



FEANTSA

October 28th 2015, Brussels

## **FEANTSA response to UN Special Rapporteur on the Right to Housing Questionnaire**

- 1. Please explain how your organisation or institution defines homelessness in various contexts, for example, when measuring the extent of homelessness or conducting research about it, or preparing proposals and advocacy projects. Please explain why the definition was chosen. Do these definitions differ from those used by your government? Please provide any available data on the extent of homelessness in general and among particular groups in your country and identify any limitations to this data.*

FEANTSA encourages the use of a comprehensive definition like ETHOS to facilitate proper understanding of homelessness and effective policies. ETHOS (<http://www.feantsa.org/spip.php?article120&lang=fr>) is a typology which aims to categorize housing difficulties, from lack of domicile to accommodation quality and security, even if it is agreed that the line between the lack of housing and extreme housing exclusion is porous. ETHOS is a wide used reference to understand and measure homelessness and housing exclusion in Europe. However, a common European definition of homelessness has not yet been established, and unfortunately in its absence, there is still confusion, and of course huge difficulties in comparing information and data across different jurisdictions.

FEANTSA and the European Observatory on Homelessness have created – over the course of more than a decade of research and consultation - a harmonized definition for statistical purposes (“ETHOS light”, as referenced by the European Commission study, 2007) in order to understand homeless people’s situation. It is essential to keep in mind that EU Member States’ definitions are can be very different – both more or less restrictive.

Harmonised definition of homelessness relevant to Measurement of Homelessness at European Union Level study, 'ETHOS light'				
Operational category		Living situation		Definition
1	People living rough	1	Public space/external space	Living in the streets or public spaces without a shelter that can be defined as living quarters
2	People in emergency	2	Overnight shelters	People with no place of usual residence who move frequently between various types of accommodation
3	People living in accommodation for the homeless	3 4 5 6	Homeless hostels Temporary accommodation Transitional supported accommodation Women's shelter or refuge accommodation	Where the period of stay is less than one year
4	People living in institutions	7 8	Health care institutions Penal institutions	Stay longer than needed due to lack of housing No housing available prior to release
5	People living in non-conventional dwellings due to lack of housing	9 10 11	Mobile homes Non-conventional buildings Temporary structures	Where the accommodation is used due to a lack of housing and is not the person's usual place of residence
6	Homeless people living temporarily in conventional housing with family and friends (due to lack of housing)	12	Conventional housing, but not the person's usual place of residence	Where the accommodation is used due to a lack of housing and is not the person's usual place of residence

Source: Edgar et al., 2007, p.66

In 2010 FEATNSA published an overview on measuring homelessness in Europe: [http://www.feantsa.org/spip.php?action=acceder\\_document&arg=884&cle=e362245fa56583ea87b3e05a33ecdb502d0da7a5&file=pdf%2Fhomelessnessmeasurement\\_march\\_2010en.pdf](http://www.feantsa.org/spip.php?action=acceder_document&arg=884&cle=e362245fa56583ea87b3e05a33ecdb502d0da7a5&file=pdf%2Fhomelessnessmeasurement_march_2010en.pdf).

The table below (in French) is an overview of how homelessness is reported in different Member States of the European Union, drawing as much as possible on official sources, but sometimes relying on substitutes. The definitions vary hugely – from highly restrictive to very broad and comprehensive. The tables are absolutely not a basis for comparison between countries but an illustration of how differently homelessness is defined and measured in different contexts. The second table gives a very subjective judgement of where homelessness is most likely underestimated in the reported statistics.

**Chiffres disponibles (non-comparables) sur le nombre de personnes sans domicile dans les Etats membres de l'UE**

Etat membre	Statistiques communiquées	Période	Notes concernant la définition et la méthodologie	Source	Tendances communiquées
Autriche	16.000 personnes	Année 2013	Cela ne couvre que les personnes répertoriées comme sans domicile à l'exclusion des personnes qui dorment dans la rue.	Ministère des affaires sociales	Augmentation de 40%: de 11.399 personnes en 2008 à 16.000 en 2013
Belgique (Bruxelles <sup>1</sup> )	2.063 personnes	1 nuit en 2014	Pas de statistiques nationales. Il existe des données pour les autres régions, mais elles ne sont pas comparables. Enquête sur une nuit. Définition large comprenant les personnes qui dorment dans la rue, les hébergements d'urgence, les hébergements pour personnes sans domicile <sup>2</sup> , certains lieux non conventionnels <sup>3</sup> et des hôpitaux. A l'exclusion de l'hébergement dans la famille ou chez des amis.	La Strada	Augmentation de 33% : de 1.724 en 2009 à 2.063 en 2014
Bulgarie	3.486 places occupées dans des services d'aide aux sans-abri	1 nuit en 2015	Places occupées dans des hébergements pour personnes sans domicile. A l'exclusion des personnes qui dorment dans la rue et des personnes	Agence d'aide sociale	X

<sup>1</sup> Certaines données sont disponibles pour d'autres régions, mais ne peuvent pas être compilées

<sup>2</sup> Comprend les foyers pour personnes sans domicile et les foyers pour femmes. A l'exclusion de certaines formes de logement de longue durée comme Le Logement d'abord, les logements accompagnés et les logements de transition

<sup>3</sup> foyers non officiels, « occupation négociée », communautés religieuses

			hébergées dans la famille ou chez des amis, autres personnes qui ne sont pas dans un hébergement.		
Croatie	462 personnes	1 nuit en 2013	Cela couvre les personnes sans domicile répertoriées auprès des centres de protection sociale le 31 décembre.	Ministère de la politique sociale	X
Chypre	X	X	X	X	X
République tchèque	11.496 personnes	1 nuit en 2011	Résultat du recensement couvrant uniquement les utilisateurs d'hébergements pour personnes sans domicile la nuit du recensement.	Bureau des statistiques tchèques	X
Danemark	5.820 personnes	1 semaine en 2013	Définition large. Comprend une partie des les personnes hébergées dans la famille ou chez des amis, celles qui sortent d'institution, etc.	SFI – Le Centre national danois pour la recherche sociale	Augmentation de 16% : de 4.998 en 2009 à 5.820 en 2013
Estonie (Tallinn)	1.371 personnes	2012	Pas de données officielles. Enquête. La définition est « ne pas avoir de logement personnel ou loué, ne pas avoir de possibilité de logement permanent ou dormir dans un lieu de façon temporaire ».	Centre de travail social de Tallinn	X
Finlande	7.500 personnes célibataires & 417 familles	1 nuit en 2013	Définition large. Comprend les personnes hébergées dans la famille ou chez	Centre pour le financement et le	Diminution de 8% : de 8.153 en 2009 à 7.500 en 2013 <sup>4</sup>

<sup>4</sup> Personnes célibataires

			des amis, celles qui doivent sortir d'institution, etc.	développement du logement (ARA)	
France	141,500 personnes	Une nuit 2012	L'INSEE mène une enquête tous les dix ans <sup>5</sup> , essentiellement dans les villes de plus de 20.000 habitants, et la complète par une autre enquête dans les petites villes. On demande aux utilisateurs des services de repas et d'hébergements où ils ont dormi la nuit précédente. La couverture géographique n'est pas uniforme et ce recensement exclut les personnes n'ayant recours à aucun service d'hébergement ou de repas. L'estimation comprend en outre les personnes en centres d'accueil pour demandeurs d'asile.	L'Institut national des statistiques INSEE	Augmentation d'environ 50% entre 2001 et 2012, pour atteindre 141.500 personnes
Allemagne	284.000 personnes	2012	Estimation de la fédération des services aux personnes sans domicile (BAG W). Sur la base d'extrapolations réalisées à partir d'une étude de 1992. Comprend toutes les catégories d'ETHOS allégé et la partie	BAGW	Augmentation de 21% : de 234.000 en 2009 à 284.000 en 2012 (+21%)

			cachée de la situation des personnes sans domicile. Il n'y a pas de données officielles au niveau national.		
Grèce	7.720 personnes	2009	Résultat d'une enquête unique réalisée par le ministère de la Santé. A l'exclusion des migrants et des gens du voyage. Englobe principalement les personnes qui dorment dans la rue. Pas de collecte de données officielles régulières.	Centre national de solidarité sociale (NCSS) du ministère de la Santé	X
Hongrie	10.549 personnes	1 nuit en 2014	Enquête annuelle par les prestataires de services aux personnes sans domicile. Couvre les personnes hébergées dans des foyers et celles qui dorment dans la rue. La participation est volontaire. Tous les services et toutes les personnes ne sont pas couverts.	Enquête du 3 février BMSZKI	X
Irlande	3.808 personnes	1 nuit en 2011	Recensement de nuit des personnes en hébergement pour personnes sans domicile ou identifiées comme dormant dans la rue.	Bureau central des statistiques	X
Italie	47.648 personnes	1 mois en 2011	Enquête. Identifie les personnes qui ont utilisé au moins une fois un service de soupe populaire ou un hébergement de nuit au cours du mois de	Institut national des statistiques (ISTAT)	X

			l'enquête.		
Lettonie	X	X	X	X	X
Lituanie	4.957 personnes	Une nuit en 2012	Ne couvre que les personnes dans des foyers et des centres de crise pour femmes et enfants	Statistiques Lituanie	X
Luxembourg	715 personnes	1 semaine en 2006	Résultat d'une étude réalisée par le CEPS en 2007, au nom du ministère de la Famille. Utilisateurs adultes de centres de jour, de foyers, de centres d'hébergement et de logements accompagnés. Pas de système de collecte des données au niveau national.	Ministère de la Famille	X
Malte	X	X	X	X	X
Pays-Bas	25.000 personnes	1 nuit en 2013	Estimation annuelle découlant du registre national de la population, de données administratives sur les prestations sociales et du système d'information sur l'alcool et les drogues. Définition large englobant le fait d'être hébergé à intervalles irréguliers dans la famille et chez des amis. Les données ne sont pas totalement complètes.	Bureau Central des statistiques	Diminution : de 27.300 en 2012 à 25.000 en 2013
Pologne	31.933 personnes	1 nuit en	Englobe les personnes qui dorment dans la rue et les hébergements pour les personnes sans	Ministère du travail et de la politique	X

		2013	domicile. La participation est volontaire. La couverture n'est pas complète. La méthodologie utilisée pour compter le nombre de personnes qui dorment dans la rue est contestée par les ONG.	sociale (MPiPS)	
Portugal	696 personnes	1 nuit en 2011	Résultats du recensement découlant du comptage du nombre de personnes dormant dans la rue et d'une enquête couvrant principalement les foyers de nuit.	Statistiques du Portugal	X
Roumanie	14.000 -15.000 personnes	2006	Estimation du nombre de personnes dormant dans la rue et utilisant des foyers de nuit.	Institut de recherche pour la qualité de la vie et l'Institut national des statistiques	X
Slovaquie (Bratislava)	2.000 à 3.000 personnes	X	X	Depaul International	X
Slovénie	3.829 personnes	1 nuit en 2011	Recensement. Personnes dans des bâtiments non conçus pour l'habitation et celles qui utilisent le Centre pour le travail	Bureau des statistiques de la République de Slovénie	X



			social ou des ONG comme adresse <sup>6</sup> . Non-exhaustif.		
Espagne	22.939 personnes	Du 13/02 au 25/03/2012	Enquête auprès des utilisateurs de produits alimentaires gratuits et d'hébergements d'urgence dans les municipalités de plus de 20.000 habitants. Ne couvre pas toutes les formes d'absence de domicile ni ne constitue une couverture géographique complète.	Institut national des statistiques (INE)	Augmentation de 5% : de 21.901 en 2005 à 22.932 en 2012 (+ 5%)
Suède	34.000 personnes	1 semaine en 2012	Données collectées auprès d'un grand éventail de services en contact avec les personnes sans domicile. Définition large. Comprend les personnes hébergées dans la famille ou chez des amis, celles sur le point de sortir d'institution, etc.	Le Conseil national de la santé et de la protection sociale	Le nombre de personnes dormant dans la rue, dans des foyers, dans des centres d'hébergement, des institutions et qui n'ont nulle part où aller a augmenté de 29% : de 6.600 en 2005 à 8.500 en 2011  Le nombre de personnes hébergées par des amis ou dans la famille a augmenté de 55% : de 4.400 en 2005 à 6.800 en 2011 <sup>7</sup> .
Royaum	13.520 ménages	Du 1/01	Le premier chiffre	Départeme	Pour les personnes

<sup>6</sup> Englobe certaines personnes qui vivent dans un logement du secteur locatif privé dont le propriétaire ne permet pas qu'elles utilisent l'adresse officiellement

<sup>7</sup> Augmentation du nombre de personnes dans des solutions de logement de longue durée sur le « marché du logement secondaire » non inclus ici, et qui a augmenté de près de 600% . En partie dû à une meilleure couverture dans le cadre de l'enquête, mais également parce que ce secteur a crû en taille.

e-Uni (Angleterre <sup>8</sup> )	« sans-abri statutaires »  2.744  personnes dormant dans la rue	au 31/03 2015    1 nuit entre le 30/10 et le 30/11 2014	représente le total trimestriel des ménages envers lesquels doit s'exercer un « devoir statuaire » (c'est-à-dire une aide au logement) de la part de l'autorité locale parce qu'ils sont considérés comme étant éligibles, involontairement sans domicile et qu'ils entrent dans un groupe caractérisé comme ayant des « besoins prioritaires » <sup>9</sup> . N'englobe que les ménages qui se tournent vers les autorités locales pour obtenir cette aide.  Le deuxième chiffre représente le total par trimestre des comptages et des estimations du nombre de personnes dormant dans la rue une nuit donnée au cours de la période étudiée, réalisée par les autorités locales. Les autorités locales décident de procéder par comptage ou par estimation.	nt des communa utés et des autorités locales	sans-abri statutaires, augmentation de 4% : de 52.290 au cours de l'année fiscale 2013-14 à 54.430 pour la période 2014-2015  Le nombre de personnes dormant dans la rue a augmenté de 14% : de 2.414 à l'automne 2013 à 2.744 à l'automne 2014
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Source : FAP/FEANTSA draft report « An overview of Housing Exclusion in Europe »

This presentation of homelessness in European Union countries according to their statistics does not provide a clear picture of what homeless people in Europe face on a day to day basis. While progress has been made over the past few years to improve the collection of data – by

<sup>8</sup> NB Chacun des gouvernements décentralisés du RU collecte des données sur la situation des personnes sans domicile, mais elles ne sont pas strictement comparables et ne peuvent donc pas être rassemblées. Voir: [www.scotland.gov.uk/homelessness](http://www.scotland.gov.uk/homelessness) pour les données concernant l'Écosse. Voir: <http://gov.wales/statistics-and-research/homelessness/?lang=en> for Welsh data.

<sup>9</sup> 1996 Housing Act, the Homelessness Act 2002, and the Homelessness (Priority Need for Accommodation) (England) Order 2002.

NGOs, government authorities, national statistics bureaux, and others – the disparity in definitions, methodology, level, quality and reliability of data, makes it impossible to compare statistics across the EU and to provide an accurate ‘total’ of the number of people who are homeless. FEANTSA gathers information on this topic through consultation with its members, and is actively working with the EU’s statistics office, Eurostat, to try to incorporate a question on homelessness in future census questionnaires.

2. *What population groups are most affected by homelessness in your country/ in your organization’s area of work? Please provide any information you have about the extent or experiences of homelessness among particular groups such as children and youth, women, indigenous peoples, persons with disabilities, and others. If relevant studies exist please indicate or share a link, a reference or a copy.*

In December 2014, the European Observatory on Homelessness published a Comparative Study (N°4, December 2014, pp. 56 to 59) which explores recent trends in homelessness within those countries for which data were available. The paragraph and table below are extracted from this study.

### **Recent Trends and the Main Factors Influencing Them:**

In a number of countries the available statistics do not allow for any reliable analysis of trends in recent years. Either there was no reliable data available to compare the extent of homelessness in different years (as in Hungary, Italy, Portugal<sup>10</sup> and Slovenia) or methods of measurement had changed and made trend analysis impossible (as in Ireland and Poland). For those countries where the data allowed for a trend analysis, results are summarised in Table 6.1. Note that different periods are chosen, depending on intervals between data collection. For instance, national surveys in France, Spain and Sweden were carried out at greater intervals than those in some other countries. In Sweden and France, part of the reported increase in homelessness was due to improved coverage of certain groups of homeless people, such as people in the secondary housing market in Sweden. The only country with a recent, clear decrease in homelessness is Finland. Within the framework of the national strategy to end long-term homelessness, places in shelters and hostels were reduced and, with substantial investment, new apartments with rental contracts and social support for the formerly homeless clients were built, drawing on a Housing First model. Numbers of long-term and recurrently homeless people with high support needs fell very significantly. However, the number of homeless people sharing with friends and relatives, particularly younger people, has actually increased. A serious lack of affordable housing in the Helsinki Metropolitan Area has made it more difficult for young people and immigrants to find access to permanent housing there.

Similar problems, such as the lack of affordable housing, increased barriers to the existing stock, especially in big cities, and an increase in youth homelessness is reported for a number of

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<sup>10</sup> The only comparable information in Portugal was census data on housing not fit for human habitation. They show a sharp decrease between the 2001 and 2011 censuses regarding shanty units (from 11 540 units to 2 052) and other non-conventional buildings not fit for housing (from 15 779 to 4 560 units). No data about trends for other homeless categories were available.

countries where evidence for a general increase in national homelessness exists, including Sweden, Denmark and Germany. Increased unemployment, the effects of the economic crisis, cuts in welfare benefits and barriers to health services and social services were mentioned as potentially contributing to rises in homelessness in the Czech Republic, Denmark, the Netherlands and the UK. An increased number of homeless immigrants was reported, particularly in France and Spain.

**Table 6.1 Recent trends in homelessness**

Recent trends in homelessness			
Country	Trend	Extend	Remarks and reasons for trends
Czech Republic	Increase	+ 44% between 2010 and 2014 in one large city (Brno) where data allow trend analysis	No regional or national data allow trend analysis. Part of the recorded increase in Brno (about 20%) is due to an increase of services for homeless people. Structural factors and political changes like rising unemployment, deregulation of rents, and social benefit changes are seen as linked to a general increase in homelessness
Denmark	Increase	+ 16% between 2009 (4 998) and 2013 (5 820): national counts	While the number of shelters remained almost constant, increases in homeless people staying temporarily with friends and relatives are being reported, particularly in larger cities. More young people are being found to be homeless, possibly linked to decreases in the affordable housing supply and lower welfare benefits for young people
Finland	Decrease	- 8% between 2009 (8 153) and 2013 (7 500): national survey results	Numbers of long-term homeless people in dormitories and hostels, and homelessness among people about to be released from institutions have decreased due to national strategy to reduce long-term homelessness by replacing shelters and hostels with apartments with regular leases and support using a Housing First model. Short-term homelessness and number of homeless people sharing with friends and relatives has increased because of economic crisis and tight housing market, especially in the Helsinki Metropolitan Area. Young people and immigrants have particular problems finding affordable housing, and their homeless numbers have increased

Recent trends in homelessness			
Country	Trend	Extend	Remarks and reasons for trends
France	Increase	+ 44-50% between national surveys in 2001 (87 000) and 2011 (142 000)	Numbers include homeless children and migrants. Part of the increase is due to technical improvements in the survey and increase of homeless migrants, but strong influence of structural factors such as long-term unemployment, housing shortages and reduction in numbers of long-term hospitalisation is emphasised by national experts
Germany	Increase	+ 21% between 2011 (16448) and 2013 (19823) according to statistics in NRW regional state + 21% between 2009 (234 000) and 2012 (284 000) according to national estimates by BAG W	Part of increase in North Rhine-Westphalia may be due to better coverage of recently introduced statistics, but housing shortages in large cities and an increase of young homeless people is seen as an increasing problem by many experts. Increases in rent levels, high poverty rates despite the economic boom, and deficits in local prevention systems are mentioned as well. Increases in youth homelessness are reported
The Netherlands	Increase	+ 17% between 2010 and 2012: national estimations (from 23300 to 27 300)	Cuts in benefits and social services and increased barriers to using (mental) health care are seen as linked to increases in the numbers of vulnerable homeless people. Young people, people with a psychiatric illness and those with a learning disability are mentioned as particularly affected
Spain	Increase	+ 5% between national surveys in 2005 (21 901) and 2012 (22 932)	Higher increases are reported from some local surveys like in Barcelona (+45% between 2008 and 2013) and Madrid (+13.5% between 2010 and 2012). Reasons given are the economic crisis and increased unemployment, shortage of affordable housing and increase in numbers of homeless immigrants
Sweden	Increase	+ 29% for rough sleepers, shelter users, hostels and homeless people in institutions with no home to go to between 2005 (6 600) and 2011 (8 500) + 55% for homeless people sharing with friends, relatives and others between 2005 (4 400) and 2011 (6 800)	The number of longer-term housing solutions in the secondary housing market is not included here, as it has grown by almost 600%, due partly to better coverage of this type of accommodation but also because this sector has grown in size. Reasons given for these increases are mainly related to the housing shortage and increased barriers to regular housing, with a requirement for steady income becoming widespread

Recent trends in homelessness			
Country	Trend	Extend	Remarks and reasons for trends
United Kingdom	Increase of homelessness presentations and homelessness acceptances	Presentations (seeking assistance under homelessness law): England: 09/10: 89 120 – 12/13: 113 520 Scotland: 09/10: 57 288 – 12/13: 40 050 Wales: 09/10: 12 910 – 12/13: 15 360 Northern Ireland: 09/10: 18 664 – 12/13: 19 354 Acceptance as homeless and in priority need under homelessness laws: England: 09/10: 40 020 – 12/13: 53 770 Scotland: 09/10: 37 151 – 12/13: 30 767 Wales: 09/10: 5 565 – 12/13: 5 795 Northern Ireland: 09/10: 9 914 – 12/13: 9 878	Indicators based on administrative data from the statutory homeless system have increased on a national level between 2009/2010 and 2012/2013 (but they were marginally higher in 2008/2009 than in 2012/2013). Increases have not occurred across the UK, but are evident in England and to a lesser extent in Northern Ireland and Wales. Note that the statutory systems in England, Scotland, Wales and Northern Ireland are distinct, operating under different laws. <sup>74</sup> High increases are reported from rough sleeper counts in England (+36.5% between 2009/2010 and 2012/2013). The fall in supported housing services for homeless people in England may reflect a reduction in funding levels for these services. However, the reduced numbers also reflect some reduction in data collection, as government funding for the collection of these statistics ceased during this period. Other indicators do not suggest that these forms of homelessness are falling in England
	Increase in people living rough	Rise from 1 768 counted and estimated rough sleepers in 2009/10 to 2 414 in 2012/13 (England only)	
	Decrease in supported housing activity	Use of supported housing by homeless households in England 2009/10: 86 973 – 2012/13: 49 126 (Supporting People statistics covering single homeless people with support needs, homeless families with support needs and people sleeping rough)	

Sources: see Appendix 2

<sup>74</sup> While levels of statutory homelessness acceptances have increased in England, they are in a state of long-term decline from much higher levels (the most recent peak in 2003/2004 was 135 430 compared to 53 770 in 2012/2013). This long-term shift downwards is because of the rise in preventative services, which helped 165 200 homeless households in England in 2009/2010 and 202 400 households in 2012/2013. In Scotland, the more recent decline in acceptances in the statutory system is also widely thought to be linked to a marked rise in preventative activity. Some researchers have suggested that preventative services may in some instances be a barrier to the statutory systems, but this has not yet been clearly established. See Pawson, H. (2007) Local Authority Homelessness Prevention in England: Empowering Consumers or Denying Rights? *Housing Studies* 22(6) pp.867-883.

You can find the whole study here (Research team: Lars Benjaminsen, Volker Busch-Geertsema, Masa Filipovic Hrast, Nicholas Pleace):

<http://www.feantsaresearch.org/spip.php?article343&lang=en>.

3. *In your organization's view, what are the primary systemic and structural causes of homelessness? How is your organization addressing these and how should these be addressed by Governments?*

FEANTSA has conducted research and analysis on this topic over the past 15 years. The following paragraphs and tables, extracted from the 2009 European Review of Statistics on Homelessness by Bill Edgar from the European Observatory on Homelessness, provide a general overview of the nature and causes of homelessness in Europe.

### Understanding the Nature and Causes of Homelessness

This section considers different approaches to understanding the causes and nature of homelessness. Firstly, it discusses the debate surrounding structural and agency explanations. Secondly, it considers the importance of understanding the life course analysis and theories which lead to explanations based on understanding the pathways or trajectories into homelessness. Finally, it considers the social construction of homelessness associated with social and cultural norms.

#### 2.1.1 CAUSES OF HOMELESSNESS

In previous volumes we have suggested a generic approach to understanding the causes of vulnerability that affect the risk of homelessness. This approach is intended to stress that the causes of homelessness can include structural, institutional, relationship and personal factors. These are summarised in Figure 2.1.

**Figure 2.1 Factors of vulnerability and risk of housing exclusion**

Cause	Factor of vulnerability	Comment
<b>Structural</b>	Economic Processes	Affect on income, stability of employment
	Immigration, Citizenship	Discrimination, access to social protection
	Housing Market Processes	Access to affordable / social housing
<b>Institutional</b>	Available mainstream services	Shortage of services to meet demand or care needs
	Allocation mechanisms	Inappropriate to needs (spatial concentration, delivery procedures)
	Lack of co-ordination between existing mainstream services	Affects continuum of support
	Institutional procedures	Admission, Discharge procedures
<b>Relationship</b>	Family Status	Single people more vulnerable
	Relationship situation	Abusive partners; step-parents
	Relationship breakdown	Death, divorce, separation
<b>Personal</b>	Disability / long-term illness	Includes mental health and learning disability
	Educational attainment	Low attainment
	Addiction	Alcohol, drugs, gambling
	Age / Gender	Young / old, female
	Immigrant situation	Refugee status / recent arrival

Structural factors affect the vulnerability or risk of exclusion arising mainly from the effects of poverty (affected by a person’s position in the labour market) and the factors that act as barriers to access to housing, services or social protection. Vulnerability is also affected by the extent to which social protection is dependent upon a person’s employment situation or citizenship status; hence, women and immigrants may be vulnerable. Despite legislation to ensure equality of access to service, discrimination can create vulnerability to exclusion from the housing market for some groups. Institutional factors can influence vulnerability. People who require support will be vulnerable to exclusion from the housing market if support is not available or does not meet their needs. Support may not be available because services do not exist (e.g. in rural areas) or are not available for particular needs. People can also lack support if their medical or psychiatric condition is undiagnosed (for example, if they have a mild learning disability) or if they do not have contact with medical or social services (e.g. some young people). Lack of social support networks also creates an increased vulnerability for some (e.g. single people or recently arrived immigrants). Mechanisms of resource allocation and gate-keeping by service providers can also leave some people vulnerable to homelessness. Regulation of social housing allocation or housing finance is an important aspect of vulnerability for those on low income and immigrants. Experience of institutional living itself creates vulnerability in the housing market – the discharge procedures for people leaving prison or long-term health care or child care, for example.

Relationship problems or breakdown are often associated with housing exclusion or can create a vulnerability to homelessness. In particular, the increase in domestic violence is associated with episodes of homelessness or temporary housing for many women and their children. Equally, the increase in divorce and separation can create difficulties for young people who may be forced to leave home at an early age. Recent research has demonstrated an increase in homelessness among older men often associated with relationship breakdown or loss of a partner later in life. Personal problems can, of course, be a key factor leading to homelessness. However, personal circumstances can create vulnerability in other ways. Some people may simply lack knowledge about opportunities available to them (e.g. immigrants, young people). Personal problems may often be unrecognised (for example, gambling addiction or personal debt) until a problem becomes manifest in the loss of a home. Even then the scale of such problems may go unrecognised by service providers. People develop coping strategies to hide the real nature of their situation. The significance of this approach to the measurement of



homelessness is to stress the diversity of sources of information that are required. This is illustrated in figure 2.2.

**Figure 2.2 Causes of Homelessness and Data Sources**

Cause	Factor	Triggers	Data sources
<b>Structural</b>	Poverty / Unemployment	Debt Eviction	Housing Judiciary Penal System
	Immigration Status		
	Housing		
<b>Institutional</b>	Institutional Living	Discharge	Social Welfare
	Foster / Child Care		
	Prison		
<b>Relationship</b>	Family Structure	Leaving Family Home	Surveys Health Services
	Relationship Situation	Domestic Violence	
	Relationship Breakdown	Living Alone	
<b>Personal</b>	Disability / Long-term illness	Illness Episode	Service Providers
	Learning Difficulty	Support Breakdown	
	Addiction	Substance Misuse	

Reference: [http://www.feantsaresearch.org/IMG/pdf/feantsa\\_2009statsreview\\_en.pdf](http://www.feantsaresearch.org/IMG/pdf/feantsa_2009statsreview_en.pdf)

In 2013, FEANTSA published a report on the state of homelessness and homeless policies in Europe: <http://www.feantsa.org/spip.php?article854>. One of the marked trends was the changing profile of people who were seeking support at homeless services (FEANTSA member organisations). Following the economic crisis of 2008, more families, young people and women were seeking support, many citing the rising costs of housing and unemployment as triggers for their homelessness. FEANTSA has been part of a consortium conducting research into the impact of the mortgage crisis in Europe on evictions, and whether evictions have led to more homelessness. While it is difficult to draw a causal link between homeowners defaulting on their mortgages and increased homelessness in all EU Member States, families and individuals have been adversely affected by the housing crisis across Europe.

This report includes information on evictions, housing policy, prevention of evictions, homelessness, etc., for all 28 EU countries.

The preliminary findings of the study can be consulted by contacting Dr. Padraic Kenna, University of Ireland, Galway, for more information (Padraic.Kenna@nuigalway.ie).

4. *Please provide any information available about discrimination and stigmatization of people who are homeless, including laws or policies that may be used to remove homeless persons from public spaces or to prohibit activities in public spaces such as sleeping, camping, eating, sitting, or asking for money. Please explain whether such discrimination is prohibited by law at national and/or local levels and describe any initiatives being taken or proposed to address this problem.*

Housing Rights Watch and FEANTSA have been working since 2012 on the issues of criminalisation of homelessness. In 2012 we ran a campaign to raise awareness about the issue called, Poverty is Not a Crime: <http://www.povertyisnotacrime.org/>.

In addition to the campaign, in 2012, HRW and FEANTSA conducted a survey of national laws that penalise/criminalise the behaviour of people who are homeless. Legal experts from 17 Member States (+1) prepared country reports that describe the nature of antisocial behaviour laws, as well as other regulations or ordinances that affect homeless people, in [Spain](#), [Sweden](#), [Slovak Republic](#), [Romania](#), [Poland](#), [the Netherlands](#), [Italy](#), [Ireland](#), [Hungary](#), [Greece](#), [Germany](#), [France](#), [Finland](#), [England & Wales](#), [Denmark](#), [Belgium](#), [Czech Republic](#), and [Austria](#) (click on the country to be redirected to the corresponding reports online).

In 2013 we published a book, *Mean Streets: A report on the criminalisation of homelessness in Europe*. The book features insights into the policy drivers of criminalisation, case studies from Belgium, Hungary, Poland, and Spain, and good practice examples including using Ombudsmen services, legal services and others. Its executive summary can be found here: <http://www.housingrightswatch.org/sites/default/files/2013-10-16%20Mean%20Streets%20Exec%20Summary%20EN.pdf> /

More recently, in February 2015, FEANTSA published a policy statement on begging policies in the EU: [http://www.feantsa.org/spip.php?action=acceder\\_document&arg=2734&cle=518dfa4997353d2b4891ef36384bb52fb1fc3680&file=pdf%2F2015-02-07\\_draft\\_criminalisation\\_policy\\_statement-3.pdf](http://www.feantsa.org/spip.php?action=acceder_document&arg=2734&cle=518dfa4997353d2b4891ef36384bb52fb1fc3680&file=pdf%2F2015-02-07_draft_criminalisation_policy_statement-3.pdf)

You can find below an Annex of this policy statement, which classify responses to FEANTSA survey on anti-begging legislation:

Annex

Responses to FEANTSA survey on anti-begging legislation

More information: <http://www.housingrightswatch.org/page/criminalisation-7>

Country	Are there laws and/or regulations that ban begging in your country?					Have begging bans been successfully challenged?
	Is begging banned at national level?	Is forced begging banned?	Is begging with children banned?	Is aggressive begging banned?	Are there measures at local level banning begging?	
Austria	No	Yes	Yes	Yes	Yes	
Belgium	No				Yes	
Czech Republic	No				Yes	
Denmark	No				At discretion of the police	
France	No	Yes	Yes	Yes	Yes	Yes
Finland	No					
Germany	No		Yes	Yes	Yes	Yes
Greece	Yes	Yes	Yes		Yes	
Hungary	Yes				Yes	
Ireland	No				Yes	
Italy	Yes	Yes	Yes	Yes	Yes	Yes
The Netherlands	No				Yes	
Poland	Yes	Yes	Yes	Yes	No	

Portugal	No	Yes			No	
Romania	Yes					
Spain	Yes		Yes		Yes	
Sweden	No					Successful policies – homeless coordinator
UK	No	Yes				Yes

This is an area in which there is little research or data collected. In all countries, the police and authorities have tremendous discretion when enforcing – or not – criminalising measures. Some countries have very severe laws in place which are never enforced; some countries, like Hungary have made it illegal to sleep rough more than once in a six-week period – this offence is punishable by fines, ‘work-fare’/compulsory labour, and even prison sentences. Organisations in Hungary, like The City is For All (AVM) and the Hungarian Civil Liberties Union have been trying to collect data on the enforcement of these laws and hope to eventually challenge the law in the European Court of Human Rights in Strasbourg.

Several Scandinavian governments and political parties have mooted and in some instances passed regulations to criminalise begging. The National Institute for Human Rights in Norway recently published a report on the criminalisation of begging which can be found on their website in English: <http://mr-norge.no/en/S0002L0002.php?id=91089>.

Rais Foundation in Spain recently sponsored an Observatory on hate crimes against homeless people. Their preliminary reports focus on violence against homeless people by police and citizens. More information can be found here (in Spanish): [https://www.raisfundacion.org/es/que\\_hacemos/delitos\\_odio](https://www.raisfundacion.org/es/que_hacemos/delitos_odio).

Homeless people do experience discrimination, particularly when they are using public space without consuming or ‘having a reason’ to be in a particular place. To date, however, there has not been a Europe-wide survey of measures criminalising homelessness, nor of challenges to these measures. Some NGOs, including FEANTSA members in Spain and Scotland, are working with the police to provide training to make them aware of the rights that homeless people have. Some police forces (e.g. Portugal) work closely with social service providers and rarely fine or charge homeless people.

***From our members - [Focus Ireland Key Insights](#)***

While homelessness is not explicitly criminalised in Ireland, people experiencing homelessness may be more likely to be prosecuted for a number of offences as a result of their situation. People experiencing homelessness are often forced to spend the majority of their day outside whether they are residing in emergency accommodation or rough sleeping. They may thus find themselves engaging in behaviour which is prohibited in public. A number of these offences, as well as others, are listed below. All are national laws, unless otherwise stated.

- **Begging** – The 2011 Criminal Justice (Public Order) Act<sup>11</sup> has created new offences where an individual is begging in a manner which is threatening or causing an obstruction. The Act further grants Gardaí the power to direct individuals to desist from begging if they were doing so in a number of specified places, such as beside an ATM or near a business premises. This legislation was the first law which targeted begging since the Vagrancy (Ireland) Act 1847. It is worth noting that in 2012 two individuals who had been charged with begging brought a case to the High Court challenging their convictions<sup>12</sup>. White J held that in bringing a charge under the Act, Gardaí must provide evidence that the accused person was begging without legal authorisation. Some commentators believe that this burden has had a chilling effect on the legislation and has resulted in fewer convictions than there would otherwise have been<sup>13</sup>.
- **Public Intoxication** – Section 4 of the Criminal Justice (Public Order) Act 1994<sup>14</sup> makes it an offence for anyone to be intoxicated in a public place to such an extent that they might endanger themselves or anyone else in the vicinity.
- **Public Drinking** – There are no national laws prohibiting public drinking but local authorities are entitled to pass bye-laws prohibiting or restricting consumption of alcoholic beverages in public. For example, the Dublin City Council (Prohibition of Consumption of Intoxicating Liquor on Roads and in Public Places) Bye-Laws 2008<sup>15</sup> ban public drinking. Similar bye-laws exist around the country.
- **Disorderly Conduct in a Public Place** – Section 5(i) of the Criminal Justice (Public Order) Act 1994<sup>16</sup> defines prohibited “offensive conduct” as unreasonable behaviour which is likely to cause serious offence or annoyance. This offence is designed to prohibit behaviour which has a negative effect on a community but does not constitute threatening or abusive behaviour, as below.
- **Threatening or Abusive Behaviour** – Section 6 of the Criminal Justice (Public Order) Act 1994<sup>17</sup> makes it an offence for anyone in public to use “threatening, abusive, or insulting words or behaviour” with the intent to provoke a breach of the peace.
- **Wilful Obstruction** – Section 9 of the 1994 Act<sup>18</sup> prohibits the wilful prevention or interruption of the free passage of any person or vehicle in a public place, unless a reasonable excuse exists.
- **Trespassing** – Section 11 and section 13 of the 1994 Act<sup>19</sup> deal with trespassing. Section 11 makes it an offence to enter a property with intent to commit an offence. Section 13 makes it an offence to trespass in a manner likely to cause fear in another individual.

The above are a selection of laws which may be said to unduly target or affect those who are experiencing homelessness. There is little evidence of recent initiatives combat legislation targeting homelessness.

<sup>11</sup> <http://www.irishstatutebook.ie/eli/2011/act/5/enacted/en/print.html>

<sup>12</sup> DPP v Rosta & Anor [2012] IEHC 19.

<sup>13</sup> <http://www.irishtimes.com/news/politics/fear-factor-in-dublin-due-to-aggressive-begging-1.2024357>

<sup>14</sup> <http://www.irishstatutebook.ie/eli/1994/act/2/section/4/enacted/en/html#zza2y1994s4>

<sup>15</sup> <http://www.dublincity.ie/main-menu-services-recreation-culture/intoxicating-liquor-bye-laws>

<sup>16</sup> <http://www.irishstatutebook.ie/eli/1994/act/2/section/5/enacted/en/html#zza2y1994s5>

<sup>17</sup> <http://www.irishstatutebook.ie/eli/1994/act/2/section/6/enacted/en/html#zza2y1994s6>

<sup>18</sup> <http://www.irishstatutebook.ie/eli/1994/act/2/section/9/enacted/en/html#zza2y1994s9>

<sup>19</sup> <http://www.irishstatutebook.ie/eli/1994/act/2/enacted/en/print>

5. *Please indicate if you know whether homelessness has been recognized as a human rights violation by courts, by national human rights institutions in your country/ in the area of your expertise, and if so, on the basis of which human rights (for example: right to adequate housing, right to life, etc) Provide information on any initiatives being taken by your organization or others to address homelessness using an explicit human rights framework.*

FEANTSA is not an expert on this issue. We spoke with the European Network of National Human Rights Institutes (ENNHRI) and were informed that their individual members would be responding to the questionnaire.

### ***From our members – [Focus Ireland](#) Key Insights***

Homelessness has not been explicitly recognised as a human rights violation by the Irish courts. The Irish judiciary have traditionally shied away from ruling on economic, social and cultural rights, and have left such decisions to Government<sup>20</sup>. The State has also opted out of Article 31 of the European Social Charter<sup>21</sup> which concerns the right to housing. While there is no right to housing in Irish law, there are statutory and legislative entitlements to housing supports and social housing. These are procedural and substantive rights which can be relied on in Court, but they rarely include a human rights dimension. Procedural rights include the right to apply for social-housing assistance while substantial rights include the rights of children to adequate food and shelter and the right to privacy.

The Irish Human Rights and Equality Commission (IHREC) is an independent public body charged with protecting and promoting human rights and equality in Ireland. In its recent submission to the UN Committee on Economic, Social and Cultural Rights IHREC made specific recommendations around the right to adequate housing<sup>22</sup>.

A number of organisations, including Focus Ireland, have campaigned for increased rights for those experiencing, or at risk of, homelessness<sup>23</sup>.

With regards the public attitude to housing and homelessness, a Constitutional Convention was established by both Houses of the Oireachtas in 2012. This tasked a forum of 100 citizens and parliamentarians to make recommendations on possible future amendments to the Irish Constitution. Under the category “Any Other Amendments” the Convention chose to examine Economic, Social and Cultural Rights. 85% of the members favoured changing the Constitution to strengthen the protection of ESC rights<sup>24</sup>. The Government undertook to respond to the group’s recommendations within four months and has yet to do so.

<sup>20</sup> This precedent was set in the Supreme Court case TD v Minister of Education and others [2001] IESC 101.

<sup>21</sup> [http://www.coe.int/t/dghl/monitoring/socialcharter/Presentation/ProvisionTableRevMarch2015\\_en.pdf](http://www.coe.int/t/dghl/monitoring/socialcharter/Presentation/ProvisionTableRevMarch2015_en.pdf)

<sup>22</sup> [http://www.ihrec.ie/download/pdf/ihrec\\_report\\_ireland\\_and\\_the\\_international\\_covenant\\_on\\_economic\\_social\\_and\\_cultural\\_rights.pdf](http://www.ihrec.ie/download/pdf/ihrec_report_ireland_and_the_international_covenant_on_economic_social_and_cultural_rights.pdf) - page 83.

<sup>23</sup> For example, see Focus Ireland’s campaign “Right to a Home”

<http://www.focusireland.ie/files/right%20to%20a%20home%20campaign.pdf>

<sup>24</sup> <https://www.constitution.ie/AttachmentDownload.ashx?mid=5333bbe7-a9b8-e311-a7ce-005056a32ee4>

6. *Please provide information on how your organization has used or intends to use administrative procedures to challenge homelessness as a violation of human rights?*

FEANTSA has used strategic litigation to challenge national laws that violate the right to housing.

The Council of Europe's Revised Social Charter includes articles that protect the right to housing, prevention of homelessness, and the right to shelter. Additional protocol to the Revised European Social Charter provides for a system of collective complaints which aims at improving the effective enforcement of the social rights guaranteed by the Charter. It entitles NGOs enjoying participatory status with the Council of Europe to lodge collective complaints against a State, which has ratified it, for non-compliance with the Charter.

After assessing whether a complaint meets the formal requirements, the European Committee of Social Rights declares it admissible. Once the complaint has been declared admissible, a written procedure is set in motion, consisting of an exchange of memorials between the parties. The Committee may decide to hold a public hearing. The Committee then takes a decision on the merits of the complaint, which it forwards to the parties concerned and the Committee of Ministers in a report, which is made public within four months. Finally, the Committee of Ministers adopts a resolution. If appropriate, it may recommend that the State concerned take specific measures to bring the situation into line with the Charter.

FEANTSA has lodged three Collective Complaints over the past few years, against France (2006), Slovenia (2008) and The Netherlands (2012). Information about these complaints can be found at [www.housingrightswatch.org](http://www.housingrightswatch.org).

In July 2012, FEANTSA lodged a collective complaint against The Netherlands alleging that The Netherlands' legislation, policy and practice regarding sheltering the homeless was not compatible with Articles 13 (right to social and medical assistance), 16 (right of the family to social, legal and economic protection), 17 (right of children and young persons to social, legal and economic protection), 19 (right of migrant workers and their families to protection and assistance), 30 (right to protection against poverty and social exclusion), 31 (right to housing), taken alone or in conjunction with Article E of the European Social Charter. The Committee of Social Rights concluded that there were violations of Article 31§2, 13§§1 and 4, 19§4(c) and 30 of the Charter. Its decision on the merits can be found here: [http://www.housingrightswatch.org/sites/default/files/CC86Merits\\_en.pdf](http://www.housingrightswatch.org/sites/default/files/CC86Merits_en.pdf).

An analysis of impact of the collective complaint:

<http://www.housingrightswatch.org/content/cc-or-not-cc-%E2%80%93-effect-collective-complaints-practice>.

We posed this question to our member organisations recently: some organisations have tried to challenge national policy for failing to respect human rights of homeless people. However, in some cases, even when the case was decided in their favour (Denmark), there were no remedies awarded: the government was simply told to do more...but did not. NGOs working in this field often struggle to find the resources – financial, human, etc., - to challenge laws and policies in this way. And can be discouraged by the lack of action or change on the part of the government even if a case is successful.

In France, which has an enforceable right to housing, challenges – or appeals to the 'DALO' have had mixed results. In cities with an ample supply of housing, appealing to the DALO can be an efficient means of securing access to affordable housing. In areas where there is a severe shortage of housing, however, like Paris or Ile-de-France, even positive decisions can still mean waiting for a very long time or being forced to move to a different part of the city or province.

***From our members – [Focus Ireland](#) Key Insights***

As set out on next question; Ireland has well developed homeless strategy and there is a legislative framework underpinning these strategies.

As an organisation Focus Ireland advocates for those experiencing homelessness based on the commitments that the local authority has made in the context of the action plans and the government strategy outlined in question 7 response, within social welfare legislation there is a level of discretion with the '[supplementary welfare system](#)' and this is also utilised where possible.



7. Please provide information about any proposed or existing strategies or legislation that your organisation or institution might be familiar with aimed at reducing or eliminating homelessness. Explain any goals or timelines that have been adopted for this purpose, describe how progress has been monitored, describe how those affected by homelessness have been involved and provide information on results to date. Does your institution/organization have any suggestions for how existing or proposed strategies could be improved?

The table below describes European national strategies and/or policies that have been being implemented in order to deal with homelessness.

National policies for homeless people and Member States' position about a European strategy to tackle homelessness:

Colour code is inspired by one of the typologies from Julien Damon's 2009 report. It describes three types of countries:

- Countries with an integrated strategy, dense and explicit (in green);
- Countries without an integrated strategy but with investments and with a policy set up ongoing (in yellow);
- Countries without an integrated strategy neither substantial investment (in grey).

	Homelessness situation	Member States' responses	Support to a European Strategy
<u>Denmark</u>	5,820 homeless people counted in 2013. Increase by 16% since 2009 (+80% among young people)	<b>National strategy</b> (social affairs ministry). Since 1999, a national registration system for accommodation centres has been created for homeless people. Government associates municipalities, with Housing First as guiding principle. Number of homeless people decreased significantly since Housing First implementation in participating cities. The national strategy has been funded with 500 millions DKK for 2009-2013. For 2014-2017, 20 millions each year will be allocated to the fight against youth homelessness.	At the time of the Ministerial Round Table in 2013, DK government was favourable to a European Strategy, notably on data sharing.
<u>Spain</u>	30,000 homeless people, increasing (+ 4,8% between 2005 and 2012) + "new entrants" to homelessness as a result of the crisis : an increasing number of homeowners are confronted with homelessness. There has been an unprecedented	<b>National and regional strategies.</b> In April 2014, the Parliament approved the first Spanish National Homelessness Strategy and the Ministry is beginning to work with different NGOs to define and develop this Strategy. But this first national strategy to tackle homelessness, is not totally defined and, subsequently, not approved and adopted. For political reasons (elections),	Not available

	<p>increase in the number of mortgage foreclosures since the beginning of the financial and economic crisis. According to the Spanish Bank, 19,565 families lost their principal home during the 6 first months of 2014. Evictions rose 7% in Spain during the last semester. In the region of Murcia 21% more evictions than during the last semester of 2013. Most alarming increases in La Rioja (73,2%); Extremadura (40,5 %); Murcia (38,8 %); Andalucía (14,7%); Comunidad Valenciana (13,2 %) y Canarias (10,3 %).</p>	<p>there's risk to be finally not approved by the actual Government. There have also been strategic developments at the level of different autonomous regions. Catalonia has produced a document known as the "Model for Attention to Homeless People 2010". It sets out the legal framework for tackling homelessness within the region. This is seen by stakeholders as a prerequisite to a strategy with clear targets, responsible stakeholders, set budgets, etc.</p> <p>Cuts to both welfare and homeless services are a major challenge in the current context, especially when combined with rising homelessness. In several Autonomous Communities, subsistence benefits to people in vulnerable situations or experiencing social exclusion have decreased and/or become more difficult to access due to tougher eligibility requirements.</p> <p>An official pilot experience on Housing First was launched by Barcelona's City Council, involving and impact and qualitative research. The project with have 3 years and is generating a lot of expectation in public and private homelessness services providers all around Spain.</p> <p>National data systems exist, but they are patchy.</p>	
<u>Finland</u>	<p>8,000 homeless people in 2009 and substantial decrease on 2013 following the implementation of a national strategy. The data collected on November 2014 show a decrease in the number of single homeless people (7,107) but a slight increase in the number of homeless families (427) compared to the previous year. Increase in immigrant homelessness.</p>	<p><b>National multi-year strategy</b> (Environment Ministry with other qualified ministries) : "Programme to Reduce Long Term Homelessness 2008-2011 and End Long Term Homelessness 2012–2015"</p> <p>Scope: The previous programme period (2008-2011) focused on the 10 biggest urban growth centres with Helsinki as the main priority. During the present period 11 cities are taking part in the execution. Focuses on long-term homeless, with a Housing First strategy. This follows 20 years of homeless strategies targeting other parts of the homeless population.</p> <p>Objectives: The 2008–2011 programme aimed at halving long-term homelessness</p>	<p>Favourable to the adoption of a common strategy.</p>

		<p>and developing more effective measures to prevent homelessness. The quantitative target of providing 1,250 new dwellings, supported housing units or places in care facilities for homeless people was exceeded: by the end of 2011 altogether 1,519 dwellings were allocated for the homeless. The 2012–2015 phase aims to eliminate long-term homelessness by providing a further 1,250 flats and flexible support services. Focus is in scattered housing, floating support and prevention.</p> <p>Resources: Approximately €200 million were allocated for the overall funding of the programme between 2008 and 2011. State funding accounted for €170 million, the municipalities for €10.3 million and the Finnish Slot Machine Association RAY for €20.5 million. The minimum overall funding for the programme period 2012-2015 is €100 million.</p> <p>Governance: The Ministry of Environment manages and coordinates the programme, in close cooperation with The Ministry of Social Affairs and Health, the Ministry of Justice, the state Housing Finance and Development Centre (ARA) and the Finland Slot Machine Association (RAY). Implementation is achieved through the signing of letters of intent with the municipalities. Both the previous and the present programme include a clear plan on how the responsibilities are shared and how the progress is monitored.</p> <p>The Housing Finance and Development Centre (ARA) conducts an annual, national survey on homelessness, inspired by ETHOS typology.</p>	
<u>France</u>	<p>According to INSEE (the national statistics office) estimations, there was an average of approximately 133,000 homeless people in metropolitan France in the second part of the 2000s. An additional 2.9 million people were living in overcrowded or unfit housing, with 127,000 people facing both</p>	<p><b>National strategy:</b> DIHAL was created in 2010. Its role is to develop, coordinate and monitor the implementation of policies on homelessness. The responsibility for implementation is shared with regional and local authorities.</p> <p>“National Strategy for Homeless and Poorly Housed People 2009–2012”: This national strategy was in line with the designation of homelessness as a “National Priority” for</p>	<p>Favourable to the adoption of a common strategy.</p>

	<p>of these situations.</p> <p>According to Fondation Abbé Pierre in its 2015 report, number of homeless people has been increasing for last years, with 141,500 homeless people in 2015, rising to 3,5 millions people facing inadequate housing.</p>	<p>2008-2012. It aimed to reform profoundly the system of shelter and accommodation for homeless people. Its overall objective was to reduce homelessness significantly by creating a comprehensive public service based on the principles of Housing First. To this end, the strategy focused on:</p> <ul style="list-style-type: none"> <li>o Improving monitoring and understanding of needs, namely through the implementation of Integrated Reception and Advice Services (SIAO) that monitored local needs and services using an integrated IT system.</li> <li>o Improving emergency responses, namely through the implementation of Territorial Reception, Accommodation and Reintegration Plans (PDAHI); through a “humanising” programme for shelters and hostels; through a rights-based approach; through structural involvement of users in policy design and through the introduction of a single contact person to oversee each homeless person’s case.</li> <li>o Prioritising housing solutions through rent mediation; through promoting access to housing for vulnerable groups such as prison leavers, refugees, young people and people with mental health problems; through the development of “adapted” housing solutions such as 15,000 places in “maisons relais” (adapted boarding houses) by the end of 2011; through measures to increase access to private and social housing; through measures to fight unfit housing and combat evictions; as well as through a national social experimentation programme on Housing First for people with mental health problems called “Un chez-soi d’abord”.</li> </ul> <p>In 2015, a three-year plan to reduce hotel remedy has been launched.</p> <p>Resources: A range of funding has been made available to support the strategy including €170 million over three years to “humanise” temporary accommodation; €200 million to fight unfit housing; But the complexity of funding streams and the division of competence between government levels mean it is not possible to quantify an overall “homelessness”</p>	
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		<p>budget. As part of the austerity policy initiated by the Prime Minister in 2014, some of the measures contained in the Multi-annual Plan on Poverty and Social Inclusion were to be deferred for a year, until September 2015. It is not yet possible to give details about the impact of this measure.</p> <p>INSEE (the national statistics office) collects data on homelessness every 10 years within the framework of the general population census. A key objective of the current strategy is the implementation of “integrated reception and orientation services” (SIAO) in each department that uses a common information system. This would allow for data to be provided at more regular intervals.</p>	
<u>United Kingdom</u>	<p>2,744 people sleeping rough in 2014, 14% increase between 2013 and 2014, notably among immigrant people. About statutory homelessness, in 2014, 27,550 homeless applications were made (13,190 households were accepted as homeless); and 59,570 households were in temporary accommodation.</p>	<p><b>National and local strategies.</b> Throughout the UK, homeless policies are underpinned by a strong legislative basis.</p> <p>A data collection is organized at local levels, but without a harmonized framework.</p> <p>In <b>England</b>, the main legal provisions are contained in the 1996 Housing Act, the Homelessness Act 2002, and the Homelessness (Priority Need for Accommodation) (England) Order 2002. This legislation lays out the statutory duties of local authorities, which include an obligation to provide housing in cases of homelessness where eligibility, priority need and non-intentionality are established.</p> <p>In addition, the Homelessness Act (2002) places a duty on housing authorities to carry out local reviews of homelessness and formulate, publish and regularly review local homelessness strategies in consultation with stakeholders. Strategies have to be reviewed and renewed within five years.</p> <p>The English homelessness legislation was further amended under the 2011 Localism Act and accompanying supplementary guidance was issued - (Suitability of Accommodation) (England) Order 2012. The most significant change introduced by</p>	<p>Favourable , provided that they can keep their own accounting definition and methodology. And no possibility of political backing until 2016 referendum.</p>

		<p>the Localism Act allows local authorities to fully discharge their housing duty through an assured shorthold tenancy with a private landlord. The tenancy must be for a minimum of 12 months. If the offer is refused, the local authority's duty comes to an end, without the need to make a further offer of suitable accommodation to the applicant.</p> <p>The government has maintained the homelessness grant (£100 million a year for each of the four years between 2011 and 2015). However, most prevention and support services are funded out of Local Authority housing-related support budgets (previously known as Supporting People budgets). Most cuts are taking place at local level in a context where ring-fencing for these budgets has been removed by central government. This has resulted in staff redundancies, reduced support and some projects closing altogether.</p> <p>In <b>Northern Ireland</b>, a similar legislative and policy strategy is implemented. As outlined in 'Facing the Future: Northern Ireland Housing Strategy 2012-17', the Department of Social Development (DSD), which has strategic responsibility for housing, stated its intention to put a clearer policy focus on preventing homelessness and work better in partnership with other bodies to support individuals and families with particular needs to live independently. As part of this Strategy, the DSD stated that it would:</p> <ul style="list-style-type: none"> <li>• use public funding in innovative ways to increase the supply of social and affordable housing;</li> <li>• undertake a fundamental review of social housing allocations policy;</li> <li>• make better use of existing social housing stock to meet a range of needs; and</li> <li>• place a stronger policy emphasis on preventing homelessness and work with partners in both the public and voluntary sectors to promote a prevention agenda.</li> </ul> <p>In <b>Wales</b>, a similar legislative and policy strategy is implemented. On 18 November</p>	
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		<p>2013 the Welsh Government introduced the Housing Bill to the Assembly. This is the first piece of housing-related primary legislation created by the Assembly since law-making powers were extended in 2011. Part 2 of the Bill makes several significant changes to current homelessness legislation.</p> <p>In <b>Scotland</b>, since December 2012, local authorities have had a legal duty to provide every 'unintentionally' homeless household with settled accommodation. All charges for prescribed medicines have been abolished in Scotland. All health authorities (Health Boards) must implement a health and homelessness action plan to deal with the health needs of homeless people in their area of operation. The Scottish Parliament will be given new powers over some elements of taxation, housing benefits and some welfare benefits, including the power to create new welfare benefits in legislation due to be debated in 2015. It is unclear how this will affect homeless people.</p>	
<u>Sweden</u>	<p>The 2011 count by the National Board of Health and Welfare identified 34,000 homeless people in total, which means an increase by 50% compared to 2005 (notably among women and immigrants).</p>	<p><b>Decentralised strategy.</b> Municipalities are the competent authorities. A national coordinator (social affairs ministry) disseminates information. There is no special funding earmarked at national level. Every municipality is responsible for deciding on the budget channelled to homelessness interventions.</p> <p>In November 2013 a national Housing First network (with no budget) started with mostly Municipalities, and City Mission. The larger cities are cooperating more regarding homeless strategies.</p> <p>National data collection is carried out by the National Board of Health and Welfare every five years; it covers most of the ETHOS typology. In several large cities, data collection takes place more frequently.</p>	<p>No position on a European strategy on homelessness (in 2013, the Swedish government was favourable).</p>
<u>Ireland</u>	<p>In September 2012, 3,808 people were reported sleeping rough or in</p>	<p><b>National strategy</b> (Environment, community and local government ministry): "The Way Home: A Strategy to Address</p>	<p>Quite favourable to the</p>

	<p>homeless accommodation on Census night (this is a point-in-time count and does not include everyone who comes under the ETHOS definition). In increase (+20 % in Dublin between 2013 and 2014), notably among women and young people.</p>	<p>Adult Homelessness in Ireland, 2008-2013”</p> <p>Scope: An overall national policy framework accompanied by an implementation plan. Guides development of local homeless strategies.</p> <p>Objectives:</p> <ol style="list-style-type: none"> <li>1. To reduce the number of households who become homeless through the further development and enhancement of preventative measures;</li> <li>2. To eliminate the need for people to sleep rough;</li> <li>3. To eliminate long-term homelessness (specifically people spending more than 6 months in temporary accommodation);</li> <li>4. To meet long-term housing needs;</li> <li>5. To ensure that all services for people who are homeless are effective in addressing needs;</li> <li>6. To re-orientate spending on homeless services away from emergency responses to the provision of long-term housing and support services.</li> </ol> <p>Resources: The strategy has been supported by significant financial resources. For example, €45 million has been allocated by the Department of the Environment, Community and Local Government for homeless services in 2014. Implementation has been poor and a major challenge in the current financial and economic context is a lack of funding to promote access to affordable and secure housing for people moving on from homelessness.</p> <p>Governance: The strategy is underpinned by a legal framework. The Housing Act 1988 provides a legal definition of homelessness and lays out the duty for periodic assessments of homelessness and housing need in each local authority area. It also empowers Local Authorities to respond to homelessness. The Health Act 1953 imposes a duty on health boards (now the Health Service Executive) to provide assistance and shelter to people who are homeless. The Department of the Environment, Community and Local Government (the Department) has overall</p>	<p>adoption of a common strategy, as they organized 2013 Round Table.</p>
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		<p>responsibility for the national strategy. A Cross Departmental Team on Homelessness was set up in 2000, chaired by the Department. A National Homelessness Consultative Committee was established in 2007 to provide ongoing input into the development and monitoring of homelessness policy from stakeholders. A Homeless Policy Statement was published by the Department of Environment in March 2013, updating the objectives of the Strategy, setting a new target for ending Long-term Homelessness of 2016 and establishing a Homeless Oversight Group.</p> <p>A Housing First Demonstration Project is being carried out in Dublin using scattered accommodation with floating support to house 24 long-term rough sleepers who have significant support needs. A fidelity evaluation of this project is being conducted, which will make recommendations regarding the potential application of this model in the Dublin region and nationally.</p>	
<u>Luxembo</u> <u>urg</u>	<p>The only official scientific study on homelessness and housing exclusion in Luxembourg was published by CEPS in 2007, on behalf of the Ministry of the Family. It enumerated adult users of day centres, shelters, hostels, and supported housing during the week beginning 6th February 2006. 715 homeless people were identified (+150% in 5 years, notably among young people, +31% between 2009 and 2012).</p>	<p><b>National strategy</b> (Family and integration ministry), in association with cities. The strategy:</p> <ul style="list-style-type: none"> <li>• was adopted on the 18th January 2013 by the Government;</li> <li>• provides a framework for all the governmental activities to fight homelessness an exclusion from housing;</li> <li>• requires the collaboration of all governmental bodies and the NGOs working in this field;</li> <li>• is based on the Housing First approach;</li> <li>• has four main objectives: <ol style="list-style-type: none"> <li>1. Provide homeless people with decent and stable dwellings;</li> <li>2. React rapidly and adequately to urgent situations;</li> <li>3. Prevent homelessness;</li> <li>4. Boost the existing measures and consolidate governance;</li> </ol> </li> <li>• will be implemented through 14 concrete actions;</li> <li>• will run from 2013 to 2020.</li> </ul> <p>The Ministry of the Family has gradually increased the budget targeting care for</p>	<p>Quite favourable to the adoption of a common strategy.</p>

		<p>homeless people. Recent investments have been made in the area of youth homelessness and, according to the homelessness strategy; there are plans to invest in a more housing-led approach in the future. The service LEA (logements encadrés et accompagnés) of Caritas is a housing first induced approach since 2004. Caritas' continues working on Housing first inspired initiatives and in 2015 a "Communal Housing first project" for long term homeless people has been put in place. A second "Pathways housing first" project for homeless people with mental or psychiatric issues is planned.</p> <p>But the financial crisis has also reached Luxembourg and to restore the balance of the state budget there will be serious cuts in the social budgets. In the context of the debate on the decentralization of services for homeless people, municipalities have rarely been willing to accept any establishment of transitional or emergency structures, even permanent housing for homeless persons within their territories. Currently, budgets are restricted and there is a lack of additional funding for the strategy.</p>	
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<p><u>Netherlands</u></p>	<p>In 2013, the national statistics office (CBS) estimated that there were approximately 27,000 homeless people aged between 18 and 65 in the Netherlands. Increase of 17% between 2010 and 2012, notably among young people and immigrants.</p>	<p><b>National strategy</b> (Ministry of Health, Welfare and Sports) <b>and local strategy</b> (National Association of Local Authorities): “Strategic Plan for Social Relief: 2006-2010 and 2011- 2014”.</p> <p>Initial focus on 4 major cities (G4) then expanded to 43 municipalities and their regions. The first phase lasted from 2006-2010 and the second phase covers 2011-2014.</p> <p>Objectives:</p> <ol style="list-style-type: none"> <li>1. To ensure that all homeless persons have incomes, accommodation suited to their needs, a non-optional care programme and feasible forms of work;</li> <li>2. To end homelessness following release from prison;</li> <li>3. To end homelessness as a result of leaving care institutions;</li> <li>4. To reduce anti-social behavior associated with homelessness;</li> <li>5. To reduce evictions (to less than 30% of the 2005 figure in the G4 cities in the first phase of the strategy).</li> </ol> <p>Phased, quantifiable targets relating to each of these were established by the strategy. Targets are also set at local level.</p> <p>Resources: The budget for local strategies consists of a special allowance for the 43 cities. In 2014, this annual budget was €297,528,000. The budget is divided among the 43 municipalities according to an allocation formula. In 2011, 35 municipalities received an additional €107,959,001 for the implementation of policies and services relating to domestic violence. In addition to central government funding, there is €350,000,000 available through the health insurance system for homeless people with psychiatric or somatic illnesses or learning disabilities. Another €135,000,000 is available from the justice system, from donations and from contributions from service users (service users pay a certain contribution from their social security allowance towards room and board). The total annual budget amounts to more than €700,000,000. Due to the decentralisation of the long-term mental health care budget, not only will the target</p>	<p>No official position expressed. However, they are deeply devoted to the respect of the subsidiarity principle.</p>
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		<p>group increase, the budget will also increase by around €1 billion.</p> <p>Housing First approaches have been increasingly adopted by several regions and cities in the Netherlands over the past five years. One example is the DISCUS Housing First project in Amsterdam.</p> <p>National statistics office (CBS) carries out estimations, but questions have been raised concerning the source of its numbers. Federatie Opvang (The Dutch Federation of Shelters), municipalities and CBS may discuss how to improve the validity of the numbers.</p>	
<u>Poland</u>	<p>43,206 people received financial support because of homelessness in 2010. Increasing number (notably among children and families).</p>	<p><b>No national integrated homelessness strategy.</b> At the current time, five of six Polish FEANTSA members are working on proposals for a homelessness strategy entitled “National Programme for Combating Homelessness and Housing Exclusion 2014-2020”. The document was submitted to the Ministry of Labour and Social Policy in December 2013. 5 key priorities have been developed: needs diagnosis, prevention, intervention, inclusion and quality of services. In the meantime, the Ministry prepared a separate, more comprehensive, strategic document aimed at combating poverty, which mentions homeless people among other groups in need of support, called the National Programme for Combating Poverty and Social Exclusion 2014-2020.</p> <p>Article 75 of the National Constitution obliges public authorities to pursue a policy favouring the fulfilment of citizens’ housing needs, and in particular, to combat homelessness and support social housing and citizens’ efforts to obtain</p>	<p>Favourable at the time of 2013 Ministry Round Table.</p>

		<p>accommodation. Homelessness is also mentioned in two important strategic Government documents. The first is the Social Welfare Strategy 2007-13, which includes the need to assess homelessness as well as to invest in social housing and sheltered housing stock. The second is the Municipal Strategy for Solving Social Problems which concerns municipal duties to provide shelter, food and clothes to deprived individuals. The Social Welfare Act provides a legal definition of homelessness and clearly states homelessness as a reason for benefitting from the social welfare services. Moreover, the Social Welfare Act dictates the obligations of the different levels of government.</p> <p>Church holds an important position alongside public authorities in the social field. No consolidated budget is allocated to homelessness policies. Nevertheless municipal funds for shelter services have been increasing for last years.</p> <p>There is no national data-collection strategy for homelessness in Poland.</p>	
<u>Portugal</u>	<p>The Social Security Institute states that its official data from 2013 is still being compiled and handled. However, initial unapproved data shows that 4,420 people were recorded in “active homeless situations” over the year on the social security information system. This means that they had an open case, i.e. were receiving support from social workers (increase by 16% between 2008 and 2013). 30% homeless people have less than 30 years old.</p>	<p><b>National strategy</b> coordinated by The strategy is coordinated by the Institute of Social Security, a public institute created in 2001 under the aegis of the Ministry of Labor and Social Affairs. To develop the strategy, an Inter- Institutional Group was formed, with representatives from public and non-profit social service providers. The group is now known as GIMAE (Implementation and Evaluation of the Strategy Group). At local level, implementation groups called NPISA (Planning and Intervention for Homeless People Nuclei) have been established.</p> <p>In 2009, the Portuguese ‘National Strategy for the Integration of Homeless People – Prevention, Intervention and Follow-Up, 2009-15’ was launched. However, the progress that was made on implementation in the early phase has been largely halted in the context of the economic crisis.</p> <p>Objectives: The overall aims of the strategy are to enhance the evidence base on</p>	Not available

		<p>homelessness through the adoption of an agreed definition and a shared information and monitoring system and to promote quality in homelessness services and responses. The strategy contains the following specific targets:</p> <ol style="list-style-type: none"> <li>1. 80% of homeless people should have a 'case manager';</li> <li>2. No-one should have to stay overnight on the street for more than 24 hours owing to the lack of an alternative;</li> <li>3. No-one should leave an institution without having all necessary help to secure a place to live.</li> </ol> <p>The strategy has not been adopted by the Council of Ministers and has not featured in European reporting processes such as the National Reform Programme. A lack of formal political backing has had a very negative impact on implementation. At the time of its public presentation, a budget of €75 million was announced. However, this budget has not been allocated. Given the crisis, it seems unlikely that this will happen in the near future.</p> <p>In theory, Portugal has adopted a housing-led strategy but this is not yet an operational reality. The national strategy emphasises housing as a key response to homelessness for the first time. It stresses that people should not stay in temporary accommodation for long periods and that permanent housing solutions should be found. Homelessness has traditionally been understood as a social issue, so this was an important evolution. The challenge is now implementation. Housing First is an increasingly important intervention model.</p>	
<u>Czech Republic</u>	As part of the preparatory work for the new "Concept of Preventing and Tackling Homelessness Issues", an Expert Group gathered all available homeless statistics and made a qualified estimation on the number and distribution of homeless people in the Czech Republic. Their definition	<b>National strategy</b> (Ministry of Labour and Social affairs). The "Concept of Preventing and Tackling Homelessness Issues in the Czech Republic until 2020" was adopted by the government in August 2013. In order to develop the Concept, an Expert Group was created, attached to the Ministry of Labour and Social Affairs (MoLSA) Commission for Social Inclusion. NGOs working on homelessness, experts from relevant ministries and academics are represented	Not very favourable at the time of the 2013 Ministry Round Table (sceptical about a European

	<p>included visible and hidden homelessness (see ETHOS typology). The estimated number of people who were homeless or at risk of homelessness was 100,000, with an increasing rate among women and families.</p>	<p>in the group. Since the Concept's adoption, the Expert Group supervises and monitors the implementation of particular measures. The whole system of proposed solutions in the Concept is based on the definition of four trajectories describing routes into homelessness. These trajectories are defined as:</p> <ol style="list-style-type: none"> <li>1. Long-term (people who are born into and/or grow up in homelessness);</li> <li>2. Short-term (people who find themselves temporarily in difficult situations such as debt, unemployment, etc.);</li> <li>3. Health (people who face specific challenges due to health factors);</li> <li>4. Own choice (people who become homeless through their own choice).</li> </ol> <p>The strategy is also based on economic analysis of the costs of homelessness and of various solutions.</p> <p>The City of Prague has also adopted its own local homelessness strategy.</p> <p>There is a lack of sustainable funding for homeless services. The current system of annual calls for proposals co-managed by regional and national authorities means that homeless services are reliant on unstable funding sources. Drops in funding levels since 2012 have meant that some services have closed. A change of funding system has been set up since 2015. Regional offices are expected to play the main role in financing services and new funding criteria are developing.</p> <p>There is no national/regional homeless data-collection strategy. Several cities and regions carry out surveys. There is no uniform methodology and data is not comparable.</p>	<p>intervention)</p>
<p><u>Germany</u></p>	<p>According to BAG W's (the umbrella organisation of non-profit homeless service providers) estimations for 2012, the (annual prevalence) number of cases of "housing exclusion" ("Wohnungsnotfälle") in Germany is 414,000. This</p>	<p><b>No national strategy</b> in the sense of a federal programme defined in a strategic document. Competence for homelessness lies largely at local and regional level. At central-state level, a department in the Federal Ministry of Labour and Social Affairs is responsible for policies supporting homeless people but does not develop political initiatives. Consultation with</p>	<p>No official position expressed, but coyness related to the respect of subsidiarit</p>

	<p>breaks down into the two following categories:</p> <ul style="list-style-type: none"> <li>o Homeless people: 284,000 over the course of a year</li> <li>o People at risk of becoming homeless: 130,000 over the course of a year.</li> </ul> <p>Increase of 15% since 2010, notably among single persons and immigrants. High proportion of young people (less than 30 years old).</p>	<p>stakeholders is carried out by BAG W. There is very little inter-ministerial coordination. Nonetheless, service provision for homeless people is relatively extensive and provided for by a legislative framework. National legislation sets out the obligations of municipalities in terms of social service provision. Since the mid-1990s, the Social Code has stipulated that all persons who are at risk of losing their homes are entitled to assistance - either in the form of loans or allowances for rent arrears. Police laws in the Bundesländer (regional states) strictly oblige municipalities to provide shelter for roofless people. In 2013, BAG W laid down principles for a National Strategy in a Call for a National Strategy against Homelessness and Poverty, published in September 2013. It will follow up this call in the coming years. The Call focuses on specific local, regional and national level programmes.</p> <p>North-Rhine Westphalia, the most populous region, has a regional action plan on homelessness. The budget for the Programme is 1.12 million Euros a year. Its aim is to develop innovative approaches and support municipalities to tackle homelessness. The main focus is the prevention of homelessness and access to housing. Specific target groups include migrants and older homeless people.</p> <p>Long-term housing solutions as the main response to homelessness have been the dominant approach in Germany since 1990, according to official statements. Since 1984, the social laws of the Federal Republic strongly reflect the legal principle that outpatient care has priority over inpatient care. However, the emphasis on access to housing as early as possible as a response to all types of homelessness has limits, especially for single homeless people. The staircase approach is still prevalent in some areas. Overall, BAG W concludes that around 75% of NGO based homeless services use a “counselling approach” in the context of housing-led strategies and 25% a more “institutional” approach in the context of hostels and</p>	<p>y principle.</p>
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		<p>special institutions.</p> <p>There is no legally-required, nationwide data collection on homelessness in Germany. Relatively extensive data exists but does not cover all regions of the country.</p>	
<u>Austria</u>	<p>Current increase notably among women, young people and immigrants. The Vienna Social Welfare Report 2015 enumerates the users of the homeless service system in 2013. According to these figures the number of homeless services users has been rising from 8,180 persons in 2010 up to 9,770 persons in 2013.</p>	<p><b>No national strategy</b> (decentralized organisation). Vienna and Upper Austria have adopted an integrated programme on homelessness, covering prevention, accommodation and reintegration. The programme in Vienna is known as the Vienna Integration Programme for Homeless People (Vienna Multi-Stage Scheme). Housing First approaches are being implemented.</p> <p>According to the division of competences there is no national budget in homelessness. Budgets are allocated by the Länder most of the budgets are increasing. For example: According to the Vienna Social Report, expenditure for homeless services in Vienna was € 42,6 million in 2013 (2009: 34.4). The 8,1% increase from 2012 to 2013 is mainly due to an extension in outpatient offers and an extension of winter facilities increasing around 50% from 2012 to 2013.</p> <p>There is a severe crisis in refugee accommodation in Austria at the moment. Approx. 210.000 additional refugees mainly from Syria have been crossing the Austrian borders in September, most of them have passed on to Germany though.</p> <p>In the range of statistical data collection according the National Report on the 2020 European strategy against poverty Statistic Austria has started to implement an indicator on registered homelessness. Hence there are data on registered homelessness at national level. These data are not reliable though because the basic survey is restricted on services for homeless.</p>	<p>No official position expressed, because of competences transfer to Länder.</p>

<p><u>Belgium</u></p>	<p>Pertaining stability. The statistics available are regional rather than national: <b>Brussels:</b> 3,185 people using homeless accommodation service (2010 Centralised Service-Data Collection). <b>Flanders:</b> CAW (NGO centres for general welfare) data recorded 5,802 people staying in hostels and shelters and 2,830 people using forms of supported housing for homeless people in 2010. <b>Wallonia:</b> very few data, around 5,000 homeless people in 2004.</p>	<p><b>No specific national strategy.</b> In Belgium, homelessness policy follows a highly regionalised structure. Competence for homelessness is mostly at the level of the regions. In the Brussels region, it is divided between the regional government, the three Community Institutions, and the communes (districts) which are responsible for the public social services centres. La Strada became operational in 2007. As a support centre for the homeless sector, its role is to support stakeholder dialogue/participation and data collection on homelessness.</p> <p>At <b>Federal level</b>, homelessness was included in the National Action Plans against poverty and social exclusion, and is integrated into the 2012 National Reform Programme in the framework of the Europe 2020 Strategy. There is an Inter-ministerial committee on social inclusion and the social economy (CIM) which brings together different ministries of the Federal Government, the Communities and the Regions. One of its five working groups is dedicated to homelessness. A temporary, federal, inter-ministerial group on homelessness was created in 2011 to focus on the crisis in winter shelter capacity. Housing First guidelines are implemented.</p> <p>In the <b>Flanders</b> region, a multi-stakeholder steering group has been established to prepare a homelessness strategy. The steering group has produced a proposal based on five strategic goals to end homelessness. The steering group is now working on developing funding possibilities to implement the strategy.</p>	<p>Favourable (federal government), subject however to prior consultation with Flanders and Wallonia governments.</p>
<p><u>Croatia</u></p>	<p>Unofficial estimated data (calculated by NGO MoSt and the Croatian Network for the Homeless): 1,300 homeless people (ETHOS typology). Numbers increase because of the unemployment rates and the increasing number of asylum seekers (148 in 2009, 867 in 2013, how many in 2015?)</p>	<p><b>No national strategy.</b> The Government is developing a Strategy for Combating Poverty and Social Exclusion. Members of NGO MoSt are involved in the process. But there is no continuous financing of projects and activities in the area of homelessness at local, regional or national level (local authorities lack funds). Housing First projects are implemented.</p>	<p>Not available</p>

<u>Italy</u>	47,000 homeless people in 2011 (of which 59,4% are immigrant people). Increase of 40% in 2014.	<p><b>No integrated national strategy.</b> The Central government has made new efforts to provide a strategy for tackling homelessness and poverty, such as to promote a housing policy initiative. The Ministry of Labour and Social Affairs is currently working on:</p> <ul style="list-style-type: none"> <li>• A Definition of Guidelines for tackling homelessness at local level. They aim to define a comprehensive strategy at local level (definition of “homeless people” following ETHOS typology; overview of institutional framework and main policy responses adopted until now in Italy; exchange on best practices.</li> <li>• A Minimum income programme called “SIA” (Support for active inclusion”) is being discussed by the central government; it would strengthen the experimental "social card". This measure is not intended to support rough sleepers but very low income people (also covered by ETHOS categories)</li> <li>• Follow up of homelessness survey (Istat-Minister-Caritas-fio.PSD) with the promise to renew it every two years.</li> <li>• The national government has signed voluntary commitments within the FEAD (Fund for European Aid to the most Deprived) for the non-food programme. fio.PSD is taking part in the partnership, dealing with the Operational Programme on “Social inclusion”. It is assumed that fio.PSD will formally take the lead in this area linked to local-level Housing First projects.</li> </ul> <p>The Ministry of Territorial Cohesion has done the following:</p> <ul style="list-style-type: none"> <li>• In the “Partnership Agreement for the use of Structural Funds 2014-2020” sent to the European Commission on the 9th December 2013, there is a first and clear declaration of the will to promote integrated homelessness policies: using the ERDF for housing; reusing of real estate and</li> </ul>	No official position expressed. Coyness about the connection with migration issues.

		<p>conventions with local bodies to support innovative housing approaches such as housing-led policies; using the ESF to promote active social inclusion for poor and homeless people.</p> <p>The Ministry of Infrastructure and Transport (Department of Housing policy):</p> <ul style="list-style-type: none"> <li>• Is dealing with new Guidelines for improving the quality of building and easy access to the public (social) housing stock including: eviction prevention, social support and community-based programmes.</li> </ul> <p>Regarding budget, many local NGOs are under pressure because of severe reductions in public (local/regional) funding as well as reduced access to charitable resources due to growing competition for this funding source.</p>	
<u>Greece</u>	<p>In 2014, the United Nations Human Rights Council reports that “there are 21,216 cases of people who live, in various forms, outside the home” in Greece. It is increasing, due to the economic context and the immigration influx.</p>	<p><b>National and local strategy.</b></p> <p>National Strategy: Homelessness is framed within the wider context of social policies and addressed in an indirect and incoherent way. The economic crisis and dramatic rises in homelessness have brought the issue onto the policy agenda. The 2012 National Reform Programme refers to the “establishment of an inter-ministerial working group to address the rapidly deteriorating homelessness problem”. A Committee on Homelessness was established in January 2012 with the aim of drafting a legislative proposal and an action plan. The committee is composed of several stakeholders including ministries, academics and NGOs. The Committee has developed the first legal recognition of homelessness and a definition. It also drafted the Integrated National Plan to Combat Homelessness.</p> <p>Governance: The jurisdictions and responsibilities with regard to homelessness policy are dispersed among different public authorities nationally and locally. At the level of central administration, the General Secretariat for Welfare is the main body responsible for social policy. This was recently transferred from the Ministry of Health to the Ministry</p>	<p>Very favourable towards a strategy including rental evictions, foreclosure proceedings and migration issues.</p>

		<p>of Labour (March 2012). The latter has been contemplating the development of a new Welfare Body that may have a coordinating role in the planning and monitoring of social policies. At the moment, the General Directorate for Welfare controls and supervises the National Centre for Social Solidarity (EKKA), which is the main body with a mandate to coordinate social services. There is no central, leading entity responsible particularly for homelessness. A new bill was voted in Parliament on the 30th March 2014 in which, for the first time, there is a clear recognition of the need for social care measures to support homeless people. In this bill, it is clearly stated that the state commits to allocating 20 million euros to support these measures. In April 2014, the prime minister announced the use of budget surpluses to address the needs of homeless and vulnerable households through social housing and cash transfers based on income criteria.</p> <p>At local level, according to a new governance structure, local authorities have started to become the operational units for many social services (public space regulation, support for homeless and financially vulnerable people, recognition of beneficiaries for housing assistance etc.) However, the new provisions have not yet been fully implemented, while many vital issues (financial, administrative, coordination) are still pending. 11 Municipalities, in cooperation with NGOs, have integrated homeless services into their plans and created Day centres and Night Shelters. The programme is co-financed by the EU under the National Strategic Reference Framework (NSRF) Thematic Priority Axis 4: “Complete Integration of all Human Resources into a Society of Equal Opportunities”. Although this is not directly aimed at homeless people, this is the first time that Municipalities, even indirectly, are engaged in operational plans targeting homelessness.</p> <p>In Greece, the current focus is on the</p>	
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		<p>establishment of services to meet the basic needs of homeless people (hostels/day centres/food distribution etc) rather than on long-term housing solutions. People face increasing difficulty meeting housing costs. Overall, there is an erosion of housing security and a reduction in the possibility of homeless people to access housing in the context of the crisis. New measures that have been announced include Housing First and housing-led interventions but these are at a pilot phase, and are still being discussed.</p> <p>There is no official data-collection strategy on homelessness.</p>	
<u>Hungary</u>	<p>On the 3rd of February 2015, 10,928 homeless people were counted (people living in public spaces/outdoors and people staying in hostels). Numbers are increasing: in 2012, 8,641 homeless people were counted with this methodology. In 2014, 23% of homeless (10,459) were Roma people.</p> <p>(The Third of February Homeless Survey is not a census of all homeless people, nor is it a tool to estimate the number of homeless people. The survey only covers those people who are in touch with shelters or outreach teams at the time of the survey.)</p>	<p>Currently <b>no national strategy</b>. A proposal for a strategy was developed in 2008. It was the first document that attempted to address homelessness in a comprehensive way in Hungary. The proposal was drafted by two well-known experts in the field and was commissioned by Miklós Vecsei, the Ministerial Commissioner for Homeless Affairs under the previous Government. Until now, it has not received any high-level backing and has disappeared from the agenda at present. Nonetheless, there is a new strategy sort of paper being drafted by a group of expert in the field of homelessness. Currently there are national and regional workshops being organized to discuss the content of this document. It involves legislative changes from January 2016, while the implementation of other recommendations of the document that needs increased funding might be introduced in 2017. The documents includes the various target groups of roughs sleepers and hostel residents but also concerns social housing, secure tenancy and supported housing for homeless people. It details the responsibilities of various levels concerned in combating homelessness, such as ministerial level, local authorities as well as homeless service providers.</p> <p>A tendency for criminalization policies of homeless people is developing under the current government.</p>	<p>Not favourable at the time of the 2013 Ministry Round Table.</p>

		There is no official data-collection strategy on homelessness. A survey is conducted every year on the 3rd of February. This has been run for 14 years since 1999 and involves a range of researchers, municipalities and NGO service providers on a voluntary basis. It covers 53 municipalities.	
<u>Romania</u>	<p>Between 1 January and 31 December 2011, 113,495 'marginalised persons' were registered with the authorities of which:</p> <ul style="list-style-type: none"> <li>o 41,085 did not own or rent a place to live</li> <li>o 161,806 lived in inadequate conditions</li> <li>o 10,604 were older people without legal guardians or care givers</li> </ul> <p>According to Eurostat, in 2011, 17.1% of the EU-28 population lived in overcrowded dwellings with the highest overcrowding rates registered in Romania (54.2%).</p>	<p><b>No national integrated strategy.</b> Homelessness has always been referred to as a general priority in anti-poverty policies because homeless people are considered a vulnerable group. Following a Government decision (197/2006), a National Interest Programme (NIP) was launched with the aim of combating the social exclusion of homeless people by creating emergency social centres. The programme sets out a range of aims, objectives and indicators for a six-year period. Six national interest programmes have been developed concerning different vulnerable groups. Their aim is to promote the social inclusion of vulnerable groups as part of broader anti-poverty policy (as described in the National Reform Programme).</p> <p>In 2005, the Government committed to implementing a three-year national programme for the counties and municipality of Bucharest that would establish 50 shelters for homeless people. The programme was to be funded by the state and implemented through the National Interest Programme. By the end of November 2011, 55 centres had been established. However, adult services for people who had lost their homes are only being provided in 19 of the 41 counties and in only 26 cities. Not all of these services provide shelter with many simply offering information and advice - it is unclear how many of these services still operate in 2014. NGO service providers consider that the supply is insufficient to meet the demand.</p> <p>Governance: The Ministry of Labour, Family and Social Protection (MLFSP) is responsible for developing and implementing social policies and programmes as well as monitoring and assessing policy</p>	No official position.

		<p>implementation. Other ministries involved in social policy are the Romanian Ministry of Development, Public Works and Housing, the National Disability Authority, the National Employment Agency and the Ministry of Economy and Finance. The Romanian Ministry of European Affairs monitors the implementation of the National Reform Programme (NRP) at the national level and coordinates the elaboration of the annual Action Plan for implementing it.</p> <p>Housing-led approaches are still a new concept in Romania. Presently, the state is the only provider of social housing and the construction of new social housing is inadequate. Where there is no housing stock, local authorities can pay housing allowance or housing subsidy to individuals and families that would otherwise qualify for social housing. Homeless people are not a priority group in the allocation of social housing.</p> <p>There is no national homelessness data collection strategy and very little data is available. Only general social inclusion indicators are available at national level. There are some future prospects for improved data collection.</p>	
<u>Lithuania</u>	<p>Statistics Lithuania recorded about 5 011 homeless people in Lithuania over 2014. Of these:</p> <ul style="list-style-type: none"> <li>o 2 601 persons were living in shelters for homeless people;</li> <li>o 2 410 persons were living in crisis centres and shelters for mothers and children.</li> </ul> <p>Homelessness has been steadily increasing over the past years. As an indication, the number of residents in shelters for homeless people stayed the same in 2014 as in 2013 – 2 601, but this number increased by</p>	<p><b>No specific integrated strategy.</b> There is a housing strategy with goals that are indirectly linked to homelessness such as the expansion of housing options to all social groups.</p> <p>Vilnius has adopted a program on homelessness for the period of 2013-2018, covering accommodation and reintegration.</p> <p>Governance: The Ministry of Social Security and Labor has the main responsibility for issues relating to homelessness, also for coordinating governmental policies regarding State assistance for housing acquisition or rental. Local authorities are responsible for ensuring the provision of social services. Under the Constitution, the municipalities are autonomous in respect to the development of local policy. Hence, there are regional disparities in the quality</p>	Not available



	<p>6.3 % from 2012 to 2014, and by one third since 2005.</p>	<p>of social services, the infrastructure of services etc.</p> <p>There is no specific budget for homelessness interventions. There was a plan in the budget of 2015 to foresee about 5.2 millions of euros for compensation of part of the rent or lease. In general 172 millions of euros are foreseen from EU funds for the development of social housing till 2020. Social services are financed by municipal funds, specific grants allocated to municipalities, and personal contributions paid for social services.</p> <p>There is weak policy on social housing, 97 % of housing sector is private. The rental sector is fully unregulated, so the rent is expensive. The support for housing rental covers small part of the rent. The prevention of homelessness is very weak.</p> <p>The department of statistics (Statistics Lithuania) collects data on homelessness every 10 years within the framework of the general population census.</p>	
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*Sources: Rapport ENA, “Vers une stratégie européenne commune en faveur de la prise en charge des personnes sans-abri », État des lieux et recommandations, Promotion George Orwell – Groupe 2, Juillet 2015 / FEANTSA Country Fiches 2014-2015 – please contact [office@feantsa.org](mailto:office@feantsa.org) for the original reports.*

***From our members – [Focus Ireland](#) Key Insights***

Ireland has had a number of strategies over the last 15 years.

The Housing Act 2009 set out that each local authority should have a [homeless action plan](#). Despite the positive progress that these action plans were the legislation does not compel the local authorities to implement these plans.

The administrative procedures based on these plans, offering support for those experiencing homelessness are embedded in the major urban local authorities. In some other local authorities there can be difficulties as they can be less willing or able to respond to the needs of those experiencing homelessness.

The current government policy is underpinned by a commitment to end long-term homelessness and the need to sleep rough by 2016. The strategy is set out in their '[Homelessness Policy Statement](#)' published in February 2013. This sets a target for ending long-term homelessness by 2016 – by that date no one should have to live in temporary or emergency accommodation for more than 6 months.

There was an evaluation of the progress on this by a three person Homeless Oversight Group available [here](#). Following the HOG report an 80 point implementation plan developed by the government is set out [here](#). The initial progress report for the 1st quarter of 2015 is available [here](#).

Focus Ireland responded to the initial HOG report and we would acknowledge that the 80 point plan is very comprehensive. However the nature of homelessness has continued to shift in the intervening period with family homelessness now becoming a much more significant issue. To meet this growing need and prevent more families experiencing homelessness Focus Ireland has lobbied the Department of Social Protection to increase the level of rent supplement<sup>25</sup>.

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<sup>25</sup> Rent Supplement is paid to people living in private rented accommodation who cannot provide for the cost of their accommodation from their own resources. In general, you will qualify for a Rent Supplement, if your only income is a social welfare payment.