

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 threes 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.

PART 3: STATEMENT OF ISSUES

3.1 CONTEXT OF HOMELESSNESS

- South Africa's six metropolitan municipalities – Cape Town, Ekurhuleni (East Rand), eThekweni (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 that 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

PART 5: POLICY ANALYSIS & LEGAL FRAMEWORK

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
- Proposed Homelessness Policy and Strategy: Tshwane Homelessness Forum 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:
 - Minnery, John & Greenhalg, Emma. 2007. Approaches to Homelessness Policy in Europe, the United States, and Australia. *Journal of Social Issues*, 63(3), 2007: 641-655
 - Busch-Geertsema, V., Edgar, W, O'Sullivan, E. & Pleace, N. 2010. Homelessness and Homeless Policies in Europe: Lessons from a Research Report prepared for the European Consensus Conference on Homelessness (9-10 December 2010, Brussels. (pp. 1-88)

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:

- Children's Act 2005, No 38 of 2005 as amended in 2007
- White Paper for Social Welfare (Notice 1108 of 1997)
- Prevention of the Illegal Eviction from and Unlawful Occupation of Land Act (Act 19 of 1998)
- Amendment Bill (August 2003) on the Prevention of the Illegal Eviction from and Unlawful Occupation of Land Act (Act 19 of 1998)
- The Draft White Paper on Refugees of 1998
- Housing and human Settlements Department and Human Settlements Department Act (Act no. 107 of 1997)
- Local Government: Municipal Systems Act, 2000 (Act 32 of 2000)
- 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
- City of Tshwane Public Amenities by-law

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



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

PART 7: ACTION PLAN

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

Programmes	Strategic indicators	Responsibility
<i>Transit Centres</i> providing emergency, overnight accommodation in different regions of the city	<ol style="list-style-type: none"> 1. reduce no of inhabitants in Struben St shelter to 300; improve intake criteria & 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 & Moot) 3. implement a transit centre in region 2 (Sinoville/Annlin), 3 (Monument Park) and 7 (Bronkhorstspuit), 4. implement basic transit centres in other regions as per the identified need 	<p>CoT Suitable NGO</p> <p>City of Tshwane & NGO</p> <p>Local NGOs w support of CoT</p> <p>Local NGOs w support of CoT</p>
<i>Transitional housing programmes</i> tailor-made for specific groups (3-12 mths)	<ol style="list-style-type: none"> 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) 	<p>Various NGOs COT</p> <p>TLF</p> <p>TLF</p> <p>Echo Youth Development</p>
<i>Affordable, well-located social housing options</i> in different regions of the city, but particularly in areas of opportunity	<ol style="list-style-type: none"> 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 & 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 	<p>YCH & HCT COT; GDH; GPF</p>
<i>Fair access to land and property</i>	<ol style="list-style-type: none"> 1. facilitating access to public land and property (CoT; GDH; DPW) for implementation of strategic housing projects 	<p>CoT GDH DPW</p>

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

Programmes	Strategic indicators	Responsibility
Skills training programmes to be rolled out at every drop-in/assessment centre, transit centre & transitional housing programme	1. providing access to life, social and vocational skills training at all centres throughout the city	Popup TLF PEN CoT
Access to internships, job placements and entry level jobs	1. develop an employment database 2. ensure in-house internship and job opportunities in the different partner organizations 3. facilitate access to entry level jobs and other job placements	Centres Centres Centres
Recycling project(s) co-owned by (former) street homeless people and the CoT to run across all regions of the city	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	CoT PEN
Two or more “street markets” based on existing informal activities	1. create “street markets” with shower and ablution facilities and proper off-the-street parking along Solomon Mahlangu, Dely & Zambesi Roads, supporting and ‘formalizing’ existing entrepreneurial activity	
Economic development through internships, employment and enterprise development	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	CoT THF Centres

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

Programmes	Strategic indicators	Responsibility
Street work and outreach programmes in every region of the city	<ol style="list-style-type: none"> 1. street outreach teams actively present on the streets in every region where applicant 2. providing information on available services to street homeless people 3. providing information on street homelessness – no and trends – to the research and policy team (being the eyes and ears of the project) 	TLF PEN Centres
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	<ol style="list-style-type: none"> 1. information and advice 2. trauma debriefing and counselling 3.referrals to services, jobs & housing 4.support to access identity and other legal documents 5.support to access grants 6.employment advice and recruitment centre 	TLF PEN CMR Centres
Professional counselling services / facilities available at all centres throughout the city	<ol style="list-style-type: none"> 1. Identify implementing partners to provide this essential service to all centres 2.Implement counselling access at all centres 	Coram Deo PEN Echo TLF
Support programmes for people with substance abuse problems	<ol style="list-style-type: none"> 1. Drug counselling and support groups 2. Referrals to existing programmes and rehabilitation centres 3. Detox centre for 10-12 people whilst waiting to be placed 	CoT Centres
A street health care programme in different regions, tailor-made for the needs of street homeless people	<ol style="list-style-type: none"> 1.Creating street care unit 2. Identify hosts in every region (multiple hosts in region 3) 3.Implementing a street health care programme, assessing and supporting street homeless people across the CoT 	CoT UP Health Sciences Sediba Hope Other NGOs
Family reconciliation programmes in every region linked to existing centres	<ol style="list-style-type: none"> 1.Identify existing family reconciliation programmes 2.Train all centres to be able to do family reconciliation work 3. Family visits and family mediation 	TLF CMR Other NGOs

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

Programmes	Strategic indicators	Responsibility
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.availing 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

Programmes	Strategic indicators	Responsibility
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

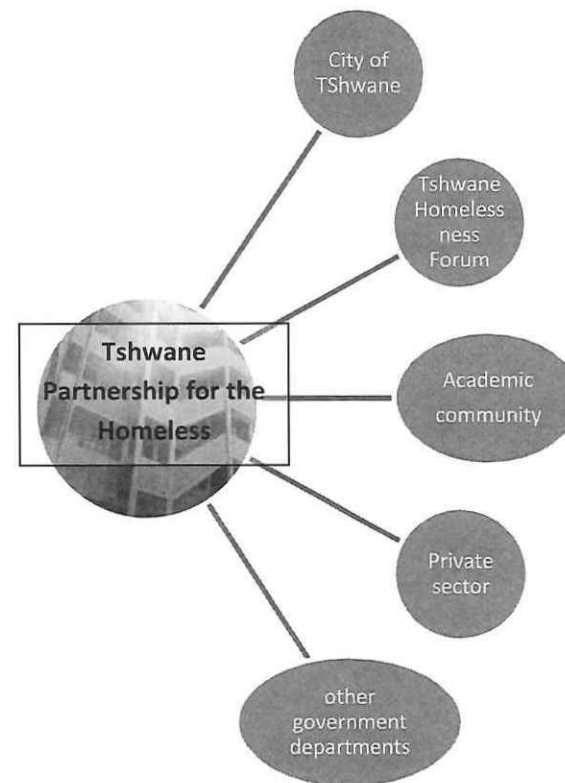
The private sector will contribute to the implementation of the Policy Document through economic development, internships and employment opportunities, and financial partnership.

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.



PART 9: METHODOLOGY FOR IMPLEMENTATION & INNOVATION

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

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

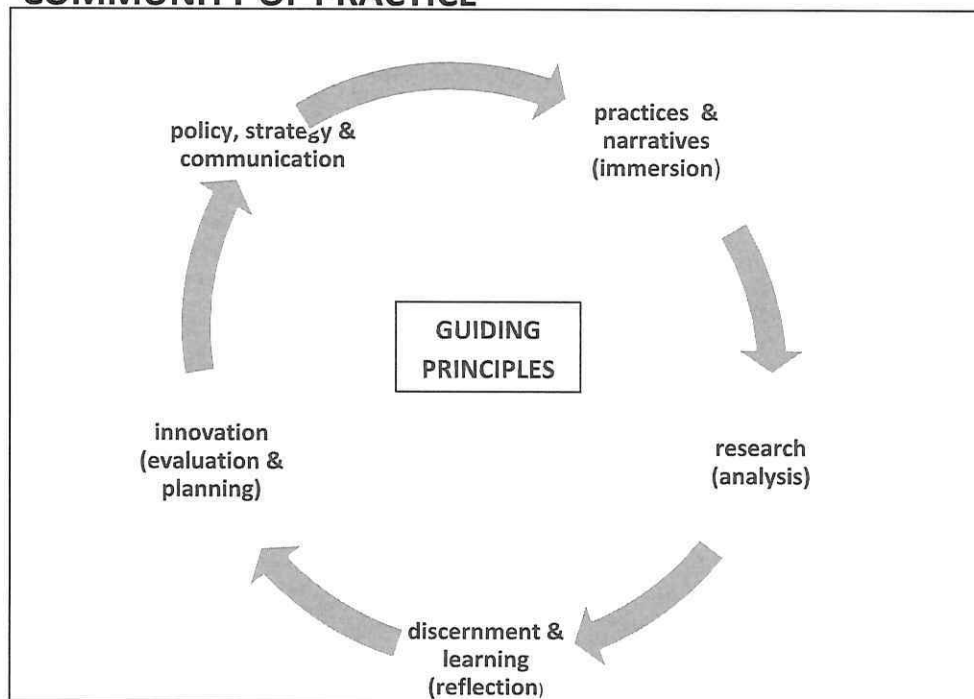
Discernment and learning: spaces are created where practices, narratives and research findings are shared, and the community of practice is reflecting on it to capture learning and discern innovations in going forward

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



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.

11. POLICY REVIEW & INFORMING PROVINCIAL AND NATIONAL POLICY FRAMEWORKS

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).