



DRAKENSTEIN

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Homeless People Policy

Date of Approval/Review by Council	Implementation Date

Signed by the City Manager	Signature Date

LIST OF ABBREVIATIONS

CBO	Community Based Organisation
CDS	City Development Strategy
DPU	Displaced People's Unit
EPWP	Expanded Public Works Programme
FBO	Faith Based Organisation
IDP	Integrated Development Plan
LNOC	Local Network of Care
M & E	Monitoring and Evaluation
NGO	Non-Governmental Organisation
SASSA	South Africa Social Service Agency
SDECD	Directorate of Social Development and Early Childhood Development
SDS	Social Development Strategy

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GLOSSARY OF TERMS

Database	Confidential records kept of Homeless People itemising their personal details, what services they have already accessed and how frequently, what services they still need to access as well as their length of time living on the streets;
Homeless adult	Any person who is 18 years and older who for any reason finds him/herself being homeless. Homeless adults are further sub-divided as follows.
Adult	18 – 55.
Aged	55 and over.
Homeless child	A child under the age of 12 who for any reason leaves his/her family and community either temporarily or permanently to be homeless. Homeless children should be further sub-divided along the following lines.
Infants:	0 - 2 years old.
Toddlers/Pre-schoolers	2 - 7 years old.
Children	7 - 12 years old.
Homeless People	People who for any reason use the outdoors as home for a lengthy period. Cognisance is taken of the fact that the definitions of 'child', 'youth' and 'adult' for legal purposes are contained within the Criminal Procedures Act and the justice system. The term "street" includes all areas e.g. open spaces, riverbanks etc.;
Homeless youth	A person over the age of 12 years and under the age of 18 years who for any reason finds him/herself being homeless.

Prevention Programs	Developmental and preventative Programs identifying children, youth and adults at risk in order to provide services and skills-building opportunities at schools, to families and communities.
Shelter	A residential facility providing temporary accommodation, care, social work services and opportunities for education and training to self-referred people who are homeless. Shelters primarily make provision for the process of social reintegration of people living on the street and their informal management outside the formal legal system; and
Street/Community Worker	A person - usually trained in child and youth care work, often with specific relations to homeless children - who works with children on the street or in the community with children at risk of becoming homeless children. The worker forms part of a community process to provide solutions and services.

1. INTRODUCTION

Drakenstein Municipality is under an obligation in terms of Section 26 and 27 of the Constitution **legislation is the Constitution of the Republic of South Africa 1996 (Act no. 108)**, to take proactive and remedial steps to provide Homeless People with the necessary developmental assistance pertaining to basic service needs such as access to accommodation, health services, employment, but most importantly the reintegration or reunification of Homeless People into families, community, and society.

The broad legislation mandate that governs homeless/Homeless People place an obligation on this sphere of government to provide guidelines for the prevention and elimination of all forms' homelessness/Homeless People.

The municipality, therefore, believes that it has a **demonstrable moral commitment** to creating an environment in which Homeless People respect one another's integrity, and dignity, and have a right to equality.

2. POLICY STATEMENT

The Drakenstein Municipality in line with its municipal vision of being: "A City of Excellence", will seek to develop programs and projects that would enable relevant municipal service departments and civil society institutions to adequately manage the men, women and children that live on the streets of the municipality.

It is our declared endeavor to employ a holistic, developmental, and integrated approach in the programs and projects aimed at Homeless People.

3. POLICY OBJECTIVE

The objectives of this policy are to:

Adopt an inclusive, integrated, and responsive approach to community development to facilitate the improvement of factors such as programmes and budget priorities healthy, accessible, liveable multi opportunity communities, assistance to achieve reintegration into communities and access to employment opportunities" access to infrastructure and social services, partnerships and collaboration for social development that may increase the risk of harassment in the workplace to define how Drakenstein Municipality can play a *meaningful, enabling, coordinating and facilitative* role in managing the social and economic challenges linked to the phenomenon of Homeless People in Drakenstein.

4. LEGAL MANDATE

Constitution of the Republic of South Africa:

- 4.1 Section 28 on the rights of the child;
- 4.2 Section 152 sets out the objectives of local government, i.e., "to promote social and economic development"; and
- 4.3 Section 153 states that a municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community.

Other directives

The United Nations Convention on the Rights of the Child (1989):

- (a) The signing of this Convention covers homeless children, children of war, children living in abject poverty, children with disabilities as well as child prostitutes and sexually abused children; and
- (b) Article 27 of the Convention places the onus on the state to provide adequate shelter for children.

5. POLICY PRINCIPLES

- 5.1 It is the right of the Homeless People of Drakenstein to live with dignity and to be granted the opportunity to develop to their full potential;
- 5.2 It is the right of residents of Drakenstein to live and work in their communities without being subjected to socially unacceptable behavior such as harassment or criminal activity;
- 5.3 DM will ensure that the service departments of the municipality deal with Homeless People in a responsible and dignified manner in order to gain their trust and respect;
- 5.4 DM will promote collective networking and cooperation between role-players and stakeholders involved in working with Homeless People;

- 5.5 DM will seek to raise funds from both public and private spheres of society to cultivate a culture of care and support for and among Homeless People;
- 5.6 DM will seek to consult with and involve Homeless People in the development of strategies, programs and projects aimed at addressing their challenges; and
- 5.7 DM will seek to empower Homeless People through job creation and training and help them to re-integrate into society.

6. SCOPE OF APPLICABILITY

The provisions of this policy apply to:

- 6.1 This policy applies to all men, women and children living on the streets of the geographical area that falls under the jurisdiction of the Drakenstein Municipality;
- 6.2 This policy will guide and direct the implementation of all municipal strategies, programs and projects developed to manage Homeless People in Drakenstein;
- 6.3 This policy will also apply to NGOs and CBOs where these organisations are in partnership with the municipality through the implementation of an approved and joint Homeless People program; and
- 6.4 Changes to the Drakenstein Homeless People Policy can only be affected through a Council Resolution.

7. ROLEPLAYERS AND STAKEHOLDERS

The Drakenstein Municipality recognises the following stakeholders as potential partners for joint projects and programs in managing Homeless People in Drakenstein:

- 7.1 Drakenstein Law Enforcement;
- 7.2 Drakenstein Solid Waste & Cleaning Services;
- 7.3 Drakenstein Parks, Sport & Cemeteries;
- 7.4 Local NGO's and CBO's that have programs for Homeless People;
- 7.5 Provincial Department of Social Development;

7.6 Organised Business (Paarl & Wellington);

7.7 South African Police Service;

7.8 Faith-based Organisations; and

7.9 Local Media.

8. OTHER POLICY DIRECTIVES AND CONSIDERATIONS

8.1 The main objective with the various Homeless People programs and projects is to assist as many of the individuals living on the streets of Drakenstein with the process of **re-integration into society** and thereby reducing the number of people living on the streets;

8.2 The Municipality has a **database** and updates its records frequently of people living on the streets of Drakenstein;

8.3 Homeless People who are found to be transgressing the bylaws of the municipality, or exhibit **anti-social and criminal behavior**, will be dealt with in terms of the prevailing municipal and SAPS sanctions;

8.4 **Homeless Children** will in all cases be referred to the Department of Social Development, which has local Social Workers that implements programs aimed at destitute and homeless children;

8.5 In cases where **substance abuse, severe health problems and mental illness** are detected, the municipality shall ensure that the Department of Social Development as well as relevant Community-Based Organisations and NGOs are notified to respond;

8.6 The municipality will, in partnership with NGO's and CBOs identify potential candidates (from Homeless People) for its **public employment programs**, as well as to afford individuals the opportunity to acquire employable skills;

- 8.7 The municipality will as far as possibly work with local NGOs to develop and establish **night shelters for Homeless People** in terms of the partnerships and development initiatives to integrate them back into society. This can be the result of joint initiatives with the private sector, NGO sector as well as provincial and national government departments;
- 8.8 The municipality will ensure that the local communities are educated about the initiatives for Homeless People, so that the **distribution of food on the street, donations and support are not given directly to Homeless People**, but channeled through the three shelters, it sustains them while on the street and delays their rehabilitation;
- 8.9 The Social Development Section will design and implement **awareness programs** to this end; The policy will be **evaluated and reviewed** as and when required to deal with changing circumstances or where it is found not to meet the desired outcomes:
- 8.9.1 In line with paragraph 2.1.6 of this policy the municipality will encourage and assist Homeless People to organise themselves into a **“forum” or “committee”** who can participate in the evaluation of the Homeless People Policy of the Drakenstein Municipality;
- 8.9.2 **Annual Implementation Plans** (targets; objectives; etc.) will flow from the Homeless People Policy in order to drive the strategic directives as reflected in the policy; and
- 8.9.3 Progress Reports on the Implementation Plan will be submitted to the monthly Community Services Portfolio Committee Meetings to ensure **continuous**.

9. HOMELESS PEOPLE ASSESSMENT

- 9.1 The assessment procedure must be documented and managed by assessment centres as well as shelters that incorporate assessments into the regular operational procedures;
- 9.2 Records of assessments and referrals must be kept and managed by assessment centres and shelters;
- 9.3 Assessment criteria must be available to all potential clients and external service providers and stakeholders;
- 9.4 Assessment criteria must be clear and non-discriminative;
- 9.5 Assessment criteria must ensure justice and equal access to shelters; and
- 9.6 Assessment should be conducted or facilitated by registered social workers.

9.7 Temporary Accommodation

- 9.7.1 After the assessment process, the homeless person might be sent home or if the social worker needs more time for assessment, the person may be accommodated until his/her personal development plan is concluded;
- 9.7.2 Temporary emergency accommodation may also be allocated if the person comes to the assessment centre after normal business hours and needs accommodation; and
- 9.7.3 Temporary emergency accommodation may also be granted if a homeless person appears to be in distress.

9.8 Assisting Homeless Individuals who want to reunite with their families

This policy provides a structured approach to assist homeless individuals who wish to leave the streets and reunite with their families. The goal is to ensure a safe and sustainable reintegration process, promoting personal responsibility and family support.

To qualify for assistance under this policy, individuals must meet the following criteria:

9.8.1 Commitment to Change

Must express a genuine desire to leave the streets and reintegrate into a stable family environment.

9.8.2 Sobriety and Drug-Free Status

Must be sober and free from drugs at the time of application. If previously addicted, you must have completed or be willing to enter a rehabilitation program before reintegration.

9.8.3 Family Contact Information

Must provide a valid address and contact number of a family member willing to receive them. The family must confirm their willingness to take the individual back into their home.

9.8.4 Willingness to Reintegrate

Must be ready to respect and adapt to the family's structure, rules, and responsibilities. Should commit to working towards self-sufficiency through employment, skills training, or other personal development programs.

9.8.5 Assessment & Verification

A social worker or designated support officer will assess the individual's readiness and verify family willingness before any arrangements are made.

9.8.6 Support Provided

Transportation Assistance: If the family is willing to receive them, transportation arrangements may be made to reunite the individual with their family.

9.8.7 Counseling & Reintegration Support

Guidance and counseling will be offered to both the individual and the family to ensure a smooth transition.

9.8.8 Referral to Rehabilitation Programs

If necessary, the individual will be referred to a rehabilitation center before reintegration.

9.9 Responsibilities of the Individual

- 9.9.1 Must adhere to agreed-upon conditions and respect the family's household structure;
- 9.9.2 Must actively seek employment or engage in programs that promote self-sufficiency; and
- 9.9.3 Must avoid returning to harmful behaviors that may lead to homelessness again.

9.10 Monitoring & Follow-up

A follow-up plan will be in place to ensure the individual is adjusting well to their new environment. Support services may be provided where necessary to prevent a return to homelessness.

9.11 Placing Homeless Individuals with Substance Use Disorders into Supportive Programs

Homelessness and substance use disorders (SUDs) are deeply interconnected social issues requiring a comprehensive policy response. Addressing the needs of homeless individuals struggling with substance use involves a balanced approach that integrates housing, rehabilitation, mental health care, and social reintegration.

9.12 Policy Objectives

- 9.12.1 Provide safe and stable housing for homeless individuals with SUDs;
- 9.12.2 Ensure access to healthcare and rehabilitation services;
- 9.12.3 Promote harm reduction strategies to minimise substance-related harm;
- 9.12.4 Foster social reintegration through employment and skill development; Programs; and
- 9.12.5 Enhance collaboration between government agencies, NGOs, and community organisations.

9.13 Policy Approaches

9.13.1 Housing First Approach

Prioritise immediate housing without preconditions of sobriety.
Offer long-term support services, including counseling and case management.

9.13.2 Integrated Treatment Programs

- (a) Combine medical, psychological, and social interventions; and
- (b) Provide detoxification and rehabilitation options tailored to individual needs.

9.13.3 Harm Reduction Strategies

- (a) Implement safe consumption spaces and needle exchange programs; and
- (b) Increase availability of opioid substitution therapy and other medical treatments.

9.13.4 Employment and Skill Development

- (a) Establish job training programs to support reintegration; and
- (b) Encourage partnerships with businesses for employment opportunities.

9.13.5 Legal and Policy Support

Ensure human rights-based approaches in law enforcement and social policies.

9.13.6 Funding and Implementation

- (a) Secure government funding and private sector partnerships;
- (b) Allocate resources for community-based interventions; and
- (c) Conduct regular monitoring and evaluation to assess policy effectiveness.

9.14 Identifying Shelters for a Self-Sustaining Homeless Community

Homelessness remains a pressing issue that requires sustainable and inclusive solutions. This policy seeks to identify and allocate shelters where homeless individuals can establish a self-sustaining community. By providing designated shelters with basic infrastructure and support, this initiative aims to empower homeless individuals to rebuild their lives while reducing urban homelessness.

10. POLICY OBJECTIVES

- 10.1 To identify suitable land for homeless individuals to live in a community;
- 10.1 To create a framework that supports self-sufficiency through communal living, skills development, and economic participation;
- 10.2 To ensure access to basic services such as water, sanitation, and waste management; and
- 10.3 To collaborate with stakeholders, including government agencies, private sector partners, and NGOs, for sustainable development.

11. SITE SELECTION CRITERIA

- 11.1 Zoning & Land Availability: Identify underutilised or government-owned land suitable for residential and community development;
- 11.1 Proximity to Essential Services: Access to healthcare, employment opportunities, and social services; and
- 11.2 Environmental Suitability: Ensure the land is safe, non-hazardous, and suitable for long-term habitation.

12. COMMUNITY DEVELOPMENT FRAMEWORK

- 12.1 Governance & Management: Establish a resident-led committee to oversee daily operations;
- 12.2 Infrastructure & Housing: Develop low-cost, modular housing solutions with communal spaces;
- 12.3 Skills Development & Economic Participation: Provide training programs in farming, construction, and entrepreneurship to promote self-sufficiency; and
- 12.4 Health & Well-being: Ensure access to medical care, mental health support, and addiction recovery programs.

13. FUNDING & PARTNERSHIPS

Government Grants & Subsidies: Leverage existing social development funds;

- 13.1 Private Sector & NGOs: Encourage partnerships for financial and material support; and
- 13.2 Community Participation: Allow residents to engage in economic activities that sustain the community.

14. LEGAL & POLICY CONSIDERATIONS

- 14.1 Amend zoning laws to accommodate communal living initiatives;
- 14.2 Develop clear guidelines for residency, rights, and responsibilities;
- 14.3 Implement monitoring and evaluation systems to ensure the success and sustainability of the community; and
- 14.4 This policy provides a structured approach to address homelessness by providing an overnight shelter. With proper governance, infrastructure, and partnerships, this initiative can restore dignity and provide long-term solutions for homeless individuals.

15. PERSONAL DEVELOPMENT PLAN

- 15.1 A Personal Development Plan (PDP) must be compiled for each resident and documented by a shelter manager to ensure personal growth and development of client;
- 15.2 It is expected that the clients will stay at the shelter for a maximum of Six (6) months. If the period needs to be extended, valid motivation must be provided; and
- 15.3 Each resident must be provided with an exit strategy as part of the personal plan.

16. IMPLEMENTATION PROGRAMME

16.1 Monitoring and Evaluation

The policy will be reviewed and updated every three years or in light of evidence that indicates that this policy is not meeting the outcomes.

17. NORMS AND STANDARDS FOR OVER NIGHT SHELTER IN DRAKENSTEIN

The norms and standards will have particular relevance for those that will access shelter services, the organisations providing the services, the funders of these services, government and the various stakeholders that have a role to play either directly or indirectly in the Homeless People sector. The need for norms and standards is framed within the context of what is needed to best serve the interest of people accessing shelters for homeless adults and to provide the minimum acceptable level of care and services within the shelter context. In addition, the norms and standards will assist in setting clear guidelines on how these services are to be provided. The norms and standards will also be monitored and evaluated to ensure compliance and measure the achievement of the expected level of performance and improvements.

18. COMPLIANCE OF OVER NIGHT SHELTERS NORMS STANDARDS

- 18.1 All organisations operating shelters for homeless adults must be duly registered in terms of the applicable legislation;
- 18.2 All organisations operating a shelter for homeless adults must comply with the relevant local government regulations and bylaws;
- 18.3 A Central Register must be kept by the Western Cape Department of Social Development of all Shelters for Homeless Adults (Hereafter referred to as Shelters) operating in the province;
- 18.4 Once registered, Shelters must provide regular (annually) reports to Drakenstein Municipality:
 - 18.4.1 A shelter must be registered as a Non-Profit Organisation according to the Non-profit Organisations (NPO Act 71 of 1997);
 - 18.4.2 A non-profit organisation (NPO) must register with the NPO Directorate in the National Department of Social Development;

- 18.4.3 An NPO can be a Trust, a company or any other Voluntary Association of persons, which has a public rather than a private purpose, and which does not operate for profit (not-for-profit means that the NPO's property or income is not paid out to its office bearers, except as payment for work done or services rendered);
- 18.4.4 In the case of Voluntary Associations, organisations must be registered in terms of Non-Profit Organisations Act, Act 71 of 1997;
- 18.4.5 In the case of Section 21 Companies, organisations must be registered as Section 21 Company under the Companies Act, Act 61 of 1973; and
- 18.4.6 Trusts that have registered with Master of the Supreme Court under the relevant legislation.

19. CONCLUSION

The Drakenstein Municipality acknowledges that the issues that face Homeless People are complex and multi-faceted and that it requires a multi-pronged strategy to manage it effectively.

The municipality is in the first instance committed to helping Homeless People re-integrated back into society while at the same time ensuring that municipal bylaws are enforced, and that Homeless People respect and abide by the laws of the country.