

# DELIVERING BETTER DATA ON HOMELESS PEOPLE - THE FIRST NATION-WIDE SURVEY ON STREET HOMELESSNESS AND HIDDEN HOMELESSNESS IN GERMANY

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# COOPERATION OF GISS AND KANTAR PUBLIC

## **GISS – Association for Innovative Social Research and Social Planning**

- ▶ For more than 30 years research, evaluation and counselling in the fields of homelessness, youth welfare and labour market policies, health and migration
  - National study about the structure and extent of homelessness and strategies to prevent and end homelessness in Germany (2019)
  - Survey among hidden homeless people and rough sleepers in North Rhine-Westphalia (June/July 2021)

## **Kantar Public Germany**

- ▶ Private institute as part of Kantar GmbH leading in the area of social surveys

## **Client: Federal Ministry of Labour and Social Affairs**

# OBJECTIVES OF THE STUDY ACCORDING TO SECT. 8 WOBERICHTSG

- (1) National government takes measures to ensure the collection of information and analysis regarding the extent and structure of homelessness exceeding the coverage of national statistics about occupied temporary accommodation according to section 3.2 of the Act
- (2) The Ministry of Employment and Social Affairs shall publish bi-annually a report about the results regarding (1), for the first time in 2022
- **(3) The report regarding (2) will focus specifically on homeless persons who**
  - ▶ **1. live temporarily in conventional housing , without that being their usual residence, or**
  - ▶ **2. who are roofless / sleeping rough.**

# OBJECTIVES OF THE STUDY ACCORDING TO SECT. 8 WOBERICHTSG

- 🎯 **Objective: To extent the knowledge base about hidden homelessness (target group 1) and people living on the street or in makeshift accommodation (target group 2)**
  - ▶ Information about extent and living-situation of these target groups very limited up to now. Only very rough and diverting estimates.
  - ▶ Measurement approaches used in very few German cities are not convincing at all (“visual screening” at night; unclear definitions...): Are there alternatives?
  - ▶ Is it possible to regularly report in the same quality as for “sheltered homelessness”?

# DESIGN OF THE STUDY

## **Most convincing approach: users of wide range of services**

- ▶ Hypothesis: Surviving in Germany without service support is very difficult. And most persons of the target group use some of the services available (especially low threshold services and not only those targeting homeless people)

## **GISS-survey in North Rhine-Westphalia provides important first data**

- ▶ Extensive survey in four cities (Cologne, Dortmund, Münster, Remscheid) and two counties (Lippe, Wesel)
- ▶ Covers all contact options and services: Advice centers for homeless persons, street work, jobcenters, mental health services, addiction services, migration services, services for EU citizens, for young people, area based services etc.
- ▶ Information about service-use in North Rhine-Westphalia facilitates assumptions about sample design at national level

# DESIGN OF THE STUDY

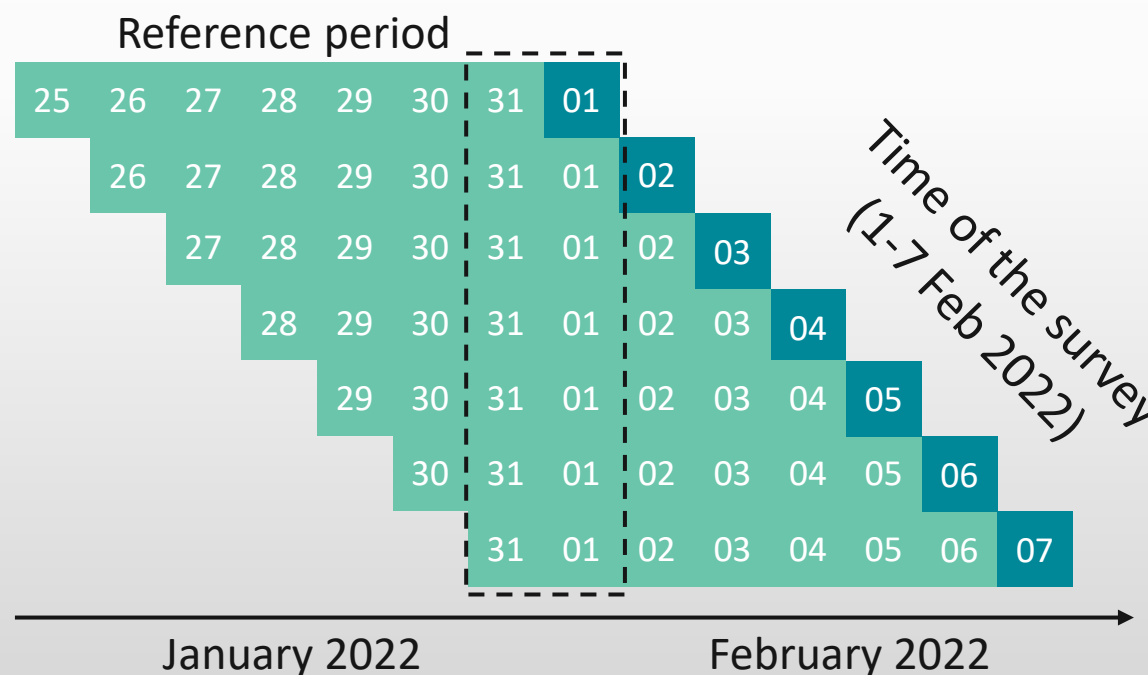
- 🔗 **Individual data instead of aggregated data (following the structure of national statistics on sheltered homelessness)**
  - ▶ Detailed survey facilitates differentiated analysis
- 🔗 **Individual questionnaires**
  - ▶ Homeless persons are directly involved and complete questionnaires
  - ▶ Sample and data quality are higher, data protection secured
- 🔗 **Framework for questions is set by WoBerichtsG**
  - ▶ Age, sex, nationality, household structure, duration of homelessness
  - ▶ Some additional questions are explored in a pre-test: health, handicaps, experience of violence, prevention, reasons for not using accommodation-based services

# POPULATION OF THE STUDY

- 🔹 **Homeless people without any accommodation:** people who spent at least one of the last 7 nights at the time of the survey (1-7 Feb 2022) on the street or in makeshift accommodation (e.g., under bridges, in house entrances, basements, demolished houses, wrecked cars, tents, or parks).
- 🔹 **Hidden homeless people:** people who were neither institutionally housed nor street homeless for at least one of the last 7 nights at the time of the survey (1-7 Feb 2022), and who, due to the emergency, do not have a secure (rental or own) home, and who have temporarily sought refuge with friends or family members without having their permanent residence there.
- 🔹 In the following, both groups are presented together as **“homeless people”** for simplification if necessary

# POPULATION OF THE STUDY

- 🔄 **Reference period „one of the last 7 nights“ at the time of the survey**
  - ▶ Contains every survey day the night 31 Jan/1 Feb 2022 (= Destatis)
  - ▶ Consideration of people who rarely visit institutions





# SAMPLING

- 🎯 **Full survey not feasible and methodologically not advisable**
- 🎯 **Survey of a sample of homeless people, the results are extrapolated to the population of all homeless people based on inference criteria**
  - ▶ Sampling frame covers all homeless people in Germany
  - ▶ Random selection with a chance to be drawn for all homeless people
  - ▶ Weighting and extrapolation factors based on selection and nonresponse probabilities
- 🎯 **No direct selection of homeless people due to the lack of a central register or any other source**
  - ▶ 3-stage sampling: 1) municipalities, 2) institutions, 3) homeless people
  - ▶ Assumption: Most homeless people are in contact with institutions
  - ▶ Examples of „coverage error“: a) unreported cases (without contact to institutions) and b) duplicate cases (with multiple contacts to institutions)

# SAMPLING

- Calculation of weighting/extrapolation factor  $w_{ABC}$  (non-stratified sample) for a homeless person „C“ visiting institution „B“ in municipality „A“ based on selection probabilities ( $p_i$ ) for each stage of the sample:

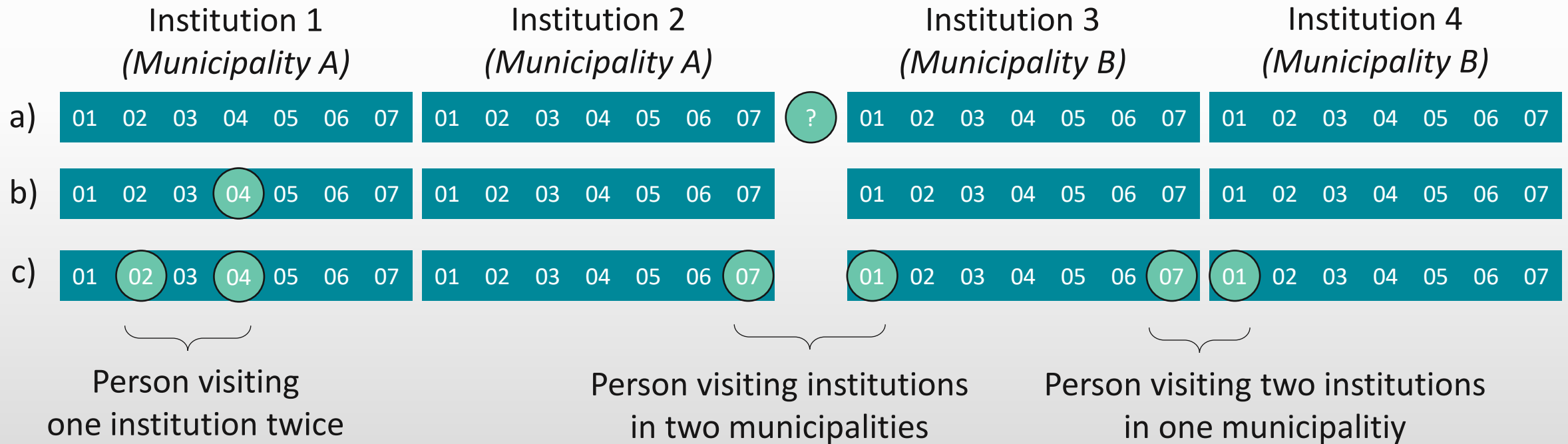
$$w_{ABC} = (p_{municipality\ A} \times p_{institution\ B} \times p_{homeless\ person\ C})^{-1}$$

- Example for  $p = 10\%$  for municipalities, institutions, and homeless people:

$$w_{ABC} = (0.1 \times 0.1 \times 0.1)^{-1} = 1,000$$

# SAMPLING: COVERAGE ERROR

🔗 Examples of under-coverage (a), no coverage error (b), over-coverage (c) for homeless people (not) visiting institutions during time of the survey



# SAMPLING: HOW TO COPE WITH COVERAGE ERROR?

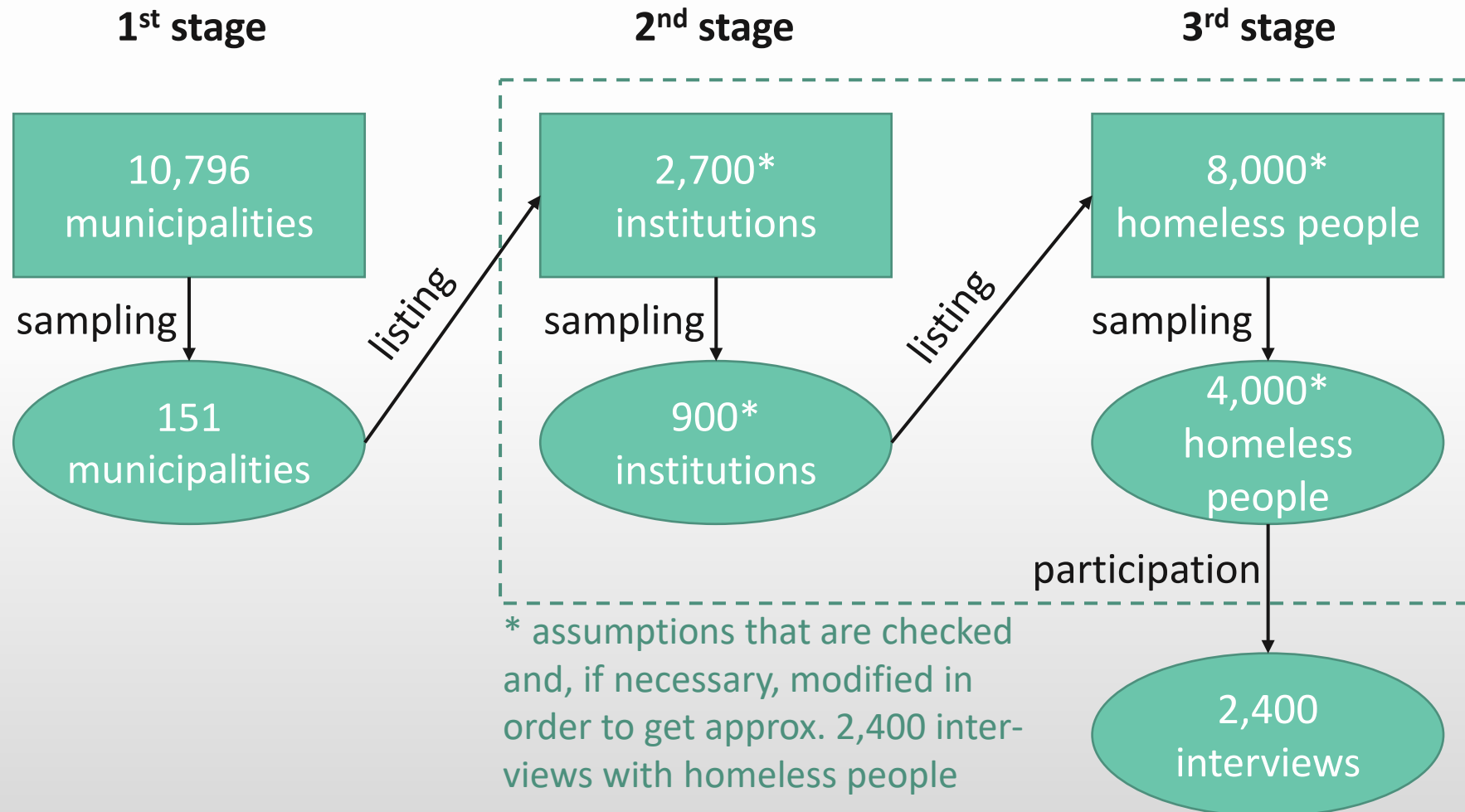
## Under-coverage

- ▶ Estimation of homeless people without any contact to institutions based on other surveys (e.g., Lohmann 2021), alternative data sources, or assumptions

## Over-coverage

- ▶ Generating an unique ID based on 4 simple questions during the interview (first letter of forename/surname, birthday, year of birth) to identify multiple participations of homeless people
- ▶ Additional questions concerning multiple visits of one or more institutions (restricted to one municipality) to adjust weighting/extrapolation factors

# SAMPLING: 3-STAGE DESIGN

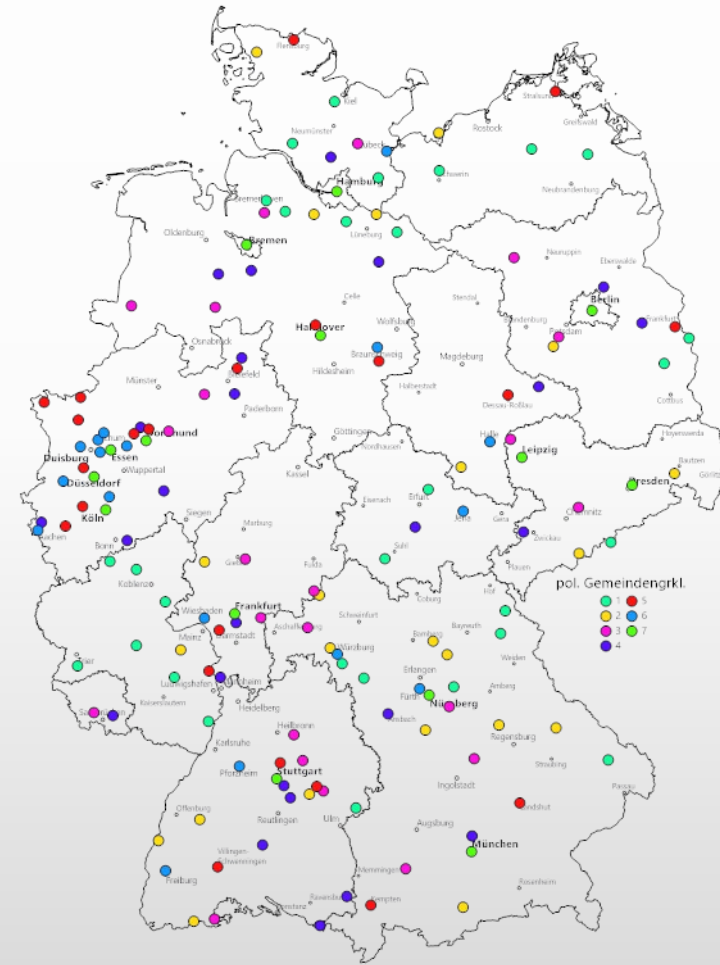


# SAMPLE OF MUNICIPALITES (1<sup>ST</sup> STAGE)

Municipalities	Municipalities <sub>pop.</sub>	Residents <sub>pop.</sub>	p <sub>sample</sub>	Municipalities <sub>sample</sub>
Less than 2,000 residents	5,666	4,488,360	0.5 %	29
2,000 to under 5,000 residents	2,177	7,033,367	1.0 %	22
5,000 to under 20,000 residents	2,251	22,060,242	1.0 %	22
20,000 to under 50,000 residents	511	15,414,804	5.0 %	25
50,000 to under 100,000 residents	110	7,444,239	20.0 %	22
100,000 to under 500,000 residents	67	12,671,909	25.0 %	17
500,000 and more residents	14	14,053,790	100.0 %	14
<b>Sum/average</b>	<b>10,796</b>	<b>83,166,711</b>	<b>1.4 %</b>	<b>151</b>

# SAMPLE OF MUNICIPALITIES (1<sup>ST</sup> STAGE)

- 📍 **151 municipalities** from all 10,796 municipalities in Germany (as of December 31, 2020) have been drawn
- 📍 **Stratification** of municipalities
  - ▶ Number of residents
  - ▶ Federal state
  - ▶ BIK-type (degree of urbanization)
- 📍 **Selection probabilities** varying from 0.5 % (less than 2,000 residents) to 100 % (500,000 and more residents)



# SAMPLE OF INSTITUTIONS (2<sup>ND</sup> STAGE)

## 🔄 All institutions of the sampled 151 municipalities are listed

- ▶ Internet- und telefon-based research (GISS)
- ▶ Registration of address and additional structural information (e.g., target group, average number of visitors, offer, opening hours, sponsorship)

## 🔄 Random sample of institutions in all 151 municipalities

- ▶ Selection probabilities depend on number of listed institutions per municipality (1 institution: 100 %; > 1 institution: < 100 %)
- ▶ Checking for structural information of institutions to avoid biased sample
- ▶ Contacting institutions prior to survey and mailing of documents



# SAMPLE OF HOMELESS PEOPLE (3<sup>RD</sup> STAGE)

- 🔹 **All homeless people visiting the sampled institutions (at the time of the survey) are listed by employees of the institutions**
  - ▶ Identifying and documenting the population of homeless people in a survey protocol
- 🔹 **Random sample of homeless people in all sampled institutions**
  - ▶ Random sampling of homeless people based on instructions in the survey protocol
  - ▶ Selection probabilities depend on number of homeless people per institution
  - ▶ Handing over the invitation letter and the questionnaire, support of interviewees
- 🔹 **Sampling and surveying in institutions is innovative and challenging**
  - ▶ Precise instructions for and support of employees by GISS and Kantar Public
  - ▶ Consideration of the GISS pilot study in North Rhine-Westphalia (June 2021)
  - ▶ Pretest (20-26 Sept 2021): results may lead to design modifications



# SURVEY INSTRUMENTS (AND SURVEY PARTICIPATION)

## 🔄 Questionnaire (paper and online)

- ▶ Target group-oriented design (simple language, large font, 5 foreign languages: Arabic, Bulgarian, English, Polish, Romanian)
- ▶ ID to identify multiple participations

## 🔄 Further instruments

- ▶ Invitation letter (institutions & homeless people)
- ▶ Protocol to count and sample homeless people

## 🔄 Expected response rate: 30 % (n = 2,400 interviews)

- ▶ Incentive for participation: 4 € shopping coupon
- ▶ Fieldwork support: telephone hotline, website

# SURVEY INSTRUMENTS (PROTOCOL, QUESTIONNAIRE)

## Anleitung zur Zählung & Befragung

1. Zählen Sie bitte alle auf der Straße lebenden und alle verdeckt Wohnungslosen, die Ihre Einrichtung aufsuchen, und vermerken Sie Ihre Zählung mithilfe von Strichen auf dem Protokoll (Seite 3) oder geben Sie eine Gesamtzahl an.

### Wohnungslose auf der Straße

Personen, die an mindestens einem der letzten sieben Tage vor der Befragung auf der Straße, in Parks oder unter Brücken genachtigt haben oder in notdürftigen Behelfsunterkünften, etwa in Hauseingängen, in Kellern, in Abbruchhäusern, Autowracks oder Zelten, untergekommen sind.

### Verdeckt Wohnungslose

Personen, die mindestens an einem der letzten sieben Tage vor der Befragung vorübergehend in der Wohnung von Bekannten oder Verwandten untergekommen sind, dort aber nicht ihren ständigen Wohnsitz haben, sondern aufgrund einer Wohnungsnotlage dort Zuflucht suchen.

Nicht berücksichtigt werden Personen, die an den sieben Tagen vor der Befragung durchgehend institutionell untergebracht waren, also etwa in Unterkünften und Einrichtungen von Kommunen oder freien Trägern (incl. Frauenhäusern) übernachtet haben. |

So wird's gemacht:

Falls Sie nicht in der Lage sind, einzelne Tage zu erfassen, geben Sie in der untersten Zeile (Summe) nach Möglichkeit eine Schätzung ab, wie viele Personen beider Gruppen in der Woche Ihre Einrichtung besucht haben

	Wohnungslose auf der Straße	Verdeckt Wohnungslose	Summe
Montag 20.09.2021			29

2. Laden Sie bitte jede zweite Person der jeweiligen Zielgruppe ein, an der Befragung teilzunehmen, und überreichen Sie bei Zustimmung dieser Person ein Kuvert mit den Befragungsunterlagen und ggf. den fremdsprachigen Unterlagen.

Die Ausgabe erfolgt so lange, wie Gutscheine als Dankeschön zur Verfügung stehen. Es werden somit maximal fünf Interviews durchgeführt.  
Wichtig: Bitte setzen Sie die Zählung aber auf jeden Fall bis zum 26.09.2021 fort!

3. Nehmen Sie bitte im Anschluss den ausgefüllten Fragebogen in dem Kuvert entgegen bzw. lassen Sie sich den Online-Code zeigen. Geben Sie bitte danach der Person einen Gutschein als Dankeschön

Achten Sie dabei aufgrund datenschutzrechtlicher Bestimmungen bitte darauf, dass Sie den Inhalt des Fragebogens nicht sehen.

Beispiel für einen Code:  
KCP123

4. Schicken Sie bitte nach dem 26.09.2021 alle Umschläge mit Fragebogen inklusive des Protokolls auf der Folgeseite im dafür vorgesehenen Umschlag wieder an Kantar Public zurück.

2

## Protokoll der Zählung

	Auf der Straße lebende Wohnungslose	Verdeckt Wohnungslose	Summe
Montag, 20.09.2021			
Dienstag, 21.09.2021			
Mittwoch, 22.09.2021			
Donnerstag, 23.09.2021			
Freitag, 24.09.2021			
Samstag, 25.09.2021			
Sonntag, 26.09.2021			
<b>Summe</b> 20.–26.09.2021			

3



Pag. Nr.  
123-001



Die GISS und Kantar Public sind Sozialforschungsinstitute aus Bremen und München. Beide sind vom Bundesministerium für Arbeit und Soziales damit beauftragt, wohnungslose Menschen zu befragen. Die Befragung soll helfen, das Hilfesystem für wohnungslose Menschen zu verbessern. Hierfür bitten wir Sie um Ihre Mitarbeit!  
Wir würden uns sehr freuen, wenn Sie den Fragebogen beantworten. Die Befragung dauert ungefähr fünf Minuten. Sie erhalten als Dank einen Gutschein über 4 Euro.

Haben Sie in einer der letzten sieben Nächte ...

Kreuzen Sie alles an, was zutrifft.

1. ... im Freien übernachtet, zum Beispiel auf der Straße, unter einer Brücke, in einem Park oder Hauseingang?

Ja  Nein

2. ... in einem Wohnersatz übernachtet, zum Beispiel in einer Gartenlaube, einer Baracke, einem Abrisshaus, einem Verschlag, Keller, Dachboden, Zelt, Wohnmobil oder Autowrack?

Ja  Nein

3. ... bei Bekannten übernachtet oder bei einer Partnerin oder einem Partner oder bei anderen Familienangehörigen, obwohl Sie dort keinen eigenen Mietvertrag haben und es nicht Ihr ständiger Wohnsitz ist?

Ja  Nein

### 1. Angaben zu Ihrer Person

Erster Buchstabe des Vornamens:

Wir fragen Sie nicht nach Ihrem ganzen Namen, damit Ihre Angaben anonym bleiben und niemand Sie erkennt.

Erster Buchstabe des Nachnamens:

An welchem Tag im Monat sind Sie geboren?

z. B. „1“ oder „31“

In welchem Jahr sind Sie geboren?

Jahreszahl

1

Protocol (instruction)

Protocol (count)

Questionnaire



# REFERENCES / CONTACT

- 📌 **Lohmann, H. (2021)**. Hidden Homelessness in Germany: Gathering Evidence on Couch Surfing in Telephone Surveys. *European Journal of Homelessness*, 15 (1), pp. 37-58.
- 📌 **Tourangeau, R., Edwards, B., Johnson, T., Wolter, K., & Bates, N. (Eds.) (2014)**. *Hard-to-Survey Populations*. Cambridge: Cambridge University Press.

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