

<b>Plenary Session</b>	<p><b>Michele Lancione, IT:</b> Beyond homelessness studies</p> <p><b>Albert Sales i Campos, ES:</b> Homelessness profiles in Spain and in Barcelona</p> <p>Despite there is not feasible data about homelessness and housing exclusion, there are fragmented sources at a local level that allow us to identify the changes in the profiles of homeless people and in the ways to housing exclusion.</p> <p>Since 2008, Barcelona has made an effort to systematize the knowledge of what is going on in the city convincing data coming from street counts, social services, shelters and charities.</p> <p>I will present the general framework of the current situation in Spain and how the lack of information hide the problem of homelessness. I will also present the knowledge acquire in Barcelona after 9 years of research that has been possible thanks to the collaboration between NGO's and the Municipality</p>
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**Posters displayed:**

**Daniela Leonardi, IT:** Social Workers and policies for the homeless: the street-level-bureaucracy approach

The general objective of this work is to reflect on the model of homeless policies following the Street Level Bureaucracy approach. The perspective focuses on the places in which policy is put into practice. '[The term] "Bureaucracy" is a system of rules and structures based on authority; [the expression] "Street Level Bureaucracy" refers to the distance from the centre in which the authority presumably resides' (Lipsky, 1980/2010, p. XII). The presentation aims to address this topic, affirming the importance to use street-level bureaucracy approach to analyse homeless policies. This choice is driven by the fact that the interventions foreseen for the homeless are strongly discretionary and left to the initiative of individual local administrations. Following what has been theorized by Brodtkin (1990; 2008; 2011), we feel this perspective is particularly useful and productive for analysing the factors that influence decisions on the practical level, the relationship of conditioning and power between the actors, the strategies of adhesion or the deviance from the regulations that discipline reception. On a macro level, this perspective allows for an in-depth analysis of the changes in the welfare system and public discourse. This study concerns the general context of the Italian welfare system marked by fragmented and categorical interventions combating poverty. In this frame, the notion of discretion is fundamentally important. Specifically, this presentation proposes an analysis of the professional discretion of street-level bureaucrats, the social workers who are most in contact with those in need. The more general problem related to discretionary practices is the condition of inequality in accessing rights: discretionary practices influence the possibility of access. We are therefore proposing to investigate on what levels this access is played out and what factors contribute to favour or obstacle it. In light of these considerations, the study will focus on the policies for homeless people. The residual character of interventions on this population without visibility or voice (Hirschman, 1970/2002) is an excellent observation point for discretion and the access to rights in general.

**Fiorella Ciapessoni Capandeguy, Uruguay:** Changing profiles of homeless in Uruguay and the extent of services

In Uruguay particularly in Montevideo in recent years, the problem of homelessness has become very publicly visible. This has led to greater academic analysis, state-funded surveys on the populations living on the street and in shelters, and the development of a "Homelessness attention programme". Since 2010 the programme has been diversified, reflecting the changing profiles of homeless people and an increasing diversity of pathways into homelessness. Montevideo has day-centers, halfway houses, 24-hour shelters and temporary accommodation for women with children victims' domestic violence or abuse, and day care centers for mentally ill homeless people have been developed. The last homeless census held in Montevideo in 2016 showed an increase of 26% of people sleeping rough and 59% for shelters users 556 rough sleeping, 1095 people in night shelters (risen 53% comparing with homeless census of 2006 and 2011) (MIDES, 2016). Moreover, 62% of homeless street people reported having had history of institutionalization (psychiatric institutions, prison and youth care/prison) 4 out of 10 homeless people reported having been in prison before (MIDES, 2016). The increase, as well as changes in the profiles of homelessness is presenting challenges for policy and practice.

This paper seeks to present a descriptive-comparable analysis of the three official census on homelessness held on the country in 2006, 2011 and 2016 in order to have a general overview of the more structural characteristics of the problem and observe its

**SEMINAR  
SESSION 1**

**Seminar 1: Service Needs Relating to Internal and External Migration (1)**

Chair: **Nóra Teller, HU**

**Mauro Striano, BE: Homeless People in Brussels: Why are Migrants Vulnerable to Homelessness?**

Between 2014 and 2016 the number of homeless people in Brussels significantly increased. The latest homeless count, held in November 2016, registered an increase of the homeless population by 30% in relation to the homeless count held in 2014. Moreover, the number of rough sleepers increased by 72% and, within the framework of the latest winter plan, new services were opened to meet the higher demand of emergency accommodation. The main purpose of this research is to understand the reasons behind migrants' vulnerability to homelessness in Brussels. Moreover, the research will consider whether there is a link between the exceptional number of third country nationals arriving in Belgium over the last two years and the higher number of homeless people. 2015 was an exceptional year in terms of asylum applications, that amounted to almost 45,000 in Belgium. While asylum seekers are generally accommodated in special premises and are entitled to specific material reception conditions, rejected asylum seekers, migrants in transit and other categories of irregularly residing migrants are vulnerable to homelessness. In addition, applicants who are granted international protection might end up destitute because they struggle to find housing and access the social security system. The research will also look into how policies have been dealing with increasing homelessness and if and how services are adapting to new challenges. The research will build on existing data collected by homelessness services and on field research and interviews with professionals working in homelessness services in Brussels.

**Marie-Therese Reichenbach, DE: Limited Europe. Mobile EU-citizens as Service Users of Homeless Services**

For many years there has been a rising number of homeless service users from different EU-countries in many European cities. As reported, a high percentage of them is using especially services that provide basics, such as food, clothes, medical treatment etc. Most of these users are citizens of the member states that joined EU in 2004 and later. This situation goes along with different challenges, like communication problems, experiences of discrimination, legal restrictions, lack of funding and a stigmatizing public discourse about so-called „poverty migration“.

Social workers often feel unable to find solutions for the social problem of homelessness of EU-citizens. Therefore another approach than social work theory might disclose a better understanding of this complex situation: through the lens of critical migration studies it has to be understood as an effect of a specific European border regime, that regulates intra-EU-migration by social legislation, distinguishing different levels of EU-citizenship and thus produces certain marginalized subject positions. Within this perspective Social Work with its field of homeless services is especially challenged, for being both a nationally regulated player and a profession based on international human rights.

Using the example of Germany, this paper explores how different levels of participation are produced within the field of homelessness as a result of a European border regime. It gives an insight of an ongoing long-term ethnographic study using participant observation, qualitative interviews, mappings and other qualitative research methods. Unlike the latest study of EOH „Asylum Seekers, Refugees and Homelessness“ I focus on migration of mobile EU-citizens aiming to show the mechanisms of inner differentiation of Europe. Hence, its findings are not limited to the German context, but enable a deeper understanding of homelessness of EU-citizens also in other European countries.

**Seminar 2: Women and Homelessness – Service needs and Responses (1)**

Chair: **Isabel Baptista, PT**

**Marie Loison-Leruste, FR: The Homeless through the Prism of Gender. Protection and Vulnerability of Homeless Women**

The “SDF question” (Damon, 2002) has hitherto been subject to fairly clear androcentric treatment. Only a few researchers are interested in homeless women in France (Marpsat 1999; Amistani, 2001, 2003 et 2005; Lanzarini, 2003; Marcillat, 2014). This relative invisibility of women in the literature on the homeless is coupled with a similar phenomenon in the literature on gender and poverty. While this literature has shown that women are more affected by economic vulnerability than men (Milewski et al., 2005; Maruani, 2011), there is little research specifically dedicated to women in social exclusion situations. It is true that these women are proportionally fewer than men among this population: they represent 38% of the homeless in 2012 according to the survey carried out by Ined and Insee that same year. The social representations of the “homeless” are moreover largely male and are historically structured around the opposition between “good” and “bad” homeless people than around homeless men and women (De Swaan, 1995; Castel, 1995; Loison-Leruste, 2014). Finally, very few homeless women are strictly roofless: those who are roofless account for less than 1% of homeless women in the 2012 Insee/Ined survey, while among homeless men, 14 % are roofless.

Fewer than homeless men, less often mentioned in the academic literature on exclusion or on gender, less visible in social representations and very rarely roofless, homeless women are relatively invisible.

This communication proposes to combine qualitative and quantitative data (Dietrich, Loison, Roupnel, 2010) to understand, in a gender perspective, the lives of these women and the way they are supported by homeless services providers. Once they are homeless they benefit from special forms of “protection” (Paugam, 2008), which go through an institutional care different from that of men. Gender is also a factor of “vulnerability” (Castel, 1995) because homeless women are also exposed to specific forms of violence, structuring in their life paths. Gender is therefore both a factor of protection and vulnerability in the life course of homeless

women.

### **Sónia Mairos Ferreira, PT: Homeless Elderly Women: Specific Needs for Innovative Interventions in Portugal**

Portugal faces an increased challenge concerning identification and intervention with homeless people, specifically concerning hard to reach groups (e.g., homeless elderly women, people with dual psychiatric disorder). There is a documented lack of scientific based identification and intervention protocols, adapted to Portuguese homeless population. This lack of investment contrasts with an evident increase of diversity of people experiencing this specific form of extreme deprivation. For this scenario contribute(d) two main factors: (i) the augment of the number of persons and households in severe housing deprivation (increased number of adults experiencing rooflessness, houselessness and inadequate housing), and (ii) the confirmation that traditional approaches implemented in national territory (mainly centered on the scrutiny of individual and relational factors) were (and still are) insufficient to ensure dignified standards of living and effective social reintegration in community.

This study aims to analyze, in specific, the needs of elderly homeless women, a group considered very hard to reach that has not been adequately addressed in Portuguese intervention practices and public policies. Included in a comprehensive research project, subordinated to the key question "what is (are) the main problem(s) and/or concern(s) of homeless people?" this paper focuses in the strategies homeless elderly women do (not) implement to survive the streets. From the analysis of information gathered through complementary observation approaches [e.g., unstructured observation, observation of street interventions (n>500)], and 96 interviews [homeless (n = 38), professionals (n = 47), previous homeless (n= 11)], this paper systematizes the predominantly mobilized discursive and behavioral patterns, mobilized with the purpose of resolution of the main difficulties homeless face daily. The main results are exposed in an original grounded theory. Considering the specific needs of this group this oral presentation finishes with the presentation of a systematized proposal for innovative evidence based intervention procedures adjusted to Portuguese reality.

### **Sangeetha Esther Jeyakuma, India: Characteristics of Homeless Women in New Delhi, and their Aspirations for Housing Continuum**

Homelessness is a global phenomenon, but its nature varies between developed and developing countries. In a developing country like India, homelessness is mostly driven by poverty and rapid urbanization. Poor people from the rural areas flock to the urban centres in search of a better income. Due to the high rents in the urban areas, many of the migrants can't afford housing and are forced to live on the streets. These families may still have a house in their rural place, but opt to live a homeless life in the city in order to maximize their income. However for women, the reason for being homeless is more diverse and have more severe implications.

This paper aims to throw light on the characteristics of the homeless women and their housing aspirations, especially for those living in a shelter. The study is based on interviews conducted with 95 homeless women staying in the government shelters in the National capital – New Delhi. Special emphasis is laid on how they became homeless, how they survived and plans for their housing continuum

Findings: The main cause for homelessness is interpersonal problems (like husband /family abandoning her or domestic abuse), poverty and demolition of slums. And due to their helplessness many of the women in their homeless careers have had to live on the streets. Majority of the women living in the shelter aspirations of moving into their own houses, but only after 5 years. The main reason behind this is that most of them can't currently afford a house and are saving up. Surprisingly there is also remarkable proportion of women who have no intention of leaving the shelter, and have made the shelter their permanent residence. None of the 12 shelters studied claimed to have any services assisting the women in their housing continuum.

### **Seminar 3: Understanding Youth Homelessness – Developments in Research, Policy and Practice**

Chair: **Mike Allen, IE**

#### **Stephen Gaetz, CA: Understanding Youth Homelessness in Canada: the First National Survey**

Without a Home reports the results of the first national survey of youth homelessness in Canada in 2016. Over 1100 young people experiencing homelessness filled out a lengthy survey responding to questions about background factors contributing to family conflict and housing instability and the current experiences of being young and homelessness. The results are compelling in that they identify that for over 40% of the survey participants, their first experience of homelessness happened before they were 16, and 57% had prior experiences with child protection services. Moreover, certain sub-populations (LGBTQ2S, Indigenous youth) are over-represented within the homelessness population, suggesting that ongoing discrimination is a driver of youth homelessness. The survey results point to the need to develop a policy and practice response to youth homelessness that takes account of the special needs of adolescents and young adults. This includes a call for a focus on prevention, and an investment in Housing First for Youth consistent with the framework developed in Canada. These results are already being taken up by different levels of government in Canada.

#### **Melanie Redman, CA: Making the Shift: Mobilizing Research on Youth Homelessness to Impact on Policy and Practice**

How do we shift the way we respond to youth homelessness from a crisis response to a focus on preventing and ending homelessness in Canada? In this presentation we will discuss the establishment of a Youth Homelessness Social Innovation Laboratory and its role in supporting research, data collection and the development of the knowledge base to help communities make the shift to prevention and Housing First for Youth. As a partnership between A Way Home Canada and the Canadian Observatory

on Homelessness, the YHSIL will initiate large scale demonstration projects in 12 communities in 3 provinces intended to provide strong proof of concept and evidence base on models of prevention and Housing First for Youth, as a key part of the process of taking these models to scale. The research agenda supporting the demonstration projects includes basic research, shared measurement and data collection (assessment, common outcomes, data management, performance measures), evaluation (outcomes, process evaluation) and knowledge mobilization.

**Deborah Quilgars, Samara Jones, UK and Sarah Sheridan, IE: Housing First for Youth in Europe: Concept, Developments and Prospects**

Housing First for Youth (HF4Y) is currently being developed in Canada, and a new HF4Y in Europe network has recently been established by the Housing First Europe Hub, a partnership initiated by FEANTSA and Y-Foundation. This network will work collaboratively to define the concept of HF4Y in Europe and test HF4Y in three pilot projects: Dublin, Ireland (Focus Ireland), Edinburgh, Scotland (Rock Trust) and Lyon, France (through a partnership between social housing providers and the local authority: "Est Metropole Habitat"). Work will also identify and deliver staff training, establish a community of practice, and develop an evaluation model and a knowledge mobilization strategy. This presentation examines the early developments of Housing First for Youth in Europe. In particular, it considers the concept of HF4Y and whether and how Housing First needs to be adapted for young people. It also profiles the HF4Y pilots and outlines developing research and evaluation frameworks, including results from an evaluation of the Limerick Housing First service in Ireland. The session considers the prospects for developing HF4Y at a European level, including the challenges at both a philosophical and practical level to establishing an effective Housing First network and system of support for young people.

**Beth Watts, UK: Hard up, Harassed and Hidden: Young People's Experiences of Homelessness in the UK**

This presentation offers an analysis of policy developments relevant to, and trends in, youth homelessness in the UK, drawing on the 2011-2021 Homelessness Monitors research programme. It makes the case that ostensibly benign trends in statutory youth homelessness mask the highly precarious circumstances of disadvantaged 16-25 year olds as a result of ongoing and radical welfare reforms and reductions in local authority budgets. Drawing on recent syntheses of evidence on 'what works' in preventing and effectively responding to first, youth homelessness and second, poverty among young people with complex needs, a series of evidence-informed principles for future policy and service development are proposed. The presentation identifies continuing gaps in the evidence base that limit our capacity to ensure effective responses to youth homelessness.

**Seminar 4: Exploring Fidelity of Housing First Programs**

Chair: **Volker Busch-Geertsema, DE**

**Marko Kettunen, FI: Comparing the Housing First Model Between New York and Helsinki**

The four essential ingredients of the original Pathways to Housing HF model are consumer choice philosophy, separation between housing and services, recovery-oriented services and community integration. The scattered-site housing is the assumption at the core of the model. The Finnish implementations of the HF model are stereotypically large single-site housing units. The comparison focuses on the following questions: is something important lost in the translation from the original scattered-site housing to the single-site implementations? How does the institutionalization of the services for homeless people in Finland shape the translation and the results achieved? How are the essential ingredients of the original model transformed in the translation?

This is a comparative study between the original scattered-site Housing First model as developed in the United States (Pathways) and a single-site implementation in Helsinki, Finland. The empirical data includes thematic interviews and participatory observation on both sides of the Atlantic Ocean. The data of study is mainly qualitative and has been collected in a variety of ways in research sites. The data corpus includes 1) the observation of practices, 2) naturally occurring data: meetings among professionals, client-worker conversations, case files etc., 3) official contracts and other textual documents defining the roles of service providers, service purchasers and service users 4) interviews with (former and present) long-term homeless people and with professionals. The data has been analyzed by using conceptual analysis related to model, cross-cultural comparative research and ethnographical coding and description.

**Hedda Barvik and Maja Flato, NO: Housing First in Norway - Innovation or New Wrapping?**

The Norwegian welfare state is constructed to provide everyone with equal opportunities to live a good, fulfilling life. The Norwegian welfare state model is renowned for successfully preventing poverty and social inequality. At the same time, the Norwegian welfare state face challenges in providing sufficient and effective services to specific groups. Among these are people experiencing long term homelessness, often in relation to drug abuse and/or mental disorders. Surveys of homelessness in Norway from 1996 and forward show a stable number of people experiencing long term homelessness. In 2012, when the last survey was conducted, there were 6,259 homeless people in Norway. In 2002 there was a shift in the strategy to reduce homelessness from a staircase model to a housing led model. Still it took until 2010 before the model/method Housing first started spreading in Norway. In the following years, several municipalities initiated Housing First projects with a variety of adaptations of the American "Pathway to housing"-model. In 2017 there are about 15 municipalities with ongoing projects. Recently these projects have been subject to national and local evaluations, mapping differences and similarities between the projects concerning both methods and results. This paper will discuss the relationship between the ordinary welfare services and strategies to reduce homelessness in Norway, and the Housing first model, with the aim of disclosing whether and in what aspects Housing first represents a new and better way of tackling homelessness in Norway.

## **Seminar 5: Substance Use and Housing First**

Chair: **Freek Spinnewijn, BE**

**Tim Aubry, CA:** A Quasi-Experimental Study of the Outcomes and Cost-Effectiveness Associated with Housing First for Adults with Problematic Substance Use

The presentation will provide the results of a quasi-experimental study comparing the outcomes of individuals with problematic substance use who received HF services adults with a group of individuals with problematic substance use who accessed standard care in the community. The presentation will also present findings from the study related to the cost-effectiveness of HF as it applies to housing outcomes. HF clients (n = 89) and members of a matched comparison group (n = 89) completed structured interviews at baseline, one year, and two year follow-up that collected data on housing history, health status, substance use, community functioning and quality of life. HF clients moved into housing more quickly, reported a greater proportion of time housed, were more likely to spend the final 6 months housed, and had longer housing tenure at 24 months. HF clients also reported higher levels of satisfaction with their living conditions at 12 months, but not at 24 months. Cost-effectiveness analyses using comprehensive costing methodology showed a reduction in costs associated with each additional night of stable housing for HF participants over the two year period of the study. Both groups improved over time in terms of problematic alcohol use and community functioning. The comparison group reported a greater decrease on problematic drug use, greater improvements in mental health and subjective quality of life by 24 months. Findings indicate that adults who are homeless with problematic substance use can successfully be housed using a HF approach. They also suggest that more targeted supports in HF programs might be required to achieve better health and psychosocial outcomes.

**Roberto Bernad, ES:** Impact of the Housing First Approach on Treatment Adherence and Use of Resources for The Homeless

RAIS Fundación is developing a comparative research about the adherence to treatment for drug addictions on a population of homeless people with addiction problems using Housing First services and on a randomly assigned control group people using traditional services for homelessness. Semi structured interviews have been conducted on both populations for a period of 24 months. The evaluated areas, which are currently being analysed, are: housing, use of alcohol and drugs, health and access to resources of the Spanish welfare system.

The objectives and hypothesis of the research are 1) analysing the impact of the Housing First approach on treatment adherence, compliance and recidivism, 2) analyse the impact of a person-centred intervention and support strategies of the Housing First model on crisis management and recidivism, and 3) analyse the impact of the Housing First model on a more effective use of the socio-sanitary services.

In this paper, we will present the outcomes of the research, which is funded by the Government Delegation to the National Plan on Drugs. The expected outcomes include a comparative analysis of the evolution on the adherence to treatment and the improvement of the quality of life for both groups, and a description of some of the key elements in the Housing First services which facilitate a more efficient use of the social and health resources.

**Aurelie Tinland, FR:** Dual Diagnosis Participants in French Housing First Randomized Controlled Trial

With a growing population estimated at 150,000 homeless persons (living in ETHOS 1 or 2 conditions), homelessness is a public concern in France. For many among this persons suffering from severe mental illness, « step by step » social system is a barrier more than a gateway to care and housing. To tackle this issue, « Housing First » was experimented between 2011 and 2016 in four big French cities, and is now in the process of scaling up. The conducted evaluation took the form of a randomized controlled trial, « un chez-soi d'abord », which enrolled 703 persons : 69.3% living with schizophrenia and 30.7% living with bipolar disorders. 253 persons were allocated into HF group and 250 into Other Services group. We found at least 79.1% of dual diagnosis in our sample. Considering that 1) dual diagnosis are highly overrepresented in homeless population (Fazel, 2008), that 2) addictions tend to aggravate the impact of mental illness : more symptoms, more use of care (L. Dixon, 1999); and altered social functioning (M. P. Salyers & Mueser, 2001) and 3) that there is few solid data of the literature ; the aim of the presentation is to focus on the analysis of the final results (24 month of follow up) for this sub-group, in terms of housing stability, social functioning, recovery, quality of life and level of severity.

This will lead to present a specific future study centered on addiction in Housing First that will begin in a few months, allowing to go deeper into the subject with new interviews and focus group.

## **Seminar 6: Changing Profiles of Homeless People (1)**

Chair: **Nicholas Pleace, UK**

**Pedro José Cabrera, Manuel Muñoz, María Del Rosario Sánchez, ES:** Change and Continuity in the Profile of Homeless People Registered in Madrid over the Past Decade (2006-2016)

At the end of 2006 the first night homeless count applying the American methodology of the Shelter and Street night (S-Night) was undertaken in Madrid, a research model that will be subsequently applied in many other Spanish cities. Since then, eight census and surveying experiences to homeless people have taken place in the streets of the capital of Spain (2006, 2008, 2009, 2010, 2012, 2014 and 2016). In these eight night counts, undertaken with a similar methodology, more than six thousands volunteers have participated and around 600 homeless people have been identified in each edition, with a maximum of 764 identified in 2014 and a minimum number of 553 in 2009. Thus, we have an extensive database with more than five thousand registers that give us the possibility to undertake a longitudinal analysis of a certain significance and consistency since we have a battery of questions, variables and indicators which have been regularly used over these last eleven years.

During this time we have been able to establish that certain logics remain unaltered over time, such as the relatively low proportion of women that remains more or less constant around 15%, while, on the other hand, we have been able to detect as well important transformations basically linked to the impact of three main factors: a) the evolution experienced with the migrations in our country, especially by those immigrant groups coming from Eastern Europe countries and from Northern Africa, that represent the most unassisted fraction and the one with less opportunities to enter into the Spanish labour and housing market; b) the impact of the economic crisis on particular occupational sectors (especially the building sector, hostelry and tourism) and on the issue of housing exclusion and access to housing (evictions, unpaid rents, etc) and finally, c) the own transformation of the services network that look after the homeless people in Madrid, a network that along with diversifying the hosting options has multiplied its monitoring and intervention capability in the streets and, especially over the last years, has significantly increased the total offer of accommodation through the enlargement and improvement of the shelter network and the host institutions, and especially thanks to the growth of the housing programmes that offer solutions focused on housing and shared apartments, to which have been recently added those projects that used the "Housing-first" methodology.

**Maribel Ramos Vergeles, ES: Know to Act Project: Analysing Homelessness in Andalusia to (Re)Plan the Attention System**

RAIS Foundation, in collaboration with the Government of Andalusia, has developed a research project aimed at knowing the extent and characteristics of homelessness in Andalusia. The study is not only orientated to count the number of homeless people in the region, but it also seeks to study their needs and the degree in which the public and private resources meet these needs.

The project has been developed in eight Andalusian cities with a population of over 100,000 people. The study uses different types of methodologies, such as night counts, mapping of resources, or interviews and focus groups with homeless people and practitioners.

1,649 homeless people have been identified during the one night counts and interviews were made to 392 of them. The interviews assessed different dimensions: sociodemographic data, health, labour status and incomes, use and evaluation of services, expectations about their situation and discrimination and victimization experiences. Cluster analysis have been done to identify vulnerability profiles between homeless people.

Furthermore, a map of resources for homeless people has been done to know what type of services are available, the rules of use and potential access barriers. The results of comparing the vulnerability profiles and the maps of resources will make possible to assess the attention gaps in the planning of resources and to improve the attention system for homelessness in Andalusia. In this paper, we will discuss the methodology and the main findings of the research project.

**SEMINAR  
SESSION 2**

**Seminar 7: Changing Perspectives of Homelessness**

Chair: **Eoin O’Sullivan, IE**

**Sarah Johnsen, Beth Watts and Suzanne Fitzpatrick, UK: Rebalancing the Rhetoric? Normative Stances Regarding Enforcement in Street Homelessness Policy in England**

Recent years have witnessed an escalation in the use of enforcement measures such as arrests, alcohol byelaws, Anti-Social Behaviour Orders, and Public Spaces Protection Orders in attempts to combat street homelessness and ‘problematic street culture’ (e.g. begging and street drinking) in England. Debate regarding the appropriateness or otherwise of these measures is often very heated given the strength of feelings associated with this sensitive issue. Those opposing the use of force often accuse those who deploy it of compromising the therapeutic conditions necessary for behaviour change or of potentially making the circumstances of already vulnerable people even worse. Conversely, proponents of force often brand those who object to it of being ‘irresponsible’ for allowing vulnerable individuals to continue behaving in ways that are detrimental to their wellbeing or even of facilitating damaging street lifestyles.

Drawing upon an Economic and Social Research Council-funded study exploring the effectiveness and ethicality of conditional welfare interventions, this paper examines the normative bases upon which stakeholders in the homelessness sector justify and/or oppose enforcement in responses to rough sleeping in England. It examines the moral and ethical frameworks commentators employ, including those that might be classified as contractual, paternalistic, mutualistic, utilitarian and/or social justice in orientation. These, the paper argues, determine what weighting stakeholders attach to the promotion of individual ‘liberty’ vis-a-vis ‘welfare’, and thereby their general stance as proponents or opponents of enforcement initiatives. The paper concludes by reflecting on the rhetorical disparity between: on one hand, the (overwhelmingly ‘negative’) narratives associated with enforcement which predominate in academic, media and campaigning discourses; and on the other, the often ambivalent and/or irresolute views expressed by stakeholders (including homeless people themselves) ‘on the ground’.

**Kristian Fahnøe, DK: Emotional Geographies of Socio-spatial Exclusion of Homeless People in Urban Copenhagen**

This paper explores the emotional geographies of socio-spatial exclusion of homeless people in urban Copenhagen. Emotional geographies aim to understand emotions in terms of their socio-spatial mediation and articulation (Davidson et al. 2005) and thus recognize the interconnectedness of emotions and space. This paper argues that this interconnectedness is significant when homeless people avoid certain public spaces, domestic spaces and turn away from spaces of care (Conradson 2003) such as homeless hostels, night shelters and day centres. The paper is based on an ethnographic fieldwork where participant observation of encounters between social workers and homeless people was the primary method. Additionally, interviews were conducted on site

with homeless people. During the observed encounter and the interviews the homeless people's accounts highlighted how emotional experiences were an integral part of how they related to different spaces in urban Copenhagen. The analysis focuses on how specific places where services for homeless are provided such as night shelters, day centres, and homeless hostels evoked emotions such as fear, disgust, and humiliation which were entangled with practices of avoidance and withdrawal. The analysis links these emotions to the symbolic and material aspects of the spaces. By doing this the paper aims to show how the lives of homeless are shaped by a form of socio-spatial exclusion that works through emotions rather than just direct regulation and policing of spaces. Thus, the paper contends that these emotional dynamics need to be recognized in order to advance our understanding of the lives of homeless. And such emotional dynamics also need to be taken into account in policy making processes that aim to assist homeless people as well as social work practices in order to address unintentional socio-spatial exclusion

## **Seminar 8: Housing Market Failures and Homelessness**

Chair: **Stepan Ripka, CZ**

### **Sarah Sheridan, IE: Family Homelessness in Dublin: Results from a Series of Point-in-Time Telephone Surveys**

The number of families entering homelessness accommodation in Ireland – and in particular in the Dublin region – has soared since 2014. This rise of families in emergency accommodation has impacted on the profile of the homeless population – as the number of female homeless adults has increased from 35% in August 2014 to 42% in January 2017, while the number of dependent children has increased by over 200% (from 796 to 2,407 children over this time). In Dublin, the majority of these families are accommodated in commercial hotels across the city, while efforts are being made to accommodate more families in congregate settings known as 'Family Hubs'.

While statutory bodies release statistics on emergency accommodation usage on a monthly basis, there is a need for prompt data on the key factors driving family homelessness and whether this is subject to change over time. As the principle service working with families in the Dublin region, Focus Ireland has conducted regular telephone surveys with families entering homeless accommodation. These concise, yet targeted, surveys have been administered since March 2016 and are repeated every three months. The surveys capture accommodation trajectories, triggers to homelessness, and the demographic profile of families.

The findings – which are published by Focus Ireland every three months and reveal trends over time – highlight how a key driver of family homelessness is related to dynamics in the private rented sector. High rates of unemployment are consistently represented across each wave of data collection and there is a continued presence of female-headed households, young families and migrant families, indicating the increased risk of housing instability for these groups. Ultimately, the data reveals the negative impact of an unregulated housing market on low-income families – particularly among those who are dependent on rental subsidies.

### **David Mullins and Halima Sacranie, UK: Socialising the Private Rented Sector? – The Role and Limits of Social Lettings**

Agencies

This paper draws on recent research on five cases of Social Lettings Agencies (SLA) in the West Midlands Region of England to assess the roles and limits of SLAs as a means of responding to shortages of social housing and measures such as the recent Homelessness Reduction Bill. In England, Rugg (2011) has advocated SLAs as the 'next best alternative' to social housing while across Europe Social Rental Agencies have been described as a means of 'socialising the private rented sector' (de Dekker with FEANTSA 2012). However, there is limited evidence in the literature on how SLAs might become 'the new social housing' and the limits to such a role.

The paper identifies four key purposes of social housing (quality, needs based access, security and affordability) and draws on depth interviews with tenant, landlord, SLA and local authority staff to assess the extent to which different models of SLAs meet these purposes. We consider key enablers and barriers to meeting each purpose. We compare the efficacy of different models found in the region by considering lead agency identity (state, market or third sector), core purpose, client group mix, landlord types and business models. Beyond the case study comparisons we identify some broader policy, funding and market drivers that can limit the role that such interventions play in preventing and responding to homelessness. Our conclusion is that while SLAs are in part a response to the privatisation of social housing, their ability to socialise private renting has significant limits.

## **Seminar 9: Evaluation of Homelessness Programs in Spain**

Chair: **Volker Busch-Geertsema, DE**

### **Marta Llobet Estany, Jordi Sancho, Joan Uribe Vilarrodona, Laura Guijarro, Susana Batle Cladera, ES: Questions, Dilemmas and Challenges of Practices in Relation to the Housing First Program in Barcelona**

This communication is framed as a part of the evaluative and qualitative research that is being carried out on the "Primer la Llar" (Housing First) Program promoted by the Barcelona City Council and managed by the organizations Sant Joan de Déu Serveis Socials and the UTE (Temporary Business Union) formed by the Cooperative Suara-Fundación Garbet and Fundació Sant Pere.

The purpose is to present the methodological proposal and to discuss some preliminary results of the analysis around the practice. This will be done from a bibliographical review on the intervention in different international projects and an analysis of the practice stories, specially about the project Chez Soi/At Home from Montreal.

It aims to identify and discuss some of the dilemmas, questions and challenges involved in the implementation of this practice for professional teams from both the social and the mental health fields in a context where the beneficiaries' rights are weak and tutelary.

**José Manuel Fresno, Alia Chahin, Cristina Cuenca, ES:** Potential Contributions of the Evaluation to the Policy Making Process.

Based on the External Evaluation of RAIS Fundación's "Habitat" Programme

RAIS Fundación developed a pilot project of Housing First in Spain named "Habitat" with 28 homeless people in the cities of Barcelona, Malaga and Madrid. The evaluation of this programme demonstrated successful results and contributed to the inclusion of the Housing First Approach in the National Strategy for Homelessness in Spain, approved by the Spanish Government. Furthermore, some municipalities and regions have either demonstrated their interest or are in the process of starting small scale initiatives following "Housing first approach".

Nevertheless, despite this interest most of the municipalities find practical difficulties in initiating projects or in scaling up the pilot experiences. In order to provide robust evidence of the effectiveness of Housing First in Spain, Rais Fundación is scaling up its Habitat project by including new cities and has requested an external long-term (2020) academic evaluation including new dimensions.

The paper will focus on how and under which conditions evaluations can better contribute to fostering the policy making process in relation to the effective implementation of Housing First policies.

**Seminar 10: Women and Homelessness – Service Needs and Responses (2)**

Chair: **Isabel Baptista, PT**

**Paula Mayock, IE and Joanne Bretherton, UK:** Women's Responses to Homelessness: Services Implicated and Implications for Services

While homelessness is increasingly seen as differentiated by gender, policy and service communities are only beginning to engage with the notion of gendered homelessness. Both academic and policy discourses on homelessness have largely side-lined women and failed to engage with the notion that women who become homeless have distinct experiences. This paper argues that women's invisibility within dominant discourses on homelessness has significant ramifications, impacting women's responses to homelessness and the manner in which they attempt to 'manage' the loss of a home and their consequent homelessness.

The paper starts by examining trends in national-level statistics and estimates of homelessness, highlighting the extent to which women are represented in homeless populations in countries throughout Europe. It then examines the 'characteristics' of homeless women, comparing them with those of men, and asking 'Are women different?'. Proposing that gender does not simply denote 'categories' (such as men and women) – but is rather about relational and institutional processes – we then examine an emerging body of research on women's subjective experiences of homelessness and their service interactions, in particular. Here, we see strong evidence of women's distrust of services and service staff, sometimes related to experiences of infantilisation, and significantly associated with stigma and a perception that their autonomy and capacity for decision making is not recognised. These experiences also appear to be drivers of women's trajectories through homelessness and of their invisibility since women frequently avoid or leave service settings and enter into situations of concealed homelessness in order to escape the oppressions they experience within service settings.

The paper concludes by suggesting that there is sufficient evidence throughout Europe to raise questions about the adequacy and appropriateness of service provision for women who experience homelessness. The implications for policy and for the structure and organisation of homelessness services – and the ideologies underpinning those services – are discussed.

**Katarzyna Dębska and Magdalena Mostowska, PL:** The Blind Overlap. Women's Homelessness and Family Violence in Poland

There's a rapidly changing situation and perception of women's rights in Poland. Even though family violence is named as a primary cause of women's homelessness in European and American research, we know very little about the overlap in Poland. Paucity of research and poor data concerning homelessness makes it impossible to trace what big a share of women in homelessness left their homes due to domestic violence. There's also very little data on experiences of violence among women already lacking a home. In this context we explore the overlap of concepts, data and services in Poland.

We confront the two streams of conceptualizations, data collection, policies, financing and services by analyzing recent documents, reports, data and we further investigate the overlap by analyzing material gathered during interviews with central and local authorities as well key women's and homelessness non-governmental organizations. At first, we investigate the concept of homelessness used by "women's organizations" and "services for women". Secondly we look into the data on women's homelessness in Poland for the notion of "violence" and its place in explaining causes of homelessness and successful support programs.

As in many other countries, Polish services like "shelters for women" are also often separate from "homelessness services", financed by separate agencies, and in which data is collected separately. But the gap between the two concepts is further widened because homelessness is usually not conceptualized and not acknowledged in reports dealing with violence against women. By confronting the two seemingly separate phenomena we point to the overlooked overlap and the potential consequences of not acknowledging the intersecting areas of gender, social status or housing situation for policies and service provision.

## **Seminar 11: Homeless Profiles and Counts Outside Europe**

Chair: **Nicholas Pleace, UK**

### **Nevil Pierse, Jenny Ombler, Clare Aspinnall and Philippa Howden-Chapman, NZ: Homelessness in New Zealand**

New Zealand has an ongoing homelessness crisis, with one percent of the population (41,705 people) having 'lack of access to minimally adequate housing' on the night of the 2013 census – a thirty percent increase since 2006. Of these, 4,197 people were without shelter (sleeping rough). Homelessness, housing insecurity, and housing quality, require complex policy solutions, including economic equality, supportive social welfare, quality housing provision, comprehensive mental health services, and tenant advocacy.

Methods:

The Integrated Data Infrastructure provides the ability to follow the entire life course of all individuals as recorded by government records, through a 'big data' approach to using multiple large-scale datasets. This provides opportunities to determine the health, social, educational, justice, and employment stories of people who become homeless, and their outcomes resulting from various interventions, including Housing First, and more traditional models.

Results:

Initial results confirm that indigenous and minority groups, including Māori and Pacific, are overrepresented in the homeless population. Single males make up the majority of those rough sleeping, but the majority of the broader homeless population are women and children. Over half of the homeless population are in work or training, but this is much rarer amongst rough sleepers.

Conclusions:

Our view is that the 37,508 who are with shelter, but without access to minimally adequate housing, is largely the result of policy failings around rising inequality, lack of affordable housing, and inadequate service provision. Policy must address these issues in order to avoid these people falling further into poverty, rough sleeping and to prevent a further rise in the number of people who do not have permanent housing. More intensive support, is also needed for those currently rough sleeping, with the provision of safe, secure, habitable housing as a first step on their recovery pathway.

### **Jay Bainbridge, US: Latin American City Lessons for Europe**

Europe is not unique in facing challenges from changing profiles of homelessness. The issue of homelessness is historically a social, economic, cultural and legal process in the Latin American region that has been increasing in urban contexts alongside the development of the market economy, advances of neo-liberal economic policies and the world globalization processes. These have brought serious consequences for the populations of many countries, such as unemployment, accelerated inflationary processes, flexibilization of the labor market and recurring economic crises, in an attempt by the countries to face the competitive environment of world development.

Two recent Latin American municipal experiences, in Mexico City and Bogota, are instructive in terms of adapting to the changing demographics of homelessness -- even with limited resources.

In June 2016, Mexico City passed a local law to require implementation of a strategic plan to move people off the street. Among the key commitments of the law were a homeless count every two years, an electronic registry and case management system, street outreach management restructuring, a pilot preventive services center and family shelter, and development of a supportive housing unit.

Currently, Bogota is moving to institute its own point-in-time count, in conjunction with a national census effort due to take place in September 2017. Bogota has sophisticated means of characterizing and geocoding their population, but are seeking ways to better estimate the scale of their large problem, so estimates can be done regularly, consistently, and used over time to gauge impact of their programs. As part of its counting initiatives, Bogota is implementing expanded homeless prevention services, and performance measurement practices. Given that Europe is also undergoing evolving demands in urban areas, these large-scale municipal efforts can provide guidance in terms of documenting changes in the population, motivating initiatives, and monitoring their impact.

## **Seminar 12: Changing Profiles of Homeless People (2)**

Chair: **Nóra Teller, HU**

### **Boróka Fehér, Zoltán Gurály, Péter Győri and Andrea Szabó, HU: Homelessness - Poverty - Roma People**

According to the public opinion homeless people in Hungary are isolated, they have no home or job, neither a family. The data of annual survey coordinated by '3rd of February' working group indicates the opposite: homeless people in average have lot more children compared to the average population and also they are coming from large families. This matter is partly explained by significant change of the characteristics of homeless population in Hungary in the last 15 years.

Because of impoverishment and disintegration of large Roma families with many children, the proportion of Roma among homeless population has risen (up to 35% this year). Educational level of Roma is significantly lower compared to the average. The rise of the share of the Roma minority among homeless people radically lowers the educational level of the homeless population on average.

Homeless Roma people are younger than others that is why we face a strange fact of young homeless have lower education than older – this pattern is completely opposite to the average population. We can describe it as a manifestation of a slow process replacement of former working class background homeless people by lower class: people who never had any decent home or job, nor anything else.

The presentation will sum up the February 3 dataset's lessons regarding this dramatic change and make hypotheses on the possible mechanisms for this process.

### **Mirela Paraschiv, RO: The Impact of the Economic Crisis on Homelessness In Romania**

Homelessness represents a concern for the sustainable development of cities across all European Union's territories. Within a context of fragile growth and development based on the post-socialist transformation processes, the global economic crisis in Romania increased poverty and inequalities, along with enlarging housing exclusion. The study investigates the changes in the

profiles and dimension of homelessness in Romania as a result of the economic crisis impact. The assessment of homelessness in the framework of economic, social and housing policies aiming to confront the economic crisis' effects highlighted the contribution of the economic crisis on intensifying homelessness by including new categories of affected population within poverty and housing exclusion processes. Analysing the national housing policies and poverty dynamics in relation to homelessness and its characteristics in Romania before and after the economic crisis, the main research results display the positive correlation between the effects of the economic crisis and the augmentation of extreme housing exclusion among populations at risk. The conclusions of the study evidence that Romania exemplifies the complexity of the economic crisis impact at territorial level, as a major structural factor that maintained and generated new facets of homelessness at the end of the transition period and after the country's EU accession. Given the persistence of the economic crisis' influence on homelessness in Romania, necessary actions to implement sustainable housing policies and to support poverty alleviation and economic growth ask for collaboration at EU level to promote good practices in dealing with the impact of the economic crisis.

## SEMINAR SESSION 3

### Seminar 13: Youth and Homelessness – Service Needs and Responses (2)

Chair: **Isabel Baptista, PT**

**Naomi Thulien, Denise Gastaldo, Elizabeth McCay, and Stephen Hwang, CA:** A Critical Examination of Homeless Youth Transitions to Independent Housing in Canada: New Perspectives for Practice, Policy, and Research

To date, there have been only a handful of longitudinal studies designed to examine the trajectories of youth who exit homelessness. Moreover, none of these longitudinal studies were designed to exclusively examine the experiences of youth transitioning to independent housing, where youth pay market rent and are required to be more self-sufficient.

The goal of the study was to address this knowledge gap by producing an emic (insider) perspective on the experiences of formerly homeless youth as they transitioned into independent housing in Canada's largest city. A critical ethnography was utilized to reveal socioeconomic and political factors that shape the transition to independent housing and meaningful social integration. During ten months of fieldwork, the lead author met every other week with nine formerly homeless youth who had recently moved into independent housing. The majority of youth were individually interviewed 13 to 19 times. In total, 119 hour-long informal interviews were conducted.

Three key findings emerged: 1) youth appeared "successfully" housed but lived in chronic precarity; 2) youth experienced a shift in identity and employed this as a self-preservation strategy; and 3) the process of independently maintaining housing undermined the youths' sense of mastery and control. Despite their remarkable agency, participants' lack of tangible and intangible resources meant they were housed in poverty and remained marginalized. Moreover, despite living in chronic precarity, study participants underutilized supports offered by social service agencies because the supports tended to be deficit-focused and were not aligned with the participants' fragile new identities as competent, emerging adults. We propose a new conceptual framework, highlighting the tangible and intangible resources needed by youth attempting the daunting task of transitioning off the streets.

**Sarah Parker and Paula Mayock, IE:** Blocked Paths to Housing Stability: Implications for Housing Models and Options for Homeless Youth

Mirroring trends in other European countries, the profile of Ireland's homeless population has shifted in recent years to include a growing proportion of young people. Alongside more nuanced and robust understandings of the diversity of homeless populations comes the demand for strategic responses to homelessness that incorporate 'difference', particularly as it relates to the housing and other support needs of distinct subgroups. This paper presents selected findings from a qualitative longitudinal study of youth homelessness in Ireland that aimed to examine young people's trajectories through and possibly out of homelessness. The research involved the collection of data at two points in time; the first between May 2013 and January 2014 (Phase 1) and the second between July 2015 and April 2016 (Phase 2). At baseline, 40 young people aged 16-24 years and 10 participating family members were recruited to the study. Seventy-five percent of the participants were retained at Phase 2, yielding robust data on young people's homeless and housing pathways.

Just 24% of the study's young people were housed at the point of follow up, pointing to significant barriers of access to housing. Sustaining housing was another significant challenge, with many having exited temporarily and subsequently returning to homelessness services. By Phase 2, many had joined the 'ranks' of the long-term homeless and a majority had high and complex needs. Patterns of living 'off grid' in situations of hidden homelessness were also widely reported, often related service 'fatigue' and a general feeling that their homelessness could or would not be resolved by the system.

The policy and service goal of providing young people with the safety and security of a stable home had not been realised for the vast majority in the study following a two-year period, meaning that most remained homeless or were living in highly insecure and precarious living situations. Implications for the development of housing models and options for homeless young people – including Housing First approaches – are discussed.

## Seminar 14: Changing Profiles of Homeless People (3)

Chair: **Robert Aldridge, UK**

**Gabriel Amitsis, GR:** Housing Inclusion and Welfare Reforms in Times of Economic Recession - Lessons from Greece

Greece is the EU Member State most impacted by the 2009 financial crisis, given that there were neither primary social safety nets for those unable to meet their needs through market or family settings, nor supplementary policies in case of specific needs, as housing inclusion regimes. The national social protection model was strongly fragmented, and public spending was focused on civil servants salaries and state pensions.

The development of sound housing inclusion policies constitutes a key challenge for the rudimentary Greek Welfare State during the implementation of the *Economic Adjustment Programmes* (known also as Bailout Programmes), which were introduced in May 2010 by major lending international partners (European Commission, European Central Bank, International Monetary Fund). However, the housing inclusion discourse did not represent a major priority reform domain, although it may affect a broad range of persons (particularly at risk of homelessness, long term unemployed, over-indebted households and welfare claimants), already hit by severe austerity measures.

There are no official estimations about homeless persons or persons unable to meet effectively their housing needs through the private market. Public authorities have not adopted yet relevant criteria and indicators, although specific recommendations based on the FEANTSA European Typology on Homelessness and Housing Exclusion (ETHOS) have been put forward in the **Greek National Strategy to prevent and combat the lack of housing**.

This Strategy, designed in 2015 by the Athens University of Applied Sciences on behalf of the Ministry of Labour, Social Insurance and Social Solidarity, introduced the housing inclusion discourse in the Greek social policy context, in line with the relevant clauses of the **National Social Inclusion Strategy (NSSI)**. This was designed in 2014 by the Ministry of Labour, Social Insurance and Social Solidarity as a common framework of principles, priorities and targets aiming at the coordination, monitoring and evaluation of all policies on national, regional and local level to combat poverty and social exclusion. It was approved in January 2015 by the European Commission as the policy document fulfilling the respective national conditionality for leverage of ERDF and ESF resources of the Thematic Objective 9 "*Poverty & Social Exclusion*".

In this respect, the objective of this Paper is to discuss the development of the housing inclusion discourse in Greece and to analyze its interplay with the national welfare services reform agendas, as influenced by the three *Economic Adjustment Programmes*. Emphasis will be paid both to the measures adopted so far and the perspectives to implement the key recommendations of the Greek National Strategy to prevent and combat the lack of housing.

**Roberta Pascucci and Caterina Cortese, IT:** Severe Poverty and New Solutions in Homelessness Services: the Case of Rome

In Italy, homelessness is certainly a complex phenomenon, and multiple causes leave people in a persistent and severe poverty mainly in the big cities. Our paper aims to present an analysis of homelessness within an urban context and the future directions that Italian policies could use for addressing the issue.

In the first part, our analysis presents the results of multi-method survey (interviews and focus group) focused on severe deprivation in the City of Rome, that is – with over of seven thousand homeless people – the second Italian city for presence of people in this condition. More than four hundred shelters and soup kitchen users in one of the main homelessness services provider in the City were involved in the survey. Five profiles emerged from the Cluster Analysis (young foreigners in severe deprivation; unaccompanied foreign minors at risk of social exclusion; Unemployed; working poor; vulnerable aged people).

In the face of this diversity of profiles, in the second part of our analysis we try to highlight factors and trigger life events that causes homelessness and which solutions homelessness services can apply today in Italy thanks to the recent engagement of the of the national government and the role played by an umbrella organization in the homelessness policies. The *Guidelines to Tackling Homelessness* and the *Anti-Poverty Fund* seem to offer a several opportunities for renovating traditional services, for investing in the training of social workers, and for promoting approach long-term vision oriented through the scaling of the Housing First approach and an effective prevention strategy focused on young and families.

## Seminar 15: Evaluation of Housing First Programs

Chair: **Eoin O'Sullivan, IE**

**Marcus Knutagard and Arne Kristiansen, SE:** Sustainability in Housing First-Pilots

The Housing First service in Helsingborg (Sweden) started as a pilot project in September 2010. The evaluation that we carried out during the service first years showed positive results, including a high housing retention rate. The results of the evaluation became important arguments when the city of Helsingborg decided to make the Housing first project a permanent part of their social housing program. In 2017, we have conducted a follow-up study of how the living conditions of the tenants in the city of Helsingborg's Housing First service have evolved since the start of the programme. The follow-up study is a part of an on-going research project on the implementation of Housing First in Sweden, with a specific focus on the Housing First-pilot in Helsingborg. The study is based on how social workers in the programme assess the tenants' life conditions, but also on data from the tenants themselves. The study is interesting for various reasons; for example, it gives an indication of the sustainability of Housing First services. So far, 50 people have got apartments in the Helsingborg Housing First service and the housing retention rate is around 90 percent. In the follow-up study, we compare the residents' living conditions today with their situation before they got housing through the Housing First service.

The follow-up study has focused on the tenants' social networks and socio-economic situation, but it also highlights drug abuse, crime and health. The study shows that the tenant's life conditions have improved in several respects.

**Deborah Quilgars and Nicholas Pleace, UK: Housing First for Women with Complex Needs: Results from the Threshold Housing First Project in Manchester, England**

In 2015, Threshold (Housing Group) established the first Housing First Pilot for women offenders in Manchester, England. The Housing First project aims to provide suitable long-term housing and intensive support for homeless women who have recently left prison, or are currently subject to supervision in the community, and who have complex needs. This presentation outlines the findings from a two year evaluation of the project. The project achieved high levels of tenancy sustainment for the women and demonstrated high fidelity to the original US Housing First model. However, the evaluation also highlighted a number of aspects of providing women-only Housing First that have not been highlighted by previous research. In particular, experience of gender based violence was a universal experience for the women, and a need to effectively manage risks associated with former relationships was a central part of the project's work. Reflecting the profile of women prisoners more generally in the UK, the women being supported had very high support needs associated with trauma and severe mental health problems. There was a need for support on a daily basis, including evenings and weekends; and for some women this level of support was required on an open-ended basis. These results suggest the need to consider the development of gender based policies – and potentially services - within the Housing First movement in Europe.

**Jordi Sancho, Dr. Marta Llobet Estany, Jezabel Cartoixà Garcia, Manuel Aguilar Hendrickson and Adela Boixadós Porquet, ES: Community Integration Assessment of the Housing First Pilot Scheme in Barcelona**

Housing first programmes have gone from a rare and innovative solution to being the gold standard of interventions with complex homeless cases. On the other hand, some authors highlight that this approach is showing some challenges in the effects of socialisation, and community integration of participants after getting into the programme.

This paper studies a 50 people housing first pilot scheme started in Barcelona since 2015. It will follow 20 participants during three years, since their first entry in the programme, by repeating in-depth interviews. From these interviews we are gathering information on social resources, community integration and experiences with several intervention bodies. We analyse and represent this information with complex social networks methodology.

We present some preliminary results of the analysis and discuss the links of it with the programme and the social intervention design.

**Seminar 16: Health Service Delivery and Homeless People's Needs**

Chair: **Lars Benjaminsen, DK**

**Laureline Coulomb, FR: Paradoxes in the Medical Care of Homeless People**

Despite several specific schemes set up in France to provide healthcare to people living in the streets, the prevalence of both chronic and acute diseases is higher among homeless people than the general population. Homeless people face various difficulties that delay their access to healthcare. Grounded in fieldwork based in France, this study reveals several paradoxes in the medical care of homeless people.

On the one hand, illness is not always seen as a negative event in the life course of homeless people as it often results in an important improvement of their living conditions. When diagnosed as sick, homeless people can access higher income, more comfortable and stable housing facilities and migrants can benefit from a health visa.

On the other hand, the interaction between homeless people and healthcare professionals is characterised by a misunderstanding about health, which can create conflict. In order to avoid conflict, they build a compromise that lead to the recurrent treatment of acute health disorders as if they were chronic disorders. Simultaneously, pathologies requiring long-term care are treated sporadically because healthcare workers have to treat chronic disorders only in acute crises.

Those paradoxes enlighten difficulties in the medical care of homeless people that go beyond administrative barriers and question healthcare workers' values. Healthcare professionals express the will of taking care of every patient in need, but suspect homeless people wanting to take advantage of care facilities. They also question the usefulness of providing expensive healthcare to people going back to the streets right after hospitalisation, which would erase the benefits of medical care. These paradoxes can produce a feeling of uselessness among healthcare professionals and represent an elusive obstacle to the care of homeless people.

**Luigi Leonori, Fabio Bracci, Jacopo Lasciari, IT: The Dignity and Well-Being Project: Analyses of 50 Profiles of Homeless People with Mental Illness**

How do health services, support services, housing services and reintegration services contribute to promoting the dignity and well-being of homeless people with mental illness? Which strategies and pathways are put in place to tackle the problem of the frequent refusal of any kind of institutionalised treatment and planned care? Which kinds of proposals and priorities can be suggested?

The Dignity & Well-Being project, realised from 2015 to the beginning of 2017, has tried to explore these issues by carrying out a series of exchanges and inter-visions within the Mental Health and Social Exclusion network (SMES-Europa). Analysing different

experiences, the project has aimed to improve training and mutual learning, to reinforce multidisciplinary cooperation and networking, and to present and analyse alternative and effective practices for prevention (primary and secondary), treatment and after-care. 50 profiles describing life stories and services interventions have been collected and a protocol for uniforming profile-writing criteria and analytical dimensions has been shared by the partners of the project. Profiles contain a wide range of stories and pathways, and also an inventory of different models of interaction between services and homeless people mentally ill. This paper analyses the collected information, highlighting recurring factors and common trends, on one hand, and singularities and critical/creative solutions, on the other. It also presents four different typologies of interaction between homeless and services, proposing priorities and recommendations for strengthening networking and person-centered services. The conclusive remarks underline operational perspectives regarding outreach teams, operators and the services involved in multifaceted process of taking-care.

### **Seminar 17: Service Needs Relating to Internal and External Migration (2)**

Chair: **Mauro Striano, BE**

**Melis Ari-Gurhanli and Cisil Heltimoinen, FI:** Grassroots Needs vs. Migrant Services in the Capital City Region in Finland

Finland is often presented as a benchmarking destination in combatting homelessness. From 2008 to 2014 the number of people who were long-term homeless decreased by approximately 1,200. While the number of homeless continues to decrease in Finland, the number of immigrant homeless is on the rise. According to the Housing Finance and Development Centre of Finland in 2015 27 % of all homeless individuals and 54 % of homeless families were immigrants. The problem, especially in the capital city region of Finland, is among the public sector feared to get out of hand in the following years due to affordable housing shortage in general and due to the rise in the number of immigrants.

This paper aims to answer the question how service providers in Finland react to the growing needs of immigrants in the capital city region on matters related to housing. The first section of this paper focuses on the needs of immigrants on housing matters that have been encountered during the first phase of Katto Project – a three-year-project aiming to prevent homelessness among immigrants in Finland. Second section focuses on the services answering to those needs. At its final section the paper proposes areas of focus for service providers to be used in the future to better answer the demands arising from grassroots level.

**Annette Rosengren, SE:** Homeless Undocumented Youngsters and Caring Desperate Swedes

As a consequence of a new hard Swedish asylum politic together with specific laws and decisions about single minors there is a rapid growing number of homeless young rejected asylum seekers in Sweden – many are now traumatic and extremely vulnerable, some have committed suicide, which have led to discussions on high official level. New grassroots organisations and networks and older organisations for protection of homeless and undocumented in general are focusing on the crises now and do protection and advocacy. According to estimated figures more than twenty thousand youngsters are in danger of being homeless or they already are. There is also a growing number of homeless adult asylum seekers because of new hard restrictions. Such policy is known in some other EU-countries, but Sweden has good reputation for care taking and the new policy affects many chocked Swedes. Sweden has more asylum seeking single minors than most other EU-countries, which also make figures so high. Social work offices mostly reject claims about right to support – for example with hostels and emergency need – referring to law and previous court decisions, which are then different interpreted and practised in municipalities.

The paper will put Sweden on the agenda for these issues and focus on 1) experiences among these undocumented young persons, 2) on humanitarian services in the civil society and 3) on resistance (new social movements for services and advocacy) and what this new reality mentally and in practise makes to caring “ordinary” Swedes.

### **Seminar 18: Support Services and Barriers**

Chair: **Mike Allen, IE**

**Katy Jones, UK:** No Strings Attached? An Exploration of Employment Support Services Offered by the Homelessness Sector

Moving homeless adults into paid work is increasingly considered an important aspect of overcoming homelessness and sustaining ‘independent’ lives. However, as conditionality has become more firmly established within the UK welfare system, many homeless people have become alienated from mainstream employment support as a result of an inability to meet the work search and training requirements placed upon them as a condition for the continued receipt of benefit (Crisis, Homeless Link and St Mungo’s, 2012).

In response to the exclusion of homeless adults from mainstream services, many specialist third sector homelessness agencies now offer their clients support to move into work (McNeill, 2011). In most cases, individuals engage with this support voluntarily, and support is offered without conditions and alongside other interventions to address the diverse range of complex needs many homeless adults have (Dwyer and Somerville, 2011). As such, third sector organisations are arguably well placed to respond to the needs of homeless people who want to move into work. However, the nature of this support is not currently well understood. Additionally, given increasing levels of ‘interventionism’ in homelessness services, the extent to which this support is ‘unconditional’ may also be questioned (Johnsen et al 2014; Dobson, 2011).

Drawing on data generated in interviews with 27 practitioners who work in third sector homelessness organisations, this presentation

will explore the employment and skills support currently available in these settings. It will consider how shifts towards a more conditional welfare state impacts on, and shapes, the services and support homelessness organisations provide, and the extent to which the support offered is conditional on homeless individuals behaving in particular ways. Finally, practitioners' perceptions of the value of specialist third sector organisations operating outside the statutory, conditional welfare regime for homeless adults will be outlined.

**József Hegedüs, Vera Horváth, Eszter Somogyi and Nóra Teller, HU: Barriers on the Pathway to Secure Homes – the Experience of EU Funded Homelessness Programmes in Hungary**

The problem of homelessness has been receiving political recognition in Hungary since the beginning of the 1990s. An institutional system, providing various kinds of homeless services to cca. 20-30,000 clients annually, was gradually established starting from the early 1990s. However, according to the ETHOS definition of homelessness, a much wider social group, dwelling in insecure housing with an uncertain income, is at risk of homelessness. Although many people enter and leave the homeless provision system, the institutional context does not provide for a stable way out of homelessness and into secure housing. Recognising this problem, there have been several supported housing pilot projects for over a decade, with varying complexity, some of them offering help also in employment and social counselling. The paper evaluates the EU funded programmes partly inspired by the Housing First approach, providing mainstream market-based housing solutions, and improving labour market position at the same time. The authors identify the constraints and positive results of such programmes, and by examining the strategies of institutions and clients argue that short-term, result-oriented programmes do not contribute to developing the stakeholders' cooperative strategies; instead, they create perverse incentives on both sides, forcing service providers to cream off their clients, and prompting clients to focus only on temporary gains from the programmes. The paper also highlights that the long term effects have been substantially limited by structural problems of the Hungarian welfare system, which is unable to provide sufficient support to people in uncertain housing and employment situation, and lacks substantial institutional capacity to provide basic social and mental support.