Pathways out of homelessness

Research Report 2015

forming partnership

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"This community engaged action research into homelessness in the City of Tshwane makes a major contribution by providing holistic insights useful for transformational praxes"

> *- Credo Mangayi; Meal of Peace project, UNISA*

"The need of the homeless cries out for recognition and response"

> *– William Matthew Slattery, O.F.M.; Archbishop of Pretoria; Bishop of South Africa, Military*

"This summit was a demonstration of respect and a need for human dignity"

> *– Participant of the Homeless Summit*

"There is something of God's heart that we don't find in the most beautiful cathedrals, Christian music, in the most profound Christian literature. We don't find it in prayer meetings and even in silent meditation. There is something of God's heart that can only be discovered amongst the homeless, the lonely and the most vulnerable of society. The church without the poor is in spiritual poverty"

> *– Jaco Strydom; Director Echo Youth Development*

"As a forum this is what we create on a daily basis... a table where each and every homeless person in the city will have access... a table of peace."

> *– Joel Mayephu; Tshwane Homelessness Forum*

"Before God we are all equal; let us be a caring society, not in theory; if we say Batho Pele – people first – let it be!"

> *– Zakhe Majozi; on behalf of the homeless community*

"We hereby endorse the Research on Homelessness and would like to see it come to fruition for the benefit of our marginalised citizen and society."

> *- Lukas van der Merwe; MD: Yeast City Housing*

"It (this process) was taken to the Mayoral Committee and approved on the 25th of October 2014. We said as a city we cannot proceed, we cannot act, unless we involve stakeholders..."

> *– Nozipho Tyobeka-Makeke; Acting MMC: Health and Social Development; City of Tshwane*

"Tshwane Leadership Foundation endorses all processes related to the Homeless Summit and everything flowing from it. We are excited about the research that took place and the report that will be released, as well as the Strategy document that will lead the way in creating pathways out of homelessness in the City of Tshwane."

– Wilna de Beer; CEO Tshwane Leadership Foundation

"Our interventions and policies must catch up with the needs of people. That is why we have this Summit... The current Policy must be reviewed. We need to ensure that whatever we have developed is current and is addressing... effectively."

– Ntlogeleng Mogotsi; City of Tshwane

"We support this collaborative project that seeks to incorporate the social values of compassion, generosity and social justice as the bedrock of public policy. We work towards eradicating homelessness in the City of Tshwane. Freedom, we believe, is only as real as the lowest citizen's access to basic health care, education and other basic amenities."

– Rehana Vally; Department of Archaeology and Anthropology, University of Pretoria

"Homelessness and the dimensions it has taken are a serious reflection and perhaps even an indictment on all of our humanity... Through our teaching, our research and our community engagement we are committed to transform inhumane situations and environments into environments in which all our people, all Africans, can experience their full humanity and life as full human beings"

– Andrew Phillips; University of South Africa

"Finding as different organizations, common solutions and collaborating with each other towards homelessness, joblessness, poverty, narcotic and drugs abuse; also standing together against crime and corruption!!!"

– Deon Groenewald; Homeless Individual

Figs. 3. - 8 Participants at the Homeless Summit.
Source: Gerhard Pistorius

1. Background, framework and definitions

1.1 Introduction

"Pathways out of homelessness" is the focus, the interest, and the commitment of the collaborative research project described in this Research Report. It is a research project with a difference.

The first phase is complete, but the interest and momentum generated in the process has indicated the merit of it becoming a long-term collaboration. It has the potential to help permanently change the reality of street homelessness in the City of Tshwane.

The project is **articulating theories** on homelessness and **generating new knowledge**, but not for the sake of theorising or knowledge production. It is interested rather in retrieving different kinds of knowledge that could help generate innovative solutions and just alternatives to the status quo.

It is **generating evidence** on the ways in which the face of homelessness is changing in the City of Tshwane, and nationally, in order to recommend appropriate and evidence-based policies and strategies to end homelessness, in conjunction with homeless people themselves.

It is **action-oriented research** with a keen interest in ensuring that the knowledge generated can immediately translate into interventions.

The project is also deeply **value-based**. It plays itself out against the background of a deeper longing for "the good city" (Amin 2006 or Graham 2008), but from the perspective of those who are currently homeless. It is interested in asserting a right to the city and its resources for and with street homeless people, and going beyond that to also create intentional spaces for homeless people themselves to participate in city-making processes that could affect their lives for the better.

The project is committed to articulating and practising **a new kind of politics** – expressed in compassion, generosity and justice – prioritising homelessness as an expression of a severely unequal society, and of socio-spatial arrangements that are essentially unjust and remnants of the apartheid city.

A **politics of compassion** goes much deeper than charity or alms-giving. It evokes the literal meaning of the word, which is "to suffer with". It requires that researchers, officials, and practitioners alike, approach it from a position of deep solidarity, embarking on collective journeys of mutuality with homeless communities in which sharing will be liberating instead of enslaving.

A **politics of generosity** requires an ethical commitment to giving that goes beyond violating the receiver (cf. Brontë 1847). Policy and strategy will depart from a place of mutual respect, "working collaboratively towards the common good, and replacing a culture of violent charity – hand outs and crumbs – with a culture of generous investment and reciprocity" (De Beer and Vally 2015).

A **politics of justice** is committed to practices that go beyond welfare-based approaches – which tend to "patronize the socially vulnerable, make poverty more bearable, or deal with homelessness as pathology" (De Beer and Vally 2015) – and instead seek to address the structural causes of homelessness in addition to supporting the essential social service infrastructure.

This project has not only departed from a certain moral, ethical and political commitment, but also calls for making homelessness a moral, ethical and political priority. It is therefore not neutral.

Fig. 9   Homeless people relaxing in Burgers Park
Source: Marianne de Klerk

Fig. 10 People gathering in deteriorated open spaces
Source: Kathleen Nel

1.2 Background

The forming of this collaborative was influenced by a number of processes and events.

Firstly, the changing face of homelessness in the City of Tshwane had to be acknowledged and investigated in greater depth. Most of the policy work, as well as actual social interventions, were focused in Region 3, and then more specifically in the inner-city areas. This focus would continue as more than 50% of street homeless people in the city find themselves here. However, more than 40% of street homeless people are now in areas of the city with no social infrastructure designed to respond to the challenges of homelessness. A redistribution of services and infrastructure is therefore necessary.

Secondly, attempts to create a coherent Policy for the City of Tshwane have been continuous since around 1999. Only in 2013 was a Tshwane Homeless Policy formally adopted. However, it did not have a budget or strategy attached to it, there was no clarity as to which Department in the City of Tshwane was supposed to be its champion, and it was not sufficiently collaborative in terms of the supposed implementation.

Thirdly, years of tireless actions, investments and activism by non-profit, faith-based and community-based organisations and individuals, organised in the Tshwane Homelessness Forum, culminated at a point where something more strategic and more decisive simply had to be imagined. There was also a real sense that some incredibly important practices had been developed that needed to be strengthened and replicated elsewhere in the city.

Fourthly, a specific event gave rise to the collaborative. The City is responsible for an overnight shelter at 1 Struben Street and in May of 2014 the City gave a letter of notice to residents of the shelter, requesting that they vacate the facility within one day

as the City was set to renovate the property. It would have been impossible for 600 people to find alternative accommodation overnight. Many of them were frail, elderly people living with chronic psycho-social illness, or mothers with small babies. It was also a particularly cold time of year. Through a public outcry this order was reversed and the renovations took place without vacating the property.

A meeting took place among the Tshwane Homelessness Forum, the Executive Mayor, the MMC for Social Development and relevant officials, with a view to discussing the future of the overnight shelter. The outcome of the meeting was that the parties agreed to a collaborative project that would include (i) research on homelessness in the City of Tshwane, (ii) a review of the City's existing policy with recommendations, (iii) hosting a Homeless Summit that represented all role players and the homeless community themselves, and (iv) drafting a strategy for collaborative implementation, with the financial implications clearly spelled out.

As a result, a collaborative was born among the *Tshwane Homelessness Forum*, *the City of Tshwane, the University of Pretoria (UP), and the University of South Africa (UNISA).*

It is safe to say that the initial objectives of the collaborative have been reached. What remains is the very important step of formally entering into the social contract and then operationalising the policy and strategy through a purpose-built mechanism.

Figs. 11 & 12   Courtyard spaces at the Struben Street Shelter
Source: Ilze Wessles

1.3 Framework and definitions

1.3.1 The precariousness of street homelessness

The face of homelessness in South Africa changed considerably between 1994 and 2015. This research deals mainly with street homelessness, as distinguished 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 Human Sciences Research Council (HSRC) between 2006 and 2010. Their study suggests that there may be between 100 000 and 200 000 street homeless people in South Africa's urban and rural districts, including adults and children. The latest formal figures for the City of Tshwane, provided by Statistics South Africa (2011), suggest that there are 6 244 street homeless people in the city.

South Africa is not well prepared for increasing homelessness. Compared to the situation of people in shack settlements, little is known about street homelessness and there are limited formal statistics. In their extreme poverty, isolation and loss of societal resources, street homeless people are even worse off than people living in shacks (cf. Cross, Seager, Erasmus, Ward and O'Donovan 2010:5–20).

> **[T]he street homeless are the proverbial skeletons at the feast, the excluded poorest who enter unobserved and stand by, gaunt and starved, terrifying to the invited guests but deprived of any capacity to join the party. (Cross et al 2010:18)**

In apartheid South Africa the machinations of influx control limited rural-to-urban migration and black urbanisation. 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 by hiding people from the state and 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 abuse problems.

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-institutionalisation 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 foreign nationals, who are refugees or asylum-seekers in South Africa, have become street homeless people.

However, rural–urban and cross-border migration patterns are by no means unique to South Africa. 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 and the city itself. The challenge of migration in the context of the strategic position of Tshwane as capital city requires of all stakeholders that they apply their minds and collaborate in finding solutions to this challenge.

It is important to read and understand street homelessness in South Africa and in the City of Tshwane, in the contexts of both the reality of global patterns of urban migration, and the challenge of ineqaulity and the on-going challenge of spatial transformation in the cities and towns of South Africa. The ways in which employment and housing are spatially separated, without affordable public transport to bridge the gap, increasingly contribute towards people opting to make the streets their temporary home.

1.3.2 Working definition for street homelessness

Defining street homelessness in a way that would make sense in the South African context proved to be a challenge. And yet, definition is important for policy, strategy and budgetary purposes. On the one hand, this project chose a narrow focus on street homelessness, as distinguished from the millions of people living in informal settlements or substandard housing. But on the other hand, within this narrow definition, it defined street homelessness more broadly than the HSRC, which excluded "temporary overnight sleepers", looking for what they call "truly homeless" people.

In contrast, for the purpose of this research, and also the recommendations made for Policy and Strategy purposes, we considered *all people living on the streets*, whether temporarily or chronically, as the slippage into chronic homelessness often starts with temporary overnight sleeping in the streets. Furthermore, it is the inability to find pathways out of homelessness early enough that turns a temporary situation into chronic homelessness.

In the recommended Policy review that emanated from this collaborative project, we defined street homelessness thus:

"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."

It is our assertion that a broader definition creates scope to include the complexities of homelessness that definitions based on exclusion might ignore. We found the differentiation of Hartshorne (1992) helpful in trying to capture the diverse faces of homelessness by referring to economic homelessness, situational homelessness, chronic homelessness and what some would call "near homelessness".

Economic homelessness refers to people who arrive in the city in search of sustainable livelihoods, then find themselves unemployed and eventually on the streets. Evidence in Tshwane shows that more homeless people now earn an income, but that lack of access to well-located, affordable housing and restrictive public transport costs make them choose homelessness. Their incomes are sent home to sustain their families and children in school.

Situational homelessness refers to people whose homelessness results from acts of domestic violence or abuse, or from conflict within families and across generations over property, inheritances and even accusations of witchcraft. This category includes refugees or asylum seekers, and people released from prison or psychiatric hospitals with no place to go to.

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, as a result, so is access to sustainable housing options.

"Near" homelessness refers to people who are in particularly precarious circumstances and at risk of becoming homeless any day. They include people in correctional facilities 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. It is important to consider this category in terms of preventing homelessness.

Hartshorne's differentiation is crucial in arguing against using a one-size-fits-all approach to interventions for overcoming homelessness. Perhaps Hartshorne does not pay enough attention to the political, spatial or structural injustices that created many of the conditions that perpetuate homelessness today. This research sought to attend to those factors or causes.

A basic assumption of the research done here, and specifically in preparation for the Tshwane Homeless Summit, was that homelessness and solutions to homelessness

cannot be considered or addressed in isolation, but need to be explored in terms of the psycho-social, economic, spatial, physical, political, and spiritual dimensions that define people and life. It also needed to consider the different categories of homelessness or pathways into homelessness, which might give clues as to possible sustainable pathways out of homelessness.

A submission by the Tshwane Homelessness Forum (2012), that looked 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 have to be assessed in terms of such an integrated approach.

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Figs. 13. - 14 Participants at the Homeless Summit
Source: Gerhard Pistorius

2. Project purpose

The purpose of this project was to work towards a social contract where different role players accept collective responsibility for implementing a Policy and Strategy to address street homelessness in the City of Tshwane.

At the core of the project was an intensive research process, aimed at generating knowledge and an understanding of street homelessness in the City of Tshwane, in conversation with a broader body of knowledge and literature, and in order to inform and recommend a Policy and Strategy.

The Tshwane Homeless Summit was the centre around which the collaborative project and the research was organised. It was an event but also part of the broader process, and even a research method in itself.

The specific objectives of the collaborative project, which include the research component and the Tshwane Homeless Summit, were:

- to generate a deeper awareness and understanding of the realities, complexities and challenges of homelessness through:
    - o case studies on homelessness and community-based solutions to homelessness and
    - o opportunities for currently and formerly homeless individuals, as well as practitioners dealing with homelessness, to share their experiences,

- to provide input in addressing homelessness by making policy recommendations, and

- to propose strategies for preventing and/or reducing homelessness.

Fig. 15 Inputs from the Homeless Summit interactive Session

Source: Tshwane Homeless Summit

3. 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, as well as currently and formerly homeless individuals. They endorsed the Homeless Summit, participate intensively in the research process and preparations for the Summit, and also endorse the recommended Policy and Strategy.

Organisations involved in the Forum include the Tshwane Leadership Foundation, Yeast City Housing, PEN, Tswelopele, Echo Youth Development, Popup, Family Focus, Action Labourers for the Harvest and Kitso Lesedi. The list of NGOs and individuals involved is constantly growing.

The following international partners are participating and/or showing interest: the Institute for Global Homelessness, DePaul University, Chicago, USA; Community Solutions, New York City, USA; the Centre for Equity, Delhi, India; Street Medicine International; CalleLink, Santiago, Chile; and Fordham University, New York City, USA.

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

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

- The knowledge and experience residing in the Tshwane Homelessness Forum and its range of civil society stakeholders as well as homeless communities

- The Capital Cities Research Project of the University of Pretoria, focussing on space, justice and belonging in the City of Tshwane

- The Urban Studio of the Centre for Contextual Ministry at the University of Pretoria, in conjunction with the Tshwane Leadership Foundation, doing engaged research on homelessness and housing

- The Meal of Peace Project at the University of South Africa, focussing on homeless research through contextual story-telling processes

- Individual research projects of students and academics at the Universities of Pretoria and South Africa

- The current Tshwane Homelessness Policy, the work done by the Department Health and Social Development in the City of Tshwane, and the evidence-based research initiative of the the City of Tshwane's Research and Innovation Unit

Fig. 16 Project partners

3.1 From community engagement to engaged communities: the public role of the University

The research and public engagement of Universities should offer critical reflection in support of transformative societal change. Russel Botman (2012:xiv) emphasised that Universities had an essential contribution to make to the public good, and argued that one of the critical ways of measuring Universities should be in terms of how they contributed to social transformation. A central part of this collaborative was for two Universities to discover what it could mean to participate in engaged communities through trans-disciplinary research that is action-oriented.

Instead of a community engagement project engaging the community out there, engaged communities are communities building solidarity and collaboration around a central theme. An engaged community around the common theme of homelessness in the City of Tshwane recognises the power of a collaborative effort in sharing resources, experiences and knowledge to break the cycles of homelessness and support sustainable pathways out (De Beer and Vally 2015).

It is about relationships of mutuality and reciprocity (Modise and Moswuenyane 2012:56) in which the different contributing partners all yield benefits in the interest of the greater good.

Figs. 17 & 18 Exploring collaborative action

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4. Research methodology

4.1 Research Purpose

The ***purpose of this research*** was

(i)   to expand the body of knowledge on homelessness, and in particular, to find and articulate pathways out of homelessness that represent just alternatives and sustainable solutions for people, and

(ii) to inform a Policy and Strategy for street homelessness in the City of Tshwane, including a strategic action plan and an investment plan.

From its inception it was meant to be an engaged, trans-disciplinary research project but throughout the process the research team had to learn and improvise in terms of shaping method. However, the enthusiasm that we found across a broad spectrum of disciplines has taken us by surprise.

More than 40 researchers from the Universities of Pretoria and South Africa, with co-researchers from civil society, the faith-based sector, the City of Tshwane, and the homeless community, have collaborated to retrieve and capture diverse narratives and practices describing street homelessness in the City of Tshwane, as well as possible pathways out of street homelessness. In addition, they have developed conceptual frameworks as well as critical policy analyses and appraisals.

The ***trans-disciplinary nature*** of this research project was exemplified by the way in which community practitioners, city officials and homeless individuals joined hands to "work with academic researchers to jointly decipher the most urgent questions that require sustained action" (cf. Edgar Pieterse 2014). It was collaborative, inter-disciplinary, inter-sectoral and action-oriented.

A key aspect of a trans-disciplinary research approach is an ***epistemological shift*** to acknowledge, embrace, retrieve and share ***different forms of knowledge*** and different ways of generating and sharing such knowledge. The Tshwane Homeless Summit became a very innovative space for sharing different forms of knowledge, often in non-traditional ways, in order to build a collective pool of knowledge and a shared commitment to translate that into sustainable and life-transforming actions.

In order to work towards the shared purpose and envisaged outcomes of the research, but also honour the different disciplines and research methods used in the room, we organised the research around four broad clusters, culminating in the Tshwane Homeless Summit.

4.2 Conceptual/theoretical framework

This was less a cluster on its own and more a framework on which all the clusters sought to ground their reflections conceptually. This research was also not undertaken in a vacuum but acknowledged an existing body of literature on the subject. The research done by the HSRC between 2006 and 2010 on street homelessness in South Africa, provided a good foundation for this research. Previous research done by Health Sciences at the University of South Africa, in conjunction with collaborating institutions in Canada, provided an additional and rather extensive desktop survey of relevant literature.

This research focussed its own conceptual considerations specifically on matters of definition, positioning this research within a social justice framework, comparative readings of homelessness policies, and providing theoretical considerations for the specific nature of the research approach being engaged. It was trans-disciplinary and action-oriented. Its focus was also rather specific to the City of Tshwane.

Conceptual and theoretical perspectives were shared at the Tshwane Homeless Summit and were integrated into the recommended Policy and Strategy, as well as this Research Report. The 2013 Policy of the City of Tshwane was brought into critical dialogue with other international, national and local policies, and related literature on homelessness.

A special collection of articles will appear in Development South Africa in 2016, titled "Pathways out of Homelessness", capturing the main research findings, and framing it conceptually and theoretically.

4.3 Practices Cluster

Apart from existing literature, this research project also acknowledged an existing body of knowledge as represented by existing practices or interventions seeking to address homelessness in the city. Co-led by Prof Jannie Hugo from the Department of Medicine at the University of Pretoria and Wilna de Beer from the Tshwane Leadership Foundation, this Cluster considered practices from a psycho-social, health and spatial perspective.

- 76 interviews were done with practitioners from 19 different organisations / projects engaging with homelessness: the focus was on Region 3 of the City of Tshwane, although key interventions were also identified in Regions 2 and 7. These interviews were done by academics and students in the UP Department of Social Work.

- Health assessments were done with homeless people in the city by academics and collaborators from the Department of Family Medicine at UP.

- Students and lecturers from the Department of Architecture at UP did a spatial analysis and critical reflection on where to locate shelters and other interventions spatially, if they are to be effective.

- The Department of Geography at UP assisted in mapping the concentrations of homelessness in the City of Tshwane.

4.4 Narratives Cluster

Academics and postgraduate students from the University of South Africa (Department of Christian Spirituality, Missiology and Church History) and the University of Pretoria (Department of Nursing Sciences and Department of Archaeology and Anthropology) engaged in around 150 conversations with currently and formerly homeless people.

This was done through a combination of ethnographic interviews, contextual Bible studies and story-telling workshops.

An important aspect of this cluster's engagement was to find clues or patterns for what could constitute sustainable pathways out of homelessness.

4.5 Policy / Strategy Cluster

This cluster firstly explored literature documenting policies and strategies on homelessness in the USA, the UK, Canada, Ireland, India, Australia and Chile. It also considered the Tshwane Homelessness Policy against the backdrop of the Constitution of South Africa and relevant national, provincial and local government policy documents.

Secondly, it engaged in 12 focus group meetings with homeless people, community practitioners, city officials and politicians, as well as representatives of business and the South African Police Service.

The rigorous engagement with the Policy environment and the focus groups helped develop a critical appraisal of the City's 2013 Homelessness Policy and became the foundation for a recommended Policy review.

Thirdly, this cluster was responsible for drafting and recommending a Policy and Strategy on Street Homelessness, for consideration by the collaborating partners, including the City of Tshwane Metropolian Municipality.

Fig. 19 People living on the banks of Steenhoven Spruit in the inner city
Source: Marianne de Klerk

4.6 Tshwane Homeless Summit

The research process led to the first ever Tshwane Homeless Summit, hosted from 25–26 May 2015. At the Summit research findings were shared with the audience, who represented all the role players and 50% of whom were homeless individuals. In a sense, the researchers fed back what they heard from audience members. The format of the Summit combined presentations of research findings, with rather intensive, participatory sessions around 35–40 tables, with hosts selected from the homeless community, community practitioners, academics and officials from the City.

The hosts had to undergo an orientation process on the Sunday prior to the Summit, and played an important role in ensuring that all the voices at the Summit were heard, that interaction was optimised, and that key concerns or proposals were articulated. The interactive process was very meaningfully facilitated by Di Koch from Cape Town.

4.7 Research methods

As is clear from the above sections on the Clusters, mixed research methods were followed, including literature studies, critical policy analysis, focus groups, ethnographic interviews, unstructured interviews, case studies, critical spatial analysis, contextual Bible studies, open source technology and geographical mapping.

The Tshwane Homeless Summit itself was not only a very engaging and participative space, but was also a research method in itself, allowing for research findings to be shared with participants, and for a conceptual understanding and proposals for strategic interventions to be further developed and deepened. The different methods complemented each other and often represented a method well used by one discipline or another.

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5. Practices

The Practices Cluster represented researchers exploring health, spatial and psycho-social interventions, identifying existing good practices and making recommendations for Policy and Strategic purposes.

5.1 Homelessness in Tshwane: Health report from the Department of Family Medicine, University of Pretoria

Jannie Hugo, Department of Family Medicine, University of Pretoria

Joining the Homelessness Research Group brought the Department of Family Medicine into a whole new network of people and organisations active in the Inner City community. This happened at the same time as the initiation of Community Oriented Primary Care (COPC) in the inner city. We continued this by doing a Local Institutional Service Assessment (LISA) and establishing seven Ward Health Teams. Through LISA, several projects were identified and invited into a care network. The inner city health forum was established. Monthly meetings provide an open common platform for representatives from all interested organisations to share knowledge and information about their work and the challenges they face. They also enable participants to find solutions to problems together, often making it possible to better manage scarce resources to greater effect.

There are a multiplicity of social situations in the inner city where diseases proliferate. Commercial sex work is conducted on the streets, in open fields and parks, on construction sites, in taverns and shebeens, and in brothels (in hotels or apartment buildings), as well as in private houses. In a recent study, the Sex Worker Project found 1 152 sex workers at 30 known sites. Anywhere between 10 and 200 at any particular site. Most sex workers are women (n = 1 005) or transgender female (n = 65) ranging in age from 18 to 54. Male sex workers who have sex with men (n = 82) range in age from 19 to 35.

Fig. 20 Sex workers in an abandoned building
Source: Marianne de Klerk

Fig. 21 Unsanitary storage and cooking practices
Source: Jeandri Scholtz

Overlapping and/or parallel to the sex trade industry is alcohol and substance abuse and dependency that arises out of a combination of age, lifestyle and occupational interactions. Use of drugs by injection is at the most high-risk end of the substance abuse spectrum. Since the end of June 2015, the StepUP project found some 300 drug users who use this method at 40 sites (in the streets, under bridges, in abandoned buildings and in fields and parks). They are mostly men (90%) ranging in age from 19 to 35 years.

A third inner city group is foreign migrants, especially those who enter the country without documentation or whose temporary or short-stay documentation has expired. They are exposed to the same infection and disease risks that are common to the local populations. However, their position is made worse because they are often illegally refused treatment at government health services on the pretext of lack of documentation.

Another problem in the inner city is the organisation of living arrangements. In an environment where shelter is at a premium, living spaces generate income. In the course of delivering health care, service providers have found rack renting in formal apartments, houses, garages and shacks. Here, whole families, friends and relatives, multiple strangers, or people in any combination of relationships, share a single room in a flat or house, occupy a sleeping place in a garage or share a one-roomed shack. They have also found people using their dwelling space to run informal crèches servicing parents in their buildings. In addition, there are people who are homeless or without shelter. They occupy the city's open spaces, living in parks, under bridges, by the riverbanks, in storm water drains, in doorways etc.

Fig. 22 Waste pickers live along their trading route
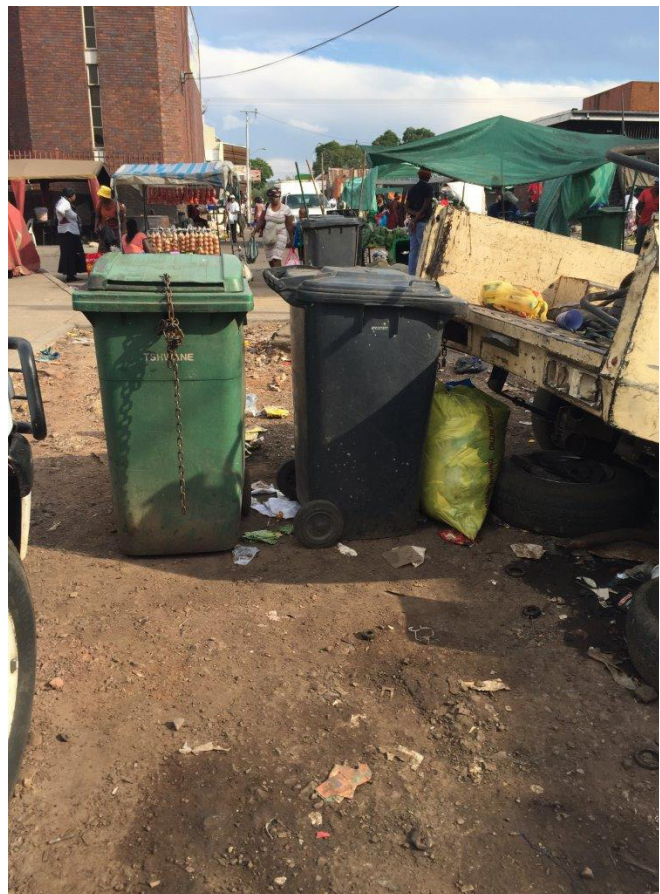*Source: Jeandri Scholtz*

Fig. 23 Traders store food in storage bins
Source: Jeandri Scholtz

Under these conditions, sexually transmitted infections, TB, HIV, Hepatitis and alcohol and drug substance abuse thrive. Of 416 commercial sex workers screened for HIV and TB since October 2014 in the City of Tshwane, 187 (40,4%) were HIV-positive and of these, 177 (94,7%) also had significant TB symptoms. Being HIV-positive and being a commercial sex worker both increase the risks for alcohol and drug abuse by as much as 50%. Among people who inject drugs, the risks of transmission of HIV and Hepatitis B and C is four times greater than through unprotected vaginal sex.

Anecdotes from care situations demonstrate the seriousness and complexity of the situation. There is a woman who runs a crèche in a flat that she shares with her bed-ridden husband who had untreated TB and cardiac failure. She looks after infants in her apartment building while their mothers or carers go to work. Another woman did not want to disclose her TB status to the seven other strangers with whom she shares a shack for fear of revealing her HIV status and losing her shelter. There is a man di-agnosed with MDR TB who reports that the sex worker who lived in the same shack as him died the previous month from MDR TB.

The Regional Health Management Team in the inner city has been established and is integrating care. Three inner city government clinics; the district hospital; the Ward Health Teams working in seven areas; NGOs like Sediba Hope, StepUP and Out (which provide both health and social services and projects); and the University of Preto-ria undergraduate and postgraduate medical, clinical associate, architectural and other students all participate in health care in the inner city.

The Ward Health Teams support and work with people who live in or occupy defined geographical areas. Their work was initially mainly envisaged as serving people who live "homes" – shacks, houses, flats, hostels. However, homeless individuals and fami-lies are an integral and common part of the inner city. Rather than ignoring them, it now becomes possible for the Ward Health Teams to support homeless individuals and families through the Street Medicine project. This is a new I-COPC initiative that was started at four sites in mid-2015. On specified days of the week a doctor and a clinical associate, working with community health workers, meet and consult home-less people in need of health care. They are seen on the street, or in shelters, churches or mobile clinics, where they are screened, treated and referred to a clinic or the dis-trict hospital. This approach is also used to meet the health care needs of sex workers and injecting users of drugs and other substances.

> *Policy response:* **An integrated, complex health and social situation in the inner city, and in homelessness situations in other parts of the city, requires an integrated health and social care response. The practical im-plementation of this is the establishment of community/street-based Ward Health Teams supported by health and social care professionals and managed by a Regional Health Management Team. In the inner city and other areas where there are significant numbers of homeless people, the Ward Health Team will have to be complemented by the Street Medicine project, which can clinically treat people on and off the street.**
>
> **Ward Health Teams and Street Medicine should become a permanent part of the formal health services and should be funded as such.**

Regional Health Management Teams should become a formal part of the health system and should be fully integrated with the Social Care Service. Regional Health and Social Care Teams could then be developed.

The above should be supported by (1) a well-functioning electronic data and information system and (2) a structured and ongoing education system. Both of these are available and need to be well funded.

5.2 Policy recommendations for Pathways out of Homelessness – a spatial perspective

Marianne de Klerk, Department of Architecture, University of Pretoria

5.2.1 Policy recommendations

Urban Design Frameworks and Planning Projects should have a component addressing homelessness via spatial design and policy recommendations specific to the area.

The impact of homelessness within its immediate spatial context needs to be considered when looking at strategies to deal with homelessness. One should deal with homeless incrementally in a specific area, considering the needs of the area but also the resources and amenities that can be used to help homeless individuals.

A concentration of poverty and homelessness has a negative impact on institutions (e.g. shelters) dealing with homelessness. Thus, locating shelters in economically and socially stressed areas, where the environment will further exacerbate problems, is not a good approach. Areas that are already stressed, such as the Marabastad environment of the Struben Street shelter, cannot accommodate an additional influx of homeless people.

One has to reconsider the current policy around city-owned shelters in terms of their management. The shelters need to focus on creating pathways out of homelessness by providing safe housing that complies with building codes and regulations, sufficient amenities and hygiene, education and job programmes, as well as treatment for substance abuse.

Homelessness exists in different areas of the city. Policy and planning strategies need to address it where it exists and not just try to move the problem elsewhere. This research project clearly showed how the geographical concentration of homelessness has decentralised over the past 20 years to move beyond city centre.

A multi-disciplinary approach is needed when dealing with homelessness. The design and spatial planning disciplines – such as urban planning, urban design and architecture – should play a role in devising strategies, solutions and projects that address homelessness. The disciplines can work well with social services and the medical field to create comprehensive strategies.

Homeless women have different needs that are mostly invisible in public. One has to identify a different strategy for outreach in order to support them well.

Architects and urban designers have to design to accommodate for transience. They need to find ways to help people survive on street by providing mobile survival kits / backpacks, and creating amenity points that can provide basic services such as ablutions, electricity and cooking facilities. This can be accommodated as part of larger commercial buildings such as malls or community facilities such as churches, parks and community centres.

5.2.2 Good practices

Case studies of Akanani and the Gilead and Rivoningo Centres managed by the Tshwane Leadership Foundation present good models to consider in addressing and even overcoming homelessness. However, more facilities such as these are needed and they need greater public financial support.

5.2.3 Pilot project

A multi-disciplinary collaboration among the Architecture Department (University of Pretoria), Marianne de Klerk Architects and Urban Designers, Sediba Hope, the COPC (University of Pretoria), and the Centre of Contextual Ministry (University of Pretoria), will be looking at revitalising two urban blocks in Marabastad by combining a Street Medicine project focussing on drug abuse, with an urban design and an architectural heritage project.

Fig. 24 Pilot project site: Market impacted by drug abuse next to the the Marabastad mosque
Source: Kathleen Nel
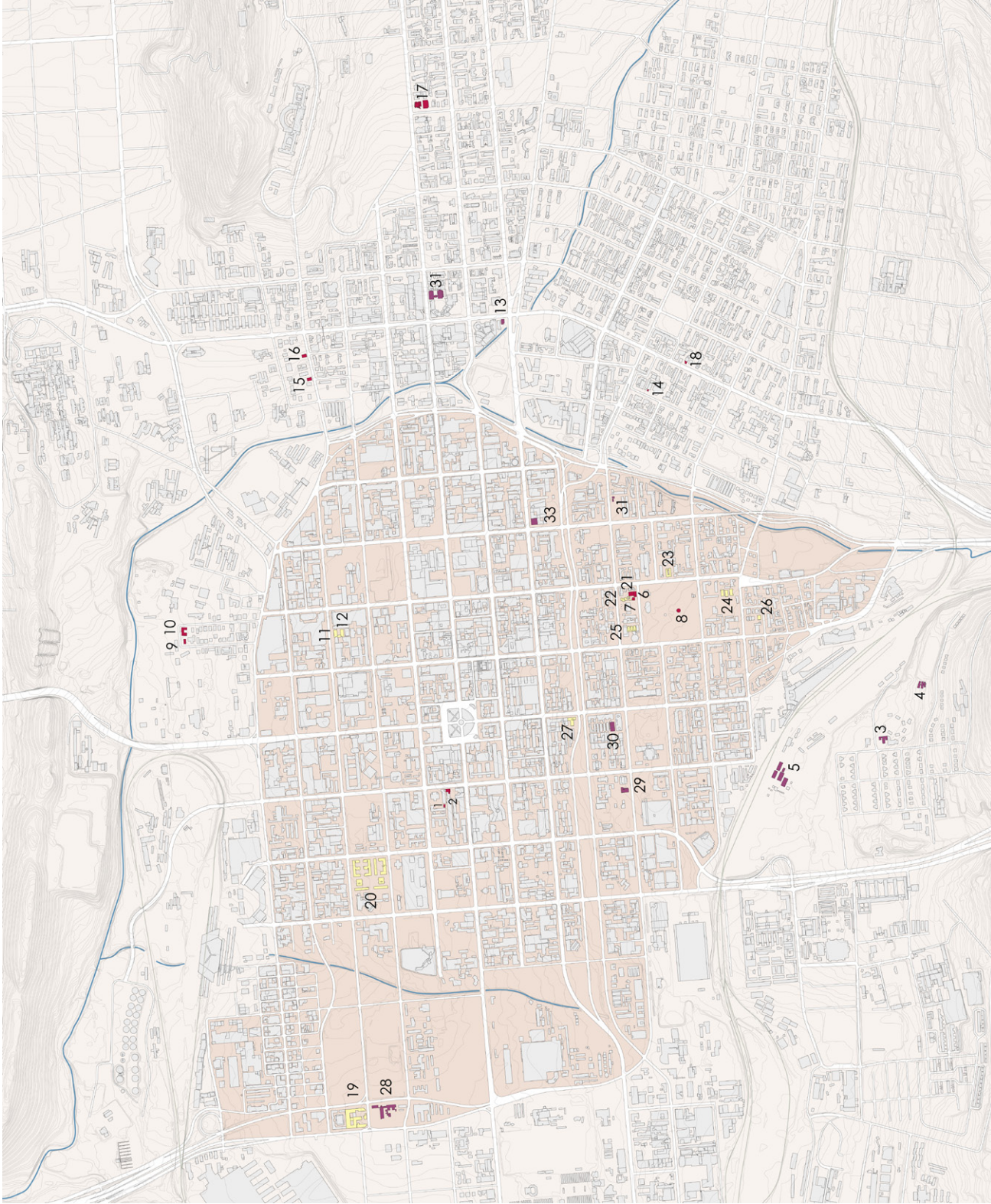
Map 1 Inner city fabric showing built fabric, social infrastructure support facilities, social housing, shelters and refugee support centres

Inner city blocks

City blocks

Built fabric

Rivers and spruits

Shelters & social housing

Social support facilities

Refugee support facilities

Source: Marianne de Klerk

1 km

0

5.2.4 Mapping soft infrastructure

The three maps shown in this section illustrate the soft infrastructure projects in the inner city that provide support to the homeless in relation to the urban fabric and open space systems of the inner city.

The spread and clustering of the various facilities are shown in Map 1. The range of open spaces - from well-maintained and well-used urban parks, to hardscaped squares, neighbourhood parks and badly deteriorated and unsafe open spaces are illustrated in Maps 2 & 3. Documentation and analysis of the open space system show that the homeless are more likely to congregate and sleep in deteriorated and abandoned open spaces and buildings, thus allowing the mapping of areas of concentration of homeless people in the inner city. Refugees congregate in large numbers around facilities of the Department of Home Affairs that cater to their needs. Well maintained open spaces are used by the homeless as places of refuge and to access amenities provided by social facilities. Homeless people are also more likely to congregate in areas where built fabric is incoherent and deteriorated which is often surrounded by deteriorated open spaces.

Mapping the various facilities in relation to the range of open spaces and built fabric is a first step to start mapping homelessness in the inner city, identifying amenities and facilities catering to their needs and to propose areas in need of soft social infrastructure development. Thus mapping and spatial analysis of the existing topography and soft infrastructure in the inner city can be further developed as a design and planning tool to complement and support policy initiatives to create pathways out of homelessness.

Facilities illustrated in Maps 1 and 3 are as follows:

Social infrastructure support facilities

1. Sediba Hope
2. Pen drop-in centre
3. Inkukuleko Community Centre
4. Crossroads Boys shelter
5. POPUP
6. Tshwane Leadership Foundation
7. Yeast Housing
8. Akanani drop-in centre
9. Gilead community
10. Rivoningo Care centre
11. Lerato House
12. Tau social housing
13. Crossroads Coffee Bar
14. Christian Social Council
15. Kitso Lesedi
16. Homeless Solutions
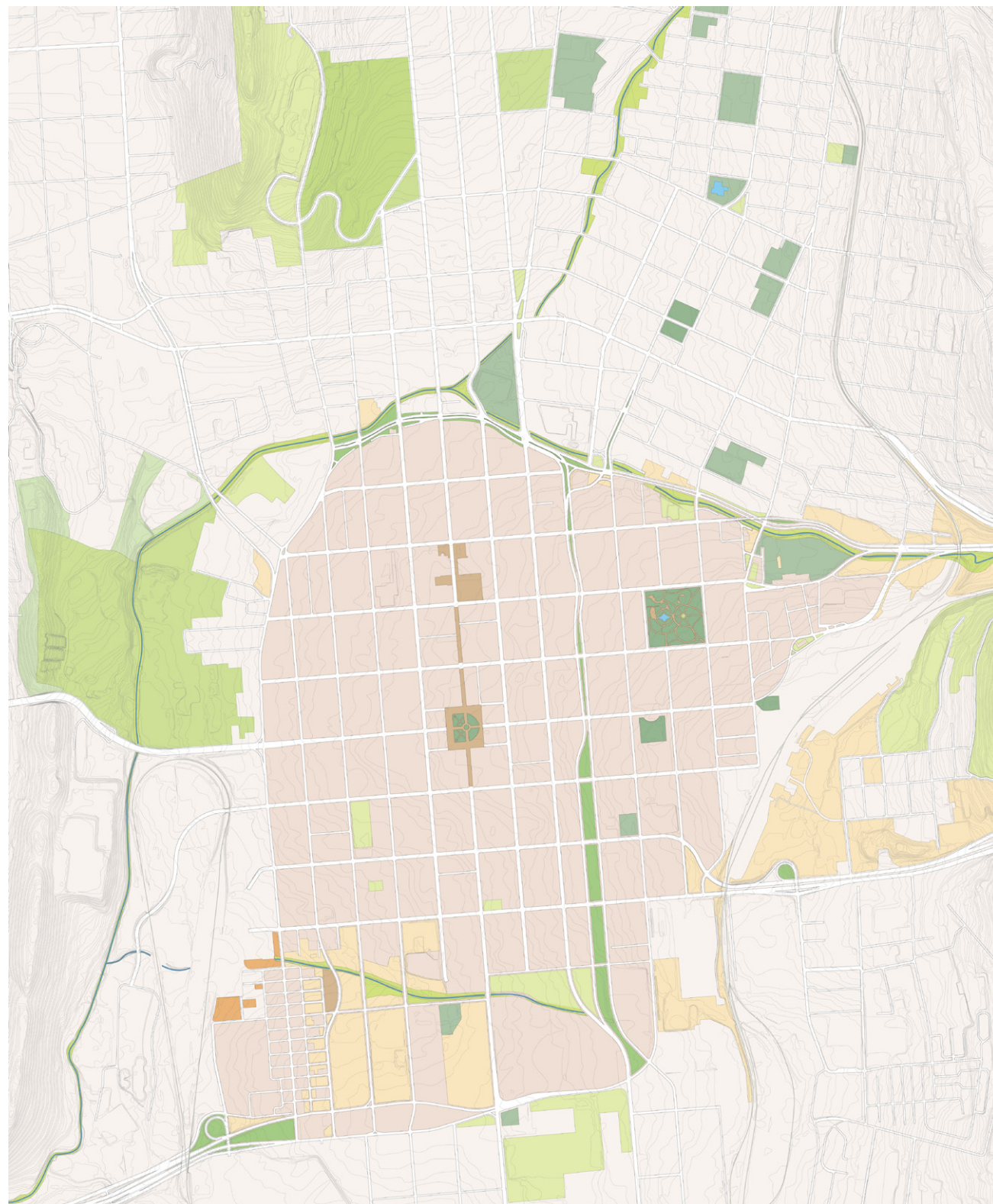17. Compassion Centre
18. Tshwane Home of Hope

22. Litakoemi
23. Hofmeyer House
24. Kopanong
25. Living Stones
26. Tshwelelang
27. Eloff Building, Housing Company Tshwane

Refugee support centres

28. Home Affairs: Marabastad Refugee reception office
29. Xaveri Movement
30. South African Catholic Bishops Conference
31. Jesuit Refugee Services
32. Refugee Aid Organisation
33. Office of the United Nations High Commissioner for Refugees (UNHCR)
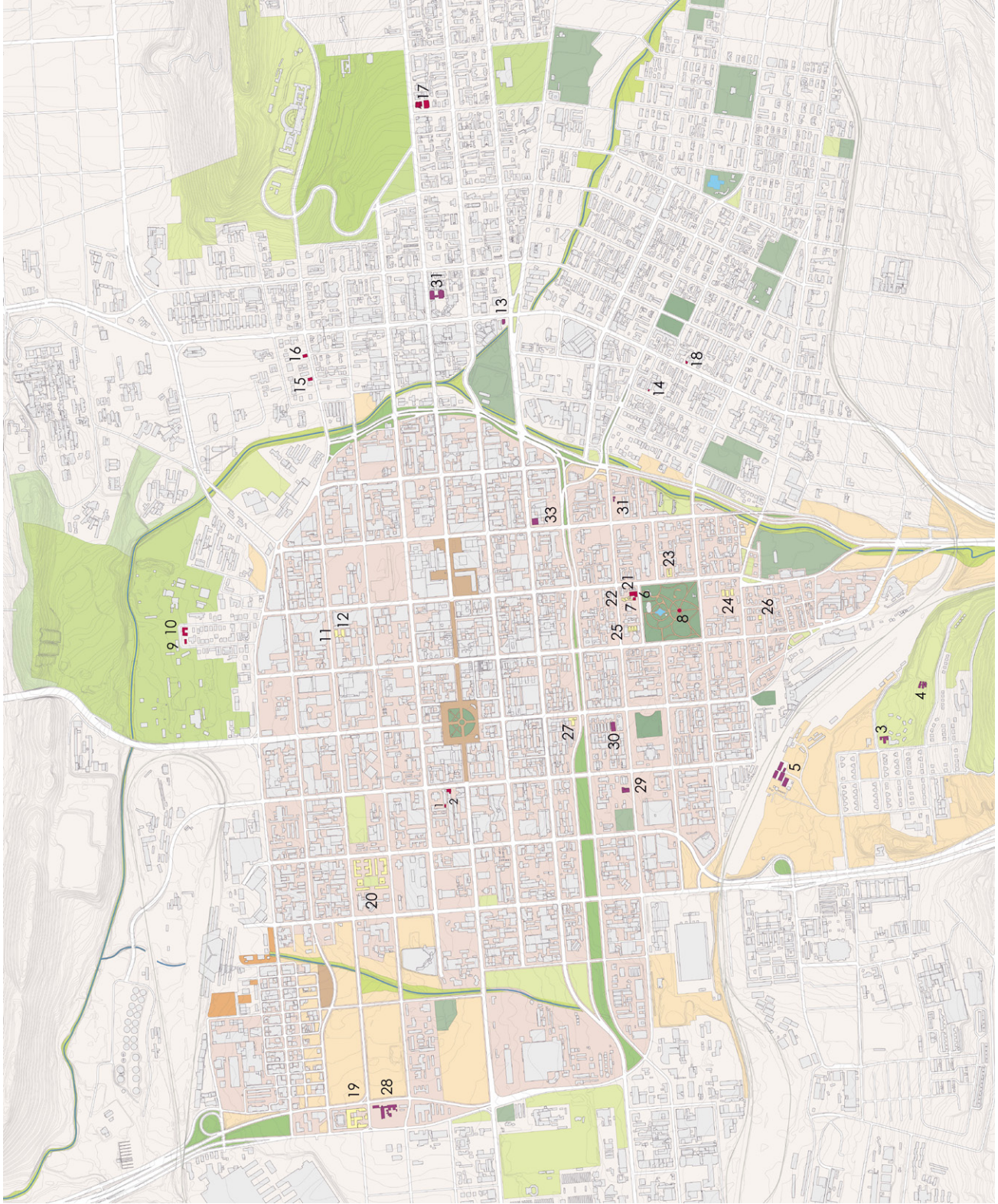
Social housing and shelters

19. Struben Street Shelter
20. Thembehlihe Village
21. The Potter's House

Legend:
- Inner city blocks
- City blocks
- Built fabric
- Rivers and spruits
- Squares and malls
- Sports Fields
- Well maintained parks
- Historic landscapes
- Ridges
- Road medians
- Rover/ spruit riparian
- Deteriorate open space
- Deteriorate squares

1 km

0

Source: Marianne de Klerk

Map 2 Inner city fabric showing the open space system and urban blocks

Legend:
- Inner city blocks
- City blocks
- Built fabric
- Rivers and spruits
- Shelters & social housing
- Social support facilities
- Refugee support facilities
- Squares and malls
- Sports Fields
- Well maintained parks
- Historic landscapes
- Ridges
- Road medians
- Rover/ spruit riparian
- Deteriorate open space
- Deteriorate squares

Source: Marianne de Klerk

Map 3 Inner city fabric showing built fabric, the open space system, social infrastructure support facilities, social housing, shelters and refugee support centres

5.3 Psycho-social practices/services rendered to street homeless people: Region 3 of the City of Tshwane

Corlie van der Berg & Reineth Prinsloo, Department of Social Work and Criminology , University of Pretoria

5.3.1 Introduction

There is a knowledge gap regarding practices or services rendered to homeless individuals by various organisations in Tshwane Region 3. In order to bridge this knowledge gap, qualitative research was carried out by fourth-year Social Work students of the University of Pretoria, with the purpose of exploring this issue.

In this report, a description of the research methodology and the findings will be provided. The data presented is based on the responses of participants from 19 organisations that render services to homeless people. The students conducted semi-structured interviews with four participants from each organisation. The purpose of this report is to provide feedback on the practices in order to inform the policy on street homelessness in the City of Tshwane.

The goal and main research question of this study was to explore and describe the social services rendered to homeless people in Tshwane Region 3. The ***objectives of this stud***y, deducted from the goal, were:

- to contextualise homelessness,

- to explore and describe the nature of the organisation rendering services,

- to explore and describe the specific services rendered to the homeless within the organisation with regard to the following:
  - o   outcomes envisaged for service rendering
  - o   beneficiaries of the services
  - o   involvement of current and former homeless people in designing and assessing the services
  - o   national and local policies guiding the services
  - o   funding of the services
  - o   monitoring and evaluation of the organisation's services to beneficiaries

- to draw conclusions and make recommendations to the City of Tshwane Metropolitan Municipality and the Tshwane Homelessness Forum regarding services to homeless people, based on lessons learnt in Tshwane Region 3.

5.3.2 Research methodology

A ***qualitative research approach*** was utilised which sought to explore and gain in-depth understanding of social services rendered to the homeless by organisations in Tshwane Region 3.

In carrying out this applied research study, a collective case study design was chosen in order to attain the goals of the research study. A sample was drawn from the population of Tshwane Region 3, with specific reference to the non-governmental

and governmental organisations that seek to provide social services to the homeless. The sampling method that was used in the study was purposive sampling (Strydom 2011:232) within non-probability sampling.

The *criteria of selection* were as follows:

1. The participants must be directly involved with the services.

2. The participants must have at least six months to a year's involvement in the organisation.

3. The participants must be from different operational levels (manager, supervisor, care worker).

Semi-structured one-to-one interviews with an interview schedule were utilised in this research study. The researchers analysed and processed the data using the six steps as identified by Schurink, Fouché and De Vos (2011:403). The researchers used an audio recorder to record the interviews. Written consent was obtained from the participants before starting the interviews. The audio recordings and notes taken during interviews were used to create transcripts for data analysis. The researchers organised the data into themes and sub-themes. Trustworthiness was ensured by means of reflexivity, peer debriefing and member checking. A pilot study was done with one participant from each organisation to ascertain if the questions formulated in the schedule were sufficient and logical. This assisted in establishing a rapport with the community.

5.3.3 Research results

The research results will be presented under different headings as they emerged by means of the steps of data analysis mentioned above. The results presented under each heading are a summary derived from all the interviews conducted by the researchers, organised into relevant categories.

5.3.3.1 Beneficiaries of the social services rendered to homeless people by organisations in Tshwane Region 3

The organisations render services to people from all races and ethnic backgrounds. The Integrated Service Delivery Model (2007:20) emphasises that social welfare services should focus on meeting the needs and building on the strengths of individuals, families, communities and other social groups through the provision of a comprehensive range of services and programmes that extend beyond the inherent capacity of individuals and their natural support networks. It can be said that services rendered by the various organisations fall into these categories.

The *street homeless people are seen as the main beneficiaries of services.* Differences exist as to whether vulnerable children can be seen as beneficiaries. Some participants agreed that they are while others disagreed and stated that there are no children involved in the services of some organisations. Makiwane, Tamasane & Schneider (2010:40) found that there are more homeless adults than homeless children in South Africa because children receive more care and protection from institutions owing to their legal status as minors.

Commercial sex workers were also mentioned as beneficiaries. Some organisations only cater to females and in some cases commercial sex workers are are the primary target group for the outreach programmes. There are three different categories of females who are targeted by certain organisations: (i) females who are sex workers,

(ii) females who are drug addicts, (iii) females who are still in school. Although these may seem like three different groups of females, it is found that there are often overlaps between being sex workers and drug addicts.

Findings revealed that there is a misunderstanding when it comes to dealing with **_foreign nationals_**. Language, besides being a tool for communication, is in some cases used for discrimination and the exclusion of foreigners. Foreign nationals are faced with many challenges in host countries. One of the most common explanations for xenophobia, both locally and globally, is the sense that non-nationals are a threat to citizens' access to employment, grants, and social services (Landau, Ramjathan-Keogh & Singh 2004:6). In South Africa, where there are incidences of xenophobic discrimination, the presence of foreign nationals may be a sensitive issue and thus hinder rendering of services to non-South African nationals.

Some organisations have different projects and programmes that focus on different service users, such as men, women, children and girls. Participants indicated that there are women who became homeless because they were fleeing abusive domestic situations and many homeless women were victims of domestic violence before becoming homeless. Homeless families generally appear to be composed of women with their children.

There are organisations that were established based on the need to support youth in need, specifically teenagers. Participants from these organisations assert that the youth in need is characterised by teenagers who endured difficult life circumstances with no visible means of support. In some cases, services also focus on young adults identified as being in need. Participants rendering services to the youth stressed the existence of a prominent need in the country to house young adults graduating from children's homes and other institutions as they often end up on the streets with no means of support or protection. The next discussion will focus on findings identifying the types of services rendered by organisations to homeless people.

Fig. 25 Xenophobia illustrated during the Homeless Summit interactive Session
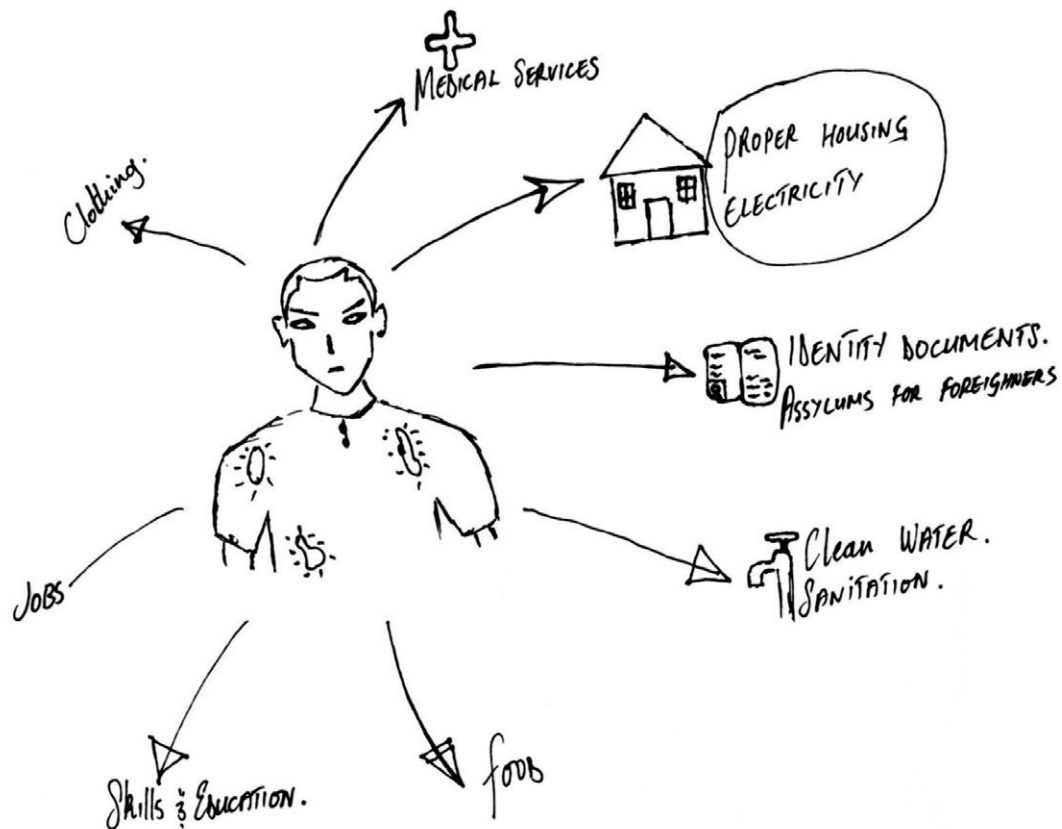*Source: Tshwane Homeless Summit*

Fig. 26 Basic needs identified during the Homeless Summit interactive Session
Source: Tshwane Homeless Summit

5.3.3.2 Various types of services rendered to homeless people in Tshwane Region 3

The services rendered range from attending to basic and personal needs, to poverty alleviation programs, specifically targeted at the homeless population. It became evident through the interviews that the types of services rendered by organisations and of which the participants were aware, were related to the basic needs for human survival. Provision of the basic needs assists the beneficiaries with "staying away from begging". The dominant social services rendered and mentioned by the participants fall under three categories, namely:

- *Services focussed on attending to basic needs of beneficiaries*
  Findings emerged that all the organisations provide homeless people's basic needs. These can be said to be those fundamental requirements necessary for survival. Access to the basic needs of life, including shelter, food, and clothing is necessary for the development of a strong community and is a necessary precursor to individual independence. Attending to basic needs means providing the absolute minimum resources necessary for long-term physical well-being, usually in terms of consumption goods.

  The ability of a person to exit homelessness or a health care facility is diminished if their basic needs are not being met. Much time and energy is expended every day in simply meeting these needs, which increases the challenges to exiting homelessness. The most rewarding physical needs that homeless people long for are shelter, food, clean clothes and a bed to sleep in.

  The researchers found that the provision of physical needs increases the likelihood that beneficiaries will stay in shelters and become involved, assisting the care givers with cleaning and ensuring that the shelter remains in order.

Children living on the street reported that their basic needs, such as food and clothing, were typically met by soup kitchens at church organisations (Ward & Seager 2010:92). The Crossroads Coffee House, for example, offers services to the homeless in the form of food and drinks, clothes and blankets. The homeless people are served food every day. At some shelters, prepared or cooked meals are only offered on certain days of the week.

Crossroads also has a couple of bathrooms where homeless people can go every morning to bath and change into clean clothes. It is the responsibility of every homeless person to wash their own clothes and blankets and store them safely in the storing room. With regards to bathing, the homeless people are provided with soap and toilet paper on a daily basis. Occasionally, when organisations receive material donations, they provide the homeless people with small bags full of toiletries, including a washing cloth, tooth brush, tooth paste and body lotion.

- *Services focussed on skills training*
  Skills training involves the teaching, developing or acquiring of specific skills that can improve one's capability, capacity and performance. It can also be the upgrading and updating of the skills that one already possesses. The following are examples of skills training that are being offered to beneficiaries by organisations:

  - literacy classes
  - life skills, such as communication, conflict management and how to present oneself in a job interview
  - training in drawing up a CV and preparing for a job interview
  - craft work, include knitting, sewing, chocolate making, and creating pillows, leather belts and leather pouches for cell phones

One of the participants mentioned that the services focussing on skills training for beneficiaries is sometimes a challenge to render because the organisations lack staff members qualified to teach such skills. The data collected shows that this is because the organisations lack funds.
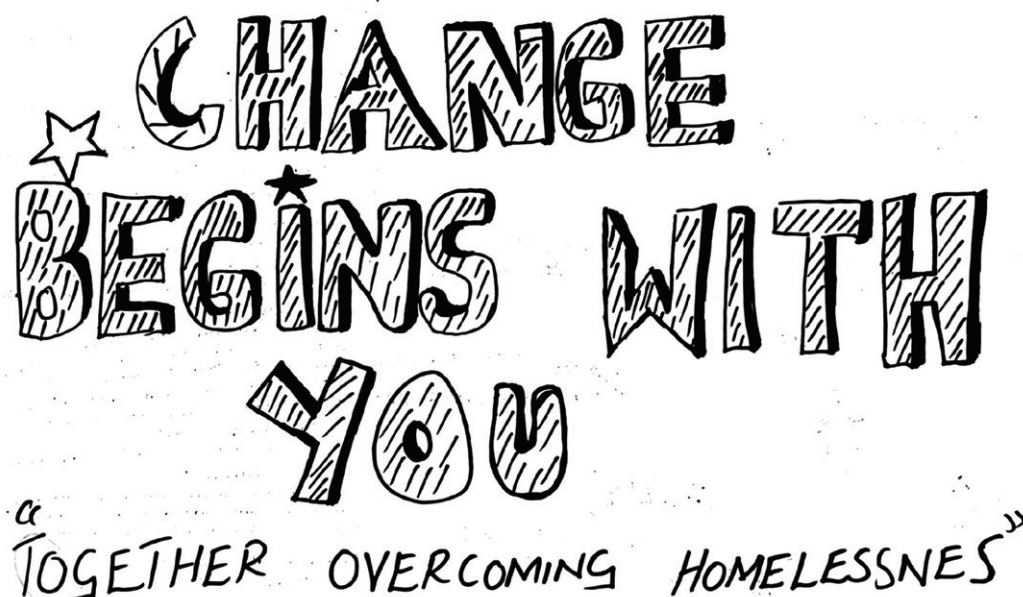

Fig. 27 Inputs from the Homeless Summit interactive Session
Source: Tshwane Homeless Summit

- ***Psycho-social services that focus on the socio-emotional needs of the beneficiaries***

  Socio-emotional functioning refers to a process whereby variations occur in an individual's personality, emotions, and relationships with others during one's lifetime. It can be said to be an understanding and managing of emotions, setting positive realistic goals, building long-lasting relationships, showing empathy for others, and problem-solving constructively and ethically (Purcel & Eckert, 2005:113). Socio-emotional services are rendered by social workers, social auxiliary workers, psychologists and psychiatric staff at hospitals. The following are examples of socio-emotional services that are being rendered to beneficiaries by organisations:

  - group work sessions
  - community work programmes
  - family reunification services
  - mental health services
  - prevention services
  - statutory services

  - individual counselling/casework
  - trauma counselling
  - rehabilitation services
  - services focussing on spiritual needs
  - reintegration programmes
  - support services: legal documents, social grants, etc.

  The services rendered by the Night Church, which are available during the night, include spiritual guidance and providing basic needs such as coffee, tea and a shower. All organisations, however, focus on holistic service rendering which contributes to building beneficiaries' independence and self reliance.

- ***Involvement of homeless people in service rendering***

  In carrying out the service-rendering duties, the homeless people are supposed to partake in some of the activities. There is a need for policy formulators to involve the population affected rather than side-lining them when formulating programmes for them. Without the voices of those impacted by homelessness, there is a risk that important understandings essential to the development of effective solutions to homelessness will remain obscured (Norman 2013). The participation of the homeless people themselves will make the programmes formulated sensible and practical, since they know what is best for them.

  The White Paper on Welfare (1997) requires that social work contribute to the eradication of poverty through a developmental approach, which, among other things, discourages dependency and promotes the active involvement of people in their own development. It is also argued that social workers should pay attention to clients' strengths rather than deficits and help them to realise their potential for personal growth (Midgely 2010:6). There is a need to ignore and do away with the notion of pathology and treatment and focus on the skills possessed by the homeless people. The central dynamic of the strengths perspective is precisely the rousing of hope, of tapping into the visions and the promise that the individual holds (Saleebey 2009:7). The homeless people have hopes and dreams but they need some inspiration and motivation.

  Projects normally have a number of phases, including planning, formulating programmes and implementing. Research done at the CMR, for instance, has revealed that the homeless people at this organisation are not entirely involved in planning and formulation of programmes, but do play a part in implementing the projects. From the findings, it emerged that the homeless people help

with such things as dishing up meals, doing dishes after meals, cleaning the venue when they are available and helping out at the gate when the general staff is on lunch or out fetching donations.

Data collected also indicated that the homeless people are involved in designing and assessing services at some organisations. This means that they are fully involved in the activities that take place in shelters. The homeless people are encouraged to fully participate in designing and assessing the services. This can give the beneficiaries a sense of self-determination and ownership when given the right to make decisions regarding where they stay.

The participants indicated that the homeless people assess the services by means of meetings with the managers and by filling out forms. The homeless people at some organisations can, at any point, arrange to meet with one of the staff members to voice concerns or complaints.

With regard to planning the services, the participants stated that the individuals in the shelter are allowed to state whether a service would be beneficial for them or not. Most of the participants confidently stated that the homeless people were involved in planning of the services in practice. In some instances, formerly homeless persons are invited and encouraged to share their experiences with currently homeless people in order to motivate them and to share information on pathways out of homelessness.

Although former and current homeless people are involved in the planning and assessing of services at most organisations, there are some organisations that do not allow beneficiaries to fully participate and emphasise that final decisions regarding the organisation still lie with their top management.

5.3.3.3 Policies regarding homelessness

There are a number of policies that inform service rendering to the homeless people. The policies provide guidelines and give structure to how services should be carried out. They provide procedures for how service rendering should be implemented by certain organisations. Social services rendered by NGOs have to be aligned with government policies. Service providers have the responsibility to educate and familiarise themselves with the White Paper for Social Welfare and the ISDM. These two policies lay criteria for the social services that have to be provided by NGOs and also provide guidelines on how the services should be rendered.

When it comes to government policies that social services are aligned to, some organisations lack knowledge. Lombard (2007:298) asserts that professionals, especially at the grassroots level, are reluctant to read and participate in policy processes, resulting in them being ignorant and uninformed on policy documents and directives such as the ISDM, and a lack of common understanding of concepts and contexts. In short, they do not know what needs to be achieved. The lack of knowledge about government policies can result in an NGO not being funded by the government.

Most participants were not sure which policies are relevant to service rendering to the homeless. Some of the participants had an idea of the policies that were being used within the organisations, however. The policies that were identified are the following: Child Protection Policy, the Children's Act 38 of 2005, HIV Policy, the Constitution and the Policy of the Department of Social Development (DSD).

Fig. 28 Inputs from the Homeless Summit interactive Session
Source: Tshwane Homeless Summit

5.3.3.4   Funding and partnerships

Organisations rendering services to homeless people are greatly dependent on partnerships for both funding and support. Participants have listed partners such as the Department of Social Development, volunteers from the community, the police forum, the community homeless forum, other NGOs, tertiary institutions, churches, international organisations and the business sector.

The majority of the participants indicated that their organisations are collaborating with tertiary institutions. These tertiary institutions are involved with the organisations in terms of provision of resources and services. Tertiary institutions can be of great help when it comes to skills training as they have more manpower than general organisations. Universities can also assist in doing research, especially when it comes to the needs of the homeless people. The participants mentioned that, apart from social work departments, other faculties such as education can assist by giving their time and talents in skills development for the homeless people. Support groups conducted by university students are also welcome, as they can help in restoring hope amongst the homeless population. Participants indicated that universities are in the best position to provide organisations with research which can draw from an international as well as a local perspective. Participants also expressed that universities could assist with enhancing income generation activities by providing skills training programmes and projects to the homeless population.

Participants indicated that the homeless youth are often either students who dropped out of university or people who are interested and willing to study but do not have the means to do so. Findings indicated that universities could identify the homeless youth and provide them with information regarding different degrees and options for funding.

Students registered at tertiary institutions may also fall into the category of being homeless because of financial constraints and being away from home. Universities may consider offering more scholarships and bursaries for homeless students and realising the complexities of homelessness.

Most of the participants mentioned that their organisation was started by the church, and that the church is still their partner. Participants further mentioned that the organisations have international partners. Sanchez (2010:110) mentions that religious organisations may be pivotal in expanding social support networks, building a more inclusive agenda on homelessness and in their public initiatives to address the homelessness phenomenon.

Funding was a central theme linked to service delivery by organisations. Participants indicated that the main sources of finances are the government, businesses, individuals and churches. Participants mentioned that funding, or rather having funds within the organisation, is a crucial element in determining the success of service rendering. Building partnerships with outside stakeholders proves to be one of the elements that contributes to the success of an organisation. Participants indicated that collaboration with other institutions can add value to the services that they render.

There has been a significant increase in funding to welfare, which, though insufficient for the expansion of social service delivery and unlikely to benefit clients, is expected to benefit government-employed social workers as well as those in NGOs since, due to the intervention of the Gauteng Social Services Funding Crisis Committees, subsidies to NGOs have been standardised at 75 % of the government social work salary rate with investigation of further options underway. While not sufficient and not yet applicable to all provinces, it is a step in the right direction.

For most of the participants, the Department of Social Development is the main funder of the organisation. They stated that they first had to adhere to the requirements of the Department before they could be approved for funding. ***The Requirements for funding as outlined in the DSD policy*** (Department of Social Development 2005:22) are as follows:

The service providers should submit a business plan as prescribed in the procedure and guidelines. The business plan should contain at least the following information:

- the biographic information of the NPO

- information on the management board, staff, volunteers and current beneficiaries (service recipients) of the NPO

- objectives, outputs and outcomes

- activity-based budgets showing funds needed and purposes for which funds will be utilised

- any other such addenda as are legally or administratively required, including:

- most recent audited financial statements

- NPO registration or other relevant required registration

- constitution

- confirmation of banking details (credit order form)

- financial assurance declaration

The process of applying for funding with the DSD is very demanding and time-consuming for organisations.

Apart from the DSD, the participants stated that they also receive donations from shops and churches because the funding that they receive from the DSD is not always enough to make ends meet. The donations that organisations receive are not always necessarily in the form of money. Sometimes they are food, clothing, services or other useful items.

Some organisations have a strong bond with the churches which fund them and help them in rendering services. Sanchez (2010:106) mentions that faith-based organisations are primarily funded through donations.

There are, however, organisations that do not receive the state funding and thus survive on private sponsorships and public donations. Three participants indicated that people within the organisation's vicinity have been supportive and contributed to the project through donations.

5.3.3.5   Challenges that organisations experience in rendering social services

Participants indicated various challenges that they experience in rendering services. These are listed below:

- There is a *lack of adequate funding*.

- *Relationships with businesses are sometimes strained* as homeless persons sleep outside the buildings or are drug addicts. These factors cause businesses to withdraw from a partnership or collaboration.

- *Growing neo-liberalism in government regulation* of services has resulted in mounting control and little recognition of the efficacy of the NGOs and their participation in designing policies and criteria for funding.

- *Society tends to generalise and label all homeless people as the same* and this at times has negative psychological implications for the homeless people. They can be confined to the periphery of public consciousness because the public perception of them is that they violate social norms and offend public sensibilities (Tipple a Speak 2006:173).

- Some individuals are of the opinion that the *problem of homelessness would not arise if people did not migrate* from their homes to urban areas, but this is not correct as some migrants are employed and are not homeless.

- Participants indicated that the *homeless often do not engage in activities such as utilising public services*, since society isolates and degrades them based on social differences (such as clothing or having a bad smell). This creates challenges in delivering services to homeless people, since they are often referred to hospitals, government departments or job interviews where they will potentially be rejected and discriminated against.

- Participants expressed that the *labelling of homeless people as criminals*, by authority figures and society in general, creates challenges in rendering services, especially those focussing on income generation. Should a homeless person obtain a criminal record, their chances of being employed are reduced.

- Even though the police services should be seen as a form of protection, participants indicated that they often become aware of *harassment of homeless people by the police*.

- There are challenges faced by the organisations when they have *service users who do not fall under the criteria of a specific policy* as set out by the government. This impacts negatively on their ability to obtain government funding for services.

- Their *financing policy was said to be unfair,* especially when it came to the distribution of funds in different provinces.

- *Inadequate funding by the DSD*.

- Because they are operating within a network, organisations are forced to adopt a new set of practices and policies. In other words, some relationships formed with other organisations or government departments force organisations to work on different terms. Some policies restrict the amount of time for which organisations may keep homeless people in shelters.

- The *declining value of public assistance and shifts in welfare policy* have resulted in fewer resources and stricter guidelines for subsidies and services. If an organisation is preparing to move to another area, they first have to settle in that area before the funding from the DSD will be available. This waiting period can be very long, resulting in a lack of funding.

- At the time of the interviews, *some of the participants had no knowledge of the policies related to homeless people or the organisation.*

- The data revealed that the majority of participants felt that there was a *great need for education in order for children and youth,* especially, to be successful once they leave the shelter. With regard to addressing education, the participants stated that schools do not currently accommodate children who have spent much of their life on the streets.

- Lack of funds forces *cut-backs to the scope of services and impacts on the quality of services.*

- *Some of the services are only provided when there is a volunteer* to render those services. The development and skills training services can only rendered if there is a professional offering to render his or her services to the homeless without monetary expectations. For this reason, the skills training services are only rendered occasionally.

5.3.3.6 Recommendations

From the research done on services rendered by organisations to the homeless in Tshwane Region 3, *the following recommendations can be made:*

- **There is a need for collaboration and respect amongst the government and the NGOs.**

- **There needs to be low-cost accommodation, rental or otherwise, accessible to people earning between R1 000 and R2 000 a month so that they can work nearer to where they live and not spend the little that they do earn on transport.**

- **Skills training needs to be developed.**

- **Giving children the chance to have a proper education will hopefully give them the opportunity to go to university or college, empowering them to look after themselves and their families.**

- **Partnerships should be formed on vertical (grassroots or similar organisations) and horizontal (national), as well as international levels. Not only will the flow of information be stimulated, but a common base will be formed for dialogue between funders and the government.**

- **Areas of collaboration and integration of services need to be identified in order to require that the government, municipalities and NGOs produce documentation on needs in specific areas with clear priorities for intervention, based on jointly constructed community profiles.**

- **The Department of Social Development must consult service providers in order to design specific criteria for organisations that render services to homeless people. Specific policy related to homeless people needs to be formulated so that service providers do not need to attempt to fit their services into categories, such as the Domestic Violence Act 116 of 1999, that are not applicable to homeless people.**

- **For effective policy implementation, there is a need for ongoing co-operative policy making, planning and budgeting among all role players in the sector, which includes a need for clearly defined boundaries of the responsibilities of the sector.**

Fig. 29 Inputs from the Homeless Summit interactive Session
Source: Tshwane Homeless Summit

3.5 Conclusion

This research has revealed that there is a wealth of good and effective practices which service providers to the homeless in Tshwane Region 3 have developed over the years. The main obstacles to service rendering centre around obtaining government funding, criteria for government funding to organisations rendering services to homeless people, ignorance of service providers regarding policies related to homelessness, and misconstrued public perceptions about homeless people. Collaboration between the private and public sectors, however, can result in more effective strategies to combat homelessness in Tshwane.

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6. Narratives

The Narratives Cluster engaged in conversations with over 150 currently and formerly homeless people, in order to understand the precarity related to homelessness, the resources used for sustenance and organisation whilst on the streets, and possible pathways facilitating and/or sustaining people's re-entry into society.

6.1 Unsung populations: A study on the right to the city and how it influences the everyday lives of homeless people in the inner city of Pretoria

Victoria Ruvarashe Mashava, Department of Archaeology and Anthropology, University of Pretoria

In my research I focussed on the rights to the city, what people who are homeless do on a daily basis and how they described their situation during interviews. In this article I am going to summarise some of the stories that were relayed to me during my time in the field. Walking the inner city of Pretoria scouring for research participants is different from walking the same streets with a specific destination in mind. It is as if people have a different agenda from the one I had for the past four months; they walk with blinders on their eyes, unconsciously removing all that deters them from their desired destination. What, then, about the fellow man that cries out for help and is constantly ignored as if he does not exist?

Homelessness is a chronic malady that robs a person of their visibility and reduces them in the eyes of the public to less than what they are supposed to be. Yes, for some it is a choice to be on the streets and for others it is because they do not have any other place to go and the streets become everything to them. Although people who are homeless share the same title of homelessness, they each have different access to spaces, amenities and services in the city.

The immigrants living on the streets, illegal immigrants and people who do not have identity documents, do not partake in any of the city's formal activities. They are on the periphery even though they have taken up residence on the pavements of the city. They do not have access to some spaces and amenities in the city. They are limited in their movements because they do not have the right documents. They are treated worse by the police who are supposed to help them.

A migrant from Ethiopia said "They come here. It's very cold at nights and the only blanket you have, they come and take it to be burned or put in their car. Sometimes they hit you, and when they see you are bleeding they can't take you to the police station. They release you because they know they already hurt you. Many times we get injuries from the metro police and the normal police."

The above statement is one of many in a sea of similar stories. The lack of access, invisibility and the constant movement of homeless people alienate them from others. Socially, street homeless people do not have specific groups that they belong to. It is very lonely for them unless they have a relative staying with them on the streets. They go about their business alone. They have very few places where they can gather together; places like *Akanani , Koffiehuis and the Night Church*, where they meet during devotions and tea, are rare safe spaces in the city.

Again, only a few sit and talk to each and fewer still leave together. However, Cohen (1985) stated that community should be seen as a symbolic and contrastive concept. Therefore, the people who are homeless and living on the streets of Pretoria identify themselves as a community in that sense; a social group that is separated from another because of their status in society. Some have formed a loose bond with another person also living on the streets simply because they share the same sleeping space. But when morning comes, it's back to roaming the streets alone looking for a break to make life a little easier.

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6.2   Narratives of homeless women in the City of Tshwane

Ramadimetja Mogale & Seepaneng Moloko-Phiri, Department of Nursing Sciences, University of Pretoria

6.2.1 Background and rationale

An inter-disciplinary and trans-disciplinary research team was established as a response to the request from the City of Tshwane on how best to address street homelessness. The research team identified the four pillars under which homelessness in the City of Tshwane was to be explored. This report is premised on the second pillar and aims to capture the voices and experiences of currently and formerly homeless people, in this case women. Despite its complexity, homelessness affects men and women differently. This is because women bear the major responsibility for child rearing and family care, especially in traditional nuclear families.

6.2.2 Methodology

Focus group discussions and individual interviews were conducted to capture the voices of women of different age groups, different backgrounds (education, ethnicity, etc.) who were recently homeless (for less than a year). All the participants were from different homeless shelters in the City of Tshwane. The women provided information on the pathways that led them to homelessness and suggested ways out of homelessness for women.

6.2.3 Critical findings

The main pathways that lead to homeless in women are circumstances such as repetitive violence, extreme political circumstances, neglect and/or deprivation. These circumstances may compel women to flee for safety and become homeless. Secondly, unemployed women may be kicked out of relationships were men were their source

of financial support, leading them to live out in the streets. In most cases, women fall prey to jobs which are neither available nor sustainable. Of importance are the unstable economic and political circumstances of South Africa's neighbouring countries, which contribute towards a large percentage of undocumented immigrants and refugees who are part of homeless community in the City of Tshwane.

6.2.4 Suggested ways out of homelessness for women

- ***Affordable housing and different accommodation options***
  These will address the different housing needs, for example: "Short term stay" for those people who are working yet are unable to afford rent in the city centre, "Sleep and go" for those people who are working in the city but are unable to go home due to transportation challenges.

- ***Family reconnection initiatives***
  Establishment of programmes that will assist homeless people who want to reconnect with their families.

- ***Provision of education and training***
  Job creation for women should be first on list for policymakers. This can be done through skills and entrepreneurial skills.

6.2.5 Conclusion

All our participants were living in the shelters around the city. However, all of them are cognizant that the shelters are transitional measures to solve homelessness and that improvement of people's economic status is the permanent solution.

Fig. 30   Akanani drop-in centre in Burgers Park
Source: Marianne de Klerk

6.3 Challenges and survival strategies amongst the homeless in Pretoria central

Miriam Tembe, Department of Archaeology and Anthropology, University of Pretoria

My research explored the challenges that homeless people faced on a daily basis and what practical strategies they implement in order to overcome such challenges.

6.3.1 Access to food / food security

Food access is the ability to ensure that all households and all individuals within them have adequate resources to obtain appropriate food for a nutritional diet. Access depends upon the income available to the household, on the distribution of income within the household and on the price of food (USAID, 1995). This explanation places homeless people at a disadvantage for two reasons, the first being that homeless people generally lack income and this hinders them from purchasing food, and the second being that homelessness diminishes the possibility of accessing food on a daily basis. This means that when a homeless individual does access food, its nutritional value isn't necessarily a priority. For most of the research participants, the inability to access food is detrimental to their health and hinders their ability to work, creating a cycle.

Strategies

- ***Begging*** is visible on the street pavements and by the traffic lights in Pretoria. It has become a feature of everyday living to see homeless people holding up signs asking for food with some becoming more creative performing by the traffic lights.

- ***Bartering and trading*** is another strategy adopted by homeless people. This strategy is not entirely limited to accessing food and can take place in different ways such as trading cigarettes for food. A type of trade used mostly (although not exclusively) by women is sex trading, also referred to as survival sex – the exchanging of sexual favours to help meet a specific need such as accessing food.

- One of the realities of life on the streets for a homeless person is that he or she is more likely to have access to drugs than to food, a few of the participants went on to explain how the consuming of ***illicit drugs*** such as nyaope[1] helped "kill" their appetite.

- ***Reliance on outreach programmes*** is another method used to access food. Organisations such as the Tshwane Leadership Foundation (TLF) provide food for homeless people through some of their programmes. In this instance, the homeless people know when to be where in order to receive these free meals.

- A great portion of the homeless people interviewed worked as collectors of recyclable goods, scavenging through garbage disposal bins looking for cardboard, plastic or glass to sell. Other ***money making methods*** include washing cars, working in construction sites, helping fill taxis with passengers and criminal activities such as selling illicit drugs.

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1. Nyaope is a highly addictive drug containing heroin, cannabis, rat poison and rumoured to also contain ARV drugs.

Fig. 31 Lush vegetation provide cover for people
Source: Marianne de Klerk

Fig. 32 Food trading and cooking in open spaces
Source: Jeandri Scholtz

6.3.2 Hygiene and sanitation

The inability to tend to one's hygiene on a regular basis is a challenge that infringes on one's dignity and adds to the shame of being homeless. This is particularly harrowing for women whose hygienic needs are more demanding than those of men. Female participants shared how much more challenging it is when they are menstruating.

Strategies

- Some visit shelters and **drop-in centres** such as Night Church, which have facilities to shower and wash clothes.

- Another option is **using public spaces** such as bathing and washing in canals. One participant shared how he used toilets in the plazas in town.

- Women often resort to **improvisation**, especially if they can't purchase sanitary towels, using toilet paper or newspapers as alternatives.

6.3.3 Safety and security

Safety and security is a foreign concept to a majority of homeless people, especially

those who sleep on street pavements. Although this concern is shared by everyone, it is a bigger concern for women and children, who are more susceptible to victimisation, exploitation and sexual harassment. Another issue that was brought forward by research participants was harassment by metro police.

Strategies

- Many homeless individuals depend on **shelters** for a place to sleep. This provides them with not only safety but also protection from the weather, especially in winter.

- Some **drop-in centres** offer locker facilities to the homeless, giving them a place to store some of their belongings.

- Other homeless people find *hiding spots* such as rooftops to keep their bags if they need to go somewhere.

- Not being seen means you can't be harmed, so some prefer to sleep in *well-hidden areas*. A few weeks ago I went on a night walk with a small group of people around Burger's Park and Bosman Station and I was personally fascinated by the places people slept in. Walking by a bush on the streets you wouldn't know someone was sleeping there.

- *Sleeping in pairs or groups* is a very common strategy. This way everyone has each other's backs. Some female participants shared how having a boyfriend in the streets has been beneficial for them.

- *Sleeping in well secured areas* is another strategy. The presence of security guards lowers one's chances of being victimised.

6.4 Social resilience among refugees and asylum seekers to prevent homelessness: A reflection on the Tirisano Centre Vulnerable People and Social Integration Project

Kulubrehan Abraham Teweldemedhin & Leon Roets,
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Social resilience, which includes individuals, organisations or communities' abilities or capacities to tolerate, absorb, cope with and adjust to environmental and so¬cial threats of various kinds, enables people to cope in desperate situations like those faced by refugees and asylum seekers (Keck and Sakdapolrak 2013). In South Africa, there are about 65 000 recognised refugees and 230 000 asylum seekers who are awaiting decision from the Department of Home Affairs (UNHCR 2015). In line with the South African Constitution and the refugee acts, as well as international laws to which South Africa is signatory, South Africa has a responsibility to provide all the necessary protection, including social services, to these refugees and asylum seekers. The researchers attempted to reflect the challenges that push the refugees and asylum seekers into homelessness, and their social resilience strategies to prevent homelessness in South Africa, by reviewing the annual reports of the Tirisano Centre from 2010 to 2014 and the approved City of Tshwane Homelessness Policy, and incorporating the lived experiences and observations of the researchers.

The findings indicated that the refugees and asylum seekers often encounter targeted robberies, shop looting and flat burglaries, extreme sickness like kidney failure, death of community member, xenophobic attacks, lack of access to renting housing, as well as other problems that debilitate their capacities to support themselves, infuse them with fear and expose them to homelessness (Human Rights Watch 2009). There are also no well-established and known, user-friendly, immediate social support systems in term of housing/accommodation and food assistance for newly arrived and destitute refugees and asylum seekers in South Africa. Despite these challenges, researchers observed that the refugees and asylum seekers use their informal social networks such as ethnic / peer group relationships, religion, kinships, country origin, home country knowledge or friendship, forming their own stokvels and sharing single rooms to support each other during desperate times. Yet it should be noted that these

informal social protection systems are not sustainable and inclusive to all refugees and asylum seekers, although their contribution towards addressing homelessness needs attention and recognition.

The City of Tshwane homelessness policy, under its major strategic objective "formal-ize shelter programmes to holistically address the issues of the street homeless" states that "CoT shelters will not accommodate foreigners, illegal immigrants". It adds that "foreigners, illegal immigrants (asylum seekers) will be referred to Foreign Affairs and/ or Home Affairs". These statements seem to contradict the good intention of the policy (building a clean city), the basic principles of the Constitution of South Africa Act 108 of 1996, Bill of Rights – Chapter 2) and the Refugee Act 130 of 1998. If the responsibility is left to the Department of Home Affairs and Department of Foreign Af-fairs, it should clearly be spelled out how these departments will handle these home-less people. Furthermore, although the refugees and asylum seekers' attempts to address the challenges that could lead them to homelessness in South Africa through their informal social network supports, it is very important to consider and include them in the City of Tshwane Homelessness Policy and other similar initiatives in order to avoid homelessness and to uphold the Ubuntu spirit of South Africa and Africa, which is essential to achieving social cohesion and ensuring the dignity and quality of life of refugees and asylum seekers.

Finally, the United Nations High Commissioner for Refugees (UNHCR) and International Organization for Migration (IOM) are among the organisations that play a critical role in supporting the refugees and asylum seekers. Yet there is no clear evidence that these organisations were invited to take part in the process of developing the Home-less Policy. It is very crucial to note that these organisations are key stakeholders in the issues of refugees and asylum seekers and enabling them to participate in the pro-cess will contribute towards achieving the novel objective of the City of Tshwane in terms of addressing homelessness. Otherwise the question of building a clean City of Tshwane will remain improperly addressed, ignoring many refugees and asylum seek-ers who need support and attention in terms of homelessness and related issues.

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6.5 Meal of Peace: uncovering knowledge through contextual Bible studies - research highlights

Credo Mangayi, Department of Christian Spirituality, Church History and Missiology, University of South Africa

In partnership with the Tshwane Homelessness Forum and the Tshwane Leadership Foundation, the Meal of Peace, a project of the Department of Christian Spirituality, Church History and Missiology in the College of Human Sciences at the University of South Africa, is doing transformative missiology with homeless people in the City of Tshwane. In 2011, academic theologians and missiologists of this department felt a calling to "embrace the ambivalence of a liminal, in-between existence by exposing themselves with sensitivity to the lives and views of people who suffer and are excluded from the mainstream of society, to listen to them carefully and then use their academic expertise to advocate new attitudes, practices, policies and theologies in the pursuit of greater justice" in the City of Tshwane (Kritzinger 2014:10).[2] Ever since, the Meal of Peace facilitates two encounters annually with the homeless people to ensure ongoing insertion, analysis, reflection and pastoral action.

Contextual Bible Study[3] is the ***methodology*** (a way of working, rather than a fixed formula) used for this participatory action research project, supplemented by personal stories and a capacity inventory. Through these processes, to date we have made two significant findings:

- Homeless people are not just numbers. Research in the form of a basic ***capacity inventory*** unearthed the potential for an economic contribution that the homeless community could make in Tshwane. It found that, if given the resources and support they need, through their work the homeless community has the capacity to contribute to 15 industries[4] in the City of Tshwane.

- The homeless people are crucial interlocutors for transformative missiology in the City of Tshwane and are resource people for facilitating the design and implementation of pathways out homeless in the city. Some of their documented insights are discussed in the book ***Pavement encounters for justice***. ***Doing transformative missiology with homeless people in the City of Tshwane*** *edited by: Mashau T.D. & Kritzinger, J.N.J. 2014.*

Finally, the enfolding recording of the personal stories of homeless people, which is being conducted by the Meal of Peace team, says something about their resiliency and determination to survive and to turn their lives around for the better. Policy makers, authorities, academics, researchers and grassroots practitioners will do better if they chose to work in solidarity and partnership with the homeless people themselves in order to facilitate agency and change.

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2. Mashau, T.D. & Kritzinger, J.N.J. (eds) 2014. Introduction, in Pavement encounters for justice. Doing transformative missiology with homeless people in the City of Tshwane, Panorama, Parow: AcadSA Publishing. 10–16.

3. Contextual Bible Study is a See-Judge-Act method, where the Bible study process begins with analysis of the local context (See), and then re-reads the Bible to allow the biblical text to speak to the context (Judge), and then moves to action as we respond to what God is saying (Act). Social analysis enables us to understand our reality; re-reading the Bible enables us to judge whether our reality is as God intends it to be; and our plan of action enables us to work with God to change our reality

4. Mangayi, L.C. 2015. "Not just numbers! Homeless people as potential economic contributors in Tshwane". Unpublished article (being considered by Development Southern Africa for publication in 2016)

7. Tshwane Homeless Summit

The Tshwane Homeless Summit was a collaborative project by 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 was both an event and a central part of an intensive particpatory process endorsed by the city's Executive Mayor.

The Summit, held on 25 and 26 May 2015, was the core event around which the research, recommended Policy and Strategy and outcome of a series of discussions among different participants, were organised. The fundamental objective of the Summit was finding and supporting pathways out of street homelessness in the City of Tshwane through greater understanding, awareness, and visibility. The processes leading to the Summit included research and engagement with the existing Tshwane Homelessness Policy with the aim of recommending revisions to the Policy and adopting a street homelessness strategy for the city.

At the Summit, research findings were shared and recommended Policy and Strategy priorities submitted. Participants responded to recommendations, developed and deepened the reflection, and contributed additional knowledge and suggestions through intensive round-table conversations.

More than 400 people participated, 50% of whom are currently or formerly homeless, and the rest included officials, politicians, researchers, community practitioners, religious leaders and individuals representing business or the South African Police Service. Not everybody was in agreement all the time. There were moments of deep disagreement, and local government officials, the Mayor's Budget Speech, and speakers from the non-profit sector were at times severely challenged. The voices of homeless people were very audible and the voices of foreign migrants who are homeless in the City of Tshwane could also not go unnoticed.

The Tshwane Homeless Summit gave visibility to street homelessness and emphasised the importance not only of services, but of investments, spatial restructuring, and city-making that will break the cycles of poverty and exclusion. It was a space created around common concerns, even though different role players approached the common concerns from different angles. The on-going challenge will be to foster a social contract among different and sometimes differing parties, not based on cheap consensus but arrived at through rigorous debate and deliberation.

The Tshwane Homeless Summit laid a good foundation for future collaboration, and indicated the possibility of strategic and innovative partnerships, even if in the process not every partner always agrees with every other partner. If it would remain possible for dissensus and for critical voices to be heard, this is a good example of collaboration between diverse partners, seeking to struggle for common ground, in spite of sometimes deep differences, because it is about an agenda much bigger than every individual partner. It is about the well-being of people currently excluded, seeking together for just and sustainable alternatives.

8. Policy and strategy

In this section, the relationships among research, policy and action is addressed. Gaps in the 2013 Tshwane Homelessness Policy are identified and Policy is then considered in terms of both the local Policy environment, and how a Street Homelessness Policy relates to other local Policy, as well as in terms of some significant international lessons learnt. Lastly, this section provides a summary of the recommended Policy Review and Strategic Action Plan submitted to the City of Tshwane as outcomes of the research being done.

8.1 Social science and policy making: reviewing the City of Tshwane's policy on homelessness

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Reflecting on our current involvement as anthropologists in a multidisciplinary research project to improve the City of Tshwane's policy on homelessness, we realised the importance of considering the relevance and contribution of social science scholarship to policy making. Issues of representation, paternalism, and power inequities have to be considered, also as a wider contribution to current debates about the relationships among research, policy, and advocacy.

Arguing for an understanding of policy making as creative social practice, we argue for a process of co-production of a policy on homelessness by politicians, academics, non-state actors, front-line workers and those whose lives are shaped by policies – the homeless themselves. We acknowledge how the processes and rituals of policy making often offer competing narratives, lexicons, and definitions of "expertise". For example, one of the most problematic issues during our encounter with homelessness in the City of Tshwane was the multiple ways in which "homelessness" was defined. Local authority councillors often insisted that a person who has a home "somewhere" (even if that "home" is in Zimbabwe or Mozambique) cannot be considered homeless, thus reflecting their view that the local authority should not be expected to view homelessness as a "housing" problem. Law enforcement officers clearly associated homelessness with criminal activities and substance abuse while the city's social workers and NGOs considered it a welfare problem.

For others homelessness is a legacy of colonialism and apartheid which necessitates activist or even revolutionary action. To incorporate these and other views into a policy document was difficult both in terms of definition and in terms of the policy language to be used – especially bearing in mind that policy categories such as 'the homeless' assume significance when they can legitimate spending. Policy making in this context is concerned with making categories count.

Understanding policy as an assemblage of categories located in unequal power positions raises the important question of whether social scientists should attempt to construct policy solutions from their research or whether there are good reasons for suggesting academics should restrict themselves to undertaking research and analysing and interpreting evidence. Against the backdrop of our engagement with the homelessness project in Tshwane, we recognise that policy making is about providing visions and objectives that will direct spending tranches in the short term but we argue the ultimate purpose of policy making is more profound. Its objective is not only to shift the discursive frameworks in which political debate is conducted, but to change the ways in which the social order is imagined and affected through institutions and practices.

Fig. 33 Inputs from the Homeless Summit Interactive session
Source: Homeless Summit

Fig. 34   Struben Street Shelter
Source: Ilze Wessles

8.2 Together, unshackling the chains of homelessness in the City of Tshwane

Derrick Mashau, Department of Christian Spirituality, Church History and Missiology, University of South Africa

"As long as many of our people still live in utter poverty, as long as children still live under plastic covers, as long as many of our people are still without jobs, no South African should rest and wallow in the joy of freedom."

Nelson Mandela

South Africa will never be free until homeless people find places of their own that they can call home. While the vision of the City of Tshwane (CoT) is to create a home for all who live in it by 2055, numbers of the homeless people in our midst continue to rise. They have increased from just more than 2 000 in 2010 to more than 6 200 in 2015. Homeless people are to be found everywhere: in front of government buildings, businesses, shops and offices; in dilapidated buildings in the city; next to streams and in parks or bushes. Some people find space in shelters, and, of course, although this was not the focus of this research, there is the twin of homelessness: the thousands of people living in informal settlements in the city, often very precarious and often without secure tenure, being a result of people's own inventions in the light of very restricted access to housing. This is an indication that South Africa remains one of the most unequal societies in the world, twenty two years into democracy.

In their service as public intellectuals who distance themselves from traditional "ivory tower" preoccupations, UNISA academics (through the Meal of Peace Community Engagement Project of the Department of Christian Spirituality, Church History, and Missiology) and academics from the University of Pretoria (under the broad banner of the Capital Cities Research Project) collaborated with officials from the City of Tshwane, and representatives of the Tshwane Homelessness Forum – non-profit organisations, faith-based groups, community practitioenrs and homeless individuals – in an effort to find sustainable solutions to homelessness in our midst. Accepting the hard realities of the pain and suffering of those who live in the streets of Tshwane, the Executive Mayor, Councillor Kgosientso Ramokgopa, empowered by the provision of Municipal Systems Act 32 of 2000, section 11(3), requested that the abovementioned partners critically appraise the current policy on homelessness in the City of Tshwane.

The exercise was very exciting, allowing researchers from UNISA and UP to engage with people on the pavements of Tshwane. It also created space for engaging policy makers. It became clear in the process that the problem of homelessness is not only local, but national as well as global. National policies and strategies that speak to the vision of eradicating homelessness include the Constitution of South Africa, now integrating the vision and the contents of the Freedom Charter, the National Development Plan for 2030, and the Tshwane Vision 2055. All these documents define the challenge of homelessness and housing as our problem as South Africans. Homelessness is a challenge of human dignity and, therefore, in the same spirit as Mandela's words, we should assert that *"nobody in the City of Tshwane should relax until our vision of eradicating homelessness is realised".*

The above-cited partnership should be applauded for its courageous effort to deal with this reality head-on. Other partners such as business and the diplomatic corps in our midst should be invited to take their rightful place in the discourse. Last, but definitely not least, we should encourage active participation of all citizens, including the homeless, in our collective efforts to resolve this challenge. *The challenge of homelessness and human dignity is our challenge!*

Fig. 35   Food market in Marabastad with traders living next to their stalls   *Source: Marianne de Klerk*

8.3 International lessons, local realities: reviewing the City of Tshwane's policy on homelessness

Johann Kriel & Inge Kriel, Department of Archaeology and Anthropology, University of Pretoria

Research on homelessness draws on perspectives from a large number of academic disciplines with a wide range of research methods. Consequently, there is a significant theoretical and empirical research evidence base for understanding the nature and causes of homelessness, the experience of homelessness, and the barriers to moving out of homelessness. A developing body of research on the impact of intervention strategies also brings into clear view the diverse approaches to homelessness at an international level.

In Europe and in the United States, homelessness is viewed as mostly a housing problem and the focus is on rapid access to mainstream rented housing or other "permanent" solutions. In contrast, in countries such as Australia the aim is still to provide short-term "crisis" accommodation, "transitional" accommodation and a broad range of support services. In the developing world, poverty and job scarcity loom large in debates about homelessness and efforts are made to "normalise" and "decriminalise" homelessness. What remains clear is that the approaches and responses of national, regional and local governments to homelessness are determined by whom they consider to be homeless and what they deem as the main characteristics of their homeless populations. Globally, homelessness, cross-border migration and physical displacement – for whatever reasons – are increasingly becoming inseparable issues. Due to the complexity of homelessness as a phenomenon, the variety of pathways into and out of homelessness, and the continuously changing profile of the homeless population in different parts of the world, governments are faced with the daunting task of constantly assessing and redesigning their policies and interventions.

While it is feasible to compare policy frameworks across countries and draw broad conclusions about housing systems, the extent and nature of homelessness as well as the policy responses to it clearly depend on wider social and economic systems. The review process of the City of Tshwane's policy on homelessness drew from international lessons while recognising the unique constraints and opportunities offered by the local context.

In our research we considered insights from various international Policy documents. Some of the most important sources are highlighted here:

- Shelters for the urban homeless: a handbook for administrators and policy-makers (Delhi, India)

- Youth Homeless Policy (Ireland)

- Homelessness Policy in Europe, the United States, the United Kingdom and Australia:

    o 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.

    o 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.

In addition, four international resource people contributed from their experiences at the Tshwane Homeless Summit. They were Ashwin Parulkar from the Centre for Equity in Delhi, India; Kat Johnson from the Institute for Global Homelessness at DePaul University, Chicago, USA; Paul Howard from Community Solutions in New York City; and Jim Withers from Street Medicine International.

8.4 Overview of IGH presentation to the Tshwane Homeless Summit: May 2015

Kat Johnson, Director, Institute of Global Homelessness, DePaul University

The Institute of Global Homelessness (IGH) is a partnership between DePaul University in Chicago and DePaul International, an NGO based in London that works with people experiencing homelessness in six countries. Based at DePaul University in Chicago, IGH serves as a central hub where policymakers and practitioners can find the tools they need to end homelessness around the globe. Our vision is a world where everyone has a home. Our mission is to support an emerging global movement to end homelessness, led from the ground, guided by actionable research and supported by effective policy.

8.4.1 Ending homelessness is possible

There is no single credible estimate of the scope of global homelessness, but many sources support that hundreds of millions of people have no housing or are poorly housed. But there is good news: local leaders have developed effective solutions to homelessness, and there are places where homelessness is decreasing. We know this challenge can be solved.

During the Tshwane Homeless Summit, we told a number of stories about creative leaders addressing homelessness:

- Medicine Hat, Canada, where no one in the city spends more than 10 days in an emergency shelter or on the streets: http://www.cbc.ca/radio/asithappens/as-it-happens-thursday-edition-1.3074402/medicine-hat-becomes-the-first-city-in-canada-to-eliminate-homelessness-1.3074742

- Chile, where organisations like TECHO have mobilised hundreds of youth volunteers to conduct detailed surveys of people experiencing homelessness in order to more accurately allocate government resources.

- Bratislava, Slovakia, where the director of a local non-profit stitched together resources from all corners, including medical interns at a local university and a house donated by a retired philanthropist, to provide care for vulnerable homeless seniors.
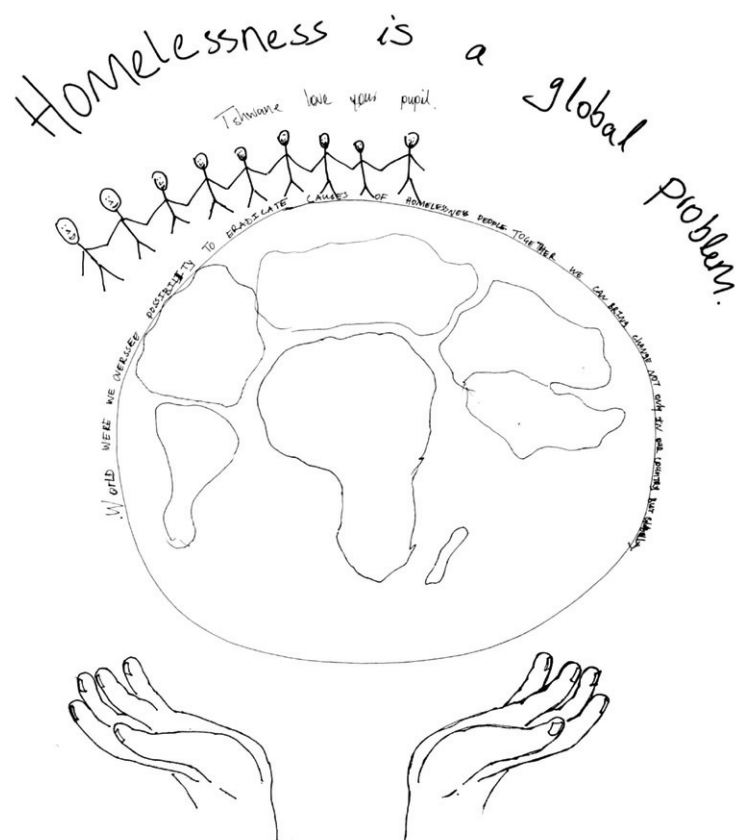
Fig. 36 Inputs from the Homeless Summit interactive Session   *Source: Tshwane Homeless Sum-*

8.4.2 Common understanding of homelessness

During the summer of 2015, IGH announced the IGH Framework, the product of collaboration among researchers, policy experts and on-the-ground leaders in six continents. The Framework includes a common definition of homelessness applicable globally: "lacking access to minimally adequate housing". The Framework also describes the many housing situations that could fall under that definition.

The full Framework and a more detailed description of its purpose and practical foundations can be accessed at http://www.ighomelessness.org/blog/IGH-Global-Framework-Homelessness.html

We were grateful to be included in the Summit, and we look forward to supporting Tshwane in building pathways out of homelessness.

Fig. 37 Courtyard of the Potter's House, TLF Facility
Sources: Marianne de Klerk

Fig. 38 Food garden at Rivovingo Care centre and
Gilead community, TLF Facilities

8.5 Critical appraisal of the 2013 Tshwane Homelessness Policy

At the Tshwane Homeless Summit, a Policy Review was recommended that included a critical appraisal of the 2013 Tshwane Homeless Policy. In this section two extracts from the recommended Policy Review are included.

The first extract refers to certain institutional challenges or constraints, identified in Part 3 of the Recommended Policy. This relates to challenges of budget and strategy within the City of Tshwane itself, but also to the lack of coherent policy on homelessness at provincial and national government levels, uncoordinated actions among different sectors, and the lack of evidence-based actions and interventions.

8.5.1 Institutional Challenges

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

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

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

- 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

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

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

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

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

- Lack of State funding for programmes addressing homelessness

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

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

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

- The growing challenge of homelessness which generally outweighs available services, programmes and the capacity of service providers and local governments

8.5.2 Gaps in the 2013 Policy Document

The second extract, from Part 5 of the Recommended Policy, more specifically identifies certain **gaps in the 2013 Policy Document**.

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

What this list sought to do was to identify gaps, but it already included recommendations on how these gaps can be addressed through both Policy as well as a Strategic Action Plan with clear interventions. It also identified specific groups of homeless people, such as the elderly, people living with chronic mental illness and boy children, who are currently under-serviced in terms of interventions that could facilitate sustainable pathways out of homelessness.

8.6 Recommendations for a Policy and Strategy on street homelessness in the City of Tshwane

The recommended Policy and Strategy is rooted in Guiding Principles from which actions should flow. This is to be found in Part 2 of the recommended Policy.

8.6.1 Guiding Principles

The Guiding Principles of the Policy document are the following:

- **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.

- **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.

- **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.

- **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.

- **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.

Flowing from the Guiding Principles, the recommended Policy then suggests as Vision, Mission, Aim and Objectives, the following, in sections 8.6.2 to 8.6.4 of the document.

8.6.2 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.

8.6.3 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.**

8.6.4 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

Clear priorities or policy directives are recommended in Section 6.4 of the recommended Policy with very specific outcomes. This was developed in close conjunction with the Tshwane Homelessness Forum and homeless people themselves, and was derived from insights gained in focus group meetings with officials, politicians, business, the SAPS, service providers and homeless individuals.

8.6.5 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"

The following table provides a summary of the specific actions to be implemented under each Priority:

Table 1 Specific actions to be implemented under each Priority

Priority 1: diverse housing options	Priority 2: economic opportunity	Priority 3: psycho-social and health infrastructure	Priority 4: advocacy, education & awareness-raising	Priority 5: institutional infrastructure
Transit centres (regions 3, 2 & 7) Transitional housing (men, mental health, boys) Affordable, well-located social housing Access to land and property	Skills training programmes at every centre and housing programme Access to internships, job placements and entry level jobs Recycling project(s) co-owned by (former) street homeless people to run across all regions "Street markets" based on existing informal activities Economic development through internships, employment & enterprise development	Street work / outreach programmes in every region Drop-in/assessment centres in every region: one-stop advice, information and referral centre Professional counselling services available at all centres Support programmes for substance abuse problems Street health care programme in different region Family reconciliation programmes in every region	Training programmes on rights and responsibilities for homeless people Legal advice and legal aid services for street homeless people Training programmes for NGO workers, CoT officials, SAPS, Metro Police & security companies, and refugees and asylum-seekers on rights and responsibilities On-going community education and awareness-raising on homelessness and existing interventions	Establishing broad-based body for action/implementation – "Tshwane Partnership for the Homeless" Establishing an interdepartmental task team Developing Tshwane Homelessness Forum Creating & developing partnerships On-going research and innovation Establish resourcing Programme & Establish public communications programme: responsible citizenship

In section 6.4 of the recommended Policy, the following is stated:

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.

It is then illustrated with a diagram, heavily borrowed from a similar diagram developed by the Tshwane Leadership Foundation, and complemented with aspects from other organisations and insights derived from the research process.

Table 8.2 Continuum of care and empowerment

Listening Presence → Communities 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

Source: Adapted from a Continuum of Care and Empowerment, developed by the Tshwane Leadership Foundation

In order for this project to be effectively implemented, the recommendations include a number of institutional proposals regarding (i) Community of Practice, (ii) Broad-Based Resource Strategy, and (iii) Social Contract / Covenant.

8.6.6 Community of Practice: a methodology for research-policy-action

The research project was an intentional process leading to the Tshwane Homeless Summit, as well as an expression of the new-found collaboration between two academic institutions, the Tshwane Homelessness Forum and the City of Tshwane. The power and potential of such a collaboration, the different forms of knowledge shared in the process, and the way in which it raised the profile of homelessness in order to be able to take more decisive action, should not be regarded as a once-off occurrence.

Therefore, in the recommended Policy and Strategy, a Community of Practice is proposed, which will be an institutionalised methodology, rooted in a community made up of the respective partners, and ensuring an on-going cycle of research – policy – action,

closely related to and informing each other. It will also facilitate on-going monitoring and evaluation, capture lessons learnt and new information accessed, and ensure continuous revision and innovation. It will close the loop between researchers, policy-makers, service providers and beneficiaries, viewing all of them as part of a Community of Practice, deliberating, sharing different kinds of knowledge, and exercising collective agency towards sustainable, sustained and just pathways out of homelessness.

This proposal can be illustrated as follows:
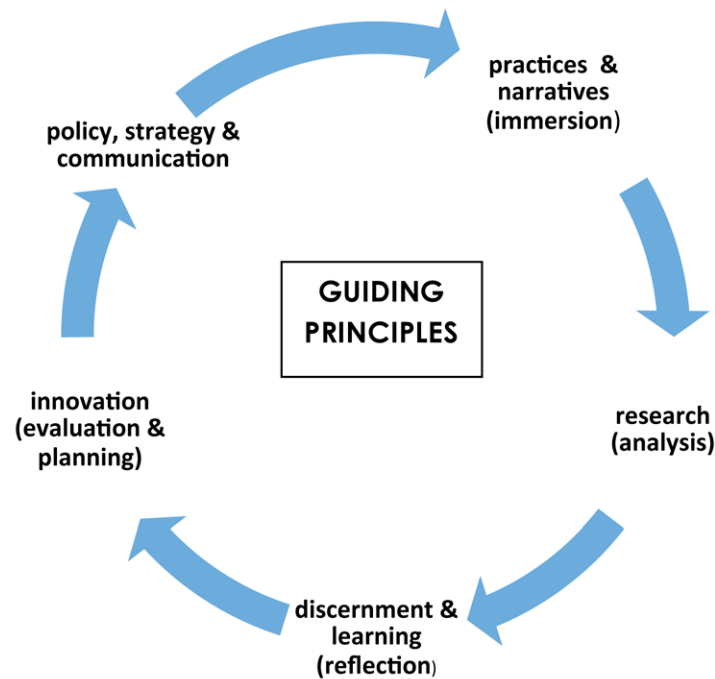
Fig. 39 *Methodology for Research - Policy - Action*

Source: De Beer, S; Mashau, T, Kriel, I; Kriel, J; Renkin, W & Hamati, R 2015,Pathways out of Homelessness: Recommended Policy and Strategy on Street Homelessness in the City of Tshwane, Pretoria: Unpublished

8.6.7 Broad-based resource strategy

In order to achieve the desired outcomes, it has become clear from the research, the criticial appraisal of the 2013 Policy on Street Homelessness, the lack of an appropriate budget for homelessness in the City of Tshwane, and the current funding mechanisms at the disposal of key service providers in the city, that a broad-based resource strategy is required to implement proposed interventions.
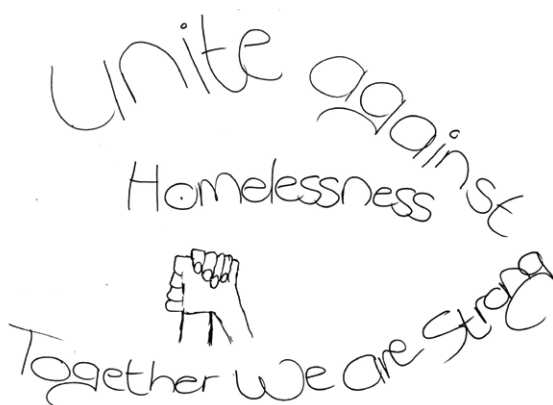
Fig. 40 *Inputs from the Homeless Summit interactive Session*   *Source: Tshwane Homeless Summit*

Fig. 41 *Sleeping areas in the Struben Street Shelter*
Source: Ilze Wessels

8.6.7.1 City of Tshwane

Key recommendations emanating from the research done include the following:

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

- An Interdepartmental Task Team in the municipality needs to ensure that *budgets are allocated* to the different departments responsible for supporting implementation, in order to *facilitate inter-departmental interventions*.

- The City of Tshwane's annual operational budget for 2014–2015 was R74,5 billion, but only R650 000 was allocated specifically for homelessness in the same financial year. This is a minuscule amount. It is *recommended* that the *city commits between R20–25 million over a three-year cycle* to supporting existing and new interventions that will enable social, health and economic infrastructure to address homelessness

- In addition, it is recommended that the *city helps broker around R350 million of housing finance from relevant sources t*o ensure appropriate housing solutions are developed in different parts of the city, tailored to the different needs of current homeless populations.

8.6.7.2 Gauteng Province departmental budgets

- Currently, different projects addressing homelessness directly or indirectly are supported by the Gauteng Departments of Social Development, Health and Human Settlements. The support of such projects needs to continue and good practices need to be supported for replication in other regions of the city currently lacking social and service infrastructure.

- Simultaneously, it is important to start a conversation with Gauteng Province to prioritise homelessness as a funding priority to be tackled comprehensively by an inter-departmental task team, not providing top-down direction, but learning from the collective approach now being taken in the City of Tshwane. Included in such a process should be engagement of the current inflexibility of policies and budgets which often exclude particularly vulnerable people from accessing services.

- *Budgets* need to be sought for:
  - o *social development:* women, men, elderly people, people with disability, people with chronic mental illness, street outreach work, drop-in and assessment centre

  - o *health:* street health care, chronic mental illness, frail elderly people

  - o *housing:* overnight shelters, transitional housing programmes, social housing development

  - o *economic development:* employment advice and support, job creation

8.6.7.3 National Treasury

Building upon its own investment, the City of Tshwane should engage the National Treasury to *consider investing in a city-wide pilot project* to address homelessness, with a view to using it as a learning experience to inform provincial and national policy, strategy and budgets for homelessness.

8.6.7.4 Private sector and donor agencies

Private sector and donor agencies should be *encouraged to partner with specific pro-grammes* in the strategy to be adopted, both in order to sustain it, and to replicate workable solutions to different parts of the city.

8.6.7.5 Non-profit investment

Currently, non-profit organisations in the city invest in the region of eight to ten million rand per annum to address homelessness, with support brokered from provincial government, the private sector, churches, individuals and foreign donors. In addition, social housing organisations broker finance from the Provincial Department of Housing and other housing finance institutions to facilitate social housing in the region of seventy to eighty million rand per annum. *This should be sustained and, through a collective effort and approach, should be increased.*

In addition, it needs to be said that staff of non-profit organisations, often being the frontline workers on the streets and in drop-in centres, often make huge sacrifices in terms of low salaries, lack of employment benefits and so forth. This investment should perhaps be quantified because it counts for a huge in-kind contribution towards managing and overcoming homelessness in the city.

8.6.7.6 Faith-based contributions

Many of the non-profit organisations working in this space are faith-based organisations. They are able to mobilise spiritual and moral resources, together with financial resources and properties, to enable their work. In Region 3 of the City of Tshwane, particularly in the city centre, *many churches have modelled how church properties can be recycled to be used for diverse purposes*, including addressing the basic and developmental needs of homeless communities.

With the suburbanisation of homelessness, which is addressed elsewhere in this report, it is becoming imperative that religious communities and churches in other parts of the city, where homelessness now becomes a concentrated reality, also *make their facilities available.* It is recommended that churches and other religious communities consider making land, property and other spaces available, to serve as drop-in centres, transit centres, crisis centres, or even to be developed for social housing.

8.6.7.7 Universities

Tertiary institutions should consider committing themselves to this strategy by *availing dedicated research funding, seconding staff members*, instituting service-level learning by students, and providing scholarships to deserving homeless people who could access tertiary education had they access to resources.

It should be noted that, in this pilot research project, 90% of the research was done investing university infrastructure, personnel and students, without any dedicated funding being available for this purpose. It is recommended that Universities approach possible research funders to secure dedicated funding for the on-going implementation of the proposed "research – policy – action methodology".

8.6.8 Social contract / covenant

The different role players participating in this collaborative are all independent institutions working hard to implement their own respective visions and missions. However, for the sake of committing themselves to the common goal of making the City of

Tshwane a home for all who live in it, they choose to enter into a social contract. That was always the purpose of this collaborative: *to work towards a social contract where different role players accept collective responsibility for implementing a Policy and Strategy to address street homelessness and to find just and sustainable pathways out of homelessness.*

A group of researchers from UNISA, in collaboration with other interested parties, is currently undertaking a specific research project to develop a theoretical framework for the concept of a social contract or social covenant (Mashau 2015). They are receiving inputs from other role players.
The framework is addressing a number of conceptual issues:

- the history of concepts such as "social contract" and "social covenant"
- understanding and applying the concept politically
- the spiritual / religious / theological dimensions of the concept
- a health perspective on the concept
- a socio-spatial perspective on the concept
- the economics of a "social contract"
- possible legal frameworks

Reference

Mashau, TD, 2015, Thinking Globally, Acting Locally: Pathways out of Homelessness in the City of Tshwane, Unpublished Concept Paper, Pretoria: UNISA

Fig. 42 Context and homelessness have mutual impacts: Street living in Marabastad
Source: Marianne de Klerk

9. Critical outcomes: research findings

The following represents critical outcomes in terms of research findings.

The research findings are all integrated in the recommendations made for a Policy and Strategy on Street Homelessness in the City of Tshwane.

9.1 Research findings: new knowledge about the changing face of homelessness in the City of Tshwane

9.1.1 Gender, race, age and nationality

Statistics South Africa (2011) indicates that there are 6 244 homeless people in the City of Tshwane (54% male, 46% female; 55% black, 39% white, 3,1% coloured, 2,1% Indian, 0,6% other).

Although the official figures indicate a high percentage of women, this research also discovered the hidden nature of female homelessness. Different factors contribute to this which are highlighted elsewhere.

In terms of age groups, the largest concentrations of homeless people are between 20 and 29 (33,4%) and, rather disturbingly, over 65 years of age (21,4%).

Youth homelessness represents 33,4% of the street homeless population in the city
The large percentage of young people who are homeless, mostly as a result of seeking employment in the city, highlights the extremely vulnerable position of unemployed school leavers. It also emphasises the necessity of developing appropriate support in terms of absorbing homeless individuals into the economy. This should be done through vocational skills, job preparation, supporting small business development instead of criminalising it, and the private and public sectors becoming intentional about employing homeless individuals.

Ntakirutimana (2015) shows how one faith-based non-profit organisation alone managed to employ 37 people who were formerly homeless and provide casual or temporary employment to another 376 people. If this can be replicated by the private and public sectors, the number of people finding access to formal and sustainable employment will become rather significant. Incentives should be considered for companies and organizations taking such initiative.

Elderly people represents 21,4% of the street homeless population in the city
If one out of five street homeless people are elderly people over the age of 65, it presents a stark commentary on the society we live in. It also indicates that the extended family unit is brittle and not what it used to be in terms of absorbing older and frail people. The recommended Policy and Strategy suggest that this reality needs to

be addressed through dedicated funding for housing infrastructure and related social services to completely end the homelessness of all senior citizens.

Mental health and *boy children*

The official figures of Statistics South Africa do not differentiate between different categories of street homelessness. However, the observations at the Struben Street Shelter and conversations with outreach workers as well as health workers affirmed the growing number of street homeless people living with chronic psycho-social or mental health issues. Further research needs to be done to establish the extent and nature of this reality, and how best to address it.

Strong holistic programmes for women and girl children were developed by different organisations over the years. Programmes with boy children were traditionally strong between 1995 and 2005, but gradually faded and existing interventions to address them holistically are rather frail and even under threat. A new and concerted effort is required to strengthen existing interventions and to expand into areas that are essential.

Substance abuse

Once more, current figures provided by Statistics South Africa do not differentiate between different categories of street homeless people. From observation, focus groups, practices, narratives and the Summit, it has become extremely clear that one of the greatest and most recent challenges is the close relationship between substance abuse (hard drugs) and homelessness. A growing percentage of young people, both black and white, find themselves on the streets not primarily for economic reasons, but as a result of drug addiction. Recommendations made include specific objectives around this challenge, but more research needs to be dedicated to this specifically.

Origins of street homeless people in the City of Tshwane

Currently, 32,1% of street homeless people in the City of Tshwane come from within Gauteng Province. 52,1% of street homeless people in the city migrated from other parts of the country. 15,8% of street homeless people are foreign migrants. The location of the City of Tshwane within the Gauteng City-Region, being the economic hub of South Africa, as well as the City's status as capital city, possibly contribute to its attraction for migrants from other provinces and from across the borders. The recommendations for Policy and Strategy consider all people in the City of Tshwane who can be defined as street homeless people, in order to address the challenge holistically and without discrimination, but also to take ownership of the challenge rather than passing the buck.

9.1.2 Geographical concentration: suburbanisation of homelessness

In the past, street homelessness was concentrated in the central parts of the city (within what is now known as Region 3). Recent research has shown how the central parts of the city still have the most visible evidence of street homelessness, but in the past decade or so there has been an important shift.

There is growing evidence of street homelessness also concentrating in higher-income areas of Region 3, beyond the inner city, as well as in most other regions of the city, with people living next to streams, in city parks, in bushes, and on vacant land. This has been demonstrated through figures provided by Statistics South Africa, but also through focus groups with officials, politicians and others in Regions 2 and 7 of the city. It has been confirmed through site visits to different places where street homelessness was becoming a visible reality.

The maps in this report are prepared by the Department of Geography at the University of Pretoria. They show the concentrations of homelessness in a visual way and per Ward and Region of the City of Tshwane.
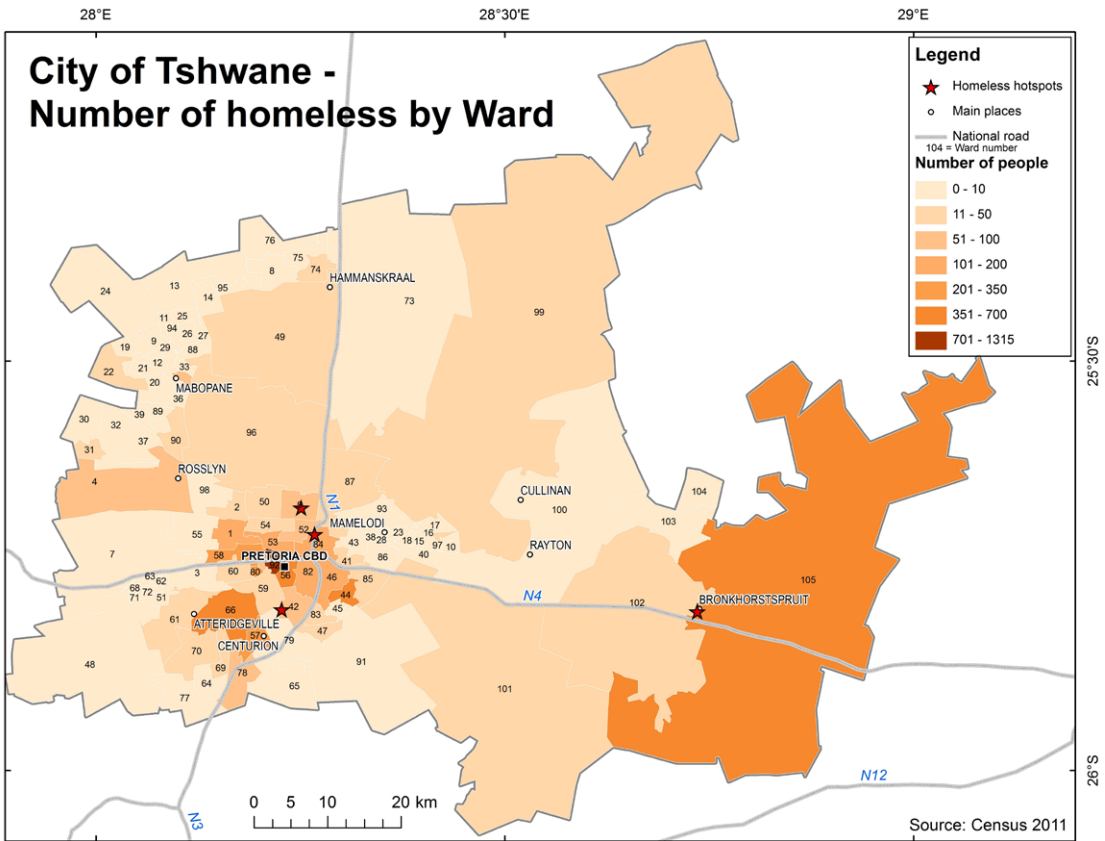

Fig. 43 City of Tshwane - Number of Homelessness by Ward with homeless hotspots
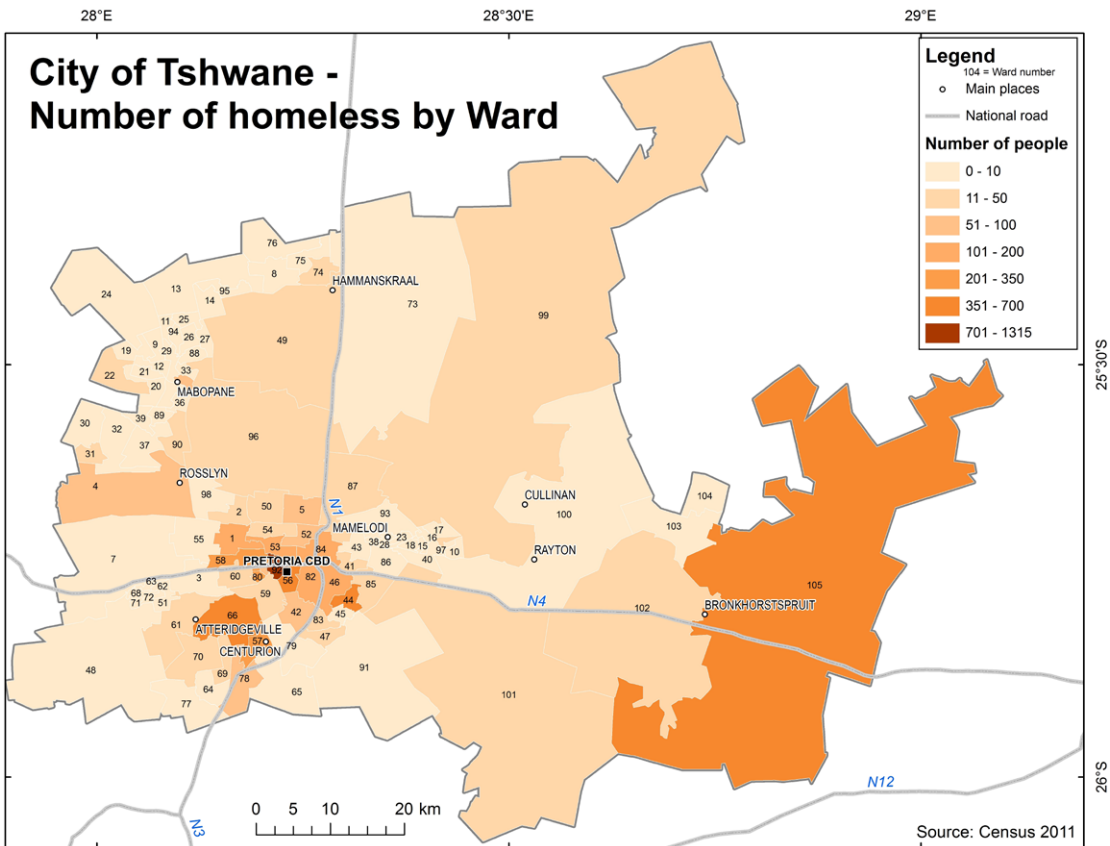*Source: Department of Geography, University of Pretoria*

Fig. 44 City of Tshwane - Number of Homelessness by Ward
Source: Department of Geography, University of Pretoria

Of the 6 244 street homeless people in Tshwane, 3 747 are found in Region 3 of the city. 2 497 street homeless people are now found in other regions of the city, notably "areas of opportunity" where there is a concentration of economic and commercial activity and opportunities such as shopping malls, construction sites and access to household employment as gardeners or domestic workers.

These concentrations are in formerly white-only suburbs. Only 352 people were counted to be street homeless in so-called black townships.

9.1.3 Concentration of social and service infrastructure

The concentration of services to street homeless people is still in the central parts of the city where street homelessness was traditionally concentrated. In the new areas of concentration, street homelessness is not "expected" or still "wished away", and very limited if any dedicated services to the street homeless population are available.

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Statistics South Africa, 2011, Census 2011, Statistics South Africa: Pretoria

Fig. 45 Burgers Park: Soft Infrastructure for the homeless and all citizens of Tshwane
Source: Marianne de Klerk

9.2 Research findings: (re)new(ed) affirmation and appreciation

A number of other discoveries were made during the research project. These are mostly not new discoveries but represent affirmations of important principles that are currently not consistently implemented in the city. They surfaced in focus group after focus group, in literature on the topic and in the inputs collected during the Tshwane Homeless Summit.

A *strong appreciation developed for existing assets and narratives* that could help unlock sustainable pathways out of homelessness.

- *A holistic, integrated approach:* Street homelessness cannot be addressed in silos or in isolation. It requires an inter-disciplinary, inter-departmental and inter-sectoral collaboration among all role players and homeless people themselves. It also requires an approach that will combine psycho-social-spiritual, physical and material, economic and housing or spatial aspects of people's well-being and reintegration.

- *The importance of collaboration and purpose-built vehicles:* Apart from litera-ture emphasising it and the inputs received from focus groups, interviews and the Summit accentuating it, the very process of this collaborative demon-strated the almost non-negotiable importance of collaboration in unlocking different forms of knowledge, and different pools of resources and skills sets, in order to work for the greater good.

  The clear recommendation made in this regard is that the implementation of the proposed Policy and Strategy should not rest with the City of Tshwane Metropolitan Municipality alone, but should be driven through a purpose-built vehicle designed around the current collaborative, whilst at the same time establishing inter-departmental mechanisms in the City of Tshwane, and strengthening the capacity of the Tshwane Homelessness Forum. The silositis evident in many of the interventions, or non-interventions, needs to be over-come through strategic collaborations.

- *The importance of an evidence-based approach to policy, strategy and action:* The way in which research, policy and strategy formulation, and action can co-exist in a creative and rigorous cycle, was clearly manifested through the process of this research project. A good example is the way in which a Street Medicine project was launched as a result of the research. It is a project in embryo form and on-going research and interaction between academics, officials, community workers and homeless people, can help to evaluate and refine this project.

- *Appreciating existing assets and infrastructure:* The research demonstrated the depth and quality of existing practices seeking to address street home-lessness. Building upon an appreciation of these existing assets and infrastruc-ture; honouring, supporting and strengthening them; and replicating what works elsewhere in the City of Tshwane, is an important strategic consideration.

- *Appreciating narratives of homeless people and former homeless people:* Similarly, the narratives of homeless people and former homeless people are vital in retrieving their experiential knowledge, and in developing a deep

understanding of the different faces and facets of homelessness as well as possible factors that could help facilitate sustainable pathways out of homelessness.

- *The importance of housing first – a spatial justice concern:* What has become disturbingly evident during the research is the ways in which the apartheid city structure is still with us. The suburbanisation of homelessness is, among other things, an expression of spatial structures that are unequal.

  Many of the street homeless people found in suburban areas are the working poor: they earn an income but the income is such that they are unable to travel daily between their job and their original place of residence. They opt to stay homeless in order to send their income home for children's schooling and the family's sustenance. The lack of accessible and affordable housing that is well-located was stressed during the course of the research. However, this issue also raises important challenges as many suburbs would welcome workers at low rates, but would not welcome housing in their neighbourhoods that matches the income of the workers.

  Paul Howard of Community Solutions in New York City articulated their Housing First approach during the Tshwane Homeless Summit. They can demonstrate clearly how their approach is providing just and sustainable alternatives to some of the most vulnerable and chronic populations of homeless people in the USA and now also in Australia, and increasingly in other parts of the world. Safe and decent housing with secure tenure provides the stability and foundation upon which people can consolidate their lives – educationally, economically, socio-spiritually, psychologically and health-wise.

- *The importance of investment as an expression of socio-spatial justice:* Homelessness was traditionally regarded as a welfare matter and interventions represented charitable approaches instead of real investment in psycho-social, economic and housing infrastructure.

The research clearly indicated that **a shift is necessary**. The **complexity of homelessness and the causes thereof require strategic investment in housing, psycho-social infrastructure and economic opportunity**, which can indeed go a long way towards managing street homelessness and assisting hundreds of people annually to find pathways out.

A charity or welfare approach tends to sustain cycles of poverty and dependency, and instead of providing people with fair access to affordable housing in proximity to available employment, they are offered insecure overnight shelter without any promise of employment.

> **Ensuring psycho-social infrastructure and access to affordable housing and employment that are well-located in proximity to where people find themselves, will mediate just alternatives to the status quo.**

What is required to facilitate the above is **a shift from top-down policy driven by city officials to collective and collaborative action** that is contextually defined in every region according to the unique characteristics of street homelessness in that area, and is collectively responded to by the collaborative. This is what is recommended in the proposed Policy and Strategy.

10. Critical outcomes: acting collectively

The critical outcomes mentioned here represent actions already taken since the Tshwane Homeless Summit in May 2015.

These actions embody some of the recommendations made. They demonstrate the commitment of all role players in this process to go beyond analysis and theory to actions that will bring about long-term change.

Actions in the pipeline over the next couple of months are also included here.

10.1 On-going collective actions

The following actions were undertaken since the Tshwane Homeless Summit on 25–26 May 2015:

1. *On-going collaboration in partnership:* The collaborative partners continued to meet and plan for World Homeless Day on 10 October 2015. It is proposed that this collaborative should form the foundation of a purpose-built vehicle for implementing the recommended Policy and Strategy.

2. *Continuation of existing interventions:* Existing interventions addressing street homelessness continued in the city. Some of them considered new insights made during the research process and the Summit in order to re-align the work they already do. Most of the existing interventions participated extensively in the research process prior to, during and after the Summit.

3. *Considering the reorganisation of existing infrastructure:* The suburbanisation of homelessness requires that some of the existing good practices be replicated elsewhere through decentralisation, and/or that possible new service providers be identified in other regions and that they be supported by existing organisations in terms of expertise, coaching, and resource sharing.

    For example: Does it make sense to have many and sometimes competing drop-in centres in the inner city and no and no drop-in centres in other parts of the city?

4. *Launching the Street Medicine project:* The Department of Family Medicine at the University of Pretoria is partnering with community health workers, non-profit organisations and the City of Tshwane to roll out a Street Medicine project in Region 3. Hopefully this can later be replicated in regions all over the city.

5. *Expansion of the Tshwane Homelessness Forum:* Since the Tshwane Homeless Summit, new organisations joined the Forum to participate in the coordination of services and the sharing of resources and ideas. The Forum itself

needs to strengthen its own capacity in the coming year in order to do justice to the expectations placed upon it.

6. *Sub-forum for drop-in centres and soup kitchens:* A sub-forum was created by the Tshwane Homelessness Forum to coordinate drop-in centres and soup kitchens in the inner city. Until recently, this occurred in a largely uncoordinated manner. Currently participation is voluntarily but an accreditation system might assist to reduce duplication of services in the city.

7. *Consulting with new / start-up initiatives:* A number of start-up initiatives (by homeless individuals themselves or by other citizens) are currently being advised by members of the Collaborative, be it the City of Tshwane, the Tshwane Homelessness Forum, or individuals at one of the Universities, as to how to go about the initiatives they seek to implement. This should ideally also be coordinated or at least shared with the larger network.

8. *Blanket and scarf drives:* During the winter months different drives took place to make the cold months more bearable. We are aware of drives initiated by UNISA, the City of Tshwane and PEN. There may be others.

9. *Social housing – expanding the offering:* Yeast City Housing has revisited its housing offering and recommended possible housing products that can reach people who are currently homeless with small incomes or the large number of senior citizens who qualify for a state pension but cannot afford accommodation.

10. *Recycling – decriminalising through economic empowerment:* PEN has initiated a recycling project in Sunnyside in collaboration with recyclers who are also living on the street. Once this pilot site is up and running they are committed to rolling it out in different regions across the city. This will build upon an asset that the city already has but does not always recognise. Instead of formalising recyclers who contribute to the economy and the environment, they are often criminalised. This project will seek to change that.

11. *Scholarships:* UNISA has offered scholarships to a number of homeless people studying for degrees through the University.

12. *Feast of the Clowns:* The Feast of the Clowns, an event hosted by the Tshwane Leadership Foundation, once again took place in August of 2015. Homeless people participated in different capacities to make this event successful.

13. *Meal of Peace:* UNISA's Discipline of Christian Spirituality, Missiology and Church History once again hosted the Meal of Peace, an annual gathering of academics with homeless people, city officials and community practitioners. This project also continues to conduct Contextual Bible Studies with homeless people in the inner city and has managed to make homelessness visible in the corridors of UNISA.

14. *Marabastad pilot project:* An innovative project to revitalise two urban blocks in Marabastad, combining street medicine with urban design and architectural heritage, is currently being considered. This will be a multidisciplinary collaboration among the Architecture Department (University of Pretoria), Marianne de Klerk Architects and Urban Designers, Sediba Hope,

the COPC (University of Pretoria), and the Urban Studio, as well as a joint project of the Centre for Contextual Ministry (University of Pretoria) and the Tshwane Leadership Foundation.

15. *Academic outputs – presentations, publications and postgraduate dissertations*
This project is contributing a rich platform for knowledge generation.

- A number of academic papers were read, at least in the City of Tshwane Research Indaba and the World Social Sciences Forum in Durban, reflecting on this project.

- A series of academic articles reflecting on homelessness are to be published as part of a special collection entitled "Unshackled" by HTS Theological Studies towards the end of 2015.

- At least three students – Vicky Mashava, Miriam Tembe and Wayne Renkin – have based their master's dissertations on the research they participated in during this process.

- A series of articles are currently being submitted to an accredited journal, Development South Africa, for consideration, review and publication in 2016. The title of the special edition will be "Pathways out of homelessness".

- The research on "social contract" or "social covenant" will culminate in the publication of a book or a series of journal articles.

16. *Research Report:* This research report is a consolidation of research findings, whilst at the same time describing the research process and research methodology. It will hopefully serve as a good resource to people in the City of Tshwane who would like to gain a deeper understanding in order to participate in strategic actions to overcome homelessness.

17. *Newsletter/newspaper:* A quarterly newsletter/newspaper is envisaged to track the progress of implementation of this project and report on the kinds of actions described in this section. Such a resource will help to sustain momentum, serve to educate the larger public, and give voice to the partnership that is now unfolding.

18. *Community education:* It is now vital to engage in a comprehensive community and public education programme on homelessness. Part of such a programme would be rights education with homeless people, out-reach workers, city officials, and law enforcement officers. In sharing research findings and knowledge generated, it would be important to employ diffe-rent methods in order to ensure optimum accessibility. One such a method is the development of fotonovelas (story novels). On the next few pages, a glimpse is given into what this might look like. What is anticipated is to develop a complete set of stories (fotonovelas) educating the larger community on homeless people's socio-economic rights.

19. *World Homeless Day and March of Solidarity:* On 10 October 2015, the City of Tshwane for the first time joins with people around the world on World Homeless Day. The event is used to launch the Policy and Strategy on Street Homelessness in the City of Tshwane, to present the Research Report and to enter into a social contract / social covenant with each other. It will close with a March out of Homelessness, declaring collective commitment and solidarity to making long-term, sustainable change.

20. Social contract: The purpose of entering into a social contract with each other is to indicate, in a public and visible way, the partners' shared commitment to and ownership of the project. The partners are committing themselves to working towards:

- a common vision of creating a city that is a home for all
- creating awareness with regard to the issue of homelessness
- addressing the challenge of homelessness in the City of Tshwane through
  - o sharing of our individual and collective knowledge and resources
  - o seeking tirelessly to find and facilitate just and sustainable alternatives to homelessness

10.2 Sharing knowledge through the fotonovela: one possible method of community education

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Traditional epistemology values the idealised knower over lived experiences. The idealised knower is one that is not influenced by history, context, culture, gender, race, emotions or goals. It keeps only the bare reasoning necessary to make inferences. "The traditional view of knowledge production is that academic knowledge is preferred over local knowledge – that of practitioners and homeless people themselves. The solutions to problems concerning homelessness of the so-called professionals are viewed as superior to the solutions of the so-called non-professionals (Mitlin, 2013:2)" (Renkin 2015:49).

This research project and the Tshwane Homeless Summit viewed lived experiences as a legitimate form of knowledge production. Spaces and opportunities were created that surfaced alternative knowledge and particularly the knowledge of lived experiences.

The production of alternative knowledge is rendered meaningless if the knowledge is shared only through traditional methods such as research reports, scholarly articles, academic books and policy documents. Knowledge must be shared in alternative methods such as oral traditions, music, poetry and stories. It is of vital importance that knowledge is shared with and among literate and illiterate people, academics and non-academics, professionals and non-professionals, in ways that are accessible to all of them. For academics this might be in the form of scholarly articles and for illiterate people it might be in the form of music, stories or illustrations.

Throughout the research, I considered the concept of fotonovelas as a method of sharing information regarding fundamental rights as set out in the Constitution of the Republic of South Africa. "Fotonovelas are a popular form of mass culture in Latin America. They consist of booklets with captioned photographs that tell a story" (Hondagneu-Sotelo 1993:64).

The following are *three examples of possible fotonovelas* (Renkin 2015a, 2015b, 2015c). Traditionally, fotonovelas use captioned photographs, but the examples I use are drawn pictures.

The ***first fotonovela*** tells a story that informs people that, according to section 26(3) of the Constitution, no one can be evicted without a court order and "evictions should not result in people being left homeless or open to having other human rights violated" (Chenwi 2007:241):

Fig. 46 *Right not to be arbitrarily evicted, 2015a*   *Source: Robinne Renkin*

No one may be evicted from their home, or have their home demolished, without an order of court made after considering all the relevant circumstances. No legislation may permit arbitrary evictions.

The Committee on Economic, Social and Cultural Rights (CESCR) defines forced evictions as:

The permanent or temporary removal against their will of individuals, families and/or communities from the homes and/or land which they occupy without providing access to appropriate forms of legal or other protection. General Comment No. 7, 1997, paragraph 4 (Chenwi 2007:241)

The ***second fotonovela*** informs people about their right to access to adequate housing in terms of section 26(1)(2) that is affordable and located to "allow easy access to places of work and potential economic opportunities, schooling, child care centres, health care services and recreational facilities. Housing should also be in a safe and healthy environment, for example, it should not be built on polluted sites" (Chenwi 2007:239). Adequate housing furthermore means it must be secure, the inhabitants

Fig. 47 Right to access adequate housing, 2015b   Source: Robinne Renkin

should be protected from the environment and they must have legal tenure.

The **last fotonovela** is concerned with sections 9 and 10. Section 9 ensures that all people are to be equal before the law, and cannot be discriminated against on the basis of "race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language and birth." Section 10 ensures that "everyone has inherent dignity and the right to have their dig-

Fig. 48 Right to be treated with dignity and equality, 2015c   Source: Robinne Renkin

nity respected and protected."

The intention is to develop a series of fotonovelas that will include all the essential socio-economic rights, for use as an educational, awareness-raising and conscientisation tool, by people who are homeless, NGO workers, the Metro Police, the SAPS and other security officials, in order for them to know, understand and respect the basic rights of homeless people.

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11. Marching out of homelessness

The collective commitment to this project from homeless individuals; community practitioners; faith-based, community- based and non-profit organisations; city officials; religious leaders; and academics and students from Universities, was heartening. It paved the way for a longer-term collective engagement to address and overcome homelessness in the City of Tshwane.

A clear recommendation flowing from the Research Project is to institutionalise a research – policy – action cycle, ensuring that actions will be reflected upon, policies will be evidence-based, and research will be action-oriented.

The intention of the project was never to create a Policy and Strategy for the municipality alone. It was always to create a Policy and Strategy through broad-based participation, with broad-based ownership, and aimed at implementation through a broad-based implementation vehicle.

At its deepest, this project seeks to cultivate a deep discontent with the very existence of homelessness, in the face of so much wealth, suggesting the possibility of a city where no person has to be homeless for a long period of time, as soft and hard infrastructure should be put in place to mediate people's (re)integration into communities in sustainable and just ways.

The research being done not only departs from a certain moral, ethical and political commitment, but also calls for making homelessness a moral, ethical and political priority.

The project was officially launched on 5 December 2014, one year after the death of former President Nelson Mandela. Let us therefore heed his words as we march together out of homelessness.

> **Like slavery and apartheid, poverty is not natural.**
>
> **It is [hu]man-made and can be overcome by the actions of human beings ...**
>
> **Overcoming poverty is not a gesture of charity. It is an act of justice.**
>
> **Sometimes it falls on a generation to be great. You can be that great generation.**
>
> **Let your greatness blossom.**
>
> *- Nelson Rolihlahla Mandela, 2005*

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PEN Drop-In Centre; PEN Boys and Girls Homes

POPUP

Echo Youth Development

Yeast City Housing

Tswelopele

Pharos

Pure Hope

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Street Medicine International

For an electronic version of this Research Report, go to:

http://wp.me/P5FOOI-5J

For related information, go to:

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