



CITY OF CAPE TOWN  
ISIXEKO SASEKAPA  
STAD KAAPSTAD



# City of Cape Town Strategy to Reduce Rough Sleeping 2024

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## 1. Executive Summary

The City of Cape Town Strategy to Reduce Rough Sleeping ("the Strategy") outlines the City's approach to address the issue of homelessness, with a specific focus on "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 people dwelling on pavements 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 an increase in the number of people sleeping rough. It is also applicable to other residents who are 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 people who sleep rough, the Strategy also recognises that people sleeping rough, are themselves not a homogeneous group. The Strategy explains the prevailing reasons for living on the streets, and sets out some common experiences 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 as well as 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 people sleeping rough, multiple departments within the City will need to respond in an integrated way. The Strategy further 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 people sleeping rough toward reintegration and to utilise non-City actors to achieve reintegration of people sleeping rough into society.

## 2. 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, toward re-integration in society.
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 home or permanent place of residence.
Hotspot	A localised area where ten (10) or more people who sleep rough gather or sleep, including in makeshift structures, on a daily basis that does not fall within the category of informal settlements.
Informal Settlement	Refers to areas of occupation which have not followed statutory 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 to treat substance abuse and dependence.
People Sleeping Rough/ Rough Sleeping	Individuals without accommodation, often nomadic, more specifically, people sleeping on the streets or in open spaces, buildings not intended for habitation, people sleeping in vehicles or the like and pavement dwellers in makeshift structures.
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 people sleeping rough 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

C3PM	Corporate Project, Programme and Portfolio Management Department
CACD	Community, Arts and Culture Development
CBD	Central Business District
CBO	Community Based Organisation
DEDAT	Department of Economic Development and Tourism
DRM	Disaster Risk Management
ECD	Early Childhood Development
EG	Economic Growth
EPWP	Expanded Public Works Programme
FBO	Faith Based Organisation
GBV	Gender Based Violence
HS	Human Settlements
HSS	Human Settlements Strategy
IDP	Integrated Development Plan
IEGS	Inclusive Economic Growth Strategy
LGBTQIA+	Lesbian, Gay, Bisexual, Transgender, Queer, Intersex, Asexual and other sexual identities
LIS	Library and Information Services
NGO	Non-governmental Organisation
NPC	Non-profit Company
NPO	Not-for-profit Organisation
OE&I	Organisational Effectiveness and Innovation
PBO	Public Benefit Organisation
PEP	Public Employment Programme
PMO	Project Management Office
RS	Resilience Strategy
SDS	Social Development Strategy
SFA	Strategic Focus Area
SOP	Standard Operating Procedure
SPPU	Street People Programme Unit
TBC	To be confirmed
UN	United Nations
UWM	Urban Waste Management
WCG	Western Cape Government

### 3. Introduction

A large number of people find themselves sleeping rough in Cape Town. Rough sleeping is a multifaceted phenomenon affecting both developed and developing cities across the globe. Cape Town has a growing number of people sleeping rough who often experience harm, poor health and social exclusion. At the same time, this growing number 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 not only to the causes of the issue itself, but also to the varying roles that key stakeholders play in mitigating and overcoming homelessness more broadly. Specifically, the roles that different 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 are a few challenges related to addressing homelessness and more specifically rough sleeping. Additional complexity is presented by the individuals that engage in associated activities (i.e. 'rough sleeping'), 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.

This 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 the harm they may face as a result, but also the impacts on affected residents more broadly.

The Strategy is divided into three sections. Section one looks at the background, context and challenges of rough sleeping; section two looks at the strategic approach and framework and section three speaks to how the Strategy is to be implemented by looking at some key actions under each strategic focus area.

## Section 1: Background, Context and Challenges

## 4. 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 such as noise pollution, exposure to disaster, and pests, are very much a feature of the global urban landscape. Viewing homeless people 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 specifically 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 Community, Arts and Culture Development Department (CACD). The City's Street People Programme Unit (SPPU) has also provided a diverse "basket of services" to people sleeping rough 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 CACD Department, initiated a review of the Street People Policy. The Street People Policy was approved 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 Strategy, developed by the CACD 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.

#### 4.1. Defining Homelessness and Rough Sleeping

Defining the term "homelessness", and more specifically "rough sleeping", is important as it clearly demarcates the parameters of the issue being addressed and the strategic response to it. Defining these terms can be a challenge and various cities and organisations use different definitions to describe what it means to be homeless. Looking at the term "homeless" first, 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% (154 million people) (Chamie, 2017) of the world's 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 a home as indicated in Table 1.

Domain	Overview
<b>Security</b>	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.
<b>Physical</b>	Pertains to questions of quality like durability, protection from weather, provision of basic amenities, freedom from infestation and pollutants, and 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.

<b>Social</b>	Refers to opportunities to enjoy social relations as culturally appropriate, and the safety of one's self and possessions from other occupants.
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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
<ul style="list-style-type: none"> <li>• People living on the streets or opens spaces (i.e. parks, railway embankments, under bridges, pavements, river banks, forests, etc.).</li> <li>• 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.).</li> <li>• <b>People sleeping in their cars, rickshaws, open fishing boats and other forms of transport.</b></li> <li>• <b>Pavement dwellers – individual or households who live on the street in a regular spot, usually with some form of makeshift cover.</b></li> </ul>	<ul style="list-style-type: none"> <li>• People staying in night shelters (where occupants have to renegotiate their accommodation nightly). This would include Safe Spaces.</li> <li>• People living in homeless hostels and other types of temporary accommodation for homeless people (where occupants have a designated bed or room).</li> <li>• Women and children living as refugees for those fleeing domestic violence.</li> <li>• 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</li> </ul>	<ul style="list-style-type: none"> <li>• People sharing with friends and relatives on a temporary basis. These would include backyard dwellers.</li> <li>• People living under threat of violence.</li> <li>• People living in cheap hotels, bed and breakfasts and similar.</li> <li>• People squatting in conventional housing.</li> <li>• People living in conventional housing that is unfit for human habitation.</li> <li>• People living in trailers, caravans, and tents.</li> <li>• People living in extremely overcrowded conditions.</li> <li>• People living in non-conventional buildings and temporary structures, including those living in</li> </ul>

	<p>human made disasters, human right violations, development projects, etc. but have not crossed international borders.</p> <ul style="list-style-type: none"> <li>• People living in camps or reception centres/ temporary accommodation for asylum seekers, refugees, and other immigrants.</li> </ul>	<p>slums/ informal settlements.</p>
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*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 access to 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 home or permanent place of residence.***

Informal settlements receive varying degrees of basic services from the City based on the Constitution of the Republic of South Africa, 1996. Given the housing challenges and extent of

informality in Cape Town<sup>1</sup>, this Strategy assumes a more narrow view and focusses on rough sleeping specifically. For the purposes of this Strategy, the term “rough sleeping” refers to:

**Individuals without accommodation, often nomadic, more specifically, people sleeping on the streets or in open spaces, buildings not intended for habitation, people sleeping in vehicles or the like and pavement dwellers in makeshift structures.**

While people in shelters and safe spaces are technically no longer sleeping rough, they are included in the definition as safe space and shelter accommodation is often temporary, they are still a part of the continuum of care and they are included in associated support programmes.

#### 4.2. Rough Sleeping

Stemming from the City's definition of rough sleeping, the following categories are used to formulate responses, programmes and interventions to assist people sleeping rough. The following groups are, thus, the target groups for City of Cape Town services:

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<sup>1</sup> City of Cape Town Human Settlements Strategy, 2021.



Figure 1 : Classification for people sleeping rough adapted from the Institute of Global Homelessness, 2019 framework

#### 4.3. Defining the Categories of People Sleeping Rough in the City

In addition to the classification of people sleeping rough, there are various categories of rough sleeping.

The categories of rough sleeping include:

- a) **Chronic rough sleeping**, which describes individuals whose experience is entrenched in the shelter system, for the City these are people who sleep rough 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 rough sleeping and lived on the street their entire life; and
- g) **Economically active**, which describes people sleeping rough, from any of the above categories, that generate an income either by formal or informal work opportunities.

The different categories of rough sleeping further support the notion that people who sleep rough 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, for example, 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.

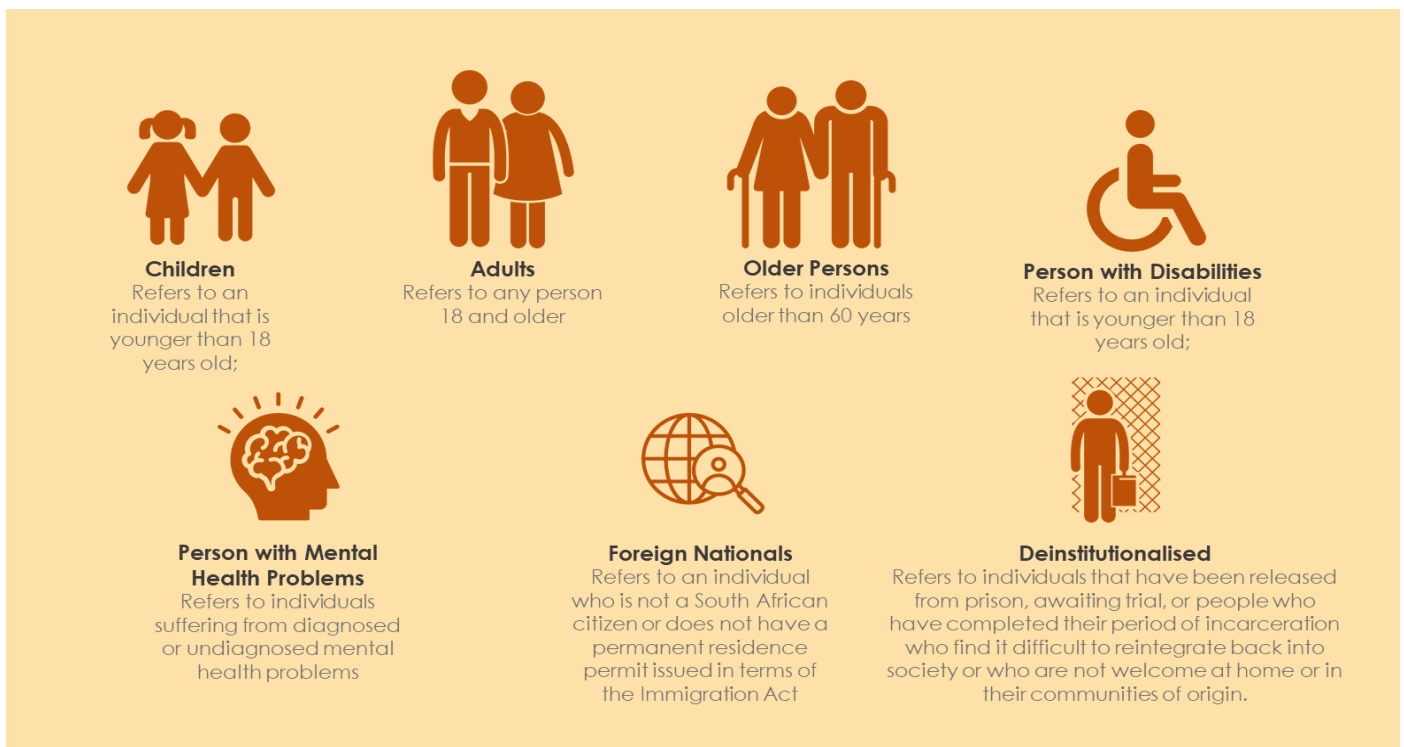


Figure 2: Demographic characteristics associated with rough sleeping

The City faces challenges in accurately capturing data of persons that fall into the above categories. The nomadic nature of people who sleep rough further also causes data duplication and undermines data integrity.

## 4.4. Contextual Issues around Rough Sleeping

### 4.4.1. General Context

A 2018 enumeration study conducted by the City found approximately 6200 people sleeping rough, with the largest number present in the CBD. Similarly, a census study conducted in 2022 found that there were 6 630 people who sleep rough on Cape Town's streets. This data indicates that a large and increasing number of people sleep rough in Cape Town.

### 4.4.2. Social and Community Context

In a number of instances, homelessness is the result of a breakdown in family relations. As such, much of the international research advocates for interventions at a family and parenting level. 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.

Homeless persons and people who sleep rough are also noted as having a profound ability to establish rules amongst themselves on navigating and utilising shared public spaces. This resilience provides a counter-narrative of people sleeping rough 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 people who sleep rough in public spaces can have several disadvantages, both on the individual and the broader community.

### 4.4.3. City Programmes and Initiatives

The City's current policies, programmes and interventions take a "continuum of care" approach. This term is commonly used to describe ongoing medical care, but the process is also applicable to dealing with issues such as homelessness and more specifically rough sleeping. The continuum of care approach looks at providing prevention measures for those at risk, programmes and support for active rough sleeping and support to ensure successful reintegration once an individual is no longer rough sleeping.

The City's continuum is illustrated below:

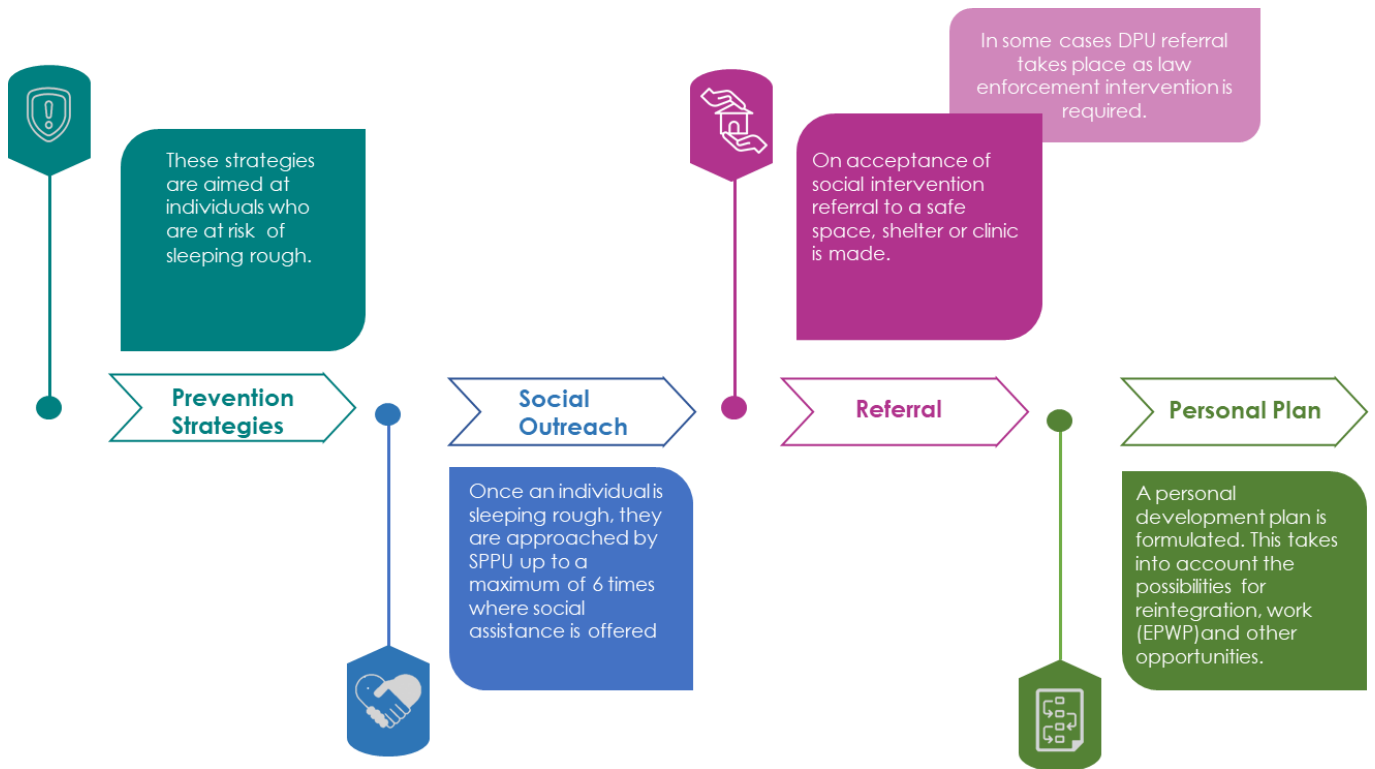


Figure 3: CCT Continuum of care for people sleeping rough.

#### 4.4.4. Street People Programme Unit

The Street People Programme Unit (SPPU), located within the Community, Arts & Culture Development Department, consists of a team dedicated to respond to the needs of people sleeping rough. The SPPU caters to a wide range of needs through its services offered directly and indirectly to people sleeping rough, providing access to shelters, reintegration services and facilitating access to development opportunities.

Field Officers are responsible for outreach work and responding to complaints. This entails screening, data collection and offering social assistance to people sleeping rough. They work to contact, build relationships with, monitor and advocate for people sleeping rough.

Reintegration Officers are responsible for case management of clients willing to accept assistance. Once a client has accepted social assistance, the client is temporarily relocated to a shelter or Safe Space whilst the reintegration officer establishes whether the client can be reunified with his/her family and identifies additional needs of the client in respect of other services e.g. health services, mental health services, substance abuse interventions etc.

#### 4.4.5. Safe Spaces and Shelters

Shelters and safe spaces play a role in providing an environment in which people sleeping rough can shift their focus, from basic survival mode, towards trying to leave the street and reintegrating into society. The safety provided by shelters and safe spaces is particularly important for women, who are at greater risk of experiencing 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). Transitional housing is required to, further, support a pathway to permanent housing and reintegration into society<sup>2</sup>.

Outside of the government, 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 people sleeping rough for limited periods of time, and under various conditions such as sobriety or attendance of developmental programmes. As a result, some individuals engage in 'shelter-hopping', which entails 'gaming' the system to derive maximum benefit from shelters without fully committing to the reintegration process according to research conducted by the City. Other people avoid shelters as they typically do not accommodate couples who wish to sleep in close proximity to each other, often resulting in some underserved individuals.

The City has established four "Safe Spaces" that operate around Cape Town. These Safe Spaces are temporary, transitional places of safety, where people can sleep and store valuables. Guidance and care are provided to people engaging in rough sleeping with the aim of assisting them towards re-integration. Safe spaces also serve as drop-in centres where persons are able to access:

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<sup>2</sup> "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 [who] 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](#)).

- 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.

City funding for assisting people who sleep rough 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:

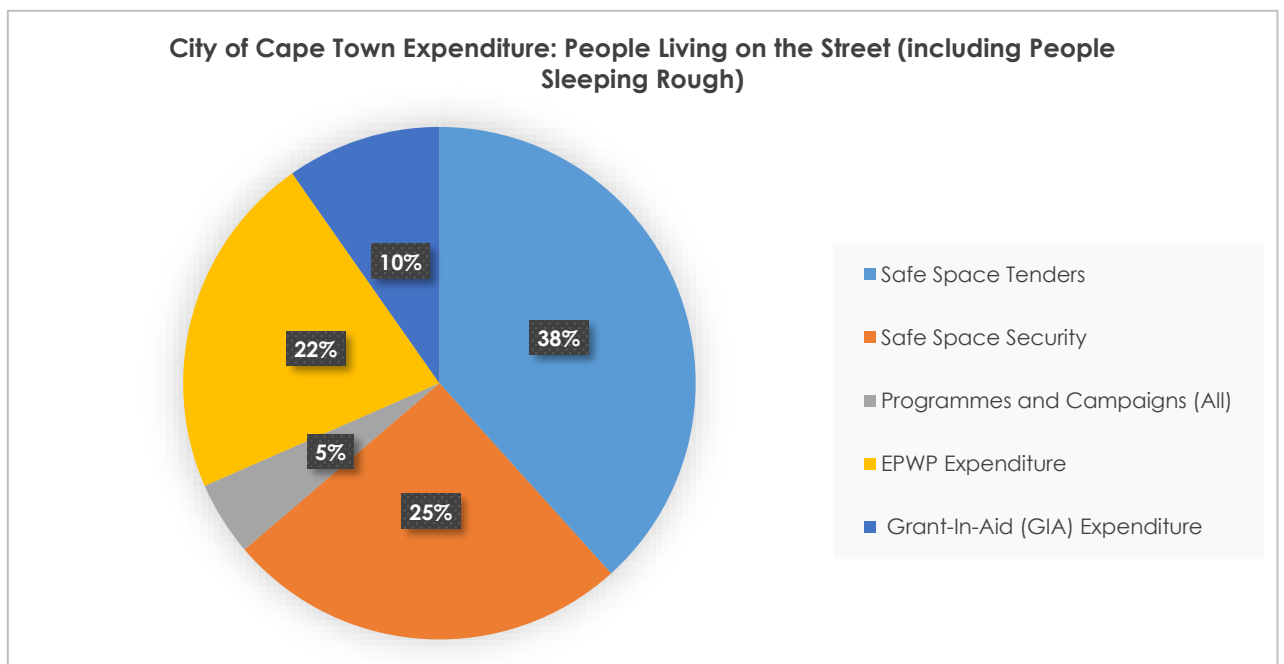


Figure 4: Expenditure on People Sleeping Rough, 2022/23 Financial Year

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 people sleeping rough). The following Safe Spaces have been established by the City, in partnership with the WCG, NPOs and other community organisations:

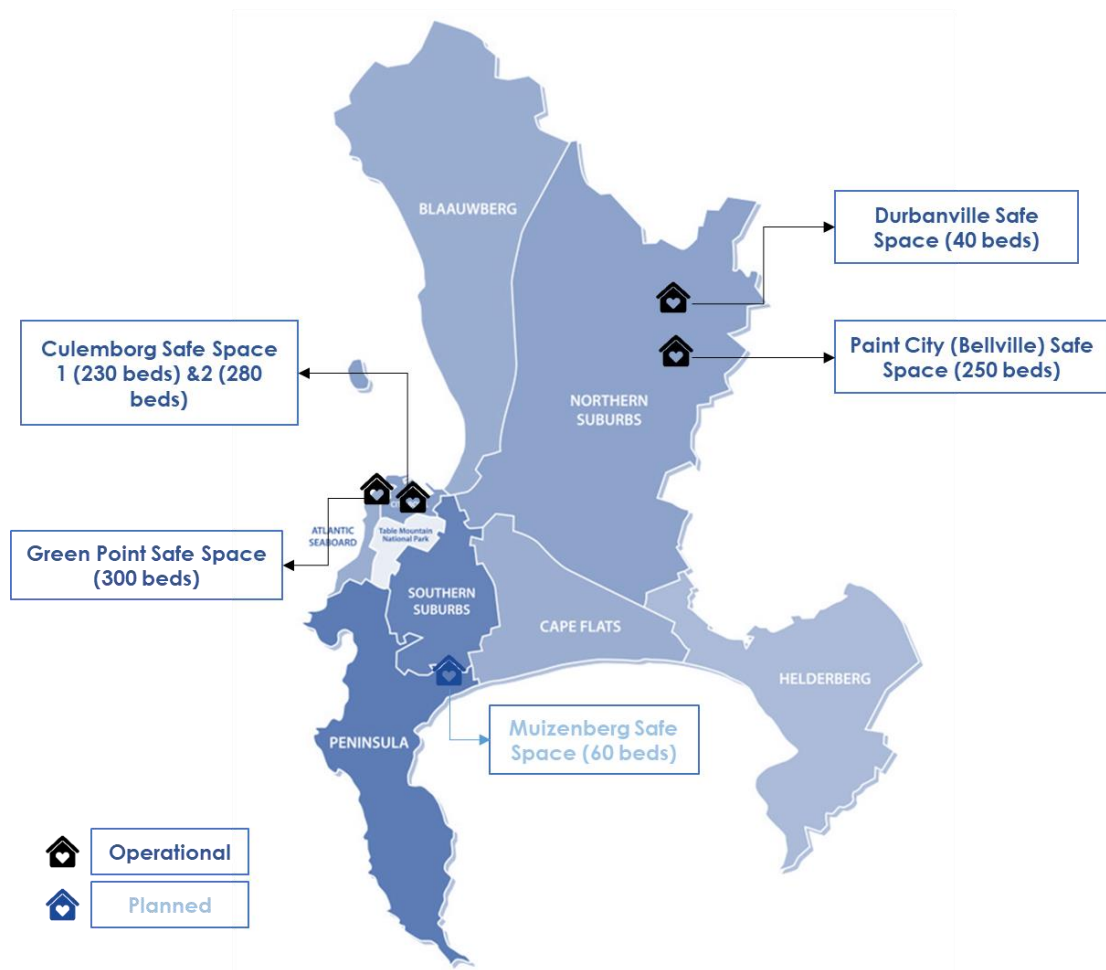


Figure 5: Location of Safe Spaces and number of beds

**Culemborg Safe Space 1 (CBD):**

The Culemborg Safe Space was launched in June 2018 as a pioneer project by the City's CACD Department, and served as a temporary 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 people from moving 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 people sleeping rough 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.

**Durbanville Safe Space:**

The Durbanville Safe Spaces was launched on the 22 April 2024. The Safe Space can accommodate 40 people per day. The facility is currently being managed by *MES* via a City lease agreement.

**Ebenezer Safe Space (Greenpoint)**

The Ebenezer Safe Space was launched on the 29th July 2024. The facility accommodates 300 people. The facility is currently being managed by *Matdoc*.

The City's Safe Spaces, with the assistance of qualified social workers employed by the operators, facilitate re-integration for people sleeping rough. The below table is an indication of the number of re-integrations that have been facilitated by the Safe Spaces (*figures are from inception till June 2023*).

Safe Space	Type of Reintegration <sup>3</sup>	Number
<b>Culemborg Safe Space 1, C</b>	Reintegrations	397
	Family Re-Unification	68
	Relocation	Unknown
<b>Culemborg Parking Lot</b>	Reintegrations	67
	Family Re-Unification	71
	Relocation	33
<b>Paint City</b>	Reintegrations	116
	Family Re-Unification	37
	Relocation	Unknown
		<b>Total 789</b>

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<sup>3</sup> Re-integration is inclusive of re-unification, re-integration and relocation.

*Table 3: 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.

Safe Spaces do not receive grant funding from the National Government and are financed from the City's rates account. 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.

#### 4.4.6. Economic and Employment Context

A decision to remain on the streets is often influenced by shame, with many individuals, who have left home to make a living, embarrassed by the prospect of returning without the ability to provide any economic or financial support to family members who are experiencing acute poverty. Access to employment is a crucial in reducing rough sleeping, however it is often not enough on its own. Long-term support is required to ease the transition into 'normal' life. Programmes such as the Expanded Public Works Programme (EPWP) play an important role in providing short-term employment opportunities for unskilled people, including people who sleep rough.

#### 4.4.7. Legislation and Crime Context

As people sleeping rough are not a homogeneous group, rough sleeping, in turn, affects individuals differently. Despite their differences, common experiences do exist, such as victimisation from policing and business entities (occurring between 50%-75% amongst people sleeping rough). These individuals are often perceived as being criminal due to them conducting private activities in public places, noting that some of these activities are prohibited by City by-laws.

#### 4.4.8. Health and Wellbeing Context

People who sleep rough could be doing so due to health issues, such as mental health or addiction problems. They may also be suffering from poor health such as malnutrition or physical injuries as a result of sleeping rough. There is very little information relating to the morbidity and mortality amongst people sleeping rough in South Africa. 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 people living on the street may also pose a threat to the reintegration process for individuals. The reality is that the majority of people 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 health issues are interdependent variables insofar one can cause the other and *vice versa*. Poor mental health among people sleeping rough 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 people sleeping rough, in part due to the uncertainties involved. Although people who sleep rough often demonstrate extensive knowledge about where to access health care services, this does not always translate into the frequent use of such services. The effects of persistent or 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 organisations.

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.

## 5. Problem Statement

There are a number of factors to consider when assessing the challenges of, and challenges associated with, rough sleeping. Although these factors are complex and multi-faceted, this Strategy outlines these issues in five broadly grouped themes.

### 5.1. 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 represents a significant policy gap, which has resulted in incoherent homelessness policy and strategy to unite governmental spheres. This deficit was especially evident during the Covid-19 pandemic, the resultant lockdown and its socio-economic consequences. Aside from this policy gap, National Government's response to homelessness can be characterised as being bureaucratically constrained; lacking in innovative and proactive measures. Importantly, a lack of policy has also translated into a lack of funding to address the phenomenon. It is within this context that the City has had to raise resources and 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. Service providers in the sector have not been held legally accountable to deliver on their mandates, and to provide much-needed services to their beneficiaries – people sleeping rough.

### 5.2. Institutional Responsibilities

Within the City, an integrated service response has not been institutionalised 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 people sleeping rough to the appropriate City and non-City channels for assistance.

This problem is further compounded by the absences of City-wide procedures to guide the management, monitoring and evaluation of programmes dealing with rough sleeping in the City.

### 5.3. Socio-economic and Community Issues

It is imperative that rough sleeping is understood by considering the psycho-socioeconomic drivers and outcomes of rough sleeping and not only focusing on the concept of a home or shelter. This framing is particularly important for the development of appropriate interventions. The 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, administrative incoherence exists 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 of some people sleeping rough to take up opportunities provided by the City, NGOs and other organisations that provide pathways to reintegration, shelter and employment opportunities. The City has repeatedly found that multiple offers of assistance have at times been refused, adding to the difficulty of addressing the challenge and providing support.

### 5.4. Data Scarcity

As outlined above, the City does not have an accurate, up-to-date measure of how many people are engaging in rough sleeping in Cape Town. Equally, City-data around people sleeping rough 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 lacks accurate information on how many people sleeping rough are living with disabilities. This affects the City's scope to address the issue, as these interventions would need to be specifically tailored and differ from the broad-based programme responses. Additionally, the City does not effectively monitor the impact of pre-emptive interventions to mitigate against migration to the street.

### 5.5. Funding and Resources

Due to the fact that the City's repository of people sleeping rough is not accurate, the funding quantum required to reduce or prevent rough sleeping is difficult to determine. Further clarity

is required around the sources of funding available to enable effective programmatic interventions.

The City needs 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 established. 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 following 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.

## Section 2: Strategic Framework

## 6. Legal, Regulatory and Strategic Context

### 6.1. Legal and Regulatory Context

In delineating the mandate of the City to support people sleeping rough, 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 people sleeping rough. The Constitution also provides guidance on the role of various spheres of government:

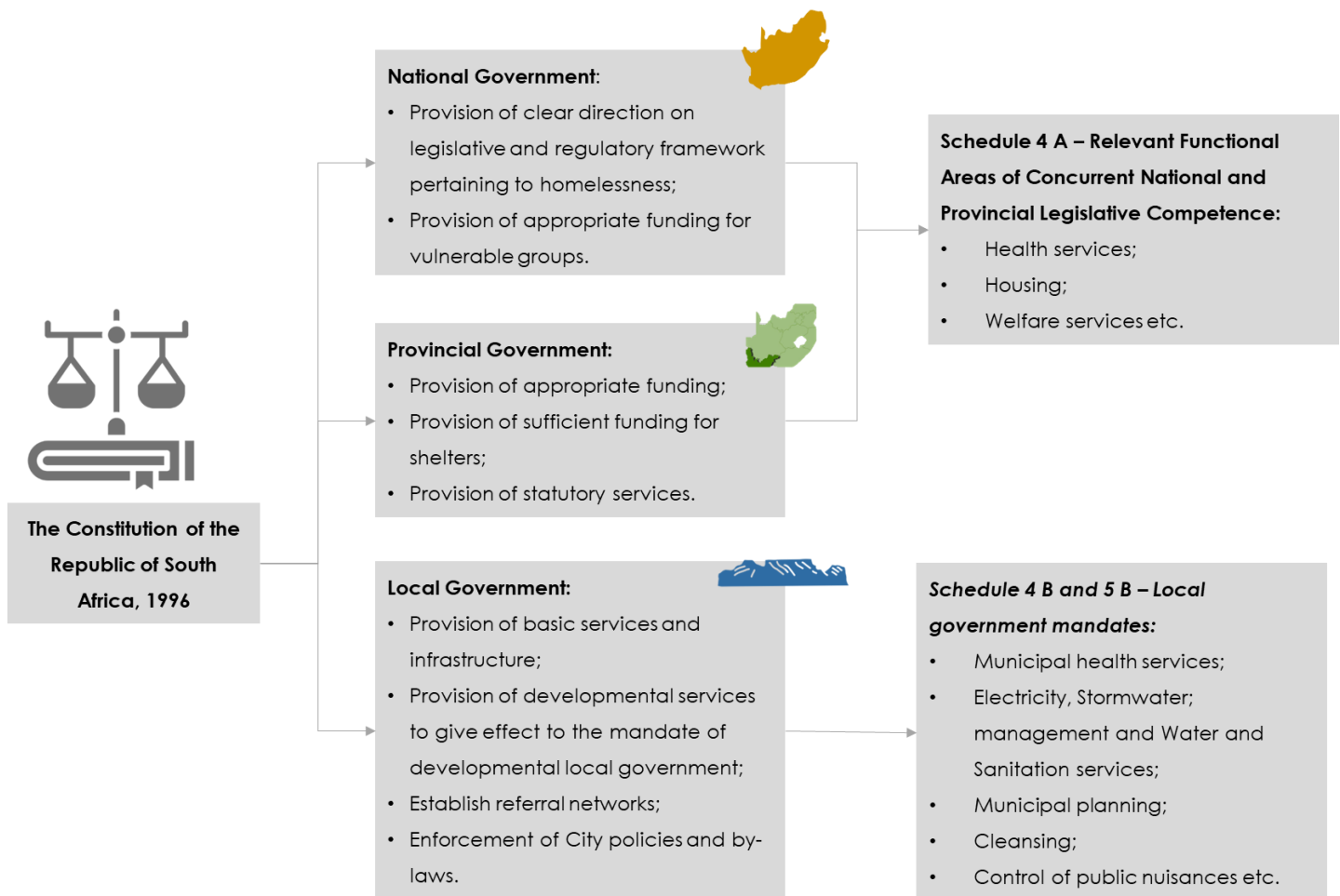


Figure 6: Constitutional guidance on provisions relating to Homelessness and Rough sleepers

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

### Legislative and Regulatory Implications for the City

National Instruments		Impact on City response to rough sleeping
<p><b>The Constitution of the Republic of South Africa, 1996</b></p>	<p>The Constitution is the supreme law of South Africa, and entrenches specific rights and responsibilities to those living in the country.</p> <p>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 resources, to achieve the progressive realisation of this right.</p> <p>Additionally, the Constitution enshrines basic human rights including human dignity (section 10), privacy (section 14) and the right to access to health care services (section 27).</p> <p>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.</p>	<p>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 special application in responding to rough sleeping.</p>
<p><b>Municipal Structures Act, 1998 (Act 117 of 1998)</b></p>	<p><i>Inter alia</i>, the Act provides for an appropriate division of functions and powers between categories of municipalities, and regulates the internal systems, structures,</p>	<p>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</p>

	and office-bearers of municipalities.	needs of the community and its priorities to meet those needs.
<b>Municipal Systems Act, 2000 (Act 32 of 2000)</b>	The Act <i>inter alia</i> 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.
<b>Housing Act, 1997 (Act 107 of 1997)</b>	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.
<b>Other relevant national Acts and policy instruments:</b>	<ul style="list-style-type: none"> <li>• Children's Act, 2005 (Act 38 of 2005);</li> <li>• National Health Act, 2003 (Act 61 of 2003);</li> <li>• Prevention and Treatment for Substance Abuse Act, 2008 (Act 70 of 2008);</li> <li>• Prevention of Illegal Eviction from Unlawful Occupation of Land Act, 1998 (Act 19 of 1998);</li> <li>• Social Assistance Act, 2004 (Act 13 of 2004);</li> </ul>	

	<ul style="list-style-type: none"> <li>• Spatial Planning and Land Use Management Act, 2013 (Act 16 of 2013);</li> <li>• Older Persons Act, 2006 (Act 13 of 2006);</li> <li>• White Paper for Social Welfare, 1997;</li> <li>• National Child Care and Protection Policy, 2019; and the</li> <li>• National Youth Policy, 2020 – 2030.</li> </ul>
<b>Western Cape Government Instruments</b>	
<b>Western Cape Department of Social Development, Street People Policy, 2004</b>	<p>The principle aim of this policy is to develop an integrated and holistic policy approach to effectively deal with the question of street people across the Province.</p>
<b>Western Cape Department of Social Development, Norms and Standards for Shelters for Homeless Adults, 2015</b>	<p>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.</p> <p>Among other provisions, it identifies outcomes for shelters as:</p> <ul style="list-style-type: none"> <li>• Enhancing the social functioning of beneficiaries, increasing the resilience, and decreasing the vulnerability of beneficiaries;</li> <li>• Promoting social inclusion;</li> <li>• Facilitating the reunification of homeless adults from shelters into the family;</li> <li>• Facilitating the reintegration of homeless adults from shelters into the community; and</li> <li>• Promoting social and economic skills development in order to find employment for sustainable livelihoods.</li> </ul>

<p><b>Western Cape Department of Social Development, Service Delivery Charter, 2020 – 2025</b></p>	<p>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.</p>	<p>Through the Charter, the Western Cape Department of Social Development commits to manage the development and implementation of social welfare and restorative services programmes.</p>
<p><b>Other relevant provincial Acts and policy instruments:</b></p>	<ul style="list-style-type: none"> <li>• Constitution of the Western Cape, 1998 (Act 1 of 1998);</li> <li>• Western Cape Land Use Planning Act, 2014 (Act 3 of 2014); and the</li> <li>• Western Cape Department of Social Development Standard Operating Procedure for the Removal of Street Children to a Place of Safety and Subsequent Processes, 2015.</li> </ul>	
<p><b>Relevant City of Cape Town By-laws</b></p>		
<p><b>Streets, Public Places and the Prevention of Noise Nuisances By-law, 2021</b></p>	<p>The By-Law regulates conduct in public places to ensure the sustainable management of public places. Prohibited activities include:</p> <ul style="list-style-type: none"> <li>• Blocking pavements;</li> <li>• Occupying public spaces against direction from peace officers or metropolitan police;</li> <li>• Starting or keeping fires in public spaces;</li> <li>• Sleeping overnight or erecting shelters in public spaces; and</li> <li>• Persistent begging.</li> </ul>	<p>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.</p>
<p><b>Integrated Waste Management By-law, 2009</b></p>	<p>Regulates and controls waste management in the City of Cape Town so as to ensure a safe, healthy and sustainable</p>	<p>Prohibits activities such as littering and dumping.</p>

	environment and to ensure that the rights of individuals are protected.	
<b>Public Parks By-law, 2010</b>	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.
<b>Unlawful Occupation By-Law, 2021</b>	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.
<b>Other relevant By-laws and policy instruments:</b>	<ul style="list-style-type: none"> <li>• City of Cape Town Municipal Planning By-law, 2015;</li> <li>• Human Settlements Strategy, 2021; and the</li> <li>• Social Development Strategy, 2013.</li> </ul>	

Table 4: Legislative and Regulatory Environment impacting People Sleeping Rough

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	

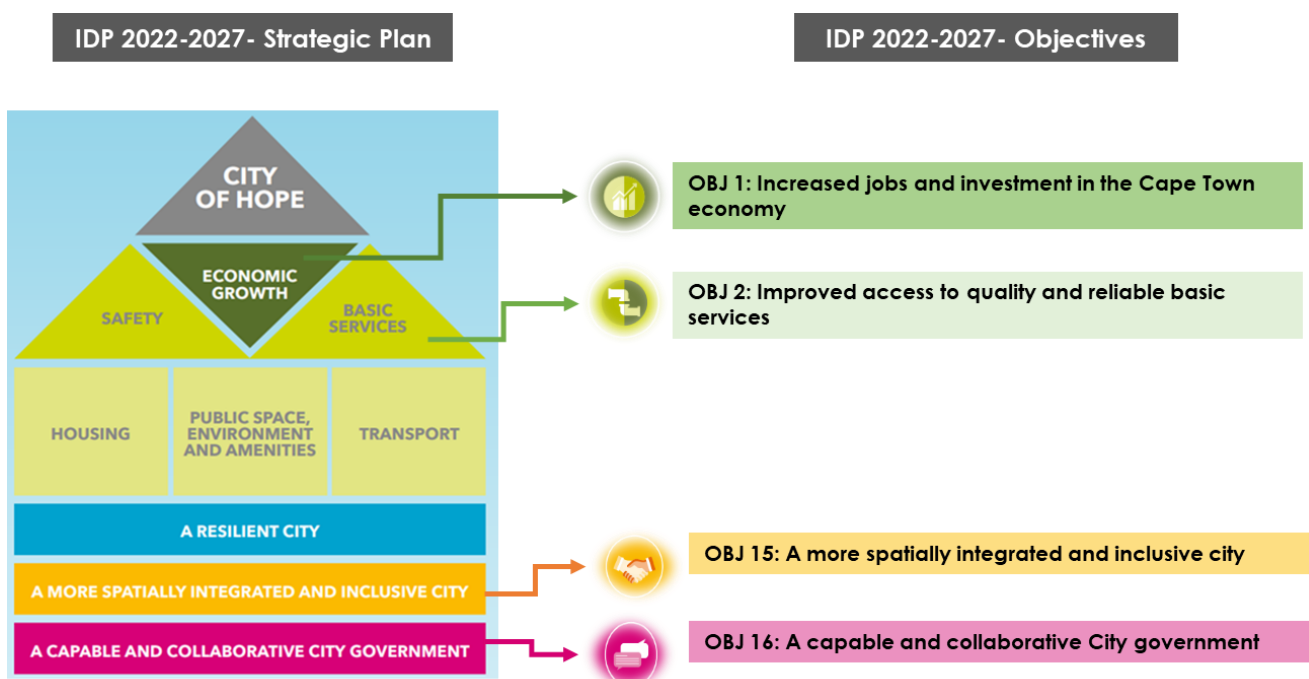
Western Cape Department of Social Development, Service Delivery Charter, 2020 – 2025		X	
Streets, Public Places and the Prevention of Noise Nuisances By-law, 2021	X		
Integrated Waste Management By-law, 2009	X		
Public Parks By-law, 2010	X		

Table 5: Table 6: Responsible authority for implementing legislation

## 6.2. 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:



### 7.3. 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.

The table below indicates what is in and out of scope for the strategy. There are some aspects of rough sleeping for which other spheres of government are responsible, such as mental health. This strategy acknowledges that these issues are important and form a part of referral services, but the City does not intervene directly in these issues.

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: <ul style="list-style-type: none"> <li>• EPWP opportunities;</li> <li>• Access to Matrix® Clinics.</li> </ul>	<ul style="list-style-type: none"> <li>• Support for Children living on the street;</li> <li>• Psychological assessments;</li> </ul>
Safe Space provision for people sleeping rough;	Removing people sleeping rough from unlawfully occupying non-City owned buildings;
Services and disbursements for NGOs to provide: <ul style="list-style-type: none"> <li>• Shelter;</li> <li>• Work opportunities;</li> <li>• Access to substance abuse treatment.</li> </ul>	Implementation of the City's Inclusive Economic Growth Strategy.

Removal of people sleeping rough from unlawfully occupied City-owned buildings or land;	
Provision of City immovable infrastructure (land and buildings) for NGOs to provide: <ul style="list-style-type: none"> <li>• Shelter;</li> <li>• Work opportunities;</li> <li>• Substance abuse treatment.</li> </ul>	
Cleansing of public space whilst occupied by people sleeping rough, and after eviction;	
Incentives for communities to get involved in: <ul style="list-style-type: none"> <li>• Maintaining public spaces;</li> <li>• Donating to shelters (food, clothing, money).</li> </ul>	
Communication and Advocacy opportunities relative to people sleeping rough: <ul style="list-style-type: none"> <li>• Funding streams &amp; opportunities;</li> <li>• Data capturing.</li> </ul>	

*Table 7: Scope of the Strategy to reduce Rough Sleeping*

## 7.4. Desired Outcome, Principles and Objectives

The strategic vision for the strategy is illustrated below. It comprises of the vision, three strategic focus areas and five guiding principles.



### Vision

The vision of this strategy is to reduce rough sleeping in Cape Town. This means reducing the number of people sleeping rough as well as shortening the time people spend rough sleeping. This vision is supported by three strategic focus areas and five guiding principles.

### Strategic Focus Areas

This strategy is based on three strategic focus areas:

1. **Preventing** Rough Sleeping
2. Providing and supporting sustainable **interventions**
3. **Collaborating** with other spheres of government, NGOs and other organisations and the private sector to reduce rough sleeping.

### Principles

The strategy is guided by five principles. These principles help the City and its partners to develop and prioritise programmes and actions that will help realise the vision.

### 6.3. Vision

The vision for the Strategy is to:

#### **Reduce the number of people sleeping rough in Cape Town.**

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:** People sleeping rough require continuous assistance with accessing opportunities for employment, housing and health care. **Interventions** addressing these issues are necessary for people sleeping rough 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 people sleeping rough. Help to expand support programmes for people sleeping rough by creating new ones or combining and strengthening existing ones.

### 6.4. 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, safer and more united. The Strategy hopes to contribute to this vision through effectively assisting people who sleep rough toward reintegration as well as respecting the rights of all other residents.

#### **Dignity: Affirming the dignity of all who reside in the City of Cape Town by upholding the law**

The human dignity of every person, including people sleeping rough, 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: Taking a whole-of society approach and fostering collaboration**

The Strategy intends to address the challenge of people sleeping rough 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 people sleeping rough 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 people sleeping rough. 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 people sleeping rough 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 safe 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 people sleeping rough is essential to ensuring sustained access and use for all.

#### **6.5. 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.

#### 6.6. Strategic Shifts

- a) Ensuring that reducing rough sleeping everyone's business. All relevant departments in the City need to adhere to their co-dependence in effectively instituting prevention, intervention, and collaboration in response to rough sleeping. This should 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) Establishing a continuum of care for people sleeping rough so that the City's actions are seen as on-going and iterative rather than being once-off interventions;
- c) Effectively communicating around rough sleeping that includes the City's own interventions as well as advocating for actions by non-City actors. This should involve drafting of Systems and Procedures and Service Level Agreements to enable this outcome;
- d) Utilising 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 the number of people sleeping rough.

#### 6.7. Approach of the Strategy

As an overarching approach, the City will employ a public health approach to overcoming rough sleeping and assisting people who sleep rough. A public health approach to rough sleeping involves addressing the issue of rough sleeping from a broader perspective. It 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 of control or influence, 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 people who sleep rough 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."*

## Section 3: Implementing the Strategy

## 7. Implementation, Interventions and Actions

The table below provides a summary of the challenges to reduce rough sleeping. Each challenge is accompanied by an opportunity to improve the City's approach to reducing rough sleeping. These opportunities are also discussed in the table below:

Area	Summary of Challenge	Opportunity
<p><b>Regulatory Alignment</b></p>	<p>Incoherent homelessness policy and strategy narratives at other spheres of government impacts upon the breadth of interventions that the City and its partners are able to undertake. Additionally, current government responses to homelessness lacks innovative, entrepreneurial, and proactive approaches. This leads to uncoordinated approaches by service providers, NGOs and government departments when addressing rough sleeping. This, furthermore, results in poor accountability by some service providers and governmental departments.</p>	<p>Ensure that the City's legal instruments align 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.</p>
<p><b>Institutional Alignment</b></p>	<p>Poor alignment exists between different City departments, including enforcement of City by-laws. Equally, City-wide approaches are not standardised for the management, monitoring and evaluation of relevant programmes. 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.</p>	<p>Aligning actions, activities, and processes amongst City departments who play a role in reducing rough sleeping.</p>
<p><b>Socioeconomic and Community Considerations</b></p>	<p>Rough sleeping must be understood by focusing on the concept of a home or shelter, as well as by considering the psycho-socioeconomic drivers and outcomes of rough sleeping. This is particularly important for the development of appropriate interventions.</p>	<p>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</p>

	<p>However, administrative incoherence exists around the relevant roles, responsibilities and commitments in addressing these drivers and outcomes of rough sleeping.</p>	<p>networks to build partnerships and reduce rough sleeping.</p>
<b>Data Scarcity</b>	<p>The City doesn't have an accurate measure of how many people live on the street in Cape Town. Equally, City-data around people sleeping rough is not refined enough to support appropriate resource allocation and interventions. Similarly, the City doesn't maintain a database which captures those individuals who have benefitted from intervention programmes and whether they have been reintegrated with society. As such, interventions can't be measured for impact.</p> <p>The City also doesn't monitor pre-emptive interventions, including those by partner organisations, to mitigate against rough sleeping taking place. As such, the impact of these interventions is difficult to assess.</p>	<p>Collecting and analysing data to understand the scope and specific needs of the rough sleeping population. This information must inform policies drafting, programmatic interventions, monitoring and evaluation, and effective resource allocation.</p>
<b>Funding and Resources</b>	<p>The funding required to reduce rough sleeping is unknown as the current data is inaccurate. 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, and therefore needs to understand what these programmes cost at a programmatic level; individual level; and at a staff resourcing level.</p> <p>Additionally, clarity is required around the sources of funding from non-governmental actors to enable interventions around rough sleeping. The City's involvement in related fund raising should also be articulated. The City also needs to understand the quantum of funding</p>	<p>Clarifying funding sources, future funding streams, resource requirements, and opportunities for non-governmental actors' contribution toward the plan to reduce rough sleeping.</p>

	other actors require to ultimately reintegrate people sleeping rough.	
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Table 8: Summary of challenges and corresponding opportunities

Each strategic focus area responds to the summarised challenge by utilising the corresponding opportunity.

8. **Strategic Focus Area 1- Prevention of rough sleeping** ([Prevention](#))

The objectives of Strategic Focus Area 1 are to:

- (1) To mitigate against the risk of people migrating to the street; and
- (2) To prevent chronic rough sleeping and encourage rapid reintegration

Key to preventing people from sleeping is rough is ensuring that at risk people are identified and supported as illustrated below:

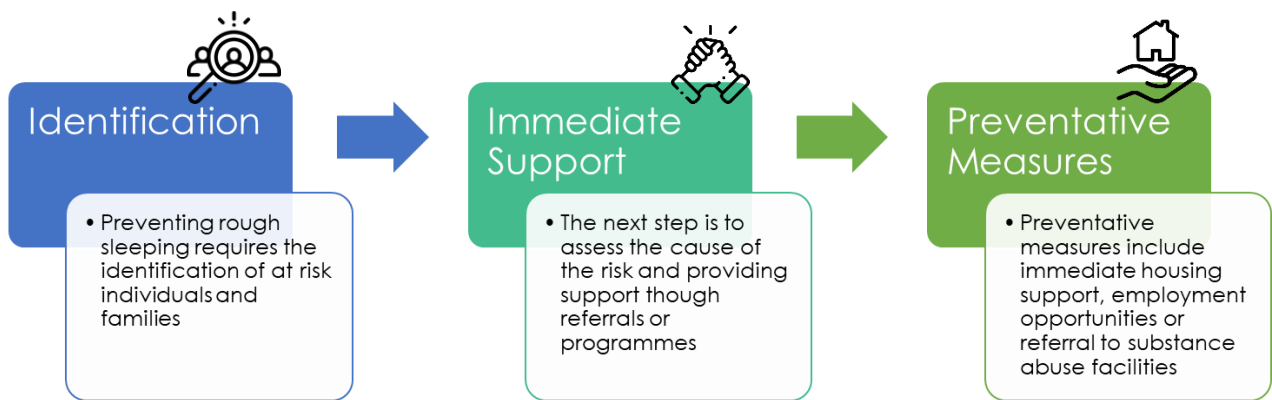


Figure 7: Approach to preventing people sleeping rough

The comprehensive prevention program addresses the multifaceted causes of rough sleeping through services. By focusing on early identification of at-risk individuals and families, providing immediate housing support, and addressing underlying issues such as unemployment, financial instability, and mental health concerns, the program aims to significantly reduce instances of rough sleeping and homelessness.

Key to the program's success is the integration of services across various sectors, ensuring a holistic approach to prevention. Community engagement and awareness initiatives will complement direct support services, fostering a supportive environment for those at risk.

Implementation of this program is expected to result in reduced rough sleeping rates, improved quality of life for vulnerable populations, and long-term cost savings for social services.

The below actions consider potential mitigation approaches geared at reducing the expansion of the population of people sleeping rough:

**Opportunity areas and key actions:**

**A. Regulatory alignment**

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

**B. Institutional coordination:**

8.1. **Policy Review:** This Strategy outlines the strategic shifts that are required within the City in order to achieve the desired outcomes of reducing the number of newly migrated and chronic rough sleepers. The CACD Department will undertake a policy review to ensure this strategic direction is pulling through the City's policy ecosystem. Where policy incongruence is found, CACD will advocate via the City's Policy Process to amend contradictory policy statements.

**Responsible department: CACD, P&S**

8.2. **Monitoring & Evaluation:** The operations of a number of 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 key aspects of the 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
<b>CACD Department (Community Services &amp; Health)</b>	<ul style="list-style-type: none"> <li>• Strategy;</li> <li>• Provision of social and development prevention programmes that enhance protective factors;</li> <li>• Make referrals to support structures.</li> </ul>	<p>Strategy to Reduce Rough Sleeping</p> <p>Early Childhood Development Framework</p>
<b>City Health (Community Services &amp; Health)</b>	<ul style="list-style-type: none"> <li>• Operating of clinics.</li> </ul>	<p>SDS</p> <p>RS</p> <p>IDP</p>
<b>Planning, Development and PMO (Community Services &amp; Health)</b>	<ul style="list-style-type: none"> <li>• Project development and implementation of community facilities in vulnerable areas.</li> </ul>	<p>SDS</p> <p>RS</p> <p>IDP</p>
<b>Resilience Department (Future Planning &amp; Resilience)</b>	<ul style="list-style-type: none"> <li>• Establish vulnerability metrics for communities;</li> <li>• Influence City departments to direct social programmes to vulnerable areas.</li> </ul>	<p>RS</p>
<b>Revenue Department (Finance)</b>	<ul style="list-style-type: none"> <li>• Implement measures within the Rates Policy as well as the Credit and Debt Control Policy that support indigent households with financial relief.</li> </ul>	<p>IDP</p>
<b>Informal Settlements (HS)</b>	<ul style="list-style-type: none"> <li>• Development of township areas with access to basic services and top-structure provision.</li> </ul>	<p>HSS</p> <p>IDP</p>
<b>Public Housing (HS)</b>	<ul style="list-style-type: none"> <li>• Maintenance and administration of the City's Community Residential Units and Hostels.</li> </ul>	<p>HSS</p> <p>IDP</p>

	<ul style="list-style-type: none"> <li>• Providing additional housing opportunities.</li> </ul>	
<b>Area Economic Development (EG)</b>	<ul style="list-style-type: none"> <li>• Administration of informal traders and informal trading areas.</li> </ul>	IEGS
<b>Cleansing (UWM)</b>	<ul style="list-style-type: none"> <li>• Maintenance of the public space with regards to waste collection and cleansing.</li> </ul>	IDP
<b>Public Empowerment and Development (UWM)</b>	<ul style="list-style-type: none"> <li>• Provision of EPWP budget in order to create opportunities.</li> </ul>	
<b>Urban Regeneration (SP&amp;E)</b>	<ul style="list-style-type: none"> <li>• Implementation of the Urban Regeneration Programme which supports vulnerable communities through the implementation of urban design, employment and safety programmes, and social programmes.</li> </ul>	IDP
<b>Disaster Risk Management (DRM)</b>	<ul style="list-style-type: none"> <li>• Conduct hazard and vulnerability assessments.</li> </ul>	IDP

*Figure 8: 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. As such, the City will build a coherent narrative of wide-spread responses to rough sleeping, and seek to integrate these actions over time.

**Responsible Department:** CACD, Risk and Resilience, P&S

- 8.3. **Vulnerability Maps:** Via the City's Resilience department, the City will develop a map of vulnerable areas<sup>4</sup> to serve as an informant to rough sleeping prevention programmes.

**Responsible Department:** Risk and Resilience, P&S, CACD

- 8.4. **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, these include model pathways out of homelessness. 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 seek 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:** P&S, CACD, Risk and Resilience

### C. Socioeconomic and Community Considerations

- 8.5. **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 and external to the City.

**Responsible Department:** CACD, City-wide approach

- 8.6. **Prevention Strategies:** As shown in the research, access to community structures play a significant role in prevention as well as re-integration. The City will continue to

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<sup>4</sup> According to the 'Vulnerability Index' developed by the Western Cape Government in partnership with the City.

enhance resilience through various projects and initiatives such as the substance abuse programme, youth programme, gender programmes, arts and culture programmes, and EPWP programmes offered through the CACD basket of services. Additionally, the City will undertake effective marketing and communication campaigns on City programmes to support vulnerable communities and individuals. These campaigns will outline how residents and businesses can support programmes to reduce rough sleeping.

**Responsible Department:** CACD

**D. Data Scarcity**

- 8.7. **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.
- 8.8. **Spending in relation to interventions:** The City needs to determine the impact of these actions with respect to the increase of people sleeping rough. 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 people sleeping rough, which is discussed under SFA 2 below.

**Responsible Department:** P&S, CACD, Risk and Resilience

**E. Funding and Resourcing**

- 8.9. **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 people sleeping rough, across the 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:** P&S, CACD, Budgets

8.10. **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:** CACD, Budgets, P&S

9. **Strategic Focus Area 2: Support people sleeping rough toward reintegration**  
[\(Intervention\)](#)

The objectives of Strategic Focus Area 2 are to:

- (1) Assist people sleeping rough with reintegration through City-wide prevention programmes and improving referral pathways internally (within the City) and externally (with non-City actors); and
- (2) Improve the efficacy of programme formulation and implementation by improving 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.

This intervention program addresses the immediate needs of people sleeping rough and homeless individuals while providing pathways to stable, long-term housing. The housing approach is a phased housed approach, as illustrated below:

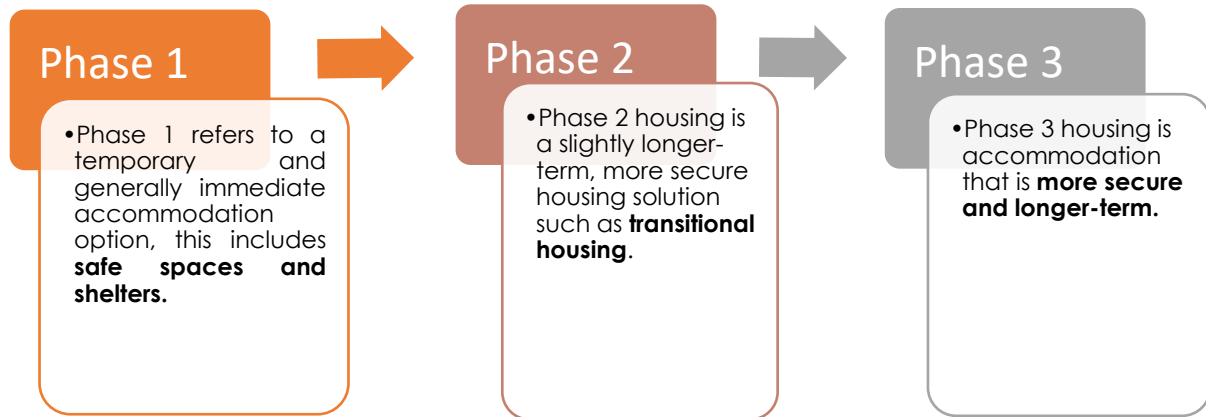


Figure 9: Phases of accommodation for people sleeping rough

Key components include direct street outreach, provision of emergency shelter, and access to essential health services, including mental health and addiction treatment. Individualised case management ensures tailored support, coordinating various services to meet each person's specific needs.

The program emphasises building independence through life skills training and employment assistance. Harm reduction strategies and social reintegration efforts aim to improve overall well-being and community integration.

Crucially, the program extends beyond initial intervention, offering long-term support to prevent a return to homelessness. This holistic approach aims to break the cycle of homelessness, improve quality of life, and facilitate successful reintegration into society.

Implementation of this program is expected to result in reduced rates of chronic homelessness, improved health outcomes, increased employment, and overall cost savings for social services and healthcare systems.

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

**Key actions and opportunity areas:**

**A. Regulatory alignment**

- 9.1. **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.
- 9.2. **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, CACD

**B. Institutional Coordination**

- 9.3. **Policy, SOP, Framework, and By-law Analysis:** Historically, the coordination of City responses to people sleeping rough has been imbalanced. The below tables indicates the CACD department's actions, as well as other City department activities, in responding to people who sleep rough.

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 CACD Department. In instances where actions by departments are found to be contradictory, the City will work to develop management plans that directly target people sleeping rough and the intended attainment of the desired outcome.

Programme	Intended impact
<b>Engagement with people sleeping rough</b>	To track people sleeping rough and assess support required for referral to relevant actors.
<b>Establishment of Safe Spaces</b>	Provision of temporary transitional spaces to increase bed space for people sleeping rough in order to reduce the number of people engaging in rough sleeping and encourage participation in developmental opportunities.

<b>Placements in alternative accommodation</b>	Facilitating access to developmental services offered by operators in order to reduce the number of people engaging in rough sleeping.
<b>Winter Readiness Programme</b>	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.
<b>Providing EPWP opportunities</b>	Provide work opportunities for people sleeping rough who participate in developmental programmes.
<b>Give Dignity Campaign</b>	To encourage citizens to give responsibly in order to discourage persistent begging.
<b>Early intervention strategies</b>	To reduce chronic rough sleeping and encourage reintegration back into society.
<b>Sector engagement</b>	Engagements with the homeless sector in an effort to coordinate services to people sleeping rough.

Table 9: City programmes and Initiatives and the intended impact of these

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

Department	Responsibility	Strategic Authority
<b>Law enforcement</b>	<ul style="list-style-type: none"> <li>Maintain order within the public domain;</li> <li>Make arrests, issue fines and referral notices.</li> </ul>	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
<b>Urban Waste Management</b>	<ul style="list-style-type: none"> <li>Cleansing of public spaces.</li> </ul>	Integrated Waste Management By-law, 2009  Streets, Public Places and the Prevention of Noise Nuisances By-law, 2007

<b>City Health</b>	<ul style="list-style-type: none"> <li>• Provision of primary health care at Safe Spaces;</li> <li>• Provision of substance abuse treatment at Matrix Clinics;</li> <li>• Provision of mental health screening services;</li> <li>• Environmental Health monitoring.</li> </ul>	Environmental Health By-law, 2003
<b>Recreation &amp; Parks</b>	<ul style="list-style-type: none"> <li>• Provision of burial services;</li> <li>• Access to City facilities;</li> <li>• Monitoring and reporting of prohibited activities at facilities.</li> </ul>	Public Parks By-law, 2010
<b>Water &amp; Sanitation</b>	<ul style="list-style-type: none"> <li>• Provision of access to water and sanitation at approved safe spaces.</li> </ul>	Water Strategy, 2020 Water By-law, 2010
<b>Economic Growth</b>	<ul style="list-style-type: none"> <li>• Facilitate work readiness via Jobs Connect Programme.</li> </ul>	IEGS
<b>Library &amp; Information Services</b>	<ul style="list-style-type: none"> <li>• Provision and facilitating access to information library services.</li> </ul>	SDS
<b>Property Management</b>	<ul style="list-style-type: none"> <li>• Reservation of land and buildings for approved NGOs to provided additional bed spaces;</li> <li>• Contract management of leases.</li> </ul>	Immovable Property By-law, 2015 Unlawful Occupation By-law, 2021
<b>Human Settlements</b>	<ul style="list-style-type: none"> <li>• Ring fencing funding for repurposing available facilities;</li> <li>• Expanding housing opportunities including</li> </ul>	HSS

	affordable rental housing opportunities.	
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Table 10: City departmental roles in providing intervention measures for people sleeping rough

In order to further decriminalise homelessness and aspects of rough sleeping specifically, while also ensuring that City by-laws are effective, the Streets, Public Places and the Prevention of Noise Nuisances By-law, 2007 will be amended to include progressive procedural steps and provisions prior to the criminalising of various activities when dealing with street-based persons.

**Responsible Department:** CACD, S&S

- 9.4. **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.
- 9.5. **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 people sleeping rough.

**Responsible Department:** CACD

- 9.6. **Release of City-owned land or facilities:** The CACD 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:** CACD, HS, Recreation and Parks, Roads and Infrastructure Management

- 9.7. **Continuum of Care:** The City will develop a continuum of care for people sleeping rough, confirming that City support is on-going (rather than being an once-off intervention) and that clear pathways toward social reintegration are provided for people who sleep rough. It will 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:** CACD

- 9.8. **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:** CACD, P&S, Risk and Resilience, Spatial Planning and Urban Design

### C. Socioeconomic and Community Considerations

9.9. **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.

**Responsible Department:** CACD, TBC

9.10. **Access to economic opportunities:** The City will leverage its EPWP work programme and initiatives to provide employment opportunities for people sleeping rough. 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:** CACD, PEP, EG

### D. Data Scarcity

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

9.12. **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.

- 9.13. **Categories of rough sleeping within the database:** the database will be detailed enough to delineate across different categories of people sleeping rough. 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:** CACD, P&S

**E. Funding and Resourcing:**

- 9.14. **Funding Analysis:** the City must confirm the funding quantum spent on its various intervention programmes for people sleeping rough. 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.
- 9.15. **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.
- 9.16. **Funding Projections into the Future:** in order to create an effective, sustainable intervention programme for people sleeping rough, 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:** CACD, P&S, OE&I,

- 9.17. **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 instances of rough sleeping increase or decrease in the future.

**Responsible Department:** CACD, P&S

- 9.18. **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 people sleeping rough. The City must advocate for funding for rough sleeping interventions

from the national government, and will include this key departure point within its Advocacy Programme.

**Responsible Department:** CACD, Revenue, Grant Funding, P&S

#### 10. Strategic Focus Area 3: Utilise non-City actors to achieve reintegration of people sleeping rough [\(Collaboration\)](#)

The objectives of Strategic Focus Area 3 are to:

- (1) Encourage a whole-of society approach by leverage City-partners, communities and the private sector to reduce rough sleeping; and
- (2) To improve intergovernmental coordination in responding to rough sleeping as well as improving the regulatory framework through advocacy.

This collaborative approach brings together diverse stakeholders to address rough sleeping comprehensively and efficiently. By fostering partnerships between government agencies, non-profit organisations, healthcare providers, law enforcement, and community groups, the program leverages collective expertise and resources. This approach aims to create a seamless support system, reducing duplication of efforts and closing gaps in service provision. By addressing rough sleeping holistically, it seeks to improve outcomes for individuals, optimise resource utilisation, and create sustainable, long-term solutions to homelessness.

Implementation is expected to result in more efficient use of resources, improved service accessibility for people sleeping rough, increased rates of sustainable housing placements, and overall reduction in rough sleeping.

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

#### Key actions and opportunity areas:

##### A. Regulatory alignment

- 10.1. **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 CACD Department will advocate for the integration of the objectives of this Strategy into other relevant strategies, policies and by-laws.

- 10.2. **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 CACD Department will ensure that these issues are captured in the City's Advocacy Programme.
- 10.3. **Education initiatives:** in addition to advocacy efforts, there is a need for ongoing awareness and education regarding rough sleeping as well as the referral pathways for assistance for those living on the street. The City will provide access to library services and assistance for people sleeping rough, as well as run education drives to provide health and hygiene training.
- 10.4. **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 people sleeping rough, including addressing issues of littering and other waste generation, and educate residents on how to get involved.

**Responsible Department:** CACD, LIS, Communications, P&S

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

Responsible Department	Advocacy issue
Western Cape Department of Social Development	<ul style="list-style-type: none"> <li>• Increase funding for bed spaces at shelters;</li> <li>• Increase funding for bed spaces at mental health facilities;</li> <li>• Increase funding for bed spaces for frail persons and persons with disabilities;</li> <li>• Increase funding for children's homes to accommodate children;</li> <li>• Therapeutic interventions;</li> <li>• Facilitate engagement with Correctional Services pertaining to de-institutionalized individuals; and the</li> <li>• Revision of norms and standards.</li> </ul>

Western Cape Department of Health	<ul style="list-style-type: none"> <li>• Increase bed spaces at mental health facilities;</li> <li>• Increase bed spaces for frail persons and persons with disabilities; and</li> <li>• Increase substance abuse treatment facilities.</li> </ul>
Western Cape Education Department	<ul style="list-style-type: none"> <li>• Provision of learning opportunities for out of school youth.</li> </ul>
Western Cape Department of Economic Development and Tourism (DEDAT)	<ul style="list-style-type: none"> <li>• Provision of economic opportunities for people sleeping rough.</li> </ul>
Western Cape Department of Human Settlements	<ul style="list-style-type: none"> <li>• Allocation of housing to eligible persons on waiting list for extended periods; and</li> <li>• Ring-fencing funds to repurpose available facilities.</li> </ul>
National Department of Justice and Constitutional Development  National Department of Correctional Services	<ul style="list-style-type: none"> <li>• Review application of parole conditions and addressing gaps; and</li> <li>• Establish protocols and agreements between correctional services and municipalities.</li> </ul>
State-owned Enterprises (SoE's)  Private Land Owners	<ul style="list-style-type: none"> <li>• Availing vacant buildings for repurposing to utilise as shelters, safe spaces and transitional housing; and</li> <li>• Securing facilities and assets.</li> </ul>

Table 11: Advocacy agenda in relation to people sleeping rough

## B. Institutional Coordination

10.5. **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:** CACD, P&S

- 10.6. **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 sleeping; 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, Safe Space provision, or primary health care services etc.) so that all residents are able to respond to rough sleeping in full knowledge of the various response mechanisms.
- 10.7. **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:** CACD, Communications, P&S

- 10.8. **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 people sleeping rough, employment opportunities, and financial partnerships.

**Responsible Department:** CACD, Economic Growth

### C. Socioeconomic and Community Considerations

- 10.9. **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:** CACD

### D. Data Scarcity

- 10.10. **Non-governmental actor data collaboration:** the City needs to understand the measures instituted by other organisations and the impact of these on people sleeping rough. 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 will also assist the City in improving referral processes and information.
- 10.11. **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:** CACD, P&S

## **E. Funding and Resources**

- 10.12. **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 to reduce rough sleeping over time, and what quantum contribution is required for the non-governmental actors in order to achieve this outcome.
- 10.13. **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.
- 10.14. **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<sup>5</sup>, donations, and private sector funded initiatives.

**Responsible Department:** CACD, Risk and Resilience

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<sup>5</sup> 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).

## 11. Monitoring and Evaluation

As part of the implementation of this strategy, the City will develop a comprehensive Monitoring and Evaluation programme. It will review and formulate indicators to enable i accurate measurement of the impact of relevant policies, programmes and projects. The CACD Department will 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 City's overall strategic context, and remains up to date with best practice, this Strategy will be reviewed five years after approval by Council.