City of Cape Town Strategy to reduce Rough Sleeping

2024

Contents

Executive Summary

The City of Cape Town Strategy to reduce Rough Sleeping ("the Strategy") outlines the City of Cape Town's approach to address the issue of homelessness, and more specifically "reducing rough sleeping", in the city. It is underpinned by the central tenant of the City's Integrated Development Plan, 2022 – 2027, to be a *City of Hope for all*, the constitutionally enshrined right to human dignity and facilitates an all-of-society approach through partnerships and collaboration.

The term "rough sleeping" refers to the act of sleeping on the streets or open spaces, in buildings not intended for habitation, sleeping in vehicles or the like, and sleeping in makeshift structures by pavement dwellers and other individuals without accommodation. Further included in this definition are people living in temporary accommodation such as those sleeping in night shelters, safe spaces or temporary accommodation of a similar nature.

The Strategy, in trying to address the existent problem of rough sleeping, is applicable to those who currently live and sleep on the street, and communities who are vulnerable to future rough sleeping, in order to prevent the expansion of rough sleeping. It is also applicable to other residents impacted by rough sleeping in the city.

The Strategy acknowledges that the issue of rough sleeping is a multi-faceted and complex one. Apart from distinguishing between different categories of rough sleepers, the Strategy also recognises that rough sleepers are themselves not a homogeneous group. The Strategy explains the prevailing reasons for, and responses of people to, living on the streets, and sets out the common experiences of, and challenges faced by this group.

The Strategy paints a current picture of rough sleeping in Cape Town, including how the City has responded to the phenomenon, how it has intervened and provided support. It also recognises that rough sleeping impacts on multiple functional and strategic areas of the City, and therefore, in order to tackle the challenges associated with rough sleepers, multiple departments within the City will need to respond in an integrated fashion. The Strategy further also acknowledges that the issue of rough sleeping requires a whole-of-government and whole-of-society approach, as the City alone cannot address this complex issue.

Accordingly, the Strategy sets out its strategic approach which is based on **prevention**, **intervention** and **collaboration**. Specific actions are identified in order to prevent future rough sleeping, to support rough sleepers toward reintegration and to utilise non-City actors to achieve reintegration of rough sleepers into society.

Glossary of Terms and Definitions

Term	Definition
Continuum of care	A concept involving an integrated system of care that guides and tracks clients (in this instance, those engaging in 'rough sleeping') over time.
Engagement	Refers to an interaction between a member of the City's Street People Unit and a person engaging in rough sleeping with a view to offer social assistance.
Homelessness	A concept referring to people without a safe, secure and adequately sheltered place to live in, i.e. no home or permanent place of residence.
Hotspot	A localised area where ten (10) or more rough sleepers gather or sleep, including in makeshift structures, on a daily basis that do not fall within the category of informal settlements.
Informal Settlement	Refers to housing expansion which has not followed formal compliance steps such as building plan submissions, obtaining zoning permissions, adhering to building guidelines etc.
Matrix® Clinic	Refers to a City of Cape Town clinic which offers the Matrix® Model of Treatment, which is a structured programme for adults for substance abuse and dependence.
Rough sleepers[1]	Individuals regarded as people without accommodation, often nomadic, more specifically, people sleeping on the street or in public spaces, people living in buildings not intended for habitation, people sleeping in vehicles or the like and pavement dwellers in makeshift structures. Further included in this definition are people living in temporary accommodation such as those sleeping in night shelters, safe spaces or similar temporary accommodation.

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[1] "Rough sleeping" refers to the associated activity.

Referral	The act of directing someone to a different place, person or organisation for information, help, or action, often to a person or group with specialised knowledge.
Reintegration	The process of empowering and supporting a person engaging in rough sleeping as well as their family and community after being detached from these structures as a consequence of rough sleeping.
Safe Space	A temporary transitional space, established and operated by the City of Cape Town, for rough sleepers to access a safe space for overnighting; social and health services; rehabilitation programmes and ablutions and locker facilities.
Shelter	A safe place, traditionally established and operated by non-governmental actors, where adults engaging in rough sleeping can be stabilised in a physical structure on a temporary basis to provide their immediate needs, and work towards rebuilding human dignity and self-reliance.

Acronyms

CBD	Central Business District
EPWP	Expanded Public Works Programme (provided through the City of Cape Town)
HSS	City of Cape Town's Human Settlements Strategy
IDP	City of Cape Town's Integrated Development Plan
IEGS	City of Cape Town's Inclusive Economic Growth Strategy
RS	City of Cape Town's Resilience Strategy
SDS	City of Cape Town's Social Development Strategy
SD&ECD	Social Development & Early Childhood Development (City of Cape Town)
WCG	Western Cape Government

1. Introduction

Rough sleeping is a multifaceted and complex phenomenon affecting both developed and developing cities across the globe. Cape Town has a growing number of rough sleepers who often experience harm, poor health and social exclusion. At the same time, this growing number of rough sleepers means that public infrastructure is under pressure, and access to public spaces is often impeded for all residents.

In Cape Town, addressing rough sleeping is complex. The complexity relates to the varying roles that key stakeholders play in mitigating and overcoming homelessness. Specifically, the roles that spheres of government should play in preventing and intervening in situations of homelessness, the lack of grant funding attached to interventions, the impact of private sector involvement in responding to homelessness, and the active role of the non-governmental actors in responding to rough sleeping. Additional complexity is presented by the individuals that engage in associated activities (i.e. 'rough sleepers'), themselves, who are not a homogenous group, having various contexts that have resulted in them migrating to the street, and who in some cases resist reintegration from a life of living on the streets and associated rough sleeping.

The Strategy to reduce Rough Sleeping outlines the City's approach in addressing this challenge in Cape Town. It discusses some of the contributors to rough sleeping and how to mitigate these, the roles and responsibilities of the various stakeholders involved, as well as the preventative and intervention based measures to support those who are living on the streets toward a more secure living situation. At its core, this Strategy seeks to reduce the number of people engaging in rough sleeping, and reducing harm to both the rough sleepers and all affected residents more broadly.

2. Background

Cape Town, like many other metropolitan cities across the world is home to a community of homeless people. *Skarrel* or hustling, the erection of temporary structures, and the resultant environmental health risks are very much a feature of the global urban landscape. Understanding homelessness as a homogenous group has been identified as a policy pitfall as the homeless community, like any other community, is made up of different people. Furthermore, people find themselves engaging in rough sleeping for a variety of reasons, but more often than not, it is because they lack the social and economic support when placed in situations of severe strain.

Historically, the City's assistance to the homeless has been implemented through its Social Development Strategy, 2013 and the Street People Policy, 2013. Primarily, this has been facilitated by the Social Development and Early Childhood Development (SD&ECD) Department . The City's Street People Programme Unit (SPPU) has provided a diverse "basket of services" to rough sleepers such as the City's Winter Readiness Programme, Referral Services, and assisting with relocation, amongst others. The City has also established temporary accommodation ("Safe Spaces") to increase available bed spaces, and has supported night shelters through the Winter Readiness Programme as well as through Grant-in-Aid funding. Over the years, a wide range of collaborations have also been formed, leveraging the competencies of various civil society organisations and public sector entities.

Nevertheless, despite these efforts, the pressures that result in homelessness have overtaken the capacity of the City's interventions. Homelessness and associated rough sleeping, is caused by structural, systemic, and individual factors that necessitate a whole-of-society approach. As a result, new strategies and approaches involving all relevant actors are required to effectively manage and mitigate against further migration to the street.

In the latter half of 2020, the City of Cape Town's SD&ECD Department, initiated a review of the Street People Policy. The Street People Policy was passed in December 2013, and in the seven years that had passed, there had been considerable contextual changes to the rough sleeping environment in Cape Town. Most notably, the advent and impact of the novel corona virus and general weak economic conditions in South Africa (including high rates of poverty, inequality and unemployment). More people were left socially vulnerable in its wake as lockdowns lead to job, food and housing insecurity, and a further proliferation of homelessness and rough sleeping within Cape Town was the result.

This draft Strategy, developed by the SD&ECD Department, represents a synthesis of the City's approach to sustainably address rough sleeping in Cape Town by informing future programmatic, policy, by-law, and system interventions.

2.1. Defining homelessness

Defining homelessness can be a challenge and various cities and organisations use different definitions to describe what it means to be homeless. Some definitions take a broad approach, by including people who lack access to adequate housing conditions as being as homeless, while others take a more narrow view by referring to people who live on the street and engage in rough sleeping, only.

Homelessness is a global phenomenon, with an estimated 2 percent (154 million people) (Chamie, 2017) of the world population experiencing homelessness. People who engage in rough sleeping and "homeless people" are often used synonymously, and "homelessness" is often simplified to mean those who do not have a house. Homeless people may have no shelter, access to a temporary roof, or an informal shack that is not safe or secure (Rule-Groenewald, 2015).

In 2015, the Institute of Global Homelessness developed a Global Framework for Understanding Homelessness on a Global Scale (Institute of Global Homelessness, 2019). The Framework's aim is to define "homelessness" in a way that is meaningful across the world, resonating in both the Global South and the Global North. The Framework considers three domains of home as indicated in Table 1.

Domain	Overview
Security	Includes having the legal title to occupy housing, the practical likelihood of eviction, the power to exclude others from the space, and the ability to meet rental or mortgage costs.
Physical	Pertains to questions of quality like durability, protection from weather, provision of basic amenities, freedom from infestation and pollutants, plus the safety of one's self and possessions from external threats. The physical domain also pertains to the quantity of accommodation, i.e., the extent to which the dwelling is overcrowded.
Social	Refers to opportunities to enjoy social relations as culturally appropriate, and the safety of one's self and possessions from other occupants.

Table 1: Domains of Home (Institute of Global Homelessness, 2019)

If any of these domains are violated, a person may be considered as "lacking access to minimally adequate housing". It was further indicated that proceeding the conceptual model, the Framework captures three broad categories of people who may be understood to be experiencing homelessness as indicated in Table 2.

People without Accommodation	People Living in Temporary or Crisis Accommodation	People Living in Severely Inadequate and Insecure Accommodation
• People living on the streets or opens spaces (i.e. parks, railway embankments, under bridges, pavements, river banks, forests, etc.). • People sleeping in public roof spaces or buildings not intended for human habitation (i.e. bus and railway stations, taxi ranks, derelict buildings, public buildings, etc.). • People sleeping in their cars, rickshaws, open fishing boats and other forms of transport. • Pavement dwellers – individual or households who live on the street in a regular spot, usually with some form of makeshift cover.	• People staying in night shelters (where occupants have to renegotiate their accommodation nightly). This would include Safe Spaces. • People living in homeless hostels and other types of temporary accommodation for homeless people (where occupants have a designated bed or room). • Women and children living as refugees for those fleeing domestic violence. • People living in camps provided for internally displaced people (i.e. people who have fled their homes as a result of armed conflict, natural or human made disasters, human right violations, development projects, etc. but have not crossed international borders.	• People sharing with friends and relatives on a temporary basis. These would include backyard dwellers. • People living under threat of violence. • People living in cheap hotels, bed, and breakfasts and similar. • People squatting in conventional housing. • People living in conventional housing that is unfit for human habitation. • People living in trailers, caravans, and tents. • People living in extremely overcrowded conditions. • People living in non-conventional buildings and temporary structures, including those living in slums/ informal settlements.

	People living in camps or reception centres/ temporary accommodation for asylum seekers, refugees, and other immigrants.	

Table 2: Three Broad Categories of Homelessness (Institute of Global Homelessness, 2019)

Additionally, the United Nations defines homelessness as a material form of deprivation; homelessness refers to an inability of people to enjoy permanent accommodation (UN Habitat, 2019). The United Nations further highlights that being homeless often entails lacking other human rights, such as:

- Work;
- Healthcare;
- Social security;
- Privacy; and
- Education.

The understanding of homelessness, regardless of where one is located, remains primarily focused on the state of having no home, particularly if one's home is on the streets.

The City defines homelessness as:

A concept referring to people without a regular, safe, secure and adequately sheltered place to live in.

Given the housing challenges and extent of informality in Cape Town[2], this Strategy assumes a more narrow view and focus on rough sleepers specifically. For the purposes of this Strategy, the term "rough sleepers" refers to:

Individuals regarded as people without accommodation, often nomadic, more specifically, people sleeping on the streets or open spaces, buildings not intended for habitation, people

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[2] City of Cape Town Human Settlements Strategy, 2021.

sleeping in vehicles or the like and pavement dwellers in makeshift structures. Further included in this definition are people living in temporary accommodation such as those sleeping in night shelters, safe spaces or similar temporary accommodation.

2.2.   Rough Sleepers

Further to the definition of rough sleepers and what is meant by rough sleeping in this Strategy, the following categories are used to formulate responses, programmes and interventions to assist rough sleepers. The following groups are, thus, the target groups for City of Cape Town services:

Rough sleepers	
People sleeping on the street or open spaces (i.e. parks, railway embankments, under bridges, pavements, river banks, forests, etc.).	**Pavement dwellers** – individual or households who live on the street in a regular spot, usually with some form of makeshift cover.
People sleeping in public roofed spaces or buildings not intended for human habitation (i.e. bus and railway stations, taxi ranks, derelict buildings, public buildings, etc.).	**People staying in night shelters** (where occupants have to renegotiate their accommodation nightly). This would include those staying in Safe Spaces.
People sleeping in their cars and other forms of transportation.	

Table 3: Classification for rough sleepers adapted from the Institute of Global Homelessness, 2019 framework

2.3.   Defining the Categories of Rough Sleepers in the City

In addition to classification of rough sleepers, there are various categories of rough sleepers

The categories of rough sleepers include:

a) **Chronic rough sleeping**, which describes individuals whose experience is entrenched in the shelter system, for the City these are rough sleepers for more than five (5) years;

b) **Transitional rough sleeping**, which describes individuals whose experience involves using the shelter system as a relatively brief stepping stone to find permanent housing;

c) **Episodic rough sleeping**, which describes individuals who cycle frequently in and out of homelessness over an extended period-of-time;

d) **Newly migrated rough sleeping**, which describes individuals that have been living on the street for less than one (1) year;

e) **Acclimatised rough sleeper**, which describes individuals that have been living on the street for a period of 1 – 5 years;

f) **Born homeless,** which describes individuals that were born on and lived on the street their entire life; and

g) **Economically active,** which describes rough sleepers, from any of the above categories, that generate an income either by formal or informal work opportunities.

The different categories of rough sleepers further support the notion that rough sleepers are not homogenous, and that a one-size-fits-all approach is unlikely to have systemic impact in addressing rough sleeping. An individual who has experienced chronic rough sleeping is more likely to have different needs to someone who is a newly migrated rough sleeper, or individuals who episodically engages in rough sleeping. These classifications support an understanding of why some people live on the street and how best to assist them.

While the City currently does not have accurate data on how many people fall within these various categories in Cape Town, the reliability of any such data is also a concern due to the nomadic nature of rough sleepers which can cause data duplication which, in turn, negatively impacts the accuracy of data captured.
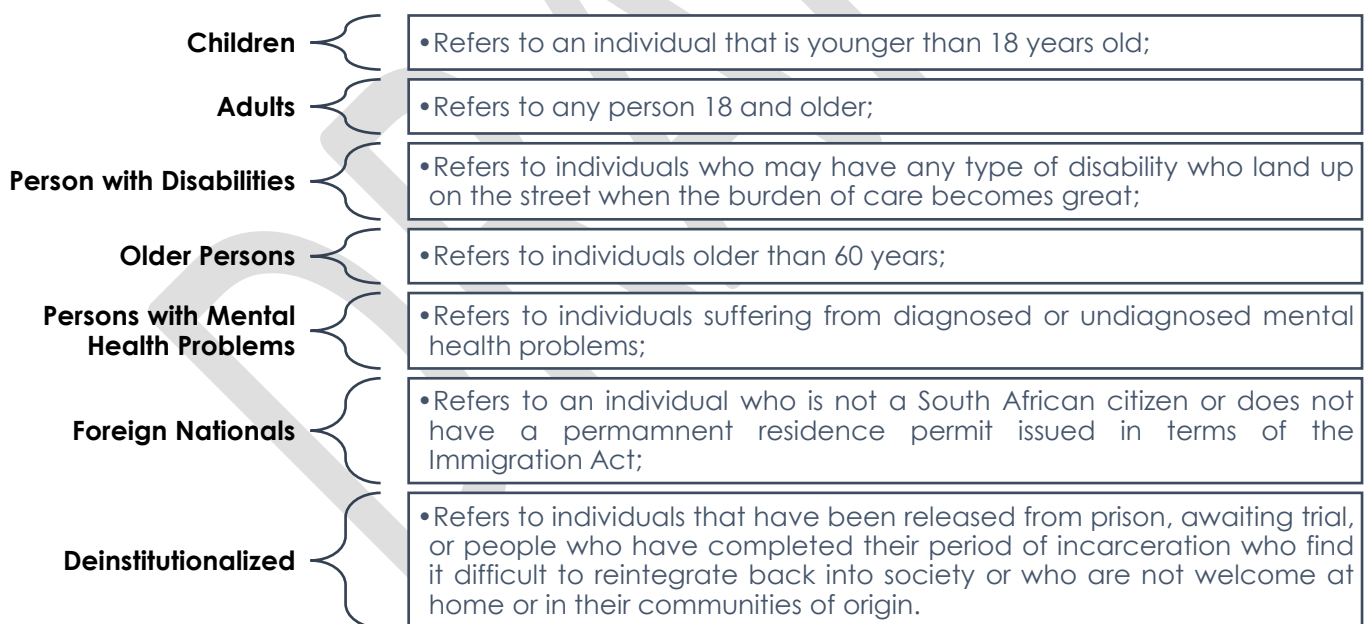
2.4.   Relevant Demographic Factors

Children	• Refers to an individual that is younger than 18 years old;
Adults	• Refers to any person 18 and older;
Person with Disabilities	• Refers to individuals who may have any type of disability who land up on the street when the burden of care becomes great;
Older Persons	• Refers to individuals older than 60 years;
Persons with Mental Health Problems	• Refers to individuals suffering from diagnosed or undiagnosed mental health problems;
Foreign Nationals	• Refers to an individual who is not a South African citizen or does not have a permamnent residence permit issued in terms of the Immigration Act;
Deinstitutionalized	• Refers to individuals that have been released from prison, awaiting trial, or people who have completed their period of incarceration who find it difficult to reintegrate back into society or who are not welcome at home or in their communities of origin.

Figure 1: Relevant demographic characteristic associated with rough sleepers

2.5.   Contextual issues around Rough Sleeping

In response to a large percentage of homelessness being the result of a breakdown of family relations, much of the research recommends family and parenting interventions as focal areas for preventative measures. Other preventative measures focus on those at-risk of losing their

homes (whether owned or rented), though it must be noted that this forms a relatively low percentage of causes of rough sleeping.

Shelters and safe spaces play a role in providing an environment in which rough sleepers can shift their focus, from basic survival mode, towards expending energy on trying to leave the street and reintegrating into society. The safety provided by shelters and safe spaces is particularly important for women, who would otherwise be at greater risk than their male counterparts, of various forms of gender-based violence, abuse, discrimination and exploitation. Apart from merely providing physical shelter, a strengths-based approach to resolving rough sleeping is also offered by many shelters. This draws on the innate abilities of the individual and seeks to unlock these through training or employment opportunities that tap into community resources (e.g. through a partnership with local skills NGOs and business chambers). It should be noted, however, that transitional housing or shelters may be required to support a pathway to permanent housing and reintegration into society[3].

A decision to remain on the streets is further often influenced by shame, with many individuals, who has left home to make a living, embarrassed by the prospect of returning without the ability to provide any economic and financial support to family members who are experiencing acute poverty. Mere access to employment is, however, not enough, and long-term support is often required to ease the transition into 'normal' life. Facilities such as the Expanded Public Works Programme (EPWP) play an important role in providing short-term employment opportunities for unskilled people, including rough sleepers. While providing a 'leg-up', the temporary nature of the employment often undermines the ability of rough sleepers to escape poverty traps, or amass skills in high demand from the labour market. A need exists to create platforms for skilled or relatively well-educated rough sleepers so that they might be supported through developmental programs.

As previously discussed, rough sleepers are themselves not a homogeneous group and rough sleeping, in turn, affects individuals differently. Despite their differences, some experiences are common across all groups. Primary among them is victimisation from policing and business entities (occurring between 50%-75% of rough sleepers). The outcome is that these individuals

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[3] *"First phase facility is designed for potential and current clients who come directly from the street to shelter to provide in their most basic needs. Second phase facility is designed for potential and current clients need to stabilize in a shelter after first phase period. It is especially directed towards clients who are working and in a position to function independently. The facility should be more flexible, private and prepare clients for reunification or reintegration into society" (Western Cape Government, 2015. Norms and Standards for Shelters for Homeless Adults. Available online).*

are often perceived as being criminal due to rough sleepers conducting private activities in public places noting that some of these activities are prohibited by City by-laws.

There is very little information relating to the morbidity and mortality amongst rough sleepers in South Africa. Rough sleepers may have existing health problems (e.g. mental disorders, addictions) which contribute to homelessness, and other health problems (e.g. malnutrition, injuries due to physical assault) may arise because of homelessness. Substance abuse (encompassing alcohol and illicit drugs) is often associated with homelessness, sometimes as a cause of it, other times as a result of it (as a coping mechanism adopted for the inherently harsh living conditions). The prevalence of substance abuse, amongst persons living on the street, poses a threat to the reintegration process for an individuals. The reality is that the majority of persons living on the street require substance abuse rehabilitation, however, due to a lack of rehabilitation centres or limitations in out-patient services, it proves to be a major challenge.

Similarly, homelessness and mental illness are interdependent variables in that one can cause the other and *vice versa*. Some mental illnesses among rough sleepers can thus be attributed to the conditions and stresses they are exposed to and the associated stigma. Some of the most common mental disorders among the rough sleeping population include affective disorders such as depression and bipolar disorder, schizophrenia, anxiety disorders and substance abuse disorders (Tarr, 2018). The Western Cape Government Department of Health (WCDoH) offers hospital services for mental health care to individuals across the province (Western Cape Government, 2021). The City currently performs various healthcare functions, through agreement in the form of a service level agreement with the Western Cape Government that includes: child health services; general services such as treating chronic diseases, HIV and AIDS, substance abuse, sexually transmitted infections and tuberculosis; men's health services; women's health services; youth-friendly health services and more recently Covid-19 related services.

Furthermore, 'routine' activities such as begging for food or money have been shown to produce high levels of stress among rough sleepers, in part due to the uncertainties involved. It is important to note that although rough sleepers often demonstrate extensive knowledge about where to access health care services, this however does not directly translate into the frequent use of such services. The effects of persistent or ~~and~~ aggressive begging on the broader community include safety concerns, community image, impact on businesses, strain on social services and challenges in legal and regulatory responses. Addressing the effects of persistent or aggressive begging, which means the intent to intimidate another person to

giving money or goods, often requires a comprehensive approach involving social development services, law enforcement and community outreach.

Survival on the streets under challenging circumstances, thus, often depends on a combination of intrapersonal (physical and emotional strength, and religiosity/spirituality), interpersonal (help from peers) and community resource factors (help from the public and organisations) for resilience.

Rough sleepers are also noted as having a profound ability to establish rules amongst themselves on navigating and utilising shared public spaces amongst themselves. This resilience provides a counter-narrative of rough sleepers not being victims of their gravely disadvantaged social and economic conditions, but also as strong human beings with an active role to play in their own development, with a robust set of skills and rich social networks. These social networks are used in part for identifying job opportunities or other forms of income generation. On the whole, such social networks are used to foster a sense of belonging. However, the presence of rough sleepers in public spaces can have several disadvantages, both on the individual and the broader community.

Responses to homelessness (and more specifically rough sleeping) are largely provided by Faith Based Organisations (FBOs), Non-profit Organisation (NGOs), Public Benefit Organisations (PBOs), Community Based Organisations (CBOs) and similar entities that use a variety of approaches, paradigms, and methodologies to either prevent or address homelessness. The most prominent form of support availed to people engaging in rough sleeping is shelters, which are typically run by non-profit organisations. Shelters often only take in rough sleepers for limited periods of time, and under various conditions such as sobriety or attendance of developmental programmes. As a result, some rough sleepers engage in 'shelter-hopping', which entails 'gaming' the system to derive maximum benefit from shelters without fully committing to the reintegration process. Other rough sleepers avoid shelters as they typically do not accommodate couples who wish to sleep in close proximity to each other, resulting in some underserviced individuals.

Rough sleeping is highly prevalent in Cape Town according to data on the number of rough sleepers. The Census study conducted in 2022 found that there were 6 630 rough sleepers on the city's streets. Previously, the Western Cape Government (WCG) estimated that were approximately 4,682 street people in the city, 700 of which lived in the Central Business District (CBD).

Whilst shelters are typically run by not-for-profit organisations the City has established three "Safe Spaces" that operate around Cape Town. These Safe Spaces are temporary, transitional places of safety, where rough sleepers can sleep and store valuables. Guidance and care are provided to rough sleepers with the aim of assisting them towards re-integration. Safe spaces also serve as drop-in centres where persons are able to access:

a) Primary health- and social services;

b) Basic services such as ablutions, water and storage lockers;

c) A safe place to sleep, operating between 5pm and 8am, with dorms for males and females;

d) A space from which to refer street people to necessary services;

e) Matrix and substance abuse rehabilitation programmes;

f) City EPWP opportunities; and

g) Holistic and Developmental programmes, including programmes such as Life Skills Training, Job Readiness and Family Strengthening.

As such, funding for assisting rough sleepers is spread across safe spaces, awareness campaigns and programmes, EPWP opportunities and grant-in-aid funding for shelters and other services. The distribution of this spending is illustrated in the graph below:
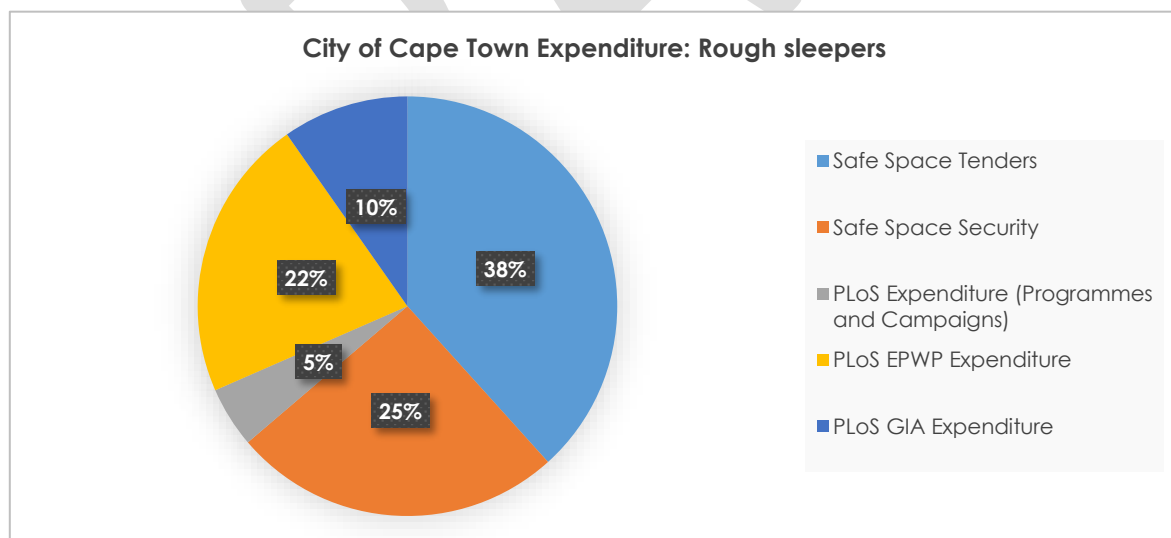

Figure 2: Expenditure on Rough Sleepers, 2022/23 Financial Year

As can be seen, the majority of spending is allocated to safe spaces and safe space security (the figures in the above chart do not include staff costs and therefore do not take into account funding spent on human resources to engage rough sleepers). The following Safe Spaces have been established by the City, in partnership with the WCG, NPOs and other community organisations:

Culemborg Safe Space 1 (CBD):

The Culemborg Safe Space was launched in June 2018 as a pioneer project by the City's SC&ECD Department, and served as a transitional measure to assist 230 people in the CBD area. Currently *Matdoc Projects*, an NPC, is managing this Safe Space, and has done so since 1 September 2020.

Culemborg Parking Lot (CBD):

The Culemborg Parking Lot was launched in 2020 as a transitional housing facility focusing on assisting rough sleepers' transition from homelessness to a permanent housing solution. Currently *Take Note SA*, an NPC, manages the operations of the Safe Space on behalf of the City. The Facility can accommodate 280 people, (198 males and 82 Females) in separate dorms. Since 2022 this Safe Space has also been offering dorms for the LGBTQIA+ community living on the street.

Safe Space at Paint City (Bellville, Cape Town):

After Bellville CBD was deemed as having the highest prevalence of rough sleepers by the 2018 enumeration, the City invited NGOs/organisations with experience in providing services to vulnerable groups, especially persons living on the street, to tender for the operations of the Safe Space. The facility's doors were opened on 20 April 2020. Currently *Matdoc Projects*, an NPC manages the operations on behalf of the City.

Paint City can accommodate 250 rough sleepers per day and offers comprehensive assessment services and developmental programmes with the aim of allowing the person living on the street to transition successfully, to remain off the street and to exit the programme.

The below table outlines the number of people utilising bed spaces at the Safe Spaces, for the 2022/2023 financial year. Persons living on the street are allowed to remain at a safe space for a period of 6 months provided they agree to partake in the social services and developmental programmes on offer.

Safe Space	Number of people assisted in 2022/23 fin. year
Culemborg Safe Space 1	661
Culemborg Parking Lot	536
Paint City	430
Total	**1627**

Table 4: Number of people accommodated in Safe Spaces, 2022/23

All of the City's Safe Spaces, with the assistance of qualified social workers employed by the operators, facilitate re-integration for those persons on the street who wish to be assisted with these processes. Whilst funding for these processes are often sought, in most instances the Safe Spaces are required to pay for these services. Safe Spaces do not receive grant funding from the National Government and are financed from the City's rates account. The below table is an indication of re-integrations that have been facilitated by the Safe Spaces *(figures are from inception till June 2023)*.

Safe Space	Type of Reintegration[4]	Number
Culemborg Safe Space 1, C	Reintegrations	397
	Family Re-Unification	68
	Relocation	Unknown
Culemborg Parking Lot	Reintegration's	67
	Family Re-Unification	71
	Relocation	33
Paint City	Reintegration's	116
	Family Re-Unification	37
	Relocation	Unknown
		Total 789

Table 5: Reintegration facilitated by Safe Spaces, inception – as at June 2023

The operation of safe spaces (support services and space) is a collaborated effort between the City and NPOs. The operational aspects are undertaken by NPOs that are appointed by the City through tender processes.

The funding from the City for safe spaces covers the establishment and operating thereof, as well as the security requirements. During the 2022/2023 financial year, the City spent approximately R55 million on safe spaces and safe space security. The City is currently in the process of establishing additional Safe Spaces in the 2023/2024 financial year. The establishment of the Safe Spaces will contribute an additional 400 bed spaces which will reduce the number of people sleeping in open spaces and provide access to developmental services.

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[4] Re-integration is inclusive of re-unification, re-integration and relocation.

3. Problem Statement

There are a number of components and factors to consider when assessing the challenges of, and challenges associated with, rough sleeping. Although these components and factors are complex and multi-faceted, these issues can be broadly be grouped into the five themes.

3.1. Legal and Regulatory Alignment

An overarching national framework to fully address homelessness, including rough sleeping and its effects, has never existed in South Africa. This constitutes a large policy deficit, which has led to incoherent homelessness policy and strategy at all government levels. This deficit was especially evident during the Covid-19 pandemic, the resultant lockdown and its socio-economic consequences. Apart from this policy gap, National Government's response to homelessness can also be characterised as being bureaucratically constrained, and lacking in innovative and proactive measures as well as funding to address the issue. It is within this context that the City, has spent significant effort, as well as funding, to address rough sleeping.

This policy deficit has also resulted in uncoordinated approaches of service providers, NGOs and government departments in dealing with homelessness in its multi-faceted forms. Additionally, service providers in the sector have not been held legally accountable to deliver on their mandates, and to provide much-need services to their beneficiaries – rough sleepers.

3.2. Institutional Responsibilities

From a City perspective, little transversal strategic direction has been provided in order to address rough sleeping. This has resulted in poor alignment between different directorates, departments and different law enforcement departments who develop and enforce by-laws. Furthermore, it has led to uncertainty surrounding the roles and responsibilities of City departments in contributing towards (1) preventing rough sleeping, and (2) interventions that address and assist people currently engaging in rough sleeping. Interventions include programmatic support for environmental health interventions and cleansing, reporting of unlawful occupation of buildings or public sites, the maintenance of public spaces, and guiding rough sleepers to the appropriate City and non-City channels for assistance.

This problem is further compounded by a lack of City-wide standardised policies, procedures or guidelines for the management and monitoring and evaluation of programmes dealing with rough sleeping in the City.

3.3. Socio-economic and Community Issues

It is imperative that rough sleeping is understood by not only focusing on the concept of a home or shelter, but also by considering the psycho-socioeconomic drivers and outcomes of rough sleeping, particularly for the development of appropriate interventions. Such drivers and outcomes of rough sleeping include substance abuse, family dysfunction and conflict, mental and physical health issues, poverty, unemployment, and a lack of social security and housing.

Currently, however, there is an incoherence around addressing these psycho-socioeconomic **drivers** and **outcomes** of rough sleeping and a non-articulation of commitments around relevant roles and responsibilities.

Another major challenge the City faces is the unwillingness for some rough sleepers to take up opportunities provided by the City, NGOs and other organisations that provide pathways to reintegration, shelter and employment opportunities. The City has found that multiple offers of assistance have at times been refused, adding to the difficulty of addressing the challenge and providing support.

3.4. Data Scarcity

The City does not currently have an accurate, up-to-date measure of how many people are engaging in rough sleeping in Cape Town. Equally, City-data around rough sleepers is not refined enough to support allocation to the different categories of rough sleeping. This impacts on the development of planned interventions, the monitoring and evaluation of such interventions, and the allocation of resources to address rough sleeping in its entirety.

For instance, the City does not have accurate information on how many rough sleepers are living with disabilities. This affects its ability to address the issue, as these interventions would need to be specific and differ from broader interventions. The City also does not effectively monitor pre-emptive interventions to mitigate against migration to the street.

3.5. Funding and Resources

Because the City's repository of rough sleepers is not accurate or up to date, the funding quantum required to reduce or prevent rough sleeping is difficult to determine. Further clarity is also required around the sources of funding available to enable effective interventions around rough sleeping.

There is a need for the City to be able to breakdown its funding commitments according to the City-led programmes that have the highest degree of impact. It needs to understand what these programmes cost at:

a) A programmatic level (i.e. what does it cost to run the Safe Spaces programme, mental health programme, GBV programme etc.);
b) At an individual level (i.e. what does it cost to reintegrate individuals (via City and non-City interventions); and
c) At a staff resourcing level.

Greater foresight of the funding required from non-governmental actors is also required and the City's involvement in this fund-raising should be set out. To this end, the City will need to understand what other actors require, at an individual and programmatic level, and what funding is required to reintegrate individuals from engaging in rough sleeping. Additionally, the City needs to understand the relative impact the funding has (cost-benefit), in order to possibly (re)prioritise or augment programme offerings.

4. Legal, Regulatory and Strategic Context

4.1. Legal and Regulatory Context

In delineating the mandate of the City to support rough sleepers, it is important to provide the legislative context to the matter. The Constitution of the Republic of South Africa, 1996 ("Constitution") as the founding document of South Africa's democracy, underpins all other salient legislation and policy pertaining to rough sleepers. The Constitution provides guidance on the role of various spheres of government:
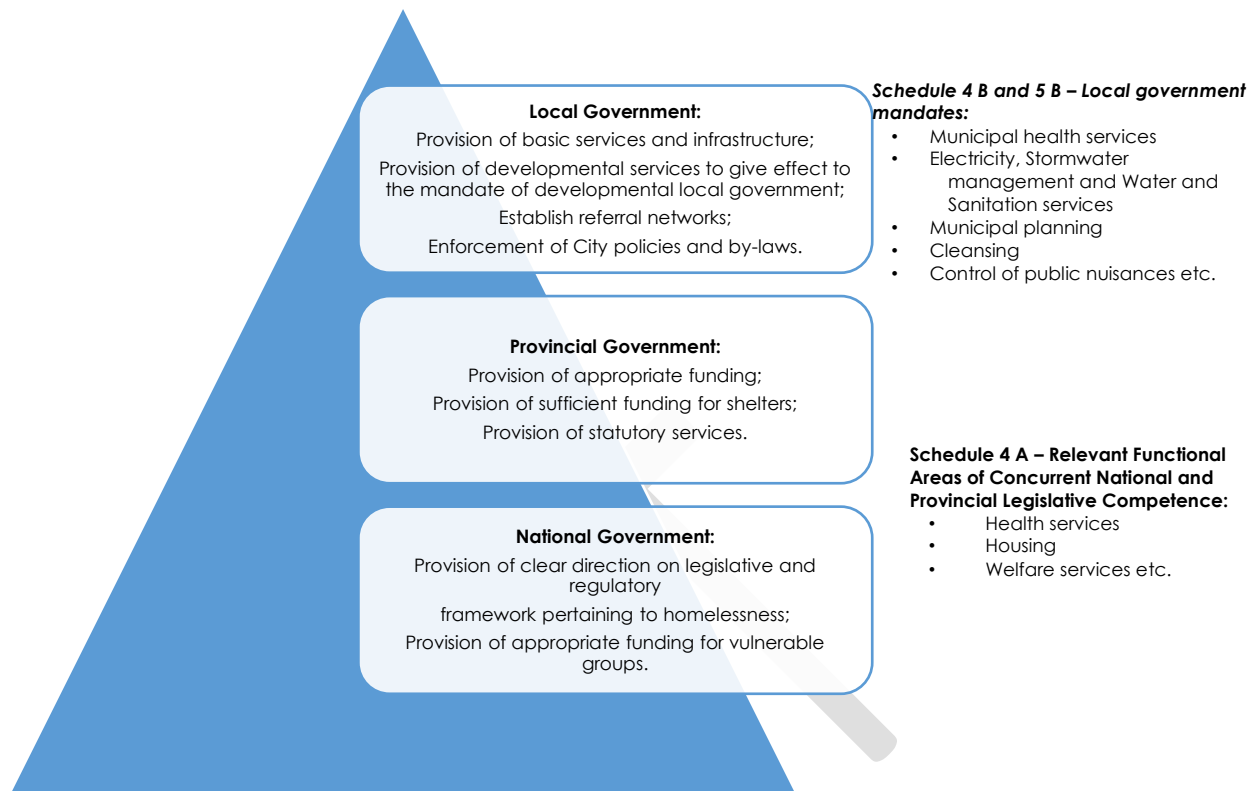
Figure 3: Constitutional guidance on provisions relating to Homelessness and Rough sleepers.

Though not an exhaustive list of legislation, the following section summarises the key provisions of relevant Acts in relation to the issue of rough sleepers. There are a number of pieces of legislation and regulatory requirements which impact rough sleepers or aspects of homelessness.

Legislative and Regulatory Implications for the City	
National Instruments	**Impact on City response to rough sleeping**
The Constitution of the Republic of South Africa, 1996	The Constitution is the supreme law of South Africa, and entrenches specific rights and responsibilities to those living in the country. Section 26 of the Constitution recognises that everyone has the right to have access to adequate housing, and that the state must take reasonable legislative and other measures, within its available	While it is clear that 'Welfare' is a legislative competence reserved for provincial and national government in terms of Part A of Schedule 4 of the Constitution, the City does have a Constitutional obligation to promote social and economic development and to promote a safe and healthy environment for all. This obligation extends to the entire City but requires

	resources, to achieve the progressive realisation of this right. Additionally, the Constitution enshrines basic human rights including human dignity (section 10), privacy (section 14) the right to access to health care services (section 27). Section 152 also mandates local government to ensure the provision of services to communities in a sustainable manner; promote social and economic development and to promote a safe and healthy environment.	special application in responding to rough sleeping.
Municipal Structures Act, 1998 (Act 117 of 1998)	*Inter alia*, the Act provides for an appropriate division of functions and powers between categories of municipalities, and regulates the internal systems, structures, and office-bearers of municipalities.	The Act determines that a municipal council must strive within its capacity to achieve the objectives set out in section 152 of the Constitution, and among other requirements, review the needs of the community and its priorities to meet those needs.
Municipal Systems Act, 2000 (Act 32 of 2000)	The Act *inter alia* provides for the social and economic upliftment of local communities; universal access to essential services that are affordable to all, the municipality working in partnership with the local community, and, empowering the poor and overall social and economic upliftment of communities in harmony with their local natural environment.	The Act sets out that municipalities must be responsive to the needs of its local community, and contribute together with other organs of state to the progressive realisation of fundamental rights contained in the Constitution.

Housing Act, 1997 (Act 107 of 1997)	In terms of the Act, National, provincial and local spheres of government must promote the "establishment, development and maintenance of socially and economically viable communities and safe and healthy living conditions to ensure the elimination and prevention of slums and slum conditions". Further, all three spheres of government are compelled to promote the "meeting of special housing needs".	This Act does not refer directly to homelessness or the narrower conceptualisation of rough sleeping. As noted however all spheres of government have a general role in improving living conditions for residents.
Other relevant national Acts and policy instruments:	• Children's Act, 2005 (Act 38 of 2005); • National Health Act, 2003 (Act 61 of 2003); • Prevention and Treatment for Substance Abuse Act, 2008 (Act 70 of 2008); • Prevention of Illegal Eviction from Unlawful Occupation of Land Act, 1998 (Act 19 of 1998); • Social Assistance Act, 2004 (Act 13 of 2004); • Spatial Planning and Land Use Management Act, 2013 (Act 16 of 2013); • Older Persons Act, 2006 (Act 13 of 2006); • White Paper for Social Welfare, 1997; • National Child Care and Protection Policy, 2019; and • National Youth Policy, 2020 – 2030.	
Western Cape Government Instruments		
Western Cape Department of Social Development, Street People Policy, 2004	The principle aim of this policy is to develop an integrated and holistic policy approach to effectively deal with the question of the street people across the Province.	The Policy sets out how local government can play a meaningful role in addressing the challenges of rough sleepers in Cape Town.
Western Cape Department of Social Development, Norms and Standards for Shelters for Homeless Adults, 2015	The purpose of the Norms and Standards is to provide the minimum acceptable level of care and services within the shelter context. In addition, it assists in setting clear guidelines on how these services are to be provided.	Among other provisions, it identifies outcomes for shelters as: • Enhancing the social functioning of beneficiaries, increasing the resilience, and decreasing the vulnerability of beneficiaries; • Promoting social inclusion;

		• Facilitating the reunification of homeless adults from shelters into the family; • Facilitating the reintegration of homeless adults from shelters into the community; and • Promoting social and economic skills development in order to find employment for sustainable livelihoods.
Western Cape Department of Social Development, Service Delivery Charter, 2020 – 2025	As required by Public Service Regulation, 2016, the Charter sets out the service standards that members of the public can expect from the Western Cape Department of Social Development as well as explaining how the department will meet these standards.	Through the Charter, the Western Cape Department of Social Development commits to manage the development and implementation of social welfare and restorative services programmes.
Other relevant provincial Acts and policy instruments:	• Constitution of the Western Cape, 1998 (Act 1 of 1998); • Western Cape Land Use Planning Act, 2014 (Act 3 of 2014); and • Western Cape Department of Social Development Standard Operating Procedure for the Removal of Street Children to a Place of Safety and Subsequent Processes, 2015.	
Relevant City of Cape Town By-laws		
Streets, Public Places and the Prevention of Noise Nuisances By-law, 2021	The By-Law regulates conduct in public places to ensure the sustainable management of public places. Prohibited activities include: • Blocking pavements; • Occupying public spaces against direction from peace officers or metropolitan police; • Starting or keeping fires in public spaces; • Sleeping overnight or erecting shelters in public spaces; and • Persistent begging.	The By-law requires that alternative accommodation be offered and where individuals refuse compliance notices will be issued. Upon further refusal to comply the individuals will be issued with a notice to appear in court and warrant of arrest should the individual fail to appear in court. Sections 22A(3) and 22A(4) of the By-Law further place a specific duty on City officials to exercise powers reasonably, and with regard for every person's fundamental rights in terms of the Constitution.

Integrated Waste Management By-law, 2009	Regulates and controls waste management in the City of Cape Town so as to ensure a safe, healthy and sustainable environment and to ensure that the rights of individuals are protected.	Prohibits activities such as littering and dumping.	
Public Parks By-law, 2010	Regulates and controls local amenities and municipal parks and recreation facilities.	Prohibits the admission into enclosed public parks through illegal entry points; the building, erection or creation of structures and lying on grass, flower beds, benches or seating places in contravention of a notice or in a way detrimental to others.	
Unlawful Occupation By-Law, 2021	Seeks to prevent the unlawful occupation of land and buildings.	Explicitly sets out existing powers of law enforcement to protect land and buildings from unlawful occupation.	
Other relevant By-laws and policy instruments:	• City of Cape Town Municipal Planning By-law, 2015; • Human Settlements Strategy, 2021; and the • Social Development Strategy, 2013.		

Table 6: Legislative and Regulatory Environment impacting Rough sleepers

The responsibility for implementing the legislation is spilt across various spheres of government and is sometimes shared between these as shown in the table below:

Responsibility for implementing various pieces of legislation:

Legislation	City	Province	National
The Constitution of the Republic of South Africa, 1996	X	X	X
Municipal Structures Act, 1998 (Act 117 of 1998)	X	X	
Municipal Systems Act, 2000 (Act 32 of 2000)	X	X	
Housing Act, 1997 (Act 107 of 1997)	X	X	X
Western Cape Department of Social Development, Street People Policy, 2004		X	
Western Cape Department of Social Development, Norms and Standards for Shelters for Homeless Adults, 2015		X	

Western Cape Department of Social Development, Service Delivery Charter, 2020 – 2025		X	
Streets, Public Places and the Prevention of Noise Nuisances By-law, 2021	X		
Integrated Waste Management By-law, 2009	X		
Public Parks By-law, 2010	X		

Table 7: Responsible authority for implementing legislation

4.2.   Strategic Context

The development of a Strategy to reduce Rough Sleeping aligns with a number of strategic objectives and imperatives of the City. Aspects of rough sleeping fall within certain City mandates and the move towards reframing the approach to rough sleeping from a public health and well-being perspective requires strategic guidance.

The Integrated Development Plan (IDP) 2022-2027 seeks to position Cape Town as a **City of Hope for All** and outlines a number of strategic objectives. This Strategy aligns to the following objectives:

OBJ 1: Increased jobs and investment in the Cape Town economy

OBJ 2: Improved access to quality and reliable basic services

OBJ 15: A more spatially integrated and inclusive city

OBJ 16: A capable and collaborative City government

5. Scope of this Strategy

This Strategy, in trying to address the existent problem of homelessness, is applicable to those who currently engage in rough sleeping (as per the definition outlined in this document) as well as communities who are at risk of migrating to the street, in order to prevent the expansion of rough sleeping.

Unlike other City strategies, the interventions are targeted at an individual or family level. Therefore, the focus of this document should not be confused with operational actions that are undertaken such as to prevent unlawful occupation of public spaces, the resolution of problem buildings or the provision of state-subsidised housing.

In Scope	Out of Scope
Pre-emptive, community based actions to mitigate vulnerability to future rough sleeping;	Provincial Government administration of Shelters;
City-led programmes of support for those living on the street: • EPWP opportunities; • Access to Matrix® Clinics,	• Support for Children living on the street; • Psychological assessments;
Safe Space provision for rough sleepers;	Removing rough sleepers from unlawfully occupying non-City owned buildings;
Services and disbursements for NGOs to provide: • **Shelter;** • **Work opportunities;** • **Access to substance abuse treatment.**	Implementation of the City's Inclusive Economic Growth Strategy.
Removal of rough sleepers from unlawfully occupied City-owned buildings or land;	
Provision of City immovable infrastructure (land and buildings) for NGOs to provide: • Shelter • Work opportunities	

• Substance abuse treatment	
Cleansing of public space whilst occupied by rough sleepers, and after eviction;	
Incentives for communities to get involved in: • Maintaining public spaces; • Donating to shelters (food, clothing, money);	
Communication and Advocacy opportunities relative to rough sleepers: • Funding streams & opportunities; • Data capturing.	

Table 8: Scope of the Strategy to reduce Rough Sleeping

6. Desired Outcome, Principles and Objectives

6.1.   Vision

The vision for the Strategy is:

To reduce Rough Sleeping

The vision is premised across three Strategic Focus Areas:

A. **Prevention**: A primary aim of this strategy is to prevent residents from migrating to the street. To work towards **prevention**, it is essential to understand the contributing factors that cause people to migrate to the streets.

B. **Intervention**: Rough sleepers require continuous assistance with accessing opportunities for employment, housing and health care. **Interventions** addressing these issues are necessary for rough sleepers to reintegrate back into society.

C. **Collaboration and partnerships:** Fostering collaboration among government agencies, non-profit organisations, healthcare providers, community leaders, and individuals with lived experiences of rough sleepers**.** Help to expand support programmes for rough sleepers by creating new ones or combining and strengthening existing ones.

6.2.   Principles

A *City of Hope for All*

The central tenant of the City's current IDP is to be a *City of Hope for all* – a prosperous, inclusive and healthy city where people can see their hopes of a better future for themselves, their children and their community become a reality. We must use the public resources entrusted to us to co-create a city that is more caring, more inclusive, more prosperous, more united, more respectful, safer and freer. The Strategy hopes to contribute to this vision through effectively assisting rough sleepers toward reintegration as well as respecting the rights of all other residents.

Affirming the dignity of all who reside in the City of Cape Town by upholding the law

The human dignity of every person, including rough sleepers, should be protected and upheld. To this end, access to psycho-social care, diverse housing options, economic opportunities and developmental services will be advocated for.

All of Society through collaboration

The Strategy intends to address the challenge of rough sleepers by facilitating an all-of-society approach in implementing the strategic priorities of the City and by contributing to an enabling environment in which all entities can contribute to the implementation of the Strategy.

Being homeless is not a crime

While many of the externalities of being homeless or rough sleeping may result in the violation of City by-laws, it is important to remember that being homeless or rough sleeping is not a crime. There needs to be a balance between upholding and enforcing by-laws, but also reviewing by-laws and policy instruments that make it difficult for rough sleepers to engage in the typical activities that most people carry out on a daily basis, or in activities that help keep them safe, which may undermine the dignity of rough sleepers. Not finding this balance can exacerbate the problem and create further social exclusion. The City hopes to avert this notion through the implementation of a strategy that takes into account human dignity and understanding the challenges that rough sleepers may face including trauma. However, in exercising this principle the City will ensure that policies, legislation and by-laws are applied equally to all residents.

Ensuring access to public spaces for all residents

In tackling rough sleeping and taking into account the multifaceted nature of the problem the City must also take into account the importance of protecting and maintaining public spaces from damage, and ensuring the use and enjoyment of public spaces by all members of society. It is essential that all residents are able to access and enjoy the use of public spaces that are well functioning and safe. Reducing the number of rough sleepers is essential to ensuring sustained access and use for all.

6.3.   Objectives for the strategy

a) Establish policy guidance and coordination within the City, and working with other spheres of government to address rough sleeping through advocacy and systematic integration;

b) Discern the roles and responsibilities of City stakeholders to ensure effective collaboration and planning;

c) Address the root causes and socio-economic contributors to rough sleeping through city-wide prevention programmes and improving referral pathways internally (within the City) and externally (with non-City actors);

d) Improve data capturing and processes to monitor and track rough sleeping in Cape Town as well as the impact of interventions to reduce the number of people engaging in rough sleeping; and

e) Understand the funding and resource requirements to effectively implement sustainable prevention and intervention programmes.

6.4. Strategic Shifts

a) Make reducing rough sleeping everyone's business. All relevant departments in the City need to understand that they are co-dependent in effectively instituting prevention, intervention, and collaboration in responses to rough sleeping. This can also involve identifying those strategic levers that reside within other departments (i.e. implementation of the City's Inclusive Economic Growth Strategy or the Human Settlements Strategy);

b) Establish a continuum of care for rough sleepers so that the City's actions are seen as continuous rather than once-off interventions;

c) Effectively communicating around rough sleeping that includes the City's own interventions as well as advocating for actions of non-City actors. This can also involve drafting of Systems and Procedures and Service Level Agreements to achieve this;

d) Using a well-maintained data repository to inform prevention, intervention and collaboration steps. Data can also serve as a method of communication;

e) Communicating on how other stakeholders are able to get involved in addressing rough sleeping; and how they are able to engage the City; and

f) Capacitating internal departments to effectively and efficiently respond to the growth in rough sleepers.

6.5. Approach of the Strategy

As an overarching approach, the City will employ a public health approach to overcoming rough sleeping and assisting rough sleepers. A public health approach to rough sleeping involves addressing the issue of rough sleeping from a broader perspective that considers the social determinants of health and focuses on prevention, intervention, and collaboration amongst various stakeholders. This approach recognises that rough sleeping in Cape Town is not just about insufficient housing, but rather a complex set of social factors influenced by

poverty, mental health, substance abuse, and family violence. While not all of these aspects sit within the City's domain, the City will use the available channels to advocate for relevant change and the uptake of this broader approach.

This Strategy is linked to the City's Integrated Development Plan Objective 15: A more spatially integrated and inclusive city – *People Living on the Street initiative*:

> *"The City will support and collaborate with Province to alleviate the plight of the homeless and contribute to the required network of care. The City wants to expand its understanding of the reasons behind homelessness, and the most effective ways of improving the life chances of those engaging in rough sleeping, while fulfilling its responsibilities to manage public spaces for the benefit of all. Along with its partners, the City will prioritise the development of a network of care to reintegrate or reunite rough sleepers with their families, communities and society. This network includes social development assistance, access to safe spaces and shelters, access to primary healthcare, and access to the Expanded Public Works Programme and other development opportunities. The City will also work with partners to expand the safe spaces available to people living on Cape Town's streets."*

Strategic Threads:

The Strategy's approach can further be distinguished by the following strategic threads which seeks to connect the Strategy's various strategic focus areas:

A. **Regulatory Alignment:** ensuring that the City's legal instruments aligns with other spheres of government while advocating for relevant legislative changes. Within the City, this also refers to imbedding the Strategy's main tenants of responding to rough sleeping and creating policy certainty across City departments.

B. **Institutional Coordination:** aligning actions, activities, and processes of the multiple departments who play a role in reducing rough sleeping.

C. **Socio-economic and Community Considerations:** ensuring that the socio-economic and community aspects of rough sleeping are considered when developing prevention and intervention initiatives. This is also includes leveraging community networks to build partnerships and reduce rough sleeping.

D. **Data:** Collecting and analysing data to understand the scope and specific needs of the rough sleeping population. This information helps to inform policies and interventions, measure progress, and to allocate resources effectively.

E. **Funding and Resources:** clarifying funding sources, future funding streams, resource requirements, and opportunities for non-governmental actors' contribution toward the plan to reduce rough sleeping.

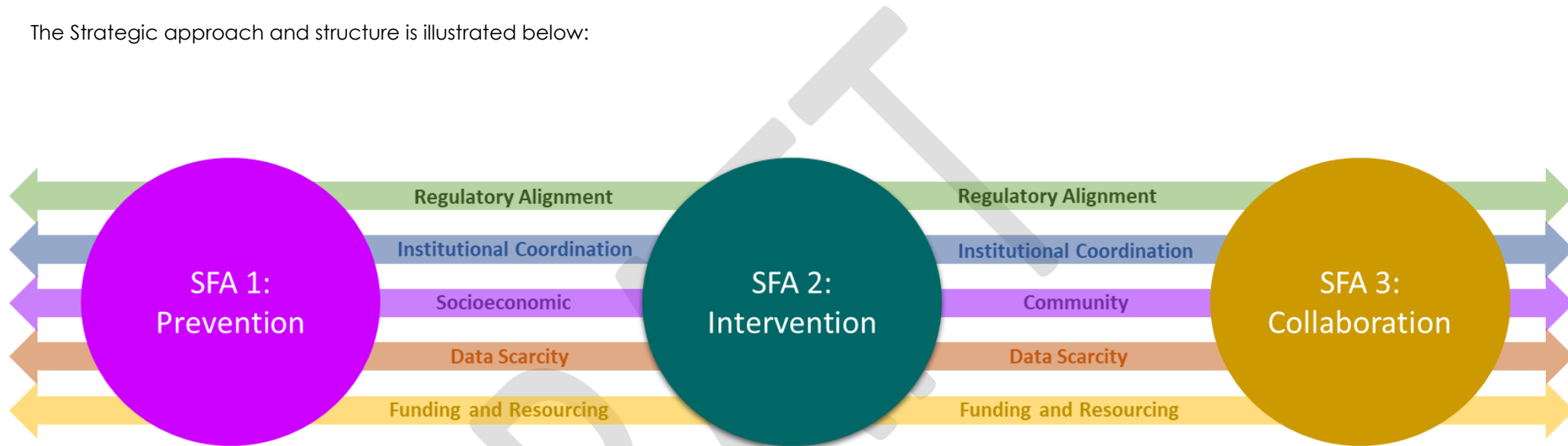The Strategic approach and structure is illustrated below:

Figure 4: Strategic Approach for Implementing the Strategy

7. Implementation, Interventions and Actions

7.1. Strategic Focus Area 1- Prevention of rough sleeping (Prevention)

The below actions consider potential migration approaches geared at reducing the expansion of the population of rough sleepers.

Summary of concerns and corresponding actions:

A. Regulatory alignment *(SFA 1: Prevention)*

This strategic focus area does not require consideration of regulatory alignment.

B. Institutional coordination: *(SFA 1: Prevention)*

Poor alignment exists between different City departments and the respective City law enforcement departments. Equally, City-wide policies, procedures or guidelines are not standardised for the management, monitoring and evaluation of programmes dealing with rough sleeping. As a result, a lack of defined strategic direction exists around reducing rough sleeping. Ultimately, uncertainty surrounding the roles and responsibilities of City departments exists in contributing toward the reduction of rough sleeping.

(1) **Policy Review:** This Strategy confirms that the desired outcome reducing rough sleeping over time, with a focus on chronic and newly migrated rough sleepers. Additionally, it outlines the strategic shifts that are required within the City in order to do this. The SD&ECD Department will undertake a policy review to ensure this strategic direction is pulling through the City's policy ecosystem. Where policy incongruence is found, SD&ECD will advocate via the City's Policy Process to amend contradictory policy statements.

Responsible department: SD&ECD, Policy and Strategy

(2) **Monitoring & Evaluation:** Certain City departments have direct bearing on community support structures, such that vulnerable persons might avoid turning to a life of rough sleeping. An overview of the City's interventions intended to bolster community resilience, provide access to social services, and increase overall well-being is provided below. Whilst not directly intended to target people who may turn to a life on the street, these initiatives do play an indirect role in mitigating future rough sleeping. Furthermore,

they represent the implementation of Strategy. The below table confirms the roles that departments play in preventing rough sleeping and the strategies that guide their actions:

Department	Strategy/ Action	Strategic departure point
SD&ECD department (Community Services & Health)	• Strategy; • Provision of social and development prevention programmes that enhance protective factors; • Make referrals to support structures.	Strategy to reduce Rough Sleeping Early Childhood Development Framework
City Health (Community Services & Health)	• Operating of clinics.	SDS RS IDP
Planning, Development and PMO (Community Services & Health)	• Project development and implementation of community facilities in vulnerable areas.	SDS RS IDP
Resilience department (Future Planning & Resilience)	• Establish vulnerability metrics for communities; • Influence City departments to direct social programmes to vulnerable areas.	RS
Revenue department (Finance)	• Implement measures within the Rates Policy as well as the Credit and Debt Control Policy that support indigent households with financial relief.	IDP
Informal Settlements (HS)	• Development of township areas with access to basic services and top-structure provision.	HSS IDP
Public Housing (HS)	• Maintenance and administration of the City's Community Residential Units and Hostels. • Providing additional housing opportunities.	HSS IDP

Area Economic Development (EG)	• Administration of informal traders and informal trading areas.	IEGS
Cleansing (UWM)	• Maintenance of the public space with regards to waste collection and cleansing.	IDP
Public Empowerment and Development (UWM)	• Provision of EPWP budget in order to create opportunities.	
Urban Regeneration (SP&E)	• Implementation of the Urban Regeneration Programme which supports vulnerable communities through the implementation of urban design, employment and safety programmes, and social programmes.	IDP
Disaster Risk Management (DRM)	• Conduct hazard and vulnerability assessments.	IDP

Table 9: City departmental roles in preventing rough sleeping

The City's Organisational Performance Management Department monitors the implementation this Strategy through corporate reporting. The City will consolidate reporting with respect to the relevant interventions that contribute towards the prevention of future rough sleeping and make these reports public through the City's CS&H portfolio committee.

Responsible Department: OPM, SD&ECD

(3) **Vulnerability Maps:** Via the City's Resilience department, the City will develop a map of vulnerable areas[5] to serve as an informant to rough sleeping prevention programmes.

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[5] According to the 'Vulnerability Index' developed by the Western Cape Government in partnership with the City.

(4) **Toolkit of Social Support Services:** In order to deepen its thematic focus on preventing future rough sleeping, the City will undertake a research project to better understand the drivers of rough sleeping, community indicators which suggest vulnerability to rough sleeping, and a toolkit of responses to rapidly address them. The City needs to be able to determine if its existent programmes are useful pre-emptive interventions to reduce rough sleeping or whether additional social support programmes are needed. By developing a toolkit of social support services, the City will be able to deploy a variety of responses across different contextual areas, as vulnerability toward rough sleeping increases. A consolidated response to prevention of future rough sleeping must be packaged accordingly with responsibilities outlined.

Responsible Department: Policy and Strategy, SD&ECD, Resilience

C. <u>Socioeconomic and Community Considerations</u>   *(SFA 1: Prevention)*

It is imperative that rough sleeping is understood by not only focusing on the concept of a home or shelter, but also by considering the psycho-socioeconomic drivers and outcomes of rough sleeping, particularly for the development of appropriate interventions. Such drivers and outcomes of rough sleeping include substance abuse, family dysfunction and conflict, mental and physical health issues, poverty, unemployment and a lack of social security and housing.

Currently, however, there is an incoherence around addressing these psycho-socioeconomic **drivers** and **outcomes** of rough sleeping and a non-articulation of commitments around relevant roles and responsibilities.

(1) **Early Prevention Strategies:** The City recognises that in order to reduce rough sleeping and people migrating to the street, the root causes of these drivers need to be understood. These are related to the social, economic and community conditions in which people grow up and live. As such, the City will contribute to, and advocate for, early prevention initiatives to be included in other strategies and programmes both internal to the City and externally as well.

Responsible Department: SD&ECD, City-wide approach

(2) **Prevention Strategies**–As shown in the research, community structures and access to them play a significant role in prevention as well as re-integration. The City will continue to enhance resilience through various projects and initiatives offered through the SD&ECD basket of services. Additionally, the City will undertake effective marketing

and communication campaigns on City's programmes to support vulnerable communities and individuals through media and social media releases.

D. Data Scarcity   *(SFA 1: Prevention)*

The City does not have an accurate, current measure of how many people engage in rough sleeping in Cape Town.   Equally, City-data around rough sleepers is not refined enough to support specific interventions that respond to the needs of the various individuals whom are rough sleeping (thereby affecting our planned interventions).   Accordingly, The City doesn't maintain a database which sets-out whether specific rough sleepers have benefitted from intervention programmes and whether they have moved into more secure housing (been reintegrated with society). As such, interventions can't be measured for impact.   Additionally, the City doesn't monitor pre-emptive interventions to mitigate against rough sleeping taking place. This means that the impact of these interventions is difficult to monitor. The City needs clear communication channels between itself and partner organisations (shelters, NGOs, FBOs etc.) in order to remain updated on measures instituted to support rough sleepers.

(1) **Mapping of interventions:** Once the package of pre-emptive interventions that contribute toward community well-being is confirmed, the City will need to track where these interventions are taking place. The location of the interventions must be overlaid with the Areas of Vulnerability map as mentioned above. It is important that the City is able to ascertain where its pre-emptive actions are taking place in order to ensure that such actions are geared towards intended targeted areas.

(2) **Spending in relation to interventions:** The City needs to determine the impact of these actions with respect to the increase of rough sleepers. Therefore, the spending and concentration of interventions must be monitored in a consolidated report within the framing of preventing future rough sleeping. These actions need to be compared to the database of rough sleepers, which is discussed under SFA 2 below.

E. Funding and Resourcing   *(SFA 1: Prevention)*

The funding quantum required to end rough sleeping is unknown given that data is inaccurate or incomplete. Additionally, clarity is required in relation to the sources of funding to enable interventions around rough sleeping. The City needs to be able to break-down its funding commitments according to the City-led programmes that have the highest degree of impact. It needs to understand what these programmes cost at:

The City also needs greater foresight in relation to the funding required from non-governmental actors. The City's involvement in such fundraising should be articulated. The City needs to understand what other actors require (at an individual and programmatic level), and the quantum of funding required to reintegrate individuals engaged in rough sleeping.

(1) **Review of financial spend:** Funding for City-led social programmes are drawn from a mixture of grants, municipal taxes, and private sector funding. The City will undertake a project to understand what it spends on preventative programmes for rough sleepers, across all portfolio of departments who are identified as responding to future rough sleeping. Within this project, the City will confirm the funding streams for each intervention.

Responsible Department: OPM, SD&ECD, Budgets

(2) **Analysis of financial spend:** The City will assess the funding spent by departments in mitigating future rough sleeping and separate this into projects and programmes. The City needs to attempt to draw comparisons between programmatic intervention and impacts felt at individual level. Whilst it may be difficult to attain perfect correlation, the City understands that it's important for it to identify where it is having impact with respect to rough sleeping reduction, how much that impact costs the City, and how that impact might be amplified by additional spending.

Responsible Department: OPM, SD&ECD, Budgets, Policy and Strategy

7.2. Strategic Focus Area 2: Support rough sleepers toward reintegration (Intervention)

The below actions consider future situations of rough sleeping and are geared at reducing the expansion of the population of rough sleepers.

Summary of concerns and corresponding actions:

A. Regulatory alignment *(SFA 2: Intervention)*

Incoherent homelessness policy and strategy narratives at the provincial and national government levels impacts upon the breadth of interventions that the City and its non-governmental partners are able to undertake when responding to existent rough sleeping. Additionally, perceived bureaucratic constraints exists within current government responses to homelessness instead of innovative, entrepreneurial, and proactive responses. This leads to an uncoordinated approach by service providers, NGOs and government departments when addressing rough sleeping. This also results in poor accountability by some service providers and governmental departments (the City as well as other spheres of government).

(1) **Adherence to regulations** the City occasionally utilises services providers for its interventions relating to rough sleeping specifically as it relates to operating Safe Spaces. In order to assure accountability and compliance with relevant legislation, the City will establish contract management controls for service providers who perform tasks on the behalf of the City.

(2) **Advocacy via Forums:** the City will establish quarterly fora with the relevant spheres of government as well as non-governmental actors, respectively. These fora will address intervention measures, funding constraints, data sharing, and advocacy requirements across all relevant actors.

Responsible Department: C3PM, SD&ECD

B. <u>**Institutional Coordination**</u>   *(SFA 2: Intervention)*

Poor alignment exists between different City departments and City law enforcement departments. Equally, City-wide policies procedures or guidelines aren't standardised for the management, monitoring and evaluation of programmes dealing with rough sleeping. As a result, a lack of defined strategic direction exists around addressing rough sleeping and its desired end-state. Ultimately, uncertainty surrounding the roles and responsibilities of City departments exists in contributing toward the reduction of rough sleeping.

(1) **Policy, SOP, Framework, and By-law Analysis:** Historically, the coordination of City responses to rough sleepers has been imbalanced. The below tables indicates the SD&ECD department's actions, as well as other City department activities, in responding to rough sleepers.

The City will undertake an assessment of how these various interventions contribute towards the desired outcome of reducing rough sleeping over time, specifically in relation to the work undertaken by the SD&ECD Department. In instances where actions by departments are found to be contradictory, the City will work to develop

management plans that directly target rough sleepers and the intended attainment of the desired outcome.

Programme	Intended impact
Engagement with Rough sleepers	To track rough sleepers and assess support required for referral to relevant actors.
Establishment of Safe Spaces	Provision of temporary transitional spaces to increase bed space for rough sleepers in order to reduce the number of people engaging in rough sleeping and encourage participation in developmental opportunities.
Placements in alternative accommodation	Facilitating access to developmental services offered by operators in order to reduce the number of people engaging in rough sleeping.
Winter Readiness Programme	Providing resources to qualifying shelters in order to increase bed spaces during winter months which assists in reducing the number of people engaging in rough sleeping.
Providing EPWP opportunities	Provide work opportunities for rough sleepers who participate in developmental programmes.
Give Dignity Campaign	To encourage citizens to give responsibly in order to discourage persistent begging.
Early intervention strategies	To reduce chronic rough sleeping and encourage reintegration back into society.
Sector engagement	Engagements with the homeless sector in an effort to coordinate services to rough sleepers.

Table 10: City programmes and Initiatives and the intended impact of these.

The following City departments have a role to play in responding to rough sleepers:

Department	Responsibility	Strategic Authority
Law enforcement	• Maintain order within the public domain • Make arrests, issue fines and referral notices	Streets, Public Places and the Prevention of Noise Nuisances By-law, 2007 Unlawful Occupation By-law, 2021 Public Parks By-law, 2010 Coastal By-law, 2020

Urban Waste Management	• Cleansing of public spaces	Integrated Waste Management By-law, 2009 Streets, Public Places and the Prevention of Noise Nuisances By-law, 2007
City Health	• Provision of primary health care at Safe Spaces • Provision of substance abuse treatment at Matrix Clinics • Provision of mental health screening services • Environmental Health monitoring	Environmental Health By-law, 2003
Recreation & Parks	• Provision of burial services • Access to City Facilities • Monitoring and reporting of prohibited activities at facilities	Public Parks By-law, 2010
Water & Sanitation	• Provision of access to water and sanitation at approved safe spaces	Water Strategy Water By-law, 2010
Economic Growth	• Facilitate work readiness via Jobs Connect Programme	IEGS
Library & Information Services	• Provision and facilitating access to information library services	SDS
Property Management	• Reservation of land and buildings for approved NGO's to provided additional bed spaces • Contract management of leases	Immovable Property By-law, 2015 Unlawful Occupation By-law, 2021
Human Settlements	• Ring fencing funding for repurposing available facilities • Expanding housing opportunities including affordable rental housing opportunities	HSS

Table 11: City departmental roles in providing intervention measures for rough sleepers.

(2) **Internal coordinating forum:** The City will establish a forum for those departments who are involved in interventions that address rough sleeping, to ensure proper internal communication around programmes and areas of vulnerability.

(3) **Sector Forum:** The City will establish a sector forum to provide non-city actors with a platform to engage the City on matters relating to rough sleepers.

Responsible Department: SD&ECD

(4) **Release of City-owned land or facilities**: The SD&ECD Department will work with other City departments to identify and make City-owned land and facilities available for qualifying NGO partners to establish safe spaces.

Responsible Department: SD&ECD, HS, Recreation and Parks

(5) **Continuum of Care:** The City will develop a continuum of care for rough sleepers, confirming that City support is on-going (rather being a once off intervention) and that clear pathways toward social reintegration are provided for rough sleepers. It should acknowledge that pathways will differ according to the categorisation of rough sleeping. All actions implemented by the City and its partners will be mapped to this continuum of care.

Responsible Department: SD&ECD

(6) **Risk Register:** The City will undertake a project to better understand the outcomes of rough sleeping, at an individual, community, and broader societal level. As rough sleeping continues to expand, the City must develop plans to respond to the outcomes of rough sleepers, specifically ventilating risks that have not been recognised before. Responsibility for deployment of programmes interventions must be determined by the City.

Responsible Department: SD&ECD, Policy and Strategy (Economic Analysis), Resilience (Risk), Spatial Planning and Urban Design

C. Socioeconomic and Community Considerations   *(SFA 2: Intervention)*

It is imperative that homelessness and associated rough sleeping is understood by not only focusing on the concept of a home or shelter, but also by considering the psycho-socioeconomic drivers and outcomes of rough sleeping, particularly for the development of appropriate interventions. Such drivers

and outcomes of rough sleeping include substance abuse, family dysfunction and conflict, mental and physical health issues, poverty, unemployment, and a lack of social security and housing.

Currently, however, there is an incoherence around addressing these psycho-socioeconomic **drivers** and **outcomes** of rough sleeping and a non-articulation of commitments around relevant roles and responsibilities.

(1) **Reintegration Programme:** The City will, together with its partners, develop a family reconciliation programme to assist in cases where it is a viable option for a person engaging in rough sleeping to be reintegrated or rehomed. This requires an analysis of the drivers which have led to a person migrating to the street and ensuring that rehoming is a safe option. Additionally, the City will develop models to map pathways out of rough sleeping for each rough sleeping category. The City will also explore innovative ways of delivering programmes to rough sleepers.

Responsible Department: SD&ECD, City Departments

(2) **Access to economic opportunities:** The City will leverage its EPWP work programme and initiatives to provide employment opportunities for rough sleepers. In addition to this, it will continue to run its work-readiness programmes such as the Jobs Connect programme in collaboration with Enterprise and Investment, as well as youth employment initiatives.

Responsible Department: SD&ECD, PEP, EG

D. Data Scarcity   *(SFA 2: Intervention)*

The City doesn't have an accurate, current measure of how many people are living on the street in Cape Town. Equally, City data around rough sleepers is not refined enough to support appropriate resource allocation to the categories of rough sleeping (thereby affecting our planned interventions). Accordingly, the City doesn't maintain a database on which rough sleepers have benefitted from intervention programmes and whether they have moved into more secure housing (been reintegrated with society). As such, interventions can't be measured for impact. Additionally, the City doesn't monitor pre-emptive interventions to mitigate against rough sleeping taking place. As such, the impact of these interventions is difficult to monitor. The City needs clear communication channels between itself and partner organisations (shelters, NGOs, FBOs etc.) in order to remain updated on measures instituted to support rough sleepers.

(1) **Database:** the City will regularly maintain an active database of rough sleepers. This database will include a spatial viewer which allocates the areas of rough sleeping and where the City's intervention mechanisms are taking place.

(2) **Spatial interventions of the database:** the City will track and monitor rough sleeping, observing where it is currently located and whether it is densifying, expanding or contracting. The City will overlay this information with the preventative actions outlined above, as well as the intervention actions by departments. This will allow for informed understanding of the where City actions are having an impact and where they are falling short.

(3) **Categories of rough sleeping within the database:** the database will be detailed enough to delineate across different categories of rough sleepers. The database will also indicate where interventions are taking place to address existent levels of rough sleeping. In time, the City will ensure that its responses to existent rough sleeping are data-led, thereby ensuring that responses are tactical and resource conscious.

Responsible Department: SD&ECD, OPM (Data Science)

E. Funding and Resourcing: *(SFA 2: Intervention)*

The funding quantum required to reduce rough sleeping is unknown as the current data is inaccurate. Additionally, clarity is required around the sources of funding to enable interventions around rough sleeping. The City needs to be able to break-down its funding commitments according to the City-led programmes that have the highest degree of impact. It needs to understand what these programmes cost at:

- o A programmatic level (i.e. what does it cost to run a safe spaces programme, mental health programme, GBV programme etc.);
- o At an individual level (i.e. what does it cost to reintegrate individuals (via City and non-City interventions); and
- o At a staff resourcing level.

The City needs greater foresight of the funding required from non-governmental actors and the City's involvement in related fund raising should be articulated. The City needs to understand what other actors require (at an individual and programmatic level), and the quantum of funding required to reintegrate individuals).

(1) **Funding Analysis:** the City must confirm the funding quantum spent on its various intervention programmes for rough sleepers. This funding arrangement should be assessed across departments, regions, and programmes, as far as it contributes to interventions for those currently living on the street.

(2) **Human Resource Analysis:** equally, the City needs to understand the human resource contribution that is required to run these programmes, and compare this to the impact studies that may be undertaken.

(3) **Funding Projections into the Future:** in order to create an effective, sustainable intervention programme for rough sleepers, the City must determine its funding needs (across programmes) as well as human resource requirements. Demands for additional funding and resources must be submitted via the City's annual Strategic Management Framework process.

Responsible Department: SD&ECD, OPM, Budgets

(4) **Funding analysis at the individual level:** The City will attempt to understand the funding required to reintegrate individuals, across the continuum of care. This information will enable the City to make programmatic and funding decisions should rough sleeping increases or decreases in the future.

Responsible Department: SD&ECD, Policy and Strategy (Economic Analysis)

(5) **Future funding streams:** The City must confirm where funding for rough sleeping interventions will come from into the future. Programme impact must inform budgetary decisions which should be guided by data evidence of the quantum of rough sleepers.

Responsible Department: SD&ECD, Revenue

7.3. Strategic Focus Area 3: Utilise non-City actors to achieve reintegration of rough sleepers (Collaboration)

The below actions consider future situations of rough sleeping and approaches to reducing its occurrence.

Summary of concerns and corresponding actions:

A. Regulatory alignment *(SFA 3: Collaboration)*

Incoherent homelessness policy and strategy narratives at the provincial and national government levels impact upon the interventions that the City and its non-governmental partners are able to undertake when responding to existent rough sleeping. Additionally, perceived bureaucratic constraints exist within current government responses to homelessness instead of innovative, entrepreneurial, and proactive

responses. This leads to an uncoordinated approach by service providers, NGOs and government departments when addressing rough sleeping. This also results in poor accountability by some service providers and governmental departments.

(1) **Internal Advocacy:** advocacy initiatives need to be driven both within the City as well as externally with other spheres of government and partner organisations. Internally, the SD&ECD Department will advocate for the integration of the objectives of this Strategy into other relevant strategies, policies and by-laws.

(2) **Inter-governmental Advocacy:** the City will advocate for better alignment between policies dealing with homelessness across various spheres of government, in particular, the provincial government (noting the general funding constraints of provincial partners). As many of the responsibilities sit with WCG and National Government, an integrated and coherent approach is vital. The SD&ECD Department will ensure that these issues are logged in the City's Advocacy Programme.

(3) **Education initiatives:** in additional to advocacy efforts, there is a need for ongoing awareness and education regarding rough sleeping as well as the referral pathways for assistance for the living on the street. The City will provide access to library services and assistance for rough sleepers, run education drives on City by-laws to rough sleepers and provide health and hygiene training to rough sleepers.

(4) **Communicating available services:** in terms of ongoing education the City will conduct awareness raising campaigns on available services, run education and awareness programmes on disaster risks for rough sleepers including addressing issues of littering and other waste generation.

Responsible Department: SD&ECD, LIS, Communications

The below table indicates the advocacy agenda for the City in relation to rough sleepers:

Responsible Department	Advocacy issue
Western Cape Department of Social Development	• Increase funding for bed spaces at shelters; • Increase funding for bed spaces at mental health facilities; • Increase funding for bed spaces for frail persons and persons with disabilities; • Increase funding for children's homes to accommodate children; • Therapeutic interventions; • Facilitate engagement with Correctional Services pertaining to de-institutionalized individuals; and the • Revision of norms and standards.

Western Cape Department of Health	• Increase bed spaces at mental health facilities; • Increase bed spaces for frail persons and persons with disabilities; and • Increase substance abuse treatment facilities.
Western Cape Education Department	• Provision of learning opportunities for out of school youth.
Western Cape Department of Economic Development and Tourism (DEDAT)	• Provision of economic opportunities for rough sleepers.
Western Cape Human Settlements	• Allocation of housing to eligible persons on waiting list for extended periods; and • Ring-fencing funds to repurpose available facilities.
National Department of Justice and Constitutional Development National Department of Correctional Services	• Review application of parole conditions and addressing gaps; and • Establish protocol and agreement between correctional services and municipalities.
State-owned Enterprises (SoE's) Private Land Owners	• Availing vacant buildings for repurposing to utilize as shelters, safe spaces and transitional housing; and • Securing facilities and assets.

Table 12: Advocacy agenda in relation to Rough sleepers

B. Institutional Coordination   *(SFA 3: Collaboration)*

Poor alignment exists between different City departments and City law enforcement departments. Equally, City-wide policies procedures or guidelines are not standardised for the management, monitoring and evaluation of programmes dealing with rough sleeping. As a result, a lack of defined strategic direction exists around addressing rough sleeping and its desired end-state. Ultimately, uncertainty surrounding the roles and responsibilities of City departments exists in contributing toward the reducing of rough sleeping.

(1) **Academic Research:** the City will partner with tertiary institutions in terms of research, internships and other related contributions for the implementation of this Strategy. These partnerships will aid in addressing any knowledge gaps or executing feasible recommendations from the existing body of knowledge.

Responsible Department: SD&ECD, Research (P&S)

(2) **Communication of City services:** via its website and mobile app, the City will publish the contact details for all relevant departments who have a role to play in responding to rough sleepers; either in respect of prevention or intervention. The intention will be for the public to have access to City services (like responding to unlawful occupation, or Safe Space provision, primary health care services etc.) so that all residents are able to respond to rough sleepers in full knowledge of the various response mechanisms.

(3) **Repository of non-governmental actors**: via its website and mobile app, the City will establish a repository of all non-governmental actors who are involved in responding to rough sleeping. This information will be made public so that residents can contact, donate, or support the various shelters and programmes that are available in Cape Town. This list is also to be spatialised so that residents can find NGOs within their respective neighbourhoods.

Responsible Department: SD&ECD, Communications, OPM

(4) **Private sector engagement:** The City will advocate and lobby for support in the private sector to contribute to the implementation of this Strategy through economic development initiatives, employment related training for rough sleepers, employment opportunities, and financial partnerships.

Responsible Department: SD&ECD, Economic Growth

C. Socioeconomic and Community Considerations   *(SFA 3: Collaboration)*

It is imperative that rough sleeping is understood by not only focusing on the concept of a home or shelter, but also by considering the psycho-socioeconomic drivers and outcomes of rough sleeping, particularly for the development of appropriate interventions. Such drivers and outcomes of rough sleeping include substance abuse, family dysfunction and conflict, mental and physical health issues, poverty, unemployment, and a lack of social security and housing.

Currently, however, there is an incoherence around addressing these psycho-socioeconomic **drivers** and **outcomes** of rough sleeping and a non-articulation of commitments around relevant roles and responsibilities.

(1) **Interface Model**: The City will commit towards improving the Interface Model to support collaborative working between all relevant actors. The City will continue implementing the agreed upon interface model that was developed between the City and partnering organisations, with a focus on the provision of services and programmes that address the needs of those engaging in rough sleeping.

Responsible Department: SD&ECD

D. Data Scarcity   *(SFA 3: Collaboration)*

The City does not have an accurate, current measure of how many people are living on the street in Cape Town. Equally, City data around rough sleepers is not refined enough to support appropriate

resource allocation to the categories of rough sleepers (thereby affecting our planned interventions). Accordingly, the City does not maintain a database of current and past beneficiaries of City interventions or whether they have moved into more secure housing (been reintegrated with society). As such, interventions can't be measured for impact. Additionally, the City doesn't monitor pre-emptive interventions to mitigate against rough sleeping taking place. As such, the impact of these interventions is difficult to monitor. The City needs clear communication channels between itself and partner organisations (shelters, NGOs, FBOs etc.) in order to remain updated on measures instituted to support rough sleepers.

(1) **Non-governmental actor data collaboration:** the City needs to understand the measures instituted by other organisations and the impact of these on rough sleepers. There is a need to gather information on the number of people being assisted by other service providers and the success of these in terms of reintegration. Understanding these measures and services also assist the City in improving referral processes and information.

(2) **Spatial Viewer for partner organisations**: The City will establish a database to monitor areas of operation for NGOs and other organisations by building an open-source, accessible data gathering system.

Responsible Department: SD&ECD, OPM

E. Funding and Resources   *(SFA 3: Collaboration)*

The funding quantum required to reduce rough sleeping is unknown as the current data is inaccurate. Additionally, clarity is required around the sources of funding to enable interventions around rough sleeping. The City needs to be able to break-down its funding commitments according to the City-led programmes that have the highest degree of impact. It needs to understand what these programmes cost at:

- o A programmatic level (i.e. what does it cost to run a safe spaces programme, mental health programme, GBV programme etc.);
- o At an individual level (i.e. what does it cost to reintegrate individuals (via City and non-City interventions); and
- o At a staff resourcing level.

The City needs greater foresight of the funding required from non-governmental actors and the City's involvement in related fund raising should be articulated. The City needs to understand what other actors require (at an individual and programmatic level), and the quantum of funding required to reintegrate individuals.

(1) **Financial review of non-governmental actor needs:** The City will undertake a study to understand the impact of interventions undertaken by non-governmental actors, and the funding required to sustain these efforts. This project will contribute toward the City's understanding of what it costs reduce rough sleeping over time, and what quantum contribution is required for the non-governmental actors in order to achieve this outcome.

(2) **Person level financial data:** ultimately, the City must be able to determine the funding quantum required to reintegrate individuals via a programme delivered by non-governmental actors.

(3) **Alternative funding mechanisms:** the City will investigate alternative funding streams for non-governmental actors and the private sector to support raising of finances for interventions that end rough sleeping over time. These mechanisms should include the raising of social impact bonds[6], donations, and private sector funded initiatives.

Responsible Department: SD&ECD, Resilience

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[6] A Social Impact Bond is an innovative financing mechanism in which governments or commissioners enter into agreements with social service providers, such as social enterprises or non-profit organisations, and investors to pay for the delivery of pre-defined social outcomes (Social Finance, 2011; OECD, 2015).

8. Monitoring and Evaluation

The City will develop a comprehensive Monitoring and Evaluation programme for this Strategy, and will review and formulate indicators which will enable it to more accurately measure the impact of relevant policies, programmes and projects. The SD&ECD Department will also make use of existing reporting and tracking systems to produce reports and provide feedback on various initiatives listed in this Strategy.

In order to ensure that the Strategy and identified actions remain relevant, remains aligned to the overall strategic context, and remains up to date with best practice, this Strategy will be reviewed every five years, or as deemed necessary.