

2006

Fifth Review of Statistics on Homelessness in Europe

Bill Edgar and Henk Meert
in collaboration with the correspondents
of the European Observatory on Homelessness

November 2006



European Federation of National Organisations Working with the Homeless

This report is based on the 22 national statistical reviews produced in 2006 by the National Correspondents of FEANTSA's European Observatory on Homelessness. These national reviews can be downloaded from FEANTSA's website www.feantsa.org.

Feantsa is supported financially by the European Commission. The views expressed herein are those of the authors and the Commission is not responsible for any use that may be made of the information contained herein.

ISBN: 9789075529616

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*This volume is dedicated
to the memory of Henk Meert,
an esteemed colleague and friend,
who died on 20 October 2006.*

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Acronyms Used

B&B	Bed and Breakfast
BAG W	Bundesarbeitsgemeinschaft Wohnungslosenhilfe e.V.
BAWO	Bundesarbeitsgemeinschaft Wohnungslosenhilfe
CAPI	Computer Assisted Personal Interviewing
CBS	Centraal Bureau voor de Statistiek
CHRS	Centres d'Hébergement et de Réinsertion Sociale (Centres for Accommodation and Social Reintegration)
CNIL	Commission Nationale Informatique et Libertés (National Commission on Data Protection and Privacy)
CNRS	Centre national de la recherche scientifique
DCLG	Department of Communities and Local Government (UK)
DGAS	Direction Générale des Affaires Sociales (General Directorate of Social Affairs)
DPM	Direction de la Population et des Migrations (Directorate for Population and Migrations)
DREES	DREES: (previously SESI): Direction de la Recherche, des Études, de l'Évaluation et des Statistiques (Directorate for Research, Studies, Evaluation, and Statistics, the statistical services of the Ministry of Health and Social Affairs)
ESF	European Social Fund
FEANTSA	Fédération Européenne d'Associations Nationales Travaillant avec les Sans-Abri (The European Federation of National Organisations Working with the Homeless)
FINESS	National database of establishments in the health and welfare sectors (France)
FIO.psd	Federazione Degli Organismi per le persone senza dimora
FNARS	Fédération nationale des associations d'accueil et de réinsertion sociale
HIFIS	Homeless Individuals and Families Information System
HMIS	Homeless Monitoring Information System (USA)
INED	Institut national des études démographiques
INSEE	Institut national de la statistique et des études économiques
ISTAT	Istituto Nazionale di Statistica
MOLSA	Ministry of Labour and Social Affairs (Czech Republic)
NAPs/Incl	National Action Plans Against Poverty and Social Exclusion
NRW	Land of North Rhine-Westphalia
NBHW	National Board of Health and Welfare (Sweden)
RSI	Rough Sleepers Initiative
SAW	Steunpunt Algemeen Welzijnswerk vrz
Y-Foundation	Y-säätiö Foundation

1 Introduction

1.1 Purpose of the Report

This report builds upon earlier reviews of homelessness statistics which have focussed on developing the ETHOS typology as a conceptual and operational definition of homelessness and housing exclusion and have examined the available data on homelessness. The aim of this report is to examine the approaches adopted to the measurement of homelessness across Europe in relation to this operational definition of homelessness and housing exclusion. The report focuses on two related aspects; first to examine the approaches to data collection by national (or regional) authorities and second to consider the measurement issues involved and how these are approached in each country. This understanding is then used to discuss the factors involved in improving the capacity of national authorities to measure and report on homelessness in a consistent and comprehensive manner.

1.2 ETHOS definition of homelessness and housing exclusion

The ETHOS typology is developed and explained in previous editions of this review. Our approach to developing the typology has been to move from a conceptual model to an operational definition and to review and revise the generic definitions in order to produce a typology that can be used to allow comparison across Europe as well as being applicable at national level. This third stage in the development of the typology is to consider the issues involved in measuring each of the generic categories of the definition. This will allow further refinement and revision of the typology. It will also allow a benchmark for mutual learning in relation to data collection on this important and sensitive policy arena.

The ETHOS typology is contained in Appendix 2.

1.3 Improving the capacity of national authorities to measure homelessness

The EU social inclusion strategy was launched by the European Council of Lisbon in 2000, to improve the fight against poverty and social exclusion. Within this framework, common objectives were agreed on by all EU countries to stimulate coordinated national policy developments in this area. Progress towards reaching these common objectives has been monitored through regular reporting on national policies in the National Action Plans on social inclusion (NAPsIncl). These common objectives included promoting access to housing and preventing homelessness, and indeed homelessness has emerged as one of the societal problems outlined in the NAPsIncl, and national policies have been developed over the last few years to tackle this problem.

The EU social inclusion strategy has now been merged with two other separate strategies on pensions and health to form a single strategy on social protection and social inclusion. In March 2006, the European Council adopted the new framework for the social protection and social inclusion process. In this revised framework, three new social inclusion common objectives were adopted including "ensuring access for all to the resources, rights and services needed for participation in society, preventing and addressing exclusion, and fighting all forms of discrimination leading to exclusion."

In the context of the open method of coordination, the 2002-2006 Community Action Programme has contributed to supporting cooperation between the European Commission and the Member States to enhance the effectiveness and efficiency of policies to combat social exclusion, including homelessness, by:

1. Improving the understanding of homelessness through research commissioned on themes such as access to housing for immigrants and ethnic minorities, and through the European Observatory on Homelessness
2. Organising trans-national exchanges on homeless policies which are implemented through peer reviews (UK 2004, Denmark 2005, Norway 2006), and promoting mutual learning between national administrations, between homeless service providers, between cities and other organisations active in the fight against homelessness

3. Developing the capacity of actors to address homelessness effectively, and to promote innovative approaches through the funding of European networks like FEANTSA, RETIS and others.

A new funding programme (Progress 2007-2013) will support work under the new EU social protection and social inclusion strategy.

As part of the social inclusion process, the Member States and the European Commission are developing common EU indicators in order to monitor progress towards the social inclusion objectives. A first set of commonly agreed and defined indicators on social inclusion was adopted by the Laeken Council in December 2001 (this list is commonly referred to as the "Laeken list"). No proposals for housing indicators were put forward, but there was agreement on the following common approach: "NAPsIncl should contain quantitative information covering three issues: (1) decent housing, (2) housing costs, (3) homelessness and other precarious housing conditions." A revised list of indicators was adopted by the Social Protection Committee in July 2006 - these largely draw from the existing set of Laeken indicators although they include clear reference to a housing indicator which is "to be developed". The measurement of the phenomenon of homelessness is the purpose of this specific study.

Following the recommendations of the report commissioned by the Eurostat Working Group on Homelessness (Brousse, 2004), the DG Employment and Social Affairs has commissioned research to examine how national authorities can adopt methodologies to capture information from service providers on the homeless population. This should be available early in 2007. That research should identify how national authorities could improve their capacity to measure homelessness.

1.4 The measurement of homelessness and housing exclusion

The development of policies to prevent homelessness has recently led to measures to improve data collection in a number of countries. In recent years the USA and Canada have adopted national information systems to monitor homelessness. In Canada, since 2001, the Homeless Individuals and Families Information System (HIFIS) Initiative has taken a lead role in establishing a nation-wide network of data sharing partnerships amongst stakeholders, including service providers, researchers and all levels of government. As a result, a national database is being developed to help characterize homeless service providers and key demographics of the homeless population accessing services. The guiding principle of the HIFIS Initiative is to respond to the information needs of homeless service providers in order to establish a resource of key demographic data on service access in a comparable and consistent manner across the country. In the USA, since 2003, the Department of Housing and Urban Development (HUD) has implemented a Homeless Management Information System (HMIS). The legislative requirement that every jurisdiction that receives funding from HUD programs is required to submit a comprehensive housing strategy clearly determines the nature and form of the information collected. Congress has directed HUD to collect, at a minimum, an unduplicated count of clients served, client characteristics, type of housing received (shelter, transitional, permanent) and services provided.

This review aims to contribute to the debate on the way in which national authorities can improve their capacity to measure and report on homelessness in a manner that is appropriate to inform policy development and government intervention to alleviate and prevent homelessness.

A pre-condition of any data collection exercise is to be able to identify the population from whom data is to be drawn. The definition of homelessness has been a difficult problem in particular because different definitions are possible for different policy purposes. The ETHOS typology offers the potential to determine the population of interest for statistical purposes in a consistent manner.

Within the population of interest, it is necessary to identify the unit of measurement to be used in any survey or register based data collection exercise. This can be the household and/or the individual. While both may be necessary there are technical issues to be considered in the data systems used for collection, aggregation and analysis. For example, members of the same household may experience different episodes or duration of homelessness and patterns of repeated homelessness. Thus it may be necessary to link individual data to household information for some policy purposes or service delivery purposes.

The episodic nature of homelessness, and the difference in the duration of homelessness for some people, means that the time of data collection can be critical in determining the nature and scale of the phenomenon that is recorded. In survey methods of data collection seasonal factors as well as the length of the survey period (one night and one week are commonly used) can affect the outcome of the findings. Equally, in register based systems continuous recording can provide information at different points in the system (entry and exit) and analysis needs to determine the appropriate recording period.

1.5 Measurement approaches and policy development

In counting homelessness, it is important to specify whether what is being measured is the stock, the flow or the prevalence of homelessness. Fitzpatrick et al (2001) give a clear description of this aspect of the measurement issue. They define these elements as:

- > The **stock** of homelessness refers to the number of people or households who are homeless at any point in time.
- > The **flow** of homelessness refers to the people who have become homeless, or ceased to be homeless, during any time period.
- > The **prevalence** refers to the number of people who have experienced homelessness during a particular time period (period prevalence or lifetime prevalence).

It is, of course, notoriously difficult to accurately measure the number and characteristics of people sleeping rough and there is an extensive literature evaluating different methods which can be employed (Eurohome, 1996; Rossi, 1989; Shaw et al, 1996). While it is easier to register and count users of homelessness services there are concerns about the recording of people using multiple services (day centres and accommodation services) and about the ability to record the number of people independently from their repeat presentations in services. Overcoming these concerns would require that data is recorded in a manner which facilitates the creation of distinct data-sets. The Danish method of recording information on users of §94 institutions, for example, contains five data-sets on users of the services.

The need for improved data on homelessness has arisen in some countries because of the perceived increase in homelessness identified in research and ad hoc surveys. However, even in countries where homelessness is not increasing there is a requirement for improved knowledge to understand the changing profile of the homeless population so that services and strategies can be made more effective.

A simple policy typology of emergency services, integration services and prevention provides clues about the information needs for policy making (James, 1998). Simple counts of the homeless are useful for understanding the needs for emergency services. Demographic profile information is also useful since the needs of families, single adults and young people differ. More complex information is needed for responsive transitional policies designed to assist homeless people to exit from homelessness. Estimates of annual prevalence (the number of unduplicated cases of homelessness in a year) can help to determine the numbers of individuals and families requiring transitional services in a given period. The information requirements for preventative services are more complex. Prevention requires knowledge of the characteristics and needs of the at-risk population who are, by definition, either institutionalised or housed at any given time.

As homeless strategies move more firmly in the direction of prevention, the nature of the information required to target policies and to monitor their outcomes changes and broadens. It is important, in that situation, to have more than headcounts of people sleeping rough or in emergency shelters. Rather it is necessary to understand the interaction of distinct policy areas encompassing housing and social welfare policies as well as judicial and institutional structures. As policies to tackle homelessness become mainstreamed within streamlined social inclusion strategies then it is important that information on homelessness can be linked to information sources in related population and policy areas (e.g. census data, social protection data, health and pensions). In that context stock data needs to be complemented by prevalence and flow data to inform policy. Equally the administration or governance of data collection becomes more critical where inter-agency co-ordination to tackle homelessness is seriously addressed. This is particularly important since the cooperation between agencies relies upon confidence in the information guiding the implementation and monitoring of strategies and programmes. Data collection procedures need to ensure acceptable levels of data quality and consistency in recording methods. The analysis of trends and longitudinal analysis also depends upon sustainable data collection methods over time.

2 Overview of Data Collection on Homelessness in Europe

2.1 Introduction

This chapter examines the manner in which data on homelessness is collected across Europe. This overview demonstrates that very few countries collect and publish national level data on a systematic and regular basis on even the narrowest definition of homelessness - rough sleeping. It highlights the patchwork quilt of information available within countries between national, regional and municipal levels of government. Finally, it highlights the fact that data related to different operational categories of homelessness are collected by different methods.

Different approaches to data collection on homelessness can be identified including survey methods, register or administrative based systems, systems of estimation or reporting (Marpsat, 2003). The chapter begins by giving a broad overview of the different approaches and their utilisation in each country. National survey methods have been important methods in France, Spain, Portugal and Italy. The use of legislative mechanisms to harness administrative data is more common in Denmark, Finland, Ireland and the UK. Service providers are important sources of information on the users of their services and are normally required to maintain records of service provision and service use in order to justify their application for public funding (on which most NGOs depend). Clearly there are a multitude of provider organisations and each has its own administrative systems. The extent to which common registration systems are employed either at the behest of funding agencies, umbrella organisations or by collaborative action is considered. The recommendations of the Conference of European Statisticians (CES, 2006) are presented and the nature of the information that can be found in census and household surveys in relation to the ETHOS typology considered.

The chapter continues by examining the responsibility for data collection on homelessness in each country at national, regional or local level. The governance of data collection varies between countries and only a minority have specific central government or state bodies responsible for coordinating data collection on homelessness. National statistics offices play a very small role in the process. Although public bodies fund service provision on homelessness there is little attempt to systematically capture and aggregate client data to measure homelessness or describe the population profile.

Distinct sources of data are available in most countries and the final section examines the availability of data in selected countries at local or municipal level to illustrate the range and diversity of data available.

2.2 Approaches to Data Collection

It is to be expected that approaches to data collection on homelessness change over time since the use of information is to inform policy. Hence as policy priorities shift from strategies based on emergency intervention to strategies based on prevention then information needs change. It was described in chapter 1 that a typology of intervention based on emergency interventions, provision of transitional services designed to assist people to exit from homelessness and preventative service to keep people from becoming homeless indicates the range of information needs for policy making (James, 2000). These information needs range from simple counts (stock based figures) and basic demographic profile information, to estimates of annual prevalence. The information requirements for preventative strategies are more complex still even where this is targeted on specific groups who are vulnerable in the housing market (e.g. domestic violence, threat of eviction, discharge from an institution).

The legislative basis and governance of data collection is only weakly developed in most countries. Hence it is common to find distinct sources of information that are relevant to the monitoring of homelessness but no effective action to co-ordinate this information in a homeless monitoring strategy.

The following sections describe data collection measures using survey methods, register based systems and estimation approaches. The chapter concludes by considering the use of census and household surveys in relation to the ETHOS categories and the implications for measuring homelessness in countries that use population registers rather than traditional enumeration methods.

2.2.1 USE OF SURVEY METHODS

Two distinct approaches are described here. First, there are surveys or point in time counts of homeless people. Second, there are surveys of local authorities undertaken by national or regional government where aggregate figures of homeless people in contact with services are estimated.

Point in time counts of people sleeping rough or in overnight hostels

Point in time surveys can be employed to quantify different aspects of homelessness but are most commonly employed to estimate of the number of people sleeping in a public place or in an overnight emergency shelter. A distinction can be made between surveys, which rely on statistical methods to estimate the size of the homeless population from a sample survey, and counts which aim to count all people sleeping in a public place on a given night. Different approaches can be identified across Europe.

France (2001), Italy (2000) and Spain (2004) have undertaken national surveys of people sleeping in public places or in overnight hostels. These surveys and their methodology are described in detail elsewhere (Marpsat, 2003; Tosi, 2003 and Cabrera, 2003). A number of issues are highlighted here.

First, the surveys in France and Spain were conducted by the national statistics offices while in Italy the Commission for Social Exclusion was responsible for commissioning the survey. Secondly, INSEE developed a detailed methodology for weighting the sample population in order to make an estimate of the total homeless population to take account of the relatively high level of non-response. Third, the Italian survey followed an earlier study but adopted a different methodology making it difficult to compare the results while the French and Spanish surveys were one-off studies and there are no plans to repeat them at this time. The Portuguese Institute of Social Security (now the Institute for Solidarity and Social Security) conducted a nation-wide rough sleepers count in October 2005.

In many countries municipal or local authorities conduct ad hoc surveys of people sleeping rough. However, in some countries these counts have been conducted on a regular basis or form part of a national system of data collection. In the UK the (English) Department of Local Government and Communities requires annual rough sleeper counts to be carried out in London and in authorities with more than ten rough sleepers. Further, there is a requirement in Scotland that local authorities must conduct an assessment of homelessness as part of the preparation of their homelessness strategy. Detailed guidance is provided on the approach to conducting such assessments but practice varies and the surveys include estimation of all homeless people rather than using rough sleeper counts. In the Netherlands the official monitor on homelessness, published annually, combines national rough sleeper counts with those carried out in the five major cities.

Some countries employ point in time counts in the capital city where most homelessness is concentrated. For example, in Ireland (population 4 million) the Homeless Agency commissions a periodic count in the Dublin region. In Sweden (population 9 million) counts have been regularly conducted in the major cities of Stockholm, Gothenburg and Malmö for some years though each city adopts its own methodology making comparison more difficult. In both countries national surveys are also conducted which can be said to have influenced this approach (see below).

In Portugal (population 10.5 million) the city of Lisbon has conducted three surveys (two seasonal surveys in 1999 and 2000 and one night count in 2004). The first two counts followed the same methodology, which was substantially different from the one used in the more recent survey.

A group of countries can be identified where service providers, either on their own initiative or in concert with the local authority, have established procedures for conducting regular counts of rough sleepers in the major cities. These tend to be countries where policy issues on homelessness have become more important in recent years (e.g. Czech, Hungary and Poland) or countries where NGOs create umbrella organisations to fill the gap in public policy intervention (e.g. Austria, Greece). Thus, in the Czech Republic such counts have been recently undertaken in Prague (2005) and Brno (2006). In Hungary, counts have been conducted in Budapest and Debrecen. In Poland the Pomeranian Forum of service providers has established a detailed procedure for measuring the homeless population which has been repeated. Due to a lack of official action in Austria social workers and researchers operating through the umbrella of BAWO have conducted surveys in Vienna, Linz and Graz since the mid 1990s (Schoibl, 2003). More recently, the Klimaka organisation has commissioned a survey in Greece as part of a process of creating a forum of NGOs on homelessness. Although there is evidence that these surveys are being conducted on a more regular basis sometimes with support from public authorities (e.g. Czech Republic and Hungary), they have not been undertaken in a manner that allows a robust method of trend analysis to be employed from the findings.

Surveys of Local Authorities

Some countries make regular or periodic estimates of the number of homeless people based on surveys of local authorities to estimate the number of people in contact with services in a defined period who were known to be homeless. Since these figures are based on estimates made by local authorities their reliability can be questioned (O'Sullivan, 2003). If the definition of homelessness in such surveys changes then it is difficult to compare trends over time (Sahlin, 2003). These surveys generally employ definitions of homelessness that are broader than surveys of rough sleepers and emergency hostel clients.

One of the most commonly used indicators to show long-term trends in homelessness for Germany is the annual survey of homeless people provided by municipalities with temporary accommodation in Germany's most densely populated Bundesland North Rhine-Westphalia (18.1 million inhabitants). This is an annual one-day stock count carried through by all municipalities on behalf of the office of statistics in that state (Landesamt für Datenverarbeitung und Statistik NRW; LDS).

The count covers all homeless people provided with temporary accommodation by measures of public order laws (police laws) by 30th of June each year. This kind of annual homelessness survey has been carried out in North Rhine-Westphalia since 1965, based on mainly the same definitions. The legal basis is a circular by the Regional Ministry of the Interior in North Rhine-Westphalia from 1973, amended in 1977.

In the East German *Bundesland* of Saxony (4.3 million inhabitants) the Ministry of Social Affairs asks all counties and cities of Saxony about the number of homeless people and those who are threatened by homelessness at the end of each year (stock data for 31.12.). For the question of definition the questionnaire refers to regulations for municipalities how to deal with "roofless" persons ("Obdachlose"). The definition includes not only all those homeless persons who are without any shelter, but also those who were provided with temporary accommodation by the municipalities. Included in the definition (but covered separately) are also those who are imminently threatened by loss of permanent or temporary accommodation and persons in completely inadequate accommodation not fit for habitation. So called "persons without a settled way of life" ("Nichtsesshafte") are explicitly ruled out from the definition. One of the questions makes clear that hostels, shelters, supported housing, municipal temporary accommodation, hotels and rented apartments used for temporary accommodation for homeless people are covered by the annual survey and the people accommodated there (for less than two years) are to be defined as homeless. Saxony is the only East German *Bundesland* which provides such data on an annual basis.

In Sweden the NHBW has conducted national surveys of local authorities and other organizations in contact with homeless people, though on a less regular basis (the most recent being in 2005, see below). If the definition of homelessness in such surveys changes then it is difficult to compare trends over time (Sahlin, 2003).

Ireland conducts a tri-ennial estimate based on a survey of local authorities. In Finland, the National Housing Fund conducts an annual housing market survey (in November). The data is collected by survey from each municipal authority who record the number of homeless people in contact with services in the week prior to the survey. Instructions for defining the homeless population are summarised in Table 2.1 to provide an illustration of the approach adopted. Definitions are provided in all such surveys but the differences in definition between countries make comparability difficult. Furthermore, changes in definition over time make comparison over time difficult in some countries (Sahlin, 2004).

Table 2.1 Housing Market Survey Finland definition of homeless population

Single homeless persons	Living outdoors, staircases, night shelters etc	Includes persons without permanent accommodation who live in various types of temporary shelters and places not meant for habitation and who go around from one such place to another.
	Living in other shelters or hostels for homeless people	Includes persons in shelters and hostels for homeless people and in boarding houses. Usually a daily fee is paid by the social welfare authorities for these clients.
	Living in care homes or other housing units, rehabilitation homes or hospitals due to lack of housing	Includes persons who live in housing units or homes for substance abusers, or in various types of care home or homes for receiving institutional care, where a person stays due to a lack of housing. Units for supported housing, where a person is supposed to live for a longer period, are not counted.
	Prisoners soon to be released who have no housing	Includes prisoners for whom no housing and supported housing has been arranged
	Living temporarily with relatives or friends	Includes persons who, according to the municipality's information or estimate, are living temporarily with relatives or friends due to a lack of housing or who move around between relatives and friends. This item does not include young people living in their childhood home
Homeless families	Families and couples who have split up or are living in temporary housing	Includes families forced to live apart because of lack of housing, or in temporary accommodation, such as a boarding house, or temporarily with friends or relatives. Homeless families also include mothers in temporary motherandchild homes or families in crises homes without a home of their own.

2.2.2 USE OF REGISTER METHODS

Registration or administrative records are employed in a number of countries to collate statistics on the number and profile of homeless people. These can take a number of different forms. They are often recent in origin and there is evidence of changes in systems to take advantage of improvements in database technology. Four main approaches are identified here.

Official national returns from local authorities and/or service providers (of clients)

In some countries the national authorities collate statistics under specific legislation (which can be housing or social welfare legislation) from local or regional authorities who have responsibility for implementing the legislation.

In Denmark, (since 1999) statistics have been collected on enrolments and discharges from homeless hostels covered by § 94 in the Law on Social Service. These § 94-hostels, which make up the main part of the provision of accommodation for

homeless people, are required to register their users and thereby to provide data for administrative and statistical purposes. Client based information is managed using a central personal register number and is entered into a computer programme which has been developed for this purpose and distributed to all the hostels from the National Social Appeals Board. Women's crisis centres are not included in this data. The National Organisation of Women's Crisis Centres has received funding (for the time being until 2008) to establish national statistics similar to the §94-statistics which has been carried out by the Danish Centre for Research on Social Vulnerability. However, the central personal number is not used in this statistic due to the anonymous registration of some users.

The key data source on homelessness in the UK is the data on actions taken by local housing authorities under the homelessness legislation. The UK statutory definition of homelessness (amended by case law) broadly equates to ETHOS categories

1-4 (roofless or in short stay temporary accommodation) and 8-13 (insecure and inadequate housing, subject to judgements of 'reasonableness' and the statutory definition of overcrowding). Local authorities apply this definition in assessing their duty to households in need and it is also core to data recording. Hence, while the homelessness statistics in the UK offer a valuable, long-term data set, they do change in line with changes in legislation and practice.

In England, statistics related to homelessness presentations and actions are collected quarterly through the P1E form, which achieves a 95% return rate from local authorities. The form collects data relating to decisions on homelessness applications, acceptances by priority need category, reason for loss of settled home, referrals, immediate action, age of applicant, households provided with temporary accommodation and households leaving temporary accommodation by final outcome and elapsed length of stay. In Scotland, following a recent review of homelessness data collection in consultation with local authorities, a revised data collection questionnaire (called HL1) was finalised in 2006. The Scottish Executive provided funding to local authorities to develop computer software to maintain their database. The HL1 questionnaire is, effectively, a 'living document', continuously updated by authorities.

In England, register data is also held (since 2003) for people who access (over 30,000) services that receive funding through the Supporting People Programme. The Client Record system was developed for the Department for Communities and Local Government, DCLG, (formerly the Office of the Deputy Prime Minister) to record standard information about clients starting to receive services through the Supporting People Programme in England. The DCLG uses the data to report nationally on access to Supporting People services including homeless services (e.g. direct access hostels, foyers, supported housing, re-settlement transitional housing). Data is entered using a web-based free software system and is continuously recorded and updated. The data is processed by the central Client Record Office and passed on to the relevant funding Authority (of which there are 150 in England) and the Department of Communities and Local Government (DCLG). The DCLG uses the data to report nationally on access to Supporting People services. Approximately two-thirds of clients are homeless people (ETHOS categories 1,2,3,4 or 7).

Official registers of service provision

(including capacity and occupancy details)

National authorities in some countries maintain official registers of organisations who are allowed to provide services to homeless people under specific legislation or who are funded by public agencies to provide services. These registers, often maintained in a database, can include information on the capacity provided (number of beds or accommodation) and the occupancy achieved over the funding period.

In Hungary, social services provide data for two official information collection systems: the National Statistical Data Acquisition Program (OSAP), and the Public Administration Offices overseeing the registration of services. Within the OSAP framework, all service providers are required to fill in an electronic questionnaire and submit data to the *Central Statistical Office*; where it is used to compile the *Statistical Yearbook on Social Affairs*. The data collected are aimed at taking stock (they reflect conditions and capacities), and are mainly focused on the service providers; data on clients are very limited.

NGO client record systems

Countries where the national or regional authorities use client registration data from service providers either to estimate the scale of homelessness or to monitor the profile of service users are rare in Europe although they have been developed for some time elsewhere (e.g. the USA and Canada). In only two countries (Netherlands and Germany) has the national authority funded computer databases to collect and aggregate statistics from client registration systems. Systems with partial geographic coverage have been funded by official bodies in two countries (London and Dublin).

In Flanders the care for homeless people is integrated in Centres for General Welfare (*Centra Algemeen Welzijnswerk*, CAW). The CAW are 'umbrella'-organisations' for about 370 services among which are 95 centres for residential care of homeless persons and 45 organisations that offer protected accommodation to homeless people. Their total capacity is (approximately) 2,600 beds in reception centres or dwellings in supported accommodation. It is a legal obligation that these CAW provide the Flemish Government with information on their clients. CAW developed a client register system called "Tellus" in 2000/2001 and tested it in 2002. Since 2003 this system has been in use in all 27 CAW which are located in Flanders and the Brussels Capital Region. The database was developed in MS Access 2000 by *Steunpunt Algemeen Welzijnswerk* (the association of Centres for General Welfare in Flanders and Dutch speaking Brussels)

In Ireland, the Homeless Agency Dublin Link system is a web-based, inter-agency, continuous client recording system for the homelessness sector involving over fifty different service providers across Dublin. In England, CHAIN is a database comprising details of individuals, assessments of their needs, contacts and interventions. It is compiled by agencies in London that work with those rough sleeping. Individuals are added to CHAIN when they come into contact with workers from identified services, have been verified as rough sleepers and a decision has been made to work with the individual, offering them a service. A similar database is organized for Scotland and managed by Glasgow Homelessness Network.

The two nationally used information sources in the Netherlands are the client record systems Regas (from the Dutch Federation of Shelters, Federatie Opvang) and Clever (from the Salvation Army, which is also affiliated with the Federation of Shelters). Both systems are used primarily by residential facilities for homeless people (ETHOS category 3), and to a lesser extent by day and night shelters (ETHOS category 2). They are also used by refuges serving women who have fled violence or abuse (ETHOS category 4). In addition, several large cities, including Utrecht, The Hague and Rotterdam, now work with a system of centralised access to shelter and support services (CTMO). Potential clients apply to a central registration point, where they undergo screening. A special screening form has been developed which records demographic data and information on needs.

Even in countries where service provider information is not part of the official statistical information source on homelessness, the data provided by national NGOs collated from their local projects and offices can provide the main source of information on the scale and profile of homelessness. The Salvation Army have developed computer based systems of client registration which are employed in a number of countries where they operate (albeit in modified forms) including the Netherlands (see above), Sweden and the Czech Republic.

In the Czech Republic two separate systems are in operation by organisations which operate across the country. The Naděje organisation client registration (EK) is based on a combination of an electronic card and a central database. The NewPeopleVision (NPV) computer program is used by members of the SAD. The reason for data collection in both systems is, above all, the need for specific social work with each individual. The data in both systems is collected continually, on a daily basis, separately for each facility.

In Portugal, the International Medical Assistance (AMI) has local services located in the main cities throughout the country which provide support to homeless people. The information on service users is collected through a common form which is filled in directly on the computer system. All the local services use the same database programme which has been specifically adapted to their needs. The headquarters is responsible for co-ordination and for the overall statistical production of data. Only some data is statistically analysed and released at a central level. There is a regular evaluation on the information collected made together by the central unit and the local services in order to decide on the importance of introducing new indicators and adapt the existing collecting tools. For example, in 2003, it was decided there was a need to include indicators to monitor the use of services by migrants. This year AMI has decided that the form should be adapted in order to follow more closely the FEANTSA ETHOS typology.

2.2.3 POPULATION AND HOUSEHOLD SURVEYS

National censuses and household surveys can be used as a source of information for some ETHOS categories of homelessness. They can provide information on the those parts of the population who live in institutional situations, those who live temporarily with family or friends or in accommodation provided for the homeless, those living in overcrowded conditions or in unfit or non-conventional dwellings.

A distinction needs to be made between countries that employ a register based population census and those that adopt a survey based (decennial) census. In several countries (e.g. Denmark, Finland, Netherlands) the traditional census questionnaire survey has been replaced by registers as the sources of population and housing censuses. The existence of a Central Population Register (CPR) with a unique national identification number and a dwelling register with a unique identification key is used to establish a link between dwellings and persons in register based countries. Germany and Sweden plan to move fully to register based censuses and some countries have, or plan to adopt, a mix of traditional censuses and registers (including Austria, Belgium, Latvia, Slovenia). France has adopted a 'rolling' census (INSEE, 2006). The remaining countries retain traditional questionnaire based surveys. Countries using population register based systems should allow counts to be made of people not residing in conventional dwellings.

This can be undertaken in Finland where register systems have been in use since 1986. Even here the figure for homeless people is considerably greater than that provided by the National Housing Fund Survey. In Poland the municipal reporting system in Warsaw, based on the ‘Card of Inhabitant’, is employed for estimation of the homeless population. In other countries with population registers it appears to be difficult or impossible to make an estimate of homelessness from the register. This issue merits further study.

Countries utilizing traditional questionnaire based surveys can provide information on inadequate and non-conventional housing. However, they could also adopt an enumeration process to include homeless people; the Australian Census provides information in this way. France, Poland and Lithuania are examples of countries where census surveys have been used to count people sleeping rough and shelter residents.

Population censuses are now undertaken annually in France (since January 2004). The census counts homeless people living in hostels in the same manner as it counts all other “communities”. Night shelters are a separate category and so should allow a count of this part of the roofless population. (Long-stay homeless accommodation is lumped together with other forms of long-stay community accommodation like old people’s homes). For rough sleepers, collaboration with voluntary groups (including FNARS) and close involvement by local councils and survey enumerators have helped reduce the risks of multiple counting and omissions. Also, the roofless population (rough sleepers) in municipalities of under 10,000 people are surveyed in the same year as the rest of the town’s population (i.e. once every 5 years). For municipalities with populations of 10,000 and over, approximately 8% of the municipality’s homes are surveyed each year, and the roofless are surveyed every 5 years over the entire municipal area. In the new Census, an enumeration of rough sleepers took place over two days in January 2006 (the next is in January 2011). The enumeration of rough sleepers is the responsibility of each municipality, which can lead to a degree of heterogeneity.

In Lithuania the 2001 Population and Housing Census is the single data source on the number of people living in a public space. Information about rough sleepers included gender, nationality, age, education. No more information about roofless was produced after 2001.

Research carried out by INSEE for EUROSTAT (Brousse, 2003) recommended that more use could be made of retrospective questions in household surveys. In the UK, the Scottish Household Survey employs an extensive range of questions on the experience of homelessness. Results from the 2001-2002 Scottish Household survey suggest that, of those who have experienced homeless in the last five years, 14% have been homeless more than once during that time. This is known as repeat homelessness. They also suggest that one-fifth of homeless households do not apply to their local authority.

2.3 National and Regional Systems for Data Collection on Homeless

National Statistics Offices are responsible for population and household surveys; the extent to which these general population surveys provide data relevant to the ETHOS operational categories is discussed in Chapter 5. This section considers only specific programmes or actions to collect data on the homeless population.

Only a minority of member states have a clearly established responsibility for the collection of data on homelessness or for the preparation of homeless strategies (Edgar and Meert, 2003). In some countries no responsibility exists for data collection on homelessness. In other countries several ministries have an involvement in homelessness strategies so consultation and coordination is needed to develop the information strategy. In countries with a federal or devolved structure of government co-ordination it is necessary to enable national figures to be derived from regional databases. In all these situations it is necessary to establish co-ordinating responsibility for action in this domain. Countries with national systems of data collection (estimation) and reporting on homelessness on a planned and regular basis include: Denmark, Finland, Ireland, the UK and Norway. A summary of the sources of statistics on homelessness in Europe is provided in Table 2.2

Czech Republic: there is no national system of data collection or registration of homeless people and no authority at national level is explicitly responsible for data collection on homelessness. The Ministry of Labour and Social Affairs is the responsible body (MOLSA) for social services at national level. This Ministry collects data on homelessness by a variety of means but mainly through grant applications for projects for the social integration of homeless people which are subsidised from the state budget.

Denmark: Danish statistics on homelessness mainly consist of the annual national statistics on the use of homeless hostels - §94 hostels (*boformer*). A similar statistics covers women's shelters. Hence they cover categories 3 and 4 of the ETHOS typology. There is not national data on people sleeping rough or people receiving support due to homelessness. Since 1999 statistics on these hostels has been collected under the Law on Social Services. The aggregation of the data is undertaken by the National Social Appeals Board which is responsible for the register. Women's crisis centres are not included in this data. However, using the same principles registrations at the centres is aggregated to national level and responsibility lies with the Danish Centre for Research on Social Vulnerability (VFC og LOKK, 2006).

Finland: The Housing Market Survey has been conducted by the National Housing Fund using the same methodology since 1986, when the number of single homeless persons was about 20 000 persons. Municipalities are asked to record the number of homeless people in contact with services during one week in November. The local housing authorities are advised to gather the information together with other authorities, especially the social welfare authorities, which are responsible for providing services to homeless people. The survey on homelessness estimates the total extent of the homeless population in the municipality. Information on the personal characteristics of homeless people is not asked, except for the gender of the persons and the number of persons under the age of 25 and the number of homeless immigrants. If an accurate figure for some groups of homeless is not available, which is the situation especially in Helsinki, the municipality is asked to give an estimate. The way the information is gathered varies from one municipality to another. It is uncertain, for example, how well the registers of the social welfare authorities and the register of persons waiting for social housing are compared. Hence there may be double counting.

France: The public system of statistics in France relies heavily on statistical surveys, though the use of data from registers has been increasing of late. Increasing the use of registration data, or improving the coverage of such data, must overcome specific barriers. Responsibility for accommodating adult homeless persons lies with central government, though municipalities or groups of municipalities may also subsidize hostels. Accommodation services and other services for the homeless are funded from different sources. Hence data gathered by statutory agencies, or by shelters on their behalf, are organized according to the origin of the funding. This means that observation systems for people in homeless shelters often only have partial coverage. Shelters receiving national funding are covered but not those funded by local authority social assistance.

A range of information is maintained by different ministries. The DGAS keeps statistical records of the number of beds that it funds either wholly or partially. The same is true of the DPM (*Direction de la Population et des Migrations*, Directorate for Population and Migrations) that keeps statistics of hostels for asylum seekers and refugees. The *Etablissements Sociaux* (social establishments; ES) survey includes facilities adults *en difficulté sociale* (experiencing socio-economic problems). The last ES survey took place in 2004/2005 conducted by the statistical services of the Ministry of Health and Social Affairs now known as the DREES. The 2004 survey gives a description of the people accommodated by emergency services on the night of 8-9 January 2005.

Survey information has been a major source of homeless statistics in France. In 2001, the French National Institute of Statistics and Economic Studies (INSEE) conducted a national survey of users of shelters and hot meal distributions. The methodology of this survey is described in detail elsewhere (Brousse et al, 2006; Brousse et al, 2002; Ardilly and Le Blanc, 2001).

Germany: no federal system of data collection or of responsibility. Only a minority of the 13 laender have data collection systems. Responsibility differs between the laender. North Rhine-Westphalia (population 18.1 million) the Office of Statistics counts all homeless people in temporary accommodation by measures of public order laws (police laws). Legal basis is a circular by the Regional Ministry of the Interior (1973, amended 1977). In Saxony (population 4.3 million) the Ministry of Social Affairs collects annual data on the homeless and threatened with homelessness.

Greece: there is no statutory organisation involved in data collection on homelessness.

Hungary: The Social Act 1993 gave the first definition of homelessness and is still in force. Homeless services (local council and NGO) have to register with the Social and Guardianship Offices of the Public Administration Office. Social services provide data for two official information collection systems: the National Statistical Data Acquisition Program (OSAP) and the Statistical Yearbook on Social Affairs. The Institute of Family and Social Policy (NCSSZI) maintains a database on service providers including capacity data. The Central Statistical Office compiles the information from OSAP and publishes the Statistical Yearbook on Social Affairs.

Ireland: A statutory assessment of the number of homeless people 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. The assessment is carried out by local authorities in co-operation with housing associations and health boards. The housing assessment takes place on a given day usually the end of March. The homeless assessment takes place over the course of a week and involves a survey of homeless people on the housing waiting lists, those using day centres for homeless people and those accessing emergency and homeless accommodation. The situation in Dublin, where most homelessness is concentrated, is different. There, the assessment of homelessness is carried out by independent research agency for the Homeless Agency (a quasi-autonomous government agency) and has involved a rough sleeper count. The assessment is more frequently undertaken.

Italy: there is no national data on homelessness in Italy. There is no organisation with specific responsibility for collecting data on homelessness. The Government Commission on Social Exclusion conducted a survey of homelessness in 2000. Information on some aspects of housing exclusion/inadequacy (unfit housing, overcrowding) is provided by the National Census (conducted at ten-year intervals).

Latvia: there is no single department or agency collecting data on homeless people. Statistics on homeless persons are not included in the National Programme for the Central Statistical Bureau, and therefore there is no unified system for data collection on homeless or persons at risk of homelessness.

In order to collect information on various categories of homeless several data sources have to be employed. The main data source on homeless people is the annual statistical data collected by the Social Service Board (SSB). SSB provides information on persons of the following ETHOS operational categories: staying at a municipal or private night shelter; persons in long term medical care; persons staying at institutions for persons released from imprisonment; persons in supported social housing. Data on Asylum Seekers is collected by the Office of Citizenship and Migration Affairs. For the ETHOS typology the most useful data sources is the Statistical report data on homeless night shelters, crises centres, long term institutions for adults, institutions for persons released from prisons. Statistical reports on housing can be aggregated from municipal data on housing problems which include: residents of the temporary housing; number of persons in long-term social care and social rehabilitation institutions for adults; service apartments; group houses/apartments.

Lithuania: the 2001 Population and Housing census is the single data source on the number of people living in a public space. Information on homeless people in five ETHOS operational categories (2, 3, 4, 5, and 6) can be found in the annual Report on Social Service produced by Statistical Department of the Government of Lithuania. The report is an outcome of the social service research carried out annually by State Department of Statistics since 2004. The Law of Statistics declares that each juridical body in Lithuania (institution or organization) is obliged to provide statistical data to facilitate the implementation of the Official Statistical work program. The Statistical Office has the responsibility to administer social services research, data collection and publication.

Luxembourg: The Ministry of the Family and Integration commissioned the CEPS/INSTAED to conduct a study in 2006 on homelessness. The results are not available at the time of writing.

Netherlands: Two client record systems are in nationwide use by the Dutch homeless and women's refuge services (known as Regas and Clever) and are used in official data reporting on homelessness. Both systems are used primarily by residential facilities for homeless people (ETHOS category 3), and to a lesser extent by day and night shelters (ETHOS category 2). They are also used by refuges serving women who have fled violence or abuse (ETHOS category 4).

The Dutch cabinet and the four largest cities (Amsterdam, The Hague, Rotterdam and Utrecht) presented a plan in February 2006 entitled Homelessness Action Plan for 2006-2013¹. The Homelessness Action Plan will be overseen by a nationwide monitoring system, which will initially use five sets of indicators including evictions, prisoners released and hospital patients who apply to homeless services as well as measures of service outcomes.

Several large Dutch cities (including Utrecht, The Hague and Rotterdam) now work with a system of centralised access to shelter and support services (CTMO) and Amsterdam will commence in 2007. Potential clients apply to a central registration point in the city, where they undergo screening. A special screening form records demographic data and a range of other information to better clarify a client's situation. New requirements for clients, such as having geographical ties to the city or region where services are applied for, may oblige the facilities (in particular the low-threshold ones) to record at least primary characteristics in the future.

The Trimbos Institute (the Netherlands Institute of Mental Health and Addiction) is responsible for preparing an annual Homelessness Monitoring System (MMO) and reporting regularly to the Ministry of Health, Welfare and Sport (VWS).

Norway: conducted its first national survey in 1996. As part of a national strategy to prevent homelessness (called Pathway to a Permanent Home) Norway has carried out its third national survey, in 2005, including all municipalities with a population of more than 39,000 and a sample of smaller municipalities. The survey also included regional and national health care institutions, correctional services and other institutions. These three surveys conducted using the same methodology provides good longitudinal data. In addition, a tool for the registration of homelessness and housing problems (called KartBo) is now being planned as a basis for establishing a permanent register. The register is prepared by the Ministry of Local Government and the Regions in cooperation with the State Housing Bank and Statistics Norway but implementation is through local authorities.

Poland: The Department of Social Welfare and Integration aggregates data from agencies receiving subsidies under the National Prevention Programme against Exclusion of the Homeless and Threatened with Homelessness. Some data on homeless people is available within social welfare statistics published by The Ministry of Social Policy (MSP). Statistics are created based on monthly reports of local welfare centres on implementation of their statutory responsibilities in relation to services addressed directly to the homeless - people who received shelter/refuge; families who were supported due to a difficult life situation caused by homelessness; shelter services financed from social welfare budgets of *gminas*; shelter services financed from social welfare budgets of *powiat*s².

Portugal: there are no official statistics on homelessness in Portugal. The only available official statistics (collected through the National Institute of Statistics) relates to ETHOS category 11 (people living in temporary / non-standard structures). There is no official entity responsible for collecting data on the roofless or houseless population although the Ministry of Labour and Social Solidarity does collect information from agencies they fund to work with the homeless. Aiming at reaching the targets included in the NAP/incl 2003-2005, the Institute for Social Security (ISS) launched the first of several initiatives to obtain a "national diagnosis of the situation of homeless people and of the institutional support available until December 2004" (NAP/incl objective 3). This led to a national survey conducted by ISS on the night of the 12th October 2005 aimed at identifying and characterising "*all the people who were sleeping rough, in the city head of the municipality in inland Portugal, during a fixed period of time.*" (Castro, Gil et al, 2005: 8).

Slovenia: data collection on any issues of housing exclusion (i.e. any of the categories of roofless, houseless, insecure housing and inadequate housing) is very limited or almost non-existent. The Ministry of Labour, Family and Social Affairs (MLFSA) has a list of services and programmes for homeless that they fund, which is updated annually. However the list does not include programmes and services for homeless that are not financed by the MLFSA and the data is very limited in content as well being partial in coverage.

¹ Rijk en vier grote steden. Plan van aanpak maatschappelijke opvang, Den Haag, 7 februari 2006.

² A *powiat* is a second-level unit of the administrative division and local government in Poland, usually translated as county or district. A *powiat* is smaller than voivodship (*województwo*), but larger than commune, municipality (*gmina*). Usually it consist of 5 to 15 communes.

The Ministry for Interior also has a database of all associations and foundations registered. However the database is not specific enough to enable distinguishing between the associations that work with the homeless and others. The Social Protection Institute maintains a database on the services provided by centres for social work which includes the number of users. However, the homeless are not distinguished as a specific group. In 2005 the Social Protection Institute started gathering information on organisations working in the social protection that are either funded by the MLFSA or the municipalities. This is potentially a very important source of information.

Spain: In December of 2005, the Spanish Institute of Statistics published the results of the first nation-wide survey carried out by the Spanish Administration on a representative sample of the homeless in Spain. The management and execution of this study was under the Spanish Institute of Statistics, although, in the case of the Basque Region, the fieldwork and the design of the sample for this area fell to the Basque Institute of Statistics (EUSTTA). The definition adopted for the survey includes sub-categories 1, 2, 3, 4, 5 and 7, which basically includes the two large groups - *roofless and houseless*. However, there are two important qualifications or absences: first, since fieldwork was not done directly in the street, those people who literally sleep in the street, that is, outdoors, are not included unless they went to a food hall during the period under study. The first stage of the survey was aimed at generating a national directory of centres that served the homeless in Spain. According to this first survey, in November, 2003, there were 410 centres which offered housing of some type, with a total of 12,139 places, most of them in the classification of shelters. Although the principal aim of the survey by the Spanish Institute of Statistics was not to reach an estimation of the number of homeless in Spain, the study did present some figures on the number of these people, generated from the information facilitated by the centres, offering a total number of some 18,500 Homeless on 5th November, 2003, which is the date of reference adopted by the survey of Centres. The Spanish Institute of Statistics estimates at the end of 2005 that there were 21,900 homeless persons who were being attended more or less regularly or sporadically in some way by the network of centres (dining halls or shelters) located in cities with more than 20,000 inhabitants.

Sweden: The government commissioned the NBHW (National Board of Health and Welfare) to develop methods to counteract homelessness during the period of 2002-2004. Thus, the national authority with the responsibility to collect data on the homeless from service provider organizations is the NBHW. The NBHW was commissioned by the government to conduct the mapping, compile the data material, analyze it and publish a report about the findings. The mapping has a national coverage. The time coverage is one week in April of 2005, more precisely the period beginning on the 25th of April and ending on the 1st of May 2005. The mapping conducted by the NBHW in 2005 was the third national mapping of the *extent and character* of homelessness in Sweden.³ The next mapping is to be conducted in 2007. The survey was distributed to all authorities, institutions and organisations that the staff involved in NBHW could think of as having contact with homeless people. Altogether 3,746 agencies or authorities including 900 NGOs, each comprising several possible responding social workers, received the survey (NBHW2006a, p. 22). However, like in previous counts only organizations and service providers within the fields of health or social services were included, not housing agencies or networks for people looking for housing.

Since 1998, another department of NBHW gathers individual-based information from all local social authorities on the number of people (and their gender and age group), defined as substance abusers or 'others', respectively, who were being assisted with housing or (voluntary or compulsory) institutional care on the 1st of November. Two complementary questions regard the total number of 'registrations' or admittances (*inskrivningar*) into supported housing or institutions during the year (which may be more than the number of concerned persons) and the total number of nights that the LSAs have provided temporary housing, shelter or institutional care. Housing assistance, or more correctly, 'assistance regarding housing' (*bistånd som avser boende*) is being defined as: "...assistance according to Social Services Act, Ch. 4, § 1 and comprises the following forms of housing: group housing, category housing, lodging home (*inackorderingshem*), short-term home (*korttids-hem*), emergency flat (*jourlägenhet*), shelter (*härbärge*), training flat (*träningslägenhet*), trial flat (*försökslägenhet*), transitory flat (*övergångslägenhet*), hotel and tenancy agreements where the social authorities hold the lease (*hyreskontrakt där social-tjänsten är kontraktsinnehavare*); 'social contract' or the like." (NBHW 2006b, p. 20)

³ Mappings of the extent of homelessness with a national coverage have been conducted in 1993, 1999 and 2005 (NBHW 2006).

Table 2.2 Sources of Statistics on Homelessness by European Country					
Country (1)	Source	Type	Description	Date	Measure
Austria	BAWO (NGO)	Survey		1998	Prevalence
Belgium (2)	Flanders – SAW (NGO)	Register	CAW institutions	2005	Prevalence
Czech Republic	Nadeje (NGO) Salvation Army (NGO)	Register Register	Client recording Client recording		Prevalence
Denmark	Social Appeal Board	Register	§94 institutions; excludes emergency shelters	2006	Point-in-time, Flow, Prevalence
Finland	Housing Market Survey	Survey	Local authorities (annual)	2006	Point-in-time
France	INSEE National Survey Ministry of Social Affairs	Survey Survey	National Survey Social Establishments Survey	2001 2004	Point-in-time
Germany	BAGW (NGO) North Rhine Westphalia	Register Survey	AG STADO 72 Local authorities (annual)	2005 2005	Prevalence Point-in-time
Hungary	Statistical Office	Survey	Registered Care Services (annual)	2005	Point-in-time
Ireland (3)	DELG Homeless Agency	Survey	Tri-annual local authority survey Annual count Dublin region	2005 2006	Prevalence Point-in-time
Italy	Commissione di indagine sull'esclusione sociale	Survey	Sample survey	2000	Point-in-time
Lithuania	Office of Statistics	Survey	National Census	2001	Point-in-time
Luxembourg	Ministry of the Family and Integration	Survey	National Survey conducted by CEPS	2006	Point-in-time
Netherlands (4)	Federatie Opvang (NGO) Salvation Army (NGO)	Register Register	Client register Client register		Prevalence
Poland (5)	DSWI Ministry of Social Policy	Admin. Admin.	Annual return Monthly reports from social welfare centres	2005 2005	Prevalence Prevalence
Portugal	Institute of Social Security	Survey	Survey of rough sleepers Survey of support services	2005 2004	Point-in-time Point-in-time
Spain (6)	INE	Survey	Survey of Centres Survey of individuals	2004 2005	Point-in-time Point-in-time
Sweden (7)	NBHW	Survey	Survey of Institutions and municipalities	2005	Point-in-time
UK (8)	DCLG – England Scottish Executive Welsh Assembly N.I Assembly	Admin. Survey Register Admin. Register Admin. Admin.	Returns from local authorities (quarterly) Rough sleepers (specified local authorities) (annual) Supporting People Client Record System (continuous) Returns from local authorities (quarterly) Common Monitoring System rough sleepers Statutory returns (quarterly) Statutory returns (quarterly)	2006 2006 2006 2006 2006 2006 2006	Prevalence Point-in-time Prevalence Prevalence Prevalence Prevalence Prevalence

Notes: 1: No information sources are available for Estonia, Greece, Latvia, and Slovenia 2: CAW 3: Ministry of Interior 4: DELG Department of Environment and Local Government 5: To form a national database from 2008 under the National Homelessness Monitoring System (MMO) created by Ministry of Health, Welfare and Sports in 2002 6: DSWI – department of Social Welfare and Integration 7: INE Spanish Statistical Institute 8: NBHW National Board of Health and Welfare 8: DCLG Department of Communities and Local Government

2.4 Local and Municipal Approaches

UK: The key data source on homelessness in the UK is the data on actions taken by local housing authorities under the homelessness legislation. The summary data published by central government departments represent the ‘official’ homelessness statistics for the UK. Following the introduction of legislation in 1977⁴, local housing authorities across England, Scotland and Wales were required to collect relevant statistics and return them to respective central government departments for summation and publication at the national level. However, the data collected across England, Scotland and Wales has always varied significantly enough to preclude publication of UK-wide figures. Legislation was introduced later in Northern Ireland with the Housing (Northern Ireland) Order 1988 coming into effect in 1989 (no amendments since). Consequently, the collection of homelessness data also developed later than in the rest of the UK. While most of the population of the UK live in England, distinct trends in homelessness are important for the governance of housing in Scotland, Wales and Northern Ireland. Wilcox (2002 and updated annually) has attempted to compile UK wide statistics on homelessness but there remain numerous gaps and inconsistencies. The UK homelessness legislation provides statutory definitions of homelessness which are more or less the same across the UK.

The official statistics generally represent a flow of applicants through a process, including exiting from homelessness and, in some cases, repeat presentations. However, those offered only temporary accommodation would continue to fall within the recommended ETHOS operational definition of homelessness. Some figures represent the ‘flow’ into temporary accommodation in the time period while others indicate the ‘stock’ figure as at the end of each period (quarter or year). This information only includes data on households who seek assistance from local authorities, hence homeless households who either did not know they could seek assistance, or considered they would be unlikely to receive help are not counted. However, as local authorities move towards a more strategic approach, with gradually increasing responsibility for households long considered ‘non-priority’ in the UK system, the official statistics increasingly include these more marginal groups (for example, single people, ex-prisoners, those with alcohol and drug problems). Indeed, in Scotland, single people now represent the largest household type among homelessness applications.

⁴ Current legislation is – England: Housing Act 1996 Part 7 amended by the Homelessness Act 2002; Scotland: Housing Scotland Act 1987 amended by the Housing Scotland Act 2001 and the Homelessness etc Scotland Act 2003.

While there may not be national or regional data collection systems in place in the majority of countries, decentralisation of powers often means that municipal or local authorities are responsible for the provision of housing and or social services support to homeless people. Whether this is provided by the municipality directly or (more commonly) contracted out, the local authority needs information to plan, manage and budget for those services. Further, in some countries the concentration of homelessness in the major conurbations or capital cities means that local data collection systems can capture a significant element of the problem. This section describes some selected examples of systems at local or municipal level.

The EU Urban Audit brings together urban statistics from more than 300 cities across 27 European countries. It contains almost 300 statistical indicators presenting information on matters such as demography, society, the economy, the environment, transport, the information society and leisure. It was launched through a pilot phase in 1998 at the initiative of the Directorate-General for Regional Policy at the European Commission, in cooperation with EUROSTAT and the national statistical offices of the 25 current Member States plus Bulgaria and Romania. The overall purpose of the Urban Audit was to enable an assessment of the state of individual EU cities and to provide access to comparative information from other EU cities. The Urban audit also collects information on the number of homeless people in order to create an indicator - number of homeless people/total resident population - using the following categories of homelessness: number of roofless persons, number of people in accommodation for the homeless, number of people in Women’s Shelters and the number of people in accommodation for immigrants. The current 2006 round of the Urban audit will come to an end in December 2006 and the results of this latest audits will be published mid-2007.

Czech: In Prague an analysis⁵ was published in May 2003, which had been commissioned by the city authorities and was compiled in joint co-operation by the providers of social services. Among other things, this analysis proposed a project with the objective of homelessness measurement in the capital city.

⁵ Visible Homelessness in Prague - analysis and proposals for dealing with the issue for the winter period of 2003-2004

The project was carried out in February 2004 throughout the entire municipal area⁶, based on a field count executed through observation. The count focused primarily on the target group whose living conditions correspond with the ETHOS “roofless” and “houseless” categories (ETHOS operational categories 1-4), the target group being people who survive on the streets (people living rough) and people using specific social services, namely day centres, overnight shelters and homeless hostels. A similar methodology was used by the City of Brno authorities for a homeless census in the second largest city in the Czech Republic. The project was backed by the Brno City authorities.

Hungary: a number of client registration and documentation systems are in operation at local level. In Budapest two systems can be described. The BMSZKI (Budapest Social Services Centre) is the methodological centre for homeless services providers in the Central Hungary region, and provides about half of the capacities available in Budapest. This major organisation introduced a data collection and management system to manage the service provision to clients among a range of services. The Kurt Street Office (Kürtiroda), operated by Menhely (Shelter) foundation, is a daytime shelter and services centre in Budapest. A computerised database of the clients and services has been compiled since 2000, which facilitates the preparation of monthly and annual statistics.

Ireland: The Homeless Agency Dublin Link system is a web-based, inter-agency, continuous client recording system for the homelessness sector in Dublin, Ireland. In operation since 2001, the overall aim of Dublin Link is to help organisations deliver a more effective service to people in need. It enables organisations to input and monitor client details, work done with clients and key outcomes achieved, and to track clients between services. Over 50 different services across Dublin use the Link system. Most of the emergency hostels use Link, as well as some transitional housing and long term supported housing projects. Some key advice, outreach and other non-residential services also use Link. Over the past 5 years, staff in these services has added details of more than 5,300 single homeless clients to the system.

Netherlands: Several large Dutch cities (including Utrecht, The Hague and Rotterdam) now work with a system of centralised access to shelter and support services (CTMO). Potential clients apply to a central registration point in the city, where they undergo screening. A special screening form has been developed. It records demographic data and a range of other information to better clarify a client's situation. New requirements for clients, such as having geographical ties to the city or region where services are applied for, may oblige the facilities (in particular the low-threshold ones) to record at least primary characteristics in the future. The screening is followed by a placement recommendation. After a client has been assigned to a facility, some of the data collected by the CTMOs are transferred into Regas or Clever. The CTMOs also maintain their own records.

Norway: over the last four to five years the State Housing Bank has introduced Social Housing Plans for municipalities (in this context social housing means housing with social support). The plans include tools to register homeless people and people with housing problems (e.g. threat of eviction). Although the plans are voluntary and uptake has been slow the Housing Bank provides grants to municipalities for their production. However, the nature and content of the plans as well as differing definitions of homelessness have, to date, reduced their value for the purposes of assessing the scale or nature of homeless in the country.

Poland: the Municipality of Warsaw introduced a system of data collection, in 1999, based on registers run by local non-governmental organizations providing services for the homeless who are receiving subsidies or contracts from the Social Policy Office (SPO). Data is collected using a unified questionnaire. Although this is intended to be obligatory reporting to the SPO, in 2005 around 30 of the 47 shelters provided statistics. The system is based on the ‘Card of Inhabitant’ to be completed by the social worker during interview with each shelter client intending to stay there for more than three days. Cards include questions on basic demographic characteristics, reasons and history of homelessness, original place of living, employment status and health condition. SPO aggregates the data and produces quarterly reports available for research purposes after contacting the office. No personal identification data is revealed although the Cards of Inhabitants possess information allowing identification of individuals in order to eliminate double counting and allow tracking.

⁶ For more information, see: I. Hradecký & col.: Homeless Census Prague 2004, final report, Prague 2004

2.5 Conclusions

Revealing personal identification details of shelter clients has always been strongly opposed to by managers of Warsaw shelters and leaders of organizations running them. The concept of policy oriented research has not yet become popular.

Sweden: In Stockholm, the district social authorities as well as the special city unit for the homeless and NGO service providers are regularly surveyed on the number of homeless clients and their current housing situation. The questionnaire, which is filled in by social workers for each client that they know of as homeless, is a very simple one. In Malmö, information on the housing situation for homeless clients is gathered through the social workers in the district social authorities on 1 October each year. The homeless clients are identified when the counting goes on in the district, but then put together and submitted only as numbers in an excel-file to the city council office, which adds the information from the districts into files that cover all the city. On each individual data are gathered on where s/he is staying, family/household situation, gender, source of income, problems and causes of homelessness.

UK: The Dublin LINK system described above was first established for London. Over 75 agencies currently use the system. Also in London the Department for Communities and Local Government in England funds a version of Link called CHAIN. 133 services in London provided by 42 different agencies use CHAIN to record the numbers, details and all the work done with all rough sleepers and the wider street population (ie drinkers, drug users, sex workers and vulnerable people due to old age or disability). In mid-2006 CHAIN had details of around 14,300 single clients. In Scotland the Common Monitoring System database is a development of the RSI (Rough Sleeping Initiative) database, commissioned by the Scottish Executive in 2000. The database is currently installed in around 65 RSI funded projects and a number of local authorities have installed tailored versions of the system. In Scotland, following recent Homelessness Legislation all local authorities are required to prepare and submit to the Secretary of State a strategy on homelessness which is to be regularly reviewed. This strategy includes a detailed estimation of homelessness in the area covered by the strategy.

The review describes distinct and different approaches in the collection of data on homelessness across Europe by national authorities. These have involved surveys of rough sleepers, surveys of local authorities and register based methods. The review also suggests that more use could be made of the data collected by service providers of their clients. While information can be gleaned from census and household surveys the time-scale of these sources of information limit their usefulness for policy purposes. The review also suggests that more research would be needed to determine if it is possible to count the number of homeless people from central population registers in countries that have moved away from traditional enumeration based surveys.

Very few countries have planned and systematic collection of data on homelessness on a regular basis that is adequate for the purposes of policy making and only a few countries have a legislative basis for data collection. It is apparent that those countries that have developed integrated or comprehensive strategies to tackle or prevent homelessness have more developed information systems on which to derive evidence-based policies. Decentralisation of responsibility has meant that often information is available at regional or municipal level while there is no national collation of information. However, these more locally based studies are determined by the responsible agency and, except in countries which survey local authorities as the basis for their information, there is no overall central co-ordination of these data collection initiatives. It is apparent also that many local data collection surveys are the result of initiatives by service providers with, in some instances, initial funding from the municipalities. These approaches are therefore often not sustainable without formal municipal funding and support.

The overall conclusion from this review suggests that, to improve the nature and quality of information on homelessness, central government (state authorities) need to take the lead. A legislative basis for action may be helpful but, as the evidence here shows, is not necessary. However, a comprehensive national strategy to prevent or tackle homelessness is a necessary pre-condition to determine the regular and effective collection of homelessness data.

3 Measurement of Rooflessness

3.1 Introduction

The ETHOS typology defines rooflessness in terms of two categories - people who sleep rough and people who use overnight shelters. This chapter examines the measurement issues involved in counting people in these situations.

The purpose of counting the number of people living outdoors or in a 'social emergency' can vary between countries. In some countries, especially those with more limited provision of services for homeless people, the purpose is to identify the scale of the problem involved. In other countries, especially those with a policy objective to eradicate the need to sleep rough, the objective lies more in the need to monitor the implementation of policy geographically and over time. Such policy objectives can determine the approach to measuring homelessness among this group of vulnerable people.

A caveat is needed before considering the measurement of rooflessness. In some countries immigrants and especially illegal immigrants constitute a large proportion or majority of people sleeping rough and using overnight shelters. Attitude to citizenship and control of immigration will also affect the manner in which counts of the homeless are conducted (Edgar et al, 2003).

3.2 Definition issues affecting measurement

It has been argued that "people sleeping rough are more accurately described as a vulnerable, very precariously accommodated population who sometimes sleep outside" (Fitzpatrick et al, 2003). By definition this is a mobile population who move around between outdoors, public spaces, living with friends or using emergency low-threshold accommodation. Hence the first measurement problem is to establish a definition of who is to be measured. This involves two key related decisions involving the definition of the population to be counted and the definition of the places (or living situations) to be included in the enumeration process.

Defining the Population of Interest

The Conference of European Statisticians (CES, 2006), making recommendations for the conduct of the 2011 Census, recognise two categories of homelessness which are defined as:

- (1.0) Primary homelessness (or rooflessness). This category includes persons living in the streets without a shelter that would fall within the scope of living quarters..
- (2.0) Secondary homelessness. This category may include persons with no place of usual residence who move frequently between various types of accommodation (including dwellings, shelters, institutions for the homeless or other living quarters). This category includes persons living in private dwellings but reporting "no usual address" on their census form.

While we recognise that the definition of the population for census purposes may be different to that employed for statistical surveys, this understanding of the population of interest illustrates the dilemma of existing measurement approaches which concatenate the two situations. Surveys or counts of the roofless population seldom involve only those living on the street or in public spaces and include some element of 'other living situation' (e.g. emergency shelter) in the definition of the population. In part this is a result of the measurement methods and survey instruments employed (see the next section) and in part it results from a perception of the occasional nature of sleeping outdoors.

This perception is based on an assumption that there are very few people who spend sustained periods sleeping rough. While there is available research evidence in some countries to confirm that this is indeed a small group with very high needs and challenging behaviour (e.g. Pleace et al, 2000; Randall and Brown, 2002) it is uncertain if this situation prevails everywhere.

In the UK and Ireland the definition of the population is the narrow rough sleeping or primary homeless definition. In other countries some aspect of people using homeless services are also included in the definition. Especially in countries with harsh winter weather, the definition of rough sleeping recognises this population as a group who move around between different places rather than as a group who sleep outdoors or sleep rough.

In the Czech Republic counts of homeless people in Prague and Brno focused primarily on the target group whose living conditions correspond with the ETHOS “roofless” and “houseless” categories (ETHOS operational categories 1-4), the target group being people who survive on the streets (people living rough) and people using specific social services, namely day centres, overnight shelters and homeless hostels.

In France, INED and INSEE have agreed on a definition: a person is deemed homeless on a given day if on the previous night they either used a shelter service or slept in a location not meant for human habitation (street, makeshift shelter). “Homeless” is therefore a broader category than “roofless” and includes long-term hostel stayers, like women living in mother/child shelters. Arguably, however, this definition is restrictive because it excludes houseless people forced to stay (self-paying) in bed-and-breakfast hotels, or with family or friends, or in squats, and takes no account of people in particular non-conventional housing conditions (temporary structures, makeshift dwellings, mobile homes).

In Finland the annual Housing Survey defines rough sleeping to include persons without permanent accommodation who live in various types of temporary shelters and places not meant for habitation and who move around from one place to another. In reality it is difficult to distinguish the numbers of rough sleepers from the number of persons visiting low threshold shelters.

The term “*senza dimora*”, which predominates in the construction of the problem of the homeless in Italy (see Tosi, 2003) covers the whole spectrum of rooflessness including people living rough and people staying in a night shelter.

In Ireland, the Homeless Agency’s most recent count of homelessness in Dublin (Counted In, 2006), the definition of homelessness follows the legal definition in the Housing Act 1988, excluding people currently living in state institutions but including those sleeping rough.

The Housing Act 1988 defines a person as homeless if:

- (a) there is no accommodation available which, in the opinion of the authority, he together with any other person who normally resides with him or might reasonably be expected to reside with him, can reasonably occupy or remain in occupation of, or
- (b) he is living in a hospital, county home, night shelter or other such institution and is so living because he has no accommodation of the kind referred to in paragraph (a) and he is, in the opinion of the authority, unable to provide accommodation from his own resources.

The survey was administered by homeless services in Dublin and to every person accepted as homeless by the relevant local authorities. The reference period for the study extended over one week, 24th–31st March 2005. In contrast with 2002, a decision was made not to conduct a separate rough sleeper count. The data was recorded at the level of the individual accessing services to allow an estimate of the number of adults, the number of households and the number of child dependents to be made.

In Portugal, in 2005, the ISS launched a national survey on the night of the 12th October in all “heads of municipalities” of inland Portugal aiming at identifying and characterising “*all the people who were sleeping rough, in the city head of the municipality in inland Portugal, during a fixed period of time.*” (Castro, Gil et al, 2005: 8). The definition employed - people with no abode (*sem-tecto*) -comprised all situations of people who were found sleeping:

- > “*on the street, in a space used by other people (e.g. public gardens);*
- > *on a public space used by other people (airport, train stations);*
- > *on a public space in areas not commonly used by other people (specific areas in airports and train stations where some privacy was achieved).*” (Castro, Gil et al, 2005: 9).

The common term for rough-sleeper in Swedish is *uteliggare*, and there is probably some consensus on what it means, even though people can hardly sleep outdoors on cold winter nights. Most rough-sleepers in Sweden try to get indoors and go between friends, hostels and sleeping in cellars, station buildings or other public spaces. For some time, the definition “sleeping outdoors more than indoors”⁷ is used in Göteborg to distinguish rough-sleepers from homeless people who only occasionally sleep rough (and who are called *ambulerande* in Malmö).

In the UK the definition of the population is in accord with the ETHOS category 1.1. The definition of sleeping rough adopted in England is, people sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters); people in buildings or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats, stations, or “bashes”). In Scotland a person is considered to have slept rough if they have slept outside in a place not specifically designed for human habitation, at least once in the last seven days.

Defining the Places of Enumeration

The Conference of European Statisticians (CES, 2006) defines living quarters for the purpose of census enumeration. Defining enumeration places in order to establish a measure of the roofless population gives rise to difficult decisions which are resolved differently in different countries. The living situations of the roofless population could be defined to include:

- a. sleeping outdoors or in public spaces
- b. in buildings not designed for human habitation
- c. in emergency shelters or night shelters
- d. in emergency accommodation in hotels, guest houses or bed and breakfast
- e. in accommodation temporarily provided by friends or relatives because of the lack of a permanent place to stay.

Since the latter two categories are concealed or hidden situations such places can not normally be included in a sampling frame for enumeration purposes in surveys designed to count rough sleepers.

Decisions arise in relation to the inclusion of public spaces and the determination of buildings not meant for habitation. The determination of public spaces as enumeration points often reflects safety factors or the fact that the level of resources available is never likely to be sufficient to provide thorough coverage, even within one city, of the areas where individuals might be sleeping rough. Thus in the recent national survey in Portugal, for example, all those situations where people were sleeping in abandoned buildings, houses or factories were excluded mainly due to the lack of resources and the security procedures this approach would imply.

However, the determination of the inclusion of places not meant for habitation gives rise to a conceptual as well as a measurement issue. The CES (2006) defines non-conventional dwellings to include caves, makeshift structures, garden huts and other structures not designed for human habitation. If such structures are the usual place of residence then people living there are not, for census purposes, defined as homeless. However, for policy purposes to determine the need for adequate housing or appropriate levels of homeless services then people living in such places ought to be defined as homeless or in extreme housing deprivation. There remains, however, a question whether these people are to be included among the roofless population or as people occupying inadequate living situations.

⁷ However, there is no determined time during which somebody was “more” outdoors than indoors.

In the Czech Republic a project on the “Strategy for Social Inclusion of Homeless People” (funded by the ESF) has established a working group to draft a proposal for national definitions and typology. This group has expressed the need to define the term “habitation” or, more precisely, define the dividing line between habitation and non-habitation. Rough sleeping on a pavement, in a park, on a bench, in a pedestrian underpass, under a bridge, in a cave, in sewers is unproblematic. Under consideration is the classification of long-term “habitation” in a dugout, tent or shelter built single-handed. It is problematic to classify long-term “habitation” in a garage (sometimes with the owner’s permission), in a garden tool-shed, or in another deserted or derelict building. The working group has not yet been able to decide where the dividing line is between rough sleeping and habitation of spaces such as garages, sheds and other constructions not intended for accommodation.

In the French survey in 2001, the providers included in the survey coverage are hostel services (including homeless hostels (CHRS) providing temporary accommodation (state-funded through housing welfare assistance); mother/child shelters (funded from county council child welfare assistance); social security bed-and-breakfast hotels; voluntary or local authority centres not approved for welfare funding; emergency places in provision like young workers’ or migrant workers’ hostels; low-rent transit apartment blocks; bed-and-breakfast hotel rooms rented by public and voluntary agencies; work communities) and food aid distributed in two forms: food parcels and hot meals. “Hot meals” means meals to be eaten where served either in premises meant for eating in, or on the street supplied by “meals on wheels” services. The study looks only at hot meal distribution, because food parcels, which account for most of the food aid, are mainly distributed to people living in ordinary homes.

In Italy, the Census conducted in 2000 by the *Commissione di indagine sull’esclusione sociale* (Government commission on social exclusion) included those living “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”.

However, there is a vast range of terms for the accommodation facilities that correspond to overnight shelters⁸. These terms can refer to services and facilities that offer initial assistance in emergency/urgency situations without offering accommodation and they indicate different types of hostels and shelters provided for different categories of homelessness, as well as being used to refer to night shelters. Hence there are many forms of night shelters allowing stays of differing lengths and different functions may co-exist in the same facility (Tosi, Ranci, Kazepov, 1998). This makes the determination of the hostels to include in the enumeration process, even on an apparently narrow definition, problematic.

Conceptual and measurement issues also arise in relation to illegal settlements which, in Italy, are mostly inhabited by immigrants (undocumented) and gypsies. While different aspects of these arrangements can be classified under inadequate or insecure housing situations, some of these arrangements (11.2 in particular) constitute true and genuine rooflessness (see Italy Policy report for 2006). According to national perceptions there is no doubt that the inhabitants of these settlements are homeless and in many cases are in situations of obvious rooflessness, even if not literally “rough sleeping”. Many now consider these situations as roofless in estimates of the numbers of homeless in Italy.

In the UK, the definition of sleeping rough adopted in England is, people sleeping, or bedded down, in the open air (such as on the streets, or in doorways, parks or bus shelters); people in buildings or other places not designed for habitation (such as barns, sheds, car parks, cars, derelict boats, stations, or “bashes”).

⁸ Some of these terms are traditional (*dormitorio*: dormitory; *asilo notturno*: night asylum; *albergo popolare*: people’s hotel etc.). More recently introduced terminology makes use for the most part of the term *accoglienza* (reception): *centro di prima accoglienza* (first reception centre), ‘*accoglienza notturna di primo livello*’ (first level night reception centre), ‘*struttura di accoglienza notturna*’ (night reception facility), ‘*centro notturno di prima accoglienza*’ (first reception night centre), ‘*prima o pronta accoglienza*’ (first or emergency reception), and even simply ‘*centro di accoglienza*’ (reception centre) or ‘*struttura di accoglienza*’ (reception facility).

3.3 Measurement Methods

Our review of the practice of counting the roofless population in Europe suggests that different measurement approaches are adopted. These include surveys of service users, sample surveys, census based approaches, street counts and continuous recording approaches. Where street counts of homelessness are undertaken the methodologies adopted, while displaying broad commonality, also demonstrate sufficient differences to mean that comparison of findings should be made with some caution. Finally, the different approaches adopted provide both stock based measures and prevalence based measures. The methodology employed does not always allow for the estimation of prevalence figures from stock based measures.

Survey of Service Users

Some countries have adopted a model first employed in the mid 1990s in a national survey of homelessness conducted in the USA (Burt, 2001), which used the approach of recruiting as many homelessness services as possible to record the numbers and characteristics of homeless people who used their services over a given period of time. Using this approach gives a much wider geographical coverage at a more economic cost than would be feasible with street counts.

In Scotland the Common Monitoring System, managed by Glasgow Homeless Network, is a development of the Rough Sleeping Initiative (RSI) database commissioned by the Scottish Executive in 2000. Its original purpose was to monitor the prevalence of, and reasons for, rough sleeping in Scotland throughout the duration of the initiative. The database is currently installed in around 150 projects across Scotland. In discussion with the Scottish Executive, a set of variables were agreed that would meet the rough sleeping data requirements at a national level, and the rough sleeping and homelessness data requirements at a local level. These variables are used to produce a series of statistics which form the basis of the six monthly "RSI Core Data" report. Multiple appearances of an individual across projects and/or local authorities are aggregated using the 'unique identifier' field. To avoid duplication and provide the most accurate representation of rough sleeping and homelessness across Scotland, only the person's first appearance in an RSI funded project is used. Thus in the case of an individual accessing a service in two local authority areas within the six month period, they will only appear in the data of the first Local Authority.

In London, the CHAIN database comprises details of individuals, assessments of their needs, contacts and interventions. It is compiled by agencies in London that work with those rough sleeping. An individual will be added to CHAIN as a verified rough sleeper when an authorised person has seen the individual bedded down and has made a robust assessment that they are rough sleeping due to the lack of appropriate accommodation, and that the rough sleeping is a consequence of roofless status and not a strategy to access scarce accommodation.

In addition to measuring the number sleeping rough on any one night (the stock figure), it is also important to measure the number of people sleeping rough over time (the prevalence), as this will give an indication of the level of demand for services and accommodation. These continuous recording approaches allow an estimate to be made of the stock and flow measures. Initial information from the CHAIN database identified 3031 individuals contacted on the streets in 2000/01, compared to a single night count of 319 in May 2001. This suggests that the number sleeping rough over a period of a year was around ten times the number on any one night. Earlier research on counts in different areas identified a similar ratio of rough sleepers counted on a single night to those identified over a year (Randall and Brown, 1999).

Sample Surveys

The National Institute of Statistics and Economic Studies (INSEE) survey was carried out, between 15 January and 15 February 2001, among shelter and hot meal distribution service users in urban centres in France with populations over 20,000. The survey methods have been well documented elsewhere (Brousse et al 2006; Brousse et al 2002; see also Ardilly and Le Blanc 2001 for a description of methods of weighting and estimation). The survey's main aim was to gain a clearer picture of housing deprivation nationwide. 4,084 French-speaking service users were questioned on topics ranging across health, employment, financial resources and family relationships. As such this is a nationally representative sample survey of the users of food distributions and accommodation services. Rough sleepers are surveyed through their use of food distributions and also because a large part of them use emergency shelters at least for a few days in winter. The coverage of the survey has been studied by the INED. Its limitations are that it is only representative at the national level (and for the Paris region), and that it is infrequent (a new survey is being planned for 2011). In between, the Census (which is now a continuous survey) gives estimates of the homeless living in collective quarters and of rough sleepers.

The Spanish Institute of Statistics have recently published the results of the first nation-wide survey carried out by the Spanish Administration on a representative sample of the homeless in Spain. The first stage was aimed at generating a national directory of centres that served the homeless in Spain (May 2004). The result was a directory with 752 centres (including 410 accommodation services and 342 day centres and meals services. A postal survey provided a detailed description of the sector specifying comprehensively all the institutions, centres, services and programmes.

In December 2005 the results of the first survey on the population attending shelters, food centres and day centres was published. The questionnaire was developed in consultation with other Ministries, service providers and academic researchers and social work qualified staff were specifically recruited to carry out the interviews. The final questionnaire consisted of 123 questions of all types, grouped in 13 sections (see Cabrera, 2006). The sample of the survey was drawn from the homeless over 18, residing in towns with more than 20,000 inhabitants. This obviously leaves out all rural homelessness, but, in the end, the authorities at the Spanish Institute of Statistics decided on this cut-off point to avoid excessive expenses in fieldwork. The definition of homelessness adopted for the survey:

"A homeless person is one who, during the period of reference, does not have access to housing which fulfils the criteria of human habitation commonly accepted, whether the housing is legally owned or rented, or occupied without charge by the owner, or under contract or any other agreement which is not short-term (including those supplied by the public sector or non-government organisations or supplied by employers).

Since fieldwork was undertaken in the street, people who literally sleep in the street are not included unless they go to a food hall during the period under study. Second, a large proportion of residents in centres for immigrants would not be included (except in the case of illegal immigrants, which would include sub-categories 5.1 and 5.2, but leaves out sub-category 5.3, migrant worker hostels).

In line with the French experience, the services were the elementary units of the sample, within a sampling process in two stages in which the centres have been classified according to size in the first stage, using the number and type of service as the indicator. The centres in which the interviews were finally held were selected with criteria which allowed equal probability in proportion to the number of services they offer, after having been put in order by province in which they are located to guarantee sufficient representation from a territorial or geographical point of view. Based on the size and weight of the strata, each centre selected corresponded to n number of interviews.

Census approaches

It has been described above (see section 2.2) that population censuses in France (since January 2004) now count homeless people living in hostels in the same manner as it counts all other “communities”. Night shelters are a separate category and so should allow a count of this part of the roofless population. For rough sleepers, collaboration with voluntary groups (including FNARS) and close involvement by local councils and survey enumerators have helped reduce the risks of multiple counting and omissions. Also, the roofless population (rough sleepers) in municipalities with populations of more than 10,000 are surveyed every 5 years over the entire municipal area.

In Lithuania the 2001 Population and Housing Census is the single data source on the number of people living in a public space. Information about rough sleepers included gender, nationality, age, education. No more information about roofless was produced after 2001.

Street Counts

Street counts of homeless people are reported in a number of countries. In the Czech Republic surveys were conducted in Prague and Brno (in 2004). In Hungary the ‘February 3rd Team’ has conducted surveys of service users annually in Budapest on that night of the year which was extended in 2005 to a survey of rough sleepers, and in 2006 services in nine other cities across the country also participated in the data collection exercise. In Poland, surveys counts were undertaken in Pomerania. In Ireland rough sleeper counts were undertaken in Dublin in 1999 and 2002 though a decision was taken not to include street based head counts of rough sleepers in the 2005 survey of homelessness in the region. In Portugal, a survey undertaken in Lisbon in 2004 was extended in 2005 when the ISS launched a national survey on the night of the 12th October in all “heads of municipalities” of inland Portugal aiming at identifying and characterising *“all the people who were sleeping rough, in the city head of the municipality in inland Portugal, during a fixed period of time.”* (Castro, Gil et al, 2005: 8). The regular street counts undertaken in England are described above.

There are a number of difficulties in attempting to count people sleeping rough using street counts which are well documented elsewhere (Avramov, 1999; Quaglia and Vivier, 2006). These difficulties relate to the problem of developing reliable sampling methods to identify people who are not sleeping in recognised shelters. In particular such methods will not count people sleeping temporarily with family and friends. The commonly adopted approach is to divide the city into blocks and do a sweep of known locations in each enumeration area using pairs of interviewers. However, this method is difficult to do efficiently and is extremely expensive making repetition of the exercise unlikely - *“The municipal area was divided into zones browsed by pairs of professionals and volunteers; places where homeless people are known to spend the night were specifically marked”* (Hradecký, Prague Survey 2004). However, the project concluded that “the methodology proved demanding in terms of the number of people involved and in terms of organisation. A repeat is not expected.”

3.4 Conclusions

Evidence from our review, however, suggests that 'street counts' are more normally combined with counts of people using services on a given day (or week) rather than only of people 'bedding down' to sleep rough. The example of Ireland is not untypical of this approach:

"The general approach for conducting the survey is to ask everyone in contact with homeless service providers within a given week (24th-31st March) to complete a short questionnaire. In addition, similar to the two previous counts, surveys were also sent to services that are known to be in contact with people experiencing homelessness, including Accident and Emergency departments in hospitals, food and day centres and other services" (Counted In, Homeless Service Agency, 2006).

From a measurement perspective, however, these differences in approach to overcome survey difficulties make comparison over time or between areas difficult. Furthermore, street counts provide a 'stock' measure based as they are on a specific date (or dates since some use a repeat measurement method over two specific times). Therefore unless this is combined with some longitudinal research it is not possible to estimate the prevalence or flow figure. This is important since the purpose of such counts is to inform the need for service provision. Research from the USA suggests that the prevalence of rough sleeping may be eight times the stock (or point prevalence') figure (James 1998). Examples are given above of the CHAIN system (in London) and the CMS system in Scotland which attempt to systematically and continuously record details of homeless people in contact with outreach services.

This brief overview has identified a number of definitional issues that affect the counts of people sleeping rough or in emergency, low-threshold shelters. The issues also affect the comparability of information both between countries and regions and also trends over time. Counts based on survey methods are, by definition, stock based measures and give no indication of the prevalence of this most extreme form of homelessness over time. The review has described approaches that are based on register methods of people in contact with outreach services. Equally registers of service providers, in some countries, record the number of bed-spaces which (if combined with information on average occupancy over a period) can be used to estimate a prevalence and/or stock based measure of rough sleeping. The approach adopted in Finland over many years allows an annual estimate to be established which, since it is based on the same methodology over time, allows some estimates to be made of trends even if the data in any given year is deemed to be an under-estimate of the true scale of the problem. Equally research by INED in France (Marsat, 2002) suggests that over 95% of people had been in contact with a service in the week prior to the survey. This might suggest that effort to capture client information from users of low threshold services in a consistent and comprehensive manner could provide reliable information to assess the scale, profile and trends of people sleeping rough. Mechanisms to remove double counting, which affect all approaches to counting people sleeping rough, would need to be examined in this case.

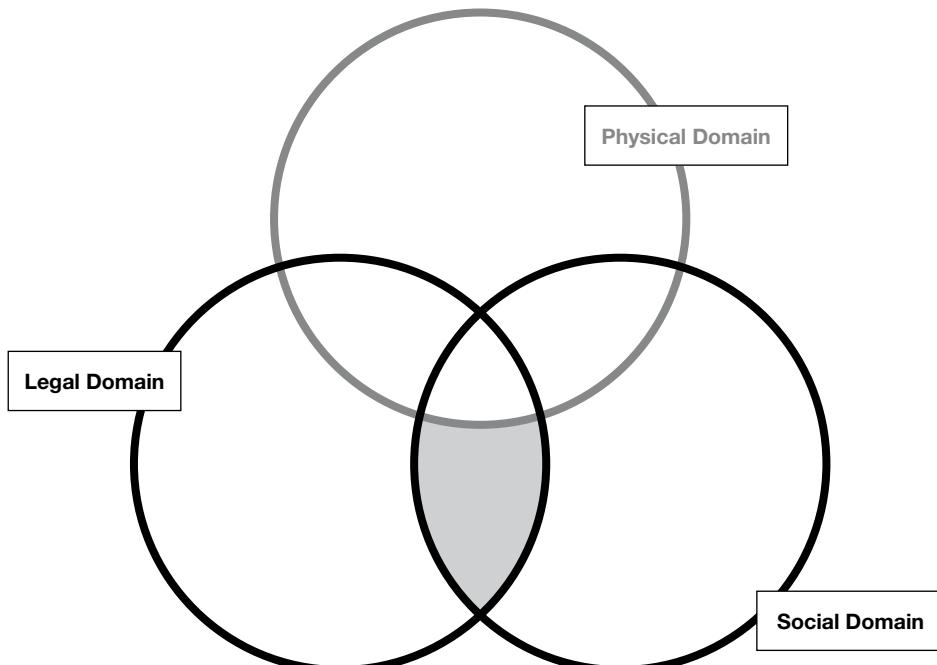
4 Measuring Houselessness

4.1 Introduction

The conceptual definition of the houseless population in the ETHOS typology reflects the situation of people who, while having a roof over their heads, are excluded from the legal rights of occupancy and do not have a place to pursue normal social relations. This is operationally defined to include people living in hostels or temporary accommodation for the homeless, women living in refuge accommodation as a result of domestic violence, immigrants living in temporary or specialist accommodation as a result of their immigrant status, people about to be discharged from prison or health institutions who have no identified accommodation in the community and people who are receiving support as a result of their homelessness.

Previous issues of this review have discussed the issues of operationally defining each of these categories and the categories have been refined on the basis of that examination (Edgar et al, 2005).

Figure 4.1 The conceptual definition of houselessness: exclusion from legal and social domain



4.2 Homeless hostels, temporary accommodation and supported accommodation

This chapter examines the measurement issues for each of these operational categories. Inevitably the definitional issues are a factor in the reliable measurement of people living in these situations. This is particularly relevant in relation to the definition of hostel accommodation and supported housing. Such factors make it difficult to aggregate data at a national level and to compare information between regions or countries. Secondly, information in each country comes from different sources and is normally provided for administrative purposes. The sources include service providers (NGOs), health institutions or ministries, prison or correctional institutions or ministries and social services. At a very basic level, for example, this means that information for each category is often not available for the same time period.

A characteristic of most of these living situations is that they experience a high level of turnover of people. This situation pertains even though the services also experience blockages resulting from a lack of move-on accommodation or permanent housing. Such turnover means that prevalence or flow data is more relevant than stock data to describe the population living in these situations. However, whatever time period is adopted to measure prevalence the turnover rate is such that repeat presentations occur. For some policy and planning purposes it is desirable to distinguish these repeat presentations separately.

The measurement of the number of people living in houseless situations is complicated by changing trends in the forms of provision and changes in policy development aimed increasingly at re-integration and prevention. The nature of hostels is changing with trends away from large scale and dormitory provision catering for emergency situations. A number of countries are phasing out the use of temporary accommodation (especially for families) and making more use of ordinary housing for temporary accommodation where this is available (with support) by taking a ‘housing first’ approach to policy. Homelessness research and related policy development has increasingly recognised the support needs of homeless people beyond that of basic accommodation. Moreover, support has been less and less linked to accommodation with the evolution, in a number of countries, of personalised support targeted on the individual rather than the accommodation. For all these reasons, it has become increasingly difficult to distinguish between ETHOS categories 3 (homeless hostel/temporary accommodation) and 7 (specialist supported accommodation).

For this reason this section will consider the measurement issues for both these categories together. Three main issues affect the measurement of these categories of homeless people.

1. *Definitional issues:* distinguishing between different forms of hostel and temporary accommodation on the one hand and between hostel / temporary accommodation and supported accommodation on the other hand.
2. *Responsibility for data collection:* because the different forms of accommodation are funded under different legislation responsibility for collating information is often split between different bodies. From a comparative European perspective this means collating data that may not be reported under homeless statistics. It also implies that data is not always available for comparative periods.
3. *Measurement issues:* a mix of units of measurement is employed. Two issues arise. First, stock and flow data are used. Second, units refer to places, bed-spaces and persons.

Definitional Issues

Hostels play an integral role in helping people to move away from the streets, to move on to more permanent housing and to prevent rough sleeping in the first place. Different types of hostel can be identified in most countries serving different functions in alleviating homelessness or serving different client groups. This leads both to a distinct nomenclature of accommodation forms and to a blurring of functions between different types of accommodation.

The previous edition of this review identified some elements or factors that could be used to identify a generic definition of provision (Edgar and Meert, 2005). These included the services provided - in particular the extent to which support was provided to assist in re-housing or re-integration. The access arrangements are also a distinguishing characteristic between direct access hostels and those requiring referral from an agency or social worker. The intended length of stay is also a feature distinguishing overnight shelters, temporary or transitional accommodation and more long term provision. Finally, the form of provision can lead to separate forms of funding or management distinguishing larger scale and dormitory provision from smaller scale and self-contained accommodation. These distinguishing characteristics can lead to different nomenclature resulting from the nature of the provision, or the legislative, administrative or funding arrangements under which the accommodation is regulated or managed. These issues are summarised as access criteria (direct access by homeless people, or referral from an agency), length of stay (overnight, short stay or long stay) and the purpose of the accommodation (see Table 4.1). However, although these criteria can be applied to create a broad typology of homelessness services, it is still hard in some cases to classify services into these service types for statistical purposes.

A number of countries (Belgium, Lithuania, Luxembourg, Portugal) do not have a specific category of overnight or emergency shelter accommodation separate from homeless hostels. Other countries use short stay hostels for emergency beds (Ireland, Luxembourg, Poland, Slovenia). For example, in Ireland, in accommodation designated as emergency more than two-thirds of hostels had some long stay residents.

In Finland, hostel accommodation is used for single people while families are provided with temporary accommodation. Hence, the Housing Market Survey does not give any information on single people in temporary accommodation. However, hostels or municipal shelters are called service centres for homeless people (asunnottomien palvelukeskus), because the task of these shelters is to provide social services and help clients to proceed to other social services or treatments as well as into housing services. However, if homeless people are moved on into supported housing they are no longer considered to be homeless (or houseless). Thus former homeless people in supported housing are classed as living in housing services for substance abusers, mental health persons or older people and are not distinguished in official statistics.

In France accommodation services are organized according to the origin of the funding. This provides for a complex arrangement of accommodation forms and nomenclature (see Edgar and Meert, 2005). Table 4.2 summarises the range of accommodation forms which demonstrates that the distinction between categories owes more to funding and administration factors than to criteria about access, length of stay or purpose of the accommodation.

Table 4.1 Criteria for defining homeless accommodation forms

Access criteria	Direct Referral	In person From agency or statutory body
Period of stay	Overnight Short (not defined) Short (defined) Longer-term	Normally not 24 hour stay While awaiting assessment/re-housing Period linked to training, support or move-on Linked to resettlement support, rehabilitation
Purpose / Intention	Emergency Interim Transitional Specialist	Crisis Assessment for support or re-housing Receiving support or training Resettlement, rehabilitation or refuge

Table 4.2 French classification of accommodation services

Centres d'hébergement d'urgence (CHU) (Emergency Accommodation Centres)	The law does not state the meaning of 'hébergement d'urgence' except that the facilities must offer 'conditions of hygiene and comfort respecting human dignity'. Three elements distinguish it from other types of accommodation: the short duration of stay, the method of admitting the public and the status of its users. The duration of the stay can be between one night and seven nights, possibly extended to 14 nights.
Services d'Accès Direct (Low Threshold / Direct Access Shelters)	To be admitted to an emergency centre in France, it is necessary to pass through the 115 hotline, which centralises the demands and refers people to a given centre. No centres that are open all year are accessible directly.
Les Hôtels Meublés (Furnished Hotels)	These accommodate urgently roofless families for whom accommodation in collective structures or dormitories are not adapted. Although single people in collective structures must re-apply through the 115 hotline every night, families can benefit from emergency aid for several days or even months in a furnished hotel.
L'Hôtel Social (Social Hotel)	Dispersed accommodation, is one of the modalities of the emergency accommodation centres (CHU). They accept homeless individuals or families for one night or for a few months. They differentiate themselves from the CHU by the fact that they offer private space for each family or individual (bedrooms instead of dormitories), and provide sanitary facilities and private kitchens or shared with only a few families.
Les CHRS or Centres d'Hébergement et de Réinsertion Sociale (Social Reinsertion Accommodation Centres)	90% of these are managed by associations and 10% by local collectives (CCAS). The facilities are of the collective type and the users contribute to the costs of the accommodation and the assistance provided in proportion to their means. The length of stay in a CHRS is limited by the law to a period of 6 months renewable if necessary. The difficulty of finding an independent solution often necessitates a prolongation of the stay in the accommodation centres. The social assistance is provided by a multidisciplinary team, social workers, psychologists, and institutional partners. Although the CHRS are designed to accept all people in difficulty, some specialise in receiving a specific sub-group.
Les Logements ALT: Housing financed by the ALT (Financial Help for Temporary Accommodation)	These are housing units dispersed amongst the private and public housing stock, managed by associations or local collectives. They receive financial aid to provide housing units to the public in difficulty. The people received are those in the process of reinsertion, most of which are families. The length of stay is limited by the guidelines to 1 year, renewable, but this duration is seldom respected because of the difficulties in finding another type of accommodation. The association can ask the family to make a financial contribution towards the cost of the accommodation. The families do not have a tenancy agreement since the housing is under the name of the association
Les Résidences Sociales (Social Residences)	This is collective accommodation of the hostel type (i.e. individual furnished bedrooms or apartments with collective services and common spaces such as dining room, laundry, meeting room). They are for the most part the property of controlled rent organisations (HLM). The management is undertaken by the associations who have a rental contract with the HLM. Access to this housing is means tested. The individuals or families have residential status and pay rent. They sign a lease which, like all tenancy agreements, is monthly and renewable. However, the duration of occupation of tenants in social residences cannot exceed 2 years in principle. Associations do not always enforce this rule because of the difficulty of finding normal housing.

Sources of Information

Our review of these categories indicates that no national data is available for hostels, temporary accommodation or supported accommodation in a number of countries. It has already been shown (chapter 3) that information on emergency hostels is often only available through ad hoc survey and very few countries manage to collect or publish information on the clients of emergency hostels on a regular or systematic basis. The review in this section suggests that, while more countries publish information on clients using short stay hostels (ETHOS category 3), the nature of this information is varied. Three main sources of information are identified in Table 4.3. First, there are countries that publish information based on the registration information including the capacity and average occupancy of projects where registration is a legal obligation (Czech Republic, Hungary). Second, there are countries where the information is available from a regular survey of local authorities (Finland, Ireland and Sweden) or from annual returns from local authorities (Latvia, the UK). Third, there are countries whose information is based on returns from social service institutions (Lithuania, Poland, Slovenia). Denmark is unique in having a system of continuous recording based on the registration of clients. In France information on hostels (CHRS) is the responsibility of the Directorate General of social affairs.

Information on temporary accommodation and, especially supported accommodation, is reported on less regularly across Europe. Information on temporary accommodation is again based on either survey information (Finland, Ireland and Sweden), returns from local authorities or social service institutions (Latvia, Lithuania, Poland and the UK) or on registration information (Czech and Hungary). With regard to supported accommodation for homeless people no country has national data on the subject. In the UK projects funded under supporting people provide information on all clients admitted to the projects that allows for the identification of homeless people. However, even here, this client level information is only available in England; in Scotland the information is based on local authority annual returns.

Measurement Issues

The definitional issues and the diversity of sources of information both affect our ability to compare information on these categories. Importantly, between these categories there is often a mix of measures in each country resulting in the use of both prevalence and stock data. The major source of information on these categories, in most countries, is the information held by service providers. A recent study (Edgar et al, 2007) has shown that many service providers across Europe collect information on their clients in computerised databases but that this information is seldom collated or aggregated by national or regional authorities to provide reliable information on the number or profile of people using such services. That report proposes practical approaches that could be adopted to ensure that more detailed and complete statistics on service users of homeless hostels, transitional accommodation and supported accommodation can be provided. If this is carried out in the appropriate manner and with the use of unique identifiers then stock, flow and prevalence information could be provided in addition to specific indicators on issues of occupancy and turnover in services. It could also be possible to use such data to provide measures of repeat homelessness.

Table 4.3 Responsibility and Source of Information on Hostels, Temporary Accommodation and Supported Accommodation

Country	Hostels		Temporary Accommodation			Supported Accommodation	
	Responsibility	Source	Responsibility	Source	Responsibility	Source	Source
Czech	MOLSA ⁽¹⁾	Register	MOLSA	Register	n.a.	n.a.	n.a.
Denmark	National Social Appeals Board	Register-continuous client recording	n.a.	n.a.	n.a.	n.a.	n.a.
Finland	Housing Market Survey Returns	Municipal Survey	Housing Market Survey	Municipal Returns	Housing Market Survey	Municipal Returns	
France	DGAS ⁽²⁾ DGUHC ⁽³⁾	Inspection générale des affaires sociales	DGUHC	Ad Hoc Report	DGAS DGUHC		Note d'information DGAS/DGUHC/PIA/IUH1 (ad hoc report)
Germany	North Rhine Westphalia	Municipality Returns	North Rhine Westphalia	Municipality Returns	n.a.	n.a.	n.a.
Hungary	Public Administration Office / Ministry of Interior	Registration ⁽⁴⁾	Public Administration Office / Ministry of Interior	Registration	Public Administration Office / Ministry of Interior	Registration	
Ireland	Department of Environment	Tri-ennial Survey of Local Authorities	Department of Environment	Tri-ennial Survey of Local Authorities	Department of Environment	Tri-ennial Survey of Local Authorities	
Latvia	Social Service Board	Returns from municipalities	Social Service Board	Returns from municipalities	n.a.	n.a.	n.a.
Lithuania	Statistical Department	All social service institutions	Statistical Department	All social service institutions	n.a.	n.a.	n.a.
Poland	Ministry of Labour and Social Policy	Returns from local welfare centres	Ministry of Labour and Social Policy	Returns from local welfare centres	Ministry of Labour and Social Policy	Ministry of Labour and Social Policy	Ministry of Labour and Social Policy
Slovenia	Min Labour Social and Family	NGO reports	n.a.	n.a.	n.a.	n.a.	n.a.
Sweden	National Board of Health and Welfare	Survey	National Board of Health and Welfare	Survey	National Board of Health and Welfare	National Board of Health and Welfare	Survey
UK	Relevant Ministries ⁽⁵⁾	Local authority returns	Relevant Ministries	Local authority returns	England: DCLG Scotland: SE	Service Provider returns Local authority returns	

Notes: 1 - Ministry of Labour and Social Affairs; registration of projects. 2: DGUHC – DG urbanism and construction, this information is based on ad hoc reports ;
 4 – registration of homeless projects; 5-England Department of communities and Local Government, Scotland – Scottish Executive, Wales- Welsh Assembly.

4.3 Women's shelters and domestic violence

While most countries have facilities providing temporary shelter accommodation for women fleeing domestic violence, the information on the number of women seeking help is often not collected by official sources. Data is normally available at project level and is collated at national level in countries where associations of women's shelters exist. In a number of countries these facilities have emerged from the feminist movement and are funded from homelessness budgets and hence are not included in homelessness statistics in a consistent manner. Since the level of provision is less than that required women who are turned away from such refuge facilities either return to the perpetrator (or family members) or go to an emergency homeless hostel. Hence a count of the number of women using such centres provides only a partial picture of the level of homelessness experienced by people experiencing domestic violence.

Thus while it is possible to provide statistics at European level, this requires some deliberate action to collate the available statistics at national level where these are not already published.

Measurement issues also relate to the unit of measurement of the data and the type of data available. One complicating factor is whether information is provided separately for the woman and her children. Because of the different approaches involved, taking the woman herself as the primary unit of measurement would be needed to provide a consistent measure. In most countries it is possible to identify the number and capacity of women's shelters and hence to provide an estimated stock figure. However, partly because of the level of under-provision involved the turnover or prevalence figure provides a more reliable estimate of the level of homelessness involved. Indeed, due to the strict rules of access in many shelters the number of women turned away is also a relevant statistic but this is not collected in a consistent manner.

In the Czech Republic information from facilities for abused women is not collected by MOLSA and neither is the provision of services monitored at national level. Recent legislation- the Protection from Domestic Violence Act 2006, may lead to changes in the nature of these services but it is not clear that this will result in more robust data collection.

In Denmark, women's crisis centres are defined under §93a of the Social Services Act but information is not included in the homeless statistics. Recently the Danish Centre for Research on Social Vulnerability has collated information at national level based on registrations made by staff at the crisis centres in a similar manner to the homeless statistics.

In Finland, the Federation of Mother and Child Homes and Shelters provide 14 shelters for women escaping domestic violence. Crisis dwellings are also provided by municipal social welfare authorities and other organisations outside the Federation. However, there is not research or national statistics on women using these facilities.

In France, the Fédération Nationale Solidarité Femmes (FNSF) includes 54 organisations providing accommodation in 243 shelters for women experiencing domestic violence. This does not cover all the services available but data from the FNSF member organizations would provide a basis for a national statistic on this category.

In Germany, some of the regional states which provide funding for women's refuges collect annual data. Federal information gives the number of refuges funded by regional states to be 389. However, it is not clear if all regional states collect information from agencies they fund for this purpose. Equally, facilities provided or funded by municipalities is not included in such statistics. It is unclear therefore what proportion of facilities regional data would cover.

In Ireland, a review of staffing in homeless services highlighted that the 18 women's refuges had a capacity to provide for 113 households (113 women and 353 children). However, only 41 households were recorded as living in refuges because of domestic violence in March 2005 which may indicate that not all users of these refuges were classified as homeless at the time of the assessment.

4.4 Immigrants who are homeless

In Lithuania crisis centres provide accommodation for a range of people including ‘people who have experienced violence’. Figures for 2005 indicate that these centres accommodated 149 men and 1088 women during the year. This suggests that other forms of violence as well as domestic violence are included in the statistics.

In Poland the ‘Blue Line’ database administered by the National Helpline for Victims of Domestic Violence shows 251 institutions providing emergency shelter accommodation. There is no information on the stock, number of beds which each institution provides or the number of people using them.

In Portugal there are 24 refuges for women experiencing domestic violence but again no information on capacity or use.

In Spain the Government’s Women’s Institute indicates a total of 4,418 places in 293 centres of accommodation for women experiencing domestic violence.

In Sweden there are two networks of voluntary associations working with women experiencing domestic violence. Both agencies provide statistics on cases and number of bed-nights.

In the UK, while the official English homelessness statistics record women placed in refuges by local authorities, Women’s Aid refuges are best considered as a distinct sector. Data is available directly from the Women’s Aid movement websites. Published statistics for England and Scotland do not identify children and it is assumed that ‘places’ equates to ‘households’ i.e. one woman plus any children. Stock figures are unavailable for Northern Ireland, but women’s refuges there housed a flow of 1,138 women in the year 2003/04.

Migration into Europe and within Europe is an important policy area that impacts on homeless services. The lack of suitable immigrant or asylum reception provision, in some countries, results in both documented and undocumented immigrants using homeless hostels or sleeping rough. It is for this reason that the ETHOS typology includes this category of homelessness in the operational definition. Two distinct situations are defined in the typology; situations where immigrants live in reception centres (for asylum seekers or in accommodation for repatriates) and migrants workers hostels (this latter is intended to capture the situation in countries such as France where FTM hostels have been long established and countries of the EU-10 where workers hostels were a feature of former times).

The extent to which migrants are counted as homeless or as living in temporary accommodation depends on their migrant status in each country. Migrants living in immigrant reception centres are counted by the appropriate responsible agency. Immigrants in other situations will be counted as homeless on the same basis as other citizens. However, the number of migrants who depend upon homeless services or hostels is hidden from statistical view. Migrant workers using homeless hostels are not separately identified or reported upon. In order to monitor the impact of migration on homelessness it would therefore be necessary to include an appropriate variable in client registration systems maintained by homeless service providers.

The difficulties of deriving a picture of the policy implications of immigration on homelessness can be exemplified by reference to the following countries.

In Italy, there is specific provision for immigrants which includes the two types specified under the ETHOS classification: temporary accommodation/reception centres (asylum), and migrant workers’ accommodation. The provision in the legislation is different for the two types of service: the accommodation provided, however, covers a very modest percentage of the demand in both cases (see Tosi 2002). ‘Reception facilities’ or ‘reception centres’ are provided for foreign immigrants, usually with a distinction between ‘first reception’ and ‘second reception’ provision. The former (generally speaking) are of an emergency type, while the latter are more of a transitional housing type. These reception facilities cover a percentage which normally does not exceed 5% of total immigrant population.

4.5 Institutional release and houselessness

In the UK the Home Office publishes figures for asylum seekers receiving accommodation and support through the National Asylum Support Service (NASS). Legally, these households do not fall within the UK official definition of homelessness within the UK. While their immigration status is not secure, their housing situation is relatively stable and secure (though quality may be variable) pending a decision on their asylum application. These have a combined operating capacity of only 2,238 (Home Office web site, 2006). There are no published statistics specifically relating to migrant worker hostels in the UK. During January to March 2006, across the whole of the UK, only 16 social lettings were made to migrant workers from the A8 countries; 229 migrants applied as homeless of which a duty (to house) was owed to just 67, but no information is published on their housing outcomes (Home Office, 2006).

In Sweden, the Migration Board arranges temporary accommodation for asylum-seekers through its reception system. This is called ABO, *anläggningsboende* ('reception establishment accommodation'), while accommodation with relatives and friends is called EBO, *eget boende* (housing on one's own). Migrant workers hostels are not a component of Swedish accommodation service provision. During 2005, less than half of all asylum seekers stayed in ABO. Despite the fact that contributions to rents are no longer available for asylum seekers, the proportion that arranges accommodation on their own is growing. Hence the risk of homelessness or of reliance on 'doubling-up' with family and friends is real and increasing. However, from the perspective of measuring homelessness among immigrants Sweden as in the other countries illustrated here has limited information.

ETHOS category 6 includes two generic situations of houselessness related to people living in institutions: people due to be released from prison within a defined period (e.g. three months) who have no accommodation, people unable to be discharged from hospital due to a lack of accommodation. Strictly speaking people in prison are at risk of homelessness while those remaining in institutions due to a lack of housing are actually houseless. A number of countries recognise the category of prison release and include it in their counts of homelessness. Although it is recognised that the costs of people remaining in hospital due to a lack of housing are high, few countries publish systematic records or collate the information at regional or national level.

While data from health care institutions may be available at local or institutional level but there are few instances we can find where this information is collected systematically. This category is not included in the Finnish Housing Market Survey but there is a statistical system covering all health care institutions which regularly compiles data on the number of patients remaining in hospital due to homelessness and the total annual number of treatment days involved. The Norwegian homeless survey included a category of people due to be released from institutions but this included a wide range of situations including child welfare institutions. 856 persons were reported in this category.

In Finland the category «prisoners soon to be released who have no housing» in the Housing Market Survey includes prisoners who will be released within two months and for whom no ordinary or supported housing has yet been arranged. The Housing Marketing Survey is based on an estimation given by the municipal authorities and suggests 286 people were homeless in 2005. However, according to prison officials, 29 percent of those who have been in prison for more than six months have housing problems prior to their release. This would suggest that about 500 prisoners soon to be released have housing problems. Furthermore, it is difficult to obtain accurate data for prisoners who stay in prison for less than six months.

4.6 Summary of Measurement Issues

The Norwegian homelessness survey in 2005 also defined as homeless people in correctional services and due for release within 2 months and who do not own or rent their own housing. This included people in half-way houses or who are serving community service as well as people in prison. A recent study of homelessness among inmates concluded that two thirds of all inmates in Norwegian prisons did not own or rent housing of their own and are assessed as being homeless upon release. Based on the number of prison releases (9,869) suggests that the number of releases to homelessness during one year is around 6,000. However, most periods of imprisonment are short and more than half of the inmates have been imprisoned more than once and so this figure will include some element of double-counting or repeat homelessness.

In the Czech Republic, as in many EU-10 countries, a specific phenomenon is the high number of children in children's institutions of which there are several types. A large proportion of homeless people (30-40 %) have experience in children's institutions. The field of institutional care has been going through certain transitions in recent years. Approximately 20,000 children under 18 years of age live in children's homes in the Czech Republic. Children's institutions come under the administration of the Ministry of Education, Youth and Sports. According to information acquired in October 2006, 1208 persons should leave children's institutions after coming of age (18) in the next 12 months. There is no systematic prevention of homelessness; individual cases are addressed on an ad hoc basis. Besides halfway houses, people may be moved on to hostels, social flats (in co-operation with municipal authorities) or to a form of protected housing within the children's homes. This means that only a tiny fraction of them can find temporary residence in half way houses (which are intended for people aged 18-25) which are able to accommodate fewer than five hundred applicants.

For this reason the Czech working group for the definition and typology of homelessness (which is operating under a social inclusion research budget until 2007) therefore suggests that a new generic definition is added into ETHOS - generic definition 6.3 Children's Institutions. This situation is reported in a number of other countries in Europe among both the EU15 and the EU-10 countries.

Difficulties affecting the nomenclature and definition of hostels, temporary accommodation and supported accommodation limits the comparison of information on homelessness across countries. These factors also suggest a need to simplify the ETHOS typology for purposes of data collection and comparative analysis.

The houseless categories also measure the threat of homelessness as well as actual homelessness. Thus, although it may be difficult to collect information at this time on the number of people due to be released from prison who have no home to go to or people remaining in health institutions due to a lack of housing these categories remain important both for the purposes of data collection and for policy purposes.

5 Measuring Insecure and Inadequate Housing

5.1 Introduction

When developing the ETHOS conceptual typology of homelessness it was clear that the dividing line between what is regarded as actual homelessness and what is defined as threatened with homelessness is drawn differently between countries. In some countries (e.g. UK, Ireland) living in a mobile home or in makeshift structures is regarded as homelessness while in other countries it is not. In Germany, the definition of “cases in urgent need of housing”, distinguishes between those who are homeless at a given time (that is without adequate permanent housing with a regular rent contract), those who are under imminent threat of homelessness and those who are housed under unacceptable conditions.

The shift towards a greater emphasis on policies of prevention means that it is necessary to develop more accurate tools of measurement to understand the level of need among people who may be at imminent risk of homelessness.

It is also evident from administrative data and survey information in many countries that a large proportion of homeless people are living in situations where their circumstances are hidden from official statistics. For example, the largest proportion of people applying to local authorities under homeless legislation in the UK is living with family and friends. Similarly, the recent Norwegian survey of homelessness (Hansen et al, 2006) indicates that 42% of the homeless are living temporarily with family and friends due to a lack of housing and the Finnish annual housing survey identifies that 57% of single homeless people are in this category.

The EU Social Inclusion Strategy, following the Lisbon council, has the objective of ensuring access to decent housing. While the definition of adequate housing is problematic and has not been addressed by the Social Protection Committee in terms of established harmonised indicators, the ETHOS typology identifies key aspects of housing exclusion related to issues of insecurity of tenure and inadequate housing which can place families at risk of homelessness.

Specific policy issues overlap with the consideration of housing exclusion especially in relation to anti-discrimination measures. The living situation of the Roma and travellers (terminology varies across Europe) is known to be one of extreme housing deprivation and is also a precarious situation if land or buildings are occupied illegally. There are problems in defining the Roma population and in deriving accurate figures on their housing situation (Edgar et al, 2004; REFS). Equally the housing situation of immigrants is often a precarious situation in many countries and affects both undocumented immigrants and migrants from new member states during the transition period (SCSH, 2006). While such specific issues require targeted research, these situations are included within the ETHOS definition and official data sources exist for some aspects that allow a level of monitoring and comparison to occur.

A range of data sources are available in most countries to monitor the risk of homelessness for these different groups of vulnerable household. Population registers, population and household censuses as well as surveys can provide information on the living situation of people in conventional dwellings. Administrative records are used in some countries to estimate the population in contact with (for example) housing or social welfare departments during a given period. Police records and court records can also provide a statistical insight into the situation of people who may become homeless due to the risk of domestic violence from a partner or to eviction action by a landlord.

5.2 People Living in an Insecure Housing Situation

It has been argued that there is a need for a harmonised nomenclature of housing conditions (INSEE/EUROSTAT, 2004). Before considering the data and measurement issues involved in these ETHOS categories it is relevant to consider how the ETHOS categories fit into the definitions employed in other data sources such as the census in this respect.

The Conference of European Statisticians report (CES, 2006) considers the relationship between population and living quarters which it defines as “those housing types which are the usual residences of one or more persons” (paragraph 590). The concept of living quarters is qualified by the definitions of the main categories into which living quarters are divided. The report recommends a simple three-fold definition of conventional dwellings, other housing units and collective living quarters as follows:

- (1.0) Occupied conventional dwellings
- (2.0) Other housing units
 - (2.1) Mobile units
 - (2.2) Semipermanent units
 - (2.3) Other units designed for habitation
 - (2.4) Other units not designed for habitation
- (3.0) Collective living quarters
 - (3.1) Hotels, rooming houses and other lodging houses
 - (3.2) Institutions
 - (3.3) Camps

People occupying collective living quarters are generally considered under the ETHOS categories of roofless and houseless in previous chapters. The ETHOS categories of insecure and inadequate housing relate to the first two of these broad types of living quarter. This chapter examines the nature of the data available concerning the risk of homelessness in these situations.

INSECURE	8	People living in insecure accommodation	8.1	Temporarily with family/friends
			8.2	No legal (sub)tenancy
			8.3	Illegal occupation of building
			8.4	Illegal occupation of land
9	9	People living under threat of eviction	9.1	Legal orders enforced (rented)
			9.2	Re-possession orders (owned)
10	10	People living under threat of violence	10.1	Police recorded incidents of domestic violence

Living with family / friends, no legal tenancy

This category (living with family and friends) relates to people who live temporarily with others and move around due to their homeless situation. It does not include those who are sharing a dwelling involuntarily with others due to a lack of housing.

In some countries administrative data, local authority returns to central government or housing needs assessments can be used to derive an estimate of the number of people living temporarily with family and friends. This data can give a picture of the percentage of people applying for services or housing who fit this category of homelessness. However, it is difficult to gain an understanding of the scale of homelessness from these sources since, unless a unique national identifier is used, it is impossible to aggregate information and individual service administrative data will only give a partial picture. In the UK, analysis of the applications made to local authorities for re-housing under the homeless persons legislation is used to obtain an estimate of people living in this situation. In the Netherlands, client register systems are in nationwide use and give information on the previous living situation of all people entering a homeless service.

Surveys provide a source of information on this group either from targeted homelessness surveys or general population and household surveys. Almost by definition, the statistical methods and sampling frames used in sample surveys tend to exclude people in this situation. Hence, using a survey approach, it is only targeted surveys or census methods than

yield valuable information. Finland, Ireland and Sweden provide figures on the basis of returns made by local authorities during regular surveys. In Finland and Ireland these represent annual estimates made on the basis of people in contact with housing or social welfare offices within a defined period (e.g. one week prior to the survey). In Sweden the NBHW survey is not an annual survey and methodology has changed over time making trend comparison difficult. In the 2005 survey of homelessness in Norway, 42% of the homeless population belonged to this category. Figures for the Czech Republic and France are derived from Census data and include people who are living as sub-tenants or concealed households (i.e. households sharing accommodation). Countries that have moved to a population register, in theory, ought to be able to identify people with no usual place of residence living in conventional dwellings. Our review found no situation where this is undertaken or reported on a systematic basis

It is difficult to obtain data on the number of people living without a proper tenancy agreement or who are living in buildings or on land illegally. A number of countries require all tenanted accommodation to be registered and make provision for inspection of such properties. However, illegal subletting or squatting (experienced by, for example, many immigrants in 'hot-bedding' situations) is not captured by such administrative mechanisms. Ad hoc surveys may be the only means of obtaining a picture of the living situation for people in these situations. Illegal occupation of land by travellers or Roma is recorded more systematically in some countries. Countries with legislation requiring local authorities to provide serviced sites for travellers record instances of people using illegal sites (e.g. Ireland and the UK). Some countries with a significant Roma population also systematically report on those living or occupying land illegally (e.g. Slovenia).

Threat of Eviction

A number of countries (or municipalities) are developing strategies to prevent homelessness. The prevention of eviction is a key target in such policies. Thus, for example, the Norwegian strategy (Pathway to a Permanent Home 2003-2007) establishes the target to reduce evictions by 50% during the period of the strategy. In Austria, the municipality of Vienna has a long established programme (with direct government funding) to prevent evictions. In the Netherlands evictions are one of five indicators to be reported on in the newly introduced Homelessness Action Plan for 2006-2013 (target to reduce by 30%).

Three key measurement issues need to be considered in relation to this category. First, data on evictions can be recorded at the point at which they are raised or the point at which they are executed by the court. While both measures have value in assessing the threat of homelessness or in developing an indicator to monitor policies, it is executed actions that result in actual homelessness. Second, in a number of countries court action is not aggregated centrally and it is not possible to obtain a national statistic on this issue on a regular basis. For the purposes of this paper it is assumed that all countries possess legislation preventing summary eviction without due process or court action. Third, across Europe it is easier to find information on evictions than it is on re-possession of mortgaged owner-occupied property.

5.3 People Living in an Inadequate Housing Situation

Threat of violence

Survey and research evidence demonstrates that a relatively high percentage of women experience domestic abuse but that in only a small proportion of cases is the abuse serious enough or sustained enough to result in the woman fleeing the home. Women who leave the perpetrator will become homeless either living temporarily with family or friends, finding shelter in a homeless hostel or in a women's organisation shelter for domestic violence. The logic of the ETHOS typology is that due to a lack of refuge provision in all countries people (and especially women) often remain in a dwelling with a perpetrator of violence. In 9 of the 16 countries for which we have information, it is possible to derive figures from police records of domestic violence incidents that could relate to a threat of homelessness.

Police records appear to relate to two distinct situations. First, is the record made of any incident of domestic violence to which the police are summoned. Only a very few countries collate such information at national level (e.g. Poland, Scotland). Second, there are countries which record breaches in court imposed domestic violence orders (e.g. Ireland). Recent changes in legislation and the introduction of new national action plans against domestic violence have occurred in some countries (Czech Republic, France) which may lead to changes in data collected in the future.

While the threat of racial harassment can also be a reason for re-housing, this situation is not well understood in most countries in Europe. Some countries do not record ethnicity and so these incidents are difficult to establish. Further research would be necessary to establish the nature of the issue in relation to homelessness or housing exclusion. For that reason this category has been retained to relate only to domestic violence incidents.

INADEQUATE	11	People living in temporary / non-standard structures	11.1 11.2 11.3	Mobile home / caravan Non-standard building Temporary structure
	12	People living in unfit housing	12.1	Unfit for habitation (under national legislation; occupied)
	13	People living in extreme overcrowding	13.1	Highest national norm of overcrowding

5.3.1 DEFINITION OF HOUSING ADEQUACY

At the Laeken Council (2001), there was agreement that the NAPsIncl should contain quantitative information on decent housing and precarious housing conditions in order to monitor the progress made towards ensuring access to decent housing for all people. However, the concept of adequate or decent housing is not well understood and there is no common agreement across Europe on how to define it. This is reflected in the fact that the Social Protection Committee does not include this yet in the most recent revised list of indicators (July 2006).

Developments taking place at the European Court of Human Rights are putting in place legally enforceable standards in housing and other areas. Also important are the developments under the Collective Complaints protocol of the Council of Europe and the detailed reports coming from the Committee on Social Rights of the Council of Europe as it monitors compliance with the Revised Social Charter.

While the definition of “adequacy” with regard to housing is influenced by social, economic, cultural, climatic, ecological and other factors, certain aspects are applicable in any context. The UN Committee on Economic, Social and Cultural Rights identifies seven components of adequate housing:

- > Legal security of tenure
- > Availability of services, materials, facilities and infrastructure
- > Affordability
- > Habitability
- > Accessibility
- > Location
- > Cultural adequacy

The ETHOS approach identifies issues related to habitability in relation to adequacy of housing. Our latest research (Edgar et al, 2005) shows that many countries do not have clear or official legal definitions of fitness for habitation or for overcrowding. If international treaty obligations of the right to (decent and affordable) housing are to be met and monitored, then all countries should develop national standards.

At the most basic level buildings should be approved for residential purpose and intended for human occupation. This could also be taken to imply that dwelling structures should not be temporary structures but be intended to be fit for permanent occupancy.

A decent dwelling should also then be fit for human habitation. This suggests at least that it is structurally sound and does not pose a threat to life or health. Beyond that it should possess facilities that society regards as the basic requirement for normal social and family life (e.g. potable water supply, means of cooking, lighting and heat). Once basic standards of fitness are provided societal norms may also require that a household has sole access to these facilities and that sharing of basic facilities (toilet, bathroom, kitchen) would constitute housing hardship.

Finally, social norms in relation to decent housing can be determined in relation to occupancy standards. At the most basic level standards would aim to ensure that households do not have to (involuntarily) share a dwelling with people to whom they are not related. In dwellings with a single household occupancy, society then establishes an acceptable level of accommodation provision that is compatible with family life or physical or mental health. This allows a definition of an acceptable density of occupancy regarded as a minimum or norm.

The ETHOS typology therefore identifies three key situations where people may occupy housing which can be defined as inadequate. First, those whose usual place of residence is a non-conventional dwelling (see the CES definition above); second, those people living in dwellings which are defined as unfit for habitation (using nationally defined standards); and third, people living in extreme overcrowding (defined by national standards). The three conceptual domains (physical, legal and social) on which the ETHOS typology is based does not allow for the issue of affordability to be considered explicitly as a category of the definition of homelessness and housing exclusion. Clearly, vulnerability to homelessness does arise due to housing poverty (high and unaffordable housing costs) or fuel poverty (high or unaffordable utility costs). That situation could be measured in relation to the poverty threshold (Atkinson et al, 2005). This section refers only to the precarious housing situations defined in the ETHOS typology.

Four main sources of information on these categories can be identified and some or all can be used in most countries where there are national definitions:

- > Census
- > Housing surveys
- > Property registers
- > Local authority records.

5.3.2 NON-CONVENTIONAL DWELLINGS

The category of non-conventional dwellings is problematic in creating a harmonised European typology of homelessness. This is the result of diversity across Europe in relation to habitation such as caravans, holiday or seasonal homes, makeshift or temporary structures, shanty dwellings and garden allotments and huts. Thus, for example, people in mobile homes that have no permanent site or mooring are defined as homeless in legislation in Ireland and the UK while in Denmark it is illegal to occupy holiday homes on a permanent basis. In the EU-10 it is necessary to distinguish between people sleeping rough and people who live in garden allotments or huts on a long-term basis. While some of these categories may be counted in census or household surveys, the resolution for the purposes of measuring homelessness on a harmonised basis needs to be taken in relation to pragmatic issues of statistical methods. The ETHOS typology recognises three main living situations in this category. First, are people living in mobile homes or caravans. Second, are people living in non-conventional dwellings (see the CES definition). Third are people living in temporary or makeshift structures.

The issue of whether people living in these situations should be regarded as sleeping rough was discussed in chapter 2. The basic definition in these situations can only be the Census definition that if this is a person's 'usual place of residence' then they are not sleeping rough.

Mobile home / caravan:

The Census can be used (in all countries) for these categories where they are used as the person's usual place of residence. However, the limitation of decennial census reporting prevents trend analysis of the scale and nature of this population. Neither does it allow an estimation of people living there through choice compared to those living in these situations due to a lack of a permanent home. The ETHOS typology does not include a category for emergency camps (e.g. situations in Greece following earthquake or in Bulgaria following floods). People can remain in such situations for lengthy periods but information is not recognised or recorded officially.

Non-conventional dwelling and Temporary structure:

A number of countries follow the UNECE/EUROSTAT recommendations where the census defines "other type of accommodation". This takes its reference from the conception of a dwelling, as a group of spaces or even a single useful space intended to be lived in permanently by one or more persons, which has an independent entrance onto the street or onto a landing, yard or terrace and is separated from other housing units by walls. Housing units without these characteristics are classified as "other types of accommodation". Examples include: containers, shacks, sheds, cabins, caves; depots, garages, lofts, basements; accommodation contained in constructions that are not buildings". In Italy the census [Istat 2001b] identifies other types of (occupied) accommodation to affect 23,581 households (58,138 people).

5.3.3 UNFIT HOUSING

Very few countries have a statutory definition of fitness for habitation. Clearly it is necessary to have an official definition in order to monitor in official statistics dwellings that do not comply. Some countries that have a definition (e.g. Nordic countries) commonly report that they have no dwellings in this category since there is an obligation to close all unfit dwellings and hence there are no occupied dwellings in this category. The main sources of information on unfit dwellings are mainly the census or house condition surveys.

Three examples are given here to illustrate the differences in approach to measuring the number of dwellings that are unfit for habitation. First, is the example of definition drawn from housing legislation. In Ireland the definition of unfit housing (in the Housing Act 1966) includes a ten-point standard:

- > stability;
- > resistance to spread of fire;
- > safety of staircases and common passages;
- > resistance to moisture;
- > resistance to transmission of heat;
- > resistance to transmission of sound;
- > resistance to infestation;
- > water supply, sanitary arrangements and drainage; air space and ventilation;
- > natural and artificial lighting;
- > facilities for preparing, storing and cooking food

Second, there are a number of countries where the definition is that specified in the Census or housing survey. In these countries it is often possible to identify dwellings that fail to provide specific qualities (e.g. specific amenities) but it may not be possible to identify the number that unfit for habitation. In Poland, the 2002 Housing Report from the National Statistical Office, based on the 2002 National Population and Housing Census presents statistics for occupied "substandard dwellings". There are three categories of "substandard dwelling":

1. The low technical condition of a building:
 - a. Apartments in buildings constructed before 1979 with one-room apartments.
 - b. Apartments in buildings constructed before 1945 without a sewage system.
 - c. Apartments in buildings constructed before 1971 without a water supply system.
2. Apartments without adequate fittings (water supply system present but without toilet or no water supply system and without toilet) in buildings not counted in the first category.
3. Overcrowded apartments (with 3 and more occupants per room) counted in neither the first nor the second category.

Third, in Scotland, the Minister for Communities introduced the Scottish Housing Quality Standard (SHQS) in February 2004, based on a number of broad quality criteria. To meet its requirements a house must be:

- > compliant with the tolerable standard
- > free from serious disrepair
- > energy efficient
- > provided with modern facilities and services
- > healthy, safe and secure.

All local authorities and registered social landlords must ensure that their housing stock meets the SHQS by 2015.

Private landlords are not allowed to rent property that does not comply with the repairing standard (which is based on the SHQS).

5.3.4 OVER-CROWDING

Extreme over-crowding is one form of precarious housing situation that can be included in a category that indicates the household does not enjoy a decent housing situation that is compatible with normal social or family life. It can also, in situations of shared or multiple occupancy, relate specifically to homelessness or risk of homelessness. However, the perception of the nature of overcrowding and tolerance of it varies across Europe both within the EU-15 countries as well as the EU-10 countries. It is for that reason that the ETHOS typology defines this category in relation to the highest (i.e. most extreme) national norms.

Four distinct approaches are evident in the definition of over-crowding. Some countries use more than one definition for different purposes (e.g. Census definitions compared to housing needs assessment). This makes cross country comparison difficult. The four approaches are summarised in Table 5.1.

Since the census is a major source of information on over-crowding in most countries (and in some is the only source) the recommendations of the UNECE/EUROSTAT report on the 2011 census have relevance here. This defines over-crowding by two main indicators. First, overcrowding indicators can be calculated using a cross-tabulation of the number of occupants in housing units (i.e. housing units with one person, two persons, etc), and the housing units classified by number of rooms (i.e. one-room, two-room etc.) or by number of bedrooms. In addition, the average useful floor space per occupant can be counted separately for housing units with one person, housing units with two persons and so on. This provides a classification (of eight categories) of useful floor space per occupant from under 10 square metres per occupant to 80 square metres and over per occupant. The second indicator is used in countries where it is considered that the number of bedrooms provides a more accurate indicator of overcrowding, especially where overcrowding is defined by number of bedrooms and age, sex and relationships of members within the household. Rooms, which are used as household living space, should not be included as a bedroom.

Figure 5.1 UNECE/EUROSTAT Census Recommendations

Useful floor space in square metres divided by the number of occupants in a housing unit is generally regarded as a better measure of density standard than the number of rooms divided by the number of occupants in a housing unit because rooms vary in size. However, in some countries the population may not know, with any degree of accuracy, the useful floor space. For comparative purposes it is better that countries collect both the number of rooms per occupant and the useful floor space in square metres per occupant where possible.

*Source: UNECE/EUROSTAT Census recommendations, 2006
(paragraphs 649-656)*

Table 5.1 Summary of Definitions of Overcrowding in Europe

Definition	Normal Standard	Countries Adopting
Persons per habitable room	More than 2 persons per room	Austria, Sweden, Finland, Poland, Czech, UK, Italy
Floorspace Standards	Square metres per inhabitant	France, Italy, Poland, Hungary, Lithuania, Czech
Bedroom standard	People of opposite sex over defined age sharing bedroom	Ireland, Portugal, Sweden, UK
Sharing households	Dwellings in multiple occupancy	Ireland, UK

5.4 Conclusions

Policies focused on prevention of homelessness require to refer to indicators of insecurity of occupation. In particular, the importance of the category of living with family and friends requires attention to be given to improving the capacity of government agencies in collecting information on the scale and characteristics of people in that situation. By virtue of the fact that this is a 'hidden' population who move around and who may resolve their situation without recourse to public agencies or service providers, means that any measure will tend to be an underestimate. That fact points to the importance of obtaining measures that allow the trend to be examined. While a number of countries have information on this group from administrative data this is often not captured in a manner appropriate for policy analysis or monitoring. Finland is one of very few countries to have regular information collected in a consistent manner over many years. Even here, though, comparison with information from the central population register suggests a significant underestimation of this group. It would be important to combine administrative data with targeted surveys and research to understand pathways. It would also be helpful to include retrospective modules in census and household surveys.

Our review indicates that many countries are able to provide some information on evictions and indeed a number are specifically capturing that information as part of their homelessness strategies. Where this occurs it is common for indicators to include targets related to both the number of eviction orders raised and the number executed. Hence information is required for both these elements. However, few countries measure loss of home due to re-possession by a mortgage lender. In some countries, where the scale of mortgages is low, this is understandable. Elsewhere more should be done to ensure that this information is published or captured in a form appropriate to inform policy evaluation.

The ETHOS definition of inadequate housing (non-conventional units, unfit for habitation and overcrowding) captures the conceptual understanding of housing exclusion. While affordability remains a key element of housing exclusion this report, which has focused on the measurement issues of the existing categories, does not provide any basis for re-consideration of that aspect of the ETHOS typology. However, comparison with the Census definition of 'other housing units' suggests that ETHOS category 11 could be harmonized with the Census definition.

Our review of measures of inadequate housing indicates a situation where many countries do not have a nationally defined norm of housing adequacy or overcrowding. At the very least, different measures are in use (e.g. census definition, building regulation definition). It is also apparent that this information is not monitored in relation to policies of social inclusion or homelessness. This review here of the measurement of adequacy categories suggests that over-crowding is measured more consistently than fitness for habitation across Europe. It is also apparent that the UNECE/EUROSTAT recommendations for the 2011 census provides a harmonized definition of overcrowding that could be adopted to develop an indicator on housing exclusion. However, further discussion and research would be required to identify a measure of extreme overcrowding at national level that is relevant to the issue of homelessness.

6 Conclusions

6.1 Revising ETHOS

The ETHOS typology of homelessness and housing exclusion has been developed from a conceptual understanding of homelessness that reflects both the dynamic nature of the phenomenon and the housing and non-housing domains by which it is manifest. The aim has been to develop a typology that allows for a more harmonised system of data collection and for a more comparable approach to data collection and analysis at a European level. That is to say, it is not intended to provide a European data collection approach but rather to allow for a more effective comparison of national level data at a European level. Hence, ETHOS also has important value at national level in identifying limitations in data available to guide policy development in relation to homelessness and housing exclusion.

The development of the typology has been approached as an iterative process by which the typology can be refined as our understanding of the data collection and measurement issues improve. Our approach is that the conceptual model is robust and the four conceptual categories remain the basis of the typology. However, the operational categories and sub-categories can be reviewed, and more accurately defined, in order to make the typology fit for the primary purpose of data collection for which it is designed. This review has examined the operational categories of the typology in the light of the measurement issues associated with the different categories of ETHOS. The report has primarily focussed on the Roofless and Houseless domains of the definition.

This knowledge can now be used to revise the operational categories and sub-categories proposed in the previous edition of this review. The aim of this revision is, wherever possible, to simplify the typology by focussing on the generic definition of terms. It is also the aim to allow the typology to be used flexibly at national level by nesting national nomenclature and classifications within these more generic definitions of categories of accommodation provision and living situation.

The proposed revision of the ETHOS typology is presented in Table 6.1. This table will be reproduced in the ETHOS page of the FEANTSA web-site in national languages. The main changes to the typology include a revision to categories 3 and 7 to address the difficulties in distinguishing temporary and transitional accommodation with support and to clarify the category of accommodation provided with longer term support for formerly homeless people who would be (without that support) at risk of homelessness. In recognition of comments in several national reports there is a case to be made for including a new category in the institutional population to recognise the situation of young people leaving children's homes or foster care (category 6.3). This is included here although we recognise the difficulties of measurement involved. Otherwise the typology amends labels for the sake of clarity or ease of translation. Finally, the revised typology separate out the operational categories from the living situation and the generic definition of each living situation that can be classified as homeless or as situations of housing exclusion.

Table 6.1 Proposed Revision to the ETHOS categories and definition

		Operational Category		Living Situation		Generic Definition
Conceptual Category > Conceptual Category >	ROOFLESS	1	People Living Rough	1.1	Public space or external space	Living in the streets or public spaces, without a shelter that can be defined as living quarters
		2	People in emergency accommodation	2.1	Night shelter	People with no usual place of residence who make use of overnight shelter, low threshold shelter
	HOUSELESS	3	People in accommodation for the homeless	3.1	Homeless hostel	Where the period of stay is intended to be short term
				3.2	Temporary Accommodation	
				3.3	Transitional supported accommodation	
	4	People in Women's Shelter	4.1	Women's shelter accommodation	Women accommodated due to experience of domestic violence and where the period of stay is intended to be short term	
		5	People in accommodation for immigrants	5.1	Temporary accommodation / reception centres	Immigrants in reception or short term accommodation due to their immigrant status
	6	People due to be released from institutions	6.1	Penal institutions	No housing available prior to release	
			6.2	Medical institutions ⁹	Stay longer than needed due to lack of housing	
	7	People receiving longer-term support (due to homelessness)	6.3	Children's institutions / homes	No housing identified (e.g by 18th birthday)	
		7.1	Residential care for older homeless people	Long stay accommodation with care for formerly homeless people (normally more than one year)		
		7.2	Supported accommodation for formerly homeless people			
INSECURE	8	People living in insecure accommodation	8.1	Temporarily with family/friends	Living in conventional housing but not the usual or place of residence due to lack of housing	
			8.2	No legal (sub)tenancy	Occupation of dwelling with no legal tenancy illegal occupation of a dwelling	
			8.3	Illegal occupation of land	Occupation of land with no legal rights	
	9	People living under threat of eviction	9.1	Legal orders enforced (rented)	Where orders for eviction are operative	
			9.2	Re-possession orders (owned)	Where mortgagor has legal order to re-possess	
	10	People living under threat of violence	10.1	Police recorded incidents	Where police action is taken to ensure place of safety for victims of domestic violence	
	11	People living in temporary / non-conventional structures	11.1	Mobile homes	Not intended as place of usual residence	
			11.2	Non-conventional building	Makeshift shelter, shack or shanty	
			11.3	Temporary structure	Semi-permanent structure hut or cabin	
	12	People living in unfit housing	12.1	Occupied dwellings unfit for habitation	Defined as unfit for habitation by national legislation or building regulations	
	13	People living in extreme overcrowding	13.1	Highest national norm of overcrowding	Defined as exceeding national density standard for floor-space or useable rooms	

Note: Short stay is defined as normally less than one year; Long stay is defined as more than one year.

This definition is compatible with Census definitions as recommended by the UNECE/EUROSTAT report (2006)

⁹ Includes drug rehabilitation institutions, psychiatric hospitals etc.

6.2 Using ETHOS for data collection and policy purposes

This report has emphasised that different approaches are evident in Europe in the collection of information on homelessness. It has also indicated that there are different sources of information available to national authorities to underpin their strategies on homelessness. These sources include surveys of homeless people, administrative data, data from the client record systems of service providers and census or household surveys of the general population. The report has demonstrated that all these sources of information have value and can provide information relevant to the different categories of ETHOS. However, for data collection on homelessness to be effective it needs to be undertaken within the framework of the development of a national homelessness strategy.

The ETHOS typology has a contribution to make in the development of policies on homelessness at national, regional and local level. Importantly it can inform debate regarding the appropriate definition of homelessness to employ for different policy purposes and can provide a basis for co-ordination between different levels of government or different ministries or agencies of government whose collaboration is a necessary basis for the development of integrated strategies to prevent or tackle homelessness. In this context the typology is intended to provide a guide to the development of national classifications or definitions. It can provide a template against which specific definitions or classifications can be derived. Already a number of countries have used ETHOS in the development of their national strategies (Feantsa, 2006).

While ETHOS can contribute to the development of national capacity on data collection, it can also have relevance in informing the comparison of data collection methodologies at European level. The EU social inclusion strategy was launched by the European Council of Lisbon in 2000 to improve the fight against poverty and social exclusion of the member states through trans-national exchanges and mutual learning. Within this framework, common objectives were agreed on by all EU countries to stimulate coordinated national policy developments in this area. As part of the social inclusion process, the Member States are developing common EU indicators in order to monitor progress towards the social inclusion objectives. A first set of commonly agreed and defined indicators on social inclusion was adopted by the Laeken Council in December 2001 (this list is commonly referred to as the "Laeken list"). No proposals for housing indicators were put forward, but there was agreement on the following common approach: "NAPsIncl should contain quantitative information covering three issues: (1) decent housing, (2) housing costs, (3) homelessness and other precarious housing conditions." A revised list of indicators was adopted by the Social Protection Committee in July 2006 - these largely draw from the existing set of Laeken indicators although they include clear reference to a housing indicator which is "to be developed". The ETHOS approach to the definition of homelessness can contribute to the development of indicators or statistics that allow for more consistent monitoring of those social inclusion objectives that relate to housing exclusion.

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APPENDIX I

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APPENDIX II

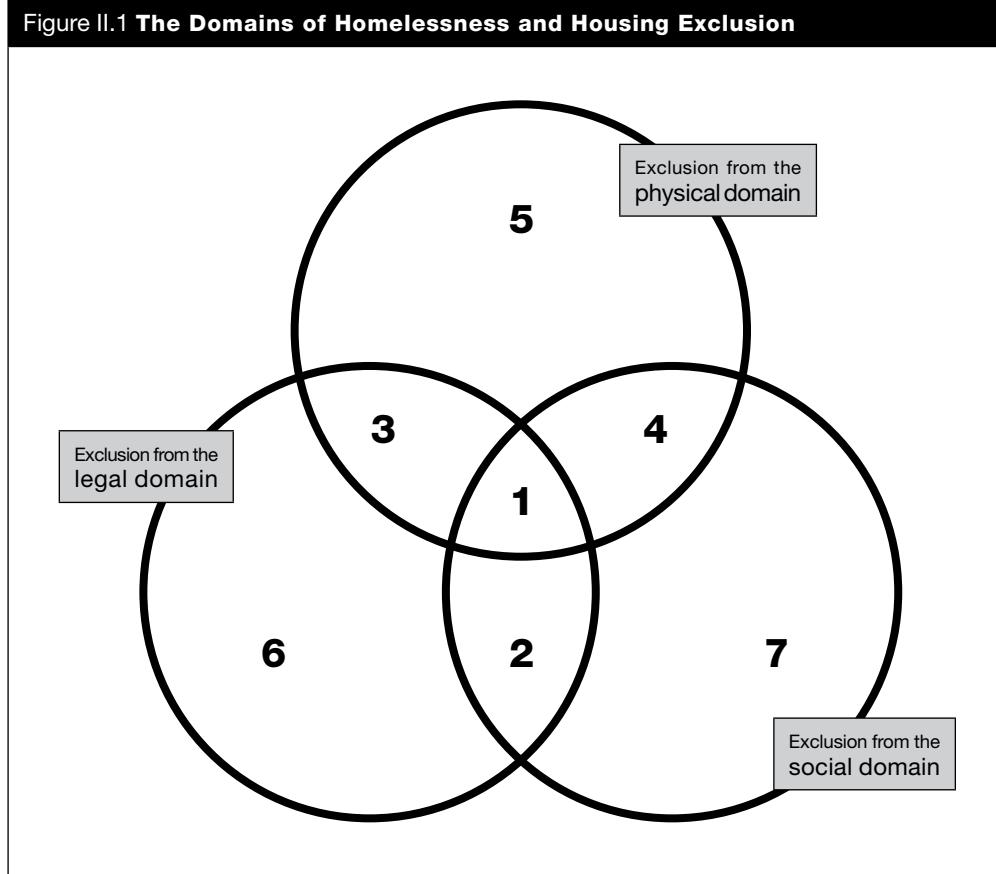
The ETHOS Typology Summarised

In order to define homelessness in an operational way, the Feantsa approach identifies three domains which constitute a home, the absence of which can be taken to delineate homelessness. Having a home can be understood as: having a decent dwelling (or space) adequate to meet the needs of the person and his/her family (physical domain); being able to maintain privacy and enjoy social relations (social domain) and having exclusive possession, security of occupation and legal title (legal domain).

These three domains of homelessness (see Figure App2.1) visualises seven theoretical types of homelessness and housing exclusion (see Table App2.1), varying between rough sleeping on the one side and living within a decent and legally occupied dwelling without safety (e.g. women who experience domestic abuse) on the other side. These are explained in the Third Review of Homeless Statistics (Edgar et al, 2004) and form the basis of the ETHOS typology of homelessness (see Table App2.2).

Using this conceptual understanding of homelessness, FEANTSA adopted a conceptual definition of homelessness and housing exclusion outlined in Table App2.2. This conception of homelessness is still being discussed within the European Observatory on Homelessness (EOH) and the FEANTSA Data Collection Working Group in order to confirm the nature of living situations and the differences in nomenclature and understanding between countries so that the operational categories can be more generic definitions that will allow application to different national contexts.

Figure II.1 The Domains of Homelessness and Housing Exclusion



The FEANTSA ETHOS typology includes homelessness and housing exclusion. Hence homelessness is defined primarily as the roofless and houseless concepts which are operationally defined in seven main categories. However, the definition recognises that legislation in some countries identifies some situations of insecure housing (e.g. illegal occupation of land) and situations of inadequate housing (e.g. occupying mobile homes) as homeless. The documentation also recog-

nises that in a number of countries, for policy purposes, people leaving institutions within a defined period and people with enforced eviction orders are regarded as homeless even though they are no ex post homeless. Finally, the explanation of the operational categories recognises the difficulty of treating as homeless people living in supported housing for homeless people for more than a transitional period (Edgar and Meert, 2005).

Table II.1 **Seven theoretical domains of homelessness**

		Conceptual Category	Physical Domain	Legal Domain	Social Domain
Homelessness	1	Rooflessness	No dwelling (roof)	No legal title to a space for exclusive possession	No private and safe personal space for social relations
	2	Houselessness	Has a place to live, fit for habitation	No legal title to a space for exclusive possession	No private and safe personal space for social relations
Housing exclusion	3	Insecure and Inadequate housing	Has a place to live (not secure and unfit for habitation)	No security of tenure	Has space for social relations
	4	Inadequate housing and social isolation within a legally occupied dwelling	Inadequate dwelling (unfit for habitation)	Has legal title and/or security of tenure	No private and safe personal space for social relations
	5	Inadequate housing (secure tenure)	Inadequate dwelling (dwelling unfit for habitation)	Has legal title and/or security of tenure	Has space for social relations
	6	Insecure housing (adequate housing)	Has a place to live	No security of tenure	Has space for social relations
	7	Social isolation within a secure and adequate context	Has a place to live	Has legal title and/or security of tenure	No private and safe personal space for social relations

Table II.2 ETHOS - European Typology on Homelessness and Housing Exclusion				
Conceptual Category		Operational Category	Generic Definition	National Sub-Categories
ROOFLESS	1	People Living Rough	1.1 Rough Sleeping (no access to 24-hour accommodation) / No abode	
	2	People staying in a night shelter	2.1 Overnight shelter	
HOUSELESS	3	People in accommodation for the homeless	3.1 Homeless hostel 3.2 Temporary Accommodation	
	4	People in Women's Shelter	4.1 Women's shelter accommodation	
	5	People in accommodation for immigrants	5.1 Temporary accommodation / reception centres (asylum) 5.2 Migrant workers accommodation	
	6	People due to be released from institutions	6.1 Penal institutions 6.2 Medical institutions	
	7	People receiving support (due to homelessness)	7.1 Residential care for homeless people 7.2 Supported accommodation 7.3 Transitional accommodation with support 7.4 Accommodation with support	
	8	People living in insecure accommodation	8.1 Temporarily with family/friends 8.2 No legal (sub)tenancy 8.3 Illegal occupation of building 8.4 Illegal occupation of land	
	9	People living under threat of eviction	9.1 Legal orders enforced (rented) 9.2 Re-possession orders (owned)	
INSECURE	10	People living under threat of violence	10.1 Police recorded incidents of domestic violence	
	11	People living in temporary / non-standard structures	11.1 Mobile home / caravan 11.2 Non-standard building 11.3 Temporary structure	
	12	People living in unfit housing	12.1 Unfit for habitation (under national legislation; occupied)	
INADEQUATE	13	People living in extreme overcrowding	13.1 Highest national norm of overcrowding	

APPENDIX III

Data matrices

1	2	Roofless: People living rough & People staying in a night shelter
ETHOS Category	1.1	2.1
ETHOS Label	Roofless	Overnight Shelter
Austria	n.a.	n.a.
Belgium	n.a.	n.a.
Czech	2,279 (S) (2004 Prague) 452 (S) (2006 Brno) 1,000-1,200 (S) (est) (2005 Region of Ostrava)	267 (S) (2004 Prague) 491 (S) (2005 MOLSA) ⁽¹⁾
Denmark	No data	No data
Estonia	1,800 (2005)	1,460 (2005)
Finland		470 (2005)
France	5,080 ⁽²⁾ (S)	15,712 places
Germany	20,000	n.a. (see 3.1)
Greece	6,000 (S)	1,000 (F)
Hungary	12,800	2,000 (2005)
Ireland	41 (households)	496 (households)
Italy	17,000 (S) no abode (2000) & 13,038 (S) without accommodation (2004)	
Latvia	n.a.	5,812 (clients) (2005)
Lithuania	1,250	111 ⁽³⁾ (2005)
Luxembourg	n.a.	n.a.
Netherlands	n.a.	3,237 (2003)
Poland	628 (S)	33,434 (including 3.1, 3.2, 4.1)
Portugal	467 persons (2005) ⁽⁴⁾	n.a. (see 3.1)
Slovenia	900 ⁽⁵⁾	27 ⁽⁶⁾
Spain	8,218 (S) (2005)	4,058 (S) (2005)
Sweden	940 (Apr2005)	2,060 (Apr2005)
UK	521 ⁽⁷⁾	1,722

(1) The bed capacity in shelters supported by the MOLSA (2005).

(2) Sans-abri

(3) Statistical Year book of Lithuania 2005; average number per day received

(4) First national one-night count of people sleeping rough which took place in October 2005.

(5) The number is based on an estimate from the Ministry of Labour, Family and Social affairs, and the number of users of various homeless services in Slovenia

(6) 16 Homeless shelter, 11 Shelter for illegal drug users (average per night)

(7) England and Scotland only

3 Houseless: People in accommodation for the homeless		
ETHOS Category	3.1	3.2
ETHOS Label	Homeless hostel	Temporary accommodation
Austria	n.a.	n.a.
Belgium	n.a.	n.a.
Czech Republic	719 ⁽¹⁾ (2004 Prague) (S), 380 ⁽²⁾ (2006 Brno) (S) 3986 beds ⁽³⁾ (2005) (S)	498 beds (S) (2005)
Denmark	7,791 (2005) ⁽⁴⁾	n.a.
Estonia	90 places (2005)	2,606 persons (2005)
Finland	1,153 (2005)	355 families (2005)
France	46,469 ⁽⁵⁾ (S) 1,750 organismes ⁽⁶⁾ (S)	39,274 résidences ⁽⁷⁾ (S)
Germany	272,000 ⁽⁸⁾ (including cat. 1.2, 3.1, 3.2, 7.1, 7.2, 7.3, 7.4, 8.1, 11.1, 11.2, 11.3)	
Greece	300 (2006) (F)	n.a.
Hungary	4,000 (2000) ⁽⁹⁾	n.a.
Ireland	228(households)	396 (households)
Italy	n.a.	n.a.
Latvia		
Lithuania	1,977 ⁽¹⁰⁾ (2005)	
Luxembourg		
Netherlands	1,905 persons (2001)	5,251 persons (2001)
Poland	See 2.1	See 2.1
Portugal	2,202 persons	n.a.
Slovenia	165 beds ⁽¹¹⁾ (2005) (S)	n.a.
Spain	6,574 (2005) (S)	
Sweden	940 ⁽¹²⁾ (Apr2005)	
UK	11,828 ⁽¹³⁾	95,571 ⁽¹⁴⁾

(1) Source: Homeless census Prague 2004 (19.2.2004, 20.00-22.00 h)

(2) Source: Homeless census Brno 2006 (10.3.2006, 20.00-22.00 h)

(3) The bed capacity in hostels supported by the MOLSA (2005).

(4) Different users identified from unique number

(5) hors places hivernales, hors places urgence

(6) 1520 associations et 230 CCAS (Centres Communaux d'Action Sociale)

(7) Social residences

(8) Annual prevalence estimate by BAG W for year 2004

(9) 2,800 in Budapest in 2005

(10) Of whom 1785 in shelters of municipality and 219 in shelters of NGOs

(11) Of whom 57 beds: crisis centre for youngsters

(12) Data of Stockholm

(13) Excludes N.Ireland

(14) Excludes N.Ireland; includes B&B and temporarily housed in private lease,
local authority and housing association dwellings under homelessness
legislation duties

4 Houseless: People in Women's shelter	
ETHOS Category	4.1
ETHOS Label	Women's shelter
Austria	n.a.
Belgium	n.a.
Czech Republic	n.a.
Denmark	1,845 (women) ⁽¹⁾
Estonia	n.a.
Finland	n.a. ⁽²⁾
France	n.a.
Germany	n.a.
Greece	50 (2006) (F)
Hungary	n.a.
Ireland	41 (households)
Italy	n.a.
Latvia	49 (2005)
Lithuania	1,727 (2005)
Luxembourg	n.a.
Netherlands	3,766 (2001)
Poland	See 2.1
Portugal	194 places (2004)
Slovenia	377 ⁽³⁾ (2005) (P)
Spain	4,144 places (2004) (S)
Sweden	150 (Apr2005)
UK	4,920 ⁽⁴⁾

(1) 1,778 children

(2) 14 Shelters for women who are escaping from violence and 17 shelters for mothers and children

(3) Includes women and children

(4) Stock figure (women only)

5

**Houseless: People
in accommodation for immigrants**

ETHOS Category	5.1	5.2
ETHOS Label	Asylum	Migrant workers
Austria	n.a.	n.a.
Belgium	n.a.	n.a.
Czech Republic	484 (2001) (S)	n.a.
Denmark	3,736	n.a.
Estonia	35 places (2005)	n.a.
Finland	n.a.	n.a. ⁽¹⁾
France	Logement d'urgence (AUDA, CHU) 7,804 places (S) Hébergement provisoire (CADA, CPH) 18,553 places	n.a.
Germany	24,900 ⁽²⁾ (2004) (S)	n.a.
Greece	1,800 (F)	n.a.
Hungary	1,700 (2000)	10,000 (2000) ⁽³⁾
Ireland	3,891 (individuals)	Not applicable
Italy	2,428 beds ⁽⁴⁾ (2006) (S)	26,269 beds (2003) (S)
Latvia	20 (2005)	n.a.
Lithuania	130 ⁽⁵⁾ (2005)	
Luxembourg	n.a.	n.a.
Netherlands	28,752 (2005)	n.a.
Poland	n.a. ⁽⁶⁾	n.a.
Portugal	125 people (2004)	n.a.
Slovenia	1,205 (+256) ⁽⁷⁾ (2004)	n.a.
Spain	5,254 (2005) (F)	n.a.
Sweden	15,700 ⁽⁸⁾ (nov2005)	
UK	2,503 ⁽⁹⁾	n.a.

⁽¹⁾ There were 232 single homeless immigrants and 50 homeless immigrant families (2005)

⁽²⁾ Further 87,000 lived in shared temporary accommodation provided by local authorities

⁽³⁾ Includes workers hostels and accommodation provided by employers

⁽⁴⁾ 10,704 refugees in 2003 according to Ministry of Interior

⁽⁵⁾ 8 applying for asylum + 122 granted asylum

⁽⁶⁾ 1,900 people who received status during 2005; 6,860 applicants during 2006

⁽⁷⁾ The 1,205 are the accommodated people requesting for asylum (in 2004), additional 256 is the number of accommodated foreigners, refugees and other categories of aliens in the accommodation centres of the Ministry of interior in December 2004.

⁽⁸⁾ According to the migration board

⁽⁹⁾ Bedspace in reception and removal centres

6 Houseless: People due to be released from institutions

ETHOS Category	6.1	6.2
ETHOS Label	Penal Institutions	Medical Institutions
Austria	n.a.	n.a.
Belgium	n.a.	n.a.
Czech Republic	37 ⁽¹⁾ (2004)	61 ⁽²⁾ (2004)
Denmark	n.a.	n.a.
Estonia	n.a.	n.a.
Finland	286 ⁽³⁾ (2005)	1,277 (2005)
France	n.a.	180 beds (CHUI Paris)
Germany	n.a.	n.a.
Greece	Minimal (2006)	2,500 (Psychargos places) ⁽⁴⁾ (S) (2006)
Hungary	17,000 (2000)	65,000 (2000) ⁽⁵⁾
Ireland	27 ⁽⁶⁾	Not known
Italy	n.a.	n.a.
Latvia	24 places (2005) (2,579 released prisoners)	n.a.
Lithuania	5,296 released ⁽⁷⁾ (2004)	30 places in rehab ⁽⁸⁾ ; 26 in lodging homes
Luxembourg	n.a.	n.a.
Netherlands		n.a.
Poland ⁽⁹⁾	2,406 (2005)	118 (S) (2005)
Portugal	n.a.	n.a.
Slovenia	30-60 ⁽¹⁰⁾ (F) (2005)	n.a.
Spain	2,235 ⁽¹¹⁾ (2006) (S)	
Sweden	940 + 780 (substance abusers) (2005)	9,000 ⁽¹²⁾ (2005) 5,300 ⁽¹³⁾ (2005)
UK		1,972 ⁽¹⁴⁾

⁽¹⁾ Homeless census Prague 2004 (19.2.2004, 20.00-22.00) 19.398 persons are incarcerated in all prisons of the CR

⁽²⁾ There are no records of the number of persons having nowhere to go following release.

⁽³⁾ This number is an estimation which is given by the municipal authorities and includes all persons about whom the authorities had knowledge, it is obvious that real figure is higher. According to the prison officials, 29 percent of all those prisoners who have been in prison for more than six months before they will be released have housing problems. This would suggest that about 500 prisoners soon to be released have housing problems.

⁽⁴⁾ Temporary accommodation for discharged patients

⁽⁵⁾ In addition there are 128,000 (year 2000) in child/youth institutions who could not return to relatives or secure their own housing

⁽⁶⁾ Serving sentence and applied for local authority housing

⁽⁷⁾ 69.031 patients in health care institutions in 2003

⁽⁸⁾ a lodging home is social care institution for people who do not have a dwelling or, due to family problems or other reasons, can not live there.

⁽⁹⁾ 809 people; support for becoming independent after leaving institutions

⁽¹⁰⁾ Different calculations from the same source.

⁽¹¹⁾ Estimation (3%-4% of 63.864 actually prisoners in Spain)

⁽¹²⁾ Housing with special service for people with disabilities or functional impairment, according to the law on special support and services.

⁽¹³⁾ Special housing for persons, aged below 65, with functional impairment is also provided according to the Social Services Act and Health and Medical Care act.

⁽¹⁴⁾ Accepted by local authority as homeless due to release from prison or hospital

Houseless: People receiving support				
ETHOS Category	7.1	7.2	7.3	7.4
ETHOS Label	Residential	Supported	Transitional	Floating
Austria	n.a.	n.a.	n.a.	n.a.
Belgium	n.a.	n.a.	n.a.	n.a.
Czech Republic	n.a.	n.a.	n.a.	n.a.
Denmark	n.a.	n.a.	n.a.	n.a.
Estonia	n.a.	562 persons	n.a.	n.a.
Finland		n.a. ⁽¹⁾		
France	n.a.	111 maisons relais-pensions de famille (1,799 places) (S) (2005)	n.a.	n.a.
Germany	See 3.1	See 3.1	See 3.1	See 3.1
Greece	400 (S) (2006) (Psychargos)	2,500 ⁽²⁾ (F) (2006)	200 (F) (2006)	n.a.
Hungary	n.a.	700 (2005)	n.a.	n.a.
Ireland	207 (households)	566 (households)	397 (households)	n.a.
Italy	n.a.	n.a.	n.a.	n.a.
Latvia	n.a.	168 (2005) ⁽³⁾		
Lithuania	n.a.	n.a.	n.a.	n.a.
Luxembourg	n.a.	n.a.	n.a.	n.a.
Netherlands	886 (2001)	n.a.	n.a.	n.a.
Poland	16 (2006) (F)	672 (2005) (F)	n.a.	n.a.
Portugal	n.a.	85 apartments (2004)	n.a.	n.a.
Slovenia	n.a.	151 ⁽⁴⁾		
Spain	14,469 ⁽⁵⁾ (F) (2004)	n.a.	n.a.	n.a.
Sweden	1,880 (Apr2005)		2,100 (underestimated) (Apr2005)	
UK	n.a.	45,079 clients (2005/06) ⁽⁶⁾ 27,788 (2005/06) ⁽⁷⁾	6,654 (2005/06) ⁽⁸⁾	21,888 clients (2005/06)

(1) There are, however, several thousand accommodation places or dwellings

(2) First hand data collected for EOH

(3) Serviced apartments and group homes

(4) Users of supported accommodation - housing groups, period from January 2005 to end June 2005); 121 for people with mental problems, 30 for handicapped

(5) Menores en Acogimiento residencial: Medida protectora consistente en el cuidado y custodia del menor, bien como contenido propio de la tutela o con independencia de que ésta se haya asumido, cuando se lleva a efecto mediante el ingreso del menor en un Centro o establecimiento, sea propio o colaborador. Se consideran asimilados a los Centros, a estos efectos, los pisos tutelados, hogares funcionales, mini residencia, etc., tanto de titularidad de la Entidad Pública como de Centros colaboradores.

(6) England only, prevalence figure April 2005 to March 2006; Supporting people client record system

(7) Scotland annual flow

(8) England only; prevalence figure; includes foyers for young people and resettlement services

8	Insecure: people living in insecure accommodation			
ETHOS Category	8.1	8.2	8.3	8.4
ETHOS Label	Family/Friends	No tenancy	Illegal/building	Illegal / land
Austria	n.a.	n.a.	n.a.	n.a.
Belgium	n.a.	n.a.	n.a.	n.a.
Czech Republic	n.a. 17.213 ⁽¹⁾ (2001) (S)	n.a.	n.a.	0 (2001) (S) (census)
Denmark	n.a.	n.a.	n.a.	n.a.
Estonia	n.a.	5,420 (2000)	n.a.	n.a.
Finland	4,244 (estimation) (2004)	n.a.	n.a.	n.a.
France	150,000 (S)	n.a.	2,000 (2002)	n.a.
Germany	See 3.1	n.a.	n.a.	n.a.
Greece	n.a.	n.a.	Minimal (estimation) (2006)	n.a.
Hungary	57,217 (2000)	57,000 (2000)	1,000 (2005) ⁽²⁾	n.a.
Ireland	3,375	n.a.	n.a.	n.a.
Italy	n.a.	n.a.	n.a.	n.a.
Latvia	800 persons (2000)	n.a.	n.a.	n.a.
Lithuania	11.138 ⁽³⁾ (2005)	n.a.	n.a.	n.a.
Luxembourg	n.a.	n.a.	n.a.	n.a.
Netherlands	n.a.	n.a.	n.a.	n.a.
Poland	n.a.	n.a.	n.a.	n.a.
Portugal	n.a.	n.a.	n.a.	n.a.
Slovenia	n.a.	n.a.	n.a.	n.a.
Spain	n.a.	n.a.	n.a.	n.a.
Sweden	4,230 ⁽⁴⁾ (apr2005)	517 (apr2005)	n.a.	n.a.
UK	n.a.	n.a.	n.a.	<na

(1) Sub-tenants; Czech Statistics Office

(2) Figure for Budapest only

(3) Based on the housing waiting list

(4) The number refers to people in touch with respondents a specific week

9	Insecure housing: People living under threat of eviction	
ETHOS Category	9.1	9.2
ETHOS Label	Eviction/enforced	Re-possession
Austria	n.a.	n.a.
Belgium	n.a.	n.a.
Czech Republic	n.a.	n.a.
Denmark	4,162	1,359
Estonia	n.a.	n.a.
Finland	1,262 realised (2003)	n.a.
France	103,285 (S)	n.a.
Germany	n.a.	30,000 ⁽¹⁾
Greece	n.a.	n.a.
Hungary	1,500 (2005) ⁽²⁾	n.a.
Ireland	n.a.	n.a.
Italy	23,780 executed (2004)	n.a.
Latvia	n.a.	n.a.
Lithuania	n.a.	249 (2003) ⁽³⁾
Luxembourg	n.a.	n.a.
Netherlands	8,085 (2003)	1,920 (2005) forced sales
Poland	5,547 evictions ⁽⁴⁾ (2005)	n.a.
Portugal	341 processes (2004) ⁽⁵⁾	
Slovenia	n.a.	n.a.
Spain	51,738 (F) (2004)	n.a.
Sweden	3,938 enforced ⁽⁶⁾ (2005)	n.a.
UK	29,825 (2005) ⁽⁷⁾	29, 825 ⁽⁸⁾

⁽¹⁾ Annual prevalence estimate for year 2000 by research institute (Höbel et al. 2004) based on juridical statistics

⁽²⁾ Budapest only

⁽³⁾ Number of dwelling restitutions

⁽⁴⁾ 3,699 enforced evictions without providing substitute apartments + 1,848 evictions left to be enforced without providing substitute apartments

⁽⁵⁾ This figure refers to the number of processes involving people who are actually without a house and who have asked for support to the National Emergency Line. This relates both to eviction and re-possession and it is not possible to distinguish between the two.

⁽⁶⁾ Statistics by the Enforcement Agency

⁽⁷⁾ Research survey

⁽⁸⁾ England and Wales only (flow data for 2005)

10	Insecure housing: People living under threat of violence
ETHOS Category	10.1
ETHOS Label	Domestic Violence incidents
Austria	n.a.
Belgium	n.a.
Czech Republic	n.a.
Denmark	n.a.
Estonia	41,000 (2003)
Finland	4,109 ⁽¹⁾ (2005)
France	35,113 ⁽²⁾ faits (S)
Germany	n.a.
Greece	n.a.
Hungary	n.a.
Ireland	1,188 ⁽³⁾
Italy	n.a.
Latvia	n.a.
Lithuania	n.a.
Luxembourg	n.a.
Netherlands	54,420 (2005)
Poland	156,788 (2005)
Portugal	1,075 (2003)
Slovenia	5,066 reported incidents (2005) (P)
Spain	78,256 reported incidents (2005) (F)
Sweden	n.a.
UK	66,737 ⁽⁴⁾

⁽¹⁾ The increase from the year 2004 was 5 percent.

In most of the cases (78 percent) the victim was a woman (3,195), a man was the victim in 914 cases and in 444 cases of these the suspect was a woman.

⁽²⁾ La police et la gendarmerie nationales ont transmis à l'Observatoire national de la délinquance des données sur les faits enregistrés de violences physiques ou sexuelles pour lesquels victimes et auteurs sont des conjoints

⁽³⁾ Breach of domestic violence orders

⁽⁴⁾ Recorded police domestic violence incidents Scotland and N.Ireland only. England and Wales data estimated from National Crime Survey 357,000

11

Inadequate housing: People living in temporary / non-standard structures

ETHOS Category	11.1	11.2	11.3
ETHOS Label	Mobile home/caravan	Non-standard	Temporary
Austria	n.a.	n.a.	n.a.
Belgium	n.a.	n.a.	n.a.
Czech Republic	222 ⁽¹⁾ (S) (2001)	n.a.	n.a.
Denmark	n.a.	n.a.	n.a.
Estonia	n.a.	n.a.	n.a.
Finland	n.a.	n.a.	n.a.
France	129,032 (S)	See 12.1	41,408 (S)
Germany	See 3.1	See 3.1	See 3.1
Greece	n.a.	n.a.	500 (F)
Hungary	12,300 (2000)	12,267	n.a.
Ireland	589 ⁽²⁾	n.a.	n.a.
Italy	n.a.	n.a.	n.a.
Latvia	n.a.	n.a.	n.a.
Lithuania	554 ⁽³⁾ dwellings (2003)		
Luxembourg	n.a.	n.a.	n.a.
Netherlands	n.a.	n.a.	n.a.
Poland	449 ⁽⁴⁾ (2005)		
Portugal	15,779 ⁽⁵⁾ (2001)		
Slovenia	See 11.3	1,651 ⁽⁶⁾ (2002)	1,417 ⁽⁷⁾ (2002)
Spain	52,051 (2001) (S)		
Sweden	n.a.	n.a.	n.a.
UK	3,601 ⁽⁸⁾	n.a.	n.a.

⁽¹⁾ 2001 Census

⁽²⁾ Traveller families living on unauthorized site

⁽³⁾ During the census 554 non-conventional dwelling were recorded and more than one thousand people lived in them

⁽⁴⁾ workers gardening allotments, sheds

⁽⁵⁾ Precarious dwellings including wooden rudimentary housing, mobile dwellings, improvised dwellings and other non-defined (does not include shanties)

⁽⁶⁾ Counted are people living in dwellings not intended for habitation but used as such (business premises, offices, living in hotel, nursing home or hospital but not using its services)

⁽⁷⁾ Counted are people occupying provisional premises (garages, huts, caravans, basements, wagons etc.)

⁽⁸⁾ Unauthorised sites only (excludes Wales)

12 Inadequate housing: People living in unfit housing	
ETHOS Category	12.1
ETHOS Label	Unfit
Austria	n.a.
Belgium	n.a.
Czech Republic	3,232 households ⁽¹⁾ (2001) (S) 12,519 households ⁽²⁾ (2001) (S)
Denmark	n.a.
Estonia	52,266 (2004)
Finland	n.a.
France	1,150,000 ⁽³⁾ (2001)
Germany	n.a.
Greece	n.a.
Hungary	558,446 (2000) ⁽⁴⁾ ; 58,110 (2000) ⁽⁵⁾
Ireland	1,725
Italy	23,581 (2001) ⁽⁶⁾ households
Latvia	2,876 persons (2004)
Lithuania	n.a.
Luxembourg	n.a.
Netherlands	n.a.
Poland	n.a.
Portugal	2001 units ⁽⁷⁾ (2003)
Slovenia	32,921 households (2002) ⁽⁸⁾
Spain	112,824 ⁽⁹⁾ (2001) (S)
Sweden	n.a.
UK	1,238,000 (2001)

(1) Distress housing (Czech Statistics Office 2001)

(2) Weekend house, cottage (Czech Statistics Office 2001)

(3) Un logement est considéré comme confortable s'il dispose d'une salle d'eau, d'un WC intérieur et d'un système de chauffage

(4) Includes dwellings of wood/mud and no foundation and dwellings with no running water

(5) Emergency dwellings (no bathroom or kitchen)

(6) Source: Census 2001. The figure is according to Census definition, not properly 'under national legislation'. Census also indicates 49,021 families have no drinking water or toilet.

(7) Non conventional housing including shanties, abandoned houses and other unfit housing

(8) Data refers to households without inside flush toilet

(9) No running water

13 Inadequate housing: People living in extreme overcrowding	
ETHOS Category	13.1
ETHOS Label	Overcrowding
Austria	n.a.
Belgium	n.a.
Czech Republic	446,208 households (2001) (S) 380,052 households (2001) (S) ⁽¹⁾
Denmark	n.a.
Estonia	150,200 households (2004)
Finland	20,600 households (0.1% households 2002)
France	1,037,000 (S) ⁽²⁾ (2006)
Germany	n.a.
Greece	n.a.
Hungary	401,121 (2000) ⁽³⁾
Ireland	4,112 (households)
Italy	n.a.
Latvia	n.a.
Lithuania	n.a.
Luxembourg	n.a.
Netherlands	n.a.
Poland	n.a.
Portugal	568,886 dwellings (2001)
Slovenia	n.a.
Spain	1,310,162 ⁽⁴⁾ (2001) (S)
Sweden	n.a.
UK	1,767,779 (2001)

(1) An overcrowded household means 2 persons per room (there are 446,208 such households) or fewer than 10 m² of living floor space per person (there are 380,052 such households). There may be both criteria for the same household.

(2) Fondation Abbé Pierre, Rapport Mal logement 2006

(3) Includes households in one room with more than 6 people (6,697) and households with no more than 2 rooms and 2 or more families (394,424)

(4) People living in households with less than 0,5 rooms by person