

CHAP. 2

HOUSING EXCLUSION AMONG YOUNG PEOPLE INDEPENDENCE INTERRUPTED BY COVID-19

29

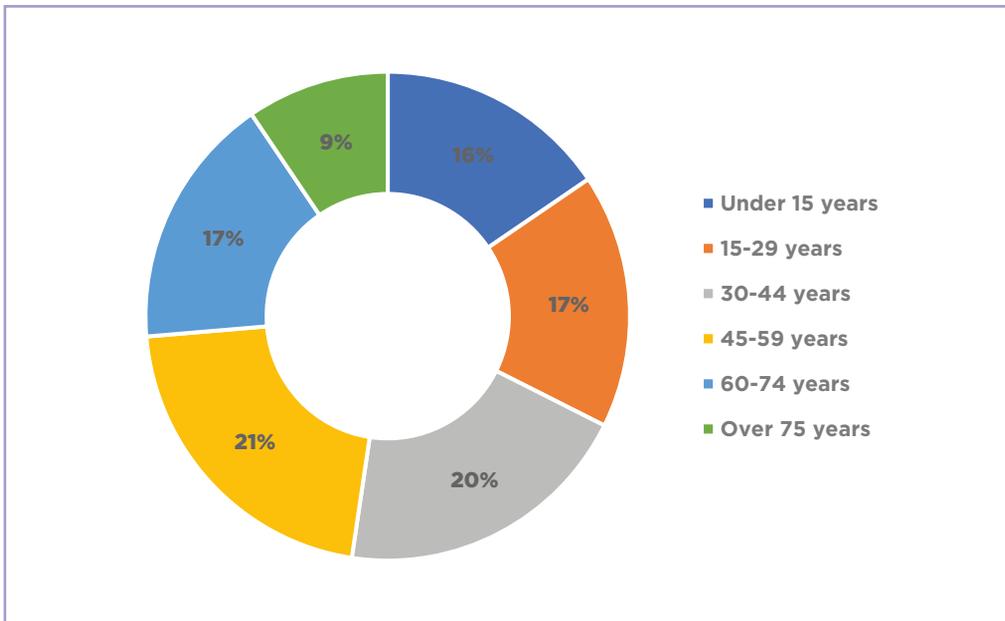
CONTENTS

INTRODUCTION	31
1. Lockdown combined with housing exclusion: young people, on the front lines of Europe's dysfunctional housing markets	34
The family home: pitfall or privilege?.....	34
The difficulty young people face when accessing housing.....	37
The harmful consequences of worsening housing conditions for young people.....	41
2. Housing exclusion as an obstacle to independence, personal development and integration	47
Inadequate public funding to fight poverty among young people.....	47
Negative effects on potential integration.....	51
The consequences of the pandemic on worsening housing difficulties and integration for young people.....	53
3. Investing in young people's future by facilitating access to housing and repairing safety nets	57
Developing housing solutions adapted to the most vulnerable.....	57
Ensuring basic resources and a safety net for all.....	62
CONCLUSIONS AND RECOMMENDATIONS	66

In 2019, young people aged 15-29 represented 17% of the EU28 population.¹ Already particularly affected by the 2008 crisis, today they are on the front line of the pandemic-related economic crisis. Since last year, unemployment and inactivity have ballooned among young people in Europe. Young people in education or training, regardless of whether they are still living in the family home or in student housing, are struggling to study remotely, without face-to-face contact with their teachers and classmates. Companies are no longer taking on interns, leaving qualified young people unable to put their freshly acquired knowledge into practice. Already hard to come by, student jobs have all but disappeared, leaving some young people facing hardship. For those lucky enough to find a job, they are struggling to find their place within teams who they have never met face-to-face.

Young people's transition to independence is being hugely delayed by worsening housing exclusion, increased unemployment and difficulty in pursuing training courses/study in the face of successive lockdowns and social distancing. *'Birth years are only a starting point; what makes generations interesting to social researchers is the ability to describe a cohort who share a common location in history'*² Of course, this is not about treating everyone in a given generation the same way. Living through the 2008 financial crisis and the 2020 pandemic, or finding housing in an EU Member State at a similar age does not mean that these events are experienced in the same way by everyone. Despite falling into the same age category and being on the cusp of independent adulthood at the same time, young people are facing very different situations, realities and experiences. While rebellion, protest, idealism and counter-culture were the bywords of the younger generations in the 1970s, today's young people are more likely to be associated with unemployment, poverty, pragmatism and survival.³

BREAKDOWN OF THE EU28 POPULATION BY AGE GROUP (ON 1 JANUARY 2019)



FEANTSA/Foundation Abbé Pierre graph. Source: Eurostat/EU-SILC, 2021 – [demo_pjgroup]

Accessing independence requires leaving the family home – or a care institution – and moving into independent housing. The age of this move varies from country to country depending on cultural norms. It is also influenced by many socio-economic factors, including having adequate financial resources to pay housing costs.

Yet the growing disconnect between housing costs and household resources is affecting everyone living in Europe, particularly those whose income is below the poverty threshold, who are unemployed or who have no job security, new arrivals from foreign countries, and those under 30. 56.2% of people questioned in 2019 as part of a survey on quality of life in European cities considered it difficult to find adequate housing in their city at a reasonable price.⁴

Over the last decade, the number of young people among the homeless population increased considerably in the majority of European countries. After the 2008 financial crisis, several governments implemented budget cuts to welfare benefits for young people, postponing their access to independence and transferring the responsibility and the role of social safety net to parents and family, leaving poor young people without access to decent independent housing. At a time when young people are finding themselves in an extremely vulnerable position due to the pandemic, **it is up to Member States and the European Union not to repeat the errors of the last ten years and to support them on their path to decent independent housing as well as to training and employment.**

HOUSING EXCLUSION AMONG YOUNG PEOPLE INDEPENDENCE INTERRUPTED BY COVID-19

FEANTSA and the Abbé Pierre Foundation carried out a broad survey of FEANTSA's members and partners across Europe to find out the state of play as regards young Europeans' housing conditions.

Faced with unsuitable and expensive housing, young people have been the primary victims of Europe's malfunctioning housing markets for several years now (I). They are forced to remain living with their families or – as a result of the pandemic – to return to the family home because they lack sufficient income to keep their home. And when they are able to access housing, they are compelled to live through lockdowns in poor

conditions, experiencing overcrowding and/or energy poverty. These situations have an undeniably negative affect on their integration and transition to independence (II). Yet state aid is not currently up to the task of combating the inequality and growing poverty among young people who are increasingly having to resort to emergency assistance, including food aid. Significant funding must be allocated to address their specific needs in this period of economic and social crisis: local best practices and sharing of approaches should inspire a new way of supporting the younger generations (III).



Photo : Ljubisa Danilovic | Fondation Abbé Pierre

1. LOCKDOWN COMBINED WITH HOUSING EXCLUSION: YOUNG PEOPLE ON THE FRONT LINES OF EUROPE'S DYSFUNCTIONAL HOUSING MARKETS

While the dire lack of affordable housing affects all of Europe, particularly the capital cities, the increase in demand for housing and the lack of new builds has led to significant price increases. Those worse affected by this phenomenon are young people – in education or training or entering the labour market – and they struggle to find housing. When they do manage to leave the family home, it is mainly by accessing housing on the private market,⁵ with costs that are often too high relative to their income and where they experience worse living conditions when compared to the general population.

The family home: pitfall or privilege?

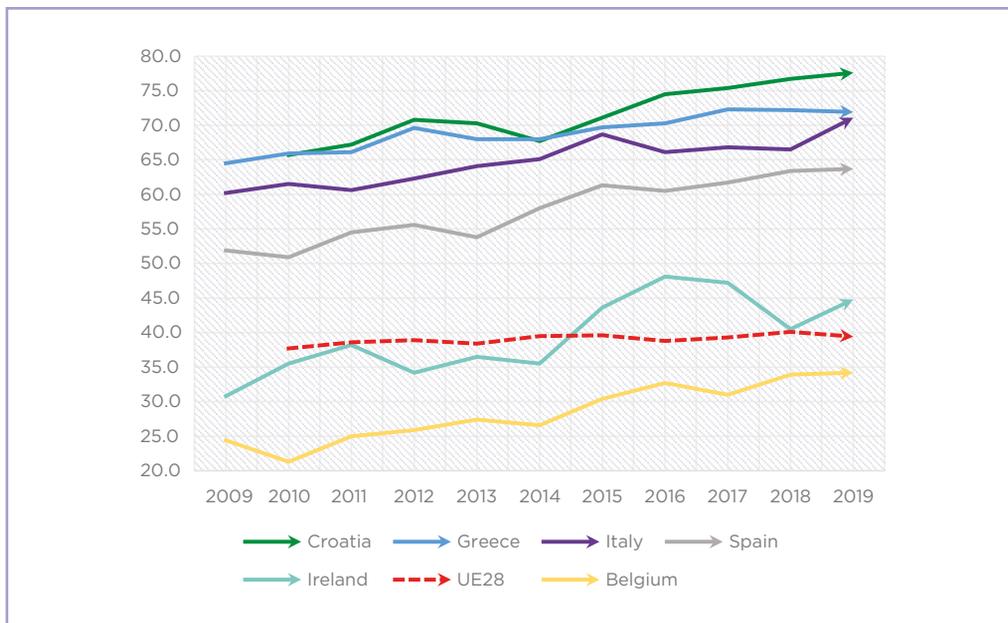
In 2019, the family home was the main housing option for 80% of young people aged 18-24 in Europe (an increase of 1.9 percentage points since 2010). This proportion varies from one Member State to another. For example, in Denmark, where a large array of social support is available to young people, this proportion is lowest (36%), and

in Italy, where the rental stock is less developed, the proportion is highest (95%). There were also many 25-29 year olds living with their parents (39% across the EU), a figure that has also been rising since 2010. The largest increases over ten years in people in this age group still living with their parents were observed in Croatia, Greece, Italy, Spain, Ireland, and Belgium.

A North American study carried out by Nancy Worth at the University of Waterloo in Canada shows that **young people living with their parents is a form of intergenerational wealth linked to housing**. This form of cohabitation plays a key role in the transition to independence. It enables young people to save time, money, and effort, through for example, putting money aside for studies or for a first deposit on a property purchase, etc. This can therefore be a factor in perpetuating inequalities and privilege linked to property wealth. Having high-income parents who may own several quality properties and being able to live in one of them for free is not comparable to a situation where the parents are on low incomes and are tenants in a small, poorly insulated apartment.

HOUSING EXCLUSION AMONG YOUNG PEOPLE INDEPENDENCE INTERRUPTED BY COVID-19

PROPORTION OF YOUNG ADULTS AGED 25-29 YEARS LIVING WITH THEIR PARENTS (%)



FEANTSA/Foundation Abbé Pierre graph – Source: Eurostat/EU-SILC, 2021 [ilc_lvps08]

Living in the family home can thus be a key measure of support and a privilege. However, it can also be an imposed lifestyle, a last resort when faced with an inaccessible housing market.⁶ In capital cities, the proportion of young people living in the family home is increasing due to the extremely strained housing market. In 2014, 45% of young people aged 25 and born in Paris were still living with their parents, compared to 32% in 1999.⁷

The more difficult the economic circumstances young people face, the harder it is to become independent. In 2020, in **France**, **74% of adults living with their parents did not have the financial means to live in their own home and were mostly forced into the situation.**⁸ Of these, 42% were students, 31% had a job and

19% were unemployed. According to this study conducted by France's Directorate for Research, Studies, Assessment and Statistics (Drees), 18-29 year olds, men, unemployed people, students, people with disabilities, workers on temporary contracts, and lone adults were most likely to live with their parents. Similarly, in **Poland**, half of young people (49%) aged 18-24 state that they live with their parents or relatives. According to an opinion poll carried out on a representative sample of all Polish young people, a quarter of 18-24 year olds and a third of 25-34 year olds would like to find housing better suited to their needs but cannot do so.⁹

In the **United Kingdom**, about 3.5 million young adults were living with their parents – an increase of one third on the previous decade.

Almost two-thirds of single adults without children aged 20-34 had never left the family home, or had returned to it as they could not afford their own home.¹⁰

The 'boomerang' effect has come about mainly because of the high cost of housing. In **London** for example, one third of tenants in the private market spend more than half of their income on rent.¹¹ Renting on the **United Kingdom's** private market cost on average 9% of tenants' income in 1961, compared to 36% in 2017.¹² In **Denmark**, the number of young people 'boomeranging' back to their parents' home increased 12% between 2009 and 2018.¹³ This form of cohabitation has consequences for young people but also for their parents, for whom having a young adult in the house leads to costs that the UK's Standard Life Foundation estimates to be several hundred pounds per month depending on the situation¹⁴

This boomerang effect has become more prevalent with the Covid-19 pandemic. Some young people were forced to return to their parents'

home due to being students, workers with insecure contracts, unemployed, or through being unable to pay their housing costs. This phenomenon resulted in painful consequences in the event of family conflicts.

« After lockdown was announced, the first week with my family was complicated. I was surrounded by people constantly making racist, homophobic comments. I lasted three days before I had to get out. [...] That evening, I had a panic attack. How would I survive this forced reunion with the people I'd been trying to escape for the last three years? »

Rath, 22 years old, a student forced to cohabit with his parents in Rennes, France¹⁵

Young people who do not live with their parents are confronted with the reality of the growing inaccessibility of the housing market and with how much of the housing supply is unsuitable for their needs.

When the family cannot provide material support when transitioning to independence

Young people living in care homes until their 18th birthday do not have reliable family resources on which they can depend, which is particularly relevant to their forced transition into independence at 18. Without a deposit to access the private rental market and rarely considered for targeted policies despite their vulnerability, they are disproportionately represented among young people experiencing homelessness and housing exclusion. One in three homeless young people were taken into care as a child in Denmark, one in four in France. In Ireland, on reaching the age of 18, 45% of young people in care stay with their foster families, 25% live independently, 10% leave care to live with their biological parents, 9% continue an institutional placement or live in supported housing, and 9% are at risk of housing exclusion or homelessness.

Targeted preventive policies exist in several European countries to support young people in accessing independence, some of which are described in the last part of this chapter. Public authorities have a responsibility here to substitute family support, in order to restore equity and to enable all young people, whatever their individual or family circumstances, to become independent.

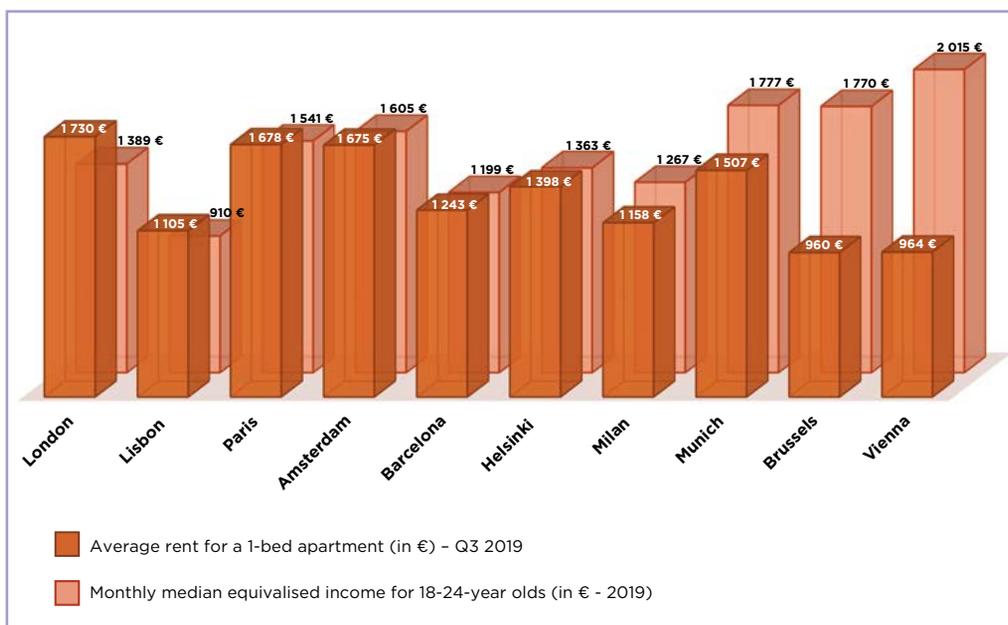
HOUSING EXCLUSION AMONG YOUNG PEOPLE INDEPENDENCE INTERRUPTED BY COVID-19

The difficulty young people face when accessing housing

The first obstacle for young people accessing housing is the high cost of housing in the majority of European cities. Attracted to the major hubs¹⁶ to study, train or find a job, young people end up looking for a home in large cities where the housing market is often most strained. As a result of large-scale mobility and the different types of situations in which young people transition to independence, they tend to start out alone

and therefore look for small housing units. Young people are competing in this market segment with families with changing circumstances and an ageing population¹⁷ and are also threatened by increased tourism and the supply of seasonal rentals.¹⁸ While rents are rising in general,¹⁹ rents have risen particularly sharply in small housing units across the EU, increasing by 16% from 2009 and 2019. In Paris for example,²⁰ renting a studio can cost more than EUR 50/m².

RENTAL MADNESS IN CAPITAL CITIES - WHAT RENTING A ONE-BED APARTMENT IN A LARGE EUROPEAN CITY COSTS A YOUNG PERSON AS A % OF INCOME (IN EUROS, 2019)



Graph: FEANTSA/FAP based on EUROSTAT & HOUSING ANYWHERE data – Average and median income by age and sex – EU-SILC and PCM surveys (ilc_di03) <https://ec.europa.eu/eurostat/web/income-and-living-conditions/data/database>; <https://housinganywhere.com/rent-index-by-city>

HOUSING EXCLUSION AMONG YOUNG PEOPLE INDEPENDENCE INTERRUPTED BY COVID-19

An October 2018 study by the Cologne Institute for Economic Research²¹ revealed that small housing units were subject to significant competition on the market, among students, young employed people, the retired and tourists. They are therefore becoming rarer and more expensive in **Germany**. According to this same study, the average monthly rent for a 30m² studio in a university city such as Munich increased by 43% between 2010 and 2018, rising from EUR 444 to EUR 634. In some capital cities where the housing market is particularly under pressure, the average rent for a one-bed apartment²² can be more than 100% of the median income of a person aged 18-24 as is the case in London, Lisbon, Paris, Amsterdam, Barcelona and Helsinki.

« I am a qualified tourism professional with several years' experience but the airline I work for in Dusseldorf went bankrupt last year. With unemployment benefit of EUR 920 and rent of EUR 620, life has become hard. »

Céline, 33 years old. As she is pregnant, she had to return to live with her mother in a 35m² apartment in Fribourg²³

In **Ireland**, average rent in the second quarter of 2020 was EUR 1,256 nationally, and EUR 1,758 in Dublin,²⁴ against an average income of EUR 1,176 for young people aged 15-24.²⁵

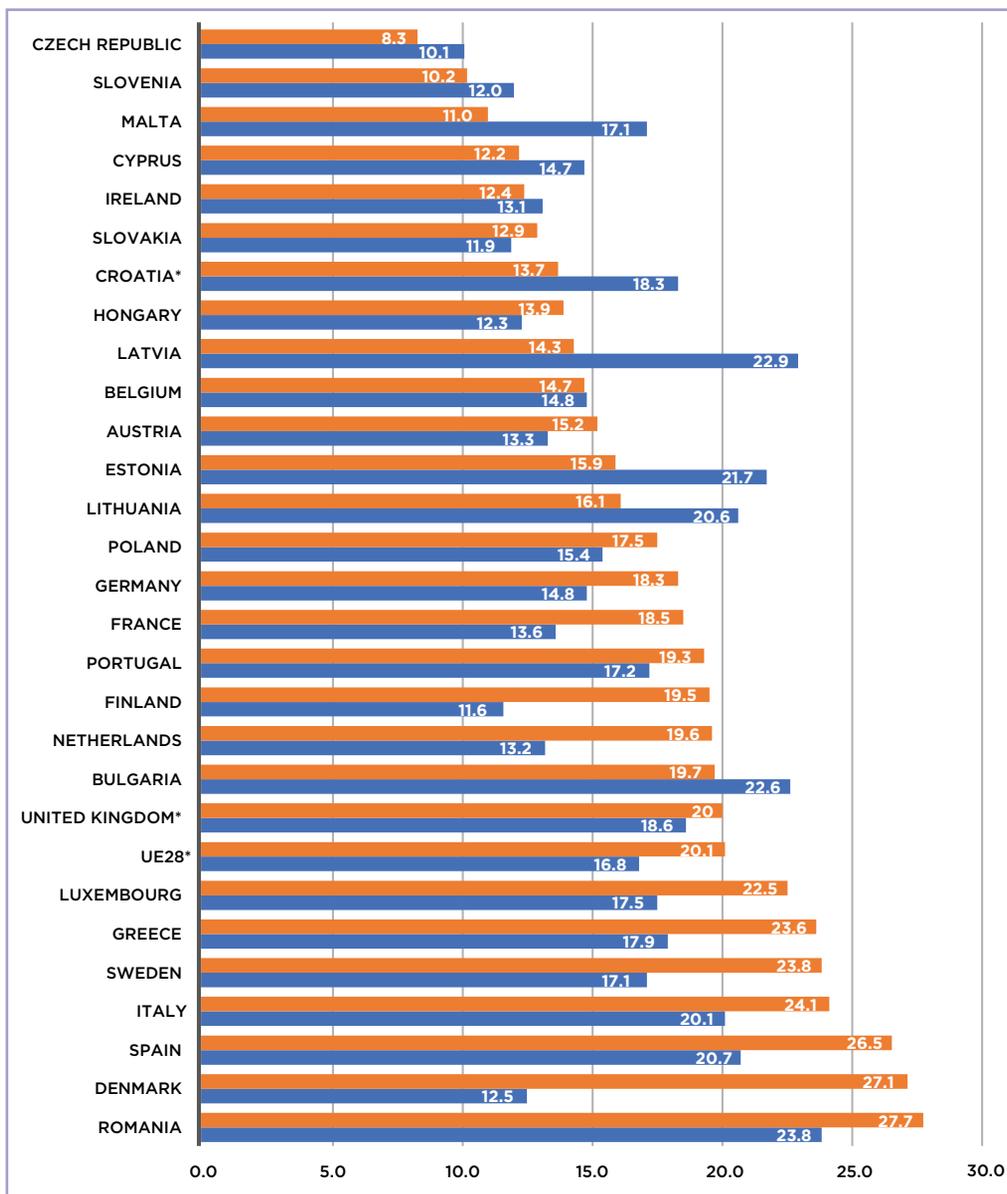
In **Spain**, the gross monthly salary of young Catalans fell by 21% in a decade, reaching EUR 930 on average – bearing in mind that the gender pay gap makes the housing market even more inaccessible to young women under 25 years, as they earn 27% less than their male counterparts.²⁶ Rental prices have increased by 36% since 2014 and the average monthly rent rose from EUR 539 to EUR 735 in five years. The rate of young Catalans living independently has fallen over the last ten years, reaching a historic low of 20.9% of young people.

In 2019, 10.1% of people living in the EU28 were **overburdened by housing costs**, i.e. spending more than 40% of their income on housing; 37.1% of poor people were in this situation. 18-24 year olds were the age group most affected by poverty in the EU, with almost one quarter of this age cohort affected, compared to 17% of the population as a whole. The risk of poverty among young people aged 16-29 has accelerated since 2009 in some countries such as Spain (+45%) and Portugal (+21%). In France, Finland and Austria, poor young people are 1.5 to 2.6 times more overburdened by housing costs than the poor population as a whole. **43.5% of poor young people aged 25-29 are overburdened by housing costs: they are nine times more vulnerable to this phenomenon than non-poor people in the EU28.**²⁷

HOUSING EXCLUSION AMONG YOUNG PEOPLE

INDEPENDENCE INTERRUPTED BY COVID-19

YOUNG PEOPLE ARE POORER THAN THE POPULATION AS A WHOLE
(RATE OF POVERTY RISK, 2019, IN %)



FEANTSA/Foundation Abbé Pierre graph – Source: Eurostat/EU-SILC, 2021

Confronted with this phenomenon, many young people, such as those on low incomes, are pushed out to the edges of cities leading to other overheads like transport costs. In **Prague** in the Czech Republic, apartment rents saw a record increase of 38% between 2018 and 2019. As a result, many young people moved outside the city where infrastructure, including transport, are not as well developed.²⁸

While renovation policies have improved the living conditions for some people living in Europe, they have at times led to gentrification, for example in **Vienna**, where building renovation brought about an increase in rent prices.²⁹

Young people also have to deal with **discrimination in accessing housing**. In **Ireland**, a study has shown that young people were six times more likely to be discriminated against than any other age group when looking for a home.³⁰ More likely to be on low incomes, young people have to provide multiple guarantees to prospective landlords who are sometimes spoilt for choice with the number of potential tenants applying for their properties. Young people have fewer references from previous tenancies, have less secure employment, and are often considered less solvent and less stable, particularly if they depend on social welfare to pay their rent. In addition, some young people are also victims of racial discrimination in accessing housing.³¹

In countries where it exists, the **social housing** stock would be a ready-made solution to overcome the difficulties in finding housing on the private market, if the waiting lists were not so long.³² In this context, young people have the same access to social housing as everyone else, without any particular prioritisation. This is the case in **Sweden** and **Ireland**, for example, where young people are not considered a priority category in terms of accessing social housing nationally, and where waiting lists for social housing are only getting longer. In **Ireland**, eligibility for

social housing is based on low income and on clear need; it is rare for a local authority to deem a young person's need for housing as urgent, as there is a widely held belief they can simply stay with family. Social housing is therefore not really an option for young people.³³ In **Poland**, access to municipal housing with subsidised rent is limited to people on very low incomes (with the criteria for this being defined by municipalities). The lack of this type of housing has led to long waiting lists of between three and five years. Only 4% of 18-24 year olds and 6% of 25-34 year olds live in municipal housing or benefit from another type of subsidised rent.³⁴ The stock of affordable housing for young people only represents 2.5% of current Polish housing stock.³⁵ In **France**, young people can access social housing under the same conditions as everyone else, based on income. According to a report by LREM MP for Hérault, Nicolas Démoulin, who is calling for the rules on allocation of social housing to be relaxed for young people; the proportion of young people in French social housing has fallen from 24% to 8% in under 30 years.³⁶ This is reportedly due to various factors, including a low turnover of residents, growing competition among other targeted priority groups and a lack of small housing units in strategic locations.³⁷

The possibility of **becoming a home owner** seems to be slipping further out of reach given the difficulties young people in Europe are experiencing. The expression 'generation rent' – coined in the UK in the 2010s – refers to young adults forced to rent their homes. In the **United Kingdom**, according to experts, 'the housing market is the most unequal it has been for a decade', with young first-time buyers being increasingly excluded from property ownership.³⁸ In Ireland, less than 2% of owner-occupied housing is owned by someone under 30; the average age for becoming a homeowner has increased significantly from 28 years in 2006 to 35 years in 2016.³⁹

« You know, the landlord is always in the position of power [...] That's the problem I find with renting. It's not particularly the money, it's the fact that, you know, someone else owns your home and you have to essentially do what they decide. »

Ella, 22, Newcastle (England)⁴⁰

In countries where property ownership is still very common, young people are living longer with their parents due to the underdeveloped rental market. In **Italy**, 61% of young people who leave the family home have bought their own home, compared to 39% who leave to rent.⁴¹ However, due to lack of adequate funds, 95% of young people stay living with their parents. Only young people from well-off families are still able to access home ownership, unlike young people from more modest families who do not have the support needed. In the **United Kingdom**, 30 year olds whose parents have no property assets are about 60% less likely to be homeowners.⁴²

Given all these factors, the supply of housing accessible to young people, whether they are in education, training or employment, is often insecure and of poor quality.

The harmful consequences of worsening housing conditions for young people

Young people are more vulnerable than adults to unfit living conditions, i.e. facing **severe housing deprivation**, or living in overcrowded dwellings that do not meet normal standards of comfort (leaking roof, no bath or shower or indoor toilet, or poorly lit). 5.7% of young people aged 15-29 were living in severe housing deprivation in 2019 in the EU28, compared to 3.8% of the total

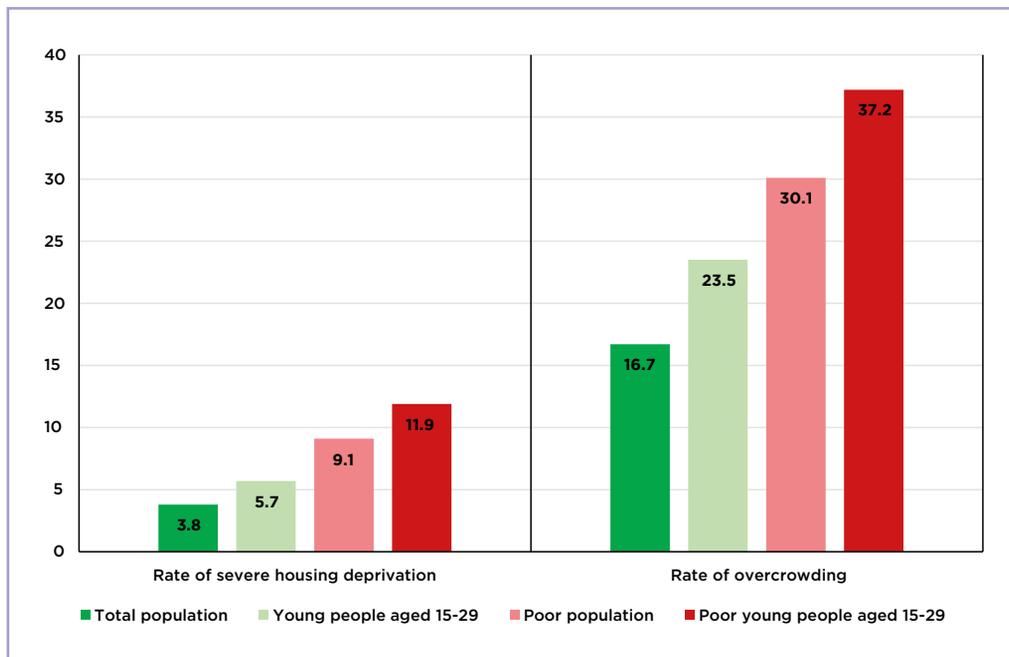
population. Poverty increases twofold the risk of living in poor conditions: more than one poor young person in ten is facing severe housing deprivation in Europe, with the highest rates in Romania (44.7% of poor young people), Bulgaria (39.9%), Latvia (25.5%), Slovakia (23.4%), and Lithuania (21.6%).⁴³ While young people are particularly affected by this issue, the pandemic and the economic crisis have exacerbated existing inequality. The inadequate housing conditions of vulnerable groups have contributed to excessive levels of death and suffering.⁴⁴

Likewise, 23.5% of 15-29 year olds were living in **overcrowded conditions** in 2019 compared to 15.6% of the total population. Again, poverty strongly increases the risk of living in such conditions – more than one in three poor young people live in overcrowded conditions in the EU28. An alarming increase in the proportion of poor young people living in overcrowded conditions has been observed since 2009 in Greece (+20.7 percentage points), Sweden (+11.5 percentage points), Denmark (+7.7 percentage points), the Netherlands (+7.3 percentage points), Spain (+4.9 percentage points), Slovakia (+3.2 percentage points), Croatia (+2.6 percentage points) and Belgium (+1.9 percentage points).⁴⁵ Against the backdrop of the pandemic, it seems that overcrowding is one of the key factors in the spread of respiratory infections such as Covid-19,⁴⁶ people living in crowded conditions are worse affected and more likely to get infected on average.

HOUSING EXCLUSION AMONG YOUNG PEOPLE

INDEPENDENCE INTERRUPTED BY COVID-19

YOUNG PEOPLE MORE AFFECTED BY HOUSING EXCLUSION THAN THE REST OF THE POPULATION (EU28, 2019, IN %)



FEANTSA/Foundation Abbé Pierre graph – Source: Eurostat/EU-SILC, 2021

Energy poverty has also increased significantly among young people. In France, 66% of 18-34 year olds have limited their heating (compared to an average of 53% across the total population), 32% state that they are having difficulty making payments (compared to 18% across the total population), 29% have suffered from the cold for at least 24 hours (compared to 14% across the total population) and 20% have had their heating cut as a result of arrears (compared to 8% across the total population).⁴⁷ Successive lockdowns due to the Covid-19 pandemic have led to an increase in energy consumption. The pandemic exacerbated existing factors in energy poverty

such as income levels and energy prices, and accentuated the role of housing quality in creating situations of energy poverty. This has resulted in difficulties accessing energy and paying utility bills for a growing number of households, including young people, who are facing the risk of arrears and disconnection. The majority of countries, including France, Spain and Portugal have introduced support measures to limit energy poverty, through individual benefits or by banning disconnections.⁴⁸ However, these measures are only temporary and more structural changes are needed to fight energy poverty effectively.

HOUSING EXCLUSION AMONG YOUNG PEOPLE INDEPENDENCE INTERRUPTED BY COVID-19

Young people on low to average incomes are most affected by housing exclusion. They also make up a large proportion of those in forced cohabitation and those with insecure and time-limited rental contracts.

Cohabitation/house-sharing is a very common arrangement among young people renting on the private market; it enables them to share rental costs given the serious lack of small, affordable housing units. While this is considered a normal stage in life, enabling young people to share housing costs, to learn from the experiences of shared living spaces and to avoid becoming socially isolated, it can also be a trap if it is not a choice made of their own free will. In the **United Kingdom**, young people are not entitled to benefits for independent housing and can only claim the *shared accommodation rate* for a bedroom plus shared living space, e.g. bathroom, kitchen and living room. As a result, the number of lone young people living in shared accommodation is increasing. For young people without financial resources who are dependent on social assistance, there is no other option than shared housing, even if it means sharing with strangers at the cheapest end of the market. According to a recent British study based on 40 personal interviews, forced shared housing makes young women more vulnerable; they do not feel at home and do not identify their domestic space as a place of refuge, but rather as an unsafe place, a 'trap'.⁴⁹ Previously, this rule on benefits for shared housing related to young people aged up to 25, but since 2012, this has been expanded to include everyone up to 35 years old. Cohabiting with strangers raises issues of physical safety and can be harmful to mental health.⁵⁰

« I mean it is like feeling unsafe because you really don't know the people that you're actually living with [...] You don't really feel like it's your own home and you don't really feel comfortable being there [...] It's very horrible, like stressful. It's extra stress, unnecessary [...] the feeling of not knowing where I'm going to be, you know, in the next few months, not having a stable home. It did definitely affect me. You just don't really feel secure. »

Chloe, 28 years old, describes how her experience of being forced to share housing in the United Kingdom left her suffering from depression⁵¹

« Living with strangers was just horrific. It really messed with my mental health [...] Everything felt so bleak. I felt so alone in that place [...] there have been points over the last few years when I have felt so low [...] like I can't see how to get out [...] I felt really isolated in that shared house too, with no support really. »

Jo, 30 years old, describes her experiences being forced to share accommodation in a city in the north of England⁵²

Young people are often offered **insecure time-limited rental contracts**, that claim to offer greater mobility – a buzzword that politicians tend to roll out as the be-all and end-all, to the detriment of tenancy protection. In **Austria**, for example, more than one third (37%) of young people aged 15-30 living independently in **Vienna** in a rental property in their own name have a temporary contract, including clauses limiting duration (this also includes sublets).⁵³ They are also particularly affected by the recent hike in rent arrears caused by the pandemic and rental evictions. According to the French MP Nicolas Démoulin, among those most affected by the recent increase in arrears – and thus particularly vulnerable to evictions – are young working

HOUSING EXCLUSION AMONG YOUNG PEOPLE

INDEPENDENCE INTERRUPTED BY COVID-19

people, who are not considered a priority group in terms of accessing social housing in France. There are therefore fewer rehousing solutions available to them if they fall into payment difficulties.⁵⁴ In the **United Kingdom**, between April and November 2020, 90,063 people were at risk of homelessness. Tens of thousands of people became homeless despite the freeze on evictions during the first phase of the pandemic. Young workers in the hospitality sector were among the worst affected as they were without income and housed in informal, insecure conditions.⁵⁵

These difficulties are exacerbated in cases where there are other vulnerability factors at play. **Young refugees** are also particularly vulnerable to housing exclusion, homelessness and exploitation, in the context of large-scale reduction in the effective care and protection of asylum seekers and unaccompanied minors.⁵⁶ The same is true for LGBTQI young people, young transgender people and young intersex people. In Europe, one in five LGBTQI people, one in three transgender people and 40% of intersex people have already experienced homelessness.⁵⁷

« In total, I have moved 16 times in my life. Before my first placement far from home, I had moved five times with my family. Since I have been in care, my address has changed ten times. »

Tommi, 23 years old, Finland⁵⁸

« When I was 19 years old, my mother kicked me out. I went to Prague and have moved to different places there several times – with friends, on the streets, in squats, etc. Eventually I moved from a refuge, the Naděje NGO's hostel, to an apartment. That was nearly a year ago [...] A 'home' for me means safety, comfort, security, privacy and joy. »

Jarda, 26 years old, Prague, Czech Republic⁵⁹

***Being young and a migrant:
a multitude of factors contributing to housing exclusion***

Young migrants and unaccompanied minors, adolescents under 18 from third countries arriving in Europe without family, are particularly vulnerable with regard to housing exclusion and deprivation. In **the Netherlands**, for example, 39% of homeless people from non-EU countries are aged 18-29 years (compared to 27% of the Dutch and European cohort). Of 3,774 unaccompanied minors living in Greece in March 2019, half could be considered homeless. Some 1,932 were living outside temporary or long-term accommodation and 605 were sleeping rough, i.e. 16% (these figures do not include the many undocumented unaccompanied minors).⁶⁰ In 2019, A report by the Fundamental Rights Agency warned of the creation of a lost generation of young expatriates in the EU and the significant housing problems that these people are facing.⁶¹ The 'reception crisis' in Europe has left many young people living in indecent conditions, in inadequate accommodation or sleeping rough during their asylum application proceedings.⁶²



Photo : Ljubisa Danilovic | Fondation Abbé Pierre

An increasingly young homeless population in an ageing Europe

Between 2010 and 2020, an increase in homelessness among young people was observed in the majority of EU28 countries – where data is available.

The EU framework for defining homelessness among young people, published by FEANTSA, states that 'homelessness among young people exists when a person aged 13-26 lives without shelter or without a home or in unstable or inadequate housing without a parent, family member or other legal guardian'.

- **In Austria**, 15% of registered homeless people in 2018 were aged 18-24. In Salzburg and Graz, 44% and more than 50% respectively of homeless people counted in 2019 were aged 18-30.
- **In Finland**, 15% of lone homeless people counted in 2019 were young people.
- **In Ireland**, the number of young people aged 18-24 in accommodation run by homeless services doubled between 2014 and 2017.
- **In Italy**, the proportion of Caritas service users aged 18-34 increased from 20% to 23% between 2019 and 2020.
- **In Barcelona, Spain**, 18% of homeless people counted in 2019 were aged 18-30 (253 sleeping rough, up 6% since 2017).
- **In Paris, France**, according to the Night of Solidarity count, 9% of people sleeping rough were under 25 years, 35% were aged 25-39.
- **In the Netherlands**, Approx. 32% of homeless people in 2018 were young people aged 18-29, a proportion that tripled between 2009 and 2018.
- **In Denmark**, 30% of the 6,400 registered homeless people counted in 2019 were aged 18-29. This is up 104% between 2009 and 2017 but down 20% between 2017 and 2019 (the number of older people was up 19%). Half of all homeless young people had at least one mental health issue and one in three had a mental illness and an addiction to alcohol or drugs. The main profiles represented among homeless people are young people leaving the care system (35%), and young migrants (25%).
- Homelessness among young people is less visible in **Hungary** and **Poland**, where there is an over-representation of elderly people.

Young homeless people experience the lack of a job/training at the same time as a lack of housing, while also dealing with multiple personal issues that may be linked to their physical health, mental health, family conflicts, the absence of emotional and material support, alcohol and drug addiction, abusive situations, and exploitation, etc. All this at a time in their lives when their personal development is crucial. The never-ending revolving door of sleeping rough, emergency shelters, couch surfing is hugely traumatic. Support services and care services must be provided in a cross-cutting manner and over the long term, taking trauma into account (TIC – Trauma Informed Care), without conditions (in particular, not conditional upon 'good behaviour'). Such services must be based on engaging and empowering young people, and on reducing risk in cases where substance misuse is part of the equation.

« The CHRS [accommodation and social rehabilitation centres] are really depressing. I can't invite anyone over, I have the impression that I am always being watched. And every single night, I am woken by one of my neighbours shouting and I am constantly bothered by another one who is always smoking weed. It makes me anxious, I sleep badly and I don't eat enough. [...] I am seeing a doctor and a psychiatrist. [...] I'm 22 years old and I want to live in my own studio apartment. Is that too much to ask? There's no light at the end of the tunnel! »

Patrick, 22 years old, describes living in a CHRS in France

2. HOUSING EXCLUSION AS AN OBSTACLE TO INDEPENDENCE, PERSONAL DEVELOPMENT AND INTEGRATION

To address these difficulties in accessing affordable and decent housing, public policies have thus far not sufficiently supported young people's transition to independence, which complicates and delays their integration and ability to reach their goals. The pandemic has further entrenched this uncertainty for young people, as well as difficulties in accessing housing and integration.

Inadequate public funding to fight poverty among young people

During the last decade, the widening gap between young people's incomes and the cost of decent housing has not been adequately addressed by public policies. On the contrary, there have been numerous budget cuts to support services, social protection services, financial assistance and minimum welfare benefits. These cuts affect young people living in Europe on low incomes in particular, whose income is largely dependent on benefits.

In **the United Kingdom**, the funding to children and young people's services was cut by one third between 2010 and 2019, the equivalent of at least GBP 3 billion, resulting in the closure of 1,000 centres for children and 700 centres for young people.⁶³ Many social centres that are essential in providing young people with a safe place outside the family home have been closed. The harmful consequences of this 'disintegration of the social fabric'⁶⁴ have been observed in many

different ways: young people's worsening mental health, and increasing levels of self-harm, ballooning rates of depression and loneliness in adolescents, etc. In **Denmark**, *kontanthjælp* (social assistance) was removed for every person under 30 with no higher or professional training on 1 January 2014 and replaced with *uddannelseshjælp* (education aid) with a significantly lower basic benefit.⁶⁵ This has resulted in a 104% increase in the number of young people among the homeless population in Denmark between 2009 and 2017.

Where the benefits have not been reduced, the conditions for accessing them have become stricter. In the **Netherlands**, a 'waiting period' was introduced whereby social benefits only become available to young people after one month of job hunting.⁶⁶ Following the 2008 financial crisis, several articles have described the consequences of austerity policies on worsening youth deprivation. In **Greece** for example, more than 330,000 young people aged 15-29 lost their jobs in 2012 and 46% of new work contracts in the private sector were temporary (part-time or rolling contracts).⁶⁷ Between 2009 and 2010, 70% of workers who lost their job were young people.

In the majority of the EU28 countries, young people transitioning towards independence, aged 18-25, do not have access to minimum welfare benefits.⁶⁸ In **the Netherlands**, parents are financially responsible for their children up to the age of 21; benefits are available from this age. Young people aged 18-21 who do not have family support are therefore particularly vulnerable to extreme poverty and homelessness. In **France**,

the RSA (contributions-based income support) is only allocated to people over 25. In 2019, 12% of social housing allocations were made to households on RSA. The fact that RSA is a key element in the right to housing in France means that public policies are de facto excluding the most impoverished young people unless they extend it to people under 25.⁶⁹ In **Ireland**, young people under 26 had their *Jobseeker's Allowance* reduced by 50% in 2014. Exceptions to these reductions were made for young people with

children, those exiting the care system and for the homeless. In **Spain**, welfare assistance promoted as 'universal income' was introduced in summer 2020: the IMV (*Ingreso Mínimo Vital*) is a social assistance programme for the poorest families, similar to ones in other European countries. While it does enable households to receive between EUR 462 and EUR 1,015 depending on the size and composition of the household and is compatible with other sources of income, it cannot be accessed by people under 23.⁷⁰

Basic income, a welfare trap?

The behavioural theory of the 'welfare trap' refers to the idea that minimum welfare benefits that are too generous reduce the gap between these benefits and an income earned from labour, and thereby disincentivises work. This theory underpins a good number of policy decisions that 'streamline', cut back and remove social benefits. In **France**, for example, it is behind the government's refusal to extend the RSA to young people aged 18-25 on the grounds that it risks locking them into a form of welfare dependency.

However, research carried out on the topic has by no means proven this theory. On the contrary, in France, studies by DARES (France's Statistical Office for Labour and Employment) and INSEE (France's National Institute of Statistics and Economic Studies) have demonstrated that the RSA has no disincentivising effect on the supply of labour.⁷¹ In the case of young people, *'the disincentivising effect ... seems to be very weak and limited to a specific population'*. Between 1.7% and 2.9% of young single people without children and without qualifications were reported to be disinclined to work as a result of the RMI – the precursor to the RSA – between 2004 and 2007.⁷² What the 'welfare trap' theory fails to consider is that getting a job is not only motivated by financial factors. Access to a job is a social norm to strive for; wanting a job is also especially motivated by self-esteem and feeling useful as well as building a network and having a social life.⁷³ The idea of the 'welfare trap' is more about unfounded moral judgements⁷⁴ than about sociological reality.

In **Poland, Germany**, and the **United Kingdom**, while the minimum age for accessing minimum social benefits is more appropriate (16 or 18 years old), the benefits that are allocated are the same as for the rest of the population and do not specifically help them to **access housing**. However, specific financial assistance for housing is included in Italy's RDC (citizenship income) which is accessible to young people under certain conditions. Likewise, housing support is included in Sweden's social benefits. In **Austria, Italy** and **Ireland**, there are national, regional and/or local subsidies enabling low-income young people to pay their rent. In **France**, housing subsidies help young people in particular, but their ability to ensure solvency has been gradually eroded. '40% of rents on 'very social' housing units are higher than the APL (personalised housing support) rent ceilings that ensure households' ability to remain solvent'.⁷⁵ These subsidies – which benefit a lot of young people – have been subject to cutbacks. With the French government's introduction of a controversial reform as of 1 January 2021, young people – in the middle of a pandemic – have been affected by significant reductions in this support, often the only support they are receiving. According to early results of a Unhaj study, 37% of the 4,600 young beneficiaries surveyed saw their APL reduced due to the reform; the reductions amount on average to EUR 122 and can reach as much as EUR 380 and particularly impact young people joining the workforce.⁷⁶

However, **England's** National Audit Office's 2017 report documented the direct link between reduced housing subsidies since 2011, rental prices getting further out of the reach of beneficiary households, and the rising number of homeless people.⁷⁷ On average in England, for the generation born between 1981 and 2000, housing benefit covers 55% of housing costs for unemployed 25 year olds on the private rental market; this proportion was 77% for the same profile of people from the generation born in the years

1960-1970.⁷⁸ While young people are already particularly badly affected by homelessness, such measures can have dramatic consequences on future perspectives for some of them. According to a recent study by Caroline Dewilde, rising and volatile housing costs are associated with an increase in unfit living conditions for low-income tenants and homeowners. Redistributive housing policies such as regulating the private rental market and housing subsidies improve the living conditions of people on low incomes, particularly in times of crisis such as a pandemic.⁷⁹

In **Ireland**, housing-related social welfare is a tool widely used to compensate for the lack of social housing. Households eligible for social housing are offered subsidies such as the *Housing Assistance Payment* or the *Rent Supplement*,⁸⁰ and must then find their own home on the private rental market. These subsidies are available to young people and are a vital short-term policy to enable people on low incomes to access housing. However, private landlords are wary of tenants in receipt of social welfare leading to many cases of discrimination in accessing housing. The legislation has thus been amended to ban discrimination on this basis.⁸¹

Insecure employment and housing

More than one young person in ten aged 15-29 was unemployed in Europe in 2019 (11.2%), which was twice the rate of the 25-54 age group (5.8%). The proportion of young unemployed people has fallen 23% on average since 2002 in the EU28; however, it increased significantly over the same period in Greece (reaching 28.9% in 2019), Spain (24.7% in 2019), Italy (22.4% in 2019), France (15.3% in 2019), Sweden (13.8% in 2019) and Portugal (12.6% in 2019). The increased flexibility of the labour market has manifested in a significant upswing in job insecurity, temporary employment, and fixed-term contracts, which has affected young people in particular, making their income less stable. The rate of in-work poverty has also increased by 14% on average for young people in the European Union between 2010 and 2019 affecting 10% of young people aged 16-29 with a job in 2019.

In parallel, increasingly insecure rental contracts have also been observed in different EU countries, creating a new cohort of 'flex-renters'.⁸² In **France** and the **Netherlands**, 'mobility contracts' and student contracts offer much less rental protection than common-law contracts. In **Amsterdam**, while the majority of tenants rent via permanent rental contracts, the majority of young tenants aged 18-23 sign temporary two-to-five-year leases, particularly students, young migrants, and those moving because their previous lease was terminated or too expensive. In 2016, temporary leases were legally recognised as being a type of common-law occupancy status in the Netherlands.⁸³ In **England**, the standard rental contracts are known as Assured Shorthold Tenancies and last on average six to 12 months; landlords can end the contract at the end of this first period without needing to give a reason. The average length in general of rental contracts in England is 2.5 years, compared to 11 years in **Germany** where security of tenure is far more robust.⁸⁴ In **Vienna**, Austria, more than one third (37%) of young tenants living independently on the private market have a temporary lease. The link between job insecurity and insecure living conditions is further demonstrated here: young people in temporary, marginal or part-time employment are increasingly subjected to temporary rental contracts.⁸⁵

« In my field, we generally work on one-year contracts or as a temp. And the salaries are low. This makes finding somewhere to live even more complicated. It's a vicious cycle. »

Céline, 33 years old, France⁸⁶

Negative effects on potential integration

For anyone regardless of their age, **poor housing conditions have a negative impact** on physical health, mental health, private and family life as well as social life.⁸⁷

Housing exclusion and instability impact young people's **well-being**, causing disruption (or even an end) to their education and their ability to concentrate and learn,⁸⁸ by destroying their support and care networks, weakening their mental health and their levels of satisfaction and confidence in the future at key moments in their development.⁸⁹ A British study shows the connection between housing exclusion on the private rental market and insecurity, vulnerability and marginalisation; the constant instability of short leases with few protections has become the norm for young people on low incomes.

These difficulties lead to feelings of powerlessness, insecurity, stress, anxiety, loss of control, and psychological imbalances that are a form of 'residential alienation'.⁹⁰

« A lot of my things are in boxes. I just don't unpack because I know that in a year's time I'm going to have to move. And so, I guess it makes me feel unsettled. I'm always thinking about where I'm going to live next, how I'm going to earn money for my next deposit, who's going to be my next guarantor, my credit rating and that kind of thing »

(Salena, 21 years old, England)⁹¹

The negative psychosocial effects of housing exclusion among young people are made all the worse for people with other risk factors, i.e. those already suffering from poor physical or mental health. This is the position this young asylum seeker finds himself in:

« My resident landlord was illegally subletting that room to me, and the head landlord found out about that. So, he didn't extend his contract, which means, it ended my contract, and I became homeless, because he changed the lock. And he can do it, because I wasn't paying any rent to him directly [...]. And I've ended up feeling very depressed, my self-esteem is very low, I feel demeaned. »

(Rehan, England)⁹²

Within the family home, overcrowding and **the lack of a private and safe space** can be particularly problematic for young people living with relatives or other people in unsafe conditions, where problems such as addiction, mental health and/or violence and domestic abuse may arise under the same roof.

Young homeless people are most vulnerable to risk of **exploitation, abuse and violence**. To avoid having to sleep rough, some young women are forced to resort to 'survival sex', i.e. providing sex in return for a roof over their heads, as shown by the personal ad below, published in Barcelona in summer 2019.

HABITACIÓN EN ALQUILER POR SEXO

☰ Compartir piso en Granollers

📍 Barcelona | 28 Días

Roger de flor. Hola alquilo habitación grande con ca. A nueva y dormitorio nuevo a cambio de cariño y sexo ya que yevo tiempo sin novia lo podemos hablar y conocernos antes, también podrías co. Er lo que aiga en casa. 1ª Planta. Calefacción. Internet. CE: G

Leer menos
IR AL ANUNCIO

50m² 3 dorm. 1 baños

PAR

👉 ❤️ 📊 ⓘ 📍 CONTACTAR

0:19 · 25 d'ag. 19 · [Twitter for iPhone](#)

Room for rent in exchange for sex

Hello I have a large room to rent [...] in exchange for affection and sex as I don't have a girlfriend, we can have a chat and get to know one another beforehand. The house is fully furnished. 1st floor. Heating. Internet.

Young people from the LGBTQI+ community, young transgender people in particular, are also vulnerable to these exploitative situations. Due to transphobia – still common in many countries – they find it very difficult to access housing with a contract and are particularly vulnerable to homelessness. They may also find themselves forced to resort to 'survival sex', in the absence of appropriate accommodation services that can house them while respecting their identity. This may also be used to help them cover their medical costs.

« Many queer clients who come to us from Eastern Europe have fled their countries because of homophobia or transphobia, in the hope of a real life free from violence. Some have also been thrown out by their parents and decided that they'd rather be homeless in Austria than in their country of origin because of better possibilities available for them. »

(TSocial worker, Austria)⁹³

« I contacted a guy I had met on the Internet, and ...he...I mean, he said I could stay at his house... But in return he wanted other things... Sex...and well, it's not that he was harmless, I knew what he wanted, but I didn't have any other option... [...] I'm suffering from depression because having to sleep with someone to have a roof over my head... It's horrible. »

N., 19 years old – XAPSSL (2019)⁹⁴

Housing problems also reduce social mobility. Seizing professional opportunities when they arise has ever-increasing financial barriers regarding housing (moving to an area or region where property is too expensive, longer and more expensive commutes, etc.).⁹⁵ Considering that unemployment is more common in young people than in the rest of the population in France, Jean-Benoît Eyméoud and Etienne Wasmer conclude that housing young people is key to their integration into employment.⁹⁶ The increased financial inaccessibility of affordable housing in areas with a dynamic labour market, combined with unstable incomes is thought to be

one of the main obstacles to youth mobility.⁹⁷ In **France**, for example, job seekers are overburdened by housing costs and are forced to live far from the main urban areas where the majority of jobs are. Hikes in housing costs discourage households from moving, for fear of having to pay even more for housing.⁹⁸ According to a CREDOC survey (French research centre for the study and observation of living conditions), 40% of companies have been affected by the housing problems that their employees face; 70% of employed people state they would refuse a better job than their current job if it required them moving and incurring additional financial costs. 56% of people surveyed stated that not having to move house was a 'very important' criteria in choosing a new job.⁹⁹ The Council of Europe Development Bank has also highlighted the significant influence of housing location on access to potential employment.¹⁰⁰

In cities, the way the housing market operates leads to low-income households being concentrated in the least expensive and most disadvantaged areas.¹⁰¹ This social division of the urban space can itself contribute to inequalities in accessing employment and integration into society, as exposure to a deprived social environment increases the risk of unemployment.¹⁰² For young people living in these areas, this is compounded by the common phenomenon of address-based discrimination, i.e. their access to employment is further hampered because their neighbourhood is stigmatised by negative and false stereotypes that influence some employers.

The consequences of the pandemic on worsening housing difficulties and integration for young people

'While older people have borne the burden in terms of health, young people will foot the bill in terms of jobs and income.' This is how France's Observatory of Inequalities describes the alarming consequences of the Covid-related economic crisis on young people, a segment of the population that had already been experiencing increasing poverty levels over the last twenty years.¹⁰³

The worst-hit jobs are in the hospitality, tourism, culture, entertainment, business and IT industries – sectors that employ a high number of young people on work contracts that are often temporary or insecure.¹⁰⁴ In **Ireland**, 15-24 year olds have had the highest rate of job losses and furlough: in April 2020, 46% were furloughed and more than a fifth (22%) lost their jobs.¹⁰⁵ Part-time jobs, which many young people and students depend on for subsistence-level income (21% of students in **France** have an earned income that is vital to their survival¹⁰⁶) have also been the first to feel the effects.¹⁰⁷ Again in France, since the beginning of the pandemic, 20% of young people aged 18-24 have been forced to resort to food banks and 35% are worried that they will not be able to pay their housing costs in 2021.¹⁰⁸ In Lille and Marseille, the charities that help the most deprived are seeing more and more young people coming for food parcels so as not to 'starve'.¹⁰⁹ In **Spain** (Madrid and Barcelona), the number of people feeding themselves solely through food donations increased by 40% in a month and a half. MSF (Médecins sans frontières) has for the first time in its history launched food aid programmes in the United Kingdom and Germany.

According to Caritas, the demand for food aid in western Europe increased by 25-30% between March and May 2020.¹¹⁰

The psychological distress and suffering of young people has been the focus of several reports since the beginning of the pandemic: a massive dropout rate¹¹¹ and difficulties that have disrupted coursework have, for example, affected 66% of students surveyed at France's Bordeaux-Montaigne University,¹¹² losing access to healthcare; explosion in anxiety; depression; breakdown in mental health etc.¹¹³ Eurofound's 2020 study on the effects of Covid-19¹¹⁴ showed that 18-34 year olds were the age cohort that felt most socially excluded – which is explained not solely by how lockdown measures are experienced according to age group, but also by financial difficulties, housing insecurity and job losses. They have also reported more frequent episodes of loneliness, stress and depression. In April 2020, 20% of 18-34 year olds reported that they felt alone 'all the time' or 'most of the time' (compared to 15% of people over 35), and 17% felt depressed (compared to 13% of over 35s).

A report¹¹⁵ from the UK's National Youth Agency highlighted the detrimental effects of the pandemic and lockdown on child and youth protection, warning against worsening risk factors, identified or not by social services, and the emergence of new risk situations. The study illustrates the increased mental health problems, massive dropout rate, worsening dangers due to unsafe family situations (the 'toxic trio' of addiction problems, mental health, and family violence affects more than one million children and young people in the United Kingdom), increased vulnerability to risky behaviours (social and sexual relations, vulnerability to trafficking and exploitation) and the implications of the digital divide.

Self-isolating and social distancing are impossible for the many families living in a single room or within shared accommodation with other people, with shared kitchen and bathroom

facilities, at risk of overcrowding and with inadequate access to outside spaces. Many young people do not have their own space to withdraw to if needed; their private lives are often compromised, in a context where access to support services has become more difficult.

« It's a ticking time bomb. Tensions are mounting, we are on top of one another, trouble is constantly erupting. So as soon as I can, I go out and find my friends in front of the building. At least I can get on with my life. »

Vincent, 20 years old, Belgium¹¹⁶

Lockdowns have effectively cut visits to support services, as well as to social networks at schools, universities, workplaces, training centres, youth clubs and other community groups. 84% of young people already suffering from mental health problems reported a deterioration in the wake of school and university closures, with 26% no longer having access to their usual psychological support.¹¹⁷

« In the conditions created by lockdown, it is hugely concerning that young people may be trapped in dangerous domestic situations with violent, abusive or coercive family members or partners. »

Brook – National Youth Agency (2020)¹¹⁸

Until now, European policies have focused on employment and training, without taking into account the importance of housing as a prerequisite to independence. Housing exclusion has detrimental effects on personal development and access to employment. The lack of adequate and affordable housing, worsening poverty, deteriorating mental health, and the inability to rely on family support: these are the four fundamental factors in increased homelessness among young people. Unless the housing dimension is taken into account and the most deprived young people are specifically targeted, policies

to support young people cannot and will not succeed in their objectives. On the contrary, they risk missing the crux of the main problem that has been exacerbated by the pandemic. If no prevention policies specifically focussing on the mass exclusion of young people are rapidly introduced in the European Union, a new cohort of young people without financial resources will soon swell the ranks of the homeless population. As the accommodation systems are already overwhelmed in all Member States, these people will have great difficulty receiving adequate support. According to a study by Dennis Culhane, this is what happened in the **United States** in the 1980s. The explosion in the number of homeless young people at the time, along with a serious economic recession, created a cohort of long-term homeless people who are still sleeping rough today on the streets of North American cities. The British government recently estimated that 30 years from now, 600,000 young people will not be able to pay rent on the private housing market when they retire, and is predicting a future crisis in homeless retired people if this issue is not addressed immediately.¹¹⁹

A Finnish study demonstrated that it was possible to predict the risk of homelessness from the age of 15.¹²⁰ In **the United States**, the State Index on Youth Homelessness was launched to evaluate and classify different States' laws and policies from the perspective of preventing and fighting homelessness among young people.¹²¹ While the European Union's objective is to effectively fight mass exclusion, housing exclusion, and homelessness, it is high time that the current public measures – based on emergency management – were transformed and that the EU invested in integrated, long-term strategies based on access to dignified and affordable housing along with appropriate support when necessary.¹²²

This time bomb of homelessness is now a reality that the European Union must face; it is urgent, but there is still time to avoid it. It is the EU's duty to do this, in its role as guarantor of fundamental human rights and of a reasonable society that 'leaves nobody behind'.

The EU and young people's economic integration

The European Union's Member States have not turned a blind eye to the alarming indicators of increasing social exclusion of young people. The Youth Guarantee is the primary public policy for fighting social exclusion and unemployment among young people. It was implemented across the European Union after the 2008 financial crisis. It took the form of an EU commitment to guarantee young people high-quality jobs or training, within four months of leaving education/training or of becoming unemployed. Direct European funding, via the European Social Fund (ESF) and the Youth Employment Initiative (YEI), of EUR 15.1 billion was invested in implementing this between 2014 and 2020. The EU also provides Member States with support in developing policies, e.g. a network of national coordinators of the Youth Guarantee, exchange of best practices, etc. and monitors progress at national level. The Guarantee was a key element in supporting young people in transitioning from education to work and a vital and ambitious initiative in countering rising unemployment levels among young people. In 2020, it is reported to have facilitated the entry of 24 million young people onto the labour market. In 2017, it was included as legislation in the European Pillar of Social Rights. However, this was not enough to tackle the full depth of the problem. The European Youth Forum and other youth organisations have also identified poverty and the inadequate and insecure nature of a lot of jobs on offer (precarious, temporary and low-paid contracts, unpaid internships, etc.) along with poor targeting of the Youth Guarantee as the main pitfalls. Very vulnerable young people who are particularly alienated from employment and training, such as those who are homeless, experiencing housing exclusion, have a disability, are members of the Roma community or refugees/migrants remain excluded en masse from the Youth Guarantee programmes.¹²³ The European Court of Auditors also noted that the Youth Guarantee's monitoring and evaluation lacked a solid system to guarantee vulnerable young people access to European employment subsidies. In **Finland**, for example, this Guarantee was implemented from 2013. It targeted young people aged 15-24 not in employment or training. The results in terms of reducing unemployment have been very modest: the unemployment rate of 15-24 year olds fell slightly from 19.8% in 2013 to 18.6% in 2018, after five years of the programme. Implementation difficulties in an already sluggish labour market and failure to target those young people most alienated from employment and training were blamed for these disappointing results.¹²⁴

As a result of this, on 1 July 2020, the European Commission announced its 'Youth Employment Support: a bridge to jobs for the next generation'¹²⁵ reinforcing the Youth Guarantee and broadening its reach. The initiative now includes young people aged 15-29, whereas previously the cut-off age was 25. Moreover, it now targets young vulnerable people. The measure was warmly welcomed by a large number of civil society organisations. The new European Social Fund regulation will oblige Member States where youth unemployment is higher than average to invest at least 12.5% of the ESF between 2021 and 2027 in the inclusion of young people in employment and training and the renewed Youth Guarantee. It is however counter-productive to address fighting youth unemployment and social exclusion without taking into consideration the issue of access to dignified and affordable housing.¹²⁶ The Youth Guarantee cannot be the sole solution; it must be part of a more integrated and cross-cutting framework of actions, which can tackle the deep causes of social and economic exclusion, including those linked to the lack of decent and affordable housing. The European Youth Strategy 2019-2026 does not include, for example, any prioritisation regarding young people accessing housing, facing poverty or experiencing homelessness.¹²⁷

3. INVESTING IN YOUNG PEOPLE'S FUTURE BY FACILITATING ACCESS TO HOUSING AND REPAIRING SAFETY NETS

The failures of certain measures should not undermine the successes of public policies and practices implemented at national or local level in various Member States. The housing crisis largely affects young people, particularly the most deprived, but also – to an increasing extent – the middle classes. In addition to addressing issues that affect young people, Member States and the European Union must invest in developing the supply of affordable and quality housing for all. However, young people have specific needs that require developing a housing supply that is appropriate for them and can accommodate the most vulnerable among them. Furthermore, as they are particularly affected by poverty, job insecurity and sometimes even an inability to access minimum welfare benefits, taking action to meet basic needs and to implement social safety nets is vital.

Developing housing solutions adapted to the most vulnerable

Besides renting on the private market and becoming a homeowner, other housing options that are better targeted and thus theoretically more adapted to their needs, are available to young people in European Union countries. For example, **student housing and university residences** that may be connected to training and educational institutions (as in the United Kingdom) or provided by social landlords (as in France, Italy, the Netherlands), semi-private organisations (as in Germany) or local charities and founda-

tions. All these structures generally function in partnership with the relevant local authorities.¹²⁸ This is the case in **Finland**, for example, where the not-for-profit Foundation for Student Housing in the Helsinki Region (Hoas),¹²⁹ is addressing the lack of affordable student housing in the Finnish capital. The Foundation works in cooperation with student unions in about ten universities and has about 10,000 apartments for every 19,000 tenants, at an average rent of EUR 12.70/m². In **Germany**, a 2014 study¹³⁰ highlighted the critical lack of student housing; 72% of students say that they had difficulties finding accommodation. In Munich for example, 12 student residence places were available for every 100 students (with 6,800 students on the waiting list for student housing). A similar ratio exists in **France** with the national average of accommodation units in student residences at 12.4 places per 100 students in 2019.¹³¹ The majority of students in France were living in private rented housing as a result. In a normal week in term time, one third of students were living with their parents, 24% were renting alone, 12% were renting with others or sub-letting, 12% were living in university residences and 5% were living in housing that belonged to them or to their family.¹³² In **Copenhagen**, the ratio of student housing is much higher, representing approximately 25 places per 100 students in tertiary education.¹³³

The financialisation of housing has not spared the student housing sector – far from it. ‘Serviced apartments’, that offer occupants turnkey accommodation with an array of hotel-style services are a common example of financialised rental products, based on short-term profitability.¹³⁴ In **Italy**, investment funds own commercial property but also student housing.¹³⁵ The **United Kingdom** has witnessed a property boom in the student accommodation market in recent years, in particular in post-industrial cities where supply now outstrips demand. The entities investing in student housing in the United Kingdom are mainly from outside Europe, based in the United States, Asia, Russia and the Middle East. While urban planning regulations oblige developers to include a quota of ‘affordable’ units in each development for sale or rent, this obligation does not apply to student housing.

Although young people do not live in **social housing** in large numbers, their access to public or social subsidised housing is prioritised in some Member States.¹³⁶ In **Italy**, young couples on low incomes and non-resident students are included in the National Plan for Public Housing along with other categories of vulnerable people. Municipal social housing projects also target couples under 35 who normally do not have access to public housing and who cannot afford to rent on the private market. In **Bologna** for example, where there are almost 12,000 units of public housing stock which can accommodate about 6% of the local population, ‘Porto 15’ was the first Italian public housing cooperative for people under 35 years and one of the first to be built solely by public authorities. Eighteen apartments were renovated in an apartment building belonging to the municipality and located in the city’s historic centre; each floor of the modernised building now has shared services and communal spaces. The young tenants, who pay below-average rent, sign up to a ‘values charter’ in which they commit to serving the community, by for example organising activities, homework support, park maintenance, etc.¹³⁷ In **Bilbao**, the Youth Solidarity programme has 20 ‘social houses’ aimed at students from the city’s three

universities, who can benefit from shared social housing with rent subsidised by the municipality. In exchange, they play an active role in the development of local initiatives, and plans to improve housing quality and to fight poverty in the area.¹³⁸

« Since I got my baccalaureat, I have lived in student social housing that’s in perfect condition, via Alliade Habitat. I have also been supported by APL [personalised housing support] to pay my rent. I didn’t have a grant and without it, I would never have been able to continue my studies, especially in Lyon given the current prices. I was able to go to a music faculty and to the National School of Music and become a professional musician. »

Melba, 27 years old, a beneficiary of student social housing in Lyon, France¹³⁹

In **Austria**, the criteria for accessing social housing differ from province to province but in Vienna, young people can access public housing from aged 17, and 16% of young people aged 15-29 years are living in social housing.¹⁴⁰ In **Estonia**, in the Tallinn region, access to social housing, which represents less than 2% of the overall housing stock, is given as a priority to

HOUSING EXCLUSION AMONG YOUNG PEOPLE

INDEPENDENCE INTERRUPTED BY COVID-19

young families and 'essential' workers, e.g. teachers, healthcare workers, etc. In **France**, a social landlord called Pas de Calais Habitat established all-in-one rents (including charges for water, electricity and gas) that remain the same over time, in order to facilitate access to their housing stock for young people under 30.¹⁴¹ The Social Council of the Union Sociale pour l'Habitat also agreed on concrete recommendations to open up its social housing to young people, to promote knowledge of the social housing supply among young people and to build a stronger safety net for young people in poverty.¹⁴² In **Finland**, a complementary array of long-term structures rather than time-limited programmes is available to youth housing services and exclusion prevention services. The country's Youth Foundation, student apartments, and the Youth Housing Association work together with housing advice services and one-stop guidance centres for 15-29 year olds.¹⁴³

« **When I moved to a new area and I knew nobody and nothing, my housing support worker gave me the telephone numbers I needed and told me about where I could set up my support networks.** »

Young person supported by NAL (Finnish Youth Housing Association), Finland¹⁴⁴

Preventing youth homelessness is integrated into the functioning of all these services, which are based on Housing First responses.

Building affordable social housing aimed at 'specific-needs groups' is encouraged through subsidies from ARA (a government organisation) which can make up between 15% and 50% of the investment costs depending on needs covered.¹⁴⁵



Photo : Ljubisa Danilovic | Fondation Abbé Pierre

Housing First for Youth (HF4Y)

Adapting Housing First as an intervention model or guiding philosophy for an organisation's response to homelessness and to specific issues affecting young people is based on the fact that the causes and conditions of youth homelessness are different to those of adult homelessness. As a result, the solutions must be based on the needs of young people. Housing First for Youth is based on the principle that all young people have the right to be housed, and that those who have experienced homelessness will fare better and get back on track more quickly if they first have a roof over their heads.

Relying on emergency responses (night shelters, temporary accommodation, inadequate and precarious housing) has harmful, dangerous and long-lasting consequences for young people: worsening mental health problems once they are sleeping rough, exposure to criminal exploitation, difficulties holding down jobs or successfully completing studies, and the risk of homelessness becoming chronic.

The five basic principles of Housing First for Youth include:¹⁴⁶

- A right to housing with no preconditions
- Youth choice, youth voice and self-determination
- Positive youth development and wellness orientation
- Individualised, client-driven supports with no time limits
- Social inclusion and community integration

« There's no doubt that without the support of Surso and this studio, I wouldn't be here today. Without any support, frankly you would need an iron will. It isn't just about money, it also depends on the person. Today, after months of hell, I know that I'm not alone any more, that someone can help me see more clearly. I feel safe and that motivates me! »

Yoan, supported for two years by Surso, an association that has been running the 'Logi'jeunes' programme since 2009 to help young people get off the streets and into housing, with a holistic and tailored approach, in Mulhouse (France)¹⁴⁷

When necessary, **support in accessing and staying in housing** is attached to a housing offer specially aimed at young people entering the workforce. The Foyer model was first established in **France** via the Foyers de Jeunes Travailleurs (Residence for Young Workers) after World War II and spread throughout Europe. It is a prime example of an 'integrated approach to tackling young people's housing and employment problems in their transition to adulthood'.¹⁴⁸ This

housing model is combined with individualised support based on young people's skills and competencies. Several evaluation studies carried out in various countries (England,¹⁴⁹ Norway,¹⁵⁰ and Australia,¹⁵¹) have shown that they enable young people in housing to improve their education, their relationships and their level of engagement as well as to access jobs and housing more easily. However, these organisations are under increasing demand due to the lack of places in

the traditional accommodation systems and are facing a lack of adequate common-law solutions that they can suggest young people move on to.

« I am in Vannes for my studies. I come from Malaysia. I have been living for over a year in the Kérizac residence. I chose the residence because it's easier. It isn't far from the university, I don't pay high rent, and the staff have always been very helpful. [...] In the beginning, I really needed help as I didn't speak French and I didn't know anything about the administrative processes. I always take part in residence activities as I want to meet as many people as possible. I really enjoy the theme dinners. I like tasting food from other countries. I am happy! »

Misrinah, resident in a Residence for Young Workers in France¹⁵²

« Before coming to the Madame-Molé Residence, I was living in the countryside near Lorient. I am looking for work and have been a resident for over a year. I have found jobs but they have been seasonal. I chose to live here because I couldn't find an apartment. I take part in the activities. I don't have a lot of friends and it's a nice way to come together. »

David, resident in a Residence for Young Workers in France¹⁵³

Shared solidarity housing, called 'kots à projets' in **Belgium**, have also been widely used across Europe. They provide shared and affordable housing in exchange for voluntary work in the accommodation or the local area. This model for example has expanded in Turin, in **Italy**, where seven of these projects are operating with a total of 30 apartments and about 50 residents, through a partnership between a local social landlord (ATC del Piemonte Centrale), the municipality of Turin and the Fondazione Compagnia di San Paolo.¹⁵⁴ In **France**, 'green campuses' offer student studios on farms in rural areas for a rental cost that is 25-30% cheaper than the city centre.¹⁵⁵

An association of the same name was created in 1995, and now boasts 120 farmer-landlords and almost 800 student-tenants. As the rural areas involved often have poor access to public transport, car-sharing services can be offered by the association's network. The association only ever selects housing located within 20 minutes of university towns.¹⁵⁶

Intergenerational schemes, which offer affordable housing solutions to young people while also helping combat social isolation among older adults, have also been used widely in Europe over recent decades.¹⁵⁷ There are many advantages to intergenerational and intercultural forms of housing. The *SällBo* project in the Swedish town of **Helsingborg** aims to combat loneliness among the elderly while helping young refugees to integrate, by housing them side-by-side, e.g. in the same building. There are 31 apartments for seniors and 20 for 18-25 year olds, of which 10 are reserved for unaccompanied minors arriving in Sweden. The residents commit to spending time together for at least two hours per week, with the support of a community worker.¹⁵⁸

Intercultural shared living spaces provide living conditions in which a variety of informal forms of social support and mutual learning emerge. This has been demonstrated in an evaluation of a municipal co-living programme in **Antwerp** shared between young unaccompanied refugees (aged 17-23 years) and young local people (aged 20-30 years), over one to two years in small units in a communal living space.¹⁵⁹ In **Amsterdam**, Startblok Riekerhaven was developed by the De Key and Socius Wonen housing associations and offers accommodation for 565 people aged 18-27. Half of the residents are young refugees with residence permits, the other half are young Dutch citizens in need of affordable housing. They live side-by-side in the project's nine apartment buildings, made of former shipping containers and divided into studios and apartments. The community is managed by the residents, who

receive support and advice, and are encouraged to take part in sports, language classes and cultural exchanges, financed by the rent they pay. Startblok's affordable rentals enable residents to work or study in a particularly expensive city, while refugees also benefit from the opportunity to develop friendships and acquire skills to help them rebuild their lives.¹⁶⁰

«**.Before [I lived in Startblok Riekerhaven], I only met other refugees – I didn't meet my neighbours. [...] I don't want to lose all the friends I have here. I am used to this life now, I see refugees and Dutch people every day. It's a relief to be here. I'm trying to make the most of it.**»

Adrian, 23 years old, resident in Startblok Riekerhaven in the Netherlands and Jamaican refugee who fled persecution against the LGBTQI community¹⁶¹

The high level of mobility among young people and their need for flexible housing solutions is a reality. Young people whose work requires them to be very mobile, including those in apprenticeships, internships or temporary work often face difficulties in finding affordable temporary housing that meets their needs. In **France**, the Izidom concept provides temporary furnished housing units to young people entering the workforce.¹⁶² However, the rental contracts are for a maximum of 24 months. These units do not therefore address the needs of young people pursuing training over several years.

In order to ensure access to a much larger supply on the private market, but also to fight poverty among young people, Member States must also ensure basic resources and a safety net for all.

Ensuring basic resources and a safety net for all

When young people wish to enter the private rental market, where affordable housing is increasingly rare, they find themselves facing growing competition and are forced to find ways to show that they are as solvent as someone older who has been in stable employment for a long period. This is a considerable challenge for those young people who do not have family that can act as a guarantor, as well as for unemployed young people, those in temporary/precarious employment, or those reliant on social welfare. The latter group fare even worse as they are negatively perceived which works against them on the competitive housing market.¹⁶³

This is why **minimum welfare benefits without employment prerequisites** must be accessible to all European young people from the age of 18: the total absence of income between the ages of 18 and 25 in some European Union countries runs counter to the goal of fighting poverty. While young people can vote, pay contributions and taxes from the age of 18, excluding them from minimum social welfare leads to situations of extreme poverty for those with neither a job nor family means. **Young people exiting the care system** are the first victims of this exclusion and are therefore over-represented among young homeless people.

«**.I have seen a lot of young people leave the system and from one day to the next, they are sleeping rough. "Where do I go? I'm living rough. It leads to a person going wherever, whenever. It's hard! I said to myself, I am in school, I don't have family resources or support, so at some point, I will be out on the streets, I will be forced to leave education.**»

Annie, 18 years old, on exiting the care system in France.

HOUSING EXCLUSION AMONG YOUNG PEOPLE INDEPENDENCE INTERRUPTED BY COVID-19

Annie signed a young adult contract prolonging her care until the age of 21 and was aiming for medical school but had to make do with nursing school as her young adult contract does not permit her to take on the long years of study required for medicine.

« I'm 23. So I can't get RSA [income support]. [...] I manage to survive thanks to charities and soup kitchens. I stay strong for the sake of my son; he's three years old. I get by day-to-day and tell myself that things will get better »

Bryan, 23 years old, living in a tent in Rennes, France, and supported by Relais, a specialised prevention service run by the SEA (a charity protecting children into adulthood).¹⁶⁵

It is possible to implement specific measures for the most vulnerable young people. In **Ireland** for example, a statutory duty was introduced into law in 2015 to prepare an exit plan for every young person leaving child protection services. It is incumbent on the nation's child protection agency (Tusla) to do so.¹⁶⁶ This must be an individual plan based on an evaluation of the young person's needs and skills, which presents the different types of support available for the transition and the people who will support it. This right can be extended until the end of any studies the young person may have undertaken (up to the age of 23). An individual financial plan is integrated into the overall plan and enables the young person to receive financial support if engaged in training or education. Tusla – the relevant agency – also introduced a *Standardised Aftercare Allowance* of at least 300 EUR per week.¹⁶⁷ Financial support for housing associations was also introduced in the form of the *Capital Assistance Scheme* to provide adequate accommodation for those young people who are particularly at risk of homelessness. This is a major development in preventing homelessness among young people.

Maintaining people in their homes through significant financial difficulties should be encouraged through **rental guarantee schemes** specifically targeted at young people. In **Scotland**, Deposit Guarantee Schemes have been widely used since the middle of the 2000s at local level for young people and people at risk of homelessness. They have proven very effective (89% of rental contracts signed under this scheme in the Highlands were maintained for over three years) and studies have shown that they have saved public money through providing access to dignified private rented housing, compared to relying on the use of much more expensive emergency accommodation services.¹⁶⁸ In **France**, a recent report by UNCLLAJ analysed the mechanisms of French rental guarantees and the reasons why they are only partially effective in giving young people access to independent housing.¹⁶⁹ The VISALE scheme enables young people under 30 to benefit from a rental guarantee regardless of their situation. It works as a free rental 'visa' that the tenant applies for online and the owner-landlord subsequently validates. However, the general public are often not aware of its existence and young people who use it are often subjected to discrimination from landlords for this reason. It replaced a draft **Universal Rent Guarantee**, part of the 2014 ALUR Law. The universal nature of this law was innovative and would have avoided these pitfalls.

Measures to increase security of tenure enable young people to be better protected against eviction, countering the harmful effects of increasingly flexible rental contracts on young renters. In **Germany**, standard rental contracts are of unspecified duration with the average lease lasting 11 years. In **Bologna**, the municipality established the *Protocollo sfratti* (Protocol on evictions), which legally recognises that job loss after the economic and financial crisis is a legitimate reason for not being able to pay one's rent. Relying on national legislation, the city is

now involved in fighting evictions, which have fallen from 1,109 in 2015 to 488 in 2017, a drop of 56%. Since March 2017, the municipality has helped 277 households that, due to the economic crisis, had received eviction notices for arrears.¹⁷⁰

« Exchanging best practice and the measures set up by different cities to guarantee the right to housing is an important priority which must be supported and encouraged, also by the European institutions. »

Department of Housing, Bologna City Council¹⁷¹

Young people transitioning to independence require small housing units. Regulating the private rental market is particularly conducive to freeing up more small units via rent controls¹⁷² and limiting short-term holiday lets. Introducing such measures ensures that small housing units remain available to the young people who need them. In order to protect tenants in difficulty from extra housing costs during the pandemic, some public authorities have adopted measures to regulate the housing market. In **Berlin**, rent ceilings have given tenants the chance to apply for a rent reduction in the event of 'excess rent' since November 2020, i.e. if higher than the upper reference rent by more than 20% (taking the housing unit's location into consideration). **Catalonia** was the first Spanish region to introduce a law on rent controls in September 2020, which included a reference price for rentals. In February 2021, **the Netherlands** introduced rent controls for the private rental sector on rents above EUR 750 per month, which can no longer be increased by more than 1% (more than inflation) within the next three years.¹⁷³

In 2020, housing became the first line of defence against the spread of Covid-19. Emergency measures were taken during the first wave of the pandemic in most European countries to freeze rental evictions and to stop gas/electricity from being cut off, to delay mortgage repayments, and in some cases to support households in paying

their rent.¹⁷⁴ Since that time, young people's vulnerability in this crisis has been well covered by the media, pushing public authorities to take specific measures. In **France**, a moratorium on rents was introduced for student accommodation (CROUS) for 2020;¹⁷⁵ in February 2021, hotel rooms were made available in Ile-de-France for students in poverty.¹⁷⁶ Exceptional State aid was disbursed by the French government to help young people and students, including a EUR 150 top up on individual rent subsidies – first in spring 2020, and then again in autumn 2020. However, this temporary aid was not enough to counter the effects of the pandemic, such as the loss of a student job. In **Slovenia**, a specific solidarity payment of EUR 150 was also paid at several points – in April 2020, December 2020, and February 2021 – targeting vulnerable groups including young people and students on low incomes.¹⁷⁷ In **Sweden**, the income ceiling on student aid was temporarily removed.¹⁷⁸ Public authorities in some Member States and municipalities also established measures to provide young people with access to training and employment in this crisis, such as the '1 jeune 1 solution' ['1 young person, 1 solution'] plan in **France**,¹⁷⁹ 'Ativar.PT' in **Portugal**¹⁸⁰ and the Vienna-based plan for education and training in **Austria**.¹⁸¹

Emergency measures are of benefit in that they rapidly free up resources. However, they are short-termist responses and risk causing the same tragedies when they come to an end as those they initially avoided: an explosion in arrears, mass waves of evictions, increased housing exclusion and deprivation. A long-term, preventive and cross-cutting vision must be defined at European and national level to support young people's transition to independence.

HOUSING EXCLUSION AMONG YOUNG PEOPLE
INDEPENDENCE INTERRUPTED BY COVID-19



Photo : Ljubisa Danilovic | Fondation Abbé Pierre

CONCLUSIONS AND RECOMMENDATIONS

As this report demonstrates, young people living in Europe were already left particularly vulnerable after the 2008 financial crisis, which some countries were still struggling to emerge from. In many respects, the pandemic exacerbated existing inequalities and highlighted the weaknesses in social policies in Europe.

Public policy that focuses solely on accessing employment and training without integrating the housing issue is lacking and has proven ineffective, particularly for the most vulnerable young people. Enabling all young people living in the European Union to access decent, adequate and affordable housing in order to smoothly transition to independence and social emancipation must be a priority for the European Institutions and the Member States. The future of Europe lies in the choices made today to support its youth.

FEANTSA and the Abbé Pierre Foundation wish to put forward the following recommendations to the European Institutions and the Member States.

- **Integrate an 'accessing and staying in housing' dimension for young people in parallel with – and linked to – the Youth Guarantee in the European Youth Strategy**, in order to free up EU funds to find adequate and affordable housing solutions for vulnerable young people, to exchange best practice and to monitor Member States' progress in the matter.
- **Extend the eligibility criteria of minimum income schemes to young people aged 18-25 in countries where this age group cannot already access it.** Relying solely on family support in these countries is a significant obstacle to young people accessing housing and independence.
- **Expand the guarantees offered to tenants –**

HOUSING EXCLUSION AMONG YOUNG PEOPLE

INDEPENDENCE INTERRUPTED BY COVID-19

including young people – who are most in difficulty, such as guarantee fund mechanisms for rent arrears. The European Union is already giving Member States the necessary funding to secure employment and training for young people; it should also enable them to access and stay in decent and affordable housing, in order to rebuild the safety nets that were drastically reduced following the recessions.

- **Ensure housing support for young people that is in line with market prices.**
- **Develop an adapted and affordable housing supply**, i.e. social housing, rental intermediation, cooperative, intergenerational and intercultural homes, student residences, homes for young workers, etc.
- **Ensure young people can access social housing.**
- **Make the private rental market less risky and encourage secure occupancy to provide housing opportunities for all young people, including the most disadvantaged, by controlling rents and regulating furnished holiday lets.**
- **Prioritise support for integrated and long-term strategies in the fight against housing exclusion, encourage sharing best practices and transforming emergency management into long-term solutions based on the universality of the right to housing** – in keeping with the principles of Housing First – and improving the information available on the measures that already exist.
- **Integrate considerations on access to dignified, affordable and adequate housing for young people into the innovative Bauhaus and Renovation Wave initiatives.**



Photo : Ljubisa Danilovic | Fondation Abbé Pierre

HOUSING EXCLUSION AMONG YOUNG PEOPLE INDEPENDENCE INTERRUPTED BY COVID-19

- 1** Eurostat, 2021 – [yth_demo_020] <https://appsso.eurostat.ec.europa.eu/nuui/submitViewTable> Action do
- 2** 'Birth years are only a starting point; what makes generations interesting to social researchers is the ability to describe a cohort who share a common location in history.' Worth Nancy (2021), 'Going back to get ahead? Privilege and generational housing wealth', *Geoform* 120 (2021) 30-37, available at: <https://www.sciencedirect.com/science/article/abs/pii/S0016718521000294?via=ihub>
- 3** Feixa (2006), in XAPSL (2019), *Diagnosi 2019 – El sensellarisme a Barcelona. Evolució i joves en situació de sensellarisme*.
- 4** European Commission (2020), 'Report on the quality of life in European cities 2020', DG Regional and Urban Policy, available at: https://ec.europa.eu/regional_policy/sources/docgen/work/qol2020/quality_life_european_cities_en.pdf
- 5** See Lennartz C. (2014), 'Young Adults' Transitions into Homeownership in Europe through the Global Financial Crisis', Social Situation Monitor – Seminar on Housing, 11 December 2014.
- 6** Foundation Abbé Pierre, *La face cachée des Tanguy* [The Hidden Side of Tanguy], 2015. Available [in French] at: https://www.fondation-abbepierre.fr/documents/pdf/la_face_cachee_des_tanguy.pdf
- 7** <https://www.apur.org/fr/nos-travaux/16-25-ans-paris-portrait-social-demographique>
- 8** Virot Pauline / DREES (2020), '*Vivre chez ses parents ou chez une autre personne à l'âge adulte – Profil des adultes ne figurant ni sur le titre de propriété, ni sur le bail de location du logement*' [Living with parents or a third party as an adult - Profile of adults whose name is not on the mortgage or lease of their home] in Les dossiers de la DREES no 58, published 9 June 2020, available [in French] at: <https://drees.solidarites-sante.gouv.fr/publications/les-dossiers-de-la-drees/vivre-chez-ses-parents-ou-chez-une-autre-personne-lage-adulte>
- 9** 'Public opinion survey on housing problems carried out in April 2020 on a sample of 1,000 people' [in Polish]: https://habitat.pl/files/fm2020/problemy_mieszkanowie_Polek_i_Polakow.pdf, FEANTSA/FAP Questionnaire 2021 Poland.
- 10** Butler, Patrick (2020), 'Boomerang' trend of young adults living with parents is rising – study', *The Guardian*, 18 October 2020, available at: <https://www.theguardian.com/society/2020/oct/18/boomerang-trend-of-young-adults-living-with-parents-is-rising-study>
- 11** Joyce, R, Mitchell, M and Keiller, A. (2017), 'The cost of housing for low income renters', London: IFS.
- 12** Butler, Patrick (2020), 'Boomerang' trend of young adults living with parents is rising – study', *The Guardian*, 18 October 2020, available at: <https://www.theguardian.com/society/2020/oct/18/boomerang-trend-of-young-adults-living-with-parents-is-rising-study>
- 13** Danmarks Statistik (2018), available at: <https://www.dst.dk/da/Statistik/bagtal/2018/2018-10-25-flere-unge-flytter-hjem-til-mor-og-far>
- 14** Standard Life Foundation & Centre for Research in Social Policy, Loughborough University (2020), 'Home Truths – Young adults living with their parents in low to middle income families', available at: <https://www.aberdeenstandard.com/docs?docum=entId=GB-191020-131715-1>
- 15** *Témoignages - Moi Jeune : 'En temps normal, la cohabitation avec mes parents, c'est un week-end, ça passe vite'* [In normal times, I spend no more than a weekend at my parents], *Libération*, 22 April 2020, available [in French] at: https://www.liberation.fr/france/2020/04/22/la-zep-et-liberation_1786087/
- 16** '*J'ai répondu à des dizaines d'annonces pour un logement sans succès*' : pour les jeunes, la difficile quête de l'autonomie' [I responded to dozens of housing ads with no success: for young people, the difficult quest for independence], *Le Monde*, 13 June 2020, available [in French] at: https://www.lemonde.fr/societe/article/2020/06/13/jai-repondu-a-des-dizaines-d-annonces-pour-un-logement-sans-succes-pour-les-jeunes-la-difficile-quete-de-l-autonomie_6042726_3224.html
- 17** Maunaye E. (2016), *L'accès au logement autonome pour les jeunes, un chemin semé d'embûches* [Access to independent housing for young people, a road fraught with pitfalls], Informations sociales, vol. 195, No. 4, 2016, pp. 39-47, available [in French] at: <https://www.cairn.info/revue-informations-sociales-2016-4-page-39.htm>
- 18** See FEANTSA & Foundation Abbé Pierre (2020), 'The City is Ours! How to Regulate Airbnb in the Face of a Housing Crisis', available at: <https://www.feantsa.org/fr/report/2020/11/18/the-city-is-ours-how-to-regulate-airbnb-in-the-face-of-a-housing-crisis>
- 19** Eurostat, 2021 – HICP – annual data (average index and rate of change) [PRC_HICP_AIND], https://ec.europa.eu/eurostat/databrowser/view/PRC_HICP_AIND_custom_138139/bookmark/table?lang=en&bookmarkid=ad10c0e2-a62f-439d-85bc-d52625b08c74.
- 20** '*A Paris, l'afflux de studios mis en location plus de 50 euros le m²*' [In Paris, the influx of studios for rent at more than 50 euros per m²], *Le Figaro Immobilier*, 27 August 2020, available [in French] at: https://immobilier.lefigaro.fr/article/a-paris-l-afflux-de-studios-mis-en-location-plus-de-50-euros-le-m2_fc6a2792-e77e-11ea-a833-d44855f9ae01/
- 21** https://www.iwkoeln.de/fileadmin/publikationen/2016/305809/IW-Institute-Expertise_2016_A-Hedonic-Rent-Index-for-Student-Housing-in-Germany.pdf
- 22** In terms of centrality and proximity to employment and training hubs and in terms of habitable space – apartments with one separate bedroom.
- 23** https://www.lemonde.fr/campus/article/2021/03/16/la-disparition-des-jobs-etudiants-aggrave-la-precarite-d-une-partie-de-la-jeunesse_6073278_4401467.html
- 24** Residential Tenancies Board Rent Index – in FEANTSA/FAP Questionnaire Ireland 2021: https://www.rtb.ie/images/uploads/Comms%20and%20Research/RTB_Rent_Index_2020_Q3_%28WEB%29_Final.pdf
- 25** Central Statistics Office – in FEANTSA/FAP Questionnaire Ireland 2021: <https://www.cso.ie/en/releasesandpublications/ep/p-eeads/earningsanalysisusingadministrativedatasources2018/age/>
- 26** Study on young Catalans' access to housing led by the ESCR Observatory and the Youth Council of Catalonia (CNJC), *Los jóvenes tienen que dedicar el 120 % del salario a pagar su vivienda* [Young people required to pay 120% of their salary to meet housing costs], El País, 12 October 2020, available at: <https://elpais.com/espana/cataluna/2020-10-12/los-jovenes-tienen-que-dedicar-el-120-del-salario-a-pagar-su-vivienda.html?outputType=amp>
- 27** Eurostat – EU-SILC, 2021 [ilc_lvho07a].
- 28** Association for Real Estate Market Development (2019), 'Trend Report 2019 – Czech real estate market survey', available at: http://arin.cz/wp-content/uploads/2019/05/TrendReport-2019_EN.pdf
- 29** Mundt, A. (2018), 'Privileged but challenged: The state of social housing in Austria in 2018', *Critical Housing Analysis*, Vol.5/1, pp.12-25, http://dx.doi.org/10.13060/23362839_2018.5.1.408
- 30** FEANTSA/FAP Questionnaire Ireland 2021. <https://www.ihrec.ie/app/uploads/2018/06/Discrimination-and-inequality-in-Housing-in-Ireland.pdf>

HOUSING EXCLUSION AMONG YOUNG PEOPLE

INDEPENDENCE INTERRUPTED BY COVID-19

31

'One in five respondents of African heritage felt that they have been discriminated against on racial grounds when accessing housing over the five years prior to the survey. The highest rates were observed in Austria and Italy (39% each), Luxembourg (36%) and in Germany (33%). The lowest rates were recorded in Denmark and the United Kingdom, where fewer than 10% of respondents mentioned being discriminated against on racial grounds' in FRA (2019), 'Being Black in the EU', available at: https://fra.europa.eu/sites/default/files/fra_uploads/fra-2019-being-black-in-the-eu-summary_en.pdf See also SOS Racisme (2019), 'Discriminations raciales au logement, ça suffit!' [Racial Discrimination in Housing, let's end it!]

32

'Social housing is a vanishing option for families who cannot afford to buy', *The Guardian*, 24 June 2018, available at: <https://www.theguardian.com/society/2018/jun/24/social-housing-no-longer-option-young-families>

33

FEANTSA/FAP Questionnaire 2021 Ireland.

34

'Public opinion survey on housing problems carried out in April 2020 on a sample of 1,000 people' [in Polish]. *op. cit.*

35

<https://www.gov.pl/attachment/26de9999-aa40-42c0-9396-74d3e2684a14> – FEANTSA/FAP Questionnaire 2021 Poland.

36

<https://www.capital.fr/immobilier/logement-social-un-rapport-preconise-dassouplir-les-regles-dattribution-pour-les-jeunes-1392603>

37

Housing Europe Observatory (2018), *op. cit.*

38

<https://news.sky.com/story/housing-market-is-at-its-most-unequal-in-a-decade-experts-say-12101537>

39

2016 Census. FEANTSA/FAP Questionnaire 2021 Ireland.

40

McKee K., Soaita A. M. & Hoolachan J. (2019), 'Generation rent' and the emotions of private renting self-worth, status and insecurity amongst low-income renters', *Housing Studies*, available at: https://www.researchgate.net/publication/337050687_Housing_Studies_%27Generation_rent%27_and_the_emotions_of_private_renting_self-worth_status_and_insecurity_amongst_low-income_renters

41

Istat, 2019. FEANTSA/FAP Questionnaire 2021 Italy.

42

Resolution Foundation (2018), 'House of the rising son (or daughter): the impact of parental wealth on their children's homeownership', 4 December 2018, available at: <https://www.resolutionfoundation.org/publications/house-of-the-rising-son-or-daughter/>

43

Eurostat, 2021 – Rate of severe housing deprivation by age, sex and income group – EU-SILC survey [ilc_mdho06a].

44

Balakrishnan Rajagopal (2020), 'Covid-19 and the right to housing, impact and the way forward', *Report to 75th UN General Assembly by the Special Rapporteur on the right to adequate housing*.

45

Eurostat, 2021 – Rate of overcrowding by age, sex and income group – EU-SILC survey [ilc_lvho05a].

46

https://www.who.int/water_sanitation_health/emergencies/qa/emergencies_qa9/en/

47

Baromètre Energie-Info du médiateur national de l'énergie [Energy Barometer – Info from France's national energy ombudsman], Vague 14 – 2020, available at: <https://www.energie-mediateur.fr/wp-content/uploads/2020/10/2020-synthese-redigee-barometre-energie-info.pdf>

48

CIFE/Rachel Guyet (2020), *Health crisis, first lockdowns and vulnerabilities to energy poverty*.

49

Ortega-Alcazar I. & Wilkinson E. (2019), 'I felt trapped': young women's experiences of shared housing in austerity Britain', *Social & Cultural Geography*, available at: <https://www.tandfonline.com/doi/ref/10.1080/14649365.2020.1829688?scroll=top>

50

Wilkinson E. & Ortega-Alcazar I. (2019), 'Stranger danger? The intersectional impacts of shared housing on young people's health & wellbeing', *Health & Place*, Vol. 60, available at: <https://www.sciencedirect.com/science/article/pii/S135382921830902X>

51

Ibid.

52

Ibid.

53

AK Wien, 2015. FEANTSA/FAP Questionnaire 2021 Austria.

54

Démoulin N. (2020), *Prévenir les expulsions locatives tout en protégeant les propriétaires et anticiper les conséquences de la crise sanitaire (Covid-19)* [Preventing rental evictions while protecting landlords and anticipating the consequences of the pandemic], available at: <https://www.union-habitat.org/sites/default/files/articles/pdf/2021-02/rapportdemoulin-plex.pdf>

55

'Tens of thousands made homeless despite UK ban on evictions during pandemic', *The Guardian*, 8 November 2020, available at: https://www.theguardian.com/society/2020/nov/08/tens-thousands-homeless-despite-uk-ban-evictions-covid-pandemic?CMP=share_btn_tw

56

See FEANTSA & Foundation Abbé Pierre (2020), 'Exiled and homeless: reception and accommodation conditions for asylum seekers and refugees in Europe', Fifth Overview of Housing Exclusion in Europe, available at: <https://www.feantsa.org/en/report/2020/07/23/fifth-overview-of-housing-exclusion-in-europe-2020> Studies have shown the correlation between low standards of protection and an increase in exploited minors, with control being exerted through a variety of factors, e.g. accommodation needs, physical and psychological violence, indebtedness linked to the price of passage to Europe, etc. See Peyroux O. (2020), *'Mineurs migrants et traite des êtres humains – Les oubliés de la protection de l'enfance'* [Minor migrants and human trafficking – forgotten by child protection], *Hommes & migrations*, 1328 | 2020, available [in French] at: <https://www.cairn.info/revue-hommes-et-migrations-2020-1-page-35.htm>

57

Fundamental Rights Agency (2019), 'LGBTI Survey', available at: <https://fra.europa.eu/en/data-and-maps/2020/lgbti-survey-data-explorer>. See also FEANTSA & True Colors (2020), 'Perceptions – Findings from a European Survey of Homelessness Service Providers about LGBTIQ Youth Homelessness', available at: https://www.feantsa.org/public/user/Resources/reports/Youth_Homelessness_in_European_Context_v5.pdf

58

FEANTSA/Finland – NAL testimony, 2021.

59

FEANTSA/Czech Republic testimony, 2021.

60

National Centre for Social Solidarity (EKKA), 2019. http://www.ekka.org.gr/images/EKKA_Dashboard_31-3-2019.pdf

61

FRA (2019), 'Integration of young refugees in the EU: good practices and challenges', available at: https://fra.europa.eu/sites/default/files/fra_uploads/fra-2019-integration-young-refugees_en.pdf

62

See FEANTSA & Foundation Abbé Pierre (2020), 'Exiled and homeless: reception and accommodation conditions for asylum seekers and refugees in Europe', Fifth Overview of Housing Exclusion in Europe 2020.

HOUSING EXCLUSION AMONG YOUNG PEOPLE INDEPENDENCE INTERRUPTED BY COVID-19

63

'Children's services in England are in financial crisis, say charities', *The Guardian*, 26 February 2019, available at: <https://www.theguardian.com/society/2019/feb/26/childrens-services-financial-crisis-big-five-charities>; UNISON (2014). Study based on data from 168 local authorities across the United Kingdom, 73% of which have made budget cuts to youth services – available at: <https://www.unison.org.uk/content/uploads/2014/07/On-line-Catalogue225322.pdf>

64

Tickle S. (2018). 'The impact of austerity on children and young people's health and well-being in England and Wales', *Liverpool John Moores University – Centre for the Study of Crime, Criminalisation and Social Exclusion*, 1 May 2018, available at: <https://ccselimu.wordpress.com/2018/05/01/the-impact-of-austerity-on-children-and-young-peoples-health-and-well-being-in-england-and-wales/>

65

Danmarks Statistik – FEANTSA/FAP Questionnaire Denmark 2021.

66

FEANTSA/FAP Questionnaire the Netherlands 2021.

67

Kretsos L. (2014). 'Youth policy in austerity Europe: the case of Greece', *International Journal of Adolescence and Youth*, Vol. 19, No. 51, 35–47, available at: <https://www.tandfonline.com/doi/pdf/10.1080/02673843.2013.862730?needAccess=true>; see also for Spain: Soler F., Planas A. & Feixa C. (2014). 'Young people and youth policies in Spain in times of austerity: between juggling and the trapeze', *International Journal of Adolescence and Youth*, 19, suppl, 62–78, available at: <https://www.tandfonline.com/doi/pdf/10.1080/02673843.2013.823552?needAccess=true>; and for Europe: Bradford S. & Cullen F. (2014). 'Youth policy in austerity Europe', *International Journal of Adolescence and Youth* – Volume 19, 2014 – Issue suppl: Youth policy in austerity Europe, available at: <https://www.tandfonline.com/doi/full/10.1080/02673843.2013.874104>

68

Pickard S. (2014). 'French youth policy in an age of austerity: plus ça change?', *International Journal of Adolescence and Youth* – Volume 19, available at: <https://www.tandfonline.com/doi/full/10.1080/02673843.2013.863732?src=recsys>

69

Observatoire de l'Hébergement et du Logement (2020). 'Les moins de 25 au temps de la crise sanitaire et sociale' [People under 25 in a time of pandemic and social crisis] for Fondation Abbé Pierre (2021). *26th Report on housing exclusion in France 2021*, available at: <https://www.fondation-abbé-pierre.fr/actualites/26e-rapport-sur-letat-du-mal-logement-en-france-2021>; Fondation Abbé Pierre (2021). '18-25 ans : Permis de vivre! [18-25 year olds: Licence to live!]', available [in French] at: <https://www.fondation-abbé-pierre.fr/actualites/18-25-ans-permis-de-vivre>

70

<https://www.opendemocracy.net/en/can-europe-make-it/spains-new-minimum-income-scheme-a-victory-and-a-historic-failure/>

71

DARES (2012). 'Évaluation de l'impact du revenu de solidarité active (RSA) sur l'offre de travail' [Evaluating the impact of RSA on labour supply], available at: <https://dares.travail-emploi.gouv.fr/sites/default/files/pdf/DE171.pdf> and Simmonet V. & Danzin E. / INSEE (2014). 'L'effet du RSA sur le taux de retour à l'emploi des allocataires. Une analyse en double différence selon le nombre et l'âge des enfants' [The effect of the RSA on the rate of return to employment for beneficiaries. An analysis of the twofold difference according to number and age of children], *Economie et Statistique* n° 467-468, available at: <https://www.insee.fr/en/statistiques/1377949?sommaire=1377964>

72

Bargain O. & Vicard A. / INSEE (2014). 'Le RMI et son successeur le RSA découragent-ils certains jeunes de travailler ? Une analyse sur les jeunes autour de 25 ans' [Do the RMI and its successor the RSA discourage some young people from working? An analysis of young people aged around 25] *Economie et Statistique* n° 467-468, available at: <https://www.insee.fr/en/statistiques/1377947?sommaire=1377964>

73

Dubet F. & Vêretout A. (2001). 'Une réduction de la rationalité de l'acteur. Pourquoi sortir du RMI?' [Getting to the crux of stakeholder's rationality. Why leave the RMI system?], *Revue française de sociologie*, n° 42-3, available [in French] at: https://www.persee.fr/doc/rfsoc_0035-2969_2001_num_42_3_5369

74

Duvoux N. (2011). 'Les minimas sociaux sont-ils des trappes à l'inactivité?' [Are minimum social benefits a welfare trap?], *Alternatives Économiques – Hors-Série Pratique* n° 052, available [in French] at: <https://www.alternatives-economiques.fr/minima-sociaux-trappes-a-inactivite/00065572>

75

Dominique Hoorens, economist, director of economic and financial studies at the Union Sociale pour l'Habitat, cited in 'Pénurie de logements très sociaux : et si c'était la faute des métropoles?' [Lack of very social housing: is it the fault of big cities?], *La Lettre du Cadre*, 28 December 2020, available [in French] at: <https://www.lettreducadre.fr/20821/penurie-de-logements-tres-sociaux%E2%80%89-et-si-cetait-la-faute-des-metropoles%E2%80%89/>

76

'Les effets troubles de l'APL en temps réel' sur les jeunes' [The murky effects of the 'APL in real time' on young people], *AEF Info*, 24 February 2021, available [in French] at: <https://www.aefinfo.fr/depeche/646874-les-effets-troubles-de-lapl-en-temps-reel-sur-les-jeunes>

77

While prior to 2011, the end of an assured shorthold tenancy was the reason behind 15% of benefits applications by statutory homeless people, this percentage exploded after 2013 reaching 39% in 2017, making the end of rental contracts the number one cause of homelessness. National Audit Office (2017). *Homelessness*, available at: <https://www.nao.org.uk/wp-content/uploads/2017/09/Homelessness.pdf>

78

Resolution Foundation (2018). 'Home Improvements – Action to address the housing challenges faced by young people', p.5, available at: <https://www.resolutionfoundation.org/app/uploads/2018/04/Home-Improvements.pdf>

79

Dewilde C. (2021). 'How housing affects the association between low income and living conditions-deprivation across Europe', *Socio-Economic Review*, available at: <https://academic.oup.com/ser/advance-article/doi/10.1093/ser/mwab003/6154845>

80

In Ireland, a rent supplement can be paid to people living in private rented housing whose income is inadequate to pay housing costs, generally as a result of temporary loss of employment. People have to be able to prove that they can pay the rent with their own income at the beginning of the rental contract. The weekly supplement is EUR 30 for a single person or single parent and EUR 40 for couples and families with at least two adults.

81

FEANTSA/FAP Questionnaire Ireland 2021.

82

See Heijkamp A. & Borštnik J. (2016). *Alles Flex? The Future of Work (All Flex?)*, documentary available at: <https://vimeo.com/167414979>

83

Huisman C., Mulder C. (2020). 'Insecure tenure in Amsterdam: who rents with a temporary lease, and why? A baseline from 2015', *Housing Studies*, available at: <https://www.tandfonline.com/doi/full/10.1080/02673037.2020.1850649?scroll=top&needAccess=true>

84

Davies B., Snelling C., Turner E. & Marquardt S. (2017). *Lessons from Germany – Tenant power in the rental market*, available at: <https://www.ippi.org/read/lessons-from-germany-tenant-power-in-the-rental-market#>

85

AK Wien, 2015, in FEANTSA/Austria Questionnaire, 2021.

86

https://www.lemonde.fr/campus/article/2021/03/16/la-disparition-des-jobs-etudiants-aggrave-la-precarite-d-une-partie-de-la-jeunesse_6073278_4401467.html

87

See the previous editions of this report.

88

See Culhane P. & al. (2012). 'The unique and combined effects of homelessness and school mobility on the educational outcomes of young children', *Educational Researcher*, 41(9), 393-402, available at: https://www.researchgate.net/publication/258134750_The_Unique_and_Combined_Effects_of_Homelessness_and_School_Mobility_on_the_Educational_Outcomes_of_Young_Children

HOUSING EXCLUSION AMONG YOUNG PEOPLE INDEPENDENCE INTERRUPTED BY COVID-19

89

See Choe J-Y L. (2021), 'Survival, not resilience: young people's housing instability', Thesis – July 2020, available at: <https://ourarchive.otago.ac.nz/handle/10523/10621>

90

McKee K., Soaita A. M. & Hoolachan J. (2019), "Generation rent" and the emotions of private renting: self-worth, status and insecurity amongst low-income renters', *Housing Studies*, *op. cit.*

91

In McKee K & al, *op. cit.*, p. 9.

92

Ibid., p.12.

93

Social worker at a homeless support centre in Austria in Shelton, J., Stakelum, R., & Dodd, S.J. (2020), 'LGBTIQ Youth Homelessness in Europe: Findings from a Survey of FEANTSA Membership Organisations', FEANTSA, True Colors United, and the Silberman Center for Sexuality and Gender at Hunter College, p. 7, available at: https://www.feantsa.org/public/user/Resources/reports/Youth_Homelessness_in_European_Context_v5.pdf

94

XAPSLI (2019), *Diagnosi 2019 – El sensellarisme a Barcelona*, p. 33, available at: https://img.arrelsfundacio.org/wp-content/uploads/2019/11/2019_Diagnosi_XAPSLI.pdf

95

Bigot R. / CREDOC (2011), 'Direct and indirect repercussions of the housing crisis on the employment and job situation', available at: <https://www.credoc.fr/publications/les-repercussions-directes-et-indirectes-de-la-crise-du-logement-sur-lemploi-direct-et-indirect-repercussions-of-the-housing-crisis-on-the-employment-and-job-situation>

96

Eyméoud J.-B. & Wasmer E. (2016), 'Vers une société de mobilité : les jeunes, l'emploi et le logement' [Towards a mobile society, young people, employment and housing], available [in French] at: <https://www.union-habitat.org/centre-de-ressources/habitants-politiques-sociales/vers-une-societe-de-mobilite-les-jeunes-l-emploi>

97

'Pour les jeunes, le principal obstacle à la mobilité, c'est le logement' [For young people, the main barrier to mobility is housing], *Le Monde*, 2 April 2019, available [in French] at: https://www.lemonde.fr/economie/article/2019/04/02/pour-les-jeunes-le-principal-obstacle-a-la-mobilite-c-est-le-logement_5444722_3234.html

98

Bigot R. & Hoibian S. / CREDOC (2011), 'Housing problems drag professional mobility', available at: <https://www.credoc.fr/publications/la-mobilite-professionnelle-bridee-par-les-problemes-de-logement-housing-problems-drag-professional-mobility>

99

Bigot R. & Hoibian S. / CREDOC (2011), 'Housing costs hinder occupational mobility', available at: <https://www.credoc.fr/publications/le-cout-du-logement-pese-sur-la-mobilite-professionnelle-housing-costs-hinder-occupational-mobility>

100

Council of Europe Development Bank (2020), 'Holistic evaluation of housing projects and the 2030 Agenda for Sustainable Development: Some lessons from the field', available at: https://cobank.org/media/documents/EPS_Holistic_evaluation_housing_2021.pdf

101

Korsu E. & Wenglenski S. (2013), 'Distance physique, proximité sociale et inégalités devant le chômage' [Physical distance, social proximity and inequalities in unemployment], *Ségrégation et justice spatiale*, Nanterre : Presses universitaires de Paris Nanterre, available [in French] at: <https://books.openedition.org/pupo/2158?lang=fr>

102

Ibid., Massey D. & Denton N. (1995), *American Apartheid*, Paris, Descartes et Cie; and O'Reagan K. & Quigley J. (1998), 'Where Youth Live: Economic Effects of Urban Space on Employment Prospects', *Urban Studies*, No. 35 (7), p. 1287-1305.

103

France's Observatory of Inequalities (2020), 'Rapport sur la pauvreté en France 2020-2021' [Report on Poverty in France 2020-2021], available [in French] at: <https://www.inegalites.fr/Rapport-sur-la-pauvrete-en-France-2020-21>

104

See for example, in Spain: Injuve & CJE (2020), 'Juventud en riesgo: análisis de las consecuencias socioeconómicas de la COVID-19 sobre la población joven en España', available at: <http://www.injuve.es/prensa/noticia/injuve-y-cje-presentan-el-estudio-consecuencias-economicas-covid-19-en-la-juventud>

105

Central Statistics Office (2020), *Employment and Life Effects of Covid-19* available at: <https://www.cso.ie/en/releasesandpublications/er/elec19/employmentandlifeeffectsofcovid-19/>

106

Study by France's Observatory of Student Life (2015), surveying 40,991 students.

107

'La disparition des jobs étudiants aggrave la précarité d'une partie de la jeunesse' [The disappearance of student jobs worsens poverty for some young people], *Le Monde*, 16 March 2021, available [in French] at: https://www.lemonde.fr/campus/article/2021/03/16/la-disparition-des-jobs-etudiants-aggrave-la-precarite-d-une-partie-de-la-jeunesse_6073278_4401467.html

108

Ipsos survey of 1,000 people exclusively carried out for the Foundation Abbé Pierre – 14 and 15 January 2021.

109

<https://www.lci.fr/societe/video-crise-sanitaire-du-covid-19-ces-etudiants-contraints-a-l-aide-alimentaire-pour-ne-pas-crever-de-faim-2171726.html>

110

'Escala la pobreza – Coronavirus en Europa: largas filas para pedir bolsas de comida, otra postal de la pandemia' [Scale of Poverty – Coronavirus in Europe: long queues for food aid, another sign of the pandemic], *Clarín Mundo*, 16 May 2020, available at: https://www.clarin.com/mundo/coronavirus-europa-largas-filas-pedir-bolsas-comida-postal-pandemia_0_p_8b2B4Sr.html

111

'Pour les étudiants, les cours en visioconférence demandent plus d'énergie et de concentration' [For students, online classes require more energy and concentration], *Le Monde*, 3 March 2021, available [in French] at: https://www.lemonde.fr/campus/article/2021/03/02/pour-les-etudiants-les-cours-en-visioconference-demandent-plus-d-energie-et-de-concentration_6071717_4401467.html

112

'A Bordeaux, une enquête pour mesurer la précarité étudiante' [A Bordeaux study to measure student poverty], *Le Monde*, 19 February 2021, available [in French] at: https://www.lemonde.fr/societe/article/2021/02/19/a-bordeaux-une-enquete-pour-mesurer-la-precarite-etudiante_6070524_3224.html

113

In France, the National Assembly's Committee of Inquiry demonstrated the detrimental effects of Covid-19 and lockdown on young people's mental health – more than 50% of young people are worried about their mental health: https://www.assemblee-nationale.fr/dyn/15/rapports/ceccovid/115b3703_rapport-enquete; similarly in Italy: Caritas Italiana, (2020), 'Antibodies from Solidarity. Report 2020 on Poverty and Social Exclusion in Italy', available at: https://www.caritas.it/pls/caritasitaliana/v3_s2ew_consultazione.mostra_pagina?id_pagina=9114

114

Eurofound (2021), 'Living, working and COVID-19', COVID-19 series, Publications Office of the European Union, available at: https://www.eurofound.europa.eu/sites/default/files/ef_publication/field_ef_document/ef20059en.pdf

115

National Youth Agency (2020), 'Out-of-sight? Vulnerable Young People: Covid-19 Response', available at: <https://nya.org.uk/wp-content/uploads/2020/04/Out-of-Sight-COVID-19-report-Web-version.pdf>

116

Testimony from FEANTSA/Belgium, 2021.

117

Young Minds (2020), 'Coronavirus: Impact on Young People With Mental Health Crisis', *Young Minds survey*, available at: https://youngminds.org.uk/media/3708/coronavirus-report_march2020.pdf

HOUSING EXCLUSION AMONG YOUNG PEOPLE INDEPENDENCE INTERRUPTED BY COVID-19

118

In the conditions created by lockdown, it is hugely concerning that young people may be trapped in dangerous domestic situations with violent, abusive or coercive family members or partners'. National Youth Agency (2020), *op. cit.*, p. 9.

119

Best, R. & Martin, A. (2019).

120

<https://thl.fi/tutkimus-ja-kehittaminen/tutkimukset-ja-hankkeet/kansallinen-syntymakohortti-1987>

121

<https://www.youthstateindex.com/>

122

See FEANTSA & Fondation Abbé Pierre (2018), 'Zero Homelessness in Europe: how do we get there?' in the Third Overview on Housing Exclusion in Europe, available at: <https://www.feantsa.org/download/chapitre-11746343836947768083.pdf>

123

European Youth Forum (2018), 'Updated position on the Implementation of the Youth Guarantee', available at: <https://www.youthforum.org/sites/default/files/publication-pdfs/Updated-position-on-the-implementation-of-the-Youth-Guarantee.pdf> & European Youth Forum (2020), 'Quality Standards for the Youth Guarantee – Consultation Results'.

124

'Youth unemployment lingers at 18 % amid cuts to programmes and education', Yle, 20 May 2018, available at: https://yle.fi/uutiset/osasto/news/youth_unemployment_lingers_at_18_amid_cuts_to_programmes_and_education/10214377; see also Ministry of Education and Culture (2012), 'The Youth Guarantee in Finland provides employment, training and a customised service', available at: <https://minedu.fi/documents/1410845/4150027/The+Youth+Guarantee+in+Finland>

125

'The Commission presents 'Youth Employment Support: a bridge to jobs for the next generation', European Commission – News, 1 July 2020, available at: <https://ec.europa.eu/social/main.jsp?langId=en&catId=B9&newsId=9719&nrtherNews=yes>

126

See FEANTSA (2020), 'FEANTSA Reaction Youth Employment Support: A Bridge to Jobs for the Next Generation', available at: https://www.feantsa.org/public/user/Resources/Position_papers/FEANTSA%20Reaction%20YES.pdf

127

FEANTSA (2018), 'No one left behind by the European Youth Strategy, except Homeless Youth?', available at: <https://www.feantsa.org/en/press-release/2018/05/24/feantsa-press-release?bcParent=27>

128

Housing Europe Observatory (2018), 'Housing the EU Youth', Research Briefing – Vol. 1 of the Series 'Housing in the Post-2020 EU'.

129

<https://www.hoas.fi/en/>

130

Allensbach dans Deutsche Real Estate Fund (2014), <http://dref.de/en/research/situation-student-accommodation/>

131

L'Institut Paris Région (2020), 'Logements étudiants et jeunes actifs – vers une territorialisation des besoins en Ile-de-France' [Housing for students and young workers – towards localising needs in Ile-de-France], available [in French] at: <https://www.institutparisregion.fr/nos-travaux/publications/logements-etudiants-et-jeunes-actifs/>

132

Observatoire National de la Vie Etudiante (2020), 'Repères 2020' [Benchmarks 2020], available [in French] at: http://www.ove-national.education.fr/wp-content/uploads/2021/01/Brochure-Repères_2020.pdf

133

FEANTSA/Denmark Questionnaire, 2021.

134

See Trouillard E. (2014), *L'ancrage territorial des "résidences avec services" privées en Ile-de-France : une géographie d'actifs immobiliers financiarisés?* [Territorial Anchorage of Private Serviced Apartments in the Paris Region (Ile-de-France): A Geography of Financialized Real-estate Products?], *L'espace géographique* 2014/2 (Tome 43), pp.97-114, available at: <https://www.cairn-int.info/article-F-EG-432-0097--territorial-anchorage-of-private.htm>

135

Adisson F. (2020), *La vente de l'immobilier public italien par des fonds d'investissement – des politiques d'austérité à la financiarisation de l'Etat* [The sale of Italian public buildings by investment funds – from austerity policies to financialising the State], *Métropolitiques – Les villes à l'ère de la financiarisation*, available [in French] at: <https://metropolitiques.eu/La-vente-de-l-immobilier-public-italien-par-des-fonds-d-investissement.html>

136

And also in the rest of the world: in South Korea, the majority of recent social housing programmes are aimed at students and young people in employment who are having difficulty finding accommodation. Hwang et al., 2019 – in OECD (2020), 'Social housing: A key part of past and future housing policy', *Employment, Labour and Social Affairs Policy Briefs*, OECD, Paris, available at: <http://oe.cd/social-housing-2020>.

137

Housing Evolutions, 'Porto 15 – Innovative public co-housing'. Available at: <https://www.housingevolutions.eu/project/porto-15-bologna-innovative-public-co-housing/>

138

Eurocities (2020), 'European Pillar of Social Rights - Cities delivering social rights. Access to affordable and social housing and support to homeless people', available at: <https://eurocities.eu/wp-content/uploads/2020/11/EUROCITIES-report-EPSR-principle-19-on-housing-and-homelessness.pdf>

139

FEANTSA/France testimony, 2021.

140

Hoser B., Mayerl C., Ogris G., Zandonella M. (2015), *Junge Menschen In Wien. Beschäftigung – Wohnen – Leben in Wien*. Forschungsbericht, AK Wien. FEANTSA/FAP Questionnaire 2021 Austria

141

<https://www.ljeune.logement.fr/>

142

Social Council of the Union Sociale pour l'Habitat (2019), *Garantir une place aux jeunes ménages dans le logement social* [Guaranteeing a home to young households in social housing], *Avis n° 3*, available [in French] at: https://www.union-habitat.org/sites/default/files/articles/pdf/2019-09/conseil-social-jeunes-avis_n3_1.pdf

143

<https://ohjaamo.hel.fi/ohjaamo-helsinki/in-english/>

144

NAL (2019), 'Asumis-neuvonnan vaikutus nuorten itsenäiseen ja vakaaseen asumiseen', p. 15, available at: <https://nal.fi/wp-content/uploads/2019/12/Asumisneuvonnan-vaikutus-tutkimus.pdf>

145

https://www.ara.fi/en-US/Housing-finance/investment_subsidy_for_specialneeds_groups

146

Gaetz, Stephen. (2019). 'THIS is Housing First for Youth: Europe. A Program Model Guide'. Toronto: Canadian Observatory on Homelessness Press, available at: <https://housingfirsteurope.eu/assets/files/2020/05/HF4Y-Full-V5.pdf>; see also the HF4Y network of the Housing First Europe Hub: <https://housingfirsteurope.eu/housing-first-for-youth/>

147

Foundation Abbé Pierre, *18-25 ans: Permis de vivre* [18-25 year olds: Licence to live], available [in French] at: <https://www.fondation-abbepierre.fr/actualites/18-25-ans-permis-de-vivre>

148

Anderson I. & Quilgars D. (1995), *Foyers for Young People: Evaluation of a Pilot Initiative*, Centre for Housing Policy, University of York, 80 p.

149

Ibid.

150

Norwegian Institute of Public Health (2018), 'The Foyer model for homeless youth', available at: <https://www.fhi.no/globalassets/dokumenterfiler/the-foyer-model-for-homeless-youth-rapport-2018v2.pdf>

151

Steen A. & MacKenzie D. (2016), 'The Sustainability of the Youth Foyer Model: A Comparison of the UK and Australia', *Social Policy and Society*, Volume 16 – Issue 3, July 2017, pp. 391-404, available at: <https://www.cambridge.org/core/journals/social-policy-and-society/article/sustainability-of-the-youth-foyer-model-a-comparison-of-the-uk-and-australia/35AB2E664920DFC2E8AD4749D9E03043>

HOUSING EXCLUSION AMONG YOUNG PEOPLE INDEPENDENCE INTERRUPTED BY COVID-19

152

'Testimonies. Ils ont fait le choix de vivre en Foyer de Jeunes Travailleurs' [They choose to live in a Residence for Young Workers], *Ouest France*, 23 February 2012, available [in French] at: <https://www.ouest-france.fr/bretagne/vannes-56000/temoignages-ils-ont-fait-le-choix-de-vivre-en-foyer-de-jeunes-travailleurs-217034>

153

Ibid.

154

<https://www.atc.torino.it/Home>

155

https://www.francetvinfo.fr/economie/immobilier/immobilier-indigne/logement-des-etudiants-vivent-a-la-ferme_4257575.html

156

<http://www.campusvert.com/>

157

Salinque J. (2012), *Le logement intergénérationnel : offre et demande potentielle* [Intergenerational Housing: Supply and Potential Demand], *Retraite et Société* 2012/1 (n° 62), pp. 115-165, available [in French] at: <https://www.cairn.info/revue-retraite-et-societe/2012-1-page-155.htm>

158

'Swedish town to integrate refugees by housing them with pensioners', *Deutsche Welle*, 14 December 2019, available at: <https://www.dw.com/en/swedish-town-to-integrate-refugees-by-housing-them-with-pensioners/a-51623951>

159

Mahieu R., Van Caudenberg R. (2020), 'Young refugees and locals living under the same roof: intercultural communal living as a catalyst for refugees' integration in European urban communities?' *Comparative Migration Studies 8*, available at: <https://comparativemigrationstudies.springeropen.com/articles/10.1186/s40878-019-0168-9#citeas>

160

<https://startblokriekrhaven.nl/>

161

UNHCR (2018), 'Revolutionary housing project brings Dutch youth together with refugees', available at: <https://www.unhcr.org/news/stories/2018/3/5ab4dfc54/revolutionary-housing-project-brings-dutch-youth-together-refugees.html>

162

<https://www.housingevolutions.eu/project/izidom-concept/>

163

'Ils sont désignés comme 'grands', lorsqu'ils sont productifs, qualifiés, et qu'ils maîtrisent les nouvelles technologies et 'petits' lorsqu'ils sont chômeurs, improductifs, non qualifiés' [They are labelled 'grown up' when they are productive qualified, and having mastered new technologies and 'kids' when they are unemployed, unproductive, unqualified] – Bloss T. et Feroni I. (1991), 'Jeunesse : objet politique, objet biographique', in Enquête, available [in French] at: https://www.unclaj.org/wp-content/uploads/2021/02/Synth%C3%A8se_EtudeUNCLAJ_GarantiesLocatives_dec2020.pdf Analyse de l'impact des systèmes de garanties locatives sur le logement des jeunes, 'Pas de garant, pas de logement?' Analyse de l'impact des systèmes de garanties locatives sur le logement des jeunes' [No guarantor, no housing? Analysis of the impact of rental guarantee schemes on young people], available [in French] at: https://www.unclaj.org/wp-content/uploads/2021/02/Synth%C3%A8se_EtudeUNCLAJ_GarantiesLocatives_dec2020.pdf

164

Apprentis d'Auteuil, 2017: <https://www.apprentis-auteuil.org/actualites/engagement-plaidoyer/sortants-de-laide-sociale-a-lenfance-apprentis-dauteuil-fait-des-propositions.html>

165

Foundation Abbé Pierre, '18-25 ans : Permis de vivre!' [18-25 year olds: Licence to live!], 15 January 2021, available [in French] at: <https://www.fondation-abbepierre.fr/actualites/18-25-ans-permis-de-vivre>

166

The legislative text is available at: <http://www.irishstatutebook.ie/eli/2015/act/45/enacted/en/html>

167

http://www.tusla.ie/uploads/content/Final_Statement_Foster_Care_Version_17th_September_2015.pdf

168

Crisis (2009), 'Accessing the private rental sector: the cost effectiveness of deposit guarantee schemes in Scotland', available at: <https://www.bj.uk/collection-items/accessing-the-private-rented-sector-the-cost-effectiveness-of-deposit-guarantee-schemes-in-scotland#>

169

UNCLAJ (2020), 'Pas de garant, pas de logement? Analyse de l'impact des systèmes de garanties locatives sur le logement des jeunes' [No guarantor, no housing? Analysis of the impact of rental guarantee schemes on young people], available [in French] at: https://www.unclaj.org/wp-content/uploads/2021/02/EtudeUNCLAJ_GarantiesLocatives_dec2020-web.pdf

170

United Cities and Local Governments, 'Bologna: providing social housing and fighting evictions through solidarity and cooperativism', Cities for Adequate Housing, April 9 2019, available at: <https://citiesforhousing.org/blog/2019/04/09/bologna-providing-social-housing-and-fighting-evictions-through-solidarity-and-cooperativism/>

171

Ibid.

172

See chapter 4 of this report on the various systems for regulating rent in Europe.

173

https://elpais.com/economia/2021-03-26/paises-bajos-limita-por-primera-vez-los-alquileres-del-mercado-libre-debido-a-la-pandemia.html#prm=enviar_email

174

See FEANTS A & Foundation Abbé Pierre (2020), 'The impact of the European Healthcare Crisis on the Homeless and those facing Housing Exclusion', available at: https://www.feantsa.org/public/user/Resources/OHEE/2020/Chapter_2_-_The_impact_of_the_European_Healthcare_Crisis_on_the_Homeless_and_those_facing_housing_exclusion.pdf

175

https://media.etudiant.gouv.fr/file/10-Crous_Crous/73/3/Communiqu%C3%A9_Presse_Les_Crous_Gel_des_loyers_des_logements_en_residence_Crous_28_11_2019_1211733.pdf

176

https://www.francetvinfo.fr/societe/education/le-de-france-100-chambres-d-hotel-mises-a-disposition-des-etudiants-en-grande-precarite-dans-les-tout-prochains-jours-annonce-le-conseil-regional_4283941.html

177

https://static.eurofound.europa.eu/covid19db/cases/SI-2020-18_444.html

178

https://static.eurofound.europa.eu/covid19db/cases/SE-2020-1_705.html

179

Launched in the summer of 2020 with more than EUR 9 billion invested, it works through different support channels: aid for recruitment and training, supports, financial aid for young people in difficulty, etc. <https://www.ljeunesolution.gouv.fr/>

180

Also launched in summer 2020, it includes among other measures, paying grants for internships as well as financial incentives to employers recruiting unemployed young people. https://static.eurofound.europa.eu/covid19db/cases/PT-2020-35_1254.html

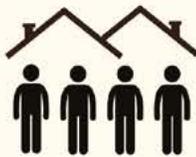
181

<https://covidnews.eurocities.eu/2020/06/10/vienna-education-and-training-for-young-people/>

THE IMPACT OF HOUSING EXCLUSION ON EUROPEAN YOUTHS' TRANSITION TO AUTONOMY

The radical disconnect between housing costs and incomes and the deterioration of housing conditions disproportionately affects young people.

Since the pandemic

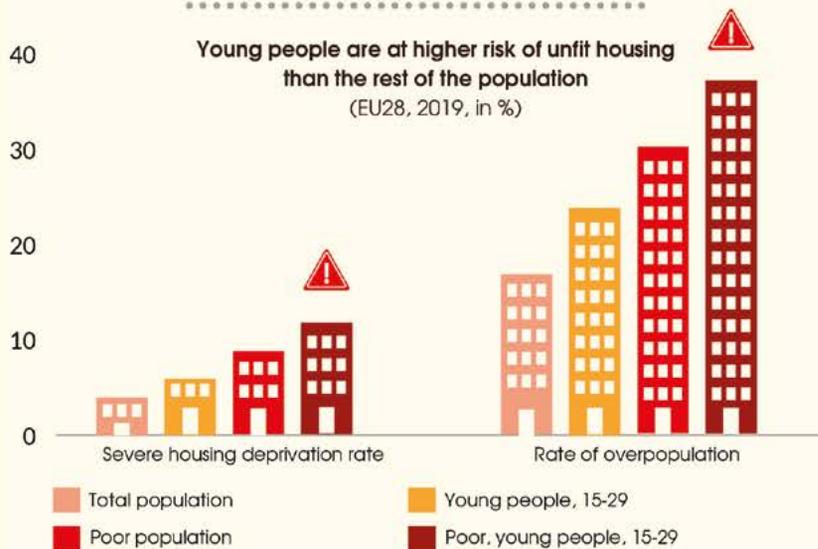


1/5 young people say their right to housing has been affected by difficulties in making ends meet



1/3 young people who have stopped working said their right to housing was seriously affected

Young people are at higher risk of unfit housing than the rest of the population (EU28, 2019, in %)



YOUTH HOMELESS IN EU

X2

the number of young people hosted by emergency services doubled since 2017

44%

of homeless people in 2019 were between 18 and 24



HOMELESSNESS IN EUROPE

IN IRELAND

Young people aged 18-29
receiving homeless assistance
increased between 2014 and 2018



IN AUSTRIA

Homeless people
counted in Salzburg
in 2018, 18 to 30 years old



IN DENMARK



1/2

homeless young people have
at least one mental illness

1/3

have a mental illness and
addiction to alcohol or drugs.

IN THE NETHERLANDS

32%

of homeless people in 2018
were young people aged
18-29

x3

a proportion that tripled
between 2009 and 2018

39%

of homeless non-EU nationals
are young people (compared
to 27% EU nationals)



76