

Pathways out of homelessness in the City of Tshwane

Research and Strategy Development for the Homeless Summit 2015

University of Pretoria • University of South Africa • City of Tshwane • Tshwane Homelessness Forum

1 Purpose of the Homeless Summit

The Homeless Summit is a collaborative project between the University of Pretoria, the University of South Africa, the City of Tshwane, and the Tshwane Homelessness Forum that represents various NGOs, FBOs and homeless communities. The Summit is both an event and a process and is endorsed by the city's Executive Mayor.

The Summit, to be held on 25 and 26 May 2015, is the outcome of a series of discussions between different participants, with the fundamental objective of eradicating street homelessness in the City of Tshwane through greater visibility, awareness and understanding. The processes leading to the Summit will include research and engagement with the Tshwane Homelessness Policy with the aim of adopting a homelessness strategy for the city.

A key objective of the Summit, based on knowledge and data generated, is to enter into a social contract where different stakeholders accept responsibility for implementing a policy and strategies to address street homelessness in the City of Tshwane.



2 Objectives of the Homeless Summit

- to generate a deepened awareness and understanding of the realities, complexities & challenges of homelessness through
 - presenting case studies on homelessness and community-based solutions to homelessness
 - creating opportunity for homeless and formerly homeless individuals, as well as practitioners dealing with homelessness to share their experiences
- to provide input in addressing homelessness through
 - making policy recommendations
 - proposing strategies for preventing and/or reducing homelessness

The objectives outlined above will be addressed through active and engaged research processes prior to and beyond the Summit

3 Homelessness in South Africa today

The face of homelessness in South Africa has changed considerably between 1994 and 2014. This research deals mainly with street homelessness to distinguish it from the vast populations of people residing in informal settlements.

Important for this study is the earlier study on street homelessness in South Africa, done by the HSRC between 2006 and 2010. They provide what are probably conservative estimated for street homelessness in South Africa.

The study suggests that there may be from 100 000 to 200 000 truly homeless street people in South Africa's urban and rural districts, including adults and children.

South Africa is not well prepared for increasing homelessness. Compared to the situation of people in shack settlements, little is known about the street homeless and there are no formal statistics. In their extreme poverty, isolation and loss of societal resources, the truly homeless exactly fit the description 'the destitute', and are worse off than people living in shacks (cf. Cross, Seager, Erasmus, Ward & O'Donovan 2010: 5-20)

It is estimated that there are about 5000 street homeless people in Tshwane (Van Zuydam 2014). This is based however on limited research focusing mostly in the central region of the city. It needs to be recognized that the position of the City of Tshwane as capital city makes it an additional attraction to people from all over the country but also from across the borders migrating into the city, just to get stranded upon arrival.

Doug Sanders (2011), in his book *Arrival City*, provides very tangible evidence of the inevitability of urban migration and the ways in which it impacts on both the migrants to the city but also on the city itself. The challenge of migration in the context of the strategic position of Tshwane as capital city requires of all stakeholders to apply their minds and collaborate in finding solutions for this challenge.

In apartheid South Africa the machinations of influx control limited rural to urban migration and black urbanization. Other forms of social control also contributed to curbing street homelessness as we know it today. Although there was a severe housing shortage, this was solved through hiding people from the state and only later through the erection of informal housing. The face of street homelessness in South Africa, until the early 1990s, was restricted to middle-aged white males with substance problems.

In the past, street homelessness was concentrated in the central areas of the city. Today this has also changed and various regions in the city report the reality of street homelessness, with people living next to streams, in city parks, in bushes, and on vacant land. Part of the task of this research would be to establish in how far street homelessness is a growing occurrence also in other parts of the city, including formerly white suburbs and black townships.

With changes to apartheid legislation in the late 1980s and 1990s, migration patterns into the city changed completely, and an increasing number of people of all ages, races and sexes found themselves living on the streets. The de-institutionalization of people with mental health problems from psychiatric hospitals contributed to a growing number of homeless people living with chronic mental health problems on the streets of our cities. In the last decade a growing number of street homeless people have become foreign nationals who are refugees or asylum-seekers in South Africa.

Different theorists define homelessness and the causes thereof differently, but for the purposes of this document we will refer to economic homelessness, situational homelessness, chronic homelessness and what some would call “near” homelessness (cf. Hartshorne 1992)

Economic homelessness refers to people being homeless and unemployed, sometimes even having a home in another part of the country but being on the streets of the city in search for a sustainable livelihood. In this category would also be people who might earn a small income but who cannot access affordable housing in the market.

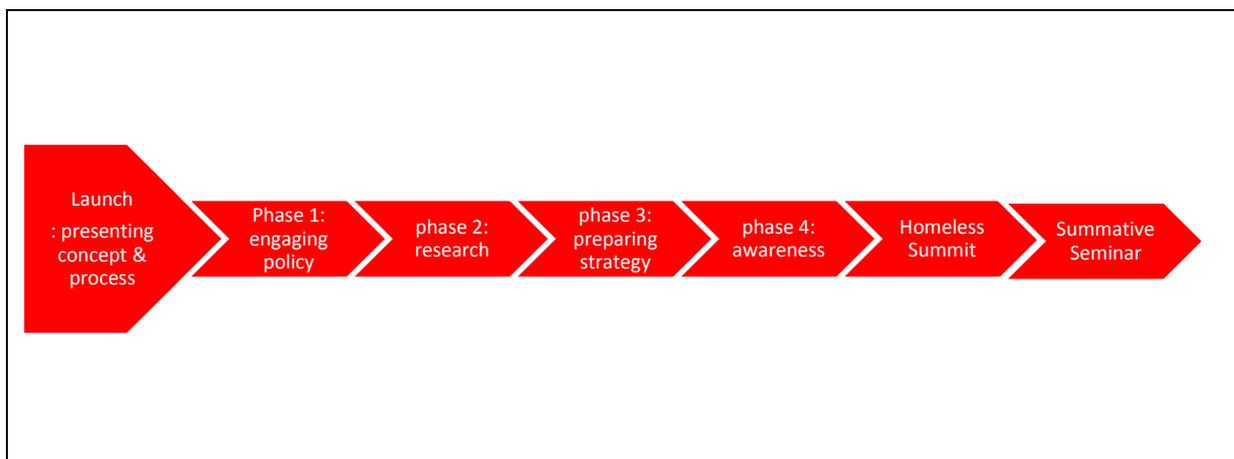
Situational homelessness refers to people who are homeless as a result of domestic violence or abuse, refugees or asylum seekers, people released from prison or psychiatric hospitals with no place to go to, conflict within families and across generations over properties, inheritances, or accusations of witchcraft.

Chronic homelessness refers to people who are on the streets as a result of chronic mental health or substance abuse problems. Access to employment is therefore a problem and therefore also access to sustainable housing options.

“Near” homelessness refers to thousands of people who are in particularly precarious circumstances and at risk of becoming homeless any day. They include people in correctional services and psychiatric hospitals, due for release or discharge; children from child-headed households; young women who are in “sex for money” relationships; and many other particularly vulnerable individuals and families.

A basic assumption of this research is that homelessness and solutions to homelessness cannot be considered or addressed in isolation, but needs to be explored in terms of the psycho-social, economic, spatial, physical, political, and spiritual dimensions that define people and life. A submission by the Tshwane Homelessness Forum (2012) into the city’s policy development process attempted to highlight the necessity of a holistic and integrated approach to be followed in any policy and strategy seeking to address homelessness in the city. Current interventions, policies and future strategies need to be assessed in terms of such an integrated approach.

4 Summary of Summit Process



5 Research Component

Research Deliverables

Critical conceptual and theoretical perspectives

- an audit report and synthesis of homeless research in Tshwane
- a comprehensive literature review on homelessness and other related aspects
- exploring the politics and implementation of social justice principles in relation to homelessness

Policy analysis

- A critical appraisal of the current Tshwane Homelessness Policy
- Recommendations related to updating the current Policy

Narratives and case studies

- Provide empirical evidence to supplement existing information on homelessness in Tshwane
- Provide documented narratives of homeless and former homeless people and practitioners in Tshwane
- Provide documented case studies of 10-15 practices addressing homelessness in Tshwane

*The collective outcome of the deliverables outlined above is to inform the **Tshwane Homelessness***

Strategy: developing an integrated strategy, action & investment plan

Research perspectives and guidelines

The *central research question* seeks to eradicate street homelessness in the City of Tshwane

- Minimizing the negative impact of homelessness on individuals and communities
- Optimizing the impact of effective interventions (policy, strategies, practices and investments) in preventing and/or reducing homelessness

Conceptual and theoretical perspectives

- Exploring the phenomenon of homelessness from different perspectives and disciplines
- Providing working definitions of (street) homelessness in the City of Tshwane
- Describing the faces of street homelessness in the city, as well as trends, challenges and figures

Voices and experiences

- Listening to and documenting diverse experiences / voices of homeless / former homeless people
- Documenting experiences of practitioners dealing with homelessness in the City of Tshwane,
- Providing insight into the pathways into and out of homelessness

Practices & Solutions

- Mapping and documenting practices seeking to address homelessness in the City of Tshwane
- Critically engaging with existing solutions with the view of strengthening or replicating practices that impact positively on preventing and/or reducing homelessness in the city

Institutional considerations: policy, strategy, values, investments & partnerships

- Recommending revisions to the current policy of the City of Tshwane through a critical appraisal of the current policy and its impact
- Identifying key elements for an integrated homelessness strategy in the city, together with suitable undergirding values to guide such a policy and strategies
- Exploring how strategic investment in the eradication of homelessness can be addressed as part of the City's commitment to the Constitutional principles of social justice
- Exploring mechanisms to maximise collective ownership for a strategy to eradicate street homelessness in the City of Tshwane

The research partners agree that the question of partnerships is crucial to this project. It is therefore essential that the importance of a social contract between the different and diverse stakeholders be explored. A partnership creates scope for collective responsibility and commitment to implement strategies to eradicate street homelessness in the city.

Clusters of Research Questions

The *central research question* seeks to explore the possibility of eradicating street homelessness in the City of Tshwane,

through (i) minimizing the negative impact of homelessness on individuals, families and communities, and (ii) optimizing the impact of effective interventions (policy, strategies, practices and investments) in supporting the prevention of homelessness and/or sustainable pathways out of homelessness

Conceptual and theoretical perspectives

Exploring the phenomenon of homelessness from different perspectives and disciplines; defining (street) homelessness in the City of Tshwane; describing the faces of homelessness in the city, as well as trends, challenges and figures on street homelessness in the city

- How do we define (street) homelessness in the City of Tshwane?
- What are the faces of homelessness in the City of Tshwane? Trends, challenges, regions, concentrations

Voices & experiences

Listening to diverse experiences and voices of homeless and former homeless people and practitioners dealing with homelessness in the City of Tshwane

- What are the diverse experiences of homeless people in the City of Tshwane in terms of pathways (contributing factors, causes) into homelessness, challenges with living on the streets, and obstacles to being re-integrated into communities in sustainable ways?
- What are the diverse experiences of former homeless people in the City of Tshwane in terms of contributing factors supporting their journeys out of homelessness?
- What are the diverse experiences of practitioners dealing with homelessness in the City of Tshwane, in terms of their understanding of pathways into and out of homelessness?

Practices & Solutions

Mapping and documenting practices seeking to address homelessness in the City of Tshwane, and engaging them critically with a view of strengthening or replicating practices that impact positively on preventing and/or reducing homelessness in the city

- Which practices seek to address homelessness in the City of Tshwane?
- Which practices impact positively on preventing and/or reducing homelessness in the city?

Institutional considerations: policy, strategy, values, investments & partnerships

Assessing the current policy of the City of Tshwane and recommending revisions; identifying key elements for an integrated strategy to prevent and/or reduce homelessness in the city, with undergirding values to guide such a policy and strategy; exploring a social justice and investment approach to addressing homelessness; exploring mechanisms to maximise collective ownership for a strategy to eradicate street homelessness

- What are weaknesses of the current policy and how can the policy be strengthened?
- What should be the key elements of an integrated strategy to address homelessness in the City of Tshwane?
- What values should guide a policy and strategy direction for addressing street homelessness in the City of Tshwane?
- How can homelessness be addressed not as a welfare issues but as an issue of social justice and strategic investment?
- How and with whom should a social contract be forged that will maximise collective ownership for implementing a strategy to eradicate street homelessness in the City of Tshwane?

Research Methodology

This project is inter-disciplinary and trans-disciplinary in nature, following a narrative action research approach. It will combine a literature survey and documentary and policy analysis, with life stories, biographies and case studies.

Critical conceptual and theoretical perspectives

Literature review

Synthesis of available homelessness research

Supported by narratives, life stories and case studies

Policy evaluation

Literature review, documentary analysis and focus groups

Narratives and case studies

Documenting narratives of homeless/former homeless people and homeless practitioners in Tshwane (3 regions) through life stories, biographies and ethnographic interviews

Documenting case studies of practices addressing homelessness in Tshwane, through focus groups, life stories and biographies (10 – 15 practices)

Strategy Development

Literature review, documentary analysis and case studies

Departure points of Research

Tshwane Homelessness Policy accepted by the City of Tshwane in May 2013

The Tshwane Homelessness Policy formally adopted in 2013, the Draft Homelessness Policy prepared and submitted by the Tshwane Homelessness Forum in 2012, as well as earlier policy submissions (1999-2012) will be considered by the research team.

Research done and published by the HSRC in 2010

Between 2006 and 2010 the HSRC has done a comprehensive study on street homelessness in South Africa. This was published in 2010 and is still relevant for the on-going conversation on addressing homelessness.

Existing practices seeking to address homelessness in the City of Tshwane

A diversity of practices have been developed seeking to address different faces of homelessness in the City of Tshwane. These practices need to be identified, documented and assessed, to determine in how far they can inform policy and strategy, and whether they can or should be replicated elsewhere in the city.

Voice and experiences of homeless people

Homeless people are the only real experts on homelessness. And yet, very limited spaces exist in which the voices and experiences of homeless people can be articulated, documented and considered for the purposes of policy and strategy formation. This project would seek to address this quite deliberately.

Information residing in the City of Tshwane and the Tshwane Homelessness Forum

A wealth of information exists in the city but often it is not documented or shared in ways that could be helpful in terms of an understanding of the phenomenon and possible ways to address it meaningfully.

Research Alignment

This project forms part of, or is aligned to, various existing projects of the institutions involved. These include the following:

- The Capital Cities Research Project of the University of Pretoria, focusing on space, justice and belonging in the City of Tshwane
- The Urban Studio of the Centre for Contextual Ministry at the University of Pretoria, doing engaged research on homelessness and housing
- The Meal of Peace Project at the University of South Africa, focusing on homeless research through contextual story-telling processes
- Individual research projects of students and academics at the Universities of Pretoria and South Africa
- The Research and Innovation Unit of the City of Tshwane, as well as the Department for Social Development of the City
- The knowledge and experience residing in the Tshwane Homelessness Forum and its range of civil society stakeholders as well as homeless communities

Research Opportunities

This project provides opportunities to researchers and postgraduate students interested in topics related to homelessness, to work collaboratively and to find synergy for their own work. We have identified a range of possible themes for research papers, research clusters, or postgraduate topics.

urbanization, migration and homelessness	homelessness, refugees and asylum-seekers
meaning of homelessness, home, house	commodification of home, house and property
homelessness and mental health	homelessness and gender (violence)
homelessness and disability	homeless children
homelessness and sexuality	the media and homelessness
inheritance, property and houses	conflict among households & domestic kin networks
ubuntu and homelessness	pathways to/from homelessness
homelessness and architecture	homelessness and housing
homelessness and health care	homelessness and the constitution
homelessness and a right to the city	faith-based responses to homelessness
private sector and homelessness	government's response to homelessness
universities and homelessness	entrepreneurial solutions for homelessness
people's movements & social organization	

Critical Milestones (cf. Annexure 1: Research Process)

Launch of the Homeless Summit: 5 December 2014
Full research team (November 2014 – January 2015)
Research process (November 2014 – May 2015)
Interim report to the Executive Mayor's Committee (February 2015)
Full report to all stakeholders and the City of Tshwane (May 2015)
Homeless Summit (25 & 26 May 2015)
Feast of the Clowns (11-15 August 2015)
Summative Seminar (Saturday 10 October 2015: World Homeless Day)

Research Core Team (cf. Annexure 2: Research Team)

The core team that will provide strategic leadership to the research and strategy development process currently consists of Dr Stephan de Beer, UP; Prof Rehana Vally, UP; Rev Credo Mangayi, UNISA; Prof Derrick Mashau, UNISA; and Ms Zukiswa Ncunyana, Research & Innovation, City of Tshwane. A team of other researchers, postgraduate students and field workers will participate in the project.

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6 Project Partners

The lead partners are the University of Pretoria, the University of South Africa, the City of Tshwane, and the Tshwane Homelessness Forum.

The Tshwane Homelessness Forum includes various NGOs, FBOs and homeless communities, endorsing the Homeless Summit, including the Tshwane Leadership Foundation, PEN, Tswelopele, and Echo Youth Development. The business community will also be engaged as potential partners.

The following international partners already indicated interest: Fordham University; the Institute for Global Homelessness, DePaul University; and Community Solutions in New York City.

In addition, potential collaborators will be identified for future purposes from institutions in Brazil, Guatemala, Kenya and India, as well as York University in the UK and York University in Canada.

Prepared by Stephan de Beer
Urban Studio of the Centre for Contextual Ministry
University of Pretoria
November 2014

ANNEXURE 1

RESEARCH PROCESS

Time	Items
November 2014	convening research team finalizing research team and research plan finalizing research questions inviting papers distributing the Tshwane Homelessness Policy to various stakeholders for consideration information session with the Dept of Humanities, University of Pretoria
Dec 14 – Jan15	launch of the Homeless Summit focus group and/or individual meetings with stakeholders on the policy document developing status quo report on homelessness identify practices to be documented research team meeting/s
Feb – Mar 2015	status quo report on homelessness research completed interviews with different organizations / stakeholders engaged in interventions documenting practices and case studies empirical study in 3 regions of the City of Tshwane ethnographic interviews in 3 regions of the City of Tshwane selection of papers for Summit research team meeting/s <i>interim report to the Mayoral Committee (end of February)</i>
April- May 2015	consolidating research findings formulate recommendations on policy review formulate proposed strategic plan develop budget and investment plan consultative meetings with stakeholders on policy and strategy submission of papers
May 2015	participating in Homeless Summit presenting research findings presenting proposed policy review presenting strategic and investment plan
Jun – Aug 2015	finalizing research report preparing publication preparing plan for Phase II of the research project Feast of the Clowns: 10-15 August 2015
Sept-Oct 2015	Summative Seminar and Launch of Publication International Homelessness Day: 10 October 2015

ANNEXURE 2

RESEARCH TEAM

The following people indicated interest as part of the research team, or providing institutional and other support.

<p><i>Core team</i> Dr Stephan de Beer, Centre for Contextual Ministry, UP Prof Rehana Vally, Department of Anthropology & Archaeology, UP Rev Credo Mangayi, Dept of Christian Spirituality, Missiology and Church History, UNISA Prof Derrick Mashau, Dept of Christian Spirituality, Missiology and Church History, UNISA Ms Zukiswa Ncunzana, Research and Innovation Unit, City of Tshwane</p>	<p>theory, policy, strategy theory, policy narratives & case studies narratives & case studies policy, strategy</p>
<p><i>Other researchers, associates & field workers</i> Dr Jacques du Toit, Dept of Town and Regional Planning, Univ of Pretoria Ms Inge Kriel, Dept of Anthropology & Archaeology, University of Pretoria Prof Johan Kriel, Dept of Anthropology & Archaeology, Univ of Pretoria Ms Isolde de Villiers, Dept of Jurisprudence, University of Pretoria Mr Johan Swart, Dept of Architecture, University of Pretoria Ms Carin Combrinck, Dept of Architecture, University of Pretoria Ms Fatima Cassim, Dept of Visual Arts, University of Pretoria Prof Norman Duncan, Deputy-Vice-Chancellor, University of Pretoria Ms Wilna de Beer, Tshwane Leadership Foundation Prof Anneli Botha, Dept of Health Sciences, UNISA Prof Jannie Hugo, Dept of Family Medicine, University of Pretoria Dr Mthetho Mqonci, Dept of Family Medicine, University of Pretoria Dr Shirley Mogale, Dept of Nursing Sciences, University of Pretoria Ms Salaminah Phiri, Dept of Nursing Sciences, University of Pretoria Ms Miriam Moagi, Dept of Nursing Sciences, University of Pretoria Ms Mmantwa Hamati, Director: Health & Social Devt, City of Tshwane Ms Pauli van Heerden, Health & Social Development, City of Tshwane Prof Reineth Prinsloo, Dept of Social Work, University of Pretoria Ms Corlie van den Berg, Dept of Social Work, University of Pretoria Prof Petro van der Merwe, Dept of Social Work, UNISA Ms Helena Erasmus, Dept of Psychology, UNISA Ms Miriam Tembe, postgraduate student, Dept of Anthropology & Archaeology, University of Pretoria Ms Vicky Mashava, postgraduate student, Dept of Anthropology & Archaeology, University of Pretoria Mr Leon Roets, Tirisano Centre, UNISA Mr Kulubrehan Teweledemedhin, Tirisano Centre, UNISA Mr Wayne Renkin, research assistant & postgraduate student, Centre for Contextual Ministry, Univ of Pretoria Prof Alan Mabin, Director, Capital Cities IRT, University of Pretoria</p>	<p>research methodology postgraduate supervision narratives & case studies theory housing housing design activism institutional support gender & homelessness homelessness & health care basic health care & street clinics basic health care gender; mental health homelessness & women homelessness & mental health policy, strategy policy, strategy social enterprises postgraduate supervision narratives & case studies narratives & case studies narratives; gender & homelessness narratives; social organization of homeless communities refugees & asylum-seekers refugees & asylum-seekers research assistant, case studies institutional support</p>
<p>Honours & Masters students of both Universities: theology, research psychology, anthropology, town and regional planning, social work, architecture</p>	<p>narratives & case studies</p>
<p>Representatives of the Tshwane Homelessness Forum – Tshwane Leadership Foundation, PEN, Echo Youth Development, Tsweleng, homeless communities, and others</p>	<p>narratives, case studies, policy, strategy</p>
<p>Ms Kat Johnson, Institute for Global Homelessness, DePaul University, Chicago Ms Rosanne Haggerty, Community Solutions, New York City</p>	<p>international case studies; theory; policy; strategy case study; theory; policy; strategy</p>

ANNEXURE 3

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