

2004

# Third Review of Statistics on Homelessness in Europe

## Developing an Operational Definition of Homelessness

By

***Bill Edgar, Henk Meert and Joe Doherty***

November 2004



**FEANTSA**

European Federation of National Organisations Working with the Homeless

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# Introduction

Within the framework of the European Union (EU) Strategy to Combat Poverty and Promote Social Inclusion, the Social Protection Committee has made the recommendation that: *“as a matter of urgency the Commission should examine different approaches to the definition and measurement of homelessness and precarious housing in a comparable way across Member States and see whether a Level 1 indicator can be developed for use in the EU monitoring process”* Social Protection Committee (Recommendation 29).

The European Observatory on Homelessness and the FEANTSA Working Group on Data Collection and Homelessness Statistics have been working, over the last two years, to develop a conceptual and operational definition of homelessness. The intention of this exercise is to present the counts of homelessness in a broader context of homelessness and housing exclusion, to identify the gaps in existing data collection and to suggest an approach by which data can be collected by homeless service providers on a more comparable basis. In this way it is hoped to inform the debate at European level leading to the identification of comparable indicators on homelessness and precarious housing.

However, it should be stressed that data collection on homelessness should not be seen as an end in itself. The purpose is to provide the information necessary to improve the provision to services to prevent and alleviate homelessness. The information collected on homeless people should be adequate to inform national and local governments who, in the framework of the EU Strategy to Combat Poverty, should be developing strategies to:

- > prevent homelessness;
- > tackle the causes of homelessness;
- > reduce the level of homelessness;
- > reduce the negative effects on homeless people and their families.

The information should therefore ensure more appropriate services and responses from central and local government and service providers and improve inter-agency and inter-departmental working. In our first review of Homeless Statistics (Edgar et al, 2002) we argued that to achieve such policy objectives requires that:

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

Previous Statistics Reviews can be found on the FEANTSA web-site (<http://www.feantsa.org>). The purpose of this third report is to develop the conceptual definition of homelessness presented in the previous volume (Edgar et al, 2003). To achieve this aim our discussion focuses on the issues related to the measurement of the operational categories identified in the FEANTSA model definition. The report presents the (most recent) data available for each of the 16 operational categories in each of the European member states. This understanding is used to suggest a number of revisions and to identify sub-categories that elaborate the meaning of each operational category.

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### Important Caveat

The data provided in this review is intended to illustrate the range of (and gaps in) data available in each of the EU-15 member states. The information provided relates to different time periods and different methods of measurement. Therefore, it is not possible to aggregate the data provided either by country or by operational category.

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# Conceptual and Operational Definition

The accurate and comparable measurement of homelessness is made difficult by conceptual, operational and measurement issues. The conceptual understanding of homelessness is influenced by whether homelessness is understood primarily as a housing problem or a social welfare (or social-psychological) problem.

One of the classic axes to classify the variety of definitions is the rather simplistic distinction between individual and structural approaches (Neale, 1997; p.36). Definitions inspired by individual or agency explanations maintain that people become homeless because of personal failure or inadequacy, for which they may or may not be responsible. A structural definition of homelessness looks beyond the individual and takes into account the broader social and economic context, including the obstacles to participation in society.

To reflect the significance of the variations in the definitions, some researchers refer to a “continuum of homelessness.” At one extreme on this continuum, a “homeless” person is defined solely with reference to the absence of shelter in the technical sense; this is obviously the most restrictive definition. At the other extreme, researchers propose a broad and inclusive definition such as that adopted by the United Nations when it declared the International Year of Shelter for the Homeless. According to this definition, a “homeless” person is not only someone without a domicile who lives on the street or in a shelter, but can equally be someone without access to shelter meeting the basic criteria considered essential for health and human and social development.

This UN approach introduces the policy and cultural dimensions to definitions of homelessness. One policy-based definition of ‘homelessness’ that is widely used in Australia is based on housing circumstances (MacKenzie and Chamberlain, 1992 quoted in the Victorian Homelessness Strategy, 2001). This definition is described as a ‘cultural’ definition because what counts as ‘homelessness’ will depend on what a particular community regards as the minimum acceptable housing circumstances beneath which people are considered homeless. This policy definition does not depend on whether someone defines themselves as homeless or not. This is the

basis of the definition adopted by the Australian Bureau of Statistics for the 1996 National Census of Population and Housing (Australian Bureau Of Statistics, 1999).

Clearly the conceptual understanding of homelessness influences what is counted and hence our understanding of the scale of the problem. But it is also reflected in the policy response as the Australian definition illustrates. In Europe a number of countries (e.g. Germany, Luxembourg) make a distinction between those who are:

- > Homeless at a point in time (without a permanent dwelling with a regular rent contract or security of tenure)
- > Imminently threatened with homelessness
- > Housed under unacceptable conditions.

Policy responses reflect this conceptual approach to understanding homelessness. While most accept the first category as homeless, many regard the second and third categories as people who have accommodation and are thus not homeless. However, people living in these latter situations are understood to experience a form of ‘housing exclusion’ and are thus addressed by policies designed to prevent social exclusion.

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

Undoubtedly, homelessness is amongst the worst examples of social exclusion. Therefore, it is a valuable exercise to consider the varying “extent and depth” of different forms of homelessness, according to their relation to the three domains of homelessness. Figure 1 and table 1 visualise and explain seven theoretical types of homelessness and housing exclusion, varying between rough sleeping on the one side and (e.g. women who experience domestic abuse) living within a decent and legally occupied dwelling on the other side.

Figure 1 The Domains of Homelessness and Housing Exclusion

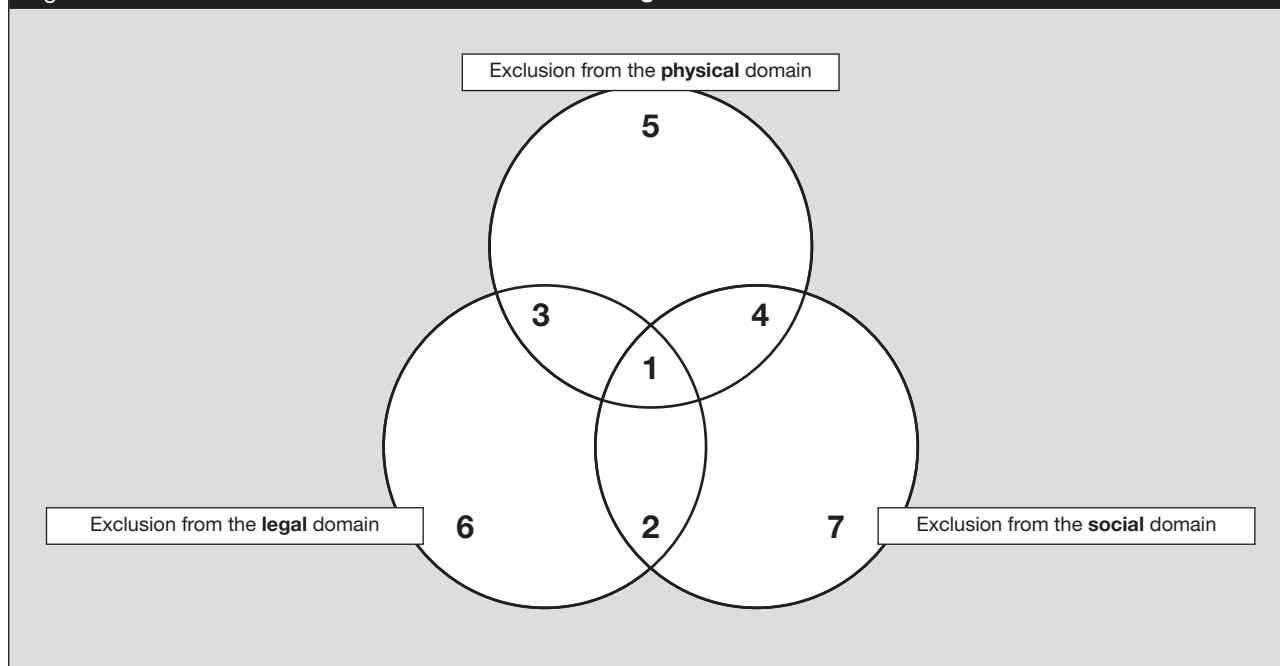


Table 1 Seven theoretical domains of homelessness

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

Using this conceptual understanding of homelessness, FEANTSA adopted a conceptual definition of homelessness and housing exclusion outlined in Table 2. This conception of homelessness is still being discussed within the European Observatory on Homelessness (EOH) and the FEANTSA Data Collection Working Group. In the most recent research activity of the EOH, correspondents were asked to review the

operational categories of homelessness in their country in order to test the effectiveness of implementing the model definition to derive counts of homelessness and housing exclusion. The following section presents the findings of this review and uses this understanding to present a revised operational definition of homelessness that should have applicability across Europe.

Table 2 Operational Categories of Homelessness and Housing Exclusion		
CONCEPTUAL CATEGORY		OPERATIONAL CATEGORY
ROOFLESS	1	Living in a public space (no abode)
	2	Stay in a night shelter (forced to spend several hours a day in public space)
HOUSELESS	3	Stay in service centre or refuge, for example: > Hostels for the homeless > Women's shelters > Etc.
	4	Live in temporary accommodation, for example: > Temporary accommodation (paid by municipality), > Interim accommodation (awaiting assessment), > Transitional living unit (short term lease), > Etc.
	5	Live in temporary accommodation reserved for immigrants, asylum seekers, repatriates.
	6	Living in institutions: > Prison, care centre, hospital who have to leave within a defined period and for whom no accommodation is available
	7	Living in designated supported accommodation (without a legal tenancy contract)
INSECURE HOUSING	8	Living in designated supported accommodation (where tenancy is dependent upon support to be accepted and available)
	9	Have legal enforceable notice to quit
	10	Living temporarily with family or friends (not through choice)
	11	Living under threat of violence (from partner or family)
	12	Living in dwelling without a standard legal (sub)tenancy
INADEQUATE HOUSING	13	Living in temporary structure or shanty dwelling
	14	Living in mobile home / caravan (which is not a legal [and thereby serviced] site or holiday accommodation)
	15	Living in dwelling which is declared unfit for habitation under (national) legislation
	16	Living in a dwelling which is overcrowded (according to national statutory definition)

# Operational Definition and Measurement of Homelessness and Housing Exclusion

This section aims to examine the collection of data for each of the sixteen operational categories in the FEANTSA operational definition of homelessness and housing exclusion in order to:

- > Inform the development of the operational definition
- > Identify common approaches and gaps in data collection
- > Identify the most recent available data (if any) for each category in each member state.

The conclusion to the section draws out the implications of this discussion for the future revision of the operational definition of homelessness and housing exclusion.

## DATA COLLECTION IN THE EU-15

In previous reviews of statistics on homelessness and housing exclusion we have described the situation where very few countries collect official statistics on homelessness at national level and that no official statistics are collected at all in some countries. It was hoped that some countries would implement plans to improve data collection in this area under the impetus of the EU strategy to combat poverty and social exclusion. However to our knowledge, of those countries that currently do not collect official statistics on homelessness, only Portugal has so far begun a pilot project to implement a national system of data collection.

However NGOs providing services for homeless people also collect data and, in a number of countries, the national federations of homeless organisations have acted to provide computerised data-base systems in order to collate this information in a harmonised manner. Examples include Austria (the BAWO system), Belgium (the Stenpunt Algemeen Welzijnswerk system in Flanders), the Netherlands (the Klimop system operated by Federatie Opvang), Germany (the harmonised data set for homeless clients of NGO services), Ireland (Dublin LINK) and the UK (Homeless LINK). However, these all take a different approach to data collection, have not covered all agencies and most do not include municipal or statutory services. Furthermore, some have been subject to significant change since their inception and one (the BAWO system) has been suspended due to funding problems. Although we draw upon these sources in the following text, it is not possible to rely solely on this source to compare homeless statistics across Europe.

Table 3 summarises the current situation related to data collection in each country.

Table 3 Recent developments in collection of statistics (EU-15)		
COUNTRY	Data Collection	Comments / Recent developments
<b>Austria</b>	NO OFFICIAL STATISTICS BAWO data collection system	<i>Ran from 1999 to 2003. Local annual survey in Salzburg, Graz, Linz</i>
<b>Belgium</b>	Flanders; Wallonia; Brussels Capital: no official statistics  SAW	<i>Some plans to introduce system in Flanders not yet implemented Data-base system provided to member organisations (Flanders region)</i>
<b>Denmark</b>	Since 1999 Social Appeal Board collects data on users of §94 institutions using Boform computer system. National Organisation of Crisis Centres (LOKK) - for women escaping domestic violence	<i>Data collected quarterly, annual publication (August). <a href="http://www.ast.dk/Startsider">www.ast.dk/Startsider</a> Annual statistics based on questionnaires completed by staff at crisis centres for each stay. <a href="http://www.lokk.dk">www.lokk.dk</a></i>
<b>Finland</b>	National Housing Fund conducts annual Housing Market Survey based on returns from municipalities	<i>Annual publication. Estimates provided where register based statistics are not available and variation across country in quality of data collection</i>
<b>France</b>	INSEE Survey 2001  Homeless Crisis Hotline Service  National Observatory monitoring service take-up	<i>Benchmark for secondary analysis. Sample of 63,000 adults with no fixed night-time address in towns over 20,000 population Analysis of 600,000 bona fide calls. FNARS analysed calls in November 2002 and April 2003 No information</i>
<b>Germany</b>	NO OFFICIAL NATIONAL DATA  Electronic data-base system for NGO services for homeless single persons	<i>Pilot survey by statistical office of North Rhine-Westphalia but no parliamentary decision to implement. Local data for: North-Rhine Westphalia; Saxony; Berlin Harmonised system with profile data</i>
<b>Greece</b>	NO OFFICIAL DATA COLLECTED  European Observatory on Homelessness	<i>National Chart of Welfare - limited with regard to homelessness National Statistics Service (ESYE) understood to be considering the issue. Primary data collated for the EOH national reports</i>
<b>Ireland</b>	National Assessment produced every three years  Housing Agency / Economic and Social Research Institute	<i>Based on local authority returns, variable quality of data across the country Tri-ennial survey in the Greater Dublin region</i>
<b>Italy</b>	NO NATIONWIDE OFFICIAL DATA  FIO.PSD	<i>National Survey of no abode 2000 (Commissione di indagine sull'esclusione sociale). No plans to repeat this. Local data available Survey of organisations (2000) provides data on services available</i>
<b>Luxembourg</b>	NO OFFICIAL STATISTICS	<i>Caritas hold data on night shelters</i>
<b>Netherlands</b>	NO STATISTICS ON HOMELESSNESS IN THE NEXT FEW YEARS	<i>Registration system of shelter facilities has become obsolete. A new registration system is being developed and piloted. Because of that change there will be no registration data available at the national level</i>
<b>Portugal</b>	NO OFFICIAL STATISTICS ON HOMELESSNESS	<i>The Institute for Solidarity and Social Security (ISSS) developing an Intervention Strategy for Homelessness has developed questionnaire and definitions for the Social Security District Centres to complete. Pilot project is underway</i>

Table 3 Recent developments in collection of statistics (EU-15) (continued)

COUNTRY	Data Collection	Comments / Recent developments
Spain	NO OFFICIAL STATISTICS NATIONALLY  Caritas Survey 1999	<i>No plans to introduce and no indication of autonomous regions having local data</i>  <i>Continues to be used as basis of statistics on homelessness in the NAPs</i>
Sweden	National Board of Health and Welfare (NBHW) Survey 1993 and 1999	<i>No plans to repeat this survey</i>
UK	Official statistics record action by local housing authorities, for households presenting as homeless or threatened with homelessness.  Local statistics are returned to central government and published quarterly or every six months. Statistics are published separately for: England: ODPM; Scotland: Scottish Executive; N Ireland: NIHE; Wales: Welsh Assembly.  Differences in approach mean data cannot be readily summarised for the UK as a whole.  Rough sleeping counts are conducted by twice yearly by local authorities in England and Scotland and published by ODPM and Scottish Executive.  NGO sector provides safety net for those not covered by the statutory framework. No national statistics but NGO sector may have its own data.	<i>Statistics quantify the flow of applicants though some stock measures exist (e.g. number of households in temporary accommodation).</i>  <i>Statistical returns completed by local authorities: England: PE1; Scotland: HL1; Wales: WHO1; N Ireland: ...</i> <i>Data are available from 1980, so trends can be followed</i>  <i>Continuing refinement of data collection can be noted, especially in Scotland (see separate national statistics report).</i>  <i>No national data sets for NGO sector, though data may emerge from Supporting People data base (monitors revenue grant, including support for homeless households in temporary accommodation).</i>

The previous review of statistics in this series distinguished between countries with a federal structure and others (Edgar et al 2003). For countries with a federal structure it is often difficult, or impossible, to provide a national statistic on any of the categories of homelessness and housing exclusion. However, regional data is often available though not always on a comparative basis. For example, in Germany good data exists in some Lande but no national statistics are collated by the Federal Statistics Office and it is not feasible to aggregate the regional data to provide a national estimate. In other federal countries (e.g. Belgium, Austria) and in countries with a strong regional devolution (Spain, Italy) similar problems arise.

This presents a problem in this review in relation to the presentation of tables on the available data in each country. It has not been possible, on the basis of the information available, for the authors to provide an indication of available regional data in all countries on a consistent basis. The issue of regional and local data collection will be addressed in future issues of this review.

## DATA COLLECTION FOR EACH OPERATIONAL CATEGORY

This section describes the definitional and measurement issues in relation to each of the operational categories. The aim of the section is, for each country, to discuss the measurement issues related to each of the categories in the operational definition, to identify the data available and the implications this has for the existing operational definition. On this basis a revised operational definition is proposed. This involves, where appropriate, providing more detailed sub-categories of the operational definition in order to specify the elements involved in each category. The intention is to use this understanding, in the next stage of our review, to consider the application of the specific operational categories at national level. It should also inform the discussion of the development of indicators of homelessness and housing exclusion.

## Roofless

CONCEPTUAL CATEGORY		OPERATIONAL CATEGORY
ROOFLESS	1	Living in a public space (no abode)
	2	Stay in a night shelter (forced to spend several hours a day in public space)

### OVERVIEW OF THE CONCEPTUAL CATEGORY

The general understanding of ‘roofless’ refers to those persons without shelter of any kind. This is the simplest of the conceptual categories to define and to arrive at some consensus of meaning. However, it presents some of the most difficult problems with regard to accurate and consistent measurement (both in relation to comparison between countries and over time). This is partly because people who do not have their own dwelling move from sleeping rough (in a public space), staying in emergency night shelters and staying with friends or relatives. For this reason it is difficult to get an accurate count of the number of people involved. This raises concern for policy making about issues of double counting and whether stock or prevalence rates more accurately reflect the scale of the problem to be addressed (see glossary for definition of these terms).

These measurement issues related to counts of rough sleepers (or the no abode) are described in detail elsewhere and different methodologies have been evaluated (Feantsa, 1997). For the purpose of this review it is sufficient to highlight the fact that, across Europe:

- > counts of rough sleeping are based on survey(s) and normally include both of the operational categories - no abode and people using night shelters - on the survey night;
- > the high costs associated with such surveys normally requires public funding;
- > the findings of such surveys are generally contested and there is consensus only that they represent an underestimate of the scale of the problem;
- > there appears to be no official counts of homeless users of night shelters (at least at a national level) in any European country;
- > there are differences between countries in the precise definition of living conditions in each of these categories;
- > there is no agreed (or explicit) definition of night shelter or hostel in any member state.

### Operational Category 1: Living in a public space

National surveys of the no abode have been undertaken in five countries in Europe - Austria (1997), France (2001), Italy (2000), Sweden (1993, 1999) and the UK (bi-annually). In Finland an annual estimate is made by municipalities. In Ireland, up to and including 1999, the national tri-ennial assessment of homelessness included a category ‘number who have no accommodation they can reasonably occupy or remain in occupation of’, which could be construed as those sleeping rough, as other categories counted those living in hostels and other accommodation. Only the UK undertakes a regular count of rough sleeping (in England and in Scotland).

The definition of living in a public space is broadly comparable between these surveys:

In Finland this is referred to as ‘temporary shelters and places, staircases, outdoors’ and refers to people who move around from one kind of shelter to another.

In France, the INSEE survey defined a range of locations not meant for human habitation:

- > to include - public spaces, the street, gardens, tube stations, mainline railway stations, airports, derelict buildings, huts, caves, warehouses, factories, cars, trains, cellars and car parks’
- > to exclude - improvised shelters such as temporary structures, building site sheds and static caravans.

In Italy, the last national count, produced by the Zancan Foundation for the *Commissione di indagine sull’esclusione sociale*, included “Only those who at the time did not have a permanent roof over their heads, even in the form of a hostel or protected accommodation were included among the no abode. Consequently the only persons included are those who spent the night of the survey (14 March 2000) on the streets or in parks or in the so-called low threshold accommodation, which is to say in dormitories that offer a bed to sleep in and a shower for short periods of time but which do not require and do not allow any participation in daily routine”.

In Scotland, on the other hand people who are sleeping rough is defined to include:

- i. People sleeping, or bedded down, in the open air, for example on the streets, in doorways, in parks, in bus shelters.
- ii. People in buildings or other places not designed for habitation, for example barns, sheds, car parks, cars, derelict boats, stations, tents, makeshift shelters.

In a number of countries, regional or municipal counts of rough sleepers (the no abode) are undertaken by local authorities, universities or homeless service providers. To our knowledge recent counts have been undertaken in Austria (Salzburg and Graz), the Netherlands (see Table 4), Portugal (Lisbon and Oporto) and Italy (Rome and Milan among others). The triennial assessment of homelessness in the Greater Dublin region also includes an estimate of rough sleepers (a one night street count in 2003, found 86 people).

**Table 4 Local Surveys of Homeless and Rough Sleeping in the Netherlands**

	Numbers	Period	Source	Method
Homeless and roofless people	Amsterdam: 2,000-2,500	Not given	Armoedemonitor no. 4, 2001	Estimate per day
	Utrecht: 800	1998	Reinking & Kroon, 1998	Estimate
	The Hague: 1,000	2001	Reinking et al. 2001	Count + estimate
	Rotterdam: 4,600	2001	Rotterdamse Daklozenmonitor 2002	Count in shelters
Roofless people	Amsterdam: 100 (rough sleepers)	1999	Korf et al., 1999	Count
	Utrecht: 266	1998	Reinking & Kroon, 1998	Estimate
	The Hague: 467	2001	Reinking et al. 2001	Estimate (1 week)
	Rotterdam: 25-100 (rough sleepers)	1997	Unpublished, 1997	Count

**Operational Category 2: Staying in a night shelter**

There is a nomenclature difficulty with this category since, on the one hand, different forms and types of accommodation are used for emergency or short term accommodation and, on the other hand, the term hostel is used both for night shelter / crisis accommodation and for accommodation whose purpose is more long-term.

The theoretical understanding of this category is that the generic purpose of a night shelter is to provide accommodation intended (normally) for:

- > emergency or crisis;
- > a short stay (one or two nights);
- > direct access (i.e. does not require referral from another agency);
- > night-time use (i.e. it is vacated during part of the day, except during winter).

This indicates a distinction both from accommodation that is of a transitional or temporary nature (categories 3 and 4) and from supported accommodation (categories 7 and 8). It also excludes refuges for women escaping domestic violence (category 3). In practice, however, this distinction is often blurred.

Measurement difficulties also arise mainly because the counts of people using these facilities can be derived from either a stock based measure or a prevalence measure. A stock based measure of emergency accommodation can be assessed using the available bed-spaces or the occupancy rate of the available spaces (measured on one night or averaged over a given period). The flow or prevalence measure indicates the scale of use of the facility over a defined period. This measure identifies the total number of people using the facility over the period; however, some people may use the facility on more than one occasion during the period. Hence, there is concern that this ‘double-counting’ does not provide an accurate measure of homelessness where prevalence measures are employed.

The measure to be adopted should reflect the policy purpose for which the data is intended. For example, if the policy objective is to ensure that no-one should have to sleep rough (on any given night) then a stock based measure is the most appropriate. Equally, since rough sleeper surveys are based on a stock measure (a single night count) and since these often include people using night shelters as well as people sleeping rough, it makes sense to use a stock based measure to estimate this component of rooflessness.

In summary across Europe:

- > There appears to be no official data collected in any European country (at national level) on the number or characteristics of people using night shelters (except through the irregular surveys mentioned above).
- > Data on users of night shelter hostels is often collected at the facility level but this is seldom collated / aggregated at a geographical or national level nor is it collected in a consistent manner to allow such aggregation (with the exception of the electronic systems identified above in Flanders, the Netherlands and parts of Germany).
- > Registers, databases or directories of hostels exist in a number of countries. However, these registers often do not provide complete coverage for the country or not in a consistent manner across the country. Basic information on the number of bed-spaces and average occupancy rate by type of provision that could be used to estimate a stock count of homeless users of night shelters is often not available.

Counts of users of night shelters could be achieved in a variety of ways including:

- > aggregation of registers of users of hostels (continuous recording, night count for defined date(s) or period basis);
- > bed-spaces available and average occupancy rates used to provide a weighted average. This requires a hostel database that identifies the number of available spaces and the average occupancy rate (either each night or for defined dates or periods) for different forms of provision;
- > survey of hostel managers.

It would be possible, if a database of hostel provision existed in each country, to ascertain a 'stock' figure for each EU country at a given point in time using information on available bed-spaces (e.g. 1 April each year). It would be preferable to implement a continuous recording system in night shelters providing basic demographic and profile data from which a stock based count could be derived.

The following section outlines the specific definition of night shelter or emergency accommodation for those countries where such a definition exists. It also identifies specific measurement issues.

**Austria:** BAWO database system describes emergency shelters and hostels as well as supported accommodation. However, there is no nationwide data available since the survey undertaken by BAWO in 1999. A local survey has been conducted annually in Salzburg since 1993.

**Belgium:** Steunpunt Algemeen Welzijnswerk (SAW) database system distinguishes between: crisis reception, general reception and night shelters. The latter provide a capacity of 38 beds in Flanders. In the Brussels Capital Region (1 million inhabitants), 119 beds were available in 2003 distributed among three night shelters. No figures are available for the Walloon Region.

**Denmark:** §94 accommodation does not include night shelters - 'no information..concerning users of hostels and similar accommodation centres that do not provide proper accommodation 24 hours a day (such as emergency night shelters for example)'.

**Finland:** the National Housing Market Survey identifies shelters, hostels and boarding houses used as emergency accommodation and provides a single figure for all these accommodation situations. However, this includes a range of accommodation including temporary accommodation (paid by the municipality), interim accommodation (awaiting assessment) and transitional accommodation (short term lease). Hence it is not possible to distinguish a separate figure only for night shelter or emergency accommodation.

**France:** the main form of emergency accommodation is the CHU (free and low co-payment emergency accommodation centres offering unconditional access for short stay). However, emergency shelter is also made available overnight in bed and breakfast accommodation or hotels. CHUs offer about 30,000 emergency places, and current policy is to expand this provision by turning some of the so-called "seasonal" places created under the winter "big freeze" plans into long-term all-year places. In 2003, 2,400 winter shelter places were turned into long-term places. This provision is to be targeted as a priority on groups regarded as most vulnerable, i.e., families with children, abused women, young people in situations of family breakdown, and the most socially-alienated individuals.

**Germany:** the definition and typology of people in urgent need of housing (*Wohnungsnotfälle*), as agreed by the research network “Homelessness and support for people in urgent need of housing” (see *Appendix 2*) includes a category ‘accommodated by municipalities using legal measures under the laws on security and order (police laws) to prevent immediate rooflessness’. The distinction between this group (1.2.1) and the group (1.2.2) of ‘homeless persons accommodated - without rent contract - by social welfare authorities by paying the costs under sect. 11/12 or 72 of the Federal Welfare Act in hotels, shelters, hostels and other social institutions’ is based on the deeply rooted separation of services for the homeless in Germany. One of the problems of existing data collection in Germany is that they focus predominantly on the first group (1.2.1) and do not cover those (mainly single) homeless people who are accommodated by NGO service providers.

**Greece:** ‘shelters of urgent accommodation’ are organised by the state (mainly in Athens) and by voluntary organisations. These state shelters include accommodation centres and converted hotels and also include a women’s shelter. Voluntary organisations use different types of shelter and guest-houses. Both the state and voluntary sectors appear to allow people to stay for up to six months and so act as night shelters and temporary accommodation.

**Ireland:** Data for the category ‘Number who, because they have no other accommodation, are living in hostels etc., were collected in the assessments of homelessness up to and including 1999. However, in the 2002 assessment, this information was not provided. The 1999 figure was 1,696. In the greater Dublin region, there are 663 beds available in emergency and temporary accommodation that can be accessed directly by people who are homeless.

**Italy:** FIO.PSD gives a directory of over 502 organisations (based on a survey conducted in 2000 funded by the Ministry of Interior) including - 124 dormitories (night shelters).

**Luxembourg:** The activity report (2003) by Caritas night shelter “Foyer Ulysse” indicates an average occupation of 61.96 beds of 64 (2 crises beds left unused for emergency intervention). The “Ennerdach asbl” indicates in their activity report that 21,695 people had been housed for one night during the year 2003 in 17 apartments and 3 single rooms (21695/365=59.5 persons a night in 17 apartments and 3 single rooms).

**Netherlands:** Night shelters in the Federatie Opvang network of shelter facilities are defined as ‘transient accommodation’. These act as night shelters of reception centres for “people passing” and are intended for people sleeping rough. These are emergency hostels where reception is for just a couple of nights.

**Spain:** the National Statistical Institute (NSI, 2004) undertook the task of conducting a survey to gauge the network of centres that can provide assistance to the homeless in Spain. According to the NSI, there are 410 centres in Spain that offer one or another type of accommodation, with a total of 12,139 places in November 2003. The overwhelming majority are shelters offering a type of collective accommodation (10,073 places), which perpetuates the emergency shelter (asylum) assistance model - communal living and limited privacy.

**Sweden:** the NBHW survey 1999 included night shelters in overall total of roofless (1182). Night shelters exist in several towns and cities including Malmo and Stockholm.

**UK:** In a recent survey (Johnson et al, 2002) direct access projects classified themselves as: direct access hostels (130, 61%), night shelters (39, 18%) or other (41, 19%). The ‘other’ category included - emergency accommodation, quick access accommodation, supported accommodation and the Emmaus Community. On this basis, a common practice definition of a night shelter could be taken as: ‘a night shelter could be distinguished from a hostel by a lack of day-time provision and in being direct access, with self-referral and/or any agency referral’ (Anderson, 2004). However, at the moment, such a definition cannot be precisely quantified for the UK.

DATA AVAILABLE BY CATEGORY

<b>Table 5 Data Available by Country: Roofless Category</b>		
<b>COUNTRY</b>	<b>Operational Category</b>	
	<i>1. Sleeping rough</i> <sup>(1)</sup>	<i>2. Night Shelters</i> <sup>(2)</sup>
<b>Austria</b>	2 000 (Survey 1999)	12 000 (Survey 1999)
<b>Belgium</b>	n.a.	38 beds (Flanders) 119 beds (Brussels Region) n.a. (Walloon Region)
<b>Denmark</b>	n.a.	n.a.
<b>Finland</b>	n.a.	500
<b>France</b>	46 000 (INSEE Survey 2001)	30 000 places (CHU; 2001) 7 500 places (B&B, hotel)
<b>Germany</b>	n.a.	No national data
<b>Greece</b>	n.a.	280
<b>Ireland</b>	1 553 (1999)	1 696 (1999)
<b>Italy</b>	17 000 (count includes rough sleeping and night shelters; survey 2000)	
<b>Luxembourg</b>	n.a.	64 beds 33 beds
<b>Netherlands</b>	n.a.	84 shelters – 2 195 places (2002)
<b>Portugal</b>	n.a.	n.a.
<b>Spain</b>	n.a.	10 073 <sup>(3)</sup>
<b>Sweden</b>	1 182	
<b>UK</b>	England: 504 Scotland: 62	2002 'best' estimate 8 875 in emergency/direct access accommodation, including 1 722 in basic night shelters.

<sup>(1)</sup> These are all based on survey methods described above (stock figures).  
<sup>(2)</sup> These figures are the stock or capacity based on number of beds, places available.  
<sup>(3)</sup> Includes emergency shelters and homeless (asylum) accommodation (category 3)

The year is 2003 unless otherwise stated.

### IMPLICATIONS FOR THE OPERATIONAL DEFINITION

This review suggests that data on people sleeping rough is infrequent and expensive to collect using survey methodologies. No country appears to have plans to reproduce such surveys in the immediate future. Our review of available data has not considered information from providers of outreach services to people living on the street. This is a potential source of information if it is recorded and captured systematically.

The terminology of night-shelter or emergency overnight accommodation varies between countries making comparison of available data difficult. Indeed, practice often provides for different functions (crisis / emergency, hostel, transitional and supported housing) being provided in the one building. It is not certain that all agencies can provide separate statistics in this situation. It is also apparent that, in some countries (e.g. France), funding exists for agencies to use low-budget hotel accommodation to provide night shelter.

A first stage in improving the operational definition is to determine a generic classification of hostel accommodation that can be employed to provide a more harmonised nomenclature of provision across all countries. Criteria that could be used to derive this classification could include:

- > access criteria,
- > period of stay and
- > purpose of accommodation.

This also applies to the need to distinguish temporary and transitional accommodation from other forms of hostel provision. This is discussed in more detail below (section 3.3). However, for the purpose of defining a night shelter it is sufficient at this point to suggest that the key criteria, understood in most countries, relate to:

- > Access criteria:
  - direct access is possible without referral from another agency.
- > Period of Stay:
  - the premises are (normally) vacated during some part of the daytime. Although people may return on successive nights, the intention of the accommodation is for overnight stay.
- > Purpose:
  - to provide accommodation for people who would otherwise have to sleep rough.

On this basis the original operational categories can be retained. However, the sub-categories identified in Table 6 are suggested to provide a more detailed description of the operational category and to prompt discussion of the precise definition employed in each country.

Table 6 Revised Definition of the Roofless Operational Categories			
category	DESCRIPTION	subcat.	DEFINITION
1	Living in a public space (no abode)	1.1	Sleeping Rough
		1.2	Contacted by outreach services
2	Stay in a night shelter and/or forced to spend several hours a day in public space	2.1	Low-threshold / direct access shelter
		2.2	Arranged (e.g. low budget hotel / one night)
		2.3	Short-stay hostel

## Houseless

CONCEPTUAL CATEGORY		OPERATIONAL CATEGORY
HOUSELESS	3	Stay in service centre or refuge, for example: > Hostels for the homeless > Women’s shelters > Etc.
	4	Live in temporary accommodation, for example: > Temporary accommodation (paid by municipality), > Interim accommodation (awaiting assessment), > Transitional living unit (short term lease), > Etc.
	5	Live in temporary accommodation reserved for immigrants, asylum seekers, repatriates.
	6	Living in institutions: > Prison, care centre, hospital who have to leave within a defined period and for whom no accommodation is available
	7	Living in designated supported accommodation (without a legal tenancy contract)

### OVERVIEW OF CONCEPTUAL CATEGORY

This conceptual category is intended to describe those situations where people have a place to live and sleep but do not have a ‘home’ or ‘house’ by virtue of the fact that their accommodation is either:

- > temporary in nature
- > institutional in nature (and they do not have a house to go to on release) or is
- > occupied on condition that they receive appropriate support.

This involves a variety of living circumstances described in operational categories 3 to 7.

### Operational Category 3: Service centres or refuges

Two key issues arise from a review of data collected in each country:

- > it is difficult to differentiate hostel dwellers from homeless people who live in temporary accommodation;
- > women’s refuges or shelters are normally counted separately or can be separately identified from homeless hostel dwellers in all countries.

It is also evident, as discussed above, that there is no common definition of a hostel (even within countries) and that the different nomenclature used makes it difficult to be certain that similar situations are being described. This makes it difficult to distinguish clearly between homeless accommodation, transitional accommodation, temporary accommodation and short-term supported accommodation.

Definitions related to this category include:

**Belgium:** The SAW system identifies (for Flanders) residential care in reception centres. This provides counts for accommodation for ‘persons in crisis’, centres for men’, centres for mixed public, centres for women and children. Refuge houses for women fleeing domestic violence, asylum seekers and night-shelters are all identified separately.

**Denmark:** §94 statistics include -

- > users receiving 24-hour accommodation including users of beds in sobering up units
- > users spending the night in emergency reception facilities within an accommodation centre (who do not receive any other offer of social housing)

**Finland:** ‘living in other shelters or hostels for homeless people, includes those who, in addition to shelters and hostels for homeless, live in boarding houses’. Thus it is difficult to differentiate hostel dwellers from homeless people who live in temporary accommodation paid for by the municipality. Women’s shelters for women fleeing domestic violence are not counted as homeless accommodation.

**France:** the CHRS (Centres d’Hébergement Réadaptation Sociale) are centres providing accommodation (and support) including situations of emergency, temporary housing and assessment. Two types of shelter can be identified:

Emergency shelters that provide temporary shelter for people in need (alone or not) while a solution is being found to their homeless situation. The length of stay varies from a few

days to a few weeks. Depending on the type of centre, admissions may be handled by the centre directly or through a social welfare organisation.

**Social welfare shelters:** In addition to accommodation, these centres provide ongoing support from a team of social workers and help finding a job or a training course. Admission is through a social welfare organisation. The length of stay can be several months. The centres accept people on their own and couples, with or without children.

The function of the CHRS is to receive and assist families in serious difficulty, at their request, as a form of Housing Support (l'aide sociale à l'hébergement (ASH) ) in order to help them reach or recover full personal and social independence. Their difficulties may be financial or family in nature, or they may relate to housing, health or integration.

The activities carried out by the CHRS are mainly in the following areas:

- Council and support offered by various means, such as outreach services, day centres, telephone services, social monitoring ...
- Provision of housing or shelter, whether collective or individual, within the centres themselves or in external premises. Housing or shelter is offered along with support services, intended to help those housed to regain their independence.
- Adapted support, counseling and contact, particularly for those housed externally.
- Preparation for work and assistance with integration into the labour market, by taking up a professional activity or activities of a professional nature.

The agreement may state that a CHRS, which contains a shelter or housing, is obliged to retain some places in order to be able to offer emergency shelter to homeless people.

**Germany:** (See description above under category 2). This is subsumed under a category in the proposed German definition 'without an own dwelling, but temporarily accommodated by institutions'. This does not distinguish, therefore, between hostels for the homeless, temporary accommodation and designated supported accommodation.

**Greece:** urgent accommodation provided by the state; shelters and guest houses of voluntary sector. These categories conflate both homeless accommodation and temporary accommodation (allow stay of up to six months which can be extended).

**Ireland:** In the greater Dublin region there are 179 places available in accommodation projects for single women and /or children who are escaping domestic violence. Most provide emergency short stay accommodation and take referrals 24 hours a day.

**Luxembourg:** There is no agreed definition used for homeless hostels. Figures are provided by the Ministry for Advancement of Women (for organisations approved by them) for women's organisation accommodation services. In 2003 428 women booked in (519 children, 346 women turned away).

**Netherlands:** Referred to as 24-hour shelters the Federatie Opvang affiliates operate Women's services (24 refuges with 600 places capacity and 40 womens and pregnancy centres with 1300 places). Generic crisis services where people can stay for about six to nine months (43 crisis centres 931 places capacity).

**Spain:** See category 2 above.

**Sweden:** the words "härbärge", "korttidsboende" and "akut-boende" (emergency shelter) are used interchangeably both for hostels that are open day and night and night shelters ("natthärbärge"). The number of beds in "härbärge" have been counted in 1990 (Sahlin 1993), 1993 (NBHW & NBHP 1994) and in 2001 (NBHP 2002). The last reliable figure from the (now-abolished) mapping by the National Board for Housing, Building and Planning (NBHP) refers to 2001, when 2,160 shelter beds were registered. Most of these are occupied by men and women's refuges are not included.

**UK:** The term service centre is not recognised in UK nomenclature. No UK statistics clearly distinguish between local authority (LA) run hostels where those presenting to authorities are placed, and NGO hostels catering for those traditionally excluded from the local authority safety net (non-vulnerable single adults and couples). Women's Aid refuges can be considered a distinct sector in the UK, and some data is available directly from the Women's Aid movement. However, the official homelessness statistics also quantify domestic violence as a reason for homelessness (category 11). There is no way of knowing to what extent these figures overlap with the number of women staying in Women's Aid refuges. English and Scottish homelessness statistics on temporary accommodation (category 4) provide figures for Hostels/ women's refuges combined while the statistics for Wales provide separate figures.

#### Operational Category 4: Temporary Accommodation

This category is intended to include (homeless) people who are accommodated for a temporary period by institutions (either the state or NGO). This includes only temporary accommodation for homeless people and therefore excludes accommodation such as short stay or respite care housing for older people or accommodation for pregnant mothers.

Different forms of temporary accommodation can be defined and the responsibility for counting is often split between different agencies. The difference relates either to accommodation provided under legislation or different funding procedures. In some countries differences in support provision also determine different treatment of accommodation.

Differences also exist in relation to the type or purpose of temporary accommodation which influences whether data is collected and the agency responsible for data collection. This includes two situations:

- i. Short lease accommodation: short stay while permanent accommodation is found (e.g. for young people).
- ii. Halfway-house, interim or transitional accommodation: intended for short period during assessment and support or integration program (normally up to six months).

A broad difference can be identified between north and south Europe. In northern Europe temporary accommodation is often provided under housing or social welfare legislation and there is a ladder of provision from night shelters, emergency accommodation, temporary accommodation and transitional supported housing. In southern Europe homeless hostels often accommodate people for up to six months and fulfil both emergency and transitional support functions. However, transitional hostels do also exist separate from homeless hostels. There is also specialist temporary accommodation provided, for example, for mothers and babies.

#### DEFINITION

**Denmark:** temporary accommodation is covered under §94 (Law on Social Service) and under §91. Data is collected in relation to §94 by the DSA. Accommodation facilities run in accordance with §91 are excluded from the DSA statistics. This includes temporary accommodation provided by the municipality; it is probable that some, though not all, municipalities collate this data.

**Finland:** Persons and families who live in temporary dwellings (proper dwellings, paid by the municipality) are not considered to be homeless (maybe in a danger of homelessness). Homeless if the accommodation is a hostel.

**France:** there is a distinction between accommodation funded by the state (CHRS) and that run by charities or municipalities (not in receipt of social support grants). Two forms of temporary accommodation including:

- > halfway house places, long-stay accommodation for residents on an approved integration scheme (30,000 places);
- > lodgings and rooms funded by the temporary accommodation allowance (15,000 places).

**Germany:** the category 'temporarily accommodated by institutions' includes two situations related to different legal separation of responsibility:

- > accommodated by municipalities under laws on security and order to prevent immediate rooflessness;
- > accommodated (without a rental contract) by social welfare authorities under section 11/12 or 72 of the Federal Welfare Act.

One of the problems of existing data collection in Germany is that they focus pre-dominantly on the first group and do not cover those (mainly single) homeless people who are accommodated by NGO service providers. These categories are defined in the typology proposed by the housing research network and do not form the basis for existing data collection systems. Hence no data on either category is available (at a federal level) at this time and data sources at regional level have significant differences in coverage, frequency and reliability.

**Luxembourg:** different temporary accommodation partly dependent upon provider. These include:

- > National Social Action committee (CNDS) - 97 people in 2003.
- > Caritas Re-socialisation centres - 39 people in 2003
- > Wunnengshëllef: provides low-cost accommodation with support (115 places)
- > Jugend and Grogenhëllef (JDH) - Les Niches reintegration and housing project (15 homes) and Neudorf halfway house homes (7 people).

**Netherlands:** Federatie Opvang affiliates operate homeless shelters where people can stay for a considerable period of time (46 shelters with 1,886 places capacity in 2002). In addition, there are 58 specialist hostels for homeless people with mental health problems (offering 1,431 places in 2002). While not clearly temporary accommodation they appear to function in this manner. However, recent policy is changing this to reinforce exits to prevent clogging of the system.

**Spain:** while the B&B model has not really taken root; nearly 4% of the existing accommodation places for the homeless (486 places) are of this form.

**Sweden:** where people are intended to stay for months or longer, they have normally their own room and possibly a self-contained flat and this is called either “training flat” or, if several such flats/rooms are gathered in the same building, “cat-

egory housing” (or sometimes group housing) - or a variety of local labels are used, which are not always informative of the standards and tenure security of the accommodation (NBHW 2003b; see below).

**UK:** this category could include both statutory placements and non-statutory provision. It appears that this category could include temporary ordinary housing as well as medium stay hostels. The hostel/supported accommodation sector in the UK is large and diverse and it is not a straightforward matter to allocate proportions to the different temporary accommodation categories (notably 4, 7 and 8). An illustration of the range of types of temporary accommodation utilised is indicated in Table 7 which shows the numbers of households provided with temporary accommodation by local authorities under homeless legislation.

**Table 7 Stock of households in Temporary Accommodation (placed by local authority) at end March 2004 in the UK**

Accommodation	England (March 04)	Scotland (Sep 03)	Wales (March 2003)	N. Ireland (Year 2003/04)
B&B	7 170	1 108	572	
Women’s Refuge /Hostel	10 850	1 579	297	
Private Sector Accommodation (including leased by LA/HA)	50 080	3 369	221	
Other (inc LA & HA housing)	29 190	85	1 176	
Total	97 290	6 141	2 266	4 500

### Operational Category 5: Temporary accommodation reserved for asylum seekers and immigrants

This category is intended to include:

- > Asylum seekers who are provided with temporary accommodation while their applications are determined;
- > temporary accommodation provided for defined repatriates.

It does not include refugees who have been granted a residence permit and who are eligible to be housed in the same way as citizens of the country. Nor does it include accommodation for 'gypsies', 'Roma', or 'travellers'.

Most countries identify accommodation for immigrants separately from other forms of (temporary) accommodation for homeless people. Although in the majority of countries this group are not understood to be homeless they are included in the FEANTSA model definition of homelessness and housing exclusion for the reasons outlined in the conceptual definition.

#### DEFINITION

**Belgium:** refugee houses, reception of asylum seekers. Detailed information is available from the FEDASIL - the Belgian federation office for relief of asylum seekers.

**Denmark:** temporary accommodation for immigrants excludes refugees who, if granted a permit are provided with ordinary housing.

**Finland:** asylum seekers are not counted as homeless as long as they stay in the state accommodation provided or other regulated situations. There are 2,500 places in centres for asylum seekers. The annual homeless statistics provided by the NHS separately estimates numbers of single homeless immigrants (240) and immigrant families (79).

**France:** Asylum seeker reception centres (CADA - Centre d'Accueil pour Demandeurs d'Asile) are specialized CHRS providing individual follow-up and accommodation for asylum seekers from the time of being granted "temporary leave to remain" (APS) by the prefecture (county hall) up to the final decision (including any appeal to the Refugee Appeals Board). So there is no statutory time-limit on the time spent in CADA. But they must leave within a month of refugee status determination or final refusal of their application.

At December 31, 2003 CADA included 12,173 places distributed in 181 centres and 11,000 emergency accommodation places. The CPH: Provisional Centres of Lodging (Centres

Provisoire d'Hébergement) provide 1,000 places for people having obtained the status of refugee. In addition to asylum accommodation centres, the SONACOTRA provides workers migrant hostels - FTM (Foyers de Travailleurs Migrants). However, during recent years these are being transformed into social residences and made available to all disadvantaged people. In all, this emergency and community integration provision provided approximately 88 000 accommodation places in 2003.

**Germany:** homeless migrants in separate temporary accommodation defined as:

- > repatriates (Aussiedler) in temporary accommodation for repatriates;
- > refugees in special temporary accommodation with residence status for more than one year.

However, data for repatriates are only available at regional or local basis (the regional departments for the interior collect this data) - there is no continuous national reporting. For the latter group those who are eligible for benefits (*Asylbewerberleistungsgesetz*) lives (in 2001) in:

- > reception centres (29,748)
- > communal accommodation (127,736)
- > dispersed accommodation (156,632)

It is not clear to what extent the last category (dispersed housing) is still temporary accommodation. Thus (taking the first two categories) at least 160,000 fall into the definition of immigrants living in temporary accommodation.

**Greece:** no official support for immigrants means that there is not official statistics available on this category. It is reported that there are 14 reception centres (1,400 immigrants) at the end of 2003. Political refugees who have been granted asylum stay in organised transitory camps organised by the State with support from the Red Cross (estimated to be 500 people in 2003).

**Ireland:** Approximately 7,000 asylum seekers were in direct provision accommodation at the end of May 2004 according to the *Reception and Integration Agency* - a statutory body established in 1999.

**Italy:** information is available from the Ministry of the Interior. Reception centres for immigrants in 2000 had 20,675 places. This does not include private sector facilities.

**Luxembourg:** Ministry for Family Affairs, Youth and Solidarity annual report 2003 - 2,300 asylum seekers in 65 temporary accommodation centres. However, the report indicates that the issue for housing asylum seekers is the lack of medium sized temporary accommodation offering the necessary environmental health and security guarantees.

**Netherlands:** information is available from the Ministry of Justice which shows for 2003 approximately 50,000 places in asylum centres.

**Sweden:** the Migration Board is responsible for the accommodation of asylum seekers (unless they find a place to stay for themselves). Around half of all asylum seekers are housed by the Migration Board. Their records for people staying in asylum centres are available monthly. June 2004 this was 19,800 (out of 40,400 awaiting an asylum decision).

**UK:** While Home Office figures for asylum seekers receiving NASS accommodation and support can be included in this category, it must be recognised that these households do not fall within a legal or official definition of homelessness within the UK. At the end of December 2003, 80,125 asylum seekers (including dependants) were being supported by NASS, 13 per cent lower than the end of December 2002. 49,760 asylum seekers were being supported in NASS accommodation and 30,360 were receiving subsistence only support.

#### **Operational Category 6: Living in institutions**

This category is intended to describe two distinct aspects of homelessness:

- i. Prison, young offender institute - those about to be released from a (penal) institution for whom no accommodation is available on their release
- ii. Care centre / hospital - those living in an institution longer than necessary because appropriate housing (or support) is not available for them in the community.

As this definition implies the information, if it is available, will come from the institutions and be collated by the relevant Ministry. Under the first situation the period described as 'about to be released' varies between countries from one month to six months. Clearly we may expect this figure to be lower if the period of assessment is near to the release date and to be lower in countries where specialist accommodation is available for ex-offenders (e.g. bail hostels, hostels for ex-offenders).

In brief, our review of available statistics suggests that the data is more likely to be available for prisoners about to be released than for other institutions. Very few countries collect or publish information in this manner. Finland is the only country to provide an estimate of both categories in its annual statistics on homelessness.

**Finland:** the Housing Market Survey defines -

- i. Prisoners soon to be released who have no housing or supported housing;
- ii. Living in care homes or other housing, rehabilitation homes or hospitals due to lack of housing. This includes homes for substance abusers. Supported housing is not included.

Figures for the latest date (November 2003) are (i) 340 and (ii) 1,310.

**Germany:** this category is included in the proposed typology of homelessness but no information is available.

**Greece:** the de-institutionalisation programme 'Psychargos' (now in the middle stages of implementation) has provided supported housing (shelters or protected flats) for 1,000 people. However, no information is available on those who remain in institutions in either of the two categories above.

**Ireland:** No systematic data collection on the number of individuals leaving institutions annually, such as prisons or psychiatric hospitals, nor the subsequent housing career of those released / discharged.

**Sweden:** the NBHW national count in 1999 defined 'people living in institutions, prisons, hospitals and planned to be leave within 3 months but having no accommodation secured'. The figure then was 1,435 (17% of all homeless people). However, not all institutions were included in the survey.

**UK:** policy for the resettlement of ex-prisoners, *aftercare* services and sentence management has recently been accepted as a responsibility of correctional authorities (Ward, 2002:7). Hence policy is most developed with respect to discharge from prison but official statistics do not distinguish those threatened with homelessness prior to discharge. The risk of homelessness is, however, recognised and procedures are in place to provide improved housing advice and support on discharge. Evidence with respect to discharge from care or hospital is much more patchy and there are no UK statistics for those living in such institutions and threatened with homelessness.

**Operational Category 7: Supported Accommodation (no tenancy)**

This category is intended to cover (transitional) supported accommodation focussed on reintegration or rehabilitation. The logic of including this operational category was to capture those situations where information is derived from social support or social inclusion contexts (i.e. supporting people) rather than (necessarily) being derived from accommodation situations. This was based on the assumption that increasingly services for homeless people (especially services aimed at prevention) are targeted to individuals in different accommodation situations (i.e. not traditional homeless hostels or communal living situations) and that the funding attaches to the individual rather than the accommodation. Hence a variety of living circumstances are possible (including hostel, communal, group housing or individual dwellings). It includes people who either have been homeless or for whom this accommodation is provided to prevent homelessness. The conceptual model made a distinction between this category (normally provided in the form of transitional accommodation in which a normal tenancy contract is not available) and category 8 where support may be provided on a longer term basis within accommodation settings in which the occupant has a tenancy agreement. For a more complete definition of supported accommodation see Edgar, Doherty and Coull 2000.

However, our review of the available statistics indicates this is a problematic category. The UK appears to be the only country where supported housing statistics are compiled under specific legislation and capable of being disaggregated according to client group and living situation.

**DEFINITION**

**Belgium:** Although supported housing exists in all three Belgian administrative regions, it is only legally recognised in Flanders. The 1991 legislation on Welfare Work created the funding framework for six working methods of support provision for homeless people. The SAW data for Flanders identifies supported accommodation (men and women) - 813 units; and supported accommodation for young adults - 201 places (May 2004). In Wallonia, supported housing has grown out of the work of reception houses who recognised the need for more independent living.

**Denmark:** The statutory framework for supported housing (social assistance legislation 1998) provides for temporary shelter for people with special social problems who are not capable of living on their own and who have need of housing and sup-

port. Two types of accommodation (§94 and §91) are included in this category but it is difficult to identify separately. No data identified for this category for admissions or discharges.

**Finland:** It is possible to identify the number of social welfare clients receiving full-time (38,100) or part-time assistance (19,000); however, it is not possible to disaggregate this data to identify those at risk of homelessness or to distinguish those who do not have a tenancy agreement. The number of places in psychiatric rehabilitation and group homes is 4,200 (in 2002).

**France:** lacks a clear semantic and legislative definition of supported accommodation. The CHRS (see category 3) provide a form of transitional accommodation with support. ‘Stepping-stone’ accommodation is alternative, long-term housing provision for those most out of touch with society who are unable to live independently in a home of their own. There is permanent social support by an on-site warden couple. In 2003, stepping-stone accommodation provided 1,000 places, and an expansion of the programme is planned for 2004.

**Germany:** A recent survey on support in housing for people who were homeless or imminently threatened by homelessness identified 5,780 persons in Germany who received such support all over Germany by in 2003 (Busch-Geertsema/Evers 2004, p. 17). 50.9 per cent of these persons had a regular tenancy without restrictions (ibid., p. 32).

**Ireland:** In the greater Dublin region there are 507 units of accommodation available for transitional housing - that is services that provide both accommodation and support and 415 units of accommodation described as long-term supported housing.

**Italy:** There are various terms that designate forms of accommodation to which some form of support is associated. The terms relate to a specific type of provision or to a particular target group:

- centri di accoglienza:* reception centre for marginalised groups or transitional shelters for specific groups of people;
- alloggi protetti:* protected accommodation or transitional housing associated with social reintegration plans;
- comunità-alloggio:* community lodgings or sheltered housing for people at risk.

The term housing assistance is subject to diversity resulting from different regional legislation (see Tosi and Ranci, 1999). It is possible to distinguish between, on the one hand, provision for emergency accommodation and support (for example, in Trento Province, Toscana, Calabria and Sicilia) and, on the other hand, social assistance for “adults at risk of serious emargination” (legislation in Piedmonte, Emilia Romagna and Marche).

The FIO.PSD survey in 2000 identified two categories of accommodation providing elements of support including the alloggi protetti (57 organisations) and 80 comunità (re-settlement centres).

**Netherlands:** Federatie Opvang affiliates include supported housing (25 projects with 359 places) and independent living support for women (11 projects with 205 place capacity). These act as a stepping stone to independent living. Supported housing and independent living support is also provided to very vulnerable people who have a high risk of homelessness (87 projects with 2,131 places and 41 mobile independent living support with 1,284 places). While some people have a tenancy contract with a housing corporation in other cases the agency holds the lease. It is not possible to distinguish the form of tenancy held.

**Spain:** The National Statistics Survey indicates a total of 1580 'reception flats'.

**Sweden:** many residents in municipal special housing for homeless people with substance abuse problems included in this category. However, the terms of tenancy are not recorded. There are annual records on the number of people placed by local social authorities in special housing under the Law on support and special services (LSS). There are caveats here but there is a persistent growth of the secondary housing market where local social authorities sub-let on special terms.

**UK:** Since 2001 Supporting People has funded individuals including homeless people who require support (in different forms of living situation). The Supporting People Client Record System has published data (for England) since 2003 on a range of variables related to this funding regime. The

system includes a very detailed list of data definitions (and standard code list) related to the core minimum data sets. The data for the year 2003 - 2004 shows 209,845 clients began to receive services (see table in Appendix 3). According to the most recent data published 30% of clients are single homeless with support needs. Services provided include - supported housing (33%), direct access accommodation (21%) and floating support (28%). Data is available on previous living situation so it is possible to count, for each client group, those who slept rough, came from institutions, penal establishments, homeless hostels and other living situations.

**The Supporting People Client Record system identifies:**

**21** client types and include groups relevant to homeless population:

- > Mental health
- > Single homeless with support needs
- > Alcohol problems
- > Drug problems
- > Offenders / risk of offending
- > Mentally disordered offenders
- > Young people (at risk / leaving care)
- > Women at risk of domestic violence
- > Homeless families with support needs
- > Refugees
- > Rough sleepers
- > Travellers.

**7** different accommodation situations are defined:

- > Supported housing
- > Residential care home
- > Supported lodging
- > Women's refuge
- > Foyers
- > Teenage parent accommodation
- > Direct access accommodation

**4** types of support situations

(in different accommodation situations)

- > Adult placement
- > Floating support
- > Outreach services
- > Resettlement services

Source: Supporting People Annual Report 2003-2004, JCSHR

DATA AVAILABLE BY CATEGORY

Table 8 Data Available by Country - Houseless Category						
COUNTRY	Conceptual Category: Houseless Operational Categories					
	3		4	5	6	7
	Homeless Shelter	Women's Shelter <sup>(1)</sup>	Temporary accomodation	Temporary for Immigrants	Institutions	Supported (no or restricted tenancy) <sup>(2)</sup>
<b>Austria</b>	12 000	n.a.	n.a.	7 000	n.a.	n.a.
<b>Belgium</b>	n.a.	n.a.	n.a.	15 237	n.a.	n.a.
- Flanders	777	222	n.a.	7 926	n.a.	1014
- Brussels	n.a.	326	n.a.	1 576	n.a.	n.a.
- Wallonia	n.a.	n.a.	n.a.	5 735	n.a.	n.a.
<b>Denmark</b>	7 974	1 935	n.a.	4 500	n.a.	n.a.
<b>Finland</b>	1 480 (No figure for women's shelters)			2 500	1 650	n.a.
<b>France</b>	33 000 <sup>(3)</sup>	n.a.	16 000	16 000	n.a.	n.a.
<b>Germany</b>	n.a.		n.a.	160 000	n.a.	n.a.
<b>Greece</b>	2 780	(one women's shelter 15 places)		1 900	3 000	n.a.
<b>Ireland</b>	5 581 (includes categories 1 -2)			7 000	n.a.	n.a.
<b>Italy</b>	n.a.	n.a.	n.a.	20 675	n.a.	n.a.
<b>Luxembourg</b>	n.a.	428	n.a.	2 300	n.a.	n.a.
<b>Netherlands</b>	931 generic places	600 refuge places	1 886 homeless 1 431 mental health	50 000	n.a.	359 (women) 2 131 (generic)
<b>Portugal</b>	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
<b>Spain</b>	See category 2	n.a.	486	n.a.	n.a.	1 580
<b>Sweden</b>	2 169 (2 246 women and children in women's refuge on any day during 2003)			19 800	1 437	15 020
<b>UK</b>				49 760	n.a.	54 804
- England	97 290					
- Scotland	6 141					
- Wales	2 266					
- N Ireland	4 500					

<sup>(1)</sup> Women only (not children unless stated);  
<sup>(2)</sup> These figures include supported housing irrespective of tenancy type.  
<sup>(3)</sup> Excludes 30 000 places in social welfare shelters.

Data refer to different years (see the text for dates). Hence columns and rows should not be summed.

IMPLICATIONS FOR THE OPERATIONAL DEFINITION

Five key issues have emerged from this review of the measurement issues that may affect the detail of the operational categories suggested by our conceptual definition of homelessness.

- > It is difficult to distinguish homeless hostels (category 3) from temporary accommodation (category 4) in all countries. This also affects the conceptual definition since it is also difficult in some countries to distinguish night shelters / emergency accommodation (category 2) from homeless hostels and temporary accommodation (categories 3 and 4). This issue is discussed in more detail below.
- > Women's refuges are separately measured in most countries and should be disaggregated from homeless hostels.
- > 'Institutional release' (category 6) needs to distinguish penal establishments separately from care/institutional

establishments. The latter is defined in some countries but is only counted / estimated in Finland at this time.

- > Supported housing (without tenancy) - is only capable of being counted in the UK (and here only in England and Scotland). In many countries it is difficult to separately identify supported housing from other forms of homeless accommodation (e.g. transitional hostels). The nature of the tenancy is not clearly identified in available statistics (with the possible exception of England).
- > This suggests a need to examine nomenclature of living situations more clearly so that a more consistent comparison between countries can be made. We consider that different nomenclature is at the root of some differences in interpretation of measurement issues. Thus given a generic description of accommodation form, the different accommodation types in each country can be mapped onto it.

As far as the FEANTSA operational categories are concerned these issues suggest a number of changes which act to simplify the operational definition.

Issues for discussion related to the original conceptual definition:

1. Should the distinction between rooflessness (night shelters) and houselessness (homeless hostels, temporary accommodation) be maintained? If so then a clearer operational definition of night shelter is required. This may resolve around the issue of the purpose of such accommodation –
  - a. intended to solve situation of people who have no roof;
  - b. mainly intended to be very short stay (one or two nights or at most a week);
  - c. low-threshold (can be direct access as well as by referral)
  - d. while advice (etc) may be offered support or re-integration is not the primary purpose of the accommodation.

2. Should supported accommodation with or without a tenancy (categories 7 and 8) be considered as houseless or as insecure housing? If this is resolved in favour of treating this as houseless then these two categories can be combined without loss of detail in the determination of homelessness. This implies that the definition of supported housing is defined operationally to include only client groups that can be considered as homeless or potentially homeless (in the absence of support). The UK client definitions may provide a guide here but will not apply across Europe. However, it will be necessary to consider an operational definition of homeless client groups. This may be necessary since only specific groups are defined as eligible for support and not all of these are considered to be homeless in respect to the legislation, funding regime or ideology pertaining is specific countries.

The issues raised above for discussion in relation to the operational definitions in the Houseless category suggest a number of revisions summarised in Table 9.

<b>category</b>	<b>DESCRIPTION</b>	<b>subcat.</b>	<b>DEFINITION</b>
3	Homeless hostel / temporary accommodation	3.1 3.2 3.3 3.4	Short stay homeless hostel Temporary housing (no defined time) Temporary housing (transitional defined) Temporary (longer stay)
4	Women’s shelter / refuge	4.1 4.2	Shelter accommodation Supported accommodation
5	Accommodation for asylum seekers and immigrants	5.1 5.2 5.3	Reception centres (asylum) Repatriate accommodation Migrant Workers Hostels
6	Institutional Release	6.1 6.2	Penal institutions (period defined nationally) Institutions (care and hospital)
7	Specialist supported accommodation (for homeless people)	7.1 7.2 7.3 7.4	Supported Accommodation Supported lodgings Foyers Teenage parent accommodation

This may provide a more robust approach to an operational definition if an agreed nomenclature for each country can be mapped onto a generic definition of living situations.

The precise sub-categories are therefore subject to national scrutiny and discussion so that such a mapping exercise can be carried out at the next stage.

## Insecurely Housed

CONCEPTUAL CATEGORY		OPERATIONAL CATEGORY
INSECURE HOUSING	8	Living in designated supported accommodation (where tenancy is dependent upon support to be accepted and available)
	9	Have legal enforceable notice to quit
	10	Living temporarily with family or friends (not through choice)
	11	Living under threat of violence (from partner or family)
	12	Living in dwelling without a standard legal (sub)tenancy

### OVERVIEW OF CONCEPTUAL CATEGORY

The intention of this category is to measure those situations where people are threatened with homelessness. The situations captured by the operational categories include insecurity arising from:

- > Tenancy issues (no tenancy, notice to evict is imminent);
- > Relationship issues (living under threat of violence);
- > Tenancy is dependent upon receipt of (formal) support.

Although these situations can be defined they tend to represent the hidden face of homelessness and are therefore difficult or impossible to measure accurately. An indication of the scale of the issue may be apparent at a point where people who have been made homeless present themselves to a housing or social welfare agency for re-housing or assistance. However, this is measured only if the agency records the reasons for housing assistance. Otherwise information comes from surveys and research.

Furthermore, the source of the information in some of these categories comes from non-housing agencies (for example, police records on domestic violence, court records on evictions). These sources are not all captured in this review.

### Operational Category 8: Support required to prevent homelessness

This category is identified conceptually to include people who would be at risk of homelessness or of institutional living if support is not provided to enable them to live in their own dwelling in the community. This category has been discussed above in the suggested revision to the Homeless Category. However, review of the information available suggests that the definition of this category needs to be made explicit in two important aspects: the type of support and the client groups to be included. These issues are discussed in detail below (section 3.3). A number of countries have no provision or very limited provision of supported accommodation.

**Austria:** a range of services are provided to homeless people including:

1. stationary support - in houses or shared accommodation with 24 hour or with floating support. These are time-limited (3 months; 6 months; 12 months); mostly the tenancy contract is tied to the support. In 1998 (BAWO survey on services for the homeless, Vienna 1998) there were 171 services providing supported housing, offering 6,568 places to stay regularly and 760 places in emergency (on a day to day base).
2. ambulatory support - in many counties / cities there are also services of supported housing in single or family accommodation with floating support provided. Mostly the tenancy is time-limited (6 or 12 months) and bound to the support. The provision of supported single / family accommodations are frequently changing and never counted systematically. So it is not possible to give a figure for accommodation with floating support.

**Belgium:** defines supported housing as - accompanied housing (813 capacity in Flanders), accompanied housing for young people (201 capacity).

**Denmark:** §94 accommodation is intended for people with special social problems who are provided accommodation in order to activate support, care and subsequent assistance. Records arrivals and departures and no information is provided on support.

**Finland:** Specific support contracts are usually made with the clients in supported housing. The support contract is not a juridical document in the same way as the tenancy contract. The tenancy contract is, however, usually drawn (at least in the beginning) for a short term, usually for 3 months. Thus the continuation of the tenancy contract is in practice dependent on the client's behaviour and acceptance of the support. However no statistics are available.

**France:** see category 7 above

**Germany:** the only available national data is that described above in category 7.

**Italy:** Alloggi Protetti - 57 organisations in 2002. (See description in category 7).

**Luxembourg:** re-socialisation centre (39 people), psychiatric supported housing project (10 places), mental health supported housing (22 places) and a reintegration project (with 15 homes for 23 adults)

**Netherlands:** services for supported housing (2,097) and for independent living support (1,284). Special provision for women who have experienced domestic violence (359 supported housing, 205 independent living support). In addition, the affiliates of Federatie Opvang include specialist hostels for mental health needs (1,431).

**Sweden:** see category 7 above. The bulk of housing for homeless people is sub-let with special contracts. The NHPB annual survey has ceased to count this category. People placed in special housing (under law on support and special services) mainly have learning disability - 19,000 people had housing with special services in October 2003. People in this category are probably at risk of institutional living rather than homelessness.

**UK:** see above - category 7.

**Operational Category 9: Legal enforceable notice to quit.**

This category is intended to identify people / households who will be homeless within a short time-period due to the enforcement of a legal eviction order. However, there are measurement issues here arising from the eviction procedures which make interpretation of the data difficult. Furthermore, differences in the application of eviction procedures between countries make comparison difficult. In a number of countries land-lords routinely apply to the courts for legal title to evict at the end of a tenancy contract when a notice to quit is issued to the tenant. These applications as well as implemented evictions are recorded by the enforcement agency or the court. Equally, evictions under tenancy laws are recorded separately from mortgage re-possession (which in some countries are not recorded). Evictions need to be combined with mortgage repossessions in countries with small rental sectors.

**Austria:** 45,731 eviction proceedings are recorded by the Ministry of Justice for 2002. However, it is not possible to find out how many of these proceedings resulted in an actual eviction taking place. These figures show large regional variations. This information is, however, monitored by BAWO to assess the impact on services dealing with the prevention of eviction.

**Belgium:** number of evictions in the Bruxelles-Capitale Region in 2003 - 12,000 introduced and 400 implemented. Figure for Flanders not available at time of writing.

**Finland:** 1,262 legal evictions in 2003, 7,767 notices to quit (no information how many of these became homeless); source is Statistics of Ministry of Justice

**Italy:** 39,406 eviction orders in 2002 (103,072 requests). Ministry of Interior.

**Netherlands:** 5,600 in 2001 derived from housing association records (Aedes).

**Sweden:** 11,636 in 2003 applied for - 4,239 enforced.

**UK:** Figures within the recorded reasons for homelessness (eviction/NTQ) for households accepted by local authorities. Figures published on a quarterly or six-monthly basis are multiplied up to give annual estimate.

Cause of homelessness	End of short tenancy	Loss of rented housing	Mortgage Arrears	Rent Arrears
England 2004 Quarter 1	5,150 (12%)	1,820 (5%)	530 (2%)	660 (2%)
England Annual estimate	20,600	7,280	2,120	
Scotland Apr-Sep 03	367 (1%)	1,802 (7%)	387 (1%)	
Scotland Annual estimate	134	3,604	774	
Wales 2003 Q4		416 (19%)	64 (3%)	59 (3%)
Wales Annual estimate		1,664	256	236
Northern Ireland Annual 2003/4		1,992 (12%)	200 (2%)	

**Operational Category 10:**

**Living temporarily with family or friends.**

In many countries this form of hidden homelessness is not recorded but has been the subject of local surveys and research. However, elsewhere it is possible to identify those people who come into contact with housing or social welfare agencies who are in this situation. Two specific situations can be identified. First, those people who move around between family and friends because they have no home of their own. Second, there are people who are sharing accommodation involuntarily due to lack of housing. The former is the intended target of measurement here. The latter figure gives an indication of the need for housing and should be included in housing needs assessments.

**Austria:** there is no nationwide survey on this target group; the number of homeless persons who are known to services for the homeless living with family or friends is counted only for the city of Salzburg

**Finland:** The definition in the housing market survey: "Living temporarily with relatives or friends" includes persons who, according to the municipality's information or estimate, are living temporarily with relatives or friends due to lack of housing or who go around by relatives and friends. This item does not include young people living in their childhood home. This is an estimation based on housing applications for social housing and contacts with social services. Hence this is thought to be an under-estimate of the real situation. (4,560 single people, 363 families / 2003).

**Ireland:** included in national housing needs assessment which gives a figure of 4,421 in 2002.

**Sweden:** hard to count now. The 1999 national survey included those who had been in contact with social services in the week prior to the survey - 2,363 recorded (28% of those surveyed). However, those whose only problem is lack of housing will not need to contact social services.

**UK:** Figures are available within the recorded reasons for homelessness (breakdown of arrangements with family or friends) for households accepted by local authorities. Figures published on a quarterly or six-monthly basis are multiplied up to give annual estimate, assuming proportions do not change.

<i>Homelessness due to breakdown of living with family or friends</i>			
	Periodic	%	Est. Annual
England, 2004, Q1	13,270	39	53,080
Scotland 2003, Apr-Sep	9,059	35	18,118
Wales, 2003, Q4	594	28	2,376
Northern Ireland 2003/4		24	4,080

**Operational Category 11: Living under threat of violence**

Living under threat of violence from a partner or other family member is also difficult to measure due to the hidden nature of the problem. Again some measurement is possible at the point where the person seeks assistance or re-housing. Police statistics in some countries record incidents of domestic abuse in crime statistics (e.g. in Scotland in 2002 there were 22,000 incidents attended by the police (excluding repeat calls). However, it has not been possible in this review to collate police statistics. In some countries, however, legislation on domestic violence requires the perpetrator to leave the home and hence it is they who are at risk of homelessness. In these situations homelessness among the perpetrators of domestic abuse is (we assume) counted under other domains. It may though be possible to capture data related to these specific incidents since they are implemented under specific legislation.

**Austria:** this is impossible to count since the law against domestic violence requires offenders to leave the common accommodation; victims (women and children) therefore remain in the home. So in many events of domestic violence there is no homelessness of battered women whereas the men are displaced.

**UK:** Difficult to estimate accurately for all parts of the UK (since the reasons for presenting to local authority record relationship breakdown included in which is domestic violence). The recorded reasons for homelessness (violence or threat of violence) for households accepted by local authorities are published on a quarterly or six-monthly basis and are multiplied here to give annual estimate, assuming proportions do not change. It may be possible in future to provide police statistics on domestic violence incidents.

<i>Local Authority Acceptances: Homelessness due to violence or threat of violence</i>			
	Periodic	%	Annual
England, 2004, Q1	4,533	13	18,132
Scotland, 2003, Apr-Sep	1,914	7	7,656
Wales, 2003, Q4	301		1,204
Northern Ireland 2003/4		4	694

**Operational Category 12: no legal (sub)tenancy.**

Although this overlaps to some extent with category 10 (living with family or friends), it is intended to capture those situations where vulnerable people may be exploited by landlords and others who provide inadequate housing without security often

at high rents. This is reported to be a particular problem for some immigrants and asylum seekers or undocumented immigrants. However, it is difficult to count in all countries. It also appears that there has been very little research on this topic at national or local level in any country. Hence no information is recorded in this review for any country for this category.

**DATA AVAILABLE BY CATEGORY**

Table 10 Data Available by country: Insecure Housing					
COUNTRY	Conceptual Category: Insecure Accommodation Operational Categories				
	8	9	10	11	12
	<i>Support required to prevent homelessness</i>	<i>Legal enforceable notice to quit</i>	<i>Living temporarily with family or friends</i>	<i>Living under threat of violence</i>	<i>no legal (sub)tenancy</i>
<b>Austria</b>	6 468	45 731	8 800 (estimated)	n.a.	n.a.
<b>Belgium</b>	n.a.	n.a.	n.a.	n.a.	n.a.
- Flanders	1 014	400	n.a.	n.a.	n.a.
- Brussels	n.a.	n.a.	n.a.	n.a.	n.a.
- Wallonia	n.a.	n.a.	n.a.	n.a.	n.a.
<b>Denmark</b>	n.a.	n.a.	n.a.	n.a.	n.a.
<b>Finland</b>	n.a.	1 262	4 560	n.a.	n.a.
<b>France</b>	n.a.	n.a.	n.a.	n.a.	n.a.
<b>Germany</b>	n.a.	n.a.	n.a.	n.a.	n.a.
<b>Greece</b>	n.a.	n.a.	n.a.	n.a.	n.a.
<b>Ireland</b>	n.a.	n.a.	4 421	n.a.	n.a.
<b>Italy</b>	n.a.	39 406	n.a.	n.a.	n.a.
<b>Luxembourg</b>	n.a.	n.a.	n.a.	n.a.	n.a.
<b>Netherlands</b>	2 125	5 600	n.a.	n.a.	n.a.
<b>Portugal</b>	n.a.	n.a.	n.a.	n.a.	n.a.
<b>Spain</b>	n.a.	n.a.	n.a.	n.a.	n.a.
<b>Sweden</b>	15 020	4 239	2 363	n.a.	n.a.
<b>UK</b>	54 804	38 790	77 654	26 992	n.a.

*Note: Category 8 repeats data for category 7.*

**IMPLICATIONS FOR THE OPERATIONAL DEFINITION**

These categories measure the hidden dimensions of homelessness and are, for this reason, difficult to measure. Three issues arise from this overview of available data in regard to the revision of the operational definition:

1. Supported housing category is amended as suggested and incorporated in the Houseless category 7 above.
2. The notice to quit category is defined to include mortgage re-possession and this becomes the main indicator for this conceptual category.
3. Living in a tenancy without a standard or legal (sub)tenancy is retained here although official statistics are not available.

Table 11 Revised Definition of Insecure Housing Operational Categories			
category	DESCRIPTION	subcat.	DEFINITION
8	No tenancy	8.1	Living temporarily with family or friends (not through choice) (Housing /Social Service records)
		8.2	Living in dwelling without a standard legal (sub)tenancy (excludes squatting)
9	Eviction Orders	9.1	Legal orders enforced (rented housing)
		9.2	Re-possession orders (owned housing)
10	Violence	10.1	Living under threat of violence from partner or family (police recorded incidents)

## Inadequately Housed

CONCEPTUAL CATEGORY		OPERATIONAL CATEGORY
INADEQUATE HOUSING	13	Living in temporary structure or shanty dwelling
	14	Living in mobile home / caravan (which is not a legal [and thereby serviced] site or holiday accommodation)
	15	Living in dwelling which is declared unfit for habitation under (national) legislation
	16	Living in a dwelling which is overcrowded (according to national statutory definition)

### OVERVIEW OF CONCEPTUAL CATEGORY

Three situations are identified in the operational definition. These include:

1. people living in temporary structures or shanty dwellings,
2. people living in caravans or mobile homes or boats which are not holiday accommodation and are not serviced sites for travellers,
3. people living in dwellings which are defined, according to national legislation, to be either unfit for habitation or in extreme over-crowding.

There is obviously some overlap between this conceptual category (of living in inadequate housing) and living in insecure housing (e.g. caravans pitched on illegal sites) and rooflessness (e.g. squatting in buildings not meant for habitation). However, as Figure 1 demonstrates the physical domain allows this to be identified as a separate conceptual aspect of homelessness and housing exclusion. People who are likely to be vulnerable to these situations will include - immigrants, Roma or travellers who do not live on legal sites, large families, poor households and older people.

Living in inadequate housing in some countries (e.g. the UK, Ireland, Finland) is defined as homelessness (in national legislation) while in other countries it is considered to be a threat of homelessness. Although this distinction is, to some extent, a matter of degree and of subjective judgement, the conceptual model identified these as distinct aspects of the physical domain since it is possible in many countries to specify national norms or standards that are acceptable or that should trigger some administrative response (e.g. to remove illegal caravans, to re-house overcrowded families, to repair or close dwellings below a tolerable standard).

### Operational Category 13:

#### Temporary Structure / ShantyDwellings

This category includes a range of situations including - immigrants living in squats in major cities (e.g. Athens, Paris, Rome), Roma population living in chabolismo in Spain, Pontos repatriates in Greece who have not followed the governments social inclusion programme. In most of the EU-15 member states shanty dwellings have been eradicated (through, for example, rehabilitation of bidonvilles in France, the PER Program in Lisbon, rehabilitation of the chabolismo in Spain). However, there are signs of a re-emergence of such accommodation and the issue is likely to be a more major problem in some of the new member states.

**Greece:** the Roma communities in Greece still endure serious deficiencies of bad quality housing as well as social exclusion. The rehabilitation programs that have been put forward a few years ago have not managed to bear a distinct positive impact on their living standards as yet. However, no data is available for this review. Furthermore, an estimated number of 1,000 people occupy a deserted yard, hut or even house, which they do not own. The main bulk of this estimated figure refers to older people and immigrants, especially during the initial period in the country. Again, occupied shelters are mostly found in Athens either in obsolete areas near the city centre or in the outskirts of the city.

**Italy:** no official statistics are available but research evidence suggests that half of the Roma population live in shanty / temporary accommodation situations.

#### Operational Category 14: Caravans, Mobile Homes, boats

This category is intended to capture those situations where people are living in a caravan due to a lack of adequate or affordable housing. The category can, however, also include people such as travellers who have no legal or authorised site for their caravans. This category is captured only in Census data in some countries and hence may be considerably out of date information. In other countries the information comes from local authorities who have a responsibility to make a housing need assessment. Such information may be difficult to aggregate to provide national statistics.

**Belgium:** In both Wallonia and Flanders recent counts have been undertaken commissioned by public bodies in order to estimate the number of people living permanently in recreation zones (campsites and other recreational zones).

**Greece:** According to official statistics, the percentage of 'not normal housing', i.e. mobile homes, tents, caravans etc, is 0.20 of the total amount of dwellings in the country (ESYE, 2001 housing statistics)

**Ireland:** 788 traveller families on unauthorised sites

**UK:** The Census 2001 shows that in both England and Wales only 0.4 per cent of households live in a caravan or other mobile or temporary structure. Counts aimed at quantifying gypsy/traveller households are undertaken separately by local authorities. The UK statutory definition of homelessness includes:

- > Do not want to live in caravan/mobile home
  - > Want to live in caravan/mobile home, but no secure pitch
- Not officially homeless, but counted for information, includes
- > Choose to live in caravan/mobile home and travelling or have secure pitch.

#### Operational Category 15: Unfit for habitation

This category (and the next category) reflect what has been described as a 'cultural' definition because what counts as 'homelessness' will depend on what a particular community regards as the minimum acceptable housing circumstances. While many people endure poor housing circumstances, when that situation falls to a level that society determines to be unfit for human habitation then that household may be defined as 'homeless'. However, not all countries define this situation in law and standards can be expected to change over time. The intention in this category is to measure that cultural norm according to the national standards and legislation. The measure should, of course, relate to the number of households who live in this situation. It is not intended to count empty houses and those closed and awaiting repair or demolition.

**Austria:** While there is no legislative definition of unfit for habitation, dwellings with a very low standard is defined in legislation regarding tenancy contracts which specifies the lowest standard level of dwellings (with no central heating, no water inside, no toilet inside the flat). Approximately 3,3% of all dwellings belong to this very low housing standard (109,406).

**Belgium:** The most recent census (2001) shows that 539,000 dwellings are in need of at least one serious repair (or 13.6% of the total housing stock). Besides this census information, the Flemish Region also registers the number of dwellings which are officially declared to be unfit for habitation 3,479 dwellings in March 2004). Similar data are not available for Wallonia and Brussels.

**Greece:** According to National housing statistics, in 1991 0.79% of the dwellings in the country had no electricity, 3.58% no running water inside, 54.82% no central heating and 12.51% no sanitary facilities inside the dwelling. It is anticipated that the above figures have ameliorated during the last decade. The exact figures are not available yet.

**Ireland:** 4,065 unfit dwellings (2002).

**Italy:** 2001 Census records 22,500 unfit dwellings. ISTAT 21,500 households in unfit dwellings (0.1%). These figures relate to one definition of unfitness referring to types of units which do not correspond to housing 'typologies'.

**UK:** two definitions operate currently in England and Scotland defined in legislation.

The Fitness Standard (England and Wales) - the current fitness standard was introduced by the Local Government and Housing Act 1989. A dwelling is unfit if, in the opinion of the authority, it fails to meet one of the statutory requirements (see box). The requirements constitute the minimum deemed necessary for a dwelling house (including a house in multiple occupation) to be fit for human habitation.

The Tolerable Standard (Scotland) - Section 86(1) of the Housing (Scotland) Act 1987 defines a dwelling as meeting the Tolerable Standard if it meets a test of adequacy on one of a range of statutory requirements.

House Condition Survey estimates indicate 7% of the housing stock is unfit for habitation on this basis. Latest Housing Statistics indicate action (under the legislation) for the most recent year for which data is available:

England: 1997/98 - 37,168 declared unfit; 712 demolished and 632 served closure order.

Wales: 820 demolished closed in 2002/2003; 170 declared unfit.

Scotland: 3,023 dwellings demolished or closed (Statistics Bulletin HSG/2004/4)

<i>The Fitness Standard (England and Wales)</i>	<i>The Tolerable Standard (Scotland)</i>
<ul style="list-style-type: none"> <li>&gt; be free from serious disrepair;</li> <li>&gt; be structurally stable;</li> <li>&gt; be free from dampness prejudicial to the health of the occupants;</li> <li>&gt; have adequate provision for lighting, heating and ventilation;</li> <li>&gt; have an adequate piped supply of wholesome water;</li> <li>&gt; have an effective system for the drainage of foul, waste and surface water;</li> <li>&gt; have a suitably located WC for exclusive use of the occupants;</li> <li>&gt; have a bath or shower and wash-hand basin, with hot and cold water; and</li> <li>&gt; have satisfactory facilities for the preparation and cooking of food including a sink with hot and cold water.</li> </ul>	<ul style="list-style-type: none"> <li>&gt; is structurally stable;</li> <li>&gt; is substantially free from rising or penetrating damp;</li> <li>&gt; has satisfactory provision for natural and artificial lighting, for ventilation and for heating;</li> <li>&gt; has an adequate piped supply of wholesome water available within the house;</li> <li>&gt; has a sink provided with a satisfactory supply of wholesome water available within the house;</li> <li>&gt; has a water closet available for the exclusive use of the occupants of the house and suitably located within the house;</li> <li>&gt; has an effective system for the drainage and disposal of foul and surface water;</li> <li>&gt; has satisfactory facilities for the cooking of food within the house;</li> <li>&gt; has satisfactory access to all external doors and outbuildings.</li> </ul>

### Operational Category 16: Overcrowding

Definitions of over-crowding exist in most countries but vary in approach. Some refer to the simple basis of the number of persons per room (either including or excluding kitchen and bathroom in the definition of a habitable room). Other countries use a space standard, while at least one country uses a bedroom standard. There are commonly different norms of overcrowding. For the purposes of this operational definition of housing exclusion the measure of extreme over-crowding is most appropriate.

**Austria:** The last survey on houses and dwellings<sup>(1)</sup> provides data on overcrowding defined as 2 persons and more in 1 room, concerning dwellings with one or two room (including kitchens with a size of 4 square meter and more):

number of persons per dwelling	flats with 1 or 2 rooms	rooms per person	m <sup>2</sup> per person	number of persons
all 1 or 2 room flats	474,726	1.1	29.6 m <sup>2</sup>	- - - -
4 persons	13,391	0.4	12.4 m <sup>2</sup>	53,564
5 persons	4,315	0.4	10.0 m <sup>2</sup>	21,575
6 persons	1,332	0.3	8.4 m <sup>2</sup>	7,992
7 persons	437	0.2	7.0 m <sup>2</sup>	3,059
8 persons	248	0.2	5.6 m <sup>2</sup>	1,984
number of persons in overcrowded flats				88,174

**Finland:** define 4 norms of over-crowding the most severe of which is 'more than 2 persons per room' (kitchen included in definition of room). 20,600 (0.1%) of households are overcrowded on this basis.

**Greece:** According to the latest national housing statistics (in 1991) 3,656 households with a total number of 16,064 members had to share their dwelling and had been forced to cohabit to the level of more than 3 persons per room. This is shown in the table that follows.

number of persons per room	households in normal dwellings			
	Total		Households sharing a dwelling	
	households	members	households	members
2.0 – 2.9	96,162	425,653	9,222	35,123
3.0 – 4.0	11,579	58,035	1,906	7,906
Over 4.0	6,213	32,818	1,750	8,158
TOTAL	113,954	516,506	12,878	51,187

Source: ESYE

**Ireland:** 8,513 assessed as overcrowded (author queries validity of data); definition not given.

**Sweden:** overcrowded (standard 2) defined as more than 2 persons per room (excluding kitchen and living room); 2.1% of households (144,340). Extremely overcrowded (standard 1) defined as more than 2 persons per room (excluding kitchen); 0.2% of households (13,750 households).

**UK:** The current national statutory overcrowding standards (the Room Standard and the Space Standard) are set out in Part X of the Housing Act 1985 which restates standards that have remained unchanged since 1935. Under the Housing Act a dwelling is overcrowded if either of the standards is contravened. The recent Housing Bill intends to update this definition. The approach taken to overcrowding in the Census has been to calculate a simple room rate by dividing the number of persons in a dwelling by the number of habitable rooms. The census definition of overcrowding adopts a two-tier approach with a room rate of greater than 1 considered as being overcrowded and greater than 1.5 as seriously overcrowded. Using these definitions 5% of dwellings are overcrowded, of which just over 1% are seriously overcrowded.

#### Definitions of Over-crowding in the UK

*The Room Standard* is breached if two people of opposite sexes who are not living together as husband and wife must sleep in the same room. Living rooms and kitchens, as well bedrooms can be treated as available sleeping accommodation. Children under 10 do not count for the purpose of determining whether the Room Standard has been contravened.

*The Space Standard* specifies the maximum number of people who may sleep in a dwelling according to the number of rooms available as sleeping accommodation (Table I) and the floor area of each room (Table II).

*The Bedroom standard* was developed as an indicator of occupation density by the Government Social Survey in the 1960's for use in social surveys. The bedroom (or occupancy) standard is a measure of overcrowding relating the actual number of rooms to the number of rooms 'required' by the members of the household. All households are assumed to require two common rooms plus a certain number of bedrooms, calculated from the number and ages of household members and the relationships between them.

<sup>(1)</sup> survey on houses and dwellings by "Statistik Austria", 2001; published Vienna 8/04

## DATA AVAILABLE BY CATEGORY

Table 12 Data Available by Country: Inadequate Housing				
	Conceptual Category: Inadequate Housing			
	Operational Categories			
	13	14	15	16
COUNTRY	<i>Temporary Structure / Shanty</i>	<i>Caravans, Mobile Homes, boats</i>	<i>Unfit for habitation (occupied)</i>	<i>Overcrowding</i>
<b>Austria</b>	0	n.a.	109 406 (3.3%)	19 723
<b>Belgium</b>	n.a.	15 000	539 000 (13.6%)	n.a.
- Flanders	n.a.	6 000	n.a.	n.a.
- Brussels	n.a.	9 000		
- Wallonia	n.a.	n.a.		
<b>Denmark</b>	n.a.	n.a.	n.a.	n.a.
<b>Finland</b>	0	0	0	20 600 (0.1%)
<b>France</b>	n.a.	n.a.	n.a.	n.a.
<b>Germany</b>	n.a.	n.a.	n.a.	n.a.
<b>Greece</b>	n.a.	n.a.	n.a.	17 792 (3+ ppr)
<b>Ireland</b>	n.a.	788	4 065	8 513
<b>Italy</b>	n.a.	n.a.	22 500	n.a.
<b>Luxembourg</b>	n.a.	n.a.	n.a.	n.a.
<b>Netherlands</b>	n.a.	n.a.	n.a.	n.a.
<b>Portugal</b>	n.a.	n.a.	n.a.	n.a.
<b>Spain</b>	n.a.	n.a.	n.a.	n.a.
<b>Sweden</b>	n.a.	n.a.	n.a.	13 750 (Extreme)
<b>UK</b>	0.4% of population		7% of housing stock	1% (seriously overcrowded)

## IMPLICATIONS FOR OPERATIONAL DEFINITION

Data is not available in a number of countries for this category. In many countries information on overcrowding is only available from Census data (which is infrequent). Hence some of the data will be best expressed as estimated (or proxy) data using rates per thousand households derived from Census or Survey data. The original operational definition did not

capture well the situation of the Roma which we can expect to be a more visible issue in the new member states. Some categories - mobile homes and temporary structures are not separately identified in some countries and hence should be combined. The revised category suggests simplifying the main categories and including sub-categories to identify the variety of living situations that exist.

Table 13 Revised Definition of Inadequate Housing Operational Categories			
category	DESCRIPTION	subcat.	DEFINITION
11	Temporary structure	11.1	Mobile home / caravan (which is not holiday accommodation)
		11.2	Illegal occupation of a site (e.g. Roma / Traveller / Gypsy)
		11.3	Illegal occupation of a building (e.g. squatting)
12	Unfit Housing	12.1	Dwellings unfit for habitation under national legislation (occupied)
13	Extreme Overcrowding	13.1	Highest national norm of overcrowding

## GENERAL DISCUSSION OF THE REVISED OPERATIONAL DEFINITION

This review has presented a conceptual model of homelessness and presented an operational definition of categories of living situations that constitute homelessness or housing exclusion. We have reviewed the available data in order to suggest revisions to the definition in the course of which we have introduced sub-categories intended to provide a more specific definition of each operational category. However, this task is made more difficult because there is a lack of clear definition or agreement at national level regarding some terms (e.g. hostel). Furthermore, the use of temporary accommodation differs according to national welfare provision and homeless policies and thus different forms of accommodation are used to house single people or families temporarily. Finally, the changing role of support to homeless people produces a policy overlap between the role of homeless services and welfare support which creates an ambiguity. Where support is provided by homeless services it is counted and where it is embedded in social welfare provision it tends not to be.

This section introduces a discussion of an approach to resolving some of these measurement dilemmas. It is our intention to develop this revised operational definition in the next stage of our work by mapping the national nomenclature of accommodation provision for each operational category.

## Generic Classification of Accommodation for Homeless People

During the course of this review it is evident that

- > In no country is there a clear or agreed definition of a hostel;
- > Differences in nomenclature for accommodation with similar functions (e.g. emergency, transition, re-settlement) make comparison difficult.

This section introduces an approach to developing a generic classification of accommodation for homeless people. This is intended to be a preliminary discussion that has been used to inform our revision of the operational definition this year. It is also intended to act as a guide to the exercise of mapping the nomenclature of accommodation forms unto these revised operational categories.

First, we present a generic definition of accommodation for homeless people that is understood as a 'Homeless Hostel'. Using the three domains employed in developing our conceptual model it is possible to specify that such accommodation would have a:

- A. *Physical space*: that is intended for temporary occupancy and is communal in form (i.e. larger than normal private housing - more than six people);
- B. *Social space*: that is supervised by staff and that provides shared or communal arrangements for living and eating or preparing food with consequent diminution of privacy;
- C. *Legal space*: that does not provide a tenancy or occupancy agreement.

While staff services are provided in all hostels, these can take different forms ranging from supervision, to the provision of advice (e.g. on housing), to the provision of support services (common to all residents rather than being individualised).

Second, we need to present an approach to enable different forms of accommodation provision to be classified generically (i.e. independent of specific nomenclature). We understand the development of services for homeless people (see Edgar et al, 1999) to have involved a range of accommodation forms including - emergency, transitional and (re-settlement) supported accommodation. These different forms can probably be captured by reference to three criteria:

- > Access criteria: whether access requires referral from another agency or statutory body or can be by direct application;
- > Period of stay: is this intended for overnight or short stay or for the period required for the re-settlement or rehabilitation of the individual;
- > Purpose: whether the accommodation is intended for transitional period to allow support needs to be determined or for the provision of specialist services to a specific group (e.g. women escaping domestic violence).

Thus, in the course of our review a night shelter can be defined using these criteria:

**ACCESS CRITERIA:**

direct access is possible without referral from another agency.

**PERIOD OF STAY:**

the premises are (normally) vacated during some part of the daytime. Although people may return on successive nights, the intention of the accommodation is for overnight stay.

**PURPOSE:**

to provide accommodation for people who would otherwise have to sleep rough.

We present below (Table 14) one approach to a generic classification of homeless accommodation that can be made using these criteria (adapted from Rosengard et al, 2002)

<b>Generic Description of Provision</b>	<b>Access Criteria</b>	<b>Intended period of stay</b>	<b>Aims and Purpose</b>
Crisis / emergency shelter	Direct access no referral required	Overnight	To provide a direct route to a bed for the night for homeless people, including those who may be excluded from access to other accommodation.
Generalist hostel	Direct and by referral	Short stay	To provide accommodation to people on a planned-entry criteria or where access may be dependent on referral from another agency or an assessment by homeless caseworkers. This includes those hostels that have an explicit aim of providing temporary accommodation for priority groups. Purpose of accommodation is short stay although some people may be long-term residents through lack of alternatives.
Temporary / transitional or interim	Planned or by referral	Short stay (intended to be less than six months)	To provide temporary accommodation while awaiting re-housing; To provide accommodation while support needs or housing needs are assessed
Specialist hostel	Direct and by referral	Short stay (intended to be less than six months)	Women's shelters Drug / Alcohol Young People (vulnerable mothers) While the accommodation is intended to be temporary, the service may emphasise transitional objectives of the accommodation and support in enabling access to positive move-on arrangements and / or independent living. Support can vary from 24-hour staff cover to visiting workers
Supported hostel	Planned access	Longer term	As above with the exception that accommodation will be provided on a more permanent basis. (Also the type of accommodation will be more likely to be self-contained dwelling)

*Adapted from Rosengard et al 2002*

## Supported Accommodation Issues

The issues involved in the provision of supported accommodation for homeless people are discussed in detail in Edgar et al (2000). For the purposes of clarifying an operational definition of the role of supported accommodation for homeless people, two specific aspects required clarification: the nature of support provision involved and the client groups to be included.

In most countries a distinction is made between stationary support (provided in designated supported accommodation) and ambulatory or floating support (provided to the client wherever they live). In the former it is more likely that withdrawal from support will threaten a tenancy and lead to homelessness. In the latter case the tenancy is independent of the receipt of the (floating) support. However, it is difficult to generalise since floating support may be offered for a

defined period (e.g. during a probationary tenancy). In addition, floating or ambulatory support is sometimes offered by homeless agencies to clients who have been re-housed under a re-settlement program.

Supported housing is provided for many people who may never have been homeless but whose needs make them vulnerable or at risk of homelessness (e.g. people with mental health problems, drug or alcohol addiction). Equally people who are unlikely to become homeless are provided with supported housing (e.g. frail older people). It is necessary to agree on the clients to be included in any measurement of specialist supported accommodation for homeless people. However, it is apparent that, in some countries, it is not possible to identify the client groups living in supported housing or receiving support. The client groups who may be considered at risk of homelessness if support needs are not met could include:

Homeless People with support needs	<ul style="list-style-type: none"> <li>&gt; Single homeless with support needs</li> <li>&gt; Homeless families with support needs</li> </ul>
Formerly homeless people or at risk due to specific problems	<ul style="list-style-type: none"> <li>&gt; Mental health problems</li> <li>&gt; Alcohol problems</li> <li>&gt; Drug problems</li> <li>&gt; Ex-offenders at risk of offending</li> </ul>
People with specialist support needs	<ul style="list-style-type: none"> <li>&gt; Young people at risk / leaving care</li> <li>&gt; Women at risk of domestic violence.</li> </ul>

The nature of supported accommodation for homeless people has been changing in recent years in response to different forms of funding of services and changing approaches to the delivery of services for the re-settlement or re-integration of homeless people (see Edgar et al, 2000). Examples of supported accommodation for homeless people are given below for Italy and Sweden to illustrate the range of accommoda-

tion forms this may take. This understanding underpins our recommendations to include this category in the houseless conceptual category in the revised definition and the suggested sub-categories. However, this is an evolving area and this parameter in particular requires detailed discussion at national level in order to derive a more harmonised set of European categories.

<b>Table 16 Classification of Supported Accommodation in Italy</b>			
<b>Target</b>	<b>Objectives</b>	<b>Support</b>	<b>Accommodation</b>
<b>Persons in difficulty/ At (high) risk of marginalisation</b>	Protection Prevention of further drifting	Social accompaniment, benefit payments, work insertion	Special accommodation
	Social/housing insertion	Social accompaniment, benefit payments, work insertion...	Ordinary housing
	Social/housing insertion of tenants of public housing	Intermediation and guarantee on the rental market (Social accompaniment)	Public housing
	Housing insertion		Ordinary housing
<b>Serious emargination/ No Abode</b>	Social reintegration (personal independence)	Social accompaniment: individual reintegration plan	Transitional shelters/housing Shared dwellings
	Improvement of quality of life	('Light') social accompaniment	Shelter type accommodation
	Social reintegration	Social accompaniment: Individual reintegration plan relating to specific risks	Transitional accommodation Shared dwellings Special purpose structures Ordinary housing

Source: Tosi and Ranci 1999

<b>Table 17 Supported Accommodation for the Homeless in Sweden</b>	
<b>Accommodation Type</b>	<b>Targeted homeless people</b>
<i>category housing</i>	targeted at people with drug / alcohol problems
<i>group housing</i>	converted clinics or institutions, intended as transitional accommodation
<i>collective housing</i>	housing several people in one flat with private rooms and shared living space
<i>training flats</i>	transitional accommodation with visiting support from social workers
<i>special contract flats</i>	dispersed flats in the community, with a specified contract for support; flat intended as a permanent home

Source: Sahlin, 1999

<b>Table 18 Revised Definition of Homelessness and Housing Exclusion</b>				
<b>conceptual category</b>		<b>DESCRIPTION</b>	<b>operational category</b>	<b>DEFINITION</b>
<b>Roofless</b>	1	Living in a public space (no abode)	1.1 1.2	Sleeping Rough Contacted by outreach services
	2	Stay in a night shelter and/or forced to spend several hours a day in public space	2.1 2.2 2.3	Low-threshold / direct access shelter Arranged (e.g. low budget hotel / one night) Short-stay hostel
<b>Houseless</b>	3	Homeless hostel / temporary accommodation	3.1 3.2 3.3 3.4	Short stay homeless hostel Temporary housing (no defined time) Temporary housing (transitional defined) Temporary (longer stay)
	4	Women's shelter / refuge	4.1 4.2	Shelter accommodation Supported accommodation
	5	Accommodation for asylum seekers and immigrants	5.1 5.2 5.3	Reception centres (asylum) Repatriate accommodation Migrant Workers Hostels
	6	Institutional Release	6.1 6.2	Penal institutions (period defined nationally) Institutions (care and hospital)
	7	Specialist supported accommodation (for homeless people)	7.1 7.2 7.3 7.4	Supported Accommodation Supported lodgings Foyers Teenage parent accommodation
<b>Insecure Housing</b>	8	No tenancy	8.1 8.2	Living temporarily with family or friends (not through choice) (Housing /Social Service records) Living in dwelling without a standard legal (sub)tenancy (excludes squatting)
	9	Eviction Orders	9.1 9.2	Legal orders enforced (rented housing) Re-possession orders (owned housing)
	10	Violence	10.1	Living under threat of violence from partner or family (police recorded incidents)
<b>Inadequate Housing</b>	11	Temporary structure	11.1 11.2 11.3	Mobile home / caravan (which is not holiday accommodation) Illegal occupation of a site (e.g. Roma / Traveller / Gypsy) Illegal occupation of a building (e.g. squatting)
	12	Unfit Housing	12.1	Dwellings unfit for habitation under national legislation (occupied)
	13	Extreme Overcrowding	13.1	Highest national norm of overcrowding

# Issues in developing a harmonised approach to data collection

In recognition of the lack of statistics on homelessness EUROSTAT convened a Task Force on Statistics on Homelessness and commissioned a report from INSEE. The Task Force recognised the need for a more harmonised approach to data collection on homelessness. The INSEE report makes a number of recommendations to the European Commission and to National Statistics Institutes:

## **INSEE Report recommendations to the Commission**

1. Establishes a comprehensive harmonised nomenclature for housing / homelessness statistics;
2. Proposes a standardised register of variables for use by homeless service providers;
3. Drafts a module for EU-SILC (or other household surveys) covering retrospective episodes of homelessness;
4. Draft a module for EU-SILC (or other household surveys) covering persons staying temporarily with family and friends.

## **INSEE Report recommendations to the National Statistics Institutes**

1. Create at national level a directory of organisations providing services to homeless persons (minimum - those providing accommodation).
2. Undertake an initial collection of aggregate data from these registers.
3. Undertake national sample surveys of users of organisations providing services to the homeless, employing a harmonised set of target variables.

These recommendations recognise the limitations in homeless statistics provided currently by national statistics offices and which is amply demonstrated in this report. However, our review also suggests that the deficiencies in existing data can only be moderated by efforts to capture the data already collected on a continuous basis by homeless service providers (statutory as well as voluntary) in a harmonised manner. Such an exercise is complex. An understanding to the nature of data collection systems in use and the development of agreed or harmonised variables to provide aggregate statistics will both require further research. For its part this work of the European Observatory on Homelessness in developing this operational definition of homelessness and, next year, mapping the nomenclature of homeless accommodation services unto this definition for each member state will contribute to the ongoing search for improved statistics on this important subject.

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## APPENDIX 1

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**APPENDIX 2**

# German Research Network on Homelessness

## Typology of Homelessness

<b>1.</b>	<b>CURRENTLY HOMELESS HOUSEHOLDS AND PERSONS,</b> including
<b>1.1.</b>	<b>without an own dwelling secured by tenancy law (or owner occupation) and not temporarily accommodated by institutions,</b> including
1.1.1.	without any accommodation (roofless, sleeping rough)
1.1.2.	in some form of accommodation facility which is not meant for permanent habitation ( <i>Behelfsunterkünfte</i> , like shacks, caravans, arbours)
1.1.3.	temporarily staying with friends or relatives
1.1.4.	temporarily staying at commercial lodgings (like cheap hotels) used as a remedy against rooflessness and paid for by the persons themselves
<b>1.2</b>	<b>without an own dwelling secured by tenancy law (or owner occupation), but temporarily accommodated by institutions,</b> including
1.2.1.	accommodated by municipalities using legal measures under the laws on security and order (police laws) to prevent immediate rooflessness
1.2.2.	accommodated (without rent contract) by social welfare authorities by paying the costs under sect. 11/12 or 72 of the Federal Welfare Act in hotels, shelters, hostels and other social institutions
1.2.3.	because of lack of dwelling accommodated by social or therapeutical institutions longer than needed (unfixed discharge) or release from social or therapeutical institutions is imminent (within the next four weeks) and no regular housing available
<b>2.</b>	<b>PERSONS AND HOUSEHOLDS IMMEDIATELY THREATENED BY HOMELESSNESS,</b> because
<b>2.1.</b>	<b>loss of current dwelling is imminent because of notice to quit by landlord, action for eviction or eviction order</b>
<b>2.2.</b>	<b>loss of current dwelling is imminent for other urgent reasons (e.g. escalating social conflicts, living circumstances burdened by violent behavior, or imminent demolition of building)</b>
<b>3.</b>	<b>PERSONS AND HOUSEHOLDS LIVING IN UNACCEPTABLE HOUSING CONDITIONS,</b> such as
<b>3.1.</b>	<b>In substandard housing, where people in urgent need of housing have been accommodated (with regular rent contract) in order to prevent rooflessness</b>
<b>3.2.</b>	<b>in other unacceptable housing conditions, such as</b>
3.2.1	in exceptionally overcrowded housing
3.2.2	in dwellings with completely inadequate provision
3.2.3	in dwellings which are of unacceptable constructional or hygienic standard
3.2.4	with low incomes and excessive rent burden
3.2.5	because of distress for health or social reasons
3.2.6	in tenancies burdened by conflicts or by violent behavior
<i>While conceptually being part of group 1 (currently homeless people) the following subgroups have to be registered and analyzed separately because of their special life situation and the different administrative provision</i>	
<b>4.</b>	<b>CURRENTLY HOMELESS MIGRANTS IN SEPARATE TEMPORARY ACCOMMODATION,</b> including
<b>4.1</b>	<b>repatriates (<i>Aussiedler</i>) staying in temporary accommodation for repatriates</b>
<b>4.2</b>	<b>refugees staying in special temporary accommodation and have a legal status which allows them to stay for more than a year in Germany</b>

**APPENDIX 3**

# Support People Client Record System (England)

<b>Selected Primary Client Groups by Accommodation Service Types for England</b>												
	<b>Service Type</b> Number of new clients starting to receive services - April 2003 to March 2004											
	<b>Supported Housing</b>		<b>Women's Refuge</b>		<b>Foyers</b>		<b>Teen Parent Accommodation</b>		<b>DirectAccess</b>		<b>All Accommodation Service Types</b>	
<b>Client Group Primary</b>	<b>Tot.</b>	<b>%</b>	<b>Tot.</b>	<b>%</b>	<b>Tot.</b>	<b>%</b>	<b>Tot.</b>	<b>%</b>	<b>Tot.</b>	<b>%</b>	<b>Tot.</b>	<b>%</b>
Mental health problems	6978	11.0	49	0.3	48	1.1	3	2.5	1597	3.7	8675	6.9
Single homeless with support	25944	41.1	201	1.3	2504	58.5	33	27.3	24495	56.6	53177	42.3
Alcohol problems	3008	4.8	4	0.0	16	0.4	1	0.8	1508	3.5	4537	3.6
Drug problems	4364	6.9	18	0.1	25	0.6	3	2.5	1687	3.9	6097	4.8
Offenders/at risk of offending	3409	5.4	9	0.1	60	1.4	2	1.7	481	1.1	3961	3.1
Mentally disordered offenders	101	0.2	0	0.0	0	0.0	0	0.0	57	0.1	158	0.1
Young people (at risk/leaving care)	6265	9.9	74	0.5	1362	31.8	25	20.7	3224	7.5	10950	8.7
Women at risk of domestic viol.	1449	2.3	14405	96.3	55	1.3	8	6.6	704	1.6	16621	13.2
Homeless families with support	6304	10.0	161	1.1	12	0.3	43	35.5	3335	7.7	9855	7.8
Refugees	2244	3.6	14	0.1	75	1.8	0	0.0	521	1.2	2854	2.3
Rough Sleeper	2718	4.3	20	0.1	125	2.9	3	2.5	5446	12.6	8312	6.6
Traveller	414	0.7	4	0.0	2	0.0	0	0.0	204	0.5	624	0.5
<b>TOTAL for these client groups and service types</b>	<b>63198</b>	<b>100.0</b>	<b>14959</b>	<b>100.0</b>	<b>4284</b>	<b>100.0</b>	<b>121</b>	<b>100.0</b>	<b>43259</b>	<b>100.0</b>	<b>125821</b>	<b>100.0</b>

Source: Joint Centre for Scottish Housing Research; <http://www.spclientrecord.org.uk>



This report is based on the 15 national statistical reviews produced in 2004 by the National Correspondents of FEANTSA's European Observatory on Homelessness. These national reviews can be downloaded from FEANTSA's website [www.feantsa.org](http://www.feantsa.org)

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