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**Review of Statistics
on Homelessness in Europe**

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Contents

Why collect statistics on homelessness?	p. 3
Measuring Homelessness	p. 4
Official Sources and Methods of Data Collection	p. 8
NAPs/Incl and Developing indicators on homelessness at EU and national level	p. 11
Statistical update on homelessness in the European Member States	p. 13
Conclusions	p. 25

Appendices

Appendix 1 The FEANTSA definition of homelessness.....	p. 27
Appendix 2 The European Observatory on Homelessness Correspondents.....	p. 28
Appendix 3 Homelessness Statistics by Country – sources and summary.....	p. 29

Tables

Table 1 Definition of homelessness employed in primary data sources	p. 5
Table 2 The domains of homelessness.....	p. 6
Table 3 The operational definition of homelessness.....	p. 7
Table 4 Countries with a federal structure	p. 9
Table 5 Countries with a non-federal structure.....	p. 9
Table 6 Surveys of homelessness in Austria	p. 13
Table 7 Homeless persons in Finland	p. 14
Table 8 Homelessness in France	p. 14
Table 9 Estimate of Homelessness in Germany	p. 15
Table 10 Homeless population in Greece by type of accommodation	p. 15
Table 11 Service use for homeless in Luxembourg (2002).....	p. 16
Table 12 Capacity and Registration data of users of Shelter Facilities affiliated to Federatie Opvang Netherlands, 2001	p. 17
Table 13 People receiving housing assistance in Sweden	p. 19
Table 14 Summary of homelessness statistics for the United Kingdom.....	p. 19

Charts

Chart 1 Households accepted as homeless and in priority need in England.....	p. 21
Chart 2 Homeless persons in temporary accommodation in North Rhine Westphalia ..	p. 21
Chart 3 Applications to local authorities in Scotland by household type since 1996	p. 23

Why collect statistics on homelessness?

The development of social inclusion policies at the EU level through the programme to combat poverty and social exclusion means that it is now an important element of policy for national governments to:

- > Prevent homelessness
- > Tackle the causes of homelessness
- > Reduce the level of homelessness
- > Reduce the negative effects on homeless people and their families.

To achieve such policy objectives requires that:

1. **Existing (hidden) homeless should be visible** to policy makers and service providers. This means having an understanding and measurement of homelessness which goes beyond 'rough sleeping' to include the situation of people who live in insecure housing, are forced to move constantly between inadequate housing situations and those who are forced to live in housing which is unfit for habitation by commonly accepted norms. The FEANTSA definition of homelessness attempts to reflect these situations.
2. **Fewer people should become homeless.** This requires information to monitor accurately the total number of homeless households, the number living in temporary or insecure / inadequate housing and the number who are potentially homeless or are threatened with homelessness.
3. **No person should have to sleep rough.** This requires information to monitor the number of rough sleepers, the number of clients of homeless services and the number of accommodation places available.
4. **The duration of homelessness should be reduced.** This requires information to monitor the length of time in homeless hostels and temporary accommodation.
5. **Sustainable permanent accommodation is secured for ex-homeless people.** This requires information on the number of homeless people who have experienced several episodes of homelessness (repeat homelessness), the number who gain access to supported accommodation (compared to the number who require support).

The detail of the precise data collected in relation to each of these aspects of policy objective and the definition used to operationalise their measurement in part depends upon the uses to be made of the information. The range of ways of using the data will include (inter alia):

- > To guarantee rights
- > To empower and inform users
- > To ensure more appropriate services and responses from central and local government and service providers
- > To improve inter-agency and inter-departmental working.

The Social Protection Committee report (which can be found at: http://www.europa.eu.int/comm/employment_social/news/2002/jan/report_ind_en.pdf) agreed that National Action Plans on social inclusion should contain quantitative information on homelessness and other precarious housing conditions. FEANTSA, responding to this report, developed a policy paper on Indicators on Homelessness (<http://www.feantsa.org>) in which it is argued that official sources of statistics on homelessness in each member state should count the number of people in acute homelessness and also those threatened by homelessness. It is important therefore to consider how such indicators of homelessness can be measured.

Measuring Homelessness

Measuring homelessness is difficult because it is not a static phenomenon; hence we need to decide whether to measure the number of people who are homeless at any one point in time or the number who become homeless over a period of time. These measures are referred to as the **stock** (the number of people homeless at one point in time) and the **prevalence** (the number of people who become homeless over a defined time period) measures (Fitzpatrick et al, 2000). Measures of the prevalence of homelessness are, by definition, larger than measures of the stock of homelessness. It is also possible to measure the **flow** of homeless people into and out of services over a given period.

However, the main difficulty in measuring homelessness arises because it is difficult to agree on a definition of what constitutes homelessness. FEANTSA have adopted a **conceptual** classification or definition of homelessness that includes four distinct housing situations (see Appendix 1). However, an **operational** definition of homelessness must identify categories that are mutually exclusive and are unambiguous (that is to say, identify clearly how the categories are to be measured).

How are the categories in an operational definition to be identified and how are they then to be defined in a manner which allows an unambiguous measurement to be undertaken? One approach is to identify the factors or domains which constitute a home and hence the absence of which can be taken to delineate homelessness. Having a home can be understood to include:

- > having an adequate dwelling (or space) over which a person and his/her family can exercise exclusive possession
- > being able to maintain privacy and enjoy social relations
- > having legal title to occupy.

Hence the lack of a home - i.e. homelessness - requires an operational definition that reflects these three physical, social and legal domains. The physical domain refers to a space of which the person or household has sole occupancy. That is to say, the person or household does not have to share space involuntarily with other people. The social domain refers to the right to personal privacy and to have a private space in which social relations can be conducted. While social intercourse can be undertaken in public spaces and in large institutional environments, this domain refers to the ability to exercise some control over those relations and to be able to enjoy them in privacy. Reference to the legal definition of a tenancy, in many countries, also suggests that for a legal tenancy contract to exist there must be an agreement between two parties (the landlord and the tenant) which specifies: the property to be let (a description of the dwelling - an address), a period of tenancy and a right of exclusive possession (by the tenant and his/her family). Hence these three domains appear to be the pertinent dimensions to include in an operational definition of homelessness. The primary sources of statistics in many Member States employ definitions of homelessness that reflect these domains to some degree (see Table 1).



Table 1 Definitions of homelessness employed in primary data sources on homelessness		
Country	Data source	Definition Employed
Austria	BAWO: Survey on Homelessness in Austria Forum Services for Homeless: Salzburg survey	Persons who sleep rough or live in institutions with limited duration and no tenancy; Persons living temporarily with family and friends; Persons threatened with eviction Prisoners due for release who have no accommodation Persons living in housing unfit for habitation
Denmark	Social Appeal Board	§94 institutions: 'persons with special social problems, who are without – or are unable to live in – their own apartment and who are in need of a place to stay ... for activating support, care and subsequent assistance'.
Finland	Housing Market Survey	Persons staying outdoors, stair cases, night shelters etc. Persons living in other shelters or hostels or boarding houses for homeless people, Persons living in care homes or other housing units of social welfare authorities, rehabilitation homes or hospitals due to lack of housing, Prisoners soon to be released who have no housing, Persons living temporarily with relatives and acquaintances due to lack of housing, Families and couples who have split up or are living in temporary housing due to lack of housing.
Germany	Federal Statistical Office (feasibility study on homelessness defines homelessness in 1.1 and 1.2 and other persons in urgent housing need)	1. Currently homeless persons 1.1 Without a dwelling and not provided accommodation by municipality or NGO (sleeping rough, staying in places not meant for habitation, staying with friends/relatives, commercial lodgings / low budget hotels, in institutions longer than needed) 1.2 Without a dwelling and provided temporary accommodation 2. Persons threatened by homelessness 3. Persons living in unacceptable conditions 4. Repatriates in temporary accommodation (information only) 5. Asylum seekers (information only)
Greece	European Observatory on Homelessness Survey	Roofless Emergency accommodation Boarding houses Squatters Refugee camps Institutions, asylum facilities
Ireland	Department of Environment and Local Government Assessment of Homelessness	Persons who have no accommodation they can reasonably occupy or remain in occupation of; Persons who, because they have no other accommodation, are living in hostels; Persons who are living in health board accommodation.
Italy	Commissione di indagine sull'esclusione sociale	"Only those who at the time did not have a permanent roof over their heads, even in the form of a hostel or protected accommodation were included among the no abode. Those who spent the night of the survey (14 March 2000) on the streets or in parks or in low threshold accommodation (dormitories that offer a bed to sleep in and a shower for short periods of time but which do not require and do not allow any participation in daily routine".
Netherlands	Ministry of Health	Vulnerable people who have left their homes or were forced to leave because of a combination of problems and who are unable to live independently. Literally homeless persons (sleep rough, in temporary night shelters or temporarily with family and friends). Residentially homeless persons (stay in residential shelter facilities on a long term basis).
Sweden	National Board of Health and Welfare (Survey 1999)	Lacking any owned, rented or subleased dwelling and not being permanently lodged in somebody else's home, but having to rely on temporary housing solutions or sleeping rough. People staying in institutions were included if they were intended to move out within three months but lacked any dwelling to go to. Individuals staying temporarily with acquaintances were considered homeless if 'due to their homelessness they had been in contact with the respondent during the week of counting'.
United Kingdom	England: ODPM Part VII of the Housing Act 1996	Has no accommodation in the UK or elsewhere (s175(1)) or cannot secure access to accommodation (s175(2) includes having no place to park a moveable structure) or occupy accommodation by reason of domestic violence (s177(1)). A person is threatened with homelessness if it is likely they will become homeless within 28 days (s176(4)).

Relating these three domains to the conceptual definition of homelessness adopted by FEANTSA suggests the existence of a fifth conceptual category which is needed to refer to people who live in inadequate housing and who also have no security of tenure or legal title to the dwelling. Using these five conceptual categories then allows us to identify fifteen distinct categories that can be determined to constitute homelessness (see Table 2).

Conceptual Category	Physical Domain	Social Domain	Legal Domain
Rooflessness	No dwelling (roof)	No private space for social relations	No legal title to a space for exclusive possession
Houseless	Has a place to live	No private space for social relations	No legal title to a space for exclusive possession
Insecure and Inadequate housing	Has a place to live (not secure and unfit for habitation)	Has space for social relations	No security of tenure
Insecure housing (adequate housing)	Has a place to live	Has space for social relations	No security of tenure
Inadequate housing (secure tenure)	Inadequate dwelling (dwelling unfit for habitation)	Has space for social relations	Has legal title and/or security of tenure

This conceptual classification can then be used to identify categories of persons, or rather the living circumstances of people, who may be defined as homeless. This produces an operational definition of sixteen categories of living situations which, on the basis of these three domains, can be determined to constitute homelessness (see Table 3). These categories should provide an unambiguous definition that can be used in any European country to measure the different elements of homelessness.

This operational definition, at this stage in our discussion, relates only to people who have rights of citizenship within European Member States. People who are asylum seekers/refugees will normally be accommodated in temporary reception facilities or housing while their residence status is determined. Their situation would be included in Table 3 in categories 4 or 5 (i.e. specific temporary housing for asylum seekers or refugees, or in prison). Illegal (or undocumented) immigrants can occupy a variety of living circumstances. These can include people who do not have a legal right to stay as a result of the expiry of their residence permit and who may be adequately housed. However, it will also include immigrants without valid residence permits who, dependent upon their own resources and survival strategies, may be roofless (categories 1 and 2) or houseless (category 3). It can also include illegal immigrants who may receive help from friends or

relatives or who may be exploited by others; the living circumstances of these people can be reflected in any of the categories 7 to 16 in Table 3. Legal immigrants can, of course, occupy any of the sixteen categories in the same way as any citizen.

However, the ability to measure each of these sixteen categories of homeless person presents problems in relation to the administrative and registration systems in operation in countries at this time. Thus we do not expect that a complete count of homelessness can be achieved on this basis in all Member States at this time. However, although some categories cannot be accurately measured in all countries and hence an accurate measure of homelessness across Europe is unlikely to be achieved, an application of this approach would allow a more accurate measure of homelessness (on at least some of the categories or domains of homelessness) to be realised. Differences in legislative framework between countries will also mean that the precise measurement of these categories will be based upon national norms (for example, definitions of unfit housing or over-crowding). Furthermore, for some categories specific national exceptions or circumstances will need to be identified. In Italy, for example a legal notice of eviction may not imply the same immediacy of enforcement as it does in other countries where the renewal of time-limited tenancies does not involve the threat of eviction.

This approach also confirms that homelessness is a process (rather than a static phenomenon) that affects many vulnerable households at different points in their lives. Furthermore, it confirms that homelessness is more than rough sleeping and hence it focuses attention upon the pathways into homelessness experienced by different types of vulnerable households. In this manner it provides a more robust approach that

can inform policies that aim to prevent social (and housing) exclusion. If all these categories of homelessness cannot be measured in some countries it also exposes the limits of policy evaluation included in the NAPs/incl in those countries. The next section examines the nature of information available on homelessness in each member state.

Table 3 The Operational Definition of Homelessness

CONCEPTUAL CATEGORY		OPERATIONAL CATEGORY
ROOFLESS	1	Living in a public space (no abode)
	2	Stay in a night shelter (spending several hours a day in public space)
HOUSELESS	3	Stay in service centre or refuge: > Hostels for the homeless > Women’s shelters
	4	Live in temporary accommodation: > Temporary accommodation (paid by municipality) > Interim accommodation (awaiting assessment) > Transitional living unit (short term lease) > Temporary accommodation reserved for immigrants (asylum seekers, repatriates etc)
	5	Living in institutions: > Prison, care centre, hospital who have to leave within (3) months and for whom no accommodation is available
	6	Living in designated supported accommodation (where tenure is dependent upon support being provided)
	7	Squatting in buildings (unfit for habitation)
	8	Living in low budget hotel
INSECURE HOUSING	9	Have legal notice to quit / evict
	10	Living temporarily with family or friends (not through choice)
	11	Living under threat of violence (from partner or family)
	12	Living in dwelling without a normal legal tenancy
INADEQUATE HOUSING	13	Living in temporary structure or shanty dwelling
	14	Living in mobile home / caravan (which is not a legal site or holiday accommodation)
	15	Living in dwelling which is declared unfit for habitation under (national) legislation
	16	Living in a dwelling which is severely overcrowded (according to national statutory definition)

Official Sources and Methods of Data Collection

This section describes the sources of information available on homelessness in each member state and the form and frequency of these statistics. The section focuses on government information and considers whether information is available (either at national, regional or municipal level), what form the data takes and whether governments have announced plans for improvement in data collection. Data collected by non-governmental organisations (NGOs) may be part of the national counts of homelessness in some countries. Furthermore, NGO data is the primary source of information on homelessness available for researchers in countries where no official statistics are available. However, there is no co-ordination of the nature and methods of documentation systems employed by NGOs and no evaluation of the nature and reliability of the information provided in this way. FEANTSA is seeking funding to examine these issues in order to provide a basis for a consistent European-wide approach that could be adopted by homelessness NGOs.

Are official data on homelessness collected in each state?

Although some statistics on homelessness can be derived for all EU Member States, only a minority of governments collect and publish (official) statistics under the aegis of legislation (housing, homelessness, social welfare or immigration legislation may all be relevant here). For ease of description we consider those countries with a federal or regional form of government separately from those with non-federal government structures (see Tables 4 and 5).

A short summary description of the form of statistics (both official and non-governmental) available in each member state (for which we have information) is contained in Appendix 3.



Table 4 Available official statistics on homelessness in countries with a federal / regional structure of government

Country	Legislation / Responsibility	National Level	Regional Level	Municipal or Local Level	Frequency
Austria	No Federal legislation concerning homelessness	None	1 of 9 regions (Vienna: annual publication)	Salzburg city: survey by service providers	Vienna and Salzburg: annual survey BAWO: 1997
Belgium	No federal legislation	None	Flanders (NGO survey commissioned by Flemish Government)		Survey 2002
Germany	Social Welfare Act, Legislation on public order (data collection on homelessness is not obligatory)	None	3 of 16 regional states (Berlin, North-Rhine Westphalia and Saxony)	Available as tables in Saxony and North-Rhine Westphalia	North-Rhine Westphalia and Saxony - annual; Berlin - quarterly
Italy	No National legislation	None			Survey 2000
Spain	No National legislation	None	None of the 17 autonomous regions publish data	Larger cities publish annual reports on social services (including homelessness)	N/A
UK	Homelessness Act 2002 (England) Homelessness (Scotland) Act 2003	None	England Scotland Wales N.Ireland	English region Local authority Local Authority District Council	Quarterly and Annual (on-line)

Table 5 Available official statistics on homelessness in countries with a non-federal / regional structure of government

Country	Legislation or Responsibility	National Level publication	Regional (municipal) Level
Denmark	Statistics Denmark Social Services Act 1998 (Not Obligatory)	The Social Appeal Board	Tables disaggregated to county level
Finland	Housing Fund (no legislative basis)	Annual Housing Market Survey	Tables are disaggregated to local level
France	INSEE	Survey of Homeless Service users (2001)	Tables disaggregated
Greece	No Responsibility	National Chart of Welfare	None
Ireland	Department of the Environment	Tri-annual National Homeless Statistics	Disaggregated to local authority; Separate Survey conducted for the Dublin region
Luxembourg	None	None	None
Netherlands	Department of Health	Homelessness Survey (Monitor Maatschappelijke Opvang)	Local surveys in some municipalities
Portugal	None	None	Some municipalities only (e.g. Lisbon)
Sweden	National Board of Health and Welfare	Ad Hoc (1993 / 1999)	Some municipalities only (e.g. Malmö)

What will drive the improvement of statistics?

Some Member States, either in response to recent legislation or as a result of the preparation of the NAPS/incl, have plans to introduce or improve the range of information collected on homelessness. Undoubtedly, the key driver to the provision and publication of information on homelessness is the existence of a legislative framework at national level which specifies responsibility for homeless policies and hence for data collection. This may be the existence of homelessness legislation (as is the case in England, Scotland and Ireland) or it can equally be legislation in relation to, for example, Youth Welfare (Ireland), legislation related to social welfare or social exclusion (Luxembourg, France, Germany), legislation in relation to immigration (Austria, Italy) or legislation in relation to shelter facilities and the role of municipalities (Netherlands). Thus, although data may be available on the dimensions and categories of homelessness identified in our operational definition they may not always be available from one department of government, nor available at the same level of government (e.g. immigration statistics may be available at national level but information on youth homelessness or evictions at regional or municipal level).

A review of the situation in the Member States demonstrates that a number of governments have introduced recent legislation that will result in improved information flows of relevance to our operational definition of homelessness.

In Denmark, Finland, Ireland and the UK the preparation of national and/or local homelessness strategies or action plans will require more detailed and accurate assessments of need and the ability to describe the profile of homelessness. In Ireland, the Report of the Steering Group on Social and Equality Statistics (2003) should improve and co-ordinate the information available on homelessness and housing need. In Germany a new Housing Act mentions for the first time homeless people as one of the priority target groups for public housing policies. A feasibility study of the Federal Statistics Office (1998) and an implementation test by a regional statistical office (2001) both showed the practicability of annual homeless statistics. However, up to now no decision and no serious parliamentary initiative has been taken to introduce

national homelessness statistics. In Greece, the national population and housing surveys conducted by the National Statistical Service (ESYE) are the main source of data on all housing conditions but are not directly related to homelessness. The ESYE has expressed their interest to approach the assessment of the dimensions of homelessness by elaborating methods of surveying the homeless and are currently in discussion with EUROSTAT about this. In addition, the Ministry of Health and Welfare has undertaken to prepare an inventory termed the National Chart of Welfare. This will include policies and services that cater for the diversified needs of all vulnerable groups including homeless people and those who are at risk of homelessness. However, to date the inventory is incomplete and suffers from data handling inadequacies. The Portuguese NAP/incl (2003) suggests two positive instruments to be introduced in 2004. The first aims to produce a diagnosis of homelessness (understood in the narrower definition of rooflessness) and the support given by institutions. The second proposal aims to develop and integrated intervention strategy for homeless people in 2005. Both initiatives should improve the availability of statistics on homelessness even if this only includes the narrower definition of people sleeping rough or in night shelters. In the Netherlands, a bill is underway that makes it mandatory for core municipalities to collect data on people making use of shelter facilities and to report the information to national government. The bill outlines in detail what information should be collected and how information should be presented. Further, the government has taken action to fund and establish local surveys in selected municipalities of homeless and vulnerable people who are not reached by shelter facilities.

If the EU Strategy to Combat Poverty and Social Exclusion is to have any impact at national level, through the preparation and implementation of the National Action Plans, then it ought to follow that indicators on homelessness at national level should improve. Guidance to Member States to enable common indicators to be developed under the open method of co-ordination is beginning to emerge from the Social Protection Committee and the EUROSTAT Task Force on Homelessness. The next section considers the progress being made in this regard as a framework that should provide a key driver for improvement in the collection of statistics on homelessness.

The NAPs/Incl and Developing indicators on homelessness at EU and national level

In June 1997, the Treaty of Amsterdam article 136 stated that:

“the Community and the Member States (...) shall have as their objectives the promotion of employment, improving living and working conditions so as to make possible their harmonisation between management and labour, the development of human resources with a view to lasting high employment and the combating of exclusion”.

In March 2000, the Lisbon European Council launched the EU Strategy to combat poverty and social exclusion. In December 2000, the Nice European Council agreed on a set of common objectives for the strategy and decided that indicators had to be developed to allow an effective monitoring of the strategy. The Stockholm European Council, in March 2001, gave a mandate to the Council to adopt a set of commonly agreed social inclusion indicators by the end of the year. These indicators had to allow the Member States and the Commission to monitor progress towards the goal set by the Lisbon European Council of making a decisive impact on the eradication of poverty by 2010.

The Social Protection Committee (SPC), consisting of representatives of governments of the EU Member States, was given the task to develop common indicators. The SPC set up the Subgroup on Indicators, consisting of representatives of the governments of the EU Member States with specific expertise in the area social inclusion indicators, to prepare the report. In October 2001 the Social Protection Committee produced a “Report on Indicators in the field of poverty and social exclusion”. Also during 2001, the Belgian Presidency commissioned the Atkinson group to prepare the report “Indicators for Social Inclusion in the European Union” which included recommendations for indicators on Housing and homelessness.

In December 2001, the Laeken European Council adopted the set of 18 indicators proposed by the SPC. Most of the 18 indicators relate to income and employment. Only one indicator referred to housing - *1d Low income rate transfers with breakdown by tenure status*. In their report the SPC recognised that they were unable to present a proposal for housing indicators but agreed on the following common approach: “National Action Plans should contain quantitative information covering three issues: **(1) decent housing, (2) housing costs, (3) homelessness and other precarious housing conditions**.”

On the basis of a review of the National Action Plans available at the time of writing, it is apparent that very few Member States actually presented indicators on homelessness to measure the effectiveness of their presented policy measures in this second round of Plans. The UK presents data only on rough sleeping but neither this report nor the Netherlands report present any indicator on homelessness or national homeless statistics. France presents data on soup-kitchens and shelters by reference to the study of INSEE (2001) and is the only country (along with Finland to a lesser extent) to follow the recommendation of the SPC sub-group to present housing data (decent housing, overcrowding, costs of housing, housing difficulties and homelessness). Denmark provides data on the number of places in reception centres. Other countries (e.g. Austria, Ireland, Germany, Luxembourg) provide data on agreed EU indicators but nothing on homelessness. Finland presents the best data on homelessness.

Since the fight against social exclusion and poverty has become part of the activities of the Community, it is important to describe the relevant developments in statistics at the EU level. EUROSTAT (the Statistical Office of the European Communities) has introduced a new monitoring tool on income and living conditions called EU-SILC (Community Statistics on Income and Living Conditions) due to commence in 2003, to replace the European Community Household Panel Study. The aim of EU-SILC is to establish a common framework for the systematic production of Community statistics on Income and Living conditions and is to become the reference source of comparative statistics on income distribution and social exclusion at the European Union level. In the regulation on EU-SILC (13.12.2001) the Commission states that the data of the EU-SILC project have to be used in the context of the 'Programme of Community action to encourage co-operation between Member States to combat social exclusion' and as an input to the Commission's Structural Indicators'. The primary domains covered will be: income, social exclusion (**arrears**, non-monetary household deprivation indicators, physical and social environment),

housing (type of housing, tenure status, housing conditions, amenities in the dwelling, housing costs), education, labour information, health (health, **access to health care**), demography. Although the EU-SILC will become an important monitoring tool for the EU strategy to combat poverty and social exclusion this is unlikely to be an effective tool for some time to come. This is partly because some countries got a derogation to postpone their participation in EU-SILC (including Germany and the UK). For the first EU-SILC year (collection during 2003), the cross-sectional report at Community level should be produced by September 2005.

Partial information on homelessness at European level can also be derived from other sources such as Urban Audit II. The Urban Audit collected information from 189 EU cities with more than 50,000 inhabitants. Over 300 variables were collected covering all aspects of economic and social life including housing. Variables related to housing include: type of housing, type of tenure, homelessness, housing costs and condition of the housing stock. Detailed publication from the Audit is not available at the time of writing.

Statistical update on homelessness in the European Member States

This section presents a summary of the information available on homelessness in each member state (for the latest available year). The reader is referred to the National Reports for each country for a detailed description of the data and comment on the reliability and meaning of the information in the national context. These reports are available from the FEANTSA web site at: <http://www.feantsa.org/research.htm>.

Extent of homelessness

The lack of national level data in many of the Member States, together with differences in definition and approach to data collection and measurement, makes it impossible to arrive at a single statistic for homelessness in Europe. This section presents the available information on the extent and nature of homelessness for each country. Appendix 3 provides a summary of the most recent national (or regional) level statistics available by country together with a brief description of the nature of homelessness statistics.

In **Austria**, the only national level data available on homelessness relies on a survey undertaken by the national homelessness agency (BAWO) in 1997. Since 1994 surveys on homelessness have been undertaken in a number of cities and regions and have been used to provide an estimate of homelessness in the four main urban areas - Vienna, Salzburg, Linz and Innsbruck (Schoibl and Eitel, 1999). Table 6 summarises these survey findings. In addition an annual survey has been undertaken in the city of Salzburg since 1994 which provides useful insight into the changing profile of urban homelessness. During the process of preparation of the NAPS/incl BAWO compiled information on the numbers of people threatened with eviction. On the basis of a known figure of 45731 eviction orders placed before the courts, the agency estimated that about 83,000 face the threat of losing their homes during the course of a year. However, the outcome of these eviction hearings is unknown and so it has not been possible to calculate the effect this has on actual homelessness. However, services aimed at prevention of eviction exist in only a few cities and regions in the country.

In **Belgium**, data on homelessness is limited and varies between the three federal regions (Brussels Capital, Flanders and Wallonia). De Decker (2001) suggests that, from available figures in the three regions, there were approximately 17,000 homeless in Belgium at the end of the 1990s. This figure arises from an estimate of 1,200 homeless people in Brussels (De Decker, 2001) and 5,003 people in residential care for homeless people in Wallonia (in 1999) and a further 12,680 also in residential care in Flanders (in 1998).

Responsibility for statistics on homelessness in **Denmark**, has been taken over by Den Sociale Ankestyrelse (The Social Appeal Board) since 1999. These statistics relate to users of §94 institutions/services (of the Social Services Act 1998). The statistics are based upon quarterly reports on entrances and discharges into and from the § 94 - services from the county authorities who are obliged to make use of a special computerized system (called "Boform"). The statistics relate to services provided by county and municipal authorities and to those private services that are based upon an agreement and where part of the expenses are reimbursed (partly) by the state. Only services that offer more than just an emergency stay or only shelter during the day are included. Furthermore shelters for victims of domestic violence (and no supplementary problems) are not included in the statistics.

	Austria (1997)	Urban Areas (1999)
Rough sleepers	2,000	1,750
Service Users	21,000	12,500
Supported housing	12,000	3,500
Temporary housing (boarding houses or family and friends)		7,000
Migrants (non-EU)	7,000	
Threatened with eviction (during one year)		70,000

Table 7 Homeless persons and families in Finland (November 2002)

	<i>Capital Region</i>	<i>%</i>	<i>Six growth Regions</i>	<i>%</i>	<i>Other parts of the country</i>	<i>Whole Country</i>
All single homeless	5560	58	7580	79	1980	9560
Outdoors	190	40	350	74	130	480
In shelters	1130	71	1280	81	300	1580
In institutions	440	32	1050	76	330	1380
Prisoners to be released⁽¹⁾	450	64	530	76	170	700
With relatives and friends	3360	62	4360	80	1060	5420
Single homeless women	1060	65	1380	85	250	1630
Single young homeless	820	50	1220	74	420	1640
Homeless immigrants	300	90	310	94	20	330
Homeless families and couples						
All	660	85	695	90	80	775
Immigrant families	205	98	205	98	5	210

Source: Tiitinen 2002, Tiitinen, 2003, Tiitinen & Ikonen 2002, Tiitinen & Ikonen 2003
⁽¹⁾ Refers to prisoners to be released within three months for whom no accommodation is available.

The method of central registration uses personal identity numbers which makes it possible to give an idea of how many people made use of a §94 service during the course of a year. On this basis there have been slight variations during the last three years from 7,365 (in 2000), increasing to 8,341 in 2001 and then decreasing again to 7,974 in 2003.

In **Finland**, the annual Housing Market Survey conducted by the National Housing Fund estimates the number of single homeless persons to be 9600 and the number of homeless families to be 800. Table 7 summarises the information estimated from this annual survey and demonstrates that, although only 44% of the population lives in the growth regions, overall 80% of homelessness occurs there.

In **France**, the first national survey carried out in January 2001 by INSEE (*Institut National de la Statistique et des Etudes Economiques*) provides a key source of information on home-

lessness. However, this was a survey, the base population for which was "French-speaking users of temporary accommodation or hot meal distribution services in towns of over 20,000 population". On this basis the survey counted 86,000 adults of whom 63,000 had no individual fixed night-time residence. Maurel (2003) uses this information together with information from other sources (e.g. Ministry of Social Affairs survey on temporary accommodation, census of population in temporary accommodation) to provide an estimate of homelessness (see Table 8) that suggests a figure of 261,000 homeless and homeless people. However, the Fondation Abbé Pierre suggests that there may be up to half a million people living in temporary housing such as furnished hotel rooms, sub-lets, irregular shelters (caravans etc), squats and makeshift dwellings. Squatting it is reported is spreading among a wide range of social groups (marginalised young people in poverty, drug abusers and immigrants). Similarly, makeshift dwelling settlements are reappearing on the edges of large cities.

Table 8 Homelessness in France

		Estimate
1. Houseless in the narrow sense	> People sleeping rough > People living in improvised shelters	5000 41000
2. Houseless in the broad sense	> People living in institutional accommodation (reception centres, hostels, social hotels) (excluding asylum reception centres)	54000
3. No Fixed night-time residence	> People living in B&B hotels > People living with third parties temporarily	51000 110000
Total		261000

Source: Maurel (2003) estimate made from separate sources of data (varying dates)



		2002
Homeless people without Aussiedler (repatriates)	Households with more than 1 person	180,000
	Single Homeless	150,000
	Total	330,000
Aussiedler (repatriates)		80,000
All Homeless Persons		410,000
Range (± 10%)		370,000 - 450,000

In **Germany**, there are no nation-wide data on the extent and on recent developments of homelessness. In May 2003 the national coalition of service providers for the homeless (BAG-W, 2003) presented an updated annual estimate of the number of homeless people in Germany. The basis for these estimates is explained in detail elsewhere (Busch-Geertsema, 2002). These annual prevalence rate figures take account of the decreasing numbers of homeless reported in several regions and municipalities and led BAG-W to assume a decrease in their estimate of 20% compared to their estimate for 2000. The estimate for the year 2002 is shown in Table 9. In addition to the data in this table BAG-W estimates the number of rough sleepers to be around 20,000 in 2002 which includes 1800 -2200 women. However, research on the extent and nature of street homelessness is under-developed in Germany (see Busch-Geertsema, 2002).

In **Greece**, there are no official estimates of homelessness available at the present time. However, Sapounakis (2003) had undertaken a survey of providers using the typology of homeless people based on the accommodation (see Table 10). This indicates that there are roughly an estimated number of 17,000 people in the Greater Athens Area who experience the most acute forms of homelessness. Based on a survey in August 2003, it has been estimated that there are approximately 2150 shelter spaces provided by the State (31%), the Church (17%) and NGOs (52%) and that these operated at that time at about 93% capacity.

Type of accommodation	Estimated figure	Remarks
Roofless people	1000	approximate figure (Greeks only)
Urgent accommodation organised by the state	280	approximate figure (Greeks only)
Urgent accommodation provided by the voluntary sector	2000	approximate figure
Boarding houses	500	little research available
Squatters	1000	very little research available for all kinds of squatting
Roofless immigrants, asylum seekers, refugees	8000 (of which 3000 in refugee camps)	Includes initial urgent accommodation of undocumented immigrants
Institutions, asylums etc	3000	approximate figure
Marginal accommodation	Not known	little research available
Forced cohabitation	Not known	
Substandard housing	Not known	little research available
Total	17000	approximate figure

Source: Data collected for the European Observatory through first-hand survey (August 2003)

In Ireland, local authorities produced homeless action plans as proposed under 'Homelessness - An Integrated Strategy' (2000) and health boards produced strategic action plans on youth homelessness as recommended by the Youth Homeless Strategy (2001). However, data deficiencies in relation to the extent of homelessness in local authority areas emerged as a fundamental problem in devising the plans. Attempts to estimate the extent of homelessness in local authority areas adopted different methodologies and has been criticised as flawed and unreliable (Hickey et al 2002). However, both the national assessment of the extent of homelessness and the Dublin survey showed increases in the extent of homelessness between 1999 and 2002. In total 5581 homeless persons were enumerated in March 2002, 87% of whom lived in the five main urban areas. The assessment of homelessness in Dublin (March 2002) showed virtually no increase in the number of homeless individuals between 1999 and 2002 (2,900 and 2,920 respectively). However, a decrease in the number of homeless households was observed (from 2690 in 1999 to 2560 in 2002). This was attributable to the decrease in the number of single person households recorded (from 2050 in 1999 to 1780 in 2002). However, this decline may be partly attributed to discrepancies in the administrative data maintained by local authorities on the numbers of individuals and households recorded as homeless (Higgins, 2002; p15). Thus, the data on those using homeless services may be a more reliable estimate of homeless households. On this basis the number of households increased by 180 from 1290 (in 1999) to 1470 (in 2002).

In Italy, the last national count of homelessness was that produced by the Zancan Foundation for the *Commissione di indagine sull'esclusione sociale*. This source used the prevailing concept of homelessness in Italy as the person of no abode and suggested a figure of 17,000 'no abode' (*senza dimora*). However, this estimate was produced on the basis of a strict definition adopted for the study: 'only those who at the time of the survey did not have a permanent roof over their heads, even in the form of a hostel or protected accommodation were included among the no abode'. Moreover, a certain underestimation may be a consequence of the 's-night' methodology adopted. Estimates given by homelessness associations for the major cities confirm doubts about the strict definition and estimate of homelessness advanced by the Commission survey. The associations estimate (AA VV, 2002) a total number of no abode or rough sleepers for these seven cities to lie within a range from 11,100 to 16,200 as follows:

> Rome:	5,000 to 6,000
> Milan:	3,000 to 5,000
> Turin:	1,000
> Naples:	1,000
> Bologna:	300 to 800
> Genoa:	300 to 900
> Florence:	500 to 1,500

Table 11 Luxembourg: Summary of Service Use for Homeless People in 2002

Service	Roofless	Homeless Shelters	Supported Housing
Caritas Centre d'Accueil et de Solidarité	200-1000 ⁽¹⁾	61 beds occupied permanently 600-700 ⁽²⁾ different clients in 2002	69
Structures CNDS			108
Foyer Openthalt (Vollekkichen)			68
Jongenheem			94
Jugend an Drogenhëllef / Projet "Niches" et Maisons de postcure à Neudorf			30
Femmes		182 women and 225 children	217 women and 235 children
Wunnengshëllef			123
Total	200-1000	1118⁽³⁾	944

⁽¹⁾ From Mr Kneip in the article of Jos Telen, "Caritas accueil et Solidarité asbl", *Tageblatt*, 9/10 August 2003

⁽²⁾ According to Mr Kneip, in 2002, 600-700 different clients found a roof in the Centre d'Accueil et de Solidarité; Source: Laurent Graaf, "Jung und ganz unten", *Newsletter*, 05/02/2003, p.30

⁽³⁾ 700+600/2=650

In **Luxembourg**, no official statistics on homelessness are available and estimates of the homeless are made based on a survey made in 1996 (Pels, 1996) that indicated a figure of 343 homeless (160 women and 183 men). The director of the Centre d'Accueil et Solidarité de la Caritas has estimated that approximately 200-250 people may be sleeping rough at any one point in time (giving an annual figure of up to 1,000 persons). Based on the use made of services for the homeless, it is estimated that in 2002 there were 1118 homeless people making use of services; this figure includes 182 women and 225 children. A further 944 people are provided with 'logements encadrés ou accompagnés' (supported housing). Table 11 summarises these figures by service provision.

In the **Netherlands**, there is no reliable estimate of the number of homeless people. It is often mentioned that there are about 25,000 to 30,000 homeless persons, but this estimate is crude and not based on recent research (Wolf, Elling and Graaff, 2000). More recently the Salvation Army estimated, using their own registration data, that there were around 60,000 homeless persons in the Netherlands. However, both estimates are based upon different definitions of homelessness and calculated using different methodologies. This is also true for local and regional estimates that have been made in research on the larger cities of the Netherlands.

Annual national level data are, however, available on users of shelter facilities affiliated to Federatie Opgang (FO), the national federation of shelter facilities in the Netherlands. Data is available on every client who applies for a place at the time when they apply and also when they depart. Table 12 gives an overview of the 2001 data. However, it should be noted that the figures presented are underestimates of the total population of shelter users. The figures do not represent shelter services outside the umbrella of Federatie Opgang and represent only a sample of affiliated services. Furthermore, as individuals are not uniquely identified, the figures include some duplicate records. During 2001, a total of 30,759 adults and 12,959 children were resident in 192 shelter facilities that had a combined capacity of 7597 (representing 62% of the total capacity of FO affiliated shelter facilities). The majority of the 50,286 applications and 11,818 admissions during 2001 were to general crisis or residential female shelters. Given the double counting involved, a more reliable estimate of the size of the shelter population is a day count. At the start of 2001, a total of 7103 clients and 1541 accompanied children were resident. The majority of these were residents of shelter facilities of the homeless (3200 adults and 51 children).

Table 12 Capacity and Registration Data of Users of Shelter Facilities Affiliated to Federatie Opgang (Netherlands): 2001

Type of Shelter Facilities ⁽¹⁾	Capacity Nos. of Places	Applications ⁽²⁾	Admissions ⁽²⁾	Clients (Children) Present on 1/1/2001
Homeless Shelters (Residential)	3206	8166	1905	3200 (51)
General Crisis Shelters	844	22931	5261	1865 (347)
Other Shelter Facilities, Supported Housing	1436	1183	725	992 (93)
Female Shelters (Residential)	1780	18249	3766	890 (124)
Female Shelters Supported Housing	331	297	161	156 (124)
Total	7597	50826	11818	7103 (1541)
⁽¹⁾ Shelter facilities affiliated to Federatie Opgang				
⁽²⁾ Figures include double counting				

In **Portugal**, no national official statistics on homelessness exist. Data has, however, been collected in the municipalities of Lisbon and Oporto for several years recently. In the case of Lisbon the implementation of a new municipal Plan (PMPITS) has created a discontinuity in data collection; however, data collection on homelessness will now be integrated into the Municipal Plan. It is unlikely, however, that a recent exploratory study in the city of Oporto will be continued. At a national level the association AMI (*Fundação Assistência Médica Internacional*) is the only organisation that is able to provide overall statistics covering all the territories. The statistics for 2002 based on users of AMI services for homeless people indicates that the number of individuals attending their centres has increased by 40% (since 2001) to 1017. There appears to be a shift in the distribution of these presentations with an increase in regional centres such Oporto, Coimbra and Funchal as well as in the peripheral counties of the Lisbon metropolitan area, accompanied by a decrease in numbers presenting within the city of Lisbon itself. This geographic distribution is replicated for presentations among disadvantage people in need of support (i.e. not just homeless) with the highest concentration of new presentations arising in Oporto. The National Social Emergency Line (telephone number 144) records three types of situation - homelessness, domestic violence and evictions. Analysis of the reasons for call received indicates that one-third of registered calls relate to homelessness (1248 persons in emergency situations), a quarter of calls relate to domestic abuse and 15% of calls relate to evictions. Hence almost four-fifths of calls relate to homelessness as defined in the FEANTSA definition. A similar shift in the regional pattern of calls is evident reflecting the pattern of presentations in AMI centres described earlier.

In **Spain**, there is no official source of information that provides data on the scope, magnitude and development of homelessness. The last national study of homelessness was published by Caritas (Cabrera, 2000). More recently, it is estimated that the stock measure of homelessness in 2002 was 16,500 homeless people comprised of 3,000 people sleeping rough and 13,500 reliant upon shelters and hostels (Cabrera, 2003). This provides an estimated 30,000 per annum prevalence measure of homelessness. It is further estimated that there may be, at any one time, 1650 prisoners about to be released from jail who have no accommodation to return to. Although no national figures are available the position in the major towns can be described (at least partially). In Madrid, for example, the San Isidor municipal shelter catered for 1024 people in 2002, which suggests an estimated annual prevalence figure of 8500. However, this figure reflects a situation where the shelter operates at full capacity but the average length of stay has increased in

recent years (from 48 days in 2000 to 95 days in 2002) thus leading to a reduction in the number of people catered for. In Barcelona the Social Welfare Services provided street services to 1520 in 2002. This includes an estimated 633 rough sleepers (including 53 unaccompanied minors). The remainder are undocumented aliens and gypsies living in shanty dwellings and squats. On the basis of data included in a Caritas study on social action for the homeless (2000), there are an estimated 700 accommodation places and 1647 canteen places in Catalonia (around three-quarters of which are in Barcelona). Figures for other major cities, for 2002, include:

Bilbao:

Caritas Programme for Homeless:	2332 people
Elejabarri municipal shelter:	2622 people

Valencia:

CAST (social welfare centre for homeless)	8122 people
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In **Sweden**, no national count of homeless people has been made since NBHW (National Board of Health and Welfare) mapped homeless clients in April 1999 (see NBHW, 2000). Although the Homelessness Committee recommended regular counts at least every three years, neither the Government nor the NBHW has plans for such an initiative. However, in some municipalities social workers are asked to give an annual report giving basic information on their homeless clients. Stockholm has conducted an annual count in this way since 1996 (using consistent methodology and definitions). The results of the 2001 survey indicate a figure of 2,543 homeless clients of social service departments. However, the reliability of these figures as an indication of absolute levels of homelessness may be questioned since changes in the figures may reflect changed patterns of contact between the homeless and social services as well as varying degrees of under-reporting (Sahlin, 2003). The situation in the other main cities in Sweden is difficult to assess accurately. In Malmö, the social authority also carries out annual counts though using a different definition to that employed by Stockholm (including sub-tenants in the secondary housing market and families). This indicates an increase of more than two-thirds in the number of homeless clients rising from 1,159 in 2000 to 1,950 in 2002. In Göteborg, while there are no regular counts of homeless people, the local authority has acknowledged a need for 200 additional places partly to get rid of some informal camps in the city.

People with insecure and sometimes inadequate housing include shelter residents and sub-tenants on the secondary housing market, and these have been counted annually since 1998. The secondary housing market in Sweden is inhabited, in most cases, by people who are clients of the local social

authorities and who are in receipt of housing assistance or care to sustain their tenancy. This does not include the provision of special housing for the elderly and disabled, group housing for people with mental illness or learning difficulties nor facilities for asylum seekers and refugees. Housing assistance includes support in housing as well as the provision of temporary accommodation and shelter. The category 'voluntary institutional care' does not distinguish between institutions whose primary focus is the provision of care from those whose focus is accommodation, and some lodging homes and shelters are recorded under this label. While the figures need to be treated with some caution, they provide a basis for understanding the level of need and indicate a trend reflecting an increase in housing assistance and a decrease in voluntary institutional care (see Table 13).

Table 13 People receiving housing assistance (on a given day) in Sweden under the Social Services Act			
	2000	2001	2002
Substance abusers			
housing assistance	5756	5628	5926
voluntary institutional care	3489	3182	3084
Other adults			
housing assistance	5260	6101	6704
voluntary institutional care	1188	1227	990
Total housing assistance	11016	11729	12632
Total housing + voluntary institutional care	15639	16138	16706
<i>Sources: Parts of Tables 3 and 18 in NBHW 2000, 2001, 2002 and 2003, respectively (Refers to recipients on 1st November; housing for elderly and disabled excluded).</i>			

In the **United Kingdom**, there is no published nation-wide homelessness statistics since responsibility for housing is a matter devolved to the English Office of the Deputy Prime Minister, the Scottish Parliament and the Welsh Assembly. It is, however, possible to report on statistics available in each of the UK's constituent countries. Official statistics are derived either from local authority returns reporting on their activities in respect to the homelessness legislation (prevalence measure), or from data on people sleeping rough (stock measure) which is collected separately. The most recent figures from local authority returns for each country in the UK is summarised in Table 14 showing the number of applications made to local authorities, those who were accepted as being unintentionally homeless and in priority need (i.e. to whom the local authority had a duty) and the number of people in temporary accommodation. Figures available from the Rough Sleeping Unit in England show a single night count (stock measure) of 319 people sleeping rough in England. A London database recorded (a prevalence figure of) 3031 people sleeping rough over the period of a year. In Scotland, figures recorded over a snapshot week (including the number of rough sleepers and the number of unfilled bed-spaces in temporary accommodation) and counted twice yearly, suggest a decline from 500 in (May) 2001 levelling out to around 400 people sleeping rough in (October) 2002.

Table 14 Summary of Homelessness Statistics for the United Kingdom				
<i>Year</i>	England 2002/03	Scotland 2002/03	Wales 2001/02	N Ireland 2002/03
Applications ⁽¹⁾	269,940	50,917	13,982	16,426
Acceptances ⁽²⁾	124,880	26,933	5,333	8,580
Temporary Accommodation ⁽³⁾	90,680	5,496	1,309	n/a
<i>(1) Applications as homeless under Homelessness legislation (2) Unintentionally homeless and in priority need (3) Homeless households in temporary accommodation (at end of quarter)</i>				

Trends in homelessness

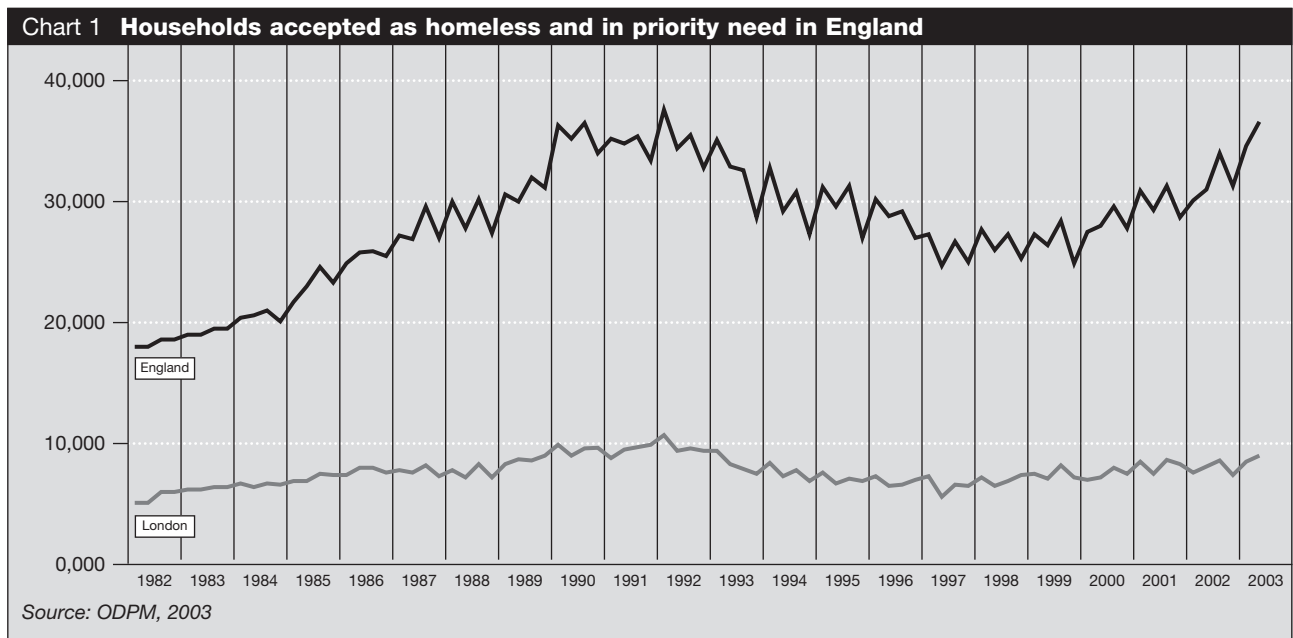
This section considers the evidence from across Europe to assess whether the level of homelessness or the nature and type of homelessness is changing. Perhaps the first issue of concern to policy makers and service providers is whether homelessness is increasing.

It is not always easy to identify underlying trends in the level of homelessness. In part this is because statistics or counts of homelessness are not made in a consistent and regular manner. In part it is because statistics on homelessness refer to changes in the number of service users and thus reflect the changing levels of provision rather than the underlying trend in homelessness. However, on the basis of the evidence available it would appear that some countries continue to experience an increase in homelessness (though not always at the levels of growth experienced in the mid-1990s). Other countries, however, have seen a long-term reduction in the overall level of homelessness while others have experienced a fluctuation (with increases in recent years) around an underlying trend that is static or showing a slight reduction in the long term.

Countries that report continued growth in the levels of homelessness include Belgium, Greece, Ireland, Italy, Luxembourg, Netherlands, Portugal, Spain, Sweden (perhaps), and the UK. This growth appears to be particularly marked in Mediterranean and Anglo-Saxon Europe. In Ireland homelessness has increased at a lower rate since 1999 than in the period 1995-1999. In Portugal, while the extent of homelessness has increased overall this has been more marked in some parts of the country than others - especially outside the capital city of Lisbon. In Italy, on the other hand, an increase, both in the no abode and in other marginalized groups, has been reported almost everywhere though with a strong increase in some of the major cities. In the UK, homeless acceptances by local authorities demonstrate different trends between England and Scotland. In England, the level of acceptances increased to a peak in 1991/1992 and then decreased until 1997 since when the levels have again been rising (see chart 1). In Scotland, the number of applications made to local

authorities under homelessness legislation increased by about one-fifth (from 43,000 to 51,000) between 1992 and 2002. However, the main increase was in terms of applications from single person households; applications from single parents, couples and families with children has remained static since 1996. In Sweden, although comparison of national counts undertaken in 1993 and 1999 is difficult because of differences in definition, there appears to be a growth in homelessness in recent years indicated by data available in the larger cities and in the growth in the secondary housing market presented in Table 13. In Luxembourg, while there has not been a national count of homelessness since 1996, service providers report an increase in homelessness among particular groups (drug addicts, immigrants, ex-psychiatric patients) and the government have initiated an inquiry into homelessness among young people under 18. This has occurred in the context where there has been an increase in provision of supported accommodation and in services for young people and people with a drug dependency. Thus although there is a clear perception of an increase in homeless service use and in rough sleeping there is no data to confirm the scale of the increase. In the Netherlands, while reliable data are lacking to corroborate the observed growth in the level of homelessness, it is commonly asserted that more people are roofless and are roaming the streets. The registration data of the shelter facilities also indicates that, in the last few years, the number of applications has risen and that the number of people being turned away because of the lack of capacity has also increased.

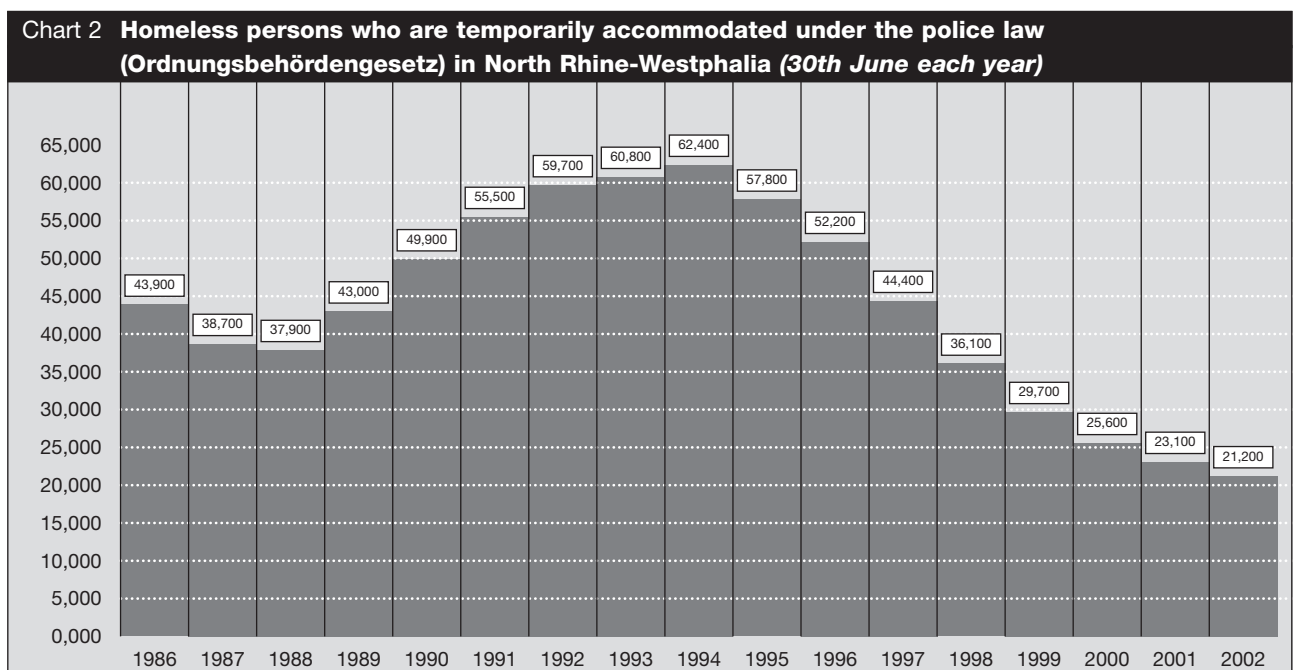
A number of countries indicate a fluctuation in the level of homelessness around an underlying stable pattern. In Denmark, the underlying trend appears to be static or slightly falling. However, the count of homelessness reflects a registration system linked to the provision of social services. In Finland the most significant decrease in the levels of homelessness occurred in the early to mid 1990s as a result of direct government action to provide additional services and to re-house homeless people. Since then the levels of recorded homelessness (based on estimates made by the municipalities) appear to have remained fairly stable.



Significant decreases in the levels of homelessness are reported in Germany. A number of German regions record significant decreases in homelessness. In the largest region of North Rhine Westphalia the underlying level of homelessness has decreased year on year since 1994 (see Chart 2). A similar pattern of decline has been reported for Berlin between 1994 and 1999 since when it has remained static. In the East German Bundesland of Saxony a significant decrease in homeless between 1997 and 1999 has been followed by a period of more modest decreases.

If the targeting and provision of resources and services is to be effective it is also important to understand whether the nature

of homelessness is changing. This refers to the experience of homelessness with respect to having to sleep rough, use of emergency and night shelter accommodation or other services, the use of temporary accommodation and access to supported accommodation. For example, if the level of rough sleeping is decreasing is this accompanied by an increase in the number of people living in temporary accommodation, with family and friends or in informal housing? In this respect discussion needs to make a distinction between homelessness among families with children and single adults or couples. In many countries households with children are given priority for access to housing or temporary accommodation. This section will concentrate on the data with respect to single adults (and couples).



A number of countries, including the UK, Finland and Ireland, have introduced policies specifically targeted to reduce the levels of rough sleeping and there is evidence of some limited success in this respect. In the UK, for example, stock based estimates of the number of people sleeping rough in England have shown a year on year decrease since 1998 (from 1850 in 1998 to 700 in 2001). In Finland, the number of roofless people has declined in recent years following an increase in the late 1990s (from 563 in 2001 to 480 in 2002). However, in some countries the level of rough sleeping appears to continue to increase; in Italy for example rough sleeping increased by 25% in Bologna since 1995 and increased tenfold in Rome during the last decade.

From the perspective of devising policies to prevent homelessness it is also important to understand whether those experiencing homelessness do so for the first time, are experiencing repeated episodes of homelessness or are enduring long-term homelessness. Data sources do not allow a reliable description of the duration of homelessness to be undertaken on a comparative basis across Europe. However, some partial and qualitative information is available which illustrates the need to improve understanding of the dynamics of homelessness rather than describe the static patterns provided by quantitative statistics. In Belgium, a recent survey by Steunpunt Algemeen Welsijnswerk (Lescrauwaet et al, 2002) indicates an increase in 'career homelessness'. Comparing findings from two surveys in 1982 and 2002 the study reports that while, in 1982, 40% of those interviewed had been in a hostel before, this had risen to 56% in 2002; this finding concerns men rather than women. However, in Italy, the figures on service users show a high percentage of people turning to the service for the first time; 43% of no abode users of the SAM service in Milan, for example, are people who have contacted the service for the first time, while 40% of the no abode in Rome had been sleeping rough for less than three months (Badaracchi, 2002). These two contrasting examples illustrate that, to understand the factors underlying repeat homelessness and the duration of homelessness, it is also necessary to consider the 'statistics' in relation to the process of homelessness. This means, on the one hand, the need to consider the divergent pathways into homelessness reflected among people of different ages (i.e. at different stages in their family life cycle). On the other hand, it reflects the dynamic processes which create homelessness and within which homeless statistics are 'constructed'. In this respect, O'Sullivan (2003) suggests that some of the confusion and difficulty in defining and quantifying homelessness in the Irish context can be illustrated using the example of mental illness. Homelessness in Ireland increased in the late 1990s, after the

bulk of mentally ill patients were 'de-institutionalised'. However, O'Sullivan quotes research evidence to argue that some patients were 're-institutionalised' in prison, that some had stable support networks with family and friends and hence the trends do not indicate that de-institutionalisation was the driving force behind the observed increases in homelessness.

Homelessness is mainly perceived to be an urban problem and often a problem that is concentrated in the capital or metropolitan cities. However, there is some evidence to suggest that this pattern may be exaggerated as a result of poor recording of information within countries that ignores the rural dimension of the issue. Despite these inadequacies in data collection within countries, there is some evidence to suggest that, at least in some countries, the spatial pattern of homelessness may be shifting. A description of the geography of homelessness across Europe shows a complex picture that merits more detailed research. In some countries (e.g. Ireland and Greece) homelessness is evidently a capital city problem although the extent to which the problem is being exported from rural or remote areas that lack services is unclear. In other countries homelessness is concentrated around the major growth regions and conurbations (e.g. Denmark, Finland). There is a lack of evidence across Europe to confirm the rural dimension of the problem of homelessness. However, there is some limited evidence that indicates the diversity of the issue. In Portugal, the major homelessness agency (AMI) reports an increase in new cases in regional centres such as Coimbra, Funchal and Almada and a decrease in Lisbon and even Oporto. A similar regionalisation of requests is reported in the national emergency telephone help line. In Spain it is estimated that perhaps as much as 17% of the homeless are temporary workers and a recent survey in the Rioja area of Spain describes the effect of seasonal and transient labour migration on homelessness in that region. In Austria, while there is insufficient data to describe housing stress and homelessness in rural towns and villages, it is evident that there are no services available in these areas and that social workers report an export of the problem to the main cities. Recent research has indicated that the risk of poverty and social exclusion is greater in villages and small towns in Austria (Wiesinger, 2000). This evidence appears to confirm the view that 'homelessness and mobility in the countryside are diverse and complex, involving movements of homeless people into, within and through areas as well as out of them' (Clove et al, 2001 p31). It is also evident that new research, which is clearly needed, should adopt our broader conceptual and operational definition of homelessness since the narrower definition of rooflessness may give the impression that rural homelessness is limited or non-existent.

Profiling homelessness

This section considers the profile of the homeless and whether the demographic characteristics of homeless people are changing to any significant extent. The information is evidenced by reference to individual countries but comparisons are made where possible in order to draw out common issues and diversity in the situation in Europe. The section considers three main aspects of the profile of homeless people. Firstly, the balance between single homeless and families is considered. Secondly, in relation to single adults only, the evidence on the demographic characteristics of the homeless is considered (in relation to age and gender). Finally, because of the increasing importance of immigrants in homeless services the evidence in relation to nationality is examined across Europe.

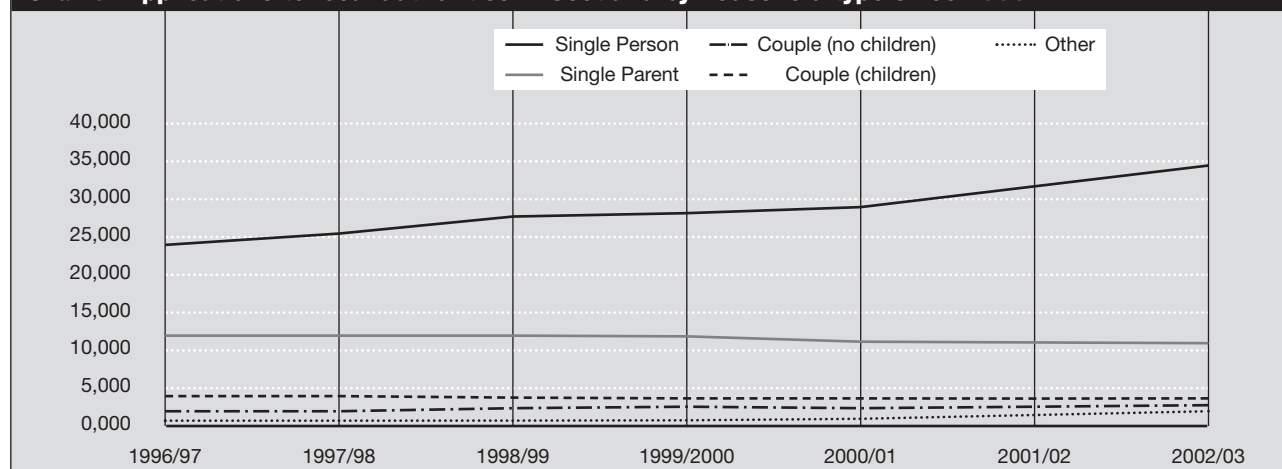
HOUSEHOLD TYPE

The majority of households affected by homelessness in most countries, as reported in official statistics or in the documentation systems of service providers, are single person households rather than single parents or families with children. For example, in the UK 62% of applications to local authorities under homeless legislation are from single persons; in Austria 75% of the (4144) households using homeless services in Vienna were single people while in Finland less than 800 homeless families are recorded compared to 9560 homeless single persons. In the majority of countries for which figures are available the proportion of homelessness among families with children has remained static in recent years; this is illustrated by reference to the pattern in Scotland since 1996 (see Chart 3). However, some countries such as Italy and Ireland have reported an increase in homelessness among families; and in Austria the reported increase in evictions (over 45,000 in 2002) suggests an increase in the threat of homelessness for families with children.

GENDER

Single homelessness remains predominantly a male phenomenon both in relation to rough sleeping and in relation to service use. Homelessness among women is often a hidden problem and hence the true scale is difficult to estimate accurately (Edgar et al, 2001). However, as a very rough guide around one-fifth to one-quarter of users of homeless services and around 7%-10% of street homeless are women. Some countries report an increase in homelessness among women. In Belgium, for example, a recent survey indicates that women represent one-third of homeless service users compared to less than one-fifth twenty years ago. This increase could, in part, be attributed to an increasing visibility of homelessness arising from domestic abuse. However, in a number of countries (e.g. Germany, Portugal, the Netherlands) refuge services for women experiencing domestic abuse are counted separately from homeless statistics. Thus, in Portugal for example, the increase in homelessness among women is mainly related to the increased visibility of drug addiction among young women sleeping rough or in shelters for homeless people. Elsewhere (Denmark, Finland, Sweden) the level of homelessness among women appears to have remained relatively static in recent years or to have shown a slight decrease. This could reflect a different pathway to homelessness for women. In this respect it could reflect changes in the nature and extent of service provision for women. For example, in addition to the issue of domestic abuse, homeless women are often reported to have higher levels of mental illness (e.g. Austria and Sweden suggest higher proportions of women have experienced stays in psychiatric wards). Thus recorded levels of homelessness among women may reflect fluctuations in these other service areas.

Chart 3 Applications to local authorities in Scotland by household type since 1996



Source: Statistical Bulletin Housing Series September 2003

AGE

Quantitative information on age is available in only a few countries. Data from Finland (17%), France (17%), Italy (16%), Spain (20%) and Germany (22%) indicates that around a fifth of homeless people are young people aged under 25 (under 27 in Italy). However, some differences between countries may be explained by the nature and purpose of service provision; thus in Flanders 42% of the homeless population is under 30 compared to only 20% of users of § 94 *boformer* services in Denmark. It is not possible on the basis of available evidence to determine whether the proportion of young people among the homeless is increasing. However, survey evidence in Belgium and Finland indicates that the proportion has remained fairly static, while in Italy the average age of the no abode has decreased over time. In Austria there is evidence that a higher proportion of the young homeless are women - perhaps as many as 58% of young homeless in Salzburg are female.

NATIONALITY

The evidence across Europe demonstrates two key trends. Firstly, the proportion of foreign-born nationals, both among the street homeless and among those using homeless services, is increasing to the point that in some countries they form a majority. A good, if extreme, illustration of this trend is to be found in Italy where a survey of service providers shows that 43% reported that more than half their service users were foreign born and the survey of the *Commissione di indagine sull'esclusione sociale* indicated that 46% of the no abode were foreign born. The increase in immigration since 1999 has modified substantially the homelessness landscape in Spain where, based on evidence from the major cities, the level of homelessness has increased by a quarter as a result of the increase in the number of immigrants served in shelters. Secondly, the proportion of non-national or non-EU citizens among service users is highest in the larger cities in each country. In the Netherlands, for example, the national monitor on homelessness showed that only 59% of homeless respondents had a Dutch nationality but that this proportion decreased in the larger cities - Amsterdam (41%), Rotterdam (46%) and the Hague (48%).

The pattern across Europe, in relation to foreign-born nationals and ethnic minorities using homeless services, is examined in more detail in a forthcoming FEANTSA publication (Edgar et al 2004). However, the operation of asylum procedures and the growth of undocumented or illegal migration arising from the impact of globalisation trends combined with tightening immigration controls may explain part of the diversity in the European pattern.

A brief review of existing information in each member state suggests four main issues that can be highlighted. Firstly, there are countries such as Sweden, the UK and Ireland where separate asylum and refugee facilities and legislation means that very few immigrants are counted among the homeless population. Secondly, there are two main groups of countries - those with relatively low levels of immigrants among the homeless (under 25%) and those with relatively high levels (over 33%). Among the first group are countries such as Belgium, Denmark, Finland, Sweden and Portugal. Among the latter group are countries such as Austria, Italy, Greece, Luxembourg and Spain. France probably falls in the latter group since, although the INSEE survey did not include non-French speaking people, 29% of respondents were foreigners. Thirdly, we may point to countries with a high proportion of repatriates among their homeless population or for whom separate services and facilities are provided. This includes Germany (estimated 80,000 *Aussiedler* repatriates in 2002), Finland (*Ingrian* Finns) and Greece (repatriates from the *Pontos* region). Fourthly, there are countries that have provided accommodation for immigrants and asylum seekers in refugee camps. This includes Austria (7,000 people) and Greece (3,000 people in refugee camps). Similarly, Ireland had 5,000 asylum seekers in direct provision accommodation in June 2002.

Conclusions

This review of statistics on homelessness in Europe demonstrates clearly that the majority of the Member States of the European Union do not collect or publish statistics on homelessness at a national level on a regular basis. However, there are clearly identified drivers for change that suggest that this gap in our knowledge in this vital area to monitor social exclusion will improve in the future. The ability to derive common indicators on homelessness across Europe is still some way off and relies on a common understanding in the policy discourse of the nature and meaning of homelessness. The operational definition developed for this report provides a robust framework within which to develop common indicators to examine the nature and change in homelessness at national and European level.

The discussion around the definition of homelessness presented here and the description of the extent and nature of homelessness clearly identifies that indicators need to be drawn that will allow the evaluation of policy across a range of issues including prevention and re-settlement. Thus a crude indicator based on a stock figure of rough sleeping will be inadequate for purposes of policy evaluation at either national or European level. Understanding not just the level of acute homelessness but also the changes in the numbers of homeless people in response to policy initiatives and in the profile and experience of homelessness for different groups of vulnerable people in society will require the use of prevalence and flow data. It is clear from this analysis that more use can be made of the information available from service providers and that this information in itself can probably be more systematically collected to make it amenable to policy analysis.

Despite these data limitations, our review of the latest available evidence on homelessness across Europe demonstrates a complex picture in relation to the level, trends and nature of homelessness within an underlying context of an unacceptable level of homelessness. This diversity across the Member States merits more primary research but the available evidence points to a number of important policy issues.

Firstly, the evidence suggests groupings of countries where homelessness is increasing faster than elsewhere. This may be explained in part by the lack of reliable statistics in some countries but it also points to more effective intervention strategies (especially in relation to rough sleeping). Secondly, our broader operational definition of homelessness illustrates clearly the significance, and possibly increasing significance, of structural and institutional factors affecting homelessness. Examination of the numbers of people threatened with homelessness (e.g. evictions, people about to be released from institutions, people living in temporary accommodation) suggests increasing levels of vulnerability to housing exclusion in almost all countries. Thirdly, the increasing demographic complexity and diversity of vulnerability across Europe (measured by the profile of homeless service users) reflects changing demographic structures (e.g. increase in single person households, changing role of the family) that are not adequately matched by changes in housing provision and social protection. Fourthly, the increase in immigration that has occurred in all EU states appears to be reflected both in a 'new homelessness' and in an increasing vulnerability to exclusion among second generation immigrants. Finally, the evidence suggests a changing geography of homelessness, that affects both rural areas and growth regions, reflecting a changing dynamic in labour market and housing market interaction and a landscape of service provision that has evolved over time and does not adequately match existing need.

These findings argue convincingly both for improvements in data collection on homelessness and for more primary research at a European level. The European Observatory on Homelessness has structured its work for the coming years to focus on intervention strategies by the state, the nature of service provision and profiling homelessness. Future reports will take forward the debate in all these areas and will aim to contribute to the development of improved statistics on homelessness. Further information on the publications and output of the work of the Observatory can be found on the FEANTSA web-site: www.feantsa.org/research.htm.

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APPENDIX 1

FEANTSA Conceptual Definition of Homelessness

The definition of homelessness adopted by FEANTSA provides a simple but robust definition of housing vulnerability as persons experiencing one of the following situations:

1. *Rooflessness*;
2. *Houselessness*;
3. *Living in insecure accommodation*;
4. *Living in inadequate accommodation*.

Rooflessness, defined as rough sleeping, is the most visible form of homelessness. People with chaotic lifestyles or unsettled ways of living may be disproportionately represented among the roofless population. Successful resettlement for rough sleepers may be contingent as much on the availability of appropriate support as on the availability of temporary and permanent housing. **Houselessness** refers to situations where, despite access to emergency shelter or long term institutions, individuals may still be classed as *homeless* due to a lack of appropriate support aimed at facilitating social re-integration.

People who are forced to live in institutions because there is inadequate accommodation (with support) in the community to meet their needs are thus regarded as homeless. In this context, *homelessness* refers as much to the lack housing as it does to the lack of social networks. **Living in insecure housing** (insecure tenure or temporary accommodation) may be a consequence of the inaccessibility of permanent housing. It may equally reflect the need for support to enable people to successfully hold a tenancy. The provision of appropriate support can be critical in helping people into permanent housing under their own tenancy. This classification also includes people who are involuntary sharing in unreasonable circumstances and people whose security is threatened by violence or threats of violence (e.g. women at risk of domestic abuse, racial violence or harassment). People **living in inadequate accommodation** includes people whose accommodation is unfit for habitation or is overcrowded (based on national or statutory standards) as well as those whose accommodation is a caravan or boat.

APPENDIX 2

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APPENDIX 3

Sources of Homelessness Statistics by Country

HOMELESSNESS STATISTICS IN AUSTRIA

1. Are there national official data on Homelessness?

In Austria there is a lack of research on homelessness. It is therefore still impossible to quantify the extent and structure of homelessness at the level of the country.

2. On which level and by who?

The only serious attempt to collect data on homelessness at national level was undertaken by BAWO, the umbrella organisation of service providers for homeless people in Austria, in the year 1997 and gives a figure and an empirical basis for nationwide estimations.

All services for homeless in the whole of Austria as well as social services dealing with homelessness of their clients were invited to take part in that survey on services and clients they are in contact with. The services that participated to the survey include shelters, day centres, supported housing, residential homes for homeless people, residential homes for battered women (with or without children), residential homes for older people who have been homeless for longer periods and mother-child homes. This survey produced at least an overview of the services and the capacities for individual support as well as for supported housing.

There also exists more detailed surveys on the extent and structure of homelessness in Austria, but these are carried out at the local/regional level: the city of Salzburg carries out annually a survey on homelessness. There is a lack of data on homelessness in rural areas.

3. Methodology

THE DEFINITION The definition of homelessness, used with the surveys by BAWO, service providers in Salzburg, Linz, Innsbruck and other counties, is not officially accepted. Its basis is the basic declaration on Homelessness and Services for the Homeless which has been published by BAWO first in the year 1992 and adapted and republished in the year 1998. This definition defines homelessness as a wide range of extreme poverty and includes not only persons who are living rough but also persons and households in hidden homelessness and does not exclude migrants and asylum seekers in extreme housing stress. But in the surveys (Austria 1997, Vienna since the year 1996, Salzburg since 1994 etc.) it was not possible to realize adequate methods, so it is true that these surveys are not able to count a wide part of the real range of homelessness.

FREQUENCY The survey undertaken by BAWO was launched in 1997. It was carried out as an annual report/evaluation of services at local level by BAWO on the base of a charge by the city of Vienna. The BAWO-Salzburg survey on homelessness has been carried out every year since 1994 (during the month of October). So there is a difference between the surveys in Vienna and in Salzburg, in order of the timetable - The Vienna Survey covers Homelessness during the whole year, as there is help provided by the service providers. The Salzburg Survey is somewhat more restricted as it measures only the homelessness during one month; but it has a certain plus because there are not only service providers for the homeless included but also counselling offices, social work in prison wards as well as in hospitals.

METHODOLOGY The BAWO questionnaire also asks some personal information but no names. There are questions about education, family status, job, housing situation, duration of homelessness and causes, etc. This individual questionnaire has to be filled in at the beginning and at the end of the individual support.

In the city of Salzburg, the services are supposed to give evidence of personal data like the date of birth and the initials and family name in order to avoid the possibility of double counting.

4. Recent development

Recently, the City of Vienna has stopped commissioning BAWO to carry out the study and decided to make these reports by itself. There are still no results about the effectiveness of this new system.

5. Latest Statistics Available

Homelessness in Austria		
	Austria (1997)	Urban Areas (1999)
Rough sleepers	2,000	1,750
Service Users	21,000	12,500
Supported housing	12,000	3,500
Temporary housing (boarding houses or family and friends)		7,000
Migrants (non-EU)	7,000	
Threatened with eviction (during one year)		70,000

HOMELESSNESS STATISTICS IN BELGIUM

1. Are official data on homelessness collected?

There are no nationwide official data on homelessness in Belgium. Only Flanders started to collect data on clients of services.

2. On which level? By who?

In 2002, the Flemish Minister for Social Welfare commissioned Steunpunt Algemeen Welzijnswerk (Umbrella organisation of social service providers - Foundation for Social Work) to universalise data collected by these services on their clients, including homeless people. These data cover services for the whole of Flanders. No data are collected at the level of the Walloon or Brussels Regions.

3. Methodological questions

DEFINITION Since the count does not specifically concern homeless people, no definition is used. Services register and collect data on ALL their clients. The term 'client' is broadly interpreted.

VARIABLES The information collected is divided according two criteria:

- 1) Short contact: by a private client (not by an institution), includes information but nothing related to intake or support
- 2) Support: the registration follows the subsequent steps of support

The form contains a large set of variables grouped by:

- > Characteristics of the service provider (short contact)
- > The way the contact has been made
- > About the client
 - Kind of request
 - Kind of support
 - Way of closing short contact support
- > About the client
 - About support - administrative
 - About support - problems to deal with
 - About support - kind of interventions
 - Way of ending support

FREQUENCY Data are collected on a daily basis. They are compiled in a yearly report (first available September 2003).

METHODOLOGY All autonomous services (not public social services) have been integrated in Centres of General Social Work (CGW). There are 27 CGW with a specific geographical territory. These services have to register first contacts and support according to a universal registration system. They complete a central form per client, accessible by Microsoft Access. The services then report their registration to one of the 27 CGW. The CGW aggregates all registrations for their own territory and transfers them to the Foundation of Social Work (Steunpunt Algemeen Welzijnswerk). The first report was available in September 2003.

4. Comments

5. Latest Available Statistics

Belgium	18,880
Brussels	1,200
Flanders	12,680 (1998)
Wallonia	5,000 (1999)

HOMELESSNESS STATISTICS IN DENMARK

1. Are official data collected on homelessness?

Yes.

2. On which level? By who?

All shelters and housing projects under § 94 have been asked to register their users continuously on a basis of the personal number. They send these data to the counties. Every year a report with some of the most important data is published.

3. Methodological questions

THE DEFINITION Homelessness is defined according to section 94 in Law on Social Service: "...persons with special social problems, who are without - or are unable to live in an own apartment, and who are in need for a place to stay and for offers of activating support, care and subsequent assistance." (Law on Social Service, § 94)

THE VARIABLES Who are the people (gender, age, etc.), what shelters they use, how often they return, how long does every person stay, source of income, accessing through, discharges to. This information is compiled into seven different data sets:

- > *Dataset 1: Places*
Contains the number of § 94 services and number of places (day, 24 hours and night).
- > *Dataset 2: Stays*
Contains the number of entrances and discharges per service. Here the same person may be counted several times.
- > *Dataset 3: Service.*
Contains the users of the different services, so that a user is only counted once in the same service.
- > *Dataset 4: County.*
Contains the users in the different counties so that a user of more services in the same county is only counted once.
- > *Dataset 5: Country.*
A user is only counted once.
- > *Dataset 6: Register*
Contains a description of the user at the time of the entrance (see above) and whether the user has entered the service after an assignment or has simply turned up himself.
- > *Dataset 7: Discharge*
Contains a description of the user at the time of the discharge and furthermore to what he has been discharged (own apartment, another service).

THE FREQUENCY Every third month the counties report to The Social Appeal Board which publish a report annually.

THE METHODOLOGY The information is gathered via an individual's personal number, which will enable the authorities to more accurately estimate the numbers of users of "boformer" under section 94 in Law on Social Service.

4. Comments

The report does not say anything about the number of homeless persons totally. Only users of the "boformer" are included.

5. Latest Available Statistics

For more information see
<http://www.dsa.dk/analyse/index.htm?session=871930251>
 (in Danish)

Number of § 94- services and places 1999-2002

	1999	2000	2001	2002
§ 94-services	65	66	67	67
Number of places	3.066	2.888	2.854	2.944
> among which:				
24 hours	2.112	2.200	2.136	2.222
Day	890	654	684	689
Night	64	34	34	33

Number of entrances, discharges and users 2000-2002

	2000	2001	2002
Entrances	18.778	20.514	17.212
Discharges	15.738	17.628	16.976
Users in the year = number of persons ⁽¹⁾	7.365	8.341	7.974

⁽¹⁾ The number has been stipulated based upon dataset 5: country/central personal register.

HOMELESSNESS STATISTICS IN FINLAND

1. Are official data collected on homelessness in this country?

Every year, the National Housing Fund carries out a survey of the housing market with the aim of gathering information about the housing conditions in municipalities and local areas in order to direct state funds to areas where there is a shortage of housing. As a part of the housing market survey, a survey on homelessness was started in 1986. This survey which estimates the total extent of homelessness has been carried out yearly ever since.

2. On which level and by who?

The survey carried out by the National Housing Fund is directed at all municipalities, even though in most of municipalities there are no homeless people or only a few. Nearly 60% of single homeless live in the capital region.

The aims of the 2 surveys have been to gather information about the housing conditions in municipalities and local areas in order to direct state funds to different regions according to the housing market situation. The survey of the homeless concerns the total homeless population in the municipality, not a sample. The aim of the survey is to get an overview of the extent of homelessness in the municipality and in the country as a whole, not to collect detailed information on the personal characteristics of the homeless.

Local authorities send their completed forms to the Housing Fund where the forms are read and checked. In some cases, the information is checked by discussions with the municipal authorities.

It is also possible to have some information on the extent of homelessness through lists containing the number of households who are applying for social housing in Helsinki.

3. Methodological questions

THE DEFINITION In the housing market survey, the homeless include the following categories:

- > Persons staying outdoors, stair cases, night shelters, etc.
- > Persons living in other shelters or hostels or boarding houses for homeless people,
- > Persons living in care homes or other housing units of social welfare authorities, rehabilitation homes or hospitals due to lack of housing,
- > Prisoners soon to be released who have no housing,
- > Persons living temporarily with relatives and acquaintances due to lack of housing,
- > Families and couples who have split up or are living in temporary housing due to lack of housing.

In 2001, some conceptual updating was made to the instructions on how to define the various homeless categories. The main categories have however remained the same as since 1986.

The definition of homelessness begins with the place where the homeless person is at a given time. The emergence of this classification is largely due to the fact that it is thus easier to classify and find the homeless. The definition also seeks to limit the homeless to those who are already without a home: it does not include people under threat of eviction or people living in condemned building.

FREQUENCY The information is gathered on a day basis and it tells the extent of homelessness on a certain day. In 2001, the date was the 15th of November.

COOPERATION The local authorities are advised to gather the information together with other authorities, especially the social welfare authorities that are responsible for providing services or buying services from NGOs who provide services for the homeless.

VARIABLES The main items the municipalities are asked in the housing market survey were:

- > the demand and supply of state-subsidised rental housing (social housing) in the course of a year and on a certain date;
- > unoccupied state-subsidised rental housing;
- > the housing situation of certain population groups:
 - young people
 - students
 - elderly
 - the homeless and houseless;
 - the demand of right-of-occupancy housing (a new tenure status);
- > the demand and supply of state-subsidised owner-occupied housing;
- > other information on the housing situation in the municipality.

All these are indicators on the housing market situation in the municipality.

Concerning the homelessness survey, if an accurate figure for some groups of homeless or houseless is not available, the municipality is asked to give an estimate. The results of the survey cannot therefore be regarded as exact statistics or registration of homeless people. The decision to accept estimates if no accurate knowledge is available is an intentional one: if very accurate numbers were required, the task might be impossible and there would be a drop in the response.

The municipal authorities are asked to give the number of single homeless persons on the date of the survey according to the categories included in the definition of the homeless:

- > living outdoors;
- > living in night shelters, etc.;
- > living in institutional homes;
- > living in various institutions;
- > prisoners soon to be released who have no housing;
- > living temporarily with relatives or acquaintances.

From these, the total number of single homeless persons can be counted. The last group is families or other bigger households who have split up or are living in temporary housing due to lack of housing.

The municipal authorities are asked also some questions concerning the policy development to reduce homelessness "how has the municipality succeeded in providing housing for homeless and houseless people during the past year? What are the main measures taken by the municipality?". In the last question, the municipality is asked about the number of homeless and houseless people it has housed over a certain period, single homeless and families separately.

METHODOLOGY

The municipalities have, depending on their size and on their administrative structures, different structures for administrating and handling matters concerning the homeless, services for homeless people can be provided by different service providers. Also the ways municipalities, social welfare authorities and council housing associations collect data vary so much that they are not always comparable between each other. There may be overlapping: the same person may be counted twice.

Many cities and towns have a register of those living in hostels and shelters; in others the information is collected with the help of the social workers. The housing authorities request information from the social welfare authorities on the collection of data. Hostel residents are also taken from waiting list for council housing.

The results of the survey are therefore a combination of register data, exact statistics and estimates.

4. Comments

The survey made on this basis does not give answers to following questions: how long the duration of homelessness or houselessness is, whether there are large fluctuations in the course of a year and what are the reasons a person is without a home. Although some municipalities do try to collect data on this issue, the information has not been gathered on the level of the country.

The gender and the age of the homeless were not asked before 1996. In 1996, the number of young homeless people, too, was for the first time asked, especially for the purpose of the national report for the European Observatory on Homelessness. How many children homelessness affects in Finland yearly has not been estimated.

The definition seeks to limit the homeless to those who are already without a home: it does not include people under threat of eviction or people living in condemned buildings. It concentrates on the housing question. It has come through a lot of criticism because it does not class as houseless the young people forced to live with their parents for lack of a home of their own. Defining these young would have as a consequence that they would classify as housing applicants in urgent need of housing.

Sources: Most of the information are taken from an article published in "Coping with Homelessness: issues to be tackled and best practices in Europe", Avramov, 1996.

5. Latest Available Statistics

Homeless persons and families in Finland (November 2002)

	<i>Capital Region</i>	<i>%</i>	<i>Six growth Regions</i>	<i>%</i>	<i>Other parts of the country</i>	<i>Whole Country</i>
All single homeless	5560	58	7580	79	1980	9560
Outdoors	190	40	350	74	130	480
In shelters	1130	71	1280	81	300	1580
In institutions	440	32	1050	76	330	1380
Prisoners to be released⁽¹⁾	450	64	530	76	170	700
With relatives and friends	3360	62	4360	80	1060	5420
Single homeless women	1060	65	1380	85	250	1630
Single young homeless	820	50	1220	74	420	1640
Homeless immigrants	300	90	310	94	20	330
Homeless families and couples						
All	660	85	695	90	80	775
Immigrant families	205	98	205	98	5	210

Source: Tiitinen 2002, Tiitinen, 2003, Tiitinen & Ikonen 2002, Tiitinen & Ikonen 2003

⁽¹⁾ Refers to prisoners to be released within three months for whom no accommodation is available.

HOMELESSNESS STATISTICS IN FRANCE

1. Are there any official data on homelessness?

In France there is no regular official data collected on homelessness at national level.

2. On which level and by who?

INSEE, the National Statistical Office, carried out for the first time a survey in 2001 on homelessness for the whole country. The study focused on homeless people in soup kitchen and in night shelters in cities with more than 20,000 inhabitants.

FNARS, French member of FEANTSA, has been commissioned by the Ministry of Social Affairs to carry out a study called "veille sociale". This study is based on an analysis of all calls to the emergency helpline received in the course of one year.

The French Ministry of Social Affairs is also supposed to collect data on the clients in temporary shelters every three years. But the last study dates back from 1998. It is called Enquête Sociale (ES).

3. Methodology

3.1. DEFINITION A person was considered as homeless (*sans-abri*) at a given day if she/he had been in one of the two following situations on the previous day: staying in a shelter or sleeping in a place unfit for habitation (street, etc.). This definition of *sans-domicile* includes therefore refers to a wider concept than *sans-abri*: it includes people staying for a longer period like women in mother's refuge. However, this definition is also quite restrictive: it excludes people without housing who are forced to sleep in a hotel (at their expenses) or to sleep at friends/relatives or sleeping in insecure housing. People living in particular housing conditions (temporary settlements, mobile homes, etc) are also excluded from this definition.

3.2. FREQUENCY The INSEE survey took place one time over one week of January 2001. Veille sociale is a day-to-day collection of calls. Temporary shelters - Once every three years

3.3. VARIABLES

INSEE -
 Socio-demographic characteristics of homeless people (age, sex, family status)
 Place of stay
 Professional activity
 For clients of soup kitchen - Status (homeless, precarious housing, tenants)

3.4. METHODOLOGY The INSEE survey is based on a sample of 4109 homeless people. It was extrapolated in order to cover more or less the whole population. Veille sociale is simply based on the calls received by the all the centres (Observatoire des appels de veille sociale). They collect them for half of the French departments (excluding Paris) and integrate them to give a national picture.

FNARS collects all information about people who called the emergency helpline and combine them into a single study.

The Ministry send a questionnaire to all temporary shelters about their clients and then released numbers and trends.

4. Comments

The INSEE survey had a number of limitations:

- > interviews were only made with French-speaking homeless people
- > the survey only took place one time over a long period - no continuity
- > does not cover the whole homeless population.
- > Stock data - no prevalence

The Veille sociale study is only based on calls and not on persons. Impossible to know if the same person called several times. Moreover, the study allows a good understanding of the services but gives rather poor information about the clients.

The Social Study (Enquête Sociale) is only based on information from temporary shelters (CHRS), centre for mothers and emergency shelters. It excludes night shelters, and inevitably all people living in the street or at other people places.

5. Latest Available Statistics

It was estimated that a total of **86500 adults** over 18 had visited at least a night shelter or in a soup kitchen over the one week of the survey. It is expected that the real number is much higher. Among these users, 63500 were adults with-

out a private housing and 16000 minors accompanied them. 6500 people were housed as part of their asylum procedure.

- > For more info, see www.insee.fr

Homelessness in France

		Estimate
1. <i>Houseless in the narrow sense</i>	> People sleeping rough > People living in improvised shelters	5000 41000
2. <i>Houseless in the broad sense</i>	> People living in institutional accommodation (reception centres, hostels, social hotels) (excluding asylum reception centres)	54000
3. <i>No Fixed night-time residence</i>	> People living in B&B hotels > People living with third parties temporarily	51000 110000
Total		261000

Source: Maurel (2003) estimate made from separate sources of data (varying dates)

HOMELESSNESS STATISTICS IN GERMANY

1. Are official data collected on homelessness?

They are no nationwide official data on the extent on homelessness in Germany. For many years experts and BAGW (Bundesarbeitsgemeinschaft Wohnungslosenhilfe), the German Federation of service providers for homeless people have been asking for national and annual statistics on people in urgent need of housing which would provide data on a nationwide and continuous basis.

After intensive lobbying by BAGW and following the recommendations of a number of research projects the Federal Ministry of Housing took a first step to achieve such data by commissioning the Federal Statistical Office with a feasibility study. The results were published in 1998. This study took a rather broad definition of homelessness respectful of people in urgent need of housing. It was then narrowed substantially because of a lack of data and serious problems to generate such data.

However, this was a profound step forward that the national authority for official data has proved that annual statistics on homelessness would be feasible on a national and annual basis in Germany.

The federal statistical office also developed some pilot registration sheets and recommended to test them in another pilot project. This was done in 2000/2001 in the German Bundesland North-Rhine-Westphalia. The results of this feasibility test was again positive. But up to now no decision and no serious parliamentary initiative has been taken to introduce national homelessness statistics.

2. On which level? And by who?

So far, it is therefore only at regional level that official data on homelessness are collected. And only in some places: the region (Bundesland) Northrhine-Westfalie and Saxonia (East Germany) and the city of Berlin. However, they do not rely on the same definition of homelessness.

However, BAGW (Bundesarbeitsgemeinschaft Wohnungslosenhilfe) does produce annually a rough estimate on the scale of homelessness in Germany as a whole.

3. Methodological questions

3.1. THE DEFINITION The first feasibility study undertaken by the Federal Statistical Office (1998) was rather broad definition of homelessness and included all different categories of people in urgent need of housing. The main characteristic of all groups included in this definition is, that they are not provided with adequate, permanent accommodation and are not in a position to secure such accommodation without institutional assistance. The main characteristic of the different groups of homeless people is that they do not have their own permanent accommodation with normal rent contract.

This definition includes:

- 1) currently homeless people
 - > without dwelling and temporarily accommodated by municipalities and service providers in the voluntary sector
 - > sleeping rough
 - > in some form of accommodation facility which is not meant for human habitation and no institutional provision

- > temporarily staying with friends or relatives
 - > temporarily staying at commercial lodgings used as a remedy against rooflessness and paid for by the persons themselves
 - > because of lack of dwelling accommodated by institutions (care institutions, psychiatric hospitals, prisons etc.) longer than needed.
- 2) persons immediately threatened by homelessness
 - > Loss of current dwelling is imminent because of notice to quit by landlord, action for eviction or eviction order
 - > Discharge from prison is imminent and no dwelling available
 - > Discharge from other institution is imminent and no dwelling available
 - > Loss of current dwelling is imminent because of other reasons
 - 3) persons living in unacceptable housing conditions
 - > in exceptionally overcrowded conditions
 - > in dwellings with completely inadequate provisions
 - > in dwellings which are of unacceptable construction or hygienic standard
 - > with low incomes and excessive rent burden
 - > distress for health or social reasons
 - > in conflict-burdened tenancies.
 - 4) for information only: repatriates in temporary accommodation for repatriates
 - 5) for information only: asylum seekers

While accepting this definition as a starting point, the federal statistical office recommended that persons in unacceptable housing conditions should not be included in official statistics because they are no detailed and widely accepted criteria for defining unacceptable physical standards, overcrowding, rent burden, etc. It is also argued that it is not feasible to include those people who are homeless and not in temporary accommodation provided or paid for by institutions. Among those persons defined as threatened by homelessness there were also a number of subgroups which could not be included in official statistics because of a lack of data and serious problems to generate such data.

The result was that the federal office recommended to include in official homelessness statistics those homeless persons who were provided with temporary accommodation by institutions and those people who were officially registered as threatened by homelessness because of action of eviction for reasons of rent arrears. For these two groups regular documentation is available and it is feasible to collect those data for statistical purposes.

Since 1994 BAGW has annually been publishing estimates on the nationwide extent of homelessness in Germany. All these estimates are built up on the basis of an empirical study of an independent research institute (GISS Bremen) on behalf of the federal government which had also included an estimate of the number of homeless people in West Germany for 1992. The assessments of BAGW are based on the pretty same definition of homelessness which is used by the Federal Statistical Office (for group one: currently homeless people). The only difference is that BAGW assessment does not exclude any group on the pretext that they are difficult to assess.

3.2. THE METHODOLOGY The best instrument so far seems to be the annual survey of homeless people accommodated by municipalities in temporary accommodation in Germany's most densely populated Bundesland North Rhine-Westphalia. It is an annual one-day stock count carried through by all municipalities on behalf of the office of statistics in that state. The count does include all homeless people provided with temporary accommodation by measures of public order laws by 30th of June each year and thus cover those people accommodated by municipalities using legal measures under the laws on security and order (police laws) to prevent immediate rooflessness, as included in the definition of the federal statistical office. It does not include the (mainly single) homeless people in institutions of welfare organisations in the voluntary sector and further subgroups of the homeless like sharing with friends and relatives or sleeping rough. The statistics in Berlin are based on city district data of all homeless people provided with temporary accommodation by the city districts themselves or on their behalf. In Saxonia the regional Ministry of Social Affairs conducts an annual survey covering all municipalities and counties responsible for social assistance. The survey asks for the number of homelessness people without explaining in detail what definition should be used.

The estimates by BAGW take the results of the GISS-study of 1992 as a quantitative basis: a survey among 97 municipalities and stock numbers for a given day. The data are compiled in 3 sets: homeless people living in households with more than 1 person, single homeless and 'repatriates'. BAGW increased the stock number by 30% to account for "hidden homelessness" which was not covered in the study. An estimated number of homeless people was added to cover homelessness in East Germany as well and the total sum was converted into an estimate for annual prevalence of homelessness such reaching a total amount of 802,700 homeless people in Germany (including repatriates in temporary accommodation) during the year 1992. This number was eventually further adapted by estimated annual rates of upwards and downwards changes between 1992 and 2002. According to this assessment the estimated total number of homeless people during the year 2002 was 410,000 persons (including 80,000 repatriates), which reflects a fall of numbers by 50 per cent in ten years.

The estimate made by BAGW is very much based on approximations and a ten-year old data set, which obviously restricts the validity and reliability of the numbers provided. But up to now it has been the only source for an annually updated, national assessment of the quantitative extent of homelessness in Germany. It has been quoted repeatedly in governmental statements.

4. NGO-based national data collection on single homeless service users

After some hard lobbying from BAGW, the government decided to fund part of aggregation of the different software systems used by service providers in the voluntary sector to collect data on their (mainly single) homeless clients. This will enable further development of a harmonised collection of data on single homeless service users at national level.

In autumn 2003 the data available for the year 2002 will be collected. Due to the difficulties concerning the harmonisation of existing data collection systems, an estimated number of 70 social services might participate for 2002. BAGW expects about 100 services for 2003 and 150 for the year 2004. The long-term aim is to cover most of the 500-600 major NGO-services for the single homeless in Germany. The data will not allow estimates on the quantitative extent of homelessness, but will facilitate the analysis of the profile of an important sub-group of the homeless and changes in this profile over time.

Taken and updated from an article from Volker Busch-Geertsema "Latest evidence on the scale and extent of housing exclusion in Germany", GISS, Bremen, on behalf of the European Observatory on Homelessness (FEANTSA), May 2002.

5. Latest Available Statistics

Estimate of Homelessness in Germany

		2002
Homeless people without Aussiedler (repatriates)	Households with more than 1 person Single Homeless Total	180,000 150,000 330,000
Aussiedler (repatriates)		80,000
All Homeless Persons		410,000
	Range (± 10%)	370,000 - 450,000

Source: BAGW (Bundesarbeitsgemeinschaft Wohnungslosenhilfe),

HOMELESSNESS STATISTICS IN GREECE

There is an overall lack of reliable statistical data on homelessness in Greece as little systematic research in the field has taken place. Furthermore, there is no national-scale body dealing with the problem of homelessness and housing as such or co-ordinating research, and as a result, there is a notable shortage of available data on the subject.

The “National Chart of Welfare”, recently prepared by the Ministry of Health and Welfare, has been used as a source of data. This Chart is meant to be an inventory of social and health services catering for the diversified needs of vulnerable social groups throughout the country. However, there is still a lack of comprehensive data on the number, profile and needs of the users of services, both of the statutory and of the voluntary sector.

On the whole, most of the specialized data collection and research on homelessness in Greece has taken place within the requirements of FEANTSA, by the European Observatory on Homelessness. Thus, research on the nature, causes and extent of homelessness in Greece has been based largely on first-hand data collected specially for the Observatory.

National scale population surveys as well as available research data from the National Statistical Service (ESYE) and the National Centre for Social Research (EKKE) concerning the housing conditions of the population do not pertain particularly to the issue of services and the needs and profile of the homeless population in the country. However, some data from such research have been used in the present overview.

(Extract from Aris Sapounakis Report for Working Group 3)

Latest Available Statistics		
The homeless population in Greece by type of accommodation		
Type of accommodation	Estimated figure	Remarks
Roofless people	1000	approximate figure (Greeks only)
Urgent accommodation organised by the state	280	approximate figure (Greeks only)
Urgent accommodation provided by the voluntary sector	2000	approximate figure
Boarding houses	500	little research available
Squatters	1000	very little research available for all kinds of squatting
Roofless immigrants, asylum seekers, refugees	8000 (of which 3000 in refugee camps)	Includes initial urgent accommodation of undocumented immigrants
Institutions, asylums etc	3000	approximate figure
Marginal accommodation	Not known	little research available
Forced cohabitation	Not known	
Substandard housing	Not known	little research available
Total	17000	approximate figure

Source: Data collected for the European Observatory through first-hand survey (August 2003)

HOMELESSNESS STATISTICS IN IRELAND

1. Are there official data collected on homelessness?

A statutory assessment of the number of homeless persons in the country is carried out every three years under the Housing Act, 1988. The assessment is carried out in conjunction with a national assessment of the need for social housing, also carried out every three years.

2. On which level? By who?

The assessment is carried out by Local Authorities in co-operation with housing associations and health boards. The assessment of need for social housing takes place on a given day usually at the end of March. However, due to the complex nature, composition and lifestyle of homeless households the assessment takes place over the course of a week. It normally involves a survey of homeless households on local authority waiting lists, those using day centres for homeless people and those accessing emergency and homeless accommodation during that week. The week-long assessment also includes a one night street count of rough sleepers, usually in the urban areas.

The most recent assessment was compiled nationally at the end of March 2002

One month's notice of the assessment from local authorities to voluntary bodies is required under legislation. This enables housing associations to be involved in the assessment and to bring forward households that they are aware of. Local authorities will work closely with housing associations in the identification and assessment of homeless people. There is also liaison through the Homeless Fora in each local authority area.

The situation in Dublin where there is the greatest incidence of homelessness in the country is different. The assessment of homelessness is carried out by the Economic and Social Research Institute. There is more detailed information collated in this survey and therefore there is greater knowledge on the problem of homelessness in Dublin. Also the rough sleeper count is carried out more frequently than every three years, usually on an ad hoc basis.

3. Methodological questions

DEFINITION Under Section 2 of the Housing Act, 1988 a person shall be regarded as homeless by a housing authority if -

- (a) there is no accommodation available which, in the opinion of the authority, he could reasonably occupy, or
- (b) he is living in a hospital, county home, night shelter or other such institution because he has no accommodation as referred to in the previous point.
- (c) and he is in the opinion of the authority, unable to provide accommodation from his own resources.

Therefore, the definition covers not only people without shelter but also people living in hospitals, county homes, night shelters who have no suitable alternative accommodation. A night shelter includes hostels, refuges, B&B accommodation as well as shelters. Long term residents of a hostel shall also be included as homeless in the assessment. Those who are no longer able to occupy what would be suitable accommodation due to domestic violence come within the scope of the definition.

With regard to people in Health Board accommodation, it is a matter for each local authority to determine whether they are homeless on the basis of information provided by the Health Board. People who are homeless and under the age of 18 will not be included except for certain circumstances (e.g. where they have children).

The inclusion of certain categories were expanded in 1999 Assessment to give a wider scope to the definition of homeless.

VARIABLES Different data is collected in the Homeless Assessment to the general housing needs assessment.

In the assessment of homeless information is collected on:

- > Number of households
- > Household type (e.g. single, family breakdown)
- > Current accommodation circumstances (e.g. sleeping rough)
- > Gender breakdown
- > Accommodation needs

In Dublin the survey carried out is more thorough and seeks additional more information such as duration of homelessness, country or origin and accommodation types used that week.

FREQUENCY The assessment is triennial. The most recent assessment was March 2002.

METHODOLOGY The Department of Environment and Local Government issue guidelines on the assessment. However the methodology will vary according to each local authority's interpretation and implementation usually depending on resources and perceived size of the problem. Rural local authorities would not carry out a rough sleeper count in rural towns for example.

The methodology can be briefly summarised as the use of a survey questionnaire and interviews carried out by local authorities in co-operation with housing associations. The methodology for Dublin is very well developed and is based on the use of a survey questionnaire.

4. Comments

While the assessment of homelessness is very welcome and useful there are major concerns over the timeliness of the data collected. The information is only updated every three years and it usually takes up to a year for it to become available nationally. The use of the data is therefore inherently limited by this.

There are similar concerns over the three year assessment of those in housing need. The availability of up to date data on homelessness and housing need would be far more advantageous for the planning of services for homeless persons.

The accuracy of the data across local authorities also comes in for criticism and there are many questions in relation to the implementation of the assessment. There has also been criticism of accuracy of the one night street count which is important in terms of knowing the number of rough sleepers.

5. Latest Available Statistics

	1991	1993	1996	1999	2002
Cork CC	303	257	308	335	439
Dublin CC	1,351	1,617	1,447	3,640	4,060
Galway CC	97	126	54	144	181
Limerick CC	80	78	37	123	96
Waterford CC	75	11	62	69	84
Sub-total	1,906	2,089	1,908	4,311	4,860
Percentage of Total	69.3	78.3	76.3	82.4	87.1
All Other LAs	845	578	593	923	721
Overall Total	2,751	2,667	2,501	5,234	5,581

HOMELESSNESS STATISTICS IN ITALY

1. Are official data on homelessness collected?

There are no nation-wide official data on homelessness in Italy.

Apart from local studies the most recent systematic study on the homeless is that commissioned by the *Commissione di indagine sull'esclusione sociale* on the "no abode".

Some (though few) Regions have organised Observatories on immigration which may collect regular (survey) information on living conditions of immigrants including housing. Some larger municipalities have Observatories on housing which may also cover some aspects of homelessness.

2. On which level? By who?

National Level. The *Commissione di indagine sull'esclusione sociale* (carried out by the Zancan Foundation of Padua).

3. Methodological questions

DEFINITION The survey was based on a "strict definition" of the phenomenon:

"Only those who at the time did not have a permanent roof over their heads, even in the form of a hostel or protected accommodation were included among the no abode. Consequently the only persons included are those who spent the night of the survey (14 March 2000) on the streets or in parks or in the so-called low threshold accommodation, which is to say in dormitories that offer a bed to sleep in and a shower for short periods of time but which do not require and do not allow any participation in daily routine".

VARIABLES See Tables Below

FREQUENCY One off survey undertaken in 2000. No known plans to repeat the survey.

METHODOLOGY The survey employed a *s-night* approach (a count of persons on the street on a particular night and who sleep in a first level dormitory on the same night).

Firstly the areas in which the survey was to be conducted were identified distinguishing between local authorities with more than 250,000 inhabitants, those with populations of between 50,000 and 250,000 and social and health services districts - i.e. groups of local authorities - with a population of less than 50,000 inhabitants. Then, using information supplied by local informants, places were selected in the areas where the count could be taken and 2,668 of the 5,000 persons counted were interviewed.

The no abode: estimate of the phenomenon by geographical area and by size of local authority

	Persons counted	National estimate
Large local authorities	2,369	5,470
Medium local authorities North East	79	685
Medium local authorities North West	104	1,580
Medium local authorities Central Italy	40	880
Medium local authorities South	-	150
Small local authorities North East	39	2,255
Small local authorities North West	3	187
Small local authorities Central Italy	34	2,603
Small local authorities South	-	-
Partial total	2,668	*13,800
	Persons counted in low threshold accommodation	National estimate
Large local authorities	2,041	2,560
Medium local authorities	88	429
Small local authorities	6	138
Partial total	2,135	*3,100
Total	4,803	*17,000

* On the basis of this data and "a complex calculation of weightings of the different areas and of the probabilities of underestimating due to difficulties in the count", the researchers reached an estimate of approximately 17,000 persons of no abode (according to a strict definition) present in Italy, heavily concentrated in the largest local authorities".

4. Comments

This estimate is very different (much lower) from previous estimates based on research studies and the opinions of social workers, but this - at least partly - is due to the definition and the methodology employed

5. Summary of Latest Statistics

The main characteristics of the no abode population in Italy according to this survey are:

The no abode: sex and age		
		%
Male	2.126	80,8
Female	480	18,2
Other	26	1,0
Total	2.632	100,0
To 27 years	362	15,5
28-37	722	30,9
38-47	539	23,1
48-57	374	16,0
58-64	204	8,7
65 years and more	127	5,8
Total	2.338	100,0
The no abode: marital status		
		%
Single	981	53,2
Married	403	21,8
Separate/divorced	333	18,1
Widow/widower	108	5,9
Other	19	1,0
Total	1.844	100
824 no answer		
The no abode: education		
		%
None	112	7,1
Primary school	538	34,2
Secondary school	529	33,7
High school	278	17,7
University	61	3,9
Other	53	3,4
Total	1.571	100,0
1.097 no answer		
The no abode: nationality		
		%
Italian	1.281	53,8
Foreigner	1.085	45,6
Stateless	15	0,6
Total	2.381	100,0
287 no answer		

The no abode: night accommodation by nationality (%)			
	Italians	Foreigners	Total
Dormitory, hostel, shelter	34,5	29,4	32,1
Uninhabited house, shack	7,8	19,7	13,3
Temporary emergency accommodation	3,5	5,0	4,2
Station, rail coach, automobile	24,2	15,4	20,2
Street, park	24,6	23,9	24,3
Other	5,4	6,6	5,9
Total	100,0	100,0	100,0
1190 no answer			

HOMELESSNESS STATISTICS IN LUXEMBOURG

1. Are official data collected on homelessness?

There are no official data on homelessness in Luxembourg. The existing data are only available on a project-basis.

2. On which level? By who?

The only data available are collected by a series of different service providers (for drug-addicts, homeless people, etc.) under the framework of an EQUAL project. The project started in 2001 and is now finishing. One of the outcomes is a database on service clients through which the different services will be able to share information.

3. Methodological questions

3.1. DEFINITION This database does not only focus on homeless people though they are part of the priority group. The database includes information about all clients visiting a centre participating to the project. It is therefore not based on any definition of homeless people.

3.2. VARIABLES The database contains data on 6 big domains:

- > Personal information (name, nationality, language)
- > Housing
- > Health
- > Family and social
- > Income
- > Work

For each of them, the service providers distinguish between the state of art in this domain, the needs of the client in this domain, his/her priorities, the possible way to go forward (social strategies).

3.3. FREQUENCY Each new entry.

3.4. METHODOLOGY Each organisation participating into the project (one working with homeless, one with drug addicts, and one with ex-prisoners) enters data each time they accept a client. They interview the new client and they register these data on the database that they commonly share in order to ensure a better follow-up of their client.

4. Comments

Caritas Luxembourg (member of FEANTSA) is now trying to have the legal permission to share information through the database. They will also look at the possibility to continue the project.

5. Latest Available Statistics

Table 11 Summary of Service Use for homeless people in 2002

Service	Roofless	Homeless Shelters	Supported Housing
Caritas Centre d'Accueil et de Solidarité	200-1000 ⁽¹⁾	61 beds occupied permanently 600-700 ⁽²⁾ different clients in 2002	69
Structures CNDS			108
Foyer Openthalt (Vollekskichen)			68
Jongenheem			94
Jugend an Drogenhëllef / Projet "Niches" et Maisons de postcure à Neudorf			30
Femmes		182 women and 225 children	217 women and 235 children
Wunnengshëllef			123
Total	200-1000	1118⁽³⁾	944

⁽¹⁾ From Mr Kneip in the article of Jos Telen, "Caritas accueil et Solidarité asbl", Tageblatt, 9/10 August 2003

⁽²⁾ According to Mr Kneip, in 2002, 600-700 different clients found a roof in the Centre d'Accueil et de Solidarité; Source: Laurent Graaf, "Jung und ganz unten", Newsletter, 05/02/2003, p.30

⁽³⁾ 700+600/2=650

HOMELESSNESS STATISTICS IN THE NETHERLANDS

1. Are there any official data on homelessness collected in this country?

There are no official data on homelessness in the Netherlands but there is a system called KLIMOP - Client Information System - that collects information on clients admitted to shelter facilities throughout the Netherlands.

KLIMOP was launched in 1994 by the Ministry of Health who financed the development and setting up of a client registration system that could be administered in the different locations of the shelter facilities sector. The reason for this development at that time was that from 1994 the national government was no longer responsible for the provision of shelter facilities for socially vulnerable people. Instead this responsibility was decentralised to local authorities. Federatie Opvang, the national federation of shelter facilities, is responsible for the registration system and it co-ordinates contacts with the Department of Health, the local authorities, insurance companies and other care takers.

The KLIMOP system consists of two parts: one part is meant for national registration and does not contain personal information; part 2 is meant for the institution and can be used in treating clients, setting the institution's own goals and related activities.

2. On which level and by who?

Since 1994 a sample of all shelter facilities throughout the Netherlands affiliated to Federatie Opvang have registered their data on their clients on the KLIMOP system. These shelter facilities include women's refuge centres, general crisis centres, evangelical crisis centres and shelters for the homeless.

The data is then aggregated to provide annual national data on clients applying to and admitted to shelter facilities.

3. Methodological questions

Data on persons that apply for help, on persons admitted to the institution and on persons who have left the institution are registered. For each of the various fields of care, separate modules have been developed, each with their own set of questions.

The KLIMOP system was ready for use in 1994. Institutions registered data of applicants and admissions to the institution with the help of the automated system. By the end of the calendar year these data are sent in electronic form to the national office for further handling.

DEFINITION No definition as such since the system is open to all people who apply for a place in shelter facilities. Amongst those three distinct groups can be discerned: homeless people, people in a psycho-social crisis of which some are homeless and women experiencing domestic violence (and their children).

FREQUENCY Data are collected on every individual who applies for a place, who is admitted and who leaves the shelter facility.

VARIABLES Three kinds of questionnaires are subsequently to be filled in when a client applies, is admitted and departs from an institution. Additional data of a personal nature (names, addresses and contact numbers) are not available nationally but are collected for administrative purposes.

The questionnaires are highly pre-structured, giving a limited set of possible answers categories. The data on application is as follows:

- > Registration number;
- > Personal code of the staff member who fills in the form;
- > Time and date of arrival;
- > Last residence;
- > Last address and postal code;
- > Client's name/surname;
- > Sex;
- > Reasons for not admitting the applicant (among 20 choices).

When an applicant is admitted, an admission form is completed with questions regarding:

- > Last institution client was in during the last 12 months;
- > If applicable, date of last departure;
- > Who sent client: list of services and institutions including police, relatives, housing associations, etc.
- > Main problem at time of arrival with a maximum of 2 (among 11 choices)

After having chosen the primary problem(s), a choice can be made of a maximum of three secondary problems from the same list. The following information is also sought:

- > Source of income: no income, social benefits, wages, help from relatives/parents/student grants;
- > Gross income per month in three classes (under modal, modal, above modal);
- > Highest degree of education attained;
- > Client's native country, client's father's native country, client's mother's native;
- > Ethnic category.

When leaving the institution, another list is filled in, giving treatment, sometimes a more detailed description of the problems first stated at the time of admission, reasons for departure and next residence.

4. Comments

The system does not identify unique clients and therefore the national figure over-estimates the number of clients. Further, not all shelter facilities in the Netherlands are registered with KLIMOP system. Because of these flaws, a new registration system is being developed. It is assumed that this system will be in use on a wide scale in 2004.

5. Latest Available Statistics

**Capacity and Registration Data of Users of Shelter Facilities
Affiliated to Federatie Opvang (Netherlands): 2001**

Type of Shelter Facilities ⁽¹⁾	Capacity Nos. of Places	Applications ⁽²⁾	Admissions ⁽²⁾	Clients (Children) Present on 1/1/2001
Homeless Shelters (Residential)	3206	8166	1905	3200 (51)
General Crisis Shelters	844	22931	5261	1865 (347)
Other Shelter Facilities, Supported Housing	1436	1183	725	992 (93)
Female Shelters (Residential)	1780	18249	3766	890 (124)
Female Shelters Supported Housing	331	297	161	156 (124)
Total	7597	50826	11818	7103 (1541)

⁽¹⁾ Shelter facilities affiliated to Federatie Opvang

⁽²⁾ Figures include double counting

HOMELESSNESS STATISTICS IN PORTUGAL

1. Are official data on homelessness collected?

There are no nation-wide official data on homelessness collected in Portugal. However, since October 2001, there is the possibility to resort to the data collected by the National Emergency Line (144) which is a service directly depending on the Ministry of Labour and Social Security. This service collects information regarding the number of emergency calls received at the national Call Centre regarding different problems, one of which is homelessness.

2. On which level? By who?

Apart from the National Emergency Line data the only available information on homelessness is the one collected by service providers (NGO's and municipalities). The data collected only refers to their users. Apart from one NGO - AMI (Assistência Médica Internacional) - which covers several regions in the country, the other available data has a local character. The municipality of Lisbon launched a survey on the homeless population in the city of Lisbon in two consecutive years (1999 and 2000), which has now been interrupted.

3. Methodological questions

DEFINITION The data from the National Emergency Line is collected by the different district teams according to a typology of "emergency problems". Homelessness is one of those problems. Although there is no official definition of homelessness, the only situations considered under homelessness are those relating to rooflessness. The typology used includes: homelessness, domestic violence, rape, lack or loss of autonomy, eviction, abandon and others. All these situations fall under two main categories. "social emergency situations - all breakdown situations, vulnerability and lack of protection which may represent an actual, present or pending danger for physical or psychological integrity; crisis situations - defined as events in life, the intensity of which is such that they provoke changes both at the individual and the family level. Crisis situations are periods of greater instability which demand a readjustment to the changes occurred and which are assumed and recognised as such by the individual and family, who ask for help.

VARIABLES The data includes the number of processes, the region (district) where the call for help was registered, the number, age, and gender of people who asked for help and the type of answer provided by the services.

FREQUENCY The data made available by the National Emergency Line has monthly registers.

METHODOLOGY *No other information available.*

4. Comments

The absence of official statistics on homelessness has been counterbalanced by a growing number of specific surveys on the homeless, carried out by institutions working with this population. The objectives guiding these surveys are purely instrumental - a better knowledge leads to a better action - and, thus, the information produced has led to the identification of some main characteristics of the target population (gender, age, professional situation, education level, place of birth, etc.)

From the perspective of the user, the collected information presents some problems, at different levels: in collecting the information, given the diversified sources of data and the need to contact different institutions to have access to the data; in comparing data from different sources (which is difficult - and in some cases impossible), given the diversity of criteria used and in producing useful secondary data analysis based on such scattered information.

The 2003-2005 Portuguese NAP includes as one of its measures the production of a diagnosis on the situation of the homeless (understood as roofless) and on the support given by institutions to be concluded until the end of 2004. Thus, it should be expected that this might have a positive impact on the collection of data and on highlighting the existing potential and limitations of the actual situation of statistics regarding homelessness in Portugal.

5. Latest Available Statistics

AMI users in the different cities (2002 Statistics):

- > The number of homeless individuals attending AMI centres
- > 708 cases in 2001 to 1017 in 2002

National Social Emergency Line (telephone nº 144)

April 2002 to March 2003, 7129 emergency responses have been provided
 > homelessness accounted for 30% of the total cases and comprising 1248 persons in emergency situations.

Provision of support to the homeless population in Lisbon

Type of equipment/service	Unit	2002	2003 (first three months)
Provision of meals	Nr. of users	546	627
	New users	126	196
Personal hygiene	Showers	1851	558
	Clothes	105	135
	Laundry	95	113
Occupational Atelier	Nr. of users	451	267
Street team	Nr. of people contacted	365	158
Social Emergency Service	Nr. of new users	577	195
Night shelter (CANG)	Nr. of users	87	102

Source: Santa Casa da Misericórdia de Lisboa, Gabinete de Prospectiva e Planeamento

HOMELESSNESS STATISTICS IN SPAIN

1. Are official data collected on homelessness?

No. The only data available at the moment come from studies, surveys and reports the majority of which are local or regional studies.

2. On which level? By who?

The Ministry of Social Affairs and the Regional Governments, which are the institutions that hold the responsibilities in Social Services, do not offer any official data on homelessness. In their annual reports, only the most important municipalities gather the data concerning the activities carried on with public shelters, and occasionally from private centres if officially funded.

Considering that the majority of the centres providing services to the homeless (shelters, soup kitchens/meal distribution programs, etc.) are privately administrated (86%) and 75% depend on the Catholic Church, a good proportion of the information is available in the annual reports of the religious institutions. The most important among these, and the only one offering data in a nationwide scope, is *Caritas*. Nevertheless the data of their intervention are not filtered and hence duplication occurs, taking into account the extreme mobility of part of the homeless population. It is therefore difficult to obtain an accurate assessment of the actual profile of the problem. At this moment, the *Caritas diocesanas* Confederation is involved in an ambitious project of computerization that progressively will be implemented and could be the main source of information in the future.

3. Methodological questions

3.1. THE DEFINITION There is not a shared definition of homelessness. Generally speaking, there we find certain tension between the proposals that academics present, which are closer to the international standards, and those that most professionals working with the homeless use. Homeless agencies commonly use definitions linking homelessness with social deviation and marginality of individuals rather than policy issues related to accommodation availability, unemployment, lack of material and relational resources, or to the deficiencies in social policy.

3.2. THE VARIABLES From the results of some local studies, and the last national study carried out four years ago, we can give some estimates of the socio-demographic characteristics of the strictly homeless population (roofless or living in shelters). Approximately 15% of the homeless population are women; the average is 40 years old; 60% are single and 30% divorced or separated; 23% have problems with alcohol, 20% have problem with other drugs; 12% have severe mental illness. The largest change in data over the last years refers to the foreign population among the homeless, with the upcoming presence of non-EU immigrants, the percentage varies in different services depending on the restrictions that they adopt to attend them, but in a national scope we estimate that foreigners may represent a 40% of the population using services intended for the homeless.

3.3. THE FREQUENCY Given that we are using data coming from isolated studies, a predetermined frequency does not exist. As far as information comes from annual reports of public institutions (municipalities or social entities) they use to have annual periodicity.

3.4. THE METHODOLOGY The methodology consists of surveys directed to homelessness, using strategies of sampling that try to minimize the slopes, giving different weight to the sample over type of centre and/or frequencies of use.

Data coming from annual reports refer to registered clients, gathered during the process of intervention and social work. At this moment there is no unified data-base gathering information coming from the diversity of centres across the whole country. Laws on data protection on personal information make very difficult to think that an integration could be done in a short term, for example using a common code as the national ID card. Due to this fact the accessibility to information must be in relation to each centre or institution.

4. Comments

There are major difficulties to obtain and integrate data from the social services, due to decentralization of the public administration over the 17 Regional Governments holding responsibilities in this respect. It should also be noted that there is an almost complete lack of connection between social statistics and statistics on housing.

Statistics on housing are given by the Ministry of Public Works and the Economy (<http://www.mfom.es>) and almost exclusively refer to the buildings, without any other social data; for example they offer information about constructed houses and houses under construction with the different type of grants, the square meter prices, the prices of construction materials, among other.

Until the present time there has been no involvement of the national agency of statistics (INE, <http://www.ine.es>) in the collection or collation of homelessness statistics. This could be beginning to change and at this moment there is a European project connected to Eurostat and the INE will launch a survey ("Survey on homeless people (Centres)") with fieldwork planned for November and December 2003. This survey has been included in the National Plan on Statistics 2001-2004 through the Year Statistical Planning 2003 (approved by R.D. 549/2003 the 9th of May). This means that, according to Spanish legislation on statistics, it is mandatory to answer the questionnaire. It will be a postal survey aimed at the managers of the centres, gathering information on the general and specific characteristics of the homeless in Spain.

HOMELESSNESS STATISTICS IN SWEDEN

1. Are official data on homelessness collected?

There are no regular nationwide official data on homelessness in Sweden. In 1999, the National Board of Health and Welfare (*Socialstyrelsen*, henceforth: NBHW) conducted a national counting of homeless people through a survey sent to, among others, local social authorities, emergency hospitals, criminal institutions, charity organisations and treatment institutions for substance abusers. The results were published in January 2000.

Since 1998, NBHW counts the number of adult individuals (21 years old or more) who on a certain day each year are receiving institutional care or "housing assistance". The latter includes "group housing, category housing, lodging homes, emergency homes/flats, shelters, training flats, transitional flats, hotels and rental contracts where the local social authority is the landlord" (NBHW 2001, p. 5). However, some group homes, lodging homes and shelters are formally recorded as institutions and are therefore put under that label, together with those who stay in treatment institutions.

On the request of the Committee for the Homeless, NBHW since 2000 has added items in its annual housing market survey

2. On which level? By who?

National level; the National Board of Health and Welfare (*Socialstyrelsen*)

3. Methodological questions

DEFINITION Homelessness was defined as lacking any owned, rented or sub-leased dwelling and not being permanently lodged in somebody else's home, but having to rely on temporary housing solutions or sleeping rough. People staying in institutions were included if they were intended to move out within three months but lacked any dwelling to go to. Individuals staying temporarily with acquaintances were considered homeless if they "due to their homelessness had been in touch with the respondent during the week of counting" (*ibid.*, p. 123).

VARIABLES Except for date of birth, initials of the name, and sex - through which double counts were excluded - the questions concerned:

- > national origin
- > present housing situation and its duration,
- > time being homeless,
- > main source of income,
- > possible underage children,
- > what measures had been taken,
- > what problems the individual had that required care or treatment,
- > predominant kind of substances being misused by the individual,
- > what, according to the respondent, was the main cause of each individual's homelessness.

FREQUENCY One off Survey in 1999 - no known plan to repeat the survey. The Housing Assistance Survey is annual since 1998.

METHODOLOGY Respondents were asked to fill in a form for every homeless client during a certain week in April 1999.

4. Comments

In its partial report (SOU 2000:14) the parliamentary *Committee for the Homeless* critically reviewed the NBHW-mapping and underlined that more research and long-term investigation are needed to improve the knowledge base on homelessness. It also suggested that NBHW be commissioned to gather relevant information on the conditions for other people with vulnerable positions on the housing market, and especially to examine the living conditions of evicted people. In its final report, published in December 2001 (SOU 2001:95), the Committee proposed that NBHW would count homeless clients at least every third year. However, neither this kind of mapping nor any extended count or investigation to assess homelessness scope and trends have been planned by this authority for the year 2002, and there is (to my knowledge) as yet no decision taken on such studies in the future.

5. Latest Available Statistics

People receiving housing assistance (on a given day) in Sweden under the Social Services Act

	2000	2001	2002
Substance abusers			
housing assistance	5756	5628	5926
vol. institutional care	3489	3182	3084
Other adults			
housing assistance	5260	6101	6704
vol. institutional care	1188	1227	990
Total housing assistance	11016	11729	12632
Total housing + vol. inst.care	15639	16138	16706

Sources: Parts of Tables 3 and 18 in NBHW 2000, 2001, 2002 and 2003, respectively
(Refers to recipients on 1st November; housing for elderly and disabled excluded).

HOMELESSNESS STATISTICS IN THE UK

1. Are official data collected on homelessness

The official data set comprises returns made by local housing authorities with respect to their duties under the homelessness legislation. Local authorities in England, Scotland, Northern Ireland and Wales all return statistics to their respective Central Government Offices, which then publish summary statistics. Due to differences in methods of collection and timing of publication, there is no national data set published by Government.

Separate official Rough Sleeping counts are undertaken in England and Scotland, though methods and results are a matter of some debate. Some individual local authorities and voluntary organisations undertake independent counts of people sleeping rough.

2. On which level and by who?

As noted above, data are largely collected by local housing authorities and published by central government. Data is generally available at local authority level (regional level in England) and in summary 'national' level form for Scotland, England, Wales and Northern Ireland.

3. Methodological issues

DEFINITION The UK legal definition of homelessness has remained largely unchanged since 1977, although there have been changes to guidance and then the law on precisely which groups should be considered to have a priority need for housing.

VARIABLES Applications made under homeless persons legislation. Decisions made by local authority regarding allocation to priority or non-priority need and outcome of decision
Records demographic and household variables. Reasons for application and living circumstances

FREQUENCY The official statistics record applications for assistance with housing under the legislation, and have been recorded since legislation was introduced in 1977. Hence a key strength of the UK data is that it represents a long-term data set showing trends in applications to local authorities and action taken by housing authorities over more than 20 years. Further, to a large extent the data reflects households' own perception that they are homeless and in need of assistance. Data are continuously recorded as applications are made but publication is quarterly and annual prevalence figures.

METHODOLOGY The official data set comprises returns made by local housing authorities with respect to their duties under the homelessness legislation. Local authorities in England, Scotland, Northern Ireland and Wales

Weaknesses in the data set include the differences in methods across the UK municipalities which preclude a simple summary of UK wide statistics. Recent divergence in legislation means this issue is unlikely to be resolved. Further, the statistics provide no record of those who may experience homelessness, but do not make an application to their local authority. Research over the years has also indicated variation in interpretation of both

the law and the statistical monitoring by local authorities in areas of discretion. Local housing registers/waiting list data may contain useful additional information on people who are houseless or insecurely or inadequately housed, but data are not summarised/published at a national level.

The Scottish system has recently been overhauled to provide more detail and for faster publication. UK homelessness statistics are largely available online through government web sites.

4 Comments

In working towards an EU-wide operational definition of homelessness, the UK data set will have some limitations. For example, those 'living in a public space' can be estimated through official RSI counts in England and Scotland, though the accuracy of these remains contested. Similarly, the number of people staying in night shelters would be extremely difficult to estimate from published UK statistics. While there may be some national estimate of night shelter places (though not part of the official statistics), there is also the issue of movement in and out of different accommodation to consider. A proportion of homeless applicants recorded in the official statistics may well have stayed in a night shelter prior to applying for assistance, but the data set does not lend itself readily to estimating this population. In order to provide UK estimates for all categories of the emerging EOH operational definition of homelessness, or indeed for the existing FEANTSA definition of homelessness, it would be necessary to look beyond the official data set.

5. Latest available statistic

Summary of Homelessness Statistics for the United Kingdom

Year	England 2002/03	Scotland 2002/03	Wales 2001/02	N Ireland 2002/03
Applications ⁽¹⁾	269,940	50,917	13,982	16,426
Acceptances ⁽²⁾	124,880	26,933	5,333	8,580
Temporary Accommodation ⁽³⁾	90,680	5,496	1,309	n/a

⁽¹⁾ Applications as homeless under Homelessness legislation
⁽²⁾ Unintentionally homeless and in priority need
⁽³⁾ Homeless households in temporary accommodation (at end of quarter)