

THE GOVERNMENT'S HOMELESSNESS STRATEGY

– A STRATEGY TO REDUCE HOMELESSNESS IN DENMARK

2009-2012



INDENRIGS- OG SOCIALMINISTERIET

RAMBOLL

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FOREWORD

Work with homeless and socially vulnerable citizens is one of the cornerstones of social policy. A wealthy country like Denmark should not put up with a situation in which some of its citizens are unable to live in a home of their own, with the support and help that they need.

The activities which will be set in motion over the next three and a half years will comprise an expansion of the services available in the municipalities for homeless citizens. The DKK 500 million set aside for the Homelessness Strategy will provide a vital boost to the efforts to reduce homelessness.

The eight Danish municipalities which have the greatest problems with homelessness were invited to co-operate in the implementation of the Homelessness Strategy, and on 8 September 2009, I signed agreements with these municipalities. The municipal homelessness plans cover the four goals set out in the Homelessness Strategy, and look likely to make a very significant contribution to reducing homelessness in Denmark.

During the period of the project, there will be a systematic collection and processing of the experiences in the eight municipalities. This means that both during the project period, and especially afterwards, we will possess a thorough knowledge of which methods work best. This will benefit all municipalities, as they will be able to select those initiatives and services which have proved themselves in practice.

Another aspect on which the Homelessness Strategy focuses is user consultation. The Strategy can only produce optimum effects if the citizens in question are themselves involved in the work. I am therefore pleased that, at an early stage of the process of compiling plans to tackle homelessness, the municipalities have included the citizens in the realisation of the plans.

In addition to the extensive work carried out in the eight municipalities of the agreement, it will also be possible for the other municipalities in the country to apply for support for projects aimed at reducing homelessness.

I am looking forward to seeing the implementation of the Homelessness Strategy in the coming years, and I have great expectations towards the results.

Karen Ellemann
Minister of the Interior and Social Affairs
October 2009

THE HOMELESSNESS STRATEGY

– A STRATEGY TO REDUCE HOMELESSNESS IN DENMARK

The Homelessness Strategy is a pool-funded programme supported by the Danish government and the political parties behind the rate adjustment pool scheme. The overall aim of the programme is to reduce the level of homelessness in Denmark. Approximately DKK 500 million has been earmarked for the programme in the period 2009-2012. Initially, eight municipalities will be co-operating with the Ministry of the Interior and Social Affairs to transform the Homelessness Strategy into specific initiatives to tackle homelessness. The eight municipalities have set concrete goals in relation to reducing homelessness, including the establishment of new housing and the improvement of methods in work with the homeless. At the end of 2009, the country's other municipalities will also be able to apply for funding from an application pool to strengthen work with housing support in the municipalities.

On the basis of these efforts, documentable methods will be developed which, together with the lessons learned, will be passed on to the country's other municipalities.

HOMELESSNESS MUST BE REDUCED

The government considers the current level of homelessness to be unacceptable, and, together with the parties behind the rate adjustment pool scheme, it has decided to initiate a national homelessness strategy. The initiatives resulting from the Homelessness Strategy are intended to reduce levels of homelessness and to help as many homeless citizens as possible, so that they can emerge from the homeless situation and live worthwhile and stable lives in their own homes. Approximately DKK 500 million has been earmarked for the Homelessness Strategy in the period 2009-2012.

The background for this decision lies amongst other things in the statistics on homelessness in Denmark compiled during week six of 2007. Similar statistics were compiled during the same period of 2009 by SFI – the Danish National Research Centre for Social Research. The counts showed that around 5,000 persons were homeless in both years during the week in question. SFI assesses that this figure corresponds to a total of around 11-13,000 persons affected by homelessness every year.

HOMELESS PEOPLE ARE ...

Homeless people are defined as persons who do not own or rent homes or rooms, but are obliged to avail of temporary accommodation, or live temporarily, without a rental contract, with relatives, friends or acquaintances. Homeless persons also include those who do not have a place to stay for the coming night. (For a more detailed definition, see the end of this publication.)

In addition to this, CASA (the Centre for Alternative Social Analysis) produced an analysis of the existing housing and accommodation services in Denmark in 2007, in co-operation with the then Ministry of Social Welfare. The analysis revealed unmet accommodation needs in half of the country's municipalities, and assessed that around 1,000 extra residences and places at residential institutions would be required to meet these needs.

To summarise, the SFI and CASA surveys indicate that there is a need for:

- A general extension and development of initiatives in the area of homelessness.
- Better knowledge of the forms of initiative which work best with particular groups of homeless people.

THE FOCUS OF THE HOMELESSNESS STRATEGY: RESOURCES, CONTROL AND METHOD DEVELOPMENT

The Homelessness Strategy has been formulated on the basis of analyses and knowledge of problems with homelessness.

The Homelessness Strategy combines the provision of extra resources for targeted initiatives in the area with the support of better control and method development, designed to ensure better methods and initiatives to prevent and reduce homelessness. The Homelessness Strategy therefore aims to produce initiatives which will reduce the current level of homelessness while at the same time prioritising the development of approaches and methods in the area in order to prevent and more quickly remedy homelessness in future.

Main elements of the Homelessness Strategy:



The Homelessness Strategy combines three main elements designed to reduce homelessness in Denmark:

Firstly, the Homelessness Strategy will help to strengthen the services and offers available to homeless people by providing an extra DKK 500 million to initiatives in the period 2009-2012. Support will for example be provided for the construction or conversion of housing for homeless people, and to support social work initiatives, co-ordination and housing support, as well as outreach and contact work with the homeless.

Secondly, the Homelessness Strategy will help to ensure a focus on better control of the initiatives throughout the process. The councils of the municipalities participating in the Homelessness Strategy have therefore approved specific targets for the reduction of homelessness within the goals of the strategy. Throughout the process, progress towards these targets will form the basis of ongoing dialogue between the Advisory Function of the Ministry of the Interior and Social Affairs and the municipalities.

Thirdly, the Homelessness Strategy will help to combat homelessness by supporting method development to strengthen and develop the existing approaches and methods in the area. Very little systematic knowledge exists in Denmark concerning the forms of initiative which work best with particular groups of homeless people. Similarly, there is no systematic knowledge of which groups of homeless people could manage by themselves in their own homes with the help of housing support, and which would require support within the framework of residential institutions. There is a need to improve the documentation of the effects of various types of initiative, in order to reinforce the development of knowledge and methods in the field of homelessness in Denmark.

THE GOALS OF THE HOMELESSNESS STRATEGY

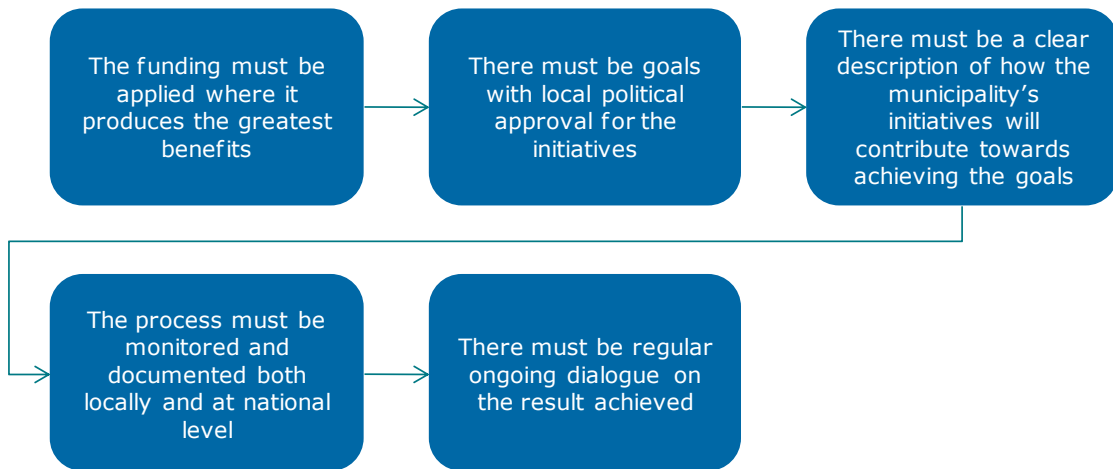
The government has formulated four long-term goals for the Homelessness Strategy. The planned initiatives must support one or more of these goals.

THE FOUR OVERALL GOALS OF THE HOMELESSNESS STRATEGY

1. No citizens should live a life on the street.
2. Young people should not stay at care homes, but must be offered alternative solutions.
3. Periods of accommodation in care homes or shelters should last no longer than three to four months for citizens who are prepared to move into their own homes with the necessary support.
4. Release from prison or discharge from courses of treatment or hospitals must presuppose that an accommodation solution is in place.

At the same time, the government has decided that the allocation of funds must occur in accordance with some general principles, in order to secure the best utilisation of the funding:

General principles for the use of funding



On the basis of these principles, eight municipalities have been selected to take part in the work of method development under the Homelessness Strategy. The funding provided under the Homelessness Strategy and the selection of the municipalities has been prioritised according to the extent of the problem of homelessness within these municipalities. The funding has in other words been distributed between these municipalities according to where the problems are most serious, and where the funding can therefore be expected to have the most beneficial effect. The eight municipalities have been selected according to the following criteria:

- During week six of 2007, at least 50 homeless persons were present in the municipality
- During week six of 2007, the municipality had at least 0.9 homeless persons per 1,000 inhabitants
- In the CASA survey, the municipality had stated a need for more housing and places at residential institutions for homeless persons
- The number of homeless persons within the municipality is not artificially inflated by the presence of a large care home in the municipality.

The municipalities which will be participating in method development under the Homelessness Strategy are:



At the end of 2009, the country's other municipalities will be able to apply for funding from an application pool to strengthen housing support for homeless persons who are on their way to becoming established in their own homes.

HOUSING FIRST

The Homelessness Strategy takes its starting point in a 'Housing First' approach. Experience from other countries indicates that an early housing solution for homeless persons can help to stabilise their life situations. This requires, however, that housing solutions for homeless persons are combined with other forms of social support, depending on the individual problems and needs of the persons concerned.

The assumption behind the Housing First strategy is that by solving the housing issue for the individual, it is possible to achieve a stabilisation of the person's situation, both with regard to housing and other social problems. The goal of the Housing First approach is in other words to quickly provide a permanent housing solution for the homeless person, in combination with the necessary social support.

It should however be emphasised that:

- Housing First cannot stand alone as an initiative in the area, but must be supported by associated initiatives which will contribute to managing the problems of the individual citizen.
- Housing and support must be goal-directed and tailored to the specific needs of the individual.
- It is important that the solution also focuses on the citizen's economic situation.

THE SPECIFIC GOALS FOR THE MUNICIPALITIES

During the spring and summer of 2009, the municipalities have worked to analyse the problems of homelessness in their own areas. On this basis, the municipal councils have chosen the goals on which they wished to work, and the concrete targets that they would set for this area for the period until 2012.

The following table shows an overview of the goals with which the individual municipalities have chosen to work:

GOALS WITH WHICH THE MUNICIPALITIES HAVE CHOSEN TO WORK UNDER THE HOMELESSNESS STRATEGY				
	Goal 1	Goal 2	Goal 3	Goal 4
	'Street sleepers'	Young people	Periods of residence	Discharge/ release
Albertslund	X		X	X
Esbjerg		X	X	X
Frederiksberg	X	X	X	X
Høje Taastrup			X	
Copenhagen	X	X	X	X
Odense	X	X	X	X
Randers		X	X	X
Århus	X	X	X	X

At the same time, the municipalities have set concrete targets for what they expect to achieve with each of these goals. These specific targets will form the starting point for ongoing dialogue on the progress of the initiatives to be held between the Advisory Function of the Ministry of the Interior and Social Affairs and the participating municipalities.

Goal 1: No citizens should live a life on the street

In the count of the homeless undertaken in week six of 2009, a total of 506 persons were sleeping on the street.

In order to reduce this figure, the municipalities have been given the possibility, via the Homelessness Strategy, of initiating outreach and contact efforts in order to create alternative possibilities to sleeping on the street for the group of 'street sleepers'. At the same time, several initiatives are aimed at optimising the flow through the care homes, to ensure that the 'street sleepers' can find a place there when they wish. Finally, inclusive and flexible residential institutions, such as 'special houses', will be established which can better meet the needs of this group.

Five municipalities have chosen to work with the goal of reducing the number of street sleepers. Overall, the target of the eight municipalities is to reduce the number by almost 200 persons in the period from 2009 to 2012, corresponding to a fall of 64% in the municipalities concerned. On a national basis, this would correspond to a 39% reduction in the number of street sleepers, if the figures remain unaltered in the country's other municipalities.

The specific figures for the municipalities are shown in the following table:

GOAL 1: NO CITIZENS SHOULD LIVE A LIFE ON THE STREET				
The municipalities' goals for reducing the number of citizens who sleep on the street				
Municipality:	Starting-point 2009 (SFI)	Target 2012	Reduction, number	Reduction, percent
Albertslund	5	2	3	60
Esbjerg	-	-	-	-
Frederiksberg	28	10	18	64
Høje Taastrup	-	-	-	-
Copenhagen	174	70	104	60
Odense	34	17	17	50
Randers	-	-	-	-
Århus	66	10	56	85
Total	307	109	198	64
National level	506			39*

*Reduction at national level, if the figures in the other municipalities remain unchanged.

Goal 2: Young people should not stay at care homes, but must be offered alternative solutions

According to figures from the National Social Appeals Board (AST), a total of 1,045 young people between the ages of 18 and 24 years spent time at a care home in 2008. Young people who stay at a care home or shelter risk becoming caught in a long-term process of marginalisation and ostracisation, which must be avoided. Instead, possibilities must be created for the young people to obtain a better start to their adult lives, with a home, education and work. With this goal in mind, the Homelessness Strategy has empowered the municipalities to work with initiatives designed to strengthen co-ordinating efforts, including reporting, in order to involve all elements in the efforts for the young. At the same time, the municipalities have been given the possibility of planning housing solutions for young people in connection with the expansion of housing and residential institutions.

Six municipalities have chosen to work with the goal of ensuring that no young people are obliged to stay at a care home, but can be offered alternative solutions. In all, the eight municipalities have set goals to ensure that 366 fewer young people will spend time at a care home in 2012. This corresponds to a reduction of 75% in the six municipalities in relation to 2009. For the country as a whole, this would correspond to a reduction of 35%, if the figures in the other municipalities remain constant.

The targets for the individual municipalities are stated in the following table:

GOAL 2: NO YOUNG PEOPLE AT CARE HOMES				
The municipalities' targets for reducing the number of young people staying at care homes				
Municipality:	Starting-point 2008 (AST)	Target 2012	Reduction, number	Reduction, percent
Albertslund	-	-	-	-
Esbjerg	44	0	44	100
Frederiksberg	25	4	21	84
Høje Taastrup	-	-	-	-
Copenhagen	204	82	122	60
Odense	65	25	40	62
Randers	15	3	12	80
Århus	137	10	127	93
Total	490	124	366	75
National level	1045			35*

*Reduction at national level, if the figures in the other municipalities remain unchanged.

Goal 3: Periods of accommodation in care homes or shelters should last no longer than three to four months for citizens who are prepared to move into their own homes with the necessary support

In 2008, 1,906 persons had periods of residence exceeding 120 days at a "Social Services Act section 110" care home (figures from the National Social Appeals Board). In order to ensure faster transition from the care homes, the Homelessness Strategy supports social work efforts with the homeless, for example in the form of special methods of housing support. There will also be an expansion of the accommodation solutions available to homeless persons, for example through the construction of council housing, special houses, halfway houses, temporary municipal residential institutions and communal housing.

All eight participating municipalities have chosen to work towards reducing periods of accommodation at care homes or shelters for citizens who are prepared to move into their own homes. In all, the eight municipalities have set goals to ensure that the number of citizens who are prepared to move into their own homes with the necessary support, and whose period of accommodation exceeds 120 days, is reduced by 485 persons. This corresponds to a fall of 49% in the eight municipalities. For the country as a whole, this would correspond to a reduction of 25%, if the figures in the other municipalities remain constant.

The targets for the eight municipalities are stated in the following table:

GOAL 3: LIMITATION OF LONG-TERM PERIODS OF RESIDENCE				
Limitation of long-term periods of residence for citizens who are prepared to move into their own homes. The municipalities' targets for reducing the number of people staying at care homes or shelters for more than 120 days.				
Municipality:	Starting-point 2008 (AST)	Target 2012	Reduction, number	Reduction, percent
Albertslund	10	0	10	100
Esbjerg	81	20	61	75
Frederiksberg	51	21	30	59
Høje Taastrup	20	5	15	75
Copenhagen	614	400	214	35
Odense	45	20	25	56
Randers	27	21	6	22
Århus	144	20	124	86
Total	992	507	485	49
National level	1,926			25*

*Reduction at national level, if the figures in the other municipalities remain unchanged.

Goal 4: Release from prison or discharge from courses of treatment or hospitals must presuppose that an accommodation solution is in place

In the SFI count of homeless persons in 2009, 86 people were awaiting release from prison within one month without having anywhere to live afterwards. 172 persons were awaiting discharge from hospitals or places of treatment within one month, also without having anywhere to live afterwards.

People who are due to be released from prison or discharged from hospital or a course of treatment, without having a housing solution or a means of support, find themselves in a situation of potential homelessness. In order to counteract this problem, the municipalities taking part in the Homelessness Strategy must in general secure a better focus on the transition from prison or courses of treatment. With the help of a plan for good release, the municipalities must strengthen the co-operation and coordination between the relevant authorities in relation to plans of action, the distribution of tasks and responsibilities, etc., with a view to creating coherence in their efforts.

Seven municipalities have chosen to work with the goal of ensuring that an accommodation solution is in place at the time of release from prison or discharge from treatment, etc. In all, the seven municipalities aim to reduce the number of citizens without an accommodation solution one month before release from prison, or discharge from a course of treatment, by 79 citizens in the seven municipalities by 2012. This corresponds to a fall of 65% in the seven municipalities. For the country as a whole, this would correspond to a reduction of 30%, if the figures in the other municipalities remain constant.

The targets of the individual municipalities are stated in the following table:

GOAL 4: ACCOMMODATION SOLUTION ON RELEASE FROM PRISON OR DISCHARGE FROM A COURSE OF TREATMENT				
The municipalities' targets for reducing the number of citizens who do not have an accommodation solution arranged one month before release from prison or discharge from a course of treatment.				
Municipality:	Starting-point 2009 (SFI)	Target 2012	Reduction, number	Reduction, percent
Albertslund	9	3	6	67
Esbjerg	4	1	3	75
Frederiksberg	16	4	12	75
Høje Taastrup	-	-	-	-
Copenhagen	51	27	24	47
Odense	10	4	6	60
Randers	10	0	10	100
Århus	22	4	18	82
Total	122	43	79	65
National level	258			30*

*Reduction at national level, if the figures in the other municipalities remain unchanged.

ESTABLISHMENT OF HOUSING AS PART OF THE HOMELESSNESS STRATEGY

As part of the Homelessness Strategy, new housing will be established for homeless persons. Various different types of housing will be constructed in the municipalities, which in some cases will be targeted at groups with special needs, such as substance abusers or the young. The municipalities will construct special houses, 'section 107' residential institutions, 'section 108' residential institutions, 'section 110' residential institutions, council housing and sleeping cabins. The total number of residences for the homeless to be established in the eight municipalities is 373.

The targets for the individual municipalities are stated in the following table:

NUMBER OF RESIDENCES ESTABLISHED IN THE EIGHT MUNICIPALITIES AS PART OF THE HOMELESSNESS STRATEGY							
Municipality:	Special houses	Section 107	Section 108	Section 110	Council housing	Sleeping cabins	Total per municipality
Albertslund	-	-	-	-	6-8	-	8
Esbjerg	20	6	-	-	-	-	26
Frederiksberg	2-3	-	-	Approx. 30	17	-	50
Høje Taastrup	10	-	-	-	-	-	10
Copenhagen	-	-	80	25	125	10	240
Odense	-	-	-	-	-	-	-
Randers	17	-	-	10	-	-	27
Århus	-	-	-	-	12	-	12
National level	Approx. 50	6	80	65	162	10	373

FINANCIAL ASPECTS OF THE AGREEMENTS WITH THE EIGHT MUNICIPALITIES

The eight municipalities have received a total of approximately DKK 410 million to establish initiatives under the Homelessness Strategy. The amounts will be paid out in the period 2009 to 2012. At the same time, the municipalities themselves have provided co-funding for the initiatives to the amount of DKK 74 million, which means that a total of approximately DKK 480 million has been earmarked to implement the Homelessness Strategy in the eight municipalities.

The targets for the individual municipalities are stated in the following table:

AMOUNTS ALLOCATED TO THE MUNICIPALITIES UNDER THE HOMELESSNESS STRATEGY	
	Total, DKK mill. (2009-2012)
Albertslund	11.2
Esbjerg	22.0
Frederiksberg	20.7
Høje Taastrup	12.6
Copenhagen	210.7
Odense	27.6
Randers	17.8
Århus	85.0
Total	407.6
Municipal co-funding	74.0
Funding, total	481.6

MUNICIPAL CONTROL AND POLITICAL BASE

Several important players are involved in the work of preventing and combating homelessness in Denmark. The local government reform which entered into force on 1 January 2007 located the chief responsibility for social, housing and employment initiatives with the municipalities. The councils of the participating municipalities are therefore the principal players in the application of funding under the Homelessness Strategy, and it is emphasised that the initiatives for the homeless must have a political base in the municipalities. The extent of homelessness in the individual municipalities has been analysed as part of the efforts to reach the goals, and knowledge has been gathered regarding the effect of the various initiatives. Together with the National Social Appeals Board's annual statistics of users of residential institutions under section 110 of the Social Services Act, the SFI count of the homeless provides the statistical basis for the profiles of the homeless utilised in the municipal plans and in the dialogue with the Ministry of the Interior and Social Affairs concerning the achievement of results. The municipal councils will thereby be supported in their efforts to:

- Reveal and acquire knowledge of the nature and scope of homelessness in the municipality.
- Lay down goals for the initiatives on the basis of the knowledge acquired.
- Determine a form of documentation to follow up on whether the goal has been reached.

METHOD DEVELOPMENT, DOCUMENTATION AND DISSEMINATION

At the present time, there are no fully developed, documentable methods or approaches for reducing homelessness in Denmark. This form of knowledge is important to the future work of developing more effective efforts to combat the problem. Accordingly, a requirement towards the municipalities in their work with the Homelessness Strategy is that they must generate knowledge and methods relating to the most efficient means of reducing homelessness in a Danish context.

An important goal for the Homelessness Strategy is to learn more about which specific initiatives and principles of organisation contribute to solving the problem of homelessness, and to concentrate this knowledge in descriptions of documentable methods (see box on next page) which can be implemented in other municipalities. Work will be done under the Homelessness Strategy to strengthen the documentation of the effects of the various forms of initiative, in order to reinforce the development of knowledge and methods in the field of homelessness.

DEFINITION OF (DOCUMENTABLE) METHODS IN THE HOMELESSNESS STRATEGY

A method is defined as a special approach used to prevent or alleviate a need that arises out of physical or psychological disabilities, or particular social problems. A method consists of systematic, structured, problem-solving knowledge which is given concrete form in an initiative, in which the focus is directed at the target group or problem, as well as the method's approach to problem-solving. In conceptual terms, a method must include the following elements in order to be documentable:

1. A defined target group
2. A defined purpose
3. A described process of application
4. An expected effect
5. Measurable indicators of whether the method has resulted in the expected effect
6. A defined duration.

It has been decided that method development in the Homelessness Strategy will be concentrated on certain selected approaches which can support the goals of the strategy. The selected methods and approaches have been chosen because they have produced good results in other countries.

The following table shows the methods and approaches that will be used by the eight municipalities:

METHODS AND APPROACHES UNDER THE HOMELESSNESS STRATEGY		
Housing support methods	Assertive Community Treatment (ACT)	ACT is a kind of housing support. The method is based on an interdisciplinary, mobile team of different professionals who can integrate various functions and efforts in relation to the homeless.
	Critical Time Intervention (CTI)	CTI consists of housing support in the transition phase from residential institutions, care homes or 'section 107' institutions to a home of one's own.
	Individual Case Management	Individual Case Management is a general method to ensure that there is a well-defined responsibility for the co-ordination of efforts for the homeless, and that the elements of the municipal plan of action are carried out.
Programme for a good release		This method/approach aims to reduce the number of persons who are released/discharged to an uncertain housing situation. A model or roadmap must be created for the way in which collaboration between prisons, courses of treatment, etc., and the municipalities can be strengthened in order to ensure coherence in the actions taken during the transition from prison/treatment to a home of one's own.
Reporting and planning		Reporting and planning is a manual/tool to ensure better and faster reporting, with a view to finding a suitable place of residence with individually-adapted support.

In addition, work will also be performed on method development relating to contact-creating and outreach work.

The Homelessness Strategy will be assessed by a consortium consisting of Rambøll Management Consulting and SFI – the Danish National Research Centre for Social Research. The process will be organised in a way which allows the municipalities to document their efforts and results on an ongoing basis, and enable the ongoing control and adjustment of the initiatives with a view to obtaining the best possible results.

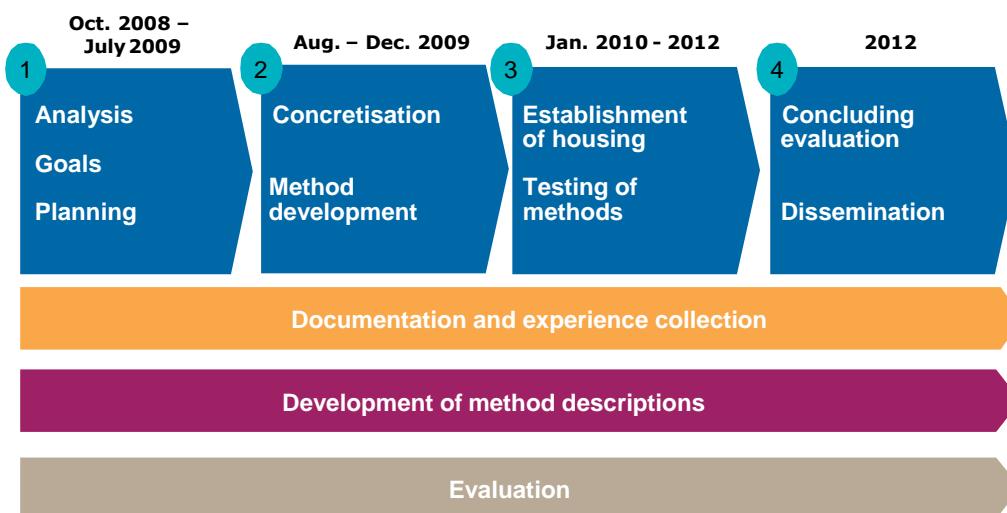
Once the experiences from the method development process are known and evaluated, method descriptions will be developed as an element in the Homelessness Strategy, which will subsequently be disseminated and used in the country's other municipalities.

PROGRAMME FOR THE HOMELESSNESS STRATEGY

Work with the Homelessness Strategy will begin in the autumn of 2008 and continue until 2012.

The various phases of the Homelessness Strategy are shown in the following illustration.

Homelessness strategy – phases



Phase 1: Analysis and development of homelessness plans

The Homelessness Strategy emphasises the importance of ensuring that the initiatives set in motion correspond to local needs and issues. In order to ensure that the funding is actually channelled to where it will produce most benefit, the municipalities have carried out a preliminary analysis of the problems of homelessness in their areas, combined with a description of the existing services and efforts. Against this background, the municipalities have identified the greatest challenges and problems in the area of homelessness, and this preliminary analysis has formed the basis for the formulation by the municipal councils of the local targets and municipal homelessness plans. The draft homelessness plans produced by the municipalities were subsequently discussed and negotiated with the Ministry of the Interior and Social Affairs, with whom the municipalities then signed contracts at the beginning of September 2009.

Phase 2: Concretisation, method development and commencement of initiatives

The second phase of the Homelessness Strategy consists of the concretisation of the homelessness plans and a focus on the development of the proposed methods. At the same time, the specific initiatives will be set in motion in the municipalities. During this phase, initial change theory workshops will be held in the municipalities to define how the municipalities will achieve the stated targets, how the proposed initiatives are to be applied in practice, how they are to be documented along the way, and what the organisational base of these initiatives will be. As a follow-up to the change theory workshops, interdisciplinary method seminars will be held at which staff will be introduced to the various approaches and methods. At the same time, working groups will be appointed in the municipalities to define the work with the chosen methods and approaches.

Phase 3: Establishment of housing, testing of methods and approaches

The third phase of the Homelessness Strategy will primarily concentrate on the construction of housing and the implementation of the methods and approaches that the municipalities have chosen to implement as part of the Homelessness Strategy. Some initiatives may be set in motion at an earlier stage, depending on the specific programmes in the individual municipalities. During this phase, the municipalities will regularly document their initiatives and progress in the projects, and there will be dialogue between the Advisory Function of the Ministry of the Interior and Social Affairs, Rambøll Management Consulting and the individual municipality concerning results and the progress achieved. Reports and decisions relating to initiatives under the Homelessness Strategy (including any ongoing adjustments) will be submitted and discussed at political level in the individual municipalities.

In the spring of 2010, the country's other municipalities will be able to apply for funds from an application pool to strengthen their work with housing support. The municipalities will be able to initiate action with the three general methods, which also form the basis for the housing support initiatives in the eight municipalities already taking part in the Homelessness Strategy (CTI, ATC and Case Management). These municipalities will also be required to document the effects and progress of the initiatives.

At a later stage in the process, the approaches or methods which have shown themselves to be particularly effective will be defined and selected.

Phase 4: Concluding evaluation and dissemination

The final part of the process consists of a concluding evaluation and dissemination of the results and method descriptions developed in connection with the implementation of the Homelessness Strategy. The evaluation will be based on an analysis of the data from the ongoing documentation, as well as the supplementary data collected and the results of the homeless count. The basis for the evaluation will be a comparison of the figures from the SFI homeless counts in 2009 and 2011, together with the annual statistics of the National Social Appeals Board regarding users of residential institutions. The figures for 2009 will thus comprise the baseline for an evaluation of whether the municipalities have achieved the stated targets.

On the basis of this evaluation and the work with method development, method descriptions will be compiled of the most effective methods and subsequently disseminated to all of the country's municipalities.

DEFINITION OF HOMELESSNESS

Homelessness is a complex problem which is often seen in association with other social problems, such as mental illness, alcohol and substance abuse, etc. The Danish definition of homelessness takes account of this; it is based on the housing situation of the individual, and relates in its operationalisation to the causes and consequences of homelessness. The exact wording of the Danish definition of homelessness is as follows:

Homeless people are defined as persons who do not own or rent homes or rooms, but are obliged to avail of temporary accommodation, or live temporarily, without a rental contract, with relatives, friends or acquaintances. Homeless persons also include those who do not have a place to stay for the coming night.

In the most recent analysis of homelessness in Denmark, carried out by SFI in 2009, the conceptual definition has been operationalised in the following registered categories:

Category	Situation
1	The person lacks a roof over his or her head for the coming night. This includes people who sleep on the street, in stairways or sheds, or in other, similar places which give some form of shelter.
2	The person sleeps at a night shelter/drop-in centre or the like, which provides emergency night accommodation.
3	The person is staying at an acute or temporary residential institution, such as a shelter or care home.
4	The person is staying at a hotel, hostel, campsite or the like due to homelessness.
5	The person is living in temporary accommodation without contact with friends/acquaintances or family.
6	The person is living in a temporary halfway house or the like, without a permanent contract.
7	The person is in the custody of the prison service and due for release within three months, and a housing solution has NOT been arranged in advance of the release.
8	The person is a patient at a psychiatric hospital, or is accommodated at a treatment institution, and is due for discharge within one month, and a housing solution has NOT been arranged in advance of the discharge.

THE GOVERNMENT'S HOMELESSNESS STRATEGY – A STRATEGY TO REDUCE HOMELESSNESS IN DENMARK

1) No citizens should live a life on the street

2) Young people should not stay at care homes, but must be offered alternative solutions

THE HOMELESSNESS STRATEGY

3) Periods of accommodation in care homes or shelters should last no longer than three to four months for citizens who are prepared to move into their own homes with the necessary support

4) Release from prison or discharge from courses of treatment or hospitals must presuppose that an accommodation solution is in place