



DEVELOPING A GREEN PAPER ON HOMELESSNESS IN SOUTH AFRICA

INCEPTION REPORT

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Table of Contents

Introduction and Context.....	4
Homelessness as a national priority: Setting the scene	4
The heterogeneity of homelessness.....	6
Towards a working definition.....	9
Homelessness as a policy priority: Problem statement.....	10
Study aims and objectives	12
Methodology.....	14
Research Design: Action Research	14
Information gathering processes	16
Sampling frame	16
Phased approach to data collection	17
1. Formative phase: Scoping the problem and synthesising evidence.....	17
a) Systematic review of the literature	17
b) Situational analysis.....	18
2. Consultation Phase: Towards the Green paper.....	19
a) The Advisory Group	20
b) The Community of Practice	21
Capacity Development.....	23
Consolidating learnings and drafting the Green Paper.....	23
Ethical considerations.....	24
Project workplan and flow chart.....	25
Project team.....	27
Dr Candice Groenewald	27
Prof Stephan de Beer.....	32
Dr Raymond Perrier	34
Dr Tawanda Makusha	35
Bibliography	38

Introduction and Context

This report has been produced in response to the National Department of Social Development's (DSD) commitment to develop a national homelessness policy in South Africa. With the advent of the COVID-19 pandemic, DSD was mandated to coordinate a policy on Homelessness and produced a Diagnostic Report in this regard (see Sonko-Najjemba et al., 2022). Informed by the policy development processes outlined in the National Policy Development Framework (2020), this report outlines the approaches that will be used to develop the Green Paper on Homelessness in South Africa. The report commences with a brief literature review on homelessness in contemporary South Africa, followed by a statement on the working definition on homelessness we will apply in this project. We then outline the rationale for a homelessness policy in South Africa, after which the project aims and objectives will be presented. The methodology to be employed in the Green Paper development process will be described, and the report will conclude with an outline of the proposed project timelines and the project team.

Homelessness as a national priority: Setting the scene

Extreme poverty has become a growing concern in South Africa and internationally where more than 15 percent of the global population is vulnerable to multidimensional deprivation including inadequate living conditions, insufficient resources, and poor health and wellbeing (United Nations Development Programme, 2014). Amongst the South African population, in 2015, 40 percent of the population were living below the poverty line where 25.2 percent have been classified as living in extreme poverty, roughly 13.8 million individuals (Statistics South Africa, 2016). More recent projections indicate a significant increase in the number of South Africans living in extreme poverty, where in 2023 it is estimated at about 18.2 million persons (Cowling, 2023).

Homeless individuals are considered among the most vulnerable. It has been estimated that there are around one hundred million homeless persons worldwide (Cross, Seager, Erasmus, Ward & O'Donovan, 2010). In South Africa, homelessness must be understood within the apartheid legacy of the country. As Cross and colleagues explain, during apartheid "the white population sought to force the indigenous black population to live in designated areas so as to provide whites with a workforce, while preventing the emergence of an excluded and unsettled, migratory black population feared as tramps or vagrants, and as potentially an organised threat. As the

dispossessed resisted apartheid efforts to compel compliance, the consequences were further removals and suffering among the displaced” (Cross et al., 2010, p. 13). In this regard, the apartheid era significantly compromised the livelihoods of the non-White population (Tenai & Mbewu, 2020). These inequalities were further exacerbated during the post-apartheid era and continue to exist today (Tenai & Mbewu, 2020) where South African studies consistently report that Black African individuals make up the majority of the homeless population (see for example Desmond, Timol, Groenewald & Sausi, 2016; Sonko-Najjemba et al., 2022).

While nationally representative data on homelessness is not currently available in South Africa, studies conducted nationally and within selected provinces provide some insights into the homeless population. For example, more than 7 300 homelessness persons, including shelter and street living, have previously been counted in the City of Cape Town (Hendricks, Gideon, van Wyk, Rodriguez and Mkhwanazi, 2015). In Durban, roughly 4000 people living on the street or in shelters have been counted in the first point-in-time census conducted in the central business district (Desmond et al., 2016). Similarly, in Tshwane, the Unit for Street Homelessness (2023) identified 4177 homeless persons across the 7 regions in the Tshwane Homelessness Count of 2022.

Comparing these studies with the recently released 2022 Census Report, statistics suggests an increase in the prevalence of homelessness in South Africa, including persons sleeping on the street and/or in shelters (Statistics South Africa, 2023). At metropolitan level, the City of Tshwane recorded a higher proportion of homeless individuals at 18,1% (n= approx. 10 085), City of Johannesburg at 15,6% (n=8692), City of Cape Town Metro at 11,9% (n=6630) and eThekweni at 10,1% (n=5627). Nationally, a total of 55 719 homeless persons were recorded in February 2022 (Statistics South Africa, 2023). This included 44 512 persons who reported living on the street and without shelter (79,9%), and 11 207 persons living in shelters (20.1%). The majority of the homeless population was recorded in Gauteng (45,6%, N=25 384), followed by the Western Cape (17,5%, N= 9 743) and KwaZulu-Natal (13,9%, N= 7 768). As reported in other census studies (see for example Desmond et al., 2016), majority of the homeless population was adult males, between the ages of 20 and 34 years (Statistics South Africa, 2023).

Further evidence on the profile of the South African homeless community is found in the Diagnostic report commissioned by DSD and produced by Sonko-Najjemba et al. (2022) which gathered

insights from representatives from homeless serving organizations (HSO). This included 210 HSOs, majority of which were Non-profit organisations (92%) and 70% were offering services in Gauteng, Western Cape and KZN. Pertaining to the characteristics of the homeless population who receive support, support the demographic profile found in the Census 2022 report. The HSO representatives estimated that the majority (56%) of their clients are 25-49 years old and about one third are unaccompanied men (32,4%) compared to 8,1% unaccompanied women (Sonko-Najjemba et al., 2022).

While these numbers provide some indication of the severity of the problem, estimates on the number of homeless individuals in South Africa (and internationally) must be interpreted with caution. Evidence-based research informing policy and strategy has been rather sporadic until recently. Accurate enumeration of homeless persons has been challenging, and even the official Statistics South Africa figures, released in October 2023, have been contested. Policy formation and implementation need to be backed up by on-going research and data gathering, and more accurate figures on homelessness. Further, there are various factors that influence the attainability of reliable and representative data. For one, researchers point to the fluidity and evasiveness of homeless individuals which make it difficult to obtain reliable prevalence data (Kok et al., 2010; Mufune, 2000). Other challenges relate to how, when and where data is collected, along with who researchers partner with to operationalize their data collection strategies. Given the fluidity and evasiveness of the homeless population (often a required mechanism for protection), multisectoral investment is imperative to co-develop strategies to identify how, where and when the most reliable data can be collected. Partnerships with civil society and representatives of the homeless population are particularly important in this regard, as these partners are experts in the field and could facilitate buy-in from homeless communities. Furthermore, challenges exist in the transparency of how homelessness data is interpreted and the (reliability) kind of tools that are used to collect the information. Indeed, further multidisciplinary and multisectoral partnerships, research and investment is required towards the development and implementation of contextually relevant research, programs, interventions and policies to address the plight of homelessness in South Africa.

The heterogeneity of homelessness

‘The homeless’ is not a homogenous group. Rather, the heterogeneity of homelessness is revealed in the varying patterns and levels of people’s experiences of entering homelessness and living

homeless. For example, studies show that people's experiences of homelessness exist on a *continuum* which ranges from 'primary' homelessness (rooflessness or living on the streets), to 'secondary'- (temporary or shelter-living) and tertiary homelessness (people who are at risk of becoming homeless) (Tipple & Speak, 2005, also see Rule-Groenewald, Timol, Khalema & Desmond, 2015; Statistics South Africa, 2023). *Patterns of homelessness* are also evident and is essentially found in the length of time that individuals or families spend being without, or outside of, conventional shelters or housing. These time patterns can include temporary, episodic (over a short period), or chronic (permanent) experiences of homelessness (Lee et al., 2010).

The heterogeneity of homelessness is further observed in the diverse pathways that lead to homelessness. In profiling the drivers of homelessness, earlier work by Hartshorne (1992) and more recently de Beer & Vally (2015) identified four classifications of homelessness in which the primary factors that contribute to the development of homelessness are embedded. *Economic homelessness* occurs when people migrate into city spaces to find job opportunities but are unsuccessful and end up unemployed and living on the streets (de Beer & Vally, 2015). *Situational homelessness* includes individuals whose deprivation derives from family conflict, domestic violence and abuse, as well as transitions out of institutional care like prisons or psychiatric hospitals (de Beer & Vally, 2015). *Chronic homelessness* is caused by severe mental health and/or drug and alcohol addiction which are subjectively debilitating, often leading to rooflessness (de Beer & Vally, 2015). Lastly, "*near*" homelessness refers to individuals who are at risk of becoming homeless, including those who live in extreme poverty, child-headed households, and young women who engage in transactional sex (de Beer & Vally, 2015).

Consistent across these perspectives is the recognition that there is no single pathway into homelessness. In other words, there are various factors that increase people's risks of becoming homeless and research shows that the interaction between different factors could increase the likelihood of homelessness occurring (Herman et al. 1997; Main, 1998; Ginsburg, 1999; Buckland et al. 2001; Chamberlin & Mackenzie, 2004; Lehman et al, 2007). These factors include personal and filial substance abuse (Kemp et al, 2006; Rayner, 2006; Knushel et al, 2002; Chamberlain & Johnson, 2013; Johnson & Chamberlain, 2008), family conflict and breakdown (Chamberlain & Johnson, 2013; Kemp, Naele & Robertson, 2006; Desmond et al., 2016), mental health issues (Lehman et al., 2007), transitions out of institutional care (Chamberlin & Mackenzie, 2004, O' Toole et al, 2016; Clacherty & Walker, 2011) and extreme poverty and joblessness (Lehman et al, 2007; Cross & Seager, 2010;

Mapuva, 2010; Mansur, Mojtabai, 2005; Quiley et al , 2002). Recent South African studies identify similar pathways. For example, in the 2023 census report, Statistics South Africa (2023) found economic precarity (e.g., loss of income or employment), substance abuse problems, relational disagreements, death of a parent and the inability to afford accommodation to be the top five contributors to homelessness in South Africa. Likewise, in a recent diagnostic report on homelessness in South Africa, representatives from homeless serving organizations identified loss of jobs and homes, substance abuse problems, family disputes and job seeking as key drivers of homelessness in South Africa (Sonko-Najjemba et al., 2022).

Moreover, homeless people are amongst the most vulnerable in the population and experience various challenges and stressors, particularly when living and sleeping on the streets. In addition to having limited access to safe and secure shelter (Tenai & Mwebu, 2020; Pophaim & Peacock, 2021), this population experiences restricted access to nutritional food (Tenai & Mwebu, 2020), inadequate opportunities for income generation (Jacobs & Geyer, 2022; Tenai & Mwebu, 2020; Desmond et al., 2016), and limited access to ablution facilities or products (Desmond et al., 2016). Disrupted family relationships (Mostert & Greeff, 2022; Desmond et al., 2016c), substance use initiation and/or continuation (Mostert & Greeff, 2022; Desmond et al., 2016), mental health challenges (Stonehouse, Grobler, Bhoora & van Rensburg, 2023; Jacobs & Geyer, 2022; Mostert & Greeff, 2022; Desmond et al., 2016), and experiences of violence and crime (as victims and/or perpetrators) (Tenai & Mwebu, 2020; Desmond et al., 2016) have also been reported along with stigmatization by persons who are not homeless (Jacobs & Geyer, 2022; Roets et al., 2016).

Notably, socio-economic inequality feeds into the reality of young unemployed people today forming the largest percentage of street homeless people. Their challenge often starts with poor quality schooling since a young age and gets exasperated by the lack of employment opportunities. Chronic mental illness, de-institutionalization from psychiatric hospitals, and substance use, also contribute to street homelessness, as does violence or abuse at home, or specific events that render people without income, eventually making them lose their accommodations. Another contributing factor is spatial inequalities, preventing access to affordable housing in proximity of economic opportunity (see e.g., Desmond et al., 2016). Growing numbers of older people find themselves homeless, as their grants cannot access affordable housing. Increasing numbers of working people opt to stay on the street instead of using their little

incomes on public transport. Particularly precarious are refugees and asylum-seekers, falling outside all nets of social support.

In all, homelessness is a complex concern which requires equally complex interventions, programs, strategies, and policies to address the needs of the homeless to circumvent and/or reduce the prevalence of homelessness in South Africa.

Towards a working definition

Given complexities described above, we maintain that homelessness is not a static category and its fluidity makes rigid definitions impossible and probably undesirable. And yet, for a national policy on homelessness, it is important to have a working definition. A working definition would help not only to indicate what homelessness is, but, perhaps even more importantly, what it is not, at least not in terms of the implementation of said policy.

We would refer to ‘street homelessness’, or sometimes called street-based persons, as including persons living without any form of shelter, or living in temporary shelters set up for the purpose of addressing homelessness. We thus distinguish between this vulnerable population and other vulnerable groups such as people living in backyard dwellings or informal settlements, although we acknowledge the large population of ‘near homeless’ people living in precarious housing conditions, that might render them homeless should they face natural disaster, evictions, or retrenchment from work.

In working towards a definition, it is important to also what the overall goal of a national homeless policy would or should be. In some countries, such policies aim to eradicate homelessness, however, we would suggest that such a goal in the South African context would be unrealistic and unhelpful. Instead, we would propose focusing policy on the following related goals:

- to reduce the number of people who are currently homeless
- to diminish the number of people becoming homeless each year by understanding and addressing the pathways into homelessness especially economic and social
- to mitigate the harms experienced by those who are homeless
- to mitigate the factors that perpetuate existing homelessness (e.g., illegal evictions, spatial apartheid and inaccessibility of affordable housing options in proximity to the city and opportunities)

This said, we offer these as a starting point for discussions and not as conclusive statements. The project will embrace a consultative approach towards establishing a definition of homelessness, policy goals, vision and mission, priority areas and multi-sectoral commitment.

Homelessness as a policy priority: Problem statement

Street homelessness is a complex reality in South African cities and towns, which traverses public health, social development, housing, employment and safety concerns. With the advent of the COVID-19 pandemic and President Ramaphosa's announced that all municipalities should provide temporary shelter to homeless populations, it exposed serious fault lines but also offered new opportunities. Some cities and communities also responded innovatively to homeless communities during this time. Homelessness became much more visible in the public eye, and the urgency of a national policy framework was identified, not only in local municipalities, but also at the level of National Presidency.

There is currently no national policy guiding homeless interventions or investments. Only one province and three cities have adopted homeless policies, with two currently under review. Without a national policy, Treasury is not obliged to provide budgets to address homelessness at provincial or local levels, but municipalities are also left without any guidance, often responding to homelessness in rather disparate ways. Other fault lines, often the result of the policy vacuum, include a lack of strategic institutional collaboration between different spheres of government, civil society, private sector and research institutions, with low levels of trust and unhealthy competition often being the norm; and a lack of social, health, and physical infrastructure, geared towards homeless solutions.

Historically, a 'one-size fits all' approach was followed to address street homelessness, failing to acknowledge the diverse causes of homelessness. What is clear from local and international best practices, is that any strategy to address street homelessness effectively, needs to be differentiated in response to specific factors that caused people to be homeless. What is equally clear is that a fully integrated approach is required in crafting solutions for street homelessness, integrating primary health care, psycho-social, economic and housing interventions. Approaches that criminalise homeless persons, and, more specifically, homeless persons engaging in substance use, hardly support meaningful re-integration of people into communities (see Killander, 2019).

The establishment of a national homelessness policy resonates with other guiding frameworks including the Constitution of the Republic of South Africa and the Sustainable Development Goals (SDGs). Pertaining to the Constitution, a recent analysis of the lives of homeless people in relation to the Constitution suggests that homeless persons only fully exercise 4 of the 27 rights afforded to all citizens (Perrier, 2021). The analysis further showed that 13 of the 24 rights failures are associated with the economic and social situation of homeless people, while 12 rights failures are related to government inaction and 11 because of government actions (presumably unintentionally) (Perrier, 2021).

Supporting homeless persons to navigate pathways out of homelessness, closely tie with several of the SDGs. Solutions for street homelessness should seek to address poverty (SDG1) and hunger (SDG2), mediate health and well-being (SDG3), facilitate access to decent work (SDG8) and ensure access to clean water and sanitation (SDG6). Addressing homelessness decisively will also reduce inequalities (SDG10) and contribute to more sustainable cities and communities (SDG11).

As indicated by Sonko-Najjemba et al. (2022), other policies and guiding documents also bare reference to the national policy on homelessness including the Prevention of Illegal Eviction Act (1998), the Social Housing Act (2008), the Special Needs Housing Policy, the White Paper on Families and the White Paper for Social Welfare (also see Obioha, 2019). These will be considered as part of formative phase of this project (see methodology section).

Thus, in the absence of a national policy it is left to individual national departments, provincial departments and municipalities to attempt to respond. This creates situations in which the policy of one part of government undermines the policy of another; typically one pursuing a security strategy and another aiming at support or intervention. Not only does this mean that resources could be wasted but the measures of success are contradictory and confused. This is evident in Perrier's (2021) findings that both action and inaction compromise the human rights of homeless persons.

Conversely, the establishment of a national policy will illustrate a national urgency and collated response towards realizing the rights afforded to all citizens. Indeed, any policy or strategy to address homelessness, that is not integrated, comprehensive and traversing various government departments, will fail to have the desired impact. The process of formulating a Green Paper itself requires to have all relevant departments involved from the onset, both for synergizing policies but also for input into the Green Paper during the process. Additionally, the eventual implementation of the outcomes of the process needs to be interdepartmental at all levels of government.

Study aims and objectives

Aligned with the terms of reference provided by DSD, this project has four primary aims towards developing the Green Paper on homelessness.

1. Conduct a systematic review of recent literature on homelessness (determinants/pathways, experiences, implications, interventions, policies, programmes etc.)

a. Systematically review of the local and international literature published over the past pertaining homeless

2. Synthesising local responses to homelessness through a scoping review

a. Synthesise and analyse government strategic documents that may be relevant to policy development.

b. Interrogate and integrate the findings and the recommendation of the Diagnostic Report

c. Review of documents including but not limited to any existing policies, legislation, monitoring and evaluation reports, financial reports, and any other documents pertaining to services to the homeless. This will also include reports on services provided to the homeless in response to COVID-19 pandemic.

d. Extensive analysis of services/ programmes provided to the homeless and institutional arrangements in managing these interventions.

3. Conduct stakeholder workshops

a. Consultation of the draft Green Paper to the key stakeholders working with homeless people.

b. Consolidation of the inputs from the consultations

4. *Draft policy documents*

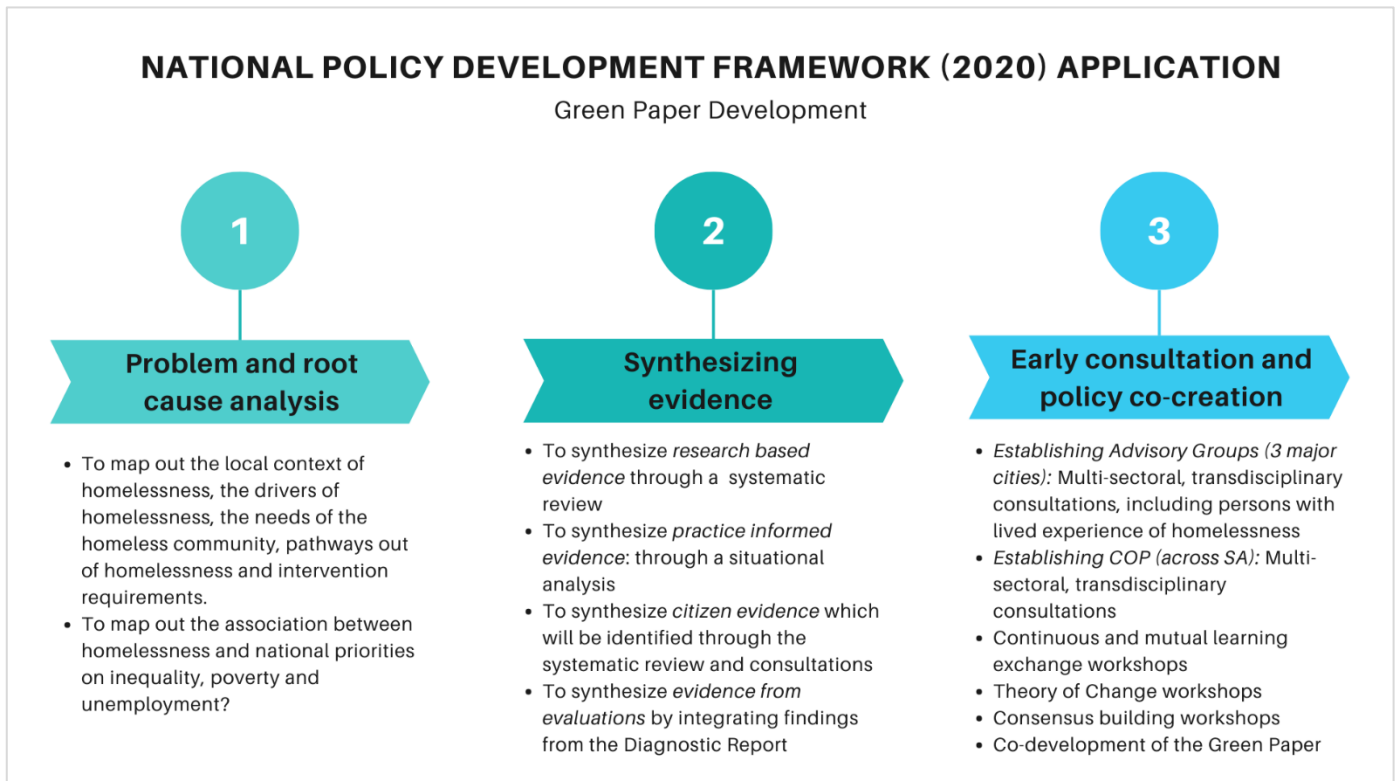
a. Consolidate and analyse all the collected information

b. Develop draft discussion policy document (Green Paper) on findings and proposed options on interventions

c. Consolidate inputs and finalise the Green Paper.

Methodology

The National Policy Development Framework (NPDF) (2020) will inform the processes we intend to adopt in this project. Specifically, we will be guided by the steps posed for the policy formulation or diagnoses phase of policy development, given our intention to develop a Green Paper that can be used for subsequent consultations with stakeholders (NPDF, 2020). Figure 1 further illustrates how the study processes, described below, aligns with the NPDF (2020).



Research Design: Action Research

Supporting the NPDF (2020) which places co-creation at the centre of policy development, the project will adopt an action research approach to policy development. Action research (AR) is best suited for this work as it is directed towards social change. As Visser (2007, p. 88-89) assert, AR is “needs driven and is directed at social change to solve identified problems or improve human conditions”. Embedded within this approach, is the importance of collaboration and partnership where the production of “knowledge in an active partnership with those affected by that knowledge and for the express purpose of improving their social, educational and material conditions” (Bhana, 1999, p. 228). For this project, it means engaging with people with lived

experience of homelessness and various stakeholders who are invested in the needs of the homeless population towards the common goal of a national homelessness policy.

Combining our previous experiences, in which we found AR useful in exploring the plight of the homeless population across different provinces (see de Beer & Vally, 2017; Desmond et al., 2016b), with Visser's (2007) principles on AR, 'collaborative action' (de Beer & Vally 2017) will be operationalised in the following ways.

The project will combine research and action, where research will be used to facilitate action. Various research activities will be used to gather and synthesize information on homelessness and the support needs of homeless communities which will be used to co-develop priorities for the Green Paper. De Beer and Vally (2017, p. 395) describes this as a "research-based methodology to inform public policy". Recognising existing research, learnings and expertise pertaining to homelessness in South Africa, the current project will synthesise and build on this knowledge (Visser, 2007) through different activities, including scoping and systematic reviews and reflective consultations to identify key priorities for the Green Paper (see next section for more detail).

The project will be collaborative and consultative towards knowledge generation. This means generating multi-disciplinary and multi-sectoral engagements to facilitate bi-directional relationships and productive partnerships (de Beer & Vally, 2017; Desmond et al., 2016b; Wallis, 2006, as cited in de Beer & Vally, 2017). However, as advocated by Hilsen (2006), in doing so, it is important to acknowledge the power relations that exist within researcher-led projects and consider how these will be challenged. One way of doing that in this project will be to recognise the power-imbalance that often exist between researchers (generally perceived as 'experts') and study participants (perceived as those who provide information). In our approach, 'participants', including homeless persons and stakeholders invested in the lives of the homeless, will be considered experts and will work in partnership with the research team (de Beer & Vally 2017). To operationalise this, we will draw on our previous experiences of establishing advisory networks (Groenewald et al., 2019), including advisory groups and a community of practice (COP) on homelessness in South Africa. In this regard, we will also draw on the deliberative public administration theory which emphasises "the devolution of as many decision-making prerogatives as possible from centralised bureaucracies to policy-making fora in which citizens participate in either directly or (more frequently) through their representative bodies" (Baccaro & Papadakis

2008:5). Collaborative investment will thus be key in the development of the Green Paper. Further details on these groups are provided in the section that follows.

The next part of this section will explain how information will be gathered and synthesised in the project. Traditionally this is referred to as ‘data collection’ or ‘data analyses’, but given the nature of this project, we rather refer to these components as ‘information gathering processes’ and ‘consolidating learnings’. This section will conclude with an outline of the project timelines and the project team.

Information gathering processes

Sampling frame

Qualitative data will be collected through consultations with various stakeholders including persons with lived experience of homelessness and stakeholders who are invested in the lives of persons who are homeless (see Phased approach section below). Table 1 below, outlines the sampling frame of the study. Specifically, amongst the persons with lived experiences of homelessness, we intend to recruit between n=48 and n=60 persons to participate in focus group discussions across three provinces, as will be described in more detail below.

For the stakeholders’ group, participants will be invited to a series of workshops, either through an advisory group or community of practice (more details below), where data will be collected through qualitative engagements. While the list of stakeholders is still to be finalised, we expect members to include representatives from: Statistics South Africa, Department of Cooperative Governance and Traditional Affairs, Department of Human Settlements, civil society organisations, the Human Rights Commission, Department of Social Development, the Social Protection and Community Development cluster, Department of Home Affairs, Department of Women, Youth and Persons with Disabilities, the Population Unit, Department of Health, the Presidency, the National Homelessness Network, and other stakeholders who are invested in the needs of the homeless population in the three provinces respectively or nationally. It is difficult to estimate the number of stakeholders that will attend the different sessions; however the table below describes the expected sampling frame.

Table 1: Sampling framework

Sample group	Description	Total
Persons with lived experiences	16-20 participants x 3 provinces	N= approx. 48-60 participants
Community of practice sample	30 participants x 3 workshops	N= approx. 90 participants
	15 participants x 3 virtual engagements	N= approx. 45 participants (these are estimates and may increase dependent on attendance)
Potential virtual interviews sample	Key stakeholders who are unable to attend workshops will be invited participate in virtual interviews	N= approx. 10 participants

Phased approach to data collection

The project will employ a mixed-methods approach to develop the Green Paper which will be implemented in a phased manner as represented below.

1. Formative phase: Scoping the problem and synthesising evidence

This component of the project relates to study aims 1 and 2 and will be implemented over a four-month period. We will conduct two activities for this phase of work.

a) Systematic review of the literature

The scoping exercise will commence with a systematic review (Page et al., 2020) to collate, review, and analyse recent homelessness literature related to the determinants/pathways, lived experiences, prevalence, impacts, interventions, programmes and policies related to homelessness in South African and the Global South. The parameters of the review will be:

- Academic literature published over the past ten years.
- Literature on low- and middle-income countries within the Global South
- Literature published in three accredited databases which may include EBSCO host web, Cochrane, ProQuest and Scopus
- Literature with keywords such as homelessness, homeless, 'sleeping rough', destitute, 'street living', 'street dwellers' etc.

The aim here is to synthesise the literature and answer the following questions: what do we know about homelessness in LMIC and how is the notion of homelessness defined?; what are the drivers

or pathways into homelessness and how do these resonate with our context?; what are the challenges that homeless persons face and what support is available for them? what are the existing policy responses and what can we learn from these and apply in our context?; what are the key topics that we need to discuss during the upcoming stakeholder engagements in order to facilitate in-depth discussions? Given the recent pandemic and its devastating impact on South Africa as a whole, we will also consider studies that describe the impact of the COVID-19 pandemic on homeless persons in South Africa. The findings of this activity will be included in the literature review report and we intend to develop an academic journal article to profile homelessness studies in the Global South.

b) Situational analysis

This component will entail scoping published- and ‘grey literature’ like institutional reports and reports produced through census data such as Statistics South Africa, that relate to poverty and inequality to describe the plight of homelessness in South Africa. We will also review strategic government documents that might relate to homelessness, including existing homelessness policies at provincial or local government levels, draft policies, legislation, by-laws, strategies or recommendations in this regard. As requested in the TOR, we will incorporate findings and recommendations of the recently concluded Diagnostic Report (Sonko-Najjemba et al., 2022) and Covid-19 response reports.

Furthermore, through the situational analysis, we also intend to map out the stakeholders we will invite to participate in the consultation phase of the project. The intention will be to identify who the key stakeholders are that invested in the needs of homeless persons and build a database that can be used as a resource. The stakeholder mapping will be critical in this phase as it will be important to hear the voices of those with lived experience, practitioners and service providers, key researchers, and officials tasked with addressing homelessness. We will treat this as a ‘living database’ which can be added to throughout the project.

This two-pronged collation of the literature will form the basis for drawing initial policy- and intervention recommendations for the Green Paper that recognises the complexities in understanding, responding to and prioritising the support needs of homeless individuals in South Africa.

2. Consultation Phase: Towards the Green paper

This phase will entail various consultations through the establishment and engagement of two primary groups, namely an *Advisory group (AG)* and a *Community of Practice (COP)*. We expect this component of the project to be implemented over a three-month period. However, given that the project is commencing during the end of the calendar year, we anticipate a 1-2-month delay to accommodate the December-January break period and potential delays pertaining to receiving ethical approval.

Qualitative data will be collected during this phase of the study through various workshop activities (with the advisory group and community of practice), focus group discussions (with people with lived experiences of homelessness) and individual interviews (with key stakeholders who are not able to attend the workshops). These engagements will be facilitated through a semi-structured interview guide designed to generate knowledge on what the key priorities of the Green Paper should be. These discussions, although not finalised, will cover the following issues:

- How should the concept of homelessness be defined in our context?
- What are the primary, secondary and tertiary needs of the homeless population in our country?
- What are current responses to the needs of homeless persons in our country? What are the challenges, what is missing and/or what needs improvement?
- What needs to be the priority areas?
- Which sectors should be the key role players pertaining to policy implementation?
- What should the vision and mission statement and principles be?
- What should a theory of change entail?

We will also discuss the mechanisms that must be in place to monitor and evaluate the planned national homelessness policy. Key questions to be considered in this regard are found in the table below, using the OECD DAC criteria¹. These issues will be discussed during the workshops where we may also design a short online survey that will be shared during the workshops to capture stakeholders' thoughts.

¹ See <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

Criterion to be discussed	Applied questions
Relevance	To what extent would a national homelessness policy attend to an urgent need facing South Africa? Which national priorities would a national homelessness policy attend to?
Coherence	How would a national homelessness policy align with existing policies, mandates, and/or strategies related to poverty and inequality?
Effectiveness	What indicators need to be in place for the policy to be considered effective or successful? How and when should effectiveness be assessed (time)? Who should be responsible for this?
Efficiency	What resources are required to ensure the successful implementation of a national homelessness policy?
Impact	How will a national homelessness policy impact the lives of the homeless community? What do we expect to change? What challenges do we foresee?
Sustainability	What mechanisms need to be put in place to ensure a long-lasting impact? What is needed to ensure that the policy is sustainable?

In the next section, we outline the different data collection activities that will be implemented.

a) The Advisory Group

The AG will entail 3 context specific purposive groups to be established in the major cities in Gauteng, KwaZulu-Natal, and the Western Cape, which recently recorded the higher proportions of homeless persons in South Africa (see Statistics South Africa, 2023). Given our investment in adopting a multi-sectoral, transdisciplinary and collective approach to policy development, each provincial group will entail 15-20 members and will include people with lived experience of homelessness (current or past), representatives from civil society, government and academics who work towards addressing the needs of the homeless community in the respective provinces. Members of this group will be identified through our networks and through directions given by DSD partners.

While the list of members is still to be finalised, we expect members to include representatives from: Statistics South Africa, Department of Cooperative Governance and Traditional Affairs, Department of Human Settlements, civil society organisations, the Human Rights Commission,

Department of Social Development, the Social Protection and Community Development cluster, Department of Home Affairs, Department of Women, Youth and Persons with Disabilities, the Population Unit, Department of Health, the Presidency, the National Homelessness Network, and other stakeholders who are invested in the needs of the homeless population in the three provinces respectively or nationally. Notably, the list provided here is not exhaustive and will be expanded via ongoing stakeholder mapping.

Key AG activities

In each province, the AG will act as an advisory network to the research team to a) co-develop and refine the primary questions and approaches for the different workshops, b) participate in the COP workshops, c) participate in meetings to interpret and consolidate outcomes of workshops, and d) co-develop key priorities for the Green Paper. AG members, particularly members with lived experience or civil society representatives, will further be asked to recruit and invite homeless persons to participate in 2 focus group discussions (FGDs) (approx. 16-20 participants) per province. These members will receive training on recruitment and conducting FGDs and will co-facilitate this data collection activity. Civil society members will be asked to host the FGDs at their facilities to ensure that the engagements are arranged at a place that is known and accessible to homeless persons.

AG meetings will be conducted in-person and may include virtual engagements. Where necessary, civil society partners in each city will be asked to host homeless persons for virtual meetings, particularly for participation in the COP. While we recognise the limitation of having three groups in select provinces, we expect that these conversations are likely to stimulate universal along with contextually sensitive information to inform recommendations.

b) The Community of Practice

Like the AG, the COP will bring together various stakeholders (as listed above) from across South Africa such as government representatives, civil society, social support, researchers, academics, and persons with lived experience of homelessness. In this way, stakeholders from different provinces can participate in the consultation process. Members of the COP will have the opportunity to provide expert insights on issues pertaining to homelessness and codevelop key priorities for the Green Paper.

Key COP activities

COP activities will include a series of interactive virtual workshops to be held over a 3–4-week period. Members will be asked to register for each workshop, and to promote engagements in these workshops, COP members will have the opportunity to attend workshops either in the morning or afternoon, depending on their availability. In other words, each workshop session conducted in the morning will be repeated in the afternoon and it is likely that these workshops will last between 2 and 4 hours.

The overall intention of these workshops will be to obtain policy recommendations from a broader audience and to ensure multisectoral investment. The first workshop will be introductory to describe the project and provide progress updates sessions, including the findings of phase 1 of the project. The second and third workshops will focus on priority setting for the Green Paper guided by the question: how can government sectors and policies address and/or reduce homelessness in South Africa? While the final workshop programmes are yet to be developed in consultation with the AG, we expect discussions to focus on:

- formulating a definition on homelessness,
- establishing the primary, secondary and tertiary needs of the homeless population (consolidating with formative phase findings)
- identifying initial responses to the needs, consulting also the formative phase findings along with audience input (what is currently available, what is missing and what should be prioritized)
- identifying priority areas
- identifying key government role players
- drafting the vision and mission statement and principles
- drafting a theory of change
- identifying mechanisms through which the relevance, sustainability, effectiveness and efficiency of a policy on homelessness can be assessed (consensus building exercise)

Some members may be asked to participate in virtual one-on-one interviews where they can share further insights on how the plight of homelessness can be addressed through policy. These may include key stakeholders who are not able to participate in COP meetings like government representatives (e.g., Departments of Social Development, Department of Health, Human Settlement, COGTA, Police, Statistics South Africa etc.), civil society, and members from the

National Homelessness Network. Where possible, these interviews will be conducted with the AG members who will co-facilitate the FGDs previously described. Through these participatory activities, we hope to promote co-ownership of the policy development process.

Capacity Development

Knowledge translation will occur throughout this project. Through participation in the workshops, participants will have the opportunity to engage with the scoping review findings and provide expert inputs on how these relate to their own work. Selected participants will also be invited to participate in theory of change workshop to be hosted by DSD where they will be introduced to the concept and how this can be applied in the policy development process. Selected participants from the AG who will assist with the recruitment of participants for focus group discussions, will receive a short training session on how to facilitate recruitment and conduct focus group discussions. Furthermore, the study will include developing scholars who will be trained in conducting and analysing literature for the scoping review activities. They will also receive training on how to synthesise the different data generated through this work towards identifying priorities for the Green Paper.

Consolidating learnings and drafting the Green Paper

With permission from the audiences, workshops and engagements (FGDs and interviews) will be audio recorded, transcribed verbatim and translated (where required). Detailed minutes and notes will also be taken in meetings and workshops and will be used as fieldnotes during the drafting of the Green Paper. Transcripts and fieldnotes will be analysed thematically (Braun & Clark, 2006), to identify priorities for the Green Paper.

Additionally, following the consultation period, members of the research team will have a series of internal meetings (as required) to critically discuss and collate feedback from the workshops and review activities for further refinement of policy priorities for the Green Paper. While our approach will be to allow these directives to emerge through the discussions and scoping reviews, we expect recommendations for strategic interventions to focus a range of issues such as:

- A) an integrated approach to addressing and preventing homelessness, including a focus on psycho-social and healthcare services, health care, shelter and housing, economic access; and protection of rights & legal access
- B) appropriate institutional arrangements for implementation, including building, developing and sustaining institutional vehicles, comparing different kinds of approaches with

advantages and disadvantages, multisectoral commitment, including enhancing the voices of the homeless

- C) funding mechanisms such as government subsidies and investments, own income-generation, public-private partnerships or donor funding opportunities
- D) employment and training opportunities, including inclusive education
- E) intersectional investment- e.g., the gendered needs, age related differences in support needs, the role of nationality and race
- F) mechanisms for monitoring, evaluation and learning, like M&E systems in all spheres of government, public accountability, collaborative learning platforms, policy & strategy review processes and homeless commissioners.

The findings of this phase of work will be presented to DSD partners (and respective steering committees) at a validation workshop for further input, discussion, and refinement. The following outputs will be produced:

- Scoping literature review report detailing the findings of the formative phase (systematic review and situational analyses).
- Consultation report, outlining participatory methodology and formats of the consultative workshops; process of inviting participation; hosting consultative workshops; stakeholder mapping and an online platform for submissions.
- Process project report to describe our experiences and the processes that were followed to draft and develop the Green Paper.
- Green Paper on homelessness

We will also participate in a project closure meeting with DSD partners to conclude the project. We further expect to co-produce academic outputs detailing the processes, approaches and outcomes of the project.

Ethical considerations

Given that the project will entail audio recording and consolidating of workshop inputs, we will consult with the HSRC ethics committee to obtain ethical clearance to collect audio data which will later be transcribed. The HSRC team will facilitate and secure the necessary ethics and regulatory approvals for the operationalization of the project activities. The team will ensure on-going

compliance with the relevant regulatory frameworks for the duration of the study. The HSRC Research Ethics Committee (REC) was established on 27 November 2002. The HSRC REC has FWA accreditation (FWA 00006347, IRB No. 00003962) and is registered with the National Health Research Ethics Council (NHREC No 290808-015).

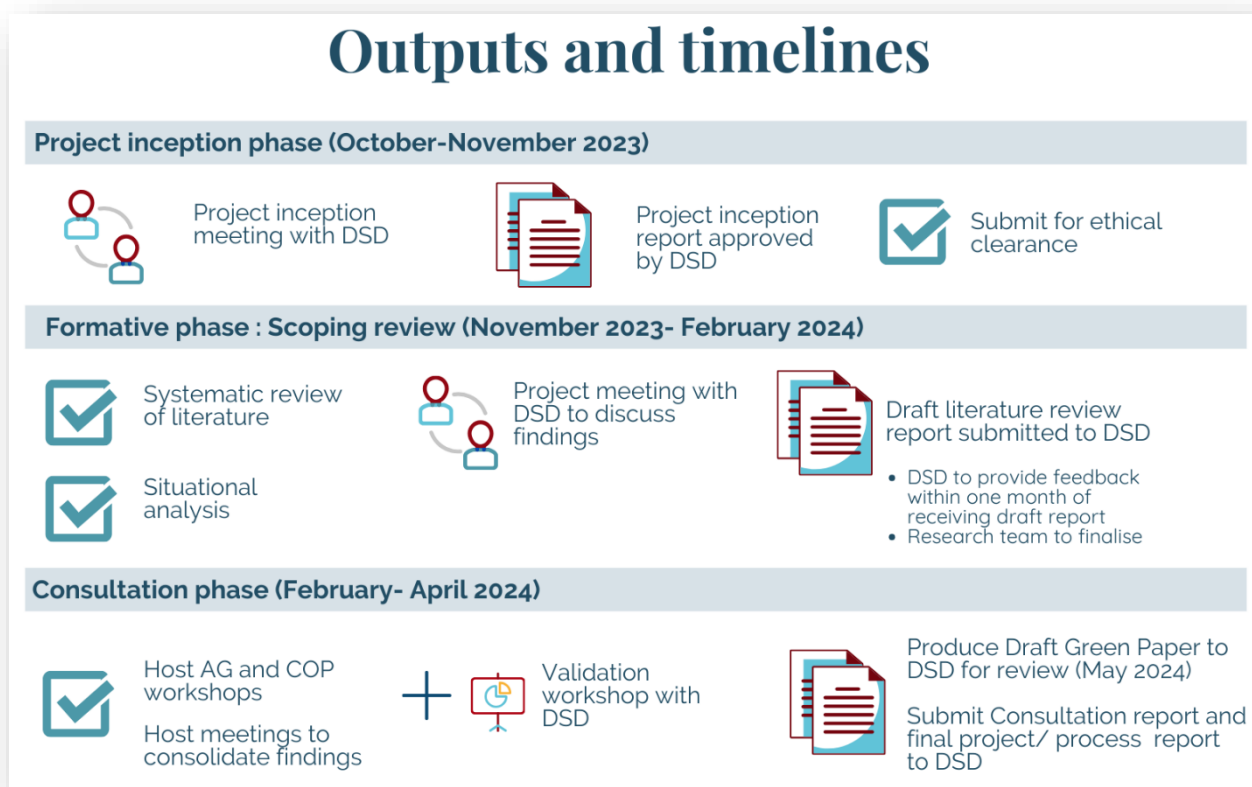
All workshop participants will be required to provide voluntary informed consent or assent (in the case of minors) to participate in the study. All study participation is strictly voluntary, and participants can refuse specific procedures, or further study participation at any time. To ensure confidentiality of participants, all data will be coded by participant identifier. All data that could potentially link the participant with their data will be stored separately in a locked filing cabinet. There will be strict limited access to electronically stored data as well, using password protection. Research records will be kept confidential to the level allowed by law. Participants will receive an information sheet in line with ethics requirements and written or verbal consent will be obtained.

Furthermore, we will also apply to DSD Western Cape for ethical approval to work with DSD representatives in the province.

Project workplan and flow chart

Initially, the project was to be implemented over a seven-month period, however, flexibility is required to accommodate the engagements we propose to have with various stakeholders. This flexibility is particularly important given that the project is commencing towards the end of the calendar year. We thus anticipate a 1-2-month delay to accommodate the December-January break period and potential associated delays related to receiving ethical approval.

As previously described, the study will include a range of activities, and we have detailed the deliverables and anticipated timelines for the project outputs in the chart and table below.



Key Milestones	Description	Due date	Payment schedule
Inception Report	Completed Inception report and presentation	21 November 2023	10%
Literature Report	Consolidated Scoping review report, including outcomes from systematic review and situational analysis	23 February 2024	10%
Theory of change workshop (TOC)	Research team to participate in a TOC workshop to be hosted by DSD	End January to mid-February 2024	

Data collection	Data will be collected through COP workshops (nationally), FGDs with homeless persons (across 3 provinces), selected stakeholder interviews	February – March 2024 (as approved by HSRC and WC REC boards)	40%
3 Workshops	This will entail 3 in person workshops in GP, WC and KZN in collaboration with DSD (DSD to provide financial support for these events)	Between 21 February to 13 March 2024	
Consultative report, including the Consultation Framework	Report will entail the consultation framework and processes, along with the outcomes of the consultations	31 March 2024	30%
Validation workshop	Draft Green paper to be presented to DSD and partners	April 2024	
Draft Green Paper	Executive report, Full report and presentation	30 April 2024	10%

Project team

The project will be conducted by a multi-disciplinary team from the Human Sciences Research Council, and the University of Pretoria. As presented in table 3 below, the team holds expertise and experience in various areas that are directly relevant to homelessness and policy evaluation and development.

Table 3: Project implementation team's abbreviated CVs and short bios

Dr Candice Groenewald

Relevant Expertise and roles	<p>Role: Team Leader – scoping reviews; policy drafts; public participation; report-writing; science communication; engagement with DSD stakeholders</p> <p>Experience: 12 years</p>
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Short bio	<p>Candice is a Chief Research Specialist at the Centre for Community Based Research at the Human Sciences Research Council. She is also an Honorary Research Associate at Rhodes University. She specialises in interpersonal and behavioural research associated with adolescent development and risk behaviour related to adolescent drug and alcohol abuse, family wellbeing, parent-adolescent relationships, and youth in adversity. She also has expertise in mixed methods studies and phenomenological inquiries, participatory methods and visual methodologies. Her expertise related to the current project, includes critical evaluations of South African policies where she has evaluated the White Paper on Families in South Africa in a journal article published in an international journal, and have presented this work at conferences (please see attached CV). She is also currently collaborating with Dr Makusha, on a policy review exercise to finalise the revisions on the White Paper on families for the Department of Social Development South Africa. This project is ongoing and lessons learnt during this process will certainly be beneficial to the development of a White Paper on homelessness in South Africa.</p> <p>Further, she was a co-investigator and qualitative expert in the first point-in-time census study conducted in Durban South Africa called Ikhaya Lami. This study was conducted in collaboration with Safer Cities and eThekweni municipality in Durban and included a series of participatory activities and policy roundtable discussions towards identifying directives for a localised homelessness policy. Through this work, she collaboratively produced three project reports, several conference presentations, hosted a special lecture on participatory approaches to study homelessness in South Africa at Durban University of Technology, and has written an journal article on advisory groups. She has also contributed to a policy brief and factsheets on homelessness which has been included as a key reference in the White Paper on families. Additionally, she has been asked to provide expert opinion on homelessness through radio interviews and have consulted with members of the local municipality to advise on homelessness research in Durban. Moreover, she has experience in securing projects through external funding sources and a notably growing catalogue of academic publications. She has led and contributed to multi-site research studies in South Africa, many of these including a strong focus on adverse conditions and behaviours. She is a member of the of the Addiction and the Family International Network, the eThekweni Research Partners Consortium in KwaZulu-Natal (2019-2020) and the KZN Social Science Research Consortium. She was also a recipient of the Mail & Guardians ‘200 Young South Africans under 35’ award under the category of Health in 2019 for her work that explored families’ support needs in coping with substance abuse and addiction. In 2023, she became a Y2-rated social scientist with the National Research Foundation of South Africa in Psychology.</p> <p>Primary contact for this project</p>
Education	<ul style="list-style-type: none"> • BA (Psychology), University of the Western Cape, 2008 • BA Honours (Psychology), University of the Western Cape, 2009, • MA Research Psychology, University of the Western Cape, 2010 • PhD (Psychology), University of the KwaZulu-Natal, 2016
Work Experience	<ul style="list-style-type: none"> • Research Director (Acting), Human Sciences Research Council (HSRC)-current

<p>(Professional, Academic & Other)</p>	<ul style="list-style-type: none"> • Chief Research Specialist, Human Sciences Research Council (HSRC), 2020- current • Master's lecturer and module coordinator, University of KwaZulu-Natal 2021-current • Honorary Research Associate, Rhodes University, 2021-current • Senior Research Specialist, Human Sciences Research Council (HSRC), 2018 – Sept 2020 • Postdoctoral Fellow, Human Sciences Research Council (HSRC), 2016 – June 2018 • PhD Intern, Human Sciences Research Council (HSRC), 2012 – Dec 2015 • Masters Intern, Medical Research Council of South Africa, 2011 • Lecturer & Researcher University of the Western Cape 2010
<p>Membership of national and international bodies</p>	<ul style="list-style-type: none"> • Member of the grant evaluation committee of the South African Agency for Science and Technology Advancement (SASTA), at the National Research Foundation (NRF) (current) • Member of AFINet (Addiction & the Family International Network) (2016-current) • Member of the HSRC Equity and Skills Development Committee (2019-current) • Member of the eThekweni Research Partners Consortium (2019-2020) • UKZN faculty member and module coordinator as part of the SARETI Master's program • KZN Social Science Research Consortium
<p>Teaching and research</p>	<ul style="list-style-type: none"> • Master's research module coordinator and lecturer: Behaviour and Research at UKZN- current • Special lecture on conducting systematic reviews: Rhodes University- 2021 • Special lecture on community based action research and homelessness: Durban University of Technology- 2016 • Psychology lecturer: University of the Western Cape, 2010 • Collection of training workshops on empirical research, workshops, and analyses: 20+ trainings delivered • Thesis supervisor: 2 M students currently and 2 Honours students concluded • External Master's thesis examiner for three universities
<p>Most recent publications (relevant to this project)</p> <p>Full complement produced= 27</p>	<ul style="list-style-type: none"> • Desmond, C., Timol, F., Groenewald, C., & Sausi, K. (2017). Towards the development of a contextualised homelessness policy: A Durban case study. HSRC Policy brief, November http://intranet.hsrb.ac.za/Research_Publication-34022.phtml • Groenewald, C. & Bhana, A. (2016). Substance abuse and the family: An examination of the South African policy context. <i>Drugs: Education, Prevention and Policy</i>, DOI: 10.1080/09687637.2016.1236072. • Groenewald, C., Timol, F & Desmond, C. (2019). Including 'advisory networks' in a participatory study on homelessness in Durban, South Africa: a research note. <i>International Journal of Social Research Methodology</i>. DOI:10.1080/13645579.2019.1679423. • Timol, F & (Rule) Groenewald, C. (2017). Decoding homelessness: Building understanding in Durban. <i>HSRC Review</i>, 15(1), http://www.hsrb.ac.za/en/review/hsrb-review-march2017/decoding-homelessness

	<ul style="list-style-type: none"> • Rule-Groenewald, C., Timol, F., Khalema, E., and Desmond, C. (2014). More than just a roof: Unpacking homelessness. <i>HSRC Review</i>, 13(1):3-4.
<p>Technical Reports</p> <p>Most relevant, full complement produced= 28</p>	<ul style="list-style-type: none"> • Desmond, C., Khalema, E., Timol, F. Rule, C., & Sausi, K. (2016). Ikhaya lami (Phase 1): A qualitative assess of the pathways, challenges and services for people living on the streets and sleeping in shelters in Durban. Safer Cities, Ethekewini Municipality. • Desmond, C., Khalema, E., Timol, F. Rule, C., Sausi, K., & Mthembu, Z. (2016). Ikhaya lami (Phase 2): Understanding Homelessness in Durban (Technical report). Safer Cities, Ethekewini Municipality. • Desmond, C., Khalema, E., Timol, F. Rule, C., Sausi, K., & Mthembu, Z. (2016). Ikhaya lami (Phase 3): Understanding Homelessness in Durban. Safer Cities, Ethekewini Municipality. • Essack, Z., Van der Pol, N, Gordon, S., Hlophe, L., Ntinga, X., Groenewald, C., Mahali, A., van Heerden, A., and van Rooyen, H. (2019). Evaluating incentivised behaviour change intervention for young women, aged 19-24 years in King Cetshwayo District, KwaZulu-Natal: Baseline report. Sweetwaters: Human Sciences Research Council • Essack, Z., Groenewald, C., Mahali, A., Nene, Z., Nene, S., Bhembe, L., Van der Pol, N, Ntinga, X., Hlophe, L., & van Rooyen, H. (2019). Evaluating an incentivised behaviour intervention for young women, aged 19-24 years in King Cetshwayo District, KwaZulu-Natal: Process evaluation report. Durban: Human Sciences Research Council. • Barnett, T., Desmond, C., Groenewald, C., Ngwenya, N., Rich, K., & Seeley, J. (2018). Interpreting social determinants: emergent properties and adolescent risk behaviour. Report submitted in completion of HAYA project ITCRZF51. • Groenewald, C., Essack, Z., Gordon, S., Strode, A., Zuma, K., & Khan, N. (2021). The socio-economic, health and gender impact of the COVID-19 on youth (16-35 years old) beneficiaries of DSD programmes. Department of Social Development. • Groenewald, C., Essack, Z., Gordon, S., Strode, A., Zuma, K., & Khan, N. (2021). 'Known youth' and the COVID-19 pandemic: Exploring COVID-19 knowledge, mental health impacts and COVID-19 vaccine acceptability. Department of Social Development.
<p>Conference talks</p> <p>Most relevant, full complement produced= 50</p>	<ul style="list-style-type: none"> • Groenewald, C. (2021). Impact of COVID-19 pandemic on youth aged 16-35 in South Africa. Paper presented at the World Population Day Conference, Pretoria, South Africa (virtual attendance), 4-5 October 2021. • Naidoo, I., Groenewald, C., Essack, Z. et al. (2021). Understanding the demographic, health, psychosocial and economic implications of COVID-19 for older persons in South Africa. Paper presented at a Department of Social Development Stakeholder Seminar, 22 September 2021. • Groenewald, C. (2018). Substance abuse and the family: An examination of the South African policy context. COE conference on Children, families and the state. November 2018. • Gordon, S., Groenewald, C., Radebe, T., & Nkwanyana, A. (2018). A systematic review of how academics have measured wellbeing in South Africa. Paper presented at the HSRC Methodology Seminar Series, February 2018.

	<ul style="list-style-type: none"> • Groenewald, C. & Gordon, S. (2018). Measuring wellbeing. Paper presented at the Better Lives in Troubling Times. Paper presented at the Poverty and inequality conference at the University of the Western Cape. March 2018. • Groenewald, C., Sausi, K., Timol, F. & Desmond, C. (2016). "They can start by treating homeless people as human beings!": homeless persons' reflections on living on the street. Paper presented at the HSRC Social Sciences Research Conference, Indaba Hotel, Midrand, 22-23 September 2016. • Rule-Groenewald, C., Timol, F., Khalema, E., Sausi, K. Mthembu, Z. and Desmond, C. (2016) "you have to know your story. You have to know who you are. You have to be strong": Survival strategies of persons living on the streets." Presented at the International Conference on Community Psychology, 27-30 May 2016, Durban. • Mthembu, Z., Rule-Groenewald, C., Khalema, E., Sausi, K. Timol, F., and Desmond, C. (2016) Challenges and Support needs of persons living on the streets: Findings from the 'Homelessness study'. Presented at the International Conference on Community Psychology, 27-30 May 2016, Durban. • Timol, F., Rule-Groenewald, C., Khalema, E., Sausi, K. Mthembu, Z., and Desmond, C. (2016) Understanding homelessness: Research protocol of a multiphase mixed method community based participatory action research study. Presented at the International Conference on Community Psychology, 27-30 May 2016, Durban. • Sausi, K., Khalema, E., Rule-Groenewald, C., Mthembu, Z., Timol, F. and Desmond, C. (2016) Pathways into homelessness: Understanding how both internal and external factors contribute to homelessness in Durban. Presented at the International Conference on Community Psychology, 27-30 May 2016, Durban. • Desmond, C., Sausi, K., Khalema, E., Rule-Groenewald, C., Mthembu, Z., and Timol, F. (2016) Reflections on the Homelessness study: Implications and recommendations for research, practice and policy. Presented at the International Conference on Community Psychology, 27-30 May 2016, Durban. • Khalema, E., Sausi, K., Rule-Groenewald, C., Mthembu, Z., Timol, F. and Desmond, C. (2016) Methodological Framework: Community-based Participatory Action Research (CBPAR). Presented at the International Conference on Community Psychology, 27-30 May 2016, Durban. • Desmond, C., Khalema, E., Rule-Groenewald, C. & Timol, F. in collaboration with EtheKwini Municipality and the Municipal Learning Institute (2014). Homelessness in Durban, 17 October 2014 • Khalema, N.E., Rule-Groenewald, C., Timol, F., & Desmond, C. Research and Learning-Exchange for Service Providers (NGOs, CBOs, and FBOs) Supporting Street/Shelter communities in Durban. 03 September 2015. • Rule-Groenewald, C. Panellist and respondent at the "Drug Abuse: A Public Health Challenge" EThekwini-University Research Symposium. Theme: Innovative Cities, 27 November 2014.
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Specialist commentaries on homelessness	<ul style="list-style-type: none"> • Census reveals why people end up on the street: https://www.iol.co.za/news/politics/census-reveals-why-people-end-up-on-the-street-2023144 • Homelessness, one of the biggest challenges facing EtheKwini: http://www.sabcnews.com/sabcnews/homelessness-one-biggest-challenges-facing-ethekwini/
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Prof Stephan de Beer

Contact details: Stephan.debeer@up.ac.za

(mobile) +27-82-413-2475

Relevant Expertise and roles	<p>Role: Team Leader – policy drafts; public participation; report-writing; homelessness & housing</p> <p>Experience: 30 years</p>
Short bio	<p>Having founded a non-profit in the inner city of Tshwane, focusing on homelessness and vulnerable populations since 1992, and the city’s first social housing company, since 1997, Stephan has extensive experience as a practitioner in the fields of homelessness, housing and community development. He managed multi-million-rand development projects for 20 years before joining the University of Pretoria. As Associate Professor of Practical Theology, Director of the Centre for Faith and Community, and Convenor of the Unit for Street Homelessness at the University of Pretoria, he now bridges theory and action, to contribute knowledge in the fields of homelessness, housing and socio-spatial justice, with an impact on policy, practices and interventions for change. Stephan’s research interests are in the fields of homelessness, housing and spatial justice, and the roles of faith- and community-based organisations in making urban change. He is the lead researcher of the Pathways out of Homelessness research project in the City of Tshwane, drafted the City of Tshwane’s Homelessness Policy, and advised into the Gauteng Homelessness Policy. He and Prof Jannie Hugo also submitted recommendations for a National Policy Platform on Street Homelessness to the Policy Unit of the National Presidency in 2020. In April of 2022, Stephan was a panellist making recommendations at a high-level meeting of UN Habitat in New York, on ‘ending homelessness through affordable housing’, as part of a consultative process to inform the report of the Secretary-General of the UN on homelessness, to be presented to the whole assembly in 2023.</p>
Education	<ul style="list-style-type: none"> • Bachelor of Arts (Theology) (University of Pretoria) 1988 (cum laude) • Bachelor of Divinity (University of Pretoria) 1991 (cum laude) • Bachelor of Arts (Honours) (Greek) (University of Pretoria) 1991 • Doctor of Divinity (Practical Theology) (University of Pretoria) 1999 • PhD (Town & Regional Planning) (University of Pretoria) 2018
Work Experience	<ul style="list-style-type: none"> • CEO, Tshwane Leadership Foundation, 1993-2012 • Director: Centre for Faith & Community, 2012 –

<p>(Professional, Academic & Other)</p>	<ul style="list-style-type: none"> • Senior Lecturer, Practical Theology, University of Pretoria, 2012-2018 • Associate Professor, Practical Theology, University of Pretoria, 2019-2022 • In addition, I was Founding Director of the Institute for Urban Ministry (1996); Founding Director of Yeast City Housing, a social housing company (1997); part-time minister of the Melodi ya Tshwane Uniting Reformed Church (1996-2006); Convener of Leadership Foundations Africa (2008-2015); and an Ashoka Fellow for Social Entrepreneurship since 2008. • Visiting Professor / Guest Lecturer / Research Fellow • Visiting Professor, Universidade Metodista de Sao Paulo, research and teaching, 2000 • Fellow, Leeds University School of Business, Centre for Health Innovation, 2010 • Guest Lecturer in Non-Profit Management, Management Centre Innsbruck, 2012-2014 • Guest Lecturer, Faith-Based Responses to Urban Regeneration, Georgia State University, 2015 • Guest Lecturer in Social Work, Management Centre Innsbruck, 2016-2021 • Visiting Lecturer, Diaconate and Christian Social Practice, VID University, Oslo, 2017
<p>Membership of national and international bodies</p>	<ul style="list-style-type: none"> • Society for Urban Theology: founding member, convener (since 2006 -) • Society of Practical Theology in Southern Africa (2014 -) • Senior Associate for Leadership Foundations, Africa (2008 -) • Child Theology Africa (since 2015 -) • Urban Shalom Society (since 2017 -) • Global Network of Public Theology: African representative (since 2020 -) • Planning Team of the International Journal of Street Homelessness Conference (since 2021-)
<p>Teaching and research</p>	<ul style="list-style-type: none"> • National Research Foundation C1-rated scholar; supervised 18 MTh-dissertations & 14 MA/MDiv dissertations (27: supervisor; 4: co-supervisor); co-supervised 3 MArch students; 9 PhD students (5: supervisor & 4: co-supervisor)
<p>Most recent representative publications (relevant to this project)</p>	<ul style="list-style-type: none"> • De Beer, S. & Vally, R., 2020. Fostering Pathways Out of Homelessness: Choreographies of Change-Making in the City of Tshwane. South African Review of Sociology, pp.1-18. https://doi.org/10.1080/21528586.2022.2027813 • De Beer, S., 2020, Homelessness and Covid-19 in the City of Tshwane: doing liberation theology undercover. A conversation with Ivan Petrella, HTS Theological Studies, 76(1), a6209. https://doi.org/10.4102/hts.v76i1.6209 • De Beer, S., 2020, Homelessness IS a Housing Issue: Responding to Different Faces of Homelessness. A City of Tshwane Case Study.

	<p>South African Review of Sociology 51 (03-04) pp.1-21, https://doi.org/10.1080/21528586.2022.2026247</p> <ul style="list-style-type: none"> • De Beer, S. & Vally, R. (eds), 2021, Facing homelessness: facing inclusionary, collaborative solutions, AOSIS, Durbanville.
Technical Reports	<ul style="list-style-type: none"> • Drafted the Policy and Strategy on Street Homelessness for the City of Tshwane (July 2015) • Pathways out of Homelessness: Research Report (2015) • Drafted Covid-19 intervention plan on street homelessness for the City of Tshwane (March 2020) • Drafted 10-Point re-integration plan on street homelessness in the City of Tshwane beyond Covid-19 (June 2020) • Inside a Pandemic: vulnerability, imagination, innovation in the City of Tshwane. Research Report of the Urban Studio (November 2020) • Homelessness and Covid-19 in the City of Tshwane. Research Report. (Stephan de Beer & Jannie Hugo, eds) (April 2021) • Ensuring Pathways out of Homelessness: Policy, Processes & Practices. A submission to the Policy Unit of the Office of the Presidency, Proposing a National Policy Framework on Street Homelessness (Stephan de Beer & Jannie Hugo, eds) (October 2021) • Ending homelessness and affordable housing. Panelist in a high-level meeting of UN Habitat, New York City, making recommendations for the UN Secretary-General’s Status Report on homelessness and affordable housing to UN member states in 2023 (April 2022)

Dr Raymond Perrier

	<p>Role: Direct Experience of Local Implementation; Network Mobilization; Synthesis of Data & Report-Writing</p> <p>Experience: 35 years (in different capacities; including private, faith-based and community-based sector)</p> <p>Qualifications:</p> <ul style="list-style-type: none"> - BA Philosophy/Theology, New College, Oxford; 1987 - MA Philosophy, Heythrop College, University of London, 2004 - MSc (with distinction): Human Rights, London School of Economics, 2005 - PhD (School of Religion, Philosophy and Classics), UKZN, 2023 <p>Short bio</p> <p>Raymond is Executive Director of the Denis Hurley Centre in Durban, and a research associate of the Centre for Faith and Community at the University of Pretoria. He is well-placed to provide grass roots insight into the lives of homeless people, based on his work in South Africa’s 3rd largest city as well as having experience of working with a major Municipality in the creation of local policy to tackle homelessness. For 3 years he was Chair of the eThekweni Task Team on Homelessness, reporting to the Deputy Mayor and leading Durban’s well-regarded initiatives in responding to COVID and the hard lockdown. Since 2015, he has led the largest NGO in KZN working with homeless people to</p>
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	<p>provide a range of services: feeding programmes (co-ordinating a wide range of community- and faith-based organisations), drug rehabilitation (working with KZN-DSD and also helping create a new NGO), economic empowerment (a programme that won a national enterprise award), civic empowerment (in partnership with the IEC and StatsSA) and healthcare (in collaboration with City Health and K-RITH). He recently liaised directly with the national Department of Health to pioneer a COVID-vaccination programme that was appropriate for homeless people. He has experience of Government liaison across a range of disciplines, and at all three levels of Government. He represented South Africa in international fora (the Street Medicine Institute), has worked with overseas Government funders (US, Japanese and Irish) and has worked with displaced people in Uganda, South Sudan, the UK and USA. He is also experienced in enabling collaboration within the NGO community and also between civil society, Government, business and media. He helped create the Durban Homeless Forum and the National Homeless Network. Raymond was a core member of the team with Human Sciences Research Council in producing their 2016 survey of the homeless in Durban, iKhaya Lami, in many respects one of the most thorough and reliable attempts to map homelessness in a South African city. He has many years of experience in project and financial management and technical report-writing not just in the NGO world but also from 15 years working for a major international business consulting firm. His skills in data gathering, management and analysis recently enabled him to complete a PhD at UKZN.</p>
<p>Most recent representative publications (relevant to this project)</p>	<ul style="list-style-type: none"> • Perrier, R. (2021) The Rights Revolution in South Africa: How can the homeless benefit? In De Beer, S. & Vally, R. (eds), 2021, Facing homelessness: facing inclusionary, collaborative solutions, AOSIS, Durbanville. 33-62. • Powell, C., Perrier, R. & Le Roux, D. (2021) Sharing the table: Reflections on the engagement of faith-based communities with homelessness in three South African cities In De Beer, S. & Vally, R. (eds), 2021, Facing homelessness: facing inclusionary, collaborative solutions, AOSIS, Durbanville. 223-254

Dr Tawanda Makusha

<p>Relevant Expertise and roles</p>	<p>Role: Scoping reviews; policy drafts; public participation; report-writing</p> <p>Experience: 15+ years</p>
<p>Education</p>	<p>Qualifications:</p> <ul style="list-style-type: none"> - BA Honours (History and development studies), Midlands State University, 2005 - Master's in Development Studies, University of the KwaZulu-Natal, 2007 - PhD (Gender Education), University of the KwaZulu-Natal, 2013
<p>Short bio</p>	<p>Dr Tawanda Makusha is a leading social scientist and researcher with a PhD in Gender Education. His major contributions are in fatherhood research, mainly focusing on masculinities, fatherhood, and male involvement in</p>

	<p>maternal and child health in the first 1000 days, as well as the impact of poverty and HIV and AIDS on men, children, and families. He has played an instrumental role in the design, implementation, analyses, and interpretation of research data – both longitudinal and cross-sectional on the determinants of families, fatherhood, and their impact on father involvement in children’s lives. He has contributed to the scientific discourse on families in South Africa and has given many presentations to academics, practitioners, and policy makers. From a policy perspective, he has been part of the South African Fatherhood Project Network since 2008 and has been part of the team that advocated for the Labour Laws Amendment Act 10 of 2018, which saw the replacement of three days family responsibility leave that employees were entitled to upon the birth of a child by the 10 days parental leave for fathers and other adoptive parents. In collaboration with Dr Groenewald, Dr Makusha is leading the a policy review exercise to finalise the revisions on the White Paper on families for the Department of Social Development South Africa.</p>
<p>Work Experience (Professional, Academic & Other)</p>	<ul style="list-style-type: none"> • University of the Witwatersrand, School of Clinical Medicine in the Faculty of Health Sciences, (1 February 2019 to 31 January 2022), Honorary Senior Research Fellow • Human Sciences Research Council (HSRC), Human and Social Capabilities Division (HSC), (October 2015 to date), Senior Research Specialist (Upper Level) • Human Sciences Research Council (HSRC), HIV/AIDS, STIs and Tuberculosis Programme (HAST), (July 2015 to September 2015), Senior Research Specialist • Human Sciences Research Council (HSRC), HIV/AIDS, STIs and Tuberculosis Programme (HAST), (February 2013 to June 2015), Post-Doctoral Fellow (Research Specialist) • Zimbabwe Women Lawyers Association (January 2006 to December 2006), Lobbying and Advocacy Officer
<p>Membership of national and international bodies</p>	<ul style="list-style-type: none"> • MenEngage Africa, Promundo, 2018-current • UNICEF Sinovuyo Teen Parenting Programme Scientific Advisory Board UNICEF 2017-current • Sonke Gender Justice’s MenCare Childcare and Protection Programme, Scientific Advisory Board, Sonke Gender Justice 2017-current • Parenting in Africa Network (PAN) Scientific Board, Parenting in Africa Network, 2015-current • Families Studies Research Network in South Africa, 2013-current
<p>Representative publications and talks (relevant to this project)</p>	<ul style="list-style-type: none"> • Rich, K., Desmond, C., & Makusha, T. (2019). Welfare measures and the composition of the bottom decile: The example of gender and extreme poverty in South Africa. <i>Development Southern Africa</i>, 36(4), 491-503. • Richter, L., Chikovore, J. & Makusha, T. (2010). The status of fatherhood and fathering in South Africa. <i>Childhood Education</i>. 86(6): 360-365. • Ward, C., Makusha, T., & Bray, R. (2015,). Parenting, poverty and young people in South Africa: What are the connections? In DeLannoy, A, Swartz, S., Lake, L., & Smith, C. (Eds). <i>South African Child Gauge 2015</i> (pp 69-74). Cape Town: UCT Press

	<ul style="list-style-type: none"> • Makusha, T., Van den Berg, W., Khoza, G., & Lewaks, A. (2019). Engaging South African Fathers: The MenCare Childcare and Protection programme, Sonke Gender Justice and UNICEF SA: Pretoria. • Makusha, T., Feizzadeh, A., Velasquez, C., Zungu, M., van Rooyen, H. (2020). The impact of HIV prevention interventions targeted at adolescent girls and young women (AGYW) on HIV incidence and other biomedical, behavioural and structural outcomes in sub-Saharan Africa: A systematic review. Pretoria: Human Sciences Research Council • Slemming, W., Drysdale, R., Makusha, T., & Richter, L. (2020). The importance of stakeholder engagement in the development and implementation of novel interventions in lower-resourced settings: Experiences from the Healthy Pregnancy, Healthy Baby (HPHB) Study. Proceedings of the Virtual 3rd UK Implementation Science Research Conference, from the 16th and 17th of July 2020. • Makusha, T. (2018). The White Paper on Families. Paper presented at the DST/NRF Centre of Excellence in Human Development Conference held at the University of the Witwatersrand, Johannesburg from the 20th to the 21st of November 2018 (PLENARY SPEAKER). • Makusha, T. (2018). The first State of South Africa's Fathers Report. Paper presented as part of a seminar series for the DST/NRF SARChI in Economic Development at University of KwaZulu-Natal, Durban on the 10th of October 2018.
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