Headlines on Housing Exclusion & Homelessness for the EU Semester 2027

This working document was drafted by the FEANTSA (the European Federation of Organisations working with Homeless People) with the intention of supporting Commission services working on the Country Analysis for the 2027 European Semester. The aim is to provide relevant information and statistics that could inform country specific analysis and recommendations.

For each Member State, it brings together the main statistics and trends on housing exclusion and homelessness and – building on the housing annexes of the 2026 Semester and the country-specific recommendations – highlights where homelessness could be more fully reflected in reform and investment priorities.

The primary source is the Eleventh Overview of Homelessness and Housing Exclusion published by FEANTSA and the Fondation pour le Logement des Défavorisés in September 2026. Part of the information and data compiled in this report was provided by FEANTSA members.

Homelessness remains a persistent social challenge in all Member States and is increasing in a majority. It merits particular attention in this year's Semester because the Council has recently adopted a first-ever Council Recommendation on fighting housing exclusion, including homelessness. The Recommendation promotes a person-centred, housing-led approach (such as the "Housing First" model). It builds on the commitment by all Member States to work towards ending homelessness, as laid out in the Lisbon Declaration. Fighting housing exclusion effectively necessitates reforms and investments at national level, in line with the goals of the Anti-Poverty Strategy and the Affordable Housing Plan.

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Housing Exclusion

For each member state, a summary table presents 2025 performance on the main housing exclusion indicators available from EUSILC (households overburdened by housing costs, share of housing costs in household income, households in rent or mortgage arrear, people living in overcrowded accommodation, households unable to keep home adequately warm). The figures show each indicator for the total population and the population living below the poverty line or at risk of poverty and social exclusion. Evolution 2024-2025 and evolution 2015-2025 are also presented. Trends to watch and percentages above the EU average are shown in red font.

Homelessness

The document also summarises recent statistical data on homelessness. These data come from census based on a sufficiently reliable methodology with wide geographical coverage. Wherever possible, preference has been given to statistics from official institutes or research whose results are approved by the authorities. For census with detailed results, the data for

each housing exclusion situations covered has been reorganised as far as possible to match the ETHOS categories (see below). Where the situations described by the classifications used in the census could not be precisely redistributed, the results were considered to straddle several ETHOS categories. Living situations not described by ETHOS have been grouped in an "Other" category.



To go further, see also :

- **European Union Agency for Fundamental Rights (FRA)** : Fundamental Rights Report – Country Study – Housing crisis and people experiencing homelessness in 2025
- **OECD** : Country Notes - Data on Homelessness and Housing Exclusion

Austria

2026 Semester Cycle, 2027 Outlook

The Housing Annex provides an overview of homeless numbers and services. It notes the establishment and progress of the Wohnschirm federal programme and suggests the need for additional measures under the anti-eviction pillar of the programme. However, none of these translate into the Country Specific Recommendations, which frames housing as a labour mobility issue and does not address its social inclusion dimension.
Continued efforts are required to address homelessness, notably through the implementation of the Wohnschirm progamme, but also by developing a national strategy to end homelessness. With its strong focus on Housing First and eviction prevention, the Wohnschirm programme already provides very important components for improving the situation of homeless people in Austria; however, it cannot yet be considered an adequate, coherent strategy, as it relies on regional support systems that vary greatly in both quality and quantity. Furthermore, the programme covers only certain aspects of an adequate package of measures to end homelessness. The programme is not accompanied by a strategy addressing the needs related to temporary services, such as emergency shelters or day centers, or other forms of housing assistance for service users, such as transitional housing and it also does not provide a path to deinstitutionalization.
A national strategy should aim to ensure high-quality, needs-based services in all federal states and regions and to establish adequate access to the support system as well as pathways for transitioning within the system. This should be based on a broader data collection effort that provides insight into homelessness in Austria.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	6.1	32.1
	2024	6.3	35.5
	2015	6.4	34.8
Share of housing costs in household in income	2025	17.2	38.8
	2024	18.3	42.0
	2015	18.4	39.5
Arrears on mortgage or rent payments	2025	4.5	15.0
	2024	5.1	15.6
	2015	3.4	10.2
Arrears on utility bills (water, electricity, gas, heating)	2025	4.7	12.1
	2024	5.3	14.8
	2015	3.5	10.9
Overcrowding rate	2025	14.2	37.5
	2024	13.7	35.4
	2015	15.0	34.1
Inability to keep home adequately warm	2025	4.0	9.0
	2024	4.0	10.7
	2015	2.6	8.0

Homelessness

Methodology	Recording
Short-term trend (latest two figures)	Increase (+4% since 2022)
Long-term trend (earliest vs. most recent figure)	Increase (+22% since 2008)
Detail	Administrative data - Population register
Date	2023
Source	Statistik Austria

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
without details by category							20,573	23

Belgium

2026 Semester Cycle, 2027 Outlook

The 2026 Housing Annex notes the high number of people experiencing homelessness in Belgium and its high increase in Brussels. It also notes the specific difficulties of asylum seekers and the state's failure to comply with minimum reception standards. It moreover emphasizes the long social housing waiting lists. None of these translate into the Country Specific Recommendations, whose only reference to social housing is related to decarbonisation. Federal cuts to the Cold Weather Plan and to the homeless emergency services under the Brussels Deal are part of a broader austerity package that includes the defunding of social protections in Belgium. We therefore must draw attention to the social consequences of the public spending cuts which are urged by the Country Specific Recommendations.

2027 Outlook: Include combatting homelessness and expansion of social housing among the priorities identified in the 2027 CSR; ask for social impact assessments of public spending cuts and for ensuring these do not come at the expense of both emergency and housing-led responses to homelessness; address the criminalization of begging at local level as conflicting with the Council Recommendation's provision on "ensuring that any public order measures relating to public spaces respect the dignity and fundamental rights of people experiencing homelessness".

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	6.7	31.3
	2024	6.7	33.3
	2015	9.4	37.6
Share of housing costs in household in income	2025	17.6	34.6
	2024	17.8	36.2
	2015	20.2	38.5
Arrears on mortgage or rent payments	2025	1.8	7.9
	2024	1.9	6.1

	2015	3.1	12.1
Arrears on utility bills (water, electricity, gas, heating)	2025	4.0	11.4
	2024	4.0	11.8
	2015	5.1	18.6
Overcrowding rate	2025	6.6	22.8
	2024	6.5	17.7
	2015	1.6	6.5
Inability to keep home adequately warm	2025	4.2	13.2
	2024	4.8	12.0
	2015	5.2	14.8

Homelessness

Methodology	Count
Trend	An upward trend can be observed in Brussels, where the number increased by 468% between 2008 and 2024 (+37% between 2022 and 2024). No comparable data series are available for Flanders and Wallonia.
Detail	Data from service providers - Street count
Date	2024 / 2025
Source	Bruss'help / LUCAS KU Leuven

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
2,585	3,665	12,599	4,352	7,618	14,839	3,869	49,527	42

Bulgaria

2026 Semester Cycle, 2027 Outlook

The 2026 Housing Annex provides a comprehensive overview of the policy gaps for preventing and addressing homelessness, including through social housing policy. It acknowledges the lack of data and monitoring, the lack of a strategic framework and of a housing-response to homelessness. It also notes the limited progress in deinstitutionalising disability services and the very high rate of housing deprivation faced by the Roma community, although, unlike in the case of other MSs, there is no acknowledgement of the extent and gravity of the issue of informal settlements (as highlighted by the 2025 Civil society monitoring report on the implementation of the national strategic framework for Roma equality, inclusion, and participation for Bulgaria).
In Bulgaria, deinstitutionalisation continues to rely heavily on smaller residential facilities rather than independent living arrangements supported by accessible housing and community-based services. For Roma communities, the demolition of homes in Sofia's Zaharna Fabrika neighbourhood in 2025 highlights the need for stronger safeguards against forced evictions without adequate housing alternatives and for greater housing security in informal settlements. For Roma communities living in informal settlements, Bulgaria should explore legally feasible and affordable pathways to secure land tenure, including the possibility for long-term residents to purchase publicly owned land where

permitted by law, alongside mechanisms for regularising existing housing where planning and safety requirements can be met. Such measures should be accompanied by access to basic infrastructure and safeguards against forced evictions without adequate housing alternatives.

In addition to the Housing Annex, the 2026 Social Policy Annex also notes the challenges in the implementation of the European Child Guarantee, including in relation to ensuring affordable housing.

An additional policy gap concerns the prevention of homelessness among young people leaving alternative care. Despite existing deinstitutionalisation policies and social services, access to affordable housing and sustained support during the transition to independent living remains insufficient. The 2027 CSRs should explicitly address housing insecurity among care-leavers and promote integrated housing and social support within individual transition plans.

Despite no explicit mention of either homelessness or social housing in the CSR, there are two 2026 recommendations that can provide bridges for concrete action in combatting homelessness and housing exclusion: "Tackle energy poverty through targeted measures" and "Address social inclusion by improving access to better integrated employment and social services, community-based long-term care, and a more effective minimum income support". These can be interpreted to the benefit of some of the most marginalized groups: people living in informal settlements and people living in institutions for lack of adequate affordable housing and social supports solutions.

The substantial gaps between homelessness and social housing policy in Bulgaria on the one hand, and the pillars and actions of the Council Recommendation on fighting housing exclusion, including homelessness on the other, call for the inclusion of relevant targeted priorities under the 2027 CSR.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	6.9	27.0
	2024	8.0	29.4
	2015	14.8	44.6
Share of housing costs in household in income	2025	18.1	34.0
	2024	19.3	35.0
	2015	25.0	41.8
Arrears on mortgage or rent payments	2025	0.8	1.4
	2024	0.8	1.5
	2015	1.9	1.3
Arrears on utility bills (water, electricity, gas, heating)	2025	17.2	35.3
	2024	17.6	33.2
	2015	31.4	50.3
Overcrowding rate	2025	32.5	40.3
	2024	33.8	42.9
	2015	41.4	48.5
Inability to keep home adequately warm	2025	16.1	33.1
	2024	19.0	37.2
	2015	39.2	66.8

Homelessness

Data not available.

Croatia

2026 Semester Cycle, 2027 Outlook

The 2026 Housing Annex draws attention to the lack of systematic data collection regarding people experiencing homelessness, as well as the lack of a proper social housing policy. It moreover notes the high level of institutionalisation, which should be taken into account in data collection on homelessness.
The CSR does not comprise any reference to homelessness, but the recommendation on improving access to community-based care can provide a link between deinstitutionalisation policy and social housing policy, considering that affordable housing for people with very low incomes would be necessary to facilitate integration outside of care institutions. The CSR also recommends improvement of monitoring of social and affordable housing, noting that "a national monitoring framework would better capture housing challenges for vulnerable groups across the country and inform appropriate policy action for affordable and social housing." FEANTSA is supportive of the recommendation that housing policy should address urgent housing needs based on local needs assessments that take into account people experiencing homelessness and housing exclusion.
The substantial gaps between homelessness and social housing policy in Croatia on the one hand, and the pillars and actions of the Council Recommendation on fighting housing exclusion, including homelessness on the other, call for the inclusion of relevant targeted priorities under the 2027 CSR.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	3.2	14.9
	2024	3.7	16.8
	2015	7.2	31.1
Share of housing costs in household in income	2025	11.5	26.4
	2024	13.0	27.5
	2015	18.9	37.1
Arrears on mortgage or rent payments	2025	0.3	0.6
	2024	0.6	1.2
	2015	1.6	1.8
Arrears on utility bills (water, electricity, gas, heating)	2025	7.3	14.2
	2024	8.8	16.2
	2015	28.7	40.5
Overcrowding rate	2025	31.8	26.9
	2024	31.7	29.2
	2015	41.7	45.0
Inability to keep home adequately warm	2025	4.2	13.7
	2024	4.6	13.4
	2015	9.9	23.7

Homelessness

Data not available.

Cyprus

2026 Semester Cycle, 2027 Outlook

The 2026 Housing Annex notes the prevalence of emergency, temporary and ad hoc responses to homelessness to the detriment of a long-term, structural, housing-led approach. No published official data on the number of people experiencing homelessness is available and social rental housing policy is just starting, with a stock close to 0%.
Although there is no mention of homelessness in the CSR, it nonetheless notes obstacles to deinstitutionalisation and the impact of the lack of social housing on vulnerable households. **The recommendation to improve social protection for vulnerable groups by increasing the availability of affordable and social housing should be interpreted in line with the pillars and actions of the Council Recommendations on housing exclusion, including homelessness, and should be maintained in the 2027 CSR.**

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	2.4	7.6
	2024	2.4	9.2
	2015	3.9	13.1
Share of housing costs in household in income	2025	10.9	16.7
	2024	11.4	19.0
	2015	14.0	22.1
Arrears on mortgage or rent payments	2025	4.5	8.4
	2024	4.8	10.2
	2015	8.0	13.7
Arrears on utility bills (water, electricity, gas, heating)	2025	8.2	17.1
	2024	7.8	15.8
	2015	20.1	35.5
Overcrowding rate	2025	2.2	7.6
	2024	2.4	7.0
	2015	1.4	3.5
Inability to keep home adequately warm	2025	11.3	34.6
	2024	14.6	42.5

	2015	28.3	49.2

Homelessness

Data not available.

Czechia

2026 Semester Cycle, 2027 Outlook

The 2026 CSR for Czechia is one of the several that **explicitly flags the severity of homelessness and housing exclusion together with the lack of social housing availability**. In our view, the recommendation to "improve the supply of affordable and social housing by expanding the role of the public and non-profit sectors" should be read together with the specific recital. This reading is supported by the Housing Annex and the Country Report, which note the small size of Housing First projects compared to the existing needs, insufficient financial support for municipal housing, the poor housing conditions of the Roma community and the lack of funding for the implementation of the recently adopted Housing Support Bill. Thus, expanding the role of public and social housing providers should be complemented by built in mechanisms to directly address the housing needs of people experiencing homelessness and housing exclusion

However, the 2026 Report and CSR omit several critical systemic issues that directly exacerbate housing exclusion in Czechia. Most urgently, the ongoing reform of housing allowances significantly jeopardizes housing affordability for vulnerable groups, creating an acute risk of housing loss for a large number of households unable to cover rent and utility costs without adequate state support. Furthermore, pervasive discrimination against the Roma community in access to housing—an issue currently subject to a collective complaint (FEANTSA v. the Czech Republic)—must be explicitly addressed rather than reduced solely to poor housing conditions. Finally, the widespread practice of short-term rental contracts undermines tenure security and fuels severe instability across the private rental sector.

The 2027 CSR should take stock of the progress to address these challenges and maintain as a priority the expansion of the social housing stock and the effective implementation of the housing support bill to meet the needs of people experiencing homelessness and housing exclusion, in line with the recently adopted Council Recommendation. A call for continued efforts to develop Housing First would be justified. In addition, the 2027 CSR should urge Czechia to ensure that the reform of housing benefits does not undermine housing affordability or increase homelessness risks, to tackle systemic discrimination against Roma in the housing market, and to strengthen tenant protection by curbing the overuse of short-term lease agreements.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	8.2	43.4
	2024	9.2	47.4
	2015	10.4	48.0
Share of housing costs in household in income	2025	21.4	46.0
	2024	22.1	48.2

	2015	23.7	48.5
Arrears on mortgage or rent payments	2025	2.0	11.6
	2024	2.2	12.4
	2015	2.7	10.7
Arrears on utility bills (water, electricity, gas, heating)	2025	2.4	13.5
	2024	2.6	12.1
	2015	3.0	12.4
Overcrowding rate	2025	16.7	39.9
	2024	16.6	43.8
	2015	18.7	40.4
Inability to keep home adequately warm	2025	4.1	12.8
	2024	4.9	14.4
	2015	5.0	13.5

Homelessness

Methodology	Count
Trend	Observations from 2016, 2019 and 2022 are based on distinct methodologies and are therefore not comparable.
Detail	Data from service providers - Survey and extrapolation
Date	2022
Source	SocioFactor

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
12,000		18,426		16,058	52,244		100,728	96

Denmark

2026 Semester Cycle, 2027 Outlook

The 2026 Housing Annex takes note of the increase in the number of people experiencing homelessness and connects it to the limited supply of affordable housing in big urban centres, like Copenhagen and Aarhus. Although it does not explicitly mention homelessness, the CSR notes the aim of **"increasing housing supply at the lower price range and thus to ensure affordability for lower income households**". It however limits the scope of the recommendation to a general increase in housing supply through simplification. We think this can be improved in the 2027 Semester cycle by a more explicit focus on low cost and affordable housing, which has been identified as an obstacle to implementing the 2023 reform on addressing homelessness.
Robust data on homelessness, national uptake of Housing First and improvements to tackle rolling out issues of the Fund for mixed cities represent positive aspects of the Danish policy landscape. However,

access to state-funded homeless services is restricted to people with legal status, leading to great pressure on emergency accommodation provided by charities to people without legal status in Denmark. This exclusion is compounded by the criminalisation of begging and the interdiction at local level to sleep in certain public spaces (for e.g. in Copenhagen, see FEANTSA 2024, Homeless, not Guilty! And the 2025 FRA 2025 Country Report). This is at odds with the Council Recommendation that mandates Member States to ensure "that any public order measures relating to public spaces respect the dignity and fundamental rights of people experiencing homelessness". Housing First has served as a guiding principal for national homelessness policy since 2009. Legislative changes in 2023 consolidated the legal basis for scaling-up Housing Fist. However, continued efforts are required to deliver at the necessary scale.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	23.4	69.5
	2024	14.6	65.6
	2015	15.1	66.8
Share of housing costs in household in income	2025	33.0	58.6
	2024	26.3	54.6
	2015	27.7	55.8
Arrears on mortgage or rent payments	2025	1.9	4.6
	2024	2.4	9.0
	2015	2.5	10.2
Arrears on utility bills (water, electricity, gas, heating)	2025	2.8	6.6
	2024	4.0	10.3
	2015	3.4	11.5
Overcrowding rate	2025	9.9	25.7
	2024	9.3	23.6
	2015	8.1	27.2
Inability to keep home adequately warm	2025	4.5	11.7
	2024	4.4	7.8
	2015	3.6	12.7

Homelessness

Methodology	Count
Short-term trend (latest two figures)	Increase (+3% since 2022)
Long-term trend (earliest vs. most recent figure)	Increase (+20% since 2009)
Detail	Data from service providers
Date	2024
Source	VIVE

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
503	317	2,867	184		1,447	671	5,989	10

Estonia

2026 Semester Cycle, 2027 Outlook

Although the 2026 CSR does not distinctly mention homelessness, it nonetheless draws attention to **the connection between poverty, housing unaffordability and social housing and the specific impact on vulnerable groups**. It points to the need to increase the social housing stock, improve benefit adequacy and broaden access to social protection. The CSR is complemented by the Housing Annex, which notes the limited capacity of municipalities to provide housing support and the emergency-oriented approach in homelessness policy.
Despite the fact that the housing related recommendation is limited to investment in energy efficiency, we **consider the poverty-housing unaffordability-social housing nexus in the CSR recitals a valuable hook for advancing a housing-led approach to homelessness that should be more explicitly phrased in the 2027 Semester Cycle**.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	8.8	33.3
	2024	8.6	29.6
	2015	6.8	25.8
Share of housing costs in household in income	2025	18.9	38.6
	2024	19.5	36.2
	2015	16.8	33.0
Arrears on mortgage or rent payments	2025	2.1	5.3
	2024	1.5	2.8
	2015	2.0	2.3
Arrears on utility bills (water, electricity, gas, heating)	2025	5.7	12.0
	2024	5.7	10.3
	2015	7.9	12.0
Overcrowding rate	2025	17.9	27.3
	2024	18.4	25.6
	2015	13.4	15.0
Inability to keep home adequately warm	2025	3.1	5.7
	2024	3.6	6.7
	2015	2.0	6.1

Homelessness

Methodology	Recording
Short-term trend (latest two figures)	Increase (+24% since 2011)
Long-term trend (earliest vs. most recent figure)	Increase (+189% since 2000)
Detail	Administrative data
Date	2021
Source	Eesti Statistika

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
without details by category							1,068	8

Finland

2026 Semester Cycle, 2027 Outlook

The 2026 CSR and Housing Annex for Finland acknowledge (as opposed to the case of Belgium for example) the important contradictions between urging public spending cuts and ensuring adequate social protections. The Annex notes the increase in homelessness and the impacts of the housing and social benefits reforms on low-income households. Although the CSR does not explicitly address homelessness or social housing, it nonetheless flags the negative effects of the reforms in the social protection system for the most vulnerable, as evidenced by the government's impact assessment. The CSR notes: "impact assessments show that recent reforms appear to have affected vulnerable groups more than expected". Although the fact that social cuts hit the most vulnerable should hardly come as a surprise, we think it would be a reasonable ask for the 2027 Semester cycle **to ground any social protection reform decisions in robust impact assessments with the aim to mitigate negative impacts in terms of rise of evictions and homelessness. Considering homelessness has increased by 20% in the past two years, thus reversing the progress made in the past decades, it is crucial that this aspect is addressed in the 2027 CSR.**

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	4.7	20.7
	2024	5.4	22.4
	2015	4.9	20.4
Share of housing costs in household in income	2025	21.1	42.3
	2024	20.9	41.6
	2015	18.1	36.0
Arrears on mortgage or rent payments	2025	5.0	15.5
	2024	5.7	14.9

	2015	4.6	11.1
Arrears on utility bills (water, electricity, gas, heating)	2025	7.6	16.0
	2024	8.3	17.9
	2015	7.5	11.8
Overcrowding rate	2025	9.5	30.5
	2024	9.1	25.7
	2015	6.7	21.0
Inability to keep home adequately warm	2025	2.6	6.1
	2024	2.7	5.7
	2015	1.7	3.7

Homelessness

Methodology	Count
Short-term trend (latest two figures)	Increase (+20% since 2024)
Long-term trend (earliest vs. most recent figure)	Decrease (-74.5% since 1986)
Detail	Administrative data - Data from service providers
Date	2025
Source	Asumisen rahoitus- ja kehittämiskeskus

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
758		409	467		2,945		4,579	8

France

2026 Semester Cycle, 2027 Outlook

The 2026 Housing Annex for France provides an overview of the challenges related to growing homelessness, especially among children and single parent households, and of the policy framework to increase access to permanent housing. The CSR does not include a specific recommendation on homelessness or social housing, but it flags the adequacy of child allowances and housing benefits to reduce child poverty and homelessness. The Country Report touches on some of the structural explanations for rising homelessness, namely the pressure on the social housing sector and diminished protections against evictions, but fails to acknowledge them in the CSR, which does not include any recommendation on social housing. Instead, the Country Report places the blame for the increase in homelessness on the lack of effectiveness of the Housing First Plan, which we think is a misdiagnosis, considering the more structural pathways into and obstacles out of homelessness: insufficient low-income social housing, weakening protections against evictions and weakening impact of housing benefits and social transfers.
We think the 2027 Country Specific Recommendations could explicitly build the connection between combatting homelessness, production of and access to very social housing and tackling pathways into homelessness. Such an acknowledgment would be in line with the Council Recommendation on

combatting housing exclusion, including homelessness. Child homelessness is increasing sharply. On the night of 18–19 August 2026, at least 2,355 children — including 514 under the age of three — were left without accommodation after their parents called the emergency homelessness accommodation helpline 115[1]. This represents a 9% increase on the previous school year and a 42% increase compared with 2022. This warrants follow up from the 2026 report.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	6.4	25.4
	2024	7.0	27.9
	2015	5.7	21.5
Share of housing costs in household in income	2025	18.5	38.3
	2024	18.5	38.6
	2015	18.8	34.9
Arrears on mortgage or rent payments	2025	4.9	12.1
	2024	5.4	14.0
	2015	5.6	16.1
Arrears on utility bills (water, electricity, gas, heating)	2025	8.0	21.8
	2024	8.0	22.9
	2015	5.9	18.5
Overcrowding rate	2025	10.8	27.5
	2024	10.4	26.0
	2015	7.4	20.9
Inability to keep home adequately warm	2025	11.5	23.5
	2024	11.8	22.4
	2015	5.5	16.3

Homelessness

Methodology	Count
Short-term trend (latest two figures)	Decrease (-1% since 2023)
Long-term trend (earliest vs. most recent figure)	Increase (+187% since 2009)
Detail	Data from service providers
Date	2024
Source	Fondation pour le Logement des Défavorisés

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
	318,185						318,185	46

[1] FAS - Unicef | Baromètre 2026 des Enfants à la rue

Germany

2026 Semester Cycle, 2027 Outlook

The data for Germany show a 154% increase in the number of sheltered homeless people from 2022, reaching more than 450 thousand people in 2026. This increase is, however, primarily the result of improved statistics, as well as the arrival of war refugees from Ukraine. At the same time, there is still a significant but unknown under-reporting of homeless refugees. The 2026 Housing Annex acknowledges this rise, **while the CSR notes the need to increase the social housing stock and its social targeting, and explicitly recommends strengthening social housing.** This is in line with positions from the homeless sector that draw attention to the expiry of time caps for subsidized housing, the loss of public housing, the need to strengthen non-profit housing provision and the need for quotas for people experiencing homelessness in social housing allocation. However, the extended criticism in both CSR and Housing Annex of rent regulations as making investment in rental housing less attractive is a point of concern for FEANTSA, especially as evictions from private rental housing due to rent arrears are one of the major routes into homelessness in Germany. Changes to rent regulations should be aligned with the social goal of adequate protections against evictions and homelessness. Moreover, as noted by the Country Report, the reforms to the basic income support, undertaken for budget consolidation purposes, risk disproportionate effects on vulnerable groups, and the homeless sector has warned about negative impacts, such as endangering housing stability and increasing the risk of homelessness.
The overall mechanistic supply-demand approach to housing and the emphasis on more investment friendly rental regulation shift the focus away from the social policy objectives that should guide housing policy: prevention of evictions and of homelessness. The social focus of housing policy should be more prominent in the 2027 CSR. The reforms proposed through the European Semester should be tested for their impact on addressing homelessness and aligned with the pillars and actions of the Council Recommendation on housing exclusion, including homelessness. A focus on the further development of housing-led approaches to homelessness, and to the expansion on Housing First would be highly relevant.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	11.2	35.0
	2024	12.0	37.5
	2015	15.6	51.9
Share of housing costs in household in income	2025	24.1	43.7
	2024	24.5	43.8
	2015	27.3	51.2
Arrears on mortgage or rent payments	2025	2.2	4.4
	2024	2.2	4.6
	2015	2.2	5.8
Arrears on utility bills (water, electricity, gas, heating)	2025	4.6	8.0
	2024	5.0	9.1

	2015	4.0	10.1
Overcrowding rate	2025	11.7	27.4
	2024	11.5	26.4
	2015	7.0	17.3
Inability to keep home adequately warm	2025	5.7	12.6
	2024	6.3	12.2
	2015	4.1	12.7

Homelessness

Methodology	Count - Survey
Short-term trend (latest two figures)*	Decrease (-5% since 2025)
Long-term trend (earliest vs. most recent figure)	Increase (+154% since 2022)
Detail	Administrative data - Survey and extrapolation
Date	2024 / 2026
Source	BMWSB / Destatis

*Trends refer to sheltered homeless people only (ETHOS 2–3).

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
47,270	452,910				60,435		560,615*	67

* This total combines figures from different years (2024 for ETHOS 1 and 6, 2026 for ETHOS 2-3) and may include double counting, as people counted in ETHOS 1 and 6 can also have been in accommodation on the reference date. At the same time, there is still a significant but unknown under-reporting of homeless refugees. The total should therefore be read as an estimate.

Greece

2026 Semester Cycle, 2027 Outlook

As noted by the OECD Homelessness Country Reports and taken on by the 2026 Housing Annex, there is no systematic data collection on homelessness in Greece and the current reporting obligations paint an incomplete picture of the reality, being limited to the people in the homeless emergency services and housing programmes while completely ignoring people sleeping rough. Moreover, the official OECD 2026 data reports only 809 homeless individuals (in emergency/temporary accommodation), which is a statistical impossibility considering actual operational emergency shelter beds across Greece exceed 1,100 and are fully occupied.
The 2026 Housing Annex also mentions the existence of a national action plan for combatting homelessness and provides an inventory of housing-based programmes, which however involve time limited and transitory, not long-term housing. FEANTSA members on the ground draw attention to the fact that the national action plan has never been published, implemented or monitored and that the short-term housing-based programmes are not linked to sustainable transitions to long-term housing.
The Housing Annex also notes the extremely high housing cost overburden rate especially among people below the poverty line, the housing deprivation affecting Roma people and non-EU citizens,

and the dismantled social housing system in Greece. These issues are partially translated in the CSR **through a clear recommendation to expand the affordable and social housing supply**, while also noting that the legal initiatives recently taken to create a social housing policy framework "are still to be implemented". FEANTSA members on the ground emphasize that the emerging social housing policy lacks targeted, meaningful actions for people experiencing homelessness and that it targets higher-income brackets rather than the vulnerable populations frontline organizations serve, leaving low-income groups at severe risk. The homeless NGOs emphasize the need for stable funding and staffing for municipal social services and NGOs, with a specific focus on establishing specialized street work teams for outreach. They moreover call for the national institutionalization of Housing First and ensuring housing continuity after temporary programs end, by linking social housing production with homelessness initiatives and creating a permanent social housing stock with a dedicated portion legally reserved for people experiencing homelessness.
Overall, in line with the Council Recommendation, the 2027 Semester priorities for Greece should include:

1. Data Collection Reform: Shift from static shelter registries to comprehensive Point-in-Time (PiT) counts conducted directly by trained street workers to capture rough sleeping and hidden homelessness.
2. Targeted Social Housing Allocation: Pivot away from broad "affordable housing" (which mostly benefits middle-income groups and developers) to legally earmarked, publicly owned social housing exclusively for low-income and housing-excluded populations.
3. Scaling Housing First as a National Strategy: Stop expanding emergency shelters. Instead, secure dedicated state funding and regulatory standards to scale Housing First programs that provide permanent housing paired with intensive, multidisciplinary support.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	26.4	82.6
	2024	28.9	88.9
	2015	45.5	94.0
Share of housing costs in household in income	2025	34.6	59.3
	2024	35.5	62.8
	2015	42.2	76.5
Arrears on mortgage or rent payments	2025	10.6	17.0
	2024	10.4	24.0
	2015	14.3	22.8
Arrears on utility bills (water, electricity, gas, heating)	2025	31.9	66.5
	2024	32.0	65.6
	2015	42.0	61.6
Overcrowding rate	2025	28.3	35.3
	2024	27.0	36.9
	2015	28.1	42.0
Inability to keep home adequately warm	2025	18.1	36.1
	2024	19.0	43.6
	2015	29.2	50.9

Homelessness

Data not available.

Hungary

2026 Semester Cycle, 2027 Outlook

The 2026 Housing Annex provides a comprehensive overview of the specifics of homelessness and housing exclusion in Hungary, ranging from the increase in the number of homeless children and families, to the pathways into and the long stays in homelessness, as well as the existing policy gaps. Concerning the latter, the Annex rightfully points to the lack of systematic data collection and the "lack of social housing supply, dedicated homelessness prevention measures and housing-led policies". It also notes that the ownership-oriented policies led to house price increases and benefitted the higher income groups while not addressing the housing needs of the lower income population. These are translated into the CSR, which also notes the increase in homelessness and in particular child homelessness and recommends to **"target support measures in the housing sector to low-income households and increase housing supply, including for affordable and social housing."**
We are supportive of the social focus of the housing recommendation for Hungary and the connection it makes between the increase in homelessness on the one hand, and the decrease in municipal housing and the lack of targeted housing support on the other hand. This could be followed up with an explicit call to further develop person-centred, housing-led solutions to homelessness, including Housing First, in line with the Recommendation. We consider this approach should be maintained in the 2027 Semester cycle, while also drawing attention that despite the recent political change in Hungary, rough sleeping is still criminalized. This is at odds with the Council Recommendation on fighting housing exclusion, including homelessness.
Moreover, in line with the Housing Annex, FEANTSA members on the ground emphasize that the rate of elderly homeless people is on a steep increase. Their care needs cannot be met in simple homelessness services and there is a need for long-term care options for them.
De-institutionalization should be adapted in the homeless sector, not only in the disability one - huge services (currently, the limit is 150 beds/service, but it is possible to have several services within the same building) should be abolished and the focus should be on housing or supported shared accommodation/group homes as a compromise.
FEANTSA members on the ground draw attention to the fact that emergency accommodation is no longer emergency and people might stay in dormitory like overnight shelters for years.
In line with the Council Recommendation, the 2027 CSR should ask Hungary to develop a National Homelessness Strategy.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	5.3	21.2
	2024	9.0	34.2

	2015	8.5	31.5
Share of housing costs in household in income	2025	15.0	28.5
	2024	18.8	34.4
	2015	21.5	35.5
Arrears on mortgage or rent payments	2025	0.7	2.3
	2024	1.0	1.5
	2015	6.0	10.7
Arrears on utility bills (water, electricity, gas, heating)	2025	6.3	19.3
	2024	7.1	20.3
	2015	19.4	46.2
Overcrowding rate	2025	14.6	28.7
	2024	14.6	28.3
	2015	41.1	62.0
Inability to keep home adequately warm	2025	5.8	16.8
	2024	6.0	17.8
	2015	9.6	24.7

Homelessness

Methodology	Count
Trend	The annual survey conducted by Menhely Alapítvány aims to provide a qualitative analysis rather than to count the homeless population; it therefore does not provide reliable figures for analysing trends
Detail	Data from service providers - Street count
Date	2026
Source	Menhely Alapítvány

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
1,500	5,447						6,947	7

Ireland

2026 Semester Cycle, 2027 Outlook

Both the 2026 Housing Annex and CSR emphasize the record growth in homelessness in Ireland and provide an overview of the different groups affected, including children, persons with disabilities and Roma people. Despite positively taking stock of the scaling up of social housing supply and of the Housing First programme, both documents note the limited impact of homelessness prevention, with a major route into homelessness being tenancy termination in the private rental sector.
The CSR points out that "a higher supply of social housing is necessary to reduce homelessness and

protect lower income segments that are priced out of the private rental market". It moreover provides a socially targeted housing recommendation: "Further increase the supply of affordable and social housing, while preventing and reducing housing exclusion of vulnerable groups."
We are supportive of the social focus of the housing recommendation for Ireland and the explicit link between combatting homelessness and delivering social housing. The 2027 CSR for Ireland should maintain the priority of ensuring that ongoing efforts to increase the supply of social and affordable housing respond to the most urgent needs, especially those of homeless households.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	5.3	17.1
	2024	4.5	17.0
	2015	4.7	18.3
Share of housing costs in household in income	2025	16.2	29.9
	2024	16.2	29.2
	2015	16.8	30.7
Arrears on mortgage or rent payments	2025	5.3	16.4
	2024	5.6	13.6
	2015	9.7	17.9
Arrears on utility bills (water, electricity, gas, heating)	2025	8.8	21.0
	2024	9.0	29.0
	2015	15.2	29.3
Overcrowding rate	2025	5.4	11.4
	2024	5.0	12.3
	2015	3.8	6.0
Inability to keep home adequately warm	2025	4.5	10.7
	2024	4.9	14.8
	2015	9.0	18.6

Homelessness

Methodology	Count
Short-term trend (latest two figures)	Increase (+17% since 2024)
Long-term trend (earliest vs. most recent figure)	Increase (+367% since 2014)
Detail	Administrative data
Date	2026
Source	Department of Housing, Local Government and Heritage

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000

								inhabitants
	17,447						17,447	32

Italy

2026 Semester Cycle, 2027 Outlook

The 2026 cycle makes a strong reference to homelessness in Italy as "a persistent and severe phenomenon". It is flagged in the social policy recital of the CSR, but also as a housing issue in the Country Report, which notes the "ample scope to expand the delivery of housing-first interventions". The Housing Annex links homelessness to the structural weaknesses of the housing system, with public housing accounting for just 2.4% of the stock. While acknowledging the progress achieved under the national recovery and resilience plan, it identifies as main challenges the fact that Housing First services are not included in the minimum set of social services that municipalities must guarantee, and the fact that "the shortage of public housing both limits homelessness prevention and hampers the scalability of housing-first interventions".
Despite no recommendation on housing, the CSR recommends to "continue to improve the coverage and adequacy of social protection as well as access to social services for people in vulnerable situations, notably children". This can provide a bridge for concrete action in combatting homelessness.

The 2027 CSR should build on this recommendation by making Housing First part of the Essential Levels of Social Provision, and put as a priority the expansion of the public housing stock to meet the needs of people experiencing homelessness and housing exclusion, in line with the recently adopted Council Recommendation.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	5.0	21.7
	2024	5.1	21.8
	2015	8.6	32.9
Share of housing costs in household in income	2025	14.1	28.6
	2024	13.6	27.5
	2015	17.2	35.2
Arrears on mortgage or rent payments	2025	2.0	5.6
	2024	1.4	3.3
	2015	5.4	12.7
Arrears on utility bills (water, electricity, gas, heating)	2025	5.9	12.0
	2024	4.5	9.6
	2015	12.6	28.0
Overcrowding rate	2025	24.3	35.2
	2024	23.9	31.7

	2015	27.8	43.8
Inability to keep home adequately warm	2025	8.6	20.9
	2024	8.6	18.4
	2015	17.0	35.9

Homelessness

Methodology	Count
Trend	Change in method - The point-in-time survey conducted by ISTAT in January 2026, covering 14 metropolitan areas (10,037 people) is not comparable to the 2021 administrative census (96,197 people).
Detail	Data from service providers - Street count
Date	2026
Source	Istituto Nazionale di Statistica

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
							10,037	2

Latvia

2026 Semester Cycle, 2027 Outlook

Beyond the specific recommendation to "increase the availability and quality of affordable and social housing, in particular outside the capital region", the 2026 cycle makes an explicit connection between homelessness and housing in both the CSR recitals and the Housing Annex. The recitals note that homelessness "remains a persistent social challenge and is not being sufficiently addressed by national policies", and that the Housing First approach "is underdeveloped and is limited to the capital region of Riga". The Housing Annex adds that Latvia is taking steps to address homelessness, but that "comprehensive support to bring those in shelters back into housing is missing", and that improved nationwide data collection could better inform policy decisions. We are supportive of the social focus of the housing recommendation for Latvia. However, the government's current focus on affordable housing for professionals, and its encouragement of "innovative models" for social housing based on the private market, are a point of concern for FEANTSA if they come to replace the public delivery of social housing.

The 2027 CSR should maintain the objective of increasing the availability and quality of affordable and social housing, and link it more closely to the scaling up of Housing First so that it meets the needs of people experiencing homelessness, in line with the recently adopted Council Recommendation.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	5.7	22.3
	2024	6.7	25.7
	2015	8.1	25.9
Share of housing costs in household in income	2025	15.5	30.7
	2024	16.7	31.2
	2015	19.0	33.3
Arrears on mortgage or rent payments	2025	1.6	3.3
	2024	1.2	2.1
	2015	4.1	8.4
Arrears on utility bills (water, electricity, gas, heating)	2025	5.6	9.1
	2024	6.6	10.3
	2015	16.7	30.4
Overcrowding rate	2025	38.9	42.2
	2024	39.3	43.6
	2015	41.4	49.4
Inability to keep home adequately warm	2025	4.3	12.8
	2024	4.9	13.7
	2015	14.5	29.1

Homelessness

Methodology	Recording
Short-term trend (latest two figures)	Decrease (-3% since 2023)
Long-term trend (earliest vs. most recent figure)	Increase (+28% since 2010)
Detail	Administrative data
Date	2024
Source	Labklājības ministrija

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
	5,971						5,971	32

Lithuania

2026 Semester Cycle, 2027 Outlook

The 2026 CSR for Lithuania recommends expanding quality social housing but makes no mention of

homelessness. The Housing Annex notes the increase in homelessness, the lack of a national strategy to address it, and responses limited to emergency and temporary accommodation provided by NGOs and municipalities. However, despite its strong focus on social housing and long waiting lists, the Annex does not establish any link between social housing and combatting homelessness.

Prevention is another major gap. Lithuania has no comprehensive, legally defined system to prevent evictions, including where people fall behind on loan or utility payments, and "support often comes only after people become homeless" (FRA 2025 Country Report). This is at odds with the Council Recommendation, which calls on Member States to prevent evictions "through early and systematic interventions by social services, competent judicial authorities and other related services".

The 2027 CSR should maintain the recommendation on expanding quality social housing and explicitly link it to the needs of people experiencing homelessness. Further development of person-centred and housing-led services, in particular Housing First, would be highly relevant. It should moreover call for a national strategic framework that includes eviction prevention, in line with the recently adopted Council Recommendation.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	5.7	20.2
	2024	6.2	22.5
	2015	9.1	32.2
Share of housing costs in household in income	2025	15.3	29.9
	2024	15.5	29.4
	2015	19.0	35.2
Arrears on mortgage or rent payments	2025	0.8	0.9
	2024	0.9	0.8
	2015	1.7	3.5
Arrears on utility bills (water, electricity, gas, heating)	2025	4.1	7.9
	2024	4.2	8.2
	2015	8.4	19.2
Overcrowding rate	2025	27.8	25.8
	2024	26.3	29.1
	2015	26.4	34.5
Inability to keep home adequately warm	2025	16.7	31.6
	2024	18.0	33.8
	2015	31.1	39.4

Homelessness

Methodology	Recording
Short-term trend (latest two figures)	Increase (+15% since 2023)
Long-term trend (earliest vs. most recent	Increase (+20% since 2020)

figure)	
Detail	Population register
Date	2024
Source	Statistics Lithuania

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
	4,945						4,945	17

Luxembourg

2026 Semester Cycle, 2027 Outlook

The 2026 CSR addresses housing only through the lens of high prices and their dissociation from wages, criticising a tax framework that favours land hoarding and pushes prices up through mortgage interest deductibility. It does not touch on the social dimension of housing and does not mention homelessness. Homelessness is, however, explicitly covered in the Housing Annex, in relation to the lack of affordable and permanent housing and the limited access to social benefits. The Annex also takes note of the government's commitment to develop a housing-led homelessness and housing exclusion strategy.

The most recent data and reports from the field show that homelessness is a growing concern. Among the countries with comparable data over time, Luxembourg recorded one of the sharpest recent increases, with 78% more adults supported in accommodation services in 2024 than in 2023 (Overview of Housing Exclusion in Europe 2026). With too little affordable housing to move on to, people stay in shelters far longer than intended, and several Housing First and supported accommodation programmes have closed their waiting lists because no housing is available.

The gap between the Housing Annex and the CSR, together with the situation on the ground, calls for the inclusion of combatting homelessness and the expansion of social housing among the priorities of the 2027 CSR, in line with the recently adopted Council Recommendation. The expansion of person-centred, housing-led services and specifically of Housing First would be highly relevant.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	8.1	30.4
	2024	8.0	29.0
	2015	6.0	27.9
Share of housing costs in household in income	2025	19.0	35.9
	2024	19.1	34.7
	2015	14.2	31.7
Arrears on mortgage or rent payments	2025	2.2	5.7

	2024	3.0	6.5
	2015	3.2	11.1
Arrears on utility bills (water, electricity, gas, heating)	2025	4.7	11.7
	2024	4.2	9.3
	2015	2.4	8.6
Overcrowding rate	2025	8.8	22.6
	2024	6.8	18.2
	2015	6.8	19.8
Inability to keep home adequately warm	2025	3.5	8.7
	2024	3.6	5.5
	2015	0.9	3.3

Homelessness

Methodology	Recording
Short-term trend (latest two figures)	Increase (+44% since 2023)
Long-term trend (earliest vs. most recent figure)	Increase (+106% since 2010)
Detail	Administrative data
Date	2024
Source	Ministry of Family Affairs, Integration and the Greater Region

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
	1,048	247					1,295	19

Malta

2026 Semester Cycle, 2027 Outlook

The 2026 Housing Annex notes that homelessness in Malta "remains an under-addressed issue": there is no official definition, no national strategy, and support is largely provided by charities and the third sector. There are no official statistics, and the only available data are produced by YMCA Malta, covering the people it supports directly (Overview of Housing Exclusion in Europe 2026). The Annex also notes that only 8.1% of the population lives in housing rented at reduced prices or free of charge, below the EU average of 10.2%. None of this is reflected in the CSR, which mentions neither housing nor homelessness.

The substantial gaps in homelessness and social housing policy in Malta on the one hand, and the pillars and actions of the Council Recommendation on fighting housing exclusion, including homelessness on the other, call for the inclusion of relevant targeted priorities under the 2027 CSR.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	6.0	23.0
	2024	5.9	25.3
	2015	1.1	4.8
Share of housing costs in household in income	2025	12.6	26.7
	2024	12.6	28.2
	2015	7.5	12.8
Arrears on mortgage or rent payments	2025	1.8	7.7
	2024	1.8	6.9
	2015	2.4	7.0
Arrears on utility bills (water, electricity, gas, heating)	2025	4.5	9.2
	2024	5.1	7.3
	2015	10.2	18.6
Overcrowding rate	2025	4.7	7.7
	2024	3.7	4.2
	2015	3.8	7.7
Inability to keep home adequately warm	2025	7.6	10.9
	2024	7.8	17.1
	2015	14.1	27.4

Homelessness

Data not available.

Netherlands

2026 Semester Cycle, 2027 Outlook

The 2026 CSR includes no recommendation on housing and no mention of homelessness. Its approach to housing is mainly macroeconomic: it notes that the unaffordability of the rental market increases the risk of poverty, but criticises rent regulation for shrinking supply. Beyond listing two programmes, the Housing Annex offers no critical reflection on homelessness policy. Yet the situation on the ground keeps worsening: 33,000 people were registered as homeless in 2024, an 85% increase since 2009 (Overview of Housing Exclusion in Europe 2026). Access to accommodation is also increasingly restricted, as people considered "too independent" can be refused, sometimes without a formal decision or any avenue of appeal. Mayors of the 4 largest cities have warned of a dramatic rise in homelessness and called on central government to do more to support them, including funding dedicated to addressing rising homelessness amongst mobile EU workers[2]. In a letter to the government, they stated that they can no longer cope with the growing number of people

[2] https://www.binnenlandsbestuur.nl/sociaal/g4-luidt-noodklok-om-daklozenproblematiek

experiencing homelessness and need at least EUR 100 million extra per year. When it is cold in winter, the so-called winter cold arrangement provides thousands of extra beds in the larger cities, but even this is not enough to cover all people sleeping rough. Cities such as Utrecht and Amsterdam want housing-led programmes, but due to the lack of housing they are left dealing with extra night shelters and rough sleeping.

The recommendation on "improving working and living conditions for mobile and migrant workers" can nonetheless provide a bridge. Despite the overall success of free movement of workers in the EU, it has become apparent in recent years that mobile EU citizens are increasingly being pushed into destitution and left without protection in moments of hardship, and the number of mobile EU citizens experiencing homelessness has been on the rise.

While no national figures exist yet, available data point to a significant share of mobile EU citizens, i.e. citizens of other EU countries, among people experiencing homelessness. In the 2025 ETHOS counts carried out in nine regions, they made up 9% of homeless adults, a figure the authors consider an underestimate, as homeless labour migrants remain insufficiently covered (Kuijpers et al., 2025). Their share is much higher among people sleeping rough in the largest cities: an estimated 80–90% in Amsterdam, and 60–70% of registered rough sleepers in Rotterdam, where their number has been rising since 2020 (GGD GHOR, 2025). In Utrecht, they made up 60% of people using the winter cold shelter in 2025-2026 (RadarAvies, 2026). The 2027 CSR should build on the 2026 recommendation on "improving working and living conditions for mobile and migrant workers" to address homelessness among mobile and migrant workers, and tackle the growing restrictions on access to accommodation, in line with the recently adopted Council Recommendation.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	6.5	29.9
	2024	6.9	27.9
	2015	14.9	51.4
Share of housing costs in household in income	2025	19.9	41.8
	2024	20.5	41.9
	2015	29.5	51.6
Arrears on mortgage or rent payments	2025	2.0	7.1
	2024	1.9	7.3
	2015	3.7	11.7
Arrears on utility bills (water, electricity, gas, heating)	2025	2.2	7.6
	2024	1.9	6.8
	2015	2.7	8.9
Overcrowding rate	2025	4.1	13.4
	2024	4.6	17.1
	2015	3.3	13.2
Inability to keep home adequately warm	2025	6.6	21.3
	2024	7.1	19.5

	2015	2.9	8.2

Homelessness

Methodology	Count
Short-term trend (latest two figures)	Increase (+8% since 2023)
Long-term trend (earliest vs. most recent figure)	Increase (+85% since 2024)
Detail	Administrative data - Population register
Date	2024
Source	Centraal Bureau voor de Statistiek

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
							33,000	19

Poland

2026 Semester Cycle, 2027 Outlook

The 2026 CSR for Poland is one of the several that explicitly address homelessness together with the lack of social housing. It recommends increasing the supply and quality of affordable and social housing and developing "housing-led solutions for vulnerable groups such as older people, persons with disabilities and homeless persons". This reading is supported by the Housing Annex and the Country Report, which note that efforts to implement housing-led and person-centred interventions are "significantly limited in their scope", and the most recent data from the ground confirm it: Housing First counts an estimated 100–200 places nationwide, against more than 18,600 places in collective emergency accommodation (Overview of Housing Exclusion in Europe 2026). The Housing Annex also notes that the draft housing strategy, which includes a 10% social housing target, does not address homelessness.

The 2027 CSR should take stock of the implementation of the 2026 recommendation and maintain as a priority the expansion of the social housing stock and the effective implementation of housing-led solutions for people experiencing homelessness, in line with the recently adopted Council Recommendation.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	4.1	21.9
	2024	5.2	26.2

	2015	8.7	30.7
Share of housing costs in household in income	2025	15.8	31.6
	2024	16.7	33.9
	2015	21.7	37.4
Arrears on mortgage or rent payments	2025	0.6	1.0
	2024	0.6	0.6
	2015	1.1	1.8
Arrears on utility bills (water, electricity, gas, heating)	2025	2.6	7.6
	2024	3.2	6.2
	2015	9.2	21.0
Overcrowding rate	2025	30.9	38.2
	2024	33.7	38.6
	2015	43.4	59.7
Inability to keep home adequately warm	2025	3.2	7.3
	2024	3.3	7.2
	2015	7.5	18.7

Homelessness

Methodology	Count
Short-term trend (latest two figures)	Increase (+2% since 2019)
Long-term trend (earliest vs. most recent figure)	Decrease (-7% since 2017)
Detail	Data from service providers
Date	2024
Source	Ministerstwo Rodziny i Polityki Społecznej

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
2,874	4,064	17,357	2,973	3,774			31,042	8

Portugal

2026 Semester Cycle, 2027 Outlook

The 2026 CSR for Portugal recommends increasing housing affordability through a more efficient use of the housing stock, including a re-calibration of the tax mix, expanding the supply of affordable and social housing, and strengthening the coordination and governance of housing policy. The recitals flag the increase in homelessness and housing exclusion and the territorial discrepancies in the policies to combat it and note the need for better targeting of housing benefits. The Housing Annex notes the overall lack of capacity of public services to provide enough housing to tackle homelessness,

insufficient investment in housing-led initiatives and the need to strengthen prevention. It pays particular attention to the rise of informal settlements and to evictions and demolitions by public authorities without alternative housing, which push people into rough sleeping.

The most recent data confirm that the situation in Portugal is extremely worrying. In 2024, 14,476 people were living rough or staying in temporary accommodation centres, 10% more than in 2023. Since 2017, the number has risen by 228%, and by 521% for people sleeping rough or in emergency accommodation. Part of this increase reflects improved data coverage, but its scale also points to a genuine deterioration in housing conditions (Overview of Housing Exclusion in Europe 2026). The system is absorbing the inflow without reducing homelessness: in 2024, 1,345 people moved into permanent housing, roughly the same as the net increase of 1,348 (ENIPSSA SURVEY, 2024). Around 28,000 public homes had been delivered under the 1.º Direito programme by August 2026, against needs of around 133,000 dwellings identified by municipalities, with no data on how many were allocated to people experiencing homelessness.

Homelessness is present in the Country Report, the Housing Annex and the CSR recitals, but not in the recommendation itself. The 2027 CSR should close this gap and set as a priority the expansion of the public housing stock to meet the needs of people experiencing homelessness and housing exclusion, including by ring-fencing a share of new public housing under 1.º Direito and successor programmes for people experiencing homelessness, with targets and monitoring. A focus on person-centred, housing-led services would be very relevant, including the scaling up of Housing First and of the local homelessness planning and intervention units (NPISA). The CSR should also call for stronger eviction prevention, with adequate rehousing before any eviction or demolition, in line with the recently adopted Council Recommendation. It should moreover support the implementation and funding of the National Strategy for the Integration of Homeless People 2025–2030 (ENIPSSA). Finally, it should address the documentation barriers faced by migrants in accessing housing and social support.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	6.3	24.4
	2024	6.9	25.9
	2015	9.1	33.5
Share of housing costs in household in income	2025	16.3	30.8
	2024	16.8	32.0
	2015	18.9	37.3
Arrears on mortgage or rent payments	2025	1.9	5.1
	2024	2.0	4.0
	2015	4.4	11.1
Arrears on utility bills (water, electricity, gas, heating)	2025	3.6	9.6
	2024	4.3	10.9
	2015	7.8	21.0
Overcrowding rate	2025	12.7	21.3
	2024	11.2	17.3
	2015	10.3	21.0
Inability to keep home adequately	2025	15.6	30.6

warm	2024	15.7	30.9
	2015	23.8	43.3

Homelessness

Methodology	Count
Short-term trend (latest two figures)	Increase (+10% since 2023)
Long-term trend (earliest vs. most recent figure)	Increase (+228% since 2017)
Detail	Data from service providers
Date	2024
Source	ENIPSSA

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
9,403		5,073					14,476	14

*ETHOS 1 and 2 are merged (9,403) and correspond to the national "sem teto" (roofless) category ; ETHOS 3 (5,073) corresponds to the "sem casa" (houseless) category.

Romania

2026 Semester Cycle, 2027 Outlook

The 2026 Country Report frames access to social housing as a poverty issue. It notes that social housing "is scarce despite high needs", and that the 2022–2050 National Housing Strategy, which aims to deliver around 40,000 social housing units by 2050, still lacks dedicated financing for municipalities and a monitoring framework on waiting lists. The Housing Annex places the emphasis on insufficient funding and monitoring, which hamper the implementation of the housing, homelessness and Roma inclusion strategies. It also draws attention to the poor housing conditions and discrimination faced by Roma households, a point also stressed by the FRA 2025 Country Report. That report notes that forced evictions and demolitions continue to push Roma families into homelessness or segregated areas, mostly without support for rehousing, while social housing allocation criteria exclude the most vulnerable, including families living in informal housing. None of these issues translate into the CSR, which contains no recommendation on housing nor homelessness.

The substantial gaps between homelessness and social housing policy in Romania on the one hand, and the pillars and actions of the Council Recommendation on fighting housing exclusion, including homelessness on the other, call for the inclusion of relevant targeted priorities under the 2027 CSR. A focus on person-centred, housing-led services including Housing First would be very relevant.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	5.0	16.9
	2024	4.7	16.3
	2015	15.9	42.6
Share of housing costs in household in income	2025	15.6	25.5
	2024	15.4	26.4
	2015	25.1	41.6
Arrears on mortgage or rent payments	2025	0.5	1.1
	2024	0.4	0.3
	2015	0.5	1.3
Arrears on utility bills (water, electricity, gas, heating)	2025	17.7	39.3
	2024	14.5	32.4
	2015	17.4	22.6
Overcrowding rate	2025	40.4	52.6
	2024	40.7	53.7
	2015	49.7	61.7
Inability to keep home adequately warm	2025	11.9	21.4
	2024	10.8	20.8
	2015	13.1	27.3

Homelessness

Methodology	Recording
Short-term trend (latest two figures)	Decrease (-3% since 2023)
Long-term trend (earliest vs. most recent figure)	Increase (+5% since 2020)
Detail	Administrative data
Date	2024
Source	Ministerul Muncii şi Solidarităţii Sociale

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
	1,158	806					1,964	1

Slovakia

2026 Semester Cycle, 2027 Outlook

The 2026 CSR for Slovakia is one of the several that explicitly link the lack of social housing with

homelessness. The recitals connect the very low social housing stock (2.5%), housing allowances that cover "only a minimal fraction of rental costs", the overcrowded and segregated settlements of Roma families and the marked rise in homelessness over the past decade. The Housing Annex goes further, noting that Slovakia "urgently needs to" scale up housing-led and Housing First solutions, expand social housing and align housing allowances with the needs of people at risk of homelessness. In our view, the recommendation to "promote affordable and social housing" should be read together with these recitals. Expanding the social housing stock should thus be complemented by built-in mechanisms to directly address the housing needs of people experiencing homelessness and housing exclusion.

The 2027 CSR should maintain the expansion of the social housing stock as a priority and ensure that it reaches people experiencing homelessness, in line with the recently adopted Council Recommendation. A focus on person-centred, housing-led services including Housing First would be very relevant.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	3.5	15.4
	2024	6.4	35.5
	2015	9.1	34.5
Share of housing costs in household in income	2025	15.9	28.2
	2024	19.4	36.5
	2015	21.1	39.3
Arrears on mortgage or rent payments	2025	2.1	6.1
	2024	3.7	7.7
	2015	3.9	11.4
Arrears on utility bills (water, electricity, gas, heating)	2025	5.8	18.1
	2024	6.3	17.4
	2015	5.7	22.0
Overcrowding rate	2025	27.8	52.1
	2024	29.9	49.0
	2015	37.8	57.6
Inability to keep home adequately warm	2025	8.1	27.0
	2024	8.3	29.9
	2015	5.8	17.8

Homelessness

Methodology	Recording
Short-term trend (latest two figures)	Increase (+6% since 2023)
Long-term trend (earliest vs. most recent	Increase (+124% since 2008)

figure)	
Detail	Administrative data
Date	2024
Source	Ministerstvo práce, sociálnych vecí a rodiny

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
	1,303	3,737					5,040	9

Slovenia

2026 Semester Cycle, 2027 Outlook

The 2026 CSR mentions neither housing nor homelessness. The Country Report and the Housing Annex, however, make an explicit link between the shortage of non-profit social and affordable housing, estimated at around 20,000 public rental apartments, and the difficulty of reducing homelessness. The Annex notes progress in delivering non-market rental housing, but does not assess the extent to which it helps rehouse people experiencing homelessness.
Slovenia has no national homelessness strategy (OECD 2026), and the extent of homelessness is unknown for lack of data (FRA 2025 Country Report). The available figures nonetheless point to a worsening situation. The number of people accommodated rose by 15% between 2023 and 2024. In Ljubljana, a count carried out as part of the European Homelessness Count project found a capacity shortfall of 65 to 75%, with 426 people identified for just 100 to 150 available places (Overview of Housing Exclusion in Europe 2026).

The gap between the Housing Annex and the CSR, together with the situation on the ground, calls for the inclusion of combatting homelessness and the expansion of social housing among the priorities of the 2027 CSR, in line with the recently adopted Council Recommendation. A focus on person-centred, housing-led services including Housing First would be very relevant.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	3.5	18.7
	2024	3.8	20.6
	2015	6.1	27.7
Share of housing costs in household in income	2025	12.8	27.3
	2024	13.6	28.6
	2015	16.1	32.3
Arrears on mortgage or rent payments	2025	1.2	3.0
	2024	1.8	5.4
	2015	4.0	10.2

Arrears on utility bills (water, electricity, gas, heating)	2025	5.4	11.2
	2024	6.7	14.8
	2015	17.5	31.0
Overcrowding rate	2025	10.5	16.3
	2024	10.6	16.2
	2015	13.7	23.1
Inability to keep home adequately warm	2025	3.6	10.0
	2024	3.3	9.6
	2015	5.6	13.6

Homelessness

Methodology	Recording
Short-term trend (latest two figures)	Increase (+15% since 2023)
Long-term trend (earliest vs. most recent figure)	Increase (+25% since 2013)
Detail	Administrative data
Date	2024
Source	Inštitut Republike Slovenije za Socialno varstvo

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
		2,550					2,550	12

Spain

2026 Semester Cycle, 2027 Outlook

The 2026 CSR recitals note that "homelessness is on the rise" and that the low stock of social housing "exacerbates pressure on the rental market and contributes to housing price increases", but no connection is made between the two. The Country Report goes slightly further, placing the rise in homelessness in the context of growing housing costs, which "disproportionately affect low-income and vulnerable groups". The Housing Annex highlights the very limited reach of public housing and housing support: publicly owned rental dwellings cover only 1.5–1.7% of households, and only 3.3% of the bottom income quintile receives housing benefits, against 26.7% in the EU. It also notes that homelessness services remain regionally fragmented, and that the absence of regular national statistics makes it difficult to assess the scale of the problem.
We are supportive of the recommendation to "increase the provision of affordable and social housing". However, its call for financing systems "less dependent on government financing" is a point of concern for FEANTSA. Without sustained public investment, new supply is unlikely to reach the most vulnerable households, especially people experiencing homelessness.

The 2027 CSR should explicitly build the connection between combatting homelessness and the production of social housing. It should also call for housing benefits that reach the lowest-income

households, and for regular national data to support the implementation of the national strategy to combat homelessness, in line with the recently adopted Council Recommendation. A focus on person-centred, housing-led services including Housing First would be very relevant.

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	7.2	28.3
	2024	7.8	29.9
	2015	10.3	38.1
Share of housing costs in household in income	2025	16.0	33.0
	2024	16.7	34.0
	2015	19.0	39.1
Arrears on mortgage or rent payments	2025	5.2	11.5
	2024	5.8	12.3
	2015	6.2	15.9
Arrears on utility bills (water, electricity, gas, heating)	2025	9.2	20.0
	2024	9.7	19.9
	2015	8.8	22.1
Overcrowding rate	2025	9.5	17.9
	2024	9.1	16.1
	2015	5.5	11.4
Inability to keep home adequately warm	2025	15.9	28.3
	2024	17.5	31.4
	2015	10.6	23.3

Homelessness

Methodology	Count
Short-term trend (latest two figures)	Increase (+24% since 2012)
Long-term trend (earliest vs. most recent figure)	Increase (+30% since 2005)
Detail	Data from service providers - Survey and extrapolation
Date	2022
Source	Instituto Nacional de Estadística

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
4,508	11,498			5,478		7,068	28,552	6

Sweden

2026 Semester Cycle, 2027 Outlook

As in the case of Luxembourg and the Netherlands, the 2026 CSR for Sweden addresses housing primarily as a macroprudential issue linked to high household indebtedness. Like many other CSRs, it criticises tax incentives that favour debt-financed home purchases and contribute to rising house prices. Homelessness is not mentioned. The Housing Annex, however, notes that "despite an extensive welfare system, homelessness remains significant". It sets out the government's targets for Housing First to increase provision from just over 1,000 homes at present to 2,000, as well as the financial commitments made to support implementation. It also highlights a decline in the use of social contracts, through which municipalities sublet housing to households unable to access the mainstream housing market. However, the Annex confuses social contracts with municipal rent guarantees, the latter being the subject of a recent Government proposal to make rental guarantees mandatory in support of families with children. FEANTSA's members on the ground welcome this proposal, but would like to see this instrument used more broadly, as is already the case in some municipalities.

The CSR also addresses the rental market, attributing the long waiting lists for regulated apartments to rent controls. This reading deserves some nuance: rent regulation plays an important role in strengthening consumer protection and providing security for tenants, and this protection should be preserved. In the Swedish context, however, the design of the system partly has the opposite effect for the most vulnerable households with the least ability to pay: they are excluded from the housing market rather than benefiting from the intended protection. In this respect, the CSR's criticism of the "limited distribution mechanisms for those most in need" is relevant and could serve as a bridge towards a more needs-based allocation of rent-regulated housing.

The 2027 CSR should call on Sweden to recognise housing as a social right and a fundamental prerequisite for participation in society, health and access to welfare services. It should encourage an adaptation of the rent regulation system that preserves strong tenant protection while allowing lower rents for low-income households, and build on its assessment of distribution mechanisms to recommend needs-based housing allocation, with an explicit focus on people experiencing homelessness and housing exclusion, in line with the recently adopted Council Recommendation. A focus on person-centred, housing-led services including Housing First would be very relevant. Moreover, as Sweden currently lacks a comprehensive national framework for social and affordable housing, the CSR should also encourage the development of a framework for socially sustainable housing, in alignment with the observation in the Housing Annex that "the absence of social housing also makes it difficult to allocate housing to those most in need."

Housing Exclusion

		Total population	Below the poverty line
Housing cost overburden rate	2025	10.8	46.8
	2024	10.6	47.7
	2015	8.7	39.9

Share of housing costs in household in income	2025	24.2	47.3
	2024	24.6	48.9
	2015	22.6	45.9
Arrears on mortgage or rent payments	2025	4.2	12.8
	2024	3.7	9.7
	2015	2.4	7.1
Arrears on utility bills (water, electricity, gas, heating)	2025	4.4	9.4
	2024	3.8	8.1
	2015	3.2	8.5
Overcrowding rate	2025	15.7	41.2
	2024	16.7	42.3
	2015	13.9	40.0
Inability to keep home adequately warm	2025	4.7	10.1
	2024	4.1	7.8
	2015	1.2	2.5

Homelessness

Methodology	Count
Short-term trend (latest two figures)	Decrease (-15% since 2017)
Long-term trend (earliest vs. most recent figure)	Increase (+54% since 2005)
Detail	Data from service providers
Date	2023
Source	Socialstyrelsen

ETHOS 1	ETHOS 2	ETHOS 3	ETHOS 4	ETHOS 5	ETHOS 6	Other	Total	Rate per 10,000 inhabitants
without details by category							27,383	26

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