of Social Development, Health and Human Settlements, and the National Departments of Home Affairs, Cooperative Governance and Treasury.

8.7 QUARTERLY, ANNUAL AND BIENNIAL REVIEWS

The implementing body will review implementation of Policy and Strategy quarterly, and an annual review will include a progress report and action plan for the following year. Biennial reviews of the Policy and Strategy will be done in consultation with a broad range of partners and role players.
The Policy Document proposes the creation of a methodology for on-going implementation & innovation. It suggests that meaningful and innovative responses to homelessness, which is an ever-changing phenomenon, need to be rooted in a community of practice (or a learning community), comprised of:

- City of Tshwane
- Tshwane Homelessness Forum
- Academic community
- Private sector
- Other government departments
the different partners. The proposed methodology, rooted in such a community, will facilitate on-going monitoring and evaluation, capturing of lessons learnt and new information accessed, and recommendations for continuous revision and innovation.

The methodology contains seven (7) elements:

**Community of practice:** this is a collaborative community including community organizations, practitioners, city officials, politicians, researchers, homeless people, and others, committed to the process and reflecting and learning together on actions and interventions aimed at addressing homelessness

**Guiding principles:** the guiding principles are the core values out of which actions, policy and strategy flow; it provides the moral framework for the city’s engagement with homelessness

**Practices and narratives:** these are the existing practices addressing homelessness and the narratives of homeless and former homeless people, as well as practitioners addressing homelessness

**Research:** an on-going process of research is accompanying implementation of policy, strategy and various practices, continuously surfacing new information and informing interventions

**Discernment and learning:** spaces are created where practices, narratives and research findings are shared, and the community of practice is reflecting on it to capture learning and discern innovations in going forward

**Innovation:** existing practices, policy and strategy are evaluated in terms of actual impact, and based on learning, discernment and evaluation, planning is done for innovation through a revision and adaptation of existing practices and the introduction of new practices

**Policy, strategy and communication:** planning for innovation is now informing policy, strategy and actions, and communicated on an on-going basis with all partners and the public at large

It is envisaged that such a community of learning could gather at least once per annum for 2-3 days to reflect critically on processes related to the implementation of the Policy Document and related Strategic Action Plan. The outcomes of such a gathering would inform on-going planning processes.
COMMUNITY OF PRACTICE

policy, strategy & communication

practices & narratives (immersion)

innovation (evaluation & planning)

research (analysis)

discernment & learning (reflection)

GUIDING PRINCIPLES
PART 10: RESOURCING

10.1 BROAD-BASED RESOURCE STRATEGY

The Policy Document suggests a broad-based resource strategy to implement proposed interventions, including an appropriate budget from the City of Tshwane, as well as brokering funds from relevant other government departments (provincial and national), the private sector and a variety of donor agencies.

10.2 CITY OF TSHWANE ANNUAL BUDGET

The City of Tshwane will commit itself to an appropriate budget in accordance to the magnitude and complexity of the challenge of street homelessness.

The Interdepartmental Task Team in the municipality will ensure that budgets are allocated to the different departments responsible to support implementation, in order to facilitate inter-departmental interventions mandated and empowered with financial back-up.

The budget allocated by the City towards implementing a strategy forthcoming from the Policy directives, will be complemented by provincial and national contributions, contributions from individuals, the private sector and other institutions, as well as contributions from donor agencies.
10.3 GAUTENG PROVINCE DEPARTMENTAL BUDGETS

Currently the Gauteng Departments of Social Development, Health and Human Settlements invest in different ways in projects directly or indirectly related to homelessness.

A Street Homelessness Policy needs to engage provincial departments in terms of the inflexibility of budgets which often exclude particularly vulnerable people from accessing services. It would advocate for sustaining current contributions to implementation partners as well as additional budgets to fund new or expanded interventions.

Budgets will be sought for

- Social development: women, men, elderly, people with disability, people with chronic mental illness, street outreach work, drop-in and assessment centres
- Health: street health care, chronic mental illness, frail elderly
- Housing: overnight shelters, transitional housing programmes, social housing development
- Economic development: employment advice and support, job creation

10.4 NATIONAL TREASURY

This Policy would require of National Treasury to consider investing in a city-wide pilot project to address homelessness, with a view to possibly contribute to provincial and national policy, strategy and budgets for homelessness.

10.5 PRIVATE SECTOR & DONOR AGENCIES

Private sector and donor agencies would be encouraged to invest in specific programmes emanating from this Policy in order to contribute to a liveable, resilient and inclusive city for all who live in it.
A policy review is undertaken every 2-3 years and is informed by the Methodology and shared learning occurring in the Community of Practice described in Point 11. It is proposed that the Policy review remains a process to be undertaken within the community of practice and then proposed to the City of Tshwane for approval. Relevant officials of the CoT will always be part of the community of practice.

At the same time learning that takes place at the level of local government need to be communicated in strategic ways to help inform provincial and national policy frameworks. It will hopefully succeed at ensuring that appropriate, coherent and dedicated policies on homelessness will be drafted, adopted and implemented by those spheres of government (cf. Part 9).
2. HEALTH AND SOCIAL DEVELOPMENT DEPARTMENT
HOMELESSNESS POLICY FOR THE CITY OF TSHWANE AND REPORT ON
PUBLIC PARTICIPATION
(From the Mayoral Committee: 6 February 2013)

1. PURPOSE

To seek approval of the Homelessness policy for the City of Tshwane and to provide feedback on the inputs from the public participation session.

2. STRATEGIC OBJECTIVES

- Strategic objective

The Homelessness policy supports strategic objective 3, which is — "To fight poverty, build clean, healthy, safe and sustainable communities"

- City Key Performance Area

City KPA 3.5 is addressed: "Decrease the vulnerability of targeted groups at risk through mainstreamed programmes for children, the youth, women, the disabled and the elderly"

3. BACKGROUND

On 26/07/2012, Council approved the revised Homelessness Policy for the City of Tshwane in principle, but recommended that the revised Homelessness Policy should be taken on public participation before final approval by Council.

4. DISCUSSIONS

The Health and Social Development Department was assisted by the Office of the Speaker to arrange the public participation session. Notices of the Public Hearing on Homelessness Policy was developed and circulated by the Office of the Speaker. The session was held on 31 August 2012 at the Council Chamber, Sammy Marks Conference Centre.

The programme director for the session was Cllr Phumzile Hlatwwayo, on behalf of the chairperson for the Health and Social Development Department Oversight committee, the session was graced by the MMC for Health and Social Development. The presentation of the Homelessness policy was done by the SED for Health and Social Development. The ED for Social Development as well as the Acting Director Social Research and Policy were also present and assisted with answering questions from the audience. The session was well attended with representation from organizations, churches, and the homeless people themselves.
5. OUTCOMES OF THE PUBLIC PARTICIPATION SESSION

All inputs which came from the sessions were recorded and captured in the report. The public was given until 28 September 2012 to submit written comments on the homelessness policy.

Concerns and inputs on the Homelessness Policy which were directed to other CoT departments were minuted and forwarded to those departments for inputs/comments to the relevant departments.

5.1 Issues raised during Public Participation: (In summary – full details as Annexure C)

- General need for statistics. On individuals, services and shelters within the City.
- The definition of shelter to be reconsidered was a general theme.
- Social Housing issues and services towards homeless people.
- RDP policies and access to RDP houses was raised as an issue.
- Services for foreigners and asylum seekers.
- Ward specific inquiries.
- Social work intervention cases mentioned and recorded.
- Clarity was sought in terms of CoT service delivery and policies.
- Partnerships and collaboration was emphasized.
- Practical suggestions towards the implementation of the proposed Homelessness Policy.

5.2 Amendments to the Homelessness Policy:

5.2.1 The word shelter was replaced with "Transit centre for Homeless people:"

**DEFINITIONS:**
Transit centre for Homeless People: A centre established by the CoT to provide temporary and overnight accommodation for people who are homeless.

6. COMMENTS OF THE STAKEHOLDER DEPARTMENTS

6.1 COMMENTS OF THE CHIEF FINANCIAL OFFICER

The purpose of this report is to seek approval of the Homelessness policy for the City of Tshwane and to provide feedback on the inputs from the public participation session.

After perusal of the report, this department has no objection to the recommendation of the report.
All financial implications emanating as a result of this report must be managed within the approved 2012/2013 Medium-Term Revenue and Expenditure Framework of the relevant departments.

(Onaltered)

6.2 COMMENTS OF THE GROUP LEGAL COUNSEL

Section 152 of the Constitution of the Republic of South Africa, 1996 provides for the objects of local government. Although homelessness and vagrancy is primarily a concern of National Government, the municipality has a general duty to a certain extent in respect of the homeless and to provide certain basic services to such persons, families and the indigent. These are people that are also considered as part of the community and indeed in terms of section 2 of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000), part of the Municipality.

Moreover that homelessness is a problem that hinges on a number of other constitutional responsibilities of the municipality such as e.g. public nuisance, open public spaces, parks, health services, child care facilities, local amenities and sport facilities etc. Evidently a co-ordinated approach in terms of a policy framework will add value in achieving the Constitutional mandate. We therefore support the contents of the report.

(Onaltered)

6.3 COMMENTS OF THE STRATEGIC EXECUTIVE DIRECTOR: HOUSING AND HUMAN SETTLEMENTS

The purpose of the report is to seek approval of the Homelessness policy for the City of Tshwane and to provide feedback on the inputs from the public participation session. This department concurs with the content of the report and fully support it.

(Onaltered)

6.4 COMMENTS OF THE CHIEF OF POLICE

The purpose of the report is to seek approval of the City of Tshwane Homelessness Policy and to provide feedback on the inputs from the public participation session.

This Department takes cognizance of the content and the importance of the report as well as the policy. Within subsection 5.1 of the report (Issues raised during public participation), it was stated that the public raised the following issues: “the Metro Police take away homeless peoples blankets, etc.” The Tshwane Metro Police is guided by the provision of the Criminal Procedures Act 1977 (Act No 51 of 1977) as well as City’s Bylaws and procedures emanating from such legislature as regards the seizure of articles. Where articles are abandoned on a public place they are removed in accordance with procedures.

In regards Policy Directive 2: “To promote effective policing programmes”, the Tshwane Metro Police will enforce applicable by-laws where possible. For instance, many homeless people do not have RSA identification documents and thus it is difficult to issue them with fines in terms of municipal by-laws since their identification numbers cannot be verified and they do not have residential addresses (this information must be capture on a fine).
A further issue is whether homeless people are able to pay fines and further to that, if fines are not paid a warrant of arrest must be executed but this requires that the person can be traced – in the case of homeless peoples this is difficult since they do not have fixed addresses. The Tshwane Metro Police will continue engaging with role-players such as Home Affairs to deal with illegal or undocumented immigrants. Interaction between the Metro Police, Health and Social Development Departments will be required to outline appropriate actions for various types of homeless people.

This Department further supports the recommendation as set out in the report and proposed homelessness policy since it provides for an integrated socio-economic approach in dealing with homelessness. The provision of transit centres in each city’s region would assist the Tshwane Metro Police by ensuring that there are facilities for the intake of homeless people.

(Unaltered)

7. IMPLICATIONS

7.1 HUMAN RESOURCES

The lead Departments in the municipality i.e. Health and Social Development, Community Safety (Metro Police), Department of Housing and Human Settlements Department and Human Settlements Department and Human Settlements and LED will be expected to deploy personnel who will be tasked with the responsibility of ensuring that the strategy is implemented. The CoT will also have to enter into partnerships with NGO’s and other Government institutions that have an interest in eradicating Homelessness.

7.2 FINANCES

As this is a new mandate, Departments will have to budget for this programme through the adjustment Budget.

7.3 CONSTITUTIONAL AND LEGAL FACTORS

According to chapter 7, section 152(1)c of the Constitution of the Republic of South Africa, 1996, the objectives of local government are "to promote social and economic development" and "to promote a safe and healthy environment". The CoT has also adopted a goal to become an internationally acclaimed capital city which caters for citizens. This will include provision of infrastructure, facilities and the creation of a conclusive environment, thus being in line with the Constitutional obligations.

7.4 COMMUNICATION

Stakeholder workshops, awareness campaigns and public consultation meetings will be arranged.
7.5 PREVIOUS COUNCIL AND MAYORAL COMMITTEE RESOLUTIONS

It was resolved at the Mayoral committee (2012.05.02): That the report be referred back to the Health and Social Development Department to afford the Department an opportunity to consult with other spheres of government to, amongst others: alignment of the policy with other applicable policies, benchmark the policy with other policies from other municipalities and determine the cost of carrying out the provisions of the policy. That the report be resubmitted to the Mayoral Committee for approval. Council resolved on 26/07/2012 that the reviewed Homelessness Policy be approved in principle subject to public participation.

8. CONCLUSION

The review of the City of Tshwane's Homelessness Policy is an pro-active approach to a safe and healthy city and encourages pro-poor planning.

IT WAS RECOMMENDED (TO THE MAYORAL COMMITTEE: 6 FEBRUARY 2013):

That it be recommended to Council:

That approval be granted of the Homelessness policy for the City of Tshwane.

IT WAS RESOLVED (BY THE MAYORAL COMMITTEE: 6 FEBRUARY 2013):

That it be recommended to Council:

1. That approval be granted of the Homelessness policy for the City of Tshwane; and

2. That Department comments on all matters raised by the community during public participation prior to submission to Council.

The Mayoral Committee on 6 February 2013 resolved to recommend to Council as set out below:

During consideration of this item by Council on 28 March 2013, and after Councillors ME Kruger-Muller, PB Hlatshwayo, AA Ndlovana and MMC TE Mabusela addressed Council on this matter, it was resolved as set out below:

ANNEXURES:

A: Notice of a Public Hearing
B: Programme for the Public Hearing
C: Issues raised during Public Participation
D: Homeless Policy for the City of Tshwane

RESOLVED:

That approval be granted of the Homelessness policy for the City of Tshwane.
ANNEXURE A

NOTICE OF A PUBLIC HEARING
ON HOMELESSNESS POLICY

ALL REGIONS

The Chairperson of the Section 79 Committee for Social Development, Councillor Alphina Ndlovana, hereby invites the public and interest groups who deal with issues related to homelessness to a public hearing on homelessness policy. This hearing will take place as follows:

Date: Friday, 31 August 2012
Venue: Council Chamber, Sammy Marks Conference Centre, cnr Lillian Ngoyi and Madiba Streets (Van der Walt and Vermeulen Streets)
Time: 17:00

For more details about the meeting, please contact Mr Faan Coetsee, Committee Secretary, at (012) 358-1637 or 082 896 1571.
Held at Sammy Marks on Friday, 31 August 2012, at 17:00

Programme Director: Cllr Alphina Ndlovane

1. Opening and Welcome: Cllr Cameroon Ngwenya
2. Introduction
3. Presentation on Homelessness
4. Discussion/Questions
5. Vote of Thanks: Cllr S Musehane
6. Closure
<table>
<thead>
<tr>
<th>Issue raised and or Comment</th>
<th>Referred to Department</th>
<th>Comments from the Department</th>
</tr>
</thead>
<tbody>
<tr>
<td>What are the statistics of homeless people in the city? What are the percentages transitional vs. chronic homelessness</td>
<td>Health and Social Development Department</td>
<td>Data is collected monthly as the social workers interact with homeless people</td>
</tr>
<tr>
<td>There is a bad connection with the word shelter. Maybe the CoT should reconsider the word shelter and replace it with transit centre for homeless people</td>
<td>Health and Social Development Department</td>
<td>Replace the word shelter with transit centre for homeless people</td>
</tr>
<tr>
<td>Statistics is a problem – it is difficult to plan if there is no understanding of how big the problem is</td>
<td>Health and Social Development Department</td>
<td>Data is collected monthly as the social workers interact with homeless people</td>
</tr>
<tr>
<td>What does the city intend to do with Foreigners and or Asylum Seekers</td>
<td>Housing and Human Settlements Department</td>
<td>The Department does not have a programme targeting Foreigners and/ or Asylum Seekers. This is a competency of the National Department of Foreign Affairs.</td>
</tr>
<tr>
<td>There is a need to revise the Social Housing and Human Settlements Department Policy</td>
<td>Housing and Human Settlements Department</td>
<td>The Department concurs and has taken a decision to revise the policy.</td>
</tr>
<tr>
<td>RDP houses for homeless people needs to be changed. A single person should also be allowed to qualify.</td>
<td>Housing and Human Settlements Department</td>
<td>Whilst the comment is noted, cognizance must be taken that the Department implements the National Housing code which does not include this category.</td>
</tr>
<tr>
<td>Homeless people who are aged needs to be assisted to go to an old age</td>
<td>Health and Social Development Department</td>
<td>This is currently being done for</td>
</tr>
<tr>
<td>Question</td>
<td>Department</td>
<td>Answer</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------</td>
<td>-------------------------------------------------</td>
<td>----------------------------------------------------------------------</td>
</tr>
<tr>
<td>Home or get and RDP house</td>
<td>Development and Housing and Human Settlements</td>
<td>People who are aged, however RDP qualification criteria still applies.</td>
</tr>
<tr>
<td>Job centres? What is the plan? Employers vs. Job seekers</td>
<td>Health and Social Development Department</td>
<td>Operational issues that will be developed after the approval of the policy</td>
</tr>
<tr>
<td>Will the homeless be assisted with family tracing and or family reunification?</td>
<td>Health and Social Development Department</td>
<td>Yes, through Social Development Programmes</td>
</tr>
<tr>
<td>Will the homeless be assisted with grants?</td>
<td>Health and Social Development Department</td>
<td>They will be linked to SASSA</td>
</tr>
<tr>
<td>Change the name of shelter as proposed in the homelessness policy to transit centre for homeless people</td>
<td>Health and Social Development Department</td>
<td>Replace the word shelter with transit centre for homeless people</td>
</tr>
<tr>
<td>The Metro Police take away homeless peoples blankets etc.</td>
<td>Metro Police</td>
<td>The Tshwane Metro Police is guided by the provisions of the Criminal Procedures Act 1977 (Act No 51 of 1977) as well as City’s Bylaws and procedures emanating from such legislature as regards the seizure of articles. Where articles are abandoned on a public place they are removed in accordance with procedure</td>
</tr>
<tr>
<td>Under the chronic definition of homelessness no mention is made of substance abusers</td>
<td>Health and Social Development</td>
<td>It is in the definition</td>
</tr>
<tr>
<td>Question</td>
<td>Department</td>
<td>Answer</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------------</td>
<td>-----------------------------------------------------------------------</td>
</tr>
<tr>
<td>RDP houses are a problem</td>
<td>Housing and Human Settlements Department</td>
<td>The comment does not provide clarity on the specifics of the problem for the Department to respond accordingly.</td>
</tr>
<tr>
<td>How does the city intend to ensure that the transitional homeless do not become permanent resident in these facilities?</td>
<td>Health and Social Development Department</td>
<td>Through effective systems programmes and management</td>
</tr>
<tr>
<td>Foreigners vs. locals assessment</td>
<td>Health and Social Development Department</td>
<td>CoT Social Development will refer to Home Affairs</td>
</tr>
<tr>
<td>What will be the qualifying criteria to access these facilities</td>
<td>Health and Social Development Department</td>
<td>To be finalised after the approval of the policy</td>
</tr>
<tr>
<td>The City should be represented on the Home Affairs Forum</td>
<td>Housing and Human Settlements Department and Health and Social Development Department</td>
<td>HSD to arrange to be invited to the Home Affairs Forum</td>
</tr>
<tr>
<td>Will these centres make provision for rehabilitation of reconstruction services</td>
<td>Health and Social Development Department</td>
<td>It is in the shelter model</td>
</tr>
<tr>
<td>What about the old hostels in ward 63 can they not be utilized</td>
<td>Housing and Human Settlements Department</td>
<td>Saulsville hostels are located in ward 63. These are old dilapidated hostel buildings and are in the process of being exploded as part of hostel redevelopment programme. The infrastructure is old and converting one of the buildings into a shelter need</td>
</tr>
<tr>
<td>Question</td>
<td>Department</td>
<td>Notes</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------</td>
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<td>------------------------------------------------</td>
</tr>
<tr>
<td>Look at the Home Affairs Policy. Asylum seekers and foreigners have access to governmental services</td>
<td>CoT Legal Services</td>
<td>CoT to work closely with Home Affairs in this regard</td>
</tr>
<tr>
<td>There are two boys shelters in Salvokop as soon as the boys matriculated at the age of 18 years they no longer qualify to stay in those shelters</td>
<td>Health and Social Development Department</td>
<td>CoT Social Development to refer to Gauteng Province for intervention</td>
</tr>
<tr>
<td>The CoT audit buildings and houses. What was done with the audit information and what is the plan of action as those properties are vandalized and / or used for prostitution or drugs.</td>
<td>Housing and Human Settlements Department</td>
<td>The Department has property management systems in place. Each building has a dedicated housing officer responsible for the day to day management and administration for the following property management activities: 1. Lease agreement 2. Tenants relations 3. Cleaning</td>
</tr>
<tr>
<td>Classification of the homeless should include orphans and abused as well as job seekers</td>
<td>Health and Social Development Department</td>
<td>To finalise in guidelines after the approval of the policy</td>
</tr>
<tr>
<td>What is the time frame for the policy?</td>
<td>Health and Social Development Department</td>
<td>As soon as the policy is approved by Council</td>
</tr>
<tr>
<td>Low cost rental accommodation as proposed solution in key areas</td>
<td>Housing and Human Settlements Department</td>
<td>No comment from the department</td>
</tr>
<tr>
<td>There are CoT owned properties that are not well managed – is there a bad buildings policy?</td>
<td>Housing and Human Settlements</td>
<td>The Department of Housing &amp; Human Settlements</td>
</tr>
<tr>
<td>Department</td>
<td>provides maintenance to the city-owned houses including those that are still in the process of being transferred to owners.</td>
<td></td>
</tr>
<tr>
<td>------------</td>
<td>--------------------------------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>Health and Social Development Department</td>
<td>CoT Social Development programs to put in place.</td>
<td></td>
</tr>
</tbody>
</table>

The definitions of homelessness may need to be re-addressed. E.g. under “Chronically Homeless”
- there is no mention of substance abuse which is one of the largest contributors to people being chronically homeless

The people who have fallen out of their social network are also generally regarded as a more transitional situation

The draft policy states that CoT shelters will not accommodate foreigners/illegal immigrants. This surely needs to be reconsidered as large numbers of foreigners are homeless in the CoT. Not accommodating them will not help “clean up the streets” and consequences such as the homeless Somalian man who passed away last week due to police brutality (assaulting) will be left to continue.

If government invites foreigners to seek asylum in South Africa, surely it is their duty to provide them access to basic shelter and amenities?

A time frame of target goals needs to be set up for the policy to be implemented as effectively and quickly as possible.

A clearer continuum of care must be demonstrated in the policy, i.e. from overnight shelter to transitional housing.
In our experience, such a continuum, with clear outcomes and agreements between residents and management on intake, does facilitate people exit from the streets and back into communities.

Shelters on their own would not address proper re-integration as envisaged. That is a welfare/charity approach and not really about empowerment or real access to decent and affordable Housing and Human Settlements Department and Human Settlements Department options.

| The management of shelters / transitional Housing and Human Settlements Department and Human Settlements Department programmes / etc needs to be addressed by the policy, I would suggest through a peer system whereby all who buy into the policy and benefit from a possible city budget would make themselves accountable to peer scrutiny, monitoring and evaluation, including city-run, NGO-run, church-run and/or privately run facilities. | All service providers with Health and Social Development Department as the lead. | Through the Homelessness Forum |

| The issue of who to be included is important: to exclude foreign nationals with legal status in the country does not address the over-all homelessness challenge in the city adequately; this is important to be addressed. | Housing and Human Settlements Department, CoT Legal Services and Health and Social Development Department | To be guided by CoT legal procedures and policies and referral to Home Affairs |

| All categories of homeless people should be included in the policy. | Health and Social Development Department | Included in the definition |

| The definition of chronic homelessness is in my opinion not correct as it | Health and Social Development Department | Included in the definition |
includes people who are situational homeless people, e.g. victims of domestic violence – should the situation change and they find an alternative outside of the violent situation they would no longer be homeless... chronic homelessness in my mind relates to chronic mental illness, substance abuse, people being homeless by choice

For this to be a city-owned policy, in other words, broader than municipally-owned, and getting the buy-in, investment, shared management and ownership of all stakeholders in the city, we need to convene the joined task team between the city and the Tshwane Homelessness Forum as soon as possible, to address areas of the policy that still need further revision or clarification or development.

I would suggest that your office considers tabling a policy for approval and budget for the next financial year, ASAP, but with the proviso that this is a living and working policy and strategy to be revised and improved upon annually, as we learn together, make mistakes, develop good practices, etc.

Finally, there are a number of examples of good practice in the city, already existing, showcasing successful transition from homelessness into the community, successful prevention of homelessness, etc. I would suggest that such examples be included in the policy / strategy as a foundation on which to build and develop, instead of suggesting that nothing has happened in the city for many years.

| Development Department | Health and Social Development Department | To facilitate further meetings and engagements
|-------------------------|------------------------------------------|-----------------------------------------------
<p>|                         |                                          | Facilitate further meetings and engagements    |</p>
<table>
<thead>
<tr>
<th>Re Ethnic Diversity</th>
<th>Health and Social Development Department and Home Affairs</th>
<th>To be guided by CoT legal procedures and policies. HSD to guide</th>
</tr>
</thead>
<tbody>
<tr>
<td>We believe that to really solve the problems of Homelessness it will be necessary to deal with all people regardless of Race or Nationality. Not all Homeless Immigrants are Illegal Immigrants who can simply be deported. So dealing exclusively with South Africans will still leave many of the people on the streets and therefore will not provide the desired solution.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Re Shelters</th>
<th>Health and Social Development Department</th>
<th>The name &quot;transit centre for homeless people&quot; has been proposed and it will be used in the policy and onwards All these inputs will be incorporated in the implementation plan as well as guidelines.</th>
</tr>
</thead>
<tbody>
<tr>
<td>We believe that it may be necessary to find a different name for the Centres you propose in your Policy so that, when it is implemented it does not simply become what is currently understood by the name ‘Shelter’.</td>
<td></td>
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</table>

**Suggestions re proposed Shelter/Transit facilities (For able bodied mentally healthy people):** This kind of detail may not be able to go into the Policy, but may help in thinking through some of the issues and be able to inform what should be in the Policy.

Naturally those who are ill, elderly or mentally challenged will have to be treated differently. Wherever possible these individuals should be referred to the appropriate Centres for Placement as soon as possible. So the measures listed below would not apply to these people.

1) We recommend that for a Homeless Person to be able to find temporary placement in a Shelter they should be required to sign an agreement to attend mandatory Life Skills Training, followed by other types of educational and/or work
related training as determined by each individual 'Capability Assessment'.

2) There should also be 'in house' duties or chores which everyone living in the Shelter have to assist in doing. Such as the cleaning, cooking, maintenance etc. (It is very necessary to break the mindset that someone else must be responsible for your well-being. All people naturally have to do these things when living independently so it is a good life lesson.)

3) There should be very specific protocols which set the standard for personal hygiene, good manners, basic honesty and reliability. There should also be specific disciplinary measures in place to enforce these protocols. (Society 'teaches' Homeless People certain negative norms which encourage a "Survival of the Fittest and most Dishonest Mentality". It does this every time we are more inclined to give money to the dirtiest, most pitiful and most helpless looking individual. That is why many people would now rather beg at the robot than attempt to find work, because helplessness rather than effort is rewarded. Many keep their good clothing in the drain to change into after begging. This kind of behavior also makes it almost impossible for many Homeless People to get out of their difficulties, because they display a 'Learned helplessness which is the opposite of what employment requires.)

4) Obviously measures will also have to be put in place to rehabilitate substance abusers.

5) Once some training has been completed and evaluation shows that some self-respect, sense of
initiative and personal integrity has been gained the Shelter/Transit centre for homeless people would need to have links in place to facilitate supervised Job Placement. Where an individual’s work ethics can be tested and ongoing mentoring can take place.

6) There needs to be Step-up facilities which would be low cost rental accommodation for those who have started working and are earning an income so that they can start to live independently and learn to pay their way as soon as possible.

7) There needs to be a specific timeline, named at intake, which determines the maximum amount of time that someone can reside as a non-paying resident in a Shelter.

8) Those who fail to show the right work ethics to keep a job, should only be allowed to remain in a Shelter for an extended period if they are willing to put in the “Sweat Equity” relevant to their keep.

<table>
<thead>
<tr>
<th>Suggestions regarding Street Outreach and Soup Kitchens</th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Wherever possible this type of initiative should be combined with “Work or Learn for food opportunities.” (There is no dignity in standing in a food line day after day and it just re-enforces in the individual’s mind that he is not capable of caring for himself. Wherever possible tasks should be made available so that individuals can earn the assistance they receive. E.g. Sweeping a sidewalk, picking up litter, washing dishes etc. Work builds self-esteem and promotes dignity.</td>
</tr>
<tr>
<td>2) In certain instances it may even be possible to make attending a course for Life Skills, or a</td>
</tr>
</tbody>
</table>

| Health and Social Development Department | Inputs to be included in the implementation plan |
3) Those with substance abuse problems can be challenged to attend all outreach activities in a sober state if they want to be included. This enables people to discover that they still have some control over when and how often they use their substance of choice. Sometimes an individual may discover that he can take control of his life once again.

When Homelessness is due to circumstances outside of an individual's control, they will usually accept the kind of measures suggested regarding Shelters and Soup Kitchens and one will soon see positive change begin to occur in their lives.

When Homelessness is a Lifestyle choice it is more difficult and people are resistant to all measures which attempt to empower them to care for themselves. We don’t believe that Society is responsible to enable a street and/or addictive lifestyle. Sometimes if we can practice tough love in the services provided to Homeless people by simply refusing to enable the Street Lifestyle without being able to provide input which promotes life change, they will eventually discover that what is being offered is worthwhile and will discover who they can become.

<table>
<thead>
<tr>
<th>Language Course or Literacy etc. conditional on receiving food assistance. (We have done this and saw it work).</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Health and Social Development Department</strong></td>
</tr>
<tr>
<td><strong>For further engagements with all relevant stakeholders.</strong></td>
</tr>
</tbody>
</table>
ANNEXURE D

Homelessness Policy for the City of Tshwane
CONTENTS

GLOSSARY

PART ONE: PREAMBLE AND PURPOSE

PART TWO: DEFINING HOMELESSNESS

PART THREE: LEGAL FRAMEWORK AND GUIDING DOCUMENTS

PART FOUR: VISION, MISSION, GUIDING PRINCIPLES AND POLICY OBJECTIVES

PART FIVE: POLICY DIRECTIVES

PART SIX: INSTITUTIONAL FRAMEWORK FOR IMPLEMENTATION, MONITORING AND EVALUATION OF THE POLICY

PART SEVEN: CONCLUSION
## GLOSSARY

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Crises Overnight Facility</td>
<td>Caters for one or more children / youth / adults who are in need of immediate accommodation by means of official placement.</td>
</tr>
</tbody>
</table>
| Database                                  | - Records kept of street homeless, personal details, services rendered to the individual / family, referrals.  
                                           | - Records of service providers / employers of day labour                        |
| Drop in Centres / On Site Services        | A non-residential facility which regularly provides basic services / programmes for homeless children / youth / adults. These could include access to food, clothes, ablution facilities, basic health care training, formal / non-formal educational and recreational opportunities. The emphasis will be on family reunification. Where this is not possible, alternative strategies will be explored. |
| Halfway House                             | A structured residential environment in which children, youth and adults who have started work can access support and life-skills on a limited time basis in order to equip them for independent living |
| Homeless(less)                            | Homeless(less) in this policy is regarded as all people living on the streets who fall outside a viable social network of assistance and who are not able to provide themselves with shelter at a given time and place |
| Homeless adult                            | Any person who is 18 years and older who for any reason finds him/herself living on the streets |
| Homeless or Community Development Worker  | A person - usually trained in social work - who works with homeless people and children on the street. The worker forms part of a community process to provide solutions and services |
| Job-seekers                               | These are unemployed people who come on to the streets during the day for the purpose of earning an income and/or finding some means of employment and go back to their communities at night |
| Life-Skills Training                      | Training in skills that enhance social, emotional, psychological and spiritual functioning, e.g. assertiveness training, stress management |
| Outreach                                  | The process of contacting, befriending and counselling to promote self-empowerment with the aim of giving access to appropriate facilities and resources to street people. To interface in an intelligent, empathetic and consultative manner |
| Prevention Programmes                     | Developmental and preventative programmes |
| **Registration** | identifying children, youth and adults at risk in order to provide services and skills-building opportunities at schools, to families and communities |
| **Secure Care** | This is the process whereby a residential facility (Shelter and Children's Home) complies with legal requirements as stipulated in the Child Care Act, Section 30 |
| **Service provider** | A residential facility which ensures the appropriate physical behaviour and emotional containment of young people who are charged with serious crimes and who are awaiting trial or are sentenced, while at the same time ensuring the protection of communities |
| **Shelter** | A service provider is an organization or an individual that caters for the needs of street homeless people in a structured way in accordance with certain limited standards provided for by the law. Examples of service providers: Government departments, e.g. Gauteng Provincial Government, religious organisations, non-government organisations, businesses, community and welfare organisations. Typical services rendered by service providers: Shelter, information, counselling, training in life-skills, providing clothes, food, job creation, capacity building, education, health services and recreation |
| **Street child** | A child:
- Living on the street mainly concerned with survival and shelter; or
- Who is detached from his/her family and –
  a) lives in a temporary shelter such as a transit facility or abandoned house or building; or
  b) who moves from one place to another; or
- Who remains in contact with his/her family but because of poverty, overcrowding, sexual abuse or other abuse within the family context, spends some nights and most days on the
<table>
<thead>
<tr>
<th>Street Work</th>
<th>The work of providing contact, relationship building, monitoring and advocacy to people on the streets, including the important function of disseminating information on available programmes and resources as well as assessing and referring.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Subsidy / Grant</td>
<td>A process whereby a residential facility and/or a project is funded by the Department of Social Services on the basis of a written programme/project proposal.</td>
</tr>
<tr>
<td>Transit centre for Homeless People</td>
<td>A centre established by the CoT to provide temporary and overnight accommodation for people who are homeless.</td>
</tr>
<tr>
<td>Youth-at-risk</td>
<td>Any person between 18 and 25 years of age, who lives/works on the streets and no longer falls under the protection of the Child Care Act 74, of 1983.</td>
</tr>
</tbody>
</table>

**PART ONE: PREAMBLE AND PURPOSE**

The State of our Cities Report from the South African Cities Network (SACN) shows that South Africa’s six metropolitan municipalities of Cape Town, Ekurhuleni (East Rand), eThekwini (Durban), Johannesburg, Nelson Mandela and Tshwane (Pretoria) have “strong” economies compared to the national economy in terms of Gross Value Added (GVA) output, and in some cases “stronger” (SACN, 2006:3-8-9). Yet these municipalities also have large numbers of low skilled unemployed immigrants, and historically their economies have had difficulty absorbing such immigrants (SACN, 2004:51). They also have a large percentage of the national population living below the minimum living level (MLL): eThekwini has over a million (4% of the national total), Johannesburg over 865 000 (3.7%), Cape Town over 718 000 (3%) and Tshwane over 500 000 (2%) (SACN, 2006:2-17). According to Du Toit (2008), many of these low skilled unemployed immigrants living below the MLL would constitute homeless people. Nowhere in South Africa are concentrations of homeless people more visible than on the sidewalks of metropolitan municipalities.

According to Aliber (2002, p. 12), “the homeless” is an amorphous category in the South African context due to the large number of people in informal settlements that do not have formal homes, but are living in some form of informal structure or shelter – albeit temporary in some instances. These structures or shelters are popularly known as “shacks” and are mostly unsatisfactory for quality of life and residential purposes. Still, they could be regarded as homes because they constitute a place of retreat and are
located within a recognizable settlement structure and social network. However, Aliber notes that the homeless sleeping on the street (subsequently known as "street homeless"), particularly those in inner city areas where they form groups and tend to be more visible, appear to be different to those living in informal settlement shacks, yet "there is no clear line separating the two". The most distinguishing factors are that the street homeless tend to have fallen out of a social network, is typically unemployed, and often has social and health, or even psychological problems.

Since homelessness in the large cities is likely to increase in the foreseeable future, and since it affects the well-being of not only the homeless but also the public in general it is important to ask how municipalities are responding to homelessness, how prepared are they, what factors influence their responses, and where they locate shelters.

It is acknowledged that in the City of Tshwane there are already shelters for homeless people, however there is a need for transit centres for homeless people who have homes in other provinces in South Africa, but come to the City of Tshwane looking for employment. The City of Tshwane should amongst others address the gap and not duplicate existing initiatives and services but to compliment it.

**PURPOSE**

The purpose of the policy is to ensure the effective implementation of integrated mechanisms to address and prevent homelessness

**PART TWO: DEFINING HOMELESSNESS**

Homelessness is regarded as all people living on the streets who fall outside a viable social network of assistance and who are not able to provide themselves with shelter at a given time and place. The following are subgroups of homeless people:

- **Transitionally** homeless people are those who generally move quickly through the homeless assistance system. Their principal need is for Housing and Human Settlements Department and Human Settlements Department and a source of income. Income support, including employment that pays a living wage is linked to the need to provide shelter for these individuals. It includes people that work in entry-level jobs as well as those living on a fixed income and people with disabilities.
  - People who just do not have a home who may be waiting for Housing and Human Settlements Department and Human Settlements Department under the city/province Housing and Human Settlements Department and Human Settlements Department programme
  - People temporarily employed in occupations such as parking assistants, informal retailers and collectors of paper and cans, who do not have the resources to travel to townships or informal settlements and back every day;
  - Job- seekers, many from out of town
  - People displaced from homes due to family conflict
- **Chronically** homeless persons often experience long-term homelessness, frequently rotating through various shelter facilities and streets. They typically have health and
substance abuse problems in addition to extreme poverty. It is probable that this group will never be permanently housed and they therefore likely to be best served by short term shelter arrangements in conjunction with related social services such as nutrition, counseling, skills development and rehabilitation programs for substance abuse. Examples of different types of chronically homeless people include:

- People who are ill - mentally or otherwise
- People, who have fallen out of a social network, often due to personal or domestic circumstances, such as domestic violence, conflict, or people who have lost their families, spouses, or life partners who supported them.

PART THREE: LEGAL FRAMEWORK AND GUIDING DOCUMENTS

Whereas the Constitution of the Republic of South Africa clearly states that the objectives of local government is "to promote social and economic development" and "to promote a safe and healthy environment". Cognisance should be taken that there is currently no National policy dealing with homelessness, but due to the challenges presented in the city on homelessness and the empowering delegations in the Municipal Systems Act the City of Tshwane is able to develop a policy to address the situation.

The task team responsible for the development of the policy listed the following as key legislative documents:

- The Constitution, 108 of 1996
- The Draft White Paper on Refugees of 1998
- Housing and Human Settlements Department and Human Settlements Department Act (Act No. 107 of 1997)
- The White Paper on Local Government, 1998: The promotion of social development through recreational and community facilities
- Criminal Procedures Act
- Social Assistance Act, No. 59 of 1992
- Gauteng Street Children Shelters Act (1998)
- National Health Act
- National Environmental Health Act
- The Aged Persons Act, 81 of 1967
- Skills Development Act, 97 of 1998
- Mental Health Act
- CoT Public Amenities By-law
PART FOUR: VISION, MISSION, GUIDING PRINCIPLES, POLICY OBJECTIVES

VISION

The City of Tshwane will strive to eradicate the phenomenon of street homelessness.

MISSION

The City of Tshwane will promote social elevation through holistically integrated approaches in addressing and preventing street homelessness focussing on the street homeless themselves, institutions / service providers and the community at large.

GUIDING PRINCIPLES

- Holism
- Integration
- Empowerment
- People centered
- Sustainable partnerships

POLICY OBJECTIVES

The objectives of the policy are to respond effectively to the problem of homelessness through:

- The identification of needs for care and support and endeavour to provide the appropriate care and prevent homelessness whenever possible.

- Provide long term solution to homelessness that is sustainable.

- The systematic integration of street homelessness into all policies, plans, programmes and strategies at all levels and within all sectors and institutions of government.

- Developing and implementing a coordinated, multi-sectoral, interdisciplinary and integrated approach in designing and executing programmes and intentions regarding street homelessness.

- Conducting research and making available reliable and up-to-date information on homelessness in the City of Tshwane in order to inform policy makers and programme design, implementation, monitoring and evaluation.
PART FIVE: POLICY DIRECTIVES

CoT Homelessness policy directives:
- To establish at least one CoT owned transit centre for homeless people per region
- To promote effective policing programmes
- To create, develop and maintain partnerships between NGO’s, the private sector and the public sector
- To undertake regular awareness campaigns throughout the city
- To develop preventative programmes

POLICY DIRECTIVE 1:

To establish at least one CoT owned transit centre for homeless people per region

There is a general lack of facilities for the homeless in the City of Tshwane. Shelters are located on the outskirts of the city as a result homeless people needing to be near job opportunities end up sleeping on the streets of the city. Shelters are often also full and cannot accommodate more people referred to the shelters. Shelters are mainly known for providing permanent accommodation to homeless people.

The rational behind this policy directive is three fold; first to offer the street homeless an alternative to sleeping on the streets, secondly to offer the Metro Police an alternative to place the street homeless and thirdly to provide holistic interventions at a transit centre. By this directive the City will ensure responsible and accountable management of the street homeless and will enable the street homeless to take responsibility for themselves and their own development.

The aim of this policy directive is not to duplicate existing services to the street homeless but to address the gaps to strengthen and address the growing need. The transit centre for homeless people should be organised to assist with different types of homelessness and to refer to other facilities and shelters for homeless people in the city. The City of Tshwane does not intent to provide permanent accommodation for homeless people. The City of Tshwane will focus on empowering those who will be in a transit centre so that they can be able to go back to their homes or to start their own businesses or be employed

<table>
<thead>
<tr>
<th>MAJOR STRATEGIES</th>
<th>STRATEGIC INDICATORS</th>
<th>STAKEHOLDERS</th>
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<tbody>
<tr>
<td>Provide temporary and overnight accommodation to the street homeless</td>
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</table>
  o Identify buildings per region that could be utilized as transit centres for homeless people  
  o Transform the identified buildings per region into a transit centre for homeless people |  
  CoT Housing and Human Settlements Department  
  and Human Settlements Department  
  CoT City Planning Department |
<table>
<thead>
<tr>
<th>CoT Property Management</th>
<th>CoT Health and Social Development Department</th>
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<tbody>
<tr>
<td>CoT Local Economic Development Department</td>
<td>CoT Health and Social Development Department</td>
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<tr>
<td>CoT Community Safety</td>
<td>CoT Housing and Human Settlements Department and Human Settlements Department</td>
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<tr>
<td>Existing Shelters</td>
<td>NGO's</td>
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<td>Churches</td>
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Formalize programmes for homeless people to holistically address the issues of the street homeless

- Implement a uniform shelter programme at the CoT owned shelters - this should include recruitment and intake, assessment and development, treatment, skills development, monitoring of the duration (exiting), linking with job opportunities. It should be stated that there will be cases that will not be able to be exited e.g. older persons but that the intervention should then focus on permanent Housing and Human Settlements Department and Human Settlements Department solutions. The aim is not to promote institutionalization but to ensure effective management of the street homeless. (Identify existing social support systems, promote the rights of the homeless, encourage alcohol and drug free lifestyles, promote access to physical and mental health care).

Proposed Shelter Model attached as Annexure C

- Departmental roles in the programmes should be clearly highlighted for example the transportation to a medical facility
- A database should be kept for job seekers with their skills – this could be advertised and employees could source from the database
- CoT shelters will not accommodate foreigners / illegal immigrants
- Categorisation of shelters according to homelessness needs transitional, chronic and emergency cases
POLICY DIRECTIVE 2:

To promote effective policing programmes

The rational behind this policy directive is three fold: first to acknowledge the rights of the street homeless, secondly to address the phenomenon of street homelessness and the associated social ills such as street begging and thirdly to assist Community Safety in the enforcing By-laws.

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<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Acknowledgement of the rights of the street homeless</td>
<td>Develop and implement plans with regard to the different types of homeless e.g. Asylum seekers will be referred to Foreign Affairs and/or Home Affairs</td>
<td>CoT Community Safety</td>
</tr>
</tbody>
</table>

POLICY DIRECTIVE 3

To create, develop and maintain partnerships between NGO’s, the private sector and the public sector

Local government does not have the resources, either financial or human to adequately deal with the problem of street homelessness alone. The rational behind this policy directive is for the City to encourage involvement of all stakeholders and to play an active and leading role in the eradication of street homeless and the prevention of street homelessness.

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<tr>
<th>MAJOR STRATEGIES</th>
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</thead>
<tbody>
<tr>
<td>Establish and encourage sustainable partnerships</td>
<td>Create and maintain a database of all service providers and stakeholders</td>
<td>CoT Local Economic Development Department</td>
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<tr>
<td></td>
<td></td>
<td>CoT Housing and Human Settlements Department</td>
</tr>
<tr>
<td>Develop a strategy for shelters and/or service providers that will indicate support of services already rendered and that will enable the service providers to improve or expand their services</td>
<td>Development initiatives aimed at street homelessness</td>
<td>CoT Health and Social Development Department</td>
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<td></td>
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<td>Private Shelters</td>
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<td>NGO’s</td>
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<td>CoT Legal Services</td>
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<td></td>
<td>CoT Health and Social Development Department</td>
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<tr>
<td>Establish an interdepartmental task team and an internal communications strategy</td>
<td>o Ensure interdepartmental approaches to the development and prevention of street homelessness</td>
<td>CoT Local Economic Development Department</td>
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<td>Provincial engagement and the development of a MOU</td>
<td>o Investigate the possibilities of jointly funding plan with Province?</td>
<td>CoT Local Economic Development Department, National and Provincial Departments for Education, Health and Social Development, Human Settlements, Infrastructure etc.</td>
</tr>
<tr>
<td>Facilitate the development of service provider networking structures (regionally)</td>
<td>o Identify potential partners and stakeholders o Linkages with the EPWP Programme</td>
<td>CoT Local Economic Development Department</td>
</tr>
<tr>
<td>Developing and coordinating an accessible database</td>
<td>o To develop and maintain an appropriate and effective communication and information system that can be accessed interdepartmentally. The information that will be stored on the data base should include: intake point, assessment, referral or intervention, ID details and fingerprints. Referrals should be clearly documented.</td>
<td>CoT Health and Social Development Department, Metro Police</td>
</tr>
<tr>
<td>Encourage Shelter networks</td>
<td>o CoT to re-establish relationships with private shelters o Shelter networks are crucial and should be encouraged. This will enable shelters to identify areas of collaboration and the prevention of duplication but it will also indicate &quot;shelter hopping&quot; that should be discouraged.</td>
<td>Existing shelters in the City of Tshwane, NGO's, Churches</td>
</tr>
<tr>
<td>Enhance and stabilize the income generation potential of homeless people (provide access to income generating opportunities, enhance access to skills development opportunities, support existing employment and skills development initiatives)</td>
<td>o Formalizing the employment activities that the street homeless are engaged in such as recycling could be ploughed back into the development of the street homeless o Training and involvement in job creation opportunities aimed at the homeless o Creating and maximising job opportunities for the street homeless</td>
<td>CoT Local Economic Development Department</td>
</tr>
</tbody>
</table>
POLICY DIRECTIVE 4:

To undertake regular awareness campaigns throughout the city

The rational behind this policy directive is two fold: first to inform the general public of the services available to the street homeless or any other vulnerable group and to give the general public the opportunity to channel their good will and contributions through the correct channels and secondly to create awareness on street homelessness.

<table>
<thead>
<tr>
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</table>
| Design awareness and education campaigns addressing specific issues surrounding street homelessness | o Develop appropriate media to address the objective for example the city does not encourage street begging / reducing the negative perceptions of street homelessness. All media should be included  
o Education awareness campaigns – if the general public want to assist the homeless – do not give them money, provide a list of shelters for example. | CoT Integrated Marketing and Communications  
CoT Community Safety  
CoT Housing and Human Settlements Department and Human Settlements Department  
CoT Health and Social Development Department  
CoT Local Economic Development Department |
| Create a space (web) where the general public can access information with regard to services offered | o Shelter information  
o Services offered  
o Employment opportunities | CoT Integrated Marketing and Communications  
CoT Community Safety  
CoT Housing and Human Settlements Department and Human Settlements Department  
CoT Health and Social Development Department  
CoT Local Economic Development Department |
| Facilitate the promotion of initiatives, strategies and interventions aimed at the street homeless | o Shelter information sessions regarding the municipal by-laws and legislation | CoT Integrated Marketing and Communications  
CoT Community Safety  
CoT Housing and Human Settlements Department and Human Settlements Department  
CoT Health and Social Development Department |
POLICY DIRECTIVE 5:

To develop preventative programmes
To prevent and decrease the prevalence of street homelessness throughout the city through the active involvement of all the CoT departments

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<thead>
<tr>
<th>MAJOR STRATEGIES</th>
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<th>STAKEHOLDERS</th>
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<tbody>
<tr>
<td>Regional and departmental programmes should be developed</td>
<td>Departmental programmes e.g Department of Agriculture could develop a programme that deals with surveillance of parks and cemeteries or City Planning could develop a preventative programme through creative landscaping and street lighting</td>
<td>All CoT Departments</td>
</tr>
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<td></td>
<td>Street work and outreach programmes seek to mobilize and consult the street homeless to encourage them to come to the shelters. Promotion of shelter activities and services available in the city</td>
<td>All CoT Departments</td>
</tr>
</tbody>
</table>

PART SIX: INSTITUTIONAL FRAMEWORK FOR IMPLEMENTING, MONITORING AND EVALUATING OF THE POLICY

A municipality is empowered to adopt or revise policies by the provision of Municipal Systems Act, Act 32 of 2000 section 11 (3) which provides that a municipality exercises its legislative or executive authority by developing and adopting policies, plans, strategies and programmes, including setting targets for delivery.

The success of the implementation of the Homelessness policy will depend on the institutional arrangement established to support it. The role of the institutional framework is to facilitate the implementation of the policy.

Deliverables in terms of the implementation of the policy:
- Establishment of an inter-departmental task team
- Development of an communications strategy by engaging relevant departments
- Centralized data on homelessness, individuals, shelters, programmes etc.
- Establishments of an Homelessness task team for the city (the city with all relevant stakeholders)
Each department within the City will make provision for the implementation of services, programmes and projects within its operational budget annually. These services, programmes and projects from CoT Departments will be coordinated through the Special Programmes Unit (SPU) in the Office of the Executive Mayor. Each department will be responsible for reporting to the Office of the Executive Mayor through SPU.

**PART SEVEN: CONCLUSION**

The development of a Homelessness Policy for the City of Tshwane is a pro-active approach to a safe and healthy city and encourages inter-sectoral collaboration working towards the eradication of street homelessness.