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<p>Key Statistics</p>	<p>INSEE (the national statistics office) collects data on homelessness every 10 years within the framework of the general population census. A key objective of the current strategy is the implementation of “integrated reception and orientation services” (SIAO) in each department that uses a common information system. This would allow for data to be provided at more regular intervals.</p> <p>According to INSEE estimations, there was an average of approximately 133,000 homeless people in metropolitan France in the second part of the 2000s. Of these:</p> <ul style="list-style-type: none"> ○ 33,000 were in “very great difficulty”, meaning living on the street and/or in night shelters (ETHOS 1.1 and 2.1) ○ 66,000 were living in accommodation for the homeless (ETHOS 3), or other specific types of temporary accommodation (nursing homes, rehabilitation centres, mother-child centres, accommodation for asylum seekers) ○ 34,000 people were living in temporary accommodation paid for by temporary housing assistance (ETHOS 3.2) <p>An additional 2.9 million people were living in overcrowded (ETHOS 13.1) or unfit housing (ETHOS 12.1), with 127,000 people facing both of these situations.</p>
<p>Increase/Decrease in Number of Homeless People</p>	<p>There is considerable evidence to suggest that homelessness has increased significantly in recent years. Figures from the Directorate General for Social Cohesion suggest that the number of homeless people increased by more than 75% between 2001 and 2012.²</p> <p>The INSEE census recorded 86,000 homeless people in France in 2001 and approximately 133,000 in the second half of the 2000s. Although the data are not directly comparable because of methodological differences, a significant increase seems apparent.</p> <p>A national observatory monitors calls to the ‘115’ emergency number for people in need of overnight accommodation in 37 departments and in Paris. 71,744 requests for shelter were recorded in January 2013. This was an increase of 6% compared to the previous January. The number of persons that made requests decreased by 1% between 2013 and 2014. This indicates that the shortage of shelter and the limited length of stays leads to repetitive requests – people are not exiting the system.³</p>
<p>Change in Profile of Homeless People</p>	<p>Families, particularly single-parent families, constitute an increasingly large part of the homeless population. In 2010, the <i>Samusocial</i> in Paris reported that, for the first time, the number of families calling ‘115’ for accommodation was greater than the number of single people. In 1999, more than 12,600 single people were referred to shelter via the ‘115’ service</p>

¹ Last updated January 2014

² FNARS *Nul ne doit être contraint de vivre à la rue*: un engagement du Gouvernement suivi de très près par le baromètre hivernal du 115, available at : <http://www.fnars.org/index.php/observatoire-national-115/359-observatoire-national-115/3588-barometehivernal>

³ FNARS Baromètre 115, Janvier 2014 2014, available at : <http://www.fnars.org/images/stories/barometres/140216-barometre-FNARS-SSP-VF.pdf>

	<p>and 1,800 people in families. In 2010, there were 10,300 single people and 11,200 in families. This represents a 400% increase in the number of families in 10 years.⁴</p> <p>Monitoring of calls to '115' in 2014 shows that, whilst most requests for shelter still concern families, the proportion of requests from single people appears to be catching up. In January 2014, 47% of applications came from families and 45% from single people (36% men only). In January 2013 48% of requests were made by families against 43% by single people.⁵</p> <p>Homeless service providers also report that women are increasingly present in the homeless population.</p> <p>There is evidence that youth homelessness has increased in recent years. INSEE reports that people aged 18-29 represent 25% of the homeless population.⁶</p> <p>Immigrants make up an increasingly large part of the homeless population. According to the <i>Samusocial</i> Observatory, people of French nationality represent less than 10% of the families in Paris shelters. Of the remaining 90%, 57% are of African origin, 21% are from the EU and 9% from Asia. The inter-ministry delegation on shelter and access to housing (DIHAL) has reported that outreach organisations in some areas of Paris indicate that 40% of their service users are young people from Eastern Europe.</p> <p>An issue that is gaining importance in the French context is the forced eviction of Roma people living in slums of squats. During 2013, the number of evictions reached 21,537⁷ This development is taking place in a context where the state faces growing difficulties to meet demand owing to growing homelessness and housing exclusion, and where certain groups (for example, on the basis of priority or administrative status) are excluded from the system and forced to occupy public or private space or to create slums.</p>
<p>National Strategy</p>	<p>National Strategy</p> <p><i>National Strategy for Homeless and Poorly Housed People 2009–2012</i></p> <p>Scope</p> <p>The national strategy is in line with the designation of homelessness as a “National Priority” for 2008-2012. A further five-year follow-up plan is currently being developed.</p> <p>Objectives</p> <p>The strategy aims to reform profoundly the system of shelter and accommodation for homeless people. Its overall objective is to reduce homelessness significantly by creating a comprehensive public service based on the principles of Housing First. To this end, the strategy focuses on:</p> <ul style="list-style-type: none"> ○ Improving monitoring and understanding of needs, namely through the implementation of Integrated Reception and Advice Services (SIAO) that monitor local needs and services using an integrated IT system. ○ Improving emergency responses, namely through the implementation of Territorial

⁴ Cour des Comptes (2011) *RAPPORT D'EVALUATION : LA POLITIQUE PUBLIQUE DE L'HEBERGEMENT DES PERSONNES SANS DOMICILE : COMMUNICATION AU PRESIDENT DE L'ASSEMBLEE NATIONALE POUR LE COMITE D'EVALUATION ET DE CONTROLE DES POLITIQUES PUBLIQUES*

⁵ FNARS (2014) Ibid.

⁶ INSEE cited in Foundation Abbé Pierre (2014) *L'état de Mal Logement En France: 19eme Rapport Annuel*, available at: http://www.fondation-abbe-pierre.fr/sites/default/files/content-files/files/rapport_2014_sur_letat_du_mal-logement_en_france.pdf

⁷ Ligue Des Droits d'Homme (2013) <http://www.ldh-france.org/Evacuations-de-Roms-des-niveaux.5219.html>

	<p>Reception, Accommodation and Reintegration Plans (PDAHI); through a “humanising” programme for shelters and hostels; through a rights-based approach; through structural involvement of users in policy design and through the introduction of a single contact person to oversee each homeless person’s case.</p> <ul style="list-style-type: none"> ○ Prioritising housing solutions through rent mediation; through promoting access to housing for vulnerable groups such as prison leavers, refugees, young people and people with mental health problems; through the development of “adapted” housing solutions such as 15,000 places in “<i>maisons relais</i>” (adapted boarding houses) by the end of 2011; through measures to increase access to private and social housing; through measures to fight unfit housing and combat evictions; as well as through a national social experimentation programme on Housing First for people with mental health problems called “<i>Un chez-soi d’abord</i>”. <p>Resources</p> <p>A range of funding has been made available to support the strategy including €170 million over three years to “humanise” temporary accommodation; €200 million to fight unfit housing; funding for the “<i>Solibail</i>” experimental rental mediation scheme in Paris; funding for a large experimental Housing First programme and funding for social housing.</p> <p>The complexity of funding streams and the division of competence between government levels mean it is not possible to quantify an overall “homelessness” budget. Between 2006 and 2010, spending on the shelter sector rose by more than 50% - from €753.02m to €1,130.17m. Since 2010, budgets have stabilised as the strategy aims to refocus funding from temporary accommodation to permanent housing. In early 2011, a government memorandum announced cuts of 2.9% compared to the previous year. NGO service providers have been critical of the fact that central budgets have not been developed in line with the stated ambition of the national strategy for reform and that insufficient investment has been made into prevention and permanent housing.</p> <p>As part of the austerity policy initiated by the Prime Minister in 2014, some of the measures contained in the Multi-annual Plan on Poverty and Social Inclusion are to be deferred for a year, until September 2015. It is not yet possible to give details about the impact of this measure.</p> <p>Governance</p> <p>DIHAL was created in 2010. Its role is to develop, coordinate and monitor the implementation of policies on homelessness. The responsibility for implementation is shared with regional and local authorities.</p>
<p>Targeted Prevention</p>	<p>The national strategy outlines a number of interventions on preventing eviction. Recommendations have been made by central government regarding strategies for early intervention. This includes the installation in all departments of CCAPEX (Coordination Commissions for the prevention of evictions). The implementation of this instrument has hitherto been partial and insufficient to have any impact. There remains a lack of clear statistical evidence relating to actual evictions rather than the risk of eviction. In addition, there is a specific problem of people living in extreme insecurity having been legally evicted but remaining in the property because law enforcement support has not been provided by local government to enforce the eviction. However, the new “Alur” law strengthens the role of CCAPEX, the prevention of arrears and tenant protection in the case of sale or recovery of the property by the owner.</p> <p>People whose housing need is recognised as urgent and priority (according to the DALO law on a justifiable right to housing) cannot be evicted unless they have an effective rehousing</p>

	<p>option (26th October 2012 memorandum.⁸)</p> <p>According to the national strategy, 10% of people released from prison in France have nowhere to go. Securing housing for people leaving prison is one of the priorities outlined by the strategy, and plans are set out for joint working with the Ministry of Justice. The Court of Auditors' evaluation of the homelessness strategy concludes that coordination between administrations on the ground is fairly well-developed but that there is disparity at local level and that implementation could be improved, particularly in relation to short sentences. It calls for improved knowledge of the housing and homelessness pathways of people leaving prison.</p> <p>Service providers report a growing number of young people leaving state care are entering homelessness services. Budgetary constraints are leading to a shortening in follow-up care. The Court of Auditors' evaluation of the homelessness strategy has called for more investigation in order to improve understanding of the situation of young people leaving care.</p>
<p>Housing-Led Approaches</p>	<p>The housing-led approach is central to the national strategy (see above). A national experimental project is currently being carried out on Housing First called "<i>Un Chez Soi d'Abord</i>". It is testing a Housing First intervention for homeless people with mental health problems in four cities over four years.</p> <p>According to the Court of Auditors evaluation of the national strategy, the supply of supported/adapted housing such as "<i>pensions de famille</i>"/"<i>maisons relais</i>" remains below the demand. Furthermore, the rate of development is below the government target.</p> <p>Increasing access to mainstream housing to people on low incomes is one of the main objectives of the strategy. Resources devoted to increasing the social housing stock have increased significantly since the first half of the 2000s. However, the increases have been lower than planned and the stock remains insufficient in many areas, especially in the Ile-de-France region. The objective for 2010 was 140,000 houses. 131,509 were built.</p> <p>The national strategy also includes a number of measures to improve the 'mobilisation' of existing social housing stock. A target has been established to mobilise an overall quota of 25% of the social housing in each French <i>département</i>, which the state can allocate to homeless and poorly housed people, as well as to those recognised as in priority housing need by the DALO law. Attempts to make the private rental sector more social through rental mediation are also a significant part of the national strategy. The scale of this type of intervention currently remains insufficient compared to the demand.</p> <p>Overall, NGOs consider that the stated 'housing-led' orientation of the national strategy still needs to be translated into practice at regional and local level. The inadequacy of temporary shelter and poor links between it and permanent housing solutions are causes for concern for stakeholders.</p>
<p>Quality of Homeless Services</p>	<p>A lot has been invested into the "humanisation" of shelters in order to improve conditions. The state spent €175m between 2008 and 2010 on renovating 11,562 places in shelters and creating 3,786 additional shelter places and housing units. By 2010, approximately 23% of the total capacity had been renovated, rehabilitated or built in 3 years.</p>
<p>Remarks on Research</p>	<p>The national observatory on poverty and exclusion brings together a large body of research on homelessness. DIHAL has actively promoted research and evidence-based approaches. However, overall monitoring and diagnostic tools need further refinement so that the strategy</p>

⁸ <http://www.jurislogement.org/files/Circulaire%2026-10-12%20lien%20DALO-Expulsion.pdf>

	can be properly evaluated and revised in line with a better understanding of need.	
Remarks on Budget Evolution	See 'resources' under 'National Strategy' above.	
Remarks on Key Policy Developments	Positive	Negative
	Development of an integrated national homelessness strategy, consensus and partnership around the housing-led orientation. The new government has committed to continue working within this framework and further develop the strategy under the DIHAL.	<p>The ongoing and worsening problem of housing affordability has been heightened by the financial crisis. The Monitoring Committee for the implementation of the DALO established that the cost of housing for the poorest 20% rose from 32% of the household budget in 1992 to 48% in 2006. The middle class is also increasingly vulnerable to housing exclusion.</p> <p>Recent changes in the calculation of social security allowances, including the substitution of one type of allowance for another, impacts negatively on households. For example, the method of calculating housing benefit for people moving into work and receiving an earned income supplement can lead to sudden drops in housing benefit and leave people unable to pay the rent.</p> <p>Since 2010, the retrospective payment of housing benefit for up to three months has been scrapped in a bid to reduce social security spending. This increases the risk of homelessness as it is administratively very challenging for people moving or experiencing a change of circumstances to make a formal application from the first day. It also compromises the functioning of social landlords and social rental agencies.</p>