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Department of
Social Development

HOMELESSNESS POLICY

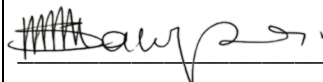
Prepared by:

Social Development Integrated Policy, Planning and Research (IPPR) Unit.

City of Johannesburg Policy on Homelessness	2024
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It is hereby confirmed that this is a CoJ Policy on Homelessness with effect from2024 (Resolution attached)



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**THIS DOCUMENT IS NOT A POLICY INSTRUMENT OF THE CITY OF JOHANNESBURG
METROPOLITAN MUNICIPALITY UNTIL A COUNCIL RESOLUTION ON ITS APPROVAL IS PASSED**

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PREAMBLE

The Republic of South Africa is partisan to various international paradigms and discourses that seek to address poverty and inequality by seeking to fulfil the Sustainable Development Goals (SDGs). The country also played a critical role in the development of Agenda 2063 (The Africa We Want) in the context of the African continent.

Whereas, the Constitution of the Republic of South Africa's Sections 7 – 39 of Chapter 2 outlines the human rights which will be protected within the Republic's jurisdiction.

Whereas, Section 153 of the Constitution stipulates that local government is obliged to ensure that sustainable services are provided to communities.

Whereas, Section 151(3) of the Constitution stipulates that a municipality has the right to govern the local government affairs of the community, subject to and in terms of national and provincial legislation.

Whereas, the Municipal Systems Act 4 (1) stipulates that the council of a municipality has the right to govern on its own initiative the local government affairs of the local community.

Whereas, the City of Johannesburg is a category A Municipality according to the criteria applicable by Section 2 of the Municipal Structures Act; read with Section 155 (1) of the Constitution.

Therefore, the City of Johannesburg Department of Social Development, henceforth referred to as DSD, and all its units adopt the Homelessness Policy set out in this document.

1. ACRONYMS AND ABBREVIATIONS

In this Policy, unless the context indicates otherwise, the English text prevails in the event of a conflict in meaning with other texts.

CBO	Community-based Organisation
CoJ	City of Johannesburg Metropolitan Municipality
DSD	Development of Social Department
EMS	Emergency Medical Service
FBO	Faith-Based Organisation
HDS	Human Development Strategy
HSD	Human and Social Development
IDP	Integrated Development Plan
JDA	Johannesburg Development Agency
JMPD	Johannesburg Metropolitan Police Department
JPC	Joburg Property Company
JRA	Johannesburg Road Agency
LGBTQI	Lesbian, Gay, Bisexual, Transgender, Queer and Intersex
ME/MEs	Municipal Entity/Municipal Entities
MDCS	Migration, Displaced and Children Services Unit
NDP	National Development Plan
NGO	Non-Governmental Organisation
PWDs	Persons with Disability
SAHRC	South African Human Rights Commission
SANCA	South African National Council on Alcoholism and Drug Dependence
SLA	Service Level Agreement
SAPS	South African Police Service
SDG	Sustainable Development Goals
SAPS	South African Police Service

SASSA	South African Social Security Agency
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2. GLOSSARY OF TERMINOLOGY

Concept	Definition
Accounting Officer	This means the City of Johannesburg Metropolitan Municipality's Municipal Manager, also known as "City Manager".
Adult	Adult is any person over the age of 18 years.
Assessment	Assessments will always be conducted by a registered social worker in direct employment or under direct contract with the City of Johannesburg.
Assessment Centre	A temporary residential facility for social care assessment and provides basic services/programs. These could include access to food, clothing, ablution facilities, basic health care, psychosocial services and family reunification services.
Child	Any person under the age of 18 as defined in the Children's Act 38 of 2005.
City	Means the City of Johannesburg Metropolitan Municipality as established by Provincial Notice 479 of 2000 in terms of section 12 of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998) and includes an employee or person authorised to perform any function in connection with this Policy.
Counselling	Specialised preventative and therapeutic programs aimed at rehabilitating people with specific personal barriers to self-sufficiency, including dependency on substances and dysfunctional relationships with family members.
Disability	Refers to the loss or elimination of opportunities to take part in the life of the community equitably with others that are encountered by persons having physical, sensory, psychological, developmental, learning, neurological or other impairments, which may be permanent, temporary or episodic, thereby causing activity limitations and participation restriction with mainstream society.

Discrimination	Imposing any distinction, exclusion or restriction of persons.
Documented migrants	A person not of South African citizenship residing in South Africa under a formal status assigned by existing legal instruments (principally the immigration and refugee acts), including a person in possession of evidence that they are in the process of applying for refugee status and are awaiting their appointment with a refugee reception officer as per section 22 of the refugee act, and as such are not yet in possession of a Section 22 asylum seekers permit.
Empowerment	Refers to the process of endeavouring to make an individual conscious of building critical analytical skills for him/her to gain self-confidence in order to take control of his/her life.
Family	Family is a societal group related by blood (kinship), adoption, foster care or ties of marriage (civil, customary or religious), and cohabitation, and goes beyond a particulate physical residence. (White Paper on Families in South Africa, 2015).
Field Work	The work of providing contact, relationship building, monitoring, and advocacy to people on the streets, including disseminating information on available programs and processes to provide solutions and services.
Home	A home is a place where one lives permanently, especially as a member of a family or household and embodies ideas of comfort, belonging, identity, and security (Cooper, 1995).
Homelessness	In the context of the City of Johannesburg, and thus of this policy, homelessness refers to a state of being displaced. The definition includes displaced persons who lack housing and a fixed, regular, and adequate night time residence.
Hot spots	Hotspots refer to a specific address (public space) occupied by displaced people, where no facilities are available, leading to littering, no housing available, etc.
Location	Refers to the suburb or area in which the hotspot is situated
Minor	Any person under the age of 18 years.

Outreach	Procedures carried out on an ongoing basis to build initial counselling relationships with persistently homeless individuals to connect the individuals in question with relevant services and Procedures carried out on an ongoing basis to build initial counselling relationships with persistently homeless individuals to connect the individuals in question with relevant services and establish more robust baseline information on clustered homeless populations. This includes services delivered from shelter sites to individuals not residents in the shelter question.
Overnight Shelter	A shelter operating on a fee-per-night basis, catering principally to economically active street-dwellers, with no mandatory program participation.
Policy	A policy translates the government's political vision into programmes and actions to deliver outcomes, i.e. desired changes in the real world. It outlines the government's decision regarding a particular course of action that will be undertaken or an issue that needs to be addressed and provides a broad framework for decision-making and implementation.
Programmatic Shelter	This refers to the longer-term shelter with structured intake based on a social care assessment for vulnerable cases, involving a maximum residency period of three consecutive months, during which there will be obligatory participation in programs set out by the individual stabilisation plan.
Reception Centre for minors	A facility providing assessment and referral for minors based on psychosocial assessment with a maximum residential period of one week.
Reception Centre for Adults	A facility providing assessment and referral for adults based on first-tier (initial) social assessment with no residential component.
Reception Centre for children	A facility providing assessment and referral for children based on first-tier (initial) social assessment with no residential component.
Reunification	Reunification is a process of empowering and supporting the client and family, the extended family to be reunited with their family over time.

Safe space or sleeping zone	Safe space or sleeping zone is a place or environment in which a person or category of people can feel confident that they will not be exposed to discrimination, criticism, harassment or any other emotional or physical harm that are free from violence, fear and danger and where people can grow and thrive.
Shelter	A shelter is a safe place where homeless adults can be stabilised in a physical structure on a temporary basis to provide for their immediate needs and protection and work towards rebuilding human dignity and self-reliance.
Social care assessment	This is the assessment carried out by a qualified social worker in the employ of the City.
Social integration	Social integration refers to the supportive relationships at the community level, whereas social support mainly refers to individual, group and community levels. It is promoted through active and continued participation in social, economic, cultural, spiritual and public affairs, enhancing the intergeneration relationships within families and communities and the reduction of inequality, discrimination and marginalised vulnerable groups (Norms and Standards for services to families, September 2012).
Stakeholder	Stakeholder refers to any individual or group with a vested interest who may add value or contribute towards developing or benefiting from interventions in the homeless sector.
Street/Community Worker	A person trained in community /social work, often with specific relation to homeless people, including street children – who work on the street or in the community with people at risk.
Street Homeless Person	Street Homeless Person includes a displaced person and an individual who lacks housing and a fixed, regular, and adequate night time residence. These are people who live on the streets or pavements or open spaces, under bridges, in carports, plastic containers, bushes or next to rivers or spruits, who fall outside the viable social network of assistance and are unable to provide themselves with shelter at any given time or place.

Undocumented migrant	A person not of South African citizenship residing in South Africa without a formal status assigned by existing legal instruments (principally the immigration and refugee acts).
Vulnerable persons	Refer to segments of society that are at a higher risk of experiencing harm, discrimination, or marginalization due to various factors such as age (children, older persons), gender (girls, women, LGBTQIA+), persons with disabilities, homeless and service users recovering from substance abuse. These individuals often face barriers in accessing resources, services, and opportunities that can further exacerbate their vulnerability.
Young Adult	Any person between the ages of 18 and 35.

3. INTRODUCTION

3.1. Context and Background

The concept of homelessness is not a new phenomenon; people have been living on the street or homeless since the early historic times. This phenomenon is prevalent in urban and rural areas, with the bulk of the homeless population living in urban areas due to a plethora of factors. Various studies, more especially from the developing world have been undertaken in an attempt to define homelessness and understand the profiles of the homeless population. From the studies, various reasons have been given to justify homelessness as well as identify possible mitigating measures.

Kellett and Moore (2003) and Obioha (2019) note that homelessness can be understood from different perspectives and is driven by various factors. Kellert and Moore (2003) argue that homelessness is not a housing problem but rather one that is induced by a wider range of issues, including personal, social, cultural, economic, and political issues. Obioha (2019) believes that homelessness in South Africa is a social problem and is driven, among other things, by factors such as historical disadvantages, migration, unemployment, social exclusion, and home desertion. In South Africa, the national, provincial, and local departments of social development are responsible for mitigating homelessness and not the housing departments (Du Toit, 2010). This perspective of understanding homelessness as a result of various social ills means that the phenomenon is a 'soft' or intangible issue that can not only be addressed through physical solutions. This policy, therefore, presents the principles and procedures governing the management of homelessness in the City, as well as the management and oversight of emergency shelters and temporary shelters by the City of Johannesburg officials acting under their constitutional mandate to provide social assistance to citizens in need.

In the context of the City of Johannesburg, and thus of this policy, homelessness refers to a state of being displaced. The definition includes displaced persons who lack housing and a fixed, regular, and adequate night time residence. Displaced persons are people who live on the streets or pavements or open spaces, under bridges, in carports, bushes or next to rivers or streams, who fall outside the viable social network of assistance and are unable to provide themselves with shelter at any given time or place.

4. STRATEGIC INTENT AND DESIRED OUTCOMES

4.1. Policy Problem Statement

International discourse on sustainability and human development culminated in a collection of global goals which have become the blueprint to achieve a better future for all. In that fashion, the City is in a quest to contribute towards the country's socioeconomic development trajectory by contributing to a host of global goals (the UN SDGs) with a specific focus on the vulnerable. Contributions encompass mitigating poverty as stipulated by SDG Goal 1: No poverty. This is coupled with ensuring good health and wellbeing as pronounced in Goal 3: Good health and wellbeing. The City intends to improve the lives of the homeless by creating an enabling environment for them to be integrated or reintegrated into the community for them to gain equal footing towards accessing services and employment opportunities as advocated by Goal 8: Decent work and economic growth. South Africa is ranked among the economies with the highest inequality in the world, with a very high Gini coefficient of 0.64. The City's Gini coefficient dropped by 0.3 in the last ten years, and thus, the City is in a quest to mitigate this high inequality level by focusing on the vulnerable, thereby contributing to the country's attainment of the SDG's Goal 10: Reduced inequality.

Since homelessness is not only a 'physical' housing issue, addressing this phenomenon has proven difficult since local municipalities and their social development institutions are often ill capacitated to address a host of social ills. The City needs to explore all variable options to mitigate improving coordination and cooperation between various stakeholders and increase resources, especially in the social welfare sector, to extend adequate outreach to persons at risk of chronic homelessness.

4.2. Policy Purpose (Rationale)

The purpose of this policy is to:

- a) Serve as an overarching policy framework for homelessness issues within the City of Johannesburg,
- b) Promote respect for the homeless and their inherent dignity,
- c) Provide a broad outline of the responsibilities and accountabilities of various stakeholders, including practitioners,

- d) Provide homeless people with reasonable solutions including accommodation for effective governance; and
- e) Promote, protect, and ensure the equal enjoyment of all human rights and fundamental freedoms for homeless people in the City.
- f) Allow for data collection mechanisms to enhance future policy interventions.

4.3. Policy Goals and Objectives

The overall goal and objective of the policy is to contribute towards the City's aspirations of fulfilling the Sustainable Development Goals, the NDP directives, the IDP other relevant strategies that foster a better quality of life for the homeless. This is done in line with the mentioned international discourses, ideologies, the Constitution's Bill of Rights and other relevant pieces of legislation. This Policy also engenders the active involvement of various stakeholders in improving the socioeconomic wellbeing of the homeless in the City and to:

- a) Mitigate homelessness in partnership with other relevant departments, entities and agencies;
- b) Provide accessible services to the homeless;
- c) Facilitate the assimilation of the homeless back into society and families through:
 - o Improving personal hygiene and nutrition
 - o Vocational training
 - o Entrepreneurial training
 - o Job and market support
 - o Addressing stigmatisation
- d) Empowering and creating an enabling environment for people living and working on the streets to take responsibility for themselves and their developments;
- e) Reduce poverty through the facilitation of job creation;
- f) Develop partnerships between NGOs, CBOs, and Faith-based Organisations, the private sector and public sector and all spheres of Government;
- g) Actively support and facilitate training and education of all relevant officials;
- h) Promote effective policing, particularly at the local government level;
- i) To facilitate the development of a coherent, effective funding program;
- j) To raise awareness and promote education in the communities about the issues affecting people living and working on the streets; and
- k) To ensure the involvement and participation of all relevant stakeholders in addressing the plight of the homeless people.

4.4. Policy Statement of Intent - Desired Policy Outcomes

This policy strives to achieve the following:

- a) Improved quality of life for homeless people in the City of Johannesburg;
- b) Increased involvement of homeless people in active citizenship;
- c) Adequate budget provision is made for homeless people programmes across all City departments and MEs; and
- d) Contribute towards the knowledge construct.

4.5. Scope and Application of Policy

The policy is closely aligned with the fulfilment of the SDGs and the NDP, as well as key strategies and plans. The envisaged alignment of the CoJ IDPs to this policy will ensure clear KPIs relating to homelessness issues within departments and MEs. The policy identifies possible actions/activities to assist in pursuing improved conditions and standards of living for the homeless within the City of Johannesburg municipal area.

4.5.1. Implementation Cohort

The Policy applies to all CoJ Departments and Municipal Entities (MEs) with the DSD playing a leading role in coordinating, facilitating and managing certain policy processes.

The DSD is thus mandated to:

- a) Facilitate the implementation of homelessness programmes;
- b) Fulfil a key role in the development and reporting of indicators and targets to promote homelessness programmes;
- c) Facilitate a process to engage with other directorates/departments to mainstream the directives of the Policy if needed;
- d) Assist with opportunities to enable the homeless to manage their many challenges and achieve a dignified standard of living;
- e) Work with the homeless in order to assist them to obtain access to other City services to enable them to improve their living conditions;
- f) Activate the private sector and civil society to act in a positive and transformational manner in alignment with the programmes of the City to address the needs of the homeless;

- g) Following a multi-dimensional approach to servicing and supporting the homeless in the City, and
- h) Articulate specific multi-sectoral partnerships, including, but not limited to, public and private sector entities.

Implementation of the policy is as follows:

- a) The DSD is the custodian of this Policy, and all powers are vested in the Accounting Officer (City Manager) to ensure legitimate implementation thereof;
- b) Policy implementation is the responsibility of all DSD officials, including leading departments and Municipal Entities within the CoJ, as this policy is transversally the responsibility of all Departments and Entities;
Private sector institutions organised structures and organisations that, through their corporate social investment programmes or other such programmes, deliver services to the homeless in Johannesburg;
- c) This Policy guides the work of private entities and non-profit institutions (NGOs, CBOs, FBOs, etc.), as well as interested parties, volunteers and stakeholders who deliver services or projects to the homeless on behalf of, or in partnership with the CoJ. This also includes persons involved actively or indirectly in delivering socio-economic services to the homeless; and
- d) As a lead department, the DSD will play a role in monitoring and evaluation.

4.5.2. Beneficiaries

The Policy applies to all homeless persons who live within the City of Johannesburg municipal jurisdiction, including displaced persons who lack housing and a fixed, regular, and adequate night time residence. It also applies to all relevant, organised structures and organisations operating within the scope of homelessness in the City.

5. REGULATORY FRAMEWORK

The following key legislative imperatives provide a mandate to the CoJ to manage, support, and regulate activities within the policy scope:

5.1. National and other legislation

<p>The Constitution of the Republic of South Africa, Act No. 108 of 1996</p>	<p>The Constitution is the supreme law of the country, and it entrenches specific rights and responsibilities that apply to everyone, including the youth.</p> <p>Chapter 2, Section 9(3) states that “<i>the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language, and birth</i>”;</p> <p>In addition, section 10 states that “<i>everyone has inherent dignity and the right to have their dignity respected and protected</i>”.</p> <p>Chapter 7 of the Constitution mandates the local government to promote the social and economic development of communities and community participation in matters of local government.</p>
<p>The White Paper for Social Welfare</p>	<p>The White Paper for Social Welfare reaffirms Government's commitment to securing basic welfare and human rights and active citizen participation in promoting human wellbeing. Section 1 in Chapter 8 focuses on the family and the life cycle: families, children, youth, and ageing, and outlines strategies to promote family life, as well as to strengthen families. The White Paper for Social Welfare's</p>
	<p>developmental paradigm aims to guide the implementation of profamily policies and services in the country.</p> <p>The focus is on people with special needs. The homeless are now part of this category, whereas, in the past, they were not recognised as part of families or households (Naidoo, 2010).</p>

Municipal Structures Act, No. 117 of 1998	The Act inter alia sets out to provide for an appropriate division of functions and powers between categories of municipalities; to regulate the internal systems, structures, and office-bearers of municipalities; provide for appropriate electoral systems and provide for matters in connection therewith.
Municipal Systems Act, No. 32 of 2000	The Act inter alia provides for the social and economic upliftment of local communities; universal access to essential services that are affordable to all, the municipality working in partnership with the local community, community participation; an enabling framework for local government, human resource development, empowering the poor and overall social and economic upliftment of communities in harmony with their local natural environment.
The Promotion of Equality and Prevention of Unfair Discrimination Act, No. 4 of 2000	The Act provides for the further amplification of the constitutional principles of equality and elimination of unfair discrimination.
Skills Development Act, 1998 (Act No. 97 of 1998)	The Act intends to provide an institutional framework to devise and implement national, sector and workplace strategies to develop and improve the skills of the South African workforce and to integrate those strategies within the National Qualifications Framework contemplated in the South African Qualifications Authority Act, 1995. The Act also provides for learnerships that lead to recognised occupational qualifications and for the financing of skills development by means of a levy-grant scheme and a National Skills Fund.
Indigent support:	<p>important function, of every municipal government according to Section 152 (1)(b) of The Constitution of the Republic of South Africa, Act No. 108 of 1996 (The Constitution).</p> <p>Local Government is mandated by law to develop a service delivery capacity to meet the basic needs of all South African communities. The provision of basic services enhances the quality of life of all citizens.</p>

	<p>Section 27 of the South African Constitution provides that: "Everyone has the right to have access to social security including, if they are unable to support themselves and their dependents, appropriate social assistance. The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights".</p> <p>The Municipal Systems Act, Act 32 of 2000 further stipulates the following: "Poor households must have access to at least basic services through (i) tariffs that cover any operating and maintenance costs; (ii) special tariffs or lifeline tariffs for low levels of use or consumptions of services for basic levels of service; or (iii) any other direct or indirect method of subsidisation of tariffs for poor households".</p>
The Protection of Personal Information Act 4 of 2013	<p>The Act aims to promote the protection of personal information processed by public and private bodies; to introduce certain conditions to establish minimum requirements for the processing of personal information; to provide for the establishment of an Information Regulator to exercise certain powers and to perform certain duties and functions in terms of this Act and the Promotion of Access to Information Act, 2000; to provide for the issuing of codes of conduct; to provide for the rights of persons regarding unsolicited electronic communications and automated decision making; to regulate the flow of personal information across the borders of the Republic; and to provide for matters connected therewith.</p>
Further legislation and Policies	<ul style="list-style-type: none"> • National Framework for Municipal Indigent Policies, 2005. • Local Government Municipal Property Rates Act, Act 6 of 2004. • Electricity Basic Services Support Tariff (Free Basic Electricity Policy), 2003 • The White Paper for Social Welfare, 1997 • Education White Paper 6: Special Needs Education - Building an inclusive education and training system, 2001

- National Health Act, No. 61 of 2003
- Gauteng City Region Strategy on Street Adult Homelessness 2021-2024
- Broad-Based Black Economic Empowerment Generis Scorecard: Socioeconomic development compliance element.

5.2. Related policies/ strategies (policy instruments)

Mitigation of homelessness in South Africa is aided by various policies that provide broad guiding principles and act as a departure point for the design of the CoJ Homelessness Policy. These are:

5.2.1. International Imperatives

Policy instrument	Description
Sustainable Development Goals (SDGs), 2030	The United Nations Sustainable Development Goals (SDGs) are goals all 191 UN member states have agreed to achieve by 2030. The United Nations Millennium Declaration, signed in September 2000, commits world leaders to combat poverty, hunger, disease, illiteracy, environmental degradation, and discrimination against women. The SDGs are derived from this Declaration, and specific targets and indicators have been allocated to each Goal. The policy takes into account the working definition of the term homeless.
United Nations Declaration of Human Rights.	Article 25 (1) Everyone has the right to a standard of living adequate for the health and well-being of himself and his family, including food, clothing, housing and medical care, and necessary social services, and the right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in the circumstances beyond his control.

5.2.2. National, Provincial, and Local Imperatives

Policy instrument	Description
National Development Plan, 2012	The National Development Plan (NDP) is designed to enhance sector plans, aiming to eliminate poverty and reduce inequality by 2030. It indicates that the elimination of poverty and reduction of inequality can be realised by growing an inclusive economy, building capabilities, enhancing the capacity of the state and promoting leadership and partnership within society.
The Gauteng Provincial Department of Social Development (Vision)	Gauteng DSD's vision is "a caring and self-reliant society", and its mission is "to transform our society by building conscious and capable citizens through the provision of integrated social development services".
Gauteng Growing Together 2030	Inclusive growth is predicated on the integration of multiple aspects of economic activity and social investment in its most valuable asset – its people.
Gauteng 2055	Gauteng 2055 entails a long-term vision for the Gauteng City-Region (GCR) that envisions a better future for the province. Gauteng 2055 seeks to address, among others, the challenges of poverty and unemployment through a coherent, integrated, and complementary roadmap for development. The roadmap further seeks to align national, provincial, and local priorities to address these challenges.
City of Joburg Human Development Strategy	The CoJ has developed a Human Development Strategy (HDS) to partner with its economic development strategy and Joburg 2030. The HDS intends to provide a framework for other CoJ policies to accommodate a human development perspective and address conditions such as poverty, inequality, and social exclusion on a city scale.

6. PUBLIC CONSULTATION

Public consultation for this policy included the identification and selection of participants, instruments designed to collect the necessary data and information, data-gathering processes, data capturing and arrangements, analysis and interpretation, and final data presentation. The public participation approach adopted a qualitative research methodology, driven by the

interpretive paradigm and its subjectivist epistemology. To get a thorough grasp of the policy phenomena under consideration, the process used criterion sampling within the context of a purposive sampling strategy.

The public participation was a three-pronged approach across all seven (7) regions: (a) data collection sessions comprising physical focus group sessions (b) the uploading of the draft Homelessness policies for public review and comments, to the City of Johannesburg website and (c) the creation of a central email to capture the responses from participants who wished to convey their views and rationalities through emailing services. This was done to expand the involvement of the public by broadening the zone of influence. Public participation sessions commenced during the month of August through to September 2022 in all regions of the City of Johannesburg. Beneficiaries, community members, and representatives of community and appropriate support organisations in the CoJ regions were among the invited stakeholders, who eventually constituted a specific reference group for consultation.

Qualitative data obtained from public participation were consolidated and prepared for analysis. Inductive reasoning was used in data analysis. This approach enabled the makers of this policy to focus on exploring new phenomena and to look at previously researched phenomena from a different perspective. Obtained field data was organised and analysed thematically, and the analysis was aided by the ATLAS.ti software. The software was used to find and organise ideas and concepts, which highlighted emerging themes. These themes were compiled and used to inform the new Homelessness policy, as the voice of the public.

The usefulness of thematic analysis in examining this policy stems from its capacity to provide policymakers with the chance and flexibility to detect, analyse, and report on patterns (or themes) arising inside and beyond the data acquired. It also allowed them to minimally organise and describe the dataset in detail. It is worth noting that qualitative data analysis required them to carefully scrutinise the content of the data obtained in a systematic manner in order to ensure that emerging trends, their frequency of occurrence, and the manner in which they are described and captured are accurately reflected in this policy. As a result, the analysis of stakeholder input has been used to inform this policy, as approved by the Council.

7. POLICY INTERVENTIONS AND IMPLEMENTATION (PROVISION AND PROCEDURES)

7.1. Policy Directives and Interventions

The DSD will be responsible for designing consolidated annual implementation programmes and action plans. These plans should address the challenges of the homeless people through advocacy and empowerment programmes and ensure that the rights of the homeless people are upheld. The directives and interventions are:

7.1.1. Homeless shelter services

Homeless shelters' interventions must include the following:

- a) Homeless shelters must be closer to people in all seven regions of the City. The City must ensure that people are not found traveling across regions, and for long distances in order to get access to a homeless shelter.
- b) The City, through the DSD, must ensure that services offered at overnight shelters cater to an array of homeless persons seeking overnight accommodation within shelters. Currently, overnight shelters cater primarily to adults and are not configured to cater to families (or single parents with young children);
- c) All overnight shelters within the City must ensure people utilising shelters are provided access to hygiene/dignity packs, washing facilities, meals, a locker, and psychosocial support (where applicable);
- d) Homeless shelters in the City must be open 24 hours a day to ensure that people are able to get assistance no matter the time of day;
- e) Homeless shelters must be enabled to facilitate access to transitional accommodation for homeless persons who have managed to find job opportunities and are still at the early stage where they cannot afford to pay for traditional accommodation;
- f) Enrolment into a homeless shelter under direct or contracted management by the City of Johannesburg shall only be through a referral system from the DSD (Displaced Persons Unit), most usually via an assessment center.

7.1.2. Management of homeless shelters

Management of homeless shelters' interventions must include the following:

- a) Provide a sense of privacy for occupants as opposed to halls and open spaces. The designs of the shelters will specially cater for PWDs, children, senior citizens, LGBTQI, and victims of GBV needs to ensure a sense of security for these vulnerable groups.

- b) Sufficient ablution facilities must ensure that ablution facilities are well maintained and cleaned at all times. Upon policy approval, an implementation plan should be developed detailing the frequency of facility cleaning and maintenance.
- c) Ensure the provision of individual lockers for the storage of possessions adjacent to each bed at the facility;
- d) Provision of on-site private rooms for conducting social care assessments and expanded social package enrolment;
- e) A dedicated room where basic medical assessments and first-response clinical interventions can be carried out;
- f) Provision of a medical isolation room for those that are sick pending further consultations.

7.1.3. Vulnerable groups (Elderly, Women and Children, PWDs, LGBTQI)

Interventions aimed at Vulnerable Groups (Elderly, Women and Children, PWDs, LGBTQI) must include the following:

- a) Homeless shelters must prioritise and cater for vulnerable groups, such as the elderly, women and children, persons with disabilities and members of the LGBTQI community. Homeless shelters must accommodate victims of domestic violence while arrangements are made to resolve the dispute;
- b) Homeless shelters must provide separate facilities catering for Elderly, Persons with Disabilities and Women and children, and must ensure that five percent of the entire bed space is reserved for these groups at any given time;
- c) Provision of a commensurate number of showers and bathroom facilities for hygiene purposes, with separate facilities for men and women;
- d) There must be a minimum of 50 beds available onsite, with separate areas for both men and women, and
- e) Homeless shelters must prioritise and cater for vulnerable groups such as women and children, persons with disabilities and LGBTIQ.

7.1.4. Skills development

Skills development Interventions include the following:

- a) In collaboration with the responsible Departments/Units/Sub Units, homeless shelters must undertake to offer sustainable vocational training, skill development, and apprenticeship;

- b) The provision of skills and training must be regularly assessed in order to determine if they still serve a need or must be revised based on what the labour market requires. This will ensure that skills provided to homeless persons are relevant to market demands. Participants, trainers, and employer feedback must be incorporated into continuous evaluations to measure the efficacy and effectiveness of vocational training programs for the homeless. M&E Unit will implement regular monitoring and evaluation throughout training programs in order to track participant progress. This will include periodic assessments and evaluations to measure skill development and identify any areas requiring additional support or adjustments;
- c) In collaboration with the Economic Development Department, Department of Home Affairs, Department of Labour, and other Entrepreneurship agencies, homeless shelters must ensure that homeless persons are afforded training as per the identified needs linked to job opportunities. Homeless shelters must further ensure that homeless persons are linked with and benefit from entrepreneurial programmes as implemented in the skills centers throughout the City, and
- d) Homeless shelters must facilitate skills sharing and transfer programmes and initiatives such as open days, talent shows, and teaching and learning sessions for homeless persons in the City.

7.1.5. Social work services

Social work interventions must include:

- a) Within every homeless shelter in the City, there must be a permanent on-site staff comprised of the following:
 - i) A registered social worker, a programme coordinator, care workers, admin assistants, general workers, auxiliary and professional nurses, and security guards, supported by additional staff members with basic training in social care, most usually social auxiliaries, with additional social auxiliaries. Where there is a need for recruitment, the standard City recruitment procedures will be adhered to.

7.1.6. Multi-sectoral partnerships

There must be an inclusive multi-sectoral approach (with different departments and entities) in managing and running homeless shelters within the City. Furthermore:

- a) The DSD must play a key role in coordinating activities, while other departments play a supporting role in addressing issues faced by homeless persons in the City. The MOUs that

will be signed with internal and external stakeholders will define the roles and responsibilities of each stakeholder.

- b) The DSD, in collaboration with relevant partners, i.e., Public Safety (including EMS and JMPD), must render free public safety services, law enforcement and by-law awareness to homeless persons and the community.
- c) The City must work with stakeholders at the national and provincial level, e.g., SAPS, Community-policing forums, and other relevant forums established in different regions across the City, to ensure a safer environment for the community and Increased participation of the homeless in sports, recreation, arts and cultural activities; homeless persons;
- d) The City must collaborate with the Department of Labour on matters concerning employment opportunities that homeless persons can get access to, and
- e) The City must partner with the Department of Home Affairs on the issue of assisting homeless persons without identity documents to apply for these documents in order to enable them access to services such as social grants.

7.1.7. Outreach and awareness

Outreach and awareness interventions must include the following:

- a) Ensuring that outreach and awareness campaigns are undertaken in order to reach out to, inform and educate the people about City services aimed at homeless persons. The awareness events will include educational campaigns with multiple goals, such as altering public perceptions, eradicating stigma, and fostering an inclusive and unified spirit;
- b) The involvement of homeless persons in outreach and awareness campaigns (such as the 16/365 days of Campaigns of No Violence and Abuse against Women and Children, Mental Health, HIV/AIDS, World Homeless Day, Substance Abuse, LGBTQTI+, Covid-19 Health promotions);
- c) Platforms where homeless persons can raise their concerns and bring them to the attention of the City of Johannesburg, and
- d) Ensuring that outreach and awareness campaigns are conducted on an ongoing basis to build initial counselling relationships with persistently homeless individuals to connect the individuals in question with relevant services and establish more robust baseline information on clustered homeless populations.

7.1.8. Community-based approach

Interventions aimed at enhancing community participation include:

- a) Establish open public forums to discuss issues of homelessness affecting communities, with the goal of determining the scope of the problem in the regions and sharing the necessary solutions for addressing problems.

7.1.9. Drugs and Substance Abuse

Drugs and substance Abuse reduction interventions must include the following:

- a) Advocate and support various City initiatives to raise awareness of the nature, scope, and effects of substance abuse,
- b) Enhance the existing City Rehabilitation Centres in the regions and provide aftercare services for homeless with substance abuse problems, and
- c) Increase access to rehabilitative programme in partnership with the Gauteng Department of Social Development Substance Abuse Unit, CoJ Substance Abuse Unit, SANCA, and other relevant stakeholders as well as identified rehabilitation centres implemented targeting homeless individuals with substance abuse issues.

7.1.10. Family reunification

Family reunification interventions must include:

- a) The facilitation of reintegration and reunification of homeless persons with their families and communities. A re-integration plan must be developed which will guide and outline the specific steps required for successful family reunification.
- b) The active involvement of appropriate departments in the reunification and reintegration of homeless persons through appropriate interventions aimed at helping them confront their fears, concerns, and ambitions to ensure idyllic reintegration into society.

7.1.11. Undocumented migrants

Interventions aimed at undocumented migrants are as follows:

- a) The City must ensure that undocumented migrants are not turned away from homeless shelters because of their immigration status. The City must ensure that the provisions contained in the Constitution are adhered to;
- b) Homeless shelters must consult with the Department of Home Affairs to inform them of the undocumented migrants within their premises. This will thus ensure that appropriate interventions are taken to assist undocumented migrants who arrive at homeless shelters, and

- c) The DSD must ensure that undocumented migrants are not discriminated against upon arrival at homeless shelters seeking assistance.

7.1.12. Nongovernmental Organisations (NGOs) and Non-profit Organizations (NPOs)

Interventions aimed at NGOs and NPOs include the following:

- a) The City must facilitate the appropriate involvement of Nongovernmental Organizations (NGOs) and Non-profit Organizations (NPOs) in programmes and projects aimed at providing assistance to homeless persons within the City of Johannesburg;
- b) The City must encourage partnerships with NGOs and NPOs in the management and running of shelters, and
- c) The City must work with NGOs and NPOs to ensure extensive service offerings at City-owned shelters.

7.1.13. Innovative Research

Interventions aimed at innovative research must include the following:

- a) Addressing research and development through instituting the development of knowledge resources and research toward deployment of evidence-based policy management within the field of homelessness in the City;
- b) Instituting periodic research (situational analysis) to establish the status quo with regard to homelessness in the City, and
- c) Developing a database (and system) to document and address entrenched challenges faced by homeless persons in the City. The development of a database must be in accordance with the POPIA Act, which requires implementers to use strict access control methods to safeguard any individuals' privacy and security.

7.2. Conditions and Implementation of the Policy

The successful implementation of this Policy rests on the following critical factors:

- a) The admission criteria are developed and reviewed annually in the implementation plan and will be assessed and published annually to fit the status quo;
- b) Providing training, capacity building and sensitisation of advancement of Homeless people and specifically on the Policy. The first level of sensitisation is within the CoJ's entities

themselves. All departments must be aware of the Policy and be able to support the planning and implementation processes. This would ensure that issues pertaining to homeless people are mainstreamed into departmental plans.

- c) Mobilising support for the implementation of this Policy and communication around the Policy. Whilst there has been stakeholder participation in its development, ongoing sensitisation thereof is critical.
- d) Endorsement of the Policy by all partners and buy-in sourced from all administrative and political stakeholders.
- e) Engagements with the private sector, MEs; NGOs; NPOs, and donors.
- f) Functional and effective institutional arrangements meeting the following minimum standards:
 - i. Institutional arrangements should be in place, and internal departments should be ready to act and deliver on their responsibilities.
 - ii. Key stakeholders must be involved and informed at all stages;
 - iii. Multi-Sectoral Homelessness forums must be established and enabled to function effectively, at least at the regional level and ultimately at the ward level; and
 - iv. Reporting procedures and mechanisms from the regional/ ward level to citywide must promote and ensure accountability on the utilisation of funds and meeting the KPIs pertaining to Homelessness.
- g) Municipal Budgeting for Homeless People. The approach to intervention programmes at the regional/ ward level requires the allocation of specific budgeting and resources. CoJ in its IDP processes must allocate sufficient resources to:
 - i. Advocate and ensure that homeless people participate in IDP processes annually;
 - ii. Improve its human resource capacity for Homeless people;
 - iii. Ensure that a budget is earmarked for the development Of Homelessness in line with the programmatic priorities of the CoJ; and
 - iv. Ensure that the budget is equitable, based on the population and the needs of homeless people in the City of Johannesburg, as determined through research and updated databases.
- h) Reporting on progress:
 - i. Relevant DSD Units should report progress on the Policy implementation plan to the Executive Head for consolidation and report to the Human and Social Development Cluster Committees.

- i) Implementation of this Policy must be aligned with Executive Management Team scorecards and annual Service Delivery Implementation Plans.
- j) The Policy must be aligned with the CoJ IDP, and clear KPIs relating to homelessness issues within departments and MEs must be developed.
- k) This Policy will come into effect upon approval by the Municipal Council, and an action plan for implementation must be developed within 6 (six) months thereafter.
- l) Policy implementation should take cognisance of the Smart City and 4IR principles.

8. INSTITUTIONAL ARRANGEMENTS FOR POLICY IMPLEMENTATION

This section delves into the institutional arrangements for implementing the policy on homelessness. It further notes the roles and responsibilities of internal stakeholders.

8.1. The Department of Social Development

The DSD is mandated to:

- a) Facilitate the implementation of the appropriate Programmes for homeless people in accordance with this policy;
- b) Fulfil a key role in the development and reporting of indicators and targets to promote the rights and advancement of homeless people;
- c) Facilitate a process to engage with other directorates/departments to mainstream the directives of the Policy;
- d) Assist with opportunities to enable homeless people to manage their many challenges and achieve a dignified standard of living and, where possible, reduce household dependency on the CoJ;
- e) Work with homeless people, families, and communities to assist them in successfully managing their life tasks in the face of social disadvantage and fully reintegrating into society;
- f) Activate the private sector and civil society to act in a positive and transformational manner in alignment with the programmes of the CoJ to address the needs of homeless people;
- g) Identify potential economic opportunities at the community level, design and deliver community-based training programmes and provide the necessary post-training support for homeless people. (To be designed by Economic Development and Social Development to facilitate the process);

- h) Following a multi-dimensional approach in servicing and supporting homeless people in the City of Johannesburg by responding to the diverse needs of homeless people in Johannesburg;
- i) Articulate specific multi-sectoral partnering, including public and private sector entities.
- j) Identify the needs required for programs to be implemented at shelters and the link with Units in Social Development, e.g., skills development. Regular needs assessments must be done to stay abreast on:

- i) Implementation of preventative programs; ii) Develop standard operating procedures and protocols; iii) Liaison with the Social benefits Unit on grants, exit strategies, etc.; iv) Liaison with internal City Departments and external stakeholders; v) Accessibility of shelters, and vi) Monitoring and evaluation of programmes.

8.2. Other departments and entities within the City

The following internal stakeholders have a responsibility in matters relating to Homelessness, they are:

- a) Housing - Collaboration on the development of shelter stock and targeted low-cost rental as an exit strategy from the shelter for specifically screened cases. Removal of non-eligible residents from council-owned housing stock and facilities council employees.
- b) Joburg Property Company (JPC) - Sourcing of new shelter sites and assessment of suitability and renovation issues, and dealing with all matters related to land and its use;
- c) Development Planning and Urban Management (DPUM) - Fast-track Rezoning of premises for shelters/ accommodation. Fast-track Authorization of the plans submitted for shelters.
- d) Public Safety:
 - i) Joburg Metro Police Department (JMPD) - Provision for protection of officials during blitz activities. Enforcement of by-laws relevant to the operations of the Displaced Person Unit, including the removal of those willing to be escorted to processing centres during enforcement activities against those sleeping in the streets.
 - ii) Emergency Management Services (EMS) - Fast-track authorisation of compliance plans submitted for shelters. Regular facility inspections and communication with Displaced People Unit and shelter management (NGO) on fire safety requirements/ compliance. Fire

safety awareness programs by its Public Information, Education and Relations (PIER) section. Medical assistance to sickly/Injured homeless people. Disinfection of hot-spot post-clearance.

- iii) Occupational Health and Safety: Considering the unpredictability of some homeless tenants and as the responsible department for emergency planning in council-owned or occupied buildings, assist in incident management planning and ensure that occupational health and safety requirements are met.
- e) Group Communication: assist in the dissemination of information, fostering coordination efforts among various stakeholders to break down stigmas surrounding the homeless and understanding within communities, leading to more comprehensive solutions.
- f) Health Department: ensure the provision of adequate healthcare services and support to homeless individuals in the City. This includes working together with shelters and conducting outreach programs to address homeless specific healthcare needs and promote their overall well-being.

8.3. Roles and Responsibility of External Stakeholders

The issue of homelessness is cross-sectoral, and it requires durable strategic partnerships involving all relevant stakeholders, such as:

- a) National Department of Social Development: Strategic direction and national aspiration;
- b) Department of Home Affairs is responsible for the following: Home Affairs will play a key role in managing citizenship for the homeless, civic status, international migration, refugee protection, and the population register in accordance with their mandate;
- c) South African Police Service: Establish a Help Desk service where information can be accessible to all homeless person;
- d) Gauteng Department of Social Development: registration of care facilities;
- e) Neighbouring municipalities: benchmarking and information sharing;
- f) NGOs and NPOs: required services in case of a need for external capacity;
- g) Local community: referrals and information sharing, and
- h) International Community: Benchmarking and information sharing.

The MOUs that will be signed between the City and external stakeholders must guide these strategic partnerships. There must be a clear definition of the nature of collaboration, roles & responsibilities, accountability, and monitoring and evaluation in these MOUs.

9. MONITORING AND EVALUATION

The City of Johannesburg established the “*The City of Johannesburg Monitoring and Evaluation Framework*” in line with the policy framework for the Government-wide Monitoring and Evaluation (GWM&E) and the National Evaluation Policy Framework (NEPF) in 2012. The City of Johannesburg acknowledged that there had been a shift in the City's policies, procedures, and systems associated with the inter-related areas of performance management, monitoring, evaluation, and reporting. The City has therefore developed its monitoring and evaluation framework to monitor and evaluate the outcomes of the Homelessness Policy.

The framework notes that at a city level, changes to the organisation's institutional model necessitate a complete review of many organisational activities, including how planning, decision-making, monitoring, and evaluation occurs. Thus, based on the above, this policy will be monitored continuously and evaluated annually to ensure greater transparency and accountability based on evidence-based monitoring and evaluation. Service delivery will be significantly improved through continuous generation of information for reporting, communication, and service delivery.

The City of Johannesburg shall, in its quest to monitor and evaluate this policy, employ the results-based monitoring and evaluation approach. DSD Policy Unit will ensure that monitoring and evaluation outcomes are shared with stakeholders annually. The indispensability of employing the results-based (or outcome-based) monitoring and evaluation approach is that it goes beyond counting the policy outputs, activities, and resources to enable the City to measure and evaluate the policy results and then provide information for decision-making. Results-based monitoring and evaluation of this policy will provide feedback on the actual outcomes and goals of the City's actions. The monitoring further addresses the goals of the Homelessness policy, how they are being achieved in budgetary, schedule and quality performance and how corrective actions can be done proactively.

Thus, when implementing this Homelessness Policy, it is important to track key outcomes to assess the effectiveness of the policy and identify areas for improvement. The following seven key outcomes will be tracked.

- a) Homelessness – Monitor the number of individuals experiencing homelessness, including trends over time and the characteristics of the homeless population. This involves an understanding of the current state of homelessness within the City.

- b) Health and wellbeing – Monitor the physical and mental health of the homeless population, including the incidence of chronic conditions and disabilities. This includes ensuring that the homeless and displaced persons within homeless shelters are afforded the care they need to address issues pertaining to their mental and physical health by a health practitioner.
- c) Employment and income – Assess the employment and income status of individuals experiencing homelessness, including the availability of job training and employment opportunities. This further entails understanding the types of employment opportunities that homeless persons are accessing, whether it is formal employment or long or short-term employment, along with its sustainability. M&E Unit will further monitor the nature of employment and the level of income as labour markets and opportunities evolve.
- d) Access to services – Evaluate access to essential services, such as healthcare, education, and food assistance, for individuals experiencing homelessness. This further involves understanding how homeless persons can access these services and how long and how far they need to travel to get access to services.
- e) Shelter utilisation – Monitor the utilisation of emergency shelters, including the length of stay and outcomes for residents. It is also important to understand the ease of access to emergency shelters by homeless persons and the amount of effort they have to put into getting assistance from an emergency shelter.
- f) Permanent supportive housing – Evaluate the effectiveness of permanent supportive housing programmes, including the number of individuals transitioning from homelessness to stable housing, and
- g) Prevention – Track the effectiveness of homelessness prevention programmes, including the number of individuals who are prevented from becoming homeless. This includes those helped through city interventions to ensure people do not become homeless.

Tracking these outcomes over time and regularly adjusting the Homelessness Policy based on monitoring and evaluation results is important. This will help ensure that the policy effectively reduces and ends homelessness for individuals. The M&E process will be an inherent part of the City's IDPs and designed to enhance accountability. Furthermore, this process will be conducted annually or whenever necessary to keep abreast of best practices and methodological changes and for other corrective actions.

10. CONTRAVENTION OF POLICY

The City of Johannesburg is the custodian of this policy, and all powers are vested in the Accounting Officer (City Manager) to ensure legitimate implementation thereof. The City reserves the right to act in case of breach by any party responsible for the implementation of this policy, and in case of contravention, the City may:

- a) Evaluate the performance of the government officials involved and reserve the right to suspend and/or reinstate until the investigation is completed.
- b) Enforce the law in case of any criminality involved.
- c) Withdraw partnership agreements in case stakeholders, and beneficiaries breach the terms of this policy.
- d) The Group Legal Department has established procedures for handling policy and by-laws contraventions.

11. DELEGATION OF AUTHORITY

Sections 59 to 65 of the Local Government: Municipal Systems Act 32 of 2000 provide as follows: "59". Delegations - (1) A municipal council must develop a system of delegations that will maximise administrative and operational efficiency and provide for adequate checks and balances, and, following that system, may delegate appropriate powers. In terms thereof Council hereby delegates all powers and duties to the Accounting Officer which are necessary to enable the Accounting Officer:

- a) To discharge the CoJ Policy on street adult homelessness responsibilities conferred on Accounting Officers in terms of the Municipal Systems Act 32 of 2000 and this Policy.
- b) To maximise administrative and operational efficiency in the implementation of this Policy.
- c) To enforce reasonable and cost-effective measures during implementation of this Policy. These measures must adhere to the National Treasury Guidelines and City's Cost Containment Policy.
- d) To comply with his or her responsibilities in terms of Section 115 and other applicable provisions of the Municipal Systems Act (Act 32 of 2000).

Provision for sub-delegation:

- a) The Accounting Officer may, in terms of section 79 of the Act, sub-delegate any Homelessness Development powers and duties, including those delegated to the Accounting Officer in terms of this Policy, but any such sub-delegation must be consistent with hereinabove.

12. POLICY REVIEW

The policy will be reviewed every three (3) years or when advised to do so by the political principals.