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Spain

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Key Statistics	<p>National systems for data collection on homelessness are in place in Spain but there are some significant gaps. The estimated homeless population according to NGO service providers is between 23,000 and 30,000/35,000 people.²</p> <p>National Statistics</p> <p>Since 2004, the Spanish National Statistics Institute (INE) has carried out two surveys on homelessness:</p> <ul style="list-style-type: none">○ Survey of homeless people (EPSH-Personas Survey)○ Survey of homeless services (EPSH-Centros Survey) <p>Coverage is limited to municipalities with over 20,000 inhabitants. The definition of homelessness used by the national statistics institute covers:</p> <ul style="list-style-type: none">○ People sleeping rough (ETHOS 1.1)○ People living in emergency accommodation provided by the local authority or an NGO (ETHOS 2.1)○ People staying in long-stay group accommodation provided by the local authority or an NGO (non-emergency centres, shelters for victims of domestic violence, centres for asylum seekers or irregular migrants) (ETHOS 3.1 – 5.2)○ People living in buildings that would commonly be considered unsuitable for human habitation (ETHOS 12)○ People living in temporary accommodation such as pensions or guest houses○ People living in squats (ETHOS 8.2 and 8.3) <p>According to the latest national Survey on Homeless Persons by the Spanish National Statistics Institute (INE), 22,938 people used homeless accommodation and catering facilities in Spain in 2012.³ This compared to 21,900 in 2005, representing an increase of 4.8%. It is very important to note that:</p> <ul style="list-style-type: none">○ The data excludes people who are not using services – there are therefore no official statistics regarding rough sleepers.○ The data includes people who receive food aid but are not actually homeless <p>The survey also showed that 89.0% of homeless persons surveyed slept in the same place every night. 43.9% slept in group accommodation (43.2% in a hostel or residence, 0.5% in shelters for women victims of violence and 0.2% in centres for refugees). Another 20.8% slept in flats or pensions provided by NGOs or other institutions, and the remaining 35.3% stayed outside of the existing care network, either in public spaces (14.9%), in make-shift</p>
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¹ Last updated January 2014

² This is based on adding 6,000 to 10,000 rough sleepers that Caritas estimates to the 22,938 people INE surveyed in homeless services in 2012

³ INE (December 2012) Survey on Homeless Persons Results preview, 2012, available at http://www.ine.es/en/prensa/np761_en.pdf

	<p>accommodation (12.8%) or in squats (7.6%).</p> <p>Caritas and other NGO service providers consider that the real number of homeless people is much greater than the results of the INE survey indicate. Caritas reports that an estimated 6,000 to 10,000 people slept on the streets in Spain in 2011.⁴ Caritas' figures also show an increase in the number of homeless people using their services from 24,463 in 2007 to 30,415 in 2011.</p> <p>Regional/Local Surveys</p> <p>In addition, there are a variety of data collection mechanisms at local and regional level. Several municipalities carry out local counts of rough sleepers at night. The last count of homeless people in Barcelona, in March 2013, reported that the total number of homeless people on a given night was 2,916.⁵ This breaks down into the following categories:</p> <ul style="list-style-type: none"> ○ Number of people sleeping rough: 870 (ETHOS 1.1) ○ Number of people living in overnight shelters: 259 (ETHOS 2.1) ○ Number of people living in homeless hostels: 333 (ETHOS 3.1) ○ Number of people living in flats provided by homeless services: 356 (ETHOS 7) ○ Number of people living in unofficially rented rooms: 499 (ETHOS 8.2) ○ Number of people living in settlements: 595 (ETHOS 11)
<p>Increase/Decrease in Number of Homeless People</p>	<p>There has been a rapid increase in the number of people in inadequate and insecure housing in the context of the economic and financial crisis. Growing unemployment and income falls have increased vulnerability to homelessness as more people are unable to meet housing costs. Austerity measures and cuts are having an impact on service capacity.</p> <p>As mentioned above, the latest national Survey on Homeless Persons by the Spanish National Statistics Institute (INE) counted 22,938 people using homeless accommodation and catering facilities in Spain in 2012. This compared to 21,900 in 2005, representing an increase of 4.8%. In Barcelona, 2,013 homeless people were counted in a survey on a given night in 2008 and 2,791 by the same survey in 2011, representing an increase of 32.1 %.⁶ This includes a 40% increase in people living in inadequate housing and a 17% increase in rough sleeping. Whilst methodological changes contributed to this dramatic increase, it does reflect a widely acknowledged trend. As mentioned above Caritas figures show an increase in the number of homeless people using services – from 24,463 in 2007 to 30,415 in 2011.</p>
<p>Change in the Profile of Homeless People</p>	<p>Homelessness Amongst Immigrants</p> <p>In 2012, 54.2% of homeless service users surveyed by the National Statistic Agency were Spaniards and 45.8% were foreign nationals. Data from numerous Spanish cities (including Madrid, Barcelona, Lleida Castilla, Leon, Salamanca, Segovia and Soria) indicate a high and increasing proportion of homeless immigrants over recent years. Nevertheless in 2013, the proportion of immigrants, including mobile EU citizens was about 50 – 55%. There are indications that the proportion of migrants may have decreased slightly due to the following:</p> <ul style="list-style-type: none"> ○ Undocumented migrants are actually excluded from some legal social provisions ○ More than 1,000,000 migrants returned to their origin countries of origin in the last two

⁴ Caritas (2011) *Cáritas ante la crisis. VI Informe sobre las demandas atendidas a través de la red confederal de Acogida y Atención primaria*. Cáritas Española. Madrid

⁵ Sales, A.; Diagnosi (2013). *Les persones sense llar a la ciutat de Barcelona i l'evolució dels recursos de la Xarxa d'Atenció a les Persones Sense Llar*, XAPSELL, 2013, P. 24

⁶ Sales, A (2012) *La situació de les persones sense llar a Barcelona el 8 de novembre de 2011 i l'evolució dels serveis residencials, març de 2012*

years

- o A lot of new homeless Spanish people

This evolution reflects the vulnerabilities in the context of the crisis for migrants.

“New Entrants” to Homelessness as a Result of the Crisis

There is evidence of a broadening of the socio-economic profile of the homeless population. An increasing number of homeowners are confronted with homelessness. There has been an unprecedented increase in the number of mortgage foreclosures since the beginning of the financial and economic crisis. In 2010, 93,636 foreclosures took place, compared with 25,943 in 2007. In 2011, 77,854 foreclosures took place, and from January to June 2012, 48,213. Evictions for non-payment of rent are increasing: 68,503 in 2010, 69,611 in 2011 and 75,432 in 2012.⁷ There are reports of a growing number, including from the middle class, of people resorting to food distribution as a result of becoming unemployed. Whilst users of these services are not all homeless, it is an indication of increasing vulnerability.

The traditional profile of homeless people was a middle-aged man, single, with alcohol abuse issues, socially disadvantaged and with low level of education. The 2012 Survey data from INE indicates that there are “new entrants” to homelessness. This is reflected in the main reasons of homelessness: more people became homeless as a consequence of job loss (from 30% in 2005 to 45% in 2012), or failure to pay for their accommodation (from 11.4% in 2005 to 26% in 2012) while other reasons like relationship break down remained almost unchanged (20.9%). Regarding completed studies, 60.3% of homeless people completed secondary education, 22.2% primary studies or lower, and 11.8% completed higher education. In terms of health, 30.7% reported a chronic illness. It is worth noting that 16.6% of these suffer from some kind of mental health issue and 15.2% of them had a recognised disability. As for drug use, 62.7% stated that they had never used drugs, and 37.3% had used them at some point.

Similarly, service providers working with homeless people have witnessed the appearance of new profiles. In particular, an increasing number of homeless service users are people who are currently unemployed and who have exhausted all available unemployment benefits or other subsidies and entitlements. They often lack family support, or have arrived at a point where their family cannot support them any longer. Cases of loss of habitual residence due to foreclosures or non payment of rent are appearing more frequently in the different services.

Homelessness Amongst Women

Whilst most homeless people are men (80.3% according to the 2012 Survey by the National Statistics Agency), cities such as Segovia and Soria report an increase in the proportion of women in the homeless population.

Age of the Homeless Population

According to National Statistics Agency, the average age of a homeless person was 42.7 in 2012 (compared 37.9 in the 2005 Survey). There has been a reduction in youth homelessness and an increase in the average age of the homeless population in comparison with the 2005 Survey. There is, however consensus that youth homelessness may be hidden as young people do not wish to be considered homeless and are reluctant to access traditional homeless services. Young homeless individuals staying temporarily with friends, squatting or even living in slums around the cities and on streets are common situations. According to the Observatory of Council for the Emancipation of the Youth, 80% of young Spanish people under-30 are still living with their parents due to the high percentage of their income they would need to dedicate to buy or rent a home. Moreover, leaving the family home late on is a

⁷ La vivienda en España en el siglo XXI: Diagnóstico del modelo residencial y propuestas para otra política de vivienda. Coord: Víctor Renes, FOESSA, 2013 (p. 143)

	<p>trait of the Spanish social model. The youth unemployment rate is currently at 54.20% in Spain, and young people facing unemployment face an increased risk of homelessness and housing exclusion.</p>
<p>National Strategy</p>	<p>National Strategy</p> <p>In April 2014, the Parliament approved the first Spanish National Homelessness Strategy and the Ministry is beginning to work with different NGOs to define and develop this Strategy. There have also been strategic developments at the level of different autonomous regions. Catalonia has produced a document known as the “Model for Attention to Homeless People 2010”. It sets out the legal framework for tackling homelessness within the region. This is seen by stakeholders as a prerequisite to a strategy with clear targets, responsible stakeholders, set budgets, etc.</p> <p>Governance</p> <p>In Spain, social policy is the competence of each of the Autonomous Communities (17 in total) and responsibility for homelessness is divided between the region and the local level. Local councils have specific competences and adopt different ways of dealing with social issues. According to the legal framework, municipalities of more than 20,000 inhabitants have specific resources for populations needing special assistance. However, the law does not specifically mention homeless people as a target group. Responsibilities for homeless people, actions, budgets and networks change considerably from one municipality to another.</p>
<p>Targeted Prevention</p>	<p>Overall, prevention of homelessness needs to be further developed in the Spanish context. In the context of the crisis, some limited measures have been developed to prevent foreclosures leading to evictions. In February 2012, the Spanish government announced a “Code of Good Practice” for mortgage lenders, but it only protects those with a mortgage smaller than €100,000 while, in 85% of cases, the amount is higher than this. In certain circumstances, lenders who implement the code should postpone evictions for two years. The code also includes some measures to prevent seizure of the borrowers’ personal assets after they have been evicted. However, there is no obligation for banks to follow the code and there are no sanctions for non-compliance. The code is only applicable in very limited circumstances: all the members of the household must be unemployed, the monthly mortgage instalment cannot be more than 60% of the family income and there must not be a guarantor for the mortgage. As a result, many are not protected by the measure.</p> <p>There are no specific interventions to avert homelessness upon release from institutions.</p>
<p>Housing-Led Approaches</p>	<p>The "Staircase Model" remains the prevalent approach in addressing homelessness in Spain.</p> <p>There are experiences of "<i>housing led approaches</i>" such as the Rental Mediation Programme for disadvantaged groups run by Provienda or housing management of social housing within the Network of Social Housing Inclusion by Fundació Mambre. In the public sphere, a pilot project is currently being designed by the social housing department of the Housing Agency of Catalonia in partnership with different Catalan homeless service providers.</p> <p>The Housing First model is increasingly influential but not widely implemented. Some organisations have begun to implement initiatives in line with the “Housing First” approach by placing people in permanent housing rather than in shelters like the Homeless Support Project in Zaragoza (diocesan Caritas). Although limited and experimental, the RAIS Foundation plans to implement a project that incorporates the “Housing First” approach in several municipalities in 2014. The project adopts an orthodox housing first approach, targeting homeless people with mental health problems, addictions and disabilities in single residential units. The</p>

	implementation will be systematically tested and results evaluated.	
Quality of Homeless Services	The quality of homeless services in Spain is very diverse and there is a lack of coherent information to provide more detailed analysis.	
Remarks on Research	There are some links between policy and research and a number of major studies have been carried out. Overall, there is scope to make policy-making more evidence-based.	
Remarks on Budget Evolution	In the context of the crisis, funding cuts at the level of local and regional authorities are having a huge impact on social services.	
Remarks on Key Policy Developments	Positive	Negative
	Adoption of the first national strategy to tackle homelessness in April 2014.	Cuts to both welfare and homeless services are a major challenge in the current context, especially when combined with rising homelessness. In several Autonomous Communities, subsistence benefits to people in vulnerable situations or experiencing social exclusion have decreased and/or become more difficult to access due to tougher eligibility requirements.