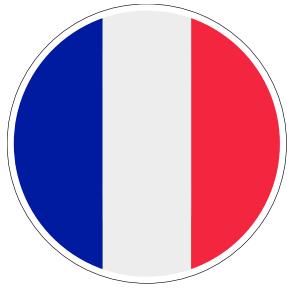


# BRIEF 5

STREETS TO CONGREGATE HOMES  
Municipality of Paris  
Paris, France

INSPIRING PRACTICE

# ID CARD



## POLICY TITLE.

(From the) Streets to Congregate Homes

(Démarche de la rue aux Pensions de Famille, in French)

## MAIN OBJECTIVE.

Increase access to Congregate Housing for rough sleepers and homeless individuals by creating direct pathways from the streets to housing.

## TARGET AUDIENCE.

Chronic rough sleepers and homeless individuals in Paris.

## IN NUMBERS.

**1700**

**70**

**56%**

**Congregate housing first units** - called Pensions de Famille - in Paris in 2025, funded by City Hall and other public funders over the last 25 years.

sites where these Congregate housing units are located across Paris.

of congregate units allocated to homeless households in 2023 (up from 28% in 2022).

## SUMMARY.

The "Streets to Congregate Homes" initiative, launched in 2023, sought to improve the allocation of congregate housing to rough sleepers. The initiative is modelled on the experience of 'Amsterdam', a congregate housing\* site. Its success led to a shift in Paris' allocations policy, leading to a marked increase in the percentage of allocations made to homeless - and particularly rough sleeping - households.

## CONTACT.



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**Le Plan parisien pour le logement d'abord - Ville de Paris**



**Paris City Hall (Ville de Paris)**

[Paris.fr](http://Paris.fr),

\*Congregate homes are residential facilities where several people live together and share common spaces. They usually provide some level of support or supervision while allowing residents a degree of independence.

# Project description

## Addressing Barriers to Housing for Rough Sleepers

Congregate Housing sites have been a cornerstone of Paris City Hall's homelessness strategy for 25 years. Despite their effectiveness, chronic rough sleepers with complex needs faced significant barriers to access. The 'Streets to Congregate Homes' initiative was launched in 2023 to overcome these challenges by directly linking street outreach teams with available units in newly developed congregate housing sites. This measure is part of a broader local policy aimed at addressing the significant issue of homelessness in the French capital.

## A Partnership-Based Approach to Increase Allocations

The initiative leveraged structured collaboration between Paris City Hall, the arrondissements, NGOs managing housing units, and outreach teams. The model was first tested when four chronic rough sleepers were successfully housed in 'Amsterdam', a new congregate site in the 8th arrondissement. Based on this success, four additional sites across Paris adopted the same approach, prioritising direct referrals from the streets from the local neighbourhood for a minimum of half of all new units.

## Impact and Long-Term Policy Change

By demonstrating a replicable model, the initiative influenced broader housing allocation policies. The percentage of Congregate Housing units allocated to homeless individuals doubled from 28% in 2022 to 56%\* in 2023. Despite a slight increase in refusal rates due to complex health needs, overall acceptance rates improved. The initiative remained cost-neutral, using existing resources while strengthening inter-agency coordination. From January 2024, the approach was mainstreamed into Paris City Hall's housing allocation policy.

\*including only people sleeping rough and those classified as 'without stable accommodation'

## TIMELINE

### Autumn 2022

First 4 rough sleepers housed in pilot site in the 8th arrondissement.

### January 2023

Launch of 'Streets to Congregate Homes' pilot covering all 4 new congregate housing sites delivered in 2023

### December 2023

An evaluation confirms the impact of the pilot, with 56% in 2023 of units allocated to homeless households compared to 28% in 2022.

### January 2024

Based on the success of the pilot, the approach was mainstreamed. Half of all new units are now ring-fenced for rough sleepers.

# Inspiration note

## Pensions de Famille as a Pillar of Housing First in France

In France, *pensions de famille* are a form of congregate housing developed as part of the national Housing First strategy. They offer permanent supportive housing through individual units combined with shared communal spaces and on-site social support. Aimed at people experiencing long-term housing exclusion, including those with complex health and social needs, these small-scale residences (typically 15 to 25 units) promote autonomy and foster a sense of community. Primarily funded through national budgets, with additional local contributions, *pensions de famille* provide secure, stable tenancies and serve as a long-term alternative to shelters and hostels.

## Lessons from Paris: Removing Structural Barriers to Housing

This approach highlights the importance of reviewing allocation practices to remove structural obstacles that prevent rough sleepers from accessing long-term housing. By using existing resources and fostering collaboration between municipalities, homelessness outreach teams, housing providers, and social services, the initiative demonstrates that even cost-neutral policy adjustments can have a profound impact on reducing homelessness. The Paris case provides a replicable model for other cities seeking to strengthen Housing First implementation through congregate housing and direct access to permanent housing solutions.

The development of this sort of 'streets to homes' approach has however raised challenges for the support service teams of these sites. Paris City Hall has therefore launched an action training programme aimed at supporting these teams to provide high fidelity housing first support services that integrate risk reduction and recovery approaches.



**Ruth Owen**  
**Deputy Director, FEANTSA, Belgium**

Pension de famille provide very affordable housing with a community & support dimension, in the context of a full tenancy agreement. This in itself could be a source of inspiration.

The Paris "Streets to Congregate Homes" initiative shows that structural barriers in housing allocation can be overcome without new resources, simply by rethinking pathways and strengthening partnerships.

By ring-fencing half of all new congregate housing units for direct referrals from street outreach, Paris doubled the share of allocations to homeless households in just one year (from 28% to 56%).

This cost-neutral, partnership-based approach provides a replicable model for other European cities: aligning local housing providers, municipalities and outreach teams can unlock existing housing stock for rough sleepers while reinforcing Housing First strategies.