



FEANTSA

## Luxembourg FEANTSA Country Fiche<sup>1</sup>

<p><b>Key Statistics</b></p>	<p>There is currently no national-level data-collection system on homelessness in Luxembourg.</p> <p>The only official scientific study on homelessness and housing exclusion in Luxembourg was published by CEPS in 2007, on behalf of the Ministry of the Family. It enumerated adult users of day centres, shelters, hostels, and supported housing during the week beginning 6<sup>th</sup> February 2006. 715 homeless people were identified, including:</p> <ul style="list-style-type: none"> <li>○ 30 people who had slept rough the previous night (ETHOS 1.1);</li> <li>○ 136 people who had stayed in a night shelter (ETHOS 2.1);</li> <li>○ 141 people who had stayed in a homeless hostel (ETHOS 3.1);</li> <li>○ 240 people who had stayed in supported housing;</li> <li>○ 40 people who had stayed in hospital or prison (ETHOS 6.1 and 6.2);</li> <li>○ 38 people who were housed by family or friends (ETHOS 8.1).</li> </ul> <p>The Ministry of the Family and Integration also collates reporting of social service providers and publishes the results in an annual report. In 2013:</p> <ul style="list-style-type: none"> <li>○ 372 people used classical structures (day and night shelters for urgent situations). This is less than in 2012 because people are staying longer and so they are blocking beds, meaning that newcomers have to wait.</li> <li>○ 1,056 people stayed in dwellings rented by social services for homeless people (supported housing);</li> <li>○ 105 young people used specialised supported housing services for youngsters.</li> </ul> <p>Total: 1,533 people in about 10 organisations<sup>2</sup></p> <p>There are two other sources of data that help to get an idea of the homelessness problem in Luxembourg:</p> <ol style="list-style-type: none"> <li>1. The domiciliation commission, which tries to get an address for people who have lost it because they moved into a dwelling which is not authorised as such by the municipalities and where people are not allowed to live. 610 requests were addressed to this commission by 368 different people in 2013. This represents an increase of 13% compared to 2012.</li> <li>2. The Ministry of The Family's special "winter action plan" in collaboration with Caritas, Inter Actions and the Red Cross (see below).</li> </ol>
<p><b>Increase/Decrease in Number of Homeless People</b></p>	<p>Evaluation of the Winter Action Plan showed that 297 different homeless individuals were identified during winter 2008/2009, a figure that rose to 383 people in winter 2009/2010, 422 people in winter 2010/2011 and reached 519 in winter 2011/2012. During winter 2012/2013, this number rose to 684 different persons. We have to conclude that one of the objectives must be to have a clearer picture of changes in the general extent of homelessness over time</p>

<sup>1</sup> Last updated January 2014

<sup>2</sup> See [http://www.mfi.public.lu/publications/01\\_rapports-activite/rapp\\_act\\_2013.pdf](http://www.mfi.public.lu/publications/01_rapports-activite/rapp_act_2013.pdf)

	at national level, but there is evidence that the problem is not decreasing.
<b>Change in Profile of Homeless People</b>	<p>According to the 2013 report by the Ministry of Family and Integration, users of night shelters in Luxembourg are decreasing in number (from 658 in 2010 to 372 in 2013). However, there has been an increase in the average number of nights spent in the shelters (38.6 days on average in 2010 and 76 in 2013). About 30 different nationalities were identified amongst the users of night shelters. Approximately 48% were from Luxembourg, 40% were nationals of another EU Member State (most commonly Portugal, France or Italy) and 12% were third country nationals. The Ministry also reported that 28% of shelter users were aged between 18 and 30 in 2013.</p> <p>The <i>Ulysse</i> shelter run by Caritas in Luxembourg City has reported an ongoing high level in the number of young people it receives. People under 30 accounted for 25% of its users in 2009, 29% 2010, 46.2% in 2011 and 31.5% in 2012. <i>Ulysse</i> shelter data also indicates a increasing proportion of people using its services over long periods. Between 2009 and 2012, the number of different clients per year decreased by 64%, but the average time spent in night shelters doubled in the same period (reaching 70.2 nights in 2012). People stay much longer at the night shelter. The proportion of people over 50 years increased from 11.4% in 2009 to 18.7% in 2012. On average, people over 50 years spent 114 nights in the <i>Ulysse</i> Shelter and people under 50 years only 74 nights. This suggests that specific interventions are required for long-term homelessness.</p>
<b>National Strategy</b>	<p><b>National Strategy</b></p> <p>In March 2013, the Luxembourg Family and Integration Minister announced and explained the national homelessness strategy. The strategy:</p> <ul style="list-style-type: none"> <li>• was adopted on the 18<sup>th</sup> January 2013 by the Government;</li> <li>• provides a framework for all the governmental activities to fight homelessness an exclusion from housing;</li> <li>• requires the collaboration of all governmental bodies and the NGOs working in this field;</li> <li>• is based on the Housing First approach;</li> <li>• has four main objectives: <ol style="list-style-type: none"> <li>1. Provide homeless people with decent and stable dwellings;</li> <li>2. React rapidly and adequately to urgent situations;</li> <li>3. Prevent homelessness;</li> <li>4. Boost the existing measures and consolidate governance;</li> </ol> </li> <li>• will be implemented through 14 concrete actions;</li> <li>• will run from 2013 to 2020.</li> </ul> <p><b>Governance</b></p> <p>Responsibility for the delivery of homelessness services is divided between different levels. Nationally, emergency and transitional support is organised and funded by the three key Ministries – Family and Integration, Health, and Equal Opportunities. Other relevant national ministries are the Ministry of Housing, which provides funds to social housing investment; the Ministry of the Interior, and the Ministry of Labor. Regionally, the newly-formed regional welfare offices are responsible, according to Article 7 of the Social Welfare Act, for providing material assistance, shelter and support/social assistance in a coordinated fashion. Finally, municipalities, together with the welfare offices are responsible for supporting social integration and preventing homelessness and the loss of housing.</p>
<b>Targeted</b>	The national strategy emphasises the importance of the issue of people leaving institutions

<b>Prevention</b>	who have lost their housing and are at risk of being unable to access social rights because they lack a legal place of residence. Social housing represents only 2% of all dwellings in Luxembourg, which makes prevention very difficult.	
<b>Housing-Led Approaches</b>	The national strategy is based on housing-led approaches, but the shift is not yet complete.	
<b>Quality of Homeless Services</b>	The <i>Ulysse</i> Centre run by Caritas can serve as a case-study giving some insight into the quality of shelter services. It provides a day centre and overnight shelter. The service has two dormitories with 6 beds, two with 4 beds, 18 double rooms and 8 single rooms. The other night shelters in Luxembourg have mostly dormitories with between 4 and 8 beds.	
<b>Remarks on Research</b>	The only scientific study on homelessness and housing exclusion in Luxembourg was the aforementioned study conducted by CEPS, which was published in 2007. The preparatory work on a national strategy has underlined the need for better research, including statistical monitoring of homelessness and the impact of the future strategy. Caritas Home and Solidarity in collaboration with the Public Health Research Centre (PRC Health) has launched a study on the number of people who stay for long time in night shelters without managing to find another housing solution. It will be published in May or June 2014.	
<b>Remarks on Budget Evolution</b>	The Ministry of the Family has gradually increased the budget targeting care for homeless people. Recent investments have been made in the area of youth homelessness and, according to the homelessness strategy, there are plans to invest in a more housing-led approach in the future.	
<b>Remarks on Key Policy Developments</b>	<b>Positive</b>	<b>Negative</b>
	<p>Creation of a social rental agency in 2009, which today provides access to 124 dwellings for 385 people (including 175 children) with a housing problem defined by ETHOS.</p> <p>Launch of the national strategy with a housing-led approach.</p>	<p>The financial crisis has also reached Luxembourg and to restore the balance of the state budget there will be serious cuts in the social budgets.</p> <p>In the context of the debate on the decentralisation of services for homeless people, municipalities have rarely been willing to accept any establishment of transitional or emergency structures, even permanent housing for homeless persons within their territories.</p> <p>Currently, budgets are restricted and there is a lack of additional funding for the strategy.</p>